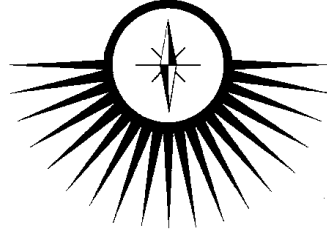


**2010  
STATE OF THE SOUTHERN STRATEGY  
REPORT**



*Prepared for:*

**City of Tallahassee  
City Commission**

**Leon County  
Board of County  
Commissioners**

**Tallahassee-Leon County  
Local Planning Agency**

*by the*

**TICPD**

*Tallahassee-Leon County  
Planning Department*

*in fulfillment of Land Use Policy 11.2.1.*

**Fourth edition**

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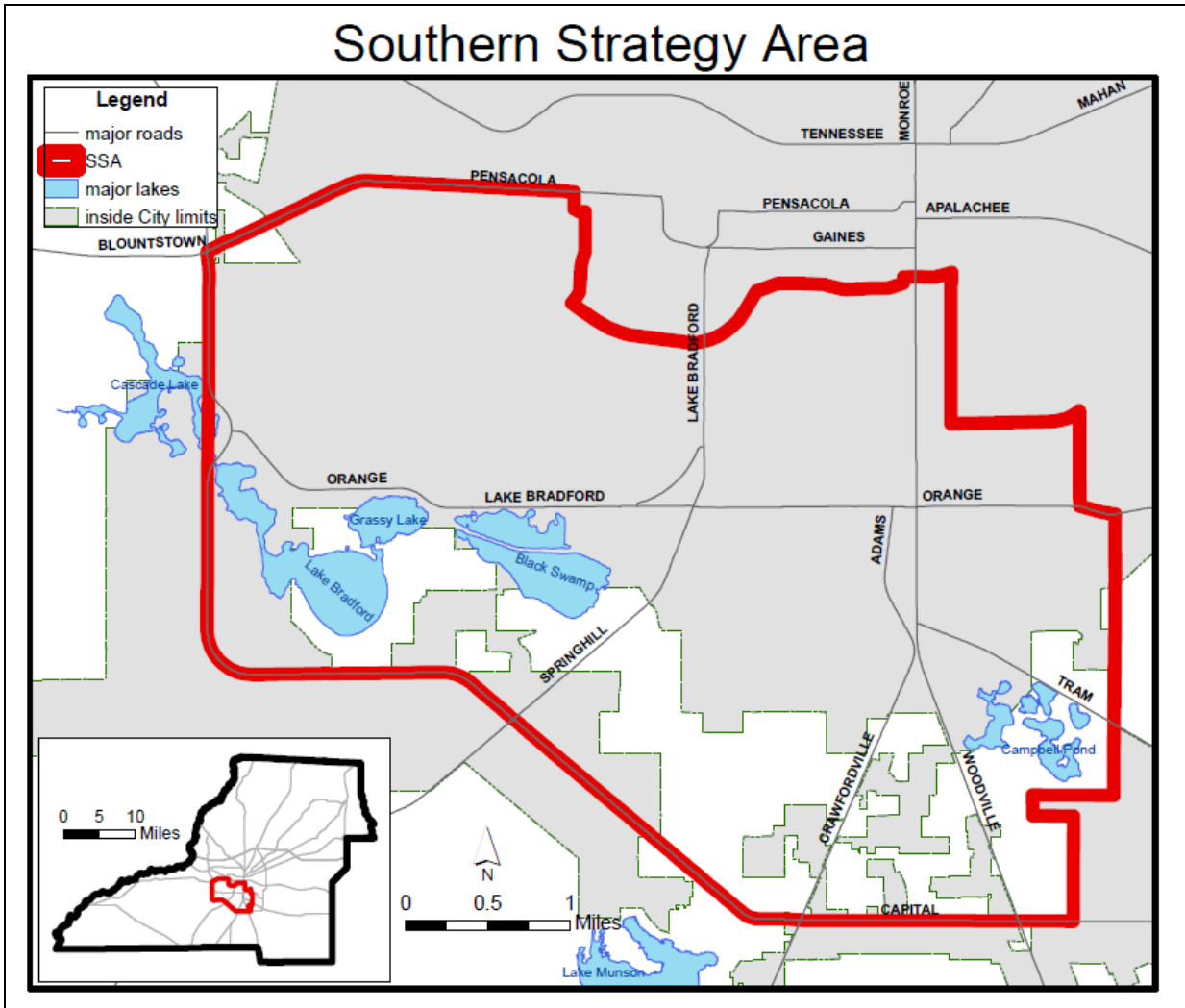
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## PURPOSE OF THE REPORT

Land Use Policy 11.2.1 mandates the Planning Department triennially prepare and distribute a “State of the Southern Strategy” report. This report is intended to:

- reiterate the vision of the Southern Strategy,
- establish baseline data for the SSA today,
- give comparisons to the previous reports,
- outline conclusions based on the data, and
- assess progress being made on the policy requirements in the Comprehensive Plan.

## INTRODUCTION

With the adoption of the Comprehensive Plan in 1990, the City and County recognized a pattern of development occurring over several decades. The northern and eastern parts of the community were growing and the southern area had a loss of population, increased unemployment, and general stagnation. The City and County Commissions believed both Tallahassee and Leon County needed a “Southern Strategy” to reverse these trends. At that time, the “Southern Strategy” broadly meant the area south of West Tennessee St. and within the Urban Service Area. In 1993, the *Southside Study Report* was completed to begin implementation. Many of its recommendations emphasized cosmetic and infrastructural improvements, spending money for amenities, and inducing business activity. In 1998, the Commissions adopted policies for the Southern Strategy Area (SSA) into the Comprehensive Plan to alleviate development pressures on the northeastern part of the City and County where growth had occurred beyond the urban core.

The SSA as adopted covers about 17½ square miles, comprising nearly 11% of the area within the Urban Service Area boundary. In 2001, approximately 69% of the SSA was inside City limits. In 2002, a City-initiated referendum was held regarding the potential wholesale annexation of the “Southern Triangle” (the area bordered by Crawfordville Rd., Woodville Hwy., and Capital Circle). Voters rejected the measure by a margin of almost three to one. During 2001–2004, voluntary annexations added 673 acres of the SSA to the City’s area. As of 2010, 76% of the SSA is inside City limits. Previous reports in 2001, 2004, and 2007 outlined existing conditions and served as a basis for future efforts to build on the potential of the SSA.

### I. GOAL

Goal LU 11 of the Comprehensive Plan clarifies the intent of the Southern Strategy:

*The goal of the Southern Strategy is to encourage quality land development and redevelopment which results in increased population growth toward the southern part of the Tallahassee urban area, to retain and increase employment opportunities, and to attain an income mix in the Southern Strategy Area that is comparable to the remainder of the urbanized County. This goal is to be achieved through considered land*

*development decisions, capital investments, and policies by all levels of government so as to serve as a catalyst for private sector investment in the area. Such decisions are to be based on a sound balance of social, economic, and physical development criteria that are designed to make better use of the available resources to the south, while lessening development pressure in the north and east.*

Goal LU 11 and its respective objectives and policies establish a structure whereby prospective Comprehensive Plan amendments, rezonings, and development applications are reviewed for their potential to accomplish the Southern Strategy's aspirations.

## II. PLANNING FOR IMPLEMENTATION

### SECTOR PLANNING

Comprehensive Plan Land Use Policy 11.2.2 requires the goal of the Southern Strategy Area (SSA) to be implemented through sector plans (*see* Figure 1). The sector plans connect the broader vision for the SSA with the specific needs and desires of the neighborhoods and businesses within the area. Sector planning is intended to promote the participation of affected residents, property owners, and businesses, identify specific needed improvements and changes, and focus investment. The SSA was divided into five sector planning areas: South Monroe, Capital Cascade, Oak Ridge, Lake Bradford, and West Pensacola. From 2003 to 2006, all five plans were completed, and portions of the respective plans have since been implemented. Significant staff resources were required to prepare the five sector plans. The action steps identified in the five sector plans were derived by the collective participation of hundreds of citizens spread over many meetings during 2001–2005. Therefore, these action steps expressed the desires of the participants but exhibited variation in regulatory and financial feasibility. Further facilitation and implementation efforts would require additional money (*see* [www.talgov.com/planning/npsc/npsp.cfm](http://www.talgov.com/planning/npsc/npsp.cfm) for specific sector plans).

The South Monroe Sector Plan was approved by the City Commission in November 2003 and by the County Commission in January 2004. The plan included almost thirty assignments for pursuing the vision of the South Monroe area. These improvements are intended to create a gateway/entrance both in the downtown and South Monroe and complement the Cascade Park project.

After the Lake Bradford Sector Plan was accepted by the Commissions in February 2005, staff worked on a number of implementation projects. Participants had identified five priorities for the sector plan: 1) protection of Lake Bradford and the Chain of Lakes; 2) restoration of lands affected by landfills and sand mines; 3) development of a balanced future land use pattern; 4) having a transportation system that does not degrade the environment or the quality of life; and 5) focusing on crime and blighted areas.

The Oak Ridge Sector Plan was accepted by the Commissions in September 2005. The City/County division causes different standards and rules to apply within the Oak Ridge

area, including code enforcement concerns. Due to the lack of participant agreement, there was no policy direction by the Commissions to proceed with implementation.

The Capital Cascade Sector Plan was accepted by the City Commission in September 2005. Many of the recommendations specifically considered the development of the Capital Cascade Trail and Greenway. The recommendations also connected development of the trail with its surrounding environment, which was part of the initial *Blueprint 2000 and Beyond* vision.

The West Pensacola Sector Plan was accepted by the City Commission in January 2006. The West Pensacola Sector is one of the most densely populated areas in the SSA. Most investment and development proposals focus on student or multi-family housing and other university-related uses. The immediate goal for the West Pensacola Sector is for area residents to have adequate services, while preserving remaining viable neighborhoods. Improvements to bicycle and pedestrian facilities in the sector could help induce the reduction of automotive traffic on the two primary east-west thoroughfares, West Tennessee St. and West Pensacola St. There was no money available to implement the West Pensacola Sector Plan.

At its February 2009 retreat, the City Commission requested a list of task items generated during the sector plan approval process for the Southern Strategy Area and the status of each task. The evaluation of the sector plans’ action steps was based on collaborative effort by Planning staff as well as direction from departmental leadership. Staff presented the requested list for review by the Long Range Target Issues Committee.

**Table 1: Sector Plan Actions Steps**

Sector Plan area	Tasks (uncompleted due to budget constraints)
Lake Bradford	<ul style="list-style-type: none"> <li>• Rezone properties to permit land use activities more compatible with the area.</li> <li>• Rezone lands designated M-1 to a zoning category consistent with the desired future land use pattern for the area. Rezone publicly owned facilities before they are restored to encourage the redevelopment of these facilities.</li> <li>• Participants identified more intense commercial development for Area C, likely containing uses linked to the Tallahassee Regional Airport.</li> <li>• Address public parking in the back of the parcels and landscaping in front yards.</li> <li>• Extend sewer lines, discontinuing the use of septic systems in areas adjacent to the Chain of Lakes</li> </ul>
Oak Ridge	<ul style="list-style-type: none"> <li>• Determine feasibility of using Oak Ridge Elementary’s playground for neighborhood recreation. However, the School District is no longer using the school playground for neighborhood recreation opportunities.</li> </ul>
South Monroe	<ul style="list-style-type: none"> <li>• Develop phased streetscape plan.</li> <li>• Coordinate with Southside and Towne South Shopping Centers to encourage cosmetic changes (portion of asphalt could be removed and planting areas added; develop incentives to reduce stormwater fees if asphalt is removed and planted areas added).</li> <li>• Develop a long-term concept for the Activity Center to help direct future investment.</li> <li>• Develop plan for retrofit of transit infrastructure. Seek FDOT Urban Mass Transit Capital Projects money to replace or modify shelters and bus stop facilities.</li> <li>• Create a report updating South Monroe participants of the progress being made in completing these implementation tasks.</li> <li>• Address condition of the overpass and public parking relocated to the rear of the properties located along this gateway.</li> <li>• Incorporate into the Cascades Park project, upgrades in landscaping and appearance on Monroe, Adams and Gadsden Streets within and along the edge of the public rights of way.</li> </ul>
West Pensacola	<ul style="list-style-type: none"> <li>• Retain single-family zoning and protect the Cactus St., Bradford Manor, Elberta Empire neighborhoods and Cardinal Court.</li> </ul>

## NEIGHBORHOOD PLANNING

### Apalachee Ridge

In December 2001, the City adopted the Apalachee Ridge Estates Neighborhood Renaissance Plan, the first plan prepared under the Community Neighborhood Renaissance Partnership Program (CRNP), which commits to five years of active engagement and facilitation (*see* [www.talgov.com/planning/pdf/npss/part1.pdf](http://www.talgov.com/planning/pdf/npss/part1.pdf)). The neighborhood's active involvement in the program ended in December 2006, and Apalachee Ridge Estates graduated from the Community Neighborhood Renaissance program. The report *Apalachee Ridge Estates Neighborhood 2000-06* detailed the projects and programs that were implemented in the neighborhood. Some of the infrastructure improvements completed during the program included the construction of sidewalks on Pontiac Dr., Coble St., and Harwood St.; speed humps on Pontiac Dr.; bikeways; pedestrian crossings; additional street lights, fire hydrants, stop signs, and speed limit signs; and a new neighborhood wall along Orange Ave. The City also spent \$6.8 million for construction of the new community center in Jack McLean, Jr., Park, which opened in 2004.

### Providence

Providence, a southwest Tallahassee neighborhood in the Capital Cascade Sector Plan area, was the second neighborhood to participate in the Community Neighborhood Renaissance Program. The neighborhood is near FSU, FAMU, FAMU/FSU College of Engineering, FSU's Alumni Village, and Innovation Park. Most residences in the neighborhood are held for rental purposes. The neighborhood also includes around a dozen retail and warehouse businesses, primarily along Lake Bradford Rd. The plan was created through neighborhood participation and was adopted by the Commissions and the Leon County School Board (*see* [www.talgov.com/planning/npss/neighborhood\\_plans/providence.cfm](http://www.talgov.com/planning/npss/neighborhood_plans/providence.cfm)).

In March 2008, the City Commission approved expenditures of \$21.9 million in bond proceeds to improve nine street segments, including \$10.7 million for five streets in the Providence neighborhood: McCaskill Ave., Lake Ave., Stuckey Ave., Holmes St., and Highland Rd. These capital improvements (sidewalks, curb and gutter, covered ditches) are instrumental for promoting prospective residential redevelopment of the area.

One component of the plan called for the development of a community center as a recreational and public services amenity for the neighborhood. In 2004, the City acquired a one-acre site for the community center. In late 2008, the Delta Kappa Omega Foundation Inc. submitted a proposal to develop and operate the Providence Neighborhood Community Center. In 2009, the City Commission agreed to donate the land to the Foundation, and the Community Redevelopment Agency (CRA) approved \$550,000 in construction funds for the center.

In April 2010, students from Florida State University's Department of Urban and Regional Planning conducted a survey of the structural quality of housing in the neighborhood. The general conclusion of the survey was that, based on visual observation, the majority of housing units within the Providence neighborhood are structurally sound.

## **CAMPUS MASTER PLANS**

Since 1993, institutions within the Florida University System have been legislatively required to adopt campus master plans to govern the growth of each institution's campus. The campus master plan defines projected growth, ensures governmental coordination between the university and the host jurisdiction, and establishes a basis upon which to appropriately assess and mitigate the effects of future growth and development of each body upon the other. Florida A&M University is entirely within the SSA, as is Florida State University's Southwest Campus.

### **Florida A&M University**

The Florida A&M University Campus Master Plan was updated in May 2006, and the Campus Development Agreement with the City of Tallahassee was executed on March 15, 2007. The updated agreement is effective through 2015. The agreement also established updated development entitlements for the FAMU campus through 2015. Total building area entitlements authorized are 3,572,577 GSF, an increase of 65% from the previous amount of 2,193,618 GSF. Additional entitlements for impervious surface amount to 30.51 acres, up 50% from the prior 61.03 acres. The updated Master Plan also authorizes an additional 190 parking spaces, a 4% increase over the previous 4,690 spaces.

In the agreement, the University and City agreed to off-campus transportation improvements to address roadway deficiencies at the intersection of Adams St. and Orange Ave. and at the intersection of Wahnish Way and Orange Ave. The agreement also included payment of \$2.7 million from the University to the City to mitigate for stormwater level of service deficiencies in two drainage basins, accounting for an offsetting credit for improvements made previously in accordance with the 2001 Campus Development Agreement affecting a nearby drainage basin. The City will use the payment to make stormwater capital improvements, including planning, construction, and land or right-of-way acquisition.

In January 2009, the FAMU Developmental Research School (FAMU-DRS), a state-funded K-12 school, opened its new facility on Orange Ave. at the southwestern edge of FAMU's campus. The \$30.6 million, 116,500-SF building is equipped with a wireless network system throughout the campus, smart boards in each classroom, and a television production room. The school has experienced higher operational costs since moving from the old facility on Martin Luther King, Jr. Blvd. In January 2010, FAMU secured money for pre-construction and design to renovate Sampson and Young residence halls, which have been closed since 2003. The renovation would house 240 students and cost as much as \$16 million. Tucker Hall had a \$24 million renovation in 2010. As of late 2010, FAMU had eleven construction projects underway at a cost of \$200 million.

### **Florida State University**

The Florida State University Master Plan was adopted in 2005, and an update to that Master Plan was adopted in June 2008. The most notable change in the 2008 Master Plan was the inclusion of the Southwest Campus, which is inside the SSA. The Southwest Campus

includes the FSU Foundation and Research buildings, the FAMU/FSU College of Engineering, the Advanced Materials Research building, the Morcorm Aquatics Center, Don Veller Golf Course, and the WFSU Public Broadcast Center. Opened in late 2007, the new 108-acre Rec SportsPlex facility has 21 sports fields and additional activity spaces.

Since the 2008 update, as required by statute, FSU and the City began negotiating a Campus Development Agreement to accommodate the effects that proposed construction would have on local government facilities, including potable water, sanitary sewer, solid waste, drainage/stormwater management, parks and recreation, roads, and public transportation (*see [www.facilities.fsu.edu/Planning\\_Space\\_Management/master\\_plan.php](http://www.facilities.fsu.edu/Planning_Space_Management/master_plan.php)*).

In April 2010, FSU broke ground for the Aero-Propulsion, Mechatronics and Energy building, located on the Southwest Campus near the High-Performance Materials Institute (opened 2009) on Levy Ave. The 60,000-SF facility costs \$23 million and should be finished in late 2011. The facility will house Florida State's Energy and Sustainability Center, as well as some faculty and staff from the Institute for Energy Systems, Economics and Sustainability; the university's Center for Intelligent Systems, Control, and Robotics; and the Florida Center for Advanced Aero-Propulsion.

#### **NEIGHBORHOOD INFRASTRUCTURE ENHANCEMENT CAPITAL IMPROVEMENT PLAN**

In 2003, the City Commission directed staff to reevaluate the Neighborhood Infrastructure Enhancement Program's list of 56 projects valued at \$50 million to determine the consistency with specific criteria. Of the 45 projects identified, 27 were partially or entirely within the Southern Strategy Area, at an original estimated cost of \$22.7 million.

Seven sidewalk improvement projects have been completed in the SSA: Bragg Dr. (two sections), Lynndale St., Hillsborough St., Coble Dr. & Harwood St., Warwick St., and Tanner Dr. Projects along Callen St. and Galimore Dr. were deleted from the program at the request of the neighborhoods and by approval of the City Commission.

Since the original cost estimates were prepared in 2003, project costs have increased due to construction cost increases of about 10% per year and right-of-way cost increases of about 12% per year. As a result, in 2008 the Neighborhood Infrastructure Enhancement Program estimated cost was \$82 million, while only \$42.9 million remained in the program. For FY 2010, the City Commission determined that money from project closeouts was not sufficient to pay for all recommended projects, recommending that money from the unspent/unallocated balance in the Neighborhood Infrastructure project be dedicated for the \$1 million required to pay for the Lake Bradford Road Gateway Enhancement project.

#### **DOWNTOWN OVERLAY**

When the Downtown land use category was revised in 2002, the downtown area was predominantly a government center with a few retail and residential uses. Since 2002, over 500,000 SF of commercial uses (retail/hotel/office) and nearly 600 residential units have been added to the Central Core land use category. The area is diversifying from primarily governmental uses to a mixture of governmental, commercial, and residential uses. In the 2009-2 amendment cycle, changes to the Comprehensive Plan regarding the downtown area

were made in order to simplify the Comprehensive Plan and promote urban development within the City. The Comprehensive Plan had four overlapping overlay districts within the central city: Urban Core Area, Urban Central Business District, Gaines Street Corridor Study Area Boundary Urban Infill and Redevelopment Area, and Southern Strategy Area. Each had different incentives to encourage redevelopment. The simplified Downtown Overlay District combined all the incentives of the previous overlay districts. The Downtown Overlay area comprises about 1,382 acres, with 17% (231 acres) inside the SSA along the South Monroe Street corridor (*see* Figure 2). This effort supported the recommendations of the 2007 Evaluation Appraisal Report (EAR) and promoted further redevelopment of the central city area (*see* [capitallegacyproject.com/downtownoverlay.asp](http://capitallegacyproject.com/downtownoverlay.asp) for more information on the Downtown Overlay District).

### **MULTIMODAL TRANSPORTATION DISTRICT**

The Tallahassee-Leon County Multimodal District (MMTD) is about connecting people and places within the central core to activity centers in the surrounding region. The MMTD affects the northern 36% (4,071 acres) of the SSA closest to the downtown area (*see* Figure 2). Many properties in the MMTD, including those along arterials such as South Monroe St., were developed decades ago and are suitable for redevelopment. A tiered transit system supported by pedestrian and bicycle amenities will be the fundamental basis for the MMTD. The transportation concurrency management system, where development pays for its effects on transportation facilities, will encourage this tiered concept. By being large enough to connect neighborhoods to job centers and services, the capacity of existing roadway corridors can continue to serve regional movement. The Multimodal District will have a series of intersecting transit routes at major activity points. These transit “super stops” will have enhanced shelters and bicycle parking, and will serve as embarkation points for the regional transfer stations planned throughout the County.

A revised multimodal transportation concurrency management system will enable new development to pay a proportionate share of building this infrastructure. Historically, the concurrency system has focused only on roadway facilities and widening. However, the specific standards established by the MMTD will clarify goals for alternate transportation modes in order to connect population to services, jobs, and schools. Revised zoning district standards either have already been adopted or are in development to ensure a pedestrian-friendly environment as properties redevelop. Specific MMTD standards would encourage mobility options. Measurable standards for bike, pedestrian, and transit facilities will be adopted so that progress can be evaluated; preferable bike routes and improvements necessary to create them will be clarified; bike and pedestrian safety and accessibility will be enhanced; transit connections within and to the region will be enhanced or created; design standards will be incorporated on a larger scale; code revisions to promote more mixed uses will be adopted.

Many factors in the existing and proposed regulations promote greater connectivity through the development approval process: the revenues generated by the “cost per trip” will be proportional to the size of the district; the adopted interconnection ordinance applies to all site plans and subdivisions, on both vacant and redeveloped parcels; additionally, the current development standards in the City of Tallahassee require that new development build sidewalks on the street frontages of their developments. The Multimodal District will also

implement the recent legislative mandate to encourage compact development in urban areas, incorporating energy-efficient land use patterns accounting for existing and future electric power generation and transmission systems, and incorporating greenhouse gas reduction strategies (*see* [www.talgov.com/planning/trans/trans.cfm](http://www.talgov.com/planning/trans/trans.cfm) for details on the MMTD program).

The Community Code will apply to the entire Multimodal District. The Community Code will include standards to improve urban design, promote in-town amenities and destinations, simplify bicycle and pedestrian mobility, and complement public transit. The changes proposed in the Community Code reflect public comments from various sector and neighborhood plans, and use many principles of New Urbanism and form-based codes. Emphasis will focus on appearance: reduced setbacks so buildings line the streets; internal parking and on-street parking; street design divided between pedestrians, bicyclists, and drivers; and trees and wider sidewalks to line the street. Within the Downtown Overlay area there will be block-by-block standards for setbacks, sidewalk coverage, and building height.

The expected revenues from the MMTD over the twenty-year planning timeframe are estimated at \$237.6 million, of which city sales tax/general revenue account for 22%; Federal Transit Authority (Section 5307) funds, 22%; FDOT funds, 20%; proportionate fair-share funds, 9%; BP 2000/Cascade Park, 6%; City of Tallahassee Neighborhood Infrastructure Enhancement committed funds, 5%; and other sources, 16%. The estimated expenditures on MMTD projects over the twenty-year planning timeframe are estimated at \$237.6 million, with the first five years accounting for 22% of expenditures; Years 6-10, 43%; Years 11-15, 13%; and Years 16-20, 22%.

## **ENTERPRISE ZONE**

The Florida Enterprise Zone program offers businesses located within a designated zone certain financial incentives, including: job tax credits for employing residents of the zone; sales tax refunds on business equipment; sales tax refunds on building materials; Enterprise Zone property tax credit; and, the potential for sales tax exemptions on electrical energy. In 2003, the State of Florida designated four new enterprise zones, including the Tallahassee/Leon County Enterprise Zone. In 2005, the Legislature extended the program to 2015. This legislation gave the opportunity to redesignate an Enterprise Zone. The Tallahassee-Leon County Enterprise Zone became effective January 1, 2006.

In 2008, the EZDA Board of Directors approved a change in the boundaries of the enterprise zone to include the Tallahassee Regional Airport and Commonwealth Business Park. In order to continue to meet the statutory eligibility requirements, an approximate commensurate amount of land area had to be removed from the existing enterprise zone to arrive at the maximum allowed of 20 square miles. Three tracts totaling 6.28 square miles were removed, including: land owned by Florida A&M University (unable to take advantage of enterprise zone tax incentives); areas outside various initiative areas identified by Leon County and the City of Tallahassee (Southern Strategy Area, Downtown Community redevelopment area, Frenchtown/Southside Community redevelopment district); and/or acreage that had exhibited minimal activity as measured by approved applications for enterprise zone benefits in comparison with the balance of the enterprise zone. These boundary changes resulted in an enterprise zone of 19.98 square miles, which continues to

meet statutory eligibility requirements. The Board of County Commissioners and the Tallahassee City Commission approved these boundary changes, which were accepted by Office of Tourism, Trade and Economic Development.

## **INNOVATION PARK**

Innovation Park is governed by the Leon County Research and Development Authority (LCRDA), which is a special district established in 1980. The legislative mandate of the LCRDA is to create jobs in Leon County, diversify the tax base, and enhance the research at FAMU and FSU. The LCRDA is self-funded from revenues generated by leasing operations at Innovation Park, and has authority to issue bonds. Innovation Park covers 208 acres, with over 1.1 million SF of research and development space already constructed or approved. The developed portion includes 16 buildings accommodating 50 organizations with over 2,000 employees, and includes the National High Magnetic Field Laboratory and Danfoss Turbocor Compressors. In September 2010, Elbit Systems of America, a manufacturer of computing and communications hardware for the military, announced closure of its facility in Innovation Park.

In 2009, nearly \$20 million in construction projects at the park were completed, including improvements to the park's amenities and infrastructure, as well as the remodeling and renovation of several buildings. The High-Performance Materials Institute opened in 2009 on Levy Ave., bringing together programs that had been operating at three different buildings. There are 13 labs in the new building, developing composite materials. The institute works closely with Lockheed Martin, the National Science Foundation, and the US Department of Defense.

A business incubator was established in 2006 at Innovation Park as a joint effort with the FAMU Small Business Development Center. The Technology Commercialization Grant program began in 2005 to give money to start-up technology firms on a competitive award basis. A total of \$45,000 is awarded annually to three start-up technology firms. Since implementing this program, the LCRDA has awarded more than \$200,000 in grants to 12 local technology-related companies. Each was chosen for growth potential, job creation, and commercial success through the development of innovative products and services. Besides the grants and the incubator program, help is available from the FAMU Small Business Development Center for business plans, financial management, and marketing.

The original Planned Unit Development (PUD) for Innovation Park was approved in 1987 and amended in 1993. In 2010, a PUD amendment increased the intensity of the hotel land use from 50 to 150 rooms. On-site temporary lodging for out-of-town visitors and consultants complements the mission of the LCRDA, which determined a 150-room facility is a more viable development model for interested hotel developers than 50 rooms. In order to enhance access to Innovation Park, in 2009 StarMetro expanded services inside Innovation Park for park tenants interested in transit access (*see* [www.innovation-park.com/](http://www.innovation-park.com/) for details on Innovation Park).

## **MEDICAL FACILITIES**

The 2004 *Southside Economic Development Plan* identified aerospace, defense/security, materials, and health care as industries that would improve economic conditions of the SSA. Institutions that would contribute to the growth and development of the health care sector within the SSA include: the Florida State University College of Medicine, the College of Pharmacy at Florida A&M University, and health-related programs at Tallahassee Community College. In 2009, the County Commission initiated a Comprehensive Plan amendment to include policies identifying health care as a target industry for the economic revitalization of the SSA and to encourage the location of health care facilities within the SSA.

Most medical offices and laboratories in Leon County are located within the northeast quadrant of the City, close to the two existing hospitals: Tallahassee Memorial Healthcare and Capital Regional Medical Center. The Bond Community Health Center on South Gadsden St. is the major provider of primary healthcare services within the SSA. The clinic annually treats about 6,000 uninsured patients from over 10,000 clients. In 2009, the Bond Community Health Center was using around \$1 million of federal stimulus money over two years to build and staff a satellite clinic for the homeless at the Housing Opportunities and Personal Empowerment (HOPE) Community, a six-month transitional housing program for homeless families with children and single adults. Other facilities supplying health screening, diagnostic, or counseling services in the SSA include: Big Bend Cares on South Monroe St., Fountain of Hope Counseling Center on Pasco St., Planned Parenthood on West Pensacola St., and Wellness Center Rx on South Adams St. There is also a hemodialysis center on South Adams St., a dental facility on Railroad Ave. (just outside SSA), and the FAMU College of Pharmacy gives healthcare services to SSA residents through its prescription services program (*see also* Section IV for more health care discussion).

## **FAIRGROUNDS**

An economic feasibility study was conducted by a consultant in 2005 before the current national economic slump, which recommended delaying redevelopment of the fairgrounds site until the market matures to a point where a mixed use redevelopment project could be supported. The County's lease agreement with the North Florida Fair Association (NFFA) is effective through 2067. In order to terminate or amend the lease, both parties would need to agree on a relocation site and replacement facilities. The County had collaborated with the U.S. Forest Service (USFS) to secure a 114-acre parcel near the corner of Capital Circle SE and Woodville Hwy. ("Flea Market Tract") that was no longer manageable as national forest in order to relocate the Fairgrounds. The County discussed participating in a land exchange with The Nature Conservancy and USFS. The County had an opportunity to purchase the Flea Market tract for about \$2.6 million, simultaneous to the land exchange between USFS and The Nature Conservancy. However, in April 2010 the Board of County Commissioners voted not to buy the property for relocation of the Fairgrounds.

## **NOVA2010 PLAN**

Beginning July 2011, StarMetro will restructure its routes with the Nova2010 plan, moving from a centralized system (with all routes heading to C.K. Steele Plaza) to a decentralized

network throughout the city. The new route structure will improve mobility and benefit residents of the SSA. Patrons wishing to travel to destinations within the SSA and throughout Tallahassee will no longer have to go downtown and transfer. Transfers will take place at multiple transfer locations throughout the city, reducing indirect travel. The Nova2010 system will be faster, with buses traveling on major streets and corridors rather than through neighborhoods. Many routes will run more frequently than the current system. Improved signage, additional shelters, and other amenities for transit riders are also an important part of Nova2010.

Under Nova2010, transit services in the SSA will change significantly. The following seven routes are replacing current StarMetro service in the SSA (with SSA areas served, and peak headways): 1) Live Oak route (Orange Ave., Blair Stone Rd., 20 minutes); 2) Dogwood route (Lake Bradford Rd., Orange Ave., Innovation Park, 30 minutes); 3) Moss route (FAMU, Gamble St., Saxon St., Pasco St., Paul Russell Rd., Wahnish Way, 20 minutes); 4) Gulf route (South Magnolia Dr., Paul Russell Rd., Jim Lee Rd., 30 minutes); 5) Big Bend route (Paul Russell Rd., South Monroe St., Fred George Rd., 20 minutes); 6) Forest route (Appleyard Dr., Jackson Bluff Rd., FSU, 40 minutes); and 7) Tall Timbers route (TCC, West Pensacola St., 30 minutes).

#### **ADJACENT DEVELOPMENT**

In addition to projects within the SSA, there are also several developments adjacent to the SSA that affect planning implementation:

##### **Cascade Park**

Cascade Park is adjacent to the SSA, approximately 24 acres extending from just north of Apalachee Parkway, stretching south past Gaines St., and west to South Monroe St. The site has historical significance related to the founding of Tallahassee as Florida's capital. The \$30-million renovation of Cascade Park has two purposes: to increase stormwater storage capacity and increase downtown green space. The project broke ground in July 2010. The renovated Cascade Park will have open space and several miles of trails, as well as organized activity sites such as the Meridian Marker Plaza and an amphitheater for special events. Cascade Park is one of four segments on the Capital Cascade Trail greenway used for stormwater storage capacity and downtown green space. During major storms, Franklin Blvd. and South Monroe St. are susceptible to flooding from stormwater runoff originating downtown. The existing channel on Franklin Blvd. does not have the capacity to eliminate flooding. The renovated park will act as a two-pond stormwater detention site.

##### **Tallahassee Regional Airport**

The Tallahassee Regional Airport was originally designated a Development of Regional Impact (DRI) in 1974 by the Board of County Commissioners. In 1985, the City annexed the Airport property and assumed responsibility for the DRI. Further development of the airport is limited. Moreover, passenger traffic at the Airport was down 10% in 2009 compared with 2008, marking a fifth straight annual decline in total passengers. Passenger totals were 36% lower in 2009 compared to 2004. Recent approved development included

the new Flightline Regional Maintenance Hangar, the HondaJet Sales and Service Facility, the Eagle Aircraft Group LLC Fixed Base Operator (FBO) facilities, and the General Aviation hotel. The Economic Development Council has identified the Airport as a preferable area for economic development and selected aerospace/aviation as a desired industry. Airport staff, the City’s Economic and Community Development Department, and other economic development interests met with the Economic Development Target Issue Committee in December 2008 and all parties supported the concept of expanded development at the Airport. The City’s 2010/2011 Capital Improvements Program shows \$46 million for various capital improvements projects at the Airport through FY 2015, including \$10 million from the Federal Aviation Administration for reconstruction of Runway 9/27.

In March 2009, the City Commission approved a resolution transferring vested rights to 2,710 unused transportation trips from Delta Industrial Park to the Airport DRI to facilitate Airport development. The 2009 Legislature passed Senate Bill 360, which resulted in the City being designated a Dense Urban Land Area (DULA). DULAs are exempt from concurrency and from DRI requirements. In 2009, Airport staff proposed comprehensive plan amendments giving a uniform future land use designation consistent with the designation for the rest of the Airport property and the Airport Master Plan. In August 2010, the City adopted a resolution rescinding the DRI, as allowed with the new DULA status.

**Southside DRI**

In June 2010, the St. Joe Company withdrew its Application for Development Approval for the Southside DRI, due to market conditions. St. Joe stated its intent is to focus on the portion of the property currently inside City limits, and to pursue a PUD for that acreage. The formerly proposed Southside DRI was to have been a mixed-use project on 1,625 acres of City and unincorporated land adjoining the SSA, on the north and south sides of Capital Circle SE, between Tram Rd. and Woodville Hwy.

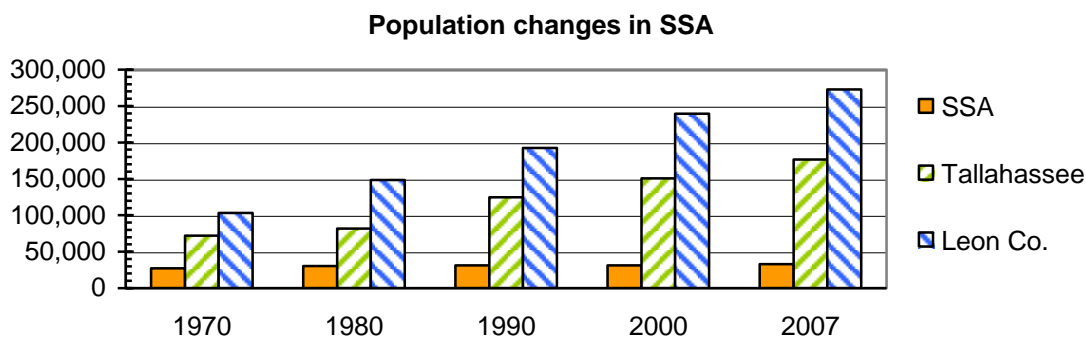
**III. DEMOGRAPHIC OVERVIEW**

Census 2010 results were unavailable at the time this report was prepared. Tables S1 and S2 at the end of this report have demographic detail from Census 2000. Table 2 below contains information related to the population of the SSA.

**Table 2: Population changes in the SSA, 1970–2007**

Year	Population			Percent change from prior Census year			SSA population as percent of Leon County
	Southern Strategy Area	City of Tallahassee	Leon County	Southern Strategy Area	City of Tallahassee	Leon County	
1970	27,287	71,897	103,047				27%
1980	30,260	81,548	148,655	8.7%	13.4%	44.2%	20%
1990	31,203	124,773	192,493	3.1%	53.0%	29.4%	16%
2000	31,061	150,624	239,452	-0.5%	20.7%	24.4%	13%
2007 (est.)	32,942	176,429	272,896	6.1%	17.1%	14.0%	12%

Source: Census and TLCPD estimate.



The SSA accounted for an estimated 12% of the County's population in 2007, down from 27% in 1970. However, the rate of population change has been increasing for the SSA even as the countywide growth rate has slowed. Countywide population increased 44% in the 1970s, 29% in the 1980s, 24% in the 1990s, and just 14% during 2000-07. SSA population increased 6% during 2000-07, after an overall decline in the 1990s and a modest 3% increase in the 1980s.

## IV. ISSUE AREAS

### A. PUBLIC HEALTH & SAFETY

The Leon County Health Department (LCHD), Office of Minority Health focuses on closing the gap in minority health inequities. Collaboration with the Department of Health, community-based organizations, and faith-based organizations helps LCHD Office of Minority Health achieve its goals and objectives. The LCHD Office of Minority Health gives health education, health screenings, health referrals, and connection to community resources.

Socioeconomic status is a strong determinant of health status. In Leon County, ten tracts identified from Census 2000 with majority low income and minority populations became the focus of the LCHD Office of Minority Health's outreach programs. These ten tracts had low-income population, underinsured and uninsured individuals with poor access to health care services. Programs include Mobile Health Unit outreach clinics, health seminars and workshops, and help to community-based programs and organizations in the Big Bend area. The major areas of focus are cardiovascular disease, diabetes, cancer, HIV/STDs, immunizations, and maternal/infant health.

The Leon County Mobile Health Unit gives vital access to quality care services for vulnerable populations in Leon County—the uninsured, underinsured, and underserved. Health services offered include blood pressure screening, blood glucose screening, blood cholesterol screening, height and weight measurements, body mass index calculations, pregnancy testing, HIV/AIDS counseling and testing, STD counseling, and testing for chlamydia, gonorrhea, and syphilis. Outreach clinics in the SSA have been established at Sunrise Place Apartments on Texas St., Orange Avenue Apartments on Country Club Dr., Magnolia Terrace Apartments on East Magnolia Dr., Leon Arms Apartments and Suakoko Villa on Holden St., Bethany Place on South Meridian Rd., the Meadows (mobile home

park) on Roberts Ave., and Hickory Hill on Jackson Bluff Rd. In 2008–09, the LCHD Office of Minority Health coordinated and participated in over 31 events, specifically directed for Southside residents. In 2009, there were 2,198 service encounters and 6,490 health services given. Table 3 has details of services given in 2008–09 in the SSA.

The LCHD Office of Minority Health gives all health services to clients at no charge. Money for the LCHD Office of Minority Health comes from the Florida Department of Health through general revenue, with grants and money from other sources. In 2010, legislative budget cuts affected the Florida Department of Health and County Health Departments. In addition, Medicaid reimbursements for services have been reduced. For FY 2010/11, the LCHD will have a budget decrease of \$200,000. In preparation for those losses, the LCHD Office of Minority Health has reduced its staff, which will result in decreased community outreach. Without adequate money, the LCHD Office of Minority Health and Mobile Health Unit could be eliminated, which would reduce access to health care and frustrate hope among the County’s most vulnerable population (*see [www.co.leon.fl.us/lchd/](http://www.co.leon.fl.us/lchd/)* for additional information).

**Table 3: Service given by LCHD Office of Minority Health in SSA, 2008-09**

<b>Clients</b>	<b>Number*</b>	<b>Services</b>	<b>Number</b>
Clients served	2,577	Services provided	7,636
<i>by sex</i>		<i>Screenings</i>	
female	64%	Blood glucose **	795
male	35%	Body mass index †	170
<i>by race</i>		Blood pressure ‡	1,551
black	94%	<i>Tests</i>	
white	4%	HIV pre-test	404
others	2%	HIV post-test	129
<i>by age</i>		Syphilis	120
<18	12%	Chlamydia	13
18+	78%	Gonorrhea	13
Service sites	64	Pregnancy	51

\* Percents may not add to 100% due to rounding or missing data. \*\* 21% at-risk with blood glucose measurement of 140 and higher. † 44% at-risk with body mass index measurement of 25.0 and higher. ‡ 42% at-risk from systolic measurement; 63% at-risk from diastolic measurement. Source: Leon County Health Department, Office of Minority Health.

Neighborhoods with informal networks that promote and enforce conventional values and law-abiding behavior typically have lower levels of crime and disorder. The City’s portion of the SSA accounts for approximately 19% of the City’s total population, and in 2007–09 this area accounted for 31–33% of the City’s recorded occurrences of crime (*see* Table 4). The SSA accounted for around 36% of the City’s reported violent crimes and about 30% of its reported property crimes during 2007–09.

During 2005–09, violent crime in the SSA ranged from a low of 691 occurrences (2005) to a high of 1,022 occurrences (2008). Property crimes in the SSA ranged from a low of 1,262 (2006) to a high of 2,649 (2008). Citywide violent crime occurrences ranged from a low of 2,423 (2009) to a high of 3,160 (2006) during 2005-09. The year-to-year fluctuations in citywide and SSA crime occurrences affect the differential for the proportion of the City’s crime occurring within the SSA.

Separate data for the unincorporated portion of the SSA were unavailable from the Leon County Sheriff's Office (LCSO). The FBI's Uniform Crime Reports indicated that during 2007-09, approximately 83-85% of crime reports for Leon County came from the Tallahassee Police Department (TPD), while only 15-17% of crime reports came from the LCSO. Therefore, since the SSA is 76% within City limits and TPD accounts for most of the crime reported in Leon County, it is not likely that, were they available, crime reports originating from the unincorporated portions of the SSA would skew the data.

**Table 4: Reported occurrences of crime within SSA (City only), 2007-09**

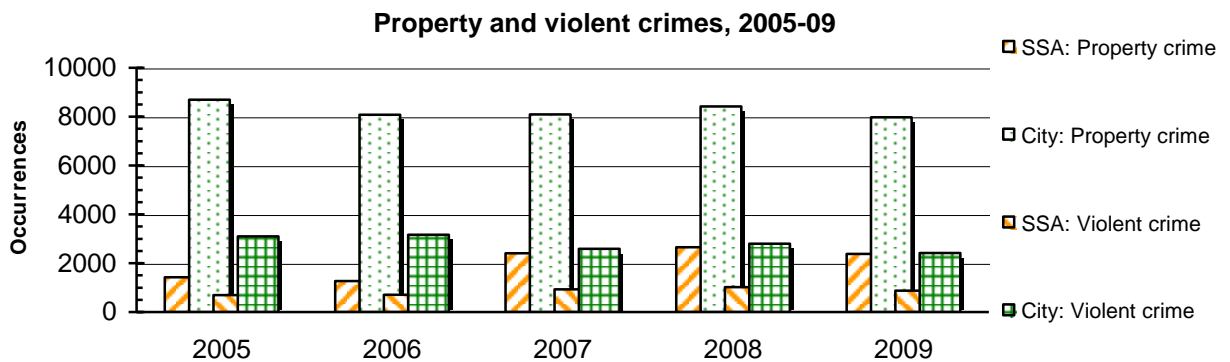
Type	2007		2008		2009	
	SSA total*	As percent of City	SSA total*	As percent of City	SSA total*	As percent of City
<b>Total Crimes</b>	<b>3,344</b>	<b>31%</b>	<b>3,671</b>	<b>33%</b>	<b>3,255</b>	<b>31%</b>
<b>Violent Crimes</b>						
Assault**	100	37%	116	38%	79	32%
Battery †	692	36%	758	37%	691	37%
Homicide (incl. attempted)	5	63%	6	67%	5	71%
Kidnapping/False Imprisonment	5	23%	10	50%	8	38%
Robbery	131	36%	132	33%	90	33%
Aggregate of violent crimes	933	36%	1,022	37%	873	36%
<b>Property Crimes</b>						
Burglary	1,185	36%	1,393	38%	1,313	35%
Forgery	30	20%	21	20%	21	21%
Fraud	197	19%	228	22%	259	24%
Theft	1,185	27%	1,007	28%	789	26%
Aggregate of property crimes	2,411	30%	2,649	31%	2,382	30%

\*City portion of SSA only. Details for 2005 and 2006 were included in the 2007 report.

\*\* Assault, aggravated assault, or assault on law enforcement officer.

† Battery, aggravated battery, sexual battery, or battery on law enforcement officer.

Source: Tallahassee Police Department, Crimes Analysis Unit.

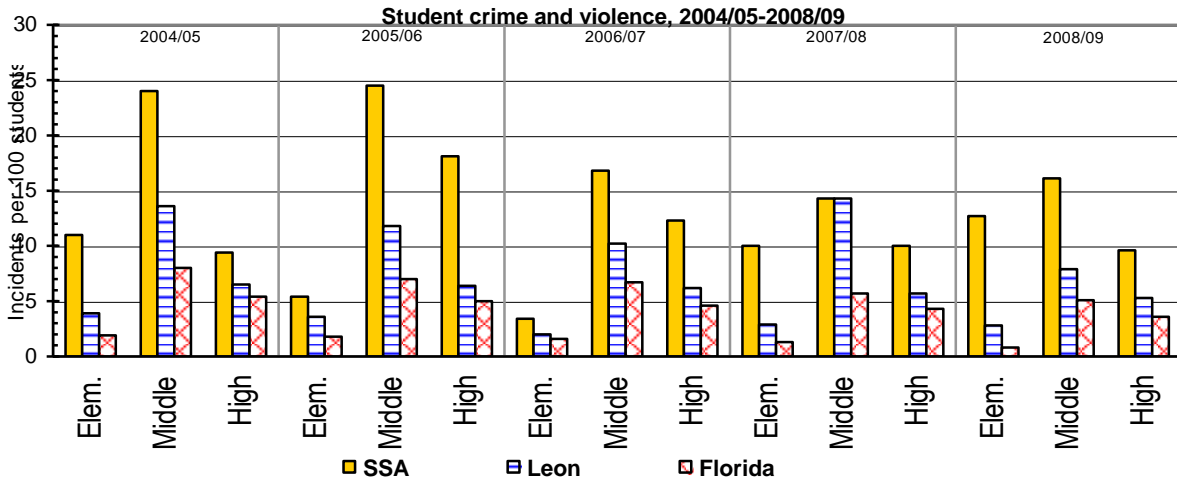


Incidents of student crime and violence in schools in the SSA are higher than countywide rates. During 2006-09, middle and elementary schools in the SSA collectively reported incidents of crime and violence more frequently than Leon County in general (see Table 5).

Table 5: Student crime and violence in SSA public schools, 2006/07 to 2008/09

School	Incidents of crime and violence per 100 students*		
	2006/07	2007/08	2008/09
<i>Elementary</i>			
Southern Strategy Area	3.4	10.0	12.7
Bond	0.5	13.7	26.6
Oak Ridge	0.0	15.0	14.9
Pineview	2.3	0.0	0.9
Sabal Palm	9.7	10.7	8.3
Leon County	2.0	2.9	2.8
Florida	1.6	1.3	0.8
<i>Middle</i>			
Southern Strategy Area	16.8	14.3	16.1
Belle Vue	11.9	8.8	12.0
Fairview	15.2	16.3	14.7
Nims	27.6	17.8	24.9
Leon County	10.2	14.3	7.9
Florida	6.7	5.7	5.1
<i>High</i>			
Southern Strategy Area	12.3	10.0	9.6
Rickards	12.3	10.0	9.6
Leon County	6.2	5.7	5.3
Florida	4.6	4.3	3.6
<i>District-wide schools in SSA</i>			
FAMU-DRS	—	3.8	1.7
PACE	—	10.8	8.4
SAIL	—	2.5	1.8

\* Details for 2004/05 and 2005/06 were included in the 2007 report. Source: Florida Department of Education.



Also, in 2008–09 offenses known to law enforcement occurring on the Florida A&M campus amounted to 2.3-2.6 per 100 students (2.3 for property crimes, 0.1 for violent crimes), while the median rate among 14 public colleges/universities statewide that year was 1.1 offenses per 100 students (1.0 for property crimes, 0.1 for violent crimes).

**Status of Comprehensive Plan policies: Public Health & Safety**

Policy 11.5.3 states:

*Healthcare facilities shall be encouraged to locate in the Southern Strategy Area. Non-financial incentives shall be provided to facilitate the location of such facilities within the Southern Strategy Area and/or within the southern section of Tallahassee-Leon County.*

The Board of County Commissioners initiated the amendment with this policy, which became effective in January 2010, to further the intent of the Southern Strategy. The amendment identifies healthcare as a desired industry for the area and encourages the location of healthcare facilities within the Southern Strategy Area, because there are no private or public hospitals or any other major healthcare facilities within the SSA. The location of healthcare facilities within the SSA would not only improve the economic conditions of the area, it would also give SSA residents better access to healthcare services and facilities.

Regarding public safety, Policy 11.4.3 was deleted from the Comprehensive Plan in 2002. The policy had called for additional police sub-stations and the expansion of policing efforts in the SSA. The policy did not accurately reflect programs being implemented by the Tallahassee Police Department and the Leon County Sheriff's Office.

**Public Health & Safety Conclusions**

- The location of medical facilities within the SSA would give residents convenient access to health care.
- As a share of the City's total population, the occurrence of violent and property crimes appears higher in the SSA compared to the rest of the City.
- Incidents of crime and violence in schools in the SSA are higher than elsewhere in the county.

**B. ECONOMIC DEVELOPMENT & INFRASTRUCTURE**

**Southside Economic Development Plan**

In 2003/2004, the City and County hired a consultant to conduct an economic analysis and develop recommendations for the SSA. The *Southside Economic Development Plan* contained some 50 recommendations, identifying specific tasks, implementing organizations, time frames, and measurements. The plan's recommendations can be generally summarized as follows: 1) use the research assets of the universities; 2) significantly improve the business climate; 3) focus on the industries of aerospace, defense/security, materials, and healthcare; 4) enhance economic development resources and approach to marketing both internally and externally; 5) redevelop the Fairgrounds, Springhill Rd., and Education Quadrant; and, 6)

improve image of the Southside through an enhanced cooperative effort. The *Southside Economic Development Plan* also indicated that inadequate transportation access to the airport and Innovation Park hinders the facilities’ usage, and recommended focusing redevelopment efforts in three Southside areas: the Fairgrounds, the Springhill Road Corridor, and the Education Quadrant (the area generally between the universities and community college).

**Development Activity**

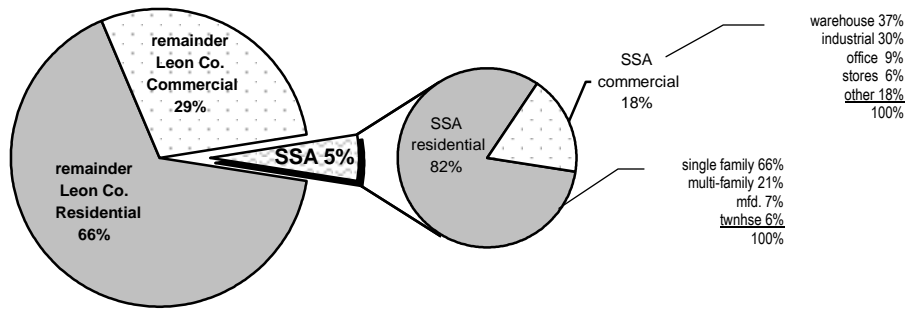
Table 6 and Figure 4 show permitting activity in the SSA since 2000. Although countywide permitting activity has slowed considerably since 2007, the rate of activity for the SSA has been steady for certain development types. Between 2000 and 2009, the property value for new permits issued within the SSA was more than \$175 million, or about 5% of the total value for Leon County. The SSA accounted for 34% of the value of warehouse permits during 2000-09, half of which occurred since 2007. The SSA also accounted for about 21% of the value of industrial permits in Leon County during 2000-09, with almost half the activity occurring since 2007. During 2000-09, the value of multi-family residential permits in the SSA was \$30.3 million, 93% of which occurred during 2000-06. Similarly, 88% of the value in SSA retail commercial permits occurred during 2000-06. Some 31% of the total value for residential and commercial permits issued in SSA during 2000-09 occurred during 2007-09. This proportion was better than the countywide rate: only 24% of 2000-09 permit value for Leon County occurred during 2007-09.

**Table 6: Property value by building permits in SSA, 2000-09**

Permit type	SSA		Leon Co.		SSA share		SSA value occurring during 2007-09
	Units or sq. ft.	Value (\$1,000s)	Units or sq. ft.	Value (\$1,000s)	Percent of units or sq. ft.	Percent of value	
<i>Residential (Units):</i>							
Single family	1,060	94,482	10,319	1,679,427	10.3%	5.6%	34%
Townhouse	98	8,987	2,094	203,151	15.0%	4.4%	76%
Multi-family	602	30,323	8,746	522,141	9.9%	5.8%	7%
Manufactured homes	570	9,644	2,747	74,080	36.7%	13.0%	15%
<b>Total Residential</b>	<b>2,330</b>	<b>143,436</b>	<b>23,906</b>	<b>2,479,099</b>	<b>21.1%</b>	<b>5.8%</b>	<b>30%</b>
<i>Commercial (SF):</i>							
Warehouse	241,142	9,383	758,804	27,610	31.8%	34.0%	52%
Industrial	196,542	6,467	898,418	30,876	21.9%	20.9%	42%
Office	60,167	4,380	4,549,730	403,624	1.3%	1.1%	34%
Stores, Shopping Centers, Restaurants	39,180	2,066	5,064,084	312,904	0.8%	0.7%	12%
All Other Commercial	118,333	9,287	3,309,027	286,240	3.6%	3.2%	30%
<b>Total Commercial</b>	<b>655,364</b>	<b>31,583</b>	<b>14,580,063</b>	<b>1,061,254</b>	<b>4.5%</b>	<b>3.0%</b>	<b>38%</b>
<b>Total Res. &amp; Comm.</b>	<b>—</b>	<b>175,019</b>	<b>—</b>	<b>3,540,353</b>	<b>—</b>	<b>4.9%</b>	<b>31%</b>

Source: TLCPD analysis of Permit Enforcement Tracking System.

Property value by building permits, 2000-09



Pebble Brooke (located off Tram Rd.) accounted for one-third of the 384 single-family and townhouse permits issued in the SSA during 2007-09. Five other residential subdivisions together accounted for 39% of single-family and townhouse permits at that time: Villas at Pine Forest, Montejo, Crawfordville Trace Phase III, Dry Creek Run Phase 2, and Wilson Ridge.

Table 7 highlights major developments proposed, approved, or under construction within the SSA since 2007. An additional 900 residential units are in the development process (down from 1,345 in 2007 but up from 840 in 2004), of which 52% are single-family units and 42% are two-family or townhouse units.

Table 7: Major developments in the SSA, 2008-10

Type	Project	Size		Status mid-2010
		units	SF	
Mixed Use	Harmony Oaks	55	25,000	clearing site
Single Family Detached	Dry Creek Run Phase 2	40		under construction; 18 units complete
	Montejo Subdivision	71		34 units complete; 1 under construction
	Paeonia Place Subdivision	106		7 units complete; 4 under construction
	Villas at Pine Forest	111		under construction; 43 units complete
Single Family Detached/Townhouse	Pebble Brooke Subdivision	141/77		under construction; 80 single-family & 26 townhouse units complete
Townhouse	Bradford Overlook	56		9 units complete; 5 under construction
	Langford Green*	66		preliminary plat approved 11/09
	Villa San Michele**	177		82 units complete

\* Part of Southbrook PUD; project contains 9 inclusionary lots. Blueprint successfully worked with the developer, the City Attorney's Office, and City Growth Management to acquire the property required for the future widening of Capital Circle SW adjacent to the site.

\*\* Combined Baldwin Park Condos Phases 1 & 2 and increased size by 7 units.

Source: Major Ongoing & Proposed Developments in Tallahassee and Leon County, TLCPD

Locational factors affect a community’s ability to attract and retain economic activity—during 2000–2009, the SSA accounted for 6% of the County’s existing commercial floor space, 7% of its office floor space, and 25% of its industrial floor space (see Figure 3 for existing land uses). The *Southside Economic Development Plan* indicated that improved infrastructure would enhance local businesses’ access to markets and promote the SSA’s inclusion into a broader market area for goods and services. With a quarter of the County’s existing industrial and warehousing floor space, the SSA has room for a mixture of low- and high-demand density businesses. New mercantile activities should complement the existing material-oriented businesses in order to encourage an economic blend that will bring about a stronger and more vibrant and diversified area economy.

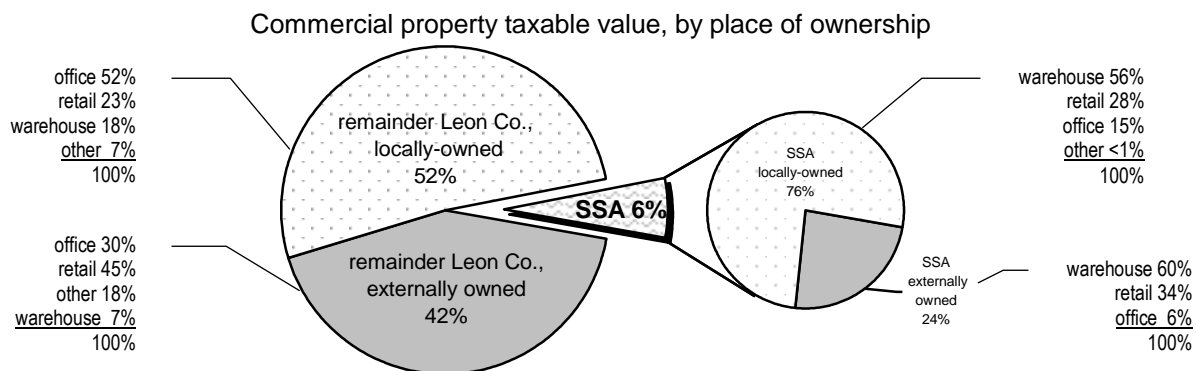
Table 8 shows the amount of commercial property owned by persons or businesses within Leon County in 2008. There was a greater degree of local ownership of commercial property within the SSA than in the rest of the county. Some 76% of commercial property in the SSA was locally owned, including 90% of its office and 75% of its warehouse property. Some 55% of the commercial property in the rest of Leon County was owned by persons or businesses located within Leon County. The SSA accounted for 8% of locally owned commercial property.

**Table 8: Taxable value of SSA commercial property, by place of ownership**

Category*	Motel / Hospital / Clinic	Office	Retail	Warehouse	Sum of categories
Inside SSA, commercial property (% value)	<1%	13%	30%	57%	100%
Outside SSA, commercial property (% value)	12%	42%	33%	13%	100%
SSA, locally owned (\$1,000s)	1,181	22,608	43,173	85,323	152,286
SSA, locally owned (%)	100%	90%	72%	75%	76%
SSA, externally owned (\$1,000s)	0	2,589	16,458	28,990	48,037
SSA, externally owned (%)	0%	10%	28%	25%	24%
Outside SSA, locally owned (\$1,000s)	131,644	933,720	414,839	314,455	1,794,658
Outside SSA, locally owned (%)	32%	68%	39%	76%	55%
Outside SSA, externally owned (\$1,000s)	274,081	435,765	661,238	98,196	1,469,280
Outside SSA, externally owned (%)	68%	32%	61%	24%	45%
SSA, as % of commercial property	<1%	2%	6%	28%	6%
SSA, as % of total locally owned commercial property	1%	2%	9%	21%	8%
SSA, as % of total externally owned commercial property	0%	1%	2%	23%	3%
Outside SSA, as % of total commercial property	>99%	98%	95%	78%	94%
Outside SSA, as % of total locally owned commercial property	99%	98%	91%	79%	92%
Outside SSA, as % of total externally owned commercial property	100%	99%	98%	77%	97%

\* “Commercial” means non-residential, non-institutional property. “Locally owned” means property ownership by person or organization within Leon County. “Externally owned” means property owned by person or organization outside Leon County.

Source: TLCPD analysis of 2008 Leon County Property Appraiser data.



Local ownership can be more beneficial for certain businesses or types of business, and less so for others. Local ownership of commercial real estate can bring about a more robust but less dynamic business mix. Locally owned businesses may be more averse to taking risk than externally owned ones, due to the opportunity costs of owning real estate. Leasing offers a business the ability to occupy and control a property without tying up capital that can be more efficiently deployed.

Ownership of real estate as a business asset offers more financing options than other capital assets. Since real estate is an investment with an indeterminate lifespan, it can be financed with equity, mortgage loans, or sale-leaseback financing. However, real estate ownership can come at a high opportunity cost to business owners and shareholders. Equity or mortgage loan financing can limit reinvestment in the business, especially for expansion or renovation.

For most small-scale commercial operations, the preparation for buying or building a business or shop is a very slow process of capital accumulation and expenditure, with a minimum of resources at hand and a real risk for setback and failure. Scaled up to the community level, it should not be surprising that things in some areas would appear incomplete. Rather than criticizing this characteristic, there should instead be recognition for the ongoing effort involved in the unfinished activity.

Most new jobs are routinely created without fanfare by smaller enterprises that have little political clout. Three out of every four small businesses in Florida have four or fewer employees. In order to bring about a hearty mix of business, it is important to nurture a commercial environment beneficial to both risk-averse and risk-tolerant business owners. Risk-averse owners generally have smaller, at-home or near-home businesses with fewer employees, sustaining income for the owner and a small number of employees. Risk-tolerant owners tend to have larger businesses, are more aggressive in marketing and experiment with new ideas.

It can be hard for individuals to risk starting or expanding businesses that create these jobs when they must pay (directly or indirectly) for regulatory embellishments. At some point, the marginal cost of implementing additional requirements exceeds the marginal benefit of having the regulation. A regulatory climate that increases the cost of hiring workers, reduces competitiveness, hinders job growth, sends jobs elsewhere (or underground), or drives up costs per employee creates an atmosphere hostile to job creation and would not advance the

Southern Strategy Area's goal to "retain and increase employment opportunities." In order to keep adapting, achieving, or even surviving, flexibility is required. Business progresses through creative destruction rather than the application of rules. Voluntary exchange is a framework for human action that does not require agreement on what aims are to be pursued, allowing people with different goals and values to live together to their mutual benefit. There is a distinctive mix of deliberate planning and unprompted flexibility optimal for any community's vitality, with some people wanting more of one component and less of the other. Attempts to excessively plan will constantly be frustrated by the fact that a genuine community is the jointly created and partially unintended product of many people.

The sector planning process demonstrated that grassroots endorsement and neighborhood fostering are essential and redevelopment efforts must involve the area's existing businesses, as older commercial districts may not attract traditional anchors. New commercial development and redevelopment should generally seek to lower the barriers to entry for innovative entrepreneurs while avoiding alienation of existing businesses. For large-scale projects, it is important to recognize the possibility of substitution effects. If one activity simply draws resources away from another activity in the region, no wealth is generated.

Capital Improvements Element Objective 1.6 states: "...the City of Tallahassee and Leon County shall adopt and implement revised programs and/or policies which favor the funding and scheduling of their capital improvements programs and policies for the Central Core Area and Southern Strategy Area." In the City, each entry into the CIE denotes whether or not a project is in the Central Core or Southern Strategy Area. This "check-box" still exists, but there are no specific criteria for prioritizing projects based on their location in the Central Core or the Southern Strategy Area.

Beside the Enterprise Zone program, there are also several other programs promoting economic development in the SSA. A number of properties in the SSA are also located within the boundary of the Greater Frenchtown/Southside Community redevelopment district. These properties may be eligible for a number of redevelopment incentive programs offered by the CRA, including the Commercial Facade Improvement Grant Program and the Commercial Grant Painting Program. The Commercial Facade Improvement Grant Program gives eligible applicants up to \$50,000 in matching grant funds for CRA-approved improvements to the facade/exterior of commercial properties. The Commercial Grant Painting Program gives eligible commercial businesses up to \$5,000 in grant funds for painting the facade/exterior of their buildings. In addition to these programs, CRA funds may also be available to support large-scale business redevelopments. The federal HUBZone program gives businesses located within qualified areas (determined by federal guidelines) the opportunity to apply for federal contract set-asides. Federal agencies must set aside up to 3% of all contracts for businesses located within HUBZone areas. The Tallahassee Urban Job Tax Credit Program (UJTCP) Area consists of two separate areas in Frenchtown and southside, totaling 5.6 square miles, 64% inside the SSA. The UJTCP gives state tax credits of \$1,000 to \$1,500 per new employee for eligible businesses that locate or expand operations within the designated area.

### **Capital Circle widening**

Table 9 details upcoming transportation capital improvements in the SSA. The widening of Capital Circle Southwest and Southeast, all the way from West Tennessee St. to Tram Rd., is a series of Blueprint 2000 transportation projects. Money for future phases was available through the 1% sales tax extension beginning in 2004. An expanded Project Development & Environment (PD&E) study began for Capital Circle SW from Orange Ave. to Crawfordville Rd. to determine the future widening needs and alignment: either widen the existing Capital Circle past the airport entrance or make a new alignment north of Lake Bradford, closer to Innovation Park. In September 2009, the Blueprint 2000 Intergovernmental Agency Board voted to pursue the widening of the existing Capital Circle SW alignment, and the PD&E Study will be finalized in 2011 based on that decision. Improvements for Capital Circle NW/SW from just north of Orange Ave. to West Tennessee St. cost \$40.5 million from FY 2010/11 through FY 2014/15; construction should begin early 2011. Money for widening Capital Circle SE from east of Crawfordville Rd. to west of Woodville Hwy. (to seven lanes) came from the American Recovery and Reinvestment Act (ARRA), and the \$7.4 million design-build project was let to contract in September 2010. The project includes an additional \$1.6 million in utility upgrades by the City of Tallahassee. No additional funding is currently available for proposed Capital Circle improvements from just north of Orange Ave. to just east of Crawfordville Rd.

### **FAMU Way Extension**

The FAMU Way Extension project is meant to enhance transportation near Florida A&M University. Efforts have focused on evaluating engineering, planning, and environmental issues, with citizen participation to: 1) create an attractive roadway; 2) identify potential improvements along the existing roadway; 3) document proposed effects along the corridor; and 4) select a preferred alignment connecting FAMU Way to Lake Bradford Rd.

The first citizen meetings were held in 2008 to get feedback on the five preliminary options considered at that time. In 2010, the City hosted several community-based workshops to seek public input on the project, alternate routes, and design options. A revised route for the extension was created that moved the potential path of the road as far out of the neighborhood as possible. As approved by the City Commission in June 2010, the proposed FAMU Way Extension will run directly south of the St. Augustine Branch, the small waterway that runs through the canal just north of the existing portion of FAMU Way, south of Railroad Square and along the north edge of the neighborhood. The proposed route connects on the west to Lake Bradford Rd. and ties into the eastern end of the current FAMU Way, which extends on to South Adams St. Construction of select elements of the extension could start in 2012, although roadway construction will likely not start prior to 2014.

In addition, City staff has worked closely with Blueprint 2000 to consider merging the work on FAMU Way with Blueprint's plans for Segment 3 of the Capital Cascades Trail, which addresses stormwater, environmental, and recreational opportunities along the St. Augustine Branch that runs alongside the existing FAMU Way.

**Table 9: Transportation projects in the SSA, 2010**

Road	From	To	Jurisdiction	Funding*	Description/Status
<i>Gateway Projects</i>					
Lake Bradford Rd.	Stadium Dr.	Pineview Elem. School	City	City	Corridor improvement concept report completed in 2010; City continued project for FY 10/11.
Springhill Rd.	Capital Circle SW	Orange Ave.	County	—	to be part of regional mobility plan; funding past 5-year horizon
<i>Intersection Projects</i>					
Adams St.	At Osceola St.		City	PPL	Southbound right turn lane; TSM project ranked #3 by CRTPA for FY 2012-2016
Tram Rd.	At Gaile Ave.		County	County	Realignment to 90° intersection; County funding for FY 10/11
<i>Pedestrian and Street Safety/Bicycle Projects**</i>					
Campbell Connector	Jack McLean Park	St. Marks Trail	City	City	Federally reimbursed TEA-21 project; under construction.
Capital Cascade Connector Bridge	over South Monroe St.		City	BP	Begin design phase late 2010; construction funding for FY 2014.
Capital Circle NW & SW	W. Tennessee St.	north of Orange Ave.	State	BP	Bike/Ped facilities included for road widening
Capital Cascade Trail, Segments 3 & 4	S. Monroe St.	Munson Slough	City	BP	Design phase funding through 2012
Four Points Trail Head	at Four Points intersection		City	City	Design plans completed
Lipona Rd.	W. Pensacola St.	Pepper Dr.	City	City	Construction completed in FY 09/10
Tallahassee Junction Trail Head	at St. Marks Trail		City	City	Design plans completed
<i>Roadway Widening/Improvements</i>					
Capital Circle NW/SW	W. Tennessee St.	north of Orange Ave.	State	BP	Widen to 4/6 lanes; design underway
Capital Circle SE	Crawfordville Rd.	Woodville Hwy.	State	BP	2 to 7 lanes; begin const. late 2010
Capital Circle SE	Woodville Hwy.	Tram Rd.	State	BP	2 to 6 lanes; construction complete October 2010
Capital Circle SW	north of Orange Ave.	Crawfordville Rd.	State	BP	2 to 6 lanes; expanded PD&E final in 2011; no additional funding available FY 10/11
Eppes Dr.	Bridge at Airport Dr.		City	City	Stormwater management project to reduce roadway flooding
FAMU Way Extension	Wahnish Way	Lake Bradford Rd.	City	City	Design phase underway
Lakeview Bridge	Lakeview Dr.		County	County	Stormwater management project to reduce roadway flooding; const. In FY 10/11
Orange Ave.	Springhill Rd.	South Adams St.	State	PPL	Construction next phase for funding
W. Pensacola St.	Appleyard Dr.	Capital Circle SW	State	PPL	2 to 4 lanes; Design next phase for funding
Rainbow Acres subdivision	Penelope Rd.	Cowan Dr.	County	County	2/3 Program paving project
Wahnish Way	Emory Ct.	Dupont Dr.	City	City	Stormwater management project to reduce roadway flooding
Woodville Hwy.	Capital Circle SE	Gaile Ave.	State	TIP	2 to 4 lanes; corridor study and PD&E underway

\* BP = Blueprint 2000; PPL = CRTPA Major Priority Project List; TIP = CRTPA Transportation Improvement Program.

\*\* See also Table 10: Access to Schools projects.

Source: Capital Improvements Element, 2010 Schedule of Capital Improvements.

Once the project concept is approved by the City Commission, road design would take 18 months. Money is currently available for the portion from Lake Bradford Rd. to the eastern edge of the FAMU campus, at an estimated cost of \$25 million. In addition to the FAMU Way Extension, the City is proposing to extend the current Gamble St. (just south of the CSX railway bridge, off Lake Bradford Rd.) to join up with FAMU Way.

### **Woodville Highway Corridor Study**

The CRTPA, assisted by Kimley-Horn and Associates, has begun the process of developing a Corridor Master Plan (CMP) for the 1.7-mile segment of Woodville Hwy. inside the SSA, from Capital Circle SE to Gaile Ave. Much of the corridor is two-lane highway, without sidewalks or bike lanes. However, the St. Marks Trail runs parallel to the roadway's western side within the Florida Department of Transportation's right-of-way. Various residential, civic, commercial, and industrial land uses exist adjacent to the corridor.

The CMP will include the study of land uses, environmental features, community and social features, and general engineering constraints that will drive the current and future transportation needs of the corridor. The CMP will include multimodal recommendations for improving transportation along the corridor, improving multimodal connectivity for areas adjacent to the corridor, and encouraging land use and development consistent with the future vision. The CRTPA's project team will involve the community at several stages during the development of the Master Plan, in order to address residents' needs and concerns. The CMP process began in mid-2010 and will take about one year to complete.

Once the CMP is finished, a Project Development and Environment (PD&E) Study will continue to support short-term recommendations. The PD&E study will follow processes consistent with state and federal requirements making future short-term improvements available for federal money. The PD&E Study will include additional, more detailed, study of the recommendations and the relationship and effect the recommendations would have on social, cultural, and environmental features, as well as further engineering of the recommendations. Additional opportunities for public participation will occur during the course of the PD&E Study, which will conclude about one year after completion of the CMP.

### **CARDS & 2/3 programs**

There are a few unpaved public roads within the unincorporated SSA. In January 2009, the Board of County Commissioners conducted a workshop to address the need for transportation and/or stormwater projects to mitigate or alleviate adverse effects during and after major storm events. The Board directed that a new program be enacted to aid areas adversely affected by flooding during major storms. The new program was to be similar to the County's ongoing 2/3 Program, except the petition requirement was reduced from 2/3 to 60%, with the County paying for 20% of the project costs, subject to the availability of money. The County created a new program, County Acquisition of Roads and Drainage Systems (CARDS), in March 2009. The original 2/3 Program remains as a separate capital improvement category within the CARDS program (CARDS Transportation Program: Start Up Costs). For FY 2011–2015, the County's Capital Improvements Program has allocated

\$250,000 for CARDS stormwater start up costs projects and \$500,000 for transportation start up costs projects.

The utilization of the 2/3 Program is defined under Chapter 16, Article II, of the Code of Laws of Leon County. It allows for construction of special improvements to benefit private properties and to have the cost of the improvements financed and assessed through property liens. Special assessments for a 2/3 paving project are placed on the annual property tax notice as a non-ad valorem assessment. This method is used for stormwater and solid waste non-ad valorem assessments and is being used on previous 2/3 projects.

In June 2010, non-ad valorem assessments were adopted for the Rainbow Acres 2/3 project in the SSA. Improvements will consist of street paving, shoulder repair, and drainage system improvements. Rainbow Acres connects to Rainbow Rd., between North Ridge Rd. and Balkin Rd. The streets affected by the project include Penelope Rd., Balboa St., Breck St., Jake St., Craft St., and Cowan Dr. Original project pre-design was done in 1997.

### **Transit infrastructure**

Under the new, decentralized Nova2010 system, there will be increased transit infrastructure in the SSA. Transit infrastructure includes benches and shelters at bus stops, as well as larger “Super Stop” shelter facilities at major transfer locations. With the implementation of Nova2010, transit in the SSA will consist of approximately 140 bus stops: 105 without additional infrastructure, 26 with shelters, and nine with benches. As the Nova2010 system develops and money becomes available, more benches and shelters may be added to existing bus stops in the SSA. Additional transit infrastructure creates a better environment for riders and a makes transit a more attractive option for residents.

### **Bicycle & pedestrian infrastructure**

The Capital Cascade Trail project will extend 4¼ miles, connecting the downtown with the St. Marks Trail via the SSA. The purpose of the project is to improve stormwater storage capacity and water quality while also increasing green space and trail length. Blueprint 2000 has initiated design of several stormwater components of Capital Cascade Trail Segment 3 (box culvert between South Monroe and South Adams streets and the Coal Chute Pond west of Railroad Square), and has recently initiated the full design of Segment 3 from South Monroe St. to Gamble St. Blueprint has partnered with the Tallahassee Community Redevelopment Agency in project design and property acquisition for the Coal Chute Pond. Additionally, Blueprint is completing a 60% design of a stormwater facility at the southern end of Segment 4 (Black Swamp Nature Park) and is pursuing acquisition of an 11.1-acre parcel adjacent to a county-owned parcel for that project.

In addition to the bicycle and pedestrian projects shown in Table 9 and described in the Multimodal Transportation District section of this report, the CRTPA has coordinated with Leon County Schools on the implementation of the Access to Schools program recommended in the Master Plan, listing projects to improve the ability of students to safely walk or bike to schools. Some schools have no sidewalks on the roadways that serve them, and many have limited access. The Access to Schools program has a total of 17,350 feet of sidewalks and bikeways serving 12 schools. The Capital Region Transportation Planning

Agency’s Bicycle and Pedestrian Priority Project List for FY 2012-2016 has the Access to Schools project ranked as its top priority. Table 10 details the projects within the SSA identified in the Access to Schools priority list:

**Table 10: Access to Schools projects affecting SSA schools, 2009**

School	Sidewalk	Ownership	Constructed
Fairview M.S.	Zillah Rd. from Paul Russell Rd. to Tram Rd.	City	yes
Nims M.S.	Orange Ave. west of Nims, crossing Springhill Rd. connecting to Liberty Park	State	no
Nims M.S.	Orange Ave. to Springhill Rd. connecting to Springsax Park	County & State	yes
Oak Ridge E.S.	Ross Rd. from Woodville Hwy. to Crawfordville Rd.	County	yes
Pineview E.S.	Lake Bradford from Orange to Orange	City & County	yes
Sabal Palm E.S.	Ridgeway St. from Eisenhower Rd. to Harris. St.	City	yes
Sabal Palm E.S.	Dale St. from Ridgeway St. to McElroy St.	City	no

Source: Leon County, Intergovernmental Affairs.

Table S3 at the end of this report indicates that in 2000, an estimated 5% of workers in the SSA walked or rode a bike to get to work, and another 5% used transit; almost one-third of countywide commuting by foot, bike, and transit occurred in the SSA. The *Tallahassee-Leon County Bicycle & Pedestrian Master Plan* was approved by the Capital Region Transportation Planning Agency (CRTPA) in 2004 to assess long-term bicycle and pedestrian needs and prioritize improvements (see Table S5 for projects in SSA).

**Sewer availability & Master Sewer Plan**

Sanitary Sewer Sub-element Policy 2.1.12 requires any proposed development using septic tanks within the USA to include easements, right-of-way, and deed restrictions for future installation of water and sewer lines when service becomes available. Sanitary Sewer Sub-element Policy 1.2.3 limits non-residential development on a septic system in the USA to uses estimated to generate no more than 900 gallons of sewage per day. This limit is equivalent to the load from a service station with two restrooms and a small take-out food sales area.

Sewer service exists in many areas, and is available to all City areas, but is prioritized by need and available money. Sanitary Sewer Sub-element Policy 1.3.2 prioritizes sewer extension expenditures to environmentally sensitive areas: “...the City of Tallahassee shall place a higher priority upon serving areas that are within the Southern Strategy Area and/or areas that may be determined to negatively impact the environmental quality of Wakulla Springs if developed with traditional septic tank systems.” Sewer service is also available in the unserved areas under the provisions of the 2005 Water and Sewer Interlocal Agreement. The sector planning process revealed concerns among residents regarding initial costs and monthly fees. The SSA has approximately 9% of existing septic tanks in Leon County, and these existing septic tanks may inhibit central water and sewer expansion.

In February 2010, the 2030 Master Sewer Plan was approved by the City Commission. The plan is an update to the 1988 master plan and serves as a guide for expansion of sewer within the USA. The 1988 master plan had identified nine potential areas for sewer service, including the Lake Munson Target Unsewered Area (see Figure 2). This area inside the SSA consists of four major portions of mostly unincorporated acreage: two areas inside the Southern Triangle, an area east of Woodville Hwy. (including Belair, Annawood, Woodside

Heights), and an extensive area west of Crawfordville Rd. (including Pine Lake, Crown Ridge Estates, and Rainbow Acres). In 2009, the estimated project cost to serve the Lake Munson Unsewered Area was \$30.6 million, with an estimated average cost of \$9,680 per connection. The City of Tallahassee is coordinating with Blueprint 2000 in the widening of Capital Circle SE between Crawfordville Rd. and Woodville Hwy. regarding relocation of force mains and water mains. As part of the project, capacity-adding components will include new gravity sewer and reuse mains along Capital Circle, expanding sewer service to properties adjacent to the corridor near the intersection of Shelfer Rd. in the Lake Munson Target Unsewered Area.

Based on the Sewer Master Plan's estimates, extending sewer to all unsewered areas of the USA while addressing capacity and operational needs within the current service area would be cost prohibitive—\$236 million. Instead, a phased 20-year capital improvement plan totaling \$28.6 million was approved that focuses on implementing capacity and operational improvements. The 2005 Water and Sewer Interlocal Agreement between the City and County specifies that the City's obligation to serve existing development is to be determined based on cost feasibility. The Agreement also states that the City is not obligated to participate in the development and construction of the sewer collection systems within desired areas. Leon County is not likely to have money available to construct these sewer systems in the near future. Due to the City's Advanced Wastewater Treatment (AWT) outlays to protect Wakulla Springs, the City is also unlikely to increase sewer rates to pay for widely expanding sewer service.

### **Effective density and intensity of the SSA**

Objective 11.3 states the intent for new development in the SSA to "...average at least two dwelling units per gross acre, and that new non-residential development average at least 10,000 square feet per gross acre." The gross density for the entire SSA region is about 1.3 dwelling units per acre, up from 1.15 in 2007. In 2009, the effective density per developed residential acre within the SSA was approximately 4.8 dwelling units per acre, up from 4.5 in 2007, 4.3 in 2003, and 3.9 in 2000. For units constructed during 2000–09 in the SSA, the overall residential density is almost 7.9 dwelling units per acre (up from 6.2 in 2000–07 and 5.7 in 2000–04). Objective 11.3 also calls for new non-residential development to average at least 10,000 SF per gross acre, giving an average floor area ratio (FAR) of at least 0.23. Since adoption of the Comprehensive Plan in 1990, most non-residential, non-institutional private sector development in the SSA has occurred in or near Yulee Industrial Park (by Appleyard Dr.), Airport Centre Industrial Park, Crossway Industrial Park, or Novey Industrial Park (Woodville Hwy.), with some redevelopment along the South Adams St. and South Monroe St. corridors. The FAR in 2009 of non-residential uses in the SSA included offices, 0.17; retail uses, 0.11; and warehouses, 0.12. Together these three main commercial uses had a combined FAR of 0.13. The land use with the highest "intensity" in the SSA is a residential one—townhomes, with an effective FAR of 0.28. The FAR of commercial development constructed during 2000–09 in the SSA included offices, 0.20; retail uses, 0.10, and warehouses, 0.14. The three main commercial uses had a combined FAR of 0.15, reflecting an ongoing increase in intensity since 2004. Although the residential aspect of Objective 11.3 is being satisfied, the commercial component is not. Even if the capital market were robust, unless the commercial real estate market in the SSA is tight for a prolonged period,

the expectation that new non-residential development have twice the intensity of existing similar non-residential development is not feasible.

Incentives to attract development include the City’s payment of water and sewer fees for affordable housing and the prioritization of transportation projects in the Long Range Transportation Plan. Transportation Element Policy 1.4.1 sets roadway concurrency in the SSA at “E” for meeting concurrency requirements for minor arterials and major and minor collectors. Tax incentives can foster development by reducing business costs, but they can indirectly impede development if they reduce expenditures on public services that businesses value. It may also be unrealistic to expect incentive programs to lead to significant job creation.

**Status of Comprehensive Plan policies: Economic Development & Infrastructure**

Policy 11.2.3 states:

*The “State of the Southern Strategy” document will be used to monitor the commitment to undertake needed repairs, replace obsolete infrastructure and facilities and address existing deficiencies within the Southern Strategy Area. This will help to assure the long-term community health of the Southern Strategy Area.*

In 2007, the Department of Community Affairs issued a finding of “not in compliance” for the City’s and County’s annual updates to the Schedule of Capital Improvements. Since 2008, the City and County have adopted their annual schedules as stand-alone amendments, which have been found in compliance by DCA. Capital Improvements Element Policy 1.1.5(2) establishes the general prioritization approach within each public facility type. The directives of the Comprehensive Plan emphasize that capital improvements should be directed inside the Urban Service Area (Land Use Objective 1.1), and more specifically in the Southern Strategy Area (Land Use Policy 11.1.2, 11.2.2). As part of the prioritization process now required by DCA, location within the Southern Strategy Area is recognized as a policy priority for determination of the annual Schedule of Capital Improvements update, and the *State of the Southern Strategy Report* gives reference information for capital improvements projects occurring within the SSA.

Policy 11.3.1 states:

*By 2000, the Transportation Plan and the Transit Development Plan for both the City and the County shall establish criteria for promoting improvements that are needed in the Southern Strategy Area. This may be accomplished by including “Positive impact to the Southern Strategy Area” as one of the criteria for promoting projects in the Southern Strategy Area.*

Leon County Land Development Code, §10-7.402 4(d) (Development review and approval system) states: “the review threshold for any Type A, B or C site and development plan proposed within the Southern Strategy Area, as identified in the Tallahassee-Leon County Comprehensive Plan, shall be increased 25 percent.” Also, §10-2.605 1(f) (Quality development criteria) establishes location in the SSA as a “Tier One” criterion for the Leon County Quality Development Program. The northern third of the SSA is within the Multimodal District, which guides transportation- and transit-related capital improvements.

Policy 11.3.2. states:

*Require a differential in costs of development for areas outside the Southern Strategy Area to be used as an incentive for development inside the Southern Strategy Area. This can be done through techniques such as reduced permit fees and/or facilities surcharges, and/or through streamlined review for development within the Southern Strategy Area, so long as these techniques are not at the expense of other areas.*

School concurrency began in Leon County in June 2008 when the mandatory Public School Facilities Element (PSFE) came into effect. All applications for development are reviewed by School District staff for concurrency, pursuant to the 2006 Interlocal Agreement between the City of Tallahassee, Leon County, and Leon County Schools. Pursuant to §7.1 of the Interlocal Agreement, PSFE Policy 1.2.5 calls for the School Board to enter into a binding agreement with the developer and the City or County to mitigate the effects from the development through the creation of additional school capacity if there is inadequate capacity within schools adversely affected by a proposed residential site and development plan. Schools are defined as being over capacity if approximately 95% or greater of the school’s available capacity is used, according to the Florida Inventory of School Houses standard. There are no over-capacity schools operating in the SSA, which has effectively created a cost differential favoring prospective development in the SSA.

The City of Tallahassee Land Development Code, §9-244(e), exempts development within the SSA from meeting the City’s inclusionary housing requirements. This moderation means prospective residential projects in the SSA would benefit from a cost differential since developers would not be subject to any administrative, design, or marketing costs associated with inclusionary housing.

Policy 11.3.3 states:

*By 2004, establish a Tax Increment Financing (TIF) district in the Southern Strategy Area for the purpose of encouraging reinvestment. This district need not include the entire Southern Strategy Area. Local government may stimulate reinvestment by all means provided by law, including public-private partnerships.*

In 1998, the City established the Greater Frenchtown/Southside redevelopment district (a TIF area) and the Community Redevelopment Agency (CRA). In 2000, the City adopted the redevelopment plan and established the trust fund for the CRA. The CRA has been collecting tax increment since 2002, and consists of three distinct geographic areas, covering approximately 1,455 acres. About 45% percent of the Greater Frenchtown/Southside redevelopment district is within the SSA. The Southside portion is approximately 850 acres, of which 78% (some 660 acres) is within the boundaries of the SSA.

Policy 11.3.5 states:

*By year 2002, develop landscape and streetscape programs for the Southern Strategy Area. Promote the Southern Strategy Area as a focus area to receive available moneys for landscaping of public areas and streetscaping of roadways. Develop several highly visible landscape and streetscape pilot projects to showcase the type of public improvements that emphasize the assets of the Southern Strategy Area.*

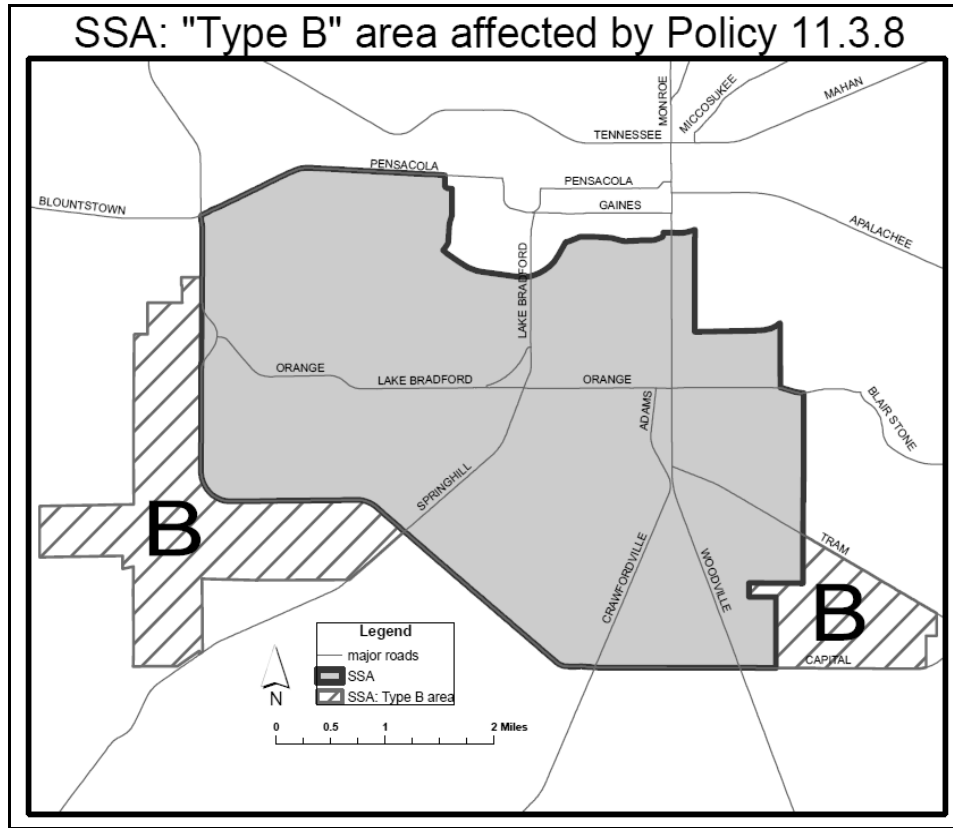
In August 2002, the *Landscape Assessment of Public Facilities within the Southern Strategy Area* report was completed by a consultant landscape designer, and various locations were identified. A barrier to implementation is the need for maintenance and irrigation (*see* Policy 11.4.2) requiring regular expenditures. The County’s Orange Ave. widening project was designed with extensive landscaping and sensitivity to adjacent land uses, as is the City’s ongoing FAMU Way Extension project. The South Monroe Sector Plan considered various enhancements to South Monroe St. and South Adams St., and the South Monroe Sector Implementation Plan recommended creation of gateway enhancements at the South Monroe Street Railroad Bridge. The City obtained permission from CSX Transportation, Inc. to landscape the four berms of the railroad bridge, but that undertaking has been delayed. The Blueprint 2000 Capital Cascade Trail project includes construction of a footbridge over South Monroe St. about 100 yards south of the CSX bridge.

Policy 11.3.8 states:

*Areas within the Southern Strategy Area that are designated as type B areas will only be permitted to take advantage of concurrency flexibility reflected in Transportation Objective 2.3 and accompanying policies. Areas designated as type B will not be permitted to take advantage of other SSA policies or benefits as outlined in the adopted SSA Comprehensive Plan Policies.*

This policy became effective in 2002. The policy’s intent was to address the short-term effects of the lack of roadway capacity on economic development, to allow additional transportation concurrency flexibility in the SSA for new light industrial business parks. Transportation Element Objective 2.3 cited in Policy 11.3.8 seeks to “...promote the development of a major business park(s) in the Southern Strategy Area.” The western portion designated as Type B is within the Airport Master Plan area, and the eastern area

designated as Type B is the site of the former Southside DRI (see map below). Although no longer a DRI-scale project, if the St. Joe Company still plans it as a mixed-use PUD rather than a business park, the policy would still be inapplicable to the project. With the recent statutory changes regarding DRIs within Dense Urban Land Area (DULA) jurisdictions and the change of emphasis regarding a business park, this policy may have no further application.



Policy 11.4.1 states:

*Where environmentally, economically and geographically practical, new heavy infrastructure land uses such as waste water treatment plants, airports, correctional facilities, and power plants which serve larger than neighborhood areas, shall be located in areas outside of the Southern Strategy Area. This policy does not apply to public facilities such as schools, parks, greenways, trails, and other recreational uses that would enhance the desirability of residing in the Southern Strategy Area.*

In 2006, the City Commission approved a contract with a private developer to purchase power from a 38-MW biomass-fueled generating unit. FSU submitted a request to the Board of Trustees to sublease a 21-acre parcel within the SSA on Roberts Ave. (near Innovation

Park) for construction and operation. The project had neighborhood opposition and in January 2009, Biomass Gas & Electric announced its withdrawal from the Tallahassee Renewable Energy Center project. During the debate surrounding the proposed biomass plant, the project's compliance with Policy 11.4.1 was brought into question.

Policy 11.4.2 states:

*By 2002, the City and County shall identify and schedule landscaping improvements to enhance the visual appearance of publicly owned institutional land uses in the Southern Strategy Area. Enhanced landscaping requirements shall apply to all existing City and County institutional facilities as well as to all new institutional facilities and to expanded or improved institutional facilities.*

A process for implementing this policy was included in the 2001 report. In August 2002, the *Landscape Assessment of Public Facilities within the Southern Strategy Area* report was completed by a consultant landscape designer, and various locations were identified. The landscape designer concluded there would be critical problems with implementation due to additional costs required for properly planting the landscaping and the need for irrigation in order to maintain these improvements.

Policy 11.5.1 states:

*Work with private sector and educational entities to accomplish the following:*

- a) Develop a proactive marketing strategy for Southern Strategy Area properties to encourage appropriate new businesses and the reuse of existing vacant developments;*
- b) Focus small business assistance programs on businesses in the Southern Strategy Area;*
- c) Research and apply for grants to support economic development in the Southern Strategy Area;*
- d) Focus job training opportunities to lower income residents in the Southern Strategy Area.*
- e) Provide adequate urban infrastructure to support private investment and reinvestment in the Southern Strategy Area.*

This policy has been in effect since 1998, implementing Objective 11.5, which calls for identification of key economic assets in the SSA (*see* Figure 5). The 2001 report inventoried and mapped the economic assets. In 2002, this identification process was enhanced by mapping vacant parcels over five acres in size, accompanied by information regarding these parcels that could be used to help market them, and thereby to promote development in the SSA. The *Southside Economic Development Plan* also identified action steps to enhance small

businesses. The City of Tallahassee manages several economic development programs available to eligible businesses and/or property owners, and Workforce Plus operates a job-training facility on South Monroe St.

Policy 11.5.2 states:

*The economic revitalization of the Southern Strategy Area shall focus on business opportunities from the following industries: Aerospace, Defense/Security, Materials and Healthcare.*

This policy became effective in January 2010, having been initiated by the Board of County Commissioners. In 2004, a private consulting firm completed an economic development plan for the SSA, with recommendations for improving the economic conditions, including identification of desired industries. These industries included: aerospace, defense/security, materials, and healthcare. The Economic Development Council has identified the Airport as a preferred area for economic development and selected aerospace/aviation as a desired industry (*see also* Innovation Park section for details on industrial targeting).

### **Economic Development & Infrastructure Conclusions**

- The lack of transportation capacity is an impediment to additional economic development in the SSA. Four portions of Capital Circle within the SSA have ongoing improvements to increase capacity from two to four or six lanes.
- There are few large vacant properties in the SSA. In 2009, of the 2,100 vacant parcels within the SSA, only around 300 of those parcels were larger than one acre and only 14 were larger than 25 acres. With limited ability to subdivide the remaining acreage, growth in the SSA will occur mainly through redevelopment. The time and cost associated with land acquisition, assembly, and site preparation can be the largest barriers to redevelopment and the marketing of housing in a diverse price range.
- The 2010 update to the City's Master Sewer Plan demonstrated that extending sewer to all unsewered areas of the USA would be cost prohibitive. Instead, a phased 20-year capital improvement plan was approved that focuses on implementing capacity and operational improvements. In 2009, the project cost to serve the Lake Munson Unsewered Area was estimated at \$9,680 per connection.
- There are multiple business assistance or business incentive programs available in the SSA. The most favorable business incentive programs are demonstrably linked to quality jobs and advancement opportunities; encouraging recipient companies to fill a certain percentage of new jobs with local people; linking incentives to company investments in technology and human resource development; encouraging companies to offer health care insurance for employees; insisting that strong environmental management and compliance records be kept; targeting companies important to key industry clusters, and analyzing the costs and benefits of all incentives packages to ensure the best decision possible.

- It is important to sponsor transportation choices for the SSA proportionate to the demand the adult public uses to get to work or school. Some 5% of workers in the SSA walk or ride a bike to get to work, and another 5% use transit. Since the typical public transit commuter travels a shorter distance but spends more time commuting than the average driver, effective transportation options are especially important for the portion of the SSA inside the Multimodal District. The new Nova2010 system should decrease commuting time on public transportation, making it competitive with the automobile.
- In 2009, the three major commercial uses in the SSA (office, retail, warehouse) had a combined FAR of 0.13. Objective 11.3 calls for new non-residential development to average at least 10,000 SF per gross acre, yielding an average floor area ratio (FAR) of at least 0.23. Unless the commercial real estate market in the SSA is tight for a prolonged period, it is impractical to expect new non-residential development to have twice the intensity of existing non-residential development.
- Although the objectives and policies of the Southern Strategy generally deal with improving the long-term marketability of housing and commerce in the vicinity, the tactical connection between some of the remedial measures and the overall goal may not be viable. Certain policies that call for more current expenditures (11.1.1, 11.3.5, 11.3.6), increased regulatory constraints, fixation on aesthetics, or counter-regulatory favoritism (11.1.1, 11.2.2, 11.2.4, 11.3.2, 11.3.3, 11.3.8), and policies that expect the market to operate unprofitably or against individuals' preferences (11.1.1, 11.1.2, 11.2.2) may fail to engender the long-term regional marketability of housing and commerce. In order to "attain an income mix in the Southern Strategy Area...comparable to the remainder of the urbanized County" the most cost-effective and least intrusive option is to facilitate an environment conducive to steady personal income growth and thrift. This direction requires the least amount of policy formation and is most compatible with individuals' choices.

## C. HOUSING AND SCHOOLS

### Residential land use in the SSA

Table 11 shows that in 2009, the SSA accounted for an estimated 12% of residential units countywide, 23% of these units having been built since 1990. Among single-family detached, mobile home, townhome, or condominium units in the SSA, about one-half are owner-occupied. Owner-occupied units within the SSA in general are valued at around half of the countywide average. The high valuations of residences countywide several years ago had increased the disparity, but reductions in housing market values have returned the difference to approximately 50%. In 2000, the SSA had accounted for 16% of all housing units in Leon County. By 2009, due to development elsewhere in the County, its share had dropped to 12%. In the past decade, the volume of new residential units constructed in the SSA was proportionate with the rest of Leon County.

During 2000–09, the total number of housing units in the SSA increased by 17.6%, while the number of units for the rest of the County increased by 17.8% during that time. Only 10% of all single-family detached homes in Leon County are located in the SSA. The SSA also has 7% of Leon County's townhouses and condominiums, 16% of multi-family units, 16%

of manufactured homes, and 31% of the County’s units in manufactured home parks. In 2009, there were 28 properties in the SSA each having a market value exceeding \$5 million; only four were private sector developments, all apartment complexes.

**Table 11: Residential units in the SSA, 2009 (est.)**

Area	Estimated residential units	As percent of Leon County	Percent constructed since 1990	Homeowner occupancy rate*
Total Leon County	121,577	100%	37%	69%
City of Tallahassee	83,671	69%	36%	62%
Unincorporated area	37,906	31%	41%	79%
Southern Strategy Area	14,598	12%	23%	50%

\*Among single-family detached, mobile home, townhome, or condominium units.  
Source: TLCPCD analysis of Leon County Property Appraiser data.

Table 12 shows that in 2003, the value of developed residential property in the SSA amounted to \$42.61/SF, only 68% as high as the County’s overall value of \$62.86/SF. By 2009, this ratio had climbed to 72%, when the SSA developed residential property value amounted to \$61.27/SF and the County’s overall value was \$85.40/SF. In 2009 as in 2003, the average market value of owner-occupied units in the SSA was about 50% as much as the County’s overall average market value. Analysis of Census 2000 data indicated that relative to much of Leon County, households in the SSA tended to be more compact (smaller dwellings with more inhabitants on less acreage).

**Table 12: Housing value in the SSA, 2003-09**

Area	Developed residential property value (\$ per bldg. sq ft)			Average market value of owner-occupied unit*		
	2003	2007	2009	2003	2007	2009
Total Leon County	\$62.86	\$98.89	\$85.40	\$117,679	\$179,234	\$174,343
City of Tallahassee	\$58.34	\$99.43	\$80.31	\$113,827	\$174,703	\$169,687
Unincorporated area	—	—	\$94.13	—	—	\$179,478
Southern Strategy Area	\$42.61	\$51.31	\$61.27	\$58,810	\$65,188	\$89,014
SSA as percent of Leon County	68%	52%	72%	50%	36%	51%

\*Single-family detached, mobile home, townhouse, or condominium.  
Source: TLCPCD analysis of Leon County Property Appraiser data.

**Table 13: Residential density in the SSA, 2003-2009**

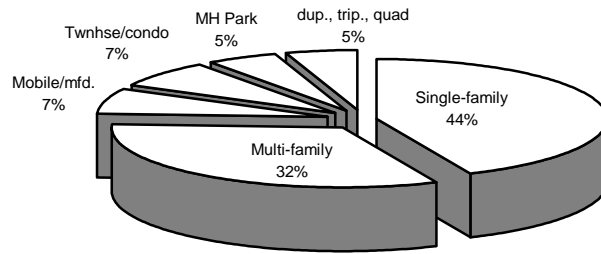
Residential development type	Density (housing units/acre)			Proportion of residential units*		
	2003	2007	2009	2003	2007	2009
Single-family detached	2.9	3.1	3.2	42%	44%	43%
Multi-family	16.8	15.5	16.3	32%	31%	32%
Mobile/manufactured home	2.3	2.4	2.4	8%	8%	7%
Townhouse and Condominium	15.4	16.5	22.3	3%	4%	7%
Mobile home park	4.3	3.9	3.3	8%	6%	5%
Duplex, Triplex, and Quad	8.5	9.0	8.9	6%	6%	5%
Total Residential in SSA**	4.3	4.5	4.8			

\*May not total 100% due to rounding.

\*\*Does not include <0.5% other types of residential units (religious, custodian, non-profit, etc.).

Source: TLCPCD analysis of Leon County Property Appraiser data.

Proportion of residential units in SSA, 2009



About 21% of Leon County’s population consisted of college students in 2000. The combined enrollment of Florida State, Florida A&M, and Tallahassee Community College was 67,013 students in 2009, up 1.7% from 2006. FSU’s planned enrollment annual growth rate for its main campus during the 2008/09 to 2013/14 timeframe was about 2.5%. However, fall enrollment fell in 2007–2008 so that student enrollment of 40,255 in 2009 was about the same as in 2006. FAMU’s fall enrollment of 13,089 in 2010 was a record high. Tallahassee Community College has had steady increases in fall enrollment since 2000. In 2009, fall enrollment at Tallahassee Community College was 14,497, up 7.1% from 2006 and 29% higher than in 2000.

The call for more residential units in the SSA is partially attributable to the increased demand for student housing near the two universities and the community college. Allowing a higher density land use category to be applied in a broader area would help the university area better accommodate the growing student population by encouraging nearby redevelopment and development. A 2004 Comprehensive Plan amendment expanded the area in which the University Transition land use category can be applied, about half of which lies within the northernmost portion of the SSA. Since 2007, there have only been three Comprehensive Plan amendments adopted in the SSA raising maximum prospective density, the largest was for a 1.5-acre parcel.

The most extensive rezoning in the SSA since 2007 was the change of about 724 acres from the Central Urban zoning district to CU-45 (443 acres), CU-26 (142 acres), CU-18 (134 acres), and Open Space (5 acres). These rezonings allow more specialization than was supplied through the generic Central Urban zoning district. The CU-18, CU-26, and CU-45 zoning districts together allow various minor and major office uses, minor commercial uses, and medium density residential uses, implementing changes made to the Comprehensive Plan in 2005 regarding the Central Urban Future Land Use category. These changes have certain access modifications, as well as the relaxation of parking, landscape, and buffering standards in order to encourage a wider variety of uses and greater range of economic development. From 2008 to mid-2010, rezonings in the SSA from residential-only zoning districts (R-3, RP, RP-2) to districts allowing non-residential uses (C-2, CP, UP-2) affected less than eight acres. About 1.6 acres transferred from light industrial to commercial zoning.

**Public schools in the SSA**

Housing choices can be very closely connected with public school quality. Neighborhood schools are often a primary consideration for all but the youngest and oldest homebuyers and renters. Table 14 shows recent status of schools in the SSA.

**Table 14: SSA public schools, 2007/08 – 2009/10**

SSA School	Enrollment			Actual Utilization*			Subsidized lunch			School grade **		
	07/08	08/09	09/10	07/08	08/09	09/10	07/08	08/09	09/10	07/08	08/09	09/10
<i>Elementary</i>												
Bond	677	612	568	80%	82%	76%	94%	94%	93%	C	B	B
Oak Ridge	525	504	529	69%	76%	71%	90%	90%	90%	C	A	C
Pineview	557	547	537	82%	79%	81%	87%	85%	85%	A	B	A
Sabal Palm	731	720	541	83%	88%	84%	89%	92%	90%	C	B	B
<i>Middle</i>												
Belle Vue	511	442	†	78%	68%	†	77%	84%	†	D	C	†
Fairview	833	816	858	84%	87%	84%	54%	55%	59%	B	B	A
Nims	331	334	515	40%	35%	35%	82%	87%	87%	C	D	F
<i>High</i>												
Rickards	1,280	1,258	1,188	68%	75%	72%	50%	56%	49%	C	D	‡
<i>District-wide</i>												
FAMU-DRS	370	462	544	-	-	-	29%	41%	52%	C	D	‡
PACE	74	71	69	34%	39%	34%	68%	78%	84%	-	-	-
SAIL	320	337	377	125%	61%	62%	16%	18%	21%	A	B	‡

\* Based on Florida Inventory of School Houses (FISH) capacity. \*\* The School Grade “A” indicates that the school is meeting higher performing criteria in reading, writing and math for current year. The School Grade “C” indicates that the school is meeting minimum higher performing criteria in reading, writing, and math for current year. † Belle Vue M.S. closed 6/30/09. ‡ Methodology changed for high schools, grades pending.  
Sources: Leon County Schools, Florida Department of Education.

In 2009/10, Nims was the only “F” school in the SSA (grades for high schools were unavailable). Nims, Rickards, and FAMU-DRS were “D” schools in 2008/09. Pineview and Fairview were “A” schools in 2009/10; Oak Ridge was the SSA’s only “A” school in 2008/09. Oak Ridge had the highest total expenditures per pupil in 2008/09 among elementary schools in Leon County; Belle Vue and Nims had the highest total per pupil expenditures among middle schools. In 2008/09, the average of the total per pupil expenditures for the three middle schools in the SSA was almost 34% higher than the average of the total per pupil expenditures among the other five middle schools in Leon County. Total expenditures per pupil at Rickards were about 17% higher than the average of the other four high schools. For elementary schools, the average of the four SSA schools was only 4% higher than the average of the other 19 elementary schools in the County.

Capacity is widely available in these schools. Only three schools in the SSA used more than 80% of capacity in 2009/10. Over half the students in each of the zoned schools get subsidized lunches.

**Status of Comprehensive Plan policies: Housing and Schools**

Policy 11.1.1 states (in part):

*In years 1999 through 2004, housing efforts shall focus on:*

- *Maintaining the supply of affordable housing and raising the*

*overall assessed value of housing in the Southern Strategy Area by attracting additional quality residential development to the area.*

- *Improving the quality of the existing housing stock.*
- *Improving the safety, appearance, and overall quality of life in the area.*
- *Increasing home ownership opportunities.*

Strategies adopted in the policy include finding money for rehabilitation, involving non-profits, and encouraging local lenders. There are at least ten programs the City and County implement in the SSA and throughout the rest of the community designed to fill these housing needs. Pursuant to §21-152 of the Land Development Code, the City gives exemptions from the payment of the water and sewer connection fees for residential units qualifying as affordable housing. Although not exclusive to the SSA, this program has been used frequently in the SSA. For each residential unit getting an exemption, the City pays into the appropriate sewer and water systems fund, and the water and sewer tap fee fund the amount waived from a general fund account. The \$250,000 account is renewed annually. Annual appropriations not spent prior to the end of the fiscal year are returned to the fund balance. However, no appropriations were budgeted for this fund in FY 2011, only non-appropriated programmed funding for FY 2012-15 (*see also* Policy 11.1.2 and 11.2.4).

The Bethel Community Development Corporation (CDC) has also worked extensively in the SSA, developing new, affordable housing in the Bond and Providence neighborhoods. Since 2002, the Tallahassee Community Redevelopment Agency has given Bethel CDC and the Tallahassee Lenders' Consortium over \$566,000 to assist in the construction of over 20 affordable income homes within the SSA. Habitat for Humanity has developed small subdivisions on Yuma Rd. and adjacent to Roberts Ave. within the SSA.

Policy 11.1.2 states:

*Long term housing policy shall focus on increasing the amount of moderate and upper income housing in the area as a proportion of total housing stock. Strategies shall include, but need not be limited to, improving public infrastructure, improving public safety, and encouraging increased employment opportunities in the Southern Strategy Area.*

Between 2003 and 2009, the ratio of the overall value (on a \$/SF basis) of developed residential property in the SSA to the overall County value increased from 68% to 72%. Similarly, average market value of owner-occupied units in the SSA was about 50% as much as the County's overall average market value in 2009 as it was in 2003. These measurements indicate that housing market values in the SSA have not been as adversely affected as the overall housing market countywide. Market consistency within the SSA means relative predictability for potential buyers and sellers. Although there may not have been a significant increase in "the amount of moderate and upper income housing" since 2003, the overall market value of owner-occupied housing in the SSA has remained stable relative to

the rest of Leon County, supporting Objective 11.1 and its call for “ a wide range of housing opportunities, both in terms of type and price.

Policy 11.2.4 states:

*By 2002, develop and implement a program which is intended to establish incentives for construction, reconstruction, and rehabilitation of housing in the Southern Strategy Area. This program may include, but need not be limited to incentives such as the allocation of funding for and implementation of water and sewer rebates for construction costs (on site and off site), payment of utilities connection fees, and systems charges.*

City Commission policies pertaining to incentives for affordable housing are applicable citywide, rather than specifically to the SSA. Two policies were revised in February 2008: Policy 1104 and Policy 710. City Commission Policy 1104 has the following incentives for development of affordable housing: 1) expedited processing for Commission-authorized projects with affordable housing certification; 2) special regulatory provisions for projects with affordable housing certification to seek variances to certain provisions of the Environmental Management Ordinance; 3) authorization of the Growth Management Department to perform the Natural Features Inventory for no fee on projects of twenty units or less; and, 4) exemptions from the payment of the water and sewer connection fees for residential units which qualify as affordable housing. Policy 710 directs that certified housing projects be given expedited status in the land use and growth management process, gives staff services to perform the natural features inventory for small certified affordable housing projects, and makes an interdepartmental “Affordable Housing Technical Assistance Team” available for consultation.

The Neighborhood Stabilization Program (NSP) is a federal program created in July 2008 as part of the Housing and Economic Recovery Act. NSP money is used to purchase vacant, bank-owned foreclosed properties and rehabilitate them for affordable rental and homeownership housing. The State of Florida got over \$91 million in the NSP program, including \$2.9 million for the City of Tallahassee. NSP money must be spent in areas of greatest risk of foreclosure, as determined by the US Department of Housing and Urban Development (HUD). The majority of Tallahassee’s NSP money must be used to acquire and rehabilitate housing units for rental to very low income households. The highest foreclosure risk areas in Tallahassee are in the Southern Strategy Area and Greater Frenchtown neighborhood. CRA money can be used in conjunction with NSP money.

The development of quality affordable housing is a primary goal of the Greater Frenchtown/Southside Community Redevelopment Plan. Community Redevelopment Agency funds are available in the form of grant and low-interest loans to not-for-profit affordable housing providers, and low-interest loans to for-profit providers. The funds can be used for land acquisition, construction, and homeowner financing assistance. Since 2002, the CRA has given over \$1.5 million in grants for a variety of affordable housing projects, including \$560,000 in grants for affordable housing units in the SSA.

In addition, the City’s land development code gives special incentives for redevelopment projects, in the form of exemptions from some concurrency, stormwater, landscape, parking, and buffer requirements. These incentives extend also to redevelopment projects planned and built for families and individuals with incomes below the median income for Leon County.

Policy 11.3.7 states:

*The City and the County will work with the Leon County School Board to adopt a Southern Strategy policy statement for public schools by the year 2000. This policy statement will be based on the identification of problems and opportunities associated with the provision of public schools in the Southern Strategy Area, and will include a work plan to establish and maintain public schools as a positive force in assisting the City, the County, and citizens at large in achieving the long-term community health of the Southern Strategy Area.*

In 2005, State legislation passed mandating concurrency requirements for public schools. The concurrency requirement means that the local government must have adequate school facilities in place or under actual construction within three years of approving development generating new students. In August 2006, the City, County, and School Board adopted the Public School Concurrency and Facility Planning Interlocal Agreement as a required precursor to the mandatory Public School Facilities Element within the Tallahassee-Leon County Comprehensive Plan. The mandatory Public School Facilities Element became effective in June 2008. Since public schools in the SSA are typically under capacity, prospective development in the SSA in general is not adversely affected by school concurrency.

**Housing and Schools Conclusions**

- Compared with much of Leon County, households in the SSA tend to be more compact (smaller dwellings with more inhabitants on less acreage). Household density is an unseen but important dynamic affecting land use and school planning.
- The highest foreclosure risk areas in Tallahassee are in the Southern Strategy Area and Greater Frenchtown neighborhood.
- In the past decade, the volume of new residential units constructed in the SSA has been proportionate with the rest of Leon County. Total housing units in the SSA increased by 17.6% during 2000–09, while housing units for the rest of the County increased by 17.8% at that time.
- Between 2003 and 2009, housing market values in the SSA were not as adversely affected relative to the overall housing market countywide. The overall market value of owner-occupied housing in the SSA has remained stable relative to the rest of Leon County.

- Around ten City and County programs can help in the purchase, construction, rehabilitation, or emergency repair of housing. Money for housing assistance in both the City and unincorporated area comes from the State or Federal government, except the Affordable Housing Trust Fund that uses City money to give low interest loans for affordable housing projects. The Community Redevelopment Agency is another important source of affordable housing funds.
- Public schools in the SSA generally have capacity available, but are costlier to operate on a basis of money spent per student. The state mandate for school concurrency indirectly makes new development less expensive for areas that have available capacity.

## D. ENVIRONMENT

The Conservation Element of the Comprehensive Plan establishes protection requirements for environmentally sensitive areas in the Southern Strategy as well as the rest of the community. The information included below is focused on the location of conservation and preservation areas, the safety of groundwater, surface water quality, and the effect of stormwater.

### Environmentally Sensitive Areas

The major environmentally sensitive areas in the SSA are wetlands and 100-year floodplains (mainly Black Swamp and Gum Swamp, as well as the 100 year floodplains associated with the Bradford Brook Chain of Lakes and Campbell Pond); Bent Golden Aster and gopher tortoise habitat; and native forest areas with longleaf pine and wiregrass. There are also closed basins and may be areas prone to karst features (sink holes). Most of the environmentally sensitive areas are located south of Orange Ave., and these areas have not developed as quickly as other portions of the SSA (*see* Figure 6). Conservation and preservation areas are listed in the Comprehensive Plan as environmental areas to remain unchanged. The adopted *Tallahassee-Leon County Greenways Master Plan* has general locations of other areas of environmental significance.

The Blueprint 2000 initiative directs that revenues be spent for the protection of environmentally sensitive areas. Most money allocated for this purpose is spent for passive stormwater storage, habitat protection, and greenway connections. Active environmental land acquisition projects in the SSA include the Capital Cascade Greenway, Tallahassee Junction, and the Dr. Charles Billings Greenway. In 2004, approximately 17 acres near the Kissimmee St./Mill St. intersection were acquired as the Tallahassee Junction project for stormwater storage and greenway connections. In 2006, the City acquired 23 acres of environmentally sensitive, flood-prone land along both sides of North Ridge Rd. south of Springsax Rd. to add to the Dr. Charles Billings Greenway. This greenway will link the St. Marks Historical Rail Trail to the County's Lake Henrietta greenway park. A trail connection was recently made between this park and the City's Silver Lake Park, which is part of the Billings Greenway. Other environmental land acquisition projects are planned for this area as money becomes available. Blueprint 2000 is in the process of acquiring ten privately-owned parcels, totaling 2.56 acres, for the Coal Chute Pond in Segment 3 of the Capital

Cascade Trail. Blueprint is also designing the “Black Swamp Nature Park” at the southern end of Capital Cascade Trail Segment 4, and is investigating the purchase of an 11.1-acre parcel on Springhill Rd. for the project.

### **Ground Water Quality**

Tallahassee and Leon County are situated over one of the largest and cleanest sources of groundwater in the world—the Floridan Aquifer. The City of Tallahassee’s Water Quality Division constantly monitors the water in the aquifer, the source of our drinking water, watching for potential contamination. To further protect the water supply, the City and County enforce a countywide aquifer protection program to guard against potential sources of groundwater contamination that could originate in our area. The City also enforces a backflow prevention program which helps prevent accidental contamination at the City’s water wells. To monitor the quality of local water, the City operates and maintains its own water quality-testing laboratory, which performs daily analysis of drinking water quality. More than 570 water samples are tested each month. The biggest threats to contamination have been past disposal practices, many of which have been changed or are monitored under present disposal rules.

The Leon County Aquifer Vulnerability Assessment (LAVA) project was developed in 2007 as a science-based, water-resource management tool to help minimize adverse effects on groundwater quality, including focused protection of sensitive areas such as springsheds and groundwater recharge zones. The assessment consisted of a probability map displaying zones of relative aquifer vulnerability across the Leon County study area. The LAVA model is useful for the SSA, which has many flood-prone and karst-sensitive areas.

In 2009, the Primary Springs Protection Zone (PSPZ) was adopted into the Comprehensive Plan to help regional efforts to restore Wakulla Springs. The PSPZ is based on the LAVA study, physiogeographic regions, the Cody Scarp, and advice from the LAVA Technical Advisory Committee. The PSPZ was mapped to include the area of Leon County with the highest aquifer vulnerability south of the Cody Escarpment. The PSPZ consists of 10,763 parcels in both the City and in unincorporated Leon County, and includes 5,677 acres in the southern and western half of the SSA (*see* Figure 2).

Comprehensive Plan requirements for the PSPZ affecting the SSA include: establishing central sewer as the preferred method of sewage treatment in the PSPZ inside the Urban Service Area and enhancing requirements for connection to central sewer; requiring performance-based septic systems when sewer is unavailable; requiring low-impact development land planning and engineering design; and regulating fertilizer content and application rates in the protection zone. Additional site development costs to address water quality may adversely affect new home prices in those areas of the SSA where sewer is unavailable. Home prices have been relatively inexpensive in southern Leon County. Therefore, enhanced connection requirements for central sewer or the installation and maintenance of performance-based septic systems may disproportionately affect lower income residents.

## Surface Water Quality

Both the City and County maintain a surface water quality-testing program that routinely samples for water quality in area lakes. The five major water bodies in the SSA, collectively covering some 330 acres, are tested under the City's program: Campbell Pond in the eastern part of the SSA; and in the western portion, Lake Cascade, Lake Hiawatha, Lake Bradford, and Grassy Lake, comprising the Bradford Brook Chain of Lakes. The County also has a comprehensive water quality-testing program, but to avoid duplication of the existing City program, testing is done in lakes in other parts of the County. The Bradford Brook Chain of Lakes consists of "black water lakes" that have low oxygen levels, and are very susceptible to stress. Human activities in the drainage basins (development, land clearing, etc.) tend to affect these lakes more than other lakes that might be better able to assimilate external influences. Increased development will need to address carefully any potential effects on these water bodies if the present water quality is to be maintained.

Since 1990, the City's Stormwater Division has biennially prepared a water quality and biology assessment that includes these water bodies. During 2001–2004, the Trophic State Index (TSI) trend for Lake Bradford and Lake Cascade was generally stable, and showed improvement for Lake Hiawatha and Campbell Pond. Data from 2006–2008 indicated no significant changes. Although heavily used by local residents for fishing, Campbell Pond has no perennial inflow or outflow; the inflow comes from the surrounding drainage basin.

## Stormwater

Since 1999, there have been several Comprehensive Plan map amendments to increase open space acreage in the SSA for stormwater detention and attenuation (e.g., Alberto Recovery). The City's Stormwater Management Division has collected information on 204 structures flooding within the SSA. Of these, 136 (67%) were within mapped 100-Year Flood Hazard Areas. The City has addressed about 30% of these problems already through its Stormwater Capital Improvement Program, and another 30% are being addressed by ongoing Capital Improvement Program projects. Since 2006, the City's Public Works Department has built a stormwater pond on approximately half of a 9.2-acre greenway acquisition on Mills St. adjacent to the St. Marks Trail. This pond is designed to capture runoff from the new school in the Bond neighborhood, as well as infrastructure improvements in this area.

The cost of managing severe rainfall is inversely proportional to the probability of occurrence. The more improbable an occurrence becomes, the less financially feasible it becomes to pay for services to manage it. Nevertheless, the flooding of homes and businesses is a devastating event for those affected by it. However, unaddressed problems may have a lower budget priority than more severe and more frequent problems.

The County Public Works Department has indicated that stormwater problems in the unincorporated area are generally limited in scope due to the topography. The construction of the Lake Henrietta treatment facility improved the capacity available for retrofit in the unincorporated area. The County is also engaged in a process to restore Lake Munson. This will involve lake drawdown and the rebuilding of the dam that creates the lake. Drawdown of Lake Munson began in October 2010 and will continue through May 2011. The

drawdown will improve water quality, lake bottom compaction, and oxidation, stimulate healthy aquatic plant growth, improve aesthetics, and rejuvenate cypress tree roots.

**Parks and Recreation**

The SSA has 13 public parks with a combined area of 420 acres. The SSA parks level of service amounts to nearly 15 acres per 1,000 population, or three times the countywide adopted level of service of 5 acres per 1,000 population.

The sales tax extension gave \$5 million for the new recreation center and pool at Jack L. McLean, Jr. Park, representing a substantial amenity for SSA residents. The City’s Parks and Recreation Department made significant improvements to Silver Lake Park adjacent to North Ridge Rd. (south of Springsax Rd.), including a parking area, landscaping, a floating fish pier, picnic benches, and trash cans. Recreational improvements to the Lake Elberta City park east of Lake Bradford Rd. and south of Gaines St. include a recreational trail around the stormwater lake, a parking area, and other related facilities (e.g., picnic benches, trash cans, etc.). Blueprint 2000, using a Florida Communities Trust grant and Blueprint funds, acquired two parcels in 2007 totaling 7.35 acres on the northwest corner of Lake Bradford Rd. and Orange Ave. for the Capital Cascade Greenway project.

In August 2010, the Palmer Munroe Community Center reopened as the Palmer Munroe Restorative Justice and Teen Center, having closed in 2009 from City budget cuts. The City, County, and the Florida Department of Juvenile Justice jointly pay for the facility. In addition, it is the first restorative teen center in Florida, and can accommodate up to 75 at-risk teens charged with non-violent crimes to participate in its programs.

**Status of Comprehensive Plan policies: Environment**

Policy 11.2.5 states:

*Concurrent with promoting economic growth in the Southern Strategy Area (SSA), the local government will continue to promote actions leading to restoration and maintenance of surface water quality in the SSA lakes through the implementation of ongoing water quality studies as mandated by Conservation Policy 2.1.7. These studies will identify pollution problems and formulate a plan for resolving these issues. It is not the intent of local government to promote development or redevelopment of the SSA at the expense of the natural environment or water quality of this area.*

The City maintains two monitoring stations on the Bradford Brook Chain of Lakes. Trophic State Index (TSI) consistently remains approximately 40 from year to year (the Florida Department of Environmental Protection classifies a TSI under 59 as “Good”). Turbidity and conductivity are low. Both these readings are indicators of water clarity and the amount of suspended particulate matter, often pollutants, in the water. The Lake

Bradford Sector Plan includes recommendations to help preserve the Bradford Brook Chain of Lakes.

### **Environment Conclusions**

- Many of the lakes in the SSA are “black water lakes” and are not as adaptive as other types of lake systems.
- Surface water quality in the SSA remains good, mainly because of limited development in the drainage basins.
- Most chronic flooding problems have been addressed.
- The cost of managing severe rainfall is inversely proportional to the probability of occurrence. The more improbable an occurrence becomes, the less financially feasible it becomes to pay for services to manage it.
- There have been several Comprehensive Plan map amendments since 1999 increasing open space acreage in the SSA for stormwater detention and attenuation.
- Since 1990, the City’s Stormwater Division has biennially prepared a water quality and biology assessment that includes SSA water bodies. Major capital expenditures should be coordinated with such studies regarding water quality problems and potential mitigation methods.

E. SUPPLEMENTAL TABLES

Table S1: Area demographics, 2000

	Southern Strategy Area (SSA)	Tallahassee	Leon County	SSA as ratio of Leon County
1990 Population	31,203	124,773	192,493	16%
2000 Population	31,061	150,624	239,452	13%
Black	74%	34%	29%	33%
White	22%	60%	66%	4%
Others	4%	6%	5%	12%
Percent pop. change 1990-2000	10%	21%	24%	—
Population younger than 18 yrs.	25%	17%	21%	15%
Married couple families w/ minor children	34%	57%	65%	7%
One-parent families	60%	43%	34%	22%
Median income (dollars)	\$22,955	\$34,764	\$37,000	62%
2000 Unemployment rate	16%	11%	8%	23%
Poverty rate of families	27%	12%	9%	—
Households with no vehicle	18%	9%	7%	31%

Source: 2000 Census

Table S2: Demographic changes in the SSA, 1970–2000

Characteristic	1970		1980		1990		2000	
	Southern Strategy Area	Leon County	Southern Strategy Area	Leon County	Southern Strategy Area	Leon County	Southern Strategy Area	Leon County
Population	27,287	103,047	30,260	148,655	31,203	192,493	31,061	239,452
White	60%	74%	46%	74%	34%	74%	22%	66%
Black	39%	25%	52%	25%	63%	24%	74%	29%
Others	1%	1%	2%	1%	3%	2%	4%	5%
SSA population as percent of Leon County	27%	—	20%	—	16%	—	13%	—
Unemployment Rate	3%	3%	7%	4%	9%	5%	16%	8%
Percent of families with children under 18 headed by one parent	19%	15%	41%	26%	51%	29%	60%	35%
Persons Below Poverty	23%	20%	30%	18%	31%	17%	34%	18%
Families Below Poverty	19%	14%	25%	12%	24%	9%	27%	9%
Median Family Income	\$6,846	\$8,961	\$11,772	\$18,916	\$21,903	\$37,000	\$25,407	\$52,962
in 2000 dollars*	\$30,383	\$39,770	\$24,601	\$39,530	\$28,858	\$48,748	\$25,407	\$52,962
SSA median family income as percent of Leon County	76%	—	62%	—	59%	—	48%	—
Vacancy rate	3.7%	4.7%	10.7%	8.6%	10.3%	8.0%	13.4%	7.2%
Percent owners	51%	60%	44%	56%	42%	57%	41%	57%
Percent renters	49%	40%	56%	44%	58%	43%	59%	43%

\*Adjusted with CPI from Bureau of Labor Statistics. Source: Census

**Table S3: Journey to work in SSA, Tallahassee, and Leon County, 2000**

	Percentage of resident workers			SSA users as share of total
	SSA	Tallahassee	Leon County	
<b>Means of travel to work*</b>				
Car, truck, or van	87.0	91.3	92.9	10.8%
Drove alone	66.6	78.5	79.4	17.4%
Carpool	20.4	12.8	13.5	9.6%
Transit, bicycle & pedestrian	10.2	5.7	3.9	31.1%
Transit	5.2	2.4	1.6	37.2%
Bicycle & pedestrian	5.0	3.3	2.3	25.2%
Bicycle	0.9	0.6	0.4	22.8%
Pedestrian	4.2	2.6	1.9	25.7%
Worked at home	1.3	2.4	2.5	6.0%
<b>Time to work*</b>				
<b>Public transportation:</b>				
<30 minutes	28.8	34.4	36.4	29.5%
30-44 minutes	36.4	30.1	27.8	48.7%
45-59 minutes	9.6	12.5	12.1	29.6%
60+ minutes	25.2	23.1	23.8	39.5%
<b>Any other means:**</b>				
<30 minutes	80.6	84.2	75.1	12.0%
30-44 minutes	14.6	11.8	18.6	8.8%
45-59 minutes	2.1	1.7	3.3	7.0%
60+ minutes	2.8	2.2	3.0	10.4%

\*Workers 16 years and older. Categories may not sum to 100% due to rounding.

\*\*Includes car, truck, van, bicycle, and walking.

Source: Census

**Table S4: Residents (age 5+) living in the same house in 2000 as in 1995**

Area	Living in same house	Excluding areas adjacent to universities*
Leon County	41.0%	44.0%
Tallahassee (City only)	33.2%	37.0%
Inside Urban Services Area (pt.)	38.0%	41.3%
SSA (pt.)	35.0%	41.3%
rest of Urban Services Area	38.4%	40.7%
Outside Urban Services Area (pt.)	56.2%	56.2%
Florida	48.9%	48.9%
United States	54.1%	54.1%

\*Does not include block groups adjacent to FSU and FAMU.

Source: Census

**Table S5: Bicycle and pedestrian projects within the SSA**

Location	Project	Est. cost (\$1,000s)	Proportion for bike/ped. facilities	Community priority (1 to 74)*
Lake Bradford Rd. (Orange Ave. to Springhill)	mill/resurface/restripe	386.0	10%	14
Paul Russell Rd. (South Adams St. to South Monroe St.)	pedestrian & sidewalk safety	4,806.6	40%	22
MLK Jr. Blvd. (FAMU Way to Palmetto)	pedestrian & sidewalk safety	3,255.1	40%	23
South Monroe St. (Magnolia St. to Gaile Ave.)	medians	1,672.1	10%	35
Neighborhood streets around FAMU	sidewalks	14,083.3	100%	36
Coleman St. (Walcott St. to Lake Bradford Rd.) Walcott St. (Coleman St. to Lake Bradford Rd.)	sidewalks	887.0	100%	37
Jackson Bluff Rd. (Appleyard to Lake Bradford)	sidewalks	2,266.2	100%	38
Innovation Park Trail along Roberts Rd., Iamonia St., Stuckey Ave., Gamble St.	shared-use path	940.5	100%	42
Bloxham St. (Railroad to Myers Park Dr.)	bicycle route	0.5	100%	44
Belle Vue Way (Mabry St. to Hayden Rd.)	pedestrian & sidewalk safety	3,560.3	40%	50
Palmetto St. (MLK Jr. Blvd. to South Monroe St.)	pedestrian & sidewalk safety	1,164.2	40%	51
Springhill Rd. (Orange Ave. to GF&A Trail)	pedestrian & sidewalk safety	763.8	100%	52
Wahnish Way (FAMU Way to Osceola Ave.)	sidewalks	575.5	100%	56
Ross Rd. (Crawfordville Rd. to Woodville Hwy.)	pedestrian & sidewalk safety	3,948.1	100%	67
Tram Rd. (South Monroe St. to Capital Circle)	pedestrian & sidewalk safety	11,875.2	40%	73

\* Community priority is an overall project ranking based on the methodology used by the *Bicycle & Pedestrian Master Plan*. The City is currently working on reprioritization of bicycle and pedestrian projects and this table will be updated once that occurs.

Source: 2004 *Bicycle & Pedestrian Master Plan*.

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