

# **Pinellas County, Florida Board of County Commissioners**

## **FY16 – FY25 Capital Improvement Program**



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## OUR MISSION

Pinellas County Government is committed to progressive public policy, superior public service, courteous public contact, judicious exercise of authority and responsible management of public resources, to meet the needs and concerns of our citizens today and tomorrow.

## OUR VISION

### **To be the standard for public service in America**

To achieve our vision we place the highest importance on:

- **Quality Service**
- **Respectful Engagement**
- **Responsible Resource Management**

## OUR VALUES

- We will be respectful of the needs of individuals while recognizing our responsibility to the community as a whole.
- We will be community-centric, embracing the individuality of partners working together as one, toward the community's vitality.
- We believe it is our responsibility to improve the overall quality of life through the management and preservation of the natural and built environment.
- We will provide open and accountable governance.
- We will foster a diverse work culture, a safe workplace, and opportunity for professional and personal growth.

These, our values, will guide the development and implementation of Pinellas County policy for a better community.

# Pinellas County's Strategic Plan: *Doing Things to Serve the Public*

**Mission:** Pinellas County Government is committed to progressive public policy, superior public service, courteous public contact, judicious exercise of authority, and responsible management of public resources to meet the needs and concerns of our citizens today and tomorrow.

## **Deliver First Class Services to the Public and Our Customers**

- 5.1 Maximize partner relationships and public outreach
- 5.2 Be responsible stewards of the public's resources
- 5.3 Ensure effective and efficient delivery of county services and support
- 5.4 Strive to exceed customer expectations

### **Ensure Public Health, Safety, and Welfare**

- 2.1 Provide planning, coordination, prevention, and protective services to ensure a safe and secure community
- 2.2 Be a facilitator, convener, and purchaser of services for those in need
- 2.3 Provide comprehensive services to connect our veterans and dependents to the benefits they have earned
- 2.4 Support programs that seek to prevent and remedy the causes of homelessness and move individuals and families from homelessness to permanent housing
- 2.5 Enhance pedestrian and bicycle safety

### **Practice Superior Environmental Stewardship**

- 3.1 Implement green technologies and practices where practical
- 3.2 Preserve and manage environmental lands, beaches, parks, and historical assets
- 3.3 Protect and improve the quality of our water, air, and other natural resources
- 3.4 Reduce/reuse/recycle resources including energy, water, and solid waste

### **Foster Continual Economic Growth and Vitality**

- 4.1 Proactively attract and retain businesses with targeted jobs to the county and the region
- 4.2 Invest in communities that need the most
- 4.3 Catalyze redevelopment through planning and regulatory programs
- 4.4 Invest in infrastructure to meet current and future needs
- 4.5 Provide safe and effective transportation systems to support the efficient flow of motorists, commerce, and regional connectivity
- 4.6 Support a vibrant community with recreation, arts, and culture to attract residents and visitors

## **Create a Quality Workforce in a Positive, Supportive Organization**

- 1.1 Recruit, select, and retain the most diverse and talented workforce
- 1.2 Leverage, promote, and expand opportunities for workforce growth and development
- 1.3 Make workforce safety and wellness a priority
- 1.4 Maintain a fair and competitive compensation package

***Our Vision: To Be the Standard for Public Service in America***

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*Cover Photo: Pinellas County Central Energy Plant provided by Pinellas County Communications Department.*

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# **PINELLAS COUNTY CAPITAL IMPROVEMENT PROGRAM FY16 – FY25**

## **INTRODUCTION AND BACKGROUND**

### **Capital Improvement Program (CIP)**

The Pinellas County Capital Improvement Program (CIP) is a comprehensive ten-year plan of proposed capital projects, intended to identify and balance the capital needs of the community within the fiscal capabilities and limitations of the County. It is primarily a planning document and is updated annually and subject to change as the needs of the community become more defined and the adopted projects move closer to final approval. Prior to FY13, the CIP was presented as a six-year plan. The plan is now presented as a ten-year plan, FY16 - FY25.

The first year of the program is the basis for actual appropriations authorized by the Board of County Commissioners for capital projects when adopting the annual budget.

The remaining nine years are a guide for the future development of the County's new and replacement infrastructure needs. The overall CIP schedule is formulated to reflect County priorities and needs by taking into consideration the County's goals and policies, strategic plan, project urgency, the County's ability to administer the project, involvement of outside agencies, and the potential for future project funding.

The CIP brings together needs identified through many capital processes. Projects are established in the CIP based upon input from citizen requests, public discussions, safety needs, planned rehabilitation cycles, grant funding processes, County staff and Commissioners, as well as the County's Growth Management Plan, Metropolitan Planning Organization's (MPO) Long Range Transportation Plan, and other County master plans. While capital projects originate from a variety of sources, projects most often come forward through the sponsoring department that is responsible for their implementation.

### **CIP Objectives**

The objectives used to develop the CIP include:

- Preserve and improve the basic infrastructure of Pinellas County through public facility construction and rehabilitation;
- Maximize the useful life of capital investments by scheduling renovations and modifications at the appropriate time in the life-cycle of the facility;
- Identify and examine current and future infrastructure needs and establish priorities among projects so that available resources are used to the community's best advantage; and
- Improve financial planning by comparing needs with resources, estimating future borrowing needs, and identifying fiscal implications.

The Board of County Commissioners conducts a review of the program at public budget workshops and at annual public budget hearings prior to adoption of the annual budget.

### **CIP Goals**

The following are the goals of the County in developing its annual capital budget and associated CIP:

- Identify and prioritize infrastructure requirements based upon a coordinated needs assessment methodology. The CIP is a comprehensive guide for the allocation of financial resources and provision of public service for a ten-year period. The CIP serves as a “blueprint” for the future of the community. It is a dynamic tool, not a static accounting document. The CIP requires each department to look to the future, anticipate the need for projects, and justify that need. This requires the thoughtful integration of financial, engineering, and planning functions.
- Classify projects to ensure that those submitted for inclusion in the CIP are capital projects, not operating requirements. An accurate CIP relies upon the proper classification of projects. Requests which do not meet the specified criteria for a capital project should be considered in the operating budget.
- Identify the state growth management Capital Improvement Element (CIE) projects from the non-CIE projects within the CIP. The CIP and CIE are closely related, but they are not the same. Some projects within the CIP will also be contained in the CIE; these projects should be separately identified. The funding of these projects is a high priority and must be balanced against the non-CIE projects that are also in the CIP.
- Develop a realistic funding scenario for the CIP that identifies resources on a project specific basis.

### **CIP Policy**

It is the policy of the Pinellas County Board of County Commissioners to maintain a continuing Capital Improvement Program that will, when implemented, provide physical facilities that are:

- Responsive to the needs and demands of the public and county government;
- Supportive of the long- and short-range economic, social, and environmental development policies of the County aligned with the Board’s Strategic Plan;
- Necessary to achieve the level of service identified in the adopted Comprehensive Plan.

The Capital Improvement Plan represents the planned implementation of various comprehensive plans that serve as a guide for future growth and development as adopted and amended by the Board of County Commissioners.

### **CIP Project Definition and Criteria**

Capital projects are defined as activities that lead to the acquisition, construction, or extension of the useful life of capital assets. Capital assets include things such as land, buildings, parks, streets, utilities, and other items of value from which the community derives benefit for a minimum number of years.

The following criteria shall be utilized in determining the appropriateness of capital improvement budget requests:

1. All projects in the Capital Budget must have a total cost greater than \$50,000 and a useful life of more than five years.
2. Capital projects are considered to be one-time outlays which are non-recurring in nature. Purchases involving ongoing debt service or lease/purchase costs are typically not budgeted in the Capital Budget.

3. Capital projects must add to, enhance the value of, or extend the life of the County's physical assets. Major equipment purchases must be associated with a capital project and must meet the definition of a capital item in order to be placed in the Capital Budget.
4. County Fleet appropriations are to be considered within the Operating Budget. Pursuant to Florida Statute 212.055, public safety vehicles such as a fire department vehicle, emergency medical service vehicle, or a sheriff's office vehicle are allowable expenditures.
5. Expenditures for maintenance, supplies and materials or replacement items shall be budgeted as an operating item. These items may not be appropriated in the Capital Budget.

The CIP is divided into two main sections: Enterprise projects and Governmental projects. Enterprise projects support the Airport and Utilities systems of Water, Sewer, and Solid Waste. These areas are managed like businesses in which the revenues generated by these areas support their operations. These projects are funded by grants, airport fees, and user fee charges for water, sewer, and solid waste. All other capital projects such as roads, drainage, public safety buildings, and park projects are included in the Governmental side of the CIP. Funding for the Governmental projects include the "Penny for Pinellas" which is a one-cent local option sales surtax approved by vote of Pinellas citizens, grants and reimbursements, transportation impact fees, local option gas taxes, and tourist development taxes.

### **Penny for Pinellas**

The Penny for Pinellas (Penny) funds approximately 80% of the Governmental CIP. This funding source was first established as an alternate means of funding Pinellas County's Capital Improvement Program in 1989. It is approved by voter referendum for 10 years at a time. If the Penny had not been extended, the County's governmental capital improvements would have to be funded primarily by property taxes in the General Fund.

### ***Impact of the Penny for Pinellas***

Without the Penny, it is estimated that property owners would have to pay another 1.4 mills on their property taxes or many public projects would not be completed until years into the future or not done at all. Besides allowing for funding of capital projects without relying on property taxes, another benefit is that tourists and other visitors pay about a third of the Penny which relieves County residents of much of the tax burden. Pursuant to Fl. Statute 212.055, the Penny for Pinellas can only be used for capital projects and cannot be used for operating and maintenance purposes such as maintaining parks or funding social service programs. This funding source is shared between the County and the 24 municipalities through an interlocal agreement. The County receives approximately 52.3% of the total monthly collections generated by this tax, following the deduction of a dedicated amount for countywide use in improving jail and criminal justice related facilities (Courts and Jail).

### ***Renewed 2010 to 2020 Penny Program***

The last renewal of the Penny for Pinellas took place on March 13, 2007 to extend the Penny for a third decade, 2010 to 2020. The current Penny is approved through December 31, 2019. The revenue projections for the original 2010 to 2020 Penny Program were prepared in 2006. Those projections assumed that the Penny would generate \$1.9B between 2010 and 2020: \$225.0M for Courts & Jail projects, \$817.0M to support projects for the 24 municipalities, and \$898.0M available to County projects.

### ***Revised Projected Penny Revenue***

The Penny for Pinellas is a sales tax and as such, is extremely sensitive to economic conditions. Unfortunately, due to the impacts of the Great Recession, Penny revenue decreased for several years instead of increasing at the original projected rate. As a result, the projected revenues for the 2010 to 2020 Penny Program were revised in 2009 to reflect the new economic reality. This resulted in considerable changes to the Penny Program

project allocations. The revenue projections are revised annually as part of the budget process. The revised projections assume that the Penny will generate \$1.5B between 2010 and 2020 for Pinellas County, including the municipalities. As revenue projections increase or decrease, changes in the Penny Program Project allocations are made to match the revenue constraints.

### ***Revised Penny Program Allocations***

On an annual basis, the 2010 to 2020 Penny Program allocations are updated as needed to match the projected revenues in the Capital Projects forecast. Please see the “2010 to 2020 Penny for Pinellas Allocation Changes” within the Capital Improvement Program section for the history of the changes in allocations from the original to the current Penny Program allocations.

Additional information regarding current and past Penny for Pinellas programs can be found at the following website:  
<http://www.pinellascounty.org/Penny/>

### **Pay-As-You-Go Approach**

During the FY10 budget process, it was determined that due to the uncertainty in the bond and credit markets, over the next several years the CIP would attempt to be funded on a “Pay-As-You-Go” basis as much as possible. The “Pay-As-You-Go” approach is recommended as the most prudent way of financing capital projects. The benefits of this approach include:

- Being fiscally conservative helps avoid financing costs.
- A “pay-as-you-go” plan can be a positive factor in future credit analysis of the County and its long term debt rating.
- Providing a deliberative approach to the implementation of projects in accordance with the priorities and needs of the community.
- Specific projects can be considered for stand alone bonding if the priority and cost benefit is warranted.

During FY08 and FY09 several projects were accelerated from the 2010 to 2020 Penny program in order to:

- Enhance hurricane preparation: Emergency Responders Building; Public Safety Facilities & Central Communications Center; Emergency Shelter Program
- Take advantage of the availability of key endangered and park land parcels: Endangered Lands Acquisition; Community Park Lands Acquisition
- Advance project design funding to FDOT: 118<sup>th</sup> Avenue Expressway
- Address key infrastructure concerns: Howard Park Bridge Replacement; Eagle Lake Park

Funding for the accelerated projects was anticipated to come from a \$150.0M bond issue. Due to the new pay-as-you-go policy implemented in FY10, we do not plan to bond the Penny program.

### ***Interfund Loans from Solid Waste R&R Fund***

In the absence of a bond issue, a limited interfund loan from the Solid Waste Renewal & Replacement Fund was necessary to provide liquidity in the Capital Projects fund to cover expenditures related to the accelerated projects. On September 21, 2010, the Board approved a resolution authorizing an interfund loan amount of up to \$85.0M. The annual rate of interest is a variable rate which is currently less than 1.0%. Payments on outstanding loan principal are required to begin no later than FY16 and the loan shall be paid in full no later than December 31, 2019. The benefits of an interfund loan versus bonding include lower borrowing costs, no reserve requirements, interest accrues to a county entity, and more flexibility in the implementation

and terms of the loan. The outstanding principal of \$15.0M taken in FY10 was paid in FY15. The forecast includes an additional loan amount of \$35.0M in FY17 and payment in FY18 - FY20.

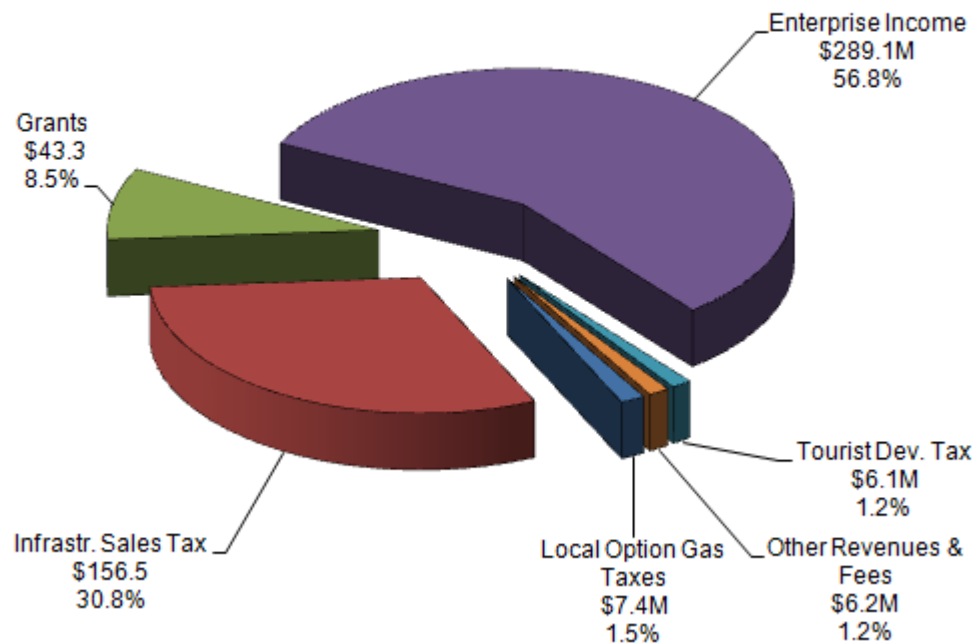
#### Overview of One-Year CIP Budget

The first year of the Capital Improvement Program, FY16, is the basis for actual appropriations authorized by the Board of County Commissioners for capital projects when adopting the annual budget. The total FY16 CIP budget is \$508.6M. This amount includes both Governmental and Enterprise projects as well as non-project items such as reserves.

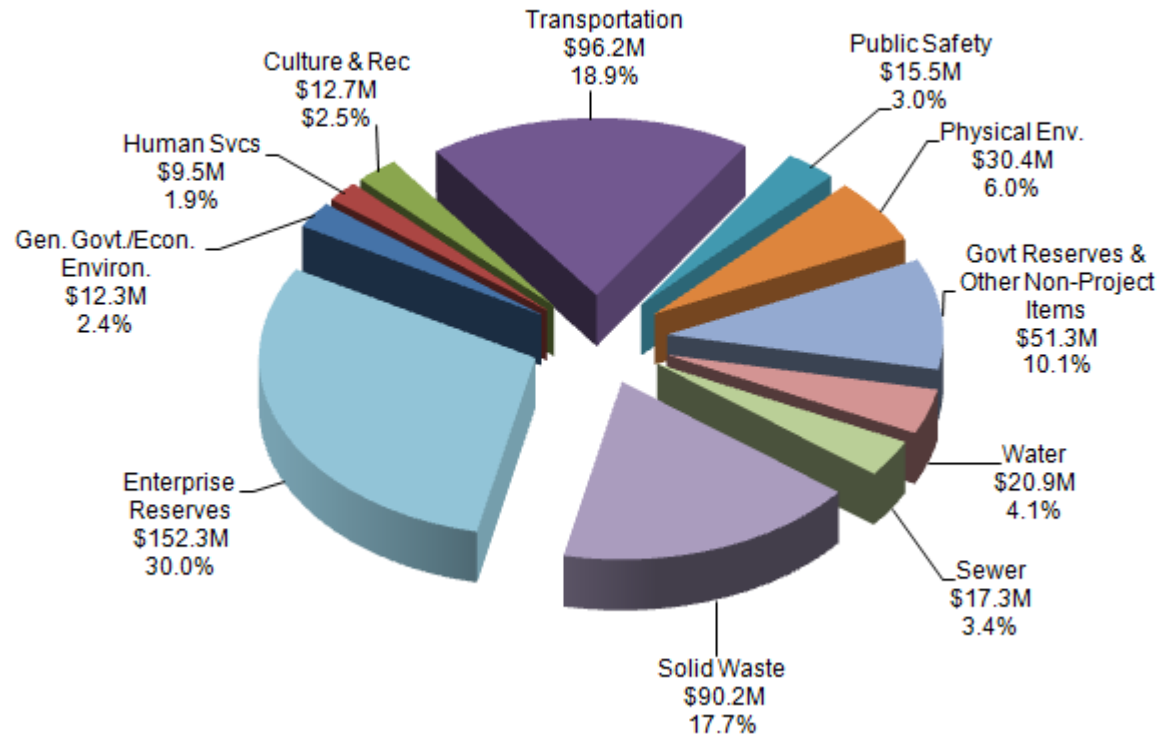
### FY16 CAPITAL IMPROVEMENT BUDGET

Total: \$508.6M

#### Where the Money Comes From

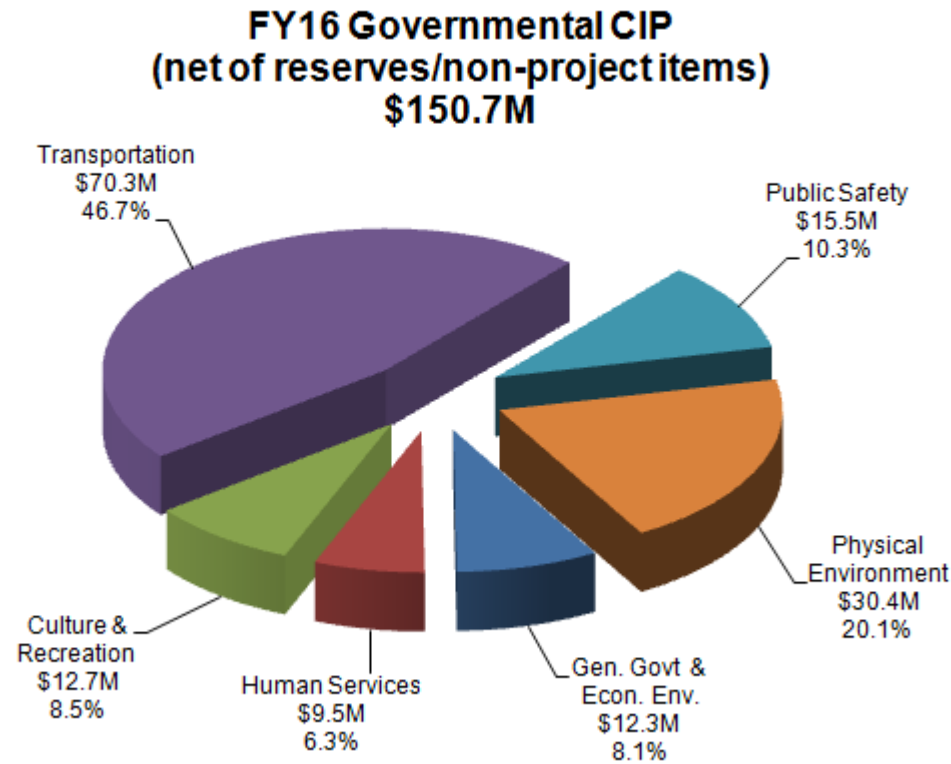


## Where the Money Goes



### ***FY16 Governmental CIP***

The expenditure total (net of non-project items such as reserves) for the FY16 Governmental CIP is \$150.7M. The pie chart below shows the percentage distribution of expenditures among the functional areas of the CIP.



Major project highlights in the **Governmental One-Year CIP** are listed below by functional area.

#### Public Safety:

- Radio Tower Replacement #001816A: \$1.8M
- Detention Support Improvements #000895A: \$8.0M

Transportation:

- Intelligent Transportation/Advanced Traffic Management System projects: \$14.5M
- Sidewalk Projects: \$6.8M
- Road Resurfacing & Rehab Program #000192A: \$7.0M
- Park Street/Starkey Road #001039A: \$5.5M

Physical Environment:

- Upham Beach Stabilization #000219A: \$9.8M
- Lake Seminole Sediment Removal #000157A: \$6.0M
- Stormwater Conveyance System #000207A: \$2.8M
- Antilles & Oakhurst Drainage Improvements #000105A: \$1.9M

General Government/Economic Environment/Human Services:

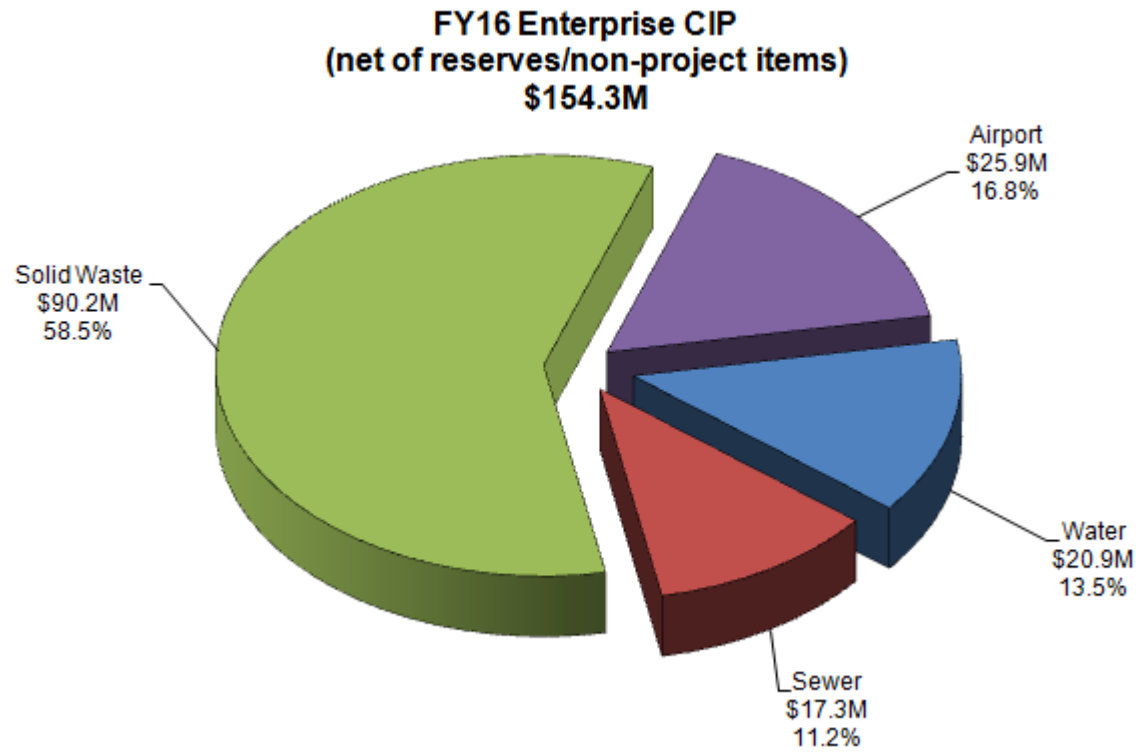
- County Justice Center (CJC) Judicial Consolidation #001109A: \$1.7M
- Affordable Housing Land Assembly Program #001071A: \$8.0M
- Bayside Health Clinic #001475A: \$1.5M

Culture & Recreation:

- Ft DeSoto Parking Improvements #001388A: \$770,000
- Wall Springs Tower Replacement #000336D: \$1.0M
- Pinellas Trail Overpass Improvements #001005A: \$830,000
- Fort De Soto Water Circulation Infrastructure #000055A: \$635,000

### ***FY16 Enterprise CIP***

The expenditure total (net of non-project items such as reserves) for the FY16 Enterprise CIP is \$154.3M. The pie chart below shows the percentage distribution of expenditures among the functional areas of the CIP.



Major project highlights in the **Enterprise One-Year CIP** are listed below by functional area.

#### Transportation (Airport):

- Terminal Ramp Rehabilitation #000029A: \$5.9M
- Taxiway Rehab Phase I #000026A: \$6.4M
- Terminal Improvements Phase III #001544A: \$5.3M
- Installation of Checked Baggage System #002111A: \$3.0M

Physical Environment (Utilities and Solid Waste):

Solid Waste:

- Solid Waste Side Slope Closures #000748A: \$9.6M
- Toytown Improvement #000277A: \$1.8M
- North County Household Electronics and Chemical Collection Facility #000759A: \$2.0M
- Air Pollution Control Technical Recovery Plan #002575A: \$8.0M
- Ash Collection, Transfer & Treatment #0001060A: \$7.0M
- Refuse Receiving & Storage Area #001592A: \$7.0M
- Stoker, Grates, Boilers and Combustion Control #002135A: \$26.0M

Water & Sewer:

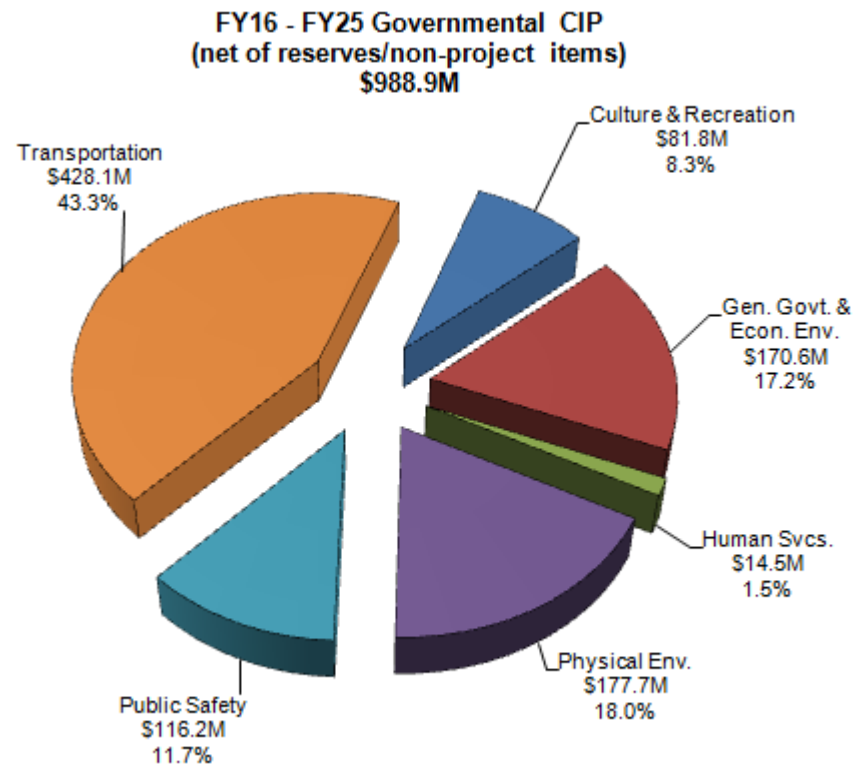
- Pass A Grille Improvements #001589A: \$1.8M
- South Cross Bayou Upgrades #000847A: \$2.2M
- W.E. Dunn Upgrades #000852A: \$1.6M
- Subaqueous Crossings – Madeira #001502A: \$1.2M
- Administration Window Replacement #000782A: \$3.2M
- Logan Station Booster Pump #000740A: \$3.0M

## Overview of Ten-Year CIP Work Plan

In the Ten-Year CIP work plan, only the first year, FY16, is appropriated. The remaining nine years are a work plan that is subject to change as time goes on. The plan is presented as a ten-year plan FY16 - FY25; however since the Penny is approved through December 31, 2019 (FY20), the governmental projects funded by the Penny within the capital fund are budgeted through FY20. Projects that would need to continue such as sidewalks, paving, bridges, etc. are shown in the plan as “unfunded” for the remainder of FY20 and out years. This is a preliminary estimate of projects that would require a funding source regardless if the Penny is not renewed. Several of the enterprise projects are budgeted through FY25. The total FY16 - FY25 CIP budget is \$1.8B. This amount includes both governmental and enterprise projects, as well as non-project items such as reserves.

### ***FY16 - FY25 Governmental CIP***

The expenditure total (net of reserves/non-project items) for the FY16 - FY25 Governmental CIP is \$988.9M. The pie chart below shows the percentage distribution of expenditures within the functional areas of the CIP.



Major project highlights in the **Governmental Ten-Year CIP** are listed below by functional area. The focus of this list are the out years of FY17 through FY25 since the FY16 projects are covered in more detail in the “Overview of the One-Year CIP” section.

Culture & Recreation:

- Wall Springs Park Coastal Addition #000062A FY17 - FY18: \$3.3M
- Ft. DeSoto Bay Pier Replacement #000929A FY17 - FY18: \$4.1M

General Government/Economic Environment/Human Services:

- CJC Judicial Consolidation #001109A FY17 - FY20: \$71.9M
- Fueling System Retrofits #002153A FY17 - FY19: \$4.0M

Physical Environment:

- Sand Key Nourishment #001041A FY17 - FY20: \$10.9M
- Lake Seminole Sediment Removal #000157A FY17 - FY19: \$10.6M

Public Safety:

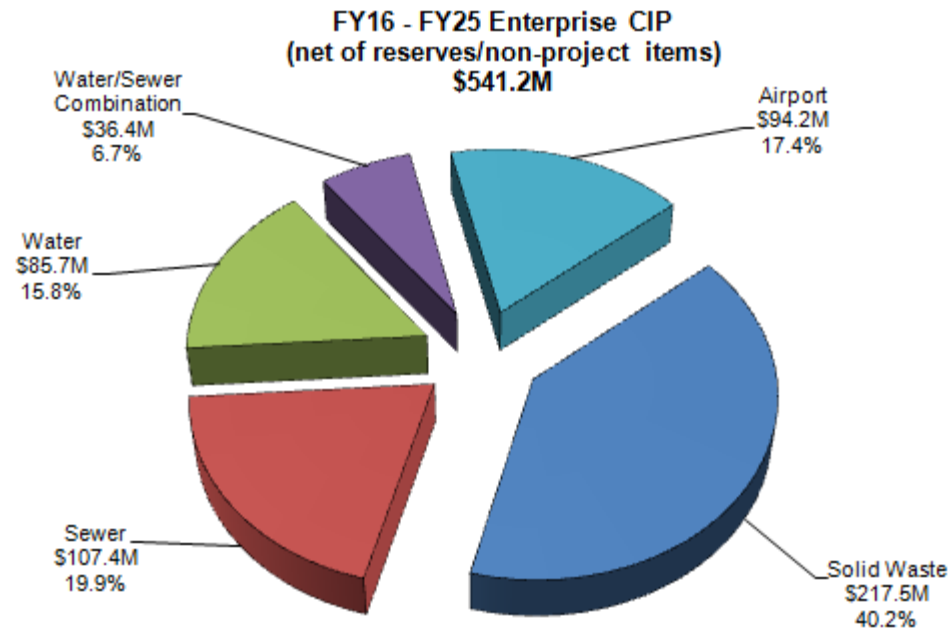
- St. Pete Interlocal Agreement #002596A FY19: \$20.2M
- Detention Support Improvements #000895A FY17 - FY19: \$80.5M

Transportation:

- Bridges Rehab Program FY17 - FY20: \$37.6M
- Sidewalk Projects Program FY17 - FY20: \$10.5M
- Intersection Improvements Program FY17 - FY20: \$9.2M
- Arterial Road Program FY17 - FY20: \$65.5M
- Gulf Boulevard Improvements #000146A FY17 - FY20: \$21.0M
- 118th Avenue Expressway #000297A FY16 - FY20: \$55.8M  
(note: including FY16 to show full amount budgeted)

### ***FY16 - FY25 Enterprise CIP***

The expenditure total (net of reserves/non-project items) for the FY16 - FY25 Enterprise CIP is \$541.2M. The pie chart below shows the percentage distribution of expenditures within the functional areas of the CIP.



Major project highlights in the **Enterprise Ten-Year CIP** are listed below by functional area. The focus of this list are the out years of FY17 through FY25 since the FY16 projects are covered in more detail in the "Overview of the One-Year CIP" section.

#### Physical Environment-Utilities:

- Stoker, Grates, Boilers and Combustion Control #002135A FY17 - FY18: \$32.0M
- Air Pollution Control Technical Recovery Plan #000853A FY17 - FY18: \$19.0M
- South Cross Bayou Wastewater Treatment Facility Upgrades #000847A FY17 - FY25: \$20.8M
- W.E. Dunn Wastewater Treatment Facility Upgrades #000852A FY17 - FY25: \$7.8M
- Water Meter Replacement #001601A FY17 - FY25: \$13.5M

Transportation-Airport:

- Cargo Apron Construction # 000033A FY24 - FY25: \$9.0M
- New T-Hangers #000317A FY20: \$7.0M
- Taxiway "T" Expansion #002514A FY22 - FY23: \$8.0M
- Modify Terminal Access Roadway #001546A FY17 - FY18: \$7.0M

Overall, there are more than 300 projects or program areas that comprise the ten-year CIP. A complete listing of CIP expenditure allocations is included in the "CIP Budget Report by Function & Program" following the Capital Improvement Section. A "Summary of Changes" between this year's CIP and last year's CIP is included, as well as a report of the Operating Budget Impacts by project. Once approved, the detailed FY16 - FY25 CIP document will be available on the County's website at: <http://www.pinellascounty.org/budget/>.