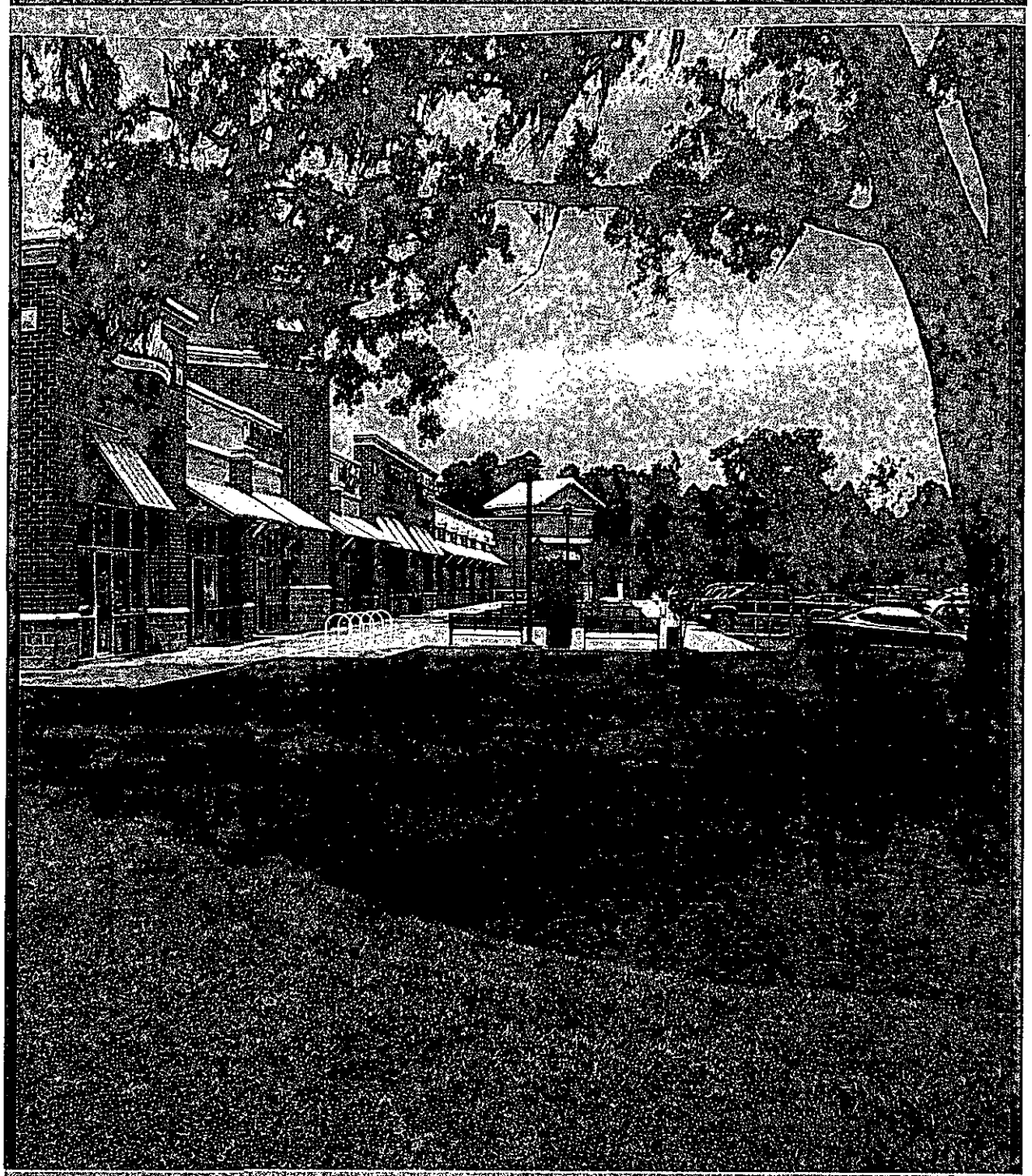
LEON COUNTY GROWTH & ENVIRONMENTAL MANAGEMENT



CONCURRENCY MANAGEMENT ANNUAL REPORT - 2010

Executive Summary

Transportation System Deficiencies:
Number of road segments operating below the minimum required Level of Service (LOS): 20

Mass Transit:
Number of Star Metro routes in Unincorporated Leon County: 2

Solid Waste:
Amount of Solid Waste reserved per capita in Leon County: 7.1 lbs.
LOS demand based on existing population: 102,100,106 lbs.
Amount of Solid Waste demand for vested and exempt development in Leon County: 354,646,975 lbs.
Amount of Current Demand based on Projects: 502,360,838 lbs.
Total Solid Waste Demand: 959,107,919 lbs.

Parks and Recreation:
Regional Park LOS Standard: 16 acres per 1,000 population
Regional Parks: 5,318.36 Acres
Meeting Regional Park LOS Standard: Yes

Area Park LOS Standard: 2 acres per 1,000 population
Area Parks: 699.09 Acres
Meeting Area Park LOS Standard: Yes

Bicycle/Pedestrian Facilities:
No adopted LOS Standard outside of the Multi-Modal Transportation District in the City
Amount of on street bicycle lanes: 31.80 miles
Paved shoulder miles for bicycle use in Unincorporated Leon County: 106.7 miles
Amount of publicly maintained sidewalk miles in Unincorporated Leon County: 35.9 miles

Water and Sewer Facilities:
City of Tallahassee Utilities (Water) – 76,096 residential and commercial customers.
City of Tallahassee Utilities (Sewer) – 64,212 residential and commercial customers.
Talquin Electric (Water) – 9,150 parcels served (Source: Tallahassee-Leon County Planning Dept.).
Talquin Electric (Sewer) – 4,430 parcels served (Source: Tallahassee-Leon County Planning Dept.).
Septic Tanks (est. from Florida Department of Health) – 38,000

ROADWAY FACILITIES

Level of Service Standards for Roadways

The adopted Level of Service (LOS) for individual roadways is a quantitative measure describing operational conditions within a traffic stream. The adopted LOS of a roadway, at the time of Comprehensive Plan adoption, is dependent on the location and functional classification of that roadway. The maximum service flow for each roadway at its adopted LOS is dependent on the prevailing roadway and traffic conditions for each County roadway segment. Each type of roadway has unique characteristics that dictate maximum service flow at the adopted LOS. In addition to roadway conditions, traffic conditions such as vehicle types, lane distribution and directional distribution are influential factors in determining maximum service flow at the adopted LOS of a roadway. According to the Highway Capacity Manual (ed. 2000), the following LOS Standards are defined:

Level of Service A –The highest quality of traffic service, when motorists are able to travel at their desired speed.
Level of Service B –Similar to LOS A, although the presence of other vehicles becomes noticeable.
Level of Service C –The influence of increased traffic density becomes marked. The ability to maneuver within the traffic stream is affected by the presence of other vehicles.
Level of Service D –The traffic flow is unstable and the ability to maneuver is severely restricted due to traffic congestion. Travel speed is reduced by the increasing volume.
Level of Service E –The road is operating at or near the design capacity of the road. Disruptions in the traffic flow are not readily dissipated and regression to LOS F occurs frequently.
Level of Service F –The road is heavily congested with traffic demand exceeding the design capacity of the road.

The adoption of a maximum service volume is based on the lowest allowed LOS for the operation and maintenance of roadway facilities in a region.

Level of Service Designations for County Roadways

The Tallahassee/Leon County Comprehensive Plan (Transportation Element Policy 1.4.1) and Florida Statutes establish following peak hour minimum levels of service for Tallahassee and Leon County:

Outside the Urban Service Area	Minimum Level of Service
Interstate and Limited Access Parkways:	B
Principal Arterials:	C
Minor Arterials:	C
Major and Minor Collectors:	C
Local Streets:	D

Inside the Urban Service Area North of U. S. 90	Minimum Level of Service
Interstate and Limited Access Parkways:	C
Principal Arterials:	
Except Capital Circle NW from I-10 to SR 20:	D*
Capital Circle NW from I-10 to SR 20:	E
Minor Arterials:	D/E**
Major and Minor Collectors:	D
Local Streets:	D

* The minimum Level of Service for Monroe Street from Gaines Street to Tennessee Street shall be "E."

** For Minor Arterials, and Major and Minor Collectors located inside the Urban Services Area and south of U.S. 90, the minimum Level of Service shall be "D" for purposes of establishing priorities for

programming transportation improvements, and "E" for meeting concurrency requirements, to support the Southern Strategy. The LOS for roads north of U.S. 90 shall be LOS D for both programming improvement and concurrency purposes.

Capacity Constrained Facilities

In response to the increasing number of facilities that are classified as overcapacity and the limited means to address these capacity constraints, the Tallahassee/Leon County Comprehensive Plan was amended to allow for some roadway segments classified as *Capacity Constrained* and eligible for a commensurate mitigation contribution to be utilized for concurrency approval for projects that significantly impact these segments. Capacity Constrained segments are segments with any of the following characteristics:

1. The improvement that would otherwise resolve the deficiency is not feasible due to environmental constraints, regulatory constraints or prohibitively costly right-of way demands, or;

2. The improvement that would otherwise resolve the deficiency is not desirable in that it is inconsistent with clearly defined community goals or long term plans, or;

3. The improvement that would otherwise resolve the deficiency is not desirable in that it clearly represents an economically inefficient measure that will address a public facility deficiency only on a temporary, limited basis.

In the Leon County Concurrency Management System (CMS), the following segments are identified as Capacity Constrained Segments and eligible for the commensurate mitigation strategy:

Leon County CMS Capacity Constrained Roadway Segments Table 1

Roadway Name	Segment	Constraint Characteristic
Meridian Road	Timberlane to Maclay	# 1 - Environmental
North Monroe	Sessions to Fred George	#2 - Community Goals
Old Bainbridge	Fred George to Capital Circle	# 1 - Environmental

Present Conditions

On the basis of the roadway and traffic criteria described above, and in accordance with the above-referenced standards for level of service (as of January 20, 2011), 184 segments had an adopted LOS C, 243 had an adopted LOS D, and 7 segments had an adopted LOS E. Of the 462 segments monitored in the CMS, twenty (20) are operating at or below the adopted LOS in either the peak or non-peak direction. Twelve (12) of the twenty (20) segments are operating below the adopted LOS or overcapacity based on existing traffic flow, i.e., as determined by actual traffic counts. The remaining eight (8) segments are operating at or below the adopted LOS due to the reservation of capacity associated with new projects or projects that are vested/exempted from the Comprehensive Plan. Available capacity is defined as the capacity of a road segment taking into consideration the existing traffic counts, the vested trips assigned to the segment, and the approved projects that would be using the segment. Attachment #2 identifies the current condition of every road monitored in the CMS.

SOLID WASTE

The CMS requires Solid Waste monitoring pursuant to Policy 1.4.2 of the Solid Waste Sub-Element of the Utilities Element of the Tallahassee - Leon County Comprehensive Plan. The level of service for solid waste is measured in pounds per capita per day and increased annually at a rate of .10 pounds per capita per day every year until 1997. In 1997, the annual rate decreased to .05 pounds per capita per day. For the year 2010, the solid waste LOS measure was 7.15 pounds per capita per day.

With the development of the Gum Road Transfer Station, the Leon County CMS no longer analyzes the remaining capacity in the Leon County Landfill for new developments approved in the County. Instead, the focus is on how much solid waste is expected to be produced for each new development and how much capacity remains at the facilities outside of the County's jurisdiction that are used for its solid waste. As of January 2011, the amount of solid waste generation demand for the most recent 12-month period was estimated to be 959,107,919 lbs., based upon the existing population of Tallahassee and Leon County, projects that have reserved solid waste in the City and County, and the residential developments approved by both jurisdictions (see Attachment #3).

PARKS AND RECREATION

BOAT RAMPS

Boat ramps are no longer a concurrency facility. The BCC adopted a new policy in the Comprehensive Plan stating the following: Policy 1.2.3: [R] the County shall provide public boat ramps at public water bodies. Staff recommends that the Leon County Concurrency Management Policies and Procedures Manual be updated to strike out any reference to boat ramps.

RESOURCE MANAGEMENT AREAS, REGIONAL AREAS, AND AREA PARKS

The Tallahassee-Leon County Planning Department initiated new Level of Service Standards for Regional Management Areas, Regional Area Parks, Area Parks, and Neighborhood Parks. These new LOS Standards are in response to comments from the Florida Department of Community Affairs (FDCA) to the Evaluation and Appraisal Report (EAR). Resource Management Area and Neighborhood Parks are not part of the CMS.

"Resource Management Area" is a new park category that was created to address the very large acreage of land in the Apalachicola National Forest, Lake Talquin State Forest, and Edwards Wildlife Area. These areas are a great resource to the citizens of Leon County. However, their function is primarily focused on resource management and the recreational opportunities are narrower. Counting these large land holdings as part of the Tallahassee-Leon County Regional Park system would dramatically increase the acres of land per population but would not be an accurate reflection of a broad range of recreational opportunities.

A Level of Service standard of 16 acres per 1,000 population was selected for Regional Parks based on increasing the standard from the existing level of 5 acres. The Florida Statewide Comprehensive Outdoor Recreation Plan recommends 5 acres per 1,000 population for parks designed to serve the recreation needs of an entire city or county. The attached inventory only includes regional parks within unincorporated Leon County. The LOS service based on 16 acres within the counties' jurisdiction shows a deficiency because it does not take into account the regional parks within the jurisdiction of the City of Tallahassee. The LOS is met when the calculation is based on a more holistic figure.

The Area Park and Neighborhood Park Levels of Service both remain at 2 acres per 1,000 population. Leon County Concurrency Management will monitor new residential development to ensure the LOS for Regional and Area Parks are maintained. The LOS for Neighborhood Parks is applicable only inside the City of Tallahassee. Sufficient capacity exists to meet the demands of the population for the next five years and beyond. A list of recreational facilities maintained by the Leon County Division of Parks and Recreation Department is provided in Attachment #4.

STORMWATER

The County has adopted a performance-based level of service for stormwater, which is identified in Policy 1.5.2 of the Stormwater Management Sub-Element of the Utilities Element of the Tallahassee-Leon County Comprehensive Plan. In order for new development to comply with the adopted minimum stormwater LOS, it must comply with the Environmental Management Act standards for water quality and rate control.

POTABLE WATER

In general, on-site wells furnish County residents outside the Urban Services Area with potable water. Pursuant to the City/County Water and Sewer Agreement, certain County residents located within the Urban Service Area (USA) and within a County-approved franchise area may, however, may be required to connect to the City of Tallahassee or Talquin Electric Cooperative central potable water system.

Policy 1.2.2 of the Potable Water Sub-Element of the Utilities Element of the Tallahassee-Leon County Comprehensive Plan states that the LOS Standard inside the USA is 160 gallons per capita per day. Policy 1.2.3 of the Potable Water Sub-Element of the Utilities Element of the Tallahassee-Leon County Comprehensive Plan states that the LOS Standard outside the USA is 100 gallons per capita per day.

According to City of Tallahassee (COT) Utilities estimates, sufficient potable water exists for development for the foreseeable future. Currently, the COT Utilities Department serves approximately 76,100 customers with potable water service in the City and County.

Talquin Electric Cooperative has indicated that capacity for new development is contingent upon the proximity of the development to existing water service. If it is deemed that capacity does not exist, Talquin will work with the developer to ensure the availability of water service. The Tallahassee-Leon County Planning Department estimated that 9,150 parcels are served by Talquin Electric for water service.

SANITARY SEWER

The majority of the population residing within unincorporated Leon County use on-site systems, i.e., septic tanks, and in a few minor exceptions, package treatment plants, as their method of sewage treatment in the unincorporated area outside the Urban Services Area. Septic tanks are permitted by the Leon County Public Health Unit of the Florida Department of Health pursuant to the Florida Administrative Code. On-site systems must also comply with the provisions of the Comprehensive Plan. The Florida Department of Environmental Protection permits package treatment plants. Pursuant to the Water and Sewer Agreement, County residents located within certain portions of the USA may be required to use sanitary sewer, provided that service is available and adequate capacity available. Both the City of Tallahassee and Talquin Electric Cooperative provide sanitary sewer service to certain areas of the County established through County approval of franchise agreements.

According to COT Utilities estimates, sufficient sewer service exists for development for the foreseeable future. Currently, the COT Utilities Department serves over 64,000 customers with sewer service in the City and County.

Talquin Electric Cooperative states that although some of the existing wastewater treatment facilities are reaching their design capacity, the current five (5) year improvement plan for these facilities will provide the necessary additional capacity to service existing and future development within its sewer franchise areas. The Tallahassee-Leon County Planning Department estimated that over 4,400 parcels are served by Talquin Electric for sewer service.

The most recent estimate of the number septic tanks in Leon County is 38,000 (Source: Florida Department of Health). The State recently passed a new law requiring mandatory inspection of septic tanks. The date the new law becomes effective has been delayed until June 2011. Additionally, there is speculation that the new law will be repealed, but representatives of the Florida Department of Health have stated that a law repealing the inspection program has not been introduced in the legislature as of the writing of this report.

MASS TRANSIT

Star Metro has historically only served small portions of unincorporated Leon County on certain roads at the edge of the transit service area. In March 2008, Star Metro introduced a more deliberate service area to Leon County with the launch of the northern portion of the 80x express route, 2.1 miles of round-trip service from Millstone Plantation to Bradfordville Road along Thomasville Road.

In August 2009, Star Metro added more Leon County service by extending Route 12 one-half mile into eastern Leon County to serve the Fallschase development with a $40,000 contribution from Leon County to cover the service extension. This marked the first formal cooperation between Leon County and the City of Tallahassee related to mass transit. With the implementation of Nova2010 the County-funded portion of Mahan and Fallschase now covered by Route 12 will be part of the Azalea route, which has direct service along Mahan Drive/Tennessee Street to Capital Circle NW and the Commonwealth area. The Nova route decentralization will further extend service in July 2011 to another part of Leon County that is currently not served: North Monroe Street from Calloway to Fred George Road (this includes the new Wal-Mart north of the interstate).

Two recent transportation plans include additional service recommendations for unincorporated Leon County. The Capital Region Planning Transportation Planning Agency (CRPTA) and Star Metro collaborated to produce the Regional Mobility Plan (RMP) and Regional Transit Study (RTS). Both the RMP and RTS recommend similar route alignments for local bus service on Tram Road and express routes to surrounding counties with stops in Leon County including the following: Gadsden County (Havana) on U.S. 27 through northwestern Leon County; Crawfordville Road to Wakulla County through southern parts of Leon; and U.S. 90 to Jefferson County (Monticello) and eastern portions of Leon County. Additionally, the RTS recommends service to western Leon County and Gadsden via U.S. 90.

BICYCLE AND PEDESTRIAN FACILITIES

In August 2004, the Tallahassee-Leon County Metropolitan Planning Organization (now known as the Capital Region Transportation Planning Agency or CRTPA) released its 2005-2025 Bicycle and Pedestrian Master Plan for Leon County, detailing the current conditions of Leon County's bicycle and pedestrian facilities. This document assesses the current conditions of Leon County's sidewalk and bicycle path network, as well as setting a plan for implementation of future pedestrian and bicycle projects. The Bicycle and Pedestrian Master Plan uses corridor definitions to ascertain the needed degree of treatment desired for specific roadway design characteristics.

The plan describes a range of corridor treatments for bicycle, pedestrian, and automobile movements. These movements are based on whether the needs are urban, suburban, or rural. A list of road segments has been identified by the public for each corridor type from the Needs Plan of the Long Range Transportation Plan (LRTP), which is then used to develop a Cost Feasible Plan. The Cost Feasible Plan translates the corridor treatments into specific projects based on existing facilities, right-of-way constraints, and public input. Facilities considered include bicycle lanes, sidewalks, paved shoulders, medians, and off-road shared paths.

The main component of the adequacy of bicycle / pedestrian facilities is user perception of adequacy and safety. Bicycle and pedestrian level of service (LOS) is based on the following variables: Average effective width of the

outside through lane, motorized vehicle volumes, motorized vehicle speeds, heavy vehicle (truck) volumes, and pavement condition. The scores in Table 2-1 use the aforementioned variables to quantify a LOS. According to the FDOT Quality/Level of Service Handbook (Rev. 2009), the range for LOS categories (scores) for Bicycle and Pedestrian uses are as follows:

BICYCLE AND PEDESTRIAN LEVEL OF SERVICE SCORES
Table 2 – 1

Level of Service Score
A < 1.5
B > 1.5 and < 2.5
C > 2.5 and < 3.5
D > 3.5 and < 4.5
E > 4.5 and < 5.5
F > 5.5

Leon County has not adopted a LOS standard for bicycle and pedestrian facilities. The aforementioned LOS standard from the LOS Handbook provides a general guide to score bicycle and pedestrian mobility. The Tallahassee-Leon County Comprehensive Plan contains a LOS standard for bicycle and pedestrian facilities within the Multi-Modal Transportation District (MMTD), which is entirely inside the jurisdiction of the City of Tallahassee.

Presently, all projects reviewed for concurrency are required to consider implementing the recommendations in the bicycle/pedestrian plan on a volunteer basis. Currently, the Land Development Code requires sidewalks to be installed in conjunction with new development, expansion and redevelopment inside the Urban Service Area. Additionally, staff provides recommendations and comments on individual site plans that further the goals of the bicycle and pedestrian master plan.

As part of the CRTPA's Regional Mobility Plan (RMP), a Trails and Greenways Master Plan is being developed to delineate a regional network of trails and greenways that provides an alternative method of transportation, as well as recreational opportunities. This plan is focused on improvements needed to provide a comprehensive, connected and accessible trails and greenways system. After completion of public hearings, the Capital Region Transportation Planning Agency (CRTPA) will finalize a network for approval, upon which the CRTPA Board will vote.

SCHOOL CONCURRENCY

School concurrency became effective in Leon County on June 6, 2008, consistent with state law. The Leon County School Board (LCSB) reviews all residential projects for impacts to the school system. The Leon County Department of Growth and Environmental Management forwards a copy of all development applications to the LCSB. The LCSB reviews the applications, including school impact analysis forms, to determine whether mitigation is necessary. Applicants for projects requiring mitigation must enter into an agreement with the LCSB to provide the necessary facilities to meet school concurrency. Leon County will not approve a project if school concurrency has not been met.

As of January 2011, the LCSB has reviewed twenty-three (23) school impact analysis forms for residential development within Leon County. One (1) residential development has been determined to require mitigation for school concurrency.

SUMMARY

Currently, the CMS classifies twenty (20) road segments as operating at an overcapacity status due the existing traffic counts or the sum of the existing counts and committed demand exceeding the adopted capacity. These roadway segments handle the majority of the traffic in the region and are located in many of the areas exhibiting the strongest demand for development.

Leon County is meeting the objectives of the Comprehensive Plan in regards to capacity for parks and recreational facilities. The provision of boat ramps as a concurrency facility has been taken out of the Comprehensive Plan. The parks and recreation needs of Leon County should be met for the future based on the LOS.

According to officials from the Springhill Landfill in Jackson County, there is sufficient capacity in the landfill to service Leon County for forty-four (44) years. Local utility providers have also stated their ability to service the residents of Leon County for the foreseeable future.

Leon County, Star Metro, and the City of Tallahassee entered into a transit agreement to provide service to the Fallschase development. Nova 2010 will provide a de-centralized route structure that should increase ridership. Furthermore, as demand increases, it is anticipated that Star Metro will increase routes into the unincorporated county based on need.