ANNUAL REPORT

North Central Florida Regional Planning Council

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During the past year, the Council has continued to exert its energies and resources to provide services to its citizens and members, and to support the state’s growth management process. A report on our success in these endeavors is presented in the following pages.

The extent to which we have been able to achieve our goals is due in large part to the support of residents in the region, and to the dedication of our exceptionally qualified staff. I also want to personally recognize the outstanding leadership that has been given by our members who represent our local governments and the Governor.

The cooperative efforts of all of these individuals have resulted in the continued aggressive implementation of the comprehensive regional policy plan, the provision of the highest quality local technical assistance, and the maintenance of a viable economic development program. Our concern for the welfare of the region has been expressed also through programs such as job training, hazardous materials planning and monitoring, local emergency planning, and services for the transportation disadvantaged.

This report is intended to describe more thoroughly these and other activities of the Council. Also provided is a summary of the organization’s financial status and a brief look at the year ahead.

I sincerely hope that the reader becomes more informed about our work, and thereby becomes an advocate of the organization. Our functions are very important to the well-being of the region, but the ultimate potential can be realized only with your support.

Sincerely,

Leveda Brown
Chairman
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. According to preliminary U.S. Bureau of Census figures, the population of the region in 1990 was 354,196, an increase of 19.3 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 51.2 percent of the region's total population.
The Council is an association of 23 units of general purpose local government. Membership includes each of the 11 counties and 12 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 41 representatives must be local elected officials.

All Council representatives sit collectively as the full Council which meets monthly. At its May meeting, this group adopts the annual budget and adopts a work program. Also at this meeting, the Council elects the organization's officers: Chairman, Vice-Chairman and Secretary-Treasurer from among its ranks.

Council members serve on several standing and ad hoc committees appointed by the Chairman. One of the purposes of these various committees is to advise the Council on planning and development activities which come before the Council 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.

**ALACHUA COUNTY**
Leveda Brown
Thomas Coward
George Dekle
* Richard Gutekunst
* Jim Painter
* Sarah B. Sowell
* Ken Tefertiller

**ALACHUA**
Cleather Hathcock
# Saint Elmo Cherry-Clark

**ARCHER**
Eddie Memory

**GAINESVILLE**
David Coffey
# Fred Latsko
Rodney Long
Tom McKnew

**HAWTHORNE**
Eddie Lee Martin

**HIGH SPRINGS**
Freddie Hickmon

**Micanopy**
Donald Tyson

**WALDO**
Louie Davis

**BRADFORD COUNTY**
# Jay B. Edwards
* Anne T. Brown
# Darrell O'Neal
Joe Riddick

**STARKE**

**COLUMBIA COUNTY**
James Montgomery
* Don Petry

**LAKE CITY**
T. Gerald Witt

**DIXIE COUNTY**
Leroy "Bookie" Evans
# Luther Mills
* Clyde Triplett

**GILCHRIST COUNTY**
Emory Philman
* Howell Lancaster

**TRENTON**
# Kathryn Deen

**HAMILTON COUNTY**
* Lewis Vaughn

**LAFAYETTE COUNTY**
* M.N. "Pete" Sullivan
# Edward Perry
Edward Walker

**MADISON COUNTY**
Bert Thigpen

**MADISON, CITY OF**
Clarence Ganzy

**SUWANNEE COUNTY**
* William W. Howard
Charles Williams

**TAYLOR COUNTY**
Lillie Greene
* Charles T. Maultsby

**PERRY**
Thomas Demps

**UNION COUNTY**
# Kenneth L. Parrish, Sr.
Ray Thomas

*Gubernatorial Appointees
#Non-Voting Participant
The eleven counties comprising the North Central Florida Region, whose number of residents has increased dramatically during the 1980's, are becoming increasingly aware of the opportunities and problems that population growth can create for local governments. Often, dealing with issues of growth opens up opportunities for regional cooperation and planning.

Being an association of local governments with strong ties to state and federal agencies, the Council is in a unique position to coordinate the development and implementation of strategies designed to address the problems and opportunities created by growth.

**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 the legislation is to aggressively address the issues created by the state's rapid growth in population. 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 cope with 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. These plans have gone through at least one update since their initial adoption.

Regional plans, prepared and adopted by each of the eleven regional planning councils in 1987, received their first three-year evaluations during 1990. Many will be updated in 1991 as a result of this effort. Local plans will continue to be prepared and adopted on a schedule established by the state through the summer of 1991.

*The comprehensive regional policy plan promotes the protection of natural areas as economic and recreational assets of the region.*
North Central Florida Comprehensive Regional Policy Plan

The Council adopted its comprehensive regional policy plan for the North Central Florida Region as mandated by the legislation on June 18, 1987. Emphasis since that time has been on plan implementation and monitoring of land development within the region.

Plan implementation efforts on the part of the Council in 1990 continued to focus on assisting the Suwannee Valley Solid Waste Management Administration in the development of a four-county regional landfill in Madison County. Other implementation efforts were related to the Council's technical assistance programs and review activities discussed elsewhere in this report.

Monitoring efforts this past year have primarily been evaluating changes in land use throughout the region through use of a computer program which manipulates Department of Revenue (DOR) tax tape information. This program was extensively used in the three-year evaluation of the regional plan which occurred in 1990.

Hurricane Evacuation and Inland Shelter Study Update

The Council completed its first 5-year update of the regional hurricane evacuation and inland shelter studies. Both regional and county plans were completed in 1985.

The 1990 regional reports focus on updating the number and location of people who would need to evacuate in the event of hurricane, including any special needs created by disabilities or age. The studies include the location and type of shelter spaces that would be available to accommodate evacuees. Evacuation routes and potential impediments to the movement of vehicles along them (such as flooding) are also discussed.

A technical committee, composed of county civil defense directors and representatives of the State Division of Emergency Management and the Red Cross, assisted in this effort. County, Red Cross and State officials will use the updated information in their own plans for dealing with an 'emergency situation.'
Title III of the Superfund Amendments and Reauthorization Act (SARA), passed by Congress in 1986, is best known as the Emergency Planning and Community Right-to-Know Act.

These amendments require the preparation of local emergency response plans which, for the State of Florida, have been developed utilizing the eleven regional planning council districts and state-appointed local emergency planning committees (LEPCs). The emergency response plan for the North Central Florida Region was adopted by the Local Emergency Planning Committee on June 9, 1989.

Florida follow-up legislation also requires that the state's 67 counties each prepare countywide plans to form the basis of the regional plans. Plans for the eleven counties in the region were completed and forwarded to the state in the spring of 1989. The Council prepared 6 of the 11 county plans under contract.

During 1990, the LEPC focused most of its attention implementation activities including the development of a citizens guide for reacting to an accidental release of an extremely hazardous chemical, and holding two full-scale unannounced emergency response exercises involving state and local emergency service units.

Knowing the location of facilities that store certain types of hazardous materials on their property is critical to the planning process. Thus, during 1991, the major effort of the LEPC will be to update the plans adopted in 1989.
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 1990, 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 in 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 proposed within the region such as the proposed expansion of this Health Park initially reviewed as a DRI in 1985.
During 1990, 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 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. In addition, local governments are required to adopt land development regulations to implement their revised comprehensive plans.

The Council assisted two coastal counties and three coastal municipalities with the adoption of their revised comprehensive plans. Assistance with the State compliance review process for local government comprehensive plans was provided by the Council to one coastal county and two coastal municipalities.

Also, the Council assisted two noncoastal counties and three noncoastal municipalities with review and submission of their revised comprehensive plans to the State for compliance review. In addition, comprehensive plan review assistance was initiated with three other noncoastal counties and three other noncoastal municipalities.

The Council assisted the two coastal counties and the three coastal municipalities by completing the preparation of land development regulations designed to implement the provisions of their new comprehensive plans. Assistance with the adoption of these land development regulations was provided by the Council to one coastal county and three coastal municipalities.

Other assistance was provided by the Council during the past year. In particular, the Council assisted Taylor County with completing the development of a road naming and property numbering system.
Community Development Block Grants (CDBG)

The Council assisted local governments in submitting two applications in 1990, both of which addressed the need for improvements to public facilities, such as roads, water, sewer, and drainage facilities in low- and moderate-income areas. Total funding requested for these projects was $1.15 million.

CDBG applications were prepared in 1990 for the following local governments:

* Suwannee County
* City of Hawthorne

In addition to application assistance, the Council initiated administrative work on recently funded grants for Taylor County and the City of Perry. Continued administrative assistance with current projects was provided to Columbia County and the municipalities of Live Oak, Madison and Perry.
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 economic growth.

In 1990, the Council completed an annual update of its Overall Economic Development Program, which provides general guidance for economic development planning activities in the region.

**Areawide Development Company**

In cooperation with regional business, 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. However, by a subsequent contract with the Council, the City of Gainesville has agreed to assume a major part of that responsibility.

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

Last year's Private Industry Council Chairman, Robert Murray, receiving the $103,258 incentive award to Florida's Suwannee Valley Service Delivery Area for outstanding service to local residents.
The Job Training Partnership Act program, administered by the Council throughout the region, continued to assist economically disadvantaged long-term unemployed, and laid-off persons in obtaining unsubsidized gainful employment during Program Year 1989 (July 1, 1989 - June 30, 1990).

The program continued to be based upon a partnership between private business and the public sector in training individuals for permanent positions. This balance is evident in the structure of the program, which includes two organizations that are responsible for developing policy by which it is operated. These two entities are the Florida's Suwannee Valley Private Industry Council (PIC), consisting of representatives from the region's businesses, governmental, social service agencies, public education, organized labor and economic development organizations, and Florida's Suwannee Valley Job Training Consortium of County Commission Chairmen from the region.

The Council subcontracted with the Job Service of Florida (Gainesville, Lake City, and Perry offices), the Suwannee River Economic Council, Inc., the School Board of Alachua County, the Columbia County Association for Retarded Citizens, the Columbia County School Board, Sears & Roebuck, Career Consultants of Melbourne, Inc., and Burnup & Sims, ComTec to carry out the job training activities.

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

During the program year a total of 1,160 participants in the region were served by the program. Of those, 468 obtained unsubsidized employment and 244 individuals received basic education remediation.

Also, the third full year of the basic education remediation computer-assisted instruction program was completed. The system was 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 and employeability skills training.

In addition 431 individuals were served through the 1990 Summer Youth Employment and Training Program. This program provided academically at-risk students with a means of improving educational skills while reducing the school drop-out rate. The program helped produce a better educated youth labor force to meet the employment needs of the region.

Finally, Council staff continued providing assistance to the PIC's Economic Development Committee in its regionwide economic development marketing effort as part of an employment generating activity. The 11-county area of north central Florida was promoted for industrial and commercial development as Florida's Suwannee Valley Region using the theme "Looking for Business - and Looking Good!"

Advertisements in national economic development journals highlighted the program by promoting the attributes of Florida's Suwannee Valley Region to industries interested in expanding into this area. The objective of this campaign continued to be the creation of new job opportunities for program eligible individuals in the region.
Each year, 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 for the Gainesville Urbanized Area. This program is required in order to receive federal funds for transportation projects.

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 comprised 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 1990, the MTPO conducted a number of transportation planning activities. Several of these activities involved long-range transportation planning.

**Year 2015 Transportation Plan Update**

The MTPO is currently updating its long-range transportation plan for the Gainesville Urbanized Area adopted in 1982. The Year 2005 planning horizon for the adopted plan will be extended through the year 2015 when the updated plan is completed. The updated plan will identify major improvements to the transportation network which are expected to be needed by the year 2015 in order to address projected patterns and volumes of traffic.

During the year, the MTPO began the testing and evaluation of a future transportation alternative called the “Expand Existing Arterials” Alternative. This future transportation alternative primarily adds lanes to existing roads, with some new roads also being recommended. The testing and evaluation of this alternative is expected to be completed sometime in 1991.

**Gainesville Area Bicycle Plan - 1990**

During 1990, the MTPO adopted the Gainesville Area Bicycle Plan - 1990. This document is intended to serve as the bicycle element of the community's long-range transportation plan. Included in this document are bicycle planning strategies that can be used to help evaluate the effectiveness of proposed bicycle activities.

**Statewide Level of Service Task Team**

Also during 1990, MTPO staff assisted the Florida Department of Transportation (FDOT) by serving on its statewide Level of Service Task Team. The purpose of this team is to update FDOT’s Level of Service Manual. This manual is primarily used in local government comprehensive plans to develop estimates and forecasts of roadway operating conditions (the amount of congestion). The ability to measure operating conditions on a roadway using level of service procedures is an important component of state growth management legislation and concurrency requirements.

A portion of Archer Road in Alachua County is scheduled for widening in the Gainesville Urbanized Area Transportation Study.
Transportation Planning For Transit Services

Last year, the MTPO continued its program to monitor Regional Transit System (RTS) ridership in the Gainesville Urbanized Area. Each quarter, information on transit ridership is reported to the MTPO and its advisory committees. According to this information, transit ridership decreased from 1985 through 1988, but has steadily increased over the last two years.

Transportation Disadvantaged Program

In 1990, Council staff continued to serve on a statewide committee to develop rules to implement recent state legislation concerning the transportation disadvantaged (persons who are low-income, elderly, or handicapped). The purpose of this program is to improve the coordination among various agencies which operate vehicles providing services to the transportation disadvantaged.

In addition, the Council was selected to be the designated official planning agency for all counties in the region except Alachua County. State rules specify that the MTPO serve as the planning agency in Alachua County. In accordance with its duties as the planning agency, the Council, based upon recommendations made by each County Commission, appointed members to a coordinating board in each county. The Council currently provides staff services to each of the eleven county coordinating boards in the region.

Other Transportation Planning Activities

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

Each year the MTPO approves the Transportation Improvement Program (TIP). The TIP includes highway, bicycle, mass transit, and airport improvement projects programmed for the next five years. The MTPO must approve federal and state transportation projects contained in the TIP in order for these projects to be funded in the Gainesville Urbanized Area.

In addition, the TIP also contains a section which identifies projects which the MTPO identifies as having a high priority, but are not currently funded in the Florida Department of Transportation's five-year work program. FDOT staff use this information to assist in developing their work program for the coming year. This document serves as a short-range implementation program for the GUATS long-range 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.
From time to time, a newsletter is published 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. Brochures and informational briefs are also published for special programs, studies and projects. In addition to the numerous planning and other technical studies prepared under contract with local governments throughout the region, the Council prepared the following materials in 1990.

**Regional Planning**

- 1990 Evaluation of the North Central Florida Comprehensive Regional Policy Plan
- North Central Florida Regional Hurricane Evacuation Study Update, 1990
- North Central Florida Regional Hurricane Shelter Study Update, 1990

**Economic Development**

- Annual Overall Economic Development Program Update 1989

**Transportation**

- 1990 Bicycle Usage Trends Program
- Fiscal Years 1991-1996 Transportation Improvement Program

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.

- Existing and Future Land Use Maps
- Topographic Maps
- Floodplain Maps
- 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 and the various Council 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 1991, the Council will continue a number of programs started in 1990 and initiate a number of new projects and activities as follows.

**Regional Activities**

**Growth Management**

In accordance with Chapter 186, F.S., the Council will conclude its update of the comprehensive regional policy plan.

**Regional and Local Emergency Response Plans**

Due to the constantly changing situation facing emergency service personnel, the regional emergency response plan will be updated to incorporate the most recent information on the location of hazardous materials. The Local Emergency Planning Committee will continue its efforts to ensure that emergency personnel are properly trained and the general public informed of potential dangers facing their communities.

**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.

**Transit Planning Program**

The transit planning program will be continued for the Regional Transit System with activities to include:

- the development of a transit development program to include transit management information, development of future transit system policies and strategies, and identification of needed capital improvements; and

- short-range transit planning to include monitoring system ridership trends.

**Bicycle Planning**

Bicycle planning activity to monitor bicycle ridership trends will continue for the Gainesville Urbanized Area.

**Transportation Disadvantaged Program**

Council staff will continue to provide staff support to eleven county coordinating boards with respect to the transportation disadvantaged program.

**Economic Development**

**Economic Development Assistance**

The Council will continue to provide assistance to local governments and area development authorities in securing federal funds and assistance from other sources to accommodate additional industrial growth.

**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.
## 1989-90 Revenues

### Sources

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<th>Source</th>
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<td><strong>Federal</strong></td>
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<tr>
<td>Direct</td>
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<td>Pass-through from State</td>
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<td><strong>State</strong></td>
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<td>Local Government Contracts for Planning</td>
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## 1989-1990 Expenditures

### Programs

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

Vice Chairman
Joseph Riddick

Secretary-Treasurer
T. Gerald Witt

Executive Director
Charles F. Justice