



Monday, February 12, 2018  
Tallahassee-Leon County Planning Commission

6:00 P.M.  
SECOND FLOOR CONFERENCE ROOM, RENAISSANCE CENTER

**A. PLEDGE OF ALLEGIANCE**

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**B. AGENDA MODIFICATIONS**

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**C. PUBLIC COMMENT ON UNAGENDAED ITEMS**

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**D. CHAIRMAN COMMENTS**

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**E. CONSENT**

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**Subject** 1. January 2, 2018 Planning Commission Meeting Minutes

**Meeting** Feb 12, 2018 - Tallahassee-Leon County Planning Commission

**Category** E. CONSENT

**Type** Minutes

File Attachments  
[January 2, 2018 Meeting Minutes.pdf \(88 KB\)](#)

**F. PUBLIC HEARING REZONING**

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**Subject** 1. First and Only Public Hearing on Ordinance 18-Z-01: Proposed Amendment of the Official Zoning Map to Change the Zoning Classification from General Commercial (C-2) Zoning District to the Commercial Parkway (CP) Zoning District. The subject site is located on the northwest corner of the intersection of Brookwood Drive and Mahan Drive. (ITEM WITHDRAWN)

**Meeting** Feb 12, 2018 - Tallahassee-Leon County Planning Commission

**Category** F. PUBLIC HEARING REZONING

**Type** Information

City of Tallahassee: First and Only Public Hearing on Ordinance 18-Z-01: Proposed Amendment of the Official Zoning Map to Change the Zoning Classification from General Commercial (C-2) Zoning District to the Commercial Parkway (CP) Zoning District. The subject site is located on the northwest corner of the intersection of Brookwood Drive and Mahan Drive.

Recommendation: **This item was withdrawn by the applicant.**

**Subject** 2. First and Only Public Hearing on Ordinance 18-Z-06; Proposed Amendment to the Official Zoning Map to Change the Zoning Classification from the Leon County Residential Preservation (RP) Zoning District to the City of Tallahassee Residential Preservation-2 (RP-2) Zoning District

**Meeting** Feb 12, 2018 - Tallahassee-Leon County Planning Commission

**Category** F. PUBLIC HEARING REZONING

Type	Action, Public Hearing
Recommended Action	Option 1: Find proposed Ordinance 18-Z-06 consistent with the Tallahassee-Leon County Comprehensive Plan and recommend that the City Commission adopt Ordinance 18-Z-06, thereby amending the Official Zoning Map from the Leon County Residential Preservation (RP) zoning district to the City of Tallahassee Residential Preservation-2 (RP-2) zoning district, based upon the findings of fact and conclusions of law set forth in this report and any evidence submitted at the hearing hereon.

For more information, please contact: Sean Reiss, Planner I, (850) 891-6400.

***Statement of Issue***

The applicant, Joan Wadsworth West, is requesting to change the zoning classification from County Residential Preservation (RP) to City Residential Preservation-2 (RP-2) on 3.42 acres. The property was annexed by the City on December 6, 2017 and, as a result, needs to be assigned a City zoning district (the RP zoning district is only applicable to areas in the unincorporated County, the City has an RP-1 and RP-2 delineation). The parcel is located at 4840 Thomasville Road. The proposed ordinance, including a location map, is included as Attachment 1.

This application is a quasi-judicial proceeding. Ex parte communications are prohibited during review of quasi-judicial proceedings. Ex parte communications are oral or written off-the-record communication made to decision-making personnel, without required notice to the parties that is directed to influence or attempt to influence the merits or outcome of a decision. This term does not include procedural, scheduling and status inquiries or other inquiries or requests for information that have no bearing on the merits or outcome of the proceeding.

***Recommended Action***

Option 1: Find proposed Ordinance 18-Z-06 consistent with the Tallahassee-Leon County Comprehensive Plan and recommend that the City Commission adopt Ordinance 18-Z-06, thereby amending the Official Zoning Map from the Leon County Residential Preservation (RP) zoning district to the City of Tallahassee Residential Preservation-2 (RP-2) zoning district, based upon the findings of fact and conclusions of law set forth in this report and any evidence submitted at the hearing hereon.

***Fiscal Impact***

Staff time required to process the rezoning and costs associated with local and state advertising requirements.

**Supplemental Material/Issue Analysis**

***History/Facts & Issues***

**Previous Zoning:** Prior to 1992, the subject property was zoned R-1. The R-1 zoning district allowed low-density residential.

**Existing Zoning (1992):** When the Official Zoning Map for Leon County was adopted, the subject parcel was rezoned to Residential Preservation (RP), which allows for low-density single family residential.

**December 6, 2017:** The City Commission unanimously approved the annexation request of the subject site.

**February 6, 2018:** The City Commission will introduce Ordinance 18-Z-06.

**February 28, 2018:** The City Commission will hold the first and only public hearing on Ordinance 18-Z-06.

Summary of Application

The subject property is located at 4840 Thomasville Road and is approximately 3.42 acres in size. An annexation request for the subject property was unanimously approved by the City Commission on December 6, 2017. As a result, the applicant is requesting a rezoning from the Leon County Residential Preservation (RP) zoning district to the City of Tallahassee Residential Preservation-2 (RP-2) because the subject property needs a City zoning district (the RP zoning district is only in the County). The proposed rezoning would not change the allowed density, intensity, and uses of the property, which are single-family residential, active and passive recreation, light infrastructure, and community services.

Public Notification & Response

The application requires City Commission action. This request has been noticed and advertised in accordance with the provisions of the Tallahassee Land Development Code (Attachment #2). The Planning Department mailed 111 notices to property owners within 1,000 feet of the subject property. The Planning Department has not received any responses.

**Facts and Issues**

**In accordance with Section 10-51 (Procedures for Official Zoning Map Amendments) of the Tallahassee Land Development Code, the City shall consider the following in determining whether to recommend approval or denial of an application:**

**1. Comprehensive Plan.** Is the proposal consistent with all applicable policies of the Comprehensive Plan?

Yes. The proposed ordinance is consistent with the Tallahassee-Leon County Comprehensive Plan. It is consistent with the densities, intensities and allowable uses in the Residential Preservation (RP) Future Land Use Map (FLUM) category as specified in the Comprehensive Plan, which allows up to six (6) dwelling units per acre. The Residential Preservation FLUM category is characterized by existing homogenous residential areas within the community. Additionally, given that the parcel abuts Thomasville Road, a major collector roadway, the request to rezone the property to RP-2 is consistent with Future Land Use Element Policy 2.2.3.5(g)2 (see Attachment #3), which states that parcels abutting arterial and/or major collector roadways may be permitted up to six dwelling units per acre.

**2. Conformance with the Land Development Regulations.** Is the proposed rezoning in conformance with any applicable substantive requirements of the land development regulations, including minimum or maximum district size?

The proposed rezoning is necessary in order to be consistent with the Land Development Regulations. The existing zoning is only available in Leon County. Further, the City of Tallahassee Land Development Code states that “the RP-2 District is intended to apply to residential development in areas designated ‘Residential Preservation’ on the Future Land Use Map, preserving the low density residential character of single-family, two-unit townhouse, and duplex residential development, protecting from incompatible land uses, and prohibiting densities in excess of six (6) dwelling units per acre” (Sec. 10-170(3)b., Attachment #4). The subject site is within an area designated RP on the FLUM, and is thus eligible for the RP-2 zoning district within the City. RP-2 and RP both allow low-density residential development with maximum allowable densities of 6 dwelling units for acre (Attachment #4).

Permitted Uses		
	Current	Proposed
	RP	RP-2
Dwelling, One-family	X	X
Dwelling, Two-family		X
Dwelling, 2-Unit Townhouses		X
Dwelling, Mobile-Home	X	
Hiking and Nature Trails	X	X
Picnicking	X	X
Canoe Trails	X	X
Bicycle Trails	X	X
Horseback Riding Trails	X	X
Tot lots	X	X
Court Sports	X	
Field Sports	X	X

**Table 2: Development Intensity Allowed by District**

Zoning District	Minimum Lot Size	Subject Site Area	Maximum Residential Density	Maximum Non-Residential Building Intensity	Maximum Height	Maximum Potential

<b>RP</b> (County) Current	Based on compatibility with the development pattern adjacent to the subject site	3.42 acres	6 du/ac	None	None	20 dwelling units
<b>RP-2</b> (City) Proposed	7,260 sq. ft.	3.42 acres	6 du/ac	None	35 ft.	No change

**3.Changed Conditions.** Have the land use and development conditions changed since the effective date of the existing zoning district regulations involved, which are relevant to the properties?

The changed condition relevant to the rezoning is the annexation of the subject property by the City of Tallahassee.

**4. Land Use Compatibility.** Will the proposed rezoning result in any incompatible land uses, considering the type and location of uses involved?

The proposed rezoning will not result in incompatible land uses. The surrounding properties are in the Residential Preservation FLUM category. The surrounding area is predominantly single family residential consistent with the densities allowed in Residential Preservation, with the exception of the vacant lot to the north of the subject site and a church to the south.

**Table 3: Surrounding Zoning and Land Use**

Area	Zoning	Land Use	Physical Use	Comments
Subject Parcel	RP-2	Residential Preservation	Single-family residential	
North	RP	Residential Preservation	Vacant	
South	RP-1	Residential Preservation	Church	
East	RP-1	Residential Preservation	Principle arterial	Thomasville Road
West	RP	Residential Preservation	Single-family residential	

**5. School Considerations.** Is there capacity in area schools? What effects on enrollment could the proposed rezoning have on area schools?

The School District will make its determination at the time of site plan review, but given that the rezoning does not change the maximum allowed residential density, the impacts are likely to be minimal.

**6. Other Matters.** Are there any other matters, which the Commission may deem relevant and appropriate?

No.

**Options**

1. Find proposed Ordinance 18-Z-06 consistent with the Tallahassee-Leon County Comprehensive Plan and recommend that the City Commission adopt Ordinance 18-Z-06, thereby amending the Official Zoning Map from the Leon County Residential Preservation (RP) zoning district to the City of Tallahassee Residential Preservation-2 (RP-2) zoning district, based upon the findings of fact and conclusions of law of the Planning Commission and any evidence submitted at the hearing hereon.
2. Do not find proposed Ordinance 18-Z-06 consistent with the Tallahassee-Leon County Comprehensive Plan and do not recommend that the City Commission adopt Ordinance 18-Z-06, thereby not amending the Official Zoning Map from the Leon County Residential Preservation (RP) zoning district to the City of Tallahassee Residential Preservation-2 (RP-2) zoning district, based upon the findings of fact and conclusions of law of the Planning Commission and any evidence submitted at the hearing hereon.
3. Provide staff alternative direction.

***Attachments/References***

1. Proposed Ordinance and Location Map.
2. Tallahassee Democrat Advertisement.
3. Policy 2.2.3 of the Land Use Element, Tallahassee-Leon County Comprehensive Plan: Residential Preservation Future Land Use Category Description.
4. City Residential Preservation-2 (RP-2) Zoning District and County Residential Preservation (RP) Zoning District.

File Attachments  
 Ord# 18-Z-06 Attachment 1.pdf (415 KB)  
 Ord# 18-Z-06 Attachment 2.pdf (109 KB)  
 Ord# 18-Z-06 Attachment 3.pdf (80 KB)  
 Ord# 18-Z-06 Attachment 4.pdf (472 KB)

**G. PUBLIC HEARING TYPE C SITE PLAN**

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<b>Subject</b>	<b>1. First and Only Public Hearing on the University Ministries Community Church School Type “C” Site Plan Application</b>
Meeting	Feb 12, 2018 - Tallahassee-Leon County Planning Commission
Category	G. PUBLIC HEARING TYPE C SITE PLAN
Type	Action, Public Hearing
Recommended Action	Option 1: Approve the proposed University Ministries Community Church School Type “C” site plan, based on the findings and conditions of the Development Review Committee (DRC), the findings of the staff report, and any evidence presented at the hearing hereon.

For more information, please contact: Susan Denny, (850) 891-6400.

***Statement of Issue***

The University Ministries Community Church School application requests co-location of K-12 private school in an existing 11,874 sq.ft. church. The school will not be operating when the church is being used. There is no additional development proposed. The project is located at 2640 Old Bainbridge Road and is in the University Ministries Planned Unit Development (PUD) zoning district. The applicant and agent for the project is Spectra Engineering. The site plan application is included as Attachment #1 and a general location map is included as Attachment #2.

This application is a quasi-judicial proceeding. Ex parte communications are prohibited during review of quasi-judicial proceedings. Ex parte communications are oral or written off-the-record communication made to decision-making personnel, without required notice to the parties that is directed to influence or attempt to influence the merits or outcome of a decision. This term does not include procedural, scheduling and status inquiries or other inquiries or requests for information that have no bearing on the merits or outcome of the proceeding.

***Recommended Action***

Option 1: Approve the proposed University Ministries Community Church School Type “C” site plan, based on the findings and conditions of the Development Review Committee (DRC), the findings of the staff report, and any evidence presented at the hearing hereon.

### ***Fiscal Impact***

Staff time required to process the application and costs associated with local and state advertising requirements.

## **Supplemental Material/Issue Analysis**

### ***History/Facts & Issues***

**July 19, 1990:** The Tallahassee-Leon County Comprehensive Plan was adopted, and the subject property was placed in the Residential Preservation Future Land Use Map (FLUM) category.

**February 23, 1992:** Land development regulations were adopted pursuant to the requirements of the Comprehensive Plan. The subject property was placed in the Residential Preservation 1(RP-1) zoning district.

**June 4, 1997:** Certificate of Occupancy received for church on subject property. Church expanded in 1999.

**September 12, 2007:** The Subject property was rezoned University Ministries Planned Unit Development, which allows educational facilities as a permitted use.

**January 22, 2018:** The Development Review Committee unanimously recommended approval of University Ministries Church School with conditions to the Planning Commission.

### **Summary of Application**

The Type “C” Site Plan application is for the added educational use (K-12) for the existing church located at 2640 Old Bainbridge Road. Old Bainbridge Road is both a principal arterial roadway and a canopy road. The site is 10.4 acres and the existing structure is 11,874 sq. ft. There is no additional development proposed. The project is in the University Ministries PUD zoning district.

### **Facts and Findings**

In accordance with Section 9-156 (Type “C” site plan review) of the TLDC, new public, private, or charter schools shall undergo a Type “C” site plan review and require Planning Commission final action. In order to approve an application for a new school, the application shall comply with the following criteria:

#### **1. Consistency with the Tallahassee-Leon County Comprehensive Plan**

The proposed University Ministries Community Church School is consistent with the Residential Preservation FLUM Category (Land Use Element Policy 2.2.3[L]) of the Comprehensive Plan (Attachment #3). The Residential Preservation FLUM envisions low density residential development in stable neighborhoods, but also provides for community service uses, provided that the impacts of such uses, such as noise and light, are adequately mitigated. Consistent with Policy 2.1.1[L] of the Comprehensive Plan, the proposed development contains buffers to adjacent residential properties to the south of the subject site.

Section 1-2, TLDC, designates Old Bainbridge Road (which is adjacent to the subject site) as a designated canopy road. Policy 1.31.[C] defines canopy road corridors as a conservation feature and the Conservation Element of the Comprehensive Plan contains multiple objectives and policies to protect this feature (see Policy 1.3.2[C]; Policy 3.3.1[C]; and Objective 3.4[C] and related policies.) The proposed site plan does not propose any additional encroachment into the canopy road protection area, and is therefore consistent.

#### **2. Section 9-153, Site Plan Review Criteria**

##### **a) Whether the applicable zoning standards and requirements have been met.**

##### **Use and Development Standards**

The Growth Management Department administratively approved a minor amendment to the University Ministries PUD concept plan to correct an oversight in the allowable uses. This minor amendment will be effective with the approval of

the Type “C” Site Plan for this project.

With the conditions approved by the DRC, this project meets all applicable use and development standards in the Tallahassee Land Development Code (TLDC). Details and the full conditions are included in the attached staff reports (Attachment #4). The applicants response to the DRC conditions is also included in Attachment #4.

#### Community Service Criteria

The proposed school use is a community service land use subject to the criteria in Section 10-413(c)(1)a-g, TLDC. The DRC found that the information submitted in the site plan application adequately addressed these community service standards at its meeting on January 22, 2018.

#### **b) Whether the applicable criteria of chapter 5 of the TLDC have been met.**

The Growth Management Department has determined that Chapter 5 of the TLDC has been met. (See Attachment #4).

#### **c) Whether the requirements of other applicable regulations or ordinances which impose specific requirements on site plans and development have been met.**

1. The applicant has not applied for concurrency. The applicant shall apply for concurrency and pay any mitigation, if required, prior to the approval of the site plan (Condition #1, below).
2. The DRC has reviewed the proposed site plan to ensure consistency with all other ordinances. DRC staff reports are included as Attachment #4. The recommended conditions of approval from the DRC, if approved by the Planning Commission, shall be satisfied before any final development approvals are obtained.

#### Public Notification and Response

This application has been noticed and advertised in accordance with the provisions of the Tallahassee Land Development Code (see Attachment # 5). The Planning Department mailed 71 notices to property owners within 500 feet of the subject property. To date, the Planning Department has one received written response objecting to the proposed school due to traffic and safety concerns (Attachment #6).

#### Development Review Committee Approval

On January 22, 2018, the DRC met to consider the application. There was one speaker who objected to the proposed school due to traffic volume and pedestrian safety concerns. The DRC recommended approval of the proposed Type “C” Site Plan with the following eight conditions:

#### **Conditions of Approval:**

##### Planning

No Conditions.

##### Growth Management

1. The applicant shall apply for concurrency and pay any mitigation, if required, prior to the approval of the site plan.
2. Because the change in use may result in building code and fire code issues, the applicant shall do the following:
  - a. Contact the City’s Records Management Department and request a record set of plans for this site (see <http://www.talgov.com/growth/growth-recordrequest.aspx>);
  - b. Meeting the Building Inspection Division and the Fire Department to discuss the proposed new use; and
  - c. Submit plans to the Fire Department and the Building Inspection Division for a change of use from assembly/mixed use to educational.

##### Infrastructure:

3. In accordance with City Commission Policy 60, developments adjacent to the Canopy Road Protection Zone shall provide the following prior to final development approval:
  - a) A tree location survey of the Canopy Road Protection Zone in accordance with the Environmental Management Ordinance;

- b) A sidewalk construction plan for all sidewalks within the Canopy Road Protection Zone subject to the review and approval of the Department of Public Works (Infrastructure) and the City’s urban forester;
  - c) All easements necessary for sidewalk construction and maintenance; and
  - d) A fee-in-lieu for sidewalk construction.
4. The applicant shall inform the Traffic Engineering section of increases in student enrollment. If warranted by future enrollment, a traffic study shall be required.
  5. The Site Plan shall be revised to provide details for student transportation.
  6. The Site Plan shall be revised to add a stop sign at the drive-way connection to Old Bainbridge Road.

Utility Services Conditions

None

School Board

None

**Options**

1. Approve the University Ministries Community Church School Type “C” site plan, based on the findings and conditions of the Development Review Committee, the findings of the staff report, and any evidence presented at the hearing hereon.
2. Do not approve the University Ministries Community Church School Type “C” site plan, based on the findings and conclusions of the Planning Commission.
3. Provide alternative direction.

**Attachments/References**

- Attachment #1: University Ministries Community Church School Site Plan Application.
- Attachment #2: General Location Map.
- Attachment #3: Comprehensive Plan Policies
- Attachment #4: Development Review Committee Staff Reports.
- Attachment #5: Tallahassee Democrat Advertisement.
- Attachment #6: Citizen Letter

File Attachments  
 Attachment #1.pdf (4,772 KB)  
 Attachment #2.pdf (1,490 KB)  
 Attachment #3.pdf (296 KB)  
 Attachment #4.pdf (250 KB)  
 Attachment #5.pdf (129 KB)  
 Attachment #6.pdf (342 KB)

**H. PUBLIC HEARING TEXT AMENDMENTS**

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<b>Subject</b>	<b>1. First and Only Public Hearing on Ordinance 18-O-08; Proposed Amendment to the Tallahassee Land Development Code; Chapter 10, Section 10-176 Development Patterns and Section 10-256, C-2 General Commercial District Development Standards</b>
Meeting	Feb 12, 2018 - Tallahassee-Leon County Planning Commission
Category	H. PUBLIC HEARING TEXT AMENDMENTS
Type	Action, Public Hearing
Fiscal Impact	No



Budgeted No

Recommended Action Option 1: Find proposed Ordinance 18-O-08 consistent with the Tallahassee-Leon County Comprehensive Plan and recommend that the City Commission adopt Ordinance 18-O-08, thereby amending Chapter 10, Section 10-176 Development Patterns, and Section 10-256, C-2 General Commercial District Development Standards, in the Tallahassee Land Development Code (TLDC), based on the findings and conditions of the staff report and evidence presented at the hearing hereon.

For more information, please contact: Susan Denny, Senior Planner, 891-6400.

### ***Statement of Issue***

The proposed ordinance would amend Section 10-176, Development Patterns, and Section 10-256, C-2 General Commercial District Development Standards, to increase the allowable non-residential intensity to 20,000 square feet per acre and change the locational standards. The proposed ordinance is attached (Attachment #1).

### ***Recommended Action***

Option 1: Find proposed Ordinance 18-O-08 consistent with the Tallahassee-Leon County Comprehensive Plan and recommend that the City Commission adopt Ordinance 18-O-08, thereby amending Chapter 10, Section 10-176 Development Patterns, and Section 10-256, C-2 General Commercial District Development Standards, in the Tallahassee Land Development Code (TLDC), based on the findings and conditions of the staff report and evidence presented at the hearing hereon.

### ***Fiscal Impact***

Increased allowable development intensity may result in increased tax revenues.

## **Supplemental Material/Issue Analysis**

### ***History/Facts & Issues***

**July 16, 1990:** Adoption of the Tallahassee-Leon County Comprehensive Plan.

**November 27, 1997:** Adoption of Site-Specific Ordinance in the Tallahassee Land Development Code (TLDC), which established the C-2 General Commercial zoning district (Section 10-256, TLDC).

**March 14, 2007:** Adoption of the Suburban Future Land Use Map (FLUM) category and related intensity standards as described in the Suburban Development Patterns (Policy 2.2.5[L]).

**October 28, 2009:** Section 10-176, TLDC was amended to implement the suburban development patterns adopted in the Comprehensive Plan by assigning appropriate zoning districts to each pattern.

**January 2, 2018:** The Planning Commission initiated an amendment to the TLDC to increase the allowable nonresidential intensity to 20,000 sq. feet per acre and change the C-2 locational standards.

**January 31, 2018:** Ordinance 18-O-08 will be introduced to the City Commission.

**February 28, 2018:** The City Commission will hold a public hearing on Ordinance 18-O-08.

### **Summary of Ordinance**

The proposed ordinance will amend the C-2 General Commercial zoning district to increase the allowable non-residential square footage to be consistent with more intensive infill development needs. Likewise, it would also modify the locational standards in the C-2 zoning district. The specific changes are as follows:

- Increase the allowable non-residential intensity for the C-2 zoning district from 12,500 sf/acre to 20,000 sf/acre;
- Eliminate the requirement that new C-2 districts not be located closer than ¼ mile from other C-1 and C-2 districts;
- Eliminate the requirement that new C-2 districts not be located closer than ¼ mile from commercial development districts of more than 20,000 gsf of floor area;
- Eliminate the requirement that a C-2 district not exceed 30 acres in size;
- Eliminate the requirement that office/commercial development be limited to 200,000 s.f. for C-2 districts of less than 20 acres;
- Eliminate the requirement that office/commercial development = "text-align: justify;">Staff finds the proposed ordinance to be consistent with the goals, objectives and policies of the Comprehensive Plan.

Facts/Issues/Analysis

Policy 3.1.2[L] (Attachment #2) of the Comprehensive Plan describes various levels of commercial development based on the type, location, size and service area of the development. The development ranges progress from minor commercial development that is only intended to serve the neighborhoods around the commercial development site to large scale commercial development that is intended to serve a regional population. There are three commercial zoning districts within the Suburban FLUM that form a continuum of intensity for both the type of land uses and the square footage of development, and correspond to the descriptions of commercial types in Policy 3.1.2[L]. The existing location of the C-1, C-2 and CP zoning districts are depicted in Attachment #3. The following is a list of the zoning districts and their characteristics:

Zoning District	Intent (from Policy 3.1.2[L])	Configuration	Design Standards	Locational Standards	Intensity Limitations
C-1 Neighborhood Commercial	Minor to Neighborhood Provide small retail, office, to provide convenience goods and services close to a small group of neighborhoods	Non-linear (nodal)	Yes. Roof pitch, consistent wall finishing; and compatibility with surrounding area	No closer than ¼ mile from other C-1 or C-2 district or commercial development containing 20,000 gsf	12,500 sf/acre  200,000 sq per parcel  15 acres per zoning district
C-2 General Commercial	Neighborhood to Community Commercial Provide retail and office goods and services to several neighborhoods	Non-linear (nodal)	None	No closer than ¼ mile from other C-1 or C-2 district or commercial development containing 20,000 gsf (Current standards. Proposed amendment would eliminate.)	12,500 sf/acre  200,000 sq ft districts less than 20 acres  250,000 sq per zoning district for district 20 to 30 acres  Buildings 50,000 sq. ft  30 acres per zoning district (Current standards. Proposed amendment would eliminate.)
CP Commercial Parkway	Community to Regional To provide retail and office, including automobile-orientated uses, to the	Linear	None	None	25,000 sq. ft per acre 50,000 sq. ft per acre warehouse use

	<b>entire community</b>				
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Source: §10-255 C-1 Neighborhood Commercial; §10-256, C-2 General Commercial; §10-258, CP Commercial Parkway

The Suburban FLUM commercial zoning districts were originally adopted in November, 1997. At the time the non-residential intensity and the locational standards for the C-2 zoning district were appropriate for the type of commercial development that was occurring. However, during the last twenty years, the nature of and demand for retail development has changed significantly. On January 2, 2018, at the behest of staff, the Planning Commission initiated a text amendment to the C-2 zoning district to update the development standards to keep abreast of changing needs in commercial development.

### Recent Trends

Statistics for commercial development are not readily obtainable for 1997, the year Suburban FLUM commercial zoning districts were adopted. However, in 2000 there were 119 commercial building permits issued for Leon County (including the City of Tallahassee), with a taxable value (in 2016 dollars) of \$109.7 million. In 2016 there were 55 commercial permits issued with a taxable value of \$68.5 million dollars in Leon County. This represents a 54% reduction in the number of permits and a 38% reduction in taxable value of commercial development. These reductions are in spite of a relative building boom in the community recently.

Although less common, "big-box" retail is still possible; however, the C-2 district contains a building size maximum of 50,000 square feet, which will remain and prevent such development.

In addition to a reduction in the amount of commercial construction countywide, the location, intensity and uses of commercial development have also changed since the adoption of the Suburban FLUM commercial zoning districts in 1997. Strip retail and "big box" retail are no longer as significant in the commercial development sector. Commercial development is more likely now to be offices, niche retail, and especially, restaurants. While commercial development has been decreasing in the new millennium, the amount of restaurant seats has increased in Leon County (including Tallahassee) by 38% from 2003 to 2017.

The changes in the type of commercial development have also tended more toward redevelopment and infill, which tends to be more intense. The Office of Economic Vitality maintains a list of major projects. Of the commercial projects on the list in the City of Tallahassee, the majority of them are redevelopment or additions to developed sites.

The current allowable commercial intensity in the C-2 zoning district is an impediment to increasing development on existing sites. For instance, a four-acre site near the urban core on a C-2 site developed thirty years ago would have typically contained a 30,000 square foot strip retail center with excess parking in front of the building and a large stormwater facility behind it. However, the redevelopment of such a site today to a more efficient 60,000 square foot office/retail with less parking, more landscaping, and more efficient stormwater control would not be permitted under the existing C-2 zoning district because the non-residential intensity of 15,000 square feet/acre exceeds the current allowance of 12,500 square foot/acre.

Rezoning that property to CP, for the sole purpose of increasing the intensity, is problematic because it would allow uses not appropriate for that location, such as vehicle sales, and would raise spot zoning concerns. A better solution would be to restore the continuum of intensity across the commercial districts by increasing the allowable commercial intensity in the C-2 zoning district to 20,000 sq. feet per acre, which would create a commercial district with an intensity that bridges C-1 and CP.

Attachment #4 depicts the existing land uses within the C-2 zoning districts. Development of most of these sites would constitute infill re-development, including changes and/or additions that should, in the opinion of staff, be allowed to increase the intensity of the sites if so desired by the owner.

### Locational Standards

In addition to the increase in commercial intensity, the proposed ordinance would also change the locational standards of the C-2 zoning district in order to make siting C-2 less subject to arbitrary and artificial constraints. Presently, there are requirements in the C-2 zoning district that limit the size of the district and the proximity to other similar zoning districts or commercial development.

These restrictions were created to limit linear sprawl in a time when strip commercial and big box development were the primary commercial types. In today's commercial development market, increasingly represented by infill redevelopment with restaurants and targeted retail, the locational standards in the C-2 zoning district are no longer needed, and are in fact contrary to the intent of Policy 3.1.2[L] by discouraging infill and redevelopment. Therefore, they are eliminated in the proposed ordinance.

### Public Notification and Response

The proposed ordinance has been noticed and advertised in accordance with the provisions of the Tallahassee Land Development Code (See Attachment #5). To date, the Planning Department has not received any written or verbal comments or inquiries related to the proposed ordinance.

### **Options**

1. Find proposed Ordinance 18-O-08 consistent with the Tallahassee-Leon County Comprehensive Plan and recommend that the City Commission adopt Ordinance 18-O-08, thereby amending Chapter 10, Section 10-176 Development Patterns, and Section 10-256, C-2 General Commercial District Development Standards, in the Tallahassee Land Development Code (TLDC), based on the findings and conditions of the staff report and evidence presented at the hearing hereon.
2. Do not find proposed Ordinance 18-O-08 consistent with the Tallahassee-Leon County Comprehensive Plan and do not recommend that the City Commission adopt Ordinance 18-O-08, thereby not amending Chapter 10, Section 10-176 Development Patterns and Section 10-256, C-2 General Commercial District Development Standards in the Tallahassee Land Development Code (TLDC), based on the findings of the Planning Commission and the evidence presented at the hearing hereon.
3. Other action.

### **Attachments/References**

1. Proposed Ordinance 18-O-08
2. Comprehensive Plan Policies
3. Commercial Zoning District Maps
4. Existing Land Use in C-2 zoning district
5. Tallahassee Democrat Advertisement.

#### File Attachments

Ord# 18-O-08 Attachment 1.pdf (279 KB)  
Ord# 18-O-08 Attachment 2.pdf (126 KB)  
Ord# 18-O-08 Attachment 3.pdf (19,428 KB)  
Ord# 18-O-08 Attachment 4.pdf (11,699 KB)  
Ord# 18-O-08 Attachment 5.pdf (109 KB)