



Indian River County 2030 Comprehensive Plan

Chapter 11

Intergovernmental Coordination Element

Indian River County Community Development Department
Adopted: October 12, 2010

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INTRODUCTION

To efficiently meet the needs of Indian River County residents, Indian River County must coordinate with many other governmental jurisdictions which affect land development in Indian River County. Besides the county, 5 municipalities, the School Board, the St. Johns River Water Management District, 6 water control/improvement districts, and several other sub-county, countywide, regional and state agencies, authorities, and taxing districts all make direct or indirect decisions influencing land development in Indian River County. For that reason, it is critical that Indian River County create viable mechanisms to establish and maintain close working relationships with these agencies. To avoid conflict, build cooperation, and provide improved and efficient service to the public, all of these groups must work together.

Intergovernmental coordination is also critical because land use decisions by one government often affect other governmental jurisdictions. As county decisions affect the local municipalities and adjacent counties, the decisions by municipalities and adjacent counties also often greatly affect the county.

According to state regulations, the Intergovernmental Coordination Element must show relationships and provide guidelines to be used in coordinating the county's Comprehensive Plan with the comprehensive plans of adjacent municipalities and counties, the plans of school boards and other units of local government providing services but not having regulatory authority over the use of land, and the plans of regional agencies and the state.

The primary purpose of this element is to establish coordination processes with adjacent local governments and with local, regional, and state agencies. This requires the identification of all agencies with which Indian River County must coordinate, a thorough understanding of the roles of each agency and that of the county, and the creation of adequate intergovernmental coordination mechanisms to carry out policies. This element seeks to accomplish those purposes through a systematic identification and analysis of current and anticipated intergovernmental coordination issues.

Through analysis and subsequent improvement of intergovernmental coordination, the county can better identify and resolve present and future issues and problems which arise between the county and other local governments and between the county and other levels of government. Ultimately, the refinement of such a process should allow local governments to coordinate comprehensive planning activities with other entities, ensuring compatible development and the provision of adequate public services across jurisdictional boundaries. The coordination process is a continuous one and should provide for an effective planning and implementing system.

EXISTING CONDITIONS

Indian River County is governed by an elected board of five commissioners and has an appointed county administrator. Within the county, there are five independent municipalities; these are the

City of Vero Beach, the City of Sebastian, the City of Fellsmere, the Town of Indian River Shores, and the Town of Orchid. Each of the five municipalities has a council/manager form of government. On a regular basis, the county interacts and coordinates with these municipalities regarding many issues.

Besides the municipalities, there are other governmental jurisdictions which interact with the county. In fact, many federal, state, regional, and local agencies have legislative authority to carry out various activities in the county. These agencies may be regulatory, jurisdictional, or advisory. Through their various functions and activities, these agencies affect land use and life in the county in general. Since their involvement is at different levels, they are divided into primary agencies and other agencies and jurisdictions. The focus of this element will be on primary agencies.

Primary Agencies Affecting IRC

There are several agencies having jurisdiction in the county. Most of these agencies are considered local agencies, but one that is not is the St. Johns River Water Management District. The SJRWMD is a state agency that covers all of Indian River County and all or part of 18 other Florida counties.

The local agencies that cover the entire county are the Indian River Soil and Water Conservation District, the Hospital Maintenance District and the School District of Indian River County. Agencies that have jurisdiction over certain parts of the county include the Mosquito Control District and the six separate local water control districts. Other agencies that have jurisdiction over parts of Indian River County include the cities of Vero Beach, Sebastian, and Fellsmere, and the towns of Orchid and Indian River Shores, all of which are municipalities in the county. Table 11.1 lists the primary agencies having jurisdiction over all or parts of Indian River County.

Table 11.1
PRIMARY AGENCIES HAVING JURISDICTION OVER
ENTIRE OR PARTS OF INDIAN RIVER COUNTY

LOCAL WATER CONTROL DISTRICTS

1. Indian River Farms Water Control District
2. Sebastian River Improvement District
3. St. Johns River Improvement District
4. Fellsmere Farms Water Control District
5. Vero Lakes Water Control District
6. Delta Farms Water Control District

INDIAN RIVER COUNTY FIRE DISTRICTS

7. Indian River County Emergency Management Services District
8. Indian River Shores Fire District

SCHOOL DISTRICT OF INDIAN RIVER COUNTY

9. School District of Indian River County

MUNICIPALITIES OF INDIAN RIVER COUNTY

10. City of Fellsmere
11. Town of Indian River Shores
12. Town of Orchid
13. City of Sebastian
14. City of Vero Beach

STATE AND REGIONAL AGENCIES

15. St. Johns River Water Management District
16. Florida Department of Transportation

COUNTY AGENCIES (Independent Special Districts)

17. Sebastian Inlet District
18. Mosquito Control District
19. Hospital Maintenance District
20. Florida Inland Navigation District
21. Indian River Soil and Water Conservation District

Source: Indian River County Planning Division

Local Water Control/Improvement Districts

These are special drainage districts established under Chapter 298 of Florida Statutes. They have power to collect taxes for the operation and maintenance of drainage facilities. The boundaries of these water control/improvement districts are identified in Figure 11.1. The Drainage Sub-Element discusses the detailed function of each of these drainage districts.

Indian River County Fire District

The county's fire district is a dependent district controlled by the Board of County Commissioners. This district is responsible for providing emergency responses to the entire county area except for the Town of Indian River Shores. Within the Town, emergency services are provided by the Town's public safety department. The fire districts' service areas are shown on Figure 11.2.

School District of IRC

The School District of Indian River County is responsible for public education in the entire county. To fulfill that responsibility, the School District must occasionally site and construct new schools throughout the County. In so doing, the School District must comply with local comprehensive plans. Because school siting affects land use planning in the County, school location criteria are discussed in the Future Land Use Element.

Regarding land use and density, the county's decisions have a significant effect on the number and location of schools needed. In order for the school district to efficiently and realistically plan for future schools, coordination with the county is essential. In the past, coordination with the school district was primarily at the staff level where information and data were exchanged. With the recent state requirements for public school planning, the county, municipalities, and school district now have a formal coordination mechanism for school planning, site selection, and concurrency.

Municipalities of Indian River County

There are five municipalities in Indian River County. Their locations are shown on Figure 11.3. Overall, the county and the municipalities have a good understanding of the need for coordination. Generally, they work effectively and cooperatively together and with the county. While there are many agreements between the county and municipalities, a number of these agreements also involve a third party. These agreements cover such issues as water and sewer service, recreation, fire protection, building permits, impact fees and others.

The county, the City of Vero Beach, and the City of Fellsmere are the three entities providing regional sanitary sewer service and potable water service. In cooperation, they provide these services for their jurisdictions, for other jurisdictions, and for the rest of the county. For example, the City of Vero Beach provides water and sewer services to the south portion of the barrier island, which is part of the unincorporated county, to the Town of Indian River Shores, and to portions of the county on the mainland. The county provides these services to the unincorporated portions of the urban service area, to the City of Sebastian, and to the Town of Orchid.

Within the county, there are several existing committees which have representatives from the county and the municipalities. These are the County Parks and Recreation Committee, the Metropolitan Planning Organization, the Economic Development Council, the Marine Advisory Narrows Watershed Action Committee, the Beach and Shores Restoration Committee, the Affordable Housing Advisory Committee, the Land Acquisition Advisory Committee, the School Planning Technical Advisory Committee, and the Transportation Disadvantaged Local Coordinating Board. These committees address issues that are countywide in scope. Generally, these committees have county staff administrative support and a county commissioner liaison member to facilitate intergovernmental coordination at the elected official's level. As needed, the Board of County Commissioners holds joint meetings with the city/town councils to discuss and make decisions about issues involving multi-jurisdictional matters.

At the staff level, there is coordination between county staff and the municipalities' staffs. One informal staff committee is the Comprehensive Plan Technical Advisory Committee, a committee consisting of planning representatives from all municipalities. This committee reviews the comprehensive plan elements of each jurisdiction for consistency, shares data and information, makes decisions concerning countywide issues, and takes suggestions to elected officials for final decision and action.

St. Johns River Water Management District

Within Indian River County, the SJRWMD regulates and permits drainage systems and issues consumptive use permits for water. As a regional agency, the SJRWMD is responsible for the management and storage of surface water and groundwater in Indian River County and all or part of 18 other Florida counties. The boundaries of the SJRWMD are shown in Figure 11.4.

Florida Department of Transportation

The county's transportation system is coordinated with other agencies in several ways. Overall, countywide transportation planning is coordinated by the Indian River County Metropolitan Planning Organization (MPO), which maintains agreements for transportation planning with FDOT, the county, and all municipalities in the county. As an agency implementing roadway improvements, transit services, and facilities for other transportation modes, Indian River County maintains various joint participation agreements for shared funding and responsibility between the county and FDOT.

The FDOT also issues permits for improvements on state roads. Those permits are for drainage, median and driveway cuts, and sidewalks in rights-of-way. For development projects, those FDOT permits must be issued before the county issues a building permit.

Other County Agencies

Each of the other county agencies has a specific function. For example, the Sebastian Inlet district

collects taxes for the operation and maintenance of the Sebastian Inlet. Boundaries of the Sebastian Inlet district are depicted on Figure 11.5. Another special district, the Mosquito Control District, is responsible for mosquito control in the areas shown in Figure 11.6. Finally, the hospital maintenance district, the Florida Inland Navigation district, and the Indian River Soil and Water Conservation district provide service to the entire county.

Other Agencies and Jurisdictions

There are many other public and quasi-public agencies affecting the county. Whatever their function, the county needs to coordinate with all of those agencies. Those agencies include, but are not limited to, those identified in Table 11.2.

Agencies Involved in Land Development

In the State of Florida, land development activities are regulated by federal, state, and local governments. Approximately 90% of land development decisions, however, occur at the local level. Nevertheless, the state and federal governments unquestionably play a significant role in the regulation of land development in Florida.

At the local level, the county must coordinate with several state agencies with respect to site plan review and permitting. Through the permitting process, an applicant must secure appropriate permits from applicable state review agencies or obtain an exemption letter. As part of its natural resource protection regulations, the county closely coordinates with the following agencies: Department of Environmental Protection (DEP), Army Corps of Engineers (ACOE), St. Johns River Water Management District (SJRWMD), Department of Agriculture and Consumer Services (DACS), Indian River County Mosquito Control District, Florida Fish and Wildlife Conservation Commission, U.S. Fish and Wildlife Service, and others. Many of these state and federal agencies have more technical expertise in their area of responsibility than the county, a factor resulting in coordination even when formal permitting is not required.

FIGURE 11.1
WATER CONTROL DISTRICTS OF INDIAN RIVER COUNTY

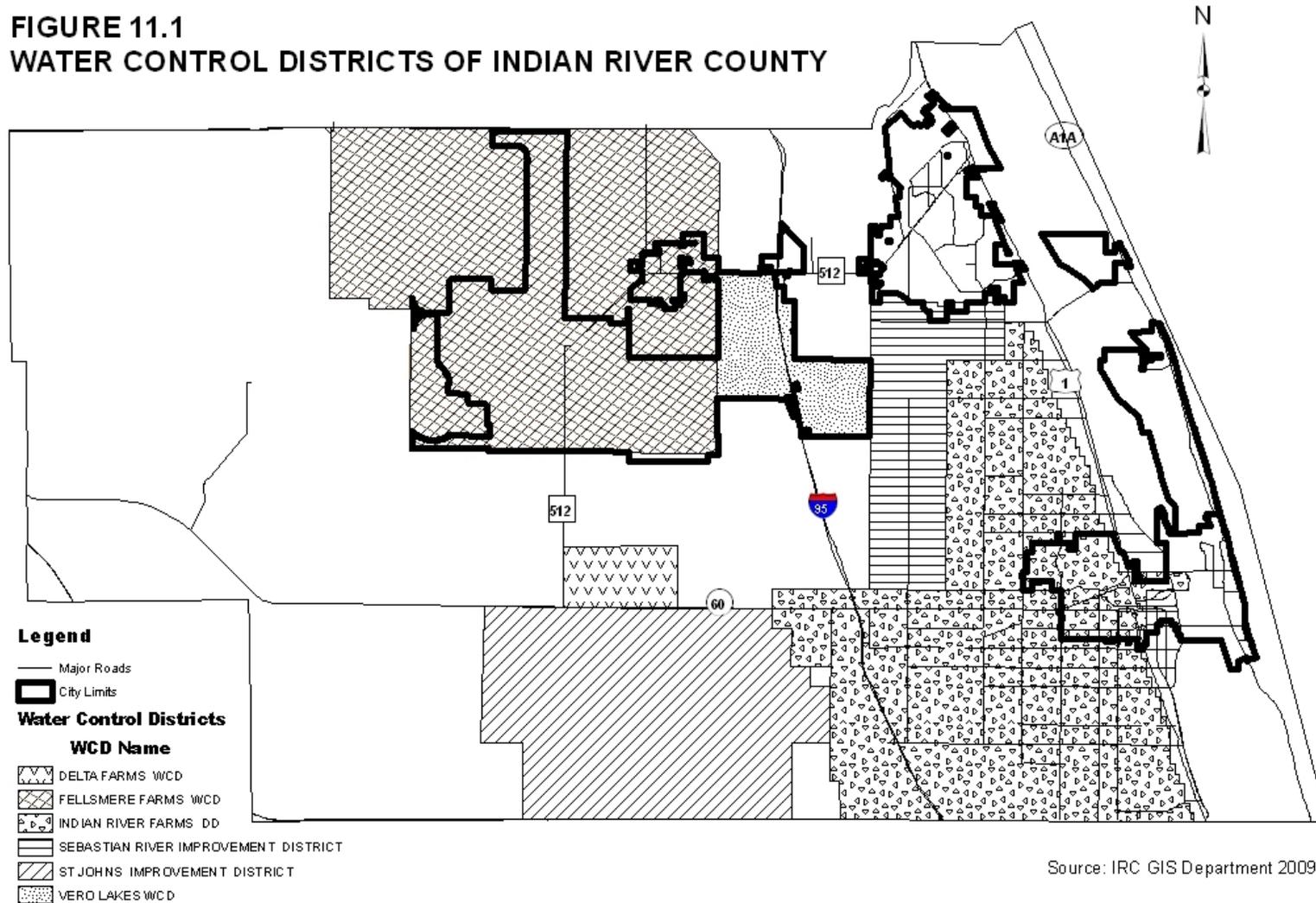
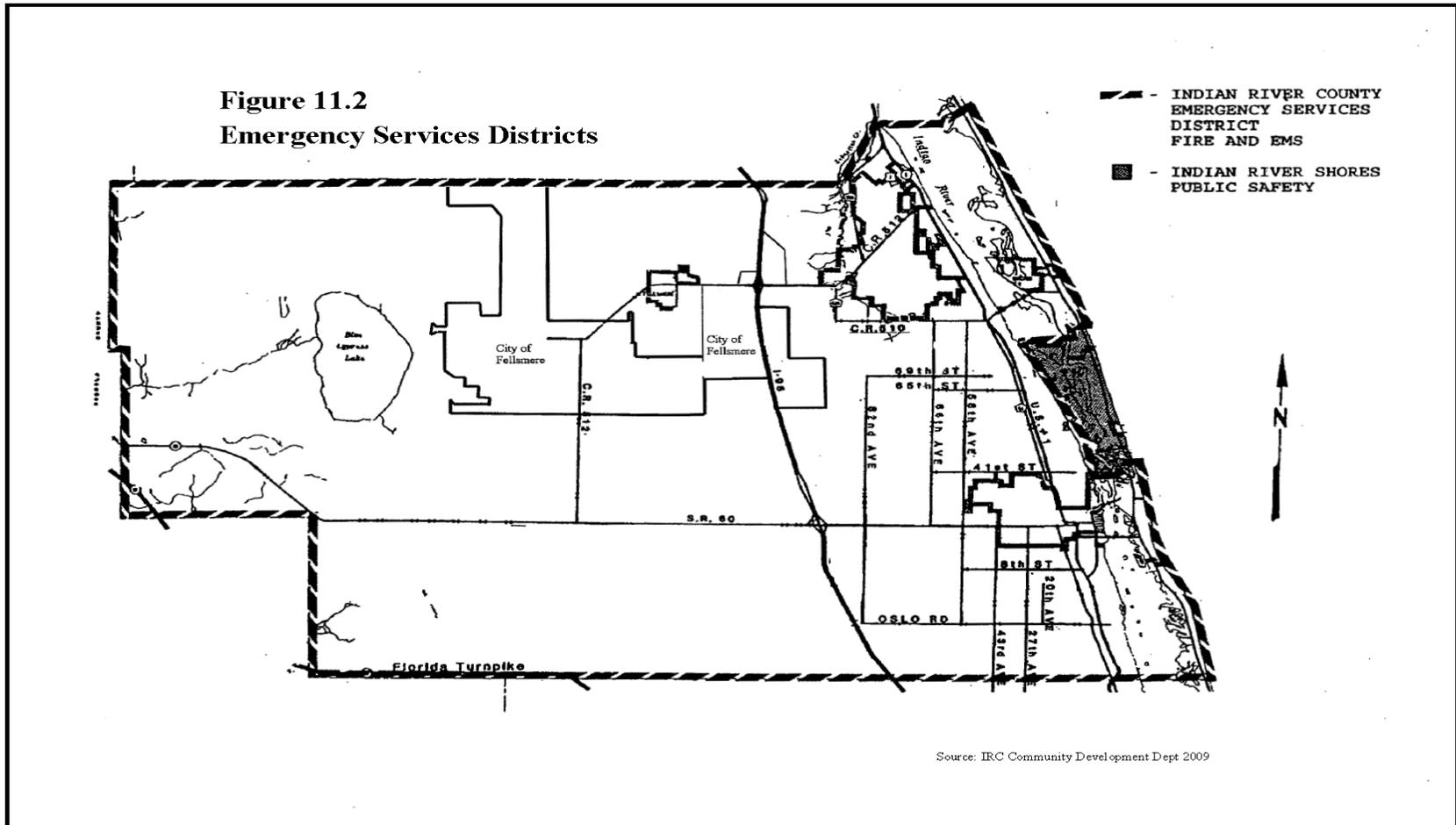
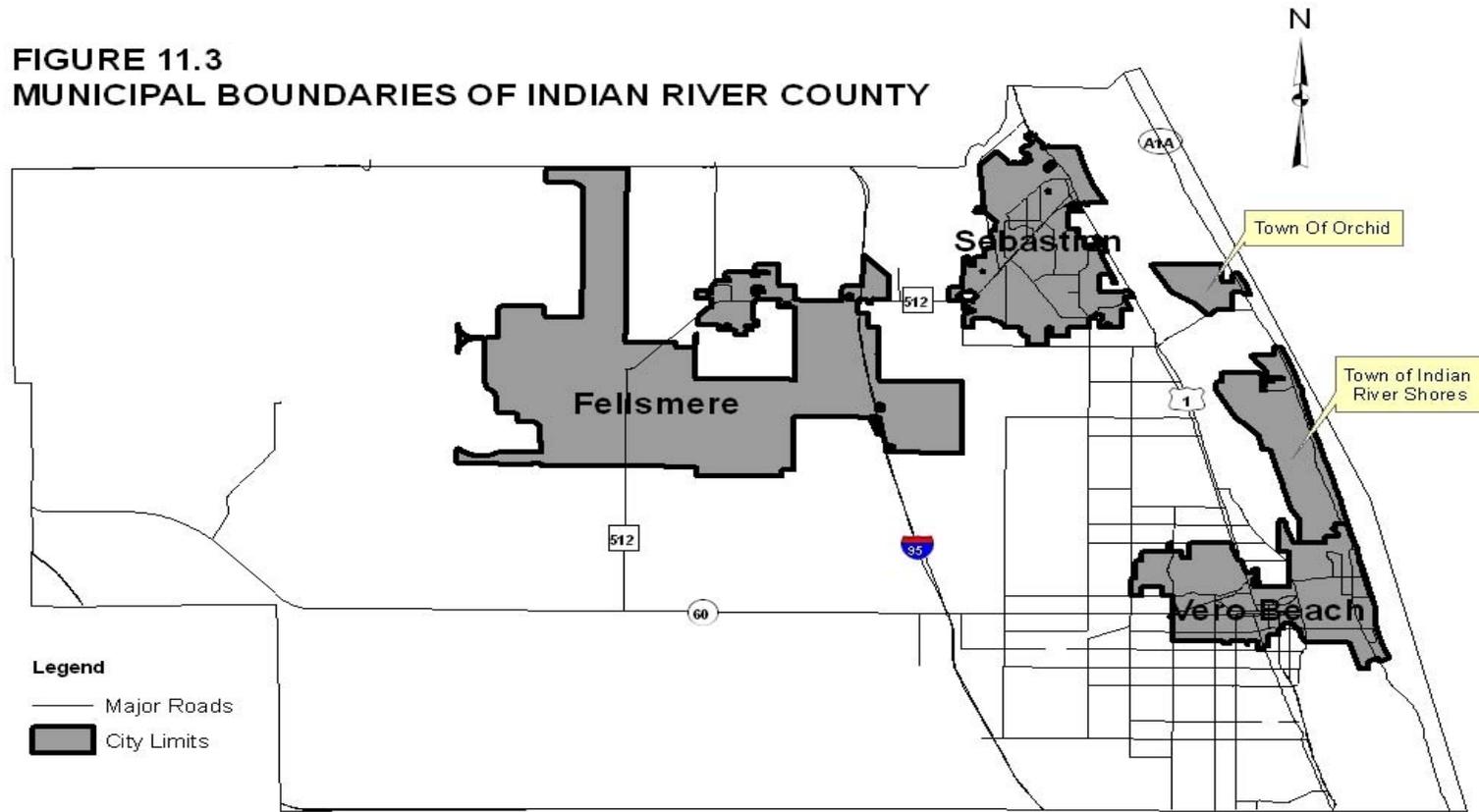


Figure 11.2
Emergency Services Districts

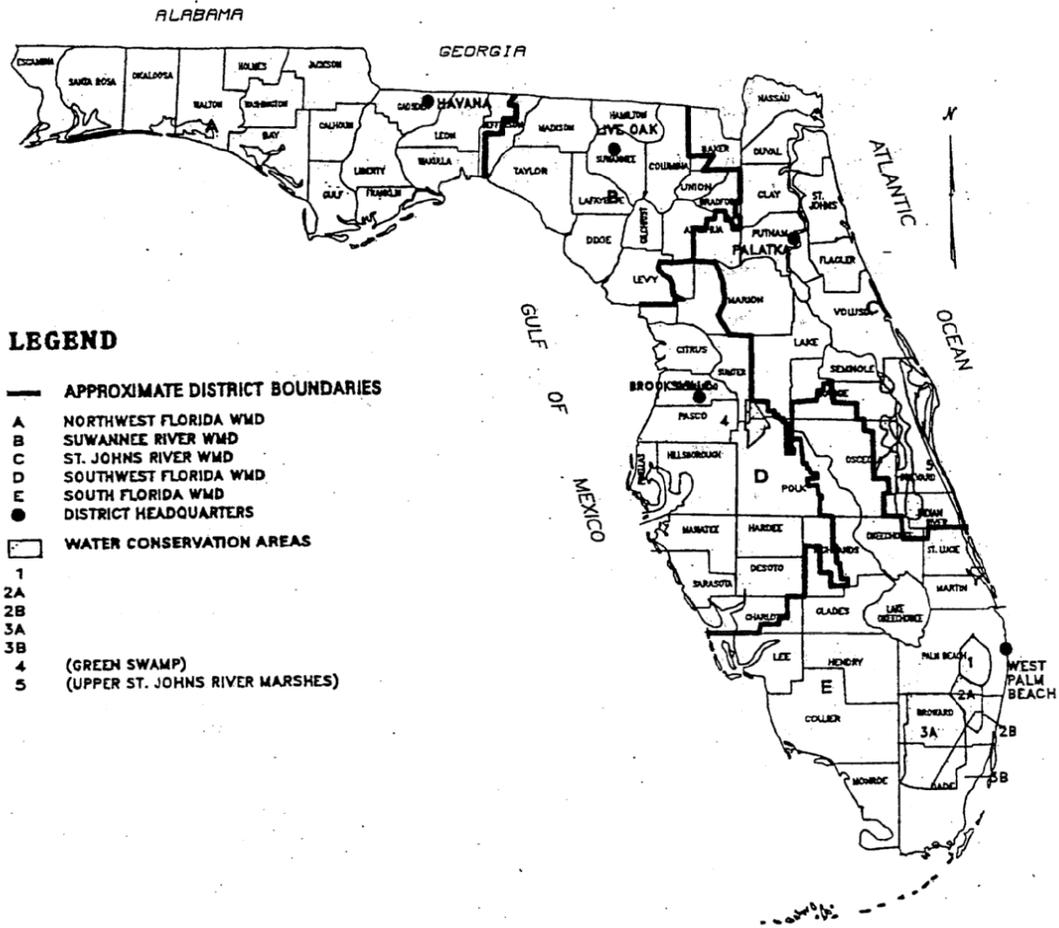


**FIGURE 11.3
MUNICIPAL BOUNDARIES OF INDIAN RIVER COUNTY**



Source: IRC Community Development Department 2009

Figure 11.4
State Water Management Districts



SOURCE: FLORIDA WATER MANAGEMENT DISTRICTS

MILES KILOMETERS
50 25 0 40 80
APPROX. SCALE

TABLE 11.2
PUBLIC AND QUASI-PUBLIC ENTITIES
PROVIDING SERVICES OR AFFECTING IRC

Adjacent Counties

1. St. Lucie County
2. Okeechobee County
3. Osceola County
4. Brevard County

Regional Organizations

5. Treasure Coast Regional Planning Council

State Agencies

6. Department of Community Affairs
7. Department of Environmental Protection
8. Department of Agriculture and Consumer Services
9. Executive Office of the Governor
10. State Legislators
11. Department of Environmental Health
12. Department of Children and Families
13. Department of Citrus
14. Game and Fresh Water Fish Commission
15. Department of Corrections
16. Department of Commerce
17. Department of State, Division or Library Service
18. Division of Forestry
19. Department of General Services
20. Department of Highway Safety and Motor Vehicle Division

Federal Agencies

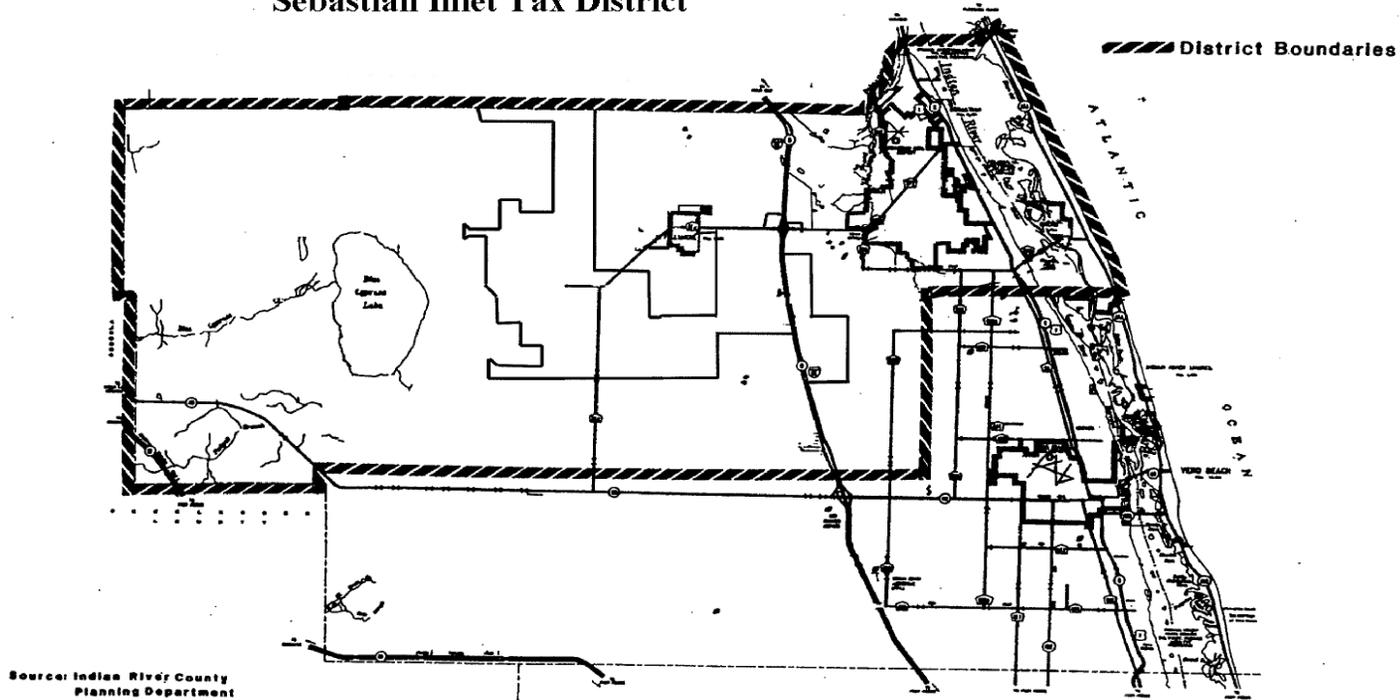
21. Environmental Protection Agency
22. U.S.D.A. Soil Conservation Service
23. U.S. Army Corps of Engineers
24. Federal Emergency Management Agency
25. U.S. Fish and Wildlife Service
26. Federal Aviation Administration
27. U.S. Geological Service
28. U.S. Department of Agriculture (Farmers Home Administration)
29. U.S. Department of Housing and Urban Development

Other

30. Indian River County Housing Authority
31. Florida Marine Patrol

Source: Indian River County Planning Division

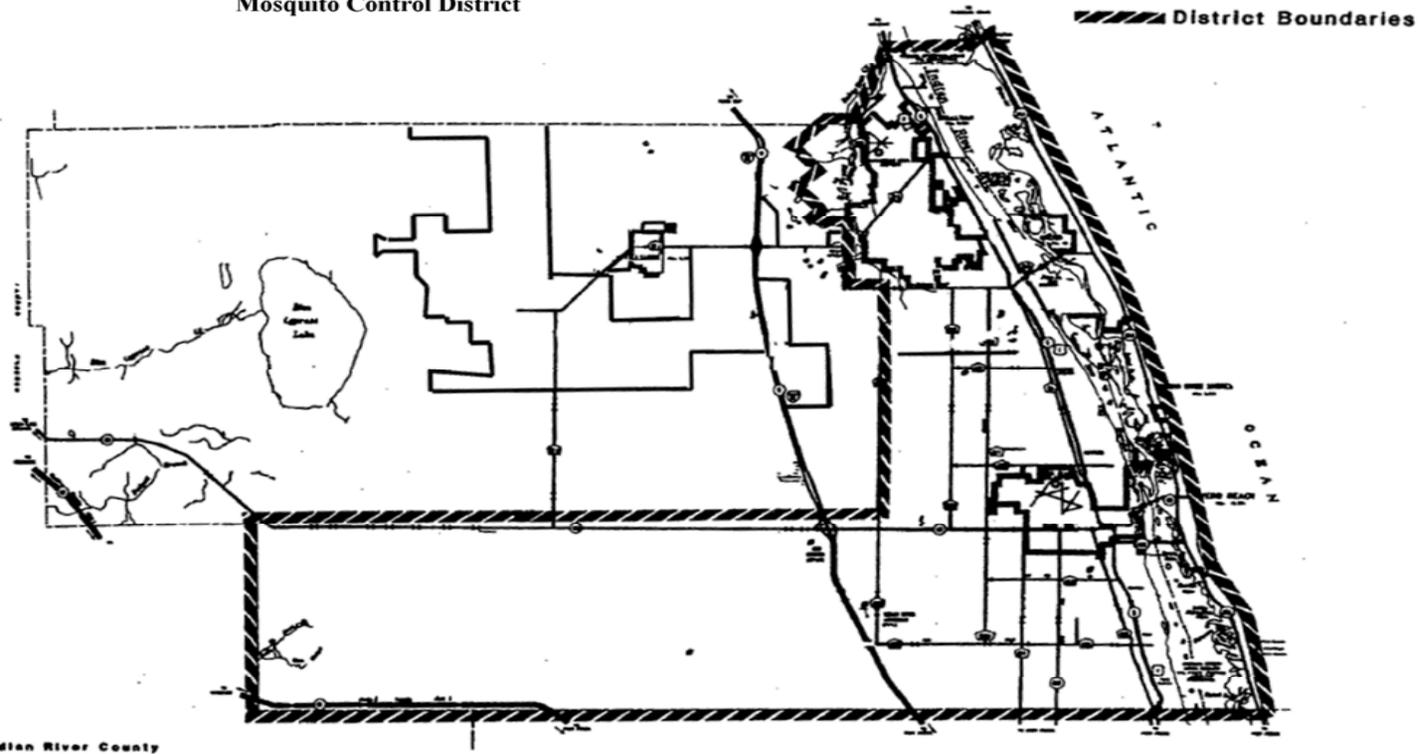
Figure 11.5
Sebastian Inlet Tax District



Source: Indian River County
Planning Department

Source: IRC Community Development Dept 2009

Figure 11.6
Mosquito Control District



Source: Indian River County
Planning Department

Source: I.R.C. Community Development Dept 2009

For alteration of estuarine wetlands, permits from the DEP and the ACOE are required. As to freshwater wetlands, the ACOE and the SJRWMD are the main agencies involved with regulation. With respect to the protection and preservation of wildlife and endangered species, the Florida Fish and Wildlife Conservation Commission and the U.S. Fish and Wildlife Service are the principal agencies involved. All coastal construction must be permitted by DEP.

In the past few years, regulations governing development have evolved into a complex process. For example, there are currently no fewer than twenty-seven separate programs for review and regulation of the various aspects of land development. While both government and the public have become increasingly concerned with this proliferation of regulatory review programs and the consequent potential for these programs to adversely affect applicants, most of these programs are worthwhile and were created by law specifically and solely to protect the public interest. In short, many programs are needed, but their number and overlapping jurisdictions can be confusing.

Agencies involved in various land development activities are as follows:

Permitting Programs:

As part of the county's project review process, any development project and/or single family dwelling unit having frontage on a state road must acquire appropriate FDOT permits. These permits may relate to use of right-of-way for driveways or sidewalks, use of right-of-way for drainage facilities, construction of median cuts or turn lanes, or other uses within state road right-of-way.

Other permitting programs are summarized below:

- Dredge and Fill

The agencies regulating constructing, dredging, and filling in Florida waters are the Florida Department of Environmental Protection (DEP) and the U.S. Army Corps of Engineers. Certain dredge and fill projects also require permits from one of the regional water management districts. In the past, the county has coordinated with appropriate agencies for designation of new dredge spoil disposal sites within the county.

Because the expansion and duplication of state and federal regulatory programs for protecting water resources sometimes resulted in unnecessarily delayed responses to applicants, the three administering agencies collaborated on a joint permitting program and now use a joint application form.

- Water Pollution Sources

The Department of Environmental Protection (DEP) is responsible for administering the water quality program that is charged with permitting potential water pollution sources in the state. In so doing, DEP district offices receive and process notices for use of general permits or license applications for construction and operation of domestic wastewater treatment and disposal systems, sewage collection and transmission systems, industrial wastewater treatment and disposal systems,

deep well injection systems, stormwater runoff systems, and other water pollution related systems.

- National Pollutant Discharge Elimination System (NPDES)

Currently, the United States Environmental Protection Agency (EPA) administers the National Pollutant Discharge Elimination System (NPDES) program. This program includes permitting, compliance, and enforcement of stormwater discharges. In Florida, the Department of Environmental Protection (DEP) is responsible for issuing or denying state certification. State certification is issued to dischargers who comply with state water quality standards and applicable sections of the Federal Water Pollution Control Act, as amended. The state's certification is required before the EPA can issue a NPDES permit.

- Public Drinking Water Supply System

The agency administering the permitting program for public drinking water systems is the Department of Environmental Protection (DEP). Although the district offices of the DEP receive and process permit applications, the permitting of public supply wells in some areas is administered by the water management district. The authority for the WMD's regulatory responsibility is cited in Chapter 373, Florida Statutes.

- Public and Private Water Systems

The Department of Environmental Health administers regulatory programs for private water systems and all public water supply systems not regulated by the Department of Environmental Protection. In each locality, the county environmental health department actually has direct supervision and control over these systems.

- Water Well Use and Drilling

The Department of Environmental Protection (DEP) is responsible for administering the regulatory programs for water well use and drilling in the state. As such, the DEP is responsible for licensing and certifying water well contractors. While the regional water management districts (WMD's) have authority to regulate the drilling and use of water wells, all of the districts, with the exception of the South Florida Water Management District, have been delegated the authority to suspend or revoke water well contractor licenses. In order to ensure that all the proper permits have been secured for a water well, an applicant must contact both the DEP district office and the water management district having jurisdiction in the area where the well is to be drilled, used, or abandoned.

- Solid and Hazardous Waste

The agency administering solid and hazardous waste programs in Florida is the Florida Department of Environmental Protection (DEP). DEP district offices receive and process solid waste permit applications.

- Individual Sewage Disposal Facilities

The agency administering individual sewage disposal facilities is the Department of Health. The local or county health departments in the state are responsible for the direct regulation and permitting of these facilities.

- Air Quality

The agency administering air quality permits in Florida is the Florida Department of Environmental Protection, Bureau of Air Quality Management. Permit applications are processed in the DEP's district offices, and permits are issued to applicants whose plans and operating specifications show they will not cause a violation of the state air quality standards and other regulations.

- Power Plant and Transmission Line Siting

This is one of two major state programs aimed specifically at electrical generating facilities, the other being the ten-year siting program administered by the Division of Resource Planning and Management in the Department of Community Affairs. The site certification program is administered by the Department of Environmental Protection (DEP), supported by the Bureau of Land and Water Management, the Public Service Commission, and the water management district in which the facility is, or will be, located.

- Coastal Construction

This program is administered by the Department of Environmental Protection (DEP), Division of Beaches and Shores.

- Transfer of Pollutants and Oil Spills

The administering agency for this program is the Florida Department of Environmental Protection (DEP). Within the DEP, the program is administered by the Division of Law Enforcement.

- Oil and Gas Wells

The administering agency is the Florida Department of Environmental Protection (DEP). Within the DEP, authority is given to the Division of Resource Management and to the Chief of the Bureau of Geology.

- Reclamation of Mined Lands

The administering agency is the Florida Department of Environmental Protection (DEP). Within the DEP, the Bureau of Geology has responsibility for this program.

- State Lands

Responsibility for management of state lands rests with the Division of State Lands within the Florida Department of Environmental Protection (DEP). Acting as the Board of Trustees of the Internal Improvement Trust Fund, the Governor and Cabinet are responsible for making many of the decisions detailed in this chapter. Within the DEP, the land management program is administered by the Bureau of State Lands Management in the Division of State Lands.

- Open Burning

Regulation of open burning is carried out by two state agencies, the Department of Environmental Protection (DEP) and the Division of Forestry (DOF) within the Department of Agriculture and Consumer Services (DACS).

On October 12, 1981, the DEP and DACS signed an interagency agreement which went into effect on January 1, 1982. The agreement delegated responsibility for enforcing sections of Florida Administrative Code Rule 17-5 to the DOF.

- Protection of Historic Sites and Properties

This program is administered by the Division of Historical Resources in the Florida Department of State. The Division of Historical Resources primarily assists local communities with their historic preservation efforts by helping to identify, evaluate, and maintain or mitigate damage to significant historical resources in an area.

- Registration of Subdivided Lands

The Division of Florida Land Sales and Condominiums in the Florida Department of Business Regulation is responsible for administering the program to register subdivided lands in Florida.

- Consumptive Use of Water

The St. Johns River Water Management District administers programs for permitting of consumptive use of water within Indian River County.

- Management and Storage of Surface Water

The St. Johns River Water Management District administers permitting programs for the management and storage of surface water within Indian River County.

- Water Wells and Artificial Recharge

Many of the water management districts in the state have been delegated the authority to regulate public and non-public water supply wells.

Of the five water management districts in Florida, four currently administer permitting programs for

water wells. These WMD's are the St. Johns River Water Management District, the Northwest Florida Water Management District, the Suwannee River Water Management District, and the Southwest Florida Water Management District.

- Works of the Water Management Districts

The St. Johns River Water Management District, the Southwest Florida Water Management District, and the South Florida Water Management District administer permitting programs for use of the works of the water management district (WMD). Indian River County is part of the SJRWMD (Florida Administrative Code Rule 40C-6). "Works of the District" are those projects and works including but not limited to structures, impoundments, wells, streams and other watercourses, together with appurtenant facilities and accompanying lands which have been officially adopted by the governing board of the district as works of the district.

Project Review Programs:

◦ State Clearinghouse Review

Pursuant to federal laws and regulations and Chapter 186 Florida Statutes, "State Comprehensive Planning", the Office of the Governor is designated as the state planning and development clearinghouse. Within the Office of the Governor, the Office of Planning and Budgeting has the responsibility to review and comment on federal grant proposals and state plans.

◦ Environmental Impact Statement Review

The Office of the Governor administers the state's review process for the federal Environmental Impact Statement (EIS) Program. In this capacity, the Governor's Office is responsible for coordinating reviews of EIS's by interested parties and affected state agencies and submitting the state's comments to the appropriate federal agency.

At the regional and local levels, regional planning councils are responsible for coordinating reviews and for providing comments directly to the appropriate federal agency.

◦ Ten-Year Siting Plans for Power Plants

The Department of Community Affairs coordinates this review process, with participation by several state agencies, including the following:

- Department of Environmental Protection
- Public Service Commission
- Office of the Public Council
- Department of Transportation
- Department of Agriculture and Consumer Services
- Governor's Energy Office
- Department of Environmental Health
- Game and Fresh Water Fish Commission

In addition, DCA solicits comments from other appropriate state, federal, regional (especially the regional planning councils and the water management districts), and local agencies and public interest groups.

◦ Areas of Critical State Concern

The Area of Critical State Concern program is administered by the Division of Community Planning in the Florida Department of Community Affairs (DCA). Once a geographical area has been designated as an Area of Critical State Concern, the local government having jurisdiction of the area then assumes the responsibility for promulgating and enforcing regulations to implement the intent of the critical area designation. The Department of Community Affairs does, however, review the local government's implementation of the critical area regulations.

Although there are no areas of critical state concern within the county, the barrier island is included in the Hutchinson Island Resource Management area. As such, the county coordinates with DCA on the continued implementation of the Hutchinson Island Resource Management Plan.

◦ Developments of Regional Impact

The Development of Regional Impact (DRI) process is administered by the Division of Community Planning in the Department of Community Affairs. Local governments, regional planning councils, and developers also have major roles in the DRI process.

◦ Permitting and Project Review Programs

Appendix A identifies the permitting or review programs which could apply to any specific land development activity. While the left column lists types of development activities, the top row of the table lists permitting and project review programs at the state level. If a specific development activity requires a permit or agency review, the appropriate box is marked with an abbreviation of the agency responsible for regulating that activity.

If a box is marked with an agency name, it does not necessarily mean that a permit is required, only that one may be required. Because of space limitation, thresholds or regulatory requirements are not reflected in the table; neither are programs run by agencies with secondary involvement in permitting or reviewing (the Department of State and the Game and Fresh Water Fish Commission are examples of such agencies).

Regional Agencies

The responsibilities of the Treasure Coast Regional Planning Council and the Indian River Lagoon National Estuary Program are summarized below:

Treasure Coast Regional Planning Council

The Treasure Coast Regional Planning Council (TCRPC) was created in October, 1976, through an interlocal agreement pursuant to Chapter 163.01, Florida Statutes. The Council's principal goal is to ensure that future growth within the Indian River, St. Lucie, Martin, and Palm Beach County region occurs in a manner consistent with state and regional planning objectives and that a high quality of life be maintained for all of the region's citizens. To accomplish that goal, the Treasure Coast Regional Planning Council maintains a forum for identifying, as well as promoting, public understanding of local and regional issues and problems. For implementation of plans and programs which address regional issues and problems, the council acts as an information clearinghouse and an intergovernmental data source, conducts research for the purpose of developing and maintaining regional goals, objectives, and policies, and assists in the implementation of a number of local, state, and federal programs.

To guide its policy decisions, the council developed a Strategic Regional Policy Plan pursuant to the requirements of Chapter 186, Florida Statutes, and Chapter 27E-4, Florida Administrative Code. The Strategic Regional Policy Plan forms the basis for all council decisions, including local comprehensive plan reviews. According to state law, local plans must be consistent with the goals, objectives and policies of the Strategic Regional Policy Plan.

Indian River Lagoon National Estuary Program (IRLNEP)

The IRLNEP was established in 1991 as a five year program with the purpose of building a consensus and coordinating the efforts of federal, state, regional, and local government agencies.

In September 1996, the Comprehensive Conservation and Management Plan (CCMP) was completed and adopted. The CCMP addresses issues affecting the Indian River Lagoon, including efforts that should be taken to promote restoration, entities responsible for initiating restoration efforts, and possible funding sources.

Recently, the IRL National Estuary Program published a draft update to the 1996 IRL Comprehensive Conservation and Management Plan (CCMP). That update indicates that 11 years of implementation activities under the original CCMP have resulted in a “remarkable amount” of progress toward restoration and protection of the lagoon. Since the original CCMP’s development, however, new issues and threats to the lagoon, such as climate change, toxic algae and exotic invasive fauna and flora, have emerged. In the 2008 draft update, the 68 recommended actions in the original CCMP were evaluated.

According to the IRLNEP, Indian River County should address the following stormwater management issues affecting the Indian River Lagoon:

- Minimize stormwater runoff
- Install baffle boxes
- Cleanup muck damage
- Reduce discharge from the C-54 Canal, the Fellsmere Water Control District (FWCD), the Indian River Farm Water Control District (IRFWCD), and the Sebastian River Water

- Control District (SRWCD)
- Expand education
- Obtain Indian River Lagoon license plate funds/secure grants
- Establish Pollutant Load Reduction Goals (PLRGs) for nutrients and solids

The Indian River Lagoon National Estuary Program is now part of St. Johns River Water Management District's Indian River Lagoon Program.

Metropolitan Planning Organization

The Indian River County Metropolitan Planning Organization (MPO) is the primary agency responsible for transportation planning in the urbanized area of Indian River County. Consisting of twelve voting members representing the School Board and local governments within the county, two non-voting representatives from the Florida Department of Transportation (FDOT), and a non-voting representative from the Town of Orchid, the MPO is an independent agency with the power to develop and adopt plans and to set priorities for the programming of improvements to the transportation system.

In making decisions, the MPO relies on recommendations from advisory committees. Those Committees are:

- Technical Advisory Committee
- Citizens Advisory Committee
- Bicycle/Pedestrian Advisory Committee

While the Indian River County Community Development Department provides staff and office services to the MPO, the MPO is a separate agency with distinct functions authorized by federal and state regulation. Among the MPO's delegated functions are to administer a coordinated, comprehensive, and continuing planning process for the MPO area. The MPO's designated planning area includes all municipalities within the county.

Currently, the MPO is responsible for planning and programming highway, public transit, and bicycle/pedestrian facilities which serve the metropolitan area. Once improvement projects are programmed by the MPO, implementing the improvements through construction is the responsibility of local governments and the Florida Department of Transportation (FDOT). In addition, local governments and the FDOT are responsible for decisions related to traffic signals, intersection improvements, and roadway paving/resurfacing.

In undertaking planning activities, MPO staff and County Planning staff work closely together. While County Planning activities focus on the unincorporated county, MPO projects involve the entire county, including all municipalities. Overall, MPO activities are coordinated with the Board of County Commissioners (BCC) through membership of the five county commissioners on the MPO governing board. Since the MPO is not a committee of the Board of County Commissioners,

the MPO's actions are not brought to the Board for final approval.

Special Districts

Within the county, there are six independent local water control/improvement districts which operate and maintain drainage facilities. These are the Indian River Farms, Fellsmere, Vero Lakes, and Delta Farms Water Control Districts and the Sebastian River and St. Johns improvement districts. Additionally, there are seven other independent special districts in the county. These are the Sebastian Inlet District (maintains inlet and keeps it navigable), the Mosquito Control District (sprays, and manages impoundments to control mosquitoes), the Hospital Maintenance District (funds indigent care), the Florida Inland Navigation District (maintains and dredges inland waterway), the Indian River County Housing Authority (addresses housing issues), the Indian River Soil and Water Conservation District (assists agricultural businesses with water conservation activities), and the multi-county St. Johns Water Management District. There are also two dependent districts in the county. These are the Indian River County Emergency Services District and the Solid Waste Disposal District. Some of the districts have the power to collect taxes for the operation and maintenance of the facilities they operate. Other districts participate in state funding programs for performance of their assigned functions.

To foster coordination between independent and dependent special districts and local general purpose governments, Florida Statutes Section 189.415 requires that each special district submit a public facilities report and an annual notice of any changes to the county in which the district is located. The report must include, but not be limited to, a description of existing public facilities owned or operated by the special district; a description of each public facility the district is building, improving or expanding; a description of each public facility the special district currently proposes to replace; anticipated completion time; anticipated capacity of and demands on each public facility when completed; and other requirements as outlined in Section 189.415, F.S.

Intergovernmental Coordination Agreements

Currently, Indian River County has interlocal coordination agreements with several state, local and surrounding county agencies. Many of the agreements are with the City of Vero Beach, the largest municipality in Indian River County. While some of these agreements relate to the provision of water and sewer service, others include subjects such as the use of utility poles. In addition to having agreements with the State Department of Transportation for ownership and maintenance of some roads in the county, the county also has agreements with the Division of Library Services to provide funding for specific groups of people, such as the elderly, handicapped or young people, that utilize the libraries of the county. Besides those agreements, the county has mutual aid agreements with surrounding counties and an agreement with Osceola County for the maintenance of a county road that is inaccessible to Indian River County vehicles without those vehicles traveling through Osceola County. Another state agency that has an agreement with the county is the Department of Environmental Protection. That agreement relates to Spoil Islands in the Indian River Lagoon. Intergovernmental Coordination Appendix B provides a list of major governmental units with which Indian River County coordinates.

For each agency, that appendix identifies the subject of the coordination, the existing coordination

mechanism, the nature of the relationship, the office with primary responsibility, and the effectiveness of the existing mechanism.

ANALYSIS

In planning for growth, the county coordinates with a number of other governments and governmental agencies which affect land development in Indian River County. Because of the number of governments and governmental agencies, extensive coordination is required.

Despite the effort required, the county has good working relationships with all local and state entities. As part of its intergovernmental coordination efforts, the county coordinates with the municipalities within the county on various issues, including service provision, inter-jurisdictional development impacts, rezonings and land use amendment notification. For most of those issues, however, there is no formal coordination mechanism, and there is no formal dispute resolution process.

Overall, intergovernmental coordination involves several different activities. These are: communication, inter-jurisdictional impact identification, impact mitigation, dispute resolution, overall cooperation, and others. Not all of these activities apply in every intergovernmental relationship.

Communication

At the local level, communication with municipalities and other local entities is good. Some of this communication occurs through existing county committees which meet on a regular basis, have a set structure, and maintain minutes. Other communication, however, is informal with no set mechanism.

Locally, county staff notifies appropriate municipal staff whenever a development project is proposed close to a municipal boundary. Municipalities, however, do not always notify county staff of proposed projects within their jurisdictions which could impact the county. Currently, notification of local governments is not formally required either by the county or adjacent municipalities. If each local government were required to inform adjacent governments of proposed projects, intergovernmental coordination could be enhanced.

Communication with some state agencies seems to be an issue. In some cases, local governments are not always kept apprised of changes in rules and regulations. This sometimes results in lack of a clear understanding of state regulations for both applicants and the county. Some of the issues related to general coordination with state agencies are:

- Number of agencies with which the county must coordinate
- Lack of communication between various offices of state agencies
- Duplication of efforts
- In some cases, lack of clear written guidelines
- In some cases, lack of formal procedures or agreements and lack of clear understanding of all responsibilities
- In some cases, delays in informing local governments of recent changes in regulations and criteria.

Because of websites, this is now less of an issue, since new regulations and programs are being posted

at websites and local governments are informed by e-mail messages. In the future, the county should continue with its current coordination policies and utilize websites as appropriate to gather information.

Extra-jurisdictional Impacts

Although the county has many written intergovernmental coordination agreements with municipalities and other entities, there are no formal agreements on planning related issues such as maintaining established level of service standards, addressing extra-jurisdictional development impacts, providing up front coordination on land use amendments, rezonings, and annexations, and establishing a dispute resolution process.

Formal intergovernmental coordination agreements could:

- clearly identify issues, responsibilities, and important resources and facilities
- define significant extra-jurisdictional impacts;
- establish quantitative, qualitative, and locational criteria to measure significant impacts
- develop measures to mitigate impacts, and
- establish a formal process to resolve disputes when issues arise.

There are advantages and disadvantages to having a formal intergovernmental coordination process. For a local government, it is easier and less time consuming if the local government approves all development projects, rezoning requests, and land use amendments within its jurisdiction without considering extra-jurisdictional impacts and without coordination with other jurisdictions. Since actions of one local government often affect other governments, however, it is important for local governments to coordinate to ensure that one jurisdiction does not negatively affect another.

While coordination can be done informally on a case by case basis, this type of coordination is highly variable and largely depends on the people doing the coordination. At this time, most staff level coordination efforts are done informally.

On the other hand, a formal intergovernmental coordination process could clearly define what issues should be considered; identify which resources and facilities must be protected; identify which jurisdiction has the responsibility to notify others of development projects or land use amendment requests; specify which jurisdiction has review responsibility; and identify to what extent comments from other jurisdictions must be addressed. It is inherent that an additional intergovernmental coordination process would add to the time needed to review projects. Therefore, an efficient intergovernmental coordination process must define what is considered to be a significant impact and concentrate coordination efforts on those projects which create significant impacts, not all projects.

Due to anticipated growth within the county, it would seem that issues and problems will become even more complicated in the future. For that reason, the county's policy should be to establish formal intergovernmental coordination agreements and procedures with adjacent counties and municipalities.

Recently, the state legislature passed SB 360. That bill now requires that each local government's Intergovernmental Coordination Element provide for a dispute resolution process, as established pursuant to S. 186.509, F.S. for bringing intergovernmental disputes to closure in a timely manner.

Although the county has not had to use a formal dispute resolution process to resolve intergovernmental disputes in the past, the county has identified the Treasure Coast Regional Planning Council’s process as the preferred process to use if necessary. While the county has not had to use the Council’s process in the past, the county should continue to acknowledge that the Council’s dispute resolution process will be the process used if formal dispute resolution is necessary in the future.

To address annexation issues, the county, in 2007, considered the possibility and the pros and cons of becoming a charter county. That initiative, however, failed. Instead, the county and municipalities initiated action to develop an Interlocal Service Boundary Agreement (ISBA). While the ISBA is not yet finished, the draft ISBA identifies allowable future annexation areas for each municipality and establishes maximum density and height limitations in annexed areas which cannot be exceeded without unanimous consent of all parties to the agreement. Going forward, the county should continue coordinating with the municipalities to adopt and implement the ISBA.

Intergovernmental Coordination Relationships

The following series of tables identifies the county's intergovernmental coordination relationships by comprehensive plan element.

Table 11.3
 EXISTING AND PROPOSED COORDINATION LINKS
 INDIAN RIVER COUNTY

COMPREHENSIVE PLAN ELEMENTS									
COORD. ENTITY	LAND USE	TRANSPOR-TATION	HOUSING	INFRASTR	CONSERV DEV.	COASTAL	REC	ECON	CIE
MUNICIPALITY									
Vero Beach	X	X	X	X	X	X	X	X	X
Indian River	X	X	X	X	X	X	X	X	X
Orchid	X	X	X	X	X	X	X	X	X
Sebastian	X	X	X	X	X	X	X	X	X
Fellsmere	X	X	X	X	X	X	X	X	X
ADJACENT COUNTY									
St. Lucie	X	X		X	X	X			
Okeechobee	X	X			X				
Osceola	X	X			X				
Brevard	X	X		X	X	X			
REGIONAL									
TCRPC	X	X	X	X	X	X	X	X	X
SJRWMD	X	X		X	X	X	X		X

COMPREHENSIVE PLAN ELEMENTS									
COORD. ENTITY	LAND USE	TRANSPOR-TATION	HOUSING	INFRASTR	CONSERV DEV.	COASTAL	REC	ECON	CIE
Quad-Co. County	X	X	X	X	X	X	X	X	X
Natural Resources Council	X			X	X	X			
LOCAL									
School Board	X	X	X	X		X	X		
Fire District	X	X		X				X	X
Mos. Con. Dist.			X		X	X			X
Housing Authority			X						
STATE									
DOT	X	X		X				X	X
DEP	X			X	X	X	X	X	
DCA	X	X	X	X	X	X	X	X	X
DNP	X				X	X		X	
DC&F	X		X	X	X				
Game & Freshwater Fish Commission					X	X			
BEBR	X	X	X	X	X	X	X	X	X
FEDERAL									
EPA	X				X	X			
SCS				X	X	X			
USACOE				X	X	X			
HUD			X						
USGS	X	X		X	X	X			
USFWS	X				X	X			

Source: Indian River County Planning Division

The following series of tables identifies the county's intergovernmental coordination relationships by comprehensive plan element.

• **Future Land Use Element**

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	- LAND USE COMPATIBILITY - FACILITY/SERVICE IMPACTS - NATURAL RESOURCE IMPACTS	-REZONINGS -LAND USE AMENDMENTS -DEVELOPMENT PROJECTS -ANNEXATION	-NOTIFICATION OF PLAN CHANGES OR PROPOSED PROJECTS -IDENTIFYING EXPECTED IMPACTS -MITIGATING IMPACTS -DISPUTE RESOLUTION	-FORMAL PROCEDURE FOR LAND USE AMENDMENTS AND DRI PROJECTS; REVIEWED THROUGH TCRPC & DCA - INFORMAL FOR OTHER ACTIVITIES
ADJACENT COUNTIES	X	X	- LAND USE COMPATIBILITY - FACILITY/SERVICE IMPACTS - NATURAL RESOURCE IMPACTS	- REZONINGS - LAND USE AMENDMENTS - DEVELOPMENT PROJECTS	-NOTIFICATION OF PLAN CHANGES OR PROPOSED PROJECTS -IDENTIFYING EXPECTED IMPACTS -MITIGATING IMPACTS -DISPUTE RESOLUTION	- FORMAL PROCEDURE LAND USE AMENDMENTS AND DRI PROJECTS; REVIEW THROUGH TCRPC AND DCA - INFORMAL FOR OTHER ACTIVITIES
SJRWMD	X	X	- NATURAL RESOURCE IMPACTS - PROTECTION OF THE ST. JOHN RIVER UPPER BASIN	- DEVELOPMENT PROJECTS - ENVIRONMENTAL LAND PURCHASE	-NOTIFICATION OF PLAN CHANGES OR PROPOSED PROJECTS -IDENTIFYING EXPECTED IMPACTS -MITIGATING IMPACTS -COORDINATION RE:	- INFORMAL

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
					SJRWMD LAND PURCHASES - SJRWMD ENV. LAND PURCHASES -DISPUTE RESOLUTION	
DCA		X	- BALANCE BETWEEN COMMUNITY DESIRES AND STATE RULES AND REGULATIONS	- COMP PLAN AND COMP PLAN AMENDMENTS - DRI REVIEWS	- LENGTH OF TIME NEEDED TO PROCESS A COMP PLAN AMENDMENT - NUMBER OF AGENCIES THAT NEED TO BE COORDINATED WITH	- PROCEDURES SET IN THE FLORIDA STATUTES AND FLORIDA ADMINISTRATIVE CODE - FORMAL COMP PLAN &DRI REVIEWS

With respect to land use, the county, like all general purpose local governments, establishes its future land use pattern by adopting a future land use plan map. This plan map may then be modified through amendments and implemented through rezoning actions and development project approvals. Another land use related activity is municipal annexation. While annexations may be done only by cities and towns, annexations affect the county by changing the governmental entity having jurisdiction over the property that is annexed. Annexation can increase development potential (increase density and intensity), create more demand for public facilities, and affect environmental resources.

As indicated in the above matrix, land use decisions by municipalities and adjacent counties may affect Indian River County. Similarly, land use decisions by Indian River County may affect municipalities in the county or adjacent counties. Usually, only land use decisions involving property close to a municipal/county or a county/county boundary have extra-jurisdictional impacts. Sometimes, these impacts are adverse, while other times impacts may be beneficial. Most often, extra-jurisdictional impacts are probably neutral.

Land use decisions can produce various types of impacts. Such impacts could include: land use incompatibilities (such as allowing industrial uses in one jurisdiction adjacent to residential uses in another jurisdiction); facility impacts (such as vehicle trips produced by a land use in one jurisdiction affecting roadways in a neighboring jurisdiction); natural resource impacts (such as a land use in one jurisdiction affecting an ecosystem either in a neighboring jurisdiction or shared between jurisdictions); and other types of impacts.

Because land use decisions can have extra-jurisdictional impacts, coordination among adjacent local governments on land use matters is

important. Specifically, it is important that several activities occur with respect to land use projects which may have extra-jurisdictional impacts. These activities include: notification of affected governments, identification of expected impacts, and development of measures to mitigate impacts. Consistent with SB 360, a dispute resolution process to resolve land use conflicts must also be established.

Currently, the county is working with municipalities to develop an Interlocal Service Boundary Agreement (ISBA) that will address annexation, density, and height issues. Going forward, the county should continue to work with the municipalities to adopt and implement the ISBA.

• Infrastructure Element

The county's Infrastructure Element includes the following sub-elements: Sanitary Sewer, Potable Water, Solid Waste, Natural Groundwater Aquifer Recharge, and Stormwater Management.

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	- MAINTENANCE OF L.O.S. - PROVISION OF SERVICES	-ANNEXATIONS -PLAN AMENDMENTS -REZONINGS -PROJECT APPROVAL -SERVICE PROVISION	- IDENTIFICATION OF FACILITIES THAT MAY BE IMPACTED - NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS	- COMP PLAN AMENDMENTS & DRI PROJECTS; REVIEWED THROUGH TCRPC AND DCA - FORMAL AGREEMENT WITH CITY OF VERO BEACH, CITY OF SEBASTIAN, City of FELLSMERE, AND TOWN OF ORCHID FOR PROVISION OF SERVICES - OTHER INFORMAL COORDINATION
ADJACENT COUNTIES	X	X	- MAINTENANCE OF L.O.S. - AQUIFER RECHARGE AREAS	-PLAN AMENDMENTS -REZONINGS -PROJECT APPROVAL	- IDENTIFICATION OF FACILITIES THAT MAY BE IMPACTED - NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS	- LAND USE AMENDMENTS AND DRI PROJECTS; REVIEWED THROUGH TCRPC AND DCA - OTHER INFORMAL COORDINATION
WATER CONTROL DISTRICTS	X	X	- NATURAL RESOURCE IMPACTS - PROTECTION OF THE	- COORDINATION OF L.O.S.	-NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS	-INFORMAL

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
			COUNTY RESIDENTS AND PROPERTIES			
SJRWMD		X	- NATURAL RESOURCE IMPACTS - PROTECTION OF THE COUNTY RESIDENTS AND PROPERTIES - WATER SUPPLY	- REVIEW AND COMMENTS ON PROPOSED PROJECTS FOR STORMWATER MANAGEMENT - WATER SUPPLY ASSESSMENT AND WATER SUPPLY PLAN	- NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS - PARTICIPATE WITH SJRWMD FOR ASSESSING WATER SUPPLY ASSESSMENT AND SOURCES	- PERMITTING - PROVIDE INFORMATION, REVIEW WORK PRODUCT
FDOT		X	- NATURAL RESOURCE IMPACTS - PROTECTION OF THE COUNTY RESIDENTS AND PROPERTIES	- REVIEW AND COMMENTS ON PROPOSED PROJECTS FOR STORMWATER MANAGEMENT	- NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS	- FORMAL PROCEDURE
DEP		X	- NATURAL RESOURCE IMPACTS - PROTECTION OF THE COUNTY RESIDENTS AND PROPERTIES	- REVIEW AND COMMENTS ON PROPOSED PROJECTS	- NOTIFICATION OF PLAN AMENDMENTS & PROJECTS	- PERMIT APPLICATION

With respect to infrastructure, actions by Indian River County could impact the municipalities within the county or adjacent counties. Similarly, actions by these other local governments could impact the county. At present, the county has intergovernmental coordination agreements with several municipalities to provide water and sewer service. Specifically, the county provides utility service to the City of Sebastian, City of Fellsmere, and the Town of Orchid. The City of Vero Beach provides utility service to the south barrier island and other unincorporated areas around the city limits. In the future, the county should maintain these agreements with municipalities. For solid waste, there is a countywide solid waste disposal district that provides service to the entire county.

Although the potable water and sanitary service areas for the county and the City of Vero Beach have been set for many years, recent events have initiated interest in reconsideration of those service areas. Of particular concern are the unincorporated areas and the Town of Indian River Shores served by the City of Vero Beach.

Currently, Vero Beach serves those areas outside its corporate limits based on interlocal agreements with the county and the Town of Indian River Shores. While those agreements expire in 2017, the county and/or Town must provide notice to the City by 2012 if either the county or the Town wants to terminate its agreement on the 2017 termination date.

In the past, neither the county nor the Town had considered terminating its service area agreement with the City. Recently, however, the City indicated that water and sewer rates would increase significantly in the next few years. Besides the rate increases, the lack of representation in City utilities rate setting is also a concern for unincorporated county and Town residents. Unlike city residents, customers living outside the city limits cannot vote in city council elections and therefore have no representation on utility matters.

For the reasons outlined above, the county's policy should be to maintain a dialogue with the City and the Town regarding utility service areas and to initiate a study to assess the financial feasibility of consolidating utility services or terminating the City of Vero Beach service area agreement in 2017. That study should address the costs and revenues associated with consolidating utility services or absorbing city utility customers in the unincorporated area and the Town into the county system.

As water supply sources become an important concern, the county wants to be proactive in identifying future water supply sources and plan for future water needs. In the future, the county should participate with the SJRWMD in the development and update of the district's water supply assessment and water supply plan. The county should also coordinate with the SJRWMD to identify and obtain necessary permits for alternative water supply sources.

For drainage, coordination with water control districts is important since there are overlapping responsibilities between the county and the districts. In this regard, the county's relationship with the Indian River Farms Water Control District (IRFWCD) is particularly important, since the IRFWCD encompasses most of the urbanized area of the county. While the county has responsibility for protection of the Indian River Lagoon and its water quality, the Indian River Farm Water Control District's canals outfall to the lagoon, affecting the lagoon generally and the lagoon's water quality in particular.

Recently, the county coordinated with the IRFWCD on several stormwater management projects. These include the Egret Marsh Stormwater Treatment Facility and the Main Relief Canal Pollution Control System. As designed, the Egret Marsh facility consists of a set of pumps to remove and replace water from the Indian River Farms Water Control District (IRFWCD) canal system. With this system, inbound water from

the canal system will be piped to the headworks of the facility and then sheet flow over a large algal turf scrubber. Algae that grows on the scrubber will remove pollutants from the water and be harvested and composted on a weekly basis in the summer and less often in the cooler months. Then water that has flowed over the scrubber will be routed sequentially through 3 polishing ponds (initial intermediate and final) and then pumped back into the canal system. The Indian River County's Main Relief Canal Pollution Central System Using Series Screening Methodology to continuously remove solids to 1/16th inch diameter from 300 mgd of canal water. The project is being paid for and constructed by Indian River County in the Indian River Farms Water Control District's right-of-way under an Interlocal Agreement between the county and the IRFWCD main relief canal pollution control system.

Indian River Farms is not the only water control district with which the county must coordinate, and drainage is not the only county/water control district intergovernmental coordination issue.

With the Fellsmere Farms Water Control District (FFWCD), an important issue is property access. Presently, there are many five and ten acre parcels, created in the 1920's by the FFWCD's plat of reclamation, that have access only through ditch roads within FFWCD's canal and road rights-of-way. These ditch roads are unpaved and unsafe. Consequently, there is a need for the county and FFWCD to coordinate to improve these roads.

Overall, it is necessary that the county coordinate extensively with the water control districts. This coordination should involve addressing water quality and water quantity aspects of new development projects, cooperating with road and canal right-of-way usage, and jointly addressing long term stormwater management system improvements.

With respect to land use, decisions in one jurisdiction can produce various types of impacts on infrastructure components such as water, sewer, solid waste, drainage, and aquifer recharge in other jurisdictions. Such impacts could include: facility impacts (such as stormwater runoff from a project in one jurisdiction affecting drainage canals in another, development in one jurisdiction affecting water and sewer capacity and availability in another jurisdiction, or a drainage district's capacity or level of service standard limiting discharge rate for development projects in a jurisdiction); aquifer recharge area impacts (such as development in one jurisdiction reducing aquifer recharge and consequently affecting quantity and/or quality of groundwater in another area); and other types of impacts.

For adjacent counties, the St. Johns River Water Management District, the Department of Transportation, and the Department of Environmental Protection, the principal relationships involve natural resource protection and Floridan aquifer recharge area protection. Because land use decisions can have extra-jurisdictional impacts, coordination among adjacent local governments and special districts is important. Therefore, notification of affected governments, identification of expected impacts, establishment of ways to mitigate impacts, and development of a process to resolve disputes are important. A policy for Joint Planning Areas (JPA) can address these issues. In the future, the county should work with adjacent local governments to develop formal intergovernmental coordination agreements that address extra jurisdictional impacts.

• **Transportation Element**

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	COOPERATIVE ACTIVITIES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	- MAINTENANCE OF L.O.S./ TRANSPORTATION CONCURRENCY - FACILITY/SERVICE IMPACTS - TRANSPORTATION IMPROVEMENTS	- PLAN AMENDMENTS - REZONINGS - PROJECT APPROVALS - CAPITAL IMPROVEMENT PROGRAMMING	- NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS - IDENTIFICATION OF EXPECTED IMPACTS - IDENTIFICATION OF TRANSPORTATION CONCURRENCY IMPACT	X	- MPO - FORMAL
ADJACENT COUNTIES	X	X	- MAINTENANCE OF L.O.S./ TRANSPORTATION CONCURRENCY - FACILITY/SERVICE IMPACTS - ROADWAY IMPROVEMENTS	- PLAN AMENDMENTS - REZONINGS - PROJECT APPROVALS - CAPITAL IMPROVEMENT PROGRAMMING	- NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS - IDENTIFICATION OF EXPECTED IMPACTS	X	- FORMAL
FDOT		X	- FUNDING - ACCESS MANAGEMENT - TRANSPORTATION IMPROVEMENTS - MAINTENANCE - SAFETY - LOS (SIS) - RR CROSSING	- MANAGEMENT - PERMITTING	- PROJECT SELECTION - REVIEW/PERMIT - CONSTRUCTION	X	- FORMAL
COMMISSION FOR TRANSPORTATION DISADVANTAGED		X	- FUNDING	- MONITORING	- ADMINISTRATION		- FORMAL
COMMUNITY TRANSPORTATION	X	X	PROVISION OF COORDINATED TRANSPORTATION SERVICES	PROVISION OF TRANSIT AND PARATRANSIT	- OPERATION		- FORMAL

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	COOPERATIVE ACTIVITIES	EXISTING COORDINATION MECHANISM
COORDINATOR (CTC)			TO TRANSPORTATION DISADVANTAGED PERSONS	SERVICES - REPORTING	- ADMINISTRATION		
FEDERAL TRANSIT ADMINISTRATION (FTA)		X	- FUNDING - MONITORING OF TRANSIT SERVICES	- MONITORING OF TRANSIT SERVICES - REPORTING	-ADMINISTRATION		- FORMAL - COORDINATION ALSO INCLUDES FDOT
FDOT	X	X	WORK PROGRAM DEVELOPMENT	- PROVISION OF SERVICES - REPORTING	COUNTY (THROUGH MPO) PROVIDES LIST OF TRANSP. PRIORITIES THAT FDOT CONSIDERS IN MAKING FUNDING DECISIONS		- FORMAL
FDOT		X	- FUNDING - MONITORING OF TRANSIT SERVICES	- MONITORING OF TRANSIT SERVICES - REPORTING	- TECHNICAL ASSISTANCE -ADMINISTRATION		- FORMAL
TREASURE COAST TRANSPORTATION COUNCIL (TCTC)	x	x	- FUNDING - DESIGNATION OF REGIONAL ROADWAYS AND TRANSPORTATION FACILITIES	- PLAN AMENDMENTS - REGIONAL PROJECT PRIORITY LIST DEVELOPMENT	- ADMINISTRATION	X	- FORMAL

With respect to transportation, the county, municipalities, and adjacent counties can impact each other. Specifically, land use amendments, rezonings, and development project approvals in one jurisdiction can affect transportation within the boundaries of other local governments.

Within the unincorporated area as well as within municipalities, land use decisions can produce various types of traffic impacts in other jurisdictions. Such impacts could include: facility impacts (such as traffic generated by a project in one jurisdiction affecting the roadway network of other jurisdictions); and other types of impacts.

For transportation, the major impact from development projects is on county roadways, specifically the major roadways that connect various jurisdictions. Upfront coordination is important to ensure that one jurisdiction does not increase traffic volumes in another jurisdiction to the extent that the volume of traffic produces an unacceptable level of service and causes transportation concurrency problems. Consequently, it is important that those governments affected by proposed projects and land use amendments in another jurisdiction be notified in advance of pending land use decisions. As part of that process, the amount of traffic generated and its distribution/assignment must be identified. For that reason, the county should work with municipalities and adjacent counties to develop a common methodology for measuring impacts on transportation facilities for the purpose of implementing the county’s concurrency management system in coordination with the municipalities and adjacent counties. It is also important to develop measures to mitigate impacts and establish a process to resolve disputes.

In 2006, a new organization for establishing regional transportation project priorities and for resolving any disputes that may arise from prioritization was created. That organization, known as the Treasure Coast Transportation Council (TCTC), is composed of elected officials from the three treasure coast MPOs. It meets twice a year to develop regional transportation plans and to prioritize regional transportation funding. In the future, the county, through the MPO, should continue to participate in the TCTC.

With respect to other state and federal agencies, the most important issue is funding availability for transportation improvements. Through their funding decisions, these agencies can affect the county’s transportation system. These transportation funding issues are addressed in the Transportation Element of the comprehensive plan. In the future, the county should implement its transportation policies and coordinate with other state and federal agencies as appropriate.

• **Housing Element**

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	-PROVISION OF AFFORDABLE HOUSING	- PROVIDING AFFORDABLE HOUSING UNITS - PROVIDING LOANS TO VERY LOW, LOW, AND MODERATE INCOME HOUSEHOLDS	- PROVISION OF AFFORDABLE HOUSING IN EACH JURISDICTION - CONTRIBUTION TO COUNTY'S HOUSING TRUST FUND	- LIMITED INFORMAL COORDINATION
ADJACENT COUNTIES	X	X	- PROVISION OF AFFORDABLE	- PROVIDING AFFORDABLE HOUSING UNITS	- INTERCOUNTY AFFORDABLE HOUSING DEMAND AND	FORMAL COORDINATION WITH ST. LUCIE COUNTY AND

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
			HOUSING - MAINTAINING AFFORDABLE HOUSING STOCK	- PROVIDING LOANS TO VERY LOW, LOW, AND MODERATE INCOME HOUSEHOLDS	SUPPLY	MARTIN COUNTY REGARDING HOME PROGRAM
HOUSING AUTHORITY	X	X	PROVISION OF AFFORDABLE HOUSING	- RENTAL ASSISTANCE - REHABILITATION ASSISTANCE	- COORDINATION REGARDING SUBSIDIZED HOUSING	- INFORMAL
FHFC		X	- FUNDING FROM STATE HOUSING INITIATIVE PARTNERSHIP PROGRAM - FUNDING FROM HURRICANE HOUSING RECOVERY PROGRAM - OTHER FUNDING PROGRAMS (LIHTC, HOME, ETC.)	- REPORTING	-ADMINISTRATION	-FORMAL APPROVAL
DCA		X	- FUNDING	- COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) APPLICATION	-ADMINISTRATION	-FORMAL APPROVAL

With respect to the housing, the county, municipalities, and adjacent counties can impact each other. Overall, commercial, industrial, and residential developments create a need for service workers and consequently a need for affordable housing. Consistent with the requirements of Sec. 9J-5.010, FAC, each jurisdiction has a responsibility to provide its fair share of affordable housing for very low, low, and moderate income households.

As such, the county should coordinate with municipalities and adjacent counties to identify affordable housing needs, to determine how those needs will be satisfied, and to develop mechanisms to mitigate impacts when one jurisdiction carries the burden of providing affordable housing for the service workers of other jurisdictions. Finally, there should be a process to resolve disputes if a jurisdiction cannot provide sites for affordable housing.

Coordination with state and federal agencies is important to obtain the funding needed to provide affordable housing within the county.

With increased housing costs, the provision of workforce housing and affordable housing for very low, low, and moderate income households, is an important issue. Housing issues, incentives, strategies, and intergovernmental coordination related to affordable housing are addressed in the Housing Element of the Comprehensive Plan. In the future, the county should implement the housing element’s intergovernmental coordination policies for coordination with municipalities.

• Conservation and Coastal Management Elements

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	- PROTECTION OF ENVIRONMENTALLY SIGNIFICANT LANDS - WATER QUALITY OF I.R. LAGOON & ST. SEBASTIAN RIVER - HURRICANE EVACUATION - BEACH EROSION	- REVIEW OF DEVELOPMENT PROJECTS - PLAN AMENDMENTS - REZONINGS - ENVIRONMENTAL LAND PURCHASES	- NOTIFICATION OF PLAN CHANGES OR PROPOSED PROJECTS - IDENTIFYING EXPECTED IMPACTS - MITIGATING IMPACTS - LIMITING INFRASTRUCTURE IMPROVEMENTS IN HIGH HAZARD AREAS	INFORMAL
ADJACENT COUNTIES	X	X	- PROTECTION OF ENVIRONMENTALLY SIGNIFICANT LANDS - PROTECTION OF FLORIDAN AQUIFER RECHARGE AREA - HURRICANE EVACUATION	- REVIEW OF DEVELOPMENT PROJECTS - PLAN AMENDMENTS - REZONINGS	- NOTIFICATION OF PLAN CHANGES OR PROPOSED PROJECTS - IDENTIFYING EXPECTED IMPACTS - MITIGATING IMPACTS	- LIMITED - INFORMAL

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
DEP		X	- FUNDING	-MANATEE PLAN	- FINANCIAL AND TECHNICAL ASSISTANCE	FORMAL AGREEMENT
DEP			-BEACH EROSION	-SAND PUMPING -ARTIFICIAL REEF	-PROTECTION OF SHORES	PERMIT
DEP (CARL)		X	-ENVIRONMENTAL LANDS ACQUISITION COST SHARE	-PURCHASE OF ENVIRONMENTALLY SIGNIFICANT LANDS	-COST SHARE -MANAGEMENT	-MULTI-PARTY AGREEMENT
F.I.N.D.	X	X	-FUNDING -"SPOIL" MANAGEMENT	-IRL ACCESS IMPROVEMENTS	-FINANCIAL -REPORTING -MANAGEMENT	-FORMAL AGREEMENT (FUNDING) -INFORMAL (COORDINATION)
DCA/FLORIDA COMMUNITIES TRUST (FCT)		X	-ENVIRONMENTAL LANDS ACQUISITION COST-SHARE	- PURCHASE OF ENVIRONMENTALLY SIGNIFICANT LANDS	- COST-SHARING - REPORTING - MANAGEMENT	FORMAL AGREEMENT
FL. DEPT. OF AGRICULTURE AND CONSUMER SERVICE		X	-WILDFIRE PROTECTION/ ECOLOGICAL BURN ASSISTANCE	- REPORTING	- WELFARE AND SAFETY OF THE COUNTY RESIDENCE AND PROTECTION PROPERTIES	PROFESSIONAL ASSISTANCE
SJRWMD		X	-ENVIRONMENTAL LANDS ACQUISITION/ MANAGEMENT PARTNERSHIP	- PURCHASE OF ENVIRONMENTALLY SIGNIFICANT LANDS	- FINANCIAL AND ADMINISTRATIVE COORDINATION	-MULTI-PARTY AGREEMENT
SJRWMD		X	-PROTECTION OF ST. JOHN UPPER RIVER BASIN	- PLAN AMENDMENTS - REZONINGS - DEVELOPMENT PROJECTS	- NOTIFICATION OF DEVELOPMENT PROJECTS AND PLAN AMENDMENTS	INFORMAL
U.S. DEPT. OF AGRICULTURE/SOIL CONSERVATION SERVICE		X	- FUNDING -SOIL SURVEY DIGITIZING MAP	- PROVISION OF INFORMATION	-FINANCIAL AND TECHNICAL ASSISTANCE	FORMAL AGREEMENT
MARINE RESOURCE		X	-WATERSHED	- MEETINGS	- ADVISORY COORDINATION	INFORMAL

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
COUNCIL			PROTECTION/ ENHANCEMENT			
SEBASTIAN INLET DISTRICT		X	-BEACH EROSION	- SAND MINING	- SEBASTIAN INLET DISTRICT'S NEEDED SAND PUMPING TO LESSEN THE EFFECT OF BEACH EROSION CAUSES BY DOWN DRIFT AS A RESULT OF SAND BUILD UP IN AND AROUND THE INLET	INFORMAL

With respect to conservation and coastal management, the county, municipalities, and adjacent counties can impact each other. Sometimes, these impacts are adverse, while other times they may be beneficial. Most often, extra-jurisdictional impacts are probably neutral. Generally, the county and municipalities need to coordinate with each other regarding mitigation, restoration, and management of natural resources as well as acquisition of environmentally important land.

In some cases, land use decisions can produce conservation related extra-jurisdictional impacts. Such impacts may include: natural resource impacts such as land use activity in one jurisdiction affecting environmentally significant lands, water quality, endangered species, and aquifer recharge areas in another jurisdiction and other types of impacts.

Because of these extra-jurisdictional impacts, coordination among jurisdictions is important. Therefore, notification of affected governments, identification of expected impacts, and development of measures to mitigate impacts are important. Finally, there should be a process to resolve disputes.

In 1992, county voters approved issuance of a \$26,000,000.00 general obligation bond and, in 2004, a \$50,000,000.00 bond for acquisition of environmentally significant lands for the protection of water quality, open space and wildlife habitat. The county land acquisition committee, which has representatives from the county, municipalities, and special interest groups, identifies and ranks environmentally significant land within the county for purchase with those bond funds.

Since 1992, hundreds of acres of environmentally significant land have been purchased, utilizing bond funds matched with other funding sources. These lands are used for passive recreational activities throughout the county.

Issues related to conservation and coastal management intergovernmental coordination are addressed in the conservation element and coastal

management element of the comprehensive plan. In the future, the county should continue to work with municipalities within the county to submit joint grant applications for acquisition of conservation lands and to implement the conservation element’s and coastal management element’s intergovernmental coordination policies.

• Recreation and Open Space Element

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	- FUNDING FOR PARKS - PROVISION OF PARK AND RECREATIONAL FACILITIES - PROVISION OF OPEN SPACE	- PROJECT APPROVAL - LAND USE AMENDMENTS - PROVISION OF PARK FACILITIES - PROVISION OF OPEN SPACE - PROVISION OF RECREATIONAL SERVICES	-JOINT AGREEMENT FOR MANAGEMENT - ADMINISTRATION	SOME FORMAL AGREEMENTS SOME INFORMAL COORDINATION
ADJACENT COUNTIES	X	X	- PROVISION OF PARK AND RECREATIONAL FACILITIES	- PROJECT APPROVAL - LAND USE AMENDMENTS - PROVISION OF PARK FACILITIES - PROVISION OF OPEN SPACE	-FACILITIES AND SERVICES IN EACH COUNTY BEING USED BY OTHER COUNTY RESIDENTS	LIMITED/ INFORMAL
SEBASTIAN INLET	X	X	- MANAGEMENT OF SEBASTIAN INLET STATE PARK	- PROVISION OF RECREATIONAL SERVICES	-ADMINISTRATION	INFORMAL
DCA/FLORIDA COMMUNITIES TRUST (FCT)	X	X	-FINANCIAL ASSISTANCE FOR ACQUISITION OF ENVIRONMENTALLY SIGNIFICANT LANDS	- PROVISION OF OPEN SPACE -ACQUISITION OF ENVIRONMENTALLY SIGNIFICANT LANDS	-MANAGEMENT -ADMINISTRATION	FORMAL AGREEMENT
SJRWMD	X	X	ENVIRONMENTAL LANDS ACQUISITION/	- PROVISION OF OPEN SPACE	-MANAGEMENT	MULTI-PARTY AGREEMENT

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
			MANAGEMENT PARTNERSHIP	- ACQUISITION OF ENVIRONMENTALLY SIGNIFICANT LANDS	-ADMINISTRATION	
U.S. DEPT. OF INTERIOR/FISH & WILDLIFE SERVICE	X	X	- PROTECTION PELICAN ISLAND WILDLIFE REFUGE - PROTECTION OF ENVIRONMENTALLY SIGNIFICANT LANDS - PROTECTION OF ENDANGERED SPECIES	- PROVISION OF OPEN SPACE	- REPORTING - NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS	FORMAL

With respect to recreation and open space, the county, municipalities, adjacent counties, and state agencies can impact each other. Such impacts could include: facility impacts, natural resource and open space impacts, and other types of impacts. The county and municipalities also share many facilities and responsibilities. The most important recreation and open space intergovernmental issue for the county and the municipalities within the county is the provision of recreational facilities and services on a countywide basis.

Because land use decisions can have extra-jurisdictional impacts, coordination among adjacent local governments on land use matters affecting recreational facilities and the provision of open space is important. Specifically, it is important to notify affected governments, identify expected impacts, develop measures to mitigate impacts, and establish a process to resolve disputes.

Recreation and open space issues are addressed in the recreation and open space element of the county’s comprehensive plan.

In the past, the county coordinated with all municipalities within the county to try to establish a countywide recreation system. Due to political and fiscal constraints, a countywide recreation system has not been established. The county, however, has coordinated with separate municipalities to provide recreational facilities and services.

Specifically, the county has provided recreational facilities and services to the City of Fellsmere, the City of Sebastian, and the City of Vero Beach . In so doing, the county provided funds for the construction of capital improvements at the Barber Street sports complex in Sebastian and Fellsmere's ball park. Recreation related issues and initiatives are addressed in the Recreation and Open Space Element.

In the future, the county should continue to work with municipalities to establish joint recreational facilities or to provide countywide recreational programs and events when it is mutually beneficial for the county and the municipalities.

• Economic Development Element

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	-PROMOTION OF ECONOMIC DEVELOPMENT	- PROJECT APPROVAL - LAND USE AMENDMENTS	- PROVISION OF LOCAL INCENTIVES - PROVISION OF APPROPRIATE LAND USE AND ZONING FOR COMMERCIAL AND INDUSTRIAL DEVELOPMENTS - PROVISION OF SERVICES TO COMMERCIAL AND INDUSTRIAL BUSINESSES	- INFORMAL
ADJACENT COUNTIES	X	X	- PROMOTION OF ECONOMIC DEVELOPMENT	- PROJECT APPROVAL - LAND USE AMENDMENTS	- PROVISION OF REGIONAL ATTRACTION FOR INDUSTRIAL BUSINESSES	LIMITED/ INFORMAL
ECONOMIC DEVELOPMENT ADMINISTRATION		X	- FUNDING -ECONOMIC DEVELOPMENT PLANNING/STUDIES	- PREPARATION OF REPORTS AND PLANS	FINANCIAL ASSISTANCE FOR DEVELOPMENT OF ECONOMIC DEVELOPMENT STRATEGY PLAN, FISCAL IMPACT MODEL, INFORMATIONAL BROCHURE, ECONOMIC BASE STUDY AND UPDATE OF COMMERCIAL/ INDUSTRIAL DATA SOURCE	FORMAL
VERO BEACH/ INDIAN RIVER COUNTY CHAMBER OF COMMERCE	X	X	- FUNDING - PROMOTION OF ECONOMIC DEVELOPMENT	- EXCHANGE OF INFORMATION - PREPARATION OF REPORTS	PROVISION OF FINANCIAL AND TECHNICAL ASSISTANCE TO CHAMBER OF COMMERCE FOR ENHANCEMENT OF ECONOMIC DEVELOPMENT WITHIN THE COUNTY	- SOME FORMAL - SOME INFORMAL

In terms of economic development, land use decisions in one jurisdiction can affect other jurisdictions. Within Indian River County, the major economic development issues are promotion of economic development within the county, attraction of new businesses, expansion of existing businesses, and provision of adequate land with sufficient infrastructure to support commercial and industrial development. These issues extend beyond the boundaries of individual local government jurisdictions. Therefore, it is necessary for the county to coordinate its economic development activities with the municipalities in the county as well as adjacent counties to achieve economic development objectives.

With respect to state and federal agencies, the most important economic development issue is funding to support economic development activities. In the future, the Vero Beach/Indian River County Chamber of Commerce, the Sebastian Chamber of Commerce, and the County should closely coordinate their economic development activities to utilize resources efficiently and to eliminate duplication. All issues, incentives, and strategies related to economic development are addressed in the Economic Development Element of the county’s comprehensive plan. The county’s main policy regarding economic development is to provide sufficient land for industrial park development and to provide incentives to firms that create clean, high paying jobs within the county. In the future, the county should continue with its policies to provide infrastructure for economic development sites and to provide incentives for economic development projects.

• Public School Facilities Element

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	COOPERATIVE ACTIVITIES	EXISTING COORDINATION MECHANISM
MUNICIPALITIES	X	X	- MAINTENANCE OF L.O.S. - FACILITY/SERVICE IMPACTS	- PLAN AMENDMENTS - REZONINGS - PROJECT APPROVALS - CAPITAL IMPROVEMENT PROGRAMMING	- NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS - IDENTIFICATION OF EXPECTED IMPACTS	X	- FORMAL
ADJACENT COUNTIES		X	- MAINTENANCE OF L.O.S. - FACILITY/SERVICE IMPACTS	- PLAN AMENDMENTS - REZONINGS - PROJECT APPROVALS - CAPITAL IMPROVEMENT PROGRAMMING	- NOTIFICATION OF PLAN CHANGES AND PROPOSED PROJECTS - IDENTIFICATION OF EXPECTED IMPACTS	X	- INFORMAL

APPLICABLE ENTITIES	MAY BE IMPACTED BY IRC	MAY IMPACT IRC	SUBSTANTIVE ISSUES	ACTIVITIES	PROCEDURAL ISSUES	COOPERATIVE ACTIVITIES	EXISTING COORDINATION MECHANISM
SCHOOL DISTRICT	X	X	- MAINTENANCE OF L.O.S. - FUNDING - CAPITAL IMPROVEMENT	- MANAGEMENT - PERMITTING	- PROJECT SELECTION - REVIEW/PERMIT	X	- FORMAL
DEPARTMENT OF EDUCATION		X	- FUNDING	- REPORTING	- ADMINISTRATION		- FORMAL

With respect to public school facilities, the county, municipalities, and adjacent counties can impact each other. Overall, land use amendments, rezonings, and development project approvals in one jurisdiction can affect other local governments.

For public schools, land use decisions in one jurisdiction can produce impacts on public school enrollment. While new residential development will increase the demand on available student stations, up-front coordination between the county, the school district and municipalities is important to ensure that the pace and extent of new residential development is concurrent with the expansion of school facilities and that the adopted level of service is maintained. To do so, it is important that the school district be notified in advance of pending land use decisions that will increase residential density. As part of that process, the number of students generated and the schools that they will impact must be identified. It is also important to develop measures to mitigate impacts and establish a process to resolve disputes.

In 2003, the Board of County Commissioners, the school district, and the cities of Fellsmere, Sebastian, and Vero Beach signed an interlocal agreement for public school planning. This agreement provided for establishing several committees; coordinating and sharing information; coordinating school site selection and school facility modification; reviewing comprehensive plan amendments, rezonings, and development approvals; co-locating and sharing use of facilities; and addressing other school coordination issues. Subsequently, a new interlocal agreement for coordinated planning and school concurrency was drafted and adopted in 2008. In the future, the county should continue to coordinate with school board as mandated by the Interlocal Agreement.

Intergovernmental Coordination Issues

Overall, Indian River County has to coordinate with a number of other governmental jurisdictions on a variety of issues. In some cases, this coordination relates to infrastructure provision/ expansion, cooperative activities, or construction projects. In other cases, this coordination relates to development project impacts, public construction policy impacts, and others.

Following is a brief summary of some of the county’s coordination issues/efforts with various governmental jurisdictions:

- **Municipalities**

The county coordinates with the municipalities in the county on a regular basis regarding many issues including:

▪ **Joint Meetings**

In recent years, the Board of County Commissioners has had several joint meetings with municipalities to share information and discuss issues. At the staff level, there have been various meetings between county staff and municipal staff. Some of the coordination issues discussed at these meetings have included impact fee ordinance implementation, school concurrency, level of service standards, roadway improvements, land use issues, economic development, and others. In the future, the county’s policy should be to continue its coordination activities with the municipalities in the county.

▪ **Annexation**

Annexation is one of the most important issues affecting the county and its municipalities. Since 1998, municipalities have annexed more than 24,805 acres of county land. Because the annexation process actually changes governmental control over an area, its effects are significant. In the past, annexations have resulted in the creation of enclaves, which are islands of unincorporated area within municipalities. These areas are inefficient and uneconomical from a service provision standpoint.

Since 1990, three (3) out of seven (7) former enclaves have been eliminated. The table below shows the number and acreage of enclave properties in 1995 and the number and acreage in 2006 as well as the percent annexed.

	1995	2006	% of Enclaved Properties Annexed
# of Enclave Parcels	7	4	43%
Acreage of Enclave Properties	208.39	43.78	79%

With its recent annexations, the City of Fellsmere created two new enclaves. One enclave is along 97th Street west of North Willow Street which is about 25.13 acres in size and another one is north of CR 512 west of I-95 which is about 10 acres in size. This illustrates that, while state law is designed to prevent the establishment of new enclaves, inefficient annexations can still occur. Two major problems which can occur with annexations are: (1) developers circumventing county regulations through annexation and (2) county service/facility provision plans undermined by annexation.

For those reasons, coordination is important regarding annexation. Not only do municipalities need to set annexation criteria; they need to specify annexation areas and adopt annexation policies. Currently, the county and municipalities are developing an Interlocal Service Boundary Agreement (ISBA) to address issues such as annexation, density, height and other issues. If the ISBA is approved by all affected parties, the ISBA will address a number of these annexation issues. In the future, the county should continue to work with the municipalities to develop and implement the ISBA.

- **Joint Application for Land Acquisition Grants**

In 1992, county voters approved issuance of a \$26,000,000.00 general obligation bond and, in 2004, a \$50,000,000.00 bond for acquisition of environmentally significant lands for the protection of water quality, open space and wildlife habitat. The county land acquisition committee, which has representatives from the county, municipalities, and special interest groups, identifies and ranks environmentally significant land within the county for purchase with those bond funds.

Since 1992, hundreds of acres of environmentally significant land have been purchased, utilizing bond funds matched with other funding sources. These lands are used for passive recreational activities throughout the county.

As part of this land acquisition process, the county has coordinated with municipalities on several acquisition projects by jointly applying for matching grants from state funding agencies for acquisition of environmentally significant lands within the municipal boundaries. Also, the county has partnered with municipalities to construct public access improvements to some conservation areas. In the future, the county's policy should be to continue working with the municipalities in the county to submit joint grant applications for conservation land acquisition.

- **Countywide Recreation System**

In the past, the county coordinated with all municipalities within the county to try to establish a countywide recreation system. Due to political and fiscal constraints, a countywide recreation system has not been established. The county, however, has coordinated with separate municipalities to provide recreational facilities and services.

Specifically, the county has coordinated with the City of Fellsmere, City of Sebastian, and the City of Vero Beach to provide recreational facilities and services. In so doing, the county provided funds for the construction of capital improvements at the Barber Street sports complex

in Sebastian and Fellsmere's ball park. Recreation related issues and initiatives are addressed in the Recreation and Open Space Element.

In the future, the county should continue to work with the municipalities in the county to establish joint recreational facilities and countywide recreational programs when it is mutually beneficial for the county and the municipalities.

- Beach Erosion

Since the mid-1990s, the county has managed a countywide shoreline protection program. One aspect of that program has been coordination with the City of Vero Beach for construction of a Prefabricated Erosion Protection (PEP) reef along a portion of the Vero Beach shoreline. The county has also coordinated with City of Vero Beach, Town of Indian River Shores, and the Town of Orchid on sand pumping projects to reduce beach erosion. In the future, the county's policy should be to continue its work with the municipalities to fund shoreline protection programs and activities.

- Road Improvements

In the past, the county has coordinated with municipalities to construct roadway improvements within municipal boundaries. These have included County Road 512 in Sebastian and Willow Street in Fellsmere.

The county also coordinated with the City of Vero Beach, FDOT, and St. Lucie County, regarding a study of S.R. A1A on the south barrier island.

On a regular basis, the Indian River County MPO coordinates with the local municipalities to construct roadway and sidewalk improvements within municipal boundaries. In the past, these have included the CR 512 widening project in Sebastian; the Aviation Boulevard intermodal project in Vero Beach; and the CR 512 sidewalk project in Fellsmere.

Recently, the MPO coordinated with Martin and St. Lucie counties to develop a Regional Long Range Transportation Plan. That plan contains objectives for regional transportation and a coordinated regional project priority list.

Finally, the MPO has coordinated with municipalities to develop a Congestion Management System (CMS) plan and implement CMS projects, including improvements to Miracle Mile; improvements at the Royal Palm/Indian River Boulevard intersection; and traffic signal synchronization countywide. In the future, the county's policy should be to work through the MPO to prioritize roadway improvements and to work with the FDOT to obtain funding for roadway improvements.

- Transit System

In coordination with FDOT and the Federal Transit Administration, Indian River County is the designated recipient of federal and state public transportation grant funding. Through the county's transit operator, the Senior Resource Association, the county has coordinated with all

municipalities to provide paratransit service countywide and fixed route service in Vero Beach, Sebastian, and Fellsmere. In the future, the county should continue to coordinate with and provide funding to the Senior Resource Association in its role of providing transit services in the county.

- Utilities Provision

Currently, the county has agreements with the City of Sebastian, the Town of Indian River Shores, and the Town of Orchid to provide utility services to those jurisdictions. The county also has an agreement with the City of Fellsmere to provide emergency water service and wastewater treatment to the city.

In addition, the county has an agreement with the City of Vero Beach for the city to provide water and sewer service to portions of the unincorporated county, including the south barrier island and some mainland areas around the city.

In the future, the county should continue to maintain its existing agreements or sign new agreements as needed with Sebastian, Fellsmere, Indian River Shores and Orchid. Regarding Vero Beach, the county's policy should be to maintain a dialogue with the City to initiate a study to assess the financial feasibility of consolidating utility services or terminating the City of Vero Beach service area agreement in 2017. That study should address the costs and revenues associated with consolidating utility services or absorbing city utility customers in the unincorporated area and the Town into the county system.

- Planning Efforts

In the past, the county has coordinated with all municipalities within the county to prepare a Metropolitan Planning Organization Long-Range Transportation Plan, a Local Housing Assistance Program and plan, a Hurricane Housing Recovery program and plan, an Economic Development Plan, and other plans. In the future, the county should continue its coordination with municipalities in the above referenced matters.

- Development Impacts

Generally, the county coordinates with the municipalities in the county on assessing possible impacts from large development projects. In the future, the county should consider establishing Joint Planning Areas (JPA) with the municipalities in the county.

- **Other Organizations**

The county coordinates with several other organizations as identified below:

- Sebastian Inlet Tax District

In the area south of the Sebastian Inlet, shoreline erosion problems are generally attributed to the

Inlet's interruption of the natural downdrift movement of sand. In November, 2005, the Board of County Commissioners signed an interlocal agreement with the Sebastian Inlet Tax District to conduct a beach renourishment program in this area. Through that agreement, the county is responsible for implementing renourishment projects, while the district contributes funds and sand. The county's policy should be to continue to implement its agreement with the Sebastian Inlet Tax District on beach nourishment programs and activities.

- St. Johns River Water Management District (SJRWMD)

In the past, the county has coordinated with the SJRWMD for development and maintenance of park sites in the St. John's marsh.

In addition, the county and the SJRWMD have coordinated on plugging abandoned flow wells, protecting the St. Johns River Upper Basin and permitting stormwater management facilities associated with development projects. Also, the county has participated with the SJRWMD on an update of the district's water supply assessment and water supply plan. Related to that, the county is also working with the SJRWMD to assess alternative water supply sources.

With respect to land acquisition, the county and the SJRWMD jointly acquired and jointly manage several parcels of environmental significant land. These include the Oslo riverfront property, the Flinn property, the sand lake property and the Schlitt property.

Recently, the county and the SJRWMD were involved in a dispute regarding the District's plan to dispose of District owned conservation land in the county. This conflict involved the SJRWMD's efforts to resolve a lawsuit by a private landowner. As a means of resolving the lawsuit, the SJRWMD proposed to convey land purchased by the district for conservation purposes to the landowner plaintiff. In an effort to prevent the District from conveying conservation land to a private party, the county initiated legal action against the District. Eventually, the issue was resolved by the SJRWMD and the county entering into an agreement for protecting the subject property.

Although the county and the SJRWMD coordinate well in many areas, the proposed SJRWMD conveyance of conservation land to a private party indicates that the county and District occasionally have different objectives. For that reason, the county should adopt a policy to request that the legislature prohibit water management districts from conveying conservation lands to private parties.

- Indian River Farms Water Control District (IRFWCD)

The county coordinates with the IRFWCD on the following issues:

- Construction of canal pollution control systems
- Use of county roads within IRFWCD canal rights-of-way
- Use of IRFWCD canal rights-of-way for utilities such as water and sewer lines, communication cables, and others
- Issuance of Permits for development projects
- Enforcement of stormwater pollution regulations relating to erosion and sediment discharge into

IRFWCD's canal system

- Use of canal rights-of-way for the Egret Marsh Regional Stormwater Park's influent pumping station and discharge pipe
- Fellsmere Farms Water Control District (FFWCD)

In the past, the county has coordinated with the FFWCD on a number of issues, including use of the water control district's canal/road rights-of-way by adjacent property owners, and maintenance of these rights-of-way. Those canal/road rights-of-way provide the only access to properties around the City of Fellsmere.

In the future, the county should continue to work with the water control/improvement districts as needed for any of the above mentioned activities.

Others

The county coordinates with a number of other jurisdictions and agencies on various intergovernmental issues. These include:

- Indian River County School District

In 1986, a memorandum of understanding was executed between the county and the school board regarding site selection and site plan review for school facilities. In 2003, the county, school board, City of Fellsmere, City of Vero Beach, and City of Sebastian signed a new interlocal agreement for public school planning. Those agreements provided the basis for an effective program of coordination between the county and the school district that worked for many years.

In 2006 and 2007, the county, municipalities, and school board coordinated with each other to update the 2003 school planning interlocal agreement, to establish school concurrency, and to prepare a public school facility element which was incorporated in each jurisdiction's comprehensive plan. Consistent with the adopted school interlocal agreement, the county and school board regularly share information regarding development patterns and the selection of school sites. Through established processes and committees established with the Public School Interlocal Agreement, the local governments and the school district ensure that new schools are compatible with surrounding uses. In the future, the county's policy should be to continue to implement its interlocal agreement with Indian River County School District on school siting, school concurrency, and other school related activities.

- Indian River County Senior Resource Association

The county has an agreement with the Indian River Senior Resource Association (Community Transportation Coordinator) for the provision of transportation services to the county's transportation disadvantaged population as well as provision of mass transit services.

In the future, the county should evaluate the performance of the Community Transportation Coordinator (CTC) annually and continue to have an agreement with CTC for provision of the

transportation services and mass transit as long as the CTC's performance is satisfactory.

- Brevard County

The county has agreements with Brevard County relating to several issues. In recent years, the Board of County Commissioners met several times with Brevard County commissioners to share information and discuss issues. In the future, the county should implement its agreements with Brevard County.

- St. Lucie County

The county has agreements with St. Lucie County relating to several issues, including emergency services and the Treasure Coast Private Industry Council. In recent years, the Board of County Commissioners met several times with St. Lucie County commissioners to share information and discuss issues. In the future, the county should implement its agreements with the St. Lucie County.

- Major Intergovernmental Coordination Issues:

Currently, the most significant intergovernmental coordination issue affecting the county is annexation of county designated agricultural lands outside of the Urban Service Area (USA) by municipalities.

In 1980, the City of Fellsmere consisted of 820 acres. Due to annexations along C.R. 512, the city's size increased to 1,111 acres by 1990. As a result of subsequent annexations, the size of the city is now 27,482 acres. In the future, there is potential for the city to annex thousands of additional acres.

Most of the lands that were annexed by the city had a county land use designation of AG -1 (up to 1 unit/5 acres) or AG-2 up to (1 unit/10 acres). After annexation, such lands are usually redesignated to land use categories having densities much higher than county densities for those lands. Consequently, the annexed lands then have more development yield and have the potential to put more demand on the county's facilities and services. With all past, current, and future annexations, the City could potentially have tens of thousands of units and a population more than 100,000.

By annexing county agriculturally designated land, the City allows landowners to circumvent county regulations and undermine the county's service and facility provision plans. To maintain the integrity of the county's USA and county regulations as well as preventing changes of land use density after municipal annexations of land outside the USA, the county and municipalities are currently pursuing development of an Interlocal Service Boundary Agreement (ISBA). Going forward, the county should continue to work with the municipalities in the county to adopt and implement the ISBA.

GOAL, OBJECTIVES AND POLICIES

GOAL

It is the goal of Indian River County to have an effective intergovernmental coordination system to ensure consistency among local, regional, state, and federal plans and policies, to identify and resolve conflicts, and to promote cooperation regarding implementation of growth management plans within Indian River County.

OBJECTIVE 1 Coordination Among All Local Plans

Through the time horizon of the plan, there will be no inconsistencies or conflicts between the county's comprehensive plan, the plans of municipalities within the county, the plans of adjacent counties, the plans of the school board, and the plans of other units of local government providing services but not having regulatory authority over the use of land.

POLICY 1.1: The county shall utilize the Treasure Coast Regional Planning Council's and the Department of Community Affairs review and comment process for comprehensive plan and plan amendment proposals of other local governments in order to ensure consistency between the County Comprehensive Plan and the local comprehensive plans of municipalities within the county, and the comprehensive plans of Brevard, St. Lucie, Okeechobee, and Osceola counties.

POLICY 1.2: The county shall continue to utilize the Comprehensive Plan Technical Advisory Committee to provide coordination between Indian River County planning activities and the planning activities of the municipalities within the county.

POLICY 1.3: By, 2012, the county shall establish interlocal agreements with all municipalities, requiring that applications for changes in land use or zoning for areas located within 500 feet of corporate boundaries be referred to the affected agency (city or county) for staff review and comment prior to any changes in land use or zoning are adopted.

POLICY 1.4: The county shall use the mediation and dispute resolution procedures of the Treasure Coast Regional Planning Council when interjurisdictional incompatibilities are identified.

POLICY 1.5: The county shall coordinate planning activities mandated by the various elements of its comprehensive plan with plans and activities of other governmental entities.

POLICY 1.6: The county shall review proposed comprehensive plan amendments and evaluation and appraisal reports submitted by adjacent counties and municipalities within Indian River County.

POLICY 1.7: By 2012, the county shall contact the staffs of the municipalities in the county and the adjacent counties to develop joint notification and plan review procedures.

POLICY 1.8: To ensure coordinated management of the Indian River Lagoon, the county shall continue active participation with the Indian River Lagoon National Estuary Program (IRLNEP) by:

- Providing information to the IRLNEP on environmental issues related to land development;
- Participating in meetings of the IRLNEP.

The county will continue coordination with the SJRWMD on the SWIM plan and with other agencies that regulate the Indian River Lagoon. The county will continue to coordinate with the SJRWMD on the SWIM plan by:

- Applying for SWIM funds for implementation of programs designed to improve surface water quality;
- Submitting regular reports to the SJRWMD on progress of the programs.

The county will continue to coordinate drainage related issues with the municipalities in the county and the 298 drainage districts by implementing policies of the drainage sub-element.

POLICY 1.9: By 2011, the county shall enter into an agreement with the Fellsmere Farms Water Control District to ensure access to and use of the water control district's canal/road right-of-ways by adjacent property owners and to establish maintenance responsibilities for the access roads.

POLICY 1.10: The county shall conduct joint meetings with other jurisdictions, as needed for siting of facilities with countywide significance, including locally unwanted land uses, such as solid waste disposal facilities.

POLICY 1.11: By 2015, county staff shall coordinate with the staffs of local municipalities and adjacent counties and prepare a report identifying inconsistencies and conflicts between the county plan and each local plan and identify ways to resolve inconsistencies and conflicts.

POLICY 1.12: The county shall request that the legislature prohibit the sale of conservation land by water management districts unless the land sale is approved by the local government in whose jurisdiction the land is located.

OBJECTIVE 2 Coordination of Level of Service Standards

By 2015 the county will have an adopted formal mechanism for coordination of adopted comprehensive plan level-of-service standards with municipalities, adjacent counties, the region, and the state.

POLICY 2.1: On an annual basis, the county shall review revisions to the State Comprehensive Plan and the Strategic Regional Policy Plan and subsequently amend the Indian River County Comprehensive Plan, as needed.

POLICY 2.2: By 2011, the county shall compare its comprehensive plan level-of-service standards with the level of service standards adopted by the municipalities within the county and meet with municipal staff to discuss the possibility of developing countywide level-of-service standards.

POLICY 2.3: The county shall utilize its existing review and permitting process to coordinate level-of-service standards for public facilities and services with any state, regional and local entity having operational and maintenance responsibilities for such facilities and services within the county.

POLICY 2.4: The county utilities department shall approve potable water concurrency for new projects only when adequate water supplies and potable water facility capacity are available to accommodate new development project demand.

POLICY 2.5: The county shall not issue a building permit for any project that is served by the City of Vero Beach utilities department until the city notifies the county that adequate water supplies and potable water facility capacity are available.

POLICY 2.6: The county utilities department will participate with the SJRWMD in the development of the SJRWMD's Water Supply Assessment and District Water Supply Plan and other water supply development-related initiatives by reviewing and commenting on the SJRWMD's assessment reports and by implementing recommendations of the SJRWMD's water supply plan.

POLICY 2.7: Prior to 2011, the County will coordinate with the City of Vero Beach and the Town of Indian River Shores to prepare a financial analysis of options related to the possibility of consolidation of utility services. This analysis may consist of, but is not limited to: the possibility of the County serving utilities to the Town of Indian River Shores, currently served by the City of Vero Beach and the Unincorporated area of the South Barrier Island, currently served by the City of Vero Beach, full consolidation of the City of Vero Beach Utility with the Indian River Co. Utility or making no changes in the existing utility service areas. Based on the results of a financial analysis of the various service options, the Board of County Commissioners will consider implementing the results that show the best financial and operational benefits. The county shall also review its agreement with the City of Vero Beach for provision of electricity to portions of the unincorporated county to determine the best available option for the unincorporated county residents being currently served by the City.

OBJECTIVE 3 Impact of Development in Other Jurisdictions

By 2012, the county will have an established formal coordination mechanism with municipalities and adjacent counties to ensure that development in one jurisdiction does not adversely affect the adequacy of public facilities and services in other jurisdictions.

POLICY 3.1: The county shall maintain its concurrency management system to ensure the availability of public facilities and services needed to support development concurrent with the impact of such development in the unincorporated areas.

POLICY 3.2: By 2012, the county shall identify all facilities and services which can be affected by the plans and developments in other jurisdictions and monitor facility and service capacity through

multi-jurisdictional coordination.

POLICY 3.3: By 2012, the county shall enter into interlocal agreements with the municipalities within the county to exchange information and to coordinate the timing, location, and capacity of public facility improvements to ensure that required services will be available when needed and economically feasible.

POLICY 3.4: The county shall notify the Treasure Coast Regional Planning Council of development proposals likely to affect other local governments in the region.

POLICY 3.5: The county shall maintain the level of service standards set in various elements of the comprehensive plan and notify other local governments of the level-of-service standards.

POLICY 3.6: By 2012, the county shall enter into a formal coordination agreement with adjacent counties and the municipalities in Indian River County to identify joint planning areas (JPA) and to address the following areas:

- Improvement in communication between the county and various local, regional, and state agencies
- Identification of local and regional resources
- Identification of activities having extra-jurisdictional impact
- Identification of locally unwanted land uses
- Identification of expected impacts
- Notification of affected jurisdictions
- Development of measures to mitigate impacts
- Development of a process to resolve disputes

OBJECTIVE 4 **Coordination of Annexation Areas**

By 2020, the number of enclave areas in the county will be reduced by fifty percent (50%) compared to the 2008 number.

POLICY 4.1: The county shall continue to work with the municipalities within the county to develop and adopt an Interlocal Service Boundary Agreement (ISBA).

POLICY 4.2: The county, through coordination with municipalities within the county, shall ensure that future annexation will not create enclave areas.

POLICY 4.3: By 2010, the county shall identify and inventory parcels, owners, and existing uses of enclaves.

POLICY 4.4: By 2011, the county shall notify enclave landowners of annexation procedures and assist them in requesting annexation in appropriate municipalities.

POLICY 4.5: The county shall prepare an annual report on enclave annexation results.

OBJECTIVE 5 **Coordination with School Board**

Through the time horizon of the plan, the county, municipalities, and the school board shall maintain a formal agreement for sharing information, for coordinating plans and projects, for implementing school concurrency, for planning infrastructure improvements, for siting school facilities, and for co-locating facilities.

POLICY 5.1: The county's Land Development Regulations shall allow schools within all residential, commercial (excluding the heavy commercial district), planned development, and agricultural zoning districts. School sites within the agricultural zoning districts will be limited to mixed use projects and traditional neighborhood design projects or to school sites outside but contiguous to the Urban Service Area boundary.

POLICY 5.2: Within its residential districts, the county shall designate sufficient lands to accommodate the projected needs for schools.

POLICY 5.3: The county shall notify the school board of all proposed residential development projects as a part of the review process for school concurrency.

POLICY 5.4: The county and school board shall share data on a regular basis.

POLICY 5.5: The county shall obtain school board input on proposed sidewalk and road construction projects.

POLICY 5.6: The county and school board jointly will determine the consistency of proposed school sites and proposed school development projects with the comprehensive plan, as early in the design phase as possible.

POLICY 5.7: The county and school board will hold joint meetings as needed.

POLICY 5.8: The county and school board shall maintain and implement the 2008 Interlocal Agreement for Coordinated Planning and School Concurrency.

POLICY 5.9: The county shall review site plans for school development projects consistent with the development standards identified in Ch. 163, F.S., Ch. 1013 F.S., and the 2008 Interlocal Agreement for Coordinated planning and School Concurrency. Site plan review for school projects shall include but not be limited to:

- compatibility with the surrounding properties
- environmental concerns
- health, safety, and welfare concerns

With respect to compatibility, the following standards shall apply:

- Schools will be designed to minimize adverse traffic impacts on adjacent properties.
- Outside lighting will be designed to shield adjacent properties from school light sources.
- Play areas, athletic areas and other outside areas will be designed to limit noise impacts on

- adjacent properties.
- School buildings will be designed to complement the surrounding area in terms of height, bulk, landscaping, and architectural design.
- Vegetative buffers, open space areas, and setbacks may be used to mitigate potential compatibility problems.

OBJECTIVE 6 **Coordination of New Dredge Spoil Disposal Sites**

Through the time horizon of the plan, the county will maintain sufficient designated dredge spoil disposal sites.

POLICY 6.1: The county shall coordinate with the navigation and inlet districts and other appropriate state and federal agencies and the public in identifying dredge spoil disposal sites.

POLICY 6.2: The county shall utilize the dispute resolution process of the coastal resource interagency management committee to resolve conflicts between the county and public agencies seeking a dredge spoil disposal site.

PLAN IMPLEMENTATION

An important part of any plan is its implementation. Implementation involves execution of the plan's policies. It involves taking actions and achieving results.

For the Intergovernmental Coordination Element, implementation involves various activities. While some of these actions will be ongoing, others are activities that will be taken by certain points in time. For each policy in this element, Table 11.4 identifies the type of action required, the responsible entity for taking the action, the timing, and whether or not the policy necessitates a capital expenditure.

To implement the Intergovernmental Coordination Element, several different types of actions must be taken. These include: working toward establishment of countywide level of service standards, coordination with the state, regional and local entities, adoption of land development regulations and ordinances, execution of interlocal agreements, coordination, and preparation of studies and evaluation and monitoring reports.

Overall, plan implementation responsibility will rest with the planning department. Besides its responsibilities as identified in Table 11.5 the planning department has the additional responsibility of ensuring that other entities discharge their responsibilities. This will entail notifying other applicable departments of capital expenditures to be included in their budgets, notifying other departments and groups of actions that must be taken, and assisting other departments and agencies in their plan implementation responsibilities.

Table 11.4
INTERGOVERNMENTAL COORDINATION ELEMENT
IMPLEMENTATION MATRIX

POLICY #	TYPE OF ACTION	RESPONSIBILITY	TIMING	CAPITAL EXPENDITURE
1.1	Coordination	Planning Dept.	Ongoing	No
1.2	Coordination	Planning Dept./Municipalities	Ongoing	No
1.3	Interlocal Agreement	BCC/Municipalities	2012	No
1.4	TCRPC Mediation Procedure	BCC/Municipalities/adjacent counties	Ongoing	No
1.5	Coord. Of Comp Plan Elements	BCC/Municipalities/adjacent counties	Ongoing	No
1.6	Review of Comp Plan Amendments	Planning Dept.	Ongoing	No
1.7	Defining Intergov. Responsibilities	BCC/Planning Dept.	2012	No
1.8	Coord. Management or I.R. Lagoon	BCC/Planning Dept.	Ongoing	No
1.9	Coordination with the Fellsmere WCD RE: canal/road R-O-W	Public Works/ Planning/ BCC	2011	No
1.10	Joint meeting	BCC/Municipalities/Adjacent counties	BCC	No
1.11	Coordination with other local jurisdictions staffs to identify inconsistencies between jurisdictions' plans	Planning Dept.	2015	No
1.12	Prohibit the sale of conservation land by water management districts	BCC/State, Regional, and local agencies	On going	No
2.1	Consistency Review	Planning Dept.	Ongoing	No
2.2	Coordination of LOS	Planning Dept. / Municipalities	2011	No
2.3	Coordination	BCC/State, Regional, and local agencies	Ongoing	No
2.4	Concurrency only when capacity is available	Public Works/Other Utility Providers	Ongoing	No

POLICY #	TYPE OF ACTION	RESPONSIBILITY	TIMING	CAPITAL EXPENDITURE
2.5	No building permit when serviced by Vero Beach utilities until capacity is available	Public Works/Other Utility Providers	Ongoing	No
2.6	Coordinate with SJRWMD	Utility Department	Ongoing	No
2.7	Study	Utility Department	2012	No
3.1	Maintaining Con. Management System	Planning Dept.	Ongoing	No
3.2	Identifying Affected Facilities	Planning Dept./Munic./adjacent counties	2012	No
3.3	Interlocal Agreement	BCC/Municipalities	2012	No
3.4	Notifying the TCRPC	Planning Dept.	Ongoing	No
3.5	Maintaining Adopted LOS	Planning Dept./BCC	Ongoing	No
3.6	Formal Coord. Mechanism	BCC/Munic./Adjacent Counties	2012	No
4.1	Develop ISBA	BCC/Municipalities	2012	No
4.2	Prohibiting Creation of Enclaves	BCC/Municipalities	Ongoing	No
4.3	Identifying Enclave Properties	Planning Dept./Property Appraiser's Office	2010	No
4.4	Notifying Enclave Property Owners	Planning Dept.	2011	No
4.5	Preparing Annual Enclave Annexation Report	Planning Dept.	Ongoing	No
5.1	Permitting Schools in Res., Comm., & Agri. Districts	BCC/Planning Dept.	Ongoing	No
5.2	Designating Sufficient Land for School Sites	BCC/Planning Dept.	Ongoing	No
5.3	Notifying School Board of Dev. Projects	Planning Dept.	Ongoing	No
5.4	Share Data	BCC/School Board	Ongoing	No
5.5	School Board Input	BCC/School Board	Ongoing	No

POLICY #	TYPE OF ACTION	RESPONSIBILITY	TIMING	CAPITAL EXPENDITURE
5.6	Review School Site Plans for Consistency with the Comp Plan	Planning Dept./School Board	Ongoing	No
5.7	Joint Meeting	BCC/School Board	Ongoing	No
5.8	Maintaining ILA for Coordinated Planning and School Concurrency	BCC/School Board/local governments	Ongoing	No
5.9	Reviewing of School Board's Site Plans	BCC/School Board	Ongoing	No
6.1	Coordination	BCC/Navigation and Inlet Districts	Ongoing	No
6.2	Utilize the Coastal Resource Interagency Management Committee's Dispute Resolution	BCC/Others	Ongoing	No

BCC: Board of County Commissioners Munic: Municipalities

EVALUATION & MONITORING PROCEDURES

To be effective, a plan must not only provide a means for implementation; it must also provide a mechanism for assessing the plan's effectiveness. Generally a plan's effectiveness can be judged by the degree to which the plan's objectives have been met. Since objectives are structured, as much as possible, to be measurable and to have specific timeframes, the plan's objectives are the benchmarks used as a basis to evaluate the plan.

Table 11.5 identifies each of the objectives of the Intergovernmental Coordination Element. It also identifies the measures to be used to evaluate progress in achieving these objectives. Most of these criteria are measurable, such as utilizing existing coordination mechanisms to ensure compatibility of the county Comprehensive Plan with other entities' plans, existence of adopted coordination mechanisms in order to coordinate the adopted level of service with municipalities and adjacent counties, and others. Besides the measures, Table 11.5 also identifies timeframes associated with meeting the objectives.

The planning department staff will be responsible for monitoring and evaluating the Intergovernmental Coordination Element. This will involve collection of data and compilation of information regarding issues affected through intergovernmental coordination. This will be done on a regular basis.

While monitoring will occur on a continual basis, formal evaluation of the Intergovernmental Coordination Element will occur every five years in conjunction with the formal evaluation and appraisal of the entire comprehensive plan. Besides assessing progress, the evaluation and appraisal process will also be used to determine whether the Intergovernmental Coordination Element objectives should be modified or expanded. In this way the monitoring and evaluation of the Intergovernmental Coordination Element will not only provide a means of determining the degree of success of the plan's implementation; it will also provide a mechanism for evaluating needed changes to the plan element.

Table 11.5
 INTERGOVERNMENTAL COORDINATION ELEMENT
 EVALUATION MATRIX

OBJECTIVE #	MEASURE	TIMEFRAME
1	Number of inconsistencies between county comprehensive plan and other jurisdictions plans	Through the time horizon of the plan
2	Existence of adopted coordination mechanisms	2015
3	Existence of adopted formal coordination mechanisms	2012
4	Number of enclave properties	2020
5	Existence of a formal coordination process with school board	Through the time horizon of the plan
6	Existence of a coordination mechanism for designation of new dredge spoil disposal sites	Through the time horizon of the plan

Appendix A Permitting and project review programs

	Dredge and Fill	Water pollution Sources	National Pollution elimination services	Public drinking water systems	Private and public water systems	Well Drilling and Use	Solid and hazardous waste	Individual sewage disposal	Air quality	Power plant site certification	Coastal construction	Transfer of pollutants and oil spills	Oil and gas wells	Mined lands Remediation	State lands	Open burning	Historic protection	registration n of subdivided lands	Consumptive use of water	Management and storage of surface water	Water wells and aquifer recharge
Land and Water Development Activities																					
Air Pollution Sources									DEP												
Airports				DEP					DEP								DOS		WMD	WMD	
Amusement and Recreation Facilities				DEP					DEP								DOS		WMD	WMD	
Animal and Poultry confinement feeding facilities		DEP	DEP, EPA																		
Aquifer Recharge						DEP															WMD
Barricades & Fences in wetlands	COE DEP														DEP		DOS				
Beach Restoration	COE DEP										DEP				DEP		DOS				
Boat Basins	COE DEP														DEP		DOS				
Boat Ramps	COE DEP														DEP		DOS				
Boat Slips	COE DEP														DEP		DOS				
Breakwaters											DEP				DEP						
Bridges	DEP CR														DEP		DOS			WMD	
Bulkheads shoreline	DEP COE										DEP				DEP		DOS				
Burning open																DACS DEP					
cables, overhead	COE CG																				
Cables sebaceous	COE DEP														DEP		DOS				
Canals, Construction	COE DEP																DOS			WMD	
Canals, maintenance	COE DEP														DEP						
Canals, navigation	COE DEP														DEP						
Channels	COE DEP										DEP				DEP						
Clearing of land																DACS DEP					
Compactor							DEP													WMD	
Consumptive water use															DEP		DOS			WMD	
Construction wetlands	COE DEP										DEP				DEP		DOS				

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Land and Water Development Activities																					
Construction Coastline	COE																DOS			WMD	
Dams & Weirs	COE																DOS			WMD	
Deep Well Injection		DEP					DEP										DOS				WMD
Dikes	COE DEP																DOS			WMD	
Discharge of waste into surface / ground waters		DEP	EPA DEP				DEP														WMD
Ditches	COE																DOS			WMD	
Dock	COE DEP									DEP				DEP			DOS				
Drainage wells						DEP															WMD
Dredging wetlands	COE DEP													DEP			DOS			WMD	
Dredging for Burrow	COE DEP													DEP			DOS				
Dredging Channels & berths	COE DEP									DEP				DEP			DOS			WMD	
Dredging, rigs	COE DEP																				
Dredging, maintenance	COE DEP									DEP				DEP			DOS				
Dredging, spoil disposal	COE DEP													DEP			DOS				
Drilling						DEP							DEP	DEP					WMD		WMD
Electrical Power Plant	COE DEP	DEP	EPA DEP				DEP		DEP	DEP									WMD	WMD	
Electrical Transmission line	DEP								DEP								DOS				
Excavation, prehistoric and historic site	DEP																DOS				
Federally funded & assisted projects																	DOS				
Filling, Site Development	COE DEP										DEP									WMD	
Filling Wetlands	COE DEP													DEP						WMD	
Flood Control Works	COE DEP																			WMD	
Gages	COE DEP																				
Groins and jetties										DEP				DEP							
Highway construction									DEP								DOS			WMD	

Appendix A Permitting and project review programs

	Dredge and Fill	Water pollution Sources	National Pollution elimination services	Public drinking water systems	Private and public water systems	Well Drilling and Use	Solid and hazardous waste	Individual sewage disposal	Air quality	Power plant site certification	Coastal concretion	Transfer of pollutants and oil spills	Oil and gas wells	Mined lands Remediation	State lands	Open burning	Historic protection	registration n of subdivided lands	Consumptive use of water	Management and storage of surface water	Water wells and aquifer recharge
Land and Water Development Activities																					
Hospitals				DEP															WMD		
Houses					DC&F			DC&F									DOS				WMD
Household garbage site				DEP																	
Impoundments	COE DEP																DOS			WMD	
Incinerator							DEP		DEP							DEP					
Industrial air emissions									DEP												
Industrial discharge to surface water		DEP	EPA DEP																	WMD	
Industrial discharge to ground water		DEP				DEP														WMD	WMD
Industrial hazardous waste disposal							DEP														
Industrial plants and parks		DEP	EPA DEP	DEP			DEP		DEP										WMD	WMD	
Jetties	COE DEP									DEP				DEP			DOS				
Landfill		DEP					DEP		DEP											WMD	
Land sales																		DEP			
Land spreading							DEP														
Land clearing and burn burning																DEP DACs					
levees	COE DEP													DEP			DOS			WMD	
Maintenance dredging	COE DEP									DEP				DEP			DOS				
Mariculture	COE DEP													DEP							
Marinas	COE DEP									DEP				DEP			DOS			WMD	
Marine platforms	COE DEP													DEP							
Marine radrods	COE DEP																				
Mining operations	COE DEP	DEP	EPA DEP				DEP		DEP					DEP			DOS			WMD	
Mining phosphate ponds dams		DEP	EPA DEP				DEP							DEP			DOS			WMD	
Mining reclamation														DEP							
Mining in water and wetlands	COE DEP	DEP	EPA DEP											DEP	DEP		DOS			WMD	

Appendix A Permitting and project review programs

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Land and Water Development Activities																					
Mooring buoys and pilings	COE DEP														DEP						
Navigation aids	COE DEP																				
Navigation channels	COE DEP										DEP				DEP						
Office parks				DEP															WMD	WMD	
Oil and gas wells													DEP		DEP				WMD	WMD	
Oil and gas leases															DEP						
Oil and gas storage												DEP									
Open burning																DEP DACS					
Out fall pipes	COE DEP	DEP	EPA DEP								DEP				DEP						WMD
Parking lots		DEP							DEP												WMD
Petroleum storage									DEP			DEP									WMD
Phosphate ponds and dams		DEP	EPA DEP				DEP							DEP			DOS				WMD
Piers commercial	COE DEP										DEP				DEP		DOS				
Piers private	COE DEP										DEP										
Pipelines, subaqueous	COE DEP										DEP	DEP	DEP		DEP		DOS				
Port facilities	COE DEP			DEP					DEP		DEP	DEP			DEP		DOS				
Pollutant transfer facility	COE DEP											DEP	DEP		DEP						
Potable water reservoirs	COE DEP			DEP	DC&F										DEP		DOS				WMD
Power plant construction	COE DEP	DEP	EPA DEP	DEP			DEP		DEP	DEP	DEP				DEP		DOS		WMD	WMD	WMD
Power plant planning																					
Public water suppliers				DEP, EPA	DC&F	DEP														WMD	WMD
Pulverize							DEP														
Radroads				DEP													DOS				
Resource recovery							DEP														
Reefs, offshore artificial	COE DEP																DOS				

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Land and Water Development Activities																							
Residential development		DEP		DEP	DC&F			DEP									DOS	DBR	WMD		WMD		
Reservoirs	COE DEP																DOS				WMD		
Revetment	COE DEP							DEP							DEP								
Retaining wall	COE DEP																						
Rihaps								DEP				DEP											
Road construction									DEP								DOS				WMD		
Sanitary landfill		DEP	EPA DEP				DEP	DEP													WMD		
Schools				DEP	DC&F																WMD	WMD	
Septic tanks					DC&F																		
Sewage collection and transmission		DEP															DOS						
Sewage disposal	DEP	EPA DEP															DOS						
Sewage percolation and evaporation ponds		DEP	EPA DEP																				
Sewage plant construction		DEP	EPA DEP														DOS						
Sewage polishing ponds		DEP	EPA DEP																				
Shopping centers				DEP																	WMD	WMD	WMD
Shoreline protection	COE DEP										DEP				DEP		DOS						
Shredding baling plant							DEP																
Signs in water and wetlands	COE DEP														DEP								
Ski ramps	COE DEP																						
Spray irrigation		DEP	DEP																				
Stilt houses	COE DEP														DEP								
Stormwater control		DEP	DEP EPA																			WMD	
Stormwater disposal		DEP	DEP EPA																			WMD	
Storage of pollutants									DEP		DEP												
Subdivision of lands								DC&F														DBR	WMD

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Land and Water Development Activities																					
Transfer of pollutants												DEP	DEP		DOS						
Transfer station of solid waste						DEP															
Tunnels underwater	COE DEP														DOS DEP						
Use of state lands															DOS DEP						
Volume reduction plant						DEP															
Water consumptive use																			WMD		
Water supply system				DEP	DC&F										DOS				WMD		WMD
Water wells						DEP									DOS				WMD		WMD
Wells potable water supply				DEP															WMD		WMD
Wells disposable		DEP				DEP	DEP														WMD
Wells oil and gas													DEP		DEP		DOS		WMD		
Yard trash site							DEP		DEP												

- Department of Administration
 - Department of Agriculture, Consumer Services
 - Department of Business Regulation
 - Department of Environmental Protection
 - Department of Children and Families
 - Department of State
 - Department of Veterans Affairs
 - Public Service Commission
 - US Army Corp of Engineers
 - US Coast Guard
 - US Environmental Agency
 - Water Management District
- DOA
 - DACS
 - DBR
 - EPA
 - DC&F
 - DOS
 - DVCA
 - PSC
 - COE
 - CG
 - EPA
 - WMD

**APPENDIX B
EXISTING INTERGOVERNMENTAL COORDINATION
INDIAN RIVER COUNTY**

ENTITY	SUBJECT/ACTIVITY	EXISTING MECHANISM	NATURE OF RELATIONSHIP	OFFICE WITH PRIMARY RESPONSIBILITY	EFFECTIVENESS/ CHANGES
STATE AGENCIES:					
Fla. Dept. of Environmental Protection (DEP)	Manatee plan	Formal Agreement	-Financial -Administrative -Technical	BCC	Mutually beneficial
DEP	Sebastian Inlet Recreation District; beach erosion	Formal	Review, Comment, Coordinate	BCC/Sebastian inlet district	Adequate
DEP	Stormwater	Formal Procedure	-Administrative	DEP	Good, coordination between county, DEP & SJRWMD
Florida Department of Community Affairs (DCA)	Emergency Management Assistance	Formal Agreement	-Financial -Administrative	BCC	Beneficial
DCA/Florida Communities Trust (FCT)	Environmental lands acquisition cost-share	Formal Agreement	-Financial	BCC	Good
DCA	Comp plan and Comp plan amendments	Required per Florida Statutes	-Administrative	Both	Beneficial
DCA	Small Cities CDBG	Formal Application	-Financial -Administrative	DCA	Beneficial
DCA/Florida Housing Finance Agency (FHFA)	State Housing Initiatives Partnership Program (SHIP)	Formal Approval	-Financial	Both	Beneficial
Florida Department of Transportation (FDOT)	Financial assistance for community service	Formal Agreement	-Financial	BCC	Adequate
Florida Department of Transportation (FDOT)	Joint participation funds for development of MPO's long-range transportation plan	Formal Agreement	-Financial -Technical Support	DOT and IRC MPO	Very Helpful
FDOT	Right-of-way permit	Formal Agreement	-Administrative	DOT	Beneficial
FDOT	Stormwater	Review DOT plans	County must obtain permit	DOT	Extensive permit application
Fla. Dept of HRS	Annual funding contract for I.R.C. Health Dept.	Formal Agreement	-Financial	HRS	Beneficial
Fla. Dept. of Agriculture & Consumer Service	Wildfire Protection/ ecological burn assistance	Annual Contract (wildfire) Informal (ecological burns)	Professional Assistance	Joint	Beneficial
ADJACENT COUNTIES:					
Brevard & Orange Counties	Mutual Aid Pact	Formal Agreement	-Technical and emergency support	Joint	Adequate
Osceola County	Maintenance of Fellsmere	Formal Agreement	- Maintenance	Joint	Beneficial
Okeechobee County	Transfer of Prisoners	Formal Agreement	- Cooperation	Joint	Beneficial
St. Lucie County		Formal Agreement	-Coordination, conflict resolution	Joint	Beneficial
MUNICIPALITIES:					
All Municipalities	Comprehensive Plan Technical Advisory Committee	Informal	-Advisory -Comp plan related issues	IRC Planning Division	Effective Needs to be formalized

ENTITY	SUBJECT/ACTIVITY	EXISTING MECHANISM	NATURE OF RELATIONSHIP	OFFICE WITH PRIMARY RESPONSIBILITY	EFFECTIVENESS/ CHANGES
City of Vero Beach	Parks and Recreation Programs	Informal Agreement	-Financial -Administrative	IRC Public Works	Beneficial, productive Need to be more formalized
City of Vero Beach	Utility Provision	Formal Agreement	-Administrative	Joint	Beneficial
City of Vero Beach	Traffic (traffic light, impact fee)	Formal Agreement	-Administrative	Joint	Beneficial
City of Vero Beach	Annexation	Formal Agreement	-Administrative	Joint	Beneficial
City of Vero Beach	Jail Site	Formal Agreement	-Administrative	Joint	Effective
City of Sebastian	Utility Provision	Formal Agreement	-Administrative	IRC Utilities Dept.	Beneficial
City of Sebastian	Collection of Impact Fees	Formal Agreement	-Administrative	Sebastian	Beneficial
Town of Indian River Shores	Collection of Impact Fees	Formal Agreement	-Administrative	Town of IR Shores	Beneficial
City of Fellsmere	Collection of Impact Fees	Informal	-Financial -Administrative	Planning IRC Utilities	Adequate
	Utility provision	Formal Agreement	-Administrative	City of Fellsmere	City of Fellsmere stopped collecting. Great need or coordination
Town of Orchid	Utility provision Collection of impact fees	Formal Agreement	-Administrative	Town of Orchid	Beneficial
	Stormwater - Delineation of watersheds inventory	All Municipalities	-Review, Comment, Coordinate	Joint	Need more formal coordination
OTHER ENTITIES:					
SJRWMD	St. Johns Marsh Upper River Basin	County Advises	-Review, Comment	Planning/Public Works	Good
	Grant fund, for investigation of pollution sources and enforcement of pollution laws affecting IR Lagoon	Formal Agreement	-Financial	Joint	Beneficial
	Swim Plan	Formal	-Regular report -Financial	SJRWMD	Beneficial
	Stormwater Environmental lands acquisition/management partnership	Committee meeting Multi-party agreement	-Administrative (permitting) -Financial -Administrative -Coordination	SJRWMD Both	Good Mutually beneficial
U.S. Dept. of Agriculture Soil Conservation Service	Soil Survey Digitizing Map	Formal Agreement	-Financial -Technical	Soil Conservation Service	Beneficial
Marine Resource Council	Stormwater, IRL watershed protection/ enhancement	Workshops/Committee meeting	-Advisory -Coordination	MRC	Good
Drainage Districts	Stormwater	Informal meetings Districts are responsible for the primary system. County is responsible for the secondary system	-Development Review	Drainage District	Good