

## SECTION 10

### INTERGOVERNMENTAL COORDINATION

#### 1. PURPOSE

The purpose of Intergovernmental Coordination is to ensure that the City's planning is coordinated with other governmental entities and agencies. This section will outline the existing intergovernmental coordination efforts as well as future plans to implement on-going coordination. Areas adjacent to the City will be affected by the City's plan. Ideally, areas of potential conflicts in planning may be either avoided or resolved in this process. Presently the City is coordinating directly with other entities and agencies concerning roads, potable water, sanitary sewer, natural resources and solid waste disposal.

#### 2. AREA OF CONCERN; INVENTORY OF EXISTING COORDINATION EFFORTS

The immediate area of concern for the City with regard to coordinated governmental action is within the City and the service area between Hathaway Bridge and Phillip's Inlet. Table 1 presents an inventory of the various governmental entities with whom Panama City Beach currently has relationships in coordinating various aspects of governmental tasks and responsibilities. In addition to governmental entities, the City maintains a relationship with a variety of private sector organizations.

**TABLE 1**  
**PANAMA CITY BEACH INTERGOVERNMENTAL**  
**COORDINATING AGENCIES**

##### LOCAL BOARDS

- Bay County School Board
- Panama City Port Authority
- Panama City/Bay County Airport & Industrial Authority
- Panama City Metropolitan Planning Organization
- Bay County Soil and Water Conservation District
- Northwest Florida Regional Library System
- Gulf Mosquito Control District
- Bay County Tourist Development Council
- Thomas Drive Volunteer Fire Department
- West End Volunteer Fire Department
- West Bay Volunteer Fire Department
- Bay County Board of County Commissioners
- City of Callaway
- City of Lynn Haven
- City of Mexico Beach
- City of Panama City
- City of Parker
- City of Springfield

## STATE AGENCIES

Department of Environmental Protection  
Department of Transportation  
Fish and Wildlife Conservation Commission  
West Florida Regional Planning Council  
Northwest Florida Water Management District  
Department of State, Division of Historical Resources

## FEDERAL AGENCIES

U.S. Army Corps of Engineers  
U.S. Fish and Wildlife Services  
U.S. Air Force  
Naval Support Activity Panama City  
National Marine Fisheries Service  
U.S. Coast Guard  
U.S. Department of Natural Resources

## PUBLIC UTILITIES

Gulf Power Company  
Southern Bell Telephone Company  
Teco/Peoples Gas Company  
Knology Cable

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SOURCE: Panama City Beach City Manager and Building and Planning Department.

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The primary method of Intergovernmental Coordination in the City has been through contracts or interlocal agreements for specific services. Other coordination mechanisms include grants. Table 2 indicates the major agreements to which the City is a party at present.

**TABLE 2**  
**MAJOR INTERGOVERNMENTAL AGREEMENTS**  
**INVOLVING PANAMA CITY BEACH**

SUBJECT OF AGREEMENT	PLAN ELEMENTS AFFECTED	PARTIES OTHER THAN P.C. BEACH	LEAD AGENCY
BUILDING PERMITS	FUTURE LAND USE	BAY COUNTY	P.C. BEACH
CONCURRENCY MANAGEMENT	ALL ELEMENTS	BAY COUNTY,	FDOT, FDEP P.C. BEACH
METROPOLITAN PLANNING ORGANIZATION	TRAFFIC CIR.	BAY COUNTY, FDOT, WEST FLORIDA RPC	WEST FL RPC
POTABLE WATER	POTABLE WATER	BAY COUNTY	BAY COUNTY
POTABLE WATER DIST.	POTABLE WATER	BAY COUNTY	P.C. BEACH
ANIMAL CONTROL SERVICES	NONE	BAY COUNTY	P.C. BEACH
SANITARY SEWER	SANITARY SEWER	BAY COUNTY	P.C. BEACH
FIRE PROTECTION	NONE	BAY COUNTY	P.C. BEACH
TRAFFIC	TRAFFIC CIR.	BAY COUNTY	BAY COUNTY
TRAFFIC	TRAFFIC CIR.	F.D.O.T.	F.D.O.T.
FRONT BEACH ROAD CRA	TRAFFIC CIR.	BAY	P.C. BEACH
SCHOOL CONCURRENCY	PUBLIC SCHOOL FACILITIES, INTERGOVERNMENTAL COORDINATION, CAPITAL IMPROVEMENTS	SCHOOL BOARD	SCHOOL BOARD

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SOURCE: Panama City Beach City Manager and Building and Planning Department

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Another form of Intergovernmental Coordination in the City occurs through the awarding of grants. These provide a funding mechanism by which the people of the City receive a number of services that might not otherwise be available. At present, the City is utilizing or has applied for the variety of grants indicated in Table 3.

**TABLE 3**  
**PANAMA CITY BEACH GRANTS, 2008**

TYPE OF GRANTS	GRANTING AGENCY AFFECTED	PLAN ELEMENTS
Re-use System	FDEP	Sanitary Sewer
Library	Department of State	None
Recreational Trails	FDEP/FDOT	Recreation and Open Space

SOURCE: Panama City Beach City Clerk

These interlocal agreements and grants cover many issues relating to the elements of the Plan. In addition to the agreements, contracts, and grant awards previously listed, the City maintains a more informal level of coordination with various other governmental agencies.

### **3. ANALYSIS OF EXISTING COORDINATION EFFECTIVENESS**

#### **A. Future Land Use**

Coordination exists between Panama City Beach and Bay County concerning land use in the Panama City Beach service area. The County provides construction permitting services in the service area outside of the City limits. This results in communication concerning available facilities' capacities. Additionally, the City contracts with the County Building Department to provide some building plan review and buildings inspections.

#### **B. Traffic Circulation**

Traffic circulation coordination is adequate. In 1981, the Panama City Urbanized Area Transportation Planning Organization (TPO) was established to recommend and monitor transportation programs in the urban area. The TPO is comprised of study committees comprised of local elected officials and technical staff, as well as Florida Department of Transportation and Northwest Florida Regional Planning Council staff. This arrangement provides a forum for discussion and action on local transportation issues on a system-wide basis.

### **C. Housing**

While there are no formal mechanisms for Intergovernmental Coordination between agencies, including the U.S. Department of Housing and Urban Development (HUD), the Department of Health and Rehabilitative Services (HRS), and the Bay County Council on Aging, there has been successful interaction at the technical and staff levels among local agencies for the provision of affordable housing.

### **D. Sanitary Sewer, Solid Waste, Drainage, Potable Water and Natural Ground Water Aquifer Recharge**

Coordination through interlocal agreements has effectively addressed the City's needs concerning solid waste disposal, sanitary sewer, and potable water. Bay County is responsible for solid waste disposal in all incorporated and unincorporated areas of the County. Potable water is sold by the County to the City on a wholesale basis. Drainage is currently routed through the City by means of ditches and swells. Flooding is not an intergovernmental problem in the City due to the draining characteristics of the coarse sand which is the prevalent soil in the City.

In general, Intergovernmental Coordination on public utilities and services throughout the City and the County has evolved into a relatively successful interaction. Given this evolution, and the complexities of permitting, funding, and operating public utilities, it is doubtful that any options would exist other than continued coordination.

### **E. Coastal Management**

Years of Intergovernmental Coordination on coastal management include hurricane evacuation, beach access, and waste water point source discharges. In the event of hurricane evacuation, Bay County has assumed the lead role through the Emergency Management Department. All emergency activities, including evacuation routing, public shelters, and police and fire services, are coordinated by the County. Point-source wastewater discharge into coastal waters is handled by the City through a discharge into West Bay. The City has initiated a plan to eliminate discharge into West Bay through public access reuse and wetland wet weather discharge areas.

### **F. Conservation**

Intergovernmental Coordination on the conservation of natural resources is oriented primarily toward a state-local relationship more so than local efforts. The City participates in the National Flood Insurance Program (NFIP) and has a flood damage prevention ordinance which regulates development in flood prone areas.

Regulation of wetlands, estuarine marshes, submerged lands, air pollution, wildlife management areas and other natural resources are primarily coordinated with State agencies.

**G. Recreation and Open Space**

There has been some coordination between the Panama City Beach and the County in the maintenance of recreational facilities.

**4. ANALYSIS OF PROBLEMS; SOLUTIONS FOR THE FUTURE**

In almost every category described above, opportunities for more formal coordination exist. Coordination may not be possible in all of the areas described below. In areas where coordination efforts fail, the Northwest Florida Regional Planning Council should be consulted for an informal mediation process.

**A. Future Land Use**

Existing methods of coordination between Bay County and the City have resulted in common building standards since the County issues building permits in the service area outside of the City limits. Constant communication and coordination is expected to continue due to the City's wastewater and potable water systems being utilized by County residents. Traffic constraints on future development can be coordinated through the Panama City Urbanized Area Transportation Planning Organization (TPO). Recreational constraints can be coordinated through the Recreational Advisory Committee which was established by Bay County. Environmental issues which impact land use may continue formal and informal coordination which currently exists.

**B. Traffic Circulation**

Traffic coordination through the Panama City Urban Area Transportation Planning Organization (TPO) is sufficient to meet the planning needs of the member entities and agencies.

**C. Housing**

The various governmental entities should coordinate their efforts, using common programs whenever possible, in order to meet the need for affordable housing alternatives and to avoid concentrating all low and moderate income housing in any one jurisdiction.

**D. Sanitary Sewer, Solid Waste, Drainage, Potable Water and Natural Ground Water Aquifer Recharge**

Continued growth in the area of concern, as projected in the City's comprehensive plan indicates the need for continual coordination on decisions regarding utilities in order to ensure that

required infrastructure is available to support anticipated growth. In the past, sufficient coordination with respect to sanitary sewer, solid waste and potable water has been sufficient. Interlocal agreements outline the relationship between the City and Bay County. Coordination on drainage issues will be important as the City develops a drainage plan for the City. Drainage basins do not recognize municipal boundaries and it will be necessary, as outlined in the drainage sub-element, for planning coordination to be established for drainage.

The Northwest Florida Water Management District indicates that Panama City Beach does not contribute to groundwater aquifer re-charge due to its location. Recharge in Bay County is experienced only along the extreme northern boundary of the County.

#### **E. Coastal Management**

To ensure adequate evacuation of the coastline, the City has established coordination with Bay County and local municipalities to create evacuation routes for City residents and visitors. This evacuation would be coordinated by Bay County Emergency Operations Control in the event of a natural disaster. This coordination has been effective in the past and should continue in the future.

#### **F. Conservation**

Natural ecological systems do not respect political boundaries. Similarly, the efforts to protect such resources such as seagrass beds, wetlands, marsh, and animal species should be approached on the basis that involves a mutual cooperation of local and State governmental entities.

#### **G. Recreation**

Cooperation directly benefits the citizens of Bay County to ensure that there is not a concentration or deficit in any particular jurisdiction. In order to make a variety of recreational facilities available to the citizens in a cost-effective manner, the City and the County should continue to coordinate establishment and maintenance of recreational and open space opportunities and sufficient access to these facilities.

### **GOALS, OBJECTIVES, AND POLICIES**

**GOAL: Coordinate with governmental agencies to promote efficient and effective delivery of services and facilities.**

**OBJECTIVE 1: Coordinate with governmental agencies concerning availability of public services to serve existing and future development.**

**POLICY 1.1: Continue to provide facility impact statements for development located within the unincorporated areas.**

POLICY 1.2: Coordinate with appropriate government agencies and Bay County to ensure maintenance of adopted levels of service standards.

POLICY 1.3: Designation of constrained roadways and Special Transportation Areas shall be coordinated with the Florida Department of Transportation and the appropriate governmental entities.

POLICY 1.4: Coordinate the intergovernmental management of marine resources which involve other governmental agencies and entities.

POLICY 1.5: The City will coordinate with the Northwest Florida Water Management District and Bay County to protect the water quality of Deer Point Lake and any new alternative water supply source.

POLICY 1.6: The City will coordinate with the Northwest Florida Water Management District and Bay County to develop alternative water sources which will aid in drought-proofing the region and minimizing any potential vulnerability to public water supplies as a result of a hurricane storm surge.

POLICY 1.7: The City will coordinate with the most recent Northwest Florida Water Management District water supply plan in projecting future supply and demand on potable water and alternative sources when preparing amendments to the Comprehensive Plan.

POLICY 1.8: The City will update the Water Supply Facilities Work Plan and Comprehensive Plan, as needed, within 18 months after the Northwest Florida Water Management District updates the Region III Regional Water Supply Plan.

POLICY 1.9: The City will coordinate and support the Naval Support Activity Panama City (NSAPC) in its operation so that the facilities remain viable and able to fulfill their missions (*see the FLUE for more detailed policies*).

**OBJECTIVE 2: Collaborate and coordinate with the school board of Bay County (School Board) to ensure high quality public school facilities which meet the needs of Bay County's existing and future population.**

POLICY 2.1: The City will implement the interlocal agreement with the school board, municipalities and adjacent counties (as needed) to provide for close coordination and for evaluation of development proposals. This coordination and evaluation will include:

- A. Participate in an annual joint workshop for elected officials to address issues of mutual concern.
- B. Coordinate growth projections and school enrollment, infrastructure reports, school site selection, amendments to provisions of the

interlocal agreement and public school facilities element and annual reports through the staff working group.

- C. Include School Board Representative on LPA and provide agenda and backup materials, notice of land use applications, comprehensive plan map amendments, rezoning and planned unit developments.
- D. Adopt sub district wide concurrency service areas by 2013.
- E. Explore Co location opportunities and compatibility of land uses adjacent to existing schools and school sites.
- F. Adopt Land Development Regulations that fulfill the requirements of the Interlocal Agreement for Public School Facility Planning and Concurrency and the Comprehensive Plan.
- G. Consider School Board comments in land use decisions including available capacity and capacity improvements and issue a school concurrency determination only after the applicant has complied with the terms of the local governments Comprehensive Plan and land development regulations implementing school concurrency and appropriate mitigation.
- H. Review and provide written comments on the financially feasible Tentative District Educational Facilities Plan and Educational Plant Survey.
- I. Determine and provide a written report concerning Comprehensive Plan consistency, enumerating all conditions to be imposed and all applicable LDC regulations for a school site plan submittal by the affected local government and addressing feasibility of school sites, availability of necessary infrastructure and collocation of other facilities.
- J. Cooperate in Dispute Resolution Processes, as necessary.

POLICY 2.2: General types of provisions that will be included in the inter-local agreement in order to advise the school board, adjacent counties, special taxing districts and municipalities of proposed developments which would impact their jurisdiction include:

- A. Transmission of an annual memo from the City Planning Department to the Bay District School Board. The School Board

shall make this information available to the above agencies upon request.

- B. Provision for a feedback process/information exchange so the above entities can inform the Planning Department of any potential adverse impact(s) from proposed developments and/or conflicting planning activities through the City/County/School Board Working Group, and the Local Planning Agency as well as through public meetings with notices published in the weekly paper.

**OBJECTIVE 3: Joint Planning Processes. The City shall strive to maintain and enhance joint planning processes and procedures for coordination of public education facilities for planning and decision-making.**

POLICY 3.1: The City shall establish new coordination mechanisms as necessary to evaluate and address its comprehensive plan and programs and their effects on the comprehensive plans of adjacent local governments, school board, and other units of local government providing services but not having regulatory authority over use of land, and the State, through the use of joint meetings or other types of forums with other agencies.

POLICY 3.2: On an annual basis, the School Board shall provide to the City information from their five-year Capital Facilities Plan to determine the need for additional school facilities. The 5-year Capital Facilities Plan shall contain information detailing existing facilities and their locations and projected needs. The report shall also contain the School Boards capital improvement plan, including planned facilities with funding representing the districts unmet needs.

POLICY 3.3: In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within Bay County, The City Council, the Bay County Board of County Commissioners, the Bay County School Board, and other municipalities shall meet jointly to develop mechanisms for coordination. Such efforts may include:

- A. Coordinated submittal and review of the annual capital improvement program of the City, the annual educational facilities report and Five-year School Plan Survey of the Bay County School Board.
- B. Coordinated review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure.

- C. Coordinated review of residential planned developments or ~~missed~~ mixed use planned developments involving residential development.
- D. Use of a unified database including population (forecasts of student population), land use and facilities.
- E. Use of a Parks/Schools Planning Group (with representative from each of the entities) to review coordinated siting of schools with parks for multi-functional use. Directives resulting from the joint meeting shall be incorporated into the Comprehensive Plan, Land Development Regulations, and other appropriate mechanisms as deemed necessary.
- F. Use of the Staff Working Group for school siting, changes and updates to the Comprehensive Plan and the Land Development Code and other purposes as needed.

**OBJECTIVE 4: Provide for the coordination with other agencies at the lowest level of conflict resolution possible.**

POLICY 4.1: Provide for regular and extensive exchange of information between jurisdictions and agencies concerning annexation and marine resource issues.

POLICY 4.2: Conflict resolution with other agencies shall be achieved through formal or informal processes.

POLICY 4.3: Consult with the West Florida Regional Planning Council for informal conflict mediation where appropriate to resolve issues related to findings of fact or consensus-building.

POLICY 4.4: Provide for joint meetings of the Bay County Commission and the Commissions/Councils of other local governments to resolve intergovernmental coordination issues.

POLICY 4.5: Formal mediation shall be considered after other alternatives have failed to arrive at a resolution of the issue. Formal mediation shall be conducted by a professional mediator specifically trained in mediation techniques.