

INTERGOVERNMENTAL COORDINATION ELEMENT



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Intergovernmental Coordination Element Data and Analysis
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Intergovernmental Coordination Element Data and Analysis

Introduction

The Intergovernmental Coordination Element is intended to establish consistent and responsive methods for the City to relate to adjacent jurisdictions, state and regional agencies, and other agencies providing services within the community. These coordination mechanisms are important in the implementation of an effective growth management program. The mechanisms include regulations, permitting, review of comprehensive plans and development proposals, and coordination of regional initiatives. By ascertaining the present level of coordination between Crystal River and other governments and agencies, determining if additional coordination could help to solve existing problems, and reviewing existing coordination mechanisms, the City can achieve a level of coordination that will assist in the implementation of the City's Comprehensive Plan.

Background

The purpose of the Intergovernmental Coordination Element (ICE) as set forth in Section 9J-5.015, *Florida Administrative Code* (F.A.C.), is to establish consistent and responsive methods for local governments to relate to one another and implement effective growth management programs. The ways in which local governments relate include regulations, permitting, review of comprehensive plans and development proposals, and coordination of regional initiatives. Each local government is required to address its plans for intergovernmental coordination within its comprehensive plan.

Inventory of Coordination Entities

The only local government bordering on the City of Crystal River is Citrus County. The following table, **Inventory of Coordination Entities**, is an inventory of the various governments, agencies, and utilities with which Crystal River should consider maintaining or establishing coordination mechanisms.

Inventory of Coordination Entities

AGENCY	OFFICE WITH PRIMARY RESPONSIBILITY	SUBJECT	NATURE OF RELATIONSHIP	EXISTING COORDINATION MECHANISM
Federal				
Army of Corps of Engineers	USACE	Navigation of state waters; i.e., Crystal River and its tributaries; Kings Bay	Regulatory Statutory review of requests for building permits on or in navigable waterways	Written communications through the Florida Department of Environmental Protection
Federal Emergency Management Agency	Building Department	Development within the floodplain	Regulatory	<ul style="list-style-type: none"> • Permitting activities • Repetitive-loss properties
U.S. Fish and Wildlife Service	USFWS	Management of the Crystal River Wildlife Refuge and protection of wildlife and Manatee habitats	Regulatory	Written and oral communications
U.S. Coast Guard	USCG	Boating safety	Regulatory	Written communications
State				
Department of Community Affairs (DCA)	Community Planning	Review of Comprehensive Plans & amendments, EARs, and Developments of Regional Impact	Review & Regulation	<ul style="list-style-type: none"> • Written communications • 1985 Growth Management Act, Chapter 163, Part II, <i>Florida Statutes</i>
	Emergency Management	Community Emergency Response Team (CERT)	Administration	Written communications
		National Flood Insurance Program	Administration	Permitting activities
	Housing & Community Development	Florida Building Codes	Administration	Written communications
Community Development Block Grant (CDBG)		Grants	Written communications; grants; applications	
Department of Environmental Protection (DEP)	Florida State Clearinghouse	National Historic Preservation Act	Permitting	Properties listed on the state and national register; written and phone communications
		National Environmental Policy Act (NEPA)	Permitting	Permitting activities

AGENCY	OFFICE WITH PRIMARY RESPONSIBILITY	SUBJECT	NATURE OF RELATIONSHIP	EXISTING COORDINATION MECHANISM
		Review of comprehensive plans, amendments, EARs, & Development of Regional Impact	Review of plans	Written communications
	Bureau of Petroleum Storage Systems	Storage Tank Regulations	Permitting	Permitting activities
	Hazardous Waste Management	Hazardous Waste Generators	Permitting	Permitting activities
	Water Resource Management	<ol style="list-style-type: none"> 1. National Pollutant Discharge Elimination System (NPDES) 2. Underground Injection Control Program 3. Wastewater Facilities 4. Total Maximum Daily Load (TMDL) Water Quality Restoration 5. Potable Water Treatment 	Permitting	Permitting activities
	Florida Division of Recreation and Parks	Crystal River Preserve State Park Crystal River Archaeological State Park	Management and coordination	Meetings, phone and written communications
	Florida Marine Patrol	Kings Bay and Crystal River	Enforcement	Meetings, phone, and written communications
	Environmental Resource Permitting (ERP)	Wetlands & surface water quantity management; docks and seawalls; marinas; dredge & fill activities	Review and permitting	Permitting activities
Department of Transportation (FDOT)	Community Development/ FDOT District 7	Access to State highways	Permitting	Right-of-way permits for access to state highways

AGENCY	OFFICE WITH PRIMARY RESPONSIBILITY	SUBJECT	NATURE OF RELATIONSHIP	EXISTING COORDINATION MECHANISM
	TPO	Transportation project planning	Coordination	Interlocal Agreement between FDOT, Citrus County, Inverness, Crystal River, and the Citrus County Economic Development Council
Department of State (DOS)	Office of Cultural and Historical Programs	Compliance Review	Review	Written Communications
		Florida Master Site File		
Department of Health (DOH)	Environmental Health	Onsite Sewage Program	Technical Assistance for maintenance of existing septic systems or removal of same	Permitting activities
Florida Fish and Wildlife Conservation Commission (FFWCC)	FFWCC	Waterway regulations and boating safety	Regulatory	Written communications Licensing
		Managing fish and wildlife resources		
Regional Agencies				
Withlacoochee Regional Planning Council (WRPC)	WRPC	Regional Coordination and Clearinghouse	Review	Written communications
		Comprehensive Planning	Review and Coordination	Strategic Regional Policy Plan Written and phone communications
		Development of Regional Impact Review (DRI)	Regulatory	Written communications
		Statewide Regional Evacuation Plan	Coordination	Written communications
Southwest Florida Water Management District (SWFWMD)	SWFWMD	Environmental Resource Permit (ERP) Water Use Permit (WUP)	Permitting	Written communications

AGENCY	OFFICE WITH PRIMARY RESPONSIBILITY	SUBJECT	NATURE OF RELATIONSHIP	EXISTING COORDINATION MECHANISM
SWFWMD	City	Surface Water Improvement and Management Plan (SWIM)	Regulatory Coordination	Crystal River Kings Bay SWIM Plan
SWFWMD	City	Water supply planning		Northern District Water Supply Plan
Citrus County				
Board of County Commissioners	Planning Division	Comprehensive Plan Amendment Review	Coordination	Written and phone communications
		Local Mitigation Strategy Working Group	Coordination	Interlocal Agreement
		Annexations	Coordination	Written communications
	Transportation Department, Road Division	County Road Maintenance	Coordination	Written and phone communications
	City	Solid Waste, Potable Water, Sanitary Sewer	Service	Interlocal Agreements and other written communications
	Fire Services Division	Fire Prevention	Permitting	Interlocal Agreement
Citrus County Sheriff's Office	CCSO	Law Enforcement	Enforcement	Interlocal Agreements
		Emergency Services, 911 and Fire	Service	
Citrus County Property Appraiser's Office	City Community Development	Mapping Information resources	Service	Interlocal Agreement
School Board	School Board	School concurrency	Regulatory	Interlocal Agreement
		School facility planning & siting	Coordination	
		Joint use facilities	Coordination	
		School Traffic Control & Security Services Program	Coordination	

AGENCY	OFFICE WITH PRIMARY RESPONSIBILITY	SUBJECT	NATURE OF RELATIONSHIP	EXISTING COORDINATION MECHANISM
Other agencies and Special Districts				
Withlacochee Regional Water Supply Authority	WRWSA	Regional water supply	Coordination	Membership Written communications
Mosquito Control District	Mosquito Control	Mosquito control, ditching, and spraying	Service	Written and phone communications

Effectiveness of Existing Coordination Mechanisms

Crystal River has coordinated with other government departments and agencies on an informal basis while establishing more formal and informal agreements with some. The City has interlocal agreements with Citrus County, with the Citrus County Sheriff's Office, and with the Citrus County School Board. With the increased importance placed on fiscal responsibility and reducing duplicative programs, the trend toward more formal coordination should continue.

Interlocal Agreements

Crystal River is a small city and relies upon a variety of interlocal agreements to address issues and services which require regional attention. Once enacted, intergovernmental agreements establish cooperation between two or more governments or agencies, thereby providing a formal setting for coordination. Since these agreements are contractual in nature, they ensure coordination. All of the existing intergovernmental agreements involving Crystal River are either service-oriented, or relate to the distribution of local taxes and fees. Some of the interlocal agreements are of long-term duration while others are established to remedy specific, short-term needs such utility installation and repairs made by the City within County rights-of-way. The majority of the interlocal agreements provide a method for termination, which is usually in the form of written notice.

A list of the current interlocal agreements is provided below.

1. Building Inspection Services, City of Inverness
2. Building Inspection Services, Citrus County
3. Citrus County Information Cooperative, Citrus County Property Appraiser's Office
4. Commercial Drivers License Skill Test, Citrus County
5. Disposal of Solid Waste, Citrus County
6. Edward Byrne Memorial Grant, Citrus County Sheriff's Office
7. Emergency System 911, Citrus County Sheriff's Office, Board of County Commissioners
8. Expansion of Wastewater Service, Citrus County
9. Fire Prevention Agreement, Citrus County
10. Fire Service & Mutual Aid, Citrus County
11. Florida/National Crime Center, Citrus County Sheriff's Office
12. Gas Tax, Citrus County
13. Hazard Mitigation, local mitigation strategy working group, Citrus County and Inverness
14. Impact fees, Citrus County
15. Joint Participation Agreement for Watershed Study along U.S. Hwy 19, Citrus County
16. Law Enforcement Services, Citrus County Sheriff's Office
17. Public Education Facilities Planning, Citrus County, Inverness & Citrus County School Board
18. Sales Tax, Citrus County & Inverness
19. School Traffic Control and Security Services Program, Citrus County & Citrus County School Board
20. Sediment Removal in Hunter Springs and Kings Bay, Citrus County
21. Service Boundary Agreement, Plantation Inn Annexation, Citrus County
22. State-wide Mutual Aid, State of Florida, Department of Community Affairs

Joint Planning, Joint Meetings, and Workshops

Joint planning, meetings, and workshops are the other intergovernmental coordination methods employed by Crystal River. The City of Crystal River participates with several offices and agencies in joint meetings. Joint meetings include the local hazard mitigation working group, Transportation Planning Organization, Withlacoochee Regional Water Supply Authority, and an annual meeting with the County and school board staff to coordinate facilities planning. Workshops held by City Council are used primarily for short-range intergovernmental planning tools. Crystal River has successfully used both workshops and joint meetings to exchange information and to voice concerns for specific issues.

Based on an interlocal agreement between the City and Citrus County regarding annexation of the Plantation Inn and Golf Course, a joint planning agreement will be prepared. A change in the land use designation on the FLUM is proposed during this EAR-based amendment, as specified in the interlocal agreement.

Issues Requiring Intergovernmental Coordination

Coordination is on-going regarding water supply, traffic and level of service on county and state roads, land use impacts, affordable housing, and conservation. There are numerous interlocal agreements concerning these issues as well as other forms of communication and coordination. It is important for the City to maintain open lines of communication and consistent coordination efforts to ensure that services and facilities are available to city residents. Other areas requiring coordination include stormwater drainage and the water quality of Kings Bay. The City has made significant efforts to protect the water quality of Kings Bay; however, as identified in the SWIM report, the majority of pollutants come from outside sources outside the City's control. It is essential that the City maintain coordination efforts with FDOT, FDEP, SWFWMD, and the County regarding water quality efforts.

Water quality and springs protection was identified as an issue integral to the City's long-term health and viability in the 2005 EAR. Coordination areas include pollution controls, stormwater management, and wetlands protection. Stormwater runoff, fertilizers, herbicides and boats and other watercraft have been identified as contributors to surface and groundwater pollution. The agencies that the City needs to coordinate with are the SWFWMD, FDOT, and Citrus County.

The City is a signatory to the interlocal agreement signed on July 31, 2008 between the Citrus County School Board, Citrus County, and the City of Inverness. This agreement is consistent with §163.31777, F.S. and 9J-5.025, F.A.C. and addresses facilities planning for public education within the county.

Two additional areas for coordination are based on changes in state legislation. One, the City is required to address coordination with regional water supply authorities by §163.3177(6)(h)1, F.S. The other requires an interlocal agreement between Citrus County (as the adjacent government) and the City (as the location of the airport) regarding airport zoning regulations in the Crystal River Airport hazard areas. This requirement is from §163.3177(6)(h)1.d., F.S. Prior to its annexation into the City in February 2010, the County regulated uses within the hazard areas. The City will coordinate with the County to provide for continued implementation of these regulations. The City's Transportation Element uses the County's Aviation Element to prepare the airport addition to the City's Plan.

In addition, the City agreed to prepare a Joint Planning Agreement for the Plantation Inn and Resort annexation area. This interlocal agreement will establish the appropriate process for coordination and development of the area annexed.

Comparison to the Strategic Regional Policy Plan

The *Strategic Regional Policy Plan for the Withlacoochee Region* (SRPP) was adopted on August 5, 1997 several years after the City adopted its Comprehensive Plan in 1990. The City's Intergovernmental Coordination Element shall acknowledge all regional and state resources that are identified in the SRPP and determine whether additional coordination is required in any area. The SRPP addresses five regional subject areas:

1. Affordable Housing
2. Economic Development, updated in 2009
3. Emergency Preparedness
4. Natural Resources
5. Transportation

Relative to the City's location and resources, the following regional and state resources are identified in the SRPP:

1. Regional Economic Development: Progress Energy Power Plant and proposed Levy County site and retail and service sectors
2. Regional Resources: Kings Bay as a critical habitat area for the endangered West Indian Manatee; Crystal River Indian Mounds; Crystal River Preserve State Park
3. Regionally significant transportation facilities. U.S. Highway 19 and S.R. 44. These are regionally significant for the movement of traffic on a regular basis and as hurricane evacuation routes.

The City of Crystal River Comprehensive Plan addresses each of the major areas identified in the SRPP.

Areas of Critical State Concern

The City of Crystal River is not located in an area of critical state concern.

**Intergovernmental Coordination Element
Goals, Objectives, and Policies**

SEPTEMBER 12, 2011

Intergovernmental Coordination Element
Goals, Objectives, and Policies

GOAL 1: City government activities will be coordinated with the activities of other governmental agencies in order to increase city government efficiency, provide a higher level of service for its citizens, and resolve intergovernmental conflicts.

OBJECTIVE 1.1: The City shall coordinate implementation of the Crystal River Comprehensive Plan with the plans of the Citrus County School Board, with other government agencies providing services but not having regulatory authority over the use of land, and with the Citrus County Comprehensive Plan.

POLICIES:

- A) The City shall review proposed amendments to the Citrus County Comprehensive Plan and shall make written comments to the County where such proposed amendment is in conflict with the City's Comprehensive Plan.
- B) The City shall review the Withlacoochee Strategic Regional Policy Plan and amendments, and shall amend the City's Comprehensive Plan, as needed, to ensure continued consistency.
- C) The City shall periodically review the Crystal River/Kings Bay S.W.I.M plan along with any subsequent amendments to determine if amendments to the Crystal River Plan are necessary for better coordination.
- D) The City shall review the management plan for the Crystal River Preserve State Park as that plan is amended to insure coordination with the Crystal River Comprehensive Plan. The City shall notify the Preserve State Park staff when amendments to the City's Comprehensive Plan are proposed.
- E) The City shall coordinate with the Citrus School Board and the Mosquito Control Board to determine each agency's plans and to coordinate those plans with the Crystal River Comprehensive Plan.
- F) The City shall meet periodically with Citrus County, Florida Department of Environmental Protection (DEP), Florida Fish & Wildlife Conservation Commission, and U.S. Fish & Wildlife Service to discuss issues of mutual interest including but not limited to: manatee protection programs and activities and aquatic weed treatment programs.
- G) The City shall meet periodically with DEP and SWFWMD to discuss issues of mutual interest including but not limited to: stormwater runoff and the protection of water quality and quantity.

OBJECTIVE 1.2: The City of Crystal River shall coordinate, through appropriate coordination mechanisms, the impacts of development proposed within the City limits upon Citrus County, the region, and the state.

POLICIES:

- A) Crystal River shall coordinate the impacts of proposed development regarding the following issues as described in this element:

Issue	City Department With Coordination Responsibility	Entity for Inclusions in Coordination Procedures
Hazardous Waste	Sanitation	WRPC, DEP, FDOT
Retrofitting Drainage Systems	Public Works, Community Development	SWFWMD, FDOT, DEP, Mosquito Control
Untreated Drainage Coming into the City	Public Works	SWFWMD, Mosquito Control, County
Regional Water Supply	Public Works	WRWSA, County, SWFWMD
Water Service Areas	Public Works	County
Access to Existing Facilities	Public Works	County, School Board
Utilization of Crystal River Preserve State Park Lands	Community Development	DEP, Division of Parks and Recreation
Manatee Education	Community Development	USFWS
Land Use in Adjacent Areas	Community Development	County
Sinkhole Buffers	Community Development	SWFWMD
Condemned Structures	Community Development	County Fire Services
Traffic Capacity	Community Development	FDOT, County, TPO
Maintenance of Surface Water Quality	Public Works	DEP, SWFWMD, County
Elimination of Septic Tanks on Waterfront	Community Development Public Works	County, Environmental Health
Manatee Protection	Community Development	USFWS, DEP, Marine Patrol, Citrus County
Wetland Protection	Community Development	Army C.O.E., SWFWMD, DEP
Water quality	Community Development	FDEP, SWFWMD, FDOT
Aquatic Plant Treatment	Public Works	DEP, Army C.O.E., USFWS
Other Endangered and Threatened Species Protection	Community Development	USFWS, FFWCC

Since formal coordination mechanisms may require adjustment over time, the city department designated as responsible for coordination (for each respective issue) shall document coordination efforts and progress as needed and submit these reports to City Council.

- B) The City of Crystal River shall maintain programs and regulations consistent with the findings and suggestions of the Crystal River/Kings Bay S.W.I.M. Plan.
- C) The City shall protect aquatic habitats necessary for the continued ecological stability of fisheries and other water dependent wildlife through coordination with the Florida Fish and Wildlife Conservation Commission (FFWCC), DEP, Southwest Florida Water Management District (SWFWMD) and other governmental agencies as appropriate.
- D) The City of Crystal River recognizes the approved Master Plan adopted for the Crystal River airport in 2007 as the Official Airport Plan.
- E) The City shall initiate discussions with Citrus County to adopt, administer, and enforce zoning regulations applicable to the Crystal River Airport Hazard Area. Zoning regulations for the airport hazard area shall be consistent within both jurisdictions. Such regulations, administration,

and enforcement shall be agreed to either through an Interlocal agreement, or adopted by ordinance and administered through a joint airport zoning board.

- F) The City shall coordinate with Citrus County Emergency Management to address the needs of persons who are transportation disadvantaged in the event of hurricane evacuation.
- G) Crystal River shall utilize the WRPC’s informal mediation process to resolve planning and growth management conflicts with Citrus County, with regional agencies, and with private interests where such conflicts cannot be solved through direct intergovernmental coordination. This mediation process shall not be used to resolve environmental permitting or regulatory issues.
- H) The City will resolve annexation issues, including land use and availability of public services, through joint staff meetings of Citrus County and Crystal River, Interlocal agreements, service area agreements, or joint planning agreements, as appropriate.
- D) The Crystal River City Council shall meet periodically with the Citrus County Board of County Commissioners to discuss conflicts arising from local development.
- J) Public information will be made available free of charge to all governments and agencies coordinating activities with the City, and at cost to all other interested parties.
- K) All issues relating to the provision of services between the City and other agencies will be resolved through formal agreement with City Council.
- L) The City shall initiate or maintain agreements with Citrus County that will establish formal procedures for coordinating future roadway extensions and improvements, water and sewer services, recreation facilities, the siting of facilities with countywide significance, and development of land adjacent to Crystal River and Kings Bay and other development-oriented services and activities indicated in the City’s and Citrus County’s Comprehensive Plan.

OBJECTIVE 1.3: The City will annually coordinate LOS standards for public facilities, as described in each governments respective Comprehensive Plan. The City shall coordinate with the appropriate state, regional, and local governments to ensure consistency in the adoption and implementation of level of service standards.

POLICIES:

- A) The City shall review any amendments to Citrus County’s Comprehensive Plan to ensure that LOS standards for public roadways and transportation facilities, and solid waste remain consistent between the City of Crystal River and Citrus County.
- B) Crystal River shall maintain level of service standards on State Road 44 and U.S. Highway 19 that are consistent with FDOT requirements.
- C) The City shall coordinate with the Citrus County School Board, Citrus County, and the City of Inverness in the establishment and implementation of concurrency for school facilities.