



**2025
Comprehensive Plan for the
City of Temple Terrace
Florida**

**Intergovernmental
Coordination**

**Adopted by City Council
June 30, 2009**

**Effective Date
September 22, 2009**

Hillsborough County
City-County
Planning
Commission



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City of Temple Terrace Intergovernmental Coordination

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** These portions of the Element have been adopted by the Temple Terrace City Council as required by Part II, Chapter 163, Florida Statute. The remainder of the Element contains background information.*

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INTRODUCTION

The world will always be changing. The effects of change are felt by everyone, because today we all truly live in a global village. Communication, transportation, technology, information, and economic transactions are almost instantaneous. Competition is stiff, and everyone is part of it.

Presently, we are impacted by the scarcity of such resources as oil, steel, and concrete, which drives up the cost of living and doing business locally as well as globally. Global influences affect the region's seaports, local tourism, research at the University of South Florida, construction activity, interest rates, food supply, and immigration. All of these things are felt in Temple Terrace. The City, as it appears to have been in the past, needs to be cognizant of its place in global society, and position itself to thrive and succeed. Those city-states, for us the greater metropolitan region, which will be most successful, are those who have a distinct identity, a productive nimble work force, a strong educational and knowledge base, engaged responsible citizens, and an enviable lifestyle and living environment.

State and regional influences impact the City even more directly and with stronger obvious consequences. Not only are these related to the state and regional economy, but the State, through its growth management laws, has established the minimum issues through which it chooses to engage and impact the City. These are clearly expressed in the State's expectations, as addressed in its requirements for the City's comprehensive plan, its evaluation and appraisal (EAR), and its comprehensive plan's update based on that EAR.

These issues include: schools, water supply, land use, housing, property rights, land use and land use regulation, public utilities, parks and recreation, capital improvements, intergovernmental coordination, redevelopment, the natural environment, and transportation. The change agent driving these issues is population growth. The rate of growth and the absolute growth has been large in the State, and certainly is experienced locally. These issues must be addressed by the City, in addition to the major issues and themes it has identified for itself.

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INVENTORY AND ANALYSIS

The purpose of this document is to meet the requirements for an Intergovernmental Coordination Element outlined in the Local Government Comprehensive Planning and Land Development Regulation Act (Chapter 163 Florida Statutes).



The **Intergovernmental Coordination Element** is intended to show the relationships, principles and guidelines to be used to accomplish the adopted “vision” of the municipality, *“a beautiful environment embraced by diverse citizens”* through coordination of the adopted Comprehensive Plan with the Plans of school boards and other units of local government providing services but not having regulatory

authority over the use of land, with the Comprehensive Plans of adjacent municipalities, the county, adjacent counties, or the region, and the state Comprehensive Plan, as the case may require and as such adopted Plans or Plans in preparation may exist. This Element of the local Comprehensive Plan shall demonstrate consideration of the particular effects of the local Plan, when adopted, upon the development of adjacent municipalities, the county, adjacent counties, or the region or on the state Comprehensive Plan, as the case may require.

As noted, the preparation of this Element places major emphasis on the need to coordinate the resources necessary to preserve, enhance and implement the “vision” of the municipality through the jurisdiction’s comprehensive planning program with the private sector, non-profit agencies and other government entities in and around Temple Terrace.

The most important aspect to the success of this Element is that the people of Temple Terrace have shown a readiness to tackle and work through difficult civic issues with respect to all positions. Knowledgeable citizenry understand the interrelationships and underlying forces shaping their community. The continued collaboration, cooperation, bridge building and participation of the citizens of Temple Terrace will see to it that this element and indeed this plan is a success.

PURPOSE OF THE REPORT AND THE ELEMENT

The overall purpose of requiring this Element is to concentrate attention on the issues, problems and opportunities that have the potential for resolution through coordination between the private sector, non-profit agencies, other government entities and the City of Temple Terrace.



The City has done well coordinating with adjacent jurisdictions in the areas of schools, sanitary sewer, solid waste, transportation and Hillsborough River issues and concerns. The City has partnered with the School Board to help find potential school sites, and to co-locate schools and public recreational facilities. The City has an extrajurisdictional defined utility service area agreement with Hillsborough County for water and sewer services. This agreement aides in facilitating future annexation of those areas into the City.

CONDITION OF THE ELEMENT AT THE TIME OF EAR (2006)



Most elements in the EAR present a description of element conditions between 1999 and 2006, or use the latest data for which information is available. In this way a convenient comparison of changed conditions is presented in order to provide the basis for identifying significant trends and new developments.

The areas of concern identified for the City of Temple Terrace in 2006 include:

Adjacent Counties
Hillsborough County

Adjacent Municipalities
Tampa (Hillsborough County)

Other entities with which the City of Temple Terrace coordinated its planning and growth management between 1999 and 2006 include:

- Council of Governments

- City of Plant City
- Florida Department of Commerce, Division of Economic Development
- Florida Department of Community Affairs
- Florida Department of Education
- Florida Department of Environmental Protection
- Florida Department of Health
- Florida Department of Transportation
- Hillsborough Area Regional Transit
- Hillsborough County City-County Planning Commission
- Hillsborough County Metropolitan Planning Organization (formerly known as the Tampa Urban Area Metropolitan Planning Organization)
- School District of Hillsborough County
- Hillsborough River Interlocal Planning Board and Technical Advisory Council
- Southwest Florida Water Management District
- Tampa Bay Regional Planning Council
- Private Utility Companies
- Tampa Bay Area Regional Transportation Authority
- Tampa Bay Water (formerly known as the West Coast Regional Water Supply Authority)

The **Intergovernmental Coordination Element** has not adequately addressed multi-jurisdictional transportation issues such as congested roadways and improved mass transit. More coordination is needed with school interests and the School Board to relieve overcrowding. The main constraint for both issues (roads and schools) has been inadequate funding to meet area growth. The City should seek partnerships with Hillsborough County to better master plan the extra-jurisdictional utility service area to ensure land use decisions are mutually compatible; especially in terms of future City annexations and its long range Plans. These concerns were expressed in the EAR and are addressed in this element to better promote balance and harmony creating hopefully “win-win” solutions to problems facing the residents of Temple Terrace.

Other intergovernmental coordination issues identified from the **Future Land Use, Potable Water, Sanitary Sewer, Stormwater, Solid Waste, Public School Facilities, Mobility, Recreation and Open Space, Conservation, Capital Improvements** and **Housing Elements** are discussed within this element.

METHODOLOGY

The original data collected for this element was surveyed and inventoried through interviews, literature searches, attendance at public meetings, and review of existing statutes, laws, and ordinances. A major data source was department and agency interviews at the State and local levels. During these interviews, ordinances or statutes were referenced, as necessary, to determine how work was done compared to legal requirements.

Sources for the interviews included the administration and staffs of Temple Terrace, Tampa, Hillsborough County, Environmental Protection Commission of Hillsborough County, Southwest Florida Water Management District, Tampa Electric Company, School District of Hillsborough County, Tampa Bay Water, and the Florida Department of Transportation. The Tampa Bay Regional Planning Council staff, including the Agency on Bay Management and staff responsible for mediation services, were consulted. As a result of the various interviews, the following assumptions have been determined.



1. Communication is the foundation of coordination and cooperation.
2. Existing interlocal agreements cover physical, measurable needs such as sharing a resource recovery plant or reciprocal firefighting agreements.
3. Other issues are more subtle, requiring time to establish relationships and to coordinate data analysis and use for annual reporting. Examples include capital programs and priorities for several governments, utility reserve areas and joint planning areas.
4. There is a need for a regional viewpoint between jurisdictions and counties.
5. Issues should be identified and managed before they become controversial positions. It is easier to discuss a desired outcome than to argue over an established position.
6. Technical (staff) coordination of issues with proposed resolutions is better than open confrontation. Anticipation is better than reaction.
7. There are many staffs covering many technical and occasionally overlapping issues.
8. The Planning Commission is a multi-jurisdictional agency with a vital and legally mandated role to play in area planning.
9. The planning process, with its emphasis on reviews of adjacent governments' plans and the doctrine of standing provides the impetus for

coordination. The alternatives, lawsuits and injunctions, are costly, time-consuming, and counter-productive to growth, planning, and development.

EXISTING CONDITIONS AND COORDINATION OF CROSS-JURISDICTIONAL SERVICES

Intergovernmental Coordination for the City of Temple Terrace involves three jurisdictions — unincorporated Hillsborough County, the City of Plant City and the City of Tampa. **Table 1** shows the current, known formal and informal interlocal agreements under which Temple Terrace operates. They represent means for solving problems. The agreements aim for efficient use of resources, accountability and responsibility, for their use and maintenance. The agreements attempt to effectively distribute the benefits to the intended users. Where agreements are unwritten, or informal, they should be reviewed for their effect on levels of service, efficiency, effectiveness, accountability, and responsibility. These same criteria of efficiency, effectiveness, accountability, responsibility, and responsiveness should be contained in future interlocal efforts.

(TABLE 1 begins on next page)

TABLE 1
TEMPLE TERRACE EXISTING INTERGOVERNMENTAL COORDINATION AGREEMENTS

TYPE	ENTITIES INVOLVED	TIME FRAME	SUMMARY OF AGREEMENT
1) Education - Libraries	Temple Terrace, Hillsborough County BOCC, Tampa and Plant City	09/01/06 - 08/31/09	The County Library Services Department manages the "Hillsborough County Public Library Cooperative" agreement with a Countywide (unincorporated county & cities of Tampa, Temple Terrace & Plant City) service delivery area. No service delivery deficit or duplication.
2) Sanitary Sewer	City of Temple Terrace & BOCC	04/03/02 - Perpetual	The County Water Department manages a Service Area Grant 02-0460 defining the City service area within the Unincorporated County, east of the Tampa Bypass Canal and north of US Highway 301. No service delivery deficit or duplication.
3) Sanitary Sewer	City of Temple Terrace & BOCC	09/14/77 - Perpetual	The County Water Department manages a Service Area Grant 77-0478 authorizing the City of Temple Terrace to service the Brightwater Special District and the Temple Terrace Estates Special District. No service delivery deficit or duplication.
4) Sanitary Sewer	City of Temple Terrace & BOCC	July 2008 - 2043	The County Water Department manages an Interconnection Agreement 02-0460 for the purchase of service from the City of Temple Terrace for UEA, east of the Tampa Bypass Canal and south of US Highway 301. The agreement is required for interconnection of a County System and a non-County system. No service delivery deficit or duplication.
5) Public Safety - 911 System	City of Temple Terrace & BOCC	Existing - Perpetual	The County Public Safety Department manages the agreement for ongoing operations of the 911 Emergency Telephone System with the City of Temple Terrace. No service delivery deficit or duplication.

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6) Public Safety - Fire Rescue	City of Temple Terrace & BOCC	Existing - Annual (2008)	County Fire Rescue Services Department manages the agreement to provide grant funding to the City of Temple Terrace for fire service delivery. No service delivery deficit or duplication.
7) Public Safety - Fire Rescue	City of Temple Terrace & BOCC	Existing - Perpetual	County Fire Rescue Services Department manages the agreement for mutual aid concerning fire service delivery between the County and the City of Temple Terrace. No service delivery deficit or duplication.
8) Public Safety - Fire Rescue	City of Temple Terrace (Hillsborough County) & State of Florida	Existing - Perpetual	State of Florida manages the agreement for statewide mutual aid concerning fire service delivery between the State of Florida and the City of Temple Terrace (Hillsborough County). No service deficit or duplication.
9) Public Safety - Fire Rescue	City of Temple Terrace & City of Tampa	Existing - Perpetual	City of Tampa manages the agreement for mutual aid concerning fire service delivery between the City of Tampa and the City of Temple Terrace. No service deficit or duplication.
10) Public Safety - Fire Rescue	City of Temple Terrace & District Board of Trustees of Hillsborough Community College	Existing - Perpetual	District Board of Trustees of Hillsborough Community College (HCC) manages the agreement for a clinical training site between HCC and the City of Temple Terrace. No service deficit or duplication.
11) Public Safety - Fire Rescue	City of Temple Terrace & The School District of Hillsborough County	Existing - Annual (2009)	The School District of Hillsborough County, FL manages the agreement for educational services and facility use between The School District of Hillsborough County and the City of Temple Terrace.
12) Public Safety - Hazard Mitigation	Hillsborough County BOCC & cities of Plant City, Tampa & Temple Terrace	Existing - Perpetual	The County PGMD manages the interlocal agreement for work to make Federal flood insurance rate maps uniform. No service delivery deficit or duplication.
13) Public Safety - Hazard Mitigation	Hillsborough County BOCC & cities of Plant City, Tampa & Temple Terrace	Existing - Perpetual	The County PGMD manages a resolution to maintain and implement requirements associated with the countywide Local Mitigation Strategy. No service delivery deficit or duplication.

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14) Solid Waste	City of Temple Terrace & BOCC	Existing - 09/30/28	The County Solid Waste Department manages the interlocal agreement for collection and disposal of solid waste within the Unincorporated County and the City of Temple Terrace. No service delivery deficit or duplication.
15) Potable Water	City of Temple Terrace & BOCC	04/03/02 - Perpetual	The County Water Department manages a Service Area Grant 02-0460 to define the city service area within the Unincorporated County east of the Tampa Bypass Canal and north of US Highway 301. No service delivery deficit or duplication.
16) Potable Water	City of Temple Terrace & BOCC	09/14/77 - Perpetual	The County Water Department manages a Service Area Grant 77-0478 to authorize the City of Temple Terrace to service the Brightwater Special Distrcit and the Temple Terrace Estates Special District.
17) Tunnels	City of Temple Terrace & BOCC and Temple Terrace Golf and Country Club	1999 - Perpetual	Agreement between the County, City of Temple Terrace and the Temple Terrace Country Club for the tunnels maintenance, access to retention ponds for drainage maintenance purposes, etc. No service delivery deficit or duplication.
18) Sanitary Sewer	City of Temple Terrace and Tampa.	1997. Resolution of 2008 extends agreement 35 years.	Agreement between the cities of Temple Terrace and Tampa for Temple Terrace to provide sanitary sewer collection within the service area and for Tampa to accept and treat wastewater flows from Temple Terrace. No service delivery deficit or duplication.
19) Potable Water and Sanitary Sewer	City of Temple Terrace and Tampa	1982 - Perpetual	Agreement between the cities of Temple Terrace and Tampa recognizing the service areas for providing water and sanitary sewer services. No service delivery deficit or duplication.
20) Traffic Signal Maintenance	City of Temple Terrace and BOCC	1987 - Perpetual	Agreement between the County and the City of Temple Terrace for traffic signal maintenance. No service duplication.
21) Stormwater	City of Temple Terrace and BOCC	1997 - Perpetual	Interlocal agreement between Hillsborough County and the City of Temple Terrace for the joint control of pollutants in stormwater. No service delivery duplication.

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22) Public Safety - Police	Temple Terrace & Florida Dept. of Law Enforcement	2008 - Perpetual	FDLE manages the agreement to enhance and foster the exchange of criminal intelligence. No service delivery deficit or duplication.
23) Public Safety - Police School Resource Officer	Temple Terrace & the School District of Hillsborough County	Existing - Renewed yearly	County School District manages the agreement to provide funding for a Temple Terrace Officer to serve as a School Resource Officer at Greco Middle School. No service delivery deficit or duplication.
24) Public Safety - Police Marine Patrol	Temple Terrace & BOCC	Existing - Renewed yearly	The County manages the agreement providing funding from boat registrations to fund a full time police officer assigned to Marine Patrol, patrolling the Hillsborough River. No service delivery deficit or duplication.
25) Public Safety - Police	Temple Terrace & Florida Dept. of Corrections	July 1, 2008 - June 30, 2011	The Department of Corrections manages the agreement providing the use of their firing range by Temple Terrace Police. No service delivery deficit or duplication.
26) Public Safety - Police	Temple Terrace & BOCC	October 1, 2007 - September 30, 2008 (extension pending)	The County manages the agreement to provide grant funding to the City of Temple Terrace from the Justice Assistance Grant to purchase surveillance and drug investigation equipment. No service delivery deficit or duplication.
27) Tax Incremental Financing (TIF)	Temple Terrace & BOCC	2004 - 2034	County awards future increases in property value in the CRA, county awards 100% of its share of ad valorem taxes for 10 years and 80% for subsequent 20 years to the City for use in the CRA.
28) Public Schools - Concurrency	Temple Terrace & HCCCPC School Board	Existing - Perpetual	For public educational facility planning. Siting and public school concurrency requirements to maintain level of service in area schools in response to growth.
29) Parks - Dog Park	Temple Terrace and SWFWMD	01/27/08 - 02/28/09	Agreement providing use of SWFWMD land parcel # 13-004-313X for the Temple Terrace Dog Park. After the 1 st year the lease agreement will become long term.
30) 56th Street/Busch Blvd Intersection Improvements	Temple Terrace & BOCC	Res#073-08 6/17/08	To expend \$500,000 of Community Investment Tax funds for the 56th Street/Busch Blvd intersection enhancement project.
31) Transportation	Temple Terrace & BOCC	Res#060-08 5/20/08	To fund two city transportation projects, Telecom Parkway & Arbor Isles.

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32) Bulk Wastewater Services	Temple Terrace & BOCC	Res#143-04 9/28/04	1st Amendment to Interlocal agreement between City & HC for bulk wastewater services.
33) Building codes - Board of Adjustment, Appeals & Examiners	Temple Terrace & BOCC	Res#38-04 3/16/04	Amendment to Interlocal Agreement related to Building Code Boards of Adjustment, Appeal & Examiners.
34) Housing	Temple Terrace & Hillsborough County	FY 06-07, 07-08	2 year agreement to fund initiatives related to the Community Development Block Grant Program & City's Housing Rehab Program where City makes CDBG funds available to low to moderate income residents under a housing rehab program.
35) City "Community Center" Project	Temple Terrace & BOCC	Res#190-04 12/7/04	To provide an additional \$500,000 in Community Tax Funding toward a City "Community Center".

Source: City of Temple Terrace, Community Development Department, 2008.

FUTURE NEEDS AND ISSUES

A. METHODOLOGY

This Element was based upon several research techniques as well as many assumptions. Research included field interviews with residents (general public outreach and study circle), agency or department heads, and planners. Questions were designed to elicit responses about existing coordination mechanisms and problems and suggested means of resolving those problems. Another method used was scanning the literature, including current news articles, related to intergovernmental coordination. A third approach was attendance at public meetings and the review of other Elements of the Comprehensive Plan for the City of Temple Terrace.

B. ASSUMPTIONS

Assumptions about the value and use of this Element in developing a view of future needs are many. They include:

1. Existing interlocal agreements cover needs, which require immediate, defined reaction.
2. Some intergovernmental agreements address only the immediate issue. ‘Secondary’ issues can actually be of equal importance.
3. There are scattered informal, technical level relationships already in place. However, accountability and responsiveness are not required by these alliances.
4. There is a need for formal, joint technical consideration of issues between and among governments.
5. Anticipating issues and events is better than reacting to them.
6. The Comprehensive Plan will be governed primarily by land use, however many other issues are addressed to preserve and enhance the “vision” of Temple Terrace.
7. Many issues (mobility, public schools, environment) are regional in scope and require an outward view by each government of its actions and their affect on one another.
8. The Planning Commission has a vital, legal role to play in coordinating the growth and development actions of governments through information and programs with emphasis on cooperative review of Plan amendments. The Commission has a unique, multi-jurisdictional perspective from which it can review levels of service, standards, transportation, and land use issues.



INTERGOVERNMENTAL COORDINATION ISSUES

Issue: URBAN RESERVE AREA - A GROWTH MANAGEMENT STRATEGY

1. **Concept:** The urban reserve area (URA) concept grew out of the need to plan for future anticipated urbanization of rural lands which are located in the path of growth outside an expanding municipality’s jurisdiction. The existence of a URA does not, by itself, ensure that development will occur only within the URA. It is instead a policy statement that gives notice that other land use decisions such as annexation, rezonings, subdivision and utility extension will be made in a way which will encourage more orderly development within the URA rather than outside it. As a result, compact growth patterns around Temple Terrace will be encouraged and growth not compatible with the future anticipated urban form will be discouraged.

The purpose of a URA is to ensure the provision of an orderly and efficient transition from rural to urban land uses in those areas surrounding municipalities. An important advantage of URAs for cities is that establishment of such an area around a city provides the municipality with the assurance that its fringe areas will develop in a manner which will facilitate annexation as those areas reach urban service levels. A strong city-county policy agreement can also reduce opportunities for costly “leapfrog development” beyond the immediately urbanizing fringes. This helps both the city and county plan for cost-effective extension and expansion of facilities and services without placing excessive burdens on municipal and county taxpayers. An added plus for counties is that urbanizing lands can remain in the County’s exclusive tax base while the county’s responsibilities for facility provision are significantly reduced under a cooperative “joint planning area management agreement”.



Where partial urbanization is allowed, provision for complete urban services in the future should be insured through annexation and cooperative service agreements between the jurisdictions and private developers. A hazard of this approach is that when partial urbanization is allowed, eventual annexation and further development is often resisted by the residents. Not only does this put pressure on other, perhaps less desirable, areas for growth accommodation, but it can result in a host of

other problems such as unsatisfactory fire protection and extra use of city facilities by county residents.

- 2. Identification of Appropriate Boundaries:** Urban reserve areas frequently coincide with municipal extra-territorial facility service areas. The URA identified by Temple Terrace in its annexation policy statement is based on the City's sewer service area which was established in its 1962 interlocal agreement with the City of Tampa.

Initially, establishment of a URA will have little physical impact on the development of a City since full urban level services will continue to be available only inside the municipal boundaries. By definition, the URA is intended to program enough land available for urban development to meet the needs of a 20-25 year planning horizon (2025 or 2030). As such, the area boundary may not alter development locational decisions for a number of years, especially if the City implements strong infill policies. It can also be expected that the URA will be modified over time by the City and County as shorter term planning horizons are reached and needs are reassessed. Just such an effort is presently underway with the permission of the County, which may enlarge the URA and which may redesignate it, under new State annexation laws, as the City's future annexation area. For purposes of the City's Comprehensive Plan, the term URA will refer to the existing designated area recognized by the 1982 sewer service agreement. The future URA, as enlarged by any future agreement with the County, will be referred to as the Joint Planning Area (JPA).

- 3. Fiscal Impacts:** The fiscal impacts of establishing a URA, and enlarging it into a JPA, affect both the public and private sectors. On the positive side, the cost of public sector facility and service provision can be significantly reduced through an integrated approach which enhances economies of scale and other factors. Tax base impacts can also be positive as lands develop to their full potential as a result of availability of urban services. On the negative side, the price of land inside and outside the URA and JPA will be affected. An effective URA and JPA will influence the probability that an unserved parcel will receive services and be converted to urban uses although the supply and price of existing serviced lots to the consumer may not necessarily change.

Land price effects will vary depending on individual circumstances, but overall the greatest gains and losses resulting from changed development probabilities will be in the undeveloped (speculative) land market. In some instances where the supply of serviced lots is limited and the market

demand is high, the difference in undeveloped land value inside and outside the URA and JPA may become quite pronounced.

The fact that State law requires lands to be contiguous to a municipal boundary in order to be annexed, except as recently modified and as being pursued in the JPA, is an indication of the weight given to the need to balance cost-effective service provision against increases in municipal tax base. The potential tax base impacts of establishing a URA and JPA can be complex.

Even though annexation of a developed parcel may mean the County will receive less than 100 percent of its total property tax revenues, the additional tax revenues generated as a result of development can be sufficient to offset its proportional loss or even improve the County’s position if the parcel had remained undeveloped. The potential assessment impacts of establishing URAs and JPAs in Hillsborough County will need to be analyzed by fiscal analysts with significant experience in appraisal work before the question of tax base costs and benefits can be completely answered.

- 4. **Implementation:** Because there will be variation in the desirability of lands for urbanization within the URA and JPA, an urbanization sequencing program becomes critical. Fortunately, the same factors and criteria used in establishing the boundary of the URA and JPA, such as land suitability and service costs, can be applied in establishing a sequencing program. General areas within the URA and JPA can be ranked as to urbanization desirability and these rankings can be further refined by considering property ownership patterns and natural and man-made boundaries. Finally, priority areas can be ranked on the basis of their ability to be contiguous to the city at the time of annexation or their value if not contiguous, as may be the case under the application of a JPA.



A sequencing plan can be implemented in various ways. One method is to develop an annexation priority system in which specific areas will be targeted to be annexed and developed before others. Although this approach can result in inflated land prices in the primary growth areas over time, it has merit when it is adopted as a community policy on the basis of a sound facilities cost analysis. In 1986, the City of Temple Terrace

adopted the following annexation policy statement which addressed these and other annexation issues of concern to the community:

I. Purpose of Annexation

To assure the continuation and enhancement of the quality of life within the City limits by controlling the growth and quality of new developments and by maintaining or enhancing the quality and environment of the existing neighborhoods in the specified surrounding unincorporated area.

II. Areas To Be Considered

The annexation of areas into the City will be considered when the area being considered meets the requirements of State Law and is located within the following described area:

URA Boundaries

North-Fletcher Avenue and projection of Fletcher Avenue eastwardly.

South-Harney Canal.

East-Tampa Bypass Canal (TBC) except where U.S. 301 is east of the TBC, then U.S. 301, up to the intersection of U.S. 301 and Fowler Avenue; then the projection of the intersection of U.S. 301 and Fowler Avenue north to the projection of Fletcher Avenue.

West-City of Tampa limits.

JPA Boundaries (proposed)

East-Beyond the URA boundaries.

Southeast-beyond the Harney Canal, Bypass Canal, and Interstate 75, to include Vandenberg Airport and south to Interstate 4, and east to Williams Road

III. Annexation Policies

The annexation of areas should be processed and grouped to facilitate the efficient provision of government services, and to reflect the priorities established by the City’s long-term Visions.

The timing of the annexation areas should be staged to combine commercial and residential areas in order to balance the revenue stream received with the cost of services provided.

Annexations should be processed in conjunction with the property tax calendar to reduce the period of time between when services are provided and when tax revenues are received.

The City shall consider the short, and long-term financial implications related to the annexation of an area prior to commencing the annexation process for that area.

Prior to commencing the annexation process of an area, the City shall test and review the quality of infrastructures that will become the City's maintenance responsibility to assure that substandard infrastructure will not become a burden to the City.

Whenever possible, development infrastructure construction of areas to be annexed contingent on contiguity should meet or exceed City specifications.

Areas annexed into the City prior to development approval or construction shall be developed in accordance with a City zoning classification and in accordance with City development requirements.

At least annually, the City will amend its zoning and land use maps to bring all previously annexed areas into conformance with a City zoning and land use category.

Areas should not be annexed into the City for the purpose of avoiding County impact fees. Whenever possible, the City should require the payment of comparable assessments from annexed developments.

The annexation process should carefully consider the benefits associated with extending the City's Multimodal Transportation District (MTD) to include any new annexations, and determine how alternate forms of mobility can be created to enhance the City's mobility plan under the existing MTD.

Prior to commencing the annexation referendum process for a previously developed area, a survey of that area should be conducted to determine that at least 60% of those surveyed favor annexation.

A related approach is for the municipality to provide services to different areas based on its Capital Improvements Program. Development would be encouraged within the URA wherever services are provided by either the City or a developer who has entered into a cooperative agreement with the City. Consideration of related Comprehensive Plan policies should be added to the above service criteria to ensure that annexation approvals are both fiscally responsible and responsive to community needs.

Between the City limits and the URA boundary and a future JPA boundary, the County also has firm responsibilities. First, areas waiting for future urbanization must be protected from untimely development if they are serving a useful purpose, e.g., open space, and agriculture. Second, any proposed development, even that of a rural nature, must be considered in light of its compatibility with future land uses. Third, the County and City must cooperatively plan for provision of some urban services (such as police and fire protection) in areas which are planned to develop as part of a sequential urbanization pattern.

5. **Extension of Public Facilities:** The extension of sewer and water lines and construction of streets and highways and other forms of mobility in particular influence the rate and location of development. Although the extent to which service extension can guide development is unclear, it is generally accepted that service extension control by a City and/or County can be used to influence the locale and sequencing of development.



Many factors affect land development decisions. The market demand for housing, commercial, and industrial uses; the physical and social characteristics of the area; the willingness of landowners to sell at a given price; the value of the land for other uses such as agriculture, open space; and the availability of services all affect whether or not a specific property or area will develop at a particular time. If other factors inhibit development, simple provision of services may not counter their affect.

Urban services are necessary, however, to allow high-density development. For example, over two-thirds of Temple Terrace’s service area is designated by Hillsborough County for intense urban level uses. In part, these land use designations were approved on the basis of Temple Terrace’s extra-territorial water and sewer service areas. It is questionable whether the urban level land use categories would develop to their full potential without full municipal services.

Decisions not to extend public services might be used as a means to sequence development in the most cost-effective manner. The success of such decisions depends on how inhibiting the lack of services may be. When on-site facilities such as septic tanks and wells are adequate, parcelized development may continue at low densities. Such development

results in an uneconomical use of available land and can make it difficult to extend urban services in the future into the area or beyond it to allow subsequent high-density development. When this occurs, the area has been effectively committed to low-density development regardless of its land use plan designation.

- 6. Urban Growth Area Joint Management Agreements:** The successful use of utility extension and annexation policies by a city depends on its ability to control development on its fringes. A contractual agreement allows the city and county to establish a mechanism for joint administration of urbanizing municipal fringe areas that recognizes the substantial mutual interests of both parties. Establishing a joint management agreement also has the advantage of giving all parties in the development process, landowners, developers, and consumers, clear advance information on the likelihood of receiving necessary government approvals for development in the URA and JPA. This effect results in development projects which are more consistent with the community plan.

Contractual agreements also have the advantage of flexibility in the service provision and land development areas they address. Individual agreements can be tailored to specific city-county development needs and can include policies and procedures for joint development review. For example, a city may include strong policies for extension of some or all of its public facilities, zoning, and subdivision control, but choose not to include specific statements about items such as road maintenance responsibilities. Unspecified responsibilities are then open to interpretation and negotiation.

- 7. Intergovernmental Coordination Recommendation:** The URA and JPA concept, when implemented through a contractual growth management agreement, provides an important intergovernmental coordination mechanism. Establishing a URA and JPA can better assure the efficient provision of facilities and services, timely annexation, contiguous development, and compatible jurisdictional goals.

Florida planning legislation and Administrative Rules support the development of coordinated growth management programs which rely on urban service agreements. Establishment of URAs and JPAs around the City of Temple Terrace will further State and Regional Plans and the legislative mandate for coordinated public facility provision between jurisdictions.

Issue: MOBILITY LEVEL-OF-SERVICE STANDARDS

1. **Description:** The Level-of-Service (LOS) Standards of those roadway facilities under the jurisdiction of the State of Florida and Hillsborough County are directly impacted by increasing traffic due to approved development orders and permits. If a neighboring jurisdiction's development adversely impacts the incorporated City's LOS, the State or County may not choose to improve upon nor extend these roadway facilities. This action may curtail future development along effected portions of those facilities located within areas of jurisdictional concern. Therefore, alternate mobility options and strategies must be explored, including transportation concurrency exception areas (TCEA) and multimodal transportation districts (MTD).
2. **Primary Coordinating Entities:** District VII Florida Department of Transportation; The Hillsborough County Metropolitan Planning Organization; HART; Hillsborough County Engineering; City of Temple Terrace - Public Works. Other coordinating entities include Hillsborough County Aviation Authority; Tampa Port Authority, and the Tampa Bay Area Regional Transportation Authority.
3. **Coordinating Mechanisms:** The Hillsborough County Metropolitan Planning Organization's (MPO) mandated role and responsibilities for county-wide unified planning programs are found in Federal Acts and several Florida Statutes. The coordinating mechanism is twofold: - - the long range MPO Transportation Plan and the 5-Year Transportation Improvement Program (TIP).
4. **Nature of Relationship:** The MPO is not an implementing body, but is responsible for developing plans, policies and priorities, based on anticipated revenues in Hillsborough County. Implementation is a result of cooperative partnership between the MPO and the implementing agencies such as, the Florida Department of Transportation (FDOT), Counties, and Cities.

MPO submits annually to FDOT a list of local priorities for consideration when undergoing the update of the Department's Five-Year Work Program for federal and state funded projects. The TIP is a list of projects from the Transportation Plan that are scheduled for implementation in the next five years. The TIP contains all federally funded projects and other projects regardless of funding sources.



MPO members include elected officials from the County and its cities . This composition is intended to reflect jurisdictional interests in programming transportation improvements. The MPO has a Citizens Advisory Committee for local public input and the Technical Advisory Committee for technical advisement. Intergovernmental Coordination Recommendation: For those roadways where the City can set the Level-

of-Service (LOS) Standard, a uniform minimum acceptable LOS E will be established. Other levels of service for other mobility options are established by the City’s Multimodal Transportation District, as described in the **Mobility Element** (formerly the Transportation Element and the Traffic Circulation and Mass Transit Element).

- Identify, coordinate and find a resolution for inequitable and/or inconsistent level of service performance measures.
- Utilize any and/or all combination(s) of funding for the maintenance, improvement, or extension of State and County roadway or other mobility and mobility enhancing facilities. Methods of obtaining funding include, but are not limited to, fuel taxes, ad valorem tax, proportionate fair share assessment fees, and impact fees.

Issue: UPSTREAM POLLUTION OF THE HILLSBOROUGH RIVER WATERSHED

1. **Description:** The Hillsborough River’s water quality is susceptible to pollution and impairment throughout its watershed. Typical sources of pollution are urban and agricultural runoff, and industrial and domestic wastewater discharges.



The FDEP, through the Total Maximum Daily Loads (TMDLs) program, is evaluating water quality impairments on a state-wide basis. Along with many other water bodies in Hillsborough County, segments of the Hillsborough River Watershed that are not meeting their state water quality standards have been classified as impaired. FDEP will require that Basin Management Action Plans (BMAPs) be developed for those specific sources in the watershed that are contributing to impairments. Once these sources have been identified,

corrective actions and allocations will be developed. These BMAPs will be developed through an open stakeholder process.

Additionally, the principles of “*low impact land development*” could be an effective means to lessen the potential for water quality impairments. This is especially true in addressing stormwater runoff. With costs to address water quality impairments expected to be very high throughout the state, land use planning should be focused on preventive and proactive stewardship of surrounding water resources, when practical.

2. **Primary Coordinating Entities:** Southwest Florida Water Management District (SWFWMD), Environmental Protection Commission of Hillsborough County (EPC), Florida Department of Environmental Protection (FDEP), and the Federal Environmental Protection Agency (EPA).
3. **Coordinating Mechanism:** TMDLs and land use planning processes of Temple Terrace.
4. **Nature of Relationship:** Coordination between entities through Interlocal Agreements.
5. **Intergovernmental Coordination Recommendation:** Establish Interlocal agreements developed through the BMAP process to determine existing sources and contributors to water quality degradation within Temple Terrace.

Issue: PROTECT POTABLE WATER SUPPLIES FROM CONTAMINATION

1. **Description:** The City of Temple Terrace’s wellfields penetrate the Floridan Aquifer, one of the largest aquifers in the State. Some of these wells may become locally contaminated through the northeast unincorporated County flow downward to Temple Terrace. Pollution contamination problems may result from unregulated sources such as abandoned dumps and gas storage tanks.
2. **Primary Coordinating Entities:** The City of Temple Terrace, Florida Department of Environmental Protection (FDEP) and the Environmental Protection Commission of Hillsborough County (EPC) who regulate landfills/dumps and underground petroleum storage tanks in Temple Terrace.

3. **Coordinating Mechanisms:** The FDEP through their Agency Function Plan and the State Water Use Plan, SWFWMD through the water use permitting process, Hillsborough County through its wellhead protection ordinance, and the EPC, through their statute rules, are required to coordinate with local jurisdictions, such as Temple Terrace. In the case of the EPC, an interlocal agreement is needed to ensure that the services required by the City will be provided.
4. **Nature of the Relationship:** FDEP, SWFWMD and the EPC are regulatory agencies with the responsibility of protecting groundwater quality. As such, their missions include environmental protection and intergovernmental coordination. Each appropriate agency should be identified to assist the City in its efforts to safeguard local ground water quality.
5. **Intergovernmental Coordination Recommendation:** The City of Temple Terrace, with assistance from the appropriate regulatory agency, could take part in monitoring its wellfields to ensure that no contamination takes place, and to define the emergency procedures to be used in the event pollution is identified.

Issue: SEPTIC TANKS

1. **Description:** The unincorporated County has not kept up-to-date records concerning the location of septic tanks. The identification of the location of these tanks is particularly important to Temple Terrace, whose Urban Reserve Area (URA) and proposed Joint Planning Area (JPA) are de facto annexation areas and consist of unincorporated County lands. The URA and JPA, as annexation areas, provide for or will provide for public services by the City through an intergovernmental agreement or contract. Portions of these areas are planned for eventual absorption into the City of Temple Terrace.

It is important that an accurate account of the location of operational and non-operational septic tanks be made to determine the type and extent of public services needed, an inventory of soil types to determine their environmental sensitivity, and to identify any potential environmental hazards that these septic tanks may pose.

2. **Primary Coordinating Entities:** The City of Temple Terrace, Hillsborough County Department of Health; Florida Department of Environmental Protection and the Environmental Protection Commission of Hillsborough County.

3. **Coordinating Mechanism:** An intergovernmental agreement detailing the responsibilities of each entity within the URA and JPA relating to public services and annexation planning .
4. **Nature of Relationship:** Formal and informal interlocal agreements between the City of Temple Terrace and unincorporated Hillsborough County or the City of Tampa specify the extra-jurisdictional utility service area parameters including boundary, type, and extent of service provision and the timing of those services.
5. **Intergovernmental Coordination Recommendation:**
 - Inventory of location and operational condition of septic tanks within the URA and JPA and any other anticipated annexation area.
 - Assess the existing Temple Terrace and Tampa joint service agreement to determine adequacy for servicing future needs within the Urban Reserve Area and the Joint Planning Area
 - Press for the implementation of a County-wide septic tank tracking system or methodology that distinguishes between individual tanks and package systems.

Issue: WASTE WATER DISPOSAL

1. **Description:** The City of Temple Terrace presently has an agreement with the City of Tampa to allow the use of the Hookers Point Advanced Wastewater Treatment Plant for sanitary sewer disposal. Temple Terrace’s agreement with Tampa allows for the use of the plant based on a rate of flow as opposed to gallons per day. This requires that Temple Terrace hold their sewage in their lines and regulate the rate of flow, often utilizing “off hours” or non-peak hours for disposal. As Tampa’s needs become greater the City will be less inclined to process Temple Terrace’s sewage. As Temple Terrace grows, it will be competing for disposal opportunities, will need to expand its sewage system and find other alternatives for disposal.
2. **Coordinating Entities:** Primary coordinating entities include Temple Terrace Wastewater Department, Hillsborough County Wastewater Department and the City of Tampa Wastewater Department.
3. **Coordinating Mechanism:** Contractual Agreement

4. **Nature of Relationship:** The Agreements, which are reviewed periodically for adequacy of needs and terms, is the mechanism which allows Temple Terrace to dispose a specified amount of sewage in the City of Tampa’s facilities.

5. **Intergovernmental Coordination Recommendation:**

- a. Temple Terrace expand their sewage system.
- b. Temple Terrace consider other disposal alternatives such as the construction of a facility.

GOAL, OBJECTIVES, AND POLICIES

The City’s residents perceive and value themselves and their City as unique, particularly in terms of its positive social interconnectedness and its safe, secure, and neighborly small-town feel. Its citizens want to preserve, protect, sustain, and project its unique identity, so that its identity is maintained, improved, and recognized into the future, both within the City and the overall metro region, and even beyond. The City’s residents further want to see this positive social interconnectedness sustained and reflected in its neighborhoods, similar to the way for which it has been planned within the downtown core.

The **Intergovernmental Coordination Element Goals, Objectives and Policies** have been written to provide alternative forums for conflict resolution. Alternative conflict resolution is a consensus-building process. It fosters communication and use of shared decision-making. Decisions are not thrust upon the parties but are arrived at mutually. Communication begets communication and a continued working relationship among parties is often the result of settlement achieved by consensus-building. The following issues have been identified by professional staffs, citizens, and elected and appointed officials as requiring intergovernmental coordination efforts.

1. Coordinated, regular review of capital improvement programs.
2. Developing, establishing, maintaining, and evaluating levels of service.
3. Formalizing and Consolidating the Urban Reserve Area and Joint Planning Area.
4. Establishing a County-wide committee to monitor, evaluate, and review land use and environmental issues.
5. Developing a comprehensive, coordinated regional mobility review and evaluation program.
6. The role of The Planning Commission for Hillsborough County.
7. Instituting an orderly local and regional method of conflict resolution.
8. Developing and maintaining a cooperative data base for unified planning and information services to all governments.



AIMING FOR SUCCESS – INTERGOVERNMENTAL COORDINATION

THE TEMPLE TERRACE ASSET

Temple Terrace bills itself as the third largest city in Hillsborough County, or in other terms, the smallest city in the county (there are only 3 cities in Hillsborough County). Other local governments, such as the County and Tampa, along with other levels of governments and their agencies (eg Florida Department of Transportation, Southwest Florida Water Management) have significant impact on Temple Terrace in their decision making.

The people of Temple Terrace have shown a willingness to tackle and work through difficult civic issues with respect to all viewpoints. There is knowledgeable citizenry that understands the interrelationships and underlying forces shaping their community, and this is reflected in their leaders.

Temple Terrace’s historic approach to intergovernmental coordination has been one of collaboration, cooperation, bridge building and participation, and this bilateral approach yields better results than unilateral ones. Government works for the people best when it works together and advances the common good of all. This is a strong asset for the City.

BUILDING OUR ASSETS FOR THE COMPETITIVE EDGE- UNDERLYING ETHICS OF SUCCESS “WIN-WIN” SOLUTIONS

Intergovernmental relations are harmonious, in part, because the City strives for win-win solutions, wherever possible. The best solutions advance the causes for all affected levels of government. This is particularly true for intergovernmental relationships that affect both the natural and man-made environments.

PLANNING MATTERS

Excellent planning inherently promotes balance and harmony. It is pro-active, looks ahead, anticipates opportunities and problems and seeks solutions that maximize public benefits while minimizing negative impacts. The best opportunities for finding “win-win” solutions in intergovernmental coordination are rooted in excellent planning. (e.g. the urban reserve area)

OPEN AND ONGOING DIALOGUE

Positive and long-lasting relationships are characterized by open and ongoing dialogue. Open in that view points are freely discussed and debated without

rancor. Ongoing in that this dialogue occurs regularly, readily and that it is sought out. (the excellence of human relationships)

EDUCATION

Education is knowledge shared willingly. The City sits at a critical juncture between its citizens and other levels of government. The City promotes the free exchange of knowledge both from citizens to government and government to citizens. The strength of the City is the citizens’ community capacity. The ability to tap into the community’s knowledge and collectivize can unlock great potentials for the City.

By using the above **Aiming for Success**, understood through Interconnectedness, the City can assess and tell its “story” as it grows, thereby creating the future it wants to be in 2025 and beyond. That story is one that recognizes the City as a complex and rich set of interrelated subsystems of the larger urban system, with assets unique and distinctive to Temple Terrace; the following recognizes the importance of sustainability, regeneration, and interconnectedness in improving and projecting forward those subsystems within the City.

GOAL 1: To establish and maintain an efficient, effective, and convenient program which will address multi-jurisdictional comprehensive planning issues and:

- a. achieve the Goals and Objectives of the *2025 Temple Terrace Comprehensive Plan*;
- b. resolve incompatibilities of the Goals, Objectives, Policies of the *2025 Temple Terrace Comprehensive Plan* with the Comprehensive Plans of the City of Tampa and unincorporated Hillsborough County;
- c. resolve incompatibilities of the Goals, Objectives, Policies of the *2025 Temple Terrace Comprehensive Plan* with those of the Plans of the Hillsborough County School Board and/or other units of local government providing services but not having regulatory authority over the use of land and with the plans of regional, State, and Federal agencies;
- d. resolve incompatibilities of land development patterns proposed in the *2025 Temple Terrace Comprehensive Plan* with land development patterns proposed in the Comprehensive Plans of the City of Tampa and unincorporated Hillsborough County; and
- e. further the goals of the *Future of the Region, A Comprehensive Regional Policy Plan for the Tampa Bay Region* and the *State Comprehensive Plan*.

COORDINATED REVIEW OF INFRASTRUCTURE

Meeting the immediate pressures of growth has detracted from effective, long-range management of public water, sanitary sewer, solid waste, stormwater management, and traffic circulation for Hillsborough County. Sound fiscal

management practices also require the coordinated management of infrastructure.

Finally, because roads and some sewer and water services are not isolated to one county, intergovernmental coordination is also required to understand the strengths, opportunities, threats, and weaknesses of any infrastructure plan. Because of the above-mentioned factors it is necessary to create a structure that establishes a unified, managed approach to infrastructure plans and their implementation within and around the Temple Terrace area.

Objective 1.1: On an ongoing basis, the City of Temple Terrace shall establish new and review existing coordination mechanisms that will evaluate and address the effects of public and private City development governed by the local comprehensive plans, of adjacent municipalities, Hillsborough County, and the School District of Hillsborough County.

Policy 1.1.1:

The City shall continue to coordinate with representatives from local, regional and federal agencies to ensure the best practices and most current planning techniques and policies are utilized. Specifically, these efforts should address issues relating to: transportation, public facilities, environment, schools, affordable housing and the provision of social services in Temple Terrace.

Policy 1.1.2:

A number of techniques including joint meetings, forums and interjurisdictional department meetings may be utilized to identify issues among jurisdictions and agencies, and provide a structural framework for the discussion of infrastructure planning and the Comprehensive Plan for the City of Temple Terrace.

Policy 1.1.3:

The City, with support from the Planning Commission, shall coordinate its capital budgeting process and the development of priorities for needed infrastructure with Hillsborough County. The resulting list of Capital Improvement Projects shall be submitted annually to the Planning Commission for inclusion into Temple Terrace’s **Capital Improvements Element**.

Policy 1.1.4:

The City, as needed, shall request the Planning Commission review all authority master plans for consistency with the Comprehensive Plan for the City of Temple Terrace.

Policy 1.1.5:

The City shall participate with the other Hillsborough County jurisdictional governments and utility companies in the development of a unified forecasting effort for population, socio-economic data, financial planning transportation modeling, and capital planning which shall include the reservation of appropriate rights-of-way.

Objective 1.2: The City shall continue to meet with representatives from local, regional, state and federal agencies, and adjacent jurisdictions to ensure the sharing of accurate information, coordinated levels-of-service and the effective provision of infrastructure in the City of Temple Terrace.

Policy 1.2.1:

The City will share information and coordinate with the City of Tampa and Hillsborough County, as well as other appropriate agencies and jurisdictions to promote the efficient provision of infrastructure, including but not limited to: transportation, mobility, water and sewer, transit, parks, public safety and schools within Temple Terrace.



Policy 1.2.2:

The City will coordinate the establishment of level-of-service standards for public facilities with any state, regional or local entity having operational and maintenance responsibility for such facilities within or adjacent to Temple Terrace.

Policy 1.2.3:

The City shall support the review of any level of service standards of other adjacent entities located within the designated reserve areas such as the Urban Reserve Area and the Joint Planning Area to provide for consistency with the adopted level of service standards in the unincorporated Hillsborough County, City of Tampa, and City’s of Temple Terrace Comprehensive Plans.

Policy 1.2.4:

The City will coordinate with the responsible implementing agencies and organizations on emergency management plans to ensure that its residents are prepared for natural and man-made disasters. In particular, the City will coordinate the provision of infrastructure, such as evacuation routes and shelter capacity. The City will cooperate with other emergency

management planning activities, such as the preparedness of target populations and post disaster recovery.

FUTURE JOINT PLANNING AREA ANNEXATION COORDINATION

Each of the cities within Hillsborough County provides services beyond its present political boundaries. This provision and expansion of service is caused by growth pressures at the fringe of urban land, extra-territorial lands, or nearby major land use development such as an interstate corridor or major employment center. The response of the impacted or affected jurisdictions has been to provide or offer water and sewer services. Such services provided to the unincorporated County areas can be provided under contractual agreements between by a municipal provider with the unincorporated County area as the recipient. The contract covers a designated geographic area or a Reserve Area.

Many issues are associated with growth pressure. One such issue is that a city will generally require annexation of properties that are provided services. Another is that these developments, especially if annexed, form a larger urban pattern that will affect the ability of the city to provide services and guide growth and regulate development. Not only is the future financial and capital planning of a city affected, but the particular image and pattern may be changed due to unresolved matters such as uncoordinated regulations. Without inter-jurisdictional coordination of densities, subdivision regulations, land development codes, and water conservation restrictions incompatible or conflicting patterns will continue to emerge.

A Reserve Area is formally established. It covers a defined area of land beyond and contiguous to current City boundaries. Inasmuch as the City is affected by this commitment to serve growth, it must have a means to manage that growth. An expansion of that contract, or added contracts, could add such items as coordinated land use designations and zoning categories and development construction and site design standards that meet the requirements of the service provider. To achieve this level of cooperation and accountability will require regular, formal communication between Temple Terrace and Hillsborough County at staff and policy-making levels.

Objective 1.3: By September 30, 2015, the City of Temple Terrace shall, in cooperation with Hillsborough County, delineate a Temple Terrace Joint Planning Area encompassing the existing Urban Reserve Area and any other planned or de facto annexation areas.

Policy 1.3.1:

The City and Hillsborough County shall jointly complete a Joint Planning Area Boundary Analysis by September 30, 2015, to identify the Temple Terrace annexation area boundaries.

Policy 1.3.2:

The Temple Terrace Joint Planning Area and annexation area shall include those lands which have urban services contracted for or are anticipated or may be considered for annexation by Temple Terrace by 2025 or a later date.

Policy 1.3.3:

The City shall formally coordinate with Hillsborough County and the City of Tampa on planning, zoning, and land development proposals and procedures within designated Temple Terrace annexation and utility service areas.

Policy 1.3.4:

The City shall work with Hillsborough County to achieve compatibility in land uses and residential densities in its designated annexation and utility service areas.

Policy 1.3.5:

The City and Hillsborough County shall jointly study the issue of intergovernmental assessment and distribution of impact fees, particularly as they may related to development approvals within any City utility service areas or designated annexation areas and shall produce a joint report by September 30, 2015.

Policy 1.3.6:

The City shall participate with Hillsborough County in the joint planning of infrastructure within Temple Terrace utility service areas or designated annexation areas.

Policy 1.3.7:

The City will provide public water and sewer utilities or other urban level infrastructure and services into Temple Terrace utility service areas or designated annexation areas - either as a result of annexation or contract.

Policy 1.3.8:

The City will seek out institutional coordination with those entities that directly or indirectly impact development potential of annexed lands. These entities may include but are not limited to the Hillsborough County Aviation Authority and the University of South Florida.

Policy 1.3.9:

The City will seek a partnership with the Hillsborough County Aviation Authority (HCAA) to maintain that development in proximity to Tampa Executive Airport (previously Vandenberg Airport) conforms to the HCAA master plan. Other regulations, including protection from encroachment into radar areas, crash zones, runways and flight approach corridors, are to be considered during the annexation or development process.

Policy 1.3.8:

Within the City's Urban Reserve Area, Joint Planning Area, any utility service areas, or designated annexation areas, the City shall jointly develop an annexation procedure (consistent with Chapter 171, Florida Statutes) which shall be approved by the governing bodies and address, at a minimum, the timing and location of annexations and the notification of the amendment of the jurisdictional Comprehensive Plan to include the newly annexed area, and notification of the timely and appropriate rezoning of the area and the application of the Land Development Code to the area.

Objective 1.4: The City of Temple Terrace shall work jointly with Hillsborough County to develop a Temple Terrace Joint Planning Area (JPA) and annexation area Master Plan by June, 2015. The governing bodies of both jurisdictions shall take action on the proposed Master Plan by August, 2015, or as soon thereafter as may be feasible, based on resolution of disputed issues or concerns.

Policy 1.4.1:

The Temple Terrace JPA and annexation area Master Plan shall contain policies designed to achieve compatibility in land development regulations and infrastructure planning between the County and City within the Master Plan area.

Policy 1.4.2:

The City shall follow the jointly adopted Temple Terrace JPA and annexation area Master Plan or any such other jointly adopted Plan by another name.

Policy 1.4.3:

The City, in cooperation with Hillsborough County, shall complete a study as part of the Master Plan that recommends ways to minimize incompatibilities or inconsistencies in infrastructure levels of service between the County and City within the Temple Terrace utility service areas or designated annexation areas.

THE ENVIRONMENT

There are management procedures proposed throughout this Intergovernmental Coordination Element. The objective is to provide ways of getting the proper authorities together in an accountable, responsive fashion to regularly resolve needs. This concept is self-evident in subjects such as capital improvements or land use. It is also necessary in dealing with major environmental issues. There are practical and philosophical reasons for this.

The environment - ecological systems, streams, habitats, drainage systems, etc. respects no political boundaries. The Hillsborough River originates in Pasco and Polk Counties. Geological formations which cause sinkholes are not just north and west of I-75. Tampa Bay touches three counties and at least four cities.

The environment is a system. As such, it is susceptible to quantity issues such as having enough wildlife and fish habitat for the maintenance of all plants and animals. The environment is also subject to quality issues, an example being the purity of the Floridan aquifer for use as drinking water. These systems are complex.

Man is complex, too, and rational. Because of the quest for reason, the tendency is to break systems into parts for analysis and improved management. One example is a sewer service system. It includes pipes, pumps, stations, treatment plants, plans, maintenance, and people to operate the system. The advantage is that the components and their roles are easily identified and work under one entity - public works. Another example, however, involves Tampa Bay. This “system” is overseen by more than forty agencies, boards, commissions, and authorities through the Agency on Bay Management. Each agency works for its own specific goals. They include water quality, water quantity, research, habitat, dredge and fill, shorelines, canals, boating, development, and public access to name a few. We are comprehensively protected in a fragmented manner.

The irony about environmental management is that the system is always taken apart. It is rarely reassembled for a clear application of community policy through unified land use or water conservation goals. The objective of this section is to bring together the appropriate local, State, and regional agencies that will affect the management and implementation of community policies for land use, transportation, public facilities, coastal systems, and conservation. These agencies and departments not only regulate but also gather data to carry out their mandates. It is the use and application of these databases that can be the greatest importance in properly developing or interpreting land use and environmental information to further community values.

Objective 1.5: By 2015, the City of Temple Terrace shall participate in assembling representatives from State and local agencies and departments into an Environmental Review Forum for the purpose of explaining policies, data, and research and eliminating duplicative reviews and contradictory standards among these agencies.

Policy 1.5.1:

The City shall continue to coordinate with the representatives from local, regional, state and federal agencies and departments to ensure coordinated actions relative to ecosystem management, protection of water quality and quantity and also other aspects of the municipality’s natural heritage in the City of Temple Terrace. Coordination should be through an interlocal agreement, such as a Memorandum of Understanding, which establishes fees, review timeframes, process and improves communication between the environmental regulatory agencies and Temple Terrace.

Policy 1.5.2:

The City of Temple Terrace recognizes the importance of an established minimum flow for the Lower Hillsborough River and will work to ensure that the health of the river is protected and enhanced through proper regulation.

Policy 1.5.3:

The City of Temple Terrace will seek opportunities for further coordination and partnerships with public and private agencies that deal with water issues considered paramount to the city such as Tampa Bay Water, the Southwest Florida Water Management District, and the Hillsborough River Interlocal Planning Board

METROPOLITAN TRANSPORTATION PLANNING

The responsibility of a Metropolitan Planning Organization (MPO) given through the authority of 23 U.S.C. 134, is to carry out a continuing, cooperative, and comprehensive transportation planning process for large urban areas resulting in the development of plans and programs which are consistent with the comprehensively planned development of the urbanized area. This planning process includes developing a multimodal Long Range Transportation Plan



(LRTP) addressing the need for and financial feasibility of a transportation system that addresses the future expected travel with the urban area. This plan, coordinated with local government comprehensive plans and forecasted growth in population and employment, forms the basis for identifying and implementing transportation projects consistent with federal rules and guidelines.

The balance of this section provides for a sound Metropolitan Transportation Planning (MTP) process. It includes requirements for annual and long-range work programs, agreements for planning coordinated with Federal agencies and those receiving federal funding, related planning efforts (air, noise, water quality, wildlife habitat protection), formal intergovernmental planning coordination in urbanized areas, and the use of technical and citizens advisory committees. Within the State of Florida, projects conducted on the Federal and State Highway System and others which may use Federal funds are required to be screened for Environmental, Social, Community, and other factors related to the social-cultural impacts the project may have. This process known as the Efficient Transportation Decision Making (ETDM) process provides an opportunity for federal, state, local, and tribal governments to give input on potential environmental issues and consideration or avoidance, minimization, and mitigation measures. Committees of the MPO including the Technical Advisory Committee and the Intelligent Transportation Systems Committee include representation from land use and environmental planners as well as staff representatives from each of the local governments and transportation agencies. It is the Technical Advisory Committee that is most relied upon by the MPO Board for the comprehensive analysis of impacts and reasoned recommendation. The City's administration is represented on the MPO Board by the Mayor of Temple Terrace.

Objective 1.6: The City of Temple Terrace shall continue to integrate all forms of metropolitan transportation planning into the comprehensive planning process of the City of Temple Terrace.

Policy 1.6.1:

The City shall regularly attend and participate in Metropolitan Planning Organization (MPO) meetings and, as appropriate, the meetings of its Advisory Committees.

Policy 1.6.2: (reserved)

Policy 1.6.3:

The City shall support efforts to negotiate and draft a Memoranda of Understanding with the Florida Department of Transportation (FDOT), the Planning Commission, Metropolitan Planning Organization, Florida

Department of Transportation, Hillsborough County and the City of Temple Terrace in comprehensive planning in at least the following areas.

- a. To coordinate with the Florida Department of Transportation regarding corridor access management planning and signalization of State roads used as a part of a regional network and as it relates to the mobility and the traffic circulation system of Temple Terrace, specifically as it relates to the City’s Multimodal Transportation District.



- b. To request timely Florida Department of Transportation review of rezoning and sub-Development of Regional Impact requests forwarded by Hillsborough County and the City of Temple Terrace.

- c. To review and recommend changes to procedures to ensure the minimum time is taken for access permits and stormwater management, setback and infrastructure reviews in Temple Terrace.

- d. To coordinate the development of a Multimodal transportation district within the City and the surrounding area in order to achieve the Goals set out for the Multimodal Transportation District.

Policy 1.6.4:

The City shall endeavor to establish formal working relationships with the mass transit planning agencies of the City of Tampa and Hillsborough County, as well as with the Tampa Bay Area Regional Transportation Authority

Policy 1.6.5:

The City shall coordinate with other jurisdictions and FDOT for the purpose of using common methodologies for concurrency management systems for measuring impacts on mobility and other transportation facilities and adopting compatible, if not the same, level-of-service standards on inter-jurisdictional mobility facilities.

THE PLANNING COMMISSION

The Planning Commission is the designated Land Planning Agency (LPA) for Hillsborough County and its municipalities under 78-523, Laws of Florida (as amended) and other laws and statutes.

As stated in Laws of Florida 77-564, Section 6 (as amended), “This agency shall prepare, monitor, evaluate, and update the Comprehensive Plan required by Part II of Chapter 163, Florida Statutes, the Local Government Comprehensive Planning and Land Development Regulation Act...and shall make recommendations to the governing body regarding the adoption of such plan or element any amendments thereto.” Excerpts from the Laws of Florida, Chapter 75-390, Section 7(1)(a), (b) also provide for coordination, consultation and review of local government plans in these long, mid and short range modes. For example: “The local planning agency shall prepare the comprehensive plan or element, and any amendments thereto, for Hillsborough County and each incorporated municipality within Hillsborough County, and shall make recommendations to the governing body regarding the adoption of such plan, or element or amendment thereto. The responsibility for final recommendation (of plan, element, amendment) shall be the responsibility of the Local Planning Agency. The Local Planning Agency shall evaluate, monitor and oversee the effectiveness and status of the comprehensive plan and recommend to the governing body such changes in the comprehensive plan or may, from time to time, be required...”

Therefore, the Planning Commission has a major role in the Comprehensive Plans for Temple Terrace and adjacent jurisdictions and in ensuring that any changes to them are done in a consistent, coordinated fashion.

Objective 1.7: The City of Temple Terrace shall support, on an ongoing basis, the Planning Commission’s role in evaluating Temple Terrace’s Comprehensive Plan with any master facilities plans of school boards, authorities, and plans of other units of government providing services but not having regulatory authority over the use of land, such as Florida Department of Transportation, and with the Comprehensive Plans of City of Tampa and Hillsborough County to ensure consistency with the Comprehensive Plan for the City of Temple Terrace.

Policy 1.7.1:

The City shall seek to formalize all coordination and cooperation mechanisms required by its Comprehensive Plan to the greatest extent possible through contracts, memoranda of understanding, formal resolutions, interlocal agreements, or other means.

Policy 1.7.2:

The City shall support the maintenance of all coordination mechanisms that effectively and efficiently resolve coordination issues.

Policy 1.7.3:

If the review process is not agreed to by the jurisdiction or if the recommended alternative conflict resolution is not accepted by both parties, then the City shall conform to the requirements of Section 164.101, Florida Statutes. If taking no further action does not adversely affect the planning and implementation process in Temple Terrace, then the City may take no further action.

THE COUNCIL OF GOVERNMENTS

The Council of Governments (COG) is a Council of local public officials and is established by resolution of the participating members. Those participants include Hillsborough County, Tampa, Plant City, Temple Terrace, and the Hillsborough County School District. Membership may be broadened to include other counties, cities special districts, or other governmental subdivisions of Florida (for example, Tampa Bay Water , Southwest Florida Water Management District, Metropolitan Planning Organization or Florida Department of Transportation). The COG is empowered to study any appropriate area governmental problem, promote cooperative arrangements, and coordinate actions of its members and make recommendations for review and action to its members or public agencies providing local services. The COG may seek funds; employ a staff or consultants and secure facilities, supplies, and equipment to operate as necessary. Finally, the COG shall make an annual public report of its activities to each member of its council.

Objective 1.8: - The City of Temple Terrace shall participate in coordination with the other jurisdictional governments in the continuing evolution of a mission for the Council of Governments. The mission may include using the Council of Governments to identify planning issues, inform affected entities and present alternative viewpoints to land development, infrastructure, or regulatory subjects. The Council of Governments shall remain a mechanism for effective intergovernmental communication of Plan Objectives and Policies with minimal cost and effort.

Policy 1.8.1:

The City shall support, as a member, the Council of Government’s studies including, but not limited to, matters affecting health, safety, welfare, education, children, growth, economic conditions, and other issues of importance in the Tampa Bay region and the State of Florida.

Policy 1.8.2:

The City shall support Council of Government’s promotion of cooperative arrangements, coordinated action among its members, and facilitation of

communication among jurisdictions to avoid interlocal conflict where possible.

Policy 1.8.3:

The City shall work with the staffs of adjacent jurisdictions and external agencies to develop additional measures to ensure full review and coordination regarding development activities, economic strategies and growth trends. To coordinate these issues, the City will consider measures such as the creation of a multi-jurisdictional task force or utilization of Council of Governments.

CONFLICT RESOLUTION PROCESS

The conflict resolution process should be simple and easily understood by all participants to promote its accessibility and use. Principles that constitute the basis for an Intergovernmental Coordination Element resolution process should be the following:

- a. Intergovernmental issues should be resolved at the lowest level.
- b. The process should be appropriate to the area or issue requiring intergovernmental coordination.
- c. The progression of steps in the conflict resolution process should correspond with a progression upward in the hierarchy of decision-makers; i.e., technical staff to department heads to chief executive officers and elected officials.
- d. The final resolution should be voluntarily agreed upon by the individual governments, bearing in mind that all jurisdictions abide by court decisions if that is the final resolution. One principle that should be stressed in the progression of steps for conflict resolution among local jurisdictions is that participants do not go to a lower level for resolution of conflict; elected officials do not go to an appointed body for the policy decisions that are their responsibility to make.

Objective 1.9: The City, in coordination with Hillsborough County, shall adopt a conflict resolution process for guidance in the resolution of disputes or issues and shall encourage other jurisdictions in the County to do so.

Policy 1.9.1:

Ad hoc committees of the local jurisdictions, at the technical staff level of the various jurisdictions, may be designated and meet to discuss the problem and to resolve it. These committees shall be formed upon the

request of one of the local jurisdictions and by mutual agreement of the participating jurisdictions.

Policy 1.9.2:

If no resolution of the issue is attained, then voluntary coordination meetings at the highest technical level, such as the department or agency director level, shall discuss the issue and attempt to resolve the differences between the jurisdictions.

Policy 1.9.3:

If no resolution is reached, the problem will surface to the next level - - the policy level - - for resolution; i.e., the Chief Executive Officer and elected officials.

Policy 1.9.4:

If no decision is reached at the policy level, then by mutual agreement and as a voluntary option, the parties may call upon a professional mediator for non-binding resolution of the issue. For example, the mediator could be a professional mediator or mediator from the University system or the Tampa Bay Regional Planning Council.

Policy 1.9.5:

If this solution is not acceptable to the jurisdictions involved, then they may pursue a binding resolution through the courts after invoking the Florida Governmental Cooperation Act of 1987, Florida Statutes, Chapter 164. This is now required before the governing body of a county or municipality may file suit against another county or municipality.

Objective 1.10: Coordinate growth and development with surrounding jurisdictions to promote and protect inter-jurisdictional interests.

Policy 1.10.1:

Coordinate inter-jurisdictional development review through use of the Hillsborough County Community Improvement, the Planning and Growth Management, and Health and Social Services Departments, the Environmental Protection Commission of Hillsborough County (EPC) and the Metropolitan Planning Organization (MPO).

Policy 1.10.2:

Joint boards and councils as identified in the Intergovernmental Coordination Element of this Plan shall be used as a means of coordinating the regulation and management of growth and development.

SCHOOL SITING

State legislation requires that local governments include provisions in their comprehensive plans to address school siting. The City is mostly a built environment, and new schools will probably involve redevelopment of another use. School siting and development can be a tool for redevelopment in the surrounding areas, or it can simply be a reinforcing element that adds increased stability to an area. The reader is strongly encouraged to review the School Element for further questions pertaining to the School District for Hillsborough County and its relationship with Temple Terrace.

Objective 1.11: The City shall strive to maintain and enhance joint planning processes and procedures for coordination of public education facilities planning and decision-making regarding population projections, public school siting, and the development of public education facilities concurrent with residential development and other services and ensuring compatibility and consistency with the City’s Comprehensive Plan.

Policy 1.11.1:

In addition to meeting the Objectives and Policies of the **Future Land Use Element** regarding school locations, the City shall assist the School Board to determine appropriate sites for schools, giving strong preference to those locations that can be used as a potential catalyst or leverage for redevelopment efforts in the surrounding areas.

Policy 1.11.2:

Schools are allowed in all plan categories, except Natural Preservation and Environmentally Sensitive Area designation. School development and redevelopment should be encouraged to be compatible with the area in which it is located and shall be minimally disruptive to adjacent areas. The physical development pattern and character of the surrounding area shall be assessed for potential impacts; negative impacts will be mitigated.

Policy 1.11.3:

In the planning, siting, land acquisition, development or renovation of school facilities, evaluation shall include consideration of impacts on the natural environment; annexation goals, design compatibility and location of school sites within neighborhoods.

Policy 1.11.4:

The school facilities shall be of design, intensity, and scale to serve the surrounding neighborhood or the non-residential development in which it occurs, and be compatible with the surrounding land uses and zoning.

Policy 1.11.5:

The City shall encourage the shared-use and co-location of parks, libraries, community centers and appropriate related facilities with public schools.

Policy 1.11.6:

The location and construction of new public educational facilities or the expansion of an existing site shall only be allowed upon a determination by the Planning Commission that the proposed site is consistent with the adopted Comprehensive Plan and by the City pursuant to the Land Development Code.

Policy 1.11.7:

In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within Temple Terrace: the Temple Terrace City Council, the Hillsborough County Council of Governments, and the Hillsborough County City-County Planning Commission may meet jointly to develop mechanisms for coordination. Such efforts may include:

- a) Coordinated submittal and review of the annual capital improvement program of Temple Terrace, with the School District's Five Year Facilities Work Program;
- b) Coordinated review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure;
- c) Coordinated review of residential planned developments or mixed use planned developments involving residential development;
- d) Use of a unified data base including population (forecasts of student population) land use and facilities; and
- e) Coordinated reviews of proposed Comprehensive Plan amendments and DRI applications shall include an analysis of the existing, planned and funded capacity of schools to serve development resulting from these approvals. The analysis, provided by the applicant working with the School District staff, shall reflect the need for additional schools and the financial feasibility of adding those facilities into the 5 year plan and/or 10-20 year plans.

Policy 1.11.8:

In cooperation with the School Board and the local governments within Hillsborough County, the City will enter into an Interlocal Agreement for

School Facilities Planning and Siting, as required by Section 1013.33, Florida Statutes, which includes procedures for:

- a. Coordination and Sharing of Information
- b. Planning Processes
- c. School Siting Procedures
- d. Site Design and Development Plan Review
- e. School Concurrency Implementation
- f. Implementation and Amendments
- g. Resolution of Disputes

Policy 1.11.9:

On an annual basis, the School Board shall provide information from their Five Year Facilities Work Program outlining the need for additional school facilities containing information detailing existing facilities and their locations and projected needs. The Work Program shall also contain the School Board’s capital improvement plan, including planned facilities with funding representing the District’s unmet need.

The City shall review the School Board’s Five Year Facilities Work Plan to determine the need for additional school facilities. The City shall identify general locations of new schools necessary to support anticipated and planned development. The City shall offer their assistance to the School Board to determine appropriate locations where there may be sufficient land proximate to the area being served.

Policy 1.11.10:

The City and the School Board will coordinate during updates or amendments to the City’s Comprehensive Plan and updates or amendments for long-range plans for School Board facilities.

UNIVERSITY COORDINATION

The City of Temple Terrace is presented with a unique geographic opportunity. The City is partially bordered to the west by the University of South Florida (USF), a large multi-discipline research university. The total university enrollment, being nearly twice that of the population of Temple Terrace, has the potential to create a cultural and economic synergy of mutual benefit. The City of Temple Terrace must reach out to its neighbors both governmental and institutional to better its competitive position in the 21st century.

Objective 1.12:

The City of Temple Terrace shall seek out mutually beneficial relationships between its citizens, businesses, institutions and government with the University of South Florida and Florida College.

Policy 1.12.1:

By 2015 the City of Temple Terrace shall have created a university-community partnership committee.

Policy 1.12.2:

The City of Temple Terrace shall enhance its assets with those of the local universities by engaging students and faculty at those universities.

ANNEXATION AND JOINT INTERJURISDICTIONAL AREAS

Objective 1.13: Provide coordination in planning, locating, expanding, constructing, and extending urban infrastructure and services from the City into unincorporated portions of Hillsborough County compatible and consistent with the Comprehensive Plan for the City of Temple Terrace.



Policy 1.13.1:

The City shall continue to consider providing municipal water and sanitary sewer services to requesting parties within a defined urban service area of unincorporated Hillsborough County through interlocal agreement with the County, subject to the execution of a voluntary annexation agreement with the requesting party acceptable to the City, and subject to the City’s ability to provide such services cost effectively and without sacrificing level-of-service standards to its other municipal service users. Application of this Policy may be subject to and governed by subsequent inter-local agreements for the Urban Reserve Area, Joint Planning Area, and any officially designated annexation area.

Policy 1.13.2:

The City shall continue to utilize voluntary annexation agreements with landowners in its urban service area of adjacent unincorporated Hillsborough County as one of its means of establishing possible annexation strategies and in planning and implementing its long-range public facilities capital improvements program and budget. Other means may be governed by subsequent inter-local agreements for the Urban Reserve Area, Joint Planning Area, and any officially designated annexation area.

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STRATEGIES FOR IMPLEMENTATION

The Comprehensive Plan will be best fulfilled by emphasizing the intergovernmental coordination aspects of the *2025 Comprehensive Plan for the City of Temple Terrace*. The only alternatives are in matters of form, such as formal vs. informal agreements. If the informal type works better, especially as relationships are developing, it should be used. Interim results should be carefully monitored as the partnerships develop.

Present interlocal agreements expire in a variety of dates. Many are automatically renewable. Attempting to coordinate all expiration dates so as to be able to monitor new negotiations and needs is an extreme suggestion. The Planning Commission could review problems, suggest solutions and help draft new agreements. Also, this role would help this agency fulfill future evaluation requirements for the *2025 Comprehensive Plan for the City of Temple Terrace*. Finally, such assistance would allow the Planning Commission to maintain contact with operations departments in Temple Terrace. This will keep planners informed of realistic needs which will result in the formation of better plans.

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CONSISTENCY WITH STATE AND REGIONAL PLANS

The 1985 Florida Local Government Comprehensive Planning and Land Development Regulation Act and the planning process, which has been developed to carry out this legislation have constructed a strategy that integrates local plans with those of the State of Florida and Tampa Bay Region. Therefore, each element has been written to be internally consistent in that a set format was used for all, along with the same population projections and planning timeframes, allowing consistency when projecting and addressing the future needs of the City of Temple Terrace. This Element is also consistent with regional and state policies related to Intergovernmental Coordination.

The jurisdictions adjacent to the City of Temple Terrace include unincorporated Hillsborough County and the City of Tampa. The important relationships that require intergovernmental coordination among these jurisdictions are those involving land use, public facilities, mobility, conservation, public school facilities and capital improvements scheduling.

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