

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

**Meeting Minutes**

**December 15, 2005**

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

**MEMBERS PRESENT**

**County**

Commissioner Ed DePuy  
Commissioner Bill Proctor  
Commissioner Bob Rackleff  
Commissioner Jane Sauls  
Commissioner Cliff Thaell, Chair

**City**

Commissioner Andrew Gillum  
Commissioner Debbie Lightsey  
Commissioner Mark Mustian

**CITY/ COUNTY STAFF**

DeLane Adams, County Commission  
Leticia Adams, County Commission  
David Bright, Blueprint 2000  
Jennette Curtis, Utility Services  
Jim Davis, Director, Blueprint 2000  
Shelonda Gay, Blueprint 2000  
Jack Kostrzewa, Planning  
Gabriel Menendez, City Public Works  
Phil Maher, Blueprint 2000

Tony Park, Leon County Public Works  
Lauren Pate, Blueprint 2000  
Tammy Peters, Blueprint 2000  
Angela Richardson, Blueprint 2000  
Debra Schiro, City Attorney Office  
Koren Taylor, Water Quality  
Jennifer Toth, Blueprint 2000  
Sal Tozzi, County Commission  
Michael Wright, City Manager's Office

**OTHERS PRESENT**

Reggie Bouthillier, Greenberg Traurig  
Delmas Barber, FAMU  
Richard Barr, Kimley-Horn & Associates  
Russell Daws, Tallahassee Museum  
Brad Day, EDC of T/LC  
Jack Diestelhorst, Capital Cascade Council  
Paco de la Fuente  
Rick Grant, Municipal Code Corp.  
George Hadley, FHWA  
Satish Kastury, WRS  
Bryant King, DRMP  
Bill Little, Jacobs Engineering\*  
Shuli Leonard, Bateman Harden

Doug Martin, OLH International\*  
Dave Muntean, Kimley-Horn & Associates  
Bryant Paulk, FDOT  
Jerry Oshesky, The LPA Group\*  
Gary Phillips, The LPA Group\*  
Ken Reecy, Florida Communities Trust  
Alan Rosenzweig, Leon County  
Jim Shepherd, Jacobs Engineering\*  
Del Suggs, Lake Bradford Homeowners Asso.  
Mark Thomasson, Genesis Group\*  
Alice Varney  
Hugh Williams, HW Lochner\*  
Ray Youmans, THC\*

\* Indicates Blueprint 2000 Consultant

Chairman Cliff Thaell called the meeting to order at 3:03 p.m.

**I. AGENDA MODIFICATIONS**

Mr. Davis stated that there were no agenda modifications.

## **II. INFORMATION ITEMS**

The following items were presented to the Board for information only, therefore no action was requested. For further information on these items, please refer to the agenda items which are available at the Blueprint 2000 offices.

- 1. Florida Communities Trust (FCT): Copeland Sink (check presentation ceremony)**  
Mr. Ken Reecy, FCT Community Program Manager, presented a matching fund check to the Intergovernmental Agency for the acquisition of 168 acre Copeland Sink property in the Headwaters of the St. Marks River.
- 2. Acquisition of 132 Acre Conservation Easement**  
Mr. Davis stated that this property (Lex Thompson) was located across the roadway from the property discussed in item #1. He stated that Blueprint is making great headway in the protection of the Headwaters of the St. Marks River. The Easement was assigned to the NFWFMD, who participated in the cost.
- 3. 2006 IA, TCC, and CAC Meeting Schedule**
- 4. September 8, 2005 CAC Minutes**
- 5. Draft November 17, 2005 CAC Minutes (CCNW/SW and CCSW items only)**
- 6. Financial Update**  
Mr. Phil Maher reviewed the information provided to the Board.

## **III. CONSENT**

- 7. Citizens Advisory Committee Appointment**  
**RECOMMENDED ACTION:**  
**Option 1:** Approve the nomination provided by the Tallahassee-Leon County Planning Commission: **Dianna Norwood.**
- 8. IA Meeting Minutes: September 19, 2005**  
**RECOMMENDED ACTION:**  
Approve Minutes as presented
- 9. Capital Circle SW PD&E Study - Include Segment from Springhill Road to Crawfordville Road**  
**RECOMMENDED ACTION:**  
**Option 1:** Include the segment of Capital Circle from Springhill Road to Crawfordville Highway in the PD&E Study for Capital Circle Southwest.

**Commissioner Gillum moved approval of the consent agenda.** Commissioner DePuy seconded the motion. The motion carried unanimously 8-0.

#### **IV. PRESENTATIONS/ACTIONS/DISCUSSIONS**

##### **10. Capital Cascade Trail Segment 2 Concept Approval, Authorization to Initiate Segment 2 Design and Permitting And Expansion of Master Plan Activities**

Mr. Davis stated that this item was tabled at the September 19, 2005 IA meeting based on 3 outstanding issues:

1. Proposed Design Team including a “Nationally Recognized” landscape architecture/park planning firm
2. Minority Business Enterprise (MBE) participation
3. Distribution of Blueprint work/contracts to additional consultants

He stated that staff had met with each commissioner regarding the project to resolve any outstanding issues prior to the meeting.

Mr. Jack Diestelhorst, Chair of Capital Cascade Council, stated that his group has worked extremely hard to make sure that the project moves forward. He stated that it is an incredible project and he recommended that the project be sent forward for final design.

#### **RECOMMENDED ACTION:**

##### **Option 1:**

1. Reaffirm the January 31, 2005, IA recommendation for the preferred concept for Capital Cascade Trail Segment 2.
2. Authorize the Intergovernmental Management Committee to negotiate and execute a Letter of Authorization with Genesis Group for design and permitting services for Phase 2 Segment 2, at a cost not to exceed \$1,635,000 (including contingency).
3. Authorize the Intergovernmental Management Committee to negotiate and execute a Letter of Authorization with Genesis Group for Expansion of Master Plan Activities, at a cost not to exceed \$400,000 (including contingency). Letters of Authorization with partial Scopes of Work will be utilized until additional funding is requested. Additional funds will be requested from the IA when Blueprint brings back the (revised) Master Plan resulting from the IA’s direction on how to re-allocate funds based on the “new money” received: (SAFETEA-LU, SIS, and TRIP).
4. The Intergovernmental Management Committee will approve the design team.

**Commissioner Rackleff moved staff recommendation.** Commission Mustian seconded the motion. Commissioner Proctor asked what the sequencing of the project would be. Mr. Davis stated that the sequencing that was approved by the Board was Segments 2, 4, 3, and then 1. The motion carried unanimously 8-0.

##### **11. Capital Cascade Trail - Segment 2: Coordination with the Contamination Remediation Project**

Mr. Davis stated that staff was requesting that the Board authorize the Intergovernmental Management Committee to negotiate with City of Tallahassee (COT) and their Consultant (WRS) to design and construct drainage and stormwater management components of Segment 2, consistent with the Capital Cascade Trail Master Plan. He stated that by doing this work as part

of the Remediation (Clean-up) Project, Blueprint will avoid having to redo work performed by WRS, minimize environmental disturbances and provide overall project savings. He stated that the City would remain in charge of the cleanup and that Blueprint would work within their parameters and the requirements in that contract.

**RECOMMENDED ACTION:**

**Option 1:**

1. Authorize the Intergovernmental Management Committee to negotiate and execute a Joint Participation Agreement with the City of Tallahassee that allows their Remediation Consultant to design and construct specific components, as described above, of the Capital Cascade Trail, Segment 2 Project.
2. The City of Tallahassee will advance fund the design and construction activities for an amount not to exceed \$2,000,000. The City of Tallahassee will request and receive reimbursement from Blueprint 2000 no earlier than FY 2008, consistent with the Blueprint Master Plan.

**Commissioner Mustian moved staff recommendation.** Commission Lightsey seconded the motion. The motion carried unanimously 8-0.

**12. Capital Circle SW Corridor Study/PD&E Alternatives**

Mr. Davis stated that staff was requesting authorization from the Board to include Corridor 1 (existing alternative) in the PD&E study for Capital Circle Southwest. He stated that the Board directed staff to only study corridor #3 at the September 19, 2005, IA meeting. He further stated that the Board directed staff to send a letter to the Florida Department of Transportation (FDOT) District Secretary and/or Federal Highway Administration (FHWA) regarding the potential financial or other impacts of not including the existing alignment in the PD&E study. Mr. Davis indicated that a response was included in the agenda packet, which stated that the elimination of corridor #1 may jeopardize future eligibility for federal funding, and that he strongly recommended including it in the study.

**RECOMMENDED ACTION:**

**Option 1:** Include Corridor 1 in the contract for the PD&E Study.

**Commissioner DePuy moved staff recommendation.** Commissioner Mustian seconded the motion. **Commissioner Mustian further requested that the Citizens Advisory Committee (CAC) recommendation be added into the motion. Commissioner DePuy amended his motion to include the CAC recommendation.**

**CAC:**

1. At its November 17, 2005, meeting, the CAC voted 9-0 to:
  - A. Approve Option 1.
  - B. Strongly reiterate that the PD&E Study should emphasize the goals of the Blueprint 2000 Program which are: to protect the Chain-of-Lakes, Apalachicola National Forest and existing neighborhoods where possible; improve access to Innovation Park, Tallahassee Museum and undeveloped

property, and separate through traffic from Airport traffic to improve access to the Airport; incorporate greenways, landscaping and stormwater enhancements; and support economic development through locating major transportation infrastructure projects that would stimulate economic development and provide a mix of housing opportunities. The CAC believes that these goals are as important as minimizing project costs.

- C. Recommend that the IA clarify its direction to staff. In the September 19, 2005, Agenda Item, it stated that the CAC recommended "Corridor 3 be extended toward Segment 4A, but come no closer than 200 yards to existing residences." This was part of the final language adopted by the IA. The actual intent of the CAC recommendation was for the northern boundary of Corridor 3 to be extended toward Segment 4A, but this boundary was not to come closer than 200 yards to the existing residences in the neighborhoods of Seminole Manor and Mabry Manor.

Commissioner Sauls commented that she wanted to reiterate that the Board's preferred route is through Tyson Road (corridor #3); however, she did not want to jeopardize the federal funding.

Commissioner Rackleff stated that he would be reluctant to vote for the motion because he did not see spending public funds on a corridor that the Board would not select to use. He further stated that he did not understand the impact there would be on federal funding and what the consequences would be if the existing corridor were not studied.

Mr. Davis stated that Capital Circle is a state road and that FDOT must follow the National Environmental Policy Act (NEPA) process, which requires that all feasible routes must be considered in the PD&E process. He further stated that there is no federal funding on this segment of the road yet; however, if the Board chooses not to comply with the NEPA process, then it will eliminate the possibility of federal funding.

Commissioner Rackleff stated that he didn't want the study to be completed and be forced to use the current alignment. He further stated that the citizens of Tallahassee are funding the project at this point anyway.

Commissioner DePuy stated that when the original motion was made at the September meeting, it was with the understanding that if the Board received direction back from FDOT and FHWA that said that the current alignment needed to be studied that the Board would move forward with the study. He stated that he was not convinced that the current alignment should not be used and that if it is the best route then it should be on the table for consideration, and that it may be the best expenditure of the taxpayer's dollars.

Commissioner Rackleff stated that he could not vote for the motion for this reason.

Commissioner Lightsey stated that she did not like this route being included. She further stated that whatever route is selected should be the one with the most merit, and that inflicts the least damage, and supports all the goals will be the one that will prevail.

Commissioner Proctor stated that the letter from Secretary Prescott was very clear in stating that if the existing route is not studied then it would jeopardize future federal funding. He stated that

the great issue is how sure are we that we would get federal funding on this segment. He further stated that there is no commitment of federal funds on this segment at this point, and there is no guarantee that we will get any. He stated that maybe the item should be tabled until there is greater clarity on the federal funding because the Secretary may know something about future funding that the Board does not know.

Mr. Davis stated that FDOT is not saying that the existing route must be selected; however, they are saying that it must be studied. He further stated that Blueprint has received large amounts of federal funds on other segments of Capital Circle; however, he could not forecast whether Blueprint would receive money for this segment.

Commissioner Rackleff stated that this segment has been discussed for 20 years and there will be serious consequences to the quality of the lakes. He further stated that the federal money will not be allocated for probably another 5 years and that the Board would be spending local taxpayer money to complete this segment of the road, and that it would be a waste of money to study this segment.

Commissioner Thaeil called for the question. **The motion passed 6-2 with Commissioner Lightsey and Commissioner Rackleff casting the dissenting votes.**

### **13. Capital Circle NW/SW E-PD&E: Typical Section, Recommended Alignment, and Extended Design Limits Approval**

Mr. Davis stated that there were a couple of key issues that needed to be discussed. He stated that the first issue is money; Blueprint was awarded \$43.5M in Strategic Intermodal System (SIS) money, \$8M of federal money. He further stated that the Board directed staff to begin design and construction to Orange Avenue. Mr. Davis stated that in order for this segment to move forward, staff needed typical section approval and alignment approval to move forward, regardless to any modifications that will be made later. He stated that once the typical section and alignment have been approved, staff could conduct the final public meeting, which is required before they would go back to FHWA for final location design approval. Mr. Davis stated that there have been discussions of reducing the lane from 6 to 4 south of the Delta Industrial Park to the southern termini of the project. He stated that this is a viable option, subject to FWHA approval. He stated that the CAC voted not to design the road south of Blountstown Highway until the PD&E study for Capital Circle SW has been completed.

#### **RECOMMENDED ACTION:**

##### **Option 1:**

1. Approve the typical sections.
2. Approve the staff recommendation (Combination Alignment #2), including:
  - a. Center alignment on SR 20.
  - b. Short bridge (approximately 100' long) and associated mitigation at Gum Swamp.
3. Approve the left/west alignment in the vicinity of Orange Avenue (See Advantages/Disadvantages under Section 4A).
4. Authorize the Intergovernmental Management Committee to:
  - a. Approve the access road listed in Section 4E.

- b. Execute a supplemental agreement to the existing contract with H.W. Lochner, Inc. for the continuation of the design to Orange Avenue (refer to Section 5).

Commissioner Mustian stated that there were several issues regarding this segment of the road, it is important to keep the ball moving because it only gets more expensive and harder to do the longer it takes to complete the project. He further stated that it is important to be able to fully utilize the money that was received. He stated that the final goal is to do the right thing environmentally with one of the most environmentally sensitive areas of Capital Circle. **Commissioner Mustian moved staff recommendation with the caveats to design the road full to Orange Avenue, but make an affirmative statement that the Board's preference is to do 4 lanes instead of 6 south of any realigned part of Capital Circle, and that anything more than that would require Board approval. He further moved that Blueprint purchase environmentally sensitive property and property that could be used for stormwater management within the corridor in accordance with the land banking policy.** Commissioner DePuy seconded the motion.

Commissioner Gillum asked for clarification on who would fund the environmental land purchases. Mr. Davis stated that it would be funded by Blueprint 2000. Mr. Davis stated that the details on use of the SIS money have not been completely defined. He stated that initial indications were that it could be used to purchase the full 230 feet of right-of-way and possibly land for stormwater ponds. **Commissioner Gillum stated that the motion should be amended to include total construction and right-of way money.** Commissioner Mustian agreed to the amendment.

**Commissioner DePuy asked to amend the motion to enhance the stormwater controls and design beyond the minimum permit standards.** Commissioner Mustian agreed to the amendment.

Commissioner Proctor asked for clarification of the area that would be limited to 4 lanes and whether it included the area between Woodville Highway and Crawfordville Highway. Commissioner Mustian stated that he was only referring to the area south of the proposed realignment of Capital Circle, along Tyson Road and west of Springhill Road.

Commissioner Gillum asked if the SIS money could only be used on this segment of Capital Circle. Mr. Davis affirmed that it could only be used on this segment of Capital Circle and only for right-of-way purchases. Commissioner Gillum asked if this segment was fully funded and if this freed up funds that could be used elsewhere in the program. Mr. Davis affirmed that the project was fully funded prior to the receipt of the SIS money, and that it would be used on whatever projects the Board wished to within the Blueprint program. He further stated that the staff was planning to bring the Board a new master plan at the February 2006 meeting. There was further discussion of how the available funds could be used. Mr. Davis stated that the master plan would be further developed based upon previous board directives.

Commissioner Lightsey stated that she was concerned that the right-of-way south of SR20 had not been narrowed from 230 feet in the environmentally sensitive area, and the elimination of the access road in front of the Delta Industrial Park as the owner had requested. She stated that the size of the median and the width of the road would make a great difference if you are at the edge

of the lake. Commissioner Lightsey stated that she would hope that the Board had some sensitivity to this area, and not plan an access road on both sides of the road, and look in every instance to narrow the road in this area.

Commissioner Mustian stated that the general sense is that this is a very sensitive area and that the lanes would need to be adjusted because of that, and that access roads on both side should be avoided when possible.

Commissioner Gillum asked for clarification on whether there would be a reduction in the amount of property purchased or used in the areas of the lakes. Mr. Davis stated that the amount of right-of-way purchased would not change from the 230 feet, and that Blueprint would own and control the full 230 feet. He stated that his understanding of the motion was to move forward with the design of the 6-lane, however, only construct 4-lanes in this area and limit the amount of impervious surface wherever there was the opportunity.

Commissioner Lightsey stated that it is also important to limit disturbance of the land as well within the 230 feet during construction.

Commissioner Sauls asked for clarification on the potential mitigation.

Mr. Davis stated that the mitigation had to do with the Gum Swamp area. He stated that a 100-foot grade level bridge would be installed to cross Gum Swamp, with culverts on either end to equalize the flow. He stated that Blueprint would coordinate with the County Growth Management staff to mitigate the impact on Gum Swamp by the acquisition of mitigation areas as shown on Attachment 12. Mr. Davis described the use of the properties in the mitigation areas and stated that they would be acquired, cleaned up and put back into a natural state. He stated that some of the properties currently flood. He further stated that there was another property that was currently a trailer park, which also floods, and that property would be acquired and put back into a natural state.

Commissioner Proctor stated that he was concerned that the map did not include Springhill Road and Orange Avenue up to Capital Circle. Commissioner Mustian stated that this agenda item was concerned with the segment of Capital Circle from Highway 90 to Orange Avenue only. He further stated that the previous item was the segment of Capital Circle that would include Springhill Road in the PD&E study; and that alignment would be approved once the study had been completed in about a year.

Mr. Davis stated that the PD&E study would take longer than one year because this is such an environmentally sensitive area. He further stated that he thought the PD&E would take 3 years in the worst-case scenario. Mr. Davis clarified that the Board was approving the study beginning at Blountstown Highway and ending at Crawfordville Highway as outlined in attachment 3 of the previous agenda item. He further stated that the section between Blountstown Highway and Orange Avenue would be a re-evaluation to allow for any alternative alignment. Commissioner Gillum stated that he did not feel comfortable approving the study of the current alignment because it would probably take half the time of the study, and it is not a realistic alignment alternative. Mr. Davis stated that he believed that the most difficult portion of the study would be of the area around Black Swamp.



Commissioner Proctor stated that the Board is being forced to study an area that is not a realistic alternative; because the Board will not approve construction through Lake Bradford or through any other sensitive area to theoretically keep options open. He further stated that the Board would be spending millions of dollars to buy right-of-way and to study an alignment that would not be feasible. Commissioner Proctor stated that his desire was to see an appropriate gateway into the community from the airport. He stated that he could not support the motion. He stated that the only people who would benefit are the people who will be conducting the studies.

Commissioner Thaelle asked how the realignment would effect the transfer station on Gum Road. Mr. Davis stated that there would be a minor impact; however, County staff has an alternative solution that minimized the impact.

Commissioner Gillum stated that he would like to reconsider his vote on agenda item #12 to include the current alignment of Capital Circle Southwest. Commissioner Thaelle stated that after the current item was voted on, then that item could be revisited.

Mr. George Hadley, Environmental Coordinator, Federal Highway Administration, Florida Division, stated that his office would have to review and accept the environmental document in order to give location and design approval. He further stated that the Board should be cautious of the timing of purchasing right-of-way using federal aid construction funds because the projects must follow federal regulations. He stated that if right-of-way was purchased prior to the approval of the roadway location design approval, then there could be a concern about predetermination of the roadway alignment, which is against federal regulations. He referred the Board to several federal regulating boards regarding the construction of federal roads including the Council on Environmental Qualities. Commissioner Proctor asked that the motion be amended to not purchase right-of-way until there was greater clarity from the FDOT. **Commissioner Mustian amended his motion to limit the amount of right-of-way that is purchased until staff has consulted with FDOT & FHWA to insure that federal funds are not unduly jeopardized.** He further expressed concern with the increasing cost of right-of-way. The motion carried 7-1. Commissioner Proctor cast the dissenting vote.

Commissioner Gillum stated that he had received a copy of a public records request regarding draft letters from Blueprint to FDOT regarding Capital Circle SW. He stated that the first draft was a very persuasive document for not including the current alignment of Capital Circle SW; however, the final draft was not as persuasive and resulted in FDOT stating that funding would be jeopardized if the current alignment was not studied in the PD&E study. He stated that he was not convinced that the current alignment needed to be included in the study because it would be a waste of time and resources, since there is very little interest in keeping the current alignment.

**Commissioner Gillum stated that he would like to reconsider his vote on item # 12, Capital Circle Southwest Corridor Study/ PD&E Alternatives (SR 20 to Springhill Road).** Commissioner Proctor seconded the motion.

Commissioner Lightsey stated that she had seen the same draft letter and that the letter listed 3 criteria and that only corridor 3 met the criteria. She stated that the letter was quite persuasive. Commissioner Thaelle asked that staff provide all the members of the board a copy of the draft letter that was being discussed.

There was discussion of the parliamentary procedures for reconsidering a vote, and bringing an item back that was previously voted on.

The Board was provided a copy of the draft letter. Commissioner Lightsey stated that had this draft document been sent, then the answer from FDOT may have been different.

Commissioner DePuy stated that he did not want to do anything that would jeopardize getting federal funding.

Commissioner Mustian stated that Secretary Ed Prescott should be invited to the next meeting so that he can answer questions that the Board has, and defer the motion until the Board has had the opportunity to hear from Mr. Prescott.

Commissioner Lightsey stated that she did not wish to see the study of corridor 3 held up by the Board's request for further discussion on including the existing alignment in the study. **Commissioner Gillum stated that if it were legal to do - move forward with the study - then he would like to include that in his motion to reconsider.** Ms. Lightsey stated that if all reasonable routes must be studied, and the forest route was one of the alternates, then why was it not addressed in the response. She stated that her concern was that any route that was used would require bridging, and that this segment could not be a traditional roadway that is built at grade. She stated that the example that was being used is Blair Stone Road because the roadway needs to be environmentally sound and not disturb natural habitats. She stated that the consultant needs to be directed that this will not be a conventional roadway or design and that healthy environmental habitats need to remain.

The motion to reconsider item #12 passed unanimously 8-0.

**V. CITIZENS TO BE HEARD**

Commissioner Rackleff stated that he had walked the trail along the ditch through Black Swamp, and that it is currently ready to be a trail. He stated that he would like to see some grooming to make it a trail. Commissioner Thaell asked that staff bring the item back for consideration.

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

**VII. ADJOURNMENT**

There being no further business, Chairman Thaell adjourned the meeting at 4:45 pm.

**APPROVED:**

**ATTEST:**

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**Cliff Thaell**  
**Chairman of Blueprint 2000 IA**

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