

**Pinellas County Charter Review Commission
Meeting Agenda
May 2, 2024
Palm Room-Pinellas County Communications Building
333 Chestnut Street
Clearwater, Florida 33756
6:00 PM**

- I. Call to Order - Brian Aungst, Chairman**
- II. Roll Call**
- III. Public Comment**
- IV. New Business: Presentations Re: Form of Government Options**
 - a. Bob Buckhorn, Executive Vice President & Principal, U.S. Cities Practice – Shumaker Advisors Florida and Former Mayor, City of Tampa, Florida**
 - b. Pamela Brangaccio, Program Manager, International City/County Management Association (ICMA) and former City Manager, City of New Smyrna Beach, Florida**
- V. Old Business:**
 - a. Revised County Charter Cleanup Amendment, with Revisions to Section 5.02**
 - b. Review & Discussion - Compilation of Draft Charter Amendments to Date**
- VI. Other Business**
 - a. Updates from Facilitator and General Counsel**
- VII. Update Re: Upcoming Meeting Dates**
 - a. Monday, May 13, 2024**
 - b. Thursday, May 23, 2024 (Proposed Hearing #1)**
 - c. Tuesday, May 28, 2024 (Hold in case needed)**
 - d. Thursday, June 6, 2024 (Proposed Hearing #2)**
 - e. Monday, June 10, 2024 (Hold in case needed)**
- VIII. CRC Commissioner Comments**
- IX. Adjournment**

Special Accommodations - Persons with disabilities who need reasonable accommodations to effectively participate in this meeting are asked to contact Pinellas County’s Office of Human Rights by e-mailing such requests to accommodations@pinellas.gov at least three (3) business days in advance of the need for reasonable accommodation. You may also call (727) 464-4882.

Appeals – Persons are advised that, if they decided to appeal any decision made at this meeting/hearing, they will need a record of the proceeding, and, for such purposes, they may need to ensure that a verbatim record of the proceeding is made, which includes the testimony and evidence upon which the appeal is to be based.



To: Pinellas County Charter Review Commission Members

From: Doug Thomas, CRC Facilitator

Date: April 25, 2024

Subject: Form of Government Background Information

Pursuant to discussions at the CRC meetings of April 4 and April 22, 2024, we have arranged for two speakers to attend the May 2, 2024, CRC meeting to provide additional information regarding both the Strong Mayor/Elected Executive, and Commission – Manager forms of government. To that end, I have included the biographies of Bob Buckhorn, Executive Vice President and Principal - U.S. Cities Practice for Shumaker Advisors Florida and Former Mayor of Tampa Florida, and Pamela Brangaccio, Program Manager, International City/County Management Association (ICMA) and former City Manager, City of New Smyrna Beach, Florida for your review. Each speaker will provide some information about their experiences under the structures in their former local government roles and address questions from CRC Members.

I have also included the following information as attachments to this memo to provide additional background material that may be of interest to the CRC in advance of the May 2nd CRC meeting as Members evaluate the possible question of a change in the form of government for Pinellas County:

1. Brangaccio Background Memo to CRC
2. ICMA Code of Ethics
3. 2024 Listing of Form of Government Data – Florida League of Cities
4. Form of Government Statistics – ICMA
5. Smarter, Faster, Cheaper – An Operations Efficiency Benchmarking Study of 100 American Cities – IBM

This information is intended as a primer for the CRC Members regarding the form of government topic currently under consideration, and additional information can be provided as needed following the presentations and related discussions at Thursday night's meeting.

Bob Buckhorn
Executive Vice President and Principal
U.S. Cities Practice for Shumaker Advisors Florida

With a long history of service in the City of Tampa, Bob is Executive Vice President and Principal U.S. Cities Practice for Shumaker Advisors Florida, where he provides communications strategy, public affairs consulting, and business development services across Florida. In his role, he remains focused on economic development opportunities and urban development strategies, while working with clients to improve the overall quality of life in the community.

Bob served as the Mayor of Tampa, Florida from 2011 to 2019, where he led more than 4,300 dedicated, hard-working, and forward-thinking civil servants. As mayor, Bob led Tampa out of the largest recession since the Great Depression. Facing a \$30 million deficit upon taking office, he annually balanced Tampa's billion-dollar budget eight straight years and made strategic investments in infrastructure to prepare Tampa for the future. One of Bob's first acts as Mayor was to create a diverse panel of local business people and community activists to help reshape how City Hall does business. Bob spearheaded the development of the Invision Plan, a blueprint for the development of our urban core, and he successfully worked with the Obama Administration to secure a grant to complete the Tampa Riverwalk. Under his leadership, Bob set a tone of inclusiveness in Tampa as the city acted as a pioneer for equality by establishing one of Florida's first Domestic Partnership Registries and Tampa has been recognized by the Human Rights Campaign with a perfect 100 percent score on its Municipal Equality Index.

As Mayor, Bob laid the foundation for Tampa to compete with other top tier cities by fostering a culture of inclusiveness, responsiveness, and determination and he continues to do so. The transformation of Tampa over the last 10 years is a testimony to the vision and execution that he brought to his time as Mayor.

Pam Brangaccio
Manager – International City/County Management Association (ICMA)
Senior Advisor Program

A Tampa Native, alumni of Hillsborough High School and USF with a BA and MPA From USF.

A USF College internship in the Pinellas County Budget office led to a forty-year career in Local Government moving seamlessly, between Florida Cities and Counties, using that Pinellas County internship experience in the end on three-billion-dollar annual budgets with 8,000 employees.

She served as an Assistant City Manager (West Palm Beach) and an Assistant County Manager (Collier County and Charlotte County); City Manager (Safety Harbor and New Smyrna Beach) and as County Manager (Bay and Broward counties).

Pam served on numerous National and State Committee (FCCMA & ICMA) positions, and even the FLC Board when she was serving as FCCMA President. She has presented at ICMA, FCCMA, FLC, Innovation Groups, and FAC. She also staffed CRC committees and was in WPB when a Strong Mayor Charter question was placed on the ballot. She is a Credentialed ICMA Manager, serving on the original committee that developed the national credentialing program mandating annual professional training standards.

She came home in 2020 to Tampa Bay (same month as Tom Brady- QB12) and witnessed the Bucs win the Super Bowl at Tampa Stadium in 2021. It was a full circle minute as Hillsborough High School used to play HS football on Thanksgiving Day in the Old Tampa Bay Stadium.

Pam is President of Gulf Beaches Rotary; served three years on the Treasure Island Planning & Zoning Board; and since 2022, is the ICMA full-time Program Manager for the Senior Advisor Program (managing the efforts of 120 senior managers in 30 states) and also serves as one of ten FLA Senior Advisors. As a FLA Senior Advisor, Pam has assisted elected officials with CM recruitment, goal setting and strategic planning efforts, and presented to CRC committees. She also serves as a coach and mentor to new managers and those in transition.

In between the numerous community and professional commitments, she has as a goal of visiting all seven continents. 2024 was Antarctica, with Africa and Australia to come in 2025/26.

Pam received ICMA's highest career award in October 2023; for Distinguished Service "in honor of outstanding contributions to the management profession and local government in the areas of leadership, mentoring, program development, teaching, demonstrated expertise, and thoughtful leadership."

To: 2024 Pinellas County Charter Review Commission

From: Pam Brangaccio, ICMA Senior Advisor

Date: April 23, 2024

Subject: Variations in Charter Governing Structure

As a follow-up to presentations regarding Charter governing structures, and an April 8, 2024 memo from the CRC's General Council, highlighting county charter provisions in Miami-Dade County, Orange County and Duval County; I have been requested to highlight variations in two forms of Charter governing structure; Council-Manager and an elected Strong Mayor and a probable impact on Pinellas County government. I would note as an ICMA Senior Advisor, that the International City and County Management Association (ICMA) has members working as administrative staff in both governing structures.

Council Manager (CM) Government in the Pinellas County Charter

CM governing structure is the current format within the Pinellas County Charter regarding the responsibilities of the County Administrator (CA) and the County Commission. As you are aware, the Commission consists of seven members, three elected countywide and four districts. The Charter specifically separates the legislative and administrative branches of government, with the Commission as an entity, hiring a CA to manage and coordinate County services, with the Commission's administrative role limited to inquiries, observation and communication, not direct commands, or instructions to county employees.

The CA prepares the annual budget for Commission review and approval, secures contracts (within procurement regulations set by the County Commission), hires department administrative personnel, presents agenda background, and makes recommendations on actions that need to occur to provide services to the residents.

The County Commission's legislative role is also defined in the Charter. A Chair and Vice Chair are elected annually by the Commission to preside over the legislative meetings. The Chair of the County Commission is the public face of the County in meetings with State and Federal Agencies, as well as major private entities. The Chair of the County Commission is the one most quoted on major issues facing the County, both by the media and the public. Individual County Commissioners are involved in specific districts, or community-wide issues as well as in the public.

The seven-member Commission's legislative actions are decided by majority votes, with long discussions on major issues in numerous public meetings. It is a collective and hopefully a collaborative process, with the CA serving as chief administrative advisor to the entire Commission, when administrative input or action is requested.

Pinellas County has a progressive history with its' CAs, Commission Chairs and County Commissions. The County Commission goes through a goal setting process each year, with specific performance goals set by the Commission as an entity, for the CA to accomplish. The CA is held accountable through an annual performance review by the Commission, often with employment consequences for non-performance.

In addition, the majority of CAs are ICMA members who are bound by a strict Ethics Code, with public censoring of members who are found to violate their professional ethics code. A copy of the ICMA Ethics Code has been provided by Mr. Thomas to the CRC. There is also an ICMA Credentialing Program which requires credentialed members to commit to a minimum of forty hours per year of professional development and to provide written documentation to ICMA.

Variations to the Pinellas County Charter using the three Charter examples.

When asked “what would change” for Pinellas County if Charter provisions were considered to establish a Strong Mayor governing structure. As you have seen in the charters of the three Counties with an elected Mayor, there would be major shifts in legislative and administrative duties, with the Strong Mayor / Elected Executive assuming the current administrative responsibilities of the CA, such as appointment and removal authority over department directors, preparation of the budget, day-to-day operational supervision, negotiations with private entities and constitutional officer on major issues, as well as having veto authority over legislative actions of the County Commission (two of the Charters have a 2/3 veto override provision) and in two of the three counties, the Mayor does not sit as a member of the commission.

A Strong Mayor /Elected Executive does not have specific educational or professional qualifications as established in the CA’s job description and/or an ordinance regarding the position, and is not subject to the ICMA Ethics Code, or a credentialed ICMA member, and certainly not subject to an annual performance review by the Commission, only by the public at election time. There is no procedure for recruiting, screening, interviewing or selecting a Mayor / Elected Executive for professional and educational qualifications, beyond the political process, as there is for a CA. This includes hiring of personnel and union issues, developing and administrating budgets, conducting in-depth analyses and reports on community issues, service delivery problems, and alternative approaches to community issues.

Not to say that individuals elected to strong Mayor / Elected Executive cannot be business professionals or have long-term local government experience. As recalled from local lore, St Petersburg’s first strong Mayor Dave Fischer was not a public supporter of the Strong Mayor charter question, but when elected as its first strong Mayor, his municipal finance background three decades involved with the city resulted in a progressive tenure.

But a major portion of the Council’s legislative authority was transferred to the elected strong Mayor. I have personal experience, with a County Chair not an elected strong Mayor / Elected Executive still annually appointed by the Commission, but where a Charter amendment placed responsibility for the final Commission agenda with the County Chair, and yes, agenda items were delayed or removed as the sole decision of the Chair. That small Charter amendment weakened the governing structure, with agenda items censured by the Chair from the Commission as an entity to act on.

It is noted that most strong Majors in FLA, have hired Chief Administrative Officers (CAO) to manage day-to-day operations, the majority of which are hired based on educational and professional qualifications, and are ICMA members. The structural difference is the CAO reporting to the Mayor / Elected Executive, not the Commission. The Commission can find itself without a chief advisor on issues.

Department director staff are subject to reappointment and dismissal as Mayors change, as occurred in West Palm Beach in the early 1990s, with the election of its' first strong Mayor, when experienced directors, including Public Safety, were dismissed immediately after the election.

In summary, as noted in the Charters from the three Strong Mayor / Elected Executive Counties, The power shift with the election of a strong Mayor, will impact a County Commission, with the Mayor / Elected Executive not serving as a member of the Commission (2 of 3 counties) , having veto authority on most ordinances and resolutions (2 of 3 counties-Overridden by 2/3 of Commission) and directly appointing the CEO and Department Directors, with removal authority as well. It's a major legislative shift for any entity and should be noted as such for Pinellas County.

ICMA Code of Ethics with Guidelines

The ICMA Code of Ethics was adopted by the ICMA membership in 1924, and most recently amended by the membership in April 2023. The Guidelines for the Code were adopted by the ICMA Executive Board in 1972, and most recently revised in June 2023.

The mission of ICMA is to advance professional local government through leadership, management, innovation, and ethics. To further this mission, certain principles, as enforced by the Rules of Procedure, shall govern the conduct of every member of ICMA, who shall:

Tenet 1. We believe professional management is essential to effective, efficient, equitable, and democratic local government.

Tenet 2. Affirm the dignity and worth of local government services and maintain a deep sense of social responsibility as a trusted public servant.

GUIDELINE

Advice to Officials of Other Local Governments. When members advise and respond to inquiries from elected or appointed officials of other local governments, they should inform the administrators of those communities in order to uphold local government professionalism.

Tenet 3. Demonstrate by word and action the highest standards of ethical conduct and integrity in all public, professional, and personal relationships in order that the member may merit the trust and respect of the elected and appointed officials, employees, and the public.

GUIDELINES

Public Confidence. Members should conduct themselves so as to maintain public confidence in their position and profession, the integrity of their local government, and in their responsibility to uphold the public trust.

Length of Service. For chief administrative/executive officers appointed by a governing body or elected official, a minimum of two years is considered necessary to render a professional service to the local government. In limited circumstances, it may be in the best interests of the local government and the member to separate before serving two years. Some examples include refusal of the appointing authority to honor commitments concerning conditions of employment, a vote of no confidence in the member, or significant personal issues. It is the responsibility of an applicant for a position to understand conditions of employment, including expectations of service. Not understanding the terms of employment prior to accepting does not justify premature separation. For all members a short tenure should be the exception rather than a recurring experience, and members are expected to honor all conditions of employment with the organization.

Appointment Commitment. Members who accept an appointment to a position should report to that position. This does not preclude the possibility of a member considering several offers or seeking several positions at the same time. However, once a member has accepted a formal offer of employment, that commitment is considered binding unless the employer makes fundamental changes in the negotiated terms of employment.

Credentials. A member's resume for employment or application for ICMA's Voluntary Credentialing Program shall completely and accurately reflect the member's education, work experience, and personal history. Omissions and inaccuracies must be avoided.

Professional Respect. Members seeking a position should show professional respect for persons formerly holding the position, successors holding the position, or for others who might be applying for the same position. Professional respect does not preclude honest differences of opinion; it does preclude attacking a person's motives or integrity.

Reporting Ethics Violations. When becoming aware of a possible violation of the ICMA Code of Ethics, members are encouraged to report possible violations to ICMA. In reporting the possible violation, members may choose to go on record as the complainant or report the matter on a confidential basis.

Confidentiality. Members shall not discuss or divulge information with anyone about pending or completed ethics cases, except as specifically authorized by the Rules of Procedure for Enforcement of the Code of Ethics.

Seeking Employment. Members should not seek employment for a position that has an incumbent who has not announced his or her separation or been officially informed by the appointive entity that his or her services are to be terminated. Members should not initiate contact with representatives of the appointive entity. Members contacted by representatives of the appointive entity body regarding prospective interest in the position should decline to have a conversation until the incumbent's separation from employment is publicly known.

Relationships in the Workplace. Members should not engage in an intimate or romantic relationship with any elected official or board appointee, employee they report to, one they appoint and/or supervise, either directly or indirectly, within the organization.

This guideline does not restrict personal friendships, professional mentoring, or social interactions with employees, elected officials and Board appointees.

Influence. Members should conduct their professional and personal affairs in a manner that demonstrates that they cannot be improperly influenced in the performance of their official duties.

Conflicting Roles. Members who serve multiple roles – either within the local government

organization or externally – should avoid participating in matters that create either a conflict of interest or the perception of one. They should disclose any potential conflict to the governing body so that it can be managed appropriately.

Conduct Unbecoming. Members should treat people fairly, with dignity and respect and should not engage in, or condone bullying behavior, harassment, sexual harassment or discrimination on the basis of race, religion, national origin, age, disability, gender, gender identity, or sexual orientation.

Tenet 4. Serve the best interests of all community members.

GUIDELINES

Effects of Decisions. Members should inform the appropriate elected or appointed official(s) of a decision's anticipated effects on community members.

Promote Equity. Members should ensure fairness and impartiality in accessing programs and services and in the enforcement of laws and regulations. Members should assess and propose solutions to strive to eliminate disparities.

Tenet 5. Submit policy proposals to elected officials; provide them with facts, and technical and professional advice about policy options; and collaborate with them in setting goals for the community and organization.

Tenet 6. Recognize that elected representatives are accountable to their community for the decisions they make; members are responsible for implementing those decisions.

Tenet 7. Refrain from all political activities which undermine public confidence in professional administrators. Refrain from participation in the election of the members of the employing legislative body.

GUIDELINES

Elections of the Governing Body. Members should maintain a reputation for serving equally and impartially all members of the governing body of the local government they serve, regardless of party. To this end, they should not participate in an election campaign on behalf of or in opposition to candidates for the governing body.

Elections of Elected Executives. Members shall not participate in the election campaign of any candidate for mayor or elected county executive.

Running for Office. Members shall not run for elected office or become involved in political activities related to running for elected office, or accept appointment to an elected office. They shall not seek political endorsements, financial contributions or engage in other campaign activities.

Elections. Members share with their fellow citizens the right and responsibility to vote. However, in order not to impair their effectiveness on behalf of the local governments they serve, they shall not participate in political activities to support the candidacy of individuals running for any city, county, special district, school, state or federal offices. Specifically, they shall not endorse candidates, make financial contributions, sign or circulate petitions, or participate in fund-raising activities for individuals seeking or holding elected office.

Elections relating to the Form of Government. Members may assist in preparing and presenting materials that explain the form of government to the public prior to a form of government election. If assistance is required by another community, members may respond.

Presentation of Issues. Members may assist their governing body in the presentation of issues involved in referenda such as bond issues, annexations, and other matters that affect the government entity's operations and/or fiscal capacity.

Personal Advocacy of Issues. Members share with their fellow citizens the right and responsibility to voice their opinion on public issues. Members may advocate for issues of personal interest only when doing so does not conflict with the performance of their official duties.

Tenet 8. Make it a duty continually to improve the member's professional ability and to develop the competence of associates in the use of management techniques.

GUIDELINES

Self-Assessment. Each member should assess his or her professional skills and abilities on a periodic basis.

Professional Development. Each member should commit at least 40 hours per year to professional development activities that are based on the practices identified by the members of ICMA.

Tenet 9. Keep the community informed on local government affairs. Encourage and facilitate active engagement and constructive communication between community members and all local government officials.

GUIDELINE

Engagement. Members should ensure community members can actively engage with their local government as well as eliminate barriers and support involvement of the community in the governance process.

Tenet 10. Resist any encroachment on professional responsibilities, believing the member should be free to carry out official policies without interference, and handle each problem without discrimination on the basis of principle and justice.

GUIDELINE

Information Sharing. The member should openly share information with the governing body while diligently carrying out the member's responsibilities as set forth in the charter or enabling legislation.

Tenet 11. Manage all personnel matters with fairness and impartiality.

GUIDELINE

Diversity and Inclusion. It is the member's responsibility to recruit, hire, promote, retain, train, and support a diverse workforce at all levels of the organization.

Tenet 12. Public office is a public trust. A member shall not leverage his or her position for personal gain or benefit.

GUIDELINES

Gifts. Members shall not directly or indirectly solicit, accept or receive any gift if it could reasonably be perceived or inferred that the gift was intended to influence them in the performance of their official duties; or if the gift was intended to serve as a reward for any official action on their part.

The term "Gift" includes but is not limited to services, travel, meals, gift cards, tickets, or other entertainment or hospitality. Gifts of money or loans from persons other than the local government jurisdiction pursuant to normal employment practices are not acceptable.

Members should not accept any gift that could undermine public confidence. De minimus gifts may be accepted in circumstances that support the execution of the member's official duties or serve a legitimate public purpose. In those cases, the member should determine a modest maximum dollar value based on guidance from the governing body or any applicable state or local law.

The guideline is not intended to apply to normal social practices, not associated with the member's official duties, where gifts are exchanged among friends, associates and relatives.

Investments in Conflict with Official Duties. Members should refrain from any investment activity which would compromise the impartial and objective performance of their duties. Members should not invest or hold any investment, directly or indirectly, in any financial business, commercial, or other private transaction that creates a conflict of interest, in fact or appearance, with their official duties.

In the case of real estate, the use of confidential information and knowledge to further a member's personal interest is not permitted. Purchases and sales which might be

interpreted as speculation for quick profit should be avoided (see the guideline on “Confidential Information”). Because personal investments may appear to influence official actions and decisions, or create the appearance of impropriety, members should disclose or dispose of such investments prior to accepting a position in a local government. Should the conflict of interest arise during employment, the member should make full disclosure and/or recuse themselves prior to any official action by the governing body that may affect such investments.

This guideline is not intended to prohibit a member from having or acquiring an interest in or deriving a benefit from any investment when the interest or benefit is due to ownership by the member or the member’s family of a de minimus percentage of a corporation traded on a recognized stock exchange even though the corporation or its subsidiaries may do business with the local government.

Personal Relationships. In any instance where there is a conflict of interest, appearance of a conflict of interest, or personal financial gain of a member by virtue of a relationship with any individual, spouse/partner, group, agency, vendor or other entity, the member shall disclose the relationship to the organization. For example, if the member has a relative that works for a developer doing business with the local government, that fact should be disclosed.

Confidential Information. Members shall not disclose to others, or use to advance their personal interest, intellectual property, confidential information, or information that is not yet public knowledge, that has been acquired by them in the course of their official duties.

Information that may be in the public domain or accessible by means of an open records request, is not confidential.

Private Employment. Members should not engage in, solicit, negotiate for, or promise to accept private employment, nor should they render services for private interests or conduct a private business when such employment, service, or business creates a conflict with or impairs the proper discharge of their official duties.

Teaching, lecturing, writing, or consulting are typical activities that may not involve conflict of interest, or impair the proper discharge of their official duties. Prior notification of the appointing authority is appropriate in all cases of outside employment.

Representation. Members should not represent any outside interest before any agency, whether public or private, except with the authorization of or at the direction of the appointing authority they serve.

Endorsements. Members should not endorse commercial products or services by agreeing to use their photograph, endorsement, or quotation in paid or other commercial advertisements, marketing materials, social media, or other documents, whether the

member is compensated or not for the member's support. Members may, however, provide verbal professional references as part of the due diligence phase of competitive process or in response to a direct inquiry.

Members may agree to endorse the following, provided they do not receive any compensation: (1) books or other publications; (2) professional development or educational services provided by nonprofit membership organizations or recognized educational institutions; (3) products and/or services in which the local government has a direct economic interest.

Members' observations, opinions, and analyses of commercial products used or tested by their local governments are appropriate and useful to the profession when included as part of professional articles and reports.

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
2	Jacksonville	Duval	1,004,869	Council-Strong Mayor
3	Miami	Miami-Dade	464,225	Council-Strong Mayor
4	Tampa	Hillsborough	406,294	Council-Strong Mayor
5	Orlando	Orange	326,988	Council-Strong Mayor
6	St. Petersburg	Pinellas	265,782	Council-Strong Mayor
7	Port St. Lucie	St Lucie	239,653	Council-Manager
8	Hialeah	Miami-Dade	229,054	Council-Strong Mayor
9	Cape Coral	Lee	213,301	Council-Manager
10	Tallahassee	Leon	201,833	Council-Manager
11	Fort Lauderdale	Broward	189,118	Council-Manager
12	Pembroke Pines	Broward	171,222	Council-Manager
13	Hollywood	Broward	154,875	Council-Manager
14	Gainesville	Alachua	147,865	Council-Manager
15	Miramar	Broward	138,590	Council-Manager
16	Coral Springs	Broward	135,010	Council-Manager
17	Palm Bay	Brevard	133,459	Council-Manager
18	West Palm Beach	Palm Beach	122,157	Council-Strong Mayor
19	Lakeland	Polk	121,968	Council-Manager
20	Clearwater	Pinellas	118,904	Council-Manager
21	Miami Gardens	Miami-Dade	115,299	Council-Manager
22	Pompano Beach	Broward	113,691	Council-Manager
23	Davie	Broward	106,989	Council-Manager
24	Palm Coast	Flagler	101,737	Council-Manager
25	Boca Raton	Palm Beach	100,491	Council-Manager
26	Sunrise	Broward	98,011	Council-Manager
27	Fort Myers	Lee	97,711	Council-Manager
28	Deltona	Volusia	97,337	Council-Manager
29	Plantation	Broward	95,293	Council-Strong Mayor
30	Melbourne	Brevard	87,662	Council-Manager
31	Deerfield Beach	Broward	87,578	Council-Manager
32	North Port	Sarasota	86,552	Council-Manager
33	Largo	Pinellas	84,431	Council-Manager
34	Homestead	Miami-Dade	83,767	Council-Manager
35	Miami Beach	Miami-Dade	83,430	Council-Manager
36	Kissimmee	Osceola	82,714	Council-Manager
37	Boynton Beach	Palm Beach	82,208	Council-Manager
38	Doral	Miami-Dade	81,318	Council-Manager
39	Daytona Beach	Volusia	80,940	Council-Manager
40	Lauderhill	Broward	74,592	Council-Manager
41	Tamarac	Broward	73,063	Council-Manager
42	Weston	Broward	68,227	Council-Manager
43	Delray Beach	Palm Beach	67,213	Council-Manager
44	Ocala	Marion	66,368	Council-Manager
45	Port Orange	Volusia	65,008	Council-Manager
46	Sanford	Seminole	64,508	Council-Manager

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
47	St. Cloud	Osceola	61,997	Council-Manager
48	Wellington	Palm Beach	61,788	Council-Manager
49	Palm Beach Gardens	Palm Beach	61,517	Council-Manager
50	Jupiter	Palm Beach	61,333	Council-Manager
51	North Miami	Miami-Dade	60,172	Council-Manager
52	Margate	Broward	58,725	Council-Manager
53	Apopka	Orange	58,293	Council-Strong Mayor
54	Coconut Creek	Broward	57,875	Council-Manager
55	Bradenton	Manatee	57,253	Hybrid
56	Sarasota	Sarasota	57,005	Council-Manager
57	Winter Haven	Polk	55,764	Council-Manager
58	Pinellas Park	Pinellas	55,572	Council-Manager
59	Pensacola	Escambia	55,102	Council-Strong Mayor
60	Bonita Springs	Lee	54,868	Council-Manager
61	Coral Gables	Miami-Dade	51,677	Council-Manager
62	Winter Garden	Orange	50,800	Council-Manager
63	Titusville	Brevard	49,982	Council-Manager
64	Ocoee	Orange	49,711	Council-Manager
65	Fort Pierce	St Lucie	49,508	Council-Manager
66	Clermont	Lake	47,456	Council-Manager
67	Altamonte Springs	Seminole	47,420	Council-Manager
68	Greenacres	Palm Beach	45,476	Council-Manager
69	Cutler Bay	Miami-Dade	45,472	Council-Manager
70	Oakland Park	Broward	45,065	Council-Manager
71	North Lauderdale	Broward	44,971	Council-Manager
72	Ormond Beach	Volusia	44,935	Council-Manager
73	Lake Worth Beach	Palm Beach	43,432	Council-Manager
74	North Miami Beach	Miami-Dade	43,100	Council-Manager
75	Hallandale Beach	Broward	41,726	Council-Manager
76	DeLand	Volusia	41,264	Council-Manager
77	Plant City	Hillsborough	40,949	Council-Manager
78	Royal Palm Beach	Palm Beach	40,299	Council-Manager
79	Oviedo	Seminole	40,261	Council-Manager
80	Aventura	Miami-Dade	40,247	Council-Manager
81	Winter Springs	Seminole	39,097	Council-Manager
82	Riviera Beach	Palm Beach	38,795	Council-Manager
83	Panama City	Bay	37,526	Council-Manager
84	Estero	Lee	37,507	Council-Manager
85	Parkland	Broward	37,365	Council-Manager
86	Lauderdale Lakes	Broward	36,792	Council-Manager
87	Dunedin	Pinellas	36,083	Council-Manager
88	Haines City	Polk	35,285	Council-Manager
89	Cooper City	Broward	34,878	Council-Manager
90	Dania Beach	Broward	32,811	Council-Manager
91	New Smyrna Beach	Volusia	32,131	Council-Manager

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
92	Miami Lakes	Miami-Dade	30,902	Council-Manager
93	Winter Park	Orange	30,706	Council-Manager
94	Leesburg	Lake	30,378	Council-Manager
95	Wildwood	Sumter	30,327	Council-Manager
96	Casselberry	Seminole	30,061	Council-Manager
97	West Melbourne	Brevard	29,739	Council-Manager
98	Rockledge	Brevard	28,774	Council-Manager
99	Crestview	Okaloosa	27,933	Council-Manager
100	Venice	Sarasota	27,793	Council-Manager
101	Temple Terrace	Hillsborough	27,327	Council-Manager
102	Palm Springs	Palm Beach	27,167	Council-Manager
103	Key West	Monroe	26,767	Council-Manager
104	Sebastian	Indian River	26,405	Council-Manager
105	Tarpon Springs	Pinellas	25,849	Council-Manager
106	Palmetto Bay	Miami-Dade	25,064	Council-Manager
107	Edgewater	Volusia	24,334	Council-Manager
108	Jacksonville Beach	Duval	24,204	Council-Manager
109	Eustis	Lake	23,918	Council-Manager
110	DeBary	Volusia	23,750	Council-Manager
111	Hialeah Gardens	Miami-Dade	23,065	Council-Strong Mayor
112	Sunny Isles Beach	Miami-Dade	22,783	Council-Manager
113	Groveland	Lake	22,760	Council-Manager
114	Fort Walton Beach	Okaloosa	21,120	Council-Manager
115	Tavares	Lake	21,003	Council-Manager
116	Cocoa	Brevard	20,670	Council-Manager
117	Sweetwater	Miami-Dade	20,571	Council-Strong Mayor
118	Punta Gorda	Charlotte	20,410	Council-Manager
119	Bartow	Polk	19,969	Council-Manager
120	Maitland	Orange	19,964	Council-Manager
121	Panama City Beach	Bay	19,842	Council-Manager
122	Lynn Haven	Bay	19,432	Council-Manager
123	Seminole	Pinellas	19,428	Council-Manager
124	Zephyrhills	Pasco	19,337	Council-Manager
125	Naples	Collier	19,306	Council-Manager
126	Auburndale	Polk	19,298	Council-Manager
127	Stuart	Martin	19,264	Council-Manager
128	Pincrest	Miami-Dade	18,395	Council-Manager
129	Minneola	Lake	18,064	Council-Manager
130	Mount Dora	Lake	17,843	Council-Manager
131	Lake Wales	Polk	17,384	Council-Manager
132	Lake Mary	Seminole	17,366	Council-Manager
133	Belle Glade	Palm Beach	17,286	Council-Manager
134	New Port Richey	Pasco	17,213	Council-Manager
135	Safety Harbor	Pinellas	17,059	Council-Manager
136	Opa-locka	Miami-Dade	16,723	Council-Manager

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
137	Vero Beach	Indian River	16,693	Council-Manager
138	Niceville	Okaloosa	16,492	Council-Manager
139	Longwood	Seminole	16,408	Council-Manager
140	Lady Lake	Lake	16,224	Council-Manager
141	Marco Island	Collier	16,198	Council-Manager
142	Florida City	Miami-Dade	15,690	Council-Strong Mayor
143	St. Augustine	St Johns	15,307	Council-Manager
144	West Park	Broward	15,249	Council-Manager
145	Oldsmar	Pinellas	14,928	Council-Manager
146	Key Biscayne	Miami-Dade	14,751	Council-Manager
147	Destin	Okaloosa	14,594	Council-Manager
148	Orange City	Volusia	14,313	Council-Manager
149	Palmetto	Manatee	13,927	Council-Strong Mayor
150	Miami Springs	Miami-Dade	13,887	Council-Manager
151	Atlantic Beach	Duval	13,529	Council-Manager
152	Fernandina Beach	Nassau	13,499	Council-Manager
153	South Daytona	Volusia	13,449	Council-Manager
154	Callaway	Bay	13,200	Council-Manager
155	North Palm Beach	Palm Beach	13,145	Council-Manager
156	Holly Hill	Volusia	13,008	Council-Manager
157	Lake City	Columbia	12,428	Council-Manager
158	Davenport	Polk	12,413	Council-Manager
159	Lantana	Palm Beach	12,244	Council-Manager
160	South Miami	Miami-Dade	11,981	Council-Manager
161	Gulfport	Pinellas	11,806	Council-Manager
162	Miami Shores	Miami-Dade	11,612	Council-Manager
163	Wilton Manors	Broward	11,532	Council-Manager
164	Sebring	Highlands	11,472	Council-Weak Mayor
165	Satellite Beach	Brevard	11,389	Council-Manager
166	Cocoa Beach	Brevard	11,356	Council-Manager
167	Alachua	Alachua	11,015	Council-Manager
168	Palatka	Putnam	10,506	Council-Manager
169	Lighthouse Point	Broward	10,504	Council-Strong Mayor
170	Green Cove Springs	Clay	10,384	Council-Manager
171	Milton	Santa Rosa	10,120	Council-Manager
172	Marathon	Monroe	10,056	Council-Manager
173	Cape Canaveral	Brevard	10,001	Council-Manager
174	Avon Park	Highlands	9,758	Council-Manager
175	Brooksville	Hernando	9,566	Council-Manager
176	Palm Beach	Palm Beach	9,207	Council-Manager
177	Orange Park	Clay	9,165	Council-Manager
178	Lake Park	Palm Beach	9,025	Council-Manager
179	Indian Harbour Beach	Brevard	8,982	Council-Manager
180	Freeport	Walton	8,901	Council-Strong Mayor
181	St. Pete Beach	Pinellas	8,879	Council-Manager

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
182	Fruitland Park	Lake	8,615	Council-Manager
183	Mascotte	Lake	8,565	Council-Weak Mayor
184	Springfield	Bay	8,510	Council-Strong Mayor
185	Newberry	Alachua	8,503	Council-Manager
186	Dade City	Pasco	8,363	Council-Manager
187	North Bay Village	Miami-Dade	8,177	Council-Manager
188	Quincy	Gadsden	7,971	Council-Manager
189	Inverness	Citrus	7,860	Council-Manager
190	Macclenny	Baker	7,754	Council-Manager
191	Southwest Ranches	Broward	7,747	Council-Manager
192	Arcadia	DeSoto	7,638	Council-Weak Mayor
193	Longboat Key	Manatee,Sarasota	7,537	Council-Manager
194	Lake Alfred	Polk	7,342	Council-Manager
195	Islamorada, Village of Islands	Monroe	7,307	Council-Manager
196	West Miami	Miami-Dade	7,305	Council-Manager
197	Clewiston	Hendry	7,278	Council-Manager
198	Neptune Beach	Duval	7,261	Council-Manager
199	Belle Isle	Orange	7,239	Council-Manager
200	Marianna	Jackson	7,191	Council-Manager
201	Perry	Taylor	7,006	Council-Manager
202	High Springs	Alachua	6,975	Council-Manager
203	St. Augustine Beach	St Johns	6,953	Council-Manager
204	Live Oak	Suwannee	6,889	Council-Manager
205	Indiantown	Martin	6,664	Council-Manager
206	Treasure Island	Pinellas	6,583	Council-Manager
207	Gulf Breeze	Santa Rosa	6,383	Council-Manager
208	Lauderdale-By-The-Sea	Broward	6,191	Council-Manager
209	Tequesta	Palm Beach	6,179	Council-Manager
210	DeFuniak Springs	Walton	6,158	Council-Manager
211	Pembroke Park	Broward	6,115	Council-Manager
212	Starke	Bradford	6,107	Council-Weak Mayor
213	Sanibel	Lee	5,946	Council-Manager
214	Bay Harbor Islands	Miami-Dade	5,895	Council-Manager
215	Belleview	Marion	5,833	Commission
216	Dundee	Polk	5,653	Council-Manager
217	Pahokee	Palm Beach	5,607	Council-Manager
218	South Pasadena	Pinellas	5,428	Commission
219	Oakland	Orange	5,402	Council-Manager
220	Surfside	Miami-Dade	5,398	Council-Manager
221	Okeechobee	Okeechobee	5,361	Council-Weak Mayor
222	Flagler Beach	Flagler,Volusia	5,288	Council-Manager
223	Daytona Beach Shores	Volusia	5,262	Council-Manager
224	LaBelle	Hendry	5,083	Council-Weak Mayor
225	Kenneth City	Pinellas	5,052	Council-Weak Mayor
226	Valparaiso	Okaloosa	5,025	Council-Strong Mayor

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
227	Fort Meade	Polk	5,006	Council-Manager
228	Grant-Valkaria	Brevard	4,996	Council-Manager
229	South Bay	Palm Beach	4,958	Council-Manager
230	Fellsmere	Indian River	4,933	Council-Manager
231	Wauchula	Hardee	4,869	Council-Manager
232	Westlake	Palm Beach	4,694	Council-Manager
233	Mary Esther	Okaloosa	4,571	Council-Manager
234	Indian River Shores	Indian River	4,512	Council-Manager
235	Belleair	Pinellas	4,367	Council-Manager
236	Mulberry	Polk	4,345	Council-Manager
237	Highland Beach	Palm Beach	4,303	Council-Manager
238	Parker	Bay	4,279	Council-Strong Mayor
239	Bunnell	Flagler	4,027	Council-Manager
240	Madeira Beach	Pinellas	3,994	Council-Manager
241	Juno Beach	Palm Beach	3,883	Council-Manager
242	Umatilla	Lake	3,881	Council-Manager
243	Eagle Lake	Polk	3,863	Council-Manager
244	Jasper	Hamilton	3,787	Council-Manager
245	Port St. Joe	Gulf	3,787	Council-Manager
246	Indian Rocks Beach	Pinellas	3,717	Council-Manager
247	Midway	Gadsden	3,683	Council-Manager
248	Chipley	Washington	3,599	Council-Weak Mayor
249	Lake Clarke Shores	Palm Beach	3,556	Council-Manager
250	Bushnell	Sumter	3,523	Council-Manager
251	Crystal River	Citrus	3,491	Council-Manager
252	Ponce Inlet	Volusia	3,405	Council-Manager
253	Loxahatchee Groves	Palm Beach	3,373	Council-Manager
254	Williston	Levy	3,297	Council-Weak Mayor
255	Port Richey	Pasco	3,267	Council-Manager
256	Fort Myers Beach	Lee	3,255	Council-Manager
257	Melbourne Beach	Brevard	3,248	Council-Manager
258	Hilliard	Nassau	3,090	Council-Strong Mayor
259	Biscayne Park	Miami-Dade	3,083	Council-Manager
260	Malabar	Brevard	3,083	Council-Strong Mayor
261	Chattahoochee	Gadsden	3,073	Council-Manager
262	Bal Harbour	Miami-Dade	3,054	Council-Manager
263	Windermere	Orange	3,041	Council-Manager
264	Frostproof	Polk	3,029	Council-Manager
265	Holmes Beach	Manatee	3,026	Council-Strong Mayor
266	Lake Helen	Volusia	3,015	Council-Manager
267	Indialantic	Brevard	3,005	Council-Manager
268	Madison	Madison	2,978	Council-Manager
269	Polk City	Polk	2,973	Council-Manager
270	Carrabelle	Franklin	2,875	Council-Weak Mayor
271	Bonifay	Holmes	2,776	Council-Weak Mayor

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
272	Monticello	Jefferson	2,694	Council-Weak Mayor
273	Hypoluxo	Palm Beach	2,687	Council-Strong Mayor
274	Edgewood	Orange	2,631	Council-Weak Mayor
275	Apalachicola	Franklin	2,465	Hybrid
276	St. Leo	Pasco	2,462	Council-Weak Mayor
277	Bowling Green	Hardee	2,450	Council-Manager
278	Lake Placid	Highlands	2,409	Council-Strong Mayor
279	Virginia Gardens	Miami-Dade	2,382	Council-Strong Mayor
280	Eatonville	Orange	2,370	Council-Strong Mayor
281	Mangonia Park	Palm Beach	2,369	Council-Manager
282	Belleair Bluffs	Pinellas	2,324	Council-Weak Mayor
283	Chiefland	Levy	2,323	Council-Manager
284	Blountstown	Calhoun	2,259	Council-Manager
285	Redington Shores	Pinellas	2,194	Council-Weak Mayor
286	Haverhill	Palm Beach	2,193	Council-Weak Mayor
287	Wewahitchka	Gulf	2,190	Council-Manager
288	Trenton	Gilchrist	2,149	Council-Manager
289	Atlantis	Palm Beach	2,147	Council-Manager
290	Graceville	Jackson	2,117	Council-Manager
291	Oak Hill	Volusia	2,065	Council-Weak Mayor
292	Astatula	Lake	2,042	Council-Weak Mayor
293	Sewall's Point	Martin	2,038	Council-Manager
294	Dunnellon	Marion	2,015	Council-Manager
295	Lake Butler	Union	2,001	Council-Manager
296	Hillsboro Beach	Broward	1,980	Council-Manager
297	El Portal	Miami-Dade	1,955	Commission
298	Ocean Ridge	Palm Beach	1,830	Council-Manager
299	Montverde	Lake	1,792	Council-Weak Mayor
300	Howey-in-the-Hills	Lake	1,790	Council-Strong Mayor
301	Zolfo Springs	Hardee	1,753	Council-Weak Mayor
302	Havana	Gadsden	1,749	Council-Manager
303	Cross City	Dixie	1,701	Council-Manager
304	Crescent City	Putnam	1,690	Council-Manager
305	Sneads	Jackson	1,687	Council-Manager
306	Century	Escambia	1,682	Council-Strong Mayor
307	Callahan	Nassau	1,680	Council-Weak Mayor
308	Belleair Beach	Pinellas	1,641	Council-Manager
309	Lake Hamilton	Polk	1,571	Council-Manager
310	Pierson	Volusia	1,560	Council-Weak Mayor
311	Malone	Jackson	1,535	Council-Strong Mayor
312	Moore Haven	Glades	1,529	Council-Weak Mayor
313	Inglis	Levy	1,506	Council-Weak Mayor
314	North Redington Beach	Pinellas	1,501	Council-Weak Mayor
315	South Palm Beach	Palm Beach	1,469	Council-Manager
316	Keystone Heights	Clay	1,464	Council-Manager

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
317	Hawthorne	Alachua	1,462	Council-Manager
318	Interlachen	Putnam	1,446	Council-Weak Mayor
319	Baldwin	Duval	1,415	Council-Strong Mayor
320	San Antonio	Pasco	1,381	Council-Weak Mayor
321	Redington Beach	Pinellas	1,380	Council-Strong Mayor
322	Gretna	Gadsden	1,364	Council-Manager
323	Palm Beach Shores	Palm Beach	1,309	Council-Manager
324	Mexico Beach	Bay	1,285	Council-Weak Mayor
325	Fanning Springs	Gilchrist,Levy	1,270	Council-Strong Mayor
326	Indian Shores	Pinellas	1,212	Council-Strong Mayor
327	Palm Shores	Brevard	1,197	Council-Strong Mayor
328	Archer	Alachua	1,160	Council-Manager
329	Bronson	Levy	1,152	Council-Weak Mayor
330	Mayo	Lafayette	1,093	Council-Weak Mayor
331	Medley	Miami-Dade	1,053	Council-Strong Mayor
332	Anna Maria	Manatee	987	Council-Strong Mayor
333	Golden Beach	Miami-Dade	966	Council-Manager
334	Gulf Stream	Palm Beach	959	Council-Manager
335	Bristol	Liberty	956	Council-Weak Mayor
336	Webster	Sumter	948	Council-Weak Mayor
337	Grand Ridge	Jackson	920	Council-Weak Mayor
338	Bradenton Beach	Manatee	902	Council-Weak Mayor
339	Waldo	Alachua	882	Council-Manager
340	Center Hill	Sumter	868	Council-Weak Mayor
341	Cottondale	Jackson	846	Council-Weak Mayor
342	Penney Farms	Clay	840	Council-Manager
343	Key Colony Beach	Monroe	800	Council-Weak Mayor
344	Pomona Park	Putnam	794	Council-Weak Mayor
345	Jupiter Island	Martin	786	Council-Manager
346	Welaka	Putnam	785	Council-Weak Mayor
347	Shalimar	Okaloosa	783	Council-Weak Mayor
348	Greenville	Madison	773	Council-Weak Mayor
349	Vernon	Washington	758	Council-Weak Mayor
350	Branford	Suwannee	756	Council-Strong Mayor
351	Jennings	Hamilton	747	Council-Weak Mayor
352	White Springs	Hamilton	742	Council-Manager
353	Cedar Key	Levy	689	Council-Weak Mayor
354	Melbourne Village	Brevard	683	Council-Weak Mayor
355	Micanopy	Alachua	660	Council-Weak Mayor
356	Lawtey	Bradford	659	Council-Weak Mayor
357	Laurel Hill	Okaloosa	658	Council-Strong Mayor
358	Fort White	Columbia	651	Council-Weak Mayor
359	Coleman	Sumter	641	Council-Weak Mayor
360	St. Lucie Village	St Lucie	621	Council-Weak Mayor
361	Ocean Breeze	Martin	608	Council-Weak Mayor

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
362	Yankeetown	Levy	588	Council-Weak Mayor
363	Paxton	Walton	579	Council-Weak Mayor
364	Jay	Santa Rosa	550	Council-Weak Mayor
365	Sea Ranch Lakes	Broward	537	Council-Strong Mayor
366	Greenwood	Jackson	531	Council-Weak Mayor
367	Orchid	Indian River	531	Council-Manager
368	Bell	Gilchrist	521	Council-Weak Mayor
369	Altha	Calhoun	505	Council-Weak Mayor
370	Ponce de Leon	Holmes	501	Council-Weak Mayor
371	Briny Breezes	Palm Beach	500	Council-Strong Mayor
372	Beverly Beach	Flagler	495	Council-Weak Mayor
373	Alford	Jackson	488	Council-Weak Mayor
374	Hampton	Bradford	483	Council-Strong Mayor
375	Reddick	Marion	477	Council-Weak Mayor
376	Greensboro	Gadsden	465	Council-Weak Mayor
377	McIntosh	Marion	465	Council-Strong Mayor
378	Sopchoppy	Wakulla	460	Council-Weak Mayor
379	Worthington Springs	Union	458	Council-Weak Mayor
380	Glen Saint Mary	Baker	457	Council-Weak Mayor
381	Cinco Bayou	Okaloosa	455	Council-Manager
382	Manalapan	Palm Beach	420	Council-Manager
383	Jupiter Inlet Colony	Palm Beach	400	Council-Strong Mayor
384	Lee	Madison	388	Council-Strong Mayor
385	Everglades City	Collier	376	Council-Strong Mayor
386	Wausau	Washington	375	Council-Weak Mayor
387	Esto	Holmes	350	Council-Weak Mayor
388	Brooker	Bradford	331	Council-Weak Mayor
389	St. Marks	Wakulla	325	Council-Weak Mayor
390	La Crosse	Alachua	305	Council-Weak Mayor
391	Caryville	Washington	293	Council-Weak Mayor
392	Westville	Holmes	293	Council-Strong Mayor
393	Golf	Palm Beach	281	Council-Manager
394	Highland Park	Polk	251	Council-Weak Mayor
395	Ebro	Washington	247	Council-Weak Mayor
396	Hillcrest Heights	Polk	240	Council-Weak Mayor
397	Raiford	Union	240	Council-Weak Mayor
398	Jacob City	Jackson	235	Council-Weak Mayor
399	Noma	Holmes	218	Council-Weak Mayor
400	Glen Ridge	Palm Beach	215	Council-Strong Mayor
401	Layton	Monroe	214	Council-Strong Mayor
402	Campbellton	Jackson	191	Council-Strong Mayor
403	Horseshoe Beach	Dixie	164	Council-Weak Mayor
404	Cloud Lake	Palm Beach	140	Council-Strong Mayor
405	Otter Creek	Levy	110	Council-Weak Mayor
406	Indian Creek	Miami-Dade	93	Council-Manager

	A	B	C	D
1	Municipality	County	2023 Population (est.)	Form of Government
407	Bascom	Jackson	85	Commission
408	Belleair Shore	Pinellas	74	Council-Strong Mayor
409	Lazy Lake	Broward	33	Council-Weak Mayor
410	Bay Lake	Orange	29	Council-Manager
411	Lake Buena Vista	Orange	21	Council-Manager
412	Marineland	Flagler,St Johns	15	Council-Manager
413				
414				
415	Source: University of Florida, Bureau of Economic and Business Research (2023 Estimates).			



Leaders at the Core of Better Communities

Form of Government Statistics – Counties (2014)

	<u>All Counties</u>	<u>2,500 and greater</u>	<u>5,000 and greater</u>	<u>10,000 and greater</u>	<u>25,000 and greater</u>	<u>50,000 and greater</u>	<u>100,000 and greater</u>	<u>250,000 and greater</u>	<u>500,000 and greater</u>	<u>Greater than 1,000,000</u>
Total, all counties	3,031	2,901	2,737	2,358	1,530	916	526	230	106	33
<u>Population Group</u>										
Over 1,000,000	33	33	33	33	33	33	33	33	33	33
500,000 – 1,000,000	73	73	73	73	73	73	73	73	73	–
250,000 – 499,999	124	124	124	124	124	124	124	124	–	–
100,000 – 249,999	296	296	296	296	296	296	296	–	–	–
50,000 – 99,999	390	390	390	390	390	390	–	–	–	–
25,000 – 49,999	614	614	614	614	614	–	–	–	–	–
10,000 – 24,999	828	828	828	828	–	–	–	–	–	–
5,000 – 9,999	379	379	379	–	–	–	–	–	–	–
2,500 – 4,999	164	164	–	–	–	–	–	–	–	–
Under 2,500	130	–	–	–	–	–	–	–	–	–
<u>Form of Government</u>										
County Commission	1,724	1,621	1,493	1,210	685	329	151	54	20	6
Council-Manager/ Administrator	819	804	785	737	559	382	237	103	49	18
Council-Elected Executive	488	476	459	411	286	205	138	73	37	9

Source: ICMA Municipal Yearbook, 2014

Smarter, Faster, Cheaper

An Operations Efficiency Benchmarking Study of 100 American Cities

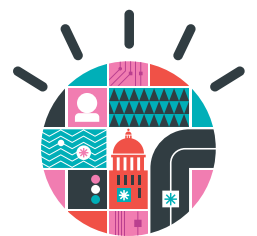


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Introduction

According to the Government Accountability Office (GAO), local governments in the United States are collectively facing a \$225 billion structural budget deficit, which constitutes about 12% of their total spending¹. Since these are structural deficits, they will not diminish even when the economy starts expanding again. These shortfalls represent a fundamental disconnect between the spending commitments city governments have made and the level of revenue growth they can reasonably expect to achieve.

As a consequence of these structural deficits, each year local governments must find a combination of new revenues and spending reductions to close the gap in their budgets. Since 2006 local governments have shed 353,000 jobs, including teachers, police officers and fire fighters. They have furloughed employees, refinanced pension obligations, and spent down reserve funds in order to minimize service reductions. Our analysis of the budget-closing measures employed by 13 cities in the State of California last year suggests that between 30% and 60% of the budget-balancing measures adopted by local governments represent one-time savings or revenue generating measures rather than permanent changes to cost structures. This is not surprising, as a similarly narrow approach has too often dominated conversations around the burgeoning federal deficit. But one-off cuts are not the answer. As these options exhaust themselves, more layoffs and services reductions are inevitable. Instead of just doing less, there is a way for cities to operate smarter, so that they can do more with less.

For this reason, there is no better time than now to take a hard look at the efficiency of local governments. If local government leadership will take the time to perform the analysis required to identify and root out inefficiencies in their operations, they can shed costs without significantly impacting service levels. In many cases, the thoughtful application of innovations in business process, organizational design, and technology can in fact reduce costs and improve services simultaneously.

One effective means for an organization to identify inefficiencies in their operations is through benchmarking. By comparing the operational profile of similarly situated organizations, opportunities for improved performance can be uncovered. To help cities address the worst budget climate in generations, IBM used publicly available data to benchmark the 100 largest cities in the United States to assess and compare how efficiently they operate. The results of that study, and recommendations for what cities can do with these findings, are the subject of this paper.

Our goal is straightforward: by comparing the efficiency with which cities deploy resources, IBM hopes to provide mayors and city managers with a road map for where they should be looking for high-yield savings opportunities in their own local government operations. Given the financial pressures cities face and the likelihood that unfavorable economic conditions will persist for the foreseeable future, there is no better time for local governments to become “smarter, faster, cheaper.”

US Cities Included in the Study									
Akron	Boston	Columbus GA	Garland	Kansas City	Madison	Oakland	Portland	San Diego	St. Petersburg
Albuquerque	Chandler	Corpus Christi	Gilbert	Knoxville	Memphis	Oklahoma City	Raleigh	San Francisco	Stockton
Anaheim	Charlotte	Denver	Glendale	Laredo	Mesa	Omaha	Reno	San Jose	Tampa
Arlington TX	Chesapeake	Des Moines	Greensboro	Las Vegas	Miami	Orlando	Richmond	Santa Ana	Thousand Oaks
Atlanta	Chicago	Detroit	Hialeah	Lexington	Milwaukee	Overland Park	Riverside	Scottsdale	Tulsa
Aurora	Chula Vista	Durham	Honolulu	Lincoln	Minneapolis	Peoria	Rochester	Seattle	Virginia Beach
Austin	Cincinnati	El Paso	Houston	Long Beach	Nashville	Philadelphia	Sacramento	Shreveport	Wichita
Bakersfield	Cleveland	Fort Worth	Huntington Beach	Los Angeles	New Orleans	Phoenix	Salem	Springfield	Winston-Salem
Baltimore	Colorado Springs	Fresno	Irvine	Louisville	Newark	Pittsburgh	Salt Lake City	St. Louis	Worcester Mass
Birmingham	Columbus	Ft Lauderdale	Jacksonville	Lubbock	Norfolk	Plano	San Antonio	St. Paul	Yonkers

Figure 1: US Cities included in the study

The Inefficiency in Our Midst

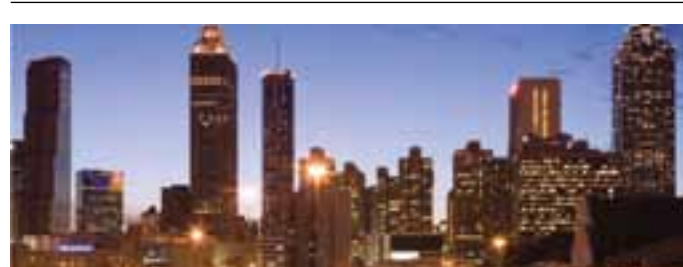
All large organizations harbor inefficiencies. When IBM embarked on its transformation program in the early 1990s, the company eliminated \$6 billion in costs, primarily by simply being smarter about what we did and how we did it. IBM now orchestrates similar exercises on behalf of clients, and what we have learned is that no business operation is perfectly efficient. Just about any business process can be tweaked or adjusted in some manner to yield a cost saving. Mostly it's just a matter of looking for it.

However, once a process inefficiency is identified, fixing it is not a costless endeavor. Re-engineering business processes can be expensive and often require investments in technology, organizational redesign and change management. As a consequence, the biggest challenge for any organization is not necessarily in identifying inefficiencies, but in focusing attention on those inefficiencies where re-engineering investments are likely to yield the highest return.

In our experience, one of the best means for identifying “high yield” operations improvement opportunities is through benchmarking. The reason is quite simple: by comparing the operating performance metrics of a large sample of similarly situated organizations, there is a good chance that you can surface examples of highly efficient operating environments in specific service areas. At the very least, these examples can help management set their performance targets (“if Charlotte can deliver this service as this cost, we should be able to do so as well”). At best, these examples can provide a set of specific lessons that management can attempt to duplicate in their own city (“perhaps we can automate that process the way that Phoenix has”). If nothing else, benchmarking can force managers to take a hard look at their operations simply to explain why their resource deployment differs from their peers.

Our analysis of the spending and employment practices of the 100 American cities included in our study has yielded two major findings:

- The level of resources that cities dedicate to delivering basic municipal services varies enormously. In fact, per capita spending in certain services areas can differ by a factor of ten.



The Tao of Benchmarking

When Mayor Shirley Franklin first took office in 2002 in Atlanta, she managed to secure the pro bono services of a strategy consulting firm to deliver a series of planning projects. One of the first of these projects was a benchmarking study which compared Atlanta's spending profile to seven peer cities. Once the numbers were crunched, it turned out that Atlanta ranked next to last among these peer cities in terms of efficiency as measured by per capita spending.

Franklin established an operation within the Mayor's Office specifically dedicated to fixing this. One of the first places this team decided to look was in the city's court system, which an earlier review had suggested was rife with mismanagement. In 2003 a benchmarking study and organizational redesign of the court system was performed. In relatively short order, the study demonstrated rather convincingly that Atlanta was spending nearly 300% more on its court system than those of the best practice court systems in the country. Based on the re-organization and re-engineering plan subsequently developed and implemented, Atlanta reduced court spending from \$30 million to \$11 million over three years, reduced the number of sitting judges from 18 to 10, and shrank the total municipal court workforce from 249 to 114.

While savings opportunities of that degree are relatively rare, the interesting point is that few people within Atlanta city government at that time thought that the city was overspending on the courts. In fact, there were some council members and court administrators who were pressing for increases in funding.

Over the eight years of Mayor Franklin's term in office, she conducted over a dozen of these operational reviews. Ultimately the city reduced its headcount by 25% and eliminated \$120 million in spending. When the original benchmarking study was repeated in 2009, Atlanta had improved from seventh to second place among the eight cities included in the efficiency rankings. Atlanta ranks 13th in IBM's MICE rankings.

The lesson is that until you look and look hard, you don't really know what is being over-funded. As was the case with Atlanta's courts system, it is not always obvious. Benchmarking can be an indispensable tool for uncovering those opportunities.

- This broad variation in resource deployment does not seem to be driven by exogenous factors: spending does not generally correlate with population, per capita income, geographic size, labor conditions (union vs. non-union), or differences in workloads (e.g., park acreage).

This can lead to only one conclusion: in assessing the relative efficiency of resource allocation among municipal governments, management and policy choices are what matter. Cities spend what they spend because they choose to spend it. These choices come in two forms:

- *Cities make strategic choices.* Although cities are chartered to provide a variety of core municipal services (and are in some cases legally required to provide them), they generally have significant flexibility to determine the breadth and depth of those services. What specific services are provided to whom and at what level are all strategic choices that cities are largely free to make on their own. Those choices have significant cost implications.
- *Cities make operational choices.* Once a city decides which services it should deliver to which citizens at what level, management generally has broad discretion on how they will deliver those services. The choice of delivery model – the mix of capital and labor, the organizations and technologies deployed, and how they are sourced – is generally entirely discretionary to management. The quality of these choices will also have significant cost implications.

This is good news and bad news for those responsible for the management of cities. The good news is that the level of efficiency of your government is within your control and there is no shortage of examples from other cities where responsible (and re-electable) city governments have made different strategic and operational choices. The bad news is that the “usual suspects” that are often offered as excuses for failing to be more efficient – labor unions, operational environment, relative poverty – do not appear to be genuine obstacles to efficiency in local government service delivery.

The Study

The benchmarking study includes 100 of the largest cities in the United States² (see Figure 1). Collectively, these cities account for nearly \$51 billion in annual general government spending. To put that in perspective, municipalities in the United States spend approximately \$440 billion on core local government services³ each year. This means that these 100 cities constitute approximately 12% of total local government spending in the United States.

The cities represented in this study host 17% of the total population of the United States and 20% of the nation's total urban population⁴. These cities have diverse forms of government: 54% of these cities have strong mayor forms of government and 46% have city managers or hybrid governments where management duties are shared by the executive and legislative branch.

The \$51 billion in spending data collected in this analysis occurs within 52 independent budget line items. These line items “roll up” into four major categories: Public Safety, Public Infrastructure, Community Development, and Support Services (see Figure 2). Overall, 57% of the spending is dedicated to public safety. A further 18% is spent on public infrastructure and 11% is spent on community development services such as housing, economic development, and health and human services. Over 14% of spending is on overhead functions including finance, human resources and information technology.

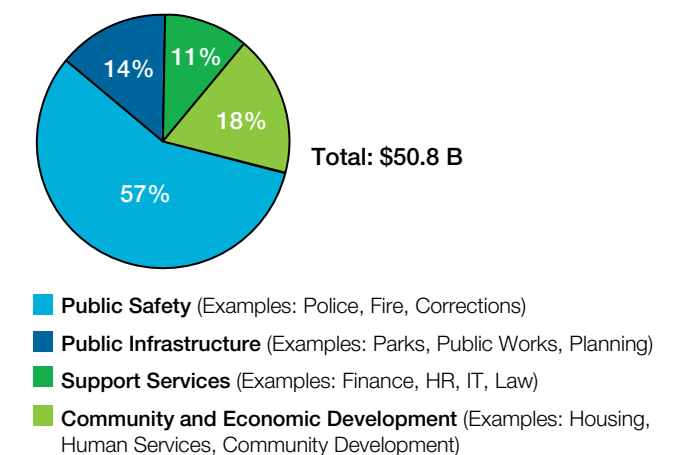


Figure 2: Spending by Functional Area for 100 Cities

For the purposes of the benchmarking analysis, a subset of spending line items have been extracted and included in the efficiency comparisons. The goal is to isolate a shared set of services to ensure that cities are being compared on an “apples to apples” basis. Of the 52 budget line items that were collected, 40 were included in the efficiency analysis. These 40 items constitute \$40 billion dollars in spending or 79% of total general government spending in these 100 cities. It is this spending upon which the efficiency rankings are based⁶.

To compare efficiency levels among cities, an index has been created called the MICE (Multivariate Index of City Efficiency). The MICE captures two key components of resource deployment: how much a city spends and how many people it employs to deliver a defined set of services. The MICE blends these two resource allocation decisions (weighted equally) into a single metric.

To account for the unique operational environments that cities encounter, city spending and employment data has been normalized on several dimensions – including population and

cost of living differences. This normalization effort minimizes the non-operational factors that might contribute to differences in resource allocation patterns. A more detailed explanation of the study’s methodology is included in Appendix A.

The average city in our sample spends \$705 per capita to provide core municipal services and employs 652 employees for every 100,000 citizens to deliver those services. The median city in the most efficient quintile spends \$500 per capita less than the median city in the least efficient quintile.

Efficiency varies to a considerable degree across cities (see Figure 3). The standard deviation within the efficiency distribution is \$178, which means that cities differ on their overall resource allocation choices by a factor of five. In some specific areas, the difference is even larger; spending on police services, for example, varies by a factor of 10. These are not minor differences. Without question, those who manage cities across the country are making very different choices about how they deploy resources to deliver a similar set of municipal services.

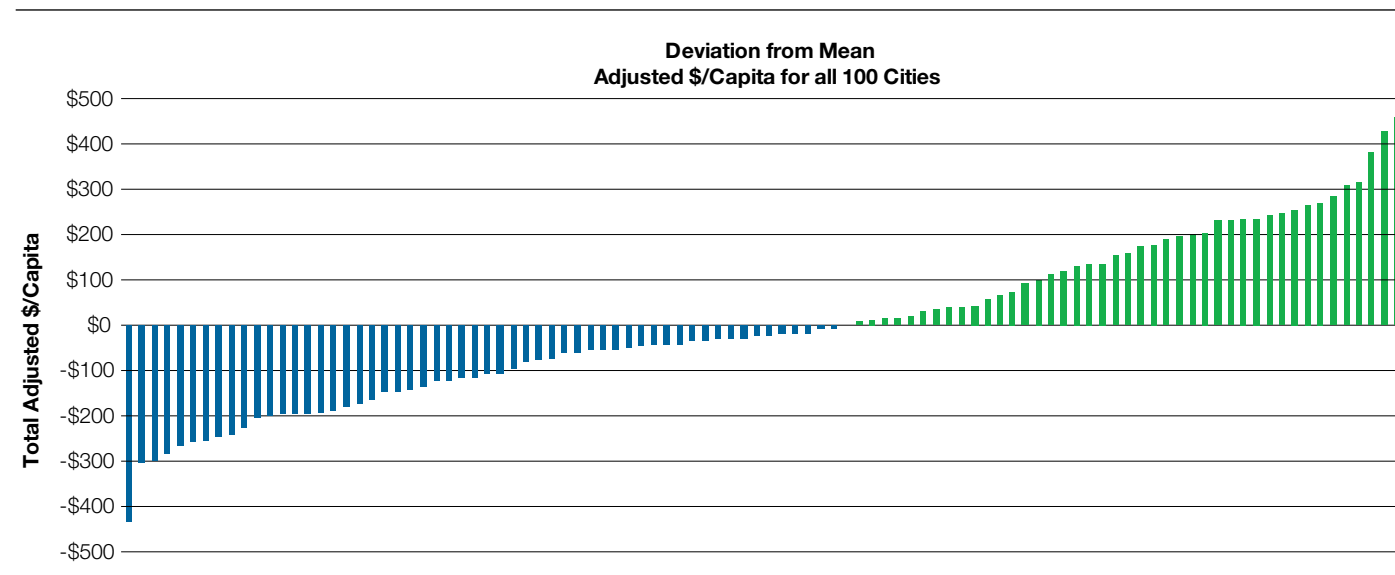


Figure 3: Variation in Spending Across Cities

What Drives Efficiency?

How can these large differences in resource utilization be explained? Observers of local government operations tend to entertain rather vague notions of what makes one city more efficiently run than another. The strength of public sector labor unions is often pointed to as an important factor in determining whether city managers can improve efficiency in operations. The “political environment” – code for the degree to which the legislative branch involves itself in management issues – is another factor that some use to explain relative performance.

Perhaps there are operational factors that come into play. Are city services subject to economies of scale? Some city services – such as public works and IT functions – have significant fixed costs associated with them; this might suggest that larger cities should be more efficient than smaller ones. What about geography? One could imagine that the costs to provide services to citizens who are widely distributed geographically would be higher than serving those living in close proximity.

Do demographic factors matter? Do cities with more prosperous residents choose to increase the breadth and quality of municipal services available to them, thereby increasing their costs? Or are wealthier cities in a better position to attract quality management which has the effect of lowering their costs?

Since one of the primary objectives of this study is to determine if any patterns could be detected among high efficiency performers and low efficiency performers, several of these potential “exogenous” drivers of efficiency have been tested.

What the analysis suggests is that efficiency does not correlate with any of these exogenous factors. As depicted in Figure 4, there appears to be no economies of scale at work: city population does not correlate with efficiency. Nor does the geographic size of the city appear to matter: there does not seem to be any advantage to having a smaller physical footprint in terms of the economics of service delivery. And the presence of labor unions with collective bargaining rights does not seem to matter; we can find no statistically significant difference in

the cost structures of cities with unions that collectively bargain and those that do not. In fact, none of the other exogenous factors that were tested can explain to a significant degree why efficiency varies among cities.

The lack of exogenous factors driving efficiency levels is a curious result. In a sample of this size, one would expect to find a set of variables that correlate with efficiency to some degree. Does scale really not matter? Can cities faced with unionized workforces really spend as little as those that are not subject to collective bargaining?

The analysis cannot fully answer those questions. What the analysis does suggest, however, is that if those factors do impact efficiency, their impact is being masked by a much more important factor. And that factor appears to be management.

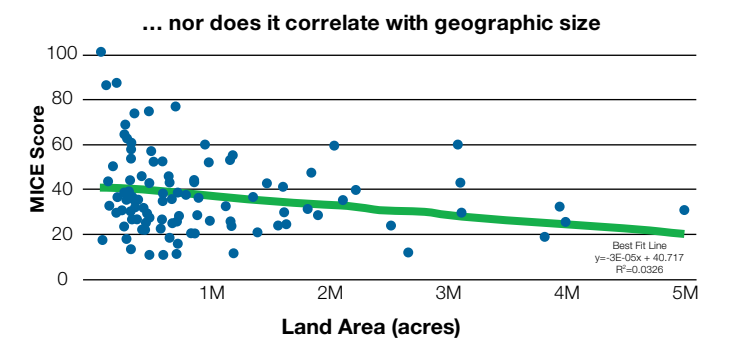
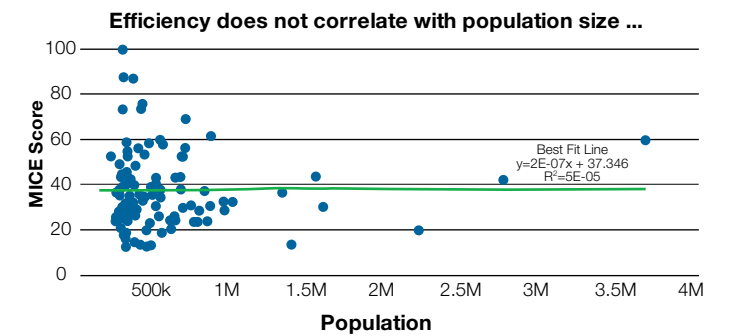


Figure 4: Drivers of Operational Efficiency

Management Matters (And It Matters A Lot)

Since none of the exogenous variables tested seem to account for differences in relative efficiency, it appears that endogenous ones must be operative. It is therefore hard not to conclude that the most important factor in determining the relative efficiency of a city is “management”. The term “management” is used to capture the two major types of impact that leaders can have on the efficiency of their governments:

1. Management makes strategic decisions about what services will be provided to which citizens and at what level of service they will be delivered.
2. Management makes operational decisions about the types of delivery models will be deployed to provide those services.

Management appears to be the key and the study provides some evidence for this. Cities with city manager forms of government are nearly 10% more efficient than cities with strong mayor forms of government. This finding appears to validate the assumption underlying city manager forms of government, notably that investing executive authority in professional management shielded from direct political interference should yield more efficiently managed cities. To put it another way, even if a city operates within conditions most favorable for efficiency – no collective bargaining, geographically compact, and peaking on all scale curves – management choices can still lead a city down the path to inefficiency. It is both a sobering and encouraging conclusion.

It is sobering because it places the spotlight on management. There is no place to hide. Yet it is encouraging because it means that managers are important. They influence outcomes.

So managers need to think hard about the strategic and operational decisions they make because those decisions are what drives the relative efficiency of their governments. The analysis cannot definitively specify which of these two management drivers – strategic or operational – is more important; however, there is some evidence in the study that can be useful in understanding the relative importance of strategic and operational choices.



Cutting Costs While Improving Service

With most cities almost solely pre-occupied with short-term budget cutting exercises, it is easy to forget that efficiency improvement efforts can in fact be thoughtful, deliberate exercises. Many cities have trained staff and adequate resources to identify, diagnose, and remedy inefficiencies in their operating divisions. Others will hire consultants to address specific areas. Unfortunately, financial crises tend to force the reliance on across-the-board cuts, hiring freezes, and other “slash and burn” tactics that rarely lead to sustainable efficiency improvements.

From IBM’s perspective, the use of benchmarking analysis such as that contained in this study can serve two purposes. First, it can place an individual city’s operations into a broader context. Why are we ranked where we are? Why can cities that look like me achieve similar outcomes at lower costs? What are we doing differently?

Secondly, it can provide aspirational targets. Just as Mayor Shirley Franklin compared her city to seven peer cities and launched a program specifically designed to improve her city’s relative efficiency ranking (see sidebar: The Tao of Benchmarking), other cities can do the same.

Once those goals are set, the key is to dedicate the staff and support resources that can focus on medium and long-term savings opportunities. In our experience, a four year program of designing and implementing an efficiency program is not an unreasonable timeframe; it may take longer to fully realize all the projected savings. Cost reduction programs that preserve (and improve) services will take time to execute.

And service levels can be improved. More effective use of technology, for example, often leads to cost reductions and improvements in service quality. Mobile field management technologies have been shown to increase the productivity of building inspectors by 20% while at the same time giving customers the ability to modify appointment schedules in real time. Automating citations have significantly reduced the time it takes for parking enforcement officers to issue tickets while at the same time reducing error rates in parking enforcement, leading to fewer customer complaints. The on-line submission of building plans expedite plan review and shorten the permitting cycle time, to the delight of developers.

Efficiency improvement programs should occupy a prominent and permanent position within city governments. They should be staffed with professionals and resourced appropriately. There is probably no better investment a city can make in its long term fiscal health.

Lost Labor's Love

Approximately 70% of municipal government expenses are labor related. If you add in post-retirement pension and health costs, the number approaches 80%. How labor is deployed and compensated is therefore the most important decision that managers make in constructing an efficient operating environment.

The study suggests that cities vary considerably in the intensity in which they deploy labor as an input in service delivery. On average, cities employ 652 employees per 100,000 residents. However, the average number of employees per 100,000 residents for the top quintile performing cities is 519 while the average for the bottom quintile performers is 983.

The use of labor – or, more accurately, labor “intensity” – is best understood in terms of how the quantity of labor employed relates to total spending. As depicted in Figure 5, cities that have relatively low spending per capita but high employment gravitate toward the top left quadrant of the chart. These are labor intensive cities that appear to retain large numbers of relatively low compensated employees. All things being equal, this is indicative of an operating environment that depends on manual, *labor-intensive* business processes. The leadership of such a city would be advised to seek out technology applications that could automate those business processes and improve overall labor productivity.

On the other hand, cities that gravitate toward to bottom right quadrant of Figure 5 have fewer employees but they appear to be more highly compensated. These are *labor-leveraged* cities. High labor costs may be driving their relative inefficiency, and those cities might be advised to seek out outsourcing opportunities in those areas that do not easily lend themselves to automation.

Cities in the top right quadrant of the chart are likely to be experiencing a combination of both of those labor issues. They would be well advised to deploy both strategies.

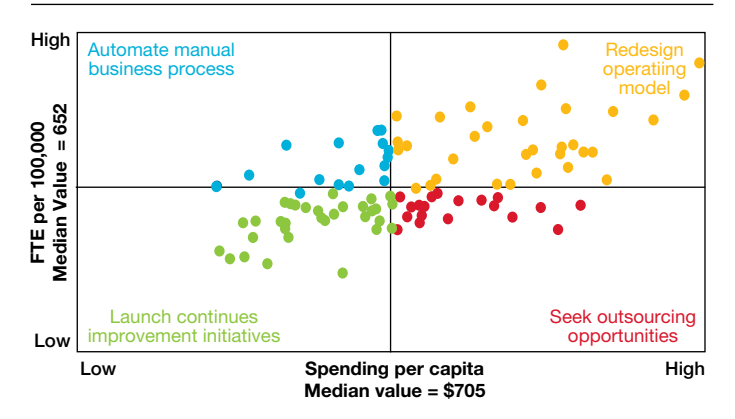


Figure 5: Cities Distributed by Spending and Employee Intensity

Deconstructing Budget Deficits

As mentioned earlier, local governments in the United States are collectively running a 12% structural budget deficit. This deficit is structural in the sense that even when revenues “recover” – that is, when the recession is over and the economy is expanding again – these deficits will not go away. The only means for eliminating these deficits is either to shift the revenue curve up – by say, increasing tax rates or adding new sources of revenue – or by shifting the cost curve down.

There are two ways to shift the cost curve down: eliminate services or become more efficient in the services that are delivered. Under the assumption that cities do not want to increase tax rates or add new taxes, the question becomes how hard will it be to close these structural deficits through cost reduction alone?

Assuming that the structural deficit ratio that applies to local governments nationally also applies to the 100 cities in our sample, these 100 cities together are running a collective \$2.3 billion budget deficit. Since the point of this study is to help cities identify areas where they should be looking for savings opportunities, let’s try to understand what level of performance improvement would be required to eliminate a deficit of this magnitude.

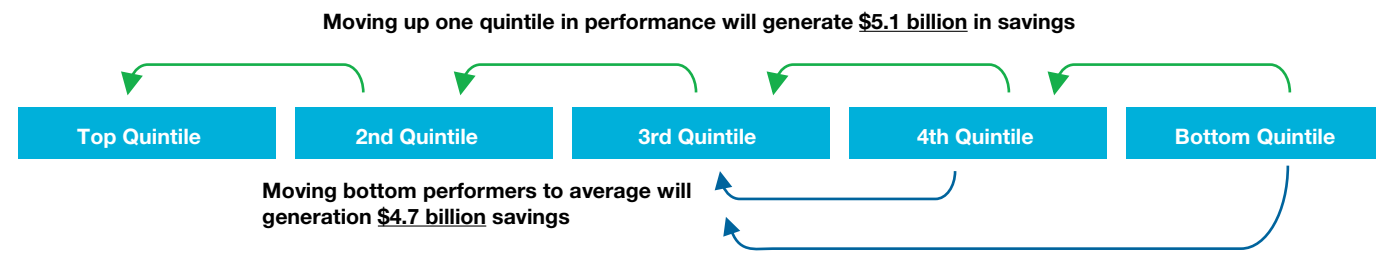


Figure 6: Cost Savings Opportunity Associated with Efficiency Improvements

Based on an analysis of the spending included in this study, if any given city moved up one quintile in the ranking, they would effectively eliminate on average 15% of their operating costs. In other words, cities do not necessarily need to aspire to move to “best practice” status in the rankings in order to achieve substantial savings. A more modest level of improvement can actually yield large expenditure reductions. If all of the cities in the bottom four quintiles simply moved up one quintile in performance (which would require a 15% improvement in efficiency on average), \$5.1 billion in total savings would be generated (see Figure 6). That is more than double of what is required to eliminate the collective \$2.3 billion deficit. If cities in the bottom two quintiles moved to the median level of performance, \$4.7 billion in savings would be realized. In other words, the 100 cities in our sample could run a collective operating surplus without any operating improvements in the top 60 performers. Clearly, the value that can be created through relatively modest improvements in efficiency is substantial.

How much effort would it take to make this level of improvement? One of the interesting findings of this analysis is that efficiency within a city can vary as widely as efficiency across cities. As you can see in Figure 7 the average standard deviation in efficiency within cities is nearly the same as the standard deviation across cities.

This is a very encouraging sign. What it suggests is that most cities already perform efficiently in certain areas. In other words, most organizations have “centers of excellence” that perform at a very high level while at the same time hosting operations that struggle to perform in an efficient manner.

Benchmarking can help management determine which of their operating entities fall in the former category and which fall in the latter.

For example, in Figure 8 (on page 12) the relative efficiency of a real (but unnamed) city in our sample is mapped. In Public Works, Parks & Recreation and IT, the city performs above average in our efficiency ratings. In Police, Fire, Law and Executive Offices, however, that same city performs well below average. Obviously, that city should focus its program of operations improvement in those areas. If it could simply move those operations to an average level of performance, it could yield \$92 million in savings, which is 20% of its total spending. In the case of this particular city, those savings alone would actually eliminate its structural operating deficit.

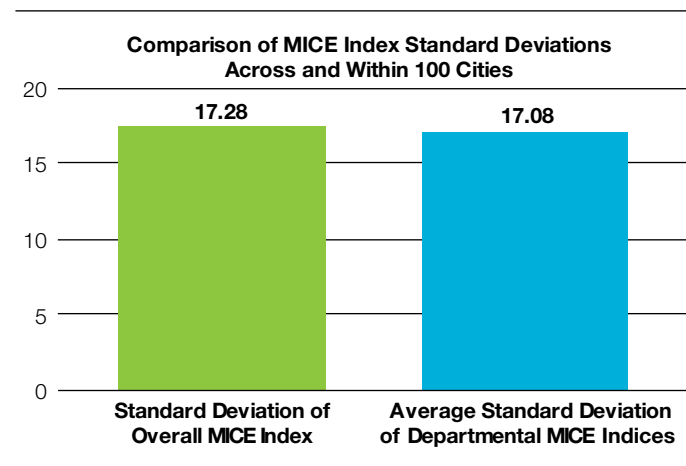


Figure 7: Standard Deviation of Efficiency Within Cities and Across Cities

To Spend or Not to Spend? And How Much?

How much should a city spend on fire fighting? Can a city spend too much on fire fighting? How would it know?

Most cities have a family of measures they rely upon to determine whether their fire departments are functioning effectively. Are the fire fighters trained properly? Are they well equipped? Do they avoid injuries? Is the community satisfied with their performance?

While these measures are important, there is a metric that overrides all others in determining the effectiveness of a fire fighting operation: can they respond quickly? More to the point, can they get the appropriate number of properly-equipped fire fighters to a Priority One fire within four minutes of a call being dispatched? If they cannot, they probably cannot get accredited.

This measure – response time – has a larger impact on the resourcing of fire fighting operations than any other consideration. In order to achieve the target response time standard, fire stations need to be distributed across the city and need to be staffed and equipped. As cities become denser and streets more congested, more fire stations are needed to meet the response goals. For any city growing in population or expanding geographically, the reliance on this measure ensures increased fire response expenditures.

But what if the number of fires is going down? What if the number of fires is actually plummeting? Does that have nothing to do with how much a city should spend on fire response operations?

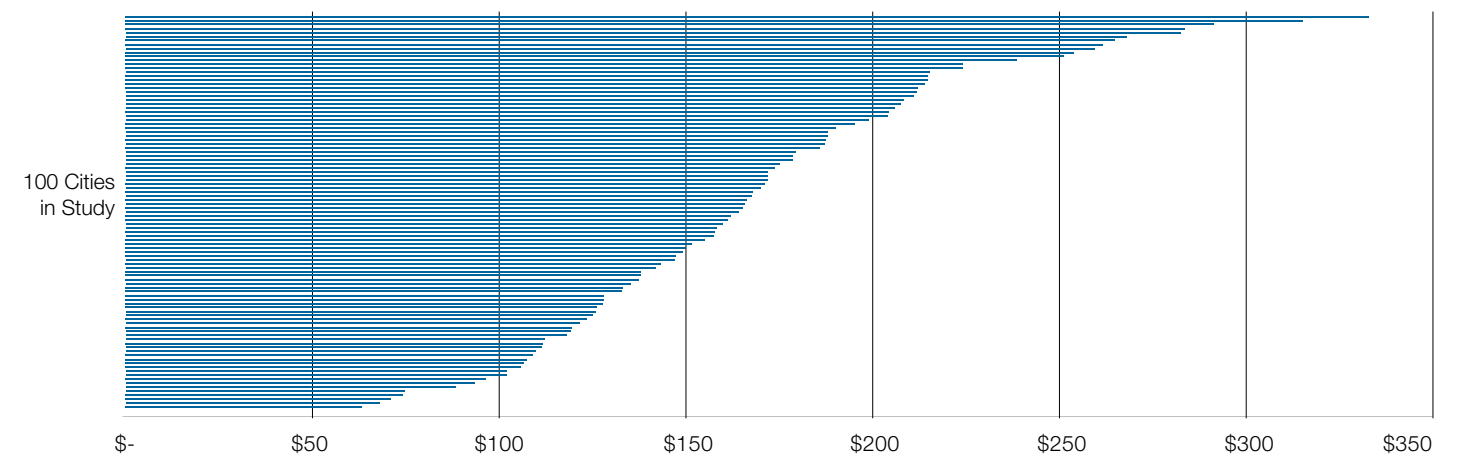
The fact is that by relying on response time as the metric that drives resource deployment, spending has been disconnected from outcomes. Consider this thought experiment: if city management knew for a fact that there would be only one fire in the city next year, but had no idea where it would be, how much should they spend on fire department operations? If they continued to rely on the response time standard, they would have no choice but to continue to fund fire operations at the same level as it did in the prior year in order to preserve its response time.

Most would agree that is an odd result.

But that is what cities do. The number of fires in the country has declined by 60% over the past two decades, but that decline has had no impact on the level of resources dedicated to fire departments.

In addition, city spending on fire operations varies enormously (see chart below). The City of Chula Vista in California spends \$63 per capita (adjusted) each year, while Cincinnati spends \$333. What operational factors could drive such disparate spending levels? Are cities that spend more significantly safer from fires than cities that spend less?

Spending on fire operations is just one example of why it is critical to revisit basic assumptions about what a city spends on the services it provides and why. Such an exercise might not change those choices, but at least it makes them explicit.



Variation in Fire Spending (adjusted \$ per capita spending on fire services)

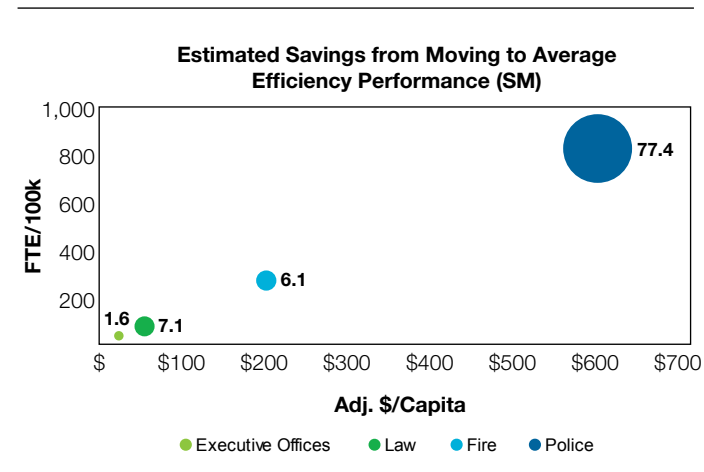


Figure 8: Estimating the Savings Opportunity for Unnamed City

The Path Forward

Like most studies of this type, more questions have been generated than answers. Benchmarking is a blunt instrument; it is more telescope than microscope. Benchmarking can find useful patterns and direct paths of inquiry; rarely does benchmarking specify a solution. In this case, the benchmarking analysis suggests a path forward. First, let's summarize the findings:

- Spending and employment levels varies widely among cities delivering a similar set of services;
- This variation in resource utilization cannot be explained by exogenous factors such as differences in scale, geographic coverage or labor market conditions;
- Management choices – particularly those related to strategic decisions dictating the scope and level of services delivered and operating decisions impacting the productivity of labor – appear to be the primary drivers of relative efficiency.

The challenge for city management is to quantify the difference between their operations and those cities that perform at a higher level of efficiency and determine how much of that difference can be attributed to differences in strategic choices and how much can be attributed to differences in operational choices.

For those differences that are attributable to strategic choices, cities need to revalidate those choices. If some cities can make different choices and justify them to their constituents, then that is powerful evidence that other cities can do so as well. In any case, turning an implicit choice into an explicit choice is a healthy exercise for any organization.

For those differences that are attributable to operating choices, cities need to develop targeted operational improvement initiatives to reduce or eliminate those differences. An efficiency program of this type might include business process redesign, re-organization efforts, automation through technology, or outsourcing initiatives. Our recommendation would be to centralize these efforts around a Chief Efficiency Officer or an equivalent position.

There is no perfectly efficient organization out there. As this study uncovered, within most local governments you will find a mix of highly efficient and highly inefficient operating units. The challenge is to figure out which is which. This, alas, is not always as easy as it seems. Our hope is that this benchmarking assessment can help cities ferret out the inefficiency that lurks within their organizations. While it is just one step, it is an important one.

Appendix - Of MICE and Methodology

In order to compare the relative efficiency of cities, a methodology is required that accounts for several practical challenges. These challenges include:

- **Defining efficiency.** What does it mean to be “efficient” and how do you measure it?
- **Accounting for differences in city missions.** Cities in the United States are generally chartered by states and are authorized to deliver a variable set of services. How do you create a benchmarking study that controls for those differences?
- **Accounting for local operating conditions.** Spending and employment across cities can be dependent on the amount of activity they are required to perform. Cities also face different cost environments (it costs 42% more to employ a police officer in San Francisco than it does in Winston-Salem, NC). How do you account for these differences in operating environments?

Defining Efficiency

For the purposes of this study, one city is more efficient than another if it can deliver a comparable set of services using fewer resources.

In applying this definition of efficiency, the study acknowledges that resource deployment levels can vary based on both operational decisions and strategic decisions. Operational decisions are those that are typically associated with efficiency measures: how well is the work force trained and equipped, how well is technology deployed, are services sourced efficiently, etc.

For the purposes of this study, strategic decisions are also included. Although cities are generally chartered to provide a largely identical set of services, they have significant discretion to determine the breadth and depth of those services. For example, in “recreation services” cities make unique decisions about the segment of the population they choose to provide recreation services to, what those services are, and at what level

they provide them. City A might provide a wide variety of recreation services to seniors and youths of all socio-economic backgrounds while City B offers a narrow set of services to low income seniors only. For the purposes of this study, since City B spends less on recreation on a per capita basis than City A does, it will be considered more efficient.

It is important to remember that the point of this exercise is to help cities understand where they should be looking for savings opportunities. One place to look for savings are in areas where a city is providing services at a level beyond that which their peers are providing. Cities may be making conscious choices to deliver services to broader populations or at higher levels than other cities, but they should be aware of the costs they are incurring to do so. For that reason, no adjustments have been made to account for the differences in strategic choices that cities make.

The study employs two proxies to capture this admittedly broad measure of efficiency: spending per capita and employment per capita. In other words, the study assumes that the amount of money cities spend and the number of employees they deploy to deliver a comparable set of services – on a per capita basis – is indicative of their relative level of efficiency.

To measure efficiency among cities, IBM has created the Multivariate Index of City Efficiency (MICE). The MICE combines the two major measures of efficiency – spending per capita and employment per capita – into a single metric that gives equal weight to each measure. The resulting score is then applied to a scale that applies the rating of “1” to the most efficient city in the sample and a rating of “100” to the least efficient city in the sample. The remaining 98 cities are then arrayed on the scale based on how their MICE score compares to the other cities in the sample.

Accounting For Differences in City Missions

American cities come in a variety of flavors. Our country's federalized governing structure means that cities are generally incorporated by state legislatures and those legislatures have significant discretion to determine what activities cities are authorized to perform. Some cities run zoos and museums while others run libraries and senior centers. Some manage school systems while others operate airports. For benchmarking purposes, it is critical that these differences in service missions be accounted for.

Cities also vary in terms of their governance structures. Some cities – such as Louisville – are combined city and county governments sitting on the same geographic footprint. Others – like Charlotte-Mecklenburg County – are consolidated in some areas and not in others, with the city serving one geography and the county serving another. Some cities provide a set of municipal services locally and some regionally: Las Vegas looks like a city in every way except that its police department serves the entire Las Vegas metropolitan region.

The challenge for this study has been to identify these differences among cities and to minimize – to the extent possible – the impact they might have when comparing their operating economics. This has been accomplished in two ways:

1. Efficiency comparisons are based on core local government services only⁵. Since there is some variation in the services that cities are chartered to provide, it is important to exclude those that are not (more or less) universally shared. Of the 58 spending categories surveyed, 40 were included in the efficiency index. These categories constitute 79% of the total spending captured in the study.
2. Budget data is analyzed using the appropriate baseline metrics. In Las Vegas, for example, the city's per capita spending on police services is calculated based on the population of the metro region that the department serves. The city population is employed for the balance of the city's services.

While not perfect, the methodology effectively eliminates any material impacts variations in governance structures might have on the study's results.

Accounting For Local Operating Conditions

Each city faces a unique operating environment. Some cities are larger than other cities. Some cities have more crime than other cities. Some have more parks. Some cities have broader missions than others. Some are simply more expensive. To compensate for these differences, the study applies a normalization process. Three major normalization factors have been employed:

1. Spending and employment data is compared on a per capita basis. Ultimately, local governments are chartered to deliver a set of core services to their constituents. The level of resources they deploy to deliver those services on a per person basis is the most compelling means for comparing efficiency.
2. Spending and employment on police services has been normalized by crime rate. The rationale is that cities with higher crime rates are likely to dedicate more resources to police services (which is in fact the case).
3. All spending data has been weighted using the Council of Community and Economic Research's ACCRA Cost of Living Index. Cost of living varies considerably across the country and cities compete, by and large, in local and not national labor markets.

Additional normalization is possible, and in fact additional factors were tested for possible inclusion. For example, it was hypothesized that parks maintenance spending might correlate with parks acreage under management and that fire response spending would correlate with geographic coverage. However, no correlation between spending and these factors could be found, so those factors were not included in the normalization process. While additional normalization is likely possible, it appears that further efforts in this regard will yield rapidly diminishing returns and will not materially impact the results.

Data Sources

The analysis relies on authorized spending and employment data as portrayed in the most recently enacted budgets of these cities (primarily fiscal year 2010 or 2011). The spending and employment data from each city has been distributed across the spending categories. Since cities do not conform to a uniform organizational and budgeting structure, spending was allocated to these categories on a "best efforts" basis. While in some instances this is a challenging exercise (several cities have been eliminated from the study because their budget structures were too non-conforming), the vast majority of the spending was allocated with little difficulty.

IBM and Smarter Government

Government plays an increasingly central role in our economic lives. In the United States, government will be responsible for more than 4 out of every 10 dollars spent within our economy in 2010. Perhaps even more importantly, large sections of the private economy – health care, financial services, communications, and energy to name just a few – are more closely integrated with government than ever before. Traditional lines between the private and public sectors are becoming less distinct, and the overall performance of our economy is now dependent on improved cooperation and alignment between private companies and government. Getting government right – that is, making sure that it operates in a highly efficient and effective manner – has never been more important.

In recognition of the fact that the performance of government is the public's collective responsibility, IBM has launched its Smarter Government program. Our goal is help governments inject intelligence into their decision support processes, business operations and public infrastructure to improve performance and deliver better public outcomes. Governments need to maximize the public value they generate through every dollar they spend. We think we can help.

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About the Author

David Edwards leads the Smarter Government Campaign for IBM's Public Sector Strategy and Innovation Practice. He served for eight years as the chief policy advisor to Atlanta Mayor Shirley Franklin.



Acknowledgments

Many colleagues contributed to the analysis, findings and recommendations in this paper. I am grateful for their expertise and their partnership. They include:

Brandon Bienvenu

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Tack Richardson

Ashley Wills

Footnotes

- 1 Condition of State and Local Finances, March 2010 Update, Government Accountability Office
- 2 Some cities were excluded either due to their unique organizational structures or to a lack of publically available data. Excluded cities include New York City, Dallas, Washington DC, Indianapolis, Buffalo, and Tucson.
- 3 Excludes public education, enterprise services such as water utilities and airports, and non-distributed costs such as debt service, capital outlays, workers compensation and unemployment insurance contributions.
- 4 Based on CIA World Factbook (2008) urbanization data.
- 5 In some rare cases we included budget information from an associated local government agency that provides one of these core services outside of the city government. The Chicago Parks District is one example.
- 6 Spending areas included in the study: police, fire, parks, public works, planning & building, executive offices, human resources, law, information technology and finance.



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M E M O R A N D U M

TO: 2024 Pinellas County Charter Review Commission
FROM: Wade C. Vose, General Counsel
DATE: April 24, 2024
SUBJECT: Revised County Charter Cleanup Amendment, with Revisions to Section 5.02 (Special Laws)

Pursuant to the CRC’s direction at its April 22, 2024 meeting, this memorandum provides at Exhibit “A” a revised County Charter Cleanup Amendment, with revisions focused on Section 5.02 (Special laws) of the Charter, in an effort to simplify references to government bodies whose status, duties, or responsibilities may not be changed by the Charter.

Specifically, the revised amendment language for Section 5.02(b) now reads as follows:

Sec. 5.02. Special laws.

...

- (b) This document shall in no manner change the status, duties or responsibilities of any the following boards, authorities, districts and councils created by special act of the Legislature, except as expressly authorized by general or special law. ~~Pinellas Suncoast Transit Authority, Emergency Medical Services Authority, Fresh Water Conservation Board, Indian Rocks Special Fire Control District, Juvenile Welfare Board, License Board for Children's Centers and Family Day Care Homes, Palm Harbor Special Fire Control District, Pinellas County Construction Licensing Board, Pinellas County Industry Council, Pinellas County Planning Council, Pinellas County Personnel Board, Pinellas Park Water Management District, and Pinellas Police Standards Council.~~

As I have previously advised, any amendment presented to the voters as a “cleanup” amendment should not make changes to the charter with a substantive legal effect. Based on our office’s research to date, all of the government bodies listed in Section 5.02(b) would be encompassed within the more general substitute language in the revised amendment. Further, with the stated caveat “except as expressly authorized by general or special law,” the language should also generally encompass the state of the law as between the Charter and other government bodies created by special act of the Legislature. However, in an abundance of caution, I also plan to

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April 24, 2024

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circulate this draft language to the County Attorney’s office for feedback as to whether they are aware of any edge cases of which I am unaware.

The ballot summary has also been revised. Specifically, the phrase “remove references to certain organizations that no longer exist” has been replaced with the phrase “simplify references to government bodies whose status, duties, or responsibilities may not be changed by the charter”, resulting in the following revised ballot summary:

**COUNTY CHARTER CLEANUP
AMENDMENT**

Shall the Pinellas County Charter be amended to remove certain one-time provisions that have since occurred or elapsed, remove gender references, and simplify references to government bodies whose status, duties, or responsibilities may not be changed by the charter?

Yes
 No

Based on the interest expressed by some CRC Commissioners at your last meeting, please also find attached at Exhibits “B” and “C” tables summarizing our office’s analysis of all of the special acts creating or relating to the government bodies referenced in Section 5.02(b). Specifically, Exhibit “B” analyzes and summarizes each and every special act relating to such government bodies, even if subsequently revised or repealed, while Exhibit “C” narrows such analysis down to those special act provisions not repealed and still in effect.

I look forward to discussing these matters with you at your May 2, 2024 meeting.

Exhibit “A”

A. Ballot Proposal: The ballot title and summary for this question are as follows:

**COUNTY CHARTER CLEANUP
AMENDMENT**

Shall the Pinellas County Charter be amended to remove certain one-time provisions that have since occurred or elapsed, remove gender references, and simplify references to government bodies whose status, duties, or responsibilities may not be changed by the charter?

_____ Yes
_____ No

B. Text Revisions: Upon approval of this question at referendum, the following portions of the Pinellas County Charter are amended to read as follows:

Sec. 3.04. Redistricting.

...

- (b) No later than thirty (30) days after initial appointment, the county redistricting board shall meet for the purposes of organization. The county redistricting board shall elect a chairman and vice-chairman from among its membership. Further meetings of the board shall be held upon the call of chairman or any three (3) members of the board. All meetings shall be open to the public. A majority of the members of the county redistricting board shall constitute a quorum. The board may adopt other rules for its operations and proceedings as it deems desirable. The members of the board shall receive no compensation but shall be reimbursed for necessary expenses pursuant to law.

...

Sec. 4.01. County administrator.

...

- (b) The county administrator shall be a full-time position. The county administrator He shall serve at the pleasure of the board of county commissioners and shall be appointed solely on the basis of the individual's his-executive and administrative qualifications.

- (c) The county administrator shall have the following duties:
- (1) To administer and carry out the directives and policies issued to the county administrator ~~him~~ by the board of county commissioners, acting as an official body, except that the county administrator ~~he~~ shall not be directed or given authority to make appointments of members to any county boards, commissions or agencies.
...
 - (3) To supervise all departments, department heads and employees of the board of county commissioners and, in the county administrator's ~~his~~ discretion, to terminate for cause the employment of any employees of the board of county commissioners. Termination of persons in unclassified positions shall be subject to confirmation by the board of county commissioners.
 - (4) After policy has been established by the board of county commissioners, to supervise all aspects of carrying into effect such policy to its completion. The county administrator ~~He~~ shall thereupon report or order a full report to the board of county commissioners of the action taken upon such policy and directives of the board of county commissioners.
...
 - (6) To perform such other duties as may be required of the county administrator ~~him~~ by the board of county commissioners, acting as an official body, or by this Charter.

Sec. 4.02. County attorney.

- (a) There shall be a county attorney selected by a county attorney oversight committee, consisting of the county commissioners and the sheriff, tax collector, property appraiser, supervisor of elections, and clerk of the circuit court and comptroller, who shall serve at the pleasure of the county attorney oversight committee. The office of county attorney shall not be under the direction and control of the county administrator but shall instead be responsible directly to the board of county commissioners, and shall be subject to annual review by the county attorney oversight committee. ~~The county attorney as of the effective date of this amendment shall not be subject to the selection provision of this subsection, but shall be subject to all other provisions thereof.~~
- (b) The county attorney shall be an attorney licensed to practice law in the State of Florida for at least three (3) years. Upon appointment, the county attorney ~~he~~ shall be employed full time by said county. The county attorney shall employ such assistant county attorneys and special assistant county attorneys, on either a full-

time or part-time basis, as may be necessary, upon approval of the board of county commissioners.

...

Sec. 5.02. Special laws.

- (a) Special laws of the State of Florida relating to or affecting Pinellas County and general laws of local application which apply only to Pinellas County, except those laws relating exclusively to a municipality, the school board or one of the boards, authorities, districts or councils ~~referenced listed~~ in subsection (b) and except those laws dealing with saltwater fishing, wetlands, aquatic preserves, or bird sanctuaries, shall become county ordinances of Pinellas County and shall remain in full force and effect to the extent they are not in conflict with this Charter, subject to amendment or repeal by the board of county commissioners.

- (b) This document shall in no manner change the status, duties or responsibilities of ~~any the following~~ boards, authorities, districts and councils created by special act of the Legislature, except as expressly authorized by general or special law.: ~~Pinellas Suncoast Transit Authority, Emergency Medical Services Authority, Fresh Water Conservation Board, Indian Rocks Special Fire Control District, Juvenile Welfare Board, License Board for Children's Centers and Family Day Care Homes, Palm Harbor Special Fire Control District, Pinellas County Construction Licensing Board, Pinellas County Industry Council, Pinellas County Planning Council, Pinellas County Personnel Board, Pinellas Park Water Management District, and Pinellas Police Standards Council.~~

...

Sec. 6.02. Charter initiative.

- (a) Amendments to the Charter may be proposed by a petition signed by registered electors equal to at least eight (8) percent of the number of registered electors of the county at the time of the last preceding general election. No more than forty (40) percent of those registered electors signing petitions shall reside in any one (1) at-large county commission district. No more than thirty (30) percent of those registered electors signing petitions shall reside in any one (1) single-member county commission district. Such petition shall be filed with the clerk of the circuit court in ~~that officer's~~ his capacity as clerk of the board of county commissioners, together with an affidavit from the supervisor of elections certifying the number of signatures which has been verified as registered electors of Pinellas County at the time the signature was verified. Each such proposed amendment shall embrace but one (1) subject and matter directly connected therewith. Each charter amendment proposed by petition shall be placed on the ballot by resolution of the board of

county commissioners for the general election occurring in excess of ninety (90) days from the certification by the supervisor of elections that the requisite number of signatures has been verified. However, the County Commissioners may call a special referendum election for said purpose. Notice of said referendum, together with the exact language of the proposed amendment as submitted on the petition, shall be published by the board of county commissioners once a week for four (4) consecutive weeks in a newspaper of general circulation in the county, the first such publication being at least forty-five (45) days prior to the referendum. Passage of proposed amendments shall require approval of a majority of electors voting in said election on such amendment.

...

Sec. 6.03. Charter review commission.

...

- (b) Each charter review commission shall meet prior to the end of the third week in August 2015, and every eight (8) years thereafter for the purposes of organization. The charter review commission shall elect a chairman and vice-chairman from among its membership. Further meetings of the commission shall be held upon the call of chairman or any three (3) members of the commission. All meetings shall be open to the public. A majority of the members of the charter review commission shall constitute a quorum. The commission may adopt other rules for its operations and proceedings as it deems desirable. The members of the commission shall receive no compensation but shall be reimbursed for necessary expenses pursuant to law.

...

~~Sec. 6.05. Reconstitution of 2004 Charter review commission.~~

- ~~(a) The members of the charter review commission appointed to serve in 2003 shall be deemed members of a reconstituted 2004 charter review commission, which shall serve from November 8, 2004 through December 1, 2006. Vacancies shall be filled within thirty (30) days in the same manner as the original appointments.~~
- ~~(b) On behalf of the citizens of Pinellas County, the reconstituted charter review commission shall continue to examine the Pinellas County Charter, the operations of the Pinellas County government and any limitations imposed upon those operations by the charter or any special acts of the Legislature. This examination will include review of the Pinellas Assembly process, further investigation by consultants as deemed necessary and discussions with municipal officials and members of the Pinellas County Legislative Delegation. After such examination, the reconstituted charter review commission will have the authority to make recommendations for amendments, including substantial revision of the Charter.~~

~~Prior to submitting such recommendations, the reconstituted charter review commission shall hold three public hearings at intervals of not less than ten (10) nor more than twenty (20) days. At the final hearing, the reconstituted charter review commission shall incorporate any recommendations it deems desirable, vote upon a proposed form of revised charter, and forward said charter to the board of county commissioners.~~

- ~~(e) The reconstituted charter review commission established pursuant to this section shall complete its review and submit a report to the board of county commissioners no later than June 30, 2006, unless such time is extended by the board of county commissioners. Included within the report shall be any proposed amendments to the Charter, which may include substantial revisions of the Charter, together with the wording of the question or questions, which shall be voted on at referendum. Proposed amendments may, at the discretion of the reconstituted charter review commission, be included in a single question or multiple questions. The board of county commissioners shall call a referendum election to be held in conjunction with the 2006 general election, for the purpose of voting on the proposal or proposals submitted by the charter review commission. Notice of each such referendum, together with the exact language of the proposed amendment or amendments as submitted in the report of the charter revision commission, shall be published by the board of county commissioners once a week for four (4) consecutive weeks in a newspaper of general circulation in the county, the first such publication being at least forty five (45) days prior to the referendum. Passage of proposed amendments shall require approval of a majority of electors voting in said election on such amendment.~~
- ~~(d) Except as otherwise provided in this Section 6.05, the provisions of Section 6.03 of the Charter shall apply to the operation of the reconstituted 2004 charter review commission.~~
- ~~(e) This section 6.05 shall be repealed effective January 1, 2007.~~

Pinellas Suncoast Transit Authority				
Laws	Subject	Status	County Power	Summary
70-907	Creation	Repealed	2 members selected by BoCC, 2 appointed by County Legislative Delegation. Authorizes BoCC to remove members for cause by 4/5 Vote. BoCC may expand Authority to adjoining unincorporated areas.	Established Central Pinellas Transit Authority
82-368	Name, Members, Taxes	Repealed	No.	Renamed as the Pinellas Suncoast Transit Authority.
82-416	Taxes	Repealed	No.	Amended to limit ad valorem tax to taxable real property.
90-449	Review	Repealed	No.	Called for review of Authority by Legislature.
91-338	Executive Director, Taxes	Repealed	No.	
94-433	Performance Audits	Repealed	Authority subject to Performance Audit every 5 years to go to the County Legislative Delegation.	
94-438	Annual Report, Members	Repealed	2 Members appointed by BoCC, one from its membership. No members appointed by County Legislative Delegation. Requires annual report to County Legislative Delegation.	
99-440	Designation	Repealed	No.	Clarifies Authority as Independent Special District.
2000-424	Codification	Amended	2 Members appointed by BoCC, one from its membership. No members appointed by County Legislative Delegation. Authorizes BoCC to remove members for cause by 4/5 Vote. Requires annual report to County Legislative Delegation.	Codifies, reenacts, amends, and repeals prior special laws. Repeals 70-907, 82-368, 82-416, 90-449, 91-338, 94-433, 94-438, and 99-440.
2002-341	Property	Amended	No.	Amendment pertaining to transfer of property without competitive bidding
2006-327	Members	Active	Amended to expand the number of members appointed by BoCC from its membership to 4. BoCC may appoint a 5th member from outside its membership.	
2012-174	Improvements	N/A	No.	Relates to Regional transit connectivity improvements with Hillsborough Area Regional Transit Authority.
Emergency Medical Services Authority				
Laws	Subject	Status	County Power	Summary
74-585	Task Force	Repealed	No.	Provided for the creation of a task force to study and design an emergency medical service program in Pinellas County
75-492	Creation	Repealed	Governing body and membership is the BoCC. Budget approved/disapproved by BoCC.	Created Countywide Emergency Medical Services Authority.
80-585	Powers and Duties	Amended	Governing body and membership is the BoCC. Budget approved/disapproved by BoCC.	Repeals 74-585 and 75-492. Created Countywide Emergency Medical Services Authority.
89-424	Powers and Duties	Amended	Protects BoCC from being required to pay for reimbursable costs of EMS in excess of Authority's max budget.	
94-416	Standards	Amended	No.	Amendment to authorize the authority to establish standards for paratransit
2001-305	Quorum	Active	No.	Amendment increasing the members required for a quorum from 3 to 4.
Fresh Water Conservation Board				
Laws	Subject	Status	County Power	Summary
1945, 23487	Creation, duties	Amended	BoCC is the governing body of the Board. Grants Board jurisdiction over all bodies of water within the County with enumerated exceptions.	Created Fresh Water Conservation Board with the purpose to conserve fresh water supply in the County.
1949, 26161	Creation, duties	Amended	No.	Amendment to increase property tax rate.
1953, 29421	Creation, duties	Active	No.	Amendment to increase property tax rate.
Indian Rocks Special Fire Control District				
Laws	Subject	Status	County Power	Summary
1953, 29438	Creation, duties	Amended	Members are voted upon at a special election held as the BoCC shall provide. District is required to file an annual report with the BoCC.	Created the Indian Rocks Special Fire Control District.
59-1744	Assessments	Amended	No.	Amendment to change the assessment rates of the District.
67-1930	Territories	Amended	No.	Amendment to alter territories included in the District.
71-872	Assessments	Amended	No.	Amendment to change maximum assessment rates.
78-593	Territories	Amended	No.	Amendment to alter territories included in the District.
84-511	Assessments	Amended	If assessment rate is changed, approval by referendum shall be via special election called by and held under the supervision of BoCC.	
88-446	Board	Amended	No.	Amendment relating to member election requirements.
89-405	Name	Active	Removes language that member elections are as the BoCC provides. District is still required to file an annual report with BoCC.	Renaming the District to "Indian Rocks Fire District."
Juvenile Welfare Board				
Laws	Subject	Status	County Power	Summary
1945, 23483	Creation, duties	Repealed	No.	Creating a Board of Juvenile Welfare for Pinellas County.
1947, 24826	Fiscal Affairs	Repealed	Amended to provide that the Board shall adopt an annual budget to be certified to the BoCC.	
1949, 25500	Members	Repealed	Short title states that one board member shall be a County Commissioner, but this is not in the body of the law.	
1949, 26356	Members	Repealed	Amended to provide that one of the members of the Board will be the Vice Chairman of the BoCC.	
1955, 31171	Duties, funding	Amended	Amended to provide that the budget is subject to the approval of the Budget Commission of Pinellas County.	
61-2675	Duties, funding	Repealed	Amended to direct the BoCC to levy a tax to be used as an appropriation for the Board. Directs BoCC to appropriate the budget certified by the Board up to an enumerated maximum. Authorizes BoCC to furnish additional funds to the Board from its contingency or other reserves.	
65-2101	Budget	Repealed	Amended to provide that the Board's budget is not subject to modification by BoCC. Requires Board to file a quarterly financial report with the BoCC.	
70-459	Members	No.	No.	Creates a second Juvenile Court Judge.
70-894	Members	Repealed	No.	Increases the number of members to 9.
79-555	Funding	Repealed	No.	Increases the maximum millage rate.
92-228	Exemption	Repealed	No.	Provides that the Board is exempt from paying to Community Redevelopment Agencies.
93-311	Exemption	Repealed	No.	Amended to limit to the exception in 92-228.
95-473	Members, Expenditures	Repealed	Amendment replacing the membership of the BoCC chairman with any appointed member of the BoCC.	
2000-427	Members	Repealed	No.	Amendment to membership composition.
2003-320	Codification	Active	11 member board includes one member of the BoCC. Requires annual budget to be delivered to BoCC, but BoCC cannot modify budget. Directs the BoCC to levy a tax to be used as an appropriation for the Board. Requires Board to file a quarterly financial report with the BoCC. Authorizes BoCC to furnish additional funds to the Board from its contingency or other reserves.	Codifies, reenacts, amends, and repeals prior special laws. Repeals 23483 (1945), 24826 (1947), 25500 (1949), 26356 (1949), 61-2675, 65-2101, 70-894, 79-555, 92-228, 93-311, 95-473, and 2000-427
License Board for Children's Centers and Family Day Care Homes				
Laws	Subject	Status	County Power	Summary
61-2681	Creation, regulations	Amended	1/7 member to be designated by BoCC.	Creating Pinellas County License Board for Children's Centers and Family Day Care Homes

61-2681	Creation, regulations	Amended	Authorizes tax and appropriation by BoCC.	Creating Pinellas County License Board for Children s Centers and Family Day Care Homes
70-893	Creation, regulations	Amended	Providing that in civil matters the board will be represented by the County Attorney for the BoCC with consent of BoCC.	
2007-277	Licensure, regulations	Active	No.	Makes minor revisions to childcare standards.
Palm Harbor Special Fire Control District				
Laws	Subject	Status	County Power	Summary
61-2661	Creation	Amended	3 members of BoCC may approve annexation of additional land in the District. Special election for members as BoCC shall provide. Costs of election paid by district on requisition by BoCC. Requires District to file an annual report with the BoCC.	Creating and defining the Ozona-Palm Harbor-Crystal Beach special fire control district.
77-643	Boundaries, assessments	Amended	No.	Redefines boundaries of the district
81-469	Assessments	Amended		Amending assessment rates
82-369	Name	Active	No.	Renaming as Palm Harbor Special Fire Control District
Pinellas County Construction Licensing Board				
Laws	Subject	Status	County Power	Summary
73-595	Creation	Repealed	Board contains County Building Official. All Board members appointed by BoCC. Provides that law does not limit County's power to regulate contractor's work through permits, fees, and inspections or to collect fees. Provides no waiver from requirements of any existing BoCC ordinance or resolution relating to work to be performed by specialty contractors. Preserves County's right to create future local boards.	Created Pinellas County Construction Licensing Board to promulgate rules for contracting registration and certification.
75-489	Creation	Amended	Board contains County Building Official. All Board members appointed by BoCC Chairman. Excess funds received by the Board from certification/registration fees shall be paid to the County general revenue fund. Provides that law does not limit County's power to regulate contractor's work through permits, fees, and inspections or to collect fees. Provides no waiver from requirements of any existing BoCC ordinance or resolution relating to work to be performed by specialty contractors. Preserves County's right to create future local boards.	Repealed 74-579. Created Pinellas County Construction Licensing Board to promulgate rules for contracting registration and certification.
78-594	Members, Powers, Duties	Amended	Excess funds received by the Board from ANY fees shall be paid to the County general revenue fund.	
81-466	Building Code, Members	Amended	No.	Amendment pertaining to Building Code.
85-490	Certification	Amended	No.	Amendment to definitions.
89-504	Members, Powers, Duties	Amended	No.	Increases membership to 20.
93-387	Powers, Duties, Certification	Amended	No.	
2002-350	Adoption of Codes	Amended	No.	Amendment to place the sole authority for amending County codes with the County Construction Licensing Board.
2003-319	Members	Amended	No.	Increases membership to 21.
2004-403	Definitions	Active	No.	Amendment to definitions.
2018-179	Dependent of BoCC	Amended	Upon approval by referendum, all authority of the Board will be transferred to the BoCC and the Board shall stand dissolved. Amendment providing that all members are appointed by the BoCC (no longer the Chairman of the BoCC). Provides that Board staff are employees of Pinellas County and the County is responsible for all costs. Provides that the Board is a dependent agency of the BoCC. BoCC may adopt rules to implement this act, including rules relating to board finances. BoCC may remove any member of the Board at will. Board subject to audits by auditor selected by BoCC.	Provides for transfer of authority to BoCC. Provides that the Board is a dependent agency of the BoCC.
2019-184	Members	Active	No.	Provides that board members who are also governmental building officials do not need to be County residents.
Pinellas County Industry Council				
Laws	Subject	Status	County Power	Summary
69-1490	Creation	Repealed	9 members with 2 appointed by BoCC and 2 appointed by County Legislative Delegation. BoCC authorized to pay the expenses of the Council out of the general fund of the County. BoCC authorized to convey interests in county-owned property to be used for the purposes of this act. The Council's exercise of authority requires the County's consent via BoCC resolution.	Created the Pinellas County Industry Council.
98-485	Repeal	Active	Repealed the law creating the board, transferred all assets and liabilities to the County.	
Pinellas County Planning Council				
Laws	Subject	Status	County Power	Summary
71-859	Creation	Repealed	3/19 members are appointed by BoCC (one to be a member of the BoCC), 3/19 appointed by Pinellas County Legislative Delegation. BoCC may adopt or reject plans and reserve the right of final adoption or rejection of any long range plan submitted by the Council. BoCC may make minor revisions to permit variations without referring the amendment back to the Council. BoCC an make other amendments after referring the amendment to the Council first. When a plan is adopted, enforcement rests with BoCC. BoCC has authority to contract with the Council or other appropriate public bodies in the County.	Created the Pinellas County Planning Council. Created to conduct continuous planning and making recommendations to the BoCC and other public bodies.
73-594	Creation	Repealed	Reduces number of members appointed by BoCC to 2/13 (both members of BoCC). 2 additional members appointed by BoCC from pool of nominees from municipalities. Reduced member appointed by legislative delegation to 1/13. BoCC ratification required to adopt council's plans for water and waste systems. BoCC has the right to review and reduce Council's budget. BoCC may initiate an audit if the Auditor General does not audit each year. BoCC can contract with the Division of State Planning.	Created the Pinellas County Planning Council to formulate objectives and policies for the orderly growth, development, and environmental protection of the County.
74-584	Development, Regulations, Zoning	Repealed	Amended to include language that the BoCC can raise or reduce the Council's budget as it deems necessary. The BoCC represents the population of the unincorporated areas for the purposes of vetoing plans, codes, and regulations.	
74-586	Meetings, Members	Repealed	No.	Increased number of members to 14, no amendment pertaining to County.
76-473	Confirmation of Prior Acts	Repealed	Amended so the member appointed by Pinellas County Legislative Delegation can be an elected official from certain municipalities.	
88-464	Budget, Countywide plans, Meetin	Repealed	Defines "local government" to mean the County. Reduces members who are on the BoCC and appointed by BoCC to 1/14. Increased number of municipal representative nominees appointed by BoCC to 3. BoCC maintains the ability to designate a local planning agency for the County. County Planning Department Director shall be a member of the Planners Advisory Committee, which makes recommendations to the Council. Amended so that the Council may initiate an independent audit as well as the BoCC. Enumerates contingent provisions that will take place if SB 1381 is approved by referendum, including the following: Countywide planning authority of the BoCC is limited to the authority provided for in the County Charter and as provided herein. BoCC has the authority to enforce the countywide comprehensive plan. BoCC shall adopt the countywide future land use plan and enumerated elements prepared by the Council by a majority vote. Majority plus one of the entire BoCC is required to make any amendments to the plan or elements as recommended for adoption by the Council. All amendments to future land use plan initiated by a local government shall be transmitted to the BoCC with recommendation by the Council. A majority plus one vote of BoCC may overcome the council's recommendation. Contingent provisions enumerated in 88-464 have taken effect and are restated here.	

90-396	Countywide Growth Management	Repealed	BoCC decisions acting in its capacity under this Act are legislative. Provides procedure for an ordinance by BoCC which adopts or amends the provisions of the countywide comprehensive plan.	
2012-245	Codification	Active	BoCC has the right to review the millage rate and budget and to modify it. BoCC shall ensure that the Council is funded enough to support the Council's powers and duties. BoCC vested with countywide planning authority by section 2.04(s) of the Pinellas County Charter. Such authority is limited to the authority provided for in the County Charter and as provided in this act.	Repealed 73-594, 74-584, 74-586, 76-473, 88-464, and 90-396

Pinellas County Personnel Board

Laws	Subject	Status	County Power	Summary
63-996		Repealed	No.	Creating a Civil Service Board for Sheriff's employees.
67-739	Creation	Repealed	No.	Creating a Civil Service Board for employees of certain statutory and constitutional officers.
69-1482	Creation	Repealed	No.	Amending and re-enacting 67-739.
69-1486		Repealed	No.	Amending 63-996. Applies to all positions in the Sheriff's Department except for the Sheriff and other exceptions.
71-870	Vacation leave	Repealed	No.	Directs the Board to adopt rules governing vacation leave for employees.
74-587	Consulting Firm	Repealed	Authorized BoCC to employ a firm to design a civil service program, to be approved by a majority of the constitutional officers and the BoCC.	Amendment to facilitate providing the County with a unified civil service system
75-488	Personnel System	Repealed	2/7 Board members appointed by BoCC, 2/7 appointed by participating constitutional officers. BoCC determines rate of compensation for board members. BoCC shall provide sufficient funds to carry out act.	Repealed previous systems, including 69-1486, 69-1482, and 74-587. Created a personnel board, personnel department, and personnel system.
77-642	Unified Personnel System	Amended	2/7 Board members appointed by BoCC, 2/7 appointed by Clerk of Court, Property Appraiser, and Supervisor of Elections as a body. BoCC determines rate of compensation for board members upon recommendation of the body of participating constitutional officers. BoCC shall provide sufficient funds to carry out act.	Repealed 75-488. Established a personnel system for employees of the BoCC, Clerk of Court, Property Appraiser and Supervisor of Elections.
84-514	Creation (Sheriff)	Repealed	No.	Authorizes the Sheriff to appoint its own separate personnel board (not the Pinellas County Personnel Board).
87-424	Personnel Board (Sheriff)	Repealed	No.	Amends 84-514.
89-404	Civil Service System (Sheriff)	Amended	No.	Repeals 84-514, as amended by 87-424.
89-414	Personnel Board Hearings	Amended	No.	Amends 77-642 to add language that persons to be affected by orders of the Board may be heard before the Board by a layman.
90-395	Civil Service System (Sheriff)	Amended	No.	Amends 89-404.
95-474	Applicability to Tax Collector	Active	Amended to include the tax collector to the group of appointing authorities to whom the act applies.	Amends 77-642.
2008-285	Civil Service System (Sheriff)	Active	No.	Amending 89-404. Relates to the Pinellas County Sheriff's Civil Service System.

Pinellas Park Water Management District

Laws	Subject	Status	County Power	Summary
75-491	Creation, Boundaries	Repealed	1/3 District members appointed by BoCC. BoCC may remove members by 4/5 vote for cause. Upon BoCC resolution the Authority may include adjoining unincorporated areas subject to approval of freeholders in the new area.	Created the Pinellas Park Water Management District and defined the boundaries.
77-641	Boundaries	Repealed	No.	Amendment providing for expansion of area.
78-597	Boundaries	Repealed	No.	Amendment deleting certain areas from tax rolls.
90-448	Authority Board, Designation	Repealed	Amendment specifically adds language that Authority budget is not subject to approval by BoCC. Amended so BoCC can no longer remove any member. Instead removed by 2/3 vote of appointing governing bodies.	
98-456	Boundaries	Repealed	No.	Providing procedure to remove certain properties from the District.
2001-325	Codification	Active	1/3 members appointed by BoCC. BoCC may remove members by 4/5 vote for cause. Authority Budget is not subject to approval by BoCC Upon BoCC resolution the Authority may include adjoining unincorporated areas subject to approval of electors in the new area.	Amended, codified, reenacted, and repealed Chapters 75-491, 77-641, 78-597, 90-448, and 98-456

Pinellas Police Standards Council

Laws	Subject	Status	County Power	Summary
72-666	Creation, Powers & Duties	Amended	No.	Created the Police Standards Council to conduct planning and studies to upgrade the quality of law enforcement in the County.
75-494	Budget, Powers & Duties	Amended	Provides that the budget is subject to approval by BoCC. Funding shall be an additional \$1 assessment by Pinellas County Circuit and County Courts on traffic fines.	
78-592	Members	Amended	No.	Amendment increases membership of the Council.
82-370	Budget, Powers & Duties	Amended	Funding shall be an additional \$1-2 dollar surcharge by Pinellas County Circuit and County Courts on payable offenses.	Amendment to increase funding.
85-491	Budget, Powers & Duties	Amended	Funding shall be an additional \$2 assessment by Pinellas County Circuit and County Courts on traffic cases which are payable offenses.	Amendment to increase funding.
97-333	Funding, Powers & Duties	Active	Pinellas County Circuit and County Courts shall assess a \$2 court cost on all payable offenses for funding.	Amendment to provide for screening applicants for public-safety positions.

Pinellas Suncoast Transit Authority			
Laws	Status	County Power	Summary
70-907	Repealed		
82-368	Repealed		
82-416	Repealed		
90-449	Repealed		
91-338	Repealed		
94-433	Repealed		
94-438	Repealed		
99-440	Repealed		
2000-424	Amended	2 Members appointed by BoCC, one from its membership. No members appointed by County Legislative Delegation. Authorizes BoCC to remove members for cause by 4/5 Vote. Requires annual report to County Legislative Delegation.	Codifies, reenacts, amends, and repeals prior special laws. Repeals 70-907, 82-368, 82-416, 90-449, 91-338, 94-433, 94-438, and 99-440.
2002-341	Amended	No.	Amendment pertaining to transfer of property without competitive bidding
2006-327	Active	Amended to expand the number of members appointed by BoCC from its membership to 4. BoCC may appoint a 5th member from outside its membership.	
2012-174	N/A	No.	Relates to regional transit connectivity improvements with Hillsborough Area Regional Transit Authority.
Emergency Medical Services Authority			
Laws	Status	County Power	Summary
74-585	Repealed		
75-492	Repealed		
80-585	Amended	Governing body and membership is the BoCC. Budget approved/disapproved by BoCC.	Repeals 74-585 and 75-492. Created Countywide Emergency Medical Services Authority.
89-424	Amended	Protects BoCC from being required to pay for reimbursable costs of EMS in excess of Authority's max budget.	
94-416	Amended	No.	Amendment to authorize the authority to establish standards for paratransit
2001-305	Active	No.	Amendment increasing the members required for a quorum from 3 to 4.
Fresh Water Conservation Board			
Laws	Status	County Power	Summary
1945, 23487	Amended	BoCC is the governing body of the Board. Grants Board jurisdiction over all bodies of water within the County with enumerated exceptions.	Created Fresh Water Conservation Board with the purpose to conserve fresh water supply in the County.
1949, 26161	Amended	No.	Amendment to increase property tax rate.
1953, 29421	Active	No.	Amendment to increase property tax rate.
Indian Rocks Special Fire Control District			
Laws	Status	County Power	Summary
1953, 29438	Amended	Members are voted upon at a special election held as the BoCC shall provide. District is required to file an annual report with the BoCC.	Created the Indian Rocks Special Fire Control District.
59-1744	Amended	No.	Amendment to change the assessment rates of the District.
67-1930	Amended	No.	Amendment to alter territories included in the District.
71-872	Amended	No.	Amendment to change maximum assessment rates.
78-593	Amended	No.	Amendment to alter territories included in the District.
84-511	Amended	If assessment rate is changed, approval by referendum shall be via special election called by and held under the supervision of BoCC.	
88-446	Amended	No.	Amendment relating to member election requirements.
89-405	Active	Removes language that member elections are as the BoCC provides. District is still required to file an annual report with BoCC.	Renaming the District to "Indian Rocks Fire District."
Juvenile Welfare Board			
Laws	Status	County Power	Summary
1945, 23483	Repealed		
1947, 24826	Repealed		
1949, 25500	Repealed		
1949, 26356	Repealed		
1955, 31171	Amended	Amended to provide that the budget is subject to the approval of the Budget Commission of Pinellas County.	
61-2675	Repealed		
65-2101	Repealed		
70-894	Repealed		
79-555	Repealed		
92-228	Repealed		
93-311	Repealed		
95-473	Repealed		
2000-427	Repealed		
2003-320	Active	11 member board includes one member of the BoCC Requires annual budget to be delivered to BoCC, but BoCC cannot modify budget. Directs the BoCC to levy a tax to be used as an appropriation for the Board. Requires Board to file a quarterly financial report with the BoCC. Authorizes BoCC to furnish additional funds to the Board from its contingency or other reserves.	Codifies, reenacts, amends, and repeals prior special laws. Repeals 23483 (1945), 24826 (1947), 25500 (1949), 26356 (1949), 61-2675, 65-2101, 70-894, 79-555, 92-228, 93-311, 95-473, and 2000-427
License Board for Children's Centers and Family Day Care Homes			
Laws	Status	County Power	Summary
61-2681	Amended	1/7 member to be designated by BoCC. Authorizes tax and appropriation by BoCC.	Creating Pinellas County License Board for Children's Centers and Family Day Care Homes
70-893	Amended	Providing that in civil matters the board will be represented by the County Attorney for the BoCC with consent of BoCC.	
2007-277	Active	No.	Makes minor revisions to childcare standards.
Palm Harbor Special Fire Control District			
Laws	Status	County Power	Summary
61-2661	Amended	3 members of BoCC may approve annexation of additional land in the District. Special election for members as BoCC shall provide. Costs of election paid by district on requisition by BoCC. Requires District to file an annual report with the BoCC.	Creating and defining the Ozona-Palm Harbor-Crystal Beach special fire control district.
77-643	Amended	No.	Redefines boundaries of the district
81-469	Amended	No.	Amending assessment rates
82-369	Active	No.	Renaming as Palm Harbor Special Fire Control District

Pinellas County Construction Licensing Board			
Laws	Status	County Power	Summary
73-595	Repealed		
75-489	Amended	Board contains County Building Official. All Board members appointed by BoCC Chairman. Excess funds received by the Board from certification/registration fees shall be paid to the County general revenue fund. Provides that law does not limit County's power to regulate contractor's work through permits, fees, and inspections or to collect fees. Provides no waiver from requirements of any existing BoCC ordinance or resolution relating to work to be performed by specialty contractors. Preserves County's right to create future local boards.	Repealed 74-579. Created Pinellas County Construction Licensing Board to promulgate rules for contracting registration and certification.
78-594	Amended	Excess funds received by the Board from ANY fees shall be paid to the County general revenue fund.	
81-466	Amended	No.	Amendment pertaining to Building Code.
85-490	Amended	No.	Amendment to definitions.
89-504	Amended	No.	Increases membership to 20.
93-387	Amended	No.	
2002-350	Amended	No.	Amendment to place the sole authority for amending County codes with the County Construction Licensing Board.
2003-319	Amended	No.	Increases membership to 21.
2004-403	Active	No.	Amendment to definitions.
2018-179	Amended	Upon approval by referendum, all authority of the Board will be transferred to the BoCC and the Board shall stand dissolved. Amendment providing that all members are appointed by the BoCC (no longer the Chairman of the BoCC). Provides that Board staff are employees of Pinellas County and the County is responsible for all costs. Provides that the Board is a dependent agency of the BoCC. BoCC may adopt rules to implement this act, including rules relating to board finances. BoCC may remove any member of the Board at will. Board subject to audits by auditor selected by BoCC.	Provides for transfer of authority to BoCC. Provides that the Board is a dependent agency of the BoCC.
2019-184	Active	No.	Provides that board members who are also governmental building officials do not need to be County residents.
Pinellas County Industry Council			
Laws	Status	County Power	Summary
69-1490	Repealed		Created the Pinellas County Industry Council.
98-485	Active	Repealed the law creating the board, transferred all assets and liabilities to the County.	
Pinellas County Planning Council			
Laws	Status	County Power	Summary
71-859	Repealed		
73-594	Repealed		
74-584	Repealed		
74-586	Repealed		
76-473	Repealed		
88-464	Repealed		
90-396	Repealed		
2012-245	Active	BoCC has the right to review the millage rate and budget and to modify it. BoCC shall ensure that the Council is funded enough to support the Council's powers and duties. BoCC vested with countywide planning authority by section 2.04(s) of the Pinellas County Charter. Such authority is limited to the authority provided for in the County Charter and as provided in this act.	Repealed 73-594, 74-584, 74-586, 76-473, 88-464, and 90-396
Pinellas County Personnel Board			
Laws	Status	County Power	Summary
63-996	Repealed		
67-739	Repealed		
69-1482	Repealed		
69-1486	Repealed		
71-870	Repealed		
74-587	Repealed		
75-488	Repealed		
77-642	Amended	2/7 Board members appointed by BoCC, 2/7 appointed by Clerk of Court, Property Appraiser, and Supervisor of Elections as a body. BoCC determines rate of compensation for board members upon recommendation of the body of participating constitutional officers. BoCC shall provide sufficient funds to carry out act.	Repealed 75-488. Established a personnel system for employees of the BoCC, Clerk of Court, Property Appraiser and Supervisor of Elections.
84-514	Repealed		
87-424	Repealed		
89-404	Amended	No.	Repeals 84-514, as amended by 87-424.
89-414	Amended	No.	Amends 77-642 to add language that persons to be affected by orders of the Board may be heard before the Board by a layman.
90-395	Amended	No.	Amends 89-404.
95-474	Active	Amended to include the tax collector to the group of appointing authorities to whom 77-642 applies.	Amends 77-642.
2008-285	Active	No.	Amending 89-404. Relates to the Pinellas County Sheriff's Civil Service System.
Pinellas Park Water Management District			
Laws	Status	County Power	Summary
75-491	Repealed		
77-641	Repealed		
78-597	Repealed		
90-448	Repealed		
98-456	Repealed		
2001-325	Active	1/3 members appointed by BoCC. BoCC may remove members by 4/5 vote for cause. Authority Budget is not subject to approval by BoCC Upon BoCC resolution the Authority may include adjoining unincorporated areas subject to approval of electors in the new area.	Amended, codified, reenacted, and repealed Chapters 75-491, 77-641, 78-597, 90-448, and 98-456
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82-370	Amended	Funding shall be an additional \$1.2 dollar surcharge by Pinellas County Circuit and County Courts on payable offenses.	Amendment to increase funding.
85-491	Amended	Funding shall be an additional \$2 assessment by Pinellas County Circuit and County Courts on traffic cases which are payable offenses.	Amendment to increase funding.
97-333	Active	Pinellas County Circuit and County Courts shall assess a \$2 court cost on all payable offenses for funding.	Amendment to provide for screening applicants for public-safety positions.