

# **Board of County Commissioners**

## **Agenda Request**

Date of Meeting: May 3, 2010

Date Submitted: April 16, 2010

To: Honorable Chairman and Members of the Board

From: Benjamin H. Pingree, County Administrator  
Lindsay Stevens, Assistant County Administrator  
Melissa Corbett, Planner II

Subject: Request for Board Consideration and Acceptance of the Updated Commercial Needs Analysis as Support for the EAR-based Amendments to the Wakulla County Comprehensive Plan

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### **Statement of Issue:**

This item requests Board consideration and acceptance for the updated Commercial Needs Analysis as support for the EAR-based Amendments to the Wakulla County Comprehensive Plan.

### **Background:**

During 2007 and 2008, the County worked with Kimley-Horn and Associates, Inc. (KHA) to complete the EAR, as required by Chapter 163, *Florida Statutes*. Every seven years, the EAR process provides the County with the opportunity to evaluate and monitor the successes and shortcomings of its Comprehensive Plan. The EAR process provides guidance in updating the Comprehensive Plan in response to major issues or changes in the community, as well as any changes in state and federal planning requirements.

On September 11, 2007, KHA and County staff held a major issues scoping meeting with local agencies. At this meeting, agency representatives from the Florida Department of Transportation District Three, Northwest Florida Water Management District, Apalachee Regional Planning Council, Wakulla County School Board, and the Florida Fish and Wildlife Conservation Commission were in attendance. Written comments were also provided by the Tallahassee-Leon County Planning Department and the Florida Department of Environmental Protection.

On October 4, 2007, a public issues meeting was held at the Wakulla County Senior Citizens Center, where KHA presented a revised preliminary list of issues developed from the results of the agency major issues scoping meeting. During the public issues meeting, members of the public provided input through facilitated discussions. Once public comments were provided and compiled, they were analyzed by KHA and consolidated into the list of major issues for the EAR.

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A Board workshop was held on November 5, 2007, which included a presentation of the results of the agency scoping meeting and the public issues meeting to the Board. A Board workshop on December 3, 2007, included a presentation on the Draft EAR. The Draft EAR was posted on the Mywakulla.com website and a paper copy housed for public review in both the Planning and Zoning Division and the County Public Library. The final EAR incorporates any issues identified by the State of Florida Department of Community Affairs (DCA) during its review of the Draft EAR.

On February 4, 2008, the Board adopted the EAR Report. DCA found the EAR sufficient on April 15, 2008. Chapter 163, *Florida Statutes*, requires that the County complete amendments to its Comprehensive Plan based upon the Major Issues identified during the EAR Report process.

On December 19, 2008, Wakulla County advertised an RFQ for Professional Engineering and Planning Services. On January 20, 2009, the Board awarded the RFQ to two (2) qualified firms – PBS&J and KHA, and directed staff to negotiate a contract and for the Chairman to execute a contract with each of these firms. The Professional Services Agreement with KHA was executed in February 2009. On April 7, 2009, the Board approved a Scope of Work with KHA to work on the EAR-based Amendments to the Wakulla County Comprehensive Plan.

On April 29, 2009, a kick-off meeting was held at the Florida Department of Community Affairs (DCA) with KHA, County staff and DCA staff. During this kick-off meeting, staff discussed the proposed schedule with DCA staff and noted that an extension from DCA would be needed for the EAR-based Amendment schedule which is slated to end beyond the typical 18-month deadline.

On September 28, 2009, a public meeting to review the proposed EAR Amendments occurred at the Wakulla County Senior Center. Over 20 people attended this workshop-style meeting. Many comments were obtained and considered by staff. During this meeting, a PowerPoint was presented to attendees and copies of all proposed EAR Amendments were available for people to take home and review, if desired. In addition, County staff placed the proposed EAR revisions in the County library, on the County website, in an online blog and in the Planning and Zoning Division's offices for public review and comment.

In recent years, applicants who are seeking a Future Land Use Map (FLUM) Amendment to a Commercial Land Use have typically utilized a Commercial Needs Analysis that was prepared many years ago. Staff review of this analysis has revealed information within the report that is not relevant or valid at this time. Therefore, staff noted a need for an updated Commercial Land Use Needs Analysis. Thus, on October 6, 2009, during a regular meeting of the Board, staff was directed to obtain a scope of work for an updated Commercial Land Use Needs Analysis, in addition to an updated Residential Needs Analysis. Subsequently, at the October 20, 2009 public hearing the Board approved a scope of work with KHA to complete the updated Commercial Needs Analysis.

The December 8, 2009 public hearing of the Board served as the transmittal hearing for the proposed EAR based Comprehensive Plan Amendments. At this public hearing, the Board voted to transmit

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all the proposed Amendments to DCA for review in conformance with Florida Statutes. After reviewing the proposed Amendments, DCA, in conjunction with other State of Florida agencies, issued a letter of Objections, Recommendations and Comments (ORC) on February 19, 2010. Staff and KHA have worked to address the concerns raised in the ORC, and a final adoption hearing for the proposed EAR based Comprehensive Plan Amendments has been scheduled for May 3, 2010.

The Planning Commission considered the draft of the updated Commercial Land Use Needs Analysis at their April 12, 2010 public hearing. Staff and KHA presented the draft and no citizens were present to speak regarding the item. One Planning Commissioner raised concerns over the methodology used to estimate future commercial development needs, and specifically questioned the location quotient utilized in projecting future types of development. Jon Sewell, with KHA, explained that the methodology used in this analysis was discussed and approved by DCA prior to the commencement of the analysis. In addition, Mr. Sewell added that the location quotient range that was set as a goal for future commercial needs was a conservative assumption utilized in an effort to balance the wide range of location quotients noted in the analysis. (Attachment 1) At the conclusion of the public hearing, the Commission voted to recommend acceptance of the updated analysis 5-1.

**Analysis:**

Obtaining an updated Commercial Land Use Needs Analyses has been identified in the Data and Analysis justification for the EAR Amendments. Staff identified deficiencies in the existing Land Use Needs Analyses regarding assumptions made within both the Commercial and Residential Analyses. In both of these analyses, it is assumed that the County will be growing at the high growth rates. This update would be consistent with the proposed medium BEBR growth rate projections recommended for adoption by staff and recent direction from the DCA in the EAR Amendments. Utilizing the medium BEBR growth rate projections is consistent with the population projections currently utilized by the Wakulla County School District, as well as the standard set forth in Florida Statutes and the Florida Administrative Code. Furthermore, the State of Florida as a whole has been experiencing a period of growth decline, and while Wakulla County will not likely lose residents, it is reasonable to believe that growth rates will moderate. Finally, recent staff discussions with the DCA revealed that this update is important for the County to include in the EAR Amendment process.

The Commercial Needs Analysis analyzed the existing GIS Future Land Use Map and considered data about existing approved development and large scale residential plan amendments. This analysis determined how many potential commercial sites are available in the County today (or the supply) and whether this supply of commercial property is sufficient to meet the demands of the future growth in the County for the planning horizon (20 years), while providing for some flexibility in the marketplace to account for location preferences. The Commercial Needs Analysis analyzed all Future Land Use categories that allow for the potential of commercial development, including Rural 2, Commercial, Industrial and the Urban categories.

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At the conclusion of the Commercial Needs Analysis it was determined that at every planning timeframe considered, which was five years, ten years and twenty years, that additional commercial development is needed to support the projected population. It was noted in the analysis that many Wakulla County citizens work outside of the County and as a result have their commercial needs met in other jurisdictions. Thus, should Wakulla County desire to meet the commercial needs of its populace without relying on areas outside of its jurisdiction, additional commercial development is needed. The chart below, which is Table 8 from the draft, indicates the estimated commercial development needs for the County throughout the planning horizon. (Attachment 2)

**Table 8:** Estimated Commercial Development Needs

	2010	2015	2020	2030
Industry Type	Estimated Need (Sq. Ft)	Estimated Need (Sq. Ft)	Estimated Need (Sq. Ft)	Estimated Need (Sq. Ft)
Utilities	None Anticipated	None Anticipated	None Anticipated	None Anticipated
Construction	None Anticipated	None Anticipated	None Anticipated	None Anticipated
Manufacturing	None Anticipated	None Anticipated	None Anticipated	None Anticipated
Wholesale Trade	178,000 to 210,000	217,000 to 346,000	225,000 to 391,000	275,000 to 479,000
Retail Trade	120,000 to 507,000	146,250 to 619,000	165,000 to 700,000	202,500 to 857,000
Transportation and warehousing	Not supported by Population Size	Not supported by Population Size	Not supported by Population Size	431,000 to 490,000
Information	0 to 78,000	78,000 to 94,000	78,000 to 106,000	86,000 to 129,000
Finance and Insurance	114,000 to 171,000	139,000 to 209,000	158,000 to 236,000	193,000 to 237,000
Real Estate and Rental and Leasing	0 to 78,000	78,000 to 86,000	78,000 to 97,000	78,000 to 119,000
Professional Scientific and Technical Services	78,000 to 110,000	78,000 to 134,000	78,000 to 152,000	78,000 to 186,000
Management Companies and Enterprises	0 to 78,000	0 to 78,000	0 to 78,000	0 to 78,000
Administration and Support	154,000 to 252,000	188,000 to 252,500	212,400 to 285,600	260,300 to 349,700
Educational Services (Private)	83,000 to 124,000	101,000 to 152,000	115,000 to 172,000	140,000 to 211,000
Health care and social assistance	101,000 to 189,000	124,000 to 231,000	140,000 to 262,000	172,000 to 321,000
Arts entertainment and recreation	173,000 to 344,000	211,000 to 420,000	240,000 to 475,000	293,000 to 582,000
Accommodation and food services	15,000 to 70,000	18,500 to 85,700	21,000 to 97,000	26,000 to 119,000
Other services	0 to 78,000	78,000 to 98,000	78,000 to 111,000	78,000 to 136,000
<b>Total</b>	<b>1,016,000 to 2,289,000</b>	<b>1,456,750 to 2,805,200</b>	<b>1,588,400 to 3,162,600</b>	<b>2,312,800 to 4,296,700</b>

Note: Calculations provided as an estimate for land planning only. Current local economic conditions and business feasibility should be considered before a development occurs.

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In addition, the analysis recommended diversifying the existing economic base. The Wakulla County Community and Economic Development Plan was referenced as a tool to utilize when guiding such diversification.

**Options:**

1. Consider and accept the updated Commercial Land Use Needs Analysis as data and support for the EAR Amendments to the Wakulla County Comprehensive Plan.
2. Consider and do not accept the updated Commercial Land Use Needs Analysis as data and support for the EAR Amendments to the Wakulla County Comprehensive Plan.
3. Board Direction.

**Recommendation:**

Option #1.

**Attachments**

- 1) Commercial Land Use Needs Analysis Methodology
- 2) Draft Updated Commercial Land Use Needs Analysis