

PASCO COUNTY, FLORIDA
INTEROFFICE MEMORANDUM

TO: Development Review Committee DATE: 12/29/14 FILE: PDD15-255

FROM: Carol B. Clarke, AICP,
Zoning Administrator,
Assistant Planning and Development
Administrator SUBJECT: Starkey Ranch MPUD
Master Roadway Plan and
Alternative Standards request
DRC: 12/18/14, 1:30 p.m., NPR
Recommendation: Partial
Approval with Conditions

STAFF: Christopher C. Mills
Planner II REFERENCES: LDC, Section 522,
MPUD
Comm. Dist. 4

The following is presented to the Development Review Committee for consideration.

PROJECT DESCRIPTION:

Proposed is a request for modifications to road sections, trail sizes and roadway phasing associated with the Master Roadway Phasing Plan (Attachment 3). Additionally, the applicant/developer seeks approval for Alternative Standards to Section 901.1 Transportation - Corridor Management and Section 700.11 Dedication, of the Land Development Code. If granted, these Alternative Standards would allow the applicant/developer to convert Road D to a private gated roadway and would alleviate the applicant/developer of Starkey Ranch from providing a public collector roadway that is spaced one mile from an existing or proposed arterial or collector roadway.

Commission District:	The Honorable Mike Wells
Project Name:	Starkey Ranch MPUD (Master Planned Unit Development)
Applicant's Name:	WS-TSR, LLC
Location:	North of and partially abutting S.R. 54; east of and abutting Starkey Boulevard, south of and abutting J. B. Starkey Wilderness Park
Parcel ID Nos.:	Various Parcels in Sections 16, 17, 19, 20, 21, 22, 27, 28 & 29; T 26 S – R 17 E (Attachment 1)
Acreage:	2,485 Acre(s), m.o.l.
Zoning District:	MPUD Master Planned Unit Development
Future Land Use Classification:	PD (Planned Development), CON (Conservation Lands)
Water/Sewage:	Public (Pasco)
No. of Dwelling Units:	4,272

Type of Dwelling Units:	Single-Family Attached Townhouses, Single-Family Detached, and Multiple Family
Use/Square Foot (non-residential)	150,000 office; 100,000 light industrial; 170,000 retail; 220 hotel rooms

APPLICANT/DEVELOPER'S REQUEST:

The applicant/developer is requesting the following modifications of road sections, trail sizes and roadway phasing to the Master Roadway Phasing Plan for Starkey Ranch.

- Restrict access to Road D by placing gates at the intersections of Rangeland Boulevard and Town Avenue.
- Add a new roundabout on Rangeland Boulevard east of Gunn Highway
- Access A on State Road 54 renamed Access C and Access C on State Road 54 renamed Access A
- On street parking removed from both sides of Road D
- On street parking removed along the south side of Rangeland Boulevard and the north side of Town Avenue adjacent to the Adult Lifestyle Area
- Multi-use path widths revised to reflect the changes proposed in the Bicycle and Pedestrian Master Plan
- Pedestrian underpass on Rangeland Boulevard replaced with an at-grade pedestrian crossing
- Road names added to collector roads which were unnamed in the previous proposal
- Phasing Plan revised to reflect revised construction phasing

FINDINGS OF FACT:

1. MPUD Master Planned Unit Development Rezoning Petition No. 7027, Conditions of Approval No. 32, requires that prior to the first preliminary development plan/preliminary site plan submittal the Master Developer shall submit a Master Roadway Plan to the Planning and Development Department for review. The plan shall demonstrate compliance with the County's collector and arterial design and spacing standards of the LDC. The Master Roadway Plan was approved on November 21, 2013 with those roads necessary to meet the collector and arterial spacing standard (Attachment 4).
2. LDC Section 901.1.E.2, Major Collectors, requires one (1) mile spacing for properties designated RES-3 (Residential – 3 du/ga) and higher on the Future Land Use Map.
3. Starkey Ranch is designated as PD (Planned Development) on the Future Land Use Map.
4. Pasco County Comprehensive Plan Subarea Policy FLU 7.1.13.c(2) (Starkey Ranch) states that the "Master Roadway Plan shall promote the following:" "(a) a connected network of primary streets/roadways, which serve both local and through-traffic, providing reasonably direct routes within and between neighborhoods and the surrounding roadway network", and "(b) Local street through-connections shall be provided between the primary streets."

5. Pasco County Comprehensive Plan Subarea Policy FLU 7.1.13.c(4) states that “design in Starkey Ranch shall create a pedestrian-friendly, human-scale environment. The design shall establish a framework providing for connectivity and walkability between uses/parcels, efficient traffic circulation, and maximum internal capture.”
6. Pasco County Comprehensive Plan Subarea Policy FLU 7.1.13.c(4)(a) further states that “pedestrian trips should be short and easy [to] access daily uses and needs.”
7. The requested modification to restrict access to Road D is inconsistent with Comprehensive Plan Subarea Policy FLU 7.1.13 (Attachment 5), as outlined above.
8. On September 11, 2012, Starkey Ranch MPUD was adopted as a MUTRM project. The MPUD was modified and adopted on December 17, 2013, by the BCC.
9. The requested modification to restrict Road D is inconsistent with the intent and purpose of a MUTRM project (Attachment 6) to promote a connected, mixed-use compact development pattern that incorporates multimodal opportunities and reduces automobile dependency and Vehicle Miles Traveled (VMT) through the MUTRM form of development.

ALTERNATIVE STANDARDS (Attachment 7):

Section 901.1, Transportation – Corridor Spacing (Attachment 8)

Applicant’s Request:

The applicant is requesting relief from the requirements of Subsection 901.1.E, Spacing Requirements. This section of the Code requires that, in a Future Land Use designation of RES-3 and higher, a proposed development is required to provide a major collector roadway within one mile of either an existing or proposed arterial or collector roadway.

The applicant must determine which option applies to their alternative standard request 1) no feasible engineering solutions can be applied to satisfy the regulation, 2) the proposed alternative standard will maintain or improve collector/arterial roadway capacity and travel times without increasing the number or severity of accidents, or 3) compliance with the regulation will deny reasonable access. The applicant has chosen option 2 and states the following:

“The construction of the collector/arterial roadways within the Starkey Ranch project will alleviate trips on SR 54 by providing parallel roads in a grid-like network. The elimination of public vehicular access to Road D will not adversely affect the overall roadway system.”

Section 700.11, DEDICATION (Attachment 9)

Applicant's Request:

The applicant is requesting relief from the requirements of Subsection 700.11.A, Dedication. This section of the Code requires that a developer dedicate land necessary to "ensure adequate traffic flow to and through the land". The applicant is requesting that Road D be built as a privately maintained, gated roadway.

The applicant must determine which option applies to their alternative standard request 1) meets or exceeds the intent and purposes of the code requirement at issue, or 2) no feasible engineering solutions can be applied to satisfy the regulation. The applicant has chosen option 1 and states the following:

"Pasco County has routinely waived dedication to the County in favor of private entities such as CDDs in the past. Therefore, this alternative standard can be considered as a means of maintaining streets that meets the intent of the Code."

Staff Analysis:

Staff has reviewed the applicants request and recommends denial.

The applicant's characterization of CDD's as private entities is inaccurate. CDD's by definition are public entities and roads constructed with CDD funds must remain open to the public. The applicant is correct, however, that the County has supported dedication of roads to CDD's – but this is to deal with the on-going and increasingly critical issue of road maintenance. In fact, when the issue of dedicating roads to the CDD was broached during the review of the CDD application, there was significant objection. In this circumstance, the applicant is requesting to be relieved of both the obligation to meet Corridor Spacing Requirements and the obligation to dedicate.

Condition 32 of the Starkey Ranch conditions of approval (Attachment 10) state that the "Master Developer shall submit a Master Roadway Plan to the Planning and Development Department for review." The condition further states that "The plan shall also demonstrate compliance with the County's collector and arterial design and spacing standards of the LDC and the Street and Road Network criteria set forth in the Starkey Ranch PD Subarea Policy FLU 7.1.13."

- The Master Roadway Plan was approved on November 21, 2013 with those roads necessary to meet the collector and arterial spacing standard, which included Road D.

LDC Section 901.1.E.2, Major Collectors, requires one (1) mile spacing for properties designated RES-3 (Residential – 3 du/ga) and higher on the Future Land Use Map.

- Staff has determined that one-mile spacing can be achieved for this project by retaining public access to Road D.

The Pasco County Comprehensive Plan Subarea Policy FLU 7.1.13.c(2) (Starkey Ranch) states that the “Master Roadway Plan shall promote the following:” “(a) a connected network of primary streets/roadways, which serve both local and through-traffic, providing reasonably direct routes within and between neighborhoods and the surrounding roadway network”, and “(b) Local street through-connections shall be provided between the primary streets”.

- Allowing Road D to become a private gated roadway essentially removes it from the network of streets necessary to serve local and through-traffic and causes vehicles to travel up to 1 ½ to 2 miles further, while increasing the Vehicle Miles Travelled on portions of the remaining roadway network.

Pasco County Comprehensive Plan Subarea Policy FLU 7.1.13.c(4) states that “design in Starkey Ranch shall create a pedestrian-friendly, human-scale environment. The design shall establish a framework providing for connectivity and walkability between uses/parcels, efficient traffic circulation, and maximum internal capture.” Pasco County Comprehensive Plan Subarea Policy FLU 7.1.13.c(4)(a) further states that “pedestrian trips should be short and easy [to] access daily uses and needs.”

- Installation of gates on Road D would not only reduce the vehicular, but also the pedestrian network within Starkey Ranch. Road D provides a logical pedestrian connection between the Western Neighborhood and the co-located park/library/theater/school site.

On December 17, 2013, Starkey Ranch MPUD was approved as a MUTRM project, which allowed them to receive a less stringent transportation standard for purposes of their transportation analysis. One of the factors which supported the project receiving a less stringent standard was that Starkey Ranch, as shown on their Master Roadway Plan, was providing a grid network that allowed users of the site to travel from one point to another without going out onto the adjacent major roadways.

- Removal of Road D from the Starkey Roadway network limits travel options from the western neighborhood to the park/school site and the Suburban Neighborhood to the Longleaf Downtown, potentially resulting in increased traffic on Starkey Boulevard.

Additionally, with the adoption of the revised Mobility Fee, this project will receive a 25% mobility fee reduction for subscribing to MUTRM standards. Following the Starkey Ranch approval, the County adopted a new section to the Land Development Code, section 901.13 MUTRM. Although the standards that were required of the Starkey Project are slightly different from those that are now adopted into the LDC, the intent and purpose remain the same: to promote a connected, mixed-use compact development pattern that incorporates multimodal opportunities and reduces automobile dependency and Vehicle Miles Traveled (VMT) through the MUTRM form of development.

- As stated above, allowing Road D to become a private gated roadway essentially removes it from the network of sidewalks and streets necessary to serve local and through-traffic (vehicular and pedestrian) and causes vehicles to travel up to 1 ½ to 2 miles further, while increasing the volume of traffic on portions of the remaining roadway network. Road D provides a logical pedestrian connection between the Western Neighborhood and the co-located park/library/theater/school site. Removal of Road D from the Starkey Roadway network limits vehicular connections from the western neighborhood to the park/school site and the Suburban Neighborhood to the Longleaf Downtown, potentially resulting in increased traffic on Starkey Boulevard.

RECOMMENDATION:

The Planning and Development Department has reviewed the Master Roadway Plan and associated Alternative Standards and recommends partial approval of the requested modifications with the following conditions and denial of both Alternative Standards. Staff recommends denial of the following Master Roadway Plan modifications, 1) the installation of gates restricting public access on Road D and 2) the removal of on-street parking on sections of Rangeland Boulevard and Town Avenue adjacent to the Adult Lifestyle Area and Road D.

1. The developer shall maintain a cumulative total of the gross PM peak hour trip ends generated by the project, based on the trip generated rates contained in the ITE Trip Generation, 9th Edition. In conjunction with the Preliminary Development Plan/Preliminary Site Plan submittal, the Developer shall submit to the County the gross PM peak hour trip ends to be generated by the subject project. These trip ends will be added to the previous total to determine the total gross PM peak hour trip ends for the subject project. The total cumulative gross PM peak hour trip ends shall be compared to the gross PM peak hour trips allocation, as shown below. If the total gross PM peak hour trip ends exceed the gross PM peak hours allocated for the existing access(es) for the project, additional access(es) shall be provided prior to Construction Plan approval for the subject project.

<u>Intersection</u>	<u>Percent of Project Traffic</u>	<u>Gross PM Peak Hour Trip Ends</u>
SR 54 and Trinity Boulevard	35%	1,814
SR 54 and Gunn Highway	23%	1,192
Starkey Boulevard and Rangeland Rd.	10%	518
Starkey Boulevard and Town Avenue	7%	362
Tower Road East	13%	674
SR 54 and Project Access A	1%	52
SR 54 and Project Access B	4%	207
SR 54 and Project Access C	5%	259
SR 54 and Project Access D	<u>2%</u>	<u>104</u>
Total	100%	5,182

2. The developer acknowledges that no construction is allowed with the approval of this plan.
3. Any site plans within the Suburban Area, Central Neighborhood Edge and/or Adult Lifestyle Area that do not meet the MPUD's MUTRM standards shall be required to comply with the Street Design and Dedication Requirements set forth in LDC, Section 901.6 as applicable. Alternative standards to facilitate the suburban to urban design may be considered as applicable at the time of site plan.
4. Cross sections for roads in areas/neighborhoods that are not depicted on this Master Roadway Plan but are deemed MUTRM, shall be reviewed for consistency with the MPUD MUTRM standards and the urban cross sections in the Green Book Chapter 19 as applicable.
5. The applicant/developer acknowledges and agrees that if there is a conflict between these conditions of approval and the MPUD Conditions of Approval, the MPUD Conditions of Approval shall supersede.
6. The Master Roadway Plan is subject to the corresponding MPUD conditions of approval and associated alternative standard.

7. In the event of any accident, blockage or other emergency at the request of an emergency services provider, the gates on Road shall remain open until traffic flow is restored.

DEVELOPER'S ACKNOWLEDGMENT:

The developer/applicant acknowledges that it has read, understood, and accepted the above-listed conditions of approval.

_____ Date

_____ Signature

_____ Print Name

_____ Title

STATE OF FLORIDA
COUNTY OF _____

The foregoing instrument was acknowledged before me this _____

(date), by _____ (name

of corporation acknowledging) a _____

(State or place of incorporation) corporation, on behalf of the corporation. He/she is personally

known to me or who has produced _____ (type of

identification) as identification.

Seal:

_____ NOTARY

ATTACHMENTS:

1. Location Map
2. Project Background
3. Master Roadway Plan – Proposed
4. Master Roadway Plan – Adopted November 21, 2013
5. Comprehensive Plan Subarea Policy FLU 7.1.13
6. Section 901.13 - MUTRM
7. Alternative Standards
8. Section 901.1 - Transportation – Corridor Spacing
9. Section 700.11 - DEDICATION
10. Starkey Ranch Conditions of Approval

DEVELOPMENT REVIEW COMMITTEE ACTION: (12/18/14)

DENIAL of Staff Recommendation and APPROVAL of application with the deletion of Conditions 1 and 2, the addition of Condition 7 and appropriate renumbering of Conditions.

~~1. The applicant shall submit a revised plan that reflects staff recommendation within 30 calendar days of Development Review Committee approval of this Master Plan.~~

~~2. Public Access to Road D shall not be restricted.~~

7. In the event of any accident, blockage or other emergency, at the request of an emergency services provider, the gates on Road D shall be opened until traffic flow is restored.

DRG
DEC 18 2014
APPROVED