

**TALLAHASSEE – LEON COUNTY  
BLUEPRINT 2000 INTERGOVERNMENTAL AGENCY**

**Meeting Minutes  
February 26, 2007**

**3:00 pm, City Commission Chambers**

**MEMBERS PRESENT**

**County**

Commissioner Ed DePuy, Vice-Chairman  
Commissioner Cliff Thaeff  
Commissioner Jane Sauls  
Commissioner Bill Proctor  
Commissioner Bob Rackleff  
Commissioner John Dailey  
Commissioner Bryan Desloge

**City**

Mayor John Marks  
Commissioner Mark Mustian, Chair  
Commissioner Debbie Lightsey  
Commissioner Allan Katz  
Commissioner Andrew Gillum

**CITY/COUNTY STAFF**

Jim Davis, Director, Blueprint 2000  
David Bright, Blueprint 2000  
Phil Maher, Blueprint 2000  
Shelonda Gay, Blueprint 2000  
Angela Richardson, Blueprint 2000  
Wayne Tedder, Planning  
Tony Park, Leon County Public Works  
Gabe Menendez, City Public Works  
Jeanette Curtis, COT  
Jim English, City Attorney  
Bill Woolery, City Public Works  
Greg Burke, CRTPA

Harry Reed, CRTPA  
Anita Favors Thompson, City Manager  
Michael Wright, City Managers Office  
Parwez Alam, Leon County Administrator  
Vince Long, Leon County Administration  
Don Lanham, Leon County  
Dan Rigo, Leon County  
Rita Stevens, COT  
Kevin Carey, COT  
Alan Williams, COT  
Jack Kostrzewa, CRTPA

**OTHERS PRESENT**

Delmas Barber, FAMU  
Paco de la Fuente  
Jack Diestelhorst, Capital Cascade Council  
Terrance Hinson, Chair, CAC  
Michael Sheridan, CAC  
Diana Norwood, CAC  
Steve Ghazvini  
Maribel Nicholson-Choice  
Ryan Wetherell, Kimley Horn  
Damien ... Wildwood Preservation Society  
John B... Wildwood Preservation Society  
\* Indicates Blueprint 2000 Consultant

Cherie Bryant, TCCPD  
Bonnie Gandy  
Bill Little, Jacobs Civil\*  
Randy Matheny, THC\*  
Doug Martin, OLH  
Gary Phillips, The LPA Group\*  
Paul Hiers, Jacobs Civil\*  
Margie Quillman, The LPA Group\*  
Ed Ringe, The LPA Group\*  
Mark Llewellyn, The Genesis Group  
Hugh Williams, HW Lochner

Chairman Mark Mustian called the meeting to order at 3:07 p.m.

**I. AGENDA MODIFICATIONS**

Jim Davis noted that there were two agenda modifications, Item Number 7A, Capital Cascade Trail – Segment 2 Schematic Design and Item Number 17, Cascade Park Marketing Plan, which were distributed to the Board.

**II. INFORMATION ITEMS**

**1. Mahan Drive Status Update**

This item was presented as informational only.

**2. Sales Tax Receipts Update**

This item was presented as informational only.

**3. Property Acquisition Update**

This item was presented as informational only.

**4. Capital Circle Southeast (Tram Road to Woodville Highway): Design-Build Consultant Selection**

This item was presented as informational only.

**5. Capital Circle Southeast (Woodville Highway to Crawfordville Highway): Design Update**

This item was presented as informational only.

**6. Maintenance Costs Related to Blueprint Projects**

This item was presented as informational only.

**7. Capital Cascade Trail – Segment 2 Update**

This item was presented as informational only.

**8. Roadway Design Issues Related to Strategic Intermodal System (SIS) Designation**

This item was presented as informational only.

**9. CAC Minutes(August 24, 2006; October 26, 2006, and December 7, 2006)**

This item was presented as informational only.

**III. CONSENT**

**10. IA Meeting Minutes: September 18, 2006**

**RECOMMENDED ACTION:**

Approve minutes as presented.

**11. CAC Appointment**

**RECOMMENDED ACTION:**

Approve the nomination of Tom O'Steen as proposed.

**12. Florida Forever Resolution**

**RECOMMENDED ACTION:**

Approve the attached Resolution for consideration by the Intergovernmental Agency.

**13. Acceptance of FY 2006 Comprehensive Annual Financial Report (CAFR)**

**RECOMMENDED ACTION:**

Accept the FY 2006 CAFR and approve additional appropriation to the FY 2007 Operating Budget of \$15,106 for encumbrances and \$27,832,864 for transfer to the Capital Project Fund.

**14. Appropriation of a Florida Communities Trust (FCT) Grant for Headwaters of the St. Marks/Booth II**

**RECOMMENDED ACTION:**

Appropriate \$917,207 for FCT's share of the Booth II acquisition.

**15. Appropriation of TRIP and Southwood DRI Mitigation Funds (E-2)**

**RECOMMENDED ACTION:**

Appropriate the TRIP funds of \$9,569,477 and the \$991,000 in mitigation dollars for the construction of Capital Circle Southeast from Tram Road to Woodville Highway.

**Commissioner Katz moved to approve the Consent Agenda. Commissioner Sauls seconded the motion. The motion passed unanimously.**

**IV. PRESENTATIONS/ACTIONS/DISCUSSIONS**

## **16. CAC Chairman: CAC Actions**

Michael Sheridan gave his last presentation to the Board as his term as Chair ended in November 2006. He spoke on various reports and audits as well as leveraging activities by Blueprint staff. Mayor Marks thanked Mr. Sheridan for his service to the CAC and Blueprint 2000. Commissioner Thaelle echoed the Mayor's sentiments and asked if the CAC had any thoughts or suggestions for the Board in reference to the cost of maintenance responsibilities on the various projects. Mr. Sheridan referred to the Blueprint Retreat at San Luis Mission in April 2006. He stated that the "wish list" of staff and the CAC was "to maintain all the projects." Mr. Sheridan stated that there were no allocations for maintenance in the Blueprint program and suggested that the Board review that in a calculated fashion.

## **17. Status of the Cascade Park Marketing Plan**

Jim Davis stated that a copy of the proposal from Ziffer-Stansberry Advertising had been distributed. He also noted that, included as an attachment to the agenda item was a summary of the Capital Cascade Marketing Workshop that was held in December 2006. He brought to their attention the participants of that meeting. He reminded the Board that it was the intention to fund some of the amenities for the Capital Cascade Trail through private funds. Blueprint staff invited four marketing firms to participate in the workshop. Gail Stansberry-Ziffer was the only representative from the invited firms to attend and as a result, Blueprint requested Ziffer-Stansberry to develop a marketing plan.

Mr. Davis stated that the proposal had been shared with Mike Pate of the Knight Foundation to see if they would fund it; Mr. Pate was receptive. He further stated that it was vital to have a strong strategy to raise the necessary funds and that, if necessary, Blueprint was prepared to fund the Marketing Plan out of the Capital Cascade Trail budget; it would cost less than \$25,000. Mr. Davis noted that Blueprint staff continued to coordinate with representatives from the community, Jack Diestelhorst and the Capital Cascade Council in the development of the final designs.

Mr. Davis stated that the intent of the item was to share with the Board that staff was pursuing a marketing plan to raise \$10 million for the amenities. Furthermore, he stated that he did not feel it was appropriate for Blueprint to be in the "lead" to raise the funds. They were hoping some other organization would take that position in this endeavor.

Commissioner Lightsey wondered how Blueprint or a citizens group would proceed to find a person to act in a leadership capacity. Mr. Davis stated that staff was actively pursuing someone to fill that role and that Mr. Diestelhorst of the 2010 Capital Cascade Council was as well. He further mentioned that they were also looking for Honorary Chairs, and Representative Lorraine Ausley had indicated that she would be agreeable to participate in that; the Mayor and the Chairman of the County Commission would serve as well. No formal commitments had been made as of yet though. Commissioner Lightsey stated that because it would require a great deal of time and effort, she did not feel that it should be the staff's responsibility as long as there was an on-going effort to identify the lead.

She stated regarding the marketing plan that the Knight Foundation, Mr. Pate, had been approached but that there was funding in the Capital Cascade Trail budget to fund it. Mr. Davis confirmed that was a correct statement and that staff expected a response from Mr. Pate within the week. Furthermore, the item would not need to go before the Board prior to it moving forward.

## **18. Acquisition of Properties in the Fred George Basin**

Jim Davis stated that Leon County came across an opportunity to acquire property in the Fred George Basin and approached Blueprint to see if there were any funds that might be available to assist with the acquisition. Initially, he stated that staff did not feel that the funds were identified except that they felt fairly confident that the parcel would meet the water quality program criteria. Subsequently, staff investigated what funding was available from several of the projects they had not been pursuing quite as aggressively as others and had identified in the Master Plan a line item that had approximately \$3.5 million for the Lake Jackson Basin (Map 5). In reviewing that Map in the Blueprint Project Definitions Report (Blue Book), staff clarified that the intent of the \$3.5 million was for several things: 1) the widening and some intersection improvements on Meridian Road (which \$3.5 million would not touch), (2) improvements for Rhoden Cove, Okeehoopkee and Lexington Stormwater Pond (these three projects had previously been approved by the IA and were funded by the County's portion of Blueprint Water Quality Funds), and (3) greenway connections (Staff's experience had been that there was more success in leveraging funds than in finding willing sellers).

Mr. Davis stated that the Fred George parcels proposed for acquisition by the County were a Tier 2 project (Map 1) and not currently funded. It might not be the "number one choice" for acquisition, but was clearly a good number two choice. The funding was available because Blueprint/Leon County had funded some of the previously mentioned stormwater projects from other funding sources. Furthermore, it was the recommendation of the CAC, the TCC, and staff that the Board direct them to begin the supermajority vote process to raise the Fred George project from Tier 2 to Tier 1 thereby making it eligible for funding. Staff would bring it back to the Board following the prerequisite Public Hearings for their vote to move the project into Tier 1.

### **RECOMMENDED ACTION:**

Move \$2.775 million (plus or minus 10 percent based on actual cost) from the Lake Jackson Basin to be used for the FCT match for the acquisition of the subject properties. If the County was unsuccessful with the FCT grant, then the balance would be funded from other County resources. The CAC recommended that the Lake Jackson projects remain Tier 1 and to direct staff to initiate the process to move the Fred George project from Tier 2 to Tier 1.

**Commissioner Dailey moved staff recommendation. Commissioner Thael seconded the motion.**

Commissioner Lightsey stated that she had no objection to moving in that general direction and would support the motion. She did however have an interest in the pursuit of overtures to the property owners in the Meridian Road area that had thus far not expressed an interest in

greenways or trails. Furthermore, she requested staff to make a concerted effort to be more creative than Fee Simple transactions; possibly through conservation easements, density transfers, partial sales, or other tax advantageous situations. She stated that she would prefer not to acquiesce on the potential for development of greenways and trails in that area because there were many variables in land-ownership over time and through families or different situations.

Furthermore, Commissioner Lightsey stated, to allow for additional positive results in the future, that she would prefer not to “drain the funds” in the Lake Jackson Basin line item. The staff recommendation would leave only \$750,000 in that account. She hoped that the County could contribute additional funding so that approximately half of the Lake Jackson account balance could be retained.

Commissioner Katz stated that with Option 1 it would move the money out of the Lake Jackson Basin line item to be used as matching funds for the Fred George FCT grant. He asked if the grant process was unsuccessful, would the funding be returned to the Lake Jackson Basin. Mr. Davis stated that it was the intention of the motion that staff would reserve \$2.7 million plus a contingency against a \$4.5 million acquisition. The County would assume the risk associated with the FCT grant. Thereby, if the FCT grant was unsuccessful the County would be responsible for the balance. It was the County’s plan, he continued, to pre-acquire the property before submitting the application for the FCT grant so the money would be committed to the Fred George project in Mr. Davis’ opinion.

Commissioner Katz inquired as to what the funding was originally intended for. Mr. Davis reiterated that some of the projects that were intended to be funded in the Lake Jackson Basin were in fact being funded with other Blueprint dollars, specifically the County’s designated Blueprint Water Quality money. Mr. Davis clarified that it was not from the County’s 10 percent funding; the County pond projects were funded out of the \$25 million that was allocated to the County for Water Quality projects.

Commissioner Lightsey stated that, understanding how specific the staff recommendation was, she was offering a friendly amendment. She further stated that the intention of the agenda item was to begin the process to move the Fred George Basin project from Tier 2 to Tier 1 which would allow the Board to review dollar amounts as the County and Blueprint staff proceeded. She stated that she would prefer the motion not to list a dollar amount, but to simply begin the action. Hopefully, staff could retain more money for the Lake Jackson projects than was called for in the motion that was on the table. She stated that it was Lake Jackson money and she felt they were obligated to try to spend it in Lake Jackson. She clarified that she could support the Supermajority Vote in moving the Fred George Basin project from Tier 2 to Tier 1, but hoped that the Board would reserve judgment on how much to re-allocate until they knew if there was a way to leave more money in the line item that would flow to a Lake Jackson project subsequently.

Commissioner Rackleff asked for clarification whether it would move up to \$2.77 million. Commissioner Lightsey confirmed that, yes, **no more than \$2.77 million**. Commissioner Mustian stated that Commissioner Lightsey’s comments were accepted as an amendment to the motion. There being no further discussion **the motion passed unanimously**.

**16. CAC Chairman: CAC Actions - CONTINUED**

Commissioner Mustian acknowledged Terence Hinson, the incoming Chair of the CAC, and invited him to address the Board. Mr. Hinson apologized for his late arrival and thanked the Board for allowing him to participate as chair of the CAC. He also thanked the CAC for selecting him as Chair. He stated regarding the Fred George Basin, the CAC unanimously approved staff recommendation to use the funds from the Lake Jackson line item for that project. They felt strongly that the Blueprint contribution should be limited to 60 percent and supported moving the project to the Tier 1 status. The CAC was quite pleased with the acquisition of the Delta Industrial Park parcel. Regarding maintenance costs on the various projects, the CAC was unclear as to exactly how it would be funded, but hoped that the Board would remain cognizant of the issue. They strongly supported the Florida Forever Resolution.

He further stated that the CAC was concerned that pressure would be placed on Blueprint 2000 to divert funds to fund the Mahan Drive corridor project. While they agreed that it was a worthy project it was not currently a Tier 1 project; therefore, at that time they could not support the allocation of Blueprint funding beyond what had previously been placed in reserve. He stated that the members of the Board had made the citizens proud as the stewards of the funds. As the CAC Chair and as a citizen of the community he urged them to continue the good work and maintain the citizen's trust in their endeavor not to deviate from the plan that was set forth. Commissioner Mustian stated that they looked forward to working with Mr. Hinson in the coming year.

**19. Capital Circle NW/SW Orange Avenue to West Tennessee Street Right-of-Way Acquisition**

Jim Davis stated that, consistent with Blueprint's Real Estate Policy, especially for corridor improvements, staff has routinely presented the Board with roadway alignments for their approval. If successful in gaining the Board's approval staff would subsequently, via the design process, identify which parcels of right-of-way would need to be acquired to implement that particular alignment. He stated that staff had previously presented the alignment for Capital Circle NW/SW to the Board, which they approved, along with approval to acquire 61 parcels. However, there were an additional 77 parcels that were required and that issue was what was before them today.

Mr. Davis stated that, based on emails that had been exchanged, there was some confusion on what was to be built. He clarified that it was the sole intent of staff to implement the Board's guidance that was provided on December 15, 2006 to design for six-lanes for the whole corridor. However, to build only four-lanes south from the point where the potential realignment could transition east toward Tyson Road. From that point, there were only four-lanes, transitioning to two-lanes south of the Orange Avenue intersection in accordance with the Board's guidance. Furthermore, the Board had requested Blueprint acquire sensitive lands and to maximize, based upon an amendment by Commissioner Gillum, the funds that were available for those acquisitions. Mr. Davis stated that the Delta Industrial Park purchase was evidence of that, and he believed that was exactly what the Board had intended staff to do. Moreover, Blueprint had identified an additional 31-acre site owned by the Airport that would contain a 20-acre stormwater pond that would have 80 percent retrofit capacity. He stated that Commissioner

DePuy had requested staff to maximize the stormwater capacity and they had done that with those two acquisitions. Incidentally, he stated that the Delta Industrial Park would have 82-acres of stormwater ponds though they would be quite shallow and more of a swamp setting.

Mr. Davis further stated that Commissioner Lightsey had requested staff to reduce the frontage roads that were originally proposed and staff complied. The frontage road that was to be on the Delta Industrial Park site had been eliminated. Furthermore, the frontage road that was to be in the vicinity of Jackson Bluff Road had also been eliminated. It was further requested that staff minimize the impact and reduce the median widths. Staff complied by reducing the median width in the four-lane segment south of the Delta Industrial Park to 22-feet which was the FDOT minimum width. That was decreased from the proposed 36-foot wide median. Staff, based on their interpretation of the Board's guidance, was acquiring 230-feet of right-of-way for the full length of the corridor. However, not all of it would necessarily be utilized depending on what the ultimate alignment of the corridor. Mr. Davis stated that based upon what staff had submitted to the Board, the list of parcels that Blueprint needed to acquire to implement the guidance was understood by staff. If, however, the staff misinterpreted the guidance it was certainly unintentional.

Commissioner Mustian requested clarification on what the intersection of Orange Avenue and Capital Circle would look like compared to what currently exists. Mr. Davis explained that staff had a difficult time finding an aerial photo of the current configuration however he presented a slide of the aerial of the corridor that was included in the December 15, 2006 IA Agenda of what the corridor would look like.

Mr. Davis, referencing the Power Point presentation, noted that the frontage roads had been removed from the design plans for that section. He explained that the six-lane highway would transition to four-lanes, to the Orange Avenue intersection, then transition into the current two-lane roadway south of Orange Avenue. He explained to the Board that design of the intersections were the hard part of the equation because it was the intersections that determined the success or failure of moving traffic or meeting traffic service standards. Due to SIS and FHWA funding on that corridor, Blueprint was required to meet a Level of Service D. To do that, he stated, Capital Circle southbound at the Orange Avenue intersection required two left-turn lanes. That provided for one southbound through-lane which would merge with the existing pavement at a safe distance south of the intersection.

Mr. Davis stated that conversely moving north from the Airport there would only be one lane until just south of the Orange Avenue intersection, where the roadway would widen to include one right turn lane and two northbound through-lanes. That would expand to three-lanes in the northbound direction at a point north of Orange Avenue. Based upon the FDOT required Level of Service D there would be more asphalt in that area than staff preferred. Mr. Davis explained that was necessary because of the southbound turning movements off of Orange Avenue. Mr. Davis clarified the demarcation lines on the presentation graphic to ensure the Board members were aware of the right-of-way acquisition line and the asphalt line as called for in the four-lane construction plans that were based upon Board guidance. He stated that staff was diligently trying to implement the guidance the Board gave them, yet to make the intersection improvement



it was necessary for the transition to occur on the south side of it, and staff had tightened that footprint as much as they possibly could.

Commissioner Mustian stated that, although it was difficult to see in the aerial graphic, he gathered that from the existing roadway on the west side, closest to Cascade Lake, there would be some expansion westward of pavement. Mr. Davis requested clarification from Paul Hiers, the project manager, and Hugh Williams, of H. W. Lochner, on the actual increase that would occur. Mr. Hiers stated that the right-of-way would increase by 100-feet with impervious surface/asphalt increasing by 24-30-feet.

Commissioner Lightsey stated that she was apart of the previous motion, however, her understanding of it was distinctly different than the staff's. The entire discussion, going back to the founding of the citizens committee that created Blueprint 2000, was that in that area "top priority was not to disturb or damage the lake system." That was why, she continued, they proposed in the first report the alternative corridor that did not traverse the lake system. On the (original) motion there was discussion regarding what would happen south of State Road 20; it was her understanding she stated that staff would construct four-lanes south of Highway 20, but would keep any earth moving, raw ground, or construction north of the lake system in order for there to be ample time to complete the alternatives study. She questioned that if the eventual choice for that roadway was to move to an alternative alignment, the citizen's-report alternative, why would Blueprint need to acquire right-of-way or construct south through Orange Avenue.

Commissioner Lightsey stated that she had distributed copies to the Board of press coverage of what happened at Lake Jackson (a few days earlier) following a 4-inch rain event. She stated that the Interstate widening near Lake Jackson was "way back from the Lake" and that the proposed construction by Blueprint was much closer to Lake Cascade. She further stated that the aerial graphic on display was taken during drought conditions and noted that the "green wavy line" was the demarcation of the "normal water level" on Lake Cascade. She stated that if any work were to happen south of Cascade Drive then one significant rain event would put all of the erosion of sediment into Lake Cascade. With construction any closer to the lake than Cascade Drive, any rain event would "blow out" every state of the art erosion control that might be in place thereby damaging the lakes.

Commissioner Lightsey stated that the point was to study the alternatives. A portion of what was being evaluated in the PD&E study was how to do construction near lake systems and what was the best that could be done to preserve the lake. She stated that those answers would be provided in the final PD&E. If the Board approved this action before them, she stated, it would put construction in the lakes prior to getting the final PD&E report. She stated that FDOT utilized what they thought was "state of the art erosion control" on I-10 and still Lake Jackson, even with it located at a significant distance, was still affected. There were no erosion controls that could be put into place, she stated, that would protect the lakes from construction erosion in the event of major rain event. She stated that Lake Cascade was the first lake in a 5-lake chain and the most westerly; whatever happened to that lake would affect the entire system.

Commissioner Lightsey stated that she participated in the motion that was reflected in the agenda item before them. However, she stated, to her it did not mean four-lanes south of the Orange

Avenue intersection. She surely would not have supported that, she stated. She further stated that they were in a situation where there was current evidence (Lake Jackson) of what roadway construction could do to a lake. There was an on-going alternative study (PD&E) that would define what should be done regarding erosion controls, construction, and the lakes. Yet staff was proposing construction in that area prior to receiving those results. Furthermore, she reminded the Board that the original staff recommendation (in 2005) on the whole segment of the road had everything stopping at SR 20 until the completion of the PD&E Study, which would not be available for another two years. Mr. Davis concurred. The IA, led by Commissioner Tony Grippa, over-rode the staff's recommendation, and that was why they found themselves in their current situation. She asked the Board to reflect back on the original staff recommendation, to stop the construction far north of where staff was currently recommending. She stated that if staff needed to move forward with any right-of-way acquisitions (Delta Industrial Park, the car wash property, etc) that were essential for lake protection measures... (drifted into discussion about Bartow Rainey)

Commissioner Lightsey reiterated that staff's original recommendation would not have created the current situation and that the elected body pushed them to that. She suggested that the Board not move forward as recommended in the agenda item before them. She addressed the attached right-of-way maps and requested that members view parcel 100 noting that it extended to the culvert. She stated that when staff indicated there would be another 24-30 feet of asphalt, she did not object to the additional impervious surface, her issue was erosion during the construction phase. She stated that they could not afford to take that chance. Furthermore, she apologized for getting into the discussion so late in the game, but it was not until she saw the right-of-way maps that she did not know how the staff, and maybe the Board, had interpreted the previous action. She stated that it was not consistent and noted that she was listed as the person who seconded the original motion. She asked if anyone thought that it was clear at that time what the staff's scenario was for that motion. She stated, "Well, I can tell you, I had not lost my mind that day." She suggested that a substitute motion be made and hoped that staff would help her to craft it. She suggested that it be consistent with the original staff recommendation. However, she acknowledged that there had been progress made regarding the Delta Industrial Park and the car-wash facility. She stated that no matter what the outcome of the alternative corridor, it was necessary to have sufficient land on which to locate the stormwater facilities.

**Commissioner Lightsey moved that the Board not allow any construction on that phase south of Cascade Drive, or a location that staff helped choose, that the roadway be tapered down south of the Highway 20 intersection as necessary, and to only acquire right-of-way south of there that would be essential for lake protection (the stormwater facilities). Commissioner Rackleff seconded the motion.** She stated that if it needed to be "tweaked" she was amenable to that and would appreciate staff guidance.

Commissioner Gillum asked if Commissioner Lightsey's motion impacted state or federal funding, given the alteration to the Level of Service. He stated that if he recalled correctly, when the item was originally presented to the Board approximately 13 months earlier that funding was part of the discussion. He recalled that there were certain criteria that had to be met in order to achieve state or federal SIS funding on that roadway. He stated that he recalled a discussion on acquisition of right-of-way and that they (the Board/Blueprint) needed to show their inclinations in that area even though there were no intentions of constructing four-lanes south through that

area. Mr. Davis apologized and stated that he could not provide Commissioner Gillum with a definitive answer on funding. There were many variables in the decision and he did not know what the correct answer was at that point in time.

Mr. Davis requested indulgence from the Board to revert back to the original staff recommendation that basically said to build the roadway in two phases. One being to construct to just south of Blountstown Highway and finish the PD&E for CCSW before moving forward with that segment; Mr. Davis stated he felt that Blueprint could probably receive approval from Federal Highway to do that. He stated that what had him concerned, and he needed to resolve, were the funding issues. FDOT had funded Blueprint \$42 million for right-of-way acquisition, to Orange Avenue. Staff had already spent some of that. Furthermore, they were successful, just a few days earlier, in receiving full reimbursement for the Delta Industrial Park. That was predicated on a demonstrated need to handle the stormwater from the amount of impervious surface as was in the proposal; whether or not that would be impacted by delaying construction south of a given point, he would need to have clarified before making a recommendation to the Board. Could staff move forward with acquiring all of the right-of-way using those funds and modifying the construction design to not construct beyond a given point? Mr. Davis stated that he felt it was possible. Commissioner Lightsey asked how many parcels that would affect. Staff confirmed that it would affect four parcels.

Commissioner Mustian stated that he intended to speak against the motion, therefore he passed the gavel to Commissioner DePuy as the Vice-Chair of the Intergovernmental Agency. Commissioner Mustian stated that he had a very different recollection from Commissioner Lightsey because he made the motion and it was exactly as he understood it for the following reason. He stated that the Board agreed that they would like to consider, and hopefully the alignment for the re-worked Capital Circle would veer east at Tyson Road as they had discussed previously. Even if that was the final decision, Capital Circle needed improvements between Highway 20 and the Airport. There were many improvements planned for the Airport he stated, and from a practical standpoint he felt it did not make sense to have a two-lane road that snaked up for a mile, through an Orange Avenue intersection to eventually connect to Capital Circle. It seemed logical to him, he stated, and it did to the majority of the Board then (December 2005) that it needed some improvements. Furthermore, four-lanes rather than six made the most sense and that was reflected in the action taken.

Commissioner Mustian further stated that he was concerned that they were following the typical Tallahassee/Leon County patten on back-tracking on decisions. He stated that the Board had not only bent over backwards, but gone to extremes to protect the chain of lakes. He did not, however, see any way to make the necessary improvements without some construction around the lakes. He would be happy to do whatever he could and would ask staff to take every precaution to protect the lakes and do a better job than what was done with Lake Jackson, understanding there was no guarantee. From a practical stand point however, with another 2,000 people working in that area, how would the roads operate, he asked. In his opinion, four-lanes were not enough though it was the logical compromise. Furthermore, the agenda did not come as a surprise to him, he stated, it was exactly as he thought it would be.

Commissioner Mustian stated that he would encourage staff to take every action, from a design standpoint, to make the footprint of the intersection as small as possible or to move it as far from the lake as they could. The fundamental question that was proposed by Commissioner Lightsey's motion was whether staff would construct four-lanes south of Cascade Drive to Orange Avenue. His position was whether Capital Circle was re-aligned or not, and if so, the proposed improvements were necessary and should be completed.

Commissioner DePuy requested clarification of what motions were on the floor. Commissioner Thaelle stated that Commissioner Lightsey's motion was the only motion on the floor. She stated that she was waiting to hear discussion to see if, for some technical or procedural reason, to make an amendment. She further stated that the discussion thus far had been that if the roadway was to be widened through the lake system, through Orange Avenue, it would need to be on a major bridge so that it was not built at grade. Staff had even factored in the cost of a bridge study as was done with Blair Stone Road. The discussion at hand was prior to making a decision about the alternative; they were planning to make a grade improvement that kept the same environmental risk in place. If the decision was ultimately to maintain the current alignment and continue through the lake system, the improvements would not be at grade, but would be elevated for some distance back on either side of the culvert.

Commissioner Lightsey further stated that there had been two discussions by the Board on that subject; one of alternatives and the one they were presently repeating. However, those two discussions had never come together and she asked the members of the Board to connect them in their minds. She stated that if the Board chose to bridge the lake system for the widening of Capital Circle, at great expense, why would they approve "at grade" construction prior to getting the decision on the alternatives? She stated that it made no sense to her to take the same environmental risks for the proposed improvement, four-lanes through Orange Avenue, as it would if they were to take all six-lanes through the lakes. What was proposed by staff was the potential of risking the lake twice; once for the proposed CCNW/SW construction and (potentially) a second time should they decide to maintain and widen the existing alignment with a massive, expensive bridge. If part of the alternative study was state of the art protection of the lakes during road construction, why would they now approve construction of four-lanes "into the water"?

Commissioner Lightsey stated that the Board was putting the lakes at risk with the precious motion to construct four-lanes south of Orange Avenue. She apologized and stated that she would have never seconded that motion. She stated that the alternatives study and the right-of-way issue were presented as separate agenda items and discussed separately and neither had ever been fully integrated.

Mayor Marks requested clarification of the proposed lane transitions from six to two and vice versa. Mr. Davis reiterated the configuration of the roadway from earlier. Mayor Marks asked for clarification on Commissioner Lightsey's motion. Commissioner Lightsey stated that it was to return to the "original" staff recommendation from December 2005 to construct the roadway in two phases. Mr. Davis offered a bit of history to the Mayor. He stated that Commissioner Lightsey was absolutely correct in her statements; when the Blueprint 2000 program was originally developed they said there was a potential for an alternative alignment, and they did not

want to widen Capital Circle in an area where they thought the new alignment might make it unnecessary. Consequently, staff returned to the Federal Highway Administration (FHWA) and explained that they only wanted to conduct the PD&E study from West Tennessee Street to Blountstown Highway and build only that segment while they waited for the results of the Capital Circle Southwest PD&E Study. FHWA stated that Blueprint could not do that, but must study all the way to Orange Avenue. However, FHWA stated that they would allow Blueprint to “phase construct” the project; in other words, to build from US 90 to Blountstown Highway and stop, pending the results of the CCSW PD&E. That was an oversimplification, but covered the gist of their discussions. The Board desired to get to the Airport as quickly as possible, and instructed staff to build the project to Orange Avenue in one shot, concluded Mr. Davis.

Mayor Marks asked if the Board directed staff to phase construct the project would they eventually have the same final product that was before them. Mr. Davis stated, no, not necessarily. If the Board elected to design and construct an alternative alignment that Capital Circle would, Mr. Davis speculated, veer east in the vicinity of Tyson Road and then south. In the event that happened, from that point to the Airport would become an airport access road. Mr. Davis stated that he did not know how many lanes would be necessary to make that an efficient corridor. The two existing lanes might be sufficient with the removal of the Capital Circle traffic. Again, however, that was the purpose of the PD&E study.

Commissioner Lightsey stated, as a point of personal privilege, that those Board members who had been around the table for some length of time should recognize that the Orange Avenue intersection was just re-configured a few years back by FDOT. She stated that she spoke against that work until the alternatives study was completed, but she could not prevail. She further stated that FDOT “squeezed” it in between an active sinkhole and the lake system. Intersection improvements had already been made in that area; it functioned quite well and she used it all the time, she stated.

Commissioner Lightsey stated that Mr. Davis had nicely stated the situation. Her motion did not set the Board back; in fact it kept them on track. The PD&E study was underway and, she stated that she would hope they would await the results of it prior to making such a move that would cost money and jeopardize the last existing pristine lake system in this community.

Mayor Marks asked how long until the PD&E study would be completed and how that would compare to the proposed track. Mr. Davis stated that it would be approximately two years before the PD&E was complete. He hoped to have design of the proposed improvements through Orange Avenue complete by 2008 with construction beginning late that year. The estimated construction period would be three years. Therefore, it would be under construction when the results of the PD&E would be in. Mr. Davis stated that waiting for results would delay anything in that vicinity.

The Mayor asked Mr. Davis to speculate if the study result might suggest they follow the existing alignment. Mr. Davis stated that was a possibility. Commissioner Lightsey stated that if that were the case, there would be six-lanes and it would bridge over the lake connection, which was not what staff was proposing for the current project. Mr. Davis noted that Commissioner Lightsey’s comment was a very valid point. Mayor Marks asked why Blueprint didn’t simply

pursue the option of bridging the lake system. Mr. Davis stated that there was a significant amount of passion in the community to not use the existing alignment.

Commissioner Proctor requested clarification on funding and the PD&E study. Mr. Davis explained that there were two PD&E studies ongoing, one for CCSW (Orange Avenue south to Crawfordville Highway), which had funding implications if the current alignment was not included, and one for CCNW/SW (Orange Avenue north to Tennessee Street). Commissioner Proctor stated that he was trying to get to the situation behind the reason for the access point for development at FSU. Mr. Davis stated that the impetus in the original Blueprint 2000 Project Definitions Report for the consideration of an alternative alignment was economic development of the southwest quadrant of Tallahassee/Leon County to include Innovation Park. The alignment was not driven by any development at FSU.

Commissioner Proctor stated that the three factors that needed to be discussed were: (1) could they help with economic development, (2) the environment, and (3) did they want to spend the money supporting development with quick, direct access to the Airport. He felt that the Board was tasked with either reconciling economic development efforts or facilitating access to the Airport. He supported Commissioner Mustian's rationale, yet he requested comment from Commissioner Sauls as it was her district. Commissioner Sauls acknowledged there were speakers ahead of her and stated she would take her turn on the list.

Commissioner Gillum asked if the alternative alignment study anticipated connecting back into Orange Avenue. Mr. Davis stated, not necessarily however it appeared to be a possibility. Mr. Davis further stated that he would be hesitant to say that it would connect anywhere because it would pre-suppose that staff had made a decision as to where the roadway would go. Clearly, they had not; therefore he could not answer Commissioner Gillum's question. Commissioner Gillum asked with the improvements on CCNW/SW, if Mr. Davis anticipated a spur in economic development in the wooded region. Mr. Davis stated that they did not because the majority of that region was the recently acquired Delta Industrial Park; Blueprint would not allow its development.

Mr. Davis stated that the primary emphasis for that particular corridor from the Board was for access to the Airport, to maximize its economic development. There was however, additional economic development ongoing in that general area. It was not a stated desire, as he recalled. However, with the potential realignment of the CCSW corridor, a stated value was economic development of that sector.

Commissioner Gillum stated that it was always his understanding that getting to the Airport meant getting to Orange Avenue. From Orange Avenue toward the Airport, an access road made sense. Furthermore, he was not sure what impact phase constructing the roadway would have overall. There was some discussion of the graphic, right of way boundaries, roadway boundaries, and the water line for Lake Cascade and stormwater ponds between Commissioner Gillum and Mr. Davis. He stated that he was prepared to support the staff recommendation. Commissioner Gillum stated that he did not know if the Board would be taking any action beyond it than to approve the staff to move forward with right-of-way acquisition; was that not the question before them? Mr. Davis confirmed that it was.

Commissioner Gillum offered his previous statement as a substitute motion. There was discussion amongst the members regarding the motion that was on the floor and what would qualify as a substitute motion.

**RECOMMENDED ACTION:**

Approve the Resolution allowing right-of-way acquisition to begin on Capital Circle Northwest/Southwest (SR 263) from Orange Avenue to West Tennessee Street.

**Commissioner Gillum moved staff recommendation as a substitute to Commissioner Lightsey's previous motion. Commissioner Mustian seconded the motion.**

Commissioner Thaeil stated that he would be speaking against the substitute motion. The important acquisitions were the two parcels for the stormwater facilities. He felt that without the results of the PD&E study they were "putting the cart before the horse" by continuing to widen along the current alignment. Blueprint was sold to the voters as a way to build critically needed infrastructure in a way that enhanced the environment, he stated. By putting themselves in a situation where even a small likelihood of environmental damage could occur, they were not honoring the promise and premise of Blueprint. He did not feel the issue of construction of that segment was very critical at that point in time.

Commissioner Rackleff stated that he was opposed to the substitute motion as well. The notion that the so-called improvements could be far from the lake were incorrect. The Board adopted the philosophy of having a well-planned series of infrastructure projects that would not harm the environment. The substitute motion put the lake system at risk and negated the benefit of ultimately re-routing Capital Circle. It did not make sense to pursue that option without the results of the PD&E study.

Commissioner Sauls stated that she too was opposed to the substitute motion. She recalled a tour of the lakes for Commissioners and promises they made to residents of that area and cited the recent events at Lake Jackson as reasons for her opinion.

Commissioner Katz requested clarification on federal funding on the project. If they agreed to acquire the right-of-way was there any sequencing of parcels or was the plan based on availability. Mr. Davis stated that there was no sequencing currently in place however, it could be prioritized. The Board had already granted permission for staff to begin acquiring the initial 61 parcels which was ongoing. (north of the area shown on the graphics available at the meeting)

Mr. Davis clarified that there were two distinct PD&E studies that were ongoing. The issue that was at hand was the CCNW/SW project, Orange Avenue north to Tennessee Street. The fact that the transition (south of Orange Avenue) was predicated solely on the fact that the intersection required improvements for it to work through the design year. That was not to be confused with the PD&E that was to study the (alternative) route for Capital Circle. That was the CCSW PD&E study. It was that study for CCSW that the FDOT District Secretary required

Blueprint to study the existing alignment or risk losing federal funding. Both were related, he stated, but were distinctly different.

Commissioner Katz questioned if the Board approved the acquisition of the right-of-way that they would not necessarily have the current alignment of Capital Circle. Mr. Davis stated that yes approval of the right-of-way would maintain the current alignment for the next 15 years or until funding were to become available for a new alignment for Capital Circle SW. Commissioner Katz requested Mr. Davis to speculate potential alignments of CCSW and how that would affect the Airport. Mr. Davis explained that with any potential realignment of Capital Circle the current alignment would become simply an Airport access road with its two existing lanes.

Commissioner Katz further stated that Commissioner Mustian spoke of some form of mitigation as it related to increasing lake protection. Was that a realistic possibility, he asked. He stated that, if staff moved forward with the construction and depending on how the Board voted, he would like to see if that was a viable option. Mr. Davis stated that staff studied the alignment from several different ways and explained several of them along with the associated pros and cons. Commissioner Katz asked if the current roadway was bridged and if staff contemplated that it would need to be bridged. Mr. Davis stated that it was not currently bridged nor would it need to be under the scenario that was reflected in the agenda item. He stated that staff would incorporate enhancements for the treatment of the stormwater and reiterated what Commissioner Mustian stated, that there were no guarantees.

Mr. Davis stated, referring back to Commissioner Katz's earlier question of mitigation related to lake protection measures that what staff anticipated for construction and noted that the issues would be addressed during the contracting phase. H. W. Lochner, the consultant on the project, was researching what erosion control methodologies could be put in place. What staff envisioned, Mr. Davis stated, was that in the contract for the construction of that segment of the roadway staff would go to extraordinary measures to ensure that as much lake protection as could reasonably be done would be done, to the point of a full-time Environmental Enforcement person as a member of the Construction Team and a Technical Evaluation section in the RFP to discuss erosion control.

Commissioner Katz stated that he shared Commissioner Lightsey's concerns as related to Lake Cascade. He felt that the question was if they waited for the PD&E Study to be completed and the results reflected that the existing alignment was the best option, nothing would have changed. Therefore they had to decide to move forward or wait. The reality was, he stated, concerns that were valid then would be just as valid in two years. He further stated that, like Commissioner Mustian, the Board was past the issue, there may have been a genuine misunderstanding, however he did not feel that there was any malevolence on anyone's part.

Commissioner Gillum asked if Capital Circle were realigned would it change staff's opinion about the need for the improvements towards the Airport. Mr. Davis stated that it would depend on the traffic forecasts for the Airport; therefore he could not answer Commissioner Gillum definitively. He stated that it would depend on the intersection as to whether or not it would change the recommendation, but he felt that it probably would.



Commissioner Dailey stated that he was speaking against the substitute motion and intended to support the original motion on the floor. He stated that he had first-hand knowledge of effects of the recent rain event at Lake Jackson. Furthermore, he had every confidence that when they moved forward, if it was the correct decision, that the construction team would do everything in its power to provide as much environmental protection of the lake as possible. He stated that the same was tried by the construction team on the I-10 project; however, "things happen." His point, he stated, was that there seemed to be many unanswered questions that are result of the alternatives study that he did not feel comfortable moving forward at that time. He would prefer to see the PD&E study come to fruition first.

Commissioner Proctor stated that he thought that Blueprint 2000 originally promised the voters that access to the Airport would be improved. An economic engine existed, and there should be a four-lane roadway to the Airport. Part of the existing economic engine were the jobs provided by the State of Florida (in Southwood). He questioned how citizens from Gadsden and western Leon County would travel to their jobs by using Capital Circle if the Board agreed to make it a "mere access road." He stated that what he felt was most important and the right thing to do was to improve the Capital Circle corridor.

Commissioner Lightsey stated that the Citizens Committee that brought Blueprint 2000 into existence proposed the alternative route and stated that it served all the employment generators in the area, specifically the Airport and Innovation Park. The purpose as they described it was to complete the Circle but to also protect the asset, which is the lake. They found that an alternative route could be used for Capital Circle with the current route relegated to an Airport access road. She stated that Mr. Davis and the CAC/EECC were correct in that, with Capital Circle widened along the alternative route and Orange Avenue widened to four-lanes (which was the eventual plan) and with the Airport access road, the three combined would be quite serviceable and not require any additional improvement.

Commissioner Lightsey stated that Lake Cascade was larger than Lake Bradford, not as deep, but larger. Furthermore, it was the source of all the clean water that came into the lake system from the National Forest. It was essential to keep the headwaters clean if the other lakes were to survive. She stated that there was no current erosion device that could withstand the volume and velocity of runoff from significant rain events; as evidenced at Lake Jackson. The roadway was only eight to ten feet above the lake; if the pavement was located within 75-100 feet of the water, runoff from a heavy rain event would blow out every single erosion device that was currently available in the industry. The damage that occurred at Lake Jackson was from a four-inch rain event however, the article in the Tallahassee Democrat stated that the erosion control devices failed at one-inch. She stated that major destruction would occur to Lake Cascade if there was a significant rain event at anytime during construction activities. Additionally, she stated that there was not a distance in which a series of erosion control devices could be located.

She further stated that part of what they were asking of staff was, "what would you do that was beyond what was currently available to prevent damage to the lake during the construction phase?" She stated that if they did not stop further north of the lake and there was a rain event of any magnitude the damage would be done. That did not have to happen. The project could be

constructed in phases, as staff originally recommended, and funding would not be in jeopardy, she stated.

Mr. Davis clarified that he could not state infallibly, at that point in time, that funding would not be in jeopardy if changes were made to the project.

Mayor Marks stated that it was vital to protect the environment and that they would do everything possible to do that. Blueprint 2000, as he understood it, was not only designed for that purpose, but also to stimulate economic development. It was necessary to strike a balance between economic development and the environment and it was a very difficult call for everyone involved. The Airport was a primary economic generator for the community; that had to be considered, not ignored. Nor could they ignore the impacts that this would have on the environment surrounding that area. The motion as he understood it was to acquire the property, not to build the roadway, for the actual alignment was unknown at this time.

Mr. Davis clarified that the motion was to acquire the right-of-way based upon the alignment presented to the Board. Commissioner Katz questioned if the Mayor was correct in that no construction would occur without it being presented to the Board again. Mr. Davis stated that was not the intent. The intent of the agenda item, he stated, was to acquire the right-of-way to implement the presented alignment. Commissioner Katz reiterated his question; did that mean nothing would be built on that alignment until they (staff) came back to the Board? Mr. Davis stated that was not the intent, but that it certainly could mean that.

Mayor Marks continued by saying that results of the PD&E study would not be available for two years and that was troublesome to him. He felt it was necessary to do something prior to that. He recognized that there was a great deal at stake, not only environmentally, but economically as well. He stated that he reluctantly supported the substitute motion by Commissioner Gillum. **He further stated that he wished staff could acquire the property, but wait to see whether or not the presented alignment would continue to be the preferred (temporary) alignment. Commissioner Gillum stated that he would be willing to accept that as a condition on the motion.** He also asked how much time before construction could potentially begin. Mr. Davis stated that staff would hope to advertise construction for the contract in early to the middle of 2008. **Commissioner Gillum amended the motion stating that if it passes staff would return to the Board for them to assess wherever they were on the PD&E Study to determine if it had any impact or bearing on it before moving forward. Commissioner Mustian, as the second, accepted the amendment.**

Mayor Marks stated that such an amendment would help his decision considerably. He further stated that the community was moving with initiatives that might be overwhelming some, though it was necessary to move forward. He stated that he realized they needed to do so cautiously with regard to the environment, and he was in favor of that though there were other driving issues as well. The Board needed to be cognizant of those other issues otherwise they would jeopardize economic development opportunities.

Commissioner Thaell offered a point of information on the friendly amendment. The amendment stated that the Board would authorize the expenditure of public money to acquire the

right-of-way, but they might not construct the roadway. He questioned if he understood it accurately. **Commissioner Gillum clarified that prior to staff advertising the construction contract they would return to the Board.**

Mr. Davis stated that the amendment presented a problem for Blueprint. They could not exercise the powers of eminent domain without an approved design. Therefore, if the Board approved staff's recommendation then they could proceed in acquiring the property. If, however, without approval of the presented design, staff would not have the authority via eminent domain to acquire the parcels.

Commissioner Rackleff stated that everything that had been presented could be redesigned if they chose the alignment that was approved by the voters which was to re-route Capital Circle to the north and east of Lake Bradford. "Getting to the Airport" was not part of the Blueprint 2000 vision, he stated. He stated that they were prepared to spend money on land they might not need and a design that would be negated when the results of the PD&E were in. He stated that he simply could not support the substitute motion.

**The motion passed seven to five (weighted: 42-27). With Commissioners Rackleff, Sauls, Lightsey, Dailey, and Thaell casting the dissenting votes.**

## **20. Preparation of Bond Documents for Summer FY 2007 Bond Sale**

Mr. Davis stated that the Board had previously authorized staff to begin the process to sell additional bonds. He stated that they were fortunate in that over that last several years they were able to leverage their funds and therefore did not have to follow through on that process. In recent review of the cash forecast it appeared that they would need to sell bonds sometime late in the year. From that standpoint staff requested approval to move forward with the development of Bond documents using the firms, attorneys, and investment bankers they previously approved, and to allow staff to bring it back to the Board at the June 4, 2007 meeting for approval.

### **RECOMMENDED ACTION:**

Authorize staff to move forward in the bond sale process.

**The staff recommendation was moved and seconded; it passed unanimously.**

## **V. CITIZENS TO BE HEARD**

There were no requests by citizens to speak to members of the Board.

## **VI. ITEMS FROM MEMBERS OF THE COMMITTEE**

Mr. Davis stated that Blueprint staff had closed on the Booth II property the previous week. The Board now owned an additional 160-acres of sensitive lands.

**VII. ADJOURNMENT**

There being no further business, Chairman Mustian adjourned the meeting at 5:07 pm.

**APPROVED:**

**ATTEST:**

\_\_\_\_\_  
**Mark Mustian**  
**Chairman of Blueprint 2000 IA**

\_\_\_\_\_  
**Shelonda Gay**  
**Secretary to Blueprint 2000 IA**