

**SERVICE DELIVERY  
IN  
PINELLAS COUNTY**

**An Inventory and Assessment  
of  
Service Delivery Agreements**

**January 29, 2004**

# SERVICE DELIVERY IN PINELLAS COUNTY

## An Inventory and Assessment of Service Delivery Agreements

### TABLE OF CONTENTS

\*\*\*\*\*

<b>Overview of Pinellas County.....</b>	<b>1</b>
<b>Introduction.....</b>	<b>1</b>
<b>Pinellas Assembly.....</b>	<b>1</b>
<b>Discussion of Existing Coordination Mechanisms.....</b>	<b>2</b>
<b>Overview.....</b>	<b>2</b>
<b>Effectiveness of Coordination and Coordination Agreements.....</b>	<b>3</b>
<b>Education.....</b>	<b>3</b>
<b>Potable Water.....</b>	<b>3</b>
<b>Sanitary Sewer.....</b>	<b>4</b>
<b>Solid Waste.....</b>	<b>4</b>
<b>Drainage.....</b>	<b>5</b>
<b>Public Safety.....</b>	<b>5</b>
<b>Parks and Recreation.....</b>	<b>6</b>
<b>Transportation.....</b>	<b>6</b>
<b>Inventory of Agreements.....</b>	<b>15</b>
<b>Duplication of Services.....</b>	<b>30</b>
<b>Service Delivery Deficiencies.....</b>	<b>30</b>
<b>Agreements That Need to be Updated.....</b>	<b>32</b>
<b>Overall Strategies to Help Eliminate Deficiencies/Gaps/Duplication in Service Delivery...32</b>	
<b>Pinellas Assembly Task Force Recommendations.....</b>	<b>33</b>

## LIST OF TABLES

\*\*\*\*\*

<b>Table 1</b>	<b>Jurisdictions and Reporting Entities.....</b>	<b>8</b>
<b>Table 2</b>	<b>School Board of Pinellas County – Interlocal Agreements.....</b>	<b>9</b>
<b>Table 3-1</b>	<b>Service Provider/Service Recipient Relationship – Potable Water Systems.</b>	<b>10</b>
<b>Table 3-2</b>	<b>Service Provider/Service Recipient Relationship – Sanitary Sewer Systems.</b>	<b>11</b>
<b>Table 3-3</b>	<b>Service Provider/Service Recipient Relationship – Reclaimed Systems.....</b>	<b>12</b>
<b>Table 3-4</b>	<b>Service Provider/Service Recipient Relationship – Law Enforcement.....</b>	<b>13</b>
<b>Table 3-5</b>	<b>Service Provider/Service Recipient Relationship – Fire Service.....</b>	<b>14</b>
<b>Table 4</b>	<b>Municipal, County and Special District Inventory of Existing and Proposed Agreements.....</b>	<b>16</b>
<b>Table 5</b>	<b>Duplication of Services and Facilities.....</b>	<b>30</b>
<b>Table 6</b>	<b>Identified Gaps or Deficiencies in Service Delivery.....</b>	<b>31</b>
<b>Table 7</b>	<b>Agreements That Need to be Updated.....</b>	<b>32</b>

## LIST OF FIGURES

---

- Figure 1      Municipalities and Unincorporated Areas in Pinellas County**
- Figure 2      Water Service Areas in Pinellas County**
- Figure 3      Sewer Service Areas in Pinellas County**
- Figure 4      Fire Districts in Pinellas County**
- Figure 5      Law Enforcement in Pinellas County**

# **SERVICE DELIVERY IN PINELLAS COUNTY**

## **An Inventory and Assessment of Service Delivery Agreements**

### **OVERVIEW OF PINELLAS COUNTY**

#### **Introduction**

Pinellas County is a mature urban county with over 938,000 permanent residents. The land area is small, about 280 square miles, but there are 25 local governments located within this small peninsular county. Importantly, the County is over 96 percent built-out. This set of circumstances is unique in Florida, and has resulted in, among other things, a long and necessary history of coordination in service delivery among governments and agencies.

**Figure 1** depicts the Municipal and unincorporated County boundaries in Pinellas County. It also includes the population and land area of each Municipality as well as the unincorporated County.

In addition to coordinating with one another, the County and the Municipalities also coordinate routinely with several Special Districts. There are 36 Special Districts recorded for Pinellas County; however, they do not all have a relationship to the requirements of this Report. Following review of the 36 Districts, only those with a direct service delivery responsibility have been included in the Report.

#### **Pinellas Assembly**

While service delivery is generally well coordinated throughout Pinellas County, it is not perfect. In May of 2002, representatives from area businesses, civic groups, neighborhoods, environmental groups, the cities and the county all came together to discuss the opportunities and challenges facing Pinellas County in regard to annexation, urban service delivery and financing, development and intergovernmental cooperation. The result of this landmark Assembly event was agreement to move forward with a series of task forces comprised of citizens, with staff support from the County and the Municipalities, to undertake a more thorough evaluation of the selected issues with the hope of moving towards long term and mutually beneficial improvements and solutions to benefit the County as a whole.

The Task Forces convened throughout the Summer and Fall of 2003 to address: (1) Annexation Policy/Guidelines, (2) City/County MSTU/Division of Costs and Revenues, (3) Fire/Emergency Medical Services Structures and Financing, (4) Health Care Services, (5) Law Enforcement

Structures and Financing, (6) Recreation Structures and Financing, and (7) Transportation Integration.

In particular, the Task Forces addressing Fire/Emergency Medical Services Structures and Financing, Law Enforcement Structures and Financing, Recreation Structures and Financing, and Transportation Integration appeared to have a direct relationship to the new Chapter 163, F.S., Interlocal Service Delivery Report requirements. For this reason, the findings of the Pinellas Assembly Task Forces are included with this Report. These findings were formally presented on January 9, 2004, and reflect the deficiencies or gaps in those areas of intergovernmental coordination and service delivery.

## **DISCUSSION OF EXISTING COORDINATION MECHANISMS**

### **Overview**

The small size of Pinellas County, the presence of 25 local governments, and the rapid urbanization since the 1940s and 1950s has 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.

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 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.

**Table 1** identifies each local government in Pinellas County and the Special Districts who are parties to agreements with local governments relevant to the delivery of services considered in this Report.

**Table 2** summarizes the type and amount of coordination/agreements existing between local governments and the School Board, which facilitate the location of public schools as well as things like joint use of facilities and other site-specific agreements.

**Tables 3-1 through 3-5** summarize the service provider/service recipient relationships for the provision of water supply, sewer service, reclaimed water, law enforcement and fire service.

## **Effectiveness of Coordination and Coordination Agreements**

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.

### **Education**

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. **Table 2** depicts in more detail the types of agreements in place among local governments in the County and the School Board to coordinate on school siting, joint use of facilities, recreational uses, and public safety.

### **Potable Water**

**Table 3-1** and **Figure 2** summarize 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.

## Sanitary Sewer

**Table 3-2** and **Figure 3** summarize 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 3-3** 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.

## 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.

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.

## **Drainage**

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.

While the intergovernmental and inter-agency coordination necessary for efficient service delivery in this County is largely effective, and is the result of many years of coordination, the results are not so clear in the provision of some services. The Pinellas Assembly process has resulted from increased concern over the effectiveness and efficiency of certain existing service delivery arrangements, finances, and responsibilities. In particular, the following areas of service delivery have been identified as issues through the Assembly process. The cities and the County are working together through the Assembly process to decide on appropriate approaches to resolving service delivery concerns.

## **Public Safety**

The efficiency of **Fire Protection and EMS service delivery** is the subject of a specific Pinellas Assembly Task Team. In addition, existing **Law Enforcement** arrangements and responsibilities are also being studied, and include 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 3-4 and 3-5**, and **Figures 4 and 5** 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.

## **Parks and Recreation**

Historically the County has 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 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 approved a plan designed to begin looking at active recreation opportunities from both an unincorporated and countywide perspective. Implementation of that plan has begun. A Pinellas Assembly Task Force is currently looking at the coordination required to finance, partner in the delivery of, and expand the array of recreational options available to residents of Pinellas County in a manner that is both equitable and efficient.

## **Transportation**

The Transportation Integration Task Force has started to focus on some key elements for integrating plans for providing a comprehensive transportation system with the resources needed to implement those plans. The Task Force is attempting to identify and recommend potential funding sources for the County's long-range highway plan, and look at the need for improved mass transit. 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.

In order to better visualize the extent and degree of urban service delivery in Pinellas County, several Tables and Figures are included in this Report. **Figure 2** depicts potable water service areas, **Figure 3** depicts sewer service areas. **Figure 4** depicts the different Fire Districts in

Pinellas County and **Figure 5** depicts law enforcement service delivery responsibilities. See the Section on Pinellas Assembly Findings/Results for conclusions and recommendations relating to improvements in public safety, parks and recreation and transportation service delivery.

**TABLE 1: Jurisdictions and Reporting Entities**

<b>Jurisdiction/District</b>	<b>Type of Reporting Entity</b>
Town of Belleair	Local Government
City of Belleair Beach	Local Government
City of Belleair Bluffs	Local Government
Town of Belleair Shore	Local Government
City of Clearwater	Local Government
City of Dunedin	Local Government
City of Gulfport	Local Government
City of Indian Rocks Beach	Local Government
Town of Indian Shores	Local Government
Town of Kenneth City	Local Government
City of Largo	Local Government
City of Madeira Beach	Local Government
Town of North Redington Beach	Local Government
City of Oldsmar	Local Government
City of Pinellas Park	Local Government
Town of Redington Beach	Local Government
Town of Redington Shores	Local Government
City of Safety Harbor	Local Government
City of St. Pete Beach	Local Government
City of St. Petersburg	Local Government
City of Seminole	Local Government
City of South Pasadena	Local Government
City of Tarpon Springs	Local Government
City of Treasure Island	Local Government
Pinellas County	Local Government
East Lake Tarpon Special Fire Control District	Independent Special District
Lealman Special Fire Control District	Independent Special District
Palm Harbor Special Fire Control District	Independent Special District
Pinellas Suncoast Special Fire Control District	Independent Special District
Greater Seminole Area Special Recreation District	Independent Special District
Pinellas County Educational Facilities Authority	Dependent Special District
Pinellas County Emergency Medical Services Authority	Dependent Special District
Pinellas Park Water Management District	Independent Special District
Pinellas Suncoast Transit Authority	Independent Special District
Tampa Bay Water Authority	Independent Special District
Southwest Florida Water Management District	Independent Special District
Pinellas County School Board	School Board

TABLE 2	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 3-1	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	X										
Belleair Beach	X												
Belleair Bluffs	X												
Belleair Shore	X												
Clearwater		X		X									
Dunedin		X			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									X		X
Pinellas Park		X					X						
Redington Beach	X												
Redington Shores	X												
Safety Harbor		X						X					
St. Petersburg		X							X				
St. Pete Beach	X												
Seminole	X												
South Pasadena									X				
Tarpon Springs		X										X	
Treasure Island	X												
Palm Harbor Unc.	X												
E. Lake Tarpon (Uninc)	X												
Seminole (Uninc.)	X												
Lealman (Uninc)	X						X		X				
Tierra Verde Unc.	X												
Remaining Uninc.	X			X	X	X <sup>1</sup>	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). <sup>1</sup>Water to Bear Creek area is supplied, on a retail basis, by the City of Gulfport. 10/2003

<b>TABLE 3-2</b>	<b>Service Provider/Service Recipient Relationship - Sanitary Sewer Systems</b>										
<b>PINELLAS COUNTY JURISDICTION</b>	<b>Pinellas Co. Retail</b>	<b>Pinellas Co. Wholesale/Treatment</b>	<b>Belleair</b>	<b>Clearwater</b>	<b>Dunedin</b>	<b>Largo</b>	<b>Oldsmar</b>	<b>St. Petersburg</b>	<b>Tarpon Springs</b>	<b>Municipal Collection System Only</b>	
Belleair			X <sup>1</sup>								
Belleair Beach		X								X	
Belleair Bluffs	X										
Belleair Shore	X										
Clearwater				X							
Dunedin					X						
Gulfport								X*		X	
Indian Rocks Beach		X								X	
Indian Shores	X										
Kenneth City	X										
Largo						X					
Madeira Beach		X								X	
N. Redington Beach	X										
Oldsmar							X				
Pinellas Park		X				X		X*		X	
Redington Beach	X										
Redington Shores		X								X	
Safety Harbor				X*						X	
St. Petersburg	X					X*		X			
St. Pete Beach								X*		X	
Seminole	X										
South Pasadena								X*		X	
Tarpon Springs									X		
Treasure Island								X*		X	
Palm Harbor (Uninc)	X										
E. Lake Tarpon (Uninc)	X						X <sup>2</sup>				
Seminole (Uninc)	X										
Lealman (Uninc)	X							X			
Tierra Verde (Uninc)								X <sup>3</sup>		Utilities Included	
Remaining Unc. Areas	X			X	X	X	X	X <sup>3</sup>	X	X <sup>4</sup>	

\* Sewer System only provides treatment. Footnotes to Service Provider/Service Recipient Relationship (Sanitary Sewer Systems) <sup>1</sup>PCU in process of purchasing Belleair sewer system. Should be completed 10/03. After purchase Belleair will be a PCU retail sewer customer. <sup>2</sup>This agreement provides wholesale treatment services by Oldsmar of County wastewater for East Lake. <sup>3</sup>PCU is wholesale customer of St. Petersburg sewer. City treats raw wastewater from Gulfport (Bear Creek) and Ft. DeSoto Park. <sup>4</sup>Holiday provides collection services in certain unincorporated areas of greater Tarpon Springs. 10/2003

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

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

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

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

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

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

<sup>5</sup>Golf courses only except Lansbrook, which also includes residential customers.

<sup>6</sup>PCU 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.

<b>TABLE 3-4</b>	<b>Service Provider/Service Recipient Relationship</b>		
PINELLAS COUNTY JURISDICTION	<b>Law Enforcement</b>		
	Pinellas Co. Sheriff	Municipal Police	Contract w/ Pinellas Co. Sheriff
Belleair		X	
Belleair Beach		X	
Belleair Bluffs			X
Belleair Shore		X <sup>1</sup>	
Clearwater		X	
Dunedin			X
Gulfport		X	
Indian Rocks Beach			X
Indian Shores		X <sup>2</sup>	
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		

<sup>1</sup> Belleair Shore contracts with Belleair Beach for law enforcement services; <sup>2</sup> Redington Shores contracts with Indian Shores for law enforcement services (Source: Pinellas County Planning Department, 10/2003)

<b>TABLE 3-5</b>	<b>Service Provider/Service Recipient Relationship</b>			
<b>PINELLAS COUNTY JURISDICTION</b>	<b>Fire Service</b>			
	Single Municipality	Single Municipality w/Uninc. Dependent District <sup>9</sup>	Combined Areas	Independent Special Fire Control District
Belleair	X <sup>1</sup>			
Belleair Beach				X <sup>2</sup>
Belleair Bluffs		X <sup>1</sup>		
Belleair Shore				X <sup>2</sup>
Clearwater		X		
Dunedin		X		
Gulfport	X			
Indian Rocks Beach				X <sup>2</sup>
Indian Shores				X <sup>2</sup>
Kenneth City	X <sup>3</sup>			
Largo		X		
Madeira Beach	X			
North Redington Beach			X <sup>4</sup>	
Oldsmar w/uninc. area	X <sup>5</sup>			
Pinellas Park		X		
Redington Beach			X <sup>4</sup>	
Redington Shores			X <sup>4</sup>	
Safety Harbor		X		
St. Petersburg	X <sup>8</sup>			
St. Pete Beach	X			
Seminole		X		
South Pasadena		X		
Tarpon Springs		X		
Treasure Island	X			
Palm Harbor (Uninc.)				X
East LakeTarpon (Uninc.)				X
Greater Sem. (Uninc.)		X		X <sup>6</sup>
Lealman (Uninc.)				X
Tierra Verde (Uninc., MSTU)		X <sup>7</sup>		
Remaining Uninc. Area		X		X

<sup>1</sup> Belleair and Belleair Bluffs operate together; <sup>2</sup> Served by Pinellas-Suncoast Independent Fire District; <sup>3</sup> Contracts for fire services with Lealman Fire District; <sup>4</sup> Served by Seminole and Madeira Beach Fire Depts.; <sup>5</sup> FL Power and Lockheed Martin (uninc. area) and other uninc. areas contract with Oldsmar; <sup>6</sup> NW part of uninc. area served by Pinellas-Suncoast Independent Fire District, remainder by Seminole Fire District; <sup>7</sup> Served by St. Petersburg Fire District; <sup>8</sup> Gandy area served by St. Petersburg Fire District. NOTE: Trailer park in Redington Beach and a few small parcels in Oldsmar are uninc. but are not part of official Fire District. <sup>9</sup> The Board of County Commissioners acts as the Fire Authority over the dependent fire districts.

Source: Pinellas County Planning Department, 10/2003

## **INVENTORY OF AGREEMENTS**

The Inventory of Agreements that follows (**Table 4**) is organized by the required subject areas, in the same order provided in Chapter 163, F.S. The Inventory includes every agreement identified by the County, a Municipality or a Special District. The Inventory does not include absolutely every coordination agreement in place. For example, it does not include every individual project agreement for a specific capital project, utility project, or road project or other agreements of limited duration. To include every agreement to that level of detail among 25 local governments and special districts would be too unwieldy.

The Inventory reflects a variety of arrangements – including agreements between the County and individual Municipalities, individual Municipalities and another Municipality, the County and several Municipalities, the County and Special Districts, Municipalities and Special Districts, the School Board and the County, Municipalities and Special Districts.

Every Special District in the County is not represented in the Inventory. There are 36 special districts registered in Pinellas County. Following review of the information available from the State’s website, for the purposes of this Report, only those Districts that provide a service related to the subject areas itemized in the Chapter 163, F.S., requirements are included in this Report (see **Table 1**).

**INSERT TABLE 4 - Municipal, County and Special District Inventory of Existing and Proposed Agreements in Pinellas County**

**THIS PAGE INTENTIONALLY LEFT BLANK**

## DUPLICATION OF SERVICES

**Table 5** identifies those duplications in services and facilities identified by individual reporting entities. The City of Safety Harbor is the only municipality that identified any duplications. 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).

**TABLE 5  
Duplication of Services and Facilities Identified by: CITY OF SAFETY HARBOR**

<b>SERVICE</b>	<b>AGREEMENT NUMBER</b>	<b>ENTITIES</b>	<b>DUPLICATION</b>	<b>POTENTIAL STRATEGIES</b>	<b>COMMENTS</b>
Parks and Recreation	None	Safety Harbor, Center Foundation, Clearwater	Facility	Renegotiate Agreement	Safety Harbor Community Center was recently enlarged

## SERVICE DELIVERY DEFICIENCIES

**Table 6** identifies deficiencies in services, by type of service, as identified by individual reporting entity. 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.

The City of Dunedin and the City of Safety Harbor identified the following deficiencies. No other deficiencies were identified by the County, a Municipality or a Special District.

**TABLE 6: Identified Gaps or Deficiencies in Service Delivery**

**Deficiency identified by: CITY OF DUNEDIN**

*From City of Dunedin/Solid Waste Division: “The issue I have with the current interlocal between the City and the County is that it basically is an unfunded mandate upon the City. Since the State eliminated grant funding for recycling, the Cities are still required to operate recycling programs and report the result to the County, however the cities receive no financial assistance to operate these programs. Without the cities continuing recycling programs, the County would not come close to meeting the State goal of 30 percent recycling rate.”*

*The County replaced the grant funding it lost with tipping fees received at the waste to energy facility, in order to fund recycling programs in the unincorporated areas of the County. Most of the tipping fees are paid by municipalities within the County. However, the County has not made any funding available to the Cities to help cover the costs of the recycling programs we are bound to operate due to the interlocal agreement.”*

**Gaps in Service Delivery Identified by: CITY OF SAFETY HARBOR**

SERVICE	AGREEMENT NUMBER	ENTITIES	GAP	STANDARD	STRATEGY	COMMENTS
Sanitary Sewer	None	Safety Harbor, Clearwater	Treatment Capacity	Population	Renegotiate agreement	Based upon buildout projections, too much treatment capacity is reserved
Sanitary Sewer	None	Safety Harbor, Pinellas County	Collection	Septic systems	Annexation agreement	Unincorporated enclaves in service area are not served
Sanitary Sewer	None	Safety Harbor, Pinellas County	Collection	Septic systems	Capital improvement	Unserved areas in service area
Drainage	None	Safety Harbor, Clearwater, Pinellas County	Drainage Improvements	Capital projects	Cooperative funding	Recommended projects in Safety Harbor are not funded
Transportation Facilities	None	Safety Harbor, Pinellas County	Project Incomplete	Agreement	Complete project	Sidewalks at CSX RR crossing not completed by County
Parks and Recreation	None	Safety Harbor, Clearwater, Long Center Foundation	Facility	Swimming pool	Renegotiate agreement	Potential gap in programs associated with the Long Center swimming pool

**AGREEMENTS THAT NEED TO BE UPDATED**

**Table 4**, the Inventory of Agreements, identifies agreements that have expired but are still relevant. If updates are required, it is described as such in the individual notes associated with the specific agreement. In addition, **Table 7** below is provided by the City of Safety Harbor.

**TABLE 7**  
**Agreements that Need to be Updated – City of Safety Harbor**

<b>ENTITIES</b>	<b>AGREEMENT NUMBER</b>	<b>SERVICE</b>	<b>ACTION REQUIRED</b>	<b>COMMENTS</b>
Safety Harbor, Clearwater	None	Sanitary Sewer	Update existing agreement	Renegotiate treatment capacity at NE Regional Facility based on buildout projections
Safety Harbor, Clearwater, Long Center Foundation	None	Parks and Recreation	Renegotiate existing agreement	Potential duplication of facilities now that City community center expanded
Safety Harbor, Waste Management	None	Solid Waste	Review Service Delivery Options	Expires in 2004, review cost to provide in-house vs. contract

**OVERALL STRATEGIES TO HELP ELIMINATE DEFICIENCIES/ GAPS OR DUPLICATION IN SERVICE DELIVERY**

The following strategies will help facilitate solutions to identified deficiencies, duplication or gaps in service delivery.

- Utilize the results of the Pinellas Assembly process, implementing those recommendations that are agreed to by the Municipalities and the County.
- Utilize the upcoming local government preparation of Evaluation and Appraisal Reports and associated updates to comprehensive plans as a process for coordination, which will include updates to Intergovernmental Coordination Elements and Infrastructure-related Elements.

**PINELLAS ASSEMBLY  
TASK FORCE RECOMMENDATIONS  
FOR...**

- **Public Safety – the Fire/Emergency Medical Services Structures and Financing Report and the Law Enforcement Structures and Financing Report**
- **Recreation Structures and Financing Report**
- **Transportation Integration Report**