



Pinellas County MPO

2040 Long Range Transportation Plan

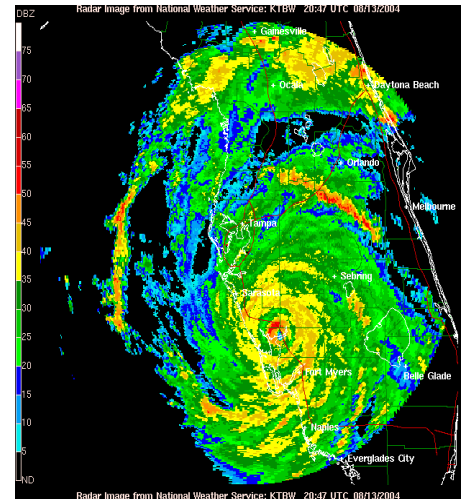
Security Element

Introduction

Federal law requires the MPO transportation planning process to consider security-related issues and efforts to protect transportation system networks and facilities. The need for a heightened awareness of security came to the national forefront after the September 11, 2001 terrorist attacks within the United States. Combined with incidents on foreign public transit systems over the past decade, many agencies have begun to develop and implement policies and programs designed to increase transportation security in American cities. In addition to manmade security concerns, natural disasters, such as hurricanes, tornados, and inland flooding are common in Florida and can cause major damage. Preparation and planning for recovery from these natural disasters, to the maximum extent possible, helps preserve the natural environment as well as protect public infrastructure.

Although programs for transportation safety have been around for many years, the concept of planning for transportation security and implementing security procedures for all transportation modes is relatively new. While safety and security are closely related, there is a difference between the two. 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 efficient movement of people and goods for all modes of travel. Emergencies of any type can have a devastating effect on people, property, and prosperity.

In 2005, Federal transportation legislation elevated the importance of safety and security considerations in transportation planning by requiring them to be separate planning factors. The Pinellas MPO included elements on safety and security in the 2035 Long Range Transportation Plan (LRTP) to meet these legislative guidelines, and is expanding the emphasis with the development of the 2040 LRTP.



Transportation Security Stakeholders

Transportation security involves a variety of stakeholders. In Pinellas County, one of the potential security issues for the multi-modal transportation system is disaster response. Providing comprehensive disaster response and aid requires complete and coordinated efforts of government and public agencies, service providers, private individuals and volunteer organizations.

The following list includes some of the local, regional, and state transportation authorities, agencies, organizations and teams that coordinate emergency management activities in Pinellas County:

- Pinellas County Board of County Commissioners (all departments and independent appointing authorities)
- Pinellas County Sheriff's Office (PCSO)
- Florida Highway Patrol (FHP)
- Municipal Law Enforcement

- Florida Department of Transportation (FDOT)
- Pinellas County School Board
- Pinellas Suncoast Transit Authority
- Duke Energy Corporation
- Florida Department of Law Enforcement (FDLE)
- National Guard & Coast Guard
- Florida Division of Emergency Management
- Municipal Governments
- Tampa Bay Regional Planning Council (TBRPC)
- Federal Emergency Management Agency (FEMA)
- CSX Transportation Inc.

The MPO is also a stakeholder in transportation security. In accordance with the Continuity of Government Executive Order 12656 in 1988, and Homeland Security Continuity of Operation Guidance (2004), the MPO initiated and approved the first Continuation of Operations Plan (COOP) in 2007. Updated each year, the COOP ensures that essential MPO functions can be maintained in the event of a natural or manmade disaster. The MPO also provides support to the Logistics Group of Pinellas County's Emergency Operations Center (EOC) in the management of mutual aid, coordinating supplies with demand, and requests for State assistance.

The MPO may also facilitate coordination on security matters with several other agencies. Opportunities to participate and/or provide direct services vary, but include:

- Conduct vulnerability analyses on regional facilities and services;
- Develop GIS information and data for roadways and bridges;
- Disseminate best practices in incident-specific engineering design and emergency responses to agencies involved;
- Encourage regional emergency operations preparedness and response workshops;
- Develop an Emergency Preparedness Guide for elected officials;
- Engage non-traditional stakeholders into the planning processes;
- Coordinate with Emergency Management and local officials on road construction projects that may impact evacuation routes.

Pinellas County Emergency Management

The Pinellas County Department of Emergency Management is tasked with both personal and community security and keeping the county's disaster preparedness plans current in order to effectively protect the lives and property of our citizens and visitors.

Emergency Management provides the following services:

- Develop, review, and enhance the county's disaster preparedness and recovery plans for all Hazards.
- Coordinate and distribute those plans on a countywide basis.
- Operate, maintain, and enhance the county's Emergency Operations Center (EOC).

- Manage and coordinate countywide response to, and recovery from, natural and manmade disasters.
- Coordinate the county's disaster response/recovery needs with higher levels of government.
- Review and approve health care facility disaster plans as required by Florida Statutes, Chapter 252.
- Serve as the coordination point for federal disaster relief programs.
- Develop and deliver public information and education programs about disaster preparedness.
- Plan, conduct, and critique exercises that test and improve preparedness.
- Develop, distribute, and provide instruction on guidelines for businesses and industry disaster planning and continuity of operations.
- Survey county hazardous material locations under the Emergency Planning Community Right to Know Act.

Their website, www.pinellascounty.org/emergency, provides emergency information to the public in English as well as Spanish. Subjects include evacuation zones, evacuation routes, storm preparedness, accommodations for special needs, pet preparedness, and shelter options. Publications are also available on topics such as fires, flooding, lightning, thunderstorms, tornados, hazardous materials, nuclear events and terrorism.

Emergency Management is also responsible for administering, maintaining, and updating the Pinellas County Comprehensive Emergency Management Plan (CEMP). The CEMP, applicable countywide, establishes a framework through which Pinellas County and its municipalities prepare for, respond to, and recover from, and mitigate the impacts of a wide variety of disasters. Updated every four years, the CEMP is reviewed by the Florida Division of Emergency Management, and adopted by the BCC.

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As mentioned earlier, the MPO staff assists during all phases of an emergency in Pinellas County, in close coordination with Emergency Management and other agencies to help provide a complete and unified response. In addition, the MPO coordinates with Emergency Management and assists with public outreach in emergency awareness. For example, the MPO utilized its social media site to alert residents about FirstCall service. Residents and visitors are invited to sign up at FirstCall for automated electronic alerts regarding emergency situations, and are also provided with practical information on how to respond and stay safe.

Transportation System Vulnerability

Analysis Overview

The interconnected transportation system must remain functional to the degree necessary to be able to allow supplies and other relief-assistance to reach residents in the event of an emergency. A comprehensive understanding of the potential threats and hazards is essential when planning for the security of the transportation system.

Identification of Threats and Hazards

In Pinellas County, the primary threats are weather-related events, such as hurricanes and/or tornados. Storm surge and flooding from such events create significant damage and disruption to the transportation system. More than 60% of the county's permanent population is vulnerable to storm surge from a major hurricane. Additional hazards and threats identified by the CEMP include those listed below.

Identification of Critical Transportation Facilities

The MPO has identified transportation facilities and networks that are vital to the community. Critical transportation facilities include designated evacuation routes, the St. Pete-Clearwater International Airport, the PSTA vehicle staging area, Pinellas County School District bus compounds, and the CSX rail corridor. CSX coordinates with the local jurisdictions for special transportation issues, such as the movement of hazardous materials through their jurisdictions.

The Major Road Network Critical Facilities Map (*see next page*) illustrates and locates these critical transportation facilities along with the designated evacuation routes. The Critical Facilities map includes nine (9) moveable bridges requiring a separate and specific evacuation plan for boats.

Evacuation routes are established through close coordination with all local and regional agencies, including the MPO. Pinellas County Emergency Management, along with TBRPC, is responsible for evaluating the routes annually to consider construction activity, signage needs, and alignment adjustments. During emergencies, traffic control measures have been identified to help expedite traffic flow eastward, and away from the Gulf of Mexico that forms the western and southern borders of Pinellas.

Hazards and Threats Identified in the CEMP

Civil Disturbance

Coastal Flooding

Coastal Oil Spill

Critical Infrastructure Disruption

Disease and Pandemic Outbreak

Erosion

Hazardous Materials Spill

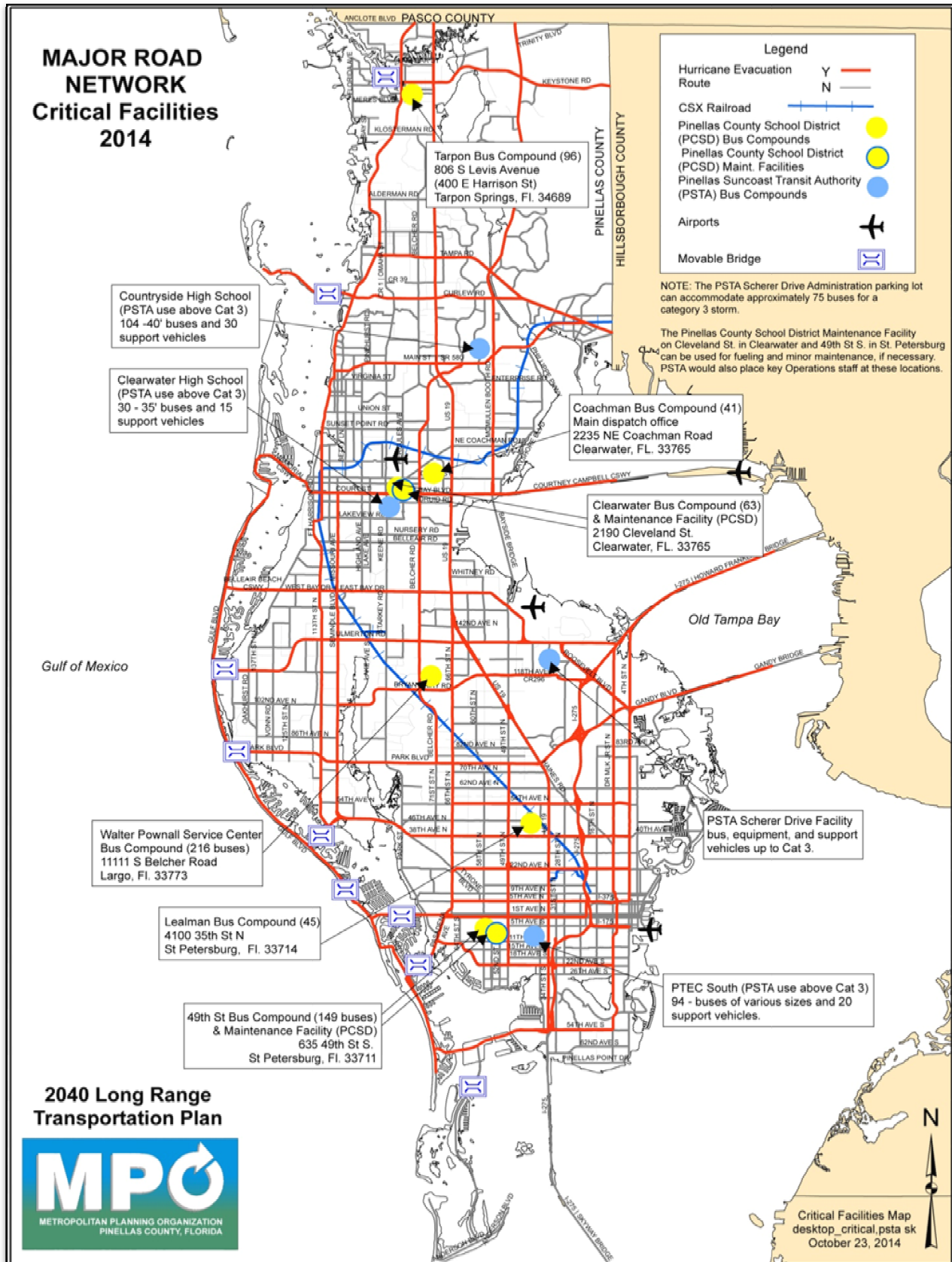
Inland Flooding

Major Transportation Incident

Special Events

Storm Winds

Terrorism



Protecting Transportation System Infrastructure

Goods Movement

Most of the goods transported into and throughout Pinellas County are delivered by trucks, transferred from intermodal facilities located outside of the county. The Pinellas County Major Road Network Truck Route Plan identifies designated truck routes throughout the county. On these designated truck routes, truck volumes vary from 4% to 17% of total traffic volumes. In recent years, data has shown that countywide, goods are being transported by smaller trucks than in years past. While the volume of goods moved within the county is rather low compared to other areas in 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 as well as the region.

Traffic Signals and Countywide Intelligent Transportation System (ITS)

Pinellas County has three (3) agencies that operate the traffic signal systems: Pinellas County, the City of Clearwater, and the City of St. Petersburg. Pinellas County operates the Countywide ITS Corridors, regardless of jurisdiction, from its Traffic Management Center/Primary Control Center (TMC/PCC). The TMC/PCC also coordinates with the FDOT's Traffic Management Center, or SunGuide. The SunGuide system is operated at District 7 headquarters in Tampa, and is closely coordinated with the local ITS systems.

The TMC/PCC has approximately six operators. The operators support traveler information, incident detection and in case of emergency will also provide information relative to evacuation status and real time field status to the EOC. After any emergency or evacuation the TMC works to provide ingress information to motorists and the EOC. The TMC/PCC provides closed-circuit television (CCTV) camera images to law enforcement, Pinellas County Emergency Management, and 9-1-1 Dispatch, for system monitoring.

Dynamic Message Signs (DMS) provide routine roadway condition information to users of the transportation system. Located along major roads throughout the region, these signs display information regarding road conditions, potential hazards ahead, directions to major events, and important public safety information. In the event of an emergency, these signs are used to display evacuation information to the public, helping to direct them away from hazardous conditions.



Project Safety Checklist & D7 Design Safety Prompt List

During the 2035 Long Range Transportation Plan (LRTP) update process, the MPO created a Project Safety Checklist, which is an assessment tool that can be utilized in project review stages to assist local

jurisdictions and transportation agencies to seriously consider safety and security during the early processes of development. The checklist includes three (3) stages overall: preview considerations, implementation and post construction review of traffic plans, and performance measures.

After adoption of the 2035 LRTP, the checklist was distributed to all local governments in Pinellas to encourage each to incorporate the checklist into their local transportation project review process and is being utilized by some of the jurisdictions. FDOT modified and expanded the checklist to facilitate its use throughout the District 7. The resulting D7 Design Safety Prompt List is now used to ensure the consideration of all travel modes during design review.

(www.d7ctst.org/FDOT%20D7%20Design%20Safety%20Prompt%20List.pdf)

Florida Governor and Pinellas County BCC

The Governor has legal authority to order an evacuation of residents and visitors in any stricken or threatened area if necessary for the preservation of life or other emergency mitigation, response, or recovery. The BCC may declare a State of Local Emergency with the Issuance of an Evacuation Order. In addition, during the annual budget review process, the BCC approves a reserve fund amount that may be used to facilitate a disaster response. The policy can be found in the Adopted Budget appendix (FY14, page K-10) at: www.pinellascounty.org/budget/14budget/Adopted_Budget_FY14/R.Section%20K-Appendix-PDF.paginated.pfd.

Coordination with Land Use



As a peninsular county and the most densely populated in Florida, Pinellas is particularly vulnerable to hurricane events. A major consideration with regard to the county's transportation system is its capacity to accommodate a hurricane evacuation. As part of the 2040 LRTP development, the MPO has worked closely with the Pinellas Planning Council (PPC) to coordinate the LRTP with the update of the Countywide Land Use Plan. New countywide land use policies allow for increased densities and intensities in areas served by premium transit along the county's major roadways, and discourage significant density increases in areas without access to transit. Concentrating new development in areas served by transit and/or the major road network facilitates efficient hurricane evacuation, particularly in lower elevations, as it allows for multi-modal evacuation options.

At the local level, many jurisdictions within Pinellas County have policies in place to prohibit the construction of hospitals, nursing homes, and assisted living facilities within hurricane evacuation zone 'A' while prohibiting the expansion of such facilities within hurricane evacuation zone 'B.' Many local governments also limit densities within the county's coastal high hazard area to control the growth of residential populations within these vulnerable areas, and allow for clustered development which allows community growth to be concentrated on less-hazardous portions of a site. These are just a few examples of land use tools that can help enhance the security of a community.

Coordination with Law Enforcement

The Pinellas County Sheriff's Office (PCSO) serves as the primary liaison for countywide security events. PCSO closely coordinates with local, state and federal agencies, including municipal law enforcement agencies, in order to maintain the security of the transportation system as well as the public. PCSO also

coordinates with the County EOC which will be involved with any countywide security issues, and to which the MPO staff provides support.

A new Public Safety Complex, pictured at right, opened in July 2014 to centralize safety services. Designed to withstand a Category 5 hurricane event, the complex houses the PCSO Administration, Pinellas County's 9-1-1 Dispatch Center and the EOC. Critical public safety resources and services will be coordinated at the 200,000+ sq-ft. structure during an emergency.



The Pinellas Police Standards Council was created by the Florida Legislature in 1972 to coordinate policy among the law enforcement agencies in Pinellas County. The Council also conducts research, coordinates agency policies, and provides a centralized screening process to ensure exceptional quality public safety officers. The Council also routinely assists with coordination on homeland security issues, and the adoption and furtherance of Mutual Aid Agreements between local law enforcement agencies. For more information, please see the Pinellas Police Standards Council website, www.policestandards.org.

Pinellas Suncoast Transit Authority (PSTA)

The Pinellas Suncoast Transit Authority (PSTA) was created to provide safe, secure, courteous, clean, reliable and effective on-time transit to serve residents and visitors within its operating area. PSTA maintains a System Safety Program Plan that provides policies for operational and maintenance procedures designed to protect property and maximize the safety of passengers, employees, and all those who come in contact with the public transit system. PSTA buses are equipped with an internal and external digital audio and visual recording system to enhance the safety and security of the passengers of the system as well as to assist PSTA in incident investigations. This equipment has also assisted all levels of local and regional law enforcement during investigations, and is used as a training tool for bus operator training for safety and security type incidents. PSTA vehicles are equipped with between 2 and 8 cameras depending on the size of the vehicles.



During disaster preparedness and recovery, PSTA has committed to provide evacuation transportation through an agreement with Pinellas County Emergency Management. PSTA also has agreements in place with both the Pinellas County School District and the St. Pete-Clearwater International Airport to serve as alternative sites to relocate its vehicles in the event of an emergency.



The U.S. Department of Homeland Security's Transportation Security Administration (TSA) has recognized PSTA as one of the nation's best transit systems in terms of safety and security. TSA awarded its "Gold Standard" designation to PSTA for its dedication to building a strong safety and security

program in accordance with the TSA's Baseline Assessment for Security Enhancement (BASE) criteria. TSA has developed a special matrix to measure a transit agency's threat level, vulnerabilities, and preparedness for emergencies or disasters. TSA's BASE program is a voluntary comprehensive review of transit agency security programs focused on multiple categories, such as security plans, training, drills/exercises, preparedness, public outreach and background-check programs.

The Safety, Security and Training Division of PSTA works closely with Pinellas County Emergency Management to be prepared for emergencies or disasters. It also coordinates drills and activities with the Department of Homeland Security, the FDLE, and other local emergency-response agencies.

Site-Specific Focus Areas

St. Pete/Clearwater International Airport (PIE)

The St. Pete-Clearwater International Airport (PIE) is the only international, commercial service airport in Pinellas County. Located on approximately 2,000 acres just north of St. Petersburg, PIE has been in operation since the end of WWII, and currently serves commercial, freight, military, and general aviation operations. PIE is also home to the busiest U.S. Coast Guard Air Station nationwide, and is designated as a foreign trade zone.



PIE is owned and under the control of the BCC and the County Administrator, and operated under the direction of the Airport Director. By FAA Standards, PIE is required to maintain an Airport Emergency Plan (AEP) to identify policies and procedures necessary during an emergency located on or in the vicinity of the Airport. The AEP identifies the roles and responsibilities of each partner agency in a variety of emergency scenarios. The AEP requires an incident manager be designated as emergency coordinator who will have the discretion whether or not a local command post should be assembled to respond in the event of an emergency. When the incident manager does assemble a command post, the next decision is whether or not to engage the EOC.

In emergency situations, a special unit of the PCSO will be activated immediately to secure the command post and provide specialized support for PIE from unauthorized intrusion.

Clearwater Executive Airpark



Clearwater Executive Airpark is Pinellas County's highest elevated airport at 71-feet above sea level. Established in 1939 and reopened following WWII, the Airpark serves transient aircraft and locally based aviators. With one paved runway and about 47 acres, the Airpark is owned by the City of Clearwater and leased to a private operator for day-to-day activities. The Airpark hosts a squadron of the Civil Air Patrol, several businesses, aircraft sales/rentals, and a flight school, with airplane hangar, several tie-downs, and aircraft maintenance.

The Clearwater City Council assigns five members to the Airpark Advisory Board, with the Director of the Marine and Aviation Department serving as the Airport Manager. The Airpark maintains an emergency plan to address various emergencies and disasters, in addition to a separate Security Plan. In the case of

an emergency, the command post may include the City of Clearwater EOC, and the County's EOC operations. A press information kit has been created and is available for media relations.

Albert Whitted Municipal Airport

Albert Whitted Airport, owned and operated by the City of St. Petersburg, provides convenient access to the city's downtown waterfront, business district, and urban communities by air. The 110-acre facility handles approximately 97,000 general aviation aircraft operations annually and is home to an estimated 185 aircrafts. Aviation services provided include fueling, storage and parking, flight training, charter and rental aircraft, maintenance, detailing, avionics, pilot supplies, banner towing and sightseeing tours. Civil Air Patrol, Bayfront Medevac, and various organ transplant flying services also use Albert Whitted Airport for aviation support functions for their life-saving missions.



As a general aviation facility, rather than a commercial service airport, Albert Whitted is not required to meet specific federal security regulations. Due to the nature of aviation services they may provide, certain tenants may be required to comply with specific TSA and/or FAA security guidance. In addition, Albert Whitted has a specific security infrastructure in place, combined with physical barriers, surveillance systems and established personnel security procedures.

Port of St. Petersburg

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Located on the western shore of Tampa Bay, the Port of St. Petersburg is owned and operated by the City, and provides access via water to the downtown waterfront, business district and urban communities. This international port provides access to Pinellas County for research vessels, mega-yachts, and small cruise vessels. On the north side of the harbor, the Port is bound by approximately 1,200 linear-feet of bulkhead wharf, with the University of South Florida (USF), U.S. Coast Guard (Sector St. Petersburg) and Albert Whitted Airport to the south.

Port personnel and its tenants are required to report any suspicious activity to the Port Administration Office, Port Security or the police department. All users of the Port are expected to furnish watchmen over cargo or other property with a high susceptibility to theft on its premises. Watchmen so employed must have prior clearance by the Port, and meet state and federal credentialing criteria. The Port property itself is patrolled by a credentialed Port Security officer around the clock.

The Port follows all security requirements as outlined in Florida Statutes, and Title 33 of the Code of Federal Regulations (CFR), which governs navigable waters within the United States. The Port has a Facility Security Plan that includes security elements and contains security sensitive information controlled under CFR.

Conclusion

Security provides assurance of safety from manmade and from natural disasters. The 2040 Pinellas Transportation Plan Security Element represents the continuing commitment of the Pinellas MPO to assist with security-related planning for our transportation infrastructure.

With the evolving threats of terrorism, climate and weather-related events, and/or catastrophic disasters, it has become evident that the need to provide security for the transportation system, both motorized and non-motorized, remains paramount. By working closely with all local, state and national stakeholders, the Pinellas County MPO will continue to prioritize security in its transportation planning process.