

4.0 Plan Recommendations

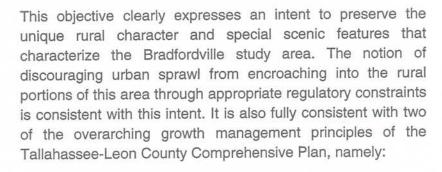
4.1 Rural Area

4.1.1 Policy Refinement and Interpretation

The following Comprehensive Plan goals, objectives and policies indicate the intent and broad land use planning parameters that should guide the future development of the rural portion of the Bradfordville Study Area. Interpretation and, in some cases, refinement of these plan policies are provided to clarify the manner in which the Sector Plan demonstrates compliance with the Comprehensive Plan.

Objective LU 8.4

The County will use the following policies with implementing LDRs to discourage urban sprawl, preserve the rural character, and provide an adequate supply of facilities and services for the Bradfordville area.



- Urban Sprawl: Because sprawl tends to encourage the degradation of natural resources, increase the cost of services, and foster strip commercial development, "overall... it is the intent of the Comprehensive Plan to concentrate development in the Tallahassee Urban Area..." while providing for "...a minimum number of areas designated for urban development".
- Location of Development: A "conscious redirection of quality land development... [resulting in] decreased



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development pressure in the north and east... through considered land development decisions and policies."

Because the policies associated with Objective LU 8.4 –which address only the location, timing, and adequacy of provision of commercial and public services in the Bradfordville area— are not likely, by themselves, to effectively preserve the remaining rural land uses and character of Bradfordville, strengthening those policies to support the Comprehensive Plan's Urban Services Area (USA) strategy, including techniques to maintain the integrity of the USA boundary, will be critical in "holding the line" on sprawl and promoting more compact infill development patterns and redirecting investment into the urban core.



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Objective LU 8.5

Preserve the rural character and historic legacy of the Bradfordville study area through the proper location of land uses, as well as the adoption of design standards for development review.

Policy LU 8.5.1

The County will adopt additional LDRs, if needed, to minimize potential land use incompatibilities and provide design standards to provide an aesthetically pleasing environment that respects the character of the community.

This objective and policy derive from the Comprehensive Plan's broad directive to protect the character of established communities "through wise land use and development decisions". In the case of the Bradfordville area, however, it is important to distinguish between the true rural uses and character that prevail in the northeast half of the study area – outside of the USA boundary— and the rapidly developing southwest section which is characterized by a more suburban land use pattern. Clearly, Objective LU 8.5 cannot be applied in the same manner to these two distinct areas, since one cannot protect that which no longer exists. The suburban pattern of land use is already well established and will approach buildout within the planning horizon. Therefore, the real opportunity to preserve rural character and use lies in the

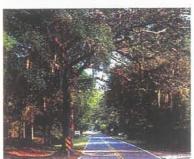
area outside of the USA boundary. Further, within areas which will accommodate substantial residential growth, it is still possible to retain a rural "character" through design and development standards.

Finally, since the natural environment is a key component of the rural character of the Bradfordville area, Objective LU 8.5 is deemed to be supplemented by the intent of Objective LU 8.3 to have the County "adopt policies... to protect environmentally sensitive areas from incompatible development."

Policy LU 8.7.1

Transportation plans and improvements will be consistent with the rural character of Bradfordville.





Community input gathered throughout the planning process has suggested that the widening of Thomasville Road by FDOT is considered inconsistent with the rural character of the Bradfordville area. Further, residents fear this will increase the area's susceptibility to further development pressures in the future. It was also noted that the Comprehensive Plan provides for future widening of Bannerman and Bradfordville Roads, as well as other improvements to various "rural" roads throughout the area. Concern was expressed that such improvements be planned and carried out in a manner that is consistent with the intent to preserve the rural character of Bradfordville, including its existing scenic byways. However, because scenic corridor provisions are limited and no rural road standards or other protections are in place, the formulation of such standards is necessary to ensure compliance with this policy. Such rural road standards, however, should be applied in all rural areas at the County level.

4.1.2 Future Development Concept and Regulatory Implementation

The guiding principle of the future development concept for the rural area of Bradfordville (defined as that area located outside of the USA boundary) is to protect and enhance rural character, as embodied in the following elements:

- A historic legacy of plantations, agricultural land and other rural uses, including farmhouses and other vernacular buildings.
- The area's significant open spaces and sensitive natural resources such as woodlands, stream corridors, lakes and wetlands.
- The rich visual experience defined by the area's scenic corridors and rural byways.

Based on the applicable objectives and policies of the Comprehensive Plan, as described in the previous section, the development concept is conceived as three interrelated strategies. This approach is intended to ensure compliance with the Comprehensive Plan, while resolving any inconsistencies between the objectives and policies and certain future land use designations, zoning, and land development regulations. The proposed strategies include:





Photo credit: Kevin McGorty

- Curtailing sprawl, by (a) strengthening the concept and function of the USA boundary; (b) modifying the provisions for the area designated as "Urban Fringe" to provide a permanent transition/buffer area between the rural and urbanized portions of Bradfordville; (c) encouraging infill in suburban/urban areas.
- Preserving rural uses, open space, natural resources and habitats through (a) adoption of appropriate policies and land development regulations; (b) expanded support of and coordination with the conservation easement initiative of the Tall Timbers/Red Hills Conservation Program; (c) expansion and implementation of the County's greenways program to encourage a "green network" of protected open space and wildlife corridors.
- Preserving rural roads, canopy corridors and significant viewsheds through modification of existing or adoption of additional standards and regulations. Such standards and regulations should be developed and applied in the context of a County-wide rural road system.

Land Use Patterns

The Future Land Use Plan contained in the Tallahassee-Leon County Comprehensive Plan (Figure 8) was used as the starting point for developing alternative concepts for the rural area of Bradfordville. While the Sector Plan's proposed future development concept generally maintains present rural land use patterns (as described in Sec. 2.3), specific policy and regulatory modifications are recommended to better provide for the preservation of rural land uses and character against the threat of encroachment by suburban development pressures.

Key Policy and Regulatory Modifications

To comply with Comprehensive Plan objectives and policies relevant to the future development of this area, the Sector Plan addresses the following inconsistencies (graphically summarized in *Figure 9*) between the aforementioned objectives and policies, and present land use and zoning designations pertaining to this area, as described in the Comprehensive Plan and Land Development Code:

- Rural: The stated policy intent of this designation is "to maintain and promote present and future agriculture land uses and prohibit residential sprawl into remote areas lacking urban infrastructure services". However, a prior statement that land designated Rural in the Future Land Use Plan is "intended not to be scheduled for urban activities during the scope of the plan due to lack of present and/or scheduled urban infrastructure services" suggests that the USA boundary may be "adjusted" in anticipation of staged urbanization of the rural area beyond the year 2020. While the threat of suburban development pressures does not appear imminent at this time, current transportation enhancements on Thomasville Road, and other roads will improve accessibility to and from the Bradfordville study area. This, in turn, may increase development pressures into the area.
- Urban Fringe: This transitional land use designation applies to land located on the perimeter, but outside, of the

USA, "presently characterized by low density residential and/or open space or agricultural activity". It is intended to "discourage sprawl and promote growth management by not allowing higher densities or intensities of land on the periphery of the USA" but, as stated earlier, only until urban services are extended into this area. provisional character of this designation is underscored by the fact that open spaces (compatible with the desired rural character of the area) and environmentally sensitive areas that would be preserved through an existing clustering provision "...may eventually be converted to a more suburban pattern and character if the USA expands outward during the latter stages of the 20-year planning period" -in essence undermining the possibility of providing a permanent buffer or transition between suburban and rural areas. The eventual disappearance of this buffer suggests the likelihood for incompatibility of adjacent land uses to occur within a timeframe as short as 15-20 years, as infrastructure is gradually provided to support the conversion of the Urban Fringe to "industrial, office, and more intensive commercial land uses" in addition to higher density residential.

Policy and regulatory actions recommended to resolve these inconsistencies are summarized below:

- Identify those areas of Bradfordville outside of the USA where rural character is still largely intact and designate as a "priority rural character area".
- Clarify the intent of the Rural Land Use district and corresponding zoning and development regulations to retain the "priority rural character area" as rural in perpetuity. Consider the need to provide disincentives for large-lot layouts and/or flexible zoning options such as conservation development to preserve quality open space, if and when development pressures increase.
- Evaluate and amend, as appropriate, the range of permitted uses in the "Rural" zoning district (particularly "non-rural" commercial uses) to ensure that future development is consistent with the intent and desired character of the rural area.

- Amend the provisions for the area designated as "Urban Fringe" to allow this area to become a permanent transition/buffer between the rural and suburban areas of Bradfordville. Provide stricter controls over the quality and intensity of development in this area and, as appropriate, others located along the periphery of the USA to maintain the rural character of this transition area.
- Consider, evaluate, and implement options to maintain the integrity of the Urban Services Area boundary and protect the outlying area from development pressures. These options may include strengthening the Tallahassee-Leon County urban containment strategy, essentially "holding the line" on outward expansion of the USA into the priority rural character area; providing additional incentives for infill and redevelopment on both developed and underutilized properties within the USA; and exploring mechanisms such as Purchase of Development Rights and/or Transfer of Development Rights. Although the rural area is outside of the City of Tallahassee's jurisdiction, coordination of efforts with the City will be necessary to implement some of these options.

Development Districts

As part of the Future Development Concept, the following modifications are proposed, as illustrated in *Figure 10*:

Bradfordville Rural District: This designation shall reflect
the intent to permanently maintain this area of
Bradfordville as rural in use and in character. Although the
current density provision of 1 du/10 acres appears
adequate in the absence of development pressures, the
emergence of such pressures may warrant reconsideration
of this density allowance and/or provision of incentives for
"conservation development" to preserve open space and
significant natural resources (see below).

In addition, it is recommended that the range of permitted non-residential uses in the Rural District be reviewed to determine the appropriateness of deleting or modifying some of these uses to further comply with the intent of this designation. Examples of land uses which may not be

consistent with, or could erode the rural character of this area, include those not needed to serve the convenience needs of the rural population or agricultural activities, and which may draw traffic from urban areas, such as auto and home supply stores, liquor stores, used merchandise stores, banks and savings institutions, construction and other equipment rental and leasing.

Rural Residential District (Urban Fringe): This district comprises the area to the north and east of Bradfordville Road outside of the USA boundary. In addition, it is proposed that this designation be expanded to other suitable areas based on parcelization patterns and location/access factors. In particular, this designation is applicable to the area located between the USA boundary and Bradfordville Road, as well as to smaller low-density residential concentrations located within the rural area, as shown on Figure 10.

Consistent with the intent to prevent incompatibility of adjacent future land uses and development patterns, and to protect the rural area from encroachment, this designation transforms the "urban fringe" into a permanent transition —rural in character but residential in use—between areas that are suburban in use and character and the outlying area which should remain both rural in use and in character.

While the Rural Residential District will retain a residential density provision of 1 du on 3 acres of land, it will also encourage the application of conservation development (clustering) principles, which will allow a reduction to lot sizes as small as one acre in order to preserve up to 75 percent of sites as permanently protected open space, while maintaining the overall permitted density. The permanent nature of this open space set-aside differs from the present clustering provision of the Urban Fringe District, where it is considered as a "land bank" for future development.

Conservation development sets higher standards than typical clustered development for the quantity, quality, and configuration of the open space which results from clustering the proposed development. In particular, the preserved land can be configured in such a manner as to be linked to greenways, habitat corridords, or other open space areas, contributing to the implementation of the proposed "green network" (see below), and providing a natural form of stormwater management and water quality protection.

To implement this component of the Future Development Concept, the County shall incorporate appropriate provisions for conservation development into the Land Development Code, including standards for the design, use, ownership, and maintenance of dedicated open space areas.



The Comprehensive Plan provides for the implementation of a countywide greenways network. Although the greenways program has, so far, achieved limited implementation in Bradfordville, the abundance of significant natural and scenic resources and the need to protect existing uses and character in the rural area makes this a logical choice for expansion of this program. Therefore, the future development concept proposes as one of its key components a network of interconnected open spaces and greenway corridors intended to preserve woodlands, wetlands, lakes, stream corridors, and scenic viewsheds. By retaining this network of open space, much of the rural character of the Bradfordville area will be preserved for future generations. Just as important, this open space can, if properly planned, become part of a County-wide "green network" of parks, greenways, and trails, providing recreational opportunities currently not available to residents and visitors of the Bradfordville area.

The overall form of the proposed open space network is shown on *Figure 10*. The locations shown are conceptual in nature and are subject to refinement through additional identification and evaluation of sensitive environmental



features. Land can be permanently secured through fee simple acquisition, acquisition of conservation easements, or through private development that maintains a portion of property in an undeveloped state in perpetuity. The County should explore the availability of grants for acquisition of open space and greenways through TEA-21; Florida Forever's Greenways & Trails Acquisition Program; the Florida Communities Trust; and other such programs to implement this component of the Sector Plan. The County shall also ensure the preservation of open space in residential development through the development review process by requiring, where practicable, site designs and configurations that will contribute to the interconnected network of open space as proposed.

In addition to the greenway network component, the proposed open space concept is supplemented by the efforts of the Red Hills Conservation Association, a coalition of landowners and national and local organizations, including the Tall Timbers Research Station, who is working towards preserving significant portions of the Red Hills plantation lands through an vigorous conservation easement program. The County should actively support this effort, and explore new public/private partnerships to encourage the preservation, enhancement, and restoration of natural resources and habitats that are part of the proposed open space/greenway network. Further, where the opportunity exists, the network should be linked to parks, lakes, and trails within established residential areas west and south of the USA boundary.





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Rural Road Preservation Guidelines

One of the most valued elements of Bradfordville's rural character are its scenic corridors and rural roads. These roads afford the first glimpse into the beauty and unique character of the Bradfordville area, and reflect its quality as the gateway from Tallahassee to the historic plantations of the Red Hills region. Yet the rural condition of many these roads is being eroded by the application of urban road standards which results in widened roads and shoulders that displace vegetation and tree canopies.

Although the Comprehensive Plan provides for the designation of certain County roads as "canopy roads" to ensure the preservation of canopy road trees, none of the designated roads are located within the Bradfordville area (Centerville Road, however, forms the eastern boundary of the area). The Canopy Road Overlay District establishes allowable land uses and standards for development within the overlay district, including setbacks and maximum clearing allowances.



The Future Development Concept contemplates a potential expansion of the Canopy Road designation or, as an alternative, separate standards, to provide adequate guidance for the design, protection, and enhancement of rural roads. The purpose of such standards is to retain and enhance the character of these roads, while visually reinforcing the transition in density and character of development between the urban and suburban areas and the rural character area of Bradfordville.



The Future Development Concept, as shown in *Figure 10*, has tentatively indicated certain roadways as suitable for the rural road designation. However, a more thorough study shall be conducted to identify and designate rural roads, based on relevant criteria. Further, because such roadway types exist in other rural areas of Leon County, it is envisioned that the recommended rural road standards be applied at the Countywide level, based on a similar process of identification and evaluation.

The rural road standards, whether as an expanded version of the Canopy Road Overlay District or as a separate set of standards, will consider following elements:

- Cross-section design, including narrower right-of-way and pavement width requirements.
- Appropriateness of underground utility requirements.
- Character, scale, and design of adjacent development.
- Larger setback requirements from centerline or right-ofway edge.
- Fence and hedge design requirements.

- Protection of corridor canopies, landscape, and existing viewsheds.
- Vegetation restoration requirements.



4.2 Bradfordville Commercial Center

4.2.1 Policy Refinement and Interpretation

The following Comprehensive Plan objectives and policies indicate the intent and broad land use and development parameters for the future development of a Bradfordville Commercial Center. Interpretations and, in some cases, refinements of plan policies are provided to clarify the manner in which the Sector Plan demonstrates compliance with the Comprehensive Plan.

Objective LU 8.4

The County will use the following policies with implementing LDRs to discourage urban sprawl, preserve the rural character, and provide an adequate supply of facilities and services for the Bradfordville area.

This broad statement clearly suggests the intent to focus regulatory attention on the type, extent and quality of development while at the same time indicating that facilities and services should remain sufficient to meet the needs of those living in the Bradfordville area.

Policy LU 8.4.1

The County shall maintain the availability of commercial services commensurate with population growth within the traffic analysis zones bordering Thomasville Road north of Interstate 10 (I-10).

Two factors in this policy warrant close examination; the intended meaning of "commensurate", and the reference to the traffic analysis zones bordering Thomasville Road north of I-10. "Commensurate" can be reasonably interpreted to mean "proportionate to", or "corresponding in size, amount, scale or length of time", according to Webster's definition. This would indicate that the amount of commercial services, and/or the rate of growth of commercial services, should remain

proportional to the population within the referenced area. It leaves open to interpretation whether the proportional balance between commercial growth and population growth must be maintained continuously, or at one or more particular points in time. It must also be noted that the referenced traffic analysis zones extend well beyond what is defined as Bradfordville, from I-10 to the Georgia border. However, there is nothing in this policy which should be interpreted to require that all commercial needs of this larger area be met within the Bradfordville Commercial Center.

Policy LU 8.4.2

Through specific requirements in the LDRs, the County will encourage the development of a single Bradfordville Center to meet the 2010 commercial and public service needs of the immediate Bradfordville area through the Year 2010.

This policy, in contrast to Policy LU 8.4.1, clearly suggests that the "Bradfordville Center" should be guided by LDRs to meet the commercial needs of the immediate Bradfordville Area, not the needs of the much larger population within the traffic analysis zones referenced in the previous policy. The policy leaves open to interpretation the question of what constitutes a "single Bradfordville center", and also what constitutes the range of "needs" to be met and what constitutes the "immediate Bradfordville area". It can be reasonably interpreted that "center" suggests a "hub of activity or influence" according to Webster's; that is, an area of contiguous commercial use. It should not be interpreted to mean a single shopping center. Likewise, taken in the context of the referenced intent to preserve rural character, the reference to meeting the "needs" can reasonably be interpreted to mean those goods and services normally provided within close proximity to residential areas. There are, however, several possible interpretations of what defines the "immediate Bradfordville area". The various possible interpretations of this area as the Bradfordville Study Area, or some larger "Bradfordville market area" will directly affect the size of the population to be served, and thus, the amount of commercial development which may be consider to be needed.

A reasonable question of interpretation is why the policy refers to meeting the commercial needs through the year 2010, rather than through the Comprehensive Plan horizon of 20 years. It is likely that this was simply an oversight. Since there is no basis to assume that after 2010 the intent is for commercial development to expand beyond what is needed by the immediate area, the creation of LDRs to scale commercial development so as to be proportionate to the area's 20-year needs is considered to be an interpretation which is consistent with the policy intent.

Policy LU 8.4.3

To serve additional local residential demands, enhance the livability of existing and future neighborhoods and prevent an undue burden on external infrastructure and major transportation connectors, new residential developments shall be encouraged to incorporate small commercial centers.

This policy can be interpreted to mean that future residential developments should be encouraged (not just permitted) to provide limited commercial development of the scale and type to reduce trips to the larger "single center" referenced above. Such small centers can be interpreted to be limited to convenience goods.

Objective LU 8.5

Preserve the rural character and historic legacy of the Bradfordville study area through the proper location of land uses, as well as the adoption of design standards for development review.

Policy LU 8.5.1

The County will adopt additional LDRs, if needed, to minimize potential land use incompatibilities and provide design standards to provide an aesthetically pleasing environment that respects the character of the community.

Although this objective and policy do not refer specifically to the Bradfordville Commercial Center, community input has suggested that what is "out of character" with the Bradfordville

community is the proliferation of suburban auto-oriented "strip" commercial development. Therefore, not only are standards for design and aesthetics called for, they should be tailored to complement the unique character and heritage of Bradfordville. The aesthetic intent is further clarified in the stated intent of the Mixed Use A future land use designation which calls for the development of a "village atmosphere".

In the Future Land Use Element of the Comprehensive Plan the bulk of the land area within the Bradfordville Commercial Center was designated as Mixed Use A, one of several mixed use designations intended as a guide for the subsequent designation of zoning districts "to serve as a mechanism to assure the appropriate location and mixture of land uses…"

In considering possible Sector Plan concepts which will meet the intent of Comprehensive Plan policies, it is appropriate to consider the stated intent of the Mixed Use A designation, as excerpted below.

MIXED USE A

Intended Function: Create a village atmosphere with an emphasis on low to medium density residential land use, small scale commercial shopping opportunities for area residents, schools and churches, and recreational and leisure-oriented amenities for the enjoyment of area residents.

The intensity of all nonresidential land uses shall be kept minimal to reduce the intrusive impact upon the residential land use.

The essential component of Mixed Use A is residential land use. The low to medium density residential development will be located to provide for maximum land use compatibility and enjoyment of recreational and leisure opportunities. The village will also allow small shops and some services to serve nearby residents. Emphasis on commercial uses shall be limited to convenience, grocery, and small pharmacies and offices. Office and commercial development in scale with and

meeting the needs of the surrounding predominantly residential area are appropriate.

Allowed land uses within the Mixed Use A future land use category shall be regulated by zoning districts which implement the intent of this category, and which recognize the unique land use patterns, character and availability of infrastructure in the different areas within Mixed Use A future land use category."

In seeking to craft a Bradfordville Sector Plan which will demonstrate Comprehensive Plan compliance, it is appropriate to compare present zoning and LDRs with these and other comprehensive plan policies.

4.2.2 Present Zoning and Development Regulations

Following adoption of the Comprehensive Plan, the Leon County Board of County Commissioners replaced the broadly defined Mixed Use A zoning designation with four site specific, largely nonresidential zoning districts, covering some 204 acres, which comprise the Bradfordville Commercial Center. These zoning districts, depicted in *Figure 11*, are described below, in descending order of the magnitude of their land coverage.

BC-1: Bradfordville Commercial – Auto Oriented District

As the category implies this zoning district is intended "to provide a location for services, with primary emphasis on vehicular oriented nonresidential developments." Included among the uses permitted in this district are a broad range of commercial activities normally found along arterial roadways including automobile fuel sales, repair, service, parts stores and car washes, as well as more local-serving uses such as grocery stores and pharmacies. Residential uses are not permitted within this district. Approximately 103 acres are designated in this zoning district, of which 6.6 acres are presently developed.

BC-2: Bradfordville Commercial - Pedestrian Oriented District The stated intent of the BC-2 district is "to provide a location for areas of intense pedestrian scale and oriented commercial services for the Bradfordville area" and to "encourage residential and office development above ground floor commercial development and shared parking and utilization of on-street parking". Consistent with this intent, uses permitted in this district do not include auto-oriented uses such as automobile fuel and repair and drive-through businesses. While office uses are permitted, residential uses are permitted only when constructed on a second floor above commercial or office uses. Although this provision for high density (16 units/acre) residential above commercial use would be highly supportive of the "village atmosphere" intended within Mixed Use A, it is highly unlikely that the associated additional parking requirements could be met while also meeting LDR requirements for stormwater, impervious cover and for the retention of 25 percent of site area to be left "natural". To actually achieve such mixed use would likely require either prohibitively expensive multi-level parking, or the ability to meet "natural area" and/or stormwater requirements off-site.

BCS: Bradfordville Commercial Services District

of which 24.5 acres are presently developed.

This zoning district is established with the intent of accommodating non-retail commercial businesses including auto-oriented services, warehouse activities and similar uses that could be characterized generally as "heavy commercial" such as dry cleaning plants, wholesale building supplies, pest control and welding shops. While non-medical office uses are permitted, no residential use is permitted in this category. Nearly 32 acres are designated in this zoning district, of which 6.2 acres are presently developed.

Approximately 48 acres are designated in this zoning district,

BOR: Bradfordville Office Residential District

This zoning district is intended "to be located in areas where employment and residential uses are encouraged to locate in close proximity to one another [and to provide] a residential character to further encourage a mixing of uses at a compatible scale [with] a variety of housing types, compatible non-retail activities of moderate intensity and certain community facilities related to office or residential facilities". Specifically included among the permitted uses in this category are inns, day care centers, offices, nursing homes, recreational activities, mini-warehouses and broadcast studios. No retail or other high traffic-generating uses are permitted. In contrast to the policy intent to accommodate "a variety of housing types", only single family and two-family (duplex) dwellings are permitted. Because site suitabilities, as well as development values, tend to favor non-residential over single family use, residential development is unlikely to occur. Approximately 21 acres have been designated within this category, none of which has been developed at present.

Zoned Development Capacity

As depicted in the table below total **additional** nonresidential development within these zoning classifications could total some 1.4 million square feet, if developed up to the maximum permitted intensity of 8500 square feet per acre. This includes retail development within BC-1 and BC-2 categories that could range from approximately 645,000 square feet (if developed to an intensity less than the maximum, comparable to the existing Publix) up to slightly over one million square feet, if developed up to the maximum intensity permitted by the LDRs. An additional, nearly 396,000 square feet of non-retail commercial service and office uses could be accommodated in the BCS and BOR zoning categories.

In considering the consistency of present zoning and LDRs with the referenced Comprehensive Plan objectives and policies, and with the stated intent of Mixed Use A, which zoning was intended to implement, several questions should be considered.

 Is the amount of commercial development permitted by zoning proportionate to the commercial and service needs of the immediate Bradfordville area?

Based on the commercial computations described in detail in the following section, the quantity of additional commercial

development which could occur in the BC-1 and BC-2 zoning categories is greater than that which might be reasonably expected to meet the needs of the "immediate area" of Bradfordville, over the next 20 years.

 Is the range of permitted commercial uses "limited to convenience, grocery and small pharmacies and offices ...in scale with and meeting the needs of the surrounding predominantly residential area"?

Although such local-serving uses are provided for in the existing zoning districts, the area designated for BC-1 Auto Oriented and BCS Commercial Services is three times the land area designated for BC-2 Pedestrian Oriented, where such local serving uses are intended to predominate.

 Are existing zoning and LDRs likely to foster development of "an aesthetically pleasing village atmosphere with an emphasis on low to medium density residential land use"?

The intent of the reference to the emphasis on residential use within the various "mixed use" categories is interpreted by Leon County to be applied from a County-wide perspective. The intent to encourage residential within Mixed Use A, therefore, should be interpreted in context with the preponderance of residential use which exists surrounding the commercial center. It is unlikely that residential use will emerge as a prominent component within the commercial center land use mix, nor that a "village atmosphere" will be created. Two of the largest zoning categories, BC-1 and BCS, permit no residential use. Residential use is unlikely to occur in BC-2 where residential is only permitted on second stories over commercial or office use. Likewise, in the BOR category, where only single family and duplex structures are permitted, little incentive exists for residential development. Similarly, there do not exist within the present LDRs, provisions which will guide in the creation of an "aesthetically pleasing village atmosphere".

An examination of the diagram of Existing Commercial Center Zoning reveals the predominance of BC-1 Auto Oriented commercial zoning, a pattern which might be interpreted to be at variance with the intent for Mixed Use A to emphasize residential use, a "village atmosphere" and commercial uses limited to local-serving shops, groceries and drug stores. These auto oriented designations also are applied at some distance from Thomasville Road, immediately adjacent to low density residential areas and extending onto properties with rolling wooded terrain and high scenic value.

In contrast, the pattern of BC-2, Pedestrian-Oriented Commercial, appears fragmented among auto-oriented and other "heavy" commercial designations, in contrast to the compact "village atmosphere" envisioned for Mixed Use A. The likely pattern of emerging commercial development should be considered with respect not only to total commercial capacity, but also with respect to the development of the "single center" and the "village atmosphere" called for in the Comprehensive Plan. The fact that total "zoned" development capacity is substantially greater than that necessary to meet the needs of the immediate area, and well beyond what unrestricted market demand would likely absorb for the foreseeable future, has important implications for the emerging pattern. When zoning provides for far more development than is likely to occur, what may occur is sporadic, fragmented development which is unlikely to consolidate as the "single center" envisioned in the Comprehensive Plan. However, such a center could emerge within the pattern of present zoning, through incentives to intensify commercial development where it is most suitable, and through limitations on commercial and incentives for residential uses, where commercial development is less suitable and unnecessary to meet immediate needs.

4.2.3 Future Development Concept and Regulatory Implementation

The sector planning process included the development of a number of alternative concepts (see *Appendix 5*) which explored ways in which present commercial zoning districts and other development regulations could be adjusted to

demonstrate compliance with Comprehensive Plan policies. These included proposals to reduce commercial zoning designations as a means of adjusting the quantity of commercial development to reflect the needs of the immediate Bradfordville area. The concepts were then "tested" for their relative impacts on traffic and stormwater and presented for public comment and review by the Planning Commission and the Board of County Commissioners. The concept approved by the Board of County Commissioners, as the basis for the Sector Plan. retains underlying commercial designations, and applies an overlay district which modifies the timing, intensity, quantity, permitted uses and the character of commercial and other development. Such modifications to present land development regulations have been fashioned to be consistent with Comprehensive Plan policies, while acknowledging and accommodating reasonable development expectations.

Additional development regulations shall be written to ensure compliance with the Comprehensive Plan and, to the extent feasible, with those recommendations of the Working Groups that are consistent with the policy intent of the Comprehensive Plan. These additional development regulations, together with a prioritized capital improvements program, major thoroughfare plan and orderly utility extensions necessary to guide development within the Bradfordville Commercial Center, shall be applied in a new overlay district, which will include the following provisions:

- Commercial Development Suitability Designations to
 encourage development of "a single Bradfordville
 [commercial] center"; to direct commercial development to
 those areas with the greatest commercial development
 suitability; to provide incentives for residential and other
 complementary uses consistent with the [Mixed Use A]
 interpretation of Comprehensive Plan policies; to
 effectuate a compact, non-sprawl pattern of growth; and to
 reduce traffic congestion and related air quality impacts.
- Commercial Growth Limitation to provide that total commercial development does not exceed an amount that

is "commensurate with population growth" and the needs of the immediate Bradfordville area through the year 2020.

- Development Standards to ensure compliance of future development with higher standards for water quality and stormwater retention; protection of natural features, viewsheds and environmentally sensitive lands; and development character and compatibility with adjacent neighborhoods.
- Design Guidelines to encourage the development of a "village" character and aesthetics that exemplify the unique heritage of Bradfordville.
- Capital Improvement Implementation to provide mechanisms to fairly distribute costs of capital improvements, the need for which is generated by new development. These improvements include new internal roadways to reduce the traffic impacts of commercial development, and open spaces which may be necessary for the retention of significant natural landscape features and, as appropriate, for off-site provision of required "natural areas" and/or for stormwater mitigation. Development agreements necessary to provide these facilities may be entered into at the option of the developer if the project otherwise fails to meet timing, phasing, adequate public facility and/or concurrency regulations. In addition, the County shall develop a stormwater contingency plan for Stormwater Management Facility # 4 ("the Lauder Holding Pond').
- 1. Commercial Development Suitability Designations
 As depicted on Figure 12, an overlay district will be created that establishes appropriate policies for the following areas:

Commercial Overlay One (CO-1)

Commercial Overlay One applies to those properties determined to have the greatest suitability for moderately intense commercial development. This area includes the bulk of properties which are presently developed for commercial uses and those undeveloped properties adjacent to existing

commercial uses that have direct frontage on, or access from, Thomasville Road, including properties on all quadrants of the existing and proposed Thomasville Road intersections. Due to factors of high automobile accessibility and visibility, property configurations and the established pattern of commercial use, commercial development suitabilities for these properties are high, residential development suitabilities are low, and impacts on natural features and on adjacent neighborhoods are limited. Included within this designation is a portion of the Lauder Property fronting on Thomasville Road. Also included are two parcels that front the northern right-of-way of the proposed connector road extending from Bannerman Road to the northeast, parallel to Thomasville Road. Until this road is constructed, these properties will remain in the Commercial-Mixed Use Overlay Two designation.





Also within Commercial Overlay One, a "Village Center" is designated, bounded by Thomasville Road to the northwest, the Bradfordville Road realignment to the south, and a proposed local connector road from the Bannerman Road-Bradfordville Road intersection to a new Thomasville Road intersection, as illustrated in the Commercial Center Development Concept diagram. This area, surrounding the existing Publix shopping center, represents the best opportunity to develop a compact pedestrian-oriented "village center" of related neighborhood-serving commercial uses. In addition, the opportunity for shared parking among multiple uses within this area, in conjunction with off-site provision of required "natural areas," could produce an improved development efficiency, which in turn could permit a greater development intensity than is possible within the present pattern of fragmented, "strip" commercial configurations.

Based on the current zoning pattern, the additional commercial development capacity within Commercial Overlay One ranges from approximately 470,000 square feet to

The Chapter163 Agreement in effect on the Lauder Property provides for up to 100,000 s.f. of commercial development. Assuming maximum permitted intensity of 8,500 s.f. of commercial building area per acre (Floor Area Ratio of 0.1951), and an approximate site width of 820 feet, this commercial development should be encouraged, through site plan review, to be compactly located within the first 625 feet of property depth, or as close as possible to Thomasville Road.

approximately 520,000 square feet, if developed to the present maximum intensity of 8,500 square feet of building area per acre (FAR 0.195). This variation in development capacity is contingent on the extension of the proposed local road north of Thomasville Road which would extend the Commercial Overlay One to include approximately 6 acres of land which would have commercial frontage north of this proposed road, after removing approximately 4.4 acres to accommodate the road right-of-way. If developed at the reduced intensity achieved at the Publix site of 5,367 square feet of building area per acre (FAR 0.123) development capacity would range from approximately 332,000 square feet to 364,000 square feet. These capacity estimates exclude office or residential development which could occur on property designated BOR.

Given that the proposed commercial development limitation considered to be appropriate to meet the needs of the immediate Bradfordville area over the next twenty years is 350,000 square feet (as discussed later in this narrative), it is possible that the entirety of this development may be accommodated within Commercial Overlay One. The balance of vacant properties in this zone, if any, is expected to develop for non-residential activities other than retail, including office or institutional uses.

Commercial-Mixed Use Overlay Two (CMUO-2)

Commercial Mixed Use Overlay Two consists of properties with lower-intensity commercial development suitability than properties in Commercial Overlay One. Factors resulting in this lower suitability include the following:

- Adjacency to established residential areas.
- Reduced traffic accessibility and visibility or potential traffic conflicts
- Environmental constraints, such as woodlands or other natural features, topography, and viewsheds.

In order to guide commercial development into a more compact, orderly pattern in those areas determined to be most suitable for such development, free-standing commercial



development within Commercial-Mixed Use Overlay Two will only be permitted if necessary to accommodate the 350,000 square feet estimated to meet the needs of the immediate Bradfordville area through 2020. Upon the recalculation of commercial needs in 2010, free-standing commercial development could be permitted within Commercial-Mixed Use Two, if such additional development capacity is needed to accommodate revised estimates of the needs of the immediate area, upon build-out of Commercial Overlay One. However "convenience" retail uses, which are ancillary to residential development, may be permitted immediately and are not limited by the commercial limitation of 350,000 square feet.

In addition, due to the lower commercial development suitability exhibited within this overlay district, additional development regulations should apply including:

- Reduced impervious cover
- Mandatory site, tree and vegetative cover preservation
- Design review for visual impacts (within the Lake McBride viewshed).
- More restrictive permitted uses than provided in present (BC-1 Auto-Oriented) zoning districts

With a present zoned capacity for commercial development of over one million square feet in the Bradfordville Commercial Center, even unrestricted market forces would likely not absorb this commercially designated land within the next decade or two. Properties with zoning designations which preclude residential development would therefore "wait" for the unmet commercial market demand to grow sufficiently to absorb the available commercially designated land.

Providing properties which are presently limited by "commercial only" zoning designations, with incentives to develop medium density residential uses should enhance the development value of such properties by increasing the likelihood that marketable development will occur in the short range. Likewise, these incentives will serve to meet the intent of Mixed Use A to balance residential and commercial





development within the Bradfordville Commercial Center. Residential uses up to densities of 4 and 6 dwelling units per acre for single family and duplex dwellings, respectively, or 8 dwellings per acre for townhouse (attached single family) development are provided "by right". A density "bonus" of an additional 4 units per acre is recommended as a further incentive for townhouse development, with an increase to 40 percent of site area designated for natural area preservation, to be achieved through development clustering.

Neighborhood-serving convenience retail may be permitted as a conditional use when developed in conjunction with, and the pattern of planned residential integrated into, development. Such development should be in a ratio of no more than 25 square feet per residential unit, provided that all other provisions of land development regulations are fully met. Thus, on a hypothetical 10-acre parcel, 80 to 120 townhouse units could be built, along with 2,000 to 3,000 square feet of neighborhood convenience retail. Assuming average dwelling sizes of 1,500 square feet, achievable development would total 122,000 to 183,000 square feet, or as much as two to three times the amount of "commercial only" development which might be permitted on the same property at some future date. These incentives answer concerns regarding the provisions for reasonable economic use of properties which will, for at least 10 years, not be permitted to build out for commercial development.

2. Commercial Growth Limitation

Based on the commercial needs calculations, summarized in the following section, 350,000 square feet of commercial development is established as the maximum amount of commercial development which will be permitted within the Bradfordville Commercial Center over the next twenty years, not including professional offices, services, institutional or other non-commercial uses that may occur within commercially zoned areas. This quantity of commercial development shall only be permitted within Commercial Overlay One, except for ancillary convenience retail, which may be permitted within Commercial Mixed Use Overlay Two to coincide with planned residential development.

In Year 2010, commercial needs will be recalculated using then-current data on population and on the actual buildout characteristics of vested/exempt commercial developments. Such re-calculation may warrant retaining, or adjusting the commercial limit downwards or upwards for the remainder of the 20-year plan horizon. Specific modifications to this commercial growth limitation may be made to permit the buildout of commercial development within Commercial Overlay One or, if warranted, to permit commercial development within Commercial - Mixed Use Overlay Two. Detailed procedures for completing this reassessment and for modifying the commercial growth limitation provisions of the Sector Plan shall be incorporated into the Land Development Regulations.

Commercial Needs Computations

As per the directives of the Interim Settlement Agreement, a Commercial Computations Working Group was created to address the measurement of that quantity of commercial development appropriate for the Bradfordville Commercial Center, consistent with Policies LU 8.4.1 and LU 8.4.2.

Although this working group spent considerable effort to resolve this issue over a period of seven months, during which some fourteen meetings were held, the group did not reach complete consensus on the amount of additional commercial development which should be accommodated in the Bradfordville Commercial Center. The group's method, summarized in Appendix 6, can be generally described as a demand-based analysis, which factors the incomes, expenditures and quantities of commercial use supported by the future (Year 2020) population of the BSA. Key variables and assumptions which the working group addressed, and which directly affected its conclusions, included the following:

 How to define the future population (market area) which would be served by the Bradfordville Commercial Center?



- What "market flexibility factor" should be applied in translating estimates of needed commercial "footprints" into zoning capacities for commercial development? anticipating that not all commercially zoned properties will be used for commercial development, and that not all commercially development will continuously accommodate commercial use, due to vacancies, obsolescence and uses of commercial space for non-commercial uses (storefront offices, clinics and other service uses).
- What assumptions to make regarding the likely buildout of presently vested/exempt commercial development outside the Bradfordville Commercial Center, and the extent to which such development might meet some or all of the commercial needs of the immediate Bradfordville area?
- How to define measures of income (median vs. mean / family vs. household) and percentages of income assumed to be spent on various types of commercial goods?
- How, or whether, to adjust for commercial purchases by those residing outside of Bradfordville, and for purchases by Bradfordville residents made outside the Bradfordville Commercial Center?
- How to define the types of commercial goods and associated types of commercial centers which are appropriate to meet the needs of the immediate area? (neighborhood centers, community commercial centers, regional centers, free-standing gas stations, restaurants, etc)

Working Group members who were representatives of homeowners associations (HOAs) interpreted these variables to conclude generally that, while there was a future unmet need for an additional approximate 200,000 square feet of commercial development, these needs would be fully met by commercial development likely to occur among "vested" or

otherwise exempt commercial development outside the Bradfordville Commercial Center. On this basis, the HOA representatives concluded that there is little or no need for additional commercial development within the Bradfordville Commercial Center.

Applying different assumptions among the variables, County staff representatives on the working group concluded that the need for additional commercial development within the Bradfordville Commercial Center could range from 228,991 square feet to 324,809 square feet, depending on what market flexibility factor were applied.

Following the completion of the Commercial Computations Working Group's efforts, alternative calculations were prepared on behalf of certain property owners. These alternative (Dr. Cronin) calculations introduced a new measure of the population to be served by the Bradfordville Commercial Center, replacing the 2020 estimated population of the Bradfordville Study Area (BSA) of 22,216 with the estimated population of a larger Bradfordville Market Area (BMA). This new methodology resulted in an estimated need for approximately 1.2 million square feet, unadjusted for any vested/exempt commercial development.

In an attempt to provide a more simplified, "common sense" estimate of commercial needs, County staff prepared new "supply-side" calculations of future need, based on the maintenance of the present Leon County average ratio of 49.88 square feet of commercial space of per person. Applying this ratio to the projected BSA population, the unmet 20-year need for commercial development is estimated to be 274,479 square feet. Applying this ratio to the larger BMA (Dr. Cronin) population, the estimated need is 459,634 square feet. Both estimates incorporate adjustments for existing BSA commercial development and for some 620,000 square feet of vested/exempt commercial development.

While it is not the purpose of this summary to critique the many calculations of commercial needs, it is appropriate to observe (see *Figure 13* below) the wide range of estimates

these calculations produced. In spite of the laudable intent of the Commercial Computations Working Group to apply scientific precision in the measurement of need, the actual results demonstrate that it is the judgements applied in making assumptions among a multitude of variables, which determine the results achieved.

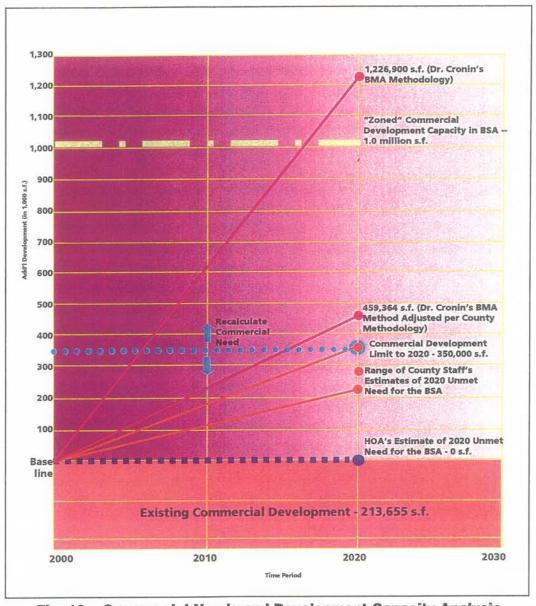


Fig. 13 -- Commercial Needs and Development Capacity Analysis

It is also prudent to examine the basic premises which "demand-based" and "supply-based" these structure approaches to the needs calculations. The "demand-based" premise, that the incomes of future residents determine the quantity of commercial space needed, would suggest that higher income areas such as Bradfordville, must "need" more commercial space than more moderate income areas. Common sense, however, might suggest that needs within the "immediate area", such as for basic necessities such as groceries, drug stores and convenience goods, are not so directly tied to income levels, as would be the case for fashion apparel, jewelry, major appliances and more discretionary items and "luxury" goods that are not normally provided in neighborhood centers. Likewise, the "supply-based" premise that Bradfordville should replicate the average distribution of commercial space found throughout in Leon County, suggests a questionable land use assumption that commercial development be uniformly distributed among urban, suburban and rural areas. The point is not to attempt to identify "right" or "wrong" methodologies, but simply to suggest that all such calculations may contain some bias and must, therefore, be interpreted with common sense and applied in a manner which addresses other, less quantifiable factors, such as the functionality of development patterns and actual land suitability for development.

Based on a reasonable interpolation within the range of calculated needs, the Sector Plan determines that no more than an additional 350,000 square feet of commercial development should be permitted within the Bradfordville Commercial Center through 2020, subject to the recalculation of commercial needs in 2010. Except for convenience retail, ancillary to residential development within Commercial-Mixed Use Overlay Two, which may occur without respect to this limit, all commercial development should occur only in Commercial Overlay One. This commercial limit provides for substantial commercial growth, more than doubling present commercial space over 20 years. Conversely, it reduces potential commercial development to less than one half of the commercial development capacity of current zoning, and guides this reduced commercial growth into a more compact



"single commercial center" consistent with the Comprehensive Plan.

3. Development Standards

In order to achieve compliance with Comprehensive Plan policies, and to otherwise guide development of the Bradfordville Commercial Center in a manner that protects community character, neighborhoods, and natural and scenic resources, the following standards shall be incorporated into the Land Development Regulations.

Permitted Use Regulations

- Village Center and Commercial-Mixed Use Overlay Two
 The following uses shall be deleted from present lists of permitted uses in underlying zoning districts:
 - Automotive service and repair
 - Towing, wrecking and recovery services
 - Motor vehicle fuel sales
 - Pawnshops
 - Pest control services
 - Cemeteries
- Crematoriums
- Dry cleaning plants
- Gun firing ranges
- Self-moving operations
- Wholesale building supplies
- All types of drive-through facilities

In addition, warehouses, mini-warehouses, and self-storage facilities, where currently allowable, shall be reviewed as Planned Unit Developments and, therefore, subject to the requirements of the existing Type D Site Plan review process. For these uses, the review shall pay particular attention to the location, configuration, and buffering of the proposed development relative to adjacent uses.

Commercial-Mixed Use Overlay Two

In all underlying zoning districts, the following shall become permitted residential uses, subject to the following density limitations, in order to expand non-commercial development

opportunities, promote a balance of residential and commercial use, and expand housing choice.

Type of Residential Use	Minimum Density	Maximum Density	
Single family detached	1 du/acre	4 du/acre	
Single family attached (duplex)	4 du/acre	6 du/acre	
Single family attached (townhouse)	6 du/acre	8-12 du/acre*	

^{*} Depending on application of recommended bonus density as an incentive for increased natural area protection

Development Intensity Standards

Commercial Overlay One

Throughout the area presently zoned for commercial use, a requirement exists for the preservation of 25 percent of site area "in its natural state." This requirement applies in addition to mandatory landscape buffers and maximum 40 percent impervious coverage requirements. Such a requirement increases the land area needed to accommodate commercial development, thereby reducing development efficiency and compactness and exacerbating sprawl. Improved site utilization should be accomplished through an increase in allowable building size per acre, from 8,500 square feet to 10,000 square feet (F.A.R. 0.229) of commercial floor area per acre, as long as the 25 percent natural area preservation requirement is met off-site in an open space mitigation area, as described below. Stormwater management requirements shall continue to be met on-site for properties in this overlay zone, with the exception noted below.

Village Center

The Village Center functions as a "center within a center," with the highest degree of intensity, compactness, and pedestrian orientation and scale. Such a center affords the opportunity for centralized shared parking with a higher degree of utilization than the sum of separate parking facilities would yield. Greater utilization, through an incentive for shared parking, will be the basis for a parking reduction factor, which in turn, reduces the need for impervious surfaces.

To further maximize land development efficiency and compactness, the off-site natural area mitigation option available to properties within the Commercial Overlay One should be made mandatory in the Village Center. In addition, off-site stormwater mitigation shall be offered as an option within this area only.





· Commercial-Mixed Use Overlay Two

Because of the reduced commercial development suitability in this overlay zone, as well as a heightened concern regarding stormwater issues within the Lake McBride watershed and the area south of the Bradfordville Road realignment, maximum impervious cover shall be decreased from 40 percent to 30 percent for non-residential development. Impervious cover requirements for residential development shall remain at 40 percent. The minimum area required to be retained in its natural state shall be increased from 25 percent to 35 percent for all commercial, office and residential development, and to (townhouse) single-family attached 40 percent for development if developed up to the recommended maximum density of 12 units per acre.

Lake McBride Scenic Overlay

The designation of the Lake McBride Viewshed as a Scenic Overlay district is consistent with the objective of preserving those elements that contribute to the distinctive character of Bradfordville, specifically, and of Leon County, in general. The Scenic Overlay designation adds aesthetic-based standards to existing resource-based protections provided by other designations such as the special development zone, canopy road overlay, conservation area, or historic preservation overlay district. All development within the designated Lake McBride Scenic Overlay district (defined approximately on the Commercial Center Future Development Concept diagram, Fig. 12), shall be subject to Type "B" review, and shall comply with appropriate standards to ensure that such development maintains visual quality and protects scenic features. At a minimum, the standards shall deal with the following issues:

- -minimizing tree and vegetation removal;
- -minimizing grading to preserve the quality of existing landforms;
- -siting new structures behind natural screening or creating filtered views by selective clearing and/or mitigation with indigenous species or other acceptable species commonly found in the area;
- -designing new structures to complement the site and the surrounding community, through scale, proportion, massing, materials, and/or detailing;
- -siting and designing utilities, drainage structures, lighting, signage, and walls, to harmonize with the surroundings and to minimize visual impacts; and
- -siting and screening parking, service, and storage areas to reduce their visual impact.

Areawide Regulations

The following regulations shall apply in all underlying zoning districts:

Signs

Present sign standards permit the proliferation of excessively large, tall, illuminated pole signs that contribute to visual blight along arterial commercial strips. In keeping with the intended rural character of Bradfordville, the following suggested modifications to present sign standards should be implemented in the LDRs:

Road Classification	Maximum Area		Maximum Height	
	Present	Proposed	Present	Proposed
Arterial Roads	150 s.f.	100 s.f.	25 feet	10 feet
Major Collector Roads	100 s.f.	70 s.f.	20 feet	8 feet
Minor Collectors/ Local Rds.	36 s.f.	40 s.f.	8 feet	6 feet

These standards will replace tall "billboard-scale" pole signs with lower-scaled pole or pedestal-mounted (monument) signs that will remain visible to traffic, but will be more compatible with the landscaped buffers in which they will be placed.



Landscape Standards

The presently required 30- and 20-foot landscape buffers along arterials and collectors/local roads, respectively, are considered adequate in dimension, but the current regulations are not fully effective in the provision of visual screening. The regulations should provide for use of a palette of appropriate, largely native-species of trees, shrubs and ground covers, and a 50% minimum opacity level, up to a height of five feet.

4. Design Guidelines

The mandate to apply special design guidelines in Bradfordville is based on Comprehensive Plan Objective LU 8.5 to "Preserve the rural character and historic legacy of the Bradfordville study area through...the adoption of design standards for development review"; and Policy 8.5.1 to..."adopt additional LDRs, if needed,...to provide an aesthetically pleasing environment that respects the character of the community". In addition, the intent of Mixed Use A was to encourage, within the Bradfordville Commercial Center, a "village atmosphere".

To better clarify the specific design elements which should be applied to follow this policy direction, the sector planning process included a design "charrette" to enable residents to express a vision for the desired character of the commercial center. Residents divided into discussion teams and were asked to describe desired characteristics, consistent with the intent of the Comprehensive Plan. Groups then reported their conclusions, indicating broad consensus on the design character and quality which should emerge in the commercial center. The results of their discussions are condensed in *Appendix 4*.

The following excerpted remarks highlight those design features and characteristics on which there appears to exist consensus.

 The village center should be pedestrian-oriented. Nonmajor streets should also be accommodating to pedestrians.

- The view of commercial areas from major roads should be heavily vegetated, with Thomasville Road developed as a "green corridor".
- There should be a unified architectural theme based on local vernacular.
- Scale should be small. Preferred height generally should be no more than two stories.
- Primarily retail uses (no wholesale) and outdoor cafes, with no-fast-food restaurants or drive-throughs.
- Several "non-contributing" uses permitted by zoning should not occur in the village center.
- Parking should be screened; with angled parking along side streets; shared parking should be encouraged.
- Civic uses such as a public plaza/park, places for children—Lake Ella used as an example.
- Provide underground utilities, hidden dumpsters and air conditioners.
- Stormwater ponds should be designed as site amenities.
- Pedestrian amenities such as covered walkways, shade, textured sidewalks, etc. should be provided/encouraged.
- Signage should be strictly controlled, and should be smaller and lower than what is currently allowed.
- Lighting should be controlled so as to avoid "light pollution," and to provide appropriate pedestrian scale.
- Design standards should require the retrofit of existing commercial uses, with compliance schedule based on costs.
- Two groups proposed a non-staff, (citizens) design review committee.

Although the specific design guidelines will be described and depicted more fully in separate document to be referenced in the LDRs, the design intent of the guidelines are indicated in summary form below.

Purpose and Intent

The design guidelines applicable within the Bradfordville commercial center are intended to comply with Comprehensive Plan policies for the development of a design character which reflects the rural heritage and character of Bradfordville, and encourages the creation of a "village atmosphere".

Review Procedure

The design guidelines will be applied through administrative (staff) review, which will amplify present development review procedures to consider the conformance of site layout, landscape and architectural design elements with the intent of the design guidelines.

Site Planning Guidelines

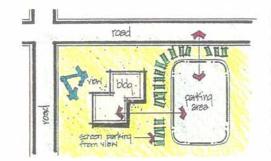
Site planning guidelines are intended to address the location, orientation, and configuration of structures on a parcel of land with regards to the parcel's own boundary lines, and adjacent streets, structures and spaces. Site design elements may include the following:

Site Placement and Orientation of Buildings: Structures will be encouraged, where appropriate, to be located in front of, and so as the screen, parking lots; to allow compact and convenient pedestrian linkages between buildings, parking areas and sidewalks. Buildings should also be placed and, as appropriate, clustered, to create clear sight-lines to entrances and to public open spaces, plazas and gathering areas.

Parking: Off-street parking should be screened from view by landscape buffers, and/or berms which provide a minimum 50% opacity when viewed from public rights-of way. Where appropriate, particularly within the village center, parking will be centrally clustered so as to be shared by multiple uses/tenants, with convenient pedestrian paths and corridors articulated by changes in pavement materials, colors or textures where they cross parking lots and driveways, and by landscaping and pedestrian scaled lighting.

Landscaping: Required landscape buffers should meet opacity requirements noted above and should use a palette of native and naturalized plant species. Major pedestrian corridors should be articulated by continuous alignments of trees and shrubs, pergulas, arcades or other landscape or architectural design elements.

<u>Drainage</u>: As may be feasible, drainage structures, including retention ponds and drainage ways, should be designed to





imitate "natural" pond characteristics, including curved geometries, gently sloping edges, landscaping and paving materials; and should be placed so as to be focal design amenities.

Outdoor Spaces: Within the village center, developments are encouraged to incorporate central plazas connecting multiple uses, designed to accommodate activities including outdoor dining, displays, special events and entertainment.

<u>Fences/Screening</u>: Fences, screening and berms, where required, shall use only natural materials; stone, wood, stucco, etc. Chain link fencing will not be approved except in areas out of public view.

Storage, Utilities and Services: shall be shielded from public view by landscaping, walls, fencing or by placement of buildings.

Building Design Guidelines

All buildings within the Bradfordville Commercial Center Overlay District should be designed to incorporate elements of local vernacular styles, typical within the Tallahassee region; described generally below. It is not the intent to mandate that all buildings be designed in a particular design style, but rather to create a "village theme" by flexibly combining related indigenous materials and styles. Standardized building designs with overt "product branding" as in standardized chain fast food restaurants, or gas stations should not be permitted.



Architectural Detailing: Vernacular architectural elements and details are encouraged to be incorporated, including, but not limited to, bracketed overhangs, windows articulated by mullions and accented by shutters, dormers, porches, verandas and arcades, particularly as may be used to define pedestrian areas and entrances. Standardized storefronts, excessive use of plate glass and uninterrupted façade planes should be avoided.

Colors, Textures, and Materials: Consistent with intended vernacular character, the use of quality, natural, and

indigenous materials is encouraged on major façade elements including: natural wood siding, brick, and stone. High quality, authentic looking man-made materials, such as fiber-cement board and stucco, are also acceptable for construction. However, materials such as vinyl siding, metal and plastic sheathing, and "simulated natural" materials should be avoided. Natural, subdued earth tone colors are preferred over primary colors except as may be used for accents. Excessively brilliant, metallic or reflective colors will be avoided.

Roof Forms: Elemental to vernacular design is the use of varied and articulated sloping roof forms. Flat roof areas should only be permitted in limited areas such as entrance canopies, walkway connections, storage and mechanical equipment areas, arcades, etc. Appropriate roof materials include metal standing seam, wood shakes, shingles and tile. Primary or bright colors and shall be avoided.

5. Capital Improvement Programming

It is recommended that certain substantial capital improvements be made in order to ensure an optimum development pattern and to mitigate development impacts on stormwater and traffic circulation. These capital improvements should be prioritized in a five-year capital improvements program.

Local Roadway Network

Two new roadways are proposed within the Bradfordville Commercial Center: a circumferential route connecting Bradfordville Road to Thomasville Road northeast of the Publix site, and a roadway extension paralleling Thomasville Road, and connecting Bannerman Road to Lawton Chiles High School. These two new routes will effectively distribute traffic so as to reduce congestion, particularly at the Bannerman and Bradfordville Roads' intersection with Thomasville Road. These routes will also open traffic management alternatives to Thomasville Road for vehicular access to commercial uses. Therefore, significant benefit will accrue to owners of property both fronting on or accessible

from these roadways. Although conceptually depicted in Sector Plan maps, final roadway alignments, geometries and widths are subject to intersection configurations, ownership patterns, site features and other engineering constraint factors. An evaluation of the traffic impacts of the proposed commercial development concept is presented in *Appendix 7*.

As directed by the Board of County Commissioners, the construction of these improvements shall not obligate funding reliant upon general tax revenues. Therefore, possible cost allocation mechanisms may include impact fees, a Municipal Service Taxing Unit (MSTU), Special Benefit Taxing District or other flexible benefit assessment mechanisms. owners desiring to develop faster than the prioritized CIP schedules may, at their option, enter into development agreements to fund any "public share" of costs related to past deficiencies and regional pass-through traffic to meet the rate of growth and adequate public facility/concurrency provisions of the Land Development Regulations. Failure to construct the proposed local roads, due to lack of sufficient funding or due to roadway engineering constraints or other reasons shall not constitute a failure to implement the Sector Plan, nor shall it limit the accommodation of the estimated need of the immediate area.

Open Space Retention

Properties south of the Bradfordville Road realignment pose significant challenges for development due to a variety of factors, including:

- The likely inability of the existing pond to accommodate additional development and also meet new stormwater standards;
- Possible vehicular access concerns due to limited sightlines along the curving portion of the Bradfordville Road extension; and
- The existence of quality woodlands and topographic features, the loss of which will diminish the character of Bradfordville and represent a "missed opportunity" for a greenway / trail linking the village center with surrounding neighborhoods.



In addition to these constraint factors, the retention of some portion of this area as open space affords the opportunity to aggregate off-site requirements for "natural area" preservation possible stormwater mitigation. Meeting requirements off-site both may be necessary advantageous in order for certain properties within the Village Center to build out in an efficient, compact fashion. Pursuant to this concept, commercial development elsewhere within the Bradfordville Commercial Center should be permitted to purchase rights to utilize this property, functioning as an "offsite mitigation bank," for off-site compliance with the requirement to retain 25 percent of site areas in "natural condition" and/or off-site stormwater treatment, as described in previous sections. The Land Development Regulations could also provide for a "Transfer of Development Rights" (TDR) essentially transferring zoned development potentials from the designated open space ("sending" site) to other commercial properties in Commercial Overlay One ("receiving" sites). If this strategy is selected, the Land Development Regulations will establish the framework for an appropriate TDR process including, as appropriate, provisions to increase permitted development intensity on "receiving" sites.

As with the proposed roadways, the retention of this open space may serve both public purposes and private interests. Potential sources of funding for acquisition of open space for the purposes of greenway linkages, natural area protection and passive park development should be sought, as well as funding under the T-21 Federal Transportation Act for transportation enhancements associated with bicycle/pedestrian pathways. Types of private sector contributions to consider may include impact fees, and purchases of off-site stormwater and natural area "mitigation" rights" as described above. Additional potential mechanisms include a Municipal Special Taxing Unit (MSTU), Special Benefit Taxing District or other flexible benefit assessment mechanisms to distribute "private share" costs among property owners.

4.2.4 Rights Determination Process

Properties located within the Bradfordville Commercial area shall be entitled to use a Rights Determination Process (RDP), which shall be established in the Land Development Regulations (LDRs). The RDP shall be used to evaluate claims that a property, in whole or in part, is entitled to a preexisting vested right, non-conforming use, right established by equitable estoppel, development agreement rights, a deprivation of a statutory or constitutional provision, or other claim that the property has rights preemptive of any provision in this Sector Plan. The RDP shall review all claims affecting the nature, design, location, area requirements, density and intensity of development. It shall also be applicable to any performance standard required under this plan. If the Board determines that any such rights will substantially interfere with the nature and ocncept of the Village Commercial Center, relief may be granted by way of compensation, variance, transfer of development rights, cluster or other appropriate relief.