

# Strategic Focus Area: Transportation, Utilities, & Stormwater



# Strategic Plan

## Pinellas County Government

*Strategic Focus Area:  
Transportation and Utilities*

*Sub-area: Transportation*

Preliminary approval given by the BCC on April 25, 2005

Final adoption by the BCC on February 14, 2006

## Distinguishing characteristics of this focus area:

This focus area includes those functions, activities and physical infrastructure of County Government that support the movement of people, goods, materials and services to the purposes of public health and safety, economic activity and personal activities.

## Environmental scan

- Public concerns and priorities
  - Pedestrian and bicycle safety.
  - Transportation efficiencies and costs .
  - Concerns about congestion.
  - Environmental and neighborhood impacts of roads.
  
- Technological and Social developments
  - Intelligent Transportation Systems.
  - More enhanced transit systems.
  - Alternative forms of transportation.
  - Livable communities.
  
- Funding trends
  - Strategic Intermodal System as priority for state funding.
  - Finance driven concurrency management.
  - Local funding sources first.
  - Questionable federal funding availability.

## Part One:

# The Vision – The transportation system we need for a quality community.

1. **Community Expectations: What the Community desires in a transportation system.**  
(See Figure 1.)

Community expectations express what the general citizen desires with respect to the transportation system. These expectations apply whether the topic of discussion is an inter-state highway or a local street. As such, they are expectations that are held of any public entity providing a transportation component and as such represent the “bottom line” expectations upon which performance is assessed.

In the area of transportation a review of recent public opinion surveys from various sources indicates there are four expectations held by the public. These include:

- **Mobility and access.**<sup>1</sup> This is simply the ability to get where you want or need to go with a reasonable degree of ease and timeliness. What is “reasonable” is highly perceptual and is determined by the local context.

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<sup>1</sup> Illinois transportation survey, 2005; California survey, 2003; Ohio survey, 2002; New Jersey study, 1999

- **Safety.**<sup>2</sup> This is simply the expectation that it will be safe to use the various forms of transport, including pedestrian and bicycle travel.
- **Wise investment.**<sup>3</sup> This is the expectations that public funds will be legitimately and efficiently used and that investments will be maintained.
- **Attractive and environmentally sensitive.**<sup>4</sup> This expectation includes expectations for attractive or beautified roadways, the expectation that new construction will not damage environmentally sensitive areas, and the expectation that new construction will not damage the fabric of communities.

## 2. Results: What Pinellas County Government will deliver to meet community expectations.

Results are impacts that a particular entity, such as Pinellas County Government, is striving to make. Within the context of general community expectations, results are the contributions a specific entity, such as Pinellas County Government, can make toward the community expectations. As shown in Figure 1, when results are achieved, community expectations are met in part or whole.

Within a strategic focus area, the results express the “bottom line” impacts sought by the policy board.

Within the Strategic Focus Area of Transportation, PINELLAS COUNTY GOVERNMENT seeks eight results. These are:

1. **Improved traffic flow and access.** Vehicular traffic moves about the county rapidly and drivers can easily access destination points.

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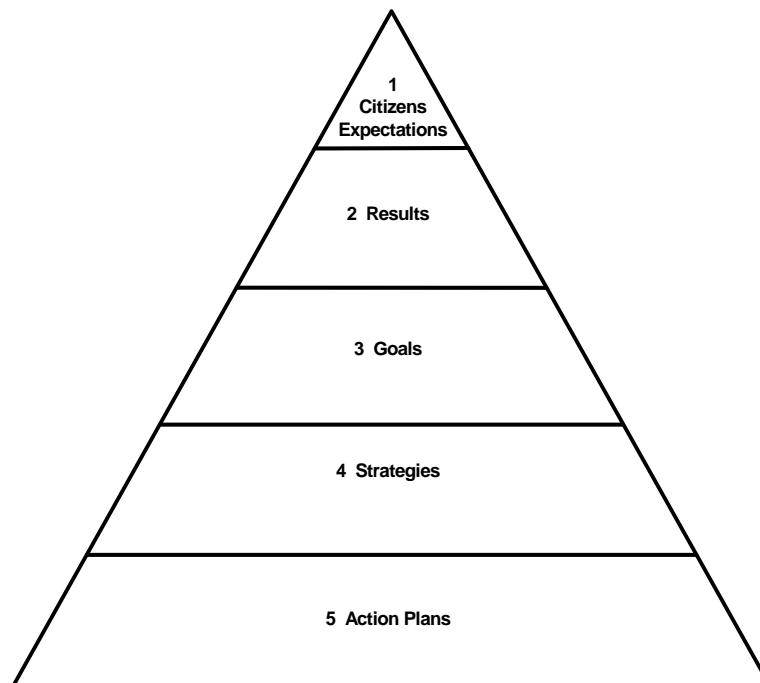
<sup>2</sup> Illinois transportation survey, 2005; Ohio survey, 2002; Transportation Journal, 2001

<sup>3</sup> Illinois transportation survey, 2005; California survey, 2003

<sup>4</sup> Illinois transportation survey, 2005; New Jersey study, 1999

2. **Increased transportation choices for all residents.** Residents have a range of transportation options that fit their personal needs and desires.
3. **Enhanced safety.** Accidents, injuries and deaths were reduced.
4. **Maintained cost effective operations.** The cost of building and operating the county's transportation network produced a good return for the investment.
5. **Preserved and protected investments.** The County's existing investments in transportation were maintained.
6. **Leveraged investments.** Funding for new projects came from a variety of sources.
7. **Beautified corridors.** The physical attractiveness of the roadway network has been enhanced.
8. **Growth management and economic development decisions** has been matched with transportation solutions.

**Figure 1: Developing the Strategic Plan**



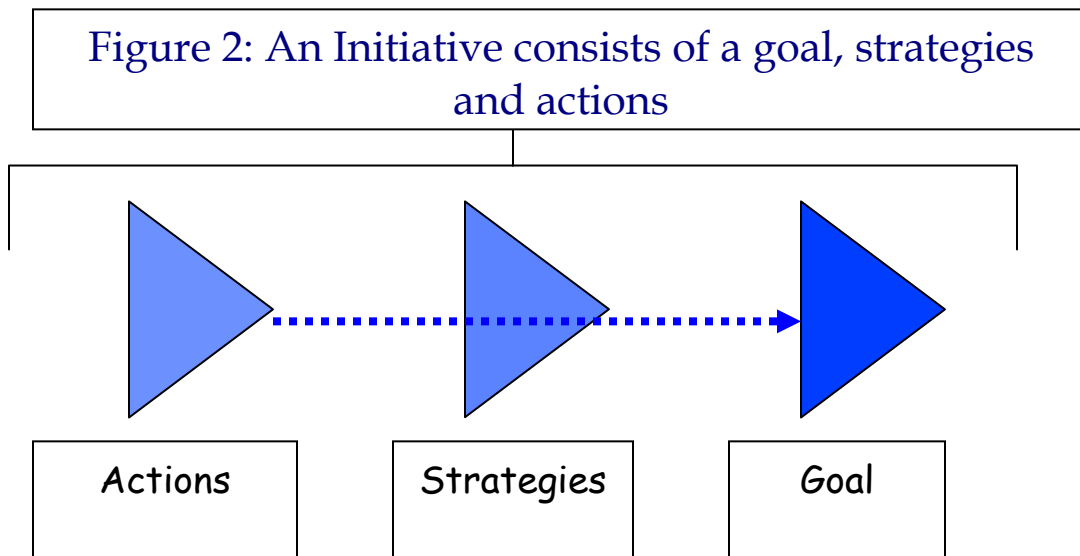
## Part Two:

Developing the envisioned transportation system through six initiatives:

### Goals, Strategies and Actions to create Results

#### What is an Initiative?

An initiative is a program of work intended to lead to one or more of the results. It is comprised of a goal; a set of strategies or pathways which should lead to the goal and a set of specific actions that will take place which will lead to the goal. To achieve these results, PINELLAS COUNTY GOVERNMENT will engage in six initiatives. As stated, each initiative is built around a goal (and named after the goal) and uses appropriate strategies and actions (tactics) that will achieve that goal as shown in Figure 2.

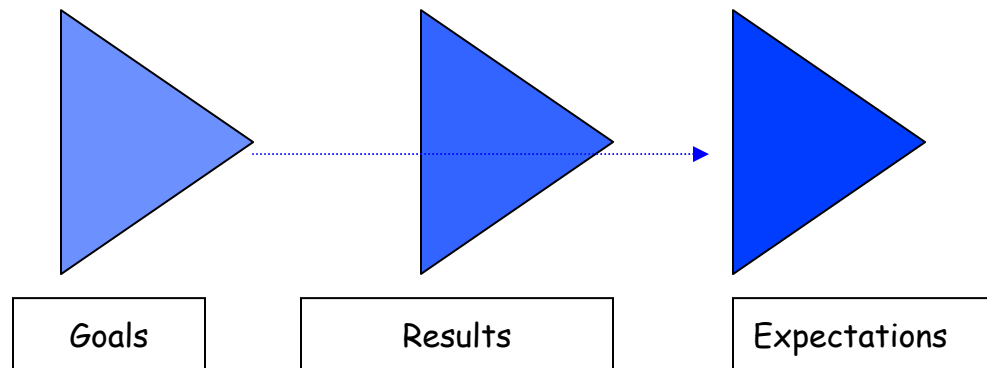


### 3. Goals

Achieving the following goals will create in Pinellas County the desired transportation system as described in Part 1, Figure 1 of this plan. Achieving these goals will produce the results the County is seeking and thereby meet community expectations as shown in Figure 3.

- **Improve public transit.** Transportation systems and networks which utilize publicly or corporately owned vehicles as opposed to privately owned vehicles.
- **Develop additional road capacity.** Additional traffic capacity for arterials, corridors and limited access highways.
- **Enhance the existing system.** Improvements in traffic management, safety and beautification.
- **Improve airport access and utilization.** Increased utilization of the airport as a transportation option.
- **Preserve current assets.** Maintenance of existing transportation system investments.
- **Expand alternative transportation means.** The provision of options which facilitate movement without having to use a motorized vehicle such as pathways or bikeways.

Figure 3: Accomplishing goals leads to results which meet expectations



## What is strategy?

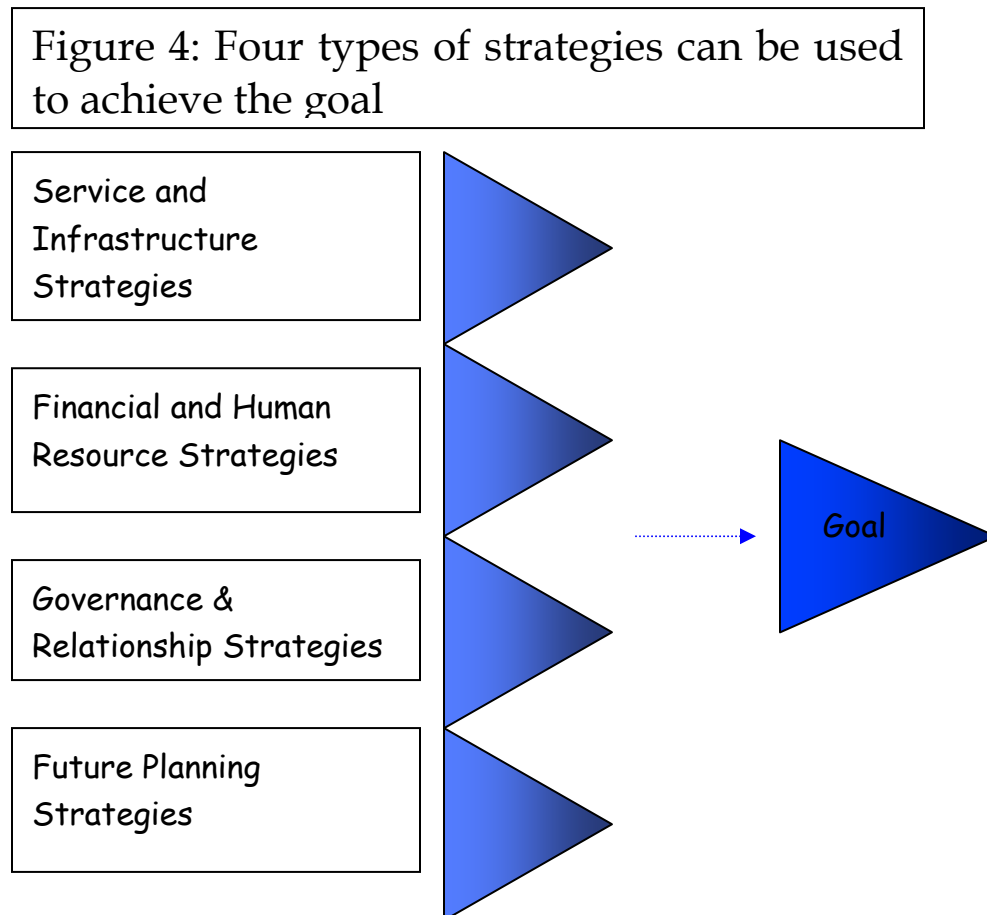
Strategy is figuring out how to optimize your assets and minimize your weaknesses in order to reach your goal. PINELLAS COUNTY GOVERNMENT has four types of assets it can use to achieve its transportation goals. Based on these four types of assets, there are four corresponding categories of strategy:

- **Services and Infrastructure strategy.** These assets include physical infrastructure (roads, bridges), capital assets (equipment) and the services that are made possible by those physical assets and that make those physical assets usable. These are the core processes of the transportation system.
- **Financial and Human Resources strategy.** The financial and human assets which fund development and conduct operations.

**Governance and Relationships strategy.** The working relationships among various stakeholders which make the system function.

- **Planning and Future Thinking strategy.** Knowledge about the system, future needs and how those needs can be met.

These four types of strategies are combined in an initiative to achieve the goal as shown in Figure 4.



## 4. Strategies & 5. Actions

Within each strategy type, there are specific pathways or strategies that PINELLAS COUNTY GOVERNMENT seeks to deploy or influence in order to achieve its transportation goals. Along each pathway there are specific actions which would occur. The strategies and some actions the county can use include:

### Services and infrastructure strategies

- Consider Pinellas Mobility Initiative recommendations.
  - Establishment and expansion of BRT, including but not limited to, express bus services.
  - Continuation of Trolley services.
- Airport Marketing.
- Additional capacity projects for county roads.
- Additional capacity projects for state roads.
- Expansion and improvement of ITS.

### Resource optimization and funding strategies

- Pursuit of federal and state funds
  - Action: SIS designation.
  - Action: TEA 21 lobbying.
  - Action: Accelerated funding for state roads by advancing county funds.
- Optimization of County funding sources. (Sources that may be used for planning and scenario development.)
  - Action: Penny for Pinellas.
  - Action: Renewal of existing 6 cents gas tax.
  - Action: 9<sup>th</sup> cent gas tax for ITS.

- Action: Bonding.
- Action: Additional 5 cents gas tax.
  
- Action: Transit surtax.
- Action: Special assessment district.
- Local Funding Partnerships
  - Action: Establishment of beautification partnerships with municipalities and other stakeholders.
  - Action: Establishment of safety partnerships with municipalities and other stakeholders.
- Competent and adequate staffing.

## Governance and relationships strategies

- Create a countywide transit authority.
  - Action: Membership reconfiguration.
  - Action: Scope of taxing district.
  - Action: Charter Review discussion.
- Singular traffic control through ITS.
  - Action: Establishment of single administrative body.
- Consumer engagement.
- MPO participation.
- Development of Regional relationships and approaches.
  - Action: Linked transit systems across Bay and into Pasco.
  - Action: Regional cooperative entity of some form.

## Planning and future development strategies

- Link transportation to economic development and redevelopment and Livable Communities efforts.
- Countywide Safety plan.
- Countywide Beautification plan.



# Strategic Plan

## Pinellas County Government

*Strategic Focus Area:  
Transportation and Utilities*

*Sub-area: Utilities and Stormwater*

Preliminary approval given by the BCC on May 12, 2005  
Final adoption by the BCC on February 14, 2006

## Distinguishing characteristics of this focus area:

This focus area includes the functions, activities and physical infrastructure of County Government that support the movement of people, goods, materials and services, the treatment of water in its various forms and the disposal of waste products that meet the purposes of public health and safety, economic activity and personal activities.

## Environmental Scan

### *Public Concerns and Priorities*

- An efficient, effective and environmentally sound solid waste collection system.
- In the unincorporated area of Pinellas County, a survey revealed majority of residents who subscribe to solid waste collection services are satisfied with all aspects of the service, with less than 20 percent expressing dissatisfaction of any kind. (Solid Waste Collection Task Force Final Report, 2001.)
- About 21 percent of unincorporated area residents do not have, but desire, recycling services. (Solid Waste Collection Task Force Final Report, 2001.)
- Approximately 45 percent of unincorporated area residents recycle in some manner, with 28 percent using drop-off services and 18 percent using curbside recycling. (Solid Waste Collection Task Force Final Report, 2001.)
- Affordable high quality potable water.
- An efficient, effective and environmentally sound wastewater system.
- An efficient, effective and environmentally sound stormwater management program.

### *Technological and Social Developments*

- Nationally and statewide, there is a trend toward higher levels of public participation in recycling programs. (Municipal Solid Waste, Facts and Figures, Recycling, web site of Environmental Protection Agency, epa.gov.)
- General concerns about costs and quality of potable water supply in light of new technologies and approaches to produce water.
- General concerns about the efficiency, effectiveness and environmental soundness of small, independent wastewater systems, and septic tanks.
- General concerns about: a) flooding problems caused by inadequate drainage systems; b) pollution of water bodies caused by inadequate treatment of stormwater runoff; c) lack of a regionally-coordinated stormwater management approach; and d) the need to effectively meet federal requirements (Total Maximum Daily Loads) for stormwater.

### *Funding Trends*

- In selected areas of the unincorporated area, a movement away from a solid waste collection revenue base generated by contracts between residents and private haulers to a publicly-required and managed revenue system may be necessitated to ensure high-quality service.
- Increasing cost of potable water supplied by Tampa Bay Water may cause certain County wholesale customers to develop separate water supplies. This would erode the County's revenue base, and increase costs to remaining customers. Ensuring a higher quality of County-provided water than the existing wholesale customers could separately develop may help maintain existing customer base.
- Developing innovative ways to sell water (bottled water) and other revenue optimization approaches may need to be pursued.
- Acquisition of separate municipal and private wastewater systems and development of a workable septic tank replacement program would

expand the County's customer base and result in more efficient and environmentally-sound wastewater disposal.

- An equitable and community acceptable approach to generating revenues will be needed if the County expands its stormwater infrastructure and services in the unincorporated area or countywide. Establishment of a stormwater utility program based on special assessments is the funding approach most jurisdictions use for this purpose.

## Part One:

# The Vision – The utility and stormwater system needed for a quality community

## 1. Community Expectations: What the Community desires in a utility and stormwater system.

- An efficient, effective and environmentally sound solid waste collection system.
- High quality and affordable potable water.
- An efficient, effective, and environmentally sound wastewater system.
- Stormwater management that ensures protection from flooding and clean surface water bodies.

## 2. Results: What Pinellas County Government will do to meet community expectations.

- Flexible approaches to solid waste collection that reflect the preferences of local residents.
- Expanded curbside recycling services.
- Consistent and reliable debris management after storm events.
- High quality potable water that is competitive and affordable.
- Wastewater collection that is both affordable and protects the environment.
- Enhanced stormwater management.

## Part Two:

Developing the envisioned utility and stormwater system:

### Four Initiatives (Goals, Strategies and Actions to create Results)

#### Initiatives

- Solid waste collection
- High quality potable water
- Wastewater collection
- Stormwater management

#### Goals

- Improve solid waste collection in areas of need.
- Ensure high quality potable water that is competitive and affordable.
- Improve wastewater collection services.
- Improve stormwater services and infrastructure in the unincorporated area.

# Strategies

## Services and Infrastructure Strategies

- License or franchise solid waste haulers to ensure service quality in areas of need.
- Expand curbside recycling services through franchising.
- Establish program for debris management after storm event.
- Develop appropriate incentives and approaches for septic tank replacement.

## Resource Strategies

- Provide a means of collecting revenues to pay for solid waste collection in selected unincorporated areas where needs and demands are indicated.
- Examine ways to optimize utility revenues through development of business plans for innovative service offerings.
- Examine appropriate stormwater funding sources, including development of a stormwater utility program.

## Governance and Relationship Strategies

- Acquire, upgrade, and manage separate municipal and private wastewater systems in a manner mutually acceptable to system owners, customers, and the County.
- Consider a regional or countywide approach to stormwater management.

## Planning for the Future Strategies

- Develop ways and means to meet federally mandated Total Maximum Daily Load requirements.

