

**CHAPTER 14**  
**INTERGOVERNMENTAL COORDINATION ELEMENT**

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### INTERGOVERNMENTAL COORDINATION ELEMENT

#### A. OVERVIEW

The purpose of the Intergovernmental Coordination Element is to coordinate the Volusia County Comprehensive Plan with the comprehensive plans of adjacent local governments and regional and state agencies. This Element also strives to determine and respond to the needs for coordination mechanisms between Volusia County and adjacent local governments and regional and state agencies.

The Intergovernmental Coordination Element establishes a goal, objectives and policies aimed at meeting the requirements to coordinate planning activities with adjacent local governments. It sets forth both policies and implementation strategies developed to attain the intergovernmental coordination goal and objectives.

The local governmental entities within Volusia County's area of concern are 16 municipalities within Volusia County and seven adjacent counties. There are four adjacent municipalities within the adjacent counties.

This Intergovernmental Coordination Element has been developed to meet the requirements of Section 163.3177(6)(h), Florida Statutes.

These laws establish the minimum requirements for the content of the Intergovernmental Coordination Element. This Element also addresses specific policies developed in the East Central Florida Regional Policy Plan.

The adopted components of the Intergovernmental Coordination Element include the Overview, Goals, Objectives, and Policies.

A report containing the "support" components of the Intergovernmental Coordination Element will be printed separately. It will contain, among other things, an inventory of existing coordination mechanisms, analyses of the effectiveness of existing coordination mechanisms, specific problems and needs within each Comprehensive Plan element which would benefit from coordination, and a means of achieving increased coordination.

TABLE 1  
ADJACENT GOVERNMENTS/ORGANIZATIONS

<u>Municipalities</u>	<u>Counties</u>
Daytona Beach	Brevard
Daytona Beach Shores	Lake
South Daytona	Orange
Edgewater	Seminole
Ormond Beach	Flagler
Port Orange	Marion
New Smyrna Beach	Putnam
Holly Hill	
Ponce Inlet	<b>Adjacent Municipalities within Adjacent Counties</b>
Oak Hill	Flagler Beach (Flagler County)
Pierson	Sanford (Seminole County)
Lake Helen	Bunnell (Flagler County)
Orange City	Crescent City (Putnam County)
DeLand	
Deltona	
DeBary	
School Board of Volusia County	
Independent Special Taxing Districts	

## B. GOAL, OBJECTIVES AND POLICIES

### GOAL:

- 14.1 Volusia County shall initiate and/or participate in the intergovernmental coordination mechanisms necessary to ensure consistency among local, county and regional government plans and policies and to resolve any conflicts that may arise.

### OBJECTIVE:

- 14.1.1 Volusia County shall continue communication with adjacent cities and counties and federal, state and regional agencies, among others, via effective formal and informal coordination mechanisms to ensure consistency in planning related matters and to coordinate the impacts of development. The formal and informal mechanisms shall include membership in areawide organizations and multi-level staff communication.

### POLICIES:

- 14.1.1.1 Volusia County shall continue to review the comprehensive plans and plan amendments of adjacent local governments, state and regional agencies for consistency with the goals, objectives, and policies of this Comprehensive Plan.
- 14.1.1.2 All adjacent local governments and the Volusia County School Board shall be forwarded a copy of the proposed Comprehensive Plan, prior to the Volusia County Council's public hearings, for review and comments.
- 14.1.1.3 Volusia County shall continue to support and cooperate with the Volusia Council of Governments.
- 14.1.1.4 Volusia County shall continue to coordinate with adjacent local governments to ensure consistency in land planning for those lands adjacent to an incorporated area or an adjacent county.
- 14.1.1.5 Volusia County Growth Management staff shall notify the City of DeLand staff in case of any proposed land use amendment within the DeLand Urban Reserve Area.
- 14.1.1.6 The Volusia County Comprehensive Plan and all Plan amendments shall be submitted to the Volusia County Growth Management Commission to ensure consistency with adjacent local governments.
- 14.1.1.7 Volusia County shall continue to support and cooperate with the East Central Florida Regional Planning Council and the St. Johns River Water Management District and other appropriate agencies.
- 14.1.1.8 The Volusia County Comprehensive Plan shall continue to be coordinated with the Florida Department of Transportation's Highway System Plan to the maximum extent possible.
- 14.1.1.9 Volusia County and its municipalities shall continue to coordinate through the TPO to the maximum extent feasible to plan for and achieve a consistent and compatible County-wide transportation system.

- 14.1.1.10 Volusia County shall continue to utilize the TIA guidelines, in cooperation with the TPO and member jurisdictions, to assess the impacts of proposed development on municipal, county, and state transportation networks and coordinate appropriate mitigation improvements.
- 14.1.1.11 Volusia County shall maintain close contact with public utilities that provide essential services and develop guidelines to assure continuity and availability of service.
- 14.1.1.12 Volusia County and the Volusia County School Board have adopted an interlocal agreement to facilitate a joint planning process. The agreement ensures that the development of school facilities and supporting land use, services, and infrastructure are coordinated through the joint review and sharing of plans, programs, and data between the two agencies.
- 14.1.1.13 The Volusia Growth Management Commission requires a comprehensive traffic study for any development proposed for the Volusia County Comprehensive Plan Amendment Cycle (93-2) Southeast and Halifax Activity Centers where the proposed development program would generate trips in excess of 10% Level of Service "C" peak hour traffic volumes (significance) for any roadway segment in the County's Transportation Element. The traffic study shall be submitted to the Volusia Growth Management Commission for a determination of consistency. The Volusia Growth Management Commission shall review the traffic study based on the criteria expressly established in Volusia County Ordinance 87-24, as amended, and issue a determination of no adverse impact to adjacent local governments. Unless and until the Commission finally determines that the study demonstrates that no adverse impacts will occur on adjacent jurisdictions, no development with the traffic impacts described above shall be permitted on any of the property covered by said Map Amendments.
- 14.1.1.14 Volusia County shall coordinate with Florida Inland Navigation District (FIND) to ensure availability of dredge spoil sites required for the safe and efficient operation of the Intracoastal Waterway.
- 14.1.1.15 Volusia County shall participate in the regional water supply planning process including updates to the Water Supply Assessment, District Water Supply Plan, and other relevant water supply activities with the St. Johns River Water Management District, and other water supply entities.
- 14.1.1.16 Volusia County shall coordinate the update of its Water Supply Facilities Work Plan with the St. Johns River Water Management District and other applicable water supply entities.
- 14.1.1.17 The County shall coordinate with municipalities seeking joint participation funding from the Port Authority to follow the criteria for funding projects developed by the Port Authority Advisory Board.
- 14.1.1.18 The County, through programs such as Volusia Forever and ECHO, may cooperate with other agencies promoting acquisition and management of park, recreation, and conservation lands to fulfill the requirements of the Comprehensive Plan.

- 14.1.1.19 This County shall continue to work with other counties, municipalities in this State and through various professional associations to achieve "fiscal home rule" for local governments, in order to secure the resources to finance the activities and programs mandated down to local governments from the Federal, State and regional governments.

OBJECTIVE:

- 14.1.2 Volusia County shall negotiate interlocal agreements coordinating land and planning development activities to allow for orderly growth and facilitate the efficient provision of government services and facilities. The County shall coordinate with those State, regional or local entities having operation and maintenance responsibility for public facilities when establishing level of service standards. The interlocal agreements may include, but not be limited to, the following topics:

- \* Land Use
- \* Transportation
- \* Recreation
- \* Utility Services including water supply
- \* Conservation
- \* Housing
- \* Libraries
- \* Schools
- \* Development Activity
- \* Annexation

POLICIES:

- 14.1.2.1 Volusia County shall negotiate interlocal agreements addressing extra-jurisdictional service delivery when increased efficiency and effectiveness will be achieved.
- 14.1.2.2 Volusia County shall negotiate interlocal agreements with municipalities in order to facilitate the orderly and efficient provision of water and sewer services within adjacent unincorporated areas.
- 14.1.2.3 County service areas may include undeveloped land inside existing unincorporated urban areas where the developer agrees to provide urban services through private means. In this instance, the necessary facilities and services are guaranteed by an enforceable development agreement. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, Florida Statutes (F.S.) or an agreement or development order issued pursuant to Chapter 380, (F.S.).
- 14.1.2.4 Volusia County and the City of Port Orange have established an "Interlocal Agreement with the City of Port Orange Wellfield Property." The agreement allows the City to exercise jurisdictional control over a special area it owns without annexation and is referenced herein in conformance with the terms of that agreement.
- 14.1.2.5 Consistent with the City of Port Orange Wellfield Property Interlocal Agreement of 2004, all land that comprises area "A-2" will remain included within the NRMA and

any land development activity shall be consistent with applicable provisions of the NRMA.

14.1.2.6 Consistent with the City of Port Orange Wellfield Property Interlocal Agreement of 2004 the uses allowed in area "A-2" shall be limited to the following:

- Adult/vocational Education
- Agriculture: pasture/forestry
- Biosolid treatment and Disposal
- Camouflaged or monopole communications towers
- City Facilities and Yards
- Class "AA" EQ biosolid treatment and disposal, as per 40 CFR 503
- Colleges and Universities
- Environmental Education
- Essential Utility Services
- Permitted improvements pursuant to County Development Order 03-F-FSP-0427
- Hospitals
- Houses of Worship
- Managed fishing, forestry, soil and wildlife areas (including hunt clubs)
- Parks and Recreation areas
- Potable Water Recharge Areas and Potable Water Supply Wells
- Potable Water Treatment, Production, Storage and Pumping
- Public and Private Schools
- Public Utility Services/Stations/Plants
- Reclaimed Water Treatment, Production, Storage and Pumping
- Roadways
- Soil Storage as Temporary Stockpile
- Stormwater Treatment, Storage, Pumping and Disposal
- Wetlands Mitigation Bank

14.1.2.7 Consistent with the City of Port Orange Wellfield Property Interlocal Agreement of 2004 the uses allowed in area "A-1" shall be limited to the following:

- Communications Towers (camouflaged or monopole only)
- Class "AA"EQ biosolid disposal, as per 40 CFR 503
- Environmental Education
- Essential Utility Services
- Forestry/Silviculture (see Exhibit "B" of the subject interlocal agreement)
- Managed fishing, forestry, soil and wildlife areas (including hunt clubs)
- Preserve, resource based Parks & Recreation (e.g. hiking trails and primitive camping)
- Potable Water Recharge Areas and Potable Water Supply Wells
- Reclaimed Water Treatment, Production, Storage and Pumping (maximum of 320 acres) and permitted improvements pursuant to County Development Order 03-F-FSP-0427
- Roadways (Private, non-public access) and associated stormwater treatment
- Wetlands Mitigation Bank

14.1.2.8 To ensure that the level of service on roads that serve the land identified as area "A-2" by the Port Orange Wellfield Property Interlocal Agreement of 2004 is maintained, no development or aggregate thereof shall generate more than 13,750 trip ends per day.

- 14.1.2.9 The County will coordinate with the City of Daytona Beach on future development plans for the Daytona Beach International Airport to promote a joint vision for the area and satisfy any "gateway" standards established by the city. *(Note to file: Numerical sequence correction. This policy was numbered as 14.1.2.10 in the adopting ordinance 2008-28)*
- 14.1.2.10 Within unincorporated areas, the County shall not issue development orders or development permits without first consulting the appropriate provider to determine whether adequate water supplies and facilities to serve the new development will be available consistent with the level of service and timing established by the applicable local government's comprehensive plan. *(Note to file: Numerical sequence correction. This policy was numbered as 14.1.2.9 in the adopting ordinance 2008-24)*
- 14.1.2.11 Projected water supply needs for unincorporated areas that are provided on a retail or wholesale basis within a municipal water supply planning area shall be coordinated with the respective city during the preparation of its Water Supply Facilities Work Plan. *(Note to file: Numerical sequence correction. This policy was numbered as 14.1.2.10 in the adopting ordinance 2008-24)*
- 14.1.2.12 Pursuant to Chapter 171, Part II, Florida Statutes, Volusia County and the City of New Smyrna Beach have established an Interlocal Service Boundary Agreement (ISBA) effective May 10, 2013. The agreement allows the City to annex properties within the Joint Planning Area that would not otherwise be eligible for annexation subject to the provisions established in the ISBA.
- 14.1.2.13 Pursuant to Chapter 171, Part II, Florida Statutes, Volusia County and the City of Ormond Beach have established an Interlocal Service Boundary Agreement (ISBA) adopted on August 21, 2014. The agreement allows the City to annex properties within the Joint Planning Area that would not otherwise be eligible for annexation subject to provisions established in the ISBA. The ISBA also incorporates a Joint Planning Agreement and grants extraterritorial authority to the City of Ormond Beach pursuant to Section 163.3171, Florida Statutes.
- 14.1.2.14 Pursuant to Chapter 171, Part II, Florida Statutes, Volusia County and the City of Edgewater have established an Interlocal Service Boundary Agreement (ISBA) recorded and effective on October 21, 2015. The agreement allows the City to annex properties within the Joint Planning Area that would not otherwise be eligible for annexation subject to provisions established in the ISBA.
- 14.1.2.15 Pursuant to Chapter 171, Part II, Florida Statutes, Volusia County and the City of Daytona Beach have established an Interlocal Service Boundary Agreement (ISBA) recorded and effective on July 5, 2017. The agreement allows the City to annex properties within the Joint Planning Area that would not otherwise be eligible for annexation subject to provisions established in the ISBA.
- 14.1.2.16 Pursuant to Chapter 171, Part II, Florida Statutes, Volusia County and the City of Oak Hill have established an Interlocal Service Boundary Agreement (ISBA) adopted on August 17, 2017 with an effective date of September 1, 2017. The agreement allows the City to annex properties within the Joint Planning Area that would not otherwise be eligible for annexation subject to provisions established in the ISBA.

**OBJECTIVE:**

14.1.3 Volusia County shall resolve inconsistencies which may arise between the County and local governments by utilizing the informal and formal negotiating techniques described below.

POLICIES:

14.1.3.1 Volusia County shall utilize the informal mediation process of the East Central Florida Regional Planning Council to resolve planning-related conflicts between the County and adjacent local governments when appropriate.

14.1.3.2 Volusia County shall utilize the Recommended Conflict Resolution Program developed for the Volusia County Coastal Management Element, to the degree possible, to resolve planning-related conflict.

14.1.3.3 Volusia County shall expand the Recommended Conflict Resolution Program to include all cities and the School Board within Volusia County.

GOAL:

14.2 Establish and maintain a cooperative relationship between the County of Volusia and School District to provide an effective joint planning process including procedures to coordinate land use planning with the development of school facilities including public school siting, calculate population projections, and provide for the development of public education facilities concurrently with residential development and other public facilities and services.

OBJECTIVE:

14.2.1 Intergovernmental Coordination. The County of Volusia shall establish coordination mechanisms with the School Board to achieve a collaborative effort to identify school needs provide for schools facilities and implement school concurrency using consistent supporting data and analysis.

POLICIES:

14.2.1.1 In cooperation with the School Board, the County of Volusia shall adopt and implement the interlocal agreement as required by Section 1013.33 F.S., which includes procedures for:

- a. Coordinating and sharing information;
- b. Educational and ancillary siting procedures;
- c. Comprehensive plans and plan amendment review;
- d. Site design and development plan review;
- e. Joint development of schools, parks and other uses;
- f. School concurrency implementation;
- g. Implementation and amendments; and
- h. Resolution of disputes.

14.2.1.2: In accordance with the schedule established in the interlocal agreement, the County of Volusia shall appoint a representative to meet with School Board and other local

government representatives to review data and annually approve a projection of the amount, type, and distribution of population growth and student enrollment. Data shall include but not be limited to:

- a. Capital budgets for each jurisdiction;
- b. School Board five-year facilities work program;
- c. School Board educational plant survey (every fifth year);
- d. Volusia County five-year road improvement program;
- e. Anticipated new development, infill development and redevelopment; and
- f. Student enrollment and school utilization including portable classroom assignments.

14.2.1.3 The County of Volusia shall provide the School Board with a copy of each planning board and Council/Commission agenda.

14.2.1.4 The County of Volusia and the School Board shall coordinate the acquisition and development of sites for future educational and ancillary facilities in accordance with the process established in the interlocal agreement.

14.2.1.5 The County of Volusia shall adopt regulations necessary to implement school concurrency and Section 206 of the Volusia County Charter no later than February 1, 2008.

14.2.1.6 The County of Volusia shall provide notice to adjacent jurisdictions as required by the Volusia County Interlocal Agreement for School Planning when school capacity in the adjacent jurisdiction is anticipated to be applied to meet concurrency requirements for proposed residential development.

OBJECTIVE:

14.2.2 Monitoring and Evaluation. The County of Volusia shall regularly monitor and evaluate the implementation of the Public School Facilities Element to assure compliance with the provisions of the comprehensive plan and the interlocal agreement, to assure the use of best practices in the joint planning of school facilities, and to provide for the continuing coordination of school planning.

POLICIES:

14.2.2.1 In accordance with the interlocal agreement but no less than once per year, the County of Volusia shall submit a report to the Planning & Land Development Review Committee (PLDRC) and the School Board reporting on the implementation actions and coordinated planning efforts for planning and developing school facilities including joint development opportunities. If the School Board or Planning & Land Development Review Committee (PLDRC) finds that implementation of the plan or interlocal agreement is not occurring, the School Board or (LPA) shall make recommendations to the County of Volusia of steps necessary to achieve successful implementation.

14.2.2.2 For each comprehensive plan amendment reviewed by the Volusia Growth Management Commission (VGMC), the County of Volusia shall identify in the VGMC application support materials how anticipated impacts of the proposed amendment

to school facilities are addressed.

- 14.2.2.3 The County of Volusia shall appoint a citizen to serve as a member of the oversight committee created by the adopted Interlocal Agreement and shall appoint a staff member to serve on the technical committee created by the adopted Interlocal Agreement.