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Community Planning Analysis: Summary Analysis for Tallahassee-Leon County

Tallahassee-Leon County Planning Department

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COMMUNITY PLANNING ANALYSIS:
SUMMARY ANALYSIS FOR TALLAHASSEE
AND LEON COUNTY

COMMUNITY PLANNING ANALYSIS:
SUMMARY ANALYSIS FOR TALLAHASSEE-LEON COUNTY

Prepared by the
Tallahassee-Leon County Planning Department,

Frank Branan, Executive Director
Edward R. Mack, Jr., Planning Director
Kenneth L. Davis, Planner & Report Author

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PREFACE

Community planning is one element of the comprehensive planning process in the Tallahassee-Leon County area. This publication is one of a series that presents information relative to selected physical, social, and economic factors which prevail in the area. It is intended to serve as a data base for public and private planning programs.

While much useful information relative to community conditions is presented in this volume, the key to any planning process is the determination of what citizens expect of their community. Given existing conditions, what changes should be made to improve the quality of life of the people who live there? Your thoughts and ideas about what should or should not occur in your community are essential to planning for the future and should be related to your elected and appointed officials so that they may incorporate them into their efforts to serve you.

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INTRODUCTION

Purpose and Goals

This study is part of a continuing effort by the Tallahassee-Leon County Planning Department to maintain current planning information pertaining to the physical and socio-economic aspects of the Tallahassee-Leon County area. This data is fundamental to maintaining and improving conditions necessary for the health, safety and welfare of the population.

Community planning was recognized as part of the total planning process in Tallahassee in A Comprehensive Plan for Future Development (1963-1964). A major contribution to this effort was made in 1968 in The Murat Neighborhood Study. The current Community Planning Analysis is a continuance of these existing studies. It is intended that this study serve as a planning tool for those groups and individuals in the community who have the responsibility for anticipating and planning for the area's physical and social needs.

Goals of the Community Planning Analysis are in accord with those established in "Goals and Policies for the Development of the Tallahassee-Leon County Metropolitan Area." * Operating at the level of individual communities, the Community Planning Analysis seeks to properly assess the physical and social demands to be placed on each community within Leon County. A primary aim is to provide a basis for the maintenance and improvement of the quality of life available to present and future residents of the Tallahassee-Leon

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* Appendix A.

County area. At a time of impending growth, it becomes increasingly important to have an understanding of the conditions and requirements of each area of the county in order to better plan for total development needs. Such is the nature of the Community Planning Analysis.

Summary Profile: Urban Area

The portion of the Community Planning Analysis presented in this volume offers a descriptive view of the Tallahassee-Leon County area. This information is presented as a framework for evaluating the conditions and needs of each of the individual communities; in its composite form it provides a broad picture of the common needs of the entire urban area. With these needs in perspective, subsequent efforts will be directed toward developing planning alternatives to alleviate inequitable or inadequate situations.

Figure 1 attempts to summarize some of the more quantifiable and comparable elements of community conditions that are brought forth in the various sub-sections of this Community Planning Analysis. The structure of the summary table is such that the community with the highest overall priority of need is located on the left, with the community having the least priority presented on the right. The circled numbers indicate the relative priority of the community in each category; the priorities are totaled into the "cumulative score" which shows the general relationship of the various urban communities to one another. An explanation of the terms used in the table are presented in the pages which follow the table, and in greater detail in the various sub-sections of the study.

Several cautions must be noted in the use of this summary. As previously alluded to, the summary is limited to those elements of each community which can be manifested in quantifiable terms and to those elements for which data is available across the board (for the sake of comparison). It does not include the many non-

quantifiable, but equally as important, variables which may have a bearing on the quality of life within the community. For example, while unemployment within a community may be within acceptable tolerances, how does one measure the social and psychological effects that extensive underemployment can have on a community?

No attempt has been made to develop a weighting scale which would emphasize any one variable over another one. Assuming that a consensus of community values could be attained, this could be one approach to determining what factors are most important in a given community.

While care was taken in defining logical community boundaries attuned to the social and physical characteristics of the area, it must be remembered that any realignment of these boundaries could conceivably alter the results of analysis. Any review of a community's status should be considered in the context of the total environment. For instance, a community could be lacking in recreation facilities within the confines of its boundaries but may be adjacent to a community or communities having a surplus of such facilities which could adequately serve the community in question.

The point being made about the data in the summary table is that it should not be taken as an absolute. Evaluation of community conditions should also consider other less quantifiable factors which may play an equally important role in the development of the community.

The fact that Tallahassee is the state capital and accommodates two large public universities creates many disparities that make direct comparisons between communities difficult. As a case in point, the F.S.U. Community has the highest unemployment rate in

the county; at the same time, this community's population has the highest education level in the county. These two seemingly contradictory conditions are attributed to the abnormalities that result due to the community's university orientation. In analyzing any community's needs, consideration should be given to any unique characteristics which may invalidate any strictly statistical comparisons.

Figure 1.
SUMMARY RANKING OF COMMUNITY CONDITIONS: TALLAHASSEE URBAN AREA

	LINCOLN	A & M	F.S.U.	CENTRAL CITY	LAKE BRADFORD	FAIRGROUND	MIDTOWN	MURAT	LAKE JACKSON	SAN LUIS	MICCOSUKEE	COUNTRY CLUB	THOMASVILLE
POPULATION PER NET RESIDENTIAL ACRE	12.9 (3)	11.0 (4)	69.8 (1)	27.6 (2)	5.7 (7)	4.3 (8)	9.2 (5)	6.9 (6)	1.4 (12)	3.6 (9)	2.7 (11)	3.5 (10)	2.7 (11)
RECREATION FACILITIES (ACRES PER 1,000 POP.)	.3 (2)	12.4 (8)	-- (1)	6.5 (5)	.3 (2)	.5 (3)	10.0 (7)	7.6 (6)	-- (1)	-- (1)	-- (1)	14.7 (9)	2.8 (4)
EXTENT OF SUBSTANDARD HOUSING(# PER 1,000 UNITS)	376 (1)	260 (4)	321 (2)	298 (3)	93 (5)	72 (6)	35 (8)	24 (10)	49 (7)	21 (11)	18 (13)	32 (9)	20 (12)
VALUE OF SINGLE FAMILY HOUSING	\$9,893 (1)	\$11,167 (3)	\$13,000 (5)	\$24,200 (10)	\$10,900 (2)	\$11,216 (4)	\$15,352 (7)	\$13,700 (6)	\$24,400 (11)	\$20,244 (8)	\$20,400 (9)	\$20,400 (9)	\$28,743 (12)
EDUCATIONAL LEVELS (MEDIAN SCH. YRS. COMPL.)	10.3 (1)	11.5 (3)	15.2 (12)	12.5 (5)	10.8 (2)	11.7 (4)	12.8 (6)	13.0 (7)	13.4 (9)	13.5 (10)	12.8 (6)	13.1 (8)	15.0 (11)
EMPLOYMENT (UNEMPLOYMENT RATE)	4.5 (3)	5.2 (2)	7.3 (1)	4.2 (4)	3.1 (6)	2.0 (9)	2.7 (8)	3.6 (5)	2.8 (7)	1.4 (11)	1.1 (12)	1.1 (12)	1.5 (10)
FAMILY ASSISTANCE (A.F.D.C./ 1,000 POP.)	35.4 (1)	29.7 (2)	2.2 (9)	9.3 (4)	3.7 (7)	17.0 (3)	4.5 (5)	2.4 (8)	4.3 (6)	1.7 (11)	0.6 (13)	0.8 (12)	1.9 (10)
MEDIAN FAMILY INCOME LEVELS	\$4,992 (1)	\$5,997 (4)	\$5,458 (3)	\$5,388 (2)	\$6,644 (6)	\$8,235 (5)	\$8,986 (7)	\$9,209 (8)	\$13,161 (11)	\$11,676 (9)	\$12,163 (10)	\$13,342 (12)	\$17,204 (13)
CUMULATIVE SCORE	13	30	34	35	37	42	53	56	64	70	75	81	83
RELATIVE PRIORITY	1	2	3	4	5	6	7	8	9	10	11	12	13

Explanation of Summary Table:

-- Population per Net Residential Acre

In calculating the net residential acreage of a community, the acreage utilized for transportation and utilities, public and semi-public uses, and water bodies is excluded from the gross acreage. In determining what land is residential and what is non-residential, the following criteria are used:

1. Only those zoning districts where residential use is clearly the primary intent and use of the district are included. These comprise the E, R-1, R-2, R-3, RM-1, RM-2, RM-3, MH-1, and MH-2 districts. The OR zone, which is transitional in nature, is considered for purposes of this study to be 50% residential and 50% non-residential.
2. Other zoning districts which would permit residential dwellings as an unrestricted use, but which are only nominally oriented toward residential use are not included in the computations for residential acreage. These include the A-1, A-2, and HC districts.

To arrive at the population per net residential acre, the population of the Community (as derived from the 1970 U.S. Census) is divided by the net residential acreage.

-- Recreation Facilities (acres/1,000 pop.)

The number of acres of publicly maintained (by local government) recreational facilities is derived for every 1,000 people in the Community. This figure includes only existing facilities and not those being planned or under development.

-- Extent of Substandard Housing (# per 1,000 units)

For every 1,000 units in the Community, the number of units that are substandard are cited (according to criteria defined in the Housing section of this study).

-- Value of Single Family Housing

This figure is derived for each Community from the 1970 U.S. Census.

-- Educational Levels

This figure represents the median number of school years completed by members of each Community as determined by the 1970 U.S. Census.

-- Employment

This figure represents the unemployment rate within each Community at the time of the 1970 U.S. Census.

-- Family Assistance

This figure represents the number of A.F.D.C. (Aid for Families with Dependent Children) cases per 1,000 population in each Community and was derived from information provided by the Florida Division of Family Services.

-- Median Family Income Levels

This figure was derived for each Community from the 1970 U.S. Census.

For each of the above factors a relative priority was assigned to each community as it compares to all other urban communities (with the highest priority being assigned the lowest number). The sum total of all of these rankings is expressed as a "cumulative score." The cumulative score is then simplified in the form of a "relative priority." In evaluating this figure, the lowest number again represents the highest priority (i.e., the Lincoln Community has the highest priority with regard to the specific factors considered, while the Thomasville Community has the lowest priority).

Boundaries

Leon County, originally part of Gadsden County, is situated in the Big Bend of Florida. It is bounded on the north by the Florida-Georgia line, on the east by Jefferson County, on the south by Wakulla County, and on the west by Liberty and Gadsden Counties. It encompasses approximately 696 square miles. Originally an agricultural area, it is rapidly becoming an urbanized county due almost entirely to the growth of Tallahassee, the only incorporated city within the county. See Map 1.

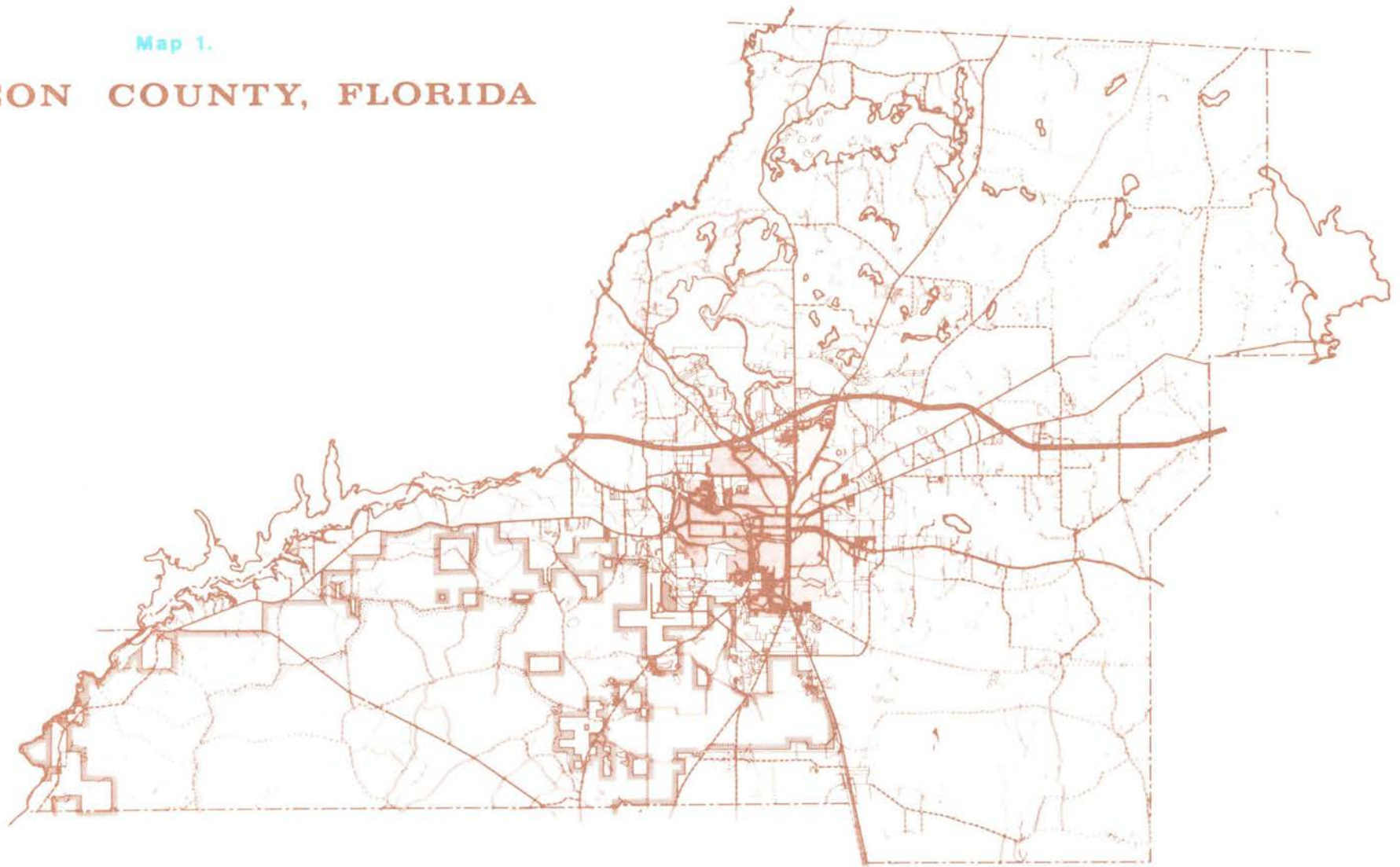
Tallahassee, the Capital of Florida, is centrally located within the county. The corporate limits of the city include 26.14 square miles. Radiating out from the downtown area, the city limits form an asymmetric pattern generally commensurate with developed residential areas. For purposes of this Community Planning Analysis the urban area of the city will exceed the actual city limits and will generally include the area within the Capital Circle Truck Route, unless otherwise specified. Map 2 indicates these boundaries.

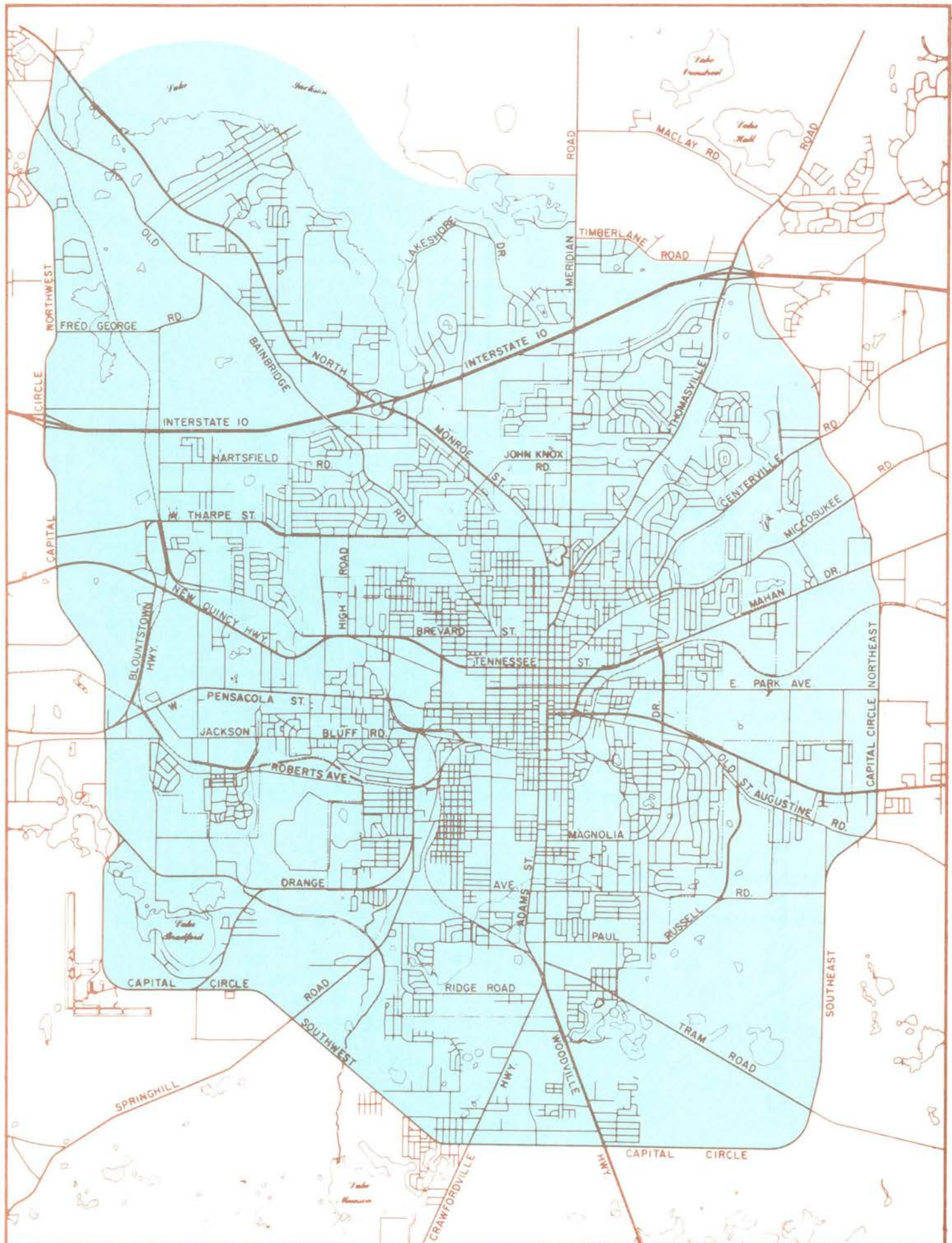
Within the Tallahassee urban area, thirteen communities have been identified for purposes of analysis. They include the:

- A&M Community
- Central City Community
- Country Club Community
- Fairground Community
- F.S.U. Community
- Lake Bradford Community
- Lake Jackson Community
- Lincoln Community
- Miccosukee Community
- Midtown Community
- Murat Community
- San Luis Community
- Thomasville Community

Map 1.

LEON COUNTY, FLORIDA





TALLAHASSEE URBAN AREA

Map 2.

Tallahassee-Leon County Planning Department

In addition to the urban area communities, five "non-urban" communities have been identified commensurate with Census Tracts 23 through 27. Location of the various communities and their boundaries are indicated on Map 3 (urban communities) and Map 4 (non-urban communities).

In determining the location of community boundaries, several factors were taken into consideration:

1. Natural and man-made barriers were considered as logical separation points (i.e., major highways, streams, railroads).
2. Population should be adequate to support various community activities.
3. Land area should be large enough so as to realize economies of scale, but small enough to maintain accessibility of facilities.
4. The study area should relate to the availability of data. The 1964 Special Census for the first time established census tracts within the Tallahassee-Leon County area. In order to better utilize this information source, community boundaries were modified slightly to coincide with census tract boundaries.
5. The study area should relate to socio-economic characteristics (i.e., the area that local residents consider to be "their" community).



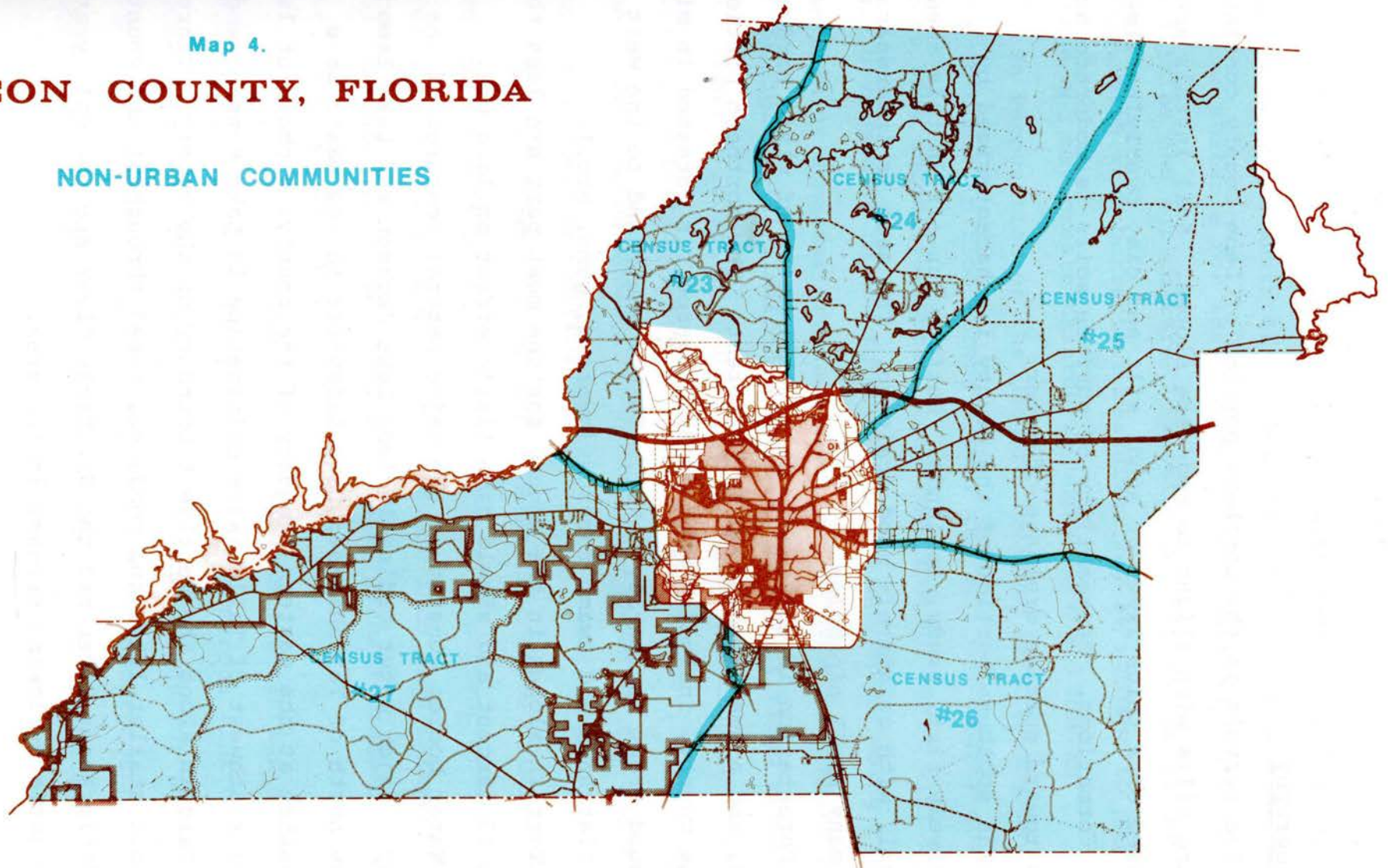
Map 3.

Tallahassee-Leon County Planning Department

Map 4.

LEON COUNTY, FLORIDA

NON-URBAN COMMUNITIES



Physiography

The terrain in the northern portion of Leon County consists of rolling hills with slight to moderate slopes. Soil in this area is composed of a thick layer of sand, silt and clay overlying limestone formations. Permeability of surface soils is moderate and tends toward surface drainage of water.

The southern portion of the county is characterized by relatively flat, sandy, lowlands. Surface run-off in this area is minimal, with relatively good drainage. The area is interspersed with many small sinkholes.

Forestation in the county is a combination of mixed hardwoods, pines, and a small amount of swamp forest. The northern portion of the county, including most of Tallahassee, is forested in mixed hardwood trees (primarily oaks). To the south and to the west are pine flatlands and swamp forests (cypress, gums, etc.).

Terrain slopes in the county for the most part are less than 10 to 15 percent and should have little effect on land use.

Water bodies constitute the major natural features of the county. Major water bodies include Lake Jackson and Lake Iamonia to the north of Tallahassee; Lake Lafayette to the east; Lake Miccosukee at the eastern boundary of the county; a chain of lakes to the southwest of Tallahassee culminating in Lake Munson; and Lake Talquin along the northwest boundary of the county. There are numerous smaller lakes and ponds scattered throughout the county. The Ochlockonee River and the St. Marks River are the only year-round surface-flowing streams in the area.

Some areas of the county are subject to periodic flooding and

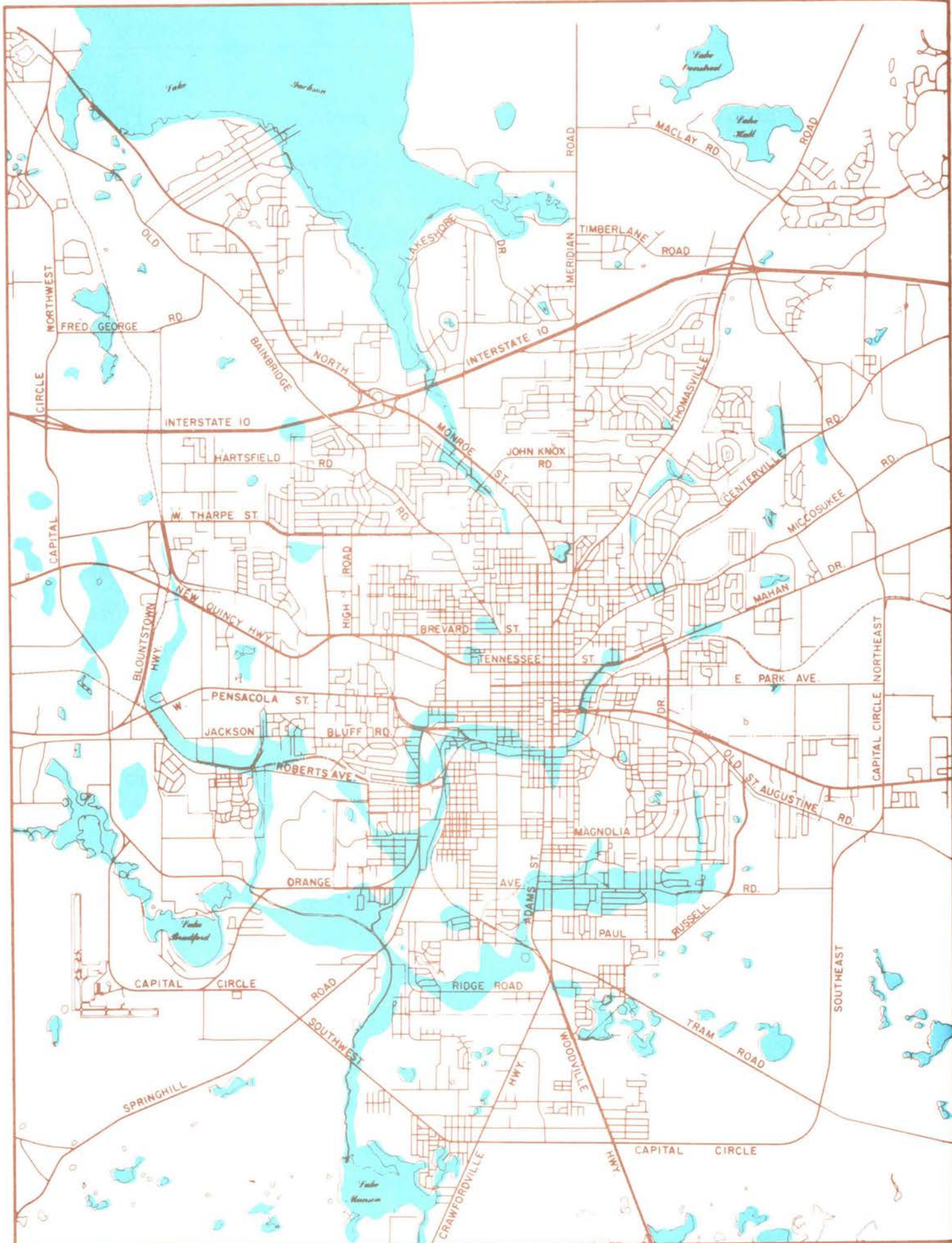
present problems for intensive land uses such as residential, commercial and industrial development. Periodically flooded areas are more suitable for less intensive uses such as recreational facilities and agriculture. Existing development in flood-prone areas, even with corrective measures, may be subject to physical damage and may create hazards to human life and health.

In recognition of the dangers inherent in allowing development to occur in flood-prone areas, the city and county governments have recently adopted legal requirements which will regulate such development in the future. Further action is being taken in the form of a master drainage plan for the county. Implementation of this plan will limit the potential impact of flood conditions.

General locations subject to periodic flooding in the urban area are indicated on Map 5. More detailed areas, as defined by the United States Geological Survey, are shown in the analyses for individual communities.

The Tallahassee urban area drains into three primary drainage and storm runoff basins. About sixty-five percent of the city drains into Lake Munson; twenty percent into Lake Lafayette; and the remainder into Lake Jackson. These general drainage areas are indicated on Map 6.

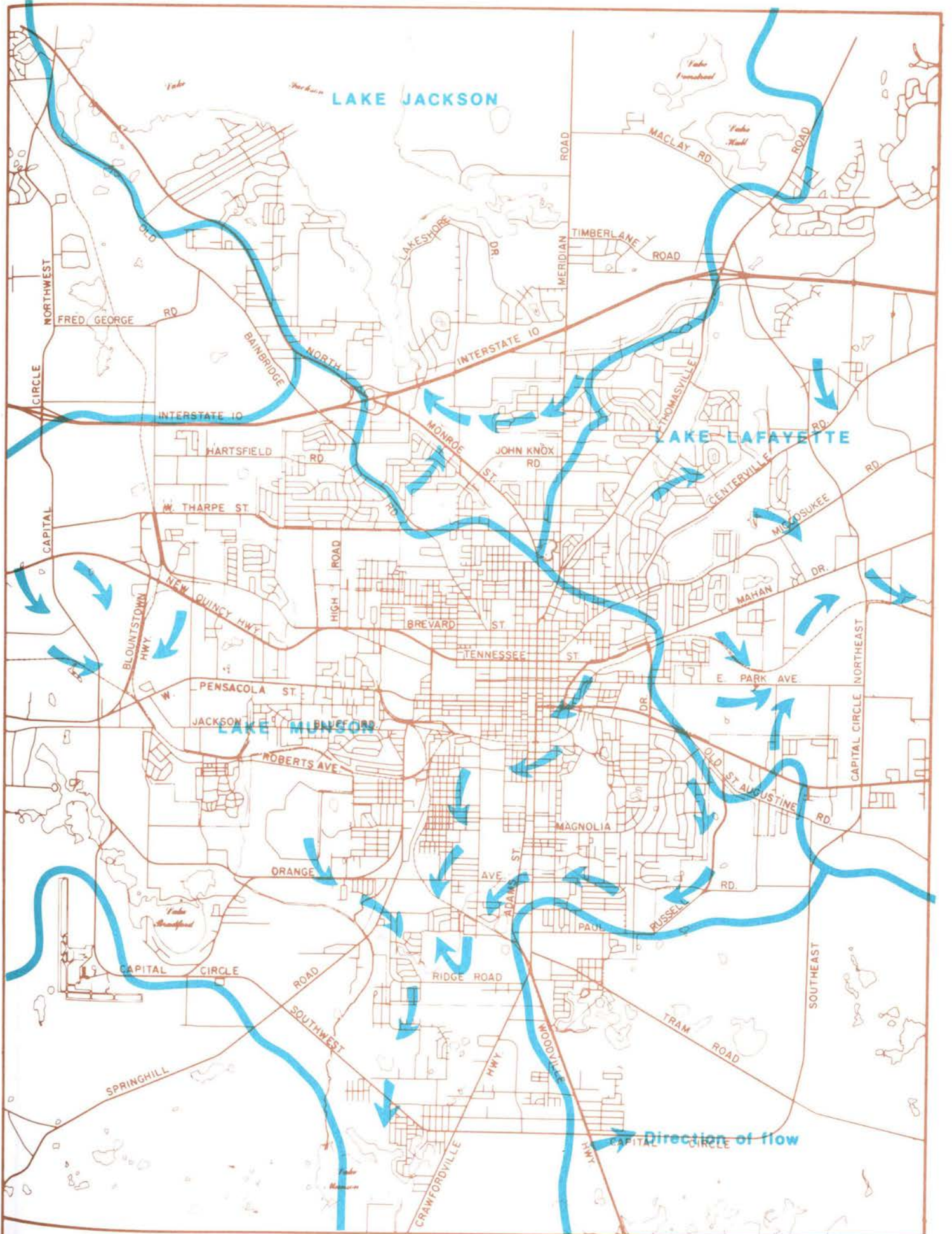
In general, the poorest drainage characteristics are exhibited in the western end of the county. Numerous sink holes in the eastern two-thirds of the county serve as drains for the area. Many of these sinks connect directly to the underground water supply, and as such are subject to surface contamination.



**TALLAHASSEE URBAN AREA
FLOOD-PRONE AREAS**

Map 5.

Tallahassee-Leon County Planning Department



**TALLAHASSEE URBAN AREA
DRAINAGE BASINS**

Map 6.

SOCIO-ECONOMIC CHARACTERISTICS

Population

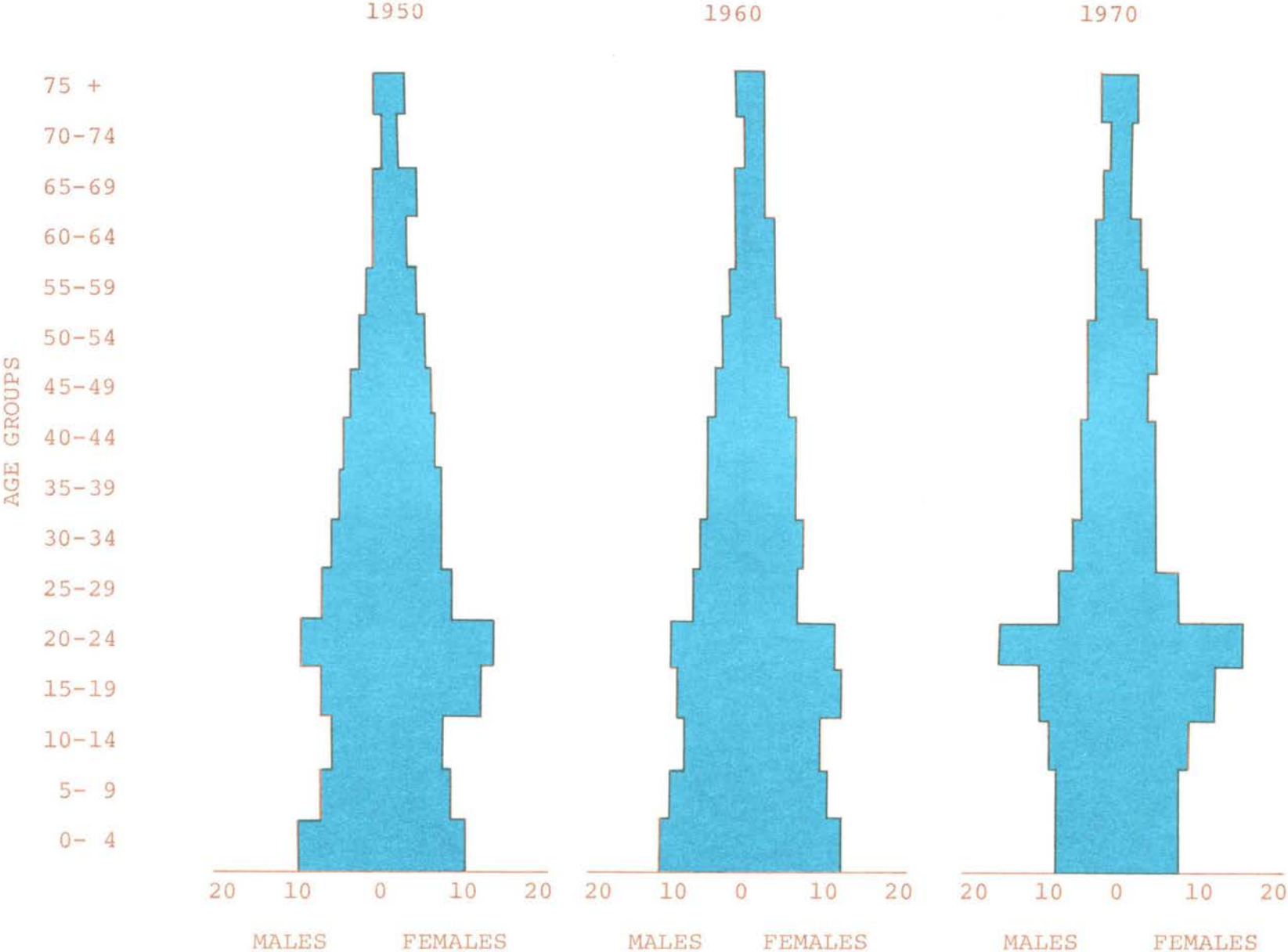
In recent decades the Tallahassee-Leon County area has experienced continued and rapid growth. The census statistics below illustrate this fact. It is anticipated that population in future years will continue to grow at a rapid rate.

	Tallahassee		Leon County	
	<u>Population</u>	<u>% Increase</u>	<u>Population</u>	<u>% Increase</u>
1930	10,700	89.8 (1920-30)	23,476	30.0 (1920-30)
1940	16,240	51.8 (1930-40)	31,646	34.8 (1930-40)
1950	27,237	67.7 (1940-50)	51,590	43.9 (1940-50)
1960	48,174	76.9 (1950-60)	74,225	44.0 (1950-60)
1970	71,897	49.2 (1960-70)	103,047	38.8 (1960-70)

The population pyramids at Figure 2 show the relative age structure of the county population for the years 1950, 1960 and 1970. The most significant aspects of the population pyramids are their shapes. The 1950 pyramid shows that the largest proportion of the population was in the 20-24 year age category. This age group (and part of the 15-19 year old group) is synonymous with college age students and is reflective of the influence of Florida State University and Florida A & M University on the total population structure.

In 1960, the college age group had a lesser impact on the overall county age structure than it did in 1950. This is attributed to a more rapid increase of the general population relative to student enrollment.

Figure 2.
HISTORIC POPULATION STRUCTURES: LEON COUNTY



Again in 1970 there was a large percentage of college age population. From 1960 to 1970, student enrollment more than doubled, from 11,980 to 23,982**. During this same period, the general county population (including students) increased by 38.8%. Approximately 16% of this amount is attributed to student enrollment.

In 1970, females comprised 52% of the total county population. This ratio has remained fairly constant over the past several decades.

Leon County is increasingly becoming an urbanized area as indicated below:

<u>Year</u>	<u>% Urban</u>	<u>% Rural</u>
1950	61.7%	38.3%
1960	64.9%	35.1%
1970	69.7%	30.3%

While total population has increased significantly in recent decades, the present percentage of nonwhite residents relative to white residents has decreased by 13.8% since 1950.

<u>Year</u>	<u>White</u>	<u>Nonwhite</u>	<u>% Nonwhite</u>
1950	31,209	20,381	39.5%
1960	49,816	24,409	32.9%
1970	76,525	26,522	25.7%

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* FSU and FAMU

** FSU, FAMU and TJC (now Tallahassee Community College)

Less than one-half of one percent of the population belong to races other than "white" or "black" (i.e. American Indian, Japanese, Chinese, etc.).

Further analysis of general population characteristics reveals the following data for residents of the city and county*:

	<u>Tallahassee</u>	<u>Leon County**</u>
<u>Median Age</u>	23.4 yrs.	23.5 yrs.
<u>Population Density</u>		
- people/sq. mi.	2,840	148
- persons/household	2.87	3.03
<u>Education</u>		
- median school years completed	12.7 yrs.	12.6 yrs.
- % high school graduates	68.8 %	64.5%
<u>Income</u>		
- median	\$9,078	\$8,961
- % of families below poverty	13.3%	13.7%

With Tallahassee-Leon County serving as the hub of governmental activity and with the Big Bend area of Florida serving as a probable area of development within coming decades, it is anticipated that total population within Leon County will more than double by the year 1995.

By 1980, county population is expected to be approaching 150,000; Tallahassee population should exceed 100,000 people by then.

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*From 1970 U.S. Census.

**Includes Tallahassee

Tallahassee-Leon County is in the fortunate position of being able to foresee probable development and growth at a point in time when careful planning and preparation can minimize some of the problem areas which have already beset other developing urban areas.

Economy

The economy of Tallahassee-Leon County is strongly oriented toward governmental and educational activities. Of an estimated 54,000 workers in the county labor force, approximately 45-50 percent work for either state or local government.

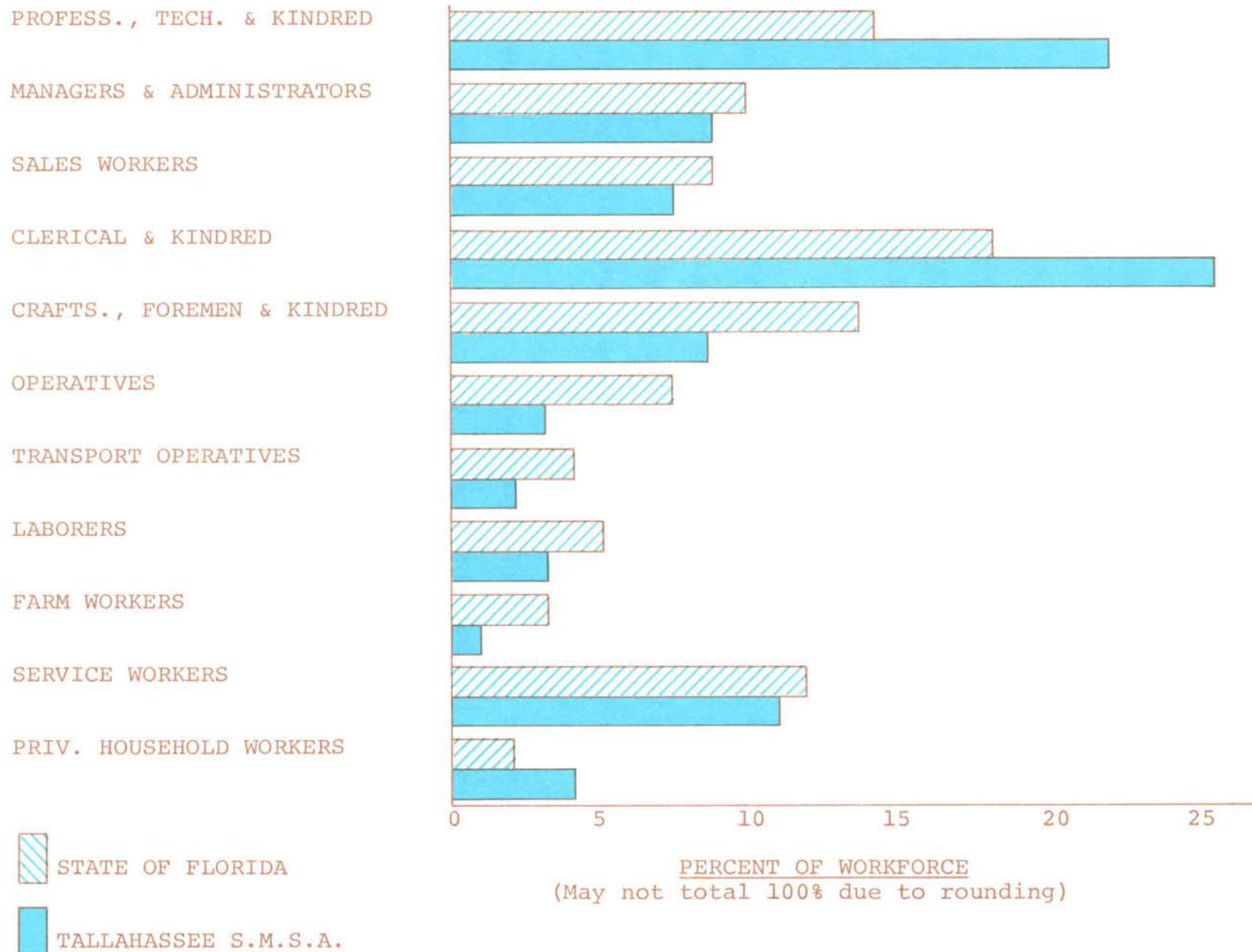
The occupational breakdown for the SMSA shown in Figure 3 (by percent), compared with Florida, generally reflects the large number of "white collar" workers employed, either directly or indirectly, in support of governmental activities and educational institutions.

Part of the "white collar" orientation of the labor force is attributable to the three institutions of higher education -- Florida State University, Florida A & M University, and Tallahassee Community College. Faculty and staff requirements of these institutions total nearly 4,800 positions.

Other major sources of employment are the shopping centers located throughout the urban area. An estimated 3,300 people are employed in these shopping facilities (this excludes 120 government workers in the Northwood Mall).

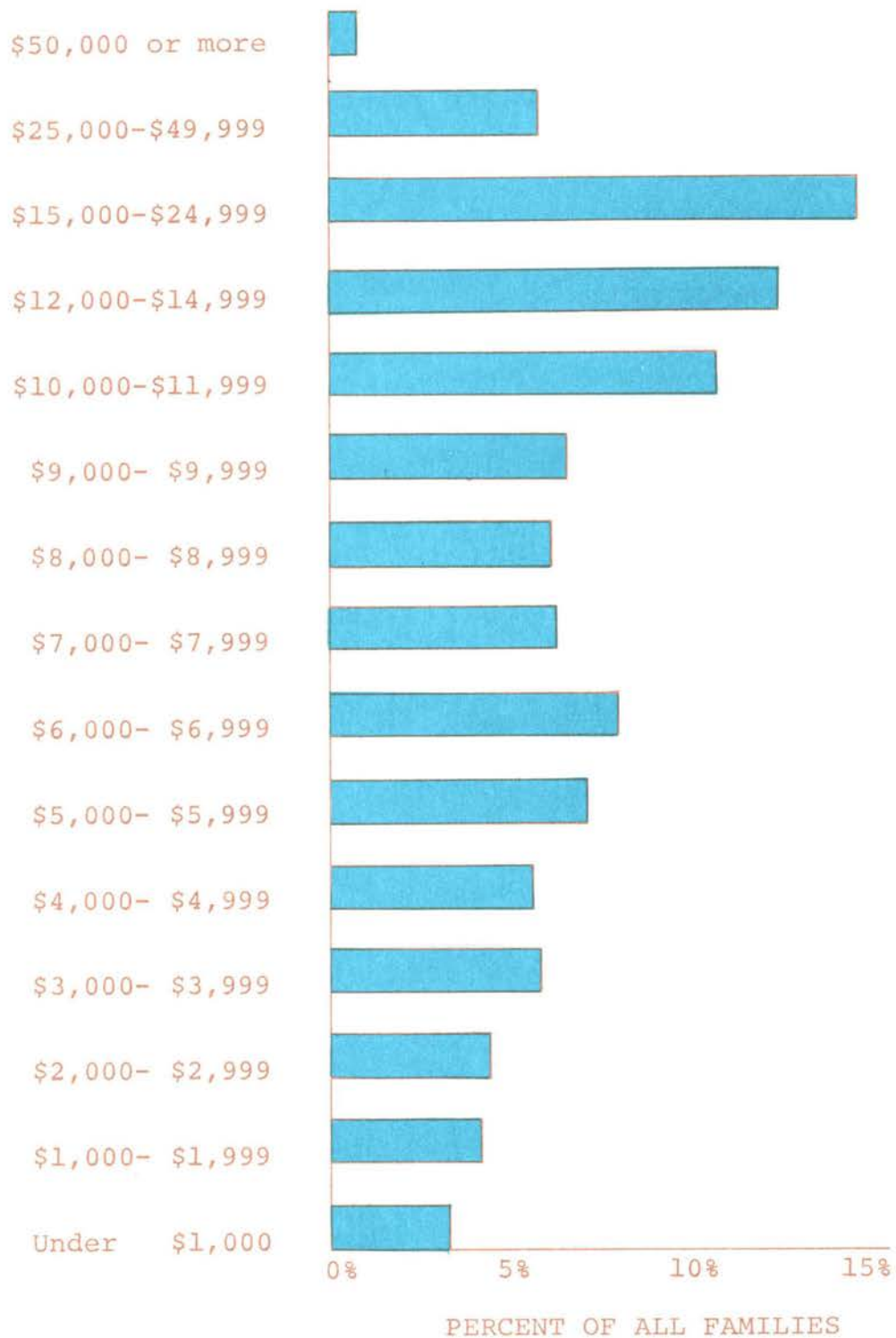
Heavy industry in the area is limited, with the only large manufacturers being the Elberta Crate Company, Vindale Corporation (mobile homes), Southern Prestressed Concrete, and Rose Printing Company. With the completion of Interstate Highway 10, it is anticipated that light industry, wholesaling, and service activities will become a more prominent factor in the local economy.

Figure 3.
OCCUPATIONAL STRUCTURE



Owing primarily to the high educational attainment of the county population (a median of 12.6 school years completed) and the large number of high-level state government jobs, the family income levels in the Tallahassee SMSA are relatively high (Figure 4). Median family income for the SMSA in 1970 was \$8,961, while the median family income for the State of Florida was \$8,267.

Figure 4.
FAMILY INCOME LEVELS BY PERCENT:
TALLAHASSEE S.M.S.A.*



* A TOTAL OF 24,160 FAMILIES IN 1970.

PHYSICAL CHARACTERISTICS

Land Use and Development Patterns

Existing Inventory:

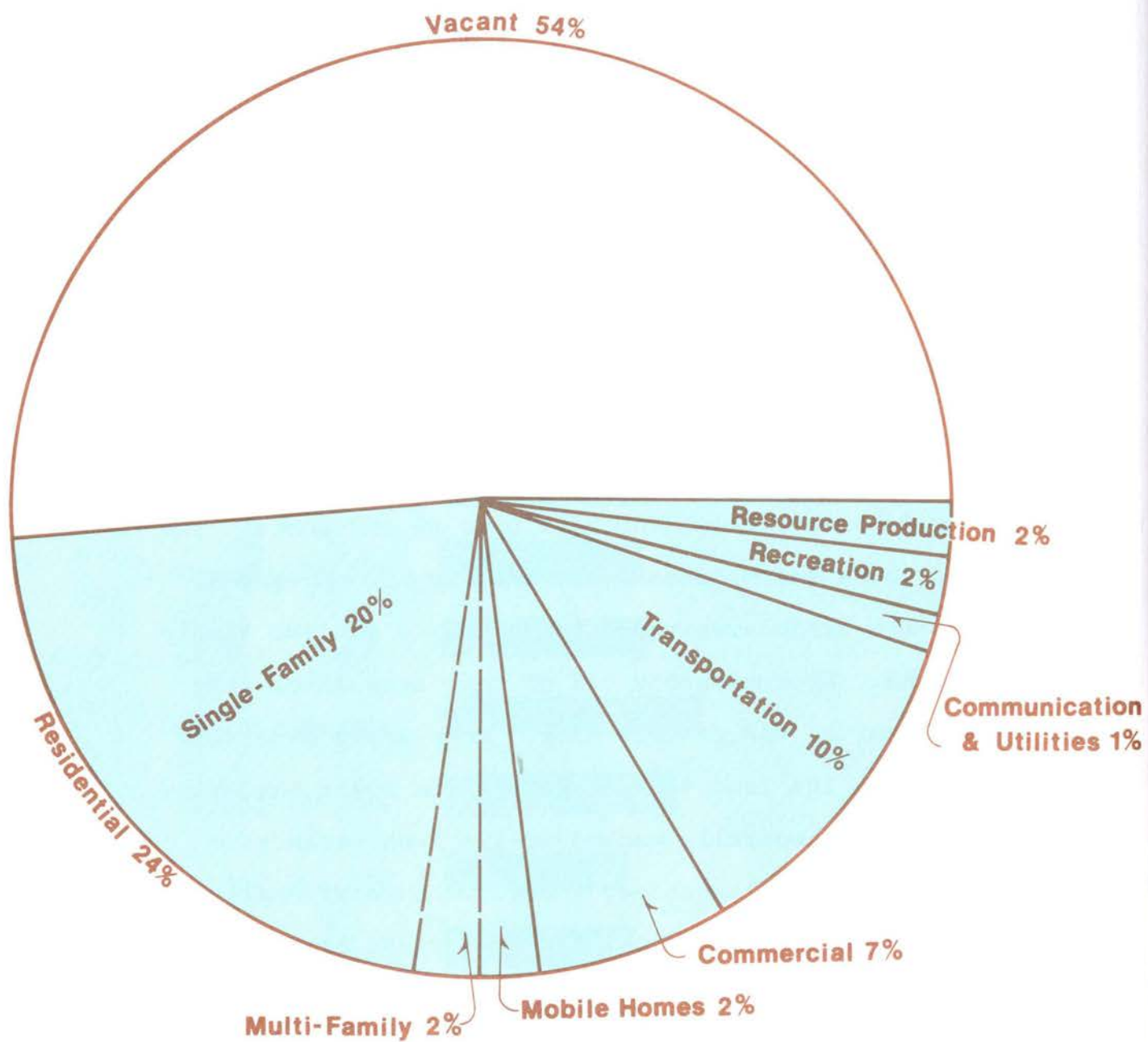
With the exception of several small rural communities, the vast majority of developed land in the county is situated within the Tallahassee urban area.

The current city limits of Tallahassee include more than 16,700 acres of land. The Tallahassee urban area (bounded by Capital Circle) includes over 42,000 acres. The total county area encompasses approximately 445,000 acres.

Within the urban area there is still a plentiful supply of vacant land. Approximately 54% of this area (excluding lakes) is vacant at the present time. Core areas generally have less than a 10% land vacancy rate while areas bordering on Capital Circle generally exceed 50-60% land vacancy.

In addition to Tallahassee, there are several smaller rural communities and townships. These include Bradfordville, Centerville, Capitola, Chaires, Lake Talquin Community, Miccosukee, and Woodville. Another developed area adjacent to Tallahassee, which cannot properly be referred to as a rural community, is Killearn Estates, a luxury residential area. As the county continues to urbanize, additional "bedroom" communities are being planned within commuting distance of Tallahassee.

Figure 5 gives the land use structure of the Tallahassee urban area.



LAND USE: URBAN AREA

Figure 5.

Zoning:

Zoning is one of the more common legal devices for controlling land use. Properly implemented and enforced it ensures the proper relationship of various land uses to one another. The most prominent benefit of zoning which accrues to individual citizens is the stabilization and preservation of property values. As frequently noted, zoning provides the range of land use possibilities, while economic need provides the range of land use probabilities.

The Zoning Code of the City of Tallahassee and Leon County, Florida establishes twenty-four zoning districts (see Appendix B). Figure 6 presents the zoning districts present in the urban area by amounts of gross acreage and net acreage comprising each of the districts. Net acreage excludes land utilized for transportation and utilities; public and semi-public land uses; and water bodies.

Analysis of zoning in the urban area reveals that nearly four-tenths of the net land area is zoned agriculturally. The next largest increment of zoning is for R-1 single family residential zoning, comprising about 22 percent of the net land area. Over 16 percent of the area is devoted to multi-family residential zoning (RM-1, RM-2, or RM-3).

Maps for each of the urban communities (included in the separate sections of this study dealing with individual communities) depict the distribution of zoning classifications throughout the area. As would be expected, agricultural and low-density residential zoning is located primarily in outlying areas. Most medium

Figure 6.

ZONING ANALYSIS:
TALLAHASSEE URBAN AREA

Zoning District	Gross Area		Net Area*	
	No. of Acres	% of Total	No. of Acres	% of Total
A-2	14690.8	34.9	13663.4	38.9
R-1	9054.8	21.6	7805.0	22.2
R-2	1813.7	4.3	1335.2	3.8
R-3	1309.8	3.1	1130.7	3.2
RM-1	4285.9	10.2	2501.6	7.1
RM-2	1837.3	4.4	1672.5	4.8
RM-3	2164.2	5.2	1645.6	4.7
MH-1	128.7	.3	113.1	.3
MH-2	800.7	1.9	774.5	2.2
OR	679.4	1.6	325.2	.9
HC	24.0	.1	20.1	.1
CP	54.1	.1	46.9	.1
CT	52.8	.1	47.5	.2
CO	42.0	.1	41.4	.1
CM	46.5	.1	40.7	.1
C-1	384.4	.9	326.3	.9
C-2	1596.4	3.8	1278.3	3.7
C-3	169.9	.4	100.3	.3
C-4	1088.3	2.6	850.6	2.4
M-1	486.8	1.2	343.7	1.0
M-2	<u>1291.8</u>	<u>3.1</u>	<u>1053.7</u>	<u>3.0</u>
TOTAL	42002.3	100.0%	35116.3	100.0%

*Excludes transportation & utilities; public & semi-public land uses; water bodies.

to high density residential and commercial zones are situated toward the more intensively utilized core areas of the city. Most industrial zoning is in the southern and western sections of the urban area.

While zoning provides a range of possibilities, existing land use frequently provides a more direct reflection of the economic and social status of the area. Half of the urban area of Tallahassee is residentially zoned. The figures in the following table show the current use of residentially zoned land.

RESIDENTIALLY ZONED LAND

<u>Land Use</u>	<u>Acreage</u>	<u>Percent of Total</u>
Single-Family Dwellings	6,450	30%
Multi-Family Dwellings	764	4%
Mobile Homes	439	2%
Business & Commercial	205	1%
Industrial	20	-
Transportation & Utilities	2,719	13%
Public & Semi-Public	1,715	8%
Vacant & Agricultural	<u>9,016</u>	<u>42%</u>
TOTAL	21,328	100%

While a direct comparison between the actual use of residentially zoned land and the amount of land zoned for residential use is not possible, since the zones are not mutually exclusive, it is interesting to note the amount of land within each of the purely residential zoning classifications (next page).

<u>Zoning Classification</u>	<u>Acreage</u>	<u>% of Total Residential</u>
R-1	9,044	42%
R-2	1,806	8%
R-3	1,309	6%
RM-1	4,282	20%
RM-2	1,837	9%
RM-3	2,161	10%
MH-1	128	1%
MH-2	<u>761</u>	<u>4%</u>
TOTAL	21,328	100%

The future character of the urban area is largely dependent upon the amount, type and configuration of vacant land available for development. This of course, does not preclude the possible redevelopment of existing land uses. Following is a summary of the amount of vacant land in the urban area by size of land parcels:

<u>Size of Parcels</u>	<u>Total Acreage</u>	<u>Number of Parcels</u>
Under 1 acre	2,119	7,127
1-4 acres	2,709	1,119
5-9 acres	2,401	363
10-19 acres	2,650	188
20 acres +	<u>13,067</u>	<u>210</u>
TOTAL	21,946	9,007

In the sections of this study dealing with the individual communities, these figures are further broken down according to the type of zoning which exists for the various parcel sizes.

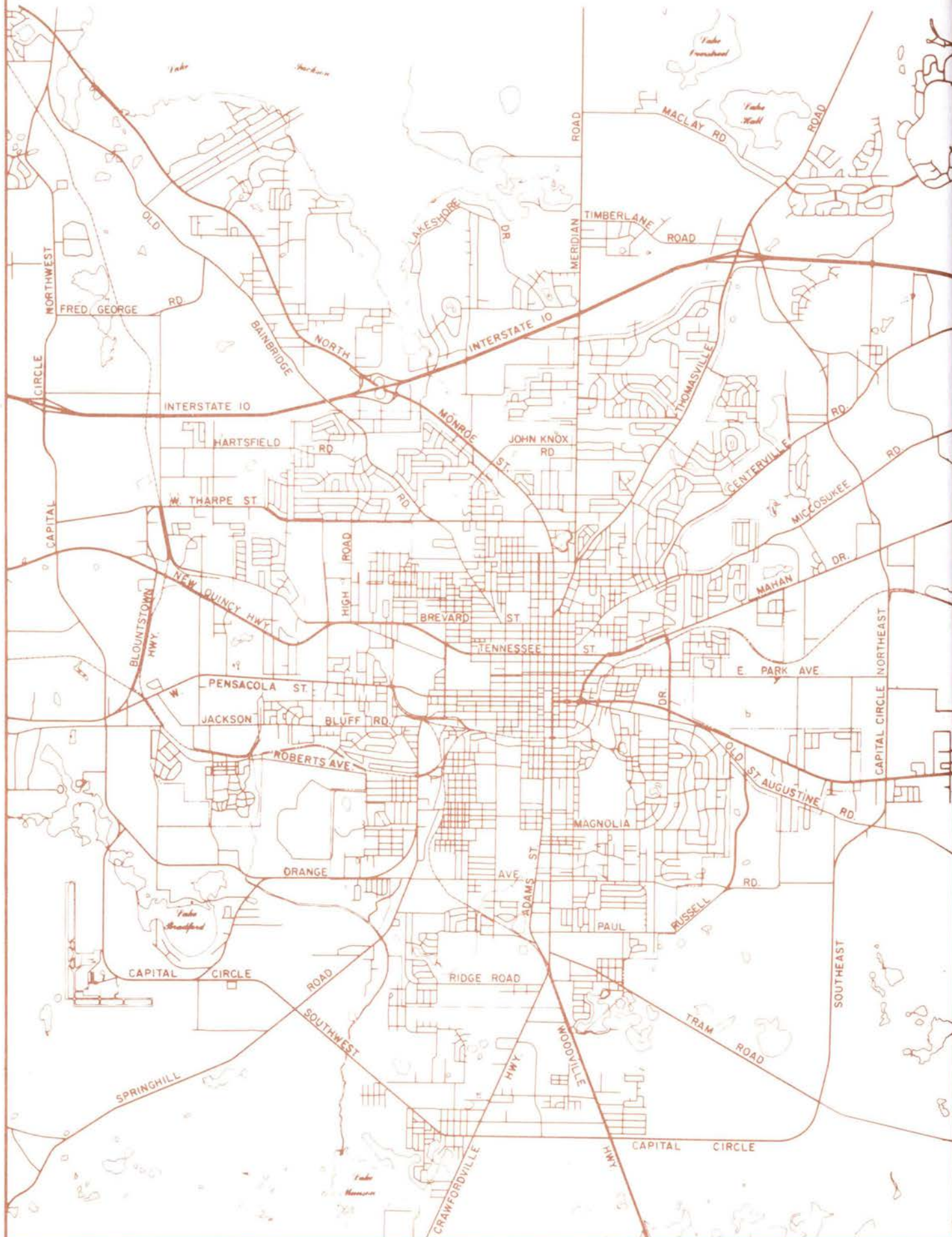
Community and Neighborhood Facilities

Transportation:

The adequacy of community and neighborhood facilities is not entirely dependent on their mere existence; to be of benefit they must also be accessible. Since all residents cannot always live in close proximity to the needed facilities, adequacy of transportation (public and private, vehicular and non-vehicular) becomes an important factor. Itself a community facility, an area's transportation system directly affects accessibility and availability of other community facilities.

Feeding into the Tallahassee urban area are numerous state and federal highways. Most notable of these are U.S. 27, U.S. 90, U.S. 319, and S.R. 20. Interstate 10 is near completion through the center of the county with four local interchanges, three of which will directly affect the Tallahassee urban area. Map 7 shows the principal streets and highways within the Tallahassee Urban Area. Map 7a shows major highways in the county.

Traffic volumes are heaviest during the morning and afternoon rush hours. Particular problems exist where through-traffic coincides with local traffic, especially in the downtown business district. Map 8, showing the traffic volumes for major streets in the urban area, gives graphic representation of this problem.



TALLAHASSEE URBAN AREA **PRINCIPAL STREETS**

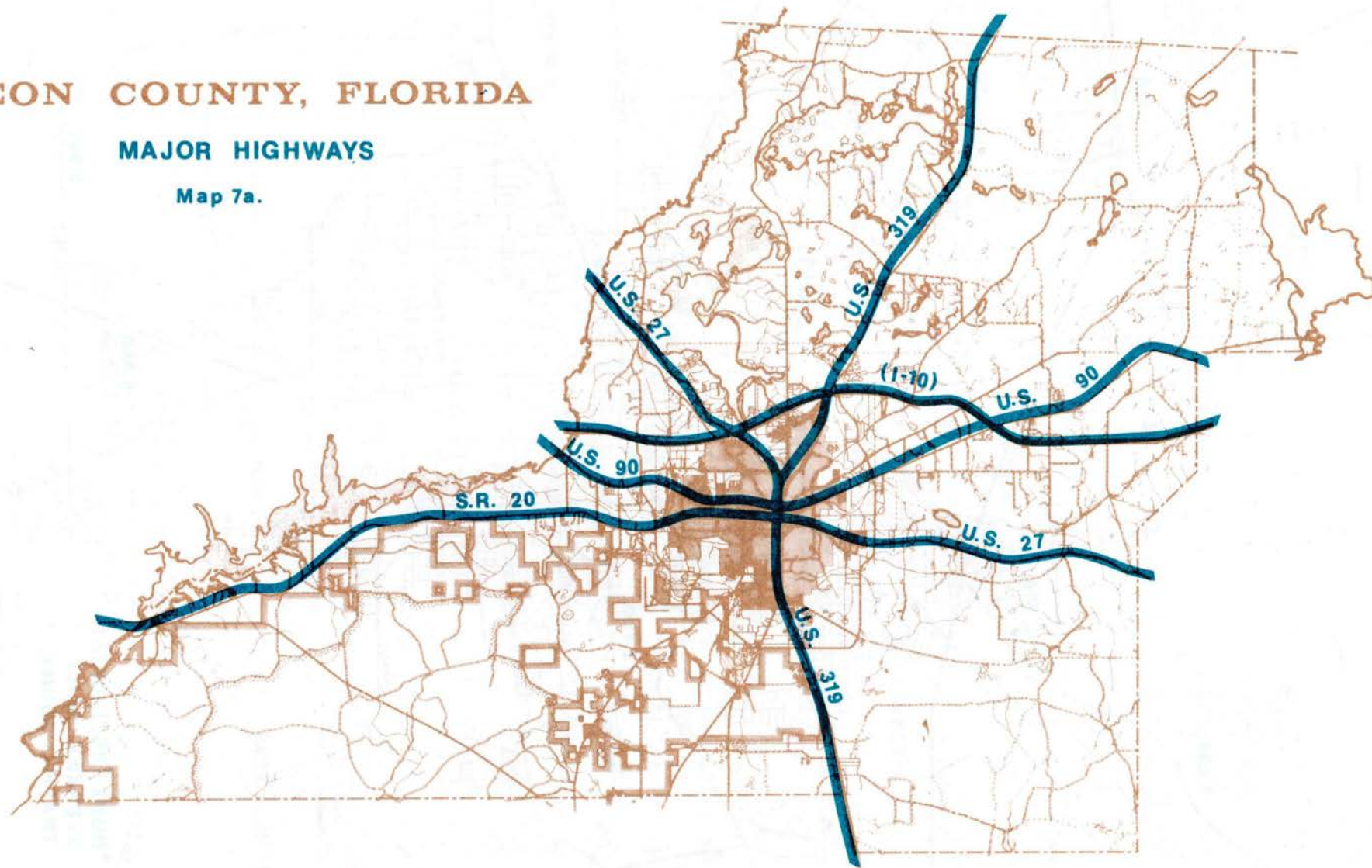
Map 7.

Tallahassee-Leon County Planning Department

LEON COUNTY, FLORIDA

MAJOR HIGHWAYS

Map 7a.



Census data and records of automobile tag sales indicate that the primary means of transportation is the private automobile. About 88% of all households in the county have access to at least one automobile (with about 7% having three or more automobiles).*

Fourteen scheduled bus routes provide public transportation to all areas within the city limits. Ownership and operation of the bus system was recently transferred to city government. Efforts are underway to upgrade the quality, quantity, and reliability of service.

Sidewalks in Tallahassee are limited primarily to the downtown area and to portions of major thoroughfares. As a minimum, sidewalks should provide pedestrian access to schools and recreation facilities. In addition, pedestrian access to major shopping facilities and employment centers is desirable. Existing and proposed sidewalk systems for each community in the urban area are presented in subsequent sections of this study.

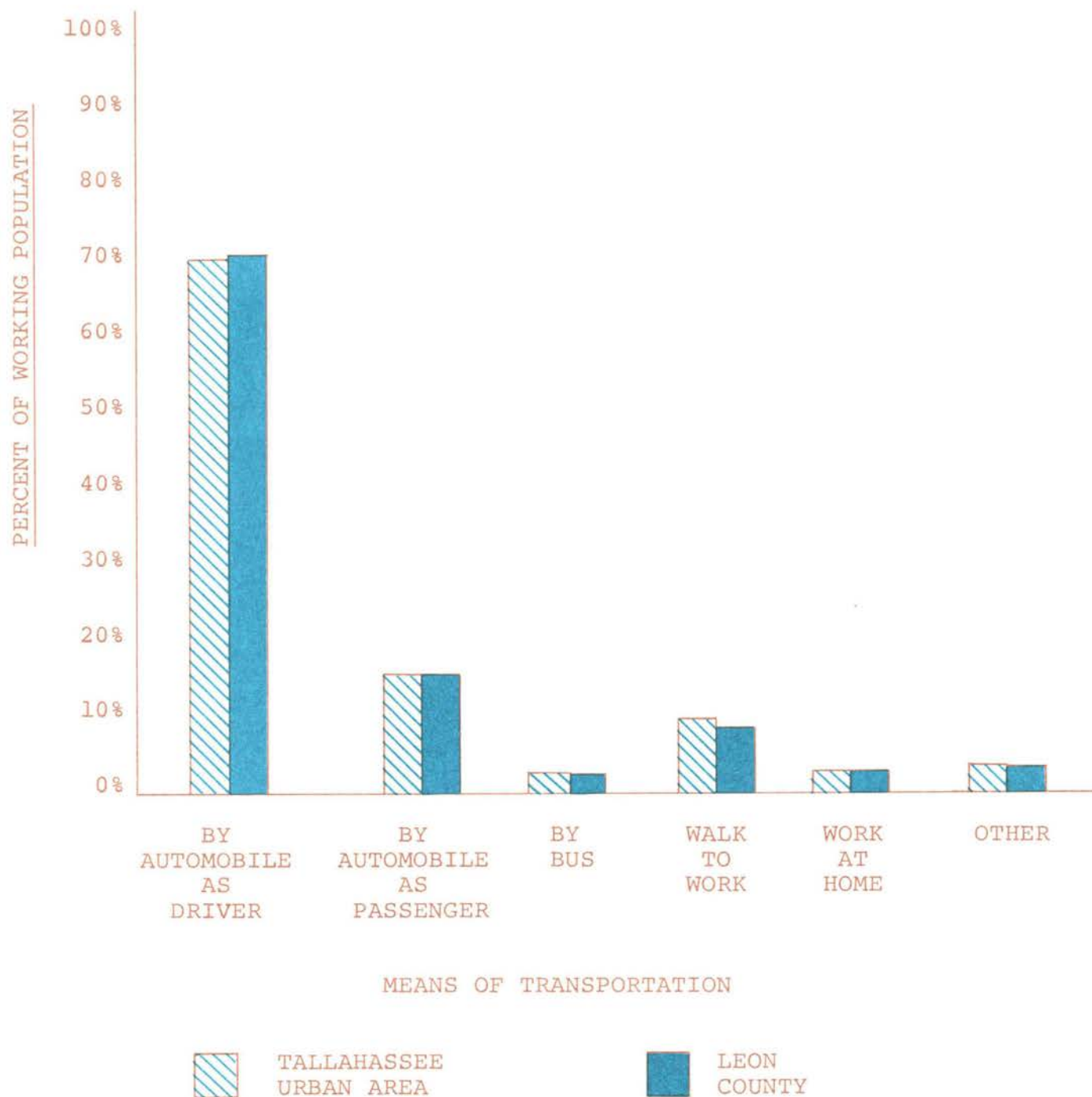
Coterminous with the sidewalk system are bicycle pathways. Due largely to the impetus of a private donation, an initial bike route system was developed in Tallahassee in 1971. Thus far, 60 miles of bikeways are in existence. They serve the dual purpose of providing an alternate means of transportation as well as providing recreational opportunities.

As an illustration of the relative importance of various forms of transportation within the Tallahassee urban area and in the county as a whole, Figure 7 presents data relative to means of transportation to place of work.

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* 1970 U.S. Census

Figure 7.
MEANS OF TRANSPORTATION TO PLACE OF WORK:
TALLAHASSEE URBAN AREA, LEON COUNTY



Inter-city bus service is provided by two national bus firms and is a popular form of economical transportation. This is particularly true for university students who frequently travel to and from their hometowns.

Three major commercial airlines serve the area through Tallahassee Municipal Airport. The airport is owned and operated by the City of Tallahassee. A 6,070 foot north-south runway serves commercial aircraft and a 4,100 foot east-west runway serves general aviation (private) flights. Plans and engineering designs are currently underway to expand the airport facilities to meet the needs projected for the 1990's.

Cultural Facilities:

Cultural facilities in Tallahassee and Leon County include numerous schools, library facilities, historic structures and sites, an art gallery, the Tallahassee Junior Museum, theatres, and auditoriums located on the university campuses.

The county is served by 19 elementary schools, 6 middle schools, and 3 high schools. Enrollment at these schools during the 1972-73 school year approximated 21,000 students.

While shifts in school boundary lines can temporarily relieve overloading and racial imbalance, long-range improvement will involve expansion of existing, and addition of new facilities. This is particularly true when the anticipated growth in the area is considered.

The two state universities, F.S.U. and F.A.M.U., and the Tallahassee Community College influence nearly every phase of Tallahassee life. Combined enrollment for the three institutions in 1972 was 26,757. Effects on the community can be summarized as follows:

Positive Effects:

1. Purchasing power: students, staff, and institutional.
2. Jobs: faculty, staff, and service employees.
3. Construction: construction of new facilities.
4. New businesses: creation of new institutionally related businesses.

Questionable Effects:

1. Campus expansion: additional land-use demands.
2. Housing: faculty, students and staff; overloading of

existing housing.

Negative Effects:

1. Traffic and parking: traffic congestion and lack of parking area.
2. Community services: additional demands upon fire, police, refuse disposal, etc.
3. Tax structure: increase in tax-exempt properties and unequal tax burden.

Libraries in the county are a combination of public and institutional facilities. The Leon County Public Library with twenty-two full-time and twelve part-time personnel serves all of the residents of Leon County through its central facilities, as well as residents of outlying rural communities and neighboring counties (Jefferson and Wakulla) through its three bookmobiles.

The Florida State Library located on the ground floor of the Supreme Court Building offers bibliographic, reference and loan services to the libraries and the people of Florida.

Also located in the Supreme Court Building is the Supreme Court Library which retains legal reference materials. These materials are for reference only and are not available for circulation.

Both Florida State University and Florida A & M University have libraries which are oriented primarily toward student use. These facilities are available to the public for general reference.

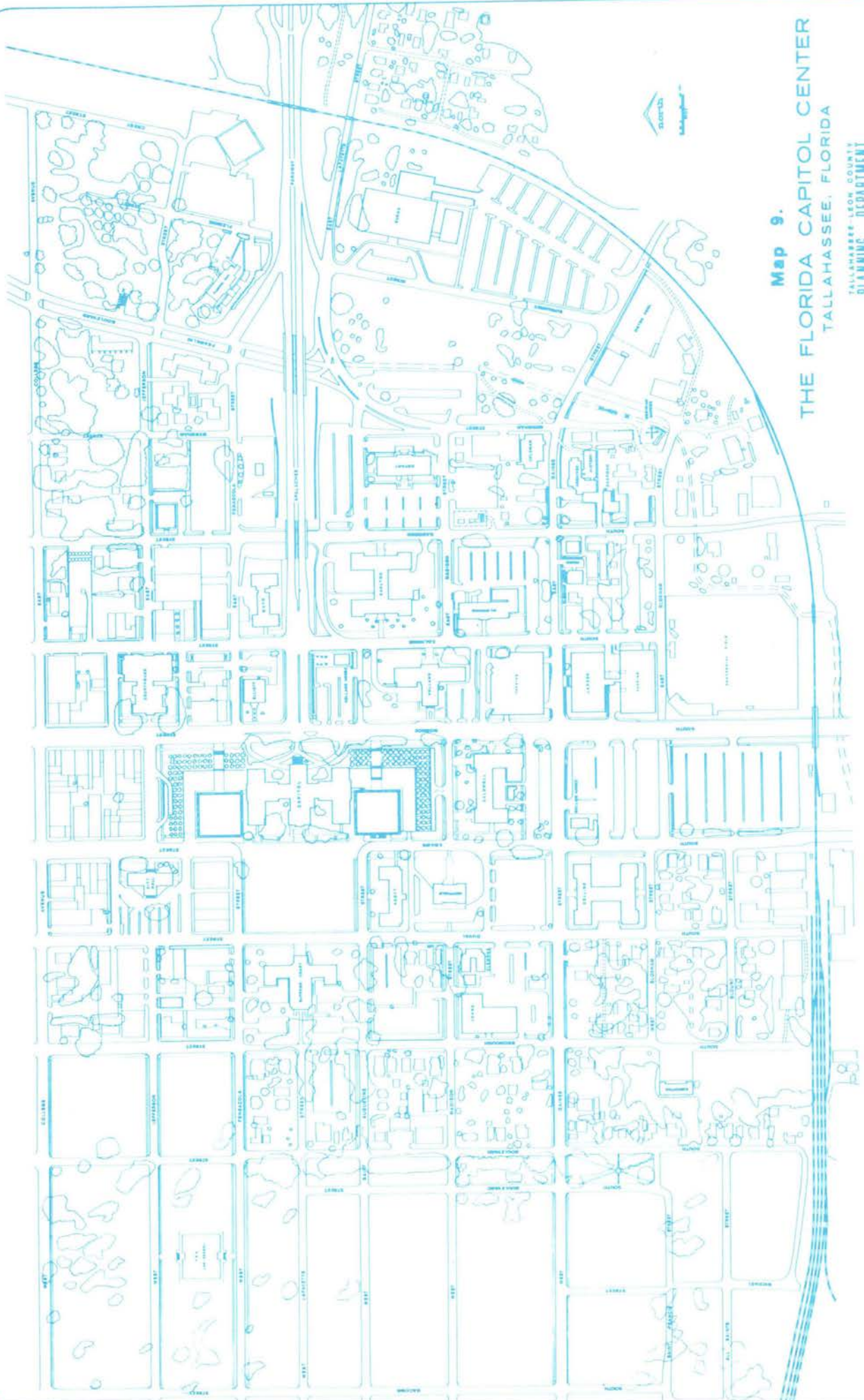
The specific locations of major cultural facilities are included in the separate sections of this study dealing with the individual communities.

Governmental Administration Facilities:

The majority of county administrative offices are situated in the Leon County Courthouse on Monroe Street. Most City of Tallahassee offices are in City Hall on Adams Street.

In addition to local government offices, Tallahassee accommodates the State Capitol Complex. A major portion of the downtown section of Tallahassee is occupied by state offices (Map 9).

Due to limited availability of downtown office spaces and the growing needs of local and state offices, the necessity to relocate some offices to outlying office facilities is becoming more acute.



Map 9.

THE FLORIDA CAPITOL CENTER
TALLAHASSEE, FLORIDA

TALLAHASSEE LEON COUNTY
PLANNING DEPARTMENT

Health Facilities:

Health facilities in the county include the Leon County Health Department, Tallahassee Memorial Hospital, the F.S.U. Health Center, and numerous nursing homes and medical practitioners.

The County Health Department is oriented toward preventive and remedial care of disease and health hazards. Through a variety of inspection programs it seeks to minimize conditions which may develop into health hazards. It provides health services to the indigent and conducts immunization programs for a variety of diseases. Other services include rabies control, diabetes control, a nutrition program, and a dental clinic.

Tallahassee Memorial Hospital, located in the northeast section of the city, is the only major medical facility in the county. It serves all of Leon County as well as surrounding counties in the Big Bend area of the state. Current capacity of the hospital is 511 beds, with an average daily census of approximately 350 patients. Tallahassee Memorial Hospital is responsible for providing emergency medical (ambulance) service for the area.

The F. S. U. Health Center serves the routine medical needs of the university community.

Approximately 150 doctors and dentists serve the community. Sunland Training Center, one of two of its kind in the state, serves 370 mentally retarded children and non-ambulatory patients.

Public Safety :

Police protection and traffic control within the city limits of Tallahassee are provided by the Tallahassee Police Department, with headquarters on 7th Avenue. A one-man sub-station is situated in the Northwood Mall.

Law enforcement outside the city is provided by the Leon County Sheriff's Department. Traffic patrol in the county is augmented by the Florida Highway Patrol.

Fire protection for the area is provided by the Tallahassee Fire Department. Four fire stations are situated within the city, with an additional one serving the Tallahassee Municipal Airport. An 85 foot "snorkel" truck is available for fire fighting and rescue operations in high-rise structures. When not in use within the city, fire fighting equipment and personnel are available to suburban and rural areas of the county.

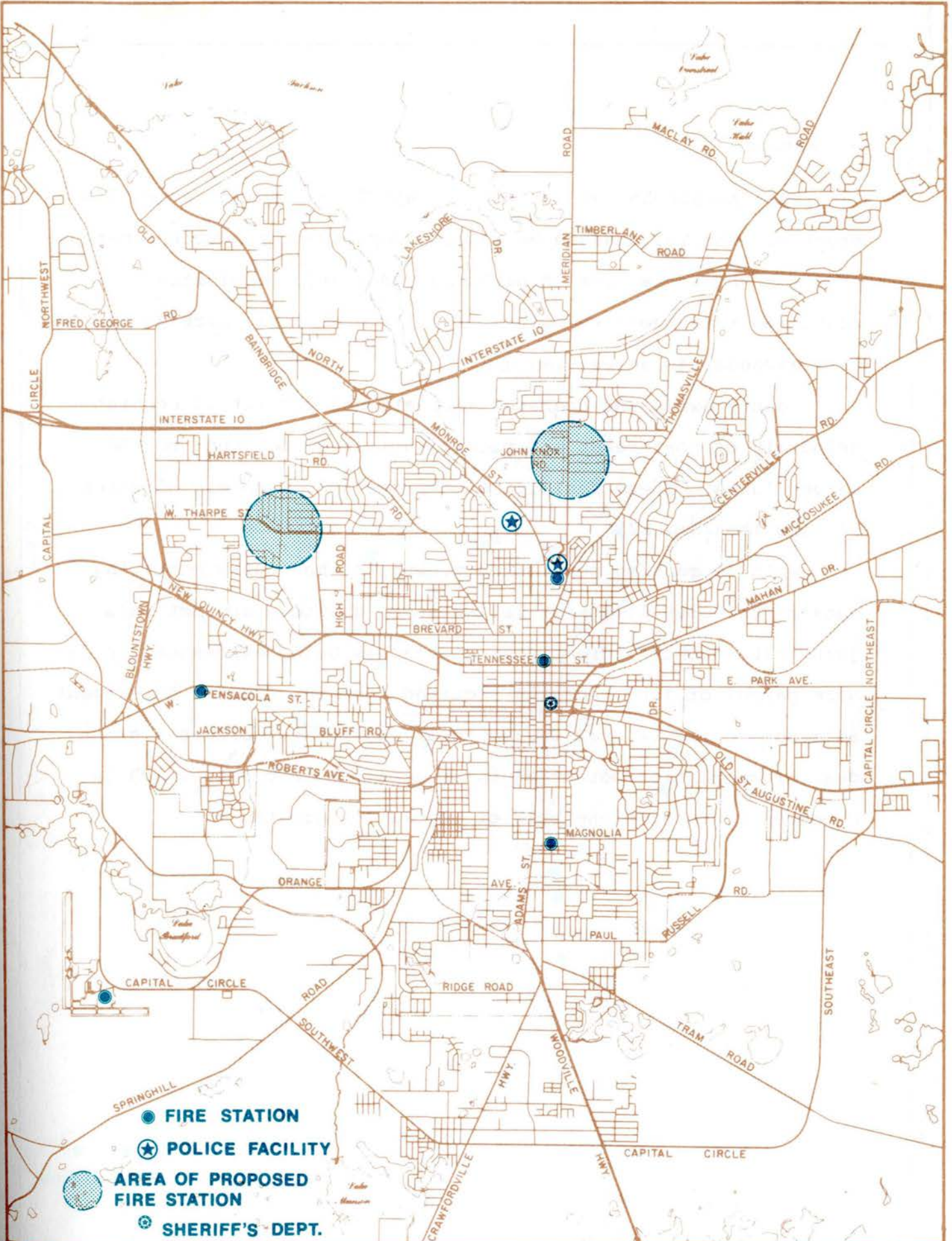
Locations of police and fire facilities are shown on Map 10.

Recreation:

Tallahassee has an active and rapidly expanding recreation program. The Tallahassee Recreation Department conducts numerous programs and activities in parks and recreation facilities scattered throughout the city. Total recreational acreage in the city exceeds 340 acres (see Map 11).

County owned and operated recreational facilities consist primarily of boat ramps and picnic facilities adjacent to the larger lakes. These facilities comprise approximately 35 acres of land (see Map 12).

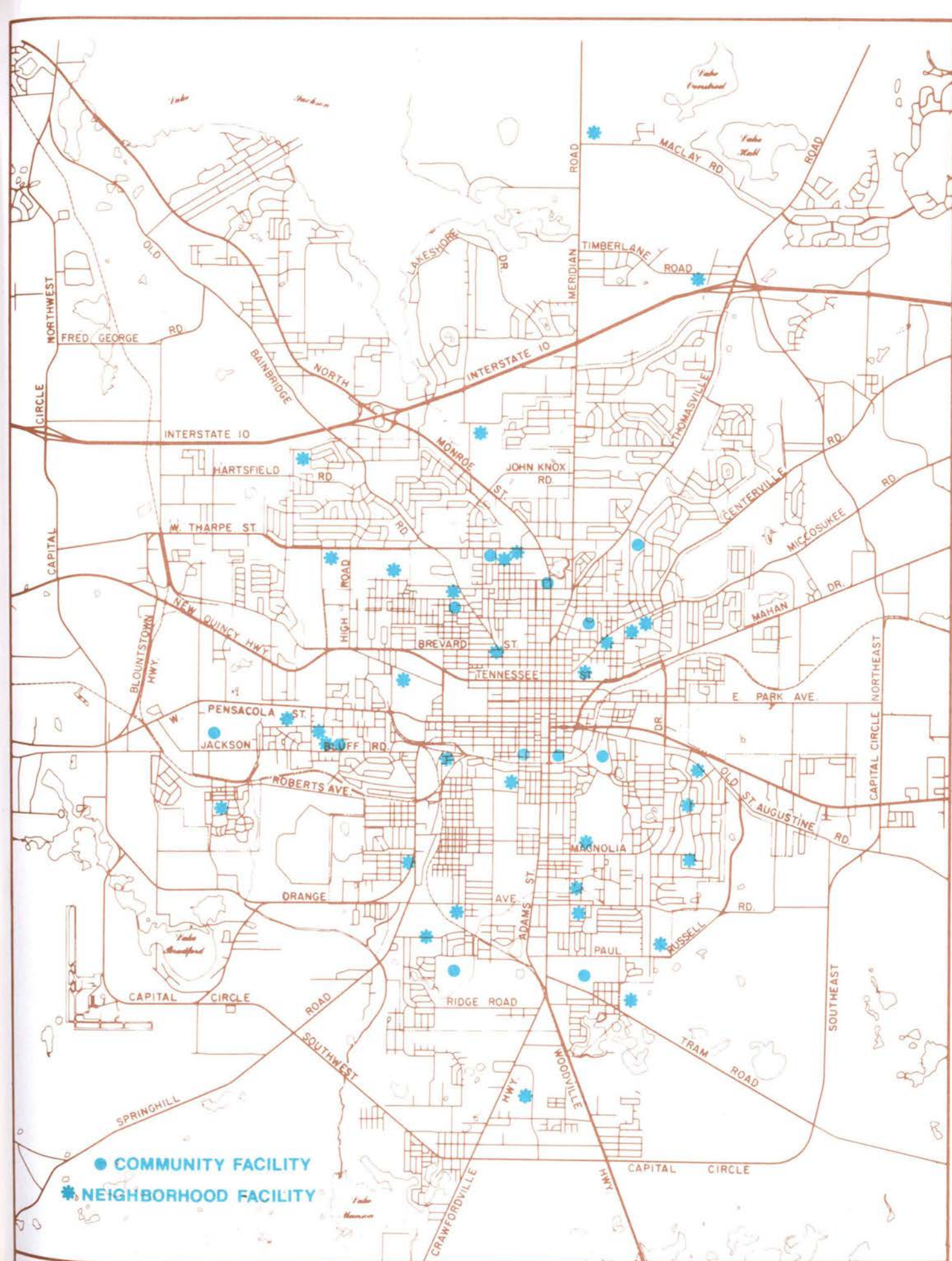
With increasing population growth in the county occurring outside the city limits of Tallahassee, greater interest in a joint city-county recreational program is being expressed. A 254 acre parcel of land recently acquired from the federal government adjacent to the Federal Correctional Institution offers a great deal of recreation potential in an area of the county which is expected to receive the bulk of population growth.



TALLAHASSEE URBAN AREA
■ PUBLIC SAFETY FACILITIES ■

Map 10.

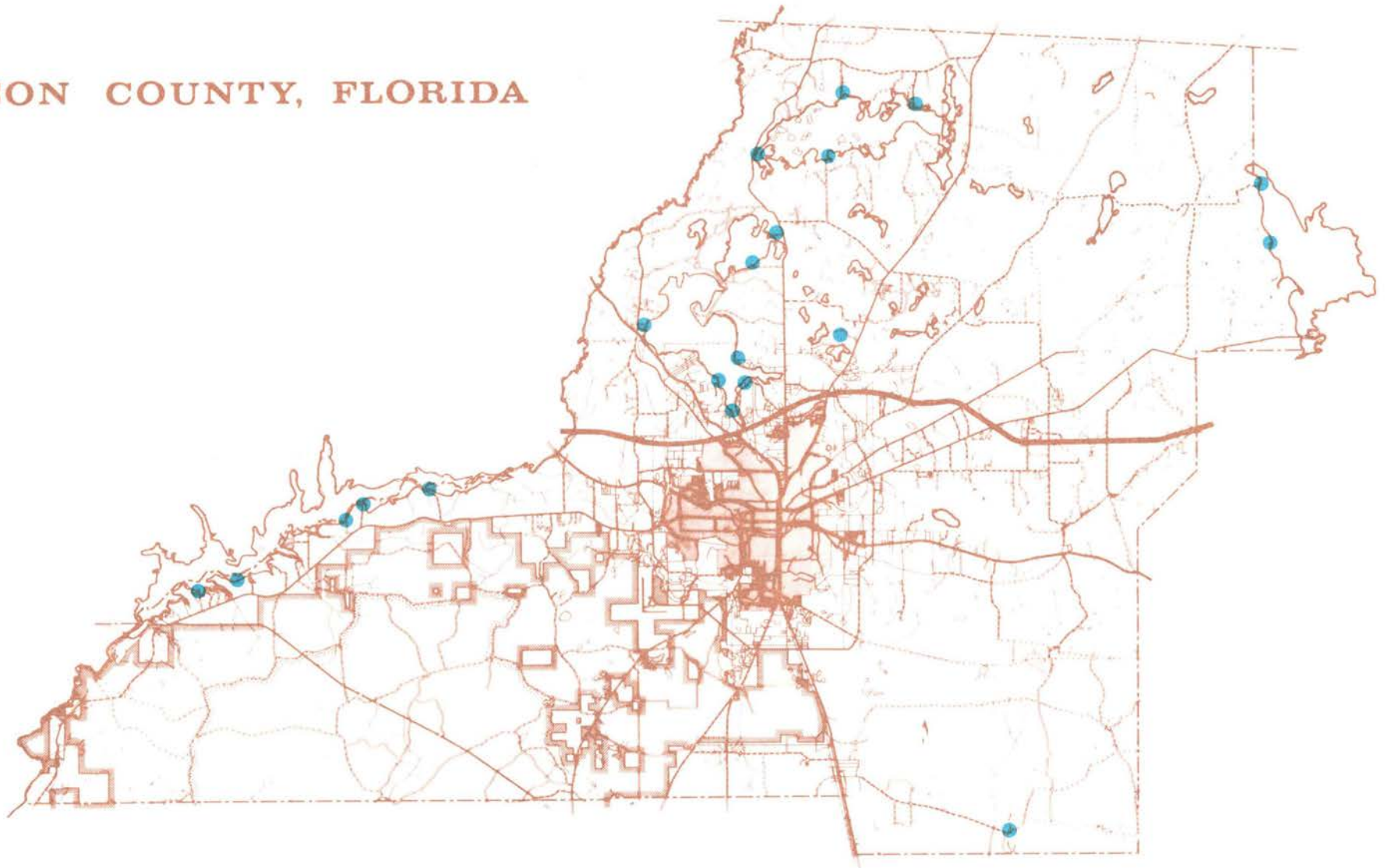
Tallahassee-Leon County Planning Department



TALLAHASSEE URBAN AREA
RECREATION FACILITIES

Map 11.

LEON COUNTY, FLORIDA



RECREATION FACILITIES

Map 12.

Utilities:

Generally, all major utilities within the city limits of Tallahassee are provided by the city. In some instances, outlying areas of the city may lack some utilities pending expansion of existing lines. Areas outside of the city's jurisdiction are serviced by Talquin Electric Cooperative (R.E.A.).

Demand for electrical power in Tallahassee has nearly doubled every six years since 1952. In 1972, peak demand was 191,000 kilowatts. Expected peak demand in 1975 is 247,000 kilowatts. The excess generating capacity is currently 50 percent above peak demand (a safety factor of 20 percent is considered desirable).

Talquin Electric serves the power needs of the rural areas of Leon County, as well as Gadsden and Wakulla Counties.

City gas is available to most of the developed sections of the urban area of Tallahassee. Gas and oil service to the remainder of the county is available through private distributors.

Most of the developed areas within Tallahassee are serviced by sanitary sewers. In some instances, land features are such that additional equipment (such as lift stations) are required to provide service to all areas. These are being provided as finances permit. Large developments outside the city are provided with sanitary sewers at the expense of the developers, who are later reimbursed by the city as it absorbs those facilities into the city's sewer system. Most rural residents are dependent on septic tanks.

The City's sewage flow is approaching the system's 10 million gallon per day capacity. Expansion of the Southwest Treatment Plant is underway to increase the system's capacity to 15.5 million gallons per day.

The 300 acre sanitary landfill located to the east of the airport serves as the disposal site for garbage and trash. The city provides its own pick-up service. Pick-up service for developed areas of the county is provided by a private firm under contract to the county. Outlying rural areas have access to community waste disposal sites.

Airport expansion plans will shortly necessitate the relocation of the sanitary land fill. With the existing site approaching its capacity anyway, plans are underway to acquire an alternate 400 acre site.

Housing Inventory and Characteristics

Since 1960, the total housing supply in both the city and the county has more than doubled. Taking into account the number of building permits issued and the number of dwelling units demolished, the estimated number of units for the years 1960 through 1972 are as follows:

<u>Year</u>	<u>City</u>	<u>County</u>	<u>Total</u>
1960	14,210	7,774	21,984
1961	14,489	8,164	22,653
1962	14,833	8,692	23,525
1963	15,123	9,156	24,279
1964	16,910	8,502	25,412
1965	17,373	8,985	26,358
1966	17,857	9,335	27,192
1967	18,700	10,089	28,789
1968	19,881	10,708	30,589
1969	20,763	11,376	32,139
1970	24,095	10,007	34,102
1971	26,652	10,810	37,462
1972	29,404	15,953	45,189

Of the total number of units in 1972, approximately 31,000 of them were located within the area defined as the Tallahassee urban area. The majority of these units are single-family dwellings. Type of unit as a percentage of total units is indicated below:

<u>TYPE</u>	<u>PERCENT OF TOTAL</u>
Single-Family	60%
Multi-Family	23%
Duplexes	8%
Mobile Homes	9%

In describing the structural condition of housing, the following definitions are used:

STANDARD:

Good: a structure which has no defects, or only minor impairments which are normally corrected during the regular course of maintenance. Examples of minor impairments include slight paint defects, wear on floors, windows, door sills, porches or steps, all of which generally result from normal "wear and tear."

Slightly deteriorated: a structure that needs more repair than would be provided in the regular course of maintenance. The structure can still provide safe and adequate shelter, yet improvements are needed. It has one or more defects of an intermediate nature that must be corrected. Examples are holes or open cracks in walls, roof or floors; major paint defects; rotted, loose or missing materials that are non-supportive in nature.

SUBSTANDARD

Seriously deteriorated: a structure which has major defects requiring considerable correction. The shelter will not necessarily provide safe and decent shelter unless the corrections are made. This unit has multiple defects of supportive elements such as loose, rotted or missing materials on walls, roof or floors. Despite these defects, the structure could still be considered as being economically repairable.

Dilapidated: a structure which does not provide safe and adequate shelter and which may, in fact, endanger the health, safety and well-being of the occupants. Such a structure has multiple defects of a critical nature and could not economically be repaired.

Figure 8 summarizes housing data for the Tallahassee urban area, giving the structural condition of residential units by race and by type of unit. Represented by percentages (below) these same figures reveal the relative differences in the overall structural condition of "white units" as compared to "non-white units."

	<u>% of Total White Units</u>	<u>% of Total Non-White Units</u>	<u>% of Total Units</u>
<u>STANDARD</u>			
- Good	86%	38%	76%
- Slightly Deteriorated	10%	23%	13%
<u>SUBSTANDARD</u>			
- Seriously Deteriorated	3%	23%	7%
- Dilapidated	<u>1%</u>	<u>16%</u>	<u>4%</u>
	100%	100%	100%

The age of dwelling units is often a good indication of future development needs. The 1970 Census estimated that over one-half (54%) of all housing units in the county were built prior to 1960. As these units continue to age, additional efforts will be required in order to keep them in adequate structural condition.

Vacancy rates are another indicator of potential housing needs. U. S. Census figures for 1970 indicated a county-wide vacancy rate of 4.7%. With added population placing greater pressures on the housing market, it is estimated that the current vacancy rate is slightly under 4 percent. The majority of vacancies are occurring in the more expensive units (i.e., single-family homes selling for over \$30,000 and multi-family units renting for over \$250 per month).

In 1970, median value of single-family homes in the entire county was \$16,000. This figure was slightly higher within the city limits ((\$16,800) and considerably lower outside the

Figure 8.

CONDITION OF RESIDENTIAL UNITS BY RACE AND TYPE OF UNIT:
TALLAHASSEE URBAN AREA: 1972

	TOTAL NUMBER OF UNITS			STANDARD						SUBSTANDARD					
	White	Non- White	Total	White	GOOD Non- White	Total	White	Non- White	Total	White	Non- White	Total	White	Non- White	Total
Single-Family	14,677	4,041	18,718	12,554	1,164	13,718	1,579	1,175	2,754	417	1,029	1,446	127	673	800
Multi-Family	5,703	1,490	7,193	5,175	1,139	6,314	363	128	491	122	166	288	43	57	100
Duplexes	1,268	1,106	2,374	794	108	902	324	280	604	108	390	498	42	328	370
Mobile Homes	2,498	163	2,661	2,296	149	2,445	168	12	180	31	2	33	3	0	3
TOTALS	24,146	6,800	30,946	20,819	2,560	23,379	2,434	1,595	4,029	678	1,587	2,265	215	1,058	1,273

city limits (\$13,700).

Within the urban area in 1970, 54 percent of all housing units were owner occupied. The areas having the lowest proportions of owner-occupied housing are those in the vicinity of the Florida State University campus. Communities bordering on the fringe of the urban area generally have an owner occupancy rate in excess of 70 percent.

Slightly in excess of 7 percent of all housing units in the city are without some or all plumbing facilities. This condition is highly stratified, in that some communities score less than 2% in this category while others are in excess of 15-20 percent.

Average number of persons per household in Leon County in 1970 was 3.16. Median number of rooms per unit was 4.9. There are indications that the median number of persons per household has declined in recent years to about 2.7.

INDICATORS OF COMMUNITY VIABILITY

Viability for purposes of this study refers to the ability of an area to develop and to grow. While a direct causal relationship is difficult to ascertain, numerous physical and social factors are known to be associated with the stagnation and deterioration of a community. The presence of only one of these factors may or may not lead to deteriorating conditions; but generally, where one of these factors is present so are others. The interaction of some or all of these influences can create a negative spiral which cannot effectively be overcome by partial or incremental measures.

The following section summarizes some of the social and physical indicators for the Tallahassee-Leon County area. Separate sections of this study dealing with each of the communities within the Tallahassee-Leon County area further break down these indicators into smaller geographic areas and provide more localized data for individual areas within the county. Indicators examined include level of income, incidence of family assistance payments, educational attainment, employment, home ownership, incidence of structural fires, compatibility of land uses, and thoroughfare design.

Social Indicators

Income:

The amount of family income can directly affect a family's ability to purchase and to maintain adequate housing. Low family income frequently results in structural deterioration. Concentrations of families with inadequate income levels can set the tone for structural blight. Below are listed the city and county figures for median family income and percent of families with income below the poverty level (as compared to the State and the Nation).

	<u>Tallahassee</u>	<u>Leon County</u>	<u>State of Florida</u>	<u>United States</u>
Median Income	\$9,078	\$8,961	\$8,267	\$9,596
% Below Poverty	13.3%	13.7%	12.7%	10.7%

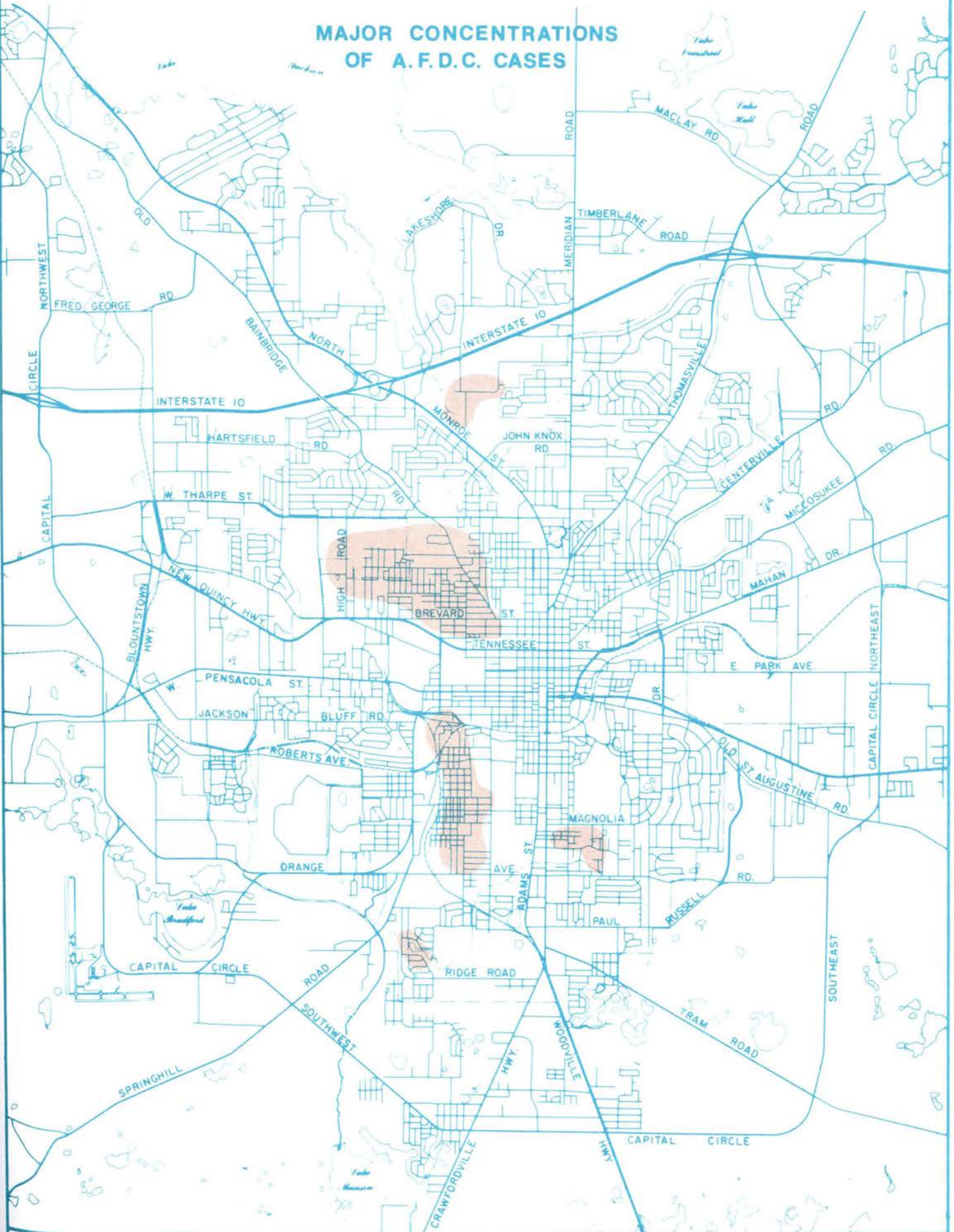
Incomes in Tallahassee and Leon County exceed the median for the state but are not as high as the national average. The extent of poverty in the city and county exceed the median for both the state and for the nation. As is the case with most urbanized and urbanizing areas, there is considerable stratification of income, as well as other factors, in the Tallahassee-Leon County area. These differences are discussed in greater detail in the individual community analysis sections of this study.

Family Assistance:

Due to a combination of factors, deteriorating areas are frequently characterized by unstable family conditions (divorce, desertion, separation, illegitimate births). Unable to adequately support themselves, such families must often depend on public welfare assistance programs. One such program considered to be reflective of family conditions is Aid to Families with Dependent Children (A.F.D.C.).

Within Leon County there are approximately 1200 A.F.D.C. cases, three-quarters of which are located within the Tallahassee urban area. Major urban concentrations of A.F.D.C. cases are depicted on Map 13.

MAJOR CONCENTRATIONS OF A.F.D.C. CASES



TALLAHASSEE URBAN AREA

Map 13.

Education Levels:

The educational attainment of a population is a good indication of its ability to develop and maintain a sound social and physical environment. Low educational attainment frequently limits an individual's income potential and thus, his ability to invest in home maintenance and improvements. Following is a comparison of the educational attainment levels for the city, the county, and the state:

	<u>Tallahassee</u>	<u>Leon County</u>	<u>State of Florida</u>
Median School Years Completed	12.7	12.6	12.1
Percent High School Graduates	68.9%	64.5%	52.6%

The relatively high educational levels evident in the Tallahassee-Leon County area are attributed primarily to the two state universities and the community college. In addition, state government has many high level positions which frequently require highly trained personnel. This does not negate the fact, however, that there are still many residents in the area who lack an adequate education.

Employment:

Unemployment and underemployment can have deleterious effects on both the physical and the social fabric of an area. Aside from the obvious effect of reduced family income, unemployment and underemployment can be psychologically demoralizing. The ultimate effect is a reduced ability and a reduced desire to maintain an adequate physical and social environment.

At the time of the 1970 Census, the following unemployment rates prevailed:

	<u>Tallahassee</u>	<u>Leon County</u>	<u>Florida</u>
Male	3.0%	2.5%	3.2%
Female	3.9%	3.5%	4.7%

Current unemployment data indicates an annual countywide unemployment rate of 1.6% in 1972.* The rate for the state in 1972 was 3.2%.

Underemployment, while more difficult to quantify, is not as severe in Tallahassee-Leon County as it is in other areas having a more labor intensive economy. Nevertheless, some areas of the county exhibit some characteristics of underemployment. Where evident, consideration should be given to alternatives for alleviating the situation.

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*Source: Fla. Department of Commerce

Home Ownership:

Lack of housing maintenance can be related to areas with high concentrations of low-value rental property. When combined with incompatible land uses and obsolete construction, these rental units with a minimum of maintenance can prove financially expedient to the owners as an interim land use. At the same time, however, they are frequently detrimental to those who reside there.

The following figures show the proportion of renter occupied units within Tallahassee-Leon County as compared to the proportion for the state:

<u>Tallahassee</u>	<u>Leon County</u>	<u>Florida</u>
49.9%	40.0%	28.8%

The relatively high proportion of renter occupied housing in Tallahassee-Leon County is attributed primarily to off-campus student housing. The majority of rental units are less than ten years old and are in relatively good condition. Most of the older rental units are located near the center of the city and near the university campuses.

Physical Indicators

Incidence of Structural Fires:

Another indicator of community deterioration is the incidence of structural fires. While fires do not adhere to artificial social or political boundaries, physical conditions which frequently result from these boundaries tend to increase the likelihood of fires. Flammable structural materials, deteriorated electrical wiring, inadequate cooking and heating facilities, structural crowding and other physical conditions common to substandard structures all serve as fire hazards.

In 1972, the Tallahassee Fire Department responded to approximately 200 structural fires within the Tallahassee Urban area. The following table lists the number of structural fires by communities of their occurrence:

URBAN AREA STRUCTURAL FIRES - 1972

<u>Community</u>	<u>Number of Fires</u>	<u>% of Total Fires</u>
A & M	29	14.7
Central City	5	2.5
Country Club	5	2.5
Fairground	23	11.7
F.S.U.	21	10.7
Lake Bradford	10	5.1
Lake Jackson	9	4.6
Lincoln	31	15.7
Miccosukee	7	3.6
Midtown	13	6.6
Murat	15	7.6
San Luis	19	9.6
Thomasville	<u>10</u>	5.1
TOTAL # OF FIRES	197	

As can be observed, some communities experienced more than a proportionate number of fires.

Data for structural fires in the non-urban areas of the county is far less complete since, due to their location, many go unreported. In 1972, however, the Tallahassee Fire Department did respond to more than 50 structural fires outside of its jurisdiction.

Compatibility of Land Uses:

Incompatible land uses can be another source of community deterioration. A major concern expressed in the "Goals and Policies for the Development of the Tallahassee-Leon County Metropolitan Area" is the compatibility of land uses so as to best serve human needs. There are numerous areas of the city where existing zoning would permit land uses not conforming to this intent.

With its basis in the public health, safety, and general welfare, zoning administration and enforcement should encourage land use patterns which would minimize the potential conflict between various activities. For example, industrial activity, which is frequently accompanied by noise, dust and smoke, is not generally compatible with residential uses. By the same token, industrial activities, in order to maximize efficiency, should not be impeded by the proximity or encroachment of less intensive uses.

The individual community analyses attempt to define existing and potentially incompatible land uses within each community.

Thoroughfare Design:

This section is intended not as a discussion of the various transportation alternatives that are available to the community but, rather, to describe the physical needs and effects of an adequate thoroughfare system.

Improper thoroughfare design and placement can create undue traffic problems which may reduce the desirability of adjacent land, and ultimately create blighted conditions. Proper planning for major thoroughfares should provide for adequate access between various parts of the city and at the same time avoid disrupting the internal activities of local neighborhoods and communities. With these objectives in mind, the Major Thoroughfare Plan for the Tallahassee urban area was developed.

For the most part, the Thoroughfare Plan will involve the general improvement and widening of existing streets. In some instances, however, it will be necessary to attain additional rights-of-way in order to extend, widen, or realign major thoroughfares.

With the anticipated growth of Tallahassee, the Thoroughfare Plan will be one important link in the overall transportation system designed to meet the needs of all residents, both present and future.

APPENDICES

Appendix A.

GOALS AND POLICIES FOR THE DEVELOPMENT
OF THE TALLAHASSEE-LEON COUNTY
METROPOLITAN AREA

GENERAL LAND USE GOALS

- Maximize the basic role of the Tallahassee-Leon County area -- to provide a pleasant, healthful, viable, environment for people to live and function.
- Conserve the natural resources which give the area its character and attractiveness.

General Land Use Policies

- Plan land use development so as to minimize conflicts.
- Locate intensive land uses according to the availability and capabilities of public service facilities and major thoroughfares.
- Although in many cases, a change in the character of land use is warranted, established areas such as sound residential neighborhoods, educational complexes, and planned commercial industrial areas should be protected from intrusion by such adverse influences as conflicting land uses, high volume thoroughfares, and major demolition and redevelopment programs.
- Recognize always that the land use plan is a policy guide for assuring that land development is created to satisfy the needs of people. In weighing the validity of land use relationships, the satisfaction of human needs is the foremost criterion.

HOUSING GOALS

- Enough housing for all area residents.
- Residential neighborhoods which are safe, healthful, attractive and both free from blight and from blighting influences.
- A broad choice of Metropolitan Area housing types.
- Housing choice within neighborhoods.
- Convenience to facilities and activities.

POLICIES

- (1) Require residential construction to take place on land that is physiographically suitable -- avoiding irregular sites, sites in poorly drained areas, and sites with unsuitable soil characteristics.
  - To ensure protection of public health and welfare.
  - To allow the creation and preservation of a stable neighborhood environment.
  - To alleviate problems associated with the provision of public services to unsuitable land.
  - To maintain Metropolitan Area eligibility for flood control insurance.
- (2) Locate residential development on sites which are in close proximity to, but not penetrated by, major thoroughfares and mass transportation systems.
  - To benefit from and lend support to these transportation systems.
  - To allow easy access to working, shopping, and leisure time areas.
  - To prevent the build-up of traffic within, and to discourage the filtering of traffic through residential neighborhoods.

- (3) Encourage design and planning innovations in both housing structures and land development.
  - To ensure functional and harmonious land use relationships.
  - To allow for the provision of adequate public services.
  - To provide a means for maximizing the satisfaction of the the human need for shelter.
  - To allow a wide variety of housing types within a planned neighborhood.
  - To produce residential areas that possess visual diversity and interest.
  - To preserve special terrain features as common open spaces.
  - To allow for social and economic diversity.
  - To encourage developers to build in large increments.
- (4) Locate most medium-to-high density residential areas adjacent to major shopping and employment centers while allowing other medium-high density residential development to locate near natural amenities such as lakes, parks, and rivers.
  - To minimize the need for transportation by providing a large number of housing units within walking distance of employment, shopping, and recreation opportunities.
  - To make use of the large utility systems serving the centers.
  - To allow a larger number of residents direct access to lakes, parks, and other natural amenities.

COMMERCIAL DEVELOPMENT GOALS

- An adequate supply of goods and services.
- Minimization of conflict with other metropolitan activities.
- Location of new commercial centers where necessary to serve expanding populations.
- Effective use and development of old centers.

POLICIES

- (1) Develop large, multi-use, shopping centers in newly urbanizing areas.
  - To improve access to, and the choice of, goods and services.
  - To allow for convenient one-stop trips.
  - To create visual identity and individuality in newly developing sections of the Metropolitan Area.
  - To allow a coordinated system of public services for a concentration of uses.
  - To reduce the cost of public services.
- (2) Determine the function(s) which "Downtown" Tallahassee should assume and direct CBD growth in that manner.
  - To maximize the potential for Downtown Development.
  - To enhance the visual identity of Downtown as Tallahassee's "living room".
  - To enhance shopping, service, and entertainment opportunities for the captive market found in Capitol Center employment, downtown employment, and university students and faculty.
- (3) Coordinate commercial development with thoroughfare, parking, and mass transit design.
  - To maximize accessibility to shopping and service areas.
  - To minimize traffic congestion.
- (4) Minimize "strip commercial" development. Eliminate it where possible. Where such automobile-oriented development is warranted, encourage design solutions which will minimize the problems of function and aesthetics which are inherent in such development.
  - To maximize pedestrian opportunities.
  - To minimize traffic congestion and conflict.
  - To maintain a pleasant visual environment.

(5) Coordinate the design of commercial centers with the residential neighborhoods which they will serve.

-- To allow easy accessibility to shopping and service opportunities.

-- To minimize land use and traffic conflicts.

(6) Locate new shopping areas according to the following guidelines:

COMMERCIAL CENTER CHARACTERISTICS

	<u>Neighborhoods</u>	<u>Community</u>	<u>Regional</u>
Major Function	Convenience goods & Personal Services	Neighborhood area function plus sale of shoppers goods	Community area functions plus sale of general merchandise
Leading Tenants	Supermarket, drugstore	Variety store, small department store	One or more major dept. stores
Location	On Arterial street intersection with a collector street.	At intersections of arterial streets or expressways	As for community centers.
Minimum Supporting Population	2,500 - 5,000	35,000 - 100,000	100,000 - 250,000
Service Radius	½ mile	2 miles	4 miles
Max. Walking Distance	¼-½ miles	1-1½ miles	1-1½ miles
Gross Land Area	1.5 - 8 acres	10-30 acres	40-100 acres or more
Gross Floor Area	30,000-75,000 Sq. Ft.	100,000-250,000 Sq. Ft.	400,000-1,000,000 Sq.Ft.
Number of Establ.	5-20	15-40	40-80

- To assure a proper relationship between commercial center development and the area served.
- To discourage over development of land for commercial purposes.
- To ensure economic viability of commercial development.

INDUSTRIAL DEVELOPMENT GOALS

- Enough industry to provide a balanced metropolitan area economy.
- A diversified industrial base reflecting effective use of the area's human and natural resources.
- Restriction of new industries to those which will not detract from or cause damage to, the area's natural assets -- clean water, clean air, topographic relief, and hardwood forests.
- Adequate supplies of suitable industrial land.
- A safe and healthful working environment.
- Minimization of the potentially blighting influences of industrial development.

POLICIES

- (1) Locate industry so as to afford convenient access to good transportation facilities -- including highway, rail, and air.
  - To properly channel the flow of goods and raw materials around and through the Metropolitan Area.
  - To discourage the movement of heavy vehicular traffic along routes not designed for that purpose.
- (2) Locate industry as close to the residences of prospective employees as possible.
  - To allow easy access to employment opportunities through alleviation of employee transportation difficulties.
  - To ensure a stable base for industrial employment.
- (3) Provide sites for clean industry that are visible from major highways.
  - To help to ensure the economic viability of area industry.
  - To aid in promoting sound industrial development.
- (4) Encourage industrial establishments to locate in planned industrial parks, these parks to range in size from 100-600 acres.
  - To allow for the concentration of industrial uses so that public service facilities, including thoroughfares, can be adequately provided.

- To provide a framework for planning which will maximize industrial potential while minimizing adverse influences on adjacent properties.
  - To permit a size of development that allows adequate area for proper planning and which provides a reserve of land for future development.
- (5) Encourage industrial development of land which is inappropriate for residential use due to natural characteristics or man-made influences -- such as high noise concentrations near airports.
- To take advantage of natural resources that may be inappropriate for uses with non-industrial characteristics.
  - To provide a transitional zone between areas not inherently appropriate for residential development and those which are suitable and utilized for residential purposes.

TRANSPORTATION GOALS

- Facilitate the movement of people and goods throughout the Tallahassee-Leon County Metropolitan Area.
- Provide diversity in the modes of travel available to area residents.

POLICIES

- (1) Emphasize the coordination of a wide variety of transportation elements -- thoroughfares, parking, mass transit, and transportation terminals.
  - To maximize opportunities for the movement of people and goods.
  - To assure a balanced transportation system.
  - To improve land-use, transportation relationships.
  - To facilitate transfers from one transportation mode to another.
  - To make the best use of financial resources.
- (2) Design and construct the transportation system to emphasize a Metropolitan Area -- rather than a purely local -- role.
  - To properly attack transportation problems which are often metropolitan areawide in scope.
  - To prevent over-use of local facilities by non-local traffic.
- (3) Provide a system of thoroughfares designed to adequately meet the varied needs of traffic -- local, community, and metropolitan.
  - To assure that streets and highways will function as intended.
  - To reduce the number and severity of accidents.
- (4) Coordinate the design of street and highway facilities with plans for land use, particularly in the vicinity of inter-sections and interchanges.

- To minimize highway - land use conflicts.
- To maximize the return from public expenditures for highway facilities.
- To provide easy access from the thoroughfare system to major commercial centers and industrial parks.

(5) Improve mass transit.

- To aid in the reduction of traffic through provision of an attractive alternative to the private automobile.
- To provide transportation opportunities for those who do not have access to private vehicles.

OPEN SPACE AND NATURAL RESOURCE GOALS

- Assuring the proper balance between man's use of the land and the protection of the natural environment.
- Conservation of valuable natural resources.
- Satisfaction of the needs of Tallahassee-Leon County residents for recreation.

POLICIES

- (1) Maintain or, where possible, improve the quality of air and water in the Tallahassee-Leon County area.
  - To preserve two of the area's most attractive natural resources.
  - To ensure that the Tallahassee-Leon County area will remain a pleasant and healthful place to live.
  - To prevent the creation of critical water and air problems that have already beset other Metropolitan Areas.
- (2) Preserve hardwood forest areas.
  - To help in maintaining air quality.
  - To preserve the visual appeal of the Tallahassee-Leon County area.
  - To maintain for future generations, another of the area's important natural resources.
- (3) Conserve permanent wetlands, areas subject to periodic flooding, drainage ways, and groundwater recharge areas.
  - To accommodate storm-water runoff and reduce flooding.
  - To conserve wildlife areas and areas of natural vegetation.
  - To minimize the conversion of sub-marginal land for urban development purposes.
  - To provide for the necessary recharge of the subterranean aquifers.
  - To enable the dual use of land for ground conservation practices and for recreation.

- (4) Provide for a wide variety of recreation activities that effectively utilize the area's natural resources.
  - To provide recreation activities for Tallahassee-Leon County residents.
  - To take best advantage of the area's climate, forest areas, terrain, and waterways.
- (5) Emphasize the advance acquisition of recreation sites.
  - To assure that enough land will be available to meet projected recreation space needs.
  - To ensure that sites are acquired before land costs rise to full urban value.
- (6) Place high priority on providing parks or other public access on all lakes and water courses with potential for public use.
  - To allow public access to one of the area's most attractive natural resources.
  - To prevent public water bodies from being closed to public use and view.
- (7) Preserve or develop scenic views from roadways whenever possible.
  - To increase the aesthetic qualities of the Tallahassee-Leon County area and thereby increase its liveability.
  - To provide public visual access to the vistas which are unique, in Florida, to the Tallahassee area.
- (8) Recognizing that the sites and structures of great historic, cultural, and visual interest when lost, can never be regained, these sites and structures should be preserved and incorporated into the overall pattern of land use.
  - To preserve features and artifacts of significant importance in the area's history and culture.
  - To provide public access to, and increased awareness of, these historic features.

Appendix B.

INTENT OF ZONING DISTRICTS:

TALLAHASSEE-LEON COUNTY, FLORIDA

A-1 Agricultural District

The provisions of the A-1 District are intended to apply to non-urban areas wherein normal agricultural activities and their accessory operations and certain other non-intensive activities compatible with agricultural uses are carried on; or the future development of which is uncertain and zoning permitting more intensive uses would be premature. The regulations in this district are intended to permit a reasonable use of the property, while at the same time prevent the creation of conditions which would blight or impair the proper future use of the property.

A-2 Agricultural District

The provisions of the A-2 District are intended to apply to non-urban areas wherein normal agricultural activities, outdoor recreational activities, certain resource development activities and certain other non-intensive uses compatible with agricultural uses are carried on. The regulations in this district are intended to permit a variety of activities which may require non-urban locations and at the same time protect adjoining rural activities from possible blighting influences.

E Estate District

The provisions of the E District are intended to apply to semi-rural single family residential areas of very low density wherein the large lot sizes accommodate certain non-urban activities accessory to the residential uses; and certain educational, religious, non-commercial recreational and other activities compatible with residential development are permitted. The regulations of this district are intended to protect and preserve the estate residential character and to discourage densities exceeding 0.5 dwelling units per net residential acre.

R-1 Single Family Residential District

The provisions of the R-1 District are intended to apply to urban areas with low to medium densities, wherein certain educational, religious, non-commercial recreational and other activities compatible with residential development are permitted. The regulations of these districts are intended to protect and preserve the single family residential character and to discourage densities exceeding 3.63 dwelling units per net residential acre.

R-2 Single Family Residential District

The provisions of the R-2 District are intended to apply to urban areas with low to medium densities, wherein certain educational, religious, non-commercial recreational and other activities compatible with residential development are permitted. The regulations of these districts are intended to protect and preserve the single family residential character and to discourage densities exceeding 4.84 dwelling units per net residential acre.

R-3 Single and Two-Family Residential District

The provisions of the R-3 District are intended to apply to urban areas with low to medium densities, wherein certain educational, religious, non-commercial recreational and other activities compatible with residential development are permitted. The regulations of these districts are intended to protect and preserve the single family residential character and to discourage densities exceeding 7.26 dwelling units per net residential acre.

RM-1 Single, Two, Three, Four, and Multiple-Family Dwellings

The provisions of the RM-1 District are intended to apply to urban areas with low to medium densities, wherein a variety of housing types and certain educational, religious non-commercial recreational and other activities compatible with residential development are permitted. The regulations of this district are intended to protect and preserve the residential character and to discourage densities exceeding 17.4 dwelling units per net residential acre.

RM-2 Single, Two, Three, Four, and Multiple-Family Dwellings

The provisions of the RM-2 District are intended to apply to urban areas with medium densities, wherein multiple family dwellings are the only permitted housing type and certain educational, religious and non-commercial recreational and other activities compatible with residential development are permitted. The regulations of this district are intended to protect and preserve the residential character and to discourage densities exceeding 29.4 dwelling units per net residential acre.

RM-3 Multiple Family Residential District

The provisions of the RM-3 District are intended to apply to urban areas with medium to high densities, wherein multiple family dwellings, dormitories and other forms of intense residential development with unlimited height are permitted, and certain educational, religious, non-commercial recreational and accessory commercial services of a limited nature are permitted. The regulations are intended to preserve and protect the residential character and to discourage densities exceeding 43.6 dwelling units per net residential acre.

MH-1 Mobile Home and Single Family Residential District

The provisions of the MH-1 District are intended to apply to urban areas with low to medium densities, wherein only single family dwellings and mobile homes on individual, standard sized lots and certain educational, religious, non-commercial recreational and other activities compatible with residential development are permitted. The regulations of this district are intended to protect and preserve the residential character and to discourage densities exceeding 7.25 dwelling units per net residential acre.

MH-2 Mobile Home Park District

The provisions of the MH-2 District are intended to apply to areas wherein mobile home spaces are provided within a managed mobile home park that is constructed according to minimum standards and guided by a carefully drawn plan of development. The standards, restrictions, and procedures required herein are designed to assure that mobile home parks will provide an adequate residential environment.

OR Office and Residential District

The provisions of the OR District are intended to apply to urban areas with a transitional character or specialized intensive residential character, wherein a variety of housing types and compatible non-retail commercial activities and certain educational, religious, non-commercial recreational and accessory retail commercial services of a limited nature are permitted. Unlimited heights are permitted with certain restrictions, and the district is partially intended to be used as a buffer or transitional district between intensive non-residential and residential districts.

HC Historical and Cultural Conservation District

The provisions of the HC District are intended to apply to urban areas where it is found that a concentration of historical and cultural structures or premises exists. Regulations within the district are intended to: (1) protect against destruction of or encroachment upon such areas, structures, or premises; (2) to encourage uses which will lead to their continuance, conservation, and improvement in a manner appropriate to the preservation of Tallahassee's cultural and historic heritage; (3) to prevent the creation of environmental influences adverse to such purposes; and (4) to assure that new structures and uses within such districts will be in keeping with the character to be preserved or enhanced. In achieving these objectives, it is intended that the Planning Commission shall encourage the participation of historical associations and other organizations or individuals qualified by interest, training and experience.

CP Commercial Parkway District

The provisions of the CP District are intended to apply to areas abutting highway approaches to urban areas, wherein certain non-intensive commercial, professional and office, research and development activities are permitted. The regulations requiring large lot sizes and other development standards are intended to minimize frequent ingress and egress to the highway from abutting uses and to provide an impression of spaciousness as an entrance to the urban area.

CT Tourist Commercial District

The provisions of the CT District are intended to apply to urban areas conveniently located to major highway routes, wherein tourist accommodations and supporting facilities are permitted. The district is intended also to be used to permit high intensity, non-retail use of highway frontage to discourage strip commercial development and may be used to accommodate high density residential development along highway corridors leading to the urban areas, designed to be compatible with tourist commercial activities.

CO Office and Professional Commercial District

The provisions of the CO District are intended to apply to urban areas with convenient access to a major thoroughfare and to other business areas, wherein activities are restricted to financial professional, and business office operations and related activities to serve the principal activities. The district is intended to accommodate office-professional activities adjacent to major business areas as well as outlying office parks, and is partially intended as a buffer or transitional area between residential and more intense development.

CM Medical Arts Commercial District

The provisions of the CM District are intended to apply to urban areas with convenient access to hospitals or other major medical facilities, wherein activities are restricted to medical related operations and related activities which serve medical operations. The district is intended to accommodate medical activities in close proximity to residential areas and other types of development and can be used as a buffer or transitional district between residential and more intense development.

CR Rural Commercial District

The provisions of the CR District are intended to apply to rural areas with direct access to a major street or roadway located within convenient traveling distance to rural residential and agricultural areas, wherein small groups of commercial establishments, cultural and institutional activities are permitted in recognition of the rural character and long travel distances from rural areas to urban commercial centers.

C-1 Neighborhood Commercial District

The provisions of the C-1 District are intended to apply to urban areas with direct access to a major street located within convenient traveling distance to one or more neighborhoods, wherein small groups of retail commercial, professional, office and financial and other convenience commercial activities are permitted. The district is not intended to accommodate large scale commercial or service activities or automotive or other types of more intensive commercial activity.

C-2 General Commercial District

The provisions of the C-2 District are intended to apply to urban areas located conveniently to automotive traffic and of a large enough scale, and intensity to serve general commercial needs of large sections of the urban area, wherein a large variety of retail commercial, financial, professional, office, service and other general commercial activities are permitted. The district is not intended to accommodate heavy automotive and repair services and other types of heavy commercial activity not always compatible with retail shopping areas.

C-3 Central Business District

The provisions of the C-3 District are intended to apply to urban areas which comprise the urban center's financial, commercial, governmental, cultural, and professional focus of activity. The activities permitted are intended to be compatible with a pedestrian oriented area, and uses not compatible with such an environment are discouraged. It is also intended that in the C-3 District, off-street parking requirements shall be waived except for certain restricted uses.

C-4 Automotive Commercial District

The provisions of the C-4 District are intended to apply to urban areas located on or with direct access to major thoroughfares, wherein a large variety of commercial activities, including those commercial activities designed specifically to serve patrons from automobiles and to serve automotive needs, are permitted. The regulations are designed to permit intense commercial activity and to protect abutting development of a less intense nature.

M-1 Limited Industrial District

The provisions of the M-1 District are intended to apply to urban areas with convenient access to transportation facilities, where light manufacturing, processing, storage and other activities compatible with light industrial operations are permitted. The district is not intended to accommodate heavier industrial operations which may contain objectionable or blighting influences or to accommodate commercial or residential development which would restrict the principal industrial operations.

M-2 General Industrial District

The provisions of the M-2 District are intended to apply to urban areas with convenient access to transportation facilities, wherein a large variety and intensity of industrial operations are permitted. The district is intended to accommodate those commercial or residential uses which may restrict or hamper the industrial operations.

