

Apalachicola
Intergovernmental Coordination Comprehensive Plan Element
Revise 9/15/89

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INTERGOVERNMENTAL COORDINATION ELEMENT

Introduction

The purpose of this element is to formulate improved coordination processes among adjacent local governments and with local, regional, state, and federal agencies. Very often, planning and management responsibilities fall under the jurisdiction of several agencies. The effective implementation of federal, state, regional, and local planning policies requires: 1) the identification of all agencies with which the local government must coordinate, 2) a thorough understanding of the roles of each agency and that of the local government, and 3) 'the creation of adequate intergovernmental coordination mechanisms to carry out policies.

This element is divided into three sections. The first section identifies the public and quasi-public entities which have some service or regulatory responsibility within the jurisdiction of the City of Apalachicola. It includes a description of the coordination mechanisms between the City and each of these entities, including the nature of the relationship and the office with primary responsibility of coordination.

The second section analyses the effectiveness of these coordination mechanisms as they relate to specific issues identified in the other elements of this comprehensive plan. Each issue is analyzed according to the requirements of Chapter -5, F. A. C. , identifying problems and needs and recommending solutions.

The goals, objectives, and policies developed through the inventory and analysis sections of this element constitute the third section. The goals, objectives, and policies shall be adopted by the City of Apalachicola as part of the comprehensive plan. The inventory and analysis sections are designed to be informally updated as necessary.

II. INVENTORY

The following narrative describes the utilities and the primary county, state, and federal agencies operating in the City.

A. Apalachicola

The City of Apalachicola, the Franklin County seat and major population center (approx. 2,600 persons), is also the major commercial land transportation center for the County. The City is located on Highway 98 at the mouth of the Apalachicola River. It is governed by a Mayor and four Commissioners. The City employs 32 people in the following departments:

1. Water, Sewer, and Drainage
2. Police
3. Fire
4. Parks and Recreation
5. Finance and Administration

b. Planning

B. Franklin County

Franklin County is governed by a Board of five County Commissioners elected by district. The Commissioners along with the other constitutional officers of the County form the County government. The County government has jurisdictional responsibility for the unincorporated area as granted within the Constitution of the State of Florida.

The City of Carrabelle is the only other municipality in the County. With a Population of approximately 1,300, it is located on Highway 98 at the mouth of the Carrabelle River.

C. Regional Agencies

1. Apalachee Regional Planning Council

Apalachicola is located within the Apalachee Regional Planning Council region, a nine county area in the central Florida panhandle. The Council provides certain planning and technical assistance functions. The City is a member of this association of local governments. The Regional Planning Council office is located in Blountstown. The Apalachee Regional Planning Council is charged with the preparation of a Comprehensive Regional Policy Plan pursuant to Chapter 186, Florida Statutes. The Comprehensive Regional Policy Plan provides regional issues, goals, policies, and standards which further the goals and policies, and standards of the State of Florida Comprehensive Plan. The updated local government comprehensive policies, and standards of the .Comprehensive plans must be consistent with the issues, goals, policies and standards of the Comprehensive Regional Policy Plan.

The Regional Planning Council also reviews Developments of Regional Impact pursuant to Chapter 380, Florida Statutes. The Regional Planning Council's primary function is to determine the positive and negative impacts of the proposed development and prepare an advisory report with recommendations to the local governments affected by the development.

In addition, the Regional Planning Council is responsible for the reviewing all applications for federal domestic assistance when the federal program requires areawide clearinghouse review. This proposed project is in corifformance with regional and local plans and programs. The ultimate objective of this process is to provide for intergovernmental coordination between local, state, and federal agencies.

2. Northwest Florida Water Management District

The Northwest Florida Water Management District was established by the Water Resources Act of 1972. This district is governed by a board appointed by the Governor. The Water Management District office is located on Highway 90 between Tallahassee and Qulncy. At this time, the District's responsibilities Include water resource planning and permitting for some specific uses, well drilling. and surface water storage.

The District is currently developing a management plan for the Apalachicola river and Bay, a task which is part of the SWIM program (Surface Water Improvement and Management). The plan will consider the whole Apalachicola River drainage basin and will recommend both land and water use management strategies for maintaining the integrity of the basin and bay. The goal is to manage the Apalachicola system in such a manner as to preserve and/or maintain the natural resources. Local government will play an integral role in this program but it will be some time before the Water Management District proposes a specific regulatory approach.

D. State Agencies

1. Governor's Office of Planning and Budgeting

The Governor's Office of Planning and Budgeting is responsible for reviewing all applications for federal domestic assistance when the federal program requires state clearinghouse review. The purpose of this review is to insure that the proposed project is in conformance with state plans and programs. The ultimate goal of the review process is to provide for intergovernmental coordination between local, state and federal agencies.

The Governor's Office of Planning and Budgeting is responsible for preparation of the State of Florida Comprehensive Plan which provides state-wide goals and policies with which all local and regional comprehensive plans must be consistent.

Most of Franklin County, including Apalachicola, has been designated by the state as an area of critical state concern. The Governor and Cabinet, sitting as the administration commission, approve all changes in land development regulation adopted by any local government within the critical area. (See Department of Community Affairs.)

2. Florida Department of Transportation (FDOT)

The Florida Department of Transportation is responsible for planning, constructing and maintaining the State road system. The central office is located in Tallahassee and the County office is located in Carrabelle. Given the close relationship and interdependence between land use and transportation, the coordination of local and state transportation plans is important. The FDOT regulates access to State roads. Before new development may have access to a State road the developer must present plans for review to the Department. It also may influence drainage in new developments adjacent to State roads by regulating the amount of stormwater runoff which may be allowed to flow into the roadside ditches. New developments which expect to increase the amount of runoff to the drainage system of a State road must submit a drainage plan for review to the Department.

3. Florida Department of Community Affairs

The Florida Department of Community Affairs (DCA) is the designated state land planning agency. Located in Tallahassee, the DCA has been assigned the responsibility of reviewing local comprehensive plans to determine if such plans are consistent with Chapter 163, Florida Statutes,

the Comprehensive Regional Policy Plan and the State Comprehensive Plan must be provided for this purpose to the DCA prior to the plan's adoption.

As the state land planning agency, DCA is responsible for carrying out the mandates of Chapter 380.555, F.S., designating the Apalachicola Bay Area of critical state concern. DCA reviews all development orders issued in the critical area and assists the City as well as Carrabelle and Franklin County in enacting adequate land use regulations. If DCA believes the Cities or the County have erred in issuing a development order it can appeal the decision to the Governor and Cabinet sitting as the Administration Commission. (The Commission must also approve all land development regulations .)

Removal of the designation at; an area of critical state concern can take place when the local land development regulations and comprehensive plans are deemed adequate to protect the Apalachicola Bay Area and the requirements of Chapter 380, F.S., have been met. The DCA plans to recommend repeal of the designation in December, 1989.

4. Florida Department of Environmental Regulation

The Florida Department of Environmental Regulation- (DER) is primarily a permitting organization with respect to environmental quality. Plans and management strategies for achieving air and water quality goals have been set both at the federal and state levels. Many of these programs strive to maintain or improve air and water quality by regulating the discharge of pollutants into water and air. Dischargers must receive permits from DER.

5. Florida Department of Natural Resources

The Florida Department of Natural Resources (DNR) is charged with the administration, supervision, development, and conservation of Florida's natural resources. The DNR is responsible for determining the position of the coastal construction line and for issuing building permits for development occurring seaward of the line.

DNR enforces the marine Fisheries Commission rules and regulations. The Commission is responsible for fishery supervision throughout the state, and its policies are especially felt in Franklin County and Apalachicola where the fishery industry constitutes a large share of the local economy.

City Land Development Regulations, adopted subsequent to ACSC designation, support Commission goals of bay resource protection, although no formal interaction between the City and the Commission occurred.

6. Apalachicola National Estuarine Research Reserve

The Apalachicola National Estuarine Research Reserve (ANERR), located adjacent to Apalachicola, encompasses 193,758 acres and is the largest Reserve in the National Estuarine Research System. The Reserve was established in September 1979, as a cooperative

effort between local, state and federal governments under the Federal Coastal Zone Management Act. The Reserve is administered by the Florida Department of Natural Resources. The major objective of the ANERR are research and education. The Apalachicola Reserve coordinates the myriad' of research activities in the area and assists in funding and logistical research information into an education program designed for school curricula and the general public. The Reserve also servies as a field laboratory where scientists can study naturally functioning systems.

7. Florida Department of Health and Rehabilitative Services

The Department of Health and Rehabilitative Services (HRS), through the Franklin County Health Department, issues permits for septic tanks and inspects their placement. HRS is also responsible for Implementing programs for elderly housing, energy assistance, food stamps, disabled and the homeless, and alcohol and drug abuse counseling.

8. Florida Game and Freshwater Fish Commission

The Commission is involved with a number of programs in Franklin County. They are concerned with threatened and endangered species management, commenting on dredge and fill permits, and reviewing appropriate parts of Developments of Regional Impact.

9. Department of Highway Safety

The Department is responsible for vehicle registration and driver's liscense inpections.

10. Florida Department of Insurance

The Department communicates on a regular basis with the constitutional officers of the County. The Department operates, in a wide ranging field mostly removed from the impact of comprehensive planning.

11. Florida Department of State

The Department records and approves changes in the County's Land Development Regulations while the County is designated an area of critical state concern.

E. Federal

1. U.S. Army Corp of Engineers

The U.S. Corps of Engineers regulates dredge and fill activities in waters and wetlands under federal legislation. Authorization to engage in dredge and fill is contingent upon receiving approval from the Corps, as well as the Florida Department of Environmental Regulation and Natural Resources.

The Corps of Engineers field office serving the Apalachicola area is located in Panama City. The District headquarters are in Jacksonville.

U.S. Department of Commerce

In addition to coordinating census and population information with the City Clerk, the Commerce Department maintains two active agencies within Franklin County: the National Marine Fisheries Service and the National Oceanic and Atmospheric Administration's Weather Service Office.

a). NOAA Weather Service Office

The Weather Service office is located west of the City limits at the Apalachicola Airport north of U.S. 98. The office is under the forecast jurisdiction of the Weather Service Forecast Office in Birmingham, Alabama and is part of the Southern Region which is headquartered in Fort Worth, Texas. The Apalachicola weather service office's main function is weather observation and dissemination of weather warnings. The office conducts both radar and upper air observation and is responsible for issuing weather warnings for both Franklin and Gulf County. In the event of severe weather, the weather service office coordinates directly with the Franklin County Civil Defense Director and the Franklin County Sheriff's Department, who in turn coordinate with City officials to ensure proper warning of severe weather and safe evacuation whenever necessary. The weather station also transmits weather information over a national weather service 'wire, which is received by other weather service stations and equipped radio and television stations.

In mid 1990, the Apalachicola Weather Service Office will cease its technical weather data acquisition. Heralded as a cost-cutting measure by federal officials, most of Apalachicola's equipment and staff will be transferred to the Tallahassee to local officials. Intergovernmental coordination is not expected to be impaired.

a). National Marine Fisheries Services (MFS)

The MFS maintains an office in the U.S. Postal building in downtown Apalachicola. The MFS is responsible for collecting seafood and fish landing figures from local seafood processors on a regular basis. All information is coded to preserve the source and identity of the dealer, and no confidential data may be released without the permission of the dealer, and no confidential data may be released without the permission of the dealer. These landing figures are used to determine the health of the seafood industry and the individual species, and are often used to determine harvesting quotas or to anticipate an approaching overharvest. The landings from all ports around the country are used to calculate the economic importance of seafood to the U.S.

3. U.S. Forest Service

The U.S. Forest Service, a division of the Department of Agriculture, has responsibility for forest management assistance and provides fire protection and forestry management services to forest

and wildlife areas in the County. The Forest Service operates and maintains the Apalachicola National Forest. The Forest extends into three other counties: Liberty, Leon, and Wakulla. In Franklin County, the Forest covers 21,000 acres and has several recreation areas.

4. U.S. Fish and Wildlife Service

The U.S. Fish and Wildlife Service, a division of the Department of the Interior, has several roles in the County. The Service manages St. Vincent Island Refuge, and is involved in threatened and endangered species management.

5. Environmental Protection Agency

The Agency addresses the County through the Clerk's office in regards to reports and new legislation.

6. Federal Emergency Management Agency

The Agency is responsible for managing the Federal Flood Insurance Program in which Franklin County participates. The City planning office verifies that flood requirements are met for new construction and inspects the existing buildings to make sure they do not make additions which violate the flood program.

7. Department of Housing and Urban Development

The Department administers a variety of grant programs which the City has participated in over time.

8. Soil Conservation Service

The Soil Conservation Service is a non-regulatory, public assistance and resource inventory agency of the United States Department of Agriculture. SCS advises to promote wise land use management for maximum environmental, economic, and aesthetic benefits. Erosion control and prevention, water management, natural resource conservation, and agricultural productivity are major concerns that the agency provides assistance for.

SCS completed soil survey field work for Franklin county and Apalachicola in 1989 and will publish the data in the early 1990's. A preliminary report containing soil survey maps will be available in late 1989. A water management study is currently underway for the City of Apalachicola and should be available in the early 1990's.

Agency assistance is available for Franklin county through the SCS field office in Blountstown, the SCS area office in Marianna, and the Gulf County soil survey office in Wewahatchka. The soil survey office can assist in land evaluation and site assessment for facilities and other development.

F. Quai-GovernmentOrganizations & Civic Groups

1. Resource Planning and Management Committee (RPMC)

A governor-appointed committee consisting of local and state government officials as well as representatives from throughout the business, development and seafood community, the RPMC focuses on determining existing and potential problems in the Apalachicola Bay Area and developing recommendations for solutions to these problems. The RPMC was established in 1985 as a result of the legislated ACSC designation for Franklin county. State statutes specify the RPMC's responsibilities as follows:

- 1) Develop recommendations as to the sufficiency of the Apalachicola Bay Area's comprehensive plans and land development regulations.
- 2) Recommend changes to state and regional plans and regulatory programs affecting the Apalachicola Bay Area.
- 3) Assist local governments in the Apalachicola Bay Area .
- 4) Study the feasibility of providing sewerage facilities to the residents of St. George Island.
- 5) Review reports and other materials, and
- 6) Review the septic tank study to be performed by the Department of Health and Rehabilitative Services.

The Committee is also charged with considering other issues or problems, consistent with the intent of the Apalachicola Bay Protection Act that may affect the natural or economic environment of the Apalachicola Bay Area. All reports and recommendations of the Committee are submitted to the Department of Community Affairs for review and further action'.

2. Franklin County Economic Development and Tourism Council (EDTC)

The Economic Development and Tourism Council was born out of the RPMC and funded initially by DCA for the purpose of encouraging compatible economic growth within the County and Cities. The EDTC is currently drafting an optional economic * development element for Franklin County's comprehensive plan.

3. Civic Groups

Civic groups such as the Apalachicola Bay Area Chamber of Commerce and the Downtown Improvement Association in Apalachicola are active in the City. A Jaycee club was organized in Apalachicola in recent months; Rotary and Lions Clubs are also active. Other business and

work-related organizations include the Seafood Workers and the Seafood Dealers Associations. Social and special interest clubs include: The Philaco Women's Group; chapters of American Legion, Disable American Veterans, Audubon, and the Franklin County Senior Citizens.

G. Utilities

The following narrative explains the various utilities operating in the City. Adjacent utilities in the County are listed, however, they have no impact on the City.

1. Electricity

Electricity is provided to the City by Florida Power Corporation. The Florida Power and Corporation, an investor owned utility, serves customers in .32 counties in the state. The system consists of 19 generating facilities distributed geographically throughout its service territory. Franklin County is the westernmost County completely served by FPL. The regional office serving the County is located in Monticello, but the Company maintains offices in Apalachicola and Carrabelle.

2. Potable Water and Sanitary Sewer

Potable water and centralized sewerage service are provided by the City. There are isolated areas in the City, where water and sewer are not available, which are serviced by septic tanks and private wells. The City also provides service in some adjacent unincorporated areas.

City of Apalachicola P.O. Box 1G
Apalachicola, Fl 32320 904-653-9531

Potable Water and Sewer In the County

Potable Water in the County is provided by a variety of entities. Four water districts with limited service area have been established in the unincorporated portions and the two incorporated towns have water works with distribution lines extended into some parts of the surrounding countryside. The four water districts are: Alligator Point Water Resources District, Lanark Village Water and Sewer District, Eastpoint Water and Sewer District, and St. George Island Utility Company.

In addition, individual water wells on . residential and commercial properties are scattered throughout the unincorporated areas of the County.

Sanitary sewerage is provided by the same entities providing potable water. Eastpoint Water and Sewer, Lanark Water and Sewer, and Alligator Point Water Resources provide sanitary sewer in the unincorporated areas of the County. St. George Island Utility Company has no sewer facilities at this time. City of Carrabelle has not extended sewer lines into the County.

Wastewater treatment plants (package plants) serve three commercial establishments on St. George Island and one on Alligator Point. Septic tanks are used on residential units and small scale commercial properties scattered throughout the unincorporated area.

H. Other

1. The Franklin County School Board

The Franklin County School Board is an independent public agency operating primary and secondary educational facilities County-wide. The Board, with five members elected by district, has a limited power of taxation to support public education, but has no regulatory authority over the use of land.

The following table explains the existing relationships between the government of Apalachicola and where applicable, Franklin County and regulator entities. The City government consists of the Clerk's Office, Police, Fire, Utilities, Planning and Parks & Recreation. The City employs approximately 32 persons in these offices. The applicable County offices include the tax collector, property appraiser, Supervisor of Elections, and County Executive Agent.

TABLE 1
INTERGOVERNMENTAL MATRIX
COORDINATION ENTITIES

Agency/Dept.	Nature of Relationship	City/County Office	Coordination Mechanism
Federal:			
Commerce Department	Decennial Census, Data report	Clerk, Police	1,6
Environmental Protection Agency	Reports, assistance	Clerk	1,4
Federal Emergency Management Agency	Floodplain insurance and management	Planning	1
Housing and Urban Development	Block Grants, housing project	Clerk	2
U.S. Coast Guard	Distress signals, incidents in open sea	Sheriff	1
U.S. Army Corps of Engineers	Regulations, dredge and fill, beach projects	Planning	1
U.S. Forest Service (USDA)	Manage forest areas, recreation sites	Clerk	6
U.S. Soil Conservation Agency (USDA)	Reports, assistance	Clerk (through County Agent)	1,4,5

State of Florida (Department):			
Corrections	Regulation	Sheriff	1,2
Community Affairs	Planning Assistance, energy requirements	Planning	1,2,3
Environmental Regulation	Permits, information, assistance	Planning	1,4
Health and Rehabilitative Services	Regulation, enforcement child support, septic tanks	Planning, Police, Cler	1,2,6
Highway Safety & Motor Vehicle	Vehicle registration, driver's license	Police and Sheriff	1
Law Enforcement (FDLE)	Criminal Investigations	Police and Sheriff	1
Natural Resources	Regulation, information permits, Marine Patrol, parks and preserves	Police, Planning	1,4
Professional Regulation	Regulation, enforcement	Clerk	1,2
Revenue	Reporting	Clerk, TaxCollector, Property Appraiser	1,2
Insurance	Reporting	Clerk, Tax Collector	1,2
State	Regulation, records	Clerk, Election Supervisor	1,2
Transportation	Road Work	Clerk	1,2,3
Game and Fresh water fish commission	Regulation, licenses, enforcement	Police, Sheriff, Planning	1
Regional:			
Apalachee RPC	Planning Assistance Reporting	Planning	1,2,4,5
Northwest Florida W.M.D.	Planning, permitting, enforcement	Planning, Clerk	1,4,5
Other:			
School Board	Use of Recreation	Clerk	6

	Facilities at Schools		
Civil Defense	Emergency Preparedness	Clerk, Police	5,6
Chamber of Commerce	Information	Clerk	3,4
Utilities	Information installation	Clerk	1,4,6
Key to Coordinate Mechanism			
1. Regulation and/or enforcement			
2. Formal reporting of data, program status, or activities			
3. Binding agreement			
4. Information meetings and/or correspondence			
5. Committee/Advisory Board			
6. Information exchange			

III. ANALYSIS

A. State and Regional Coordination

The state's comprehensive plan with its state-wide goals and the regional comprehensive plan has provided the broad guidance for the development of this local plan. Changes in the state and/or regional plans will be reviewed in all instances to insure continued consistency and compatibility within the local plan. Similarly, changes in the local plan will be in coincidence with the regional and state plans. Additionally, since the city in any area that has been designated an area of critical state concern, all changes in land development are required to be approved by the state. In addition, the local DCA office provides technical assistance and advice through review of development action, attendance of city commission and planning and zoning commission meeting and other more informal means.

B. Interlocal Mechanisms

Local governments coordinate the provision of services in certain areas of mutual interest through various types of agreements. Intergovernmental coordination mechanisms may involve contractual agreements that specify a cooperative arrangement, outline the organization and administration requirements and provide for the dispersal of funds. These formal arrangements are known as "interlocal agreements." Less formal agreements are often used where funds are not exchanged in the provision of a service or program.

Described below are the existing formal and informal coordination mechanisms between the City and Franklin County, and in some cases the City of Carrabelle.

1. Recreation.

Both Apalachicola and Carrabelle allow residents of the unincorporated areas to use recreational facilities owned and operated by each City and to participate in recreational programs sponsored

by the cities. This is an informal agreement. Some of the activities sponsored by Apalachicola take place in facilities owned by the Franklin County School Board.

2. Solid Waste

By verbal agreement the County allows the residents of Apalachicola and Carrabelle to use the County owned and operated landfill at no charge.

3. Road Improvement

In the past, a verbal understanding has existed between the City and the County in which the County receives all road funds from the state and then paves roads throughout the County according to priorities established by the County Commission. The County has also provided cold mix asphalt for maintenance when requested by the City. Maintenance labor is provided by the City.

4. Public Library

Apalachicola makes its Public Library available to County residents by informal agreement. There are no public library facilities owned by the County.

5. Fire Protection.

Fire protection for City residents is provided by City of Apalachicola Volunteer Fire Department. There are five other fire departments in Franklin County: Carrabelle Volunteer Fire Department, Eastpoint Volunteer Fire Department, St. George Island Volunteer Fire Department, St. James/Lanark Volunteer Fire Department, and Alligator Point Volunteer Fire Department. A verbal understanding exists which allows the closest fire department to respond to a fire.

Municipal fire departments are reimbursed for expenses related to responding to County fires. Beginning October 1, the County will be divided into Municipal Service Benefit Districts which will levy taxes for fire protection. Each fire department will submit a budget in order to receive funds. The departments will also enter into written contracts with the County at that time.

6. Mosquito Control.

The County provides to the City mosquito control services for which the County receives money from the state. The County operates two trucks on regular schedules that cover the entire County.

B. Analysis By Element

1. Future Land Use Element

a. Issue: Coordination of the current Land Development Code and other Ordinances with permitting for developing within the City, and areas of critical concern.

Coordinating Entities; Primary responsibilities rest with the Planning and Zoning Commission, however, coordination with City departments, boards, and the City Commission can be a problem. Another factor is relations with citizens, citizen groups, and the media.

Coordination Mechanisms: These currently range from primarily informal contacts to formal hearings and sometimes joint meetings. Public notices are sometimes required and meetings are included in the newspapers "Calendar of Community Events", and are announced by the local radio station. All meetings are opened to the public.

Recommendations; That provisions be made - update the current Land Development Code to assure its consistency with the adopted Comprehensive Plan. Coordination procedures should be included as part of the updating. This should be accomplished within one year after the Comprehensive Plan is approved.

b. Issue: Coordinating permits in areas with overlapping jurisdiction of federal, state, and local agencies.

Development along or adjacent to waterways or wetlands are required to obtain permission from agencies with overlapping authority. The City now has an informal system of sharing information on permits with other agencies but problems do occur for both applicant and agencies because of inadequate and indirect communication.

1). Coordinating Entities: City of Apalachicola, U.S Army Corps of Engineers, Florida Department of Natural Resources (DNR), Florida Department of Environmental Regulation (DNR), Florida Department of Health and Rehabilitative Services (HRS), Florida Department of Community Affairs (DCA).

2). Coordination Mechanisms: No coordination mechanism currently exists. The informal arrangement works well for informational purposes. However, it does not provide adequate communication among regulatory authorities.

3). Nature of Relationship: The City has been issued building permits contingent upon other appropriate permits being obtained. Recently a policy requiring that all required permits be in hand before a City building permit is issued was adopted.

4). Recommendations: The City should develop procedures that will facilitate joint application in affected areas. A more formal process is needed to streamline the steps the applicant must go through and to ensure compatible development. The recently adopted procedure should be formalized.

These recommendations relate to sections 16.2.1.1; -16.2.1.2 of the Apalachee Regional Comprehensive Policy Plan (ARCPPK)

c. Issue: Land Use Plan Amendments and Zoning Changes Adjacent to City-County Boundaries. When land is rezoned or developed in unincorporated areas adjacent to the City according to the land use and zoning designation of the County/ the result could be a development which is inconsistent with land use and zoning regulations of the City. There have been no conflicts or complaints but as the City and County grow the potential for conflict increases.

1). Coordinating Entities: Apalachicola Planning Department, Franklin County Planning Department.

2). Coordination Mechanisms: No coordination mechanism exists. Public notice is given and adjacent land owners are notified, but no intergovernmental communication occurs.

3). Nature of Relationship: The relationship is dependent upon informal verbal communication when-it occurs at all. It would be to the mutual benefit of both City and County to develop coordination of planning and zoning changes. All local governments have the right and the responsibility to address the impacts of development proposed in the local comprehensive plans in adjacent jurisdictions.

Recommendations: The City should initiate periodic joint meetings with the County to coordinate planning for the effected areas. The City should maintain the integrity of the Apalachicola Future Land Use Map whenever possible.

These recommendations relate to the following ARPCC policies: 9.1.1.2, 20. 1. 1. 1.

d. Issue: Changes in City Boundaries

Municipal annexations can cause a number of land use problems. One problem occurs when the county's land use designations and zoning regulations are incompatible with those of the municipality. Another problem could occur if pockets of unincorporated land are left unannexed, surrounded by a city. This causes problems for the county in terms of maintaining land use consistency. Frequently the allowable housing densities on comparable zoning districts are not the same between the county and the city.

1). Coordinating Entities: City of Apalachicola Planning Department, Franklin County Planning Department.

2). Coordination Mechanism: No coordination mechanism currently exists. However, it is expected that annexations will increase and there will be a need for a formal coordination mechanism.

3). Nature of Relationship: The City may seek an annexation or contraction according to the procedures in Chapter 171, F. S. The County has no direct recourse to affect annexation activities. However, it would be to the mutual benefit of both the County and the City to develop a relationship which provides for coordination and planning of annexations or contractions.

4). Recommendation: The nature of the annexation process is more political than technical. It would be beneficial for Apalachicola to have a consistent annexation policy and agreement with the County. It is recommended that the two planning departments develop procedures for annexation.

2. Traffic Circulation Element

a. Issue: Level of Service Standards

The State has adopted level of service standards for its roads. The City has determined, as a result of the analysis conducted for the traffic circulation element, that Apalachicola's traffic volumes meet or exceed LOS standards established in the Traffic Circulation Element. The City's analysis of road improvements needs indicates that no additional improvements, beyond maintenance are necessary. However, there is a need for ongoing Joint review of new development to ensure impacts on shared facilities are adequately reviewed and the rights-of-way needed for road expansion are protected by all governments.

Currently, some County-wide State road funds are received by the County and the City receives some funds direct. Road improvements are made according to priorities established by the Board of County Commissioners. The County and Cities agree that it is not economically prudent for the County and the cities to separately own and operate road improvement equipment and to contract separately for contract paving.

1). Coordinating Entities: City of Apalachicola, Franklin County Board of County Commissioners, FOOT.

2). Coordination Mechanism: There is a verbal understanding between the City and the County regarding allocation of road improvement funds. Each County Commissioner determines the priority of road improvements in his/her district. The overall priority is established by the Board of County Commissioners.

3). Nature of Relationship: The nature of the relationship between a commissioner and his/her district varies with the commissioner. The nature of the relationship between the City and the County is informal yet cooperative.

4). Recommendation: The establishment of local comprehensive plans, LOS standards, and the pressures of growth require a written agreement and delineating each parties' responsibilities. It is recommended that the City Commissioners responsible for road and a designated county representative develop procedures for road improvements and paving within the City. The LOS standards adopted in the Traffic Circulation Element should be maintained to the greatest extent possible.

The above recommendations relate to the following ARPCC policies: 19.2.1, 19.2.2, 19.2. 3.

3. Housing

a. Issue: Affordable Housing Strategy

The City of Apalachicola maintains the only housing authority in Franklin County, providing 54 units. Currently occupancy is being filled from a waiting list established in 19SG. There is a tremendous demand for affordable rental housing.

1). Coordinating Entities: Apalachicola Housing Authority, City of Apalachicola, DCA, HUD, Farmers Home Administration.

2). Coordination Mechanism: A written agreement establishing the Apalachicola Housing Authority has been signed by the City.

3). Nature of Relationship: The Relationship between the City and Housing Authorities is very Structured.

4). Recommendation: There is a well established need for affordable housing. The City should work with the Apalachicola Housing to obtain additional low income housing.

The above recommendation relates to the following ARPCC policy: 5.1.1.6.

b. Issue: Department of Health and Rehabilitative Services Group Homes

The Florida Department of Health and Rehabilitative Services (HRS) operates a number of programs licensing group homes and foster care facilities. These group homes serve adults and children, and are generally operated by private or nonprofit sponsors. There are no group home facilities in Apalachicola.

1). Coordinating Entities: City of Apalachicola, Franklin County Health Department, HRS.

2). Nature of Relationship: HRS has the lead role in this area and works primarily through private and non-profit organizations.

3). Recommendation: The coordination required to deal with this issue focuses on the relationship between the local governments and HRS. The City, through the planning department should work with HRS, to develop an intergovernmental program for group homes. The above recommendation relates to the following ARPCC policy: 5.1.1.9.

4. Infrastructure

a. Issue: Upgrading Apalachicola's stormwater sewers

Apalachicola's stormwater sewers are not currently operating sufficiently to handle the stormwater runoff within the City. The result is that a significant amount of nonpoint source pollution makes its way into Apalachicola River and is washed out into the Bay, carrying heavy

metal contaminates from streets and parking areas. In 1987 and pursuant to the Apalachicola Bay Protection Act, the Department of Environmental Regulation prepared a stormwater masterplan for Apalachicola and part of Franklin County. That plan, which was laid out in phases, outlined the steps necessary to implement effective stormwater management in the study area. Those phases included DER creating a set of aerial photographs which would in turn be used by the USDA Soils Conservation Service to do a needs assessment for the two study areas. Beyond the needs assessment phase, there is no mechanism in place to assure that stormwater improvements are made.

- 1). Coordinating Entities: City of Apalachicola, Franklin County, Florida Department of Environmental Regulation, Environmental Protection Agency, USDA Soils Conservation Service, NFWFIIID.
- 2). Coordinating Mechanisms: No coordination mechanism exists.
- 3). Nature of Relationship: DER and SCS are committed to completion of aerial photography and needs assessment. Beyond that, no relationship.
- 4). Recommendations: The City should coordinate with Franklin County to obtain funding through either DER, the NFWFMD's SWIM program, EPA or the SCS for the planning and design/construction of stormwater sewer improvements.

b. Issue: Shared Solid Waste Facilities

Franklin county currently provides for the solid waste disposal needs of Apalachicola. The County's new waste landfill will open before the end of 1989 and will accommodate projected demand for the next twenty years.

The new landfill will use acceptable management techniques and will be designed to adapt to new technologies including recycling. . Presently the County is considering charging a fee for use of the landfill.

- 1). Coordinating Entities: City of Apalachicola, Franklin County Board of County Commissioners, DER.
- 2). Coordination Mechanisms: The City has only a informal agreement with the County.
- 3). Nature of Relationship: informal
- 4). Recommendations: The City should negotiate an agreement with the County to establishing a satisfactory procedure. Discussion should also include the feasibility of recycling. These Recommendations relate to the following ARCPP policies: 13.2.1.1 and 13. 2. 1. 3.

5. Conservation Element

a. Issue: Protecting Threatened And Endangered Species

Franklin County harbors approximately 60 threatened and endangered species. The species' presence have been documented only in the Apalachicola River and bay National Estuarine Preserve but it can be assumed some of the species cross-jurisdictional boundaries.

- 1). Coordinating Entities: Franklin County Planning Department, Florida Game and Freshwater Fish Commission.
- 2). Coordination Mechanism: The City does not formally coordinate with the Commission on the range or status of threatened or endangered species.
- 3). Recommendations: The City should continue to depend upon the Commission for reporting the presence of threatened and endangered species.

The above recommendations are related to the following ARPCC policies: 9.2.2.1, 9.2.2.2, 10.2.1.1, 10.2.1.2.

6. Recreation and Open Space Element.

a. Issue: Joint Use of Recreational Facilities

Shared facilities include baseball field, football field, tennis courts, basketball courts, fishing piers, docks, beaches, and libraries.

- 1). Coordinating Entities: City of Apalachicola, Franklin County School Board
- 2). Coordination mechanism: Informal arrangement.
- 3). Nature of Relationship: The City offers recreational programs, sometimes on Franklin County School Board property, which are open to all County residents.

7. Capital Improvements Element

a. Issue: Road Improvements

The County receives approximately \$700,000 each year from the State for road improvements.

- 1). Coordinating Entities: City of Apalachicola, Franklin County Board of Commissioners.
- 2). Coordination Mechanism: The City has no formal coordination mechanism addressing this issue. Issues are currently handled informally with the County Commissioner from each district generally determining road improvement priorities.

3). Nature of Relationship: The County receives funds from FOOT and then allocates the resources as the County Commission determines. The City does not collect optional gas tax and therefore the only road money available comes from the State.

4). Recommendation: An optional gas tax should be considered to add to the City revenue. Also see section 2a.(4).

b. Issue: Fire Protection

Fire protection in the City is provided by the Apalachicola Fire Department. The County has been divided into Municipal Service Benefit Districts which will levy taxes to pay for fire protection. The money is collected by the County and distributed to the fire departments in the County upon receipt of a budget request.

1). Coordinating Entities: City Commission and Apalachicola Fire Department, Franklin County Board of County Commissioners.

2). Coordinating Mechanisms: Written Agreement.

3). Nature of Relationship: Formal agreement.

IV. GOALS, OBJECTIVE, AND POLICIES

The Intergovernmental Coordination Element establishes coordination relationships for issues raised in other elements of the City Comprehensive Plan. The Element does not establish final solutions to issues but does establish the means by which these solutions can be sought.

The specific purpose of the Intergovernmental Coordination Element is to establish intergovernmental coordination mechanisms, processes, and procedures to achieve the goals and objectives of the City's Comprehensive Plan. Whenever possible, solutions should be sought which are beneficial to all involved entities. However, if issues can not be resolved, but must go to a mediator, the Apalachee Regional Planning Council's Informal Mediation Process shall be employed.

The goals, objectives, and policies section is the only portion of the Element which shall be adopted.

GOAL 1

To establish and maintain an efficient, effective and convenient program to address multi-jurisdictions, comprehensive planning issues for the purpose of:

- achieving the goals and objectives of the Apalachicola Comprehensive Plan
- supporting the achievement of the Franklin County Comprehensive plan, the Apalachee Regional Comprehensive Policy Plan and the State Comprehensive Plan.

- resolving inconsistencies between the Plan and units of local government providing services but not having regulatory authority over the use of the land; between the Plan and the comprehensive plan of Franklin County; and between the Plan and the plans of regional, state and federal agencies.

OBJECTIVES AND POLICIES

OBJECTIVE 1.1: For coordination with Franklin County and the Franklin County School Board, the City of Apalachicola should maintain existing mechanisms which are effective and enhance or revise existing mechanisms which are ineffective or establish new mechanisms for issues not addressed by existing mechanisms. This will be accomplished by a review and recommendation made by the Planning Department during 1990.

Policy 1.1.1: Maintain the following existing mechanisms which are effective through continuance of existing understandings:

- a. City of Apalachicola and Franklin County public Library understanding.
- b. City of Apalachicola and Franklin County recreation participation understanding.
- c. Municipal Service Benefit Districts for the county-wide provision of fire protection services.

Policy 1.1.2: Enhance or revise the following existing mechanisms

- a. Franklin County Landfill Agreement – a mechanism shall be created to provide a long-term understanding between the County, as the provider of the landfill, and the City. The agreement shall address proportional capacity, and hazardous waste handling. A formal written agreement should be developed.
- b. City of Apalachicola and Franklin County road improvement understanding shall be formalized to include distribution of state road funds and Franklin County's responsibility regarding Apalachicola's LOS standards. A written agreement should be developed.
- c. Potable water and Sanitary Sewer – The City of Apalachicola and Franklin County shall be formalize an agreement as to the City's providing of water and sewer to areas outside the incorporated city limits. The agreement shall address LOS standards, extension costs, maintenance and County fiscal responsibility.
- d. Mosquito Control – The City of Apalachicola and Franklin County shall formalize on agreement as to the County's providing of mosquito control services to the City of Apalachicola. The agreement shall address frequency of spraying and maintenance of mosquito control ditches.

Policy 1.1.3: Establish the following new mechanisms for issues not addressed by existing mechanisms.

a. Land Use Amendments and Zoning Changes (to include annexations) -The County and City Planning and Zoning departments shall coordinate zoning and land-use changes along City/County boundaries. The purpose will be the maintenance of compatible land development and use. The departments shall meet prior to the public hearing process to ensure compatibility of rezoning/land use change request.

b. Housing Strategy - The City's planning department shall pursue grant funds from state and federal agencies to provide more standard, affordable housing units. The department shall seek assistance from the Department of Health and Rehabilitative Services in determining the need for group homes and foster care facilities.

c. Shoreline Improvements - City of Apalachicola and Franklin County shall formalize an agreement as to the distribution of funds received through the State Boater's Improvement Trust Fund. The purpose will be to determine equitable distribution of funds.

d. Public Facility Use - The City of Apalachicola and the Franklin County School Board shall establish an agreement regarding the use of school buildings and facilities for public recreation and meeting use.

Policy 1.1.4: The city planning department will insure that all actions within the city that impacts the bay, estuaries and other water bodies which are also under the jurisdiction of the county are coordinated with the county planning department.

Policy 1.1.5: The city clerk's office shall be the primary office responsible for the provision of needed Information and for the providing of securing services necessary for required coordination.

OBJECTIVE 1.2: A designated person from the City shall represent the City with other governmental entities to coordinate the establishing, Implementing and modifying any level of service standards for shared facilities with state, regional and local entities. The LOS standards adopted in this plan shall be maintained.

Policy 1.2.1: When a LOS conflict exists for shared facilities, the City will utilize this mechanism to seek an acceptable resolution. The resolution will either be a revision of LOS standards by one or more of the involved entities to create an equal LOS standard, or will be a formal agreement to accommodate different LOS standards.

Policy 1.2.2: Apalachicola shall seek consistency in level of service standards among other entities and retain level of service standards in the Apalachicola Comprehensive Plan.

Policy 1.2.3: Each conflicting standard shall be analyzed and recommendations made to the Apalachicola City Commissioners, and/or other governing bodies.

Policy 1.2.4: The Apalachicola City Commissioners shall formally accept or reject any recommendation within 90 days.

Policy 1.2.5: If accepted, the recommendation shall be used to adopt a City resolution or execute a formal written agreement between the parties. Further, the Comprehensive Plan shall be amended if necessary.

Policy 1.2.6: If a resolution cannot be achieved, Apalachicola will seek to use alternative mechanisms including mediation, formal arbitration and challenging the comprehensive plans of the involved entity.

Policy 1.2.7: The city planning department will insure that all actions within the city that impacts the bay, estuaries and other water bodies which are also under the Jurisdiction of the county are coordinated with the county planning department.

OBJECTIVE 1.3: Establish flexible mechanisms for use by all local governments in the area of concern, other units of government providing services but not having regulatory authority over the use of land, and state and federal agencies which have been Identified as interested parties. A review of action taken to accomplish this objective will be made by the planning department during the first quarter of 1991.

Policy 1.3.1: The Mayor, or his designate, will coordinate the establishment of temporary task forces to further analyze issues and provide recommendations to the affected governing bodies. The task farces will focus on specific issues and will be composed of all affected parties requesting participation.

Policy 1.3.2: Each task force shall make recommendations regarding the establishment of a permanent Citizen's Advisory Board or Ad-Hoc Committee or designating specific individuals for special issues which require on-going coordination and management.

Policy 1.3.3: Recommendation provided by a Task Force, Advisory Board, or Ad-Hoc Committee snail be decided by the respective governing bodies within 90 days alter the recommendation is made. Upon agreement with the entities on the resolution of an issue, the Apalachicola Board of City Commissioners shall adopt or approve the agreement. The Comprehensive Plan shall be amended if necessary. If the recommendation is rejected, the parties involved shall seek. more formal means of resolution such as arbitration, third party recommendation, etc.

Policy 1.3.4: The City Commissioners, at the request of the Planning Director, shall seek to establish a task force to analyze the permitting process of lands under multi-governmental jurisdiction. The focus of the task force shall be lands adjacent to' wetlands and waterways with the intent to improve the permitting process. The Planning Director shall sit as chairman of the task force and membership of the task force shall be limited to the affected regulatory agencies.

Policy 1.3.5: The Apalachicola Board of City Commissioners, or a designated committee, shall examine the implications of increasing residential densities in areas adequately served by roads and water/wastewater systems.

OBJECTIVE 1.4: Adoption of alternative policies to address special issues or issues which have not been covered by any of the above

Policy 1.4.1: Apalachicola shall seek resolution of conflicts with the counties by using the Apalachee Regional Planning Council Mediation Process.

Policy 1.4.2: Apalachicola shall seek to develop mechanisms T.O resolve disputes with state agencies.

Policy 1.4.3: Apalachicola shall be a party to any overall Apalachicola Bay management plan in conduction with other local, regional, state and federal agencies.

Policy 1.4.4: If any mechanism fails to effectively address issues significant to Apalachicola, revision of the mechanism shall be pursued.