



# 2035 PINELLAS COUNTY LONG RANGE TRANSPORTATION PLAN

## SECURITY ELEMENT

PINELLAS COUNTY  
METROPOLITAN PLANNING ORGANIZATION

DECEMBER 9, 2009





PINELLAS AREA TRANSPORTATION STUDY

# 2035 LONG RANGE TRANSPORTATION PLAN

PINELLAS COUNTY

METROPOLITAN PLANNING ORGANIZATION

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# Security Element

## Introduction

What does security have to do with transportation and why is it included in the Metropolitan Planning Organization (MPO) countywide process? The issue of security came to the national forefront after the 9/11 terrorist attacks in 2001. One of the major concerns was protecting the country's infrastructure. The National Cooperative Highway Research Program Report 525, Surface Transportation Security Volume 3: *Incorporating Security into the Transportation Planning Process* defined security as:



*Protection from terrorist threats or actions due to acts of extreme violence resulting in significant loss of life, injury; and/or damage or destruction of facilities and infrastructure, whether or not these acts are intended to further political or social objectives. (Daniel L. Dorman and M. Patricia Maier)*

Transportation planning has always concentrated on the safe and efficient movement of people and goods. This was and continues to be the focus of metropolitan planning organizations, including the Pinellas County MPO, which were established in the 1970s by federal law.

Until the 1990s, federal funding for transportation focused on roadway development and vehicular travel. Since that time, federal legislation has encouraged and supported funding for multimodal and intermodal transportation systems that are energy efficient, environmentally friendly, and enhance quality of life. Furthermore, the Safe, Accountable, Flexible, Efficient Transportation Act: A Legacy for Users (SAFETEA-LU) of 2005 has elevated safety and security as stand-alone elements within the MPO planning process.

Security and safety are closely related. The difference between the two, however, is that security places an emphasis on being protected from manmade and natural disasters. Whatever the cause, disruption of the transportation system undermines the MPO's primary purpose: the safe and energy efficient movement of people, goods, and services for all modes of travel. Emergencies of any type can have a devastating effect on people, property, and prosperity.

During the development of the LRTP update, the Security Element must emphasize policies and strategies that support homeland security. As mandated by SAFETEA-LU, it is recommended that consideration be given to the following components of the Security Element that impact goods movement and freight planning.

- Federal requirements for security planning for the transportation system;
- MPO's role in local and regional security planning activities;
- Protection of and recovery planning for critical transportation infrastructures including airports, railroads, intermodal terminals, and transit facilities;
- Policy development covering planning and coordination, communications and programming security projects prioritization, and green transportation initiatives to support homeland security; and
- Add/incorporate freight security planning in coordination with FDOT and the Federal Highway Administration.

## Security Objectives & Policies

The Pinellas County MPO adopted these security goals, objectives and policies at the time of the adoption of the LRTP. These will be used to provide guidance for the MPO to support and coordinate security planning with partner agencies.

**Goal:** To prevent, manage and respond to threats to the transportation systems, operators and users.

**Objective 1:** Increase the security of the transportation system.

**Policy 1:** Include emergency preparedness /mitigation considerations in the MPO planning process.

**Policy 2:** Support countywide Intelligent Transportation Systems (ITS) applications to enhance security, response, and recovery.

**Policy 3:** Work with partners in transportation to minimize threats and prepare for response and recovery.

**Policy 4:** Reduce the transportation system's security risk factors by including infrastructure and services vulnerability analysis in the short and long range planning processes.

**Objective 2:** Improve response and recovery efforts.

**Policy 1:** Continue to support interagency coordination with the Pinellas County Emergency Management Department.

**Policy 2:** Utilize the MPO's public outreach events to distribute security materials and educate the public on preparedness, evacuation importance, and recovery.

**Policy 3:** Provide countywide inventory and data to support security efforts.

**Objective 3:** Utilize cooperative partnerships to enhance transportation system security and redundancy.

**Policy 1:** Maintain the MPO Continuation of Operations Plan (COOP).

**Policy 2:** National Incident Management Systems (NIMS) Certification as per FEMA requirements by all MPO staff.

**Policy 3:** MPO programs and committees will continue to support and enhance the security of our multimodal transportation system.

**Policy 4:** Reduce security risk factors through improved recovery capabilities and increased system redundancies.

**Policy 5:** Prioritize, monitor and evaluate security considerations and measurements to increase the security and resiliency of the multimodal transportation system.

# Operations of Pinellas County MPO Security Planning

## Role of Pinellas County MPO

In accordance with Continuity of Government Executive Order 12656 (1988) and Homeland Security Continuity of Operation Guidance (2004), the MPO initiated and approved a Continuation of Operations Plan (COOP) in 2007. It was developed to ensure that essential MPO office functions would continue in the advent of a natural or manmade disaster. MPO staff support is provided by the Pinellas County Planning Department, which assists the Pinellas County Emergency Management Department in coordinating disaster response and recovery. The COOP, therefore, ensures the continued performance of the MPO's essential functions and fulfillment of its disaster assistance commitments during a major emergency.

According to a technical paper prepared by the Association of MPOs (AMPO), possible MPO roles in Security/Disaster planning include the following:

- Traditional - Systems management and operations
- Convener- Serve as the forum where operations plans are discussed and coordinated locally and regionally
- Champion - Support coordinated projects and programs to improve system performance
- Developer - Develop operation plans and strategies and incorporate into the transportation process
- Operator- Responsible for implementing operational strategies developed as part of the MPO planning process

## Critical Transportation Facilities

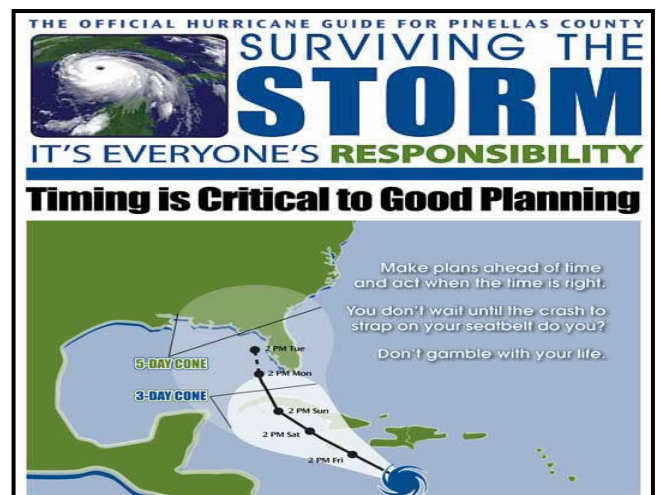
The MPO has identified transportation facilities and networks that are vital to the community. In order to facilitate the prioritization of the key corridors and expand existing partnership efforts, the critical transportation network will include the designated evacuation routes and the St. Petersburg-Clearwater International Airport, the PSTA vehicle staging area, Pinellas County School system school bus compounds and the CSX rail line corridor. (See Figure 1)

## Pinellas County Emergency Management Department

### Personal Security

The role of the Pinellas County Department of Emergency Management in personal security concerns education and emergency information dissemination. Educational efforts are designed to inform residents and visitors how to prepare for an emergency. The main cause for possible emergencies in Florida is natural disasters, usually hurricanes, which can have severe effects on communities as a whole.

The Pinellas County Emergency Management website, [www.pinellascounty.org/emergency](http://www.pinellascounty.org/emergency), provides emergency information to the public in English and Spanish. Topics covered include: evacuation zones, storm preparedness, special needs, pet preparedness, shelter options, and so forth. Publications and links to other resources are also featured on the website.



Two important publications are the Hurricane Guidebook and Contact Information. The latter is a list of agencies residents may wish to call – the various Pinellas County offices, electric companies, law enforcement agencies, and so forth – during a weather event. Numerous educational materials are available, among them:

- Pinellas County Hurricane Guide
- Contact Information
- Public Shelter List for North County
- Public Shelter List for South County
- Utilities Hurricane Guide
- Pet Brochure
- Pets Checklist
- Special Needs - Checklist

Also included on the department's website are information links about topical matters of special interest and other hazards. Some of the hazards covered included fire, flood, lightning, thunderstorms, tornados, chemical, hazardous materials, nuclear events and terrorism.

The Emergency Management Department has identified a number of methods to disseminate information to the public prior to, and in the event of, an emergency. These methods include presentations to community groups and employers, local media spots, the internet, and dynamic signage. In the event of a large-scale emergency, all forms of information dissemination will be made available by the department.

Additionally, the Emergency Management website offers a Twitter and Stay Connected link. Stay Connected provides individuals, communities, and businesses ways to obtain information to survive an emergency event. Some examples are: E-Lerts (e-mail alerts), cell phone alerts (via text messages), and Pinellas County Connection (PCC) TV (videos and live coverage of the Emergency Operations Center). Internet links to live information from different national weather and news services are provided on the department's website along with information related to road closures, sand bag distribution, and local weather conditions.

### *Community Security*

The Pinellas County Emergency Management Department is responsible for administering, maintaining, and updating the Pinellas County Comprehensive Emergency Management Plan (CEMP). The CEMP is applicable countywide and, therefore, encompasses the well-being of citizens and visitors within 25 jurisdictions. Every four years, the Emergency Management Department revises the CEMP, and the Pinellas County Board of County Commissioners (BCC) readopts it, following a review by the Florida Division of Emergency Management. The 2005 plan update was approved in 2006. Emergency Management also updates the plan annually, or as major changes occur, and then forwards the change notices to plan recipients.

In 1999, an update of Pinellas County's hazards analysis was completed; much of the data was revised in 2004. Pinellas County continues to be most vulnerable to the effects of hurricanes. The most likely type of event to occur (frequency) is a hazardous materials incident.

**TABLE 1. NATURAL HAZARD VULNERABILITY ANALYSIS MATRIX**

Hazard – Natural	Probability	Impact	Frequency	Distribution
Coastal Erosion	High	Major	Several a year	Coastal areas and barrier islands
Dam Failure	None	None	N/A	N/A
Drought	Low	Minor	5 -10 years	Countywide
Earthquake	Low	Major	None recorded	Countywide
Extreme Heat	Low	Minor	5 -10 years	Countywide
Freezes	Low	Minor	3 years	Countywide
Severe Thunderstorms/Lightening	High	Moderate	10 - 20 a year	Localized/Countywide
Tornado	High	Major	2 - 3 a year	Localized
Flooding – Rainfall	Moderate	Minor	5 -10 years	Localized
Coastal Flooding	Moderate	Minor	5 -10 years	Coastal area and barrier islands
Hurricane/Tropical Storm Minor Impact	High	Minor	2 years	Countywide
Hurricane/Tropical Storm Major Impact	High	Major	50 years	Countywide/Regional
Landslide	None	None	N/A	N/A
Severe Winter Storm	Low	Major	None recorded	Countywide/Regional
Tsunami	Low	Major	None recorded	Countywide
Volcano	None	None	N/A	N/A
Urban Wildfire	High	Minor	Several a year	Localized
Sinkholes	Moderate	Minor	Several a year	Localized
Exotic Pests/Insect Plague	Low	Minor	25 years	Countywide/Regional
Epidemic/Disease Outbreak	Low	Moderate	5 years	Countywide/Regional

**TABLE 2. TECHNOLOGICAL HAZARD VULNERABILITY ANALYSIS MATRIX**

Hazard – Technological	Probability	Impact	Frequency	Distribution
Aircraft Incident	High	Minor	Several a year	Localized
Hazardous Materials Fixed Facility	High	Major	5 -10 years	Localized
Hazardous Materials Transportation	High	Moderate	50 -100 a year	Localized
Major Transportation Incident	High	Major	Several a year	Countywide/Regional
Major Power Failure	High	Major	5 -10 years	Countywide
Nuclear Power Plant	Low	Low	None recorded	Localized
Terrorism	Moderate	Moderate	None recorded	Localized
Water Supply Interruption	Low	Major	1 - 5 years	Localized/Countywide
Mass Migration	Low	Minor	None recorded	Localized
Special Events	High	Major	Several a year	Localized
Railroad Accident	Low	Low	10 - 24 years	Localized
Civil Disturbance	Moderate	Moderate	10 years	Localized
Coastal Oil Spill	Moderate	Moderate	25 years	Localized
Critical Infrastructure Disruption	Low	Moderate	1 - 5 years	Localized

The CEMP is an operations-based plan that addresses evacuation, sheltering, and recovery procedures for deployment of resources and providing disaster relief. To facilitate operations, the CEMP adopts the National Incident Management Systems (NIMS) as the comprehensive framework for all response and recovery operations. Pinellas County’s first response agencies are organized using NIMS when emergencies are within the capability of the jurisdiction(s) involved. If the emergency is beyond the capability of the first response organization(s), Pinellas County may activate the Emergency Operations Center (EOC) and the CEMP. The EOC may be activated to support operations and logistics, regardless of which jurisdiction or agency is in charge. In the event of a multi-county emergency, the Pinellas County EOC will coordinate with other counties to maintain communications, coordinate resources, identify safe evacuation routes, and designate shelters. The incident management structure may change according to the type and jurisdiction of the incident. The following are examples of some scenarios showing who has the main responsibility for command and control. The EOC may be activated to support operations and logistics, regardless of which jurisdiction or agency is in charge.

**TABLE 3. RESPONSIBILITY MATRIX**

Event	Lead Jurisdiction or Agency
Tropical System/Hurricane	Pinellas County Board of County Commissioners
Terrorism	Federal Bureau of Investigation (FBI)
Public Health Emergency	Director, Pinellas County Department of Health
Civil Disturbances	Pinellas County Sheriff or Municipal Police Chief
Aircraft Accident on Airport	Director, Airport Operations
Wild Land Fire – Large	Division of Forestry
Water Vessel Emergency	U.S. Coast Guard

In the event an emergency such as terrorism should occur, which represents a threat to national security, the EOC will assume a supportive role in providing resources to the agency in charge. The probability of a terrorism incident is low. However, the impact on residents and visitors would be high. Pinellas County is the most urbanized and densely populated county in Florida with a population of approximately 935,182 within 280 square miles. Pinellas County has conducted and been involved in numerous large-scale multijurisdictional terrorism exercises. Joint planning efforts with a number of response agencies are currently under way. It is expected that resultant changes in a number of procedures will ultimately minimize the potential effects of a terror incident, if one should occur.

In order to facilitate coordination, Pinellas County uses the Emergency Support Function (ESF) concept similar to the National Response Plan and the Florida Comprehensive Emergency Management Plan (Florida CEMP). Pinellas County considers ESFs as essential services that must be provided before, during, and after a disaster event. In fact, employees under the jurisdiction of the BCC must be available to lend assistance during all phases of the emergency. Moreover, providing disaster aid requires complete and unified response by government, private, and volunteer organizations at all levels. Some of the critical services along with the necessary lead agencies are listed as follows:

- Law Enforcement - The Pinellas County Sheriff’s Office coordinates with municipal law enforcement agencies, the Florida Highway Patrol, and sheriff’s departments of surrounding counties in emergency preparedness efforts. Together they work to select evacuation routes; establish traffic control points at critical intersections; provide traffic control during hurricane evacuations; and coordinate re-entry operations for hurricane evacuations. During local disasters, responsibilities may also entail assisting fire department/fire district personnel by providing traffic control, law enforcement, security, and search and rescue operations upon request; deploying a command and communications vehicle as called for; and

being prepared to assume control in any disaster beyond the capability of a responding agency, or when asked by the appropriate private authorities.

- Public Works and Engineering - The Florida Department of Transportation (FDOT), as well as the Pinellas County and municipal public works departments provide operations, engineering, and unified support necessary to restore the transportation infrastructure. This includes debris clearance and disposal, temporary construction of emergency access routes, restoration of critical public services, restoration of water and waste water systems, and road signal management. Interlocal agreements are in place to coordinate the clearance of routes and corridors.
- Fire and Rescue - Pinellas County Emergency Medical Services/Fire Administration responsibilities encompass coordinating fire rescue and EMS mutual aid requests; supplying oxygen and medical supplies to special needs shelters; ensuring that Sunstar ambulance service assets are prepared and available for shelter staffing; and other emergency operations.
- Information and Planning - The lead agency is the Pinellas County Department of Emergency Management.
- Resource Support - The lead agency is the Department of Emergency Management. For major incidents that involve requesting state assistance and mutual aid, the Logistics Group is activated. This group is staffed by the Purchasing Department, Development Review Services, and the Planning Department. The Planning Department's transportation division serves as staff to the Pinellas County MPO. Therefore, the MPO is involved with providing support for the Logistics Group. MPO priorities include helping to maintain the existing transportation system and continuing to provide Transportation Disadvantaged services.
- Transportation - The Pinellas County School Board is responsible for providing school buses and drivers. The Pinellas Suncoast Transit Authority (PSTA) is likewise charged to supply buses and drivers for emergency transportation.
- Hazardous Materials - Initial response is the responsibility of local fire departments/districts. The Pinellas County Hazardous Material Response Team provides technical assistance, single unit assistance, or full-scale response for major incidents.
- Energy - Lead organizations are electric and natural gas companies that provide services to various parts of Pinellas County. These include Progress Energy; Tampa Electric Company (TECO), and TECO/Peoples Gas.
- Military Support - The lead agency is Emergency Management. But for incidents involving civil disorder or other significant event, the Pinellas County Sheriff's Office (PCSO) may request assistance through the Florida Department of Law Enforcement's Regional Domestic Security Task Force for National Guard assistance.

## Pinellas County Evacuation Routes

The establishment of evacuation routes is closely coordinated with all local agencies. The Pinellas County Emergency Management (PCEM) Department and the Tampa Bay Regional Planning Council (TBRPC) take the lead roles in evaluating the routes on an annual basis. The MPO provides the countywide coordination necessary due to the direction and input needed from the cities. The routes are reviewed for construction activity, signage needs, and alignment adjustments. The routes are published annually, and widely distributed throughout the county. PCEM has established agreements with the local governments to provide a seamless, consistent countywide approach to evacuation events.

All routes will be staffed by local law enforcement agencies as soon as an event is declared. Traffic Control measures will be implemented (at a minimum of 74 traffic control points, as required) to expedite traffic flow from west to east. The Pinellas transportation system includes 10 movable bridges, which requires a separate evacuation plan for boats. This plan is prepared and distributed by Emergency Management. The evacuation routes are also designated as critical transportation facilities. (See Figure 2)

## Countywide Intelligent Transportation System (ITS)/Traffic Signals

Pinellas County has three agencies that operate the traffic signal system. These include Pinellas County, and the cities of Clearwater and St. Petersburg. In addition, Pinellas County operates the assigned ITS corridors regardless of jurisdiction. As of October 2009, these corridors include most of S.R. 60 (Gulf-to-Bay Boulevard), U.S. Highway 19, and portions of C.R. 611 (McMullen Booth Road/East Lake Road).

The County's Traffic Control Center/Primary Control Center (TCC/PCC) includes six operators. Two other representatives are available from Clearwater and St. Petersburg to be stationed at the TCC/PCC.

### *Pre-Evacuation Phase*

The following are activities that the Traffic Control Center will be involved in and supporting prior to the evacuation phase. All regular field operations may be suspended during this phase.

- Initiate rotating shifts to increase coverage with regular employees.
- Make portable back-ups of all signal timing information and system database information.
- TCC will provide CCTV camera images to the Emergency Operations Center (EOC), 911 and Fire/EMS to monitor any evacuation, roadway conditions, and incidents.
- Dynamic Message Signs (DMS) will be used to display any evacuation messages, roadway conditions, incident reports and other pertinent traveler information.
- Highway Advisory Radio (HAR) to be activated for use by the EOC while providing pertinent traffic data to drivers

### *Evacuation Phase*

The following are activities the Traffic Control Center will be involved in during the evacuation phase.

- Extend operation hours of TCC to match needs. Twenty-four hour shifts are possible.
- Implement timing plans designed to assist with the outbound movement of vehicles.
- Display evacuation status and updates on DMS.
- Record count data and video images from evacuation routes that have instrumentation.
- Initiate Highway Advisory Radio (HAR) programming for traffic conditions.
- Maintain consistent open communication with FDOT District 7 to disseminate traveler information to local road users (i.e. freeway status).

The cities of Clearwater and St. Petersburg each maintain a separate control center and are virtually connected to the countywide TCC/PCC for redundancy. Pinellas County Emergency Management also maintains interlocal agreements with the local jurisdictions for mutual aid and support in preparation and recovery efforts during emergency events.

### *Recovery Operations Phase*

- Traffic Control Center Reactivation - Management personnel (Signal Operations Manager, Signal Operations Supervisor and Signal System Supervisor) are expected to report as soon after the event as possible. They will check the TCC building exterior/interior and evaluate the system operation and components to determine the working capabilities and report the status of all to the EOC.
- Equipment Repair - As roads are cleared, ITS staff will coordinate ATMS/ITS system repairs to make CCTV cameras and Dynamic Message Signs function for additional information, dissemination and network monitoring.
- Signal Status - Updates will be provided to the EOC in 6-hour intervals.

- Re-entry Timing Plans - Plans shall be implemented when authorization is given by the EOC residents to return.

## **Incorporating Security into the Transportation Planning Process**

Most of the goods transported to and within the County are delivered by trucks, which comprise approximately between 4% and 17% of the traffic volume on truck routes. Most of the commercial goods arriving into the County are transferred at intermodal facilities located outside its borders. While the volume of goods moved within the County is rather low compared to other areas of the state, the MPO recognizes that the security of roadways and other transportation infrastructure needed to accommodate the movement of goods is critical to the economic vitality of the County and the region. (See Figure 3)

The MPO's role in coordinating local and regional security planning activities emphasizes consistency between jurisdictions to provide a uniform enforcement environment that not only assists law enforcement personnel but the carriers as well. Strategies that are being emphasized during the planning period of the 2035 Long Range Transportation Plan include:

- Adding/incorporating freight security planning on truck routes in coordination with FDOT and the Federal Highway Administration;
- Coordinating the enforcement of the hazardous materials movement to be restricted to the routes on the Countywide Truck Route Plan in the urban area;
- Coordinating the use of intelligent transportation systems(ITS) and new technologies, such as advanced access control, state-of-the-art communications systems, traffic monitoring, GPS-enabled vehicle tracking systems, offer law enforcement and security agencies enhanced capabilities to prevent and respond to security threats to the nation's transportation infrastructure and systems;
- Adding a scoring element when prioritizing local projects as they related to freight security on truck routes; and
- Propose to the MPO Board the addition of a freight representative to the Technical Coordinating Committee.

## **The MPO Project Safety & Security Checklist**

The MPO has recently created the proposed Project Safety Checklist (PSC), an assessment tool used in project review. The purpose of the PSC is to help local jurisdictions and transportation agencies ensure that safety & security are taken into account during the planning and design phase of roadway projects. In fact, the checklist encompasses three stages overall: preview considerations, implementation, and post construction review of traffic plans and performance measures. The following traffic safety & security considerations are listed as PSC criterion:

- Pedestrian
- Bicycle
- Intelligent Traffic Systems (ITS) Tools
- ADA/Senior Zone/Youth
- Livable Communities Tools
- Goods/Truck Movement
- Overall Crash Reduction
- Transit and Transportation Use
- Security/Evacuation/Recovery
- Other

These main considerations are in turn broken down into subcategories. The subcategories involve tools that include concepts promoting a safe and secure multimodal transportation system.

The PSC will be used to identify unique characteristics of an area or corridor during the initial review and serve as a guide to highlight any needs that may further enhance the safety, security, and success of a project. Examples include unique neighborhood characteristics, nearby schools, parks, or trail crossings, as well as hazard site, critical facilities, security sites, and so forth.

The PSC also provides an opportunity to conduct a post review. This will assist the project team in recognizing additional safety and security needs, as well as considerations needed for future projects.

The end result is this. Nontraditional forms of transportation have gained acceptance in recent years and are definitely taken under advisement during the design, implementation, and post-construction process. Since alternatives modes of travel have become popular, so has the safety of those users become a vital concern while moving projects forward. Furthermore, the roadway network remains the chief means for moving people, goods, and services within Pinellas County. Ensuring the well being of residents and visitors is therefore paramount through defining safety and security goals and implementing sound traffic strategies. Such goals, objectives, policies, and strategies are shaped in part, from data that yield information on problem areas within the transportation system. (See Figure 4)

### **Land Use Planning and Security**

As a peninsular County that is the most densely populated in Florida, Pinellas is extremely vulnerable to hurricane events. A major consideration with regard to the County's transportation system is its capacity for hurricane evacuation. In terms of land use planning, Pinellas County has sought to minimize the impacts and density of development projects within areas that are most vulnerable to hurricane events. This, in turn, serves to reduce traffic impacts along the beaches and inter-coastal communities where evacuation to the upland areas of the County is critical.

Therefore, the MPO supports the efforts of Pinellas County to prohibit the construction of hospitals, nursing homes and assisted living facilities (ALF) within Evacuation Level A zones while discouraging the approval of such facilities within Evacuation Level B zones. In addition, Pinellas County prohibits the expansion of existing hospitals, nursing homes and assisted living facilities (ALFs) within the Evacuation Level A zones. These efforts are supported by the County's Comprehensive Plan policies.

Under the Pinellas County Comprehensive Emergency Plan (CEMP), hospital patients and nursing home and ALF residents are evacuated during Category 1 hurricanes if these facilities are located within evacuation Level B zones. Therefore, allowing these facilities to expand in Evacuation Level A zones and allowing new ones to be developed in Evacuation Level B zones would have an impact on the overall evacuation system in the County, which has a public shelter space deficit, and, in particular, a lack of special needs shelters.

The MPO also supports the application of local comprehensive plan policies and site plan review processes to reduce the quantity of development in hurricane vulnerable areas by restricting densities. The MPO supports local government efforts to limit densities within the County's Coastal High Hazard Area (CHHA) and to prohibit the construction of hospitals, nursing homes and assisted living facilities and the location and expansion of mobile homes within the CHHA.

The Coastal Construction Control Line (CCCL), established by the State, provides another means of land use control for the purpose of hurricane protection and public safety. In Pinellas County, the CCCL affects Tierra

Verde and Mullet Key in the southern area of the County. The CCCL provides protection for Florida's beaches and dunes from improperly sited and designed structures through the imposition of special siting and design criteria applied to construction activity which can destabilize or destroy the beach and dune system.

Lastly, it should also be noted that Pinellas County has adopted zoning districts that permit structures to be “clustered”. While clustering does not affect the overall density permitted on a particular site, it does allow development to be concentrated on those portions of a site which are less hazardous. Clustering also permits the retention of the more hazardous portions of the site as open space. Tierra Verde Island has several parcels designed “RPD”, or Residential Planned Development, that have enabled clustering on this hurricane vulnerable island.

## **Law Enforcement Coordination**

### ***Pinellas Police Standards Council***

Pinellas Police Standards Council was created by the Legislature to coordinate policy among the law enforcement agencies in Pinellas County. The Council also conducts research projects and coordinates enhancements to improve Countywide Law Enforcement Services.

The Police Standards Council also routinely assists with coordination on homeland security issues. The primary contact with Homeland Security and other Federal agencies is the Pinellas County Sheriff’s Office. The Sheriff’s Office works closely with the municipal law enforcement agencies on countywide security efforts.



The Law Enforcement security coordination efforts are in place and are acceptable to all respective agencies. The Police Standards Council serves an important role in maintaining this important effort.

### ***Pinellas County Sheriff’s Office***

The Pinellas County Sheriff’s Office serves as the primary liaison for the countywide security events. The Sheriff’s Office closely coordinates with the local, state, & federal agencies in order to maintain the security of the transportation system and the public. Security events led by the Sheriff’s Office include multi-jurisdictional security events as well as other situations such as visiting dignitaries. The Sheriff’s Office also coordinates with the County Emergency Operations Center, which will be involved with any countywide security issues.



### **Pinellas Suncoast Transit Authority (PSTA)**

Pinellas Suncoast Transit Authority (PSTA) is a state legislated transit authority, providing countywide transit travel for citizens and visitors of Pinellas County. The fleet consists of 205 transit vehicles serving 5691 stops, annual ridership is approximately 12.8 million. Headquarters is located on 35 acres at 3201 Scherer Drive, St. Petersburg. The Emergency Plan includes a Letter of Agreement with the Pinellas County Emergency Management Department and Pinellas County Dispatch. There is also an agency plan for cases of personal injury, structure fire and natural disasters.

During disaster preparedness or recovery the Pinellas County Suncoast Transit Authority (PSTA) will provide evacuation transportation as agreed by the Pinellas County Emergency Management Department. Also during a disaster PSTA will operate under the National Incident Management System (NIMS) established by the Federal Emergency Management Administration (FEMA).

Currently there is no separate Security Plan in place. But there is an in-house System Security Plan along with the System Safety Plan. Also PSTA has Memorandums Of Understanding (MOU) with both the school board and the St. Petersburg Clearwater Airport. The airport and various schools serve as alternative sites should an event occur that requires PSTA to relocate their transit vehicles from their headquarters to a safe-haven location.

## Specific Site Focus

### Saint Petersburg-Clearwater International Airport

Saint Petersburg-Clearwater International Airport (PIE) is Pinellas County's only international airport. PIE has been in operation since the end of WWII and is located on 2,000 acres, north of Saint Petersburg on Roosevelt Boulevard. PIE offers six passenger airlines, parcel services, private and personal plane services, and home to the busiest U.S. Coast Guard Air Station in the United States. In addition, PIE is designated as a foreign trade zone.

PIE is owned by Pinellas County and under the supervision and control of the County Administrator and Board of County Commissioners. It is operated under the direction of the Airport Director. By Federal Aviation Administration (FAA) standards, PIE is required to maintain an airport emergency plan. This emergency plan identifies the policies and procedures that are activated during an emergency that might be at, or in the vicinity of PIE. The emergency plan is a document used as a stand-alone plan to coordinate with outside agencies during various types of emergency situations to determine their roles and responsibilities. The emergency plan is outlined as follows:

- Command and Control –Concept & Theory
- Operational Procedures
- Coordination
- Logistics
- Responsibilities
- Alert (1, 2, & 3) Procedures
- Aircraft Bomb Threats
- Aircraft Hijacks & Sabotage
- Radiological and Hazardous Materials
- Military Aircraft Accidents
- Outside Airport Boundaries
- Water Rescue
- Building Bomb Threats
- Airport Structural Fires

PIE's plan dictates that an incident manager will be designated as the emergency coordinator who will have discretion whether a local command post should be assembled to respond to the emergency. If assembled, the command post will decide whether or not to engage the Pinellas County Emergency Operations Center (EOC).

A special unit of the Pinellas County Sheriff's Office has been assigned to provide specialized support for the airport. In emergency situations, this unit is activated immediately to secure the command post from unauthorized intrusion. News media personnel are directed away from the emergency and into the specially designated media briefing area.

## Clearwater Executive Airpark

Clearwater Airpark (CLW) is Pinellas County's highest elevated airport with an elevation of 71 feet. CLW was established in 1939, but closed during World War II. It reopened shortly thereafter and has served transient aircraft, as well as locally based aviators since. Originally having three (3) grass runways and some 185 acres, it now consists of one paved runway and 47 acres. The Airpark is owned by the City of Clearwater but leased to an FBO operator that takes care of all day to day operations. Those include hangar and tie down rental, aircraft maintenance, flight school, and aircraft sales and rental. It is also home to several local businesses. The airpark is located at 1000 N. Hercules Avenue in the middle of the city of Clearwater.

CLW has an Airpark Advisory Board with five members that are assigned by the City Council. The Director of the Marine & Aviation Department of the City is the Airport Manager. No federal funds are accepted, allowing the airport to close at 9:00 p.m. The airpark maintains an emergency plan that addresses various scenarios. It acts as a standalone document but can be incorporated into EOC operations. The Emergency Plan is outlined as follows:

- General Command and Control
- Check Lists
- Support Plans
- Aircraft Emergency Operations
- Personal Injury
- Structure Fire
- Natural Disaster
- Anti Hijacking Procedure
- Bomb Treat Procedure
- Fuel Spill Procedure

CLW's plan dictates that an incident manager will be designated as the emergency coordinator who will have discretion whether a local command post should be assembled to respond to the emergency. If assembled, the command post will decide whether or not to engage the City of Clearwater Emergency Operations Center (EOC).

A separate Security Plan is also in place and contains some restricted information. A Press Information Kit is also available for media relations.

## Albert Whitted Airport

Albert Whitted Airport is owned and operated by the City of St. Petersburg, providing access by air to the city's downtown waterfront, business district and urban communities. The 110-acre facility handles approximately 80,000 general aviation aircraft operations annually and is the home base to an estimated 185 aircraft. The airport provides various aviation services including aircraft fueling, aircraft storage and parking, flight training, aircraft charter and rentals, aircraft and helicopter maintenance, aircraft detailing, avionics, pilot supplies, banner towing, and sightseeing tours. Besides commercial and private general aviation, many important organizations also utilize the Albert Whitted Airport for aviation support functions of their life-saving missions. These include the Civil Air Patrol, Bayflight Medavac and various organ transplant flying services such as Care Flight. Military operations do occur frequently at the airport. The majority of this activity is comprised of local area-based training conducted by the U.S. Coast Guard and U.S. Army Reserve Helicopters. The airfield is open 24/7 and is located at 107 8th Avenue S.E. on Tampa Bay. The Emergency Plan is outlined as follows:

- Letter of Agreement with Air Traffic Control (FAA), St. Petersburg Fire and Pinellas County Dispatch
- Part of Citywide Plan for Personal Injury, Structural Fire, and Natural Disaster
- Fuel Spill Procedures

Day to day airport security is patrolled by the control tower. Both airport personnel and tenants of the airport are expected to report any suspicious activity to the airport administrative office or the police department. During the hours of 9:00 p.m. and 7:00 a.m., the airport and adjoining marina property are patrolled by marina security. Also the grounds are monitored by a national pilot watch group (AOPA). Currently there is no separate Security Plan in place.

## **The Port of St. Petersburg**

The Port of St. Petersburg, located on the western shore of Tampa Bay, is owned and operated by the City of St. Petersburg and provides access by water to the City's downtown waterfront, business district, technology centers, and urban communities. This is an international port which provides access to Pinellas County for small cruise vessels, research vessels and mega yachts. Approximately 1,300 lineal feet of bulkhead wharf-age exist on the north side of Bayboro Harbor, bounded on the west by the University of South Florida, on the east by U.S. Coast Guard facilities and on the north by Albert Whitted Airport. The Port of St. Petersburg's passenger terminal occupies the western portion of the bulkhead, with the rest of the wharf available for general vessel operations on a space available basis. The City of St Petersburg has the largest full service municipal marina in Florida which accommodates approximately 650 boat slips. The port is open 24/7 and the administrative office is located at 250 8th Avenue S.E, St Petersburg, Florida.

The Emergency Plan is outlined as follows:

- Letter of Agreement with U.S. Coast Guard, St. Petersburg Marine Police, St. Petersburg Fire and Pinellas County Dispatch
- Part of Citywide Plan for Personal Injury, Structure Fire, and Natural Disaster
- Fuel Spill Procedures including Port Tariff Document and Oil Spill Contractor

Both port personnel and tenants of the port are expected to report any suspicious activity to the port administrative office, port security or the police department. All Port users are expected to furnish their own watchmen when they have cargo and other property on Port premises which has high susceptibility to theft: watchmen so employed must have prior written clearance by the Port Director and meet State and Federal credentialing criteria. The Port property is patrolled by a credentialed and Florida State certified Port Security officer 24 hours a day, 7 days a week.

The Port of St Petersburg follows all Security requirements as outlined in Florida Statutes 311.12 and at the Federal level by 33 Code of Federal Regulations (CFR). The Port has a Facility Security Plan (FSP) that outlines the security elements. The FSP contains Security Sensitive information that is controlled under 49 CFR 1520. No part of that document may be released to persons without a need to know, as defined in 49 CFR 1520, except with the written permission of the Under Government agencies. Public release is governed by U.S.C.552.

## **State and Federal Partnerships**

### **Local Coordination with State and Federal Government Agencies**

Pinellas County normally allows the State of Florida to coordinate requests and activities with the federal government. However, there are times when Pinellas County may need to coordinate directly with federal

personnel supporting disaster operations countywide. Examples include working with members of the Federal Emergency Management Agency's individual and public assistance teams, investigators from federal law enforcement agencies, and members of the National Transportation and Safety Board.

The Emergency Management Director will be the point of contact for staff members of federal agencies. However, the Director may defer the coordination activities to a more appropriate Pinellas County representative, if suitable. The type of disaster will dictate the type of arrangement needed. If Pinellas County activates the EOC, the Operations Group Chief may integrate federal agency liaisons into the liaison group of the command staff or assign a Pinellas County staff member as liaison for that federal agency.

The Resource Management Group may assist national and state agencies with workspace and other resource needs. Pinellas County will promote a team-based organization, when working with its state and federal counterparts. The coordinator will make available any information required by the federal agencies. Every attempt to ensure reception packages are given to incoming teams to include situation reports, maps, and any other needed information. State and federal agency representatives will be encouraged to attend planning briefings and meetings.

### **Statewide Government Support**

The Florida Division of Emergency Management plans for and responds to both natural and manmade disasters. The Division prepares and implements a statewide Comprehensive Emergency Management Plan (CEMP), and routinely conducts extensive exercises to test state and county emergency response capabilities.

This office is the state's liaison with federal and local agencies on emergencies of all kinds. Division staff members provide technical assistance to local governments as they prepare emergency plans and procedures. They also conduct emergency operations training for state and local governmental agencies.

After a disaster, the Division conducts damage assessment surveys and advises the Governor on whether to declare an emergency and seek federal relief funds. The Division maintains a primary Emergency Operations Center (EOC) in Tallahassee. The EOC serves as the communications and command center for reporting emergencies and coordinating state response activities. The Division also operates the State Warning Point (SWP), a state emergency communications center staffed 24 hours each day. The center maintains statewide communications with county emergency officials.

The Division, through its sections, operates several mitigation programs. Sections with mitigation responsibilities and their programs include: Mitigation, Preparedness, Response, and Recovery.

### ***Mitigation Program***

Mitigation is an integral part of the Division of Emergency Management and it administers several federal and state programs designed to reduce or eliminate the impact of hazards which exist within a community and are a threat to life and property. Mitigation is the first of the four phases of emergency management: mitigation, preparedness, response, and recovery. Tools and techniques to implement mitigation include land use planning, building codes and enforcement, fire regulations, dam inspection ordinances, and public education. In short, mitigation refers to activity which reduces or eliminates the chance of the occurrence or effects of a disaster.

### ***Preparedness Program***

The Preparedness Program administers a statewide emergency management all-hazards preparedness program that includes the following:

### Natural Hazards Section

The goal of this section is to ensure that the State Emergency Response Team (SERT) is prepared for prompt, efficient response and recovery to protect lives and property affected by natural disasters. This entails programs such as:

- *The Comprehensive Emergency Management Plan (CEMP)* review team coordinates with county emergency management agencies to help them prepare well-organized and functional comprehensive emergency management plans. The Natural Hazards Section is responsible for developing and updating the state's CEMP according to the National Incident Management System (NIMS) requirements. This "all hazards" plan serves as a framework to make certain that the state is prepared for major, minor, and catastrophic disasters.
- *Continuity of Operations Planning (COOP)* program coordinator provides support and assistance to local and state government agencies, as well as nongovernment agencies in the development of their respective COOP plans. The COOP is an effort to ensure the continued performance of essential functions during a wide range of potential emergencies.
- *The Hurricane Program* coordinates statewide hurricane planning efforts by leading the development and update of the eleven regional evacuation studies. These studies, a vital element of the decision-making process for public safety, aid local governments in establishing evacuation zones and routes as well as appropriate shelter locations.
- *The Florida Catastrophic Planning (FLCP) Project* addresses two catastrophic events: a breach of the Herbert Hoover Dike around the waters of Lake Okeechobee and a Category 5 hurricane making landfall in South Florida. A direct hit by a Category 5 hurricane, with a subsequent failure of the Herbert Hoover Dike could have a devastating impact, not only to Florida but also to the entire U.S. economy. Millions of people are expected to be displaced for a significant period of time.

Coordination of other natural hazard-specific programs, such as drought and wildfires, is also conducted within the Natural Hazards Section. In addition, the section lends support to pandemic planning efforts.

### Technological Hazards Section

The Technological Hazards Section serves as staff support to the State Emergency Response Commission which administers:

- Emergency Planning and Community Right-to-Know Act
- Florida Hazardous Materials Emergency Planning and Community Right-to-Know Act
- Florida Accidental Release Prevention and Risk Management Planning Act
- Section 112(r) of the Amendments to the Clean Air Act of 1990 resource page

### Information Management Section

The Information Management Unit within the Bureau of Preparedness is responsible for Geographic Information Systems (GIS) at the Florida Division of Emergency Management. The unit is responsible for spatial analysis, cartography, the development of GIS applications and tools, information and data management, database administration, data maintenance, and so forth. Responsibilities also involve non-GIS application design, development, and deployment. During Emergency Operations Center (EOC) activations, this section provides support through using the Emergency Support Function (ESF) concepts, in this case, Information and Planning. The focus is to provide tools for decision makers and responders that will facilitate decision-making effectively leverage all available data and technological assets in times of crisis, thus affording a positive impact on the outcome of an event.

### Training and Exercise Units

The Training Unit coordinates the delivery of courses in the field for primarily county and municipal responders. The Exercise Unit serves the training needs of Division staff and members of the State Emergency Response Team (SERT) which includes representatives of the state agencies and other organizations that staff the State Emergency Operations Center (SEOC).

### Response Program

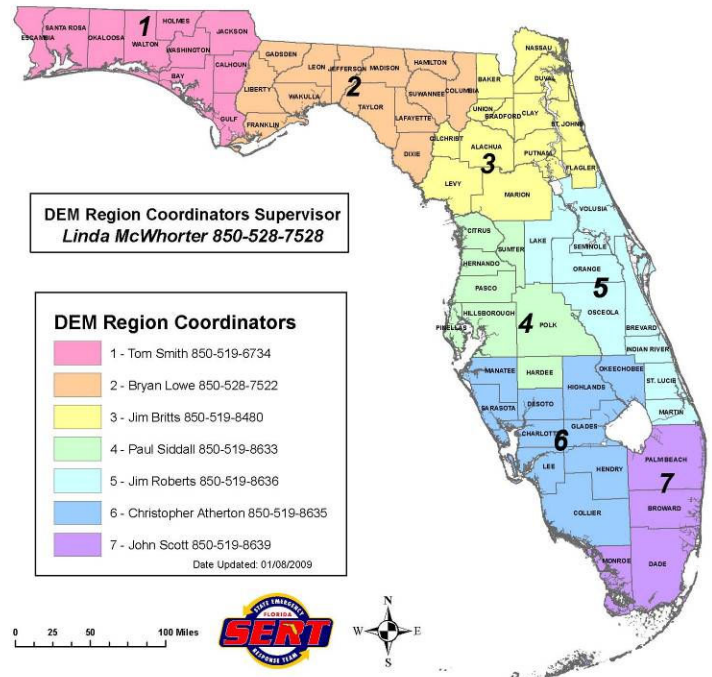
The Response Program coordinates response and emergency planning at the state level. Response is home to the Operations Section; the Logistics Section which is responsible for contract negotiations, vendor management, and resource acquisition, deployment, tracking and management; the Infrastructure Section which provides technical assistance to county governments with locating, identifying, and retrofitting hurricane shelters; and the Domestic Security Section.

### Recovery Program

The Recovery Program works to provide disaster assistance to individuals and families through state and federal disaster assistance programs. After the President signs the disaster declaration that includes individual assistance programs, it is important to inform affected individuals and businesses through press releases and community response team efforts that programs are available to assist them in recovery efforts. These programs help to rebuild lives and communities that have been impacted by a major disaster and to begin the recovery process.

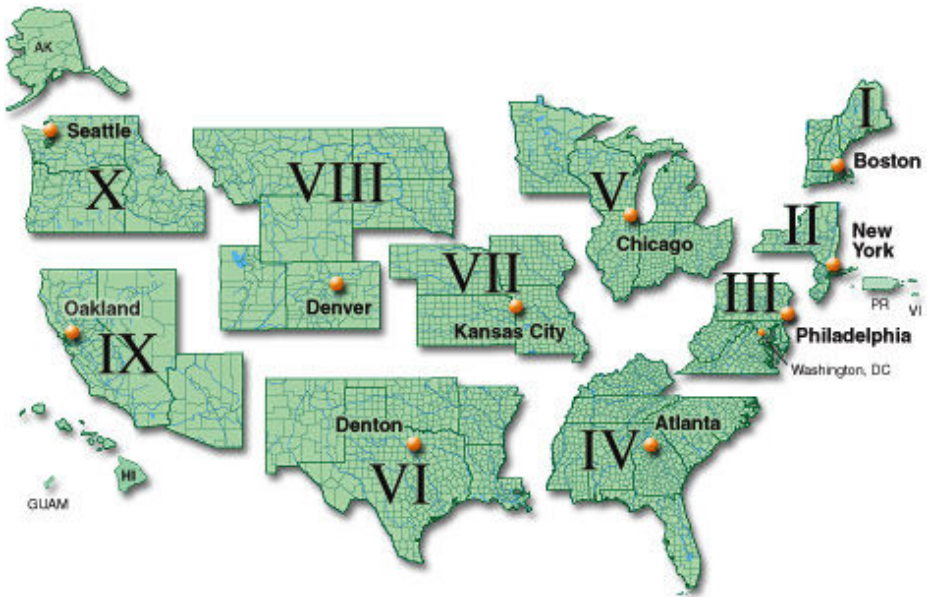
### Florida Division of Emergency Management (DEM) Regional Coordinators

The Field Services Unit supports the activities of the seven regional coordinators, who are located in Bonifay, Tallahassee, Orange Park, Orlando, Tampa, Sebring, and Pembroke Pines. Presently, the state is divided into seven different regions. Pinellas County is in Region 4 as are the following counties: Citrus, Hardee, Hernando, Hillsborough, Pasco, Polk, and Sumter. The Region coordinators are the Division's liaisons to the local governments and communities. They provide the first line of support to the community on all emergency management issues including local plan development, contract/grant and mitigation information. They interact with the communities on a daily basis to ensure coordination with the State of Florida in all four phases of emergency management.



## National and Regional Government Support

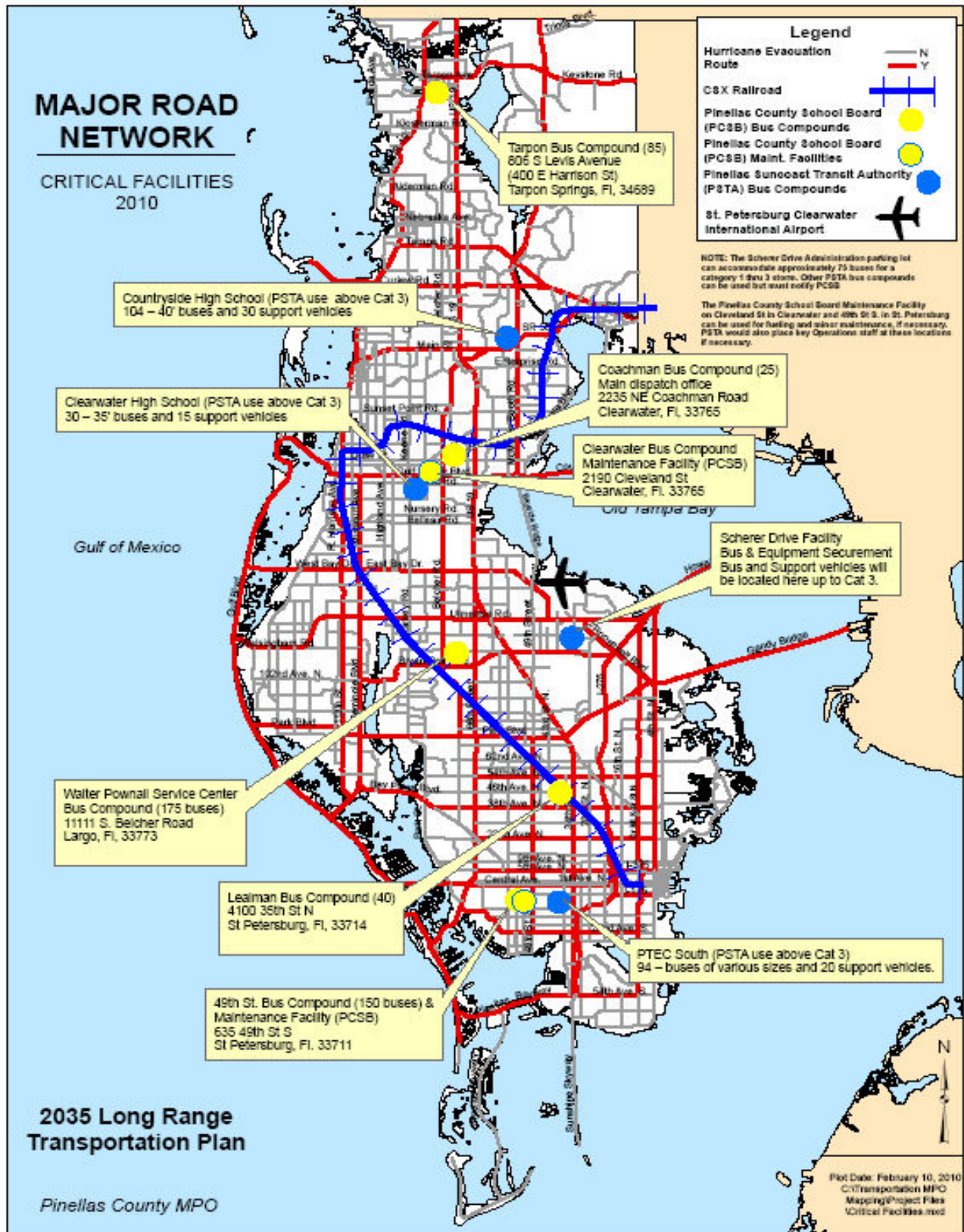
The Federal Emergency Management Agency (FEMA) has long served as the nation's lead agency in helping communities across the United States prepare for, respond to, and recover from manmade and natural disasters. After the 9 -11 terrorist attacks in 2001, FEMA became a part of the Department of Homeland Security (DHS). Its mission has now broadened to enhance nationwide capability to prepare for, protect against, respond to, recover from, and mitigate various hazards. Presently, these include hurricanes, earthquakes, tornados, floods, fires or hazardous spills, acts of nature or acts of terrorism.



FEMA has ten regional offices throughout the country that work with other federal agencies, strategic partners, as well as tribal, state, and local officials. FEMA Region IV serves and works with the state emergency management agencies of Florida, Georgia, Alabama, Mississippi, Kentucky, Tennessee, North Carolina, and South Carolina. The most common possible disasters for these states are tornados, hurricanes, and other storms that can cause flooding and flash-flooding throughout the region. Through its regional offices, FEMA also coordinates efforts with state and local emergency agencies.

# FIGURES

**FIGURE 1  
CRITICAL FACILITIES MAP**



**FIGURE 2**

**EVACUATION ROUTE MAP**

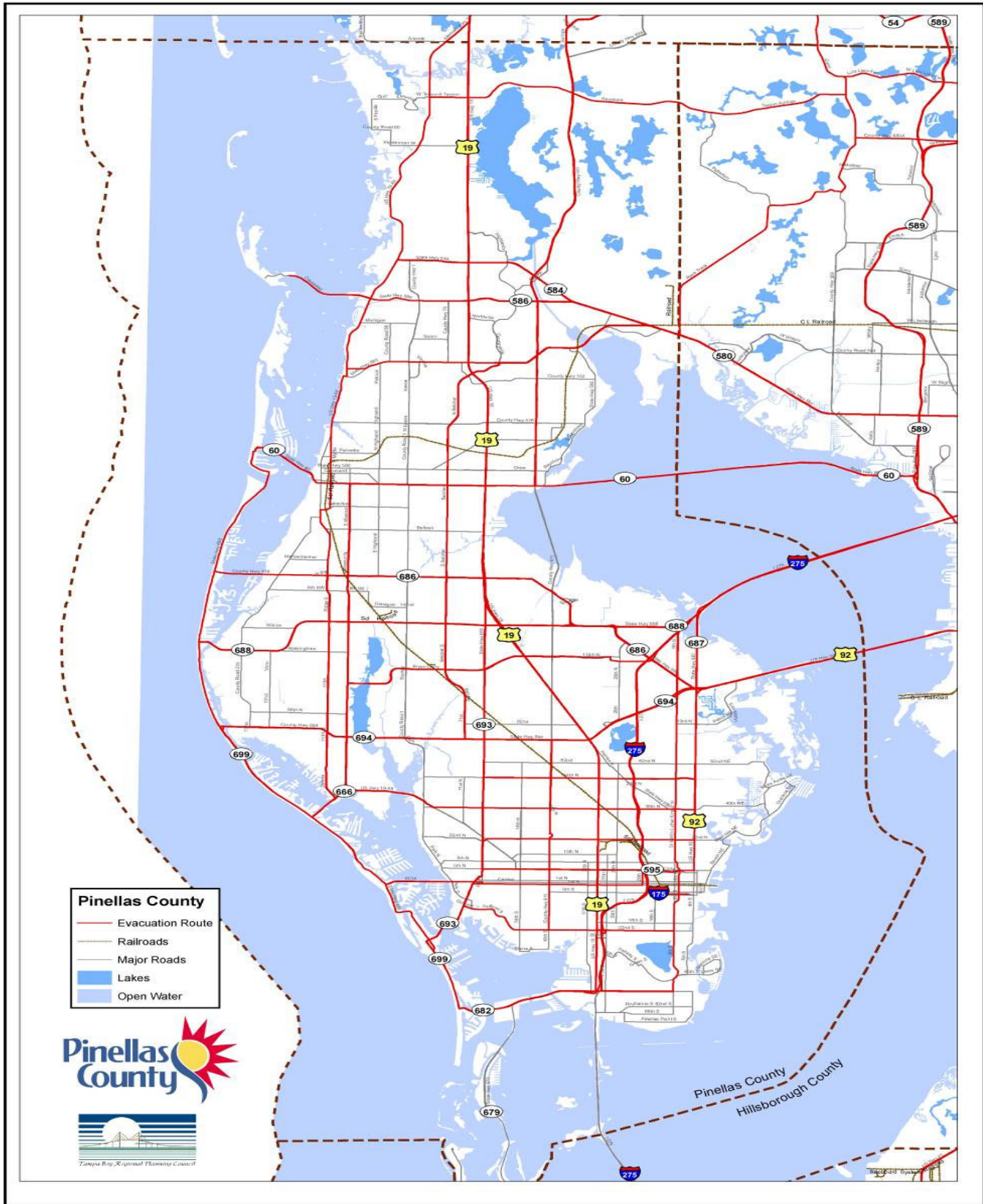
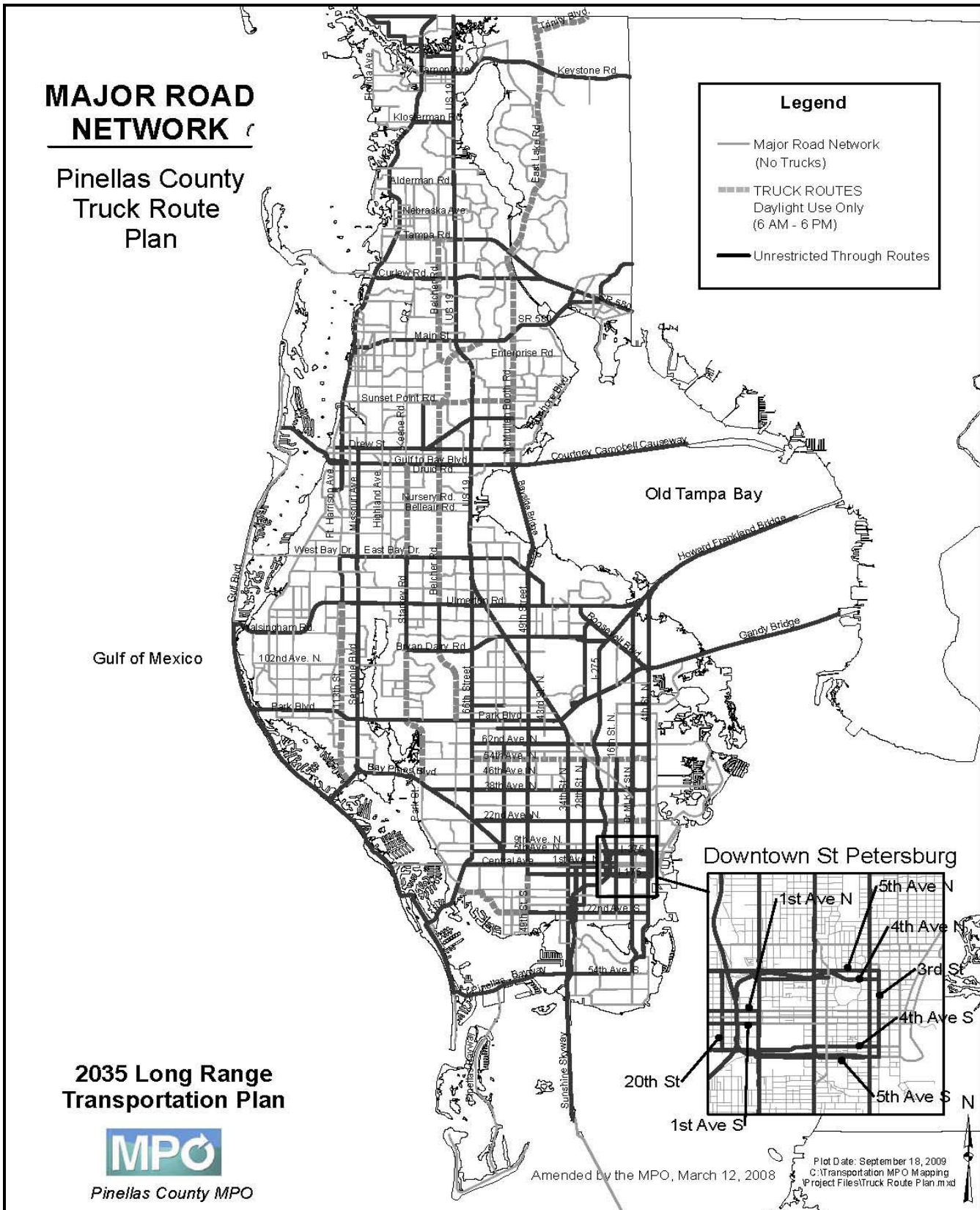


FIGURE 3

PINELLAS COUNTY TRUCK ROUTE PLAN



**FIGURE 4**

**PROJECT SAFETY & SECURITY CHECKLIST**

Considerations	Implemented Design Phase	Post Construction Review	Comments
<b>Pedestrian:</b>			
Buffer Areas			
Signage			
Enhanced Crossings			
New Sidewalks			
Sidewalk Gaps			
Colored Pavements			
Trails			
Benches			
User Amenities			
<b>Bicycle:</b>			
Bicycle Lanes			
Sidewalks			
Colored Pavements			
Bicycle Racks			
Signage			
Trails			
User Amenities			
<b>ITS Tools:</b>			
ATMS			
DMS			
White Lights			
Communication Devices			
Preemptive Controls			
Countdown Timers			
Other			
<b>ADA / Senior Zone / Youth:</b>			
Signage			
Visible Treatments			
<b>Livable Communities Tools:</b>			
Walkable Initiatives			
Landscaping			
User Amenities / Racks			
Speed Zones			
Crossing Areas			
Street Lights			
Traffic Circulation			
Design Considerations			
Park / Social Access Needs			
Neighborhood Needs			
<b>Goods / Truck Movement:</b>			
Route Descriptions			
Signage			
Clearance Needs			
Turn Radius			
Hazardous Material Transport			
<b>Overall Crash Reduction:</b>			
Identification-High Crash area			
Counter Measures			
<b>Transit / Transportation Use:</b>			
Amenities / Accommodations			
<b>Security/Evacuation/Recovery:</b>			
<b>Other:</b>			

