As a means of communicating the completion of a very successful year, I am pleased to present this Annual Report to the citizens of the North Central Florida Region.

The work of our members has resulted in a collective effort to prepare the region for a better future. This has been done not only by improving our ability to provide traditional services, but also by providing bold leadership in creating policy positions which will help fulfill local and state growth management objectives.

For the most part, the services provided involve giving support directly to local governments, as is done in our comprehensive planning assistance program. Perhaps equally noteworthy is similar assistance provided on a regional basis, such as helping our counties come together to collectively search for a solid waste disposal solution.

These successes notwithstanding, probably the most important contribution made by the Council this year is the policy leadership given through the Comprehensive Regional Policy Plan. This document will be invaluable in establishing a framework within which city and county plans may be developed and the state comprehensive planning process may be implemented.

These and other programs are further explained in the following pages. Also provided is a summary of the organization's financial status and a brief look at the year ahead.

Much of the credit for the quality of the work described in this report must be shared by the participating member local governments, other agencies with which we are associated, and the Council staff. On behalf of the entire Council, I wish to express our appreciation for the contribution made by each of these groups and ask that we continue to receive their support.

Sincerely,

Beverly Hill
Chairperson

Beverly Hill, Chairperson of the North Central Florida Regional Planning Council.
Letter to Our Citizens
The Region
The Council
Regional Programs
Review Activities
Local Government Assistance
Economic Development
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Communications
Citizen Participation
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Financial Report
The North Central Florida Region includes 11 counties and 33 incorporated municipalities in the north central portion of Florida. Containing nearly 7,000 square miles of area, the region is characterized by its abundant natural resources, which include the world-famous Suwannee River, the marshes of the Gulf Coast, cypress swamps, upland forests, a large number of clear turquoise springs, and many other beautiful physical features.

Much of the region is currently sparsely populated although this is beginning to change as people from other parts of the world, nation and Florida increasingly are discovering the amenities of north Florida living. The population of the region in 1987 is estimated to be slightly over 348,000, an increase of 17.2 percent over the 1980 Census count.

The region’s economic base relies heavily on the government and services sectors, with the University of Florida in Gainesville accounting for a major portion of the government employment. The City of Gainesville is the regional marketing center and, together with Alachua County, accounts for nearly 52 percent of the region’s total population.
The Council

The Council is an association of 24 units of general purpose local government. Membership includes each of the 11 counties and 13 of the region’s larger municipalities. One-third of the total representatives is appointed by the Governor, with the remainder appointed by member local governments. Two-thirds of the 57 representatives must be local elected officials.

All Council representatives sit collectively as the full Council which meets quarterly. At its May meeting, this group adopts the annual budget and elects a Board of Directors. The Board meets monthly to conduct the regular business of the Council. Immediately following its election, the Board elects the Council offices of Chairman, Vice-Chairman and Secretary-Treasurer from among its ranks. Board membership totals 27.

Both full Council and Board members serve on several standing and ad hoc committees appointed by the Chairman. The purpose of these various committees is to advise the Board on planning and development activities which come before the Board for review and comment. The Council serves as a forum for the coordination and review of federal/state/local government, and private sector planning and development programs and activities affecting the region.

In addition to the regional planning and review activities, the Council provides a large variety of services to benefit its local governments. These services, carried out by staff, include: technical planning assistance, grant and loan planning assistance including grant administration services, transportation planning assistance, personnel and management assistance, and economic development activities.
Although the North Central Florida Region is not growing as rapidly as other parts of the state, it continues to sustain a relatively high rate of population growth. Problems associated with accommodating new development often impact more than one local governmental jurisdiction, requiring regional cooperation and planning.

Being situated between state and local governments, the Council is in a unique position to coordinate the development and implementation of strategies to solve the growth dilemma.
**Growth Management**

A large amount of planning activity was initiated with the passage of the growth management legislation during the 1984 and 1985 legislative sessions. The intent of this legislation is to aggressively address both the problems and opportunities created by the state's rapid growth. The legislation establishes a hierarchy of plans (state, regional, local). These plans are to be consistent with each other so that limited public and private resources can be used more effectively and efficiently in trying to accommodate the influx of Florida's new population.

In this regard, a state comprehensive plan was adopted by the 1985 Legislature, followed by the development of state agency functional plans in 1986. Regional plans, prepared by each of the eleven regional planning councils, were adopted in 1987, while work was begun on the preparation of local government comprehensive plans that same year.

**North Central Florida Comprehensive Regional Policy Plan**

On June 18, 1987, the Council adopted a comprehensive regional policy plan (CRPP) for the North Central Florida Region.

The plan is to function as a policy guide concerning regional issues for local government comprehensive plans which are mandated to be prepared over the next few years by Section 163.3161 F.S., Local Government Comprehensive Planning and Land Development Regulation Act.

The regional plan is also to be used as a basis for commenting on Developments of Regional Impact (DRIs), applications for federal assistance, state agency functional plans and other items which come before the Council for review and comment.

The plan is truly comprehensive in nature in that it addresses subject areas ranging from human resource issues such as children, education, and health to land and infrastructure issues such as land use, transportation and public facilities.

The first part of the plan contains a brief description of the human and physical resources of the region, and background analyses covering 75 subject areas which identify issues facing this particular region.

The second half of the plan consists of goals, policies and standards which are to be used in addressing the identified issues.

The plan is concluded with an implementation section which describes how the plan should be used and interpreted, coordinated with other levels of government, maintained and updated.

*Outstanding Florida Waters such as the Suwannee River are recognized as natural and economic assets by the Comprehensive Regional Policy Plan.*
North Central Florida Comprehensive Regional Solid Waste Master Plan

In 1986, the Legislature provided $250,000 to the Council for the preparation of a regional solid waste management plan. Alachua County added $100,000 plus staff assistance in the development of the plan.

Preparation and implementation of the regional plan is being directed by a Policy Advisory Committee (PAC) appointed by the Council. The committee is comprised of one commissioner representing each of the 13 participating counties.

The plan, prepared by the consulting firm of Camp, Dresser, McKee, Inc., evaluates alternative methods of disposal that counties in the north central Florida area have available to them in meeting the new and much more stringent requirements of the state regarding the disposal of solid waste.

In the study, it is concluded that landfilling is still, by far, the most economical solution to the disposal of solid waste for the 13-county area. The engineers recommend, however, that this solution should be joined with major efforts by the counties to recycle as much of their trash as possible.

The engineers also recommend that other methods be investigated on a regular basis to take advantage of changing technologies, prices for recycled material, and costs of transportation.

The establishment of a system of subregional landfills, an alternative proposal to the recommended single-landfill plan included in the report, is being pursued by the PAC. Technical and legal assistance with this effort is being provided by the Council.
One of the ways the Council implements its regional plan is through several review responsibilities. The Governor has designated the Council as the areawide clearinghouse for all federally-funded projects that affect the region, and several other review activities are undertaken as a result of state legislation.

The Council's Clearinghouse Committee is responsible for overseeing these review activities. In 1987, the Committee conducted a review of over 100 different projects submitted by private developers, units of local government, and state and federal agencies. Reviews included the following types:

- applications for federal assistance
- developments of regional impact
- local comprehensive plans and plan amendments
- local emergency management plans
- 10-year site plans of major electric utilities
- environmental impact statements, assessments, and Army Corps of Engineers permit requests
- state agency functional plans, projects and proposed rules

The Clearinghouse Committee reviews these projects to:

1. avoid or mitigate potential adverse impacts that may be created by an activity on neighboring communities or counties;
2. insure coordination and consistency with local government and comprehensive regional policy plans; and
3. avoid duplication or conflict with other local or area plans and programs.

The Council comments on a number of activities which are proposed within the region.
During 1987, the Council offered technical assistance to local governments which do not have available staff or expertise for certain activities. These activities ranged from comprehensive planning to community development.

**Comprehensive Planning**

In response to the new requirements of the Local Government Comprehensive Planning and Land Development Regulation Act, the Council continued to place a significant emphasis on comprehensive planning assistance for local governments. Local governments are mandated by these new requirements to prepare revised comprehensive plans to comply with statutory language and an administrative rule concerning both substantive content and compatibility with the State Comprehensive Plan and the Comprehensive Regional Policy Plan.

As the result of amendments passed in 1987 to the State planning legislation, the coastal counties and municipalities within the coastal counties in the region are required to submit revised comprehensive plans to the State for compliance review in October, 1989. Non-coastal counties and municipalities within non-coastal counties in the region are required to submit their plans between January and July, 1991.

Assistance in complying with the State requirements was provided by the Council to ten counties and three municipalities located in the coastal counties in the region. This effort focused on the preparation of evaluation and appraisal reports of existing local government comprehensive plans, data collection, community needs analysis, and the development of goals, objectives and policies.

To assist local governments in financing the costs of preparing these State-mandated plans, the Council prepared 13 applications for Florida Local Government Comprehensive Planning Assistance Program funds. All 13 of the planning projects were funded.

Living conditions for low- and moderate-income persons were improved through a Community Development Block Grant funded housing rehabilitation program.
Block Grant funds were utilized to make public facility improvements in low and moderate-income neighborhoods.

**Community Development Block Grants**

The Council assisted local governments in submitting 7 applications in 1987, of which 5 addressed the need for improvements of public facilities, such as roads, water, sewer, and drainage facilities in low and moderate-income areas. One application involved housing rehabilitation activities while the other was for an economic development project. Total funding requested for these projects was $3.58 million.

Applications were prepared in 1987 for the following communities:

- Columbia County
- Dixie County
- City of High Springs
- City of Lake City
- City of Live Oak
- City of Madison
- City of Perry

In addition to application assistance, the Council initiated administrative work on funded grants for the municipalities of Live Oak, Madison and Perry. Continued administrative assistance was provided to Columbia County, Suwannee County, and the municipalities of Cross City and High Springs.
During the past year, the Economic Development program of the Council consisted of economic development planning, Areawide Development Company activities, and job training services.

**Economic Development Planning**

Since the Federal Economic Development Administration designated the region as an Economic Development District in 1978, the Council has continued to maintain a high level of involvement in providing technical assistance to local governments and development authorities in order to promote rational economic growth.

The Council completed an annual update of its Overall Economic Development Program, which provides general guidance for economic development planning activities in the region.

In addition, the Council provided economic development assistance to the City of Lake City. This assistance consisted of preparing an application for funding consideration by the U.S. Economic Development Administration for a public works project to extend sanitary sewer service to an industrial park and to make road and utility improvements on the park site.

The project will enable several firms to expand or locate in the area and create 224 jobs.

**Areawide Development Company**

In cooperation with regional businesses, financial institutions and community organizations, the Council was instrumental in creating the North Central Florida Areawide Development Co., Inc. in 1983 as a non-profit corporation. At that time, the Council agreed to provide staff services to the company.

The company is certified by the Small Business Administration to operate as a "504" Certified Development Company to provide subordinated mortgage financing to eligible small and medium-sized commercial and industrial businesses in the area. The typical financing structure is as follows:

- 50% - local bank
- 40% - Development Company
- 10% - business equity

Due to changes in the financial markets over the past several years, the program was never actively promoted in the region. During 1987, however, the Board of Directors of the company agreed to activate the certified development company program. Through a subcontract with the Council, the City of Gainesville has agreed to have its economic development staff provide loan packaging services for the company throughout the region.
Job Training Partnership Act Program

In 1987, the Job Training Partnership Act program, administered by the Council throughout the region, continued to assist economically disadvantaged persons in obtaining unsubsidized gainful employment. This program continued to be based upon a partnership between private business and public sectors in training individuals for permanent positions. These two entities are the Private Industry Council, consisting of representatives for the region’s businesses and the Consortium of County Commission Chairmen from the region.

The Council provides professional staff services for administering and coordinating the Job Training Program in the entire region. The region is subdivided into four areas in which the actual applicant screening, training, and job placement is carried out. The Council subcontracts with the Job Service of Florida (Gainesville, Lake City, and Perry Offices), the Suwannee River Economic Council, Inc., and the Alachua County School Board to carry out the job training activities.

The job training services provided include classroom training, on-the-job training, and work experience.

During Program Year 1986 (July 1, 1986 to June 30, 1987), a total of 682 participants in the region were served by the program with 602 terminating. Of those, 82.4% (496) obtained unsubsidized employment. Another 458 individuals were served through the 1987 Summer Youth Employment and Training Program.

In addition, as the result of a policy decision of the Private Industry Council, the Council purchased computer hardware and software for a computer assisted instruction program for program participants. The system is being used by high schools, vocational-technical schools and community colleges throughout the region to serve 14-21 year-old participants needing basic educational skills remediation.

The program is designed to provide academically at risk students with a means of improving educational skills while reducing the school drop-out rate. It is anticipated that the program will produce a better educated youth labor force to meet the employment needs of the region.

Finally, the Council initiated a region-wide economic development marketing effort as part of a program employment generating activity.

This initiative is the result of a policy decision of the Private Industry Council to implement the recommended action strategy contained in a target industries and market study for the region completed by a consultant during the previous program year. The 11-county area of north central Florida is being promoted for industrial and commercial development as Florida’s Suwannee Valley Region using the theme “Looking for Business - and Looking Good!”

A direct mail campaign to targeted industries, advertisements in national economic development journals and preparation of a video tape promoting the attributes of Florida’s Suwannee Valley Region to industries interested in expanding into this area are all part of this effort. The objective of the campaign is to create new job opportunities for program eligible individuals in the region.
The Council provides transportation staff services for the Gainesville Urbanized Area Transportation Study (GUATS). GUATS is the continuing, comprehensive, and coordinated urban transportation planning program which is required in order to receive Federal funds for transportation.

The GUATS program officially began in 1971 and is administered by the Metropolitan Transportation Planning Organization (MTPO). The MTPO is a forum for cooperative decision-making by locally elected officials and is made up of the five City of Gainesville Commissioners and the five Alachua County Commissioners. The MTPO is responsible for overall program direction, evaluation, and funding approval.

In 1987, the MTPO conducted a number of transportation planning activities. Several work tasks involved long-range transportation planning.

**Year 2015 Transportation Plan Update**

In June, 1982, the Gainesville Urbanized Area Metropolitan Transportation Planning Organization (MTPO) adopted the Gainesville Urbanized Area Transportation Study (GUATS) Year 2005 Plan. This plan identifies major improvements to the transportation network which are needed by the year 2005 in order to address project patterns and volumes of traffic. A planning process is currently underway to update this Year 2005 Plan and extend the planning horizon to the year 2015.

**Year 2000 and 2015 Socioeconomic Information**

One of the first steps in the update of a long-range transportation plan is the forecast of future socioeconomic information. During the year, MTPO staff developed forecasts of socioeconomic information for the years 2000 and 2015.

The socioeconomic data includes information on population, dwelling units, vehicle ownership by dwelling unit type, employment, and school enrollment.

**Bicycle Screenline Survey**

During the past year, one special study entitled "Bicycle Screenline Survey" was conducted as part of the long-range transportation plan update. The purpose of this study was to obtain information concerning the origin and destination of bicycle trips, the frequency of bicycle use, and the purpose of the bicycle trip. This information will be used in the long-range transportation plan update to account for trips which are made on the community’s arterial and collector roads by bicycle.
Local Transportation Priorities

Each Year, the Florida Department of Transportation (FDOT) works cooperatively with the Metropolitan Transportation Planning Organization (MTPO) in developing FDOT’s Five-Year Transportation Plan. This plan schedules projects to be undertaken by FDOT for the next five years.

In the fall, the MTPO developed a list of local transportation priorities for projects such as new road construction, resurfacings, airport projects, intersection improvements, traffic signals, bicycle facilities, and Regional Transit System (RTS) projects. MTPO priorities were then forwarded to FDOT for funding consideration in its Five-Year Transportation Plan.

Transportation Planning For Handicapped Persons

Last year, MTPO staff assisted the City of Gainesville in developing a program to provide transit services to handicapped persons. This program uses the “Mini Bus System”, an existing demand-responsive system to provide transportation services to handicapped persons.

Other Transportation Planning Activities

Regular transportation planning activities include staff support for MTPO and advisory committee meetings, overall project administration, and responding to numerous requests by the public regarding GUATS plans and programs.

One important document prepared annually by staff and adopted by the MTPO is the Transportation Improvement Program (TIP). The TIP includes highway, bicycle, mass transit, and airport improvement projects programmed for the next five years. This document serves as a short-range implementation program for the GUATS long-range (Year 2005) transportation plan.

The transportation planning activities described in this section are part of a continuous, ongoing transportation planning program. Through this process, the GUATS program attempts to ensure that adequate transportation facilities are provided to meet future needs.
A newsletter is published three times each year to inform Council members, other levels of government, the private sector, and the general public about new programs and other various activities in which the Council is involved.

In addition, brochures and informational briefs are published for special programs, studies and projects. This year, the Council published the following materials.

**Regional Planning**
- North Central Florida Comprehensive Regional Policy Plan
- Special Report Newsletter
- Comprehensive Regional Policy Plan

**Economic Development**
- Annual Overall Economic Development Program

**Transportation**
- Gainesville Urbanized Area Transportation Study - 1988 Unified Planning Work Program
- Transportation Improvement Program for the Gainesville Urbanized Area Fiscal Years 1988 to 1992
- Metropolitan Transportation Planning Organization Transportation Priorities for Federally and State-Funded Projects - 1988
- Gainesville Urbanized Area Transportation Study, Socio-economic Growth Analysis, 2000 Interim and 2015 Target Years Data
- 1987 Bicycle Usage Trends Program

**General**
- NCFRPC Newsletters
- NCFRPC Annual Report
- NCFRPC Overall Program Design

The Council also provides general planning assistance and referral services to the public along with the following maps and information resources which are available at reproduction cost:
- Topographical Maps
- Floodplain Maps
- Aerial Photographs
- Census Information

**Citizen Participation**

Citizens participate in Council programs in a variety of ways. Ongoing citizen participation is accomplished by including non-voting citizen members on the Council, the Board of Directors, and various committees.

This format allows direct citizen input at the policy-making level. Also, citizen advisory committees are created for special projects in which citizen input is desirable or necessary. Finally, the Council maintains extensive lists of interested persons to whom meeting notices and newsletters are sent.
In 1988, the Council will continue a number of programs started in 1987 and initiate a number of new projects and activities as follows.

**Regional Activities**

- **Growth Management**
  
  The Council will continue efforts to implement its growth management policies. In addition to its review activities, a primary focus of Council activities will be to refine the comprehensive regional policy plan and pursue the development of a regional data base.

- **Solid Waste**
  
  The Council will continue to assist the 13-county effort to find a regional solution to the solid waste disposal problem. Efforts will primarily be directed to establishing a system of subregional solid waste management entities and to obtaining financial assistance from the state.

- **Local (Regional) Emergency Response Plan**
  
  Recent amendments to federal legislation dealing with hazardous waste require the preparation of local emergency response plans which, for the State of Florida, are to be developed utilizing the eleven regional planning council districts and state-appointed local emergency response planning committees. It is anticipated that funding will be made available to the Council to assist the local planning committee in preparing a plan for the region.

**Transportation**

- **Year 2015 Transportation Plan Update**
  
  A planning process is currently underway to update long-range transportation plans for the Gainesville Urbanized Area through the year 2015.

- **1990 Census - Work - Place Information**
  
  Staff will participate in the U.S. Census Bureau's "Cooperative Assistance Program" to help improve the quality of journey-to-work data produced in the 1990 Census.

- **Transit Planning Program**
  
  The transit planning program will include short-range transit planning activities, assisting the City of Gainesville in developing a program to provide mass transportation services for handicapped persons, and the preparation of financial capacity studies.

**Economic Development**

- **Economic Development Assistance**
  
  The Council will provide assistance to local governments and area development authorities in securing federal funds and assistance from other sources to accommodate additional industrial growth, with increased emphasis on the activation of the North Central Florida Areawide Development Co., Inc.

- **Job Training Partnership Act**
  
  The Council will continue to serve as administrator for the Job Training Program.

**Local Government Assistance**

- **Community Development Block Grants**
  
  Applications will be prepared for local governments in the region. Other community development assistance, including administration services, will be provided as requested.

- **Local Planning Assistance**
  
  The Council will continue to assist the region's counties and cities in complying with the revised requirements of the Local Government Comprehensive Planning and Land Development Act.
Financial Report

1986-87 Revenues

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<td>Local Government Contracts for Planning</td>
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1986-87 Expenditures

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NOTE: The revenues and expenditures are taken from the Council Audit prepared by Davis, Monk, Farnsworth, and Company, Certified Public Accountants. The Audit is available at the Council for review and copying at cost during regular office hours.
NORTH CENTRAL FLORIDA
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