



2024 Comprehensive Plan Amendment Cycle
TMA2024007
2600 Plant Street



SUMMARY

Property Owners:	Property Location:	Amendment Type:
BANNERMAN OPP FUND, LLC	2600 Plant Street	City Small Scale Map Amendment
Applicant:		
BANNERMAN OPP FUND, LLC		
TLCPD Staff:	Current Future Land Use & Zoning:	LPA Recommendation:
Jacob Fortunas	Future Land Use: Government Operational Zoning: Light Industrial (M-1)	Approve
Contact Information:	Proposed Future Land Use & Zoning:	Staff Analysis:
Jacob.Fortunas@talgov.com 850-891-6418	Future Land Use: Suburban Zoning: Light Industrial (M-1) (no change)	Consistent
Date: 11/30/2023	Updated: 02/27/2024	

A. EXECUTIVE SUMMARY

If approved, this map amendment would change the allowable land uses for a parcel of land totaling 2.3 acres at 2600 Plant Street. The existing Future Land Use Map (FLUM) designation of this parcel is Government Operational. The proposed amendment would change the FLUM designation to Suburban (SUB)

Part of the review process determines consistency with the Goals, Objectives, and Policies in the Tallahassee-Leon County Comprehensive Plan. Reviewing this request, a determination must be made as to whether the present land use designation is appropriate or whether the Future Land Use Map should be amended to re-designate the area as requested.

Included in this consideration are the following:

- 1) Does the area meet the criteria for designation as Government Operational?
- 2) Does the area better meet the criteria for Suburban?

If the Land Use changes are approved, the next step in the development process is site plan review and permitting. The site plan stage of development evaluates a proposed development plan for consistency with City or County Code requirements for stormwater treatment and attenuation, environmental protection, traffic impacts, concurrency, school impacts, buffers, open space requirements, and all other applicable development standards. This includes neighborhood compatibility standards and other buffering and screening standards.

B. APPLICANT'S REASON FOR THE REQUESTED CHANGE

The applicant states that they seek this land use change to implement uses consistent with surrounding light industrial uses, as allowed by the current zoning, but disallowed by the existing FLUM designation. This amendment follows the applicant's August 2022 acquisition of the property from the Leon County School Board resulting in publicly owned property becoming privately owned.

C. LOCAL PLANNING AGENCY (LPA) RECOMMENDATION

Find that the proposed future land use map amendment is **consistent** with the Tallahassee-Leon County Comprehensive Plan, based on the findings and other information contained in this staff report, and **ADOPT** the proposed amendment.

Find that the proposed rezoning is **consistent** with the Tallahassee-Leon County Comprehensive Plan, based on the findings and other information contained in this staff report, and **APPROVE** the proposed rezoning.

D. STAFF ANALYSIS

Staff finds that the proposed future land use map amendment is consistent with the Tallahassee-Leon County Comprehensive Plan, based on the findings and other information contained in this staff report.

E. CONSISTENCY WITH THE COMPREHENSIVE PLAN

The criteria required for consideration of a proposed Future Land Use Map change include consistency with the Tallahassee-Leon County Comprehensive Plan, conformance with the Tallahassee or Leon County Land Development Code, land use compatibility, changed conditions on the site and other matters deemed relevant and appropriate.

The proposed amendment is consistent with the following goals, objectives, and policies of the Tallahassee-Leon County Comprehensive Plan:

1. The Suburban Land Use Category defined by Policy 2.2.5 [L] can be implemented through the existing zoning category of Light Industrial (M-1). This zoning category is congruent with existing adjacent land uses.
2. Policy 2.2.16 [L] states that the Government Operational category contains facilities which include those defined on the Land Use Development Matrix as Community Services, Light Infrastructure, Heavy Infrastructure and Post-Secondary, that provide for the operation of and provision of services of properties owned by local, state and federal government.

Local, state, and federal governments do not own or operate the property; therefore, the current land use does not meet the intended application to public lands as prescribed in Policy 2.2.16 [L].

F. SUMMARY OF FINDINGS

Staff presents the following findings of fact:

History and Background

1. The subject property was acquired by the applicant in August 2022 from the Leon County School Board.
2. Historic imagery shows that the subject site was first developed between 1937 and 1941. Imagery shows that the subject site appeared to be actively utilized for warehousing and stockpiling up until approximately 2019, when the majority of the site's structures appeared to have been removed.
3. The applicant states that the subject property was part of the former Dale Mabry Field military base that was transitioned to a combination of warehouse, light industrial, and governmental facilities.

Current and Proposed Future Land Use Categories

The Subject Area is currently designated Government Operational on the Future Land Use Map (FLUM). The proposed amendment would change the FLUM designation of the subject parcels to Suburban. A summary of the current and proposed FLUE categories is below, and a comparison of permitted uses is provided in **Section G**. The complete comprehensive plan policies for Government Operational (Policy 2.2.16: [L]) and Suburban (Policy 2.2.5 [L]) are included as Appendix #1.

Government Operational (Current)

The Comprehensive Plan addresses the Government Operational future land use category in Policy 2.2.16, which states that the designation is intended for community services, light infrastructure, heavy infrastructure, and post-secondary, that provide for the operation of and provision of services on property owned or operated by local, state and federal government.

Suburban (Proposed)

The Suburban FLUM category allows for a variety of low-medium density residential, commercial, and mixed uses. The intent of this district is to provide convenient goods and services to residential areas and employment areas.

Determination for Future Land Use Map Amendment

- 1) *Does the area meet the criteria for designation as the current land use designation of Government Operational (GO)?*

No. Government Operational is intended to be implemented on local, state, and federal government lands.

- 2) *Does the area better meet the criteria for the proposed land use designation of Suburban (SUB)?*

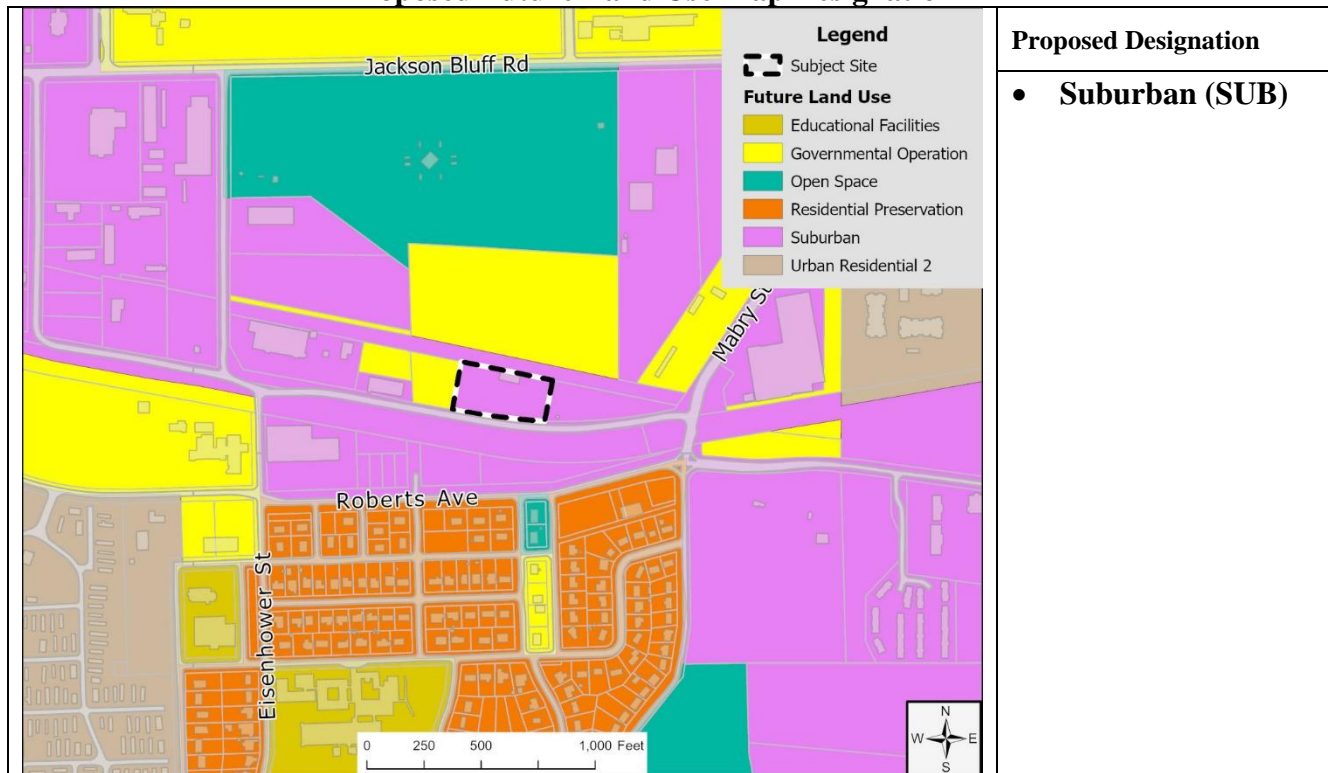
Yes. The now privately owned parcel may retain its current zoning (Light Industrial; M-1), which complements adjacent M-1 land uses while being situated between municipal complexes to the north and residential areas to the south. The parcel in question is bordered by parcels with the designated Suburban (see map below).

The following maps illustrate the current and proposed FLUM designations for the subject area:

Current Future Land Use Map Designation



Proposed Future Land Use Map Designation

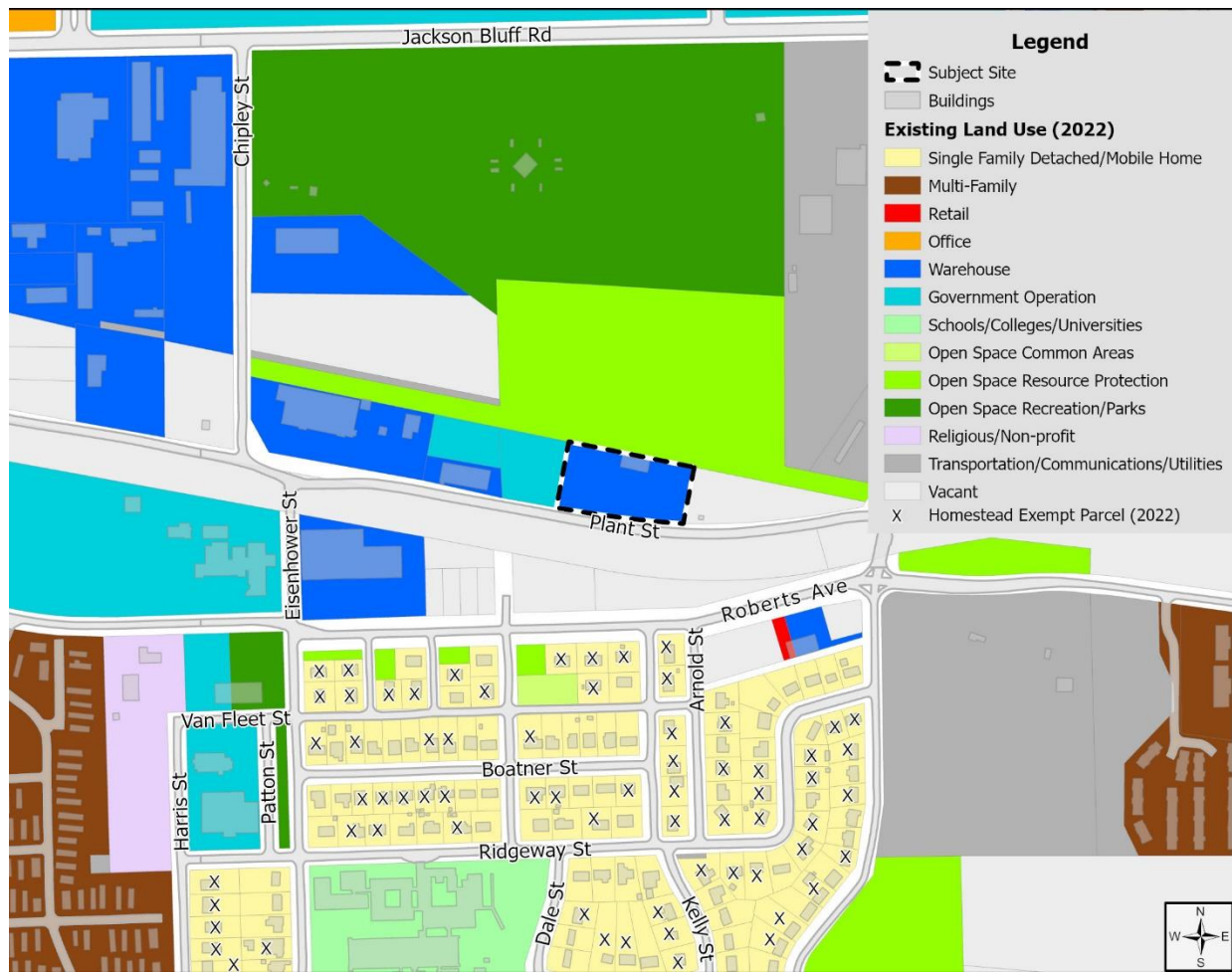


Compatibility with Adjacent and Surrounding Uses

The proposed Suburban FLUM complements surrounding land uses as seen in the map above. As intended by Policy 2.2.5 [L], this area is located in close proximity to residential areas to the south and east, as well as established employment centers to the north, northwest, and southwest. The parcel is surrounded by other Suburban land uses.

The Land Development Code describes requirements for buffering and neighborhood compatibility. Applicable development standards may include height step back requirements or tall tree buffers, restrictions on locations of parking lots, loading zones, equipment and trash enclosures, no active recreation within 200 feet of single family residential, additional transparency and façade requirements, and distance requirements for earthwork disturbance.

Existing Land Use Map



Infrastructure Analysis

Water/Sewer

City of Tallahassee water and sewer services are available to be provided to the subject site.

Schools

The Subject Area is zoned for Kate Sullivan Elementary School, Cobb Middle School, and Leon High School. As of November 2023, the present capacity of these schools are as follows:

1. Sabal Palm Elementary School: 322 students
2. Nims Middle School: 526 students
3. Rickards High School: 456 students

Any future redevelopment of the area would follow the site plan review process. This process includes a school concurrency impact analysis.

Roadway Network

The subject site is accessible to the south by Plant Street, an unclassified, or local, roadway. Plant Street is accessible from the east by Mabry Street and to the west by Eisenhower Street/Chipley Street.

Consistent with City of Tallahassee development procedure, transportation traffic impacts and concurrency calculations will be conducted when a site plan for proposed development is submitted. The traffic impacts and concurrency review will be calculated at the time of site plan review.

Pedestrian and Bicycle Network

The subject site is not served by sidewalks nor bike lanes. Sidewalks and bike lanes are present approximately 1000ft to the east of the subject site along Mabry Street.

Transit Network

StarMetro's Live Oak Route is accessible within a quarter mile of the subject site. Star Metro's Forest route is accessible within approximately half a mile of the subject site.

Environmental Analysis

The site plan phase of development would require any redevelopment to meet the environmental regulations in the Land development Code, including the applicable requirements for a natural features inventory. The subject site is located within the FEMA 100-year floodway. The subject site is bordered by the Munson Slough on its northern boundary.

Comparison of Existing and Proposed Allowed Uses

The Future Land Use Map provides a general pattern for the location, distribution, and character of land uses. The zoning district implements the underlying land use category and further regulates allowed and prohibited uses, building densities and intensity of uses, and site design specifics such as setbacks, parking requirements, infrastructure, and other land development issues.

Permitted Uses- Future Land Use	Current: Government Operational	Proposed: Suburban
Residential	0 units/acre	0 to 20 units/acre
Single-Family Detached		X
Single-Family Attached		X
Two-Family Dwellings		X
Community and Recreational Facilities	X	X
Day care centers		X
Commercial Goods and Services		X
Mixed-Use Development		X
Office	X	X
Medical Facilities	X	X
Post-Secondary Schools		X
Cemeteries		X
Light Industrial/Manufacturing	X	X
Heavy Industrial/Mining	X	
Sanitary Facilities	X	
Warehouse	X	X

G. PUBLIC OUTREACH AND NOTIFICATION

An initial mailing was sent to 122 property owners within 1,000 feet of Subject Site.

	Public Outreach	Date Completed
X	Applications posted to Planning Website	10/27/23
X	Notices Mailed to Property Owners, Renters, and Homeowners Associations within 1000 feet	11/3/23
X	Signs providing details of proposed land use posted on subject site	11/16/23
X	Public Open House	12/7/23
	Staff Reports Available Online	Feb 2024
X	Email Subscription Notice sent to all users of service	4/7/23 8/29/23 10/27/23 1/5/24
	Legal Ads posted	12/29/23 01/16/2024

H. STAFF REPORT UPDATE

Below is a list of all public meetings and actions taken by appointed or elected bodies in consideration of this proposed amendment:

	Cycle Meetings	Date Completed
X	Local Planning Agency Workshop	1/17/24
X	Local Planning Agency Public Hearing	2/06/24
	City Adoption Public Hearing	4/10/24

Local Planning Agency Workshop – A workshop was held on January 17, 2024, at the Renaissance Building. Staff provided an overview of the application received and the amendment being requested. There were no questions from the LPA that resulted in updates to this staff report.

Local Planning Agency Public Hearing – The public hearing was held on February 6, 2024, to vote on the proposed amendment. Staff provided overview of the application received and the amendment being requested. The LPA found the proposed future land use map amendment consistent with the Tallahassee Leon-County Comprehensive Plan, based on the findings, and other information contained in this staff report, and recommended adoption of the proposed amendment. There were no public comments on the proposed amendment.

I. APPENDICES

- Appendix #1: Comprehensive Plan policies relevant to the proposed amendment
- Appendix #2: Land Development Code sections relevant to the proposed amendment and/or rezoning
- Appendix #3: Photo of signs providing details of proposed land use and zoning changes posted on subject site

APPENDIX 1

Comprehensive Plan Sections

I. Land Use

Policy 2.2.16: [L]

GOVERNMENT OPERATIONAL (EFF. 8/17/92; REV. EFF. 7/26/06; RENUMBERED 3/14/07; REV. EFF. 12/24/10)

Contains facilities, which include those defined on the Land Use Development Matrix as Community Services, Light Infrastructure, Heavy Infrastructure, and Post-Secondary, that provide for the operation of and provision of services on property owned or operated by local, state and federal government. The government facilities may include services and uses provided by private entities operating on property owned by the local, state, or federal government. These facilities shall include, but are not limited to:

Airports*	Offices
Correctional Facilities	Outdoor Storage Facilities
Courts	Police/Fire Stations
Electric Generating Facilities	Sanitary Sewer Percolation Ponds
Electric Sub-Stations	Sanitary Sewer Pump Stations
Health Clinics	Sanitary Sewer Sprayfields
Libraries	Vehicle Maintenance Facilities
Incinerators	Waste to Energy
Materials Recovery Facilities	Water Tanks
Museums	Water Treatment Plants
Postal Facilities	Water Wells

*Includes services and uses provided by private entities that are commonly located at commercial service airports.

I. Land Use

which much of Tallahassee-Leon County has developed since the 1940s. The category predominantly consists of single-use projects that are interconnected whenever feasible. Mixed-use projects and the principles of traditional neighborhood developments are encouraged, though not required. The Suburban category is most suitable for those areas outside of the Central Core. However, additional areas inside the Central Core may be designated as appropriate based on existing land use pattern.

To complement the residential aspects of this development pattern, recreational opportunities, cultural activities, commercial goods and services should be located nearby. To reduce automobile dependency of residents and employers alike, mass transit stops should be located at large commercial centers and appropriate street and pedestrian connections established between commercial and residential areas. Except within mixed use centers, larger scale commercial development should be buffered from adjacent residential neighborhoods.

Development shall comply with the Suburban Intensity Guidelines. Business activities are not intended to be limited to serve area residents; and as a result may attract shoppers from throughout larger portions of the community.

Policy 2.2.5: [L]

SUBURBAN

(EFF. 3/14/07)

To create an environment for economic investment or reinvestment through the mutually advantageous placement of employment and shopping opportunities with convenient access to low to medium density residential land uses. Employment opportunities should be located near residential areas, if possible within walking distance. This category recognizes the manner in

I. Land Use

Suburban Intensity Guidelines (EFF. 3/14/07; REV. EFF. 7/14/14;
REV. EFF. 5/31/18)

Table 4: Suburban Intensity Guidelines

Development Patterns	Allowed Land Uses	Gross Residential Density UNITS/ ACRE (4)	Non-Res Intensity SQ.FT/ACRE	Percent- age Mix of Uses
Low Density Residential	Residential, Recreation, Light Infrastructure & Community Service	0 to 8 UNITS/ACRE (4)	10,000 SQ.FT/ACRE	65-80%
Low Density Residential Office	Residential, Office, Recreation, Light Infrastructure & Community Service	0 to 8 UNITS/ACRE (4)	10,000 SQ.FT/ACRE (5)	
Medium Density Residential	Residential, Recreation, Light Infrastructure & Community Service	8 to 16 UNITS/ACRE	20,000 SQ.FT/ACRE	
Medium Density Residential Office	Residential, Office, Ancillary 1 st Floor Commercial, Recreation, Light Infrastructure, Community Service & Post-Secondary Schools	8 to 20 UNITS/ACRE	20,000 SQ.FT/ACRE(6)	
Village Center	Residential, Office, Commercial up to 50,000 sq ft, maximum business size. Centers shall not be located closer than ¼ mile to another village center or commercial development including more than 20,000 sq ft of floor area.	8 to 16 UNITS/ACRE	12,500 SQ.FT/ACRE per parcel for center 20 acres or less (7)	35-50%
Urban Pedestrian Center	Residential, Office, Commercial, Recreation, Light Infrastructure & Community Service	6 to 16 UNITS/ACRE (3)	Up to 20,000 sq FT/ACRE (3)	
Suburban Corridor	Residential, Office, Commercial, Recreation, Light & Heavy Infrastructure & Community Service	Up to 16 UNITS/ACRE	Up to 25,000 sq FT/ACRE (3)	

Development Patterns	Allowed Land Uses	Gross Residential Density UNITS/ ACRE (1)	Non-Res Intensity FT/ACRE (2)	Percent- age Mix of Uses
Medical Center	Residential, Office, Commercial, Recreation, Light Infrastructure & Community Service	6 to 20 UNITS/ACRE (1)	80,000 sq FT/ACRE (2)	
Business Park	Office, Residential and Commercial	Up to 16 UNITS/ACRE	20,000 sq FT/ACRE	5-10%

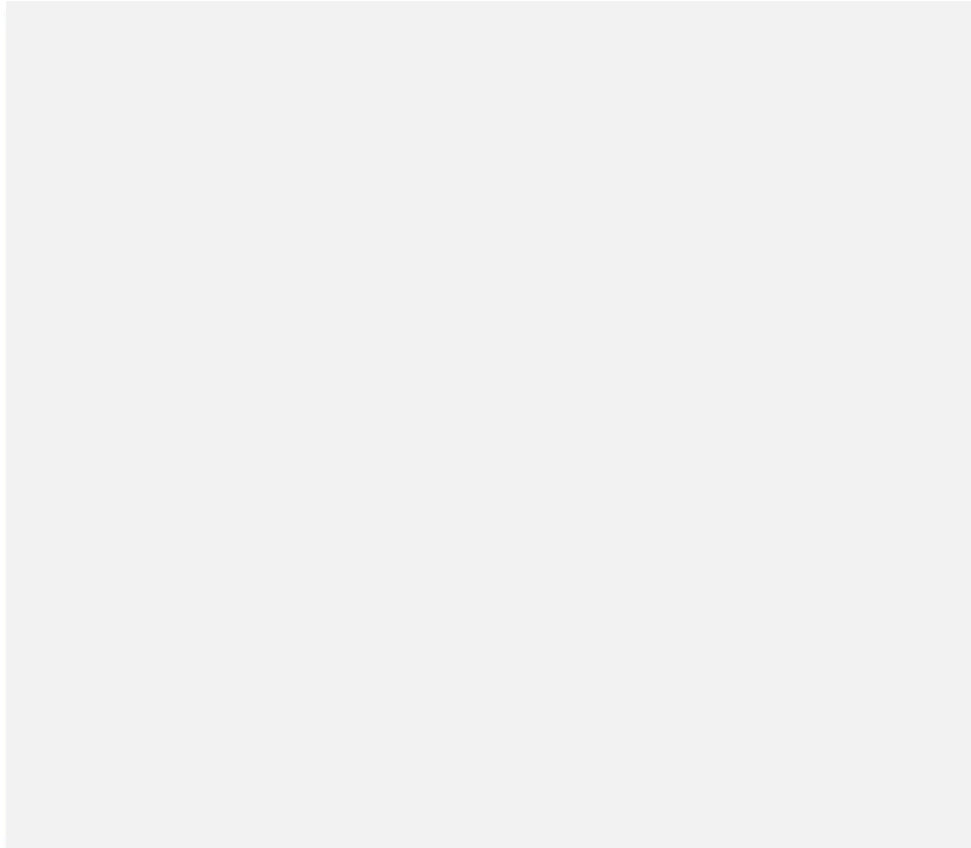
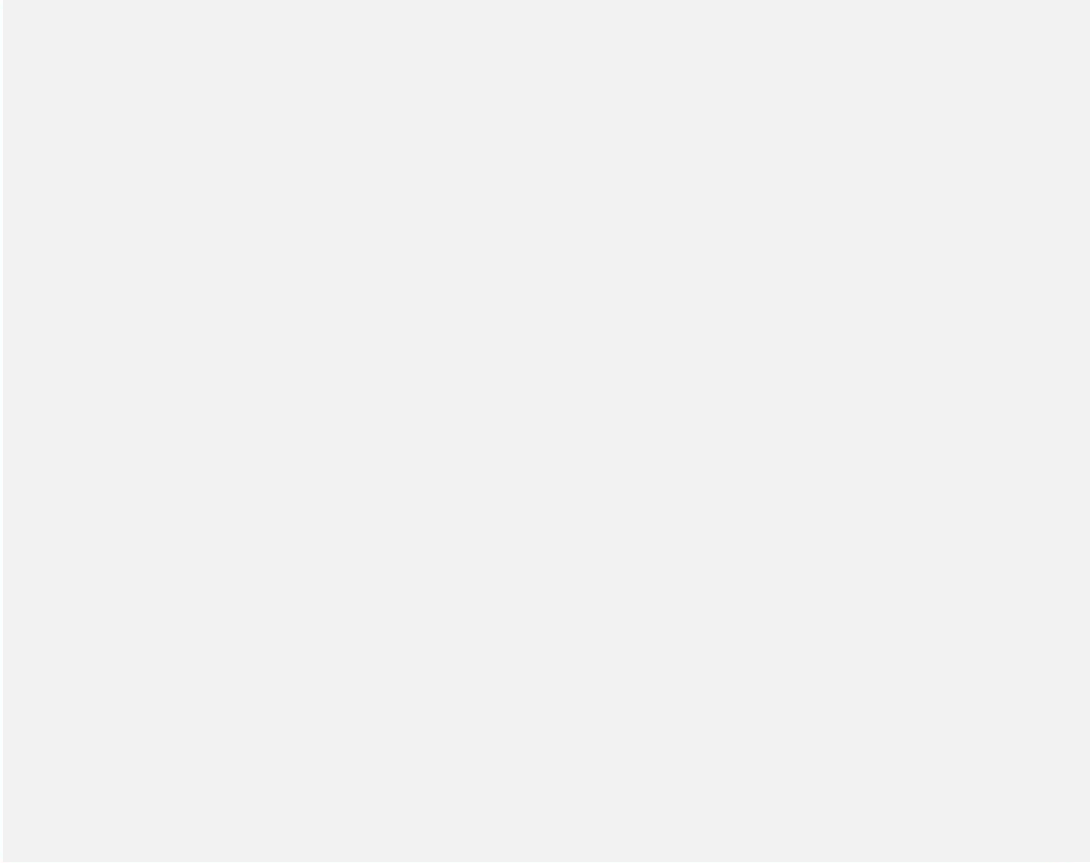
Notes:

- (1) 8 units/acre minimum for exclusively residential;
- (2) Hospitals up 176,000 sq ft/acre;
- (3) 20 units/acre and 40,000 sq ft/acre for multiple use development; Combined residential and non-residential development may have up to 40,000 SF and up to a six story building. Residential use, office use and commercial use is allowed.
- (4) Low Density Residential and Residential Office development patterns can have a minimum of 1 unit per acre if water and sewer are not available.
- (5) The maximum square footage is increased to 12,500 SF if the project is a mixed-use development.
- (6) The maximum square footage increases to 40,000 SF per acre and maximum height increases to six stories if 50% of parking is structured. This provision only applies to areas previously designated as Mixed Use C
- (7) 250,000 SF of total development permitted on 20 to 30 acre centers.
- (8) Storage areas may be 50,000 SF per acre. Office and Retail is allowed.

While mixed land uses are encouraged in the Suburban Future Land Use Category, the more prevalent pattern will be a compatibly integrated mix of single-use developments that include low and medium density residential, office, and retail development. Allowed land uses within the Suburban Future Land Use Category shall be regulated by zoning districts which implement the intent of this category, and which recognize the unique land use patterns, character, and availability of infrastructure in the different areas within the Suburban Future Land Use Category. In those areas lacking the necessary infrastructure, the Land Development Regulations may designate a low intensity interim use. Any evaluation of a proposed change

I. Land Use

of zoning to a more intensive district shall consider, among other criteria, the availability of the requisite infrastructure.



APPENDIX 2

Section 10-260 M-1 Light Industrial

PERMITTED USES								
1. District Intent	2. Principal Uses							
<p>The M-1 district is intended to be located in areas designated Suburban on the Future Land Use Map of the Comprehensive Plan and shall apply to urban areas with convenient access to transportation facilities, where light manufacturing, processing, storage, community and recreational facilities and other activities compatible with light industrial operations are permitted. The district is not intended to accommodate heavy industrial operations or to accommodate commercial or residential development which would restrict the principal light industrial operations.</p>	<p>(1) Armored truck services. (2) Assembly of apparel and accessories. (3) Automotive service and repair, including car wash. (4) Bottling plants. (5) Broadcasting studios. (6) Building contractors and related services. (7) Cemeteries. (8) Communications and utilities. (9) Vocational schools and police/fire stations. (10) Crematoriums. (11) Distribution facilities. (12) Dry cleaning plants. (13) Food processing, excluding slaughter. (14) Golf courses. (15) Gun firing ranges (indoor). (16) Heavy infrastructure (maintenance yards, motor pools, airports, land fills, sewage treatment plants, etc.). (17) Laboratories; research and development activities. (18) Lawn and tree removal services. (19) Manufacturing (consistent with the definition of light industrial).</p>							
	<p>(20) Non-medical offices and services, including business and government offices and services. (21) Off-street parking facilities. (22) Passive and active recreational activities. (23) Pest control services. (24) Pet Day Care Centers (25) Printing and publishing. (26) Repair services, non-automotive. (27) Towing, wrecking, and recovery services. (28) Transportation and freight handling activities. (29) Warehouses, mini-warehouses, or self-storage facilities. (30) Waste tires and disposal (31) Welding and machine shops. (32) Wholesale activities. (33) Wholesale building supplies. (34) Other uses, which in the opinion of the Land Use Administrator, are of a similar and compatible nature to those uses described in this district.</p>							
	<p>(1) A use or structure on the same lot with, and of a nature customarily incidental and subordinate to, the principal use or structure and which comprises no more than 33 percent of the floor area or cubic volume of the principal use or structure, as determined by the Land Use Administrator. The 33 percent limitation does not apply to outdoor storage that is accessory to a permitted principal use. (2) Light infrastructure and/or utility services and facilities necessary to serve permitted uses, as determined by the Land Use Administrator. (3) Residential use (intended for watchman or guard not to exceed 1 dwelling unit per industrial use). (4) Outdoor storage (without the 33 percent limitation), provided it complies with Section 7 below.</p>							
DEVELOPMENT STANDARDS (continued on page 2 of 2)								
Use Category	4. Minimum Lot or Site Size	5. Minimum Building Setbacks			6. Maximum Building Restrictions			
	a. Lot or Site Area	b. Lot Width	c. Lot Depth	a. Front	b. Side-Interior Lot	d. Rear	a. Building Size (excluding gross building floor area used for parking)	b. Building Height (excluding stories used for parking)
Permitted Principal Commercial Uses Numbers (3), (21), (25)	none	none	none	25 feet	none	10 feet	10,000 square feet of gross building floor area per parcel	3 stories
All Other Permitted Principal Non-Residential Uses	none	none	none	25 feet	none	10 feet	20,000 square feet of gross building floor area per acre, 50,000 square feet of gross building floor area per acre for storage areas within buildings or warehousing as a principal use.	3 stories

DEVELOPMENT STANDARDS (continued from page 1 of 2)
<p>7. Criteria for Outdoor Storage: Outdoor storage is permitted as an accessory use to a permitted principal use (without the 33 percent limitation) if the outdoor storage area is screened with an opaque material (an opaque material may include vegetation). The opacity requirements are as follows: 100 percent along any property line that adjoins an existing residential use; 80 percent along any property line that adjoins any other type of use other than residential (commercial, office, etc.) or a street right-of-way. The determination of the adequacy of the opaque material will be evaluated at the time of permitting.</p> <p>9. Street Vehicular Access Restrictions: Properties in the M-1 zoning district may have vehicular access to any type of street. However, in order to protect residential areas and neighborhoods from non-residential traffic, vehicular access to a local street is prohibited if one of the following zoning districts is located on the other side of the local street: R-A, R-1, R-2, R-3, R-4, R-5, MH, MR-1, RP-1, RP-2, RP-MH, RP-UF, and RP-R.</p> <p>10. Additional Criteria and Restrictions for Pet Day Centers: Outside boarding and unsupervised outside activity are prohibited. In the event that a pet day care center abuts a residential property, the center shall not exceed an L10 noise level of 60 as measured on the property line abutting the Center. Hours of operation for Pet Day Care Centers shall be 6:00 A.M. to 9:00 P.M. Indoor overnight boarding of pets is permitted.</p>

GENERAL NOTES:

1. If central sanitary sewer is not available, residential development is limited to a minimum of 0.50 acre lots and non-residential development is limited to a maximum of 2,500 square feet of building area. Community service facilities are limited to a maximum of 5,000 square feet of building area or a 500 gallon septic tank. Also, refer to Sanitary Sewer Policy 2.1.12 of the Comprehensive Plan for additional requirements.
2. Refer to chapter 5, environmental management for information pertaining to the regulation of environmental features (preservation/conservation features), stormwater management requirements, etc.
3. Refer to chapter 4, concurrency management for information pertaining to the availability of capacity for certain public facilities (roads, parks, etc.).
4. For cluster development standards, refer to Section 10-426.

APPENDIX 3

Sign posted on site

