

# **The Governmental Coordination Support Document**

The inventory and analysis in the Support Document provide the foundation for the Plan portion of this Chapter.

*The Support Document is not adopted.*



# INVENTORY AND ANALYSIS

## EXISTING RELATIONSHIPS

The City of Sarasota has a long history of active governmental coordination - from times preceding the Local Government Planning Act of 1975 to the present. Coordinated planning activities have included many agencies including: Sarasota County, Manatee County, Sarasota County School Board, the Southwest Florida Regional Planning Council (SWFRPC), the Sarasota/Manatee Metropolitan Planning Organization (MPO), and the Sarasota County League of Cities.

A substantial portion of intergovernmental coordination is achieved through informal processes, such as the exchange of data between City and County government agencies. These informal processes are useful and effective, but formal mechanisms for intergovernmental coordination are also necessary.

Illustration G-1, at the end of this section, presents an overview of various coordination mechanisms indicating the subject, the nature of the relationship, and the office with primary responsibility. Every mechanism on this list has been effective.

## RESPONSE TO MAJOR ISSUES FROM THE EVALUATION AND APPRAISAL REPORT (EAR)

### Shared Services

Pursuant to direction assigned by their governing bodies, the administrators of Sarasota County and the City of Sarasota explored and implemented consolidation or improving the coordination of certain services. The criteria used to evaluate the feasibility of a particular service consolidation included: cost-effectiveness in the delivery of services, savings in tax revenue, provisions for additional services to the community, and the levels of service provided. The following is a status report on the consolidation and improved coordination of services.

#### **CONSOLIDATION ACHIEVED**

- Parks & Recreation: Operation, but not ownership, of many parks were transferred to the County.
- Employee Benefit Programs: A health insurance consortium was initiated with Sarasota County, Sarasota Memorial Hospital and the School Board of Sarasota County.
- Fire and Ambulance: Consolidated under the County.
- Housing Programs: Consolidated but reports to both County and City.

## **COORDINATION ACHIEVED**

- Stormwater Management: (Coordination of management, and maintenance is discussed in the Utilities Chapter.)
- Public Works (other than water and sewer): No shared services, but informal cooperation for areas near City boundaries and for emergencies.
- Purchasing: Some joint purchasing arrangements have taken place.

## **Impact Fees**

The rationale behind impact fees is to make new development pay for all or part of the infrastructure expenses it causes. In redevelopment, only the increased impact compared with the previous land use is considered.

As part of interlocal agreements the City of Sarasota is part of the County's Facility Service Districts imposing impact fees on roads (for all development) and parks (for residential development only). There is also a County library impact fee which the City collects from new residential development only. The City Commission serves as the Advisory Board for the City of Sarasota Road Facility Improvement Districts, which sets capital improvement priorities for the use of impact fees for roads. In addition, the City collects impacts fees on behalf of Sarasota County for fire, EMS, justice, and general government and on behalf of the Sarasota County School Board for education.

For water and sewer facilities, the City has its own independent impact fee structure on all new development. The connection charge refers only to the right to tap into the system; it does not include the cost of the apparatus and its installation.

## **Suburban Growth and Strained Municipal Services**

The City bears the cost of providing for a large daytime non-resident population who either work in the City or come in to take advantage of cultural, shopping, or recreational facilities.

The commuting patterns shown in the 2040 Vision Plan, a plan developed in the 1990s, indicated that 40,567 daily commuters come into the City of Sarasota from surrounding areas, while only 8,521 commute out from the City. In addition, major cultural and tourism attractions, such as the John Ringling Museum of Art, the Van Wezel Performing Arts Center, and the Sarasota Opera House, lie within the City limits, thus generating additional trips into the City. The Breen Report<sup>1</sup> indicates that the City's full-time equivalent functional population on an average day is 74,400; but at a peak time, the number of persons physically within the City limits actually is much higher. The continued rapid growth of surrounding jurisdictions, rather than growth within the City, is another major force responsible for straining capacity of the City's roads.

As a result, some public facilities, such as roads and sewer systems, must be designed not for a population of 55,000+ but rather for a number in excess of 74,400 commuters and day visitors. For example, highways normally are built to accommodate the 100th highest hour in a year. In the City of Sarasota, most of the highways' 100<sup>th</sup> highest hour occurs in the late afternoon. Hence, the design criteria accommodate suburban commuters driving home.

## **Fiscal Imbalance**

The City contains a number of facilities which attract business and tourism to the area. A study is needed to relate revenues to expenses based on functional population and other criteria. For example, although almost one-half of the retail sales in the Standard Metropolitan Statistical Area (SMSA) occur in the City, the sales tax formula allows the City to keep only 16% of the tax revenue, and this percent continues to diminish since the unincorporated area of Sarasota County is growing at a much faster rate than the City.

Other pertinent issues include: tax-exempt properties in the City versus the unincorporated County; the socioeconomic causes of the loss of affluent households; and the fiscal sustainability of the City based on projected population and income levels.

The 2040 Vision Plan advocates shared responsibility with the County for: cultural attractions; economic development; environmental protection; housing needs; and public safety.

“Shared responsibility” does not necessarily mean consolidation (as discussed earlier), but rather a more equitable distribution of costs and revenues based on usage.

# SIGNIFICANT NEW STATE REQUIREMENTS

## Public Schools

### Existing Facilities

Of the 39,249 public school pupils enrolled in Sarasota County during the 2005/06 school year, 6,011 reside within the City limits. The vast majority of those attend a school within the City limits as listed below and as prescribed by the attendance areas adopted by the School Board of Sarasota County. The number after each school indicates the percent of pupils who reside in the City.<sup>2</sup>

- Alta Vista Middle 66%
- Bay Haven Elementary 34%
- Brookside Middle 33%
- Sarasota High 35%
- Southside Elementary 62%
- Tuttle Elementary 95%
- Booker High 46%

It is noteworthy that, with the exception of Tuttle Elementary, all schools within the City limits have large numbers of pupils who commute into the City. As with adult commuting patterns discussed earlier, there are many more pupils in-commuting to City schools than City resident pupils who commute out.

### Public School Planning and Coordination

As a result of changes to the Florida Statutes, the School Board and local governments within Sarasota County adopted a School Interlocal Agreement in May 2003. The interlocal agreement provides for joint school facility planning and decision making among the local governments. The benefits of joint planning include better coordination of new schools in time and place with land development and provision of infrastructure such as roads, water and sewer service, solid waste disposal, stormwater management, and recreation facilities; improved student access and safety; and joint use of schools with existing and planned recreation and community facilities.

In 2005, the Florida Legislature required that the school interlocal agreements be amended to reflect a new statutory mandate to implement school concurrency and that local governments adopt Public School Facilities Elements into the comprehensive plans. Therefore, the City adopted a revised interlocal agreement and a new Public School Facilities Chapter as a component of the *Sarasota City Plan*.

The School Board adopts a Five-Year Capital Facilities Plan each year. This plan includes existing and projected student enrollment, an inventory of existing educational facilities. It also includes a capital improvement plan with facility funding for the future five years. The Florida Statutes

requires the City to adopt the School Board's Five-Year Capital Facilities Plan annually by reference.

## **Campus Master Plans**

The Governmental Coordination Chapter is required to recognize state university campus master plans prepared pursuant to Section 1013.30, Florida Statutes. New College of Florida is the one state university that is located entirely within the city. A new campus master plan for New Collage was adopted in 2006. It is consistent with the *Sarasota City Plan*. Action Strategy 3.4 indicates that the city will review campus master plans to ensure this consistency.

## **Coordination with Regional Water Supply Plan**

In 2005, Senate Bill 360 required that the Governmental Coordination Chapter include a provision for coordination with the Southwest Florida Water Management District's Regional Water Supply Plan. This requirement ensures that local government water supply plans are consistent with the Regional Water Supply Plan. This chapter includes new Action Strategy 3.3 which addresses this requirement.

## **Inter-Jurisdictional Concurrence**

The City has an existing policy to review development proposals of adjacent local governments which impact the City. Sarasota County's current rules of procedure for rezonings and development applications require them to notify the City for all development proposals within one-quarter mile of the City limits. In addition, under County Ordinance, the County notifies the City of all proposed residential developments between 1,000 and 2,000 units within one-quarter mile of the City limits.

Regionally significant developments which are defined by Florida State Chapter 9J-5 as "Developments of Regional Impact" (DRI) are subject to more demanding concurrency tests. Residential developments of 2,000 or more units are DRIs. Similar thresholds are promulgated by the State Department of Community Affairs for other land uses. A DRI could be several miles from the City, yet still impact City levels of service.

Because the current limitation to ¼ mile of the City limits is arbitrary and does not recognize the size of a development or its effect on LOS in the surrounding jurisdiction. The City should develop standards for inter-jurisdictional concurrency regulations for developments which are large enough to have significant impact on the City but too small to meet present DRI thresholds. A size/distance scale could be developed, based on a proposed development's size type and its distance from the City, to determine whether an interjurisdictional concurrency review is called for. These standards could then be adopted as interlocal agreements with surrounding jurisdictions.

The City identified in the 2006 Evaluation and Appraisal Report that a deficiency existed regarding the assessment of extrajurisdictional transportation impacts. For example a development project located in Manatee County may impact the roads in the City of Sarasota and Sarasota County, however, the developer would not be assessed for making improvements to the impacted roadways outside of Manatee County. Local government staffs from the City, Sarasota County, Manatee County, and Town of Longboat Key agreed that each of their comprehensive plans should be revised to provide for the assessment of development impacts in affected jurisdictions. In response, this chapter includes Action Strategy 4.6 which calls for the creation of interlocal agreements to address the issue.

**Illustration G-1  
Inventory of Interlocal Agreements**

<b>Name/Subject</b>	<b>Jurisdiction Agreement is With</b>	<b>Effective Date</b>	<b>Expiration Date</b>	<b>Comment</b>
Public School Facility Planning	SB, SC, TLK, CNP, CV	4/8/2003	Agreement effective until one party terminates	Planning of public school facilities within the county
Lease of 4 <sup>th</sup> Street Station	SC	1/22/2002	Agreement effective until 8/12/2012 or one party terminates	Shared use of Police Station
Fire and Emergency Medical Services	SC	10/1/2003	9/30/2023	County to provide fire and EMS services within the city
Non-emergency use of Sarasota County 800 Mhz. Trunked Radio Communications System	SC		9/30/2015	Consolidates county and city non-emergency communications
Emergency Communication Services	SC	1/1/1996	9/30/2015	Consolidates county and city emergency communications
Utilization of Sarasota Sheriff's Office Message Switch	SC	1/14/2000	Agreement effective until one party terminates	Allows Sarasota Police Department, Sarasota County Sheriff, and Sarasota County Fire Department to share the Sheriff's message switch
Use of Mobile Data Terminal Computer System	SC	8/8/2002	Agreement effective until one party terminates	Automatically renewed agreement for the shared use of Mobile Data Terminal Computer

**Illustration G-1  
Inventory of Interlocal Agreements**

<b>Name/Subject</b>	<b>Jurisdiction Agreement is With</b>	<b>Effective Date</b>	<b>Expiration Date</b>	<b>Comment</b>
Memorandum of Understanding between Sarasota Police Department and Sarasota County Sheriff's Office	SC	9/26/2000	Agreement effective until one party terminates	Provides Sheriff's Office with authority to investigate crimes at certain county facilities within Sarasota City limits
Interagency Agreement, Sexual Abuse Intervention Network	SC, SB	6/1/1998	Agreement effective until one party terminates	Signees cooperate in the planning and development of the sexual abuse intervention network
Interlocal Agreement for Municipal Solid Waste Disposal	SC	3/12/1996	Agreement effective until one party terminates	Sharing of landfill
Interlocal Agreement for Solid Waste Disposal	SC	10/4/1983	Agreement effective until one party terminates	Sharing of landfill
Interlocal Agreement regarding total consolidation of Stormwater Management	SC	7/28/1998	Agreement effective until one party terminates	Stormwater management program administered by Sarasota County
Amendment to Interlocal Agreement regarding total consolidation of Stormwater Management	SC	7/25/2000	Agreement effective until one party terminates	Allows for additional time for completion of drainage projects
NPDES Permits for Stormwater Management	SC, CV, LBK, CNP	7/21/1993	Agreement effective until one party terminates	Permitting for stormwater management projects
Potable water emergency	SC	1/20/1998	Agreement effective until	Interconnections for emergency water

<b>Illustration G-1 Inventory of Interlocal Agreements</b>				
<b>Name/Subject</b>	<b>Jurisdiction Agreement is With</b>	<b>Effective Date</b>	<b>Expiration Date</b>	<b>Comment</b>
interconnections			one party terminates	transmission
Shoulder Widening Design Reimbursement Agreement	SC	6/13/2000	Agreement effective until one party terminates	County to reimburse City for costs of shoulder widening designs on Siesta Drive
Memorandum of Understanding regarding Geographic Information Systems	SC	7/27/2000	Agreement effective until one party terminates	Allows sharing of GIS resources
Brownfields Community Redevelopment Program Interlocal Agreement	SC	8/1/2003	Agreement effective until one party terminates	Addresses administration of the Brownfields Community Development Program
Surtax Agreement	SC, CV, CNP, TLK	6/27/1989	Agreement effective until one party terminates	Outlines funding distribution
SB = School Board of Sarasota County SC = Sarasota County TLK = Town of Longboat Key CNP = City of North Port CV = City of Venice				

Source: Sarasota County Interlocal Service Delivery Agreement Report, December 2003.

# APPENDIX 1

## 9J-5 Requirements Index

This Chapter was prepared to meet requirements outlined in the Florida Administrative Code, Chapter 9-J5. This appendix references the relevant headings from Chapter 9-J5 to the location in this Chapter where these requirements are met.

### Rule 9J-5.015

#### Requirement

#### Location in the Sarasota City Plan

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(1)	(a)	Inventory and Analysis
	(b)	Illustration G-1
(2)	(a)	Illustration G-1
	(b)and( c )	Inventory and Analysis
	(d)	N/A*
(3)	(a)	Goal
	(b)1	Objectives 1, 2, and 3
	(b)2	Objectives 1, 2, 3, and 4
	(b)3	Objectives 1 and 2
	(b)4	Addressed in Environmental Protection and Coastal Island Chapter
	(b)5	Objectives 1, 2, and 4
	(b)6	Objective 2
	(c)1	Action Strategies 1.1 through 1.12, 2.1 through 2.7, 3.1 through 3.4, and 4.6
	(c)2	Action Strategy 4.5
	(c)3	Action Strategies 1.1 through 1.5, 1.10, 1.11, 2.1, 2.5, 2.6, and 3.1 through 3.4
	(c)4	Action Strategy 1.11
	(c)5	Action Strategies 1.3 through 1.5, 2.1, 2.5, 2.7, 4.3, and 4.6-
	(c)6	Action Strategies 1.1, 1.2, 1.3, 3.1, and 4.2
	(c)7	Action Strategy 1.3, 1.4, 1.5, 2.1, and 4.6
	(c)8 and 9	Addressed in Environmental Protection and Coastal Island Chapter
	(c) 10	Action Strategy 3.4
	(c) 11	Action Strategies 3.1, 3.2, and 3.3
	(c) 12	Action Strategies 2.1 through 2.7
	(c) 13	Action Strategies 1.1, 1.2, 1.3, and 1.11
	(c) 14	Action Strategy 2.4
(4)		**

**Explanations**

Note: “Policies”, as required by rule 9J-5, are called “Action Strategies” in this Plan.

\*(2)(d) There is no designated area of critical state concern located in the City.

\*\* (4) This section, mandating an elaborate process of inter-jurisdictional impacts, has been repealed. It will be replaced with language pursuant to Chapter 163 as amended by H.B. 2705, the 1996 Growth Management Act. The anticipated 9J-5 requirements which affect this Chapter are as follows. Citations are to the Florida Statutes.

# APPENDIX 2

## Sarasota's Strategic Goals

In 2004, the City Commission adopted "Sarasota's Approach to Strategic Planning", which provides the foundation for the Strategic Plan and six Strategic Goals that are the foundation upon which the Sarasota City Plan is based. This appendix references objectives and action strategies in the Sarasota City Plan that implement these goals.

### Our Vision

*A City of urban amenities with small town living and feeling.*

### The Goals of the City of Sarasota

1. **A responsible and accessible government that has sound financial and administrative practices.**  
  
Applicable Action Strategies 1.1 and 1.2.
2. **Viable, safe and diverse neighborhoods and businesses that work together.**  
  
Applicable Action Strategies 2.5, 2.8, 3.1, 3.2, 3.3, 3.4, and 3.5.
3. **An economically sustainable community.**  
  
No applicable Action Strategies.
4. **A workplace that attracts and retains an outstanding workforce.**  
  
No applicable Action Strategies.
5. **An attractive, environmentally-friendly community that is safe and livable and provides an array of cultural and aesthetic enjoyments.**  
  
No applicable Action Strategies.
6. **Well maintained and future-oriented infrastructure.**  
  
Applicable Action Strategies: 1.6, 1.7, 1.8, 1.11, 2.4, 2.5, and 2.8

# APPENDIX 3

## Glossary

### **Concurrency**

The necessary public facilities and services to maintain the adopted level of service standards are available when the impacts of developments occur.

### **Dual Taxation**

The taxation by both City and County governments for a similar service, such as police protection.

### **“ELMS III”**

The third and current version of the Environmental Land Management Study, passed in 1994 and further amended since that time. This is Florida’s growth management act which codifies Chapter 163 of the Florida statutes and guides Administrative Rule 9J-5. The original ELMS dates back to 1972.

### **S.M.S.A.**

Standard Metropolitan Statistical Area. For the City of Sarasota, the U.S. Census defines the S.M.S.A. as the entirety of both Sarasota and Manatee Counties.

# APPENDIX 4

## Bibliography and End Notes

### Bibliography

The Breen Consortium and the Powers-Hunter Group, City of Sarasota, Florida: An Analysis of the Impact of Metropolitan Central City Status on Economic and Social Environment, McLean, Virginia, 1994.

City of Sarasota Planning & Development Department, Sarasota 2040: The City of Your Dreams, November 30, 1994.

### Endnotes

<sup>1</sup> The Breen Consortium and the Powers-Hunter Group, City of Sarasota, Florida: An Analysis of the Impact of Metropolitan Central City Status on Economic and Social Environment, McLean, Virginia, 1994.

<sup>2</sup> (Source: Rick Nations, School Board of Sarasota County, March, 1997 memorandum to Michael Taylor, City of Sarasota Planning & Development Department) Booker High School is a magnet school for the performing arts.