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**CHAPTER 9**  
**INTERGOVERNMENTAL COORDINATION**  
**DATA, INVENTORY, AND ANALYSIS**

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13 **IX-1 PURPOSE**

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16 It is the purpose of the Intergovernmental Coordination Element to identify and resolve  
17 incompatible goals, objectives, policies, and development proposed in local government  
18 comprehensive plans as well as to determine and respond to the needs for coordination  
19 processes and procedures with adjacent local governments, and regional and state agencies.  
20 Intergovernmental coordination shall be utilized to the extent required to carry out the  
21 provisions of this chapter.

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24 **IX-2. PERSPECTIVE**

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26 The City of Lake Helen shares a common boundary with the City of Deland on the northwest  
27 side of the city. The second closest city is Deltona which is located approximately one quarter  
28 (1/4) mile to the southeast of the city. Orange City is located to the southwest approximately  
29 two (2) miles from the City of Lake Helen. The area of concern includes the cities of Deland,  
30 Deltona and Orange City, Volusia County and those regional and state agencies having a  
31 responsibility that impacts upon the operation of the local government.

32  
33 The county land area to the east of the city is only marginally suited for development due to the  
34 numerous wetlands within the area. The land area immediately south of the city is classified  
35 as Rural Community by Volusia County and contains the unincorporated community of  
36 Cassadaga. The land area to the west of the city includes the City of Deland and  
37 unincorporated Volusia County. . To the north of the city lies the West Volusia Campus of  
38 Daytona State College and rural land areas.

39  
40 The regional agencies having a responsibility within the area are the St. Johns River Water  
41 Management District and the East Central Florida Regional Planning Council.

42 **IX-3. INVENTORY**

43  
44 A listing of all public and quasi-public entities with which the city must coordinate is shown in  
45 Table 9-1. The extent to which this coordinative effort must be exercised is dictated by the  
46 nature and scope of the subject matter. The relationship of the city to these entities is  
47 discussed in the analysis which follows.

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50 **Table 9-1: Inventory of Existing Governmental Agencies**

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<u>AGENCY</u>	<u>ABBREVIATION</u>
<u>PRIMARY</u>	

<b><u>LOCAL</u></b>	
Volusia County	VC
Volusia Growth Management Commission	VGMC
River to Sea Transportation Planning Organization	TPO
Volusia County School Board	VCSB
City of Deland	Deland
City of Deltona	Deltona
<b><u>SECONDARY</u></b>	
<b><u>FEDERAL</u></b>	
Environmental Protection Agency	EPA
Housing and Urban Development	HUD
Federal Transit Administration	FTA
Federal Emergency Management Administration	FEMA
Federal Aviation Administration	FAA
Army Corps of Engineers	ACOE
Fish and Wildlife Service	FFWS
U.S. Bureau of the Census	USBC
<b><u>STATE OF FLORIDA</u></b>	
Florida Department of Transportation	FDOT
Florida Department of Economic Opportunity	FDEO
Florida Department of Environmental Protection	FDEP
Florida Department of Children and Families	FDCF
Florida Department of Agriculture and Consumer Services	FDACS
Florida Department of State	FDOS
Florida Fish and Wildlife Conservation Commission	FFWCC
East Central Florida Regional Planning Council	ECFRPC
<b><u>SPECIAL DISTRICTS</u></b>	
St. Johns River Water Management Districts	SJRWMD
<b><u>UTILITIES</u></b>	
Sprint	Sprint
Century Link	Century Link
Vonage	Vonage
BrightHouse	Brighthouse
Duke Energy	Duke Energy
Waste Pro	Waste Pro
City of Lake Helen Water Service	CLHWS

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A. Volusia County

56 As indicated at Table 9-1 the County of Volusia represents a principal coordinating level for the  
57 City of Lake Helen. Virtually every aspect of the comprehensive land use plan requires  
58 some degree of coordination with some element of the county. The basic coordinative  
59 effort pertains to land use. The county's Land Development Code delineates policies and  
60 procedures pertaining to all aspects of land development. Likewise, the county's "Minimum  
61 Standards for Environmental Protection" ordinance provides necessary guidelines and  
62 measures to supplement the Land Development Code ordinance. This greatly facilitates the  
63 coordinating process. Coordination is effected through normal staff relationships between  
64 the respective local governments as well as between their local planning agencies.

65

#### 66 B. Volusia Growth Management Commission

67

68 In 1986 the voters of Volusia County approved a change to the county charter which  
69 established a growth management commission. The purpose of this commission is to ensure  
70 that land use plans developed by each local government meet the requirement for consistency  
71 as specified by Chapter 163 F.S. This represents a major change to the process of  
72 comprehensive land use plan development. The scope of this organization pertains to each and  
73 every aspect of comprehensive planning. The membership of the commission includes a  
74 representative from each municipality within the county, the County of Volusia, the Volusia  
75 School District, The St Johns River Water Management District, the regional planning council  
76 and the private sector.

77

78 The basic purpose of the Volusia Growth Management Commission is to ensure that planning  
79 be accomplished in a consistent manner. To this end comprehensive land use plans, plan  
80 amendments and plan changes must be submitted to that commission as well as to each entity  
81 within the county or region that has an inherent responsibility. A cover letter to these  
82 submitted explains the nature of the proposed action. The Volusia Growth Management  
83 Commission subsequently conducts a public hearing on the proposed action. This affords an  
84 opportunity for each local government or entity which provides public services to the area  
85 affected by the plan to comment upon the content of the proposed action. The Volusia Growth  
86 Management Commission staff also reviews the proposed action and provides comments  
87 thereto at the public hearing. At the end of the public hearing a vote is taken of the  
88 members to determine if a "Certificate of Consistency" is to be issued for the proposed action.  
89 If the certificate is denied then the proposed action is returned to the submitting agency with  
90 comments as to why the certificate was denied. The submitting agency has the option of  
91 pursuing the matter through legal channels or it can effect the indicated change(s) necessary to  
92 make the proposed action meet the test of consistency. It should be noted that the actions of  
93 the Volusia Growth Management Commission are entirely separate from those specified by  
94 Chapter 163 Florida Statutes. A proposed action might be submitted concurrently to the  
95 Department of Economic Opportunity and to the Volusia Growth Management Commission. It  
96 is indeed possible that the proposed action could be approved by the Department of

97 Economic Opportunity and denied by the Volusia Growth Management Commission. Under  
98 no circumstance is the proposed action effective until it has been issued a Certificate of  
99 Consistency by the Volusia Growth Management Commission.

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103 C. River to Sea Transportation Planning Organization (TPO).

104

105 Prior to October, 1988 the City of Lake Helen was not a member of any traffic planning  
106 organization. The 1988 Florida Legislature authorized a change in the scope and membership of  
107 the TPO serving Volusia County. The current TPO includes all of the county. Although the city  
108 does not have a member representative on the TPO the views and interests of the city are  
109 made known through coordination of these needs with the representative for this area. This  
110 facilitates coordination of transportation needs through a county-wide organization.

111

112 D. East Central Florida Regional Planning Council

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115 The East Central Florida Regional Planning Council (ECFRPC) conducts planning functions in a six  
116 county area in east central Florida. The City of Lake Helen, which is within Volusia County, is a  
117 member of the Regional Planning Council. The Regional Planning Council's central planning  
118 function is the implementation of the Comprehensive Regional Policy Plan pursuant to Chapter  
119 187, Florida Statutes. The policy plan is used to achieve regional goals, objectives, and policies.  
120 All local government comprehensive plans are required to be consistent with the regional policy  
121 plan. When reviewing the local plan, the regional planning council must apply the regional  
122 policy plan as a whole and not any particular policy.

123

124

125 E. St. Johns River Water Management District (SJRWMD)

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128 The SJRWMD is a multi-county agency responsible for the use and management of the water  
129 resources in Volusia County. The district does have regulatory authority over the use of land  
130 and requires administrative review of permits for development proposals pursuant to Chapter  
131 373, Florida Statutes. Within Chapter 373, Florida Statutes are Parts II, III, and IV that entail the  
132 permitting of the consumptive use of water (CUPs), regulation of wells, and management and  
133 storage of surface water. Portions of the Florida Administrative Code implement these laws.  
134 The type of development proposal dictates the type of permit that will be needed.

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136 The SJRWMD's main office is in Palatka with a service center in Maitland and permitting within  
137 Volusia County and Lake Helen is administered from that office.

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F. Duke Energy

The City of Lake Helen relies upon Duke Energy to satisfy the electric utility needs of the city and its residents. As such there is a need to coordinate all future land use with that entity. This coordination is effected through normal staff functions for day-to-day operations. Long range plans such as future land uses are coordinated by the local planning agency.

G. Century Link

Telephone service is provided by the Century Link. Coordination of day-to-day tasks are through normal staff relationships. Long range planning is coordinated by the local planning agency.

H. Department of Economic Opportunity

The Florida Department of Economic Opportunity provides community technical assistance in several areas related to community planning. These substantive areas include housing, energy conservation, housing assistance, community development, resource planning and management, community services, disaster preparedness, land and water management, public safety, and disaster recovery. The DEO does not have regulatory authority over the use of the land although it does have appeal powers to the Governor and Cabinet. The DEO authority has been broadened in its review of comprehensive plans through the compliance process. This same authority is also involved in the Development of Regional Impact (DRI) review process.

The City Administrator or designee is the principal liaison for the City in community planning matters. The DEO and the City coordinate in the area of community planning. This has been through the Local Government Comprehensive Planning Act in 1975 and its subsequent revision in 1985. Chapter 163, Florida Statutes is known as the Local Government Comprehensive Planning and Land Development Regulation Act, which mandates that all counties and incorporated municipalities prepare a comprehensive plan and implement development regulations. The DEO also has statutory duties through Chapter 380, Florida Statutes to administer the DRI review process. No DRI development orders have ever been issued within the City limits.

I. Florida Department of Transportation

179 The Florida Department of Transportation (FDOT) has responsibility for managing all state and  
180 federal roads within the state of Florida. FDOT develops five-year road programs and  
181 coordinates the design, construction, and maintenance for all of Florida's highway systems.  
182 The extent of coordination required is limited to problems associated with that portion of  
183 Interstate 4 which is located within the corporate boundaries of the city. This coordinative  
184 effort is facilitated through contact with the District Office of the Florida Department of  
185 Transportation located in Deland, and the FDOT office located in Orlando.

186

187 J. Health and Rehabilitative Services

188

189 The Department of Health and the City coordinate with several mechanisms. The most relevant  
190 to planning is the Health Department's issuance of septic tank permits. The County Health  
191 Department is not a County agency, but rather enforces state requirements for septic tanks and  
192 public and private water systems that are not covered by the Florida Safe Drinking Water Act  
193 (Section 403.850 F.S.). The County Health Department is involved as a step in the City's building  
194 permit process because a septic tank permit must be issued before the issuance of a building  
195 permit. The coordination mechanism has worked well as the Health Department has  
196 steadfastly enforced the code and the building permit process has not been impaired.

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200 K. Agriculture and Consumer Services.

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203 Requirements for coordination with the Agriculture and Consumer Services Agency are minimal  
204 but essential. This requirement is met by the posting of notifications which delineate the areas  
205 of concern and the method to be utilized for problem resolution. The office of the City  
206 Administrator or designee implements this effort.

207

208 L. Department of Environmental Protection

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210 The Florida Department of Environmental Protection (FDEP) protects Florida's land, water, and air  
211 resources. It is the lead agency in state government for environmental management and  
212 stewardship. The FDEP is divided into three primary areas: Regulatory Programs, Land and  
213 Recreation, and Planning and Management. In order to successfully fulfill their duties, the FDEP  
214 regulates industrial waste, hazardous waste, air pollution emissions, potable water  
215 treatment, solid waste disposal, sanitary sewage treatment, monitoring of wetlands during  
216 development, and the protection of environmentally sensitive areas. The FDEP issues permits  
217 on sewage systems greater than 5,000 gallons and also requires design approval on water  
218 systems serving populations greater than 25 employees. The City is within the Central District  
219 of the FDEP, whose district office is in Orlando.

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Federal Agencies

Three federal agencies do not have formal coordination with the City of Lake Helen; they are the Army Corps of Engineers, Fish and Wildlife Service, and the Federal Transit Administration. Lake Helen coordinates with the Federal Emergency Management Administration (FEMA); this coordination is achieved through the City's flood ordinance. The City does informally coordinate with the other federal agencies at infrequent times.

N. Soil Conservation Service

The Soil Conservation Service (SCS) provides valuable data pertaining to the soils and natural resources within the city. This greatly facilitates accessibility to the relevant data files maintained by the SCS. This is of particular importance to the city due to the fragile nature of soils and an abundance of natural resources. Coordination is by consultation between the city staff and the staff of the SCS office located in Deland.

O. Volusia County School Board

The quality and location of area schools plays an important role in developing and maintaining a desirable quality of life within the community. There are two schools within the city, Volusia Pines Elementary (PreK -5<sup>th</sup> grade) and Ivy Hawn Charter School (K – 8<sup>th</sup> grade) . Those students in the higher levels are transported by public school buses to their respective schools.

Coordination with the Volusia County School Board follows two channels. Facility planning functions are coordinated by the local planning agency. Operational input is provided through PTA meetings and by the city commission and city staff as appropriate.

P. Florida Department of State, Division of Historical Resources

There are many structures within the City of Lake Helen that were constructed prior to 1940. The City coordinates on issues regarding sites that are or may be of archaeological or historical significance. .

Q. Florida Highway Patrol (FHP)



260 The Florida Highway Patrol is responsible for enforcing the traffic law of the State of Florida,  
261 providing information to the public, responding to inquiries from the statewide news media,  
262 conducting traffic safety programs for schools, churches, civic groups, military personnel, and other  
263 interested parties, and managing various highway safety grants received from the Florida  
264 Department of Transportation's State Safety Office.

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#### 267 **IX-4. ANALYSIS**

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##### 269 A. Effectiveness of Existing Coordination Mechanisms

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271 The City of Lake Helen is a signatory of an interlocal or intergovernmental agreement between  
272 Volusia County, Volusia County School Board and other municipalities within Volusia County.  
273 The City will keep the Volusia County School Board advised as to new developments and  
274 development patterns to aid in the planning of school expansions and new schools. Similarly,  
275 the School Board will keep the city informed of their plans and needs for new facilities and  
276 sites.

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280 The Volusia Growth Management Commission is an innovative approach to effecting  
281 coordination of planning. As stated earlier, the primary purpose of this commission is to ensure  
282 consistency between the various comprehensive land use plans. The City of Lake Helen is  
283 represented on this commission.

284 There are no significant obstacles to effective coordination with those agencies that are at the  
285 regional, state and federal levels.

286

287 There are no problems with coordination of utility services.

288

##### 289 B. Problems and Needs

290

291 (1). Land Use. Development in adjacent municipalities and unincorporated areas must be  
292 monitored to assure that future development does not have a negative impact on the city.  
293 Coordination through the Volusia County Growth Management Commission should be  
294 maintained.

295 (2). Transportation Element. Traffic circulation plays a vital role in growth management.  
296 Development in adjacent unincorporated areas and in the cities of Deland, Deltona and Orange  
297 City must be monitored to assure that future development does not cause the level of service  
298 on roads in Lake Helen to degrade below the minimum standards. Such awareness will require  
299 coordination in the concurrency management system prepared by each government, as well as  
300 the exchange of information pertaining to the status of available capacities on roadways and

301 other facilities. Funding from the County's road impact fee program would also be available.  
302 Road impact fees are collected by the County at or prior to the issuance of building or  
303 development permits.

304 .

305  
306 (3). Sanitary Sewer. The City of Lake Helen does not have a central wastewater  
307 collection, transmission and treatment capability. In this respect it resembles much of the  
308 unincorporated area which surrounds the city. The cost of constructing and operating such a  
309 facility is too much to be borne by a small city. The City of Lake Helen has considered the  
310 construction of a local wastewater collection, transmission and treatment facility and has  
311 consistently rejected that option. The use of septic tank systems is considered to be adequate.

312

### 313 C. Comparison of Anticipated Growth with Regional Policy Plan

314

315 Anticipated growth and development within the City of Lake Helen should follow the existing  
316 pattern of single-family residential and commercial developments. This is in agreement with  
317 the regional policy plan for the area. Although suitable land is available to accommodate  
318 development which would be subject to review by the regional planning council such a  
319 development is highly unlikely for a variety of reasons. First, it is doubtful if a market exists for  
320 any large-scale development given the location of the city. Second, there are constraints  
321 imposed by the lack of adequate infrastructure to support a large-scale development. Finally, it  
322 is more economical to develop in the unincorporated county area. These factors mitigate  
323 against major development within the city. Consequently, there is little need for additional  
324 planning coordination between the regional planning council and the City of Lake Helen.

325

### 326 D. Areas of Critical Concern

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328 There is no area of critical concern located within the city.

329

330