Joint City-County Public Hearing on the Transmittal of Proposed Cycle 2004-2 Amendments
To The 2010 Tallahassee-Leon County Comprehensive Plan

June 29, 2004

Draft

The City Commission met in special joint session with the Leon County Board of County Commissioners (County Commission) and took the following action described below. County Commissioners present were Chairman Sauls, Commissioners Rackleff, Winchester, Maloy, Grippa, and Proctor (Commissioner Thaell was not present). City Commissioners present were Mayor Marks, Commissioners Katz, Lightsey, Mustian, and Gillum. Also present were County Attorney Thiele, Assistant City Attorney Linda Hurst, and Assistant County Administrator Vince Long.

Pursuant to legal advertisement, the City and County Commissions conducted a joint public hearing on Proposed Cycle 2004-2 Amendments to the 2010 Tallahassee-Leon County Comprehensive Plan prior to the transmittal of the approved amendments to the Florida Department of Community Affairs (FDCA) for review as to consistency with the State Comprehensive Plan regulations.

Ms. Jean Gregory, Land Use Planning, explained that staff is requesting action by the Commissioners on the Consent Agenda which includes all the amendments that the Commissioners have formed their positions on in this cycle which includes all the amendments. She referred to the supplemental package material and the backup material in the notebooks. Ms. Gregory requested that the public fill out speaker slips and submit to staff.

The following citizens appeared before the Joint Commission:

Mr. Warren Merrell, 124 Willaura Circle (opponent of Amendment 2004-2-M-002 Park Avenue Area) appeared and stated that he and some 300 other residents in the subject area do not feel that additional office space is needed since there is vacant office space down the street from the subject area. Mr. Merrell remarked that additional office buildings, parking and pavement for the offices plus variances would increase traffic and add to the flooding problems. He stated that this is the entrance to his neighborhood and he wanted to ensure that grass/green space remains and encouraged the Board to deny the amendment.

Mr. Bob Hightower, 2659 Yasmouth Lane (proponent of 2004-2-M-004) explained that this amendment involves Residential Preservation, 9.2 acres off Portland Avenue/Old Bainbridge Road. He stated that this is the right method to proceed with infill and urged the Board to approve the amendment.

Dr. Erwin D. Jackson, P. O. Box 4008 (proponent of Amendment 2004-2-T-011), stated that he was pleased about this amendment and felt that something special could be done with the resources available with TCC, FAMU, and FSU could be tied together and build infrastructure that include bike paths and the bus system.

County Commissioner Rackleff moved, duly seconded by City Commissioner Mustian and carried unanimously, 11/0 to approve the Consent Agenda (amendments on which the City and County Commissions were in agreement), summarized as follows.

Chairman Sauls advised that the two Commissions should take actions separately.

Commissioner Grippa moved, duly seconded by Commissioner Rackleff and carried unanimously, 6/0 (Commissioner Thaell was not present), to approve the Consent Agenda to transmit all of the amendments that were tentatively approved by the County Commission to the Florida Department of Community Affairs (FDCA) for review.

City Chairman Marks announced that the City Commission voted in the affirmative, 5/0, on the Consent (amendments on which the City and County Commissions were in agreement) to transmit to the Florida Department of Community Affairs, summarized as follows:

PROPOSED CYCLE 2004-2 COMPREHENSIVE PLAN AMENDMENTS			
Item #	*Amendment To:*	*Nature of Proposed Amendment*	*City/County Position*
2004-2-M-001	*Amendment Withdrawn prior to Staff Review*		
2004-2-M-002	FUTURE LAND USE MAP (Fronting on the north side of East Park Avenue between Belmont Road and Ferndale Drive)	From: Residential Preservation To: Neighborhood Boundary 9.32 Ac.	**DENY**
2004-2-M-003	FUTURE LAND USE MAP (fronting on the south side of Old St. Augustine Road, east and south of Calle de Santos Road, near W. W. Kelley Road)	From: Urban Fringe To: Mixed Use A 97.0 Ac. Also, includes entire property within the Urban Service Area (USA) by extending the USA boundary line	**DENY** ***WITHDRAWN BY APPLICANT***
2004-2-M-004	FUTURE LAND USE MAP (fronting on the south side of Interstate 10, west of Old Bainbridge Road and north of Portland Avenue)	From: Residential Preservation To: Mixed Use A 9.72 Ac.	**APPROVE**
2004-2-M-005	FUTURE LAND USE MAP (along the Wakulla County line, south of Natural Bridge Road and southeast of Gerrell Road, and southwest of the intersection of Old Plank Road and Natural Bridge Road)	From: Rural To: Urban Fringe 1,622.00 Ac.	**DENY** ***WITHDRAWN BY APPLICANT***
2004-2-M-006	FUTURE LAND USE MAP (49 parcels fronting on both sides of West Call Street, on the north side of the bike trail, south of West Tennessee Street and west of Stadium Drive/Murphree Street)	From: Mixed Use C To: University Transition 54.75 Ac.	**APPROVE**

PROPOSED CYCLE 2004-2 COMPREHENSIVE PLAN AMENDMENTS			
Item #	***Amendment To:***	***Nature of Proposed Amendment***	***City/County Position***
2004-2-M-007	FUTURE LAND USE MAP (Two parcels located at 825 and 835 West Tharpe Street, on the south side of West Tharpe Street, east of Old Bainbridge Road)	From: Residential Preservation To: Mixed Use A 2.11 Ac.	**APPROVE**
2004-2-M-008	FUTURE LAND USE MAP (south side of Tower Road, west of Cypress Circle)	From: Rural To: Mixed Use A 79.15 Ac. Also, includes property in the USA by extending the USA boundary line	**APPROVE**
2004-2-T-009	CONSERVATION ELEMENT (City only) Policy 2.1.7	Changes the deadline date from 2004 to 2005, extending the deadline for adoption of policies reflecting specific stormwater retrofit objectives including consideration of costs, methodology and the community's willingness to financially support implementation of stormwater retrofit programs	**APPROVE** **(City Commission only)**
2004-2-T-010	UTILITIES ELEMENT STORMWATER MANAGEMENT SUB-ELEMENT (City only) Policy 1.4.2	Changes date from 2005 to 2006, extending the deadline for adoption of policies requiring existing developed sites that do not achieve the level of stormwater treatment required by the Comprehensive Plan to have a retrofit plan in accordance with the adopted retrofit portion of the stormwater management plan.	**APPROVE** **(City Commission only)**
2004-2-T-011	LAND USE ELEMENT Narrative of University Transition	Amends the text description of the University Transition land use category to include an expanded area of applicability to a rectangle of land with the Florida State University main campus, Florida A & M University, Tallahassee Community College (TCC)/Lively Technical Institute campuses, and Innovation Park, specifically, lands lying west of South Adams Street, south of west Tennessee Street, north of Orange Avenue and adjoining Innovation Park and TCC to the east, excluding the Gaines Street Revitalization Plan study area	**APPROVE** **with modification**
2004-2-T-012	TRANSPORTATION ELEMENT Functional Classification Maps	Updates functional classifications of portions of Blair Stone and Bradfordville Roads, recognizing the existence of recently constructed roadways	**APPROVE**

PROPOSED CYCLE 2004-2 COMPREHENSIVE PLAN AMENDMENTS			
Item #	***Amendment To:***	***Nature of Proposed Amendment***	***City/County Position***
2004-2-T-013	INTERGOVERNMENTAL COORDINATION ELEMENT Policies 2.1.3 & 2.1.4	Strengthens the requirements for the annexation process, ensuring stricter compliance with Chapter 171 Florida Statutes for all future annexations by providing the County Commission with additional information to consider prior to review of future annexation requests, and specifically requiring that comments from the County would be received by the City Manager prior to the public hearing on the annexation ordinance.	**APPROVE**

Additionally, the Joint Commissions received a presentation on the report of the Residential Land Availability and Affordability Committee. This is a citizens committee representing business, real estate and environmental interests, appointed by the Chamber of Commerce in December 2003 to study the lack of vacant, available residential land in Leon County which contributes to rapidly escalating home prices and forces homebuyers to seek housing in neighboring counties.

The Commissions indicated that workshops would be scheduled and a process initiated for consideration of the Committee's report and recommendations.

The following members of this Committee appeared before the Joint Commission in this regard, and referenced the attached Residential Land Availability and Affordability Committee Report, Executive Summary (www.tbrnet.org/PDFs/Report_Version_7_July-9-2004.pdf).

Ms. Henree Martin, Developer (Committee facilitator), 5027 Centennial Oak Circle, explained the background and creation of the Residential Land Availability and Affordability Committee, and pointed out that the committee has been working on the problem of affordable housing for the past six months.

Mr. Neil Fleckenstein, representing Tall Timbers Research Station and Red Hills Conservation Program, explained that the data analysis of the report was completed by Dr. Pam Hall which includes extensive data analysis (shown in the overhead screen and included in the attached report). One of the results showed the number of dwelling units constructed in Leon County over the last three decades; the approximate average of 2,800 dwelling units per year of which 43% single family homes, 40% multi-family homes, 17% manufactured homes. Some of the analysis focused on density inside the Urban Service Area (USA) and outside the USA. The Countywide average density was 1.18 units dwelling units per acre; inside the USA there was a density of 1.83 dwelling units per acre and outside the USA were .38 dwelling units per acre. Mr. Fleckenstein explained

that the Committee also looked at how the density of residential development had changed since the adoption of the Comprehensive Plan in 1992. In 1992 inside the USA, the average density was 1.6 dwelling units per acre and in 2002 it increased to 2.5 dwelling units per acre. Outside the USA, there was not much change with .38 dwelling units per acre. Some increased density inside the USA boundary was a result of the Comp Plan Policy that was enacted. Mr. Fleckenstein pointed out that there was a substantial gap between the allowed density (3.63 units per acre) and actual densities (.69 units per acre) and explained some of the impediments to developing, one of which was minimum lot sizes. It was noted that the Report provides recommendations.

City Commissioner Lightsey briefly discussed the density regarding newer development versus older development.

Ms. Penny Herman, Realtor, 1596 Marion Avenue, member of the Committee, explained the dilemmas: what is actually available and for sail and can it be built on. She provided statistics from the MLS data as listed in the report and noted that in 1996 the average cost of a parcel of land smaller than one acre was $30,801 and the average selling price of a home built on such a lot was $147,453 - the land cost was approximately 20% of the overall cost of the house. In 2003 the average cost of parcel of land smaller than one acre was $64,948 and the average selling price of a home built on such a lot was $194,000. Ms. Herman reported that the land cost has jumped from 20% for overall cost to 33% and pointed out that there was definitely a need for town homes and other dense developments.

Mr. Kevin McGorty, representing Tall Timbers, member of the Committee, explained some of his apprehensions. He pointed out that Tall Timbers recognizes the need to participate because the natural resources are assets that distinguish this community and provide clean air, abundant fresh water and open space for public recreation and wild life conservation. He explained that Tall Timbers also recognizes the need for high quality affordable human environment where people can work and prosper in a healthy local economy. Tall Timbers is interested in problem-solving that enables planning for development and economic growth in such a way that does not endanger the natural environment. Mr. McGorty stated that he supports the Planning principles enumerated in the Tallahassee-Leon County Comprehensive Plan and Urban Service Area growth boundary and that after six months, the Committee reached a consensus which reflects compatible development incentives which are enumerated in Blueprint 2000 and Public Policy of the Southern Strategy Area. One of the Committee's objectives was to increase opportunities for infill development and amend the USA boundary slightly to enhance development residential opportunities. The recommendations were organized in four categories: regulatory reform, land use changes. Blueprint 2000 and private sector recommendations.

Ms. Wendy Grey, Land Use Planner, talked about some of the regulations of the regulatory reform committee, and also about some of the data analysis that was

presented from a planning prospective. She pointed out that there has been approximately 50 percent increase in density inside the USA since the Comp Plan adoption and basically no net increase in density outside the USA. She stated that the Committee believes that the policy of directing growth within the USA is working and they strongly support the continuation of the policy, although there is a significant disparity of density on the ground and what is allowed under the code. It was the committee's conclusion that the reason for the disparity, in many cases, was based on regulations that were not enabling developers to fully maximize the use of their property. Ms. Grey noted that as they move towards higher densities inside the urban services area, it was the consensus of the Committee that they needed to look at implementing design standards and that the increased density would not only allow for maximization of property and hopefully a decrease in housing prices, but also create more "walkable" communities and ones that support transit.

Ms. Grey also talked briefly about regulatory reform recommendations, noting that a detailed report would be forthcoming from the regulatory reform committee. One recommendation was to look at exempting residential and infill development from traffic concurrency and no other form of concurrency. The Committee felt that a big impediment to residential moving forward was traffic concurrency; while eliminating traffic concurrency may result in more congestion in the community, the Committee believes that if it is done in conjunction with other tools of increasing density and making the community more transit-friendly and more "walkable", in the long run there would be better public policy. Another recommendation was to reduce or eliminate minimum lot sizes in certain residential zoning districts to allow more flexibility. Ms. Grey explained that many times, the minimum lot size precludes developers from being able to creatively design their lots once they have to take out the land they need for right of way, roadways, and utilities. Another recommendation is the creation of a new residential future land use category that would enable more residential projects to come on line using the small scale and shorter map amendment process. It is also recommended to closely look at adding to the number of districts that actually require minimum densities; increase in densities would go hand-in-hand with better design standards. Ms. Grey indicated the need to revise Public Works standards and possibly reduce the amount of land being used for roadways which might be overbuilt as it relates to scale and size, and thereby allowing higher density.

Mr. Gary Yordon, former County Commissioner, 1306 Toochee Nene, member of the Committee, explained that the Committee recommended land use changes which he feels meets the spirit of the Comp Plan and Blueprint 2000 and creates opportunity for single family development. He listed possible land use changes as described:

- Woodville Rural Community Center – County could apply with the City to have sewer to Woodville and increase the minimum density from 4 to 6 units per acre in the rural Woodville community
- Expansion of USA – there are 4,500 currently zoned rural under St. Joe Development Company; the Committee recommended that this amendment be part of the next amendment cycle
- There is growth and employment opportunities in Midway, to the west part of community; there are 750 acres under multiple ownership which could allow for single family homes and traffic patterns since people living in the area would want to live close to the area
- Examine all future land use corridors along all different growth corridors, i.e., Jefferson County, Grady County and Thomasville Georgia; significant people live in those areas and work in Leon County and this would provide a link
- Capital Circle SE and Woodville; if sewer is going to be brought there, it would involve a critical study area; St. Marks Trail is to the west, on the east side are interesting development and recreational opportunities next to a corridor and a corridor study is needed
- Develop a public information campaign
- Silver Lake Road – a recommendation to change from Rural to Urban Fringe for approximately 500 acres on Silver Lake Road

Ms. Nicole Everett, 1333 Lola Drive, representing the Tallahassee Lenders Consortium, explained that the rise in housing costs locally and nationwide has had an effect on buyers and on low income, elderly, and disabled, and affordable housing is needed for those groups. The cost of land has been an important factor since the average lot price is $75,000. Ms. Everett advised that the Committee has not addressed this issue over the 6 months but they will provide a supplemental report on affordability before the next Comp Plan.

Ms. Henry Martin explained that the Committee took what could have been a divisive issue in the committee, and came up with a set of recommendations that they believe will encourage greater density in the infill areas. She stated that to have a wholesale move of the USA line would have been counterproductive, but there was a need to focus on exactly what the community said they wanted which is greater density in the infill areas. To that end, Ms. Martin requested that the regulatory changes be put into this Comp Plan Cycle. She remarked about how the Committee was shocked how unaffordable Leon County had become. She noted that there were some barriers with the national forest, plantation lands, headwaters of the St. Marks River, and Gadsden County to the west, and suggested that they should maximize the infill standards with design standards so they can go add density to those areas in a correct manner. Ms. Martin requested that the Board direct staff to look at placing these things into this Comp Plan Cycle.

Mayor Marks reminded the Commissions of time constraints this evening since there is another meeting to be conducted after this one.

Ms. Martin suggested that the document presented by the Committee be reviewed thoroughly and that a joint City/County workshop be conducted. City Commissioner Gillum inquired about the time frame for the affordable aspect. Mr. Martin responded that the affordability issue was large and the Committee would be looking at new innovative ways to address it within the next six months and plan to place it in the next Comp Plan cycle. City Mayor Marks indicated the need to schedule subsequent workshops on various parts of the document.

Ms. Martin explained that there was one text amendment that they would like staff to work on so it could be dealt with in this Com Plan Cycle and suggested that the broader issues be discussed further.

Commissioner Winchester asked if it were possible to proceed with initiating some of these zoning code changes in advance of the Comp Plan amendments if they are not inconsistent with the future land use map as it relates to minimum lot size requirements. He felt that it would be appropriate to do some zoning changes in some cases rather then going through six months of Comp Plan process. Ms. Wendy Grey responded that she has met with City and County development review staff about the recommendations and some cases are underway; if the Board authorizes them to continue working with staff, she felt that they could move on many of the recommendations in conjunction with the workshops.

County Commissioner Rackleff asked if the additions to the USA are going to be a part of the EAR Report. Ms. Martin explained that they were not, that the Committee is requesting that they be done in this Comp Plan amendment cycle in July.

City Commissioner Lightsey stated that she would be more comfortable if a workshop were conducted before staff moves forward with a Comp Plan amendment. Ms. Martin stated that she hoped that this would not have to wait for another six months. County Commission Grippa advised that he would be offering an amendment at the County Commission so it would go through the process, noting that it involves a six-month process so there should be ample time.

City Mayor Marks advised that he before this document goes forward with the recommendations, he would like to review it further and go through a deliberate process.

The City and County Commission commended the individuals involved in the endeavor.

There being no further business to come before the Joint Commissions, the meeting was adjourned at 6:30 p.m.

APPROVED:_____

Jane Sauls, Chairman

ATTEST:

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Bob Inzer, Clerk of the Circuit Court