

**BOARD OF COUNTY COMMISSIONERS
LEON COUNTY, FLORIDA
WORKSHOP MINUTES
Comprehensive Plan Workshop
March 22, 2022**

The County Commission and City Commission met in a joint session on March 22, 2022, in the County Commission Chambers. Present were: Chairman Bill Proctor and Vice-Chair Nick Maddox; County Commissioners Brian Welch, Carolyn Cummings, Jimbo Jackson, Rick Minor, and Kristin Dozier; Mayor John E. Dailey; and City Commissioners Jack Porter, Jeremy Matlow, Curtis Richardson, and Diane Williams-Cox. Also present were County Administrator Vincent Long, City Manager Reese Goad, City Attorney Cassandra Jackson, County Attorney Chasity O'Steen, Clerk to the Board Beryl H. Wood, and members of County and City staff.

Chairman Proctor called the meeting to order at 1:02 p.m. He asked Artie White, Director, Tallahassee-Leon County Planning Department, to begin the discussions.

Artie White, Director, Tallahassee-Leon County Planning Department, led the discussion and presented the 2022 Cycle Comprehensive Plan Amendments. He stated that the Local Planning Agency (LPA) Public Hearing was held on March 1, 2022. The LPA voted unanimously to approve the seven proposed amendments included in the 2022 Amendment Cycle. Several citizens spoke at the public hearing, as follows:

- LMA 202201 (April Road) had eight speakers, seven opposed and one representing the applicant.
- LMA 202202 (Woodville Highway) had one speaker who was representing the applicant.
- LMA 202203 (Southwood Plantation Road) had seven speakers, six opposed and one representing the applicant.
- TMA 2022001 (Urban Services Area) had one speaker who was the applicant.

Citizens also submitted comments on the proposed amendments through the website, or by mail, email, or fax. The written comments are included in the workshop materials. No public comments were received on the other proposed amendments.

Mr. White provided a brief overview of the seven proposed 2022 Cycle Comprehensive Plan amendments, as follows:

- 3 Text Amendments
- 3 Large-Scale Map Amendments (greater than 50 acres)
 - 1 with 1 parcel within the City limits and 1 parcel in unincorporated Leon County
 - 2 in unincorporated Leon County
- 1 Small-Scale Map Amendment (50 acres or fewer)
 - 1 within City of Tallahassee limits

Mr. White asked Mindy Mohrman, Administrator of Comprehensive Planning, to provide a detailed review of each of the proposed amendments.

Ms. Mohrman provided the following presentation:

Amendment 1 Name: TTA 2022 004 – Property Rights Element

Applicant: Tallahassee-Leon County Planning Department

Jurisdiction: Joint Leon County and City of Tallahassee

Staff: Jacob Fortunas

Synopsis: During the 2021 session, the State Legislature passed a new requirement that local government comprehensive plans include a property rights element that respects judicially acknowledged and constitutionally protected private property rights. Because private property rights were already protected by law, the proposed new element does not impact the way private property is protected locally but meets the new statutory requirement.

Amendment 2 Name: TTA 2022 003 – Future Right-of-Way Needs Map

Applicant: Tallahassee-Leon County Planning Department

Jurisdiction: Joint Leon County and City of Tallahassee

Staff: Julie Christesen

Synopsis: The proposed amendment is procedural in nature and occurs at least every five years following the adoption of the Regional Mobility Plan by the Capital Region Transportation Planning Agency (CRTPA). The Future Right-of-Way Needs Map is included within the Mobility Element. Its purpose is to identify roadway corridors where public right-of-way is needed to implement identified transportation projects.

Amendment 3 Name: LTA 2022 01 – Urban Services Area

Applicant: D.R. Horton

Jurisdiction: Joint Leon County and City of Tallahassee

Staff: Oluwaseyi Akinrinde

Synopsis: The Comprehensive Plan, in Objective 1.1 [L], directs the establishment and maintenance of an Urban Services Area (USA), which is based upon a desire to have Tallahassee and Leon County grow in a responsible manner, with infrastructure provided economically and efficiently, and surrounding forest and agricultural lands protected from unwarranted and premature conversion to urban land use. Established in 1990, the USA boundary has been adjusted twelve times since 1997, at times bringing additional acreage into the USA, and at times removing acreage. The proposed amendments to the USA are in locations where the current USA boundary crosses through parcels and/or where the parcels are adjacent to the USA boundary on multiple sides. The proposed amendments to the USA are related to map amendments described below.

Amendment 4 Name: LMA 2022 02 – Woodville Highway

Applicant: D.R. Horton

Jurisdiction: Joint Leon County and City of Tallahassee

Staff: Oluwaseyi Akinrinde

Synopsis: The proposed map amendment to Suburban, and concurrent rezoning to R-3, would allow low-density residential development at a density up to eight dwelling units per acre. The land use category and zoning district requested are the same as the land use and zoning on property directly across Woodville Highway. A portion of the subject site is currently zoned R-

3, which allows residential development up to eight dwelling units per acre. The remainder of the site is zoned Rural. The proposed concurrent rezoning from Rural to R-3 would increase allowable densities from one dwelling unit per 10 acres to eight dwelling units per acre. This zoning district allows a range of single-family and two-family housing types including single-family detached, attached, and two-family attached dwellings. Multifamily dwellings are not a permitted use in this district.

Ms. Mohrman stated the property is approximately 154 acres total.

Amendment 5 Name: LMA 2022 01 – April Road

Applicant: D.R. Horton
Jurisdiction: Leon County
Staff: Oluwaseyi Akinrinde

Synopsis: The proposed map amendment to Urban Residential-2 and concurrent rezoning to R-1 would allow low-density residential development at a density up to 3.63 dwelling units per acre. The land use category and zoning district requested are the same as the land use and zoning on property directly east of the site. The property to the west of the site is the Tallahassee National Cemetery and the higher density Hampton Creek subdivision. A portion of the subject site is currently zoned R-1, which allows a maximum of 3.63 dwelling units per acre. The portion of the site currently zoned Rural allows one dwelling unit per 10 acres, and the proposed R-1 zoning would be increased to 3.63 dwelling units per acre. The portion of the site currently designated Office Residential-2 (OR-2) currently allows between 8 and 16 dwelling units per acre and the R-1 zoning would decrease the allowable density to 3.63 dwelling units per acre. This zoning district allows single-family detached housing. Multifamily dwellings are not permitted in this district.

Ms. Mohrman stated the property is approximately 173 acres.

Amendment 6 Name: LMA 2022 03 – Southwood Plantation Road

Applicant: D.R. Horton
Jurisdiction: Leon County
Staff: Oluwaseyi Akinrinde

Synopsis: The proposed map amendment to Suburban and concurrent rezoning to R-3 would allow low density residential development at a density up to eight dwelling units per acre. The land use category and zoning district requested are the same as the property directly north of the site. The property to the east of the site is the Tallahassee National Cemetery. Other adjacent properties are Residential Preservation, Suburban with Medium Density Residential zoning, Planned Development (Southwood), and Rural. The rezoning from Rural to R-3 would increase the allowable residential density from one unit per 10 acres to eight dwelling units per acre. This zoning district allows a range of single-family and two-family housing types including single-family detached, attached, and two-family attached dwellings. Multifamily dwellings are not a permitted use in this district.

Ms. Mohrman stated the property is approximately 130 acres.

Amendment 7 Name: TMA 2022 001 - Ananeo Trust

Applicant: Ananeo Trust LLC
Jurisdiction: City of Tallahassee
Staff: Stephen Hodges

Synopsis: The Government Operational land use that is currently on the property is intended for “property owned or operated by local, state and federal government.” The requested Activity Center zoning district allows between 16 and 45 dwelling units per acre; however, allowable development on the subject site is constrained by existing utility easements. The proposed map amendment to Activity Center, and concurrent rezoning to the Activity Center district, would be consistent with the site being privately owned and allow limited development subject to the provisions of the easements, and would be the same land use and zoning as all end-to-end nongovernment operational properties.

Ms. Mohrman stated the property is approximately 0.39 acres.

Chairman Proctor opened the discussion and asked for comments from the County Commission. He also inquired about the Planning Commission’s stance on the proposed amendments.

Ms. Mohrman stated that the Planning Commission unanimously approved all of the amendments.

Commissioner Cummings asked if there was opposition to the amendments.

Ms. Mohrman stated that various comments were received from the public.

Commissioner Minor questioned the reason for the Urban Service Area expansions.

Ms. Mohrman replied that the request was reviewed by staff and considered to be consistent with Comprehensive Plan policy, which allows an adjustment if the parcel is adjacent to the Urban Service Area boundary.

Mr. White commented that two of the properties were bisected by the Urban Service Area. In all cases the Urban Service Area encompassed the parcels on multiple sides.

Commissioner Dozier shared that there have been concerns raised by area neighborhoods about utilizing canopy roads and St Augustine Road, the limited access on Southwood Plantation Road, and runoff from April Road. She mentioned the past flooding in the Timberlake neighborhood. She stated her biggest concerns were the Urban Service Area, April Road, and Southwood Plantation Road. She expressed concern that a lot of the issues would not come back to either Board, in particular the City.

Mr. White responded that they would go through the City Growth Management or the County Department of Development Support and Environmental Management.

Commissioner Dozier discussed the subsequent cost of writing a “blank check” to future development. She recalled the development at Cascades that caused flooding along Franklin Boulevard and South Monroe Street. She discussed the cost of cleaning up mistakes that were

made before the Comprehensive Plan was in place. She shared that this was not about anti-growth or growth at all costs, but about getting it right the first time, so they don't have to clean up problems later. She asked Mr. White if there were specifics on whether or not Southwood Plantation Road needs to have any work done, or any impacts on the canopy road.

Mr. White replied that applicants would have to meet Code requirements as they go through the subdivision and site plan process.

Commissioner Dozier inquired if staff anticipates challenges with traffic coming into those areas.

Mr. White stated that staff has looked at the maximum traffic that will be allowed. This will also be reviewed by the State Department of Transportation. During the site planning stage, the concurrency and canopy road protection requirements may cause the development to be scaled back.

Commissioner Dozier asked if that information can be made available at the transmittal public hearing. Mr. White stated yes.

Commissioner Dozier expressed concern about the roadway network and water issues specifically and the density of the two developments in that area. She stated it would be helpful to get this information before the transmittal public hearing. She expressed concern about moving forward on the parcels and the rezoning.

Chairman Proctor expressed his concern about not having enough homes for sale in Leon County. He stated that properties, big and small, need to be made available.

Major Dailey opened the discussion for the City Commission.

Commissioner Matlow asked what the process is for considering expansion of the Urban Service Area to limit sprawl. There is much land that has been approved but not developed.

Mr. White shared that the Comprehensive Plan has a couple of policies that dictate what is eligible and what is not. In rural or urban fringe, you cannot go to a higher density land use that would be concurrent with the expansion of the Urban Service Area unless you are directly adjacent to the Urban Service Area., In each of these cases the properties were directly adjacent to the Urban Service Area.

Commissioner Matlow inquired what caps the expansion of property adjacent to the Urban Service Area. If the property continues to be adjacent, would they keep approving the expansion.

Mr. White stated that could happen if the property is adjacent to the Urban Service Area.

Commissioner Matlow asked if density was taken into consideration.

Mr. White explained that minimum densities do apply when the Urban Service Area is expanded. Population projections are also considered. As of now, population projections show a need for 28,000 residential units by 2040.

Commissioner Matlow asked if there was enough land in the existing Urban Service Area to accommodate 28,000 units.

Mr. White stated it was difficult to answer; there is vacant land, but the land is not necessarily intended for development.

Commissioner Matlow shared that they cannot continue to expand the Urban Service Area, especially just to continue to add single family neighborhoods. They must also consider increasing density.

Mayor Dailey asked if the text amendments and map amendments do not pass, would we be denying the landowners the opportunity to develop, or would they have other alternatives.

Mr. White explained that the properties that are currently designated rural could be developed at one unit per 10 acres.

Commissioner Williams-Cox spoke about the opportunity to expand the Urban Service Area for the southern section. She stated she supported the expansion of the north and wants the same for the south.

Mayor Dailey inquired who would be responsible to cover the cost of physical infrastructure if the expansion amendment passed.

Mr. White replied that the developer would assume the cost.

Mayor Dailey clarified that once the development was completed that the owner receiving the services would be responsible for paying for water and sewer services.

Mr. White confirmed that was the case.

Commissioner Porter asked about the population growth calculations for the next 20 years.

Mr. White replied that they monitor the population projections released each year by BEBR (Bureau of Economic and Business Research), as well as Geographic Information Systems (GIS) data.

Commissioner Porter requested the inclusion of population projections in the agenda materials. She also asked about the tools to incentivize and promote urban infill.

Mr. White stated there are a couple of incentives in place especially when it comes to affordable housing, such as the availability of a 25% density bonus. A lot of coordination is done with Blueprint, the City, and County Public Works to look at expanding the infrastructure. Mr. White added that the Design Works Division will help individuals or developers. They also encourage people to come in and talk to them before going through the Design Works process.

This is to see what can be done before spending money on engineers and a site planner. In sum, they try to make it easy for someone to get a foot in the door.

Commissioner Richardson asked if services like water and sewer can be easily extended to the areas for the development.

Mr. White replied affirmatively that this was considered in the evaluation.

Commissioner Richardson indicated that Tallahassee would continue to grow; how and where the growth will occur is what needs to be determined. He stated there are not enough properties within the Urban Service Area (USA), particularly in the southern part of the city, for growth, and land needs to be made available. He believes bringing parcels into the USA is prudent because they are getting ahead of where they anticipate the growth will occur. He spoke about how the City can increase the amount of inclusionary housing in these developments. He concluded by stating that they must look at these issues going forward, particularly the housing crisis.

Chairman Proctor recognized additional County Commissioners who wished to speak.

Commissioner Jackson commented that it is great to see something come to the southwest that will hopefully be affordable, and to have housing opportunities for people who don't have permanent accommodations. He stated he looks forward to the extension of public transportation to Crawfordville, Woodville, and Blountstown Highway. He asked Mr. White to provide a map with the St. Marks Trail labeled.

Commissioner Welch agreed with the statements about promoting urban development and protecting our watersheds. He also agreed with Commissioner Richardson about the housing crisis. He stated he appreciated that the southside of the County is experiencing development interest. He asked Mr. White to what extent the market drives these decisions.

Mr. White stated that the proposed amendments are privately requested amendments, except for the property rights item and the Right-of-Way Needs Map.

Commissioner Welch shared there is not enough housing or dirt to build on that is affordable for housing. He accepted the idea of national builders in the community, but his concern is making sure the housing looks like it belongs in Leon County, and not Tampa or Orlando with massive clear-cut of track housing. He wants to make sure the developments are conducted in a way that fit into our landscape, and he looks forward to hearing the amendments brought back at the transmittal hearing.

Commissioner Dozier expressed concern on how the density will impact current development around the National Cemetery, Twin Lakes, and other areas. She asked Mr. White if the population data had been updated with the new census numbers.

Mr. White stated that the BEBR (Bureau of Economic and Business Research) has made some adjustments, and in April he expects to have the updated projections based on the census.

Commissioner Dozier commented about having the lowest amount of population growth in the County since 1930 over the last 10 years. She thinks the April numbers will be very informative.

Mr. White commented that they would keep an eye on the new release of data.

Commissioner Dozier discussed affordable housing and the need for different types of incentives. She shared different ways to encourage affordable housing through both urban infill and new developments. She asked staff if there is any way to bring this focus into growth management to let developers know that they are very interested in mixed housing. She also mentioned the comments that were made by citizens regarding past agreements with St. Joe and the \$10 million concurrency. She asked if the property is sold, will the agreements go away, and will concurrency and impact fees be based on a new development.

Mr. White replied that was correct, any new development will have to pay concurrency.

Chairman Proctor asked if they were talking about transportation concurrency.

Commissioner Dozier stated yes.

Mr. White commented they will bring back more information about concurrency for Southwood.

Chairman Proctor inquired on concurrency, the transfer of trips reserved by St. Joe, and the attachment of trips with the sale of the property.

Mr. White stated they will look into that as they work with City and County concurrency.

Chairman Proctor stated this is very important, and he would like to know the transportation impacts for each of the projects.

Commissioner Dozier clarified that the Southwood development is separate and the \$10 million is if St. Joe were to expand outside the boundaries. She spoke about the notices being sent to residents within 1,000 feet of the subject areas and why other neighborhoods were not notified.

Mr. White confirmed that letters were sent to residents within 1,000 feet only, as well as to registered homeowners associations within 1,000 feet.

Commissioner Dozier suggested a policy recommendation to expand the notice radius for large scale amendments.

Commissioner Cummings shared support for the recommendation to expand notice.

Commissioner Richardson expressed his support for the recommendation to expand notice and asked if the 1,000-foot rule is in the local ordinance.

Mr. White stated that legally it is 500 feet. Based on the local code requirements, they expanded the notice to 1,000 feet.

Commissioner Porter stated her support for expanding the notification process. She stated that while she appreciates what is being done to incentivize urban infill and expand affordable housing, they need to be more aggressive about incentivizing affordable housing.

Chairman Proctor recalled the Southwood Planned Urban Development and the meticulous work of staff. He expressed concern for everyone being treated equal and included in the Urban Service Area. He thanked everyone and stated he is looking forward to the next meeting.

ADJOURN:

There being no further business to come before the Board, the workshop was adjourned at 2:15 p.m.

LEON COUNTY, FLORIDA

ATTEST:



A handwritten signature in black ink, appearing to read "Gwendolyn Marshall".

BY: _____
Gwendolyn Marshall, Clerk of Court
& Comptroller, Leon County, Florida

A handwritten signature in black ink, appearing to read "Bill Proctor".

BY: _____
Bill Proctor, Chairman
Board of County Commissioners