

Model
Local
Intergovernmental
Coordination
Element

For Local Governments in Pinellas County

**Prepared By The Pinellas Planning Council
December, 1998**

**MODEL
LOCAL INTERGOVERNMENTAL COORDINATION
ELEMENT**

**Prepared By The
Pinellas Planning Council**

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For Local Governments in Pinellas County

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TABLE OF CONTENTS

Preface

Intent and Requirements of ICE v
Background v
The Model Local ICE vi
How the Model Works - Briefly vi

Part I - Goals, Objectives, and Policies - For Adoption

A. Post-1985 Growth Management Act Requirements I-2

- 1. Objective 1 - Consideration of Other’s Plans I-2
 - a. Policies 1.1 - Campus Master Plans I-2
 - b. Policies 1.2 - Special Districts I-3
- 2. Objective 2 - Identification and Implementation of Joint Planning Areas I-3
 - a. Policies 2.1 - Annexation and Service Areas I-3
- 3. Objective 3 - Joint Processes for Collaborative Planning and Decision Making I-4
 - a. Policies 3.1 - Population Projections I-4
 - b. Policies 3.2 - School Siting I-4
 - c. Policies 3.3 - Facilities Subject to Concurrency I-5
 - d. Policies 3.4 - Facilities with Countywide Significance I-6
 - e. Policies 3.5 - Problematic Land Uses I-6
- 4. Objective 4 - Voluntary Dispute Resolution Processes I-7
 - a. Policies 4.1 - Countywide Planning Process I-7
 - b. Policies 4.2 - Tampa Bay Regional Planning Council I-7

B. 1985 Growth Management Act Requirements - As Initially Adopted I-8

- 1. Objective 5 - Consideration of Local Plan Effects on Others I-8
 - a. Policies 5.1 - Future Land Use Element I-8
 - b. Policies 5.2 - Transportation Element I-10
 - c. Policies 5.3 - Housing Element I-10
 - d. Policies 5.4 - Infrastructure Element I-11
 - e. Policies 5.5 - Coastal Management/Conservation Element I-12
 - f. Policies 5.6 - Parks and Recreation Element I-13
 - g. Policies 5.7 - Capital Improvements Element I-13
 - h. Policies 5.8 - Other Plan or Action - Local Hazard Mitigation Strategies I-13

Part II - Data and Analysis - For Reference

A. Post-1985 Growth Management Act Requirements II-1

 1. Consideration of Other’s Plans II-1

 a. Campus Master Plans II-3

 b. Special Districts II-5

 (1) Required Special District Coordination II-5

 (2) Dependent Special Districts II-5

 (3) Independent Special Districts II-6

 (a) Pinellas Suncoast Transit Authority II-7

 (b) Southwest Florida Water Management District II-8

 (c) Tampa Bay Water II-9

 2. Identification and Implementation of Joint Planning Areas II-12

 a. Annexation and Service Areas II-13

 3. Joint Processes for Collaborative Planning and Decision Making II-15

 a. Population Projections II-16

 b. School Siting II-18

 c. Facilities Subject to Concurrency II-21

 d. Facilities with Countywide Significance II-31

 e. Problematic Land Uses II-33

 4. Voluntary Dispute Resolution Processes II-35

 a. Countywide Planning Process II-36

 b. Tampa Bay Regional Planning Council II-38

B. 1985 Growth Management Act Requirements - As Initially Adopted II-39

 1. Consideration of Local Plan Effects on Others II-39

 a. Future Land Use II-41

 b. Transportation II-41

 c. Housing II-42

 d. Infrastructure II-42

 e. Coastal Management and Conservation II-43

 f. Parks and Recreation II-43

 g. Capital Improvements II-43

 h. Other Plan or Action - Local Hazard Mitigation Strategies II-44

MAPS

Municipal Boundaries ix
Potable Water Districts II-23
Sanitary Sewer Districts II-26

ATTACHMENTS

A. Model Interlocal Agreement for Collaborative Planning and Decision Making A-1
B. Abbreviations and Contact Lists B-1
C. Model ICE Workprogram C-1
D. History of ICE Statutory Changes (1992-1998) Relative to the PPC Workprogram D-1
E. Special District Matrix for Pinellas County E-1
F. Model School Siting Interlocal Agreement and Resolution F-1
G. Inventory of Entities With Which the Local Government Coordinates G-1

Intent and Requirements of ICE

As part of a local government's comprehensive plan, an Intergovernmental Coordination Element, commonly referred to as "ICE," must be completed. This is the part of the plan which outlines how a local government will coordinate the anticipated impacts of development attributable to their comprehensive plan, both as currently adopted and as subsequently amended, with the plans of numerous other local governments and agencies. Specifically, each local government must demonstrate the particular effects of the local comprehensive plan upon development of adjacent municipalities, the county, adjacent counties, the region, the state, and other agencies not having regulatory authority over the use of land.

The ICE also covers such subjects as: joint planning areas, especially for the purposes of annexation, municipal incorporation, and joint infrastructure service areas; voluntary dispute resolution; coordination with the Pinellas County School Board; dealing with problematic land uses (commonly referred to as locally unwanted land uses) and coordination with special districts, to highlight a few issues found in the ICE requirements.

The ICE provisions in the Growth Management Act of 1985, and subsequent revisions and additions, emphasize strong intergovernmental coordination, allow for identification of coordination needs at the planning stage, and allow for the use of existing procedures. Local governments have the option of meeting the ICE requirements using innovative approaches such as this Model Local ICE which establish a meaningful and practical process, as distinct from creating "checklist" documents that are not used by or useful to the local government which prepared them. The overriding purpose of the new ICE requirements is to identify and correct real and perceived intergovernmental coordination weaknesses.

Background

The Model ICE Work Program was approved by the Pinellas Planning Council in June of 1994, in order to develop a Model ICE to be used by the twenty-five governments in Pinellas County, Florida. The Work Program was based on legislation stemming from the 1993 Environmental Land Management Study Committee (ELMS III) recommendations and work proceeded in accordance therewith until mid-1995. At that time, work on the Model ICE was suspended pending review of the relevant legislation by the Florida Department of Community Affairs (FDCA) and a State ICE Technical Committee appointed by Secretary of the FDCA, James Murley. The Committee was expected to review existing ICE legislation and recommend changes to the Governor, the Speaker of the House, and the President of the Senate by December 15, 1995. The ICE Technical Committee accomplished their task and recommended that the ICE process revert to its pre-1993 (pre-ELMS III) requirements, with some exceptions.

The ICE Technical Committee's recommendations, which were considered by the 1996 Florida Legislature and reflected in Section 163.3177, Florida Statutes (FS), had the effect of removing many of the seemingly more difficult and potentially burdensome intergovernmental coordination requirements placed upon local governments as required by the ELMS III statutory changes in 1993. The subsequent changes in 1996 recommended by the ICE Technical Committee left provisions in the legislation that would improve intergovernmental coordination.

The Model Local ICE

It is the objective of the Model Local ICE to identify a plan framework and format to be adopted and used by local governments on a countywide basis, that will ensure a regular means of communication among officials of two or more political or other jurisdictions for the purpose of addressing and resolving issues of mutual interest that arise from their respective comprehensive plans. It is important for a local government to embrace a positive, proactive approach towards coordination with others. This can be accomplished through a meaningful intergovernmental coordination effort, helping to foster a cooperation “ethic” among local government officials and staff. An increased degree of intergovernmental coordination will effect more lasting and mutually beneficial accomplishments.

It is the intent of the Model Local ICE to assist local governments in complying with the statutory and rule requirements for intergovernmental coordination by identifying opportunities for improved interjurisdictional coordination. The effective use of the guidelines set forth in the Model should result in an increased focus on proactive planning, as opposed to a process that is too frequently reactive, and a greater degree of compatibility between the planning functions of individual jurisdictions.

How the Model Works - Briefly

The preparation of the Model was developed with two distinct phases in mind. The first phase being the development of the Model itself as embodied in this document which establishes a framework and includes consideration of countywide intergovernmental coordination issues. This phase was completed by Pinellas Planning Council (PPC) staff and was reviewed by the Florida Department of Community Affairs, the PPC’s Planners Advisory Committee, and the PPC. The second phase includes the “customization” of the Model to meet the needs of individual local governments, including consideration of intergovernmental coordination issues stemming from, and unique to, the local government’s comprehensive plan. Upon completion of the first step, the Model is to be made available to local governments in Pinellas County to customize and use as they see fit to meet the ICE requirements. It is expected that some local governments will use the complete Model to replace their existing ICE in its entirety. Others are expected to use only those sections that address “new” ICE requirements, i.e., the requirements that were added subsequent to the initial adoption of local government comprehensive plans pursuant to the 1985 Growth Management Act requirements.

The Model is divided into two main parts, with individual sections within each part. Parts I and II are further divided into those coordination issues associated with statutory requirements that were effective with the 1985 Growth Management Act (as initially adopted) and those requirements that were added subsequent to the 1985 Growth Management Act. Subsequent statutory amendments pertaining to intergovernmental coordination are listed in Attachment D and include changes in 1992, 1993 (ELMS III Committee recommendations), 1995, 1996 (ICE Technical Committee recommendations), 1997, and 1998. These subsequent amendments are considered “new,” that is, the requirement was added after the 1985 Growth Management Act comprehensive plans were adopted, and unless a local government amended their ICE as these new items were passed, they would need to update their existing ICEs to include them by May of 1999. The Model is designed to allow local governments to use these new items to simply update their existing ICEs, or they can use the Model in its entirety, after the local government has customized it to fit their individual needs and circumstances, to address both the 1985 Growth Management Act and the subsequent or “new” requirements.

Each of the Model's two parts is described below:

Part I - Goals, Objectives, and Policies - For Adoption

Part I includes the goals, objectives, and polices developed from the Data and Analysis found in Part II and is based on the requirements of state law and rules. **The goals, objectives, and policies that are found in this Model are examples of the types of policies and programs that might be used to satisfy the ICE requirements found in Rule 9J-5, Florida Administrative Code. It is not intended that all of these examples be adopted, nor is it intended that they be adopted verbatim by local government; but rather that they be customized to suit local government needs. Part II, Data and Analysis, may also be adapted to the needs of each local government (customized) and incorporated by reference in accordance with Rule 9J-5.**

The majority of the objectives and policies were developed by looking at issues from a countywide perspective, i.e., dealing with coordination issues that all local governments in Pinellas County experience and at the same time identifying procedures and processes to resolve those issues in a consistent countywide fashion. The remainder of the ICE objectives and policies, found in Part I.B.1.a-h, will be specific to the local government adopting them and are derived from individual elements of the comprehensive plan. These are intended to address the 1985 Growth Management Act requirements and may be "customized" by local governments as necessary to meet their specific needs and individual situations. Local governments not intending to replace their entire existing ICE will not adopt these items since their current objectives and policies have already been found in compliance with state law and rules by the Florida Department of Community Affairs.

Part II - Data and Analysis - For Reference

Part II is the supporting data and analysis for Part I and is intended to be referenced by local government, as opposed to adopted, in support of the goals, objectives, and policies in Part I. As stated previously, Part II is divided into coordination issues that are a result of the 1985 Growth Management Act and those that were adopted subsequent to that act. The post-1985 Growth Management Act ("new") coordination requirements included in the Model are:

- < Campus Master Plans;
- < Special Districts;
- < Annexation and Service Areas;
- < Population Projections;
- < School Siting;
- < Facilities Subject to Concurrency;
- < Facilities with Countywide Significance;
- < Problematic Land Uses; and
- < Voluntary Dispute Resolution Processes.

The remaining coordination issues in the Model address the 1985 Growth Management Act requirements and governments not intending to replace their existing ICE in its entirety will not reference these since their current data

and analysis, if updated as per the Evaluation and Appraisal Report requirements, has already been found sufficient by the Florida Department of Community Affairs and supports adopted goals, objectives, and policies.

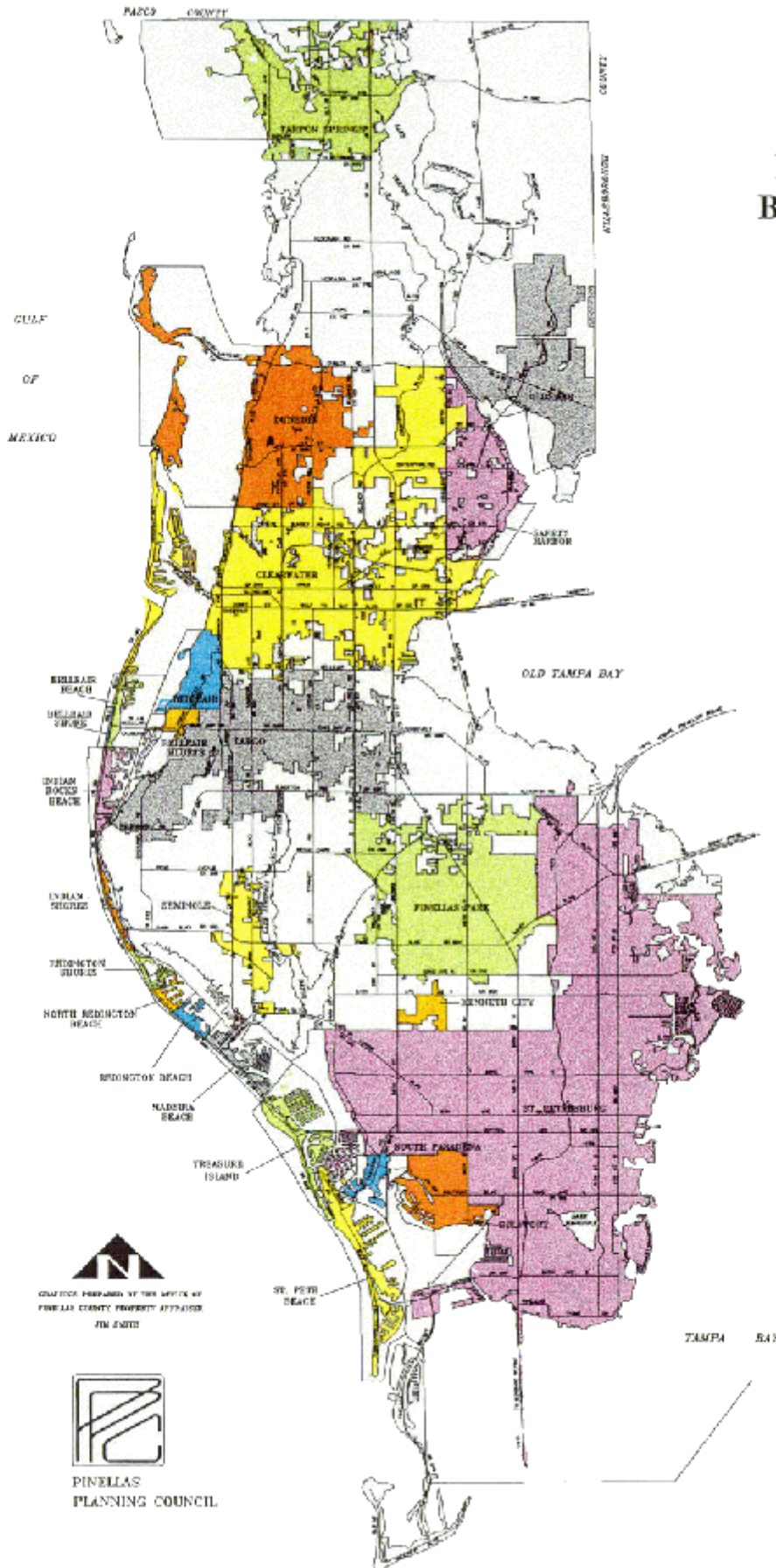
Part II, like Part I, may be refined or modified, as necessary, during “customization” to each local government’s comprehensive plan’s particular format and local needs. The various subjects in Part II are briefly discussed and existing coordinating mechanisms associated with these subjects are identified. Then, these existing coordinating mechanisms are analyzed for their effectiveness, and supplemental coordinating mechanisms and processes are recommended to address deficiencies or to improve upon coordination.

Part II.A.1-4 identifies issues from a countywide perspective, i.e., dealing with coordination issues that all local governments in Pinellas County experience and at the same time identifying mechanisms to resolve those issues in a consistent countywide fashion. These sections depend upon many existing intergovernmental relationships and processes such as the Pinellas Planning Council/Countywide Planning Authority planning process or the Tampa Bay Regional Planning Council’s voluntary dispute resolution process. They also depend on the many established local government coordinating efforts, including groups such as the PPC’s Planners Advisory Committee, to analyze and resolve some of the complex planning issues (e.g., annexation or problematic land uses) required to be addressed by the ICE legislation.

Part II.B. includes a complete review of the existing goals, objectives, and policies of each required element within a local government comprehensive plan. Again, this section addresses the 1985 Growth Management Act requirements as originally adopted. It identifies and summarizes local government coordination issues pertaining to extrajurisdictional impacts stemming from local government comprehensive plans, as well as issues that are of mutual interest to both the local jurisdiction and neighboring jurisdictions and agencies. Those local governments not intending to replace their entire existing ICE will not reference these items since their current data and analysis, if updated as per the Evaluation and Appraisal Report requirements, has already been found sufficient by the Florida Department of Community Affairs and supports adopted goals, objectives, and policies.

Note: Throughout the Model “notes” are included in italics that identify Florida Statute citations, Florida Administrative Code citations, information for the reader, and items that are expected to be customized by local governments in order to complete their ICE prior to submission to the Florida Department of Community Affairs for review in May of 1999. Also, when the word “City” is used in the Model it is understood that this could apply to towns and Pinellas County and would be changed to “Town” and “County” where applicable and used by these entities.

Municipal Boundaries



PART I. ICE GOALS, OBJECTIVES, AND POLICIES

Florida Administrative Code Note: Rule 9J-5.015, FAC, relating to the intergovernmental coordination element, states that "...the element shall contain one or more..." goal statements which establish the long-term end toward which intergovernmental activities are ultimately directed, specific objectives for each goal statement, and policies for each objective.

This section is the culmination of the discussion and analysis completed in Part II, Data and Analysis. It includes ICE goals, objectives, and policies that are a result of looking at intergovernmental coordination issues from a countywide perspective. These goals, objectives, and policies can be "customized" by local governments, as necessary, to meet their particular plan format and individual local government needs. It is proposed that this section be adopted by local governments for inclusion in their comprehensive plan to meet state law and rule requirements. However, the Model provides examples that might be used to satisfy ICE requirements and it is not intended that all examples be adopted, nor that those adopted be used verbatim by local government. Part II, Data and Analysis, may be incorporated by reference, as part of the supporting data and analysis in accordance with Rule 9J-5, FAC, if a local government so chooses.

As discussed in the Preface, Objectives 1 through 4, and all supporting policies, are intended to address the "new" ICE requirements, that is the requirements that were added after the adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. Section I.B.1., including Objective 5, and its supporting policies, is intended to address the 1985 Growth Management Act requirements as they were initially adopted. The single ICE goal is intended to be used for all objectives and policies.

ICE Goal

...means the long term end toward which programs or activities are ultimately directed.

ICE Objectives

...means an end that marks progress toward a goal.

ICE Policies

...means the way in which programs and activities are conducted to achieve an identified goal. All policies are designed to improve intergovernmental coordination by comparing the various plans and actions of the City with plans and actions of the Pinellas County School Board, neighboring jurisdictions, the county, adjacent counties, the region, the state, and other agencies not having regulatory authority over the use of land.

A. Post-1985 Growth Management Act Requirements

Part I, Objectives 1-4 and supporting policies, identify specific and measurable actions to address coordination issues by local government. These were developed using a countywide perspective, i.e., dealing with coordination issues that all local governments in Pinellas County experience and at the same time resolving those issues in a consistent countywide fashion. These objectives and policies depend upon many existing intergovernmental relationships and processes such as the Pinellas Planning Council/Countywide Planning Authority planning process or the Tampa Bay Regional Planning Council's voluntary dispute resolution process. They also depend on the many established local government coordinating efforts, including groups such as the PPC's Planners Advisory Committee, to analyze and resolve some of the complex planning issues (e.g., annexation or problematic land uses) required to be addressed by the ICE legislation.

Note: For each policy that recommends forwarding, notifying, coordinating, or soliciting comments on issues needing coordination, the local government will consider comments received from each respective agency or local government in their review process.

ICE Goal

Establish a regular means of communication among officials of two or more political or other jurisdictions for the purpose of addressing and resolving issues of mutual interest that arise from the local government's comprehensive plan and plans of others.

Objective 1 - Consideration of Other's Plans

To identify and coordinate the affects of the University of South Florida campus master plan and special districts in Pinellas County with the comprehensive plan.¹

Policies 1.1 - Campus Master Plans

Policy 1.1.1 The City of St. Petersburg has reviewed the campus master plan of the University of South Florida in order to identify and resolve conflicts with the City's comprehensive plan, including impacts on level of service standards and to implement concurrency in accordance with Chapter 240, Florida Statutes (FS), and all issues have been resolved. The City will continue to review changes to the campus master plan of the University of South Florida

¹ This section is considered a "new" requirement for local governments, i.e., the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. The coordination requirements related to independent special districts were passed by the 1992 Florida Legislature (Chapter 92-129, Laws of Florida) and coordination with campus master plans was passed by the 1993 Florida Legislature (Chapter 93-206, Laws of Florida) as part of the Environmental Land Management (ELMS) III Committee recommendations.

to identify and resolve conflicts in accordance with Chapter 240, FS, and the City’s comprehensive plan.

- Policy 1.1.2 Conflicts that may arise from the coordination of these plans will be resolved using the dispute resolution process outlined in Section 240.155, FS, or other appropriate means.
Note: These policies pertain to the City of St. Petersburg only. No other State University System campuses exist in Pinellas County.

Policies 1.2 - Special Districts

- Policy 1.2.1 The City will review the plans and independent special district facility reports of the Pinellas Suncoast Transit Authority (PSTA), the Southwest Florida Water Management District (SWFWMD), and Tampa Bay Water (TBW) and identify and resolve conflicts with the City’s comprehensive plan, including concurrency related items.
- Policy 1.2.2 The City will coordinate with the PSTA, the SWFWMD, and TBW staff and governing boards in order to resolve issues in Policy 1.2.1.
- Policy 1.2.3 The City will consider amending its comprehensive plan based upon the review of plans and discussions identified in Policy 1.2.2.

Objective 2 - Joint Planning Areas

Identify, implement, and coordinate joint planning areas for annexation and service provision.²

Policies 2.1 - Annexation and Service Areas

- Policy 2.1.1 The City will coordinate with the PPC, and other jurisdictions as appropriate, to establish a more comprehensive and better integrated annexation process that will include consideration of the following:
- < **Advance Notice** - A procedure that provides for advance notice of all annexations to the respective parties of interest.
 - Ⓒ **Accurate Legal Description** - A means to review and validate the legal descriptions for annexations.
 - Ⓒ **State Law Compliance** - Definitions and examples by which to determine compliance with the state law for contiguity, compactness, enclaves, and procedures for annexation agreements/indentures.
 - Ⓒ **Ability to Serve** - Pre-determined or administrative means to establish a municipality’s ability to serve the area.

² This section is considered a “new” requirement for local governments, that is the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. This item was passed by the 1993 Florida Legislature (Chapter 93-206, Laws of Florida) as part of the Environmental Land Management (ELMS) III Committee recommendations.

- Ⓒ **Service Contracts** - Enabling provisions for the County and each municipality to enter into mutually acceptable agreements to provide selected services where it is beneficial to the citizenry and cost-effective to do so in lieu of annexation.
- Ⓒ **Predictability** - The delineation of areas eligible to be annexed by each jurisdiction.
- Ⓒ **Consistency** - A requirement for consistency with the Countywide Future Land Use Plan at the time of annexation.
- < **Coordination with State Plan Amendment Review Process** - To establish eligibility for waiver of the requirement for plan amendment pursuant to Section 163.3171(3), FS, at the time of annexation.

Policy 2.1.2 The City will provide a copy of its published or posted notice of annexation, via certified mail, to the Board of County Commissioners as required by Section 171.044(6), FS.

Objective 3 - Joint Processes for Collaborative Planning & Decision Making

Identify and describe joint processes for collaborative planning on population projections, school siting, facilities subject to concurrency, facilities with countywide significance, and problematic land uses.³

Policies 3.1 - Population Projections

- Policy 3.1.1 The City will coordinate with the Pinellas County Planning Department in order to develop countywide population projections that include expected growth shown in the comprehensive plan for the community.
- Policy 3.1.2 The City will review the draft population projections and consider using them in the comprehensive plan.
- Policy 3.1.3 The City will forward the population projections used in its comprehensive plan to the School Board so they can consider projected growth and development as it relates to the future need for schools in the School Board's 5, 10, and 20-year facility plans.
- Policy 3.1.4 The City will amend its existing interlocal agreement with the School Board to include the joint utilization of consistent and coordinated population projections.

Policies 3.2 - School Siting

- Policy 3.2.1 The City will annually review the School Board's plans for the siting of public schools within its jurisdiction for consistency with the comprehensive plan, both at the staff level and through public hearings for specific site plans. This will include the review of the 5, 10, and

³ This section is considered a "new" requirement for local governments, that is the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. This item was passed by the 1993 Florida Legislature (Chapter 93-206, Laws of Florida) as part of the Environmental Land Management (ELMS) III Committee recommendations.

- 20-year facility plans of the School Board as well as responding as needed to site specific plans to locate new schools or expand existing schools.
- Policy 3.2.2 The City will utilize the countywide planning process as a means of notifying the School Board, which has one member on the PPC, and School Board staff, which has one member on the Planners Advisory Committee, of proposed land use plan amendments.
- Policy 3.2.3 The City will choose either Option A (School Board to hold required public hearing) or B (City to hold required public hearing), as described in Attachment F to the Model Local ICE, that establishes consistent planning time frames and procedures for review of school sites.
Note: This choice of options should be customized by local government prior to adoption of their ICE.
- Policy 3.2.4 The City will utilize the countywide planning process, or other appropriate process, in the review and recommendation of any necessary modifications to the agreed upon school siting processes due to intergovernmental conflicts or to address any needed refinements to reflect current statutory requirements.
- Policy 3.2.5 The City will review the School Board's annually updated 5-year School Plant Survey (5-year facility work program), 10, and 20-year facility work programs and coordinate those plans with the comprehensive plan.
- Policy 3.2.6 The City will amend its existing interlocal agreement with the School Board for the collocation of public facilities as required in Senate Bill 2474 which was passed by the 1998 Florida Legislature, and will utilize the PPC, or other appropriate process, for the development of recommendations to address the 1998 statutory amendments to Section 163.3177(6)(a), FS, regarding the collocation of public facilities, such as parks, libraries, and community centers, with public schools to the extent possible and will modify the existing resolution or interlocal agreement with the School Board to accommodate these new requirements. This process will include discussions and policies to be adopted in the future land use element prior to the statutory deadline of October 1999 and as recommended in the document prepared by Bob Dennis of the Florida Department of Community Affairs titled "Designating School Sites in Florida: Recommendations for Local Governments" (draft October 2, 1998).
Note: This policy should be addressed by local governments during customization, prior to the October 1999 deadline included in Florida Statutes.

Policies 3.3 - Facilities Subject to Concurrency

- Policy 3.3.1 City staff will coordinate annually, or more often as needed, with Pinellas County staff for the purpose of determining future unincorporated area needs for water and sewer within each respective unincorporated area served by the City.
- Policy 3.3.2 For the purpose of obtaining comments pertaining to development expected in the County's comprehensive plan, the City will notify Pinellas County of plans to adopt construction schedules within its capital improvements element for water and sewer facilities in unincorporated areas within the City's service areas.
- Policy 3.3.3 The City will coordinate, through the Metropolitan Planning Organization (MPO), the

transportation needs of the City with the needs of the remainder of the county and the Florida Department of Transportation (FDOT).

- Policy 3.3.4 The City will forward requests for access to county or state maintained roadways to each respective agency for comment concerning their respective plans and policies.
- Policy 3.3.5 The City will coordinate with service providers that have no regulatory authority over the use of land in the city to develop recommendations that address ways to improve coordination of the City’s concurrency management methodologies and systems, and levels of service.
- Policy 3.3.6 The City will enter into an interlocal agreement with Pinellas County for joint projects identified in the City’s stormwater management plan and the County’s Stormwater Management Plan.

Policies 3.4 - Facilities with Countywide Significance

- Policy 3.4.1 The City will continue to coordinate with the Pinellas County Board of County Commissioners staff for the provision of countywide facilities, including but not limited to, solid waste disposal, the St. Petersburg/Clearwater International Airport, and the Pinellas County Emergency Operations Center.
- Policy 3.4.2 The City will continue to coordinate with the MPO and the Pinellas Suncoast Transit Authority staffs for the provision of bridges, major transportation facilities, and mass transit.
- Policy 3.4.3 The City will forward notice of proposed future land use plan policies related to hurricane shelters and evacuation routes, as well as map amendments resulting in an increase in population within coastal high hazard areas, to the TBRPC and the Pinellas County Emergency Management Department to determine hurricane shelter space availability and the effect of increased evacuating populations on evacuation clearance times and routes.

Policies 3.5 - Problematic Land Uses

- Policy 3.5.1 The City will conduct a review of its locational standards to determine whether conflicts exist between its regulations and neighboring jurisdiction regulations, what can be done to resolve any conflicts found, and any improvement in the effectiveness or efficiency to be gained through a countywide approach to standards that would be more uniform in their application.
- Policy 3.5.2 The City will coordinate with the PPC, or the appropriate ad hoc committees, in the development, review, and recommendation of efficient countywide guidelines to coordinate the location of problematic land uses.

Objective 4 - Voluntary Dispute Resolution Processes

Bring intergovernmental disputes to closure in a timely manner through the use of voluntary dispute resolution processes.⁴

Policies 4.1 - Countywide Planning Process

- Policy 4.1.1 The City will pursue the resolution of conflicts that may arise from the coordination of these ICE goals, objectives, and policies using the appropriate voluntary dispute resolution processes discussed in Part II.4. of the Data and Analysis, or other dispute resolution process as deemed appropriate or identified in other sections of this ICE.
- Policy 4.1.2 The City will utilize the existing countywide planning process, as appropriate, to resolve local government future land use plan disputes, as well as other planning related intergovernmental disputes.

Policies 4.2 - Tampa Bay Regional Planning Council

- Policy 4.2.1 The City will pursue the resolution of conflicts that may arise from the coordination of these ICE goals, objectives, and policies using the appropriate voluntary dispute resolution processes discussed in Part II.5. of the Data and Analysis, or other dispute resolution process as deemed appropriate or identified in other sections of this ICE.
- Policy 4.2.2 The City will utilize the TBRPC's role as a mediator and conciliator as outlined in Rule 29H-13, FAC, to reconcile differences on planning and growth management issues as outlined in the Rule.

⁴ This section is considered a "new" requirement for local governments, that is the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. This item was passed by the 1996 Florida Legislature (Chapter 96-416, Laws of Florida) and modified the 1995 statutory requirement for mandatory dispute resolution processes.

B. 1985 Growth Management Act Requirements - As Initially Adopted

The Data and Analysis portion of this Model includes the results of a complete review of existing typical goals, objectives, and policies of each required element within a local government comprehensive plan. The results of that review are reflected in Objective 5 and its supporting policies. The analysis identifies local government coordination actions pertaining to extrajurisdictional impacts stemming from local government comprehensive plans, and action pertaining to issues that are of mutual interest to both the local jurisdiction and neighboring jurisdictions and agencies. Those local governments not intending to replace their entire existing ICE will not adopt these objectives and policies since their current data and analysis has already been found sufficient by the Florida Department of Community Affairs and supports adopted goals, objectives, and policies.

Note: For each policy that recommends forwarding, notifying, coordinating, or soliciting comments on issues needing coordination, the local government will consider comments received from each respective agency or local government in their review process.

ICE Goal

Establish a regular means of communication among officials of two or more political or other jurisdictions for the purpose of addressing and resolving issues of mutual interest that arise from the local government's comprehensive plan and plans of others.

Objective 5 - Consideration of Local Plan Effects

It is the objective of the City to review each element of the comprehensive plan to:

- 1) identify and coordinate items that are of mutual interest to others⁵;**
- 2) identify issues that should be coordinated with others;**
- 3) address through coordination mechanisms the impacts of development on others;**
- 4) coordinate compatible level of service standards for public facilities with any state, regional, or local entity having operational and maintenance responsibilities for such facilities; and**
- 5) identify coordinating mechanisms for the designation of new dredge spoil sites for counties and municipalities located in the coastal area having disposal responsibilities.**

Policies 5.1 - Future Land Use Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

⁵ Includes the Pinellas County School Board, other units of local government providing services but not having the regulatory authority over the use of land, and adjacent local governments.

- Policy 5.1.1 Prior to approval, the City will forward notice of requests for rezoning, land use plan amendment, and major site plan approval (needing Commission approval) within ¼ mile of the City's perimeter to neighboring jurisdictions and those within ¼ mile of a public school to the School Board to solicit comments pertaining to the proposed action in relationship to their respective plans.
- Policy 5.1.2 Where the City's land development regulations require mailing of public notices for variances and conditional uses, notice will be forwarded to neighboring jurisdictions for comments pertaining to the proposed action in relationship to their respective plans when those jurisdictions fall within the required notification area.
- Policy 5.1.3 Notice of city ordinances proposing to adopt standards for problematic land uses will be forwarded to neighboring jurisdictions and the School Board to solicit comments pertaining to the proposed action in relationship to their respective plans.
- Policy 5.1.4 The City will forward its standards for incompatible land uses to neighboring jurisdictions and the School Board to solicit comments pertaining to the proposed action in relationship to their respective plans.
- Policy 5.1.5 The City will notify neighboring jurisdictions of public meetings called for the establishment or expansion of a Community Redevelopment Area, Community Development Block Grant target area, or historic preservation district within one mile of City's perimeter and will notify the School Board, when located within one mile of a school, for comments pertaining to the proposed action in relationship to their respective plans.

Issue Area: Planning for Hurricanes

- Policy 5.1.6 The City will review the Tampa Bay Regional Planning Council's (TBRPC) Hurricane Evacuation Study for issues that pertain to requests for residential density increases and the general application of residential future land use densities in coastal high hazard areas.

Issue Area: General Coordination

- Policy 5.1.7 The City will utilize the countywide planning process as an additional means of notification of neighboring jurisdictions of future land use plan map amendments.
- Policy 5.1.8 The City will forward notice of annexation requests prior to their approval to the Pinellas County Property Appraiser's Office for review and comparison with previously annexed areas, especially rights-of-way.
- Policy 5.1.9 The City will review the countywide sign code and consider local consistency amendments based upon the countywide code.
- Policy 5.1.10 The City will review future land use plan text amendments, and land development regulation amendments, other than land use plan amendments, which relate to and are governed by the criteria and standards in Article 4 of the Countywide Plan Rules, for consistency with the Rules and will forward each proposed ordinance to the Pinellas Planning Council (PPC) for a determination of consistency at least 21 days prior to first ordinance reading.
- Policy 5.1.11 The City will be an active member of the PPC's Planners Advisory Committee.

<p>Policies 5.2 - Transportation Element</p>

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

- Policy 5.2.1 Notice of requests for rezoning, land use plan amendment, and site plans (needing Commission approval) that have the potential to impact neighboring jurisdiction's roadways will be forwarded to neighboring communities to solicit their comments concerning transportation impacts to that community's roadways.
- Policy 5.2.2 The City will coordinate its traffic calming plans with the MPO's Technical Coordinating Committee which will serve to notify and allow for comment by other local governments.
- Policy 5.2.3 The City will coordinate its plans for bicycle and pedestrian ways throughout the city with the MPO's Technical Coordinating Committee which will serve to notify and allow for comment by other local governments.

Issue Area: Concurrency Management

- Policy 5.2.4 The City will coordinate its levels of service, concurrency management methodologies, and land development regulations with the FDOT and Pinellas County, respectively, to encourage compatibility with the appropriate jurisdiction's level of service and access management standards for county and state maintained roadways.
- Policy 5.2.5 The City will coordinate with service providers that have no regulatory authority over the use of land in the city to develop recommendations that address ways to improve coordination of the City's concurrency management methodologies and systems, and levels of service.

Issue Area: Coordination with Others Providing Services

- Policy 5.2.6 The City will forward site plans which require access to county or state roadways to affected jurisdictions for comments pertaining to their respective plans.
- Policy 5.2.7 The City will forward its plans to adopt a truck routing plan to the MPO for comments pertaining to their Long Range Transportation Plan.

<p>Policies 5.3 - Housing Element</p>
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Issue Area: Coordination with Others Providing Services

- Policy 5.3.1 The City will notify the Pinellas County Human Rights Office whenever housing discrimination is reported.
- Policy 5.3.2 The City will review the plans of the Pinellas County Community Development Department for the provision of very-low, low, and moderate income housing and help provide this form of housing in the City.
- Policy 5.3.3 The City will review the various Pinellas County housing assistance programs and help

- market them within the city.
- Policy 5.3.4 The City will forward its plans to implement its affordable housing incentives program, including impact fee reductions or waivers, density bonuses, etc., to the Pinellas County Community Development Department for their use with the State Housing Incentives Program.

<p>Policies 5.4 - Infrastructure Element</p>

Issue Area: Solid Waste

- Policy 5.4.1 The City will review the Pinellas County solid waste recycling and hazardous material disposal programs and implement their recommendations.
- Policy 5.4.2 The City will identify hazardous waste generators in the city and regulate them in accordance with the Florida Department of Environmental Protection (FDEP) and Pinellas County requirements.

Issue Area: Drainage

- Policy 5.4.3 The City will coordinate the development of its stormwater management plan with Pinellas County and neighboring jurisdictions in shared drainage basins for comments pertaining to their respective plans.

Issue Area: Potable Water

- Policy 5.4.4 The City will forward its plans to protect surficial aquifer recharge and prime groundwater recharge areas to the Southwest Florida Water Management District (SWFWMD) to solicit comments pertaining to their District Water Management Plan.
- Policy 5.4.5 The City will forward its water shortage and conservation plans to Tampa Bay Water, Pinellas County, and the SWFWMD to solicit comments pertaining to their respective plans.
- Policy 5.4.6 The City will contact the Pinellas County Utilities Department and the SWFWMD to determine how best to administer a program to install water conserving devices to lower potable water usage.
- Policy 5.4.7 The City will coordinate annually, or more often as needed, with Pinellas County staff for the purpose of determining future unincorporated area needs for potable water in the City's service area.

Issue Area: Coordination of Concurrency

- Policy 5.4.8 The City will coordinate with service providers that have no regulatory authority over the use of land in the city to develop recommendations that address ways to improve coordination of the City's concurrency management methodologies and systems, and levels of service.

Issue Area: Sanitary Sewer

- Policy 5.4.9 The City will coordinate annually, or more often as needed, with Pinellas County staff for the purpose of determining future unincorporated area needs for sewer in the City's service area.

Policies 5.5 - Coastal Management/Conservation Element***Issue Area: Coordination with Neighboring Jurisdictions***

- Policy 5.5.1 The City will notify neighboring jurisdictions that share wetlands with the City of its plans to protect those wetlands and solicit comments pertaining to the proposed action in relationship to their respective plans.
- Policy 5.5.2 The City will share information concerning native vegetative communities, terrestrial, marine, estuarine and aquatic habitats, wildlife species and habitat occurring in the city with other local governments, agencies, or environmental interest groups.

Issue Area: Planning for Hurricanes

- Policy 5.5.3 The City will coordinate its hurricane recovery plans with the Pinellas County Disaster Advisory Committee.
- Policy 5.5.4 The City will notify Pinellas County Emergency Management Department of the availability of any facilities within its jurisdiction that may be used as public shelter space.

Issue Area: Coordination with Others Providing Services

- Policy 5.5.5 The City will coordinate its plans with the Comprehensive Conservation and Management Plan for Tampa Bay with the TBRPC.
- Policy 5.5.6 The City will continue to administer its standards for shoreline protection and dock placement with the Pinellas County Water and Navigation Control Authority.
- Policy 5.5.7 The City will consider amending its landscaping requirements in accordance with recommendations of the Pinellas County Cooperative Extension Department concerning the use of native plantings.
- Policy 5.5.8 The City will forward its emergency response plan to handle hazardous waste spills to Pinellas County, the TBRPC, and the FDEP to solicit comments pertaining to their respective plans.
- Policy 5.5.9 The City will cooperate with the SWFWMD in the implementation of the Tampa Bay Surface Water Improvement and Management Plan, including its recommendations to monitor and improve the water quality of surrounding coastal waters.
- Policy 5.5.10 The City will address environmental issues associated with dredge spoil sites and the maintenance of navigational channels with the US Army Corps of Engineers and Pinellas County. Conflicts will be resolved through the Coastal Resource Interagency Management Committee's dispute resolution process.

Policies 5.6 - Parks and Recreation Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

Policy 5.6.1 Notification of plans for new or expanded parks and open spaces within ¼ mile of the City's perimeter will be forwarded to the neighboring jurisdiction and within ¼ mile of a public school to the School Board to solicit comments pertaining to the proposed action in relationship to their respective plans.

Policies 5.7 - Capital Improvements Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

Policy 5.7.1 Notification of capital projects identified in the schedule of capital improvements proposed within ¼ mile of the City's perimeter will be forwarded to the neighboring jurisdiction and within ¼ mile of a public school to the School Board for comments pertaining to the proposed action in relationship to their respective plans and the City will consider comments received from each agency or local government in their review process.

Issue Area: Coordination with Others Providing Services

Policy 5.7.2 The City will identify and pursue joint funding opportunities with the SWFWMD, Pinellas County, or other public and private agencies and jurisdictions.

Policy 5.7.3 The City shall ensure that the costs of implementing projects and programs in the capital improvements element will be equitably shared by affected local and regional governments and agencies.

Policies 5.8 - Other Plan or Action - Local Hazard Mitigation Strategies

Policy 5.8.1 After adoption of the Pinellas County Local Hazard Mitigation Strategies, the City will hold public hearings to amend its comprehensive plan and land development regulations based upon its recommendations.

Policy 5.8.2 The City will attend the continuing meetings of the Hazard Mitigation Committee (after August 1, 1999), to ensure that the strategies are implemented and updated as necessary.

PART II - DATA AND ANALYSIS

Part II is the supporting data and analysis for Part I and is intended to be referenced by local government, as opposed to adopted, as is the case for the goals, objectives, and policies in Part I. Part II is divided into coordination requirements responding to the 1985 Growth Management Act and amendments that were adopted subsequent to that act. Those coordination requirements adopted subsequent to the act will be addressed in Part II.A. and are intended, at a minimum, to be used at the discretion of local governments in Pinellas County to update their existing ICEs. The remaining coordination issues in Part II.B. address the 1985 Growth Management Act requirements and can be used by local governments, along with Part II.A., to replace existing ICEs in their entirety if the local government so chooses. If they choose only to update their existing ICE with II.A. they will not need to reference the coordination issues in II.B., since their current data and analysis has already been found sufficient, if updated as per the Evaluation and Appraisal Report requirements, by the Florida Department of Community Affairs in support of their adopted ICE goals, objectives, and policies.

Part II, like Part I, may be refined or modified, as necessary, during “customization” to the particular local government’s comprehensive plan format and local needs. The various subjects in Part II are briefly discussed and existing coordinating mechanisms associated with these subjects are identified. Then, these existing coordinating mechanisms are analyzed for their effectiveness, and supplemental coordinating mechanisms and processes are recommended to address deficiencies or to improve upon coordination.

A. Post-1985 Growth Management Act Requirements

Part II.A.1-4 identify issues from a countywide perspective, i.e., they deal with coordination issues that all local governments in Pinellas County experience and attempt to resolve those issues in a consistent countywide fashion. These sections depend upon many existing intergovernmental relationships and processes such as the Pinellas Planning Council/Countywide Planning Authority planning process or the Tampa Bay Regional Planning Council’s voluntary dispute resolution process. They also depend on the many established local government coordinating efforts, including groups such as the PPC’s Planners Advisory Committee, to analyze and resolve some of the complex planning issues (e.g., annexation or problematic land uses) required to be addressed by the ICE legislation.

1. Consideration of Other’s Plans - Campus Master Plans and Special Districts¹

Statutory Note: Section 163.3177, Florida Statutes (FS), states that the “...intergovernmental coordination element shall provide for recognition of campus master plans...” and “[t]o foster coordination between special districts...and local...governments..., each independent special district must submit a public facilities report to the appropriate local government.”

¹This section is considered a “new” requirement for local governments, i.e., the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. The coordination requirements related to independent special districts were passed by the 1992 Florida Legislature (Chapter 92-129, Laws of Florida) and coordination with campus master plans was passed by the 1993 Florida Legislature (Chapter 93-206, Laws of Florida) as part of the Environmental Land Management (ELMS) III Committee recommendations.

This section identifies campus master plans and the plans of special districts that affect the local government comprehensive plan. The focus of the discussion in this section is on the identification of issues in the plans of others (campus master plans and special district plans) that may have an affect upon the local government comprehensive plan and the inclusion of a process to resolve those issues. In order to accomplish this, existing coordination mechanisms are identified and analyzed for their effectiveness. If the analysis identifies weaknesses, supplemental coordinating mechanisms are added to reduce or eliminate the weaknesses.

Other's Plans

Campus Master Plans

Special Districts

a. Campus Master Plans

< *Brief Description*

The state recognizes the unique relationships between campuses of the State University System and the jurisdictions in which they are located. While the campuses provide research and educational benefits of statewide and national importance, and further provide substantial educational, economic, and cultural benefits to their host local governments, they may also impact and place demands on local public facilities, services, and natural resources.

The Board of Regents must prepare and adopt a campus master plan for the University of South Florida, located in St. Petersburg. This master plan was adopted on November 2, 1995, and includes the identification of general land uses and addresses the need and plans for provision of roads, parking, public transportation, solid waste, drainage, sewer, potable water, and recreation and open space for a 10 to 20 year period. The master plan must be updated every 5 years.

In accordance with Section 240.155(5), FS, a campus master plan must not be in conflict with the comprehensive plan of the host local government, in this case the City of St. Petersburg. Therefore, impacts caused by campus development and operation pertaining to the public facilities and services provided and maintained by the City, whether on campus or offsite, must be mitigated in order for the campus master plan to be consistent with the City's comprehensive plan.

Once a local government agrees upon the mitigation of identified campus impacts, the Board of Regents and the City execute a campus development agreement. Once this agreement is executed, it is binding upon both parties.

< *Existing Coordinating Mechanisms*

General Coordination. A copy of the draft master plan must be sent to the City of St. Petersburg (as well as the Florida Department of Community Affairs, the Department of Environmental Protection, the Department of Transportation, the Department of State, the Game and Fresh Water Fish Commission, the Southwest Florida Water Management District (SWFWMD), and the Tampa Bay Regional Planning Council (TBRPC)) and the City must be given at least 90 days to review it. This review period must be advertised in a newspaper of general circulation.

Public Hearings. In order for the Board of Regents to adopt a campus master plan, at least two public hearings must be held within the City of St. Petersburg. These hearings are held to obtain public comment and are advertised in accordance with Section 163.3184(15), FS.

< *Analysis of Effectiveness*

These coordinating mechanisms have been effective in coordinating the development of the University of South

Florida campus with the City of St. Petersburg's comprehensive plan. All issues that were identified in the 1995 master plan have been resolved.

< ***Supplemental Coordinating Mechanism***

No changes from those listed in existing coordination mechanisms are recommended.

Dispute Resolution. Conflicts that may arise from the coordination of these plans will be resolved using the dispute resolution process outlined in Section 240.155, FS.

< ***Secondary Coordination (not directly coordinated with)***

Local: Pinellas County. Regional: TBRPC, SWFWMD. State: FDCA, Department of State, Florida Department of Transportation (FDOT), Game and Fresh Water Fish Commission. Others: Pinellas Planning Council (PPC)/Countywide Planning Authority (CPA).

b. Special Districts

The state has declared it policy to foster coordination between local governments and special districts. This is accomplished in the Intergovernmental Coordination Element (ICE) and includes the coordination of public facilities owned and operated by the special districts and the consistency of plans to build, improve, or expand these facilities, as well as their current and future demands and capacities, with local government comprehensive plans.

The coordination occurring between local governments and special districts is similar to that of campus master plans, whereby the impacts that the special district may have upon the local government must be coordinated to ensure that they are consistent with the local government comprehensive plan (Sections 489.404(4)(h) and 189.4155(1), FS).

(1) Required Special District Coordination

As provided for in Chapter 189, FS, special districts are required to submit a public facilities report within one year of their creation to the local government (local governing body) with jurisdiction over the area the special district operates. Prior to creation of a special district, the local governing body must declare that the creation of the district is consistent with the approved local government comprehensive plan (Section 189.4041(4)(h), FS), and that the local government has no objection to the creation of the proposed district (Section 189.404(2)(e)4, FS).

The following is a summary of special district actions necessary to coordinate with local governments:

- C Provide a public facilities report to local government within the first year of special district creation;
 - updated every five years or to coincide with local government evaluation and appraisal report due dates;
 - provide notice of any changes annually;
- C Describe each public facility owned and operated, its current capacity, current demands, and its location;
- C Describe plans to build, improve, or expand a public facility within the next five years and include a description of how the facility will be financed and timing for construction;
- C Describe plans to replace public facilities within the next ten years;
- C Describe anticipated capacity of public facilities and demands on each public facility when completed; and
- C File with the local government the registered office and agent as well a schedule of the special district's regular meetings.

(2) Dependent Special Districts

Special districts are authorized under Chapter 189, FS, and must either be dependent or independent. Dependent special districts have at least one of the following characteristics:

- C Its governing body members are identical to the governing body of a single county or single municipality (e.g., Dunedin Community Redevelopment Agency).
- C Its governing body members are appointed by the governing body of a single county or single municipality

(e.g., Clearwater Housing Authority).

- Ⓒ Its governing body members are subject to removal by the governing body of a single county or single municipality.
- Ⓒ Its budget requires approval by the governing body of a single county or a single municipality.
- Ⓒ Its budget can be vetoed by the governing body of a single county or a single municipality.

There are twenty-four dependent special districts (DSD) in Pinellas County. However, by virtue of the fact that DSDs are either the local government, a board appointed by the local government, or operate with a budget approved or vetoed by the local government, no additional coordination with these DSDs is necessary. The local government has many opportunities to ensure the actions of the DSD are consistent with the local government's comprehensive plan and in many cases the creation of the DSD was initiated consistent with and in furtherance of the local government comprehensive plan.

Additionally, there are four DSDs that provide services on a countywide basis that would normally have been considered in the ICE, but are not included because they either do not maintain or operate public facilities defined by Section 189.403(7), FS, or if they do have public facilities, the dependent district's function does not affect the local government comprehensive plan. An example is Pinellas County Emergency Medical Services which has emergency medical service facilities, but these facilities are not required to be addressed in the local government's comprehensive plan.

Therefore, based upon the discussion in this section, no DSDs are considered in the ICE. Again, by virtue of their nature, consisting of the local governing board or boards appointed by the local government, they need no additional coordination with the local government. [To further illustrate this point, the Dunedin Community Redevelopment Agency (CRA), a dependent special district, is the Dunedin City Commission. Comprehensive plan issues stemming from the CRA are handled by City staff and issues requiring public hearings (e.g. future land use plan amendments) are brought to the Dunedin City Commission for action. Additionally, it is the policy of the Pinellas County Board of County Commissioners, the board that must approve CRA establishment in Pinellas County, that if a CRA wishes to use tax increment financing, the CRA board must be the local governing body, not a separate board that only has its budget approved or vetoed by the local governing body.]

(3) Independent Special Districts

An independent special district (ISD) is defined as follows:

- Ⓒ It is not dependent as defined in the previous section.
- Ⓒ Its boundaries cover more than one county (e.g., SWFWMD).
- Ⓒ Its boundaries exceed that of a single municipality (e.g., Pinellas Park Water Management District).
- Ⓒ It was created by general law authorization or by special act.
- Ⓒ It operates as an independent political subdivision within defined district boundaries.
- Ⓒ It constructs basic public infrastructure or provides public services such as drainage, lighting, fire protection, etc. Many have revenue raising authority such as ad valorem taxing, or non ad valorem assessments, fees or charges on benefitted property.

There are currently fourteen ISDs in Pinellas County ranging in jurisdiction and size from the multi-county

SWFWMD to the small area designated within downtown Clearwater as the Clearwater Downtown Development Board. Of the fourteen ISDs, four have public facilities that relate to local government comprehensive plans and they are:

- ☐ Pinellas Suncoast Transit Authority (PSTA);
- ☐ Southwest Florida Water Management District (SWFWMD);
- ☐ Tampa Bay Water (TBW); and
- ☐ Pinellas Park Water Management District.

The remaining ten ISDs have no public facilities as defined in Ch. 189.403(7), FS.

Of the four ISDs that have public facilities that could affect local government comprehensive plans, three are addressed in the ICE because they are either countywide in nature (e.g., SWFWMD and Tampa Bay Water) or they affect the majority of local governments in Pinellas County (e.g., PSTA). The one remaining ISD affects the comprehensive plans of only a minority of communities in Pinellas County (i.e., Pinellas Park Water Management District). *Note: This remaining ISD should be addressed during customization by the affected local governments (see Attachment E for listing).*

(a) Pinellas Suncoast Transit Authority - Independent

< Brief Description

The PSTA was created in 1970, was expanded in 1982 and again in 1984. The PSTA provides transit to residents of Pinellas County (excluding Belleair Beach, Belleair Bluffs, Kenneth City, St. Pete Beach, and Treasure Island). Funding is obtained through fares, ad valorem taxes, as well as state and federal grants.

< Existing Coordination Mechanisms

Staff. The management staff of the PSTA formally and informally coordinate with many public agencies and local governments (e.g., the Pinellas County Metropolitan Planning Organization (MPO)).

Public Hearings. The PSTA Board holds regular monthly public meetings to discuss the budget, bus schedules, service areas, etc. The Board consists of nine elected local government officials and two appointed citizens. The elected officials may represent one community or multiple communities (e.g., Tarpon Springs, Oldsmar, and Safety Harbor have a rotating membership) and the two citizens are appointed by the City of St. Petersburg Council and the Pinellas County Board of County Commissioners, respectively. One member of the PSTA Board is also a member of the MPO and one member is also a member of the Tampa Bay Commuter Rail Authority.

< Analysis of Effectiveness

These coordinating mechanisms have been effective in coordinating the plans of the PSTA with local government comprehensive plans.

< *Supplemental Coordinating Mechanisms*

No changes from those listed in existing coordination mechanisms are recommended. However, a local government should review the PSTA's facility report and other major plans in order to identify issues that require coordination as necessary. Additionally, local government should update their comprehensive plans based on this review, specifically in regards to local government level of service standards and concurrency for transportation.

< *Secondary Coordination (not directly coordinated with)*

Local: None. Regional: HARTline (Hillsborough), Pasco County Transit. State: FDOT. Federal: Highway Administration. Others: None

(b) Southwest Florida Water Management District - Independent

< *Brief Description*

The SWFWMD is a multi-county agency that was created in 1976 along with four other water management districts in the state. Their governing board includes eleven members that are appointed by the Governor of the State of Florida and their jurisdiction includes over 10,000 square miles. The SWFWMD is a water management district formed under the provisions of Section 373.069, FS. Water management districts are specifically exempted from compliance with local government comprehensive plans as stated in Section 189.4155(3), FS. However, they are still required to coordinate with local governments as listed previously in this section under "Required Special District Coordination."

The SWFWMD has a multi-purpose role including water supply, flood protection, water quality and natural systems. These responsibilities are reflected in the Florida Water Plan and further refined in the District Water Management Plan (DWMP) prepared by the SWFWMD and approved in November of 1995. The DWMP includes a 20 year visionary framework and helps guide their budgeting through one-year and five-year planning horizons. The DWMP is updated every five years and SWFWMD's progress towards implementing the DWMP is gauged on an annual basis.

The DWMP identifies many of the SWFWMD's responsibilities, but specifically relating to the ICE is the stated purpose of "fostering intergovernmental coordination and a better public understanding of water management." Development of the DWMP involved an extensive planning and input process that began with the SWFWMD staff, and encompassed other SWFWMD sources in addition to involvement of outside agencies and the public. Extensive input from citizens, local governments and utilities, regional planning councils, water supply authorities, state agencies and others has been reflected in the DWMP.

The DWMP has identified three main intergovernmental issues:

- C Land and Water Linkage Planning - no clear linkage exists between water management planning, the implementation of the SWFWMD plans and land use planning decisions of local governments;

- Ⓒ Consistency - enforcement of regulations is sometimes duplicated and does not benefit the maintenance and preservation of the resource. The SWFWMD is committed to alleviating the redundancies which may exist; and
- Ⓒ Communication and Enhancement Partnerships - the SWFWMD must continue to focus their communication efforts on local and other governments.

< *Existing Coordinating Mechanisms*

Public Meetings. The eleven member SWFWMD board meets twice monthly and allows public input on their decisions, plans, and actions. The Basin Board meets once every two months and includes input from the Governing/Basin Board Planning Committee which also has regular public meetings.

Staff. The Community Affairs Department of the SWFWMD maintains regular, consistent interaction with local governments and helps identify and resolve water management issues in a timely, coordinated fashion. The SWFWMD Planning Department is responsible for providing land and water resource planning, awareness and technical assistance, including long-range planning which integrates water management activities with local growth management efforts. This department is responsible for a comprehensive local government planning assistance program and for providing technical assistance to local governments. The Public Communications Department of the SWFWMD is responsible for coordinating, facilitating, clarifying, and disseminating information on water issues.

< *Analysis of Effectiveness*

These coordinating mechanisms have been effective in coordinating the plans of the SWFWMD with local government comprehensive plans.

< *Supplemental Coordinating Mechanisms*

No changes from those listed in existing coordination mechanisms are recommended. However, a local government should review the SWFWMD's facility report and other major plans in order to identify issues that require coordination as necessary. Additionally, local government should update their comprehensive plans based on this review, specifically in regards to local government level of service standards and concurrency for potable water and for stormwater management.

< *Secondary Coordination (not directly coordinated with)*

Local: None. Regional: TBRPC, Tampa Bay Water. State: FDCA. Others: PPC/CPA.

(c) **Tampa Bay Water - Independent**

< *Brief Description*

Tampa Bay Water, formerly West Coast Regional Water Supply Authority, is a regional water authority formed under the provisions of Section 373.1962, FS. They are specifically exempted from compliance with local

government comprehensive plans as stated in Section 189.4155(3), FS. However, they are still required to coordinate with local governments as listed previously under “Required Special District Coordination.”

Tampa Bay Water (TBW) is a wholesale supplier of potable water to its member local governments of Pinellas, Pasco, and Hillsborough Counties as well as the Cities of Tampa, St. Petersburg, and New Port Richey. These member local governments in turn directly supply their citizens and businesses as well as enter into agreements to provide water to other local governments. For example, Pinellas County buys water from TBW wholesale and then sells it to Tarpon Springs and Safety Harbor for use by their customers within their retail water service area.

The Master Water Plan was adopted in December of 1995 by the then West Coast Regional Water Supply Authority Board of Directors. This document identifies TBW’s actions towards meeting the water needs of its member local governments and includes the primary objectives of:

- Ⓒ Aggressive conservation and reserve/rotational capacity;
- Ⓒ Diversified supply areas;
- Ⓒ Limited additional groundwater beyond built and exchanged capacity;
- Ⓒ Increased drought-proof and drought-resistant components; and
- Ⓒ Least cost (consistent with previous objectives).

The Master Water Plan consists of projects designed to supply the water needs of its member local governments. This plan was developed by the Authority Board which consists of nine members, one from each city and two from each county listed in paragraph two above. Demands and needs for each local government, including those not directly represented on the Authority Board, but provided water by the Authority, are derived from each respective comprehensive plan. Simply put, its the comprehensive plans of the local governments ultimately using the water produced by TBW that form the basis for the Master Water Plan.

One additional plan created by TBW that is of interest to local governments is the Demand Management Plan. This Plan is concerned with conservation and lists numerous options for reducing water consumption (e.g., tiered pricing of water based on consumption).

< *Existing Coordinating Mechanisms*

Public Meeting. The nine member Authority Board meets monthly and allows public input on their decisions, plans, and actions.

Staff. The TBW staff maintains regular interaction with its member local governments.

General Coordination. Local governments who have retail water agreements with Pinellas County, a member of TBW, are contacted annually by the Pinellas County Planning Department to obtain information describing new development permitted by the local government within that year. This information is used to project demand for potable water in future years.

< *Analysis of Effectiveness*

These coordinating mechanisms have been effective in coordinating the plans of TBW with its member local governments and subsequently each comprehensive plan of the local governments purchasing water from Pinellas County.

< *Supplemental Coordinating Mechanisms*

No changes from those listed in existing coordinating mechanisms are recommended. However, a local government should review the TBW's facility report and other major plans in order to identify issues that require coordination as necessary. Additionally, local government should update their comprehensive plans based on this review, specifically in regards to local government level of service standards and concurrency for potable water.

< *Secondary Coordination (not directly coordinated with)*

Local: Municipalities with retail purchase agreements with a member of TBW. Regional: TBRPC, SWFWMD. State: FDEP, FDCA. Others: None.

2. Identification and Implementation of Joint Planning Areas²

Statutory Note: Section 163.3177, Florida Statutes (FS), states that the “...intergovernmental coordination element shall provide for procedures to identify and implement joint planning areas, especially for the purpose of annexation, municipal incorporation, and joint infrastructure service areas.” This section will identify and suggest ways to improve upon the implementation of joint planning areas that relate to local government comprehensive plans. Much of the information used in this section is taken from the five annexation related reports completed during 1997 and 1998 by the PPC.

Note: Municipal incorporation, the act of creating new municipalities within a county, will not be discussed in this Model. These discussions and analysis are intended for less developed counties in the state where there is a greater potential to create a new municipality.

Joint Planning Areas

A joint planning area represents an area where: 1) a municipal or county government provide municipal services to another local government; 2) both a municipality and county government provide municipal services to the same area; or 3) a municipal or county government has designated a planning area with the intent of future annexation.

Annexation and Service Areas

Annexation issues cannot be addressed absent an understanding of related service area and service provider considerations. Therefore, these two items will be combined in order to provide a more comprehensive explanation and approach to identifying coordination issues and establishing a means to resolve them.

²This section is considered a “new” requirement for local governments, that is the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. This item was passed by the 1993 Florida Legislature (Chapter 93-206, Laws of Florida) as part of the Environmental Land Management (ELMS) III Committee recommendations.

a. Annexation and Service Areas

< *Brief Description*

The Pinellas Planning Council (PPC) coordinated with its member local governments, the Pinellas County Legislative Delegation, and ultimately the 1998 Florida Legislature in passing House Bill 3851 (Ch. 98-484, Laws of Florida) pertaining to the annexation of small enclaves in Pinellas County. The PPC produced five reports which analyzed the issues surrounding enclaves and their staff is continuing to assist local governments with the new law that becomes effective July 1, 1999. The coordination by PPC staff is intended to inform local governments of the new law's requirements and to help them plan ahead and coordinate a consistent approach to annexation of enclaves within their jurisdiction.

Additional annexation issues should be addressed in Pinellas County for larger enclaves and for areas surrounding municipalities that are currently experiencing pressure to annex into the adjacent municipality. An overview of the coordination issues associated with annexation and service areas include the following:

- C Delineation of Municipal Planning Areas** - Some cities have not definitively established their planning area so as to determine their ultimate boundaries and service areas;
- C Planning Areas vs. Service Areas** - There is a need for better correlation between designated planning areas and established service areas;
- C Annexation In Relationship to Planning Areas** - There is no specific determination with respect to designated planning areas at the time of annexation and no special incentive or procedure to correlate annexation with designated planning areas;
- C Delineation of Service Areas** - There is no single source or point of coordination in determining the ultimate service area for many of the services, such as water service, sewer service, and other special districts created to service areas in the county; and
- C Relationship Between Special Districts and Municipal Jurisdictions** - There is a confusing array of responsibilities and interlocal service agreements between service providers and municipal government.

In brief, there is a need to more definitively establish the ultimate boundaries of the incorporated municipalities and to better coordinate the provision of urban services with respect to these boundaries.

< *Existing Coordinating Mechanisms*

Staff. Staff from the annexing municipality coordinate plans for the annexation of unincorporated areas with staff from the County on an ad hoc basis. Municipalities with designated planning areas (Tarpon Springs, Dunedin, Clearwater, Safety Harbor, and the Tri-Cities of Pinellas Park, Largo, and St. Petersburg) do this on a more regular basis to determine compliance with their respective interlocal agreements with Pinellas County. Additionally, staff from annexing municipalities coordinate annexation plans prior to approval with the staff of the PPC in order to discuss "ability to serve" determinations for areas greater than 10 acres.

Public Meetings. The annexing municipality must hold advertised public hearings prior to annexing unincorporated parcels. Additionally, the PPC reviews all annexations greater than 10 acres in size for the municipality's "ability to serve" the subject area. These larger annexations are reviewed by the Planners Advisory Committee as well.

< *Analysis of Effectiveness*

These existing coordinating mechanisms are not sufficient to address the issues identified above under "Brief Description" and should be supplemented as discussed below.

< *Supplemental Coordinating Mechanisms*

The existing coordinating mechanisms should be supplemented or replaced with a more systematic and uniform approach that would include the following:

- < **Advance Notice** - A procedure that provides for advance notice of all annexations to the respective parties of interest.
- Ⓒ **Accurate Legal Description** - A means to review and validate the legal descriptions for annexations.
- Ⓒ **State Law Compliance** - Definitions and examples by which to determine compliance with the state law for contiguity, compactness, enclaves, and procedures for annexation agreements/indentures.
- Ⓒ **Ability to Serve** - Pre-determined or administrative means to establish a municipality's ability to serve the area.
- Ⓒ **Service Contracts** - Enabling provisions for the County and each municipality to enter into mutually acceptable agreements to provide selected services where it is beneficial to the citizenry and cost-effective to do so in lieu of annexation.
- Ⓒ **Predictability** - The delineation of areas eligible to be annexed by each jurisdiction.
- Ⓒ **Consistency** - A requirement for consistency with the Countywide Future Land Use Plan at the time of annexation.
- < **Coordination with State Plan Amendment Review Process** - To establish eligibility for waiver of the requirement for plan amendment pursuant to Section 163.3171(3), FS, at the time of annexation.

The advantages of such a procedure are that it would address all pertinent aspects of the annexation process, would apply uniformly throughout the county and would encourage a more balanced and thoughtful approach to the provision of services. The appropriate means to implement such a process are currently being examined and will be pursued through the PPC.

< *Secondary Coordination (not directly coordinated with)*

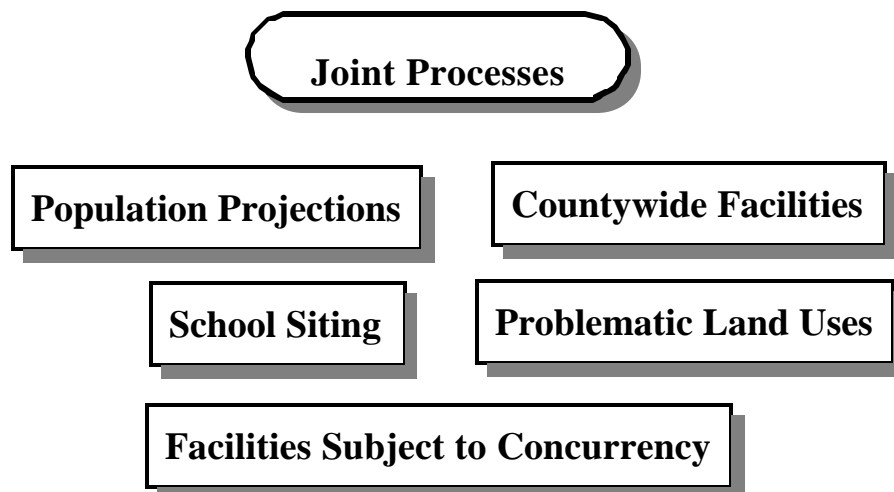
Local: None (All neighboring local governments and the School Board are notified through the PPC for annexed areas greater than 10 acres and for Countywide Future Land Use Plan map amendments). Regional: None. State: FDCA. Federal: None. Others: PPC/CPA.

3. Joint Processes for Collaborative Planning and Decision Making³

Statutory Note: Section 163.3177, Florida Statutes (FS), states that the “intergovernmental coordination element shall describe joint processes for collaborative planning and decision making on population projections and public school siting, the location and extension of public facilities subject to concurrency, and siting facilities with countywide significance, including locally unwanted land uses whose nature and identity are established in an agreement.” In addition, “[w]ithin 1 year of adopting their intergovernmental coordination elements, each county, all the municipalities within that county, the district school board, and any unit of local government service providers in that county shall establish by interlocal or other formal agreement executed by all affected entities, the joint processes described....”

This section describes joint processes for collaborative planning and decision making on population projections and public school siting, the location and extension of public facilities subject to concurrency, the siting of facilities with countywide significance, and the siting of locally unwanted land uses (termed “problematic land uses” in this ICE). In order for local governments to meet the statutory requirements, an interlocal agreement or other formal mechanism establishing the joint processes listed below must be adopted within one year of adoption of their intergovernmental coordination element. Most processes described on the pages to follow have formal agreements in existence to meet this requirement or can be modified (e.g., school siting interlocal agreement) to meet the requirement.

Population projections and school siting have been addressed on a countywide basis as set forth herein. The Board of County Commissioners acting in their capacity as the Countywide Planning Authority, as well as their normal capacity as County Commissioners, together with the PPC, can be relied upon in the future to analyze and suggest appropriate solutions (or approaches) to the remaining issues that are identified, including supplemental coordinating mechanisms. Their countywide representation, perspectives, and professionalism have helped solve complex issues in the past and will be advantageous while addressing issues that are identified.



³ This section is considered a “new” requirement for local governments, that is the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. This item was passed by the 1993 Florida Legislature (Chapter 93-206, Laws of Florida) as part of the Environmental Land Management (ELMS) III Committee recommendations.

a. Population Projections

< *Brief Description*

During 1998, the Pinellas County Planning Department produced population projections for the county by census tract and traffic analysis zone. This information is available to local governments for use with their comprehensive plans and for the School Board in determining school needs in their 5-year facility work program. The population projections were developed for the Pinellas County Metropolitan Planning Organization (MPO) for use within the County's Long Range Transportation Plan. The process the Planning Department used in the development of the projections was collaborative and involved all interested parties, including local government and Pinellas County School Board staff. The information developed was verified by each local government involved and compared to development/redevelopment expected as identified within each of their respective comprehensive plans. The basis for estimating existing conditions (residential units and persons per household) were developed utilizing Pinellas County's geographic information system and the 1990 US Census. Future conditions were derived from the Countywide Future Land Use Plan.

Additionally, in an effort to meet the specific needs of the School Board, Pinellas County staff is developing a methodology to be used for the projection of student growth and the determination of student age groups for each traffic analysis zone used during the calculation of the overall population projections. Currently, the School Board considers these overall population projections in the calculation of their enrollment projections and when these more detailed calculations for student growth are available they will consider using them for projection of their student enrollment. The School Board must demonstrate in the educational facilities report consideration of local governments' population projections to ensure that the 5-year work program not only reflects enrollment projections, but also considers applicable municipal and county growth and development projections. The projections used at present for the School Board's 5-year district facilities work program must be consistent with the Department of Education's methodologies.

< *Existing Coordinating Mechanisms*

Contact: Gordon Beardslee, Pinellas County Planning Department, (727) 464-4751.

Staff Meetings. The Pinellas County Planning Department publishes a population report every three years and involves local government officials and School Board staff each step of the way. Additionally, the Planning Department staff meets directly with the School Board staff to develop more specific population projections to be used to project student enrollment.

Public Meetings. The MPO is responsible for approving each three year report. Their public meetings provide an additional opportunity for input by local government. Each local government utilizing these projections can do so by amendment of their comprehensive plan at public hearings or through adoption by reference. Additionally, the School Board approves the final enrollment projections at public meetings, allowing local government an additional opportunity for input on School Board actions that are based on these projections.

< *Analysis of Effectiveness*

These coordinating mechanisms have been effective in coordinating the use and development of consistent population projections. However, in order to provide more specificity in coordinating with the plans of the School Board, the additional actions described below should be undertaken by the City.

< *Supplemental Coordinating Mechanisms*

In addition to the existing coordinating mechanisms, the City will commit to review the draft projections and consider them for use within the City's comprehensive plan. Additionally, the City will forward the population projections used in its comprehensive plan to the School Board so they can consider projected municipal growth and development as they relate to future needs for schools in their 5, 10, and 20 year work programs.

< *Interlocal or Other Form of Agreement*

No specific interlocal agreement implementing the items listed above currently exists. The City will amend its existing school siting interlocal agreement with the School Board.

< *Secondary Coordination (not directly coordinated with)*

Local: None. Regional: None. State: FDCA. Federal: None. Others: PPC/Countywide Planning Authority (CPA).

b. School Siting

Statutory Note: The 1995 Legislature enacted Chapter 95-341, Laws of Florida, which made dramatic changes relating to how schools were to be coordinated with local government comprehensive plans. A key requirement was that by October 1, 1996, each local government was to include criteria for the siting of public schools. Even though most local governments in Pinellas County met this original deadline, the 1998 Legislature passed Senate Bill 2474 (Chapter 98-176, Laws of Florida) which changed this deadline to October 1, 1999, and added requirements for the collocation of public facilities such as libraries, parks, and community centers.

< Brief Description

During 1996, a subgroup of the PPC's Planners Advisory Committee (PAC), which included School Board staff, developed a countywide response to the Educational Facilities Siting Act (Chapters 163 and 235, FS). In 1996, this countywide process was approved by the PPC, which includes representatives from all local governments in Pinellas County as well as the School Board. With this effort, the PPC accomplished its goal of obtaining a countywide consensus concerning the means by which to deal with siting of schools in Pinellas County. The process developed ensures that adequate school sites are provided proximate to urban residential areas consistent with the School Board's 5-year School Plant Survey (district facilities work program) and that new or expanded schools will be consistent with the local comprehensive plan.

The Educational Facilities Siting Act contained a specific process that was not useful to the School Board and local governments in Pinellas County for the determination of consistency of school sites with the local government comprehensive plan; nor was the approval process and the identified time frame desirable. The final process developed by the PAC consistent with Section 235.195(7), which allowed the establishment of an alternative process as long as both parties agreed, was efficient and very useful to all parties. This process was more representative of the needs of local governments and the School Board.

The countywide plan of action offered for use by local government was two-tiered:

1. Local jurisdictions not anticipated to have new schools adopted a resolution agreeing to: a) undertake item 2 below if any schools are proposed within their jurisdiction; or b) amend their comprehensive plans in accordance with item 2 below at the time of adoption of their respective Evaluation and Appraisal Report amendments (required by the Growth Management Act), whichever occurred first; or
2. Local jurisdictions with the potential for school location entered into an interlocal agreement with the School Board which outlined an efficient siting process involving the School Board and the local governing body and included goals, objectives, and policies to be incorporated within their future land use elements (used to determine consistency of the school site with the local government comprehensive plan).

The siting process was included as Exhibit 1 to the interlocal agreement for those local governments fitting within

tier two above. This consistency review process is outlined in Attachment F and includes two options (A and B) for local governments. The main difference in the options was which entity would hold public hearings to review the new or expanded school site, either the School Board or the local government. The adopted interlocal agreements were required to state which option was chosen, with most local governments choosing Option A, local government public hearings. Either choice ensures that the criteria developed for the siting of schools (adopted within each local future land use element) are reviewed to determine consistency of the new or expanded site with the local comprehensive plan.

< *Existing Coordinating Mechanism*

Contact: Jim Miller, Pinellas County School Board, (727) 547-7286, or Michael Crawford, PPC, (727) 464-3855.

Staff Meetings. The School Board has agreed to coordinate their school siting plans with the plans of local government as outlined in their interlocal agreements as option A or B (see Attachment F).

Public Hearings. Both the School Board and the participating municipalities have agreed in their respective interlocal agreements to bring plans for proposed school sites to public hearings for review of consistency with the local government's comprehensive plan.

PAC Meetings. The PAC, which includes representatives from local governments and the School Board, will review and recommend any necessary modifications to the agreed upon process due to intergovernmental conflicts.

PPC Meetings. The PPC, which includes representatives from local government and the School Board, will discuss any needed refinements to this process and to reflect current statutory requirements.

School Board and Local Government Meetings. The School Board and local government must review and agree upon any changes to the approved school siting process at public meetings. Amendments to the local government's comprehensive plan to implement these school siting provisions must include public hearings conducted by the Local Planning Agency and the local governing body in accordance with Florida Statutes.

< *Analysis of Effectiveness*

The existing coordinating mechanisms have been effective in coordinating the plans of the School Board with those of local government. However, in order to address the requirements in Florida Statutes for collocation of public facilities, the additional actions described below should be undertaken by the City.

< *Supplemental Coordination Mechanisms*

In addition to the existing coordinating mechanisms the following should be undertaken:

PAC Meetings. The need to develop criteria for the collocation of public facilities, such as parks, libraries, and community centers, to the extent possible with schools, in accordance with Section 163.3177(6)(a), FS, will be pursued by the PPC and their Planners Advisory Committee. This process should include discussions and policies adopted in the future land use element as recommended in the document prepared by Bob Dennis of the Florida Department of Community Affairs titled "Designating School Sites in Florida: Recommendations for Local Governments (draft - October 2, 1998)." Final determination of policies and standards will remain with

the local government. Modification of the existing interlocal agreement with the School Board will be pursued as opposed to creating an additional agreement, in the attempt to meet the new requirement for collocation of facilities.

Staff Meetings. The City will forward copies of its future land use, intergovernmental coordination, and its capital improvements elements to the School Board for their review on an annual basis. The City will agree to review the School Board's annually adopted 5-year School Plant Survey (5-year facility work program), 10-year, and 20-year facility work programs and coordinate those plans with the comprehensive plan. It is recognized that the projections in the 10-year and 20-year time frames are tentative and should be used only for general planning purposes.

< ***Interlocal or other Form of Agreement***

Interlocal agreements or resolutions have been approved by local governments in Pinellas County and accepted by the Pinellas County School Board in order to meet the requirements of the Educational Facilities Siting Act (a sample interlocal agreement and sample resolution are included in Attachment F). The cities and County should amend this existing interlocal agreement with the School Board for the collocation of public facilities.

< ***Secondary Coordination (not directly coordinated with)***

Local: None. Regional: None. State: FDCA. Federal: None. Others: PPC/CPA, private utility providers (concurrency related items).

c. Facilities Subject to Concurrency

< *Brief Description*

Facilities subject to concurrency include:

- C potable water
- C sanitary sewer
- C solid waste
- C stormwater drainage
- C transportation; and
- C parks and recreation.

There are numerous relationships between local governments and other agencies across the county that are designed to provide these facilities and services. Separate from facility location and construction, however, is the need for coordination of local government concurrency methodologies and systems, and levels of service with other units of local government providing services, but not having the regulatory authority over the use of land (e.g., Florida Department of Transportation for state roads).

Potable Water.

There are nine retail water service areas in the county with Pinellas County and St. Petersburg being the largest ones supplying local governments. Dunedin and Belleair are examples of water service areas that do not purchase water from another entity, except during emergencies when they purchase water from Pinellas County.

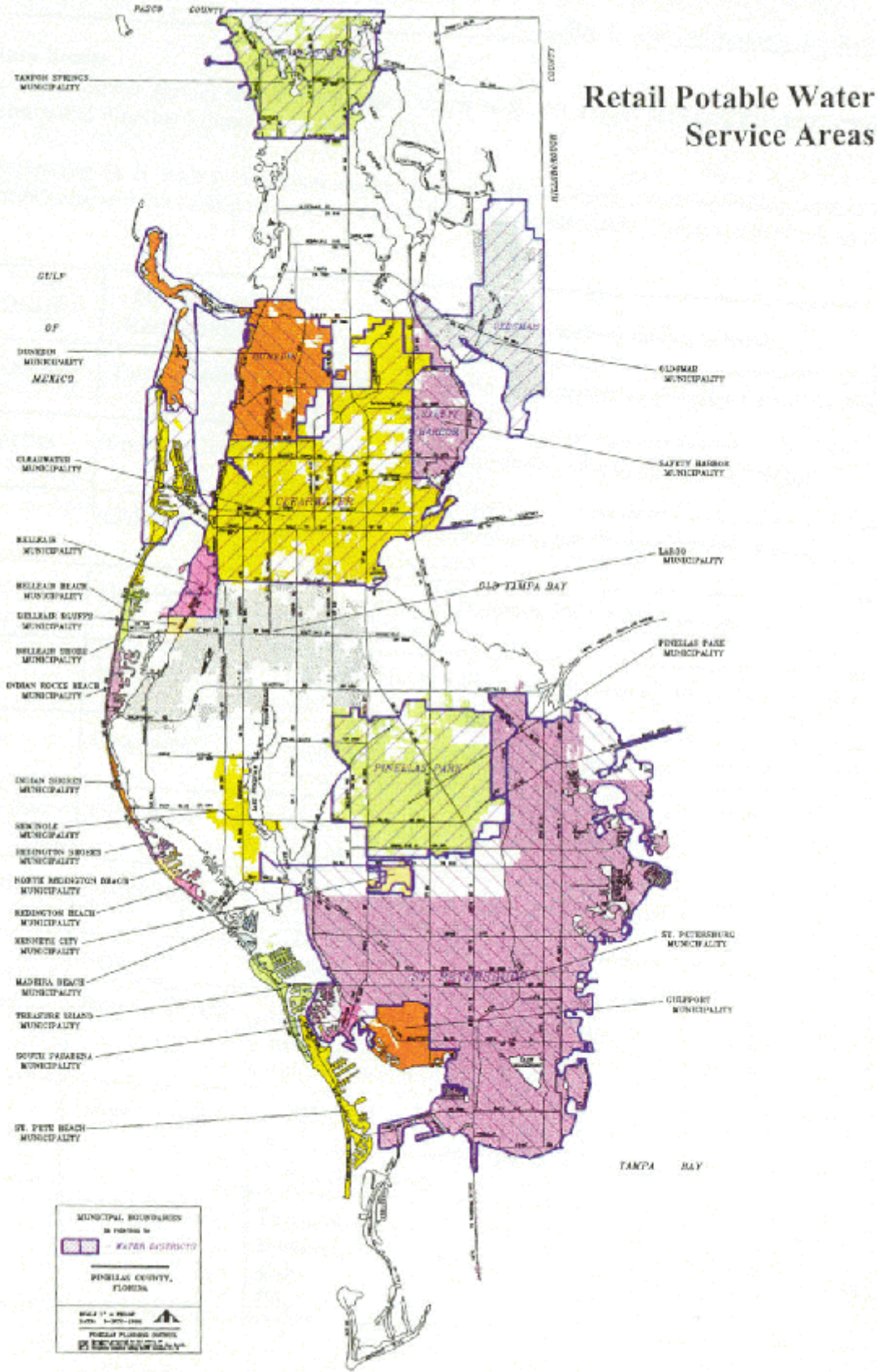
The following is a listing of the retail water service providers, areas served, and wholesale water sources within Pinellas County (also see the map on page II-23):

Retail Water Provider	Local Government Areas Served	Retail Water Source	Wholesale Water Source
Tarpon Springs	majority of city and unincorporated Pinellas County within the City's service area	some from local wells, majority from Pinellas County	Local Wells and Tampa Bay Water
Oldsmar	majority of city and unincorporated Pinellas County within the City's service area	Pinellas County & St. Petersburg	Tampa Bay Water
Safety Harbor	majority of city and unincorporated Pinellas County within the City's service area	Pinellas County	Tampa Bay Water
Clearwater	majority of city and unincorporated Pinellas County within the City's service area	Pinellas County	Tampa Bay Water

Retail Water Provider	Local Government Areas Served	Retail Water Source	Wholesale Water Source
Dunedin	majority of city and unincorporated Pinellas County within the City's service area	Local wells	Local Wells
Belleair	town and small portions of Clearwater and Belleair Bluffs	Local wells	Local Wells
Pinellas Park	majority of city and unincorporated Pinellas County within the City's service area	Pinellas County	Tampa Bay Water
St. Petersburg	majority of city, South Pasadena, and unincorporated Pinellas County within the City's service area	Tampa Bay Water	Tampa Bay Water
Pinellas County	remaining unincorporated areas, the municipalities of Belleair Bluffs, Belleair Beach, Belleair Shore, Indian Rocks Beach, Indian Shores, Redington Shores, North Redington Beach, Redington Beach, Madeira Beach, Treasure Island, St. Pete Beach, Seminole, Kenneth City, Largo, Gulfport, and portions of Tarpon Springs, Oldsmar, Safety Harbor, Clearwater, Pinellas Park, and St. Petersburg.	Tampa Bay Water	Tampa Bay Water

Note: Numerous interlocal agreements exist for the supply of water for retail sale and should be described during customization of the Model by local governments.

The provision of water on a wholesale basis was revised as of August 31, 1998, with the creation of the agency Tampa Bay Water. This agency now has a nine member board with representatives from the cities of Tampa, New Port Richey, and St. Petersburg (one member each), and representatives from Pasco, Pinellas, and Hillsborough counties (two members each). In addition to interlocal agreements serving the areas listed in the center column above, there are agreements between the providers on the left (first column) and the wholesale provider on the right (third column) for the provision of wholesale water. *Note: For more detail on Tampa Bay Water refer to page II-9.*



Sanitary Sewer.

There are 17 sewer service areas in Pinellas County with the largest service providers being St. Petersburg and Pinellas County.

The following is a listing of sewer districts in Pinellas County, corresponding operational responsibilities, and the local governments served within Pinellas County (also see the map on page II-26):

Sewer District	Operational Responsibility	Local Government Areas Served
Tarpon Springs	Tarpon Springs	majority of city and unincorporated Pinellas County within the City's service area
North Pinellas County	Pinellas County	Pinellas County and small portion of Tarpon Springs
Oldsmar	Oldsmar	all of city and unincorporated Pinellas County within the City's service area
Dynaflow (private)	Dynaflow	Small portion of Dunedin, Clearwater, and unincorporated Pinellas County
Dunedin	Dunedin	majority of city and unincorporated Pinellas County within the City's service area
Clearwater Northeast	Clearwater	portion of city, Safety Harbor, and unincorporated Pinellas County within the City's service area
Clearwater East	Clearwater	portion of city and unincorporated Pinellas County within the City's service area
Marshall Street	Clearwater	portion of city and unincorporated Pinellas County within the City's service area
Belleair	Belleair	Belleair
McKay Creek	Pinellas County	Belleair Beach, Belleair Shore, Belleair Bluffs, Indian Rocks Beach, Indian Shores, portions of Largo, and unincorporated Pinellas County
Largo	Largo	majority of city, portions of Pinellas Park and St. Petersburg, and unincorporated Pinellas County within the City's service area
South Cross Bayou	Pinellas County	Portions of Largo and St. Petersburg, all of Kenneth City, Seminole, Redington Shores, North Redington Beach, Redington Beach, Madeira Beach, and the majority of Pinellas Park

Sewer District	Operational Responsibility	Local Government Areas Served
St. Petersburg Northeast	St. Petersburg	portion of city and unincorporated Pinellas County within the City's service area
St. Petersburg Albert Whitted	St. Petersburg	portion of the city
St. Petersburg Northwest	St. Petersburg	portion of the city, all of Treasure Island, St. Pete Beach, South Pasadena, and portions of Gulfport and unincorporated Pinellas County within the service area
St. Petersburg Southwest	St. Petersburg	portion of the city and unincorporated Pinellas County within the service area
Top of the World (private)	Top of the World	unincorporated Pinellas County within the service area

Note: Numerous interlocal agreements exist for the collection and treatment of sewer and should be described during customization of the Model by local governments.

Solid Waste.

The main disposal point for solid waste is the Pinellas County Waste to Energy Plant. In 1975, the Florida Legislature passed the Pinellas County Solid Waste Disposal and Resource Recovery Act which designated the Pinellas County Board of County Commissioners as the responsible party for solid waste disposal in the county. Municipalities are responsible for solid waste collection within their jurisdictions and contract for this service with private waste haulers or use municipal crews. Unincorporated Pinellas County areas do not have a designated solid waste hauler arrangement.

Stormwater Drainage.

Each local government applies stormwater drainage standards to development within its community. In addition, the Southwest Florida Water Management District (SWFWMD) requires development to meet specific standards for water quality and quantity. Stormwater management drainage plans have been developed by a number of communities and a plan addressing the more significant drainage needs for 52 drainage basins in the county has been developed by Pinellas County. Improvements to the public stormwater drainage system are constructed by each individual jurisdiction, and in some cases, by Pinellas County within municipal boundaries for stormwater facilities serving major drainage basins or other County facilities.

Transportation.

Transportation facilities are coordinated on a countywide basis through the Pinellas County Metropolitan Planning Organization. This group of elected officials from local government, and staff from the Florida Department of Transportation (FDOT), coordinate state, county, and local improvements to roadways. Additionally, local governments coordinate directly with the FDOT for state roadways within their jurisdiction.

Parks and Recreation.

Parks and other recreation facilities are provided on a local basis to municipal residents, on a countywide or regional basis with the provision of larger county parks, and on a multi-county basis with the provision of state parks. Nearby county and state parks serve to supplement the recreation areas and services provided by local government. The County uses both incorporated and unincorporated area populations to calculate the need for regional parks.

In addition to larger county parks that serve regional needs, Pinellas County has established three Municipal Service Taxing Units to fund community and neighborhood level facilities and programs in large contiguous unincorporated areas. The Palm Harbor Recreation District, the Greater Seminole Area Special Recreation District, and the Feather Sound Community Services District were all established by the Board of County Commissioners, after approval by referendum, to service these respective areas.

< Existing Coordinating Mechanisms**Potable Water.**

Annual Reporting. In order to determine future potable water needs and to develop a plan to support those needs by Tampa Bay Water, the Pinellas County Planning Department annually surveys local governments to which they provide water. The survey is to determine the amount of development permitted by the local government within that year that has yet to develop. For retail service areas operated by municipalities that serve unincorporated areas, permits must be obtained by private development from the municipality for the

provision of potable water.

Sanitary Sewer.

Annual Reporting. For facilities operated by Pinellas County and serving local governments, the amount of new development permitted by local governments, but not yet developed within the year is surveyed. For facilities operated by municipalities that serve unincorporated areas, permits must be obtained by private development from the municipality for connection into the municipal sewer system.

Solid Waste.

Annual Reporting. In order to ensure adequate future capacity at the Waste to Energy Plant the Pinellas County Planning Department solicits annual reports from local governments that describe new development permitted by the local government within that year. These reports are used to project demand for disposal facilities in future years.

Staff Meetings. Pinellas County has a Technical Advisory Committee which meets to discuss issues related to solid waste. These meetings include local government input as necessary and appropriate.

Stormwater Management.

Staff Meetings. Local governments in Pinellas County, with the exception of the City of St. Petersburg, coordinate the stormwater management permit requirements of the National Pollution Discharge Elimination System (NPDES) with Pinellas County staff. Additionally, Pinellas County coordinates stormwater management issues with local governments through the County's Watershed Management Program. When a watershed includes municipal jurisdictions, they are invited to participate in the development of that area's plan to meet water quality and quantity goals.

Transportation.

Public Meetings. The MPO meets monthly to approve planning documents such as the Long Range Transportation Plan and receives recommendations from local government staff and citizens through various subcommittees such as the Technical Coordinating Committee, the Citizens Advisory Committee, the Bicycle Advisory Committee, and the Pedestrian Advisory Committee. Additional coordination needs are currently being addressed by the MPO and include a stronger emphasis on regional impacts, and increased coordination with the county's beach communities since they have no direct representation on the MPO.

Parks and Recreation.

For those parks and recreation services provided at the local level, no coordinating mechanisms have been identified since the service area is local and does not cross jurisdictional lines. The only exception to this is the Greater Seminole Area Recreation District which serves both unincorporated Pinellas County and the City of Seminole. The Pinellas Planning Department Staff coordinates with the City of Seminole concerning the plans and actions of the Recreation District. Additionally, the municipalities of Clearwater, Largo, Pinellas Park, and St. Petersburg have entered into interlocal agreements with the School Board for the sharing of recreational facilities.

< *Analysis of Effectiveness*

The existing coordinating mechanisms are sufficient for solid waste, and parks and recreation facilities. There

is a need, however, to better coordinate potable water, sanitary sewer, and transportation facilities as outlined below.

< *Supplemental Coordination Mechanisms*

Overall, in addition to the existing coordinating mechanisms, local government concurrency management methodologies and systems, and levels of service would be improved by better coordination. To improve this coordination each local government which permits development should coordinate with the entity providing the service (e.g., unincorporated area development in a municipal potable water service area). It is desirable to eliminate differing standards being enforced by the local government having the control over the use of land (permitting agency, in this example, Pinellas County) on services provided by another local government or other agency that has no regulatory authority over the use of land (service entity, in this example, the municipality).

Potable Water and Sanitary Sewer.

Staff Meetings. City staff should meet annually, or more often as needed, with Pinellas County staff for the purpose of determining future unincorporated area needs for water and sewer within each City service area. This determination of need should be based upon development expected in the County's comprehensive plan for these unincorporated areas. *Note: for those municipalities that are serviced by a County sewer or water system these roles will be reversed and adjusted during customization by local government to meet each specific circumstance.*

Public Meetings. The City should notify the County of any public meetings called for the purpose of adopting construction schedules and plans for water and sewer facilities in unincorporated areas within the City's service area. *Note: for those municipalities that are serviced by the County these roles will be reversed and adjusted during customization by local government to meet each specific circumstance.*

Stormwater Management.

The development of the City's stormwater management plans should be coordinated with Pinellas County and be reviewed against the County's stormwater management plans and with the SWFWMD for initial review with their regulations (final review will occur during the permitting of each project identified in the stormwater management plan). The City should consider revising the master drainage plan based upon input received from Pinellas County and the SWFWMD.

Additionally, the City should review their stormwater management levels of service and methodologies to ensure that they are not inconsistent with those administered by the SWFWMD.

Transportation.

General Coordination. The City should review their transportation concurrency management levels of service with the FDOT for state roads and Pinellas County for county roads within its jurisdiction to ensure that the City's standards are not inconsistent with the standards of these two agencies.

Permitting Development. The City should forward requests for access to County or state maintained roadways to those respective agencies for their review. Comments received from these agencies should be considered by the City when reviewing the development request.

< *Interlocal or Other Form of Agreement*

Potable Water.

Interlocal agreements for potable water include details on service areas, water costs, maintenance responsibilities, reserved capacities, and in some cases annual coordinating mechanisms. *Note: These should be referenced by local governments during customization of this model.*

Sanitary Sewer.

Interlocal agreements for sanitary sewer include details on service areas, costs for treating sewage, shared costs for treatment facilities based upon capacity reserved, and maintenance responsibilities. *Note: These should be referenced by local governments during customization of this model.*

Solid Waste.

Pinellas County has an ordinance that requires all refuse generated in the county to go to the Waste to Energy Plant. *Note: Any additional forms of agreement should be referenced by local governments during customization of this model.*

Stormwater Management.

Various interlocal agreements exist between local governments for the coordination of joint stormwater construction projects. *Note: These should be referenced by local governments during customization of this model.*

Transportation.

Joint Participation Agreement. This agreement exists for all MPO members, the Pinellas Suncoast Transit Authority (PSTA), and the FDOT.

Memorandum of Understanding. Governing crossings between Pinellas and Hillsborough Counties. This agreement includes the MPOs, FDOT, and the Hillsborough Area Regional Transit agency and PSTA.

Joint Planning Agreement. This is an annually updated agreement between the MPO and PSTA that utilizes MPO staff for completion of PSTA's transit planning.

Interlocal Agreement. This involves a regional coordination process for the Regional Long Range Transportation Plan; air quality, project selection, and congestion management. This process involves the FDOT, the Tampa Bay Regional Planning Council (TBRPC), Hillsborough County and the four MPOs in FDOT's District 7.

Resolutions. Received from each participating local government regarding apportionment of representation on the MPO.

Parks and Recreation.

Interlocal agreements for parks and recreation exist between the School Board and Clearwater, Largo, Pinellas Park, and St. Petersburg. *Note: These and any other agreements should be referenced during customization of this model by local government.*

< *Secondary Coordination (not directly coordinated with)*

Local: None. Regional: SWFWMD. State: FDCA, Florida Department of Environmental Protection. Federal: None. Others: PPC/CPA, private utility providers (concurrency related items).

d. Facilities with Countywide Significance

< *Brief Description*

Facilities related to the comprehensive plan that are of countywide significance include: the Pinellas County Waste to Energy Plant; mass transit facilities and services such as the St. Petersburg/Clearwater Airport and the St. Petersburg Port Authority; bridges, major transportation facilities, and mass transit; Pinellas County Emergency Operations Center; and hurricane shelters and evacuation routes.

< *Existing Coordinating Mechanisms*

Solid Waste, Airport, and Emergency Operations Center.

Public Meetings. These services are operated by the Pinellas County Board of County Commissioners. The Commission is elected on a countywide basis, representing both incorporated and unincorporated areas. Major decisions concerning countywide facilities are made at public meetings where residents, business owners and local government representatives have an opportunity to express their concerns or ideas. The solid waste to energy facility and the airport are operated as enterprise functions, are self-supporting, and require no tax dollars to operate.

Bridges, Major Transportation Facilities, and Mass Transit.

Public Meetings. These items are coordinated at public meetings through the Pinellas County MPO (see “Facilities Subject to Concurrency”) in addition to the PSTA. Both the MPO and PSTA are governed by boards comprised mainly of local government elected officials.

Hurricane Shelters and Evacuation Clearance.

Staff Meetings. The provision of hurricane shelters and evacuation of vulnerable populations are coordinated through various staffs of the TBRPC, Pinellas County Department of Emergency Management, and local governments. Pinellas County coordinates the Disaster Advisory Committee functions which deal directly with these facilities. The Committee includes representation by local government staffs.

< *Analysis of Effectiveness*

The existing coordinating mechanisms have been effective in coordinating these countywide facilities. However, to further improve upon planning for hurricanes the actions described below should be undertaken by the City.

< *Supplemental Coordination Mechanisms*

General Coordination. Proposed future land use plan policies and map amendments resulting in an increase in population in coastal high hazard areas should be coordinated with the TBRPC’s Hurricane Evacuation Plan and the Pinellas County Department of Emergency Management to determine the amount of hurricane shelter space available and the effect of increased evacuating populations on evacuation clearance times and routes.

< ***Interlocal or Other Form of Agreement***

Various interlocal agreements between local governments exist for the provision or use of these countywide facilities. *Note: These should be referenced by local governments during customization of this model.*

< ***Secondary Coordination (not directly coordinated with)***

Local: All local governments in Pinellas County. Regional: TBRPC. State: FDOT, FDCA. Federal: None. Others: PPC/CPA.

e. Problematic Land Uses

Statutory Note: Section 163.3177(3)(h)2, FS, states that a local government “shall describe joint processes for collaborative planning and decision making on...siting of facilities with countywide significance, including locally unwanted land uses whose nature and identity are established in an agreement.” The following section discusses these locally unwanted land uses using the term problematic land uses.

< Brief Description

Problematic land uses are uses that may not be wanted in an area by citizens or businesses due to the real or perceived negative effects associated with these uses. However, in many cases a local government is limited in the way it can restrict the location of these uses and in other cases, such as for the location of low and moderate income housing, the use furthers a legitimate public purpose. Problematic land uses often include land uses that are protected by the US Constitution and federal or state law, such as adult entertainment uses, telecommunication facilities (e.g., cellular towers), power transmission lines, low to moderate income housing, and group living facilities (including homes for unwed mothers, substance abusers, etc.). Many citizens and business owners do not want these uses located near them, making the local governments decision to allow or not to allow their placement in a particular location a very difficult one.

Ongoing coordination between local governments concerning the potential or actual location of these types of uses is often beneficial. A list of potential problematic land uses in Pinellas County includes:

- Ⓒ Adult Entertainment Establishments
- Ⓒ Low and Moderate Income Housing
- Ⓒ Telecommunication Facilities
- Ⓒ Group Living Facilities
- Ⓒ Shelters for the Homeless
- Ⓒ Outreach Facilities (e.g., Salvation Army, “soup” kitchens)
- Ⓒ Power Transmission Facilities
- Ⓒ Wastewater Treatment Facilities
- Ⓒ Major Pipelines (e.g., natural gas, water)
- Ⓒ Recycling or Hazardous Waste Facilities

< Existing Coordinating Mechanism

A variety of mechanisms exist for the ad hoc coordination of individual uses (e.g., Pinellas County’s coordination of the development of recommendations and a model ordinance to address the location of telecommunication towers), but no formal or informal coordination specifically addressing the overall issue of problematic land uses exists.

< Analysis of Effectiveness

No formal or informal coordinating mechanisms exist to address the overall subject of problematic land uses, therefore, the actions described below should be undertaken by the local government.

< ***Supplemental Coordination Mechanisms***

The following actions should be undertaken to address coordination of problematic land uses:

General Coordination. Each local government is encouraged to conduct a review of their use and locational standards to determine where and under what circumstances these uses can locate in their community. This review can then be shared with each neighboring jurisdiction to determine what conflicts or inconsistencies exist between local government codes, what can be done to resolve any conflicts found, and what efficiencies can be gained through a countywide approach to standards that would be more uniform in their application.

Countywide Planning Process. The review of future land use plan amendments by the PPC and the Countywide Planning Authority through the countywide planning process can also act as a means of coordinating these problematic land uses.

< ***Interlocal or Other Form of Agreement***

No specific interlocal agreement pertaining to problematic land uses currently exists. However, agreements should be entered into, as necessary, after the “general coordination” described above is completed.

< ***Secondary Coordination (not directly coordinated with)***

Local: None. Regional: None. State: FDCA. Federal: None. Others: PPC/CPA.

4. Voluntary Dispute Resolution Processes⁴

Statutory Note: Chapter 163.3177, Florida Statutes, states that “...the intergovernmental coordination element...may provide for a voluntary dispute resolution process...for bringing to closure in a timely manner intergovernmental disputes.... A local government may develop and use an alternative local dispute resolution process for this purpose.”

This section will describe two voluntary dispute resolution processes available to local governments in Pinellas County. Local governments are not limited to these two processes and can use others as they deem appropriate.

The Countywide Future Land Use Plan amendment process acts to solve many potential future land use disputes which arise as a function of plan amendment early in the development process and, as requested by local government, can be relied on to resolve additional comprehensive planning-related issues and disputes. The Tampa Bay Regional Planning Council’s (TBRPC) voluntary dispute resolution process outlined in Rule 29H-13, Florida Administrative Code (FAC), may be relied upon for other disputes that may arise out of development based on local government comprehensive plans (as listed in Rule 29H-13.001, FAC) or for disputes that cannot be resolved at the Pinellas Planning Council (PPC)/Countywide Planning Authority (CPA) level.

Voluntary Dispute Resolution Processes

Countywide Planning Process

Tampa Bay Regional Planning Council

⁴ This section is considered a “new” requirement for local governments, that is the requirement was added after adoption of local government comprehensive plans intended to meet the 1985 Growth Management Act requirements. This item was passed by the 1996 Florida Legislature (Chapter 96-416, Laws of Florida) and modified the 1995 statutory requirement for mandatory dispute resolution processes.

a. Countywide Planning Process

< *Brief Description*

The Board of County Commissioners, acting in their capacity as the Countywide Planning Authority, together with the PPC, are charged with the administration of the Countywide Plan. This existing planning process was established to guide the growth and improvement of Pinellas County as a whole, with the participation of the County's 25 member local governments and the Pinellas County School Board. The PPC and the CPA have been tasked with formulating and administering a coherent countywide planning process that overcomes the inherent limitations of 25 separate local government plans, while respecting the prerogatives and individual character of each as set forth in their plans.

Because of this unique role of the PPC and the CPA, the countywide planning process can be used to resolve disputes related to both the administration of local government plans and regulations, as well as other interjurisdictional disputes related to planning.

< *Existing Coordinating Mechanisms*

Countywide Planning Process. This process currently serves as a forum for various governmental jurisdictions to express their views and evaluate matters of common interest. The existing process can be utilized to resolve local government Future Land Use Plan disputes that arise as a function of the plan amendment process and the administration of Countywide Plan Rules. Other planning-related intergovernmental issues and disputes may be addressed as agreed to by the Planning Council. When petitioned by the aggrieved jurisdiction and agreed to by all parties involved, the PPC and CPA can review planning related intergovernmental disputes and their conclusions and recommendations can be offered in the form of a resolution.

Moreover, the Planning Council and countywide planning process serve to address a host of planning-related issues prior to such issues rising to the level of a "dispute." Examples include local assistance to maintain, interpret, and implement local plans consistent with the Countywide Plan; the preparation of neighborhood plans that address specific matters of both local and interjurisdictional interest; modification of Countywide Plan Rules to address matters of interjurisdictional sensitivity; and matters of countywide importance such as annexation and service delivery.

This Model Local ICE serves as an example of the kind of tool that can be prepared and facilitated by the Council in the interest of a more efficient and consistent interjurisdictional planning effort that will itself forestall or at least minimize the need for "dispute resolution."

< *Analysis of Effectiveness*

No additional coordination needs have been identified.

< *Supplemental Coordinating Mechanisms*

No changes from existing coordinating mechanisms are recommended.

< *Secondary Coordination (not directly coordinated with)*

Local: All local governments in Pinellas County. Regional: TBRPC. State: FDCA. Federal: None. Others: PPC/CPA.

b. Tampa Bay Regional Planning Council

< *Brief Description*

The TBRPC is recognized in Rule 29H-13, FAC, as a mediator and conciliator and for that reason has been established to reconcile differences on planning and growth management issues among local governments, regional agencies, port master plans, and private interests. This voluntary dispute resolution process is designed to handle a wide range of issues and cover a four county region. It is more complex and structured than the process to resolve comprehensive planning issues described in the previous section for the PPC/CPA countywide planing process, and there are costs associated with using this voluntary dispute resolution process that are the responsibility of the local government. It is suggested that the PPC/CPA countywide planning process be used to resolve as many issues as possible within Pinellas County prior to utilization of the TBRPC's process. Those issues that can not be resolved using the PPC/CPA process or fall outside the purview of that process should utilize the TBRPC's voluntary dispute resolution process.

< *Existing Coordinating Mechanisms*

TBRPC's Voluntary Dispute Resolution Process. The TBRPC's role as a mediator and conciliator can be utilized to reconcile differences on planning and growth management issues as outlined in Rule 29H-13, FAC.

< *Analysis of Effectiveness*

No additional coordination needs have been identified.

< *Supplemental Coordinating Mechanisms*

No changes from existing coordinating mechanisms are recommended.

< *Secondary Coordination (not directly coordinated with)*

Local: All local governments in Pinellas County and adjacent counties. Regional: TBRPC. State: FDCA. Federal: None. Others: PPC/CPA.

B. 1985 Growth Management Act Requirements - As Initially Adopted

Part II.B. includes a comprehensive review of each element of the comprehensive plan and a complete review of typical existing goals, objectives, and policies of each required element within a local government comprehensive plan. It identifies and summarizes local government coordination issues pertaining to extrajurisdictional impacts stemming from local government comprehensive plans, as well as issues that are of mutual interest to both the local jurisdiction and neighboring jurisdictions and agencies. For those local governments not intending to replace their entire existing ICE, they need not reference this section of the Model since their current data and analysis has already been found sufficient by the Florida Department of Community Affairs and supports adopted goals, objectives, and policies.

1. Consideration of Local Plan Effects on Others

Statutory Note: Section 163.3177, Florida Statutes, relating to the intergovernmental coordination element states that the “element...shall demonstrate consideration of the particular effects of the local plan...” upon others.

Florida Administrative Code Note: Rule 9J-5.015(2)(b), FAC, states that the element shall be based upon “[s]pecific problems and needs within each of the comprehensive plan elements which would benefit from improved or additional intergovernmental coordination and means for resolving those problems and needs.”

Included in this section are the results of the comprehensive review of the goals, objectives, and policies of the typical local government comprehensive plan elements. This review was completed to determine if the goals, objectives, and policies: 1) have the potential to affect “others” plans; 2) are of mutual interest with “others.” or 3) should be coordinated with the plans of “others” (“other” includes the Pinellas County School Board, other units of local government providing services but not having the regulatory use of land, and neighboring local governments). In addition, any other plans or major actions resulting from the local government comprehensive plan (e.g., Pinellas County Local Hazard Mitigation Strategies), that are not included as a goal, objective, or policy, are reviewed for their potential to affect others or to determine their mutual interest to others. This data and analysis forms the basis of Objective 5, and its supporting policies, dealing with the affects of the comprehensive plan on others.

The problems and needs listed for each element below have been summarized to avoid duplication with the full discussion occurring within each of the respective comprehensive plan elements. For further information and detail, each element or other plan or action of the local government comprehensive plan must be consulted. The means for resolving these problems and needs is identified in the goals, objectives, and policies listed for each subject area which follows.

**Comprehensive Plan Element
Coordination Issues**

Future Land Use

Transportation

Housing

Infrastructure

Coastal Management/Conservation

Capital Improvements

Parks and Recreation

Other Plans or Actions

a. Future Land Use Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

- < Development/redevelopment within ¼ mile;
- < Problematic land uses within ¼ mile;
- < Conditional uses, rezonings, major site plan approvals, and comprehensive plan amendments;
- < Establishment/expansion of Community Redevelopment Areas, Community Development Block Grant Target Areas, and historic preservation districts within ¼ mile; and
- < Standards for incompatible land uses.

Issue Area: Planning for Hurricanes

- < Population (density) and intensity increases; and
- < Future land use plan map residential category locations.

Issue Area: General Coordination

- < Sign regulations coordinated with the countywide sign code;
- < Annexation coordination;
- < Future land use plan amendments;
- < Future land use plan text and land development regulation amendments reviewed for consistency with the Countywide Rules; and
- < Participation with the Planners Advisory Committee of the Pinellas Planning Council (PPC).

b. Transportation Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

- < Transportation impacts based on development orders;
- < Public hearings to approve certain development orders with transportation impacts;
- < Traffic calming plans; and
- < Bicycle and pedestrian ways.

Issue Area: Coordination of Concurrency Management

- < Improved coordination of levels of service and concurrency management methodologies.

Issue Area: Coordination with Others Providing Services

- < Coordination of levels of service, concurrency management methodologies, and land development regulations with service providers; and
- < Site plans that require access to county or state roadways.

c. Housing Element

Issue Area: Coordination with Others Providing Services

- < Reporting of discrimination;
- < Provision of very-low, low, and moderate income housing;
- < Housing assistance programs; and
- < Affordable housing incentives programs.

d. Infrastructure Element

Issue Area: Solid Waste

- < Solid waste recycling;
- < Hazardous material disposal; and
- < Identification of hazardous waste generators.

Issue Area: Drainage

- < Stormwater master plans in shared drainage basins.

Issue Area: Potable Water

- < Protection of prime water and surficial aquifer recharge areas;
- < Water shortage plans;
- < Water conserving device installation; and
- < Water needs in City service area.

Issue Area: Sanitary Sewer

- < Sewer needs in City service area.

Issue Area: Coordination of Concurrency

- < Coordination of levels of service, concurrency management methodologies, and land development regulations with service providers.

e. Coastal Management/Conservation Element

Issue Area: Coordination with Neighboring Jurisdictions

- < Protection of shared wetlands; and
- < Shoreline protection and dock placement.

Issue Area: Planning for Hurricanes

- < Hurricane recovery plans;
- < Facilities available for use as shelter space; and
- < Preparedness, response, recovery, and mitigation plans.

Issue Area: Coordination with Others Providing Services

- < Landscaping requirements and native plants;
- < Hazardous waste spills;
- < Coastal water quality; and
- < Dredge spoil sites and maintenance of navigational channels.

f. Parks and Recreation Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

- < New or expanded parks and open spaces within ¼ mile.

g. Capital Improvements Element

Issue Area: Coordination with Neighboring Jurisdictions and the School Board

- < Capital projects subject to concurrency or facilities with countywide significance within ¼ mile.

Issue Area: Coordination with Others Providing Services

- < Pursuit of joint funding.

h. Other Plan or Action - Local Hazard Mitigation Strategies

Statutory Note: Section 163.3177, Florida Statutes, relating to the intergovernmental coordination element states that the “element...shall demonstrate consideration of the particular effects of the local plan...” upon others. “Plans or other actions” are items that are not included in a local government’s goals, objectives, or policies, but are used by the local government to implement the comprehensive plan and may have an affect on others or be of mutual interest to others. They implement more than one element of the comprehensive plan and include special studies or highly technical analysis and information that will be used to solve complex governmental issues such as the development and coordination of local hazard mitigation strategies for local governments in the county. This Model cites an example of such a plan or other action, and explains it to illustrate what may occur during the customization by local government.

There are occasionally other plans or actions implementing various portions of the comprehensive plan, but not specifically included in the goals, objectives, and policies of the plan. Another plan or action relating to the comprehensive plan, and used as an example in the Model, is the Pinellas County Local Hazard Mitigation Strategies which the City has direct involvement. This “other plan or action” was determined to have the potential to affect others or be of mutual interest to others.

< Brief Description

Pinellas County Local Hazard Mitigation Strategies were developed during 1998 and 1999 in response to the need to reduce the loss of life and property from man-made and natural hazards. The program is administered by the Florida Department of Community Affairs (FDCA) in conjunction with its efforts to create a Statewide Mitigation Strategy and has utilized the Hazard Mitigation Grant Program as an incentive to local governments to become involved in strategy development and to offset any costs experienced by the local government in the development of the strategies. The Pinellas County Emergency Management Department leads the local effort to develop the strategies.

Interlocal agreements were signed in May of 1998 between Pinellas County and 23 of the 24 local governments in the county. Pinellas County in turn has signed an interlocal agreement with the FDCA for the administration of the Hazard Mitigation Strategies Grant Program.

< Comprehensive Plan Relationship

Although not a specific requirement of the Growth Management Act, these strategies are related to the coordination of future land uses with agency hazard mitigation plans (Future Land Use), the protection of human life and limiting of public expenditures in areas subject to destruction by natural disasters and the coordination of post-disaster redevelopment plans (Coastal Management), and the management of hazardous wastes (Infrastructure and Conservation).

< *Existing Coordination Mechanisms*

Local Hazard Mitigation Coordinating Committee. Contact: David Billodeau, Pinellas County Emergency Management Dept., (727) 464-3800. Meeting Location: Pinellas County Cooperative Extension Service, 12175 125th St. N., Largo, FL 33774, phone (727) 582-2100. The committee met monthly and bimonthly for two years in the development of the Local Hazard Mitigation Strategies. They are scheduled to meet annually after August 1, 1999, to ensure that the strategies are implemented and updated as necessary.

< *Analysis of Effectiveness*

This coordinating mechanism has been effective in coordinating the development of the Pinellas County Local Hazard Mitigation Strategies. An additional means to coordinate these strategies with the public and elected officials is needed, in addition to the Local Hazard Mitigation Coordinating Committee, in order for complete coordination to take place.

< *Supplemental Coordinating Mechanisms*

Public Hearings. The City should hold public hearings to amend its comprehensive plan and land development regulations based upon the recommendations found in the Local Hazard Mitigation Strategies.

< *Secondary Coordination (not directly coordinated with)*

Local: Pinellas County Emergency Management, municipalities. Regional: Southwest Florida Water Management District, Tampa Bay Regional Planning Council. State: FDCA. Federal: Federal Emergency Management Agency. Others: PPC/CPA, other private/public utility providers (concurrency related only).