

***AGENDA MATERIALS***

**FOR**

**JOINT WORKSHOP**

**of the**

**LEON COUNTY BOARD of  
COUNTY COMMISSIONERS**

**and**

**TALLAHASSEE CITY COMMISSION**

**CYCLE 2007-2**

**COMPREHENSIVE PLAN AMENDMENTS**

**October 9, 2007, at 1:30 PM  
COUNTY COMMISSION CHAMBERS  
FIFTH FLOOR, LEON COUNTY COURTHOUSE**

## MEMORANDUM

**TO:** Members of the Leon County Board of County Commissioners  
Members of the City Commission

**FROM:** Fred Goodrow, Comprehensive Planning Administrator

**DATE:** October 3, 2007

**SUBJECT:** Additional Materials for the Joint Workshop on the  
Cycle 2007-2 Amendment Cycle

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The joint workshop with the City and County Commissions on the cycle 2007-2 Comprehensive Plan amendments will be held October 9, 2007 at 1:30 PM in the County Commission Chambers. Your notebooks contain most of the information for this hearing, however, the following materials will also be needed, and have been included with this package:

Attachment #1: Agenda for the January 22, 2007 Workshop  
Attachment #2: Updated Summary Chart of the amendments that identifies  
Recommendations from staff, the Local Planning Agency (LPA), and  
informal positions of the County Board and City Commission  
Attachment #3: Amended Report on Amendment PCT 070204  
Attachment #4: New Material on Amendment PCM 070206  
Attachment #5: Citizen Comments

If you have any questions on the agenda materials, please contact the Planning Department at 891-8600.

### Attachments

Cc: Parvez Alam  
Anita Favors Thompson  
Vince Long  
Michael Wright  
Herb Thiele  
Laura Youmans  
Jim English  
Linda Hudson  
Diana Norvell  
Eloise Gramling  
Paula Cook  
Christine Coble

# **ATTACHMENT 1**

## **AGENDA FOR THE WORKSHOP**

**Insert the agenda in the front of the 3-  
ring notebook**

**Joint Workshop of the Tallahassee City Commission and the  
Leon County Board of County Commissioners  
Tuesday, October 9, 2007 at 1:30 PM  
County Commission Chambers**

**WORKSHOP AGENDA  
Comprehensive Plan Amendment Cycle 2007-2**

**A. Introductory comments by Staff**

**B. Consent Items (City and County Commissions are in agreement)**

<u>Amendment #</u>	<u>Description</u>	<u>Tentative Positions</u>
PCM 070201	<b>Future Land Use Map</b> Proposed map amendment change from Residential Corridor to Residential Corridor Node on 10.3 acres fronting on Mahan Drive and Dempsey Mayo Road. [Staff: Cherie Bryant]	County-Approve City-Approve
PCM070202A	<b>Future Land Use Map</b> Proposed map amendment change from Suburban to Recreation/Open Space 2.9 acres located on the east side of Lake Bradford Road at its intersection with Walcott Street. [Staff: Steve Hodges]	County-Approve City-Approve
PCM070202B	<b>Future Land Use Map</b> Proposed map amendment change from Rural to Recreation/Open Space on 328.6 acres located at the southeast corner of Baum and Buck Lake Roads. [Staff: Steve Hodges]	County-Approve City-Approve
PCM070205	<b>Future Land Use Map</b> Proposed map amendment change from Residential Preservation to Urban Residential on 2.07 acres located at the southwest corner of the intersection of Ox Bottom and Thomasville Roads. [Staff: Steve Hodges]	County-Approve City-Approve
PCM070206	<b>Future Land Use Map</b> Proposed map amendment change from Recreation/Open Space to Government Operational on 42 acres fronting on Easterwood Drive adjacent to the Animal Service Center. [Staff: Dan Lucas]	County-Approval staff recommendation City-Approval staff recommendation (Buildings limited to 10.67 acre tract)
PCM070207	<b>Future Land Use Map</b> Proposed map amendment change from Residential Preservation to Urban Residential on 1.12 acres located at the southeast corner of Springhill and Springsax Roads. [Staff: Dan Lucas]	County-approve City-Approve
PCT070207	<b>Land Use Element</b> Proposed text amendment change modified Policy 2.1.9, providing a sunset date of 2/1/09 for the non-family heir provision. The amendment also simplifies comp plan language related to family heir Policy 2.1.9 subdivisions. [Staff: Allison Stewart]	County-Approve City-Approve

**C. Discussion Items (City and County Commission have either not taken a position, or positions differ and require additional discussion)**

<b>Amendment #</b>	<b>Description</b>	<b>Tentative Positions</b>
<b>PCM070204</b>	<b>Future Land Use Map</b> Proposed map amendment change from Urban Fringe to Residential Preservation and bring inside the USA on 119.82 acres lying east of Hill N Dale Drive and bounded on the north by Interstate 10. [Staff: Brian Wiebler]	<b>County-Deferral</b> <b>City-Deferral</b>
<b>PCT070202</b>	<b>Land Use Element</b> Proposed text amendment change to Policies 14.18, 2.1.11, and 2.2.28 to remove the restriction in Central Urban that density on a local street is limited to 16 dwelling units per acre. [Staff: Allison Stewart]	<b>County-Deferral</b> <b>City-Approval</b>
<b>PCT070203</b>	<b>Land Use Element &amp; Land Development Matrix</b> Proposed text amendment change to Policy 2.1.12 and disengagement from the matrix to remove the restriction that properties in UT are limited to 25 dwelling units per acre on local streets. [Staff: Allison Stewart]	<b>County-Deferral</b> <b>City-Approval</b>
<b>PCT070204</b>	<b>Land Use &amp; Capital Improvements Elements</b> Proposed text amendment to establish policies within the comp plan providing for an Urban Services Boundary, a subset of the USA boundary. [Staff: Fred Goodrow/Allison Stewart]	<b>County-Denied</b> <b>City –Approved with modified map</b>
<b>PCT070205</b>	<b>Land Use Element</b> Proposed text amendment to Policy 2.2.2 to clarify timing of development under the cluster option and density of development when urban services are available within the Urban Fringe. [Staff: Fred Goodrow ]	<b>County-Deferral</b> <b>City-Approval of changing date only</b>
<b>PCT070206</b>	<b>Land Use, Intergovernmental Coordination, &amp; Capital Improvements Element</b> Proposed text amendment to replace the optional Education Element with the required Public School Facilities element. The proposed element integrates State-mandated concurrency requirements for public schools into the comp plan. [Staff: Dan Lucas]	<b>County-Approve</b> <b>City-Deferral</b>

- If Commission action differs from staff recommendation, findings of fact will be required

**D. Discussion of Scheduling the Joint City/County/School Board Meeting**

**E. Adjournment**

*"Please be advised that if a person decides to appeal any decision made by the City Commission or the Board of County Commissioners with respect to any matter considered at this meeting or hearing, such person will need a record of these proceedings, and for this purpose such person may need to ensure that a verbatim record of the proceedings is made, which record indicates the testimony and evidence upon which the appeal is to be based. The City and County do not provide or prepare such a record (Section 286.0105 F.S.)."*

## **ATTACHMENT 2**

### **UPDATED SUMMARY CHART**

**Insert behind the agenda in the front of  
the 3-ring notebook**

MATRIX FOR CYCLE 2007-2

A = Approve  
 D = Denial  
 AM = Approve as Modified

Item #	Amendment To:	Nature of Proposed Amendment	Leon County School District Staff Comments	Planning Staff Recommendation	LPA Recommendation	City Commission Position	Board of County Commissioners Position
PCM070201	FUTURE LAND USE MAP (Mahan Dr. & Dempsey Mayo Rd.)	From: Residential Corridor To: Residential Corridor Node 10.83 acres	District-wide capacity is available. New middle school to open in 2008 that will affect Swift Creek Middle School enrollment.	A	A	A	A
PCM070202a	FUTURE LAND USE MAP (E. side of Lake Bradford Rd. at its intersection with Walcott St.)	From: Suburban To: Recreation/Open Space .29 acres	District-wide capacity is available. No impact proposed.	A	A	A	A
PCM070202b	FUTURE LAND USE MAP (SE corner of Baum & Buck Lake Roads)	From: Rural To: Recreation/Open Space 328.6 acres	District-wide capacity is available. No impact proposed.	A	A	A	A
PCM070203	FUTURE LAND USE MAP (E. side of Thomasville Rd. opposite Chancellorsville Dr. intersection)	From: Residential Preservation To: Bradfordville Mixed Use 10.3 acres	District-wide capacity is available. Capital improvements are budgeted that will increase capacity.	D	D	Withdrawn	Withdrawn
PCM070204	FUTURE LAND USE MAP (Lying E. of Hill N Dale Dr. & south of I-10)	From: Urban Fringe To: Residential Preservation & bring inside the USA	District-wide capacity is available. 2 new schools will open in 2008 & that will increase capacity.	A with conditions	2-2 tie vote on a motion to recommend approval with conditions; motion failed	Deferred	Deferred
PCM070205	FUTURE LAND USE MAP (SW corner of Ox Bottom & Thomasville Rds.)	From: Residential Preservation To: Urban Residential 2.09 acres	District-wide capacity is available. Capital improvements are budgeted that will increase capacity.	A	A	A	A

MATRIX FOR CYCLE 2007-2

A = Approve  
 D = Denial  
 AM = Approve as Modified

<i>Item #</i>	<i>Amendment To:</i>	<i>Nature of Proposed Amendment</i>	<i>Leon County School District Staff Comments</i>	<i>Planning Staff Recommendation</i>	<i>LPA Recommendation</i>	<i>City Commission Position</i>	<i>Board of County Commissioners Position</i>
PCM070206	FUTURE LAND USE MAP (Easterwood Dr. & Weems Rd.)	From: Recreation/Open Space To: Government Operational 42 acres	No effect on schools.	A	D	AM Buildings limited to 10.67 acre site only	AM Buildings limited to 10.67 acre site only
PCM070207	FUTURE LAND USE MAP SE corner of Springhill & Springsax Rds.)	From: Residential Preservation To: Urban Residential 2	District-wide capacity is available. Impacted schools have available capacity.	A	A	A	A
PCM070208	FUTURE LAND USE MAP (N. Monroe St. S of Clara Kee Blvd.)	From: Residential Preservation To: Lake Protection 1.95 acres		DELETED FROM CYCLE			
PCT070201	TEXT AMENDMENT	Change to the Glossary to amend the definition of altered floodplains		D	D	WITHDRAWN ON 9/12/07	WITHDRAWN ON 9/12/07
PCT070202	TEXT AMENDMENT	Changes to the Land Use Element Policies to remove the restriction on CU category that density on a local street is limited to 16 dwelling units per acre		A	A	A	Deferred



**ATTACHMENT 3**

**AMENDMENT PCT 070204  
AMENDED STAFF REPORT**

**Insert Material Behind Text Tab,  
Tab 4  
Of Your 3-Ring Notebook**

**TEXT AMENDMENT #: PCT070204**

**APPLICANT: Leon County/Tallahassee Planning Department**

**TEXT/POLICY I.D. #: Land Use Policy 1.1.12 (new)**

**CITY X COUNTY X**

**DATE: October 2, 2007**

**STAFF RECOMMENDATION:**

Staff recommends approval of Amendment PCT070204. (AS)

**A. SUMMARY:**

This is a request to amend text in the Land Use Element of the Comprehensive Plan to establish a subset of the existing Urban Services Area (USA) as the Urban Services Boundary (USB), as defined in the Statutes. This amendment would reduce state and regional agency review of Developments of Regional Impact (DRIs) and Comprehensive Plan Land Use Map amendments within the proposed USB area. This proposed area is generally defined as the area bounded by Capital Circle and I-10, as shown in Attachment #1. While the USA serves the Comprehensive Plan planning timeframe (through 2030) this subset, the USB, aligns more closely with the planning of the Capital Improvement Plan, 2010-2020.

**B. REASONS FOR RECOMMENDATION FOR APPROVAL:**

1. The proposed amendment is internally consistent with other Comprehensive Plan policies promoting redevelopment, the Urban Services Area, the Southern Strategy Area, the Central Core, the Southeast Sector Plan, urban infill and regional environmental protection;
2. The proposed amendment will provide an incentive to develop and redevelop properties within the Urban Services Boundary, thereby encouraging growth patterns that provide greater protection for the County's natural resources and allow for greater efficiency in service provision;
3. The Comprehensive Plan and Land Development Regulations contain neighborhood protection measures to address compatibility issues, which are not typically reviewed by state and regional agencies. In addition, the Planning Department is working with the Council of Neighborhood Associations to ensure even greater neighborhood protection;
4. The proposed amendment will eliminate state and regional agency review of Future Land Use Map amendments within the designated Urban Service Boundary, while maintaining existing review of all other amendments.

5. Future Land Use Map amendments within the existing USA are not usually of a regional nature and do not benefit significantly from state and regional agency review;
6. The proposed amendment maintains state and regional agency review for every amendment seeking expansion of the existing USA boundary and any FLUM amendments outside of the Urban Services Boundary;
7. The proposed amendment maintains State and regional agency review for every Development of Regional Impact (DRI) occurring outside of the Urban Service Boundary;
8. The proposed amendment maintains State and regional agency review for every proposed text amendment to the Tallahassee-Leon County Comprehensive Plan;
9. The proposed amendment may reduce the map amendment review from 11 months to 3 months, potentially encouraging the development of affordable housing by limiting the costs and time delays associated with Comprehensive Plan map amendments;
10. The reduction of state and regional agency review will allow greater efficiency in staff time utilization by reducing the workload associated with Comprehensive Plan map amendments.
11. The proposed amendment allows the Board of County Commissioners or City Commission to require full state and regional review of any amendment, regardless of this policy, if they choose.
12. The proposed amendment requires that all amendments must be made within one of the two existing annual cycles.
13. Affected persons may still challenge FLUM amendments that utilize this policy.
14. Proposed policy language requires that this policy shall not be used unless the proposed development can be served by central water and sewer. This will discourage new septic tank provision in the USB and potentially prevent the additional use of septic tanks outside the USB if development is directed to the urban area.

#### **C. EXISTING TEXT/POLICIES:**

None.

#### **D. PROPOSED TEXT/POLICIES:**

Policy 1.1.12: [L]

The Urban Services Boundary (USB) sub-set of the Urban Service Area (USA) identified in the Land Use Element is hereby established as the statutorily defined Urban Services Boundary (s. 163.3177(13) and (14), F.S.). The Urban Services Boundary is generally defined as the area bounded by Capital Circle and Interstate 10, including the parcels within or adjacent to the 1000' buffer outward from the center line of the established road boundaries. Parcels subject to this policy are defined as the portion of the parcel within

the USB, as defined above. Any parcel with non-contiguous portion(s) outside the USB shall not be eligible to use this policy on the outlying portion(s). This policy shall not apply to parcels designated Urban Fringe (UF) or Lake Protection (LP) on the Future Land Use Map, regardless of the above definition.

During the 2008-2018 planning timeframe, state and regional agency review of map amendments located solely within the area depicted on the following map, which is a sub-set of the current USA, shall not take place provided that the proposed development is served or is planned to be served with adequate public facilities and services based on the adopted level-of-service standards found within this Plan. More specifically, central water and sewer connection is required and transportation facilities necessary to serve the proposed development must also be included within the statutorily required financially feasible 10-year facilities plan. This Policy is intended to be utilized for urban infill or redevelopment projects. Applicable projects within the depicted Urban Service Boundary area are also hereby exempt from Development of Regional Impact (DRI) review during the 2008-2018 planning timeframe. However, a binding agreement with impacted jurisdictions and with the Florida Department of Transportation regarding transportation impact mitigation shall be required.

The Board of County Commissioners and or City Commission may require state and regional agency review during a Comprehensive Plan amendment cycle for any parcel included within the USB regardless of this policy. No amendments will be accepted outside of normal Plan amendment cycles and must be consistent with Objective 1.8 [I] and its associated policies.

#### **E. APPLICANT'S REASON FOR THE AMENDMENT:**

This amendment will promote development and redevelopment within the existing USA by providing an incentive via reducing the time-frame for map amendments in the Urban Services Boundary. This amendment will reduce state and regional agency review of Developments of Regional Impact (DRI) and amendments to the Future Land Use Map (FLUM) of the Comprehensive Plan within a subset area of the existing USA, the Urban Services Boundary. Also see Section B, above.

#### **F. STAFF ANALYSIS**

##### *Effect of the Proposed Amendment*

The proposed text amendment would significantly reduce state and regional agency review of Future Land Use Map (FLUM) amendments for properties located within the USB during the 2008-2018 timeframe. Developments of Regional Impact (DRIs) would also be subject to the reduced review, although local governments must still enter into a binding agreement with other impacted jurisdictions. For example, the City and County may enter into an agreement if a DRI is located in the City limits; other counties may be involved depending on the scope of the development's impacts. Local governments are also required to enter into a binding agreement with the Florida Department of Transportation regarding traffic impact mitigation. Ongoing DRIs, including Southside,

Capital Circle Office Complex (CCOC), and the Pinnacle at Cross Creek would continue to be reviewed under the existing state and regional DRI review process. The proposed amendment would only affect future developments that qualify as a DRI.

The following types of amendments and developments will still require full state and regional review:

- All text amendments
- All amendments that propose to change the size or boundary of the USA
- All FLUM amendments outside the proposed Urban Services Boundary
- All DRIs outside the proposed Urban Services Boundary
- All amendments modifying Lake Protection and Urban Fringe designations, regardless of inclusion in the USB
- Any amendment within the USB that cannot be served by public facilities including water and sewer

It is unclear how the Department of Community Affairs (DCA) will treat these amendments but the Statutes indicate that they may not issue an Objections, Recommendations, and Comments (ORC) Report or a Notice of Intent (NOI). These amendments may be treated as small-scale amendments or DCA may conduct some sort of process-oriented review. If the proposed amendment were adopted, affected persons would still be able to challenge the compliance of a FLUM amendment adopted via this policy even though state and regional agency review will not be substantively conducted.

### *Regional Issues*

The principal growth management strategy of the Tallahassee-Leon County Comprehensive Plan is the Urban Service Area (USA) concept, which is intended to encompass 90% of Leon County's growth. At approximately 161 square miles, the USA is the area in which urban infrastructure is available or anticipated to be provided within the planning horizon (2030). The USA includes the City of Tallahassee, its urban environs, and the surrounding area. Residential development within Leon County generally meets the 90% goal. However, when the larger regional area (the Metropolitan Statistical Area, including Gadsden, Wakulla, and Jefferson counties) is included in the analysis, the USA's market share of residential development declines to less than 80% over the last 5 years. In fact, within the MSA, the market share for permits in the area outside the USA, that commute into the USA, has doubled since 2002. In addition, the current down-turn in the housing market has been more pronounced inside the USA than outside the USA and in surrounding counties: Gadsden, Wakulla and Jefferson Counties together have actually increase 7% (a growth of 77 units) in overall housing permits from 2005 to 2006, while Leon County's permits have declined 45% (a decrease of 1,559 units) in the same time period. This was due to some extent to the 62% decline in the number of multi-family permits issued in Leon County in 2006. Increasing development outside of the USA in unincorporated Leon County and in Gadsden, Wakulla and Jefferson Counties - in concert with 46-55% commuting rates into Tallahassee from the surrounding counties - has contributed to traffic congestion and may contribute to the depletion of Leon County's natural resources and service provision.

FLUM amendments in the USA have not typically been of regional significance. The area proposed for review relief is a subset of the existing USA, generally comprising Tallahassee's urban area, and is even less likely to require significant regional level oversight. Furthermore, DRIs subject to review relief would still require significant intergovernmental coordination.

#### *Urban Development and Redevelopment Incentive*

The current Future Land Use Map (FLUM) amendment process takes approximately 11 months. Small-scale amendments can be accomplished in approximately 6 months. The proposed amendment could allow FLUM amendments within the USB to accommodate a schedule similar to rezonings, approximately 2 to 3 months. This would represent a significant incentive for development and redevelopment within the most urban portion of the Urban Services Area. Creating incentives for development within the urban portion of the USA accomplishes the following:

- Allows the Tallahassee-Leon County urban area to attract a larger portion of development in the region;
- Allows for a more efficient land use pattern by making density increases more cost-efficient inside the USB. This means that new development designed to accommodate regional population growth will leave a smaller environmental footprint in our region, protecting our natural resources, including Wakulla Springs.
- Encourages growth where sewer can be provided, potentially reducing the number of septic tanks installed in the future.
- Promotes mass transit and the efficient provision of urban services, such as central sewer, water, transit, transportation, parks, and schools, by helping to establish the densities necessary to support such services. For example, studies suggest that a density of 8 du/acre is necessary to support bus service, and our Comprehensive Plan considers a surrounding density of 4 du/acre as one element in analyzing whether to acquire local parks.
- Responds to concerns expressed by the development community relating to costly permitting delays that discourage urban development and affordable housing.
- Support reduced infrastructure costs and direct development to where existing capacity exists. For example, all current Blueprint 2000 road improvement projects are within the proposed USB.

The proposed Multi-modal Transportation District (MMTD) is contained within the proposed USB, and defining the USB will serve to promote and strengthen the MMTD. The intention of this district is to reduce vehicle trips, improve the transit network, improve the pedestrian and biking environment, and create better links between housing, work, schools, shopping and other amenities. Promoting increased residential, commercial and recreational opportunities in the USB will encourage development that provides a high quality of life for residents in the urban area and encourage improvements to the transit and pedestrian network.

## *Environmental Issues*

### **Climate Change**

Existing sprawling and single-use land patterns have been shown to affect our quality of life by significantly increase Vehicle Miles Traveled (VMT), preventing natural resource protection, and even increasing the risk of obesity. This type of development has impacts, however, on more than just our quality of life - it is contributing to climate change. Compact development has the potential to reverse the trend of inefficient land use, long commute times, and reduce our impact on climate change. Specifically, existing compact development has led to reduced VMT in those communities by up to 33%, as estimated by the Urban Land Institute in *Growing Cooler: The Evidence on Urban Development and Climate Change*. The ULI study also estimates that the majority of future housing demand will be for "smaller homes and lots, townhouses, and condominiums in neighborhoods where jobs and activities are close at hand." The study concludes that "it is realistic to assume a 30 percent cut in VMT with compact development", establishing that compact development patterns have the capacity to significantly reduce our nation's impact on the environment. Compact development has the added benefit of being better for our health, reducing taxpayer investment in outlying infrastructure, and homes in mixed-use areas carry a price premium "ranging from 40 to 100 percent, compared to houses in nearby single-use subdivisions." Other benefits include preserving existing tree cover (which act as carbon sinks) and the potential energy savings of compact development.

### **Wakulla Springs Protection**

Proposed policy language requires that this policy shall not be used unless the proposed development can be served by central water and sewer. This policy will potentially discourage new septic tank provision in the USB. In addition, this policy can help to prevent the additional use of septic tanks outside the USB if development is directed to the urban area. This is especially important given that the City of Tallahassee and US Geological Service found nitrate loading in the Wakulla Springs Basin was significantly impacted by septic tanks, which they estimated to produce 11-26% of the nitrate into Wakulla Springs. This policy will help to draw development into the urban area, where sewer is or will be available, reducing the need and demand for septic tanks outside the USB. Attachment #8 show the occurrence of septic tanks in the USB. Attachment #6 shows the recently completed Leon County Aquifer Vulnerability Assessment (LAVA) map with the proposed USB identified.

### *Neighborhood Protection*

The Comprehensive Plan and Land Development Regulations contain neighborhood protection measures to address compatibility issues, which are not typically reviewed by state and regional agencies. In addition, the Planning Department is working with CONA to ensure even greater neighborhood protection, by exploring administrative changes to

fees and noticing; encouraging earlier dialogue between neighborhoods and applicants; potentially increasing buffers around Industrial uses and exploring new types of buffering next to single family zoning districts; and exploring the potential for development review by the Urban Design Committee (City) or a body created for this purpose (County).

### *Staff Workload*

The proposed amendment would substantially reduce staff time required for processing FLUM amendments. These resources could be better utilized on other efforts that are important to the community. Since 1990, state and regional review of proposed map amendments has not resulted the rejection of any proposed amendments transmitted by the City and County Commissions. In addition, the only changes state and regional review has produced were bureaucratic changes to Plan amendments or has required staff to spend hours on data gathering and/or providing the state with additional information. This work has not resulted in the rejection of any adopted amendment and none of the required changes have been substantive.

### *Statutory Requirements*

The following provides an analysis of the proposed amendment in relationship to the statutory requirements established for designated Urban Services Boundaries.

- 1) The area designated must be appropriate for compact, contiguous urban development within a 10-year time frame. The amount of land within the area must not exceed the amount of land needed to accommodate the projected population growth at densities consistent with the adopted Comprehensive Plan within 10 years.**

The original Tallahassee-Leon County Comprehensive Plan was adopted in 1990 and reflected a 20-year planning time frame (1990-2010). The recently completed Evaluation and Appraisal Report (EAR) establishes a new planning timeframe for the Plan, through 2030. There has been no net increase in lands in the USA since the original boundary was adopted. EAR analysis determined that the current USA was sufficient to accommodate population growth through the year 2030. Therefore, this analysis does not support amending the Future Land Use Map to increase densities or the size of the USA based on population pressures alone through the year 2030. However, this analysis assumed full residential build-out of the remaining vacant lands within the USA and did not eliminate constrained lands or parcels designated for development (through development orders or special plans) and did not take open space or infrastructure requirements into consideration.

In support of this amendment, an analysis was conducted that assumed mixed-use FLUM categories would develop at historic levels, which are below their maximum allowable residential densities. The analysis excluded lands that were classified as Educational Facilities, Government Operational, Industrial, Recreation/Open Space, or Recreation/Open Space Stormwater Facilities, and conservation easements. A

15% reduction in development realization was subtracted to accommodate required infrastructure. This 15% is a low estimate, since the current Environmental Management Ordinance requires 40% of some sites be set aside as open space. Other development regulations affect the ability to achieve the maximum density, such as height restrictions and parking requirements. These regulations, including the open space requirement, were not considered. Staff conducted an analysis based on these assumptions and determined that the current USA cannot meet the statutory requirement discussed above for designation as a USB. For this reason, a sub-set area has been selected.

In 2008, the proposed policy would become active, whereby properties within the Urban Services Boundary would receive reduced review oversight from state and regional agencies. The Urban Services Boundary subset of the USA is depicted on Attachment #1. Due to the Statutory requirements relating to financial feasibility and the significant over-allocation of potential dwelling units (based on population projections), the existing USA boundary for its established planning timeframe (2010-2030), would be unsuitable as the USB and would likely be unacceptable to the Department of Community Affairs.

Attachment #4 presents a full analysis and methodology of land development potential within the Urban Services Boundary based on the Comprehensive Plan, not taking into account restrictions within the land development regulations. A summary of the data and analysis conducted is provided in the tables below. The charts below indicate the potential number of units the USB could accommodate, after certain assumptions are made (see Attachment #4). *Scenario A* assumes that development first occurs on vacant parcels, and there will be no redevelopment of developed parcels during the planning time frame. *Scenario B* assumes redevelopment of parcels greater than two acres when the land is under-utilized, as defined as having no development greater than one single family home.

Staff estimates that Leon County needs 26,085 dwelling units to accommodate estimated population growth between 2008 and 2018 (see Attachment #4). This number is derived from Leon County population growth (2010 to 2020), household size, existing housing stock (in 2006), and vacancy rates. This is close to the total units provided under *Scenario A*. Staff assumes that a realistic development pattern would be in between *Scenario A* and *Scenario B*, a development potential of approximately 37,424 dwelling units in the USB.

USB Development Potential *Scenario A* (Assumes No Redevelopment of Parcels >2 Acres)

FLUM Category	Max. Density	Vacant Acres	Vacant (Un-constrained)	Max. # Units	Percent Residential	Historical Max. Units	Estimated Total Units
AC	45	50	48	2,160	20%	432	367
CU	45	182	170	7,655	57%	4,363	3,709
DT	50	17	16	795	25%	199	169
I	0	29	28	0	0%	0	0
LP	2 per 1	113	86	43	100%	43	37
MU	16	0	0	0	82%	0	0
PD	8	286	181	1,448	5%	72	62
R	1 per 10	6	6	1	100%	1	1
RCOR	8	0	0	0	0%	0	0
RCORN	16	0	0	0	0%	0	0
RP	6	653	562	3,372	100%	3,372	2,866
SUB	16	1,782	1,590	25,440	26%	6,614	5,622
UF	1 per 3	1	0	0	100%	0	0
UR-2	20	1,030	725	14,500	100%	14,500	12,325
UT	50	56	51	2,535	75%	1,901	1,616
<b>Subtotal</b>		<b>4,205</b>	<b>3,463</b>	<b>57,948</b>		<b>31,497</b>	<b>26,773</b>
Major Developments							6,447
<b>TOTAL</b>							<b>33,220</b>

USB Development Potential *Scenario B* (Assumes Redevelopment of Parcels >2 Acres)

FLUM Category	Max. Density	Vacant Acres	Vacant (Un-constrained)	Max. # Units	Percent Residential	Historical Max. Units	Estimated Total Units
AC	45	80	76	3,420	20%	684	581
CU	45	191	178	8,010	57%	4,566	3,881
DT	50	17	16	800	25%	200	170
I	0	29	28	0	0%	0	0
LP	2 per 1	169	135	68	100%	68	57
MU	16	0	0	0	0%	0	0
PD	8	286	181	1,448	5%	72	62
R	1 per 10	9	9	1	100%	1	1
RCOR	8	0	0	0	0%	0	0
RCORN	16	0	0	0	0%	0	0
RP	6	1,093	909	5,454	100%	5,454	4,636
SUB	16	2,002	1,790	28,640	26%	7,446	6,329
UF	1 per 3	1	1	0	100%	0	0
UR-2	20	1,366	1,038	20,760	100%	20,760	17,646
UT	50	62	57	2,850	75%	2,138	1,817
<b>Subtotal</b>		<b>5,305</b>	<b>4,418</b>	<b>71,451</b>		<b>41,389</b>	<b>35,180</b>
Major Developments							6,447
<b>TOTAL</b>							<b>41,627</b>

The subset of the USA boundary shown on Attachment #1 generally excludes Lake Protection and Urban Fringe parcels, and the proposed policy language explicitly excludes them even if they are within the USB. This exclusion is intended to protect the integrity of the Lake Protection district and not incentivize the transition of Urban Fringe to higher densities. This subset area was chosen because it represents the most urban part of Leon County and encompasses the universities, major employment centers, high concentrations of residences, and the Capital. The USB includes all or part of the Southern Strategy Area, Central Core, and Southeast Sector Planning Area, creating consistency with applicable Comprehensive Plan policies promoting environmental protection, sector planning, urban infill, and redevelopment. Working with the existing USA boundary and the new statute has been somewhat problematic, as the statute appears to really only allow local governments to designate a new USB or significantly alter an existing urban services framework. Therefore, staff may develop, as needed, additional data and analysis to demonstrate the consistency of this approach with current Statute.

The analysis assumes that development in the USA and USB will remain approximately 56% non-residential over the next ten years, supported by the fact that approximately 98.7 % of all Leon County non-residential growth has occurred within this USA through 2006. The Tallahassee-Leon County real estate development market has provided 1,683 to 4,072 new residential units per year county-wide since 1985. In most years, the market provided between 2,200 and 3,300 new residential units, depending on market conditions. In the future, as the Tallahassee urban area becomes more difficult to develop due to rising land costs or regulatory constraints, the market response may be to shift an increasing portion of these units to outlying counties such as Wakulla, Jefferson, Gadsden, and Madison. As noted above, this pattern of development outside the urban area presents significant difficulties not only in terms of infrastructure, but also for providing schools, parks, transit services, sidewalks, and bike lanes. The proposed amendment would provide an incentive to develop and redevelop within the existing urban area density levels high enough to promote efficient land use, meet level of service standards and provide high-quality urban amenities. The Urban Services Area is where the Comprehensive Plan directs growth and where a commitment to urban services has been made. Providing incentives for growth in this area will implement these Comprehensive Plan policies and community goals.

## **2) The Urban Service Boundary must be identified on the FLUM.**

The current Urban Service Area is identified on the Land Use Map included within the Tallahassee-Leon County Comprehensive Plan. The sub-set area (the Urban Services Boundary) map will also be included within the Comprehensive Plan should this amendment be approved.

**3) Must be served or planned to be served by adequate public facilities and services based on the adopted level of service standards. This is to be demonstrated by the adoption of a financially feasible 10- year facilities plan in the Capital Improvements Element.**

The proposed policy requires that any development eligible for the review relief would need to demonstrate that adequate public facilities were available to serve the proposed project. The proposed policy also requires that a financially feasible 10-year facilities plan be in place within the Capital Improvements Element prior to any development project benefiting from the new policy. Staff is currently working to establish the 10-year plan, and anticipates that the proposed significant benefit concept will contribute to accomplishing this requirement.

**4) Required Visioning**

The current Tallahassee-Leon County Comprehensive Plan contains a vision statement adopted in 2004 that was developed with local government and community involvement. Stakeholders included Planning Commissioners, citizens, representatives from CONA, local business owners, School Board representatives, and representatives from the University. The Local Planning Agency (LPA) public hearing was conducted on January 29, 2004. The vision meets was developed through stakeholder meetings and public hearings. The Plan's vision statement provides for sustainable growth, recognizes fiscal constraints, and protects natural resources. This vision is implemented by strategies included within the Comprehensive Plan and the Land Development Code. Staff is working with the City of Tallahassee's Attorney's Office to determine whether the visioning referenced above meets the requirements in the Statutes. See Attachment #10 for the relevant Statutes.

*Internal Consistency*

The proposed amendment is consistent with the following existing Comprehensive Plan policies:

Land Use Policy 1.1.2 provides that the improvement of capital infrastructure shall be provided within the USA and shall be phased over the life of the Plan.

Land Use Policy 1.1.3 [L] prohibits capital infrastructure outside of the USA that is designed to support urban density.

Land Use Policy 1.1.5 [L] states that growth shall be directed to areas where excess facilities capacity currently exists within the USA.

Land Use Goal 2 refers to "the proper distribution, location and extent of land uses by type, density and intensity consistent with adequate levels of services and efficient

use of facilities and the protection of natural resources and residential neighborhoods."

Land Use Goal 10 establishes the Southeast Sector Plan, which lies entirely within the current USA and partially within the USB.

Land Use Goal 11 establishes the Southern Strategy Area, which lies entirely within the current USA and partially within the USB.

Land Use Goal 12 establishes the Central Core Area, which lies entirely within the current USA and USB.

Transportation Element Objective 1.2 states that the "identification and programming of new road projects will be consistent with the urban service area strategy to promote urban infill and discourage urban sprawl."

Transportation Element Objective 1.6 directs the Department to "reduce vehicle trip demand, and impacts to the arterial and collector road system, by providing needed amenities in close proximity to population concentrations and encouraging interconnections between development and neighborhoods."

Transportation Element Goal 2 states that "because transportation levels of service and concurrency requirements can have the unintended impact of encouraging development at outlying locations where there is excess capacity, the local governments shall adopt transportation strategies which reduce these impacts and encourage infill and redevelopment at targeted locations, and promote alternatives to the use of the automobile, such as mass transit, bicycle, and pedestrian modes."

## **G. CONCLUSIONS:**

Based on the above data and analysis, Planning Department staff recommends approval of the amendment request for the following reasons:

1. The proposed amendment is internally consistent with other Comprehensive Plan policies promoting redevelopment, the Urban Services Area, the Southern Strategy Area, the Central Core, the Southeast Sector Plan, urban infill and regional environmental protection;
2. The proposed amendment will provide an incentive to develop and redevelop properties within the Urban Services Boundary, thereby encouraging growth patterns that provide greater protection for the County's natural resources and allow for greater efficiency in service provision;
3. The Comprehensive Plan and Land Development Regulations contain neighborhood protection measures to address compatibility issues, which are not typically reviewed by state and regional agencies. In addition, the Planning Department is working with the Council of Neighborhood Associations to ensure even greater neighborhood protection;

4. The proposed amendment will eliminate state and regional agency review of Future Land Use Map amendments within the designated Urban Service Boundary, while maintaining existing review of all other amendments.
5. Future Land Use Map amendments within the existing USA are not usually of a regional nature and do not benefit significantly from state and regional agency review;
6. The proposed amendment maintains state and regional agency review for every amendment seeking expansion of the existing USA boundary and any FLUM amendments outside of the Urban Services Boundary;
7. The proposed amendment maintains State and regional agency review for every Development of Regional Impact (DRI) occurring outside of the Urban Service Boundary;
8. The proposed amendment maintains State and regional agency review for every proposed text amendment to the Tallahassee-Leon County Comprehensive Plan;
9. The proposed amendment may reduce the map amendment review from 11 months to 3 months, potentially encouraging the development of affordable housing by limiting the costs and time delays associated with Comprehensive Plan map amendments;
10. The reduction of state and regional agency review will allow greater efficiency in staff time utilization by reducing the workload associated with Comprehensive Plan map amendments.
11. The proposed amendment allows the Board of County Commissioners or City Commission to require full state and regional review of any amendment, regardless of this policy, if they choose.
12. The proposed amendment requires that all amendments must be made within one of the two existing annual cycles.
13. Affected persons may still challenge FLUM amendments that utilize this policy.
14. Proposed policy language requires that this policy shall not be used unless the proposed development can be served by central water and sewer. This will discourage new septic tank provision in the USB and potentially prevent the additional use of septic tanks outside the USB if development is directed to the urban area.

**Attachments:**

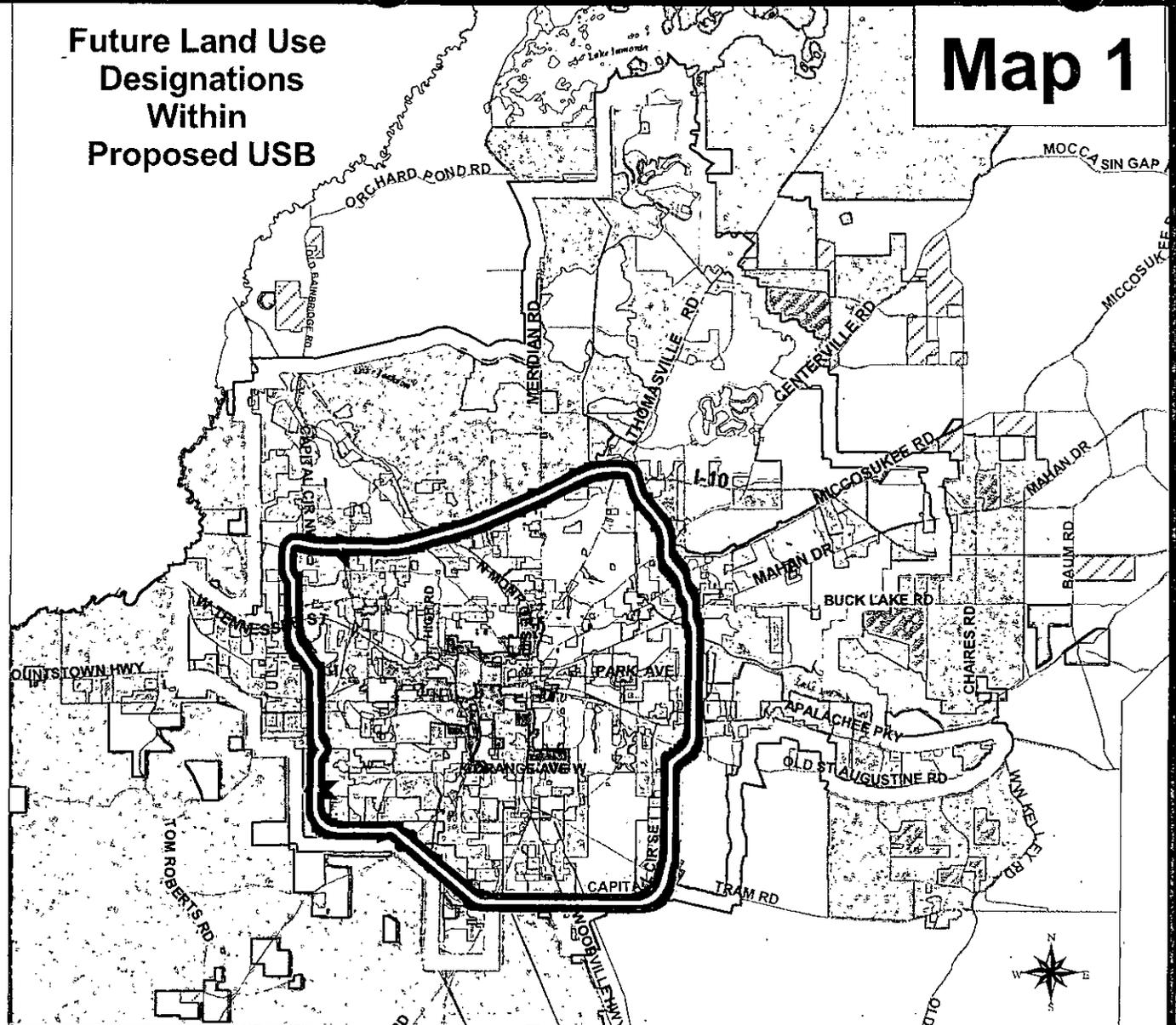
1. Map 1: Proposed Urban Services Boundary
2. Map 2: Previously Proposed Urban Services Boundary and Currently Proposed USB
3. Map 3: Proposed Urban Services Boundary w/ 1000' Buffer
4. Additional Data and Analysis of USB
5. Map 4: Proposed Urban Services Boundary and MMTD

6. LAVA Model
7. Letter from DCA
8. Map 5: Existing Septic Tanks in the proposed USB
9. Long Range Target Issue Agenda Item: CONA Recommendations "Priority List"
10. Relevant Statutes

# Map 1

## Future Land Use Designations Within Proposed USB

- Legend**
-  Urban Service Area
  - Future Land Use**
  -  Activity Center
  -  Agriculture/Silviculture/Conservation
  -  Central Urban
  -  Downtown
  -  Industrial
  -  Institutional Education
  -  Institutional Government
  -  Lake Protection
  -  Mixed Use
  -  Open Space
  -  Open Space Stormwater
  -  Rural
  -  Rural Community
  -  Residential Preservation
  -  Urban Fringe
  -  University Transition
  -  Water
  -  Woodville Rural Community
  -  Residential Corridor
  -  Residential Corridor Node
  -  Rural with RP Overlay
  -  Urban Fringe with RP overlay
  -  Rural Community with RP overlay
  -  Woodville RC with RP overlay
  -  Planned Development
  -  Suburban
  -  Urban Residential 2
  -  Urban Residential



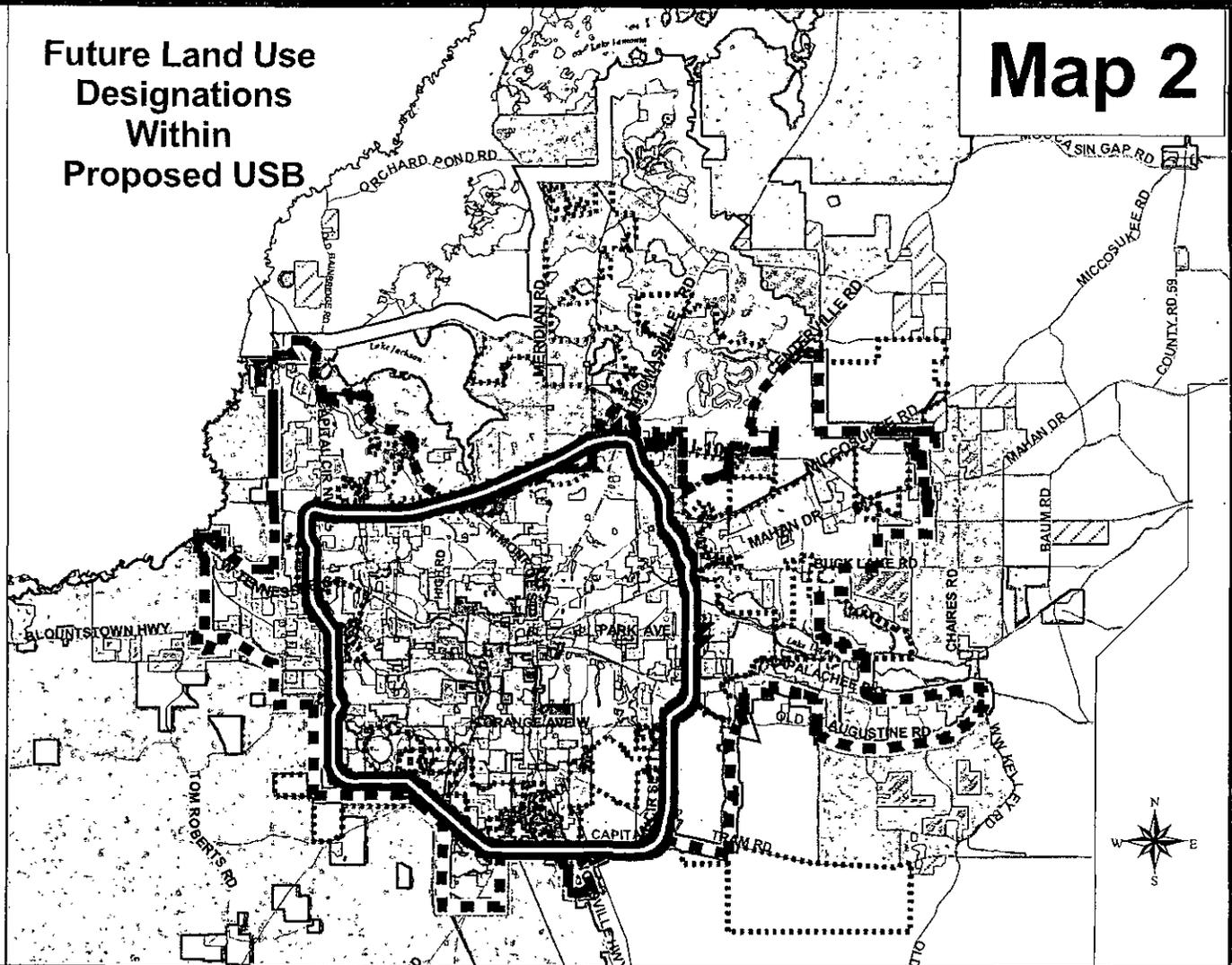
**Proposed Urban Service Boundary (I-10 & Capital Circle)**

**TICPD**  
Tallahassee-Leon County  
Planning Department

# Map 2

## Future Land Use Designations Within Proposed USB

- Legend**
-  City Limits
  -  Urban Service Area
  - Future Land Use**
  -  Activity Center
  -  Agriculture/Silviculture/Conservation
  -  Central Urban
  -  Downtown
  -  Industrial
  -  Institutional Education
  -  Institutional Government
  -  Lake Protection
  -  Mixed Use
  -  Open Space
  -  Open Space Stormwater
  -  Rural
  -  Rural Community
  -  Residential Preservation
  -  Urban Fringe
  -  University Transition
  -  Water
  -  Woodville Rural Community
  -  Residential Corridor
  -  Residential Corridor Node
  -  Rural with RP Overlay
  -  Urban Fringe with RP overlay
  -  Rural Community with RP overlay
  -  Woodville RC with RP overlay
  -  Planned Development
  -  Suburban
  -  Urban Residential 2
  -  Urban Residential

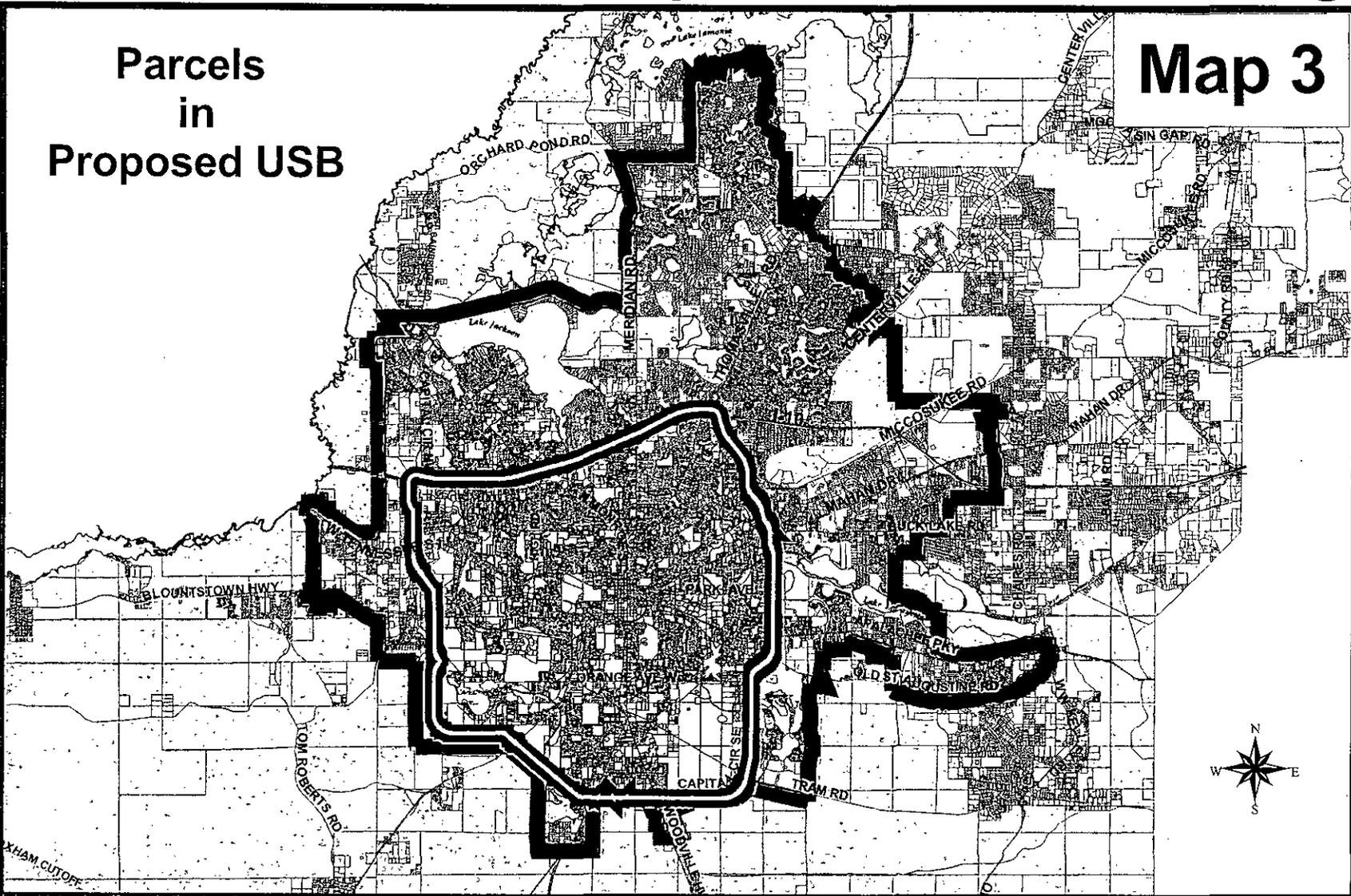


**Previously Proposed USB**  
**Proposed Urban Service Boundary (I-10 & Capital Circle)**

**TICPD**  
 Tallahassee-Leon County  
 Planning Department

# Parcels in Proposed USB

# Map 3



Urban Service Area Boundary

Proposed Urban Service Boundary ( I-10 & Capital Circle)

Parcels in Proposed USB or Intersecting with 1,000 foot Buffer

**TICPD**  
Tallahassee-Leon County  
Planning Department

<b>Urban Service Area (USA) Population</b>					
<b>Year</b>	<b>Population Inside USA</b>	<b>Percent of Population Inside USA</b>	<b>Population Outside USA</b>	<b>Percent of Population Outside USA</b>	<b>Total Population</b>
<b>1970 Census</b>	96,861	94.0%	6,186	6.0%	103,047
<b>1980 Census</b>	135,047	90.8%	13,608	9.2%	148,655
<b>1990 Census</b>	170,527	88.6%	21,966	11.4%	192,493
<b>2000 Census</b>	208,432	87.0%	31,020	13.0%	239,452
<b>2006 estimate</b>	235,600	86.5%	36,897	13.5%	272,497
<b>2020 projection</b>	294,180	86.0%	48,020	14.0%	342,200

Source: 1970 - 2000, Tallahassee-Leon County Planning Department estimates based on U.S. Bureau of the Census data;  
 2006, 2020, Total Population, University of Florida, Bureau of Economic & Business Research  
 2006, 2030, Population Inside and Outside USA, Tallahassee-Leon County Planning Department estimates

<b>Urban Service Boundary Population</b>					
<b>Year</b>	<b>Population Inside USB</b>	<b>Percent of Population Inside USB</b>	<b>Population Outside USB</b>	<b>Percent of Population Outside USB</b>	<b>Total Population</b>
<b>1970 Census</b>	n/a	n/a	n/a	n/a	n/a
<b>1980 Census</b>	n/a	n/a	n/a	n/a	n/a
<b>1990 Census</b>	n/a	n/a	n/a	n/a	n/a
<b>2000 Census</b>	161,293	67.4%	78,159	32.6%	239,452
<b>2006 estimate</b>	182,300	66.9%	90,197	33.1%	272,497
<b>2020 projection</b>	227,221	66.4%	114,979	33.6%	342,200

Source: 2000, Tallahassee-Leon County Planning Department estimates based on U.S. Bureau of the Census data;  
 2006, 2020, Total Population, University of Florida, Bureau of Economic & Business Research  
 2006, 2030, Population Inside and Outside USB, Tallahassee-Leon County Planning Department estimates

## Extent of Vacant and Unconstrained Land in the Urban Service Boundary

Attachment 4, 2 of 8

*Includes all parcels classified as vacant by the Property Appraiser (no indication of any type of structure)*

Within On-Going, Proposed or Planned Developments	Number of Vacant Parcels	Total Acreage of Vacant Parcels	Total Developable Acreage of Vacant Parcels (Environmentally Constrained Lands* Not Included)
Southside DRI (Proposed)	6	883	867
English Properties	6	1,002	1,002
<b>SUBTOTAL</b>	<b>12</b>	<b>1,884</b>	<b>1,868</b>

Within USA Not Within Above Developments	Number of Vacant Parcels	Total Acreage of Vacant Parcels	Total Developable Acreage of Vacant Parcels (Environmentally Constrained Lands* Not Included)
AC	43	50	48
CU	449	182	170
DT	76	17	16
I	9	29	28
LP	46	113	86
MU	0	0	0
PD	10	286	181
R	7	6	6
RCOR	0	0	0
RCORN	0	0	0
RP	1,374	653	562
SUB	799	1,782	1,590
UF	1	1	1
UR-2	1,126	1,030	725
UT	137	56	52
<b>SUBTOTAL</b>	<b>4,077</b>	<b>4,205</b>	<b>3,464</b>

<b>TOTAL*</b>	<b>4,089</b>	<b>6,089</b>	<b>5,332</b>
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\*Environmentally constrained acreage is defined as land in water bodies, wetlands, and severe slopes

By Future Land Use Category, the following were not included in the analysis: Educational Facilities (IE), Government Operational (IG), Industrial (I), Recreation/Open Space (OS), and Recreation/Open Space Stormwater Facilities (OSS)

By Land-Use type, vacant parcels with the following land uses were excluded from analysis: Right-of-Way, Railroad-Right-of-Way, Airport, Government, Green Space, Open Space, Parking, Recreation, School, Utility and Water.

Parcels or areas of parcels with conservation easements (including Tall Timbers Conservation Easements) were not included in the analysis.

## Extent of Vacant and Unconstrained Land in the Urban Service Boundary

Attachment 4, 3 of 8

*Including improved larger residential lots two acres or greater*

Within On-Going, Proposed or Planned Developments	Number of Vacant Parcels	Total Acreage of Vacant Parcels	Total Developable Acreage of Vacant Parcels (Environmentally Constrained Lands* Not Included)
Southside DRI (Proposed)	6	883	867
English Properties	6	1,002	1,002
<b>SUBTOTAL</b>	<b>12</b>	<b>1,884</b>	<b>1,868</b>

Within USA Not Within Above Developments	Number of Vacant Parcels	Total Acreage of Vacant Parcels	Total Developable Acreage of Vacant Parcels (Environmentally Constrained Lands* Not Included)
AC	9	29	29
CU	3	9	8
DT	0	0	0
I	0	0	0
LP	15	56	50
MU	0	0	0
PD	0	0	0
R	1	4	4
RCOR	0	0	0
RCORN	0	0	0
RP	130	440	347
SUB	54	219	200
UF	0	0	0
UR-2	81	336	313
UT	2	6	6
<b>SUBTOTAL</b>	<b>295</b>	<b>1,099</b>	<b>956</b>

<b>TOTAL</b>	<b>307</b>	<b>2,983</b>	<b>2,824</b>
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*\*Environmentally constrained acreage is defined as land in water bodies, wetlands, and severe slopes*

By Future Land Use Category, the following were not included in the analysis: Educational Facilities (IE), Government Operational (IG), Industrial (I), Recreation/Open Space (OS), and Recreation/Open Space Stormwater Facilities (OSS)

By Land-Use type, vacant parcels with the following land uses were excluded from analysis: Right-of-Way, Railroad-Right-of-Way, Airport, Government, Green Space, Open Space, Parking, Recreation, School, Utility and Water.

Parcels or areas of parcels with conservation easements (including Tall Timbers Conservation Easements) were not included in the analysis.

## Extent of Vacant and Unconstrained Land in the Urban Service Area

Attachment 4, 4 of 8

*Includes all parcels classified as vacant by the Property Appraiser (no indication of any type of structure)  
plus improved larger residential lots two acres or greater*

Within On-Going, Proposed or Planned Developments	Number of Vacant Parcels	Total Acreage of Vacant Parcels	Total Developable Acreage of Vacant Parcels (Environmentally Constrained Lands* Not Included)
Southside DRI (Proposed)	6	883	867
English Properties	6	1,002	1,002
<b>SUBTOTAL</b>	<b>12</b>	<b>1,884</b>	<b>1,868</b>

Within USA Not Within Above Developments	Number of Vacant Parcels	Total Acreage of Vacant Parcels	Total Developable Acreage of Vacant Parcels (Environmentally Constrained Lands* Not Included)
AC	52	80	76
CU	452	191	177
DT	76	17	16
I	9	29	28
LP	61	169	135
MU	0	0	0
PD	10	286	181
R	8	9	9
RCOR	0	0	0
RCORN	0	0	0
RP	1,504	1,093	909
SUB	853	2,002	1,790
UF	1	1	1
UR-2	1,207	1,366	1,038
UT	139	62	58
<b>SUBTOTAL</b>	<b>4,372</b>	<b>5,304</b>	<b>4,419</b>

<b>TOTAL*</b>	<b>4,384</b>	<b>7,188</b>	<b>6,287</b>
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\*Environmentally constrained acreage is defined as land in water bodies, wetlands, and severe slopes

By Future Land Use Category, the following were not included in the analysis: Educational Facilities (IE), Government Operational (IG), Industrial (I), Recreation/Open Space (OS), and Recreation/Open Space Stormwater Facilities (OSS)

By Land-Use type, vacant parcels with the following land uses were excluded from analysis: Right-of-Way, Railroad-Right-of-Way, Airport, Government, Green Space, Open Space, Parking, Recreation, School, Utility and Water.

Parcels or areas of parcels with conservation easements (including Tall Timbers Conservation Easements) were not included in the analysis.

### Extent of Developed Land in the Urban Service Boundary

FLUM Category	Number of Developed Parcels inside USB	Total Acreage	Residential Density (Units per Acre)	Residential					Commercial		
				Number of Developed Parcels inside USB	Residential Acreage	Number of Residential Units	Residential Density (Units per Acre)	Percent Residential Acreage	Number of Developed Parcels inside USB	Commercial Acreage	Percent Commercial Acreage
AC	329	708	2.1	163	143	1,508	10.5	20%	166	564	80%
CU	1,998	787	6.8	1,455	452	5,337	11.8	57%	543	335	43%
DT	464	148	5.9	145	37	876	24.0	25%	319	112	75%
MU	0	0	0.0	0	0	0	0.0	0%	0	0	0%
PD	30	83	0.2	16	4	16	3.9	5%	14	79	95%
RCOR	0	0	0.0	0	0	0	0.0	0%	0	0	0%
RCORN	0	0	0.0	0	0	0	0.0	0%	0	0	0%
SUB	3,803	4,103	1.9	1,657	1,067	7,985	7.5	26%	2,146	3,036	74%
UF	1	1	1.0	1	1	1	1.0	100%	0	0	0%
UT	1,163	525	12.5	1,010	392	6,561	16.7	75%	153	132	25%
<b>TOTAL</b>	<b>7,788</b>	<b>6,354</b>		<b>4,447</b>	<b>2,096</b>	<b>22,284</b>		<b>33%</b>	<b>3,341</b>	<b>4,258</b>	<b>67%</b>

**USB Development Potential Scenario A** (Assumes No Redevelopment of Parcels >2 Acres)

FLUM Category	Max. Density	Vacant Acres	Vacant (Un-constrained)	Max. # Units	Percent Residential	Historical Max. Units	Estimated Total Units
AC	45	50	48	2,160	20%	432	367
CU	45	182	170	7,655	57%	4,363	3,709
DT	50	17	16	795	25%	199	169
I	0	29	28	0	0%	0	0
LP	2 per 1	113	86	43	100%	43	37
MU	16	0	0	0	82%	0	0
PD	8	286	181	1,448	5%	72	62
R	1 per 10	6	6	1	100%	1	1
RCOR	8	0	0	0	0%	0	0
RCORN	16	0	0	0	0%	0	0
RP	6	653	562	3,372	100%	3,372	2,866
SUB	16	1,782	1,590	25,440	26%	6,614	5,622
UF	1 per 3	1	0	0	100%	0	0
UR-2	20	1,030	725	14,500	100%	14,500	12,325
UT	50	56	51	2,535	75%	1,901	1,616
<b>Subtotal</b>		<b>4,205</b>	<b>3,463</b>	<b>57,948</b>		<b>31,497</b>	<b>26,773</b>
Major Developments							6,447
<b>TOTAL</b>							<b>33,220</b>

PD assumed to develop at the residential ratio of MU; PD density assumed at 8 du's per acre  
*Estimated total units equals Historical Max. Units less 15% infrastructure*

**USB Development Potential Scenario B** (Assumes Redevelopment of Parcels >2 Acres)

FLUM Category	Max. Density	Vacant Acres	Vacant (Un-constrained)	Max. # Units	Percent Residential	Historical Max. Units	Estimated Total Units
AC	45	80	76	3,420	20%	684	581
CU	45	191	178	8,010	57%	4,566	3,881
DT	50	17	16	800	25%	200	170
I	0	29	28	0	0%	0	0
LP	2 per 1	169	135	68	100%	68	57
MU	16	0	0	0	0%	0	0
PD	8	286	181	1,448	5%	72	62
R	1 per 10	9	9	1	100%	1	1
RCOR	8	0	0	0	0%	0	0
RCORN	16	0	0	0	0%	0	0
RP	6	1,093	909	5,454	100%	5,454	4,636
SUB	16	2,002	1,790	28,640	26%	7,446	6,329
UF	1 per 3	1	1	0	100%	0	0
UR-2	20	1,366	1,038	20,760	100%	20,760	17,646
UT	50	62	57	2,850	75%	2,138	1,817
<b>Subtotal</b>		<b>5,305</b>	<b>4,418</b>	<b>71,451</b>		<b>41,389</b>	<b>35,180</b>
Major Developments							6,447
<b>TOTAL</b>							<b>41,627</b>

PD assumed to develop at the residential ratio of MU; PD density assumed at 8 du's per acre  
*Estimated total units equals Historical Max. Units less 15% infrastructure*

Derivation of Total New Dwelling Units Required, Year 2020 (Inside <b>Leon County</b> total)	
Population, 2020	342,200
Divided by Average Household Size	2.32
Result: Estimate of households necessary for population in 2020	147,500
Divided by vacancy rate Adjustment	0.93
Result: Adjusted estimate of households necessary for population in 2020	158,944
Estimate of existing housing stock today	<b>122,425</b>
Estimate of necessary housing stock minus existing housing stock	36,519
Total number of additional units required by 2020	<b>36,519</b>
Total number needed per year, 2006-2020	2,609
<b>Number needed during years 2008-2018</b>	<b>26,085</b>

Derivation of Total New Dwelling Units Required, Year 2020 (Inside <b>USA</b> only)	
Population, 2020	294,180
Divided by Average Household Size	2.43
Result: Estimate of households necessary for population in 2020	121,062
Divided by vacancy rate Adjustment	0.93
Result: Adjusted estimate of households necessary for population in 2020	130,454
Estimate of existing housing stock today	<b>106,056</b>
Estimate of necessary housing stock minus existing housing stock	24,398
<b>Total number of additional units required by 2020</b>	<b>24,398</b>

Derivation of Total New Dwelling Units Required, Year 2020 (Inside <b>USB</b> only)	
Population, 2020	227,221
Divided by Average Household Size	2.43
Result: Estimate of households necessary for population in 2020	93,507
Divided by vacancy rate Adjustment	0.93
Result: Adjusted estimate of households necessary for population in 2020	100,761
Estimate of existing housing stock today	<b>85,089</b>
Estimate of necessary housing stock minus existing housing stock	15,672
<b>Total number of additional units required by 2020</b>	<b>15,672</b>

## Extent of Vacant and Developable Land (Acres)

		Urban Services Area	Previously Proposed USB	Currently Proposed USB *
<b>(A)</b>	<b>VACANT PARCELS **</b> Total developable acreage, environmentally constrained acreage not included ***	9,385	6,879	3,464
<b>(B)</b>	<b>DEVELOPED PARCELS &gt; 2 ACRES</b> Acreage of improved residential lots most likely to re-develop	7,374	3,814	956
<b>(C)</b>	<b>TOTAL ACREAGE</b> of Vacant (A) and Developable (B) parcels	<b>16,759</b>	<b>10,693</b>	<b>4,420</b>

\* The area generally bounded by Capital Circle and Interstate 10. See draft maps and staff report for details.

\*\* Analysis included all parcels classified as vacant by the Property Appraiser (no indication of any type of structure).

\*\*\* Environmentally constrained acreage is defined as land in water bodies, wetlands, and severe slopes.

**Notes:**

1. A total of 5,715 developable acres exist within the following on-going, proposed or planned developments: Southwood DRI, Southside DRI (proposed), Fallschase, English Properties and Welaunee. These developments are not included in the analysis and are wholly or partially contained within the USA and/or previously proposed USB.
2. The following Future Land Use Categories were not included in the analysis: Educational Facilities (IE), Government Operational (IG), Industrial (I), Recreation/Open Space (OS), and Recreation/Open Space Stormwater Facilities (OSS)
3. By Land-Use type, vacant parcels with the following land uses were excluded from analysis: Right-of-Way, Railroad-Right-of-Way, Airport, Government, Green Space, Open Space, Parking, Recreation, School, Utility, and Water.
4. Parcels or areas of parcels with conservation easements (inc. Tall Timbers Conservation Easements) were not included in the analysis. Airport, Government, Green Space, Open Space, Parking, Recreation, School, Utility and Water.

Parcels or areas of parcels with conservation easements (including Tall Timbers Conservation Easements) were not included in the analysis.

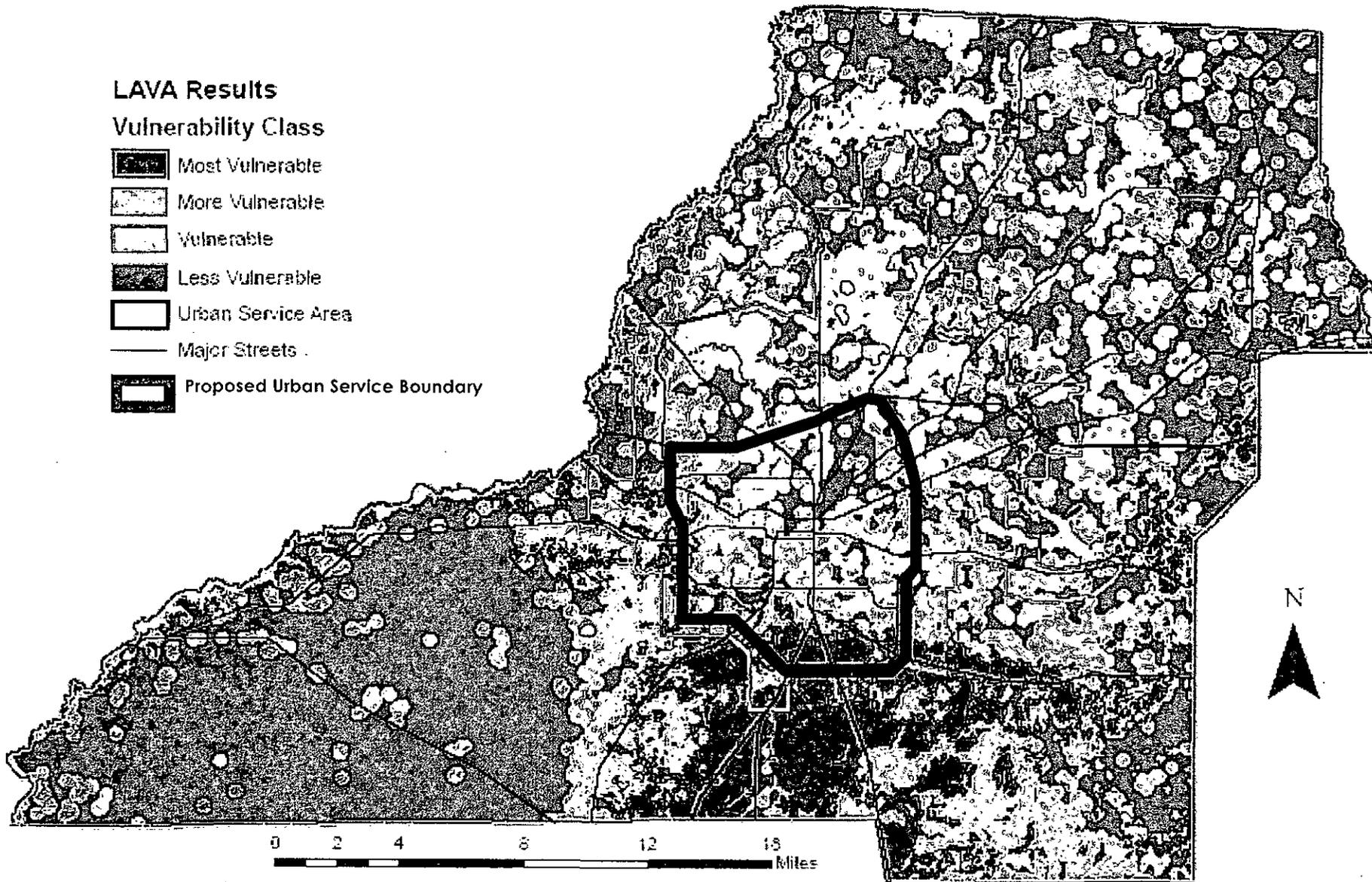


# Relative Vulnerability Map for the Leon County Aquifer Vulnerability Assessment Project

## LAVA Results

### Vulnerability Class

-  Most Vulnerable
-  More Vulnerable
-  Vulnerable
-  Less Vulnerable
-  Urban Service Area
-  Major Streets
-  Proposed Urban Service Boundary





STATE OF FLORIDA  
**DEPARTMENT OF COMMUNITY AFFAIRS**  
*"Dedicated to making Florida a better place to call home"*

CHARLIE CRIST  
Governor

THOMAS G. PELHAM  
Secretary

August 13, 2007

Mr. Wayne Tedder  
Tallahassee-Leon County Planning Department  
300 South Adams Street  
Tallahassee, Florida 32310

RECEIVED  
07 AUG 16 AM 8:25  
TALLAHASSEE-LEON COUNTY  
PLANNING DEPARTMENT

Dear Mr. Tedder:

I want to thank you for meeting with us regarding the City's proposal for the creation of an urban service boundary (UGB) pursuant to section 163.3177(14), Florida Statutes. We understand the City is proposing this in order to be eligible for the incentives at Section 163.3184(17), Florida Statutes, which essentially eliminates state review of future land use map amendments within the UGB.

We requested the meeting to discuss with you early in your planning process the statutory requirements for establishing an UGB which will make the City eligible for the incentives provided in section 163.3184(17). As we mentioned during the meeting, the City must conduct a community visioning process, and develop a community vision that complies with section 163.3177(13), and then adopt the community vision with appropriate goals, objectives, and policies into its Comprehensive Plan. Of course, the size of the UGB must not exceed the area needed to accommodate the City's projected population growth for the next ten years as provided in section 163.3177(14).

As we emphasized at the meeting, a critically important requirement involves infrastructure planning. Section 163.3177(14), Florida Statutes, expressly provides in part:

The local government shall demonstrate that the land included within the urban service boundary is served or is planned to be served with adequate public facilities and services based on the local government's adopted level of service standards by adopting a 10-year facilities plan in the capital improvements element which is financially feasible.

2555 SHUMARD OAK BOULEVARD TALLAHASSEE, FL 32399-2100  
Phone: 850-488-8466/SUNCOM 278-8466 Fax: 850-921-0781/SUNCOM 291-0781  
Website: [www.dca.state.fl.us](http://www.dca.state.fl.us)

COMMUNITY PLANNING  
Phone: 850-488-2356/SUNCOM 278-2356  
Fax: 850-488-3309/SUNCOM 278-3309

AREAS OF CRITICAL STATE CONCERN FIELD OFFICE  
Phone: 305-289-2402  
Fax: 305-289-2442

HOUSING AND COMMUNITY DEVELOPMENT  
Phone: 850-488-7956/SUNCOM 278-7956  
Fax: 850-922-5623/SUNCOM 292-5623

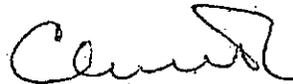
Mr. Wayne Tedder  
August 13, 2007  
Page 2

This requirement is a key component in determining that the urban service boundary meets the requirements of the statute and is eligible for the incentives. We understand that these may be formidable requirements, but the Department has a statutory obligation to apply them in reviewing the City's plan amendments.

We strongly agree with and support the City's goal of encouraging and promoting development within the UGB, and we commend the City for its prior efforts in this regard. Further, we believe that statutory revision is needed, especially with regard to transportation concurrency requirements, to encourage development in urban settings. To that end, the Department will be proposing legislation in 2008 which addresses this and related issues. We hope that the City will work with the Department to achieve passage of such legislation.

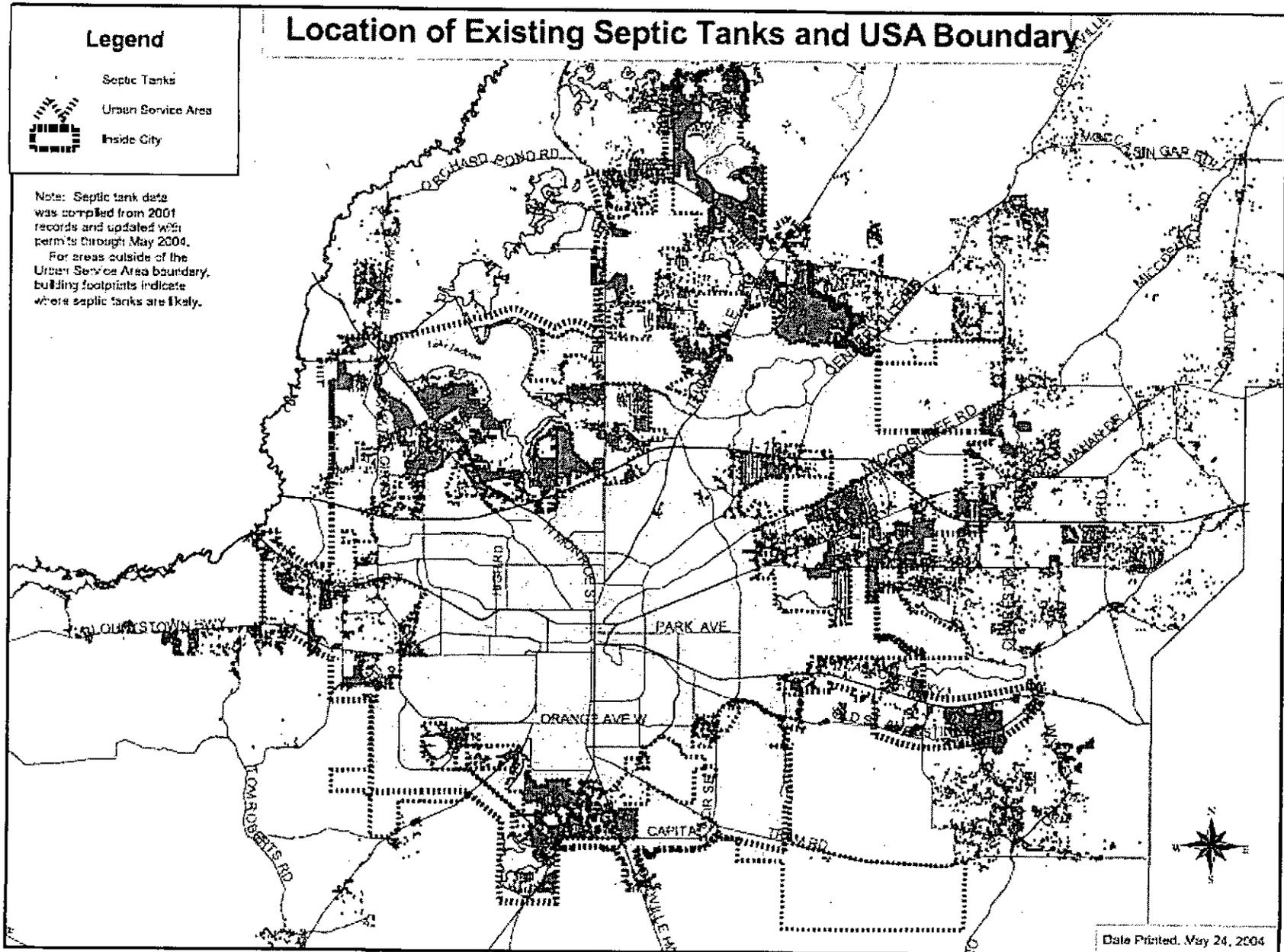
In the meantime, as we discussed in our meeting, we will be happy to review and discuss drafts to your proposed amendments whenever you think it might be helpful.

Sincerely yours,



Charles Gauthier, AICP, Director  
Division of Community Planning

CG/rd



**MEMORANDUM**

**TO:** Long Range Target Issue Committee

**THROUGH:** Wayne Tedder, Director of Tallahassee-Leon County Planning Department

**FROM:** Allison Stewart, Planner

**DATE:** September 12, 2007

**SUBJECT:** Establishing a priority list to address CONA recommendations to protect Neighborhood Preservation

---

The Planning Department continues to work with the Council of Neighborhood Associations (CONA) to establish greater protections for areas designated as Residential Preservation on the Future Land Use Map (FLUM) of the Comprehensive Plan. Below are CONA's original recommendations and the Planning Department's recommendations to the Board of County Commissioners, which were endorsed by the Board on June 26, 2007. Below is a suggested priority list for the Committee's review, including the LRTI's previous comments. CONA has recently indicated their priority preferences as first priority, second priority, or "addressed later." At the end of the item, please review the other original CONA requests not recommended by the Planning Department and not endorsed by the Board of County Commissioners, which were not included in the priority list.

**PRIORITY 1**

**Original CONA recommendation:** Increase rezoning and Comprehensive Plan map amendment fees for properties proposing to be removed from the Residential Preservation Land Use Category.

**Planning Department recommendation, endorsed by the Board of County Commissioners:** Direct staff to develop proposed fee increases for rezoning and Comprehensive Plan amendments. If the Board directs staff to increase fees, a detailed analysis and specific recommendations will be provided to the Board for final action.

**Long Range Planning Target Issue Committee Response:** *This issue will be discussed at a future LRTI Committee meeting.*

**Elements of recommendation:**

- A) Analysis of fee increase
- B) Specific recommendations for fee increase

**Staff time and resources required:**

Will require some staff time to properly analyze options to bring back to the Board

**CONA Priority: Later**

## **PRIORITY 2**

**Original CONA recommendation:** Increase buffers from 30 feet wide to at least 100 feet wide with a two-story height limit and 200 feet with a three-story height limit; there should also be requirements for fencing, vegetation, and other features which will mitigate the effects of traffic, lighting, and noise.

**Note: Priority Item # 5** also resulted from this original CONA recommendation.

**Planning Department recommendation, endorsed by the Board of County Commissioners:** Direct staff to amend the Land Development Code to require a 100- foot wide buffer between single-family residential development and light industrial uses, develop alternative buffering requirements that may reduce buffering less than 100 feet, and schedule the appropriate public hearings.

**Long Range Planning Target Issue Committee Response:** *Staff should look at buffer requirements between multi family and light industrial adjacent to residential areas. Staff should obtain a better description of the problem from CONA. Staff was directed to ask CONA to list the zoning districts that are problematic. Staff was directed to consider increasing the buffer based on light versus heavy traffic land uses.*

**Elements of recommendation:**

- A) Ordinance amending LDC to require 100 foot buffer between single family residential and light industrial
- B) Develop alternative buffering requirements to allow for reduction of buffer (e.g. berms, fences, and walls)

**Staff time and resources required:**

Will require moderate staff time to determine options to bring back to Board.

**CONA Priority: First**

## **PRIORITY 3**

**CONA recommendation (not in the original letter):**

Require developers to schedule pre-application conferences with affected residents. Agreements from these meetings would be binding

**Planning Department recommendation, endorsed by the Board of County Commissioners:** Direct staff to develop an informal neighborhood pre-application review process for developments and land use changes for Board consideration

**Long Range Planning Target Issue Committee Response:** [New to LRTI]

**Elements of recommendation:**

- A) Develop informal pre-application for developments
- B) Develop informal pre-application for land use changes

**Staff time and resources required:**

Draft is in progress. Will require some addition staff time to coordinate with other departments and bring options back to the Board.

**CONA Priority: Later**

**PRIORITY 4**

**Original CONA recommendation:** Expand the notice requirements for land use map changes (and rezonings) from 500 feet to at least 1,500 feet and from 21 calendar days in advance to 30 calendar days in advance of the first public hearing (Planning Commission).

**Planning Department recommendation, endorsed by the Board of County Commissioners:** Direct staff to develop an ordinance for Board consideration that amends the Land Development Code to require additional notice requirements for land use changes (Comprehensive Plan amendments and rezonings). Concurrent with the proposed ordinance, develop a proposed fee resolution that increases notification fees to offset an additional County costs of the new requirements.

**Long Range Planning Target Issue Committee Response:** *Forward this issue to the full Commission for direction/action.*

**Elements of recommendation:**

- A) Ordinance amending LDC to require additional noticing
- B) Fee resolution to increase notification fees

**Staff time and resources required:**

Requires significant amount of staff time and resources.

**CONA Priority: First**

**PRIORITY 5**

**Original CONA recommendation:** Increase buffers from 30 feet wide to at least 100 feet wide with a two-story height limit and 200 feet with a three-story height limit: there should also be requirements for fencing, vegetation, and other features which will mitigate the effects of traffic, lighting, and noise.

**Note: Priority Item # 2** also resulted from this original CONA recommendation.

**Planning Department recommendation, endorsed by the Board of County Commissioners:** Direct staff to identify options for buffering standards for all uses adjoining single-family residential land use for future Board consideration.

**Long Range Planning Target Issue Committee Response:** *Staff should look at buffer requirements between multi family and light industrial adjacent to residential areas. Staff should obtain a better description of the problem from CONA. Staff was directed to ask CONA to list the zoning districts that are problematic. Staff was directed to consider increasing the buffer based on light versus heavy traffic land uses.*

**Elements of recommendation:**

Identify options for buffering standards between single family and other uses

**Staff time and resources required:**

Will require large amount of staff time to identify best options for different land uses to bring back to the Board. This is likely one of the most time-intensive of the recommendations.

**CONA Priority: First**

**PRIORITY 6**

**Original CONA recommendation:** Require compatible design standards.

**Planning Department recommendation, endorsed by the Board of County Commissioners:** Direct staff to work with CONA to develop the framework for an Urban Design Committee process, functions and composition for Board consideration.

**Long Range Planning Target Issue Committee Response:** *Do not direct staff to address this issue. However, in order to address the recent trend to subdivide lots in previously platted neighborhoods, staff was directed to prepare an ordinance to address this particular issue.*

Note: The "resubdivision ordinance" was adopted in 2006 to address this issue. This ordinance prevents resubdivision in low density residential districts when subsequent lots would be less than 10% smaller than the median lot size.

**Elements of recommendation:**

Develop an Urban Design Committee:

- A) Process
- B) Functions
- C) Composition

**Staff time and resources required:**

Will require significant staff time to determine options to bring back to the Board. This is likely the most time-intensive of the recommendations.

**CONA Priority: Second**

**Other original CONA requests not recommended by Staff and not endorsed by the Board of County Commissioners:**

- A. Give a 30 day notice of any use changes to affected registered neighborhood associations.

**Long Range Planning Target Issue Committee Response:** *No change in the current time span was directed. Planning Department will provide notices through email to the CONA distribution list.*

- B. Require setbacks and minimum vegetation to be retained on individual lots.

**Long Range Planning Target Issue Committee Response:** *Do not direct staff to address this issue. However, in order to address the recent trend to subdivide lots in previously platted neighborhoods, staff was directed to prepare an ordinance to address this particular issue.*

- C. Restrict commercial encroachment into residential neighborhoods.

**Long Range Planning Target Issue Committee Response:** *This issue will be discussed at a future LRTI Committee meeting.*

- D. Restrict ancillary uses of religious facilities.

**Long Range Planning Target Issue Committee Response:** *This issue will be discussed at a future LRTI Committee meeting.*

- E. Require a super-majority vote of the City (4-1) and County (5-2) Commissions for properties that propose to be removed from the Residential Preservation Land Use Category.

**Long Range Planning Target Issue Committee Response:** *Do not take action on this issue.*

- F. Additionally, CONA has suggested that TLCPD should stop processing any amendments to the RP land use category until the EAR is finished.

**Long Range Planning Target Issue Committee Response:** *Do not take action on this issue.*

**Note:** The Evaluation and Appraisal Report was adopted and found sufficient by the Florida Department of Community Affairs.

**Attachments:**

1. Board of County Commissioners Workshop Agenda, June 26, 2007
2. Board of County Commissioners Ratification Item, July 10, 2007
3. Long Range Target Issue Committee Response to CONA recommendations

## RELEVANT FLORIDA STATUTES

### Section 163.3177(13)-(14), F.S., Community Vision

(13) Local governments are encouraged to develop a community vision that provides for sustainable growth, recognizes its fiscal constraints, and protects its natural resources. At the request of a local government, the applicable regional planning council shall provide assistance in the development of a community vision.

(a) As part of the process of developing a community vision under this section, the local government must hold two public meetings with at least one of those meetings before the local planning agency. Before those public meetings, the local government must hold at least one public workshop with stakeholder groups such as neighborhood associations, community organizations, businesses, private property owners, housing and development interests, and environmental organizations.

(b) The local government must, at a minimum, discuss five of the following topics as part of the workshops and public meetings required under paragraph (a):

1. Future growth in the area using population forecasts from the Bureau of Economic and Business Research;
2. Priorities for economic development;
3. Preservation of open space, environmentally sensitive lands, and agricultural lands;
4. Appropriate areas and standards for mixed-use development;
5. Appropriate areas and standards for high-density commercial and residential development;
6. Appropriate areas and standards for economic development opportunities and employment centers;
7. Provisions for adequate workforce housing;
8. An efficient, interconnected multimodal transportation system; and
9. Opportunities to create land use patterns that accommodate the issues listed in subparagraphs 1.-8.

(c) As part of the workshops and public meetings, the local government must discuss strategies for addressing the topics discussed under paragraph (b), including:

1. Strategies to preserve open space and environmentally sensitive lands, and to encourage a healthy agricultural economy, including innovative planning and development strategies, such as the transfer of development rights;
2. Incentives for mixed-use development, including increased height and intensity standards for buildings that provide residential use in combination with office or commercial space;
3. Incentives for workforce housing;

4. Designation of an urban service boundary pursuant to subsection (2); and

5. Strategies to provide mobility within the community and to protect the Strategic Intermodal System, including the development of a transportation corridor management plan under s. 337.273.

(d) The community vision must reflect the community's shared concept for growth and development of the community, including visual representations depicting the desired land use patterns and character of the community during a 10-year planning timeframe. The community vision must also take into consideration economic viability of the vision and private property interests.

(e) After the workshops and public meetings required under paragraph (a) are held, the local government may amend its comprehensive plan to include the community vision as a component in the plan. This plan amendment must be transmitted and adopted pursuant to the procedures in ss. 163.3184 and 163.3189 at public hearings of the governing body other than those identified in paragraph (a).

(f) Amendments submitted under this subsection are exempt from the limitation on the frequency of plan amendments in s. 163.3187.

(g) A local government that has developed a community vision or completed a visioning process after July 1, 2000, and before July 1, 2005, which substantially accomplishes the goals set forth in this subsection and the appropriate goals, policies, or objectives have been adopted as part of the comprehensive plan or reflected in subsequently adopted land development regulations and the plan amendment incorporating the community vision as a component has been found in compliance is eligible for the incentives in s. 163.3184(17).

(14) Local governments are also encouraged to designate an urban service boundary. This area must be appropriate for compact, contiguous urban development within a 10-year planning timeframe. The urban service area boundary must be identified on the future land use map or map series. The local government shall demonstrate that the land included within the urban service boundary is served or is planned to be served with adequate public facilities and services based on the local government's adopted level-of-service standards by adopting a 10-year facilities plan in the capital improvements element which is financially feasible. The local government shall demonstrate that the amount of land within the urban service boundary does not exceed the amount of land needed to accommodate the projected population growth at densities consistent with the adopted comprehensive plan within the 10-year planning timeframe.

(a) As part of the process of establishing an urban service boundary, the local government must hold two public meetings with at least one of those meetings before the local planning agency. Before those public meetings, the local government must hold at least one public workshop with stakeholder groups such as neighborhood associations, community organizations, businesses, private property owners, housing and development interests, and environmental organizations.

(b)1. After the workshops and public meetings required under paragraph (a) are held, the local government may amend its comprehensive plan to include the urban service boundary. This plan amendment must be transmitted and adopted pursuant to the procedures in ss. 163.3184 and 163.3189 at meetings of the governing body other than those required under paragraph (a).

2. This subsection does not prohibit new development outside an urban service boundary. However, a local government that establishes an urban service boundary under this subsection is encouraged to require a full-cost-accounting analysis for any new development outside the boundary and to consider the results of that analysis when adopting a plan amendment for property outside the established urban service boundary.

(c) Amendments submitted under this subsection are exempt from the limitation on the frequency of plan amendments in s. 163.3187.

(d) A local government that has adopted an urban service boundary before July 1, 2005, which substantially accomplishes the goals set forth in this subsection is not required to comply with paragraph (a) or subparagraph 1. of paragraph (b) in order to be eligible for the incentives under s. 163.3184(17). In order to satisfy the provisions of this paragraph, the local government must secure a determination from the state land planning agency that the urban service boundary adopted before July 1, 2005, substantially complies with the criteria of this subsection, based on data and analysis submitted by the local government to support this determination. The determination by the state land planning agency is not subject to administrative challenge.

#### **163.3184 Process for adoption of comprehensive plan or plan amendment.--**

(17) COMMUNITY VISION AND URBAN BOUNDARY PLAN AMENDMENTS.--A local government that has adopted a community vision and urban service boundary under s. 163.3177(13) and (14) may adopt a plan amendment related to map amendments solely to property within an urban service boundary in the manner described in subsections (1), (2), (7), (14), (15), and (16) and s. 163.3187(1)(c)1.d. and e., 2., and 3., such that state and regional agency review is eliminated. The department may not issue an objections, recommendations, and comments report on proposed plan amendments or a notice of intent on adopted plan amendments; however, affected persons, as defined by paragraph (1)(a), may file a petition for administrative review pursuant to the requirements of s. 163.3187(3)(a) to challenge the compliance of an adopted plan amendment. This subsection does not apply to any amendment within an area of critical state concern, to any amendment that increases residential densities allowable in high-hazard coastal areas as defined in s. 163.3178(2)(h), or to a text change to the goals, policies, or objectives of the local government's comprehensive plan. Amendments submitted under this subsection are exempt from the limitation on the frequency of plan amendments in s. 163.3187.

#### **380.06 Developments of regional impact.**

(24) STATUTORY EXEMPTIONS --

(i) Any proposed development within an urban service boundary established under s. 163.3177(14) is exempt from the provisions of this section if the local government having jurisdiction over the area where the development is proposed has adopted the urban service boundary, has entered into a binding agreement with jurisdictions that would be impacted and with the Department of Transportation regarding the mitigation of impacts on state and regional transportation facilities, and has adopted a proportionate share methodology pursuant to s. 163.3180(16).

**ATTACHMENT 4**  
**AMENDMENT PCM 070206**  
**NEW MATERIALS**

**Insert Material Behind Map Amendment  
Tab,  
Tab 6  
Of Your 3-Ring Notebook**

# MEMORANDUM

**DATE:** October 4, 2007

**TO:** Wayne Tedder, Planning Director

**FROM:** Alan Rosenzweig, Assistant County Administrator

**SUBJECT:** Comprehensive Plan Amendment PCM070206: Joint Dispatch Propose Site

---

During the September 18, 2007 Workshop on Comprehensive Plan Amendment Cycle 2007-2, the Board directed staff to draft an inter-local agreement with the City of Tallahassee for the maintenance of the bike paths and designate 10.7 acres for the purpose of the Red Cross, Joint Dispatch, and Traffic Management Center buildings.

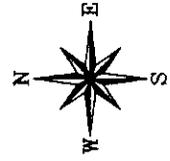
Staff has drafted an inter-local agreement and is currently working with the City of Tallahassee to finalize an agreement for Board consideration.

Staff has completed the attached conceptual design which illustrates the Red Cross, Joint Dispatch, and the Traffic Management Center on the location designated for these buildings. The acreage needed is slightly larger than the 10.7 acres, however, the conceptual plan still leaves a sufficient portion of the "corner" undisturbed. This portion of the site would be available for future expansion as well as the possible realignment of Weems Road. Staff anticipates being able to preserve the majority of the large trees located on the site.

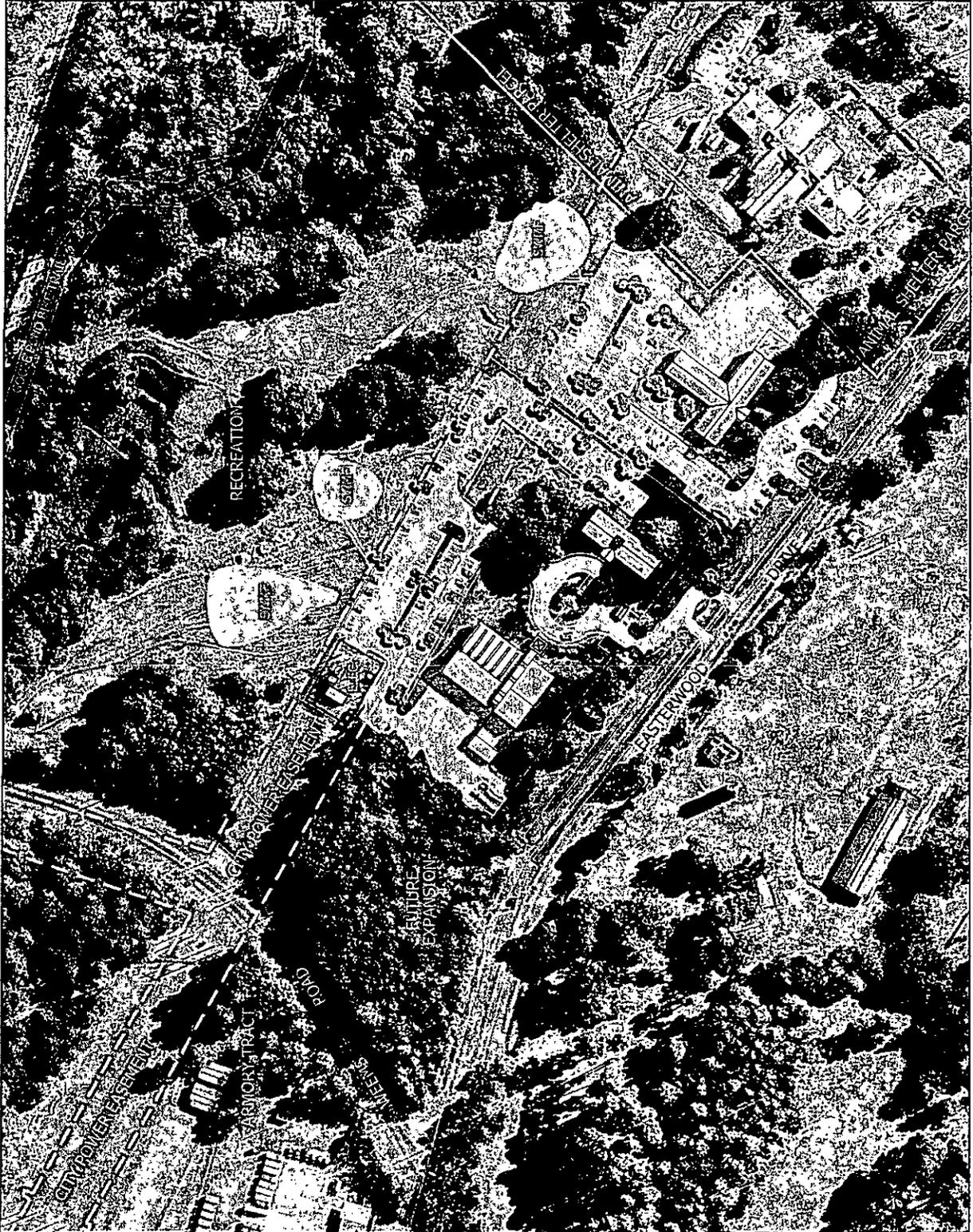
Staff's main purpose in preparing this information was to ensure that all the facilities and associated parking could be adequately addressed within the acreages. The site plan contemplates any stormwater to be accommodated as water features on the bike trail portion of the site and the bike trail portion of the site can be utilized for possible green space requirements. The facilities reflected on the drawing are all multi-story. These drawings are in no way intended to be considered final. The illustrations are based on facility footprints determined with the best available information. However, no programming has been done at this point to assess facilities needs, so the finished project design may depart significantly from them. Depending upon the actual phasing of the facilities, the Joint Dispatch and Traffic Management Center would ideally be one facility.

Please let me know if you need any additional information.

Attachments: Draft site plan  
Draft site plan overlaying aerial



NOT TO SCALE



RECREATION

SWAMP

SWAMP

SWAMP

ELEC

JDC/BOC

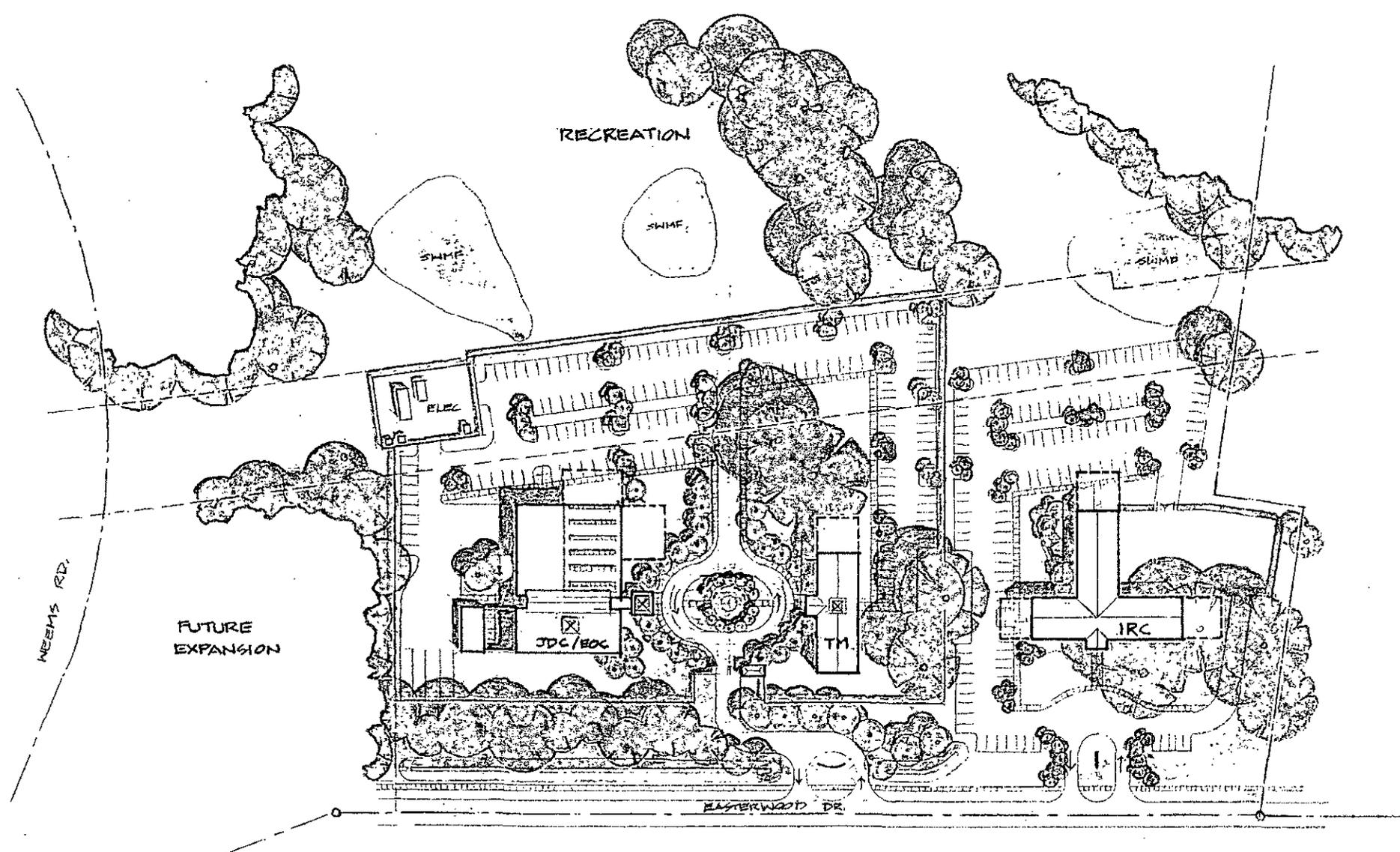
TM

IRC

FUTURE EXPANSION

NEEM'S RD.

EASTERWOOD DR.



**ATTACHMENT 5**  
**CITIZEN COMMENTS**

**The instructions for putting these materials in  
the Cycle 2007-2 3-ring notebook follow this  
page**

**AMENDMENT PCT 070204**

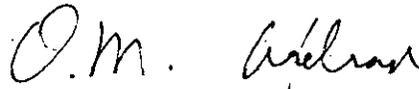
**PLACE COMMENTS BEHIND TEXT  
AMENDMENT TAB,  
TAB 4  
in the 3-RING CYCLE 2007-2  
NOTEBOOK**

## STATEMENT OF THE LEON COUNTY COUNTY-WIDE WATER RESOURCES CITIZENS ADVISORY COMMITTEE

The Leon County Board of County Commissioners specifically charged the County-Wide Water Resources Citizens Advisory Committee with the responsibility to recommend policies that would strengthen the linkage between water resources and land use. Based on this charge and on information presented by Planning Department staff, the Committee reviewed the Cycle 2007-2 Proposed Comprehensive Plan Amendment PCT070204 at its meeting on September 10, 2007 and has the following recommendations and comments:

1. The Committee voted unanimously to recommend that the Board of County Commissioners **deny Amendment PCT070204 (establishing the Urban Services Area as the Urban Services Boundary as defined in Florida Statutes)**. The reasons for this recommendation include:
  - (1) The Committee is concerned that the size of the proposed area is too large and includes several areas where sewer is not currently available, or its provision is not currently funded in the City of Tallahassee's Capital Improvements plan. The Committee further recommends that the proposed USB boundary should be reduced to those areas where centralized sewer is currently available;
  - (2) The Committee is concerned that the Florida Statutes (F.S. 163.3177(13)(c)5(f)) supporting the creation of this planning tool to exempt proposed small-scale amendments within the proposed USB from the limitation on the frequency of plan amendments do not appear to limit proposed small-scale map amendments to established comprehensive plan amendment cycles; and
  - (3) The Committee is concerned that current affected party and other public notice requirements may not be sufficient for neighborhoods potentially affected by proposed land use amendments in the proposed USB.

I HEREBY CERTIFY that the above statements were duly approved by the Leon County  
Countywide Water Resources Citizens Advisory Committee following its meeting on  
September 10, 2007.



---

Dr. Don Axelrad, Chair

Dr. Don Axelrad  
Ms. Jessie Brown  
Dr. Jim Cavanagh  
Dr. Pam Hall  
Ms. Nancy Miller  
Dr. Larry Robinson  
Mr. Robert Scanlon

cc: Board of County Commissioners  
Parwez Alam, County Administrator

Dear Commissioners;

Please consider my suggestions for the following Comp Plan amendments under your consideration for the 2007-2 cycle. I also ask you to look very closely at the full implications of Text Amendment #5. This amendment appears to only affect the Urban Fringe. But, in fact, this amendment affects the main objectives of the Comp Plan as stated in Objective 1.1 [L]: to control urban sprawl, create better opportunity for urban infill, and deliver urban services where they are most needed in an economic way and, by doing so, protect the environment and the taxpayer's purse. My remarks on text amendment #5 and the related map amendment #4 are in a separate document.

I greatly appreciate the time you take to read through these documents.

Sincerely,

Pamela Hall

PCM0702042, Map #2 - Blue Print 2000 lands

**Please adopt this amendment and keep BP2000 moving forward.**

~~PCT070201, Text #1 - definition of altered floodplain~~

**~~Please deny this amendment.~~**

~~The undeveloped floodplain in the City and within the USA is only about 4% of all the vacant acreage. There is plenty of land within the USA that can withstand urban development, especially when served with central sewer and with good stormwater management. A floodplain is best used to store and dissipate flood waters, not to contain structures which one day will be surrounded by flood waters. City and County staff are working to provide clear policy language for floodplains that will reflect the need to protect the public from flooding and ensure sufficient land for private development in appropriate locations.~~

PCT070202 and PCT070203, Text #2 and #3 - increasing densities allowed in the Central Urban and University Transition FLU

These amendments enhance the opportunity for urban infill. However, if urban infill is done while ignoring the scale and type of development of the immediate surroundings, then "urban ugly" is created. We end up with an asphalt jungle instead of thriving, diverse, residential and mixed use communities. The concerns that CONA and other neighborhoods consistently raise about increased densities or intensities on their boundaries or in many cases, inside existing stable residential subdivisions, reflects a lack of strong objective and policy language in the Comp Plan for design and development standards. While zoning regulations may contain greater detail, it is hard to assess the impact of these regulations when there is no overarching Comp Plan policy to provide a framework for their implementation. **Please consider creating, as soon as possible, strong Comp Plan language that controls the look and feel of the city and suburban development.** It will make urban infill much more palatable to neighborhoods.

 PCT070204, Text #4 - creating an Urban Services Boundary (USB) that is free from DCA review of Comp Plan amendments

**Please deny this amendment as written, but ask staff to return with a better version.**

The principles of the legislation behind this amendment are good. If an area is well served with urban services including transportation and central sewer systems, sector plans are in place and methods of review allow for public participation, DCA review of map amendments could be avoided.

However, the proposed Urban Services Boundary (USB) does not appear to have been drawn in a thorough manner. Instead, since the existing Urban Services Area (USA) is too large for the current Comp Plan time frame, parts of it appear to have been lopped off. Yet the remaining area still has huge residential capacity. Also septic tanks are still being permitted in the remaining area since it is too large to provide these important urban services economically.

I believe that you should deny this amendment and direct staff to develop a proposal that starts with a small compact area where ALL services currently exist, such as the City limit and the add in unincorporated area as needed to provide sufficient capacity for growth over a limited time frame. The unincorporated area must be areas well served by all urban services and where there are established Sector Plans that should

not require any FLU amendments. At this time, the proposed USB lacks the careful thought and consideration required to pass DCA muster.

PS The irony here is that the proposed USB, a reduced portion of the current USA which is too large and there are supposed to be "sufficient" policies to control growth and handle map amendments without DCA review. Yet Text Amendment #5 and Map Amendment #4 ignore this analysis and provide for an expanded USA.

~~PCT070206, Text #6, Concurrency for Schools~~

~~I read this amendment looking for an analysis of how future residential development capacity will affect existing school districts and what objectives and policies the School Board intends to use to retain local school capacity as residential development proceeds. But I never found it. Did I miss something?~~

~~The Planning Department has a good handle on future residential capacity, types of development allowed and where it is expected to occur. The School Board should be taking full advantage of this information on future growth to plan where to locate schools and school zoning districts.~~

~~PCT070207, Text #7, sunseting of the non-family / heir provision of 2.1.9 (what is a non-family heir?)~~

**Please adopt this amendment.**

~~The non-family heir provision of Policy 2.1.9 was put in place in 1990 as a stop gap measure to smoothly transition owners of small parcels to the zoning provisions of the Comp Plan. It's been 17 years now and the upzoning capacity that this policy allows should be eliminated. Folks have had plenty of time to cash in on the artificial value of their land that exemption from current zoning laws has provided them. In fairness to everyone else who must abide by current rules for sale and subdivision of their land, this policy should be sunsetted. Sunsetting this policy HAS NO EFFECT on the capacity of an individual to subdivide his land for his family and heirs to live on.~~

**AMENDMENT PCT 070205**

**PLACE COMMENTS BEHIND TEXT  
AMENDMENT TAB,**

**TAB 5**

**In the 3-RING CYCLE 2007-2  
NOTEBOOK**

Sullivan, Sherri

## Citizen Comment Amendment # PCT070205

**From:** Whitaker, Angela G  
**Sent:** Friday, September 14, 2007 3:35 PM  
**To:** Gregory, Jean  
**Cc:** Sullivan, Sherri  
**Subject:** Neil Fleckenstein Re: Amendment 070205

-----Original Message-----

**From:** Neil Fleckenstein [mailto:neil@ttrs.org]  
**Sent:** Friday, September 14, 2007 3:31 PM  
**To:** Desloge, Bryan; depuye@mail.co.leon.fl.us; Whitaker, Angela G; Katz, Allan; Mustian, Mark; Proctor, Bill; Rackleff, Bob; Sauls, Jane; Thaell, Cliff; Dailey, John; Lightsey, Deborah A; Williams, Alan  
**Cc:** 1000 FOF; Dougherty, Judith; Hall, Pamela; Pattison, Charles; Kevin McGorty; Lane Green  
**Subject:** Amendment 070205

Dear Commissioner,

I am writing in regards to Comprehensive Plan Amendment PCT 070205. Planning staff summary states that this amendment reflects an updated comprehensive plan time frame and provides clarification as to when and how portions of the Urban Fringe (UF) cluster projects may be developed in the future. This amendment accomplishes those stated goals, but Tall Timbers Land Conservancy staff is concerned that the amendment will also lead to significant unintended consequences if adopted in its present form. **Please see the attached summary for a discussion of these concerns.**

Should you have any questions regarding this issue, please do not hesitate to contact me at 893-4153, ext. 335. Thank you.

Best regards,

Neil

Neil Fleckenstein  
Planning Coordinator  
Tall Timbers Land Conservancy  
13093 Henry Beadel Drive  
Tallahassee, FL 32312  
850-893-4153, ext. 335



Citizen Comment  
Amendment # PCT070205

# TALL TIMBERS

## Research Station & Land Conservancy

### MEMORANDUM

13093 Henry Beadel Drive  
Tallahassee, FL  
32312-0918

850/893-4153  
FAX 850/893-6470  
www.talltimbers.org

**To:** City of Tallahassee Commissioners, Leon County  
Commissioners

**From:** Neil Fleckenstein, Tall Timbers Land Conservancy

**Subject:** 2007/2 Comprehensive Plan Amendment PCT 070205

**Date:** September 13, 2007

### BOARD OF TRUSTEES

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I am writing in regards to Comprehensive Plan Amendment PCT 070205. Planning staff summary states that this amendment reflects an updated comprehensive plan time frame and provides clarification as to when and how portions of the Urban Fringe (UF) cluster projects may be developed in the future. This amendment accomplishes those stated goals, but Tall Timbers Land Conservancy staff is concerned that the amendment will also lead to significant unintended consequences if adopted in its present form. Of particular concern is newly added language that states, "Provided that all other necessary infrastructure and services are available and that the existing [Urban Services Area] (USA) line abuts some portion of the property, an Urban Fringe property may be considered for a land use map change and inclusion into the USA at any time during the planning period."

There are several reasons why this is a concern:

- This amendment creates the opportunity for UF lands outside the USA to be up-zoned and brought into an expanded USA, if a developer is willing to absorb (and pass on) the costs associated with paying for the extension of sewer services. The extension of the USA boundary would then provide the opportunity for further expansion as additional UF properties abut the extended USA.
- Planning staff states that the recent Evaluation and Appraisal Report concluded that the current Urban Services Area is already sufficient to accommodate population growth expected through the year 2030 and no additional increase in size is necessary.

- The Comprehensive Plan states the USA is a tool to guide growth. Specifically, growth should occur inside the USA where infrastructure is currently available. The Plan further states that water and sewer should first be provided to areas within the USA boundary. Currently, there remain areas inside the USA that are not served by central sewer.
- Up-zoning of UF parcels and inclusion into an expanded USA comes with a number of costs that must be borne by tax payers. These include paying for more roads, schools, parks, libraries, and emergency services as well as additional wastewater and stormwater treatment; amenities that are more expensive to provide as the service area increases in size.
- Given the soaring costs associated with providing urban services and the potential fiscal crisis faced by Florida's local governments, it is critical that when these costly services are provided that they be planned at urban densities (4 – 6 units per acre or more) not at suburban densities of one to two units per acre.

This amendment does address several issues that require attention including updating the time frame of the Plan, clarifying the timing of development inside UF lands, and addressing issues related to wastewater treatment in areas without central sewer. However, these important issues should be addressed in a manner that does not undermine the integrity of the current Urban Services Area, which has more than sufficient capacity for population growth over the next 20 years and is one of the most important pillars upon which the Comprehensive Plan is based.

**Recommendation**

Given the potential for significant unintended consequences that could undermine the intent of the Comprehensive Plan, TTLC staff request that the City of Tallahassee Commission and the Leon County Commission table this amendment in order to allow staff the time to fully evaluate its ramifications.

Thank you for your time and consideration.

**Citizen Comment**  
**Amendment # PCM0702045**  
**T**

Dear Commissioners;

Please consider my suggestions for the following Comp Plan amendments under your consideration for the 2007-2 cycle. I also ask you to look very closely at the full implications of Text Amendment #5. This amendment appears to only affect the Urban Fringe. But, in fact, this amendment affects the main objectives of the Comp Plan as stated in Objective 1.1 [L]: to control urban sprawl, create better opportunity for urban infill, and deliver urban services where they are most needed in an economic way and, by doing so, protect the environment and the taxpayer's purse. My remarks on the other amendments are in a separate document.

I greatly appreciate the time you take to read through these documents.

Sincerely,

Pamela Hall

~~PCM070204, Map #4, Hill N' Dale subdivision and expansion of the Urban Services Area~~

~~**Please deny this amendment.**~~

~~This amendment would change a 119 acre parcel from Urban Fringe to Residential Preservation and bring it into the Urban Services Area. I ask you to deny this amendment because this development does not meet the criteria for inclusion inside the USA, which Objective 1.1 [L] states as:~~

- ~~1. Sufficient area for 90% of the expected residential development by 2020~~
- ~~2. Provision of urban services~~
- ~~3. Protection of environmentally sensitive land from urban development~~

~~1. Residential land need~~

~~Staff analysis states that the current USA is large enough to accommodate 50 to 80 years of population growth (see computation at end of document). This estimate is based on the expectation what proportion of the current FLU designations will become residential development, taking into account environmental constraints, land needed for infrastructure, and the expected residential occupancy rate (house "vacancy" rate). The EAR includes a similar analysis similar to this and staff cites this data in Map~~

PCT070205, Text #5 - time frame and criteria for expanding the USA into the Urban Fringe

**Please deny this amendment as written. Much more analysis and thought about all of its implications needs to take place before proposing any alternative language.**

Text amendment #5 proposes an to change the planning time frame of the Comp Plan to 2030 in regards to the time for expansion of the Urban Services Area (USA) into the Urban Fringe. However, it also contains language that creates a criteria for expansion into the USA before 2030 based primarily on the availability of urban services for Urban Fringe parcels. All other criteria for the location of the USA, as provided in Objective 1.1 [L] (quoted below) are referenced by vague language which provides no measure of sufficiency for meeting them. Therefore, this amendment should be denied now and until staff develops provisions for expansion of the USA that hold true to all criteria and policies of the Comp Plan, City of Tallahassee and Leon County.

This language in the amendment that describes criteria for expansion of the USA into the UF before 2030 is clearly insufficient.

*"Provided that all other necessary infrastructure and services are available and that the existing USA line abuts some portion of the property, an Urban Fringe property may be considered for a land use map change and inclusion into the USA at any time during the planning period. Consistency with applicable environmental policies and other relevant Comprehensive Plan policies shall also be considered at the time of amendment application."*

The Comp Plan provides explicit reasons for establishing an Urban Services Area and clear criteria for its location. There are THREE criteria :

*Objective 1.1: [L]*

*The location and size of the USA shall be depicted on the Future Land Use Map and is based upon the area necessary to accommodate 90% of new residential dwelling units within the County by 2020; the ability to provide urban infrastructure; and, the presence of environmentally sensitive lands and water bodies, requiring protection from the impacts of urban development.*

Therefore, the criteria for USA expansion must include

- 1) need for capacity for new residential development,
- 2) capacity to provide urban services
- 3) need to protect land from impacts of URBAN development.

**Citizen Comment 7**  
**Amendment # PC#10702045**

The proposed language will result in:

1. Rapid inclusion of large Urban Fringe parcels into the USA, well in advance of any demonstrable need for residential capacity and in spite of recent policies to allow alternative forms of UF development,
2. Slowing of urban infill as growth is deflected to the USA edge where land is cheaper for the developer while any evidence that housing costs will decrease is lacking,
3. Sprawling development patterns of 2 units per acre at the USA edge with a very low chance of redevelopment at true urban densities in the decades to come when residential capacity is needed,
4. Only potential amelioration of pollution from septic tanks and a substantial increase in pollution from storm water runoff,
5. Deflection of the provision of urban services to areas inside the USA that ARE NOT YET SERVED and are being developed as 1/2 residential lots on septic tanks,
6. Deflection of the capacity to retrofit existing septic tanks inside the USA to central sewer hookup.

The USA is both a growth boundary and an area of projected urban service provision. If the existence of sewer, the usual limiting factor for greater density, is a sufficient reason to move the "boundary", then there is no such thing as a growth boundary. It is simply the latest location where sewer was delivered upon request from a development proposal. A boundary should be a sharp edge that can be reasonably supported by environmental conditions and other urban services. The land inside the boundary should be the priority for provision of services and development at higher densities tolerated by environmental conditions. Development outside the boundary should be discouraged by requiring low density, high quality septic systems and permanent set asides for environmentally sensitive lands. In Leon County, development outside the boundary will be more haphazard than this, but if it is kept at low density, it will be redevelopable in the time frame of residential need based on our current USA. Remember, there is no need to expand the USA for 50 to 80 years. To expand it prematurely will hinder the community's ability to achieve urban infill and lower the public cost of development.

Staff seems truly concerned about residential development patterns in the Urban Fringe. This amendment appears to be an attempt to incorporate the Urban Fringe as rapidly as possible into the USA. Staff appears to feel that incorporation into the USA will "solve" the problems that UF development creates. Unfortunately, such premature expansion of

the USA, driven largely by the location of sewer mains without much regard to the conditions in the rest of the existing USA, will create many more costly problems.

One concern is that UF development generally occurs on septic. There are about 150 new septic tank permits issued for the UF each year. The vast majority of UF lots are much smaller than the minimum needed for subdivision but at least 1/2 acre in size as to qualify for building with a septic tank. Therefore, allowing UF parcels near sewer lines to be included inside the USA, avoid very few of the expected septic tank installations and will actually effect very little of the current development in the UF.

Meanwhile, about 175 septic tanks are being permitted each year INSIDE the USA which means that low density urban development of 1/2 acres on septic tanks is actually more common inside the USA than in the UF. In addition there are somewhere between 16,000 and 25,000 existing septic tanks inside the USA, most on very small lots, many in Lake Protection, that need to be retrofitted. Deflecting funding for sewer lines to the Urban Fringe is a poor and unwise use of public dollars.

There are alternative septic tanks technologies that will substantially reduce the pollution discharge of the tanks. The County should adopt these standards and create a permitting system that keeps track of their maintenance. This is done successfully in many other communities. The County should also consider increasing the minimum lot size for septic tank development both inside and outside the USA. This will encourage land owners inside the USA to defer development until central sewer is available when actual urban densities can be achieved.

I am concerned that staff has lost sight of the reality that septic tanks are not the only form of pollution from residential development. Stormwater runoff percolates through the soils in the same way that sewage does and these pollutants also end up in surface waters and in the aquifer. Low density development in the UF limits the amount of stormwater runoff. Increasing density to bring an UF parcel into the USA, greatly increases stormwater runoff for which there is no compensating urban service to decrease environmental impacts.

The conventional pattern of new UF development is one house on about 3 acres. However, there are two forms of clustering available to UF parcel owners. When environmental concerns are paramount, reducing the impact of urban development, a criteria for the location of the USA, indicates that the area should not be brought into the USA where urban densities of development are allowed. The priority should be to NOT develop on the sensitive land and NOT increase density. By policy, sewer can now be provided to UF Conservation Subdivisions. But with Text Amendment #5, no

**Citizen Comment**  
**Amendment # PC10702045**

developer will do such environmentally sensitive development if provision of sewer is the major premise for inclusion in the USA (leading to a much greater density allowance). UF Cluster Subdivisions should be inappropriate for environmentally sensitive land since there should not be any future development on those area regardless of the timing of urban service provision.

The UF more or less surrounds the current USA boundary. Staff is concerned that UF will "block" future expansion. But remember, the current USA has enough land for 50 to 80 years of residential development - well beyond the planning horizon of 2030. As computed in text amendment #4 (urban services boundary establishment) redevelopment inside the USA is expected to occur on lots of 2 acres or more with existing houses. This is a typical lot size in the UF due to lots of record left over from subdivision before the adoption of the Comp Plan and 1 house per 2 acres is even smaller than for conventional new UF development. Therefore, in the time frame of 50 to 80 years, much of the existing development in the UF will be redevelopable as residential capacity inside the USA is finally reached. While current UF development patterns are not good, they will NOT interfere with future growth, especially if Conservation Subdivisions with well-placed sewer for UF densities are employed, as allowed by current policy. Do not short change the potential of Conservation Subdivisions providing environmental preservation and producing an "emerald" necklace around our current USA.

Another way to deal with UF large lot development is to require new subdivisions to set aside easements for future placement of sewer (and water) infrastructure. This will greatly increase the probability of infill in these neighborhoods 50 to 80 years from now or allow development to occur on urban services beyond them if there is a real need.

Finally, the focus of criteria for expanding the USA should be on UF forms of development in the most environmentally sensitive areas, eg. below the Cody Scarp. It is here, in particular, that all development needs to be carefully controlled so that its impact on the environment is as little as possible. It is here that the provision of central sewer, both inside and in Woodville Rural Community is paramount. Requiring conservation forms of clustering and set asides can avoid environmental degradation and keep overall density low, and avoid treatment of large volumes of storm water runoff on soils that has a very high percolation capacity - but directly to the aquifer!

Please deny amendment #5. This amendment will damage the utility of the Urban Services Area and return our community to irresponsible, haphazard development patterns.

Note about computation of time frame of USA build out taken from Attachment #2,  
pages 11 and 12 of PCT070204

number of Dwelling Units (DU) needed inside USA		24398
years 2006-2020		14
DU / year		1743
Vacancy Estimates	N of DUs	N years
low	91998	53
high	136370	78

**AMENDMENT PCT 070206**

**PLACE COMMENTS BEHIND TEXT  
AMENDMENT TAB,  
TAB 6  
in the 3-RING CYCLE 2007-2  
NOTEBOOK**

Dear Commissioners;

Please consider my suggestions for the following Comp Plan amendments under your consideration for the 2007-2 cycle. I also ask you to look very closely at the full implications of Text Amendment #5. This amendment appears to only affect the Urban Fringe. But, in fact, this amendment affects the main objectives of the Comp Plan as stated in Objective 1.1 [L]: to control urban sprawl, create better opportunity for urban infill, and deliver urban services where they are most needed in an economic way and, by doing so, protect the environment and the taxpayer's purse. My remarks on text amendment #5 and the related map amendment #4 are in a separate document.

I greatly appreciate the time you take to read through these documents.

Sincerely,

Pamela Hall

*PCT070206, Text #6, Concurrency for Schools*

I read this amendment looking for an analysis of how future residential development capacity will affect existing school districts and what objectives and policies the School Board intends to use to retain local school capacity as residential development proceeds. But I never found it. Did I miss something?

The Planning Department has a good handle on future residential capacity, types of development allowed and where it is expected to occur. The School Board should be taking full advantage of this information on future growth to plan where to locate schools and school zoning districts.

**AMENDMENT PCT 070207**

**PLACE COMMENTS BEHIND TEXT**

**AMENDMENT TAB,**

**TAB 7**

**in the 3-RING CYCLE 2007-2**

**NOTEBOOK**

Dear Commissioners;

Please consider my suggestions for the following Comp Plan amendments under your consideration for the 2007-2 cycle. I also ask you to look very closely at the full implications of Text Amendment #5. This amendment appears to only affect the Urban Fringe. But, in fact, this amendment affects the main objectives of the Comp Plan as stated in Objective 1.1 [L]: to control urban sprawl, create better opportunity for urban infill, and deliver urban services where they are most needed in an economic way and, by doing so, protect the environment and the taxpayer's purse. My remarks on text amendment #5 and the related map amendment #4 are in a separate document.

I greatly appreciate the time you take to read through these documents.

Sincerely,

Pamela Hall

PCT070207, Text #7, sunseting of the non-family / heir provision of 2.1.9 (what is a non-family heir?)

**Please adopt this amendment.**

The non-family heir provision of Policy 2.1.9 was put in place in 1990 as a stop gap measure to smoothly transition owners of small parcels to the zoning provisions of the Comp Plan. It's been 17 years now and the upzoning capacity that this policy allows should be eliminated. Folks have had plenty of time to cash in on the artificial value of their land that exemption from current zoning laws has provided them. In fairness to everyone else who must abide by current rules for sale and subdivision of their land, this policy should be sunsetted. Sunsetting this policy HAS NO EFFECT on the capacity of an individual to subdivide his land for his family and heirs to live on.

**AMENDMENT PCM 070202**

**PLACE COMMENTS BEHIND MAP  
AMENDMENT TAB,  
TAB 2  
In the 3-RING CYCLE 2007-2  
NOTEBOOK**

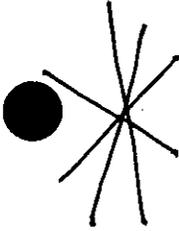
Dear Commissioners;

Please consider my suggestions for the following Comp Plan amendments under your consideration for the 2007-2 cycle. I also ask you to look very closely at the full implications of Text Amendment #5. This amendment appears to only affect the Urban Fringe. But, in fact, this amendment affects the main objectives of the Comp Plan as stated in Objective 1.1 [L]: to control urban sprawl, create better opportunity for urban infill, and deliver urban services where they are most needed in an economic way and, by doing so, protect the environment and the taxpayer's purse. My remarks on text amendment #5 and the related map amendment #4 are in a separate document.

I greatly appreciate the time you take to read through these documents.

Sincerely,

Pamela Hall



PCM0702042, Map #2 - Blue Print 2000 lands

**Please adopt this amendment and keep BP2000 moving forward.**

PCT070201, Text #1 - definition of altered floodplain

**Please deny this amendment.**

The undeveloped floodplain in the City and within the USA is only about 4% of all the vacant acreage. There is plenty of land within the USA that can withstand urban development, especially when served with central sewer and with good stormwater management. A floodplain is best used to store and dissipate flood waters, not to contain structures which one day will be surrounded by flood waters. City and County staff are working to provide clear policy language for floodplains that will reflect the need to protect the public from flooding and ensure sufficient land for private development in appropriate locations.

**AMENDMENT PCM 070204**

**PLACE COMMENTS BEHIND MAP  
AMENDMENT TAB,**

**TAB 4**

**In the 3-RING CYCLE 2007-2  
NOTEBOOK**

Sullivan, Sherri

## Citizen Comment Amendment #PCM070204

**From:** Whitaker, Angela G  
**Sent:** Monday, October 01, 2007 9:18 AM  
**To:** Gregory, Jean; Sullivan, Sherri  
**Subject:** Jan and Bonnie Nielsen Re: Blackhorse Plantation

-----Original Message-----

**From:** bnrhd@embarqmail.com [mailto:bnrdh@embarqmail.com]  
**Sent:** Sunday, September 30, 2007 4:14 PM  
**To:** Proctor, Bill; Sauls, Jane; Dailyj@leoncountyfl.gov; Desloge, Bryan; DePuy, Ed; cliff@leoncountyfl.gov; Williams, Alan; katz@talgov.com; Whitaker, Angela G; Mustian, Mark  
**Cc:** Marilyn Hibbard, lainieanderson1309@comcast.net, robert and mary armijo <rmjaarmijo@earthlink.net>, \"ThWelles@aol.com\" <ThWelles@aol.com>, The Omeaagang <omeaagang@earthlink.net>, \"Brian C. Miller\" <lisa81603@yahoo.com>, Cari Miller <Cari.Miller@fldoe.org>, <>, rene knight <knight17@myembarqmail.com>, Lewis Johnson <johnsole@talgov.com>, pat mcneal <rmprn@earthlink.net>, ProdigalD1@aol.com, Howard Lewandowski <bobcatski@hotmail.com>, kellie wilcox <rbonzw@earthlink.net>  
**Subject:** Blackhorse Plantation

Commissioners,

My name is Bonnie Nielsen. My husband, Jan, and I live in Lake Cassie off Hill N Dale and are members of the Hill N Dale Alliance. I am writing regarding Comprehensive Plan Amendment PCM 070204. You have heard our concerns at the public meeting, and have a copy of our opposition statement. My husband and I urge you to vote against the amendment to allow the "Urban Fringe" designation for this neighborhood to be changed to "Urban Service Area".

With all due respect Commissioners, I do not think that you need to be reminded that you are elected BY THE PEOPLE.....FOR THE PEOPLE and not just for special interest groups, such as developers.

I believe, as a responsible citizen, that we live with parameters in our lives for a reason. It would seem, from what I gather, that the Comprehensive Plan has some serious issues; the least of which is that it has been cannibalized. This, it would seem, has opened up a lot of questions regarding the plan as a whole. We have a concern that may not have been brought to your attention. If this amendment passes, Mr. Petrandis, on the adjoining property to Blackhorse Plantation, would expect the same consideration when he wants to develop his 112 acres. I believe, that if the amendment passes, and urban services are brought into Blackhorse Plantation, he too will be seeking to develop in the near future.

So, let me see....that would mean 249 homes in Blackhorse Ranch, and how many on Mr. Petrandis' property ? Do you see my point ? My husband and I moved to this area from Tampa to be in the country, enjoy the quiet neighborhood, see the animals and stars at night and NOT to face 500 cars on Hill N Dale, have our property values drop, our children's safety compromised, and our peaceful neighborhood disrupted with URBAN SPRAWL.

Again Commissioners, I fervently request that you vote NO on this amendment. I would also like to know how you intend to vote. Be responsible with your growth plan and do what is right !!!

Thank you,  
Sincerely,

10/01/2007

# Citizen Comment Amendment #PCM070204

Sullivan, Sherri

---

**From:** Whitaker, Angela G  
**Sent:** Monday, October 01, 2007 10:07 AM  
**To:** Gregory, Jean; Sullivan, Sherri  
**Subject:** Bob Rackleff & Gloria Barber Re: Hill N Dale/Blackhorse Plantation

-----Original Message-----

**From:** Robert Rackleff [mailto:rackleffhsd@earthlink.net]  
**Sent:** Friday, September 28, 2007 10:05 AM  
**To:** 'Gloria Barber'; Proctor, Bill; Sauls, Jane; Dailyj@leoncountyfl.gov; Desloge, Bryan; DePuy, Ed; cliff@leoncountyfl.gov; Williams, Alan; Lightsey, Deborah A; Katz, Allan; Whitaker, Angela G; Mustian, Mark  
**Cc:** 'Gregory Bader'; 'Tommy Brown'; 'Goldie and John Chaves'; 'John Dew'; 'Jimmy Everett'; 'Dan and Dawn Faughn'; 'Jerry and Dottie Fryar'; 'Darwin Gamble'; 'Gene Gandy'; 'Frank and Ann Govett'; 'Jon Henderson'; 'Stephen Hogge'; 'Jay Jewell'; 'Susan Leigh'; 'Bill and Eunice Mauch'; 'Lee and Deirdre Miner'; 'Scott Morrell'; 'Tracy Tabb and Jeff Nelson'; 'Jan Nielsen'; 'Patti Osburn'; 'Woodie Price'; 'Rod and Ann Romano'; 'Laura and Melvin Routt'; 'Mike Smith'; 'Arthur Ward'  
**Subject:** RE: Hill N Dale/Blackhorse Plantation

Given all I've heard - including the lack of any plan by the Baileys - you've made the right decision. I will support you and vote to deny the amendment.

Bob Rackleff

---

This mailbox protected from junk email by MailFrontier Desktop  
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---

**From:** Gloria Barber [mailto:gloriabarber@yahoo.com]  
**Sent:** Friday, September 28, 2007 9:25 AM  
**To:** proctorb@leoncountyfl.gov; saulsj@leoncountyfl.gov; Dailyj@leoncountyfl.gov; deslogeb@leoncountyfl.gov; rackleffhsd@earthlink.net; depuye@leoncountyfl.gov; cliff@leoncountyfl.gov; marks@talgov.com; lightsey@talgov.com; katz@talgov.com; gillum@talgov.com; mustianm@talgov.com  
**Cc:** Gregory Bader; Gloria and John Barber; Tommy Brown; Goldie and John Chaves; John Dew; Jimmy Everett; Dan and Dawn Faughn; Jerry and Dottie Fryar; Darwin Gamble; Gene Gandy; Frank and Ann Govett; Jon Henderson; Stephen Hogge; Jay Jewell; Susan Leigh; Bill and Eunice Mauch; Lee and Deirdre Miner; Scott Morrell; Tracy Tabb and Jeff Nelson; Jan Nielsen; Patti Osburn; Woodie Price; Rod and Ann Romano; Laura and Melvin Routt; Mike Smith; Arthur Ward  
**Subject:** Hill N Dale/Blackhorse Plantation

Commissioners,

The Hill N Dale Alliance met with Blair Bailey and his attorney last night. The developer's position has not changed regarding this development, and the Hill N Dale Alliance still has the same concerns we previously expressed at the public hearing and in the September 15, 2007, opposition statement we previously submitted. For your convenience, I've attached another copy of our opposition statement.

Gloria Barber

---

Be a better Heartthrob. [Get better relationship answers](#) from someone who knows.

10/01/2007

**Hill N Dale Alliance  
Opposition to Comprehensive Plan Amendment  
PCM 070204  
September 15, 2007**

Members of the Hill N Dale Alliance met with the applicant on September 12, 2007 and with City planners on September 14, 2007.

**The Hill N Dale Alliance is still opposed to a change in the designation from Urban Fringe to Residential Preservation and inclusion of the site in the Urban Services Area. We respectfully request the Commissioners consider the following issues:**

- 1. The request to change the Urban Fringe designation to Residential Preservation contradicts the development goals of the Comp Plan as stated in Policy 2.2.3:**

*"The primary function is to protect existing stable and viable residential areas from incompatible land use intensities and density intrusion. Future arterial and/or expressways should be planned to minimize impacts within this category. Consistency with surrounding residential type and density shall be a major determinant in granting development approval."*

**A.** This remains a rural neighborhood, 4 miles west of the Jefferson County line and 8 miles from downtown Tallahassee. It is almost as far as you can get from the urban services core and still be in Leon County. The site in question is in the middle of an Urban Fringe area with residences built on parcels that average one home per three acres. The applicant plans to create a Traditional Neighborhood Development consisting of 249 units on 119.9 acres. The style he has in mind resembles a "Charleston" or "Savannah" type development. This proposed development would not be consistent with the surrounding residences and would result in an adverse density intrusion.

**B.** Creation of the Comprehensive Plan was to direct a comprehensive approach to development within communities. Making major shifts in land use based on a developer's desire to build, rather than a "real plan" for infrastructure expansion or "best use" practices is inconsistent with this directive.

2. **The request to amend the Comp Plan to include the site in the Urban Services Area is premature and unnecessary for the following reasons:**

**A. The Comp Plan states:** *"The principal growth strategy of the Comprehensive Plan is the USA concept. The USA is the compact area in which the urban infrastructure is presently available or anticipated to be furnished within the planning horizon, which is the year 2030."*

The applicant continues to cite the date of 2010 as the target date set forth in the Comp Plan to extend the USA to accommodate future population growth. The Plan actually states, *"Extension of urban services into developable portions of the fringe to accommodate future growth may be programmed during later period of the Plan's scope (2005-2010) as urban service area is adjusted."* This would only occur if the original population predictions were incorrect and the existing USA would not be sufficient to handle the expected growth to the horizon date.

**B. The 2007 Evaluation and Appraisal Report (EAR) identified as a key finding:**

*"Under the current allocation of densities associated with the Future Land Use Map undeveloped lands within the Urban Services area provide sufficient capacity to absorb even the highest prediction for population growth."*

There is no evidence to suggest that the current USA does not provide enough area for predicted population growth and therefore does not need to be adjusted at this time.

**C. The staff analysis states that there has not been a history of rezoning in this area of the county and that if approved, "the proposed amendment would be the largest USA expansion for low-density residential development in the last decade"**

There is no overriding public purpose to bring this area into the Urban Services Area, which would acquire additional services from the City of Tallahassee. This is *"developer driver"* and goes against current comprehensive planning intent. All other major changes have been voluntary or had public purpose as illustrated in **Table B** on page **5** of the Staff Analysis.

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3. **Under current policy, the City does not provide for sewer to an area in which the City is not providing water.** In this case, Talquin is the utility that would provide the water; therefore staff's recommendation is in conflict with an existing city policy.
4. **The developer has indicated that the City staff has encouraged him to build more units than currently is allowed under the present designation in order to access utilities.**

**A.** Utilities cannot be provided if there are less than two units per acre. Again, utilities seem to be the factor that is driving the size of this development as opposed to comprehensive planning for our community.

**B.** In the staff report, it is concluded that urban services are now available to this site, which will make it eligible for inclusion. Urban services are not available but have to be brought to the site by the city (at taxpayer expense) and the developer.

**There is nothing that is driving the current amendment to be considered at this time. There has not been sufficient planning and consideration given to this proposal that would warrant any action other than denial of this very significant request for an amendment that has long-range implications to the city, and more importantly to the neighborhood.**

In lieu of signatures, since this document will be sent via e-mail, we have attached a list of Hill 'N Dale Alliance members who have participated and agree with this statement.

**Gregory and Catherine Bader**

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216-2676

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**Dan and Dawn Faughn**

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**Gene Gandy**

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**Jack and Dorothy Levine**

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**Scott Morrell**

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**Patti Osburn**

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656-9251

Citizen Comment  
Amendment # PCM070204

**Sullivan, Sherri**

**From:** Whitaker, Angela G  
**Sent:** Tuesday, September 25, 2007 7:58 AM  
**To:** Gregory, Jean; Sullivan, Sherri  
**Subject:** Stephen Hogge to Gloria Barber Re: Hill N Dale/Blackhorse

-----Original Message-----

From: stephen100@comcast.net [mailto:stephen100@comcast.net]  
Sent: Monday, September 24, 2007 9:29 PM  
To: Gloria Barber; fbateman@batemanharden.com  
Cc: Proctor, Bill; Sauls, Jane; Dailyj@leoncountyfl.gov; Desloge, Bryan; rackleffhsd@earthlink.net; DePuy, Ed; Cliff Thael; Williams, Alan; Lightsey, Deborah A; Katz, Allan; Whitaker, Angela G; Mustian, Mark; Gregory Bader; Tommy Brown; Goldie and John Chaves; John Dew; Jimmy Everett; Dan and Dawn Faughn; Jerry and Dottie Fryar; Darwin Gamble; Gene Gandy; Frank and Ann Govett; Jon Henderson; Jay Jewell; Susan Leigh; Bill and Eunice Mauch; Lee and Deirdre Miner; Scott Morrell; Tracy Tabb and Jeff Nelson; Jan Nielsen  
Subject: Re: Hill N Dale/Blackhorse

Hi gloria. Well put. I plan to be there on behalf of cona. I may be a few minutes late because of another earlier commitment, but will be there nonetheless. Stephen hogge  
Sent from my BlackBerry® wireless device

-----Original Message-----

From: Gloria Barber <gloriabarber@yahoo.com>

Date: Mon, 24 Sep 2007 18:04:43

To: fbateman@batemanharden.com

Cc: proctorb@leoncountyfl.gov, saulsj@leoncountyfl.gov, Dailyj@leoncountyfl.gov, deslogeb@leoncountyfl.gov, rackleffhsd@earthlink.net, depuye@leoncountyfl.gov, cliff@leoncountyfl.gov, marks@talgov.com, lightsey@talgov.com, katza@talgov.com, gillum@talgov.com, mustianm@talgov.com, Gregory Bader <gmbader@att.net>, Gloria and John Barber <gloriabarber@yahoo.com>, Tommy Brown <capitalice@aol.com>, Goldie and John Chaves <gchaves@comcast.net>, John Dew <j.dew@comcast.net>, Jimmy Everett <everettjl@msn.com>, Dan and Dawn Faughn <ddfaughn@yahoo.com>, Jerry and Dottie Fryar <fryarmac@embarqmail.com>, Darwin Gamble <darwingamble@yahoo.com>, Gene Gandy <will8239@msn.com>, Frank and Ann Govett <fink747@nettally.com>, Jon Henderson <jon.henderson@comcast.net>, Stephen Hogge <stephen100@comcast.net>, Jay Jewell <jayjewel@us.ibm.com>, Susan Leigh <sleigh@comcast.net>, Bill and Eunice Mauch <bileun@yahoo.com>, Lee and Deirdre Miner <lee@lrmfirearms.com>, Scott Morrell <smorrell@citadelbuilding.com>, Tracy Tabb and Jeff Nelson <ttabb@embarqmail.com>, Jan Nielsen <airjan@embarqmail.com>, Patti Osburn <hawksnestfarm@comcast.net>, Woodie Price <wood1023@embarqmail.com>, Rod and Ann Romano <rodromano@earthlink.net>, Laura and Melvin Routt <mlhic5@yahoo.com>, Mike Smith <msmith55@comcast.net>, Arthur Ward <artward@embarqmail.com>  
Subject: Hill N Dale/Blackhorse

The Hill N Dale Alliance received your request for another meeting, and we have heard the Commissioners encouragement for an additional meeting between the developer and the neighborhood. The Alliance met tonight, and we are available to meet with you and Blair Bailey at 7:00 p.m. on Thursday, September 27, 2007 at the home of John and Gloria Barber, 1665 Hill N Dale South, 878-9725.

As you know, we previously met to listen to the developer's "plans" for the site, and we made little comment at the time because we wanted to be sure we understood what was proposed for the property before we reacted. At that meeting we learned that very little work has been done that gives us any further information about what will actually be built on the property and only received more "ideas" about what the developer would "like" to do. Once again, we request that the developer bring copies of any documents supporting his plans for this site that will give us a better understanding of what he plans for this

development.

Goldie Chaves is out of town and any communication regarding this meeting can be directed to my attention by e-mail or by phone (home 878-9725 or cell 443-1496).

Gloria Barber

-----  
Luggage? GPS? Comic books?

Check out fitting gifts for grads <<http://us.rd.yahoo.com/evt=48249/>  
\*[http://search.yahoo.com/search?fr=onl\\_on\\_mail&p=graduation+gifts&cs=bz](http://search.yahoo.com/search?fr=onl_on_mail&p=graduation+gifts&cs=bz)> at Yahoo!  
Search.

**Citizen Comment**  
**Amendment # PCM070204**

Dear Commissioners;

Please consider my suggestions for the following Comp Plan amendments under your consideration for the 2007-2 cycle. I also ask you to look very closely at the full implications of Text Amendment #5. This amendment appears to only affect the Urban Fringe. But, in fact, this amendment affects the main objectives of the Comp Plan as stated in Objective 1.1 [L]: to control urban sprawl, create better opportunity for urban infill, and deliver urban services where they are most needed in an economic way and, by doing so, protect the environment and the taxpayer's purse. My remarks on the other amendments are in a separate document.

I greatly appreciate the time you take to read through these documents.

Sincerely,

Pamela Hall

*PCM070204, Map #4, Hill N' Dale subdivision and expansion of the Urban Services Area*

**Please deny this amendment.**

This amendment would change a 119 acre parcel from Urban Fringe to Residential Preservation and bring it into the Urban Services Area. I ask you to deny this amendment because this development does not meet the criteria for inclusion inside the USA, which Objective 1.1. [L] states as:

1. Sufficient area for 90% of the expected residential development by 2020
2. Provision of urban services
3. Protection of environmentally sensitive land from urban development

*1. Residential land need*

Staff analysis states that the current USA is large enough to accommodate 50 to 80 years of population growth (see computation at end of document). This estimate is based on the expectation what proportion of the current FLU designations will become residential development, taking into account environmental constraints, land needed for infrastructure, and the expected residential occupancy rate (house "vacancy" rate). The EAR includes a similar analysis similar to this and staff cites this data in Map

Amendment #4 to justify the establishment of an Urban Services Boundary. Clearly, this is important and critical information for determining the size of the USA.

However, in this current Map Amendment, staff simply dismisses the extremely large size of the existing USA based on a claim that analysis is lacking as to what lands are actually on the real estate market at this moment. The Comp Plan, EAR and the USA are not marketing tools and criteria for amending them should not be based on the local, highly volatile real estate market, which in fact is presently glutted with unsold homes! Local market conditions are strongly affected by a variety of national and state-wide forces, including mortgage rates (or credit crunch), recent hurricane activity, insurance values, national economic trends of income in retirees, students and all other demographic groups and only slightly affected by local regulation.

The current USA is sufficiently large for residential development well beyond the current Comp Plan time frame of 2020. If the USA is prematurely enlarged, development will be deflected from urbanized areas onto the cheaper lands on the fringe of the USA which will not be developed at urban densities.

## *2. Provision of urban services*

The developer of the Hill N Dale parcel states that they have an agreement from Talquin to supply water and from City of Tallahassee Public Works to provide sewer. However, a main sewer line is located almost a mile away from the proposed development access. Furthermore, this development will only be developed at a gross density of 2 units per acre - NOT an urban density. It is only 1/3 of the maximum allowable density of RP. Such development patterns essentially create urban sprawl within the urban services area, and are unlikely to ever reach the actual urban densities that the City seeks to create an efficient urban environment. The proposed development agreement actually forbids any future subdivision, so there will never be a chance for redevelopment.

The proposed density just adheres to the minimum allowed inside the USA because actually building an urban development that uses publicly provided urban services economically would incur substantial costs to the developer in meeting traffic concurrency. This means that urban development is actually not cost effective for the private investor either. It is not surprising that a development of essential urban sprawl IS profitable to the developer, but we know it is not an economical use of public funds today and certainly not for the future. Even though urban services could be made available, those services are NOT being supplied to an urban development.

**Citizen Comment**  
**Amendment # PCM070204**

3. *Environmental protection*

Almost every acre of land in Leon County has environmentally sensitive features. That fact is well known to all of you. Protecting environmental resources and the services that environment provides - clean water to drink and clean air to breath - is immensely important. The capacity of any proposed change in FLU to provide improved environmental protection is important to consider.

This proposal can prevent about 40 septic systems from being installed IF the land is soon developed in a conventional fashion of urban fringe parcels. Instead, 249 lots are proposed to be placed on central sewer. However, this huge increase in density will create a huge increase in impervious area resulting in a large amount of stormwater runoff and its subsequent polluting capacity. Both septic tanks and stormwater percolate into the soils and contribute to nitrate pollution. Both are pollution problems and reducing one while increasing the other is not a public benefit. In fact soils that are environmentally sensitive to septic tank pollution are just as sensitive to storm water facilities that rely on percolation.

If there is substantial acreage of environmentally sensitive features on this parcel, then the Conservation Subdivision is the appropriate tool for development. According to recent Comp Plan policy, sewer can be provided to UF Conservation Subdivisions, allowing sensitive lands permanent protection without impact from urban development. With sewer provided, the developer can achieve full density allowance of the Conservation Subdivision by building on a variety of lot sizes, including smaller than the septic tank minimum of 1/2 acre and highly concentrate the residential development and limit impervious road area due to that concentration.

Therefore, for the purposes of environmental protection, retaining UF densities and providing sewer for the building of a conservation subdivision will lower the impact of potential septic tanks AND minimize impervious area from new development.

4. *Conclusion*

According to the criteria for determining placement of the USA, this amendment *fails* every criteria. However, alternative forms of development in the UF can 1) avoid prematurely expanding the USA and 2) avoid deflecting from urban infill and 3) use sewer services to protect environmental features.