

3 *Coordination of Service Delivery*

DELIVERY OF URBAN SERVICES

The small size of Pinellas County, the presence of 25 local governments, and the rapid urbanization since the 1940s and 1950s required the County and the municipalities to coordinate closely on the provision of essential public services and facilities, and to reach agreement on which local government is responsible for providing urban services to a particular area. In some cases, a Special District has been established to provide specific services for a specific area. There are few, if any, areas of the County today that do not have access to necessary urban services.

As already described, the 25 local governments in Pinellas County actively coordinate with other jurisdictions and agencies to ensure effective service delivery through a myriad of formal and informal agreements and understandings. The use of interlocal agreements, charter authority, and related coordinating mechanisms remain the primary tools of formal coordination between, and among, other local governments and agencies. On a day-to-day basis though, informal communications, meetings, workshops, etc., remain the most common - and often most successful - means of intergovernmental coordination.

Effectiveness of Coordination

Coordination in Pinellas County among the providers and the recipients of urban services is both necessary and extensive. In most cases, this coordination is effective, and the Municipality, the County or a Special District through a variety of agreements and arrangements accomplishes the delivery of services routinely and efficiently. The following services are examples of effective service delivery arrangements, reflecting the long history of formalized intergovernmental and inter-agency coordination required for service provision in this small urban County. **Table 1** depicts the interlocal agreements that Pinellas County School District has with each of the local governments in the County. **Table 2** depicts potable water service areas, **Table 3** depicts wastewater service relationships, and **Table 4** represents reclaimed water service relationships. **Table 5** depicts law enforcement service delivery responsibilities and **Table 6** depicts the different Fire Districts in Pinellas County.

Education

As discussed already, the Pinellas County School Board is responsible for public school planning, policy and education in Pinellas County. Coordination is extensive, ongoing and effective between the School Board, Pinellas County and the 12 municipalities with public schools (Clearwater, Dunedin, Gulfport, Largo, Madeira Beach, Oldsmar, Pinellas Park, Safety Harbor, Seminole, St. Petersburg, St. Pete Beach and Tarpon Springs). For example, interlocal agreements exist regarding public school siting (consistent with the Educational Facilities Act of 1995 and the more recent legislative changes made in 2002), coordination and sharing of information, the use of

consistent population projections, etc. In 2006 and 2007, Pinellas County convened a work group of county and municipal staff to work through the new legislative requirements for developing a public school facilities element, a supporting (amended) interlocal agreement and to work on developing a concurrency process. Coordination with the School District and other governments with regard to school planning remains highly effective. **Table 1** depicts the interlocal agreements that Pinellas County School District has with each of the local governments in the County.

Potable Water

Table 2 summarizes existing service delivery arrangements for potable water. In Pinellas County, the primary provider of potable supply is the Tampa Bay Water Authority, a Special District. The two largest water suppliers in the County are Pinellas County Utilities and the City of St. Petersburg, who are both member governments of the Tampa Bay Water Authority and receive all of their water for wholesale and retail distribution from Tampa Bay Water. In addition to Tampa Bay Water, and the County and City of St. Petersburg water systems, the cities of Clearwater, Tarpon Springs, Dunedin and Belleair all own and operate their own municipal wells and water systems, although Pinellas County provides potable water as needed to ensure that their water demands are met. This is accomplished through long-standing interlocal agreements. In addition to routine requirements, agreements among service providers (e.g., between the County and the City of St. Petersburg) ensure the ability to share, or trade water when necessary for emergency purposes via specific interconnections among water systems. In all, the informal and formal coordination to ensure the availability of adequate and safe water supply throughout Pinellas County is both sophisticated and effective.

Recently, in response to new legislative requirements, Pinellas County prepared a 10-Year Water Supply Facilities Plan, showing that Pinellas County Utilities capital program for potable water helps to implement the recommendations of the Southwest Florida Water Management District's Regional Water Supply Plan. Since Pinellas County Utilities does provide its own water (that water is provided by Tampa Bay Water) the Plan focuses on alternative sources and water conservation (as well as maintenance of the treatment, storage and distribution system). In addition, as a part of the 10-Year Plan development, Pinellas County provided written assurance to each of its customer governments that Pinellas County Utilities plans for the needs of each customer, as it always has, consistent with the provisions of each interlocal agreement for service and supply.

Coordination with regard to potable water remains effective with the regional water supplier, the water management district and customer governments.

Wastewater and Reclaimed Water

Table 3 summarizes existing service delivery arrangements for sanitary sewer. In addition to public service providers, there are 2 private treatment entities (Top of the World and Dyna Flow). There are no areas of the County that are not included within a defined service area. This is due to a long history of Municipal and County-level urban services planning, including the delineation of service areas and commitments to building the infrastructure. Pinellas County Utilities maintains periodic contact with the private service providers, in order to anticipate, or plan for, any potential service delivery issues.

Table 4 summarizes the delivery of reclaimed water throughout Pinellas County. It is likely that, due to sound long-range planning by Municipal and County providers, and extensive

intergovernmental coordination, Pinellas County has perhaps the most extensive coverage for reclaimed water operations in the State.

Coordination with customer governments for wastewater service and reclaimed water remains effective, and consistent with existing agreements.

Solid Waste

Pinellas County operates under the 1975 Solid Waste Disposal and Resource Recovery Act, which were codified as Chapter 106 (Solid Waste) of the Pinellas County Code in 1988. The Act provides the authority and responsibility for countywide disposal of solid waste to Pinellas County.

The Pinellas County Utilities Division of Solid Waste Operations is responsible for disposing of this waste in the most environmentally safe manner. To meet this challenge, the County uses an integrated approach to solid waste management that includes waste reduction, recycling, combustion with energy recovery, and landfilling. The capacity of the County's Resource Recovery Plant and landfill has been designed to meet the disposal needs of the entire County. As a part of Solid Waste Operations, the County also manages a countywide electronic and chemical waste collection program, an artificial reef program for the disposal of certain construction debris, a metals recovery operation, and various recycling and public education programs. This combination of programs has been successful in managing the solid waste generated in Pinellas County. The Solid Waste Disposal and Resource Recovery Act also created the Technical Management Committee (TMC) requiring representation from all of the Municipalities and the County to review and make recommendations regarding rates, fees, policies, programs, integration of new technologies, selection of consultants, etc. The TMC function provides an ongoing, collaborative and successful relationship between the service provider and the recipients of the service.

A recent challenge for the County was the disposal of storm debris following the 2004 hurricane season - the County facilities operated nonstop to address the debris from all over the county following each storm.

The 1975 Solid Waste Disposal and Resource Recovery Act does not address collection of solid waste, but rather addresses the disposal end of the equation. All of the incorporated Municipalities in Pinellas County provide solid waste collection either directly or through contracted services. Some Municipalities also provide service to unincorporated areas located within or immediately adjacent to their jurisdictional boundaries. Otherwise, both residential and commercial solid waste collection in the unincorporated areas of Pinellas County is accomplished under a free enterprise system whereby each resident can select and pay for the level of service desired and change collection companies as needed. An exception to this is the new Lealman municipal service billing unit (MSBU) established to enable more cost effective collection in this large unincorporated community.

Coordination through the TMC remains an effective means of addressing solid waste disposal issues.

Stormwater Management

Pinellas County and the Municipalities coordinate routinely on flood control and watershed-related projects through informal processes and formal interlocal agreements. Many local governments

have, and are implementing, stormwater master plans. In the process, coordination with other jurisdictions is routine in the case where a basin is in more than one jurisdiction or conditions upstream affect conditions downstream. In addition to local government service providers, the Pinellas Park Water Management District provides flood control in portions of the unincorporated area and the City of Pinellas Park.

While coordination among service providers is generally good, there are some differences of opinion regarding areas of responsibility upon annexation. A new area where coordination will be required is in the implementation of Total Maximum Daily Load requirements in multi-jurisdictional watersheds.

Public Safety

The efficiency of **Fire Protection and EMS service delivery** was the subject of a specific Pinellas Assembly Task Team. In addition, existing **Law Enforcement** arrangements and responsibilities were also studied, and included an examination of funding mechanisms, data management, service delivery responsibilities and opportunities for better coordination towards more effective, equitable and efficient provision of fire, EMS and law enforcement services. **Tables 5 and 6** summarize existing service delivery arrangements for law enforcement and fire service.

The Pinellas County Emergency Medical Services Authority was created in 1980 by an Act of the Florida Legislature. The Act designates the County Commission as the Pinellas County Emergency Medical Services Authority (EMS). Monies collected for services rendered and application fees for the First Care ambulance membership plan fund the countywide paramedic ambulance service in Pinellas County, which is provided by a single contracted ambulance service (Sunstar). The local fire departments provide first responder as well as paramedic Advanced Life Support (ALS) services that are funded by ad valorem taxes. In an emergency call, both the local fire department and Sunstar ambulance responds. This dual response concept ensures that medical assistance is onsite within 7.5 minutes 90% of the time. The Pinellas County EMS system has been recognized nationwide as a model system.

The Fire Authority was created by special act of the Florida Legislature in 1973. The Act designates the County Commission as the Pinellas County Fire Authority. The Fire Authority has the authority to establish the level of service for fire protection in both the unincorporated county and the municipalities. The Fire Authority contracts with 10 cities to provide fire protection services in 13 unincorporated areas of Pinellas County.

Outstanding issues remain, however, in those instances where annexations by a municipality within a fire district can affect a greater cost burden to the unincorporated residents in the fire district. These types of issues, while under discussion, are complex, multi-faceted, and will not be resolved easily.

Parks and Recreation

Historically the County focused on providing passive regional parks and preserve lands for the County's residents and visitors. The Municipalities have traditionally provided for the active recreation needs of their community, and unincorporated Palm Harbor has provided active recreational facilities for their community. In recent years, this arrangement has not always been able to keep up with the demand for active recreation throughout the County. For example,

unincorporated residents were increasingly turning to the Municipalities to meet their active recreation needs, and the municipalities were faced with increasing demand, limited opportunities for expansion in a built-out County, increasing costs to provide service, etc. Frequently, unincorporated residents were charged more for access to a Municipal recreation service. With a well-established regional park system in place, it was time for the County to respond to the increasing demand for active recreation. In early 2002, the Board of County Commissioners began looking at active recreation opportunities from both an unincorporated and countywide perspective; however, recent funding constraints associated with property taxes will make partnerships and creative funding opportunities the most desirable means of providing active recreation for now. Coordination as a whole is effective when based on individual solutions worked out between the County and another government.

Transportation

The Pinellas Assembly's Transportation Task Force focused on integrating plans for providing a comprehensive transportation system with the resources needed to implement those plans. Even more so today, finding funding sources for the County's long-range highway plan and alternatives like improved mass transit, are a challenge. An essential component of the County's transportation system is the support it provides to improving the quality of life for residents and visitors. For example, urban roadway design features, landscaping, and the construction of trails and sidewalks must be incorporated into improvements to the transportation system in order to reinforce Pinellas County's reputation as a quality urban environment for residents and businesses. Continued cooperation between the municipalities, the County, and the State will be critical to ensuring that adequate funding is earmarked for the needed improvements, and that the improvements achieve the community's quality of life objectives. Coordination is extensive, mostly effective, but highly challenging.

TABLE 1
School Board of Pinellas County
Interlocal Agreements

	School Facilities Siting Agreements	Joint-Use-of-Facility Agreements	Site-Specific Agreements (Recreation)	Site-Specific Agreements (Non-Recreation)	Law Enforcement, Public-Safety Agreements	Transportation
Jurisdictions With Schools						
Clearwater	X	X	X		X	
Dunedin		X	X			
Gulfport	X	X				
Largo	X	X	X	X	X	
Madeira Beach		X	X			
Oldsmar	X	X				
Pinellas County	X	X		3	2	X
Pinellas Park	X	X	X	X	X	X
Safety Harbor	X	X				X
Seminole		X				
St. Petersburg	X	X	3	4	X	X
St. Pete Beach						
Tarpon Springs		X	X	X	X	
Sheriffs Office of Pinellas County		X (Blanket-Use)			X	
Special Districts		2		6		
Public Colleges		2				
Jurisdictions Without Schools						
Belleair	X					
Belleair Beach						
Belleair Bluffs						
Belleair Shore	X					
Indian Rocks Beach	X					
Indian Shores	X					
Kenneth City						
North Redington Beach	X					
Redington Beach	X					
Redington Shores						
South Pasadena	X					
Treasure Island						

School Facilities Siting Agreement: A process for reviewing the locating of a proposed education facility.

Joint-Use-Of-Facility Agreement: Terms and conditions for the long-term, shared use of multiple jurisdiction and school district facilities.

Site-Specific (Recreation) Agreement: A Joint Use Agreement at one school site; typically for enhanced field facilities developed and maintained by the jurisdiction for use by the school and community.

Site-Specific (Non-Recreation) Agreement: Examples include shared-parking lots, PSTA bus shelters and environmental monitoring stations.

Law Enforcement and Public Safety Agreement: Examples include storm shelters and SRO services

Transportation Agreement: Jurisdictional use for recreation transportation.

	TABLE 2 Service Provider/Service Recipient Relationship – Potable Water Systems												
PINELLAS COUNTY JURISDICTION	Pinellas Co. Retail	Pinellas Co. Wholesale*	Belleair	Clearwater	Dunedin	Gulfport	Pinellas Park	Safety Harbor	St. Petersburg Retail	St. Petersburg Wholesale*	Tarpon Springs	Oldsmar	
Belleair			X										
Belleair Beach	X												
Belleair Bluffs	X												
Belleair Shore	X												
Clearwater		X		X									
Dunedin					X								
Gulfport						X				X			
Indian Rocks Bch	X												
Indian Shores	X												
Kenneth City	X												
Largo	X												
Madeira Beach	X												
N. Redington Bch	X												
Oldsmar	X												
Pinellas Park		X					X						
Redington Beach	X												
Redington Shores	X												
Safety Harbor		X						X					
St. Petersburg									X				
St. Pete Beach	X												
Seminole	X												
South Pasadena									X				
Tarpon Springs		X									X		
Treasure Island	X												
Palm Harbor (Uninc)	X												
E. Lake Tarpon(Uninc)	X												
Seminole (Uninc.)	X												
Lealman (Uninc)	X						X		X				
Tierra Verde (Uninc)	X												
Remaining (Uninc)	X			X	X	X ¹	X	X	X		X	X	

* Only provides treated water; water distribution to customers is provided by applicable municipal system as noted. Footnote to Service Provider/Service Recipient Relationship (Potable Water Systems). ¹Water to Bear Creek area is supplied, on a retail basis, by the City of Gulfport. 10/2003

**TABLE 3
SERVICE PROVIDER / SERVICE RECIPIENT RELATIONSHIP
SANITARY SEWER SYSTEMS**

	Service Provider/Service Recipient Relationship - Sanitary Sewer Systems									
PINELLAS COUNTY JURISDICTION	Pinellas Co. Retail	Pinellas Co. Wholesale/ Treatment	Belleair	Clearwater	Dunedin	Largo	Oldsmar	St. Petersburg	Tarpon Springs	Pinellas County Maintains Municipal Collection System
Belleair	X									
Belleair Beach	X									
Belleair Bluffs	X									
Belleair Shore	X									
Clearwater				X						
Dunedin					X					
Gulfport								X*		X*
Indian Rocks Beach										
Indian Shores	X									
Kenneth City	X									
Largo						X				
Madeira Beach	X									
N. Redington Beach		X								
Oldsmar							X			
Pinellas Park		X				X				
Redington Beach	X									
Redington Shores		X								
Safety Harbor							X			
St. Petersburg								X		
St. Pete Beach								X*		
Seminole	X									
South Pasadena								X*		
Tarpon Springs									X	
Treasure Island								X*		
Palm Harbor (Uninc)	X									
E. Lake Tarpon (Uninc)	X						X ²			
Seminole (Uninc)	X									
Lealman (Uninc)	X									
Tierra Verde (Uninc)								X ³		Utilities incorporated
Remaining Unc. Areas	X			X	X	X	X	X ³	X	X ⁴

- Sewer System only. ²This agreement provides wholesale treatment services by Oldsmar of County wastewater for East Lake. ³PCU is wholesale customer of St. Petersburg sewer. City treats raw wastewater from Gulfport (Bear Creek) and Ft. DeSoto Park. ⁴Holiday provides collection services in certain unincorporated areas of greater Tarpon Springs. 10/2003; rev. 4/2008 based on data from PCU.

		TABLE 4						
		Service Provider/Service Recipient Relationship						
		Reclaimed Systems						
PINELLAS COUNTY JURISDICTION	Pinellas County Retail	Pinellas County Wholesale	Clearwater	Dunedin	Largo	Oldsmar	St. Petersburg	Tarpon Springs
Belleair	X ⁴							
Belleair Beach	X ³							
Belleair Bluffs								
Belleair Shore	X ³							
Clearwater	X ³		X					
Dunedin				X				
Gulfport								
Indian Rocks Beach	X ³							
Indian Shores	X ³							
Kenneth City								
Largo					X ²			
Madeira Beach	X							
North Redington Beach	X							
Oldsmar						X		
Pinellas Park		X						
Redington Beach	X							
Redington Shores	X							
Safety Harbor								
St. Petersburg	X ⁶						X ²	
St. Pete Beach		X						
Seminole	X							
South Pasadena		X						
Tarpon Springs								X
Treasure Island	X							
Palm Harbor (Uninc)	X ¹							
East Lake Tarpon (Uninc)	X ^{1, 5}							
Greater Seminole (Uninc)	X							
Lealman (Uninc)								
Tierra Verde (Uninc)	X							
Remaining Uninc.								

Footnotes to Service Provider/Service Recipient Relationship (Reclaimed Systems):

¹Pinellas County Utilities (PCU) buys surplus reclaimed water from Clearwater and Oldsmar to use in PCU's reclaimed distribution system.

²St. Petersburg and Largo supply reclaimed water to PCU's Solid Waste Operations.

³Will be retail customers of PCU when transmission line construction complete. Will also include Sand Key area of City of Clearwater.

⁴PCU to provide reclaimed water only to golf courses served by Belleair prior to buyout of their system by PCU.

⁵Golf courses only except Lansbrook, which also includes residential customers.

⁶PCU provides reclaimed water on a retail basis to areas around and south of 54 Avenue that are in the City of St. Petersburg sanitary sewer district, but unincorporated county. Mutual understanding between PCU and the City of St. Petersburg does this, there is no agreement in place. Areas include: Five Towns Condos, Parkside Condos, Townhomes of Park Place, 6000 Park Place, Bonnie Bay Villas, and Club Chalet MHP. Master meters in place. Source: Pinellas County Utilities, 2003.

	TABLE 5 Service Provider/Service Recipient Relationship		
PINELLAS COUNTY JURISDICTION	Law Enforcement		
	Pinellas Co. Sheriff	Municipal Police	Contract w/ Pinellas Co. Sheriff
Belleair		X	
Belleair Beach		X	
Belleair Bluffs			X
Belleair Shore		X ¹	
Clearwater		X	
Dunedin			X
Gulfport		X	
Indian Rocks Beach			X
Indian Shores		X ²	
Kenneth City		X	
Largo		X	
Madeira Beach			X
N. Redington Beach			X
Oldsmar			X
Pinellas Park		X	
Redington Beach			X
Redington Shores		X	
Safety Harbor			X
St. Petersburg		X	
St. Pete Beach		X	
Seminole			X
South Pasadena			X
Tarpon Springs		X	
Treasure Island		X	
Palm Harbor (Uninc)	X		
East Lake Tarpon (Uninc)	X		
Greater Seminole (Uninc)	X		
Lealman (Uninc)	X		
Tierra Verde (Uninc)	X		
Remaining Unincorp. Areas	X		

**TABLE 6
FIRE SERVICE DISTRICTS IN PINELLAS COUNTY**

Fire District	Service Provider	Service Area	Agreement With
Dependent Districts¹			
Belleair ²	City of Belleair Bluffs	City	Belleair Bluffs
Belleair Bluffs ²	City of Belleair Bluffs	City/County (unincorporated county areas of Harbor Hills, Harbor Bluffs and Oakdale Manor)	County & Largo (contract administration only)
Clearwater	City of Clearwater	City/County	County
Dunedin	City of Dunedin	City/County/	County
Largo	City of Largo	City/County	County
Madeira Beach	Madeira Beach	City	Redingtons
Oldsmar w/uninc. Area ³	City of Oldsmar	City/	County (Brooker Creek)
Pinellas Park	City of Pinellas Park	City/County	County
Safety Harbor	City of Safety Harbor	City/County	County
Seminole	City of Seminole	City/County	County & Redingtons
St. Pete Beach	St. Pete Beach	City	
St. Petersburg ⁵	City of St. Petersburg	City/County	County (Gandy & Tierra
South Pasadena	City of South Pasadena	City/County	County
Tarpon Springs	City of Tarpon Springs	City/County	County
Treasure Island	Treasure Island	City	
Independent Districts			
East Lake Tarpon	East Lake Fire & Rescue	East Lake	Brooker Creek
Pinellas Suncoast	Pinellas Suncoast Fire & Rescue	Belleair Beach, Belleair Shores, Indian Rocks Beach, Indian Shores and County (Oakhurst area)	
Lealman	Lealman Fire District	County	Kennedy City
Palm Harbor	Palm Harbor Fire & Rescue	Palm Harbor / Ozona	

¹ The Board of County Commissioners acts as the Fire Authority over the dependent fire districts; ²The Belleair Bluffs Fire Department provides fire protection, fire prevention and advanced emergency medical services to Belleair Bluffs, the Town of Belleair and unincorporated county areas of Harbor Hills, Harbor Bluffs and Oakdale Manor. ³ FL Power and Lockheed Martin (uninc. area) and Brooker Creek. areas contract with Oldsmar; ⁴ NW part of uninc. area served by Pinellas-Suncoast Independent Fire District, remainder by Seminole Fire District; ⁵ Gandy area served by St. Petersburg Fire District. NOTE: a few small parcels in Oldsmar are uninc. but are not part of official Fire District.

INFRASTRUCTURE SERVICE AREAS

The small size of Pinellas County (only 280 square miles), the presence of 25 local governments, and the rapid progress of urbanization since World War II have required Pinellas County and its municipalities to coordinate closely on the provision of essential public services and facilities, and to reach agreement on which local government is responsible for providing urban services to a particular area. One of the earliest examples of this cooperation is the 201 Studies that were done in the 1970s to determine an effective approach to providing sanitary sewer service within Pinellas County and its municipalities. This was an extensive planning effort that divided the County into distinct sanitary sewer service areas each to be served by a regional facility. Interlocal agreements were adopted by local governments throughout the County recognizing these service areas and agreeing that, for each service area, one jurisdiction would be responsible for operating a wastewater treatment facility, thus eliminating duplication of service and promoting the use of regional treatment facilities, which were considered to be more efficient and effective in treating wastewater. Comparable efforts over the years have resulted in specific agreements or other arrangements between local governments in Pinellas County with respect to delineating service areas for other public services such as the provision and distribution of potable water and fire protection. As a result, service areas have been formally identified and are being implemented throughout Pinellas County and its municipalities for the provision of essential urban facilities and services.

DUPLICATION OF SERVICES

Duplications in services and facilities were identified as a part of the Interlocal Service Delivery Report in 2004. No duplications were identified that affected Pinellas County government. A duplication is considered to occur when more than one service provider provides the same service or facility to a customer (e.g., for example, duplication may occur if geographic service areas overlap).

SERVICE DELIVERY DEFICIENCIES

Deficiencies in service delivery by the County were described by 2 local governments in the 2004 Interlocal Service Delivery Report. A service delivery deficiency is generally represented by a gap in service delivery. For example, if a certain geographic area is not within the service area of any local government or district for one of the 8 identified services, then a service delivery gap may be evident, or where service delivery is not considered to be adequate, a deficiency may exist.

With regard to the City of Dunedin, the City of Dunedin/Solid Waste Division reported that they believe the requirement to operate a recycling program and report the results to the County is an unfunded mandate, as the County has not made funding available to the municipalities to operate their recycling programs. With regard to the City of Safety Harbor, they reported that there were gaps in service delivery associated with unincorporated enclaves within their sewer service area. The City did not want to hook up the unincorporated enclaves unless they annex. Regarding drainage, they believe that certain drainage improvements located within the city boundary are the responsibility of the County.