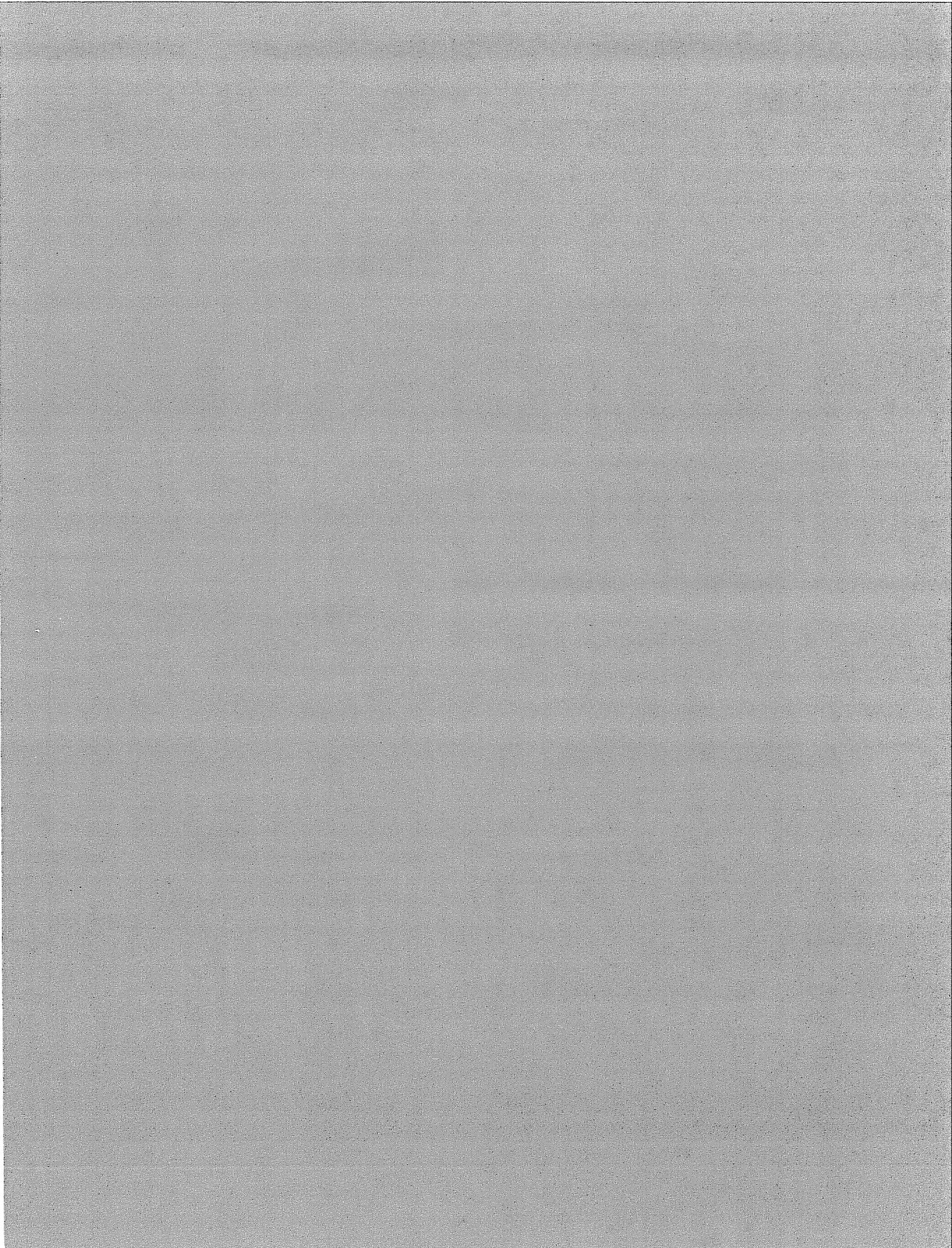


NORTH • CENTRAL • FLORIDA • REGIONAL • PLANNING • COUNCIL

1983  
ANNUAL  
REPORT





# Council Members and Representatives 1983

James H. Montgomery • Chairman  
Jackie Barron • Vice-Chairman  
Robert Milner • Secretary-Treasurer

## Alachua County

Rosie Bingham  
Phyllis Bleiweis  
Sandra Y. Blount  
Shirley Bonamie  
Leveda Brown  
\*Thomas Coward  
Freddie Hickmon  
\*Helen H. Hood  
\*Rodney D. McGalliard  
Wilson Robinson  
\*Barry Rutenberg  
John Schroepfer, Jr.  
\*Earl M. Starnes  
Edwin B. Turlington  
\*Jane Walker

## Archer

Mary Helena Rocks

## Gainesville

\*Jean Chalmers  
†\*W. T. Coram, Jr.  
Ken Davis  
Mark Goldstein  
\*Dale McPherson  
Courtland Collier  
Gary Gordon  
\*W.E. "Mac" McEachern  
George Morgan  
†\*Charles Stefan

## Hawthorne

\*Eddie Lee Martin

## High Springs

L.W. Register, Jr.

## Micanopy

Carson Roberts

## Waldo

Ardell Davidson

## Bradford County

\*E.W. Hodges  
\*Robert Milner  
Robert L. Scott

## Starke

Jimmy Crosby  
†Jay B. Edwards

## Columbia County

\*Aldine Feagle  
Dupree Moody  
\*James H. Montgomery  
†\*Becky DeVane Hall

## Lake City

†Dennis Roberts  
\*Gerald Witt

## Dixie County

Garry W. Durham  
\*Leroy "Bookie" Evans

## Gilchrist County

\*Jackie Barron  
Anna Mae Schofield

## Trenton

Todd J. Troyer  
†\*Kathryn Deen

## Hamilton County

\*David Goolsby  
†Marion Turner  
\*Willie Guy Turner

## Lafayette County

†James A. Broughton  
Eunice H. Sullivan  
Edward "Red" Walker

## Madison County

Bert Thigpen  
James R. Searcy

## Madison

\*Frank Merritt

## Suwannee County

Seymour Chotiner  
\*Wayne Long

## Live Oak

\*Bill Howard

## Taylor County

\*Dennis Howell  
\*Albert Johnson, Jr.

## Perry

Thomas Demps

## Union County

\*Gary M. Brannen  
\*Fletcher Myers

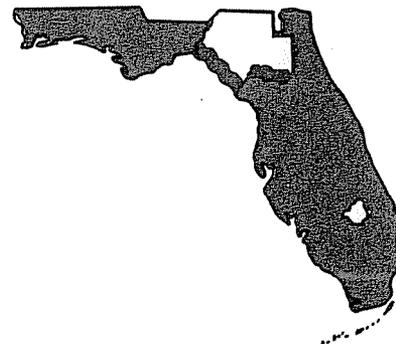
\* Board of Directors  
† Non-voting participants

# The Region

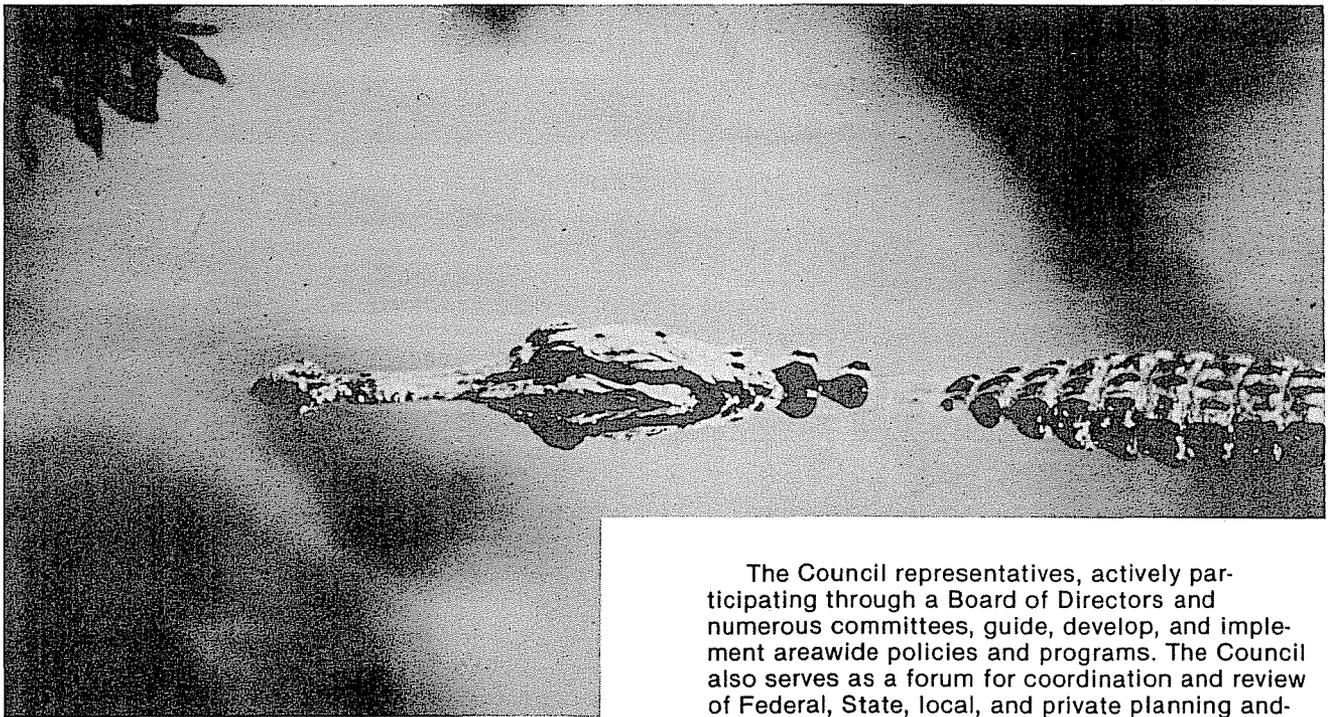


## The Region

**T**he North Central Florida Planning Region covers eleven counties in north Florida and 7,000 square miles. Within this area, there are 33 municipalities and 319,200 people. The communities range in size from 200 to over 80,000 residents. The Region is unique in its abundant natural resources, including the world famous Suwannee River, the marshes of the Gulf Coast, cypress swamps, oak and pine forests, and clear turquoise springs.



# The Council



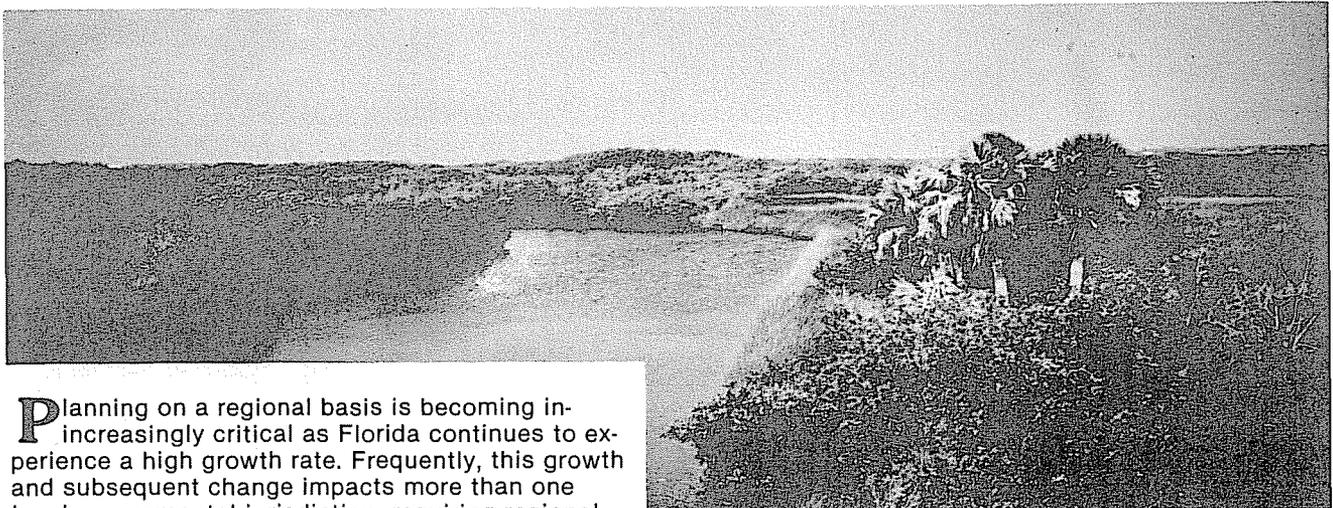
## The Council

The Council is a voluntary association of 22 local governments including all 11 of the Region's counties and 11 of the most populous municipalities. Florida's Governor appoints one-third of the 57 representatives and the member local governments appoint the other representatives. Two-thirds of the representatives must be local elected officials.

The Council representatives, actively participating through a Board of Directors and numerous committees, guide, develop, and implement areawide policies and programs. The Council also serves as a forum for coordination and review of Federal, State, local, and private planning and development programs and activities affecting the Region.

In addition to being designated as the Comprehensive Planning Agency for the Region and accepting responsibility for certain Federal and State-mandated coordination and review activities, the Council provides services directly benefiting local governments. These services include: technical planning assistance; grant and loan planning assistance; transportation planning assistance; personnel and management assistance; and economic development activities.

# Regional Activities



Planning on a regional basis is becoming increasingly critical as Florida continues to experience a high growth rate. Frequently, this growth and subsequent change impacts more than one local governmental jurisdiction, requiring regional cooperation and planning. During the past year, the Council was actively involved in several significant regional planning activities.

## Comprehensive Regional Policy Plan

The 1980 Regional Planning Council's Act mandated the preparation and adoption of a Comprehensive Regional Policy Plan by every region in the State. Although funding for this plan development was not provided by the Legislature, the Council has begun preparation of the Comprehensive Regional Policy Plan at a level of effort allowed by the available resources.

In FY 1983, the Council completed the beginning step of the Plan, the Development Framework Element-Part I-Regional Profiles. The profiles compare 1970 and 1980 U.S. Census data in the Region's cities and counties as well as the Region as a whole. The following Profiles are included in this element:

- Population Profile
- Economic Profile
- Housing Profile
- Community Services Profile
- Fiscal Profile
- Environmental and Natural Resources Profile

These profiles will be an invaluable aid to the Council and member governments as we plan for organized growth and development in the future.

## Seminole Electric Impact Study

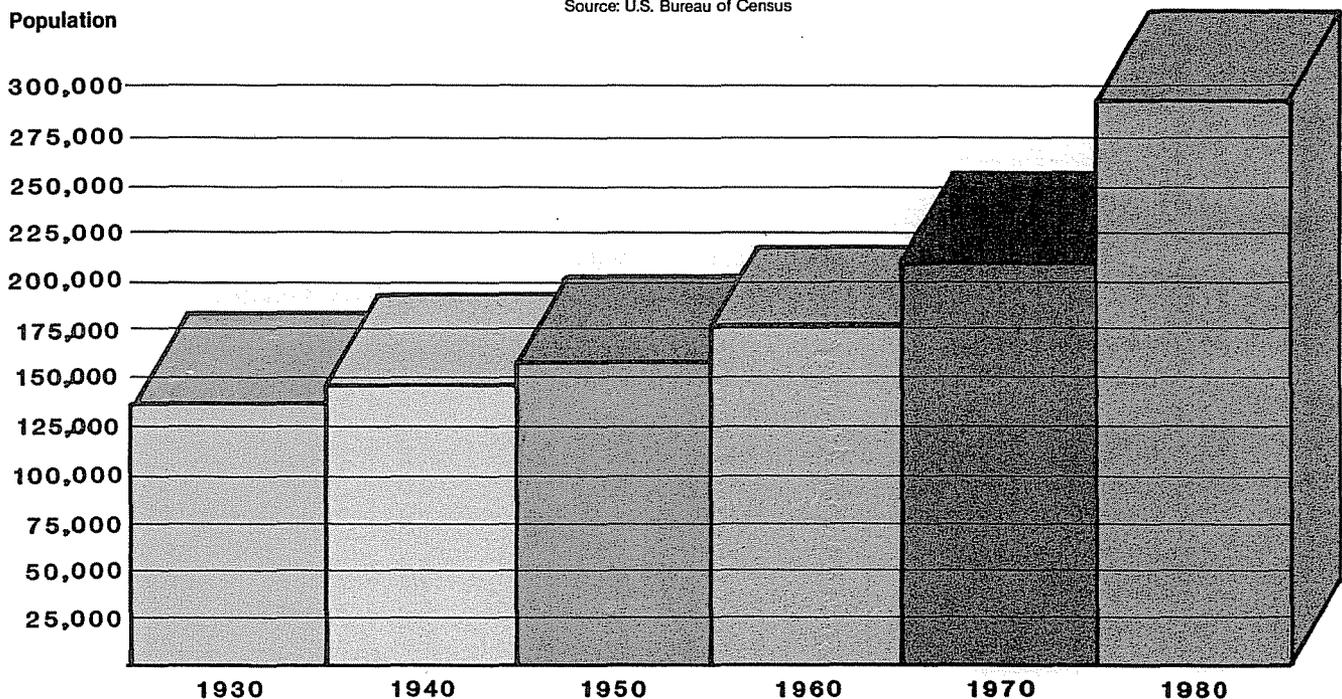
An example of the Council's involvement in planning for a regional project of substantial impact is the Seminole Electric Impact Study. Seminole Electric Cooperative is proposing to construct a coal-fired, steam electric generating plant in Taylor County along the Fenholloway River near the Gulf of Mexico. Seminole is required by State law to complete a study on environmental and natural resource impacts. However, the magnitude of the project on the small size and rural nature of the area will significantly impact the local economies and area resources.

The construction project will span a period of 6 years, represent a \$1.5 billion investment, and employ 1,300 people during the peak construction period (more than 20 percent of Taylor County's entire work force). In order to protect the quality of life in Taylor County and surrounding areas, a careful assessment of the economic, fiscal, and land use impacts of the project and development alternatives for accommodating this growth is necessary.

In 1983, the Council completed the first phase of this Study which documents the plant's impacts on local economies, long-term development trends, and local governments. In 1984, a report outlining recommendations for accommodating these impacts and proposing amendments to local government comprehensive plans and capital improvements will be developed.

## North Central Florida Region Population Growth 1930-1980

Source: U.S. Bureau of Census



### Growth Management

During the past year, growth management became an issue of statewide concern. In response to the tremendous growth rate in Florida and diminishing natural resources, the State Legislature identified growth management as the most pressing problem facing Florida over the next few decades. The emphasis has been on managing growth rationally, allowing for well-planned development while protecting our State's natural resources.

Between 1970 and 1980, the State's population increased 43.4 percent and the Region, 38.0 percent. Since 1930, the Region's population has increased 120.5 percent, as is demonstrated on the graph above. The North Central Florida Region is

especially sensitive to growth because of its large expanses of pristine natural resources, including the Gulf Coastal marsh, cypress swamps, the oak and pine forests, and the Suwannee River. Maintaining these key natural resources is vital as they provide fresh water, clean air, and a balanced ecosystem for the Region as well as benefiting other areas of the State.

In response to the growth issue, the Council worked with both the Region's local governments and the State in initial stages of formulating growth management policies. The overall goal is to coordinate all levels of planning in the State to work towards a common interest. Being situated between State and local governments, the Council is in a unique position to coordinate the development and implementation of solutions to the growth dilemma.

# Review Activities

One of the forums in which the Council effectively implements regional plans is through its various review responsibilities. These review responsibilities include the following activities:

- Federal A-95 Reviews
- Florida Development of Regional Impact (DRI) Reviews
- Local Government Comprehensive Plan Reviews
- Review of Local Emergency Management Plans
- Review of Other Agency Plans, Projects, and Rules

The Council's Clearinghouse Committee is responsible for these review activities.

## Clearinghouse Review

Prior to October, 1983, the Federal Office of Management and Budget Circular A-95 mandated state and areawide clearinghouse review of all proposed federally funded programs and projects. In implementing the A-95 Review process, the Governor designated the Council as the Areawide Clearinghouse for this Region.

Effective October 1, 1983, OMB Circular A-95 was replaced by the new Executive Order (EO) 12372. EO 12372 implements the President's emphasis on new federalism by giving the states the option of establishing their own process for reviewing federally funded activities. The State of Florida has opted to continue the local and regional clearinghouse review activities. Because of this decision, the Council will continue its important role as the Areawide Clearinghouse with its unique ability to offer a broad and objective view of the entire Region.

In the clearinghouse review process, the Clearinghouse Committee examines proposed projects for:



1. Consistency with local and regional plans and programs;
2. Duplication or conflict with other local or area programs and projects; and
3. Suggestions for alternatives to coordinate or improve the efficiency and effectiveness of these proposed projects with other area programs and projects

A great deal of regional clearinghouse review activity took place in FY 1982-1983. During this time, the Council reviewed 120 applications totaling over \$105.5 million.



## Developments of Regional Impact

The Governor has also designated the Council as the regional planning agency responsible for the Development of Regional Impact (DRI) reviews for the Region. Chapter 380, Florida Statutes, requires the review of proposed developments which, because of their "character, magnitude or location" might have a substantial effect on the health, safety, or welfare of citizens of more than one county.

Although there were no major DRI review projects during the past year, DRI-related responsibilities have included working with the Depart-

ment of Community Affairs in developing revised rules and regulations relating to development, monitoring DRI's which have been approved in the past, and advising land owners and developers about the DRI process.

## Other Review Activities

In addition to the A-95 and DRI reviews, the Council is involved in a wide variety of other review activities. Some of the types of reviews completed in 1983 are as follows:

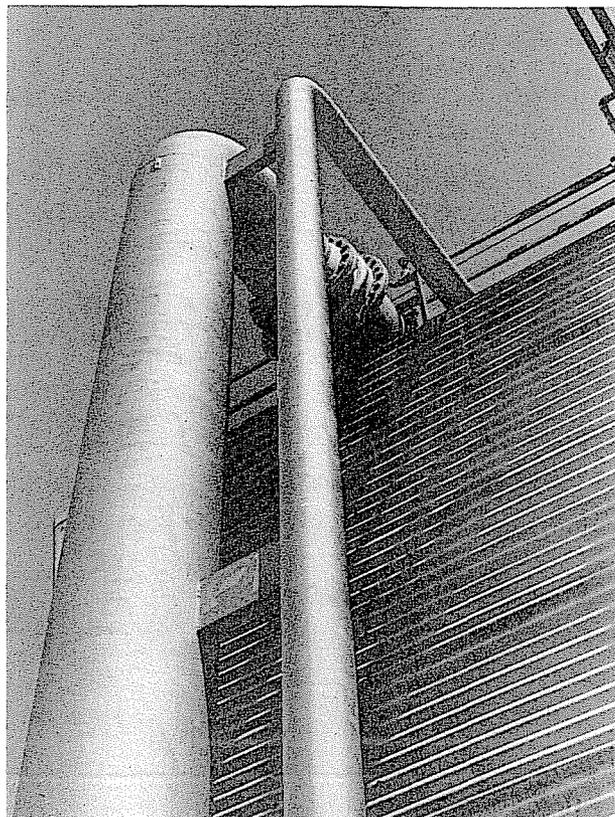
- Two County Peacetime Emergency Plans
- Ten Year Site Plans of Major Electric Utilities
- Local Comprehensive Plan Amendments
- Draft State Policy Plan
- Environmental Impact Statements for Regional Road Projects



# Economic Development

The area in which there was probably the highest level of activity over the past year was that of Economic Development. The Region was designated an Economic Development District in 1978 by the U.S. Economic Development Administration. As a result of the designation, the Council developed an Overall Economic Development Program (OEDP) which is updated annually.

The OEDP sets the groundwork for economic development activities in the Region. Of the various programs, the North Central Florida Areawide Development Co., Inc. and the Job Training Partnership Act Program received major emphasis in 1983. Both of these programs show great promise of improving the economic environment of the Region.



## Areawide Development Co., Inc.

During the past year, the Council worked with area businesses and financial leaders to create a non-profit corporation known as the North Central Florida Areawide Development Co., Inc. (NCFADC). The Corporation was created to implement the Small Business Administration (SBA) "503" Certified Development Company program in the Region.

The purpose of the program is to promote and assist the growth and development of small- to medium-sized businesses, enabling communities to create jobs and increase the local tax base. The membership of the NCFADC is made up of elected officials and representatives of local financial institutions, businesses, and community based organizations.

The program offers long term (up to 25 years) fixed asset financing through SBA guaranteed loans. Financing of the small businesses' improvements or expansions is a cooperative arrangement between the NCFADC, local financial institutions, and the small business. The typical financing structure is as follows:

- 50% - Local financial institution
- 40% - NCFADC loan guaranteed by SBA
- 10% - Small business's cash contribution

Through this program, small businesses will be able to receive financing that they may not have been able to obtain otherwise under conventional financing due to the shorter-terms of conventional loans or the unavailability of sufficient cash equity from the business. The community benefits by the creation of one job for every \$15,000 of loan money guaranteed by SBA, an improvement to the local economy, and an increased tax base.

## Job Training Partnership Act Program

During 1983, a transition from the Comprehensive Employment Training Act (CETA) to the Job Training Partnership Act (JTPA) occurred in job training programs. Both programs were designed to provide job training to the economically disadvan-



taged to assist them in obtaining unsubsidized gainful employment. The new program stresses private involvement through a partnership with the public sector in training individuals for private industry positions.

The program, like many other federal assistance programs, is now administered by the State. In organizing the program, Governor Graham designated the North Central Florida Region as a Service Delivery Area.

The program is directed through a partnership between business and government. These two entities are the Private Industry Council, consisting of representatives from the Region's businesses and the Consortium of County Commission Chairmen from the Region.

The Planning Council provides professional staff services for administering and coordinating

the program in the entire Region. The Region is subdivided into four areas in which the actual applicant screening and training is carried out. The Council coordinates the job training activities in these four areas with the Job Service of Florida (formerly the Florida State Employment Service) which has offices in Gainesville, Lake City, and Perry, the Suwannee River Economic Council, Inc., and the Alachua County School Board.

Overall, the job training services provided by the JTPA program are as follows:

- Classroom Training
- Youth Tryout Employment
- Work Experience
- On-the-Job Training
- Pre-Employment Training

In addition, funds are also available for purchase of books, tuition costs, counseling services, skill assessment and testing, placement services and program evaluation.

## Other Programs

In addition to the programs described above, the Council also was involved in the following economic development activities:

- Prepared and submitted two applications for Economic Development Grants and Loans For Public Works Facilities to the U.S. Economic Development Administration for the City of Perry. These applications were submitted for funding consideration under special appropriation for the Emergency Jobs Bill (P.L. 98.8);
- Prepared and submitted a Request for Determination of Eligibility for Urban Development Action Grants (UDAG) to the U.S. Department of Housing and Urban Development for the Town of Mayo and the City of Lake Butler; and
- Co-sponsored a UDAG workshop with Industrial Development Authorities and Chambers of Commerce.

The Council will continue these programs in 1984 in an effort to improve the quality of life in the Region.

# Local Planning and Assistance



The Council's provision of local planning and assistance services aids member governments who may not have the staff availability or expertise for certain activities. A variety of projects were undertaken during the past year as described below.

## Community Development Block Grants

In 1983, the State of Florida assumed the responsibility of administering the Community Development Block Grant (CDBG) Program from the U.S. Department of Housing and Urban Development. The Department of Community Affairs (DCA) and the Department of Commerce (DOC) are the two State agencies charged with the responsibility for the CDBG Program.

Working closely with DCA and local governments, the Council submitted 19 Community Development Block Grant (CDBG) Applications to DCA in December, 1983. Eighteen of these applications involved public facility improvements, such as road paving and provision of water and sanitary

sewer services in low and moderate income neighborhoods. One application involved housing rehabilitation activities. The communities for whom applications were prepared are as follows:

- |                      |                        |
|----------------------|------------------------|
| ■ Bradford County    | ■ City of Hawthorne    |
| ■ Columbia County    | ■ City of High Springs |
| ■ Hamilton County    | ■ City of Lake Butler  |
| ■ Lafayette County   | ■ City of Lake City    |
| ■ Madison County     | ■ City of Lawley       |
| ■ Taylor County      | ■ City of Live Oak     |
| ■ City of Archer     | ■ Town of Mayo         |
| ■ Town of Cross City | ■ City of Perry        |
| ■ Town of Fort White | ■ City of Trenton      |
| ■ City of Hampton    |                        |

The Council also provided technical assistance to Alachua County in the preparation of their CDBG application.

In addition to application assistance, the Council completed the administrative work on previously funded CDBG grants for Columbia County, High Springs, and Perry and provided CDBG assistance to several other communities.



## **Personnel Management Assistance**

In February 1983, the Council provided technical assistance to the City of Perry in the preparation of the following three Personnel Manuals:

- Personnel Procedures Manual
- Personnel Rules
- Job Descriptions

## **Land and Water Conservation Fund Program**

In June 1983, the Council submitted a Land and Water Conservation Fund (LWCF) application to the Florida Department of Natural Resources for the City of Perry. The funding was provided under special appropriation for the Emergency Jobs Bill (P.L. 98-8). This grant was awarded to the City to finance the construction of a neighborhood park.

## **Florida Community Services Trust Fund Program**

In July 1983, the Council submitted a Florida Community Services Trust Fund application to the Florida Department of Community Affairs for the City of High Springs. This grant was awarded and provided partial funding for the renovation of a City-owned structure as a community services building.

## **Florida Recreation Development Assistance Program**

In November 1983, the Council submitted a Florida Recreation Development Assistance Program application to the Florida Department of Natural Resources for the City of Madison. The purpose of the application is to develop a community minipark involving upgrading a pond and providing picnic facilities and a nature trail.

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| ■ Taylor County      | ■ City of Live Oak     |
| ■ City of Archer     | ■ Town of Mayo         |
| ■ Town of Cross City | ■ City of Perry        |
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| ■ City of Hampton    |                        |

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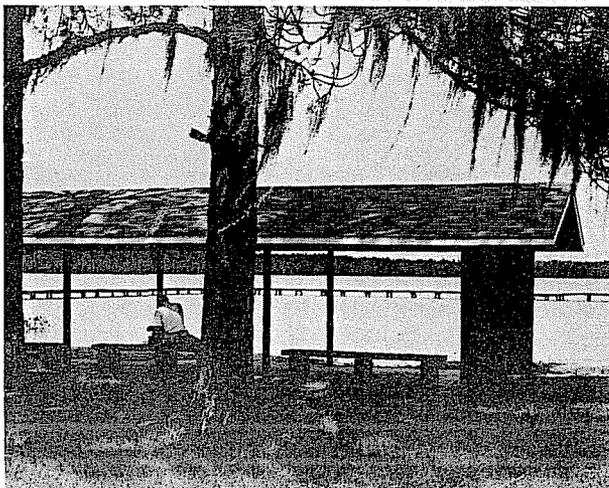
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# Transportation

The Council provides staff services for the Federally mandated transportation planning process for the most populous area of the Region, the Gainesville Urban Area. The purpose of this planning activity, known as the Gainesville Urban Area Transportation Study (GUATS), is to plan and program transportation projects in the Gainesville Urban Area.

GUATS is governed by the Metropolitan Transportation Planning Organization (MTPO), a policy board made up of the Alachua County and City of Gainesville Commissioners. During the past year, the MTPO completed many significant projects. Several of these projects are described below.

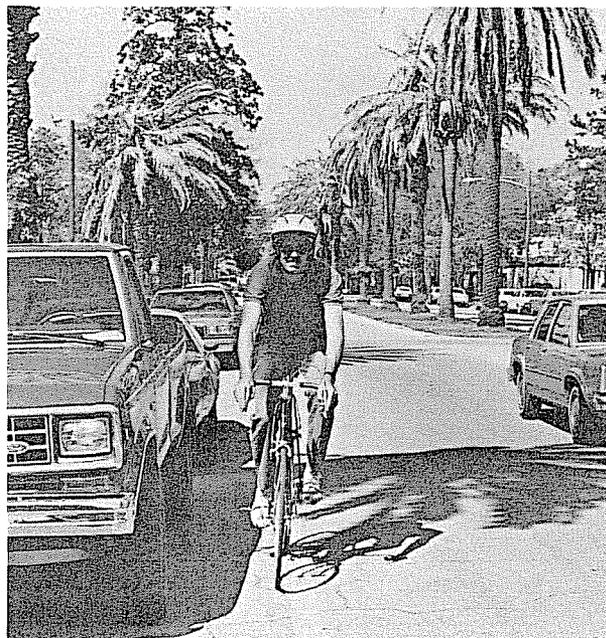
## Bicycle Planning

The MTPO has been instrumental in ensuring that bicycle facilities have been built on many area road projects. In support of bicycle travel, the MTPO adopted a goal which states that 10% of all trips in the Year 2005 will be made by bicycle.

In order to monitor the progress towards reaching this goal and plan for new bicycle facilities, the MTPO conducted a Bicycle Counting Program in 1983 for the second time. This program is part of the on going transportation monitoring and surveillance program carried out by the MTPO Staff with State and local agencies.

## Transit Planning

Another major undertaking was Phase I of the Mass Transit Development Plan. This plan, developed for the City of Gainesville's Regional Transit System (RTS), assessed the current services, staffing, and funding of RTS, and proposed administrative improvements aimed at increasing the efficiency and effectiveness of the system. Several of the study's proposed improvements have already been implemented or programmed by RTS. Phase II of the Mass Transit Development Plan is scheduled for 1984 and will address future service needs of transit in the Gainesville Urban Area.



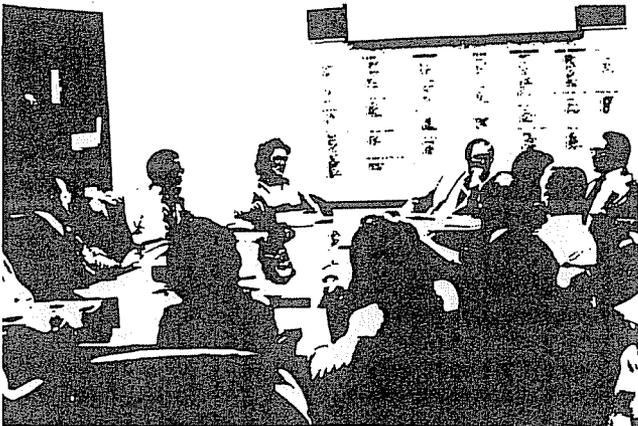
## Other Planning Activities

In addition to special studies, the MTPO annually prepares the GUATS Transportation Improvement Program (TIP). This document includes highway, bicycle, airport, and mass transit improvement projects programmed for the next five years. The TIP is a short-range implementation program for the GUATS Year 2005 Transportation Plan.

A study entitled "Transportation Energy Conservation Measures - Inventory and Evaluation" was also completed. This study will provide a useful data base for future transportation programs and projects.

The transportation planning activities described above are essential to ensure that adequate transportation services are capable of meeting the dynamic needs of the Gainesville Urban Area within the limited resources available.

# Citizen Participation Meetings and Conferences



## Citizen Participation

Citizens participate in Council programs in a variety of ways. Ongoing citizen participation is accomplished by including non-voting citizen members on the Council, the Board of Directors, and various committees. This format allows direct citizen input at the policy-making level. Also, Citizens Advisory Committees are created for special projects in which citizen input is desirable or necessary. Finally, the Council maintains extensive lists of interested persons to whom meeting notices and newsletters are sent.

## Meetings and Conferences

The Council initiated and sponsored its first Regional Conference in March, 1983. The theme was "Responsive Local Governments Working Together" with such topics discussed as the Community Development Block Grant Program, the Job Training Program, the need for improved local jails, and the new State gasoline tax. Over 75 people attended the conference, including area legislators.

Additionally, the Council staff organized and co-sponsored, with Industrial Development Authorities and District Chambers of Commerce, an Urban Development Action Grant Workshop. The Workshop was attended by 56 representatives from private industry, financial institutions, and local governments.

Also in 1983, the Council sponsored a series of seminars to provide supervisory training to local government personnel. Two series of four seminars each were attended by general government and public safety employees, with 25 individuals being trained in each series. Instructors were provided by the Florida State University Center for Public Management.

For more information on Council activities, publications, and services, please feel free to call the Council offices at (904) 376-3344 or come by 10-300 S.W. 2nd Avenue, Gainesville, Florida.

# Communications

## Communications

The Council publishes a newsletter several times a year to inform the members, citizens, and other government and planning agencies of its activities. New programs, pending legislation, and other areas of interest are reported in this publication.

The Council also publishes brochures and informational briefs on special programs or projects. During the past year, the Council has been responsible for a multitude of studies, reports, and projects. Some of the major publications are listed below.

### Regional

- Development Framework Element - Part I, Regional Profiles

### Economic Development

- North Central Florida Service Delivery Area Job Training Plan
- Annual Overall Economic Development Program

### Local Planning and Assistance

- 19 Community Development Block Grant Applications
- Requests for Determination of Eligibility for Urban Development Action Grant  
City of Lake Butler  
Town of Mayo

- City of High Springs Community Services Trust Fund Application
- City of Madison Florida Recreation Development Assistance Program Application
- City of Perry Personnel Manuals

### Transportation

- Mass Transit Development Plan - Phase I
- Transportation Energy Conservation Measures
- Bicycle Counting Program
- Transportation Improvement Program - FY 1984-1988

### General

- NCFRPC Newsletters
- 1982 Annual Report
- Overall Program Design

The Council also provides, at cost of reproduction, maps and information services to the general public as follows:

- Topographical Maps
- Flood Plain Maps
- Aerials
- Census Information

The Council also provides information and referral services on planning to the public.

# Upcoming Activities

**T**he Council is looking forward to a full and productive year of activities, both new and continued. Some of the key activities scheduled for 1984 are highlighted below.

## Regional Activities

**Inland Hurricane Shelter Study** / This project will provide the framework for the development and implementation of an inland hurricane shelter plan for the Region.

**Growth Management** / In 1984, the Council will be actively involved in growth management, working closely with the State and local governments in the development and implementation of new policies. The policies will insure careful and rational development, while preserving our sensitive natural environment.

**Continuation of Current Projects** / Work on the Seminole Electric Impact Study and the Comprehensive Regional Policy Plan will continue as described in the preceding sections.

## Review Activities

**Review Activities** / All ongoing review activities will receive major emphasis during the upcoming year. Among these review responsibilities are DRI's, local comprehensive plans, and projects covered by EO 12372.

## Economic Development

**Job Training Partnership Program** / In 1984, the JTPA program will be fully underway and an increasing number of eligible citizens in the Region will receive job training services. The Council will provide coordination and administrative services for the North Central Florida Service Delivery Area.

**North Central Florida Areawide Development Co., Inc.** / The Council will provide administrative services to the Areawide Development Company when it becomes operational in 1984.

## Local Planning and Assistance

**Community Development Block Grants** / CDBG applications will be prepared for many of the Region's local governments. Assistance in CDBG administration will also be provided as requested.

**Other Local Assistance Activities** / The Council will assist local governments with other programs in 1984 such as recreation and community service projects.

## Transportation

**Transit Development Program — Phase II** / Phase II of the TDP will be completed in 1984. This will include a capital plan for the Regional Transit System aimed at providing an increased level of service in the Year 2005.

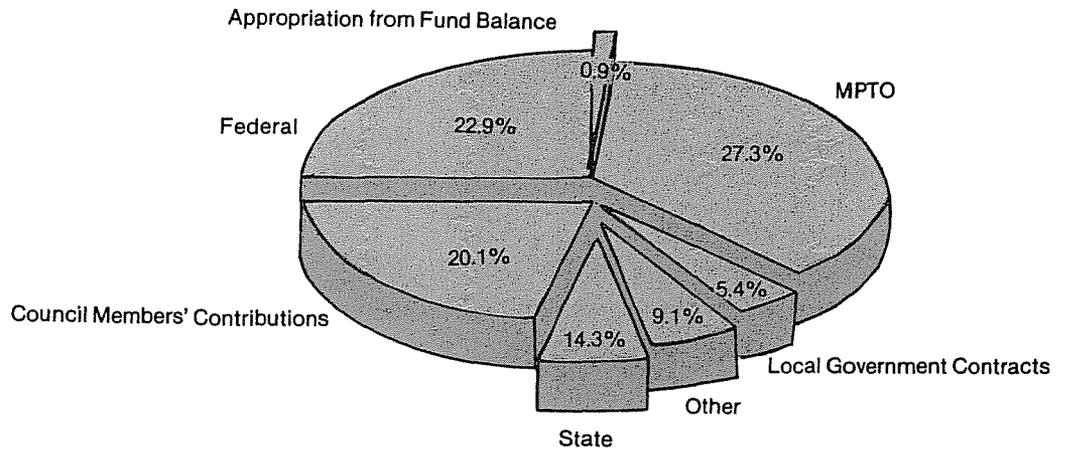
**Downtown Parking Study** / The current parking conditions in the Gainesville downtown area will be assessed.

# Financial Report

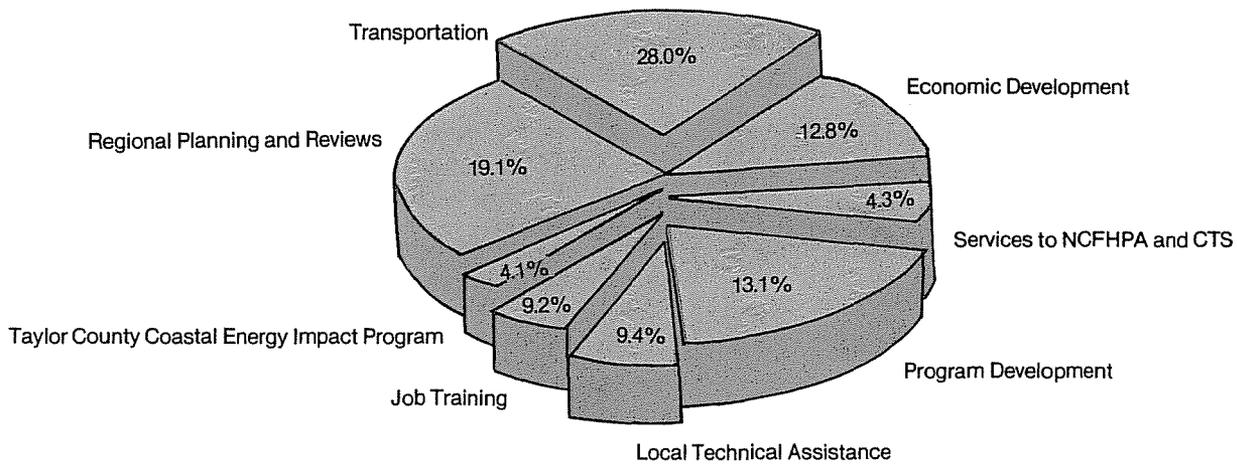
## 1982-83 Revenues and Appropriated Fund Balance

Sources	\$	\$	%
Federal			
Direct		102,490	22.9
Pass-through from State .....	42,895 59,595		
State .....		64,074	14.3
Local Government			
Contracts for Planning .....		24,054	5.4
Gainesville-Alachua County			
Metropolitan Transportation Planning Organization .....		122,399	27.3
Council Members' Contributions (\$.30/capita) .....		90,104	20.1
Other .....		40,511	9.1
North Central Florida Health Planning Council .....	13,988		
Interest Income .....	14,727		
Depreciation .....	4,400		
Miscellaneous Income .....	2,072		
Coordinated Transportation System .....	5,324		
<b>TOTAL REVENUE .....</b>		<b>\$443,632</b>	<b>99.1</b>
APPROPRIATION FROM FUND			
BALANCE AUTHORIZED BY BOARD OF DIRECTORS .....		3,977	0.9
<b>TOTAL REVENUES &amp; APPROPRIATED     FUND BALANCE .....</b>		<b>447,609</b>	<b>100.0</b>

## Revenues and Appropriations



## Expenditures

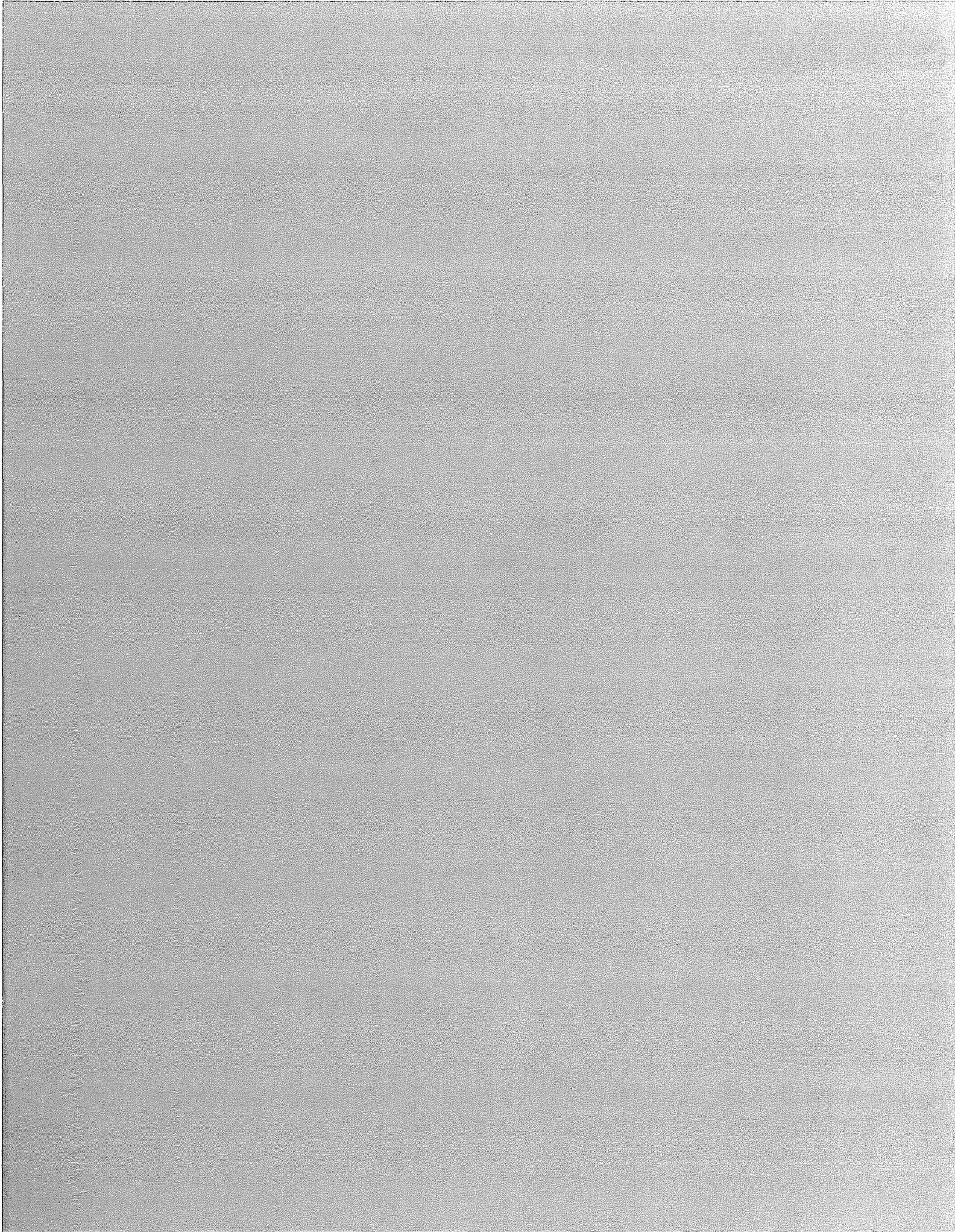


### 1982-83 Expenditures

Programs	\$	\$	%
Transportation		125,399	28.0
Urban .....	122,399		
Rural .....	3,000		
Regional Planning and Reviews .....		85,574	19.1
Economic Development .....		57,193	12.8
Local Technical Assistance .....		42,054	9.4
Program Development .....		58,482	13.1
Job Training .....		41,250	9.2
Taylor County Coastal Energy Impact Program .....		18,345	4.1
Services to NCFHPC and CTS .....		19,312	4.3
<b>TOTAL EXPENDITURES .....</b>		<b>\$447,609</b>	<b>100.0</b>

NOTE: The revenues and expenditures are taken from the Council Audit prepared by Davis, Monk, Farnsworth and Company - Certified Public Accountants, 4010 N.W. 25th Place, Gainesville, Florida, 32604. The Audit is available at the Council for review and copying at cost during regular office hours.





# NCFRPC

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NORTH CENTRAL FLORIDA REGIONAL PLANNING COUNCIL  
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