

**INTERGOVERNMENTAL COORDINATION ELEMENT
DATA, INVENTORY, AND ANALYSIS**

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INTERGOVERNMENTAL COORDINATION ELEMENT DATA, INVENTORY, AND ANALYSIS

Pursuant to Rule 9J-5.015, Florida Administrative Code (F.A.C.), the purpose of the Intergovernmental Coordination Element is to review the goals, objectives, and policies and to determine and respond to the needs for coordination processes and procedures with adjacent local governments, and regional and state agencies. This Data, Inventory, and Analysis Report presents the following information:

- Inventory of adjacent governments, local, regional, State, and federal agencies
- Description of existing coordination mechanisms
- Review of the effectiveness of existing coordination
- Review of each comprehensive plan element relevant to specific problems and needs which would benefit from improved or additional coordination
- Analysis of growth and development proposed in the comprehensive plan and an evaluation of possible need for additional coordination
- Verification that no areas of critical state concern fall partially or wholly in the city

The objective of this report is to identify and evaluate existing intergovernmental agreements, relationships, and coordination efforts in order to identify those that need to be strengthened or maintained, and identify potential opportunities. The Data, Inventory, and Analysis analyzes intergovernmental agreements, joint planning and service agreements, special legislation and joint meetings or work groups which further intergovernmental coordination. This Data, Inventory, and Analysis will serve as the foundation for the goals, objectives, and policies of the City's Intergovernmental Coordination Element. Sections (1) and (2) of Rule 9J-5.015, F.A.C., specify requirements for the Data, Inventory and Analysis Report. This report will identify which portions of the rule are being addressed within each section.

INTERGOVERNMENTAL COORDINATION INVENTORY

Table 7-1 of this report provides an inventory of existing intergovernmental coordination mechanisms between the City of Sanford and local, regional, and state agencies, and identified service franchises. This list includes governmental entities which have intergovernmental relationships with the City of Sanford. The inventory provides a brief description of the relationship, the coordination mechanism in place, and the City office primarily responsible for coordination.

**Table 7-1
Inventory of Intergovernmental Coordination Responsibilities**

Governmental Entity	Subject	Nature of Relationship	Office with Primary Coordination Responsibility
City of Lake Mary	<ul style="list-style-type: none"> ▪ Comprehensive plan issues ▪ Developments of regional impact (DRI) review 	An informal coordination effort to address growth management issues, both are part of an Interlocal School Agreement with Seminole County and its municipalities	City Manager (CM), Planning and Development (P&D)
Seminole County	<ul style="list-style-type: none"> ▪ Comprehensive plan and plan amendment review ▪ DRI review ▪ General Planning Issues 	Comprehensive plan updates and amendment review. DRIs within Sanford are reviewed by both jurisdictions	CM, P&D
Volusia County	<ul style="list-style-type: none"> ▪ Comprehensive plan amendment review ▪ DRI review 	Certain aspects of growth and development, particularly with large-scale development such as DRIs and large-scale comprehensive plan amendments	CM, P&D
Seminole County School District	<ul style="list-style-type: none"> ▪ Public schools 	School siting, concurrency issues/level of service standards for public school facilities, and coordination with School District	CM, P&D
Seminole Expressway Authority	<ul style="list-style-type: none"> ▪ Transportation 	Transportation and planning issues relating to future expressway projects	CM, Public Works (PW)
Sanford Airport Authority	<ul style="list-style-type: none"> ▪ Transportation 	Operation, maintenance and development of the airport and its facilities	CM
Sanford Housing Authority	<ul style="list-style-type: none"> ▪ Affordable housing 	The development and maintenance of affordable housing units in the City	CM, P&D
Central Florida Commuter Rail Authority	<ul style="list-style-type: none"> ▪ Transportation 	Proposed commuter rail project coordination	CM, P&D
Orlando Urban Area Metropolitan Planning Organization (MetroPlan)	<ul style="list-style-type: none"> ▪ Transportation 	Regional transportation planning for future transportation projects	CM, P&D, PW
St. Johns River Water Management District (SJRWMD)	<ul style="list-style-type: none"> ▪ Water issues 	Water permitting for consumptive use, well construction, and surface water management	City Manager, Planning and Building Division, Public Works

Governmental Entity	Subject	Nature of Relationship	Office with Primary Coordination Responsibility
East Central Florida Regional Planning Council (ECFRPC)	<ul style="list-style-type: none"> ▪ Regional planning 	Coordination of DRIs and comprehensive plan amendments and a forum for local governments to discuss regional issues	CM, P&D, PW
Florida Department of Health (DOH)	<ul style="list-style-type: none"> ▪ Public health 	Public safety issues including during and after natural disasters	CM
Florida Department of Children and Family Services (DCF)	<ul style="list-style-type: none"> ▪ Personal affairs 	Family/personal issues including abuse, adoption, homelessness and other social issues	CM
Florida Fish and Wildlife Conservation Commission (FWCC)	<ul style="list-style-type: none"> ▪ Environmental issues 	Enforcement of environmental legislation	CM
Florida Department of Agriculture and Consumer Services (DACCS)	<ul style="list-style-type: none"> ▪ Agricultural issues and consumer affairs 	Agricultural issues including food safety and consumer affairs such as telemarketing complaints and automobile fraud	CM
Florida Division of Historical Resources (DHR)	<ul style="list-style-type: none"> ▪ Historic resources 	Historical, archaeological and cultural resources throughout the state	CM, P&D
Federal Aviation Administration	<ul style="list-style-type: none"> ▪ Transportation 	Management of civil aviation, including Orlando Sanford International Airport	CM
Florida Department of Community Affairs (DCA)	<ul style="list-style-type: none"> ▪ Growth management 	Comprehensive plan amendments, growth management initiatives, and technical assistance	CM, P&D
Florida Department of Environmental Protection (FDEP)	<ul style="list-style-type: none"> ▪ Environmental management 	Statewide jurisdiction for protecting and conserving Florida's natural resources, managing State owned resources and regulation over environmental impacts	CM, P&D
Florida Department of Transportation (FDOT)	<ul style="list-style-type: none"> ▪ Transportation 	State roads	CM, PW
Florida Department of State (FDOS)	<ul style="list-style-type: none"> ▪ Elections 	Oversight of elections in the State of Florida	CM, P&D

Governmental Entity	Subject	Nature of Relationship	Office with Primary Coordination Responsibility
Housing and Urban Development	<ul style="list-style-type: none"> ▪ Housing 	Facilitates housing programs and grants to help provide adequate housing to those in need	CM
Army Corps of Engineers	<ul style="list-style-type: none"> ▪ Environmental/disaster recovery 	Control over major flood control projects, disaster response, and navigation projects	CM
Environmental Protection Agency (EPA)	<ul style="list-style-type: none"> ▪ Air pollution 	Environmental issues of federal concern	CM
Federal Emergency Management Agency (FEMA)	<ul style="list-style-type: none"> ▪ Emergency and disaster relief 	Assistance prior to, during, and after natural disasters	CM
Florida Power and Light (FPL)	<ul style="list-style-type: none"> ▪ Electricity services 	Provision of electrical services	CM
AT&T Telephone Service (formerly Bell South)	<ul style="list-style-type: none"> ▪ Communications 	Communication services	CM
Brighthouse Networks	<ul style="list-style-type: none"> ▪ Cable service 	A franchise agreement to provide cable service	CM

[Rule 9J-5.015(1)(a) and (b) , F.A.C.]

The following section describes in greater detail the adjacent local governments, state, federal, and identified service franchises with which the City has existing coordination mechanisms and agreements.

LOCAL GOVERNMENTS AND AGENCIES

[Rule 9J-5.015(2)(a), F.A.C.]

The City of Lake Mary. The City of Lake Mary is located southwest of Sanford. Both cities are part of an interlocal agreement with Seminole County regarding public school facilities. The City of Sanford, Lake Mary and Seminole County entered into a tri-party agreement in 2001 related to reuse water to aid in reducing groundwater withdrawal from the Floridan aquifer by expanding reclaimed water use.

Seminole County. The City of Sanford maintains significant coordination efforts with Seminole County due to its location within the County. The City coordinates with the County on growth management and comprehensive plan issues. The City and County, including the other municipalities within Seminole County, are in an interlocal agreement regarding public schools.

Volusia County. The City of Sanford's proximity to Volusia County creates a need for coordination on certain aspects of growth and development. The County reviews and comments on large-scale development, particularly with DRIs and large-scale comprehensive plan amendments.

Seminole County School District. The City of Sanford coordinates with the Seminole County School District regarding public education facilities. Coordination between the City and County regarding school facilities include the siting of new facilities, modifications to population projections and the impact of new residential development on public school facility level of service standards (LOS). Florida State Law requires schools to adhere to adopted LOS standards in order to limit overcrowding of schools. Schools in Seminole County must adhere to the following LOS standards: 100% of permanent FISH capacity for elementary and middle schools and 110% of permanent FISH capacity for high schools between 2008 and 2012 and then 100% beginning in 2013. The following schools facilities serve the Sanford area of Seminole County:

- Goldsboro Elementary
- Hamilton Elementary
- Idyllwilde Elementary
- Pine Crest Elementary
- Wicklow Elementary
- Bentley Elementary

- Greenwood Lakes Middle
- Markham Woods Middle
- Millennium Middle
- Sanford Middle

- Crooms Technology High
- Lake Mary High
- Seminole High

Seminole County Expressway Authority. The Seminole County Expressway Authority plays several important transportation roles including: tracking the planning process for future toll roads located in Seminole County; influencing the decision making processes of all entities dealing with toll road facilities in the county, and protecting the interests of the citizens of Seminole County in these areas. The SCEA will play a vital part in the location and possible implementation of the extension of the Western Beltway (Wekiva Parkway) to SR417.

Sanford Airport Authority. This authority provides coordination for issues regarding the Orlando Sanford Airport. The Airport has seen recent improvements and the Authority will provide continued coordination between the City and County.

Sanford Housing Authority. The City of Sanford coordinates with the Sanford Housing Authority to assist in supporting affordable housing development and improving the condition of the existing housing stock. The Authority also provides improved avenues for obtaining grants and other funding to encourage affordable housing development.

REGIONAL AGENCIES

Central Florida Commuter Rail Authority. This authority is charged with the development of commuter rail serving Central Florida, specifically Volusia, Seminole, Orange, and Osceola Counties and municipalities located within these counties, including Sanford. The Sanford Station is identified as part of phase I, which hopes to be operational by 2011.

Orlando Urban Area Metropolitan Planning Organization. The Orlando Urban Area Metropolitan Planning Organization (MetroPlan) serves Orange, Osceola and Seminole Counties. The MPO provides a forum for elected officials of these counties and municipalities to address mobility and transportation related issues. MetroPlan has a regional transportation vision of creating a transportation system that safely and efficiently moves people and good through a variety of transportation options to support the region's desire to preserve natural lands, create community centers, conserve energy and maintain a strong economy.

St. Johns River Water Management District. The St. Johns River Water Management District (SJRWMD) is one of five regional water management districts in the State of Florida. SJRWMD is an independent special district empowered to assess ad valorem taxes. The SJRWMD is involved with multiple water issues, including water permitting for consumptive use, well construction, and surface water management.

East Central Florida Regional Planning Council. The East Central Florida Regional Planning Council (ECFRPC) is one of the eleven regional planning councils in the State of Florida. The ECFRPC serves Brevard, Lake, Volusia, Orange, Osceola and Seminole Counties. The Regional Planning Council provides a forum where leaders can discuss complex regional issues, develop strategic regional responses for resolving them, and build consensus for setting and accomplishing regional goals. The Regional Planning Council approaches its mission through an array of programs and projects. The mix of activities changes from year to year depending upon community needs, but all projects and programs fall within one or more of the categories described below.

Planning Tools

Developing, through the use of digital technologies, the means for communities to generate information on the effects of their actions on neighboring communities and the regional systems and resources they share.

Planning Techniques

Demonstrating how existing community processes and practices can be modified or new ones created, to incorporate consideration of regional system functions and goals.

Information Development

Providing data and analysis on the structure, function and dynamics of regional systems, how they respond to change, and the effect of the response on affected communities.

Regional Leadership Training and Education

Facilitating the transfer of ideas, information and skills that can enhance the ability of community leaders to work in a regional environment.

Organizational Partnerships

Assisting communities and/or organizations secure resources and mobilize a coordinated response to regional opportunities and challenges.

Regional Coalitions and Compacts

Working with communities to pursue public policy initiatives relating to the governance of shared systems and resources.

STATE AGENCIES

Florida Department of Community Affairs. The Florida Department of Community Affairs (DCA) is administered by a Secretary appointed by the Governor. The DCA provides technical assistance to local governments in the areas of:

- Housing
- Resource planning and management
- Community services
- Community development
- Land and water management
- Public safety
- Post-disaster recovery
- Emergency management preparedness

The DCA administers a variety of grant programs designed to assist local governments in improving growth management resources, community infrastructure, and service delivery systems.

Florida Department of Environmental Protection. The Florida Department of Environmental Protection (DEP) serves two major purposes:

- Protecting and conserving Florida's natural resources, managing state owned lands/aquatic preserves; and
- Regulating industrial waste, air pollution emissions, hazardous wastes, potable water usages, solid waste disposal, dredge and fill activities, and alterations to environmentally sensitive areas.

The DEP also issues National Pollution Discharge Elimination System (NPDES) water quality certifications and serves as an umbrella agency for Florida's five regional water management districts. The DEP is administered by a secretary appointed by the Governor. The DEP has permitting authority over various land and water preserves and regulates the impacts of new development.

Florida Department of Transportation. The Florida Department of Transportation (FDOT) directs planning functions and coordinates maintenance and development of Florida's transportation system. The FDOT has authority to direct the design, construction, maintenance, and related activities of the Florida Highway System. The FDOT has limited regulatory authority over the use of land along State roads, including design standards for curb cuts and billboards on the State's major highway system.

Florida Department of State. The Florida Department of State (DOS) informally coordinates with the City of Sanford through the Division of Historic Resources. The City of Sanford works with the Division of Historic Resources, Bureau of Historic Preservation to address comprehensive planning issues surrounding historic sites and archaeological sites of significance. Proposed DRIs in Sanford and Seminole County are reviewed in terms of their potential impacts to historic resources within the City of Sanford.

Florida Fish and Wildlife Conservation Commission. The Florida Fish and Wildlife Conservation Commission (FWC) is mainly charged with managing the fish and wildlife resources of the State of Florida for their long-term well-being.

FEDERAL AGENCIES

Housing and Urban Development. The U.S. Department of Housing and Urban Development (HUD) is the federal agency responsible for housing issues. HUD's major goals are to:

- Increase home ownership;
- Support community development; and
- Increase access to affordable housing free from discrimination.

The Sanford Housing Authority coordinates with HUD regularly to address housing concerns in the City.

Army Corps of Engineers. The United States Army Corps of Engineers (USACE) is comprised of civilian and military members. The agency is tasked with engineering and environmental matters. Specific services include control over major flood control projects, disaster response, and navigation projects.

Environmental Protection Agency. The Environmental Protection Agency (EPA) is the federal agency responsible for protection of the natural environment. The EPA administers a variety of programs ranging from air and water quality protection to noise abatement. The EPA exerts authority through the issuance of grant monies, and through its regulatory powers. The

agency establishes national drinking water and air quality standards with which all local agencies must comply.

Federal Emergency Management Agency. Although no formal communication exists between the City of Sanford and the Federal Emergency Management Agency (FEMA), the agency provides assistance prior to, during, and after natural disasters when needed.

FRANCHISE AGREEMENTS AND RELATED SERVICES

Electric Service. The City of Sanford maintains an agreement with the Florida Power and Light (FP&L) Company for the provision of electricity for City residents and businesses.

Telephone Service. The City of Sanford maintains an agreement with AT&T for telephone service.

Television Cable Service. The City of Sanford has a franchise contract with Brighthouse Networks to provide cable service to the City and its residents.

ADDITIONAL COORDINATION

Intergovernmental Coordination and Conflict Mediation. The Council of Local Governments of Seminole County provides a forum for coordination between the County and its municipalities and a means by which to address conflicts between jurisdictions.

Tri-Party Service Area. The Tri-Party Service Area involves the City of Sanford, the City of Lake Mary, and Seminole County. The major purpose of the Tri-Party study performed, with SJRWMD, was to optimize the existing reclaimed/augmentation water system.

INTERGOVERNMENTAL COORDINATION WITHIN AREAS OF CRITICAL CONCERN

No Areas of Critical State Concern are located within the City of Sanford [Rule 9J-5.015(2)(d), F.A.C.].

INTERGOVERNMENTAL COORDINATION ANALYSIS

This section provides an analysis of the existing intergovernmental coordination mechanisms, including their effectiveness, and identifies problems and needs which could benefit from improved or added coordination.

EFFECTIVENESS OF EXISTING COORDINATION MECHANISMS

The City of Sanford is a party in several types of intergovernmental coordination mechanisms to improve available services and coordination of activities, including interlocal governmental agreements, joint planning agreements, and service agreements.

These mechanisms are detailed in the next section, along with an analysis of their effectiveness. In addition, the areas of potential improvement for intergovernmental coordination activities are identified by each element of the Comprehensive Plan.

Interlocal, Joint Planning, and Service Agreements. The City of Sanford has adopted multiple interlocal agreements, joint planning agreements, and service agreements with Seminole County, nearby municipalities and other entities to provide services. Table 7-2 details these agreements.

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**Table 7-2
Interlocal, Joint Planning, and Service Agreements**

Agency/Department	Existing Coordination Mechanism	Subject	Nature of Relationship
Seminole County Planning and Development	Interlocal Agreement: Joint Planning Interlocal Agreement, 1991	Growth management coordination	Annexations, comprehensive plan amendments, service provision, and transition areas
Seminole County Planning and Development	Interlocal Agreement: The Intergovernmental Planning Coordination Agreement of 1997	Comprehensive planning and land use issues	Notification of land use amendments
Seminole County Department of Public Safety	Interlocal Agreement	Emergency services	“First Response” agreement to improve emergency response coordination
Seminole County School Board	Interlocal Agreement	Public school planning and concurrency	Establishes a process for coordinated school planning and public school concurrency
Florida Power and Light	Service Agreement	Electric service	Electricity provision
BrightHouse Networks	Service Agreement	Cable service	Cable service
Seminole County Information Technologies	Interlocal Agreement	Telecommunications	Fiber optics Communication Network and related infrastructure
Seminole County Information Technologies	Interlocal Agreement	Geographical Information System (GIS)	Information sharing of GIS digital maps
Seminole County Public Works	Interlocal Agreement	Impact fees	Collection of road, school and library fees
Seminole County Public Works	Interlocal Agreement	Transportation	Specific project interlocal agreements, road impact fee and one cent sales tax
Seminole County Public Works	Interlocal Agreement	Stormwater	Control of stormwater pollutants
Tri-Party Service Area	Interlocal Agreement	Joint planning	To optimize the existing reclaimed/augmentation water system

[Rule 9J-5.015(2)(a), F.A.C.]

POTENTIAL INTERGOVERNMENTAL COORDINATION IMPROVEMENTS

The City of Sanford has identified specific areas for improvement in intergovernmental coordination within each appropriate Comprehensive Plan Element. The Comprehensive Plan Elements are listed below, with the respective areas for specific improvements.

[Rule 9J-5.015(2)(b-c), F.A.C.]

Future Land Use. The City of Sanford should continue to coordinate with the following local, state and federal agencies regarding the City's Future Land Use Element.

- *City of Lake Mary.* It is recommended that coordination continue between these two municipalities. Each municipality should provide share copies of applications for large-scale developments that will lead to impacts beyond city boundaries, not limited to DRIs.
- *Municipalities in Seminole County.* It is recommended that coordination should occur between the municipalities, as well as unincorporated Seminole County, on a bi-annual basis. This informal coordination should address growth issues due to the impacts on a large scale throughout the County.
- *East Central Florida Regional Planning Council.* It is recommended that increased coordination occur between the ECFRPC and Sanford to more proactively deal with growth issues. There are state requirements for coordination between regional planning councils and jurisdictions regarding large developments, such as DRIs, but large projects not meeting this threshold should also be coordinated with the ECFRPC to promote enhanced planning.

Housing. The City of Sanford needs to coordinate with the County, regional and federal agencies to develop and maintain an adequate stock of affordable housing. Specific intergovernmental coordination actions recommended to assist with housing issues in the City include:

- *Florida Department of Community Affairs.* It is recommended that the City establish a liaison with the DCA to foster better communication on growth management issues. The City should work with the DCA to aggressively pursue grant monies eligible to the City.
- *Coordination with Regional Agencies.* It is recommended that the City of Sanford develop a schedule with the ECFRPC to examine upcoming DRI impacts, as well as potential future DRI impacts, and other large-scale projects that will have implications beyond the boundaries of Sanford.

Transportation. The City of Sanford should increase its coordination with Seminole County, the City of Lake Mary, and the FDOT relating to traffic utilizing SR 46, SR 417, and US 17-92. Coordination prior to new development is needed to mitigate and maintain LOS standards and explore additional transit opportunities.

- *Coordination with MetroPlan Orlando for Transportation.* It is recommended that the City increase participation in MetroPlan transportation planning initiatives, and ensure that the City is in full compliance with the County's LOS standards and the FDOT adopted LOS standards that supersede those of the County's. The City should maintain coordination with regard to the potential commuter rail transit station in the City.

- *Coordinate with FDOT, Other State and Regional Agencies.* It is recommended that the City increase coordination with FDOT to ensure that area roadways maintain LOS standards and are properly maintained. Plans for new development should be reviewed to address potential impacts prior to construction.

Conservation. The Conservation Element promotes the conservation, protection, and appropriate management and restoration of the City's natural resources. Specifically, the City identifies the following natural resources as priorities:

- Lakes
 - Floodplains
 - Wetlands
 - Flora and fauna
 - Surficial and Floridan aquifers
- *Coordinate with Regional Agencies.* It is recommended that the City of Sanford increase coordination with the SJRWMD. The City is located in an area identified by the water management district as a priority water resource caution area. This classification is used to identify areas where existing and reasonably anticipated sources of water may not be adequate to supply water for existing legal uses and anticipated future needs while sustaining water resources and related natural systems through 2025. The City will need significant coordination with SJRWMD as well as other state and federal agencies to ensure adequate water supply and to identify further ways to conserve resources and develop in a more sustainable manner, including the use of Florida native landscaping and expansion of reuse systems.
 - *Coordinate with Federal Agencies.* It is recommended that the City of Sanford increase coordination with the EPA to ensure that growth management initiatives do not conflict with the EPA's policies. Continued coordination with regard to the Sanford Gasification Plant cleanup will be ongoing.

Recreation and Open Space. It is recommended that the City coordinate with the County's recreation department and the City of Lake Mary to develop plans for potential future recreational projects in and around Sanford.

Capital Improvement. The Capital Improvement Element identifies the public facilities and services budgeted and proposed for the current fiscal year and for the following five years. The facilities must maintain the adopted LOS standards for compliance with the City's Comprehensive Plan. This coordination ensures that adequate facilities will support future development and population growth forecasted for the City within the Future Land Use Element.

- *Coordinate with Seminole County.* It is recommended that the City of Sanford maintain coordination with Seminole County, and its respective departments, to ensure that the associated LOS standards for public facilities continue to be met. Under state law, the City must identify how concurrency will be met during the next five years. This requirement enhances the importance of coordination with the County and municipalities to plan for infrastructure projects and needed services.

- *Coordinate with Regional Agencies.* It is recommended that the City of Sanford increase coordination with the SJRWMD and other agencies to coordinate for the development of future infrastructure projects needed to adequately accommodate growth.

GROWTH, DEVELOPMENT AND REGIONAL PLANNING IMPLICATIONS

This Data, Inventory and Analysis has presented an analysis of intergovernmental coordination between the City of Sanford and various other jurisdictions and agencies, and provided an inventory of agencies within the area of concern. It is recommended that the goals, objectives, and policies of the City's Comprehensive Plan be updated to ensure their applicability and compliance with new State of Florida growth management requirements found in Chapter 163 F.S., and Rule 9J-5 F.A.C. The recommendations for this element's goals, objectives, and policies include revisions that stipulate:

- Development and incorporation of a concurrency management system
- Development impacts
- Comprehensive Plan coordination

In addition to the above recommendations, and those presented elsewhere in this Data, Inventory, and Analysis report, the City of Sanford shall continue to participate in intergovernmental coordination activities involving land use, transportation, housing, public facilities, and resource conservation with Seminole County and other appropriate agencies.