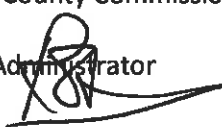




OFFICE OF THE COUNTY ADMINISTRATOR

M E M O R A N D U M

TO: The Honorable Chairman and
Members of the Board of County Commissioners

FROM: Robert S. LaSala, County Administrator 

SUBJECT: Strategic Planning Update

DATE: April 2, 2013

After several facilitated planning sessions, in 2012 the Board completed a significant strategic planning milestone - producing a set of visionary statements, principles and strategic direction intended to provide guidance to an entirely new planning approach and process. It has been a little over a year since that direction was provided to staff. This is therefore an appropriate time for staff to come back to the Board to provide an update on the status of activities and progress, to affirm the current path, and to seek the Board's direction on priorities and next steps. With that in mind, below is an agenda for the April 2, 2013, Strategic Planning Workshop:

STRATEGIC PLANNING UPDATE TO THE BOARD OF COUNTY COMMISSIONERS

The EpiCenter at the St. Petersburg College Collaborative Lab
13805 58th Street North, Largo
9:00 a.m. – 5:00 p.m.

1. Introduction and Overview
2. Progress update on 2012 BCC Strategic Direction
3. Overview of Quality Pinellas Community Process Design
4. Seek BCC Affirmation/Direction on “North Star”
 - a. Vision concepts
 - b. Mission concepts
 - c. Leadership Philosophy (values and principles and Big IDEAS)
5. Discuss/Affirm Strategic Priorities
6. Discuss/Affirm Composition of Plan Elements
 - a. Core Components
 - b. Support Components
 - c. Discussion of major challenges/strategic issues identified by Board members that should be addressed as each respective Plan Element is developed
7. Discuss/Affirm Department Strategic Plans
 - a. Linkage to 2013-14 Annual Budget
8. Discuss/Affirm Community Engagement Approaches
9. Discuss/Affirm Quality Pinellas Community Plan scheduling:
 - a. Strategic priorities
 - b. Staff development of each element for presentation to BCC
 - c. Full development of each element for adoption into Quality Pinellas Community Plan (replaces Comprehensive Plan)

ATTACHMENTS:

- The Big IDEAS
- Copy of the powerpoint for reference

LINKS:

County Strategic Planning Website: <http://www.pinellascounty.org/Plan/strategicplan/default.htm>

National Climate Assessment and Development Advisory Committee Draft Climate Assessment Report - Executive Summary: <http://ncadac.globalchange.gov/download/NCAJan11-2013-publicreviewdraft-chap1-execsum.pdf>

Pinellas County Comprehensive Plan “Compendium” - http://www.pinellascounty.org/Plan/comp_plan/14compendium/intro.pdf



Quality Pinellas Community

Pinellas County Commission Workshop

April 2, 2013

Workshop Agenda

- ▶ Introduction and Overview
- ▶ Progress update on prior 2012 BCC Strategic Direction
- ▶ Overview of Quality Pinellas Community process design
- ▶ Seek BCC affirmation/direction on “North Star”
 - Vision concepts
 - Mission concepts
 - Leadership Philosophy (*values and principles and Big IDEAS*)

Workshop Agenda

- ▶ Discuss/Affirm Strategic Priorities
- ▶ Discuss/Affirm Composition of Plan Elements
 - Major strategic priorities and upcoming workshops
 - Core components
 - Support components
 - Discussion of major challenges/strategic issues identified by Board members that should be addressed as each respective plan element is developed

Workshop Agenda

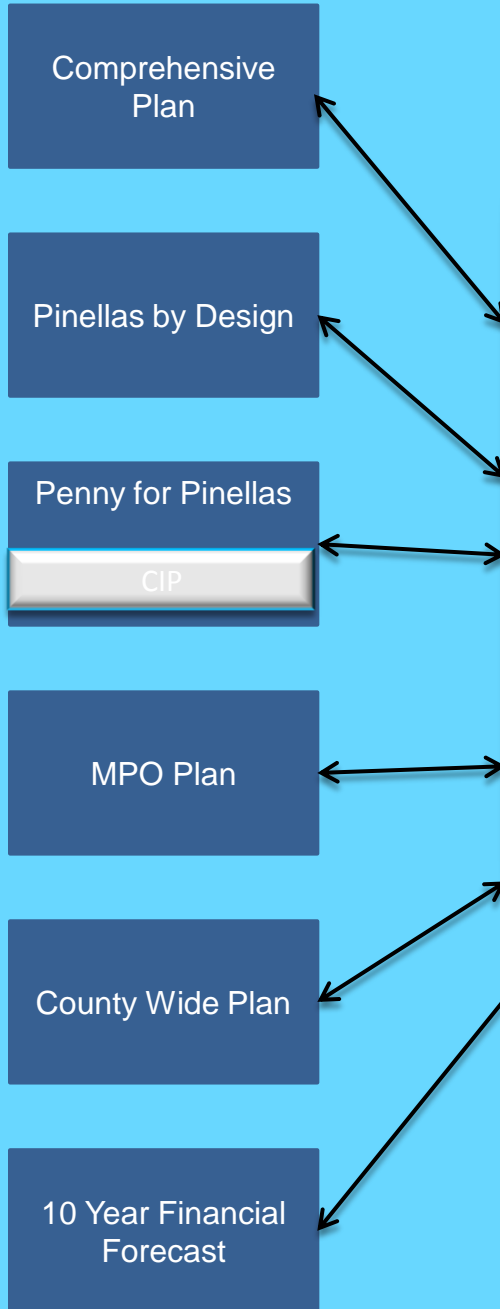
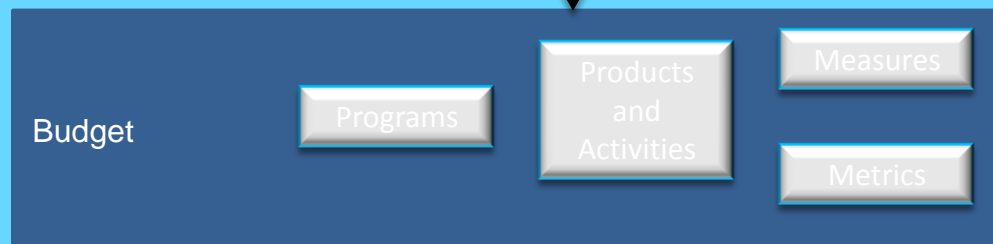
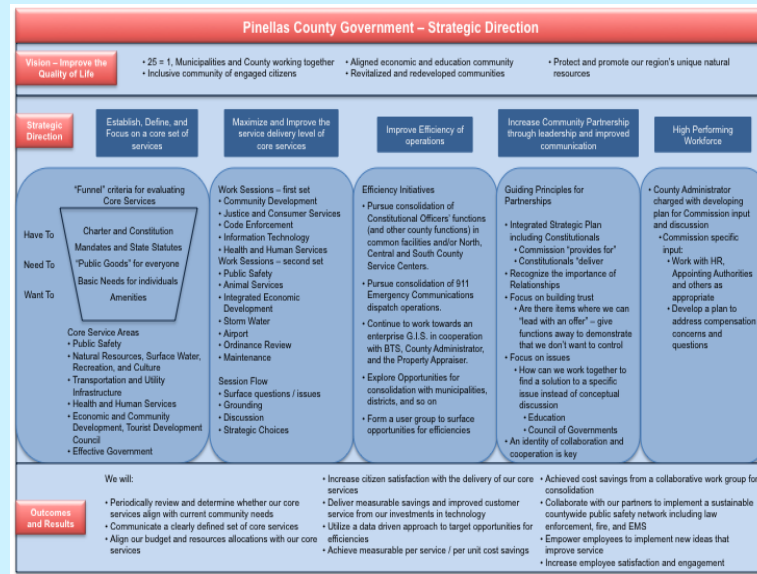
- ▶ Discuss/Affirm Department Strategic Plans
 - Linkage to 2013-14 Annual Budget
- ▶ Discuss/affirm community engagement approaches and tools
- ▶ Discuss/affirm QPC plan scheduling:
 - Strategic priorities
 - Staff development of each element for presentation to BCC
 - Full development of each element for adoption into Quality Pinellas Community Plan (*replaces Comprehensive Plan*)

Progress Update

Prior BCC Strategic Direction

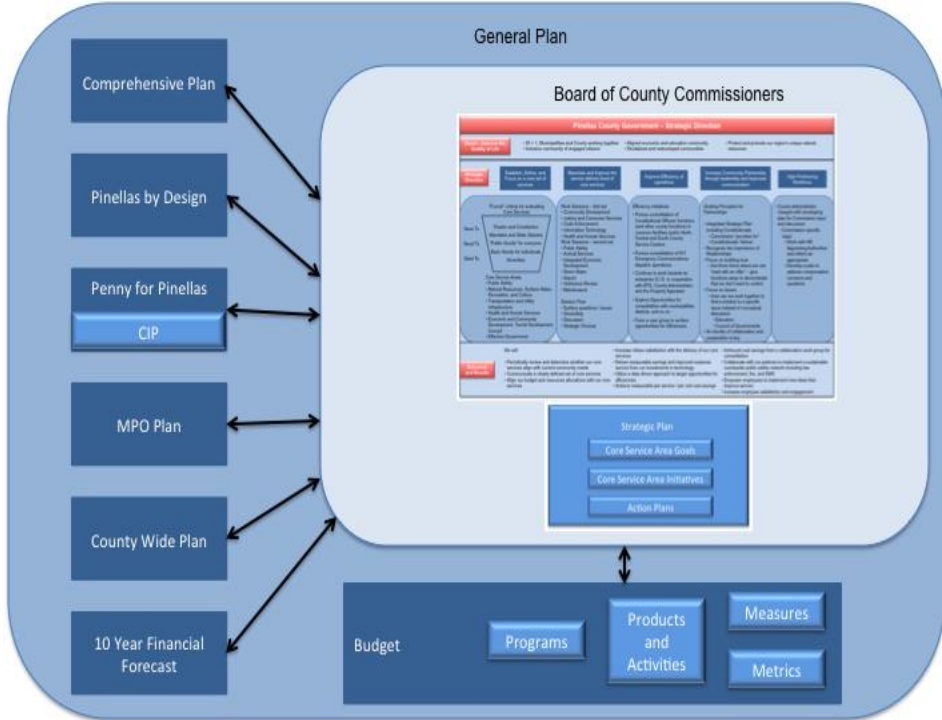
General Plan

Board of County Commissioners



General Plan Framework

- ▶ 10 Year Financial Forecast
 - Now a real driver of our strategies and action
- ▶ Program Budgeting now exists
- ▶ Developed a template for the Strategic Planning process
 - Quality Pinellas Community (QPC)
 - Becomes the framework by which the Strategic Direction you provided gets translated into action



Progress Update

Progress Update

- ▶ We're translating the Strategic Direction to a comprehensive planning and management process which will implement the direction- *Quality Pinellas Community (QPC)*
- ▶ At the same time, we've made progress on a number of items from your original Strategic Direction

Pinellas County Government – Strategic Direction

Vision – Improve the Quality of Life

- 25 = 1, Municipalities and County working together
- Inclusive community of engaged citizens
- Aligned economic and education community
- Revitalized and redeveloped communities
- Protect and promote our region's unique natural resources

Strategic Direction

Establish, Define, and Focus on a core set of services

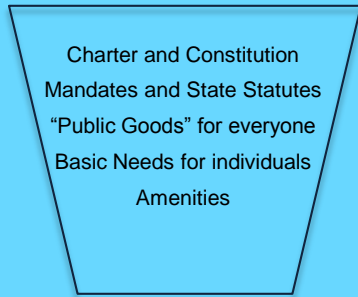
Maximize and Improve the service delivery level of core services

Improve Efficiency of operations

Increase Community Partnership through leadership and improved communication

High Performing Workforce

"Funnel" criteria for evaluating Core Services



Core Service Areas

- Public Safety
- Natural Resources, Surface Water, Recreation, and Culture
- Transportation and Utility Infrastructure
- Health and Human Services
- Economic and Community Development, Tourist Development Council
- Effective Government

Work Sessions – first set

- Community Development
- Justice and Consumer Services
- Code Enforcement
- Information Technology
- Health and Human Services

Work Sessions – second set

- Public Safety
- Animal Services
- Integrated Economic Development
- Storm Water
- Airport
- Ordinance Review
- Maintenance

Session Flow

- Surface questions / issues
- Grounding
- Discussion
- Strategic Choices

Efficiency Initiatives

- Pursue consolidation of Constitutional Officers' functions (and other county functions) in common facilities and/or North, Central and South County Service Centers.
- Implement 911 consolidation with Sheriff
- Pursue consolidation of 911 Emergency Communications dispatch operations.
- Continue to work towards an enterprise G.I.S. in cooperation with BTS, County Administrator, and the Property Appraiser.
- Explore Opportunities for consolidation with municipalities, districts, and so on
- Form a user group to surface opportunities for efficiencies

Guiding Principles for Partnerships

- Integrated Strategic Plan including Constitutionals
 - Commission "provides for"
 - Constitutionals "deliver"
- Recognize the importance of Relationships
- Focus on building trust
 - Are there items where we can "lead with an offer" – give functions away to demonstrate that we don't want to control
- Focus on issues
 - How can we work together to find a solution to a specific issue instead of conceptual discussion
 - Education
 - Council of Governments
- An identity of collaboration and cooperation is key

- County Administrator charged with developing plan for Commission input and discussion
 - Commission specific input:
 - Work with HR, Appointing Authorities and others as appropriate
 - Short Term
 - Develop a plan to address compensation concerns and questions
 - Long Term
 - Commission to define objectives and parameters of high performing workforce

We will:

- Periodically review and determine whether our core services align with current community needs
- Communicate a clearly defined set of core services
- Align our budget and resources allocations with our core services
- Increase citizen satisfaction with the delivery of our core services
- Deliver measurable savings and improved customer service from our investments in technology
- Utilize a data driven approach to target opportunities for efficiencies
- Achieve measurable per service / per unit cost savings
- Achieved cost savings from a collaborative work group for consolidation
- Collaborate with our partners to implement a sustainable countywide public safety network including law

enforcement, fire, and EMS

- Empower employees to implement new ideas that improve service
- Increase employee satisfaction and engagement

Outcomes and Results

Vision – Improve the Quality of Life

- 25 = 1, Municipalities and County working together
- Inclusive community of engaged citizens
- Aligned economic development
- Revitalized and improved quality of life

Strategic Direction

Establish, Define, and Focus on a core set of services

Maximize and Improve the efficiency of the core set of services

Establish, Define, and Focus on a core set of services

"Funnel" criteria for evaluating Core Services

Charter and Constitution
Mandates and State Statutes
"Public Goods" for everyone
Basic Needs for individuals
Amenities

Core Service Areas

- Public Safety
- Natural Resources, Surface Water, Recreation, and Culture
- Transportation and Utility Infrastructure
- Health and Human Services
- Economic and Community Development, Tourist Development Council
- Effective Government

Work Sessions – first set

- Community Development
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- Information Technology
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Work Sessions – second set

- Public Safety
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- Maintenance

Session Flow

- Surface questions / issues
- Grounding
- Discussion
- Strategic Choices

Efficiency

- Pursue consolidation with municipalities, districts, and so on
- Implement with Shared Services
- Pursue Enterprise Emergent dispatch
- Continue enterprise with BTs and the
- Explore consolidation with municipalities, districts, and so on
- Form a user group to surface opportunities for efficiencies

- Issue instead of conceptual discussion
- Education
- Council of Governments
- An identity of collaboration and cooperation is key

define objectives and parameters of high performing workforce

We will:

- Periodically review and determine whether our core services align with current community needs
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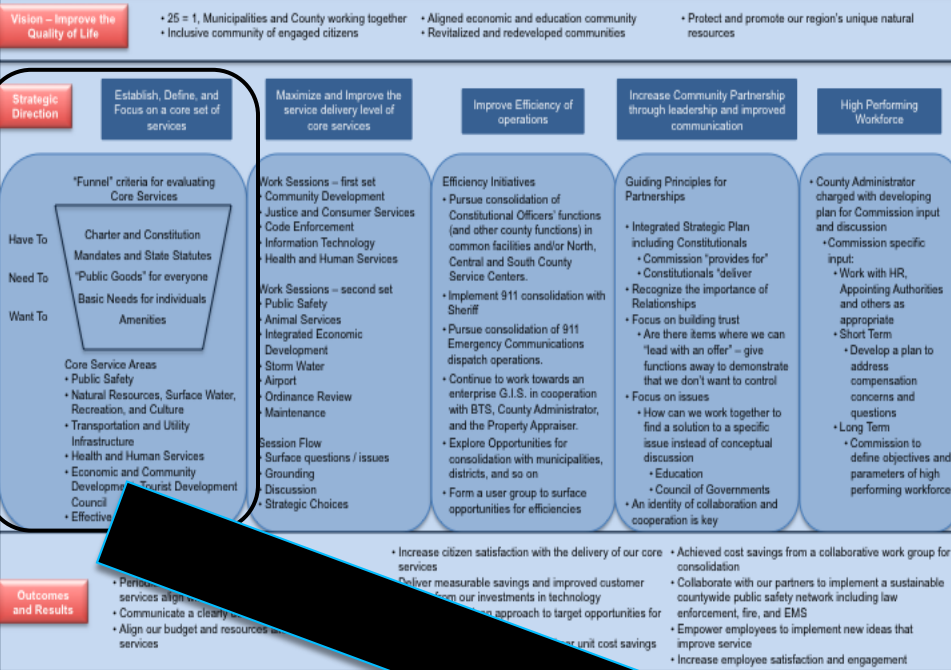
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Outcomes and Results

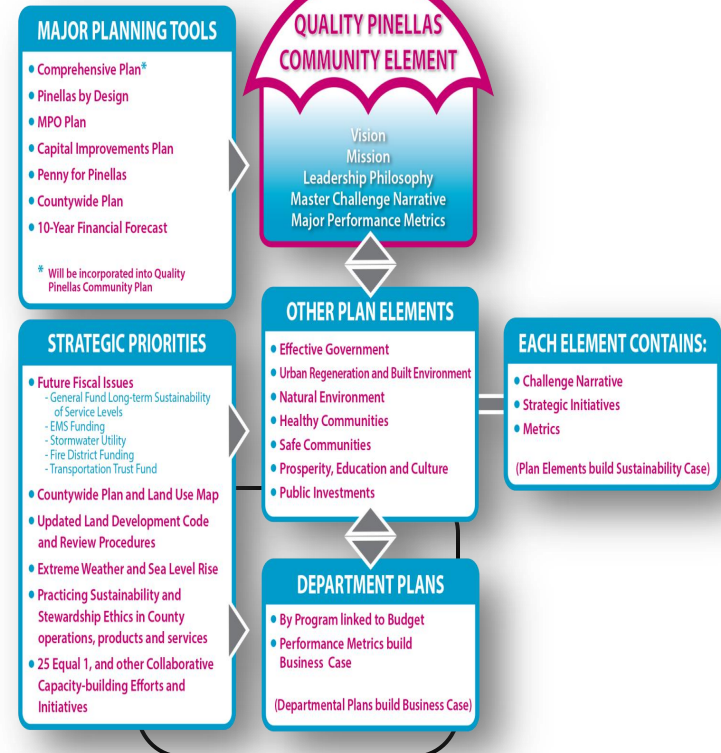
Progress Update

- ▶ We've built a number of elements which will become the framework for our core services
 - Effective Government
 - Urban Regeneration and Built Environment
 - Natural Environment
 - Healthy Communities
 - Safe Communities
 - Prosperity, Education and Culture
 - Public Investments

Pinellas County Government – Strategic Direction



QUALITY PINELLAS COMMUNITY PLAN



Pinellas County Government – Strategic Direction

Vision – Improve the Quality of Life

- 25 = 1, Municipalities and County working together
- Inclusive community of engaged citizens
- Aligned economic and education community
- Revitalized and redeveloped communities
- Protect and promote our region's unique natural resources

Strategic Direction

Establish, Define, and Focus on a core set of services

Maximize and Improve the service delivery level of core services

Improve Efficiency of operations

Increase Community Partnership through leadership and improved communication

High Performing Workforce

"Funnel" criteria for evaluating Core Services

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- Public Safety
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Work Sessions – first set

- Community Development
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Work Sessions – second set

- Public Safety
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- Maintenance

Session Flow

- Surface questions / issues
- Grounding
- Discussion
- Strategic Choices

Efficiency Initiatives

- Pursue consolidation of Constitutional Officers' functions (and other county functions) in common facilities and/or North

Central and Service Center

- Pursue consolidation of functions
- Explore consolidation of districts, and
- Form a unified opportunity

Guiding Principles for Partnerships

- Integrated Strategic Plan including Constitutionals

- County Administrator charged with developing plan for Commission input and discussion
- Commission specific

Maximize and Improve the service delivery level of core services

We will:

- Periodically review and determine whether our core services align with current community needs
- Communicate a clearly defined set of core services
- Align our budget and resources allocations with our core services
- Increase citizen satisfaction with the delivery of our core services
- Deliver measurable service from our investment
- Utilize a data driven efficiencies
- Achieve measurable
- Achieved cost savings for consolidation
- Collaborate with our partners to implement a sustainable countywide public safety network including law

Outcomes and Results

Progress Update

- ▶ Completed Work Sessions on Healthy Communities which included portions of the following points from the initial list.
 - Code enforcement
 - Justice and Consumer services
 - Community development
 - Health and Human Services
 - Economic Development

Progress Update

- ▶ Going forward we'll tackle the remaining work session topics through the build out of the Elements
 - For example
 - Public Safety – will be addressed through the Safe Communities Element

Pinellas County Government – Strategic Direction

Vision – Improve the Quality of Life

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Strategic Direction

Establish, Define, and Focus on a core set of services

Maximize and Improve the service delivery level of core services

Improve Efficiency of operations

Increase Community Partnership through leadership and improved communication

High Performing Workforce

"Funnel" criteria for evaluating Core Services

Charter and Constitution

Work Sessions – first set

- Community Development
- Justice and Consumer
- Code Enforcement
- Information

Agency Initiatives

Pursue consolidation of Constitutional Officers' functions (and other county functions) in common facilities and/or North, Central and South County Justice Centers.

Implement 911 consolidation Sheriff

Continue consolidation of 911 Emergency Communications dispatch operations.

Continue to work towards an enterprise G.I.S. in cooperation with the Property Appraiser.

Explore Opportunities for consolidation with municipalities, districts, and so on

Form a user group to surface opportunities for efficiencies

Guiding Principles for Partnerships

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 - Education
 - Council of Governments
- An identity of collaboration and cooperation is key

• County Administrator charged with developing plan for Commission input and discussion

- Commission specific input:
 - Work with HR, Appointing Authorities and others as appropriate
- Short Term
 - Develop a plan to address compensation concerns and questions
- Long Term
 - Commission to define objectives and parameters of high performing workforce

Improve Efficiency of operations

able savings and improved customer
investments in technology
given approach to target opportunities for
able per service / per unit cost savings
savings from a collaborative work group

enforcement, fire, and EMS
• Empower employees to implement new ideas that improve service
• Increase employee satisfaction and engagement

- Increase citizen satisfaction with the delivery of our core services
- Collaborate with our partners to implement a sustainable countywide public safety network including law

Progress Update

Examples of Efficiency Projects:

- ▶ DEI Merger
- ▶ Consolidation of mowing and horticulture (ROW, Parks, Preserves, County functions) in Parks and Conservation Resources
- ▶ Consolidation of capital construction and CCNA procurement activities in Purchasing
- ▶ Reassignment of the functions of the former Department of Environmental Management
- ▶ The deployment of a roving maintenance crew and regional management models within Parks and Conservations Resources
- ▶ Fleet Management merged with Real Estate Management
- ▶ Fleet Parts Supply and Inventory privatized
- ▶ Energy and Water Consumption savings initiatives
- ▶ Adoption of Space Standards and Consolidation Plan
- ▶ Fuel and Fleet Maintenance Agreement with Sheriff
- ▶ Increased use of volunteers
- ▶ Implementation of Voice Over Internet Protocol (VOIP) for voice and data
- ▶ Cell Phone stipend

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Strategic Direction

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"Funnel" criteria for evaluating Core Services

Charter and Constitution

Work Sessions – first set

- Community Development
- Justice and Consumer Services
- Code Enforcement
- Information Technology

Efficiency Initiatives

- Pursue consolidation of Constitutional Officers' functions (and other county functions) in common facilities and/or Municipal and South County Service Centers.
- Implement 911 Shared Communications

Guiding Principles for Partnerships

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Progress Update

- ▶ Kicking off a 25 = 1 project
- ▶ A number of initiatives underway using a collaborative approach
 - Healthy Communities
 - GIS
 - Sheriff / Public Safety “deep dives”
 - Building permitting for some small cities
 - Consistent data across County, SPCA, Humane Society
 - Baycare partnership regarding community health services

Pinellas County Government – Strategic Direction

Vision – Improve the Quality of Life

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Strategic Direction

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"Funnel" criteria for evaluating Core Services

Charter and Constitution

Work Sessions – first set

- Community Development
- Justice and Consumer Services
- Code Enforcement
- Information Technology

Efficiency Initiatives

- Pursue consolidation of Constitutional Officers' functions (and other county functions) in common facilities and/or North, Central and South County Police Centers.
- Implement 911 and Sheriff's Office

Guiding Principles for Partnerships

- Integrate Strategic Plan
- Constitutional Officers "provides for" Constitutional Officers "deliver"
- Recognize the importance of Relationships
- Focus on building trust
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High Performing Workforce

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- enforcement, fire, and EMS
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- Increase citizen satisfaction with the delivery of our core services
- Collaborate with our partners to implement a sustainable countywide public safety network including law

Progress Update

- ▶ Achieve Global training
- ▶ Job leveling and re-leveling
- ▶ Compensation
- ▶ High Performing Organization (HPO)
- ▶ Going forward, the majority of the work on this topic will happen within the Effective Government Element

QUALITY PINELLAS COMMUNITY PLAN

MAJOR PLANNING TOOLS

- Comprehensive Plan*
- Pinellas by Design
- MPO Plan
- Capital Improvements Plan
- Penny for Pinellas
- Countywide Plan
- 10-Year Financial Forecast

* Will be incorporated into Quality Pinellas Community Plan

QUALITY PINELLAS COMMUNITY ELEMENT

Vision
Mission
Leadership Philosophy
Master Challenge Narrative
Major Performance Metrics

OTHER PLAN ELEMENTS

- Effective Government
- Urban Regeneration and Built Environment
- Natural Environment
- Healthy Communities
- Safe Communities
- Prosperity, Education and Culture
- Public Investments

EACH ELEMENT CONTAINS:

- Challenge Narrative
- Strategic Initiatives
- Metrics

(Plan Elements build Sustainability Case)

STRATEGIC PRIORITIES

- **Future Fiscal Issues**
 - General Fund Long-term Sustainability of Service Levels
 - EMS Funding
 - Stormwater Utility
 - Fire District Funding
 - Transportation Trust Fund
- Countywide Plan and Land Use Map
- Updated Land Development Code and Review Procedures
- Extreme Weather and Sea Level Rise
- Practicing Sustainability and Stewardship Ethics in County operations, products and services
- 25 Equal 1, and other Collaborative Capacity-building Efforts and Initiatives

DEPARTMENT PLANS

- By Program linked to Budget
- Performance Metrics build Business Case

(Departmental Plans build Business Case)

The Planning and Management Approach

- ▶ Quality Pinellas Community (QPC) is an on-going sustainability planning and adaptive management **process** undertaken by the Pinellas County Commission.
- ▶ QPC is a visionary, mission-driven, holistic and integrated approach.

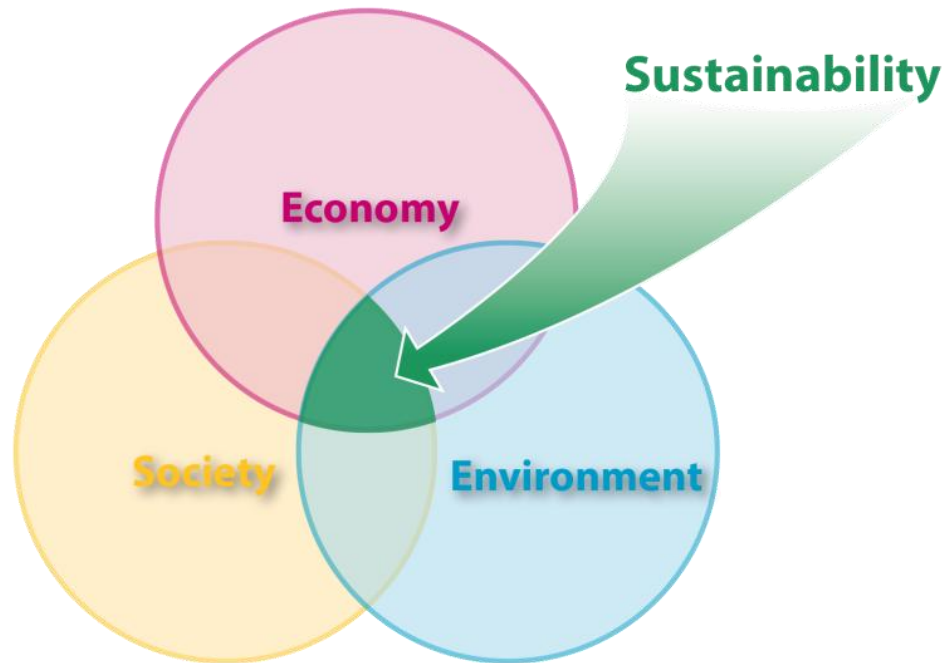
Vision Concepts

- ▶ The broad *vision* of QPC is to produce a sustainable “community of communities” that meets the needs of the present without compromising the future.
- ▶ Incorporates BCC 2012 Strategic Direction Vision Concepts:
 - 25 Equal 1, Municipalities and County working together
 - Inclusive community of engaged citizens
 - Aligned economic and education community
 - Revitalized and redeveloped communities
 - Protect, promote our region’s natural resources

Vision Concepts

- ▶ Incorporates existing Comprehensive Plan Principles and Values
 - **Principle 1:** *Sustainability is fundamental to every county policy, plan and decision, to ensure that our actions today do not compromise the quality of our future.*
 - **Principle 2:** *Pinellas County is committed to meeting its existing needs without compromising the ability of future generations to meet their needs.*
 - **Principle 3:** *The long-term impacts of each policy decision will be evaluated to ensure that they do not compromise a sustainable future.*

A Quality Community is Sustainable



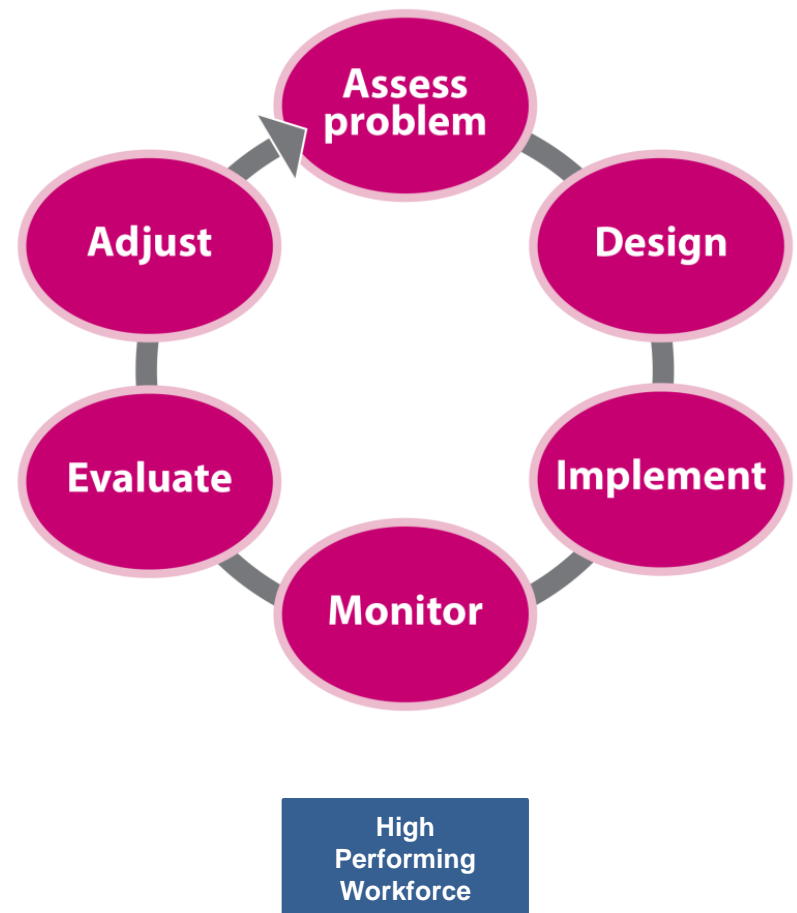
Sustainability acknowledges the interdependence of society, the economy and the environment, and it encourages long-term strategic thinking that promotes effective stewardship of our natural, social and economic resources.

The Vision Narrative and Statement

- ▶ Vision will evolve as the QPC process continues.
- ▶ Vision narrative and statement will incorporate citizen needs, aspirations and values as reflected in:
 - Opinion surveys
 - Focus Groups
 - Direct deliberation and collaboration with citizen-stakeholders
 - Other tools of community engagement

Mission Concepts

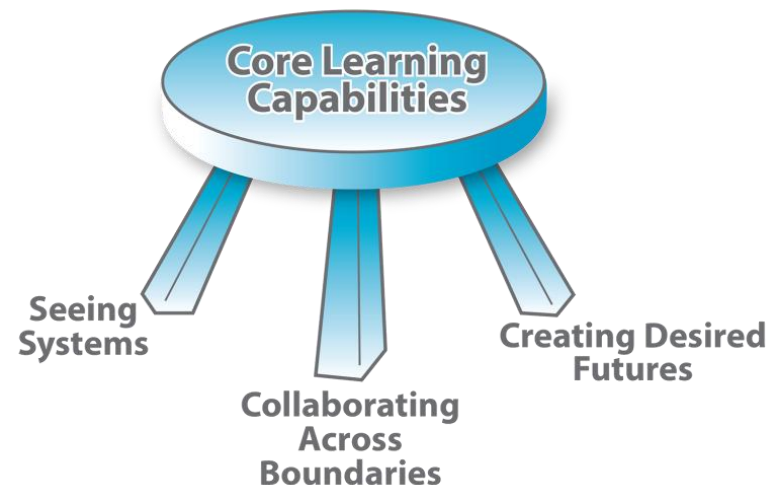
- ▶ The mission of Pinellas County Government (PCG) is to bring the vision to life by helping to build a sustainable economy, an attractive quality of life, and a protected and restored environment.
- ▶ PCG, in order to be publicly credible and exemplary, must practice adaptive management at high levels of performance.
- ▶ PCG must conduct its operations and deliver its products and services mindful of the ethics of sustainability and stewardship of the resources entrusted to it.



High Performance Capabilities

► **Three capabilities are needed to perform at high levels:**

1. To think in systems, to understand PCG as a part of larger systems of private, non-profit and other public stakeholders that interrelate and depend on each other
2. To collaborate with others across “siloed” boundaries within and outside of PCG
3. To create a desired future of Pinellas County and to pursue the vision through the mission of the organization



Leadership Philosophy

- ▶ A *leadership philosophy* reflects the values, organizing principles and BIG IDEAS implicit in the BCC's strategic direction, including the QPC Vision and Mission.
- ▶ The leadership philosophy describes the organization's ways and means of providing leadership, and generally communicates the behaviors expected of leaders.
- ▶ A written leadership philosophy descriptive narrative and a summary statement will be developed for BCC affirmation after the April 2 workshop.

LEADERSHIP PRINCIPLES SET BY BCC: The Commission will use the following principles when providing direction and making decisions.

Governance

- ▶ Govern proactively through the strategic planning process while also responding to important emerging issues.
- ▶ Govern at the level closest to the citizen (e.g. in, by, or through, strategic partners) where large infrastructure or public investment isn't necessary or already in place.
- ▶ Govern at the County level where consistency and/or county wide governance are important.
- ▶ Consider both the current and future impact of our decisions.

Decision Making

- ▶ Provide consistency and efficiency by using an enterprise approach with systems and processes while meeting specific business requirements.
- ▶ Make decisions as a commission with appropriate levels of public input, based upon the complexity, public interest, and fiscal impact of the issue.

Financial

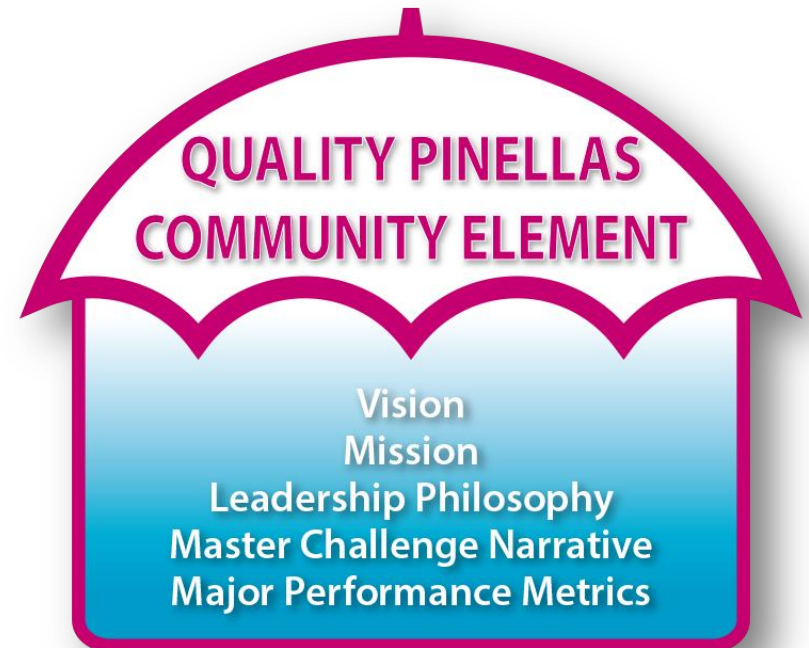
- ▶ Align the beneficiary(ies) of a service with the funding source for that service, where appropriate.
- ▶ Maximize our returns by undertaking a level of risk commensurate with our public / fiduciary responsibilities.
- ▶ Utilize “pay as you go” funding strategy unless there is a financial advantage or long – term public benefit from debt financing.
- ▶ Deliver service in the most cost effective way while meeting established service standards.

Other

- ▶ Collaborate to break down barriers that exist which impact service delivery and quality.
- ▶ Provide the highest level of accountability considering the community impact, dollar value, and cost of administering the accountability system.
- ▶ Leverage technology and information systems over manual processes, especially in high volume transaction areas considering cost / sustainability / reduction in redundancy.

“North Star”

- ▶ **The vision, mission, leadership philosophy** *(values, principles and BIG IDEAS)* **taken together, describe the navigational “North Star” of the QPC process.**



BCC DISCUSSION OF NORTH STAR

Strategic Priorities

- ▶ Future Fiscal Issues
 - General Fund Long-term Sustainability of Service Levels
 - EMS Funding
 - Storm Water Utility
 - Fire District Funding
 - Transportation Trust Fund
- ▶ Countywide Plan and Land Use Map
- ▶ Updated Land Development Code and Review Procedures
- ▶ Extreme Weather and Sea Level Rise
- ▶ Practicing Sustainability and Stewardship Ethics in County Operations, Products and Services
- ▶ **25 Equals 1** and Other Collaborative Capacity-Building Efforts and Initiatives

A brief summary discussion of each Strategic Priority will be held at workshop.

The workshop goal is to define the list and discuss status; not to set strategy.

Scheduled Workshops: Strategic Priorities:

37

- ▶ April 18: Future Fiscal Issues
- ▶ May 16:
 - a) Urban Regeneration Strategies/Land Development Code; and
 - b) Stormwater Management Initiative
(*Focus on Stormwater Utility Fee Program*)
- ▶ Other Strategic Priority Workshops will be scheduled after the Budget is adopted.

BCC DISCUSSION OF STRATEGIC
PRIORITIES LIST AND STATUS

Quality Pinellas Community ELEMENTS

Complex And Interconnected

39

- ▶ Each QPC Element is organized by functional area.
- ▶ The interactions within and among the elements are interrelated and complex.
- ▶ Challenges are analyzed and strategies are developed in an integrated, systemic and holistic way.

PLAN FOR A QUALITY PINELLAS COMMUNITY



ELEMENT

Effective Government, Capacity-Building

40

CORE COMPONENTS

- ▶ **Workplace cultural transformation initiatives**
- ▶ **Support Services:**
 - County Attorney
 - Purchasing
 - Fleet
 - Risk
 - OMB
 - Human Resources
 - Technology
 - Communications
 - Human Rights
- ▶ **Element contains strategic initiatives designed to build and sustain the organization's *capacities* in these categories:**
 - Leadership/Management
 - Fiscal
 - Technical
 - Citizen-Stakeholder Support

CORE COMPONENTS

- ▶ Land Use and Future Land Use Map
- ▶ Urban Design
- ▶ Housing
- ▶ Balanced Transportation System
- ▶ **Public Facilities** (*Wastewater Treatment and Reuse, Potable Water, Solid Waste, Parks & Public Lands, Public Buildings, Surface Water Mgt., Energy*)
- ▶ **Concurrency**
- ▶ **Planning**
- ▶ **Community Redevelopment Areas**
- ▶ **Building and Development Review Services** (*BDRS*)

SUPPORT COMPONENTS

- ▶ Economic Development
- ▶ Public Education
- ▶ Community Development
- ▶ Transportation – Airport
- ▶ Natural Environment
- ▶ Emergency Management

ELEMENT

Natural Environment

42

CORE COMPONENTS

- ▶ Non-coastal and coastal environments
- ▶ Resource Management & Preserves
- ▶ Beach Re-nourishment
- ▶ Air Quality
- ▶ Surface Water Management
- ▶ Aquifer Recharge and Protection
- ▶ Climate Change and Sea Level Rise

SUPPORT COMPONENTS

- ▶ Parks
- ▶ Planning
- ▶ Public Facilities
- ▶ BDRS

ELEMENT

Healthy Communities

43

CORE COMPONENTS

- ▶ Health & Human Services
- ▶ Community Development
- ▶ Code Enforcement
- ▶ Veterans Services
- ▶ Justice & Consumer Services

SUPPORT COMPONENTS

- ▶ Economic Development
- ▶ Housing
- ▶ BDRS
- ▶ Animal Services
- ▶ Public Facilities
- ▶ Planning
- ▶ Air Quality
- ▶ EMS
- ▶ Mosquito Control
- ▶ Health Department

ELEMENT

Safe Communities

44

CORE COMPONENTS

- ▶ EMS
- ▶ Fire and Rescue
- ▶ Law Enforcement
- ▶ Emergency Management
- ▶ Justice & Consumer Services
- ▶ Animal Services

SUPPORT COMPONENTS

- ▶ BDRS
- ▶ Planning
- ▶ County Attorney
- ▶ Utilities
- ▶ Transportation
- ▶ Code Enforcement

ELEMENT

Prosperity, Education & Culture

45

CORE COMPONENTS

- ▶ Economic Development
- ▶ STAR Center
- ▶ Tourism Development (CVB)
- ▶ Transportation – St. Pete-Clearwater International Airport
- ▶ Public Education
- ▶ Library Cooperative
- ▶ Extension Services
- ▶ Preserve Education Centers
- ▶ Arts and Creativity
- ▶ Historic Preservation
- ▶ Heritage Village
- ▶ Florida Botanical Gardens

SUPPORT COMPONENTS

- ▶ Planning
- ▶ Housing
- ▶ BDRS
- ▶ Public Facilities
- ▶ Natural Environment
- ▶ Transportation
- ▶ Community Development

ELEMENT

Public Investment

46

CORE COMPONENTS

- ▶ **CIE/CIP**
- ▶ **County Budget** (*OMB*)
- ▶ **Tax Increment Financing**

SUPPORT COMPONENTS

- ▶ **Program Budgeting**
- ▶ **Planning**
- ▶ **DEI**

Department Strategic Plans

- ▶ Each department completed a “lite” version of a Department Plan in March of this year.
- ▶ In these quick-turnaround plans (45 days), departments identified **challenges** and **initiatives** designed to respond to those challenges.
- ▶ As a part of the planning process, departments also identified various **strategies** for accomplishing the initiatives.
- ▶ Those strategies will begin to roll into **annual budget development** for FY 2013/2014.
- ▶ Department Plans are not intended to be static. They are intended to be **dynamic, responsive and adaptive** ; updated at least once a year.
- ▶ They should ultimately **provide a continuum** between the County’s visionary “planning” and its action-oriented, program-driven “budgeting.”
- ▶ Importantly, they will also influence the content of the **individual Elements** of the QPC Plan.

Community Engagement Via Deliberation and Collaboration

- ▶ QPC offers a diversity of community engagement approaches. Tools include:

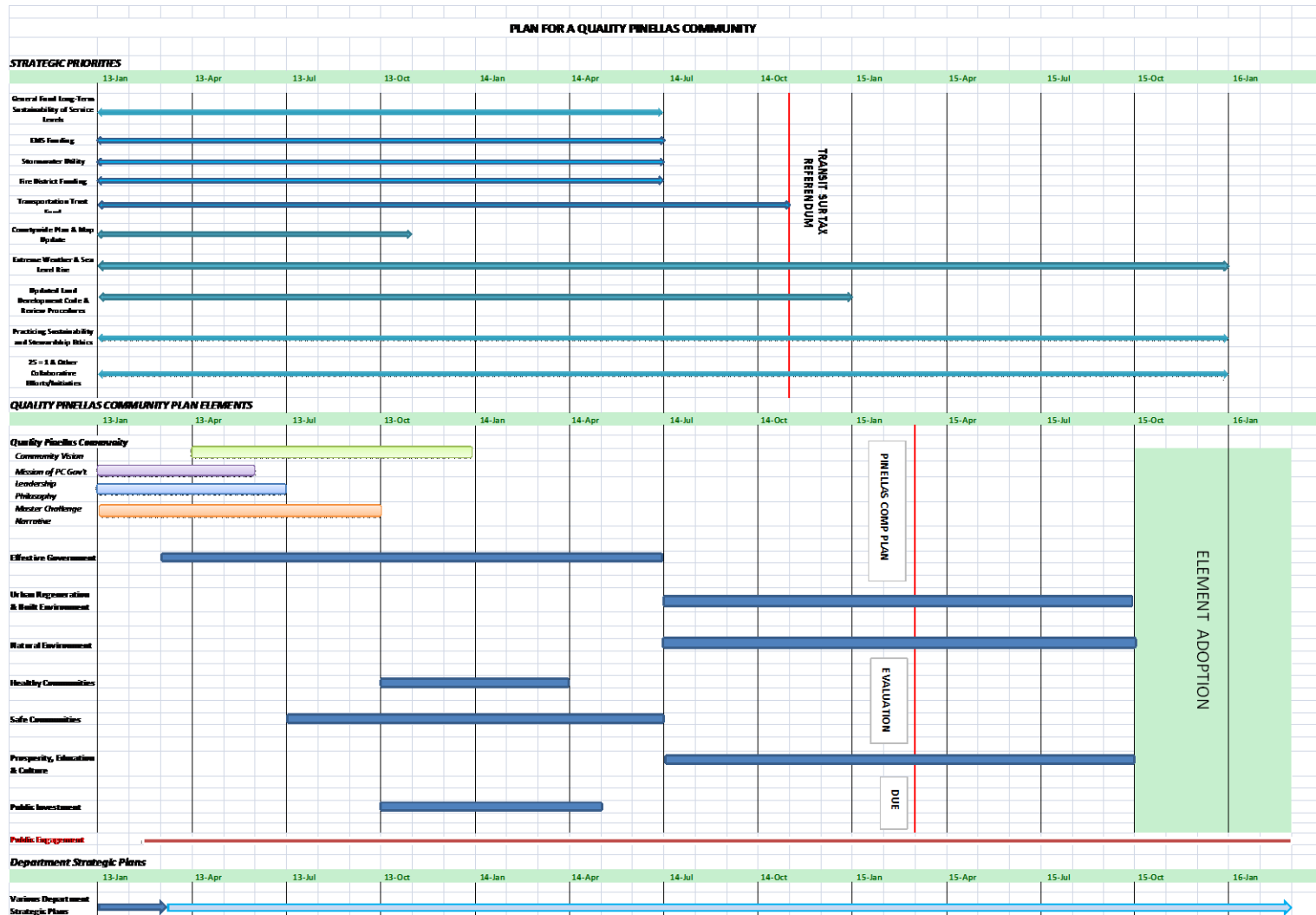
- Opinion Surveys
- Focus Groups
- Media Relations
- Community Forums
- Webinars
- Other

Many Strategic Initiatives have distinctive community engagement strategies.

From BIG IDEA #4:

- ▶ Bring together collaborative stakeholders to work in common cause for the common good
- ▶ Integrate the interests and the initiatives of other parties, building coalitions of reciprocal support for initiatives that aspire to a common vision
- ▶ Mobilize effective action on behalf of engaged citizens

Scheduling





QUALITY PINELLAS COMMUNITY
BIG IDEAS

April 2013

DRAFT

Ver. 3 / 03-25-13

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Quality Pinellas Community is an on-going sustainability planning and adaptive management process undertaken by the Pinellas County Commission.

This summary narrative discusses several of the “Big Ideas” used in the QPC process.



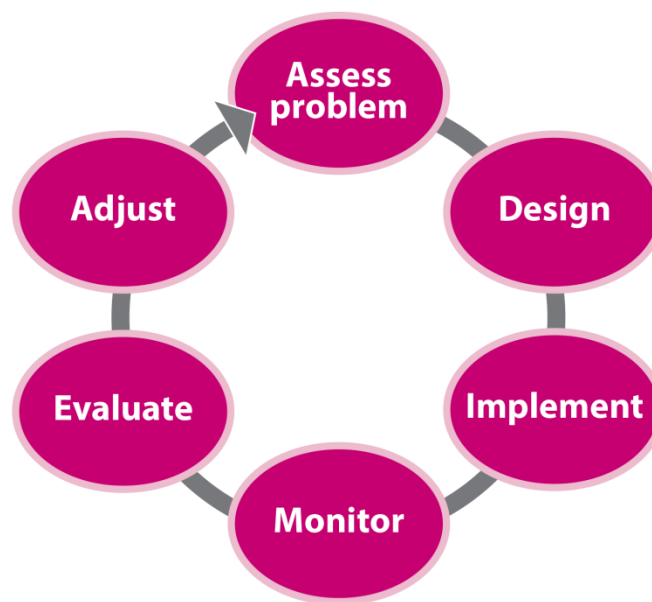
BIG IDEA #1:

A Visionary, Mission-Driven, Holistic and Integrated Approach

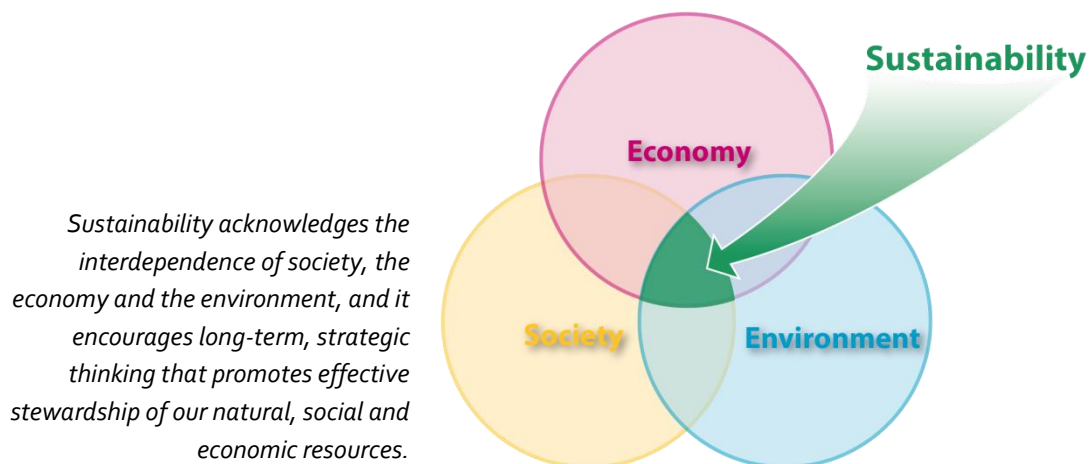
The broad *vision* of QPC is to produce a sustainable “community of communities” that meets the needs of the present without compromising the future.

The mission of county government, through the services and leadership it provides, is to help bring this evocative vision to life.

Bringing the vision to life demands a high-performing organization that practices **Adaptive Management**.ⁱ The organization constantly assesses challenges and problems; designs and implements responses; monitors, measures performance and makes adjustments as more is learned. Features of this approach include continuous learning, recognition that knowledge is limited and that risks are often necessary, and the expectation of the unexpected. Flexibility, an understanding of options, and a capacity to change course as necessary are required. An ethos that recognizes and embraces the reality of change characterizes adaptive management and enables effective adaptations to challenges. Adaptation is considered the adjustment in natural or human systems to a new or changing environment that exploits beneficial opportunities or moderates negative effects.ⁱⁱ QPC is an adaptive management process.



Pinellas County, as the most densely populated and built-out county in Florida, must simultaneously address three aspects of urban regeneration and redevelopment: a) economic development and opportunity, b) social cohesion and stability, and c) the condition of the natural and built environment. The three are interdependent. If one of these components is damaged, the health of the other two is threatened. QPC, understood as an urban regeneration strategy, seeks to create conditions for the flourishing of economic, social and natural forms of life, including human life. Respected MIT scholar and author Peter Senge writes, "(A) regenerative society is a flourishing society ... (It's) not about giving up; it's about rediscovering what we most value. It is about making **quality in living** central in our communities, businesses, schools, and societies. It is about reconnecting with ourselves, one another and our fellow non-human inhabitants on earth."ⁱⁱⁱ (*Emphasis added*).



A holistic and integrated approach produces knowledge about the consequences, trade-offs and synergies involved with addressing complex and interrelated challenges to the economy, quality of life (society), and natural and built environment. If the components are understood holistically and are in reasonable harmony, communities and the individuals that inhabit them are able to integrate responses to challenges and to stay healthy and self-sufficient.

As Senge suggests, QPC emphasizes the **quality** of urban regeneration and redevelopment: the resilience of the natural and built environment and the well being of people and the communities they inhabit. The Pinellas County Comprehensive Plan, which the QPC process ultimately will replace, affirms this emphasis with these principles:

- Principle 1: *Sustainability is fundamental to every county policy, plan and decision, to ensure that our actions today do not compromise the quality of our future.*
- Principle 2: *Pinellas County is committed to meeting its existing needs without compromising the ability of future generations to meet their needs.*
- Principle 3: *The long-term impacts of each policy decision will be evaluated to ensure that they do not compromise a sustainable future.*

The vision, mission, leadership philosophy (values, principles and BIG Ideas) taken together, describe the “North Star” toward which the leadership, planning and management activities of the QPC process navigate. The process must focus individuals, organizations and society at large on a broad aspirational vision of a “*quality* community of communities.” This “end in mind” demands transformative change away from unsustainable, unhealthy and unsafe trends and conditions to a more enduring, steady and sure course. Continuing improvement in the capacity to adapt to challenges through time is demanded. So is a sense of urgency. The longer unsustainable trends and conditions persist, the worse they can become, and the more expensive they are to reverse.

This way of understanding quality evokes resiliency: the capacity to “reset,” to defend against, adapt to and regenerate after economic, social and environmental distresses.

The following quote captures the essence of charting a course in alignment with the North Star: “Whole new visions and forms of reasoning must drive the transition. New thinking begins with an accurate understanding of our current challenges and the beliefs, assumptions and values that produced the problems in the first place. It also requires rethinking what we stand for, how we want to live and what we want to achieve in the future.”ⁱⁱⁱ

This visionary, mission-driven, holistic and integrated approach to sustainability planning coupled with resilient, adaptive management is our guiding **BIG IDEA**.





BIG IDEA #2:

No Single Cause/No Simple Solution to Challenges Faced

The interactions among the challenges facing Pinellas County as a “community of communities” are unpredictable and seemingly endless in their possibilities and complexity. There is no single cause and no simple solution to challenges.

A respected federal advisory committee to the president and Congress observes of the complex, interconnected and unpredictable nature of many challenges, “(They) involve unexpected break-points or thresholds beyond which there are irreversible changes or changes of higher magnitudes than expected based on previous experience. These “tipping points” are very hard to predict, as there are many uncertainties associated with understanding future conditions.”^{iv}

Challenges cannot be understood and responded to in isolation from each other. Senge writes, “If we see each problem—be it water shortages, climate change or poverty—as separate, and approach each separately, the solutions we come up with will be short-term, often opportunistic ‘quick fixes’ that do nothing to address deeper imbalances.”^v Rather, complex interrelated challenges demand equally complex integrated responses. Senge also writes, “Seeing the deeper pattern that connects many different problems is crucial if we are to move beyond piecemeal reactions and create lasting change.”^{vi} Senge continues with four insights that apply to many challenges facing Pinellas County and to the nature of the responses to those challenges the QPC process envisions:

1. Thoughtful people see arising problems earlier than the rest of us.
2. These people begin to understand how severe those problems are.
3. The combination of deep concern and sense of possibility for a better future causes them to think differently about the problems and how the problems are interconnected.
4. Different ways of thinking lead to different ways of acting. By focusing on long-term strategies, groups and organizations begin to take into account the larger systems in which they operate, instead of simply fixing isolated problems.^{vii}

The QPC process contains elements that integrate related core service functions of Pinellas County government. Every element and each constituent core function—from public safety to environment and infrastructure—has its own set of complex challenges that evince “no single cause/no simple solution;” challenges replete with deeper patterns, break-points, thresholds and tipping points.

OTHER PLAN ELEMENTS

- **Effective Government**
- **Urban Regeneration and Built Environment**
- **Natural Environment**
- **Healthy Communities**
- **Safe Communities**
- **Prosperity, Education and Culture**
- **Public Investments**

Moreover, each county department has a tactical strategic plan that links to the various projects and programs funded in the annual budget. This helps ensure that sound strategy linked to the big picture drives budget decisions.

DEPARTMENT PLANS

- **By Program linked to Budget**
- **Performance Metrics build Business Case**

Other major county plans are integrated into the QPC process. These include:

- Comprehensive Plan
- Pinellas by Design
- MPO Plan
- Capital Improvements Plan
- Penny for Pinellas
- Countywide Plan
- 10-Year Financial Forecast

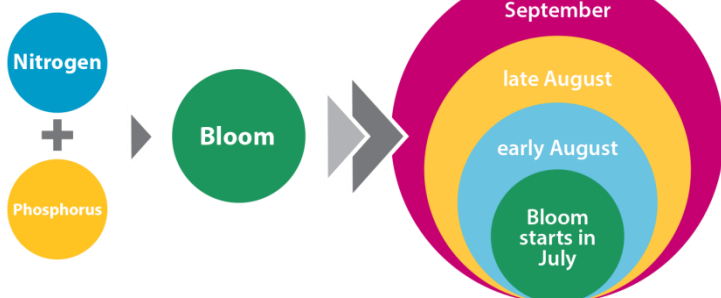
The QPC approach to planning and management is designed to build understanding of challenges and to develop and implement integrated strategic responses to them. The QPC process includes Challenge Narratives that produce evidence-based empirical analysis of challenges. These narratives comprise the platforms from which specific strategic initiatives are launched.

Depicted below, by way of example, are some of the challenges facing the most distressed Pinellas communities. These complex challenges demand integrated, “big picture” approaches because the drivers of the challenges are interconnected. A noted expert helps make these connections when he writes, “Environmental degradation ... aggravates and, in turn, is aggravated by poverty and other forms of social distress. Poverty has many faces. It is hunger. It is lack of adequate shelter. It is being sick and not having access to healthcare. Poverty is the death of a child due to illness caused by polluted air or water.”^{viii}



The following exemplifies a “tipping point” being reached when periodic algae blooms impact Tampa Bay. These algae blooms have negative economic, social and environmental consequences.

Ecological Tipping Point



The integrated planning template for the QPC process is shown here:

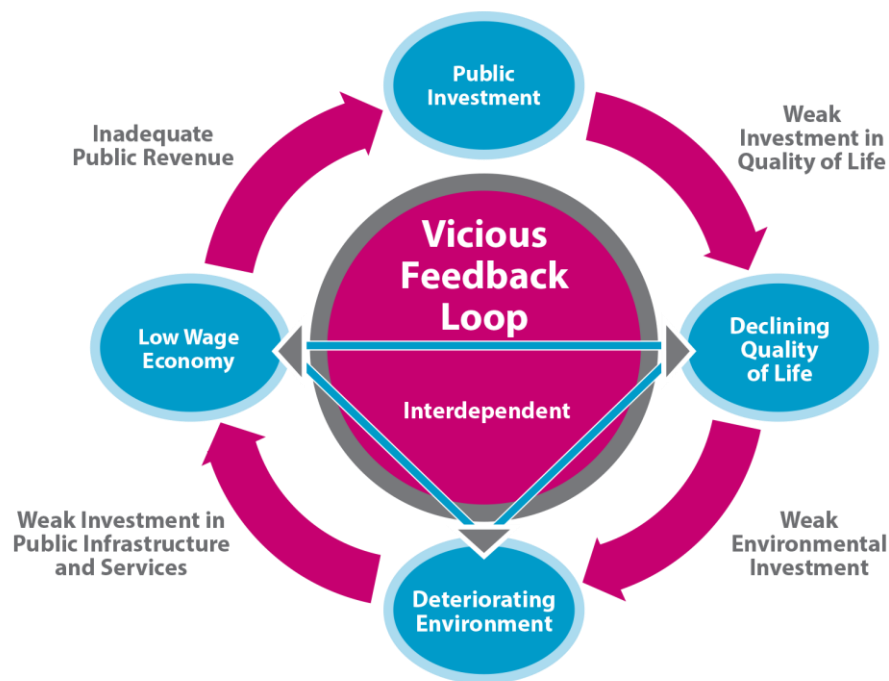




BIG IDEA #3:

Breaking Vicious Feedback Loops

Many public challenges present themselves in **vicious feedback loops**. These unsustainable cycles occur as investments in services and infrastructure decline to imprudent levels. Economic, social and natural capital resources are depleted at rates faster than their production. Turning these vicious loops into reinforcing, self-generating **virtuous feedback loops** is a major goal of QPC.



BIG IDEA #4:

Comprehensive, Collaborative and Community-centric Initiatives

The best means of responding to the challenges involves another Big Idea: to deploy an array of diverse community-centric strategic initiatives collaboratively. This comprehensive approach demands the combined commitments of public, private and non-profit sectors to help foster Quality Pinellas Community.

No one entity or sector of society acting by itself—whether a government agency, corporation or non-profit—can address sustainability issues alone. No single organization has the understanding, the credibility or the authority to effect real change without connecting with others and acting collaboratively. Core sustainability issues like water, energy, health and human services, transportation and climate change demand partnerships and networks. Such

inter-sector collaborators build reciprocal relationships and help each other learn and do the hard work of forging and implementing responses to challenges.

Efficiencies and synergies are gained when stakeholders communicate with each other, share resources, and generally work holistically and in common cause to respond to challenges. This applies to Pinellas County Government both internally and externally. Internally, bureaucratic silos must be broken down; separate organizational units must learn how to collaborate together. Moreover, external linkages to collaborations among Tampa Bay regional stakeholders and to relevant initiatives beyond the region are important.

Government agencies play a carefully crafted and consensus-based support role as elected leaders oversee public policy making and the provision of public services and use the power of office strategically to:

- Bring together collaborative stakeholders to work in common cause for the common good
- Facilitate efficient problem solving
- Integrate the interests and the initiatives of other parties
- Mobilize effective action on behalf of engaged citizens

The hope is that through combined community-centric approaches, the complex challenges will “meet their match” as equally complex and collaborative strategic initiatives respond to them.



BIG IDEA #5:

A Vision of Smart Investments: Adaptive Capacity and Resilience

There is a willingness to “step up” and to implement strategic initiatives that are smart investments in economic development, the quality of life, and the natural and built environment. Entrepreneurship and innovation characterize these initiatives.

These smart investments mitigate unsustainable trends and conditions in the spirit of the old adage, “An ounce of prevention is worth a pound of cure.” When challenging new conditions emerge, smart strategic initiatives adapt to them by reducing threats or taking advantage of opportunities.

Building adaptive capacity and resilience becomes the goal of human, economic and environmental capital investments. These goals are made through strategic initiatives that point to the QPC vision.



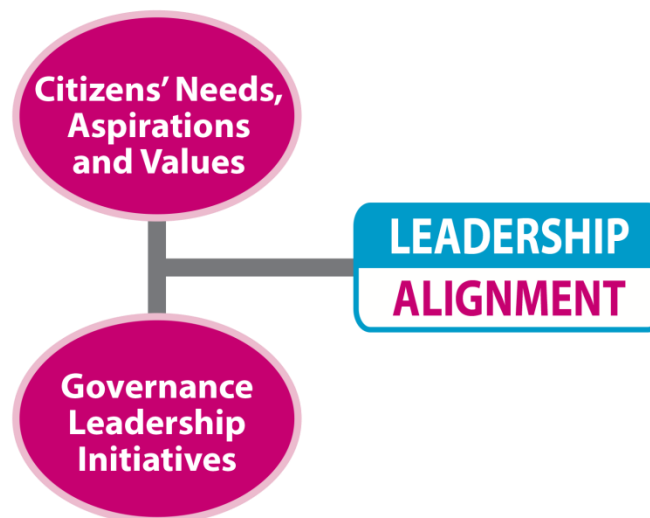
BIG IDEA #6:

Transformational Leadership Through Quality Citizen Engagement and Deliberative Democracy

Transformational leadership occurs as the needs, aspirations and values of citizen-stakeholders align with the initiatives put forward by public leaders. A noted expert on leadership and sustainability writes, “The most urgent need is for all of us to look inside and decide if our core beliefs and perceptions, and the behaviors that they spawn, match the nature of today’s reality and if we are living up to our most deeply felt values and aspirations.”^{ix}

This level of genuine reflection is the work of leadership, which demands high-quality deliberation among citizens and their public leaders and servants. Deliberation results in better decisions and heightened levels of public trust and confidence. Thus, “deliberative democracy” with quality citizen and stakeholder engagement is the essence of a productive leadership philosophy, another Big Idea.

Transformational Public Leadership



Deliberative democracy rests on the core notion of citizens and their representatives deliberating about public problems and solutions under conditions that are conducive to reasoned reflection and refined public judgment; a mutual willingness to understand the values, perspectives, and interests of others; and the possibility of reframing their interests and perspectives in light of a joint search for common interests and mutually acceptable solutions. It is thus often referred to as an open discovery process, rather than ratification of fixed positions.^x

A companion Big Idea is that *transformational leadership occurs within organizations as well as communities*. Leaders of organizations, whether policy makers, executives or staff, exercise transformational leadership when high levels of performance are achieved. Transformational leadership is often compared to “transactional leadership,” a distinction defined in the following quote:^{xi}

Transactional leadership appeals to followers’ self-interest, but transformational leadership changes the way followers see themselves—from isolated individuals to members of a larger group. Transformational leaders do this by modeling collective commitment (e.g., through self-sacrifice and the use of “we” rather than “I”), emphasizing the similarity of group members, and reinforcing collective goals, shared values and common interests.



BIG IDEA #7: **Focusing on Core Services, Service Levels and Efficiency**

In these resource-constrained times, public leaders must transform the expectations, roles and systems of local government. It is wise to commit to core services as a means to stay focused on essential and required functions. This commitment should be done in the knowledge that there are limits to both public resources and to the possibilities of their successful use. Associated with a dedication to core services are related commitments to improve their delivery at affordable levels and to improve efficiency of operations.



BIG IDEA #8: A High Performance Culture

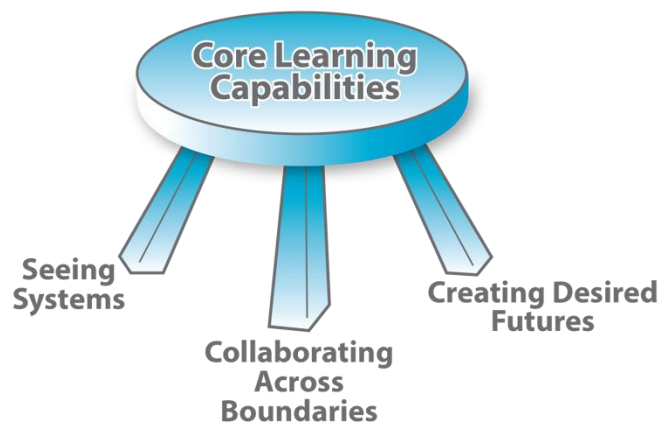
The ambitious goal of QPC—to meet the needs of the present without enabling unsustainable and unjust conditions that overburden future generations—requires that the Pinellas County Commission build a high performance public service organization with a culture capable of producing sustainable outcomes. The following are characteristics of such a high performance culture compared with a traditional bureaucratic public service organization.

BUILDING HIGH PERFORMANCE ORGANIZATIONS	
Traditional Organization	High Performance Organization
Only a few people at the very top of the organization feel personally responsible for how well the organization performs.	Everyone has a sense of personal responsibility for the overall performance of the organization.
Only a few people in the organization talk directly to customers to find out what the organization can do to serve them better.	Everyone in the organization is constantly striving to determine what customers want and how to meet customer needs.
People are rewarded the same financially or otherwise, whether they perform or not.	People are rewarded based upon their performance and/or the performance of their team.
People are rewarded on an individual basis.	People are rewarded primarily for their teamwork rather than as individuals.
The organization is slow to respond to changes in its environment.	The organization anticipates changes in its environment and is quick to adapt itself to new demands.
New ideas are ignored. The motto is “Don’t fix it if it’s not broken.”	New ideas are constantly sought and tried.
People who try to change things are not rewarded.	People who try to change things are often promoted.
There are few opportunities for people to learn new skills.	There are many opportunities for people to learn new skills.
No time is set aside for learning.	Time is regularly set aside for learning.
People work on only a small piece of an overall task.	People work on a whole and complete task, leading to satisfying an internal or external customer’s need.
Jobs are designed so they don’t require people to think.	All jobs require a great deal of thought.
Managers are never evaluated by their subordinates.	Managers are often evaluated by their subordinates.
Managers speak to higher management on behalf of their subordinates. There is a strict chain of command that must be followed.	Managers encourage free and open communications between higher management and employees. Anyone can speak to anyone anytime about anything.
Joseph H. Boyett, Jimmie T. Boyett, <i>The Guru Guide: The Best Ideas of the Top Management Thinkers</i> , New York: John Wiley & Sons, 1998, pp. 133-138	

High Performance: Capacity-building and Change Management

An organization that aspires to be capable of producing sustainable outcomes, results and impacts must focus on its *capacity to change*. Strategies for *capacity building* and *change management* are crucial.

Capacity building for high performance means that the organization has the competencies needed to put the Big Ideas to work. The Big Ideas point to three core organizational capacities that are demanded for Pinellas County government (PCG) to perform at high levels: 1) the capacity to think in systems, to understand PCG as a part of larger systems of private, non-profit and other public service organizations that interrelate and depend on each other; 2) the capacity to collaborate with others across “siloeed” boundaries within and outside of PCG and 3) the capacity to create a desired future through a broad aspirational vision of Pinellas County and to pursue the vision through the mission of the organization. These three core capacities are the essence of the PQC process.



Capacity must be built within categories: leadership-managerial; fiscal, technical and citizen/stakeholder support. A study titled *Capacity to Sustain Sustainability: A Study of U.S Cities* found:^{xii}

First, capacity building involves developing technical and financial support and increasing managerial execution. Second, sustainability is strongly associated with managerial capacity, which includes establishing sustainability goals, incorporating goals in operations and developing a supportive infrastructure. Third, getting stakeholders involved furthers the capacity for sustaining sustainability efforts. Citizen involvement is strongly associated with securing financial support for sustainability.

The following illustrates a change-management process developed by John Kotter in his highly regarded book, *Leading Change*.^{xiii}



The following graphic depicts the stages organizations go through as change occurs.



Capacity building and change management are necessary ingredients of a high performing organization and keys to the success of Quality Pinellas Community. They must remain major areas of concern and focus during the immediate years ahead.

ENDNOTES

ⁱ The following quote describes the virtues of Adaptive Management: "People who have been jerked around in marginally effective restructurings, quality programs and the like often worry that this ever-changing, adaptive organization will be hell on earth. It's not ... (T)his type of organization can be a far more fulfilling workplace than is today's norm. Remember, change doesn't happen in this kind of enterprise as a means of satisfying someone's ego or as a knee-jerk reaction to yesterday's events. Changes occur to help make better and better products or services that serve real human needs at lower and lower costs. Living and winning in that environment can be fun, because you feel like you're doing something worthwhile. The pace of change does require getting used to, especially if you have spent most of your work life in old-fashioned bureaucracies. But after a period of adjustment, most people seem to like the dynamic quality of the environment. It's challenging. It's never boring. Winning is fun. And for most of us, making a real contribution is pleasing to the soul." Kotter, John P. (1996-08-07). *Leading Change* (Kindle Locations 2576-2578). Perseus Books Group. Kindle Edition.

ⁱⁱ Senge, Peter M.; Smith, Bryan; Kruschwitz, Nina; Laur, Joe; Schley, Sara (2008-06-10). *The Necessary Revolution: How Individuals And Organizations Are Working Together to Create a Sustainable World* (Kindle Locations 681-683). Crown Publishing Group. Kindle Edition.

ⁱⁱⁱ Doppelt, Bob (2012-05-04). *The Power of Sustainable Thinking: How to Create a Positive Future for the Climate, the Planet, Your Organization and Your Life* (Kindle Locations 431-433). Taylor & Francis. Kindle Edition.

^{iv} Go to <http://ncadac.globalchange.gov/>. Executive Summary, p. 13.

^v Senge, Peter M.; Smith, Bryan; Kruschwitz, Nina; Laur, Joe; Schley, Sara (2008-06-10). *The Necessary Revolution: How Individuals And Organizations Are Working Together to Create a Sustainable World* (Kindle Locations 138-139). Crown Publishing Group. Kindle Edition

^{vi} Senge, Peter M.; Smith, Bryan; Kruschwitz, Nina; Laur, Joe; Schley, Sara (2008-06-10). *The Necessary Revolution: How Individuals And Organizations Are Working Together to Create a Sustainable World* (Kindle Locations 216-217). Crown Publishing Group. Kindle Edition.

^{vii} Senge, Peter M.; Smith, Bryan; Kruschwitz, Nina; Laur, Joe; Schley, Sara (2008-06-10). *The Necessary Revolution: How Individuals And Organizations Are Working Together to Create a Sustainable World* (Kindle Locations 722-727). Crown Publishing Group. Kindle Edition.

^{viii} Doppelt, Bob (2012-05-04). *The Power of Sustainable Thinking: How to Create a Positive Future for the Climate, the Planet, Your Organization and Your Life* (Kindle Locations 381-383). Taylor & Francis. Kindle Edition.

^{ix} Doppelt, Bob (2012-05-04). *The Power of Sustainable Thinking: How to Create a Positive Future for the Climate, the Planet, Your Organization and Your Life* (Kindle Locations 254-256). Taylor & Francis. Kindle Edition.

^x Go to <http://www.cpn.org/tools/dictionary/deliberate.html>. Democracy demands openness to the views of others and a healthy tolerance and respect for diversity and dissent. The theory of democracy rests on the belief that no single interest or individual alone can apprehend what is best for the common good. *Collective wisdom* arising out of the democratic process is needed to achieve a stable and orderly society that enjoys unity.

Scholar Jonathan Haidt helps when he writes:

^x...(E)ach individual reasoner is really good at one thing: finding evidence to support the position he or she already holds, usually for intuitive reasons. We should not expect individuals to produce good, open-minded, truth-seeking reasoning, particularly when self-interest or reputational concerns are in play. But if you put individuals together in the right way, such that some individuals can use their reasoning powers to disconfirm the claims of others, and all individuals feel some common bond or shared fate that allows them to interact civilly, you can create a group that ends up producing good reasoning as an emergent property of the social system. This is why it's so important to have intellectual and ideological diversity within any group or institution whose goal is to find truth (such as an intelligence agency or a community of scientists) or to produce good public policy (such as a legislature or advisory board). (Haidt, Jonathan (2012-03-13). *The Righteous Mind: Why Good People Are Divided by Politics and Religion* (Kindle Locations 1754-1755). Random House, Inc.. Kindle Edition).

^{xi} Haidt, Jonathan (2012-03-13). *The Righteous Mind: Why Good People Are Divided by Politics and Religion* (Kindle Locations 4218-4221). Random House, Inc.. Kindle Edition.

^{xii} *Capacity to Sustain Sustainability: A Study of U.S. Cities*, by Xiao Hu Wang, et al, *Public Administration Review*, 12-13, 841.

^{xiii} Go to <http://www.employee-motivation-skills.com/change-management-models.html>.