



Inter-Office Communication
Department of Community Development
Station #11 • Extension 5022

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Date: July 11, 2000

To: Wayne Bowers, City Manager
Randall Reid, County Manager

From: Joint Planning Task Force

Subject: Joint Planning Proposals for July 24, 2000 City Commission meeting and July 25, 2000 County Commission meeting

Background

The City and County Commissions in the joint meeting of June 2, 2000 directed staff "*...to develop a preliminary advisory board to review the study results, make recommendations to the Commissioners regarding alternative strategies, assist in identifying potential problems and solutions associated with the addition of this type of committee into the planning process; and report back to the Commission in one month with 2 alternatives; 1) study commission alternative and 2) the "just do it" alternative.*" To that end, the Joint Planning Task Force (hereinafter, "task force") has developed alternatives that would:

- A) Establish a Joint Planning Committee (i.e., the "advisory board" in the Commissions' June 2, 2000 directive to staff) that would review/develop strategies for addressing the various studies and findings of the staff task force on joint planning. The Joint Planning Committee would then recommend to both Commissions how to proceed with implementing joint planning between the two governments (e.g.: develop joint planning agreements; establish a joint planning commission(s) for review of certain types of development requests within designated areas (for instance, all large-scale City future land use map amendments within one mile of the City boundary with the unincorporated County, and all such County map amendments in the Urban Reserve Area) or to develop certain joint comprehensive plan provisions or certain joint land development regulations; propose or not propose establishment of a joint local government body entitled Metropolitan Planning Organization for the purpose of adopting comprehensive plans and comprehensive plan amendments); or,
- B) Be a fast-track plan for implementation of joint planning.

Alternative A – Joint Planning Committee

This 9-member committee could be composed of the Chair of each local planning agency, two other appointees of each commission, the Executive Director or representative of the North Central Florida Regional Planning Council, and one representative each from the University of Florida and Santa Fe Community College. Local planning agency appointments could be made by the respective local governments, and the outside agency appointments could be approved by both local governments.

Additional appointments approved by both local governments could be made for voting or non-voting members. These additional members could include representatives from other municipalities and the School Board of Alachua County. The composition of the Joint Planning Committee would depend on whether the commissions wish to focus on City of Gainesville-County issues or on countywide issues including other municipalities.

The Committee would meet on a regular basis (no less than monthly), and within six months of the first meeting would make a report to both local governments on how to proceed with joint planning.

Alternative B – Fast-track Implementation

Fast-track implementation would forego creation of the Joint Planning Committee in favor of selecting a joint planning framework and establishing it on an expedited basis. The following frameworks could be considered:

- joint City-County development of certain sector plans or other special area studies
 - joint local planning agency (LPA) for plan amendments and rezonings in specified areas
 - replace current LPAs with joint LPA that would make recommendations to each local government
 - replace current LPAs with joint LPA that would make recommendations to a Joint or Metropolitan Planning Organization
- 1) **Joint City-County development of certain sector plans or other special area studies.** An inter-local agreement between the City and the County could be established to develop sector plans or special area plans on an 'as needed' basis from time to time. City and County staffs would need consultant assistance to develop these plans on an expedited basis at this time.
 - 2) **Joint LPA for specified areas.** This could be accomplished by an inter-local agreement that would establish the purview of the Joint LPA and its composition. A possible purview is all large-scale future land use map amendments and related text amendments and zoning changes in the Urban Reserve Area or in the City within one mile of the boundary with the unincorporated County. All comprehensive plan amendments related to DRIs anywhere in the City or unincorporated County could also be in the Joint LPA's purview, as could any sector plans or special area plans within the designated jurisdiction. The Joint LPA could be comprised of three members from each government's local planning agency that would serve staggered 18-month terms. Meetings would be held monthly on any items within the purview of the Joint LPA, and all such items would not be subject to hearing by either local government's individual local planning agency. Joint LPA recommendations from this advisory-only body would be made to the respective local governing bodies based on their respective comprehensive plan.

- 3) **Joint LPA to replace existing LPAs, retain separate local governing bodies.** All items currently under the purview of each LPA would come under the purview of a Joint LPA, which would serve as the sole LPA for each local governing body.
- 4) **Joint LPA making recommendations to a Joint or Metropolitan Planning Organization.** This is the end goal identified in the joint planning proposal developed by the City Plan Board and the County Planning Commission. This is not a fast-track strategy, but is listed because if this were to be the chosen strategy, then the considerable efforts that would be required to craft the framework should begin as soon as possible. The (advisory) Joint LPA in this scenario would make recommendations to a (decision-making) Metropolitan Planning Organization rather than to either local governing body. A single planning agency or component of separate agencies from the City and County would staff the Joint LPA. This approach would be countywide, if the other municipalities wish to participate. In future comprehensive planning cycles, one countywide comprehensive plan could be developed with the city's plan functioning as a sector plan within the larger comprehensive plan.

Issues

The following issues must be considered in contemplating joint planning alternatives:

- Consultant assistance needed for any expedited special area plans or sector plans, due to current work on comprehensive plan updates.
- Other staffing issues associated with any changes to the LPA structure.
- Legal review needed for any possible charter changes.
- Participation of other cities.
- Logistics of additional LPAs.

Attached for reference purposes is a document entitled: *Approaches to Planning – A Survey of Alternative Planning Strategies*.

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Attachment

APPROACHES TO PLANNING

A Survey of Alternative Planning Strategies

Presented to:
Alachua County Board of County Commissioners
March 28, 2000

Prepared by:
Department of Growth Management
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and
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ORGANIZATIONAL STRATEGY

City-County Consolidated Planning

With this strategy, the planning departments along with all planning and zoning functions are merged. A single planning commission is responsible for all planning functions within the affected jurisdictions. These functional arrangements occur when services can be provided more cost-efficiently through a joint effort and the local governments do not want to relinquish political control over the service provision.

Countywide Planning Councils

Chapter 163 of the Florida Statutes allows local governments to form joint planning bodies and provide for the designation of a Joint Planning Agency; however, there must be equitable representation of the governments involved (F.S. 163.3174). Moreover, through the authority granted by Article VIII of the Florida Constitution, a charter form of government is provided for where county government may adopt ordinances that are effective countywide. The county charter provision allows local governments to adopt more stringent standards than those specified in the countywide plan.

Joint Planning Agreements

Chapter 163 of the Florida Statutes provides for local governments to enter into joint planning agreements to implement the provisions of the chapter. Countywide organizations can be established through interlocal agreements.

Broward County, Florida

Area/Population

1,209 Sq. Miles / 1,423,700 Persons

Broward County Planning Council

Established by passage of Broward County Charter in 1974

15 Members - 1 County Commissioner, plus 2 members from each of the 7 commission districts - with 1 member in each district being an elected municipal official

Countywide Planning

Funding

Staff funded by the County Commission

Covers all planning program and operating costs of the Planning Council

Planning Duties

Sole Local Planning Agency for the Land Use Element of the County's Comprehensive Plan for both the incorporated and unincorporated areas

Decision-Making Authority

Certify or Decertify local government land use plans for conformity with the Countywide Land Use Plan

Approve/Disapprove Amendments or waivers to the Countywide Trafficways Plan

Issues

Annexations

City of Charlotte/Mecklenburg County, North Carolina

Area/Population

City: 174 Sq. Miles / 416,294 Persons
County: 527 Sq. Miles / 537,735 Persons

Charlotte/Mecklenburg Planning Council

Established by Interlocal Agreement in 1988

14 Members - 7 appointed by the City and 7 appointed by the County

City-County Consolidated

Funding

Staff funded 50% by the County Commission and 50% by the City Commission

The Metropolitan Planning Agency (City) staffs the Planning Commission - with equal support to each

Planning Duties

The Planning Committee of the Commission prepares and updates the Comprehensive Plan for Charlotte and unincorporated Mecklenburg.

The Zoning Committee of the Commission provides recommendations on rezoning petitions and final review of plat approvals

Decision-Making Authority

The Planning Commission functions as an advisory body to the Mecklenburg County Commission and the Charlotte City Council, depending upon whose jurisdiction the land use decision concerns.

Issues

Farmland preservation
Infill development
Service extensions to new developments

City of Durham/County of Durham, North Carolina

Area/Population

City: 69 Sq. Miles / 175,000 Persons
County: 291 Sq. Miles / 215,000 Persons

Durham Planning Agency

Established by Interlocal Agreement in 1988

14 Members - 7 appointed by the City and 7 appointed by the County

City-County Consolidated

Funding

Staff funded 50% by the County Commission and 50% by the City Commission

The Metropolitan Planning Agency (City) staffs the Planning Commission - with equal support to each

Planning Duties

40 Staff Members
20-25 boards and advisory committees

Development Review
Zoning
Rails to Trails

Decision-Making Authority

The Planning Commission functions as an advisory body to the Durham County Commission and the Durham City Council, depending upon whose jurisdiction the land use decision concerns.

Issues

County Commission more concerned with the environment than the City Commission

Landfill
Approval of a Mall

Hillsborough County, Florida

Area/Population

1,266 Sq. Miles / 958,050 Persons

The Planning Commission

Established by Special Act of the Florida Legislature in 1959

10 Members - 4 appointed by the Board of County Commissioners, 4 appointed by the Tampa City Council, 1 Temple Terrace representative and 1 Plant City representative

Countywide Planning

Funding

Staff funded by the County Commission and fees for services

Executive Director hired by the Planning Commission - Approximately 60 employees

Planning Duties

Provides long-range, mid-range and short-range planning for the local governments that it serves. Prepares comprehensive plans and plan amendments, reviews land development regulations, and performs other duties.

Land use, Community planning, Neighborhood planning, Transportation, Urban Design, Research and analysis, Capital improvements, Environmental Planning.

Decision-Making Authority

The Planning Commission functions as an advisory body to the local governing bodies.

Issues

Low-Density Development
Environmental Protection
Coordination of Planning Efforts

City of Lawrence/Douglas County, Kansas

Area/Population

City: 28 Sq. Miles / 85,000 Persons
County: 465.5 Sq. Miles / 100,000 Persons

The Planning Commission

Established by Resolution in 1969

10 Members - 5 appointed by the Board of County Commissioners, 5 appointed by the City Council

City-County Consolidated

Planning Duties

Prepares long-range comprehensive plans - including land use, traffic circulation, parks, recreation and public facilities

Decision-Making Authority

The Planning Commission functions as an advisory body to the local governing bodies.

Issues

Control sprawl in the form of 5 acre residential development (80% of permits)
Treated water to rural districts
Urban growth expanding out to the 5 acre residential development pattern

Orange County, Florida

Area/Population

County: 1,004.3 Sq. Miles / 757,897 Persons

Joint Planning Area Agreements

Relies upon Joint Planning Area (JPA) Agreements for joint planning initiatives.

There are contractual agreements with nine municipalities within the County. These agreements range from notification of development permits within the JPA, to extensive more complex agreements.

Charter Authority

Authority to adopt countywide minimum standards for environmental protection

Issues

Jointly preparing and adopting a land use plan within the JPA and abutting properties

Recognize future annexation potential of lands within the JPA

Agreed upon land use within study areas

Pinellas County, Florida

Area/Population

County: 1,266.4 Sq. Miles / 958,050 Persons

Pinellas Planning Council

Established by Special Act of the Legislature in 1964. In 1988, a subsequent Act allowed restructuring of the PPC and providing authority by Charter change and referendum for the PPC to serve in an advisory capacity and the County Commission to serve as the Countywide Planning Authority

13 Members - 1 appointed by the Board of County Commissioners, 1 each appointed by the 8 largest municipalities, 1 each by three groups of smaller municipalities, and 1 by the School Board

Countywide Planning

Funding

Ad Valorem Countywide tax Assessment

Executive Director hired by the Planning Council

Planning Duties

Countywide Comprehensive Plan - Future Land Use Plan, Coordination of planning efforts, Master drainage plan, uniform development regulations

Adopted uniform Zoning, Planning and Traffic Regulations

Decision-Making Authority

Pinellas Board of County Commissioners serves as the Countywide Planning Authority.

Issues

Environmental Protection
Downtown Development Districts

Volusia County

Area/Population

County: 1,105 Sq. Miles / 435,836 Persons

Volusia Growth Management Commission

Established by 1988 Charter Amendment referendum

22 Members - 14 from each municipality, 5 from unincorporated areas, 3 (non-voting) from the School Board, Business Development Commission and St. John's Water Management District

Countywide Planning

Funding

Board of County Commissioners as stipulated in the Charter.

Empowered for Staff

Planning Duties

Certifies consistency among municipalities and the county's Comprehensive Plan

Utility service solutions, transportation, impacts on infrastructure

Decision-Making Authority

Growth Management Commission's determination is binding on local governments

Issues

Cannot develop countywide policies or enforceable goals except in the case of road levels of service

