

INTERGOVERNMENTAL COORDINATION ELEMENT

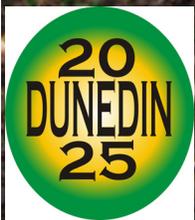


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INTRODUCTION

Governments must work with other governments in order to implement the projects and services that are necessary for a good quality of life. Whether they are regulatory agencies that control specific things such as water use rates or wastewater discharges or they are coordinating agencies that bring a multitude of governments together in order to properly plan for a community– or regionwide future, the city works with all of them to achieve the greater good.

INVENTORY

The City works with a plethora of agencies at many levels. Although Table 1 provides an overview of these many organizations, several of them deserve additional mention:

☒The Florida Department of Community Affairs (DCA) provides a multitude of functions, including Community Planning and Emergency Management. DCA must review large-scale land use plan amendments and comprehensive plan amendments for consistency with state requirements. Such amendments do not become effective until after DCA has found the modifications in compliance.

☒Pinellas County government also provides a plethora of services, including the operation of traffic lights, leading emergency management responses to natural disasters, and providing law enforcement services through the Sheriff’s Office. The Pinellas County Planning Department serves as staff to the Pinellas County Metropolitan Planning Organization (MPO), the countywide authority that prescribes transportation policies and projects.

☒The Pinellas Planning Council (PPC) maintains the Countywide Rules and the Future Land Use Plan (FLUP) Map. All land use categories within Pinellas County must be consistent with the PPC’s categories. Any change at the municipal level must have a similar modification at the county level.

ANALYSIS

The analysis here takes each element and sub-element and examines the coordination that is required to provide the service. Some services and programs require more coordination than others. For example, the implementation of the Wastewater Sub-Element has minimal intergovernmental coordination issues, the City informing the Pinellas County Health Department of any planned capital improvements to the collection system. Both Public Works and Planning & Development should be involved, particularly as they relate to emergency connections to failing septic tank systems.

For Potable Water, the coordination is even more minimal. Although there was an interconnect allowing the county to provide water in the event of an emergency, the City’s water system and the County’s water system are no longer compatible. Because of this, the county can no longer provide emergency water services.

Although Stormwater extends beyond municipal boundaries, the City has developed its own Master Drainage Plan, the most recent incarnation occurring in 2003. In addition to working with SWFWMD for permitting, water quality and grant opportunities, the City is also involved with Clearwater and the county for multi-jurisdictional issues such as Curlew Creek. Water quality issues are dealt with through regulatory agencies such as the US Environmental Protection Agency and the Florida Department of Environmental Protection.



**TABLE 1
AGENCIES AND ORGANIZATIONS**

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
National League of Cities	National	Washington, DC	Advocate for local government; provides training and technical assistance; provides programs.	Surveys, research, lobbying.	Commissioners attend annual meeting; staff, several times a year.	
Toronto Blue Jays	National	Toronto	Provides Spring Training Games at Knology Park.	Spring Training, youth and senior programs.	Staff, many times a year.	
Bureau of Economic and Business Research	State	Gainesville	Provides population and demographic information statewide	Demographics, population estimates.	Staff, several times a year.	Staff makes extensive use of annual <i>Florida Statistical Abstract</i> .
Florida Auditor General	State	Tallahassee	Provides information for improvement of public entity operations and accountability.	Provide audit reports.	Staff, several times a year.	
Florida Department of Community Affairs (DCA)	State	Tallahassee	Community Planning, Emergency Management.	Review Land Use and Comprehensive Plan Amendments; FMAP/HMGP grants	Staff, several times a year	
Florida Department of Education (DOE)	State	Tallahassee	Sets standards, FCAT, teacher certification.	Review of amendments to the Public School Facilities Element.	Staff, occasionally.	
Florida Department of Elder Affairs (DEA)	State	Tallahassee	Administers human services programs for the elderly.	Elder programs and services; Communities for Lifetime initiative.	Staff, many times a year.	
Florida Department of Environmental Protection (DEP)	State	Tallahassee, Tampa	Manages natural resources; manages parks, water quality.	Potable water, wastewater reports, permitting, grants.	Staff, many times a year.	
Florida Department of Financial Services	State	Tallahassee	Manages state's accounting, monitors investments, investigates financial fraud.	Financial Reports.	Staff, several times a year.	



TABLE 1 (CONTINUED)

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
Florida Department of Health	State	Tallahassee, Clearwater	Identify health risks, maintain healthful environment, detect and prevent spread of disease.	Permitting of utility construction, water quality testing; licenses Before/ After School Programs.	Staff, many times a year.	
Florida Department of Revenue	State	Tallahassee	Administer tax law, enforce child support, oversee tax administration.	Revenue estimates; TRIM package.	Staff, several times a year.	
Florida Department of State (DOS)	State	Tallahassee	Cultural affairs; elections; historic preservation.	Historic preservation grants; assistance with Historic Preservation Ordinance.	Staff, few times a year.	
Florida Department of Transportation (FDOT)	State	Tallahassee, Tampa	Transportation (highway and public transit).	Grants, ROW permitting, Local Area Program (LAP) agreements.	Staff, many times a year.	City coordinates local utility improvements on state roads, provides comments and support to proposed plans
Agency for Health Care Administration	State	Tampa	Licenses group homes; provides health care information.	Monitoring of Group Homes.	Staff, few times a year.	
Agency for Persons with Disabilities	State	Tampa	Support persons with developmental disabilities.	Licensing of group homes for persons with disabilities.	Staff, few times a year.	
Florida League of Cities	State	Tallahassee, Orlando	Advocate for local government; provides training and technical assistance; provides programs.	Surveys, research, lobbying.	Commissioners attend annual meeting; staff, several times a year.	
Area Agency on Aging	Regional	St. Petersburg	Programs for elderly persons, including adult day care, case management, counseling, occupational therapy.	Elder programs and services.	Staff, many times a year.	



TABLE 1 (CONTINUED)

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
Southwest Florida Water Management District (SWFWMD)	Regional	Brooksville	Potable Water, Stormwater Permitting.	Water use, water conservation, water quality, aquatic plant control, flood control and stormwater management.	Staff, many times a year.	
Tampa Bay Regional Planning Council (TBRPC)	Regional	Pinellas Park	Regional Planning, Strategic Regional Policy Plan, Developments of Regional Impact, Hurricane Evacuation Planning.	Review land use and comprehensive plan amendments; Local Mitigation Strategy.	City Commissioner serves on governing board; Staff, several times a year.	
Tampa Bay Community Development Corporation (CDC)	Regional	Clearwater	Promote homeownership opportunities to low and moderate income households.	Affordable housing projects.	Staff, several times a year.	
Tampa Bay Water	Regional	Clearwater, Cypress Creek	Provides water to client local governments; works with SWFWMD in providing water consumption permits and in modifying applicable rules and regulations.	Provides research	Staff (minimal contact)	
Clearwater Gas	County-wide	Clearwater; owned by City of Clearwater	Provides natural gas service.	Utility coordination.	Staff, many times a year.	Supplied service to Dunedin since 1960; franchise through interlocal agreement.
Clerk of the Circuit Court	County-wide	Clearwater	Provides recording of documents, criminal, civil and small claims court processing.	Recording of ordinances, resolutions, agreements.	Staff, many times a year.	
Juvenile Welfare Board	County-wide	Pinellas Park	Funds human services non-profit, government and community groups.	Partnered on training opportunities.	Staff, several times a year	



TABLE 1 (CONTINUED)

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
Pinellas County Board of County Commissioners (PCBCC)	County-wide	Clearwater	County roads; traffic signals; leads countywide evacuation and safety measures in case of natural disaster; ultimate land use authority over all properties in the county.	Decennial census coordination, provides research.	Staff, many times a year.	Acts as Countywide Planning Authority (CPA) in approving land use plan amendments and countywide rules
Pinellas County Emergency Medical Services/Sunstar	County-wide	Largo	Provide emergency medical services.	PCBCC acts as Authority; administers it countywide; Dunedin Fire Department responds to EMS calls along with Sunstar Ambulance.	Staff, many times a year.	23 districts in county; each district responsible for incorporated and unincorporated areas.
Pinellas County Fire Protection Authority	County-wide	Clearwater	PCBCC acts as policy board for budget and adoption of Countywide Fire Plan.	Dunedin Fire Services responsible for coordination of activities and services in Dunedin's district; cost of services rendered to unincorporated areas reimbursed by county.	Staff, many times a year.	23 districts in county; each district responsible for incorporated and unincorporated areas.
Pinellas County Housing Authority (PCHA)	County-wide	Largo	Provides and manages affordable housing programs; serves as staff to Dunedin Housing Authority (DHA).	DHA operated Highlander Village, which was demolished due to asbestos and lead paint concerns.	DHA members appointed by City Commission.	Palm Lake Village is managed by PCHA.
Pinellas County Metropolitan Planning Organization (MPO)	County-wide	Clearwater	Directs countywide transportation process, maintains Long Range Transportation Plan, produces Five-year Transportation Improvement Program.	TAZ population estimates; traffic counts; LOS Reports, grants.	City Commissioner Serves on MPO Board; Staff, monthly technical meetings.	Through 1981 agreement, MPO staff coordinates transportation planning among FDOT, county officials and municipalities.



TABLE 1 (CONTINUED)

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
Pinellas Planning Council (PPC)	County-wide	Clearwater	Land planning agency for Pinellas County; administers Future Land Use Plan (FLUP) Map and County-wide Rules; special studies.	Reviews Land Use Plan Amendments.	City Commissioner Serves on PPC Board; Staff, monthly technical meetings.	
Pinellas County Property Appraiser	County-wide	Clearwater	Provides property value roll.	Taxable values.	Staff, many times a year.	
Pinellas Public Library Cooperative (PPLC)	County-wide	Clearwater	Coordination of library activities, funding and marketing.	Downloadable audiobooks, community-wide reads, information programs.	Staff, many times a year.	
Pinellas County School Board	County-wide	Largo	Provides pre-kindergarten through 12th grade education; operates, supervises and constructs all public schools.	Development of Public School Facilities Element; Public School Concurrency Review.	City Commissioner acts a liaison; Staff, several times a year.	Autonomous 7-member elected board.
Pinellas County Sheriff's Office (PCSO)	County-wide	Largo	Provides law enforcement.	Assistance with outdoor events.	Staff, many times a year.	City contracts with PCSO for law enforcement services.
Pinellas County Supervisor of Elections	County-wide	Clearwater	Provides voting services.	Referendum and commission seat elections.	Staff, many times a year.	
Pinellas County Tax Collector	County-wide	Clearwater	Revenue collection; issuance of registrations, titles, licenses and license plates.	Taxable values.	Staff, many times a year.	



TABLE 1 (CONTINUED)

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
Pinellas Suncoast Transit Authority (PSTA)	County-wide	St. Petersburg	Provides mass transit services.	Bus Shelters.	City Commissioner Serves on Board.	
Clearwater	Municipal	Clearwater	Provides municipal services and programs to Clearwater citizens.	Reviews comprehensive plan amendments.	Elected officials; Staff, several times a year.	Municipality to south.
Dunedin Blue Jays	City	Dunedin	Provides Minor League Baseball Games at Knology Park.	Minor league games, youth and senior programs.	Staff, many times a year.	
Dunedin Chamber of Commerce	City	Dunedin	Business Assistance.	Special events; special projects.	Staff affiliated with Board of Directors.	
Dunedin Council of Organizations (DCO)	City	Dunedin	Promote civic, cultural and commercial advantages of Dunedin area.	Discussion of community-wide issues.	Staff represented on Board of Directors.	
Dunedin Country Club	City	Dunedin	Provides golf at City-owned golf course.	City leases course to the Country Club.	Staff, many times a year.	
Dunedin Fine Arts Center	City	Dunedin	Provides art classes and exhibitions of contemporary artists.	Grants, Holiday Craft Show.	Staff, several times a year.	
Dunedin Highland Games	City	Dunedin	Implements Celtic Festival, Highland Games and Tattoo annually.	Coordinate events.	Staff, several times a year.	
Dunedin Historical Society	City	Dunedin	Promotes history and historic preservation.	Grants, research, historic resource designations.	City liaisons on Board.	
Downtown Merchant's Association	Downtown	Dunedin	Promotes local businesses and special events.	Coordinate special events.	Staff, many times a year.	
Bright House Networks	Private communications company	St. Petersburg	Provides telecommunications services	Utility coordination.	Staff, several times a year.	Franchise agreement with City to provide telecommunications services.



TABLE 1 (CONTINUED)

AGENCY	LEVEL	LOCATION	FUNCTION	TYPES OF CITY PROJECTS	USUAL LEVEL OF CITY INVOLVEMENT	SPECIAL NOTES
Knology	Private communications company	West Point, Georgia	Provides telecommunications services.	Utility coordination.	Staff, several times a year.	Franchise agreement with City to provide telecommunications services.
Progress Energy Florida	Private utility; county-wide	Raleigh, North Carolina	Provides electricity.	Utility coordination; undergrounding of utilities.	Staff, many times a year.	Franchise agreement with City to provide electrical services.
Verizon Communications	Private communications company.	New York City	Provides telecommunications services.	Utility coordination.	Staff, many times a year.	Franchise agreement t with City to provide telecommunications services.
Source: Dunedin Planning & Development, 2008						



For Solid Waste, the City has responsibility for collection and transportation of solid waste, and Pinellas County has responsibility for disposal of solid waste through landfills and the resource recovery plant. A Pinellas County Technical Management Committee continues to develop countywide recycling program.

To advance the objectives and policies in the Natural Groundwater Aquifer Recharge Sub-element, SWFWMD identified the prime recharge areas. Although these have been incorporated into the information within the comprehensive plan, the remaining vacant areas with great recharge potential are minimal. Some protection, though, is provided to lower density land uses.

For Transportation, the MPO process has worked well, the interlocal agreement with Pinellas County having been in existence since 1981. Pinellas County continues to maintain the traffic signals within the City and keeps up Union Street, CR 1, Belcher Road and Dunedin Causeway. Various committees such as the Traffic Signal and Median Control Committee, the Intelligent Transportation Systems Committee and the School Transportation Safety Committee work to ensure the safe and efficient operation of roadways by controlling access and delays. To further the policies in the element, the City's *Uniform Development Code* requires that right-of-way be donated in order to meet ROW requirements when development proposed.

The Local Option Gas Tax and Transportation Impact Fee both provide funds for future projects. Interlocal agreements with Pinellas County spell out the revenue to be collected, the allocation of funds and the types of projects that can be constructed.

There are several state and county roads running through the City, some of which are operating below their level of service standard. There are, though, no formal mechanisms for the county or FDOT to comment on how land use and development decisions impact county or state roadways except during land use plan amendments. Refinements to the process could include FDOT in the review loop for land use, rezonings and site plan reviews, or they could expand the county's review to include comments on zoning and site plan reviews.

As far as encouraging transportation alternatives, coordinated efforts between the City and PSTA are active. Ridership has increased overall on the system, and the routes traversing the City have seen over 200,000 passengers on some routes. PSTA has not adopted level of service standards. The Planning & Development Department needs to improve the outreach of the transit system through public information, although the City has participated in Commuter Choices Week (CCW) each year since 2001. CCW promotes not only transit but bicycling, carpooling, vanpooling and telecommuting as alternatives to the single-occupant vehicle.

The adoption of the Proportionate Fair-Share Ordinance allows developers to contribute funds toward programmed projects that are affected by the proposed development. When multi-jurisdictional impacts are anticipated by a development, occurrences may conspire to make it necessary for the City and Pinellas County or Clearwater to enter into an agreement that will bring a programmed transportation project to fruition.

The Conservation and Coastal Management Element addresses a multitude of issues. The City has worked with DEP, Pinellas County Environmental Management, the Federal Emergency Management Agency (FEMA), SWFWMD and Florida Fish and Wildlife Conservation Commission. This has usually taken place during the permitting process or periodic reporting for compliance. The Public Works or Planning & Development Departments perform these tasks. In order to implement solid waste recycling programs, the City participates in the countywide program, with an interlocal agreement executed listing responsibilities. To mitigate against runoff pollutants, the City has worked with SWFWMD and DEP to implement workable and affordable surface water quality improvements. The NPDES permit was issued in March of 1997, and the City has



been submitting annual reports as required.

Although the protection of marine ecological systems is an important issue, there is not enough expertise on staff. It is necessary, therefore, to coordinate with Pinellas County Environmental Management.

For Housing, the City works with Pinellas County Community Development, an agreement renewed every three years for Community Development Block Grant (CDBG funds). The City continues its outreach efforts to notify citizens of rehabilitation programs. To better provide for affordable housing, Dunedin has developed liaisons with organizations such as Habitat for Humanity, Pinellas Community Services and Pinellas County Coalition for the Homeless through Community Services. The data and methodology for estimating and projecting affordable housing was obtained from the Shimberg Center for Affordable Housing. For the restoration of historical homes, the City has developed a good relationship with Dunedin Historical Society (DHS), which maintains a list of historically significant sites. Dunedin Planning & Development has assisted in getting DHS grant funding. Although a Historic Preservation Ordinance was adopted in 2003, no private homeowners have made use of it. In 2007, a Department of Economic Development and Housing was created in the City, one of its overarching goals being the creation of affordable/workforce housing.

Related to the Future Land Use Element, although the PPC is no longer the Local Planning Agency (LPA), coordination of land use issues is still required. The PPC makes recommendations to the BCC acting as the Countywide Planning Authority (CPA).

The provision of adequate services being concurrent with development, otherwise known as concurrency, requires that development cannot negatively impact the operating LOS for public facilities; concurrency provides that developers can build or fund improvements that will be made available at the time that the development occurs. This means that agencies, municipalities and private utility companies providing services to but which do not have jurisdiction over land use should evaluate the effects of proposed development on their ability to provide the service. For annexations, the City currently follows the requirements of Chapter 171, Florida Statutes, which was designed to “ensure the efficient provision of urban services to areas that become urban in character [and] ensure that areas are not annexed unless municipal services can be provided to those areas.” In order to ensure environmental protection, developments should occur in forms that work with natural resources. Because of this, coordination and cooperation with environmental regulation agencies is essential. Environmental professionals should be utilized to properly evaluate proposals.

Land development regulation consistency can be more easily maintained if the City obtains and keeps on file all applicable county, state, and federal regulations affecting land development. Continuous monitoring is needed to gauge the affect of any amendments to the regulations.

With respect to hurricane evacuation, the vast majority of the City has already been developed. Existing policies do limit development in the Coastal Storm Area, and call for an assessment of the effects on population evacuation for new development.

Although the City is aware of Developments of Regional Impact (DRI) and their review process, there has never been a DRI within the City.

As for utility companies, continuous coordination and cooperation is necessary to assure adequate service from them. Coordination is especially important for expansion plans for City infrastructure and the minimization of adverse effects on neighborhoods.

In order to implement the policies in the Recreation and Open Space Element, the City of Dunedin works with the Pinellas County School Board on the sharing of recreational facilities, has

worked with DEP on the acquisition and development of land for Curlew Creek Park, and has negotiated utility connections on the Honeymoon Island State Recreation Area. The Pinellas Trail achieves the provision of countywide recreation facilities by connecting Dunedin to Tarpon Springs to the north and Clearwater, Largo, Seminole and St. Petersburg to the south. Although construction began in 1991, it continues to be expanded through spurs. One such spur was located along Dunedin Causeway, joining the mainland to Honeymoon Island.

To provide for expanded recreation facilities with the School Board, an interlocal agreement was executed. It allowed for a one-year agreement to share recreation facilities and to share salary costs for the nature center director and for the piping instructor and a 20-year lease to share the ball fields at Dunedin Elementary School. The agreement was expanded to allow parking for vehicles during Toronto Blue Jays Spring Training Games. A Joint-use-of-Facilities agreement allows for the City to make use of schools for youth and adult recreation, and for the School District to make use of City facilities for physical education, tournaments and sports activities. An agreement entered into in 2003 with Pinellas County facilitated the purchase of the St. Andrews Links Golf Course. In exchange for a grant, the City will offer use of the golf course, the skate park, Highlander Pool, attendance at teen dances, pram sailing lessons and participation in the Dunedin National Little League using the same fees for county residents as for City residents.

For the Capital Improvements Element, the coordination of transportation improvements is very important. The MPO process works well but projects listed in Five-Year Work Program do not always get constructed when originally stated. It is important for the City to be informed how the proposed annual capital budget may differ from Transportation Improvement Program, especially if development permits are dependent on the completion of projects. Improvements crossing jurisdictional boundaries or directly affecting unincorporated county or Clearwater should be forwarded to local governments during capital improvement budget preparation.

For the Public School Facilities Element, the City must ensure that school stations are available concurrently with residential development. This element establishes the level of service within a concurrency area, and as long as the anticipated attendance does not exceed the student stations, the residential projects will be allowed to go forward. The City will coordinate this process with School District staff. Although it is doubtful that any new schools will be built in Dunedin, policies provide for adequate access to any proposed educational facilities.

Overall with regard to levels of service, communication has improved between the state, county and local jurisdictions with regard to acceptable LOS. The Planning & Development Department should notify other governments that the adopted LOS for Dunedin's facilities will be enforced.

There are no Areas of Critical State Concern within the corporate limits of Dunedin with which the City need concern itself.

Turning to more regional matters, TBRPC uses the *Strategic Regional Policy Plan (SRPP)* to provide direction for issues that have multi-jurisdictional impacts. The *SRPP*'s Intergovernmental Coordination section consists of regional maps showing Evacuation Routes, Natural Systems, Special Habitat, Water Supply, and Regionally Significant Roads. The City provided information for the creation of some of these maps. In its transmittal of the *SRPP*, TBRPC staff noted that, "While the *SRPP* reflects some changes of emphasis and terminology, there were no major ideological or philosophical changes made in the *SRPP* from the...[*Comprehensive Regional Policy Plan*]. Therefore, in most cases, local comp plan amendments should not be necessary to maintain consistency with the *SRPP*." Throughout the goals, objectives and policies of the adopted plan, the City has attempted to match TBRPC's standards (e.g., 200% mitigation for wetlands impacts).



According to Chapter 189, FS, a special district is “a local unit of special purpose government within a limited boundary, created by general law, special act, local ordinance or by rule of the Governor and Cabinet.” Special Districts serve special purposes such as water management, mass transit or downtown revitalization. Further, dependent special districts are defined by having its governing body members identical to the governing body, are appointed by the governing body, are subject to removal by the governing body or have a budget that requires approval by the governing body or have a budget that can be vetoed by the governing body. The Dunedin Community Redevelopment Agency (CRA) is a dependent special district in that the governing body members of the CRA are identical to the City Commission. Since the City Commission has many opportunities to ensure that the actions of the CRA are consistent with the comprehensive plan no additional coordination is required

Independent special districts are defined by not being dependent, having boundaries exceeding one county or municipality, were created by general law or special act, operate as an independent political subdivision and construct basic public infrastructure or provides public services. The Pinellas Suncoast Transit Authority (PSTA) is an example of a special district, and there are a number of existing coordination mechanisms, including the following:

Management staff formally and informally coordinates with public agencies and local governments.

The PSTA Board holds regular monthly public meetings to discuss bus schedules, service areas and the like.

The Board is composed of 13 elected local government officials and two appointed citizens. Elected officials may represent one community or multiple communities; citizens are appointed by City of St. Petersburg and Pinellas County Board of County Commissioners. At least one member of the Board also serves on the MPO.

The coordinating mechanisms for PSTA have been effective in coordinating the plans of PSTA with comprehensive plans. No additional mechanisms are needed, but, as necessary, the City should review PSTA’s facility reports and other major plans in order to identify issues requiring coordination.

The Southwest Florida Water Management District is also an independent special district, it being a multi-county agency with a jurisdiction covering 10,000 square miles. It has a multi-purpose role which includes water supply, flood protection, water quality and natural systems protection. Its responsibility and vision are defined in District Water Management Plan (DWMP) approved most recently in 2005. The DWMP helps guide budgeting through one-year and five-year horizons, and progress towards implementing the DWMP is evaluated on annual basis. The DWMP is updated every five years, and for intergovernmental coordination purposes, three main issues are identified here. There is no clear linkage that exists between water management planning, implementation of SWFWMD plans and land use planning decisions of local governments. The enforcement of regulations is sometimes duplicated, not benefiting maintenance and preservation of the resource; SWFWMD is committed to alleviating any duplication which may exist. SWFWMD must continue to focus communications efforts on local and other governments.



The coordination mechanisms for the water management agency include that different departments within SWFWMD have regular interaction with local governments. The Community and Legislative Affairs Department staff helps to identify and resolve water management issues, the Planning Department provides land and water resource planning, awareness and technical assistance (including long-range planning integrating water management activities with local growth management efforts as well as reviewing comprehensive plans and providing technical assistance), and the Communications Department is responsible for coordinating, facilitating, clarifying and disseminating information on water issues. These mechanisms have been effective in coordinating plans of SWFWMD with the comprehensive plan. No additional mechanisms are needed, but, as necessary, the City should review SWFWMD's facility report and other major plans in order to identify issues requiring coordination. The comprehensive plan should be updated based on this review, particularly as they relate to the level of service standards and concurrency for potable water and stormwater management.

Tampa Bay Water is the only other independent special district in the area. Its principal function is the wholesale supplier of potable water to its member local governments. Because the City uses its own wells to supply potable water to its residents, contact with TBW is nearly nonexistent.

Joint Planning Areas represent a locale where a municipal or county government provides municipal services to another local government; or both a municipality and county government provide municipal services to the same area; or a municipal or county government has designated a planning area with the intent of future annexation. The City adopted an interlocal agreement with Pinellas County in 1995 establishing a Planning Area, readopted it in 2000, but did not renew it when it expired in 2005. (Please see below for additional discussion of this issue.)

The City has signalled its intention to annex all enclaves within the City. Analysis within *Dunedin 2025* shows that the City's infrastructure can easily accommodate this annexation. The analysis also concluded that the City can adequately handle demand for wastewater, potable water, and parklands should the entire Planning Area be annexed by the year 2015. However, solid waste collection would require additional vehicles and route restructuring, a state-owned deficient road (US 19) would become part of the City and the improvement and maintenance of currently county-owned and -maintained stormwater drainage facilities could prove overly taxing should the City be forced to subrogate these drainage facilities following annexation."

For annexations in excess of ten acres, the City prepares and submits "Ability to Serve" reports to PPC. The last such report was done in 2003 when the 25-acre Lone Pine Mobile Home Park was annexed into the City. The City pursued use of the 1998 legislation enabling local governments to annex enclaves which are one acre or smaller in size and would utilize such procedures again if afforded the opportunity.

Dunedin has several service areas, including for wastewater and water (please see Figure 1). These areas are not coincidental with the Planning Area. With the exception of the most southerly portion of the Greenbriar Sewer Service Area, these service areas take in less area than the Planning Area. The Greenbriar Sewer Service Area has a finger that extends south of the Planning Area boundary. It should be noted that annexation does not preclude the use of other agencies' services if it is more cost-effective to do so. Areas may annex for reasons other than the provision of water and/or wastewater. The City has long felt that the annexation of enclaves and their use of City water and wastewater are a more efficient use of urban services. Dunedin does have interlocal agreements regarding these service areas (see below).





INTERGOVERNMENTAL COORDINATION

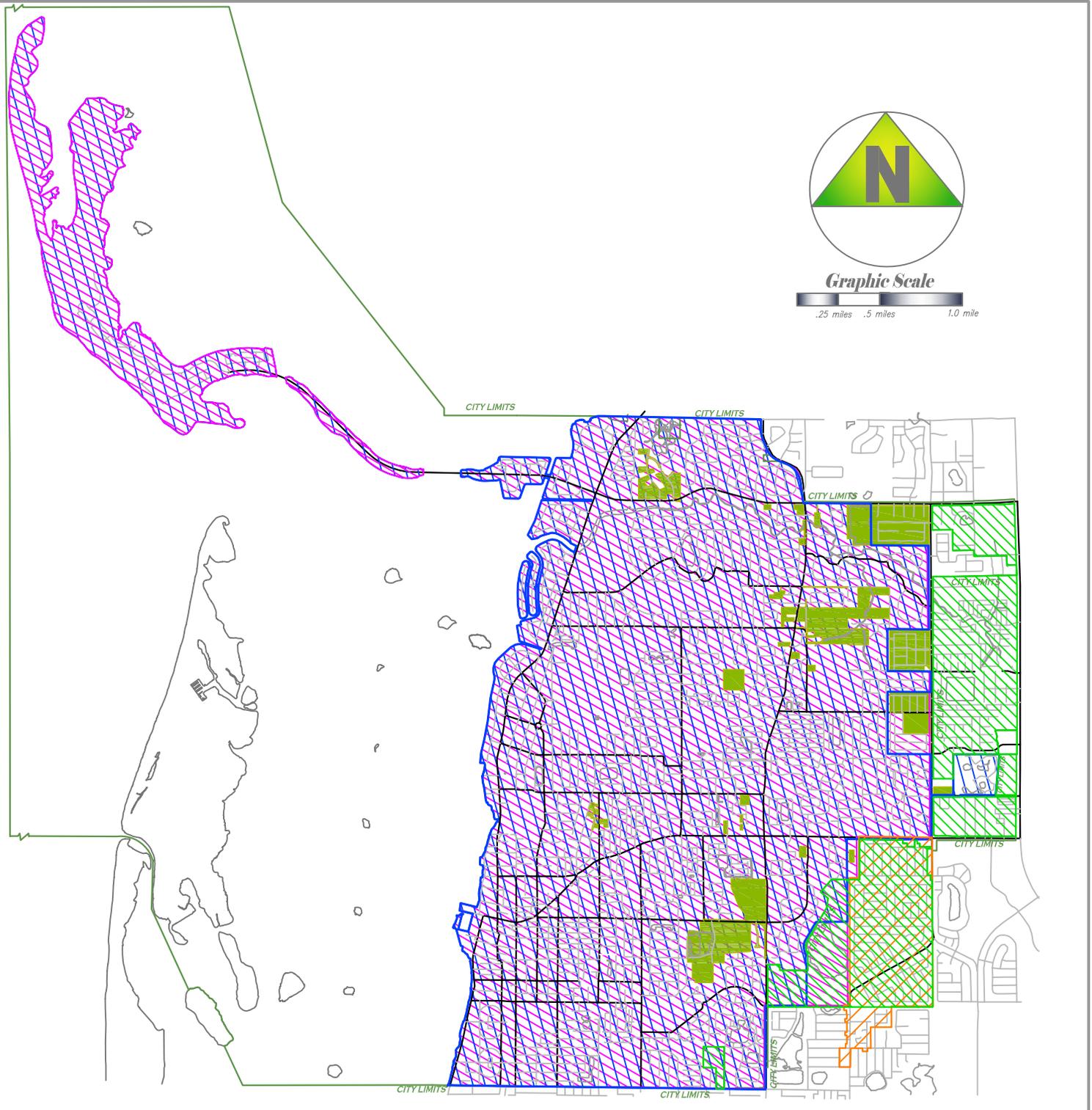
FIGURE 1

SERVICE AREAS

LEGEND

-  DUNEDIN WASTEWATER SERVICE AREA
-  GREENBRIAR WASTEWATER SERVICE AREA
-  POTABLE WATER SERVICE AREA
-  PLANNING AREA
-  UNINCORPORATED PINELLAS COUNTY ENCLAVES

SOLID WASTE AND PARKS AND RECREATION SERVICE AREAS ARE COINCIDENTAL WITH CITY BOUNDARIES



Evaluating the existing coordination mechanisms for service areas and annexations leads to the following observations:

- ☒The City has annexed only those areas within the Planning Area since prior to the adoption of the interlocal agreement in 1995.
- ☒Most annexations since the adoption of original comprehensive plan in 1989 have been enclaves.
- ☒The City adheres to all local and state requirements as they pertain to annexation.
- ☒Applications for annexation are reviewed by City departments to ensure that the requested service can be provided.
- ☒Applicants must provide a legal description and list of all abutting property owners when annexation application is submitted.
- ☒The City focuses on land within the Planning Area for possible annexation, most especially the enclaves.
- ☒The City evaluates any zoning and land use change requests prior to annexation.
- ☒The City has numerous interlocal agreements regarding service areas (see below).

This leads to the conclusion that, in the City’s estimation, coordination mechanisms are adequate for annexation.

There are a number of joint processes that allow for what are known as collaborative planning areas and their commensurate decision making. The first of which is population projections. The Pinellas County Planning Department produced countywide population projections by census tract and traffic analysis zone during 2004. This was developed for the MPO for use in their Long Range Transportation Plan. The process was a collaborative effort between County, local governments and Pinellas County School District staff. The data developed was verified by each local government. County staff also developing a methodology for the projection of student growth and the determination of student age groups for each traffic analysis zone. In order to assist the School District, the projections must be consistent with Florida Department of Education’s methodologies, allowing the School District, in the educational facilities report, to show that local governments’ population projections have been considered in order to ensure that their five-year work program reflects both enrollment projections as well as applicable municipal and county growth and development projections.

In order to ensure the accuracy and relevance of this population data, at the staff level the Pinellas County Planning Department develops population projections every five years. They involve local governments and the School District, and much coordination is done through the MPO’s Technical Coordinating Committee and any necessary subcommittees. The MPO then approves projections at a public hearing. This allows for additional input by local governments. These same local governments can then amend comprehensive plans in order to utilize the population projections. The Pinellas County School Board approves final enrollment projections at public meetings, also allowing local government opportunity for input. The coordination mechanisms have been effective in coordinating use and development of consistent population projections. Additional coordination may be needed between local governments and the School District as the City should review any draft population projections and consider them for use within the compre-



hensive plan. The City should review as necessary School Board's facility work program and ensure that it is consistent with population projections as well as other comprehensive plan issues. The interlocal agreement with School Board includes joint utilization of consistent and coordinated population projections.

School Siting, however, has had a somewhat less successful history of implementation. During 1996, a subgroup of PPC's Planners Advisory Committee (PAC) developed a countywide response to the Educational Facilities Siting Act (Chapter 163 and 235, FS). This subgroup included School District staff. A countywide consensus was reached concerning the means by which to deal with the siting of schools in Pinellas County, and the City amended the comprehensive plan to include these school siting criteria originally in the Future Land Use Element (FLUE). The FLUE included all land use categories in which schools may be located, and the Intergovernmental Coordination Element called for an interlocal agreement between the City and School Board. The City was more than willing to sign an interlocal agreement for school siting. However, during the development of this school siting criteria, local legal counsel interpreted the word *allowable* as meaning "permitted or permitted by special exception." Indeed, the City's zoning code allows schools in all residential zoning districts by special exception. But the School District staff felt that schools should be an outright permitted use and has refused to sign an interlocal agreement until the language is changed. DCA found the City's school siting policies in compliance in September of 1996.

In 1998, Florida Statutes were modified to include provisions for collocation of public facilities with schools. There are several items that are significant, the first of which is that it is appropriate to examine the intensity of public facilities vis-à-vis the intensity of schools. The City is limited in the amount of vacant land remaining, and the vast majority of City's public facilities are currently in place. Policies should weigh heavily intensity standards for any type of collocation. The overarching criteria should be the surrounding land uses and availability of adequate land near the school. Also, any existing public facility should not be required to collocate simply because it is being reconstructed. Based on the foregoing, an additional interlocal agreement on collocation of public facilities should be required only if mutually advantageous to the City and to School Board.

In 2002, Florida Statutes were again modified to require that "county and municipalities located within the geographic area of a school district shall enter into an interlocal agreement with the district and school board which jointly establishes the specific way in which the plans and processes of the district school board and the local governments are to be coordinated." The result in Pinellas County was the 1906 Interlocal Agreement, so named for the Senate Bill which contained the requirements. Dunedin, along with the School Board, Pinellas County and other local governments signed this agreement which provided for coordinated population projections, supporting infrastructure, school capacity and collocation and share used of facilities.

During 2006 and 2007, the City again worked with the School District, Pinellas County and other municipal governments to develop the state-mandated Public School Facilities Element (PSFE). The first endeavor was to modify the 1906 Interlocal Agreement to meet the state requirements for concurrency and level of service standards. This agreement became effective in April of 2007. As efforts proceeded to create the PSFE and its attendant goals, objectives and policies, Pinellas County urged a resolution to the school siting impasse as some of the policies to be included in the PSFE referenced the Facility Siting Interlocal Agreement. School District staff indicated that the language in the comprehensive plan did not have to be changed if a legal opinion regarding special exceptions could be rendered. In light of this, the City Attorney examined the issue and

determined that, in its review of a special exception application for a public school, the Board of Adjustment and Appeal (BAA) “may not deny the application, but it may impose reasonable standards to meet the objectives of the Comprehensive Plan...” This has met with the approval of School District staff and the School Siting Interlocal Agreement was approved by the City and the School Board early in 2008.

For any new school sites, the City will utilize Option B (as shown in Figure 1) and hold the public hearings locally to discuss such proposed public education facilities.

The foregoing suggests that the existing mechanisms have been effective in coordinating plans of the School Board with the City. The City will use the countywide planning process for review and recommendations of any necessary changes to agreed upon school siting processes. The City will also review the School Board’s updated 5-Year School Plan Survey, and 10- and 20-year facility work programs against the comprehensive plan.

Facilities subject to concurrency include potable sanitary sewer, water, , solid waste, storm-water drainage, transportation and parks. As detailed in the Wastewater Sub-Element, the majority of the City and unincorporated Pinellas County is within City’s sewer service area. The City has a processing ability of 6 million gallons per day. The Potable Water Sub-Element notes that the City of Dunedin supplies this important resource to its citizens. SWFWMD, though, must permit the withdrawal rates. Dunedin utilizes municipal crews to collect solid waste and disposes of it through Pinellas County Resource Recovery or Waste-to-Energy Plant. The 30% recycling goal, which is a countywide effort, was achieved in Calendar Year (CY) 2005 (the most recent available data submitted by Pinellas County Solid Waste Operations to the Florida Department of Environmental Protection).

As demonstrated in the Stormwater Sub-Element, the City of Dunedin has set standards for channels in four basins within the City. Additionally, SWFWMD requires that development meet specific water quality and water quantity standards. For transportation facilities, these are coordinated countywide through the Pinellas County MPO. For development along state roads, FDOT requires specific access permits. Finally, for parks, the City provides mini-parks, neighborhood parks and community parks; the state provides regional parks. Many mini-parks are provided within private development, which contributes to the adequate operating level of service.

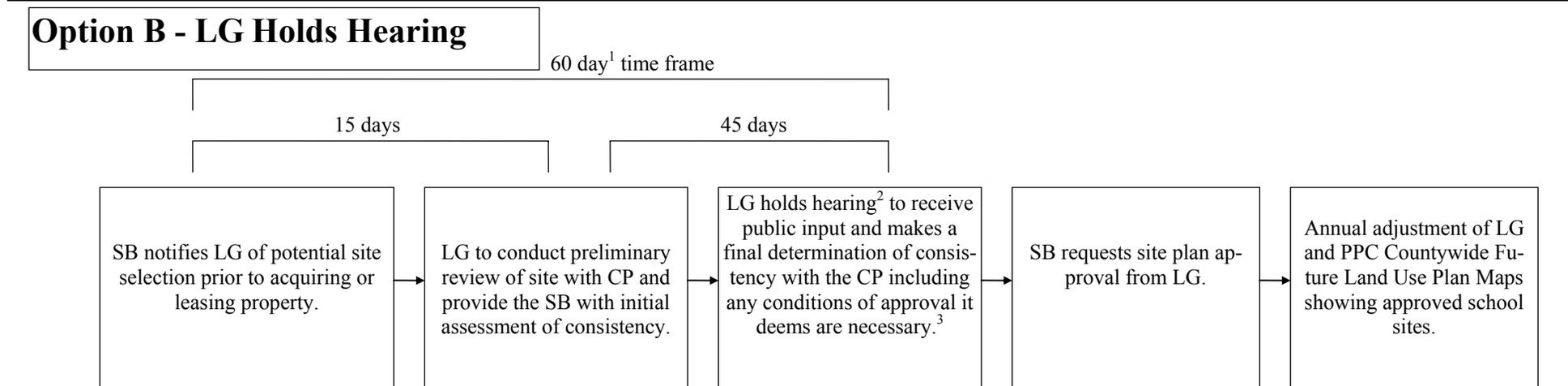
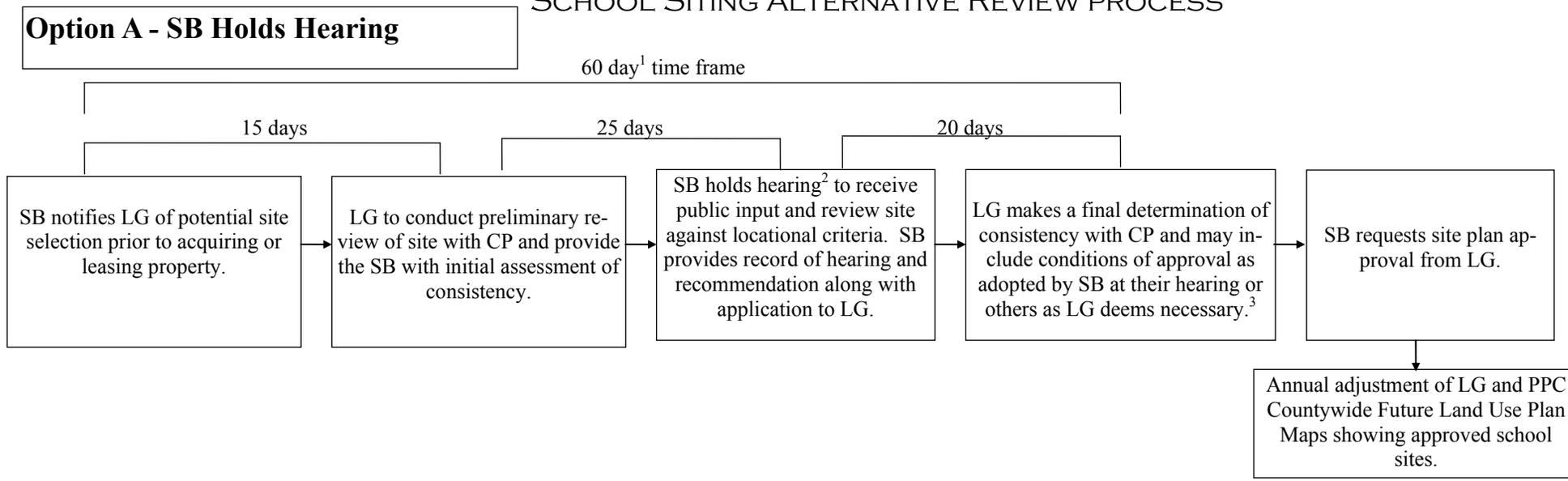
The coordination mechanisms for these concurrency-related facilities are manifold. For example, the Wastewater Treatment Plant is limited to the amount that it can discharge into St. Joseph’s Sound with a permit obtained from Florida Department of Environmental Protection. The Reclaimed Water System, which has received tremendous grant funding from SWFWMD, has significantly reduced this discharged amount. Permits must also be obtained by private development for the provision of potable water. SWFWMD evaluates and grants permitted withdrawal rates from City-owned wells. Permits must also be obtained by private development for the provision of wastewater.

For stormwater issues, the City coordinates with Pinellas County staff for the stormwater management permit requirements of the National Pollutant Discharge Elimination System (NPDES). The County coordinates stormwater management issues with local governments through its County Watershed Management program. When the watershed includes municipal jurisdictions, cities are invited to participate in the development of that area’s plans to meet water quality and quantity goals. The Pinellas County Technical Advisory Committee discusses issues relating to solid waste, and local government input is included when appropriate.

The MPO meets monthly to review issues and approve planning documents relating to transportation. Subcommittees such as TCC, the Citizens Advisory Committee, the Bicycle Advi-



FIGURE 2
SCHOOL SITING ALTERNATIVE REVIEW PROCESS



Key

CP = Comprehensive Plan LG = Local Government PPC = Pinellas Planning Council SB = School Board

¹An extension of this 60 days, or the other time periods noted above, can be granted if agreed to by both parties.

²At a minimum, notice shall include a newspaper advertisement, letters to adjacent property owners, and posting of the parcel (all according to LG requirements). All hearings are to be held in the evening to increase public access.

³Substantially effected parties may appeal final determination through process as determined by the LG.



sory Committee and Pedestrian Advisory Committee serve as input to the MPO from local government staff and citizens. The MPO is placing stronger emphasis on regional impacts through its Chairman's Coordinating Committee. As for parks, these facilities are provided at a local level have no coordinating mechanisms since the service area does not cross jurisdictional lines. State facilities (i.e., Honeymoon Island) would need to coordinate with the City for any substantial increase in facilities

The existing coordinating mechanisms for concurrency-related facilities appear adequate. The City had provided information to Pinellas County on annual basis for concurrency management purposes even though City provides these services, but this data has not been requested for the last few years. Through the comprehensive plan process, the City has estimated demand on wastewater and potable water facilities from all enclaves and the Planning Area region (including the Greenbriar Service Area) and concluded that existing (2006) land use can be adequately handled.

For stormwater, not only is the City participating in the NPDES permitting process, but also adheres to all SWFWMD requirements for stormwater retention. The City submits annual reports and participates in Technical Advisory Committee meetings in order to ensure adequate provisions for solid waste. The City's adopted roadway LOS standards are identical or consistent with county and state standards. The City's Concurrency Management System allows for coordinated concurrency review of significant development along deficient roadways within Pinellas County. As required, the City added Proportionate Fair-Share language to its concurrency requirements. Finally, for parks, the City's recreational areas and parks are operated and maintained locally. The City is always open to improving coordination of concurrency-related facilities when advantageous.

There are a multitude of interlocal or other forms of agreements, including the following:

- ☒ The City has an agreement with Pinellas County that allows the County to bill County-water users receiving City sewer service. The City receives the fees charged and County is compensated for billing the City's sewer service customers.
- ☒ The City has had agreements in the past precluding duplicate water and sewer service areas between Dunedin and Clearwater and between Dunedin, Clearwater and Safety Harbor. This avoids duplication of service and competition.
- ☒ An agreement has provided for connection to County water, but due to the incompatibility of systems, this is no longer in effect.
- ☒ An agreement provides for coordination of the NPDES permit.
- ☒ An agreement provides for disposal of solid waste to County facilities.
- ☒ Joint Participation Agreements (JPAs) can include all MPO members, PSTA and FDOT. The City has utilized JPAs with FDOT for transportation enhancement projects.
- ☒ Memoranda of Understanding (MOU) can include Pinellas and Hillsborough MPOs, FDOT, PSTA and the Hillsborough Area Regional Transit.
- ☒ Joint Planning Agreements can be between the MPO and PSTA and utilizes MPO staff for work on PSTA's transit planning.
- ☒ Interlocal Agreements for transportation purposes can involve FDOT, TBRPC, Hillsborough County and four MPOs in FDOT District 7. This is a regional coordination process for Regional Long Range Transportation Planning, air quality, project selection and congestion management.



- ☒The City has a reciprocal agreement with FDOT to waive access fees.
- ☒Resolutions are received from each participating local government regarding apportionment of representation on the MPO
- ☒Joint Use Agreements with the School Board allow for the use of certain school facilities by the City when the school is not in session. This includes facilities at Dunedin Elementary, San Jose, Garrison-Jones, Dunedin Middle and Dunedin-High.

Facilities that are of countywide significance related to the comprehensive plan include the Pinellas County Waste-to-Energy Plant; mass transit facilities and services such as the St. Petersburg/Clearwater Airport and St. Petersburg Port Authority; bridges, major transportation facilities and mass transit; the Pinellas County Emergency Operations Center; and hurricane shelters and evacuation routes. While the City of Dunedin has little contact with St. Petersburg/Clearwater Airport (other than through the representation on the MPO’s Technical Coordinating Committee) and St. Petersburg Port Authority, the other facilities are coordinated through several mechanisms. The Waste-to-Energy Plant and Emergency Operations Center are operated by the Pinellas County Board of County Commissioners. Major decisions concerning countywide facilities are made at public meetings where residents, businesses and local governments can express concerns and ideas. The Waste-to-Energy plant, operated as an enterprise function, is self-supporting and requires no tax dollars to operate.

Bridges, major transportation facilities and mass transit are coordinated at public meetings through the Pinellas County MPO and PSTA. Hurricane shelters and evacuation routes are coordinated through the staffs of TBRPC, the Pinellas County Emergency Management Department and local governments. Pinellas County coordinates the Disaster Advisory Committee which deals directly with these facilities and includes members for local government staffs

The existing mechanisms have been effective in coordinating these countywide facilities. Land use plan map amendments are sent to TBRPC, Pinellas County and to the PPC for their review and comment. Comments often include statements regarding emergency preparedness, coastal high hazard areas and shelter space.

Problematic land uses are uses that may not be wanted in an area by citizens or businesses because of real or perceived negative effects associated with those uses. Local government is limited in the manner it can restrict the location of these uses. These uses may further legitimate public purpose (such as low and moderate income housing). Other uses may be protected by the US Constitution and federal or state law (such as adult entertainment uses, cellular towers or group living facilities). Potential problematic land uses in Pinellas County include the following:

- ☒Adult entertainment establishments.
- ☒Low and moderate income housing.
- ☒Telecommunications 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



Ad hoc coordination exists, but there is nothing formal or informal addressing the overall issue of such problematic land uses. Since no specific mechanisms are in place the issue of effectiveness cannot be readily evaluated. The City could conduct reviews of use and locational standards to determine where and under what circumstances uses can locate in City. This review could be shared with neighboring jurisdictions (Clearwater, Pinellas County) to determine conflicts and what could be gained through a more uniform approach. The PPC could also be used as a means of coordinating such land uses

The Voluntary Dispute Resolution Processes is part of the countywide planning process. The PPC reviews land use plan amendments to the Future Land Use Plan (FLUP) Map and makes recommendations to the Countywide Planning Authority (CPA). This countywide planning process was established to guide growth and contribute to the improvement of the county as a whole. It includes participation by all 25 local governments and the Pinellas County School Board. This coherent countywide planning process overcomes limitations of a multitude of separate local government plans but still respects individual character and issues placed in individual plans. The countywide planning process can be used to resolve disputes related to both administration of local government plans and regulations plus other interjurisdictionally-related disputes related to planning.

The Voluntary Dispute Resolution Process currently serves as a forum for governmental jurisdictions to express views and evaluate matters of common interest. The existing process can be used to resolve Future Land Use Plan disputes that may arise. As the PPC provides technical and local assistance for a number of issues, planning-related contentions can be resolved prior to them becoming disputes. This coordination appears to be effective and can be expanded to include dispute resolution procedures as needed.

The Tampa Bay Regional Planning Council is recognized as a mediator and conciliator in Rule 29H-13, FAC. The process is designed to handle a wide range of issues covering a four county region. The costs associated with this process are borne by local governments. While the PPC could be utilized as a first resort to dispute resolution, TBRPC could be petitioned if the PPC/CPA process is not successful or if issues fall outside the purview of the countywide planning process. Although the City has not utilized this process, no additional mechanisms are suggested.

The foregoing provides a great amount of detail on the provision of services. Table 2 summarizes much of this information.

PLANNING AREA ANALYSIS

The major stumbling block to annexation is the current state legislation. Without major changes, it is doubtful that large scale annexations will occur. The Interlocal Agreement with Pinellas County executed in 1995 and valid through September of 2005 made the annexation process more efficient by allowing the City to annex property into corporate boundaries without county review so long as the land use is not changing. This agreement was not renewed in 2005 because it was thought that Ordinance 00-63 superseded it by recognizing the planning areas throughout Pinellas County. However, after extensive litigation, this ordinance was found to be unconstitutional and held void in late 2006. However, because state statutes now control, there appears to be no overall benefit to re-entering into this Planning Area Interlocal Agreement.

In terms of facilities and services, expansion into the Planning Area would present numerous changes, but in terms of intergovernmental processes, all of the above would be the same. The only additional utility would be Utilities, Inc., a wastewater service provider operating a plant be-



tween Belcher and US 19. Utilities, Inc. currently provides service to Chesapeake Apartments. While there is no existing interlocal agreement between the City and Utilities, Inc., it might be appropriate to execute one if the City annexes additional land being served by the wastewater provider.

TABLE 2 PROVISION OF SERVICES				
SERVICE	CITY PROVIDES OWN	CITY CONTRACTS WITH OTHERS	CITY HAS AGREEMENTS WITH OTHERS	PROVIDED BY OTHERS
Education (K-12)				X
Emergency Medical			X ¹	
Fire Service	X		X ²	
General Government	X			X ³
Law Enforcement		X	X ²	
Library	X		X	
Potable Water	X	X ⁴		
Reclaimed Water	X			
Recreation	X		X ⁵	
Solid Waste	X		X ⁶	
Stormwater	X			
Transportation	X	X ⁷		
Utilities (telecommunications, electricity, gas)				X
Wastewater	X			

Shading denotes LOS standard associated with service.
¹Provided by Pinellas County EMS/Sunstar Ambulance.
²Mutual Aid agreements with other agencies.
³City works with other governmental agencies to provide necessary governmental functions (e.g., documents are recorded by Clerk of the Circuit Court, property taxes are collected by Tax Collector). Mechanisms may be by other than interlocal agreements.
⁴Pinellas County’s comprehensive plan denotes City as receiving wholesale water through emergency connection. However, this connection no longer exists as the two water systems are incompatible with one another.
⁵Through agreements with the Pinellas County School Board.
⁶Disposal accomplished at Pinellas County Refuse-to Energy Plant .
⁷Through state and county roads.
Source: Pinellas County Planning Department; Dunedin Planning & Development



SUMMARY

There are a multitude of ways that the City stays connected with its neighbors and with the agencies that provide services and regulatory powers. These agencies span the county as well as the state and involve issues such as land use, emergency management, transportation planning, public education and water resources. Based on the above assessment, the provisions that are in place and that are enumerated in *Dunedin 2025* are more than adequate to take the City into the future.

