

2030-40 COMPREHENSIVE PLAN

INTERGOVERNMENTAL COORDINATION ELEMENT



October 2009

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Mayor***

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CITY OF JACKSONVILLE
The Honorable John Peyton, Mayor

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INTRODUCTION

Pursuant to the requirements of Chapter 163, Part II, Florida Statutes (F.S.) and Chapter 9J-5, Florida Administrative Code (FAC), the City of Jacksonville adopted the 2010 Comprehensive Plan, which included an Intergovernmental Coordination Element, on September 1990. Section 163.3191, F.S. requires that the plan be updated periodically. Prior to the update of the plan, the local governments are required to prepare an Evaluation and Appraisal Report (EAR) on the adopted plan. The City of Jacksonville's first EAR was submitted to the Florida Department of Community Affairs (DCA) for review on September 1, 1997 and determined to be sufficient on October 31, 1997. The City of Jacksonville's second EAR was submitted to the DCA on October 1, 2008.

~~The first EAR for the 2010 Comprehensive Plan comprises the 1990-1995 period; and the second EAR comprises the 2000-2007 period. The second EAR identifies major issues of concern to Jacksonville residents, reviews implementation of the plan since the last EAR, assesses achievements, successes and shortcomings of the Plan, identifies necessary changes and provides updated population projections. The EAR summarizes the condition of the element at the time of adoption of the 2010 Comprehensive Plan (1990) and the conditions at the time of preparation of the EAR (1995), analyzes the changes since adoption, identifies the success or failure in implementing the policies and recommendations in the plan and the reasons thereof, analyzes the impact of any unforeseen problems or opportunities presented, and identifies the mandatory statutory and rule changes since the adoption of the Plan. Based on this analysis, the report makes recommendations for revisions to update the Plan.~~

The update of the Intergovernmental Coordination Element, presented in the following pages, reflects ~~all the changes recommended in the second EAR. Objectives and policies requiring only one time action by the City, which have already been implemented and require no further action, have been deleted. Other more ongoing policies in which action recommended in the adopted plan has been completed but should continue, and policies which have been partially implemented, have been modified appropriately. Finally, some n~~New policies have been added as recommended in the EAR and mandated by updates to the Florida Statutes and Florida Administrative Code, including extending the planning time frame to 2030 and renaming the plan the 2030 Comprehensive Plan. Issue statements have been removed in an effort to streamline the element and to remove text not belonging in the Goals, Objectives and Policies Section of this document. Various editorial, organizational and other appropriate agency or reference organizational-name changes have been made as well as deletion of definitions that do not appear in the text of the element.

In addition to the aforementioned revisions, the Background Report of this document has also been updated to support the amended Goals, Objectives and Policies.

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2030-40 COMPREHENSIVE PLAN

INTERGOVERNMENTAL COORDINATION ELEMENT

A

GOALS, OBJECTIVES AND POLICIES

JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT

*City of Jacksonville 2030-40 Comprehensive Plan
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GOALS, OBJECTIVES AND POLICIES

GOAL 1

Coordinate the planning and policy making of the City with that of the surrounding municipalities city, county, regional, State, federal and special authority governments to ensure consistency in development and in the provision of services and to implement the goals, objectives and policies of the ~~2030~~ 2040 Comprehensive Plan

Issue: Coordination of Level of Service Standards

~~In order to provide infrastructure and ensure compatible land uses with adjacent jurisdictions, it is necessary to coordinate Levels of Service with neighboring cities and other infrastructure providers.~~

Objective 1.1 Coordinate with relevant state or regional agencies, local governments, or other entities with operational and maintenance responsibility for such facilities in establishing levels of service standards and guidelines.

~~Coordinate the setting of Level of Service standards for public facilities and services with those local, regional and State entities having operational or maintenance responsibilities over them.~~

Policies 1.1.1

Use the intergovernmental review and comment provisions of the Local Government Comprehensive Planning and Land Development Regulation Act, as well as other existing mechanisms to coordinate Levels of Service (LOS) between Jacksonville and the adjacent local governments. These entities include:

1. Florida Department of Transportation (FDOT) - State and federal roads.
2. St. Johns River Water Management District (SJRWMD) - drainage; potable water supply, regional water supply plan.
3. Northeast Florida Regional Planning Council (NEFPRC) - regional policies.
4. Jacksonville Beach, Neptune Beach, the Town of Baldwin and Atlantic Beach - water; sewer; drainage; solid waste; parks.
5. Duval County Public Schools (DCPS) – public school facilities.
6. North Florida Transportation Planning Organization (TPO) – long range transportation planning.
7. Adjacent counties and municipalities.
8. JEA – regional water supply, potable water supply, reuse water service delivery.
9. SJRWMD, Duval County Health Department, City of Jacksonville Environmental Quality Division (EQD), and City of Jacksonville Planning and Development Department - self-supplied domestic uses and small public water supply systems.

1.1.2

Each year the Planning and Development Department (PDD) shall consult with reviewing agencies on each of the Elements as to the status of the level of service standards.

1.1.3

Periodically review the existing interlocal agreements for the provision of County services to Atlantic Beach, Neptune Beach, Jacksonville Beach, and the Town of Baldwin, and amend those agreements when it is mutually agreeable where such provision would be more efficient and economical than local provision.

Issue: Maintenance and Improvement of Intergovernmental Coordination

~~Maintaining and improving intergovernmental coordination is essential for the City. This applies to other governmental entities, as well as those within the overall government structure.~~

Objective 1.2 The City shall coordinate the ~~2030~~**2040** Comprehensive Plan with the plans of the Duval County Public Schools ~~Board~~, other units of local government, the comprehensive plans of adjacent municipalities and counties, the region and the State, by maintaining and improving working relationships with all entities involved in order to maintain full participation in the planning process by all such entities.

Policies 1.2.1

Continue to use existing coordination mechanisms to provide informal intergovernmental coordination and information sharing.

1.2.2

Continue to monitor the plans of adjacent counties and municipalities during each amendment period, and the plans of the Northeast Florida Regional Planning Council, and the St. Johns River Water Management District when they are amended to ensure consistency and participate in proceedings to reduce conflicts between these plans and the ~~2030~~**2040**-Comprehensive Plan.

1.2.3

Continue to maintain a current list of adjacent governmental entities, quasi-governmental, regional, State, and federal agencies, and appropriate private organizations concerned with the comprehensive planning process.

1.2.4

Establish comprehensive plan goals, objectives, and policies which are compatible with and further the Northeast Florida Strategic Regional Policy Plan and the State Comprehensive Plan, and which are coordinated with State agency plans.

1.2.5

The City shall use the informal mediation process of the NEFRC to resolve comprehensive planning issues with governmental units in the same regional planning council jurisdiction.

1.2.65

The City shall coordinate with the Duval County Public Schools School Board through the Joint Planning Site Review Committee (JPC) to review and coordinate the activities covered under the Public Schools Facilities Interlocal Agreement.). This committee is jointly appointed by the City Council and the School Board for the express purpose of better communications and effective site facilities planning. The Joint School Siting Committee was formed provide a joint planning body will for the financing, planning, siting, and construction of joint-use facilities such as schools, libraries, parks, and community centers.

1.2.76

The City shall continue to coordinate with the Duval County Public Schools School Board to ensure that population projections and proposed educational facility site plans and off-site impacts are consistent with the 203040 Comprehensive Plan, as set forth in the Public Schools Facilities Element (PSFE), and the Land Development Regulations,

1.2.87

The City shall recognize the Campus Master Plan (CMP) for the University of North Florida approved by the Board of Regents as the basis for development covered by the Campus Master Plan. Development of University of Florida properties within the boundaries of Duval County, not covered by the CMP shall be consistent with the Comprehensive Plan. Continue to implement the Memorandum of Agreement with the University of North Florida (UNF) to coordinate UNF's Master Campus Plan and planned capital improvements.

1.2.98

The City will continue to encourage the development of memorandums of agreement with adjacent municipalities and counties, the to facilitate effective communications by identifying areas or issues for advance discussion prior to making land use decisions that have potential for intergovernmental impact.

1.2.109

Maintain a procedure to be included in the memorandums of agreement to utilize the Northeast Florida Regional Planning Council's informal mediation process to resolve conflicts as a first course of action.

1.2.1140

Continue to coordinate with adjacent local governments when potential sites within two miles of an adjacent jurisdictional boundary are selected for locating Locally Undesirable Land Uses (LULUs) which may cause adverse impact.

1.2.1244

Continue to allow all impacted local governments within two miles of the proposed site of a LULU the opportunity to meet with City of Jacksonville officials in at least one informal meeting and, if requested, hold at least one public hearing concerning the potential site for the LULU.

1.2.1342

Continue to include any local government within two miles of a LULU on the mailing list for notification of all meetings and hearings held by the City of Jacksonville and to notify the local government in the same manner as an adjacent landowner.

1.2.1443

The Planning and Development Department shall request notice of development permits issued by Atlantic Beach, Neptune Beach, Jacksonville Beach, and the Town of Baldwin in order to monitor the impacts of development.

Issue: Inter-Jurisdictional Coordination on Natural Resource Issues

~~Inter jurisdictional cooperation on natural resource issues is needed where those resources fall within multiple jurisdictions.~~

Objective 1.3 Initiate cooperative inter-jurisdictional planning and management of major natural resources which fall under the jurisdiction of more than one entity.

Policies 1.3.1

The City shall continue to participate in the Northeast Florida Regional Mitigation Land Bank and other similar programs such as the Preservation Project with appropriate surrounding counties for the protection of areas of environmental concern, such as upland habitats.

1.3.2

The City shall, through the Northeast Florida Regional ~~Planning~~ Council address issues dealing with natural resources which extend beyond the City's boundaries.

1.3.3

Through the Duval County Water Quality Coordinating Committee the City shall encourage the St. Johns River Water Management District to build upon and coordinate its Surface Water Improvement and Management (SWIM) Plan with the 203040 Comprehensive Plan and meet with the District staff for the specific purpose of identifying mutual goals and programs to achieve these goals.

1.3.4

The City shall coordinate with Nassau and St. Johns Counties in the management of marine resources by participating in existing cooperative programs established by the St. Johns River Water Management District and the Northeast Florida Regional ~~Planning~~ Council such as the SWIM Plan.

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1.3.5

The City shall continue to coordinate the designation of new dredge spoil disposal sites through the Jacksonville Port Authority, Corps of Engineers, Department of Environmental Protection, and the Jacksonville Planning and Development Department.

1.3.6

The City shall coordinate the timing of capital improvement projects, and ensure that the Comprehensive Plan is financially feasible throughout the planning period addressed by the capital improvements schedule, as provided for in Objective 1.1 and implementing policies of the Capital Improvements Element.

1.3.7

The City shall continue to encourage and work with other agencies to explore methods to provide shared infrastructure and shared recreation facilities to promote the distribution of affordable housing opportunities on a countywide basis .

ISSUE: Cecil Commerce Center

~~Objective 1.4 Establish local points of contact for the conversion, development and reuse of NAS Cecil Field~~

~~1.3.8 1.4.1~~

~~The Jacksonville Economic Development Commission and the Jacksonville Airport Authority shall serve as the local points of contact for federal and state agencies and continue to coordinate the redevelopment of Cecil Field at Cecil Commerce Center demonstrating a more sustainable pattern of long-term commercial, retail, institutional, and aviation development that will stimulate economic growth and job creation for the region. the conversion process, and develop and approve a menu of options for the reuse and development of NAS Cecil Field and any other military installations in the City of Jacksonville which may be closed as it relates to their respective properties.~~

~~Objective 1.5 Coordinate the development and reuse of NAS Cecil Field with the Duval County School Board, the Jacksonville Airport Authority, other agencies of the Consolidated City of Jacksonville, adjacent local governments, counties, regional, state and federal agencies.~~

~~Policy 1.5.1—~~

~~The Jacksonville Economic Development Commission and the Jacksonville Airport Authority shall notify the Duval County School Board, agencies of the Consolidated City of Jacksonville, adjacent local governments, counties, regional, state and federal agencies of any proposed changes to the Comprehensive Plan regarding NAS Cecil Field Transition Element which would have an adverse or significant impact prior to the adoption by the City.~~

1.3.9

The City of Jacksonville shall continue to participate in the development of updates to the St. Johns River Water Management District's (SJRWMD) Water Supply Assessment and District Water Supply Plan, as well as other applicable water supply development-related initiatives facilitated by SJRWMD.

Objective 1.4 Encourage and enhance interagency coordination efforts at the federal, state, and local levels and continue to work cooperatively to achieve the comprehensive restoration for the St. Johns River.

Policies 1.4.1

City shall cooperate with the St. Johns River Water Management District in the implementation of the Surface Water Improvement and Management (SWIM) program.

1.4.2

The City shall continue to participate in the multi-agency River Accord partnership and promote restoration of the Lower St. Johns River Basin.

1.4.3

The City shall preserve, protect, promote, and restore the St. Johns River as an American Heritage River in recognition of its ecological, historic, economic, recreational and cultural significance.

GOAL 2 ISSUE INTERGOVERNMENTAL COORDINATION FOR SCHOOLS

The City shall foster and encourage intergovernmental coordination for schools among the City, DCPS, and other municipalities, and other adjacent local governments, and regional, state and federal governmental agencies.

Objective 2.1 ~~Objective 1.6~~ School Concurrency

The City of shall maintain and enhance joint planning processes and procedures for coordination of public education facilities to facilitate coordination of DCPS plans with the plans of the City. On an ongoing basis, the City, in cooperation with the DCPS and the other municipalities, shall review existing mechanisms, each city's comprehensive plan, the Interlocal Agreement, and the other City and DCPS programs and their effects on the plans developed for providing public schools. Assistance for this effort shall be requested from the regional and state agencies by the City as needed.

Policies 2.1.1 ~~1.6.1~~

In cooperation with DCPS and the other municipalities, the City will implement the Interlocal Agreement, as required by Section 1013.33, Florida Statutes, which includes procedures for:

- (a) Interlocal Agreement Implementation and Review Committee

- (b) Coordination and Consistency
- (c) Public School Facility Siting and Development Coordination
- (d) Coordinate Land Use and School Capacity
- (e) Implementation of School Concurrency

2.1.2 1.6.2

On an annual basis, the City will receive and review the DCPS Five-Year Capital Facilities Plan, and the DCPS education facilities report that contain information detailing existing facilities and their locations and projected needs, and the DCPS capital improvement plan, including planned facilities with funding sources representing the school district unmet needs.

2.1.3 1.6.3

In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within Duval County, the legislative bodies of the City and the DCPS will meet every year in a joint workshop or meeting sessions. The joint workshop sessions will be opportunities for the City and the DCPS to set direction, discuss issues and reach understandings concerning issues of mutual concern regarding coordination of land use and school facilities planning, including population and student growth, in-county migration, development trends, school needs, off-site improvements, school concurrency, and joint use opportunities. The DCPS staff will be responsible for making meeting arrangements, developing an agenda with input from the City of Jacksonville Planning and Development Department and from all city managers, and providing notification.

2.1.4 1.6.4

The ILA Team as established in the Interlocal Agreement, Section 1.1, will meet on an as needed basis, to discuss issues and formulate recommendations regarding coordination of land use and school facilities planning. The ILA Team meetings will take place in accordance with the timeframes and procedures established in the Interlocal Agreement.

2.1.5 1.6.5

The ILA Team shall meet annually to coordinate and update the City's comprehensive plan and school facility plans on consistent projections. These projections shall include population projections developed in coordination with the Planning and Development Department, and student enrollment projections (district-wide and by concurrency service areas) developed by the DCPS with the agreement of the Florida DOE. The DCPS' student enrollment projections shall consider all impacts of development trends as per the Interlocal Agreement. To accomplish this policy the City and DCPS agree to provide information and follow the procedures set forth in Section 2.5 of the Interlocal Agreement.

2.1.6 1.6.6

The City shall coordinate with DCPS and the other municipalities to establish a process of coordination and collaboration between the City and DCPS so that timing is proper and the site location is compatible with the surrounding area, concurrent with necessary service and infrastructure, and consistent with the comprehensive plan.

2.1.7 1.6.7

Within 30 days of approval of a significant renovation, school closure, or change in school attendance zones, the DCPS shall notify the appropriate City in which the school is located and the City of Jacksonville Planning and Development Department.

2.1.8 1.6.8

On a regular basis, the Cities will provide the DCPS with data, including information regarding the type, number, and location of residential units which have received zoning approval, site plan approval, a building permit, or a Certificate of Occupancy and a draft Capital Improvements Plan (CIP) with the final version of the CIP to be submitted by each local government to the DCPS after official adoption. Information regarding the conversion or redevelopment of housing or other structures into residential units that are likely to generate new students shall be provided.

GOAL 3

To promote a comprehensive transportation planning process which coordinates state, regional, and local transportation plans with local land use plans.

Objective 3.1 To coordinate the redevelopment of major corridors and enhance the relationship between transportation, land use and future mobility in Jacksonville.

Policy 3.1.1

The Planning and Development Department shall work with the Jacksonville Transportation Authority (JTA), FDOT, and the North Florida Transportation Planning Organization (TPO) to coordinate their transportation planning activities through the LUUTRAN Committee, to ensure planned transportation investment and support land use objectives reflected in the Future Land Use and Growth Management Policies of the City of Jacksonville Comprehensive Plan.

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DEFINITIONS

JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT

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DEFINITIONS

~~A&F~~ - Administrative and Finance Department (formerly known as Central Services). The City Department that handles personnel, communication, computer systems, fleet management, printing, public building maintenance, public relations, and purchasing for all departments and offices in the General Government of Jacksonville

~~CARL~~ - Conservation and Recreation Lands Program

~~CBD~~ - Central Business District

~~CDBG~~ - Community Development Block Grant

~~CDD~~ - Community Development Division of the Planning and Development Department (formerly Jacksonville Housing and Development)

~~CFASPP~~ - Continuing Florida Aviation System Planning Program

~~CS~~ - Community Services (formerly known as Human Services).

~~DCA~~ - Florida Department of Community Affairs

~~DCHD~~ - Duval County Health Department (formerly HRS [health related])

~~DCPS~~ - Duval County Public Schools

~~DCSB~~ - Duval County School Board

~~DDA~~ - Jacksonville's Downtown Development Authority

~~DEP~~ - Florida Department of Environmental Protection

~~DHSMV~~ - Florida Department of Highway Safety and Motor Vehicles

~~DOA~~ - Florida Department of Agriculture and Consumer Affairs

~~ELSC~~ - Environmental Land Selection Committee

~~EPA~~ - Environmental Protection Agency (Federal)

~~FAA~~ - Federal Aviation Administration

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~~FCMPO – First Coast Metropolitan Planning Organization for the Jacksonville Urbanized Area~~

~~FCSD – Family and Children Services Department (formerly HRS [Social Services])~~

FDOT - Florida Department of Transportation

~~FEMA – Federal Emergency Management Agency~~

~~FIND – Florida Inland Navigation Department~~

~~FR – Fire and Rescue Department (formerly Public Safety Department [fire and rescue])~~

~~General Counsel – The City agent that handles all legal matters for departments and authorities (except JTA) in Jacksonville's consolidated government~~

~~GFWFC – Florida Game and Fresh Water Fish Commission~~

~~GIS – Geographic Information System~~

~~GWBRAI – Groundwater Basin Resources Availability Inventory~~

~~HUD – Department of Housing and Urban Development~~

ILA (Interlocal Agreement) – an Agreement among the DCPS, the City and the other municipalities containing the specific details of the school concurrency management system for all of Duval County, includes the establishment of a process and uniform methodology for determining proportionate share mitigation. A school concurrency management system cannot be created by a single local government body acting alone.

ILA Team – A committee of members representing the DCPS, the City, the Office of General Counsel, and the Cities of Atlantic, Neptune and Jacksonville Beaches and the Town of Baldwin.

JAA - Jacksonville Airport Authority

JEDC - Jacksonville Economic Development Commission (formerly Downtown Development Authority)

JEA - Water, Sewer, and Electric utility serving community in and around Duval County, previously know as the Jacksonville Electric Authority

JPA - Jacksonville Port Authority

JPC (Joint Planning Committee) – A committee of elected and citizen members which provides advice to the DCPS, the City Council, and the other municipalities.

JTA - Jacksonville Transportation Authority

~~JUATS - Jacksonville Urban Area Transportation Study~~

LOS - Level of Service

LULU – Locally Undesirable Land Uses

LUUTRAN -

~~MPO - Metropolitan Planning Organization for the Jacksonville Urbanized Area~~

NEFRPC - Northeast Florida Regional Planning Council

~~PR & E - Parks, Recreation and Entertainment Department (formerly Jacksonville Recreation and Parks)~~

~~PSD - Property Safety Division of the Neighborhoods Department (formerly Public Safety Department - Housing Safety)~~

PDD – Planning and Development Department

PSFE - Public Schools Facilities Element

~~PW - Jacksonville Public Works Department~~

~~RESD - Regulatory and Environmental Services Department (formerly Department of Health, Welfare and Bio-environmental Services)~~

~~ROW - Right-of-way~~

~~SHPO - State Historic Preservation Officer~~

SJRWMD - St. Johns River Water Management District

SWIM - Surface Water Improvement and Management Plan

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~~TIP – Metropolitan Planning Organization’s Transportation Improvement Program~~

~~TPO – North Florida Transportation Planning Organization (fka MPO)~~

~~UDAG – Urban Development Action Grant~~

~~USFWS – United States Fish and Wildlife Service~~

~~USGS – United States Geological Survey~~