# **1999 ANNUAL REPORT**



Northeast Florida Regional Planning Council Bringing Communities Together

### CONTENTS

3	Chair's Message
	Bringing Communities Together
4	Planning
	A Vision for Growth
8	Transportation
	The Road to Mobility
11	Economics
	Regional Initiatives
14	Services
	Meeting Human Needs
18	Emergencies
	Prepared for Disasters
20	Environment
	Our Natural Resources
23	Information
	Value Added Service
26	Finances
	Operating Responsibly
Inside	Board/Staff/
Back	Organizations
Cover	

### **THE REGION**

The Northeast Florida Regional Planning Council, formed in 1977, serves Regional District 4, comprised of seven counties (Baker, Clay, Duval, Flagler, Nassau, Putnam, and St. Johns) and 27 municipalities. The region's land area covers 4,428 square miles and the population surpasses 1.1 million. A 35-member board—2/3 local government elected officials and 1/3 gubernatorial appointees—governs the Council.

### **MISSION**

As a dynamic network of local governance, the Northeast Florida Regional Planning Council provides visionary leadership and coordination between counties and governmental agencies to preserve and enhance the quality of Northeast Florida's natural, man-made, economic, and social environment.



# Bringing Communities Together

Where do we want to go tomorrow? Growth and development in Northeast Florida are on a fast track with no end in sight. County boundaries are blurring as people cross them to live, work, and play. Transportation and economic competitiveness are no longer single-county issues. The change and growth occurring in our region is, of course, a challenge, but it is also a great opportunity.



Harry Waldron Chairman 1998-1999

### Where Do We Want To Go?

Taking advantage of that opportunity requires a willingness on the part of local governments to think regionally to ensure a high quality of life, strong economy, and healthy environment for our fellow citizens.

Since its beginning in 1977, the Council has sought to bring communities together to foster communication and collaboration. The Jacksonville Community Council added its support to this all-important effort when it chose "Improving Regional Cooperation" as its annual study topic last year.

Perhaps the Council's most important activity last year was initiating a dialogue with 134 of the region's growth management stakeholders to provide a Northeast Florida perspective on this important issue to state officials, who are considering changes to Florida's Growth Management Act.

As you peruse this annual report, I hope you see it not as a record of the past but as a call to respond boldly to the future through enlightened regionalism. It is an exciting time to be involved in growth management and planning. And I am confident the Council will continue and expand its leadership in this area under the guiding hand of 1999-2000 Chair Alberta Hipps. Ø

# Planning A Vision for **Growth**

As a representative of local governance in seven counties and 27 municipalities, the Council plays a central role in the region's strategic and comprehensive planning. Its governing board of elected officials and gubernatorial appointees representative of the area is in a unique position to provide regional leadership to growth management and quality of life issues.

### HIGHLIGHT

The Council initiated a series of meetings with 134 of the region's stakeholders to discuss growth management issues.

# **Regional Perspective on Growth**

S trategic Directions: Northeast Florida's Strategic Regional Policy Plan, which was adopted by the Council Board in 1997, guides Council activities in bringing communities together to meet the challenges and opportunities of growth and development.

When the state announced it was considering sweeping changes to its growth management system, the Council organized a series of forums to provide state officials with a Northeast Florida perspective. The Council convened 134 of the region's growth management stakeholders in seven meetings last Spring. Representation ranged from government agencies and elected officials to private citizens and developers to environmental and economic interests.

Participants discussed problems in the current system and roles appropriate to the state, region, local government, and private citizens. Among topics considered were concurrency, land use availability vs. demand, urban sprawl, planning vs. regulation, intergovernmental coordination, sustainable communities, thresholds, pipelining, and existing DRI special features.

### Planning

Participants developed a final report that was forwarded to the Department of Community Affairs (DCA). Consensus statements reached:

1. Educate players on growth management. (Unanimous)

2. Promote incentives and acquisition for environmental protection. (Unanimous)

3. Add flexibility to transportation concurrency or replace with a transportation planning system that provides efficient and effective mobility.

4. Simplify comprehensive plans, rules and regulations without loss of protection.

5. Comprehensive plans should defer to Permitting for environmental protection.

6. Comprehensive evaluation process should look at complete set of measures of effectiveness that are weighted on community values to achieve a balance of impact and benefits.

### Comprehensive Planning

Reviewing local government comprehensive plans and plan amendments for consistency with the policies of regional (i.e., *Strategic Directions*) and state plans is a primary statutory responsibility of the Council.

During fiscal year 1998-99, the Council reviewed 57 small-scale amendments, 16 transmitted semiannual amendments, and 11 adopted semi-annual amendments. These reviews included four EARbased (Evaluation and Appraisal Reports) amendments. The Board's recommendations along with staff's report for each amendment were forwarded to DCA for review.

In addition, staff assisted local governments in developing comprehensive plan amendments, and provided guidance and data in preparing EARs, which are required by the state for adopted comprehensive plans.

Among the other comprehensive plan activities:

Conducted scoping meetings on the Clay County Branan Field Sector Plan prepared pursuant to optional sector plan provisions of Section 163.3245, F.S. The Board voted unanimously to recommend the plan to DCA.

▶ Undertook countywide environmental lands assessment for Putnam County, identifying and mapping environmentally sensitive lands, developing policies for their long-term protection, and preparing a related Comprehensive Plan Amendment.

Prepared Baker County sector plan addressing area north of Macclenny and Glen St. Mary.

Assisted Crescent City and Interlachen with Comprehensive Plan Amendments.

Developed five ordinances relating to Land Development Regulations for Glen St. Mary.

Prepared school siting

criteria for Baker and Putnam counties' Comprehensive Plans to meet state criteria.

### **Technical Assistance**

One of the most valuable resources offered by the Council is technical assistance. Last year that assistance ranged from mapping to data analysis to grant writing and administration.

Asset Mapping. Working with the City of Jacksonville and the Department of Children and Families, the GIS (Geographic Information System) department completed a pilot asset-mapping project that mapped community assets (social services) in two Jacksonville zip codes. Team Jax, a committee formed to analyze community resources in Jacksonville's Intensive Care and Community Partnership Neighborhoods, is using the information to identify duplications and future needs.

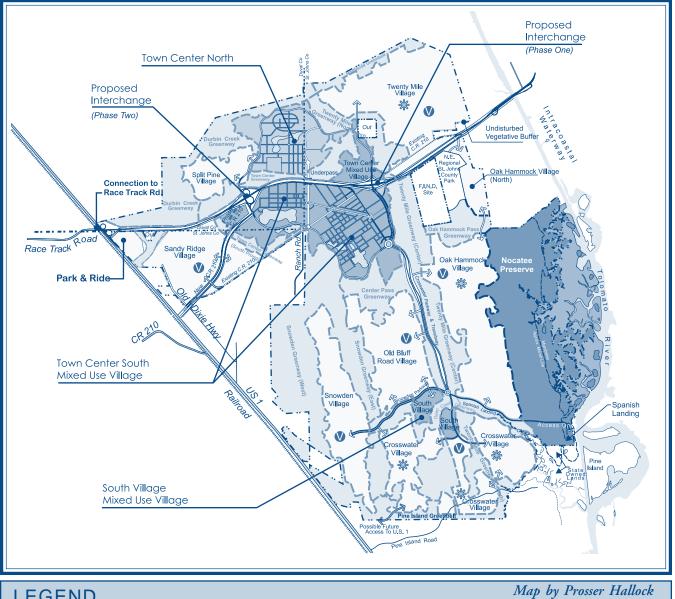
Telecommunications Grant. Staff prepared a federal Telecommunications and Information Infrastructure Assistance Program grant to enhance Putnam County's communications system for emergency management.

Sign and Tower Ordinance. Staff also developed a Sign and Communication Tower Ordinance for Interlachen.

Labor Report. An analysis report prepared for Nassau County's Economic Development

## Planning





### LEGEND \* Golf Courses Permitted

Greenways

**Nocatee Preserve** 

Village Center

Board on labor migration from Nassau into Duval County will be used for EAR-based amendments looking at land-use opportunities for increased growth in the commercial, office, and industrial sectors.

**Zoning.** Staff prepared two zoning applications for Baker

County industrial parks, drafted revisions to zoning ordinances for Pomona Park and Crescent City, and created two zoning districts for Interlachen.

**CDBG Grants.** The Council continued to administer the second phase of a \$750,000 CDBG (Community Development Block Grant) for potable water service to 61 homes in East Palatka. The Council prepared both the first and second phase grant applications. And Nassau County's commissioners asked the Council to help manage CDBG funds for a community center in American Beach.

### Planning

### Developments of Regional Impact

Since 1977, the state has charged the Council with coordinating the review of Developments of Regional Impact that could impact on the health, safety, or welfare of citizens in more than one county. The DRI process ensures that growth remains consistent with the region's strategic plan.

During fiscal year 1998-99, pre-application conferences were held for four proposed developments: 4 Nocatee DRI (in Duval/St. Johns counties). The 25-year, 16,000-acre project applies new community principles of a Town Center and Village Center surrounded by pods of neighborhood communities. Total proposed development includes 14,000 residential units, 650 hotel rooms, 1,000,000 square feet of retail, 4,118,000 square feet of office, and 250,000 square feet of light industrial.

# **IC&R APPLICATIONS BY COUNTY**

1. Eastbourne & Westbourne (in northwest St. Johns County). Westbourne would consist of 1,800 dwelling units and 100,000 square feet of retail. Eastbourne proposes 2,500 dwelling units, 300,000 square feet of retail, 100,000 square feet of office, and 150 beds of assisted living facilities.

2. Riverton (in northwest St. Johns County). This DRI includes 7,500 dwelling units, 500,000 square feet of office.

3. Bartram Park DRI (primarily in Jacksonville along Duval/St. Johns county lines). The multi-use community calls for 2,577 singlefamily dwelling units, 3,435 multifamily units, 1,173,000 square feet of commercial, 4,700,000 square feet of office, and 850 hotel rooms with proposed build out in 2015.

County Number Amounts Multi 3 \$4,249,580 Baker 3 504,290 Clay 8 546,979 Duval 29 99,942,344 Flagler 9 1,018,313 4 11,257,078 Nassau 14 Putnam 7,128,561 St. Johns 18 9,159,929 Statewide 28 7,995,561 TOTAL 116 \$141,802,635

In other DRI activity, staff

Worked with the applicant and reviewing agencies in resolving the amendments to the Argyle Forest DRI Development Order,

Reviewed changes to other existing DRIs, including Freedom Commerce Center (Clay/Duval Counties), the Avenues Mall (Duval County), and Fleming Island (Clay County), and

Continued its review of the Bulow Plantation DRI in Flagler County and the Jacksonville International Airport Substantial Deviation DRI.

### **IC&R Process**

Through the Intergovernmental Coordination and Review process, the Council acts as a clearinghouse for all regional project applications for federal assistance. During 1998-99, the Council reviewed and approved for funding consideration 116 applications. Funding requests totaled nearly

\$142 million.

### Dispute Resolution

While there were no formal requests for the Council's Regional Dispute Resolution Process, staff worked with the following groups to resolve conflicts:

► The Argyle Forest DRI applicant and reviewing agencies resolved

differences that resulted in an amendment to the Development Order and substantial transportation improvements.

Planning directors of St. Johns County and the City of St. Augustine continue to meet and dialogue about recent annexations within the city.

Citizens Group dropped its challenge to a Comprehensive Plan Amendment after meeting with Jacksonville officials and resolving the issue. *"Americans will put up with anything provided it doesn't block traffic."* Arnold Bennett

# Transportation The Road to **Mobility**

he population of Northeast Florida continues to grow; workers commute across county lines for employment opportunities; the expanded geographic development strains existing infrastructure. Regional mobility and quality of life are intertwined issues that mandate planning on a multi-jurisdictional level, a fact recognized in the Strategic Regional Policy Plan, adopted by the board in 1997.

# HIGHLIGHT

Bike Ways of Northeast Florida, a four-map series of bike facilities in the seven-county region, were pubslihed.

### **Northeast Florida FIRST**

Recognizing the need to coordinate transportation planning and programming in the entire region, the Council formed Northeast Florida FIRST in 1998 as a "Forum for Improving Regional and State Transportation."

During the past year, FIRST, which also serves as the Council's transportation planning committee, met with the Florida Department of Transportation (DOT), Jacksonville Urbanized Area Metropolitan Planning Organization (MPO), Jacksonville Port Authority, and Jacksonville Transportation Authority to seek innovative solutions to regional transportation issues.

Among topics discussed:

Regional transportation funding, and options available to local governments.

Provision of mass transit to St. Johns County as part of a regional mass transit system.

I-95 rule variance and construction of a parallel facility in St. Johns County.

Jacksonville International Airport's expansion plan.

Northeast Florida FIRST also:

Continued meetings initiated in 1998 between St. Johns County and Jacksonville to explore mutual transportation issues.

► Hosted meetings with DOT, MPO, Clay County and St. Johns County to discuss potential future roadway alignments in the region, including an additional bridge over the St. Johns River.

Assisted St. Johns County in holding the second annual Regional Summit, which focused on regional transportation, at World Golf Village in May. Keynote speaker was Florida Department of Community Affairs Secretary Steven Seibert.

In addition, staff served as a member of the MPO Technical Coordinating Committee, and as an ex-officio member of the Clay County Transit Committee.

### **Traffic Studies**

Under an ongoing agreement with Clay County, the Council reviewed 13 traffic studies to meet concurrency requirements for the county, bringing to 83 the total studies reviewed and prepared since the advent of the contract in 1992.

Staff is also developing the Transportation Element of EARbased amendments for St. Johns County's Comprehensive Plan.

### **Bike Ways Maps**

A series of four maps of existing bicycle facilities in Northeast Florida were published in September 1999. The free maps are available at bicycle shops, visitor centers, chambers, libraries, and Florida welcome centers. Developed with funding from the Florida Department of Transportation, District 2, the maps identify off-road trails, designated bike lanes, cycling club routes, and rails-to-trails. Also included are safety tips and Florida bicycle laws.

### **TD Program**

1999 marked the 20<sup>th</sup> anniversary of the Transportation Disadvantaged (TD) Program, which provides transportation services to individuals "who because of physical or mental disability, income status, or age are unable to transport them-

selves or to purchase transportation and are dependent upon others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities." 1999 also marked the 10<sup>th</sup> anniversary of the Florida Commission for the Transportation Disadvantaged, which oversees the statewide program.

### Transportation

The Regional Planning Council serves as the Designated Official Planning Agency for the TD program in six of the region's seven counties—Baker, Clay, Flagler, Nassau, Putnam, and St. Johns where an estimated 41,231 "transportation disadvantaged persons reside. It is responsible for recommending local community transportation coordinators to the TD commission, performing annual coordinator evaluations, and appointing and staffing local coordinating boards.

Highlights for 1998-99:

**Trips.** The program furnished 548,291 one-way passenger trips, an increase of 9.5 percent over the previous year and the highest



Florida Times-Union *Morning rush hour on Blanding Boulevard.* 

### Transportation

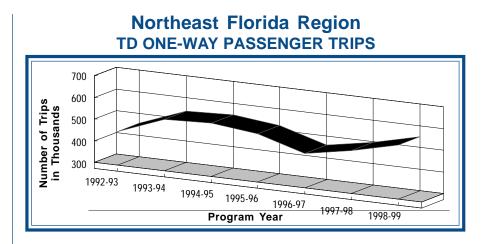
number in the past 10 years. Additionally, the average trip length—5.41 miles—grew slightly for the third consecutive year.

**Expenses.** Nearly one-half million additional dollars were spent on TD services, an 11.3 percent increase over the prior year. The increase, attributable to a 13-cent increase in average costper-vehicle-mile, stemmed from rising labor and fuel/maintenance expenses. These rising costs were a major financial issue in several of the region's rural systems.

**Revenues.** The TD program is funded through federal, state and local sources. Although overall revenues swelled by approximately 10.5 percent, the gain did not keep pace with expenses.

The Agency for Health Care Administration (through Medicaid) continued to be the principal funder, spending an additional \$317,557 and accounting for more than 38 percent of TD revenues. Also, funding through the state's TD Trust Fund increased to more than \$1 million. Smaller increases came from federal programs such as Headstart and from some local governments.

A dramatic shift in funding sources also took place, with the state Department of Transportation's overall percentage of daily operational funding falling to a five-year low. DOT's contribution of \$372,002 to these operational expenses represented a decrease of 33 percent from the prior year. DOT, however, continued to be a

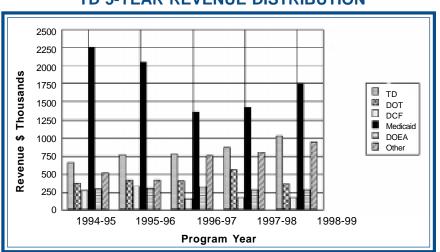


major source of capital funding for the systems, assisting in the acquisition of six vehicles.

State Honors. TD awards went to two local representatives in 1999. Diedre Hicken, Clay County Local Coordinating Board, was named Volunteer-of-the-Year for her work in resolving citizen complaints. Shirley Conroy, Florida DOT, District 2, received the William G. Bell Lifetime Achievement Award for her years of dedicated service to Northeast Florida's TD programs.

### **Clean Cities**

Council staff continued efforts, begun in 1998, in cooperation with the North Central Florida and Withlacoochee Regional Planning Councils to establish a North Florida Clean Cities Coalition. Clean Cities is a voluntary government/industry partnership coordinated by the U.S. Department of Energy to expand the use of alternatives to gasoline and diesel fuel. Ø



### Northeast Florida Region TD 5-YEAR REVENUE DISTRIBUTION

TD = Transportation Disadvantaged Commission DOT = Dept. of Transportation DCF = Dept. of Children and Families DOEA = Dept. of Elder Affairs

# Economics Regional **Initiatives**

The Council's Business Development Corporation, which celebrated its fifth anniversary in 1999, continued to impact the region's economic prosperity through small business loans. Other economic initiatives were economic modeling with REMI (Regional Economic Models, Inc.) for several member governments and support of regional eco/heritage tourism efforts.

### HIGHLIGHT

BDC ended its fifth year of operation September 30, 1999 with a portfolio of 75 loans that added 849 new jobs to the economy.

### **Aiding Small Business**

The Business Development Corporation of Northeast Florida, Inc., authorized by the U.S. Small Business Administration to offer the SBA 504 Loan Program, is one of the Council's major economic initiatives.

At the end of December 1999, BDC's servicing portfolio topped \$17.6 million with 78 approved loans. BDC has added value to the region and earned a positive return on the Council's investment. For every dollar invested by the Council during the 1998-99 fiscal year, the region's local governments received the benefit of:

- \$160.54 in private dollars for commercial real estate projects, and
- \$2.75 in estimated new property taxes.

BDC had 13 loans approved in 1998-99 in its nine-county area of Baker, Clay, Flagler, Putnam, Nassau, St. Johns, Lake, Seminole, and Volusia. Total project costs were more than \$17 million, and 113 new jobs were created with an economic impact of \$4.2 million. Business ventures assisted were diverse, ranging from a preschool in St. Johns County to a hardware and garden center in Clay County to a window contractor in Lake County.

### **Economics**

# Boarding the bus for BDC tour . . .



BDC took its 1999 annual meeting "On the Road" with a bus tour of seven of its loan projects for a first-hand look at SBA dollars at work.

# ... of loan projects in St. Johns Co.



The group stopped for a closer look at Accotink Academy by the Sea, an accelerated learning program for preschoolers.

With bank interest rates at an historical low in 1999, it was not a growth year for BDC but it was a successful year. Loans were down four from the previous year, but jobs were up by 64 and BDC's revenue increased \$30,000 over the previous year.

BDC took its annual meeting "On the Road" in March 1999 with a bus tour of seven of its loan projects. The tour ended with lunch and awards at the World Golf Village. Banco Popular of Orlando received the Soforenko Credit Reinvestment Award for its efforts in economic and community development through the SBA loan program. Awards recognizing the Lender of the Year and the Loan Officer of the Year based on SBA 504 loans in conjunction with BDC went to First Coast Community Bank and the bank's Vicki Beaudry.

Under contract with Nassau County, BDC also services the county's SHIP (State Housing Initiatives Partnership) second mortgage program that provides affordable housing. In 1998-99, BDC closed on 13 SHIP loans.

### **Economic Modeling**

The Council unveiled the Regional Economic Models, Inc. (REMI) economic computer model, designed specifically for the seven counties of Northeast Florida. The Council can now run policy analysis and feasibility studies to predict economic and demographic effects of projects and

### Economics

### BDC LOANS BY COUNTY

Fiscal Years 1994-1999		
St. Johns	17	
Nassau	16	
Volusia	15	
Clay	7	
Putnam	7	
Flagler	6	
Baker	3	
Duval	2*	
Seminole	1	
Lake	_1	
Total	75	

\*Permission from JEDCO/SBA)

policy initiatives. This service is available to local governments and the private sector.

One of the first projects completed was for the Putnam County Chamber of Commerce. The REMI model was used to assess the economic impacts of a proposed new gypsum plant. The county used the results to support two successful state economic development grant applications (for up to \$750,000) to assist in obtaining the plant.

The Council also held a twoday statewide workshop conducted by REMI representatives for persons using or interested in learning about the economic modeling software.

### **Nature-Based Tourism**

During 1999, in cooperation with the Northeast Florida Eco/Heritage Tourism Committee, the Council planned and sponsored a regional tourism summit. The Council staffs the committee. The summit, "Building Strategic Alliances for Northeast Florida Tourism," drew more than 50 individuals from around the region.

Already the committee's efforts are bearing fruit. Its inaugural newsletter, which focused on waterways and wildlife in the region, led to a 10-page cover story in Delta Airlines *Sky Magazine* (September 1999 issue) on naturebased tourism activities in and around the Jacksonville area.

Staff continues to develop a database of the region's cultural, historical, and environmental resources. The committee will use the data to promoting eco/heritage opportunities in the region, and the Council's GIS department will eventually map the data.

Staff also continued a multiregion, multi-state effort with its counterparts in South Carolina and Georgia to assess the feasibility of a Coastal Heritage Corridor stretching from Charleston to St. Augustine. Tying these historical cities together along an ecologically rich corridor would offer extensive eco/heritage opportunities that could be promoted through joint marketing.

### **BDC PORTFOLIO**

	Fiscal Year 1998-1999	Fiscal Years 1994-1999
Loans Approved	13	75
New Jobs	173	849
Total Project Costs	\$17,188,180	\$73,815,880
New Property Taxes	\$255,579	\$1,264,409
Economic Impact*	\$4,231,850	\$31,776,325
Bank Loans	\$8,298,050	\$36,253,214
504 Loans	\$5,605,000	\$25,014,000
Private Dollar/Public Dollar Ratio	2.07:1	1.95:1

\* Multiplier effect based on new jobs

*"If we do not lay out ourselves in the service of mankind, whom should we serve?"* Abigail Adams

# Services Meeting Human Needs

There were significant achievements in the maternal and child health area under the Northeast Florida Healthy Start Coalition, Florida KidCare, and Healthy Families Jacksonville—all of which are staffed by the Council. Affordable housing is another area of Council involvement through its administration of SHIP (State Housing Initiatives Partnership) programs in Nassau and Putnam counties.

### HIGHLIGHT

The Magnolia Project was launched to target health and social issues that impact poor birth outcomes before pregnancy

### **HEALTHY START**

I was another astounding year for the Northeast Florida Healthy Start Coalition, Inc. whose efforts resulted in improved health services for mothers and infants in its five-county area of Baker, Clay, Duval, Nassau and St. Johns counties. The Coalition, which is staffed by the Council, is part of the statewide Healthy Start Initiative to provide maternal and child health services and care coordination to all at-risk pregnant women and infants to age 1.

The Magnolia Project. The biggest news was the Coalition's landing of a two-year, \$2 million federal grant for The Magnolia Project, which aims to reduce racial disparity in infant deaths in Duval County. The project offers well-woman health services, prenatal care and related services to women at-risk of poor birth outcomes. One of only eight new initiatives funded in 1999 by the U.S. Department of Health and Human Services, The Magnolia Project is the only Healthy Start initiative in the nation focusing on pre-conceptual care.

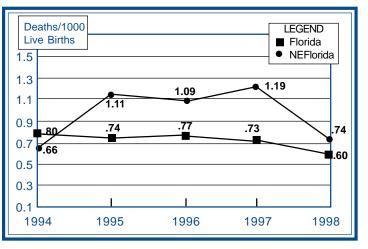


# **HEALTHY START FUNDING** 1999-2000

Baker Health Dept \$ 100,118
Clay Health Dept 216,653
Duval Healthy Dept 1,932,033
Nassau Health Dept 146,246
St. Johns Healthy Dept 172,953
Shands Jacksonville 100,000
Healthy Families Jacksonville 71,825
Provider Outreach (Coalition) 60,000
TOTAL \$2,799,828

## SIDS DEATH RATE 1994-98

Northeast Florida and State



The need for intervention prior to pregnancy was identified by a coalition study of poor birth outcomes in Duval County. In 1998, there were 6.7 white infant deaths and 14.3 nonwhite infant deaths for every 1,000 births. The federal Healthy Start initiative is being implemented in five zip codes in Northwest Jacksonville, an area that accounts for more than half the nonwhite infant mortality in Healthy Start's five-county region.

A collaborative effort, the project involves the Northeast Florida Healthy Start Coalition Inc., Jacksonville Community Health Center-Women's Clinic, Duval County Health Department, Healthy Families Jacksonville, UF Nurse Midwifery Program, St. Matthew Church, and the UNF Center for Community Initiatives. The project will be fully operational in early 2000.

SIDS rate decreases. The rate of Sudden Infant Death Syndrome

decreased to its lowest level in four years following a professional and community education campaign begun in 1998 that focused on the nationally recognized Back-to-Sleep campaign. (See chart.)

The state's Pregnancy Risk Assessment Monitoring Survey also indicated more babies were being put to sleep on their backs-nearly 56 percent in Northeast Florida, compared to 37 percent statewide.

Prenatal Passport Campaign. Now in its second year, the Prenatal Passport has had a positive effect on women seeking early prenatal care, according to a preliminary evaluation completed by the Coalition. Healthy Start introduced the passport-size medical record to encourage regular prenatal care and to help women track their care. Maternity care providers distribute the passport, and Winn-Dixie Stores, Inc. is a corporate sponsor, offering incentives to women who use the passport.

Screening rates improve. The Passport and Coalition outreach efforts to health care providers were credited with boosting prenatal screening rates to 63% (up from 55%), compared to 52% statewide. Infant screening rates reached 95%, compared to 75% statewide. Screening is the first step in linking at-risk mothers and infants with services.

Funding and Services. During 1998-99, Healthy Start funds provided services to nearly 14,000 pregnant women and newborns, improving their chances of a healthy outcome. More than 7,500 pregnant women and 6,300 infants received care coordination and related Healthy Start services in Northeast Florida, up from 4,200 pregnant women and 5,800 infants the previous year.

Healthy Start allocated more than \$2.7 million in June 1999 to agencies providing direct services. (See chart.)

### Services

**Special projects.** Healthy Start also participated in the following:

Medicaid pilot. Northeast Florida piloted a new simplified Medicaid enrollment process for women eligible for coverage during their pregnancies. The Coalition marketed the mail-in forms to providers and produced a Television PSA. More than 700 women received Medicaid benefits through the process between August and December 1999.

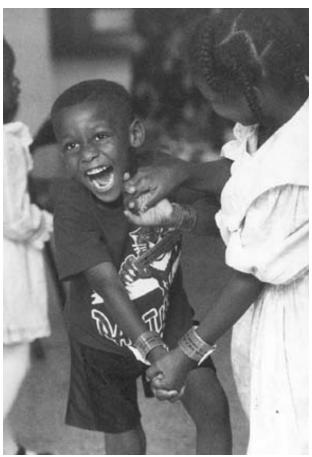
**Substance abuse.** Healthy

Start sought to increase the screening and referral to treatment services of substanceabusing women during pregnancy. A task force studied gaps in services, developed standards of care for maternity care providers, and published A Healthy Start Providers' Guide.

Smoking study. Prenatal clinics in Baker, Clay, and Duval counties and at the Naval Air Station Jacksonville are participating in a special state study to determine the effectiveness of a new smoking cessation program for expectant and new families. Healthy Start developed prepaid phone cards—featuring tips on having a healthy baby—as incentives to participating families. The study is an American Cancer Society program.

### **KIDCARE**

In fall 1998, an estimated 60,000 children in Northeast Florida were eligible for Florida KidCare, the state's low-cost health insurance program for uninsured children. A



Florida Times-Union

Two children dance at a Haitian community event hosted by the Clay County Health Department and financed by the Healthy Start Coalition and Florida KidCare to reach underseved communities. year later, in September 1999, 7,625 of those children were covered by KidCare, and another 3,448 approved and waiting for a slot to open in Healthy Kids, the KidCare program that serves children ages 5 through 18.

A regional KidCare outreach team was established under the Healthy Start Coalition with funding from area health departments. The team worked with child-care agencies, churches, providers, hospitals, and other community agencies to enroll families with eligible children.

Special enrollment activities were organized for hard-to-reach families under a pilot project—one of five in the state—funded by the Robert Wood Johnson Foundation.

Among other outreach activities:

Teamed up with Kmart to promote KidCare with posters in three local stores.

Distributed (excluding schools) 67,000 applications.

Publicized the program at 388 sites and 165 public events.

Made 1,246 community outreach contacts.

Published Inside KidCare newsletter and "Just Kids" 2000 Calendar for outreach partners.

## HEALTHY FAMILIES JACKSONVILLE, INC.

The Council continued its partnership with Healthy Families Jacksonville (HFJ), providing administrative and staffing func-

# NASSAU SHIP (1992 THROUGH 1999)\*

Total Households Assisted 307		
Total Funding \$2,557,387		
Leveraged Funds\$11,417,609		

\* Figures include SHIP funds allocated July 1999

tions as well as office and meeting space. HFJ is a free, voluntary family support program designed to ease the transition to parenthood and to improve the health and well-being of mothers, infants, and young children in Duval County. It provides in-home family support and education for pregnant women and children up to age 5 who live in 18 targeted zip codes.

HFJ is the largest Healthy Families America site in the nation. Last fall, it hosted a National Healthy Families America credential site visit and expects to receive national accreditation in 2000.

Other highlights of the year:

Served 7,868 families, an increase of 2,186 over last year.

Established a Community Advisory Council at each site.

Added a Quality Assurance Manager to its administrative team and increased field office staff.

Sponsored community education activities, ranging from Child Safety to Fatherhood Training, at each site.

### **AFFORDABLE HOUSING**

The Council administers SHIP (State Housing Initiatives Partnership) programs for Nassau and Putnam counties, and three weatherization programs for Nassau County. The programs assist very low-, low-, and moderate-income households.

### Putnam County

Putnam County SHIP received \$661,077 during SHIP Fiscal Year 1998-99 (July-June). The total includes \$615,097 from the Florida Housing Finance Corporation, \$42,000 in program income from the County Trust Fund and \$3,980 in recaptured funds. Projects completed or obligated during this period total 63 units, including 30 rental units, 17 home purchases, 6 rehabilitation, and 10 emergency repairs.

Since its inception in 1992 through December 1999, Putnam SHIP has assisted 328 households, with assistance for another 53 obligated. In addition, through a unique public/private partnership, a SHIP grant of \$213,000 was used to support construction of the \$4.5 million Kay Larkin Apartments in Palatka. Completion of the 60 moderate-income, rental units is expected by summer 2000. In another unique aspect, the apartments will be used as interim housing and a training site for the renters to become homeowners under SHIP.

### PUTNAM SHIP (1992 THROUGH 1999)\*

Total Households Assisted 328		
Total Funding \$3,171,769		
Leveraged Funds \$14,903,753		

\* Figures include SHIP funds allocated July 1999

### Nassau County

The Council administers four housing programs for Nassau County: SHIP and three weatherization programs (Weatherization Assistance Program, Low-Income Home Energy Assistance Program, Low-Income Emergency Home Repair Program).

During the SHIP fiscal year (July 1998-June 1999), the four programs generated \$568,650 for affordable housing activities. The combined programs assisted 46 households: 6 with down payment assistance and 45 with emergency repairs. Since its inception in 1992 through December 1999, Nassau SHIP has assisted 307 households.

Through the Council's Business Development Corporation, Nassau provides a mortgage instrument by which low-interest SHIP loans are collected (over \$100,000 to date) and recycled into the county's SHIP program, ensuring ongoing funding for home purchases and dwelling unit improvements. BDC closed 13 SHIP loans during its fiscal year (ending Sept. 30, 1999). An additional five were closed through the end of calendar year 1999, bringing BDC's portfolio to 85 loans.

# Emergencies Prepared for **Disasters**

One of the truly regional issues addressed at the Council is emergency preparedness. Last year that role took on special meaning when Hurricane Floyd threatened the entire Florida coast. In other disaster planning, the Council assisted five of its counties in developing Local Mitigation Strategies, and the Local Emergency Planning Committee sponsored a risk management community outreach program.

# HIGHLIGHT

The Regional Evacuation Coordinator role, a function of the Council, was activated during the Hurricane Floyd emergency.

### **Hurricane Study**

The Northeast Florida Hurricane Evacuation Study was completed in 1999. The four-year, \$400,000 project—funded by the Department of Community Affairs, Division of Emergency Management; the region's seven counties; and the Council—provides critical data to develop state and local emergency response and evacuation plans. Local meteorologists, businesses, and the public are also using the study for hurricane preparedness.

The award-winning study, recognized by the Florida Planning and Zoning Association, Northeast Florida chapter, consists of eight volumes:

Four-volume Storm Surge Atlas, unveiled in July 1998—Illustrates extent and storm surge inundation based on calculations made using the most-proven computer modeling technology available.

Transportation Analysis and Transportation Supplement, released in late 1998—Provide evacuation clearance times and maps of evacuation routes.

▶ Behavioral Analysis, released in late 1998—Analyzes data collected from 1,650 telephone interviews with Northeast Florida residents; Compares this data with actual post-disaster results in a General Response Model.

### **Emergencies**

► Technical Data Report, the main document of the study, completed in June 1999—Contains summaries of the other reports, along with 56 color maps and details on evacuation zones, evacuation clearance times; shelter locations, demand, and analysis (including a shelter deficiency table); and demographics on the population to be evacuated.

The Technical Data Report, Behavioral Analysis, and Transportation Analysis, and storm surge files are also available on CD-ROM. The Transportation Supplement and Storm Surge Atlas are currently available in print form only, although there are plans to put the atlas on CD-ROM.

### **Hurricane Floyd**

When Hurricane Floyd threatened the region (and the state) in September 1999, county emergency operations centers reached for the Council's Hurricane Evacuation Study and their county emergency plans. They were the only two resources on their table, acknowledged top officials in the Duval and St. Johns County emergency offices.

The transportation portion of the study proved to be extremely accurate when an evacuation was ordered for coastal areas. The study had estimated the evacuation clearance times at 16.65 hours. The roads, in fact, were cleared in 15.50 hours, according to the Florida Highway Patrol.

Another valuable resource was Council Planning Programs Director Jeffrey Alexander, who is the Regional Evacuation Coordinator for 12 North Florida counties, including the Council's seven members. Alexander is often called upon

during disasters to assist county emergency operations, but this was the first time the Evacuation Coordinator's position was officially activated. In that role, Alexander served as an advisor to the Jacksonville Mayor's Advisory team, coordinated information and decision-making between counties and with state officials, and acted as a liaison with the media.

Fortunately for Northeast Florida residents, the storm turned east, taking most of its winds offshore.

### **Regional Evacuation**

While the concept of regional coordination during an evacuation is not new, the function has literally grown up in North Florida, attracting attention around the state. How regional coordination worked in North Florida during Floyd will be on the programs of two state conferences in 2000, the Florida Emergency Preparedness Association



LEPC tours Georgia Pacific's mill in Palatka.

and the Governor's Hurricane Conference.

The idea for the North Florida Regional Evacuation Coordinator was the brainchild of two Duval County emergency officials, Andy Sikes and Chip Patterson, and Council planner Jeffrey Alexander. Originally a means to transfer information to the media in times of an emergency, the function was utilized when Hurricanes Bertha and Fran threatened the area in 1996. The role evolved to include coordinating information between counties, and was formalized as a Council function in 1997. Last year, staff spent more than 150 hours in the position, providing support during disaster exercises and during storm events, including Dennis, Emily, and Floyd.

### **Mitigation Strategies**

Hazard mitigation has gained increased attention over the past few years because of the natural

### **Emergencies**

hazards that have occurred in the U.S. and throughout the world, and because of the rapid rise in costs associated with post-disaster recovery. In 1998, Florida made funding available to assist local governments in developing Local Mitigation Strategies to reduce or eliminate risks to people and property from natural and manmade hazards.

During the past year, staff coordinated the development of Local Mitigation Strategy plans for Baker, Clay, Nassau, Putnam, St. Johns counties and their incorporated municipalities. Task forces in each county assessed current procedure, identified potential hazards, and developed methods to reduce the impacts of a disaster.

The strategies were completed and forwarded for review to the state Department of Community Affairs in September 1999. Once DCA comments are received, staff will help the local governments finalize their LMS projects.

### **Hazardous Materials**

The Northeast Florida Local Emergency Planning Committee (LEPC) is a state-appointed committee staffed by the Council. It is charged with facilitating regional hazardous materials (hazmat) emergency response and compliance with hazardous materials reporting laws under the Community Right-to-Know Act. LEPC also serves as a public access repository for inventory reports required annually from public/ private facilities that deal with hazardous chemicals, and assists companies in becoming compliant.

Among its activities during 1999:

► Sponsored a risk management community outreach program, "Prevention of Accidental Chemical Releases," in conjunction with the First Coast Manufacturers Association. Guest speakers included the U.S. Environmental Protection Agency, Region 4; Florida Departments of Community Affairs and Environmental Protection; FMC Corporation; Duval County Hazmat Team.

Participating companies were Publix, Winn-Dixie Stores, Bush Boake Allen, Anheuser Busch, Georgia Pacific, FMC Corporation, Jacksonville Electric Authority, Reichold, Millenium Chemicals, Parsons Engineering, and Golder and Associates. Prepared updated Hazardous Materials Plans for Baker, Clay, St. Johns, Flagler and Putnam counties.

Provided funds for 44 students to attend hazmat training, including 20 students who attended a two-week Operating Site Practices course.

► Toured the Georgia Pacific-Palatka Mill in conjunction with the April 1999 LEPC meeting.

► Hosted five 112R Risk Management Program public meetings to assist area companies with new RMP compliance rules.

The state Emergency Response Commission honored two LEPC members, Roger Chubin of Bush Boake Allen and Georgia Pacific-Palatka Mill, for outstanding contributions in the Hazmat/ Emergency Response area. Ø



LEPC community outreach program featured speakers and company displays on preventing accidental chemical releases.

"In the realm of Nature, there is nothing purposeless, trivial, or unnecessary." Maimonides

# Environment Our Natural **Resources**

Nature-based tourism was another area of concentration last year as staff worked with tourism representatives on regional marketing efforts. The Council continued its stewardship of the region's environment through the goals and policies of Natural Resources of Regional Significance section of the Northeast Florida Strategic Regional Policy Plan. It also considers environmental impacts in DRI reviews.

### HIGHLIGHT

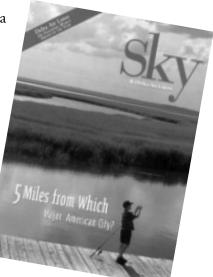
The region's nature-based tourist attractions garnered national publicity in the Delta Airlines magazine.

### **Nature-Based Tourism**

With an abundance of natural resources, Northeast Florida is in a unique position to take advantage of a growing trend toward naturebased tourism. The Council recognized this opportunity in 1998 when it invited tourism stakeholders to the table to discuss a regional marketing effort.

From that meeting the Northeast Florida Eco/Heritage Tourism Committee, which the Council staffs, was born. The committee, held a regional eco-tourism summit in June 1999.

The committee's eco-tourist efforts have already received national attention. In its September 1999 issue, Delta Airlines *Sky Magazine* featured naturebased activities available to tourists in and around the Jacksonville area.



### Environment

Staff is assisting the group in developing a Regional Eco/ Heritage Tourism Plan to promote as well as protect the area's natural, historic, and cultural assets. In early 1999, Visit Florida awarded the Council a grant to help create a central database of regional eco/ heritage sites. The database, which will be used for mapping and marketing nature-based tourism activities, will be available to local governments, state agencies, Visit Florida, and other interested persons.

### Eco/Heritage Corridor

In another cooperative tourism marketing promotion, the Council is working with regional councils in Georgia and South Carolina to assess the feasibility of a U.S. 17/A1A Coastal Heritage Corridor. Such an endeavor would enhance and promote both nature-based and heritage activities between two history-rich cities, Charleston S.C. and St. Augustine, Fla.

### **Clean Cities**

The Council continued efforts, begun in 1998 in cooperation with the North Central Florida and Withlacoochee Regional Planning Councils, to establish a North Florida Clean Cities Coalition. Clean Cities is a voluntary government/industry partnership coordinated by the U.S. Department of Energy.



### **Bicycle Facilities Maps**

Encouraging the use of bicycles and promoting eco-tourism were two goals of *Bike Ways of Northeast Florida*, a series of four bicycle facilities maps produced by the Council. In addition to bike routes and trails, the maps show parks, historic sites, and natural features of interest. The maps are being distributed free. *(See Transportation section.)* 

## Other Environmental Activities

The Council was involved in other activities related to protecting the region's natural resources:

Assisted Putnam County in identifying and mapping environmentally sensitive lands within the county, developing policies for their long-term protection, and preparing a related Comprehensive Plan Amendment.

Provided meeting space for the St. Johns Riverkeeper, a grass roots environmental advocacy group for the St. Johns River.

Coordinated the development of Local Mitigation Strategy Plans for Baker, Clay, Nassau, Putnam, and St. Johns counties. *(See Emergencies section.)* 

Participated in 1) the Florida Governor's Ocean Committee focus group on the economic development aspects of the ocean; 2) the Northeast Florida Forestry Initiative that aims to preserve greenbelts and other lands; and 3) a joint meeting of the Steering and Advisory Committees for St. Johns River American Heritage River Initiative.

# Information Value-Added Service

hrough its Community Information and Grants Center, the Council offers a number of general and specialized services to local government as well as to public and private agencies. It provides technical assistance and support—such as data access and analysis, mapping, grant writing, transportation studies, economic modeling—as illustrated throughout this annual report.

# HIGHLIGHT

GIS staff celebrated the first worldwide GIS day with a GIS Users Group Meeting and a workshop for high school students.

### **Return on Investment**

N ortheast Florida also benefits from many intangible benefits, namely the Council's efforts to foster intergovernmental cooperation and its advocacy for the region with state and federal agencies.

Member governments reaped many measurable, value-added benefits, earning a \$26/1 return on their county dues investment during 1998-99. The following figures give a breakdown of selected services:

▶ Yielded a \$11,537,287 direct/indirect return on investment for dues of \$438,377 by member counties, a 26/1 ratio.

Supported economic development with 9 small business loans totaling \$3,638,900 through the Business Development Corporation, adding \$142,594 in new ad valorem taxes.

Provided \$3,653,478 in contract monies to member county agencies and organizations for maternal/infant health care.

Approved for funding consideration \$141,802,635 in federal/state/ local government and private monies for 116 regional programs and projects.

### Information

### Staff to Local Boards

In addition to its own board, the Council lends its expertise to the following 14 boards or committees by providing staffing and other services:

Business Development Corporation of Northeast Florida, Inc.,

Northeast Florida Healthy Start Coalition, Inc.,

Northeast Florida Local Emergency Planning Committee,

 Six Transportation Disadvantaged Coordinating Boards (Baker, Clay, Flagler, Nassau, Putnam, and St. Johns counties),

Healthy Families Jacksonville,

Florida KidCare Oversight Committee,

Nassau County Local Housing Partnership,

Putnam County Affordable Housing Committee,

East Palatka Community Development Block Grant Advisory Committee.

### Bringing Communities Together

As a forum for exchanging ideas and information, the Council brings communities together to identify and address regional issues. Efforts during 1999 focused on growth management, transportation, and regional cooperation. They included:

Seven Growth Management workshops. (See Planning and Growth Management.)

Assistance in organizing the second St. Johns County Regional Summit. (See Transportation.)

▶ Quarterly meetings of the chief administrative officers of the region's municipalities and counties to discuss issues of mutual concern, such as hurricane evacuation, transportation, and land use.

A meeting with planning directors from Jacksonville and from Clay and St. Johns counties to discuss regional population projections and land-use allocations

Formation of a GIS (Geographic Information System) Users Group *(See below.)* 

Meetings between St. Johns and Duval counties on transportation issues.

Consultation with Jacksonville Community Council Inc. on expanding JCCI's Quality of Life indicators to the entire region.

Hosting a Florida Department of Community Affairs TAOS (The Arbitor of Storms) workshop.

Participation in the Jacksonville Community Council Inc. study on "Improving Regional Cooperation."

 Hosting meetings between the Transportation Disadvantaged (TD) coordinators and local
 WAGES Coalition representatives to facilitate improved transportation opportunities for WAGES clients.

► The executive director's appointment to the Jacksonville International Airport Terminal Expansion Public Advisory Committee.

### **Data and Mapping**

Staff responded to an average of 30-50 requests per month for various forms of data from local citizens, member governments, the media, and other organizations. Some examples:

### Data

Provided demographic information to the media, a mortgage company, Northeast Florida Healthy Start Coalition Inc., Duval County Council on Aging, Baptist Medical Center, Nassau County Boys and Girls Club, Clay County Recreational Department, the Suwannee and St. Johns Water Management Districts, a Jacksonville councilman, the local state attorney's office, and the Florida and Department of Transportation.

Assisted Nassau County's Habitat for Humanity with a grant application.

Researched information on developing affordable housing partnerships for Fernandina Beach Housing Task Force.

Supplied extensive socioeconomic statistics to the Jacksonville Children's Commission.

### Information

Developed data and maps on Orange Park for Clay County Economic Development Council.

Furnished background data on the TD Program for use in a Florida DOT transit study for Nassau County.

### **GIS** projects

The Geographic Information System (GIS) technology, which maps and analyzes geographic data, is a rapidly growing industry. And requests for the Council's GIS mapping services are keeping up with the trend.

GIS staff planned and hosted GIS Day on November 19 in conjunction with the first worldwide celebration of GIS Day.

There were two events:

The Honorable Mary Kohnke, Council Board member and St.

# COUNTIES' RETURN ON INVESTMENT





The City of Jacksonville passed a Proclamation supporting the Council's celebration of GIS Day. With Mayor John Delaney (2nd from left) are Council staff Lindsay Haga, Brian D. Teeple, and Walter Fitzwater.

Johns County Commissioner, welcomed a group of high school students from Allen D. Nease High School for an educational workshop.

Staff also planned and hosted the first Regional GIS Users Group, which is now meeting quarterly at the Council.

In support of the Council's GIS efforts, Baker, Duval and Nassau counties passed resolutions recognizing GIS Day.

Among other GIS projects last year:

Asset mapping for Team Jax. (See Planning section.)

Future Land-Use Maps for Baker County, Crescent City, Interlachen, and Green Cove Springs.

Data-specific maps for Healthy Families Jacksonville, Transportation Disadvantaged Program, and Jacksonville Children's Commission.

Maps related to the Putnam County environmentally sensitive lands study.

Maps related to the Local Mitigation Strategy Plans for Baker, Clay, Nassau, Putnam, and St. Johns counties. Ø

# Finances Operating **Responsibly**

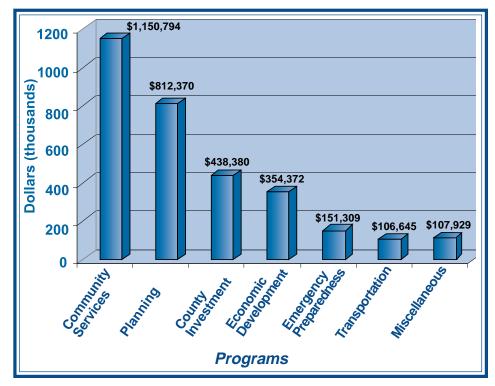
he Council's fiscal position remained strong as the Council continued to carefully monitor its budget and pursue new revenue sources. Operating revenues for Oct. 1, 1998-Sept. 30, 1999 totaled \$3,121,799 (excluding Direct Client Services of \$2,863,524). The accounting firm of Cornelius, Culpepper, Schou and Leone gave the Council an unqualified opinion in the annual audit.

# Operating Revenue Sources 1998-99 \$3,121,799

(excludes Direct Client Services of \$2,863,524)

### HIGHLIGHT

Once again, the Council ended the year with a balanced budget and addition to retained earnings.



# **1998-99 BOARD MEMBERS**

#### **Baker County**

Ms. Ginger Barber, Gubernatorial Appointee
Hon. Tommy Dorman, County Commissioner
Mr. Hugh D. Fish Jr., County Commission Representative, (Secretary/Treasurer)
Hon. Alex Robinson, County Commissioner

#### **Clay County**

Mr. Bill Basford, County Commission Representative Hon. Earl Harrington, Mayor, Town of Orange Park Mr. Jim Hawkinson, Gubernatorial Appointee Hon. Glenn R. Lassiter, County Commissioner Dr. Lenore McCullagh, Gubernatorial Appointee

#### **Duval County**

Ms. Betty Burney, *Gubernatorial Appointee* Hon. Alberta Hipps, *Jacksonville City Council Vice President,* (1st Vice Chairman) Hon. Dick Kravitz, *Jacksonville City Councilman* 

#### **Flagler County**

Hon. Blair R. Kanbar, *County Commissioner* Hon. Joann B. King, *Mayor, City of Bunnell* Ms. Mary Ann Ruzecki, *Gubernatorial Appointee* Hon. John W. Seay, *County Commissioner* 

#### **Nassau County**

Mr. Harry Halley, *Gubernatorial Appointee* Hon. David Howard, *County Commissioner* Hon. Danny R. Johnson, *Mayor, Town of Callahan* Hon. Floyd L. Vanzant, *County Commissioner* 

#### **Putnam County**

Hon. Charles E. "Skeet" Alford, County Commissioner
Hon. Ish Edwards, City of Palatka Commissioner
Hon. Howard Grisham, County Commissioner
Hon. Linda D. Myers, County Commissioner, (2nd Vice Chairman)

#### St. Johns County

Hon. Pal West Howell, County Commissioner
Hon. Bill Lennon Sr., City of St. Augustine Commissioner
Hon. Mary Kohnke, County Commissioner
Mr. Tom Rivers, Gubernatorial Appointee
Mr. Harry Waldron, Gubernatorial Appointee, (Chairman)

#### **Ex-officio Members**

Mr. Ernest E. Frey, *Florida Department of Environmental Protection* 

- Mr. Orien Pass, Enterprise Florida
- Mr. Aage G. Schroder III, *Department of Transportation*
- Ms. Margaret Spontak, St. Johns River Water Management District

### ADMINISTRATIVE STAFF

### Executive Director: Brian D. Teeple, AICP

### Directors:

Mike Brown, Special Projects
Jeffrey Alexander, Planning Programs
Ed Lehman, Growth Management
Barbara Rovedo, Management Services
Patricia A. Ferm, Business Development Corporation of Northeast Florida Inc.
Carol Brady, Northeast Florida Healthy Start Coalition Inc.
Patricia Davis-Scott, Healthy Families Jacksonville
Doris Barletta, APR, Public Relations

### COUNCIL-AFFILIATED ORGANIZATIONS

Business Development Corporation of Northeast Florida, Inc. Northeast Florida Local Emergency Planning Committee Northeast Florida Healthy Start Coalition, Inc. Healthy Families Jacksonville Florida KidCare Oversight Committee Six Transportation Disadvantaged Coordinating Boards (Baker, Clay, Flagler, Nassau, Putnam, St. Johns Counties) Nassau County Local Housing Partnership Putnam County Affordable Housing Advisory Committee East Palatka Community Development Block Grant Advisory Committee

### NEFRPC ANNUAL REPORT

### The Regional Planning Council . . .

is recognized as Florida's only multipurpose regional entity that is in a position to plan for and coordinate intergovernmental solutions to growth-related problems on greater-than-local issues, provide technical assistance to local governments, and meet other needs of the communities in each region. ...Florida Statutes 186.502 (4)1



9143 Philips Highway, Suite 350 Jacksonville, FL 32256 (904) 363-6350 www.nefrpc.org