SUPPORTING DATA AND ANALYSIS FOR ALACHUA COUNTY COMPREHENSIVE PLAN EVALUATION AND APPRAISAL REPORT (EAR) BASED AMENDMENTS

For Board of County Commissioners Public Hearing for Adoption

April 5, 2011

SUPPORTING DATA AND ANALYSIS
ALACHUA COUNTY COMPREHENSIVE PLAN
EAR-BASED COMPREHENSIVE PLAN AMENDMENTS

CONTENTS

ELEMENT **PAGE #**

Additional data and analysis can be found in the Evaluation and Appraisal Report on the Alachua County Comprehensive Plan: 2001-2020

COMMUNITY HEALTH ELEMENT

DATA & ANALYSIS

EAR RECOMMENDATION #3.6.1

Adopt a new Community Health Element with the following initial priority areas of focus:

1) Improved access and affordability to a comprehensive array of care including primary medical care, specialty care, hospital care, dental care and behavioral health care;
2) Elimination of preventable chronic illness;
3) Reduction of obesity among adults and children;
4) Coordination among local health systems and entities;
5) Enhancement of school-based health promotion and activities;
6) Sensitivity to needs of special populations and those populations affected by health disparities; and integrate the issue as appropriate with other pertinent elements of the Comprehensive Plan.

Introduction. Community health as it is used here means the overall aspects of public facilities and actions that can have an effect on the health and welfare of the community's citizens. The focus here is on the public realm, understanding that public actions and policies can have an impact on the well-being of Alachua County citizens. The idea is that whenever possible, government should provide opportunities for people so that they can be as self sustaining as possible, thereby reducing the potential need for intervention from community based or privately-derived services – services which are becoming increasingly costly and difficult to provide.

Community health is dependent on personal behaviors and lifestyle choice, which are closely linked to land use, transportation, recreation, public service delivery, and environmental quality. These linkages are addressed in Comprehensive Plan Elements including Future Land Use, Transportation Mobility, Recreation and Conservation and Open Space. [See References] Clean water and clean air are a basic necessity when seeking to keep people healthy. In addition, there are certain land use and other actions that Alachua County can take to help foster healthy lifestyles throughout the community. Mixed land use and multi-modal transportation will benefit the general community and in particular children and elderly. The Public Schools Facilities Element and Energy Element have specific policies concerning safe routes to schools and green building that also impact a healthy community. Government also has a role in providing basic services, such as police and fire protection, while encouraging access to affordable housing and opportunities to live, work, and shop close to home. The policies in the Community Health Element are intended to complement these other elements of the Plan.

The BoCC recommendation for the EAR the community health element was based on input from the Alachua County Health Care Advisory Board (HCAB) for initial priority areas of focus:

1. Improved access and affordability to a comprehensive array of care including primary medical care, specialty care, hospital care, dental care and behavioral health care.
2. Elimination of preventable chronic illness.
3. Reduction of obesity among adults and children;

4. Coordination among local health systems and entities.
5. Enhancement of school-based health promotion and activities.
6. Sensitivity to needs of special populations and those populations affected by health disparities.

A "Public Health and Urban Planning" presentation by Daniel Parker, AICP, Florida Department of Health, emphasizes the Smart Growth Principles, which are the basis for recommended policies in the Alachua County Comprehensive Plan:

1. Mix land uses
2. Take advantage of compact building design
3. Create a range of housing opportunities and choices
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Make development decisions predictable, fair, and cost effective
7. Preserve open space, farmland, natural beauty, and critical environmental areas
8. Provide a variety of transportation choices
9. Strengthen and direct development towards existing communities
10. Encourage community and stakeholder collaboration

[A study of walkable neighborhoods reported 3 walkability factors: mix of shops, homes, and schools, residential density, and a number of connecting streets (American Journal of Preventative Medicine, February 2005].

Current reports indicate approximately 17.2% of adults in Alachua County are sedentary. Medical research indicates if diabetic patients achieve lifestyle change with physical activity a cost savings of approx. $360 per year, and additional medical costs for obesity treatment are approx. $1,429 per year.[1]

One method for estimating the benefits of improving community infrastructure [including sidewalks and trails, bike lanes and paths and active recreation facilities] to promote active living is an online tool developed at the College of Health and Human Performance at the East Carolina University. Project sponsors are Fifty-Plus Lifelong Fitness and the National Coalition for Promoting Physical Activity. The Physical Inactivity Cost Calculator uses a science-based formula to compute demographic data entered by the user. It compiles data from seven state studies (76 million data points) using the most current science available from the medical costs, workers' productivity and workers' compensation fields of research. Due to recognized limitations of available research (particularly in the workers'

[1] According to Medscape Medical News article "Challenges and Hope at the CDC Conference on Obesity" By Erika Gebel [http://www.medscape.com/viewarticle/706617], recent figures indicate that obesity may have cost the United States $147 billion in 2008 — a sharp increase over the estimated $78.5 billion cost in 1998. The study, published in the journal Health Affairs, showed that an obese (body mass index, >30 kg/m2) person spends $1429 more per year on healthcare than the roughly $3400 per year spent by a normal-weight (body mass index, 18.5 – 25 kg/m2) person with similar characteristics. The bulk of the cost differential was attributed to prescription medication use, according to study author Eric Finkelstein, PhD, from RTI International, Research Triangle Park, North Carolina. Overweight people (body mass index, 25 – 30 kg/m2) were excluded from the analysis because the 1998 study indicated that healthcare for normal-weight and overweight people incur similar costs.
When asked about the cost of health reform, a frequent topic of discussion throughout the conference, Dr. Finkelstein said it was difficult to predict health costs down the road, but "we know the status quo is very costly."

productivity realm), the calculated estimates should be considered a general approximation that provides decision makers with a strong case for shifting resources towards programs and infrastructure that promote physical activity. [SOURCE: http://www.ecu.edu/picostcalc/]. Based on a comparison of input with known data, physical inactivity is costing Alachua County an estimated $212 million per year. That's approximately $1,004 per person total estimated cost. The tool also estimates if as little as 5% of inactive people in the County became physically active, estimated savings could be over $10.5 million.

A published research article "Many Pathways from Land Use to Health" Frank, et.all, 2006, found a 5% increase in walkability to be associated with a per capita 32.1% increase in time spent in physically active travel, a 0.23-point reduction in body mass index, 6.5% fewer vehicle miles traveled, 5.6% fewer grams of oxides of nitrogen (NOx) emitted, and 5.5% fewer grams of volatile organic compounds (VOC) emitted. These results connect development patterns with factors that affect several prevalent chronic diseases.

Possible indicators for measuring improvements for active living are outlined in *Indicators of Activity-Friendly Communities, An Evidence-Based Consensus Process,* American Journal of Preventive Medicine, Volume 31, Number 6. There is much research indicating community health is directly linked to urban form and access to recreational facilities and natural areas.

National Association of Counties also believes that a greater focus on disease and injury prevention and health promotion is a way to improve the health of our communities and to reduce health care costs. Disease and injury prevention and health promotion services can be delivered by a health care professional one patient at a time. Local health departments, in partnership with community based organizations and traditional health care providers, deliver community-based prevention services targeted at an entire population. Population-based prevention services can save money by keeping people healthy and reducing the costs of treating unchecked chronic disease. These critical services include assessment of the health status of communities to identify the unique and most pressing health problems of each community and health education to provide individuals with the knowledge and skills to maintain and improve their own health. Local public health considerations likewise should be systematically integrated into land use planning and community design processes to help prevent injuries and chronic disease. Policies are also needed to address health inequity, the systemic, avoidable, unfair and unjust differences in health status and mortality rates, as well as the distribution of disease and illness across population groups. Investing in wellness and prevention across all communities will result in better health outcomes, increased productivity and reduce costs associated with chronic diseases. [Source: Side-by-Side: NACo].

Proposed Policies for Aging in Place utilizing Universal Design are intended to reduce injury and promote active communities. According to the Florida Department of Elder Affairs "Communities for a Lifetime" program, developers may contend that Universal Design mandates will increase costs and require buyers to purchase features they do not want. The Florida Housings Finance Corporation is evaluating the Universal Design features that are cost effective. Visitability features are low cost and allows elders to remain in their homes with community senior services costing as little as $6,000 while nursing home care could cost $65,000. One mechanism without any costs is for Alachua County to

maintain an inventory list of Certified Aging in Place Specialists [CAPS], with experience in planning, designing and remodeling, to assist elders.[2]

The impact of the built environment on public health in Alachua County was investigated by Prashant Sakharkar, a Masters of Public Health UF intern, resulting in a special project report completed July 2010. This report explores the proposed Community Health Element and provides background analysis including the information following.

Current research has shown that there is a direct link between the built environment, health inequalities and health outcomes. Researchers are also finding out that health issues such as obesity, asthma, diabetes and mental disorders are closely associated with the built environment. 'Built environment' is a term broadly used to describe structures and spaces created or modified by people. Examples of such include buildings (housing, workplaces, schools), land use (industrial or residential), public resources (museums, parks), transportation systems, etc[3].

Elements of built environment that contribute to sedentary lifestyles and harmful environments are increasingly recognized as the leading causes of illnesses like heart disease, cancer, hypertension, psychotic disorders, chronic lower respiratory diseases, injuries and death[4]. The report of an experts group meeting 2009 suggests that, the lower socioeconomic groups and minority/vulnerable population carry greater burden of this illnesses[5]. A study of more than 300 US cities found that people with the greatest income inequality also had the greatest rates of mortality[6]. Similarly, residents of communities with a more 'imbalanced food environment' (where fast food and corner stores are more prevalent and convenient compared to grocery stores) have more health problems and higher mortality rates than residents of communities with a higher proportion of grocery stores[7]. High blood pressure and feelings of being 'Tense' or 'Nervous' were found among drivers who commute long distances[8]. Drivers are 6% more likely to be obese for each hour spent in a car each day[9]. Children living close to heavily trafficked roads experience decreased lung function and greater rates of asthma attacks[10].

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[2] Florida Department of Elder Affairs, "Communities for a Lifetime" pamphlet and brochure.
[3] Health Impacts of the Built Environment a review published by the Institute of Public health in Ireland Available at http://www.publichealth.ie/files/file/Health_Impacts_of_the_Built_Environment_ A_Review.pdf accessed on 28th May 2010
[4] Lindheim R, Syme L. Environments, People and Health. Ann Rev Public Health, 1983, 4:335-359.
[5] Environment and health risks: the influence and effects of social inequalities, Report of an expert group meeting 2009 WHO Europe Available at http://www.euro.who.int/__data/assets/pdf_file/0020/115364/E93037.pdf accessed on 12th June 2010
[6] H. Kahn, Pathways Between Area-Level Income Inequality and Increased Mortality in U.S. Men, Annals of the NY Academy of Sciences (December 1999)
[7] Mari Gallagher Research and Consulting Group, Examining the Impact of Food Deserts on Public Health in Chicago (July 2006) Available at http://marigallagher.com/site_media/dynamic/project_files/1_ChicagoFoodDesert Report-Full_.pdf accessed on 20th June 2010.
[8] D. Stokols et al., Traffic Congestion, Type A Behavior, and Stress, Vol. 63, Journal of Applied Psychology, at 467-480 (1978).
[9] L. Frank, Obesity Relationships with Community Design, Physical Activity, and Time Spent in Cars, Vol. 27, No. 2, American Journal of Preventive Medicine (2004).
[10] S. Lin et al., Childhood Asthma Hospitalization and Residential Exposure to State Route Traffic, Vol. 88, Environmental Research, at 73-81 (2002).

Residents of communities with a mix of shops and businesses within easy walking distance had a 35% lower risk of obesity than residents of communities that do not have these services within easy walking distance[11]. A study of 448 metropolitan counties in 2003 found that people who live in compact, higher density counties are less likely to be obese and spend more time walking than people who live in more sprawling counties[12]. Another study showed that adults who live near recreational facilities or have aesthetically pleasing places where they can be active have higher levels of recreational physical activity[13]. A 2007 study of low-income areas found that people who live within one mile of a park exercised at a rate 38% higher than those who lived farther away.

Those who lived near a park were four times as likely to visit a park at least once a week.[14]

Current planning policies, that prioritize the needs of the individual over those of the community, have resulted in disintegration and reduced social cohesion among the communities. This further confirms how built environment and health are therefore inextricably linked. The particular role of the built environment in determining health and well being is demonstrated in the following model1 (Fig.1). According to the Health Needs Assessment, Heart disease, cancer, chronic lower respiratory disease, unintentional injury, stroke, diabetes, Alzheimer disease, nephritis, suicide, and hypertension were the 10 leading causes of death for Alachua County residents in 2006-2008. Interestingly, cancer was the second leading cause of deaths in Florida, whereas it was the first leading cause of death in Alachua County. Four out of ten leading causes of death (cancer, stroke, diabetes and hypertension) are consistently higher than that of Florida for the past 10 years. These higher death rates can be linked to various factors including low income, poor nutrition, obesity, poor life style and lack of insurance. Other factors such as lack of access to healthcare, unavailability of healthy food, inadequate mobility and transportation, lack of parks and recreational facilities can be attributed to the built environment.

[11] Designing for Active Transportation, San Diego: Active Living Research, February 2005 Available at http://www.activelivingresearch.org/files/transportationrevised021105.pdf. accessed on 18th June 2010
[12] Ewing R, Schmid T, Killingsworth R, et al. "Relationship Between Urban Sprawl and Physical Activity, Obesity, and Morbidity." American Journal of Health Promotion, 18(1): 47-57, September/October 2003.
[13] Saelens B and Handy S. "Built environment correlates of walking: A review." Medicine and Science in Sports and Exercise, 40(7S): S550-66, July 2008.
[14] Cohen D, McKenzie T, Sehgai A, et al. "Contribution of public parks to physical activity." American Journal of Public Health, 97(3): 509-514, January 2007.

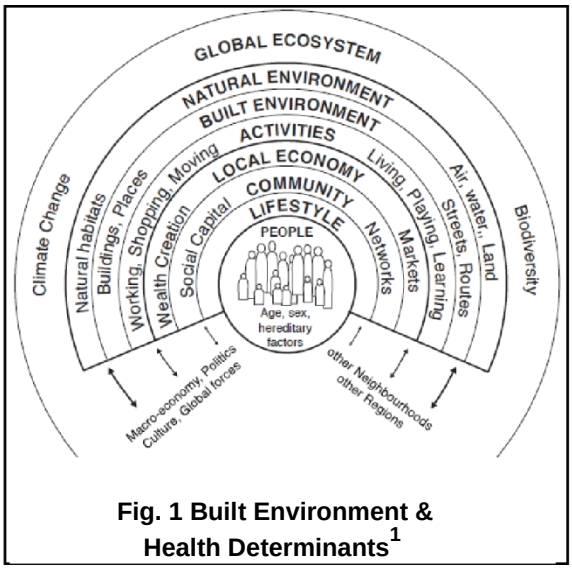


Fig. 1 Built Environment & Health Determinants[1]

Death rates for cancer, heart disease, stroke and diabetes were significantly higher in areas that had more than 10% of its population uninsured and living below 100% federal poverty level. In 2006-08, Alachua County had 4,889 deaths, nearly 1,630 deaths per year on average. This includes 1,201 cancer deaths, 277 deaths due to stroke, 182 deaths due to diabetes and 70 deaths due to hypertension. Obesity predisposes hypertension, diabetes and stroke hence some of these deaths can be regarded as obesity related. The obesity rate among adults in Alachua County was increased to 73% while the rate of diabetes was increased to 24% among all ages between 2002 and 2007. In the year 2008-09, more than one out of every three Alachua County public school students were overweight or obese[15].

The Alachua County government, for the first time, has formally acknowledged the impact of built environment on its residents' health and has proposed the adoption of 'Community Health Element' to its Comprehensive Plan. As discussed earlier, health inequalities and health outcomes are clearly linked to the built environment. Effective planning will promote healthy living conditions and improve social interaction such as access to recreation, schools, work places, health and social care and opportunities for physical activity. Frustration and hardship experienced by many including the disabled, older people and families with small children will be overcome by designing and managing the built environment that is all inclusive and maintains population diversity.

The Community Health Element incorporates three important principles:

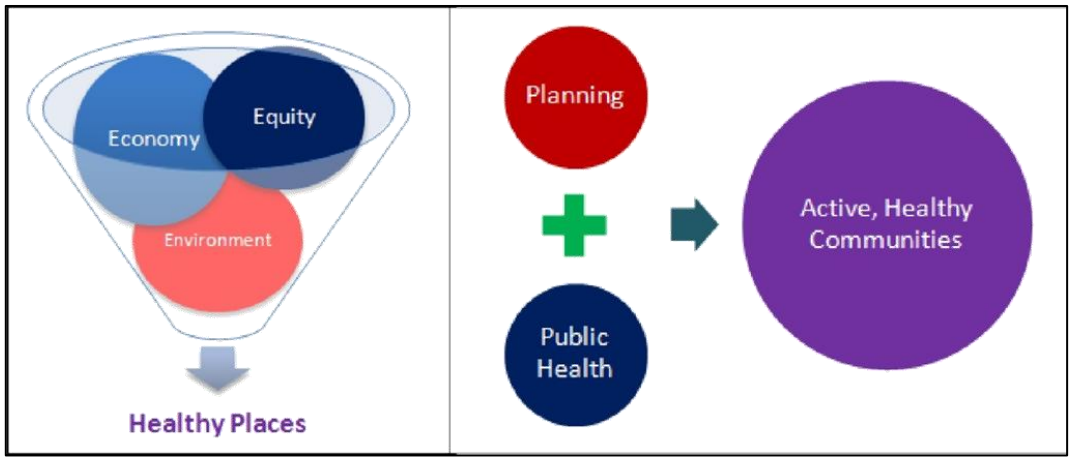
'E's of healthy places i.e. Equity, Economy and Environment[16]. Furthermore, it also uses framework of healthy planning by collaborating planning and public health to create active and healthy communities (Fig.2).

[15] Alachua County Health Needs Assessment Available at , http://www.wellflorida.org/docs/The%202010%20ACHNA%20Technical%20Appendix .pdf accessed on 28th April 2010

[16] Sustainable Long Island Available at http://www.sustainableli.org/community.html accessed on 25th June 2010

This Community Health Element will begin a new process in Alachua County of providing equity, economic growth and a clean environment. It will improve the health of communities by addressing built environment issues to build healthy communities.

Fig.2 Three 'E's of Healthy Places and Framework of Healthy Planning



The Health Needs Assessment March 2010 provides extensive data and is incorporated by reference here.

Leading Causes of Deaths among Alachua County Residents 2006-08

All Races		Black		White		Hispanic	
Cause	Number of Deaths	Cause	Number of Deaths	Cause	Number of Deaths	Cause	Number of Deaths
All Causes	4,889	All Causes	930	All Causes	3,893	All Causes	128
Cancer	1,201	Cancer	216	Cancer	966	Cancer	30
Heart Disease	909	Heart Disease	143	Heart Disease	757	Heart Disease	22
Unintentional Inj.	328	Diabetes	60	Unintentional Inj.	265	Unintentional Inj.	18
Stroke	277	Stroke	58	Chronic Lower Respiratory Disease	216	Alzheimer's	8
Chronic Lower Respiratory Disease	244	Unintentional Inj.	55	Stroke	215	Perinatal Cond.	6
Diabetes	182	HIV	30	Alzheimer's Disease	166	Diabetes	5
Alzheimer's	179	Nephritis	28	Diabetes	122	Stroke & Suicide	3 each
Suicide	82	Chronic Lower Respiratory Disease	27	Suicide	78		
Nephritis	75	Hypertension	21	Liver Disease	52	Liver, Nephritis & Homicide (tied)	2 each
Hypertension	70	Perinatal Conditions	19	Nephritis , Parkinson's Disease & Hypertension (tied)	47 each		

ENERGY ELEMENT
DATA & ANALYSIS

EAR RECOMMENDATION #2.4.1

Add an Energy Element as an optional Element in the Comprehensive Plan, focusing on overarching goals for energy conservation in the Element, and pointing to specific implementation policies to be added/updated in the existing Elements, including policies to meet new legislative mandates in HB 697 (2008).

EAR RECOMMENDATION #4.4.1

Promote industrial Recycling Market Development Zone (RMDZ)/Resource Recovery Park and economic development business recruitment, and include a program for mandatory Curbside Recycling and composting (anaerobic or aerobic) of organic waste.

OVERVIEW

Local governments are increasingly taking a leadership role in response to growing concern about rising fuel costs, climate change and the need for more aggressive actions to reduce greenhouse gas emissions. With well over a decade of leadership on this, in 2007 the Alachua County Board of County Commissioners stated that [they] "want to do their part to reduce or mitigate the effects of Global Climate Change and promote the long-term economic security of [our] citizens through the implementation of policies that enhance energy efficiency."

To this end, the Energy Conservation Strategies Commission (ECSC) citizen advisory board was formed. Over a 17 month process this advisory board in conjunction with the community, key stakeholders, industry leaders and multiple levels of government drafted over 200 recommendations. Core recommendations from this report provide a foundation for the Energy Element and amendments to energy-related policies in other Elements of the Comprehensive Plan.

Included in the Energy Element are recommendations drawn from the ECSC Report, as well as other sources addressing the issues identified in the proposed goals, objectives and policies. Also included are policies to meet the requirements of HB697, signed into law in 2008 and including many mandates for Comprehensive Plans to address specific components of energy conservation such as energy efficient land use, greenhouse gas reductions in the transportation sector and other areas, conserving energy conservation features, and using renewable energy resources in the construction of new housing and rehabilitation of existing housing to be more energy efficient.

Land use and transportation comprise the majority of contributions to greenhouse gas emissions in Alachua County. Carbon emissions from the burning of fossil fuels to power the built environment represent a long-term hazard to the world, but also, and in particular peninsular Florida. Greater efficiency of power use, reduction in emissions and transition to renewable forms of energy will have the greatest impact in reducing the County's carbon footprint when tied to land use planning over all other sectors.

The idea of a 'carbon footprint' is a relatively new concept and can have a different meaning, depending on what is being measured. The general concept however, is a measure of the greenhouse gas (GHG) emissions directly, and sometimes indirectly, caused by a given individual, business, community, etc. The idea is that once a carbon footprint can be determined, efforts can be taken to reduce the footprint through mitigation, also called 'carbon offsets.' The term is a subset of a broader concept known as the 'ecological footprint,' which is a more comprehensive measure of an individual, business, or community's impact on the Earth's ecosystems, comparing human demand with the Earth's ability to regenerate and accommodate such demand.

In 2001, the County went through a process to inventory the GHG emissions in County Government and also for the County as a whole. Further detail on this inventory is included in the final report prepared by the Energy Conservation Strategies Commission in 2008. A Greenhouse Gas Action Plan was subsequently developed identifying strategies to reduce GHG emissions in the County, but was eliminated in 2003 due to budget constraints. The County's Environmental Protection and Facilities Departments have now updated this data for County government based on the protocol of the International Council for Local Environmental Initiatives (ICLEI), of which the County is a member. The County is also in the final stages of estimating and reporting on community wide emissions, which will provide a measurement to compare against the 2001 inventory. These updated reports will provide the baseline measures against which to calculate reductions achieved through the policies of the Comprehensive Plan in pursuit of the targets established in Objective 1.1 of the Energy Element.

Land use decisions to save energy and protect the Earth's climate have concurrent and reinforcing benefits of enhancing local quality of life and our community's unique sense of place. By producing better energy and resource efficient building stock and preserving agricultural and natural resources, Alachua County will establish a critical, adaptive buffer against global warming's anticipated erratic and destructive weather patterns over the next century.

RECENT LEGISLATIVE CHANGES

CS/HB 697 & 7135 – FL Energy Bills

In 2008 the state legislature passed comprehensive energy legislation that included several elements applicable to land use planning:

- Requires that data and analysis for the Future Land Use Element now include information about "energy-efficient land use patterns accounting for existing and future electric power generation and transmission systems"; and "greenhouse gas reduction strategies."
- Requires that the Transportation Element for urbanized areas per s339.175 shall address "the incorporation of transportation strategies to address reduction in greenhouse gas emissions from the transportation sector."
- Requires that the Housing Element include standards, plans, and principles relating to "energy efficiency in the design and construction of new housing" and "use of renewable resources."
- Requires an addition to Future Land Use Map series relating to "energy conservation."
- Requires construction of all local government buildings begun after July 1, 2008 to meet one of the nationally recognized green building certification standards (such as the United States Green Building Council Leadership in Energy and Environmental Design – LEED)
- Requires use of ethanol and biodiesel blended fuels in government vehicles where available as well as other requirements relating to government fleets and facilities

Many of these requirements are already addressed in existing Comprehensive Plan policies in Elements such as Future Land Use, Transportation Mobility, Conservation and Open Space and Housing, as well other County programs and policies relating to construction of County facilities and use of County fleet vehicles. The policies in the Energy Element reinforce these existing strategies and reference the adopted policies in other Elements as appropriate.

INFORMATION AND ANALYSIS ON RELEVANT VARIABLES

Through the EAR process, the County Commission approved a recommendation to adopt a new Energy Element, focusing on the overarching goals for energy conservation and pointing toward specific policies in other Elements. The policies are organized into sections of focus, as follows.

REDUCTION GOALS

The Energy Conservation Strategies Commission Report accepted by the Board of County Commissioners on December 2, 2008 identified GHG reductions as an essential component of energy conservation in Alachua County. Emission reductions at this level, in conjunction with similar actions worldwide, have a 50 percent chance of stabilizing global average temperatures at 2°C (3.6°F) above pre-industrial levels, the stabilization goal adopted by the United Nations and European Union (American Planning Association Policy Guide on Planning and Climate Change, 2008). This is the goal also adopted in 2007 by the State of Florida.

Estimating and reporting GHG emissions is an important step for planners, elected officials and the public to assess the impact of the plan and help evaluate the extent to which greenhouse gas reduction goals are being achieved (APA, 2008). Having a plan with goals and objectives for reducing GHGs could also increase the opportunities for funding assistance to implement the policies identified to achieve such goals. Policies calling for monitoring emissions over time will provide information on progress that can be used to make adjustments in the reduction strategy as needed.

Reduced GHGs will be associated with reduced energy costs to consumers over time and increased diversity of economic development and job opportunities in the local green economy sector, such as waste-to-wealth job opportunities at the planned Resource Recovery Park. The American Council for an Energy-Efficient Economy has estimated energy conservation policies could save Florida consumers $28 billion, creating 14,000 jobs that will reduce GHG emissions by 37 million metric tons over 15 years.

Literature on the economics of climate change produced in the UK (Sterns, 2007) estimate that the cost of inaction to reduce GHGs (5-20% of global Gross Domestic Product annually) exceeds the cost of action (1-2% global Gross Domestic Product annually), recognizing the actual costs will vary around the world and at different scales and levels of government. A study by the Natural Resources Defense Council estimates that global warming (were GHGs not reduced to the levels indicated in the goal) could cost approximately $1.9 trillion a year by 2100 in terms of hurricane damages, real estate losses, energy costs and water costs (Natural Resources Defense Council, 2008).

Conservation of the County's water resources is also an important factor in the reduction of greenhouse gas emissions, as one of the many natural resources that serve as an energy conservation feature and help to sequester carbon. By reducing overall water consumption in the County as called for in Policy 1.1.3 of the new Energy Element and EAR-based revisions to Sections 4.5 & 4.6 of the Conservation and Open Space Element, the amount of energy needed to move and distribute that water can be reduced, helping to reduce overall greenhouse gas emissions in the County.

THE BUILT ENVIRONMENT

Existing structures of all types, and especially those constructed prior to the adoption of minimum energy conservation standards, use large amounts of energy because of excessive heat gain and loss. This is due primarily to inefficient building techniques and material, minimal or no insulation, window sizing and placement, and poor weatherization.

Because these structures represent the bulk (90%) of Alachua County's housing, commercial, industrial, and institutional/public building stocks for the foreseeable future, and to a large extent are energy inefficient, it is desirable from the perspectives of consumer benefit, energy conservation, and social and economic interests of the public at large, to undertake cost effective measures that will increase their energy efficiency.

While it may not be economically feasible to bring older structures into conformance with current standards, some level of additional insulation and/or weatherization can be justified based on the structure's remaining usable life, especially considering the number of available federal, state, and utility company programs affording tax credits and low or no interest loans for such insulation and weatherization measures.

There are also adopted policies under Objective 2.2 of the Housing Element that further promote use of energy efficient construction techniques, including Energy Star, use of renewable energy, passive solar design, and other such techniques that are also cross-referenced in this Section of the Energy Element.

The County is making great efforts to purchase energy efficient vehicles for County use, construct energy efficient buildings and reduce energy consumption in existing buildings. In 2002, the County adopted an Energy Reduction and Conservation Resources Program to efficiently manage and conserve fuel and electrical energy. The County has also adopted a strategy of designing and constructing buildings that conform to the ratings specified under the Leadership in Environmental and Energy Efficient Design (LEED) standards established by the US Green Building Council. The County has already constructed two such buildings, the Alachua County Criminal Courthouse and the Jonesville Fire Station. The County also has plans for construction of two additional buildings and renovation of a third, all in conformance with LEED standards.

ENERGY EFFICIENT LAND USE AND TRANSPORTATION

How we grow our communities has an intimate relationship to how we use energy and resulting greenhouse gas emissions. More compact, transit and multi-modal oriented communities will typically emit less greenhouse gases and take less energy to maintain. Community-wide, Alachua County emitted 2.8 Million tons of CO_2e in 1998. By inventory source, electricity, liquid fuels and gasoline represented approximately 90% of our emissions. The land use and transportation sectors account for approximately 90% of the same emissions and energy use. Attempts to reduce emissions and energy use must recognize this and the linkage between land use and transportation in efforts to reduce energy usage and greenhouse gas emissions.

An increase in energy efficient structures and developments in the community can better position the local community to capture a potentially growing portion of the market for energy efficient development as costs of energy increase. Energy efficient structures will also provide more affordable single family and multifamily housing units, increased employment opportunities in proximity to residences, more efficient use of public resources, continued viability of the urban core,

protection of farmland and open space, protection of water quantity and quality, reduction of GHGs, greater energy security and reduced utility and transportation costs for occupants. Data suggests residents of compact mixed-use areas generally drive 20-40% less than under traditional development patterns (Ewing, 2008). Automobile trips are shorter and there is greater opportunity to safely use other modes of transportation, including walking, which can also reduce obesity and improve health.

The Center for Neighborhood Technology's Housing & Transportation Index shows that a community's location, character and design are significant factors affecting overall affordability. Compact, walkable, mixed-use communities with convenient access to public transit and employment centers may initially appear expensive because of higher housing costs. But when transportation costs are taken into account in addition to the costs of shelter, these places can reduce transportation related expenditures related to purchase, maintenance and use of cars—the single biggest expense in a household transportation budget—and still maintain a high quality of life. Studies show savings ranging from $1,500-$3,500/year for homes in compact, mixed-use neighborhoods with more transportation options when compared to comparable traditional subdivisions in the same geographic area. (CNT, 2010)

Several studies suggest that compact development with average residential densities ranging from 6 to 12 units per acre can support public transit systems, further reducing travel by private automobile (Pushkarev & Zupan, 1977; Downs, 1992; Cervero et. al., 2004; Reconnecting America, 2007; APA, 2008; Victoria Transportation Policy Institute, 2010). Conversely, by minimizing sprawling development (lots between 1 and 5 acres) on the edges of urban areas, a region can reduce greenhouse gas emissions from vehicles and retain natural areas that provide carbon sinks. (APA, 2008)

Both the Future Land Use Element (Principles 2, 5) and the Transportation Mobility Element (Principles 2, 3) include adopted policies that seek to discourage sprawl and reduce vehicle miles travelled to reduce greenhouse gas emissions. Policies adopted in 2009 and 2010 call for increasing densities to levels that can support transit in a mixed-use multimodal setting through Transit Oriented Developments and Traditional Neighborhood Developments. In addition, EAR-based amendments to the Future Land Use Element establish generally applicable development standards within the County's designated Activity Centers to provide compact, mixed-use communities that will not only reduce greenhouse gas emissions, but improve the affordability of housing through reduced transportation costs.

Sections 3 and 4 of the Energy Element include policies to help further these already established goals within Alachua County. Objective 3.3 also identifies the various energy conservation features in Alachua County adopted as part of the Future Land Use Map Series that further the energy conservation goals of the Comprehensive Plan, such as the County's Urban Cluster, transit corridors, pedestrian and bicycle corridors, Preservation areas and Strategic Ecosystems, as well as two additional informational maps that identify other energy conservation features including Alachua County Forever Land Conservation Projects and the County's online interactive GeoGreen Maper.

New policies in the EAR-based amendments also promote redevelopment and infill, a significant component of an energy efficient land use framework. Redevelopment and infill can help reduce sprawl, revitalize existing urban centers, reduce transportation costs and related GHG emissions, improve the mix of uses in an existing area, preserve the urban core and maximize use of existing infrastructure and public services (including electric power generation facilities as identified in

Gainesville Regional Utilities' 10-year Site Plan), encourage preservation and continued use of historic buildings, support existing businesses and services, protect agricultural and conservation areas serving as carbon sinks from encroachment of incompatible uses, and improve property values of neighboring uses and reduce potential for crime and blight from vacant lots and buildings. Master planning and other public/private partnerships as provided elsewhere in the Comprehensive Plan can help facilitate redevelopment and allow for alternative standards where existing infrastructure and other site constraints may limit the ability to redevelop a site (see Policy 1.1.10, Economic Element).

An additional component of an energy efficient land use system as addressed in the new Energy policies is preservation of energy conservation features for carbon sequestration. Retention of natural ecosystems as described in the Conservation and Open Space Element and more long term sustainability in agricultural production as provided throughout the Comprehensive Plan helps reduce net greenhouse gas emissions by sequestering carbon and reducing the greenhouse gas impacts of harvesting activities.

LOCAL FOOD SYSTEMS

Food production and distribution are very energy- and water-intensive processes, and they also generate significant amounts of greenhouse gas emissions.

One of the factors of the energy intensity of food is that it takes many calories of energy to produce one calorie of energy in the form of meat. For example it takes approximately 57 calories of energy to produce 1 calorie of lamb compared to 1 calorie of inputs to create 4 calories of corn.

From a historic perspective, during the Great Depression, food spending represented 25% of a family's disposable income. In 2007, that amount had dropped to 10%. Food prices had been dropping over the past 80 years or so, but prices of some foods have recently begun to skyrocket.

This is, in part, due to rising fuel, fertilizer, water, production, storage and transportation costs in the food sector that will continue to put upward financial pressure on the American family's food budget. Energy is required to produce, transport, store, and process food. For some food, the farm to table trip is very energy efficient, but for other foods this process is extremely energy and water intensive.

Food prices have also risen, in part, because of the competition between food and fuel now taking place across America. High demand for biofuel feedstock has driven up the prices of the many grains and legumes typically consumed by humans.

Water, used to irrigate crops and perform a variety of operations in food production, and contains a large amount of embodied energy. Energy is required to pump, transport, and purify water. Agriculture is a major user of ground and surface water in the United States, accounting for 80 percent of the Nation's consumptive water use and over 90 percent in many Western States.

The average American meal travels over 1,500 miles from the farm to our tables in trucks, trains, and airplanes—some of this food comes from California, some comes from Mexico, some comes from Chile, and other food comes from other locations around the country and around the world. All of this transportation of food depends on oil. As oil costs rise, so does the cost to transport food, which is passed on to the consumer through increased food costs.

Alachua County's agriculture production, in terms of dollars, represents about 13% of the amount spent on food in the County. In other words, even if we assume that every morsel of food that is grown in Alachua County is consumed here, 87% of the food expenditures in Alachua County would be spent

on products grown outside the County. There is a compelling economic argument to recapture these expenditures at the local level. Retaining food dollars within the community and supports all segments of the County's economy involved in food production.

Besides the economic imperatives, more locally produced and purchased food can reduce our costs for food, reduce the amount of fuel we consume in the food production process and reduce GHG emissions. In addition to the policies addressing agriculture and local food systems within the Energy Element, revisions are being made within the Future Land Use and Economic Elements to further support and promote local agricultural production, including the encouragement of agricultural support activities such as agritourism and ecotourism.

One strategy that can be further utilized both in County operations and community-wide is to increase use of edible plant materials in landscaped areas. Use of public spaces for food production could help increase the amount of food available to support the local food system, and help the County set an example for others to follow. There are many ways this could be accomplished as described in the article "Smart city governments grow produce for the people" by Darrin Nordahl from the Davenport Design Center in Iowa (http://www.grist.org/article/food-smart-city-governments-grow-produce-for-the-people/PALL). Strategically placed edible landscapes can provide food for needy citizens, promote healthy eating, educate on the variety of foods that can be grown and the benefits of local food production, and demonstrate ways to aesthetically incorporate edible plants into more traditional landscaped areas.

There are a wide variety of edible plant materials that can be used; some examples include blueberries, persimmons, pecans or citrus. A more detailed list for the North Central Florida area is provided on the Edible Plant Project website at http://edibleplantproject.org/plants/. Further guidance for the local area can also be provided through land development regulations and other local programs, which will need to take into consideration (as suggested in personal communication from Mr. Nordahl) aspects such as ease of recognizing and preparing foods produced for consumption, and ease of monitoring and maintaining plants for food safety or vandalism reasons.

RENEWABLE ENERGY

The potential of renewable sources to yield meaningful energy outputs as a viable alternative to conventional methods warrants their exploration and utilization, although such activity is the third priority after the first priority of greater energy conservation and second priority of improving energy efficiency of an overarching energy strategy.

The utilization of alternate renewable energy sources can have a significant beneficial impact on the total energy use and consumption of the county and region. By shifting energy demands to more appropriate end-uses and renewable sources such as (solar, wind, biomass, or geothermal sources), the useful and economic life of existing conventional facilities may be greatly increased; overall costs, both direct and indirect, can thereby be substantially reduced.

As a region, use of renewable energy resources is a source of strategic economic interest and security. Because of anticipated rising prices of nonrenewable energy and predicted declines in supplies, it is vital to the health and general welfare of Alachua County to promote and protect the installation and use of renewable energy systems.

The proposed policies in the Energy Element put the County in a position to work with local utilities to further utilize renewable energy resources in a distributed manner throughout the unincorporated area.

SOLID WASTE

Recycling began in Florida with the 1988 Solid Waste Management Act. Currently, Alachua County generates approximately 800 tons per day (t/d) of municipal solid waste, of which 32% is recycled. Much of this recycled material is processed at the Leveda Brown Environmental Park through SP recycling. SP is a contractor to the County that operates a materials recycling processing facility on site. The remaining 68% is shipped to New River Landfill (Union County) where the disposal fee is $28.22/ton [based on internal documents from the Division of Waste Management]. Adding the hauling cost (continually rising because of fuel cost), brings the total disposal cost to about $39/t, for an annual cost of about $7.8 million. Yard waste of about 4,200 tons per year is taken to Wood Resource Recovery (WRR) located on Highway 121 just north of its intersection with US 441. There it is either chipped for fuel or composted. The annual recycling cost at WRR is about $94,500. (Source: Alachua County, Florida, Energy Conservation Strategies Commission, July 22, 2008). There is potential for increased recycling and promotion of industries that utilize the materials. (Note: these costs were FY 07-08)

Recycling sustains ten times the number of jobs as landfills and incinerators, on a per-ton basis (http://www.kireiusa.com/images/k_specs.pdf cited in ECSC). There are notable examples of "Waste to Wealth" industrial development: Habitat for Humanity Re-store; Urban Ore (Berkley, CA); RECOMMIX- Nail Kicker; companies that require a zero waste supply chain (ex., RICOH, a Japanese company making office copiers), and Recycling Market Development Zone (RMDZ) programs to process or manufacture from recycled materials.

A Recycling Materials Development Zone program, allowing incentives such as low lease rate, tax reductions or carbon credits, could handle traditional recyclables such as metal, plastic and paper. These programs could also handle building materials from deconstructed buildings, electrical components from discarded electronics goods, and other goods from salvage operations. Market development is an important part of zero waste. Overall benefits of a RMDZ include energy savings, GHG reductions, job creation, decreased landfilling, one stop shopping locations, economic development benefits, and public awareness of sustainability. The local payroll for 1,500 or more waste-related jobs could be up to $50,000,000, according to the US EPA.

Revisions to the Energy Element, Economic Element and Solid Waste Element will implement the new state mandated recycling goals and promote economic development from waste to wealth industries focusing on the Resource Recovery Park planned at the Leveda Brown Transfer Station. New policies and revisions seek to increase compliance and participation in recycling programs, reduce the amount of yard waste collected, and increase education and economic development efforts to further promote reuse and recycling.

EDUCATION & PUBLIC INFORMATION

A more educated and informed public can make more responsible decisions on various aspects of energy conservation and take advantage of various incentives and benefits available, ultimately leading to reductions in energy usage, improved efficiencies and greater use of renewable energy, with an overall reduction in GHG emissions. There are many educational efforts that could be undertaken by the County and its partner that would be very low cost alternatives that could have a significant effect on reduction of greenhouse gases in the Community by encouraging changes in personal choices related to energy and water consumption.

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FUTURE LAND USE ELEMENT
DATA & ANALYSIS

ACCESSORY DWELLING UNITS

EAR Recommendation 7.5.1 *- Consider revisions to policies for accessory dwelling units to allow accessory units in new developments maintaining requirement for homestead status for accessory or principal unit, to be implemented through means such as deed restrictions or covenants.*

A new provision adopted as part of the Comprehensive Plan effective May 2005 was the allowance for accessory living units in the Urban Cluster on single-family lots that do not count toward the density of a development and do not require the division of a lot. The stated intent of the policy (1.3.6 FLUE) is to "provide for a greater range of choices of housing types in single family residential areas, affordable housing, and the promotion of infill to new and existing neighborhoods while maintaining single family character." The subsequent policies outline the standards for such units relating to size, number of bedrooms, and ingress and egress. The policies also require that a property owner maintain certification of homestead exemption status on either the primary or accessory unit in an effort to ensure owner occupancy and help maintain the 'single family character' called for in the policy.

When the County went through the process of updating the Land Development Code in 2004-2005, the decision was made to also allow such accessory units in the Rural/Ag Future Land Use area, provided the density could be met. This meant that a property owner would have to have a parcel at least 10 acres in size in the rural area to be allowed an accessory unit. The units are also allowed to be slightly larger, and the owner must still maintain a homestead exemption on the property. Since the time of the Comprehensive Plan going into effect in May 2005, there have been 14 accessory units approved in the Urban Cluster, and nine approved in the Rural/Ag area.

The updated policies provide further clarification on the provision of accessory dwelling units in new developments where homestead status will not have been obtained for a lot. The policies require that deed restrictions be placed on the lots to require that homestead status be maintained on lots in order to occupy accessory dwelling units. Many of the details are also removed from the Comprehensive Plan to allow standards such as size, bedrooms, access, etc. to be detailed in the Unified Land Development Code. The definition is also revised to further clarify what types of structures meet the definition of 'accessory dwelling unit' for ease of enforcement.

URBAN ACTIVITY CENTERS

EAR Recommendations

1.4.1 *Provide a mechanism to implement the general policies for Activity Centers through the development plan review process. Amend Policies 2.1.7 and 2.1.14 to replace the requirement for separate Master Plans for each Activity Center with detailed design standards, similar to the Transit Oriented Development standards now in process, for mixed use, multi-modal, and integrated development, building upon the existing Activity Center policy concepts.*

1.4.2 *As a complementary recommendation to Recommendation #1.4.1 above, continue to develop Master Plans for Activity Centers in appropriate instances, such as to promote redevelopment, or where*

special circumstances exist that make general standards inapplicable, using only in-house staff and resources, and as staff workload permits. Where Activity Center Master Plans are appropriate, explore potential opportunities to develop them through public/private partnerships. As a complementary strategy, continue to utilize less costly and more effective methods for publicizing the Master Plan process.

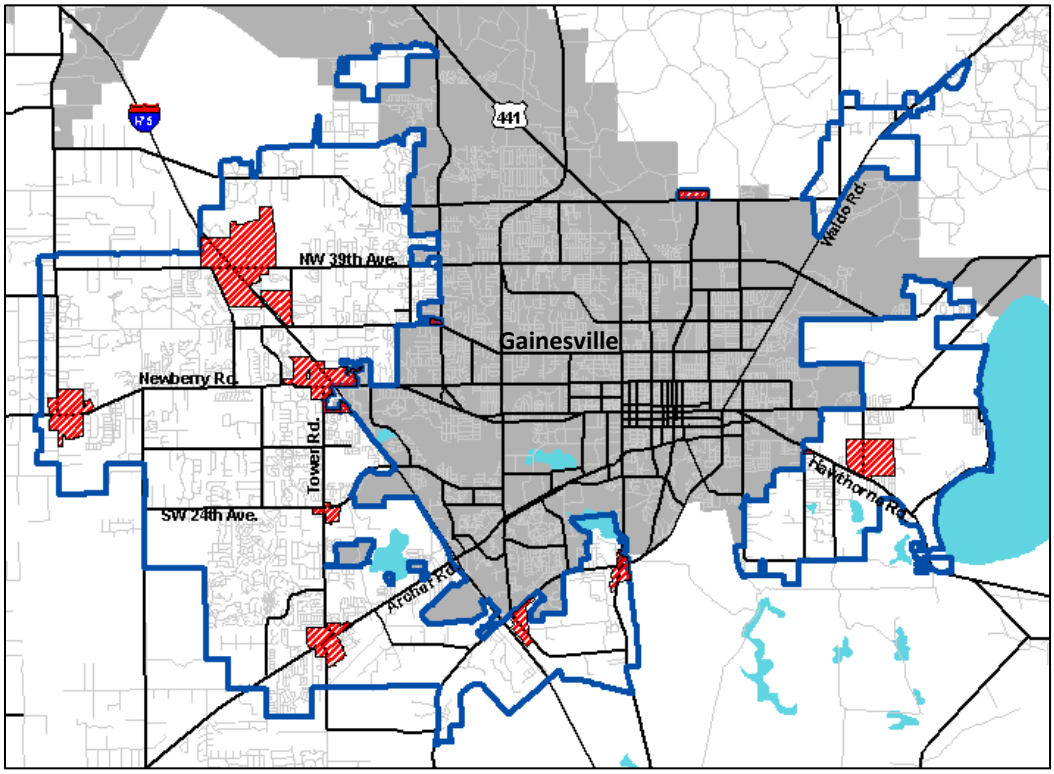
2.5.1 *Establish revised policies and development standards to better encourage mixed use, multi-modal development within all Activity Centers.*

2.5.2 *Continue to update existing Activity Center plans in order to provide the necessary policy framework for mixed use multi-modal development that is consistent with the general mixed use design concepts for Activity Centers.*

Issue Background

The Alachua County Comprehensive Plan policies on Activity Centers and related commercial uses are key components of the County's overall land use strategy. Existing Comprehensive Plan policies characterize Activity Centers as nodes of higher density and intensity land uses containing mixed-use, compact, and pedestrian-friendly development (commercial, institutional, office, and medium to high density residential) that is connected to a multi-modal transportation system. Activity Centers should relate to the streetscape and transportation network in a meaningful way, provide a destination for residents and visitors, and function as a cornerstone for the community served. Most new commercial land uses, such as retail and office development, are required to be located primarily within the thirteen (13) designated Activity Centers in the unincorporated Urban Cluster.

Urban Activity Center Locations



The Comprehensive Plan, Policy 2.1.1 of the Future Land Use Element, characterizes Activity Centers into two types based on the primary land use. Retail-oriented Activity Centers have commercial activities as their primary uses and employment-oriented Activity Centers have institutional, industrial, or office as the primary land uses. Activity Centers are also designated at varying levels, which correspond to market size, area, and intensity. A "High" Activity Center serves as a regional shopping center for residents within a ten mile or larger radius; a "Medium" Activity Center serves a radius of two miles or more as a community shopping center, or an equivalent concentration of employment-oriented uses; and a "Low" Activity Center serves as a neighborhood shopping center within a radius of one and a quarter miles or more, or an equivalent concentration of employment-oriented uses.

In total, there are approximately 2,130 acres designated within Activity Centers in the unincorporated area, and approximately 1,107 of these acres remain undeveloped. Only Springhills, Eastside, Jonesville, and Archer/Tower Activity Centers have significant amounts of undeveloped land which could potentially support larger-scale mixed use development. Other Activity Centers contain relatively small amounts of contiguous undeveloped land, which would most likely support smaller-scale infill development.

As part of the last major update of the Comprehensive Plan which went into effect in May 2005, new general design standards were adopted for development within Activity Centers. The design standards provide that Activity Centers should develop as compact mixed use nodes that are pedestrian-friendly, functionally integrated with surrounding uses, and connected to a multi-modal transportation system. These relatively new design standards are applicable to all new development or redevelopment within Activity Centers. The general design standards for Activity Centers include the following key concepts (see policies 2.1.1 through 2.1.14 of Future Land Use Element in Appendix):

- Integration of commercial development with residential, civic, and open space
- Mixed use development is encouraged in order to reduce transportation-related trip lengths and to support pedestrian, bicycle, and transit (multi-modal) opportunities.
- Development is required to provide pedestrian friendly design elements through building design and arrangement, smaller blocks, and screening of parking areas.
- Transportation connectivity is required between development within the Activity Center and development in the adjacent areas.

Policy 2.1.7 of the Future Land Use Element of the Comprehensive Plan requires that the new Activity Center design standards be implemented through either the development plan review process or through a detailed Master Plan for the entire Activity Center. Master Plans are required for larger developments that exceed certain thresholds defined in the Land Development Code. They are intended to provide for an evaluation of an entire Activity Center in the context of the surrounding development, transportation facilities, infrastructure, and natural resources in order to develop a plan which has an appropriate mix of land uses and maximizes multi-modal transportation opportunities and connectivity. Master Plans are required to provide policies relating to site and building design, parking, multimodal transportation facilities, community green space, and surface stormwater management facilities.

Many of the County's Activity Centers currently have specific plans or interim guidelines in place which were adopted under previous versions of the Alachua County Comprehensive Plan. In some cases, these older plans contain policies which do not support the newer general design standards for

Activity Centers discussed above. The Master Plan process, as provided in the currently adopted Comprehensive Plan, provides an opportunity to update the existing Activity Center plans to bring them into compliance with the newer design standards. Policy 2.1.14 of the Future Land Use Element requires an update of all Activity Center Plans to bring them into compliance with the new mixed use, pedestrian-friendly design standards that went into effect in 2005. Alachua County recently adopted a new Master Plan for the Eastside Activity Center, which updated the existing interim guidelines and provided a framework for mixed use development to occur.

In the absence of an updated Activity Center Master Plan, applications for new development or redevelopment within Activity Centers are required to demonstrate consistency with the new design standards as part of the development review process. The new design standards are sometimes difficult to implement at the development plan review stage because there are no generalized Future Land Use categories or zoning districts that provide for mixed use development, and there are no standards to determine how many residential units could be allowed in association with non-residential uses in a mixed use development. Consequently, most proposed mixed use developments would need to be approved through a Comprehensive Plan amendment or a Planned Development (PD) rezoning.

Alachua County has approved a few mixed use/higher density developments within Activity Centers in the last few years, specifically in the Archer/Tower Road Activity Center and the Tower Road/SW 24th Avenue Activity Center. Portions of these new developments have been built and have provided for some degree of vertical mixing of uses. Vertical mixing of uses increases the efficiency of land use, results in fewer external automobile trips placed on the major road network, allows people to live closer to shopping and employment, and provides residents with more housing options.

While the Activity Center policies have resulted in some initial positive steps in encouraging mixed use and multi-modal development, there have been challenges relating to implementation of the Activity Center policies.

The general design standards for Activity Centers (Policies 2.1.5 through 2.1.13 of the Future Land Use Element) encourage mixed use development, which combines residential and non-residential development within close proximity, or within the same building. Such development can include, but is not limited to, combinations of residential, office, retail, civic, and/or light industrial in a compact urban form. Mixing residential units with non-residential areas increases the efficiency of land use because fewer external automobile trips are placed on roads; people live closer to shopping and employment opportunities, residents are given more housing options, and a favorable environment is created for multi-modal centers.

Comprehensive Plan Changes to Address EAR Recommendations – Activity Centers

As part of the EAR-based Comprehensive Plan update, there are several changes and clarifications proposed to the Activity Center policies to more effectively promote compact, mixed use, and pedestrian oriented development. One of the key changes is that the updated policies direct that general design standards for Activity Centers will be developed and included in the Land Development Code. The design standards would include specific requirements for mixed use, street design, multi-modal accessibility, and parking, among other factors. These general design standards would replace the existing Master Plan process for Activity Centers. The benefit of establishing general development standards in the Code for all Activity Centers is that they could be implemented in a consistent and predictable way through the development plan review process. General standards for Activity Centers would reduce the need for parcel-specific Comprehensive Plan

amendments and new or updated Master Plans in order to implement the general Activity Center policies. The general development standards approach would be less costly to County government in the long run than the process of frequently amending the Comprehensive Plan or preparing Master Plans for Activity Centers.

Under the amended policies, the Master Plan process could still be utilized as a mechanism to provide a framework for redevelopment in Activity Centers, but would not be a requirement for all development. The Master Plan process would allow for proactive and coordinated planning to encourage redevelopment in Activity Centers, recognizing constraints such as location, site access, existing utility infrastructure, or other conditions that may constrain redevelopment in compliance with generally applicable standards. The master planning process for redevelopment would allow for the County, in coordination with property owners, to establish development standards and criteria for sites where it would be appropriate to facilitate redevelopment of existing properties based on alternative standards. Redevelopment master plans would also be required to address the provision of a range of housing types and sizes to provide for affordable housing, in accordance with EAR Recommendation #7.4.1.

INDUSTRIAL AND OFFICE LAND USES

EAR Recommendation 4.6.1.a *- Review the suitability of location of Industrial and Office uses designated on the Future Land Use Map within the unincorporated county and modify current Industrial and Office land use designations to resolve conflicts with existing uses or conditions (residential, environmental, etc.), and increase development intensity within County Activity Centers.*

EAR Recommendation 4.6.1.b *- Update policies relating to Industrial and Office land uses to facilitate recruiting of targeted industries to the County, consistent with employer workforce needs and emerging Industrial and Office land use trends.*

EAR Recommendation 4.6.1.c *- Evaluate Industrial and Rural/Agriculture land use categories and assess policies for the location of certain types of agricultural product processing facilities (i.e., food, fuel and fiber) within the County and determine whether changes are needed.*

Currently Adopted Industrial Policies

The currently adopted Industrial Future Land Use policies are contained in Part 4.0 of the Future Land Use Element, which characterizes Industrial developments as oriented to the fabrication, manufacturing, transporting, warehousing, or distribution of goods. The Industrial policies state that industrial activities are appropriately located within the urban cluster (Policy 4.1.1). An exception is provided for "material-oriented" development. These types of uses are dependent on resources or materials located or produced in the rural areas of the County and proximate to the site of their production. Policy 4.1.2 directs the County to identify land areas and locations for the different types of industrial uses that are anticipated to locate in Alachua County. Specifically, the Policy directs that the "County shall identify a number of potential locations with suitable infrastructure, including parcels with rail access, interstate access, or proximity to cargo terminals, and suitable environmental characteristics for such uses." This policy is oriented toward industrial development that has high volumes of truck or rail shipments both in and out of the facility. Furthermore, the Policy requires evaluation of environmental characteristics on Industrial Future Land Uses.

Policy 4.5.1 defines the Light Industrial Future Land Use designation. The Light Industrial areas are intended to allow for "industrial parks or office parks in a campus like setting." The Policy directs that this designation only be used for "large" tracts of land, either within or outside the urban cluster. While the Policy directs that "stringent" development standards be developed to limit any adverse impacts, no further guidance is provided. Lastly, "certain" research and development facilities, along with warehousing, transportation, and distribution uses, "may be appropriate."

The changes to the Industrial policies of the Comprehensive Plan will clarify and update the descriptions of the industrial future land use categories consistent with current industry trends. The changes will more effectively define and distinguish between heavy and light industrial uses, and address the facilitation of recruitment of targeted industries.

Currently Adopted Office Policies

Office land uses are defined in Policy 3.9. Specifically, the Policy states "An Office land use category shall be established for individual offices or office parks to provide for professional and business services, exclusive of retail trade." The Policy directs that Office uses should only be allowed in activity centers, planned developments, traditional neighborhood developments, rural employment centers, and rural clusters. Furthermore, the policy indicates that, while office uses are not appropriate between low and medium density residential, they are appropriate along major roadways along with high density residential uses.

INDUSTRIAL LAND USES

The various categories of industrial future land use currently make up approximately 2,193 acres of unincorporated Alachua County (Table 6.12), with 1,833 acres (83%) located within the Urban Cluster. Approximately 1,442 acres (65%) of all industrial land is undeveloped. Within the Urban Cluster, 71% of industrial land is vacant.

Quantity of Industrial Future Land Use by Designation and Location, 2008

	All Unincorporated		Urban Cluster	
Future Land Use Category	**Total**	**Vacant**	**Total**	**Vacant**
Heavy Industrial	1,002.9	579.4	1002.9	579.4
Industrial/Manufacturing	131.2	93.9	131.2	93.9
Light Industrial	598.2	567.2	598.2	567.2
Rural Community Employment Center	32.7	27.3		
Rural Employment Center	326.8	113.8		
Warehouse/Distribution	100.7	60.8	100.7	60.8
TOTALS	**2,192.5**	**1442.4**	**1,833.0**	**1,301.3**

OFFICE LAND USE

Currently, office land uses include 427 acres of land in the unincorporated area. All office land uses are located within the Urban Cluster. Office land use categories range from the relatively high-intensity Office/Business Park to the lower-intensity Office/Residential categories. Approximately 262.1 acres (62%) of Office land is undeveloped.

Quantity of Office Future Land Use by Designation, 2008

Future Land Use Category	Total	Vacant
Office	200.1	132.7
Office/Business Park	112.9	76.7
Office/Medical	22.2	3.1
Office/Residential	28.4	14.4
Office/Residential (2-4 du/acre)	36.4	16.9
Office/Residential (4-8 du/acre)	27.0	18.3
TOTALS	**427.0**	**262.1**

ANNEXATION/REDESIGNATION OF LAND

At the time of adoption of the current Comprehensive Plan in 2002, the unincorporated portion of the County included approximately 2,607 acres of land designated for Industrial or Office land uses. Since that time, 319 acres of Industrial land use and 80.04 acres of Office land use have been either re-designated to other land use categories (through comprehensive plan amendments) or have been annexed by other local governments. It should be noted that the immediate effect of annexations of Industrial or Office land is simply a change in the local government jurisdiction, which does not necessarily affect the land use designation immediately.

Quantity of Industrial and Office Land Uses, 2002 - 2008

	2002 Acres	2005 Acres	2008 Acres	Change, 2002-2008
Annexed	0	183.04	367.20	367.20
Commercial	0	7.20	12.88	12.88
Heavy Industrial	1202.29	1202.29	1015.33	-186.96
Light Industrial	730.91	602.31	598.66	-132.25
Industrial/Manufacturing	131.31	131.31	131.31	0.00
Low Density Residential	6.48	6.48	35.05	28.57
Office/Business Park	145.17	145.17	113.77	-31.40
Office/Medical	34.07	25.65	25.65	-8.42
Office/Residential	42.67	21.42	29.95	-12.72
Office/Residential (2-4du/acre)	36.59	36.59	36.59	0.00
Office/Residential (4-8du/acre)	27.03	27.03	27.03	0.00
Office	230.78	198.81	203.28	-27.50
Tourist/Entertainment	0.00	0.00	10.49	10.49
Medium Density Residential	19.89	19.89	0.00	-19.89
				-367.20

NOTE: LANDS USED IN THIS ANALYSIS ARE EITHER CURRENTLY DESIGNATED OFFICE OR INDUSTRIAL LAND USE, OR WERE PREVIOUSLY DESIGNATED OFFICE OR INDUSTRIAL LAND USE. ACREAGES ARE WHAT EXISTED AT BEGINNING OF YEAR STATED, EXCEPT FOR YEAR 2008; THAT IS WHAT CURRENTLY EXISTS

SUITABILITY OF INDUSTRIAL SITED LANDS

There are locations throughout the County where the Industrial future land use designation may be in conflict with environmental conditions, or development patterns and conditions should be re-evaluated to determine whether the Industrial land use designation is appropriate. An analysis of the suitability of currently-designated industrial lands in the County is provided in the Evaluation and Appraisal Report on Pages 144-146.

TYPES OF INDUSTRIAL DEVELOPMENT

Industrial land uses have historically been associated with high-intensity uses and activities, and may have some level of nuisance associated with them. Office land uses can provide a transitional or "step-down" land use between higher intensity uses (such as commercial or industrial districts) and lower intensity uses (such as residential districts).

Traditional industrial development is often considered to require highly intense resource use that may have negative external impacts on surrounding properties. Indeed, Objective 4.1 of the Future Land Use Element says "Industrial developments are characterized by the fabrication, manufacturing, transporting, warehousing or distribution of goods." While this description may be applicable today, the similarities of modern clean manufacturing to historic manufacturing processes are limited. The limited amount of "heavy industry" we have in Alachua County is characterized by mining, heavy manufacturing and similar processes. These industries are also typically associated with certain nuisances: noise, smoke, glare, and odor.

In contrast to the traditional "heavy industry" described in the Comprehensive Plan, many new clean manufacturing industries have limited nuisance impacts on their neighbors. These less impacting manufacturing facilities have developed from competition, technology, and environmental regulation. For example, the bio-technology oriented businesses located at Progress Corporate Park in the City of Alachua are considered manufacturing oriented. However, from the outside, there is little to compare to the industrial chemical manufacturing located within the City of Gainesville's Airport Industrial Park.

The following two definitions provide an idea about new types of industry. These are, specifically, definitions for "research and development facility":

- "An establishment which conducts research, development, or controlled production of high-technology electronic, industrial, or scientific products or commodities for sale or laboratories conducting educational or medical research or testing. This term includes but is not limited to a biotechnology firm or a manufacturer of nontoxic computer components." (Milwaukee, WI)
- "A use engaged in research and development, testing, assembly, repair, and manufacturing in the following industries: biotechnology, pharmaceuticals, medical instrumentation or supplies, communications and information technology, electronics and instrumentation, and computer hardware and software. Office, warehousing, wholesaling, and distribution of the finished products produced at the site are allowed as part of this use." (Burien WA)

The following statements provide a better description of the characteristics of those types of industries and associated developments targeted by local economic development organizations:

- "The typical research park in the United States is located in a suburban community with a population of less than 500,000. Most research parks are operated by a university or university-affiliated non-profit. Tenants are primarily private-sector companies but also include university or government facilities. University research parks provide a range of business services to their client companies, many through incubators. The typical park has 750 employees in primarily in the following sectors: IT-related industries, drug and pharmaceutical firms, and scientific and engineering providers. These fields account for 45 percent of all

university research park jobs." (*Characteristics and Trends in North American Research Parks: 21st Century Directions*, Executive Summary, p.viii; prepared by Batelle Technology Partnership Practice)

- "A new model is emerging – strategically planned mixed-use campus expansions that include space for academic and industrial uses. These parks incorporate on-site amenities which are considered important in attracting innovative employees, and research parks are being developed to leverage the assets of non-university R&D organizations such as federal laboratories. More emphasis is being placed on sustainability as a design principle, while international partnerships are becoming more important in university research parks." (*Characteristics and Trends in North American Research Parks: 21st Century Directions*, Executive Summary, p.xi; prepared by Batelle Technology Partnership Practice

Certain light industrial uses such as biotechnology, research and development facilities, and similar development may be appropriate in Activity Centers and Transit Oriented Developments when the appropriate design standards are achieved. The general design standards for Activity Centers (Policies 2.1.5 through 2.1.13 of the Future Land Use Element) encourage mixed use development, which combines residential and non-residential development within close proximity, or within the same building. Such development can include, but is not limited to, combinations of residential, office, retail, civic, and/or light industrial in a compact urban form. Mixing residential units with non-residential areas increases the efficiency of land use because fewer external automobile trips are placed on roads; people live closer to shopping and employment opportunities, residents are given more housing options, and a favorable environment is created for multi-modal centers.

Comprehensive Plan Changes to Address EAR Recommendations – Industrial Policies

Through the EAR process, it was recognized that more land designated for industrial uses was not necessarily needed, and that additional industrial development could be accommodated within the existing areas designated on the Future Land Use Map. The proposed amendments to the Industrial policies would more effectively define and distinguish between the Heavy Industrial and Light Industrial future land use categories. The Heavy Industrial designation was modified to focus on accommodating traditional industrial uses that are dependent on transportation and large volumes of raw materials. The Light Industrial designation was expanded to accommodate certain office and light industrial uses, such as research and development and experimental laboratories, or the manufacturing or fabrication of products that have minimal off-site impacts. This change also addresses EAR recommendation 4.6.1.b of updating policies to facilitate recruitment of targeted industries. Related Comprehensive Plan policy updates include clarifications to many of the existing policies relating to mixed uses, parking, site design, and street requirements for Activity Centers. The amended policies also require establishment of general design standards for Activity Centers to be provided in the Land Development Code. Design standards may include specific guidelines for mixed use, street design, multi-modal accessibility, and parking, among other factors.

AGRICULTURE AND LOCAL FOODS

EAR Recommendation 4.6.2 *Evaluate Industrial and Rural/Agriculture land use categories and assess policies for the location of certain types of agricultural product processing facilities (i.e., food, fuel and fiber) within the County and determine whether changes are needed.*

EAR Recommendation 5.1.1 *Add/revise policies to further support retention/promotion of local agricultural operations, including the following: increased focus on sustainable agriculture through policy incentives; evaluation of policy framework for local farmers' markets and community gardens; increased emphasis on agritourism and removal of barriers to agritourism-related activities in the unincorporated area; expansion of policy framework to include educational and promotional component; and assessment of implementation of the new TDR Program to consider adjustments as needed.*

DATA AND ANALYSIS

Food is one of society's most basic needs for survival. As agricultural technology advances improving efficiency and productivity, allowing food to be shipped further distances (estimates average 1,400 miles from farm to fork), new opportunities are available regarding the transportation and distribution of food and other agricultural products while the potential risks and costs increase. Energy related costs are particularly notable as fuel prices continue to rise, especially in Florida where the soil typically needs more inputs than in other locations to be productive. There is also a continuing trend where the average age of farm operators is rising[17] as many children of farmers are either not interested in farming or are encouraged by their parents or grandparents to find a more predictable or reliable occupation.

Statewide, there is a continued decline in the amount of available land for agriculture. In 2006, the Florida Department of Agriculture and Consumer Services (FDACS) provided estimates on the loss of agricultural land to both development and conservation acquisitions, predicting a loss of as much as five million acres by 2020. Forestland, one of the larger agricultural sectors present in Alachua County, is also on the decline. While private forests currently comprise 80% of land in the state, FDACS reports a loss of 80,000 acres annually statewide.

In Alachua County, the available data is somewhat mixed, but suggests the potential for a declining trend in lands used for agricultural production[18]. Municipalities have annexed over 16,500 acres since 2002, while development continues to occur throughout the Rural/Ag area. The data from the USDA Census of Agriculture, released every five years, shows an increase of land in farms of approximately 18,000 acres from 1997 to 2002, but that increase is followed by a decrease of almost 50,000 acres from 2002 to 2007. The Alachua County Property Appraiser's office shows a decline from 2003-2008 of approximately 20,000 acres receiving the agricultural classification.

The 2007 Census of Agriculture reports over 30% of the County's land area in farms[19]. In 2005 the University of Florida Department of Food and Resource Economics prepared a report for the County using the 2002 Census data that cited a total direct output for agriculture of $117.29 million and 1,554 jobs, and an estimated total output impact[20] of over $185 million to the County's economic activity and 2,500 jobs. This accounted for a total of 1.85% of the County's economic activity

[17] The 2007 Census of Agriculture reports an average age of 59.4 for farm operators in Alachua County, up from an average age of 57 in 2002 and 55.8 in 1997, consistent with statewide averages.

[18] More detailed data is found in the Information & Analysis section of the report beginning on page 9.

[19] The Census definition of a farm is any place from which $1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year.

[20] Total outputs include a summary of direct impacts as well as the indirect impacts (as agricultural operations purchase inputs from other businesses) and induced impacts (as farm owners and employees spend their earnings) resulting from the direct agricultural outputs.

attributable to agricultural productivity and sales, noting that for every dollar of direct sales in agriculture, $1.58 of economic activity results in the County.

Sustainable agriculture as a concept is relatively new, only emerging in the last several decades. While a definition has yet to be agreed upon, the general notion is that "sustainable agriculture must be an economically, environmentally, and socially balanced farming system that preserves the viability of resources for future generations." This is the description cited in a 2006 report, *Barriers to the Adoption of Sustainable Agriculture Practices,* released by Auburn University's Department of Agricultural Economics and Rural Sociology, sponsored by the USDAs Sustainable Agriculture Research and Education program. According to the report, there are several barriers to the implementation of sustainable practices, including economic factors, social perceptions, and regulatory barriers. However, implementation of sustainable agricultural practices in the County has the potential to allow for increased productivity, maximized profits, and protection of the County's valuable natural resources.

Retention of local agricultural operations and the promotion of sustainable agricultural practices can also contribute to energy conservation. Sustaining a local food supply helps to reduce the energy costs needed to ship and store foods, providing a more secure source of food for the community. Also, certain agricultural lands could be used for farming of biofuels or for carbon sequestration to help reduce the County's carbon footprint. Carbon sequestration has recently emerged as an opportunity for potential income for agricultural operations that can sell carbon credits, also called offsets, to utilities, manufacturing companies and others (such as the University of Florida) who want to offset their carbon emissions. Earlier this year the Florida Farm Bureau established their Carbon Trading Program to provide assistance to eligible operations. Thus, it is important when evaluating the support and promotion of agricultural operations to consider not only those agricultural operations that exist currently, but also consider the larger context and future opportunities for agricultural production. For these reasons, there are multiple benefits in helping to retain existing local agricultural operations while finding ways to promote more sustainable agricultural practices.

The policies proposed in the Energy, Economic and Future Land Use Elements all help to further promote and support sustainable local agricultural operations, while expanding on the policy framework to address the various types of agriculture and related uses, such as urban agriculture and agricultural processing.

The County implements the Rural/Agriculture future land use designation in the Unified Land Development Code (ULDC) through establishment of the Agriculture (A) and Agriculture-Rural Business (A-RB) Zoning Districts. The Agriculture (A) District allows three acre minimum lot sizes provided the density of one unit per five acres is met, and the A-RB District allows for nonresidential lots ranging from one to three acres in size. The ULDC also includes a set of standards for Rural/Agriculture Clustered Subdivisions as established in the Comprehensive Plan, allowing the 50% open space set-aside to include agricultural uses. This allows a farmer to develop a portion of their property utilizing the permitted density for the entire site by clustering the units onto smaller lots while retaining a portion of the property in active agricultural use, excluding only more intensive agricultural uses such as feedlots or milking barns.

Chapter 406 of the ULDC includes the standards for protection of natural resources in the unincorporated area. In some cases, separate approaches apply to agricultural uses. In September of 2008 Alachua County also adopted an expanded set of policies in the Comprehensive Plan to establish a Transfer of Development Rights Program in an effort to provide market based incentives to

maintain agricultural uses as well as to protect Strategic Ecosystems and properties on the Alachua County Forever acquisition list. The implementing land development regulations were adopted in 2009.

Information and Analysis[21]

Alachua County has experienced a steady rate of growth (approximately 2-3% annual increase in population) over the last several years, and development trends have pushed development further into the western portion of the Urban Cluster designated on the Future Land Use Map. Overall, since adoption of the current Comprehensive Plan in 2002, municipalities have annexed approximately 16,500 acres of the unincorporated area. The cities of Alachua, Archer and High Springs have all expanded their boundaries by over 1,000 acres while the City of Newberry has grown by over 3,500 acres. Because of soil conditions and the resulting amount of wetlands in the eastern half of the County, much of the County's agricultural activity occurs in the west although there are a great deal of timber holdings in the east. As the population grows, and development spreads into rural areas, less land is available for agricultural production.

Recent data shows roughly a 3% increase in the amount of land area in farms from 1997 to 2002, with an increase of approximately 18,000 acres. This is followed by a drop of about 50,000 total acres from 2002 to 2007, which translates to a 22% decrease. So in the last 10 years, the overall proportion of land in farms in the County dropped roughly 5%, decreasing by a total of 31,577 acres.

Data from the Property Appraiser's office indicates roughly a four percent decrease in land area totaling over 24,000 acres from 2003 to 2007 in the amount of land in the County with the agricultural classification, but showed a slight increase from 2007 to 2008, leaving an overall reduction of approximately 21,000 acres through 2009.

There have also been several developments approved in the Rural/Agriculture land use category since the year 2000:

- Nearly 600 new residential units
- Approximately 3,600 acres of residential development
- Approximately 20% of new units clustered
- Nearly 80% of new units clustered from 2007-2008

It is important to note that these new lots are only a portion of the over 4,300 existing vacant lots under 10 acres currently in the Rural/Ag land use category, which altogether total more than 19,000 acres.

TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

The Alachua County Comprehensive Plan update adopted in 2002 identified development of a voluntary Transfer of Development Rights (TDR) program as one of the strategies to encourage continuation of productive agricultural uses and identified a preliminary policy framework for development of such a program. In 2007 and 2008 the County conducted a series of stakeholder

[21] For more detailed information, please refer to the adopted Evaluation and Appraisal Report, Chapter 6, Major Community Issues.

meetings to develop a TDR program that would be suited to the circumstances in Alachua County. The County revised the preliminary policies relating to TDR that were in the 2002 Plan and in September 2008 adopted Comprehensive Plan amendments incorporating the full policy framework for implementation of a voluntary TDR program. Updated policies in the Future Land Use Element now also include reference to the TDR program. Use of the TDR program by private landowners will also help further the greenhouse gas reduction goals in the Energy Element by serving as 'energy conservation features' that can help sequester carbon per the statutory requirements adopted under HB 697 in 2008.

CARBON SEQUESTRATION

An emerging topic of discussion in the agricultural arena is that of carbon sequestration. Many big businesses and public entities such as utilities and universities, either voluntarily or through regulation, are making a commitment to become 'carbon neutral' or reduce their 'carbon footprint,' terms used to describe reducing greenhouse gas (GHG) emissions and resulting impacts of such emissions on the environment. The way to achieve such reductions is through the purchase of carbon credits from entities whose activities 'offset' or reduce the effect of GHGs. Many of these activities exist within agricultural operations meeting certain criteria, including grazing lands, forestry practices and waste products, certain types of conservation soil tillage and facilities that participate in the collection and combustion of methane.

Gainesville Regional Utilities (GRU) is also developing a carbon-neutral, 100 megawatt biomass facility in the City of Gainesville using leftover waste wood from timber harvesting and other indirect sources such as urban vegetation. The plant is set to be online by 2013.

Policy revisions in the Future Land Use Element as well as new policies in the Energy Element seek to retain and keep data on those areas that serve as carbon sinks within the County, including agricultural areas, and address working with landowners to facilitate participation in programs that assist with implementation of sustainable agricultural practices that also help capture more carbon in the soil. These policies also help to implement statutory requirements to reduce greenhouse gas emissions as adopted in HB 697.

AGRITOURISM

While the City of Gainesville is primarily a college town, Alachua County offers a unique opportunity for an agritourism market. The County has a vast amount of natural and cultural resources and can draw crowds not typical for its size. There is potential for creating a market for agritourism with the people visiting the county for sporting events, cultural events or coming to visit any of our natural resources.

In the past several years, rural landowners have approached the County to inquire about hosting educational tours and classes related to various agricultural operations. To the extent such activities involve new buildings or significant generation of traffic the Comprehensive Plan and ULDC do not provide clear guidance related to such activities. The Alachua County Visitors and Convention Bureau also receives requests at times for agritourism locations, and there are already several locations in the County. There are historic farm sites such as Dudley Farms State Park and Marjorie Kinnan Rawlings State Park, as well as private farms that are open to the public including Mill Creek Retired Horse Farm and the Greathouse Butterfly Farm. There are also several other seasonal activities such as farmers markets, 'U-Pick' produce operations and farms that host seasonal events such as corn mazes or Christmas tree sales.

Portions of US 441 are now recognized as a Florida Scenic Byway (with possible national designation in the future), much of which is lined with agricultural operations that could market themselves as being associated with the Byway. The County's Rural Concerns Advisory Committee also hosts an annual tour of agricultural operations in the County and larger region that are open to the public. An opportunity exists, especially with the new potential for support from FDACS, to improve the linkages between these various operations and events to further promote agritourism in Alachua County and provide a potential alternative source of income for agricultural operations.

Policy revisions in the Future Land Use Element and Economic Element help to further clarify and encourage the allowance of agritourism related uses both within the Rural/Ag area and within Rural Clusters.

LOCAL FOOD SYSTEM/FOOD SECURITY

With the recent rise in fuel prices and concerns with food safety, there are multiple benefits in promoting a local or regional food supply. The recommendations of the Land Use and Transportation Subcommittee of the County's Energy Conservation Strategies Commission (ECSC) include several recommendations relating to maximizing local food production and processing[22]. Local agricultural operations could greatly benefit from increased support and use of local agricultural products through decreased costs and increased recognition and awareness in the local community. While food production and sales are influenced largely by the market in the private sector, there may be opportunities within the Comprehensive Plan to further promote the support of local food systems., This could include support of farmers markets and community gardens, increased attention to food processing and packaging needs, and assistance with access to data useful in promotion of a local food system. Some data needs suggested by the ECSC include assessing the amount of land needed to produce enough food to meet the daily caloric needs of the County's population and preparing an inventory of public lands and rights-of-way within the County that might be suitable for cultivation (community gardens, edible landscapes, etc.). Policies in the new Energy Element speak to partnerships with the community to determine the County's local food shed and address any needs to further support the development of a local food system.

Community gardens are becoming more and more prevalent within urban and suburban neighborhoods, as residents living on smaller lots look for a place to grow their own foods. Some local examples are the Dreamers' Garden in the Grove Street neighborhood in the City of Gainesville and the community gardens located on the University of Florida Campus. Community gardens not only provide the benefit of local food for the individuals that participate, but also can provide additional greenspace within communities. Participants provide the upkeep themselves, so little input is required by the public sector. If community interest exists for such gardens, there are opportunities for local government to become more involved. One possibility to explore is the County leasing surplus lands to local groups for community gardens.

Policy revisions to the Future Land Use Element provide a more direct allowance for related uses that can support a local food system, such as agricultural processing facilities farmers' markets and community gardens, and call for revisions to the ULDC to provide thresholds below which such uses can be permitted administratively or through the development review process.

[22] A link to the full draft report of the ECSC subcommittee is included at the end of this paper.

Opportunities also exist for using local foods in the public institutions within the County. As part of the 2008 Rural Concerns Committee's Tour of Agriculture, the IFAS facility in Citra highlighted their partnership with the Marion County Jail, who provides inmate labor in exchange for produce from the farm used to feed inmates at the jail. Since the tour, the Alachua County Sherriff's Office has begun to explore the possibility of a similar partnership with IFAS to provide local food for the Alachua County Jail. The Alachua County Extension Office is also working with the University of Florida to explore the possibility of using more locally produced foods on their campus, and works through the public school system to help students establish gardens on many campuses around the County. As part of their 'Farm to School' initiative, FDACS has instituted an online network to connect local farmers with County school personnel to help facilitate the sale of local products to local schools. Policy revisions in the Plan will assist in the facilitation and intergovernmental coordination with such efforts to help retain and promote local agriculture.

AGRICULTURAL PROCESSING

As part of the Evaluation and Appraisal Report process the Board of County Commissioners adopted a recommendation 4.6.2: "Evaluate Industrial and Rural/Agriculture land use categories and assess policies for the location of certain types of agricultural product processing facilities (i.e., food, fuel and fiber) within the County and determine whether changes are needed." This recommendation was originated as part of the Energy Conservation Strategies Commission Report as a means by which to help develop and support a local food system.

Comprehensive Plan Policy Framework – Agricultural Processing

Section 6.0 of the Future Land Use Element in the Comprehensive Plan includes the policies guiding both agricultural activities generally, and the use of land with a Rural/Agriculture designation on the Future Land Use Map. Policy 6.2 lists the allowable uses in areas designated for Rural/Agriculture, which in addition to agriculture and rural residential uses include "those commercial or other uses on a limited scale serving or ancillary to agricultural activities, such as farm equipment and supplies, sales or service, and agricultural products distribution." In addition, this policy is being revised to include "limited agricultural processing."

Section 4.0 of the Future Land Use Element outlines the uses appropriate with areas designated for Industrial development on the Future Land Use Map. There are policies that address a more traditional type of manufacturing and industrial activity, as well as policies addressing 'light industrial' in an industrial park-style setting. These policies are being updated to address the 21st century style, technology-based industrial uses that may be more suitably located in mixed-use settings with other office and commercial uses. There is also a separate recognition of what is referred to in the Plan as 'materials-oriented industrial,' which addresses a subcategory of higher-intensity activities that are most appropriately located in the Rural/Agriculture area.

Policy 4.1.1 outlines standards for materials-oriented industrial uses that are either "dependent on natural resources found in the rural area," or "based on raw agricultural products, materials, or activities at or proximate to the site." Some examples of such a use could be certain mining-related industrial activities (e.g. Portland Cement Plant), a paper plant, lumber mill, or some types of biofuel plants. The policies for these uses require a Comprehensive Plan Amendment, subject to a determination by the County Commission that "(a) its location outside of the urban cluster at or near the site of those resources or materials is appropriate, and (b) its location within the urban cluster is inappropriate." Uses in this category are also subject to an economic analysis focusing on the economic characteristics of the material oriented use that warrant location proximate to resources or materials found in the rural area rather than in an urban area with the infrastructure appropriate for other Industrial uses. The policies also require an analysis of the costs of locating in the industrial area

versus the rural area, as well as the public infrastructure and services needs, effect on the local economy, and public health and environmental impacts.

In addition, the new policy 6.1.8 provides direction the land development regulations to identify where agricultural processing activities may be most appropriately located, recognizing a threshold above which agricultural processing activities become an industrial activity better suited for the urban area on property with an Industrial land use designation versus activities that could appropriately be located within the Rural/Agriculture area. Industrial uses need access to adequate transportation infrastructure, central water and sewer facilities, and are expected to have impacts such as noise, fumes, etc. The ULDC currently allows for some agricultural processing activities by Special Exception in the Agriculture zoning district, and as of right in the Agriculture- Rural Business district, but it does not adequately address the thresholds and other associated issues discussed here. The policy language calls for guidance on the more detailed criteria and provisions for the approval of such uses and the specific thresholds that determine their location to be included in the Unified Land Development Code (ULDC) to facilitate approval through an as of right process. Examples of the various scales of processing activities are described below in the context of the three categories identified in the EAR: food, fuel and fiber.

Examples of Agricultural Processing

Food processing activities vary greatly in scale and intensity. Some activities, such as packaging of products grown on site for distribution, are allowable as part of an agricultural operation with no more than a building permit or other administrative permit. There are other activities that involve processing of food products offsite, such as a certified kitchen facility for the creation of value added products, or a centralized packing and/or distribution facility for use by multiple farmers that may be appropriate within either the Rural/Agriculture area or a Commercial or Industrial land use in the urban area, subject to a defined set of standards in the ULDC and some level of site plan review by the County's Development Review Committee. Still other activities, such as a commercial canning facility, are better suited for the urban area in an industrial land use category due to factors such as high traffic volume, need for central water and sewer facilities, and need for access to transportation infrastructure.

The processing and manufacturing of agricultural products and resources into fuel sources has recently evolved from the processing of whole trees into cut firewood ready for sale and distribution to include the processing, extraction, and distillation of biofuels. The technology and process of manufacturing biofuels is both new and evolving. Depending upon the character of the particular range of activities, some biofuels uses may be suitably located in the Rural/Agriculture area, subject to performance standards in the Comprehensive Plan. However, further analysis may determine that biofuel production is better suited to areas designated for Industrial uses. Factors for consideration include noise considerations, consumptive water use and other impacts to the natural environment, and potential need for proximity to livestock for consumption of outputs (depending on the source product).

Processing of wood and other fibers can also vary in scale and intensity, from wood chipping and spinning fiber to engineered wood processing, truss manufacturing, or textile manufacturing. Some activities may be appropriately located in the Rural/Agriculture area, such as mulching or wood-chipping, which are of smaller scale/lesser impacts (e.g. limited transportation impacts, appropriate on well and septic) or have a need to be located close to the fiber source in the rural area. Uses that need to be located close to the source but have more intense activities (such as high truck traffic for delivery of inputs and/or outputs, water usage, or noise impacts) may be of such intensity that the activity should be treated as materials-oriented industrial as described above. Once the activity reaches a certain scale or involves a higher level of non-agricultural inputs, it may be more appropriately classified as an Industrial use in the urban area, such as truss or textile manufacturing.

SUSTAINABLE AGRICULTURE STRATEGIES

As stated earlier, the current Comprehensive Plan includes very little that specifically addresses sustainable agriculture. However, there are several policies in the Future Land Use, Conservation and Open Space, and Economic Elements that promote sustainable agricultural principles (full text of these policies is at the back of this report). The Future Land Use Element encourages clustered subdivisions in the Rural/Agriculture Future Land Use Category with 50% set asides that can be maintained in productive agriculture. The Future Land Use and Conservation and Open Space Elements require adherence to adopted Best Management Practices (BMPs) and encourage voluntary participation in certification programs that exceed BMPs. The Future Land Use and Economic Elements both include policies to support and promote markets and programs that promote locally produced agricultural goods.

Sustainable agriculture varies largely depending on the type of farm and characteristics of the land on which it is located, making it difficult to define what specific practices define sustainable agriculture. The USDA's Sustainable Agriculture Research and Education (SARE) Program places emphasis on the primary goals of sustainable agriculture, explaining that each farmer or rancher develops their own strategies to achieve these goals. In the SARE Report *Exploring Sustainability in Agriculture*, the following primary goals are identified:

- Providing a more profitable farm income
- Promoting environmental stewardship, including:
- Protecting and improving soil quality
- Reducing dependence on non-renewable resources, such as fuel and synthetic fertilizers and pesticides, and
- Minimizing adverse impacts on safety, wildlife, water quality and other environmental resources
- Promoting stable, prosperous farm families and communities

The report goes on to include examples of various practices utilized around the Country to achieve these goals. Some of the practices identified include diversified crop rotations, pasture-based dairy farming, conservation tillage, the use of cover crops and rotational grazing, integrated pest management, direct marketing and community supported agriculture enterprises.

Implementation of such practices is primarily driven by the interest of the farmers themselves and by the costs and benefits associated with achieving these goals. In the State of Florida there are statutory limitations on the degree to which a local government can regulate the practices of a bona-fide agricultural operation. The Right to Farm Act (823.14 F.S.) and the Agricultural Lands and Practices Act (163.3162 F.S.) both prohibit a local government from adopting policies or ordinances that prohibit, restrict or limit operations of an agricultural entity that is otherwise regulated by the regional water management district, the State, or the Federal Government. The County can, however, encourage and promote the use of sustainable practices through the policies of the Comprehensive Plan.

COUNTYWIDE VISION

The need for retention of existing agriculture and promotion of sustainable agriculture go hand in hand with the Countywide Vision adopted by the Countywide Visioning and Planning Committee

(CVPC) in 2005 and updated earlier this year. The vision speaks to directing growth toward existing centers and preserving greenbelts around municipalities in the County, including some of the following action strategies:

- Concentrate future growth within existing municipal boundaries.
- Create greenbelts/open spaces as buffers between communities utilizing public lands, conservation easements, transfer development rights, and other tools.
- Promote fiscally and energy efficient growth and land use patterns.
- Pursue policies jointly that protect key natural resources
- Promote the creation of local renewable energy and energy efficiency policies and goals, as well as implementation plans to achieve them.
- Create an incentive program to encourage private landowners to keep their lands in active agricultural use or as undeveloped preserve areas.

URBAN SERVICES LINE

As part of the assessment of the Urban Cluster, the Urban Services Line (USL) established as a phasing tool through 2010, and related policies in the Future Land Use Element, are proposed to be eliminated. The Urban Services Line, which was drawn primarily on the basis of the extent of centralized potable water and sanitary sewer lines, was adopted on the Future Land Use Map with related policies 7.1.3.A, 7.1.3.B, and 7.1.3.C in the Future Land Use Element as part of the last major update of the Comprehensive Plan in 2002; the Line and related policies went into effect in May 2005 when the 2002 Plan update (which was subject to a legal challenge) became effective. According to Policy 7.1.3.A, the USL identified the limits of the area inside the Urban Cluster within which phased development would be promoted through the year 2010. The policies identify a process for special review and approval for new development proposals which are located within the Urban Cluster but outside the Urban Services Line.

According to the existing Policy 7.1.3B., new development in these areas requires a special review and approval process which considers several factors such as: availability of central water and sewer; adequacy of the local road network, including interconnected bicycle and pedestrian facilities; availability of public transit; availability of recreation facilities; adequacy of public protection facilities such as law enforcement, fire and emergency medical services; adequacy of public schools; and a management plan to preserve conservation areas.

The Comprehensive Plan policy framework relating to the provision of public services and facilities in these areas has been updated since 2002, including adoption of the Public School Facilities Element which established concurrency requirements for public schools, and updates to policies on central water and sewer connection and transportation mobility. Facilities and services for central water and sewer, recreation, and fire rescue outside the USL have been provided or extended within the area. The factors identified for consideration as part of the special approval process for development in the area are now addressed through other Comprehensive Plan policies. There has also been substantial new development built and approved within the area affected by the USL since 2002. A discussion of these factors is provided below.

Analysis of Adopted Policies on Factors for Consideration for Development Proposals Outside the USL

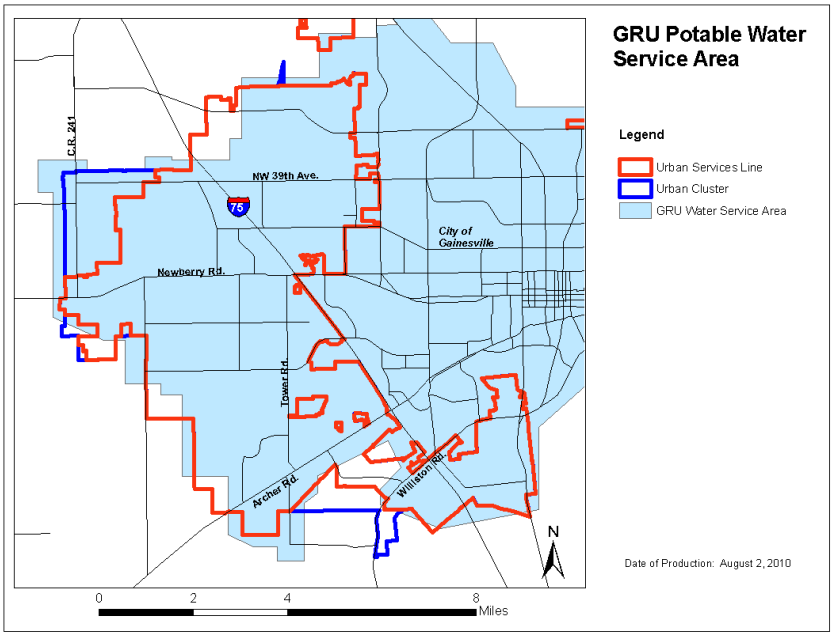
7.1.3.B. Any new development proposals in areas designated for urban residential uses within the Urban Cluster but outside the Urban Services Line shall require special review and approval.

a. *Applications for such approvals shall be considered based on the following factors:*

1. Documented commitment by both the applicant and the provider of centralized potable water and sanitary sewer facilities to connect the new development to such facilities.

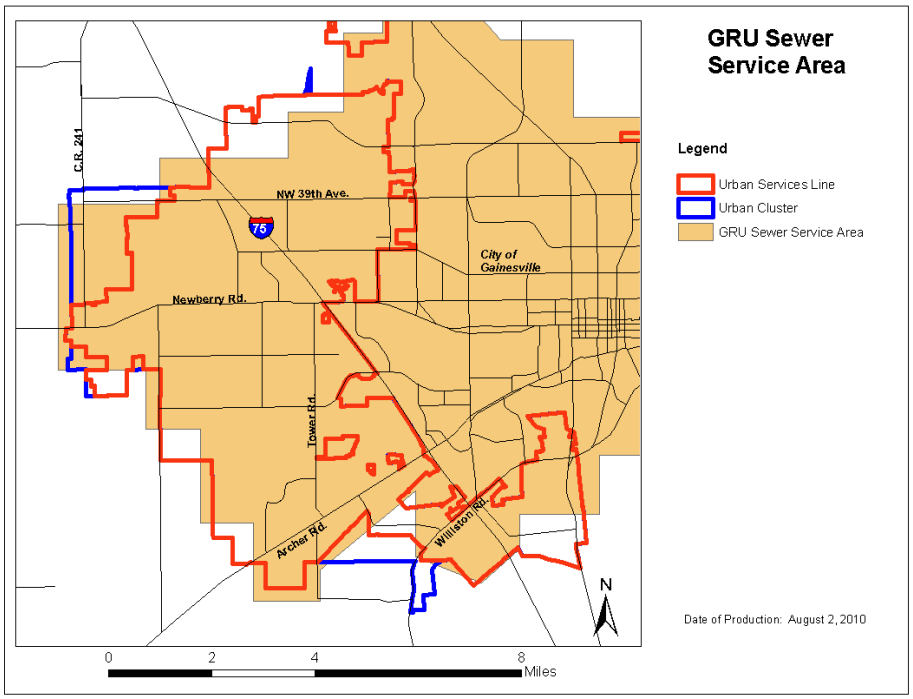
Potable water and sanitary sewer lines now extend beyond the USL to the western limits of the Urban Cluster. This is largely due to new development that has occurred since 2002, which has been required to connect to central water and sewer. Policy 2.1 of the Potable Water and Sanitary Sewer Element requires that new development in the Urban Cluster connect to a centralized potable water and sanitary sewer system. New development in the Urban Cluster generally cannot be approved unless it is connected to central water and sewer. Exception to this requirement may be approved by the County Commission for instances where connection is infeasible because of specific engineering factors. A proposed change to the Potable Water and Sanitary Sewer Element, as part of the EAR based amendments, would provide that no exception may be granted for new residential subdivisions of 3 or more lots.

Gainesville Regional Utilities Potable Water Service Area



Source: Gainesville Regional Utilities. Map is based on location of existing service lines with a ¼ mile buffer.

Gainesville Regional Utilities Sanitary Sewer Service Area



Source: Gainesville Regional Utilities. Map is based on location of existing service lines with a ¼ mile buffer.

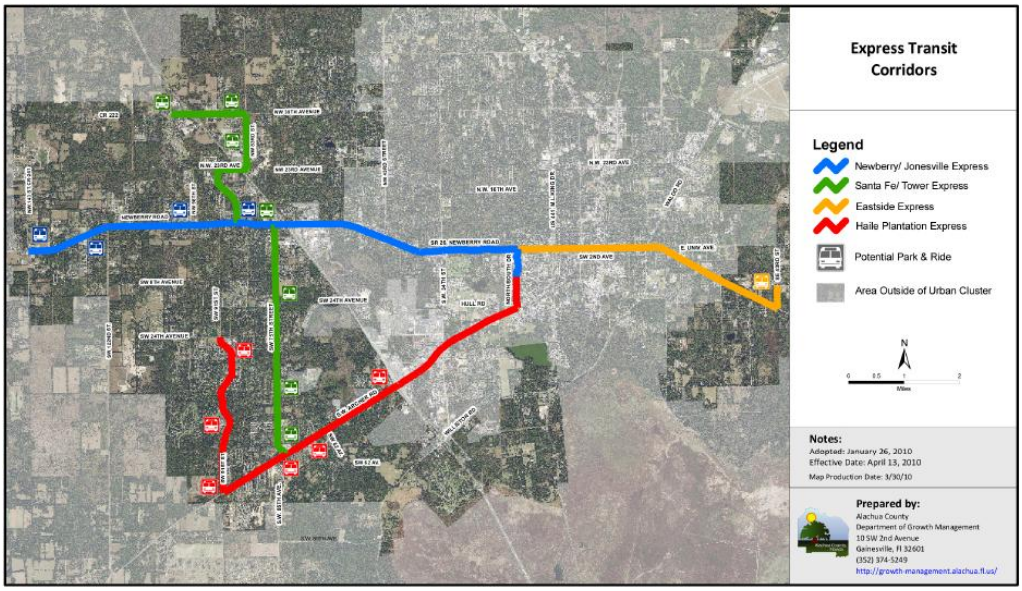
2. *Adequacy of the local road network to serve the development (....)*

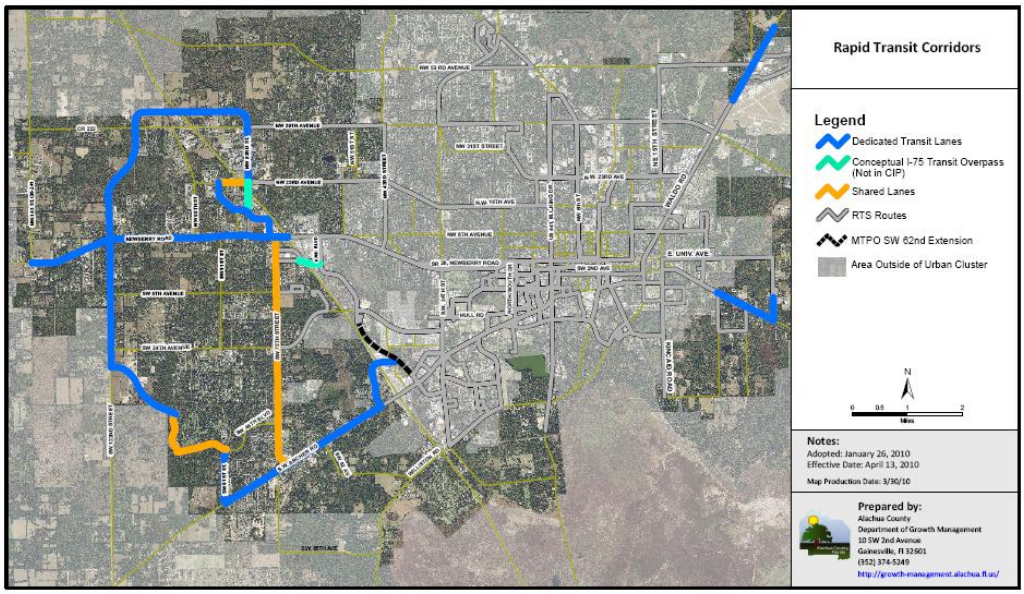
The Alachua County Mobility Plan was adopted as an amendment to the Comprehensive Plan in January 2010. This amendment established an area-based level of service calculation for roads, and added level of service standards for bicycle and pedestrian facilities. The Mobility Plan included policies which direct the establishment of a multi-modal transportation fee to ensure that development in the Urban Cluster funds mobility and fully mitigates its impact to the transportation system. Development in the Urban Cluster will now satisfy its transportation concurrency obligation through payment of the multi-modal transportation fee.

3. *Existing public transit within 1/4 mile of the development or a planned public transit line (....)*

As part of the Mobility Plan, the Comprehensive Plan now includes a financially feasible plan for rapid transit and express transit service within the Urban Cluster, including planned rapid transit and express transit routes to the Jonesville area.

Express Transit and Rapid Transit Corridors Maps (from adopted Comprehensive Plan)





4. Availability of Neighborhood and Community recreation within effective service areas.

Jonesville Park, which is a community park, was constructed over a period of years subsequent to 2002 on County Road 241 within the area affected by the USL. Amendments to the Comprehensive Plan are proposed as part of the EAR-based Comprehensive Plan update to use the Park Planning Districts identified in the Alachua County Recreation Master Plan as service areas to analyze the recreational needs of different geographic areas throughout the County.

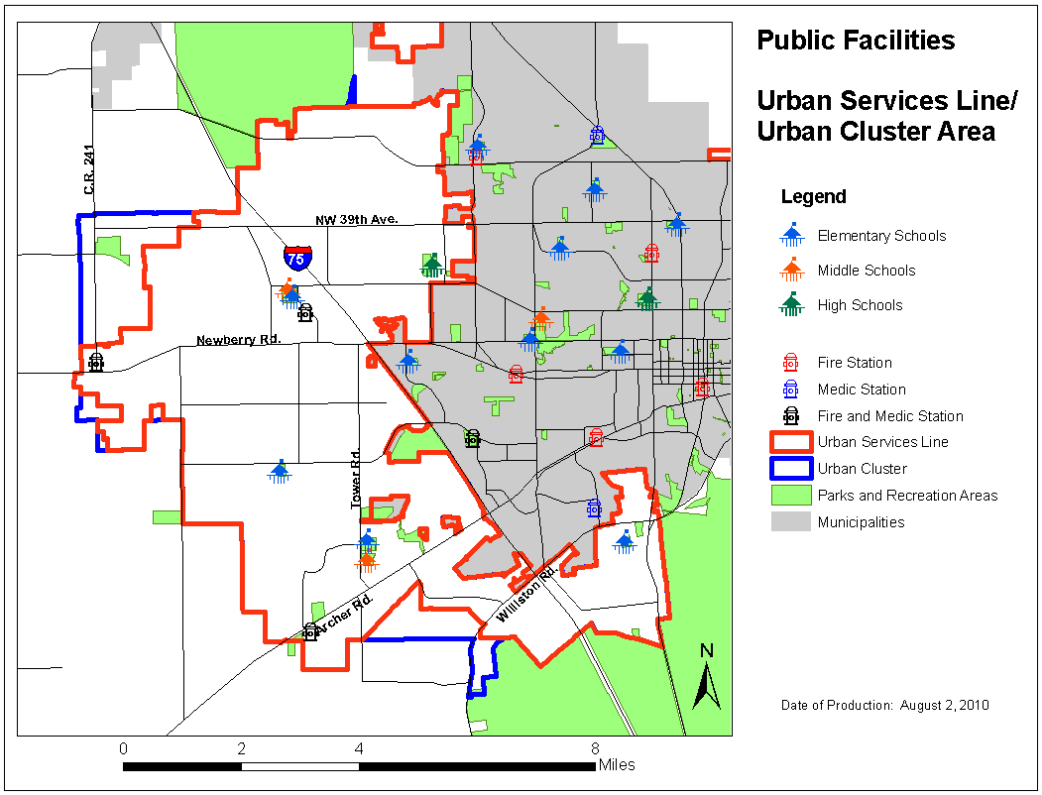
5. *Adequacy of public protection facilities, such as law enforcement, fire services and emergency medical services, to serve the development, including impacts to Level of Service guidelines established in the Capital Improvements Element.*

Alachua County Fire Station 17 has been built on County Road 241 in Jonesville since the 2002 Comprehensive Plan update. The new station provides enhanced fire protection services and faster response times for the west portions of the Urban Cluster.

6. *Adequacy of public schools to serve the development and impacts to school capacity per School Board of Alachua County school zones.*

The Public School Facilities Element was adopted into the Comprehensive Plan in 2008, and establishes level of service standards and capital facility planning requirements for public schools throughout the County in coordination with the School Board.

Public Facilities (Schools, Parks, and Fire Stations)



7. *A management plan for Conservation areas, as identified in the Conservation and Open Space Element, within the proposed project site, including site planning techniques to preserve environmentally sensitive areas.*

The Comprehensive Plan contains extensive policies which provide for protection of any conservation areas identified in the Conservation and Open Space Element. Additional protection policies or management plans required by this policy would not provide any additional natural resource protection beyond what is currently required in the Comprehensive Plan.

Existing Land Uses

An evaluation of the existing land use in this area indicates that much of the area is now either developed or has been divided into platted parcels for residential use. The Urban Cluster contains approximately 37,000 acres, and the portion located outside the Urban Services line is approximately 2,560 acres. This includes large areas in the west portion of the Urban Cluster and a smaller area in the south portion of the Urban Cluster. The tables and maps on the following pages show the existing land use for the areas inside the Urban Cluster but outside the Urban Services Line, for both the west and south areas.

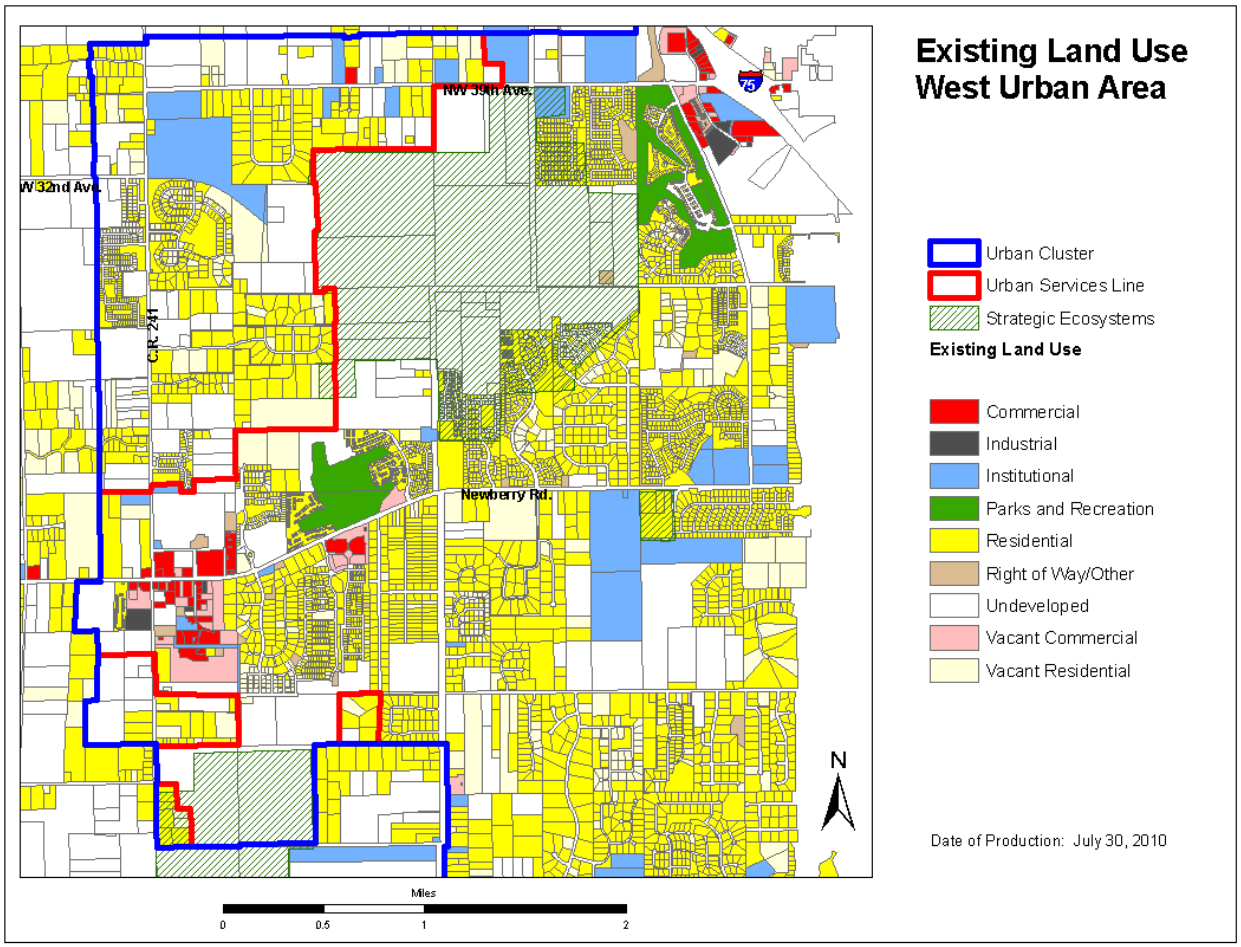
When the Urban Services Line was initially established as part of the 2002 Plan update, there was relatively little development in the areas outside the Urban Services Line but inside the Urban Cluster. Public facilities such as potable water, sanitary sewer, recreation, schools, fire/rescue services and transportation were either not immediately available or planned for in the Comprehensive Plan. Since 2002, there has been significant development activity in the areas outside the Urban Services Line but inside the Urban Cluster, particularly in the western portions of the Cluster along the C.R. 241 corridor. Many of these developments are fully or partially built out. Of the roughly 1,780 acres of land in the western portion the area outside the Urban Services Line but inside the Urban Cluster, approximately 441 acres are undeveloped. There are also several Planned Developments which have been approved but are not yet built. There are over 200 acres of undeveloped land in this area which are covered by approved Planned Developments. Once these Planned Development areas are built, there will only be about 200 acres of undeveloped land remaining in the western portion of this area.

Summary of Existing Land Use Outside of Urban Services Line and Inside Urban Cluster
West Urban Area

Existing Land Use Category	Acres
Residential	833
Vacant Residential	286
Institutional	212
Commercial	4
Right of Way/Other	4
Undeveloped	441
TOTAL	1,780

Source: Alachua County G.I.S., Property Appraiser Parcel Data, July 2010

Map of Existing Land Use Outside of Urban Services Line and Inside Urban Cluster
West Urban Area



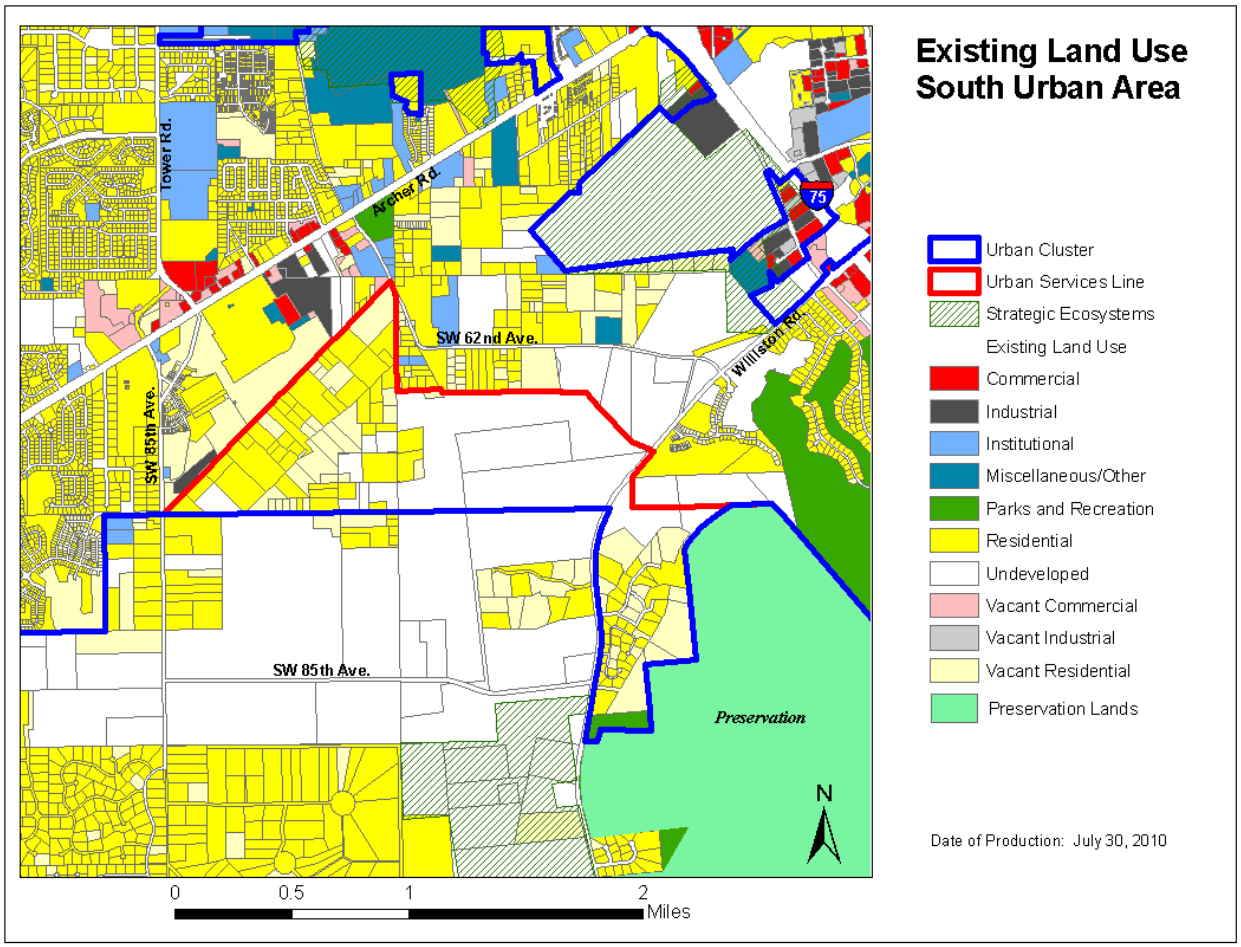
Source: Alachua County G.I.S., Property Appraiser Parcel Data, July 2010

Summary of Existing Land Use Outside of Urban Services Line and Inside Urban Cluster
South Urban Area

Existing Land Use Category	Acres
Residential	235
Vacant Residential	167
Undeveloped	366
Parks and Recreation	12
TOTAL	780

Source: Alachua County G.I.S., Property Appraiser Parcel Data, July 2010

Map of Existing Land Use Outside of Urban Services Line and Inside Urban Cluster
South Urban Area



Source: Alachua County G.I.S., Property Appraiser Parcel Data, July 2010

Conclusion

As discussed above, the Comprehensive Plan now addresses the issues which led to adoption of the Urban Services Line and related policies as part of the 2002 Comprehensive Plan update. The Line was intended to be a mechanism to phase growth in the Urban Cluster through 2010. Conditions affecting the area within the Urban Cluster but outside the Urban Services Line have changed with regard to existing land uses, and the availability of public services and facilities, including the Comprehensive Plan policies related to level of service. In light of the changed conditions affecting this area, the Urban Services Line and related policies are no longer needed as a mechanism to phase development in the Urban Cluster through the year 2010.

LISTED SPECIES UPDATES FOR IDYLWILD/SERENOLA AND CROSS CREEK

EAR Recommendation 6.4.1 *- Make necessary updates to special area plan policies in Idylwild/Serenola and Cross Creek Special Areas to reflect changes in federal guidelines for bald eagles.*

Statement of Issue
Review State and Federal agency listings for threatened and endangered species to determine if adjustments are needed, and assess related State and Federal Management Plans.

Issue Background – Listed Species
COSE Policy 4.9.7: —The County shall periodically review monitoring data from federal, state, regional, and local agencies to determine the status of listed species habitats in Alachua County.
The County shall use this information to maintain and provide, for the convenience of the public, a table of listed species and listed species habitats in Alachua County.

The Alachua County Environmental Protection Department (EPD) has continuously tracked listings and de-listings at the federal, state and FNAI (Florida Natural Area Inventory) levels. Tables of listed animal and plant species for Alachua County are derived from Federal and State list resources, which include: for animal species, Chapters 68A-27.003, 68A-27.004, and 68A-27.005, F.A.C.(state listing), and 50 CFR 17.11(federal listing); for plant species, the list resources include Chapter 5B-40.0055, F.A.C. (state listing), and 50 CFR 17.12 (federal listing).

Recent Legislative Changes – Listed Species
Some recent management plans have been provided by State Agencies of species relevant to property owners in the County for Gopher Tortoise and Bald Eagle (see below). The gopher tortoise (*Gopherus polyphemus*) has been upgraded by the Florida Fish & Wildlife Conservation Commission (FFWCC) from a Species of Special Concern to Threatened. The change in the listing will not impact existing requirements and language in the Comprehensive Plan, since the tortoise is still a listed species whose habitat is protected in accordance with the Conservation and Open Space Element.

The Bald Eagle (*Haliaeetus leucocephalus*) was removed in 2007 from the federal list of endangered and threatened species by the United States Fish & Wildlife Service (FWS) and at the state level by the FFWCC. FNAI still identifies the species as an S3 (which still qualifies the species as listed in Alachua County). Because of the delisting by the federal and state government, the bald eagle is no longer protected by the Endangered Species Act. However, the eagle is still protected by the Bald & Golden Eagle Protection Act of 1940 (Eagle Act) and the Migratory Bird Treaty Act. In 2007, the USFWS developed the Bald Eagle Management Guidelines that are the basis for the FFWCC Habitat Management Guidelines to ensure compliance with federal and Florida wildlife laws concerning bald eagles and to minimize potentially harmful activities around eagle nests. The new management guidelines change the buffer zones of 750 ft. and 1500 ft. to a single buffer zone 660 feet or less from the nest depending on the presence or absence of existing activities and visibility of the activity from the nest.

In the adopted Conservation and Open Space Element, conservation areas include natural resources that, because of their ecological value, uniqueness and particular sensitivity to development activities, require stringent protective measures to sustain their ecological integrity. These areas include listed species habitat. The County also periodically reviews and monitors data from federal, state, regional, and local agencies to determine the status of listed species habitats in Alachua County. The County uses this information to maintain and provide, for the convenience of the public, a table of listed species and listed species habitats in Alachua County.

Only two areas of the Comp Plan identified specific requirements for eagle protection and eagle nesting zones. These areas are the Cross Creek Special Area Study and the Idylwild/Serenola Special Area Study (SAS). Except for the fact that bald eagles are identified as a threatened or endangered species (FLUE policy 8.4.2.6), there are no references to a specific management plan and the language is broad enough to not be in conflict with the FFWCC Habitat Management Guidelines. The conflict is only in the Land Development Regulations that implement the Idylwild SAS, which specifically identify and apply the old FWS Habitat Management Guidelines for Bald Eagles in the Southeast Region.

The Cross Creek SAS policies specifically identify the old management guidelines (see FLUE policy 8.2.3.7.d.) and old nesting zones (see FLUE policy 8.2.3.f.3.). However, there is a section of interpretation (FLUE policy 8.2.3.7.c.) that provides some flexibility with consideration by the Board of County Commissioners on a case-by-case basis with any deviation from the standards contained in the section provided that the development is designed as a Planned Development (PD) and with consultation with FFWCC. As with Idylwild SAS land development regulations, the code language that implements these policies will have to be evaluated and updated as needed.

As part of the EAR-based Comprehensive Plan update, specific eagle nesting sites will be removed from the Special Area Study maps for Idylwild/Serenola and Cross Creek. While generally faithful to a successful nesting site, bald eagles will relocate nesting when a long-used nest falls, is wind-blown, or some disturbance factor causes them to relocate. Placing eagle nest locations on a map would therefore require changing the map each time an eagle pair moves to another location. The FFWCC routinely monitors eagle nest sites and maintains a database for this information.

Data and Analysis – Listed Species

The following terms are defined in the Comprehensive Plan relative to listed species and their habitat:

Critical Habitat (also called essential habitat): The specific areas that contain biological or physical features upon which a listed species depends. These include recently documented feeding, breeding, nesting, or repetitive use areas. Documented [adapted from 9J-2.041]: The existence of a scientifically credible occurrence record for a listed species, including surveys, scientific publications, or other information from a developer or landowner, local, regional, state or federal agencies.

Ecological Value: The value of functions performed by uplands, wetlands, and other surface waters to the abundance, diversity, and habitats of fish, wildlife, and listed species. These functions include, but are not limited to, providing cover and refuge; breeding, nesting, denning, and nursery areas; corridors for wildlife movement; food chain support; and natural water storage, natural flow attenuation, and water quality improvement, which enhances fish, wildlife, and listed species utilization.

Listed Species: Those species of plants and animals listed as endangered, threatened, rare, or species of special concern by an official state or federal plant or wildlife agency, or the Florida Natural Areas Inventory (FNAI, includes species ranked as S1, S2, or S3). These species are targeted for protection for a number of reasons, e.g. they are in imminent danger of extinction, are rapidly declining in number or habitat, or have an inherent vulnerability to habitat modification, environmental alteration, or human disturbance which puts them at risk of extinction. Federal and State sources for listed animal and plant species for Alachua County include: for animal species, Chapters 68A-27.003, 68A-27.004, and 68A-27.005, F.A.C.(state listing), and 50 CFR 17.11(federal listing); for plant species, the list resources include Chapter 5B-40.0055, F.A.C. (state listing), and 50 CFR 17.12 (federal listing).

Alachua County's listed rare and regulated plants are provided at the web link below in a table format that is accessible through the user's PC allowing for increased font size and printing capability.
http://www.alachuacounty.us/assets/uploads/images/EPD/Natural/summary%20of%20rare%20and%20regulated%20plants_v050508.pdf

Another web-link (below) provides similar capability for species discussed above.
http://www.alachuacounty.us/assets/uploads/images/EPD/Natural/listed%20species_animals_v010808.pdf

HOUSING ELEMENT
DATA & ANALYSIS

EAR RECOMMENDATION #7.2.1
Implement financial strategies to address the affordability of existing housing, promote the development of new affordable units, and prevent the replacement of affordable housing with more expensive housing or non-residential uses; and empower residents to purchase and retain market-rate housing.

EAR RECOMMENDATION #7.2.2
Investigate County's inclusionary housing incentives, particularly density, to determine why incentives are not effective.

EAR RECOMMENDATION #7.4.1
Review land use policies for possible barriers to providing special needs housing and identify ways to eliminate those barriers.

EAR RECOMMENDATION #7.4.2
Provide for periodic review of the SHIP (State Housing Initiatives Partnership) strategy to ensure that there is flexibility in the Special Needs Program in order to address the ever changing needs and circumstances of the special needs population, and develop stronger partnerships with special needs service providers to pursue opportunities to leverage SHIP funds with other resources.

OVERVIEW

Affordable Housing
In 2003, Alachua County completed the Affordable Housing Study called for in the Comprehensive Plan that identified two primary objectives for action: 1) the financial gap for moderate, low and very low income households must be closed, and 2) greater geographical dispersal of affordable units is needed to bring affordable housing closer to jobs and shopping areas. These objectives were addressed in the 2006 update of the Alachua County Unified Land Development Code by shifting the emphasis for residential zoning districts from minimum lot size to density ranges, by allowing for a mix of unit types within residential land use categories and through the provision of incentives for including affordable units within residential developments.

Additional detail on these housing issues is provided in Chapter 6 (pages 162-172) of the Evaluation and Appraisal Report on Alachua County Comprehensive Plan: 2001- 2020 and associated appendices.

Recent Strategies
Through local efforts such as the Affordable Housing Study and various state and national initiatives, the focus on affordable housing provision has continued to increase through the years. In a 2008 report to the County Commission staff reported the following information on three commonly used indicators of affordable housing, each of which suggests a continued need in Alachua County:

- Cost-Burdened Households;
- Gap between buying power and median sales price; and,
- Number of affordable homes sold.

As follow-up to the 2003 Housing Study and to specifically address the issue of inclusionary housing, a report and presentation were provided to the Alachua County Board of County Commissioners on March 24, 2009. The report indicated that communities with successfully implemented mandatory inclusionary housing programs were typically experiencing rapidly growing populations, rapidly increasing house prices, inability of employers to obtain or retain employees due to housing, and decreasing supply of existing affordable housing stock. A comparison of strategies to promote affordable housing provided in the County's land development regulations with strategies used in mandatory inclusionary housing programs showed that Alachua County employs many of the same strategies that are typically used in mandatory inclusionary programs.

Based on a set of recommendations from the Alachua County Affordable Housing Advisory Committee in February 2009, Alachua County employs the following strategies and incentives to promote affordable housing:

- Expedited permitting process for affordable housing;
- Payment of impact fees from General Revenue funding for affordable housing units meeting set criteria;
- Availability of long-term concurrency reservations for developments with affordable housing;
- Allowance of accessory dwelling units in residential areas;
- Allowance of flexible lot configurations and mixed unit types;
- Establishment of ongoing review process of the impact of regulations on affordable housing;
- Maintenance of an inventory of public lands with potential for use for the development of affordable housing; and,
- Promotion of development and growth near transportation hubs, major employers and mixed-use centers to reduce transportation costs for moderate and low-income households.

Financial Strategies

Since Fiscal Year 2007, Alachua County has provided impact fee assistance to very-low, low and moderate income households. Forty-seven households received a total of $91,915 in impact fee assistance. The funding source for impact fee assistance is the Alachua County General Revenue Fund. For State Fiscal Years 2007, 2008 and 2009, Alachua County – through its State Housing Initiatives Partnership (SHIP) Program allocation – provided $1,967,074.06 in funding for down-payment assistance, rehabilitation, single family housing/new construction, foreclosure intervention, and in conjunction with the first-time homebuyer tax credit program for 123 very-low, low and moderate income households.

In February 2010, the Alachua County Board of County Commissioners authorized an emergency repair program and down-payment assistance program for very-low and low income households. These programs are funded with administrative fees charged to developers who access the multi-family mortgage revenue bond program. Program details are provided in the Alachua County Housing Finance Authority Housing Assistance Plan.

Special Needs Housing

A review of land use policies did not reveal barriers to special needs housing. Policy changes are proposed to clarify regulations for group/community residential homes.

The Special Needs Program is a strategy identified in the County's Local Housing Assistance Plan (LHAP). Through an interlocal agreement, Alachua County and the City of Gainesville jointly sponsor the Special Needs Housing Program directed at the construction or rehabilitation of temporary, transitional, or long-term rental housing addressing the housing needs of persons described in the definition below.

The Alachua County SHIP Program has expended $205,937 in Special Needs funding since the inception of the program, providing grants to Arbor House (home for expectant mothers and single-mother families), Bridges of America (substance abuse treatment facility), Meridian Behavioral Healthcare (mental health and substance abuse treatment facility), Peaceful Paths (shelter for victims of domestic violence), Pleasant Place (home for expectant and parenting teens), and St. Francis House (shelter for homeless persons).

As required by state law, 65% of SHIP funds must be expended on home-ownership activities. Special Needs is considered a rental strategy (although no rents are charged). Typically, the population served by the Special Needs Program often has incomes in the extremely low income range (30% or less of Area Median Income). This is the primary way in which extremely low income residents are served by the SHIP Program. By way of its LHAP, Alachua County has made changes to the Special Needs Strategy to eliminate barriers to funding Special Needs housing projects, including elimination of the 50% match requirement and an increase in the maximum award per bedroom unit from $6,000 to $10,000.

In State Fiscal Year 2010, SHIP funds allocated for local governments were significantly less than previous allocations and could only be used for down-payment assistance. In State Fiscal Year 2011, local governments received a "zero" allocation of SHIP funds. Without SHIP funding, the Special Needs Program will not likely be implemented in the coming fiscal year.

The Alachua County Criminal Justice, Mental Health and Substance Abuse Grant Planning Committee is an advisory committee that is charged to make formal recommendations to the Board of County Commissioners regarding the implementation of the Criminal Justice, Mental Health & Substance Abuse Reinvestment Grant. This committee is comprised of representatives from local agencies that serve a broad range of the special needs population. One of the areas of focus for the committee is the issue of housing for the community's special needs population.

With input from the service providers for special needs persons – largely through the Alachua County Criminal Justice, Mental Health and Substance Abuse Grant Planning Committee – the following definition of "special needs" was developed:

> Special needs households include persons who are elderly, physically disabled, homeless, at risk of being homeless, or have extremely low incomes. These special needs populations may include more specifically defined subgroups such as farm workers, ex-felons re-entering the community, youth aging out of foster care, survivors of domestic violence, and persons with severe and persistent mental illness including co-occurring disorders, or persons with developmental disabilities.

Housing References:

Alachua County Department of Growth Management, Affordable Housing Needs in Alachua County, April 2008.

Alachua County Department of Growth Management, *Affordable Housing Study*, May 2003.

Alachua County Department of Growth Management, *Update on Inclusionary Housing*, March 2009.

"Alachua County Housing Finance Authority Housing Assistance Plan – FY 2009-2010, 2010-2011, 2011-2012", February 2010.

"Alachua County State Housing Initiatives Partnership (SHIP) Program 2010 Annual Report", September 2010.

Alachua County State Housing Initiatives Partnership (SHIP) Program Local Housing Assistance Plan, http://growth-management.alachuacounty.us/formsdocs/H_SHIP_LHAP.pdf

Center for Neighborhood Technology – Housing & Transportation Index, http://htaindex.cnt.org/

"Evaluation and Appraisal Report on Alachua County Comprehensive Plan: 2001 – 2020", July 31, 2009, http://growth-management.alachuacounty.us/comprehensive_planning/comprehensive_plan_update/documents/EAR_Draft_Document_for_8-11-09_BoCC(2).pdf

POTABLE WATER AND SANITARY SEWER ELEMENT
DATA & ANALYSIS

WATER AND SEWER CONNECTION REQUIREMENTS

EAR Recommendation #1.3.1- *Develop additional policy language addressing connection requirements to potable water and sanitary sewer for development within Urban Cluster: Such language should address the following: Revisions to the existing criteria for exceptions to the connection requirements (PWSSE Policy 2.1) shall provide additional groundwater protection measures by reducing the amount of effluent generated by development within the Urban Cluster for which an exception is granted (e.g., requiring waterless urinals or other ultra-low flow fixtures for non-residential development).*

EAR Recommendation #6.1.1- *Assess sufficiency of policies protecting wetlands, surface waters, springsheds, groundwater, wellfields, and water quality, including:*

- *linkages with stormwater management and promotion of low-impact development (LID) techniques, and potable water and sanitary sewer policies and implementation, and assess water conservation and reuse strategies.*

Summary of Adopted Policies on Water and Sewer Connection Requirements

The Potable Water and Sanitary Sewer Element (PWSSE) of the Comprehensive Plan provides specific policies that apply to land within the Urban Cluster, which require connection to potable water and sanitary sewer for all new development with limited exceptions related to engineering infeasibility. Data and analysis relating to these exceptions is provided on Page 228 of the EAR.

Approval by the Board of County Commissioners of potable water and sanitary sewer extensions beyond the Urban Cluster line must be based on one or more criteria, including:

- a finding that the extension protects public health and safety;
- the extension is necessary to enhance the safe, effective and efficient delivery of central water and sewer within an existing urban service area;
- a finding that the extension of such facilities would serve a purpose consistent with the comprehensive plan;
- a finding that the extension of such facilities is needed as part of a comprehensive expansion of public facilities to encourage urban development in a new area as part of a comprehensive plan amendment. Application of these policies occurs principally in the context of the development review process.

Data and Analysis - Water and Sewer Connection Requirements

Requiring development at urban densities to connect to central water and sewer lines reduces urban sprawl and promotes protection of wetlands, surface waters, springsheds, groundwater and water quality by managing withdrawals from the potable water supply and monitoring the treatment and discharge of effluent (sewage). In certain instances, development may be proposed in a location that is not served by central water and sewer facilities, and Policy 2.1 of the Potable Water and Sanitary Sewer Element of the Comprehensive Plan provides specific factors that must be considered for any exception to the connection requirements. These factors for evaluating exceptions to connection requirements are incorporated into the Land Development Regulations as part of the development review process.

A review of the quantity, frequency, and location of requests for exception to the water and sewer connection requirements showed that for the four-year period between January 1, 2005 to January 9, 2009, a total of nine (9) exceptions to the water and sewer connection requirements have been approved by the Development Review Committee (DRC) for developments in the Urban Cluster (see map of exception locations below). Over the same four-year period, approximately 130 applications for new development were approved in the Urban Cluster. Of the nine development projects that were granted exceptions to the connection requirements, seven of the developments were churches, one development was a 13-lot residential subdivision, and one was an accessory office for a self-storage warehouse facility. This suggests the overall number and scope of exceptions (approximately 7% of all new development plans) granted is small compared to the total number of development projects approved in unincorporated Alachua County, and primarily involve non-residential uses generating limited effluent.

As part of the EAR-based Comprehensive Plan update, revisions to the Potable Water and Sanitary Sewer Element Policy 2.1 are proposed to limit any exceptions to the central water and sewer connection requirement to non-residential uses, and also provide additional groundwater protection measures by reducing the amount of effluent generated by development within the Urban Cluster for which an exception is granted (e.g., requiring waterless urinals or other ultra-low flow fixtures for non-residential development).

Strategies to Address Issue - Water and Sewer Connection Requirements

Develop additional policy language addressing connection requirements to potable water and sanitary sewer for development within Urban Cluster: Such language should address the following:

1. Revisions to the existing criteria for exceptions to the connection requirements (PWSSE Policy 2.1) shall provide additional groundwater protection measures by reducing the amount of effluent generated by development within the Urban Cluster for which an exception is granted (e.g., requiring waterless urinals or other ultra-low flow fixtures for non-residential development).

2. Review, consolidate, and revise policies as necessary to address the requirement of Section 163.3180(2)(a), F.S. that adequate water supplies shall be in place and available to serve new development no later than the issuance by the local government of a certificate of occupancy, in consultation with the applicable water supplier.

WATER SUPPLY CONCURRENCY

EAR Recommendation #1.3.2 - *Review, consolidate, and revise policies as necessary to address the requirement of Section 163.3180(2)(a), F.S. that adequate water supplies shall be in place and available to serve new development no later than the issuance by the local government of a certificate of occupancy, in consultation with the applicable water supplier.*

The Alachua County Comprehensive Plan contains several policies relating to availability of water supplies to serve new development through coordination with water suppliers. The adopted policies focus on coordination with potable water suppliers and the Water Management Districts on water supply issues, as well as concurrency for public potable water facilities. The adopted water supply policies are contained within various elements of the Plan, and the EAR recommended that these policies be reviewed, revised, and consolidated as needed to address recent legislative updates relating to water supply.

The relevant Comprehensive Plan policies relating to water supply concurrency and planning requirements are summarized below.

Conservation and Open Space Element

Policy 4.5.9 Local government cooperation and coordination in the evaluation of current and projected water needs and sources.

Policy 4.5.10 (....) Development shall occur only when adequate water supplies are concurrently available to serve such development without adversely affecting local or regional water sources or the natural ecosystem.

Potable Water and Sanitary Sewer Element

Objective 7 To protect the potable water supplies and sources.

Policy 7.2 Alachua County shall coordinate with the St. John's River Water Management District (SJRWMD) and/or the Suwannee River Water Management District (SRWMD) in determining and assessing impacts of proposed developments on the County's potable water supplies.

Policy 7.3 Alachua County shall coordinate future land use designations of this plan to ensure that water is available in sufficient quantity and quality.

Intergovernmental Coordination Element

Policy 3.4 In order to ensure adequate provision of utilities for proposed land uses in the Comprehensive Plan, Alachua County shall continue to include utility companies on the County's Development Review Committee.

Capital Improvements Element

Policy 1.3.2 Require public facilities and services needed to support development to be available concurrent with the impacts of development and require issuance of a Certificate of Level of Service Compliance (CLSC) as a condition of all final development orders.

Recent Legislative Changes - Water Supply Concurrency

Legislative changes in 2005 modified Chapters 163 and 373, F.S., to further enhance the coordination of water supply and land use planning, including the addition of water supply to the items subject to requirements for concurrency, and additional requirements for coordination of local government Comprehensive Plans with Regional Water Supply Plans. Chapter 163.3180(2)(a), F.S. was modified to require that adequate water supplies (in addition to public water facilities) must be determined by the local government to be available to serve the water supply demands of new development no later than the issuance of a certificate of occupancy (or functional equivalent), in consultation with the applicable water supplier. Chapter 163.3177(6)(c), F.S. was also modified to require that the Comprehensive Plan be updated within 18 months of an updated Regional Water Supply Plan to incorporate the alternative water supply projects selected by the local government from those

identified in the regional water supply plan pursuant to Chapter 373.0361(2)(a) or proposed by the local government under Chapter 373.0361(7)(b), F.S. This includes the requirement that the potable water element identify alternative water supply projects and traditional water supply, conservation, and reuse projects necessary to meet the water needs identified in Chapter 373.0361(2)(a) within the local government's jurisdiction and include a work plan, covering at least a 10 year planning period, for building public, private, and regional water supply facilities, including development of alternative water supplies, which are identified in the element as necessary to serve existing and new development.

Data and Analysis – Water Supply Concurrency

Chapter 163.3180(2)(a), F.S. requires that adequate water supplies (in addition to public water facilities) must be available to serve the water supply demands of new development, and that water supply concurrency must be determined by local governments in consultation with the applicable water supplier.

Alachua County does not own or operate any public water supply systems, with the exception of the Santa Fe Hills water system which serves a residential subdivision of about 65 dwellings. Gainesville Regional Utilities (GRU), which is owned and operated by the City of Gainesville, provides centralized potable water services to unincorporated areas within the Urban Cluster adopted in the Alachua County Comprehensive Plan. Development within the unincorporated Urban Cluster is required to connect to centralized potable water service per Policy 2.1 of the Potable Water and Sanitary Sewer Element. Development in the unincorporated area outside the Urban Cluster is generally served by private wells. GRU's Murphree Water Treatment Facility supplies potable water to areas within the City of Gainesville and the portions of the unincorporated area within the Urban Cluster. The Murphree facility has 15 water supply wells which are permitted to pump and deliver up to 29 million gallons of potable water per day. Current water use within GRU's service area is about 26 million gallons per day, on average (GRU Web Site, July 2009).

Strategies to Address Issue - Water Supply Concurrency

As part of the EAR-based Comprehensive Plan update, new language is included in the Potable Water and Sanitary Sewer Element policies to clarify the level of service standards for potable water and sanitary sewer. New policy language is also included which would require consultation with the applicable utility provider to verify that adequate supplies are in place and available to serve new development no later than the issuance by the local government of a certificate of occupancy.

SOLID WASTE ELEMENT
DATA & ANALYSIS

EAR RECOMMENDATION #4.4.1

Promote industrial Recycling Market Development Zone (RMDZ)/Resource Recovery Park and economic development business recruitment, and include a program for mandatory Curbside Recycling and composting (anaerobic or aerobic) of organic waste.

OVERVIEW

Recycling began in Florida with the 1988 Solid Waste Management Act. Currently, Alachua County generates approximately 800 tons per day (t/d) of municipal solid waste, of which 32% is recycled. Much of this recycled material is processed at the Leveda Brown Environmental Park through SP recycling. SP is a contractor to the County that operates a materials recycling processing facility on site. The remaining 68% is shipped to New River Landfill (Union County) where the disposal fee is $28.22/ton [based on internal documents from the Division of Waste Management]. Adding the hauling cost (continually rising because of fuel cost), brings the total disposal cost to about $39/t, for an annual cost of about $7.8 million. Yard waste of about 4,200 tons per year is taken to Wood Resource Recovery (WRR) located on Highway 121 just north of its intersection with US 441. There it is either chipped for fuel or composted. The annual recycling cost at WRR is about $94,500. (Source: Alachua County, Florida, Energy Conservation Strategies Commission, July 22, 2008). There is potential for increased recycling and promotion of industries that utilize the materials. (Note: these costs were FY 07-08)

The Alachua County Division of Waste Management provides a variety of solid waste management services, including receiving, collecting and transporting solid waste, and recycling and various methods of promoting waste reduction. The Division also provides disaster debris management in the event of a natural or man-made disaster in Alachua County. Among the programs are the following:

The Leveda Brown Environmental Park and Transfer Station (LBEP):

- Operates the Transfer Station in accordance with Federal, State and local regulations, and in accordance with the operating permit from Florida Department of Environmental Protection
- Screens waste for prohibited items prior to transporting to the New River regional landfill
- Recycles vegetative wood waste, pallets, waste tires, scrap metal and appliances
- Provides Hazardous Waste management through the Hazardous Waste Center
- Wood waste is ground into mulch, and the mulch is given away free to the public.
- SP Recycling, Inc., leases the recycling processing facility at the LBEP. This facility receives the recyclable material collected through the City of Gainesville's and the County's curbside collection areas and from the Rural Collection Centers. In addition, this is a regional processing facility, receiving recyclables from several surrounding counties.

Waste Alternatives Office:

- Monitors and reports to Florida Department of Environmental Protection on recycling and waste reduction in Alachua County, as required by Chapter 403, Florida Statutes and Florida Administrative Code, Chapter 62-770
- Educates on ways to increase recycling, reduce disposal costs and save landfill space
- Instills in the next generation, through educational programs, a strong ethic for preserving natural resources through recycling, waste reduction, and reuse
- Through the web-based Alachua Exchange program, at www.alachuaexchange.com, facilitates reuse of surplus materials and products that would otherwise be thrown away
- The Tools for Schools program provides the opportunity for businesses, institutions, and individuals to donate surplus materials and overstocked supplies to public school teachers.
- Promotes innovations with Trashformations Art Competition for middle, high school and college students
- Promotes special events including distribution of compost bins, telephone book recycling, waste tire recycling and various public informational forums and provides recycling containers for special events

Waste Collection Office:

- Provides contract management for the volume-based curbside collection of solid waste, recyclable material and yard waste for unincorporated Alachua County
- Meets requirements of Florida Statutes, Section 403.7049, and Florida Department of Environmental Protection Rule 62-708 by collecting and developing information necessary to publish the annual full cost of collection, recycling and disposal of solid waste

Rural Collection Centers:

- Provides environmentally sound disposal sites for rural residents to drop off solid waste, recycling, yard waste and Household Hazardous Waste:
- Increases recycling as a percentage of waste
- Screens various categories of waste for prohibited items prior to transporting for disposal or recycling and prevents unsafe disposal of Household Hazardous Waste
- Decreases the amount of illegal dumping

ENFORCEMENT:

- Provides both proactive and reactive investigations, inspections and enforcement to achieve a higher degree of compliance with Chapter 75 of the Alachua County Code of Ordinances, especially those sections related to the volume-based collection system and the mandatory commercial recycling ordinance, along with continuing education and assistance.

Alachua County operates a state-of-the-art Hazardous Waste Collection Center (HWCC), which together with five rural collection sites located at the Waste Management Division's Rural Collection

Centers throughout the County, anchors a Hazardous Waste (HW) Collection Program that serves over 30,000 households and 2,000 small businesses and processes over 1.6 million pounds of hazardous waste each year. The County's HW program promotes reuse, recycles or properly disposes of household chemicals, motor oil, automotive products, batteries, pesticides, oil-based and latex paints, fluorescent lamps, and electronic scrap including computer monitors and televisions. Currently more than 80% of all household and small business hazardous waste that is collected is reused or recycled. Of the total 1.6 million pounds collected, 15 % of 240,000 lbs annually are reused. Recycling of hazardous waste includes the recycling of automotive fluids, oils, and batteries through approved fuel and battery recycling companies and an annual recycled latex paint give-away. The growing volume of electronic waste is also processed through electronics recycling companies located outside of the County. There is a potential for increased recycling and promotion of local industries that utilize and recycle this electronic waste in addition to other waste, to create jobs and add to the local economy while reducing adverse environmental impacts. There are several ways in which waste recycling and re-use can create jobs. An US EPA estimate based on a population of 220,000 and projecting a recycling rate of 75% could increase the job growth to as much as 1642. A Master Plan is under development for a Recycling Market Development Zone (RMDZ).

RECENT LEGISLATIVE CHANGES

Passed in 2008, Section 403.7032, Florida Statutes (excerpt)- By the year 2020, the long-term goal for the recycling efforts of state and local governmental entities, private companies and organizations, and the general public is to reduce the amount of recyclable solid waste disposed of in waste management facilities, landfills, or incineration facilities by a statewide average of at least 75 percent. However, any solid waste used for the production of renewable energy shall count toward the long term recycling goal as set forth in this section.

In the 2010 Florida Legislative Session, HB 7243 was approved by the Governor requiring each County to implement a recyclable materials recycling program with a goal of recycling recyclable solid waste "by 40 percent by December 31, 2012, 50 percent by December 31, 2014, 60 percent by December 31, 2016, 70 percent by December 31, 2018, and 75 percent by December 31, 2020."

DATA AND ANALYSIS

Total municipal solid waste management for Alachua County in 2005 was 159,080 tons. Recycled waste totaled 76,270 tons, or 32%. A report to Florida DEP gives the data and is available online at:

http://appprod.dep.state.fl.us/www_rcra/reports/WR/Recycling/2005AnnualReport/AppendixG/Alachua.pdf

The permitted capacity of the Alachua County Transfer Station is 1,200 tons per day. From FY 03 through FY 08, 643 tons per day (annualized) has been the highest tonnage. Historically, annual growth in waste generation has been approximately 2% to 3%. Alachua County's agreement with the New River Solid Waste Association, to take all of our waste for disposal at the New River Landfill, will be in effect through December 31, 2018. Therefore, at least until December 31, 2018, Alachua County has adequate solid waste disposal capacity using the existing facilities.

Recycling sustains ten times the number of jobs as landfills and incinerators, on a per-ton basis (http://www.kireiusa.com/images/k_specs.pdf cited in ECSC). There are notable examples of "Waste to Wealth" industrial development: Habitat for Humanity Re-store; Urban Ore (Berkley, CA);

RECOMMIX- Nail Kicker; companies that require a zero waste supply chain (ex., RICOH, a Japanese company making office copiers), and Recycling Market Development Zone (RMDZ) programs to process or manufacture from recycled materials.

A Recycling Materials Development Zone program, allowing incentives such as low lease rate, tax reductions or carbon credits, could handle traditional recyclables such as metal, plastic and paper. These programs could also handle building materials from deconstructed buildings, electrical components from discarded electronics goods, and other goods from salvage operations. Market development is an important part of zero waste. Overall benefits of a RMDZ include energy savings, GHG reductions, job creation, decreased landfilling, one stop shopping locations, economic development benefits, and public awareness of sustainability. The local payroll for 1,500 or more waste-related jobs could be up to $50,000,000, according to the US EPA.

POLICY REVISIONS

Revisions to the Energy Element, Economic Element and Solid Waste Element will implement the new state mandated recycling goals and promote economic development from waste to wealth industries focusing on the Resource Recovery Park planned at the Leveda Brown Transfer Station. New policies and revisions seek to increase compliance and participation in recycling programs, reduce the amount of yard waste collected, and increase education and economic development efforts to further promote reuse and recycling.

STORMWATER ELEMENT
SUPPLEMENTAL DATA & ANALYSIS

LOW IMPACT DEVELOPMENT (LID)

EAR Recommendation #6.1.1 *- Develop policy language supportive of surface water quality protection and improvement. Such language should address measures and incentives to promote the following: 1) Low Impact Development (LID) strategies as policy in the Stormwater Element and Conservation and Open Space Element (COSE).*

As part of the EAR-based Comprehensive Plan update, policy language is proposed to be added which is supportive of surface water quality protection and improvement, including specific policies to promote Low Impact Development (LID) strategies. The proposed language will be added as part of Policies 5.11 and 5.12 of the Stormwater Element. Additional new policy language to encourage the use of LID techniques is also included in the Future Land Use Element, Policies 2.1.6.k and 2.1.8; the Conservation and Open Space Element Policy 3.6.15; the Energy Element Policy 3.2.3; and a new definition for Low Impact Development (LID) has been added.

Low Impact Development (LID) is a suite of stormwater and land development strategies at the parcel and subdivision scale that emphasizes conservation and use of on-site natural features integrated with engineered, small scale hydrologic controls to more closely mimic the preexisting natural hydrologic character of the site. These strategies store, infiltrate, evaporate, and detain runoff. LID strategies function best when natural areas are protected, from a local scale to a watershed scale, which include protection of high-quality upland habitat, wetlands, and buffers to surface waters and wetlands because their proximity to contaminants from urban areas is a significant factor in pollution potential. LID strategies can enhance flow to surface waters through groundwater infiltration and slow discharge to surface water through natural seepage into streams and lakes. This slow recharge reduces flooding by attenuating peak stormwater flows. It enhances surface waters by allowing slow recharge over a longer duration, which provides sustained base flow to streams and lakes and improves the quality of the water. Examples of LID techniques include bioswales, rain gardens, green streets, rain barrels, and pervious pavers (USEPA 2000).

The use of these LID techniques with other conservation measures like upland habitat and wetland buffer protection, clustering, open space requirements, and the use of enhanced storm water designs (The UF SEEP Project as an example, http://natl.ifas.ufl.edu/seep.htm), all lead to a product that should result in less environmental impacts than conventional stormwater and development designs. In additional to the environmental benefits, LID controls can, in many situations, be more cost effective and have lower maintenance costs than conventional stormwater controls (MacMullan and Reich 2007).

Additional information on stormwater management and LID as it relates to water quality and urban design is included in the Conservation and Open Space Data and Analysis and in the adopted Evaluation and Appraisal Report on the Alachua County Comprehensive Plan.

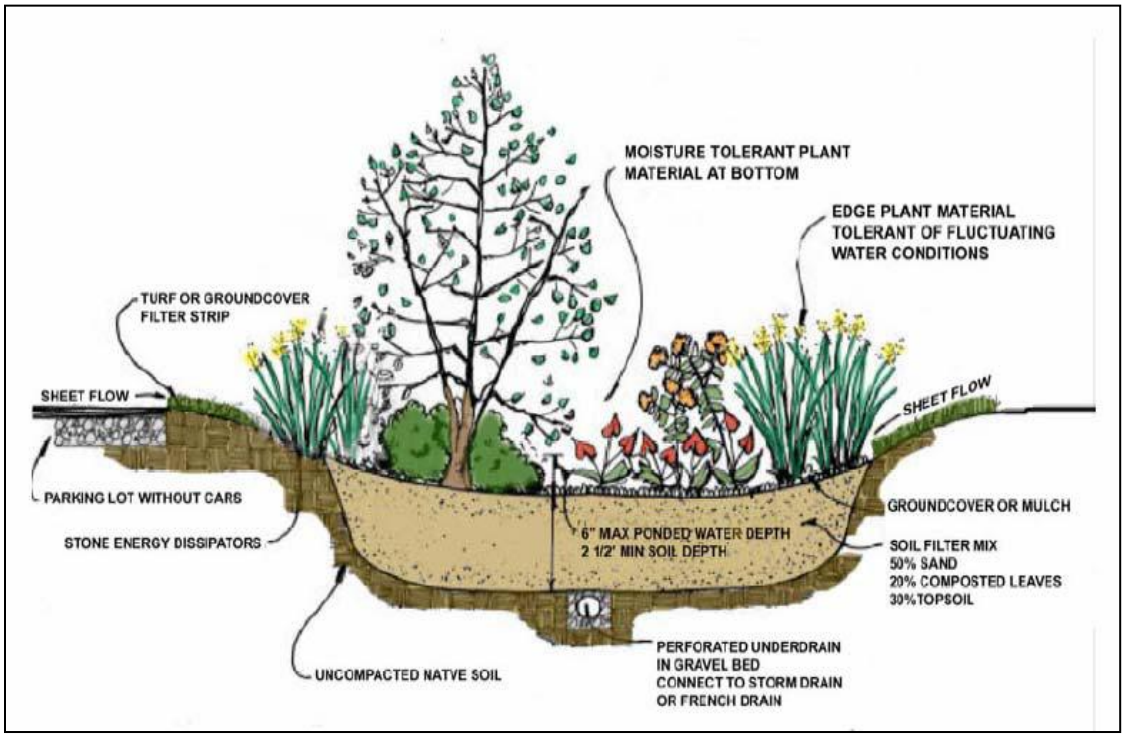
LID Example –Landscaped median with grade depression provides a visual amenity and serves a stormwater management function

LID Example – Parking islands at Campus USA Headquarters.

Alachua County's Land Development Code requires parking areas to include shade trees and landscape islands. A design change to modify the grade of these islands to retain water and create small depressions (instead of building them up), turns these spaces into functional stormwater treatment areas.

LID Example – The rain garden at UF Southwest Recreation Center provides a public amenity and is also used to treat stormwater runoff.

LID Example - Rain Garden Cross Section



LID Example – Rain Barrel

LID Example – Permeable Pavers

LID REFERENCES

MacMullan, E. and S. Reich. 2007. *The Economics of Low-Impact Development: A Literature Review.* ECONorthwest, November 2007. Obtained from http://www.econw.com/reports/ECONorthwest_Low-Impact-Development-Economics-Literature-Review.pdf

U.S. Environmental Protection Agency and Low-Impact Development Center. 2000. *Low Impact Development (LID): A Literature Review.* EPA Document No. EPA-841-B-00-005. October. Obtained from http://www.epa.gov/owow/nps/lid/lid.pdf

Carlson, Wayne E. 2010. "*Puget Sound Partnership Low Impact Development Local Regulation Assistance Project: Goals, Methodology, Products, and Lessons Learned*". Zoning Practice: Low Impact Development. American Planning Association, August 2010.

CONSERVATION AND OPEN SPACE ELEMENT
DATA & ANALYSIS

WATER RESOURCES

The use and allocation of water resources in Alachua County are emerging issues. Historically, water resources have been viewed as virtually unlimited, and past practices are now contributing to declining water quality and limited availability. Evaluation of the existing policies in the Comprehensive Plan related to Water Resources Protection has identified the following areas that need to be addressed:

- Protection of surface waters, wetlands, springsheds, groundwater and wellfields including reducing the number of impaired water bodies, avoiding impacts to wetlands and buffers, and improving stormwater management and low-impact development techniques;
- Linking protection of water quality with policies related to groundwater impacts, including water use, conservation and reuse;
- Availability of adequate water supplies to serve new development
- Implementation of potable water and sanitary sewer policies.

SURFACE WATER

EAR RECOMMENDATION # 6.1.1 *Develop policy language supportive of surface water quality protection and improvement. Such language should address measures and incentives to promote the following: 1) Low Impact Development (LID) strategies as policy in the Stormwater Element and Conservation and Open Space Element (COSE); 2) Protection of surface waters from nutrient enrichment by adding policies that reduce landscape fertilization practices, improvement of septic tank system maintenance, drainfield design standards for rebuilds, installation of performance based septic systems, and improvement of domestic wastewater treatment plant processes and effluent and solids treatment and disposal practices (COSE and Potable Water and Sanitary Sewer Element); 3) Restoration of impaired water bodies in COSE Section 4.6; and 4) Maintenance and protection of surface water levels and flows in COSE Section 4.6 and update policies corresponding to water management district actions to protect levels and flows of surface waters and springs and promote water conservation and reuse.*

SUMMARY OF ADOPTED POLICIES – SURFACE WATER

The Conservation and Open Space Element (COSE) addresses surface waters and the standards used to measure water quality, establishes protection standards, and establishes standards for wastewater and stormwater discharges to surface waters and wetlands. Alachua County has a number of impaired waters (see EAR Table 6.24, pgs 214-215) that do not meet these minimum state criteria. No development activities are allowed in wetlands or wetland buffers that could have an adverse impact without demonstrating efforts to follow a 3-step process of first attempting to avoid any impacts, second attempting to minimize any impacts and third proposing mitigation when the first two steps are unsuccessful, as outlined in Conservation and Open Space Element (COSE), Policy 4.7.4. The policies requiring protection of wetland and surface waters and their buffers have been effective.

DATA AND ANALYSIS – SURFACE WATER

As part of the update to the Comprehensive Plan that went into effect in May, 2005, numerous policies addressing protection of water quality, protection of groundwater, preservation of wetlands, and natural area buffers to surface waters and wetlands went into effect. Section 303(d) of the Clean Water Act (CWA) requires states to submit lists of surface waters that do not meet applicable water quality standards (impaired waters) after implementation of technology-based effluent limitations and

to establish Total Maximum Daily Loads (TMDLs) for these waters on a prioritized schedule. TMDLs establish the maximum amount of a pollutant that a water body can assimilate without causing exceedances of water quality standards. As such, development of TMDLs is an important step toward restoring our waters to their designated uses. In order to achieve the water quality benefits intended by the CWA, it is critical that TMDLs, once developed, be implemented as soon as possible. Implementation of TMDLs refers to any combination of regulatory, non-regulatory, or incentive-based actions that attain the necessary reduction in pollutant loading. Non-regulatory or incentive-based actions may include development and implementation of Best Management Practices (BMPs), pollution prevention activities, and habitat preservation or restoration. Regulatory actions may include issuance or revision of wastewater, stormwater, or environmental resource permits to include permit conditions consistent with the TMDL.

In the Orange Creek Basin TMDLs were developed for nutrients in Newnans Lake, Orange Lake, Lake Wauberg, Alachua Sink; and Hogtown Creek, Tumblin Creek, and Sweetwater Branch. A Basin Management Action Plan (BMAP) was finalized and adopted in 2008 (FDEP, 2008a). Additional water bodies were listed as impaired in the Orange Creek Basin during 2008. TMDLs will be developed by FDEP for these water bodies. The Lower Santa Fe River was verified impaired for nutrients and a TMDL developed in 2008 (Hallis, 2008). A basin working group has been formed and will address issues of nutrient impairment through the development of a Basin Management Action Plan. The total number of impaired waters has risen between 2002 when the first verified list was developed and 2008 when waters with TMDLs were delisted and new impaired water bodies were added. Many streams in Alachua County are impaired for fecal coliform bacteria.

Water quality in the large lakes in Alachua County fluctuates based with season and water level. Data from May 2005 through December 2008 continue to show that lakes Santa Fe and Alto have the lowest average nutrient levels among the lakes sampled (Florida LakeWatch, 2009). However, water quality data for Lake Santa Fe has shown an increasing trend of nutrients. This is important, as the lake is phosphorus limited and not currently found to be impaired. It is important to use a combined regulatory and public education strategy to prevent further water quality degradation of Lake Santa Fe, which is designated an Outstanding Florida Water (OFW).

Minimum flows and levels or MFLs are the minimum water levels and/or flows adopted by the water management district governing boards to prevent significant harm to the water resources or ecology of an area resulting from water withdrawals permitted by the districts. Establishing MFLs is a requirement of Florida Statutes 373.042(2) and criteria to be assessed are set forth by FDEP in Chapter 62-40 FAC, Water Resource Implementation Rule. When developing MFLs technical studies are conducted, and the "Water Resource Values" (WRVs) are evaluated to determine the limiting value that will be used to set the minimum flow and/or level. MFLs define how much water levels and/or flows may change and still prevent significant harm. MFLs take into account the ability of water resource-dependent communities to adjust to changes in hydrologic conditions. MFLs allow for an acceptable level of change to occur. MFLs apply in water management district decisions regarding water use permits.

The Alachua County Comprehensive Plan: 2001-2020 established new buffer standards for development in the unincorporated area to enhance protection of surface waters and wetlands. The average and minimum distance requirements have been effective in maintaining the required buffer distances to surface water resources. Since the updated Comprehensive Plan becoming effective in 2005 to date (October 2008), less than ½ an acre of wetland impacts have been authorized. Approximately 215 acres of wetlands and surface waters have been protected through the development review process over the first three years that the plan has been in effect.
Conventional stormwater systems collect stormwater from impervious surfaces, including roads, parking lots, and rooftops, and transport stormwater off site through buried pipes to treatment facilities or

directly to receiving bodies of water. This approach efficiently collects and transports stormwater, but also can create high-velocity flows polluted with urban contaminants, including fertilizers, sediment, heavy metals, petroleum products, and pet wastes. Such flows can erode creek banks and deposit pollutants that may pose environmental and public health risks (Kloss and Calarusse 2006), which in turn, can also create significant economic costs (MacMullan and Reich 2007). The placement of utility (wastewater or reclaimed water) lines under stormwater basins in karst sensitive areas is another concern since a failure of a line would release pollutants directly to the aquifer recharge system. Implementation of Low Impact Development (LID) techniques for stormwater management can improve water quality through a suite of stormwater and land development strategies at the parcel and subdivision scale that emphasizes conservation and use of on-site natural features integrated with engineered, small scale hydrologic controls to more closely mimic the preexisting natural hydrologic character of the site. These strategies store, infiltrate, evaporate, and detain runoff. LID strategies can enhance flow to surface waters through groundwater infiltration and slow discharge to surface water through natural seepage into streams and lakes. The use of these LID techniques with other conservation measures like upland habitat and wetland buffer protection, clustering, open space requirements, and the use of enhanced storm water designs (The UF SEEP Project as an example, http://natl.ifas.ufl.edu/seep.htm), all lead to a product that should result in less environmental impacts than conventional stormwater and development designs. In additional to the environmental benefits, LID controls can, in many situations, be more cost effective and have lower maintenance costs than conventional stormwater controls (MacMullan and Reich 2007).

The State of Florida has established a process for coordinated water supply planning under the Growth Management Act (Chapter 163 Part II) and the Water Protection and Sustainability Program (Chapter 373). Local governments within the jurisdiction of a Regional Water Supply Plan are now required to prepare 10-year water supply facilities work plans, and to incorporate the work plans into their comprehensive plans, if necessary. Chapter 163.3177(6)(c), F.S. was also modified to require that the Comprehensive Plan be updated within 18 months of an updated Regional Water Supply Plan to incorporate the alternative water supply projects selected by the local government from those identified in the regional water supply plan pursuant to Chapter 373.0361(2)(a) or proposed by the local government under Chapter 373.0361(7)(b), F.S. This includes the requirement that the potable water element identify alternative water supply projects and traditional water supply, conservation, and reuse projects necessary to meet the water needs identified in Chapter 373.0361(2)(a) within the local government's jurisdiction and include a work plan, covering at least a 10 year planning period, for building public, private, and regional water supply facilities, including development of alternative water supplies, which are identified in the element as necessary to serve existing and new development.

STRATEGIES TO ADDRESS ISSUE - SURFACE WATER

Develop policy language supportive of surface water quality protection and improvement addressing the following:

1. Low Impact Development (LID) strategies as policy in the Stormwater Element and COSE.
2. Protection of surface waters from nutrient enrichment by adding policies that reduce landscape fertilization practices, improvement of septic tank system maintenance, drainfield design standards for rebuilds, installation of performance based septic systems, and improvement of domestic wastewater treatment plant processes and effluent and solids treatment and disposal practices (COSE and Potable Water and Sanitary Sewer Element) Strategies also apply to groundwater.

3. Restoration of impaired water bodies in COSE Section 4.6, and

4. Maintenance and protection of surface water levels and flows in COSE Section 4.6. and update policies corresponding to water management district actions to protect levels and flows of surface waters and springs and promote water conservation and reuse.

GROUND WATER AND SPRINGS

EAR Recommendation #6.1.2 *Develop policy language supportive of groundwater quality and springshed protection and improvement, and adequate water supply with language to address measures and incentives to promote the following:*

1) More stringent water conservation measures including, Florida Friendly landscaping, water efficient irrigation and reduced indoor water use;

2) Education strategies in coordination with utilities and other agencies such as the Alachua County Extension Office and IFAS;

3) Discouraging new or expanded large water withdrawals that may impact the springs on the Santa Fe River to protect levels and flows of surface waters and springs and promote water conservation and reuse;

4) Support and promote water reuse conducted in an environmentally sound manner that protects groundwater and surface water quality from nutrient enrichment;

5) Address potential water quality problems associated with intensive agriculture related to concentrated animal densities;

6) Address potential problems occurring from utility lines installed beneath stormwater basins in karst sensitive areas;

7) a. Update data and analysis, including assessment of current and projected water needs and sources for at least a 10 year period, as required by Section 163.3177(6)(d), F.S., in coordination with the updates of the water supply plans for the St. Johns River and Suwannee River Water Management Districts and Gainesville Regional Utilities;
b. Should Alachua County or any portion of it be identified as a Priority Water Resource Caution Area as part of the updates of the Water Management Districts Water Supply Plans scheduled to be finalized by December 2010, initiate Comprehensive Plan amendments within 18 months of adoption of a Regional Water Supply Plan pursuant to Section 373.0361, F.S. to incorporate appropriate water supply projects, including conservation and reuse projects, identified in the regional water supply plan into the Comprehensive Plan, as needed to meet the County's projected water supply needs in accordance 163.3177(6)(c) and (d), F.S. Such amendments will be coordinated with Gainesville Regional Utilities.

SUMMARY OF ADOPTED POLICIES – GROUND WATER AND SPRINGS

Wellfields and others large water users can have a detrimental impact on groundwater and springs. Policy language is adequate in protecting wellfields from potential threats, but should be stronger in protecting groundwater resources from overuse. The COSE provides several policies addressing groundwater resources, including wellfield protection areas to protect the potable water supply, mapping and protection of high aquifer recharge areas, restrictions on large volume withdrawals or transfers of water out of Alachua County, and groundwater protection and remediation. Policies providing additional protection of flows to the springs and maintenance of groundwater levels are included in the proposed language.

Potable Water and Sanitary Sewer Element policies in Objective 8 promote the increased conservation and reuse of water. These policies have been updated to further enhance water conservation activities in Alachua County. Policies have been developed to further protect groundwater and springs that reference innovative wastewater treatment technologies and disposal options. The use of emerging technologies for wastewater treatment and effluent disposal are important tools for water quality improvement and protection of the Floridan aquifer. Water reuse is an important aspect of water resource conservation and protection.

New water conservation standards for consideration include:

- enhanced landscape irrigation standards,
- requiring the retrofit (when resold) with ultralow flow plumbing devices in all buildings built before 1993 (effective year of changes to the Southern Building Code effective at the time and now required in the Florida Building Code mandating the use of low-flow plumbing fixtures in new construction),
- reduction of indoor water use by changes to plumbing code,
- requiring the use of reclaimed water and the connection to those systems to be used when reclaimed water becomes available, and
- development of a water conservation outreach program targeting businesses and homeowners.

The St. Johns River Water Management District Draft Water Supply Assessment 2008 identified a portion of Alachua County as a Potential Priority Water Resource Caution Area, which identifies areas where current and anticipated sources of water and conservation efforts will not be adequate to meet projected needs and sustain the water resources and related natural systems (as of June 17, 2010, a working map showing an area known as the "Northeast Florida Water Supply Planning Area" was issued by the SJRWMD in coordination with the SRWMD, which also included portions of Alachua County within the SRWMD as an area of focus for the Districts' in their current water supply planning activities). Information on the Districts' water supply planning process and resource planning areas can be found on the St. Johns River Water Management District website at (http://sjrwmd.com/watersupply/planning.html) and in this Section of the EAR under —Water Supply Concurrency and Planning.

DATA AND ANALYSIS - GROUNDWATER AND SPRINGS

Groundwater resources are present in the surficial, intermediate and Floridan aquifers or aquifer systems in Alachua County. The Floridan aquifer underlies all of Alachua County and is under unconfined or semi-confined conditions in the western and central portions of the county and highly vulnerable to contamination. In the eastern part of the Alachua County the Hawthorn Group sediments overlie the Floridan aquifer, providing confinement that protects the aquifer from contamination (Williams et al, 1977). The Floridan aquifer is the primary source for all groundwater supplies throughout Alachua County, is the only source of groundwater in central and western Alachua County and is the source water for the springs along the Santa Fe River. Groundwater nitrate concentrations continue to be a threat to public health where they exceed the drinking water standard of 10 milligrams per liter (mg/L) or in springs (and surface waters) where they exceed the proposed springs criteria of 0.35 mg/L. Upchurch, et al. (2007) state that decades may be required to achieve significant reductions in nitrate contamination in springs.

Springsheds for the springs along the Santa Fe River have been delineated (Upchurch et al. 2008). The springsheds are broad and encompass the Newberry Limestone Plain and domain of the Cody Scarp in Alachua County as the primary area for Floridan aquifer recharge and as the source area for many of the springs along the river. During periods of low flow, spring flow discharging from the

Floridan aquifer dominates flow in the lower portion of the Santa Fe River and water clarity in the river is high. The Santa Fe River is designated an Outstanding Florida Water (OFW) and the nitrate levels in the springs contribute to the river's impairment. Groundwater impacts from nutrients related to multiple anthropogenic sources are evident throughout the county. Major sources of nutrients include fertilizers, animal waste, atmospheric deposition and domestic waste (sewage) (Katz and Griffin 2008; Katz et al, 2009). Elevated nitrates in the Floridan aquifer can be observed in proximity to agricultural areas and wastewater treatment plant effluent disposal sites. In areas where the elevated nutrients are from historical agricultural activities (fertilizer use or animal operations, such as dairies), there is little that can be done to reduce current nutrient concentrations in the groundwater. As residential development occurs in these areas, landscape fertilizer use has the potential increase nutrient loading to groundwater.

The Alachua County Health Department defined nitrate-surveillance areas where private wells were found to have elevated levels of nitrates and they routinely monitor selected drinking water wells to assess changes in nitrate concentrations. The wells are generally located in proximity to areas that were historically used for agricultural purposes. Intensive agricultural activities where concentrated animal densities are high, such as milking barns (dairies), feed lots, chicken houses and holding pens, groundwater quality may be impaired. There are no regulated concentrated animal feeding operations (CAFOs) currently located in Alachua County (Sims, 2009). CAFOs are defined as having a minimum of 700 head of animals. Currently, there are two operating dairies in Alachua County, the University of Florida IFAS Dairy in Hague and the Lussier Dairy in Hawthorne. The FDEP is in the process of rules changes that would require medium sized dairies, 200 – 699 head of animals, to register and follow applicable BMPs (FDEP, 2009). Concerns have arisen that nitrogen inputs in the lower Suwannee and Santa Fe River basins groundwater and springs have elevated nitrates from fertilizers, animate wastes, and atmospheric deposition (Katz, 2004). Nitrate levels observed in Poe and Hornsby springs have declined since 1998, due to hydrologic changes. During this same time, levels of organic carbon and color have increased, indicating these springs are now receiving more surface water (or river water). The lack of healthy aquatic macrophytes in Poe Springs and the associated spring run has been evident since 2004.

As development continues to move westward in Alachua County sinkhole and/or solution pipe formation in stormwater retention ponds is cause for concern and should be addressed. Additional protective measures for stormwater management in karst areas are proposed. Areas defined as vulnerable or highly vulnerable on the map of Floridan Aquifer High Recharge areas should be considered karst sensitive areas and SJRWMD Karst Sensitive Area (KSA) criteria or the equivalent should be applied to these areas. Applying KSA criteria to these areas protects ground water quality by allowing sufficient filtration for reduction of bacteria and other pollutants and these criteria have been integrated into County Code (Chapter 407 Article 9). Avoidance of basin collapse due to excess hydrostatic pressure is a concern and LID techniques should be given special consideration in KSAs. Construction and trenching for installation of utility lines beneath stormwater basins in karst sensitive areas increases the chances of subsequent sinkhole formation, and COSE Policy 4.5.5.2 provides stormwater basin design criteria in areas of high aquifer recharge, including a minimum depth from the basin bottom to any limestone bedrock, in order to minimize the risk of voids which can cause the failure of the unsupported utility lines.

The use of emerging technologies for wastewater treatment and effluent disposal are important tools for water quality improvement and protection of the Floridan aquifer. Wastewater, whether from a municipal domestic treatment plant, small package plant or septic tank system has the potential to add nutrients to groundwater and surface waters. The use of performance based septic systems for nutrient reductions can be an important alternative to small package treatment plants for cluster developments or traditional septic systems in environmentally sensitive areas. Performance based systems require more maintenance than traditional systems, but reduce nutrients discharged to the

drainfield. Additionally, the impacts of effluent disposal can be further reduced by the use of drip irrigation in the landscape to enhance vegetative uptake and further reduce the amount of nutrients that reach groundwater. Performance based septic systems or on-site storage and disposal, which have enhanced nutrient removal, are an important alternative to small package treatment plants, especially in cluster developments where the additional costs can be shared among the system users. The Alachua County Health Department has just completed a county wide inventory of septic systems and is considering a random assessment of these septic systems to evaluate function, construction and maintenance.

Water use, conservation and reuse are addressed in both the COSE and the Potable Water and Sanitary Sewer Element (PWSSE). The COSE Policies address methods for protection of groundwater resources through development regulations, and the PWSSE Objectives and Policies (Sections 3 thru 8) address the location, installation, and extension of Potable Water, Sanitary Sewer and Reclaimed water throughout the Urban Cluster, where the highest land use densities are allowed. Protection of flows to the springs and maintenance of groundwater levels has been included in the text of Policy 4.5.1. Updated policies reflecting recent water management district actions to protect levels and flows of surface waters and springs and promote water conservation and use of reclaimed (wastewater effluent) water are also included. PWSSE policies in Objective 8 promote the increased conservation and reuse of water. Policy 8.7 states *The County shall encourage the use of stormwater runoff for irrigation, agricultural or industrial water needs in order to conserve potable water sources. By 2002, Alachua County shall complete a study of alternative technologies for consideration in revising the land development regulations.*

WATER SUPPLY CONCURRENCY AND PLANNING

The Alachua County Comprehensive Plan contains several policies relating to availability of water supplies to serve new development through coordination with water suppliers. The adopted policies focus on coordination with potable water suppliers and the Water Management Districts on water supply issues, as well as concurrency for public potable water facilities. The relevant Comprehensive Plan policies relating to water supply concurrency and planning requirements are summarized in Appendix B; pg 359 of the EAR, specifically, as relating to Water Resources.

The earliest that SJRWMD would consider partially funding a regional water supply plan for Alachua and surrounding counties is 2010, if it was determined to be a need by the SJRWMD (Hornsby, 2008). Floridan aquifer groundwater levels are low, with SRWMD reporting low levels from droughts occurring from 1999 through 2003 and from 2006 to the present (September 2008). A summary of water use is presented in Table 6.31, pg 224 of the EAR. This table summarizes data for the 30 largest permitted water users in each water management district within Alachua County and permitted water withdrawals total 66.67 million gallons per day (mgd). The highest permitted water use in the SJRWMD portion of Alachua County, 34.60 mgd, is public water systems and water utilities; the highest permitted water use in the SRWMD portion of Alachua County, 19.66 mgd, is agriculture (Table 6.31). In addition to public water systems for domestic supply, homes outside the service areas for public water or other water utilities obtain their water by private wells (self-supply domestic). In Alachua County 2005 self supply domestic water use was estimated to be 5.69 mgd (USGS, 2007). Many of the residents in the unincorporated area of Alachua County surrounding the City of Gainesville receive potable water from the Gainesville Regional Utilities (GRU) Murphree Wellfield in northeast Gainesville. GRU is evaluating the options of expanding the Murphree Wellfield or the using satellite wellfields to meet future water supply demands.

There are no water bottling facilities in Alachua County. Water bottling for the six permitted facilities within the SRWMD is a small fraction of water use within the district. The permitted average daily rate (ADR) for all six water bottling facilities in SRWMD is 5.12 mgd. The actual reported water use

for these six facilities for 2006, the last year that compiled data were available was 0.90 mgd (Welch, 2009).

In Alachua County well construction permitting is conducted by the water management districts. In the SRWMD portion of Alachua County all well construction, regardless of well diameter, is permitted by the water management district. In the SJRWMD portion of Alachua County wells over six inches in diameter and public supply wells of any size are permitted by the water management district. Wells under six inches in diameter that are not permitted by the SJRWMD are registered by ACEPD. The Alachua County Health Department is seeking delegation from both SJRWMD and SRWMD of responsibility for permitting all well construction in Alachua County. ACEPD will cease well registration in the SJRWMD portion of Alachua County when the ACHD or the water management district permits all well construction.

The St. Johns River Water Management District (SJRWMD) has recently completed revisions to their district-wide water use permitting rules related to landscape irrigation Permitting of Consumptive Uses of Water, Chapter 40C-2 FAC (SJRWMD, 2009). Recent changes to the SJRWMD rule primarily address landscape irrigation; at the present time these restrictions apply only in the SJRWMD portion of Alachua County. New water conservation standards for Alachua County may include

- stringent landscape irrigation standards,
- reduction of indoor water use by changes to plumbing code,
- requiring the retrofit (when resold) with ultralow flow plumbing devices in all buildings built before 1993 (effective year of changes to the Southern Building Code now incorporated into the Florida Building Code mandating the use of low-flow plumbing fixtures in new construction),
- requiring the increased use of reclaimed water and the connection to those systems to be used when reclaimed water becomes available, and
- development of a water conservation outreach program such as Water Star^{SM} targeting businesses and homeowners.

The St. Johns River Water Management District, and other water management districts, are promoting Florida Water Star^{SM}, a voluntary, third-party certification program offered for new and existing residential and commercial developments that encourages water efficiency in household appliances, plumbing fixtures, irrigation systems and landscapes (see http://floridaswater.com/floridawaterstar/ to learn more about the program and how to participate). Criterion for certification focuses on water use efficiency in landscapes, irrigation systems and indoor uses and considers cost-effectiveness for the homeowner. The program is designed to increase water conservation for a broad range of homes, from a condominium with no yard to an older home on a half-acre lot with an aging irrigation system.

Water reuse is an important aspect of water resource conservation and protection. Reclaimed water (treated effluent from domestic wastewater treatment plants) can be reused in a number of applications: industrial uses (such as cooling water, landscape irrigation, and wetland hydration). The use of reclaimed water for landscape irrigation has increased over the past 15 years.

Due to variations in rainfall and resulting groundwater recharge, it is difficult to establish long term trends in groundwater levels. However, as population increases corresponding water use increases. It is estimated that 50% of residential water use goes towards outdoor irrigation. The County should demonstrate leadership in water conservation policy using its publicly-owned facilities by eliminating high-maintenance, high-water use turf lawns that require herbicides, pesticides, fertilizers, water &

expenditure of fuels for mowing & other maintenance operations that consume fossil fuels. The installation of a rain sensor device or switch that will override the irrigation cycle of the sprinkler system has been a requirement under Florida Statutes (F.S. 373.62) since 1991. The County should inventory all County-owned facilities to see that all automatic sprinkler systems have functional rain sensors, soil moisture sensors or other shutoff devise and upgrade or install new soil moisture sensors where needed. The county should require all new development to install moisture sensors that can override timers or other automatic irrigation devices in case soil moisture is adequate and irrigation is not necessary.

The reuse of reclaimed water to the maximum extent possible should be required unless it is demonstrated that implementation is not technically, economically, or environmentally feasible. The goal of this reuse shall be to maximize the direct use of all available reclaimed water to meet irrigation needs in place of a higher quality water source (e.g. groundwater supply). Consideration should be given to the nutrient levels present in the reuse water. Runoff (of reuse water) into surface water bodies can degrade water quality. Water reuse should be regulated and monitored to protect groundwater and surface water quality.

The detailed Alachua County Aquifer Vulnerability Assessment (ACAVA) was completed by the Florida Geological Survey (FGS) in 2005 (Baker et al, 2005) and the map refined by Advanced GeoSpacial, Inc. to create the generalized Floridan Aquifer Protection Zones map in 2008 (AGI, 2008). The map provides a good relative proxy of aquifer recharge. This map shows the importance of the Newberry Limestone Plain in providing source water for the springs on the Santa Fe River. To make the Floridan Aquifer Protection Zone map more protective, stream-to-sink basins were added as an overlay to create a map of high aquifer recharge areas.

STRATEGIES TO ADDRESS ISSUE - GROUNDWATER AND SPRINGS

Develop policy language linking water quality with groundwater, springsheds, water use, conservation, and reuse, addressing measures and incentives to promote the following:

1. More stringent water conservation measures including, Florida Friendly landscaping, water efficient irrigation and reduced indoor water use.

2. Education strategies in coordination with utilities and other agencies such as the County Extension Office and IFAS.

3. Discouraging new or expanded large water withdrawals that may impact the springs on the Santa Fe River and update policies corresponding to water management district actions to protect levels and flows of surface waters and springs and promote water conservation and reuse.

4. Support and promote water reuse. Ensuring that water reuse is conducted in an environmentally sound manner, which protects groundwater and surface water quality from nutrient enrichment.

5. Address potential water quality problems associated with intensive agriculture related to concentrated animal densities.

6. Address potential problems occurring from utility lines installed beneath stormwater basins in karst sensitive areas.

7. a. Update data and analysis, including assessment of current and projected water needs and sources for at least a 10 year period, as required by Section 163.3177(6)(d), F.S., in coordination with the updates of the water supply plans for the St. Johns River and Suwannee River Water Management Districts and Gainesville Regional Utilities;

b. Should Alachua County or any portion of it be identified as a Priority Water Resource Caution Area as part of the updates of the Water Management Districts Water Supply Plans scheduled to be finalized by December 2010, initiate Comprehensive Plan amendments within 18 months of adoption of a Regional Water Supply Plan pursuant to Section 373.0361, F.S. to incorporate appropriate water supply projects, including conservation and reuse projects, identified in the regional water supply plan into the Comprehensive Plan, as needed to meet the County's projected water supply needs in accordance 163.3177(6)(c) and (d), F.S. Such amendments will be coordinated with Gainesville Regional Utilities.

CONNECTIVITY OF PRESERVATION AND STRATEGIC ECOSYSTEM AREAS - ECOLOGICAL CORRIDORS

EAR Recommendation #5.2.1

Adopt an overlay map to identify a continuous ecological corridor connecting Preservation areas (these include lands owned by Alachua County, State, WMD in-fee or otherwise) and Strategic Ecosystems that should be protected as follows:

a. *The critical ecological corridors overlay shall include at a minimum the following adopted Strategic Ecosystems: Lochloosa Slough, East Lochloosa Forest, Lochloosa Creek, Lochloosa Creek Flatwoods, Little Orange Creek, East Side Newnans Lake, Austin Cary, Northeast Flatwoods and the Santa Fe River.*

b. *Make it a priority to protect mapped ecological corridor core areas and preserving linkages between mapped ecological corridor core areas in the implementation of the development review process for Strategic Ecosystems, and also in land acquisition programs, and in Special Area Management Plan development*

c. *The County should coordinate with County-wide Visioning and Planning Committee, Non-governmental organizations, State, federal municipal and adjacent counties to extend ecological linkages beyond County jurisdiction.*

d. *The County should develop and/or support tax incentives that promote the preservation of mapped areas by landowners.*

e. *Develop an outreach program to promote the value of conserving linked ecosystems/corridor.*

f. *Prioritize core areas of, and linkages between, the corridors in the implementation of any Transfer/Purchase of Development Rights Program.*

g. *Review Land Conservation Master Plan and adopt additional Greenspace-conserving tools as appropriate.*

Greenspace/green infrastructure and their benefits to sustainability of human and natural infrastructure were a focus of citizen and stakeholder dialogue during the EAR process including review of the issue of the adequacy of greenspace protection. State agencies have also developed information for a statewide, cooperative ecological network (Gordon et al. 2005), referred to here as the Florida Dept. of Environmental Protection's Cooperative Conservation Blueprint. In Alachua County, the KBN/Golder Report (1996), the adoption of the Strategic Ecosystems policies in 2003, and the county's Alachua County Forever land acquisition program provide a foundation for protection of green infrastructure that compliments other existing conservation planning efforts, such as the Strategic Habitat Conservation Areas (Cox et al. 1994), Florida Forever Conservation Needs Assessment (Knight et al. 2000), and University of Florida's Ecological Network (Harris, 1984; Hoctor et al. 2000).

Based on review of this issue, the County's Land Conservation Board recommended and the BoCC adopted EAR recommendation #5.2.1 which calls for identification and mapping of ecological corridor core areas to give focus to existing policies and programs in order to preserve open space linkages or greenways between these core areas. The following analysis discusses the components of the policy and map to implement the recommendation.

PROPOSED POLICY

Conservation and Open Space Element Objective 6.3 and related policies, especially 6.3.2 in the adopted Plan, call for a linked open space network or a greenways system in several policies, i.e. to interconnect existing greenway components, identify potential open space linkages for planning purposes; to connect publicly owned recreation and conservation lands to develop the greenways system (Policy 6.3.3), and to protect sensitive ecosystems and habitat corridors (Policy 6.3.5). The Critical Ecological Corridors map and policy to implement EAR recommendation #5.2.1 translates the greenway policy into more specific terms and mapping. The revised policy identifies the various programs and activities that will be utilized to maintain ecologically functional linkages within the identified corridor.

Policy 6.3.2 *The County shall prioritize maintenance of ecologically functional linkages between ecological corridor core areas as shown on the Critical Ecological Corridors Map through various programs and activities, including: (a) implementation of development review, special area planning for Strategic Ecosystems, land acquisition programs and associated management plans, and the Transfer of Development Rights program (see Future Land Use Element Section 9.0); (b) various intergovernmental coordination efforts with municipalities, adjacent counties, regional entities, state and federal agencies to promote maintenance of linkages of ecological core areas; and (c) outreach programs to promote the value of conserving linked ecosystems/corridors and support tax incentives that promote the preservation of mapped ecological core areas.*

Sections of the proposed policy are reviewed below.

The critical ecological corridors overlay shall include at a minimum the following adopted Strategic Ecosystems: Lochloosa Slough, East Lochloosa Forest, Lochloosa Creek, Lochloosa Creek Flatwoods, Little Orange Creek, East Side Newnans Lake, Austin Cary, Northeast Flatwoods and the Santa Fe River.

The Critical Ecological Corridors Map (see Map, Page 15) identifies a continuous ecological corridor connecting properties designated as Preservation (dedicated public lands) and Strategic Ecosystems (significant natural resources on private lands) as evaluated in the KBN/Golder report (1996) that should be protected. Linkages among these areas should be maintained to protect ecological landscape values from outside and across the county based upon, among other things, the conceptual plan of the Cooperative Conservation Blueprint (Gordon et al. 2005). This map highlights in green hatching portions of areas designated as Preservation on the County's Future Land Use Map (FLUM) and Strategic Ecosystems adopted in the Conservation and Open Space Element. It also includes recently acquired Alachua County Forever property, such as the Northeast Flatwoods Preserve Project (242 ac) along the southern edge of the Santa Fe River, located within the Critical Ecological Corridor which will meet the indicator designation of Preservation on the FLUM during the next large scale amendment cycle.

The Strategic Ecosystems evaluated in the KBN/Golder Report (1996) (see Alachua County Strategic Ecosystems Map 6.2, pg 100 of the Evaluation and Appraisal Report), identified as the backbone of the corridor, exemplify common landscape features that stretch across the county from the southeast to the northwest. The corridor contributes significantly to the green infrastructure needs of the County by

providing accessible recreation opportunities, important stormwater storage and flood mitigation, natural water and air purification and noise abatement. The nine strategic ecosystems identified as the minimum for protection and management of the corridor link large areas of pine flatwoods, mixed hardwoods, isolated freshwater swamps, lakes, marshlands, and rivers important to the region's wide variety of indigenous plant and wildlife heritage which enhance genetic and biodiversity pathways for Florida Black Bear and potentially Florida Panther both of which require large territories for survival.

Make it a priority to protect mapped ecological corridor core areas and preserving linkages between mapped ecological corridor core areas in the implementation of the development review process for Strategic Ecosystems, and also in land acquisition programs, and in Special Area Management Plan development.

The County's existing regulatory framework and processes such as development review of properties identified as Strategic Ecosystems to ground-truth and identify ecosystem resources for protection, land acquisition programs, and special study area and plans will be utilized. The focus of the mapped ecological corridor is on achieving and maintaining linkages among significant public and privately-owned ecological landscapes through such regulatory and planning mechanisms such as Strategic Ecosystem protections (COSE 4.10.1 et seq.) and clustering policies under Future Land Use Element (Policy 6.2.9), and/or Special Area Planning Process policies (FLUE Policy 7.1.28). Implementation of the Transfer of Development Rights (TDR) programs (under FLUE Objective 9.0) and the Planned Developments (PDR/TDR) program under Policy 6.2.5.1 are also potential tools for protection of the greenway and Critical Ecological Corridor network.

The County should coordinate with County-wide Visioning and Planning Committee, Non-governmental organizations, State, federal municipal and adjacent counties to extend ecological linkages beyond County jurisdiction. Develop an outreach program to promote the value of conserving linked ecosystems/corridor.

Additional mechanisms to achieve a greenspace/green infrastructure network are coordination with County-wide Visioning and Planning Committee, Non-governmental organizations, State, federal municipal and adjacent counties to extend ecological and open space linkages beyond County jurisdiction. The County shall coordinate with local municipalities in order to include appropriate incorporated properties as part of the greenway system (COSE 6.3.7). Adopted COSE Policy 2.3.2 references Community and Neighborhood Planning (FLUE Sec 7.) as a forum to address conservation issues, including provisions for regional habitat corridors, watersheds, and greenways.

The County should develop and/or support tax incentives that promote the preservation of mapped areas by landowners.

A new tool that provides tax incentives to promote the preservation of mapped environmentally sensitive lands was Constitutional Amendment #4 adopted in 2008. The amendment allows for a property tax exemption, classification and assessment of land (generally greater than 40 acres) dedicated in perpetuity for conservation purposes; for such property to be classified by general law and assessed solely on the basis of character or use for purposes of ad valorem taxation. Legislation implementing Amendment #4 took effect January 1, 2010 in Title XL Ch. 704.06 F.S. (Real and Personal Property) and Title XIV Ch. 193.501 and 196.26 F.S. (Taxation and Finance).

Prioritize core areas of, and linkages between, the corridors in the implementation of any Transfer/Purchase of Development Rights Program.

The County's Transfer of Development Rights (TDR) program is one of the strategies to encourage continuation of productive agricultural uses and protection of conservation areas. The framework for implementation of the voluntary TDR program with guidelines in the Land Development Code (Ch 402, Article 29, ULDC) was adopted on September 8, 2009. The TDR program provides a mechanism to protect resources in two categories or sending areas -agriculture and/or conservation areas- deemed valuable either for their potential for agricultural production or their conservation values by allowing a property owner to sell the development rights on their land to another property owner or developer. The rights can then be used on a different piece of property in a more suitable (or less sensitive) location.

The program includes designated sending areas from which the development rights in the form of density or intensity may be transferred as well as receiving areas to which the density or intensity may be transferred. Potential agricultural sending areas are identified as any properties receiving an agricultural classification from the Property Appraiser that are at least 160 acres in size (FLUE 9.1.2). In addition to meeting the requirements identified above, any proposed amendment to expand the Urban Cluster must include a commitment to purchase development rights in accordance with FLUE Policy 7.1.3.e. Development rights may be purchased to reduce the amount of open space required on a non-residential or mixed use development site within the Urban Cluster. Once the development rights are transferred off a property, a mechanism (such as a conservation easement) is put in place to permanently protect the land from development.

The adopted TDR policy also provides that the County shall promote its Transfer of Development Rights (TDR) Program and encourage the municipalities within the County to participate in the TDR program through the adoption of inter-local agreements.

EXCERPTS OF ADOPTED POLICIES - CONNECTIVITY OF PRESERVATION AND STRATEGIC ECOSYSTEM AREAS

FUTURE LAND USE

TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

Objective 9.1

To create a tool that, in addition to other County policies and regulations, will protect the County's environmental resources and promote viable agriculture and the landscape while encouraging efficient use of services and infrastructure by concentrating development in more area of the County.

CONSERVATION AND OPEN SPACE

RESOURCE AREAS PLANNING

Policy 2.3.2 a Community and neighborhood Planning program, per Future Land Use Element Section 7 (Implementation), shall address conservation issues including provisions for regional habitat corridors, watersheds, and greenways.

STRATEGIC ECOSYSTEMS

Policy 4.10.1 Conserve strategic ecosystems that are determined through ground-truthing using the KBN/Golder report as a guide to maintain or enhance biodiversity based on an overall assessment...

Policy 4.10.2 Strategies shall be implemented through the land use planning and development review processes to ensure that each strategic ecosystem is evaluated and protected based on the integrity of the ecological unit.

ALACHUA COUNTY FOREVER

Policy 6.2.1 The County shall establish and maintain the Alachua County Forever program to acquire and manage environmentally significant lands for the protection of water resources, wildlife habitat, and natural areas suitable for resource-based recreation.

Policy 6.2.5 During the acquisition of environmentally significant lands, the County shall give priority to acquiring the optimal acreage needed to maintain the integrity of the natural plant communities or ecological units involved.

Objective 6.3 Develop a linked open space network, or greenways system, that can be managed to support the protection, enhancement and restoration of functional and connected natural systems while providing unique opportunities for recreation, multi-modal transportation, and economic development.

LINKED OPEN SPACE NETWORK

Policy 6.3.3. Where necessary to connect publicly owned recreation and conservation lands to develop the greenways system, the County shall encourage public acquisition of land and other means of voluntary landowner participation.

Policy 6.3.5 To protect sensitive ecosystems and habitat corridors, the County shall locate and design Greenway facilities in an environmentally sensitive manner, including limiting or prohibiting public access where necessary to protect such resources.

Policy 6.3.6 The County shall approve a master management plan for the greenways system, and specific plans for lands acquired, preserved, or otherwise included in the greenways system. The management plans shall address natural resources protection, public access, recreation, education, and opportunities for economic development that is complementary to maintaining the system. The management plans shall identify anticipated costs and departments responsible for implementation of the plans.

Policy 6.3.7 The County shall coordinate with local municipalities in order to include appropriate incorporated properties as part of the greenways system.

Conservation and Open Space References:

Cox, J., et al. 1994. Closing the gaps in Florida's wildlife habitat conservation system. Florida Game and Fresh Water Fish Commission, Office of Environmental Services, Tallahassee, Florida.

Florida Fish and Wildlife Conservation Commission. Living with Florida Black Bears. (online brochure and information on being aware of potential human interactions with bears in recreational or residential environments) http://www.fwc.state.fl.us/conservation/you-conserve/wildlife/black-bears/

Gordon et al., 2005. Threats and Actions for Florida's Comprehensive Wildlife Conservation Strategy Final Report for FWC Contract Nos. 04101 and 04122. The Nature Conservancy – Gainesville, Florida.

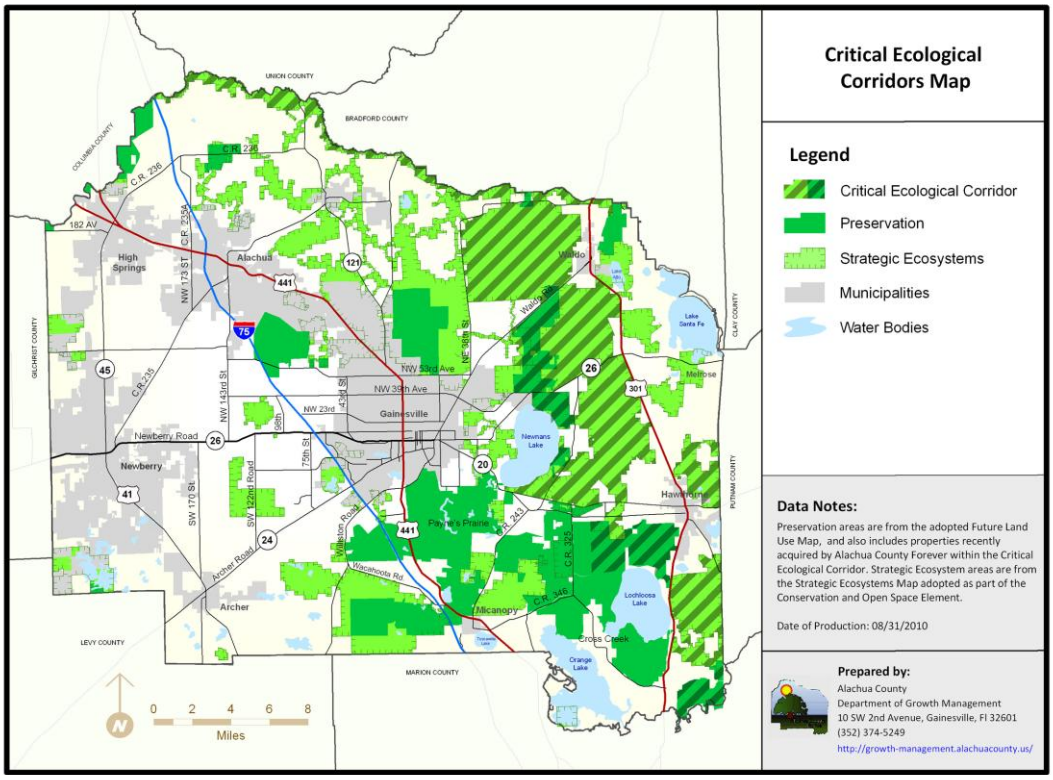
Harris, L. D. 1984, The Fragmented Forest- Island Biogeography and the preservation of Biotic Diversity. The University of Chicago Press.

Hoctor, T. S., et al. 2000. Identifying a linked reserve system using a regional landscape approach: the Florida ecological network. Conservation Biology 14: 984-1000.

KBN/Golder Assoc. 1996. Alachua County Ecological Inventory Project. Report prepared for Alachua County Dept Growth Management, Office of Planning and Development, November 1996.

Knight, et al. 2000. Florida Forever Conservation Needs Assessment Summary Report. FNAI.

Alachua County Critical Ecological Corridors Map



AIR QUALITY

EAR Recommendation #6.5.1 *Delete Policies 4.1.1, 4.1.2, and 4.1.3 related to regulatory and monitoring activities; requirement for biennial report on air quality in Policy 4.1.4.4; and, since the County has no delegated regulatory authority from FDEP for air quality, revise Item 5 under policy 4.1.6 relating to promotion of industries that exceed federal and state air quality and emission standards to remove the following language: "Existing and new industries shall be regulated as follows: a. Existing industries not meeting these standards shall be brought into compliance under a specified schedule. b. New industries shall be designed to exceed the specified standards." Maintain policy (4.1.3.7) on inventory and reduction of greenhouse gases and revise Policy 4.1.4 public education component to state the County should maintain a general Air Quality website to provide the public with education about air quality, radon information and indoor air pollution issues.*

SUMMARY OF ADOPTED POLICIES ON AIR QUALITY

Section 4.1, Air Resources, of the Conservation and Open Space Element of the adopted Comprehensive Plan presents as a primary Objective (4.1) the need for Alachua County to protect the public health and the environment by taking steps to maintain and improve ambient air quality by meeting or surpassing minimal compliance with state and national ambient air quality standards.

To support this objective, several policies (4.1.1, 4.1.2, 4.1.3, 4.1.4) were adopted that recommended the establishment of a local air quality program with the following capabilities and responsibilities:

1) local ambient air monitoring,
2) adoption of state air quality regulations and pursuit of an approved local air program with delegated regulatory authority from the Florida Department of Environmental Protection (FDEP),
3) a planning and analysis capability to study levels and sources of air pollutants in the County and to regulate land use and development activities to protect air resources,
4) an air quality and radon public education component including a biennial air quality status report to the community, and
5) an inventory of Greenhouse Gas (GHG) emissions (GHG) and implementation of a plan to reduce County GHG emissions by 20% below 1990 levels by 2010.

From 1999 to 2004, Alachua County made progress in development and implementation of activities in support of an Air Quality program and specifically air resource policies (4.1.1 to 4.1.4) in the adopted Comprehensive plan. Alachua County through the Environmental Protection Department (ACEPD) established several air monitoring stations in 1999 to gather preliminary data on the levels of primary pollutants, sulfur dioxide, nitrogen oxides, particulates (PM 10 and PM2.5) in Alachua County. From 2001 to 2004, Alachua County committed staff and equipment resources and actively pursued the development of a local delegated air quality program and establishment of an FDEP approved air quality monitoring program. Alachua County also joined the ICLEI Local Governments for Sustainability —Cities for Climate Protection Campaign and completed the development of GHG inventory for County operations and developed a local action plan for GHG reduction in County operations. The County established an Air Quality website which contained information for the public on air pollution levels in Alachua County and included public information and education on radon levels and indoor air pollution and greenhouse gases.

By early 2004, it became apparent from discussions with the FDEP Air Program management that achievement of the County's goal to establish a FDEP delegated local air pollution control program with the regulatory and monitoring capabilities envisioned by the policies in the adopted Comprehensive Plan would require establishment of a duplicative regulatory program at the local level to that performed by FDEP in order to prove that the local program was capable of performance to FDEP regulatory standards. Based on fiscal budget constraints in FY 2005 budget, the County made a decision in late 2004 to eliminate continued financial support for the pursuit of a local air quality program within Alachua County and further progress on implementation of Policies 4.1.1 through 4.1.4 ceased. Policy 4.1.5 ensures the safety of the public and the environment through regulation of open burning practices. Policy 4.1.6 directs that factors contributing to the maintenance and improvement of air quality be considered during land use planning and development review. Policy 4.1.7 directs the County to support programs that improve air quality through increased use of mass transit and increased use of bikeways. Policy 4.1.8 addresses the proper use and handling of asbestos. Policy 4.1.9 requires the establishment of a tree planting program to improve air quality. Policy 4.1.10 directs the County to establish and intergovernmental task force to coordinate on air quality issues and use of alternate fuels and use of hybrid vehicles. County progress on many of these issues has been made through application of land development and other County regulations.

RECENT LEGISLATIVE CHANGES – GREENHOUSE GAS (GHG) EMISSIONS (see ENERGY ELEMENT)

DATA AND ANALYSIS – AIR QUALITY

Currently, air quality in Alachua County remains generally good. Some concern remains with ozone which has approached federal regulatory 8–hour maximum standards on during several periods during

the last two years. Fine particulates (PM2.5) remain below federal standards but average about 70% to 80% of federal annual average standards and therefore remain a concern if future increases in development, traffic and any new pollution sources cause an increase in emissions. Ozone levels (8-hour maximum values) in the County have been approaching and occasionally exceeding federal regulatory standards in the last several years. FDEP continues to measure ozone concentrations in Alachua County using a monitoring station located in Paynes Prairie. Fine particulate matter (PM2.5) concentrations are not currently monitored in the County. The County continues to maintain an Air Quality website that provides the public with general information about air pollution and air quality in Alachua County including radon and greenhouse gases.

In 2007, the County established the Energy Conservation Strategies Commission (ECSC), a citizens advisory board which developed recommendations to the Board of the County Commissioners on strategies and programs the County can implement to enhance energy efficiency, reduce the generation of greenhouse gases associated with global warming and develop a sustainable energy strategy for the County. Implementation of the recommendations from the ECSC Report accepted by the Board on December 2, 2008 will likely result in continued progress in tracking GHG emissions and a reduction in air pollutants through various strategies to limit the consumption of fossil fuels for power generation in the areas of building construction, land use, transportation and waste management.

STRATEGIES TO ADDRESS ISSUE – AIR QUALITY

Delete Policies 4.1.1, 4.1.2, 4.1.3 (except Policy 4.1.3.7 dealing with the requirement to inventory and reduce County GHG emissions) of the current adopted Comprehensive Plan that are related to a regulatory and monitoring based Air Quality program.

Revise Policy 4.1.4 that relates to an air quality public education component to state the County should maintain a general Air Quality website to provide the public with education about air quality, radon information and indoor air pollution issues Delete the requirement for a biennial report on air quality contained under Policy 4.1.4.4.

Since the County has no delegated regulatory authority from FDEP for air quality, remove the following language from Item 4.1.6.5 relating to regulation of industries that exceed federal and state air quality and emission standards:

Existing and new industries shall be regulated as follows:

a. Existing industries not meeting these standards shall be brought into compliance under a specified schedule.
b. New industries shall be designed to exceed the specified standards.

OPEN SPACE REQUIREMENTS FOR DEVELOPMENT IN URBAN CLUSTER

EAR RECOMMENDATION #1.1.4 *Review the policies relative to open space requirements within the Urban Cluster to assess impact on the ability to achieve higher density, mixed use development within the Cluster; based on that review, consider modifications to those requirements as determined to be desirable and necessary to facilitate higher density/intensity mixed use development within the Urban Cluster.*

SUMMARY OF CHANGES TO ADDRESS EAR RECOMMENDATION

Proposed changes to the adopted open space policies will expand the options available for meeting the 20% open space requirement to include community gardens, and portions of green roofs which meet open space design criteria. New policy language will also allow portions of public plazas or

squares which combine natural areas with permeable paved surfaces to be counted toward the required amount of open space to be maintained in development sites, subject to design criteria to be specified in the Land Development Code.

SUMMARY OF ADOPTED POLICIES ON OPEN SPACE

The Alachua County Comprehensive Plan Conservation and Open Space Element Policy 5.2.2 requires that pervious open space must be provided on at least 20 percent of a development site. The 20 percent pervious open space may include open space dedicated to public use, such as community fields, greens, plazas, or squares; natural areas with non-invasive trees and plants; landscaped areas; linkages between larger open space systems; and portions of stormwater management areas.

Policy 5.2.3 of the Conservation and Open Space Element requires that development sites which contain conservation areas must fulfill the open space requirement with conservation areas first, and then with other types of allowable open space. Conservation areas are defined in the Comprehensive Plan to include wetlands, surface waters within private ownership, 100 year floodplains, listed species habitat, strategic ecosystems, and significant geologic features.

Article 4, Chapter 407 of the Alachua County Unified Land Development Code (ULDC) implements the Comprehensive Plan policies on open space. The ULDC defines "primary" and "secondary" open space areas for proposed development sites. Primary Open Space Areas include conservation areas and their related buffers, and other Natural Areas including significant habitat or other natural features such as steep slopes, ridges, sinkhole areas, or areas that potentially could be utilized to enhance or restore natural features on or adjacent to the development site. Secondary Open Space Areas include pervious community green spaces, pedestrian trails, landscaped areas, and portions of stormwater management areas which exceed certain minimum requirements provided in Section 407.45 of the ULDC.

The ULDC provides that the minimum 20 percent pervious open space requirement for development sites must be fulfilled first with conservation areas. When the minimum 20 percent requirement cannot be fulfilled with conservation areas, the requirements shall then be fulfilled with Natural Areas. After conservation areas, related buffers and other Natural Areas have been set aside as open space, any remaining required open space may then be fulfilled with "secondary open space areas".

The Comprehensive Plan and ULDC recognize the need for flexibility in the implementation of open space requirements. There are existing provisions in the Code which allow for additional open space flexibility within certain types of high density mixed use development (see ULDC Section 407.44(c) "Quality Mixed Use Developments" and (d) "Other Mixed Use Developments"). Also, recently adopted Comprehensive Plan policy changes adopted in September 2008, and related amendments to the ULDC, now allow for a reduction in the amount of required open space for non-residential development by purchasing development rights through the County's Transfer of Development Rights Program.

Recommendation #1.1.4 of the EAR is to review the policies relative to open space requirements within the Urban Cluster to assess their impact on the ability to achieve higher density, mixed use development within the Cluster, and based on that review, consider modifications to those

requirements as determined to be desirable and necessary to facilitate higher density/intensity mixed use development within the Urban Cluster.

The guiding principles and strategies for the Future Land Use Element of the Alachua County Comprehensive Plan generally call for maximizing efficient use of land by providing for compact higher density residential and mixed use development within the Urban Cluster. Compact development patterns with higher densities and mixed uses accomplish multiple Comprehensive Plan objectives relating to energy conservation, community health, preservation of rural and agricultural areas, and promotion of walking, bicycling, and transit modes. Adopted policies on Urban Activity Centers specifically promote compact, mixed use, and pedestrian-oriented development within several identified nodes inside the Urban Cluster. More recently adopted policies for Transit Oriented Development (TOD) and Traditional Neighborhood Development (TND) allow for higher density and mixed use development to occur in locations outside Activity Centers that have a high level of accessibility to existing and future transit facilities.

Compact mixed use development, such as TOD, TND, and Activity Centers, combines people, jobs, and services in a way that makes it efficient, safe, and convenient to travel on foot or by bicycle, transit, or car. This type of development often features civic open space as an organizing feature and gathering place for the surrounding area. The County's adopted policies on Activity Centers require the inclusion of civic space within developments. Recently adopted policies on TOD and TND encourage the inclusion of public spaces such as plazas, squares, or courtyards within these developments.

Objective 5.2 of the Conservation and Open Space Element focuses on providing open space within developments in order to protect recreational and natural resource functions.

> ***Objective 5.2*** - *Preserve* or establish open space within developments to ensure public health, safety and welfare and *to protect recreational and natural resources and functions.*

The adopted Objective recognizes the recreational and natural resource protection benefits of providing open space within development. While recreation and natural resource protection are two important benefits, open space also provides additional community benefits when integrated in an urban context. Civic open spaces within more densely urbanized areas may serve as public gathering places, such as plazas or squares. These areas often mix landscape (pervious area) and hardscape (typically impervious area), and they provide a range of community activities and amenities such as seating, public art, outdoor markets, and programmed events. These types of civic open spaces contribute to the quality of the pedestrian environment and provide health and economic benefits to the surrounding community.

The adopted Alachua County Comprehensive Plan open space policies and implementation through the ULDC provide a limited range of allowable types of open space for developments that do not contain conservation or natural area resources. While adopted Policy 5.2.2 of the Alachua County Comprehensive Plan contemplates "greens, plazas, and squares" as potential open space areas, the restriction to "pervious" open space limits utilization of plazas and squares to meet the 20 percent open space requirement. The pervious requirement of the open space policy and the ULDC implementation would not allow a partially impervious public civic space such as the Bo Diddley Community Plaza in downtown Gainesville to be counted as meeting the requirement for Open Space

for new development in Alachua County. These kinds of civic spaces, which mix hardscape and landscape to achieve a pedestrian-use space, are vital to higher density mixed use urban areas such as those in Activity Centers, Transit Oriented Developments, and Traditional Neighborhood Developments. As population growth in the unincorporated area continues, and the policies for Activity Centers, TOD, and TND are applied to new development and redevelopment, it is expected that the existing lower density development patterns in the unincorporated Urban Cluster will begin to transition to a more urban mixed use form. With the increasing emphasis on compact higher density mixed use development in the Urban Cluster, including TOD and TND, the adopted open space policies could potentially be expanded to more effectively encourage usable public open space that compliments higher density and mixed use urban development.

Policy 5.2.2 of the Comprehensive Plan contemplates inclusion of plazas or squares as part of the required open space for development, however, only the pervious areas can be counted toward meeting the open space requirement. Typical plazas and squares usually include some amount of impervious area mixed with landscaped or natural areas.

Example definitions of "plaza" from other communities include:

- Plaza means any open space which contains more than 50 percent impervious ground coverage. *(Gainesville, FL)*

- A public open space at ground level wholly or partly enclosed by a building or buildings. It is continuously accessible to the public and has openings to the sky. *(Davis, Calif.)*

- An open space that may be improved, landscaped, or paved, usually surrounded by buildings or streets. *(Miami, FL)*

- A small paved pedestrian area, minimum 600 square feet, provided with seating and landscaping. Plazas shall be used primarily for passive recreation, visual amenity and may contain seating and tables. Plazas shall be adjacent to or within the Village Center, a public right-of-way, a Public Benefit Use, or another Open Space Use. *(Orlando, FL)*

- An area generally open to the public on a controlled basis and used for passive recreational activities and relaxation. Plazas are paved areas typically provided with amenities, such as seating, drinking and ornamental fountains, art, trees, and landscaping, for use by pedestrians. *(Portland, Ore.)*

- A continuous open space which is readily accessible to the public at all times, predominantly open above and designed specifically for use by people as opposed to serving as a setting for a building. *(Beaverton, Ore.)*

The example "plaza" definitions above contemplate certain features such as public accessibility, passive recreation, landscaping, amenities, and the inclusion of some amount of impervious area.

Pedestrian Plaza in Haile Plantation, Alachua County

Examples of plazas or squares as urban open spaces

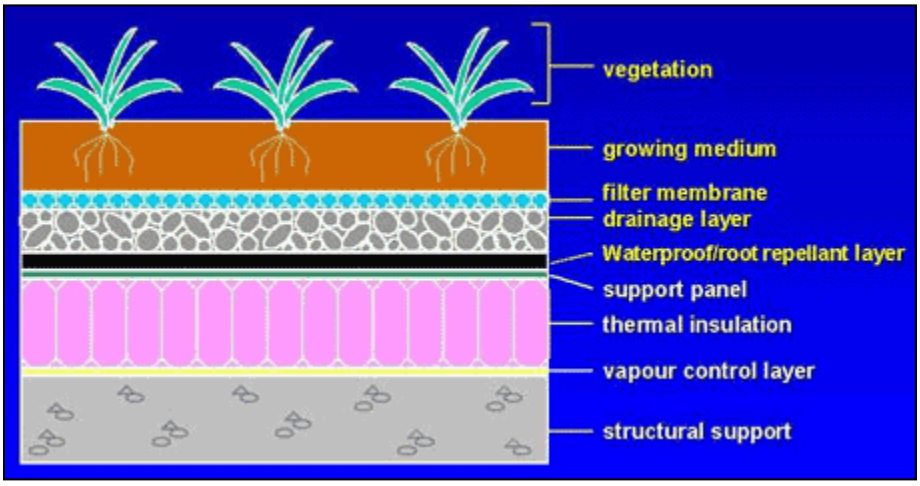
Squares have similar kinds of definitions as plazas:

> An open space surrounded by a minimum of 75 percent of its perimeter by streets, totaling at least one half acre in area. *(Alachua County Land Development Code)*
>
> Open space that may encompass an entire block, is located at the intersection of important streets, and is set aside for civic purposes, with landscaping consisting of paved walks, lawns, trees, and civic buildings. *(Austin, Tex.)*
>
> Open space that may encompass an entire block, is located at the intersection of important streets, and is set aside for civic purposes, with landscape consisting of paved walks, lawns, trees, and monuments or public art. *(Concord, N.C.)*

These example definitions suggest that squares are generally considered to be public open space, but do include paved or hardscaped areas as an integral part of the space. The example definitions also indicate that squares are located near intersections or are otherwise bound by streets, suggesting that they serve as a component of the pedestrian network.

In addition to plazas and squares, green roofs are another type of open space not currently contemplated in the Comprehensive Plan which could be utilized within higher density mixed use development. Green roofs, also known as rooftop gardens, are roofs which are planted with vegetative materials. According to the U.S. Environmental Protection Agency (EPA), green roofs are planted over existing roof structures, and consist of a waterproof, root-safe membrane that is covered by a drainage system, lightweight growing medium, and plants. Green roofs reduce rooftop and building temperatures, provide stormwater filtration and air quality benefits, and serve as recreational amenities for building occupants. Green roofs contain mostly pervious surfaces, although a small amount of impervious surface for paths or seating areas may be included.

Example of a Green Roof in Vancouver www.greenroofs.org



Cross Section of Typical Green Roof www.greenroofs.org

Another type of urban open space that could be considered in the County's open space policy framework is community gardens. A community garden is a shared space in a neighborhood where residents of the neighborhood can have a place to grow, fruits, vegetables, or landscape plants.

Many communities have community garden programs which are administered through the local government parks and recreation department, charitable organizations, or home/condo owners associations. Community gardens promote healthy communities, provide food security, provide recreational opportunities, and contribute to the urban open space network. Policies encouraging community gardens are being proposed as part of the new Community Health and Energy Elements of the Alachua County Comprehensive Plan. Related policy changes to allow community gardens as part of the required open space in developments are also proposed under Objective 5.2 of the Conservation and Open Space Element.

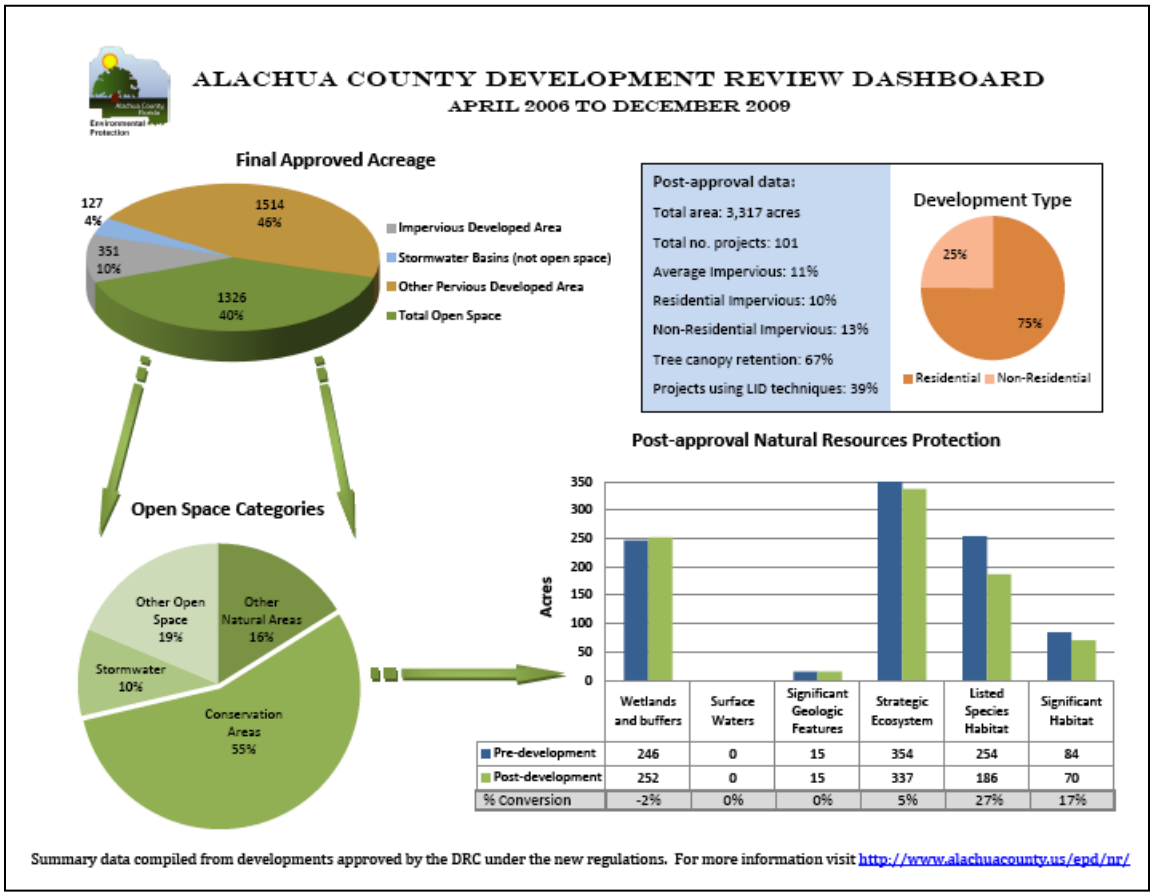
Community Garden, Montreal
http://spacingmontreal.ca

Community Garden, Brooklyn, NY
http://brooklynfoodcoalition.ning.com

Data on Open Space Preserved within New Development

Between April 2006 and December 2009, approximately 1,326 acres were preserved as open space within approved development in accordance with the Comprehensive Plan open space requirements. The breakdown of the types of permanent open space preserved within approved developments is shown in the diagram below. During this time period, just over one-half of the open space conserved as part of approved development plans has been comprised of conservation areas, which include wetlands, surface waters, floodplain areas, listed species habitat, significant geological features, and strategic ecosystem areas. The remainder of the preserved open space has been comprised of other natural areas, other open space areas, and stormwater management areas which qualify as open space.

Open Space Preserved within New Development Approvals, April 2006 to December 2009



Source: Alachua County Environmental Protection Department. These values represent approvals by the County's Development Review Committee (DRC), and not necessarily what has been built to date. This information is usually updated on a quarterly basis. Please be aware that this data does not include all projects approved through the DRC, but only a subset of the final approvals. For instance, applications for flood prone area permits, revised applications with only minimal changes in impervious area, and other projects that may have minimal or no impact on overall development data calculations are not included. For more information, visit http://www.alachuacounty.us/epd/nr

OPEN SPACE REFERENCES

North Coast Stormwater Coalition (California) information on use and variety of permeable pavers:
http://www.humboldtstormwater.com/docs/pp_workshop/index.html

Interlocking Concrete Pavement Institute information on permeable pavers:
http://www.icpi.org/design/permeable_pavers.cfm

Information on Benefits of Green Roofs
http://www.greenroofs.org/index.php/about-green-roofs/green-roof-benefits

General information on Community Gardens
http://communitygarden.org

Community Garden Program in Portland, Oregon
http://www.portlandonline.com/parks/index.cfm?c=39846

RECREATION ELEMENT
DATA & ANALYSIS

EAR RECOMMENDATION #3.1.1
Consider access as part of a customized measure or level of service (LOS) standard for different park/recreation facility types. For example, "X acres of X park type within X-mile radius of every household".

EAR RECOMMENDATION #3.1.2
Base the level of service on County funded and County developed facilities (regardless of jurisdiction/entity currently operating the facility). For those projects jointly funded with other local agencies, the percentage of County funding can be used to determine the percentage of the facility that can contribute toward the County's level of service.

EAR RECOMMENDATION #3.2.1
Utilize the park/recreation system as a whole, instead of focusing on individual parks/recreation sites, to implement recreational programming that meets community needs.

EAR RECOMMENDATION #3.3.1
As provided in the Alachua County Recreation Master Plan, use park districts or service areas to analyze the needs of different geographic areas.

EAR RECOMMENDATION #3.3.4
Consider a LOS standard that accounts for facilities provided by other entities (e.g., UF, School Board, and private facilities) based on cooperative agreements between Alachua County and those entities.

OVERVIEW
Level of service (LOS) has been historically used to measure the adequacy of public services (e.g., police, fire, roadways). While there is not a universally accepted LOS standard for recreation facilities, there are established guidelines – the Florida State Comprehensive Outdoor Recreation Plan (SCORP) recommends a minimum LOS of two acres per 1,000 population for neighborhood parks; two acres per 1,000 population for community parks; and four acres per 1,000 population for regional parks. The SCORP does acknowledge that these guidelines don't allow for localized differences or specific environments and encourages local governments to develop their own guidelines that adequately reflect local conditions in determining recreation needs. 23 In terms of a quantitative measure, LOS standards for recreation facilities should be customized to fit the community's needs and address local conditions. It is also important to recognize that uniform standards are not always good indicators of whether or not the community's needs are being met.

Currently, the park/recreation level of service (LOS) does not account for recreational facilities provided by municipalities, schools or privately-owned facilities. It only accounts for County owned and maintained recreational facilities. As shown in the Alachua County Parks Level of Service Projections, the LOS standards (0.5 developed acres/1,000 unincorporated population for activity-based recreation and 5.0 developed acres/1,000 unincorporated population for resource-based recreation) are currently being met; in fact, the actual level of service for activity-based parks far exceeds the standard. However, there will ultimately be a need for land acquisition. Most County

Outdoor Recreation in Florida – 2000: Florida's Statewide Comprehensive Outdoor Recreation Plan, Florida Department of Environmental Protection, February 2002.

activity-based parks are already at or near 100% developed or projected to be at 100% developed by 2014. So as the population base increases over the next twenty years, so does the need for more park sites in order to maintain the adopted standard. Given the high costs associated with land acquisition (particularly in the area where most of the population growth is occurring), financially feasible LOS standards will become more difficult to maintain within the planning timeframe.

As referenced in Chapter 6 of the *Background Data & Analysis for the Alachua County Comprehensive Land Use Plan Update based on the Evaluation & Appraisal Report*, the Board of County Commission has included in its "guiding vision", the concept that municipal services should be provided by the municipalities. In recognition of this, it will become necessary for the County to enter into formal agreements

The annexation of areas containing parks developed by the County with the possible transfer of the park to the annexing municipality or the voluntary transfer of County parks adjacent to municipalities may result in a deficit in the County's LOS. The City of Gainesville recently took over the operation and maintenance of a County-developed and County-funded park – San Felasco Park.

The Recreation Site Classification for Countywide Park System (adopted as Table 1 in the Recreation Element of the Alachua County Comprehensive Plan) provides guidelines in terms of the types of facilities, size of the service area and population served for park types.

As stated in the Alachua County Recreation Master Plan, recreation must be economically self-sustaining. If funding sources are not identified for capital projects, maintenance and operations, the master will become less feasible to implement as the recreation deficit keeps growing. The policies in Objective 1.5 of the Recreation Element have been revised to reflect the reality of the County's role in terms of recreation programming and to address references to the unfunded master plan implementation.

DATA AND ANALYSIS

In order to accurately evaluate the accessibility of activity-based parks within the County, a series of maps were developed. The following map series (Alachua County Activity-Based Parks) provide information about the location and accessibility of activity-based County parks and the locations of municipal activity-based parks, public school facilities with recreational components, and recreational facilities owned by non-profit organizations:

- Map 1 - County Facilities
- Map 2 - County & Municipal Facilities
- Map 3 - County & School Board Facilities
- Map 4 - County & Non-Profit Facilities
- Map 5 - County, Municipal, School Board & Non-Profit Facilities

Map 1 was produced as part of the analysis to consider access as part of the LOS standard for activity-based parks. The unincorporated area population within typical service areas based on travel distance (per guidelines in Table 1 of the Recreation Element) for neighborhood (2 miles) and community parks (5 miles) represents 70% of the County's unincorporated area population. In the instance of Kanapaha/Veterans Park, the population served exceeds the recommended guideline of 25,000 persons.

The maps also show the delineation of the park planning districts as designated in the Alachua County Recreation Master Plan. These districts are to be used as geographic areas for recreational needs analysis.

While the County is currently meeting level of service standards for activity based parks, it is apparent that there is room for improvement in some areas. Community parks are limited to the central portion of the County, and neighborhood parks are more prevalent in the eastern portion, leaving gaps in some areas. As displayed in the map series, there is potential for this imbalance to be supplemented by municipal, School Board, and non-profit facilities.

As the population increases and maintaining LOS standards becomes more difficult due to the high costs associated with creating new recreational resources, it will become increasingly important to partner with municipalities, non-profit organizations, and the school district. The maps provide a glimpse of the potential for doing this.

In addition to the facilities shown in the map series, the University of Florida and Santa Fe College provide recreational facilities that serve their student body populations – a large segment of the community's population.

Included in the background material is a partial listing of subdivisions in the unincorporated area of Alachua County with recreational amenities.

Alachua County does assess park impact fees for new development in the unincorporated area of the county. The funds generated from these impact fees are designated to be used for the acquisition of or capital improvements to parks under the jurisdiction of Alachua County.

Alachua County's Recreation Element and the Park Impact Fee Ordinance have policy language to provide impact fee credits for developers, however no developers have utilized this incentive to date. This incentive is only offered for recreation facilities that are made available for public access and requires assurance of availability in perpetuity.

Proposed policy revisions also account for the inclusion of recreational facilities for which the County may enter into cooperative use agreements in the level of service calculation. This will be accomplished by entering into interlocal agreements with public entities.

The City of Gainesville entered into an interlocal agreement (see Appendix) with the School Board of Alachua County for the use of facilities at A. Quinn Jones School. The agreement specifies the responsibilities of the City as well as the School Board.

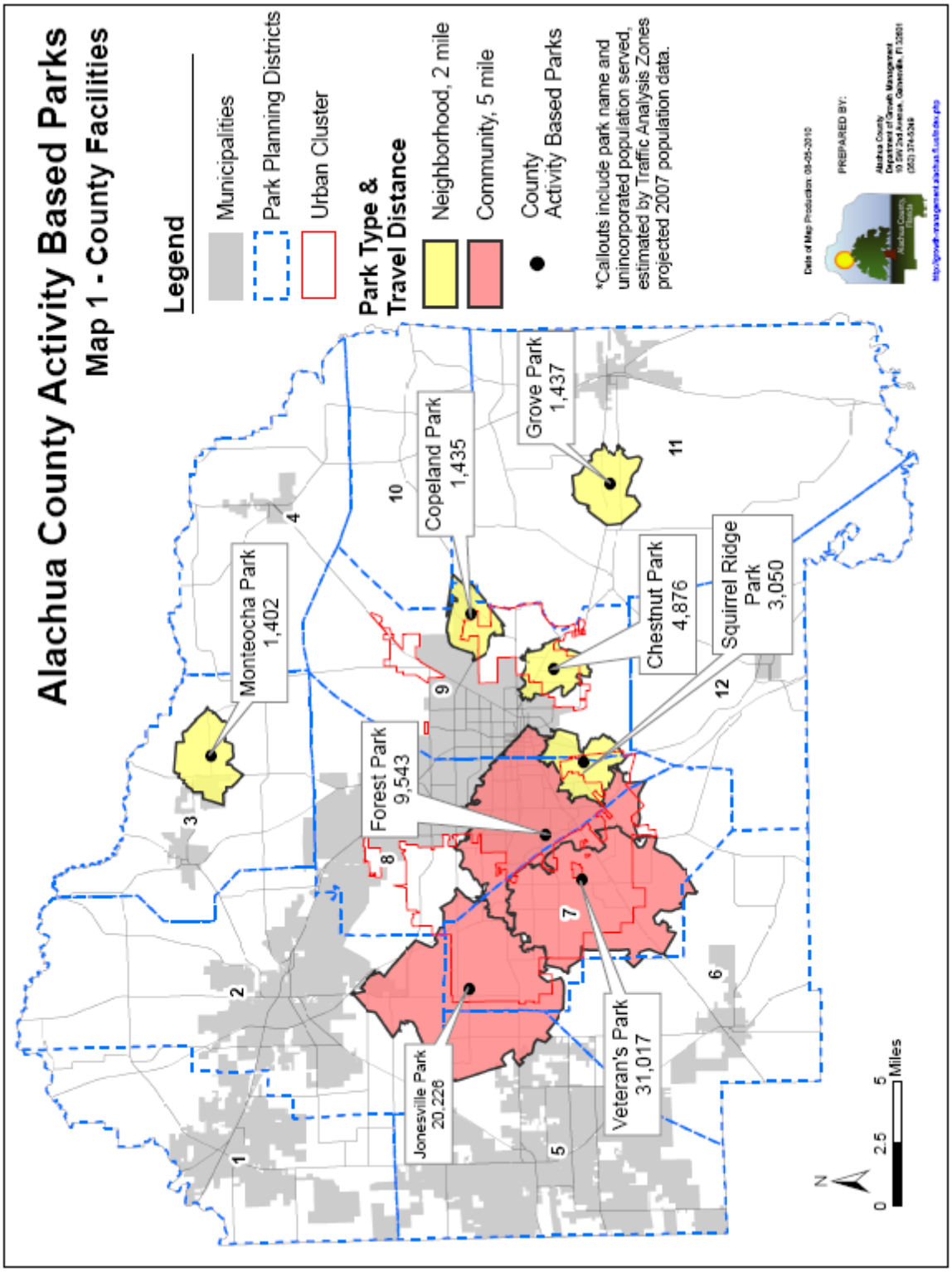
Important points that are addressed in this agreement include:

- Responsibility for expenses related to use
- Responsibility for maintenance and repair of damaged facilities
- Allowable times for use

The interlocal agreement (see Recreation Element Data and Analysis Appendix) adopted by Palm Beach County is another example of an agreement between a local government and school district regarding the use of school facilities for community recreational services. This example is broader in scope as it applies to the entire school district as opposed to a specific school. The parties to the agreement are Palm Beach County and the School Board of Palm Beach County.

Important points that are addressed in the interlocal agreement include:

- Allowable uses
- Allowable times for use
- Requirements for use of facilities by parties of the agreement (School Board and County)
- Use of facilities by "County User Groups"
- Procedures for requesting use of a facility.


Alachua County Activity Based Parks
Map 1 - County Facilities
Legend
Municipalities
Park Planning Districts
Urban Cluster
Park Type & Travel Distance
Neighborhood, 2 mile
Community, 5 mile
County Activity Based Parks
*Callouts include park name and unincorporated population served, estimated by Traffic Analysis Zones projected 2007 population data.
Date of Map Production: 03-05-2010
PREPARED BY:
Alachua County Department of Growth Management
10 SW 2nd Avenue, Gainesville, FL 32601
(352) 374-5249
http://growth-management.alachua.fl.us/index.php
Monteocha Park 1,402
Copeland Park 1,435
Grove Park 1,437
Chestnut Park 4,876
Squirrel Ridge Park 3,050
Forest Park 9,543
Jonesville Park 20,226
Veteran's Park 31,017
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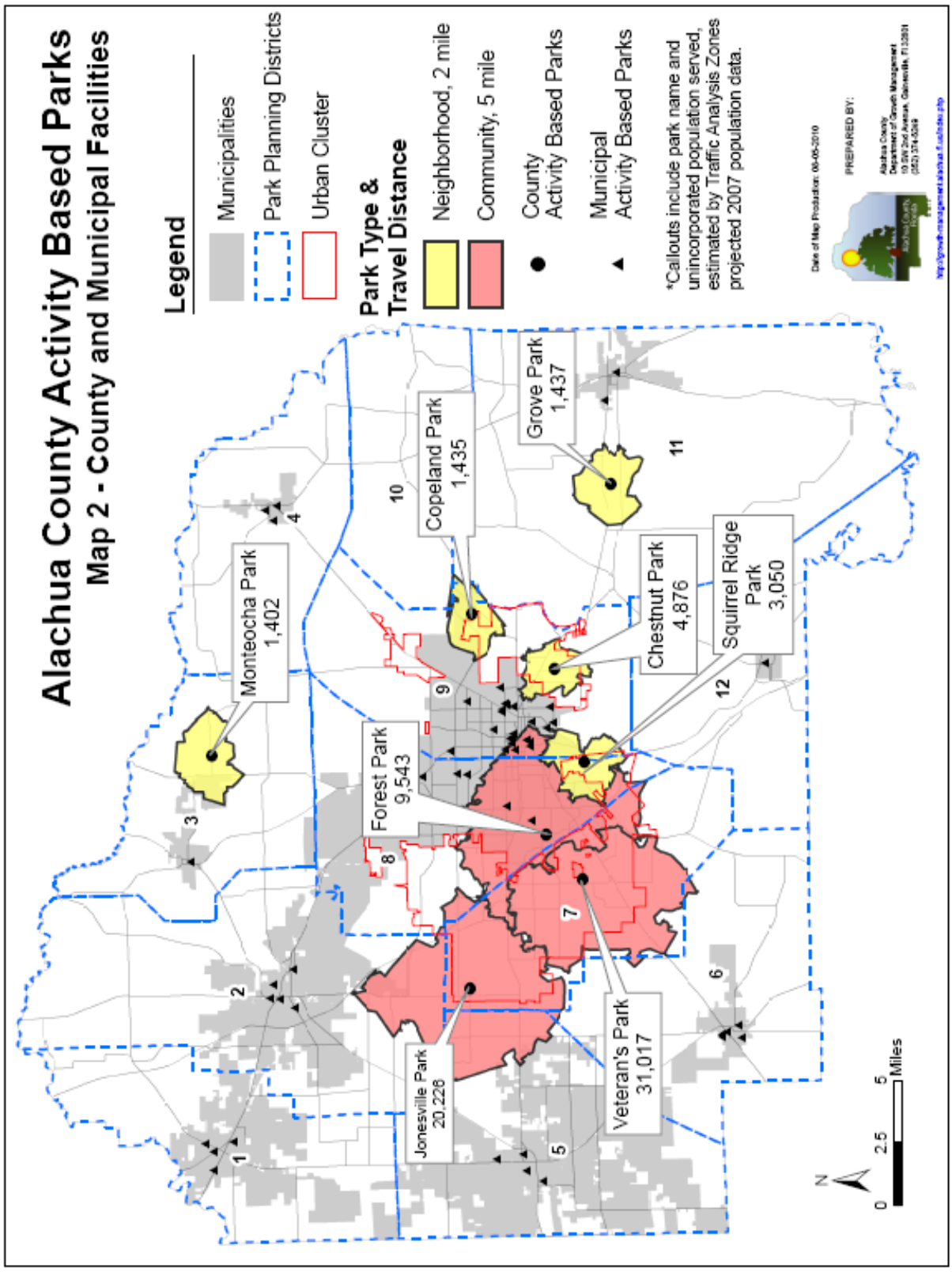
Alachua County Activity Based Parks
Map 2 - County and Municipal Facilities
Legend
Municipalities
Park Planning Districts
Urban Cluster
Park Type & Travel Distance
Neighborhood, 2 mile
Community, 5 mile
County Activity Based Parks
Municipal Activity Based Parks
*Callouts include park name and unincorporated population served, estimated by Traffic Analysis Zones projected 2007 population data.
Monteocha Park 1,402
Copeland Park 1,435
Grove Park 1,437
Chestnut Park 4,876
Squirrel Ridge Park 3,050
Forest Park 9,543
Jonesville Park 20,228
Veteran's Park 31,017
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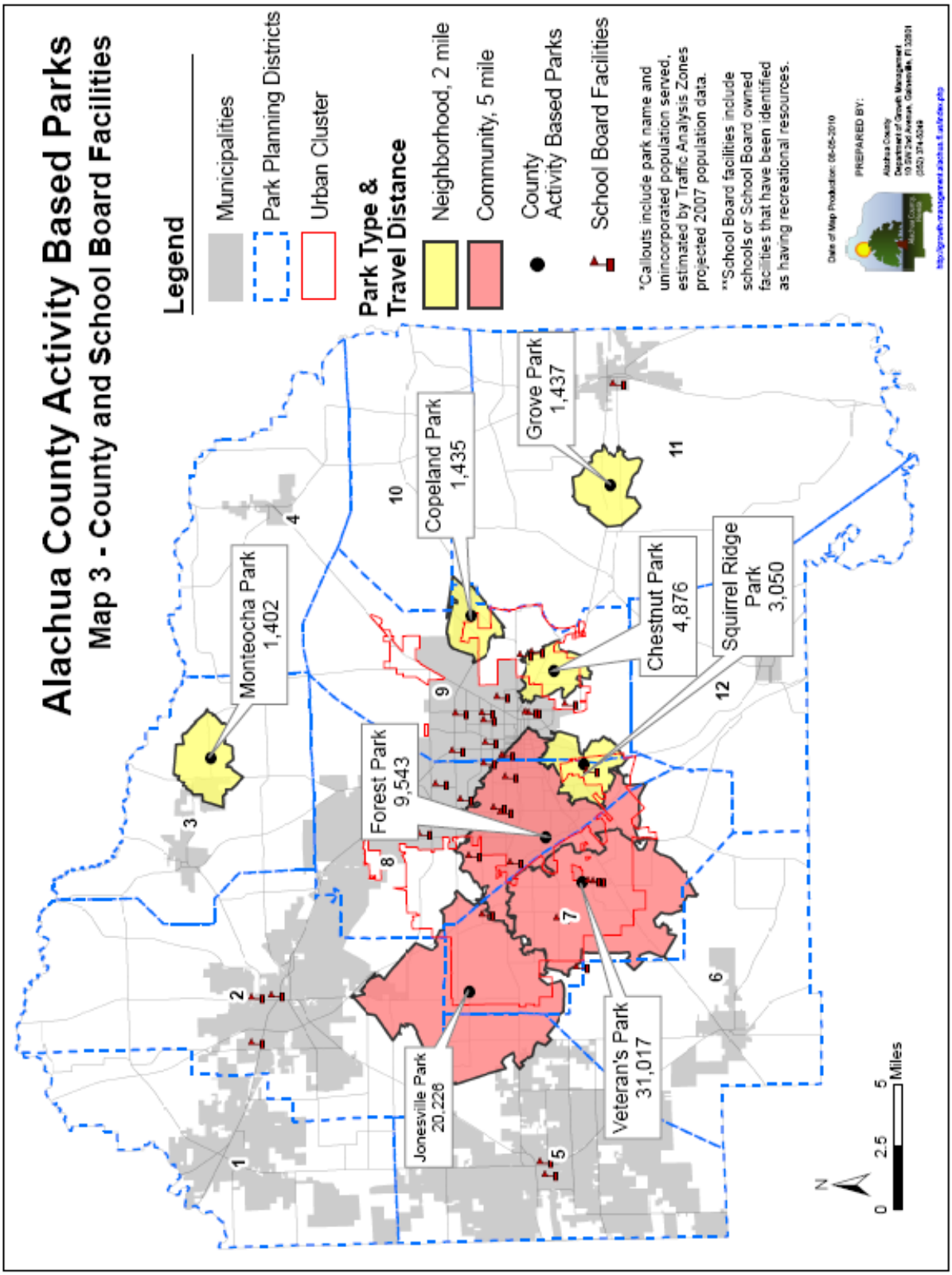
Alachua County Activity Based Parks
Map 3 - County and School Board Facilities
Legend
Municipalities
Park Planning Districts
Urban Cluster
Park Type & Travel Distance
Neighborhood, 2 mile
Community, 5 mile
County Activity Based Parks
School Board Facilities
*Callouts include park name and unincorporated population served, estimated by Traffic Analysis Zones projected 2007 population data.
**School Board facilities include schools or School Board owned facilities that have been identified as having recreational resources.
Date of Map Production: 06-06-2010
PREPARED BY:
Monteocha Park 1,402
Copeland Park 1,435
Grove Park 1,437
Chestnut Park 4,876
Squirrel Ridge Park 3,050
Forest Park 9,543
Jonesville Park 20,226
Veteran's Park 31,017
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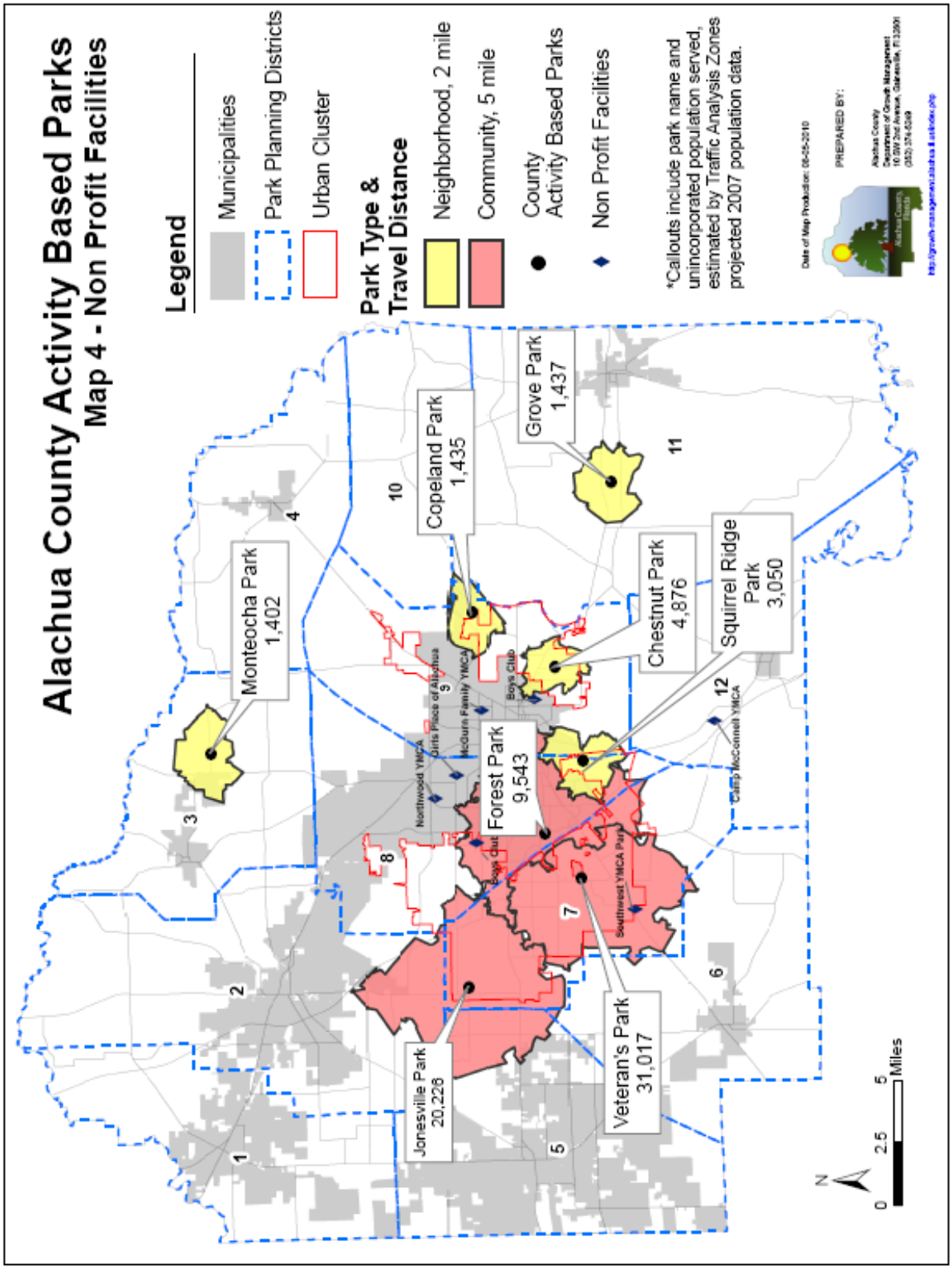
Alachua County Activity Based Parks
Map 4 - Non Profit Facilities
Legend
Municipalities
Park Planning Districts
Urban Cluster
Park Type & Travel Distance
Neighborhood, 2 mile
Community, 5 mile
County Activity Based Parks
Non Profit Facilities
*Callouts include park name and unincorporated population served, estimated by Traffic Analysis Zones projected 2007 population data.
Date of Map Production: 06-05-2010
PREPARED BY:
Monteocha Park 1,402
Copeland Park 1,435
Grove Park 1,437
Chestnut Park 4,876
Squirrel Ridge Park 3,050
Forest Park 9,543
Jonesville Park 20,228
Veteran's Park 31,017
Girls Place of Alachua
McGurn Family YMCA
Boys Club
Northwood YMCA
Camp McConnell YMCA
Southwest YMCA Park
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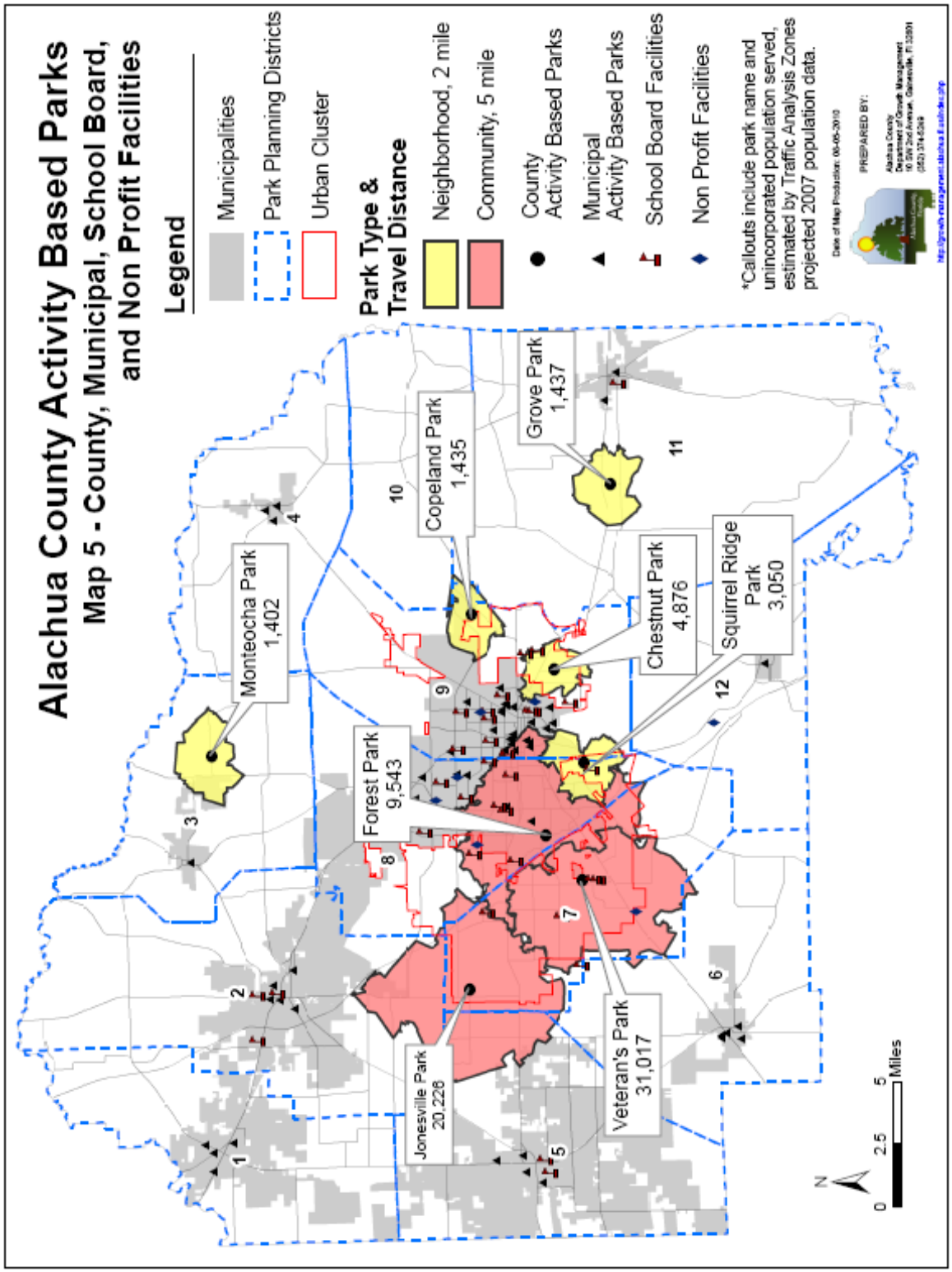
Alachua County Activity Based Parks
Map 5 - County, Municipal, School Board, and Non Profit Facilities
Legend
Municipalities
Park Planning Districts
Urban Cluster
Park Type & Travel Distance
Neighborhood, 2 mile
Community, 5 mile
County Activity Based Parks
Municipal Activity Based Parks
School Board Facilities
Non Profit Facilities
*Callouts include park name and unincorporated population served, estimated by Traffic Analysis Zones projected 2007 population data.
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Recreation Level of Service Standards for Municipalities in Alachua County

Municipality	Recreation Type	LOS Standard (Acreage or access point per population)	Notes
Alachua	Community, neighborhood, or pocket parks	5 acres/1,000	Minimum 20% improved, passive parks.
Archer	**User Oriented**		
	Golf	1/32,500	
	Equipped Play Area	1/2,500	
	Tennis	1/7,500	
	Baseball/softball	1/6,000	
	Football/soccer	1/15,000	
	Handball/raquetball	1/10,000	
	Basketball	1/2,500	
	Swimming (pool)	1/25,000	
	Shuffleboard	1/10,000	
	Resource Based		
	Swimming (non pool) fresh & saltwater	1 access point/25,000 within 25 miles	
	Fishing (non boat) fresh & saltwater	1 access point/2,500 within 25 miles	
	Fishing (powerboating) fresh & saltwater	1 boat ramp/4,200 within 25 miles	
	Camping (RV, trailer)	1 acre/5,600 within 25 miles	
	Picnicking	1/500	
	Bicycling	1 mile/1,000	
	Hiking	1 mile/7,000 within 25 miles	
	Nature Study	7 acres/2,500 within 25 miles	
Gainesville	**Facility**		
	Swimming Pool (50m)	1/85,000	
	Swimming Pool (25y)	1/75,000	
	Softball field (adult)	1/14,000	
	Soccer field	1/11,000	
	Trail/Linear Corridor/Greenway	1 mile/4,500	
	Basketball	1/4,500	
	Tennis	1/6,000	
	Raquetball	1/12,000	
	Equipped Play Area	1/10,000	
	Park		
	Local Nature/Conservation	6 acres	
	Sports Complex	0.5 acres	
	Community Park	2 acres	
	Neighborhood Park	0.8 acres	
	All park categories	9.3 acres/1,000	
Hawthorne	**Resource Based**		
	Swimming (non-pool)	25,000 person threshold for initial access point; 25,000 increment for each additional access point within 25 mile radius of city.	
	Fishing (non-boat)	2,500 person threshold for initial access point; 2,500 increment for each additional access point within 25 mile radius of city.	
	Fishing (boat)	4,300 threshold for initial boat ramp; 4,300 increment for each additional boat ramp within 25 mile radius of city.	
	Camping (RV & Tent)	5,600 person threshold for initial acre; 5,600 increment for each	

Municipality	Recreation Type	LOS Standard (Acreage or access point per population)	Notes
		additional acre within 25 mile radius of city.	
	Picnicking	500 person threshold for initial table; 500 person increment for each additional table.	
	Bicycling	1,000 person threshold for initial mile of local roadway; 1,000 person increment for each additional mile.	
	Hiking	7,000 person threshold for initial mile; 7,000 person increment for each additional mile within 25 mile radius of city.	
	Nature Study	2,500 person threshold for initial 7 acres of wildlife management area; 2,500 person increment for each additional 7 acres.	
	User Based		
	Golf	32,500 person threshold for initial 9 holes of course; 32,500 increment for each additional.	
	Equipped Play Area	2,500 threshhold for initial area; 2,500 increment for each additional area.	
	Equipped Play Area	7,500 threshold for initial tennis court; 7,500 increment for each additional.	
	Tennis	6,000 person threshold for initial; 6,000 increment for each additional.	
	Baseball/softball	6,000 person threshold for initial; 6,000 increment for each additional.	
	Football/soccer	15,000 person threshold for initial multi purpose field; 15,000 increment for each additional.	
	Handball/raquetball	10,000 person threshold for initial court; 10,000 increment for each additional.	
	Basketball	2,500 person threshold for initial goal; 2,500 increment for each additional.	
	Swimming (pool)	25,000 person threshold for initial pool; 25,000 increment for each additional within 25 mile radius of city.	
	Shuffleboard	10,000 person threshold for initial court; 10,000 increment for each additional.	
High Springs	Neighborhood, community and urban parks	2 acres/1,000	
Micanopy			
Newberry	**Resource Based**		
	Swimming (non-pool)	25,000 person threshold for initial access point; 25,000 person increment for each additional access point within a 25 mile radius of the city.	
	Fishing (non-boat)	2,500 person threshold for initial access point; 2,500 person increment for each additional access point within a 25 mile radius of the city.	
	Fishing (boat)	4,300 person threshold for initial boat ramp; 4,300 person increment for each additional boat ramp within a 25 mile radius of the city.	
	Camping (recreation vehicle and tent)	5,600 person threshold for initial acre; 5,600 person increment for each additional acre within a 25 mile radius of the city.	
	Picnicking	500 person threshold for initial picnic table; 500 person increment for each additional.	
	Bicycling	1,000 person threshold for initial mile of local roadway; 1,000 person increment for each additional mile.	
	Hiking	7,000 person threshold for initial mile; 7,000 person increment for each additional mile within a 25 mile radius of the city.	
	Nature study	2,500 person threshold for initial 7 acres of wildlife management area; 2,500 person increment for each additional 7 acres within a 25 mile radius of the city.	
	User Based		
	Golf	32,500 person threshold for initial nine-holes of golf course; 32,500	

Municipality	Recreation Type	LOS Standard (Acreage or access point per population)	Notes
		person increment for each additional.	
	Equipped play area	2,500 person threshold for initial equipped play area; 2,500 person increment for each additional.	
	Tennis	3,000 person threshold for initial tennis court; 3,000 person increment for each additional.	
	Baseball/softball	6,000 person threshold for initial ball field; 6,000 person increment for each additional.	
	Football/soccer	15,000 person threshold for initial multi-purpose field; 15,000 person increment for each additional.	
	Handball/racquetball	10,000 person threshold for initial court; 10,000 person increment for each additional.	
	Basketball	2,500 person threshold for initial goal; 2,500 person increment for each additional.	
	Swimming (pool)	25,000 person threshold for initial pool; 25,000 person increment for each additional.	
	Shuffleboard	10,000 person threshold for initial court; 10,000 person increment for each additional.	
Waldo	Resource Based	2 acres/1,000	

Sample of Recreation Facilities in Subdivisions

Subdivision/ Neighborhood	Address	City	Zip Code	Pool	Tennis Court	Basketball Court	Raquetball Court	Volley ball	Playground
The Villas of Westend	12840 NW 12TH RD	Newberry	32606	2	2	0	0		
Greens Condominiums at Westend	13200 W NEWBERRY RD	Newberry	32669	1	2	0.5	0		
Turkey Creek Forest	8620 NW 13TH ST	Gainesville	32653	1	2	0	0		
Blues Creek	7498 NW 50TH ST	Gainesville	32653	1	2	0	0		
Mile Run	NW 62ND PL	Gainesville	32653	1	2	1	0		
Mile Run	3780 NW 58TH PL	Gainesville	32653	1	4	1	2		
Capri Cluster	4412 NW 36TH DR	Gainesville	32605	1	2	1	0		
Forest of the Unicorn the Lakes	4500 SHERWOOD TRCE	Gainesville	32605	1	3	0	2		
Rock Creek	NW 29th PL	Gainesville	32605	1	3	0	1		
Northridge	8411 NW 36TH AVE	Gainesville	32606	1	1	1	0		
Charlestone @ Meadowbrook	3111 NW 105TH BLVD	Gainesville	32606	1	2	0	0		
Vintage View	5050 SW 9TH PL	Gainesville	32607	1	1	0	0		
Haile Forest	6401 SW 81ST ST	Gainesville	32608	1	1	0	0		
Mentone	8247 SW 69TH PL	Gainesville	32608	1	1	1	0	1	1
Longleaf	8485 SW 77TH AVE	Gainesville	32608	1	2	1	0		1
Sorrento	5026 Northwest 21st DR	Gainesville	32605	1	1	1	0		
Cumberland Circle	1590 NW 19TH CIR	Gainesville	32605	1	1	0	0		
Turnberry Lake	2445 NW 143RD ST	Gainesville	32606	1	0	0	0		1
Belmont	14372 NW 21ST AVE	Gainesville	32606	1	1	1	0		1
Arbor Greens	250 NW 136TH ST	Gainesville	32606	1	0	0	0		1
Cedar Ridge Villas	427 SW 69TH ST	Gainesville	32607	1	0	0	0		
The Courtyards	NW 25TH CIR	Gainesville	32605	1	0	0	0		
Rockwood Villas	900 SW 62ND BLVD	Gainesville	32607	1	0	0	0		
Hobbits Glen	1616 NW 22ND CIR	Gainesville	32605	1	1	0	0		
Wellington Place	3501 NW 112TH ST	Gainesville	32606	1	0	0	0		
Hickory Ridge @ Fletchers	1075 NW 118TH DR	Gainesville	32606	1	0	0	0		
Fletcher Park	Newberry Road	Gainesville	32606	0	0	0	0		1

Subdivision/ Neighborhood	Address	City	Zip Code	Pool	Tennis Court	Basketball Court	Raquetball Court	Volley ball	Playground
Town of Tioga	205 SW 131ST ST	Newberry	32669	1	1	1	0	1	1
TC White Oaks	7522 WHITE OAKS RD	Alachua	32615	1	0	0	0		
Bellamy Forge	4526 NW 41ST PL	Gainesville	32606	2	2	0	0		
Ellis Park	2100 NW 100TH ST	Gainesville	32606	1	0	0	0		
Eagle Point	8619 NW 10th PL	Gainesville	32606	0	0	0	0		
Weatherly	NW 87TH TER	Gainesville	32606	0	1	0.5	0		
Broadmoor	NW 98th TER	Gainesville	32608	1	0	0	0		
Brookfield	2460 NW 93RD ST	Gainesville	32606	1	0	1	0		
Brookside Apartments	100 NW 146 DR	Newberry	32669	1	0	0	0		1
Cobblefield	1501 SW 83RD ST	Gainesville	32607	1	0	0	0		1
Sunrise	SW 18th Blvd	Gainesville	32607	0	4	0	0		
Cricket Club Condos	NW 4th Blvd	Gainesville	32607	2	2	0.5	2		1
Sparrow Condos	607 SW 75th ST	Gainesville	32607	1	1	1	0		
Garrison Way	NW 75th ST	Gainesville	32607	1	0	0	0		
Portofino	1681 SW 66th DR	Gainesville	32607	1	0	0	0		1
Haile Plantation	SW 91st DR	Gainesville	32608	1	9	1	0		1
Brytan	SW 75TH PL	Gainesville	32608	0	0	0	0		1
Hickory Forest	SW 81ST ST	Gainesville	32608	1	1	0	0		
Willow Oak Plantation	SW ARCHER RD	Gainesville	32608	1	0	0	0		
Gainesville Country Club	7300 SW 35TH Way	Gainesville	32608	1	6	0	0		

Source: Anne Koterba, Local Realtor & Chairperson, Alachua County Recreation & Open Space Advisory Committee, June 2010

ALACHUA COUNTY PARKS LEVEL OF SERVICE – 2007-2014

May 2010

ALACHUA COUNTY PARKS
LEVEL OF SERVICE
PROJECTIONS (May 2010)

LEVEL OF SERVICE (0.5 Active & 5.0 Resource Based Developed Acres per 1000 Unincorporated Population)

Unincorporated Population:			103,217		105,051		105,824		106,596		107,770		108,944		110,117		111,291	
YEAR			2007		2008		2009		2010		2011		1012		2013		2014	
PARK	PARK TYPE	ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES	PERCENT DEVELOPED	DEVELOPED ACRES
ACTIVE PARKS																		
COPELAND	N	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00
FOREST	C	24.70	100.00%	24.70	100.00%	24.70	100.00%	24.70	100.00%	24.70	100.00%	24.70	100.00%	24.70	100.00%	24.70	100.00%	24.70
GROVE	N	4.00	100.00%	4.00	100.00%	4.00	100.00%	4.00	100.00%	4.00	100.00%	4.00	100.00%	4.00	100.00%	4.00	100.00%	4.00
JONESVILLE	C	89.00	22.50%	20.03	22.50%	20.03	80.00%	71.20	88.00%	78.32	88.00%	78.32	88.00%	78.32	88.00%	78.32	88.00%	78.32
KANAPAHA	C	22.95	90.00%	20.66	90.00%	20.66	90.00%	20.66	90.00%	20.66	95.00%	21.80	95.00%	21.80	95.00%	21.80	95.00%	21.80
MONTEOCHA	N	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00
S.E. 35th STREET	N	27.00	0.00%	0.00	50.00%	13.50	100.00%	27.00	100.00%	27.00	100.00%	27.00	100.00%	27.00	100.00%	27.00	100.00%	27.00
SQUIRREL RIDGE	N	16.90	100.00%	16.90	100.00%	16.90	100.00%	16.90	100.00%	16.90	100.00%	16.90	100.00%	16.90	100.00%	16.90	100.00%	16.90
REGIONAL TRAILS***	N/A	580.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	2.50%	14.50	4.50%	26.10	9.00%	52.20
Subtotal Active Parks		774.55	12.43%	96.28	14.17%	109.78	22.52%	174.46	23.44%	181.58	23.59%	182.72	23.59%	182.72	23.59%	182.72	23.59%	182.72
Level of Service Achieved			0.93		1.05		1.65		1.70		1.70		1.68		1.66		1.64	
Acres Needed			-44.67		-57.25		-121.54		-128.28		-128.84		-128.25		-127.66		-127.08	
RESOURCE BASED PARKS			2007		2008		2009		2010		2011		2012		2013		2014	
CELLON OAK	SP-r	3.74	95.00%	3.55	95.00%	3.55	95.00%	3.55	95.00%	3.55	95.00%	3.55	95.00%	3.55	95.00%	3.55	95.00%	3.55
E.P. POWERS	SU-r	10.90	100.00%	10.90	100.00%	10.90	100.00%	10.90	100.00%	10.90	100.00%	10.90	100.00%	10.90	100.00%	10.90	100.00%	10.90
HIGH SPRINGS BOAT RAMP	SU-r	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25
HOLDEN	SU-r	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00	100.00%	5.00
KANAPAHA BOTANICAL GARDENS	SU-r	62.70	80.00%	50.16	80.00%	50.16	80.00%	50.16	80.00%	50.16	80.00%	50.16	80.00%	50.16	80.00%	50.16	80.00%	50.16
LAKE ALTO	SU-r	22.33	36.00%	8.04	36.00%	8.04	36.00%	8.04	36.00%	8.04	36.00%	8.04	50.00%	11.17	100.00%	22.33	100.00%	22.33
LAKE KANAPAHA	SU-r	453.37	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	10.00%	45.34	20.00%	90.67	30.00%	136.01
LOCHLOOSA	SU-r	1.32	100.00%	1.32	100.00%	1.32	100.00%	1.32	100.00%	1.32	100.00%	1.32	100.00%	1.32	100.00%	1.32	100.00%	1.32
McCALL	SP-r	78.42	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00
M.K. RAWLINGS	SU-r	12.08	61.00%	7.37	61.00%	7.37	65.00%	7.85	65.00%	7.85	85.00%	10.27	65.00%	7.85	85.00%	10.27	85.00%	10.27
MELROSE BOAT RAMP	SU-r	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25	100.00%	0.25
OWENS-ILLINOIS	SU-r	21.57	12.00%	2.59	15.00%	3.24	25.00%	5.39	45.00%	9.71	100.00%	21.57	100.00%	21.57	100.00%	21.57	100.00%	21.57
POE SPRINGS	SU-r	202.00	100.00%	202.00	100.00%	202.00	100.00%	202.00	100.00%	202.00	100.00%	202.00	100.00%	202.00	100.00%	202.00	100.00%	202.00
SAN FELASCO: Transfered to Gainesville	NA	194.00	95.00%	184.30	99.00%	192.06	99.00%	192.06	100.00%	194.00	100.00%	194.00	100.00%	194.00	100.00%	194.00	100.00%	194.00
SANTA FE LAKE	SU-r	24.98	100.00%	24.98	100.00%	24.98	100.00%	24.98	100.00%	24.98	100.00%	24.98	100.00%	24.98	100.00%	24.98	100.00%	24.98
WALDO CANAL: Transferred to Waldo	SU-r	10.15	100.00%	10.15	100.00%	10.15	100.00%	10.15	100.00%	10.15	100.00%	10.15	100.00%	10.15	100.00%	10.15	100.00%	10.15
WATERMELON POND	SU-r	12.00	70.00%	8.40	70.00%	8.40	70.00%	8.40	70.00%	8.40	70.00%	8.40	70.00%	8.40	70.00%	8.40	70.00%	8.40
Subtotal Resource Based Parks		1115.06	46.67%	519.26	47.32%	527.67	47.56%	530.31	48.12%	536.56	49.40%	550.84	53.53%	596.89	58.81%	655.81	62.88%	701.14
Level of Service Achieved			5.03		5.02		5.01		5.03		5.11		5.48		5.96		6.30	
Acres Needed			-3.17		-2.41		-1.19		-3.58		-11.99		-52.17		-105.22		-144.69	
ALACHUA COUNTY FOREVER PRESERVATION LANDS			2007		2008		2009		2010		2011		2012		2013		2014	
MILL CREEK PRESERVE	NP	1224.21	0.00%	0.00	4.40%	53.87	4.40%	53.87	5.00%	61.21	15.00%	183.63	15.00%	183.63	15.00%	183.63	15.00%	183.63
SWEETWATER PRESERVE	NP	113.56	0.00%	0.00	50.00%	56.78	52.00%	59.05	52.00%	59.05	70.00%	79.49	70.00%	79.49	70.00%	79.49	70.00%	79.49
BARR HAMMOCK PRESERVE	NP	5633.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	3.00%	168.99	10.00%	563.30	10.00%	563.30	10.00%	563.30
LAKE ALTO PRESERVE	NP	668.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	5.00%	33.40	15.00%	100.20	15.00%	100.20	15.00%	100.20
PHIFER FLATWOODS	NP	644.52	0.00%	0.00	5.00%	32.23	5.50%	35.45	5.50%	35.45	10.00%	64.45	12.00%	77.34	10.00%	64.45	10.00%	64.45
WAINBURG	NP	22.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00
AP&E	NP	242.01	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00
Subtotal ACF Lands		8547.30	0.00%	0.00	1.67%	142.87	1.74%	148.37	1.82%	155.71	6.20%	529.97	11.75%	1003.97	11.60%	991.08	11.60%	991.08
RESOURCE BASED PARKS + ACF LANDS			2007		2008		2009		2010		2011		2012		2010		2010	
Subtotal ACF & Resource Based Parks		9662.36	5.37%	519.26	6.94%	670.54	7.02%	678.67	7.16%	692.27	11.19%	1080.81	16.57%	1600.85	17.04%	1646.88	17.51%	1692.22
Level of Service Achieved			5.03		6.38		6.41		6.49		10.03		14.69		14.96		15.21	
Acres Needed			-3.17		-145.28		-149.55		-159.29		-541.96		-1056.13		-1096.30		-1135.76	
GRAND TOTAL ALL LANDS		10436.91	5.90%	615.54	7.48%	780.32	8.17%	853.13	8.37%	873.85	12.11%	1263.53	17.09%	1783.58	17.53%	1829.60	17.96%	1874.94

Proposed Development (see Capital Improvements Element CIP)

N - Neighborhood Park
C - Community Park
R - Regional Park
NA - Nature Park
SU-r - Special Use Resource Park
NP-Preservation
* Preliminary Development Plan
** Pending Development of a Management Plan
***Regional Trails estimate: 80 miles X 60 ft width = 580 acres

RECREATION ELEMENT DATA AND ANALYSIS APPENDIX
Example Interlocal Agreement for Recreational Facilities Between City of Gainesville and School Board

Board Meeting Agenda Item Executive Summary

Supt.'s Office Use Only
Board Meeting 5-6-08
Agenda Consent
Item No. G.13.

Board Meeting Date:	May 6, 2008
Submitted By:	Ed Gable
Item Description:	Interlocal Agreement for Recreational Facilities at A. Q. Jones Center

Purpose and Explanation:

CONSENT

This agreement has been prepared between the City of Gainesville and the School Board to offer and maintain recreational facilities for maximum public use and benefit at A. Q. Jones Center. This agreement delineates the respective duties and obligations of the parties in this cooperative effort. It is requested that the Board approve this agreement as presented.

BUDGETARY IMPACT

Funding Source (Description): **Amount:**

Staff Attorney Review & Approval (For Contracts Only)	Date: Initial:	ADDITIONAL INFORMATION Yes: ____ No: ____

INTERLOCAL AGREEMENT
BETWEEN
THE CITY OF GAINESVILLE
AND THE SCHOOL BOARD OF ALACHUA COUNTY

This AGREEMENT is entered into this _____ day of_____, A.D., 2008 by and between the City of Gainesville, a municipal Corporation existing under the laws of the State of Florida, hereinafter referred to as **"City"**, and the School Board of Alachua County, Florida, hereinafter referred to as **"Board"**.

WITNESSETH:

WHEREAS, the City and Board wish to coordinate the recreational facilities and activities of the City and Board in order to prevent duplication and to provide more fully for the recreational needs of the citizens of our City and Board at the least expense, and

WHEREAS, the Board recognizes the existence of the City of Gainesville Parks, Recreation and Cultural Affairs Department as an entity within the jurisdiction of City government, and the experience, expertise, staff and abilities of that Parks, Recreation and Cultural Affairs Department to schedule and maintain those recreational facilities, and

WHEREAS, the Board is desirous of offering its active recreational facilities for maximum public use and benefit while retaining control of these facilities, and

WHEREAS, the City is willing and able to provide certain on going maintenance activities of Board recreational facilities, and

WHEREAS, the A. Quinn Jones School north grounds consists of basketball courts, a playground, and picnic area, (see Exhibit A) and

WHEREAS, the Board and City desire to delineate their respective obligations, duties and responsibilities concerning such a cooperative effort,

NOW THEREFORE, in consideration of the mutual benefits to flow to each other, and the covenants and agreements herein contained, the parties hereto agree as follows:

1) **City's Responsibilities.**

a. The City shall be responsible for the maintenance of the basketball courts by replacing nets, goals and backboards on an as needed basis.

b. The City shall be responsible for mowing the grassed multi-purpose play field a minimum of one time per week during April – October and one time per month in November – March. City will also be responsible for the addition of any landscaping including trees.

c. The City shall be responsible for emptying trash from trash receptacles a minimum of two times per week.

d. The City shall be responsible for maintaining playground area by removing trash and debris two times per week and shall provide an inspection of the play equipment weekly for safety. City will also repair small items on playground such as swing seats and chains and shall maintain the surfacing under the playground on an as needed basis.

e. The City shall be responsible for the repair, replacement and utilities with any sports lighting that may be installed.

2) **Board's Responsibility**

a. The Board shall be responsible for all water expenses associated with any water fountains.

b. The Board will allow City the use of the recreational facilities during agreed upon times that will not interfere with school hours.

c. The Board will permit the City to schedule the use of these recreational facilities for their organized programs.

d. The Board will be responsible for the repair and/or replacement of any fencing that may be damaged unless it is the fault of the City.

3) **Miscellaneous Matters**

a. The Board may make any capital improvements or additions to the recreational areas at their leisure however requested additional maintenance by the City will have to be negotiated at the time of these improvements.

b. Any capital improvements made during this agreement become the property of the Board.

c. Either party, based on written notice, to be effective on the last day of the month of July, may accomplish termination of this Agreement, provided that such written notice is serviced prior to May 1st of the year of cancellation.

d. Any user fee collected by either party in its respective operations of a facility may be retained wholly by that party.

4) **Term.** This agreement shall take effect upon execution and shall be in effect until July 31, 2013, unless sooner terminated as provided herein.

5) **Audit and Records**

a. The City and Board shall retain all records relating to this agreement for five (5) years after execution. The parties to this agreement shall make available to each other any and all records relating to this agreement for copying and inspection upon written request. Furthermore, the parties to this agreement shall make any records relating to this agreement to any state, federal or regulatory authorities that may wish to review, inspect or copy these records.

6) **Assignment.** The Parties to this agreement shall not assign, convey, pledge, sublet, or otherwise dispose of, any interest in this agreement and shall not transfer any interest in same, whether by assignment or notation, without the prior written consent of the other party.

7) **Liability.** The Parties shall each be responsible for any and all risks of personal injury and property damage attributable to the acts or omissions of their own officers, employees, servants and agents. This provision shall survive the termination of the agreement between the City and the Board. Nothing in this agreement shall be interpreted as a waiver of either party's sovereign immunity under law.

8) **Default and Termination**

a. The failure of either party to comply with any provision of this agreement shall place such party in default. Prior to terminating this agreement, the non-defaulting party shall notify the defaulting party in writing. Such notification shall make specific reference to the provision, which gave rise to the default. The defaulting party shall then be entitled to a period of fifteen (15) days in which to cure the default. In the event the default is not cured within the 15 day period, this agreement may be terminated. The failure of either party to exercise their right shall not be considered a waiver of such right in the event of any further default or non-compliance.

9) **Notices.** Except as otherwise provided herein, any notice of default or termination, from either party to the other party shall be in writing and sent by certified mail, return receipt requested or personally delivered with signed proof of delivery. The City's and Boards representatives are:

City: Steve Phillips, Director
Parks, Recreation & Cultural Affairs Department
PO Box 490, Station 30
Gainesville, Fl 32602

Board: Ed Gable, Executive Director of Facilities
Fred C. Silvia Center
3700 NE 53rd Avenue
Gainesville, Fl 32609

10) **Amendments.** This agreement may be amended by mutual written agreement of the parties and may be changed only by such written amendment.

11) **Laws and Regulations.** The parties to this agreement will comply with all laws, ordinances, regulations, and building code requirements applicable to the work required by this agreement. The parties are presumed to be familiar with all state and local laws, ordinances, code rules and regulations that may in any way affect the work outlined in this agreement. If either party is not familiar with state

and local laws, ordinances, code rules and regulations, the party remains liable for any violation and all subsequent damages or fines.

12) **Third Party Beneficiaries.** This agreement does not create any relationship with, or any rights in favor of, any third party.

13) **Severability.** If any provision of this agreement is declared void by a court of law, all other provisions will remain in full force and effect.

14) **Non Waiver.** The failure of either party to exercise any right in this agreement will not waive such right in the event of any further default or non-compliance.

15) **Captions and Section Headings.** Captions and section headings used herein are for convenience only and shall not be used in construing this Agreement.

16) **Construction.** This agreement shall not be construed more strictly against one party than against the other merely by virtue of the fact that it may have been prepared by one of the parties. It is recognized that both parties have substantially contributed to the preparation of this agreement.

17) **Governing Law and Venue.** This agreement is governed in accordance with the laws of the State of Florida. Venue is in Alachua County.

18) **Attachments.** All exhibits attached to this agreement are incorporated into and made part of this agreement by reference.

19) **Entire Agreement.** This agreement constitutes the entire agreement and supercedes all prior written or oral agreements, understandings, or representations.

20) **Recording of Agreement.** The City, upon execution of this agreement by all parties, shall record this Interlocal agreement in the public records of Alachua County, Florida.

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed for the uses and purposes expressed herein, on the day and year first above written.

BY: _____
Russ Blackburn
City Manager

APPROVED AS TO FORM:

_____
City Attorney

WITNESS:

By: _____
Print _____

School Board of Alachua County, Florida

By:_____
W. Daniel Boyd, Jr.
Superintendent

WITNESS:

By: _____
Print: _____

School Board of Alachua County, Florida

By:_____
Janie S. Williams
Board Chair

WITNESS:

By: _____
Print: _____

Example Interlocal Agreement for Recreational Facilities
Palm Beach County, Florida

R2008 2241

INTERLOCAL AGREEMENT BETWEEN PALM BEACH COUNTY AND THE SCHOOL BOARD OF PALM BEACH COUNTY FOR THE MUTUAL USE OF RECREATIONAL FACILITIES

This Interlocal Agreement is made the _____ day of DEC 0 2 2008, 20____, between Palm Beach County, a political subdivision of the State of Florida, ("County") and the School Board of Palm Beach County, Florida, a corporate body politic pursuant to the Constitution of the State of Florida ("Board"), each one constituting a public agency as defined in Part I of Chapter 163, Florida Statutes.

WITNESSETH

WHEREAS, Section 163.01, Florida Statutes, known as the "Florida Interlocal Cooperation Act of 1969" authorizes local governments to make the most efficient use of their powers by enabling them to cooperate with other localities on a basis of mutual advantage and thereby to provide services and facilities that will harmonize geographic, economic, population and other factors influencing the needs and development of local communities; and

WHEREAS, Part I of Chapter 163, Florida Statutes, permits public agencies, as defined therein, to enter into interlocal agreements with each other to jointly exercise any power, privilege, or authority which such agencies share in common and which each might exercise separately; and

WHEREAS, the County and Board recognize the benefits to be derived by utilizing each other's facilities thereby minimizing the duplication of facilities; and

WHEREAS, the County and Board desire the ability to use the facilities of the other.

NOW THEREFORE, in consideration of the mutual representations, terms, and covenants hereinafter set forth, the parties hereby agree as follows:

1. Recitals.

The foregoing recitals are true and correct and are hereby incorporated herein by reference.

2. Purpose.

The purpose of this Agreement is to enable the Board and County to utilize each other's recreational facilities and provide a procedure for authorizing the use of the Board's recreational facilities by County-affiliated recreation groups and organizations that have been approved by the parties.

3. Definitions.

A. "Board Facilities" and "Board Facility" mean facilities owned or operated by the Board that are made available for public use by the Board and are used primarily for recreational activities, excluding facilities that are leased, licensed or under the contractual control of others. The terms "Board Facilities" and "Board Facility" shall include, but shall not be limited to, gymnasiums; playgrounds; swimming pools; tennis, racquetball and basketball courts; and athletic fields.

B. "County Facilities" and "County Facility" mean facilities owned or operated by the County that are made available for public use by the County and are used primarily for recreational activities, excluding facilities that are leased, licensed or under the contractual control of others. The terms "County Facilities" and "County Facility" shall include, but shall not be limited to, parks; playgrounds; swimming pools; tennis, racquetball and basketball courts; and athletic fields.

C. "Director of Recreation Services" means the Director of the Recreation Services Division of the County's Parks and Recreation Department or his or her designee.

D. "Facilities" means the Board Facilities and County Facilities.

E. "Priority of Use" means the priority of uses when there are conflicting requests for the use of a Facility. For Board Facilities, the Priority of Use shall be as follows:

1. Board activities, and programs;

2. Municipal activities and programs: (i) pursuant to a separate interlocal agreement entered into by the Board on or before the effective date of this Agreement; or; or (ii) pursuant to a separate interlocal agreement entered into by the Board before or after the effective date of this Agreement involving Board Facilities that

have been constructed or improved, in whole or in part, with funds exceeding $100,000, contributed by the municipality or on behalf of the municipality by an entity such as a special taxing district. Should such a requested use in this category result in displacing a County activity or program, such displacement shall be resolved by the Chief of Facilities Management on behalf of the Board and the Recreation Programs Supervisor on behalf of the County. The School Board shall use its best efforts to find an alternate appropriate Board Facility for the affected activity or program.

3. County or County User Group activities and programs; and

4. Municipal activities and programs pursuant to a separate interlocal agreement entered into by the Board after the effective date of this Agreement that does not involve Board Facilities that were constructed, in whole or in part, with funds exceeding $100,000 contributed by the municipality or on behalf of the municipality by an entity such as a special taxing district.

For County Facilities, the Priority of Use shall be as follows:

1. County or County User Group activities and programs; and

2. Board activities and programs pursuant to this Agreement.

F. "County User Groups" mean those organized recreation groups and organizations identified in the attached Exhibit "A", which may be amended or supplemented from time to time upon the mutual agreement of the Board's Chief Operating Officer and the Director of the County's Parks and Recreation Department without formal amendment hereto.

4. Use of Facilities by the Parties.

A. The Board agrees to make the Board Facilities available for use by the County according to the Priority of Use at no cost or expense to the County, except as otherwise provided for in this Agreement. The County's use of the Board Facilities shall be subject to and in accordance with: (i) the terms and conditions of this Agreement including but not limited to Exhibit "C" which may be amended or supplemented from time to time upon the mutual agreement of the Board's Chief Operating Officer and the Director of the County's Parks and Recreation Department without formal amendment hereto; (ii) the Board's rules, regulations and policies governing the use of the Board

Facilities; (iii) any grant or bond obligations pertaining to the use of any of the Board Facilities; and (iv) all applicable local, state and federal laws.

B. The County agrees to make available the County Facilities for use by the Board according to the Priority of Use at no cost or expense to the Board, except as otherwise provided for in this Agreement. The Board's use of the County Facilities shall be subject to and in accordance with: (i) the terms and conditions of this Agreement; (ii) the County's rules, regulations and policies governing the use of the County Facilities; (iii) any grant or bond obligations pertaining to the use of any of the County Facilities; and (iv) all applicable local, state and federal laws.

C. The County shall submit all requests for use of the Board Facilities in writing in the form attached hereto as Exhibit "B" to the Principal responsible for the management of the Board Facility or his or her designee no less than thirty (30) days prior to the date that the County desires to use the Board Facility. The Board shall be responsible for ensuring that a written response to the request is provided to the County within fifteen (15) days of the date of the request. In the event a request is denied, the reason for denial shall be stated in the written response.

D. The Board shall submit all requests for use of the County Facilities in writing in the form attached hereto as Exhibit "B" to the Director of Recreation Services no less than thirty (30) days prior to the date that the Board desires to use the County Facility. The County shall be responsible for ensuring that a written response to the request is provided to the Board within fifteen (15) days of the date of the request. In the event a request is denied, the reason for denial shall be stated in the written response.

E. The Board and County acknowledge the waiver of sovereign immunity for liability in tort contained in Florida Statutes Section 768.28, the State of Florida's partial waiver of sovereign immunity, and acknowledge that such statute permits actions at law to recover damages in tort for money damages up to the limits set forth in such statute for death, personal injury or damage to property caused by the negligent or wrongful acts or omissions of an employee acting within the scope of the employee's office or employment. The Board and County agree to be responsible for all such claims and

damages, to the extent and limits provided in Florida Statutes Section 768.28, arising from the actions of their respective employees. The parties acknowledge that the foregoing shall not constitute an agreement by either party to indemnify the other, nor a waiver of sovereign immunity, nor a waiver of any defense the parties may have under such statute, nor as consent to be sued by third parties.

F. Without waiving the right to sovereign immunity, the parties acknowledge that they are self-insured for commercial general liability and automobile liability in the amounts specified in Florida Statutes Section 768.28, as may be amended from time to time. In the event either party maintains third-party commercial general liability or business automobile liability insurance in lieu of exclusive reliance on self-insurance, the party maintaining the third-party insurance shall maintain limits of not less than Five Hundred Thousand Dollars ($500,000) combined single limit for bodily injury or property damage and shall add the other party as an additional insured to the commercial general liability policy, but only with respect to negligence arising out of this Agreement that is not a result of the other party's negligence. The additional insured endorsement for the County shall read "Palm Beach County Board of County Commissioners, a Political Subdivision of the State of Florida, its Officers, Employees and Agents". The additional insured endorsement for the Board shall read "The School Board of Palm Beach County, Florida, its Officers, Employees and Agents". The parties agree additional insured endorsements shall provide coverage on a primary basis. Claims-bill tailored coverage shall not be considered third-party liability coverage for purposes of this Agreement. The parties agree to maintain or to be self-insured for worker's compensation and employer's liability insurance in accordance with Chapter 440, Florida Statutes, as may be amended from time to time. Each party agrees to provide the other party with an affidavit or certificate of insurance evidencing insurance, self-insurance and/or sovereign immunity status, which the parties agree to recognize as acceptable for the above-referenced coverages. Compliance with the requirements of this paragraph shall not relieve the parties of their liability and obligations under this Agreement.

G. Each party agrees to provide adequate supervision of its own activities to prevent bodily harm to the users and damage to the Facilities, taking into consideration the types of activities planned, when using the other's Facilities. When aquatic facilities will be included in the Facilities to be utilized, the party using the Facility shall provide supervisors certified in Lifeguard Training in addition to any other supervision required hereunder.

H. In the event the Facilities are damaged, the party using the Facilities of the other party shall promptly notify the other party in writing of the damage and shall reimburse the other party for the actual costs to repair the damage. Reimbursement shall be made within sixty (60) days of a written request for reimbursement of costs.

I. The Facilities shall be surrendered by the party using the Facilities of the other party in the same condition as they were accepted and shall cause to be removed from the Facilities all waste, garbage and rubbish resulting from such party's use of the Facilities.

J. The Board acknowledges and agrees that the County may charge a fee for:

1. Use of the County's water parks;

2. Use of the County's picnic pavilions on weekends;

3. Use of the County's swimming pools or golf courses for summer programs; and

4. Use of docents, instructors or tour guides in County museums or nature centers.

5. Use of Board Facilities by County User Groups.

A. The Board agrees to make the Board Facilities available for use by the County User Groups at no cost or expense to the County User Groups according to the Priority of Use, except as otherwise provided for in this Agreement. Use of the Board Facilities by the County User Groups shall depend on availability and shall be subject to and in accordance with: (i) the terms and conditions of this Agreement; (ii) the Board's rules, regulations and policies governing the use of Board Facilities; (iii) any bond or grant obligations pertaining to the use of the Board Facilities; and (iv) all applicable

local, state and federal laws. In the event that a conflict arises regarding the use of a Board Facility between a County User Group and a School Board lessee, the Dispute Resolution process set forth in Section 8 shall be followed and in the event that the parties are unable to reach a mutually agreeable resolution, the conflict shall be resolved by the Board's Chief Operating Officer, whose decision shall be final.

B. Prior to being granted access to any of the Board Facilities, each County User Group shall be required to obtain a Facility Use Permit from the County. The Facility Use Permit shall, at a minimum, require the County User Group to:

1. provide proof of insurance for such coverages and amounts as may be required by the Board's Director of Employee Benefits and Risk Management when Board Facilities are to be utilized and name the Board as an additional insured;

2. protect, defend, reimburse indemnify and hold the Board, its agents, employees and elected officers harmless from and against all claims, liability, expenses, costs, damages and causes of action of every kind or character, including attorney's fees and costs, whether at trial or appellate levels or otherwise, arising from or in anyway connected to the County User Group's use of the Board Facilities;

3. provide adequate supervision of its own activities to prevent bodily harm to the users or damage to the facilities, taking into consideration the types of activities planned;

4. return the Board Facilities in the same condition as they were accepted and to remove all waste, garbage and rubbish resulting from the County User Group's use of the Board Facilities;

5. notify the Board of any damage to the Board Facilities resulting from the County User Group's use of the Board Facilities and reimburse the Board for the actual costs to repair the damage.

C. The Facility Use Permit issued by the County shall also indicate that the Facility Use Permit may be revoked or suspended by the County and the Board may deny access to the Board Facilities for failure to comply with the terms and conditions of the Facility Use Permit.

D. The County User Groups shall be required to submit all requests for use of the Board Facilities in writing in the form attached hereto as Exhibit "B" to the Director of Recreation Services no less than forty five (45) days prior to the date the County User Group desires to use the Board Facility. The Director of Recreation Services shall coordinate scheduling of the use of the Board Facility with the Principal responsible for the management of the Board Facility or his or her designee. The Board shall be responsible for ensuring that a written response to the request is provided to the Director of Recreation Services within fifteen (15) days of the date of the Director of Recreation Services' request. In the event a request is denied, the reason for denial shall be stated in the written response.

E. Notwithstanding any provision of this Agreement to the contrary, the Board shall not be obligated to make the Board Facilities available for use by a County User Group for tournaments or any events where admission or concession fees or charges will be collected or imposed by the County User Group.

6. Maintenance/Repair of Facilities.

The parties acknowledge and agree that either party may deny a request for use of a Facility to perform maintenance or repairs to the Facility.

7. Notification of Responsibilities under Agreement.

The Board agrees to notify the Board's Principals of the terms and conditions of this Agreement and the Board's commitment to make the Board Facilities available to the County and County User Groups in accordance with the Priority of Use.

8. Dispute Resolution.

In the event an issue arises which cannot be resolved between the Board's Principal and the Director of Recreation Services regarding the use or availability of a Facility, the dispute shall be referred to the Board's Chief Operating Officer and the Director of the County's Parks and Recreation Department who shall both make a good faith effort to resolve the dispute.

9. Acceptance of Facilities.

Neither party shall be required to make any improvements or repairs to the Facilities as a condition of use of the Facilities by the other party or County User

Groups. The parties and County User Groups shall accept the Facilities in their "As is", "Where is" condition. The parties acknowledge and agree that neither party has made any warranties or representations to the other party regarding the Facilities, including, but not limited to, any representations or warranties regarding the suitability of the Facilities for use by the other party or County User Groups.

10. License.

Notwithstanding any provision of this Agreement to the contrary, the use of the Facilities by either of the parties or the County User Groups shall only amount to a license to use the Facilities on a non-exclusive basis, which license shall be revocable by the party licensing the use for any reason whatsoever. The parties agree that nothing in this Agreement shall be construed as granting either party or the County User Groups any title, interest or estate in the Facilities.

11. Default.

The parties agree that, in the event either party is in default of its obligations under this Agreement, the non-defaulting party shall provide to the defaulting party thirty (30) days written notice to cure the default. In the event the defaulting party fails to cure the default within the thirty (30) day cure period, the non-defaulting party shall be entitled to seek any remedy available to it at law or equity, including, but not limited to, the right to terminate this Agreement and seek damages, if any.

12. Termination.

Notwithstanding any provision of this Agreement to the contrary, this Agreement may be terminated by either party: (i) without cause upon thirty (30) days prior written notice to the other party or (ii) with cause upon the expiration of the thirty (30) day cure period provided for in Section 11 above.

13. Annual Appropriation.

Each party's performance and obligations under this Agreement shall be contingent upon an annual budgetary appropriation by its respective governing body for subsequent fiscal years.

14. Notice.

All notices required to be given under this Agreement shall be deemed sufficient to each party when delivered by United States Mail to the following:

IF TO COUNTY:
Director of Parks and Recreation
Palm Beach County Department of Parks and Recreation
2700 Sixth Avenue South
Lake Worth, Florida 33461

IF TO BOARD:
Director of Real Estate Services Department
3661 Interstate Park Road N., Suite 200
Riviera Beach, Florida 33404

15. Governing Law and Venue.

This Agreement shall be construed by and governed by the laws of the State of Florida. Any and all legal action necessary to enforce the Agreement will be held in Palm Beach County.

16. Subordination to Bond and Grant Obligations.

The parties acknowledge that certain Facilities may be subject to bond covenants and restrictions or grant obligations and agree that this Agreement shall be subject and subordinate to any such covenants, restrictions and obligations. Notwithstanding any provision of this Agreement to the contrary, the parties shall not be obligated to make any Facility available for use by the other party or County User Groups in a manner which either party has determined, in its sole discretion, would be contrary to any of its bond or grant obligations, including, but not limited to, making any of the Facilities available at no cost when such an action would be contrary to either party's bond or grant obligations.

17. Equal Opportunity Provision.

The parties agree that no person shall, on the grounds of race, color, sex, national origin, disability, religion, ancestry, marital status, sexual orientation or gender identity or expression be excluded from the benefits of, or be subjected to any form of discrimination under any activity carried out by the performance of this Agreement.

18. Captions.

The captions and section designations set forth herein are for convenience only and shall have no substantive meaning.

19. Severability.

In the event that any section, paragraph, sentence, clause, or provision of this Agreement is held by a court of competent jurisdiction to be invalid, such shall not affect the remaining portions of this Agreement and the same shall remain in full force and effect.

20. Entirety of Agreement.

This Agreement represents the entire understanding between the parties, and supersedes all other negotiations, representations, or agreement, either written or oral, relating to this Agreement.

21. Incorporation by Reference.

Exhibits attached hereto and referenced herein shall be deemed to be incorporated into this Agreement by reference.

22. Amendment.

Except as otherwise provided for in this Agreement, this Agreement may be modified and amended only by written instrument executed by the parties hereto.

23. Waiver.

No waiver of any provision of this Agreement shall be effective against any party hereto unless it is in writing and signed by the party waiving such provision. A written waiver shall only be effective as to the specific instance for which it is obtained and shall not be deemed a continuing or future waiver.

24. Construction.

Neither party shall be considered the author of this Agreement since the parties have participated in extensive negotiations and drafting and redrafting of this document to arrive at a final Agreement. Thus, the terms of this Agreement shall not be strictly construed against one party as opposed to the other party based upon who drafted it.

25. Filing.

A copy of this Agreement shall be filed with the Clerk of the Circuit Court in and for Palm Beach County pursuant to Section 163.01(11), Florida Statutes.

26. Effective Date/Term.

This Agreement shall become effective when signed by both of the parties, approved by the Palm Beach County Board of County Commissioners and filed with the Clerk of the Circuit Court in and for Palm Beach County. The term of this Agreement shall be for a period of one (1) year and shall be automatically renewed up to four (4) additional consecutive one (1) year terms, unless either party provides a written notice of non-renewal to the other party thirty (30) days prior to the expiration of the then current term.

27. Prior Agreement.

The parties agree that certain Interlocal Agreement entered by and between the County and the Board for Mutual Use of Recreational Facilities dated December 2, 2003 (R2003-1973) shall terminate upon the effective date of this Agreement, and the parties shall be released from all further obligations arising thereunder after such termination. Notwithstanding any provision in this Agreement to the contrary, this Agreement shall not be construed as requiring the parties to modify or terminate any agreement entered into by either of the parties with any of the County User Groups relating to the use of the Facilities prior to the effective date of this Agreement.

{Remainder of page intentionally left blank}

IN WITNESS WHEREOF, the parties hereto have affixed their signatures on the day and year first above written.

R2008 2241 DEC 0 2 2008

ATTEST:

Sharon R. Bock
Clerk & Comptroller

By: _____
Deputy Clerk

PALM BEACH COUNTY, FLORIDA, BY ITS BOARD OF COUNTY COMMISSIONERS

By: _____, Chair John F. Koons

(SEAL)

APPROVED AS TO FORM AND LEGAL SUFFICIENCY

By: _____
County Attorney

APPROVED AS TO TERMS AND CONDITIONS

By: _____
Director, Parks & Recreation Dept.

THE SCHOOL BOARD OF PALM BEACH COUNTY, FLORIDA

BY _____
William G. Graham, Chairman

BY _____
Arthur C. Johnson, Ph.D., Superintendent

Board Approval Date: 11/12/08

REVIEWED AND APPROVED AS TO LEGAL FORM

_____
School Board Attorney

Date: 11/7/08

PALM BEACH COUNTY
PARKS AND RECREATION DEPARTMENT

Date: June 05, 2009

To: Joseph M. Moore, Chief Operating Officer
School District of Palm Beach County

From: Dennis Eshleman, Director of Parks and Recreation
Palm Beach County

Re: Amendment to Mutual Use Agreement Exhibit "A"

Per the Interlocal Agreement between Palm Beach County and the School Board of Palm Beach County for the Mutual Use of Recreational Facilities, the Parks and Recreation Department, this letter serves as an amendment to Exhibit "A". This amendment reflects the Current organized recreation groups considered "County User Groups" as stipulated on page 3, number 3, letter F.

Acreage Athletic League	PB Pride Softball
AYSO Region #1370 Soccer	PB United Soccer
AYSO Region 345 Soccer	PBSO Pal Baseball
Boca Juniors Soccer	PBSO Pal Football and Cheerleading
Caloosa Park Girls Softball League	South Florida Youth Association - Bombers Softball
Delray Soccer Inc.	Special Olympics
East Boynton Beach Little League Challenger Program	Super Y Academy Soccer
Glades Youth Baseball	SWARA
Glades Youth Football	The Future Travel Baseball
Jupiter Tequesta Athletic Association	VSA
Kicks Soccer Club	W.B. Flag Football and Cheerleading
Lake Lytal / Santaluces Baseball	W.B. Football League, Inc.
Lake Lytal Lassie League Softball	W.B. Girls Fastpitch
Lake Worth Sharks	W.B. Lady Bandits Softball
North Palm Beach County Little League (NPBCLL)	W.B. Little League Baseball
Okeeheelee Youth Baseball	W.B. Travel Baseball
Palm Beach County Youth Football League (PBCYFL)	West Boca Blazers Travel Basketball
PB Buzz Softball	West Boca Recreation Basketball
PB Dream Catchers Softball	Western Communities Football League and Cheerleading
PB Hornets Soccer	

EXHIBIT "B"

PALM BEACH COUNTY PARKS AND RECREATION DEPARTMENT
and the
SCHOOL BOARD OF PALM BEACH COUNTY

FACSIMILE COVER SHEET

DATE: _____ TIME: _____

TO: _____

PHONE: _____ FAX: _____

FROM: _____

PHONE: _____ FAX: _____

NUMBER OF PAGES (Including cover page): _____

Interlocal Agreement between Palm Beach County and the School Board of Palm Beach County for the mutual use of recreational facilities.

This is page one (1) of a request for use of a facility under the terms of the Interlocal Agreement between Palm Beach County and the School Board of Palm Beach County for the mutual use of recreational facilities, dated December 3, 2008. Please refer to the entire document for the complete information. In an effort to expedite the request process selected information is presented here.

Stated within the agreement under the "Purpose", is to provide facilities at no cost except for those specifically listed in the agreement. No charge shall be considered valid unless specifically stated in the terms of the Interlocal Agreement.

Any additional documentation required by either party in relation to this request, for example "Lease Agreement", "Rental Permit" or "Permit Requirement Acknowledgement" must state the parties as "Palm Beach County" and the "School Board of Palm Beach County". Only official representatives of Palm Beach County and the School Board of Palm Beach County may sign these documents.

EXHIBIT "B"

PALM BEACH COUNTY PARKS AND RECREATION DEPARTMENT
and the
SCHOOL BOARD OF PALM BEACH COUNTY

This is page two (2) of a request for use of a facility under the terms of the "Interlocal Agreement between Palm Beach county and the School Board of Palm Beach county for the mutual use of recreational facilities", dated December 3, 2008.

REQUESTING ORGANIZATION INFORMATION: ☐ PBC Parks and Recreation OR ☐ PBC School Board

(ORGANIZATION NAME)

(STREET ADDRESS) (CITY) (ZIP CODE)

(ACTIVITY) (SEASON) (# OF PARTICIPANTS) (# OF SPECTATORS) (TOTAL # OF PEOPLE AT FACILITY)

REQUESTOR CONTACT INFORMATION:

(FIRST NAME) (LAST NAME) (PHONE NUMBER) (FAX NUMBER)

(OTHER CONTACT NUMBER) (EMAIL ADDRESS)

FACILITY REQUEST INFORMATION: ☐ New Request ☐ Repeat Request

(FACILITY NAME: SCHOOL OR PARK) (OTHER PERTINENT INFORMATION)

☐ Mon. ☐ Tues. ☐ Wed. ☐ Thur. ☐ Fri. FROM: _____ AM/PM TO: _____ AM/PM

STARTS: _____ ENDS: _____

☐ Sat. ☐ Sun. FROM: _____ AM/PM TO: _____ AM/PM

STARTS: _____ ENDS: _____

SIGNATURES:

☐ Requesting Principle Date

☐ Director of Recreation Services

☐ Approve ☐ Disapprove

Reason if Disapproved: _____

☐ Principle Date

☐ Director of Recreation Services

Exhibit C

School Board of Palm Beach County Standard Facility Operating Hours

The Board Agrees to make the Board Facilities available for use by the County according to the Priority of Use, at no cost or expense to the County and in accordance with the following maximum operational hours for indoor Board Facilities:

When School is in session:

Weekdays (Monday through Friday):	From the close of the school day until 9:30 pm
Saturdays:	From 8:00 am to 9:30 pm
Sunday:	From 8:00 am to 1:00 pm

When School is out of session (Summer break and Spring Break)

Weekdays (Monday through Thursday):	From 8:00 am until 9:30 pm
Fridays, Saturdays, Sundays:	Closed

The identified maximum operational hours may be amended from time to time upon the mutual agreement of the Board's Chief Operating Officer and the Director of the County's Parks and Recreation Department with a formal amendment to this Agreement. The maximum operational hours do not apply to outdoor facilities.

The Board agrees to consider allowing County User Groups to enter separate lease agreements/rental agreements for the use of Board Facilities during the times that the Board Facilities are otherwise closed subject to the terms set forth by the Board.

Alachua County Evaluation and Appraisal Report, adopted August 2009
http://www.alachuacounty.us/ear

Alachua County Ordinance 4-22 (Park Impact Fee), September 28, 2004
http://www.alachuacounty.us/depts/bocc/ordinances/2004/04-22.pdf

Alachua County Recreation Master Plan, October 2005
http://www.alachuacounty.us/depts/pw/parksandrecreation/pages/countywiderecreationmasterplan.aspx

INTERGOVERNMENTAL COORDINATION ELEMENT
DATA & ANALYSIS

COUNTYWIDE VISIONING AND PLANNING

EAR RECOMMENDATION #5.3.1 *As part of the EAR-based updates of the Comprehensive Plan, the County should coordinate with municipalities to review and update the July 2005 Conceptual Land Use Plan Map and Countywide Vision and develop policy language recognizing and promoting implementation of the Countywide Vision that can also be used both in the County and Municipal Comprehensive Plans as part of their EAR-based updates.*

EAR RECOMMENDATION #5.3.2 *Coordinate through Elected Officials' Group and Staff Workgroup to address the concept of neighborhood school districts as identified in the CVPC Conceptual Plan Objectives as part of the School Board's long term capital planning.*

LOCAL MITIGATION STRATEGY

EAR RECOMMENDATION #3.4.1 *Include specific projects from the Local Mitigation Strategy into the Comprehensive Plan /Capital Improvements Program and update the policy framework for hazard mitigation to improve potential eligibility for project funding through grants.*

COUNTYWIDE VISIONING

When planning for the future land use and development of the County, it is important to look at the County as a whole despite the fact that there are 10 different political jurisdictions. All of these entities share the same stores, roads, schools, civic and religious organizations, hospitals, natural resources, and other amenities that make Alachua County a desirable place to live and work. Thus it is important to identify a common vision for the future growth of the County as a whole. In January 2001, the County Commission sponsored a Countywide Summit to discuss issues relating to the Boundary Adjustment Act, annexations and joint planning. As a result, the Countywide Visioning and Planning Committee (CVPC) was formed as a steering committee with volunteers representing each of the nine municipalities and the unincorporated area. The Committee conducted surveys, provided community newsletters, held numerous town hall and other public meetings, and in July of 2005 provided the results of their efforts to the community as the 'Countywide Vision and Conceptual Land Use Plan for the unincorporated areas of the County'. As stated in the report:

> **"The plan captures the common goals articulated by each municipality to protect environmentally sensitive areas, preserve the unique identity of each community, direct future growth into existing urbanized areas, prevent inefficient, sprawling development between one community and the next, and preserve the rural character of the county. It also articulates specific recommendations for the character of development or preserve lands in the unincorporated areas."**

The Plan also outlined a series of 'Action Strategies' needed to move the vision forward and create implementation tools and techniques. These steps included new intergovernmental coordination efforts to deal with annexations, seeking funding and developing a countywide economic development strategy to direct growth to existing centers, as well as several steps related to comprehensive planning.

On October 29, 2007 in a joint meeting with the City of Gainesville and Alachua County, both commissions agreed to reconvene the Countywide Visioning and Planning Committee to oversee continued discussions on implementing the countywide vision. On October 30, 2007, a letter was sent to all municipalities asking for the reappointment of a representative to the Countywide Visioning and Planning Committee. The first meeting of the CVPC (consisting of the appointed representatives from each municipality) was held on January 24, 2008. At this meeting, discussion took place concerning common issues, the update of the Boundary Adjustment Act, and the election of officers. The Committee formed a Boundary Adjustment Act Task Force to consider possible changes to the Act and is currently meeting to discuss potential options. The Committee also updated the guiding principles and action steps from the original Conceptual Plan. The following revised steps are those related to comprehensive planning:

- Evaluate county and municipal comprehensive plans within the context of the countywide vision.
- Encourage municipalities to integrate the Countywide Visioning and Planning Guiding Principles into county and municipal comprehensive plans.
- Develop special area plans within each community's Reserve Area and Extraterritorial Reserve Area based upon the countywide vision and develop joint planning processes.
- Create an incentive program to encourage private landowners to keep their lands in active agricultural use or as undeveloped preserve areas.
- Create a Springs Protection and Strategic Resources overlay district in the northwest quadrant of the county.
- Work with the School Board to protect neighborhood school districts as growth occurs county-wide.

The new policies in the Intergovernmental Coordination Element build on this work already accomplished and give further recognition of adopted conceptual plan objectives, allowing opportunities for more coordinated planning efforts countywide and possibly providing better leverage for joint grant funding to implement the objectives.

Additional Background Information Related to Countywide Visioning and Planning Conceptual Plan

The following information provides further background information relevant to the Conceptual Plan developed by the CVPC, including changes that have occurred since development of the original plan in 2005. This information should be taken into consideration as the County and municipalities work together to transition into implementation of the Countywide Vision.

ANNEXATION DATA

Since the completion of the Countywide Vision and Conceptual Land Use Plan, annexations have occurred that may impact the conceptual future land use goals identified on the conceptual plan map.

The following table identifies changes that have occurred since adoption of the plan in 2002 to its effective date in May 2005, and then to May 2008. Note that the unincorporated area of the County shows annexation of over 16,000 acres into municipalities during this time frame. Additional annexations have occurred subsequent to May 2008.

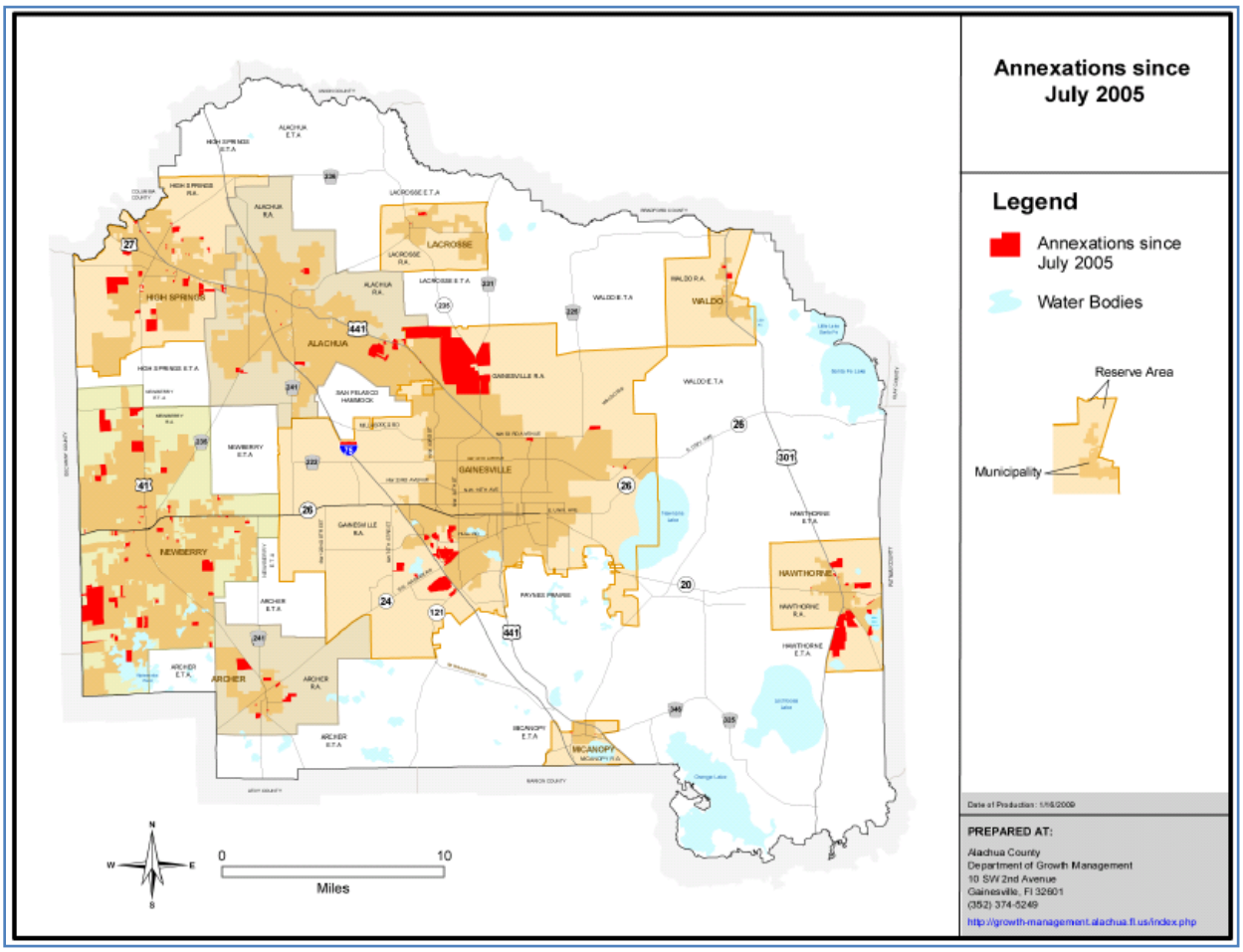
Estimated Changes in Land Area: Alachua County, Unincorporated, and Municipalities

Municipality	Land Area at Plan Adoption (2002)	Land Area at Plan Effective Date (2005)	Land Area 2009	Land Area Change, 2002 to 2009
Alachua	19,795	20,504	20,896	1,101
Archer	1,380	2,745	3,051	1,671
Gainesville	28,725	30,411	34,977	6,252
Hawthorne	1,488	1,855	2,903	1,415
High Springs	10,304	11,060	12,054	1,750
LaCrosse	1,776	2,776	2,776	1,000
Micanopy	599	602	602	3
Newberry	28,103	29,620	31,707	3,604
Waldo	855	1,164	1,200	345
Unincorporated	472,910	465,200	455,972	-16,938
County Total	565,935	567,937	566,138	--

NOTE: ACREAGE FIGURES ARE CALCULATED FROM ARCHIVED PARCEL DATA FROM THE ALACHUA COUNTY PROPERTY APPRAISER, FEBRUARY 2009. SLIGHT DISCREPANCIES IN COUNTY TOTAL ACREAGE AND JURISDICTIONAL CHANGES MAY RESULT FROM USE OF DIFFERENT G.I.S. PARCEL DATA LAYERS, AND DIFFERENCES IN ROAD ACREAGE FROM YEAR TO YEAR.

The map on the following page shows municipal boundaries, as well as the Reserve Areas identified for each municipality under the Boundary Adjustment Act, a special act of the Florida legislature which governs annexation in Alachua County (Ch.225 of Alachua County Code). The darkest areas on the map identify where annexations have occurred throughout the County since the release of the Countywide Vision and Conceptual Land Use Plan in July 2005 to those that were in effect as of January 15, 2009.

Municipal Annexations from July 2005 through January 2009



2006 Update of Reserve Areas

Reserve areas are designated pursuant to the Alachua County Boundary Adjustment Act. The Reserve Areas are the exclusive areas within which the corresponding municipality may annex property. Extra-Territorial areas have also been designated for some municipalities.

Every five years, the Boundary Adjustment Act requires each municipality and the County to review Reserve Areas and associated Statements of Services and requires the County to review the same for all the municipalities. Each Statement of Services is to identify how services are to be provided before and after annexations by the County and the municipalities, and how these services will be financed. In 2003, as part of the original Countywide Visioning process, the County and municipalities went through an update process through several town hall meetings where citizens identified conceptual future land use visions and Reserve Area concepts. Following this process, in 2005 each municipality conducted public hearings on their updated Reserve Areas and Statements of Services. The final updated Reserve Areas were adopted by the Board of County Commissioners Resolutions 06-04 through 06-12 on Jan 10, 2006 and became effective on March 13, 2006 pursuant to the Boundary Adjustment Act.

SERVICE TRANSITION AGREEMENTS

One of the action strategies identified by the CVPC is to, "Adopt a new model template for transition of service agreements that distinguishes between urban and rural services." In March 2007, the City of Gainesville entered into an interlocal agreement with the County for the transition of services following annexations within the City's Reserve Area. The agreement addresses issues such as the transfer of building and development permits, codes enforcement, road maintenance and ownership responsibilities, solid waste, fire rescue, and public safety services. The agreement also establishes a process to plan for orderly annexation of the City's Urban Reserve Area, which led to the establishment of the Gainesville/Alachua County Orderly Annexation Team. This agreement and the processes identified within it could serve as a model to begin the work of developing a template for other municipalities as well.

CHANGES IN PUBLIC SCHOOL FACILITIES PLANNING

Since completion of the original Countywide Vision and Conceptual Plan, there have been many changes to the way the County plans for public school facilities. In 2005, the Florida Legislature amended Section 163.3180, F.S. to require the inclusion of a Public School Facilities Element (PSFE) in local government comprehensive plans and to establish level of service standards for concurrency for public schools.

The Alachua County Elected Officials Group, established by the Interlocal Agreement for Public School Facility Planning, is comprised of representatives of the School Board, the County and the municipalities within the County. This Group received the "whitepaper strategy" outlining the basic framework for the development of these comprehensive plan amendments in August 2007. They made a formal recommendation to accept the strategy and directed the Staff Workgroup to proceed with presentations to their respective local governments. The strategy was subsequently approved by each local government. Over the course of the next few months, the actual Public School Facilities Elements were developed.

The School Board, the County and the municipalities within Alachua County coordinated the adoption of the Public School Facilities Element (PSFE) and amendments to the Intergovernmental Coordination and Capital Improvements Elements to ensure that all local government comprehensive plan elements within the County are consistent with each other and School Board plans. The School Board served as the lead agency in this process, and the development of these amendments was coordinated by a Staff Workgroup consisting of County staff, staff of the municipalities in the County, the School Board staff and its consultant. All local governments in Alachua County have formally adopted their Public School Facilities Element.

CHANGES IN TRANSPORTATION PLANNING

As part of a more comprehensive solution to transportation concurrency issues, Alachua County has recently adopted alternative strategies for implementing state mandated concurrency requirements. The alternative approach will emphasize multi-modal mobility by establishing levels of service for multiple modes of transportation (vehicle, bike, pedestrian, and transit) to be implemented on a district basis within the Urban Cluster. Concurrency assessments for new development will take into account the levels of service for each mode of transportation.

The multi-modal levels of service will be accompanied by a long range transportation capital improvements plan for the unincorporated area which will include planned system improvements such

as parallel roadway facilities and significant transit and bus rapid transit components. This new approach will help to facilitate multi-modal mobility within the Urban Cluster and help provide access to major employment centers in the City of Gainesville. An additional goal is to also provide more multimodal options (such as Park & Ride facilities) for commuters from outlying municipalities, as well as to provide alternatives for residents of the City of Gainesville to travel to employment centers in other municipalities.

CHANGES IN ENERGY PLANNING

On December 2, 2008, the Alachua County Energy Conservation Strategies Commission (ECSC) presented their final report to the Board of County Commissioners. This report culminates over a year of work by the Committee to identify steps the County can take over the next 100 years to create a more energy efficient and resource resilient community. As part of the CVPC's update of its Conceptual Plan Objectives, the Committee added a guiding principle to, "Promote the creation of local renewable energy and energy efficiency policies and goals, as well as implementation plans to achieve them." The work of the ECSC identifies many ways in which the County can work to achieve this goal. The new Energy Element in the Comprehensive Plan addresses many strategies to coordinate with other local governments that will help further the energy goal stated by the CVPC.

UNIVERSITY OF FLORIDA CAMPUS MASTER PLAN PROPERTIES

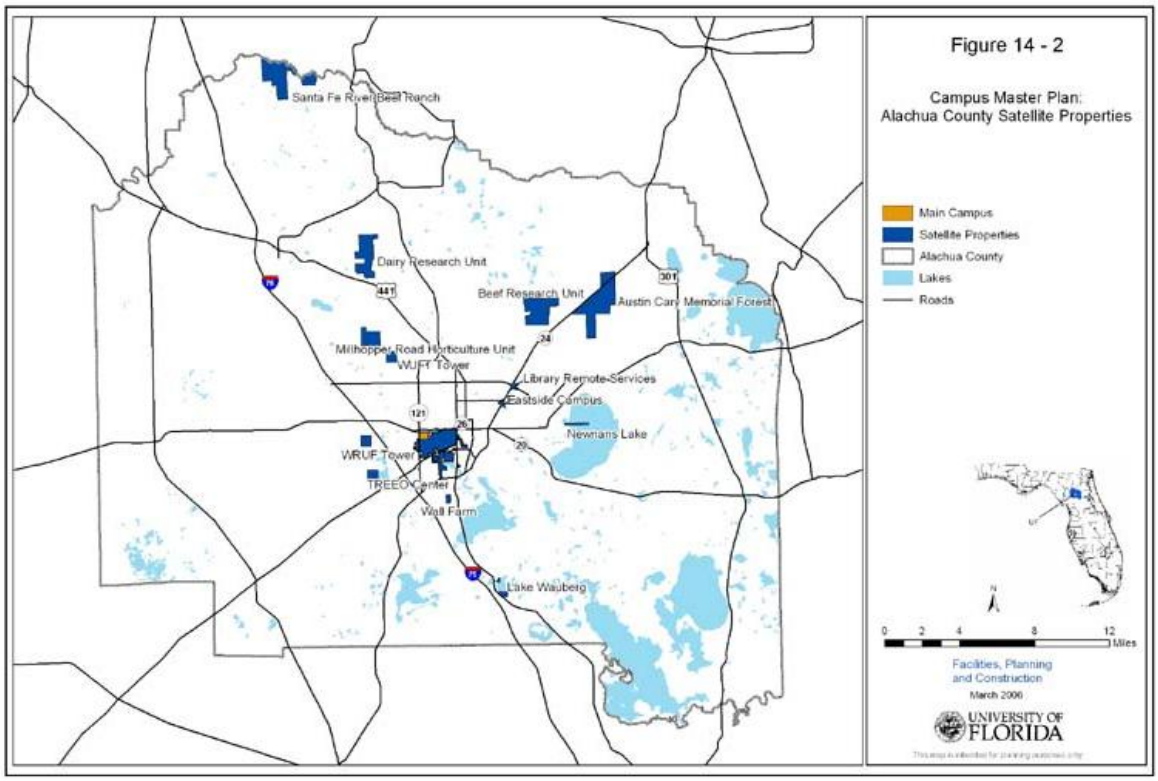
Clarifications are proposed to Policy 1.7, relating to properties in the unincorporated area which are included in the University of Florida Campus Master Plan. Campus planning in the State University System is governed by Chapter 1013.30, Florida Statutes. Per this Statute, each university board of trustees is required to prepare a Campus Master Plan (CMP) which addresses the need for and plans for provision of roads, parking, public transportation, solid waste, drainage, sewer, potable water, recreation, and open space for a 10 to 20 year period. The CMP is required to identify land uses, general location of structures, densities and intensities of use, and contain standards for onsite development, site design, environmental management, and the preservation of historic and archaeological resources. Each element of the CMP must address compatibility with the surrounding community, and must not be in conflict with the Comprehensive Plan of the host local government. Upon adoption of the CMP, a university board of trustees must prepare a proposed Campus Development Agreement (CDA) for each local government. The CDA must address issues relating to the provision of public facilities and services such as roads, utilities, parks and recreation. The CDA is also required to identify level of service standards for these facilities and services and address how any necessary capital improvements will be funded. The CDA may not address or include any standards for onsite development. The Statute provides that once the Campus Development Agreement is executed, all campus development may proceed without further review by the host local government if it is consistent with the adopted Campus Master Plan and associated Campus Development Agreement.

The University of Florida Campus Master Plan for 2005-2015 identifies several University properties which are located in unincorporated Alachua County. These properties are also identified in the most recent Campus Development Agreement, which was executed on August 2, 2006. Per Florida Statutes, development on these properties may proceed without further review by the host local government (Alachua County, in the case of the unincorporated properties) if the development is consistent with the adopted Campus Master Plan and associated Campus Development Agreement. The Alachua County Future Land Use designation and related policies in the Comprehensive Plan

would not apply to proposed development on properties identified in the Campus Master Plan, provided that the proposed development is consistent with the adopted Campus Master Plan and associated Campus Development Agreement.

This issue is currently addressed in Policy 1.7 of the Intergovernmental Coordination Element. This policy is being updated and clarified as part of the EAR-based Comprehensive Plan update to be consistent with Florida Statutes. Additionally, the University properties identified in the CMP will be identified on the Alachua County Future Land Use Map as University of Florida Campus Master Plan properties (also see related Policy 5..3.10 of the Future Land Use Element).

University of Florida Campus Master Plan – Alachua County Satellite Properties



LOCAL MITIGATION STRATEGY

New policy language has been proposed in the Intergovernmental Coordination Element to address coordination with other local, regional and state agencies to implement hazard mitigation planning to reduce and minimize the exposure of Alachua County citizens and the local economy to future natural or man-induced disasters or hazards. This interagency process will seek grant funding for projects listed in the County's adopted Local Mitigation Strategy. The proposed policy changes reinforce the current hazard mitigation programs directed by County Emergency Management and supported by other County Departments. The Local Mitigation Strategy (LMS) is also included in proposed revisions to the Capital Improvements Element.

Alachua County is vulnerable to the impacts of hurricanes, including flooding, hurricane-force winds and tornadoes. Hurricanes have hit Alachua County, as witnessed by the 1896 No Name Hurricane

and more recently the 2004 storm season. The County's adopted Local Mitigation Strategy (LMS) details these risks and identifies pre-disaster projects to mitigate hazard impacts. Alachua County regularly updates the Local Mitigation Strategy to include Critical Facilities list and Land Use documentation. The Local Mitigation Task Force has identified stormwater management as a key issue, and wildfire mitigation is an ongoing effort. The Local Mitigation Task Force and Subcommittees are comprised of staff of various agencies and organizations, since the potential impact of major disasters and mitigating risks require intergovernmental coordination. Each jurisdictional representative participating in the Alachua County LMS Work Group does so by first electing a primary voting member and two secondary members.

The County Emergency Management/Wildfire Mitigation staff work with Division of Forestry, other agencies and landowners. Existing Comprehensive Plan policies in the Conservation and Open Space Element promote Firewise Communities USA, a program sponsored by the National Fire Protection Association to recognize those communities that have made a commitment to wildfire hazard reduction. The specific requirements for the Firewise Communities USA program can be found on the internet at www.firewise.org.

CAPITAL IMPROVEMENTS ELEMENT
DATA & ANALYSIS

POTABLE WATER & SEWER LEVEL OF SERVICE STANDARDS

See discussion in Potable Water and Sanitary Sewer Element Data and Analysis.

LOCAL MITIGATION STRATEGY (LMS)

EAR RECOMMENDATION #3.4.1 *Include specific projects from the Local Mitigation Strategy into the Comprehensive Plan /Capital Improvements Program and update the policy framework for hazard mitigation to improve potential eligibility for project funding through grants.*

As part of the EAR-based Comprehensive Plan update, amendments to the Capital Improvements Element are proposed to consider projects identified in the Alachua County Local Mitigation Strategy as part of the capital improvements planning process.

ISSUE BACKGROUND - LMS

Alachua County regularly updates the Local Mitigation Strategy to include Critical Facilities list and Land Use documentation. The Local Mitigation Task Force has identified stormwater management as a key issue, and wildfire mitigation is an ongoing effort.

Mission Statement of the LMS:

The Alachua County Local Mitigation Strategy Work Group is committed to implementing effective mitigation strategies to significantly reduce or eliminate the damage or loss of life, property and economic vitality in the event of a natural, societal or technological disaster. These strategies will be expressed in a comprehensive Local Hazard Mitigation Strategy (LMS) Plan, to be adopted by Alachua County, participating municipalities and agencies/institutions. Using all-hazards, interdisciplinary and intergovernmental framework, the Work Group fosters information and resource sharing and integration of activities among all jurisdictions within Alachua County.

The Local Mitigation Strategy includes these goals (with associated objectives):

- Goal 1 – Establish an ongoing Local Hazard Mitigation Strategy Planning Process as part of a comprehensive community-based emergency management program to protect public health, safety, economic vitality, and property through inter-agency cooperation.
- Goal 2 – Promote disaster preparedness for individuals, communities, and businesses to encourage greater self-reliance and develop public-private partnerships.
- Goal 3 – Engage in hazard mitigation project planning and implementation to protect public health, safety, economic vitality, and property including natural and cultural resources, critical facilities and government buildings.

The Comprehensive Plan Capital Improvements Element Policy 1.5.2. lists “new public facilities and improvements or modifications to existing public facilities that eliminate public hazards” as Priority 2.

This is indicative of high priority, with only LOS standard projects having higher priority in County capital improvements planning.

DATA AND ANALYSIS - LMS

STORMWATER: To mitigate stormwater problems and protect water quality, a Stormwater Master Plan is underway and will provide needed analysis including hydrologic/hydraulic County-wide model network setup. This process, utilizing major drainage basin delineation and primary drainage system data, will prepare a County-wide hydrologic-hydraulic model to qualitatively evaluate the performance of the County's major drainage conveyance and storage ways. Based on the results of the modeling efforts, recommendations will be made for future model expansion, refinement, calibration, and verification. This data will be used to identify major system flooding concerns, identify primary drainage structure deficiencies, and make recommendations regarding future development impacts. The model results will be used to assess deficiencies from flood stages and conveyance deficiencies, no floodplain mapping will be performed. Results will be compared to stormwater facility specific LOS criteria for deficiency evaluation, and a Technical Memorandum detailing model parameterization and setup, summarizing results, and identifying and quantifying drainage deficiencies will be completed.

Needs Assessment will result in a Technical Memorandum detailing identified needs and providing a preliminary prioritization for implementation.

Funding analysis will summarize capital project needs and develop final prioritization of projects. Included will be a discussion of County funding options, including grant and external funding options, based on the findings.

WILDFIRE: Since the Fall 2008 a Wildfire Mitigation Work Group is now working in Alachua County, chaired by Ludie Ehlers of the Division of Forestry. Criteria for membership was decided by the group to include the state, county and city fire suppression/mitigation agencies, as well as law enforcement (ACSO) and one representative for each municipality. An overview of the county with regards to fuels, fire occurrence and available resources will direct mitigation efforts.

Even though Alachua County is far less vulnerable than its coastal neighbors, it still has dealt with four tropical storms over the past four years and with five wildfires since 2000, which damaged approximately 19,700 acres of land. [data as of Oct. 2010]

LIFE CYCLE COST ANALYSIS

As Energy Conservation and reduction of greenhouse gas emissions continues to become more of a concern, it is important to begin to consider the full life cycle costs of major capital decisions made by the County. There may be additional upfront costs to construct facilities to a higher efficiency standard, but the life cycle costs will be lower over the long term. Studies show that green buildings cost on average 2% more in upfront costs and note the importance of integrating green standards early in project development to help minimize any additional costs (Kats, 2003; Davis Langdon Adamson, 2004).

Increasingly, specialists are using "life-cycle assessments" (LCA) to evaluate and quantify the economic and environmental costs and benefits of materials and products over their lives. LCA analysis methods are becoming more standardized and tools are emerging to provide comparable product-level evaluations (NRDC, 2010). Some of these tools are referenced on the following web sites:

- The Whole Building Design Guide – National Institute of Building Sciences
  http://www.wbdg.org/index.php

- Federal Energy Management Program
  http://www1.eere.energy.gov/femp/program/lifecycle.html

CAPITAL IMPROVEMENTS ELEMENT REFERENCES

Fact Sheet: How Much Does Green Building Really Cost? (Natural Resources Defense Council, 2010)
http://www.nrdc.org/buildinggreen/factsheets/cost.asp

The Costs and Financial Benefits of Green Buildings: A Report to California's Sustainable Building Task Force (Kats et. al., 2003)
http://www.calrecycle.ca.gov/GreenBuilding/Design/CostBenefit/Report.pdf

Costing Green: A Comprehensive Cost Database and Budgeting Methodology (Davis Langdon Adamson, 2004) http://www.usgbc.org/Docs/Resources/Cost_of_Green_Full.pdf

ECONOMIC ELEMENT
DATA & ANALYSIS

EAR Recommendation #4.1.1 Review and update the Economic Element based on an assessment of the Economic Development Strategic Plan in terms of its adequacy as a comprehensive economic development strategy that builds on the community's assets and incorporates economic, physical, environmental, community, and human development. This strategy should include measurable goals and performance benchmarks.

EAR Recommendation #4.2.1. Promote partnerships with local arts/cultural organization and sports organizations, and promote unique recreational tourism opportunities including agritourism, padding trails, the African American Heritage Trail and the Old Florida Heritage Highway (scenic highway) master plan.

EAR recommendation #4.3.1 Same as #4.2.1

EAR Recommendation #4.4.1 Promote industrial Recycling Market Development Zone (RMDZ)/Resource Recovery Park and economic development business recruitment, and include a program for mandatory Curbside Recycling and composting (anaerobic or aerobic) of organic waste.

EAR Recommendation #4.5.1 Recommendation to complete the Historic Preservation Master Plan and a adopt a Historic Preservation Ordinance as a basis for seeking 'Certified Local Governmental Certification," including providing incentives to discourage teardowns, with focus on historic Rural Clusters, rural communities and possible urban neighborhoods; ensuring Intergovernmental Coordination during annexation for continued protection of Historic Structures; and encouraging LEED certification for adaptive reuse projects and/or allowing other incentives for adaptive use. No Change to Comprehensive Plan required.

EAR Recommendation #4.6.2 Evaluate Industrial and Rural/Agriculture land use categories and assess policies for the location of certain types of agricultural product processing facilities (i.e., food, fuel and fiber) within the County and determine whether changes are needed.

ISSUE BACKGROUND

Economic development is a complex, multi-dimensional process that involves a series of efforts to build and improve the economic foundation of a community. Economic development for local governments has three broad components:

1. Policies to meet wide-ranging economic objectives (e.g., high employment, large tax base, sustainable growth);
2. Policies and programs to provide infrastructure and services (e.g., affordable housing, education, transportation system); and,
3. Policies and programs directed toward job creation and retention.

Economic diversity is a means to achieve economic stability. A diverse economic framework generates strength in the community because no single economic sector is relied upon too heavily. This insulates

the economy of the community from severe repercussions if an important segment of the economy experiences a serious downturn.

The creation of jobs for all residents is the first crucial step toward creating vibrant communities. Economic opportunity is provided through job creation and retention. Opportunities for entrepreneurship, small business development and expansion and job training are also key components of economic development.

The Council for Economic Outreach (CEO) is the designated economic development entity for Alachua County. CEO works with Alachua County and municipalities within Alachua County to secure resources available to new and expanding businesses and industries.

One of the goals of the Economic Element is to provide a framework for a greater amount of job diversification. Currently, the primary industries in Alachua County are Education, Healthcare and Social Service (40%); Professional Administration (10%); and Retail Trade (10%).[24] The Education, Healthcare and Social Service is very dominant in Alachua County as compared to Florida, for which 18% are employed.

EMPLOYMENT

According to information provided in an overview of the Alachua-Bradford Regional Workforce Board, the Gainesville Metropolitan Statistical Area (MSA) experienced the largest over-the-year gain and the fastest job growth rate of all Florida metropolitan areas from October 2007 to October 2008. This is largely attributed to gains in the number of jobs in the leisure and hospitality sector and government sector. Other industry sectors experiencing gains were trade, transportation and utilities, information, and education and health services. Those gains were somewhat offset by losses in the construction, financial activities, professional and business services and manufacturing sectors. Overall, total non-agricultural employment was up by 0.5% (or 700 jobs) over the year.

While the unemployment rate for Alachua County remains lower than that of the State of Florida, the period from October 2007 to October 2008 saw an increase in unemployment from 2.9% to 4.6%.

POVERTY

Following the 2000 Census, Alachua County requested a Special Tabulation on Poverty removing college students from the tabulation. With a non-college population (for 1999) of 187,570, there were 26,085 persons – or 13.9% of the non-college population in Alachua County – living at or below the poverty level. While this poverty rate is considerably lower than the overall rate of nearly 23% (including the college student population), Alachua County's rate is higher than the State of Florida's poverty rate – 12.5% in 2000.[25] Due to the costs involved, the Special Tabulation focused on individuals and did not address poverty among different age groups, ethnic or racial groups, geographic location (within the County) and family status.

[24] American Community Survey, 2006

[25] Florida Fact Sheet, American Fact Finder, U. S. Bureau of Census.

The objective of Economic Development within communities is to create a set of conditions that allow and encourage existing and new employers to meet local economic objectives, including conditions such as an adequate supply of land properly zoned for employment-oriented activities. Other economic development objectives include provision of essential infrastructure and services, finding new and unique ways to bring new dollars into the local economy, and making efforts to create and retain jobs in the community. The EAR addresses these objectives through analysis of the following issues:

- Promotion of job diversification/creation/retention
- Linkage between tourism and arts development
- Evaluate policies promoting nature based tourism
- Promotion of use of recycled materials and waste alternatives
- Assess Historic Preservation policies and develop strategies for implementation (e.g. Historic Preservation Ordinance)
- Assessment of sufficiency and appropriateness of location of land designated for industrial and office uses (both in the unincorporated area and Countywide) and review of Industrial and Office land use policies

TRENDS AND TARGETED INDUSTRIES FOR ALACHUA COUNTY AND NORTH FLORIDA REGION

Targeted industries are those groups of industries and business sectors that have been identified for recruitment to the community by the County and related economic development partnerships and organizations. The targeted industries for Alachua County are emerging types of industries such as pharmaceutical/biotechnology, surgical, medical and dental instruments and supply, and electronics, instruments and telecommunications equipment, clean industry including manufacturing sectors, and research parks and regional headquarters type businesses. The targeted industries were identified as providing the best fit with the research and development opportunities generated by the University of Florida and its related research institutions. This section assesses the current industry trends in Alachua County and is compiled from the reports of various agencies in Alachua County and the North Florida Region in order to identify the areas the County should focus on in order to attract targeted industries.

Targeted Industries for Alachua County and North Florida Region:

Strategic Plan for Sustainable Economic Development Alachua County, Florida

This plan was developed to provide a framework for making consistent decisions regarding the use of community resources for projects, and to improve the coordination among the many organizations participating in economic development activities. Six issue areas are identified in the paper and following are excerpts related to industrial land use.

- Target economic development efforts in specific areas that increase diversity and opportunity of employment, while supporting and expanding existing assets
- Pursue and encourage specific 'clean' industrial sectors:
    a. Business services
    b. Transportation and distribution
    c. Communication services
    d. Medical and pharmaceuticals, including biotech
    e. Technology driven manufacturing

f. Electronics and other electrical equipment
g. Regional or corporate headquarters
h. Information technology
i. Research and development
j. Eco-tourism
k. Multimedia productions

- Develop business parks (employment centers) integrated with residential and retail development where feasible.

Comprehensive Economic Development Strategy 2008-2012 (North Central Florida Economic Development District)

Enterprise Florida worked with the North Central Florida Economic Development District through a series of workshops to identify target industries for the creation of catalyst projects that hope to increase those industries. They analyzed trends, statewide initiatives, and goals of economic development groups to identify clusters of focus:

- Pharmaceutical/Biotechnolgy
- Surgical, Medical and Dental Instruments and Supply
- Electronics, Instruments and Telecommunications Equipment

The industries that are either growing, have been targeted as high skill, high-wage area of desired growth, or fill needs in economic diversification for the region are as follows:

- Logistics and distribution
- Building Component Design and Manufacturing
- Aviation Services and Products
- Bio-Fuels and Energy
- Healthcare Services and Products

Energy Conservation Strategies Commission Recommendations Concerning Economic Development:

- Encourage energy conservation businesses, alternative energy businesses, and waste-based industries.
- Determine food processing facilities needed to process locally-grown foods. Identify other food-related infrastructure needs and local (or regional) solutions. As an economic development strategy, encourage development and/or location of food processing facilities within the County.

POLICY REVISIONS TO ECONOMIC ELEMENT

The Economic Element was reviewed within the context of several other existing economic development plans and community efforts. Alachua County has a Strategic Plan for Economic Development that the Economic Development Advisory Committee is currently updating. The Chamber of Commerce and Council for Economic Outreach also issued a Space/Land report that provided a snapshot in 2008

demonstrating the need to ensure that local land use plans and land development regulations appropriating address emerging trends and changes in industry. Many of the emerging industries and businesses are graduating from incubators and often still considered "industrial" when another land use may be more appropriate. Many economic development programs target these emerging industries. There is also the emergence of the "creative class" which redefines traditional business models, as described by author Richard Florida. Employees are seeking jobs that are close to amenities, which call for more mixed-use allowances.

All of these factors played a role in updating the Economic Element. The draft revisions merges some of the proposed changes to the Future Land Use Element and the new Energy Element, by encouraging the types of industries desired and targeted by the various economic development organizations and efforts in the community.

One of the primary revisions to the Economic Element is reorganizing the policies under five specific objectives. Currently, the Economic Element is organized under general objectives and specific policies may be hard to locate and the objectives lack cohesion. The five general objectives are as follows:

1. ECONOMIC DIVERSITY AND SUSTAINABILITY
2. ECONOMIC DEVELOPMENT STRATEGY
3. ENVIRONMENTAL QUALITY AND RESOURCE CONSERVATION
4. ECUCATION AND EMPLOYMENT
5. EXPAND ECONOMIC OPPORTUNITY AND REDUCE POVERTY
6. LIVABLE COMMUNITIES (New objective)

Many of the titles are implicit in the existing policies, but providing the headings captures the intent and helps define the Economic Element. The objective titles are also in line with the Strategic Plan for Economic Development to help ensure that the two primary economic development documents of the County are aligned.

In addition to rearranging existing policies in order to make the document more reader friendly and effective, several new policies are proposed in order to update the element to reflect current economic development strategy in the community.

Input from the Economic Development Advisory Committee indicated a need for more policy language addressing incentives. Several new policies are proposed for the County to investigate incentive programs (such as Tax Increment Financing, CDBG, Qualified Targeted Industry Program, etc). Additional proposed policies provide direction to pursue other funding opportunities and to make information available to the community (Policies 1.2.6, 1.2.10, 1.5.2, 1.5.3).

Redevelopment of existing built properties is becoming more common and is promoted in this Comprehensive Plan update. The current land use regulations do not have clear guidance on redevelopment and the process. Policies related to redevelopment include:

Policy 1.1.9 Consistent with Energy Element Policy 3.1.4, Alachua County shall promote redevelopment and infill within the Urban Cluster. Recognizing that such redevelopment and infill is an efficient use of land, infrastructure, energy resources, and existing public services, redevelopment of existing sites and buildings shall be encouraged. The County will encourage redevelopment by establishing strategies, such

as mixed-use and increased densities, in the goals, objectives, and policies of the Future Land Use Element.

Policy 1.1.10 Recognizing constraints such as location, site access, existing utility infrastructure, or other conditions that may constrain redevelopment in compliance with generally applicable standards, the County shall establish criteria for sites where it would be appropriate to facilitate redevelopment of existing properties based on alternative standards.

Additionally, eco-tourism and the promotion of cultural venues is a priority for the County as this can provide significant revenue to the community. Many of the attractions listed on the Gainesville/Alachua County Visitors and Convention Bureau's website. In order to address EAR recommendations #4.2.1, proposed policies include the following:

Policy 1.1.4 Alachua County shall promote partnerships with local arts/cultural organizations and sports organizations, and promote unique recreational tourism opportunities including agritourism, paddling trails, the African American Heritage Trail and the Old Florida Heritage Highway master plan.

Policy 1.2.12 Priority shall be given to industries and businesses that support cultural, nature-based and/or eco-tourism activities.

Other new policy recommendations related to updating the Economic Element include identifying targeted industries, encouraging the location of a RMDZ/Resource Recovery Park, ensuring that there is an adequate amount of land properly designated for manufacturing and commerce activities for the businesses graduating from the area's incubators (Policies 1.1.1, 1.1.6).

EAR recommendation 4.1.1 also states that the Economic Element should include measurable goals and performance benchmarks. However, specific incentives and measurable goals may be more appropriate in the Strategic Plan, while the Comprehensive Plan can reference the general need for redevelopment strategies.

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