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ATTACHMENT # 2  
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## Board of County Commissioners

Leon County, Florida

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### Agenda Item Executive Summary

Tuesday, May 12, 2009

**Title:**

Acceptance of a Status Report Regarding Carrying Capacity at County Park and Recreation Facilities for Special Events

**Staff:**

Parwez Alam, County Administrator  
Alan Rosenzweig, Assistant County Administrator  
Tony Park, P.E., Director of Public Works

**Issue Briefing:**

At the March 19, 2009 regular meeting, Commissioner Sauls moved that an agenda item be brought back providing information on the criteria used to evaluate the carrying capacity of County Parks for special events.

**Fiscal Impact:**

There is no fiscal impact associated with this agenda item.

**Staff Recommendation:**

Option #1: Accept the status report regarding carrying capacity at County Parks & Recreation facilities.

Option #2: Direct staff to revise Policy 06-1, "Use of Scheduling of Parks & Recreation Facilities" to incorporate review by other agencies when the proposed attendance of a Parks and Recreation Special Events Application reaches 250 or exceeds the available on-site parking capacity.

**Report and Discussion****Background:**

Since the beginning of the County parks system, and by nature of the facilities, County parks have been utilized by residents and groups for special events. In recent years, due to the growth and success of the Parks & Recreation program, such events have been growing in size and frequency. As a result, questions have been raised about if and how the carrying capacity of any given park facility is determined and whether or not such a determination should play a role in approval/denial of a Special Events Application (Attachment #1).

Currently, there is no formal process for determining the capacity of any given park facility. That is not to say, however, that park designs do not take into consideration the number of visitors likely to utilize the facility on any given day. Park capacity can vary greatly, depending on the types of recreational activities offered and whether the park is considered an active or passive facility. As a general rule of thumb, capacity is determined by the number of parking spaces available and the size of the restroom facilities at that location.

When a Special Event Application is submitted, the Director of Parks & Recreation reviews the Application to determine whether the size of the event warrants the following things: alternative/off-site parking; additional restroom facilities; additional solid waste receptacles; and/or, the need for traffic control. If an applicant is able to accommodate such additional requirements, then staff considers capacity to be a non-issue. Furthermore, depending on the event, an ambulance may be necessary (which is paid for by the applicant) and/or the fire department may need to be notified. Obviously, special events that occur in a closed facility (i.e. a community center) do have a capacity threshold established to meet codes established by the Fire Marshall.

Presently the Parks & Recreation Division works with different groups to hold special events at County park sites. These events vary in size from 30 to 1,500 people. Special events include things like summer camps, church picnics and services, family reunions, fishing tournaments, rowing events, and athletic events.

**Analysis:**

In researching the topic of capacity of sites for special events, staff found that there is not any set number of square feet per person or number of people per acre that is recommended. The only reference that could be found was in the City's General Fire Safety Ordinance 10.15 "Special Outdoor Events, Carnivals, and Fairs". This ordinance states that for outdoor facilities, each occupant should be provided with not less than 15 sq. ft. of lawn surface.

If the 15 sq. ft. of lawn space is set as the figure to be used when calculating the capacity for special events, this would allow 2,904 people per acre of ground. An example of how this would apply is that the Williams Landing picnic area could accommodate 1,680 people for a special event, if used as it presently exists, assuming off-site parking and additional restroom facilities were provided.

During discussions with other City and County agencies, it was determined that the Sheriff's Office, Emergency Medical Services (EMS), and the Fire Department, should be notified for review of Special Event Applications when a particular threshold of participants is reached. That threshold has yet to be determined. Furthermore, if off-site parking is required, County Growth & Environmental Management (GEM) will need to review the location to determine whether a Temporary Use permit is required for the event (Attachment #2). The Leon County Code defines "temporary uses" in Sec. 10-6.804 [10-1112] A. (1) a. in the following manner (Attachment #3):

*"Outdoor events and events in temporary structures, intended to accommodate attendance of 250 or more persons in locations with the Urban Service Area, or 500 or more persons in locations outside the Urban Service Areas may be permitted by the County Administrator or designee upon demonstration of compliance with the following regulations, standards, and requirements specified in this section, and article, as applicable."*

Having gathered additional information and input, staff recommends that Policy 06-1, "Use and Scheduling of Parks and Recreation Facilities" be revised to incorporate additional agency review when the proposed attendance of a Parks and Recreation, Special Events Application reaches 250 attendees, or exceeds the available on-site parking capacity. A revised Policy would be brought back to the Board for final review and approval.

#### **Options:**

1. Accept the Status Report regarding carrying capacity at County Parks and Recreation Facilities for special events.
2. Direct staff to revised Policy 06-1, "Use and Scheduling of Parks and Recreation Facilities" to incorporate review by other agencies when the proposed attendance of a Parks and Recreation Special Events Application reaches 250 or exceeds the available on-site parking capacity.
3. Do not accept the status report regarding carrying capacity at County Parks and Recreation Facilities for special events.
4. Board Direction.

#### **Recommendation:**

Options #1 and #2.

#### **Attachments:**

1. Parks & Recreation's Special Events Application
2. Growth and Environmental Management's Temporary Uses and Events Packet
3. Leon County Code Sec. 10-6.804 [10-1112]

[U] Too long of an option.

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**Leon County Parks & Recreation  
Special Event Reservation Request**

All requests have to be submitted 30 days (50-100 people) or 60 days (100+ people) in advance of the event date.

Name \_\_\_\_\_

Address \_\_\_\_\_

Phone (\_\_\_\_) \_\_\_\_\_ Cell phone (\_\_\_\_) \_\_\_\_\_

Organization \_\_\_\_\_  
(Non-profit please attach a copy of certification)

Facility requested: \_\_\_\_\_

Dates Requested: \_\_\_\_\_ Time: \_\_\_\_\_

Type of Activity: \_\_\_\_\_

Number of people at event: \_\_\_\_\_

Number of parking spaces required: \_\_\_\_\_

Special needs or requirements: \_\_\_\_\_

County employee involvement: \_\_\_\_\_

For this particular event, the items checked below must be provided by the Event Organization for use of the facility.

- | Required                 |   | Agree to Provide         |
|--------------------------|---|--------------------------|
| <input type="checkbox"/> | Site Map  | <input type="checkbox"/> |
| <input type="checkbox"/> | Sheriff Deputy (ies) needed for event _____     | <input type="checkbox"/> |
| <input type="checkbox"/> | Additional restroom facilities needed _____     | <input type="checkbox"/> |
| <input type="checkbox"/> | Off site parking                                | <input type="checkbox"/> |
| <input type="checkbox"/> | Insurance for event naming County as co-insurer | <input type="checkbox"/> |
| <input type="checkbox"/> | Additional trash cans _____                     | <input type="checkbox"/> |

As the reservation holder, I understand I am responsible for the conduct of all persons involved in my activity associated with this facility. I agree to remove any litter generated through my group's use of this facility, and will not allow the consumption of alcoholic beverages on Leon County property. I further understand that it is my responsibility to inspect the facility prior to use to confirm that conditions are not hazardous to park users. I will report any safety problems to Leon County Parks and Recreation, at (850) 606-1470.

Applicant Signature \_\_\_\_\_ Date \_\_\_\_\_

Approval \_\_\_\_\_ Date \_\_\_\_\_  
Leon County Parks & Recreation Director

Mail forms to: Leon County Parks & Recreation, 2280 Miccosukee Rd., Tallahassee, FL 32308 or Fax to (850) 606-1471.

**DEPARTMENT OF GROWTH AND ENVIRONMENTAL MANAGEMENT**



**Renaissance Center**

435 North Macomb Street  
Tallahassee, Florida 32301  
[www.leonpermits.org](http://www.leonpermits.org)

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**Development Services, Fire Safety Office, Sheriff's  
Office, Health Department, & Building  
Permit Application Requirements**

**TEMPORARY USES and EVENTS**

Leon County staff, in cooperation with Tallahassee Fire Department, and Florida Department of Health is committed to processing permit applications in the shortest time possible. In order to prevent delays in processing, applicants must furnish *all* of the required documents before processing of the permit application can begin. Staff is available to answer any questions regarding application requirements.

This handout provides a detailed explanation of permit application requirements for outdoor events and events in temporary structures, intended to accommodate attendance of 250 or more persons in locations within the Urban Services Area, or 500 or more persons in locations outside the Urban Services Area. For your convenience, and to reduce permit review time, you may visit the Fire Safety Office, the Sheriff's Office, and the Health Department with your application documents and request their review prior to submitting the application to our office at 435 North Macomb Street, Tallahassee, Florida, 32301. Once this office receives an application reviewed by these agencies, in many cases, your permit can be reviewed and issued within 24 hours.

**TELEPHONE NUMBERS**

SHERIFF'S OFFICE	922-3300
TALLAHASSEE FIRE SAFETY OFFICE	891-6631
DEVELOPMENT SERVICES	606-1300
FDH/LEON COUNTY HEALTH UNIT	488-3003

The following pages contain valuable information on permitting a temporary use or event. Becoming familiar with this material will save you time and money.

**TEMPORARY USES / EVENTS**

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**TEMPORARY USES / EVENTS**

**DOCUMENTATION AND INFORMATION REQUIREMENTS CHECKLIST**

- 1. Parcel identification number
- 2. Site plan
- 3. Temporary location address
- 4. Document from owner granting permission to use land/facilities for event
- 5. Emergency access for fire and police
- 6. Flame-proof certificates for all tents/canopies
- 7. Zoning approval from Development Services
- 8. Document from Fire Department approving life safety issues
- 9. Document from Sheriff's Office approving traffic, parking, and security issues
- 10. Documentation of County Emergency Medical Service approval for medical issues
- 11. Health Department approval for sanitary facilities
- 12. Electrical contractor's (or other contractors) license numbers
- 13. Construction contract information\*
- 14. Bond analysis and information\*
- 15. Environmental Permit Application\*
- 16. Building/Environmental Permit Application (lower impact, blue copy)
- 17. Application fees

\* Items 13, 14, and 15 are only required for off-site construction staging areas

**ZONING**

- A. Temporary uses, or events are not allowed in the following residential zoning districts: Residential Preservation (RP), Manufactured Home Park (MH), Residential Acre (RA), Single Family Detached Residential (R-1), Single Family Detached Residential (R-2), Single and Two-Family Residential (R-3), Single, Two-Family, and Multi-Family Residential (R-4), or Manufactured Home and Single Family Detached (R-5).
- B. Temporary Uses, or events are also not allowed in the following zoning districts when the districts are *used entirely for residential purposes*: Rural (R), Urban Fringe (UF), Rural Community (RC), Woodville Rural Community (WRC), Lake Talquin Recreation/Urban Fringe (LTRUF), Lake Protection (LP), and Office Residential (OR-1), (OR-2), and (OR-3).
- C. Buildings must be set back from each residential property line a minimum distance of five hundred (500) feet, regardless of zoning district.
- D. Buffers: Under certain conditions, such as an outdoor event next to a different type of land use, buffers may be required. If you are required to install or preserve a buffer, staff will notify you prior to issuing the permit.

**TEMPORARY USES / EVENTS**

**FOUR STEPS TO OBTAINING PERMITS FOR A TEMPORARY USE/EVENT**

**STEP 1: COLLECT AND PREPARE REQUIRED INFORMATION AND DOCUMENTS**

     A. **Parcel Identification Number.** Must be the current ID number for your parcel of land and can be obtained from the Property Appraiser's Office or from your most recent ad valorem (property) tax notice.

     B. **Site Plan.** A site plan is a scale drawing of your property. The site plan must include the following information:

- 1. North directional arrow.
- 2. Indicate whether property is a corner or interior lot.
- 3. Property boundary lines.
- 4. Location of *all* existing permanent and proposed temporary structures and their distances from the property line and each other.
- 5. Location of drive aisles, parking spaces, and emergency exits.
- 6. Location of staging, seating, or other public assembly areas.
- 7. Location of any fill material.\*
- 8. Limits of clearing activity.\*
- 9. Location of grading activity.\*
- 10. An arrow indicating the direction of any slopes.\*
- 11. Location of all natural or constructed water conveyance features, such as ravine, ditch, swale, culvert, canal, stream, or springs/seeps.\*
- 12. Location of special development restrictions, such as easements, natural areas required undisturbed, or land use buffers.\*

Note: \* Required for off-site construction staging areas and other large projects.

     C. **Complete directions to the site of the planned event and contact person to call for additional information.**

**STEP 2: TEMPORARY BUILDING PERMIT APPLICATION**

**PERMIT TECHNICIAN**

     A. Take all information, including the Data Sheet, and the completed application forms with appropriate fees to the receptionist for assignment to a Permit Technician.

- 1. The Permit Technician will review your application for completeness and will advise you if any additional materials are required.
- 2. If your applications are complete, you will be notified when your permits are ready.

     B. The Permit Technician will answer any questions on permit application requirements. The Permit Technician will need your Parcel Identification Number in order to forward your

**TEMPORARY USES / EVENTS**

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application for review. During this step, the Permit Technician can schedule a Quick-Turn Permit if requested by the applicant.

**STEP 3: DEVELOPMENT SERVICES PERMIT REVIEW**

- A. During the routing of your permit, Development Services staff will review your application for the proper documents and certifications required to permit a temporary use, structure, or event, consistent with the Leon County Land Development Regulations (LDRs).

**STEP 4: INSPECTIONS**

- A. The Fire Safety Office will arrange an inspection of your event/use with you. This inspection is required before the event can begin.
- B. The Building Inspector may also visit the site if temporary electrical service is provided, or temporary structures are constructed.
- C. It is your responsibility to arrange the above inspections.

**Sec. 10-6.804 [10-1112]. Temporary uses.**

A. Temporary Uses and Structures

(1) Regulations in this Section shall apply to the following:

a. *Temporary uses regulated.* Outdoor events and events in temporary structures, intended to accommodate attendance of 250 or more persons in locations within the Urban Service Area, or 500 or more persons in locations outside the Urban Service Area may be permitted by the County Administrator or designee upon demonstration of compliance with the following regulations, standards, and requirements specified in this section, and article, as applicable.

b. *Temporary structures regulated.* Temporary structures, with a capacity of 100 or more persons regardless of location or use, shall be subject to applicable building permitting requirements. Documentation, from the Leon County Department of Growth and Environmental Management, Building Inspection Division, that the temporary structure complies with applicable building code requirements; including, receipt of electrical permit and satisfactory inspection for any temporary lighting and temporary electric service for any electric-powered equipment associated with the temporary use. Satisfactory inspection of temporary structures, temporary lighting, and temporary electric service for any electric-powered equipment may be demonstrated subsequent to permit issuance, as a condition of the permit, and as noted on the permit.

(2) *Demonstration of compliance with specific standards.* Outdoor events and events in temporary structures shall be subject to compliance with the following criteria:

a. *Location.* Allowed in any zoning district except for a residential district as defined herein.

b. *Duration.* All temporary use permits shall be limited to a period of no longer than 15 consecutive days, except within the Rural zoning district, wherein permits shall be limited to a period of no longer than 30 consecutive days. The applicable period in which activities associated with the temporary use may be conducted shall be specified in the permit. Further, all temporary structures associated with the temporary use shall be removed from the site during this period. One extension of the temporary use permit, for a period of no longer than 15 consecutive days, may be obtained through permit re-application; thereafter, an additional five consecutive-day permit extension may be issued, upon re-application, for the sole purpose of removing temporary structures from the temporary use site. No more than four temporary use permits shall be issued for any specific parcel within any calendar year; a 15-day extension of a temporary use permit shall be counted as an additional permit for purposes of this subsection.

c. *Hours of operation.* Hours of operation may be limited to prevent adverse impact on residential or agricultural activities.

d. *Sound amplification.* No activity involving the use of electrical sound amplification shall be permitted within 1,000 feet of any residential use.

e. *Placement of temporary structures and equipment.* No temporary structure or equipment associated with the temporary use shall be located within 500 feet of any residential property line.

f. *Health and safety standards.* In order to obtain a temporary use permit, all temporary uses shall be subject to review by the County to ensure protection of public health and safety, and to minimize adverse impacts to other properties. The applicant for a temporary use permit shall be required to demonstrate the following to obtain a permit:

(i) Documentation, from the Leon County Public Health Department, that the applicant has ensured the provision of adequate sanitary facilities to accommodate the temporary use.

(ii) Demonstration that sufficient parking will be provided for the exclusive use of the temporary use.

(iii) Documentation, from the Leon County Sheriff's Office, that the applicant has made arrangements with the Sheriff's Office, to ensure adequate public safety and adequate traffic control for the temporary use, including provisions for directing attendees to appropriate parking facilities. Such arrangements may include assignment of public safety personnel as necessary, with the applicant responsible for any associated costs.

(iv) Documentation, from the City of Tallahassee Fire Department and Leon County Emergency Medical Services, that the application complies with applicable fire and life safety code regulations.

g. *Exemptions.* The following are exempt from this section:

(i) Activities within any Leon County public park, subject to Leon County Parks and Recreation Division requirements and policy; and

(ii) Public school-sponsored events held on public school property.

h. *Exceptions.* The following are excepted from the location requirements set out in subsection a. above:

(i) The ancillary use of property as associated with a lawfully-established principal use situated upon that property, so long as the ancillary use complies with applicable zoning district regulations; and

(ii) Non-commercial recreation and entertainment activities in private parks established through development order approval.

(3) *Additional Regulations.* Outdoor events and events in temporary structures shall be subject to compliance with the following regulations:

a. *Posting of Notice.* The County may post a sign of sufficient size at least three (3) days prior to the beginning date of the outdoor event in a visible location on each street frontage of the property for which the permit is issued to inform that a temporary uses permit has been issued for the site and the nature of the use for which the permit was issued.

b. *Hold harmless.* The applicant and the owner of the property upon which the temporary use will be located shall affirm through affidavit submitted with the application, that the County shall be held harmless for any liability associated with the temporary use or activity.

c. *Grounds for revocation.* Any temporary use permit issued pursuant to the provisions of this section shall be revoked by the County Administrator or designee and the event closed by the Sheriff's Office immediately upon discovery that the applicant is in violation of the permit or any condition of the permit approval.

d. *Enforcement.* Failure to obtain the necessary temporary use permit prior to establishment of a temporary use shall constitute a misdemeanor and result in immediate cessation of the temporary use and subject the property owner, and/or event holder, to a fine not to exceed \$500.00. This provision shall be enforced as necessary, by appropriate staff, including but not limited to the Leon County Sheriff, and Leon County Code Enforcement.

B. Off-site construction staging areas

(1) Temporary off-site construction staging areas shall not be permitted in the Residential Preservation, R-1, R-2, R-3, R-4, R-5, or MH zoning districts. A temporary off-site construction staging area proposed adjacent to the Residential Preservation, R-1, R-2, R-3, R-4, R-5 or MH zoning districts shall provide an opaque buffer fence between the boundary of the proposed site and the adjacent residentially zoned property.

(2) The applicant for a temporary off-site construction staging area permit shall provide the County with a notarized affidavit from the entity contracting the applicant's construction services indicating the location of the construction project, the scope of the work to be completed by the contractor, and the anticipated time required to complete the construction consistent with an approved construction contract.

(3) The applicant shall provide the County a site plan of the proposed site which identifies adjacent land uses, on-site environmental features, existing topography, the location of any required landscaping, the location of any proposed temporary structures including septic tank if required, the location of access to the site from a public right-of-way, location of parking, location and type of lighting, and other items as may be appropriate to a specific site. Furthermore, based on the presence of on-site environmental features, the County administrator

or designee may require the applicant to complete the appropriate Environmental Management Act permitting process.

(4) In granting a temporary off-site construction area permit, the County shall require the posting of a security or performance bond, in an amount to be determined by the County, not to exceed the cost of returning the site to preconstruction condition prior to expiration of the permit as required by subsection (6) below.

(5) A permit for a temporary off-site construction staging area shall be valid for a period not to exceed 24 months. The applicant may request an extension to the original permit based on the anticipated length of the proposed construction project. All other requests for an extension to a previously issued and unexpired temporary off-site construction staging area permit shall be considered on a case by case basis and in consideration of the circumstances unique to each request.

(6) Prior to the expiration of the temporary permit the applicant shall return the site to the predevelopment condition. This shall include, but shall not be limited to, the removal of all structures, including closure of the septic system consistent with the guidelines provided by the County environmental health department if applicable; and certification from a licensed professional in the State of Florida that the post-development topography on-site is consistent with the predevelopment condition as identified in the site plan. Failure by the applicant to return the site to the predevelopment condition consistent with the provisions of this section shall constitute a violation of this section, and shall be referred to the County's code enforcement board.