

2 *Intergovernmental Coordination Analysis*

EFFECT OF THE PINELLAS COUNTY COMPREHENSIVE PLAN ON THE PLANS OF ADJACENT GOVERNMENTS AND AGENCIES (OBJECTIVES WITH MULTI-JURISDICTIONAL IMPACTS)

Quality Communities and Future Land Use Element

Discussion: Pinellas County currently shares information regarding proposed land use changes with both Pasco and Hillsborough Counties, and they do the same, usually within a one mile boundary of the respective County lines, although for certain projects (e.g., DRI's) those boundaries are expanded. This is important because extra jurisdictional land use changes and resultant development, particularly in Pasco and Hillsborough Counties, can impact Pinellas County's roadways, air quality, and environment (and vice versa). Hundreds of people commute daily between counties. Pinellas County's coastal attractions continue to draw seasonal and tourist visitors to, and through, the County which contributes to roadway congestion and air quality conditions. Therefore, continued coordination with Pasco, Hillsborough, and Manatee counties is required so that the opportunity to plan for, and attempt to mitigate, these impacts is available. One forum for regional development related coordination, particularly regarding developments of regional impact, is the Tampa Bay Regional Planning Council (TBRPC). Pinellas County participates in several of TBRPC coordinating committees, including the Regional Planners Advisory Committee (RPAC), which provide a forum for regional coordination of land use activities.

Within the County boundaries, The County shares proposed land use plan amendment information with the municipalities. In addition, through participation in the Pinellas Planning Council's Planner's Advisory Committee, the County and the municipalities share information on both large and small scale amendments to respective future land use maps and the countywide map. Currently, this type of informal coordination on future land use map amendments remains satisfactory.

Summary of Key Quality Communities and Future Land Use Objectives and Multi-Jurisdictional Effects

Objective 1.4 relates to use of countywide redevelopment authority (CRA) for the revitalization of blighted areas in the county. Several municipalities are in an ongoing coordination relationship with the County regarding their CRA designations at this time, including the City of Largo and the City of St. Petersburg.

Objective 1.16 supports the County's brownfield program. The program is available to both unincorporated areas and municipalities who do not have their own brownfield program. To date, the cities of Belleair and Pinellas Park have utilized the program.

The implementation of the County's concurrency management system is addressed in **Objective 4.1**. The County's concurrency management program is intended to ensure that County facilities

and services are able to support the impacts of permitted development. Since the Board of County Commissioners has countywide responsibility for several facilities and services (e.g., county roads, solid waste disposal, regional parks) and provides other services, like potable water and wastewater disposal, to several other local governments, coordination in certain procedures and standards must be ongoing. One method of sharing level of service information is the annual Concurrency Test Statement adopted by the Board of County Commissioners and provided to each local government for their use. See additional discussion in the Joint Processes for Collaborative Planning and Decision-Making Chapter.

Governments/Agencies the County Coordinates with on Future Land Use Issues

State: Department of Community Affairs, FDOT, FDEP, Department of State, Department of Education, Florida Fish and Wildlife Commission, etc.

Regional: Pasco County, Hillsborough County, Manatee County

Local: Adjacent or Affected Municipalities

Other: Tampa Bay Regional Planning Council, Pinellas Planning Council, Metropolitan Planning Organization, Southwest Florida Water Management District, Tampa Bay Estuary Program

Existing Coordination Mechanisms (examples)

- a) Formal submittals to DCA and review agencies;
- b) Informal sharing of information with adjacent and affected governments as described in the discussion above; and
- c) MPO, RPAC and PAC committees and meetings, public hearings; and
- d) one-on-one coordination, review authority, permitting advisory committee, speaker's bureau

Any Need for Additional Coordination

Coordination is generally effective, but the long term economic vitality of this County requires a commitment to significant and ongoing coordination, sharing of resources, and creative thinking without restriction necessarily to jurisdictional boundaries.

Transportation Element

Discussion: Regional transportation planning efforts are largely coordinated through the Metropolitan Planning Organization Chairman's Coordinating Committee, comprised of the staff director's from Pinellas County, Hillsborough County, Pasco County and Hernando County Metropolitan Planning Organizations (MPOs). They meet every three months for the purpose of coordinating respective long range planning efforts, capital improvement projects, and regional congestion management initiatives.

Most of the major roadways within the County are under the jurisdiction of Pinellas County or FDOT, but they cross several local jurisdictional boundaries. Therefore, considering the multi-jurisdictional implications of transportation decisions in Pinellas County, the need for coordinated transportation planning between local, regional and State governments/agencies is clearly necessary.

The maintenance of adopted level of service standards on State and County roads, particularly the functionally-classified arterials and collectors, is directly related to the impact of existing and approved development within the cities, the unincorporated County and adjacent counties. The most congested roads in the County are Ulmerton Road and U.S. Highway 19. These are both State roads where several communities have the ability to approve development along the roadway corridor. Coordination and cooperation in achieving and maintaining level of service standards continues to be necessary and desirable, particularly in the implementation of concurrency management strategies on roadways with level of service deficiencies. From a State and regional coordination perspective, a good example of a coordination commitment is the County's commitment of \$15.1 million to improving Ulmerton Road, a State road, to a six-lane facility. This is a significant departure from previous policy where the County funded improvements only to County Roads and the State funded improvements only to State Roads. However, Ulmerton Road, in addition to operating at a deficient level of service, is one of the primary hurricane evacuation routes for Pinellas County residents. Therefore, it is to the County's benefit to collaborate with the State, and area governments, to alleviate the operating deficiencies along this corridor. Road improvements are underway. Additional coordination will be expected with regard to the level of service conditions on U.S. Highway 19, as well as incorporation of livable community standards into local comprehensive plans.

Currently, the County and municipalities utilize the Technical Coordination Committee of the Metropolitan Planning Organization (MPO) as the primary means of transportation coordination.

Summary of Key Transportation Objectives and Multi-Jurisdictional Effects

Objective 1.1. is directed at maintaining or improving operating levels of service along the State and County roads which make up a large part of the Pinellas County countywide road network. Level of Service Standards are adopted for both County and State roadways. Standards are also included for roadways currently operating at, or near, deficient levels of service, with policy directives requiring the protection of remaining capacity and commitments to improving capacity where possible.

The implementation of this objective (and its policies) requires multi-jurisdictional coordination, and much of the coordination structure and process is in place. For example, the coordination between the State FDOT and the Board of County Commissioners in implementing improvements to Ulmerton Road (SR 688) is extensive, and coordination with the municipalities on consistent application of short and long term management strategies to preserve roadway operations is ongoing among the County and municipalities along the Ulmerton corridor. This effort is one example of an effective and integrated transportation and land use planning initiative.

The FDOT, DCA and Board of County Commissioners have also worked out significant and progressive strategies for improving operating conditions along U.S. Highway 19 and for coordination with local governments in the process. Significant and extensive coordination currently exists among County staff, municipal staffs, and even the public through the current Metropolitan Planning Organization committee process and governing structure. The coordination opportunities provided are extensively utilized and appear to be operating effectively for the purposes of planning for, and managing arterial roadways and their operation. But it should be noted that each local government will have unique elements to their concurrency procedures and future land use plans in accordance with their individual goals and objectives that must be respected in the coordination process.

Objective 1.2 addresses cooperation between the County and the Pinellas Suncoast Transit Authority (PSTA) for the purposes of improved transit access and service. The implementation of

Objective 1.4 directed at enhancing and protecting scenic vistas along County roads serves to provide a positive aesthetic benefit throughout the County.

Objective 1.6 promotes bicycle and pedestrian travel by the continued development of a countywide recreational trail network, as well as construction of sidewalks, implementation of roadway design standards that include provisions for bicycle travel, and other creative strategies for enhancing the current trail network throughout the County. Implementation of the objective and its associated policies, which the County coordinates with other jurisdictions largely through the MPO's Bicycle Advisory Committee, the Pedestrian Advisory Committee and the Technical Coordinating Committee, continues to provide a positive benefit to the entire County. In fact, the County's aggressive program of bicycle and trail planning and construction have resulted in national and international recognition.

Objective 1.8 commits the County to safe and efficient movement of people and goods throughout the County. While this includes such things as a good maintenance program, and implementing recommendations from the MPO's goods movement study, it also includes the commitment to complete deployment of an intelligent transportation system.

Governments/Agencies the County Coordinates with on Transportation Issues

State: FDOT, DCA

Regional: Metropolitan Planning Organization and associated committees Tampa Bay Area Regional Transportation Authority

Local: PSTA, Adjacent and Affected municipalities, and Adjacent Counties

Existing Coordination Mechanisms (examples)

- a) MPO Chairman's Coordinating Committee (Regional Coordination)
- b) Pinellas County Metropolitan Planning Organization - Technical Coordinating Committee
- c) Joint Participation Agreement Between Pinellas County and FDOT for Ulmerton Road, for U.S. Highway 19 and for U.S. Alternate Highway 19
- d) Various MPO Advisory Committees (e.g., Bicycle Advisory Committee, Traffic Signal and Median Control Committee, Pedestrian Transportation Advisory Committee, etc.) with membership from Pinellas County, the municipalities, FDOT, etc.

Any need for additional Coordination

While significant coordination exists in transportation planning, better coordination during project implementation is always desirable between governments (in projects which impact more than one local government boundary) and among agencies (e.g., FDOT and the County). Additionally, on multi-jurisdictional roadway corridors impacted by development in several communities, ongoing coordination (as is occurring with Ulmerton Road, U.S. Highway 19, etc.) in the development and implementation of concurrency management and livable community strategies is desirable.

Natural Resource Conservation and Management Element

Discussion: Coordination in the implementation of respective goals for the protection, restoration and enhancement of natural resources is extensive within the County, both with other agencies and with other jurisdictions. For example, the Board of County Commissioners and SWFWMD cooperated in the acquisition of property associated with the Brooker Creek Preserve, with SWFWMD buying several parcels and turning them over to the County for management as part of the Preserve. Other joint agreements with other agencies include: applying for, and obtaining, matching funds from the State's Florida Communities Trust to help complete the property acquisition in the Brooker Creek Preserve and Wall Springs. Pinellas County purchased the Mobbly Bay Management Area which is largely managed by the City of Oldsmar. Pinellas County manages portions of the Weedon Island Preserve purchased by the State and by Progress Energy. Overall, coordination at the State, regional and local level is effective, and coordination/partnership opportunities will continue to be pursued as a cost effective and efficient means of preserving the County natural heritage.

The County frequently relies on interagency and intergovernmental coordination in the identification and acquisition of environmentally sensitive or desirable tracts of land to meet common conservation goals, emphasizing coordinated environmental planning, or ecosystem planning, without limits related to jurisdictional boundaries. In this regard, coordination with other local governments and other agencies to acquire and manage environmentally sensitive properties has been very successful.

Environmental education is another area where the opportunity is being taken to enhance current coordination efforts. As funding becomes scarcer for the implementation of things like educational programs, more creative solutions are necessary. The Pinellas County Department of Environmental Management has also been very successful in forging mutually beneficial partnerships with local schools regarding watershed education, and assist local teachers with the development of their environmental curriculums and activities. Activities might include habitat restoration projects, wildlife monitoring, and environmental landscaping projects. In addition, County staff participate with the Pinellas County School Board regarding environmental technology career track curriculum at local high schools. Partnerships such as these will remain a key component of the County's commitment to environmental education.

Coordination is also ongoing with citizens as reflected by the establishment of the County's Environmental Science Forum, comprised of environmental professionals and activists from around the County.

County environmental staff manage beach renourishment and restoration countywide, and actively coordinate with the coastal communities and the federal government to accomplish an award-winning coastal management program.

Summary of Key Natural Resource Conservation and Management Element Objectives and Multi-Jurisdictional Effects

Objective 1.2 and associated policies are directed at the **management of coastal resources**

and complement provisions for beach and dune restoration, erosion control, beach access, and public infrastructure in the coastal area. As already described, Pinellas County is the lead local agency for managing coastal beach restoration and renourishment projects throughout the County. The County's Coastal/Beach Management Program is facilitated by close and ongoing coordination between the County, the beach municipalities, the Florida Department of Environmental Protection and the U.S. Army Corps of Engineers. The County has coordinated the completion of re-nourishment projects all along the western coastline, including in North Redington Beach, Redington Shores, Indian Rocks Beach, and Indian Shores Beach, as well as Treasure Island. In addition, over 36 beach walk-overs have been completed in Madeira Beach, Indian Shores, and Indian Rocks Beach and 20 dune walk-overs and vehicle access/parking points have been completed in St. Pete Beach. The Coastal Management program is updated annually through the County's Capital Improvements Program. The implementation of the County's objectives and policies for coastal resource management have, therefore, both directly and indirectly impacted development activities, resource protection activities, and importantly - economic activity, within the County as a whole, and specifically, within the beach communities. Please see the Coastal Management Element for additional discussion.

Objective 1.1 is directed at protecting the functional integrity of Pinellas County's groundwater recharge area and certain regional wellfields. Because of the County's existing role in the treatment and distribution of potable water to a substantial number of both unincorporated and incorporated residents, the County's groundwater protection policies serve to both directly and indirectly affect the planning and development of several other local governments in the County. Even though water supply development is the responsibility of the Tampa Bay Water Authority, the County will continue to proactively enforce its groundwater protection program for the Eldridge-Wilde Wellfield recharge area. This ensures the long-term protection of a regional potable water supply source.

Objective 2.1 is directed specifically at the implementation of management programs for the conservation of native vegetative communities, terrestrial, marine, estuarine and aquatic habitats and wildlife species. The County applies a countywide approach to achieving this Objective and the overall natural resources goal. In fact, the County owns and manages large amounts of both Preservation and Recreation and Open Space lands throughout the County, without specific regard to jurisdictional boundaries. Several of the regional parks and beach access parks within Pinellas County, owned and managed by Pinellas County government, are located within municipal boundaries. These parklands then become available to each respective community for consideration in meeting their locally adopted level of service standards for recreation and open space - thereby affecting local concurrency provisions.

What has been important, and continues to be important in the County's overall conservation program, is not jurisdictional boundaries, but the environmental value of the land. Very often the County and affected local governments have worked, and continue to work, jointly to accomplish acquisition and the long term conservation/management purpose (e.g., with Mobbly Bay, with Weedon Island Preserve, with the Largo Narrows, etc.). Therefore, the environmental quality of both incorporated and unincorporated areas may be positively affected through the implementation of the County's land acquisition and management policies.

Objective 4.1 and its associated policies require the County to protect and conserve surface water resources and habitats. With regard to coordination, Pinellas County enforces its Water and Navigation Control Authority Regulations countywide, and the associated policies provide the natural resource protection foundation for these regulations and impact development-related

approvals for water-dependent activities both within and outside of municipal boundaries, with a positive environmental impact.

Objective 4.2. is directed at cooperation with other agencies in implementing management plans for Tampa Bay and the Pinellas County Aquatic Preserve, requires ongoing collaboration and commitment by all of the local governments in the County.

Objective 5.1. encourages partnerships in environmental education and environmental stewardship. In many cases, the County and the municipalities are partners in this process. For example, most of the local governments participate in the information-sharing and developing of educational materials associated with improving local stormwater quality.

Coordination is also between the County and other agencies. For example, the Pinellas County Board of County Commissioners and the National Fish and Wildlife Foundation are partners in preserving Pinellas County's habitat and wildlife. The National Fish and Wildlife Foundation, through this partnership, showcases Pinellas County as an example of how you can successfully blend an urban environment with preservation and restoration goals. The associated environmental foundation enables a public-private partnership, allowing for tax deductible contributions, and the ability to direct the monies into existing and new environmental program opportunities that have benefit not only locally, but at the federal level as well. The local benefit is countywide, with the direction of national environmental expertise to the County, and of dollars to enhance local programs.

Objective 7.1 relates to environmental sustainability in every-day life. In many cases this involves activities or commitments that improve the condition of the entire County.

Objectives 8.1 through 10.1 address things like maintenance of national air quality standards, air pollution reduction and management strategies, air quality education, ongoing air quality assessment, etc. – all of which are applied and enforced by County staff, under their federally and state-designated air quality authority, and have a positive effect countywide.

Governments/Agencies the County Coordinates with regarding Natural, Historic and Cultural Resources

State: Florida Department of Environmental Protection, Florida Department of Community Affairs, Florida Communities Trust, Florida Department of Transportation,

Regional: Tampa Bay Estuary Program, Tampa Bay Regional Planning Council - Agency on Bay Management, Southwest Florida Water Management District, FDOT

Local: local governments in Pinellas County, Citizen Groups

Other: ACOE, USEPA

Existing Coordination Mechanisms (examples)

- a) Interlocal Agreements, management agreements, etc.
- b) Pinellas County Charter
- c) Grant Applications and Awards

Any Need for Additional Coordination

Overall, coordination with other local governments and agencies for the purpose of natural resource protection is both effective and proactive in this County.

Coastal Management Element

Discussion: Existing coordination for emergency management purposes is extensive among the County and the municipalities. The Board of County Commissioners operates the Emergency Operations center, maintains the Comprehensive Emergency Management Plan, acts as the liaison to State and Federal emergency aid providers, coordinates the Disaster Advisory Council (made up of County, local government and emergency service providers), conducts educational activities throughout the County related to emergency preparedness, evacuation and emergency shelter options, and is the coordinator of the countywide local mitigation strategy effort, etc.

A regional hurricane forum in 2005 provided the opportunity to assess local and regional response to the hurricanes of 2004. Coordination on topics ranging from shelter deficiencies to evacuation and post disaster planning provided a “real life” ability to evaluate the effectiveness of emergency management in the region, and identify areas for improvement.

Additional countywide coordination is necessary, however, to mitigate the emergency shelter deficit and manage hurricane evacuation. Development related coordination is also required between and among the County and the municipalities so as to not exacerbate the existing shelter deficit. For example, the County does not allow amendments to the Future Land Use Map that would allow more than 5 residential dwelling units per acre in the Coastal Storm Area within the unincorporated County. However, throughout the County there remain different opinions of appropriate densities and intensities of development allowable within the Coastal Storm Area. It would appear that reaching agreement on how to determine appropriate density limits within the Coastal Storm Area throughout the County would facilitate better disaster and evacuation planning and not contribute to the existing countywide shelter deficiency. Redevelopment offers some ability to re-visit densities, especially as older homes in the beach communities are being demolished. But frequently redevelopment proposals increase both square footage and density. Countywide coordination regarding the cumulative impact of local land use decisions on the countywide shelter deficit and hurricane evacuation timing remains necessary and has been initiated as a result of recent legislation regarding the Coastal High Hazard Area and Coastal Storm Area. Coordination between the County and the School Board of Pinellas County is effective with regard to schools as emergency shelters, but with little new school construction planned, increases in public school shelter space is limited. Coordination with citizens and the municipalities therefore is especially important with regard to viable alternatives to public shelter.

Summary of Key Coastal Management Objectives and Multi-Jurisdictional Effects

Objective 1.1 relates to updating and implementing the post disaster redevelopment plan as part of the Comprehensive Emergency Management Plan which guides countywide emergency management planning. Pinellas County provides permitting and building review services for several of the beach communities, and the County has countywide responsibilities with regard to disaster planning and recovery, and is the lead in coordination with State, federal and regional agencies, under the direction of the Board of County Commissioners. Coordination with regard to emergency management and disaster planning remains effective and proactive.

Objective 1.2 requires the County to cooperate with State and regional agencies, and with other local governments to reduce hurricane clearance times. This is important as the major

hurricane evacuation routes, and their critical links, are often on, or along, State Roads, and typically traverse more than one local jurisdiction. Associated **policies direct the necessary coordination with other governments and with the FDOT** to ensure that the appropriate priorities are placed on any improvements required to evacuation routes and their critical links. Obviously the ongoing implementation of this objective by Pinellas County Emergency Management and its associated policies impacts the safety of all County residents.

Objective 1.5 requires that the County reduce the existing deficit of public emergency shelter space by 5 percent by June 2012. This is an ongoing process, and includes education regarding evacuation needs, host homes, etc. throughout the entire county, as well as partnerships with potential providers.

Objectives 2.1 directs the County to continue to be the lead agency for coordinating and managing beach restoration/renourishment projects. The County's Environmental Management Department has traditionally taken on this role and has been successful in directing State monies towards this program, to the benefit of the County and all of its beach communities. Please see the Coastal Management Element for further discussion.

Objectives 4.2, 4.3 and 4.4 address the County's countywide Water and Navigation Control Authority and responsibility for permitting facilities for water access. Key results of this permitting authority are sea grass protection, protection of marine and aquatic habitats and dependant species (e.g., manatees), as well as boater education, manatee research and data collection, and evaluation of the need for additional manatee protection measures in County waters. **Objective 5.4** promotes the clean marina program which is applicable throughout the county, regardless of jurisdiction.

Governments/Agencies the County Coordinates with on these Coastal Management Issues

State: Florida Department of Community Affairs, Florida Department of Environmental Protection

Regional: Tampa Bay Regional Planning Council, MPO

Local: all local governments, local Red Cross, Pinellas County School Board, Salvation Army, Coast Guard.

Existing Coordination Mechanisms (examples)

- a) Disaster Advisory Council
- b) Local Mitigation Strategy
- c) Permitting and review responsibility
- d) Individual communications with municipalities

Any Need for Additional Coordination

As discussed, coordination among the County, the municipalities, and emergency shelter providers is ongoing - and continues to be critical - in regard to the development of effective emergency shelter planning and implementation strategies. Coordination with regard to coastal resources is effective. Coordination remains ongoing regarding evacuation timing, shelter needs and density in the Coastal Storm Area.

Housing Element

Discussion: The Housing objectives, policies and issues are closely coordinated with the Pinellas County Consolidated Consortium Plan. The Consolidated Plan is a planning document for community development programs. This Plan is maintained by the Pinellas County Community Development Department for Pinellas County and seventeen other local governments in the County. It was developed in cooperation with other local governments, residents and non-profit organizations serving a variety of population groups. The Consolidated Plan discusses issues related to housing needs and supply, it identifies priority housing, homeless, special populations, housing and community development needs, and establishes general strategies for addressing those needs. The housing issues within unincorporated Pinellas County and the seventeen local governments in Pinellas County are largely coordinated through the Pinellas County Community Development Department, overseeing and implementing the Pinellas County Consolidated Consortium Plan. In addition, the Department prepares and implements the SHIP Local Housing Incentive Plan and coordinates the provisions of the Affordable Housing Incentive Plan adopted by the Board of County Commissioners on March 1, 1994. Therefore, under the Board of County Commissioners, the Pinellas County Community Development Department is directly involved in coordinating and implementing those housing issues and policies contained in the Housing Element and the Consolidated Plan. In addition, new areas of housing being addressed include long term sustainability, location and density, and homelessness.

Summary of Key Housing Objectives and Multi-Jurisdictional Effects

Objective 1.1 is directed to providing for housing in a variety of types, locations and costs, by providing information and technical assistance to development community and other agencies to meet housing needs of unincorporated Pinellas County. Part of this Objective is accomplished by publication of Pinellas County Annual Housing Reports. These Reports are distributed by the Planning Department to all 24 municipalities in the County for use in their planning and Comprehensive Plans.

Objective 1.2., and its associated policies commit the County to provide incentives and encourage provision of housing affordable to Very Low, Low, and Moderate Income households, including households with special needs, through public, private and joint ventures. Associated policies support continued implementation of the County's Affordable Housing Incentive Plan (AHIP). In addition, a countywide inclusionary housing ordinance is considered for countywide application. A great deal of cooperation will be required for the ordinance to be effective.

The Pinellas County Community Development Department and the Pinellas County Housing Finance Authority (HFA), provide **down payments and financial assistance programs to serve Very Low, Low and some Moderate income households.** These Programs associated are administered and implemented by the Pinellas County Community Development Department acting as the Pinellas County Housing Finance Authority for all local governments in partnership with non-profits and private sectors in Pinellas County. the Pinellas County Community Development Department and the Pinellas County Housing Finance Authority also offer **pre-purchase education and counseling programs for rental households interested in home**

ownership, as well as foreclosure prevention programs to both unincorporated and municipal residents.

Objective 1.8 is directed at ending homelessness – a countywide issue. Please refer to the Housing Element for a discussion of the County’s role in implementing the *Housing First* model and how the County and several municipalities are working together to end homelessness.

Governmental/Agencies the County Coordinates with on Housing Issues

Federal: Department of Housing and Urban Development

State: Department of Community Affairs,

Regional: Tampa Bay Regional Council

Local: Adjacent of Affected Municipalities- cooperating cities in the County’s CDBG Program

Other: State and local municipal Housing Authorities, Tampa Bay Community Reinvestment Corp., Tampa Bay Financial Institutions, Homeless Coalition of Pinellas County, Florida Housing Coalition, Pinellas County Social Services Dept., Pinellas County Juvenile Welfare Board, Numerous non-profits

Existing Coordination Mechanisms (examples)

Consolidated Plan partnership; Continuum of Care program; Cooperation in developing financing projects

Any Need for Additional Coordination

Coordination remains ongoing and effective.

Recreation, Open Space and Culture Element

Discussion: Coordination in the provision of countywide resource-based recreation/open space amenities is extensive. In regard to land acquisition, much of the coordination is at the State and regional level. Locally, the Board of County Commissioners ensures that regional resource-based recreational opportunities are provided to all Pinellas County residents and includes the entire County population in the calculation of its level of service standard. The County also endeavors to ensure provision of resource-based recreation equitably throughout the County, and County parks are found in south, mid and north County, as well as along the beaches.

The County, local governments and area agencies frequently collaborate on joint land acquisition and management opportunities. For example, the City of Oldsmar and the Board partnered in the acquisition and management of the Mobbly Bay management area, and in association with the Brooker Creek Preserve, SWFWMD purchased several tracts of land contiguous to the Preserve, and these properties were turned over to the Board of County Commissioners for management. In an innovative public-private partnership, Florida Progress Energy Corporation turned much of its land at the Bartow Power Plant, which is adjacent to Weedon Island Preserve, over to the County to manage as a part of the Weedon Island Preserve lands. The County also provides several beach access parks within municipal limits and works out the individual management arrangement with each City.

Bicycle and Pedestrian Planning is extensive in this County, with the Pinellas Trail being the most

visible example of the Board's commitment to providing a diverse array of regional recreation opportunities, to all of the residents of the County. However, a landmark initiative in terms of regional coordination and bicycle and pedestrian planning occurred in June 1997 when the Pinellas County BCC and the Hillsborough County Board of County Commissioners jointly agreed to accept responsibility from FDOT for preserving and maintaining the Old Gandy Bridge. Referred to as the "Friendship Trail," the Old Gandy Bridge facility is intended to serve as a recreational facility for walking, bicycling, and fishing. Pinellas and Hillsborough County officials continue to work together to plan for the long term maintenance of what is considered to be the longest trail over water in the Country.

Summary of Key Recreation, Open Space and Culture Objectives and Multi-Jurisdictional Effects

The implementation of Goal 1 affects all of the local governments in the County as each resident is factored into the calculations of needed and available parkland. **Specifically, Objective 1.1 establishes the Board of County Commissioners role in meeting the resource-based recreation needs to the County as a whole and sets a level of service standard of 14 acres per thousand residents. Objective 1.2 specifically refers to the coordination required to achieve that standard.** In order to meet these standards, the County has developed and manages regional parks throughout the entire County. Many of these parks are within municipal limits and thereby serve both local (municipal) and regional recreational needs.

Objective 1.3 requires that the County continue to acquire open space acreage countywide. The implementation of this Objective by the Board of County Commissioners serves to benefit the residents of the entire County. Often, this Objective is implemented with the assistance of other governments and agencies. For example, funding for land acquisition has been solicited successfully from the State (e.g., the Florida Communities Trust Forever Florida program), from the Southwest Florida Water Management District (e.g., Save Our Rivers program) and in partnership with other governments (e.g., joint acquisition of the Largo Narrows with the City of Largo). Overall, the County implements this Objective without regard to jurisdiction and frequently the County's regional parks are located within an incorporated area. Please see the Recreation, Open Space and Culture Element for additional discussion on the approach used successfully in this County to ensure the provision of both regional and local parks and open space in this County by both the Board of County Commissioners and area local governments.

Objective 1.7 requires the development of a comprehensive countywide greenway, blueways and trails master plan by 2012. This will require close coordination with the municipalities as corridors and destinations are linked throughout the County.

Goal 3 and its Objectives commit to the provision of boat access, beach access and recreational waterway access for the benefit of county residents and visitors; and the County operates boat access facilities in both unincorporated and municipal boundaries. In 2006, the County convened a Boating Access Task Force to assess boating needs and obstacles, and participants included municipalities, the boating public and area agencies. The results of this collaborative effort were incorporated into the policies of the Comprehensive Plan.

The County has a very direct relationship with certain beach communities, via specific agreement, to maintain open space (generally beach access) owned by another government. Again, this is an example of the historical approach to the provision of recreational and open space amenities in

this County; that is, to seek out successful partnership opportunities that are mutually beneficial to all participants and serve to benefit the County as a whole.

Goal 4 and its Objectives address the provision of facility- based recreation, which has not been a traditional focus of the Board of County commissioners. Coordination with municipal providers and recreational providers remains the key to implementing this objective.

Goal 5 and its Objectives lend support to the arts and culture throughout Pinellas County. In many cases, coordination is with the non-profit arts and cultural community to promote and market the variety of offerings to both residents and tourists.

Governments/Agencies the County Coordinates with on these Recreation, Open Space and Culture Issues

State: Florida Department of Transportation, Florida Department of Community Affairs, Florida Department of Environmental Protection, including Division of Greenways and Trails

Regional: Southwest Florida Water Management District, Hillsborough County, Pinellas County Metropolitan Planning Organization

Local: local governments, citizen groups, non-profit agencies

Existing Coordination Mechanisms (examples)

- a) Interlocal Agreements, specific management agreements, etc.
- b) Pinellas County Charter
- c) Grant Applications and Awards
- d) Save Our Rivers and other land acquisition programs administered by the Water Management District
- e) Marketing materials and guides

Any Need for Additional Coordination

The Board of County Commissioners will continue to explore creative and cooperative opportunities to meeting its recreation and passive open space goals. But overall, coordination in this regard is very effective. See the Recreation, Open Space and Culture Element for additional discussion.

Public Infrastructure/Utilities (Wastewater, Water Supply, Solid Waste and Surface Water Management)

Discussion Pinellas County provides wastewater service (wholesale and retail) to approximately 38 percent of the countywide population, potable water supply to over 76 percent of the countywide population, and disposes of all solid waste countywide. Additionally, regarding surface water management, the County works closely with most of the municipalities in the planning for, and implementation of major drainage projects, watershed plans, stormwater-related education, NPDES stormwater permit compliance, etc. Overall, there is extensive coordination among the County, local governments and regulatory agencies in the provision of infrastructure-related facilities and services. Additional discussion follows below, as well as in the Sections addressing *Coordination of Service Delivery* and *Facilities Subject to Concurrency*.

Summary of Key Infrastructure Objectives and Multi-Jurisdictional Effects

Objective 1.1 and associated policies of the Potable Water Supply, Wastewater and Reuse Element require that Pinellas County maintain the highest water quality standards for the County residents it serves, requires that an adequate supply of water be available for existing and future needs, and requires that protection of the natural environment be considered in the provision of water supply. Pinellas County is a member of Tampa Bay Water, the regional water supplier, and is responsible for distributing potable water to well over 76 percent of the County, including both unincorporated and incorporated residents alike. **Objective 1.2** requires the County to develop and maintain a 10 year Water Supply Facilities Work Plan to ensure that the needs of its customers, including its wholesale potable water customers, are addressed. This Work Plan is included as an adopted part of the Potable Water, Wastewater and Reuse Element.

The Board of County Commissioners has authority through a Special Act passed in the 1930s and by the County Charter to provide potable water to governments throughout the County. In most instances, specific interlocal agreements are maintained with customer governments to provide assurance that their needs will be met. Under **Objective 1.4** the County makes a point of emphasizing that unincorporated residents who receive municipal water should not be subject to surcharges that are not commensurate with the service received. The County does not charge a surcharge to municipal residents it serves.

Objective 2.1, and associated policies, require that Pinellas County Utilities provide the levels of service necessary to ensure proper wastewater treatment and disposal such that both citizens and the environment remain protected. Objective 2.4 commits to a regional wastewater system. Pinellas County Utilities currently provides service to many unincorporated and incorporated residents throughout this County, and calculates level of service standards for its facilities accordingly. For those unincorporated County residents served by a municipal facility, the County adopts the respective level of service standard for that facility into the Comprehensive Plan. The County has historically defined its service area based upon the results of the original 201 Facility Plans. Accordingly, the County has provided services to both incorporated and unincorporated residents within its 201 boundaries, without regard to jurisdiction and without any additional surcharges for municipal residents. .

While most of the County is served by a regional sewer system and regional water, there remain enclaves of unincorporated County where septic tanks provide wastewater treatment. In most cases, despite the findings and agreements associated with the 201 Facility Plans, some municipalities require annexation in order to provide sewer service. But frequently, the property owners do not wish to annex. In some cases, an individual arrangement might be worked out in association with a watershed plan, and in others the unincorporated resident will either have to annex or replace their septic tank. It appears that addressing each situation individually offers the best solution to this problem. For example, in association with the Allen's Creek watershed plan, unincorporated residents on septic tanks were offered the option of annexing into the City of Largo, or of remaining unincorporated and paying a significantly higher hook up rate into the municipal sewer system. Disagreement between the County and some communities continues to exist regarding this subject.

Objective 3.1 commits the County to a leadership role in water conservation through maximization of its reclaimed water resource. Pinellas County Utilities is currently providing reclaimed water for irrigation purposes to a large amount of the unincorporated area, as well as several municipalities. Therefore, ongoing multi-jurisdictional coordination regarding the use (and preservation) of the reclaimed water resource remains important. **Objective 3.2. and its associated policies promote water conservation and are directed at every municipal and unincorporated customer.**

Governments/Agencies the County Coordinates with on Potable Water Issues

State: DCA, FDEP

Regional: SWFWMD, TBRPC, TBW

Local: local governments

Existing Coordination Mechanisms (examples)

Any Need for Additional Coordination

Ongoing coordination is required to resolve issues of required annexation to receive basic utility services.

While Pinellas County is currently one of the most conservative water users on a per capita basis in the State, and although the County is essentially built out, some additional potable supply is still anticipated to be required in the future. The Board and County staff will, therefore, continue to participate at the State level, as well as with Tampa Bay Water, adjacent counties, area governments, and SWFWMD to ensure that solutions to regional water supply needs are regionally addressed, and represent equitable and scientifically based solutions to water supply needs and sources. This is consistent with the Governance Agreement and Partnership Plan which defined the structure and function of Tampa Bay Water, as well as the relationship among all of the parties to the Agreement. Essentially, the result of the governance agreement is that regional water supply development and regional wellfields have become the responsibility of the Authority, and not of local member governments. The Governance Agreement describes the cooperative utility structure and membership of the Authority. Equally as important is the Partnership Plan, originally proposed by the SWFWMD with the backing of the member governments. This Plan requires all of the stakeholders to be involved in equitable planning and decision-making for sustainable water resource development and management in this region. Overall, there is significant and successful coordination in place at this time, and the governments and agencies in Tampa Bay are setting the standard for progressive water resource development and management policy in this regard. The result of participation by the Board of County Commissioners and Pinellas County Utilities in this venture, with the policy base provided by the Comprehensive Plan, significantly affects much of Pinellas County and the future of a reliable water supply.

One area where enhanced coordination will be ongoing is between the County and water supply regulators to ensure that the environmental impacts of alternative water source development are thoroughly explored and are accurately conveyed to the public before decision-making and implementation. For example, the air quality impacts associated with the energy necessary to power a large desalinization plant must be fully assessed before commitments are made to its

development as a primary source. Coordination with the scientific and technical community must continue in this regard, including ongoing participation in related Tampa Bay National Estuary Program.

Overall, in the interests of regional water supply planning, the Board of County Commissioners remains committed to meaningful and ongoing coordination with adjacent counties and regulatory agencies. This includes coordination in identifying regional solutions to water supply requirements, cooperation in developing a sound scientific base upon which to base future water supply decisions, and commitments to the development and utilization of environmentally and fiscally/economically acceptable water supply alternatives. To accomplish this, the Board of County Commissioners will continue to participate as a member of Tampa Bay Water, and will continue to work as an active partner in developing the details of how regional coordination and cooperation will occur well into the future.

Finally, the identification, mapping, and protection of remaining recharge areas is one area where coordination may be improved, particularly where acquisition is required in order to ensure protection. It is hoped that the Water Management District can provide additional attention to the protection of regional recharge area and consider protection strategies such as land acquisition where appropriate and possible.

Governments/Agencies the County Coordinates with on these Water Resource Issues

State: Florida Department of Environmental Protection, DCA

Regional: Southwest Florida Water Management District, Tampa Bay Water, Pasco County, Hillsborough County

Local: all of the local governments located within the County boundary, in particular those who receive water from Pinellas County Utilities.

Existing Coordination Mechanisms (examples)

Membership in Tampa Bay Water, interlocal agreements, service agreements, workshops, meetings, etc.

Any Need for Additional Coordination

Ongoing coordination is necessary in order to ensure the success of Tampa Bay Water and a reliable and affordable long term potable water supply.

Summary of Solid Waste and Resource Recovery Objectives and Multi-Jurisdictional Effects

The Board of County Commissioners provides solid waste disposal services for the entire County. **Goal 1 requires that this service be performed in an economically feasible, efficient and environmentally safe manner. Additionally, the Board is committed through this goal to resource recovery wherever possible.** Objectives 1.1 through 1.4, and their associated policies support the County's innovative and comprehensive approach to solid waste disposal largely by emphasizing the strategies for waste reduction and material recovery. In fact, this County has one of the most successful, innovative, and well-coordinated resource recovery and recycling

programs in the State. The exemplary coordination and collaboration between the County and the cities (reflected in **Objective 1.3**), and the corresponding level of commitment on both sides, is the key to this success.

Objective 1.5. commits the County to the safe collection, storage, transport, and recycling where possible, of hazardous wastes and materials. Consistent with this Objective and its associated policies, the County operates a household chemical collection center and provides disposal options for small quantity generators. This beneficial service is provided without regard to jurisdiction, and municipal and unincorporated residents and businesses are able to participate. Additionally, the County, along with several municipal governments participates in the Regional Planning Councils' Local Emergency Planning Committee and provides staffing to the HAZMAT Response Team. Overall, coordination among the County and municipalities in this regard is very effective.

Governments/Agencies the County Coordinates with on these Solid Waste Issues

State: DCA, DEP, Public Service Commission, Florida Power Corporation

Regional: TBRPC

Local: Local governments, Solid Waste Technical Management Committee, private collection providers, Pinellas county School Board,

Existing Coordination Mechanisms (examples)

Chapter 75-487, Laws of Florida (Pinellas County Solid Waste and Disposal Act); Solid Waste Technical Management Committee; Yard Waste Recycling Program, DEP Used Oil Grant, Recycling Interlocal Agreement, Pinellas County Recycling Committee

Any Need for Additional Coordination

Coordination is ongoing and effective.

Summary of Surface Water Management Objectives, and Multi-Jurisdictional Effects

Goal 1 requires that the Board of County Commissioners employ a comprehensive approach to flood control by considering public safety, water quality, and natural resource protection and restoration. The implementation of Objectives 1.1 through 1.3 requires that the County eliminate existing stormwater deficiencies and also plan to accommodate future growth. By implementing these policies, the County protects not only its unincorporated residents but also neighboring jurisdictions who share the watershed and drainage way. The results of project implementation are felt in both control of water quantity and improvement in water quality. Obviously, the nature of flood control and the implementation of improvements requires ongoing coordination. Please see the Surface Water Management Element for additional discussion of current collaboration and coordination activities in local surface water management.

Objective 1.4 commits the Board of County Commissioners to a program of comprehensive watershed planning and management that provides not only flood control, but also achieves water quality and natural resource protection, enhancement, and restoration goals. Watershed planning has afforded tremendous opportunity for the Board of County

Commissioners to coordinate with other local governments in planning and programming for multi-jurisdictional surface water improvement and management. This is not really anything new, as the Board has traditionally coordinated with adjacent governments and agencies in identifying and implementing stormwater management projects. Coordination and partnership has, however, become increasingly important due to the requirements of, for example, the U.S.EPA's National Pollutant Discharge Elimination System Permit and program. Additionally, limits on the financial resources available to meet new regulatory directives is also resulting in more coordination and sharing of resources.

Objective 1.5 requires participation with Federal, State, Regional and local agencies and governments in data collection and evaluation towards identifying and addressing surface water pollution problems. Today is even greater opportunity to work in partnership, rather than through vertical regulation, towards common surface water management goals through watershed planning and development of watershed goals.

Objectives 1.6 and 1.7., and associated policies, further support the extensive intergovernmental coordination that exists and is required to achieve the County's surface water management goals, and recognizes that our goals really complement those of our neighboring governments and the regulatory agencies. Please see the Surface Water Management Element, as well as the Section addressing Facilities Subject to Concurrency, for detailed discussion.

Governments/Agencies the County Coordinates with on these Surface Water Management Issues

State: Department of Community Affairs, Department of Environmental Protection,

Regional: TBRPC, SWFWMD, Tampa Bay Estuary Program

Local: Local governments, Pinellas Park Water Management District

Existing Coordination Mechanisms (examples)

Interlocal agreements, NPDES Coordination Group, Informal communications, meetings, workgroups, etc.

Any Need for Additional Coordination

Overall, ongoing multi-jurisdictional and multi-agency coordination is effective, and will remain integral to both the success and efficiency of comprehensive surface water management. Please see the Surface Water Management Element for further discussion.

Capital Improvements

Discussion: As local governments are faced with more responsibilities, without commensurate increases in available funds, coordination, cooperation, and consolidation in the planning and programming of joint projects and programs becomes increasingly necessary. It is anticipated that economics will continue to influence coordination between and among communities and agencies. The Comprehensive Plan is required to be financially feasible, and the Capital Improvements Element is intended to reflect those capital needs required to implement the Comprehensive Plan. The Capital Improvements Element, and specifically the Six-Year Schedule

of Improvements, is updated every year.

The annual preparation (amendment) of the Six-Year Schedule of Improvements occurs when the annual capital budget (Capital Improvements Program, CIP) is being developed. When a capital project is at the planning, design, and engineering stage, the implementing department sets up a production team of applicable disciplines. This team may include other county departments, other governmental agencies, and other outside agencies (such as private utility companies), as necessary, who may be impacted by the project. Coordination with other agencies and governments occurs up-front on project phasing and scheduling when the project may have multi-jurisdictional impacts, and may affect other agency projects and timelines.

Summary of Capital Improvements Objectives and Multi-Jurisdictional Effects

Objective 1.1 requires the scheduling of capital improvements to correct existing deficiencies, replace worn out facilities and plan for desired future growth. The County has responsibility beyond the unincorporated area for the provision of a myriad of public services, such as solid waste disposal, sewage treatment, potable water, and County roads, regional parks, beach renourishment, hurricane shelter, etc., and the provision of new or expanded capital improvements can affect the future growth and the health, safety and welfare of adjacent governments who depend on these services. See the discussion of infrastructure-related services to see how the County plans for all of the communities it serves.

Objective 1.2. restricts spending money on projects that subsidize development in the coastal high hazard area. With the County being a major service provider to the beach communities, this objective could impact expansion of, or construction of new, facilities, but does not restrict maintenance of existing facilities.

Objective 1.4 requires sound fiscal management in order to ensure that needed facilities are provided to accommodate permitted development. In local governments where Pinellas County is responsible for providing certain public services, the funding and timing of capital projects, upon which existing and future development is dependent, is integral to good planning.

Objective 1.5. provides for the level of service standards that affect the Pinellas County Comprehensive Plan. Many of the County's adopted level of service standards affect other governments as they receive a service from the County. Level of service information is routinely shared among communities as a part of the comprehensive planning process.

Governments/Agencies the County Coordinates with on Capital Improvements Issues

State: DCA, FDOT

Regional: SWFWMD, MPO

Local: other local governments, Pinellas Park Water Management District

Existing Coordination Mechanisms (examples)

The comprehensive planning process allows for the sharing of capital improvement elements; the MPO committee process and the development of related transportation improvement plans, long range highway plans, etc., allows for coordination of transportation planning activities. Water

supply planning occurs largely through membership in Tampa Bay Water; however, local distribution and supply planning and construction issues are coordinated directly between Pinellas County Utilities and the technical and planning staffs of the recipient community. The same is true for wastewater disposal and reuse issues. Interlocal agreements are common coordination and agreement tools for the planning and implementation of specific capital projects that have multi-jurisdictional effects or transcend the unincorporated boundary.

Any Need for Additional Coordination

Overall, coordination for capital planning and project implementation is good. While coordination between the County and the municipalities on projects with potential multi-jurisdictional impacts is typically quite good, it may be beneficial to provide a copy of the adopted capital budget annually to each municipality to ensure that any necessary coordination issue related to respective long range planning programs are able to be addressed prior to project design and implementation.

COORDINATION WITH THE PLANS OF UNIVERSITIES AND COLLEGES

University of South Florida - Bayboro Campus Master Plan and St. Petersburg College

Chapter 9J-5, F.A.C., requires that local governments recognize campus master plans. Pinellas County participates in the review of Campus Master Plans. The Bayboro Campus is located well within the City of St. Petersburg, and there were no real coordination issues identified which would impact the County's Comprehensive Plan. St. Petersburg College has campuses throughout the County; coordination with the College remains good at this time.

Existing Coordination Mechanisms (examples)

The County coordinates through such means as participating in Career Days and collaborative partnerships with local environmental education programs. For example, the St. Petersburg College and Pinellas County are currently coordinating on the development of a mooring field in Hurricane Hole to be associated with a marine education facility.

Any Need for Additional Coordination

At this time, no additional or formal coordination measures are required.