

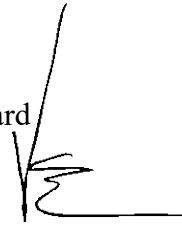
# Leon County Board of County Commissioners

## Agenda Item #18

November 18, 2025

**To:** Honorable Chairman and Members of the Board

**From:** Vincent S. Long, County Administrator



**Title:** Status Report on the Tallahassee-Leon County Comprehensive Plan Land Use and Mobility Element Update

<b>Review and Approval:</b>	Vincent S. Long, County Administrator
<b>Department / Division Review:</b>	Ken Morris, Assistant County Administrator Nawfal Ezzagaghi, Assistant County Administrator Artie White, Director, Planning, Land Management & Community Enhancement (PLACE) Mike Alfano, Director, Planning Department
<b>Lead Staff / Project Team:</b>	Susan Poplin, Administrator of Comprehensive Planning Tyler Maldonado, Principal Planner Adam Moran, Planner II

### Statement of Issue:

This item provides a status report on the Tallahassee-Leon County Comprehensive Plan Land Use and Mobility Element (LME) update, including information about additional community engagement directed by the Board on July 8, 2025. This item also seeks Board direction on specific policy recommendations developed in response to community and state agency input and further supported by staff analysis, and requests that the Board schedule the adoption public hearing for December 9, 2025.

### Fiscal Impact:

This item has no fiscal impact.

### Staff Recommendation:

- Option #1: Accept the status report and direct staff to update the proposed Land Use and Mobility Element with the thirteen policy recommendations detailed in this report.
- Option #2: Schedule the adoption hearing to consider adopting the proposed Comprehensive Plan Land Use and Mobility Element for December 9, 2025, at 6:00 p.m.

## Report and Discussion

### **Background:**

This item provides a status report on the Tallahassee-Leon County Comprehensive Plan Land Use and Mobility Element (LME) update, including information about additional community engagement directed by the Board on July 8, 2025. This item also seeks Board direction on specific policy recommendations based on community input and additional staff analyses, and requests that the Board schedule the adoption public hearing for December 9, 2025.

This status report advances the following FY 2022 – FY 2026 Strategic Initiatives:

- *Complete a comprehensive review and revision to the Land Use Element of the Comprehensive Plan. (2022-13)*
- *Host community outreach events on the Vision 2025 Comprehensive Plan Land Use and Mobility Elements Update to share information and solicit input from citizens, advocacy groups, and neighborhood representatives. (2024-83)*

These particular Strategic Initiatives align with the Board’s Environment and Governance Strategic Priorities:

- *(EN3) Promote orderly growth and sustainable practices.*
- *(G3) Inform and engage citizens through multiple outreach platforms to ensure consistent, high-value, transparent communication on our most important issues.*

The City of Tallahassee (City) and Leon County Commissions initiated an update to the Tallahassee-Leon County Comprehensive Plan (Plan), beginning with the Land Use and Mobility Elements (LME)—two of the most critical components guiding future growth, development, and transportation planning. Launched in late 2022, the update was to revise the Plan to reflect current conditions, comply with statutory requirements, and align with the community’s shared values and long-term vision.

On February 25, 2025, the City and County Commissions held a Joint Workshop to review draft goals, objectives, and policies for the proposed LME update. Feedback from both Commissions was used to refine the draft documents in preparation for formal review.

The Leon County Local Planning Agency (LPA) held a public hearing on April 1, 2025, following several work sessions to review the proposed elements. The LPA voted to recommend transmittal of the draft Land Use and Mobility Elements to the Board of County Commissioners.

At its May 13, 2025 meeting, the Board held the required Transmittal Public Hearing and voted to transmit the draft amendments to the Florida Department of Commerce, the Florida Department of Environmental Protection, and other state and regional review agencies for the mandatory 30-day review period pursuant to Section 163.3184, Florida Statutes.

During this same period, the City Commission considered the companion transmittal on June 11, 2025. In response to citizen concerns regarding residential density, neighborhood compatibility,

and growth patterns, the City Commission deferred transmittal and directed staff to conduct additional community engagement before proceeding.

Subsequently, at its July 8, 2025 meeting, the Board directed staff to undertake additional public engagement focused on the proposed Land Use and Mobility Elements, to compile and summarize community feedback, and to return to the Board with a status report, policy recommendations, and a revised project schedule for consideration prior to adoption. Following that direction, staff launched a countywide community engagement effort, as further detailed in the Analysis section.

While the County's engagement process was underway, the City continued its review of the proposed LME. In response to community concerns about the proposed Urban and Sub-Urban Residential Preservation Future Land Use Categories (FLUCs), the City held a community meeting on August 18, 2025, attended by representatives from numerous neighborhood associations. Based on feedback from that meeting, the City Commission voted on August 20, 2025, to retain the existing Residential Preservation FLUC, with revisions to address legally established nonconforming uses. The City Commission then held its Transmittal Hearing on September 17, 2025, and voted to transmit the proposed LME—incorporating the updated Residential Preservation policies—to the state review agencies.

Building on the Board direction described above and the extensive public engagement that followed, staff have compiled and evaluated feedback from the community and state review agencies to develop policy recommendations. This agenda item provides a status report summarizing the outcomes of that engagement, presents policy recommendations, and requests that the Board schedule the adoption public hearing for December 9, 2025, at 6:00 p.m.

### **Analysis:**

Consistent with the Board's direction at the July 8, 2025 meeting, staff launched a countywide community engagement effort to gather public input on the Comprehensive Plan update. This included organizing open houses in various locations across the County, developing informational materials for public engagement, and coordinating outreach with Leon County Community and Media Relations (CMR). Public awareness was promoted through social media, press releases, community fliers, and local media coverage. Staff also attended community events and meetings to share information and encourage participation, and these included the following community open houses in unincorporated Leon County:

- Lake Jackson Community Center on Thursday, September 25, 2025
- Miccosukee Community Center on Monday, September 29, 2025
- Chaires Community Center on Tuesday, September 30, 2025
- Fort Braden Community Center on Wednesday, October 1, 2025
- Bradfordville Community Center on Wednesday, October 8, 2025
- Woodville Community Center on Wednesday October 15, 2025, and Tuesday, October 21, 2025\*

*\*The two Woodville sessions were held in coordination with the ongoing Woodville Sense of Place Plan engagement to ensure consistency between that planning effort and the Comprehensive Plan Land Use and Mobility Element.*

The Public Engagement Summary Report, included as Attachment #1, includes details of the public input received and copies of the materials presented at the community open houses. The draft LME presented during these sessions is included as Attachment #2.

During the County's engagement process, the City finalized its review of the proposed LME (as referenced in the background section) and transmitted them to the state review agencies. The City's revisions to the Residential Preservation Future Land Use Category are reflected in Attachment #2.

Following the conclusion of the countywide engagement effort, staff compiled and analyzed feedback received from each community meeting. The following summaries provide an overview of the input gathered at each open house location, highlighting recurring themes and community-specific considerations relevant to the Land Use and Mobility Element update.

### ***Lake Jackson Area***

The Lake Jackson Community Center open house, held on September 25, 2025, drew strong participation, with more than 67 residents in attendance and 55 submitting written comments.

#### Summary of Lake Jackson Area Input:

Input received from both the Lake Jackson open house and other community engagement efforts, pertaining to the Lake Jackson area, was centered on the following subjects:

- Protection of the Lake Jackson Aquatic Preserve and surrounding natural resources.
- Opposition to extending the Urban Services Area (USA) near Lake Jackson, Meridian Road, Bannerman Road, and Orchard Pond Parkway.
- Preservation of canopy roads, particularly Meridian Road, and concerns about increasing traffic volumes in the area.
- Desire to limit suburban sprawl and maintain existing rural areas in the Rural FLUC.
- Concerns over increased allowed density, should areas designated Rural be changed to Lake Protection.

#### Analysis of Lake Jackson Area Topics:

The Land Use and Mobility Element (LME) transmitted by the Board to the state review agencies on May 13, 2025, included a proposed expansion of the Urban Services Area (USA) in the Lake Jackson area. The proposal included changing certain properties west of Meridian Road from Rural to Lake Protection on the Future Land Use Map (FLUM) and adding new policy language requiring a master plan for developments larger than 100 acres within the Lake Protection area. The proposed amendments also identified a Lake Protection Node at the intersection of Orchard Pond Parkway and Bannerman Road and included related revisions to maintain consistency within the Comprehensive Plan.

Following the Board's transmittal hearing, the proposed LME was submitted to state review agencies, including the Florida Department of Environmental Protection (FDEP), which provided comments primarily focused on the Lake Jackson Basin and the proposed Urban Services Area

(USA) expansion. FDEP expressed concern that the expansion could increase development pressure within the basin and potentially elevate nutrient loading to Lake Jackson. The agency also raised concerns about the proposed Lake Protection Node at the intersection of Meridian Road and Bannerman Road/Orchard Pond Parkway, noting that additional impervious surfaces in that location could adversely affect water quality.

FDEP further recommended reevaluating the proposed Future Land Use Map (FLUM) changes from Rural to Lake Protection, emphasizing the need to ensure consistency with the Lake Jackson Aquatic Preserve management objectives and long-term water quality protection goals. In response to public input and comments received from the Florida Department of Environmental Protection (FDEP), staff conducted a comprehensive review of the transmitted Urban Services Area (USA) expansion in the Lake Jackson Basin, evaluating for environmental and transportation implications.

In response to the City's transmittal of the proposed LME, FDEP submitted a letter dated October 24, 2025 (Attachment #3). In this letter FDEP acknowledged text changes to the LME removing the previously proposed Lake Protection Node at the Meridian Road and Orchard Pond Parkway/Bannerman Road intersection and further acknowledged the efforts of the City and County to protect water quality through local regulations and compliance with state stormwater standards and indicated appreciation for the Planning Department's response to agency comments within the transmittal packet. FDEP also included their previously submitted comments to remain in consideration as the LME moves forward.

#### *Environmental Review*

The Lake Jackson Basin is one of Leon County's most environmentally sensitive areas and is protected under multiple layers of local and state regulation. The Leon County Environmental Management Act (EMA) contains development measures that are designed to prevent nutrient and sediment loading to Lake Jackson, which is an impaired waterbody under state criteria. In addition, other protections apply within the Lake Jackson Special Development Zones (SDZs). Within Zone A, which extends along the immediate shoreline and primary tributaries, disturbance is largely prohibited, and impervious surfaces and grading are restricted. Zone B provides an additional buffer where at least 50 percent of the land must remain in its natural state to protect vegetation, infiltration capacity, and surface-water quality. Together, these standards create a strong regulatory framework that limits the intensity and form of development around Lake Jackson.

However, the area west of Meridian Road presents heightened environmental risk even under these protective standards, especially during site clearing and construction when there is an increase potential for nutrient loading, sedimentation, and hydrologic disruption of the lake. Any expansion of the USA into this area would introduce greater potential for runoff and erosion that could challenge stormwater management systems during construction and compromise long-term water-quality objectives for the Lake Jackson Basin.

#### *Transportation Review*

From a transportation standpoint, North Meridian Road serves as a key north-south connector through the Lake Jackson Basin and is designated as a canopy road—a protected corridor defined by its continuous tree canopy that limit opportunities for widening or realignment. The corridor

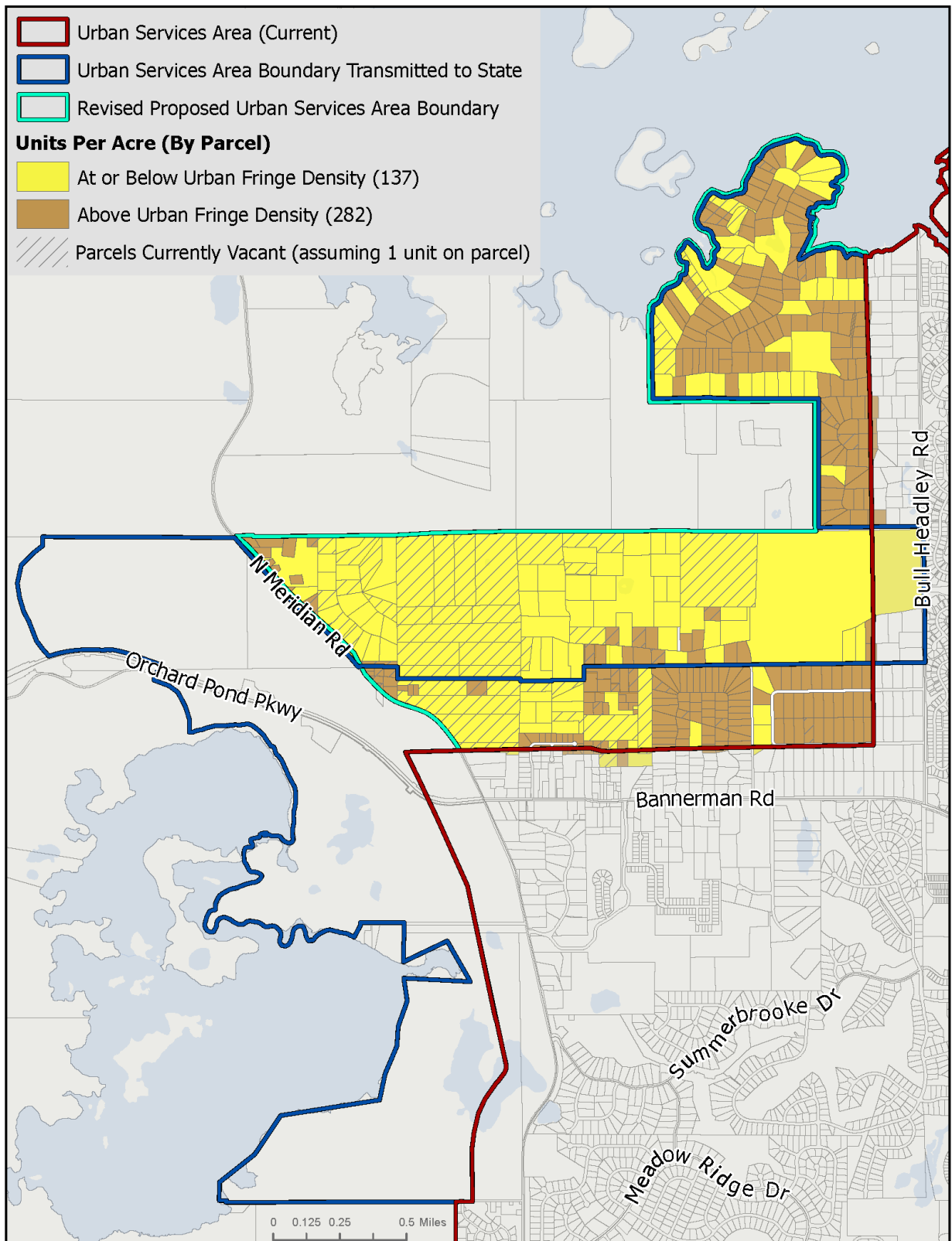
already experiences significant peak-hour congestion. Without major capacity improvements—which are impractical due to canopy protections, narrow right-of-way, and topographic limitations—additional development in the surrounding area would likely push the roadway to experience heavier congestion and longer travel times during commute periods. Such conditions would impact the local transportation network, increasing congestion at nearby intersections. Prolonged delays could also impede emergency vehicle response times and degrade the corridor’s scenic and environmental qualities by prompting pressure for roadway modifications inconsistent with its canopy-road character.

In addition, staff analyzed and evaluated existing development patterns and densities within this area, more specifically east of Meridian Road, and north of Bannerman Road. This analysis reviewed current densities of developed properties in this area, and what densities would be on vacant parcels. The Urban Fringe (proposed to be renamed as Rural Residential) FLUC allows densities of 1 dwelling unit per 3 acres. This FLUC is intended to serve as a buffer between areas intended for urban services and the Rural lands. As such, properties largely having a density above 1 unit per 3 acres would not be appropriate for the Urban Fringe/Rural Residential FLUC. Moreover, there are existing subdivisions north of the USA boundary transmitted to the State that are included in the revised proposed USA boundary. Figure #1 depicts this analysis of existing densities and development patterns.

Privately-owned parcels that are currently within the USA should not be removed from the USA Boundary, as that could cause conflict with the recent State SB 180 legislation, which took effect July 1, 2025, or the Bert Harris Act. As such, a small area previously proposed for removal from the USA is proposed to remain in the USA as shown on Figure #1.

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Figure #1. Densities In Proximity to Bannerman Road and Meridian Road.



Lake Jackson Area Policy Recommendations for Board Consideration:

Based on the evaluation of environmental and transportation factors, staff finds that maintaining the existing Rural Future Land Use Map (FLUM) designation west of Meridian Road—and not expanding the Urban Services Area (USA) in that location—provides the most balanced and sustainable approach. This course of action preserves the County’s established environmental and stormwater protections, while avoiding additional traffic demand on the already constrained North Meridian Road canopy corridor.

This recommendation does not preclude property owners from seeking future changes through the Comprehensive Plan amendment process, which remains the appropriate mechanism for considering site-specific development proposals.

To reflect existing conditions and promote logical service boundaries, staff further recommends adjusting the Urban Services Area boundary east of Meridian Road only, limited to areas where existing development patterns and previously subdivided parcels already demonstrate urban-scale characteristics.

Collectively, these actions provide a deliberate and balanced approach that aligns with community input and advances shared priorities: protecting Lake Jackson, preserving the environmental integrity of the basin, and maintaining the scenic and functional character of the Meridian Road corridor.

***Miccosukee Area***

The Miccosukee Community Center open house, held on September 29, 2025, had six residents participating and one submitting a written comment.

Summary of Miccosukee Area Input:

Input received from both the Miccosukee open house and other community engagement efforts, pertaining to the Miccosukee area, primarily focused on the following topics:

- Preserving lands in our Rural FLUC.
- Discussions about family heir subdivisions.
- The need for increasing economic development opportunities throughout the community.
- One citizen (who attended all the community engagement events) expressed concern for USA boundary expansion near Lake Jackson.

Analysis of Miccosukee Area Topics

The Miccosukee area is characterized by predominantly rural land uses with low-density residential and agricultural activities. The existing FLUC continues to provide an appropriate policy framework for this area by preserving environmentally sensitive lands and maintaining the community’s rural character.

Feedback from residents regarding family heir subdivisions reflects the importance of maintaining flexibility for multigenerational land ownership while ensuring consistency with rural development standards. These interests are already accommodated within existing subdivision

and rural zoning provisions, which allow for limited divisions of land among family members without altering the broader Rural FLUC intent.

Similarly, the community's interest in expanded economic development opportunities are supported through compatible rural commercial and agricultural activities permitted under the current FLUC and zoning standards, without necessitating any boundary changes or increases in development intensity.

Concerns expressed about potential USA expansion near Lake Jackson are addressed in the Lake Jackson recommendations outlined earlier in this agenda.

#### Miccosukee Area Policy Recommendations for Board Consideration:

Staff recommends maintaining the existing policies and development standards for the Miccosukee Area, as they continue to align with the community's input. The current framework upholds the area's rural character while allowing for compatible, small-scale residential and economic activities.

This recommendation reflects and responds to the feedback received, which emphasized preserving rural character, supporting family heir subdivisions, and encouraging locally appropriate economic opportunities. Staff's review found that these priorities are already well-integrated into existing land use policies, ensuring continued protection of the Miccosukee community's distinctive rural identity and development patterns.

#### ***Chaires Area***

The Chaires Community Center open house, held on September 30, 2025, had twelve residents in attendance, with three submitting written comments.

#### Summary of Chaires Area Input:

Input received from both the Chaires open house and other community engagement efforts, pertaining to the Chaires area, primarily focused on the following topics:

- The proposed change from the Urban Fringe FLUC to Rural Residential.
- The USA expansion near Lake Jackson and south of Old St. Augustine Road.
- A concern raised by a landowner with property adjacent to the City's Welaunee Toe-East Planned Unit Development (PUD), known as the Bexar property. The property had previously been amended on the Future Land Use Map (FLUM) from Urban Residential 2 to Suburban. The landowner expressed concern that the newly proposed FLUC of Sub-Urban Neighborhood would be more restrictive than the current Suburban designation and requested consideration for a designation to preserve his current zoning entitlements.

#### Analysis of Chaires Area Topics:

***Rural Residential Land Use:*** The proposed LME renames the current Urban Fringe FLUC to the Rural Residential FLUC. This update ensures compliance with state requirements, which call for each land use category to include both a density standard (how many homes are allowed per acre) and an intensity standard (how much non-residential activity is allowed).

No change is proposed to the existing residential density limit—it remains the same as in the current plan. To meet the statutory requirement for an intensity standard, the proposed LME carries forward the same rule already in place under the existing zoning code for non-residential uses. This approach maintains consistency between the Comprehensive Plan and zoning regulations without changing what is currently permitted.

*Urban Services Area (USA):* During the development of the proposed LME, two Growth Scenarios to evaluate potential adjustments to the USA boundary south of Old St. Augustine Road and east of Southwood Plantation Road were developed. The intent of these adjustments was to align the boundary with existing parcel lines—rather than splitting parcels or subdivisions—and to accommodate logical, managed growth in areas where urban infrastructure can be efficiently extended.

Staff’s analysis determined that the proposed USA adjustment, encompassing approximately 1,375 acres, lies adjacent to existing development that is already served or can reasonably be served by central water and sewer along the Southwood Plantation Road corridor. This area also connects to Southwood’s transportation and trail networks, supporting integrated mobility and utility planning.

The proposed expansion is consistent with both the Growth Scenarios prepared by the LME consultant team and prior recommendations from the Residential Land Availability and Affordability Committee (2003), which identified a need for additional residential land to help stabilize housing supply and prices in Leon County. The proposed adjustment represents a scaled-down version of those earlier recommendations—targeting only the most suitable lands and excluding environmentally sensitive areas. No opposition was received from the public regarding the proposed USA expansion during community engagement.

*Bexar Property:* The Bexar property consists of approximately 39 acres of vacant land located east of Centerville Road and south of I-10, adjacent to the Welaunee Toe-East PUD. The property was the subject of a 2019 Comprehensive Plan amendment, which changed its FLUC from *Urban Residential-2* to *Suburban* to reflect its proximity to planned urban infrastructure. Although the land use designation was updated, the property retained its R-3 (Single-Family Detached and Attached Two-Family Residential) zoning because a rezoning was not pursued at that time. The owner indicated that a rezoning application would be submitted in the future once access via Welaunee Boulevard and public utilities became available.

Under the proposed LME, the property was designated as Sub-Urban Neighborhood when transmitted to the State for review in May 2025. This designation would reduce the potential development intensity compared to the existing *Suburban* FLUC, effectively limiting the flexibility previously approved through the 2019 amendment. To address this concern, staff reviewed the property’s planning history and determined that designating the site as Sub-Urban Mixed-Use Commercial would best preserve the development potential already recognized by the Board in 2019 while maintaining consistency with Florida Statute SB 180 (effective July 1, 2025), which prohibits publicly initiated plan amendments that impose more restrictive standards.

This designation would not alter the property's existing zoning, and any future request for higher-intensity development would still require a rezoning process, supported by evidence of available infrastructure and changed site conditions. The proposed change also ensures that adjacent and nearby properties would continue to receive notification and opportunity for input through the public hearing process.

*Lake Jackson Area:* The concern regarding the USA boundary expansion near Lake Jackson is addressed in the *Leon County Lake Jackson Area Community Input* section above.

Chaires Area Policy Recommendations for Board Consideration:

Input received from the Chaires Area focused on the proposed change from the *Urban Fringe* Future Land Use Category (FLUC) to *Rural Residential*; potential adjustments to the Urban Services Area (USA) boundary near Lake Jackson and south of Old St. Augustine Road; and a request from the owner of the Bexar property to maintain development potential consistent with the prior Comprehensive Plan amendment approved in 2019. Based on this input and staff's subsequent analysis, the following policy recommendations are provided for Board consideration:

- Maintain the proposed USA boundary in the Chaires Area as previously transmitted to the State Land Planning Agency and review agencies.
- Change the land use designation of the Bexar property from Sub-Urban Neighborhood to Sub-Urban Mixed-Use Commercial to reflect the comprehensive plan map amendment approved in 2019.

***Fort Braden Area Community Input***

The Fort Braden Community Center open house, held on Wednesday, October 1, 2025 had 10 residents sign in, with eight (8) submitting written comments.

Summary of Fort Braden Area Input:

Input received from both the Fort Braden open house and other community engagement efforts related to the Fort Braden area, primarily focused on the following topics:

- The proposed expansion of the Rural Community FLUC in Fort Braden.
- The increased base density of the Rural Community FLUC of 4 dwelling units per acre.

Analysis of Fort Braden Area Topics:

*Rural Community Boundary:* The proposed LME transmitted to the State Land Planning Agency and review agencies in May 2025, included expanding the existing Fort Braden Rural Community designation by approximately 1,000 acres to include nearby parcels, several of which are currently partially designated as Rural Community. The current Rural Community boundary for Fort Braden splits multiple parcels, causing those parcels to have two FLUC designations. The proposed Rural Community aligns with parcel boundaries to avoid the parcels having multiple FLUC designations.

The proposed expansion would provide increased opportunities for additional retail, such as a grocery store, or residential uses to be developed in close proximity to the Leon County Community Center, which serves as a focal point on the corridor.

*Rural Community Density:* The proposed LME transmitted to the State Land Planning Agency and review agencies in May 2025, included an increase in base density of Rural Community FLUC from 2 units per acre to 4 dwelling units per acre. The purpose of the increase was to further facilitate the creation of rural community hubs with increased access to services for the surrounding rural areas.

*Rural Community Boundary:* The proposed LME includes adjustments to the Fort Braden Rural Community designation to align with existing development patterns and correct split-parcel conditions. The updated boundary expands the Rural Community area by approximately 1,000 acres to include nearby parcels, several of which are currently only partially designated as Rural Community. This adjustment eliminates split Future Land Use Category (FLUC) designations within single parcels and ensures the boundary more accurately reflects existing lot configurations.

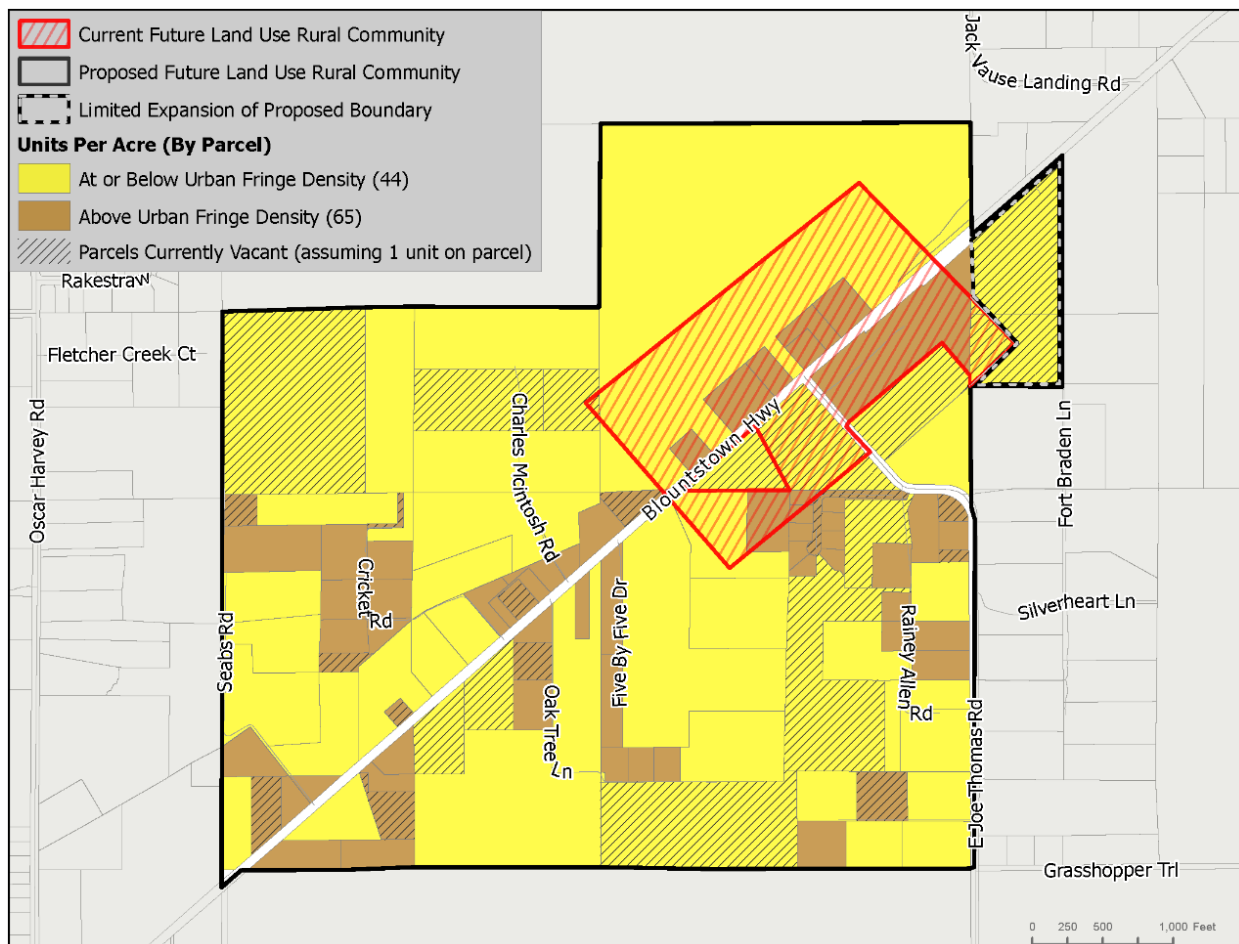
The proposed expansion is intended to strengthen the Fort Braden community center area by supporting a mix of residential and neighborhood-scale uses near existing public facilities such as the Leon County Community Center and nearby schools. These uses may include small-scale services—such as a grocery store or other neighborhood-serving businesses—that improve accessibility for residents of the surrounding rural area, while maintaining the area’s overall rural character and development pattern.

Staff reviewed existing development densities within and surrounding the proposed expansion area. Many of the parcels proposed for inclusion currently have densities greater than those permitted under the *Urban Fringe* FLUC (proposed to be renamed *Rural Residential*), which allows one dwelling unit per three acres. Including these parcels within the Rural Community FLUC more accurately reflects existing conditions and avoids inconsistencies between existing development and future land use designations.

Additionally, the analysis (as depicted in Figure #2 below) identified two parcels currently designated partially as Rural Community that were not included in the expansion. Removing the Rural Community designation from these parcels could create conflicts with Florida Senate Bill 180 (2025), which prohibits publicly initiated Comprehensive Plan amendments that impose more restrictive standards. Therefore, staff recommends that these parcels remain within the Rural Community boundary.

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Figure #2. Existing and Proposed Rural Community Designation with Densities



*Rural Community Density:* Staff reviewed the proposed base density of four dwelling units per acre established in draft LME Policy 2.8.6 and identified a conflict with Policy 1.2.1 [SS] of the Comprehensive Plan’s Sanitary Sewer Sub-Element. Policy 1.2.1 [SS] requires that areas served by septic systems maintain a minimum lot size of one-half acre—or a maximum density of two dwelling units per acre—to ensure consistency with environmental and health standards.

Because the Fort Braden area is not served by central sewer, this density limitation applies. Accordingly, the maximum allowable density within the Fort Braden Rural Community FLUC should remain at two dwelling units per acre. This clarification aligns the proposed LME with existing utility policies and ensures development remains consistent with available infrastructure and environmental protection standards.

This limitation does not apply to the Woodville Rural Community, where urban services are available. In Woodville, the Rural Community FLUC continues to allow higher densities of up to eight dwelling units per acre where central sewer service is provided.

Fort Braden Area Policy Recommendations for Board Consideration:

Based on community input and further staff analysis, staff recommends the following policy approaches:

- Maintain the proposed Rural Community boundary in the Fort Braden Area as previously transmitted to the State Land Planning Agency and review agencies, with the minor expansion to include two parcels currently partially designated as Rural Community.
- Reduce the maximum allowed density in Rural Community from 4 units per acre to 2 units per acre for properties that do not have sewer available. Maintain the max allowed density of 8 units per acre for parcels where central sewer is available, which is primarily relevant to Woodville.

***Bradfordville Area Community Input***

The Bradfordville Community Center open house, held on Wednesday, October 8, 2025, had 34 residents sign in and staff received 30 exit surveys/written responses at this open house.

Summary of Bradfordville Area Input:

Input received from both the Bradfordville open house and other community engagement efforts related to the Bradfordville area primarily focused on the following topics:

- A concern for the Lake Jackson Aquatic Preserve.
- Opposition and concern for extending the Urban Services Area (USA) near Lake Jackson, Meridian Road, Bannerman Road, and Orchard Pond Parkway.
- Concerns over preservation of canopy roads (especially Meridian Road) and traffic volumes on Meridian Road.
- Concern about suburban sprawl and keeping rural areas in the Rural FLUC.
- Environmental concerns such as the importance of habitat preservation, water quality, and opposition to tree clearing.
- Concern over increased density allowed should areas designated Rural be changed to Lake Protection.
- A request from landowners with property north of the intersection of Meridian Road and Bannerman Road, east of Meridian Road, to be included within the Urban Services Area boundary. The landowners are members of a family that owns several adjacent parcels and wish to have their properties considered as part of the USA

Analysis of Bradfordville Area Topics:

Community input from the Bradfordville Area reflected the same key issues identified in the Lake Jackson Area, including protection of the Lake Jackson Aquatic Preserve, potential adjustments to the Urban Services Area (USA), preservation of canopy roads, and maintenance of rural character. These matters were evaluated as part of the Lake Jackson Area analysis and are fully addressed through the environmental and transportation evaluations and corresponding recommendations presented in that section of this report.

The request from a family owning multiple parcels north of the intersection of Meridian Road and Bannerman Road, east of Meridian Road, to be included within the USA boundary was also reviewed as part of that analysis. These parcels are small, mostly developed lots that currently exceed the density limits of the *Urban Fringe* Future Land Use Category (FLUC) and were determined to be appropriate for inclusion within the proposed USA boundary adjustment discussed in the Lake Jackson section.

Bradfordville Area Policy Recommendations for Board Consideration:

While information was shared with attendees, no additional policy recommendations resulted from the Bradfordville Area input. The policy recommendations addressing the Lake Jackson area are addressed in the *Lake Jackson Area Community Input* section above.

***Woodville Area***

The Woodville Community Center open houses were held on Wednesday October 15, 2025, and Tuesday, October 21, 2025. As noted above, these were in coordination with the ongoing Woodville Sense of Place Plan engagement to ensure consistency between that planning effort and the Comprehensive Plan's Land Use and Mobility Element. 43 residents signed into the Woodville Open Houses.

Summary of Woodville Area Input:

Prior to the Woodville Open Houses, a community survey was available to the public starting in mid-June. The survey gained input from Woodville residents on topics ranging from infrastructure improvement to beautification efforts. These topics and potential placemaking-related recommendations will come back to the Board with the Woodville Sense of Place Plan. Land use-related input received from the Woodville open houses, the community survey, and other community engagement efforts focused on the desire for additional restaurants, retail, shopping, and commercial opportunities that are currently designated as allowed uses by the adopted Woodville Rural Community FLUC and will continue to be allowed in the proposed Rural Community FLUC. Input related to transportation safety improvements and additional multi-use trail facilities was also received and will continue to be supported by the proposed Land Use and Mobility Element policies.

Analysis of Woodville Area Topics:

Community input from the Woodville Area related to the Land Use and Mobility Element Update included questions regarding the proposed Future Land Use Categories in Woodville, and questions related to proposed allowable uses and densities. No suggested changes related to the LME were provided by community members. Other input received, not related to the Land Use and Mobility Element Update, will be further analyzed and vetted with additional public engagement and included in the Woodville Sense of Place Plan.

Woodville Area Policy Recommendations for Board Consideration:

While information was shared with attendees, no additional policy recommendations resulted from the Woodville Area input. While no specific policy recommendations are included related to the Land Use and Mobility Element Update, the input received from the Woodville Area will result in

recommendations for Board consideration as part of the Woodville Sense of Place Plan. The Woodville Sense of Place Plan will come before the Board in Early Spring 2026.

### State Agencies Feedback

In addition to community engagement, the proposed Land Use and Mobility Element (LME) was reviewed by state and regional agencies pursuant to Section 163.3184, Florida Statutes. Formal comments were received from the following review partners:

- *Florida Department of Environmental Protection (FDEP)*: Provided comments focused on the Lake Jackson Basin and the proposed Urban Services Area expansion. FDEP expressed concern regarding potential increases in nutrient loading and stormwater impacts and recommended maintaining the existing Rural Future Land Use designation west of Meridian Road.
- *Florida Department of Commerce (DOC)*: Requested that the LME be supported by updated data and analysis on public facilities — including potable water, sewer, solid waste, stormwater, and recreation facilities — to ensure consistency with statewide planning standards. Staff prepared a supplemental report addressing these items for inclusion in the final adoption package.
- *Florida Department of Agriculture and Consumer Services (FDACS)*: Commented that state-managed conservation lands within the Natural Areas FLUC should continue to follow approved management plans, including the use of prescribed fire. Policy 2.8.3 has been revised accordingly.

Staff has incorporated revisions addressing all substantive agency comments, as reflected in the recommended policy updates contained below.

### Policy Recommendations for Board Consideration:

Based on community input, state agency feedback, and further staff analysis, the following updates to the proposed Land Use and Mobility Element (LME) are recommended:

- 1) **Adjust the Urban Services Area (USA)** east of Meridian Road where development patterns already reflect urban or previously subdivided parcels.
- 2) **Do not expand the USA** or change land use designations west of Meridian Road to protect the Lake Jackson Basin and maintain established rural and environmental protections.
- 3) **Maintain the USA boundary in the Chaires Area** as previously transmitted to the State Land Planning Agency and review agencies.
- 4) **Change the Bexar property designation** from *Sub-Urban Neighborhood* to *Sub-Urban Mixed-Use Commercial* to reflect the 2019 Comprehensive Plan amendment.
- 5) **Maintain the Fort Braden Rural Community boundary** as transmitted, with a minor expansion to include two parcels currently partially designated as Rural Community.
- 6) **Clarify Rural Community density standards** by limiting properties without sewer to a maximum of two dwelling units per acre and maintaining up to eight units per acre where central sewer service is available, primarily within the Woodville area.

- 7) **Clarify that public schools are directed to the USA**, while remaining allowable in all Future Land Use Categories (FLUCs) except Natural Areas.
- 8) **Confirm that existing Planned Developments**—Southwood, Colin English, and Welaunee—continue to be governed by their adopted master plans.
- 9) **Clarify the Lake Protection FLUC** to emphasize sewer connections and redevelopment of existing developed nodes, with central sewer required in Conservation Subdivisions and Lake Protection Nodes along U.S. Highway 27 to achieve maximum density.
- 10) **Confirm that Mahan Gateway Nodes** correspond to the Sub-Urban Mixed-Use Commercial FLUC and remain implemented through existing Mahan Corridor Node and Ring zoning districts.
- 11) **Standardize terminology** to ensure consistent use of “Community Facilities” and “Community Services” throughout the LME, aligned with the Comprehensive Plan glossary and implementing zoning districts.
- 12) **Remove the Urban and Sub-Urban Residential Preservation FLUCs** and replace them with updated language addressing non-conforming uses, as directed by the City Commission on August 20, 2025.
- 13) **Revise the Natural Areas FLUC** to recognize the State’s authority to manage publicly owned lands consistent with approved management plans, including the use of prescribed fire.

### **Next Steps for LME Update**

The Board approved the transmittal of the proposed LME to the State Land Planning Agency and review agencies on May 13, 2025. The review agencies provided comments on June 24, 2025, in response to the Board-approved transmittal. State statute dictates that local governments have 180 days to adopt amendments following the receipt of review comments, or may request an extension. As such, the current adoption deadline is December 15, 2025. Option #1 would direct staff to revise the proposed LME with the policy recommendations enumerated as 1 through 13 as described in this item, and Option #2 would schedule the adoption hearing for December 9, 2025, which would be within the 180 deadline.

Policy 1.8.1 of the Intergovernmental Coordination Element requires both the County and City to adopt amendments to the text of the Comprehensive Plan. As such, the proposed LME would not become effective unless or until both the Board and the City Commission adopt the Element.

Upon adoption by both the Board and City Commission, the adopted amendment will be submitted to the State Land Planning Agency. The proposed LME would then become effective 31 days after the State Land Planning Agency notifies the County and City that the plan adopted amendment package, which includes the proposed LME and any relevant data analysis, is complete.

### **Conclusion:**

This item provides a status update on the Tallahassee–Leon County Comprehensive Plan Land Use and Mobility Element (LME) update, summarizing the results of the additional community

engagement directed by the Board on July 8, 2025, and the follow-up analyses conducted in response to public input and agency review comments.

Based on that input and analysis, staff has identified thirteen recommended policy adjustments to the proposed LME. These include refining the Urban Services Area (USA) boundary near Lake Jackson and Meridian Road, maintaining the transmitted boundaries for the Chaires and Fort Braden areas with targeted updates, revising the Bexar property designation for consistency with prior Board action, clarifying the Rural Community density standards, and incorporating minor text and agency-related revisions for clarity and consistency.

To move the LME update toward completion within the statutory adoption period, the following actions are recommended:

- Option #1: Accept this status report and direct staff to update the proposed Land Use and Mobility Element with the thirteen policy recommendations detailed in this item.
- Option #2: Schedule the adoption hearing to consider adoption of the proposed Land Use and Mobility Element for December 9, 2025, at 6:00 p.m.

Together, these actions will complete the County's portion of the adoption process and advance the coordinated update of the Tallahassee–Leon County Comprehensive Plan.

**Options:**

1. Accept the status report and direct staff to update the proposed Land Use and Mobility Element with the thirteen policy recommendations detailed in this report.
2. Schedule the adoption hearing to consider adopting the proposed Comprehensive Plan Land Use and Mobility Element for December 9, 2025, at 6:00 p.m.
3. Board direction.

**Recommendation:**

Options #1 and #2

**Attachments:**

1. Public Engagement Summary Report
2. Draft LME Update from September 2025
3. State Agency Comments