

## IV. GOAL, OBJECTIVES AND POLICIES

### INTRODUCTION

This chapter is the result of compiling a variety of information. Details of the work that led to this section are found in the Background Report.

~~The goal, objectives and policies went through several changes during their development. The revisions were due to comments by professional staffs, citizens and elected and appointed officials at public meetings. The work became more refined and provided a clearer vision as it changed over time.~~

[Administrative]

The issues are:

1. Coordinating and regularly reviewing capital improvements, plans and programs.
2. Developing, establishing, maintaining and evaluating levels of service.
3. Establishing ~~a reserve area~~ joint planning areas.
4. Establishing a ~~countywide forum~~ means to monitor, evaluate and review land use and environmental issues.
5. Developing a comprehensive, coordinated regional road review and evaluation program.
6. Establishing the role of The Planning Commission for Hillsborough County.
7. Instituting an orderly local and regional method of conflict resolution.
8. Developing and maintaining a cooperative data base for unified planning and information services to all governments.
9. ~~Monitoring and instituting a master social plan~~ Coordinating public services and provision of social services.

[Administrative]

### PURPOSE

The goal, objectives and policies play a very important role in planning and managing growth. They provide measurable direction. Therefore, they instill accountability. Objectives outline the ways of attacking an issue, without being so specific as to preclude other ways of solving problems. This leaves room for the criteria of equity and responsiveness. These policy statements will be efficient in that they require minimal added staff time and effort to implement. The people already doing most of the work are the people charged with implementing this Element.

In conclusion, the goal, objectives and policies are designed to provide for the efficient, effective operation of a complex planning and management process.

## **GOAL**

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

- achieving the goals and objectives of the Hillsborough County Comprehensive Plan;
- resolving any incompatibility of goals, objectives, policies and development in the Hillsborough County Comprehensive Plan with those of the plans of the Hillsborough County School Board and/or other units of the local government providing services but not having regulatory authority over the use of land with the comprehensive plans of the incorporated municipalities of Tampa, Temple Terrace Plant City, the adjacent counties of Pasco, Polk, Pinellas and Manatee and with the plans of regional, state and federal agencies.
- furthering the goals supporting the achievement of the *Comprehensive Regional Policy Plan* of the Tampa Bay Region and the State Comprehensive Plan.

## **~~ISSUE: Coordination of Comprehensive Plans~~**

~~Coordinated comprehensive planning is needed to address problems and opportunities which surpass political boundaries and jurisdictions. Chapter 9J-5 requires coordination of the County's comprehensive plan with the plans of school boards, other units of local government providing services but not having regulatory authority over the use of land, and with the comprehensive plans of adjacent municipalities and adjacent counties. Coordination mechanisms to address the impacts of development proposed in the County's Comprehensive Plan upon development in adjacent municipalities and counties, the region and the state are also required. An annual Comprehensive Planning Forum and mechanisms for reciprocal review of development affecting other jurisdictions have been created to achieve these objectives.~~

~~Meeting the immediate pressures of growth has detracted from the effective long range management of public resources of water, sanitary sewer, solid waste, stormwater management, traffic circulation and recreation and open space requirements for Hillsborough County.~~

~~Chapter 163, Florida Statutes and 9J-5, Florida Administrative Code require local planning agency review and development of priorities among Hillsborough County, Tampa, Plant City and Temple Terrace. Sound fiscal management practices also require the coordinated management of infrastructure.~~

~~9J-5 requires that levels of service be established for designated public facilities for all local governments. Therefore, this management system must recognize at least the capital and land use plans for all jurisdictions in the County. Finally, because roads and some sewer and water services are not isolated in one county, intergovernmental coordination is also required in order to understand the strengths, opportunities, threats and weaknesses of any infrastructure plan.~~

~~Therefore, in addition to the Comprehensive Planning Forum, it is necessary to create special workshops that establish a unified, managed approach to infrastructure and transportation plans and their implementation in and possibly around Hillsborough County.~~

~~[Administrative]~~

**OBJECTIVE 1:** ~~On an ongoing basis, Hillsborough County shall establish new and review existing coordination mechanisms that will evaluate and address its comprehensive plan and programs and their effects on the comprehensive plans developed for the adjacent local governments, school board, and other units of local government providing services but not having regulatory authority over use of land and the State, by an annual county wide forum, joint meetings or other types of forums with other agencies sponsored by the Planning Commission. Assistance for this effort shall be requested from regional and state agencies by the Planning Commission, as needed.~~

~~[Administrative]~~

**Policy 1.1:**

~~Hillsborough County shall continue to coordinate with representatives from the local, regional and federal agencies and departments to ensure best practices and most current techniques and policies are utilized. Specifically, these efforts should address issues relating to: transportation, environment, schools, affordable housing and social services.~~

~~Joint meetings shall be hosted as needed by the local planning agency, with participation including, but not limited to, the appropriate staffs or~~

~~representatives of all Hillsborough County governments, various authorities, utility companies, governmental entities/agencies and interested citizens.~~

~~[Administrative]~~

**Policy 1.2:**

~~A number of techniques including joint meetings, forums and interjurisdiction/departments meetings may be utilized to~~ The joint meeting shall identify issues among jurisdictions and agencies and provide a structural framework for discussion of appropriate subjects. Recommendations from the joint meeting resulting from these efforts may be used to study/develop possible amendments to the Hillsborough County Comprehensive Plan. The BOCC and affected agencies shall be apprised of forum proceedings with the recommendations, from the Planning Commission, at a regular meeting of the BOCC.

~~[Administrative]~~

**Policy 1.3:**

~~This joint meeting shall include at least one environmental topic, such as the resolution of: jurisdictional setback lines, varying mitigation standards, beach and dune protection, estuarine pollution, runoff, wildlife habitat, marine habitat, water quality and quantity, land use, cooperative research opportunities, shared data and efficiency in operations and procedures through proposed elimination of regulatory activities that are not linked to specific public and natural resources protection needs.~~ Reserved

~~[Administrative]~~

**Policy 1.4:**

~~The joint meeting shall begin to~~ Hillsborough County will continuously develop a new means of cooperatively using, exchanging and combining data and information so that it is of practical benefit to local governments, the agencies represented and citizens.

~~[Administrative]~~

**Policy 1.5:**

Hillsborough County shall work with the Planning Commission, other jurisdictions and utility companies in the County to develop a unified forecasting effort for population, socio-economic data, financial planning, transportation modeling and capital planning, which shall include the reservation of appropriate rights-of-way. Pertinent forecasting reports, data

and information produced or obtained by any of these groups shall be shared as they become available to ensure coordinated efforts in planning.

**Policy 1.6:**

On an annual basis, Hillsborough County shall ask the School Board to provide information from their Five Year Facilities Master Plan to determine the need for additional school facilities. The School Board shall provide to the county, each year, a general education ~~faeilites~~facilities report. The educational ~~faeilites~~facilities report shall contain information detailing existing ~~faeilites~~facilities and their locations and projected needs. The report shall also contain the School Board's capital improvement plan, including planned facilities with funding representing the district's unmet needs. In accordance with the interlocal agreement adopted in ~~1997-2003~~ by the Board of County Commissioners and the School Board, the coordination of school siting shall be conducted.

[\[Administrative\]](#)

**Policy 1.7:**

The county will identify and recognize the campus master plans of all post secondary institutions that are located within its jurisdiction. A review of the establishment of a new campus master plan or update of an existing master plan shall be conducted by the Planning Commission to ensure coordination with the County's Comprehensive Plan. Comments and recommendations shall be provided to the appropriate jurisdiction and Board of Education Authority.

[Coordination on Development](#)

**OBJECTIVE 2:** Hillsborough County shall continue to address through coordination mechanisms, the impacts of development proposed in the local Comprehensive Plan upon development in adjacent jurisdictions, the region and the state.

**Policy 2.1:**

Hillsborough County shall continue to cooperate with Temple Terrace, Plant City, ~~and~~ Tampa [and adjacent county governments](#) for planning review of selected types of development proposals within their jurisdiction within one mile of their respective borders or any development which will impact another jurisdiction. The staff shall cooperate at the technical and administrative levels to review the relationship of proposed development to

the existing comprehensive plans, address impacts of development and to achieve compatibility with the comprehensive plans of the respective jurisdictions in plan amendments, areas of rezonings, land development regulations, and infrastructure management. Interlocal agreements may be negotiated to formalize these review procedures.

[Administrative]

**Policy 2.2:**

~~Hillsborough County shall negotiate interlocal agreements with adjacent county government for planning review of all development proposals in adjacent counties within one mile of their respective borders or any development which will impact another county. The agreements, shall require staff cooperation at the technical and administrative levels to review the relationship of proposed development to the existing comprehensive plans, address impacts of development and to achieve compatibility with the comprehensive plans of the respective jurisdictions plan amendments, rezonings, land development regulations and infrastructure management.~~

[Administrative]

Policy 2.2 –

The County shall work with the staff's of the jurisdictions and external agencies to develop additional measures to ensure full review and coordination regarding economic development activities, development applications and growth trends. Measures to be considered could include the creation of a multi-jurisdictional task force or staff committee or utilization of the Council of Governments to coordinate on these issues.

[EAR Issue Based]

**Policy 2.3:**

The capital budgeting and development plans and priorities of the adjacent county and city governments shall be evaluated and reported on annually by the Planning Commission as part of the input to the local planning agency annual report on the status of implementation of the comprehensive plans of Hillsborough County jurisdictions, their various categories of levels of service and evaluation of future improvements.

**Policy 2.4:**

The appropriate fiscal and planning staffs will provide reviews and recommendations, consistent with the adopted comprehensive plan, to all plan amendments approved for study by the local planning agency.

Policy 2.5:

Hillsborough County will review all annexation requests by municipalities of area of unincorporated county. The county will strive to negotiate interlocal agreements with the incorporated municipalities to resolve planning and infrastructure issues relating to lands planned for annexation.

[EAR Issue Based]

Policy 2.6:

By 2009, the County and its municipalities shall open discussion to establish an annexation policy to direct, in a timely manner, the process of annexing unincorporated land adjacent to the municipalities.

[EAR Issue Based]

Policy 2.7:

Hillsborough County, in conjunction with the three municipalities within its boundaries, will identify and implement joint planning areas as needed by 2009. Joint planning areas will allow for further coordination of the land use planning and infrastructure provision for areas of possible annexation surrounding the municipalities. An interlocal agreement will be executed with each applicable local government to outline the coordination procedures as well as provide a map of the joint planning area boundaries.

[EAR Issue Based]

**ISSUE: The Coordination on Environment and Infrastructure**

~~There are coordination procedures proposed throughout this Intergovernmental Element. The objective is to provide mechanisms for coordination between the proper authorities in an accountable, responsive fashion to address and resolve mutual issues. This concept is self-evident in subjects such as capital improvements or land use. It is also necessary in dealing with the environment. The environment ecological systems, rivers and streams, habitats, and natural drainage patterns respects no political boundaries.~~

~~For example, the "Hillsborough" River originates in Pasco and Polk Counties; the Alafia and Little Manatee Rivers originate in Polk. Hillsborough County adjoins four counties and two cities.~~

~~The environment is an inter-connected system changes in local and regional hydrology eventually result in changes to surficial ecological systems. As such, it~~

~~is important to consider a regional approach to environmental issues. The actions of one jurisdiction may have a significant impact on another. The State's Chapter 380, F.S. historically addressed regional impacts through the Development of Regional Impact (DRI) process. While this program has had some positive effects, many environmental impacts have been due to sub-DRI development. The ICE is intended to provide adequate mechanisms to deal not only with regional scale but also smaller developments.~~

~~One of the foremost examples of intergovernmental coordination, involves the management of the Tampa Bay estuary. Management of Tampa Bay is coordinated through several forums, including the Tampa Bay Regional Planning Council's Agency on Bay Management, the Southwest Florida Water Management District's Surface Water Improvement and Management (SWIM) program (Tampa Bay is the SWIM priority water body) and the federal Environmental Protection Agency's Tampa Bay National Estuary Program (TBNEP). Each provide a forum for improved knowledge, coordinated actions, and more focused, efficient expenditures of public resources.~~

~~The primary objective of this section is to identify or establish means for improved coordination between the appropriate local, state, regional and federal agencies involved in the management and implementation of community policies relative to of land use, transportation, public facilities, coastal and bay management and conservation coordination. These agencies and departments not only regulate but also gather data and monitor change in order to carry out specific mandates. The shared understanding, use and application of these databases can be of significant importance in properly developing and interpreting land use and environmental information for the purpose of furthering community values and achieving regional goals.~~

**OBJECTIVE 3:** On an ongoing basis, Hillsborough County shall continue to coordinate with representatives from local, regional and federal agencies and departments, units of local government and adjacent municipalities and counties ~~in appropriate forums to ensure coordinated and efficient provision of infrastructure and utilization and protection of natural resources. actions relative to bay management, ecosystems management and protection, designation of dredge and spoil sites, water quality and quantity and other aspects of our natural heritage.~~

~~[Administrative]~~

**Policy 3.1:**

Hillsborough County will coordinate with the cities of Plant City, Temple Terrace and Tampa as well as appropriate agencies to ensure an efficient provision of infrastructure including but not limited to: transportation, water and sewer, transit, parks, public safety and schools.

~~At least one forum will be held annually relative to environmental issues. Participants may include, as appropriate to the selected issues, all governments in Hillsborough County, the Florida Game and Freshwater Fish Commission, Florida Department of Environmental Protection, Florida Department of Transportation, Florida Department of Agriculture and Consumer Services, Division of Forestry, USDA Natural Resources Conservation Service, Southwest Florida Water Management District, Tampa Bay Water, Tampa Bay Regional Planning Council/Agency on Bay Management, the Environmental Protection Commission of Hillsborough County, various County authorities, utility companies, adjacent jurisdictions and interested citizens.~~

*[Administrative, Regulatory and Agency Comment]*

**Policy 3.2:**

Hillsborough County will coordinate the establishment of level of service standards for public facilities with any state, regional or local entity having operational and maintenance responsibility for such facilities.

~~This Forum shall identify issues among governments and agencies and provide a structured framework for discussion and resolution of items such as jurisdictional setback lines, varying mitigation standards, cooperative research opportunities, shared data and efficiency in operations and procedures through proposed elimination of regulatory activities that are not linked to specific public and natural resources protection needs.~~

*[Administrative and Regulatory]*

**Policy 3.3:**

Hillsborough County shall continue to coordinate with the Environmental Protection Commission of Hillsborough County and representatives from local, regional and federal agencies and departments to ensure coordinated actions relative to bay management, ecosystems management and protection, designation of dredge and spoil sites, water quality and quantity and other aspects of our natural heritage

~~The Local Planning Agency shall produce a report and forward it to the affected governments and agencies with its recommendation on the issue. Such recommendation shall be made in light of efficient, effective operation of government and service to the public.~~

~~*[Administrative and Agency Comment]*~~

**Policy 3.4:**

~~The Forum shall develop a means of cooperatively using, exchanging and combining data and information so that it is of practical benefit to local governments and the agencies represented.~~

As the lead organization on emergency management for Hillsborough County, the County will coordinate with public and non-public agencies and organizations on emergency management plans to ensure that the County and its citizens are prepared for natural and man-made disasters. In particular, the County will coordinate on the provision of infrastructure such as evacuation routes and shelter capacity, on the preparedness of target populations such as those who are economically disadvantaged or have mobility issues, and on post disaster recovery.

~~*[Administrative and Staff Recommended]*~~

**Policy 3.5:**

~~Reserved Hillsborough County shall take appropriate actions on the Local Planning Agency report in accordance with the adopted Comprehensive Plan.~~

~~*[Administrative]*~~

**Policy 3.6**

The county shall maintain membership on, and respectively participate in, the planning process of the Tampa Port Authority, the entity responsible of dredge spoil sites, to ensure intergovernmental coordination in the designation of new dredge spoil disposal sites.

**Policy 3.7**

Through its membership on the Tampa Port Authority, the county shall promote the involvement of the appropriate state and federal agencies and the public in providing for or identifying dredge spoil disposal sites.

**Policy 3.8**

Through its membership on the Tampa Port Authority, the county shall pursue the resolution of conflicts through the Coastal Resources Interagency Management Committees dispute resolution process, where appropriate.

**Policy 3.9**

Hillsborough County shall coordinate with the Southwest Florida Water Management District, Tampa Bay Water, the Cities of Tampa, Plant City and Temple Terrace and the Hillsborough County City-County Planning Commission to assure consistency of water supply and demand projections and population data.

**Policy 3.10**

The County will encourage the participation of all sectors of the community in the development and update of its Water Supply Facilities Work Plan.

**Policy 3.11**

Coordinate with the Southwest Florida Water Management District to assure consistency between the Future of Hillsborough: A Comprehensive Plan for Unincorporated Hillsborough County and SWFWMD's Regional Water Supply Plan.

Policy 3.12:

When siting facilities of county-wide significance, Hillsborough County will notify and coordinate with the cities of Tampa, Plant City and Temple Terrace to provide for opportunities for collaboration on the siting of those facilities.

[Regulatory]

**ISSUE: Metropolitan Transportation Planning**

~~The authority and responsibility of an MPO is by the management of a continuing, cooperative and comprehensive transportation planning process that results in the development of plans and programs which are consistent with the comprehensively planned development of the urbanized area. The balance of this section provides for a sound metropolitan transportation planning process. It includes requirements for annual and long range work programs, agreements for planning coordinated with federal agencies, related planning efforts (air, noise, water quality wildlife habitat protection), formal intergovernmental planning coordination in urbanized areas and the use of technical and citizens advisory committees. While mandated and generally followed, metropolitan~~

transportation planning has not functioned in a manner that fully integrates its process with the those of land use and environmental planning. While planners are allowed to sit on the technical advisory committee (Section 333.175(17)), no land use or environmental planners are on this committee. It is the technical advisory committee that is most relied upon by the MPO Board for the impact of comprehensive, reasoned recommendation. Recent citizen protests against the widening of a neighborhood collector street have cited environmental issues, as well as the traditional physical quality of life issues such as increased speed and traffic, in protesting proposed capital improvements. Citizens are beginning to raise not only neighborhood planning area issues, but also long range environmental issues such as carrying capacity of land and review of specific types of land use.

The state comprehensive plan guidelines for coordinated levels of service and capital improvements programming further indicate the need for integration of metropolitan transportation planning into this local comprehensive planning process. There is no existing formal mechanism for the protection of county or state roads from over capacity use by neighboring jurisdictions. There is no formally established County sub area (such as the I-75 Corridor) modeling capability which can account for trip diversion and inter county land development. The Florida Department of Transportation builds and maintains a regional network of state roads (for example, Dale Mabry Highway). The value attributed to these roads is in their ability to move traffic efficiently through an area. The antithesis to this objective is a proliferation of traffic signals, curb serving commercial uses and median cuts which interrupt flow. However, limiting random access to regional roads diverts more traffic costs to county roads. Clearly, there must be some sense of balance in order to equitably plan and zone for land development.

This same type of planning consistency holds true for major public agencies who use, but do not regulate, land. They include the various authorities (Sports, Hospitals, Port, Aviation and Expressway), Southwest Florida Water Management District, Parks and Recreation and the School Board. Of these, the Tampa Port Authority and Hillsborough County Aviation Authority, like Hillsborough County, are responsible for major transportation networks. To complement the City and County roadways, the Tampa Port Authority provides access to the Hillsborough County waterways; and the Hillsborough County Aviation Authority provides access to the airways. Proper integration of these modes with the external world of highways, mass transit and land use is critical to the long term economic growth of Hillsborough County.

~~None of these and other issues will resolve themselves. What is required is effective, efficient, responsive and accountable management of the transportation and land use planning processes and procedures as outlined herein, and in the elements related to transportation.~~

~~[Administrative]~~

**OBJECTIVE 4: the County shall assure the integration of all forms of metropolitan transportation planning into the comprehensive planning process, to include planning in other jurisdictions.**

**Policy 4.1:**

Hillsborough County shall regularly attend and ~~vigorously~~ participate in ~~the quarterly Coordinated Urban Transportation Study Metropolitan Planning Organization~~ meetings.

~~[Administrative]~~

**Policy 4.2:**

~~Hillsborough County shall legislatively request that the boundaries of District Seven, Florida Department of Transportation be identical to boundaries of the Tampa Bay Regional Planning Council.~~

~~Reserved~~

~~[Staff recommended]~~

**Policy 4.3:**

The local planning agency shall negotiate and draft a Memorandum of Understanding with Florida Department of Transportation which shall guide the local planning agency, Metropolitan Planning Organization, Florida Department of Transportation and the County in comprehensive planning in at least the following areas:

1. ~~Clarify Coordinate with~~ Florida Department of Transportation ~~regarding~~ corridor access management planning and signalization of state roads used as a part of a regional network and as it relates to the County traffic circulation system.
2. Require timely Florida Department of Transportation review of rezoning and sub-development of regional impact requests forwarded by County Planning and Zoning and Development Review staffs for comment.

3. Require existing staffs to review and recommend changes to procedures to ensure the minimum time is taken for access permits and stormwater management, setback and infrastructure reviews.
- ~~4. Establish adequate right-of-way reservation/protection standards which shall become the basis for land development review regulations for all new development and for an adopted area-wide map.~~
- ~~5. Establish procedures for the maintenance or modification of roadway levels of service for category "A" and "C" public facilities.~~

[Administrative]

**Policy 4.4:**

Hillsborough County shall coordinate with Metropolitan Planning Organization Board members to: ~~through the metropolitan transportation planning process, require transportation systems management plans as part of the approval process for development reviews. Such plans shall require the County to:~~

- ~~1. Implement locational criteria contained in the land use plan which integrate urban design, neighborhood planning, transportation disadvantaged populations, and density/intensity standards for light rail stations.~~
- ~~2. Utilize such locational criteria to further the implementation of nodal development as designated in the Comprehensive Plan.~~
- ~~3. Propose formal agreements among Metropolitan Planning Organization Board members to e~~
1. Cooperatively implement such-development criteria compatible with the establishment of regional transit services in their comprehensive plans.
42. Evaluate and determine the level of public expenditures that subsidize development permitted in coastal high-hazard areas or reduce hurricane evacuation times.
53. Integrate all updated authority master plans needs within the Transportation Improvement Program and the Long Range Transportation Plan.
64. Evaluate surface transportation access plans for the airport and port with the mapped and built mass transit and traffic circulation system.

[Administrative/Staff Recommended]

**Policy 4.5:**

Hillsborough County, ~~shall petition through~~ the Metropolitan Planning Organization, ~~shall to~~ establish formal working relationships with the mass transit planning and operations of all adjacent counties.

[Administrative]

**Policy 4.6:**

~~Hillsborough County, through the Metropolitan Planning Organization and The Planning Commission shall request the establishment and utilization of a unified, cooperative data and forecasting methodology for county wide transportation planning.~~ Reserved

[Administrative]

**Policy 4.7:**

Hillsborough County, ~~through the Metropolitan Planning Organization and the Planning Commission,~~ shall ~~continue to cooperate~~coordinate with other jurisdictions and FDOT for the purpose of using common methodologies among local concurrency management systems for measuring impacts on transportation facilities and adopting compatible level of service standards to coordinate levels of service on inter-jurisdictional arterial and collector roadways.

[Regulatory]

**~~ISSUE: The Planning Commission~~**

~~The Planning Commission is the designated land planning agency for Hillsborough County and its municipalities under 78-523, Laws of Florida (as amended) and other laws and statutes.~~

~~As stated in Laws of Florida 77-564 Section 6 (as amended), "This agency shall prepare, monitor, evaluate, and update the Comprehensive Plan required by Part II of Chapter 163, Florida Statutes, the Local Government Comprehensive Planning and Land Development Regulation Act... and shall make recommendations to the governing body regarding the adoption of such plan or element any amendments thereto." Excerpts from the Laws of Florida, Chapter 75-390, Section 7(1)(a), (b) also provide for coordination, consultation and review of local government plans in these long, mid and short range modes. For example: "The local planning agency shall prepare the comprehensive plan or element, and any amendments thereto, for Hillsborough County and each incorporated municipality within Hillsborough County, and shall make recommendations to the governing body regarding the adoption of such plan, or element or amendment thereto. The responsibility for final recommendation (of plan, element, amendment) shall be the responsibility of the Local Planning Agency. The Local Planning Agency shall evaluate, monitor and oversee the effectiveness and status of the comprehensive plan and recommend to the~~

~~governing body such changes in the comprehensive plan or may, from time to time, be required..."~~

**OBJECTIVE 5:** On an ongoing basis, the Planning Commission shall evaluate the comprehensive plan with the master facilities plans of school boards, other authorities and plans of other units of government providing services but not having regulatory authority over the use of land, such as Florida Department of Transportation, housing authorities and with the comprehensive plans of adjacent municipalities and adjacent counties ~~in~~ in an effort to ensure consistency with the comprehensive plan.

[Administrative]

**Policy 5.1:**

Hillsborough County shall utilize the Planning Commission and staff as ~~the intergovernmental~~ the intergovernmental coordination and review agency, in addition to the already established duties of the agency. Duties shall include, among others, the provision of information and services, such as economic research; population data analysis and reporting; socio-economic reporting; land use amendment review, analysis and recommendation; authority plans review; and land development regulation review of any of the governments in Hillsborough County.

[Administrative]

**Policy 5.2:**

Mechanisms shall be established for Planning Commission review of long-range plans and master plans and amendments thereto of boards and authorities, pursuant to Section 7(2) of 75-390, Laws of Florida, as amended. For such review, recommendations pertaining to the consistency of such proposals with the Comprehensive Plan shall be made to the affected board or authority.

**Policy 5.3:**

The Planning Commission shall be the source of cooperatively developed data and information related to the development and implementation of the Comprehensive Plan and shall encourage the participation of other governments in the County in this cooperative effort.

**Policy 5.4:**

When necessary, formalized coordination and cooperation mechanisms required by the comprehensive plan shall be accomplished through

contracts, memoranda of understanding, formal resolutions, interlocal agreements, or other means.

**Policy 5.5:**

All coordination mechanisms that effectively and efficiently resolve coordination issues shall be maintained.

**Policy 5.6:**

If any existing or new agreement fails to effectively address intergovernmental issues that are significant to Hillsborough County, the mechanism shall be reviewed by the Planning Commission and a recommendation provided towards implementation within one year of its documented ineffectiveness.

**Policy 5.7:**

If the agreement revision is not agreed to by the jurisdiction or if the recommended solution is not accepted by both parties, then Hillsborough County may conform to the requirements of Section 164.101 (FS). If taking no further action does not adversely affect the planning and implementation process in Hillsborough County, then the County may take no further action. The dispute resolution services of Tampa Bay Regional Planning Council may be used to arrive at an acceptable solution.

**Policy 5.8:**

The Planning Commission will review and make recommendations to amend comprehensive plans(s) in accordance with state law and local policy for consistency with revised interlocal agreements.

**Policy 5.9:**

The Future of Hillsborough Comprehensive Plan shall be the primary planning guide for unincorporated Hillsborough County, and the Hillsborough County City-County Planning Commission shall advise the Board of County Commissioners on interpretations of the plan in a consistent and timely manner.

**~~ISSUE: The Council of Governments~~**

~~Based on Chapter 163.02, Hillsborough County has established a Council of Governments (COG). It is a council or forum of local elected officials, established by resolution of the participating members. The participants include: the Board of County Commissioners of Hillsborough County, Tampa City Council, the~~

~~Plant City Commission, the City of Temple Terrace City Council, and the Hillsborough County School Board. The COG is empowered to study any governmental issue, promote cooperative agreements and arrangements, coordinate actions of its members, and make recommendations for review and action to its members or other public agencies providing local services. The COG may seek funds, employ a staff or consultants, and secure facilities, supplies and equipment to operate, as necessary. Finally, the COG shall make an annual public report of its activities to each member.~~

~~The COG has a vital role to play in coordinating and resolving sensitive issues. These issues include, among others: annexation, urban or service reserve areas, capital planning and transportation. The COG can provide a forum for informal review of issues by jurisdictions or agencies. Also, the COG can play a key role in addressing sub regional issues and conflicts. The policies below are designed to provide the COG with an active, legitimate role in the planning and management of growth throughout Hillsborough County.~~[Administrative]

**OBJECTIVE 6:** The County shall cooperate with other governments and jurisdictions to maximize its value to all local governments in the County, and regional and state agencies. The Council of Government should be used to identify planning issues, inform effected entities, and present alternative viewpoints. The Council of Governments shall remain as a permanent mechanism for effective coordination of infrastructure, facilities and services.

**Policy 6.1 :**

The Council of Governments shall study issues including, but not limited to, matters affecting health, safety, welfare, education, economic conditions, area development and growth management, bay and environmental management and local, regional and state comprehensive plans.

**Policy 6.2:**

The Council of Governments shall recommend cooperative agreements and arrangements to coordinate action among its members and facilitate communication among jurisdictions in order to minimize and interlocal conflict.

**ISSUE:—Coordination and Planning for Social Services and for the Economically Disadvantaged**

~~There is a formal coordination process among agencies which serve economically disadvantaged groups, which is through the Hillsborough County Needs Assessment Partnership. Improved communications among agencies is called for throughout the Intergovernmental Coordination Element. Such communication can be of great benefit for human services as well. The Economically Disadvantaged Groups Element of the Comprehensive Plan supports the master plan for human services Hillsborough County Needs Assessment (HCNA) which is interfaced with the Comprehensive Plan for the county. This plan will serve as a bridge between the land use and other comprehensive planning issues and human services issues. The existing Community Action and Planning Agency closely relates to the master plan for human services which is part of the Economically Disadvantaged Groups Element in the Comprehensive Plan. This department is responsible for the development of planning for the provision of human and other county wide services; and to monitor service delivery systems to determine their effectiveness.~~

~~With the development of a master plan for human services updated data can be provided through the Economically Disadvantaged Groups Element in such a fashion as to tie it into the land use and comprehensive planning process. In addition, the master plan can be utilized to update social data already collected in a report located in The Planning Commission files. This report is titled "CITE: Prospects for Excellence" prepared by the Citizens Involved in Tampa's Excellence (CITE). This report focuses on racial issues, recommending specific and practical strategies to reduce problems in race relations in Tampa.~~

~~Concerning Intergovernmental Coordination the Economically Disadvantaged Groups Element calls for the implementation of formal processes to share information and activities related to the Economically Disadvantaged Groups Element. The method proposed is a creation of memoranda of agreement and through the continuation of a community forum to discuss plans and progress of activities related to the economically disadvantaged and minority groups. There are a number of agencies that could be involved in this coordination effort. They include: Equal Opportunity and Human Relations, Planning and Development Management Department, Community and Special Affairs, The Planning Commission and the Hillsborough County Needs Assessment Partnership.~~

~~[Administrative]~~

**OBJECTIVE 7:** Hillsborough County shall continue to explore alternate methods to share information and coordinate activities regarding the needs of the economically disadvantaged and provision of social services among state, local

and regional human service agencies in order to properly assess and coordinate services and activities offered to economically disadvantaged and minority groups.

[\[Administrative\]](#)

**Policy 7.1:**

[Hillsborough County will foster cooperation and coordination between health and social service providers within the County in order to establish a clear direction which minimizes duplication of effort and maximizes all community resources.](#)~~Hillsborough County shall continue to assess and document the human services delivery needs of the County.~~

[\[EAR Issue Based\]](#)

**Policy 7.2:**

The County, by resolution with governments within Hillsborough County, shall encourage those governments to participate in this effort.

~~**OBJECTIVE 8:** The County shall continue to implement the master plan for human services for Hillsborough County.~~

[Deleted obsolete.](#)

**Policy ~~8.17.3:~~**

The Planning Commission shall continue to be responsible for the integration of [recommendations for policy changes regarding](#) economically disadvantaged groups within the Comprehensive Plan for Hillsborough County.

[\[Administrative\]](#)

**Policy ~~8.27.4:~~**

Any amendments proposed to the Comprehensive Plan, including land use amendments, shall consider the effect of their changes on identified economically disadvantaged groups [and other social impacts of the proposed change.](#) There shall be clear reference to this issue in the evaluation of a proposed ~~land use change or any other change~~[Comprehensive Plan amendment](#) and its effect on these identified populations.

[\[EAR Issue Based\]](#)

[Policy 7.5:](#)

Hillsborough County will coordinate with public, private and non-profit social service providers and utilize capacity building strategies to ensure effective and efficient delivery of social services and programs to the economically disadvantaged population of Hillsborough County. Such uses are encouraged to be located in close proximity to these target populations.

*[EAR Issue Based]*

### Coordination of Public Services

Objective 8: The County will coordinate between internal county agencies and with external agencies providing services to the citizens of Hillsborough County to ensure that effective and accessible services are provided throughout the County.

*[EAR Issue Based]*

#### Policy 8.1:

The County will evaluate existing and future county service centers, including locations, targeted population, accessibility and frequency of use, to ensure that they are effectively serving the public. Efforts will be made to more effectively provide services through collocation of multiple public and non-public services at service centers and other shared facilities.

*[EAR Issue Based]*

#### Policy 8.2:

The County will implement means to improve the convenience of countywide services. Consideration should be given to the expansion of service center hours and location of service centers where the population concentrations are highest.

*[EAR Issue Based]*

#### Policy 8.3:

The County will explore creative alternatives to the delivery of countywide services; these might include utilization of new technologies, mobile units, improved interactive delivery of services and provision of services at existing county facilities such as libraries and recreation centers.

*[EAR Issue Based]*

### ~~ISSUE: Conflict Resolution Process~~

~~The conflict resolution process should be simple and easily understood by all participants so as to promote its accessibility and use. Principles that constitute~~

~~the basis for an Intergovernmental Coordination Element resolution process should be the following:~~

- ~~• Intergovernmental issues should be resolved at the lowest level;~~
- ~~• The process should be appropriate to the area or issue requiring intergovernmental coordination;~~
- ~~• The progression of steps in the conflict resolution process should correspond with a progression upward in the hierarchy of decisionmakers; i.e., technical staff to department heads to chief executive officers and elected officials.~~
- ~~• The final resolution should be voluntarily agreed to by the individual governments, bearing in mind that all jurisdictions abide by court decisions, if that is the final resolution. One principle that should be stressed in this progression of steps for conflict resolution among local jurisdictions is that participants do not go to a lower level for resolution of conflict; in other words, elected officials do not go to an appointed body for the policy decisions that are their responsibility to make.~~
- ~~• When The Planning Commission and/or the Tampa Bay Regional Planning Council review the Developments of Regional Impact, land development regulations, and comprehensive plan amendments, etc., they shall review and identify inconsistencies from an inter-jurisdictional perspective and notify the respective entities.~~
- ~~• The Planning Commission and/or Tampa Bay Regional Planning Council shall produce written reports in a timely manner identifying any other inter-jurisdictional problems that may surface and notify the local jurisdictions involved.~~

~~Ad hoc committees are recommended for this process because they can be formed to meet the needs of the issue and composed of those participants familiar with and closest to the problem. Standing committees often are composed of people extraneous to the issue and generally fall apart from lack of attendance, if there are no problems to resolve. (See Committee definition)~~

~~At the steps of the conflict resolution process outlined in policies 9.1 and 9.2, the participants can call upon the resources of The Planning Commission to provide further technical analysis, and if requested, recommendations.~~

~~At the step outlined in 9.3 the participants can call upon the services of the Tampa Bay Regional Planning Council to provide technical analysis and assistance, and if requested, recommendations.~~

~~Types of mutual and voluntary agreements that can be initiated to resolve disputes at the steps outlined in policies 9.1, 2 and 3 are varied. They can be formal or informal agreements, such as contracts or memoranda of agreements.~~

~~The appendix E chart illustrates the Intergovernmental Conflict Resolution Process.~~

~~[Administrative]~~

**OBJECTIVE 9:** Hillsborough County shall adopt a conflict resolution process for guidance in the resolution of disputes or issues, and shall encourage other jurisdictions in the County to do so, as well.

**Policy 9.1:**

Hillsborough County shall utilize the conflict resolution process to resolve intergovernmental conflicts, including but not limited to, the siting of locally unpopular public and private land uses and facilities.

**Policy 9.2:**

Ad hoc committees of the local jurisdictions, at the technical staff level of the various jurisdictions, may be convoked to discuss the problem and to resolve it. These committees shall be formed upon the request of one of the local jurisdictions and by mutual agreement of the participating jurisdictions.

**Policy 9.3:**

If no resolution of the issue is attained, then voluntary coordination meetings at the highest technical level, such as the department or agency director level, shall discuss the issue and attempt to resolve the differences between the jurisdictions.

**Policy 9.4:**

If no resolution is reached, the problem will surface to the next level, the policy level, for resolution, i.e., the Chief Executive Officer and elected officials.

**Policy 9.5:**

If no decision is reached at the policy level, then by mutual agreement and as a voluntary option, the parties may call for arbitration or mediation from Tampa Bay Regional Planning Council, the University System or a State Agency.

**Policy 9.6:**

If this solution is not acceptable to the jurisdictions involved, then they may pursue a binding resolution through the courts, after invoking the Florida Governmental Cooperation Act of 1987, Florida Statutes, Chapter 164. This is now required before one governing body of a county or municipality may file suit against another county or municipality.

## V. PLAN IMPLEMENTATION

### INTRODUCTION

The Comprehensive Plans are to be implemented by the adoption and enforcement of regulations for land and water use. The adopted regulations must be related to and based upon the comprehensive plan.

Each plan Element contains goals, objectives and policies. The goal is the long-term end toward which programs or activities are ultimately directed. It is usually broad in nature and establishes a trend of thought.

An objective is a specific, measurable, intermediate end that is achievable and marks progress toward a goal. As such, it provides citizens and planners with a convenient reference point for measuring progress. That guidepost can be to achieve a stated end, or achieve it partially or fully by a certain point in time.

Policies specify what activities are required to get to a stated end, usually by a point in time. The policy itself may not contain the date, or percentage of the 'intermediate end' accomplished, but it should contain enough activities to achieve the objective.

The results of all these goals, objectives and policies are the many regulations that governments use to regulate growth and development. Another result is the actions that the private sector takes in response to these ends. For example, an objective and policy aimed at sharing the costs of growth may lead to regulations such as impact fees, installation of sewer lines and roads for public use at the expense of the developer or joint government/developer funding of roads.

## VI. SELECTED DEFINITIONS

**Accountability** - The degree of formal arrangement providing for regular services involving establishment and maintenance of a relationship.

**Agency on Bay Management** - An alliance of agencies, organizations and interest groups for the management of Tampa Bay. The Agency is an arm of the Tampa Bay Regional Planning Council which provides staff and funding to the Agency.

**Annexation** - The legal method of attaching an area into an area controlled by another form of government.

**Arbitration** - A process whereby a neutral third party or panel listens to the facts and arguments presented by the parties and renders a decision which may be binding or non-binding. (per Section 44.301, Florida Statutes, 1987).

**Capital Budget** - The portion of each local government's budget which reflects capital improvements scheduled for a fiscal year.

**Capital Improvement** - Physical assets constructed or purchased to provide, improve or replace a public facility and which are large scale and high in cost. The cost of capital improvement is generally nonrecurring and may require multi-year financing. For the purposes of this element, physical assets which have been identified as existing or projected needs in the individual comprehensive plan elements shall be considered capital improvements.

**Capital Improvements Element** - The element of the comprehensive plan that provides the evaluation of the need for public facilities, their costs, the capability of the government to finance and construct improvements and the scheduling of those improvements.

**Committee** - Ordinary committees are of two types - standing committees (which have a continuous existence) and special committees (which go out of existence as soon as they have completed a specified task). A special (select, or ad hoc) committee is a committee appointed, as the need arises, to carry out a specific task, at the completion of which - that is, on presentation of its final report to the assembly - it automatically ceases to exist. *The Scott, Foresman Robert's Rules of Order: Newly Revised.* pp. 407, 409. 1984.

**Comprehensive Regional Policy Plan** - The long-range plan of the Tampa Bay Regional Planning Council. This plan is designated to provide guidance for the physical, economic and social development of the Tampa Bay region.

**Concurrency** - The legal requirement that specified public facilities (potable water, sanitary sewer, solid waste, stormwater management, traffic circulation) be provided for by an entity in a publicly approved budgeted, prioritized manner.

**Consistency** - The regulatory requirement that local comprehensive plans not conflict with state or regional plans, and that the local plan act towards the goals and policies of the state and regional plans.

**Coordinating Mechanism** - A document, formally adopted, that proposes or implements action by two or more governments or agencies.

**Council of Governments** - A not-for-profit corporation of local public officials of counties, municipalities or other governmental subdivision formed by resolutions of the participants for the study, coordination, review and recommendation of actions to members and other public service agencies.

**Effectiveness** - The ability to produce a decided or desired result.

**Efficiency** - The descriptive measurement of the comparison of production with cost.

**Goal** - The long-term end toward which programs or activities are ultimately directed.

**Infrastructure** - Those man-made structures which serve the common needs of the population, such as: sewage disposal systems; potable water systems; potable water wells serving a system; solid waste disposal sites or retention areas; stormwater systems; utilities; piers; docks; wharves; breakwaters; bulkheads; seawalls; bulwarks; revetments; causeways, marinas; navigation channels; bridges; and roadways.

**Intergovernmental Agreement** - Arrangement between or among governments to undertake a course of action guided by written, legal documents.

**Intergovernmental Coordination** - The act of bringing plans, governments or policies into a common condition or action.

**Level of Service (LOS)** - An indicator of the extent or degree of service provided by, or proposed to be provided by a facility based on and related to the operational characteristics of the facility. Level of service shall indicate the capacity per unit of demand for each public facility.

**Local Planning Agency (LPA)** - The agency legally designated to prepare the comprehensive plan as required by Chapter 163, Florida Statutes (as amended). For all of Hillsborough County, this agency is the Hillsborough County City-County Planning Commission (The Planning Commission).

**Mechanism** - A process or technique for achieving a result.

**Mediation** - A process whereby a neutral third party acts to encourage and facilitate the resolution of a dispute without prescribing what it should be. It is an informal and non-adversarial process with the objective of helping the disputing parties reach a mutually acceptable agreement (per Section 44.301, Florida Statutes, 1987).

**Nature of Relationship** - The equity or responsiveness produced or required by one party in its relationship to another as a result of an agreement.

**Objective**- A specific, measurable, intermediate end that is achievable and marks progress toward a goal.

**Policy** - The way in which programs and activities are conducted to achieve and identified goal.

**Regional Water Supply Authority** - A legal body formed to under Florida Statutes by Interlocal Agreement to develop safe public water supply facilities and operate them in an environmentally safe manner.

**Reserve Area** - Unincorporated County land between a municipal border and a defined reserve area boundary. Within the reserve area, the County and municipality coordinate activities to foster compatibility in land development regulations, procedures, the planning of infrastructure, and delivery of services.

**Responsiveness** - A measure of the reaction to a problem.

**Special Legislation** - Legal action by a legislature designed to regulate or influence the activities of a unique group or area.

**State Comprehensive Plan** - The document containing goals and policies, as adopted by the State of Florida for use in determining planning and management priorities of agencies, departments and governments throughout the State.

**Tampa Bay Regional Planning Council (TBRPC)** - A Florida association of local governments covering a designated four county area that works with the Department of Community Affairs and local governments to resolve contemporary planning problems and issues.

**Transportation Systems Management (TSM)** - A process for planning and operating a unitary system of urban transportation. This views automobiles, public transportation, taxis, pedestrians, and bicycles as element of one single urban transportation system. The key objective of TSM is to coordinate these individual elements through operating, regulatory and service policies so as to achieve maximum efficiency and productivity for the system as a whole.

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<sup>i</sup> CPA 04-06 – 2002 legislation requires that local governments having responsibility for water supply facilities and are located within an area for which a Regional Water Supply Plan (RWSP) has been prepared by the water management district adopt a 10 year water supply facilities work plan. The goal of the work plan is to meet projected water demands. The local work plan also projects future water supply needs for 20 years and identifies the methods and assumptions used in projecting future demand.