
PLANNING & DEVELOPMENT SERVICES MEMO

TO: COMMUNITY DEVELOPMENT COMMITTEE

FROM: ERIK A. BREDFELDT, PLANNING & DEVELOPMENT SERVICES DIRECTOR

SUBJECT: HEALTHY CITY, HEALTHY REGION – AN UPDATE: TEN YEARS LATER
A REPORT TO THE COMMUNITY DEVELOPMENT COMMITTEE

DATE: 5/02/08

CC: RUSS BLACKBURN, CITY MANAGER
FRED MURRY, ASSISTANT CITY MANAGER
RALPH HILLIARD, PLANNING MANAGER

On Thursday, April 24th, the Community Development Committee met to review David Rusk's Healthy City, Healthy Region Report: An Update: Ten Years Later (January, 2007). Due to time constraints and lack of full committee representation, it was determined that the best course of action was to postpone discussion of the matter until the next scheduled meeting on May 8, 2008.

Staff did provide an overview of the Rusk Report to assembled Committee members in the form of a PPT hardcopy that will be reviewed with the Committee on May 8th (attached).

Essentially, the Healthy City, Healthy Region Report was jointly sponsored by Alachua County and the City of Gainesville in 1997. This original Report included recommendations regarding annexation; land use; and, mixed income housing.

The recent 2007 Update Report represents a ten year update sponsored by the City of Gainesville. This update provides a 2006 staff progress report on the aforementioned 1997 recommendations with an author comment. The 2007 Update Report additionally provides an executive summary and information on four issues: land use and residential patterns; regional economic growth; adult education levels; and, racial economic segregation. Finally, the 2007 Update Report then offers six overall recommendations as follows.

- (1) City and County explore a jointly appointed corporate limits council as a mechanism to support the City's annexation policy.
- (2) City and County explore "density" as a method of signaling or requiring annexation of urban areas.
- (3) City Commission and staff should build a close working relationship with the Alachua School Board on planning/capital projects.
- (4) City Commission should appoint a Task Force on inclusionary zoning to develop an inclusionary zoning law; this should be a joint undertaking with the County.

- (5) City Commission should encourage amendment of the County Comprehensive Plan to establish a more rigorous standard for agricultural zoning to help promote infill development.
- (6) City Commission should initiate a discussion with the County Commission with respect to joint planning coordination resulting in a joint planning Commission

Staff has provided a recommendation regarding the six 2007 Update Report recommendations indicated below and reiterated in the PPT presentation. The staff recommendations are based upon the fact that since the 2007 Update Report several new efforts/entities are moving forward to address the recommendation's substance

(1) Staff Recommendation: Refer to the Countywide Visioning and Planning Committee

This Committee has recently been reactivated (Commissioner's Henry and Lowe are the City of Gainesville's representatives) and is in the process of examining issues of joint planning and annexation within the context of proposed amendments to the Boundary Adjustment Act and with respect to the Committee's Conceptual Plan Objectives.

(2) Staff Recommendation: Refer to the Countywide Visioning and Planning Committee (See recommendation number 1 above)

(3) Staff Recommendation: Continue working relationship with Alachua County School Board through the existing Inter-local Agreement, Public School Facilities Element and specific actions (such as the recent Inter-local regarding joint use of recreational facilities at A. Quinn Jones)

The requirement for public schools concurrency has resulted in various institutional mechanisms being put in place to manage the coordination of land use and schools facilities planning. This includes a staff working group of the School Board and various local governments within Alachua County; an elected official's group; representation of the School Board on the City of Gainesville Plan and Development Review Boards; and, a School Planning Advisory Committee. These matters are addressed in the proposed Public Schools Facilities Element and amendments to the Intergovernmental and Capital Improvements Element of the City's Comprehensive Plan recently reviewed by the Plan Board. In addition, as in the case of the A. Quinn Jones example, the City of Gainesville and School Board will occasionally enter into joint agreements when mutually beneficial to both parties.

(4) Staff Recommendation: Refer to Plan Staff and Plan Board to address in the context of the upcoming EAR process and to Housing staff in the context of the SHIP Advisory Committee

Inclusionary housing refers to municipal and county planning ordinances that require that a given share of new construction be affordable to people with low to moderate incomes. In practice, this normally involves the placement of deed restrictions on 10-30% of new houses or apartments in order to make the costs of the housing affordable to lower income households. It is reported that over 200 communities nationwide have some type of Inclusionary housing zoning provisions. As reported in the 2007 Update Report, an effective mandatory Inclusionary Zoning law must strike the appropriate balance between meeting a community's affordable housing needs and protecting (even enhancing) the builder's profitability. Inclusionary Housing as an affordable housing policy tool was

recently reviewed by the Plan Board at an affordable housing workshop. The Board indicated that they would be interested in additional information and this will be reviewed by Plan staff with the Board in the context of the EAR process. Additionally, the City's Housing Division is currently in the process of forming the SHIP Affordable Housing Advisory Committee and the issue of Inclusionary Housing may be examined.

(5) Staff Recommendation: Refer report recommendation to the County Commission for consideration in the context of its current EAR process and developing TDR program

Staff supports the proposal to establish a more rigorous standard for agricultural zoning to promote in-fill development with the City and other urbanized areas. In addition, via the MIPO, City staff is researching higher infill densities through application of a TDR program.

(6) Staff Recommendation: Refer to the Countywide Visioning and Planning Committee (See recommendation numbers 1 and 2 above)

In addition to the summary above and staff's recommendations, Commissioner Donovan asked the following questions at the April 24th CDC meeting (staff response follows in bold).

1. With respect to the 2007 Update Report's Recommendation # 1, is the corporate limits council equivalent to the Countywide Visioning Committee, and if so, staff prepares a status report on where that Committee is with regards to the recommendation?

The Countywide Visioning Committee is the entity that has recently been reactivated to deal with issues of annexation and joint planning Countywide. In addition, per the Transition Services Agreement entered into jointly by the City of Gainesville and Alachua County in March, 2007, an Orderly Annexation Team has been formed to identify future areas within the urban reserve that are identified for annexation. An update was provided on the latter group's activities to a joint City/County meeting on March 18, 2008. Together, these entities are equivalent to the Corporate Limits Council.

2. With respect to the 2007 Update Report's Recommendation #2, this approach leaves the growth of the City as to the location, and density up to the County. The City should work to get the City empowered to have total control over land use and zoning in the urban reserve area. We would like to have a conversation about a response to the Newberry Village approval by the County. The Commission and staff should be weighing in on those kinds of decisions. Work for control over the urban reserve area, rather than leaving it in the control of the County.

The Countywide Visioning Committee has recently reiterated in its Conceptual Plan Objectives the need to enter into joint planning agreements for the unincorporated areas and the evaluation of county and municipal comprehensive plans within the context of a countywide vision. With respect to Newberry Village, Planning staff indicates that the formal period for response on this project has passed. Staff indicates that preliminary comments were offered early on in the process. In the future, should the City Commission wish staff to comment on County land use and

other decisions, staff recommends that the City Commission adopt such a policy and direct staff on individual projects.

3. With respect to the 2007 Update Report's Recommendation #3, how do we build up a working relationship, and where do we seek the leverage, and what are the key issues that we should be generating input on? **See Staff Recommendation #3 above. Key issues include: planning for future schools, maintenance of existing school facilities, joint use agreements, and school performance.**

4. With respect to the 2007 Update Report's Recommendation #4, what progress is the City making on our own regarding inclusionary zoning and for staff to report to the Committee some of the principles of inclusionary zoning that we should be holding fast to, and what are some of the outcomes that the City retains for? The City should meet with the County and try to go forward with a united front **See Staff Recommendation #4 above.**

5. With respect to the 2007 Update Report's Recommendation #5, agrees with the Staff recommendation. Staff supports this proposal. Staff recommends that the City Commission communicate this position at the time that the County Commission initiates its 10-year update of the County Comprehensive Plan **See Staff Recommendation #5 above.**

6. With respect to the 2007 Update Report's Recommendation #6, what is the status of the Inter-local Agreement between the County, Gainesville and the small municipalities to the East? Would like for the Committee to hear what is going on there, and to have some type of joint planning **See Staff Recommendation # 1 above.**

LIST OF COMMENTS ON THE RUSK SUMMARY OF MAJOR TRENDS:

1. A goal of 78 sq. miles by 2010 without more active assistance.

Provide an update on this and identify some of the kinds of assistance that the City expects from the County or legislative amendments to the Boundary Adjustment Act.

Staff reports that the current size of the incorporated limits of Gainesville are approximately 60 square miles. The goal of reaching 78 square miles by 2010 will be hard to achieve in the current environment. Staff is participating in the Countywide Visioning and Planning Committee that is looking at modifications to the Boundary Adjustment Act however, there other factors that are driving difficulties with annexation.

2. Lagging behind in per capita personal income between us and the City and between us and the whole country.

More important than the average per capita income is the distribution. People in the City are not getting good paying jobs, and the people who do get the good paying jobs are located outside the City. A little more analysis of what we can do to reverse that trend. Is the skewing of income and the changing distribution income – does that have to do with

Gainesville generating mainly service and low paying jobs? We need to emphasize higher wage jobs.

The City's long term economic development strategy is focused on diversifying the economic base through gaining better return on investment from the area's competitive advantage, its intellectual and human capital. In order to do this more effectively, within the context of distribution of benefits, efforts at capturing local firms and their employees within the City limits, through development of land, labor and capital resources needs to be prioritized. Per capita income is currently approximately \$30,000.

3. *Alachua County public schools are becoming more racially and, as a result, economically re-segregated.*

This is a huge problem for the future of our Gainesville citizens. There is a lack of money and lack of a positive dream for all in the community. Focus on some significant interventions. What are we facing with residential segregation and economic segregation? It was favored by most neighborhoods to have community schooling.

As the Healthy City, Healthy Region Report indicates housing policy is school policy. The School Board ultimately controls issues concerning provision of school opportunities in Alachua County. However, the City can examine mechanisms and policies that will assist in the provision of housing and economic opportunities in certain isolated areas that will assure greater equality of educational opportunity.



The Countywide Visioning and Planning Committee

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**A MEETING OF THE COUNTYWIDE VISIONING AND PLANNING COMMITTEE
Grace Knight Conference Room – Second Floor
County Administration Building
12 SE 1st Street
Gainesville, FL 32602**

Thursday, April 17, 2008 – 4:00 PM

MEETING AGENDA

- 1. Call to Order**
- 2. Adoption of the Agenda**
- 3. Approval of the March 6, 2008 Meeting Minutes**
- 4. Approval of the Amended Guiding Principles/Strategies**
- 5. Update from the Boundary Adjustment Act Task Force**
- 6. Energy Conservation Strategies Commission Presentation**
- 7. Upcoming Meetings:**
 - a. Boundary Adjustment Act Task Force:**
Thursday, April 24, 2008, 4:00 PM (Grace Knight)
 - b. Countywide Visioning and Planning Committee:**
Thursday, May 22, 2008, 4:00 PM (Grace Knight)
- 8. Public Comment**
- 9. Adjourn**



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Rodney J. Long, Chair ■ Jean Calderwood, Vice Chair

City of Alachua

Gib Coerper

City of Archer

Roberta Hodges

City of Gainesville

Craig Lowe
Scherwin Henry

City of Hawthorne

Eleanor "Kit" Randall

City of High Springs

Jim Gabriel

Town of LaCrosse

Dianne Dubberly

Town of Micanopy

Michael Berkowitz

City of Newberry

John Glanzer

City of Waldo

Rodney Estes

Alachua County

Rodney J. Long
Cynthia Moore Chestnut

MEETING MINUTES

The Countywide Visioning and Planning Committee March 6, 2008

Members Present:

Chairman Rodney J. Long, Commissioner/Alachua County; John Glanzer, Mayor/City of Newberry; Roberta Hodges, Commissioner/City of Archer; Craig Lowe, Commissioner/City of Gainesville; Dianne Dubberly, Mayor/Town of LaCrosse; Jean Calderwood, Commissioner/City of Alachua; Jim Gabriel, Commissioner/City of High Springs; Kit Randall, Commissioner/City of Hawthorne

Staff Present:

David Wagner, Attorney/Alachua County; Rhonda Baxter, Alachua County Manager's Office;

Others:

Shane Laakso, City of Hawthorne; Laurie Costello, Commissioner/City of Archer; Kim Worley, City Manager/City of Waldo; Clovis Watson, Jr., City Manager/City of Alachua; Laura Dedenbach, Plan-It U.S.; Karen Billings, City of Gainesville; Kathy Winburn, City of Alachua; Paul Folkers, Assistant City Manager/City of Gainesville; Ralph Hilliard, Planning Department/City of Gainesville; Chad Shryock, City Manager/City of Hawthorne; Keith Ashby, City Manager/City of Newberry; Cindy Swirko, Gainesville Sun;

1. Call to order by Chairman Rodney J. Long, Board of County Commissioners

The March 6, 2008 meeting of the Countywide Visioning and Planning Committee was called to order at 4:00 PM.

2. Adoption of the Agenda

Chairman Rodney J. Long welcomed city representatives and reviewed

the agenda packet materials and informational items. The agenda was formally adopted.

3. **Approval of January 24, 2008 Meeting Minutes and Guiding Principals/Strategies**

Commissioner Jean Calderwood, City of Alachua expressed concern regarding the protection of property owners' rights and the preservation of existing green belts. Commissioner Calderwood stated the need to make citizens understand the desire to protect greenbelts. She also made a motion to defer the adoption of the Guiding Principals/Strategies until the April 17th meeting to allow for modifications to be submitted to CVPC staff. The January 24, 2008 CVPC Meeting Minutes were formally approved.

4. **Discussion of Boundary Adjustment Act regarding City Positions on Act and Amendments to Act**

Chairman Rodney J. Long discussed the efforts to collectively look at the Boundary Adjustment Act (BAA). He stated that in Representative Debbie Boyd requested that each city have town hall meetings regarding the modification of the act. The information would then be presented to the legislative delegation for consideration in the fall. Dave Wagner, County Attorney, provided the committee a summary of the major differences between the BAA and General Law and a review of the BAA. He stated that all concepts are based on case law that apply general law to annexation cases. Chairman Long asked that each elected representative present their particular municipality's position on the BAA and provide the committee with comments.

Commissioner Craig Lowe (Gainesville): Gainesville took the position to support and keep the BAA, but enhance and modify the BAA to incorporate updated general law that has been adopted.

Commissioner Roberta Hodges (Archer): Archer would like to keep the BAA, as it is important for small cities. Commissioner Hodges requested that the set-up of BAA oversight by the County and to ensure that the small cities be incorporated more. She suggested that each small city sit on a board to decide areas of conflict.

Mayor Dianne Dubberly (LaCrosse): LaCrosse would like to rescind the BAA in favor of general law.

Mayor John Glanzer (Newberry): The majority of the Newberry commissioner felt that the BAA provides necessary tools for comprehensive planning and in building an environment that can deal

with growth. Newberry thought the repeal of the act was not necessary. If the BAA was repealed, some mechanisms should be kept in place to maintain relationships. Newberry thought the BAA did provide valuable service to the community and the county.

Commissioner Jean Calderwood (Alachua): Alachua believes the BAA should be eliminated and general law should be followed.

Commissioner Jim Gabriel (High Springs): High Springs believes the BAA does provide municipalities protection not available in general law. High Springs is not in favor of rescinding the act, but would like modifications to be made to the BAA that mirrors general law. Commissioner Gabriel also discussed the creation of a neutral oversight body to review the annexation process.

Commissioner Kit Randall (Hawthorne): Hawthorne would like to repeal the BAA, adopt general law, and modify the wording and allow the county to minimize disputes. Manager Shryock further clarified Hawthorne's position.

Kim Worley (Waldo): Laura Dedenbach, Plan-It U.S., provided Waldo with options for amending the BAA concerning the procedures in general law. No formal decision was made by Waldo, but the consensus was to keep the BAA with modifications.

Chairman Long stated that based upon the input received from the city representatives, the overall consensus is to keep the BAA and provide modifications. Chairman Long stressed the need for a unified front concerning recommendations for BAA modifications to present to the legislative delegation. Commissioner Craig Lowe, City of Gainesville suggested the BAA be taken back to the city commissions for modifications to be discussed in order to build a consensus package. Manager Clovis Watson, Jr., stated that the BAA will be brought back to the Alachua Commission for further discussion. Chairman Long stated that the CVPC will work towards modifications, agreement, and the improvement of upon areas in need of modifications.

Chairman Long asked that the following areas should be addressed when reviewing the Boundary Adjustment Act:

1. **Annexation Procedures**
2. **Enclaves**
3. **Urban Reserve v. Service Agreements**
4. **Who Serves as Arbitrator**

Chairman Long asked that each of these major areas be broken down in order to determine where there is agreement and disagreement.

Chairman Long next appointed a task force consisting of five individuals (two city representatives in favor of the BAA, two representatives against the BAA, and one neutral member). The following CVPC members were appointed by Chairman Long to the task force: Jean Calderwood (Chair), John Glanzer, Jim Gabriel, Craig Lowe, and Kit Randall. Chairman Long asked the task force to look at the BAA under the areas listed above and report their findings and recommendations to the CVPC during the first week of May. Chairman Long commented that the City of Alachua and the City of Waldo both offer starting points for recommendations concerning the modification of the BAA. He encouraged each municipality to have its own attorney review the BAA issues and that each representative bring the BAA back to their respective commissions as an item of discussion.

5. Informational Items

Chairman Long presented the informational items. He reminded the CVPC of the process concerning the Comprehensive Plan Amendments for Public School Concurrency and the deadline for the amendments (July 1, 2008). The next CVPC meeting is scheduled for Thursday, April 17, 2008 at 4:00 PM (Grace Knight). The CVPC will view a presentation from the Energy Conservation Strategies Committee.

6. Public Comment

Mayor John Glanzer requested that the Countywide Visioning and Planning Committee By-Laws be provided to all CVPC representatives. County staff will provide copies of the By-Laws to the CVPC.

7. Adjourn.

There being no further business, the March 6, 2008 meeting of the Countywide Visioning Committee was adjourned.



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CONCEPTUAL PLAN OBJECTIVES

Guiding Principals

- Concentrate future growth within existing municipal boundaries
- Create greenbelts/open spaces as buffers between communities utilizing existing public lands and conservation easements.
- Preserve the unique character of existing downtowns and town centers
- Focus future annexations primarily on enclaves, urbanized areas and greenbelts
- Promote fiscally efficient growth and land use patterns
- Protect and maintain private property rights
- Ensure equal participation by municipalities, residents and the county in planning for the unincorporated areas
- Facilitate relationship building and communication between communities
- Pursue extraterritorial joint planning concerning major development in accordance with Comp Plans and other legislatively approved tools.
- Pursue policies jointly that protect key natural resources

Action Strategies

Intergovernmental Coordination

- Create a multi-jurisdictional task force to amend the Boundary Adjustment Act
- Pursue legislation to allow for the easier annexation of enclaves
- Adopt a new model template for transition of service agreements that distinguishes between rural and urban services

Comprehensive Planning

- Enter into joint planning area agreements for the unincorporated areas to:



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- Evaluate county and municipal comprehensive plans within the context of the countywide vision
- Integrate the countywide vision into county and municipal comprehensive plans
- Develop special area plans within each community's Reserve Area and Extraterritorial Reserve Area based upon the countywide vision and develop joint planning processes
- Create an incentive program to encourage private landowners to keep their lands in active agricultural use or as undeveloped preserve areas
- Create a Springs Protection and Strategic Resources overlay district in the northwest quadrant of the county
- Create a mechanism to protect neighborhood school districts as growth occurs countywide. *(Note from JCalderwood: I'm fully aware of the legislative requirements that govern school elements in Comp Plans and other required legislation, however, I feel strongly that we should also take this into account with our planning – the suggested wording of this item is open to modification – thanks)*

Direct Growth Toward Existing Centers

- Develop strategies and mechanisms to provide technical planning assistance to all communities to implement these action strategies
- Seek funds to assist small towns in funding needed infrastructure improvements to build capacity and spur downtown revitalization
- Develop a countywide economic development strategy to identify opportunities for growth in each municipality consistent with each individual community's economic goals and current economic development plans