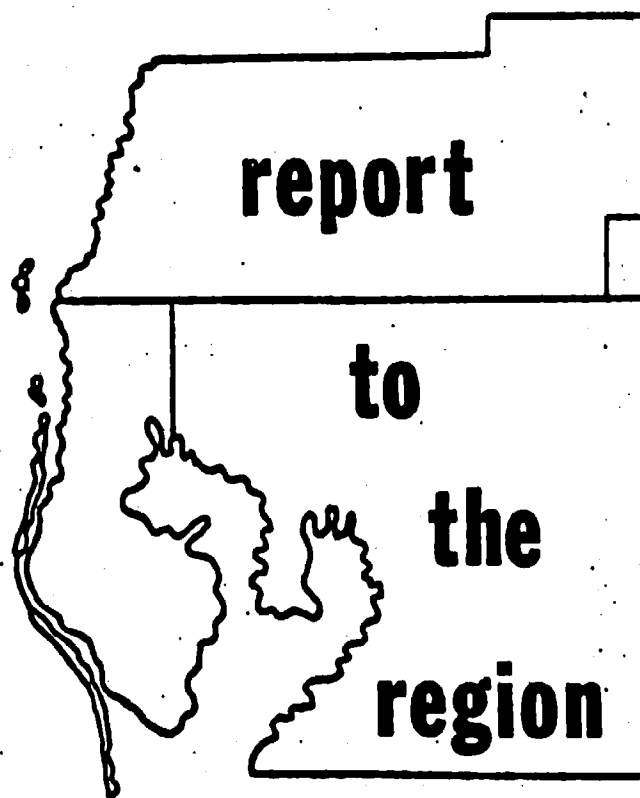


# SUNCOAST

## STUDY PANEL



SUNCOAST STUDY PANEL FINDINGS:  
MULTI-COUNTY NEEDS IN HILLSBOROUGH, PASCO and PINELLAS COUNTIES

Final Report  
November 15, 1974

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## THE PANEL

The Suncoast Study Panel is a twenty-five member citizen's panel which was appointed by the county commissions of Hillsborough, Pasco and Pinellas Counties and the mayors and city councils of Tampa and St. Petersburg. It is funded by the National Academy of Public Administration Foundation<sup>1</sup> which is under contract with the U. S. Department of Housing and Urban Development. The Panel, which represents a broad cross-section of the community (see Appendix No. 1), was formed after the five local governments adopted resolutions to accept the contract with N.A.P.A.

Initially only Hillsborough and Pinellas Counties were involved in the Panel; Tampa, St. Petersburg, Pinellas County and Hillsborough County each appointed six members. In June, 1973, when Pasco County was designated as part of the Standard Metropolitan Statistical Area that included Pinellas and Hillsborough Counties, the Panel voted to include three representatives to be appointed by the Pasco County Commission. At that time the interdependence of Pasco's growth and water resources with those of Pinellas and Hillsborough Counties was under much public discussion.

The N.A.P.A. project in the Tampa Bay region is one of two such efforts; the other is in Rochester, New York. N.A.P.A.'s purpose in funding the two projects is to take the proposal made by the Committee for Economic Development<sup>2</sup> for a "neighborhood oriented regional government" and test its application in two metropolitan areas. The C.E.D. report concluded that metropolitan areas are affected by conflicting forces of centralization and decentralization. And, those forces vary with different services. The interdependence of some activities within metropolitan areas requires areawide institutions for some functions, or parts of functions. Other activities require units of government small enough for the recipients of

services to have a voice and control over their quality and quantity.<sup>3</sup> The movement toward reassignment of functions, rather than structural reform, to meet the needs of rapidly growing metropolitan areas comes from the "hard reality" that reorganization referenda typically have failed. Our tri-county area has experienced four such defeated reorganization efforts in recent years.<sup>4</sup>

The Panel received a grant of \$60,000 for an eighteen-month period from April 15, 1973 to November 15, 1974. The Panel members did not receive compensation. A small paid staff consisting of an executive director and a research-clerical assistant prepared working papers and reports for the Panel.

The Panel has concentrated its study on pressing multi-county problems which include growth, water resources, sewage treatment, transportation, and solid waste disposal. This concentration on mutual intercounty needs was a strong working principle adopted by the Panel. A chief value of the Panel has been that citizens for the first time have sat down together and looked at problems in a "regional" context. Other "official" multicounty efforts have been plagued by parochial bargaining.

From April to November, 1973 five task forces collected information by major service areas, such as public safety and community development. The Panel identified service needs and delivery units and evaluated how well these correlated with current jurisdictional lines, how accessible and responsive they were to citizens, and whether the delivery system took advantage of the economies of scale. An effort to evaluate the steps toward coordination was a major concern since a general finding had been that special districts and authorities are rapidly entering the service picture.

After the collection of data on services was complete, the Panel divided into two groups: a centralization and a decentralization task force. The task forces were to identify those services which were most in need of reassignment: the centralization task force was to recommend regional assignments and the decentralization, "neighborhood" assignments. As a precursor to these assignment decisions, Panel members conducted a survey of public officials to get their insights on the services producing the most problems and their assessments on whether the service under question could be improved by reassignment to a larger or a smaller unit. One stark finding from the survey was that solutions to the common problems in the tri-county area were not perceived to be in the direction of decentralization. This finding moved both task forces to focus on services which were identified as needing centralization at a multi-county level. The decentralization task force then concentrated on means of expanding citizen access to, and control over, such a centralized multi-county structure.

The centralization task force researched other regional structures in the United States. It familiarized itself with the alternatives in regional organization, such as councils of government, multi-jurisdictional authorities and general purpose umbrella organizations. The task force sought to discover how each alternative addressed itself to such issues as: voluntary as opposed to mandatory membership; advisory versus authoritative powers; and, service policy, planning, or operation and delivery of services.

Panel and community education was an ongoing process. Expertise from outside the region was provided by members of the National Academy Panel

on Metropolitan Government, the national counterpart of the two local panels. (See Appendix No. 2 for composition of national panel.)

In June, 1973, Dr. John DeGrove, chairman of the Florida Commission on Local Government and director of the Joint Center for Urban and Environmental Problems at Florida Atlantic University-Florida International University, and Alan K. Campbell, Dean of the Maxwell School of Syracuse University, and project director of the C.E.D. study, met with the Panel and guests. In February, 1974, Edwin Michaelian, member of the Advisory Commission on Intergovernmental Relations (ACIR)<sup>5</sup> and a leader in its recommendation for an umbrella multijurisdictional organization to meet regional needs, spoke on regional concepts at a meeting of Tampa Bay elected officials and the Panel. That same month, Arthur Naftalin, former Mayor of Minneapolis and a supporter of the "umbrella" Minneapolis-St. Paul Metropolitan Council addressed the Suncoast Chapter of the American Society for Public Administration (ASPA) in a joint meeting with the Panel. During this period, the Panel also held work sessions with Southwest Florida Water Management District (SWFWMD) and Tampa Bay Regional Planning Council (TBRPC), as well as with Dr. Carl Stenberg, staff member of the Advisory Commission on Intergovernmental Relations.

By March, 1974, the Panel had come to agreement on the following:

- An umbrella multijurisdictional organization should be created;
- It should have jurisdiction over the services of water resources, sewage treatment, transportation, and solid waste, with the provision that other services might be added;
- Its powers should include planning, the setting of minimum standards, monitoring and regulating;



- o Implementation should be excluded unless specifically requested by the local government involved; and,
- o An umbrella council should set policy for and give direction to existing multi-county agencies and agencies of smaller jurisdiction whose actions have a regional impact.

The Panel recommendations at this stage were admittedly skeletal. The proposal was not refined deliberately so that the community could participate in its development. Consequently, the Panel undertook a community consultation and education program with a broad segment of community leaders in the three counties. Some six hundred individuals and groups were sent a newsletter and invited to a series of nine meetings held from May through August, 1974. A slide presentation, entitled "Who's in Charge?", was used to dramatize the findings and preliminary recommendations of the Panel.

Generally, the Panel sought to obtain insights on the following questions:

How much "consciousness" was there about regional needs?

Was there concern over the growth of current regional structures?

What alternatives do community leaders see as feasible and palatable?

What would prompt leaders to support a central regional agency with "teeth"?

What services were perceived as needing a regional approach?

Specifically, the Panel members worked at getting input on the many unresolved details of its preliminary recommendations, including direction on:

What powers will a regional organization have?

How will the governing body be elected?

How does such an organization gain new power over services that may emerge as regional in the future?

Should the organization itself deliver services designated as regional?

How will such an organization be financed?

How will the Panel's proposal be implemented?

How could surrounding counties join the organization in the future?

The initial series of meetings had a "ripple" effect: the presentation was made to some nineteen civic, business and governmental groups in the region; six hundred citizens had directly participated in meetings with the Panel by the end of September, 1974; a television show had been produced; and, the Panel was represented at many larger group meetings. All of these contacts provided valuable feedback. Community interest was increased by several television editorials supporting the preliminary proposal (see Appendix No. 3 ).

The Panel learned that there was a great deal of awareness of regional problems. In addition to the functions recommended by the Panel, most groups wanted to add comprehensive land use planning; they argued that growth patterns had caused service inadequacies. Air and water pollution was frequently urged for inclusion. Pinellas County participants saw coastal beach preservation as needing region-wide funding to acquire and preserve beaches.

With the exception of elected officials and public administrators, there was little information or awareness about the powers, composition or decisions of special districts and authorities. Tampa Bay Regional Planning Council does have good name recognition. However, one continuing stumbling block faced by Panel leadership was that Tampa Bay Regional Planning Council was perceived incorrectly as already having the powers the Panel was suggesting. A question frequently asked was why Tampa Bay Regional Planning Council could not be utilized and increased functions and duties built around it, rather than creating a new entity.

Elected officials and public administrators were very aware of the growth of substate regional districts designed by both state and federal agencies. The Panel was urged often by these representatives to keep any tri-county regional council tied to local governments, with local elected officials serving as the governing board. Only a minority of participants favored directly elected boards, although accountability was very much in the minds of these community leaders in the summer of 1974.

The Panel began its final phase in July, 1974, with a series of half-day bimonthly work sessions to integrate community input, its preliminary recommendations and other experiences, to reach agreement on the main points of its final recommendation for the centralization of services and its structural form, and to draft a bill to implement its final recommendation.

The Panel, in the fall of 1974, made a commitment not to let its findings and recommendations gather "dust" on a shelf, which has been a frequent criticism heard in this area about numerous other studies and plans. The findings of the Panel are important and should be communicated to the people of this region.

## REGIONAL IDENTITY: a SURVEY of the COMPONENTS

### The Region.

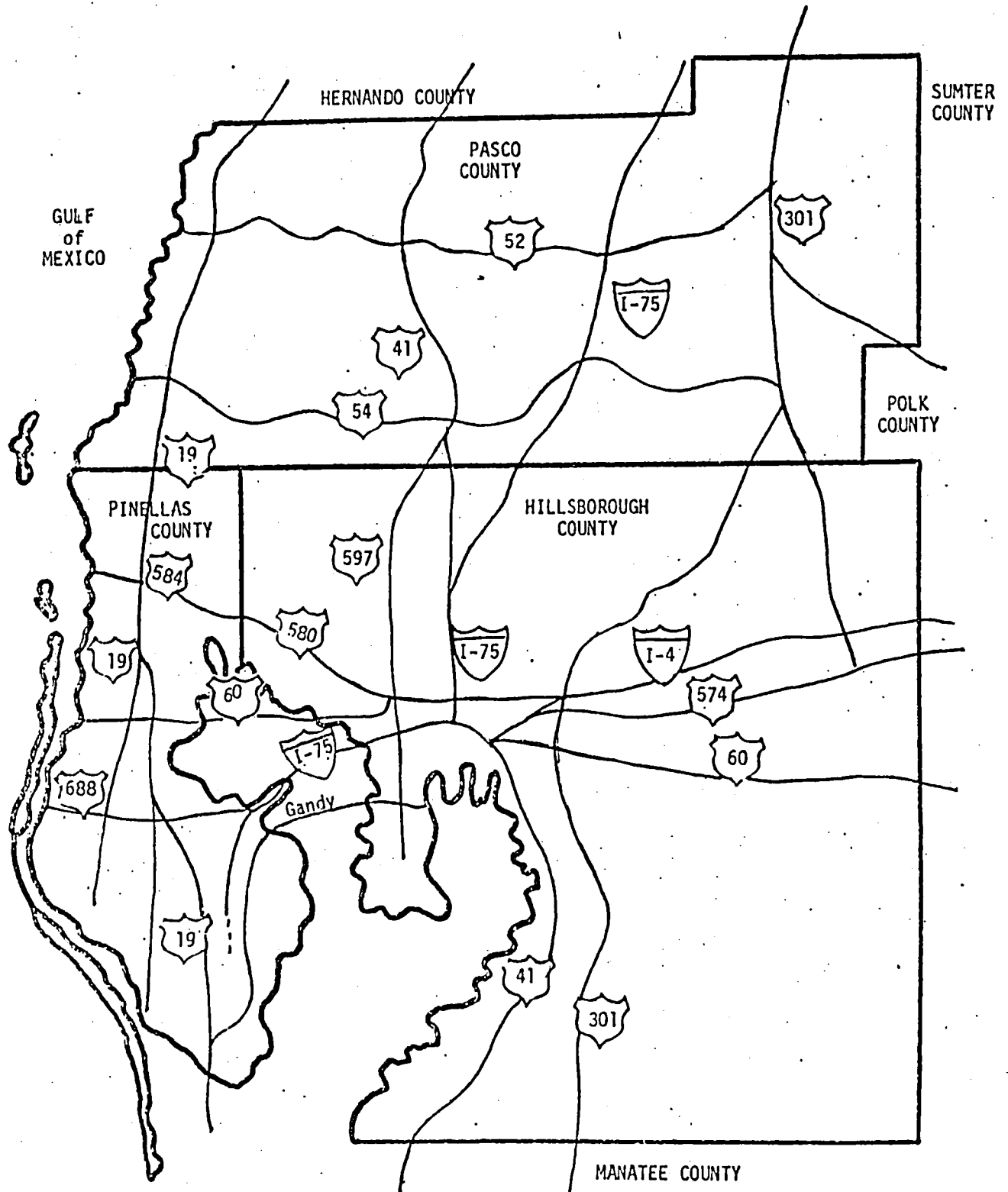
There are two main geographic foci in the region, the two large bodies of water, Tampa Bay and the Gulf of Mexico. This influence is apparent in many contexts, not the least of which are two of the names by which residents refer to their area: the Upper Tampa Bay region and the Upper Suncoast.

Historically, settlement began around these geographic determinants with a fort and fishing village in Tampa and agricultural landholdings in Pinellas County. The unifying feature of these waters resulted in initial boundaries of Hillsborough County which included what is now both Pinellas and Hillsborough Counties. As the residents on the exposed Pinellas peninsula began to look more toward their western water and define their central city, St. Petersburg, around its water-related recreational attractions, they differentiated their interests from those of the more port-oriented, industrial city of Tampa on the other side of the bay. This resulted in the separation of the two counties in 1911. More recent growth in the region has continued to extend along the coastal water northward into Pasco County, particularly in its booming New Port Richey area. As the available coastal land for single-family homes has diminished, density has increased and higher rise condominiums have become more commonplace there.

Geographic features also accounted for the agriculturally oriented settlement of the more inland areas in eastern Hillsborough County and in Pasco County; in fact, two of the three incorporated towns in Hillsborough reflect this heritage in their names: Temple Terrace, after a variety of oranges, and Plant City. Hillsborough and Pasco Counties still have large agribusinesses, whereas subdivisions in Pinellas have effectively

Figure No. 1

REGIONAL LOCATION and ROAD SYSTEM



eliminated former substantial citrus grove acreage there. In fact, the 1974 Pinellas development plan envisions no agricultural reserve in the future.

The region has two main topographies, the coastal lowlands and the more rolling inlands. Climate and plant life are generally similar. Hillsborough County (refer to Figure No. 2) occupies about 1,040 square miles. Pinellas County occupies some 264 square miles of peninsula, barrier islands and mainland to the west and northwest of Tampa Bay. Pasco County, which was established in 1877, is located just south of the geographical center of the state and is the most northern county of the Tampa Bay region. It covers approximately 761 square miles.

There are many social and cultural features of the region which serve as unifying factors, particularly to newer residents less aware of the legacy of earlier patterns of competitiveness, particularly between the two counties bordering Tampa Bay. A central state university serves the region, as does an international airport and regional athletic stadium in Tampa. The beaches are used by inland residents with almost as much frequency as by those living nearer. Two daily newspapers blanket the region with daily residential delivery. While both The St. Petersburg Times and The Tampa Tribune publish regional issues, their focus on the happenings within Pinellas and Hillsborough serves to keep regional residents abreast of issues and events in the neighboring counties. Television, with three of the four major stations located in Tampa, serves a similar function.

There are marked similarities in government structures in the region (refer to Figure No. 3). Obviously some of this reflects the fact that counties are subdivisions of the state. All counties operate under general state law and special acts. No county has a charter at this time. How-

Figure No. 2

POLITICAL JURISDICTIONS in REGION

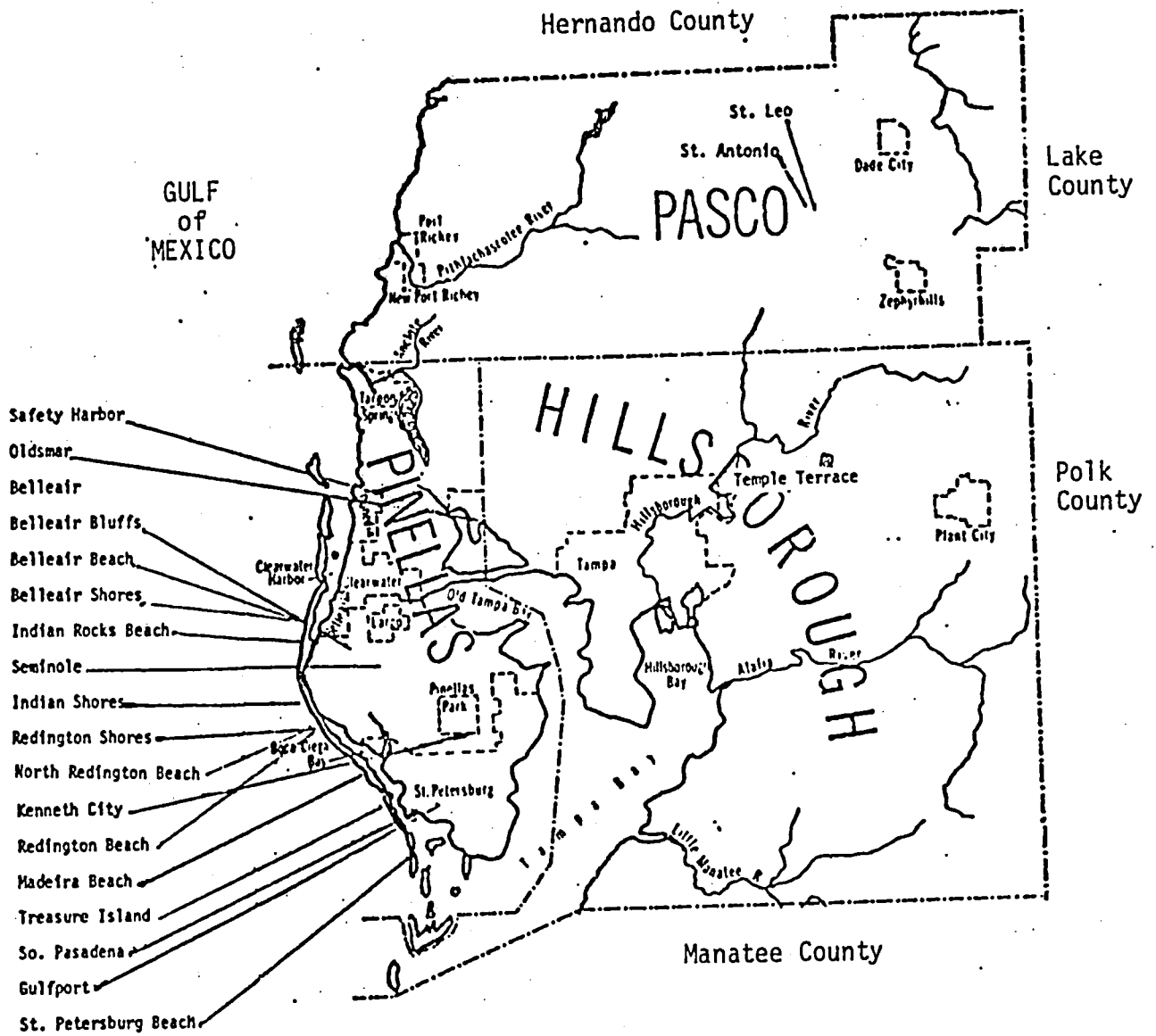


Figure No. 3  
CITIES IN THE REGION

	City	Incor.	Pop.	Type Gov.
P i n e l l a s  C o u n t y	Belleair	1897	3,600	Council-manager
	Belleair Beach	1950	1,400	Strong mayor
	Belleair Bluffs	1967	2,700	Council-clerk
	Belleair Shores	1955	130	Strong mayor
	Clearwater	1897	81,200	Council-manager
	Dunedin	1899	27,621	Council-manager
	Gulfport	1910	12,668	Council-manager
	Indian Rocks Bch.	1925	3,060	Council-manager
	Indian Shores	1949	2,500	Council-clerk
	Kenneth City	1957	5,300	Council-clerk
	Largo	1905	52,000	Council-manager
	Madeira Beach	1949	4,919	Council-manager
	No. Redington Bch.	1953	950	Council-clerk
	Oldsmar	1929	2,700	Council-Adm. Assis.
	Pinellas Park	1914	33,000	Council-manager
	Redington Beach	1945	1,672	Council-clerk
	Redington Shores	1955	2,100	Council-clerk
	Safety Harbor	1915	4,200	Council-manager
	St. Petersburg	1892	270,000	Council-manager
	St. Pete. Beach	1943	11,000	Council-manager
	So. Pasadena	1955	4,500	Council-clerk
	Seminole	1965	3,115	Council-clerk
	Tarpon Springs	1887	10,000	Council-manager
	Treasure Island	1937	8,500	Council-manager
H i l l s	Plant City	1884	16,601	Council-manager
	Tampa	1849	300,000	Strong mayor
	Temple Terrace	1925	10,751	Council-manager
P a s c o  C o.	Dade City	1889	5,000	Council-manager
	New Port Richey	1916	8,000	Council-manager
	Port Richey	1925	1,500	Council-clerk
	St. Leo	1891	967	Council-clerk
	San Antonio	1891	452	Council-clerk
	Zephyrhills	1916	4,000	Council-manager



ever, Pasco County Commissioners established a Charter Commission in September, 1974; charters have been proposed in Hillsborough and Pinellas but have failed in public referenda. In the past the partisanly elected county commissions of all three counties were full-time. All three counties have hired county administrators: Pinellas in 1963, Hillsborough in 1972, and Pasco in 1973.

Political party registrations differ in the counties. This is primarily the result of the varying source and type of immigration which will be discussed later. Pinellas and western Pasco more often vote Republican, whereas eastern Pasco and Hillsborough traditionally vote Democratic. The Pinellas legislative delegation has been influential in the minority leadership in the state legislature.

One-man-one-vote rulings and growth patterns have resulted in legislative districts that do not conform to county boundaries. Some Hillsborough legislators represent small sections of Pasco and Pinellas, while some Pinellas legislators represent Pasco as well. In addition, some Pasco residents are represented by legislators also serving neighboring counties outside of the Panel's study area. There is no evidence that this blurring of boundary lines has produced an increased sense of regionalism on the part of citizens but it has certainly oriented the elected legislators to regional considerations. Currently, the region falls into three Congressional districts.

Another governmental influence fostering a regional identity is state and federal designations for comprehensive planning and coordination for program grants. The trend in the legislation establishing federal programs is to give preference to areawide or metropolitan jurisdictions. This influence on the Panel's proposal will be explored more fully in a later section. Figure No. 13 on page 54 lists the major groupings of this type.

Pasco was included in the Tampa-St. Petersburg Standard Metropolitan Statistical Area after its growth and needs became intertwined with those of the other two counties. An SMSA is defined by the Bureau of Census as a group of contiguous counties, with at least one central city of 50,000 or more population, which are essentially metropolitan in character, and are socially and economically integrated. Pasco County was added in April, 1973 based on the fact that twenty-five per cent of its labor force commutes to its two neighbor counties.<sup>6</sup> The regional grouping of the three counties is recognized by state and federal departments other than the Bureau of Census. Although these have included other than the three study counties in groupings for program funding and review, these groupings have almost always included the tri-county area as a nucleus. Another

Figure No. 4

POPULATIONS in REGION

Date	Hillsborough	Pasco	Pinellas
1920	88,257	8,802	28,424
1930	153,519	10,574	62,149
1940	180,148	13,981	91,942
1950	249,894	20,529	159,249
1960	397,788	36,785	374,665
1970	490,265	75,955	522,329
1974 <sup>1</sup>	638,800	108,865	731,512
1990 <sup>2</sup>	883,000	176,500	1,087,230

<sup>1</sup>Figures reflect estimates for Pinellas and Hillsborough and a special census for Pasco.

<sup>2</sup>Projections from Bureau of Economic and Business Research, University of Florida.

statistic that has influenced the official linking of Pasco with its neighbors is the fact that over sixty-five percent of its population is concentrated on Pinellas' border in the New Port Richey area.

Rapid growth and its patterns need to be explored at some length since they are the moving forces and contexts for increasing interest in "regionalism" in the area. Studies show that one hundred percent of Pinellas' and Pasco's increases in population has resulted from immigration; Hillsborough's is more reflective of the national picture with fifty-eight percent resulting from immigration and forty-two percent from natural increase.<sup>7</sup> The source of this immigration falls generally into two patterns: Pinellas and western Pasco attract a larger proportion of retirees from the northeast, whereas eastern Pasco and Hillsborough attract a generally younger working age new resident, more often from the southeast.<sup>8</sup> These variations certainly have ramifications on the political, social, cultural and economic life of the counties. Pinellas has long been known nationally as a retirement center, so much so that in recent years its central city, St. Petersburg, has consciously tried to downplay its "green bench" image. But Pasco is now vying for retirees and offers the attractions of lower cost land and more lenient building restrictions, particularly for mobile home development. Today the Pasco median age is 53.4 years and that of Pinellas is 48.1 years; Hillsborough is more typical of the national median with 28.5 years.<sup>9</sup>

The percentages of nonagricultural employment shown in Figure No. 5 below show marked similarities between the type of jobs in the three counties. Pinellas' larger numbers in service industries, reflecting its tourism, offset lower manufacturing totals. It has already been noted that today Pinellas has almost no agriculturally related jobs while, this is still

Figure No. 5

NONAGRICULTURAL EMPLOYMENT in REGION

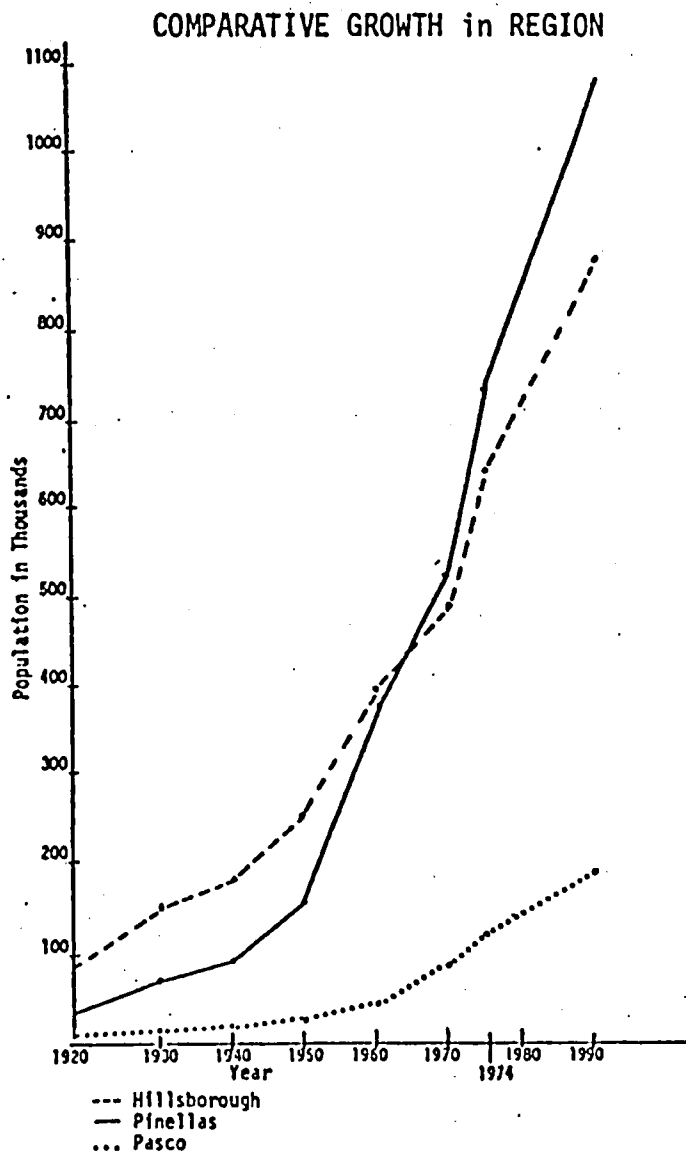
Type	Hillsborough	Pasco	Pinellas
Manufacturing	.16	.16	.12
Construction	.07	.08	.07
Utilities	.07	.06	.04
Trades	.23	.23	.24
Finance	.05	.06	.06
Service	.14	.13	.20
Government	.14	.14	.11
Miscellaneous	.12	.16	.16
Source: Actual figures translated into approximate percentages from Research and Statistics Department information, Florida Industrial Commission report, 1972.			

a significant part of the economy of Pasco and Hillsborough. The percentages of retirees in both Pinellas and Pasco is high; in fact fifty-six percent of all Pasco families receive income from social security.<sup>13</sup>

The patterns and location of growth reflect a variety of forces. Obviously the attraction of near-by water cannot be overstated. Highway patterns are also important determinants. Highway 19 has literally strung a path of subdivisions up the western border of the region (refer to Figure No. 1, page 9). Hillsborough Avenue as it moves from Tampa into Pinellas also has attracted subdivisions and commercial development. Three highways into Pasco have influenced development in its non-coastal region: Highways 41 and 301 and I-75. Eastern Hillsborough's unincorporated bedroom community around Brandon depends on Highway 60 for its patterns. More recently, the opposite ends of Howard Franklin Bridge, a part of I-75, have

become popular sites for regional offices, shopping centers and motel and condominium projects.

Figure No. 6



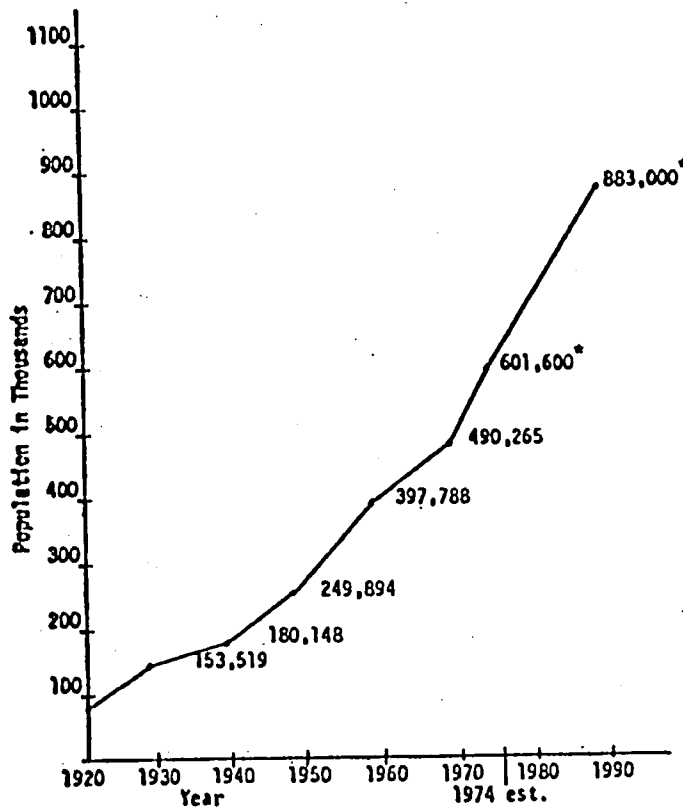
#### Hillsborough County.

In Hillsborough County, population growth since 1970 has already exceeded that which occurred in the sixties and this has caused the projections of planners, which had assumed a flattening of the upward curve, to be adjusted. The estimated county population in January, 1974, was 601,600, which represented an eight percent increase during 1973 and a

twenty-three percent increase since 1970.<sup>10</sup> Much of this growth has been in the northwest section which is adjacent to both Pinellas and Pasco. The other major growing area is around Brandon.

Figure No. 7

HILLSBOROUGH COUNTY POPULATION GROWTH



Source: U. S. Bureau of Census  
\*Estimates: Bureau of Economic and Business Research, University of Florida

Hillsborough growth pressures have been perceived by its citizenry largely in terms of county-wide breakdowns of the road systems and in overcrowding of schools. In certain areas, such as the Hillsborough suburb of Town and Country, water pressure is frequently insufficient. In periods of drought, county-wide water restrictions have been necessary and this has been one of the contributing factors to the beginnings of generalized concern with the ramifications of growth.

An aggressive Environmental Protection Agency in the county, and the subsequent firing-rehiring of its controversial director, has also helped focus citizen concern on water pollution from sewage effluent. State bans on new hook-ups to the City of Tampa's overloaded plant have been successfully postponed by city officials. Media reports of the threat of temporary permits has imparted a sense of urgency in the general public.

In the unincorporated areas water, sewage and solid waste disposal are furnished by private industry through franchises. Water and sewage plants are often package plants that have been built by developers. Break-downs, inadequacies and bankruptcies have inconvenienced a succession of county communities and their residents and have probably developed a rather wide, but latent, awareness of the need for more encompassing planning in the utility area, as well as coordination and economy of scale considerations for these functions. These utility problems have prompted the county government to move into direct provision of utilities.

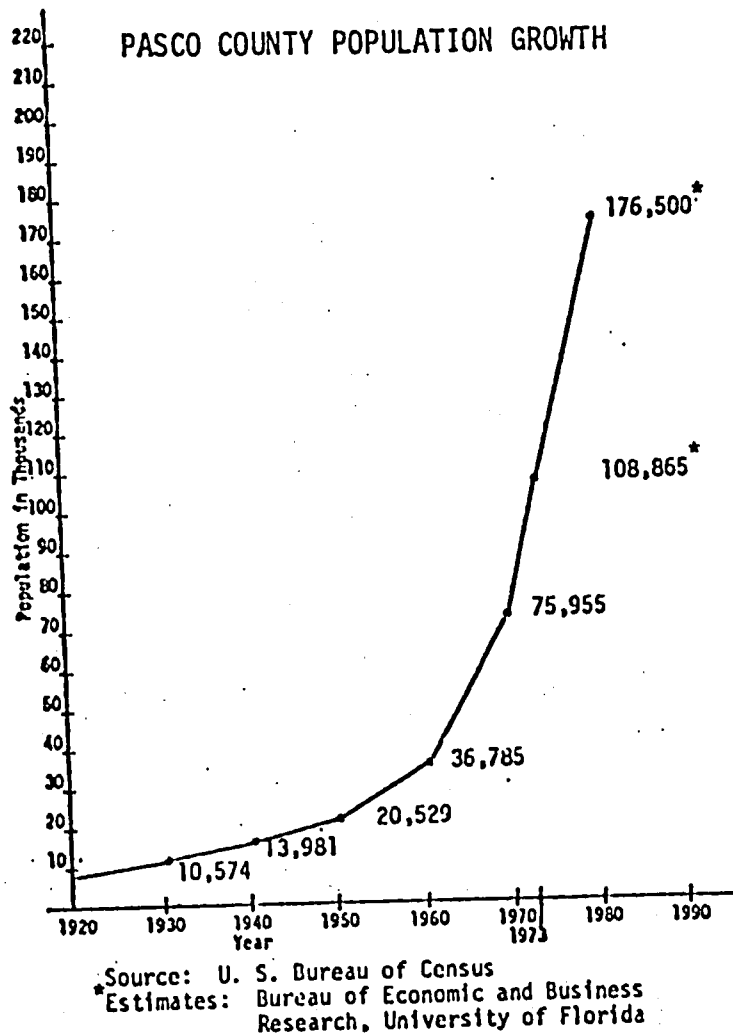
Lakeside residents in the northwest area have become very aware of regional aspects of water after lake levels dropped, due in part to over-pumping by the City of St. Petersburg in the wellfield area. A general awareness of the water resource problems has resulted from the opposition of Hillsborough officials to Pinellas County leases of land for wellfields which were executed some years ago when water was thought to be plentiful.

#### Pasco County.

Pasco assumes the role of the region's "late bloomer" and is now demanding its "boom". As the densities of Pinellas and Hillsborough Counties have increased, their overflow has spilled into Pasco along the principal arterial highways (refer to Figure No. 1, page 9). Although still behind its two neighbors in projections for the year 2000, it is anticipated that

Pasco will grow at a faster rate, doubling its population every eight years. While this growth has been unevenly distributed, with sixty-five percent of the population on the western coast, there is increasing pressure in the central and far eastern portions of the county.

Figure No. 8

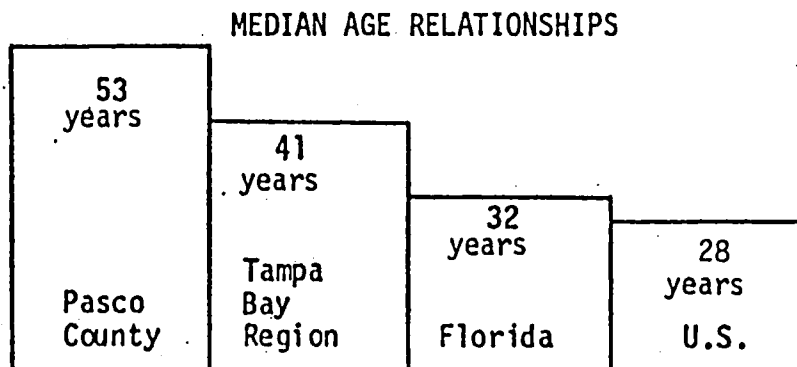


The New Port Richey area experienced a forty-six percent increase in population from 1970 until the special census in May, 1973.<sup>11</sup> The Port Richey area has seen an even more phenomenal increase of 114% in the same period. Growth within the county ranges from a thirty-five percent increase in the central county area to no growth in Dade City. Total county population at the time of the special census was 108,865.



The large number of these who are of retirement age in comparison to that of the region and state is shown in the figure below. In actual numbers, the 32,386 residents over sixty-four years of age was double the state's percentage.<sup>12</sup>

Figure No. 9



The median earnings of Pasco residents are among the lowest in the state and nation; this is largely because of the high percentage of retirees living on social security payments.<sup>13</sup>

During most of its history Pasco was seen as an agricultural county. It has large citrus and food processing facilities. Development has taken land out of production, of course, but it is also apparent that there has been a shift from a reliance on crops to livestock as the main agricultural type at the present time.<sup>14</sup>

Just as the county is divided in topography between the coastal area and the more rolling inlands, its populations show differences as well. Immigration to the New Port Richey area has occurred more frequently from the northeast and is reflected in a more mixed political life there, whereas the less tourist-retirement oriented sections have more similarities to Hillsborough's rural areas in the eastern part of Hillsborough.

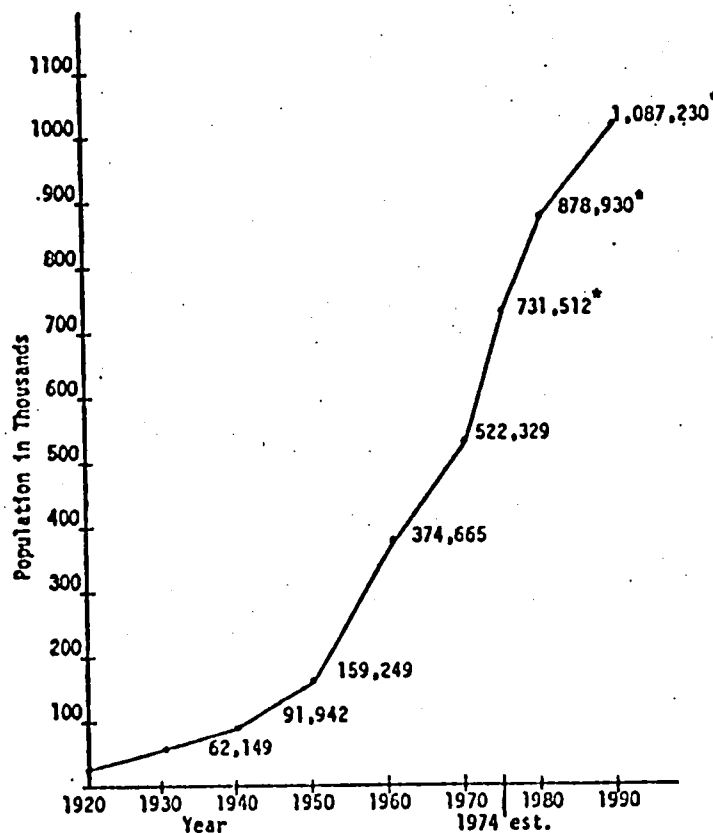
There are six incorporated cities in the county: Dade City, St. Leo, and San Antonio, all incorporated in the last century; and, New Port Richey, Port Richey, and Zephyrhills.

### Pinellas County.

Pinellas County today bears little resemblance to the quieter area of only a few years ago that was oriented to winter tourism and saw shuttered summer downtown windows in its two major cities while the residents joined their more inland neighbors at the Gulf beach cottages and pavillons. Pinellas County is the most densely populated county in the state with twenty-four municipalities and 731,512 residents.<sup>15</sup> These incorporated towns range from

Figure No. 10

### PINELLAS COUNTY POPULATION GROWTH



Source: U. S. Bureau of Census  
Estimates: Bureau of Economic and Business  
Research, University of Florida

Belleair Shores with its 130 residents to St. Petersburg with 270,000 citizens which dominates the southern tip of the Pinellas peninsula. Clearwater, the county seat, is the focus of the upcounty area. Strung along the length of the county are the other incorporated areas with only city-limit signs often to distinguish each for the passerby. But, while the casual traveller may assume that each neighborhood is just like the one passed, there is diversity as well as similarity among them. While many of the incorporations were fostered by the presence of cigarette tax returns from the state of sufficient size to offset most basic operating costs, today they serve to permit a variety of governmental concepts for their residents, particularly as they apply to growth.

Most of the Pinellas towns are too small to provide the full range of municipal services, or they have grown to their present size since the welter of interlocking agreements among the cities and the county, the special districts and the private franchises came into being. These serve to supply the water, sewage, garbage disposal, transit and fire protection, among other services.

Interlocal agreements within the county are widespread. While they have provided better service coverage, sometimes they appear to be approaching interlocal disagreements. The Gulfport sewer contract with St. Petersburg is an example. While St. Petersburg agreed to furnish Gulfport with collection and treatment, St. Petersburg has no means of density control or growth limitations in the agreement. Growth since the initial contract has severely overtaxed the system, especially during the rainy season when storm water further overloads the system. Additionally, the formula in the agreement does not allow for increases in charges to Gulfport to offset escalating costs. For example, the agreement calls for treating sewage from Gulfport at the rate of \$41.85 per million gallons, whereas the actual cost is closer

to \$300. Negotiations have served to increase Gulfport's payments to \$135 but this is still below what St. Petersburg feels is a fair figure.<sup>16</sup> And, this is not an isolated case in Pinellas County.

The council-manager form of government is well established in the county. Where the population is not large enough to support a full-time professional manager, the mayor and council function through a town clerk (refer to Figure 3, page 12). The older communities, of course, have long established identities. The economies of Clearwater and St. Petersburg have become more varied with growth as Figure No. 5 on page 16, showing sources of non-agricultural income, indicates. Many of the smaller towns are in reality incorporated bedroom suburbs of the two major towns. Industry is dispersed among them, often because it settled in what was then an outlying location, with residential neighborhoods growing up around the factory later. The county has sought and successfully attracted light industry such as electronics plants. The populations of the beach communities depend more on tourism for income.

Pinellas County has attempted to deal with the fragmentation of its local units. It depends on a manager system under a county administrator to serve this urban population. A county-wide planning council and a mid-county transit authority also were formed to centralize policy and programs. A county charter was proposed to form a federation between the county and its cities, but was defeated by a six-hundred vote margin in May, 1973. Disparities of services and costs were publicized in that campaign. For example, six percent of this urbanized county's population lacks regularly scheduled refuse pickups and those that do have this service have fees ranging from \$1.40 to \$3.35 for the same collection amount and period. Minimum water charges vary from \$1.50 to \$3.50 per service period and sewer services from \$1.35 to \$4.00.<sup>17</sup>

Pinellas' growth long since outgrew the water resources within its borders. These had been depleted years earlier by the failure of some wells by salt water intrusion. Pinellas protected itself by securing water rights outside its borders early on and has felt justified in continuing to exercise them in the face of criticism from Hillsborough and Pasco, where they are located and where growth and escalating water needs are now occurring. Pinellas has also felt that its wellfields have been blamed for all of the drawdown problems in its neighbor counties when in reality a variety of factors are at work.

Lawn sprinkling rationing and outright bans have awakened Pinellas residents to the problems of growth most graphically but the reliance of its economy on this has moderated Pinellas' response, as has the feeling that Pinellas has worked harder at keeping abreast of its needs, such as the control of polluting discharges into regional waters, than has its neighbor, Hillsborough. In effect, Pinellas does not want to now be penalized for being the region's affluent relation.

Not only in terms of its health and size does Pinellas often feel different, but also in terms of its political life. It was the first district in Florida to send a Republican to Congress since Reconstruction times and, in recent years, its state legislative delegation has been solidly Republican, and consequently active in the minority leadership. However, on regional issues delegations of the three counties have worked together in providing general acts allowing local units to cooperate on a voluntary basis.

Pinellas' problems from growth range beyond water. While it has some lovely parks, public beachfront land is at a minimum and escalating values have made it most difficult for local jurisdictions to attempt purchase of

remaining vacant parcels. The recent state program for purchase of endangered lands will only be a partial solution. Public transit is a needed service both because of overcrowded thoroughfares such as Highway 19 and the Gulf Beach avenues but because of the large number of retired residents who need to depend on it. The prolific growth has consumed land available for landfill waste disposal and attempts to provide alternative solutions by private composting and incineration services have malfunctioned.

#### Identification of Regional Problems.

This overview suggests that while coordination or centralization of intracounty delivery systems might alleviate many problems, there are others that are stymied by the lack of a regionwide component. A component which has jurisdiction over local government decisions which have direct area-wide impact is a minimum requirement for straightening out responsibility for regional effects. A coordinating body which has the power to resolve conflicts is dictated by the peculiar configuration of land and resources coupled with the settlement patterns which indicate a growing citizenry that uses more than one county for social and economic needs.

Beyond a coordinating role, a regional level unit is needed to provide for certain services. Water is an obvious example and one might acclaim that regionwide accomplishment seen in the tri-county water authority compact recently. Transportation is another natural area for multi-county service and there, too, a region-wide component was established in Tampa Bay Area Rapid Transit Authority (TBART). Two other services are destined for regionwide policy and some form of delivery largely because of cost and efficiency considerations: solid waste disposal and resource recovery, and sewage treatment.

The quality of sewage treatment is set in a special act relating to Tampa Bay in the so-called Wilson-Grizzle bill. This act provides that by 1977 all wastewater going into the Bay will have received tertiary treatment. Plants are now operating with temporary permits issued by the State Department of Pollution Control. The expense of tertiary treatment has motivated local governments to explore possibilities for central plants to reduce costs. A water quality report prepared by TBRPC found that independent programs by local governments would cost twice the amount of a regional system with plants serving larger areas within and between counties.<sup>18</sup>

Most jurisdictions depend on state and federal grants for capital costs of plants. Federal guidelines give preference to areawide systems. This growing realization that a multijurisdictional approach is a prerequisite to funding was reinforced after all but two of the applications for funding were rejected by the State Department of Pollution Control because that Department's ranking system gave a low priority to individual systems, making them unable to compete for the limited funds available. The two waste water systems that were funded were one in Hillsborough and in St. Petersburg. Even so, the reshuffling of priorities which led to these two grants was largely the result of "political power" within the region. Smaller cities were frozen out of the negotiations.

Interest in new methods of solid waste disposal and recycling is growing due to environmental concerns. The City of Tampa uses incineration which is causing air pollution outside the city limits. Pinellas County is so short of land for sanitary fills that it must look outside its borders or use a more expensive technology. Their Toytown fill, to which the

county and several municipalities take their garbage, has an estimated four years of use-life left. The location of Toytown additionally is a case in point of the lack of coordination on local decisions which have regional impacts. This landfill site is located along the I-75 route and the stench and hovering birds are clear markers for motorists and have certainly enlarged the consciousness of citizens about the ways in which our solid waste is disposed. Another unforeseen "regional" relationship also surfaced when seagulls enroute to the landfill ended up in the turbines of aircraft landing at the airport. Hillsborough County's sanitary landfills are now in outlying areas but growth in the region has shown that our hinterlands rapidly change their character.

Recent attempts to locate new areas for disposal of refuse have met with stiff citizen opposition. Pasco County has expressed concern that its plentiful land might provoke its neighbors to secure landfill sites there. A regional approach might give Pasco a direct role, and protection, in the location of such fills.

Resource recovery is seen by a number of professionals in the region as a vital part in solid waste disposal. The cost of technology and the volume necessary for profitable operations are motivating citizens and government representatives to get together. A recent estimate suggests that, to break even, a resource recovery plant should have a capacity of about five hundred tons of trash a day, an amount equivalent to that produced by a city of 250,000 people.<sup>19</sup> A group in the region is at work to form a private nonprofit corporation, a solid waste authority, with representatives from five counties. The state will be awarding a demonstration grant in 1975 and will probably select a regional proposal.



The Panel contends that coordination of, and provision for, services in four service areas is needed: water, transportation, sewage treatment, and solid waste disposal. We already have functional authorities for water, transportation and one in formation for solid waste. On a superficial level the evidence might lead us to pat the region on the back, yet the question remains as to whether single-purpose authorities are the answer. The proper role of special-purpose authorities is to deliver and operate the service but the planning and policy decisions must be made in conjunction with both the patterns of growth and an overall growth policy. Furthermore, the locations of major capital facilities must be reviewed for their regional impacts. For example, a major sports complex can easily turn a county transportation system into a regional artery. Most land use decisions obviously only affect their own local jurisdictions; however, for those few that have regional impacts, regional review is necessary.

A regional community is usually thought of as a single central city and its surrounding area, be that a central city like Tampa or St. Petersburg or another in the future. Each city or cities will serve as the focus of the region, with citizens identifying with the city, and its metropolitan range, for all of those personal, professional, health, educational, and other needs on a day-to-day basis. But, just as the entire gamut of citizen needs, experiences and interests has grown along with the growth of the city out into the region, so, too has the scale of government effort grown to embrace the regional dimension. In addition to the vital services properly performed by the various units and levels of local government, it is increasingly clear that certain ser-

vices and functions will need to be addressed at the regional level if major problems at that level are to be solved. Research is increasingly finding that the proper assignment of services to levels of government can accomplish many of the goals which were formerly addressed by structural recommendations such as consolidation. Some form of regional effort is needed within the public sector to match the existing individual citizen behavior patterns in the private sector which are also regional.

## REGIONAL DECISION MAKING: MULTI-COUNTY STRUCTURES

### Tampa Bay Regional Planning Council: Organization.

Tampa Bay Regional Planning Council (TBRPC) was established in 1961. The Council was organized under the provisions of Chapter 160, Florida Statutes, which states that "any two or more counties or municipalities are authorized to create a regional planning council." The main provisions of the act include: the associations of local government are to be voluntary; each member is to have two representatives; the council is to be funded by dues and authorized to receive state, federal and private funds; and, it is to act in an advisory capacity to local governments for the purposes of regional planning.

Four cities initially formed the Council: St. Petersburg, Tampa, Clearwater, and Sarasota. By 1974, the four counties of Pinellas, Hillsborough, Manatee and Sarasota and five other municipalities were members of the Council. Sarasota County and the City of Sarasota withdrew in 1973 and joined the Southwest Florida Regional Planning Council; however, the City of Sarasota recently was readmitted and now is a member of two councils. New members may join with a majority approval of the Council governing board.

There are two main organizational structures within TBRPC: the General Assembly and the Executive Committee. The General Assembly is made up of two representatives from each member government and meets quarterly. The representatives are chosen by the governing bodies of the member governments. These delegates may designate a proxy when unable to attend meetings as long as that individual is from the same jurisdiction. Planning department directors are qualified proxies. A chairman, vice-chairman, and treasurer are elected by the General Assembly and these officers automatically sit as members of the Executive Committee.

The By-laws provide for an Executive Committee and its composition. In addition to the three officers of the General Assembly, the Committee includes one representative from each of the counties, the immediate past chairman of the General Assembly, and an additional number of delegates up to a maximum of twelve. These latter Committee members are appointed by the chairman with the approval of the full General Assembly. The Executive Committee has the power to exercise all functions of the agency between the quarterly meetings and meets monthly.

The Council is funded by member contributions, and state and federal grants. Member contributions are based on a per capita assessment from county governments and a flat \$2,000 annual fee for each member municipality. Timely payment has been a continuing source of conflict. There was no penalty for nonpayment until a By-law change in July, 1974 which provides that assessments are due in full thirty days after they are approved by the General Assembly. Any member who does not remit the assessed amount within thirty days after the first day of the fiscal year shall lose voting privileges until full payment is made.

Local funds provide the required matching funds for state and federal grants as well as the basic operating revenues. State and federal grants account for a majority of the funds which go through the Council; for example, out of a total of \$1.5 million revenue in 1974-5, only \$234,187 was from member dues. Increased reliance on state and federal grants was reflected in the budget committee's decision to cut back county assessments from thirteen cents (13¢) per capita in 1973-4 to eleven cents (11¢) in 1974-5.

An executive director is hired who is responsible for conducting the business of the agency and directing the professional planning staff.

Although the Council was organized in 1961, it was not until 1966 that the first full-time director was hired. Member contributions for the first four years generated only \$48,000 in funds and without a full-time staff or adequate local matching funds the Council could not qualify for federal funds. An application anticipating federal funds through the Urban Planning Assistance Program was prepared with the assistance of planning staffs of local jurisdictions in 1965. In 1966, the Council received the first federal grant of \$55,000 and contributions that year from members amounted to \$39,000. By the 1974-5 budget year the staff had grown to thirty-nine members.

#### Tampa Bay Regional Planning Council: Responsibilities.

The purpose of the Council was stated by one of its original advocates, then St. Petersburg Mayor Herman Goldner, as the establishment of "a permanent volunteer planning committee to deal with problems of mutual interest." The goal was for local governments to pool their resources to provide comprehensive planning for the region. The goal of technical planning assistance to member governments has never been realized.

The responsibilities of TBRPC expanded through federal and state designations for review processes that were developed and refined in the years 1966-1968. These require comment and review by an areawide agency of applications by local governments for grants from higher levels. In 1966 the Council was designated as the administrative agency by the federal Department of Housing and Urban Development (HUD) and received federal "701" comprehensive planning program funds.

The Intergovernmental Cooperation Act of 1968 established at the federal level the process popularly known as A-95 review. This process provides that a metropolitan clearinghouse be designated and TBRPC serves as this for the

region. The clearinghouse must be notified of the intent of local agencies to apply for grants in a number of program fields: health care, law enforcement, juvenile delinquency, community action, economic development, housing, urban renewal, model cities, education and the environment, among others. The clearinghouse next notifies both state and local agencies which might be affected by the project. After this input, the clearinghouse either "signs off" on the project or attaches its qualifying comments to the application. The federal agency then makes the final judgment as to whether or not to defer to the recommendations of the regional planning agency. By 1973, TBRPC had processed more than 570 applications under this program worth \$1 billion in federal assistance to local governments.

The regional planning agency has also been designated for coordination of transportation planning including highways, airports and mass transit systems. It also plays a role in the qualification of local programs for federal funds in the fields of aging, law enforcement, pollution control and comprehensive planning. (See Figure 11.)

Recently the state has adopted requirements for areawide planning and review. TBRPC was designated for review of land use decisions with regional impact which is provided for in the Environmental Land and Water Management Act of 1972. Under this act, a Division of State Planning was created under the Department of Administration and ten regional planning districts were created; TBRPC is the administrative agency of one. Guidelines for what constitutes a development of regional impact were adopted by the state legislature in the 1973 session (Chapter 22, F-1). This DRI process (see Appendix 3) provides that a regional planning staff reviews plans of proposed developments and makes recommendations to its board for approval, denial or approval with modifications. After the governing board votes on

Figure No.11

TBRPC FEDERAL and STATE COORDINATION and REVIEW POWERS

AGENCY		ACTIVITY
Federal	State	
	Div. of PLANNING	Regional Planning District 8: State comprehensive planning Recommended for designation for areawide planning for both State and Federal agencies.
Office of Management and Budget		A-95 Review (1) receives notification when any unit applies for federal programs; (2) assessment of impact; (3) dissemination of information to appropriate agencies and units of government; (4) makes recommendations on grants to federal agencies within a 30 day time period
HUD	Div. of PLANNING	701 Comprehensive planning funds to prepare reports and plans for topics (solid waste, parks, housing, population); Provides major federal funding for regional planning agencies this program is being phased out 1974 and being replaced by the Community Development Act.
HEW	State Division of AGING	Aging: prepares plans and administers funds carrying out the Older Americans Act
LEAA	State Division of PLANNING	Criminal Justice planning for Pasco and Manatee counties; reviews requests for federal LEAA funds
	State Division of PLANNING	DRI: review agency for environmental. Impact statements and recommendations for projects with multi-county impact; can appeal local government reversal of recommendation
	Department of POLLUTION CONTROL	Sewer permit applications: review local sewer treatment plant applications to determine conformance to state and regional pollution control plans and policies
DOTTransp.	DOTTransp.	Airport systems planning: provides regional component of metropolitan highway planning
UMTA	DOTTransp.	Mass transit planning

the petition, it goes to the local zoning authority for action. If the local authority overrides the regional recommendation, then the regional council, in this case the TBRPC Executive Committee, may appeal it to the state which has the final authority.

Other state functions have also been added to TBRPC. The State Department of Pollution Control designated the staff of TBRPC for review of local sewage treatment plant applications to determine conformance with state standards. The State Department of Transportation recently expanded the regional council's role in certifying local jurisdictions for state and federal transportation funds dispensed by the state.

The agency's powers are only advisory to member governments. Over its history, representatives have argued that recommendations and staff findings must be implemented by member governments if the agency is to be effective. A high point of expectation for regional consensus which would be implemented was the recommendation for the establishment of a disaster coordinating council for emergency planning. Interest had been heightened by the hurricane Agnes experience in 1970, which produced extensive flooding in the region and pointed up the inadequacies of plans in cases of severe emergency. The disaster coordinating council plan was not adopted by the Council. This led regional leaders to complain that if agreement on survival in emergency cannot be reached, there is little or no hope of meeting more controversial challenges.

#### Tampa Bay Regional Planning Council: Problem Analysis.

In Chapter 2, the rationale for coordination of regional decisions and regional planning was detailed. TBRPC offers the most comprehensive vehicle for such coordination and planning. Therefore, the Panel has closely analyzed the workings of the Council.



Representation is based on two delegates from each member jurisdiction. This means that St. Petersburg Beach with a population of 12,023 and the City of Tampa with 296,193 residents have the same representation in the General Assembly.

Although the representation formula in Chapter 160, Florida Statutes, provides for the base of two representatives per member jurisdiction, it allows one additional representative for each 50,000 population residing within such jurisdictions. The TBRPC charter has not been amended to reflect this provision.

The Panel believes that representation that is not based on population is undemocratic. The fact that a vote by TBRPC does not accurately reflect the region's populations also inhibits attempts to give the agency more authority since such votes cannot be said to represent a regional consensus.

Cities within the member counties are admitted by a majority vote of the council. Each city pays \$2,000 dues annually regardless of size. Comparison among the number of incorporations within the three counties has always provoked the criticism of "Pinellas dominance". Six Pinellas cities are now members. Including the counties' representations, Pinellas has fourteen votes out of the total twenty-six possible on the council.

Delegates to the council are designated by member governments. Their terms depend on each local jurisdiction. For example, Hillsborough County rotates assignments annually. Others, cities like Tampa and St. Petersburg, decide at the time of new city elections. This means that there can be a lack of continuity. In addition, planning directors of local jurisdictions can serve as proxies and some delegates routinely rely on these proxies.

Another problem that has arisen from the manner of determining delegates, and which probably is a factor in the reliance on proxies, is that of overcommitment of some elected officials. Figure No. 12 indicates that

Figure No. 12

## INTERLOCKING BOARDS IN REGION

REPRESENTATIVES ON MULTI-COUNTY BOARDS: MOST POPULATED JURISDICTIONS							
Board	Date	Hillsborough	Tampa	Pinellas	St. Petersburg	Clearwater	Pasco
TBRPC	1972-3	Castor Curry	Chillura <sup>2</sup> Copeland	Brumfield Iley	Wedding <sup>2</sup> Schuh	Hougen Watchler	Voorhees <sup>4</sup> Holt <sup>4</sup>
	1973-4	Castor Curry	Chillura <sup>2</sup> Copeland	Brumfield Dockerty	Wedding <sup>2</sup> Schuh	Carwise Rankin	Voorhees <sup>4</sup> Holt <sup>4</sup>
	1974-5	Castor Davin	Chillura <sup>2</sup> Copeland	Stephens <sup>1</sup> Dockerty	Wedding <sup>2</sup> Schuh	Carwise Rankin	Olson <sup>1</sup>
TBART	1972-3	Castor Curry	Chillura <sup>2</sup> Orr <sup>3</sup> Smith <sup>3</sup>	Brumfield Dockerty Barnes <sup>3</sup>	Wedding <sup>2</sup> Cate	DeBlaker <sup>2</sup>	Voorhees <sup>4</sup>
	1973-4	Castor Curry Lester	Chillura <sup>2</sup> Orr <sup>3</sup> Smith <sup>3</sup>	Brumfield Dockerty	Wedding <sup>2</sup> Cate	DeBlaker <sup>2</sup>	Voorhees <sup>4</sup>
	1974-5	Castor Curry <sup>1</sup> Davin	Chillura <sup>2</sup> Orr <sup>3</sup> Smith <sup>3</sup>	Stephens <sup>1</sup> Dockerty Barnes <sup>3</sup>	Wedding <sup>2</sup> Cate	DeBlaker <sup>2</sup>	Hamilton <sup>1</sup>
WEST COAST WATER AUTH.	1974-5	Curry	Twatman <sup>3</sup>	Rainey	Wedding <sup>2</sup>	n.a.	Law <sup>1</sup>

<sup>1</sup>Newly elected official  
<sup>2</sup>Election will take place this term  
<sup>3</sup>Not an elected official  
<sup>4</sup>Term ended November, 1974

some officials in the region serve on a number of interlocal governing boards and must allocate time for these responsibilities. This can come at the expense of either the local or the regional responsibility, or in the case of part-time officials of either the public's or their private business. Even the use of proxies has not always solved the problems of obtaining quorums. This attendance problem was one of the factors which resulted in the formation of the Executive Committee; the DRI responsibility with its time constraints precipitated the change.

The role of the Executive Committee is in transition within TBRPC. This Committee carries on the working administration by monthly meetings between the quarterly meetings of the General Assembly. There was no quarrel with this arrangement until the advent of the DRI power, which has brought challenges from non-members of the Committee. An exchange in June, 1974 highlights this: Clearwater City Manager Picot Floyd argued that the Executive Committee exercise of power was illegal and not provided for in the state law under which TBRPC was constituted. The TBRPC chairman retorted that the full council could overturn the Executive Committee decisions at quarterly meetings and countered that the approval of Executive Committee minutes at meetings of the whole was tantamount to approval of committee actions. The attorney for the council cautioned that if the full council overturned the committee's favorable decisions of DRI's under present working procedures, developers might have legal recourse. The conduct of business by the Executive Committee is likely to be challenged again whenever its decisions carry real authority.

The DRI decisions point up the shakiness of the council's commitment to "regional" goals and cooperation. The DRI process has resulted in an uncomfortable position for those who do not want to interfere with local

decisions. Petitions seeking DRI approval have provoked parochial bargaining. The problem is exemplified by the discussion preceding the vote on a DRI review in Pasco County. The staff had recommended approval. It was reversed by the unanimous vote of the Executive Committee. The Hillsborough representative argued that the Pasco development would generate 30,000 people along Highway 41 and most of this population would work in Hillsborough County, overloading an already crowded highway route. The Pinellas representative argued against the development because of concern over its location near the Cypress Creek Wellfield which is under development and to which Pinellas is building a large pipeline. The Pasco representative argued vehemently for approval and was quoted in the press as complaining that "Hillsborough and Pinellas representatives don't want us to grow because they want to keep all the growth for themselves." The local zoning authority, the Pasco County Commission, overrode the recommendation of the governing council of TBRPC, giving that council the right to appeal under the law. When such a vote was taken, the council did not vote to appeal to the state. While every case has a differing constellation of forces influencing it, the record in the tri-county area shows that out of fourteen recommendations, seven have been reversed by local governments and none have been appealed.

Such land use decisions are guarded by local governments as "theirs" and this has made the authority of TBRPC in the DRI process repugnant to some members. An example is the relationship of Sarasota County and the City of Sarasota to TBRPC. These members on the south of the region felt that the giants of the area, Hillsborough and Pinellas, were growth-oriented and would force development on Sarasota County. During this time internal change was occurring in Sarasota County and the growth

ethic was being challenged. After a long struggle with the State Division of Planning, Sarasota County and the City of Sarasota were assigned to the Southwest Planning District. The City of Sarasota has come back to TBRPC and asked to keep its membership for purposes of federal and state grant processing.

Although technical planning assistance was to have been a main function of TBRPC, this has not materialized. Technical reports on the resources, population, land use, solid waste and other facets of the region have been prepared over the years. These reports have included a statement of problems and recommendations for both regional and subregional policy. While most of the reports have been adopted by the governing council, none has been implemented to any measurable extent.

On the question of "advisory" powers to local governments the Panel found that the council had not been effective in getting member jurisdictions to carry out its recommendations, even though the data in the reports is used by public administrators. The fate of the emergency preparedness plan has already been mentioned. The lack of serious consideration of the recommendations as a true basis for implementation is exemplified by the June, 1974 quarterly meeting at which the report on the controversial subject of low and moderate income housing was adopted unanimously after one question for clarification. It was clear that this vote had little meaning and typifies the council's functioning as a discussion society.

Any assessment of the factors present in the council's decisions and their subsequent implementation, or not, at the local level must also take into consideration the local-state-federal power interplays. The "voluntary" image of TBRPC at its founding has been modified by the assignment of state and federal mandated functions detailed in Figure No. 11, page 35. Local

governments complain about federal and state coercion, while supporters see this influence as a rationale for the continuance of TBRPC. The September, 1973 designation of TBRPC by the State Department of Planning as one of the ten planning districts reinforced the view that the agency is "imposed" on local governments rather than created for and by local governments. A recognition of this view has prompted the Panel to hope that its recommendations will be seen as creating and defining the regional role at the local level through citizen participation.

A manifestation of this same confusion and conflict of roles and authority is the dichotomy that is often perceived to be present between the council and its staff. An often-posed question is which one is the regional planning council. Federal and state program directives set up the staff as filters, and even roadblocks, to local government grant applications, thus assigning to them a power that can be seen as antithetical to local needs. An example is the conflict over the designation of the agency or agencies in the region which would receive what is known as the "134 designation". The governor has the power to designate Metropolitan Planning Organizations (MPO) who as 134 agencies play a "pass-through" role in the flow of federal funds (the "112" program) which provide planning of local roads required for the Urban Area Transportation Studies (UATS). In the region there are two such programs: the Tampa Urban Area Transportation Study (TUATS) and the St. Petersburg Urban Area Transportation Study (TUATS). In the state the governor has designated agencies of only county-wide oversight, as well as regional, as 134 agencies; in this area TBRPC originally was given this responsibility.

Prior to this, TBRPC had set up a Regional Transportation Study which was to serve to coordinate regional planning with TUATS and SPUATS. It was the understanding of local planning units that submissions would be

made up of separate component parts. But TBRPC conceived its 134 responsibility to be to provide composite plans. Local units felt that this removed meaningful decisions on roads from the local level and also would result in the fate of submissions being determined by the weakest link in the regional chain. Separate submissions would obviate this danger. Consequently, local representatives of Pinellas and Hillsborough jurisdictions successfully moved that TBRPC deny the 134 designation and ask the governor to assign it to TUATS and SPUATS. The state DOT is questioning whether the local transportation units can meet the federal requirements and the TBRPC staff is also fearful that failure to have the designation at the regional level will cause TBART to lose planning funds for the current year. The governor has written letters to local officials asking for their recommendations and the issue is still awaiting final resolution.

Besides serving to illustrate the competition for power at the various levels, including the regional, it also highlights the problems of assigning "meaningful" decision-making. Roads as transportation networks are a primary means to accomplish land use planning and local units feel that they must guard this authority. TBRPC staff are frustrated on the other hand with the lack of implementation over the years of their plans and want to gain the tools necessary for implementation of their work. Local units feel that a satisfactory balance was achieved in the Memorandum of Agreement that was signed in early 1974.

Clarification of the Memorandum of Agreement again illustrates the undercurrent of mutual distrust between the local units and the TBRPC staff that is sometimes present. Such a memorandum, which would define the respective roles of the region and the local jurisdiction in transportation planning, is a requirement by two federal programs under the DOT, the

Urban Mass Transportation Administration (UMTA) and the Federal Highway Administration (FHWA). The local units felt that the initial TBRPC proposal was drafted without their participation and presented to them so near the federal deadline as to prevent meaningful accommodation of all viewpoints. Although a successful compromise was finally worked out, with the local jurisdictions and the regional planning agency negotiating as equals in a reciprocal "signing-off" of each other's plans, antipathies were developed which linger. However, the final Memorandum of Agreement represents one model of a valid balance of regional and local roles and authority.

The Panel's study, of which the foregoing is only a highlight, indicates that a planning entity is needed at the regional level to provide coordination and to deal with areawide service planning. In regard to this latter need, it was noted by the Panel that smaller cities are especially sensitive to the fact that there have been enough "plans" and what is now needed is provision for services at the lowest cost. There has also been a recognition of the fact that delivery units at the regional level, such as TBART and the new Water Resources Authority, are separately established with no mandatory requirement of coordination of planning. This leads to the obvious question of whether this is the proper avenue to take to meet regional needs.

#### Tampa Bay Area Rapid Transit Authority (TBART). Organization.

Tampa Bay Area Rapid Transit Authority is another multi-county structure and was established in 1972. The concept and background studies were developed by TBRPC. TBRPC had recommended a regional transit authority. Meetings to get such an intergovernmental agreement were held in 1970-71. General interest in the cost of individual systems plus



the lure of coming federal dollars led to the passage of a Regional Transportation Act in 1971 (Fla. Statutes, Chapter 163.565) with leadership in the capital coming from this region. Representation disputes were settled and a charter for TBART was signed in September, 1973.

The act gives contiguous cities and counties of over 20,000 population the power to join together to form regional transportation authority with the power of eminent domain, the ability to issue revenue bonds and the right to levy up to three mills on taxable real property if local governments approve millage rates and it is in turn approved by public referendum. Such an authority may acquire local transit systems as long as this does not compete with existing private or public systems. Coordination with both regional planning agencies and the state Department of Transportation are provided. TBART was chartered under the general provisions of this act.

TBART's charter defines eligible member counties and cities as those with populations of over 50,000. The counties of Pasco, Pinellas, Hillsborough and the cities of Tampa, Clearwater and St. Petersburg are members. The board of directors is composed of one representative for each 100,000 population, or fraction thereof over 50,000. County population is determined by subtracting the populations of participating municipalities from the total county population. The Governor appoints two additional representatives. Representatives from members can be elected officials or persons designated to represent them. The board of directors consists of twelve local government representatives, plus the two gubernatorial appointees. On the current board, nine are elected officials, three, public administrators.

During its first year, TBART secured a federal grant to lay the groundwork for a comprehensive transit plan. A \$570,250 planning grant

from the federal Urban Mass Transit Administration was announced in June, 1974, and a contract was awarded for this work to TBRPC and a consulting firm. The planning grant is to fund a four-phase program: a definition of a system, community impact studies for each rapid transit technology, a description of financial resources, and local transit integration plans. It is expected that this work will be completed by August, 1975. Other TBART programs are assistance to member governments with grant applications, such as a Pasco County grant proposal for a dial-a-bus- demonstration project there, an interlocal agreement between the authority and Hillsborough County and the Tampa city transit system to provide suburban service to Brandon and the Town and Country areas. TBART received a \$200,000 grant to undertake a car pool study in the region.

TBART funding is from member dues. Budget limitations in its charter provide that administrative and planning costs shall not exceed \$300,000 annually. There is a strict clause covering non-payment of dues, based on the director's previous experience with this problem while serving as director of TBRPC. Any member who fails to pay dues ceases to be a member in good standing and its representative on the Board of Directors may not vote until payment is made.

#### Tampa Bay Area Rapid Transit Authority: Problem Analysis.

The agency is voluntary until such time that bonding or other obligations become conditional on no withdrawals. The representative of the City of Tampa recently appeared ready to test the legality of withdrawal following a controversy over the election of the chairperson. The chair had been held in the first year by a Pinellas representative before an indictment led to his removal from office, and thus from a seat on the authority. At the time of the new election it was suggested that the chair shift to another

county with each election. An internal squabble between elected officials in Hillsborough led to the election of the mayor of St. Petersburg as chairman. The City of Tampa representative criticized the Pinellas domination and led the Tampa City Council to direct its legal department to render an opinion on whether it could withdraw. For the moment, this controversy has subsided. TBART will have its third chairman in two years after this April since St. Petersburg holds city elections at that time and the mayor, and current TBART chairman, is not seeking re-election.

TBART is an operating authority with power to set policy on the kind of system that its jurisdiction should have. The Panel applauds this intergovernmental effort at cooperation for efficiency and economy of scale considerations. However, the Panel feels that transportation planning should serve to strengthen and support the comprehensive conceptual plans for the region, rather than having such plans built with mass transportation as the prime determinant of land use and density.

The TBART governing board has many overlaps with TBRPC as the Figure No. 12 on page 38 shows; this presents the same problems for it in possible overcommitment of its board as was cited with TBRPC. Citizen access and control of TBART is indirect: nine board members are elected officials and five are public administrators.

Smaller cities are closed out of participation on TBART by the population minimum. The question of their role is unclear on such matters of population densities large enough to support rapid transit, as well as whether they would be served by the location of rapid transit routes.

The Panel feels that the proper role of an authority should be to deliver the service in question once the required policy is made by a higher general purpose agency which is looking at the regional picture as a whole.

## West Coast Water Authority: Organization and Responsibilities.

The several years preceding the Panel study period saw repeated headlines produced by the region's "water wars". The referee in these conflicts was the Southwest Florida Water Management District (SWFWMD), a state water management agency whose governing board is appointed by the governor. This board is not based on population but on a fixed formula per basin board district, of which there are fourteen under SWFWMD. This conflict grew out of drought and patterns of growth. St. Petersburg and Pinellas County had farsightedly purchased wellfields in Hillsborough County prior to the more recent rapid urbanization of both counties. The rapid growth in Hillsborough in the area of these wellfields and the pumping there which helped to lower lake levels and increase failures of residential shallow wells nearby brought the role of their Pinellas neighbors to Hillsborough's public consciousness.

During this same period Pinellas County was laying a pipeline to the regional Cypress Creek wellfield being developed by SWFWMD in Pasco County and looking to that source to meet Pinellas' continuing growing needs for water. (Refer to Figure No. 17, page 78 for the location of these wellfields.) At the same time Pasco County was becoming increasingly aware of the attractions of its own growth and the plans of its neighbors to rely on Pasco water for their own continued growth.

In this climate accusations abounded and threats of legal action surfaced. SWFWMD was given regulatory powers in 1968 and exercised them to limit Pinellas withdrawals from wellfields. This led to building moratoriums in Pinellas because no further hook-ups were possible and to a water allocation formula for the thirteen municipalities which buy water from the Pinellas County system on a wholesale basis. A period of drought

brought increased lawn sprinkling and precipitated a ban on this use. Tap pressure was a problem in many areas and numerous small crises occurred around the region.

Pinellas became dissatisfied with SWFWMD because they only had one representative on that governing board and yet was the largest county within that fourteen-county water district. A joint development of water resources was seen as an answer and the three counties within the study area began to explore this possibility. This resulted in legislation under the terms of which local governments may form water authorities for the production and sale of water to members. The motivations of the three counties and participating cities were those of enlightened self-interest. Hillsborough would need to go outside its boundaries in the future for water as Pinellas had done and all saw that there were values to be gained. The legislative act gave the authority a funding base from member contributions as well as the ability to issue revenue bonds and levy a .5 mill tax which is subject to a successful referendum. Such authorities also have eminent domain power. The role of SWFWMD can be defined by the authority through their requests for assistance in planning water resources. SWFWMD has the authority to become involved in water supply decisions when requested by a jurisdiction which claims that another unit is depriving it of the reasonable beneficial use of water within its boundaries.

The West Coast Water Authority came into being in the fall of 1974 with the ratification by its three member counties, Hillsborough, Pasco and Pinellas, and two member cities, Tampa and St. Petersburg. It will be funded by members on a formula based on water consumption. It will produce and transmit water to members on a wholesale basis and develop plans for the accomplishment of this. It can hire whatever staff is necessary.

### West Coast Water Authority: Problem Analysis.

The Water Authority is voluntary and was formed by interlocal compact. The only provision made to restrict withdrawal comes after membership may in the future be set by bonding terms. The intensity of past water conflicts raises doubts about continued voluntary compliance and cooperation in a future crisis.

Representation is not set by a prescribed formula, but is subject to negotiation. In the agreement completed in the fall of 1974, Hillsborough, Pinellas and Pasco Counties have one representative each, as do the Cities of Tampa and St. Petersburg. There is no established relationship to population and there is no formula for the addition of new members. Also, the representatives may be, but are not required to be, elected officials so a problem of accountability directly to the citizen is possible; one of the initial board is a public administrator.

The Authority is not required to have a formal relationship with TBRPC and thus coordinate its planning with other land use planning decisions in the region.

Another potential danger the Panel has identified is the presence of eminent domain powers in the legislation. These powers are not limited to the three-county region of the Authority and could allow the Authority to avoid a resolution of the allocation of water resources within the context of ultimate growth parameters and to play a more passive role by seeking out water, in whatever areas it can be found and as it is needed to serve whatever growth occurs.

### Proposed Solid Waste Authority.

A fourth single-purpose multi-county entity is in the process of coming into being with the incorporation by a consortium of citizens from a six-county area: the three study region counties plus Manatee, Sarasota and Polk

Counties. This consortium hopes to obtain a demonstration grant available under the provisions of the Solid Waste and Resource Recovery Act passed by the 1974 state legislature. Under this, private entities may contract with local governments and industries to recycle wastes for resale to consumers of raw materials. The group has been familiarizing itself with solid waste service delivery in the region and the economics and technology inherent in solutions. While there are very valid needs to embrace an area large enough for economies of scale in disposal and recovery operations, the Panel is concerned that the movement toward another single-purpose regional authority is indicative of the possibility of further fragmentation of policy making for the region.

#### Intracounty Authorities with Regional Impacts.

While there are only three multi-county agencies in existence now, there are many entities within counties which make decisions of regional impact and meet needs on a regionwide basis. These follow the pattern of single-purpose attacks on needs.

The Tampa Sports Authority supervises facilities that serve a wide area. It is in the process of enlarging its stadium and constructing a coliseum, the feasibility studies for each of which were predicated on attendance from the entire region. Travel to these events by individual automobile constitutes a significant part of transportation patterns and needs. The governing board of the Sports Authority is appointed by the Mayor of the City of Tampa. While its construction program is based on revenue bonds, both the City of Tampa and Hillsborough County have guaranteed annual contributions toward its facilities and operations.

The Hillsborough County Aviation Authority operates the Tampa International Airport, designated by the F.A.A. as the regional facility. The membership of its governing body is appointed by the Governor with the

Mayor of Tampa and a member of the Hillsborough County Commission serving ex officio. While it was originally supported by Hillsborough County millage, it is now supported by user fees. However, the Authority does receive debt service underwriting and some safety services from the City of Tampa and the county. Contrasted with this history of local funding and control is the fact that a majority of outgoing passengers at the facility come from outside Hillsborough County and a majority of incoming passenger destinations is outside the county. Cooperation with TBART and TBRPC has come as a reaction to pressure from the media, local government and the state DOT. Such coordination with TBART was a prerequisite for receiving federal funds and the state required an airspace study which was done in 1974 through TBRPC.

The Hillsborough County Port Authority in Tampa is appointed by the Governor and operates the port which serves as a distribution center for the region. It is empowered to levy millage in Hillsborough County only, although the majority of its revenue needs are met by user fees. The Port Authority is also directly involved in the region's water quality through its right to grant dredge and fill permits in bays and connecting waters. The authority has recently hired an environmental staff person but previously these decisions had been made primarily on the basis of what would be advantageous or detrimental to shipping. The Panel feels that port decisions are of areawide concern because of the environmental ramifications and because decisions about expansion and cargo types have a radiating effect on the economy of the entire region. Consequently, its policies need to be coordinated with comprehensive regional plans.

There are transportation and expressway authorities in all three counties and there is no impetus for coordination between them. They do not



depend on state funding as each is empowered to issue bonds. The recent controversy in Pasco and Pinellas over the creation of a parkway for through traffic to relieve Highway 19 and convert it into a local access road is a case in point. There was conflict on the location of the parkway and concern that other routes would not be connected. The project at the moment has been abandoned.

There are also multi-county boards established for mandated state and federal program reviews that are not assigned to TBRPC (refer to Figure 13 for a description). None of these are directly accountable to the electorate and there is very little public awareness of their existence or the various appointing mechanisms.

Another area of decision making with multi-county ramifications is local land use policy on zoning. This is especially true when the area at issue is adjacent to county lines. The several new towns proposed for the Pasco-Hillsborough border is a current example. Although for DRI purposes a development within two miles of a county line is treated as if it were to be located within the less populous county, this is not a sufficient answer. To illustrate one inadequacy, a development in Pinellas County must include 3,000 to require DRI review, while one in Pasco County need be only three hundred units to fall under the provisions. Pasco residents argue that each new Pinellas unit looks to it for water and yet it has no voice in growth decisions until they reach a high enough level of units in a single proposal. The DRI provisions are not designed to deal with cumulative growth impacts.

#### Identification of Deficiencies in Regional Decision Making.

In summary, the Panel found a lack of coordination for decisions now being made at the regional level. In order to avoid adding a general purpose layer of government, special single-purpose authorities have been

Figure No. 13

# AGENCIES DESIGNATED for FEDERAL and STATE COORDINATING ROLES (other than TBRPC)

Agency	State	Local	Activity
Federal			
Law Enf. Assist. Act	Criminal Justice Advisory Board	Hills. Crim. Justice Adv. Pin. County Crim. Just. Adv.	Criminal Justice planning: review requests for federal funds
Department of Labor		Hills. Manpower Plan Council Pin. Manpower Plan Council Pasco Manpower Plan Council	Manpower planning: formulates plans, allocates federal funds, (using federal guidelines plus local plan), evaluates programs
HEW	Compreh. Health Plan. Board	Fla. West Coast Health Council (Pin-Pasco) Hillsboro-Manatee Health Plan Council	Reviews certificate of need application preceding federal and state health care
Department of Transportation	DOTransp	TUATS SPUATS Pasco Applic. Pending	134 designation for certification of transportation plans (TBRPC did have this power but at the September executive committee meeting, the designation was rejected)
	Dept. Nat. Resources	SWMMD	Permitting of wellfields, regulation of withdrawal levels, regulation of Water Resource Authority formed in region
	Dept. Health Rehab. Ser.	Tampa Area Men. Health Coun. Pin. County	Review of grant applications for mental health programs --

created to deal with problems that crossed boundary lines, one at a time as they arose. This has served to actually deter coordination. The decisions of these authorities are sometimes binding but most often are advisory.

This regional approach to problems creates difficulties for the citizen in access to, and control over, decision makers. Some are appointed and some serve because of the elective or administrative roles they perform in the home jurisdiction. This demands that the parochial and the regional rights, roles and needs be correctly balanced. The overlapping memberships indicated in Figure 12, page 38, show that some officials wear several regional hats at once. Time constraints on their effectiveness are an important consideration. For example, The Tampa Tribune recently reported that a Tampa City Council vote-tie on the important question of transfer of water receipts to the general fund could not be resolved since the absent council member was then attending a TBRPC meeting. This question of available time has also been seen in the frequent decisions made without the full participation of members who are qualified to sit in judgment. The previously mentioned controversial Pasco DRI decision made by TBRPC was not appealed because the motion to take this action failed by one vote. It was noted at the time that one member of the Executive Committee had had to leave earlier to return to his local jurisdiction for a meeting there; what his vote would have been is not known but it could have been definitive.

## SERVICE DELIVERY IN SELECTED FUNCTIONS

This section will serve to orient the reader to the ways in which the five services the Panel identified as needing regional decision making are now being delivered in the region and its jurisdictions.

### Land Use Planning.

Because comprehensive land use planning is the framework on which service and resource planning must be built, it is appropriate that it is the first function discussed. Planning as a policy tool in shaping the community is a relatively recent function nationally. Until the last few years in the Bay area the seeming bountiful supply of land and resources limited the public's conception of the planning function to one of where to put the growth rather than to any study of the optimum parameters of that growth. While there are specific plans, such as for St. Petersburg in the early 1920's by the nationally known planner, John Nolan, land use planning on a continuing basis did not begin in the area until 1950. Even now much of this output remains "on the shelf". The remnants in the area of a "southern" conservative attitude toward governmental intrusion, heightened by the rationale that everyone was entitled to a share of the speculative action, also delayed the hard decisions necessary to deal with our growth. Only with the recent succession of water and pollution crises and service breakdowns has the public begun to demand from elected leaders a positive approach to the role of comprehensive planning.

The creation of planning departments in all three counties occurred after patterns of urban sprawl in the region developed, which heightened recognition of multi-jurisdictional considerations. Planning departments in all three counties have some countywide structure. These departments

have been given a variety of tools for land planning but their effectiveness has fluctuated due to inadequacies of operational funding and cooperation from elected officials. Another important determinant of effectiveness has been the disparity in controls between adjacent jurisdictions: an example is the pressure on facilities in Pinellas and Hillsborough near the Pasco line where less controlled growth is taking place. Planning has largely consisted of the development of so-called master plans which designate land use and are used as a basis for zoning decisions. Service, facility and capital outlay planning are normally initiated in the individual local departments or special authorities, although planning departments are sometimes involved. Where the planning is not a staff function under the chief administrative officer, the building and zoning departments handle the construction aspects of development administratively and separately from the planning function.

#### Pasco Planning.

Pasco County is divided into five planning areas, each with a planning commission which acts as a citizen advisory council to the county commission itself. The planning being done is primarily for the unincorporated areas of the county by the central planning staff. There is no comprehensive plan for the county although components of it are rapidly being completed. Subdivision regulations have been adopted and zoning and land use ordinances are in preparation. The municipalities of Port Richey and New Port Richey have zoning regulations and other tools to control land use within their borders.

#### Hillsborough Planning.

Hillsborough County's planning staff functions under a Planning Commission whose members are appointed by the county and the city councils of

the three municipalities. The basic funding is from tax funds through the county commission; municipalities contribute toward the cost of studies done specifically for them. The Planning Commission acts in an advisory capacity to the zoning authorities at each level, with larger majorities being required to override their recommendations. In Tampa, Temple Terrace and the county, the zoning authority is the elected council. In Brandon, there was an elected planning and zoning authority in operation for several years, but in November, 1974 it was declared unconstitutional by the State Supreme Court. In Plant City, a Planning Board, appointed by the city commission, holds zoning hearings and makes decisions, which may be appealed to the city commission itself. This is usually done only when a zoning change has been denied. The county and cities in Hillsborough are not required to adopt the comprehensive plans developed by the Planning Commission so that, although two such plans have been completed, none has legal force.

#### Pinellas Planning.

In the past, Pinellas County and the cities of St. Petersburg, Dunedin and Clearwater have had individual planning staffs, which worked directly under the executive levels of government. In 1971, legislation created the Pinellas Planning Council and amendments were made to this in 1974. The Council itself is composed of members appointed in the following manner: the county commission elects two of its members to serve; eight elected city officials from various towns are appointed to serve as representatives of individual cities or groups of cities; one member of the legislative delegation serves by appointment from that group; and one member is appointed from the Pinellas County School Board and by the Health Department. The Council is directed to coordinate all planning within the county and develop a countywide comprehensive plan, which in turn is

to be coordinated with regional planning done by the Tampa Bay Regional Planning Council. To do purely local planning, individual cities may maintain their own staffs, secure consultants or contract with the Planning Council. The comprehensive plan drawn up by the Council is submitted to all jurisdictions in the county for ratification. The Council attempts to reconcile differences that prevent ratification through a specified process of hearings, but ultimately a plan adopted by the Council comes into force in all jurisdictions. By ratification of three-fourths of the governing bodies of municipalities, the first county-wide comprehensive plan was adopted in 1974. Council plans for water, sewage, solid waste disposal may also be adopted by specific ratification procedures.

The Pinellas County Commission adopted a system of resource management as a planning tool in the spring of 1974. Allocations for water and sewage hook-ups are determined by a formula. The county provides water and sewage treatment to many small municipalities and therefore can control service planning for utilities on a countywide basis.

#### Regional Planning.

The need for regional planning in the Tampa Bay area was officially recognized in 1961 by the enabling legislation for the establishment of the Tampa Bay Regional Planning Council (TBRPC). In 1972 and 1973, the Council staff prepared a "Year 2000 Plan" to coordinate development patterns in the region; it was approved by the Council. During this same period each of the three counties in this study was also preparing comprehensive plans. Some antipathy has arisen over the proper sequence of these efforts and over where decisions on such determinants as transportation networks and density guidelines should lie. The "Year 2000 Plan"

has never been acted upon by TBRPC member governments. The Council staff has been criticized for lack of coordination with local governments in the development of the plan. One common complaint about the "Year 2000 Plan" is that it was drawn to establish densities sufficient to support rapid mass transit rather than on the full range of variables for sound land use planning. Those holding this viewpoint find reinforcement in the fact that the then director of TBRPC was instrumental in the formation of the rapid mass transit authority, TBART, and has since become its executive director. In any event, the implementation of the plan has never been aggressively pursued by TBRPC and there is little general awareness or understanding of it.

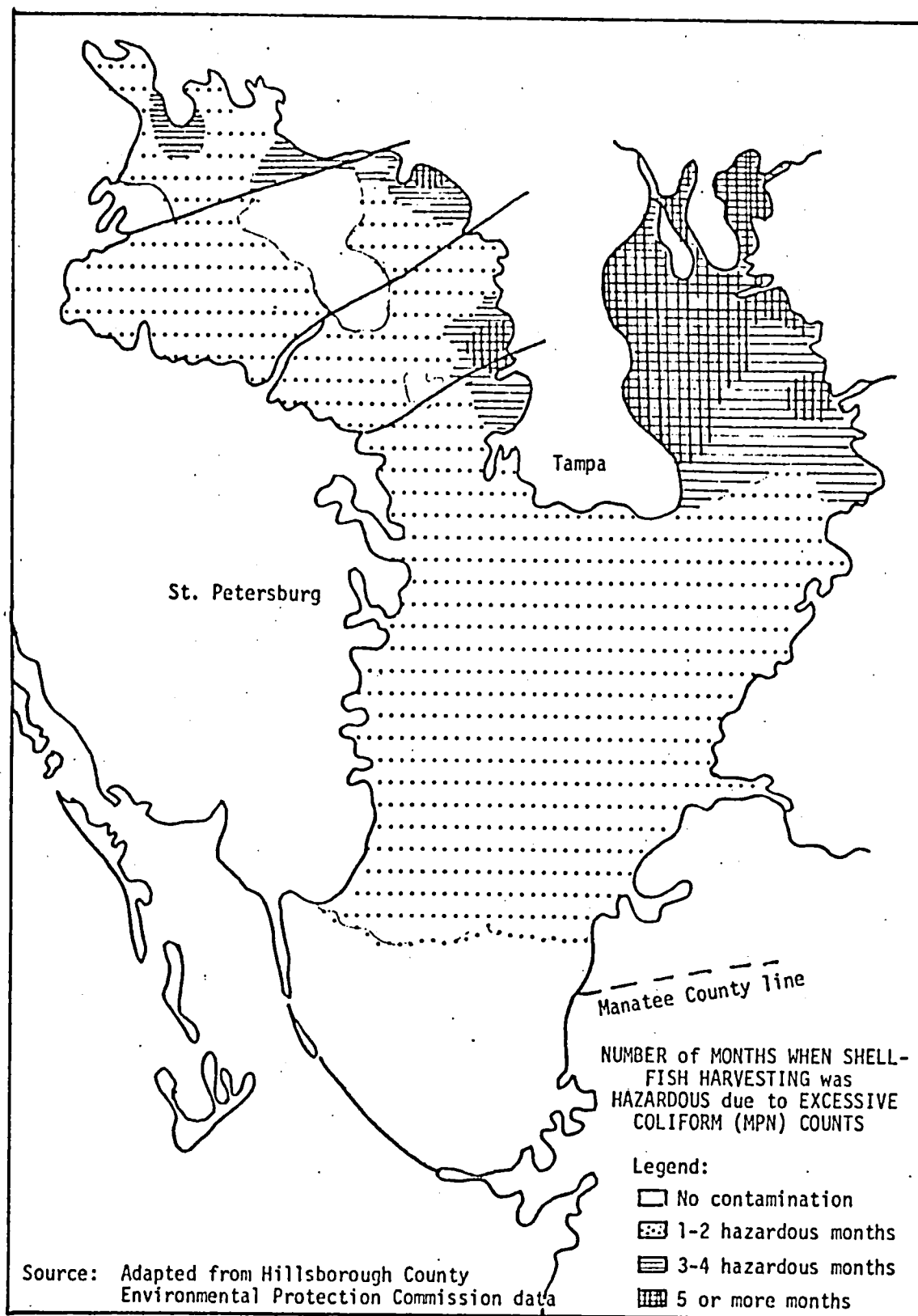
The Florida State Comprehensive Planning Act of 1972 set up a Division of Planning in the Department of Administration and gave it broad responsibilities. That same year the Florida Environmental Land and Water Management Act defined one of the ways this Division would be active at the local level on a regional basis: the Act codified the concepts of areas of critical state concern and developments having regional impact. TBRPC has no official role to play in the identification of critical areas of state concern, although it may make nominations to the state like any other agency or jurisdiction. Its role in the DRI process has been previously described.

#### Sewage Treatment.

The surface waters of Tampa Bay is one of the primary resources that support and attract the major social and economic activities of the region. In comparison with other parts of the nation the waters of the Bay system are relatively "clean". However, conditions vary widely: Bay water adjacent to the port and Tampa's primary sewage treatment plant at Hooker's Point are very polluted (see Figure 14). Pinellas neighbors have been very



Figure No. 14  
TAMPA BAY POLLUTION



critical of the effluent dumped in the Bay by the City of Tampa. Tampa is in the process of completing a \$132 million advanced waste water treatment plant and system to serve the city and some of its fringe areas. The plant was primarily funded by state and federal grants.

Florida law requires at least ninety percent treatment. The Florida Pollution Control Board recently adopted a policy requiring that all plants meet this goal within five years. The regional standard for the Bay waters was established through the Wilson-Grizzle legislative act which provides that by 1980 all discharge shall receive advanced waste water treatment; both Roger Wilson and Mary Grizzle are representatives from the region. Municipalities and private companies operate with temporary permits in the interim and must prove that they are making good faith efforts to move to the approved standards. The staff of TBRPC is involved in issuing permits through its cooperation with the State Department of Pollution Control.

#### Hillsborough County Sewage Treatment.

In Hillsborough County, the unincorporated area is served by private franchises (refer to Figure No. 15). Some one hundred twenty-six sewage treatment plants are in operation, along with 40,000 septic tanks.<sup>21</sup> The franchise arrangements for waste water treatment have failed to provide monitoring of these package plants. The county has been negotiating for the purchase of private systems over the last three years.

The city of Tampa's Hooker's Point facility bears the biggest burden of waste water treatment. This plant provides only primary treatment. The city also serves commercial strips in Brandon, the Tampa industrial park, the University of South Florida and the city of Temple Terrace. As previously mentioned, the city received funding through EPA for a

Figure No. 16

## SEWAGE TREATMENT in REGION

Jurisdiction	COLLECTION				TREATMENT				
	Collects Own	Collected by other City	Collected by County	Collected by Franchise	Treats Own	Treated by other City	Treated by County	Treated by Franchise	Septic Tanks
Belleair	X				X				
Belleair Beach			X				X		
Belleair Bluffs			X				X		
Belleair Shores			X				X		
Clearwater	X				X				
Dunedin	X				X				
Gulfport	X					X			
Indian Rocks Bch.	X						X		
Indian Shores	X				X				
Kenneth City			X				X		
Largo	X				X				
Madeira Beach	X						X		
N. Redington Bch.	X						X		
Oldsmar	X				X				
Pinellas Park	X				X				
Redington Beach	X						X		
Redington Shores	X					X			
Safety Harbor	X				X				
St. Petersburg	X				X				
St. Pete. Beach	X				X				
So. Pasadena	X					X			
Seminole			X	X			X		
Tarpon Springs	X				X		X		
Treasure Island	X						X		
Plant City	X				X				X
Tampa	X				X				X
Temple Terrace	X					X			
Dade City	X				X				
New Port Richey	X				X				X
Port Richey									X
St. Leo	X				X				
San Antonio									X
Zephyrhills	X				X				
Pasco County									X
Pinellas Co.	X		n.a.		X	X	n.a.		X
Hillsborough Co.	X		n.a.	X	X		n.a.	X	X

new plant. Plant City serves its incorporated areas and fringe with its own plant.

#### Pasco County Sewage Treatment.

In Pasco County, a majority of the county is served by individual septic tanks. New Port Richey, Dade City and Zephyrhills provide sewage treatment for the incorporated areas. There is a county project underway to provide services for the urbanized portions of the unincorporated areas.

#### Pinellas County Sewage Treatment.

Pinellas County's sewage service includes a seven-plant regional sewer system, with an additional plant soon to be in service. The South Cross Bayou System serves some 70,000 people in the unincorporated area. The McKay Creek System serves another estimated 10,000. These two systems also transport and dispose of sewage on a bulk basis for four surrounding municipalities: Pinellas Park, Madeira Beach, North Redington Beach and Indian Rocks Beach. In the three municipalities of Seminole, Largo and Belleair Bluffs the county retails service directly to the public. Approximately 15 - 20,000 customers are served by individual septic tanks. The remaining cities operate their own systems within their borders.

#### Regional Sewage Treatment.

The State Department of Pollution Control has overseen a revolving state fund for construction of sewage treatment plants. The governments in the region have been in stiff competition for these grants and eleven proposals were sent to the state in the 1973-74 fiscal year.

TBRPC was given a planning grant by the EPA to develop a water quality management plan for the Tampa Bay Sub-Basin. The development of such a plan was required prior to the awarding of the waste treatment construction grants under PL 660. An Interim Plan was prepared in March, 1972.

Federal Public Law 92-500 sets up grants for waste water treatment plants through the EPA. The law provides for 75% financing for construction plus 100% maintenance costs for three years and 75% for the next ten years. Monies for the program were impounded by the Nixon administration as an anti-inflationary measure in 1973.

#### Solid Waste Disposal.

Solid waste disposal in the three-county area is provided by cities, counties, franchised companies, as well as privately by individual citizens, industries, institutions and multiple-dwelling units. In the past such disposal has been viewed primarily as a necessity from the standpoint of pollution and public health and it is only recently that emphasis has been given to both social and economic values and goals of resource conservation through recovery programs.

Various means of disposal are used in the region with landfill dominating the picture. This is understandable since the region until recently had large amounts of undeveloped land, much of which by reason of topography lent itself to filling. Figure No. 16 indicates that sanitary landfill, on a systematic basis with compacting and covering, is carried on by both governmental units and private operators. Temporary organized landfills are sometimes utilized by both governments and individuals to upgrade low-lying properties. Officially, open dumps, as opposed to the more structured sanitary landfills, are prohibited by law. However, individuals and businesses take advantage of natural sites to illegally dispose of waste. There have been examples of refuse collectors and portable toilet vendors availing themselves of this means of disposal. Another natural repository for dumping of solid waste is the large number of bodies of water, both fresh and saline. While most

Figure No. 16

## SOLID WASTE DISPOSAL in REGION

Jurisdiction	Collection		Landfill			Incineration
	Own System	By Franchise	Own	Other Gov.	Priv. Fran.	
Belleair	x			x	x	
Belleair Beach		x			x	
Belleair Bluffs		x*				
Belleair Shores		x*				
Clearwater	x			x		
Dunedin	x				x	
Gulfport	x*					
Indian Rocks Bch.		x		x		
Indian Shores		x*				
Kenneth City		x		x		
Largo	x		x			
Madeira Beach	x			x		
N. Redington Bch.		x*				
Oldsmar	x*					
Pinellas Park		x		x		
Redington Beach		x		x		
Redington Shores		x*				
Safety Harbor	x			x		
St. Petersburg	x		x	x	x	
St. Pete Beach	x				x	
So. Pasadena		x*				
Seminole		x			x	
Tarpon Springs	x		x			
Treasure Island	x			x		
Plant City	x		x			
Tampa	x					x
Temple Terrace	x		x	x		
Dade City	x		x	x		
New Port Richey		x		x		
Port Richey		x		x		
St. Leo		x		x		
San Antonio		x		x		
Zephyrhills	x		x			
Pasco County		x		x	x	
Pinellas Co.	x	x	x			
Hillsborough Co.		x	x			
*Where blank disposal by franchise holder unknown.						

of this has been on an unplanned, illegal basis, there have been small planned efforts utilizing specific solid waste to foster reef development. Recent publicity about former or planned disposal of hazardous industrial wastes in the Gulf has focused public attention on this as an area that needs more research and regulation.

Central incineration is carried out by two municipal plants for their residents and on a contract basis for others. On-site incineration is still a method of choice in most rural areas, from time to time in incorporated localities, and by industries and institutions large enough to make the necessary equipment economically feasible.

The only solid waste recovery programs in the Bay area are carried out by private industry, with governmental units providing collection depots and/or collection service. Pilfering from collection points in Tampa of aluminum and glass was such that Tampa abandoned its part in the program. It is also interesting that the depositories themselves become waste problems because of infrequent collections resulting in spillovers and because of deposit there of unacceptable refuse. A plant to produce recycled paper is scheduled for completion in Tampa in the fall of 1974 and this should serve to increase interest in paper recovery.

Other means of solid waste disposal play an insignificant role in the Bay area. Composting was begun by a plant in St. Petersburg under private industry but was abandoned because of unsolved pollution problems. Disposal as animal food is minor.

Another type of solid waste disposal that is important is the methods of disposal of agriculture and mining that developed over a period of time prior to stringent regulations and came to be accepted as "natural". Run-offs from dairies and herd operations, for example, have served to close the waters of the Hillsborough River State Park to boating and swimming

and they also pollute many smaller private bodies of water. Failure of methods used by the phosphate mining industry to handle waste products has caused severe problems also. High banks of waste matter pollute the air through blown matter and have, on occasion, collapsed with serious consequences. Discharge of other industrial waste into streams has also been a recurring problem.

Of the types mentioned, only sanitary landfill, and the illegal open dumping, are capable of handling all types of solid waste since incineration is confined to combustible items and disposal through use as fodder or composting material has obvious limitations.

In the three counties there is no uniform pattern as to the character or amount of collection services (see Figure 16, page 66). Collection is accomplished by governmental units, by franchised operations, and by residents bringing refuse to disposal points. The patterns in the Bay area reflect the usual differentiation between garbage collection as a public health necessity and refuse collection, particularly in urban areas, as a convenience service to residents. This differentiation is also expressed in the fee schedules which finance garbage from both user fees and general revenues, whereas most governmental units have additional schedules for trash.

The standards for solid waste disposal practice that are in effect arose primarily from observation of public health factors and nuisance factors. These are controlled by the state Department of Public Health and Rehabilitative Services and the Department of Pollution Control and locally by certain zoning regulations. Other local ordinances set up what might be called "housekeeping rules" for management of solid waste. Federal



regulations in the field primarily deal with solid waste as a polluter of water quality.

In the 1974 legislative session an act was passed creating a state-level resource recovery and management apparatus under the Department of Pollution Control. It would function through a council with a stipulated membership. After a statewide plan is developed, local communities will be given two years in which to formulate implementation plans. Through a "permit" system the state is empowered to accept partial responsibility for funding: each county or municipality could receive a block grant of \$5,000 plus 25¢ per capita for new construction, upgrading or equipment. And, for programs already in effect, state funding could be provided up to fifty percent of the operating cost. Although no funds were included in the budget the precedent was set for state funding.

This act also seeks to attack another type of regulation affecting solid waste management: discriminatory rate scales by carriers of solid waste, recovered resources from solid waste, or recycled solid waste products. The Council is empowered to work with the Public Service Commission to erase these differentials and also to seek reduced rates for transport charges to and from solid waste recovery points.

Another important feature of the act is the provision for pilot projects, for technical assistance to localities, and for the ability to acquire property and equipment to construct solid waste disposal programs.

Regional steps toward solving the area's solid waste problems have been taken. In 1971 TBRPC authorized the preparation of a comprehensive solid waste management plan for the four counties of Hillsborough, Pinellas, Manatee and Sarasota. Data from this plan has been helpful to local jurisdictions. Under a similar HUD grant, TBRPC is now preparing an updated plan for the four counties of Manatee, Pasco, Pinellas and Hillsborough.

In early 1974, an ad hoc committee from the counties of Manatee, Pasco, Pinellas, Hillsborough and Sarasota was formed, the Solid Waste Management and Resource Recovery Association discussed in a previous chapter. In addition to exploring the technology, it is seeking designation as a pilot project under the 1974 state legislation. Representatives of private industry, governments, and private citizens sit on the Association.

#### Transportation.

It has already been noted that the automobile is the major mover of people. Intercounty travel is encouraged by a number of major arteries which link the tri-county area (see Figure 1, page 9). Workers use these arteries to commute between counties (see Figure 17). The designation of the study region as an SMSA resulted largely from the economic and social interaction, especially between Hillsborough and Pinellas Counties, and more recently with Pasco County which finds twenty-five percent of its workforce employed in its two neighboring counties.

Figure No. 17

#### NUMBER OF WORK TRIPS BETWEEN THREE COUNTIES

		DESTINATION COUNTY		
		HILLSBOROUGH	PASCO	PINELLAS
ORIGIN	HILLSBOROUGH	—	432	6091
	PASCO	2067	—	1782
	PINELLAS	8189	756	—

Source: Adapted from Florida DOT figures, 1972.

The social and economic interrelationships are heightened by the location of major capital facilities which serve regional populations: the international airport, the Tampa port, educational centers, the sports stadium, the beaches, and the performing halls.

The dependence on highways has been reinforced by patterns of urban sprawl. Mass transit is available within areas of higher density in Hillsborough and Pinellas Counties only. A rapid rail system is under study by the regional transportation authority, TBART, but completion will be some years in the future.

#### Highway Planning.

Standards and methods for highway planning and construction are for the most part set by the state and federal Departments of Transportation. This is largely because the funds for roads are raised through state and federal gasoline taxes and are distributed to local jurisdictions through set formulas.

Planning funds were made available to urban areas through the 1962 Federal Highway Act. Central cities with over 50,000 population, and their immediate fringe areas, are eligible for federal funds to formulate plans. The amount is set at a small percentage ( $\frac{1}{2}$  of 1%) of the construction funds being returned to a given area. Long-range planning is called for on a twenty-year time frame; the planning process is a prerequisite in urban areas for certification to receive construction funds. The state and federal departmental certification process is the source of their "clout" over local highway planning.

Federal guidelines for Urban Area Transportation Studies (UMTA) provide that three groups be established: 1) a policy board of elected officials; 2) a technical committee of transportation professionals; and,

3) a citizens' advisory group. The technical committee proposes highway locations and construction priorities. These recommendations are made to the two other components; the policy board can modify the plan as long as changes can be technically justified.

The State Department of Transportation has principally three earmarked road funds: 1) primary roads; 2) secondary roads; and, 3) resurfacing and maintenance. Primary road funds are committed based on state road district priorities, with coordination with local governments, principally the county. Secondary and resurfacing funds go to the county with priorities and plans established by county government.

Through the state DOT a "1985 Major Thoroughfare Plan" was developed in 1970 and serves as the guide against which all road planning in the region must be measured. It is a computerized model which incorporates existing networks and projects relative needs for corridors or the strengths and weaknesses of several alternatives. Its guidelines are broad and must be refined by specific studies locally. It has two major flaws: it did not incorporate mass transit and it is based on land-use data that is now out of date, such as the inclusion of 1966 Hillsborough land use information. The state is now in the process of updating the model which will be projected for the year 2000. The existing model determines the local use of all state road funds. Local changes are possible but they must be justified by full data which is then tested for its pertinence. The data now being developed by each county in the region will produce the capability of providing such justification automatically.

#### Pasco Highway Planning.

Pasco does not qualify for federal planning funds although TBRPC has made application to the federal Department of Transportation for its design-

nation. Gas taxes are returned to the Pasco County government and highway planning is done by the county engineering and planning departments. An expressway authority was established in 1974 under provisions of general state act. Such authorities can issue revenue bonds for construction.

#### Hillsborough County Highway Planning.

The Tampa Urban Area Transportation Study group (TUATS) carries out highway planning through the previously described federal process. The county Planning Commission and the county engineer provide technical services. Hillsborough must follow federal and state guidelines or risk losing certification to receive construction funds. Recently, the county was threatened with such loss because it had not completed a major review and update study and because its TUATS policy committee was said to be not functioning properly. The data collection required was underway within the City of Tampa through the cooperation of the Metropolitan Development Agency. The county portion of the study had been held up because attempts were being made to enlarge the scope of the study, which would be done by consultants, to include other data needs the county had for other programs. Data from both portions of the study will also meet the requirements for the state Year 2000 major thoroughfare plan previously mentioned. Recertification for Hillsborough is still being negotiated.

The Hillsborough County Expressway Authority was created in 1963. Up to the 1974 legislative session it was made up of the County Commission and the Mayor of Tampa. A change in membership was pushed through the last legislature by the local delegation: there are now four gubernatorial appointees who sit with the Mayor of Tampa, one County Commissioner and the District Engineer for the state DOT, for a total of seven members. The Authority can issue revenue bonds but it also currently feels that it must

have a commitment for administrative operating funds from local governments or through amended legislation to permit a millage levy if it is to continue in existence. A toll road is now under construction and another is in the planning stages. Its work is complicated by public clamor that mass transit alternatives be included in expressways and the fact that this is the responsibility of TBART, a separate agency, and also seen as an inhibiting factor by expressway bonding agencies.

#### Pinellas County Highway Planning.

The St. Petersburg Urban Area Transportation Study group (SPUATS) carries out the federal highway process. The county planning and engineering staffs provide technical services.

The Pinellas County Expressway Authority is made up of the County Commission members. A north county parkway was planned and several corridors proposed. However, plans were abandoned after public opposition and the Authority is not active at the present time.

#### Regional Highway Planning.

As previously noted, TBRPC is doing the planning studies for TBART and is working to incorporate mass transit services and highways into a unified regional transportation plan. It is currently involved in a study of major highways in the region, evaluating their adequacy and capability of meeting future needs. This will also serve as one of the criteria used by TBRPC in its DRI reviews; a study of the residential DRI applications submitted to the council in the first year reveals that most of the large planned developments are scheduled to be situated in areas having almost no major highway facilities serving them.

### Mass Transportation in the Region.

Mass transit service is provided in the region by three public entities at the present time plus a series of interlocal contracts. A private bus line serves the Pinellas Gulf beach communities also. St. Petersburg and Tampa have had long-standing service, covering their municipalities and the immediate fringe areas. These services are now owned by the governmental units. Bus service in these cities grew out of earlier streetcar operations and have been economically feasible because of characteristics of the central urban areas, including higher densities, lower income groups, and the concentrations of the elderly.

In 1970 The Central Pinellas Transit Authority was created to serve the mid-Pinellas area with mass transit and it absorbed the Clearwater system. A successful public referendum in the summer of 1974 expanded the service area of the authority by providing a millage base to serve six additional municipalities in Pinellas.

Suburban growth in Hillsborough County has also prompted recent expansion of service to the large unincorporated areas of Town and County and Brandon and the University of South Florida. This recent Hillsborough expansion is jointly funded with federal monies through TBART.

There is no mass transit available within Pasco County but TBART is working with them to develop a grant for a dial-a-bus system there.

The recognition of the capital costs that mass transit will take, coupled with the realities of federal and state guidelines for funding, provided the impetus for TBART. Already mentioned is the four-part TBART study to define a mass and/or rapid transit system. In addition TBART is also working closely with Florida DOT and TBRPC to prepare a report on airport systems, defining the role of each airport in the region, in-

dicating where new airports may be needed and relating the timing and estimated cost of development to economical and environmental goals of the communities involved.

#### Airport Planning.

The regional international airport is located in Tampa and is operated by the Hillsborough County Aviation Authority. The term regional here is quite accurate: surveys of destinations and origins of passengers have shown repeatedly that the highest percentage of passengers departing is from Pinellas County, with approximately forty percent of the total as against twenty-six for Hillsborough and four percent for Pasco. (The remainder come from a wide range of west central Florida communities.) This means that the Aviation Authority needs to take into account the development of ground transportation to serve the airport: roads for the over fifty percent who arrive in personal automobile and mass transit for those living near enough to make it feasible.

TBRPC recently completed a study on the airports in the region so that their respective roles might be better allocated.

#### Water Resources.

If the average citizen were to be asked what he feels is the most pressing problem growth has brought to the region, he would most probably answer water, even though transportation breakdowns have had more daily contact with people. The citizen recognizes, however, the prime importance of our need for water, not only for consumption by individuals and industry, but also for its value to the regional ecology as the habitat of fish and wildlife and for its aesthetic qualities as well which add so significantly to the region's appeal. Unfortunately, during our recent growth the region has usually engaged in expedient exploitation



of this resource and the facilities for development, treatment and delivery have lagged behind the need. Citizen consciousness of the regional aspects of water was raised to a fever pitch during 1973-74. St. Petersburg residents lived with water restrictions imposed by the regional agency in Brooksville, SWFWMD. Hillsborough owners of lakefront property found themselves pleading for withdrawal limitations from nearby wellfields owned by neighboring cities and Pinellas County. And, Pasco County residents wondered if this was a preview of their own future problems.

The nature of the water supply in the tri-county area provides a natural linkage between the jurisdictions. The main source of supply has been and will continue to be the Floridan Aquifer. The interconnected aquifers below the permeable surface permit the ground waters that seep in to recharge the aquifer. Wellfields tap these underground waters for the main consumptive supply. The layers and their roles in the aquifer are the province of the hydrologist, but most area residents recognize something of the importance of the fact that Florida as a peninsula sits on a base of salt water, held in delicate balance with the fresh water above it. Individual well owners and coastal municipalities have experienced spoiled water supplies destroyed by salt water intrusion.

The study region is designated by SWFWMD as the North Subregion. Because of geologic factors the region is contained within a so-called hydrologic island, across which no flow of water essentially takes place. This means that the only water available as a resource is that furnished by rainfall, which we then mine as either surface or ground water. The average yearly precipitation is 53.2 inches, of which 39.2 inches is lost through evapotranspiration. This leaves a resource of 14.0 inches as a yearly average that can be captured for use. Of this, the developable

Figure No. 17

WATER SOURCES AND USES IN REGION

WELLFIELD OWNERSHIPS

St. Petersburg:  
 South Pasco  
 Section 21  
 Cosme-Odesa  
 Pinellas County:  
 Eldridge-Wilde  
 Hillsborough Co.:  
 Northwest Hillsb.  
 Tampa:  
 Thonotosassa  
 Hillsborough Res.  
 SWFWMD:  
 Starkey  
 Cypress Creek

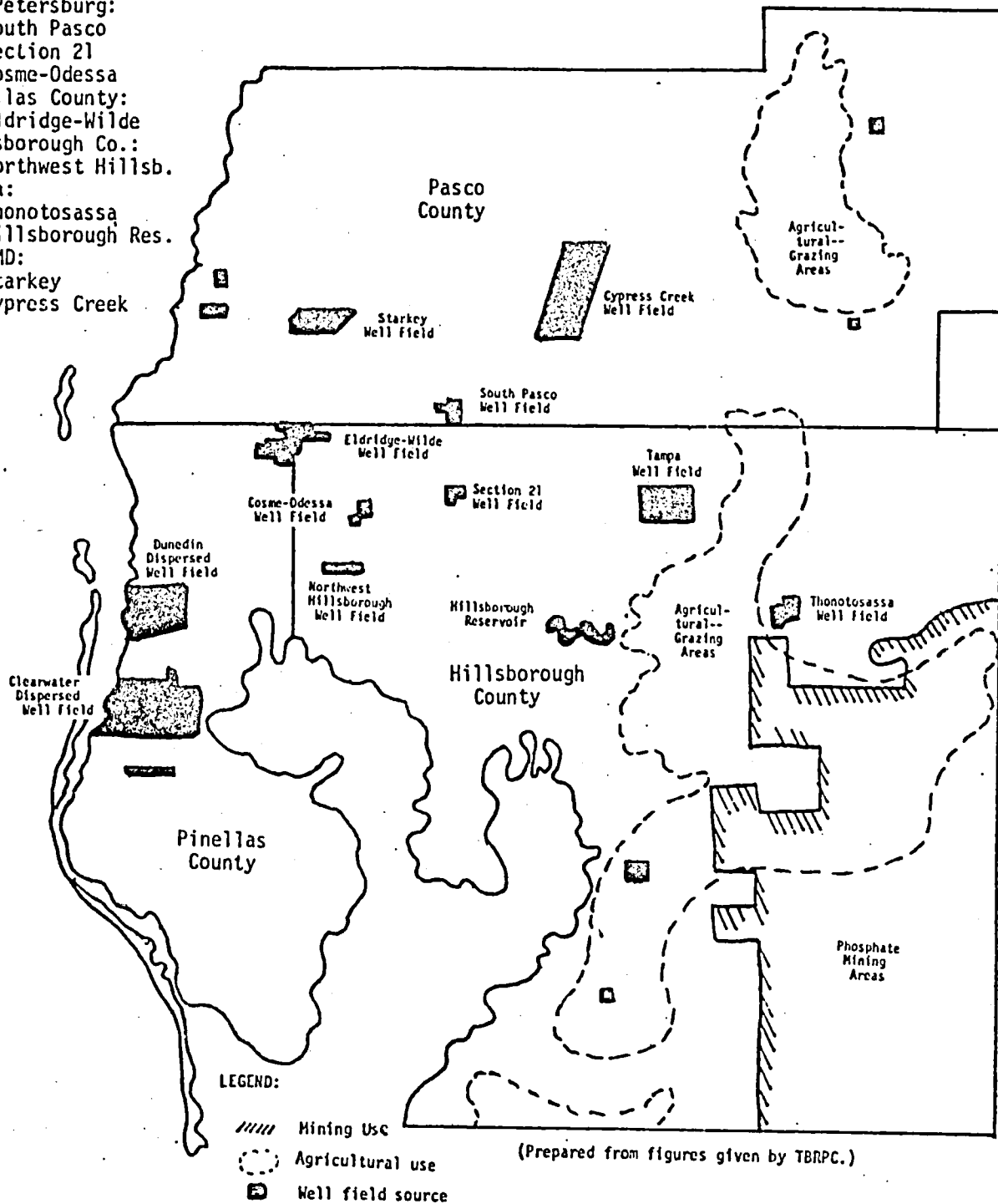
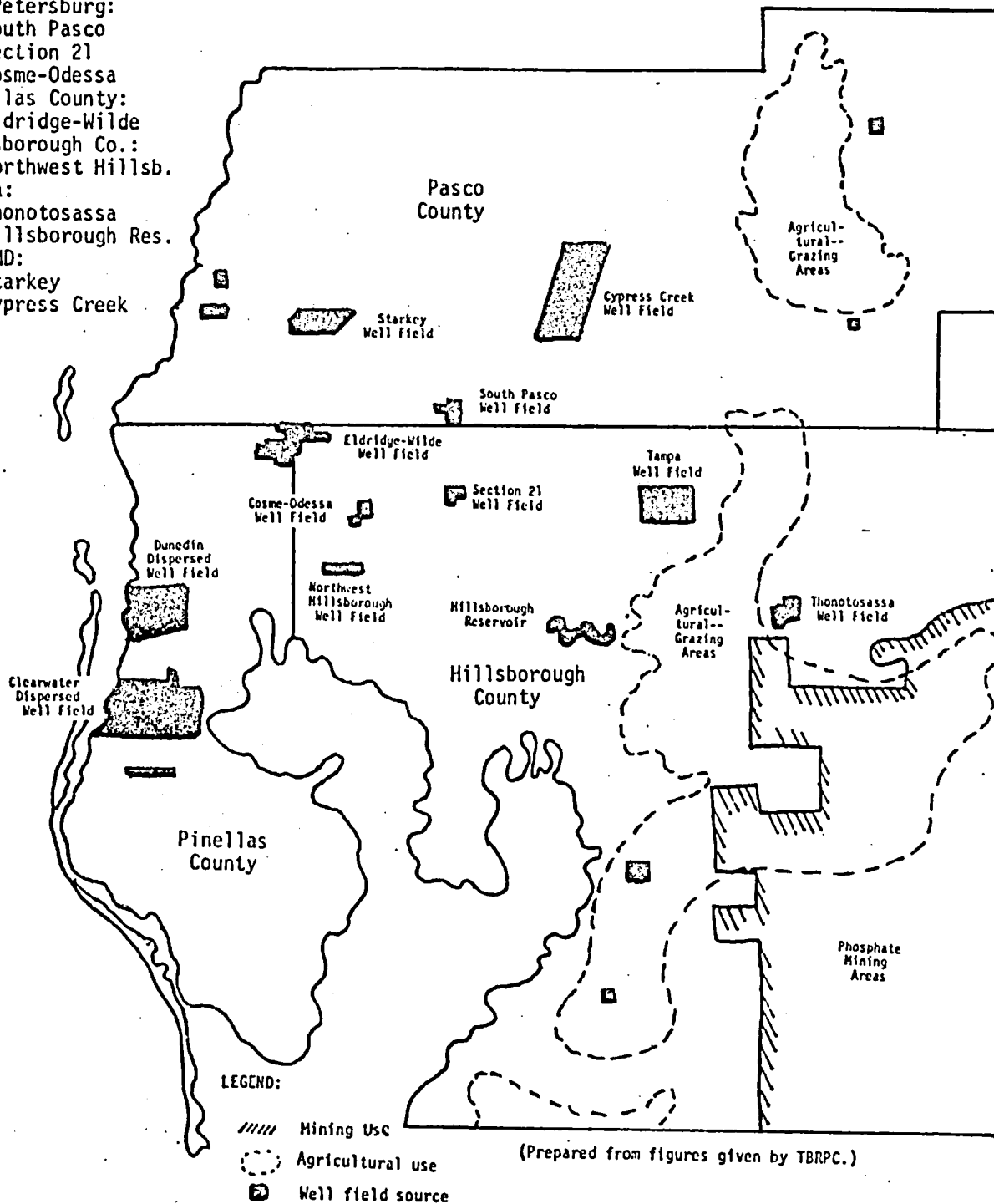


Figure No. 17  
WATER SOURCES AND USES IN REGION

WELLFIELD OWNERSHIPS

St. Petersburg:  
South Pasco  
Section 21  
Cosme-Odesa  
Pinellas County:  
Eldridge-Wilde  
Hillsborough Co.:  
Northwest Hillsb.  
Tampa:  
Thonotosassa  
Hillsborough Res.  
SWFWMD:  
Starkey  
Cypress Creek



water crop is usually seen as between 30-45% of the total. The balance must be held in reserve to sustain streamflow, help prevent intrusion of salt water, sweep away pollutants from the land, and provide for wildlife and recreation. For the study region the developable water crop ranges between 429 and 643 million gallons a day (mgd). Figure No. 17 shows the public water requirements in the region in 1970 totalled 232.6 mgd.

Although the Florida Aquifer is one of the most highly productive in the world, it cannot be considered a virtually inexhaustible resource.

Figure No. 18

PUBLIC WATER REQUIREMENTS IN REGION, 1970							
County	Public Water Supply	Misc. Small Systems & Private Wells	Self-supplied Industrial Requirement	Self-supplied Industrial Consumption	Agricultural Irrigation Requirements	Agricultural Irrigation Consumption	Livestock Requirement <sup>1</sup>
Hillsborough	51.8	2.5	51.9	5.2	69.3	48.2	3.4
Pasco	2.0	6.2	30.0	23.0	9.6	7.1	1.2
Pinellas	<u>60.0</u>	<u>17.1</u>	<u>2.0</u>	<u>1.6</u>	<u>4.0</u>	<u>2.9</u>	<u>0.4</u>
Water Withdrawal Requirement			83.9 mgd		82.9 mgd		
Total Consumptive Need	113.8 mgd	25.8 mgd		29.8 mgd		58.2 mgd	5.0 mgd

<sup>1</sup>The total amount used for livestock watering is considered to be consumptive.

Source: Figures adapted from TBPPC, 1974.

As population increases, demand increases but at a faster rate. Like other areas of the nation, the rising affluence has increased water usage per person. As was previously noted in this report, the location of water resources and their lack of congruence with areas of greatest need distort normal decision making within the counties and cities. If St. Petersburg's growth cannot be sustained without use of water located in Hillsborough County, should St. Petersburg alone be in charge of its development decisions? Does the water under Pasco and Hillsborough Counties belong to

the governing bodies within those jurisdictions? Many philosophical and political questions of this nature have been raised in recent years and still have not been answered.

Problems in the supply have also become acute because of the simultaneous occurrence of both drought and rapid growth. The drought reduces the ground water available to recharge the aquifer, thus making pumping from wellfields more delicate if salt water intrusion is to be prevented. Although the region is often referred to as subtropical, its fifty-five inches of rainfall annually fall far short of the 100-200 inches usually found in the tropics. The fifty-five inch average rainfall figure is also misleading because much of this is generated from summer rainfall, one-fourth of which is lost in rapid run-off. Since seepage of rainfall recharges the aquifer, environmentalists also often criticize the "concretization" aspects of growth for multiplying the problems of water supply.

Recent studies on the north basin, which includes the three study counties, have been looking into the use of surface waters. Their proximity could reduce the cost of building pipelines to areas outside the tri-county region. The City of Tampa depends almost wholly on treated water from the Hillsborough River. However, the dependency on surface water has been a problem in drought periods in our normal rainy season because this has brought lowered river levels simultaneously with greatest demand. In addition, all of the region's streams have their headwaters in the region, or immediately adjacent, so they are closely related to the region's rainfall and peak demand cycles. The use of these surface water sources is also complicated by the fact that the terrain of the region places severe restrictions upon the development of artificial water storage areas for this surface water. For example, the Hillsborough River has an average

flow in excess of forty-four million gallons per day (44 mgd), yet when the City of Tampa's demand does above 35mgd the river water source must be supplemented. Another problem with the use of surface water is the need for treatment, yet future demands will mean that the region will have to also mine this source.

The principal water uses in the region have been identified in Figure 18. A main consumptive need, of course, is the municipal systems which supply water for drinking, lawn maintenance, wastewater dilution as part of the sewage system, and other miscellaneous urban uses. The 1970 need totalled 139.6 mgd; by 1985 this demand is predicted at 330mgd. Other large users are the phosphate industries and the agribusinesses, both of which meet the need with their own systems, whose total consumptions nevertheless must be considered in any water crop planning. Another use is in thermo-electric power generation, for which in 1973 1.8 mgd was purchased from municipal water systems. The capacity for power generation is a direct constraint on the region's growth and the availability of water is a direct component. The outlook for sufficient fresh water to cool the expected electric generating plants is dim. The best source of cooling water for inland power plants would probably be renovated municipal sewage effluent.

Flooding problems in the region in the early 1960's led to the creation of state water management districts to provide for flood retention areas. The Southwest Florida Water Management District (already discussed) was established in 1961 and has water management responsibility for fourteen counties, including the three of the study area. It has had its duties expanded over this time, precipitated by growth, drought and disputes be-

tween counties over withdrawals from wellfields. In 1968 SWFWMD was given powers to regulate wellfield withdrawal. This transition from flood control to use control mirrors the region's changing attitudes toward growth.

The discussion of water supply on the regional level pointed up the fact that needs cross jurisdictional lines; supply and distribution within each of the three study counties show an interlocking of intracounty jurisdictions as well (see Figure 20).

#### Hillsborough County Water Systems.

In Hillsborough County the situation can best be described as complex. The county government provides direct water service to only a relatively small portion of the customers in the unincorporated area through five water systems it owns. The county currently is considering the purchase of five additional systems, now privately held. The county now provides water to an estimated twenty per cent of the population of the unincorporated area, with another forty per cent served by the more than one hundred twenty county-franchised private water systems. The City of Tampa provides water to the majority of its residents, with some city-franchised private systems providing the rest of the service within the city limits. Plant City and Temple Terrace both provide water within their respective municipalities without any franchise support. There are no interlocal agreements, with the exception of a water franchise purchased by the City of Oldsmar to service Hillsborough County residents in the area contiguous to its boundaries.

#### Pinellas County Water Systems.

In Pinellas County water supply and distribution is chiefly a county government function. The county supplies water to the unincorporated

Figure No. 20

## WATER DISTRIBUTION in the REGION

Jurisdiction	Supplier				Distributor				Sources
	Own	Buys other City	Buys from County	Franchise	Own	Other City	County	Franchise	
Belleair	x		x		x		x		Wells within city
Belleair Beach			x				x		n.a.
Belleair Bluffs			x				x		n.a.
Belleair Shores			x				x		n.a.
Clearwater	x				x				Wells in city; wholesale from co.
Dunedin	x				x				Wells in city
Gulfport		x				x			n.a. (see St. Petersburg)
Indian Rocks Bch.			x				x		n.a.
Indian Shores			x				x		n.a.
Kenneth City			x				x		n.a.
Largo			x		x				n.a.
Madeira Bch.			x				x		n.a.
No. Redington Bch.			x			x			(see St. Petersburg)
Oldsmar		x			x				n.a.
Pinellas Park			x				x		n.a.
Redington Beach			x				x		n.a.
Redington Shores			x				x		n.a.
Safety Harbor			x		x				n.a.
St. Petersburg			x		x				Cosme-Odesa; So. Pasco; Cypress Creek
St. Pete. Bch.	x				x				n.a.
So. Pasadena		x				x			(see St. Petersburg)
Seminole			x				x		n.a.
Tarpon Springs			x		x				n.a.
Treasure Island			x		x				Wells within city
Plant City					x				Hillsb. River; Sulphur Sprgs.; Mor. Bridge
Tampa	x				x				Wells within city
Temple Terrace	x				x				Wells within city
Dade City	x				x				Wells within city
New Port Richey	x				x				Starkey field; city wells failing
Port Richey	x	x			x				Wells within city
St. Leo	x				x				Wells within city
San Antonio	x				x				Wells within city
Zephyrhills	x				x				Wells within city
Pasco Co.	x				x				Individual home wells
Pinellas Co.	x				x				Eldridge-Wilde field; Cypress Creek
Hillsborough Co.	x	x		x	x	x	n.a.	x	Various wellfields
			n.a.				n.a.		
			n.a.				n.a.		

\* Not applicable



areas and eighteen municipalities, accounting for about fifty per cent of the total water distribution in the county. The county franchises no supplier but there are some very small private water suppliers in the county. The county wholesales water to the cities of Clearwater, Largo, Pinellas Park, Safety Harbor and Tarpon Springs, who then handle their own distribution. A separate water system is operated by St. Petersburg, which in turn sells to three other cities. This water service system is loosely tied together in a series of interlocal agreements.

#### Pasco County Water Systems.

In Pasco County each of the five municipalities serves its own residents. Port Richey buys a portion of its water from its neighbor, New Port Richey. Although the county is thought of as water-rich, its coastal area has seen well failure through salt-water intrusion and the New Port Richey area must look to the Cypress Creek Wellfield under development for its future water needs. In the unincorporated portions of the county citizens are served by individual residential wells and this fact is a main basis of the Pasco opposition to Pinellas' water policy since overpumping will cause failure of these shallow wells.

#### Services Summary.

In all four major services discussed in this chapter, there is an emerging or present regional role. In some cases the regional role is seen as antithetical to local plans, e.g. highway planning. It is extremely important that components that are regional, county or municipal are well defined if coordination is not to be considered "red tape". Further, a process for resolving conflict in service plans must be established and understood if smooth delivery is to be achieved for citizens. Few deny

that there are parts of each service herein detailed which must be addressed as regional. It is important that the responsibilities of coordinating bodies be circumscribed to these only. However, when the responsibility of a body is multi-county, such as TBART or the Water Authority, then the coordinating body must have total review of plans, programs and budgets if there is to be a congruent regional policy.

## PROPOSAL: RECOMMENDATION for TAMPA BAY COUNCIL

The need for coordination between multi-county authorities as well as decisions of local governments and intra-county authorities which have regional impact led the Panel to research structural patterns for regional governance. The Panel found two basic models: multi-purpose authorities and "umbrella" authorities. The multi-purpose authority consolidates multi-county authorities into one unit. Seattle has used this approach for sewage treatment, water quality and mass transit. The other model puts an umbrella coordinating body over special districts. Special district plans, programs and budgets are reviewed by the umbrella agency. The umbrella board sets policy and standards for the area but leaves delivery of services to local governments or authorities. The Twin Cities Metropolitan Council operating in Minneapolis-St. Paul in its seven-county area is an example of this approach.

The Panel recommends that an "umbrella" coordinating body called the Tampa Bay Council be created for the tri-county region of Hillsborough, Pinellas and Pasco Counties. An obvious question to those familiar with membership in TBRPC is what about Manatee County. The Panel had no representatives from Manatee so that little research was done on its interrelationships with the other counties.

Some, however, are obvious. Manatee shares the Bay waters with Hillsborough and Pinellas. It is contiguous to Hillsborough. Interrelationships with Hillsborough were clearly involved when an oil refinery was planned just south of the Hillsborough line in Manatee County. Manatee is also connected to Pinellas by the Skyway Bridge which will become part of the completed I-275, increasing intercounty traffic certainly.

Although there are these obvious relationships, the Panel feels that Manatee should not be included in the reorganized Tampa Bay Council in the same manner as the other three study counties. For the purposes of state and federal requirements for comment and review on proposals, now furnished to it by TBRPC, Tampa Bay Council could provide this with Manatee participating with temporary membership on the same basis it now is a part of TBRPC, two representatives from Bradenton and two from the county.

Provision is made in the recommended legislative act (see Appendix 4) for new jurisdictions to be added by vote of the county governments involved.

The umbrella Tampa Bay Council should have direct control over all multi-county authorities and decisions of intra-county authorities and local governments which have regional impact. There were two main reasons that the Panel preferred the umbrella concept: one, the reality that special districts were already in existence and it would be difficult to build support for their consolidation; and, two, the multipurpose authority approach is too narrow as it only provides coordination for services that are specifically assigned. An example of the problems this engenders is seen in the case of Seattle, a public referendum must be held to add a new function. The umbrella approach allows more flexibility and it provides a vehicle for general purpose planning grants from the state and federal governments. Coordinating roles are also being assigned on a regional basis by these state and federal agencies: highways, mass transit, airports, location of major capital facilities, sewage treatment, to name a few. The umbrella structure provides a natural repository for these "areawide" roles.

The Panel recommends that a limited number of functions be assigned to the umbrella agency. The four most immediate needs found by the Panel

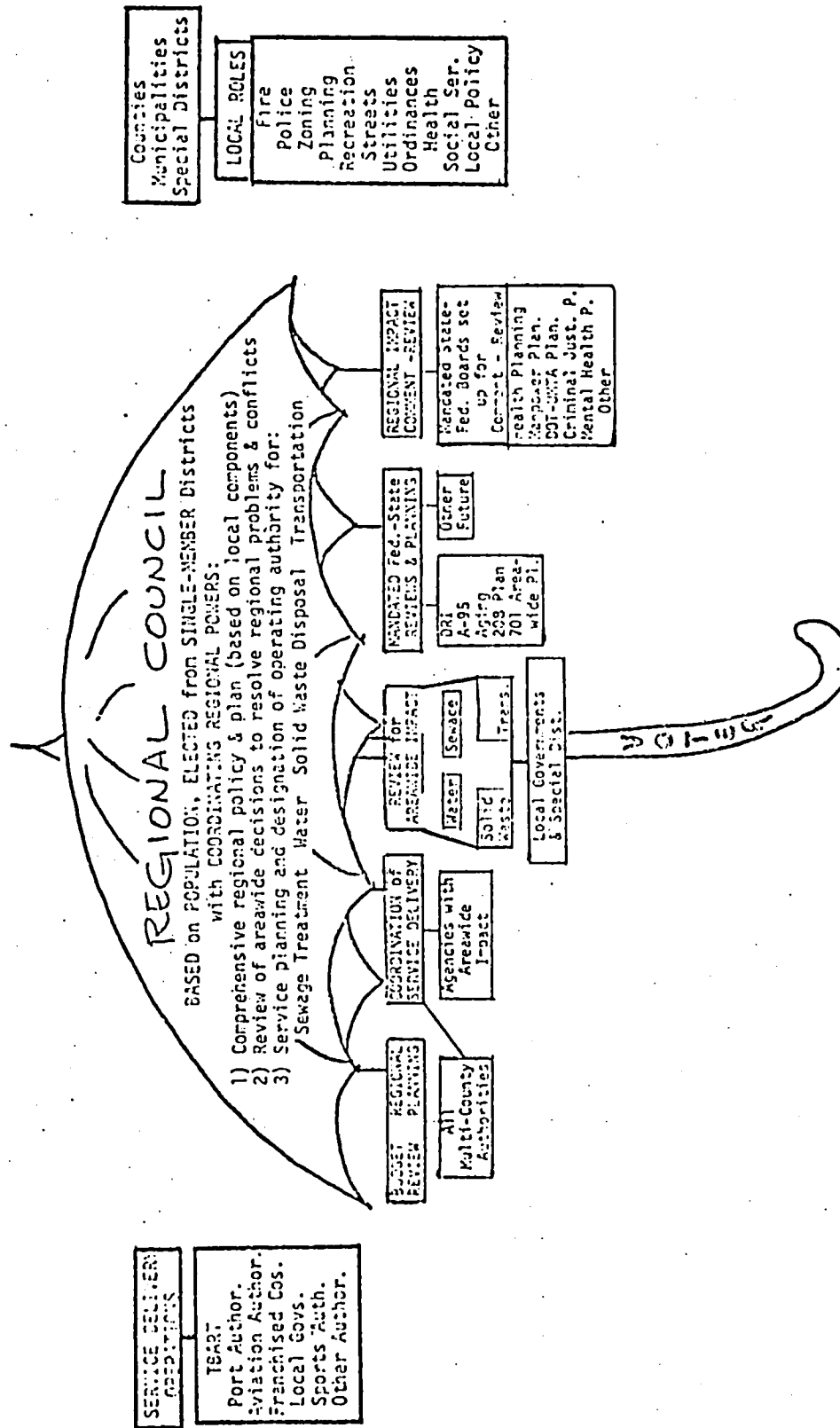
are water resources, sewage treatment, solid waste disposal and transportation. New functions may be added by a two-thirds vote of the governing body as long as the legislative delegation does not overturn such a vote. Areawide coordination powers would be assigned to the agency. Figure No. 21 illustrates the functioning of the umbrella unit.

A basic question the Panel addressed in developing the underlying philosophy of its recommendation was whether the agency would be state or locally oriented. Arguments against non-voluntary authoritative councils usually center around loss of local control and state usurpation of power.

In 1973 session of the Florida legislature, the Commission on Local Government<sup>22</sup> recommended a statewide system of "umbrella" units called multi-county planning and areawide service delivery units. The Florida League of Cities led the fight against the bill accusing the legislature of retreating from its commitment to "home rule" for local governments. The leadership of the Commission on Local Government argued that although local governments were given powers to cooperatively deliver services through the Interlocal Act of 1969<sup>23</sup>, they were not using the powers. Therefore, another mechanism was necessary to meet the need for areawide planning and service delivery. The Commission found through their study of local government that citizens were often frustrated by not knowing who to hold responsible for breakdowns in services, such as, overloaded roads, lack of mass transit, poor water pressure. Local officials often are quick to blame lack of state support, the decisions of neighboring jurisdictions or the cost limitations for the poor quality or lack of services. The recommended substate districts failed to come out of committee because it lacked support. The Panel has been able to benefit from the work of the Commission.

Figure No. 21

UMBRELLA COUNCIL FUNCTIONS AND RELATIONSHIPS



The Panel's recommended orientation for the Council is one directed towards local governments in the region and the constituency of the area. It should serve to strengthen the ability of local governments to deliver services by stepping in when services need a region-wide component.

The Panel maintains that its recommendation advocates "regional home rule". The Tampa Bay region should have the power and authority to service its population. When governmental units were first established in this state and nation, home rule was easy to define because it was granted to a unit of local government identified by its legal boundary lines. The ease of identification no longer exists. The scale of life has become, in many governmental concerns, a regional scale. Therefore, it is likely that we must identify some process of "regional home rule" if we are to deal effectively with our regional problems.

Such a concept is not in opposition to the concept of local government, rather, it is supportive of that concept. Problems of government that are regional in scope can be more logically and economically provided for at the regional level.

The development of a proposal for regional governance by the Panel is consistent with the dictates of regional home rule. The Panel is composed of citizens who were appointed by local governing bodies to make recommendations for assignment of functions. Therefore, the recommendation comes from local initiative. The origin of regional recommendations is important to the reaction of local officials and regional citizens; we have traced the rather negative outcomes when regionalism was forced by the federal or state "stick".

A second basic question addressed by the Panel was who should govern the umbrella unit. The position of the Panel is that regional policy

must be responsive to a regional constituency. Local government officials must be judged by their own constituency for decisions pertinent to their own jurisdictions. The components of problems that are truly regional - quality of the Bay, breakdown of connector roads between counties, allocation of water resources - cannot be solved by policies which are only a sum of the "parts" advocated by local jurisdictions. The governing board of the Council must have as its sole purpose solution of regional problems. Therefore, the governing board must be directly elected.

One argument against regional levels is that they are too far from the people. The Panel members were very sensitive to this criticism and quite concerned with the relationship between representatives and their constituencies. Further, if representatives were elected on a region-wide ballot, the costs of campaigns would be too high. These two concerns led to the recommendation for single member districts of 50,000 population. An expanding Council is also advocated because of predicted population increases. Figure 22 illustrates the comparison of results between an expanding Council or a constant number on the Council. The nearly 100,000 population district by the year 2000 would negate the contact the Panel was trying to maximize between representatives and their constituencies.

Representatives should be elected for two-year terms, and get \$3600 annual compensation plus \$50 per meeting. Compensation was debated at length by the Panel. The final position was arrived at to encourage individuals to run for the office and assign importance to the office. The level of compensation is admittedly low but probably commensurate with the workload at the outset of the agency's operation. If the workload increased and the Council has popular support, it can ask the legislature to increase compensation.



Figure 22

## PROJECTED REGIONAL COUNCIL SIZES

BASIS: ONE REPRESENTATIVE FOR EACH 50,000 pop.				
Projection Date	County Area Hillsborough	Pasco	Pinellas	Total
1975 Rep.	610,000 <sup>1</sup> 12	129,300 3	731,010 15	30
1980 Rep.	724,000 14	176,500 4	878,930 18	36
1990 Rep.	950,000 19	294,400 6	1,087,230 22	47
2000 Rep.	1,178,200 24	421,400 8	1,208,060 24	56

BASIS: CONSTANT COUNCIL SIZE, POPULATION REPRESENTED BY EACH MEMBER	
Projection Date	3-County (Hills-Pin-Pas) 29 Member
1975	50,000 <sup>1</sup>
1980	61,000
1990	80,000
2000	96,000

<sup>1</sup>All population figures are updated TBRPC projections.

The Council would hire an executive director to run the business of the agency. The director would hire staff with the approval of the Council. Since comprehensive planning is an integral part of the intended role and there is already a professional regional planning staff under Tampa Bay Regional Planning Council, we recommend that the staff be transferred to the umbrella unit. An adequately funded planning function could reduce duplication of general purpose planning personnel in special authorities.

The functions and activities of the Tampa Bay Council should include the adoption of regional policies and minimum standards in the four service areas; preparation of a comprehensive regional development and service guide based on the plans of local units, special districts, and regional unit. The guide would be used to determine what constitutes regional impact for future plans and programs. In the four service areas, the Council would prepare service plans to be reviewed by local governments, special authorities and citizens through a public hearing process. The Council would not deliver services except under extraordinary local government request. If the Council did deliver a service, it is intended that it would wholesale it to local governments and not directly serve individuals.

The power to set standards is a touchy issue to local governments. Their antipathy stems from state and federal standard setting without financial assistance to meet the standard. A case in point is the requirement for advanced waste water treatment for effluent discharged into the Bay. It is generally felt that the state was not generous in aiding local government's compliance with the standard; this is especially true of the smaller units of government. It is the intention that the Tampa Bay Council aggressively search out funds to implement policies in the four service areas. The Panel has found that areas which have an areawide service component have generally received more federal program dollars. Therefore, the assistance probabilities should be enhanced by the Council.

The question of who pays for the operation of the Council is central. The Panel recommends that it be funded by a combination of state and local funds assessed on a per capita basis. State funding is proper because of the state's superior fiscal condition. Local governments and special

districts are limited in their sources by Constitutional provisions. Constitutionally, the Council would be a special district. State funds should be based on a per capita formula and should comprise a majority of operating expenditures of the agency.

Local governments have made a per capita contribution to the Tampa Bay Regional Planning Council in the spirit that a regional entity serves local governments through its collection of data, preparation of technical reports, and the enhancement of federal and state grant possibilities because of the presence of an areawide unit. Our recommendation is that Tampa Bay Regional Planning Council be restructured with a different governing board and strengthened role. The staff and current functions of the Council would be transferred to the Tampa Bay Council. The two benefits of data and grantsmanship would remain for local governments. A lesser per capita amount would be necessary with state funding, probably some 8¢ per capita compared to the current 11¢ per capita.

The agency could receive state and federal grants for both planning and programs. If past funding trends continue then a majority of operating revenue will come from state and federal grants.

- FOOTNOTES -

<sup>1</sup>The National Academy of Public Administration Foundation, a non-profit corporation, is a membership organization founded in 1966 and comprised of some one hundred fifty members who are elected to the Academy based on expertise in public administration. Its offices are located at 1225 Connecticut Avenue, N. W., Washington, D. C. 20036. The goals of the Academy are to: serve as a trusted source of advice and counsel to governments and public officials on problems of public administration; help improve the policies, processes, and institutions of public administration; evaluate program performance and administrative progress; and increase public understanding of public administration and its critical role in the advancement of a democratic society. It is funded by private contributions and public grants for its research projects. A list of the national panel for this study may be found in Appendix No. 2.

<sup>2</sup>The Committee for Economic Development, with offices in Washington, is composed of two hundred leading businessmen and educators with two primary objectives: to develop through research and discussion recommendations for business and public policy that will strengthen our free society and to bring about increasing public understanding of the importance of these objectives. CED's work is supported largely by voluntary contributions from business and industry, foundations and individuals. It is non-profit, nonpartisan and nonpolitical. The Trustees, who generally are presidents of corporations and universities, are chosen for their individual capacities rather than as representatives of any particular interests.

<sup>3</sup>Committee for Economic Development, Reshaping Government in Metropolitan Areas (Washington, 1970), p. 2.

<sup>4</sup>A consolidation referendum was defeated in Hillsborough County in each of the years 1967, 1970, 1972; a consolidation election failed in Pinellas County in 1973.

<sup>5</sup>The Advisory Commission on Intergovernmental Relations was established by Public Law 380 in 1959 for the purpose of bringing together representatives of all levels of government to consider common problems, to evaluate the administration of federal grant programs, make available technical assistance to assess the effect of proposed federal legislation, to encourage study and discussion at an early stage of emerging problems that are likely to require intergovernmental cooperation, to recommend allocations of function and revenue among the several levels of government, and to recommend ways to bring about a more orderly and less competitive fiscal relationship between levels of government. The Commission is made up of outstanding public officials, appointed by the President. Its offices are in Washington. D. C.

<sup>6</sup>Bureau of Economic and Business Statistics, SMSA Worksheet, 1974 (Gainesville: The University of Florida, 1974).

<sup>7</sup>Tampa Bay Region, Tampa Bay Regional Planning Council, Population: A Comprehensive Analysis for the Tampa Bay Region, 1973, p. 21.

<sup>8</sup>Ibid., p. 22.

<sup>9</sup>Ibid., p. 10.

<sup>10</sup>Hillsborough County, Hillsborough County Planning Commission, Population and Housing Estimates, April, 1970 - January, 1974, 1974, p. 1.

<sup>11</sup>Pasco County, Pasco County Planning Commission, Economic Analysis of Pasco County, 1974, 1974, p. 7.

<sup>12</sup>Ibid., p. 8.

<sup>13</sup>Ibid., p. 78.

<sup>14</sup>Ibid., p. 37.

<sup>15</sup>Pinellas County, Pinellas Planning Council, People in Pinellas: 1974 Housing and Population Inventory, 1974, p. 1.

<sup>16</sup>"One Level Government in Pinellas County", an unsigned mimeographed campaign leaflet, April, 1972, p. 4.

<sup>17</sup>Ibid., pp. 2-3.

<sup>18</sup>Tampa Bay Region, Tampa Bay Regional Planning Council, Report on Water Quality Systems, 1974.

<sup>19</sup>Jane Stein, "Recycling Plans Are Piling Up to Handle the Mountaineous Nationwide Problem of Bottles and Cans," Smithsonian, May, 1974, p. 51.

<sup>20</sup>Tampa Bay Region, Tampa Bay Regional Planning Council, Mass Transportation, Phase I, 1970; Mass Transportation, Phase II, 1971; Mass Transportation, Phase III, 1972.

<sup>21</sup>Tampa Bay Region, Tampa Bay Regional Planning Council, Interim Waste Water Treatment Plans through 1980, 1972, Table VII.

<sup>22</sup>The Commission on Local Government was created by the Florida legislature in 1972. It was appointed by the Governor and both houses of the Legislature. It was charged to conduct a two-year study of local government.

<sup>23</sup>This act provided for local governments to enter into contracts to deliver services, form separate entities for delivery of services, or form councils of government.

## Appendix No. 1

### SUNCOAST STUDY PANEL MEMBERS

#### Hillsborough County

Colleen Bevis - President, Tampa Area Mental Health Board; member Hillsborough County Charter Commission; past state officer, P.T.A.

Joseph Chao - Director, Grants-in-Aid, Hillsborough County.

Albert Copeland - Owner, Copeland Market, Tampa.

H. D. Cusick - Staff, Governmental Affairs, Greater Tampa Chamber of Commerce.

Al DeShong - Safety Director, Hillsborough County.

Manuel Duran, Jr. - Housing Services Coordinator, Hillsborough County.

Arthur H. Frey - Realtor, Tampa.

Dorothy Harmon - Reading specialist, Hillsborough County Schools; youth programs founder: Harmon Halfway House, WHITS.

Nancy Sever - Temple Terrace City Council; past president, League of Women Voters of Hillsborough County.

James Shimberg - Builder, attorney; ELMS Committee; member, Hillsborough County Charter Commission.

John M. Sidor - Assistant Professor, Political Science, University of South Florida; Coordinator, Regional Housing Center.

Claudia Silas - Headstart Supervisor, Hillsborough County Schools.

#### Pasco County

John Betz, Professor, Microbiology, University of South Florida; Chairman, Central Pasco Planning Commission; past chairman, Tampa Advisory Commission on the Environment.

Peter Dunbar - Pasco County Attorney.

Louis E. Holt - Pasco County Commissioner (term ending 1974).

#### Pinellas County

Fred Anderson - Former mayor, Treasure Island.

Marilyn Bryson - Staff, Pinellas Suncoast Chamber of Commerce.

Roger Carlton - Assistant to the County Administrator, Pinellas County; chairman, Pinellas Manpower Planning Council.

Marlin Eldred - Madeira Beach City Council.

Judith Gould - Dunedin City Council.

Thomas Gregory - Accountant, St. Petersburg; Board member, St. Petersburg Chamber of Commerce.

Lacey Harwell - Pastor, Maximo Presbyterian Church, St. Petersburg.

Dan L. Johnson - President, Radio Station WFSO; President, Florida West Coast Health Planning Council.

Jeanne Malchon - National Board, League of Women Voters; Chairman, State Health Planning Council.

Thomas F. Thompson - Instructor, St. Petersburg Junior College; Member, Executive Committee, Democratic Party of Pinellas County.

Picot Floyd - City Manager, Clearwater.

#### Staff

Laurey Stryker - Executive Director; Formerly, Assistant Professor, Urban Politics, Hillsborough Community College.

Appendix No. 2

National Academy of Public Administration  
NEIGHBORHOOD ORIENTED METROPOLITAN GOVERNMENT

Panel:

George L. Brown - Executive Director, Metro Denver Urban Coalition;  
State Senator, Colorado General Assembly.

Alan K. Campbell - Dean, Maxwell Graduate School of Citizenship and  
Public Affairs, Syracuse University.

William G. Colman - Consultant, Governmental Affairs and Federal-State-  
Local Relations, Washington, D. C.

Grace Hamilton - Member, Georgia State Assembly.

Charles T. Henry - City Manager, University City, Missouri.

Arthur Naftalin - Mayor, Minneapolis, Minnesota.

James A. Norton - Chancellor, Ohio Board of Regents.

Frances Fox Piven - Associate Professor, Boston University.

Robert E. Turner -

York Willbern - Professor, Department of Government, Indiana University.

Staff:

Charles R. Warren, Project Director.

## Appendix No. 3

### THE DRI PROCESS

for

### Developments of Regional Impact

In 1972, the Florida Legislature passed the Florida Environmental Land and Water Management Act which contained a section devoted to a new concept—Developments of Regional Impact. The Act designated the TBRPC as the regional review agency for State Planning Districts 5 and 8, effective July 1, 1973.

In issuing guidelines to carry out the DRI process, the state described developments of regional impact to include:

Airports  
Attractions and Recreational Facilities  
Electrical Generating Facilities and Transmission Lines  
Hospitals  
Industrial Plants and Parks  
Mining Operations  
Office Parks  
Petroleum Storage Facilities  
Port Facilities  
Residential Developments  
Schools  
Shopping Centers

A further breakdown equates the size of the development with other pertinent relative factors—parking spaces, seating capacity, megawatts and kilovolts, hospital beds, acreage and square feet of gross floor area, to mention a few—to determine whether or not the project is

regarded as having a regional impact. For example, plans for a residential development must be submitted to TBRPC for evaluation under the following qualifying formula:

- County population under 25,000—250 dwelling units
- County population between 25,000 and 50,000—50 dwelling units
- County population between 50,000 and 100,000—750 dwelling units
- County population between 100,000 and 250,000—1,000 dwelling units
- County population between 250,000 and 500,000—2,000 dwelling units
- County population in excess of 500,000—3,000 dwelling units

TBRPC's professional planners evaluate each developer's application in terms of its impact on:

- Regional Environment and Natural Resources—specifically, air quality, water resources, and land resources
- Regional Economy—fiscal and employment characteristics, peripheral and subsidiary developments and user characteristics.
- Regional Public Facilities—sewage treatment, storm water disposal, water supply, solid waste collection

and disposal, power supply, and other facilities serving the public.

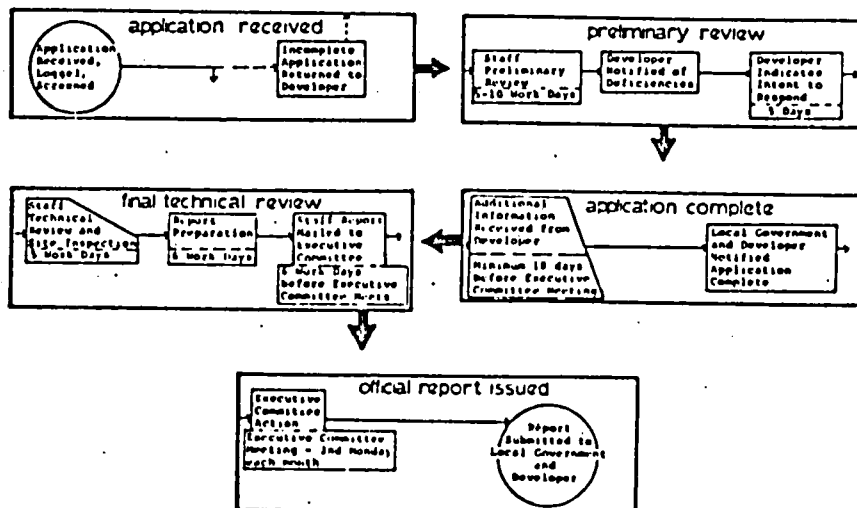
- Regional Public Transportation Facilities—an all-inclusive evaluation of existing and future-planned roads and highways, the study of traffic using the existing road systems, and the availability of public transportation.
- Regional Housing—consideration of size and price of planned residences versus the needs of existing and projected population, location to employment centers, shopping, recreation, etc., and its likely effect on the community.

When each specific area of evaluation has been completed, evaluation of the total impact on the region by the project is undertaken by the staff in terms of its character, magnitude, and location. Three types of recommendation are possible: approval, denial, or approval with modifications.

Each study, with its recommendation, is submitted to TBRPC's Executive Committee a week before its monthly meeting. The Committee's members discuss each project at length before voting on whether or not to accept the staff's recommendations and any of the modifications suggested.

After the Committee's action, the official report with its recommendation is forwarded to the developer and the local unit of government. The next step is a public hearing initiated by local government followed by their own vote of acceptance or denial of the TBRPC's recommendations. If the vote goes against the Council's recommendation, TBRPC may vote to appeal the decision to an adjudicatory commission composed of the Governor and his Cabinet.

**DRI REVIEW PROCESS**  
Tampa Bay Regional Planning Council



**FLOW CHART**



VOLUME XVII, NUMBER 56      MARCH 19, 1974

REGIONAL GOVERNMENT COORDINATION

The idea of regional government may create a negative reaction in the minds of some Bay-area citizens. But we suggest that we already have a lot of regional government, and will have more. The only question is whether we let it develop into an uncontrollable mess, or try to guide it within a workable framework we can control.

A study group presently is looking into the possibilities of some kind of coordinating body for Pinellas and Hillsborough counties. It heard recently from the father of regional government at Minneapolis-St. Paul, Dr. Arthur Naftalin, a professor and former mayor of Minneapolis. He also was on Channel 13's Insight program. Professor Naftalin explains that the Twin Cities Metropolitan Council, which actually covers seven counties, is an umbrella agency, and does not replace a single county, city or town. It was not dreamed up out of thin air, but evolved quite naturally from the proliferation of semi-independent regional agencies and authorities which were beginning to plague the area.

We are struck with the parallel to our own situation in the Bay area, where we already have multi-county agencies for such things as planning, water and flood control, rapid transit, health planning and so forth. And there are many other functions which are really regional in nature, although authority is now fragmented among two or more local governments. Hillsborough runs the regional airport, although other counties produce most of the passengers. The Hillsborough and Manatee Port Authorities share the same harbor and the same channels. Tampa General Hospital is the major medical center for much of central Florida. And so on.

The Metropolitan Council at Minneapolis-St. Paul operates on a fraction of a mill in taxes, and actually runs very few things itself. It operates as a coordinating agency, with veto power over regional development. Its members now are appointed by the governor but a move is on to make the positions elective. Another approach would be to have representatives from existing city councils and county commissions make up the regional body, as is done in the very successful system in Toronto.

However it's done, Channel 13 suggests our only real choice is whether to let regional government grow without control, or whether to put a harness on all the authorities and agencies, with the reins firmly in the hands of the people. The time to start thinking about it is today.

"UMBRELLA" FOR LOCAL GOVERNMENTS

Channel 13 hopes the Suncoast Study Panel does not get discouraged because of the reaction of some elected officials to its proposal for an umbrella organization to coordinate Bay-area governments. The officials had generally negative reactions, ranging from outright opposition to predictions it would be a hard idea to sell, no matter how desirable.

We agree the selling job will be difficult. Elected officials tend to resist changes in government, for obvious reasons. They have a stake in the way things are, and a tendency to feel they can handle any problems that arise. We think the study panel would get a more favorable reaction from other community leaders and concerned citizens.

It seems to us the only question is not whether there will eventually be an umbrella agency in the Bay area, but how soon it will come and the form it will take. The fact is, we already have some umbrella organizations with some of the same powers and limitations which the study panel proposes. The Tampa Bay Regional Planning Council has a big say-so in lots of decisions through its authority to review applications for federal funds. The regional transit authority has similar powers in its specialized field. An illustration of this was the recent fuss with the Hillsborough Aviation Authority, which was reluctant to give up any of its autonomy to the regional group. But it's obvious to most citizens that we cannot always depend solely on good will and promises to make sure we put airports where people can get to them, or express routes that will tie in with the airports.

Then, we have the Southwest Florida Water Management District, which is playing an increasing role in regulation and supply of water, and in flood control, overlapping many city and county boundaries. One of the main functions of an umbrella organization would be to coordinate the planning of these special-purpose authorities.

We cannot have anarchy among local governments anymore than we can among individuals. Somebody must be in a position to see that what may be good for one does not hurt somebody else. The need for cooperation and coordination should be clear from such hassles as the one over water supplies, which was fought out in the legislature recently. An umbrella agency would simply give us something to work through in handling problems like this. The idea is working fine in the Minneapolis-St. Paul area, at very little cost, and with no burdensome bureaucracy.

To sum it up, we will have to do this job one way or another. What we must decide is how to handle it in the fairest and most efficient way.

COORDINATING REGIONAL SERVICES

Many citizens, and even some local officials, may not even be aware of the existence of the Suncoast Study Panel. But it's been working for more than a year, now, trying to find some way to give the people more control over authorities and programs which overlap city and county boundaries. This past weekend the panel drew up a tentative statement of purpose, and reached an informal consensus on some specifics.

The need for a coordinating and policy-making organization over and above what we have should be apparent by now to most Bay-area residents. The three counties which would initially come under the proposed umbrella authority . . . Hillsborough, Pinellas and Pasco . . . already are cooperating in the Tampa Bay Area Rapid Transit Authority. And they are struggling to form a three-county water producing authority. In addition, work is well along toward a possible regional solid waste disposal program, to recover some of the material we're throwing away, as well as recovering some of the cost. The study group voted to add sewage disposal and land use as other functions needing immediate coordination.

The thinking among most panel members is that the regional authority would have 15 to 25 members, elected from districts in the three counties. Channel 13 believes it would be better accepted if the districts crossed county lines as much as possible, so members would represent people rather than cities or counties. Although this is a fairly new concept in local government, something like it has worked well in the Minneapolis-St. Paul area for years, on a very low budget, and with surprisingly little controversy.

The new regional authority would not necessarily replace the governing boards of other authorities. It would act as an umbrella over all of them. As it is now, with more and more regional authorities and programs, with little direct responsibility to each other or the people, we are losing coordination and democratic control. City and county governments cannot all go their own way. Almost every major problem we're having overlaps existing political boundaries.

As the Suncoast Study Panel gets down to the nitty-gritty of specific recommendations, Channel 13 hopes local government officials and citizens react in a positive way. There are lots of legitimate questions on how to do it, but it should be obvious we need to do something.

WTVT EDITORIAL

VOLUME XVII, NUMBER 167

AUGUST 21, 1974

TBRPC CHAIRMAN REPLIES

Recently the Channel 13 editorial supported the concept of an elected regional umbrella authority to oversee and coordinate regional programs, taking over some of the functions of the existing Tampa Bay Regional Planning Council. This evening we will permit the chairman of the council, Pasco County Commissioner Walter Voorhees, to explain his opposition to the plan:

"There is, indeed, considerable misunderstanding about regional authorities in the Bay Area and their accountability to the people who live within the region.

"One misconception is that the Tampa Bay Regional Planning Council is an autonomous authority which is not responsive or responsible to the people. The truth is that the policy board of TBRPC is composed of twenty-six, commissioners, councilmen, and mayors from thirteen units of local government all popularly elected by the people. Each of these representatives is responsible not only to the electorate of his district but to the elected body of public officials who appointed him to sit on the Council.

"Having been created by and of local government in 1962 to provide a public forum for discussion of regional problems, the Tampa Bay Regional Planning Council has, for the past twelve years, advised local government on many of the problems associated with the area's phenomenal growth. The Council has cooperated and coordinated its efforts not only with local government but, also, with most of the existing authorities and advisory agencies operating in the Bay Area. The Tampa Bay Regional Planning Council's track record for regional effectiveness can be found in the areas of pollution abatement, and waste-water treatment, urban development, mass and rapid transit, and the coordination of services to the aging.

"We agree with WTVT that we need to think about putting a better harness on regional problems. However, the creation of a separately elected umbrella authority with its own taxing powers and not directly accountable to local government would create another level of government and would result in usurpation of the authority and power vested in local government. The umbrella agency concept as presented by the Suncoast Study Panel to the Tampa Bay Regional Planning Council is much more than a problem of semantics. Thank you."

REGIONAL AUTHORITY MISUNDERSTANDINGS

There is considerable misunderstanding about the proposed umbrella authority to deal with regional problems in part of the Bay area. Some are calling it an attempt at a super-government, and some call it just another layer of bureaucracy for the people to support. The truth is that what the Suncoast Study Panel is trying to do in Hillsborough, Pinellas and Pasco counties is give the people better services and, just as important, give them better control over them.

As it is now the area invents a new, separate and largely autonomous authority for each new problem. We have authorities for rapid transit and for planning, and are in the midst of forming one for water supply. Another for garbage reclamation and disposal is under serious discussion. And we have planning and advisory agencies in other fields, such as health and law enforcement. As the growth of the area brings new problems, and as old problems grow beyond the control of individual cities and counties, we need to take a fresh look at the direction we are drifting.

The study panel's current proposal would establish an umbrella authority to coordinate and oversee all the others, which could continue to exist as operating agencies where necessary. Most important, the proposed regional council would be democratically elected directly by the people. Current thinking is 29 members, each chosen from a single-member district of equal population.

We think another misconception about the study panel is that it is a bunch of amateurs with no practical knowledge of local government and its problems. The fact is almost every member of the group has some actual experience with local government, and many are either elected officials or top level employees. There are council members, county commissioners, county attorneys, city managers and professional planners on the panel, not to mention people active in party politics. Their discussions are at the grass roots level.

Whether the umbrella authority replaces or absorbs the existing regional planning council, or whether the council is reformed to assume a broader role is mostly a matter of semantics. But Channel 13 believes we do need to think seriously about putting a better harness on regional problems and regional authorities, with the reins more firmly in the hands of the people.

Appendix No. 5

PROPOSED LEGISLATION FORMING TAMPA BAY COUNCIL

1 Be it enacted by the Legislature of the State of Florida an act to  
2 create the Tampa Bay Council:

3 Section 1. Findings and Purpose.

4 (1) The legislature finds and declares that in the Tampa Bay  
5 region:

6 (a) the problems of growth and development transcend the  
7 boundaries of individual units of general local government, and no  
8 single local unit can formulate plans or implement policies for  
9 their solution without affecting other units in their geographic  
10 area;

11 (b) there is a need for a regional organization to provide  
12 a means for citizens to resolve common problems, engage in areawide  
13 comprehensive and functional planning, administer certain federal  
14 and state grants-in-aid, coordinate development, and conduct other  
15 areawide activities;

16 (c) the trend to single-purpose areawide agencies has  
17 resulted in duplication of effort and diffusion of responsibility,  
18 and has impeded the efforts of local governments to meet citizen  
19 needs; and,

20 (d) the establishment of this regional organization does  
21 not affect the right of counties or municipalities to conduct local  
22 planning or deliver local services.

23 (2) It is the purpose of this act to enhance the ability  
24 and opportunity of local jurisdictions in the Tampa Bay region to  
25 resolve issues and problems transcending their individual boundaries  
26 by establishing a general purpose regional agency with authority to:  
27 (a) perform comprehensive regional planning; (b) establish regional  
28 policy; (c) enforce regional standards; and, (d) provide for trans-  
29 portation, water resources, sewage treatment, solid waste disposal,  
30  
31

1 and such other regional functions as may be added through provisions  
2 of this act.

3 Section 2. Definitions. -- As used in this act, except where  
4 the context clearly indicates otherwise:

5 (1) "Agency" means Tampa Bay Council.

6 (2) "Comprehensive regional development guide" means a long-  
7 range plan identifying regional goals, objectives and opportunities  
8 for physical, economic and social development.

9 (3) "Governing body" means the legislative or policy making  
10 body of a unit of general local government, special district, or the  
11 agency.

12 (4) "Local elected official" means the chief elected execu-  
13 tive or a member of the governing body of a unit of general local  
14 government.

15 (5) "Major capital facility" means any structure or physical  
16 facility which has an impact or effect on development of the region,  
17 including those which: are located on or near the boundaries between  
18 counties; are part of an areawide system of public services or facili-  
19 ties, such as major highways, rapid transit, or water and sewer ser-  
20 vice; are of a magnitude to establish new directions in the population  
21 or economic growth of the region.

22 (6) "Population" means the number of inhabitants according  
23 to the latest special or decennial United States Census.

24 (7) "Region" means the territory within the counties of  
25 Pinellas, Hillsborough, and Pasco.

26 (8) "Special district" means a local unit of special govern-  
27 ment created pursuant to general or specific law for the purpose of  
28 performing specialized functions within limited boundaries.

29 (9) "State agency" means any department, commission, board  
30 or other unit of the executive branch of State government.  
31

1           (10) "Unit of general local government" means a county or  
2           municipality.

3           Section 3. Regional agency; creation; membership.

4           (1) There is hereby created in the Tampa Bay region a general  
5           purpose agency as a separate legal entity, to be known and designated  
6           as the Tampa Bay Council.

7           (2) The governing body of the agency shall consist of a  
8           number of members equal to one member per 50,000 population based  
9           on the population figures from the latest decennial census, selected  
10          by voters from individual districts for two-year terms. Members  
11          shall be qualified electors of the state and of a county in which  
12          all or part of the district is located.

13          (3) The region shall be apportioned into districts as  
14          follows:

15                 (Statement of district boundaries)

16          (4) The region shall be reapportioned into districts as  
17          follows:

18                 (a) The governing body shall provide for reapportioned  
19                 districts every four years based on the latest official census or  
20                 accepted state population figures within sixty days after such  
21                 official census figures are available.

22                 (b) The proposed map of districts shall be published in  
23                 major newspapers in the region thirty days before adoption. Public  
24                 hearings shall be held in each county of the region prior to adoption.

25                 (c) If the governing body fails to provide such reappor-  
26                 tioned districts within such time limit, the Attorney General within  
27                 five days will bring action in the appropriate court to either compel  
28                 the performance of such duty or to provide such reapportioned dis-  
29                 tricts for the region.



1 (d)

2 (Statement that a given percentage of citizens  
3 from a given number of districts may petition  
4 the Attorney General to submit such plans to  
5 an appropriate court when petitioners believe  
6 they are inequitable.)

7 (5) Election to the governing body shall be in the following  
8 manner:

9 (a) The election of members shall be by majority of votes  
10 cast and held on the first Tuesday after the \_\_\_\_\_ Monday  
11 in \_\_\_\_\_ of each \_\_\_\_\_ numbered year. If one candidate  
12 fails to receive a majority of the votes cast, the two candidates  
13 receiving the highest number of votes shall participate in a run-off  
14 election to be held on the second Tuesday following the first election  
15 day;

16 (b) Members shall assume office on the third Tuesday fol-  
17 lowing the first election day. At the first meeting, members shall  
18 elect a presiding officer, a secretary (who need not be a member) and  
19 such other officers as they deem necessary.

20 (6) Members shall continue in office until their successors  
21 qualify. Vacancies in the membership shall be filled by appointment  
22 of the Governor if there is less than twelve months of the term  
23 remaining; otherwise, by a special election called for such purpose  
24 by the governing body.

25 (7) Members shall receive compensation of \$3,600 annually  
26 and \$50 per meeting; travel and related expenses may be provided  
27 by the governing body.

28 (8) If the agency is designated as a regional agency for  
29 the purposes of Chapter 380, Florida Statutes, or any other state  
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1 or federal law and the area covered by such designation exceeds the  
2 geographic boundaries of the agency, the governing body may add such  
3 additional members to it or any of its committees as may be agreed  
4 upon by the designating agency and the governing body to provide  
5 equitable representation. The additional members shall be selected  
6 by the governing body of local general purpose government covering  
7 all or part of the additional area and shall be heard only with res-  
8 spect to issues for which such designation is made.

9 Section 4. Regional agency: duties and powers.

10 (1) The agency shall have and exercise all powers necessary  
11 or convenient to enable it to carry out the duties and responsibilities  
12 which are hereby, or may hereafter be, imposed upon it by law. With-  
13 out in any manner limiting or restricting the general powers conferred  
14 by this chapter, the agency shall have power to:

15 (a) Adopt and have a common seal and alter it at pleasure;

16 (b) Sue and be sued;

17 (c) Adopt by-laws and make rules and regulations for the  
18 conduct of its business;

19 (d) Establish committees, including citizen advisory com-  
20 mittees, and divisions and authorize the staffing same, as necessary  
21 to carry out its duties and exercise its powers;

22 (e) Hold public hearings;

23 (f) Borrow money and accept gifts, apply for and use grants  
24 or loans of money or other property from the federal government, the  
25 state, a local unit of government or any person, for any agency pur-  
26 pose and may enter into agreements required in connection therewith,  
27 and may hold, use and dispose of such moneys or property in accordance  
28 with the terms of the gift, grant, loan or agreement relating  
29 thereto;  
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1 (g) Enter into all contracts and agreements necessary or  
2 incidental to the performance of its duties and responsibilities,  
3 including but not limited to: (i) intergovernmental contracts or  
4 joint exercise of powers agreements; (ii) contracts for the services  
5 of consultants to perform planning, engineering, legal, or other  
6 appropriate services of a professional nature; and (iii) contracts,  
7 including bonds for financing appropriate services;

8 (h) Prescribe all terms and conditions for the employment  
9 of officers, employees, and other agents including but not limited  
10 to their classification, the fixing of compensation and benefits,  
11 and the filing of performance and fidelity bonds and policies of  
12 insurance as it may deem advisable; provide for adoption of qualifi-  
13 cations and job descriptions; prescribe procedures for removal and  
14 appeal by employees;

15 (i) Apply for coverage of its employees under the state  
16 retirement system in the same manner as if such employees were state  
17 employees, subject to necessary action by the agency to pay employer  
18 contributions into the state retirement fund;

19 (j) Conduct studies of the region's resources with res-  
20 spect to existing and emerging problems of industry, commerce, trans-  
21 portation, population, housing, agriculture, public services, local  
22 government finances, and any other matters which are relevant to  
23 regional planning;

24 (k) Collect, process, and analyze at regular intervals  
25 the social, economic and fiscal statistics for the region with the  
26 necessary planning studies, consistent with Chapter 23, Florida  
27 Statutes, and make the results available to the general public;

28 (l) Provide information to officials and state departments,  
29 agencies, and instrumentalities, to federal and local governments  
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1 and to the public at large in order to foster a public awareness and  
2 understanding of the objectives of the comprehensive regional develop-  
3 ment guide and its proposals and the nature of regional and local  
4 planning in order to stimulate public interest and participation in  
5 the orderly, integrated development of the region;

6 (m) Assume other duties of any state or federal designation,  
7 subject to providing additional equitable representation pursuant to  
8 Subsection (8) of Section 3 of this Act, and

9 (n) Execute any and all instruments, and perform any and  
10 all acts for things necessary, convenient, or desirable for its pur-  
11 poses or to carry out the powers expressly given in this section.

12 (2) The governing body shall employ and set the compensation  
13 of an executive director, who shall serve at the pleasure of the  
14 governing body. The executive director shall employ professional,  
15 technical, clerical or legal staff, as may be necessary and authorized,  
16 and remove same. The executive director may make agreements with  
17 local planning or other public agencies, within the geographic boun-  
18 daries of the region, for temporary transfer, loan, or other coopera-  
19 tive use of staff employees and, with the consent of the governing  
20 body or pursuant to procedures established by the governing body,  
21 may acquire the services of consultants and enter into contracts on  
22 behalf of the agency.

23 (3) The agency shall promulgate rules governing its operation,  
24 provided that such rules shall be in accordance with the administra-  
25 tive procedures provisions of Chapter 120, Florida Statutes.

26 Section 5. Comprehensive regional development guide, plan-  
27 ning and review.

28 (1) The agency shall establish a comprehensive regional  
29 development guide:  
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1 (a) The agency shall establish a comprehensive planning  
2 process and prepare, publish, and annually review and if necessary  
3 revise, a guide for the coordinated development of the region. It  
4 shall embody the policies of the agency, and include, but not be  
5 limited to: (i) goals, objectives, standards, and principles to  
6 guide economic, social, environmental, and human resources develop-  
7 ment; (ii) alternative strategies for economic growth and population  
8 settlement; (iii) land, water and air transportation networks and  
9 communication facilities; (iv) the need for and proposed general  
10 location of public and private works and facilities, which by reason  
11 of their function, size, extent or any other cause are of an areawide,  
12 as distinguished from a purely local, concern; and, (v) the long  
13 range development, operation, and financing of capital projects and  
14 facilities;

15 (b) Each unit of general purpose local government shall  
16 submit their comprehensive plan to the agency by (specify time).  
17 The submission of a comprehensive plan or other programs by a county  
18 government which includes the plans of other local units within the  
19 county may be considered a consolidated submission and waives the  
20 submission requirement for the units included. The agency shall  
21 determine whether plans of individual units are in conflict with  
22 each other or with the regional service standards, policies or plans  
23 of the agency. The agency shall advise the local units of conflicts  
24 within sixty days after submission. The agency shall negotiate and  
25 resolve conflicts within thirty days after notification, during which  
26 time the local unit shall take no action to implement the plan.

27 (c) The comprehensive regional development guide, in part  
28 or in whole, and any amendments thereto, shall be officially adopted  
29 by a majority vote of the governing body within one hundred twenty  
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1 days of submission of plans by local governments. A public hearing  
2 on the proposed development guide shall be held in each of the three  
3 counties at least thirty days prior to the adoption of the guide and  
4 after adequate public notice.

5 (2) Upon adoption of the comprehensive regional development  
6 guide, each unit of local government located within the region and  
7 each state agency operating within the region shall submit to the  
8 agency for review, comment, and recommendation, its comprehensive  
9 plans or any other plans or programs which in the judgment of the  
10 agency affect or are affected by the provisions of the comprehensive  
11 regional development guide. The agency shall have thirty days from  
12 the date of submission of these programs to conduct its review and  
13 make comments and recommendations, during which period the unit of  
14 general local government or state agency shall take no action to  
15 implement the plans or programs.

16 (3) The agency shall develop guidelines to determine develop-  
17 ments of areawide concern, which shall include, but not be limited to,  
18 developments of regional impact pursuant to Chapter 380, Florida  
19 Statutes.

20 (4) The agency shall enforce regional standards:

21 (a) Any development of areawide concern shall not be con-  
22 sidered by any unit of local government within the region until the  
23 agency and all affected local governmental units have been granted  
24 thirty days advance notification. Any comment received from the  
25 agency or another unit of local government shall be placed on the  
26 local record and a response to any adverse comment must be made prior  
27 to any final decision.

28 (b) The governing body of each unit of general local govern-  
29 ment and each state agency operating within the region shall submit  
30 to the agency for review all proposed major capital facility projects,  
31

1 regardless of funding source. The agency shall advise the unit or  
2 state agency within thirty days from the date of submission as to  
3 whether the proposed project has areawide significance. If it lacks  
4 areawide significance, the agency shall certify this finding. If it  
5 has areawide significance, the agency shall determine whether the  
6 proposed project is in conflict with the comprehensive regional de-  
7 velopment guide and implementing policies, or is not properly coordi-  
8 nated with other existing or proposed projects within the region.  
9 If the agency finds the proposed project conflicts with the guide or  
10 implementing policies or lacks proper coordination, it shall resolve all  
11 inconsistencies before project initiation.

12 (c) The agency shall review all proposed applications  
13 submitted by units of general local government, special districts,  
14 and private non-profit organizations within its boundaries for a loan  
15 or grant from a state or federal department or agency for any pro-  
16 gram. If the agency finds the proposed application to be in con-  
17 flict with the comprehensive development guide or implementing  
18 policies or is not properly coordinated with existing or proposed  
19 projects within the region, such a statement shall be appended to  
20 the application by the unit involved, or, upon resolution of these  
21 conflicts before submission of the application to the pertinent  
22 federal department or agency for funding consideration, the agency  
23 shall withdraw such statement.

24 Section 6. Regional agency: establishment of service  
25 plans; authorization to assume certain powers.

26 (1) Service plans shall be established for all or any of  
27 the following purposes:

28 (a) Sewage treatment works, including any facilities  
29 covered by Chapter 403, Florida Statutes;  
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1 (b) Facilities for the collection, treatment, and disposal  
2 of solid waste material;

3 (c) Facilities for water resources, including development  
4 of regional water supplies and integration of regional water distri-  
5 bution systems;

6 (d) Public transportation; and,

7 (e) Any program or function added by a two-thirds vote of  
8 the governing body, unless the state legislature shall provide to the  
9 contrary at its next regular session by enactment of a special act  
10 prohibiting such assumption.

11 (2) The geographic jurisdiction within the region for the  
12 exercise of any such service planning purposes assumed by the agency  
13 or its designee shall be established and may be amended by the agency  
14 pursuant to the procedures established herein.

15 (3) The agency is authorized to prepare and promulgate a plan  
16 for the creation of a service district for purposes provided for in  
17 this section at any time and, upon request of the governing bodies of  
18 at least one-half of the municipalities and counties located wholly  
19 within the district, or of the governing bodies representing at least  
20 one-half of the population of the district, it shall promulgate a  
21 plan for the service so requested within one year from the date of  
22 such request.

23 (4) For the purposes of this section, the population of  
24 county governments shall be computed on the basis of the population  
25 in the unincorporated areas of the county.

26 (5) The agency may create service districts by:

27 (a) The agency shall submit a plan for creation of a  
28 service district pursuant to this section to the units of local  
29 general purpose government within the area of the proposed service  
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1 district for adoption. Upon adoption of the plan by a majority of  
2 the units of local general purpose government affected, representing  
3 a majority of the population, the service district shall be created  
4 and the agency or its designee shall be authorized to assume all  
5 powers granted by this section for such purpose.

6 (b) As an alternative method for creation of a service  
7 district, the agency may propose in its plan the creation of such  
8 a service district pursuant to interlocal agreement under Part I  
9 of this Chapter and, upon adoption of the agreement by the partici-  
10 pating units, such service districts shall be considered a special  
11 district subject to the provisions of the section of this act deal-  
12 ing with special districts.

13 (c) A service district plan may be amended or repealed  
14 in the same manner as provided for its original adoption.

15 (6) Upon creation of a service district, which shall be  
16 governed by the agency or its designee, the agency or its designee  
17 shall be authorized to assume and exercise all contractual and opera-  
18 tional powers otherwise conferred by state law on units of local  
19 government within the proposed service district to plan, finance,  
20 undertake, and develop facilities and programs for the authorized  
21 purpose. With respect to any such power for which federal or state  
22 government assistance is sought or received, the agency or its  
23 designee shall be the governing body of the service district area  
24 for purposes of such assistance. The placement of any facility by  
25 such a service district shall be considered a development of regional  
26 impact with the service district as developer and subject to the pro-  
27 cedures established in Chapter 380, Florida Statutes.

28 Section 7. Powers in relation to special districts.

29 (1) The agency shall exercise the powers and duties set forth  
30 in this section in relation to any special district created and  
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1 organized within the region unless otherwise specified.

2 (2) "Special district" for the purpose of this section, shall  
3 mean any local unit of special government, whether created pursuant  
4 to general or special law or pursuant to an interlocal agreement, for  
5 the purposes of performing prescribed specialized functions within the  
6 region.

7 (3) The agency shall review proposals for the formation of  
8 special districts which would operate within its boundaries and within  
9 thirty days submit a report on the areawide significance of the pro-  
10 posed formation to the referring units of general local government.

11 (4) Each special district within the region not governed by  
12 the governing body of a unit of local general government, ex officio  
13 or otherwise, shall submit to the agency all plans and annual work  
14 programs which the agency determines to affect or be affected by the  
15 provisions of the comprehensive regional development guide. The  
16 agency shall have thirty days from the date of submission of plans to  
17 conduct its review and to make comments and recommendations during  
18 which time the special district shall take no action to implement the  
19 plans or programs. If the agency finds the proposed program conflicts  
20 with the comprehensive regional development guide or implementing  
21 policies or lacks proper coordination, it shall resolve all inconsis-  
22 tencies before project initiation.

23 (5) The governing body of any special district operating  
24 within more than one county in the region shall submit, at least sixty  
25 days prior to adoption, the proposed annual budget for the ensuing  
26 fiscal year and any long-term financial plan or program and shall  
27 submit any other plans or programs of the special district for future  
28 operations. The agency shall review the proposed annual budget and  
29 any long-term financial plan or program and make comments and recom-  
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1 mendations thereon. Any other plans or programs of the special dis-  
2 trict for future operations shall be reviewed pursuant to the same  
3 procedure and to the same extent as the plans or programs of other  
4 units of local government pursuant to Section 5 of this act.

5 Section 8. Federal and state programs.

6 (1) The agency is authorized to receive state and federal  
7 grants for regional planning and coordination purposes for programs  
8 which may include, but not be limited to, the following:

9 (a) Section 403 of the Public Works and Economic Develop-  
10 ment Act of 1965;

11 (b) Section 701 of the Housing Act of 1954 as amended;

12 (c) Omnibus Crime Control Act of 1968;

13 (d) Section 134 of the Federal Aid Highway Act as amended;

14 (e) And, to the extent feasible as determined by the govern-  
15 or, the following:

16 (i) Economic Opportunity Act of 1964;

17 (ii) Comprehensive Health Planning Act of 1965;

18 (iii) Section 208 of the Water Pollution Control Act  
19 amendments of 1972;

20 (iv) Federal regional manpower planning programs; and,

21 (v) Resource conservation and development programs.

22 (2) To avoid duplication of staffs for various multi-county  
23 or regional bodies assisted by state and federal governments, the  
24 agency shall provide basic administrative, research and planning for  
25 all multi-county or regional planning and development agencies hereto-  
26 fore or hereafter established in the region. The agency may contract  
27 to obtain or perform services with state agencies, nonprofit multi-  
28 county or regional groups, subdistricts organized as the result of  
29 federal programs, councils of governments formed under Section 163.02  
30 or any other law, and with local units of government.  
31

1           (3) The agency shall determine whether applications for state  
2 and federal financial assistance conflict with the comprehensive re-  
3 gional development guide or implementing policies or lack proper coor-  
4 dination by:

5           (a) The governing body of each unit of local government  
6 located wholly or partly within the region shall submit to the agency  
7 for review and comment any application to agencies of the state or  
8 federal government for financial assistance.

9           (b) The agency shall advise the unit of local government,  
10 within thirty (30) days, regardless of longer periods permitted by  
11 federal law, from the date of the submission of the application, as  
12 to whether or not the proposed project, for which funds are requested,  
13 has significance beyond the boundaries of the applying unit of local  
14 government. If it does not have such significance, the agency shall  
15 certify this finding. If it does have such significance, the agency  
16 shall determine, within thirty (30) days from the date of the sub-  
17 mission of the application, whether or not the application is in  
18 conflict with regional development plan or implementing policies.  
19 thereof. In making such determination, it may also consider whether  
20 the proposed project is properly coordinated with other existing or  
21 proposed projects within the district.

22           (c) The comments and recommendations made by the agency  
23 shall become part of any such application of the unit of local govern-  
24 ment, and if the application is submitted to the state or federal  
25 government or any agency thereof such comments and recommendations  
26 shall also be submitted therewith.

27           Section 9. Regional agency: reports; fiscal year; budget;  
28 and, audits.

29           (1) The agency shall provide financial reports, in such  
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1 form and in such manner as prescribed by Part III of Chapter 218,  
2 Florida Statutes.

3 (2) The agency shall further prepare an annual report on its  
4 activities and shall furnish such to the governor and the legislature,  
5 the division of state planning, and the presiding officer of the  
6 governing bodies of the units of local general purpose government  
7 in the region, and the water management district created under Chapter  
8 373 within its boundaries, and, upon payment of a fee if such be  
9 established by the agency, to any interested person. Such report  
10 shall include:

11 (a) A financial statement in the form provided for financial  
12 reporting to the state;

13 (b) The budget for the year in which the report is filed,  
14 including an outline of its programs, activities and staffing ar-  
15 rangements for such period;

16 (c) A description of the comprehensive regional development  
17 plan adopted by the region and indicators of development progress;

18 (d) Summaries of any studies and the recommendations  
19 resulting therefrom made by the agency, and a listing of all applica-  
20 tions for federal and state loans or grants made by local units of  
21 government within the region, and a summary of the agency's review  
22 and comments;

23 (e) A list of plans or proposed capital facilities of  
24 units of local and state government submitted to the agency;

25 (f) Recommendations regarding federal and state programs,  
26 intergovernmental cooperation, funding and legislative needs; and,

27 (g) Any other information deemed necessary by the agency  
28 or which the state department of administration may require pursuant  
29 to a rule promulgated pursuant to Chapter 120, Florida Statutes.  
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1           (3) The fiscal year for the agency shall begin on October 1  
2 of each year and end on September 30 of the following year.

3           (4) Prior to August 1 of each year, the executive director  
4 shall prepare and submit to the agency, to all units of local general  
5 purpose government, and to the water management district created under  
6 Chapter 373, in the region a proposed annual budget for the next  
7 fiscal year. A public hearing on the budget shall be held in each  
8 county of the region thirty days prior to adoption. Not later than  
9 October 1, the governing body shall adopt its annual budget for the  
10 ensuing fiscal year.

11           (5) The agency shall make provisions for an annual indepen-  
12 dent post-audit of its financial records. The auditor-general of  
13 the state is hereby instructed and authorized to make such audit  
14 pursuant to Chapter 77, Florida Statutes. The agency may, with the  
15 approval of the auditor-general, make provision for an annual post-  
16 audit of all or any of its accounts with an independent auditor  
17 authorized to do business in Florida.

18           Section 10. Regional agency: funding.

19           (1) The agency is authorized to apply for, contract for,  
20 receive and expend for its purposes any funds or grants from any  
21 participating local governmental unit or from the state of Florida,  
22 the federal government, or any other source.

23           (2) The agency shall be eligible for state financial assis-  
24 tance from funds appropriated by the legislature to the division of  
25 state planning of the department of administration for this purpose.  
26 Financial assistance provided hereunder shall be requested as an  
27 annual grant of fifty thousand dollars (\$50,000) plus an additional  
28 allocation of a set amount per capita. Annually, the proposed budget  
29 shall be converted into per capita amounts necessary to fund the  
30 difference between other sources of monies and the total needed. A  
31 state and county portion shall be set by (specify date).

1           (3) The agency shall prior to adoption of the budget set  
2     the per capita amount to be collected by county governments. This  
3     per capita amount from each county shall be translated into a millage  
4     amount and listed separately on county tax bills.

5           (4) Population figures for per capita amounts will be taken  
6     from the most recent annual Division of Population report of the  
7     Bureau of Economic and Business Research, University of Florida.

8           (5) The agency may raise, by user charges or fees authorized  
9     by a duly enacted resolution after adequate notice, amounts of money  
10    which are necessary for the conduct of its operations and may enforce  
11    this receipt and collection in the manner prescribed by resolution,  
12    not inconsistent with law.

13           Section 11. Implementation.

14           (1) The first election for members shall be held on the  
15    first Tuesday after the \_\_\_\_\_ Monday in \_\_\_\_\_ of  
16    1975.

17           (2) The first meeting of the governing body shall be held  
18    on the second Tuesday following the date set for the run-off election  
19    pursuant to this act. At the first meeting, the governing body shall  
20    organize, elect a presiding officer, secretary (who need not be a  
21    member) and such other officers as it deems necessary. It shall  
22    further adopt its rules of procedure, employ an executive director,  
23    and, after a public hearing with at least seven days notice, a budget  
24    for the initial fiscal period, which shall be from January 1, 1976 to  
25    September 30, 1976. Any state or local agency having funds appropria-  
26    ted to it for the purpose of assisting the formation of the agency  
27    may expend such funds upon the request of the governing body at any  
28    time before January 1, 1976, and thereafter as provided by the  
29    budget.

1           (3) The Tampa Bay Regional Planning Council, established  
2 pursuant to Chapter 160 of Florida Statutes, is hereby transferred on  
3 January 1, 1976, by a type-three transfer as provided in subsection  
4 20.06(3), Florida Statutes, to the Tampa Bay Council established  
5 pursuant to this act. All employees of such agency shall continue as  
6 employees of the agency and shall retain all vested rights and benefits  
7 granted prior to July 1, 1975.

8           Section 12. Severability.

9           If any section, subsection, sentence, clause, phrase or word  
10 of this act is for any reason held or declared to be unconstitutional,  
11 invalid, inoperative, ineffective, inapplicable or void, such invalid-  
12 ity or unconstitutionality shall not be construed to affect the por-  
13 tions of this act not so held to be unconstitutional, void, invalid,  
14 or ineffective, or affect the application of this act to other circum-  
15 stances not so held to be invalid, it being hereby declared to be  
16 the expressed legislative intent that any such unconstitutional, il-  
17 legal, invalid, ineffective, inapplicable or void portion or portions  
18 of this act did not induce its passage, and that without the inclusion  
19 of any such unconstitutional, illegal, invalid, ineffective or void  
20 portions of this act, the legislature would have enacted the valid  
21 and constitutional portions thereof.

22           Section 13. This act shall take effect July 1, 1975.  
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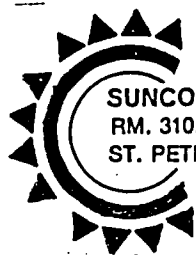


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## WHAT CAN A CITIZEN DO TO IMPROVE THE REGION?

- Consider yourself a citizen of the region.
- Let your elected officials--local, county and legislative--know that you want them to consider regional needs.
- Become more informed about regional agencies. Attend their meetings. Be put on their mailing lists.
- Ask to be appointed to a regional advisory council.
- Use regional speakers for your organization.
- Support areawide solutions to problems by:
  - Opposing creation of new single-purpose agencies;
  - Supporting changes to require policy coordination among present agencies.
- Work to make governing boards directly accountable to citizens by:
  - Putting decisions in hands of elected officials;
  - Monitoring attendance of elected officials who sit on regional agencies;
  - Requiring communication between these representatives and other elected officials and the public.
- Urge the media to cover news regionwide.
- Keep informed on reform proposals.
- Join SUNCOAST CITIZENS and work to make our region a better place for all of us to live. Telephone 576-1274 or 867-4919 in St. Petersburg for information.



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## STUDY PANEL



MAIL TO:

## WHAT IS THE SUNCOAST STUDY PANEL?

The Suncoast Study Panel was formed after five local governments in the region adopted resolutions accepting a contract with the National Academy of Public Administration Foundation, based in Washington, to study neighborhood solutions to regional problems. The Panel members were appointed by local officials. The study period from April 15, 1973 through May, 1975 was funded in part by a HUD grant to the National Academy.

Panel members, who received no compensation, took an active part in the research, for which a staff director and research-clerical assistant prepared working reports. Task forces collected information on how services were being delivered in the area and later divided into centralization and decentralization groups to study reassignment of services as a means of improving efficiency, coverage and equitable costs and charges. That work, combined with community contacts, made it clear that solutions to certain major problems were not perceived to be in the direction of decentralization. This realization turned the Panel's attention to means of expanding citizen access to, and control over, centralized multi-county structures, both as they exist now and as they might operate in the future. The Panel also brought in a number of resource people of national stature for community conferences.

By March, 1974 the Panel had agreed to propose an umbrella multijurisdictional organization with responsibility for a limited number of services for planning and policy, rather than service delivery. To refine the skeletal proposal, a community consultation and education program was taken to officials and leaders and some six hundred individuals and groups in the region. A public hearing in December, 1974 was held to stimulate discussion on draft legislation to bring a Tampa Bay Council into reality.

The names of Panel members are listed on the inside back cover. Panel offices were located in Room 310, 9700 Gandy Blvd., St. Petersburg.

### Hillsborough County:

COLLEEN BEVIS - President, Tampa Area Mental Health Board; member, Hillsborough Charter Commission; past state officer, PTA.  
JOSEPH CHAO - Director, Grants-in-Aid, Hillsborough County.  
ALBERT COPELAND - Owner, Copeland Market, Tampa.  
H. D. CUSICK - Staff member, Governmental Affairs division, Greater Tampa Chamber of Commerce.  
AL DeSHONG - Safety Director, Hillsborough County.  
MANUEL DURAN, JR. - Business Consultant; formerly, Housing Services Counsellor, Hillsborough Hospital and Welfare Board.  
ARTHUR H. FREY - Realtor, Tampa.  
DOROTHY HARMON - Reading specialist, Hillsborough County Schools; founder of WHITTS, Harmon Halfway House, youth programs.  
NANCY SEVER - Temple Terrace City Council; past president, League of Women Voters of Hillsborough County.  
JAMES SHIMBERG - Attorney, builder; state ELMS Committee member; member, Hillsborough Charter Commission.  
JOHN M. SIDOR - Assistant Professor, Political Science, USF; Director, Regional Housing Center Project.  
CLAUDIA SILAS - Headstart Supervisor, Hillsborough County Schools.

### Pasco County:

JOHN BETZ - Professor, Microbiology, USF; Chairman, Central Pasco Planning Commission; member, Tampa Advisory Com. on Environment.  
PETER DUNBAR - Pasco County Attorney.  
LOUIS E. HOLT - Pasco County Commissioner (term ending 1974).

### Pinellas County:

FRED ANDERSON - Former mayor, Treasure Island.  
MARILYN BRYSON - Staff member, Governmental Affairs division, St. Petersburg Chamber of Commerce.  
ROGER CARLTON - Assistant to the County Administrator, Pinellas Co.; chairman, Pinellas Manpower Planning Council.  
MARLIN ELDRED - Madeira Beach City Council.  
JUDITH GOULD - Dunedin City Council.  
LACEY HARWELL - Pastor, Maximo Presbyterian Church, St. Petersburg.  
DAN L. JOHNSON - President, Radio Station WFSO; President, Florida West Coast Health Planning Council.  
\* JEANNE MALCHON - Chairman, Florida State Health Planning Council; National Board, League of Women Voters, 1972-74.  
THOMAS F. THOMPSON - Instructor, St. Petersburg Junior College; member, Executive Com., Democratic Party of Pinellas County.  
PICOT FLOYD - City Manager, Clearwater.

### Staff:

LAUREY STRYKER - Executive Director; former Assistant Professor, Urban Politics, Hillsborough Community College; interim Associate Professor of Urban Government, University of South Florida.

\* Panel Chairperson

	Hillsborough	Pasco	Pinellas
Population (total):	562,462	110,052	620,103
Incorporated	314,909	28,479	466,807
Unincorporated	247,552	91,573	153,396
Households	158,750	30,361	211,301
Economic factors:			
Less than \$3,000	32,833	9,610	48,550
\$3,000 - 7,499	51,233	13,088	76,756
\$7,500 - 14,999	55,917	6,203	62,178
\$15,000 and over	18,767	1,460	23,817
Welfare recipients	31,488	3,021	20,697
Education:			
Pupils, K-12	117,432	20,597	99,936

(All figures for 1973 from Statistical Abstract, U. of Fla.)

City	Incorporation	Square Miles	Population	Form of Gov.	Property Taxes <sup>1</sup>	Other taxes, Fees	Enterprises <sup>2</sup>	Revenue Sharing	Misc. Income
Plant City	1884	11	16,601	Coun.-mgr.	32	47	70	84	5
Tampa	1849	85	300,000	Strong may.	50	82	87	104	3
Temple Terrace	1925	4	10,751	Coun.-mgr.	42	32	83*	66	1
Dade City	1889	2	5,000	Coun.-mgr.	34	75	83	92	6
New Port Richey	1916	3	8,000	Coun.-mgr.	42	61	85*	77	21
Port Richey	1925	4	1,500	Coun.-clk.	63	63	55*	59	3
St. Leo	1891	4	967	Coun.-clk.	5	3	35*	72	0
San Antonio	1891	1	452	Coun.-clk.	17	24	27	75	2
Zephyrhills	1916	4	4,000	Coun.-mgr.	20	59	162*	83	36
Belleair	1897	2	3,600	Coun.-mgr.	78	24	79	31	1
Belleair Bch.	1950	1	1,400	Stron.May.	48	28	50	41	3
Belleair Bluffs	1967	1	2,700	Coun.-clk.	33	31	3	33	3
Belleair Shores	1955	2	130	Stron.May.	73	22	16	29	0
Clearwater	1897	28	81,200	Coun.-mgr.	44	78	138	67	10
Dunedin	1899	15	27,621	Coun.-mgr.	36	50	76	71	3
Gulfport	1910	3	12,668	Coun.-mgr.	18	39	91	51	0
Indian Rocks Bch.	1925	2	3,060	Coun.-mgr.	37	57	30	33	9
Indian Shores	1949	1	2,500	Coun.-clk.	46	62	117	25	3
Kenneth City	1957	1	5,300	Coun.-clk.	17	21	0	50	0
Largo	1905	26	52,000	Coun.-mgr.	8	53	53	50	0
Madeira Beach	1949	2	4,919	Coun.-mgr.	40	70	43	59	9
N. Redington Bch.	1953	5	950	Coun.-clk.	64	51	89	213	0
Oldsmar	1929	7	2,700	Coun.-Adm.	22	38	101	38	9
Pinellas Park	1914	12	33,000	Coun.-mgr.	21	45	58	58	12
Redington Bch.	1945	1	1,672	Coun.-clk.	32	21	58	33	0
Redington Shores	1955	4	2,100	Coun.-clk.	9	37	57	38	15
Safety Harbor	1915	8	4,200	Coun.-mgr.	23	39	79	54	11
St. Petersburg	1892	58	270,000	Coun.-mgr.	39	63	80	61	6
St. Peters. Bch.	1943	3	11,000	Coun.-mgr.	86	86	51	64	3
So. Pasadena	1955	1	4,500	Coun.-clk.	14	82	21	33	14
Seminole	1965	3	3,115	Coun.-clk.	33	32	0	78	0
Tarpon Springs	1887	11	10,000	Coun.-mgr.	44	53	71	56	2
Treasure Island	1937	3	8,500	Coun.-mgr.	47	55	124	40	4

\* Revenues exceeded expenses

1 All revenue amounts shown per capita.

2 Includes utilities, services, hospitals, etc.

Per capita amounts furnished by Dept. of Commerce; other from cities.

# TAMPA BAY COUNCIL

a  
REGIONAL APPROACH  
to  
AREAWIDE PROBLEMS

Proposed by  
SUNCOAST STUDY PANEL

January, 1975

FLORIDA WEST COAST HEALTH PLANNING COUNCIL,  
12945 Seminole Blvd., Largo 33540, 585-7469  
Meets at call of officers as needed.

Established Jan., 1974 when state and federal departments recognized it as the official mandated planning agency for Pinellas and Pasco. Each county has officers of a sub-council, the membership of which is self-appointing for 3-year terms and totals something over 200 members, divided into Provider and Consumer groupings. A 9-member Board of Trustees is elected by the sub-councils.

In its initial year it provided the review required for \$25,204,440 state, federal funds.

Operating budget estimated for first fiscal year at \$126,840; 6 staff. Funds come from Pasco and Pinellas County budgets, from state grants through the Florida Regional Medical Program, and from a voluntary assessment of \$5 per licensed hospital bed in the two counties.

SOUTHWEST FLORIDA WATER MANAGEMENT DISTRICT  
Box 457, Brooksville, 33512, 904-796-3511.  
Meets 2nd Wed. at dist. hdqtrs., 9:30 a.m.  
Basin boards meet at call of dist.

Established by special statute in 1961 (Chapt. 373) to develop and manage water resources for 14 counties served by Florida Aquifer. 9-member board is appointed by governor for 4-yr. terms. There are also basin boards (4 in study area) with 4 gubernatorial appointees on each for 3-yr. terms.

Supported by ad valorem taxes and misc. revenues from leases, bonds, sale of maps. District expenditures in last fiscal year were \$1,536,414; expenses for 4 basin boards in area totalled \$1,827,710. Overall expenses categories: administration, 8%; finance, 2%; technical services, 3%; water resources, 37%; field operations, 10%; real estate, 40%. Staff totals 215.

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National Academy of Public Administration  
1225 Connecticut Ave., N. W.  
Washington, D. C. 20036

## The SUNCOAST STUDY PANEL

TAMPA BAY AREA RAPID TRANSIT AUTHORITY,  
Suite 35, Host Airport, Tampa 33622,  
Tampa tel. 870-0000, Pinellas 585-7402.  
Meets monthly.

Established by special act (Chapt. 163.565) in 1972 to coordinate, plan and operate a comprehensive regional transit system. Cities and counties with pop. of at least 50,000 may join; current members are Hillsborough, Pasco and Pinellas Counties and Tampa, Clearwater, and St. Petersburg.

Board composed of 1 rep. for each 100,000 pop. plus 2 gubernatorial appointees; reps. may be either elected or lay; on current board 9 are elected officials, 3 public administrators.

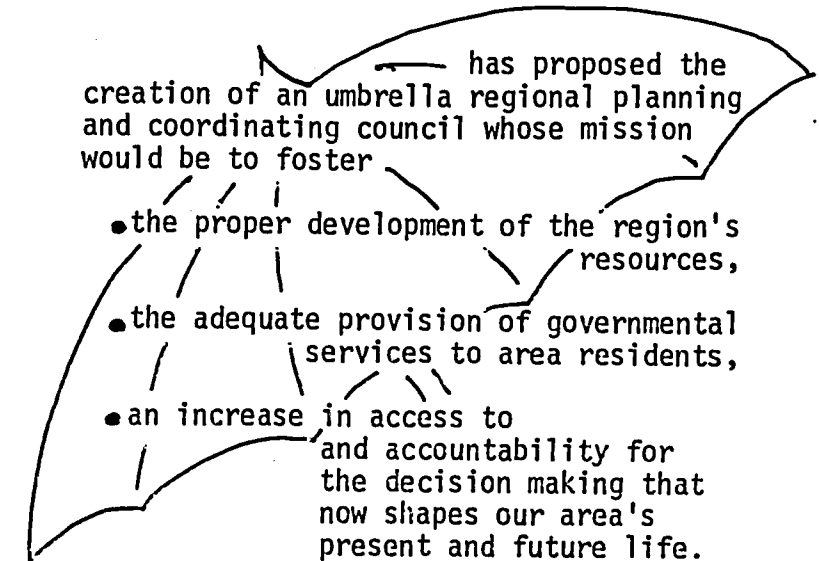
Operating funds come from member appropriations which for first 5 yrs. may not exceed \$300,000 annually. Expenditures in last fiscal year were \$216,959. Planning grants have been committed by both state and fed. DOTs but the Authority has not yet requisitioned funds. Staff totals 13.

TBART published a monthly newsletter.

FLORIDA WEST COAST INLAND NAVIGATION DISTRICT.  
Box 3827, Sarasota 33578, tel. 959-5313.  
Meets monthly in Sarasota.

District was established in 1947 by state statute (61-1590) to maintain the inland navigation channel to a depth of 9 ft. (One of 3 in state.) May levy up to .2 mils; at present .03 levy. Covers counties of Pinellas, Hillsborough, Manatee, Sarasota, Charlotte, Lee. One commissioner from each sits on governing board.

Operating budget in last fiscal year was \$250,000; of this about \$17,000 came from sale of spoil. Federal level constructs channels only. Staff of 2.



The Panel hopes that the booklet will prompt citizens to look anew at how we are making regional decisions today and to urge that modifications be made to make the processes better serve us all.

A copy of the full report is available through Panel members.

THE MILLION AND ONE-HALF CITIZENS OF FLORIDA'S  
SUNCOAST ARE CITIZENS OF THE REGION AS WELL AS  
OF THE CITY OR COUNTY THEIR HOMES LIE IN:

- ...As many as 25% of residents of some sections cross county lines daily to work;
- ...We make our recreational choices on the basis of their attractiveness and not by whose boundaries they are in;
- ...We listen to the same television stations and use the same public university;
- ...We may buy our water and sewage or garbage disposal from another government;
- ...And, we depart from one regional airport and shop wherever it is convenient.



WE CALL THIS LIVING PATTERN  
URBAN SPRAWL AND IT CONTRIBUTES  
TO WHAT WE CALL THE URBAN CRISIS:

- ...Our water supply and delivery systems break down;
- ...Portions of highways clog daily;
- ...There is no new land for garbage fills;
- ...High density developments stress neighboring facilities;
- ...We debate who should pay for our growth.

WEST COAST WATER AUTHORITY,  
Box 1780, Clearwater 33518 (temp.),  
Tel. (temp.) 446-7161, ext. 441.

The Authority came into being in Nov., 1974 as a voluntary interlocal agreement between Pasco, Hillsborough, Pinellas Counties and cities of St. Petersburg and Tampa to develop and deliver water to the members on a wholesale basis. The Authority has eminent domain powers that are not limited to member jurisdictions.

Representation on the governing board is based on total water consumption within jurisdiction; representatives need not be elected.

Funding from local governments will reflect the proportionate share each produces of the total ad valorem tax revenues. Proposed budget for first year is \$228,960 with staff of 3.

HILLSBOROUGH-MANATEE HEALTH PLANNING COUNCIL,  
400 Courthouse Annex, Tampa 33602, 223-1311 (218)  
Meets monthly; meeting place varies.

Established in 1971 to plan for health needs, review proposed facilities and services, and serve as public forum and advocate. Mandated by state and federal funding provisions.

Some 20 members serve 3-yr. terms; board is essentially self-appointing with stipulation that a majority must be consumers and the total must reflect characteristics of the pop.

In the last fiscal year it provided the review required for \$15,382,661 in state, fed. funds.

Operating budget for last fiscal year was \$63,467; supportive staff of 3 furnished through agreement with Hills. Co. Plan. Com.

## WHAT REGIONAL AGENCIES OPERATE IN THE AREA TODAY?

There are seven multicounty agencies serving the region. (See descriptions following.)

They form a part of the 84 special districts now in effect in the 3 counties. Most were formed to provide such services as lighting to a special portion of a county and function directly under the county commission. Others, such as the Hillsborough County Aviation Authority, make decisions affecting all of the region.

There are also regional divisions of the many statewide departments.

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TAMPA BAY REGIONAL PLANNING COUNCIL,  
Suite 540, 3151 Third Ave., No., St.  
Petersburg 33713, 821-2811.  
Meets quarterly around the region;  
Exec. Com. meets monthly at offices.

TBRPC was formed in 1961 by compact under Chapt. 160 of Florida Statutes. Today the 4 counties of Pinellas, Hillsborough, Manatee and Pasco and the cities of Bradenton, Clearwater, Dunedin, Largo, Pinellas Park, Tampa, St. Petersburg, Sarasota, St. Petersburg Beach are members. Sarasota Co. has been a member but withdrew in 1973 to join another region. Each member has 2 reps. on Council regardless of population.

Funding comes from annual flat dues and a per capita assessment which last year was 11¢; state and fed. planning grants are also used. Last fiscal year budget was \$246,000 of which \$151,750 was for operations. Staff of 38.

Council initiates regional studies and is also the agency responsible for a number of mandated state and fed. grant and program reviews. In last fiscal year it provided staff work that brought \$133 million into the region.

TBRPC publishes a monthly newsletter.

## WHO IS TO BLAME WHEN PROBLEMS ARE NOT SOLVED?

Our local governments were created for lower populations who lived in more compact neighborhoods.

Towns were incorporated at an earlier time when citizen demands for service were fewer and could be met with available taxes.

Twenty-two towns in our region today have populations below the 10,000 level which we are told is the minimum necessary for efficient municipal services.

Densities in formerly rural unincorporated areas now require urban services which have not traditionally been a responsibility of county governments.

## LOCAL GOVERNMENTS ARE TRYING TO MEET NEEDS.

Cooperative arrangements permit a small city to buy services from another.

Counties are consolidating utilities operations and acting as wholesalers.

Groups of governments enter cooperative arrangements to solve problems.

From time to time special authorities are created to handle single services and facilities, such as airports and ports.

## BUT THE PROBLEMS CONTINUE . . . . .

Can't we find a better way to solve them?



## WHAT WOULD TAMPA BAY COUNCIL BE?

The Tampa Bay Council would be a unique public agency with limited powers to deal with problems that transcend the boundaries or capabilities of other local governmental units.

It would be chartered as a special district by the state legislature.

It would be complimentary to and supportive of our cities and counties.

WHAT WOULD ITS LIMITED POWERS BE?

It would provide the regional planning base on which to build a regional development guide.

It would do regionwide planning for

- . sewage
- . solid waste disposal
- . water supply
- . transportation

On this basis it would designate governments to deliver these services to citizens.

It would coordinate the plans and budgets of units of general and special-purpose government when the service area or impact of plans was multicounty.

HOW ARE WATER, SOLID WASTE AND SEWAGE PROVIDED IN THE REGION TODAY?

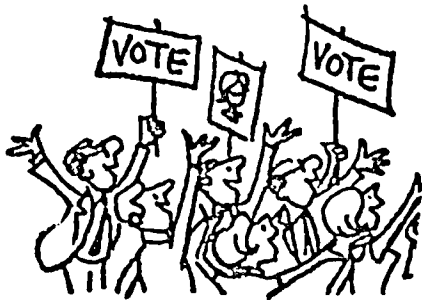
Cities have interlocal agreements with each other and counties to provide services. This is done both wholesale, or in bulk, and retail direct to the resident. Private franchisees handle garbage. "Package plants" built by developers provide water and sewage treatment; these are frequently being consolidated by counties to improve the service coverage.

	SEWAGE				SOLID WASTE				WATER			
	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.	collected by Co.
Belleair												
Belleair Beach												
Belleair Bluffs												
Belleair Shores												
Clearwater												
Dunedin												
Gulfport												
Indian Rocks Bch.												
Indian Shores												
Kenneth City												
Largo												
Madeira Beach												
N. Redington Bch.												
Oldsmar												
Pinellas Park												
Redington Beach												
Redington Shores												
Safety Harbor												
St. Petersburg												
St. Pete. Beach												
So. Pasadena												
Seminole												
Tarpon Springs												
Treasure Island												
Plant City												
Tampa												
Temple Terrace												
Dade City												
New Port Richey												
Port Richey												
St. Leo												
San Antonio												
Zephyrhills												
Pasco County												
Pinellas County												
Hillsborough C.												

1 Disposal method unknown. 2 Individual home wells. - Not applicable.

## HOW WILL TAMPA BAY COUNCIL MEMBERS BE SELECTED?

- ☒ Representatives will be elected from single-member districts for two years.
- ☒ Districts will be reapportioned regularly.
- ☒ Districts of 50,000 population would require a Council of twenty-nine members today.
- ☒ Members will be elected specifically to make regionwide decisions.
- ☒ To help insure that election is not denied because of economic status, members will be paid \$3,600 a year and will be reimbursed for expenses when performing official duties.
- ☒ Because members will be selected from relatively small areas, campaign costs will be lowered, yet citizens can easily know issues and candidates.



## WHO IS RESPONSIBLE FOR TRANSPORTATION PLANNING?

Standards and methods for highway plans and construction are primarily set by state and federal Depts. of Transportation (DOT) as part of the formulas by which they return gasoline taxes to localities.

Federal guidelines set up local councils to fix priorities under the Urban Area Transportation Studies (UATS).

In 1970 Florida DOT developed the "1985 Major Thoroughfare Plan" which is a computerized model to set corridors as broad outlines with routes to be refined locally. Unfortunately it is out of date and did not include mass transit.

TBRPC has prepared regional plans. Local units prepare thoroughfare plans with residential street layouts coming as part of subdivision planning.

There are expressway authorities in Hillsborough and Pinellas that are experiencing difficulties from citizen protests about proposed routes, as well as the costs of construction today.

There are four transit companies: Tampa, St. Petersburg and Central Pinellas Transit Authority are public and Gulf Beaches Transit is private.

TBART was created to plan and operate various types of public transit; its emphasis has been on rapid transit. It has been involved in innovative demonstration projects to study alternative methods.



Air and port transportation decisions are primarily made by appointed authorities in Hillsborough County. Both operate under federal guidelines. Railroads serving the area come under the purview of the Public Utilities Commission, as do bus lines.

### WHAT ARE THE PROBLEMS IN THE PROVISIONS OF WATER, SEWAGE AND SOLID WASTE FOUND BY THE PANEL?

While the region is relatively rich in water resources, there are serious problems in distribution. The region relies on the Floridan Aquifer, for which the Southwest Florida Water Management District (SWFWMD) provides management to fourteen counties. In 1974 the three study counties and Tampa and St. Petersburg came together in the voluntary West Coast Water Authority to produce water wholesale. The problems are complicated by the fact that Pinellas is dependent on water leases in Pasco and Hillsborough, who want more voice in Pinellas development decisions.

Landfill is the predominant method for disposal of waste. Today fills are being rapidly exhausted and there is no cheap, appropriate land left. Newer techniques, which also conserve resources through reuse, require large volumes to be feasible.

Proper sewage treatment is a necessity to protect our waters. Neighboring jurisdictions decry discrepancies in treatment and dispute what is the proper effort a neighbor should require through taxes.



State funding is available to help finance construction and operations required for solid waste and sewage treatments.

Standards for solid waste are set by the Dept. of Public Health and Rehabilitative Services and the Dept. of Pollution Control. The latter also oversees sewage treatment under standards in the Wilson-Grizzle law, requiring advanced treatment by 1980. Interim temporary permits allow non-complying plants to operate, pending upgrading.

### WHAT WILL THE REGIONAL DEVELOPMENT GUIDE CONTAIN?

It will be a broad, general conceptual framework designed to meet all the needs of the region, using

- . policy statements
- . regionwide goals
- . regional standards
- . maps and program descriptions
- . procedural guidelines

### WHY DO WE NEED TO ADD A NEW GOVERNMENTAL UNIT?



Tampa Bay Council would not be adding a new layer of government in the region.

It is proposed that the existing Tampa Bay Regional Planning Council (TBRPC) be made accountable to voters at the ballot box by changing its governing body to members specifically elected to that responsibility.

The costs of staff and operations of TBRPC are already part of area budgets.

Because state and federal levels favor regional units, it is anticipated that there will be an increased flow of revenues from these sources into the area.

### WHY WERE FOUR FUNCTIONS PLACED UNDER THE UMBRELLA?

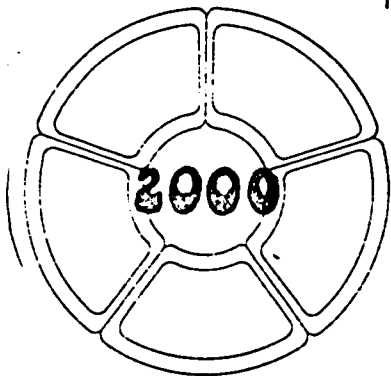
The Panel felt that problems in water, solid waste, sewage and transportation services are approaching crisis levels. Decisions on them must be handled on a more comprehensive areawide basis. These decisions must be based on a regionwide development guide, a part of which would be goals and standards to guide our growth.

Other areawide concerns, such as pollution and parks, could be added later if the initial umbrella agency functioning satisfied citizens.

### HOW IS COMPREHENSIVE PLANNING HANDLED TODAY?

Each county has a countywide planning agency. Pasco and Hillsborough work under lay commissions; in Pinellas the Planning Council has stipulated memberships filled by elected officials.

Comprehensive or master plans have been prepared in Hillsborough and are being completed in Pasco. In Pinellas the statute creating the Planning Council provided a reconciliation and ratification process for such plans and through this a comprehensive plan came into force in 1974 for all jurisdictions in Pinellas County. These local plans would become one component used to form the regional development guide.



TBRPC has done a series of areawide plans for land use and services. While these have been used administratively in government, and privately in business, they have rarely been fully utilized by elected officials as important determinants of growth decisions.

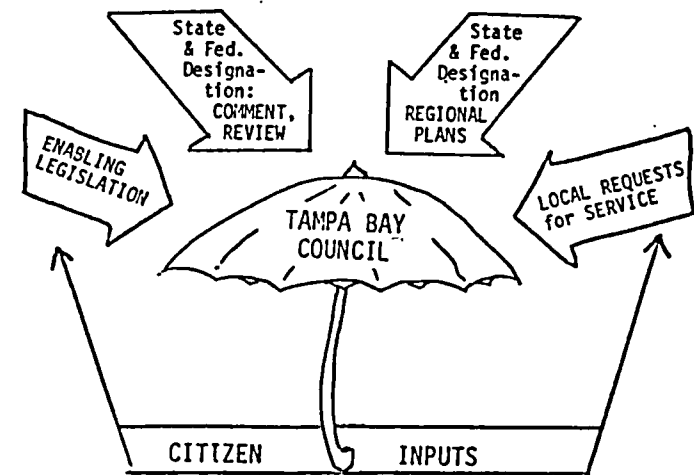
### WHAT WILL THE REAL POWERS OF TAMPA BAY COUNCIL BE?

If Tampa Bay Council is going to be able to improve on the problem-solving processes now being used in the region it must have proper legal authority and responsibility, which a charter would provide.

The primary power will come from the people through election of members and this will provide a visible public forum for debate and decision on areawide issues. The community will know where to participate and demand action.

A second power will come from the fact that Tampa Bay Council will be the initiator and monitor of a regional coordination process. It can be the "mover and shaker".

A third power is the not inconsequential "comment and review" function delegated by state and federal levels, such as the A-95 clearinghouse role. While local proposals can be submitted with negative comments and reviews, those seeking funds know that unfavorable reviews lessen success and they are motivated to try and bring plans into conformance with regional standards.



## HOW WILL LOCAL PLANS OF CITIES AND COUNTIES BE AFFECTED BY TAMPA BAY COUNCIL?

Local governments will continue their present planning processes. The Council will base its regional development guide on the comprehensive plans of area jurisdictions, to which it will add regional components.

When the regional guide is in adoption, local jurisdictions will submit to the Council for comment and recommendation proposed new comprehensive plans or other matters which have a substantial effect on area development, including but not limited to land use.

The Council will determine if there are any conflicts with its guide or make suggestions for modifications or inclusions that would appear to better serve the total regional community.

In case of disagreements the Council will take the leadership in trying to resolve the problems. During this specified time the local unit will hold its plan in abeyance.

When the Council finds an unresolvable conflict, it shall seek to alert the public to what it deems is inimicable to the health of the region.

The regional development guide will be reviewed on a regular basis.

## WHY ARE CHANGES NEEDED IN HOW TBRPC FUNCTIONS?

TBRPC now operates under a voluntary cooperative agreement with a governing body composed of two elected officials from each member jurisdiction, meeting quarterly.

This system has some serious flaws, including:

- Membership is voluntary and is not based on population. Representatives come from only the four member counties and nine member cities so all area citizens are not represented equally.
- Representatives to TBRPC are elected officials of local governments and are already overburdened with those duties.

This has led to the wide use of proxy voting.

It has also led to the dependence on a small Executive Committee which meets monthly and makes a great many important decisions that affect us all.

These two makeshift solutions to the time problems of office holders have made it difficult for citizens to know how to hold TBRPC accountable.

- Because TBRPC is a voluntary organization dependent on member dues and per capita fees, it is held together by fragile ties and has often seemed to confine itself to issues on which general agreement was expected.

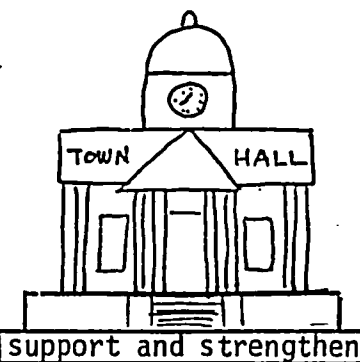
But, many of the problems facing us do not fall into such "safe" categories.

WHAT ARE THE MANDATED PLANNING AND REVIEW FUNCTIONS  
TBRPC PERFORMS FOR STATE AND FEDERAL GOVERNMENT?

AGENCY		ACTIVITY
Federal	State	
	Dept. of Administration Division of Planning	As Planning District VIII it is designated to perform areawide planning for a number of programs.  Makes Development of Regional Impact (DRI) recommendations.
Office of Management and Budget		A-95 Reviews: for over 100 programs it must make reviews and recommendations which become an attachment to the proposals and which are very influential in the final decisions.
HUD	Div. of Planning	701 Comprehensive Planning: reports and plans on a variety of topics. This program will largely be replaced by Community Development Act for which metropolitan areas can qualify.
HEW	Dept. of Aging	Prepares plans and administers funds through Older Americans Act.
LEAA	Div. of Planning	Reviews requests for federal LEAA funds; assists in criminal justice planning for Pasco and Manatee counties.
	Dept. of Pollution Control	Reviews local sewer treatment plant applications to determine their conformance with state pollution control plans, policies.
DOT	DOT	Provides regional component of metropolitan highway plans; does airport systems plans.
UMTA	DOT	Does mass transit planning.

WHAT ABOUT LOCAL DECISIONS?

Council powers will be limited to those problems that transcend local boundaries or capabilities.



By helping local governments find solutions to these troublesome spillovers, Tampa Bay Council will support and strengthen effective local government in its provision of all the other traditional functions and services.

In fact, if we do not find solutions to the problems of basic services, we are endangering local government's very existence today.

Local government will continue to exercise the traditional land controls such as zoning and subdivision regulations.

They will continue to contract for services with other units.

Counties can continue to expand the range of their services.

The only requirement would be that areawide impacts be identified and studied.

Special districts, authorities and other special units would be required to submit plans with areawide effects to the Council as well. These would be reviewed the same as other local plans.

In addition, the Council will review the budgets of all multicounty agencies for comment.

## WHY IS SOMETHING NEW LIKE REGIONALISM PROPOSED NOW?

Regional cooperation is not new locally.

It has accelerated as local initiatives have tried to meet the problems brought by our rapid growth which disregards boundary lines.

The more citizens and officials have talked together, the more apparent it has become that issues like the location of a major highway or safe disposal of sewage or solid wastes are regional issues and require a regional perspective.

In addition, people increasingly are realizing that we have some elements of regional government already in the form of our separate, special-purpose districts that we have had to use to handle these spillover problems.

And, state and federal levels for some years have been favoring metropolitan groupings for funding and have either fostered or mandated areawide bodies to administer these revenues.

At least three metropolitan authorities have regionwide service areas:

- . Hillsborough Co. Aviation Authority
- . Hillsborough Co. Port Authority
- . Hillsborough Co. Sports Authority

There are also ten metropolitan boards providing mandated federal and state comment and review on grant proposals:

- . Two Criminal Justice Advisory Boards
- . Three Manpower Planning Councils
- . Two Mental Health Planning Councils
- . Three Urban Area Transportation Study Groups

There are seven multicounty bodies:

- . Southwest Florida Water Management District
- . Florida West Coast Inland Navigation Dis.
- . Tampa Bay Area Rapid Transit Authority
- . Tampa Bay Regional Planning Council
- . Florida W. Coast Health Plan. Council
- . Hills.-Manatee Health Plan. Coun.
- . West Coast Water Authority

