

Strategic Business Plan: Public Safety



1. Overview of Public Safety Strategic Focus Area

The purpose of the Public Safety Strategic Focus Area Business Plan is to implement the goals and strategies approved by the Board of County Commissioners in their Strategic Plan and Visioning Sessions. The result of implementing this plan will be seen in improvements to public safety services in the identified areas. Public Safety is defined as any activity geared towards maintaining the safety and perception of safety within our communities. This may include law enforcement, emergency medical services and fire administration, emergency communications, emergency management, emergency sheltering, consumer protection, sufficient jail housing, and program to reduce jail population and recidivism.

In particular, the Public Safety Strategic Focus Area Team, in this document, has identified specific programs, services, projects or efforts which are either underway or need to be established, consistent with the Strategic Plan. Key outcomes that this plan pursues include:

- Improved law enforcement cost and operational effectiveness;
- Improved Fire and Emergency Medical Services cost and operational effectiveness;
- Improved emergency sheltering;
- Implementation of programs to reduce crime and jail populations; and
- Assuring the availability of critical services during and after emergencies.

This plan covers at least a three year time period. Some projects may be completed within that time frame; other work may simply be initiated.

2. Public Safety Strategic Focus Area Summary of Situational Analysis

There are three main issues to overcome in achieving any of the strategies or goals associated with Public Safety. Those three issues involve funding, logistical and political challenges.

Funding: In many cases, non-county government entities are looking to the county for the funding sources along with certain municipalities and fire districts opposing some of the changes. Many of the identified projects need initial funding for start-up and on-going infrastructure. It is possible to obtain offsetting grants for some projects but not for all.

Logistical: Agencies generate and retain information in various forms making it more challenging to consolidate into one system and location. Housing of equipment and personnel is an issue also.

Political: Many agencies desire a level of autonomy in their systems and organizations. Consolidation therefore has been difficult up to this point. Loss of control is also an issue. Who would be the main keeper of the information and funding? Who would be in-charge of the funding and the personnel? The Public Safety Strategic Focus Area group recognizes the questions each agency is asking and agrees that they need to be addressed.

The Public Safety Strategic Focus Area Team will consult on an as needed basis with current groups that address functional public safety issues, including the Police Standards Council, the Fire Chiefs Association, the Public Safety Coordinating Council, the Disaster Advisory Committee, and subgroups such as Radio Data Users Group and the Law Enforcement Info Sharing And Analysis Group. The Public Safety Strategic Focus Area Team recognizes that these existing groups have limited authority within functional areas for consensus building and planning, however true authority resides within individual agencies. Effective leadership of Public Management Networks is necessary to assure success.

3. Public Safety Strategic Focus Area Strategic Plan Goals

The Board of County Commissioners, through their Strategic Plan development process, identified three far reaching goals within the purview of the Public Safety Strategic Focus Area. These goals will be the basis for the business plan, which has been numbered as shown for continued reference in this process, and are, as follows:

Goal PS-1 – Improved law enforcement cost and operational effectiveness

Goal PS-2 – Improved Fire and Emergency Medical Services cost and operational effectiveness

Goal PS-3 – More Shelters for People and Pets

Goal PS 4 - Implement Programs to reduce crime and jail populations

Goal PS 5 - Assure availability of critical services during and after emergencies

The intended outcomes of the Public Safety goals are to:

- Enhance public safety services across jurisdictional boundaries, through cross-coordination, improved analysis and planning, and value added services.
- Provide more cost-effective public safety services through consolidation and standardization
- Develop performance-based budgeting along with linking critical data previously maintained separately by each agency.

The business plan, in conjunction with the Board of County Commissioner's adopted goals and strategies, will provide the affected departments the necessary information for implementing the Strategic Plan. This Strategic Focus Area plan develops and organizes the strategies, actions and tasks to provide adequate detail and guidance to the implementing departments. Ultimately the result of this process will provide a greater and more cost effective level of Public Safety services to the citizens of Pinellas County beginning in the near (1-3 years) time frame and continuing through the follow-on years.

Overall, the success of this strategic focus area plan will be gauged by the results of 37 key performance measures that will be reviewed on an annual basis and again after Year 5. For each measure, the Public Safety Strategic Focus Area Team will establish a data source, methodology for measurement, baseline measurement and performance goals. Those key performance measures are:

- % Agencies Participating in Countywide Prisoner Transport
- % Agencies Participating in Countywide Property and Evidence Storage
- % Agencies Participating in Countywide Fingerprint Services
- % Agencies Participating in Countywide Sex Offender Management
- % Agencies Participating in Countywide Forensic Services
- % Autodialer Solution Completed

- % Agencies Able to Access Autodialer System
- % Agencies Participating in Electronic Traffic Tickets
- % Law Enforcement Agencies Equipped with mobile Data Connectivity
- % Fire/EMS Equipped with Mobile Data Connectivity
- % Completion of 700MHz Mobile Data Infrastructure
- % Agencies Participating in Countywide Records Repository (Info Sharing)
- % Agencies Participating in Countywide Records Management System
- % Agencies Participating in Countywide CAD System
- % Agencies Participating in Central Citations and Crash Data Sharing
- % Agencies Collecting and Providing Effective Citation and Crash Data
- % Agencies Participating in Countywide Crime Analysis and Comstat
- % Agencies Sharing Data Regionally
- % Agencies Participating in AVL
- % Agency AVL Information Integrated
- Fire insurance ISO ratings
- % Completion
- % Capacity vs Demand
- % Pet Capacity
- % Identified Structures Hardened
- % Completion
- % jail capacity
- % jail population in alternatives to incarceration
- % released inmates having access to and receiving reentry services
- % qualifying inmates receiving effective diversion/treatment services for mental illness, drug abuse, etc.
- % recidivism within Pinellas inmate population

- % inmates/ released inmates receiving educational services
- \$ dedicated to program enhancements
- Crime rates by type
- Assessment of citizen safety perception
- % jail population level controlled from program access and reduction in crime and recidivism
- % Plan Completion for Each Item

4. Public Safety Strategy Execution and Proposed SFA Deliverables

Related strategies and actions, for each defined goal, are provided below. Deliverables, issues and status for these goals and strategies are contained in the attached matrix:

Goal PS-1 – Improved law enforcement cost and operational effectiveness

⇒ Strategy PS-1.1 - Support Functional Consolidation of Law Enforcement Services

A) The goal is to achieve functional consolidation cost savings, standards and efficiency. Full consolidation, being a much greater challenge, lacks full support, requiring the will of the communities involved to be taken into consideration as this issue is considered. The county staff stands ready to facilitate this discussion.

- A.1 Support the Pinellas County Sheriff's Office provided prisoner transport services (county-wide implementation of this item is unknown at this time)
- A.2 Support the Pinellas County Sheriff's Office provided property and evidence storage A.3 and disposal services county-wide
- A.4 Support Pinellas County Sheriff's Office provided fingerprint services county-wide
- A.5 Support Pinellas County Sheriff's Office provided forensic services county-wide
- A.6 Support Pinellas County Sheriff's Office provided sex offender management county-wide
- A.7 Support a unified, county-wide auto-dialer notification
- A.8 Support electronic traffic tickets
- A.9 Support mobile data connectivity county-wide
- A.10 Expand county-wide law enforcement records repository
- A.11 Create Centralized Records management system for law enforcement
- A.12 Support Centralized Computer Aided Dispatch System
- A.13 Support Central traffic citations and crash records
- A.14 Expand Regional Information Sharing
- A.15 Support county-wide crime analysis and Comstat planning.
- A.16 Support county-wide coordinated Automated Vehicle Locator system
- A.17 Upgrade Intergovernmental Public Safety Radio System to meet National
- A.18 Interoperability Standards
- A.19 Construct a Centralized Communications Center and a Sheriff's Administration
- A.20 Building capable of withstanding a category 5 hurricane

B) Support joint purchasing among law enforcement agencies

- B.1 Cooperative purchasing contracts for law enforcement

C) Full consolidation of law enforcement services

- C.1 Support for full consolidation of law enforcement services has been proposed on multiple occasions

Goal PS-2 – Improved Fire and Emergency Medical Services cost and operational effectiveness

⇒ Strategy PS-2.1 - Improve Fire Insurance ISO Ratings

- A) This is automatic and ongoing. The county staff provides guidance and assistance to the Fire Districts. The Emergency Medical Services and Fire Administration Department has been granted authority to access the ISO data
- B) Support Fire Departments in ISO evaluations - Rapidly respond to ISO inspection reports to ensure the best rating is awarded to Fire Departments
- C) Establish minimum standards for marine and water rescue operations
There is a committee working on this and the County staff is participating
- D) Consolidate fire districts to save dollars. Although the Board of County Commissioners deferred to the CRC the will of the communities involved will have to be taken into consideration as this issue is considered. The county staff stands ready to facilitate this discussion.
- E) Equitable costs: Equal services for equal costs
This is not attainable under current circumstances. This would require legislative action and equality among providers' budgets and union contracts

⇒ Strategy PS-2.5 - Support Functional Consolidation of Law Enforcement Services

Support joint purchasing among fire agencies

- A) The Fire Chiefs are doing this now with some equipment purchases, however not all are participating on all items. The county provides this capability in the purchase of user radios. In the area of workers comp and health insurance, county Risk Management and the Unified Personnel System could be approached to investigate the possibility of economies of scale in joint insurance purchasing. Group purchasing for fire departments is also available on line, through the Southeastern Fire Chiefs' Association.

⇒ Strategy PS-2.6 - Pursue alternative funding for specialty Fire/EMS teams

There is a sub-committee of the Fire Chiefs Association addressing this issue with a report that has been issued to Commissioner Seal.

⇒ Strategy PS-2.7 - Establish a Priority Dispatch System for Fire/EMS to send the right response to meet the need

Currently this can be accomplished with Emergency Medical Services, but not Fire. Given technological advances the Fire priority can be addressed through employing Emergency Fire Dispatching certification and software at Emergency Communications.

⇒ Strategy PS-2.8 - Establish Maximum Standards for Delivery of Fire Services

This item died in the Charter Review Commission. The current county Fire Protection Plan establishes minimum standards.

Goal PS-3 – More Shelters for People and Pets

⇒ Strategy PS-3.1 - Improved Emergency Sheltering

- A) Eliminate deficit of public shelter capacity for hurricanes.
- B) Increase Pet Friendly Public Hurricane Shelter capacity
- C) Improve Pinellas County government infrastructure storm hardening capabilities

- D) Provide alternate power generation capability at public shelters.
- E) Establish inventory of Public Shelters for non hurricane impacts such as: extreme heat, power outage, flooding, hazardous materials, terrorist attack and civil disturbance

⇒ **Strategy PS-3.2 - Implement Programs to reduce crime and jail populations**

- A) Sufficient jail space for violent criminals. Pursue solutions to meet the current needs of anticipated jail population including establishing beds and process analysis to relieve population growth rates where possible
- B) More effective alternatives for mentally ill, alcoholic, and non-violent offenders
- C) Identify and pursue best practices for alternatives to incarceration and recidivism reduction

⇒ **Strategy PS-3.3 - Assure availability of critical services during and after emergencies**

- A) Government Provided Services - Assure availability of critical services during and after emergencies. Water for fire hydrants – Adequate pressures and volume of water are essential for fire-fighting services. Pinellas County Utilities needs to coordinate all Utilities resources from the Utilities Emergency Operations Center (Logan EOC). Planning and responses must be consistent with Pinellas County Utilities (PCU) official Emergency Response Plans.
- B) Commercial Provided Services - Assure availability of critical services during and after emergencies

- B.1 Potable water – The health and safety of residents and visitors of Pinellas County is directly supported through the continuous availability of potable water. The Pinellas County Utilities official Emergency Response Plans are in place and followed to coordinate all available resources toward continuous flow of potable water throughout the County

- B.2 Sewer lift stations – Generators and fuel. The continuous flow of wastewater from source to the treatment plants is a health and safety issue. The Pinellas County Utilities official Emergency Response Plans are in place and followed to coordinate all available resources to provide required generators and fuel for electrical power during periods of power interruption.

- B.3 Solid waste debris disposal services – These services are particularly critical following a major storm event, requiring multiple staging, temporary and final debris management sites. Continuous waste disposal services are required throughout all phases of a natural or manmade disaster and will be managed through the County Coordinated Debris Management Plan.

- B.4 Hazardous waste disposal – Three elements of handling hazardous materials need addressing.

- B.5 Hazardous materials waste disposal is managed through the County Haz-Mat Team

- B.6 Pinellas County Utilities utilize many hazardous materials. The most prevalent is chlorine in a liquid/gas form. Protection of on-hand supplies is managed through the Pinellas County Utilities official “Emergency Response Plans”.

- B.7 Household chemicals and materials, such as gasoline, aerosol cans, batteries, fertilizers, and lead-based paints are properly disposed of at the official HEC₃ site located at the Resource Recovery plant, or through advertised mobile collection sites.

- B.8 Transportation – Post storm road clearance, Traffic signal operations

- B.9 Communications – County communications - Citizens information dissemination

- B.10 Survivability of Public Safety operations - Communication centers, survivability of facilities, adequacy of facilities, control of community areas, Jail operations, Court operations, Consumer protection
- B.11 Medical – Emergency medical services, Fire/Rescue operations, Medical Director and Health Department involvement
- B.12 Animal Services - Animal search and rescue Animal services
- B.13 Mortuary services – Portable morgues, equipment and supplies, personnel, and refrigerated trailers. DMORT (Disaster Mortuary Operational Response Teams - Federal), FEMORS (Florida Emergency Mortuary Operational Response System - State), and Kenyon (Private).
- B.14 Building department availability – Emergency permits, building assessment/condemnations
- B.15 Medical availability – Walk-in clinics, Emergency Rooms, Hospitals
- B.16 Home improvement store availability
- B.17 Communications availability – Phones, Cable TV, Cell phones, Internet, Newspapers
- B.18 Commercial Power availability – Electrical restoration and securing of fallen power lines
- B.19 Banking availability
- B.20 Grocery stores availability
- B.21 Transportation – Gas station availability - Generator and vehicle fuel

Goal PS 4 - Implement Programs to reduce crime and jail populations

⇒ Strategy PS- 4.1 - Sufficient jail space for violent criminals

Pursue solutions to meet the current needs of anticipated jail population including establishing beds and process analysis to relieve population growth rates where possible.

⇒ Strategy PS- 4.2 - More effective alternatives for mentally ill, alcoholic, and non-violent offenders

Identify and Pursue Best Practices for Alternatives to Incarceration and Recidivism Reduction

Goal PS 5 - Assure availability of critical services during and after emergencies

⇒ Strategy PS - 5.1 Government Provided Services - Assure availability of critical services during and after emergencies

Water for fire hydrants – Adequate pressures and volume of water are essential for fire-fighting services. Pinellas County Utilities needs to coordinate all Utilities resources from the Utilities Emergency Operations Center (Logan EOC). Planning and responses must be consistent with Pinellas County Utilities (PCU) official Emergency Response Plans.

⇒ Strategy PS 5.2 Commercial Provided Services - Assure availability of critical services during and after emergencies

A) Potable water – The health and safety of residents and visitors of Pinellas County is directly supported through the continuous availability of potable water. The Pinellas County Utilities official Emergency Response Plans are in place and followed to coordinate all available resources toward continuous flow of potable water throughout the County

B) Sewer lift stations – Generators and fuel. The continuous flow of wastewater from source to the treatment plants is a health and safety issue. The Pinellas County Utilities official

Emergency Response Plans are in place and followed to coordinate all available resources to provide required generators and fuel for electrical power during periods of power interruption.

- i. Solid waste debris disposal services – These services are particularly critical following a major storm event, requiring multiple staging, temporary and final debris management sites. Continuous waste disposal services are required throughout all phases of a natural or manmade disaster and will be managed through the County Coordinated Debris Management Plan.
- ii. Hazardous waste disposal – Three elements of handling hazardous materials need addressing.
 - Hazardous materials waste disposal is managed through the County Haz-Mat Team
 - Pinellas County Utilities utilize many hazardous materials. The most prevalent is chlorine in a liquid/gas form. Protection of on-hand supplies is managed through the Pinellas County Utilities official “Emergency Response Plans”.
 - Household chemicals and materials, such as gasoline, aerosol cans, batteries, fertilizers, and lead-based paints are properly disposed of at the official HEC₃ site located at the Resource Recovery plant, or through advertised mobile collection sites.
- iii. Transportation – Post storm road clearance, Traffic signal operations
- iv. Communications – County communications - Citizens information dissemination
- v. Survivability of Public Safety operations - Communication centers, survivability of facilities, adequacy of facilities, control of community areas, Jail operations, Court operations, Consumer protection
- vi. Medical – Emergency medical services, Fire/Rescue operations, Medical Director and Health Department involvement
- vii. Animal Services - Animal search and rescue Animal services
- viii. Mortuary services – Portable morgues, equipment and supplies, personnel, and refrigerated trailers. DMORT (Federal), FEMORS (State), and Kenyon (Private).
- ix. Building department availability – Emergency permits, building assessment/ condemnations
- x. Medical availability – Walk-in clinics, Emergency Rooms, Hospitals
- xi. Home improvement store availability
- xii. Communications availability – Phones, Cable TV, Cell phones, Internet, Newspapers
- xiii. Commercial Power availability – Electrical restoration and securing of fallen power lines
- xiv. Banking availability
- xv. Grocery stores availability
- xvi. Transportation – Gas station availability - Generator and vehicle fuel

5. Public Safety Strategic Focus Area Organizational Capacity Requirements

In order to work more effectively and more efficiently, organizational improvement opportunities need to systematically be recognized, identified as priorities for attention, and addressed. Improvements in the county's internal or support processes

Internal process changes required to facilitate plan

Processes – same, change, tweak, or restructure?

- With an approved emergency response plan in place, the existing processes need to be adjusted to include the National Incident Management System of an Incident Command hierarchy while the “declared emergency” is active. The National Incident Management System provides for an effective communications, information management, information and intelligence sharing, and supporting technology system that is Federal Emergency Management Agency approved.

Public management network development needs or changes

- Consistent with the National Incident Management System the incident command system is a standardized, on-scene, all-hazard incident management concept that allows it's users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by jurisdictional boundaries.

Succession Management comments

- There is no greater reason to provide good succession planning than the continuity of provision of essential services, particularly during and following emergencies. County residents rely on a seamless transition of management teams to ensure uninterrupted high-level services. The management team must be strong and ready to serve. This demands that we plan for a smooth transition from the old guard to the new.

Technology support

- As stated in National Incident Management System, “The incident management organization must establish a process for gathering, sharing, and managing incident-related information and intelligence”. In this communication age we experience greater levels of technology support every time we turn the corner. The county plays a leadership role during and following emergencies impacting our citizens. As such, we need to keep pace with the ever-changing technology to provide a leadership position across multi-jurisdictional boundaries.

Competency/capacity development to have workforce of the future required: Workforce of the future – larger or smaller, same or different skill set, internal or contract?

- Relative to assuring critical services during and following emergencies, current County staffing is well-trained and has the capacity to provide the required services. Multi-jurisdictional boundaries require similar considerations of municipal governments within Pinellas County.

Organizational culture and values

- Pinellas County Government has established and maintained the appropriate culture and values needed to provide the levels of service. These values are reflected in the Pinellas County vision “To set the standard in Public Safety

services”. This vision is reflected in all actions associated with the strategic functional area.

Employee morale and job satisfaction

- Pinellas County employees are at their best when providing essential services during and after emergencies. This area should not require action.

Resources

Immediate – resources required for near-term/priority initiatives

- Providing critical services during and after emergencies requires the resources of many jurisdictions. Those resources vary, depending on the severity of the emergency. As it relates to hurricane preparedness, Pinellas County has the near-term/priority resources needed.

Tools – data systems, networks, contracts

- Specific data-systems, networks and contracts required to provide the leadership for emergencies in Pinellas County are numerous, interdependent and complex. Therefore, this is a complicated issue requiring a detailed analysis and inclusion as part of implementing any of the recommended strategies.

Multi Agency Considerations

Along with the general organizational changes to accomplish the public safety goals discussed above, in certain instances specific changes must take place in order to successfully accomplish individual strategies. For **Goal 1** and **Goal 4**, specific areas of change have been identified to prevent potential barriers that can often occur within multi-agency projects.

Goal 1 - Organizational turf issues must not present barriers to the functional consolidation benefits and gains listed within the business plan. Mechanisms for regular dialog are important. Communication and education will be critical to the process.

Additionally, internal organizations must aid in providing levels of support to the processes. In a collaborative process such as functional consolidation, inherent delays or perceived delays and problems can cause an entire process to fail. The county must be prepared to support the functional consolidation areas as they are undertaken through proper funding, proper coordinated technical support (networks, technologies, functions, etc), and proper oversight/accountability. All aspects of the process must be identified with buy in and elimination of barriers up front.

Goal 4 - Communication is a key in this area. The organization as a whole, with all stakeholders, must create better ways to communicate and discuss solutions. Currently, this does not exist in a consistent and effective manner. This communication is a key to identifying, understanding, and addressing needs related to jail population and future population planning. Funding for jail space is another key factor. This has the potential to be a large expense as laid out within this document. Steps can and must be taken however to alleviate future projections. A task team should be set up to regularly meet and discuss. The system processes must be carefully reviewed for efficiencies and change.

For alternatives and recidivism, communication is once again a key issue. Agencies and organizations must form a network of services rather than a series of competing ones. A task force should be formed to review and evaluate services available and proposed to meet the

inmate needs. The Board of County Commissioners has been providing support to further needed programs and services. Guidance on funding support and inmate needs will allow for effective allocation of resources.

The Board of County Commissioners has, by resolution, designated the Sheriff as the Chief Corrections Officer and thereby has direct responsibility for jail population management. The County staff should support the Sheriff with the specific goal of reducing the jail population through innovative approaches.

Goals 2, 3 and 5 involve a number of autonomous agencies such as municipalities, fire departments, various County departments, the Pinellas County School Board, hospitals, nursing homes, churches, non-profits, local businesses and others. The diversity of these agencies adds complexity in developing and implementing solutions to all recommendations found in this business plan. The intended approach, to overcome inertia, is to form focused action groups that include all relevant stakeholders in developing and implementing solutions to the issues in this plan.