Board of County Commissioners
Budget Discussion Item

Date of Meeting:	June 9, 2009
Date Submitted:	June 2, 2009
To:	Honorable Chairman and Members of the Board
From:	Parwez Alam, County Administrator Vincent Long, Deputy County Administrator
Subject:	County - City Growth & Environmental Management / Building Inspection Consolidation

Statement of Issue:
This agenda item presents issues (including past efforts) regarding the functional consolidation of County - City Growth & Environmental Management / Building Inspection, offers recommended options and seeks Board direction for advancing this initiative.

Background:
Under the "Discussion Items by Commissioners" section of the April 21, 2009 County Commission meeting, Commissioner Desloge raised the issue of the recent City of Tallahassee Charter Review Committee's recommendation to the City Commission regarding the consolidation of County - City Growth Management functions. At that time, the Board directed staff to prepare an agenda item on the issue and to request the County's Citizen Charter Review Committee to take the City Charter Review Committee's recommendation under advisement when they convene in November.

Analysis:
This agenda item presents issues which may be beneficial in determining the manner in which the Board wishes to proceed in support of the prospect of consolidating growth management and building inspection functions performed by Leon County and the City of Tallahassee. This analysis includes an overview of the significant previous efforts taken to date to advance a functional consolidation of these services. Given the limited success of previous efforts, it is recommended that the Board consider the historical approach to this issue, as well as approaches not utilized which may be more expeditious and effective.

This agenda item also presents options available to the County for effectuating such a consolidation, including addressing recent discussion by the Board regarding the opportunities and limitations of amending the County or City charters to realize a functional consolidation. Finally, with respect to the overall potential benefit of consolidating these services, this agenda item presents a high level of analysis recognizing that a more in-depth study of all of these issues would be needed if the County and City Commissions committed to pursuing a functionally consolidated model for the provision of

these services countywide.

PREVIOUS EFFORTS

Over at least the past twenty years, the issue of consolidating the County and City growth management functions has been raised by individual County or City Commissioners, by citizens representing the development community, or by groups like the Chamber of Commerce. Over this time, the Board of County Commissioners has traditionally taken a very supportive position toward the prospect of the functional consolidation of growth management and has identified this issue as a perennial priority issue during the annual retreat priority-setting process. Past commissions have taken a very active interest in advancing the functional consolidation of growth management. Many of those efforts involved designating individual commissioners from the County and the City "to go make it happen". This approach instructs that it is probably not the most effective means to achieve functional consolidation. Alternatives to this approach are presented herein. It is also noted that while a true functional consolidation of growth management has not been realized, very significant "incremental" advances have been made in the area of coordination, consistency, and the use of common technology by the independent departments. This section provides an overview of the historical and political context of the Board's previous efforts over the past twenty–plus years.

Prior to 1990, growth management was much simpler. The County and the City had separate building inspection departments, but the environmental management function of growth management was performed by the County on a countywide basis. In 1990, the City established their own environmental and concurrency management divisions. The County actively opposed this action and continued to advocate for the environmental management function to be performed by one department to be guided by and to enforce countywide regulations based on environmental conditions, rather than political boundaries. The Comprehensive Plan was adopted later that same year by the County and the City and included Objective 1.4 of the Conservation Element which supported the policy of one environmental management department. This objective, which remains in the Comprehensive Plan today, reads as follows (Attachment#1):

> *Objective 1.4: [C] (Effective 12/10/91)*
>
> *By 1993, local government will establish a unified single agency focused on environmental and natural resource protection and management that will help conserve, protect, and enhance the natural resources in Tallahassee and Leon County.*

One of the earliest efforts to realize functional consolidation of growth management can be traced to early 1992. On April 8, 1992, County Commissioners Marjorie Turnbull and Gary Yordon appeared before the City Commission to express the County Commission's commitment to consolidating the

larger growth management function and presented a discussion paper that the Board had previously directed staff to prepare on the subject (Attachment #2). The City Commission agreed at that time to begin the process to consolidate the two departments. In discussions between the County and City Commissions, and at Mayor/Chair meetings leading up to and preceeding this action, important reasons for pursuing a consolidation of growth management were espoused, many of which included the reasons captured in a letter from Commissioner Steve Meisburg to the City Commission which included:

> *"First, the City and County are facing very difficult budget pictures -- we need to eliminate overlapping functions wherever possible; second in this time of recession, I believe we have only added more confusion and uncertainty in our building and banking community; and finally, I believe we must work to develop a system that while effectively protecting the environment, works in partnership with the public."*

On April 21, 1992, the County Commission voted unanimously to establish a citizen committee to convene for the purpose of developing recommendations on a growth management consolidation plan. On April 22, 1992, the City Commission unanimously approved the same action. On June 16, 1992, the Board of County Commissioners voted unanimously to accept a consolidation committee comprised of a representative of CONA, the Coalition for Positive Growth Management, a Planning Commissioner, the County Administrator and the City Manager. The City never took action to establish the committee.

Absent a committee, the County Administrator tried to keep this initiative moving forward at the staff level. On March 11, 1993, County Administrator Pawez Alam sent a memorandum and a proposed Interlocal Agreement to then City Manager Dan Kleman which stated, in part, *"As you will recall, the City and County Commissions directed you and me to develop a proposal on the subject issue (Joint Growth and Environmental Department). For one reason or another, we have not been able to accomplish the direction of the Commissions, even though we discussed the issue at two meetings. In an effort to move this assignment along, I have taken the liberty of drafting the attached proposal for your consideration."* (Attachment #3). The proposed interlocal agreement attempted to reach final mutual commitment for advancing the growth management consolidation by establishing the broad parameters whereby:

> *"The County Administrator and the City Manager shall lead a transition team to combine the existing growth management departments with the new department becoming operational within 60 days of the execution of this agreement or October 1, 1993..."*

Then City Manager Dan Kleman was unresponsive to the letter, but made it known privately to the County Administrator and individual County and City Commissioners at the time that he did not

believe that a consolidated growth management was in the best interest of the City.

In 1994 another consolidation effort evolved. This effort focused on consolidating County and City Building Inspection and Permitting Divisions and was led by County Commissioner Bruce Host and City Commissioner Scott Maddox. A joint letter from the commissioners was issued on September 22, 1994 which requested a joint County-City staff report within thirty days of the "benefits and pitfalls" of such a consolidation (Attachment #4). The commissioners also sent letters under their signatures to the Tallahassee Builders Association, the North Florida Chapter of Associated Builders and Contractors, and the Coalition for Positive Growth Management soliciting their suggestions, comments and ideas about a consolidated building inspection division.

On October 24, and October 31, 1994, the City and County Growth Management Directors respectively submitted their reports (Attachments #5 & #6). In the months that followed, County and City staff worked with the designated commissioners to reconcile and refine their reports and take into consideration the comments received from the development community. On April 18, 1995, the County Commission received an agenda item titled Joint Building Inspection Divisions Review and Committee Report (Attachment #7). This agenda item concluded that it was not advisable to combine County and City Building Inspection and Permitting Divisions due to decreased efficiency that would result from separating the divisions from the respective Growth Management Departments. There were also concerns at the time about increased costs associated with this consolidation due to the need for a common facility and compensation equalization. The most important issue, however, was probably the concern that this separation from other growth management functions was a move away from "one-stop permitting". The County Commission unanimously approved the recommendation not to consider combining the County and City Building Inspection and Permitting Divisions separate from their respective Growth Management Departments. Similar action was subsequently taken by the City Commission.

Throughout the remainder of the 1990s, the issue of growth management consolidation would surface from time to time, including at Mayor – Chair meetings. In more recent years, the Board of County Commissioners has consistently expressed an interest in advancing some of the broader issues associated with growth management consistency and countywide environmental management by establishing countywide environmental standards. In fact, in every year since 2000, the Board has elevated pursuing countywide stormwater regulations as a Board Retreat priority. Specifically, in 2003 and 2006 this issue was identified for a charter amendment (Attachment #8). As a result, in 2006 the County and City developed the Watershed Management Policy Board; however, this effort has not been successful in establishing uniform policy in this area.

In 2008, the issue of exploring all opportunities for functional consolidation, including growth management consolidation, was raised as the Board of County Commissioners discussed the impacts of Amendment #1 to the Florida Constitution. At that time, the Board appointed Commissioner John

Dailey to work with Superintendent Jackie Pons and Mayor John Marks to identify opportunities for functional consolidation. No recommendations were made as a result of this effort.

As previously mentioned, the impetus for this agenda item was the County Commission's action at the April 21, 2009 County Commission meeting to support the City's Charter Review Committee (CRC) recommendations regarding the consolidation of County-City Growth Management functions included in their draft report to the City Commission. On April 22, 2009, the City's CRC presented its final report to the City Commission (Attachment #9). As part of its report, the CRC recommended that the City establish a formal schedule to consolidate the Growth Management departments of the County and City no later than October 1, 2010.

In the very latest development on this issue, on May 13, 2009 the City Commission designated City Commissioner Debbie Lightsey to work with the County Commission on consolidating the City and County Building Inspection and Permitting Departments (Attachment #10). This motion was not in response to attempting to consolidate growth management functions, but rather to address the City Building Inspection Fund's ($824,000) projected deficit. Specifically, the City's stated intent of the motion was to "graduate the fee structure to bring it closer to the County's to generate some surplus." The County's Building Inspection Department is a self-sustaining operation.

WHERE WE ARE TODAY

As previously noted, even though previous efforts to effectuate the consolidation of County-City growth management functions have not been realized, it is important to appreciate the "incremental" advances that have been made in the area of coordination, consistency, and the use of common technology by the independent departments. To date, the County, in conjunction with the City of Tallahassee, has undertaken actions that have provided the public an apparently seamless and transparent interface for many of the customer services provided pursuant to the community's growth management related responsibilities. The County and City Growth Management Departments have utilized the Permit Enforcement and Tracking System (PETS) software since 1995. In 1998, both departments migrated to a web-based version of the software known as PETS Plus. Since 2002, both departments have utilized the software to populate Velocity Hall, which provides the public internet access to the status of all pending development review and permitting activity, as well as a historical record of such activity for all parcels in both jurisdictions.

Through joint funding efforts, both jurisdictions have supported the development and implementation of a countywide Geographic Information System (GIS). This combined effort has allowed for the subsequent development of the Land Identification layer which allows the public, via internet, access to GIS to view proposed development projects and site-specific environmental and land use related information regardless of the jurisdictional location of the property. Furthermore, GIS is extensively utilized to implement the countywide addressing and street naming ordinance,

which is administered by the inter-jurisdictional Addressing Steering Committee.

In 2003, both departments implemented an interactive voice-activated response system (IVRS) to assist with building inspections. The IVRS provides one telephone number that accesses a 24-hour, seven (7) days a week, automated building inspection requests system that is utilized by both departments. Additionally, both departments' building inspection divisions have established a standing Code Consistency Committee to ensure consistent interpretation and enforcement of the Florida Building Code between jurisdictions and to participate regularly in joint public service announcements concerning building review and inspection-related matters.

Other coordinated and/or joint growth management related activities include the Board of Adjustment and Appeals, which is composed of members appointed by both governments. Both Departments utilize the same traffic model for concurrency management purposes, coordinate inter-jurisdictional traffic impact analysis, and implemented a memorandum of agreement with regards to proportionate share traffic impact mitigation.

In 2005, the County and Commissions approved the purchase and build-out of the Renaissance Center Building the purposes of realizing a true "one-stop shop" for all growth management related services. In the months that followed, the County's Growth and Environmental Management Department relocated from Tharpe Street to the second floor of the Renaissance Center. The City's Growth Management Department was soon after relocated from City Hall to the first and third floors. The joint City/County Planning Department was also relocated to the Renaissance Center to complete this very rare, full-service, "one-stop" location for all growth management related activities, regardless of jurisdiction.

Apart from the activities that have been outlined above that anning Departhave facilitated the integration of various growth management functions and provided the public with a unified customer service delivery system, several outstanding or unresolved policy related issues remain that would need to be addressed in order for complete functional consolidation of growth management to occur. These issues can generally be divided into the category of regulatory and funding differences.

Many of the current inter-jurisdictional regulatory differences between the County and the City have been established in the Comprehensive Plan and are carried out through implementing land development regulations. Examples include differences in the regulatory framework (allowable uses and applicable stormwater standards) applicable to the Lake Protection future land use district, differences in stormwater management standards and applicable regulations including floodplain management and a difference in the overall philosophical approach to growth management as reflected in each jurisdictions' land development regulations based on the nature of the geographical area (urban, suburban, rural, rural community) being regulated, and so forth.

With regards to funding for the County and City growth management functions, each local government has historically taken a different approach to this issue. While the County has elected to generally fund their mandated growth management functions through an enterprise fund approach (especially the building review and inspections functions), the City has typically utilized more non-fee based revenues to fund their growth management functions. The different funding approaches has resulted in substantial variations in development and permitting review fees between the jurisdictions. While the Comprehensive Plan notes that new development should pay for itself and not be subsidized by local government, neither jurisdiction is currently implementing this policy fully; however, the County's current funding methodology on its face would appear to be more in line with the established goal.

Conclusion: WHERE DO WE GO FROM HERE?

As previously stated, the impetus of this agenda item came at the Commission Meeting of April 21, 2009. At that time, the Board directed staff to prepare an agenda item to consider how the Board may wish to support the City's CRC recommendations to consolidate County-City growth management functions. As described in this agenda item, it is instructive to both carefully consider the difficulties of our past attempts to realize functional consolidation of County-City growth management, as well as appreciate the significant progress that has occurred to bring the independent departments to where they are today (as described above). When determining where to go from here, several important questions emerge which the Board may wish to consider in determining the manner, the extent and desired outcome of supporting (or leading) an initiative to functionally consolidate County-City growth management:

What additional information is needed to advance this effort?

Prior to the Board determining a position or a course of action, the Board may wish to have a further evaluation of the marginal benefits of a functional consolidation of growth management (over what exists today) and the options available to realize the maximum potential benefits, to achieve the most cost effective result and to avoid any unintended consequences.

Only by performing such an evaluation will the Board have the information necessary to determine their desired outcome and how to get there. For example, the 1995 effort to consolidate only the County-City Building Inspection took a considerable amount of time and effort only to determine at the end of this process that the benefits of a consolidated building department were outweighed compared to the efficiencies lost in separating building inspection from the other growth management functions and the parting from the overall objective of "one-stop permitting". As mentioned previously, this is the same approach which the City Commission recently designated Commissioner Lightsey to engage the County Commission to pursue once again.

It is strongly recommended that any evaluation of the functional consolidation of growth management incorporate County and City Building Inspection and Joint City-County Planning.

What are the options for obtaining the above-mentioned analysis and receiving timely and actionable recommendations?

There are two basic approaches whereby the Commissions could get the information necessary to guide critical decisions associated with an effort as involved as the functional consolidation of growth management. 1). One option is to hire an independent management and operational consultant to perform this work. 2). The other option, is to assemble a group of key staff from the County and the City to perform this evaluation.

1). The Consultant Option/Approach: The nature of the evaluation and the level analysis needed to make recommendations on the issues of management/process efficiency and cost effectiveness associated with a functional consolidation justifies the use of a professional management and operations consultant. The independent, objective nature an outside consultant is an additional advantage of this approach. The selection and scope of work of the consultant should be mutually agreed upon and cost shared by both the County and City Commissions. In this approach, both Commissions should direct that their highest level staff support the work of the consultant. In addition, the consultant should be charged with engaging frequent customers of the services to solicit their input. The consultant's work should be delivered to the County and the City at a joint public workshop at which time the Commissions can evaluate the options to achieve all available benefits of a consolidation, determine / ensure consistency with overall objectives, and to decide on the most appropriate action (which could include transition and implementation planning).

2). The Team Option/Approach: While the nature of the evaluation and the level of analysis justifies the use of a consultant, this approach is not required to obtain the information necessary to guide critical decisions associated with this effort. In fact, in this case another viable option to achieve the result described above is recommended. This "Team Option/Approach" involves assembling a group of key staff from the County and the City to perform this evaluation. Specifically, it is recommended that this group consist of the Deputy County Administrator (Vincent Long), the Assistant City Manager for Development and Transportation Services (Tom Coe), the Assistant County Administrator (Alan Rosenzweig), the City's Director of Management and Administration Services (Raoul Lavin), the Director of County Growth & Environmental Management (David McDevitt), the Director of City Growth Management (Bob Herman), and the Joint City/County Planning Director (Wayne Tedder). This group of employees is capable of performing such an analysis and could effectively marshall the resources of the two governments to achieve the objectives. An additional advantage of this approach is the time saved in the process of selecting a consultant. Because of the level of effort that would be required with this approach, however, it should be expected that this process would become the top priority of the group members and would consume much of their time and attention. If given top priority, this evaluation could be

completed in as fast as 30 days. It is also recommended that this group include the Chairman of the Greater Tallahassee Chamber of Commerce Growth Management Committee (Todd Sperry). This individual was instrumental in the recent recommendations made to the City CRC and is a development professional who has been a customer of both the County's and the City's growth management departments on small and large-scale projects

What about the political commitment necessary to keep this effort advancing?
The mutual political commitment by the County and City Commissions necessary to achieve functional consolidation of growth management cannot be overstated. The practice of the Commissions appointing individual Commissioners to establish the political commitment for resolving inter-jurisdictional issues has been one which has become a common practice for the City and the County. This practice is most effective when there are significant unresolved issues which require a negotiation (or re-negotiation) to lay the foundation upon which staff can then "work out the details". However, when Commissioners are appointed to "work out the details", this practice becomes inherently problematic and the objective very elusive.

As has been described here, very capable and well-intentioned Commissioners have been appointed by their respective Commissions in the past and dispatched down a well-traveled road to effectuate the consolidation of growth management. This approach presumably is to maintain the political commitment to achieving the goal. However, rather than maintaining the strong, concentrated political commitment of a majority of the Commissions, over this period of time the political commitment becomes fragmented and diffused. The political responsibility becomes that of the individual designated Commissioners. Among the inherent problems with this approach arise the fact that the individual Commissioners are privy to information that the rest of the Commissions do not enjoy. In addition, this designated Commissioner process is more susceptible to external influences which arise and may be counter to achieving the policy goal than is the process whereby professional staff carries out the direction of the Commission. Because of these and other factors, policy decisions and directions are sometimes changed in this process. In the end, often times the designated Commissioners have devoted a considerable amount of time (probably an unreasonable amount of time to be expected) only to have the process become derailed completely or the deliverable ultimately not approved by the respective Commissions.

There are many examples of this occurring in the past. One such example involved an effort in which County Commissioner Bruce Host and City Commissioner John Paul Bailey were designated by their Commissions to work on consolidating law enforcement dispatch. After approximately 18 months of intense effort, Commissioner John Paul Bailey wrote in a letter ending the process stating: "At present, it seems to be imprudent to continue to pursuing a Joint Dispatch/Emergency Management Center between the City and County due to a lack of interest and support." (Attachment #11).

In the current ongoing effort to achieve joint dispatch, the County and the City Commissions executed a Memorandum of Understanding (MOU) on the outset which clearly stated the policy objective. The Commissions jointly committed significant funding to this effort and endorsed the establishment of the Public Safety Communications Board (made up of their professional staff) to carry out the policy objective. Though very complex and involved, this approach will successfully achieve the policy objective in the very near future.

In this case, it is recommended that the County Commission direct staff to develop a MOU outlining the broad tenets and the mutual commitment for pursuing a functional consolidation of County and City growth management functions, upon passage of which will be sent to the City Commission for consideration. This MOU should include utilizing the Team Option/Approach and incorporate the County and City Building Inspection and Joint City-County Planning in the evaluation, as described earlier.

How to effectuate functional consolidation of growth management technically?
Once the objectives are clearly defined by the evaluation and decided upon by the Commissions, the Commissions can direct the manner in which they choose functional consolidation be effectuated.

There has been considerable discussion regarding functional consolidation in the context of the City's recent charter review and the County's upcoming charter review. To provide clarification, the City's CRC Final Report and Recommendations (Attachment #9) included a number of non-charter recommendations for the City Commission's consideration to effectuate through ordinance, policy, or interlocal agreement. This was the manner in which the CRC addressed functional consolidation. This reflects the understanding that a City charter amendment can do very little to effectuate functional consolidation. As previously stated, as part of its report, the Committee recommended that the City establish a formal schedule to consolidate the growth management departments of the County and City, no later than October 1, 2010.

The County's charter review process should be viewed differently. The County charter could only effectuate a functional consolidation through its "Transfer of Powers" provision which would require the consent of the City to simply turn those responsibilities over to the County. This would also require an affirmative vote of the local electorate in a dual referendum (must pass in both the city-limits and the unincorporated area). However, there are some important policy related issues which could be effectuated through a revision to the County's charter to establish countywide regulations. As previously mentioned, the Board has placed significant priority in establishing countywide environmental ordinances in the past. It is an important, but often overlooked fact, in all of the deliberations regarding functional consolidation that County and City services are most often not duplicated. Duplication resides most often at the policy level creating different regulatory standards based on jurisdictional boundaries, and thus, creating the need to have different regulatory functions provided by the jurisdictions.

The Florida Constitution provides that a county charter shall provide for that which shall prevail in the event of conflict between county and municipal ordinances. Thus, charter counties have a direct constitutional grant of broad powers of self-government, which include the power of county-citizens to enable their county to enact regulations of countywide effect which preempt conflicting municipal ordinances. Like charter counties, municipalities are granted broad home-rule powers by the Constitution. For municipalities in charter counties, however, these powers are limited by the constitutional right of citizens to opt for county preemption of municipal regulatory power [Article VIII, s. 1(g), Fla. Const.; *Broward County v. City of Ft. Lauderdale*, 480 So.2d 631(Fla.1985)]. In this regard, the County could effectuate much of the benefit of a functional consolidation through charter amendment and at the same time eliminate the need to have multiple jurisdictions enforcing different regulations by a simple countywide affirmative vote of the local electorate.

Notwithstanding the above information, the most likely vehicle to effectuate a functional consolidation would be through the execution of an Interlocal Agreement. This Interlocal Agreement could reflect the broad tenets established in a Memorandum of Understanding (MOU). This MOU would also establish a timeline including an evaluation, as described earlier, to be delivered to the Commissions to provide guidance necessary to inform their decisions and reach consensus. At such time, the Commissions could jointly provide direction on the specific provisions to include in the Interlocal Agreement.

Options:

1. Direct to prepare an agenda item for Board approval of a Memorandum of Understanding (MOU) outlining the broad tenets and the mutual commitment for pursuing a functional consolidation of County and City growth management functions upon passage of which will be sent to the City Commission for consideration. Include in this MOU utilizing the Team Option/Approach to conduct the evaluation to realize the maximum potential benefits, to achieve the most cost effective result, to avoid any unintended consequences and to ensure consistency with broader objectives, and to incorporate the County and City Building Inspection and Joint City-County Planning in the evaluation.

2. Same as Option 1, except direct staff to utilize the Consultant Option/Approach for conducting the evaluation.

3. Designate a County Commissioner to work with Commissioner Lightsey to consolidate the Building Inspection function.

4. Board Direction.

Recommendation:
Option #1

Attachments:
#1 -Comprehensive Plan Objective 1.4 of the Conservation Element
#2 – Discussion Paper on Consolidating City and County Growth Management
#3 - Proposed Interlocal Agreement memorandum to then City Manager Dan Kleman by County Administrator Parwez Alam
#4 – September 22, 1994 joint letter from Commissioners to County Administrator Parwez Alam re: "benefits and pitfalls" of consolidation
#5 – October 24, 1994 City and County Building Inspection Consolidation report sent on behalf of Henry L. Holshouser, Jr.
#6 – October 31, 1994 Report on Consolidation Building Inspection and Permitting Divisions sent on behalf of Howard Pardue
#7 – Agenda Item dated April 18, 1995 re: Joint Building Inspection Divisions Review Committee Report
#8 – 2003 and 2006 Board Retreat priorities
#9 – City's Charter Review Committee (CRC) final report
#10 – Designation of Commissioner Debbie Lightsey to work with the County Commission on consolidation of County and City Building Inspection Departments
#11 – September 14, 2009 John Paul Bailey letter

Objective 1.4: [C] (Effective 12/10/91)

By 1993, local government will establish a unified single agency focused on environmental and natural resource protection and management that will help conserve, protect, and enhance the natural resources in Tallahassee and Leon County.

Policy 1.4.1: [C] (Effective 7/16/90)

The duties of this coordinated natural resources agency may include but not be limited to:

a) Administering the Environmentally Significant Land Acquisition Program;

b) Implementing a program to assist private landowners in better managing their lands for the preservation of natural resources;

c) Sponsoring countywide environmental education programs;

d) Determining the environmental effects of subdivisions, site plans, rezoning and land use changes by establishing an environmental assessment process that ensures maximum restriction and mitigation of development impacts on natural resources;

e) Developing area-wide resource management plans and studies for wildlife, native plants, surface water restoration, closed basin needs, and endangered, threatened and species of special concern as well as restoration plans needed to maintain wetlands, native forests, and wildlife populations in conjunction with state and regional agencies;

f) Administering the environmental permitting, enforcement, and compliance process unless otherwise delegated;

g) Violations of environmental ordinances shall include the most stringent penalties which may include restriction of future development opportunities;

h) Developing and maintaining a comprehensive monitoring program for natural and native vegetation, surface waters and other natural resources;

i) Coordinate with local government and citizens groups to develop an urban forest management plan;

j) Working with the forestry community to improve and implement "silviculture best management practices" and their impacts on wildlife and wildlife habitat;

k) Coordinating with the stormwater utility regarding surface water quality.

DISCUSSION PAPER

on the

Consolidation of City and County

Growth Management Departments

(Prepared by County Staff at the direction of the County Commission, 1992)

WHY CONSOLIDATE?

Why consolidate City and County Growth Management Functions?

Today the City and County have two separate growth management departments, both of which are very similar in organization and function. Both have responsibilities for building inspection, environmental management, and concurrency management.

Up until 1990 growth management was much simpler. The City and County had their own building inspection departments but environmental management was handled by the County for both jurisdictions. In 1990, the City moved to create their own environmental management office and established their own concurrency management office. The County opposed the move and continued to advocate for one department. The Comprehensive Plan, jointly agreed upon, also contained a policy supporting one environmental department (Objective 1.4 of the Conservation Element). With these changes, the County proceeded to add concurrency management to its growth management program to comply with state law and the Local Comprehensive Plan.

Separate City and County Growth Management Departments have added confusion and uncertainty for neighborhoods, environmental groups, and the development community. Some have suggested it's time to reconsider one department providing growth management services for both City and County residents.

Benefits of one Department include:

* Increased Accountability and Responsiveness

Today there are complaints that many people don't know whether to go to the City or the County to obtain help. With one Department, there is only one office to call for help. Fewer agencies (or people) will be involved in decision making.

* Increased Consistency

Today there are differences in City and County land development regulations (e.g., zoning, subdivision, and site planning ordinances) and interpretations of these regulations. With one Department, over time there would be one set of rules, and ordinances and interpretation differences would be eliminated.

* Increased Simplicity - One Place Permitting

With the reduction in the number of different codes and interpretations, and the co-location of City and County offices in one building it becomes possible to simplify

the process os securing permits and requesting information and technical assistance. It will be easier for citizen groups and the development community to understand what rules apply.

* Increased Productivity and Effectiveness

With the creation of a joint Department there should be a decrease in duplication, increased productivity, and better use of staff time and efforts.

* Increased Efficiency

In one department, staff can be managed more efficiently, there will be one record management system, one permit tracking system, research will not be duplicated and will be better coordinated, one information/data base system, and decision making will be simplified

* Better Protection of the Community

Community resources, particularly sensitive environmental features like lakes as well as manbuilt infrastructure such as roads and sidewalks, do not stop at political boundary lines. Therefore, they are best managed on a comprehensive, countywide basis.

* Cost Reductions

A combined Department would result in cost savings due to the elimination of duplicate staffs and the reduction of administrative overhead and fixed costs.

While creating one Department where there are now two has its challenges, government must strive toward a better vision of our future and not be deterred simply because the job is difficult to do.

GOALS AND OBJECTIVES

Goals and Objectives of Consolidating City and County Growth Management Departments.

Goal: To Provide Efficient and Effective Protection to the Public.

Objective:

* To protect the citizenry, natural environmental, public infrastructure, and property from adverse impacts of improperly managed land development and building construction activity.

* To adopt clear and consistent land development regulations and construction codes which appropriately distinguish between rural and urban area needs.

* To ensure uniform and consistent permit reviews and land development approvals throughout Leon County.

* To provide fair and consistent inspection and enforcement services.

* To eliminate unnecessary differences between, and to simplify, City and County regulatory procedures and policies.

* To provide one place regulatory services.

* To promote "code compliance through education" by providing information about growth management issues and services to the general public and special client group.

* To ensure development pays it's fair share of the cost of growth.

* To establish the uniform data base of development and resource information needed to improve the effectiveness and efficiency of land development review and permitting.

* To improve productivity and efficiency by maximizing the use of cost-effectiveness technology.

* To establish and maintain competent professional staff.

* To provide regulatory services in a fair, consistent, and efficient manner.

* To maximize environmental protection.

* To carry out research programs required to establish the data base, policies, and standards needed to provide appropriate regulatory services.

CONSOLIDATION ISSUES

CONSOLIDATION ISSUES

PURPOSE AND GOAL: STUDY THE FEASIBILITY OF IMPLEMENTING A CITY-COUNTY GROWTH MANAGEMENT DEPARTMENT.

I DATA COLLECTION

A. PRESENT GROWTH MANAGEMENT FUNCTIONS

1. BUDGETS & FINANCES
2. STAFFING
3. RECORD KEEPING, PERMIT TRACKING, & MIS
4. ORGANIZATIONAL ARRANGEMENTS
5. POLICIES, PROCEDURES, & PROCESSES
6. OUTPUTS

B. COMPARE AND CONTRAST CITY & COUNTY FUNCTIONS

II FUNCTIONS TO CONSOLIDATE: ENVIRONMENTAL PERMITTING ENVIRONMENTAL ENFORCEMENT, ENVIRONMENTAL RESEARCH & EDUCATION BUILDING PLANS REVIEW & INSPECTIONS, CONCURRENCY MANAGEMENT, CODE ENFORCEMENT, SUBDIVISION ACTIVITIES, ZONING, VARIANCES, COMPREHENSIVE PLAN CONSISTENCY REVIEWS, SPECIAL STUDIES

III ORGANIZATIONAL MODELS

A. FULL CONSOLIDATION

1. PLANNING DEPARTMENT
2. COUNTY BY AGREEMENT
3. CITY BY AGREEMENT
4. APPOINTED COMMISSION
5. ELECTED COMMISSION
6. JOINT CITY-COUNTY COMMISSION (MPO MODEL)

B. PARTIAL CONSOLIDATION

1. CONSOLIDATION OF SELECTED FUNCTIONS

IV PERSONNEL

A. STAFFING ANALYSIS

B. PERSONNEL SYSTEM (E.G., PAY & BENEFITS)

V OFFICE SPACE

A. SPACE NEEDS

B. CO-LOCATION

PROCESS ISSUES

I DETERMINATION OF STUDY GROUP: CRITERIA

A. WHAT KNOWLEDGE, SKILLS, AND COMPETENCIES ARE NEEDED IN THE GROUP

B. WHO SHOULD SERVE

C. SIZE OF GROUP

D. HOW SHALL GROUP BE STAFFED

II STUDY GROUP ORGANIZATIONAL OPTIONS

A. COMMISSION MEMBER SUBCOMMITTEE WITH STAFF SUPPORT

B. CONSULTANT

C. COMMITTEE--CITIZENS, COMMISSIONERS

D. STAFF ORGANIZATIONAL TASK FORCE

E. OTHER

III IMPLEMENTATION ACTION PLAN/TIME SCHEDULE

A. ASSIGNMENT OF RESPONSIBILITIES FOR DATA COLLECTION AND ANALYSIS, REPORT WRITING, ETC.

B. IF MERGED DEPARTMENTS ARE APPROVED, IDENTIFICATION OF IMPLEMENTATION TASKS, TIMETABLES, AND RESPONSIBLE PARTIES

VI RECORDS MANAGEMENT, MIS, PERMIT TRACKING

- A. PROCEDURES & FORMS
- B. RECORDS RETRIEVAL
- C. AUTOMATION: HARDWARE, SOFTWARE, NETWORKS
- D. GIS

VII CODES & ORDINANCES

- A. EMA/EMO
- B. CONCURRENCY
- C. BUILDING
- D. ZONING
- E. SITE PLANNING
- F. SUBDIVISION
- G. SIGN

VIII POLICIES AND PROCEDURES

- A. INTAKE AND PROCESSING FUNCTIONS FOR:
  1. ZONING, SITE PLAN, SUBDIVISION
  2. CONCURRENCY
  3. ENVIRONMENTAL
  4. BUILDING
  5. OTHER

IX BUDGET & FINANCE

- A. REVENUES & EXPENDITURES
- B. BUDGETS
- C. CITY/COUNTY SHARE

Board of County Commissioners
Memorandum

TO: Dan Kleman, City Manager

FROM: Parwez Alam, County Administrator PA

DATE: March 11, 1993

SUBJECT: Proposed Interlocal Agreement for a Joint Growth and Environmental Department

As you will recall, the City and County Commissions directed you and me to develop a proposal on the subject issue. For one reason or another, we have not been able to accomplish the direction of the Commissions, even though we discussed the issue at two meetings. In an effort to move this assignment along, I have taken the liberty of drafting the attached proposal for your consideration.

Please call me as soon as you are ready to discuss this proposal.

PA/sl

cc: Board of County Commissioners

COUNTY ADMINISTRATOR'S PROPOSAL
March 11, 1993

TALLAHASSEE-LEON COUNTY
INTERLOCAL AGREEMENT
FOR
GROWTH AND ENVIRONMENTAL MANAGEMENT

WHEREAS, Chapter 163.3172(3), Florida Statutes, enables the City of Tallahassee, Florida, hereinafter referred to as the "City", and Leon County, hereinafter referred to as the "County", as governmental units, to jointly exercise the powers granted under the Local Government Comprehensive Planning and Land Development Regulation Act; and

WHEREAS, it is the intent of the aforementioned Act to encourage and assure cooperation between and among municipalities and counties; and

WHEREAS, the growth and the development of the City and County are interrelated and require an areawide approach to growth and environmental management that can preserve and enhance the environmental and growth policies of the Comprehensive Plan and encourage the most appropriate use of land, water, and resources; and

WHEREAS, growth and development functions are presently performed in the City and County Departments of Growth Management as well as by the City-County Planning Department which is inefficient and inconvenient for the public;

WHEREAS, based on the fact that the environmental context and effects of growth do not respect political boundaries, the larger political jurisdiction is the natural locus for the administration of growth and environmental policies; and

WHEREAS, it is of benefit to all of the citizens of the City and County that both governments jointly provide growth and environmental services and regulations.

NOW, THEREFORE, in consideration of the above and other good and valuable considerations, the receipt whereof is hereby acknowledged, the City and the County do hereby agree on the following with regard to growth and environmental functions:

1. The County Growth and Environmental Management Department and the City Growth Management Department are merged into one department. The new department shall be known as the City-County Growth and Environmental Management Department (hereinafter referred to as "the Department"), and shall discharge the following functions: permit intake,

c. Both the City and the County shall approve the annual budget of the Department.

7. The County Administrator and the City Manager shall lead a transition team *to combine existing growth management departments. The new* Department shall be in operation within 60 days after the execution of this agreement or October 1, 1993, whichever is later.

8. Office space and administrative support services, such as purchasing, personnel, and information services shall be provided to the Department by the County, and said costs shall be included in the annual budget of the Department.

9. This agreement shall be for five years beginning October 1, 1993, but shall be renewed automatically thereafter for two additional five year periods *unless either government gives written notice to the other government of its intent to terminate this agreement not less than eighteen months prior to the* end of any five year period.

CITY OF TALLAHASSEE

RECEIVED
SEP 28 1994
Growth & Environmental Management

CITY COMMISSION & BOARD OF COUNTY COMMISSIONERS

LEON

Commissioners
PENNY SHAW-HERMAN
Mayor
SCOTT MADDOX
Mayor Pro Tem
DEBBIE LIGHTSEY
STEVE MEISBURG
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ANITA L. DAVIS
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District 3
BRUCE J. HOST
District 4
GARY YORDON
District 5
MARJORIE TURNBULL
At-Large
RUDY MALOY
At-Large

September 22, 1994

Mr. Parwez Alam, County Administrator
Leon County
301 South Monroe Street
Tallahassee, Florida 32301

Dear Mr. Alam:

The concept of consolidating the County and City Building Inspection and Permitting Divisions is being explored by both Commissions. To accomplish this task, we need staff input, suggestions, comments and ideas about how to best achieve this result.

Please prepare a position paper or report on the merits of this consolidation concept. In the text of your report, address such issues as the benefits and pitfalls to consolidation, building codes, preferred building location; recommended management of the joint division; any budgetary or funding differences; best use of staff members; floor space needs; records or file maintenance standards and requirements; vehicle usage; HRS Septic Tank Section issue; permitting differences and other issues that may impact the consolidation concept.

Please provide this report within 30 days. Letters have been mailed to the Tallahassee Builders Association, the Associated Building and Contractors and the Coalition for Positive Growth Management, asking for their suggestions, comments and ideas about a consolidated building inspection division. After receipt of the requested information, we will meet with staff and review the responses.

Anita Favors, Deputy City Manager and Gary W. Johnson, Assistant to the County Administrator, have been appointed to coordinate this effort for their respective governments. If there are any questions or concerns please contact them at (904) 891-8576 or (904) 488-9962, respectively.

Sincerely,

Bruce Host
County Commissioner

Scott Maddox
City Commissioner

BH/SM/gwj

cc: Henry B. Holshouser
Howard Pardue

RECEIVED
NOV 01 1994
Growth & Environmental Management

MEMORANDUM

TO: Anita Favors, Acting City Manager

FROM: Henry L. Holshouser, Jr.
Growth Management Director

Ronnie Spooner
Building and Zoning Official

DATE: October 24, 1994

SUBJECT: City and County Building Inspection Consolidation

In the September 22, 1994, letter from Commissioners Maddox and Host, they asked for a position paper or report on the pros and cons of consolidating the City and County Building Inspection Divisions. The following is in response to that letter. Please note that this report was prepared jointly by Ronnie Spooner, Building and Zoning Official, and me. It is organized in the order of the questions raised in the Commissioners' letter.

Benefits/Pitfalls of Consolidation

Benefits

1. Consistent interpretation and enforcement of the building codes common to both governments - The Southern Standard Building Codes are used by both the City and the County. A single agency administering these codes countywide would eliminate the potential for different interpretations and, thus, simplify the use of the codes by contractors. The adoption of consistent local codes by both Commissions could also be an advantage.

2. Consistent permitting procedures and processes - Although the basic building codes are the same, permitting procedures, including permit application submittal requirements and standards for review, differ. A single agency could minimize these differences, although conflicting policy direction from the two Commissions may limit this.

3. Single location to secure building permits countywide - Since any given building is either in the City or County, all applicable permits are currently secured from a

single location. No duplicate permitting is required. The co-location of the two agencies at a central location may simplify the work of contractors who work in both the City and County and have multiple permits at any given time.

4. Reduced administrative costs - With consistent codes, code interpretation, permitting procedures and enforcement procedures, there may be some marginal savings in the reduction of administrative personnel. This is not likely, however, unless policy direction from the two Commissions is consistent. The consolidation of the separate contractor licensing boards and the development of consistent licensing requirements and procedures may marginally reduce administrative costs.

Pitfalls

1. Inconsistent local codes and procedures - Although the Standard Building Codes are common to both governments, each government has some unique local codes. Examples are the Swimming Pool Code in the County and the Security Code in the City. Permit review and inspection procedures are also somewhat different. The City requires separate permits and has separate inspectors for each trade (building, electrical, plumbing and mechanical), while the County consolidates trade permits within the building permit and has cross-trained inspectors. If these differences cannot be made consistent, a consolidated agency would offer little benefit to the public and the administration would be problematic for staff.

2. Inconsistent Zoning Codes - Both Building Inspection Divisions are responsible for the enforcement of the Zoning Codes. There is little benefit to the enforcement of the City and County Zoning Codes by a single agency unless the codes are made to be consistent.

3. Coordination with other permitting agencies - At the present time, there is a considerable amount of coordination between the separate divisions within each Growth Management Department (Building, Environmental and Concurrency). In the City, concurrency, environmental and building permit applications and reviews for all single family residential construction is coordinated, requiring a single application and review procedure. Also, the permit intake function for Building Inspection is performed by the consolidated intake unit within the Concurrency Division. The loss of this level of coordination would cost contractors increased costs and time and would require additional staff.

4. Coordination with other government agencies - In the City, there is close coordination between Building Inspection and other City agencies, including Traffic Engineering (driveways), Treasurer-Clerk (business taxes), Water and Sewer (availability of utilities), Electric (availability of utilities), Planning (zoning enforcement) and Consumer Services (establishment of new utility accounts). There is similar coordination in the County. The loss of this level of coordination in either government would increase the costs to contractors and the government.

23

5. Coordination with City Utilities - The loss of close coordination and/or accountability between Building Inspection and the City water, sewer, gas and electric utilities would be particularly problematic for the City government. The City has traditionally depended on the Building Inspection Division to protect the integrity and the high standards of the City utilities.

6. Loss of accountability - The City Building Inspection Division is accountable to the City Commission and responsive to their policy. A permitting agency under the jurisdiction of another government may not be as responsive. This is one of the main reasons the City established its own environmental permitting agency five (5) years ago.

Building Codes

Both the City and the County use the Southern Standard Building Codes and the National Electrical Code. There are some local modifications to the codes. In the City, for instance, there are several special provisions in the electric and plumbing codes for the benefit of the City electric, water and sewer systems. Further, there are some local codes that are unique to each agency, such as the Security Code in the City and the Swimming Pool Code in the County. These special provisions and codes should be adopted consistently by both governments for the efficient operation of a consolidated agency.

Location

There are four (4) factors that should be carefully considered in the location of a consolidated Building Permitting Division:

1. The building should be centrally located for easy vehicular access by applicants from all parts of the County.
2. There should be adequate and convenient parking for the public and employees.
3. The consolidated agency should be co-located with closely related permitting agencies (Environmental Management and Planning) or conveniently close to allow for the necessary coordination.
4. There should be adequate space for expansion.

The City Growth Management Department recently moved into the York Building on North Adams Street. There is not enough room for a consolidated agency in this building, but there is available space in the adjacent Posner Building. The York/Posner complex should have adequate space for a consolidated Building Inspection Division, the City and County Growth Management Departments and City/County Planning Department.

Management of the Joint Division

As noted above, the consolidation of the Building Inspection Divisions simply to have the two agencies located at the same place would provide little benefit to the public. It would be necessary to develop consistent Building and Zoning Codes, permit review and inspection procedures to realize any real benefit, understanding that there may be legitimate reason to have different standards for urban versus rural development. As noted above, the benefits gained with a consolidated Building Inspection Division with consistent codes and procedures may not compensate for the disadvantages due to the potential loss of coordination with the other growth management functions.

The operation of a consolidated agency under the jurisdiction of a single government, with a single set of codes and procedures, seems to work better. Examples of this type of operation are the City Fire Department and the City Parks and Recreation Department which are responsible for fire protection and recreational services, respectively, countywide, under a contractual agreement between the two governments. The operation of the joint City/County Planning Department, with inconsistent codes and procedures, does not seem to work nearly as well.

Funding Differences

Presently, the City permit fee schedule is set to recover only that part of the division's costs directly associated with the issuance of permits and inspections. Approximately 75% of the Division's actual costs are recovered with permit fees. County Building Inspection is operated as an enterprise fund and permit fees are set to recover all Division costs. As a result, comparable County fees are more than double the City fees. The reasoning behind the City schedule is that permit applicants should only pay for those services they receive. Many functions of the Division, such as Zoning Code enforcement, site plan review and responding to questions from the public concerning building and zoning issues are not directly related to permits and are funded from the General Fund.

The City Building Inspection budget includes allocated accounts for such functions as purchasing, personnel and computer support. I am not sure if the County budget is structured in a similar way.

Best Use of Staff

A consolidated division with consistent codes and procedures may dictate the use of individual staff members in a way different from how they are currently used. Regardless of the management form a consolidated division may take, a detailed study of current personnel, including their qualifications, compensation and function within the new division, would be necessary. The issues of pension plans and unequal compensation would also have to be addressed.

Floor Space

The City Growth Management Department currently occupies a 16,000 sq. ft. building. Much of the space within this building, including conference rooms, copier and fax rooms, break room and the consolidated intake unit is shared, therefore, it is difficult to determine the space needs for the Building Inspection Division alone. It is estimated, however, that the Building Inspection Division occupies approximately 40% of the space.

File Maintenance

The City currently files permits by street address; the County by permit number. The consolidation of these files will be difficult, but possible. The City and County are currently working together on the implementation of a new computerized permit enforcement and tracking system that will link the two divisions with the County Property Appraiser and the Planning Department. This system should be operational in the Spring of 1995.

Vehicle Usage

The consolidation of the divisions may result in the reduction of one (1) vehicle. Most of the vehicles in both agencies are used for inspections, plan review and zoning enforcement and since the workload is not expected to change, the need for these vehicles will not change.

Auxiliary Functions

Both Divisions have auxiliary units housed with them; the City has the countywide Fire Department Plans Review Unit and the County has the HRS Septic Tank Section. Both of these units could be housed in a consolidated Division.

Attached is a comparison of permitting activity in the City and County, for your information.

/hm

Attachment

cc: Jerry Maxwell

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ATTACHMENT #1
COMPARISON OF CITY AND COUNTY BUILDING INSPECTION

BUDGET AND PERSONNEL

	CITY	COUNTY
Employees In Each Section		
Administration	5	5
Code Compliance	6	5
Inspection	17	~~6~~

Note: Some Leon County positions in the Administration and Code Compliance section are only 1/3 funded by Building Inspection because those positions also perform functions for other divisions. (i.e. Environmental)

FEE SCHEDULE*

	CITY	COUNTY
Building Permit Fees		
Residential		
Less than 5 Units	$0.105/sq.ft.	$0.23/sq.ft.
5 Units or More	$0.09/sq.ft.	$0.23/sq.ft
Mobile Homes	$21.60/unit	$200.00/unit
Commercial	$0.096/sq.ft.	$0.25/sq.ft.
Industrial	$0.072/sq.ft.	$0.17/sq.ft.

Note: The County Building Inspection operates as an Enterprise Fund which requires them to recoup 100% of their operating expense in the form of permit fees and other charges. The City is partially subsidized by the general fund and therefore can keep the cost of permits at a lower level. Currently, the City collects approximately 75% of it's operating costs. *The fees listed are for building permits only. Additional fees are charged for electrical, plumbing, mechanical, etc.

PERMIT ACTIVITY

	CITY		COUNTY	
	No.	Valuation	No.	Valuation
Building Permits Issued				
New Residential	1,006	$101,032,596	776	$82,732,646
Residential Add/Alt/Repair	421	6,902,070	324	4,191,911
New Commercial	66	35,341,758	22	3,303,500
Commercial Add/Alt/Repair	348	28,703,421	24	866,206
Mobile Homes	159	2,481,247	607	13,449,216
Misc. (moves, demo, pool, etc.)	103	1,247,709	609	2,884,730
Total Building Permits	2,103	$175,708,801	~~2,362~~	~~$107,428,209~~

Note: Leon County counts their "Repair" permits in the "Miscellaneous" category.

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FEES

	CITY	COUNTY
Permit Fees		
Building/Plan Review Fees	$542,149.89	$952,740.79
Electrical	183,290.36	9,015.05
Gas	6,025.21	0
Mechanical	93,751.85	1,328.00
Plumbing	141,576.97	0
Sign	30,240.00	827.00
Roofing	12,635.00	7,340.94
Miscellaneous	7,813.07	22,800.00
Total Fees Collected	**$1,017,482.35**	**$994,051.78**

Note: The Plan Review Fees collected by the City and County are on Commercial construction only. The City credits that fee amount as part of the Building Permit Fee when it is issued. The County's Plan Review Fee is a separate charge.

	CITY	COUNTY
Utility Fees		
Water/Sewer Tap Fees	$895,060.09	Leon Co. collects no applicable fees.
Water/Sewer Systems Charge	4,562,206.05	
Leon County 2% Fee	7,343.01	
Total Utility Fees	**$5,464,609.15**	

	CITY	COUNTY
Specialty Permits Issued		
Electrical	2,120	241
Plumbing	1,770	0
Mechanical	2,184	24
Gas	1,642	0
Roofing	1,382	177
Sign	678	12
Total Specialty Permits	**9,776**	**454**

Note: Because of Leon County's single permit system, the figures in this section reflect work performed which did not require a building permit. The County does not issue Gas permits.

	CITY	COUNTY
Occupational Licenses	1,018	446
Certificates of Occupancy	1,179	853

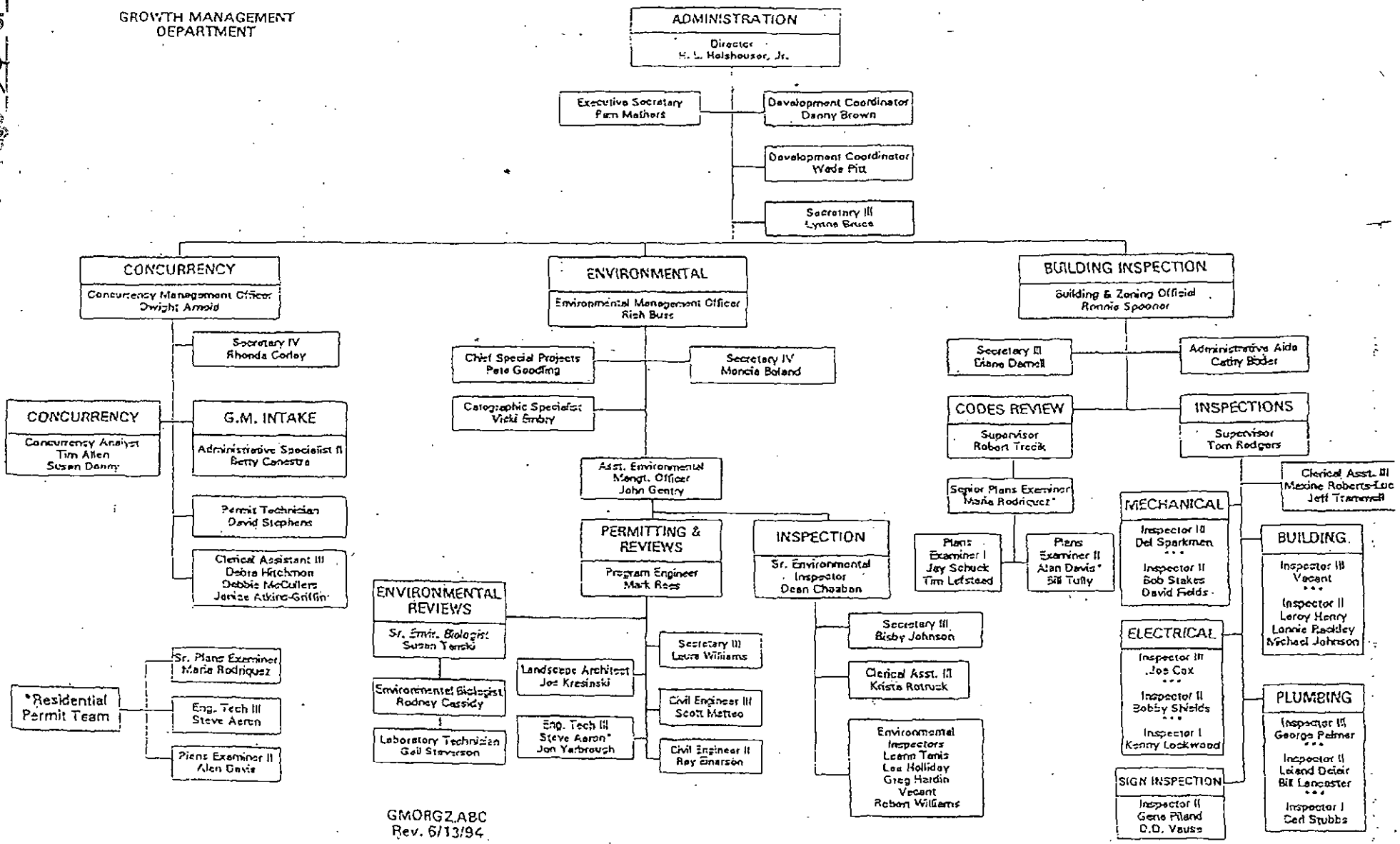
INSPECTION ACTIVITY

	CITY	COUNTY
Inspections		
Building/Roofing	10,811	7,885
Electrical	6,437	5,749
Mechanical/Gas	7,675	3,622
Plumbing	6,693	5,723
Sign	6,938	0
Zoning/Other	432	5,657
Total Number of Inspections	**38,986**	**28,636**

Note: The category Zoning/Other does not compare well. For the City the amount is strictly Zoning inspections while the County adds several other types of inspections with their Zoning inspections. Most notable is Sign inspections which the City counts in a separate category. The County does not make Gas inspections.

Attachment # 1
Page 36 of 60

GROWTH MANAGEMENT DEPARTMENT



GMORGZ.ABC
Rev. 6/13/94

Board of County Commissioners

INTER-OFFICE MEMORANDUM

DATE: October 31, 1994

TO: Gary Johnson, Assistant to the County Administrator

FROM: Howard Pardue, Director of Growth and Environmental Management

SUBJECT: Report on Consolidating Building Inspection and Permitting Divisions

---

Attached is an initial staff report requested by Commissioners Host and Maddox. In preparing the report we have concentrated on factors to consider when proceeding to implement the proposed consolidation, not whether or not to consolidate. We believe this decision to be a policy decision to be made by County and City commissioners based on their consideration of all factors.

Despite our intent to be thorough, I'm sure this initial staff report will not fully address all possible issues. Additional information will be needed. We will be pleased to go more in-depth about our current program at the appropriate time.

If you have questions, please let me or Ray Burroughs know.

HP/cg
Attachment

cc: Parwez Alam, County Administrator

Report on Consolidation of County and City Building Inspection and Permitting Divisions

ISSUE:

Factors to consider in deciding whether or not County and City Building departments should be consolidated, including the impact on the provision of regulatory services.

BACKGROUND:

The Board of County Commissioners has strongly supported the objective of simplifying land development and construction regulations through a variety of approaches, including County environmental regulation, joint City-County concurrency management, creation of an environmental planning unit in the Planning Department, and consolidation and/or co-location of City and County Growth Management departments. This report responds to a request from County Commissioner Host and City Commissioner Maddox for information about another consolidation proposal--the consolidation of County and City Building departments. The focus in the report is the County program. A copy of a current organizational chart for the Growth and Environmental Management (GEM) Department is attached.

The building permitting and inspection process is best understood the way that most customers see it, that is, as a part of a larger regulatory process affecting their project on a specific piece of property. In almost all cases, their project is in the City or the County, not both. Therefore, regulations of only one jurisdiction apply. At this time, most county permitting is single family related and includes concurrency/vested rights, site plan exemption review, septic tank permitting, driveway permitting, environmental permitting and building permitting. For individual single family houses, site plan review by the Planning Department is not required. Steps in the larger regulatory process are generally as follows:

- A property owner obtains a project status report from Growth Management (Development Review) ensuring his/her lot is legally permittable, there is legal access to the property, and the property is exempted/vested from or complies with the Comprehensive Plan and Concurrency. If necessary, at this time a site plan exemption (for example 2.1.9 subdivision or 1 into 2 lot splits) is obtained.

- He/she then applies for a septic tank permit with the Health Department office also located in the current Tharpe Street building. The site plan is cross checked by Growth Management staff for zoning compliance. When the septic tank application is approved, it is sent to GEM so it can be picked up by the applicant along with other permits.

- The applicant may proceed, at the same time that he/she applies for a septic tank permit with applications for the driveway, environmental and building permits. The driveway application is forwarded to Public Works for processing. The environmental and building applications are forwarded to the Addressing Coordinator so a street address number can be assigned.

- After the parcel is addressed, the environmental and building applications are split and sent for simultaneous reviews by technical plans review staff. If constraints force a modification of the site plan or proposed construction design, then the environmental reviewer and building plans examiner coordinate on the changes to ensure consistency of final permits.

- When the building review is complete, the application is sent to Contractor Licensing to ensure that designated contractors are properly licensed and, thereafter, to Development Review for consolidation with the approved environmental and septic tank permits. After the approved permitting package is consolidated, the information is then entered into the electronic permit tracking system. The applicant is called, informing him/her that all permits are ready to be picked up and the amount of any remaining fees. The applicant is also given the option of scheduling an appointment to pick up the permit.

- For most homesites, building inspections are requested by calling the 24-hour automated inspection hot line. Environmental inspections are made based on either a pre-construction conference (where there are sites with special development constraints that need up-front discussion) or through drive-by monitoring and in response to complaints from neighbors or neighborhood associations. Environmental and building inspectors are cross trained so that obvious problems are attended to before they become major and unnecessary trips can be avoided.

The vast majority of sites are permitted, inspected, and issued a Certificate of Occupancy without any problem. In the event that, despite best efforts, there is a problem which cannot be resolved for septic tank, driveway, environmental or building permitting, then it may be necessary for the Building Inspection Division to withhold the Certificate of Occupancy. Turning off electrical power is also an option, but one to be used carefully due to potential legal exposure. Therefore, in the face of significant code/permit problems, withholding the Certificate of Occupancy by the Building Inspection Division is an important code compliance tool for several County agencies.

As a footnote to the above, with the increased requirements for growth management brought about by State statutes and local initiative, there has been a major effort to incorporate these changes into one-place, and where possible, one-stop permitting. Therefore, with the exception of special requests relating to water and sewer hookup, all of the approvals needed for permitting for a single family homesite in the unincorporated county can be applied for at the Tharpe Street office. A significant initiative this year has been to revise the building and environmental permitting applications so that one application can handle both permitting approvals, duplicate information is eliminated, there are fewer (preferably none) after-the-fact environmental permits required, and processing times are reduced further. A change to the existing environmental permit fee structure to support the new integrated application is to be submitted for Board review shortly.

ANALYSIS:

Many of the potential benefits/pitfalls are described in more detail in paragraphs which follow.

Some Potential Benefits of Consolidation:

a. One agency, instead of two, responsible for administering building codes county-wide. If co-located, one place to go for building permits.

b. Even better consistency of administration of codes than can be obtained through monthly regular meetings and Board of Adjustment and Appeal review of Building Official decisions.

c. Better opportunity to identify any potential duplication of services. If duplication is identified, there may be reduction of long term expenditures.

d. Currently, both divisions enforce essentially the same construction codes; there are differences in zoning, site plan, and sign codes.

e. Currently, both divisions are generally organized similarly, although there are additional supervisory levels in the larger City organization.

f. Department-level status would provide the building inspection agency more influence within a county-wide organization when trying to deal with issues.

g. There would be public perception of movement towards governmental consolidation.

Some Potential Pit Falls of Consolidation

a. Separation of building permitting from concurrency/environmental/septic/driveway approvals could fragment the County's existing integrated permitting system--i.e. a new stop to get all permits required for building.

b. Additional expenses for relocation of current offices and establishing a new facility.

c. Possible additional expense for increasing compensation for County employees (i.e. the City pays more than the County for some positions).

d. Need to reconcile differences in service levels and approaches:

1. City records indicate City inspectors average 12 inspections daily whereas County inspectors average 16 per day.

2. City issues different, separate permits for plumbing, electrical, gas, mechanical, and building, whereas the County combines when possible, i.e., County performs combination inspections whenever possible.

3. The vast majority of County workload is single family units; commercial construction is large workload for City.

4. The unincorporated County service area is approximately 589 square miles; the City service area is about 82 square miles but more densly developed.

e. Fee schedules require reconciliation. City funds a portion of total Department operation cost with general revenue, whereas County does not.

f. To separate Building Inspection from GEM would create organizational holes in both Building Inspection and GEM which creates staffing implications.

1. Building Inspection would lose the records management, development review process coordination, tight linkage with permitting responsibilities, Code Board administration services, Department administrative support, and GIS/PETS assistance services.

2. GEM would lose reception, fiscal administration, and a majority of permit processing services.

g. Reliance on two different commissions (which may have differing priorities) for funding and policy direction.

Maintaining One-Stop or One-Place Permitting

If not carefully implemented, consolidating the Building divisions could result in inconsistencies with other permits or approvals, complications with the issuance of certificates of occupancy, and/or additional steps or stops for permit applicants. Therefore, in order to maintain the benefits of one-step/one-stop permitting, a new Building Inspection Department should be co-located with other City and County Growth Management services and electronically integrated into the new permit enforcement and tracking system (PETS).

Facility Requirements

Any new facility needs to include adequate office space and parking space for customers and staff (estimated at 7,000 square feet and 40-50 spaces for the County Building Inspection). There should be good security for customers, staff, equipment, and vehicles. There should be convenient access for customers and staff via the road network now and in the foreseeable future based on growth patterns. Lines required to support the PETS and various utility services should be available. As noted above, the location should facilitate one-stop/place permitting.

Staffing Requirements

a) There is no known significant duplication of services. Except for unusual circumstances, such as a new annexation, County Building Inspection does not work in the City jurisdiction. Existing personnel levels are based on work load, i.e., all county staff provide direct customer services at least a portion of the day. Therefore, unless workload goes

down or service levels are reduced, then staffing levels should remain constant. There will need to be an evaluation of changes to job responsibilities within the new Building Department and County Growth Management Department to avoid creating "holes" within either organization at least in the areas of records management, preliminary development review, permit processing, fiscal administration, reception, general administration, contractor licensing, GIS/PETS support, and code board administration. This is because of the sharing of support services which currently occurs between the three department cost centers in order to maximize effective use of staff.

b) In determining how to allocate existing staff resources in terms of organizational responsibilities, it is suggested that the following criteria be considered: a) compliance with mandatory certification provisions in Florida Statutes, b) educational background, c) work history (longevity, job functions, performance appraisals, etc.) within the organization, and d) affirmative action.

c) Differences in City and County pay plans and benefit packages will need to be analyzed and an appropriate option selected. Obvious alternatives are: City pay and benefit package, County pay and benefit package, or the pay package of the administering agency and an employee option to go with either benefit package.

d) If staffing levels are to be reduced in the consolidation, then a fair procedure for identifying and implementing the realignment or reduction needs to be developed.

Establishing the Organization

Possible models for establishing a new department include: under the City's jurisdiction, under the County's jurisdiction , under an independent commission, or as a joint City-County department similar to the Planning Department under both commissions, or under a joint City/County Commission (MPO model). Based on discussion with the County Attorney's Office, it is more difficult to establish a county-wide entity under the jurisdiction of the City than the County, simply because of the City's limited geographical jurisdiction. Due to the fairly narrow scope of services being consolidated, an independent commission may not be as appropriate an alternative as it might be if all growth management, permitting, and planning functions were to be consolidated.

At the time the commissions decide on how to proceed with a new department, they may want to agree on goals or objectives to be achieved by the consolidation to ensure effective implementation of their direction.

Administering and Supporting a New Building Department

Administrative support would be provided based on how the organization is established. Logistical support would be provided as agreed to by City and County commissioners in an interagency agreement. Support services to be considered include: personnel administration, purchasing, fiscal management support, legal support, facility maintenance, records management, preliminary development review, code board administration, contractor licensing, MIS (including permit tracking, GIS and network/pc maintenance), budget, and vehicle maintenance.

Several of the above administrative/support issues are internal to the current Growth and Environmental Management Department. In records management, the County has placed environmental and building permitting records in a common records management location administered by the Department. Building permit records are being microfilmed in order to improve records security and enhance the accessibility of records.

Regarding contractor licensing, the County Contractor's Licensing Board is supported by an administrative staff person with assistance from the County Attorney's Office and the Building Official to assist contractors with licensing, check permits for licensing compliance, handles complaints, etc. There has been substantial discussion about creating a single licensing board, probably at the County, to meet both City and County licensing needs.

In the County, code enforcement board services are provided by the Growth and Environmental Management Department, in the City by the City Manager's office. In both cases, building code violations can be taken to the Code Enforcement Board. In the County, building plans examiners, inspectors, or the Building Official provide professional and technical expertise with code enforcement cases. However, the logistics of putting the case together are handled by the Environmental Enforcement unit, which also handles junk and litter and other code enforcement issues.

The new permit enforcement and tracking system (PETS) includes activities from the Building Division in both the City tracking system and the County system. With the establishment of a new Building Department, the PETS will need to reflect changes and yet still be electronically linked to other permitting processes.

Finally, there will be differences in policy related to administrative issues, such as vehicle take home policy, which need attention.

Codes and Standards

With the exception of zoning, site and development plan, and sign codes, the City and County Building Inspection divisions implement substantially the same codes. Currently consistency in interpretation is attained through monthly meetings, common professional training, and use of the same Board of Adjustments and Appeals to hear appeals of Building Official decisions.

Permitting and Inspection Processes

a) There are some differences in permitting and inspection procedures largely based on differences in work load and available resources. For example, the City issues separate permits for electrical, mechanical, plumbing, gas, and building, whereas the County combines them when possible. Combination inspections are more feasible in the unincorporated County with the largely single family or mobile home unit workload. None of these differences are irreconcilable. However, the approach taken may impact staff workload. For example, based on available records, City inspectors average 12 inspections daily and County inspectors average 16 per day.

While there are not a lot of known differences in permitting interpretations, there will be some. Where the differences are based on geographical factors such as size of the jurisdiction, distance to the coast, or other legitimate distinctions between urban and rural areas, then some differences may need to be continued.

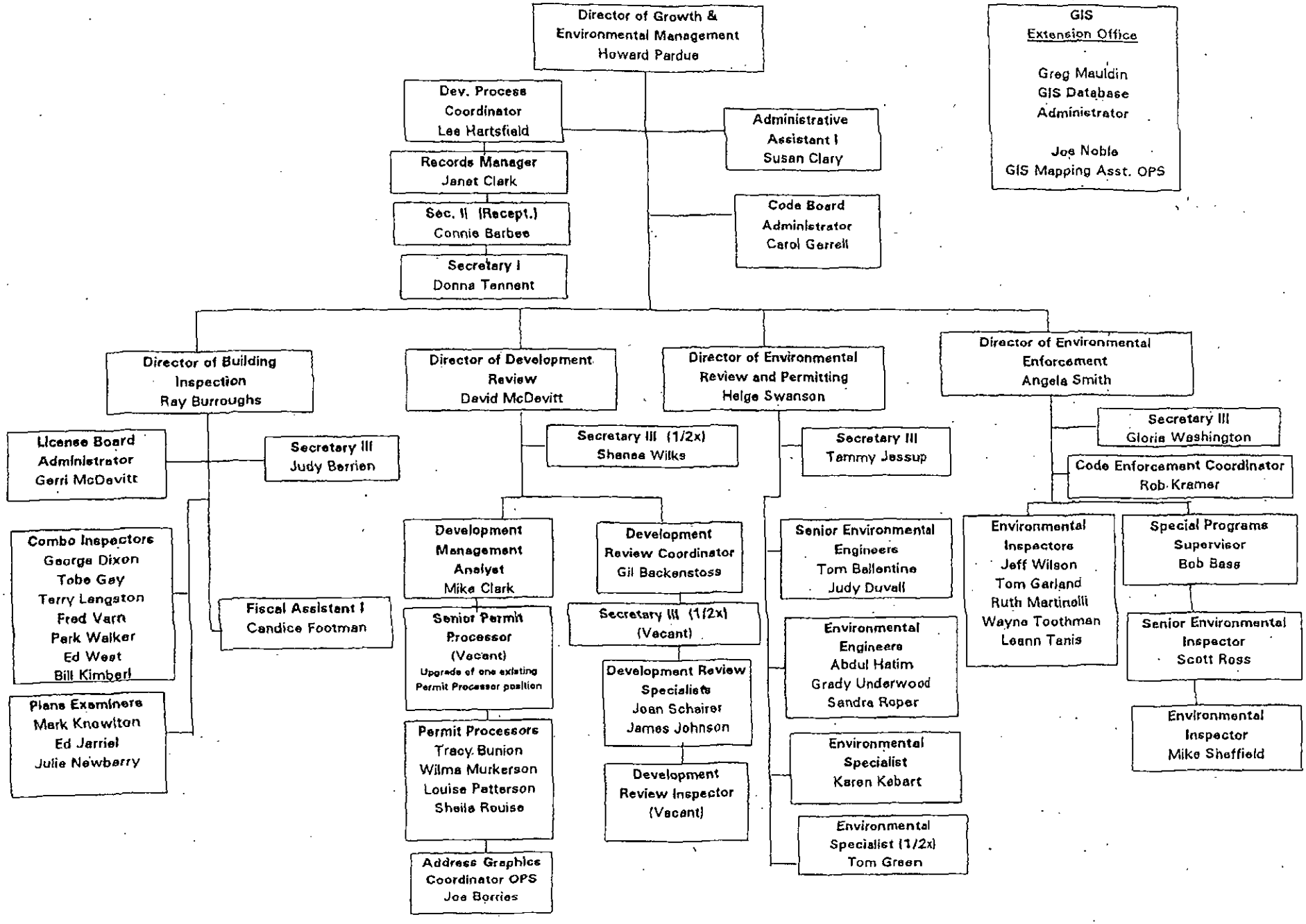
b) In both Growth Management departments, the Building Inspection Division functions are part of a larger regulatory process. Accordingly, under the proposed consolidation, linkages to other approvals, permitting and inspection processes, associated forms and handouts, etc., all need to be reviewed and appropriately revised to minimize possible inconsistency and adverse impacts on the customer.

Fees

There is a difference in fee structures which needs reconciliation. Currently the County fee structure pays 100% of Building Division operations, whereas according to the October 1992 David Griffin Report, in the City there is approximately 50% general revenue funding. It may be appropriate to use an independent consultant to review services and fee structures to recommend fees for the new department.

ıartment Organizational Chart*
:ober 31, 1994

DEPARTMENT of GROWTH and ENVIRONMENTAL MANAGEMENT*



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Board of County Commissioners

Inter-Office Memorandum

Agenda Item for:	April 18, 1995 Date of County Commission Meeting
Date:	April 13, 1995 Date of Distribution to the County Commission
To;	Honorable Chairman and Members of the Board
From:	Parwez Alam, County Administrator PA
Subject:	Joint Building Inspection Divisions Review Committee Report

STATEMENT OF PURPOSE:

Discussion about the Joint Building Inspection Divisions Consolidation Review Committee Report

BACKGROUND:

The County Commission and the City Commission selected liaisons to coordinate the review of the concept of combining the County and City Building Inspection Divisions. A joint staff reviewed the combined building inspection divisions concept and prepared the attached report.

ANALYSIS:

The report concludes with a recommendation to not combine the Building Inspection Divisions. This recommendation is made based upon a conclusion that there will be less efficiency and customer service as a result of separating the divisions from the Growth Management Departments.

OPTIONS:

1. Receive the report and recommend that the County and City Commission not consider combining the two Building Inspection Divisions separately from their respective Growth Management Departments.
2. Receive the report and direct staff to actively begin the process of consolidating County and City Building Inspection Divisions and bring back an implementation schedule by May 1995.
3. Receive the report and take no additional action at this time.
4. Reject the report and give staff specific directions.

RECOMMENDATION:

Recommend option 1.

Attachment: Report on the Consolidation of the County and City Building Inspection Offices (with attachments)

PA/GWJ

Consolidation Review Committee

Memorandum

DATE: March 22, 1995

TO: The Honorable Bruce Host, County Commissioner
The Honorable Scott Maddox, City Commissioner

FROM: Consolidation Review Committee

SUBJECT: Consolidation of the County and City Building Inspection Offices

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ISSUE:

Presentation of a study to determine the feasibility of consolidating the County and City Building Inspection programs.

BACKGROUND:

The City and County Commissioners agreed to consider the possibility of combining the Building Inspection programs. Both Commissions have strongly supported the objective of simplifying land development and construction regulations through a variety of approaches, including environmental regulation, joint City-County concurrency management, creation of an environmental planning unit in the Planning Department, and consolidation and/or co-location of the County Growth and Environmental Management (henceforth referred to as Growth Management) and the City Growth Management departments.

Both the County and City Commissions appointed a member representative (Bruce Host and Scott Maddox respectively) to head a committee to review the appropriateness of consolidating the County and City Building Inspection offices. The committee was also composed of the Assistant County Administrator, Deputy City Manager, Director of both County and City Growth Management and the Building Official from both the County and City.

In an effort to get industry input, the committee mailed the questionnaire found in Attachment #1 to the Tallahassee Builders Association, Tallahassee Area Chamber of Commerce, Florida Associated General Contractors Council, Coalition for Positive Growth Management, Associated Builders & Contractors and received no response. The questionnaire was also placed in the Builders News (which is a newspaper with an estimated 8,000 readers) and received four responses which were generally in favor of consolidating all the land development regulatory functions within one agency.

Maintaining One-Stop or One-Place Permitting

If not carefully implemented, consolidating the Building Inspection Divisions could result in inconsistencies with other permits or approvals, complications with the issuance of certificates of occupancy, and/or additional steps and/or stops for permit applicants. Therefore, in order to maintain the benefits of one-step/one-stop permitting, a new Building Inspection Department should be co-located with other County and City Growth Management functions.

Codes and Standards

With the exception of zoning, swimming pool code, security code, and sign code, the County and City Building Inspection Divisions implement substantially the same codes. Consistency in interpretation is currently attained through monthly meetings, common professional training, and use of the same Board of Adjustments and Appeals to hear appeals of Building Official decisions.

Permitting and Inspection Processes

There are some differences in permitting and inspection procedures largely based on differences in work load and available resources. For example, the City issues separate permits for electrical, mechanical, plumbing, gas, and building, whereas the County combines them when possible. Combination inspections are more feasible in the unincorporated County with the largely single family or mobile home workload, whereas in the City, the inspections are specialized due to the volume of commercial work. None of these differences are irreconcilable and could provide some flexibility.

While there are not a lot of known differences in permitting interpretations, there will be some. Differences may continue to exist when based on geographical factors such as size of the jurisdiction, distance to the coast, or other legitimate distinctions between urban and rural areas.

b) In both Growth Management departments, the Building Inspection division functions are part of a larger regulatory process. Accordingly, under the proposed consolidation, linkages to other approvals, permitting and inspection processes, associated forms and handouts, etc., all need to be reviewed and appropriately revised to minimize possible inconsistency and adverse impacts on the customer.

Fees

There is a difference in fee structures which needs reconciliation. Currently the County fee structure pays 100% of Building Inspection Division operations, whereas according to the David Griffin Report being completed at the present time, the City receives approximately 35% of its budget from general revenue funding. It may be appropriate to use an independent consultant to review services and fee structures to recommend fees for the new department.

Consideration would need to be given to how administrative support would be provided. Logistical support would be provided as agreed to by County and City Commissioners in an interagency agreement. Support services to be considered include: personnel administration, purchasing, fiscal management support, legal support, facility maintenance, records management, preliminary development review, code board administration, contractor licensing, MIS (including permit tracking, GIS and network/pc maintenance), budget, and vehicle maintenance.

Several of the above administrative/support issues are internal to the current Growth and Environmental Management Department. In records management, the County has placed environmental and building permitting records in a common records management location administered by the Department. Both Departments have shared in-take units.

Regarding contractor licensing, the County Contractor's Licensing Board is supported by an administrative staff person with assistance from the County Attorney's Office and the Building Official to assist contractors with licensing, check permits for licensing compliance, handle complaints, etc. The City Construction Industry Review Committee is staffed by the Building Inspection Division with assistance form the City Attorney's Office. There has been substantial discussion about creating a single licensing board, probably at the County, to meet both County and City licensing needs.

In the County, the Code Enforcement Board services are provided by the Growth and Environmental Management Department. In the City, it is provided by the City Manager's office. In both cases, code violations can be taken to the Code Enforcement Board. In the City and County, building plans examiners, inspectors, or the Building Official provide professional and technical expertise with code enforcement cases. However, within the County the logistics of putting the case together is handled by the Environmental Enforcement unit, which also handles junk, litter and other code enforcement issues.

The new permit enforcement and tracking system (PETS) includes activities from the Building Division in both the City and the County tracking systems. With the establishment of a new Building Department, the PETS will need to reflect changes and yet still be electronically linked to other permitting processes.

The County and City attorney are reviewing the possibility of combining the Land Development Regulations, including building construction regulations, at the direction of the City and County Commissions. The deadline for presenting the proposed consolidation of the Land Development Regulations is by the end of 1995.

Consolidation

Benefits and Pitfalls

Some Potential Benefits of Consolidation:

a. One agency, instead of two, responsible for administering building codes county-wide, resulting in one place to go for building permits.

b. Even better consistency of administration of codes than can be obtained through monthly regular meetings and Board of Adjustment and Appeal review of Building Official decisions.

c. Better opportunity to identify any potential duplication of services. If duplication is identified, there may be reduction of long term expenditures.

d. Currently, both divisions enforce essentially the same construction codes; there are differences in zoning, site plan, and sign codes.

e. Currently, both divisions are generally organized similarly, although there are additional supervisory levels in the larger City organization.

f. Department-level status would provide the building inspection agency more influence within a county-wide organization when trying to deal with issues.

g. There would be public perception of movement towards governmental consolidation.

Some Potential Pitfalls of Consolidation

a. Separation of building permitting from concurrency/environmental/septic/driveway/utility systems approvals could fragment integrated permitting system--i.e. a new stop to get all permits required for building.

b. Additional expenses for relocation of current offices and establishing a new facility.

c. Possible additional expense for increasing compensation for County employees (i.e. the City pays more than the County for some positions).

DIFFERENCES

CITY

- Comprised of 82 square miles.
- Population 133,731.
- Budget subsidized from general revenue.
- Issues individual permits for sub trades.
- Permits both commercial and residential (valuation FY 93/94 commercial - $79,791,894; residential - $110,415,913).
- Zoning Code tailored for an urbanized environment.
- Inspectors perform inspections only within their specific trade (building, plumbing, mechanical, etc.)
- New construction utilities generally provided by City of Tallahassee. Building Inspection initiates water, sewer and electrical utility connections.
- City has some local amendments to plumbing, electrical, and gas codes designed to benefit their City owned utilities.
- City Records Management files by street address using a paper copy storage media.
- Licenses plumbing, mechanical, gas, and electrical contractors.
- Locally adopted security code.

COUNTY

- Comprised of 589 square miles.
- Population 78,376.
- Budget completely funded through building permit fees.
- Issues combination permits.
- Permitting activity mostly residential (valuation FY 93/94 commercial - $ 4,572,518; residential - $103,512,154).
- Zoning Code recognizing more rural development patterns.
- Inspectors perform combination inspections when possible.
- New construction utilities generally onsite septic tanks with individual water wells (both are regulated by State) and electric provided by Talquin or City of Tallahassee.
- County has no utilities to protect, thus has no such local amendments.
- County Records Management files by parcel and permit number initially using paper copy with transfer to micro-film for storage.
- Licenses residential building and general contractors.
- No security code.

- continued -

CITY/COUNTY BUILDING INSPECTION COMPARISON

SIMILARITIES

- Both offices are Divisions of Growth Management.
- Both offices closely coordinate (and to a large degree are co-located) with other agencies within their particular land use approval and related permitting processes.
- Both offices are organized similarly (see attached organizational charts).
- Both offices use The Standard Building Code.
- Both offices use The Standard Plumbing Code.
- Both offices use The Standard Mechanical Code.
- Both offices use The Standard Fire Code.
- Both offices use The Standard Gas Code.
- Both offices use The National Electrical Code.
- Both offices use the Florida Americans with Disabilities Accessibility Implementation Act.
- Both offices use The 101 Life Safety Code.
- Both offices use the Florida Energy Code.
- Decisions of both offices are appealed to the same Board of Adjustments and Appeals.
- Both offices are members of The Southern Building Code Congress International (SBCCI).
- Both offices are active participants in The Big Bend Chapter of SBCCI.

- continued -

BUILDING INSPECTION CONSOLIDATION QUESTIONNAIRE

1. Should the County and City Building Inspection Divisions be consolidated? ☐Yes ☐No
   Please explain your answer. _____

2. Should the primary management of the consolidated Building Inspection Divisions be handled by the county or city? Please explain your answer. _____

3. Should the location of the Building Inspection Divisions be at City Hall, County Courthouse, County Tharpe Street site, City Growth Management site or another suitable and convenient site? _____

4. Is the use of the Southern Building Codes acceptable? Please explain your answer. _____

5. What should be the source of funding for this joint Building Inspection Division? Presently, the County's Building Inspection Division is funded entirely through fees, whereas the City's Building Inspection Division is funded by 68% fees and 32% general revenue, thereby resulting in the different fee structures. _____

6. What will be the impact and change that this consolidation will have on your industry? _____

7. Would separating the Building Inspection Division functions from the environmental septic tank and concurrency management functions help or hurt your organization? Please explain your answer. _____

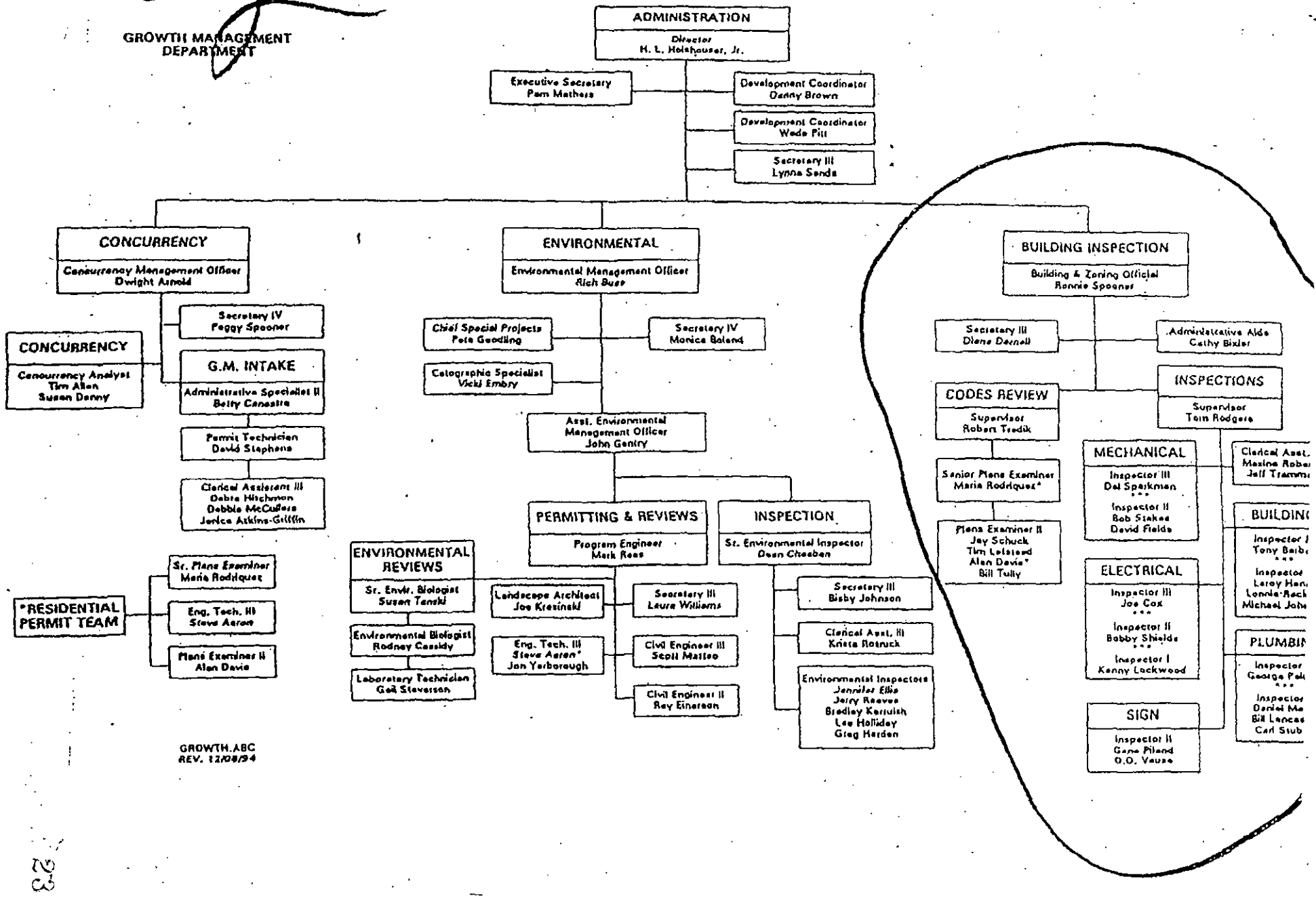
8. Please provide any comments, suggestions or ideas that will make the building inspection process better for members of your organization. _____

Attach additional sheet if necessary

Please return this questionnaire to Gary W. Johnson, Leon County Administration, Leon County Courthouse, 301 South Monroe Street, Tallahassee, Florida 32301-1853, by October 20, 1994.

City

GROWTH MANAGEMENT DEPARTMENT



GROWTH.ABC
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SIX YEAR HISTORY OF RETREAT PRIORITIES

Priority	FY 01/02	FY 02/03	FY 03/04	FY 04/05	FY 05/06	FY 06/07
#1	Stormwater Issues	Emergency Medical Services	Water Quality/ TMDL Standards	Economic Development	Address Consolidation of Law Enforcement and Emergency Response Dispatch	Economic Development
#2	Economic Development	Economic Development	Joint Dispatch/ Emergency Operations Center (EOC)	Leon County Jail Issues	Enhance Primary Healthcare for the Uninsured	Performing Arts Center
#3	Jail Population Management	Consolidation City/County Government	Leon County Charter Amendment (Stormwater)	Health Care	Develop a Comprehensive Community Energy Policy	Jail Diversion Programs
#4	State Funding Cutbacks	Stormwater Regional Solutions	Protection of North Florida Water Resources	Total Maximum Daily Load (TMDL) Standards	Implement a County-wide Lake Protection Program	Functional Consolidation
#5	Southern Strategy	Resolution of City/County issues (Tram Road Sprayfield, CRA, Gum Road Transfer Stations)	Economic Development	Joint Dispatch/ Emergency Operations Center	Construct a Library branch in the Woodville Community	Southside Senior Center
#6	Code of Ethics	Eliminate Fire MSTU	Elimination of EMS MSTU	Charter Amendment regarding Countywide stormwater	Address Impacts from Sprayfield Irrigation and other Pollutants on Wakulla Springs	Carry-over: Joint Dispatch Facility

SIX YEAR HISTORY OF RETREAT PRIORITIES

Priority	FY 01/02	FY 02/03	FY 03/04	FY 04/05	FY 05/06	FY 06/07
#7	Joint Dispatch and Emergency Operations Center	Create Youth Centers	Women's Health Center on Southside	North Florida Water Resources	Pursue Redevelopment of North Florida Fairgrounds Property	Carry-over: Woodville Branch Library
#8	Charter Government	Jail Population Management	Community/Teen Centers	Women's Health Center	N/A	Carry-over: Redevelopment of North Florida Fairgrounds
#9	Comprehensive Plan Reform	Southern Strategy	Funding for 90 East (Mahan Drive) to I-10	Community and Teen Centers/Programs	N/A	Carry-over: County-wide Lake Protection Program
#10	Children's Issues	Comprehensive Plan Reform	Southern Strategy	Funding for Hwy. 90E. to I-10	N/A	N/A
#11				Southern Strategy	N/A	N/A

Functional Consolidation

The Charter Review Committee believes that it is essential that the City and County unify, where appropriate, the growth management ordinances, regulations, and policies and consolidate the growth management departments. The Committee recommends that the City establish a formal schedule to consolidate City and County Growth Management. The schedule should provide for: (1) 90 days for staff to present to the city and County Commissions a report detailing the differences between the respective growth management ordinances, regulations, and policies (2) 180 days for City and County Commissions to make uniform or justify any differences in the ordinances, regulations, and policies, (3) one year, but not later than October, 1, 2010, consolidate the City and County Growth Management departments and functions. The intent of this is that the City and County would still maintain separate ordinances, regulations and policies but would attempt to make them identical if practical, and would seek to combine the staff serving each similar to the Tallahassee/Leon County Planning Department model.

The Committee similarly believes that the City and County should thoroughly examine and aggressively pursue the consolidation of the existing city and county parks and recreation, animal control, and stormwater functions.

Reduction in Differences in City and County Ordinances/Regulation

The Charter Review Committee heard testimony to the effect that City and County regulatory ordinances may be very different with regard to certain subject matters. While the Committee recognizes that there may be some justifiable differences in regulatory ordinances dealing with the unincorporated area of the County as opposed to the area within the City limits, the Committee believes the public would be best served by making the regulatory ordinances as similar as possible. It is recommended that the City and County establish a formal mechanism as changes are made to regulatory ordinances to reduce differences as much as possible. This mechanism should include an "intergovernmental impact statement" on the ordinance

agenda item indicating distinctions and differences from the other local government's ordinance on the same subject.

Growth Management

The Charter Review Committee heard from public officials and organizational representatives with regard to the City's current Growth Management program and its impact upon economic development. It is essential that the City has an efficient and effective regulatory program and process to permit critically needed economic development consistent with the community's well established values. The current system including its ordinances, regulations, and processes is not working effectively and has acted as a significant deterrent to economic development and the important objective of diversification of the local economy. The Committee recommends that the City Commission expeditiously undertake a thorough review of the City's ordinances, regulations, and processes and make the changes necessary to provide a growth management system which provides for the efficient and expeditious permitting of new development while protecting our natural environment.

Law Enforcement

The Charter Review Committee heard from public officials, law enforcement professionals, and members of the public with regard to local government law enforcement and potential consolidation of law enforcement functions. The provision of law enforcement services is one of the most basic and essential governmental services and it is also one which requires a significant portion of government financial resources. The Committee believes that it is essential that the City and County closely examine and pursue the benefits of the consolidation of local government law enforcement services and functions.

On behalf of the 2009 CRC, thanks for allowing each of us to serve on this committee.

Respectfully submitted,

Samuel M. "Buddy" Streit, Chair

Minutes of City of Tallahassee
City Commission Meeting
May 13, 2009

Item 24 – Received a staff update on the Building Inspection Fund and the projected FY2009 deficit of ($824,000) adjusted for non-Florida Building Code costs such as code enforcement, discussed the need for an additional loan to the Building Inspection Fund from the Deficiencies Fund in the amount of $609,200, and the following options presented for consideration *(brought forward by Budget & Policy)*:

1) Authorize staff to work with representatives of the construction industry to develop a proposal for modifying the current fee structure to include automatic annual adjustments to fully recover costs for implementation by July 15, 2009.

2) Authorize staff to work with representatives of the construction industry to develop a fee increase consistent with County fees that will fully cover all costs, to be implemented by July 15, 2009.

3) Direct staff to eliminate a minimum of three (3) additional positions by either relocation, if available, or by separation prior to the new budget year.

4) Authorize staff to discuss with the County the potential for combining the City and County building and permit functions.

5) Consider outsourcing services as an option for the future.

Voted 4-0 (Mayor Marks absent) to move forward on a joint building inspection operation and graduate the fee structure to bring it closer to the County's to generate some surplus

Designated Commissioner Lightsey to work with the County Commission on consolidating the City and County Building Inspection Operations and bringing the fees together

City of Tallahassee

MAYOR PRO TEM

CITY HALL • TALLAHASSEE, FLORIDA 32301
850/891-8181 • TDD 1-800/955-8771

September 14, 1999

The Honorable Sheriff Larry Campbell
Post Office Box 727
Tallahassee, Florida 32302-0727

Dear Sheriff Campbell:

Thank you for your letter expressing your thoughts and concerns about the Joint Dispatch/ Emergency Management Workgroup. The Joint Communications Executive Committee, the Tallahassee Police Department and your office have raised some important questions. I will share some general concerns about establishing a Joint Communications Center and an Emergency Management Center.

One concern is the degree of cooperation necessary to continue studying this venture. How cost effective would a two-party law enforcement Communications Center be? Would the city and the county be able to reach a consensus on where the center of authority lies and how would it be distributed? The question of "turf" appears to be the major issue. I still think the concept of a regional Communications /Emergency Management Center is a good idea, but unless it is operated under some type of authority, there will always be a "turf" battle. Location has also been a major stumbling block to establishing an Emergency Management Center.

There seems to be a lack of partnership between the city, county and other law enforcement agencies, such as the Florida State University police, Florida A&M University police, Capital City police and the Highway patrol. The Leon County Sheriff's Office will not have an A.V.L. system on its 800 MHz system, which complicates the situation. At present, it seems to be imprudent to continue pursuing a Joint Dispatch/ Emergency Management Center between the city and the county due to a lack of interest and support. For now, it does not seem to be feasible as a sales tax extension referendum option. These issues will re-emerge in the future. Therefore, I think the Executive Committee should still review the sub-committee's recommendations at the October 1 meeting. Again, thank you for your letter and your deep commitment to our community's safety and protection.

Sincerely,

John Paul Bailey
Tallahassee Mayor Pro Tem

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