ANNUAL REPORT

North Central Florida Regional Planning Council

1993
I have been privileged to serve as chairman of the North Central Florida Regional Planning Council during a very successful year. This has been particularly gratifying during a time when public resources are scarce and the role of regional organizations is being questioned.

It is clear from reading the following pages, that this Council is continuing in its long-standing tradition of providing a means for local officials to work together, of making available much-needed technical assistance, and in delivering services to many of the region's most deserving citizens. That these functions have been carried out in an effective and efficient manner is ample evidence of the value of this organization to the cities and counties it serves.

It is our hope that this document will keep you informed of our numerous programs, and make you aware of the benefits being offered. Also included is a review of our financial status and a summary of the future programs to be undertaken.

On behalf of the entire Council and staff, I wish to express our appreciation to all of the residents of the region for your support. We are fully aware that without such support, most of our successes would not have been possible.

Please call our offices in Gainesville if you have any questions or wish to have additional information about the Council. We look forward to serving you during the coming year.

Sincerely,

M. N. Sullivan
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 are discovering the amenities of north Florida living. According to estimates by the Bureau of Business and Economic Research, University of Florida, the population of the region in 1993 was 375,455 an increase of 21,259 people over the 1990 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 50.8 percent of the region’s total population.
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 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 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
Charles Chestnut
Margaret Eppes
* Charles Clemons
* Oscar Harris
* Dale McPherson
* Jane Walker

ALACHUA
Cleather Hathcock
# Saint Elmo Cherry-Clark
# Gussie Mae Lee
# Cole Saxon

ARCHER
Eddie Memory

GAINESVILLE
Rodney Long
Tom McKnew
Jim Painter

HAWTHORNE
Eddie Martin

HIGH SPRINGS
Freddie Hickmon

Micanopy
Stanley Strobles

WALDO
Louie Davis

BRADFORD COUNTY
George Roberts
* Joseph Riddick
# Jay B. Edwards

STARKE
Travis Woods

COLUMBIA COUNTY
James Montgomery
Tom Sawyer

LAKE CITY
T. Gerald Witt

THE COUNCIL

DIXIE COUNTY
Jerry Hill

GILCHRIST COUNTY
Sue Beach Suggs

HAMILTON COUNTY
Lewis Vaughn

JASPER
Matthew Hawkins

LAFAYETTE COUNTY
Bill Shaw
* M.N. "Pete" Sullivan

MADISON COUNTY
Mike Salls
# Roy Milliron

MADISON, CITY OF
Clarence Ganzey

SUWANEE COUNTY
Elliott Scott

LIVE OAK
Sonny Nobles
William W. Howard

TAYLOR COUNTY
Lillie Greene
* Malcolm Page

PERRY
Thomas Demps

UNION COUNTY
Paul Riherd
Sidney Todd
# Kenneth L. Parrish, Sr.

* Gubernatorial Appointees
# Non-Voting Participant
The eleven counties comprising the North Central Florida Region, whose number of residents has increased dramatically during the last 20 years, 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**

Based mostly on the recommendations of the Florida Environmental Land Management Committee (ELMS III) and the Florida Advisory Council on Intergovernmental Relations (ACIR), the 1993 Florida Legislature enacted numerous changes to Florida’s growth management laws.

These changes, which are to be implemented over a period of several years, will significantly affect the planning processes of state, regional and local government agencies.

One of the more significant actions taken by the Legislature revoked the “sunsetting” of regional planning councils as far as the growth management process is concerned. Specifically, the legislation calls for converting existing comprehensive regional policy plans into “strategic” plans by requiring planning councils to address only those state plan goal areas directly related to growth management such as transportation, natural resources, and housing.

Other actions taken by the 1993 Legislature significantly affects the Development of Regional Impacts (DRI) review process in which large-scale developments are reviewed for their interjurisdictional impacts by regional planning councils which forward recommendations for approval, denial or approval with conditions to local governments.

The current process is to be gradually phased-out and replaced with new and expanded local government intergovernmental coordination elements. Local governments will be required to establish a means by which to address the interjurisdictional impacts of development.

These and other changes to the growth management process are scheduled to be accomplished over a several-year period. The Florida Department of Community Affairs is currently in the process of developing rules to govern the process and final products.
Regional And Local Emergency Response Plans

The Emergency Planning and Community Right-to-Know Act (EPCRA), passed by Congress in 1986, is also known as Title III of the Superfund Amendments and Reauthorization Act (SARA).

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, and last updated on June 11, 1993.

Florida follow-up legislation also requires that the state’s 67 counties each prepare countywide plans to form the basis of the regional plans. Council staff completed plan updates for five of the eleven counties in 1993.

The updates of the county hazardous materials emergency response plans include site-specific information on facilities that contain extremely hazardous substances. The plans identify the quantities of hazardous materials on-site, the vulnerable zone that could be impacted by a worse-case release, and the probability of a release occurring.

At the request of the LEPC, hazardous materials emergency information for citizens is now included, or soon will be, in many telephone books in north central Florida. Information includes instructions on how to evacuate or shelter in-place. Through this mechanism, citizens will have a written copy of instructions that will be given by local officials in the unlikely event that a major chemical spill occurs.

A University of Florida Journalism class produced, as a class project, a public-education video to accompany the telephone book information. Over 200 copies of the “Are You Prepared for a Hazardous Materials Emergency?” video have been distributed to County School Districts and first response agencies in the region during 1993.

New projects being conducted in 1994 include establishing a hazardous materials training program for first responders, conducting a regional hazardous materials exercise, and doing enhanced hazards analyses for regionally-significant hazardous materials sites. Grants from the Hazardous Materials Transportation Act (HMTA) will be available to help pay for these programs.
Review Activities

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 1993, the Committee conducted a review of 139 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 Alachua General Hospital Satellite Campus Healthpark located in the Gainesville urban area.
The Job Training Partnership Act program, administered by the Council throughout the region, assisted economically disadvantaged, long-term unemployed and laid-off persons in obtaining unsubsidized gainful employment during Program Year 1992 (July 1, 1992 - June 30, 1993). The program responded to the needs of the community and exceeded all state and federal performance measures.

The program is 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 local policies under which the program 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 which is comprised of County Commission Chairmen from the region.

During the program year more than 2,700 participants in the region were given access to an array of services that included remediation, work experience, employability skills training, career and financial counseling, and occupational skills training in a variety of demand occupations.

Also, FSVPIC was awarded a Title III National Reserve Fund grant to serve 116 residents of Dixie and Taylor counties who suffered job losses as a result of the March 1993, Storm of the Century. This grant provided funding to employ residents whose livelihood was interrupted by the storm to assist in the restoration of public facilities that were damaged by the storm. The funding helped many self-employed fisherman in the area to re-establish their businesses.

To address the needs of the at-risk population in our region's schools, the Private Industry Council continued to fund its in-school youth program. This program provided basic education remediation classes in reading, mathematics and language skills to keep youth classified as "at risk of dropping out" in school while making progress toward high school graduation. A basic education remediation computer program 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 employability skills training.

In addition, individuals were served through the 1993 Summer Youth Employment and Training Program. This program provided academically at-risk students with a means of improving educational skills during the summer, while also earning wages on a summer job. The program helped produce a better educated youth labor force to meet the employment needs of the region.

To carry out the job training activities, the Council subcontracted with the following agencies: Suwannee River Economic Council, Inc.; the School Board of Alachua County; the Lake City Community College; Santa Fe Community College; Bradford County Association for Retarded Citizens; Child Care Resources, Inc., Columbia County Association for Retarded Citizens, Inc., and Henkels and McCoy.

John Dupler was trained with JTPA Title II-A funds and placed at Lake City Community College's Maintenance Department. John has recently purchased a car with money he received as a bonus.
During the past year, the Economic Development Program of the Council consisted of economic development planning and Areawide Development Company activities.

**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 1993 the Council completed an update of its Overall Economic Development Program, which provides general guidance for economic development planning activities in the region. Also, the Council published a tourism brochure promoting the region and other tourism development activities (see next page).

Finally, the Council began assisting businesses with SBA 7(a) loan packaging. During the past year, staff processed over $1.1 million in 7(a) guaranteed loans.

**Areawide Development Company**

In cooperation with local businesses, financial institutions and community organizations, the Council was instrumental in creating the North Central Florida Areawide Development Co., Inc. (ADCO) in 1983 as a non-profit corporation.

The company is certified by the Small Business Administration (SBA) 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

A much greater effort to market this program throughout the region was initiated the past two years. This effort has raised ADCO's portfolio value to $924,000 in debenture loans this past year.

These loans have resulted in 30 new jobs created and 17 jobs retained. The loans have also leveraged over $1 million in loans made by local lending institutions.

Construction and business acquisition projects such as this Days Inn can be financed through the Council's economic development loan program.
Tourism Development Activities

On completion of the tourism strategic plan last year, the Council entered into a formal agreement with each of the 11 counties whose representatives form a Tourism Task Force to undertake promotional efforts for tourism throughout the region.

One of the first projects undertaken was the development and printing of a full-color tourism map brochure which highlights the region's many attractions. The brochure is currently being distributed through many outlets, not the least of which are the Florida Welcome Stations situated along the interstate highway system. The brochure is attractive and very popular; early indications are that a second printing may become necessary sometime during 1994.

The Tourism Task Force is also moving forward on implementing its tourism development work program as follows:

*pursuing further promotional efforts through brochure distribution through such organizations as the Florida Campground Association's cooperative mail program;

*hiring a professional public relations firm to promote the region;

*developing a press kit containing regional and county brochures, listings of lodging, restaurants, tourist attractions, etc.;

*developing "Original Florida" placemats using the map brochure as background;

*hold media receptions, prepare and release public service announcements, and many other promotional efforts.

Off-road bicycle trails such as this pictured here are being developed with assistance from the U.S. Forest Service and local volunteers.
During 1993, 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 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 four noncoastal municipalities negotiate Stipulated Settlement Agreements with the Florida Department of Community Affairs concerning provisions of their comprehensive plans found noncompliant by the State. In addition, assistance with the preparation and adoption of comprehensive plan amendments in accordance with these agreements was provided by the Council to those four noncoastal municipalities and one other noncoastal municipality whose Stipulated Settlement Agreement with the Florida Department of Community Affairs was negotiated in 1992.

The Council assisted two noncoastal counties and seven noncoastal municipalities with the review and adoption of land development regulations to implement their revised comprehensive plans. The Council also assisted two noncoastal counties and one noncoastal municipality with the review and adoption of amendments to their land development regulations.

Finally, the Council also assisted three counties and four municipalities with the review and adoption of 30 comprehensive plan map and text amendments, 31 land development regulations map and text amendments and 5 land development regulations special exceptions.
The Council assisted several local governments in assessing their community development needs in 1993. These assessments addressed the need for housing rehabilitation of low- and moderate-income occupied dwelling units, the need for the commercial revitalization of downtowns, and the need for revitalizing public facilities in neighborhoods occupied by low- and moderate-income persons. These community development needs assessments resulted in the Council assisting the following six local governments with the preparation of Community Development Block Grant applications in 1993:

**Commercial Revitalization**
*Lake City - $575,000
*Perry - $575,000

**Neighborhood Revitalization**
*Alachua, City - $325,000

The Council continued to provide administrative assistance on current projects for the municipalities of Hawthorne and Madison. In addition, the Council assisted Perry with the preparation, review and adoption of a Community Redevelopment Plan to revitalize the downtown through the establishment of a Tax Increment Financing Trust Fund. The Council also assisted Lake City with the preparation, review and adoption of an amendment to its Community Redevelopment Plan designed to revitalize its downtown. Finally, the Council assisted Hawthorne with the preparation of a Florida Recreation Development Assistance Program Grant application for the development of a park in the City.
Transportation

Through an interlocal agreement signed by the Florida Department of Transportation, Alachua County and the City of Gainesville, the Metropolitan Transportation Planning Organization (MTPO) was formed to conduct transportation planning activities in the Gainesville urbanized area. This program is required in order to receive federal funds for transportation projects. The Council serves as the staff providing technical and administrative assistance in developing transportation plans and programs.

Another major transportation planning activity is the transportation disadvantaged program. This program is required in order to receive state funds to increase transportation services to low-income, elderly and handicapped persons.

**MTPO Activities**

In 1993, the MTPO conducted a number of transportation planning activities.

**ISTEA Transportation Enhancements**

During the year, Council staff assisted the MTPO in preparing, and in assigning a priority to 66 transportation enhancement projects. These projects go beyond what was customarily provided before the Intermodal Surface Transportation Efficiency Act (ISTEA) was adopted in 1991. This includes such activities as landscaping, historic preservation, and facilities for bicycles and pedestrians. Through this program, about $1.3 million of enhancement funds was obtained for projects in Alachua County for Fiscal Year 1993/94.

**Monitoring Growth Trends in the Gainesville Urbanized Area**

In 1993, MTPO staff, working in conjunction with the Alachua County, began to develop a database of building permit information. This information will be used to monitor growth trends in and around the City of Gainesville. This information will improve forecasts of population and employment that are used in the transportation computer modeling process.

**Downtown Gainesville Transportation Management Organization**

Also in 1993, the MTPO assisted in the formation of the Downtown Gainesville Transportation Management Organization (TMO). The TMO is a public and private partnership formed so that developers, local business owners, employers and local government representatives can work collectively to establish policies and programs to address local transportation problems.
Other MTPO 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.

The transportation planning activities described in this section are part of a continuous, ongoing transportation planning program. Through this process, the MTPO attempts to ensure that adequate transportation facilities are provided to meet future needs.

**TRANSPORTATION DISADVANTAGED PROGRAM**

In 1993, the Council served as the designated official planning agency for ten counties in the region under the Transportation Disadvantaged Program. The Metropolitan Transportation Planning Organization (MTPO) for the Gainesville Urbanized Area served as the planning agency for Alachua County. These agencies are responsible for conducting planning studies needed to increase transportation services to low-income individuals, elderly individuals and persons with disabilities.

In addition to providing planning assistance to this program, the Council and the MTPO appoint and staff 11 county transportation disadvantaged coordinating boards. The coordinating boards provide advice and direction to their respective transportation coordinators on the provision of transportation disadvantaged services.

Council staff also assisted local coordinators in applying for funds through the State Transportation Disadvantaged Trust Fund. These funds were used to purchase rides for transportation disadvantaged persons who were not sponsored by social service agencies. In addition, a portion of these funds were used to purchase capital equipment in order to improve the provision of transportation disadvantaged services. In 1993, the trip/equipment grants for all 11 counties in the region totaled over $500,000.
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 1993.

Regional Programs

[] Evaluation Reports on Local Comprehensive Plans, Developments of Regional Impact and other Council Review Items

[] Hazardous Materials Emergency Response Plan 1993 Update

Job Training Partnership Act Program

[] Employment and Training Plan for Florida’s Suwannee Valley Service Delivery Area for Program Years 1992 and 1993

Economic Development

[] Overall Economic Development Program 1993 Update

[] Tourism Brochure


Transportation

[] Fiscal Years 1994-1998 Transportation Improvement Program

[] Fiscal Year 1994 Unified Planning Work Program

[] Transit Monitoring Program Quarterly Report for the Regional Transit System

[] 1993 Bicycle Usage Trends Program

[] Transportation Disadvantaged Coordinated Transportation Development Plans

General

[] 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.

[] Existing and Future Land Use 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 1994, the Council will continue a number of programs started in 1993 and initiate a number of new projects and activities as follows.

**Regional Activities**

**Growth Management**

The Council will begin an evaluation and update of its regional plan to conform to changes required by legislation enacted in 1993.

**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.

**Job Training Partnership Act**

The Council will continue to serve as administrator for the Job Training 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. The Council will also assist local governments and organizations in the implementation of the tourism plan.

In addition, the Council will continue assisting businesses with SBA 7(a) loans and, through its contract with the North Central Florida Areawide Development Co., Inc., SBA 504 loans, both guaranteed by the U.S. Small Business Administration.

**Transportation**

**Regionwide Level of Service Studies**

Working in cooperation with the Florida Department of Transportation, Council staff will conduct special traffic studies to estimate the level of congestion on State roads within the region.

**Bicycle Planning**

Annual bicycle counts will be taken at eleven intersections in the Gainesville urbanized area to monitor bicycle ridership trends.

**Transportation Disadvantaged Program**

Council staff will continue to provide staff support to the eleven county coordinating boards.

**Local Government Assistance**

**Community Development Block Grants**

Applications will be prepared for local governments in the region. Other community development assistance, including administrative services, will be provided as requested.

**Local Planning Assistance**

The Council will initiate an expanded service to assist the region’s counties and cities in complying with the requirements of the Local Government Comprehensive Planning and Land Development Regulation Act.

On-going comprehensive planning assistance will be provided to local governments to assist with interpretations of comprehensive plan and land development regulations, preparation of annual Concurrency Management System Reports, preparation of comprehensive plans and land development regulation amendments, development review and concurrency assessments of plats, site and development plans.
1992-93 Revenues

Sources

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<td>Direct</td>
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<td>Pass-through from State</td>
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<td>State</td>
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<td>Local Government Contracts for Planning</td>
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Total Revenues $ 5,331,531

1992-93 Expenditures

Programs

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<td>Strategic Regional Policy Plan</td>
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Total Expenditures $ 5,365,958