

CHAPTER 7: INTERGOVERNMENTAL COORDINATION ELEMENT

GOAL 7-1: PROVIDE MECHANISMS FOR IMPROVED INTERGOVERNMENTAL COORDINATION. THE CITY OF SANFORD SHALL UNDERTAKE ACTIONS NECESSARY TO ESTABLISH GOVERNMENTAL RELATIONSHIPS DESIGNED TO IMPROVE THE COORDINATION OF PUBLIC AND PRIVATE ENTITIES INVOLVED IN PUBLIC FACILITIES, GROWTH MANAGEMENT, AND RESOURCE CONSERVATION.

Objective 7-1.1: Coordinate Comprehensive Plans of Adjacent Local Governments. As the Comprehensive Plan is being prepared, amended, or implemented, the City shall systematically coordinate the development and implementation of the City's Comprehensive Plan with the plans of the City of Lake Mary, Seminole County, Volusia County, Seminole County School Board, and other government agencies through respective technical advisory committees of each adjacent government. At a minimum, the process of coordination shall occur every six months or as the plan is considered for amendment. The intent is that coordination occurs on a continual basis.

Policy 7-1.1.1: Establish Responsible Entity for Intergovernmental Coordination. The City Commission shall be responsible for ensuring an effective intergovernmental coordination program for the City. The City Manager or other persons designated by the City Commission shall represent the City on the respective technical advisory committees established by adjacent local governments.

Policy 7-1.1.2: Coordinate with Adjacent Jurisdictions. The City shall file a written request with Seminole County, the City of Lake Mary and Volusia County to receive copies of comprehensive plans as well as proposed amendments for the City's review for purposes of intergovernmental coordination and to promote consistency with the City's adopted Plan.

Policy 7-1.1.3: Coordinate Development and Growth Management Issues. The City shall resolve development and growth management issues having impacts transcending the City's political jurisdiction by participating in the Seminole County Technical Advisory Committee. Issues involving Lake Monroe water quality shall be coordinated with Volusia County and other agencies having appropriate jurisdiction. Issues of regional and state significance shall be coordinated with the regional or State agencies having jurisdictional authority. Following is a list of growth management issues and respective coordination activities included in this Comprehensive Plan:

- Development impacts on the City of Lake Mary, Seminole County, the region or the State proposed in the Comprehensive Plan.
- City of Lake Mary and Seminole County land development activities adjacent to the City's corporate limits.
- Water Supply Facilities Work Plan implementation.
- City of Sanford land development activities adjacent to the unincorporated area of Seminole County.
- Annexation and City-County coordination of land use policy and zoning in the unincorporated urbanized area.

- Coordination of housing assistance and rehabilitation programs with the Seminole County and use of County Community Development Block Grant (CDBG) funding by the City of Sanford Community Development Office.
- Participation in the Seminole County road impact fee program.
- Solid waste and hazardous waste disposal, especially improvements required in order to comply with the 1988 Solid Waste Recovery Act (See policies below).
 - Solid waste collection and transfer operations;
 - Recycling efforts management strategies;
 - Improved information dissemination regarding hazardous waste generators;
 - Feasibility of hazardous waste storage/transfer facilities;
 - Management of the collection and disposal of hazardous waste.
- Seminole County transportation improvements impacting the City.
- Level of service standards for infrastructure system impacting the City and adjacent unincorporated areas.
- Urban services and service areas for infrastructure systems impacting the City and adjacent unincorporated areas.
- Natural resource conservation, including wetlands and drainageways.
- Coordination and implementation of the FDOT Five-year Transportation Plan and County road improvement strategies managed through the Orlando Urban Area Metropolitan Planning Organization.
- Coordination with the Seminole County Health Department in monitoring the quality of individual potable water and wastewater systems.
- Coordination of recreation and open space planning efforts.
- Joint management of land development regulations impacting:
 - High intensity planned development (HIP) standards;
 - Uniform building setbacks from major roads;
 - Land development code updates;
 - Review and development proposals for transportation impacts;
 - Roadway beautification and related development standards.
- Coordination of sub-basin surface water management plans. Agree upon conflict resolution management strategies.

Resolution of the above cited issues shall be advanced during the technical coordination meetings by using the following techniques:

- a) Achieve Recognition of the Issues or Problem. As issues are identified by the City, Seminole County, other adjacent incorporated municipalities, or agencies of the state or federal government having jurisdiction, the City of Sanford shall exchange information with interested public entities and solicit agreement on specific parameters of the issue or problem, including causal factors which must be managed to achieve resolution of the problem.
- b) Identify Alternative Strategies for Managing "Causal Factors." The City shall review specific comprehensive plan objectives and policies above referenced which guide management of the respective issues. The City shall evaluate relevant implementing strategies currently being employed which impact the issue. The evaluation shall include defining specific alternative strategies, programs, and tactics for problem resolution. Costs and other necessary resource considerations shall be identified.
- c) Select Strategy for Problem Resolution. The City shall assess alternative strategies for problem resolution with the appropriate entities as referenced in subparagraph "a" above. The City and other participants in the technical coordinating committee shall identify their specific duties and responsibilities in order to implement the agreed upon strategy. The participants shall place proposed actions requiring local legislative approval before the respective governing bodies. Plan amendment may be required where proposed actions requires a higher level of specificity in the plan or requires a change in policy direction or fiscal allocation.
- d) Continue Monitoring and Evaluation. The City shall monitor progress in implementing actions agreed upon by the technical coordinating committee. Where such actions do not bring about intended problem resolution the City shall reconvene the technical coordinating committee to reassess specific planning and management issues in dispute. Where intergovernmental coordination activities of the Seminole County technical coordinating meeting are ineffective, the City shall seek assistance using the East Central Florida Regional Planning Council resources pursuant to Policy 7-1.2.4.

Objective 7-1.2: Adopt Coordination Mechanisms to Resolve Comprehensive Plan Issues Impacting the City and Adjacent Governments and Develop Measures for Conflict Resolution. As set forth the Joint Planning Resolution between the City of Sanford and Seminole County, conflict resolution shall be conducted on a staff level prior to consideration by elected officials. In addition, various technical and citizen committees shall provide forums to resolve conflicts. The Council of Local Governments which includes elected officials of Seminole County, its municipalities and the Seminole County School Board shall also provide a forum to establish interlocal agreements and resolve inter-jurisdictional disputes. These committees shall be used as informal forums for resolving conflicts among Seminole County, municipalities within the County, the School Board, and other special purpose districts or entities which provide services but do not have regulatory authority over the use of land within the incorporated and unincorporated areas of the County. In addition, the City of Sanford shall participate on the respective technical advisory committees of adjacent local governments for purposes of resolving issues arising from development proposed in the City's Comprehensive Plan which impact adjacent jurisdictions.

Coordination at the local level occurs within the City of Sanford with the Sanford Airport Authority,

the Sanford Housing Authority, the City of Lake Mary, the Seminole County Board of Instruction (School Board), Volusia County, and Seminole County.

1. Sanford Airport Authority. The airport is managed by the Sanford Airport Authority, a five member body created by Legislative action in 1971 and appointed to four-year terms of office by the Sanford City Commission. The Airport Authority oversees developments of the aviation and industrial facilities at the City-owned facility.
2. Sanford Housing Authority. The Sanford City Commission appoints five non-paid housing commission members to govern the responsibilities of the Sanford Housing Authority. The City Commission coordinates with the Housing Authority over program and management issues.
3. City of Lake Mary. Located southwest of the City of Sanford, the two municipalities exchange pertinent information on applications for approval of a variety of development-related issues, such as plan amendments, rezonings, subdivisions, annexations, and other related land development issues of mutual concern.
4. Tri-Party Agreement. The Cities of Sanford and Lake Mary and Seminole County has reached an agreement (Tri-Party Agreement) to reduce groundwater withdrawals from Floridan Aquifer by expanding reclaimed water use in lieu of potable water for irrigation.
5. Council of Local Governments. The Council of Local Governments serves as a mechanism for policy level coordination between the City of Sanford and surrounding municipalities.
6. Seminole County School Board. The Sanford City Commission and Seminole County School Board conduct joint meetings on an annual basis to discuss items of mutual interest including the use of School Board or City property and facilities for maximum mutual benefit.
7. Seminole County Commission. The Seminole County Commission collaborates with Sanford on many issues of mutual concern including the following:
 - Annexation
 - Concurrency Management
 - Housing
 - Land Use
 - Transportation
 - Urban Planning
 - Utility Service Areas
 - Mutual Fire Assistance
 - Health Assistance
 - Recreation and Open Space Coordination
 - Potable water and wastewater services
8. Volusia County. The City of Sanford borders Volusia County and the two entities share concerns of growth management. The City will probably emerge as an important wholesale, distribution, manufacturing and employment center. A consistent exchange of information

will assist in monitoring the impacts of growth within the two areas and in signaling when more concerted joint planning efforts may become necessary.

9. US Highway 17-92 Corridor Redevelopment Committee. Seminole County local governments together with their respective Chambers of Commerce initiated an effort to revitalize, redevelop, and beautify the US Highway 17-92 corridor. The Committee's main goal is to strengthen the economic vitality and introduce landscaping and urban design amenities along US Highway 17-92.

Regional Coordination

1. St. Johns River Water Management District (SJRWMD). SJRWMD regulates development as it relates to environmental issues within its jurisdiction. They have regulating authority over the following areas:
 - Stormwater Discharge & Drainage, 40C-42
 - Wetlands Resource Management
 - Consumptive Use of Water Permit, 40C-2
 - Wetlands Mapping
 - Wet Weather Effluent Discharge into the St. Johns River
 - Agricultural Surface Water Management Systems
 - Works of the District
 - Well Construction, Repair, and Abandonment, 40C-3
 - Water Shortage Plan, 40C-21
 - Management and Storage of Surface Waters, 40C-4
2. Orlando Urban Area Metropolitan Organization (MPO). The Orlando MPO is comprised of elected officials from local and county governments located within the metropolitan area and is responsible for comprehensive transportation planning throughout the Orlando metropolitan area. The City of Sanford is represented on the MPO by one of its elected officials, as appointed by the City Commission. The Transportation Advisory Committee (TAC) has been established to provide the MPO with technical assistance in its decision-making process. The City Planner represents the City at TAC meetings.

State of Florida

1. Florida Department of Community Affairs (DCA). The DCA provides technical assistance to local governments in the areas of housing, community development resource planning and management, community services, land and water management, public safety, as well as in emergency management preparedness and post-disaster recovery. The DCA is also responsible for distributing federal money for the improvement or maintenance of housing through the Small Cities and Community Development Block Grant Programs.
2. Florida Department of Environmental Protection (DEP). The purpose of DEP is to preserve quality of State lands, waters, and resources through the regulation of industrial waste, air pollution emission, hazardous wastes, potable water usage, solid waste disposal, dredge and fill activities and alterations to environmentally sensitive areas. The City Engineer serves as primary contact with DEP. The City of Sanford is located within DEP's East Central Management District. The DNP has jurisdiction over State owned submerged bottom lands

and thus any construction that will impact the submerged bottom lands of Lake Monroe must be reviewed by DEP. The DEP houses Division of Recreation and Parks and is the most significant external agency that Sanford has coordinated with in regard to provision of open space and recreational amenities.

3. Florida Department of Health and Rehabilitative Services (HRS). The City coordinates with HRS on issues surrounding delivery of rehabilitative social and medical services for children, youth, family, and elderly, including services directed toward special needs. The City principally coordinates through the District VII regional office of HRS and through the County Health and Human Services Department. In addition, HRS licenses various residential care facilities located in Sanford. The City Manager serves as primary contact with the HRS.
4. Florida Department of Transportation (FDOT). The FDOT directs planning functions and project coordination for Florida's transportation system. The FDOT has the authority to direct the design, construction, maintenance, and related activities of the Florida Highway Systems including setting design standards for curb cuts, and determining the functional classification of roads within Sanford. The City Engineer maintains principal liaison with FDOT.
5. Florida Department of State. The City of Sanford coordinates with the Florida Department of State primarily on issues related to State archives and records, historic sites and properties, libraries, and fine arts. The City works with the Division of Archives, History and Records Management in addressing comprehensive planning issues surrounding historical and archaeological sites of significance. The Department of State is also the City's principal source for obtaining rules and regulations promulgated by State agencies. The City Manager maintains principal liaison with FDOT.
6. Florida Game and Fresh Water Fish Commission (FGFWFC). The City coordinates its comprehensive planning activities with the FGFWFC in order to achieve appropriate fish and wildlife management perspectives of issues potentially impacting Lake Monroe or other water bodies in the City, and related fish and wildlife habitat, particularly that of endangered and threatened species. The City Manager maintains principal liaison with the FGFWFC.
7. Florida Department of Agriculture and Consumer Affairs (DACA). The City staff and residents receive technical assistance, consumer related services, and publications which address a broad range of special services provided by these private and public entities. The Division of Forestry manages the growth and preservation of woodlands within Seminole County, as well as authorizes controlled burning of grasslands, and flatwood understories. Primary contact is made with DACA through the City Manager.

Policy 7-1.2.1: Coordinate Intergovernmental Planning Issues with Seminole County. The City of Sanford has approved a draft of an interlocal agreement with Seminole County concerning joint management of mutual planning issues. The City is awaiting County approval. The City shall negotiate an agreement with Seminole County in order to adopt joint standards and procedures for ensuring that coordinated and cooperative comprehensive planning activities are accomplished. The agreement shall guide urban expansion and reduce the likelihood of disputes and provide constructive and beneficial dispute resolution guidelines, including, but not limited to, the following:

- a. The joint planning agreement shall include a chart as illustrated on Table VII-2: "Land Use Equivalency Chart" of the Comprehensive Plan Intergovernmental Coordination data inventory and analysis. The table sets forth equivalent future land use plan map designations with related intensities and densities between respective City and County Comprehensive Plans. The chart provides the basis for reviewing land use proposed adjacent to the jurisdictional limits and may also be used in evaluating annexation proposals.
- b. The proposed agreement shall include a list of land use designations and related policies for resolving land use compatibility issues. The City and County would agree to exchange draft planning documents so as to compare each other's plan to determine whether proposed land uses and policies in the Sanford Urban Area are consistent with land use policies governing land use within the urban service area to the land use designations and policy issues.
- c. In addition, the agreement includes provisions for annexation. The parties agree that the County shall not oppose annexation of any parcel that is contiguous and relates to lands located either east of Interstate 4 or east of the Interstate 4 Industrial Park.
- d. Upon annexation of County land by the City, the agreement proposes that such annexed lands shall be subject to the City's land development regulations and the City shall apply a City zoning district equivalent to the closest comparable County zoning district, unless the City wishes to rezone such lands in a manner consistent with the Future Land Use Equivalency Chart or in conformance with recommendations and policies agreed upon by each party, as discussed above. Further, the City shall amend its Comprehensive Plan to include the annexed lands immediately following such annexation. Prior to the City amending the lands into its Comprehensive Plan, the City's LDR would in effect be implementing the County's Plan. The proposed planning agreement is predicated upon transportation and utilities agreements.
- e. The agreement shall contain provisions for land development regulation coordination which includes uniform right-of-way and building setbacks on major roadways; agreement to provide the other party with formal comments relating to land development regulation revisions, including planned development project rezonings, proposed subdivisions and site plans located adjacent to the other's jurisdiction. Each party shall provide the other party with a meaningful opportunity to evaluate and analyze off-site transportation impacts of proposed projects located adjacent to the other's jurisdiction.
- f. The draft joint planning agreement shall define the management structure and terms of the interlocal agreement implementation.

Policy 7-1.2.2: Establish Informal Mediation Process. The City shall work with and support regional efforts to establish an informal mediation process for resolving intergovernmental coordination problems among local governments and other units of local governments providing services but not having regulatory authority over the use of land.

Policy 7-1.2.3: Use Mechanisms for Intergovernmental Coordination Review. The City shall use the committees as informal conflict resolution forums to assist resolution of intergovernmental coordination problems.

Policy 7-1.2.4: Coordinate with the East Central Florida Regional Planning Council. Where the City is unable to resolve intergovernmental conflicts with local governments through formal and informal mechanisms identified above, the City Commission shall determine if it is appropriate for the respective issue to be mediated through the ECFRPC.

Policy 7-1.2.5: Coordinate Impacts of Comprehensive Plans with Adjacent Local Governments. The City shall coordinate with technical coordinating committees of adjacent local governments and shall use the formal and informal processes cited above to assist in resolving intergovernmental issues surrounding development proposed in the Comprehensive Plan, Such mechanisms shall be used as issues arise. At least once a year the City shall participate in technical regional forums sponsored by the City of Sanford and adjacent local governments to evaluate ongoing development trends and potential Comprehensive Plan issues impacting adjacent local governments.

Policy 7-1.2.6: Coordinate Airport Lane Use with Seminole County. The City shall continue to coordinate with Seminole County regarding coordination of the Master Plan for the airport with the County Future Land Use Map. Specifically, clear zones should be added to the County's Future Land Use Map and coordinated as a part of the City's joint planning agreement with the County.

Policy 7-1.2.7: Coordinate with Federal Aviation Administration. The City shall continue to coordinate with the Federal Aviation Authority (FAA) regarding expansion plans of the Orlando Sanford Airport as well as proposed development outside the airport that requires FAA review and authorization.

Objective 7-1.3: Coordinate Infrastructure Systems and LOS Standards. The City shall ensure effective coordination in developing a concurrency management program that requires specific issues surrounding LOS standards for existing and proposed public facilities within the City and adjacent areas to be coordinated with all State, regional, or local agencies or private entities having existing or proposed future responsibility for the operation and maintenance of such facilities. The City shall exchange information with such entities on issues impacting concurrency and level of service throughout the process of developing the concurrency management system and especially in the determination of effective LOS standards.

Policy 7-1.3.1: Coordinate Regional/Sub-Regional Infrastructure Issues. The City shall work with Seminole County, the Orlando Urban Area Metropolitan Planning Organization, the Seminole Expressway Authority, as well as any State, regional, or local jurisdiction having operational and maintenance responsibility for public facilities in addressing issues surrounding regional or sub-regional infrastructure systems. Issues which shall be coordinated include, but shall not be limited to, transportation, wastewater and potable water systems improvements within the unincorporated urban area, and solid waste and hazardous waste disposal, and coordination in establishing level of service standards for all public facilities, traffic circulation system components, and recreation.

Policy 7-1.3.2: Cooperate with the East Central Florida Regional Planning Council. The City shall use the ECFRPC to resolve conflicts with other local governments. In addition, the City shall cooperate with the ECFRPC in the review of regional policies and standards which require coordination with local governments. Foremost, among such issues shall be assessment of standards for adequate levels of service for regional transportation facilities. However, the City of

Sanford shall coordinate with the ECFRPC in all matters of regional significance in which the ECFRPC desires City input, including but not limited to, development of regional impact (DRI), Comprehensive Plan review, intergovernmental coordination review of projects of regional significance (ICR projects).

Policy 7-1.3.3: Coordinate the Capital Improvement Program. During preparation of the annual capital improvements program, the City shall evaluate all applicable State, regional, and local programs proposed for funding in order to promote consistency with the Comprehensive Plan.

Policy 7-1.3.4: Cooperate with the Orlando Metropolitan Area Planning Organization. Regarding regional transportation programs the City shall cooperate with the MPO by participation of City staff in the MPO's Transportation Technical Committee. In addition, the City Commission shall cooperate with the MPO by appointing a representative to serve on the Orlando Urban Area Metropolitan Planning Organization.

Policy 7-1.3.5: Cooperate with LYNX. The City of Sanford shall continue to cooperate with LYNX regarding the provision of mass transit, including buses, light rail and/or commuter rail as well as any studies related to the creation of a regional intermodal transportation facility in the Rand Yard area.

Objective 7-1.4: Coordinate Multi-Jurisdictional Environmental Issues. The City shall coordinate with the Seminole County Planners Coordinating Committee and/or other similar organization established by the County to ensure consistent and coordinated management of multi-jurisdictional environmental issues. The City shall coordinate on an "as needed" basis with FDEP and impacted local governments on matters surrounding preservation of water quality within or affecting Lake Monroe, and on other development issues impacting marine resources. The City shall coordinate with the Seminole County Planners Coordinating Committee and/or other similar organization established by the County to ensure consistent and coordinated management of multi-jurisdictional environmental issues.

Policy 7-1.4.1: Establish a Liaison with Permitting Agencies. Establish formal liaison with the SJRWMD, Seminole County, State, and federal agencies which have permitting responsibility within the City of Sanford.

The City of Sanford shall continue to coordinate with the SJRWMD and the FDEP in establishing base line environmental data in order to provide a wet weather upstream discharge point north of the I-4 bridge over the St. Johns River. In addition, the City of Sanford shall continue to cooperate with and support the SJRWMD in the following areas of concern:

- Stormwater drainage regulation for new development and drainage system improvements in the downtown area.
- Consumptive use permits for the City's potable water supply facilities.
- Effluent discharge into the St. Johns River and Lake Monroe and wetlands protection.
- Implementation of the Water Supply Facilities Work Plan.

- Consideration of the most current SJRWMD District Water Supply Plan when proposing and/or amending the 10-year Water Supply Facilities Work Plan and amendments to the Sanford Comprehensive Plan.

The City shall continue to coordinate with the FDEP in the following activities:

- Permitting and funding of the City's wastewater facilities;
- Monitoring the quality of the City's potable water, wastewater and solid waste facilities.

Policy 7-1.4.2: Participate in Management of Lake Monroe. The City shall continue to participate in plans and programs fostered by the State or EPA to improve the quality of Lake Monroe and to abate land and water management activities which adversely impact Lake Monroe.

Objective 7-1.5: Develop Data Base Management And Coordination. The City annually shall develop and update an appropriate data base in order to further the goals, objectives, and policies of the Comprehensive Plan.

Policy 7-1.5.1: Generate Necessary Data. The City shall predicate growth management policies and land development strategies upon quantifiable data, where appropriate, that are consistent with recognized areawide projections and forecasts.

Policy 7-1.5.2: Consider Areawide Data Resources. The City shall collect and analyze data developed by Seminole County, Seminole County School Board, and other public entities providing services but not having regulatory authority over the use of land within incorporated and unincorporated areas of Seminole County.