

# TTA2026 004

***Requested Text Amendment: Lake Protection Node***

*Reference Number:* TTA2026 004

*Applicant:* Tallahassee-Leon County Planning Department

This is a proposed text amendment to Policy 2.8.7[LM] of the Land Use and Mobility Element to clarify residential density in the Bannerman/Bull Headley Roads Lake Protection Node.



<b>Amendment Type &amp; Number</b>	Joint Text Amendment – TTA2026 004
<b>Applicant</b>	Tallahassee-Leon County Planning Department
<b>Comprehensive Plan Element</b>	Land Use and Mobility Element
<b>Policy Number</b>	Policy 2.8.7 [LM]
<b>Proposed Change</b>	Proposed text amendment to retain the residential density for the currently existing Bannerman/Bull Headley Roads Lake Protection Node in the Lake Protection future land use category
<b>Planning Department Contact</b>	<a href="mailto:Susan.Poplin@Talgov.com">Susan.Poplin@Talgov.com</a> (850) 891-6446
<b>Staff Analysis</b>	Proposed revision is internally consistent with the Comp Plan
<b>LPA Recommendation</b>	Approve

## A. EXECUTIVE SUMMARY

The Tallahassee-Leon County Comprehensive Plan, Policy 2.8.7: [LM], part of the newly adopted and effective 2050 Comprehensive Plan Land Use and Mobility Element, retains the currently designated Lake Protection Nodes, including the LPN at Bannerman and Bull Headley Roads. The currently authorized residential density for the Bannerman/Bull Headley LPN is 8 dwelling units per acre per the previous comprehensive plan future land use category and LPN zoning district. This residential density is not specifically listed in the current Lake Protection future land use category, Policy 2.8.7. In the finalization of the plan update, the specific density provision was inadvertently left out and discovered after adoption. The proposed amendment to the Lake Protection future land use policy would clarify the continued use of the residential density for implementation purposes.

## B. STAFF ANALYSIS

Staff finds that the proposed text amendment is consistent with the Tallahassee-Leon County Comprehensive Plan, based on the findings and other information contained in this staff report.

### C. LOCAL PLANNING AGENCY (LPA) RECOMMENDATION

The Local Planning Agency (LPA) provides a recommendation to the City Commission and the Board of County Commissioners on proposed comprehensive plan amendments.

Per the February 3, 2026 meeting, the LPA finds that the proposed text amendment, as updated per staff recommendation at the public hearing, is **consistent** with the Tallahassee-Leon County Comprehensive Plan, and recommends **adoption**.

### D. PROPOSED POLICY CHANGE

A full strike-through/underline of policy text is provided in Appendix A. The proposed amendment adds modest language to include the applicable residential density for the Bannerman/Bull Headley LPN.

#### **Policy 2.8.7 [LM]: Lake Protection Future Land Use Category**

Lake Jackson, designated both an Outstanding Florida Water (OFW) and Aquatic Preserve, is one of the most unique waterways in Florida. The intent of the Lake Protection category is to ensure that development within the Lake Jackson basin occurs in a sustainable and environmentally sound manner, achieving measurable reductions in nutrient pollutants and improving water quality. The bounds of this category are to be based on the Lake Jackson basin boundary. The boundaries of the Lake Protection category may be applied to areas outside but adjacent to the Lake Jackson basin where application of the category promotes cohesive development patterns along a mixed-use corridor or node.

The Lake Protection category shall allow for residential uses at a density of one dwelling unit per two acres. To encourage compact and efficient development, three density bonus options are available for properties within the category:

- A residential density of up to 4 dwelling units per acre may be permitted within developments designed as a Conservation Subdivision, where served by central water and sewer systems.
- A residential density of up to 8 dwelling units per acre may be permitted within the Lake Protection Corridor (LPC) zoning district, where served by central water and sewer systems.
- A residential density of up to 20 dwelling units per acre may be permitted for properties on US Highway 27 within the Lake Protection Node (LPN) zoning district and 8 dwelling units per acre for the Bannerman Road and Bull Headley Road LPN zoning district, where served by central water and sewer systems, and where design standards, including buffering to adjacent low-~~and~~-density residential, as established in the land development code is met.

\*\*\*

*[Remainder of Policy Excluded – See Appendix A for full policy]*

## E. SUMMARY OF FINDINGS

The proposed amendment includes text for residential density of 8 dwelling units per acre that is consistent with the previous Land Use Element of the Tallahassee-Leon County Comprehensive Plan, specifically Policy 2.2.18 [L] (See Appendix B, Policy 2.2.18). This text was original to the plan and last revised in 2015 to include clustered subdivisions and provisions for light infrastructure, community services and non-conforming uses.

The newly adopted Land Use and Mobility Element carried over the designations for Lake Protection Node but recognized that some nodes along US 27 may have additional density where services are available. This higher density does not apply to the LPN at Bannerman/Bull Headley Roads. The revised plan also states that LPNs are implemented through zoning districts. The current zoning district applies 8 dwelling units per acre for the residential density and will need updating over the next year to recognize the plan update. It is not intended for future land development code changes to include increases to the density for the Bannerman/Bull Headley node.

Therefore, this proposed amendment reflects the intended current residential density of 8 dwelling units per acre for the Bannerman/Bull Headley LPN. The proposed change clarifies the continued use of the residential density for implementation purposes.

Benefits to accepting this amendment:

- Ensures the continued use of the existing residential density for the Bannerman/Bull Headley LPN.
- No other changes would be enacted if this amendment is adopted.

## F. CONSISTENCY WITH THE COMPREHENSIVE PLAN

The proposed amendment is consistent with the following the goals, objectives, and policies of the Tallahassee-Leon County Comprehensive Plan:

- Objective 2.8 [L], Policy 2.8.1 [L], Policy 2.8.2 [L] describe and support using community context and vision (built environment and zoning) to guide Future Land Use Categories.

The proposed amendment will reflect the currently authorized residential density applied to the Bannerman/Bull Headley LPN in the previous plan and reflected in the existing LPN zoning district. The intention with the recent Comprehensive Plan Update was to continue to reflect the existing residential density of 8 dwelling units per acre applicable to this LPN. In the finalization of the plan, the specific provision was inadvertently left out.

## G. MEETING SCHEDULES

Below is a list of all public meetings and actions taken by appointed or elected bodies in consideration of this proposed amendment:

2026 Amendment Cycle Meetings		Date Completed
X	Local Planning Agency Briefing	01/06/2026
X	Local Planning Agency Public Hearing	02/03/2026
	Board of County Commissioners Transmittal Hearing and Small-Scale Map Amendment Adoption Hearing	03/10/2026
	City Commission Transmittal Hearing and Small-Scale Map Amendment Adoption Hearing	03/11/2026
	Board of County Commissioners Adoption Public Hearing	05/12/2026
	City Commission Adoption Public Hearing	05/13/2026

**Local Planning Agency Comprehensive Plan Status Update Briefing** – A status update presentation was provided to the Local Planning Agency on January 6, 2026, at the Renaissance Building. Staff provided an overview of the recent comprehensive plan update and briefly described potential amendments. The briefing did not specifically cover this particular amendment for Lake Protection, but did let the LPA know amendments would be presented at the February 2026 meeting. There were no questions from the LPA regarding potential text amendments.

**Local Planning Agency Public Hearing** – A public hearing was held on February 3, 2026, to review the proposed amendment. Staff provided an overview of the application received including a minor language adjustment to fix a typo in the policy paragraph language “low and density residential” to be “low-density residential”. The LPA voted unanimously to find the staff recommended proposal to be consistent with the Tallahassee-Leon County Comprehensive Plan and recommend its adoption. There was no public comment on the application.

## H. APPENDICES

Appendix A: Proposed Comprehensive Plan Amendment: Policy 2.8.7 [LME] Strike Through/Underline

Appendix B: Previous Future Land Use Category 2.2.18 [L] Lake Protection

**Appendix A**  
**Policy 1.8.7 [LM]**  
**Proposed Amendment Strike-Through Underline**

**Policy 2.8.7 – Lake Protection Future Land Use Category (City of Tallahassee/Leon County):**

Lake Jackson, designated both an Outstanding Florida Water (OFW) and Aquatic Preserve, is one of the most unique waterways in Florida. The intent of the Lake Protection category is to ensure that development within the Lake Jackson basin occurs in a sustainable and environmentally sound manner, achieving measurable reductions in nutrient pollutants and improving water quality. The bounds of this category are to be based on the Lake Jackson basin boundary. The boundaries of the Lake Protection category may be applied to areas outside but adjacent to the Lake Jackson basin where application of the category promotes cohesive development patterns along a mixed-use corridor or node.

The Lake Protection category shall allow for residential uses at a density of one dwelling unit per two acres. To encourage compact and efficient development, three density bonus options are available for properties within the category:

- A residential density of up to 4 dwelling units per acre may be permitted within developments designed as a Conservation Subdivision, where served by central water and sewer systems.
- A residential density of up to 8 dwelling units per acre may be permitted within the Lake Protection Corridor (LPC) zoning district, where served by central water and sewer systems.
- A residential density of up to 20 dwelling units per acre may be permitted for properties on US Highway 27 within the Lake Protection Node (LPN) zoning district and 8 dwelling units per acre for the Bannerman Road and Bull Headley Road LPN zoning district, where served by central water and sewer systems, and where design standards, including buffering to adjacent low-~~and~~-density residential, as established in the land development code is met.

Non-residential and mixed-use development within the Lake Protection category may only be permitted within areas designated with the LPN and LPC zoning districts. Within these districts, single use, non-residential development shall be allowed at a maximum intensity of 10,000 square feet per acre in the LPC zone and 20,000 square feet per acre in the LPN zone where buffering to low-density residential as established in the land development code is met. Projects containing a vertical mixture of uses, including any combination of office, commercial and residential uses, may receive a bonus of 2,500 square feet per acre in the LPC zone and a bonus of 10,000 square feet per acre in the LPN zone.

Community services, light infrastructure, and recreational uses shall be permitted. Facilities associated with these uses shall be allowed at a maximum intensity of 10,000 square feet per acre.

**Appendix A**  
**Policy 1.8.7 [LM]**  
**Proposed Amendment Strike-Through Underline**

The following special conditions shall apply to the Lake Protection Future Land Use category:

1. The local governments shall implement the Lake Protection Land Use Category with a minimum of three zoning districts, including Lake Protection, LPC, and LPN.
2. The LPN zoning district shall only be permitted at the following intersections:
  - a. Highway 27 North and Sessions Road
  - b. Highway 27 North and Capital Circle NW/Old Bainbridge Road
  - c. Highway 27 North and Fred George Road
  - d. Bannerman Road and Bull Headley Road

The exact extent of these Nodes shall be specified in the City of Tallahassee and Leon County land development regulations but generally shall not extend beyond 0.25 miles from the respective intersection and shall not include areas within a Special Development Zone (SDZ) or existing single-family subdivisions.

3. The LPC zoning district shall only be permitted along Highway 27. The exact extent of the LPC shall be specified in the City of Tallahassee and Leon County land development regulations but generally shall not extend beyond 0.25 miles from the centerline of Highway 27 and shall not include areas within a Special Development Zone (SDZ).
4. As an alternative to large-lot developments, Conservation Subdivisions shall be permitted within the Lake Protection land use category and shall include the following:
  - a. Contain a minimum of 60% open space preserved in perpetuity through a conservation easement and comprised of such things as preservation and conservation features, Special Development Zones, undeveloped uplands, passive recreation areas, and storm water facilities designed as a community amenity; and
  - b. Be developed at a maximum gross density of two dwelling units per acre or a maximum gross density of four dwelling units per acre when served by central water and sewer systems.
5. Land development regulations shall include stormwater treatment standards for all development and redevelopment within the Lake Protection land use category. To encourage redevelopment in the Lake Protection category, land development regulations may provide for a partial credit applied toward existing impervious surface on previously developed sites.

**Appendix A**  
**Policy 1.8.7 [LM]**  
**Proposed Amendment Strike-Through Underline**

6. Minimum open space requirements, Low Impact Development strategies, and maximum building footprints shall be included as development standards for the zoning districts implementing the Lake Protection land use category. Additional development standards deemed necessary to protect Lake Jackson from further degradation and/or improve existing water quality may be included in the land development code.
7. The land development regulations shall provide provisions for legally established non-conforming uses and properties in the Lake Protection land use category to be deemed conforming when redevelopment or site improvements result in the site meeting the design standards, including buffering to adjacent low-density uses, and water quality standards for the Lake Jackson basin established in land development regulations.

**Appendix B**  
**Previous Future Land Use Category 2.2.18 [L] Lake Protection**

**Policy 2.2.18: [L]**

**LAKE PROTECTION** (REV. EFF. 12/22/95; REV. EFF. 7/26/06; RENUMBERED 3/14/07; REV. EFF. 7/14/14; REV. EFF. 7/6/15)

**INTENT**

Lake Jackson, designated both an Outstanding Florida Water (OFW) and Aquatic Preserve, is one of the most unique waterways in Florida. Historically, the lake has suffered from water quality issues associated with rapid urbanization and large-scale roadway projects. Lake Jackson's water quality has improved since adoption of the Comprehensive Plan, due in large part to the adoption of stringent stormwater treatment standards and the implementation of capital projects; however, nutrient levels in the Lake remain elevated and the Lake continues to be designated "Impaired" by the Florida Department of Environmental Protection.

The intent of the Lake Protection category is to ensure that development within the Lake Jackson basin occurs in a sustainable and environmentally sound manner with minimal impact to water quality. The Lake Protection category is the basis for regulation and, where appropriate, limitation of development and redevelopment of land within the Lake Jackson Basin. The bounds of this category are to be the Lake Jackson basin boundary adjusted to include contributing watersheds but excluding existing, more intensely developed areas south of Interstate 10 and areas outside the Urban Service Area.

**ALLOWABLE USES, DENSITIES, AND INTENSITIES**

**1. Residential**

The Lake Protection category shall allow for residential uses at a base density of one (1) dwelling unit per two (2) gross acres.<sup>1</sup> To encourage compact and efficient development, two density bonus options are available for properties within the category:

- i) A residential density of up to two (2) dwelling units per gross acre may be permitted within developments designed as a Clustered Subdivision.
- ii) A residential density of up to eight (8) dwelling units per gross acre may be permitted within the Lake Protection Node (LPN) zoning district.

**2. Mixed-use & Non-residential**

Non-residential and mixed-use development (including, but not limited to, office and commercial uses) within the Lake Protection category may only be permitted within areas designated with the Lake Protection Node (LPN) zoning district. Within this district, single use, non-residential development shall be allowed at a maximum intensity of 10,000 square feet (S.F.) per gross acre. Projects containing a vertical mixture of uses, including any

---

<sup>1</sup> (Leon County) Any development affecting real property located in whole or in part within the Lake Protection Future Land Use Map category west of US 27 North for which an initial Planned Unit Development Concept or Final Development Plan was approved before January 1, 2005 shall be vested for all uses, intensities and densities set forth in the PUD Concept Plan Ordinance. Said PUD shall be entitled to rely on the closed basin exemption previously set forth in this section if the Commission determined prior to January 1, 2005 that the PUD met the requirements for such closed basin exceptions and that such determination has not been overturned by a court of competent jurisdiction at the time vested rights are sought under this provision. If a court of competent jurisdiction invalidates such a PUD due to reasons unrelated to whether the property met the requirements for the closed basin exception, any new or modified PUD application relating to the same real property shall be vested for the uses, intensities and densities of the previously approved PUD. All development within said certified closed basins approved pursuant to this provision shall be approved through the PUD amendment process, except that in unincorporated Leon County a one-into-two residential lot split exemption shall be processed according to the established County procedures instead of the PUD process.

**Appendix B**  
**Previous Future Land Use Category 2.2.18 [L] Lake Protection**

combination of office, commercial and residential uses, may receive a bonus of 2,500 S.F. per gross acre, for a total of 12,500 S.F. per gross acre.

3. Community and Recreational Facilities

Community services, light infrastructure, and recreational uses shall be permitted within the Lake Protection (LP) and Lake Protection Node (LPN) zoning districts. Facilities associated with these uses shall be allowed at a maximum intensity of 10,000 square feet (S.F.) per gross acre.

SPECIAL CONDITIONS

The following special conditions shall apply to the Lake Protection Future Land Use category:

1. The Lake Protection Node zoning district shall only be permitted at the following intersections:

- Highway 27 North and Sessions Road
- Highway 27 North and Capital Circle NW/Old Bainbridge Road
- Highway 27 North and Fred George Road
- Bannerman Road and Bull Headley Road

The exact extent of these Nodes shall be specified in the City of Tallahassee and Leon County land development regulations, but generally shall not extend beyond ¼ mile from the respective intersection and shall not include areas within a Special Development Zone (SDZ) or existing single-family subdivisions.

2. As an alternative to large-lot developments, Clustered Subdivisions shall be permitted within the Lake Protection zoning district. Clustered Subdivisions shall:

- Contain a minimum of 60% contiguous open space preserved in perpetuity and comprised of such things as preservation and conservation features, Special Development Zones, undeveloped uplands, passive recreation areas, and storm water facilities designed as a community amenity;
- Be developed at a maximum density of two (2) dwelling units per gross acre; and,
- Be served by central water and sewer systems.

3. A volume control based stormwater treatment standard shall be required for all development and redevelopment within the Lake Protection land use category. This standard shall ensure that runoff volumes in excess of the pre-development runoff volume shall be retained for all storm events up to a 100-year, 24-hour duration storm. To encourage redevelopment in the Lake Protection category, a partial credit may be applied toward existing impervious surface on previously developed sites.

4. Additional development standards deemed necessary to protect Lake Jackson from further degradation and/or improve existing water quality may be included in the land development code.

5. Existing, lawfully established, non-residential uses within the Lake Protection land use category that are compatible with surrounding uses and meet all water quality standards for the Lake Jackson Basin shall be considered permitted uses.