

INTERGOVERNMENTAL COORDINATION ELEMENT DATA AND ANALYSIS

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INTRODUCTION

Intergovernmental Coordination Element.....i

The Intergovernmental Coordination Element identifies and analyzes intergovernmental relationships in the context of the Alachua County Comprehensive Plan. Relevant federal, state, regional and local agencies including adjacent counties, cities in Alachua County and utility providers are identified. A variety of intergovernmental coordination mechanisms are reviewed and specific existing coordination mechanisms are analyzed, in terms of their effectiveness in addressing issues with intergovernmental implications.

Planning and development activities which occur within the County can significantly affect and be affected by government units at different levels, school boards, independent special districts, water management districts and agencies or units of government providing services but not having regulatory authority over the use of land. The purpose of the Intergovernmental Coordination Element is to identify and improve the processes of coordination between the County and these various authorities to create compatible, efficient and effective relationships.

Data and Analysis requirements for the Intergovernmental Coordination Element are set forth in Rule 9J-5.005(2) Florida Administrative Code.

DATA & ANALYSIS

I. Inventory of Existing Coordination Mechanisms

The following table (Table 1) provides an inventory of the federal, state, regional, and local entities with which Alachua County must coordinate and a brief description of the activities and areas of coordination for those entities.

Table 1. Inventory of Entities	
Federal Agencies	Federal Emergency Management Agency(FEMA) - Administers the National Flood Insurance Program and is involved in development review in terms of regulating the development of lands in flood prone areas.
	Environmental Protection Agency (EPA) - Lead agency for implementing the National Environmental Policy Act, the Clean Air Act, the Safe Drinking Water Act and the Water Pollution Control Act. EPA also administers a hazardous waste site clean-up program and issues hazardous materials restrictions and guidelines.
	United States Army Corps of Engineers(Corps) - Regulates the development and maintenance of the nation’s water and related land resources and has permit authority to regulate activities involving discharges of dredged or fill material in all waters of the United States.
	United States Fish & Wildlife Service (FWS) - Establishes regulations and development guidelines for the protection of endangered/threatened species, has an inventory of wetlands, and acquires habitat areas and recreation and wilderness areas.
	United States Geological Survey (USGS) - Provides topographic, geologic, and hydrologic maps used to identify areas of concern.

Table 1. Inventory of Entities

	<p>United States Department of Agriculture(USDA) - Provides information regarding the suitability of soils for septic tank use, subsidizes farmers for retaining land in agriculture, and provides rural credit programs in the areas of housing, farming, community facilities, water and waste disposal, and rural business and industrial development.</p>
	<p>United States Department of Transportation (DOT) - Reviews and approves federally funded highway projects and has responsibility for highway safety programs.</p>
	<p>Federal Aviation Administration (FAA) - Regulates the nation’s aviation system through licensing airports and providing funding for maintenance and enhancement of commercial airline service airports.</p>
	<p>United States Bureau of the Census - Provides demographic and economic data.</p>
	<p>United States Department of Labor - Provides economic development assistance and economic data.</p>
	<p>United States Department of Housing & Urban Development (HUD) - Provides block grant funds to the State of Florida/DCA to implement the Small Cities CDBG Program. Also administers FHA which provides mortgage insurance on loans for low/moderate income home-buyers.</p>
	<p>AMTRAK - Provides north/south passenger rail service for Alachua County from the depot in Waldo.</p>
	<p>Veterans Administration (VA) - Provides medical services, home loans, and other benefits to veterans, and the VA Medical Center in Gainesville employs about 1,500 persons serving as one of the County’s major employers.</p>
<p>State Agencies</p>	<p>Florida Department of Community Affairs (DCA) - Reviews local government comprehensive plans for compliance with the Growth Management Act and consistency with the Comprehensive Regional Policy Plan and the State Comprehensive Plan. DCA also provides data and promulgates guidelines and standards for developments of regional impact. The DCA, through the Florida Housing Finance Agency, administers the State Housing Initiatives Partnership (SHIP) Program which funds affordable housing programs serving low and very-low income households within Alachua County.</p>
	<p>Florida Department of Transportation (FDOT) - Responsible for the planning, construction, maintenance and access to the state highway system, as well as the State Rail Plan and the Florida Aviation System Plan. FDOT also controls access points and regulates drainage and stormwater runoff as they pertain to the drainage system of State roads.</p>
	<p>Florida Fish & Wildlife Conservation Commission (FWCC) - Responsible for wild animal life and fresh water aquatic life resources and provides enforcement for regulations regarding littering and illegal dumping.</p>
	<p>Florida Department of Children & Families (DCF) - Licenses mobile home parks, group homes and nursing homes; regulates septic tank and drainfield installation; provides programs for children, youth, families, and the aging.</p>
	<p>Florida Department of Agriculture & Consumer Services (ACS) - Responsible for forest management assistance and provides fire protection to woodland areas; also responsible for soils information and suitability.</p>
	<p>Florida Department of Environmental Protection (DEP) - Permitting agency for environmental quality; administers federal guidelines and requirements for air and water quality; monitors water quality and stormwater quality through the Water Management Districts.</p>
	<p>Florida Department of Management Services (DMS) - Responsible for the siting, construction and maintenance of state buildings for various departments within state government.</p>

Table 1. Inventory of Entities

	<p>Florida Department of Business & Professional Regulation - Licenses apartment complexes, motels, hotels, transient lodges, and restaurants, and businesses and other entities to sell alcoholic beverages.</p>
	<p>Florida Department of Education - Sets capacity standards for local school boards, provides funds to build or renovate local schools, and offers services for the blind, migrant programs and vocational education.</p>
	<p>Florida Department of Labor & Employment Security - Provides job training and vocational rehabilitation.</p>
	<p>Florida Department of Corrections - Manages the State's penal institutions and provides probation and parole services.</p>
	<p>Florida Department of State, Division of Historical Resources - Maps and inventories archeological and historical resources in the State and provides matching grant programs for protection, restoration and acquisition of historic resources.</p>
	<p>Florida Division of Emergency Management - Alachua County has entered into a statewide catastrophic mutual aid agreement which allows Alachua County Emergency Services to respond to jurisdictions outside of Alachua County during times of disaster.</p>
	<p>University of Florida (UF) - A major landholder and employer for Alachua County. BEBR provides population estimates and projections and employment and economic data. IFAS provides research into agriculturally-related issues and assistance to the farming community.</p>
	<p>Santa Fe Community College (SFCC) - Offers two-year Associate of Arts transfer degrees and vocational training courses in a variety of fields.</p>

Table 1. Inventory of Entities

<p style="text-align: center;">Regional Agencies</p>	<p>North Central Florida Regional Planning Council (RPC) - Comprised of eleven counties, the RPC is charged with the preparation of a Comprehensive Regional Policy Plan providing regional issues, goals, policies, and standards which further the goals and policies of the Stat of Florida Comprehensive Plan. RPC maintains a regional database, reviews DRIs and determines the positive and negative effects of proposed developments; reviews applications for federal domestic assistance; and can act as facilitator to an informal mediation process to resolve conflicts relating to local comprehensive plans.</p>
	<p>North Central Florida Health Planning Council (NCFHPC) - The designated local health council for HRS District III evaluates local needs and formulates community health plans.</p>
	<p>St. Johns River/Suwannee River Water Management Districts (WMDs) - Responsible for water resource planning and permitting, floodplain and wetlands management and wellfield protection requirements.</p>
	<p>Alachua County Library District - An independent special taxing district, whose board is comprised of two City Commissioners and three County Commissioners, created to provide public library system services, programs and facilities to citizens in Alachua County.</p>
	<p>Gainesville/Alachua County Regional Airport Authority - Manages and operates the Gainesville Regional Airport and other airport facilities. It is comprised of one County Commissioner, three members appointed by the Governor, and the five Gainesville City Commissioners.</p>
	<p>Alachua County Housing Authority - Administers public housing programs with housing units in the unincorporated area and some of the municipalities, excluding Gainesville.</p>
	<p>Gainesville Housing Authority - Administers public housing programs within Gainesville City limits and part of the unincorporated area.</p>
	<p>Metropolitan Transportation Planning Organization (MTPO) - Responsible for carrying out the urban transportation planning process, developing the planning work programs, transportation plan and transportation improvement plan. It consists of the five Alachua County Commissioners and the five Gainesville City Commissioners.</p>
	<p>School Board of Alachua County - Operates and administers all public schools in Alachua County and approves and adopts a district-wide school building program.</p>
<p style="text-align: center;">Adjacent Counties</p> <p>*The Alachua County Library District has entered into an inter-local agreement with each adjacent county. This agreement allows citizens of adjacent counties to use branch libraries in Alachua County.</p>	<p>Bradford - Located north of Alachua County, Bradford and Alachua Counties share road facilities (US 301, and County Roads 200A, 231, 237, and 1475), the Floridan aquifer system and the Santa Fe River drainage basin.</p>
	<p>Clay - Alachua and Clay Counties share the Floridan aquifer system and the Santa Fe River drainage basin.</p>
	<p>Columbia - Alachua and Columbia Counties share the Floridan aquifer system, the Santa Fe River drainage basin, O'Leno State Park, Interstate 75, US 441, and US 27.</p>
	<p>Gilchrist - By inter-local agreement, Gilchrist County uses the Alachua County Solid Waste facility. In addition to sharing SR 26 and a number of County Roads, Alachua and Gilchrist Counties share the Floridan aquifer system and the Waccasassa River and Santa Fe River drainage basins.</p>
	<p>Levy - Forming the southwest border of Alachua County, Levy and Alachua Counties share US 41/27 and State Roads 24 and 121 as well as a number of County Roads and Watermelon Pond. Alachua and Levy Counties share the Floridan aquifer system and the Oklawaha and Waccasassa River drainage basin.</p>
	<p>Marion - Shared facilities with Marion County, south of Alachua County, include Orange Lake, Lochloosa Wildlife Management Area, I-75, US 301, US 441 and other County roads. Alachua and Marion Counties also share the Floridan aquifer system, the Oklawaha drainage basin, and the rural center of Evinston.</p>

Table 1. Inventory of Entities

	<p>Putnam - East of Alachua County, Putnam County shares Santa Fe Lake and Little Orange Lake as well as SR 20, SR 26, and CR 234. Alachua and Putnam also share the rural center of Melrose, the Floridan aquifer system, and the Santa Fe River, Etonia Creek and Oklawaha drainage basins.</p>
	<p>Union - The Santa Fe River forms the boundary between Union and Alachua Counties. SR 121 and CR 241 are shared road facilities. Alachua and Union share the Floridan aquifer system and the Santa Fe River drainage basin.</p>
<p>Cities*</p> <p>*Each municipality coordinates with Alachua County to receive DEP funding for a joint recycling program grant.</p>	<p>Alachua - Located in Northwest Alachua County, Alachua contains portions of I-75, US 441, SR 235, and County Roads 235A, 241, and 2054. The San Felasco State Preserve lies along the southern border of this city. The County provides building inspection and solid waste services. Also through inter-local agreement, fire protection services are augmented by the County.</p>
	<p>Archer - Portions of US 41, SR 24 and County Roads 241 and 346 are within Archer, located in Southwest Alachua County. The County provides law enforcement, building inspection services and animal control. Through inter-local agreement, fire protection services are augmented by the County and the County provides solid waste services as well. Archer has its own potable water facility serving a portion of the unincorporated area.</p>
	<p>Gainesville - The county seat of Alachua County, Gainesville is surrounded by an unincorporated urban area for which it provides water, wastewater, electricity and gas services (through GRU). Fire services are shared in the urban area as well. A number of State, County and City roads are shared. Traffic signalization, intersection improvement, and mass transit services are provided by Gainesville to the urban area. Joint boards include the Metropolitan Transportation Planning Organization (MTPO), Cultural Affairs Board, RTS Advisory Board, and Public Recreation Board.</p>
	<p>Hawthorne - Located in the Eastern part of Alachua County, Hawthorne contains portions of US 301, SR 20 and CR 2082, and Little Orange Lake is partially within the city limits. The County provides fire protection, emergency, solid waste, building inspection and animal control services. Hawthorne has its own potable water facility and serves some customers outside its corporate limits.</p>
	<p>High Springs - Portions of US 27, US 41, US 441, SR 25, and County Roads 25B, 236 and 340 are within High Springs, located in Northwest Alachua County. The County provides solid waste, fire protection, emergency, building inspection, and animal control services. High Springs has its own potable water facility and serves some customers outside its corporate limits.</p>
	<p>LaCrosse - The County provides LaCrosse with fire protection, emergency, building inspection, animal control and solid waste services. Portions of State Roads 121 and 235 are within LaCrosse and CR 237 is just west of LaCrosse.</p>
	<p>Micanopy - Shared facilities include portions of US 441 and County Roads 25A, 234 and 329, and a portion of Lake Tuscahulla is within Micanopy. The County provides emergency services, solid waste, building inspection, and animal control services. Micanopy has its own potable water facility and serves some customers outside its corporate limits.</p>
	<p>Newberry - Located in the Western part of Alachua County, Newberry contains portions of County Roads 235 and 337, US 41 and SR 26. The County provides fire protection, emergency, law enforcement, building inspection, solid waste and animal control services. Newberry has potable water and sanitary sewer facilities and serves locations outside its municipal limits.</p>
	<p>Waldo - Portions of County Road 1475, US 301 and SR 24 are within Waldo, located in Northeast Alachua County. The County provides animal control and solid waste services. Through inter-local agreement, fire protection services are augmented by the County. Waldo has its own potable water facility and does not serve customers outside its corporate limits.</p>

Table 1. Inventory of Entities	
Utilities	Alltel Telephone - Provides telephone service to areas within Alachua County.
	BellSouth Telephone & BellSouth Mobility - Provides telephone and internet services to areas within Alachua County.
	Central Florida Electric Cooperative, Inc. - A rural electric cooperative serving the City of Archer, has about 740 meter connections in Alachua County as of December 2001.
	Clay Electric Cooperative, Inc. - A rural electric cooperative serving 19,224 customers in Alachua County.
	Cox Communications, Inc. - This entity provides cable television service in Alachua County.
	Florida Power Corporation - Provides electrical utility services in Archer, High Springs, LaCrosse, Micanopy, and unincorporated area of Alachua County. Florida Power has about 4,691 meter connections in the unincorporated area.
	Florida Power & Light - Provides electrical utility service in the City of Hawthorne and surrounding area with approximately 1,000 meter connections in Alachua County.
	Gainesville Regional Utilities (GRU) is a combined system providing electric, water, wastewater, natural gas and communication service to Gainesville and parts of unincorporated Alachua County. As of September 2001, GRU provided electric service to 83,356 customers; natural gas customers numbered 28,847; 58,842 water customers; and 52,260 wastewater customers.

Source: Alachua County Office of Planning & Development.

II. Effectiveness of Coordination Mechanisms

The table provided in Appendix A is excerpted from the Evaluation & Appraisal Report of the Alachua County Comprehensive Plan, which was adopted in September 1998. The table summarizes the relationships and assessment of effectiveness for the federal, state, regional and local agencies with which Alachua County coordinates on various issues.

III. Intergovernmental Coordination Issues

A. Joint Planning

An amendment to the Alachua County Charter was approved by referendum on November 7, 2000. This amendment allows the County to enter into interlocal agreement with its municipalities to provide for joint planning in those parts of the unincorporated area that are not designated as reserve areas for another municipality. The actual language from the charter amendment is found in Appendix B. Also, the Municipal Leaders Steering Committee has as its objective to develop a more coordinated approach for Alachua County and its municipalities to engage in joint planning on land use and infrastructure issues associated with annexations.

B. University of Florida Campus Master Plan

The Campus Master Plan (CMP) was adopted in 1996 and updated in 2001. The CMP includes provisions for coordination with Alachua County on the use and development of its satellite facilities located in the unincorporated area. Information is provided in Appendix C concerning the University's satellite facilities which are located in the unincorporated area of Alachua County.

C. School Concurrency

Intergovernmental Coordination Element Policy 6.5 sets the framework for the extension of concurrency requirements to public schools. The County would be required to create a Public Schools Element in collaboration with the School Board of Alachua County and the municipalities. Appendix D presents a summary of Sections 163.3177(12) and 163.3180, Florida Statutes which provide guidelines for establishing concurrency for public schools. A map of public schools in the unincorporated area is included in this document.

D. Alachua County/City of Gainesville Fire Rescue Merger

In July 2001, at a combined meeting of the Board of Alachua County Commissioners and the Gainesville City Commission, action was taken to proceed with efforts to merge the two emergency services agencies into a single "All Hazards Emergency Services Special Independent District". Subsequently, a special "Transition Board" was appointed (three Commissioners each from the City and County Commissions, and one elected representative from the Alachua County League of Cities) to provide the leadership to accomplish the merger. Additionally, the County and City of Gainesville, through an interlocal agreement, committed to fund and support the initiative with their various staffs and to functionally merge the two departments by October 1, 2002.

The Transition Board is planning to include a "straw ballot" in the November 2002 election for the public to indicate whether they favor: 1) a single emergency services department providing emergency medical response and transport, fire protection, emergency management, and Enhanced 911 Addressing, Mapping and Database Management; and 2) the creation of a new independent taxing authority to support a single emergency services district/department.

In terms of the anticipated impact of a merged emergency services department on other municipalities and independent volunteer fire departments, discussions have included considerations for other local jurisdictions within Alachua County to have the continuation of similar partnerships and contracts as they currently have with the County, and to offer opportunities for one or all to merge into the larger single emergency services agency.

E. Intergovernmental Coordination Issues by Element

The following table (Table 2) provides a summary of specific issues within each of the comprehensive plan elements and the intergovernmental coordination mechanisms for addressing them.

Table 2. Issues by Element		
Comprehensive Plan Element	Issue/Subject	Means for Addressing Issue
Future Land Use	Annexations & Joint Planning	A County Annexation Team has been formed to review annexation proposals for consistency with State law and County policies. The Municipal Leaders Steering Committee is comprised of representatives of Alachua County and municipal commissioners which has initiated a joint planning and visioning process to address planning issues associated with annexations.
	Urban Reserve/Service Areas	The Alachua County Boundary Adjustment Act (BAA) contains procedures for establishing municipal reserve areas and setting priorities for cities within Alachua County to designate such areas. See Map of Urban Reserve & Extra-territorial Reserve Areas.
	Public School Siting	Pursuant to legislative changes, Alachua County has amended its FLUE to meet requirements that proposed new sites for public educational facilities be consistent with local comprehensive plans and land development regulations and to encourage the collocation of public schools with parks and libraries.
	Library Siting	The Library District has relied upon informal discussion as its coordination mechanism for site selection. There are currently no plans for siting new branches.
Transportation Mobility	Shared Roadway LOS/Concurrency	Alachua County has policies requiring Transportation System Management and Transportation Demand Management strategies of all developments. The City of Gainesville is requiring TSM and TDM strategies for projects within their Transportation Concurrency Exception Area.
Housing	State Housing Initiatives Partnership (SHIP) Program	Alachua County provides down-payment assistance and housing rehabilitation services for the unincorporated area and all municipalities, except Gainesville. The County and the City of Gainesville provide training for first-time home-buyers and jointly administer the Special Needs portion of the SHIP Program

Table 2. Issues by Element		
Comprehensive Plan Element	Issue/Subject	Means for Addressing Issue
Potable Water & Sanitary Sewer	Potable Water & Sanitary Sewer Provisions and Concurrency	Currently, GRU verifies capacity, in terms of concurrency management, on items in the County's development review process.
Potable Water & Sanitary Sewer	Coordination of Capital Plans for Centralized Potable Water & Sanitary Sewer Systems	The coordination mechanism for addressing this issue has to be developed. The County does already review and comment on updates to the GRU master plan.
Solid Waste	Solid Waste LOS/ Concurrency	After the closure of the Southwest Landfill facility, the County negotiated new inter-local agreements with the City of Gainesville and Gilchrist County to allow wastes from the City of Gainesville and Gilchrist County to be brought to the environmental solid waste management park and transferred out-of-county. Other municipalities arrange their own methods of collection and disposal of solid waste.
Stormwater Management	Mitigation Strategy	Alachua County has had and enforced a Flood Hazard Area Ordinance since 1982. Improvements to the County mapping systems within the last few years have enhanced the County's ability to enforce the Ordinance. All applications for development approval, including routine building permits, are checked to determine if development is proposed within flood hazard areas with all development within those areas being designed to mitigate development impacts.
Conservation & Open Space	Protection of Environmentally Sensitive Lands	The voter-approved funding of the "Alachua County Forever/Legacy Lands" initiative establishes a land conservation program for the County.
Recreation	Countywide Recreation Needs	A county-wide Recreation Master Plan is currently being finalized (2001/02) to provide recommendations for a comprehensive approach to recreation by Alachua County, its municipalities, the School Board and private providers.
Economic	Economic Development Funding	There is currently no identified source of funding for economic development other than the general fund. The County continues to seek state and federal grants in support of economic development.

IV. Comprehensive Plans of Adjacent Counties & Municipalities

Rule 9J-5, F.A.C. requires that Alachua County coordinate its Comprehensive Plan with the plans of municipalities within its boundaries and adjacent counties. To this end, Alachua County has invited the participation of the municipalities in the community forums and public hearings conducted during the comprehensive plan update process. The County also sent information to the municipalities, adjacent counties, the Metropolitan Transportation Planning Organization and Florida Department of Transportation on the issue of changing the level of service for roads. The County has also drawn population projections from information provided in the comprehensive plans of various municipalities within the County. The following list provides information on growth and development issues of municipalities within the County that are being addressed as the County's comprehensive plan is being updated in 2002.

The **City of Gainesville** and the County are jointly developing a SW 13th Street Area Plan. Also, upon completion of its Comprehensive Operational Analysis, the Regional Transit System (RTS) and Alachua County will coordinate on mass transit services to unincorporated urban areas.

The **City of High Springs** and Alachua County continue to coordinate on industrial uses and surface water issues.

Alachua County coordinates with all of its municipalities - **Alachua, Archer, Gainesville, Hawthorne, High Springs, LaCrosse, Micanopy, Newberry and Waldo** - through the Municipal Leaders Steering Committee on joint planning issues.

The **Metropolitan Transportation Planning Organization (MTPO)** adopted its Liveable Communities Reinvestment Plan, which seeks to focus development in downtown areas and promote a multi-modal approach to addressing transportation needs. Alachua County supports the objectives of the plan. An opportunity for further coordination is the Plan East Gainesville project initiated in 2002. The outcome of this process could result in amendments to both the City of Gainesville and Alachua County comprehensive plans.

V. Comparison with North Central Florida Strategic Regional Policy Plan

The North Central Florida Regional Planning Council (RPC) is one of the agencies which reviews the Alachua County Comprehensive Plan and any subsequent amendments to the Plan. The RPC provides comments to DCA regarding consistency of the plan or plan amendments with the Strategic Regional Policy Plan and identifies areas of potential conflict between the two plans. Growth and development proposals in the Alachua County Comprehensive Plan are compared with the goals, policies and standards of the Strategic Regional Policy Plan.

The Alachua County Board of County Commissioners receives and considers the RPC review before adoption and may revise the draft plan or amendment, as necessary, in order to resolve potential conflicts. Once adopted, the plan or amendment is again submitted to the RPC for a determination of overall consistency with the Strategic Regional Policy Plan.

VI. Areas of Critical State Concern

There are no areas of critical state concern located within the unincorporated area of Alachua County.