

**Board of County Commissioners
Leon County, Florida
and
City of Tallahassee Commission**

**Joint Workshop on the
Comprehensive Plan
Land Use and Mobility
Elements Update**

**Tuesday
February 25, 2025
2:00 p.m.**

**Leon County Courthouse
County Commission Chambers, 5th Floor
301 S. Monroe Street, Tallahassee, Florida 32301**

The media and the public can access the meeting in real time on Comcast channel 16, the Leon County Florida channel on Roku, the County's [Facebook](#) page, [YouTube](#) channel, [Twitter](#) and County [web site](#).

**Leon County
Board of County Commissioners**

Notes for Workshop

Joint County/City Workshop on the Comprehensive Plan Land Use and Mobility Elements Update

Workshop Item

February 25, 2025

Title: Joint Workshop on the Comprehensive Plan Land Use and Mobility Elements Update

Category: Workshop

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PLANNING
DEPARTMENT



STATEMENT OF ISSUE

This item provides information on proposed Goals and Objectives (Attachment #1) to update the Land Use and Mobility Elements of the 2030 Tallahassee-Leon County Comprehensive Plan, and seeks input from the Board of County Commissioners and City Commission, which will guide the development of land use and mobility policies, upcoming public engagement, and future agenda items for the Local Planning Agency.

FISCAL IMPACT

This item has no fiscal impact.

RECOMMENDED ACTIONS

Option 1: Conduct the joint workshop and accept the report on draft Land Use and Mobility Goals and Objectives.

EXECUTIVE SUMMARY

The Tallahassee-Leon Comprehensive Plan is the community’s plan for how growth and development occur in the City of Tallahassee and Leon County. The Comprehensive Plan contains the following 12 Elements:

- Land Use
- Mobility
- Utilities
- Conservation
- Parks and Recreation
- Housing
- Historic Preservation
- Intergovernmental Coordination
- Capital Improvements
- Economic Development
- Public School Facilities
- Property Rights

Each Element of the Comprehensive Plan contains goals, objectives, and policies regarding how land is developed to accommodate projected population growth, how infrastructure is planned and provided to support anticipated growth, how natural features are protected, and how various other factors that promote a high quality of life are addressed in the community. The current Comprehensive Plan was adopted in 1990 and has been amended each year since adoption.

The City and County Commissions directed staff to update the Comprehensive Plan, beginning with the Land Use Element (which is the most substantive Element in the Comprehensive Plan) and the Mobility Element (which is closely tied to land use). Input received from this Joint Workshop on Comprehensive Plan Land Use and Mobility Element Updates will be used to refine the draft goals and objectives and the related policies that are currently being developed. Upon adopting updates to the Land Use and Mobility Elements, the Commissions may wish to proceed with updates to the remaining Comprehensive Plan Elements.

At the direction of the City and County Commissions, consultant services were procured for the development of updates to the Land Use and Mobility Elements on the Tallahassee-Leon County Comprehensive Plan. Through a competitive solicitation process, proposals were reviewed and scored by an evaluation committee that included citizens in addition to staff from various City and County departments. The highest scoring firm, Halff and Associates, was approved by the City and County Commissions.

Since being selected, the consultant team has been engaging the community in a variety of ways, described in more detail below, and conducting data analyses as included in the Population Projections report in Attachment #2 and Economic of Community Design report in Attachment #3. As described below, public engagement conducted by the consultant included four “Educational Roadshow” workshops, a vision survey, exploration tours of six areas of the community with associated surveys, a “Community Building Blocks” survey, and four “Strengthen, Transform, Enhance, and Preserve (STEP)” workshops, in addition to focused meetings with various stakeholders and technical staff. The culmination of these efforts to date is the development of draft Land Use and Mobility Goals and Objectives. These Goals and Objectives, the full text of which are included as Attachment #1, include:

Goal 1 – A Healthy Environment. Objectives under this goal focus on identifying and protecting natural and cultural resources, habitats and sensitive lands, natural conservation areas, and urban forests; providing access to parks and recreation; providing green infrastructure; strengthening community resilience; and providing for intergovernmental coordination.

Goal 2 – Distinct Urban and Rural Areas. Objectives under this goal focus on accommodating growth and population; maintaining natural, rural, suburban and urban contexts; supporting efficient growth; preserving rural areas; retrofitting urban sprawl development; incorporating good urban design; provide appropriate public infrastructure; foster recognizable places; facilitating multiple modes of transportation in the multi-modal transportation district; promote revitalization of the downtown area; maintain development standards for Bradfordville, and recognizing the importance of rural communities (Woodville, Fort Braden, Miccosukee, Capitola, and Chaires).

Goal 3 – Healthy Neighborhoods and Vibrant Places. Facilitate strong neighborhoods with housing choices; continue to develop the Southside Action Plan; maintain and enhance land development regulations to support the comprehensive plan; provide for distributed and adequate land uses to serve the population; evaluate barrier to infill; improve safety; provide connectivity and access management that reduces vehicle trip demand and provides safe environments for pedestrians and cyclists; and coordinate land use and transportation to promote improved livability.

Goal 4 – Greater Housing Diversity. Allow and encourage “missing middle” housing (i.e., the range of housing type between single family detached housing and apartments that includes duplexes, triplexes, quads, townhomes, cottage courts, courtyard buildings, and other less common housing types); encourage residential density incentives around transportation; expand affordable housing options; provide hardship provisions by which owners of property may create small parcels for family members.

Goal 5 – A Robust Economy. Strategize to enable businesses to withstand changes in the economy; provide adequate land uses to support job creation through technology, industry, manufacturing, and similar activities; support a network of freight and cargo transportation facilities; and plan for post-disaster recovery.

Goal 6 – A Balanced Transportation Network. Plan, design, and build the transportation system to reflect the physical setting in which the specific transportation facilities are located; provide for “complete streets”; continue to develop a network of bicycle facilities; improve walkability through pedestrian facilities; promote efficient modes of travel; continue to support the Transportation Disadvantaged programs; ensure transit is well-connected; provide aviation facilities to meet the demand of the community; coordinate with other jurisdictions to address transportation systems extending beyond jurisdictional boundaries; improve network connectivity overall; support the creation of mobility hubs to connect the community; and coordinate land use and transportation to improve access to community amenities and services like parks.

SUPPLEMENTAL INFORMATION

The Board and City Commission directed staff to issue a Request for Proposals (RFP) for consultant services to update the Land Use and Mobility Elements of the Tallahassee-Leon County Comprehensive Plan on April 13, 2021. As directed by the Commissions, the evaluation committee for the scoring of the consultant team proposals included representatives from Southside neighborhoods, the Alliance of

Tallahassee Neighborhoods, and the Greater Tallahassee Chamber of Commerce. The Commissions approved the scoring of the evaluation committee and moved forward with engaging Halff and Associates, Inc. in September 2022. Attachment #4 provides a history of the Land Use and Mobility Element Updates prior to procuring consultant services for the effort.

After collecting data, conducting preliminary analyses, developing a project website, and other efforts, the consultant initiated a kick-off meeting and public engagement beginning in September 2023.

Community engagement led by the consultant team included:

Educational Roadshow (September 18-20, 2023): The educational roadshow was an opportunity for the community to learn about the Comprehensive Plan and provide input on key topics that influence the future of the city and county. This was completed via four in-person meeting events.

Vision Survey (Open through October 2023 - November 27, 2023): The vision survey asked high-level visioning questions to help determine what is important to the community and what the core values of the community are. This survey helped define the community vision and values for the Vision Plan.

Exploration Tour Survey (September 18 - January 2024): Six areas of the community that reflect different development patterns, characteristics, and urban design were selected for this task (Bannerman Crossing, Downtown, Frenchtown, Midtown, Southwood, and Woodville). The exploration tour asked questions about each area related to design, placemaking, the availability of and quality of public places, walkability, and perceptions of the area.

Community Building Blocks Survey (December 2023 - February 2024): To gain consensus on the overarching community values, a short presentation was available along with a survey to gain participants' input on the future direction of the community.

Strengthen, Transform, Enhance, and Preserve (STEP) Framework (January 29 and 30): The multi-day in-person STEP framework offered four opportunities for the community to provide insight into how the community should grow. This workshop included mapping exercises and interactive exercises. Meetings were held at 12:30 and 5:30 p.m. each day.

Vision Plan Roadmap

During the visioning process described above, six overarching community themes were identified. These themes were translated into Community Value Statements. The community provided input on the value statements and helped prioritize key outcomes. These statements informed the draft land use and mobility Goals and Objectives and will be used to inform draft policies of the Comprehensive Plan. The Vision Plan Roadmap (included as Attachment #5) includes the following Community Value Statements:

Stewards of the Environment: Tallahassee and Leon County shall be stewards of the built and natural environments. There will be equitable access to clean water, clean air, and healthy blueways and green spaces. Natural habitats will be preserved and maintained to ensure long-term viability and admiration in our urban and rural spaces.

Growing Conscientiously: Tallahassee and Leon County will grow conscientiously, balancing the needs of growth and conservation to allow for purposeful and responsible development. Distinguishing between the rural and urban areas will provide for a clearer path for diverse lifestyle choices; the ability to guide

development in areas where commercial and residential expansion should occur while deterring sprawl; and promoting fiscal and economic resilience.

A Connected Community: Tallahassee and Leon County will be a well-connected community, providing affordable, equitable, accessible, and context-sensitive mobility options. The network of roadways, trails, sidewalks, bicycle facilities, and transit services will provide complete and safe connections throughout the community, and these networks will be established where appropriate and as necessary to support this connected community goal

Diverse: Tallahassee and Leon County will promote and preserve prosperity for all the various communities which form the foundation of our diverse community. Historical decision-making has left some communities adversely affected and disadvantaged. Forward-thinking policies and investments will ensure the restoration and longevity of these thriving, cultural communities.

Community Focused: Tallahassee and Leon County will be a community focused on neighborhoods, activity centers, and nodes that will be designed and built to achieve accessibility, safety, sustainability, and healthy environments. Residents from varying stages of life and income levels will have a variety of housing and community options that meet their needs.

Prosperous: Tallahassee and Leon County will be prosperous communities promoting economic growth, innovation, and development by continuing to attract domestic and international businesses. The sound presence of government facilities and higher education will continue to support a strong, local economy that provides a job base for residents at all levels.

The framing of the Vision Plan Roadmap around these community values provides a foundation for building on and developing comprehensive plan goals, objectives, and policies.

Growth Plan Support

The comprehensive plan is supported by the implementation framework expressed in its Goals, Objectives and Policies (GOPs).

Goals are the described long-term ends toward which programs or activities are ultimately directed.

Objectives are desired outcomes that are achievable and mark progress towards a goal.

Policies are the ways in which programs and activities are conducted to achieve an identified objective.

The GOPs set the expectations for aspirations and outline the programs and activities intended to achieve the stated goals and objectives. GOPs within a plan must be internally consistent with each other and should be clear and reflective of the community's growth intentions.

Draft Goals and Objectives

Draft Land Use and Mobility Goals and Objectives were developed based on the vision plan roadmap described above. The Draft Goals and Objectives represent a combined Land Use and Mobility Element to reflect the inextricable connections between land use and transportation. The proposed Land Use and Mobility Element (LUME) Goals and Objectives include the statutory revisions for both elements required by Chapter 163.3177, F.S. The Goals and Objectives of the LUME (see Attachment #1) are categorized to reflect the community values and include the following goals.

Goal 1 – A Healthy Environment. Objectives under this goal focus on identifying and protecting natural and cultural resources, habitats and sensitive lands, natural conservation areas, and urban forests; providing access to parks and recreation; providing green infrastructure; strengthening community resilience; and providing for intergovernmental coordination.

Goal 2 – Distinct Urban and Rural Areas. Objectives under this goal focus on accommodating growth and population; maintaining natural, rural, suburban and urban contexts; supporting efficient growth; preserving rural areas; retrofitting urban sprawl development; incorporating good urban design; provide appropriate public infrastructure; foster recognizable places; facilitating multiple modes of transportation in the multi-modal transportation district; promote revitalization of the downtown area; maintain development standards for Bradfordville, and recognizing the importance of rural communities (Woodville, Fort Braden, Miccosukee, Capitola, and Chaires).

Goal 3 – Healthy Neighborhoods and Vibrant Places. Facilitate strong neighborhoods with housing choices; continue to develop the Southside Action Plan; maintain and enhance land development regulations to support the comprehensive plan; provide for distributed and adequate land uses to serve the population; evaluate barrier to infill; improve safety; provide connectivity and access management that reduces vehicle trip demand and provides safe environments for pedestrians and cyclists; and coordinate land use and transportation to promote improved livability.

Goal 4 – Greater Housing Diversity. Allow and encourage missing middle housing (i.e., the range of housing type between single family detached housing and apartments that includes duplexes, triplexes, quads, townhomes, cottage courts, courtyard buildings, and other less common housing types); encourage residential density incentives around transportation; expand affordable housing options; provide hardship provisions by which owners of property may create small parcels for family members.

Goal 5 – A Robust Economy. Strategize to enable businesses, etc., to withstand changes in the economy; provide adequate land uses to support job creation through technology, industry, manufacturing, and similar activities; support a network of freight and cargo transportation facilities; and plan for post-disaster recovery.

Goal 6 – A Balanced Transportation Network. Plan, design, and build the transportation system to reflect the physical setting in which the specific transportation facilities are located; provide for “complete streets”; continue to develop a network of bicycle facilities; improve walkability through pedestrian facilities; promote efficient modes of travel; continue to support the Transportation Disadvantaged programs; ensure transit is well-connected; provide aviation facilities to meet the demand of the community; coordinate with other jurisdictions to address transportation systems extending beyond jurisdictional boundaries; improve network connectivity overall; support the creation of mobility hubs to connect the community; and coordinate land use and transportation to improve access to community amenities and services like parks.

These draft Goals and Objectives were published to the project website and outreach was conducted to inform the public of their availability with the opportunity to provide feedback and input. These draft Goals and Objectives may be revised based on public input, input from the Local Planning Agency, and/or direction from the City and County Commissions. Once the draft Goals and Objectives are substantially confirmed, draft policies will be finalized and made available to the public for review and comment. Draft policies will include components such as future land use categories, the urban services area, and policies that identify the ways in which programs and activities are conducted to achieve the respective objectives

and goals, as well as policies that address recent planning efforts, such as the North Monroe Charrette and Neighborhood First Plans where appropriate

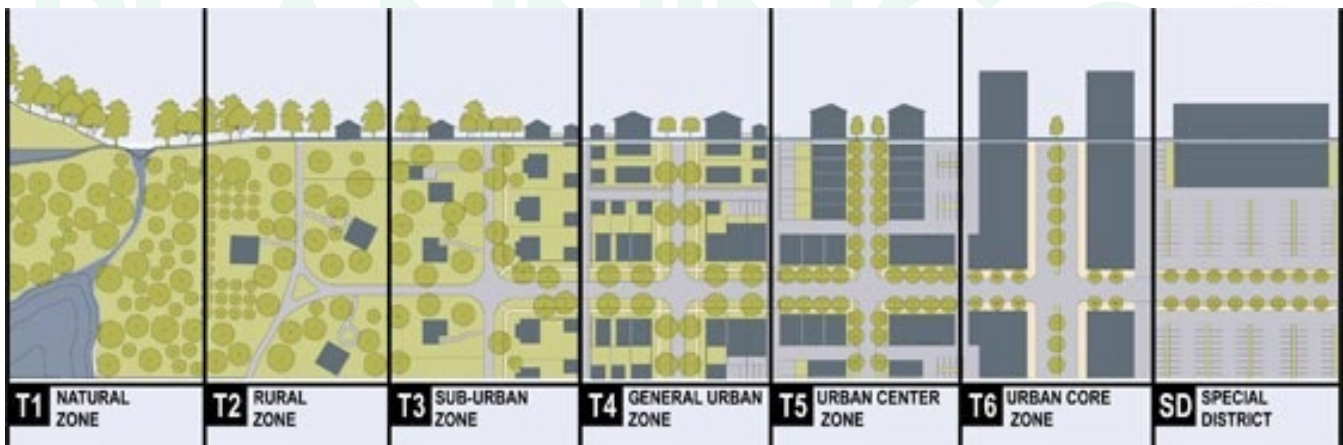
Growth Plan Future Land Uses

The community must include sufficient lands in various categories to accommodate the anticipated needs of the projected population. This is not only a planning best practice, but in Florida is statutorily required by the Community Planning Act in Chapter 163, F.S.

The Future Land Use Map will align with the draft Goals and Objectives, which reflect community values. To this end, it is anticipated that the Future Land Use Map will be organized around character areas (also referred to as context areas or transects).

Transects that have their basis in ecology, using the existing natural features and systems as a starting point. Leon County has significant areas within publicly owned lands or easements that include national and state forests and/or wildlife and water management conservation areas. This approach recognizes that land uses exist on a spectrum from undeveloped conservation areas to intensely developed urban downtown areas. It is also of note that there is only one municipality, Tallahassee, within the County that contains most of the urban development.

Using this type of land use spectrum, general categories could include Natural areas, Rural areas, Sub-Urban areas, Urban Areas, and Special Districts.



The natural areas/conservation land use captures those areas meant for conservation or preservation because they contain valuable natural or historic resources. Natural areas, reflecting national and state forests and other important conservation or open space, are specifically called out and mapped separately rather than as part of the rural and agricultural category.

Rural land use categories capture areas of low-density, rural living and/or agriculture outside the urban services area. The primary purpose is to retain the rural character of these areas. Established Rural Communities in the rural area serve as nodes where a mixture of uses support the surrounding rural areas. This effort will evaluate the boundaries of, and development allowed within, designated Rural Communities.

Sub-urban areas reflect the preservation of existing stable neighborhoods outside of more intense urban growth areas as well as those areas that are best suited for a mixture of uses that support residential uses.

Urban categories capture the downtown, high-activity and university uses that are the core of the urban area of the community. These areas include significant employment and business destinations.

Specialty areas could also be identified to include industrial, institutional, and open space areas as well as planned developments where the plan requires certain development regulation provisions.

As the Future Land Use Map is developed, it will align with the Goals and Objectives by:

- Preserving natural areas
- Protecting rural areas from premature development
- Providing nodes to support rural areas
- Identifying areas for future growth
- Establishing a framework for smart growth
- Supporting infill development where infrastructure exists
- Coordinating a vibrant urban environment with multimodal transportation networks
- Aligning corridors with land uses
- Planning special districts and nodes that meet unique needs in the community

Urban Service Area

The Urban Service Area was established as part of the original plan and is a critical part of directing growth to appropriate areas, thereby discouraging urban sprawl. The Urban Service Area (USA) concept is to have the community 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. There have been adjustments to the USA since the plan was adopted, however it has remained substantially intact. The intent is to maintain this important planning tool through the revised planning horizon.

Local Planning Agency Workshop on Land Use and Mobility Goals and Objectives

The Local Planning Agency held a workshop on draft Land Use and Mobility Goals and Objectives on February 4, 2025. The workshop included a presentation with information about the public engagement activities to date, land use and zoning information, visioning efforts, a review of proposed goals and objectives, and a framework for developing a Future Land Use Map. Members of the Local Planning Agency responded positively to the draft Goals and Objectives. They asked questions about housing diversity and “missing middle” housing and discussed potential opportunities for infill and “missing middle” housing including those types that support higher densities without losing neighborhood character. The Local Planning Agency recommended coordinating with local religious establishments to help inform residents of upcoming public engagement opportunities and asked staff to evaluate Neighborhood First Plans to see if recommendations from those plans would be appropriate to include in upcoming policies. Staff have already coordinated with the City’s Neighborhood Affairs Division and reviewed the Neighborhood First Plans with the intent of incorporating recommendations where relevant to the Land Use and Mobility Element Update effort.

Next Steps

Following this Joint Workshop, staff will revise the draft Land Use and Mobility Goals and Objectives based on the input received from the Board and City Commission, feedback from the Local Planning Agency, and input received from the public. Staff will finalize draft policies associated with the Goals and Objectives. Additional public engagement is planned for late February and throughout March and a workshop with the Local Planning Agency is scheduled for March 11. Based on input received from the public and the Local Planning Agency, Land Use and Mobility Goals, Objectives, and Policies will be brought to the Local Planning Agency for a public hearing in April. Following the Local Planning Agency Public Hearing, the Land Use Goals, Objectives, and Policies will be brought to the Board and City Commission for a Transmittal Public Hearing where direction will be sought from the Commissions on submitting the drafts to the state land planning agency and review agencies in accordance with Section 163.3184, Florida Statutes. Upon transmittal, the review agencies have a 30-day review period with the opportunity to provide objections, recommendations, and comments on the proposed amendments to the Comprehensive Plan. Staff will review any objections, recommendations, and comments received, proposed edits if necessary, and bring the Land Use Goals, Objectives, and Policies back to the Board and City Commission for a public hearing on the adoption of the Comprehensive Plan amendments. The anticipated schedule would provide for the adoption public hearing during Summer 2025.

OPTIONS

1. Conduct the joint workshop and accept the report on draft Land Use and Mobility Goals and Objectives.
2. Commission direction.

RECOMMENDED ACTIONS

Option #1

Attachments:

1. Draft Land Use and Mobility Element Goals and Objectives
2. Population Projections Report
3. Economic of Community Design
4. History of the Land Use and Mobility Element Updates
5. Vision Plan Roadmap

**Tallahassee-Leon County Comprehensive Plan
Draft Land Use and Mobility Element Goals and Objectives
January 14, 2025**

Goal 1 [LM] – A Healthy Environment:

Our community will maintain a healthy environment with drinkable water, breathable air, unpolluted lakes, rivers, and soils, renewable energy sources, conservation areas that protect valuable or irreplaceable natural resources, and open spaces available and accessible to all residents and visitors to our community.

To achieve this goal, our community will:

- Identify natural resources that contribute to a healthy environment and human well-being. Prioritize the preservation of natural areas (including conservation areas, environmentally sensitive features, and water resources) when making land use and transportation decisions.
- Provide access and opportunities for passive and active open spaces that promote healthy active lifestyles for all citizens.
- Coordinate between the City and County, with neighboring jurisdictions, and with regional, state, and federal agencies to cooperatively support protection of natural resources that extend beyond jurisdictional boundaries.

Objective 1.1 – Identification of Natural Resources and Historic Features:

Identify natural, cultural, archaeological, historic, and other resources that contribute to human well-being and community character.

Objective 1.2 – Preservation of Natural Areas:

Preserve natural areas, including conservation areas, environmentally sensitive features, and water resources. Prioritize and maximize the protection of these areas when making decisions regarding land use, transportation, and infrastructure extension.

Objective 1.3 – Access to Parks and Recreation:

Provide equitable public access to existing and future recreation areas, open spaces, greenways, and parks.

Objective 1.4 – Urban Forests:

Using best available data, manage urban forests through strategies that address preservation of trees, planting of new trees, removal of unhealthy trees or trees in unsuitable locations for that species, maintenance of existing trees, and minimization of infrastructure conflicts.

Objective 1.5 – Green infrastructure:

Where feasible, implement green infrastructure strategies as a cost-effective, resilient approach to reduce and treat stormwater at its source while delivering environmental, social, and economic benefits. *[Add to glossary – definition from EPA] Green infrastructure: Infrastructure that uses plants, soils, and other media to capture and treat stormwater at its source. It relies on the natural processes of filtration, infiltration, and evapotranspiration to manage stormwater.*

Objective 1.6 – Community Resilience:

Foster community resilience by strengthening the reliability of our infrastructure, protecting a robust natural environment and local economy, building up our adaptive capacity, and empowering self-sufficiency across the community.

Objective 1.7 – Intergovernmental Coordination:

Coordinate with neighboring jurisdictions to effectively address and support the protection of natural resources that extend beyond jurisdictional boundaries in ways that reflect the importance of context and scale at the neighborhood, city, county, and regional levels.

DRAFT

Goal 2 [LM] – Distinct Urban and Rural Areas:

Our community will provide residents with diverse options for where they live or visit by maintaining a distinction between rural, sub-urban, and urban areas.

By maintaining a distinction between these areas, our community will:

- Provide diverse lifestyle choice while reducing sprawl.
- Foster economic development in urban areas and identified activity centers.
- Promote efficient development patterns.
- Support revitalization and redevelopment efforts within the urban boundary.
- Reduce infrastructure costs.
- Protect agricultural and forest management uses.
- Preserve natural resource-based activities, ecosystem functions and ecosystem services, and scenic vistas and pastoral landscapes.

Objective 2.1 – Growth and Population Accommodation:

Tallahassee and Leon County will accommodate our population growth in a responsible manner. A growth and development strategy that provides for well-managed, orderly growth that preserves natural resources and promotes fiscal responsibility shall be leveraged to maximize economic and environmental stewardship while accommodating the increased population.

Objective 2.2 – Efficient Growth:

To support the projected population growth, infrastructure shall be provided economically and efficiently while protecting surrounding forests and agricultural lands from unwarranted and premature conversion to urban land uses. Growth and development shall be directed toward areas with existing infrastructure in a manner that maintains distinct natural, rural, sub-urban, and urban areas.

Objective 2.3 – Public Infrastructure:

Provide public infrastructure, public facilities, and public services that are necessary for public health, safety, and well-being efficiently, effectively, and equitably.

Objective 2.4 – Preservation of Rural Areas:

Protect agricultural and silvicultural uses, natural resource-based activities, ecosystems, scenic vistas, and pastoral landscapes by preserving rural areas of the community and preventing the premature conversion of rural lands into low density, single use districts.

Objective 2.5 – Reconnecting Urban Sprawl:

Mitigate the impacts of automobile-oriented, single-use developments by leveraging transportation connectivity, land use, and urban design principles that focus on reducing environmental impacts, incorporating a mix of uses, reducing vehicle miles travelled, and improving mobility, especially for people walking, riding bicycles, and using transit.

Objective 2.6 – Recognizable Places:

Foster and protect distinctive, attractive places that are recognizable and important to the community.

Objective 2.7 – Multimodal Transportation District (MMTD):

Facilitate the safe and comfortable use of multiple modes of transportation and urban design standards to develop and maintain healthy neighborhoods and thriving businesses where travel by foot, bicycle, and transit will be easy and practical to reduce automobile use and vehicle miles traveled.

Objective 2.8 – Community Context:

Identify natural, rural, sub-urban, and urban context areas based on distinguishing characteristics of the different locations across the community. The distinguishing characteristics used to identify the context areas will include existing development patterns, future development patterns based on land use and zoning, natural features, access to infrastructure, adjacent roadway classifications and proximity to employment centers, universities and schools, transit lines, trails and multi-modal facilities. The context areas shall be used as the basis for planning and design of land uses and transportation facilities in the City of Tallahassee and Leon County.

DRAFT

Goal 3 [LM] – Healthy Neighborhoods and Vibrant Places:

Our community will plan for the development of healthy neighborhoods, vibrant places, and places of employment that are designed and built to be lively, inclusive, safe, and sustainable to ensure the equitable treatment and involvement of all citizens, recognize the importance of public spaces and private property, address the importance of civic and institutional uses, and account for community context.

These places will provide for:

- Recreational opportunities.
- Pedestrian and bicycle facilities.
- Healthy food options.
- Health services.
- Community services, including schools, community centers, and libraries.

Objective 3.1 – Residential Character:

Provide for connectivity and a balanced mix of residential uses that allow for greater housing diversity while protecting the character of existing, viable residential areas and neighborhoods.

Objective 3.2 – Southside Action Plan:

Develop and monitor the Southside Action Plan to align with the community's desire for a framework of action in the southern part of the Tallahassee urban area. To achieve this objective, the local governments shall develop a Southside Action Plan that complements long term public and private investment with small scale visible improvements that are relatable and community driven. This approach recognizes that the vision of Southside citizens is essential to guiding the development, redevelopment, and rehabilitation of the Southside; and that the community's vision focuses on three main areas of improvement: Beautification, Investment, and Engaged and Activated Citizens.

Objective 3.3 – Connectivity Access Management:

Require effective interconnectivity and access management to reduce vehicle trip demand, increase access and safety for bicyclists and pedestrians, and preserve the integrity of the transportation system.

Objective 3.4 – Equitable Distribution of Land Uses:

Provide for the geographic distribution of land uses in a manner that meets the needs of a growing and diverse population while ensuring that the benefits and burdens of different land uses are shared across the community equitably.

Objective 3.5 – Safety:

Prioritize safety as a foundational principle in the development and amendment of policies and guidelines. Apply best practices and best available data to land development regulations, street design, and urban design to enhance and promote the safety of all people regardless of age or ability.

Objective 3.6 – Land Development Regulations:

Maintain specific and detailed land development regulations that implement and are consistent with the goals, objectives, and policies of the Tallahassee-Leon County Comprehensive Plan.

Objective 3.7 – Urban Design:

Incorporate urban design standards and design guidelines into the City of Tallahassee and Leon County Land Development Regulations to support distinctive and adaptable places that promote engaging, accessible, and safe public spaces.

Goal 4 [LM] – Greater Housing Diversity:

Our community will strive for greater housing diversity that expands affordable housing opportunities and housing options for people with varying income levels, offers more flexibility for people in different stages of life and with different abilities, and promotes options that are supported by transit, on-demand, and non-motorized forms of transportation.

While working toward greater housing diversity, our community will:

- Protect the character of existing, viable residential areas through neighborhood design, building types, buffering, and screening.
- Promote development practices to support:
 - Neighborhoods that are diverse in use and population.
 - Communities that are designed for people walking, riding bicycles, and using transit as well as driving motorized vehicles.
 - Places that offer inclusive access to public spaces and community institutions.

Objective 4.1 – Missing Middle Housing:

Ensure diverse housing options along a spectrum of affordability and housing types in residential areas to support walkable neighborhoods, neighborhood commercial uses, and public transportation options. Allow for diverse housing options in new and existing neighborhoods to ensure that the housing types are not homogeneous and provide a solution to the mismatch between the available housing stock, shifting demographics, and growing demand for walkability.

Objective 4.2 – Mobility Based Housing Incentives:

Provide density bonuses and other incentives that encourage compact, mixed-use communities near transit and trail corridors and mobility hubs.

Objective 4.3 – Affordability:

Provide density bonuses and other incentives that expand affordable housing opportunities and options for people with varying income levels, including opportunities and options not adequately supplied by the market.

Objective 4.4 – Family Heir Subdivisions:

Provide a hardship provision by which owners of property outside of the Urban Boundary who meet defined eligibility requirements may have the ability to create smaller parcels of land for family members for use as homesteads.

Goal 5 [LM] – A Robust Economy:

Our community will facilitate the development, attraction, and cultivation of innovative businesses and associated job creation to position the local economy for sustained, directed growth, raise the quality of life for residents, and alleviate poverty in the community.

Our community will foster a robust economy by:

- Supporting target industry cluster development and innovation districts.
- Retaining and creating new employment opportunities emphasizing Tallahassee-Leon County's target industries.
- Reducing barriers to starting and growing businesses.
- Increasing access to job opportunities and training.
- Ensuring adequate and suitable lands are designated for commercial and industrial uses.

Objective 5.1 – Economic Health:

Initiate community planning, urban development, and redevelopment strategies that prepare businesses, production facilities, trades, and related activities that provide the livelihoods of the population to withstand positive and negative changes in the economy and to continue providing jobs and incomes to support the community.

Objective 5.2 – Innovation, Industry, and Manufacturing:

Provide land uses in sufficient quantities and in appropriate locations that allow for entrepreneurship and job creation through technology, industry, manufacturing, and similar activities.

Objective 5.3 – Airport Access:

Provide access to the Tallahassee International Airport to ensure the movement of people and commerce while maintaining the safety and security of the airport.

Objective 5.4 – Freight and Cargo:

Provide a network of transportation facilities that are coordinated across different modes of travel to support the movement of freight and cargo.

Objective 5.5 – Post-Disaster Redevelopment Planning:

Plan for post-disaster recovery and redevelopment to help resume economic activities following damage or destruction by a natural or human-made disaster.

Objective 5.6 – Intergovernmental Coordination:

Increase the economic strength of the Tallahassee Metropolitan Statistical Area (MSA) by leveraging opportunities, programs, land uses, and transportation facilities across the region to grow existing businesses and attract new businesses.

Goal 6 [LM] – A Balanced Transportation Network:

Our community will provide a balanced and viable transportation network with convenient and context-sensitive options, so pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities can travel safely around the community.

The transportation network shall:

- Include streets, sidewalks, bicycle lanes, shared use paths, trails, aviation facilities, rail lines, transit, and on-demand transportation options.
- Account for land use context, right-of-way constraints, and the short-term and long-term costs of transportation infrastructure.
- Account for emerging technologies and best practices.
- Discourage the negative effects roadway widening can have on neighborhoods and community character.
- Provide safe routes to schools and options for the transportation disadvantaged and vulnerable road users.
- Maintain adopted quality of service measures.
- Be coordinated between the City and County, with neighboring jurisdictions, and with regional, state, and federal agencies to cooperatively plan and manage transportation systems that are within the community but managed by FDOT.

Objective 6.1 – Land Use and Transportation Coordination for Livability:

Coordinate land use and transportation systems that foster vibrant communities with compact urban forms and a mixture of uses to minimize travel distances, reduce greenhouse gas emissions, and enhance pedestrian, bicycle, and transit mobility.

Objective 6.2 – Network Connectivity Improvement:

Improve the balance, connectivity, and capacity of the multimodal transportation network.

Objective 6.3 – Context Based Mobility:

Plan, design, and build the transportation system to reflect the existing context areas and what the context areas will be in the future based on land use and zoning.

Objective 6.4 – Complete Streets:

Design, construct, and operate streets and roads to provide safe, convenient, and context-sensitive access for pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities.

Objective 6.5 – Bicycle Facilities:

Develop a network of bicycle facilities that provides safe, comfortable, and direct connections throughout the community.

Objective 6.6 – Pedestrian Facilities:

Improve walkability by designing and providing facilities that create an environment where walking is useful, safe, comfortable, and aesthetically interesting. Prioritize the pedestrian network over other transportation modes in the most urbanized and densely populated areas of the community.

Objective 6.7 – Transportation Demand Management:

Leverage transportation and parking demand management strategies to promote system efficiencies and alternate modes of travel and to spread the travel demand across more hours of the day.

Objective 6.8 – Transportation for the Disadvantaged:

Coordinate transportation options to empower members in the community who are unable to provide their own transportation to vital services, including seniors, and individuals with disabilities, people with low incomes, and children at risk.

Objective 6.9 – Transit:

Ensure that the community is well-connected via transit to major activity centers, transit stops and waiting areas are safe and comfortable, and transit is coordinated with other modes of transportation.

Objective 6.10 – Aviation:

Provide aviation facilities to meet the demand for commercial service, general aviation, freight and cargo, advanced air mobility, and military services and to enhance aviation and airport development opportunities.

Objective 6.11 – Rail:

Accommodate and mitigate impacts of existing rail-based freight and cargo services, support opportunities for commercial passenger service, and coordinate with rail owners to enhance the safety of existing crossings and seek additional safe crossings for pedestrian and bicycle users.

Objective 6.12 – Mobility Hubs:

Support and incentivize the creation of mobility hubs to serve as connection points between public and private shared mobility services and multimodal options.

[Add to glossary] Mobility hub: A central location where a variety of multimodal options are available for people to choose from. These can vary in size, location, and offering. Mobility hubs support a strong multimodal network by providing connectivity between modes, and can provide supportive amenities such as electric charging, bicycle storage, and restrooms.

Objective 6.13 – Intergovernmental Coordination:

Coordinate with neighboring jurisdictions, the Florida Department of Transportation, and the Capital Region Transportation Planning Agency to effectively plan and manage transportation systems that extend beyond jurisdictional boundaries.

POPULATION PROJECTIONS

The forecast population for Leon County was derived from the Florida Bureau of Economic and Business Research (BEBR) through 2050. BEBR uses a variety of techniques to project populations into the future with adjustments based on institutional populations (i.e., university students and prison inmates). The Tallahassee-Leon County Department of Economic Vitality provides a breakdown of the forecast population for Tallahassee and Leon County based on historic growth rates, population percent share, and anticipated annexation rates. This breakdown is depicted in Figure 1. The BEBR population projections do not include speculative growth,

which may include migration away from coastal areas due to environmental changes, nor does it include larger expansion plans from universities, or future development proposals which may achieve full build-out outside of the planning horizon. Due to the changing conditions in Florida, the attraction of Tallahassee and Leon County for business relocation, growth of the universities, and general development pressure, the population projections should be evaluated regularly to ensure growth and development continues to support the needs of Tallahassee and Leon County.

Source: University of Florida, Bureau of Economic and Business Research (2025-2050 Leon County projections); Tallahassee-Leon County Office of Economic Vitality (City of Tallahassee and Unincorporated Leon County 2025-2050) projections assuming continued annexations and share of population growth captured by the City between 2000 and 2020 will continue throughout the projected time horizon).



PROJECTIONS

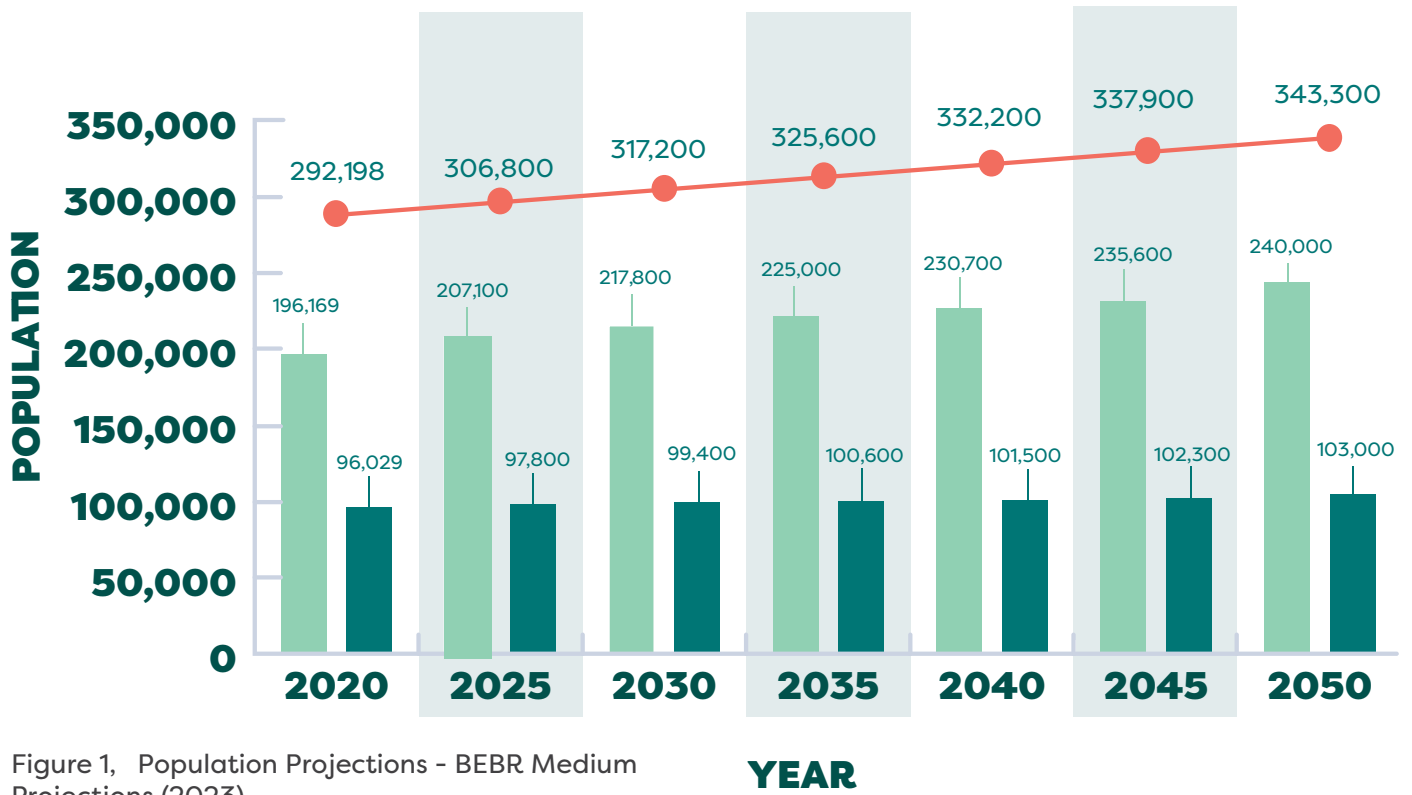


Figure 1, Population Projections - BEBR Medium Projections (2023)

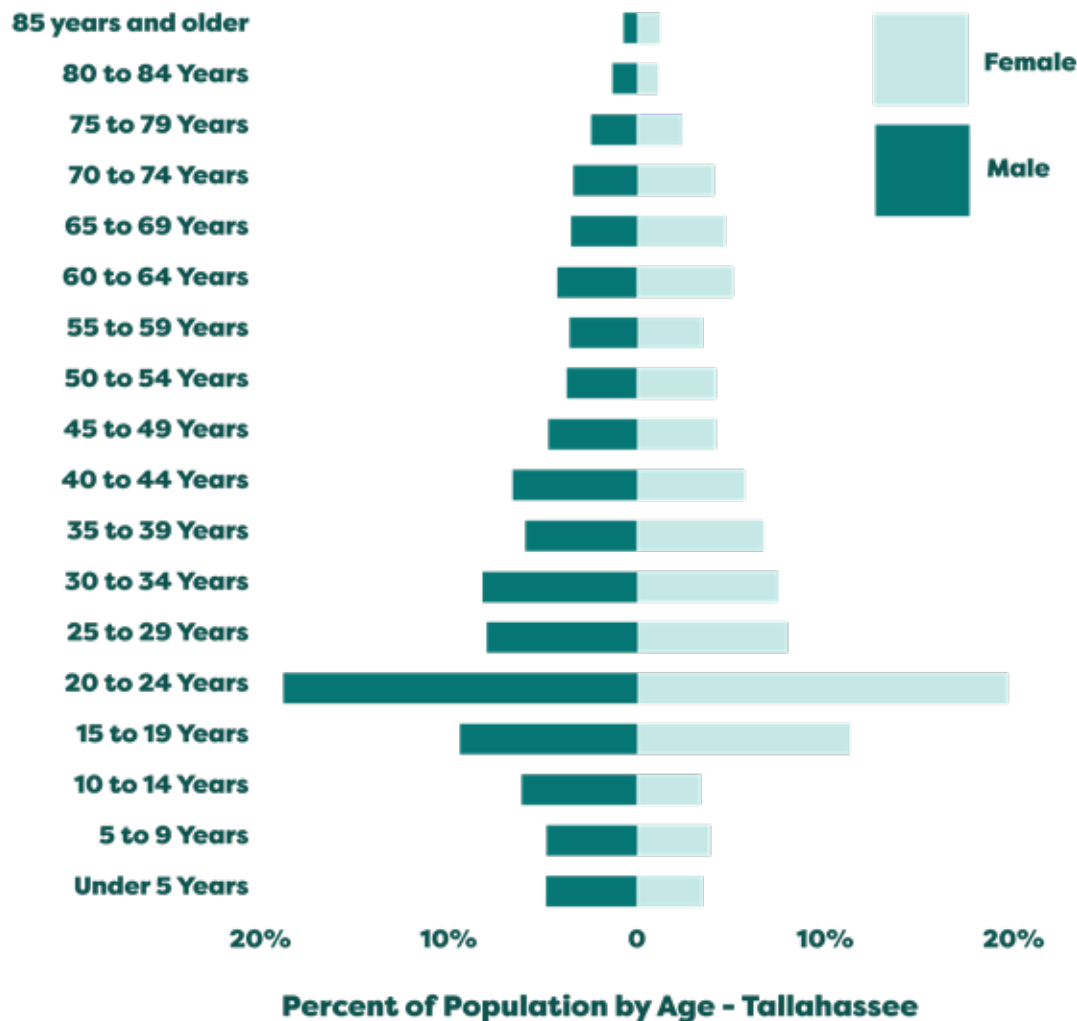
Unincorporated Leon County **Tallahassee** **Leon County**



Tallahassee-Leon County area is unique in that it is home to the state capital, the state legislature, the headquarters of all or most state agencies and departments, two tier-one higher educational institutions, Tallahassee State College, National High Magnetic Field Laboratory, state parks,

and much more. Tallahassee-Leon County is home to close to 300,000 residents, with nearly 64,000 college students. The impact of the large student population is made evident when looking at age statistics. The median age in Florida is 42.7, while the median age in Tallahassee is 27.5. With more than a quarter

Figure 2, Percent of Population by Age - Tallahassee



Source: Office of Economic Vitality (January 22, 2024), US Department of Education, Institute of Education Sciences, National Center for Education Statistics (2024), Tallahassee Growth Management, Leon County Growth Management, CoStar Property Data (2024), MOPD Residential/Apartment Dashboard (tlcgis.maps.arcgis.com, 2024, Yardi Matrix/Multi-family Market Data and Analysis, FSU News.com, Major Ongoing and Proposed Residential Development Dashboards for Tallahassee & Leon County, Florida

of Tallahassee’s population being students, the impact they have effects multiple factors within the city, such as housing, transportation, and economic development.

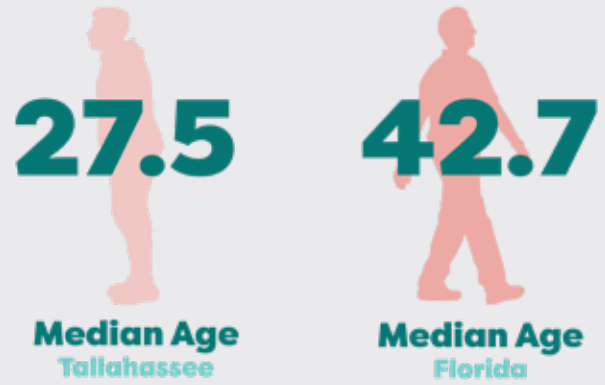
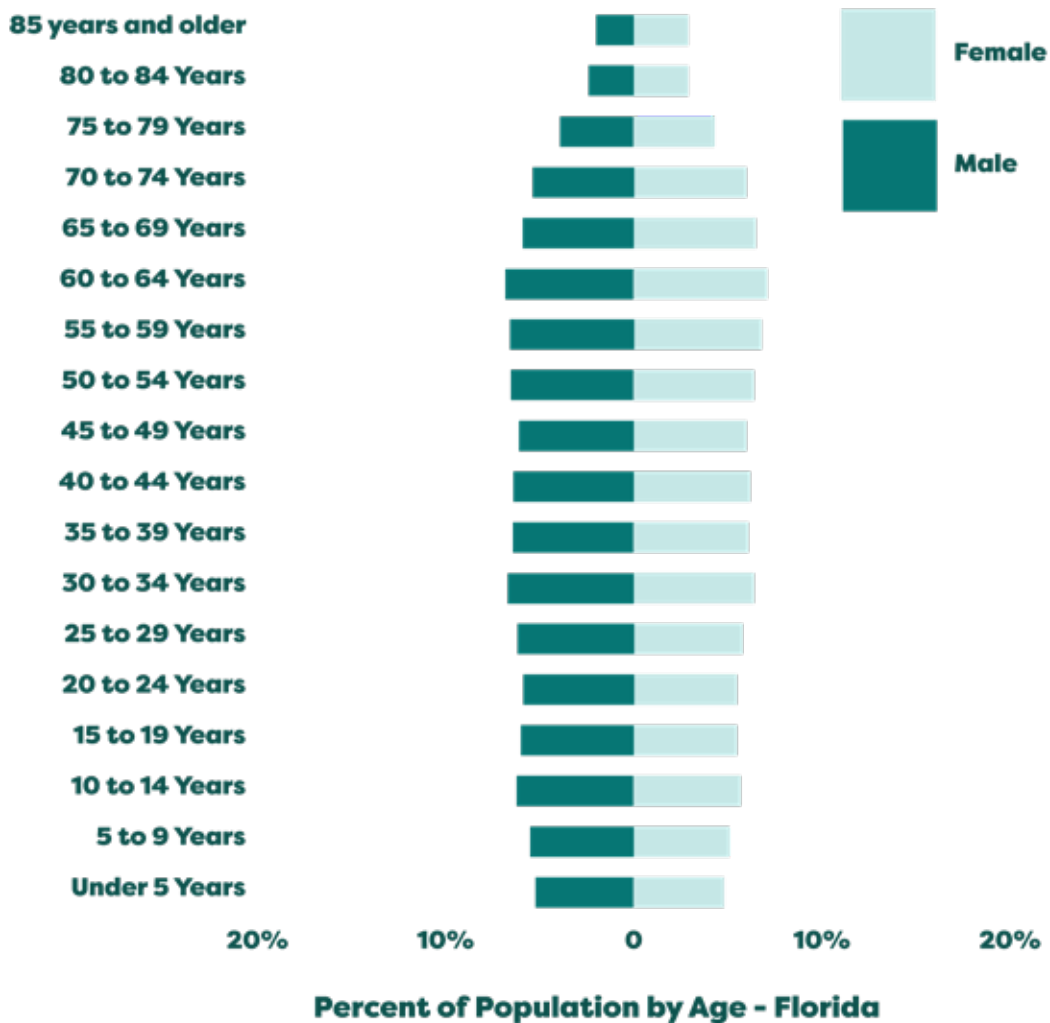


Figure 3, Median Age

Figure 4, Percent of Population by Age - Florida



FLORIDA STATE UNIVERSITY

Florida State University (FSU) is the largest university in Tallahassee. Located directly adjacent to downtown, FSU has a student population of roughly 43,000 during the Fall and Spring semesters, while reducing down to 25,500 students in the Summer semesters. Nearly 36,000 students are full-time students while the remaining are part-time students. While FSU does offer on-campus housing for almost 7,000 of its students, slightly more than 36,000 students live off campus. This results in a student population whose majority age is under 25 and living in the non-student single and multi-family dwelling units throughout the City and County.



STUDENTS

Photo credit - City of Tallahassee

TALLAHASSEE STATE COLLEGE

Tallahassee State College (TSC) is a college campus that is roughly 15 minutes west of downtown Tallahassee with approximately 12,000 students. TSC does not have any on-campus housing and relies entirely on privately owned, off-campus housing for their student body. Obtaining data accounting for student activity between semesters was not publicly available at TSC; as a result, there are limitations in comparing the student population that shifts between Fall, Spring, and Summer semesters. Community colleges typically serve local residents; some may live at home with their families, while others require independent housing. A large portion of TSC's student population is under the age of 25 years old with almost 6,400 students being full-time.



Photo credit - Tallahassee State College

FLORIDA AGRICULTURAL AND MECHANICAL UNIVERSITY

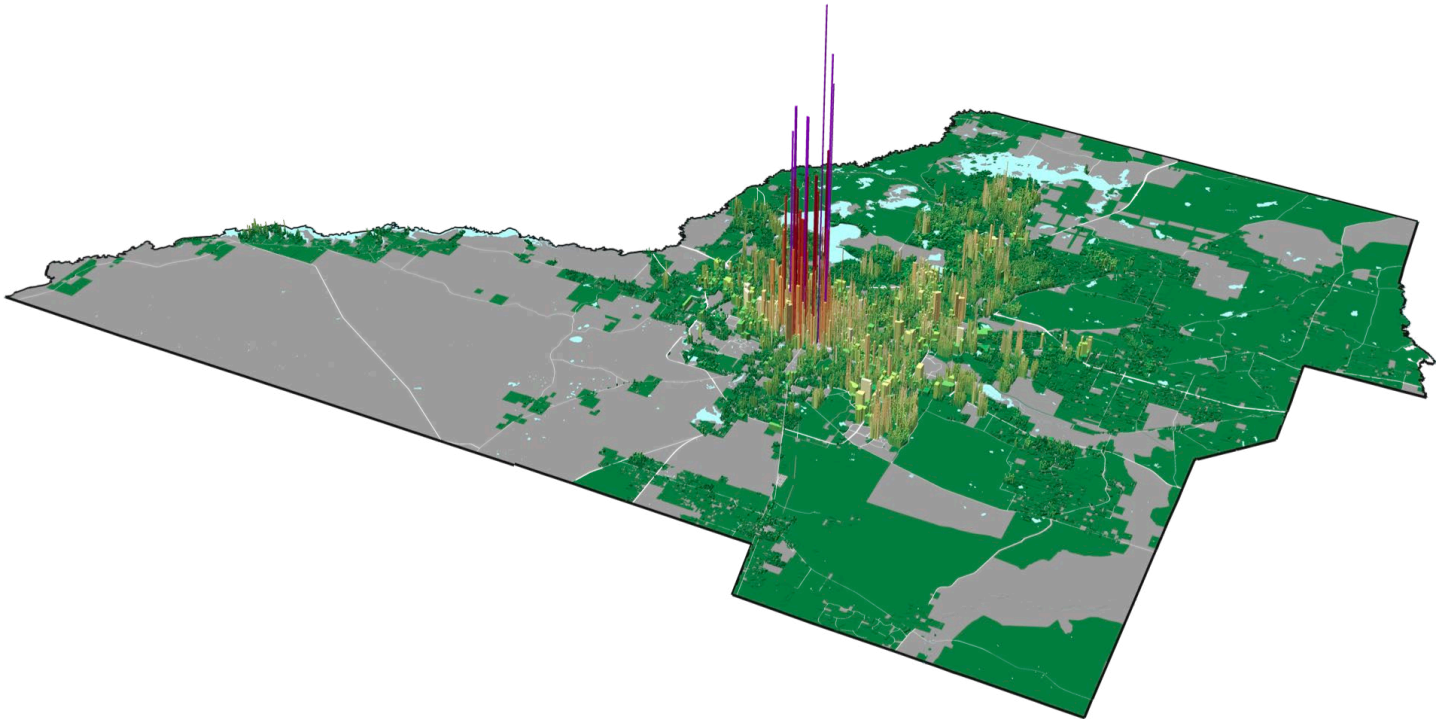
Florida Agricultural and Mechanical University (FAMU) is located just south of downtown Tallahassee with a student body of about 9,215 students. FAMU follows a similar trend as the other schools, with a peak in student population in the Fall and Spring semesters at about 8,800 students enrolled. Student populations decrease in the Summer semesters to nearly half the typical student population. On-campus housing capacity can house about 30 percent of the student population, leaving 70 percent of FAMU students to find housing accommodations off-campus in some capacity. As is with FSU, FAMU has a large number of its students under the age of 25 (7,617 students) furthering the trend of young adults making up a significant share of the City's population.



Florida Agricultural and Mechanical University Campus

Source: <https://www.famu.edu/about-famu/index.php>

Economics of Community Design



Tallahassee/ Leon County Florida

Glossary

Assessed Value

The valuation of a real estate asset that determines the amount of property tax applicable to it.

Geoaccounting

Process of mapping a community's revenues and expenditures to understand how different land uses and development patterns perform financially.

Intergovernmental Revenue

Revenue that is exchanged between different municipalities or levels of government.

Infill Development

The process of developing vacant or under-utilized parcels within existing urban areas that are already largely developed.¹

Land Uses

Regulating the use of land to achieve urban and regional planning goals; land uses include commercial, residential, industrial, agricultural, open space, recreational, etc.

Lifecycle Cost

The whole range of maintenance, operations, and capital replacement that may happen multiple times over the full lifespan of a capital asset. These costs occur at different times but are eventual certainties.

Medium-Density Residential

Multi-unit housing that is consistent in scale and form to the single-family detached building typology, but has fewer people per geographic area than high-density residential.

Mixed-Use Development

A development that combines two or more land uses in a project.

Neighborhood Roads

Local or residential streets that provide primary access to residential areas; these streets are below collectors in the road classification hierarchy.

Parcel

Area of land that is owned (i.e. lot, plot).

Public Revenues

The taxes, fees, and other money collected from residents and converted by governments into public services and maintenance.

Value Per Acre (VPA)

A metric used to evaluate the effectiveness of land use policy; property value divided by acres utilized.

About the Author

URBAN3

Urban3 is a consulting firm specializing in land value economics, property tax analysis, and community design. Our approach bridges the gap between economic analysis, public policy, and urban design. Our work will empower your community with the ability to promote development patterns that both secure its fiscal condition and create a strong sense of place.

We provide communities with an in-depth understanding of their financial health and built environment by measuring data and visualizing the results.

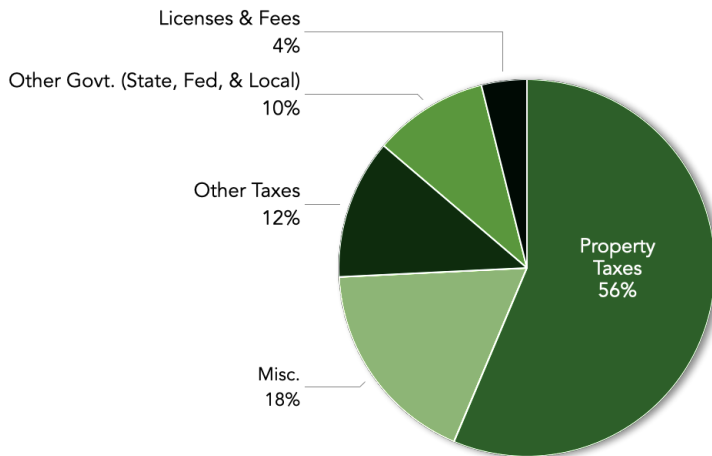
¹ Source: mrsc.org

Understanding Local Finance

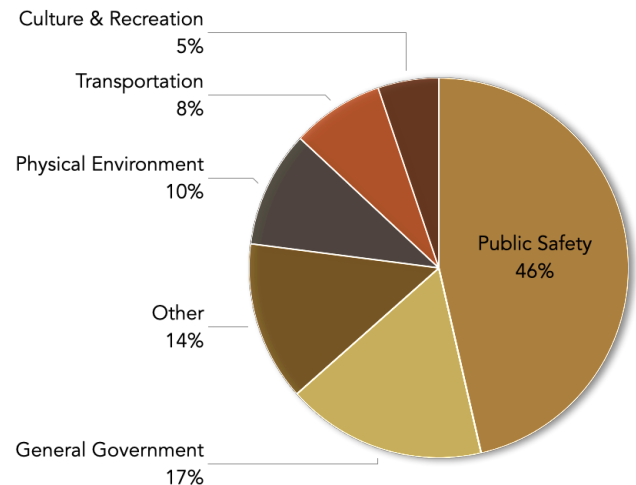
To understand the financial health of a community, we must begin by understanding the underlying tax structure. Most communities rely on a mixture of revenues, primarily from taxes, users fees, and state and federal government. Taxes tend to comprise a large share of local revenue. Communities use these funds to run their

government, pay for public services, and build and maintain infrastructure. When available, spatial data allows Urban3 to map and visualize both tax revenue and infrastructure costs, an approach we call "geoaccounting." We use geoaccounting to uncover the relationship between land use decisions and public revenue production.

Revenues: \$317.9M



Expenditures: \$317.9M



2023 General Fund overview for Leon County
Source: leoncountyfl.gov

Considering the entirety of Leon County and Tallahassee, there is a high degree of spatial overlap. Though each jurisdiction has different roles to play for the public (shown in the various budget charts), they very clearly serve a highly overlapping populace.

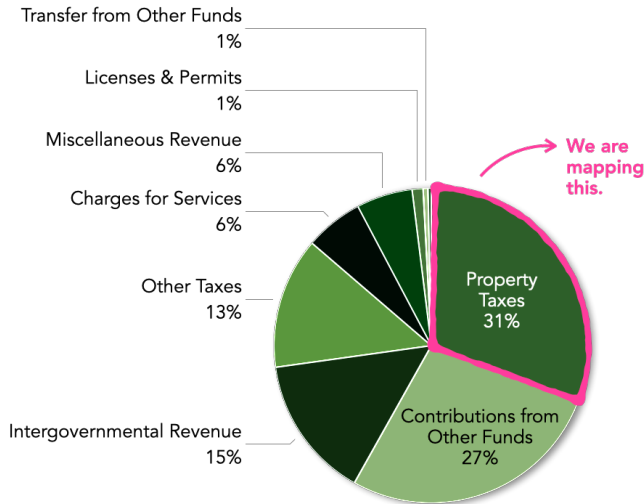
The county is primarily funded by property

tax at 56% of the budget in 2023. Considering county expenditures, new development or redevelopment can increase property value to help pay for services. Capitalizing on existing transportation and recreation resources while minimizing the expansion of public safety needs can make new revenues exceed new costs.

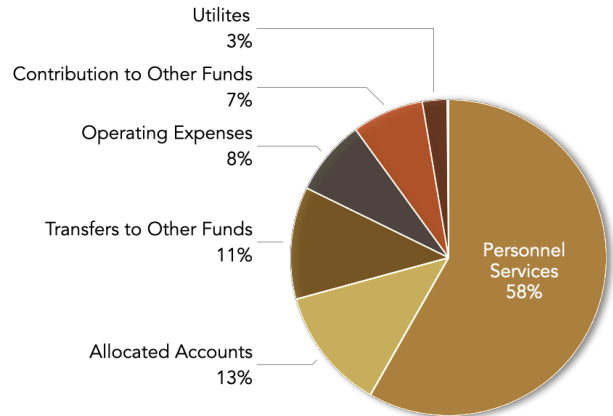
How Your Property Tax Bill is Calculated

$$\text{Assessed Value} - \text{Homestead \& Other Exemptions} = \text{Taxable Value} \times \text{Mill Rate} = \text{Tax Bill}$$

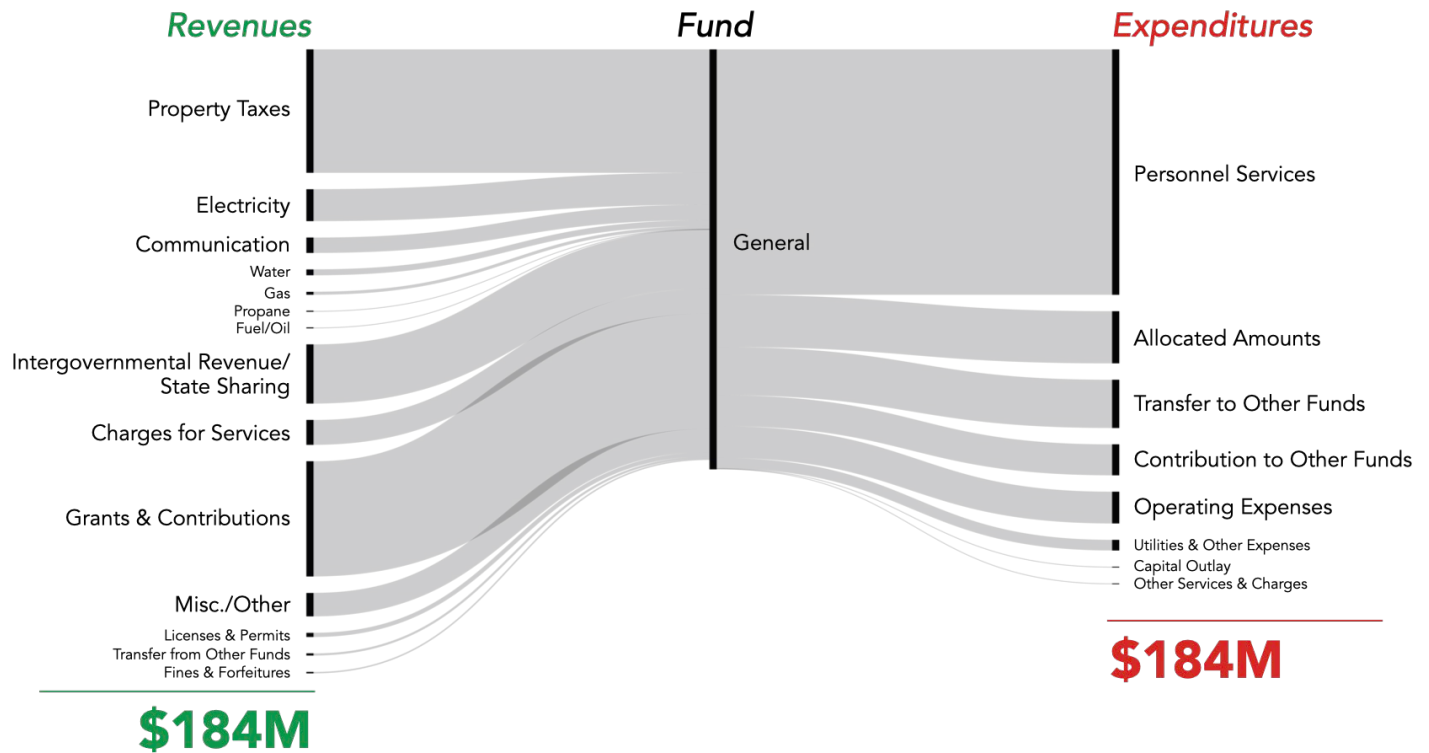
Revenues: \$184M



Expenditures: \$184M



General Fund overview for City of Tallahassee
Source: 2023 Annual operating budget



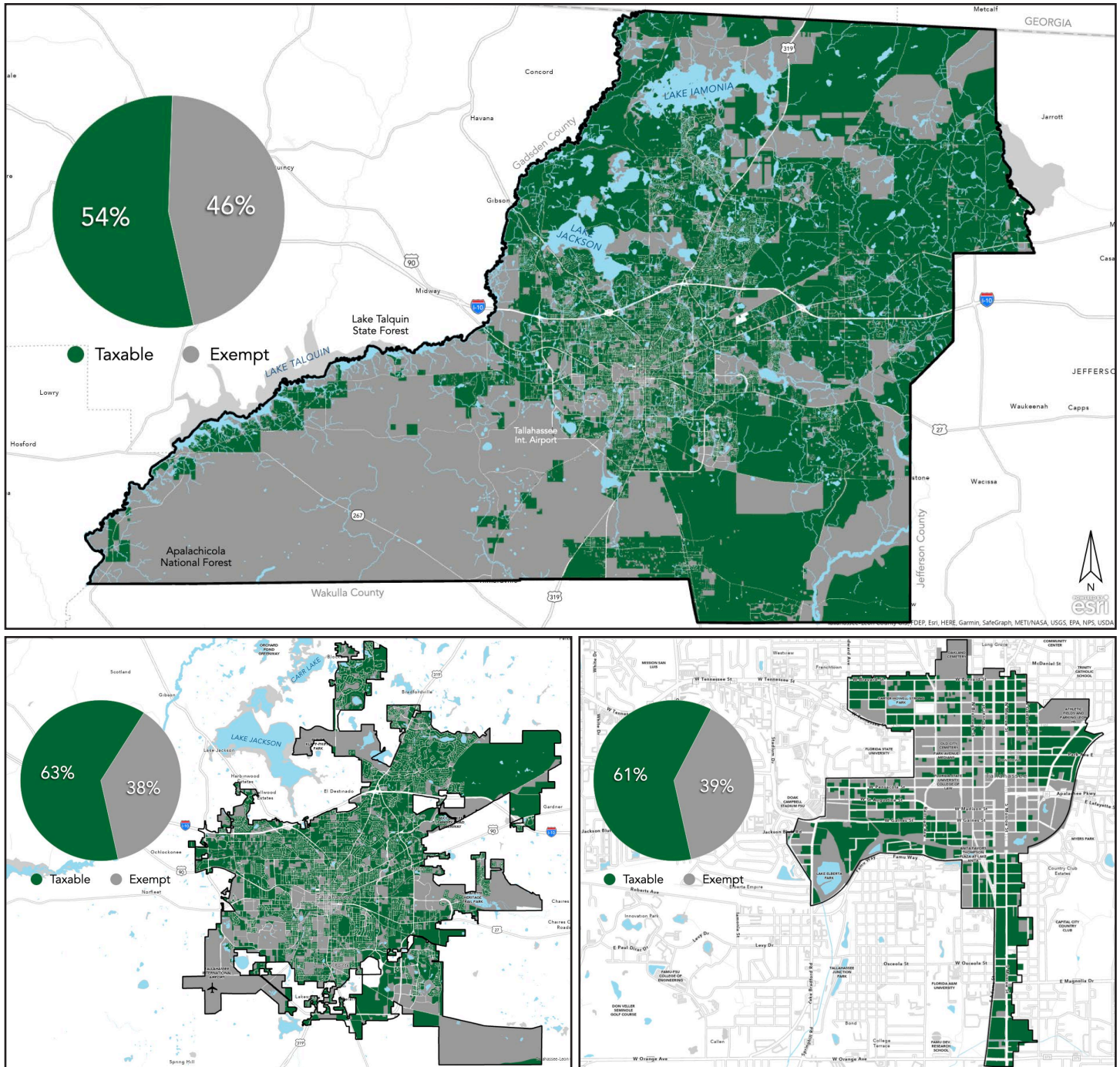
Sankey diagram (sometimes known as a butterfly diagram) depicting Tallahassee's Fiscal Year 2023 annual budget
Source: Tallahassee, FL

The diagram above depicts the flow of Tallahassee's \$184 million fiscal activity beginning from their revenue sources into different funds and their expense categories. For this analysis, we were primarily interested in understanding the General Fund. For Fiscal Year 2023, Tallahassee collected over \$184 million for its General Fund, as shown in the pie charts on the previous page. Of that \$184 million, approximately \$27.6 million

(15%) was Intergovernmental Revenue, which includes funding (grants) from other government entities such as state-collected income tax that is redistributed to the county. The second-highest source of revenue was Contributions from Other Funds with a contribution of \$49.7 million (27%). Property Taxes make up \$57 million (31%) of the revenue, making it the largest source of revenue in Tallahassee.

When public revenues vary geographically, comparisons can be made to other spatially relevant factors, such as development patterns, commuting patterns, and public investment.

Analyzing both the source of government revenues and the patterns they come from is critical to planning for a strong financial future.

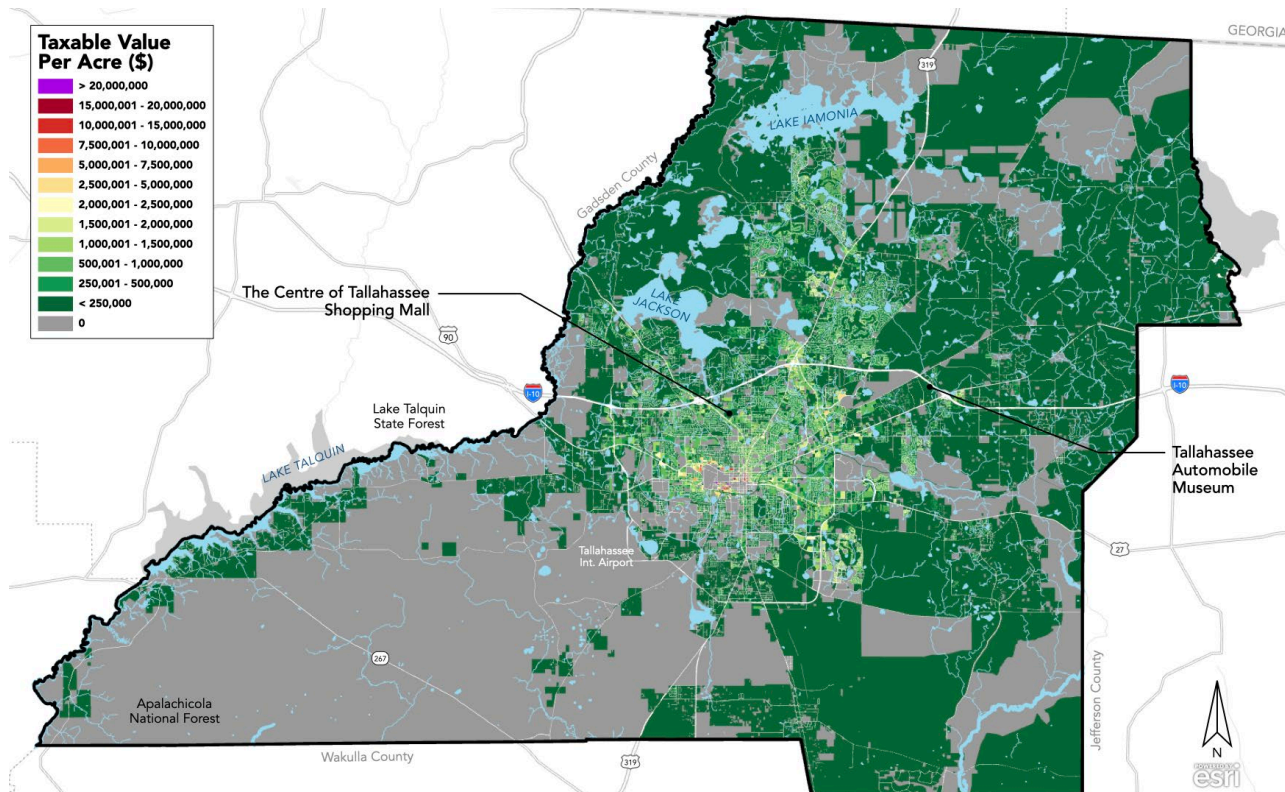
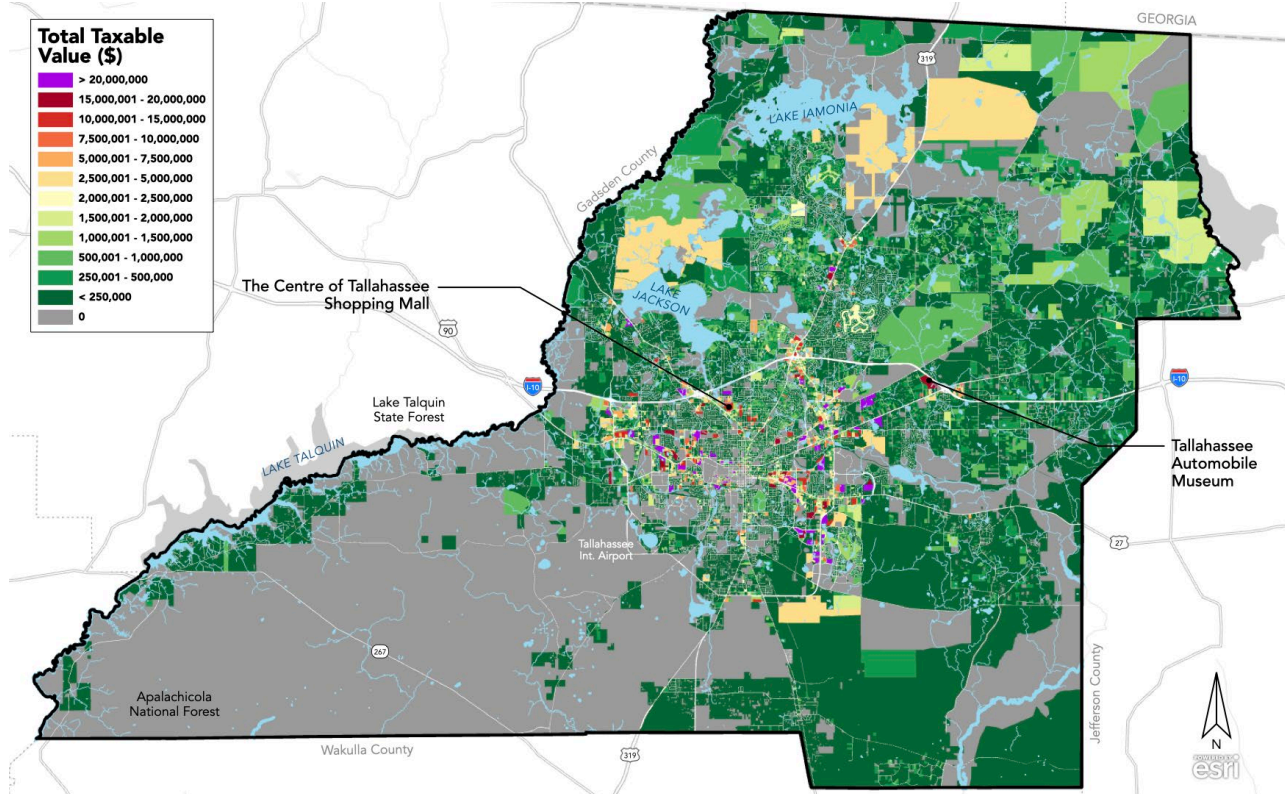


Maps depicting taxable and exempt land for Leon County (top), City of Tallahassee (bottom left), and Downtown Tallahassee (bottom right).
Source: Leon County Property Appraiser

Non taxable (exempt) land usually includes the institutions that serve us, such as public parks, libraries, or other government buildings. While these institutions provide important amenities and services to the public, they simply don't help

fund other services such as infrastructure or public safety. In instances of robust infrastructure and service provision needs, non taxable land uses will need to be supplemented by taxable land uses that are highly fiscally productive.

Value Per Acre

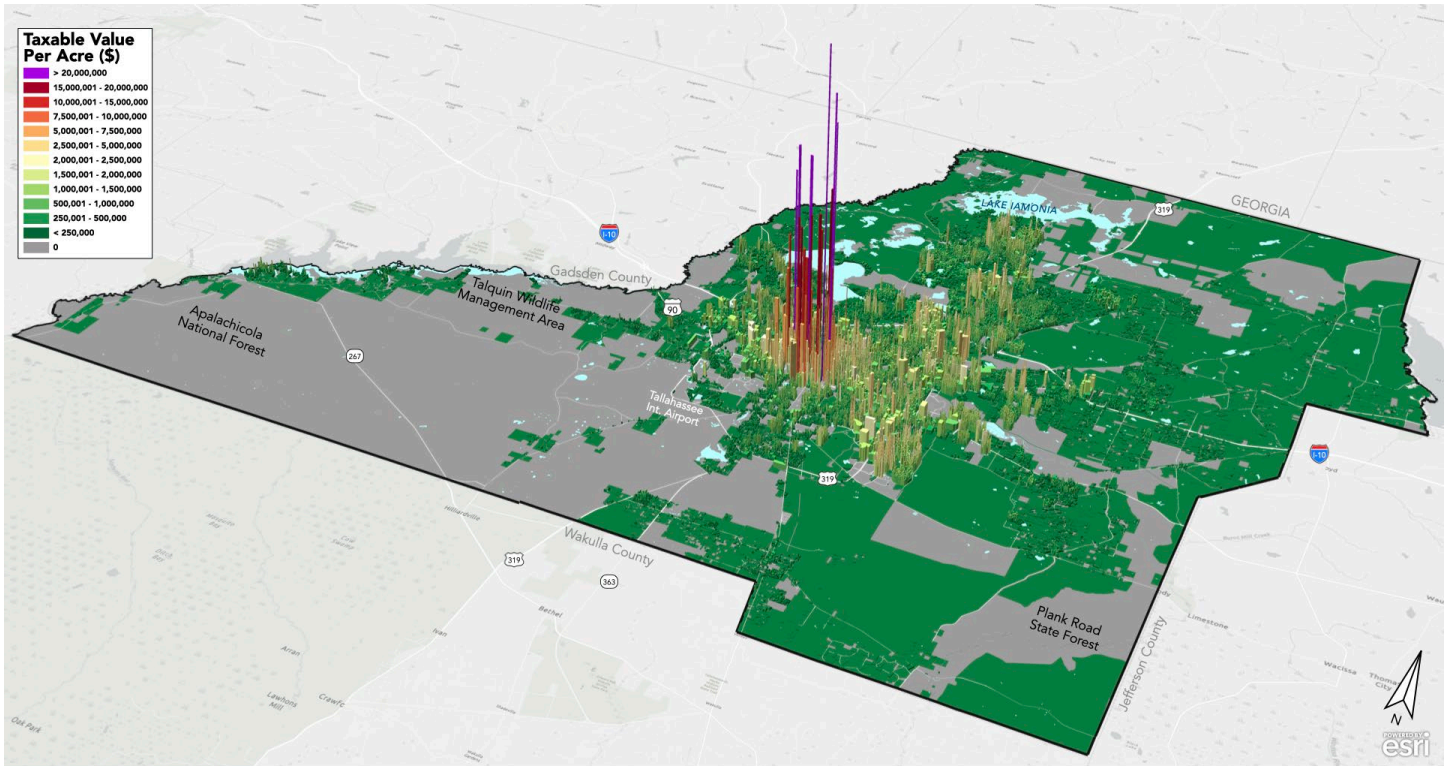


Leon County's total taxable value (top) vs. Taxable Value Per Acre (bottom)
Source: Leon County Property Appraiser

Total taxable value is one way to analyze the overall value of a city, but when it comes to understanding economic productivity, it is not always the most useful. Urban3’s analysis focuses on the “per acre” metric as a unit of productivity. After all, cities and counties are, at their simplest, finite areas of land. How that land is used has a direct effect on municipal budgets. The per acre metric normalizes total revenues and tax values, creating direct “apples-to-apples” comparisons

utilizing land consumed as a unit of productivity.

Using VPA to compare properties is like using miles per gallon (MPG) to compare cars. When comparing cars, the miles a car can go per tank isn’t typically referenced because it only reflects the size of the tank, not how efficient the engine is. We apply the same principle to measure the financial productivity of various development types across a community.

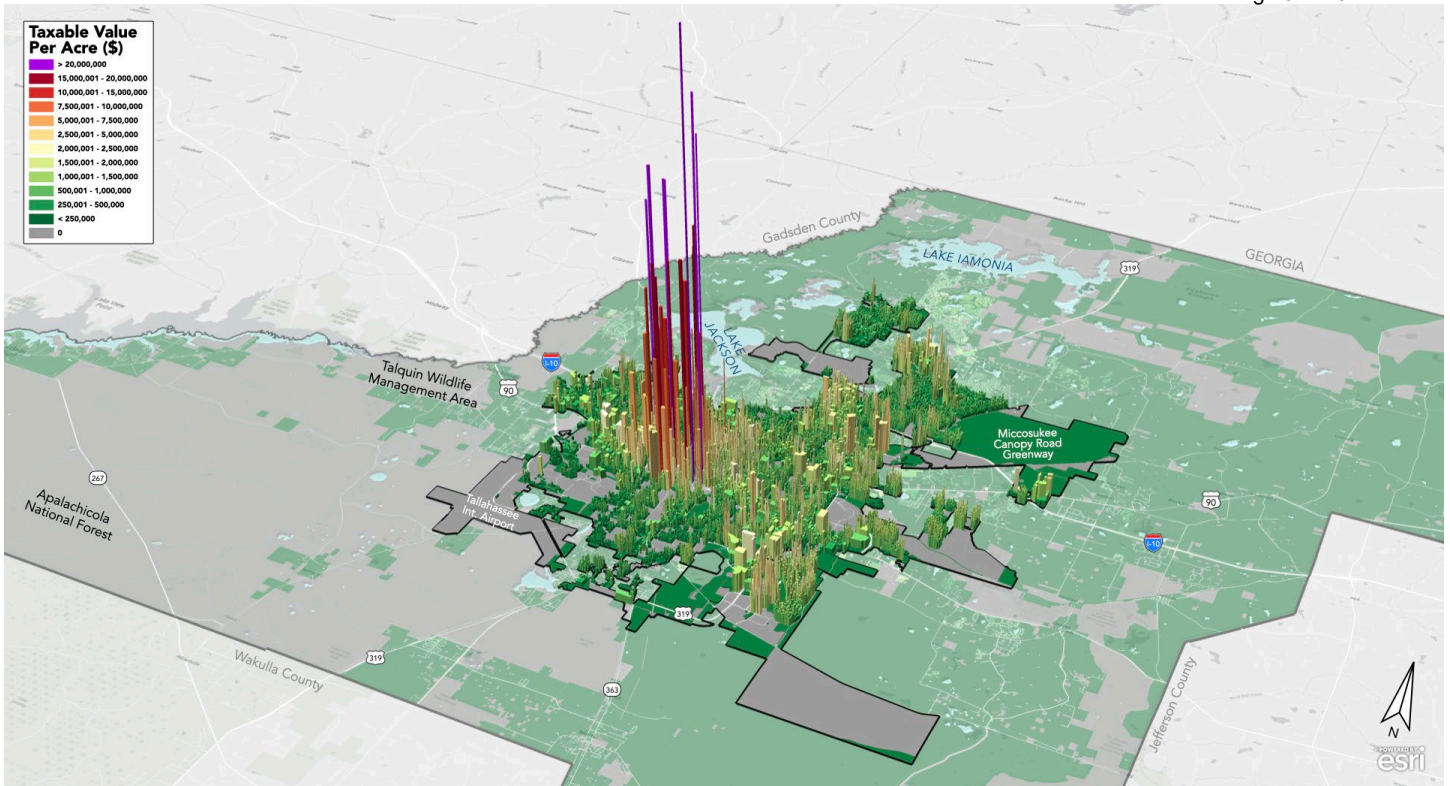


3D Taxable Value Per Acre (VPA) model of Leon County
Source: Leon County Property Appraiser

A few outstanding patterns appear in Tallahassee and Leon County. The downtown core stands out as the highest value productivity on the map, or put another way, as the most fuel efficient development patterns for all taxing jurisdictions. Within the City of Tallahassee’s developed

areas, road and utility liability appear generally consistent, but individual parcels vary widely in productivity. The areas of Leon County outside of Tallahassee exhibit relatively lower tax values per acre, but also come with a lower infrastructure burden.

“The per acre metric normalizes total revenue and tax values, creating direct “apples-to-apples” comparisons utilizing land consumed as a unit of productivity.”



3D Taxable Value Per Acre (VPA) model of the City of Tallahassee within Leon County
Source: Leon County Property Appraiser

The map and charts below lay out the varied performance of different neighborhoods. Each demonstrates how the buildings and layout of areas use up land, provide value to owners, and fund civic services. Value per acre is a fair metric for comparing each place. For example, while Downtown is both more valuable and larger

than Midtown, Midtown's average value per acre (\$721K) almost reaches Downtown's value of \$810K. Closer inspection reveals that Downtown's high productivity spikes are offset by the gray non-taxable areas, which explains why the two average value per acre measures are nearly the same.



A selection of Tallahassee neighborhoods used for comparative analysis in the following figure.
Source: Leon County Property Appraiser



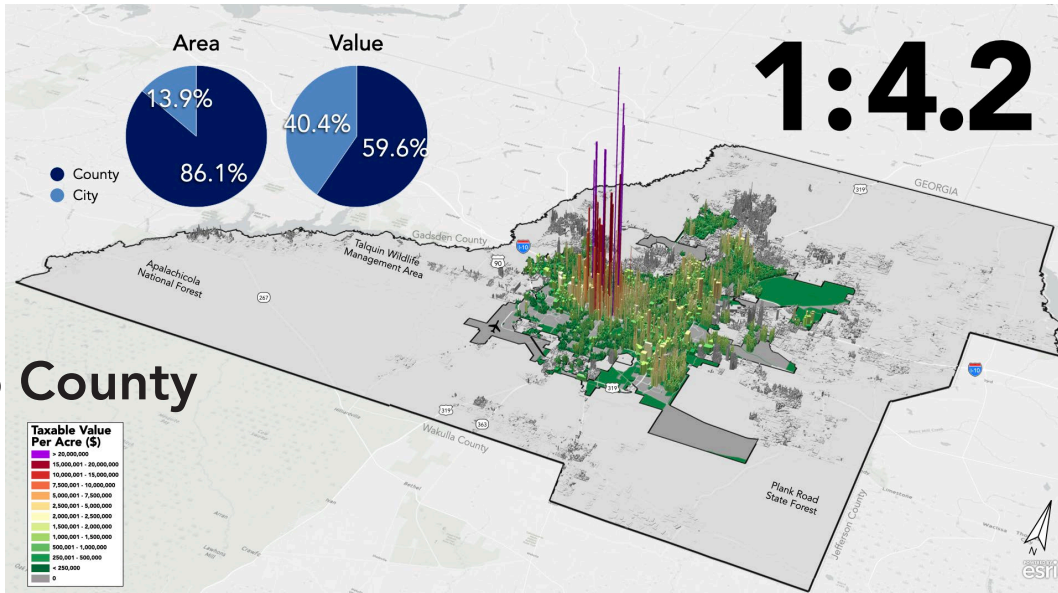
	Downtown	Midtown	Southwood	Bannerman Crossing	Frenchtown	Woodville
Total Value	\$322M	\$60M	\$125M	\$105M	\$36M	\$16M
Total Acres	400	80	190	200	130	270
Average Value Per Acre	\$810K	\$721K	\$644K	\$530K	\$247K	\$58K

Tallahassee by the numbers: Analysis of selected neighborhoods
Source: Leon County Property Appraiser, Google Maps

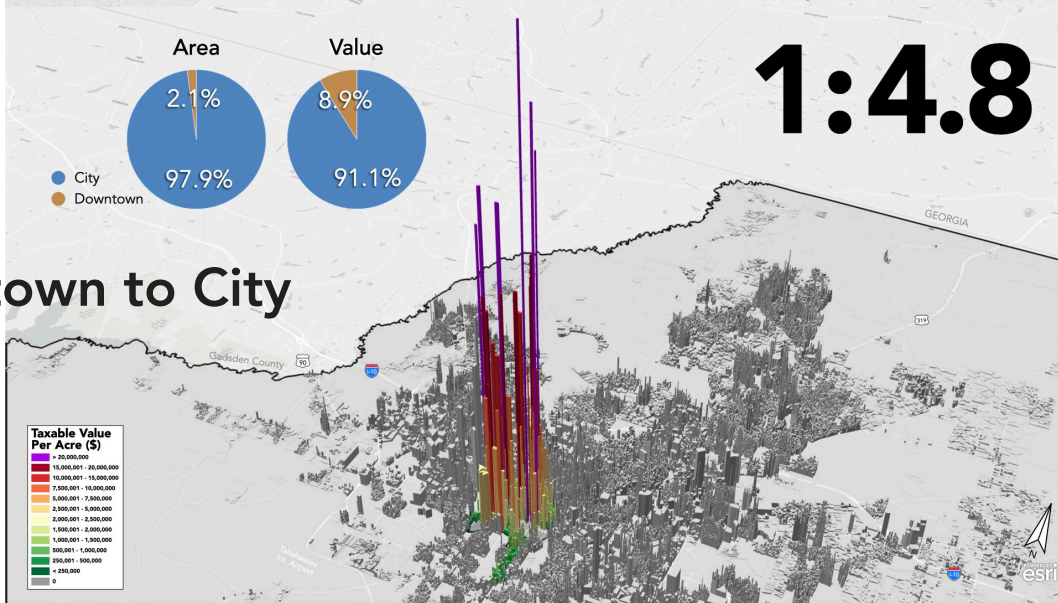
The following page compares the ratio of value to land area for three different geographies: Leon County, the City of Tallahassee, and Downtown Tallahassee. These ratios reveal the relative productivity of each of the areas. The City's value exceeds its area by a factor of 4.2, while Downtown Tallahassee's value exceeds its area by a factor of 4.8. When comparing Downtown to Leon County, its value exceeds its share of county area by a factor of nearly 19 times.

"The City's value exceeds its area by a factor of 4.2, while Downtown Tallahassee's value exceeds its area by a factor of 4.8. When comparing Downtown to Leon County, its value exceeds its share of county area by a factor of nearly 19 times."

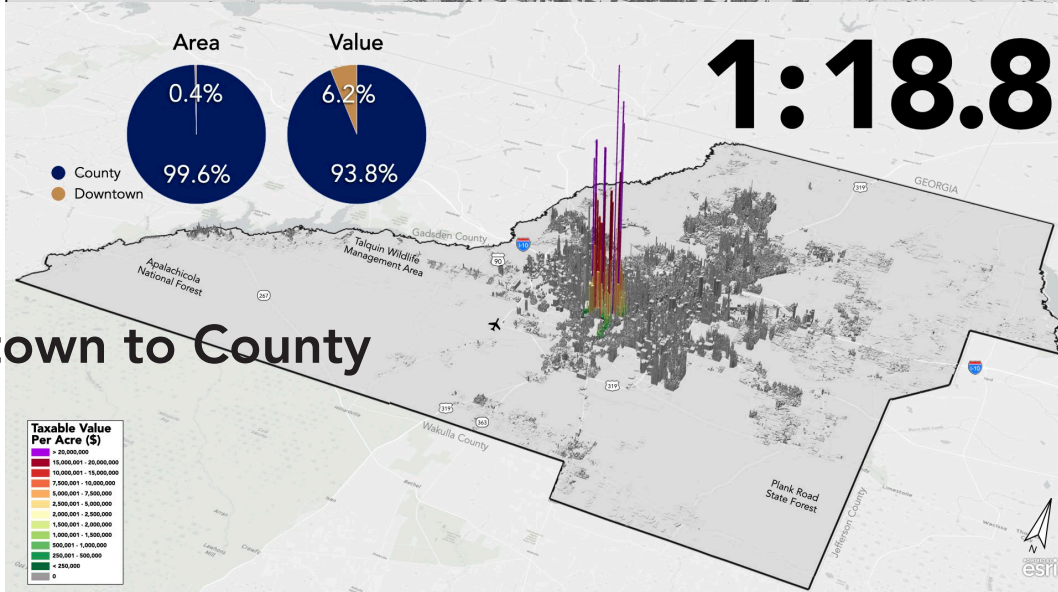
City to County



Downtown to City

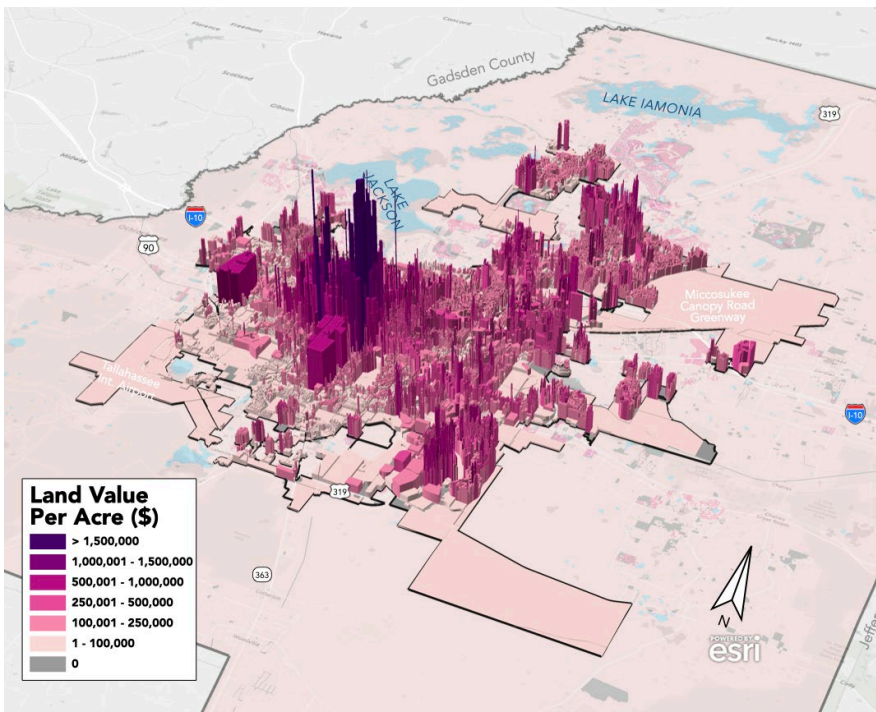
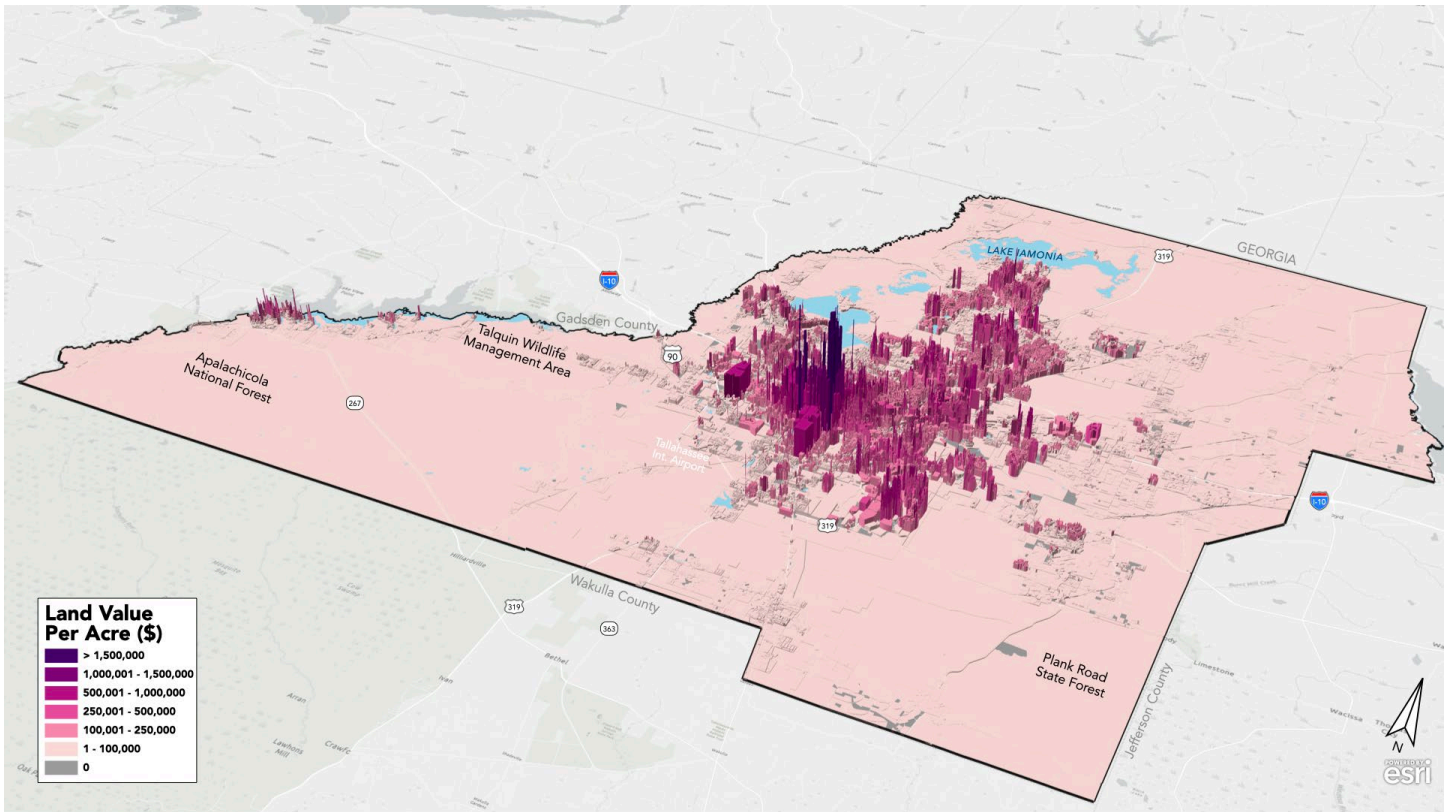


Downtown to County



Productivity Ratios comparing the financial productivity of the area relative to the value for Downtown Tallahassee, the City of Tallahassee, and Leon County. Higher ratios mean more efficient land use.
Source: Leon County Property Appraiser

Land Value Per Acre

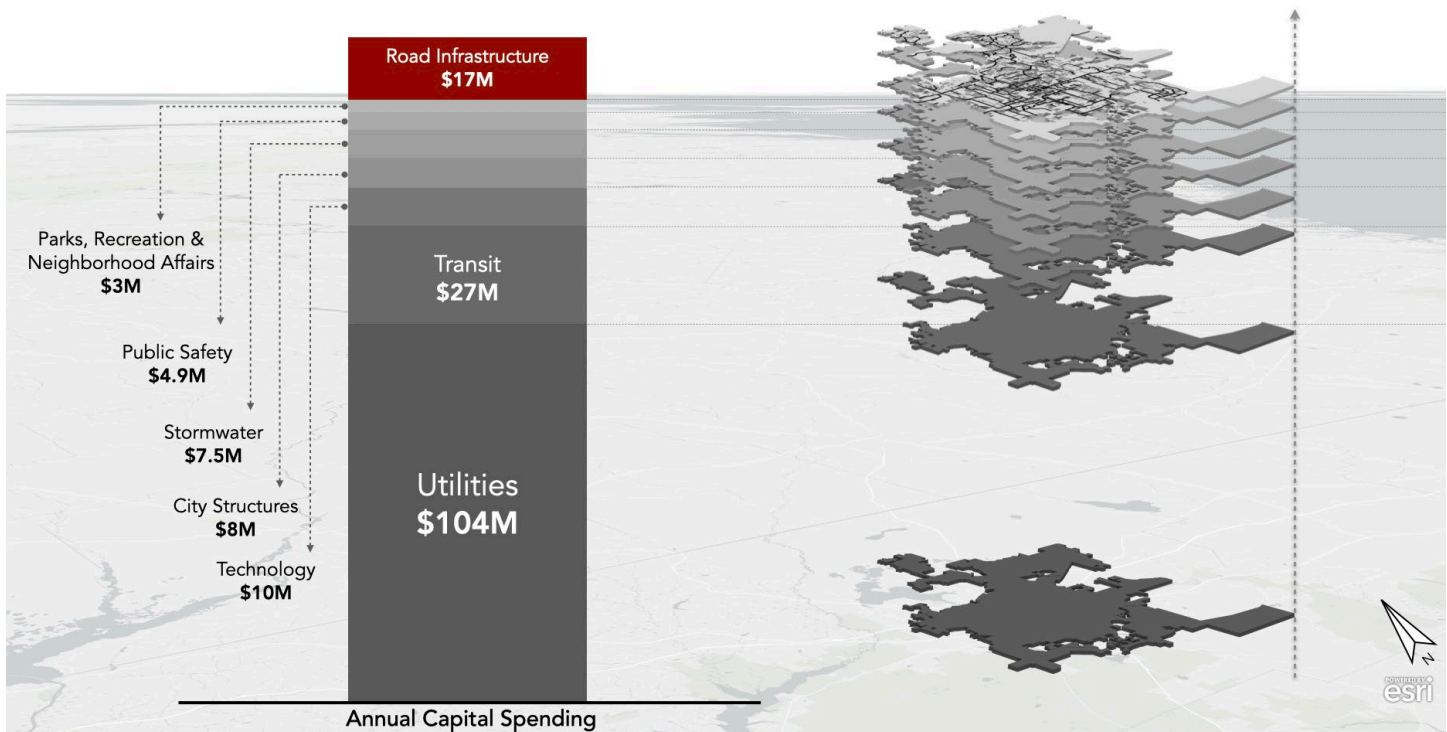


This model showing only the land value per acre reveals how much more consistent land value is over the developed areas of the community. However, some variation remains, signaling how valuable any location may be based on the price land sells for there.

For example, within the areas served by major infrastructure, the land value per acre is much higher than in rural areas. Then land value per acre shows an even higher level in areas of intense interest and infrastructure like the core and near campus.

Land Value Per Acre of Leon County (top) and City of Tallahassee (bottom).
Source: Leon County Property Appraiser

Infrastructure Analysis



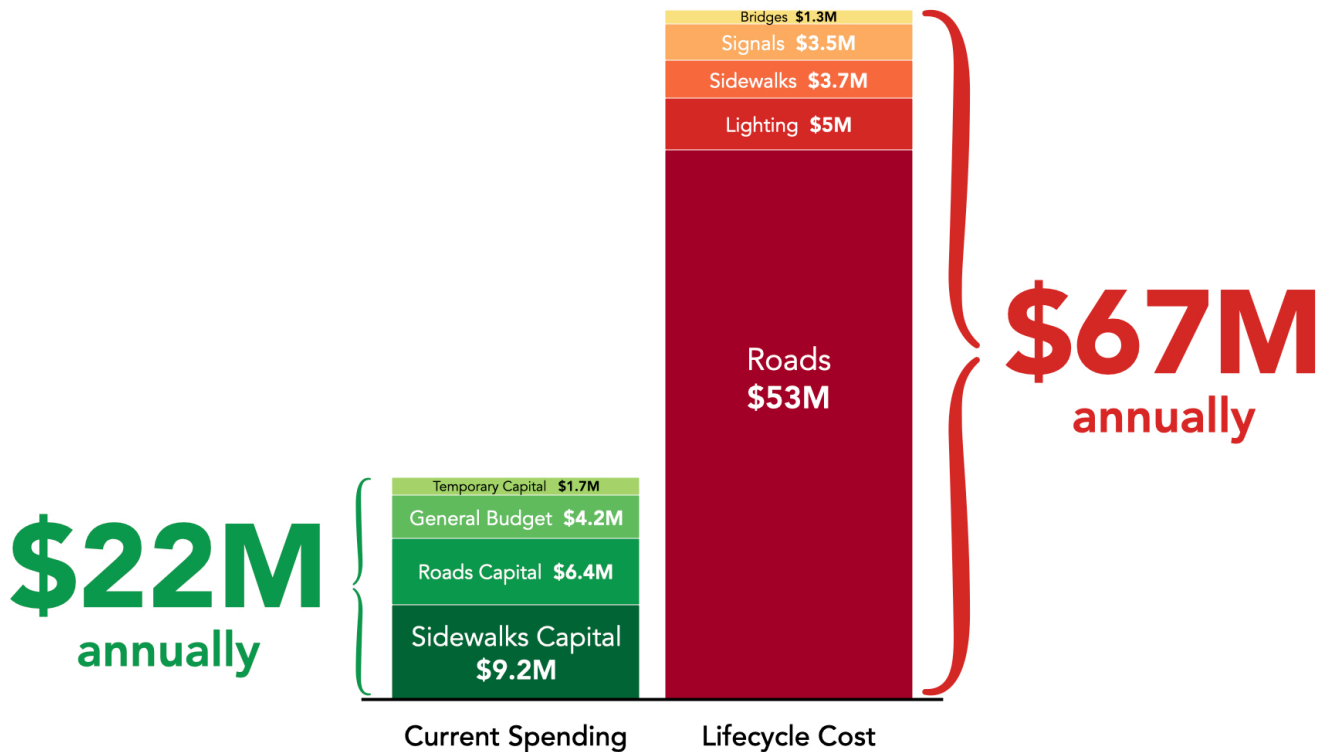
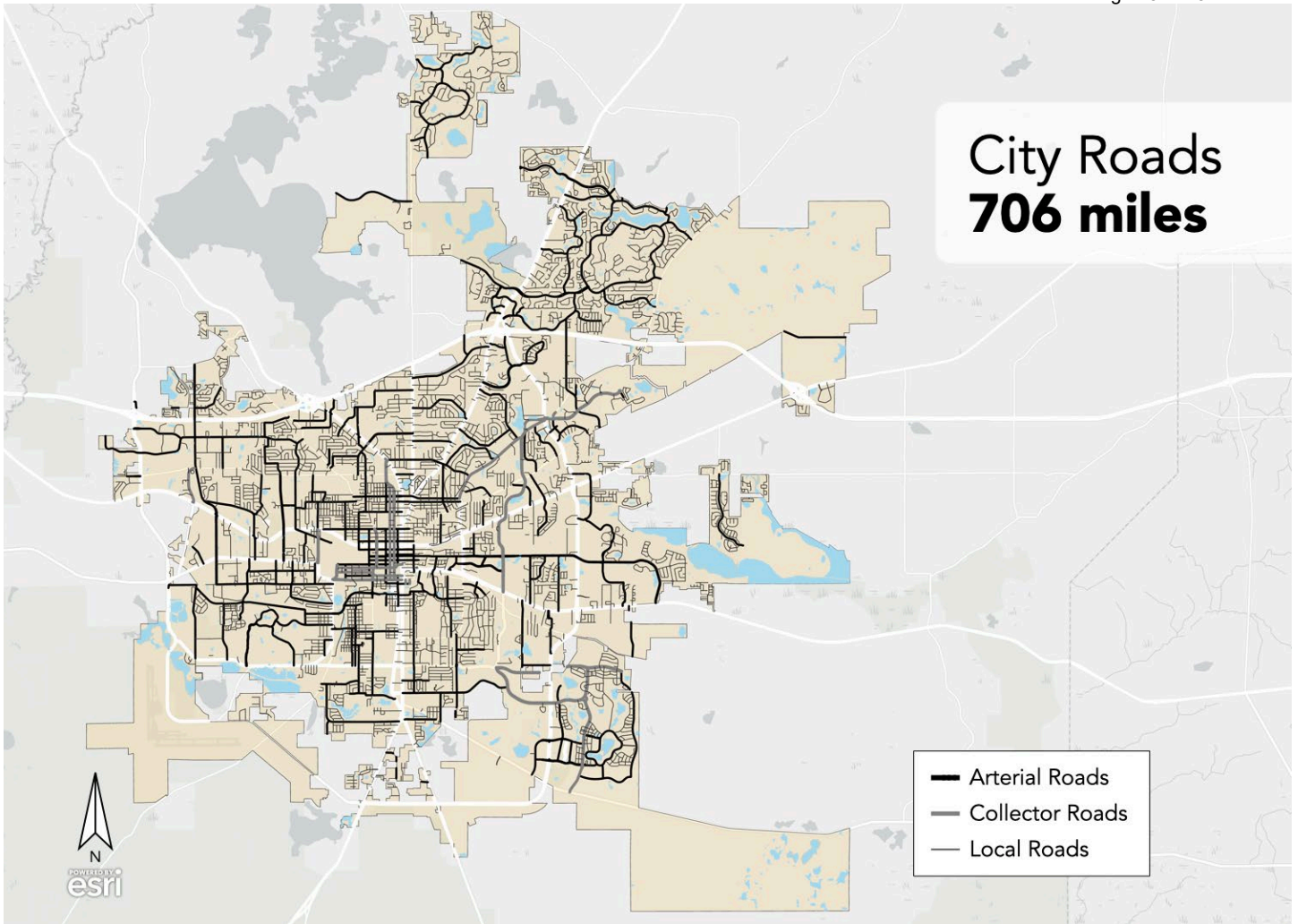
Source: Tallahassee GIS & 2023 Budget, ACFR, & Capital Plans, informing Urban3 Estimates

Any jurisdiction is responsible for maintaining and rebuilding the infrastructure that enables daily life in that place. Capital maintenance at the scale of a community ranges from annual budgets for workers in trucks to deal with leaking pipes or malfunctioning traffic lights or potholes all the way up to reconstructing decades old roads and pipes and treatment plants. These costs spread over years or decades with different starting schedules can be collected and simplified into annual lifecycle costs. Over the course of every piece of infrastructure’s lifetime a total amount will need to be spent. Considering this lifecycle cost in annual terms allows us to evaluate how current spending levels compare to needed spending on local infrastructure.

Because roads are a familiar infrastructure system with cycles of patching, replacing, and eventual reconstruction that most people have experienced we will focus on those. In Tallahassee the entire capital spending plan for everything from parks to buildings to roads and pipes averages just

over \$183 million a year for the next 5 years. The portion of this set aside for roads is just over \$17 million a year or 9% of the total capital projects. The general fund budget also brings around \$4.2 million a year to maintaining roads and keeping traffic flowing. The resulting funding is charted in green and compared to expected annual costs, shown in red. By applying Florida specific costs and repair schedules to the 706 miles of City of Tallahassee roads, an annual level of spending to keep up with costs is estimated around \$66 million a year. Even as actual revenues and costs are sure to vary from estimates, this indicates a significant gap between the funding available and spending needed to keep roadways in good working order.

In Leon County the capital plan has nearly \$8.5 million set aside for road infrastructure and the general fund budget has up to \$15.7 million in public works, but the County has less clear and available data for the estimation of potential annual cost.



Source: Tallahassee GIS & 2023 Budget, ACFR, & Capital Plans, informing Urban3 Estimates

Key Takeaways

Increase Your Value Per Acre (VPA)

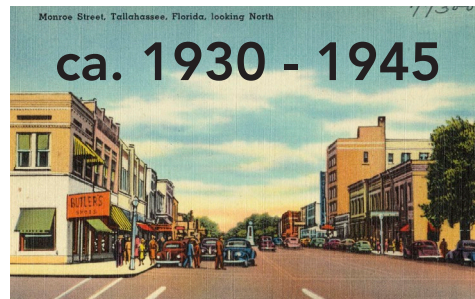
→ Thicken Up!/Use Your Land Wisely

Allowing greater density is a simple, but not necessarily easy, way to increase VPA. Essentially, allowing for greater density on a property means that greater value can be generated on that property. This means the value number in the “value divided by acres” equation will go up, while the acres will stay the same. This yields a higher VPA and greater productivity. And it doesn’t mean there has to be a dramatic increase in density. Adding even one or two units or one or two stories has a dramatic effect on productivity.

Density increases often come in the form of zoning regulation changes. Any technique that increases the amount of building per acre, whether less parking or more height or another approach, will increase the value per acre and the efficient use of infrastructure.

→ Repeat What Works

Inspecting the Value Per Acre (VPA) model allows communities to link fiscally productive areas with their associated land use types. Using a high productivity example (that is also well-liked) can guide community conversation, vision, processes, and future regulations -- ultimately allowing more high productivity places to be built.



Monroe St looking North through time
Source: floridamemory.com, digitalcommonwealth.org, Google Maps

→ Implement a Form-Based Land Development/Zoning Code

A Form-Based Code is an increasingly popular method for regulating development in a community. Unlike traditional zoning, form-based codes focus primarily on building form and site development standards, and allow a wider variety of land uses to coexist. Jurisdictions can tailor their standards to create building types that fit their local context and allow for more productive development.

Expanded Readings

Strong Towns: A Bottom-Up Revolution to Rebuild American Prosperity
Charles L. Marohn, Jr.

Walkable City: How Downtown Can Save America, One Step at a Time
Jeff Speck

Happy City: Transforming Our Lives Through Urban Design
Charles Montgomery

Confessions of a Recovering Engineer: Transportation for a Strong Town
Charles L. Marohn, Jr.

URBAN³

Data-driven storytelling

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Senior Planning Analyst	Phillip Walters
Project Coordinator	Adam Carr, AICP
Project Analyst	Gennie Gonzalez
Project Analyst	Gurleen Kaur
Graphics Specialist	Brooke Robinson

All data used in this analysis and report, unless otherwise noted, was provided by Leon County, Florida.
All maps are created with ESRI software.

urbanthree.com

Comprehensive Plan Update - Project History

The Board's consistent action and direction to update the Comprehensive Plan, leading to the issuance of this RFP for consulting services on March 23, 2021, dates back a number of years. The intent of this attachment is to document and detail the substantial steps leading to the Board action sought in this agenda item to approve consulting services.

At the FY 2014/15 Board of County Commissioners Strategic Planning Retreat held December 8, 2014, the Board of County Commissioners directed Planning Department staff to "align the land use and development plan with established community priorities, beginning with a comprehensive assessment and revision of the Land Use Element." This direction was ratified by the Board on January 27, 2015. A proposed scope and schedule were presented to the Board and City Commission at a Joint Workshop on May 26, 2015. The proposed scope and schedule were accepted by both the Board and City Commission. During the remainder of 2015, staff reformatted the Tallahassee-Leon County Comprehensive Plan to be more user-friendly and to implement the Board and City Commission direction, as detailed below.

Consistent with the accepted scope and schedule for the Comprehensive Plan update, Planning Department staff began work in 2015 to conduct an evaluation of goals, objectives and policies of the Land Use Element. The purpose of this evaluation was to identify what types of actions were needed to update and improve the Land Use Element. This evaluation was developed into, and presented to the Board and City Commission as the *State of the Land Use Element* report in spring 2016, as presented further, below. The evaluation and development of the report identified several issues that need to be addressed in the update of the Land Use Element. Some of the issues with the current Land Use Element that were identified are:

- Inconsistencies with the format and content of Goals, Objectives, and Policies.
- A breakdown of the hierarchy of goals, Objectives, and Policies. This includes orphaned objectives (e.g. objectives and policies not associated with any goal).
- The inclusion of overly detailed development regulations more appropriately contained within the land development regulations.
- Objectives and policies referencing completed initiatives and policies that call for the creation of plans and guiding documents that have since been created.
- The inclusion of dates that have passed (some with deadlines dating back to 1991).
- Changes focused on statutory requirements and specific items of interest that lack a relationship to other elements of the plan (such as policy language directly copied and pasted from Florida Statutes without local context).

In addition to these findings, this evaluation identified an opportunity to better integrate current community values into the Comprehensive Plan; specifically:

- Changing state regulations provide an opportunity to refocus policies on local priorities.
- An opportunity to integrate the Land Use and Mobility Elements to achieve shared land use and transportation goals.
- The opportunity to utilize a values-driven approach (an approach that uses community values to determine what data to collect and analyze) for these revisions to emphasize the community's vision and priorities for future growth and development.

The State of the Land Use Element report included the following recommendations:

- Move forward with a comprehensive revision to the Land Use Element to address the issues identified in this [*State of the Land Use Element*] report but maintain and expand on strong policies that continue to implement community goals for responsible growth and development.
- Utilize a values-based and data-informed planning approach to updating and revising the Land Use Element.
- Utilize recent community visioning efforts to identify current community values, priorities, and trends. Compile the findings of these analyses and integrate the results into the community outreach activities for the Comprehensive Plan Update project.
- Integrate the Land Use and Mobility Elements into a single element that jointly addresses land use and transportation.

The State of the Land Use Element report was provided to the Local Planning Agency on March 23, 2016. The report was accepted by the Board of County Commissioners and City Commission on April 12, 2016 and direction was given to staff to move forward to the next phase for updating the Comprehensive Plan by utilizing community visioning efforts. This activity was conducted to identify current community values, priorities, and trends that could be later incorporated into any Comprehensive Plan update, the outcome of which is presented below.

Preliminary Assessment of Community Values

At the joint April 12, 2016 meeting, the Board of County Commissioners and the City Commission directed staff to:

- Facilitate a discussion of community values and vision with the Board of County Commissioners and the City Commission prior to seeking additional public input.
- Refine and revise the list of preliminary community values based on direction from the Board of County Commissioners and the City Commission.
- Use the revised list of community values to develop a public participation strategy to outline an approach to gaining public feedback on community values.

To accomplish this direction, staff evaluated the following:

- County Commission's Strategic Plan
- City Commission's Key Priorities for 2016
- 2016 Work Plan for Sense of Place Districts
- 2035 Regional Mobility Plan
- 2040 Regional Mobility Plan
- Imagine Tallahassee
- Leon County Sales Tax Committee Final Recommendations regarding the continuation of the Local Government Infrastructure Surtax
- Blueprint 2000 and Beyond report
- Apalachee Ridge Estates Neighborhood Renaissance Plan
- Providence Neighborhood Renaissance Plan
- Capital Cascades Sector Plan
- Lake Bradford Sector Plan
- Oak Ridge Sector Plan
- South Monroe Sector Plan
- West Pensacola Sector Plan
- Southern Strategy Area Report
- South City Technical Assistance Panel Report

This evaluation was compiled into the Preliminary Assessment of Community Values report, which identified and summarized the major themes of these visioning efforts consistent with the direction received from the Board and City Commission on April 12, 2016. The Preliminary Assessment of Community Values was accepted by the City Commission on May 18, 2016 and the Board of County Commissioners on May 24, 2016. Direction was given to staff at that time to move forward with public engagement on the Community Vision.

Public Participation Strategy

Staff developed a public participation strategy consistent with the recommendation in the *State of the Land Use Element* and the direction from the Board of County Commissioners and the City Commission. The public participation strategy was accepted by the City Commission on October 19, 2016 and the Board of County Commissioners on October 25, 2016.

The *Public Participation Strategy* outlined an approach to engaging the community at each step of the process. Public participation would occur for the development of Community Values, then for the development of Land Use and Mobility Goals, then for the development of Objectives related to each goal, and again for the development of policies associated with the goals and objectives. The *Public Participation Strategy* also acknowledged, "Encouraging broad participation in the Comprehensive Plan update process includes engaging people who cannot attend public workshops or otherwise engage in the process because of a variety of personal constraints." To this end, both in-person and virtual public engagement was included in the

strategy (even though this occurred pre-COVID-19). The implementation of the *Public Participation Strategy* can be seen in each of the subsequent steps in the process.

Public Engagement on Community Values

Consistent with the public participation strategy, staff developed the *Survey on Community Values* and made the survey available on April 5, 2017. The survey was open for responses until November 15, 2017. During this time, staff also hosted six Community Workshops across the community to gain input into the development of Community Values related to land use and mobility. The workshops were held on the following dates at the following locations:

- Monday, October 2, 2017 – Lake Jackson Community Center
- Thursday, October 5, 2017 – Community Room at Amtrak Center
- Monday, October 9, 2017 – Jack McLean Community Center
- Thursday, October 12, 2017 – Dorothy Spence Community Center
- Monday, October 23, 2017 – Bradfordville Community Center
- Monday, October 30, 2017 – Fort Braden Community Center

Summary of Public Input on Community Values

The *Summary of Public Input on Community Values* report was prepared to consolidate the input received from the public through both the survey and the community workshops. This report was accepted by the Local Planning Agency on January 2, 2018. The *Summary of Public Input on Community Values* was accepted by the Board of County Commissioners and City Commission at a joint meeting on January 23, 2018. This outreach effort resulted in 1,093 people responding to the survey and at least 81 citizens attending a workshop.

The community values identified were:

1. Equity: The community values fairness and equity in providing services, safety, housing opportunities, economic opportunities, education, justice, and other elements that contribute to a high quality of life for all residents.
2. Livability: The community values fostering a safe, sustainable built environment that offers distinct, vibrant urban activity centers, nodes, neighborhood centers, key corridors, and green places for living, working, and recreating in the Capital Region.
3. Choice: The community values having lifestyle options and opportunities, and the freedom to make informed choices and decisions.
4. Opportunity: The community values having access to opportunities to flourish as individuals and as a community, and to improve our individual and collective lifestyles.
5. Stewardship: The community values the responsible management of our resources and assets.

Draft Land Use and Mobility Goals

Comprehensive plans in Florida are generally structured into thematic elements (e.g. land use, mobility, housing, etc.) with a hierarchy of goals for each element, objectives for each goal, and policies for each objective. To update the Land Use and Mobility Elements, the project built on

the community values above and began with establishing goals for which objectives would be developed later and policies would subsequently be developed for the objectives.

Based on input from the *Survey on Community Values* and the public workshops, the preliminary community values and the land use and mobility principles were developed into draft land use and mobility goals.

The draft land use and mobility goals were:

1. A Healthy Community
2. A Robust Economy
3. Places Where People Want to Live, Work, and Play
4. Greater Housing Diversity [in terms of size, type, and price]
5. A Balanced Transportation Network

The draft goals were workshopped with the Local Planning Agency at a series of meetings and were accepted by the Local Planning Agency on January 2, 2018. The draft land use and mobility goals were accepted by the Board of County Commissioners and the City Commission at a joint meeting on February 27, 2018. Direction was given to staff to proceed with public engagement on the draft Goals.

Public Engagement on Draft Land Use and Mobility Goals

Staff hosted a series of public open houses across the community to gain input on the draft land use and mobility goals. The public open houses were held on the following dates at the following locations:

- Thursday, April 12, 2018 – Dorothy Spence Community Center
- Monday, April 16, 2018 – Lake Jackson Community Center
- Thursday, April 26, 2018 – Jack McLean Park Community Center
- Monday, April 30, 2018 – Golf Club at Summer Brooke
- Monday, May 7, 2018 – Fort Braden Community Center
- Monday, May 14, 2018 – Community Room at Amtrak Center

Additional input was gathered at a Joint City-County Bicycling Workgroup held on April 9, 2018 and at the Water Resources Committee on June 6, 2018. This outreach effort resulted in at least 128 citizens attending a workshop.

The community workshops facilitated small group discussions, where participants provided input on factors related to land use and mobility. The input received through these workshops was used in the refinement of Land Use and Mobility Goals and the initial development of draft objectives and policies for each of the goals.

Based on the input, the draft land use and mobility goals were edited to be:

1. Places Where People Want to Live, Learn, Work, and Play
2. A Healthy Community
3. A Robust Economy
4. Housing Options [e.g. size, type, price] for Our Diverse Population [i.e. single adults, adults without children, adults with children, single parent households, empty nesters, the elderly]
5. A Balanced Transportation Network

The summary of input received through these workshops was accepted by the Local Planning Agency on September 4, 2018. This summary was accepted by the Board and City Commission at a joint workshop on February 26, 2019. Direction was given to staff to review the various sector plans in the Land Use Element and to proceed with public engagement for the development of draft objectives.

Public Engagement on Draft Objectives

Building on previous public engagement consistent with the *Public Participation Strategy* and the preliminary analysis of relevant data, staff engaged the community again to gain input to inform the development of Land Use and Mobility Objectives and Policies. The input received on the draft land use and mobility goals can generally be classified into nine main themes. These themes are:

1. Affordability: Affordability of housing, transportation options, and office and retail space for small businesses.
2. Improved Access: Improved access to the places people need to meet their everyday needs.
3. Environment: Protecting natural areas and features that enhance our quality of life.
4. Housing: Allowing different types of housing to meet the needs of people in various stages of life.
5. Community Character: Maintaining the character of our community and neighborhoods through design and local architecture.
6. Safety and Comfort: Increasing safety and comfort on our streets, in our neighborhoods, and around the community.
7. Global Challenges: Planning ahead for how to address global challenges at the local level.
8. Energy and Environmental Efficiency: Using energy, land, and other resources in our community more efficiently.
9. Human Interaction: Fostering places where people interact to reduce social isolation and promote a sense of community.

Draft objectives that address these major themes were developed for each draft land use and mobility goals. These draft objectives were the focus of the next phase of public engagement.

The public engagement for this phase (draft objectives) of the Land Use and Mobility Element included three primary ways for the public to provide input:

1. Digital Workshop: The Digital Workshop was intended to provide a mechanism by which the public could submit input on a variety of planning themes associated with land use and mobility without having to attend a set meeting.
2. Community Open Houses: The Community Open Houses were intended to provide a higher-level overview of concepts addressed in the Land Use and Mobility Element. Public Open Houses were held at the following locations:
 - February 28, 2019 - Jack McLean Community Center
 - March 4, 2019 - Bradfordville Community Center
 - March 5, 2019 - Fort Braden Community Center
 - March 7, 2019 - Dorothy Spence Community Center
 - March 14, 2019 - Community Room at Amtrak Center
 - March 27, 2019 - Pop-Up Event at CK Steele Plaza
 - March 28, 2019 - Miccosukee Community Center
 - April 2, 2019 - Senior Center
 - April 4, 2019 - Forestmeadows Athletic Center
3. Deep Dive Workshops: Deep Dive Workshops were intended to provide a more intensive review of draft objectives with opportunities for the public to identify additional data analysis that would be relevant to inform the objectives and considerations for different metrics that could be used to measure progress towards accomplishing the objectives. The following Deep Dive Workshops were held in-person:
 - March 18, 2019 - Workshop on Goal 1: Places Where People Want to Live, Learn, Work & Play
 - March 25, 2019 - Workshop on Goal 2: A Healthy Community
 - April 3, 2019 - Workshop on Goal 3: A Robust Economy
 - April 11, 2019 - Workshop on Goal 4: Housing Options for Our Diverse Population
 - April 16, 2019 - Workshop on Goal 5: A Balanced Transportation Network

In addition to providing in-person Deep Dive Workshops, each meeting was broadcasted using Facebook live. Following the workshops, videos were posted online with the meeting materials and a digital comment form for people to provide additional input.

Additional Outreach on Planning for Growth

These outreach efforts were supplemented with the Rural Economic Development Forum held at the Woodville Community Center on April 18, 2019 and the *How Do We Grow From Here?* event with Leon County and the Village Square on May 6, 2019.

While these various public engagement efforts were underway, staff provided a status update and the review of Sector Plans to the Board and City Commission at a joint workshop on February 26, 2019. At this workshop, several citizens spoke and provided comments expressing a desire to hire a consultant to continue the efforts lead by staff up to that point. Citizens cited a desire for even

more data and analysis to be conducted and the desire for a neutral, third party to be involved as reasons for hiring the consultant.

Summary of Public Engagement on Draft Objectives

A summary of input received on the draft Land Use and Mobility Objectives was developed and can be used for future efforts on updating the Comprehensive Plan.

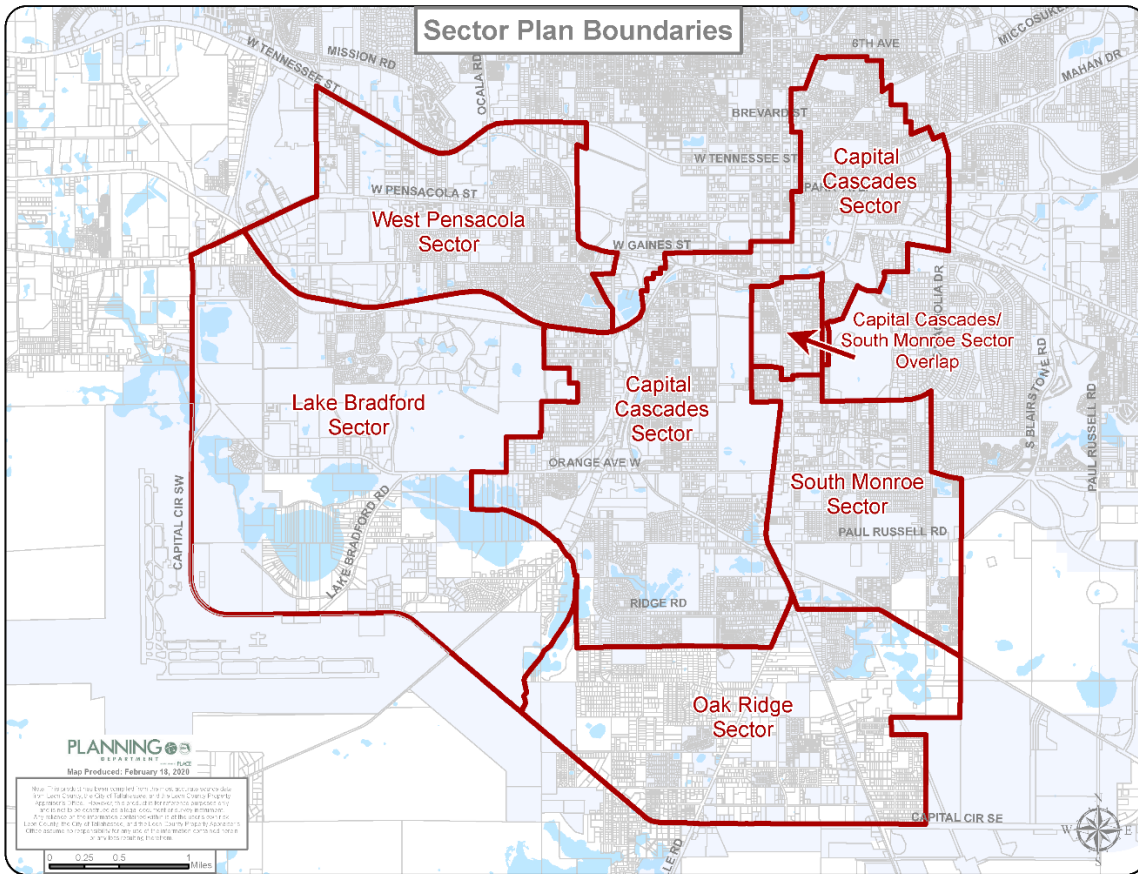
Draft Land Use and Mobility Element

Section 163.3177, Florida Statutes states that, “[t]he sections of the comprehensive plan containing the principles and strategies, generally provided as goals, objectives, and policies, shall describe how the local government’s programs, activities, and land development regulations will be initiated, modified, or continued to implement the comprehensive plan in a consistent manner.” Based on feedback from the Land Use Element Update Focus Group, the previously mentioned outreach culminated in draft goals, objectives, and policies that were then restructured to be presented as principles, strategies, and standards for Land Use and Mobility. Should the Commissions direct staff to proceed with selecting a consultant for updates to the Comprehensive Plan, staff will provide the principles, strategies, and standards for Land Use and Mobility to the consultant to use as an informational resource.

Review of Sector Plans

The current Land Use Element includes several objectives and policies that reference sector plans. As part of the analysis for developing draft Objectives, staff conducted a review of the existing Sector Plans (South Monroe; Lake Bradford; Capital Cascades; Oak Ridge; and West Pensacola) and related Neighborhood Plans. This review shows the majority of the strategies included in these Sector Plans were accomplished, are programmed and scheduled for implementation, or are no longer relevant due to changing conditions and community priorities. In short, much of the policy work recommended by the Sector Plans is complete and focus can now shift to finer grained infrastructure planning. Therefore, staff recommended objectives and policies related to Sector Plans be revised with a focus on current needs and priorities, and any potential new sector planning efforts be discussed at future meetings as needed.

The Board and City Commission accepted the review of Sector Plans and related Neighborhood Plans at a joint meeting on February 26, 2019 (see Figure 1: Sector Plan Boundaries Map, below).



Consultant Services for the Land Use and Mobility Elements

On February 26, 2019, staff provided a status update to the Board and City Commission at a Joint County-City Workshop on the Land Use and Mobility Elements of the Tallahassee-Leon County Comprehensive Plan. At this workshop, the Board and City Commission both directed staff to bring back options for areas where a consultant would be of benefit in completing the Land Use and Mobility Element Update.

Based on staff providing this information, the County and City allocated a combined \$300,000 for consulting services in support of the update to the Land Use and Mobility Elements of the Tallahassee-Leon County 2030 Comprehensive Plan in their respective FY 2020 budgets. At the direction of the Board and City Commission, a Request for Proposals was released on August 26, 2019 and the solicitation was closed on October 9, 2019. Staff assembled a selection committee that included County and City staff as well as members of the public.

Prior to the selection committee receiving, reviewing, and ranking the proposals, the Board and City Commission met at a joint workshop to discuss the fundamentals of the Comprehensive Plan. At this October 15, 2019 joint workshop, the Board and City Commission directed staff to cancel

the Request for Proposals and evaluate how the scope could be expanded to include all Comprehensive Plan Elements.

Expansion of Scope to Entire Comprehensive Plan

On November 12, 2019, the Board ratified its actions from the October 15th Joint Workshop including its direction to expand the scope of the project to include all Elements of the Tallahassee-Leon County Comprehensive Plan, and to bring the associated costs back to the Board and City Commission. The Comprehensive Plan Elements are:

- Land Use
- Mobility
- Utilities
- Conservation
- Parks and Recreation
- Housing
- Historic Preservation
- Intergovernmental Coordination
- Capital Improvements
- Economic Development
- Public School Facilities
- Property Rights

Section 163.3177, Florida Statutes, outlines the required and optional elements of comprehensive plans. In addition to statutory requirements, members of the public have requested additional considerations to ensure the public engagement process is inclusive, that the plan supports urban infill while protecting in-town neighborhoods, and that the plan includes metrics.

Direction to Re-release RFP for Land Use and Mobility Elements

As requested by both the Board of County Commissioners and the Tallahassee City Commission at the October 15, 2019 Joint County-City Informational Workshop on the Comprehensive Plan, staff provided additional information on a full rewrite of the Tallahassee-Leon County Comprehensive Plan at a Joint Workshop on March 23, 2021. This information was originally scheduled to be provided to the Board of County Commissioners and the Tallahassee City Commission in Spring 2020; however, additional time was needed to understand the budgetary impacts of COVID-19.

Based on the information provided, the Board and City Commission directed staff to issue a revised RFPs for the Land Use and Mobility Elements to include:

- a) Review for consistency of proposed changes with the entire Comprehensive Plan with an option for expansion to other Elements if needed, and
- b) Any other targeted clean-up amendments necessary to comply with the upcoming Evaluation and Appraisal Review (EAR) process; and
- c) Direct staff to work with the FSU Dept. of Urban and Regional Planning, and the FAMU School of Architecture, to develop a plan on how students will be involved in the Land Use & Mobility Elements consultant's scope of work.

This direction was ratified at the April 13, 2021 Joint Meeting of the Board and City Commission.

An RFP was initially released on July 27, 2021 for Comprehensive Planning Services to develop Land Use and Mobility Elements. On November 9, 2021, the Evaluation Committee met and ranked the submissions based on experience, ability, past performance, and technical proposals. Following the shortlisting of vendors and their presentations, the City received complaints from vendors about the solicitation process. The City Attorney's Office reviewed the concerns raised by vendors and advised staff to reject all bids and re-release the RFP.

The RFP was re-released (RFP-008-22-CC) on June 10, 2022. Two respondents submitted proposals by the deadline and met all requirements. Based on the direction provided by the Board and City Commission to involve planning students in the project, both respondents included a detailed plan for engaging with students enrolled at FSU and FAMU. In addition, the Evaluation Committee included representatives from Southside neighborhoods, the Alliance of Tallahassee Neighborhoods, and the Greater Tallahassee Chamber of Commerce. The Evaluation Committee's scoring meeting was held on July 19, 2022.



VISION PLAN ROADMAP

INTRODUCTION

During the visioning process, six overarching community themes were identified. These themes were translated into Community Value Statements. The community provided input on the value statements and helped prioritize key outcomes. These statements will be used to inform the goals, objectives, and policies of the Comprehensive Plan.



STEWARDS OF THE ENVIRONMENT

Tallahassee and Leon County will be stewards of the built and natural environments. There will be equitable access to clean water, clean air, and healthy blueways and green spaces. Natural habitats will be preserved and maintained to ensure long-term viability and admiration in our urban and rural spaces.



GROWING CONSCIENTIOUSLY

Tallahassee and Leon County will grow conscientiously, balancing the needs of growth and conservation to allow for purposeful development. Distinguishing between the rural and urban areas will provide for a clearer path for diverse lifestyle choices; the ability to guide development in areas where commercial and residential expansion should occur while deterring sprawl; and promoting fiscal and economic resilience.



A CONNECTED COMMUNITY

Tallahassee and Leon County will be a well-connected community, providing affordable, equitable, accessible, and context sensitive mobility options. The network of roadways, trails, sidewalks, bicycle facilities, and transit services will provide complete and safe connections throughout the community where appropriate for a given context.



DIVERSE

Tallahassee and Leon County will promote and preserve prosperity in our beloved communities of diversity. Historical decision-making has left some communities adversely affected and disadvantaged. Forward-thinking policies and investments will ensure the restoration and longevity of these thriving, cultural communities.



COMMUNITY FOCUSED

Tallahassee and Leon County will be a community focused on neighborhoods, activity centers, and nodes that will be designed and built to achieve accessibility, safety, sustainability, and healthy environments. Residents varying in stages of life and income levels will have a variety of housing and community options that meet their needs.



PROSPEROUS

Tallahassee and Leon County will be prosperous communities promoting economic growth, innovation, and development by continuing to attract domestic and international businesses. The sound presence of government facilities and higher education will continue to support a strong, local economy that provides a job base for residents at all levels.

