Pasco County
Board of County Commissioners
Strategic Plan
2009-2012

Growth

Economic Development

Customer Service

LEAP

$ustainability

Transportation

Environment

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PASCO COUNTY BOARD OF COUNTY COMMISSIONERS
STRATEGIC PLAN
2009-2012

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"A great organization is one that delivers superior performance and makes a distinctive impact over a long period of time."

- Jim Collins
Good to Great and the Social Sectors

INTRODUCTION

PURPOSE

The Pasco County Board of County Commissioners' Strategic Plan was created to present a clear vision for the County's future focused on the issues of greatest importance to our citizens. The plan sets forth the short-term direction necessary to achieve long-term success toward the goals and initiatives set by the Board. It describes the County's Vision, Mission, and Values, as well as measurable desired results and strategies for achieving our goals.

Pasco County's Strategic Plan is the overarching plan that guides the direction of County services based on priorities established by the Board of County Commissioners. The Plan contains a set of strategic priorities and goals that establish a roadmap of what the County wants to achieve in the next three years.

The Strategic Plan will be the cornerstone for the delivery of services to our citizens, forming a foundation for the development of a Business Plan and the County's Annual Budget. By looking ahead and asking our customers what they need, we establish a vision for what level of service we will provide, along with an understanding of what resources will be necessary to provide them.

Our Strategic Plan will assure that our efforts are purposefully designed and focused to meet our long-term strategic needs. Critical decisions, regarding resource allocation during the budget process, will be evaluated for consistency with and support of the identified strategic priorities. The Plan will serve as the framework for County departments to align their goals and strategies, thereby making budgetary decisions more consistent, sustainable and transparent.

The Strategic Plan is a living document, not a static or rigid blueprint. The Board of County Commissioners will review the plan annually in November and update it every two years, for a three-year horizon, in order to adjust priorities and strategies based on changing opportunities, threats, and other unforeseen factors.

STRATEGIC PLANNING PROCESS

Pasco County's Strategic Planning process began in the fall of 2007 with the launch of the LEAP (Lean, Efficient, Accountable Pasco) Initiative. Focused on the goal of providing excellent customer service to our citizens, LEAP represented the beginning of the

County's long-term plan to achieve excellence in government and was a precursor to the formal Strategic Planning process. The first step of the formal Strategic Planning process was an Environmental scan of the trends, conditions and issues affecting the County, including an analysis of changing demographics, land development trends and financial conditions.

Next, the County conducted a broad community outreach and engagement process, including citizen satisfaction surveys, focus groups based on individual interest areas and stakeholder sessions covering a variety of key issues facing the County. A SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis was conducted using a variety of sources, including the Board of County Commissioners, senior County leadership, County employees, residents, businesses, and community groups.

Using the results of the Environmental Scan, stakeholder input and SWOT analysis, the Board of County Commissioners met in several workshop sessions to draft the Strategic Plan, setting the County's Strategic Challenges, as well as the County's Vision, Mission, and Values. Once Strategic Challenges were set, the Board identified Key Intended Results (KIRs) to measure the County's progress.

In every stage of the process, careful attention to the Environmental Scan and citizen input provided the basis for the County's commitment to data-driven decision-making. Once the Strategic Plan is adopted it will guide the direction of the entire organization, ensuring that our efforts are purposefully designed to meet the strategic needs of the County.

KEY TERMS AND CONCEPTS

This strategic plan introduces commonly used words and phrases that have a special meaning when used as part of a strategic planning process. It is important that the Board, County staff, and other individuals and groups using the County's strategic plan have a common understanding of the meaning of these words and phrases. The following is a brief definition of the key terms and concepts that are found in the strategic plan.

- Vision Statement: This statement represents a desired future for Pasco County. It serves as a beacon or "North Star" to direct the decisions made and actions taken by the Board, County staff, and advisory groups.

- Mission Statement: This statement represents the overall purpose(s) that the County is working to achieve. Unlike the vision statement, this statement clearly describes what the County expects to achieve within the time frame of the plan.

- Values: The values represent the principles or beliefs that guide the actions, decisions, and behaviors of County representatives at all levels of County government. Collectively, they describe how work is done by all Pasco County representatives.

- Strategic Challenge Areas: These represent the "vital few" strategic issues or topics that need to be successfully addressed if the County is to move toward its stated vision.

- Key Intended Results: The KIRs represent the most important outcomes or results that the County expects to achieve by the end of the strategic plan's time frame. They can be used to measure progress toward addressing each strategic performance area.

- Strategic Time Frame: There are two parts to this time frame. The strategic challenge areas are topics and issues that need to be addressed during the next three years. The performance goals for each strategic challenge should be achieved by September 30, 2012. The strategic plan will be reviewed annually and updated every two years.

BUSINESS MODEL

Pasco County seeks to translate the Board's vision into action using the time-tested performance excellence model provided by the Florida Sterling Council. Strategic Planning is one of the seven core criteria or focus areas that make up the Sterling model for performance excellence. Local governments that are committed to improving the services they provide to their customers recognize the importance of developing and using a strategic plan as a guide in making both policy and management decisions. The Sterling model will serve as the framework for reaching the County's strategic goals. For each desired result, there will be performance measures and targets for tracking our progress in the following areas:

- Focusing the Board and County staff on long-term strategic interests.

- Reshaping County services and programs to improve customer service, increase efficiency and reduce expenditures.

- Delivering quality services to residents, businesses and other stakeholders.

PERFORMANCE MEASUREMENT

The Pasco County Board of County Commissioners believes it is vitally important to have quality leadership, management and staff in order to deliver the outcomes our citizens expect using effective and efficient processes. Our commitment to performance excellence includes the following:

- A performance measurement system that identifies, tracks and reports critical results, enabling the organization to continuously improve service delivery.

- Data-driven decision-making to replace non-fact based approaches.

- A process improvement system that will be implemented across the organization.

- A performance development team that will provide guidance and coaching to departments, divisions and employees.

HOW THIS DOCUMENT IS ORGANIZED

The next three sections set out the County's Vision, Mission and Values, as well as the Strategic Challenges and Key Intended Results set by the Board of County Commissioners.

Following the priorities are elements of the Environmental Scan that were presented to the BCC during the May 5, 2009 Strategic Planning Workshop. The scan consists of data accrued from many internal and external sources organized into key subject areas, as well as a summary of the results of the Community Outreach effort, including the Resident Satisfaction Survey, Stakeholder Sessions feedback, and the SWOT (internal Strengths & Weaknesses and external Opportunities and Threats) analysis. It should be noted that these summaries reflect data and research as of May 2009.

VISION STATEMENT

A vision statement provides the guiding direction or the "North Star" that leads all County efforts and activities to a desired future. The following is the Vision Statement for Pasco County. It reflects the comments, ideas, suggestions, and wording that were heard at the Board's strategic planning workshops, stakeholder sessions, and focus group meetings with various community, civic, and County employee groups.

***"Pasco County* - Florida's premier county for balanced economic growth, environmental sustainability, and first-class services."**

TAG LINE

This tag line, combined with the County seal, will create an easy to remember symbol for Pasco County:

"Bringing Opportunities Home"

MISSION STATEMENT

A mission statement represents the overall purpose or reason for Pasco County to exist. It describes what the County is working to accomplish.

> **"Delivering services, being innovative, maintaining efficiencies, building confidence – this is our mission and we're committed to doing it best."**

VALUES

- **Respect –** Treating our customers and co-workers with courtesy, consideration, and appreciation at all times, under all circumstances.
- **Integrity –** A workplace in which the highest standards of ethics and honesty are adhered to at all times and without exception. Doing the right thing even when no one is watching.
- **Innovation –** An atmosphere where new and creative ideas are supported and encouraged by management and staff. An environment where employees are empowered to creatively solve problems and deliver excellent public service.
- **Service Excellence** – A commitment to providing our customers with the highest caliber of service in all areas of County government.
- **Quality –** A work product that fulfills the needs of our customers and consistently meets the highest standards of workmanship, efficiency, and effectiveness.

The Board selected six strategic challenge areas as described below. These represent the most important or the "vital few" strategic topics that the Board and County staff need to jointly address during the next three years in order for Pasco County to successfully accomplish its mission and vision statements for the future.

STRATEGIC CHALLENGE 1 - JOBS AND ECONOMIC DEVELOPMENT

Provide leadership and resources to attract and expand business opportunities through incentives, land use policy, transportation access, and economic development planning, intended to diversify and strengthen our economy; thereby creating job growth for decades to come.

JOBS AND ECONOMIC DEVELOPMENT - KEY INTENDED RESULTS (KIRS)

- **Industrial Growth** – Increase the prime acreage of industrial-zoned, infrastructure-served sites in designated areas from 400 to 800 acres by 2015.

- **Pasco County Jobs** – Increase the number of jobs in target industry areas from 900 to 1,100 target industry jobs per year, for a total of 5,000 target jobs by 2015. Total office and industrial employment projected at 3,600 to 4,000 jobs per year, for 20,000 new jobs by 2015.

STRATEGIC CHALLENGE 2 – FINANCIAL SUSTAINABILITY

Preserve the County's financial well-being by creating a strong tax base, establishing a reserve policy, using a full range of revenue options, and matching the scope and shape of County government to availability of revenues and customers' requirements for services.

FINANCIAL SUSTAINABILITY - KEY INTENDED RESULTS

- **Fund Reserve Policies**: Beginning with FY 2010, in selected operating funds, increase budget reserves each year so that no later than FY 2015 each fund will reach and maintain a minimum of 16.7% in designated fund reserves consistent with fiscal policies established by the Board of County Commissioners to ensure Pasco County's long-term fiscal and financial stability.

- **Diversify Property Tax Base**: Reduce dependence on the residential tax base by resetting the ratio between the residential and non-residential tax base from 62% / 38% by 1% per year until a 50% / 50% ratio is reached.

STRATEGIC CHALLENGE 3 – GROWTH MANAGEMENT

Focus future growth into sustainable and competitive market areas with readily available infrastructure and alternative modes of transportation, provide protection of resources and a diversity of community types from vertical urban to the most protective rural.

GROWTH MANAGEMENT - KEY INTENDED RESULTS

- **Urban Service Areas** - Adopt the required Comprehensive Plan and Land Development Code amendments to establish a Coastal/Inland Redevelopment and Infill urban service area and a Gateway "Opportunity" urban service area along State Road 54 as described in the 2008 Urban Land Institute report by 2010.

- **Future Land Development Patterns** Maintain the County's open space and rural environment by directing new residential, commercial, and industrial development to established Urban Service Areas to improve urban vs. non-urban development ratios:

  - New Residential Development: 50% in USAs / 50% in non-USAs
  - New Commercial Development: 60% in USAs / 40% in non-USAs
  - New Office Development: 65% in USAs/ 35% in non-USAs
  - New Industrial Development: 65% in USAs / 35% in non-USAs
  - New Hospitality 75% in USAs / 25% in non-USAs
  - New Infill Development 80% in USAs / 20% in non-USAs
  - Neighborhood Redevelopment 80% in USAs / 20% in non-USAs

- **Area-Wide Transportation Concurrency & Mobility Fee** Adopt Comprehensive Plan and Land Development Code amendments to establish area wide concurrency by 2012.

STRATEGIC CHALLENGE 4 – CUSTOMER SERVICE LEVELS

Reset County services and service levels and reshape the size of County government, in line with available revenues, and consistent with customer requirements and expectations, in order to provide value-added, reliable services to the County's residents, business interests, community groups, and visitors.

CUSTOMER SERVICE LEVELS – KEY INTENDED RESULTS

- Public/Private Partnership. Increase the use of public/private partnerships. Implement two new partnerships for large-scale projects by 2012.

- Overall Residential Satisfaction Rating. Improve residents' overall rating of the quality of services provided by Pasco County from 50% Good/Excellent to 65% by 2011 and to 75% by 2013, as measured by the National Citizens Survey (Question 12).

STRATEGIC CHALLENGE 5 – TRANSPORTATION

Match planned transportation improvements with available funding so that the County's road improvements and transit projects contribute toward achieving key growth management and economic development goals.

TRANSPORTATION – KEY INTENDED RESULTS

- Transportation Systems. Integrate four critical transportation projects identified on the County's five-Year or long-term Capital Improvement Plan with region-wide transportation planning to ensure that designated Pasco County locations are considered as part of long-range alternative transportation system and land use planning.

- Funding Sources By 2012, reduce Pasco County's dependence on impact fees and gas tax to fund transportation systems, by creating at least two new funding sources for transportation and transit facilities, such as toll facilities and tax increment financing.

STRATEGIC CHALLENGE 6 – ENVIRONMENTAL PROTECTION

Preserve environmentally sensitive lands in order to conserve open space for future generations, protect the public water supply, and provide wildlife habitat.

ENVIRONMENTAL PROTECTION – KEY INTENDED RESULTS

- Additional Conservation Land Inventory. Add 250 acres of new conservation-protected land to the County's inventory per year.

- LEED (Leadership in Energy and Environmental Design) Buildings. Approve development plans for at least one public sector and one private sector LEED-certified new building by January 2011.

DEMOGRAPHIC TRENDS

POPULATION DENSITY AND CHARACTERISTICS

In 2000, the highest concentration of population existed between US 19 and Little Road, along the western boundary of the County. The majority of these areas had a population density of at least 2,000 to 4,000 people per square mile. However, there were some areas that had at least 4,000 to 6,000 or more people per square mile. There were some Census tracts along the State Road 54 corridor and US 41, and also along the Hillsborough County line up into Zephyrhills, with growing populations as well.

Pasco County is expected to maintain these same growth patterns into 2035 and 2050, with the majority of the population still residing along the coastal and inland western areas of the County, and population increasing along the "54 Gateway" corridor. However, even into 2050, areas in Northeast Pasco as well as between State Road 52 and the Hernando County line are expected to remain rural. The district known as the Villages of Pasadena Hills is expected to grow dramatically by 2050, with population density increasing to 2,500 to 3,000 people per square mile.

Pasco County is continuing to become younger and more family-oriented, with the median age of residents decreasing from 44.9 in 2000 to 42.1 in 2007. The average household size has increased from 2.3 in 2000 to 2.45 in 2007. In addition, K-8 school enrollment has increased 32% to 46,322 in 2007. The percentage of residents over 65 has decreased as well, from 26.7% in 2000, to 21.3% in 2007.

POVERTY LEVELS

In 2000, approximately 10.7% of the population lived below the poverty line. In 2007, the number of people living below the poverty line in Pasco County increased to 11.2%. The percentage of children has remained approximately 16%. However, the number of families has increased from 7.6% in 2000 to 8.3% in 2007. Those families with single, female heads of households living below the poverty line have increased from 23% in 2000 to 28.5% in 2007. In the areas surrounding Dade City, the poverty level was approximately 20 to 29.9% higher than that of the county as a whole.

The areas surrounding Dade City also have the highest concentration of the population at low (< 80% Area Median Income) to moderate (< 120% AMI) income levels, with many of the areas having 71.1 to 80% low to moderate incomes. However, many areas in west Pasco County, as well as north central Pasco, also have as high as 70% of the population at low to moderate income levels. The concentration of poverty remains higher in areas that have been historically low-income and with higher concentrations of minority populations.

Although educational attainment and income have increased for Pasco County as a whole, there is still a need for social services for those living in poverty.

EDUCATIONAL ATTAINMENT

The percentage of Pasco County residents who are high school graduates has increased over time, from 77.6% of the population in 2000 to 85.3% in 2007. In 2009, the high school graduation rate for Pasco County was 79.4%. In addition, the percentage of Pasco County residents who are college graduates has increased from 13.1% in 2000 to 18.4% in 2007.

WORKFORCE AND INCOME CHARACTERISTICS

The highest concentration of employment continues to be in the social services sector, with 20% of the working population employed in health, education, and social services. Of the top 10 employers in the County, five are public entities, and four are hospitals or health-related services.

Approximately 46% of the workforce leaves Pasco County every day to commute to work. This equates to approximately 93,000 residents employed in surrounding counties.

As a result of the increased educational attainment of Pasco County residents, annual income has increased for both men and women. In 2000, the median earning for males was $30,974. This increased 31% to $40,594 in 2007. For women, the median income was $23,802 in 2000. This increased 36% to $32,448 in 2007.

RESULTS OF DEMOGRAPHIC SHIFT

The District School Board of Pasco County has built 21 new schools since 2000, including 13 elementary schools, 5 middle schools, and 3 high schools. The Pasco County Parks and Recreation Department has either built or expanded five parks since 2000, including the expansion of the Land O' Lakes Recreation Complex, the development of the Wesley Chapel District Park, as well as new parks in Key Vista and Lake Lisa.

KEY FINDINGS AND CONCLUSIONS

Pasco County is evolving, not only in its population growth, but also in its population makeup. As a County, Pasco is getting younger, more educated, and wealthier, with a rise in per capita income. However, there are still areas that remain heavily impoverished. Also, as the workforce develops, the largest employers continue to remain in both the public and medical sectors.

LAND USE TRENDS

Although the majority of Pasco County is still designated as residential (approximately 51%), there are land use allocations and building entitlements that indicate a shift toward employment generation and non-residential development while continuing to protect conservation and agricultural uses.

PASCO COUNTY HISTORICAL BUILD-OUT

Historically, residential land uses have been focused along the eastern and western portions of the County. More recent development has occurred across the State Road 54 corridor.

The majority of commercial build-out occurred after 1970, with concentrations along the western side of the County, in the areas in and around Zephyrhills and newer developments along the State Road 54 corridor.

Industrial build out started in the 1970s and 1980s; however, the majority did not occur until after 1990.

The majority of the agricultural lands are concentrated on the east side of the County, with larger agricultural activity permitted in the north-central areas.

FUTURE LAND USE ALLOCATIONS

The majority of lands in Pasco County are designated for residential uses (51.5%). Approximately 39% of lands in Pasco County are designated for agricultural (20.6%), or conservation (18.9%) uses.

Employment-Generating land uses account for 6.79%. Commercial and Mixed-Use type of land uses account for approximately 4% of the total available lands in Pasco. More intense developable land use categories such as Employment Centers and Town Centers account for a little over 1% of the total lands. Industrial, both light and heavy combined, account for 1.3% of the total lands in Pasco.

MASTER PLANNED UNIT DEVELOPMENTS (MPUD), DEVELOPMENTS OF REGIONAL IMPACT (DRI) AND URBAN LAND INSTITUTE (ULI) ABSORPTION MODEL

Through the MPUD zoning and DRI process, Pasco County has entitled many developments for both residential and non-residential uses. Currently, Pasco has entitled approximately 169,075 residential units. In addition, 6,875,150 square feet of retail/commercial entitlements has been approved. Office uses have been entitled for

approximately 6,044,520 square feet. Lastly, industrial uses have been entitled for 6,289,577 square feet. Industrial entitlements include uses such as commerce park, light industrial, and heavy industrial.

Per the Urban Land Institute (ULI) Final Report (2008), which presented a 20-year demand model, Pasco County needs approximately 130,000 residential units to accommodate a 5,600 unit per year average unit count to take the County's population from 450,000 to 707,890 in 2028.

Pasco County Comprehensive Plan Future Land Use (FLU) categories can generate 955,000 units without consideration of any residential in agricultural districts or other mixed use districts that allow residential. In addition, approved DRIs and MPUDs have specific approval for 169,075 units.

The ULI model indicated a demand of approximately 9 million square feet of retail space based on the group's growth assumptions through 2028. In addition, the ULI model indicated a demand of approximately 9 million square feet of office space. This totals approximately 18 million square feet for retail and office. The Pasco County Comprehensive Plan FLU Category for Commercial has a maximum allowable generation of 29 million square feet of commercial and office uses. In approved DRIs and MPUDs, approximately 6.8 million square feet of retail/commercial uses and 6 million square feet of office uses have been entitled. With 12 million being specifically entitled, the additional 6 million can be accommodated.

The ULI model indicated a demand of 14.4 million square feet of industrial space. The Pasco County Comprehensive Plan FLU Categories for Industrial have an allowable generation of 68 million square feet, using half of the allowable Floor Area Ratio (FAR) of .25. Industrial entitlements include uses such as commerce park, light industrial, and heavy industrial. Industrial uses within DRIs and MPUDs have been entitled 6,289,577 square feet.

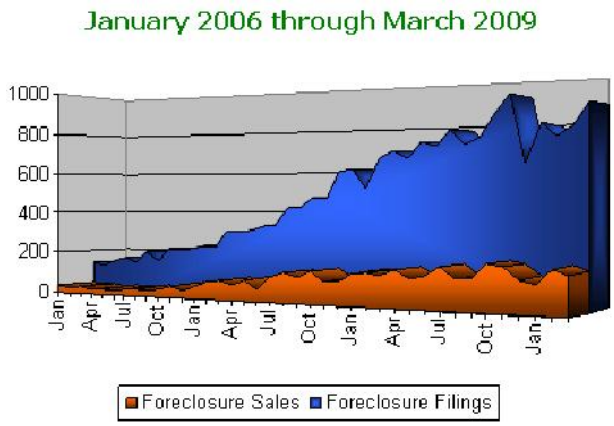
A number of the MPUD and DRI projects are Employment Centers. There have been multiple projects that have been designated as EC that have not yet been programmed for development. These sites have the ability to build out at 3 FAR, and have 20-40% of the development designated for residential.

KEY FINDINGS AND CONCLUSIONS

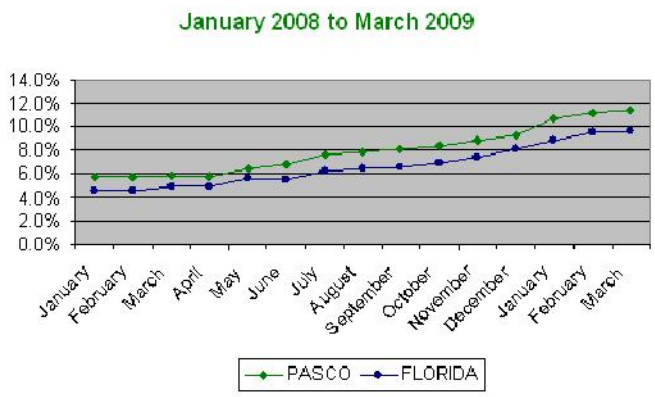
Pasco County still has significant quantities of vacant developable land. In order to concentrate Pasco County's employment focus and infrastructure investment, the Board of County Commissioners has directed staff to prioritize the bulk of urban employment and commercial development, along with significant multi-family workforce housing, in the Gateway Corridor along S.R. 54/56 and along the redevelopment/infill corridor along US 19. The East County area and the portion of the County north of the Gateway corridor and south of S.R. 52 will be predominantly suburban in nature. The portion of the county north of S.R. 52 will be predominantly rural.

ECONOMIC ANALYSIS

FORECLOSURES



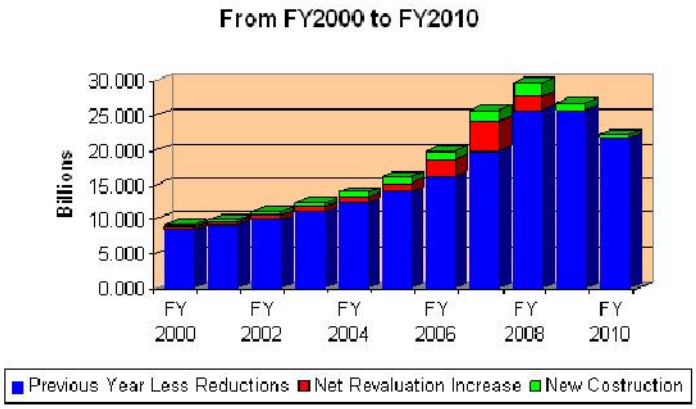
Foreclosures have increased dramatically in the last few years and Pasco County is no exception. The Clerk and Comptroller's Office has provided us with data from January 2006 through March 2009 on both foreclosure suits filed and actual sales of properties due to foreclosure. The number of foreclosures increased from 2,186 in 2006 to 8,878 in 2009 and is on track to reach 10,000 in 2009. This is nearly a five-fold increase in just three years. Foreclosure sales have also increased dramatically from 370 in 2006 to an estimated 2,000 for 2009.



UNEMPLOYMENT

Unemployment in Pasco County over the last 15 months has consistently been above the statewide rate. The Pasco rate during this period is averaging more than 1% percent higher than the state rate and the gap is beginning to grow. During the first three months of 2009, Pasco County's unemployment rate has averaged 1.83% higher than the State of Florida rate. During that same 18-month period, the state unemployment rate exceeded the national rate. The State of Florida has provided us with detailed information showing the history of unemployment back to 1974, comparing Florida's unemployment to the nation's. The information reveals some clues as to how long it may take to reduce unemployment to "normal" levels. History tells us we can expect it to take as long as five years for the County to return to an unemployment rate in the 5% to 4% range. The last time the unemployment percentage was this high was 1982 when it took seven years to recover.

TAXABLE VALUE



Looking at the growth in Pasco County's taxable value from fiscal year 2000 to 2008 and the decline in taxable value for 2009 and projected for 2010, it is clear that the increased value did not come primarily from new construction but from

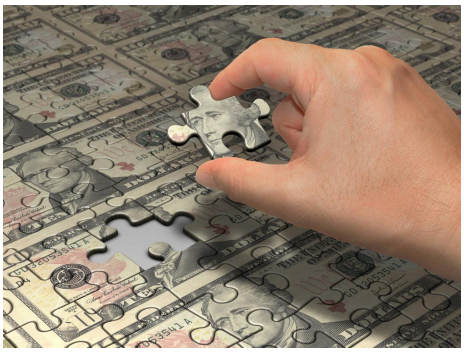
revaluations of existing properties. This represents increases to commercial and non-homesteaded properties, and the increase in value when a "Save our Homes" property was sold. In 2006 the ratio of increase due to revaluations and increase due to new construction was 2 to 1, and in 2007 it was 2.75 to 1. New construction value peaked in 2008 with $2 billion added, fell to $1 billion in 2009 and is projected to fall again in 2010 to less than $500 million. From fiscal year 2008 to fiscal year 2010, due to the combined effects of Amendment 1 and the overall economic crisis, Pasco County's taxable value will decrease by $9 billion, which is greater than the value of all the new construction for the past nine years.

BUDGET ANALYSIS

The Office of Management and Budget (OMB) reviewed previous budgets to determine when the dollar level of a previous year approximated next year's projected budget for four of the County's largest funds. For the General Fund, Municipal Service Fund and Municipal Fire Service Funds that year was 2006, while for the Road and Bridge Fund it was 2004. All of these budgets have significant personnel costs ranging from 40% to 73% of total expenses, which will require reductions in County employees and levels of service to meet the required downsizing.

OMB also calculated property taxes on an average homesteaded property using the current millage rate which would generate a tax bill of $418.48, while the same property at the roll back rate would generate $502.02 or an increase of $83.54. With the exception of this year, the amount of County property taxes has been lower than every previous year since 1995 when "Save our Homes'' first began. The amount of tax on an average homesteaded property would be more than $94 lower than the 1995 County taxes and more than $265 lower than the 2003 County taxes.

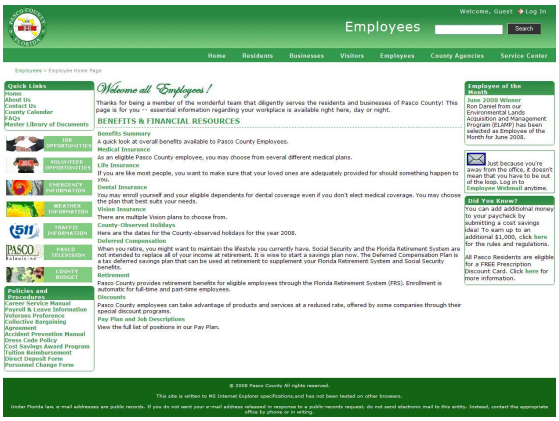
KEY FINDINGS AND CONCLUSIONS



OMB has also looked at expected trends beyond 2010. Property values are expected to fall again next year but not nearly as dramatically, with very little new construction until 2012 (and then at a lower level). Even with just a 6% inflation factor in 2011, we may be facing another $29 million shortfall in 2011 and, in 2012, a $43 million shortfall.

Balancing options include: reduction or elimination of services provided, reorganization and consolidation of functions, increasing and creating new, non-property tax revenues, or increase millage rates. The ultimate solution will probably be a mixture of all of these options.

INFORMATION TECHNOLOGY (IT)



Our data network, remote access, and network security have been upgraded over several years. We currently have an upgrade underway of our primary radio frequency (paid for by Nextel); however, the system is still significantly over-subscribed. We have begun planning voice infrastructure upgrades as we are at or near "end of life" on our current equipment; however, no funding for replacement has been identified. We are currently supporting 159 applications on three computing platforms: mainframe, AS400, and server-based.

From 2000 to 2009 we have increased the number of personal computers and laptops from 115 to 1,297; the number of servers from 21 to 234; the number of locations served from 32 to 83; and the number of applications from 70 to 159. We purchased our first Storage Area Network (SAN) in 2006 with 6.3 Terabytes of storage. In 2009 we have expanded to over 44.5 Terabytes.

This past year has seen several successes in IT solutions, many of which were developed in-house, including: electronic paystubs (PEP), electronic inspection results (ROI), electronic animal registrations (PEARL), and an electronic reporting and recording system for Elderly Nutrition (PENUT). Soon we will be deploying PAPA (Public Access to Permit Applications) and credit card payments for utility bills (CCPAY), and we will be leveraging the Utilities Department's investment in a Computerized Maintenance Management System (CMMS) across other departments. Enterprise applications include our Enterprise Addressing System (EAS), Automatic Vehicle Locator (AVL), EMS Patient Care Report, EMS Ambulance Billing, Enterprise Content Management (ECM), and Utilities Customer Care Billing System (CCBS). The Development Services enterprise solution is on hold while we reorganize Development Services functions and deal with the reduction in permitting revenue.

KEY FINDINGS AND CONCLUSIONS

Several long-term employees will be retiring in the next two years. We will lose technical skill and institutional knowledge. We have experienced difficulty in attracting proven IT professionals with necessary skill sets, as well as identifying and acquiring the funding necessary to replace older applications and technology nearing "end of life." IT strategies must recognize these fiscal constraints and staffing challenges.

LEGISLATIVE ISSUES

Pasco County's primary legislative concerns, especially for the long term, pertain to budgetary or fiscal issues and conflicting state requirements to appropriately manage growth. Although Pasco County has been more responsible in lowering property taxes than most local governments, the Governor and State Legislature, in recent years, have taken a "broad brush" approach in either mandating or promoting property tax reductions on all local governments, regardless of the responsiveness of those governments. A "one-size-fits-all" approach has been imposed. Additionally, for more than 20 years, the Legislature has required local governments to adopt and follow state-approved growth management plans. But in recent years, the state has adopted legislation that either conflicts with various plans or restricts local governments' ability to follow the adopted plans.

TAX REDUCTIONS / FEE INCREASES

Unlike other local governments, the Pasco County Board of County Commissioners has consistently reduced the property tax rate from more than 9 mills in 2001 to less than 5.5 mills in 2007. Regardless of this effort by the County Commission, legislation associated with Amendment 1 during the past three years has resulted in a 13% reduction ($13.3 million) in property tax revenues. The current housing and development market collapse, economic recession and foreclosures will further reduce property tax revenues by an additional 15% or $28.8 million, of the remaining $170 million in FY10, if the millage rate is not adjusted.

The state budget reductions are projected to result in additional losses of $1.7 million (8.2%) in sales tax shared revenue in the current fiscal year and unknown losses for next fiscal year, as well as $8 million in investment interest income of County funds from the State Board of Administration. Additional fees charged by the state include more than doubling the per acre fee for fire protection for rural lands from the Division of Forestry from $.03 to $.07 per acre; an increase of more than $20,000 for annual dock permits; a new fee for landfills anticipated to be $430,000 annually; and a further shift in funding for K-12 education from state sales tax to local property taxes and other items. The State's share of funding public education has declined from 59% in 1999 to 49% in 2009 which has resulted in greater dependency on property taxes from local school districts.

Legislation that was considered but not adopted this past session included additional property tax reductions or limitations on local governments. It is anticipated that a taxpayer's bill of rights (TABOR) constitutional amendment will be presented in the 2010 general election to reduce the cap from 30 mills to 13.5 mills. Most citizens currently pay between 18 and 24 mills in property taxes to schools, counties, municipalities, and special taxing districts.

GROWTH MANAGEMENT

Legislation exempting the more densely populated counties and cities from complying with requirements for transportation infrastructure concurrent with development passed as SB 360 in 2009. The legislation did not specify how necessary infrastructure improvements would be addressed or funded in the future. The legislation requires these communities to develop a "mobility fee" to recover funding for infrastructure development.

This is expected to impact the growth and the tax base for counties that are not exempted, including Pasco. Although a portion of a bill that proposed suspending and/or capping impact fees to pay for infrastructure to accommodate growth was not passed, it did transfer

the burden of proof by “a preponderance of evidence” from developers to local governments, which likely will result in more litigation rather than decisions by governing bodies.

OTHER LEGISLATION

Legislation placing additional burdens and restrictions on local governments that was also passed included increased restrictions for capital construction projects to be bid out rather than performed by in-house crews; transferring the burden of proof in taxpayers’ challenges to ad valorem tax assessments of value and deleting the presumption of correctness of assessment by the property appraiser; and additional property tax exemptions for first time home buyers and further caps on property values for non-residential properties.

KEY FINDINGS AND CONCLUSIONS

SB 360 allows the County to adopt into the Comprehensive Plan an Urban Service Area (USA), and exempt the USA from DRI and transportation concurrency review. The adoption of the USA can be through the alternative state review process (which is slightly faster and less burdensome than the normal plan amendment process), and can be adopted outside of the biannual cycle.

Some of the potential advantages of adopting a USA include the following: (a) creates a faster and less expensive approval process for projects that would normally be slowed down by DRI or transportation concurrency review; (b) allows the USA to be competitive with already exempt counties to the south (Hillsborough and Pinellas); (c) allows for greater densities and intensities in the USA to support local and regional transit facilities; (d) allows minimum state-mandated levels of service for Strategic Intermodal System (SIS) roads in the USA to be achieved by operation of law, even if we do not have the funds to improve these roadways; and (e) focuses growth where we have public facilities and services in place or planned, thus reducing the cost of providing facilities and services elsewhere in the County.

Some of the potential hurdles to adopting a USA are the following: (a) the new definition of USA in SB 360 is not well defined, so it is not yet clear which parts of Pasco County can qualify as a USA; (b) following adoption of the USA, we must adopt into the comprehensive plan "land use and transportation strategies to support and fund mobility, including alternative modes of transportation"; adoption of these land use and transportation strategies and funding sources could require significant staff and consultant time and expense, and it is not clear whether we could apply our existing concurrency system while these strategies are being adopted; and (c) the Board could receive complaints from developments outside the USA, which could be at a competitive disadvantage relative to projects in the USA.

Overall, it appears that the adoption of a USA under SB 360 for certain market areas would be consistent with the recommendations of the ULI report.

ULI ADVISORY PANEL

In April 2008, the non-profit Urban Land Institute (ULI) conducted a five-day Advisory Services Panel in Pasco County, at the request of the Board of County Commissioners and the Pasco Economic Development Council. The panel interviewed more than 100 community and business leaders, reviewed the County's comprehensive plan and land development code, toured the County and met with County staff in an effort to provide recommendations for the County's future economic and land development activities.

The panel presented its initial findings at a public workshop, which was followed by a detailed written report on the County's organizational structure, future land use and potential for economic development.

Among the panel's key findings were that Pasco County needed to establish a clear vision for beneficial and sustainable growth and match both the Comprehensive Plan and the development review process to that vision. Equally important, the panel noted that the County must curtail the use of variances and exceptions and "stick to" its comprehensive plan once it was appropriately revised and adopted. The necessary revisions, the panel said, should focus on infrastructure improvements only in specific growth nodes. Further, the County should be divided into cohesive market sub-areas to better reflect the geographic diversity of the County and the unique natural resources, land use patterns and economic opportunities in each area.

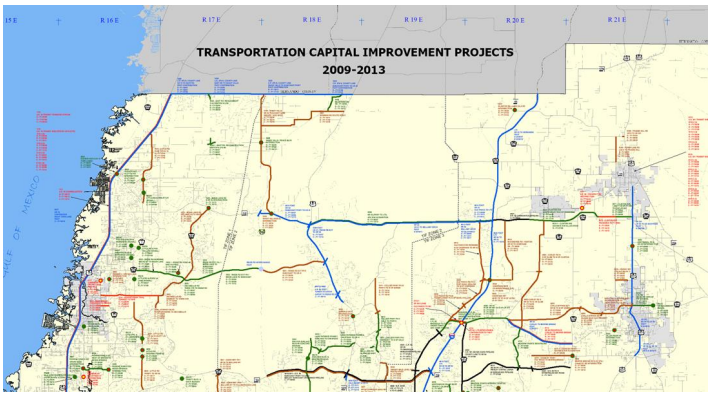
Organizationally, the ULI panel recommended that the County delegate routine decision making and begin to support a culture that celebrates innovation, embraces best practices and focuses on customer service. By implementing high standards and predictability into the development review process, the County can strengthen its capacity to manage growth and ensure the highest-quality development, the panel noted.

Other ULI recommendations included: reconstituting the development services function into a planning department; organizing the planning department around the County's long-term vision; reorganizing the development review process; incorporating the ULI panel recommendations into the comprehensive plan; and using more of the organizational and financial tools that are available to help governments solve growth and development problems and implement their long-term visions.

KEY FINDINGS AND CONCLUSIONS

Implementing the recommendations of the Urban Land Institute Advisory Services Panel will require significant study and analysis. County staff has identified at least five major study areas that need to be accomplished either in-house or through the use of consultants. In-house studies may take longer but they will cost less and also create capacity and ownership. Consultant planning will be faster but cost more and still require staff time. While some changes to structure and processes are underway, significant staff time will be needed to fully implement the vision proposed by ULI, including the updating of the Comprehensive Plan.

CAPITAL IMPROVEMENT PLAN



Sufficient sources of revenues are not projected to be available to complete necessary infrastructure for water and wastewater systems, road and bridge transportation systems, stormwater, and other capital projects. Our estimated shortfall for the County's current five year Capital Improvement Plan (CIP) exceeds $200 million. Without program adjustment or increasing revenues, Pasco County will be challenged to deliver the required infrastructure to ensure that adopted levels of service, as required by our Comprehensive Plan – Capital Improvement Element (CIE), are achieved and maintained.

The County's financial strategy must explore and include new revenue options for CIP funding. Alternative funding and revenue options must be considered. This would include but is not limited to, Local Option Gas Tax (LOGT); Municipal Service Bond Unit (MSBU) or Community Development Districts (CDD's); transfer fees for entitlements or capacity credits; tolls – privatization of transportation systems; and Tax Increment Financing (TIF) for redevelopment areas. These and other options will need to be evaluated. Areas of the County with development entitlements requiring or needing significant infrastructure development that do not conform to the County's vision and priorities for targeted growth and economic development, will likely require other creative means of financing or installation of infrastructure.

KEY FINDINGS AND CONCLUSIONS

In order to strategically address our CIP financial requirements, an annual financial capacity analysis should be prepared. The purpose would be to accurately forecast revenue projections and confirm financial feasibility, consistent with CIE policy. This analysis should also investigate alternative revenue options to the extent necessary to maintain financial feasibility. Findings and recommendations will be highlighted in a financial action plan, to be completed prior to beginning the annual budget process.

ORGANIZATIONAL PROFILE

The Board of County Commissioners is the legislative and policy-making body of Pasco County government. Its five members are elected countywide from districts. The BCC appoints the County Administrator and the County Attorney and confirms the appointment of department heads. The Board establishes policy and makes all budget decisions with regard to appropriation of funds to County departments, divisions and some Constitutional Officers.

Underneath the Board of County Commissioners, there are currently 19 departments, 53 divisions/sections, more than 2,200 fulltime employees and 74 part-time employees. There are more than 2,300 volunteers who provide services to various County departments, including Animal Services, Elderly Nutrition and Parks and Recreation.

Of the total Pasco County workforce, 66.22% are male and 33.78% are female. The vast majority of County employees (93.97%) are white. Of the remainder, 3.75% are Hispanic; 1.25% are African-American; and less than 1% is Asian or American Indian. The demographic makeup of the County's workforce closely matches that of Pasco County as a whole.

Pasco County has long and tenured leadership. Of 72 department and division heads, eight (11%) have worked for Pasco County for more than 30 years. Nearly a third (32%) have worked for the County for more than 20 years; 21% have worked for the County more than 10 years and 36% have worked for Pasco for less than 10 years. Pasco County's leadership team is only 3.6% of the total organization.

There is a growing need for succession planning due to employees nearing retirement. Fourteen of the 72 department and division heads are enrolled in the Deferred Retirement Option Program (DROP) and 344 (16%) are over 50 years old. Overall, the County has a relatively low turnover rate of 16%.

The workforce in Pasco County is well-educated, with more than 22% having some form of post-secondary education. Of these, 233 have associate's degrees; 176 have bachelor's degrees; 67 have master's degrees; 11 have juris doctor's and one employee has a PhD. There are also 11 registered professional engineers. However, an increased use of technology requires workers with unique skills sets that have proven difficult for the County to find and attract.

Of the County's full-time workers, the Pasco County Equal Employment Opportunity Plan classifies 7.5% as officials or administrators. Nearly 20% are either professionals (10.6%) or technicians (9.2%). The remaining 72.7% of employees are classified as protective service

workers (15.8%), paraprofessionals (9.6%), administrative support workers (13.8%), skilled craft workers (16.8%) and service maintenance workers (16.7%).

While the County's most important resource is its employees, the County also has significant investment in infrastructure, including three major government centers, seven libraries, 39 parks and recreation sites, 28 fire stations and 125 other buildings, excluding utility systems. The County vehicle fleet includes 38 buses, 115 fire-rescue vehicles and 1,464 other vehicles of various sizes and uses.

Within the County's boundaries, there are 44 bridges, 60,000 traffic signs, more than 16,000 street lights and 1,714 miles of roadway. The County utility system pumps more than 29 million gallons of water a day; treats more than 19 million gallons of wastewater per day; and handles more than 1,300 tons of solid waste per day.

KEY FINDINGS AND CONCLUSIONS

The County workforce is skilled and long-tenured. There is a need for succession planning and leadership training, as a significant percentage of managers are expected to retire in the next few years. Also, as much of the County's infrastructure is approaching its life span, on-time maintenance is critical, and significant capital improvements will be required in the near future. The biggest challenges facing the County are how to "right size" the organization and balance the "three-legged stool" of revenues, expenditures and impact on the local economy.

PASCO COUNTY NATIONAL CITIZENS SURVEY RESULTS

Pasco County conducted its first county-wide residents' satisfaction survey as part of the development of its strategic plan. The National Research Center, a market research firm located in Boulder, Colorado, designed and conducted the survey. Surveys were mailed to 1,200 households; 368 completed surveys were returned for a 32% response rate. This compares favorably to the average response rate of 25% to 40% for this survey.

KEY SURVEY RESULTS

The survey contained 17 forced choice questions and three policy questions. In addition, residents had the option to add written comments on any topic. The following are key survey results to consider in the development of a strategic plan.

- Overall quality of life in Pasco County — 71% (excellent/good)
- Overall image/reputation of the County — 45% (excellent/good)
- Overall direction of Pasco County — 45% (excellent/good)

- Overall rate/speed of growth

Population growth	59% (much/somewhat too fast)
Retail growth	20% (much/somewhat too fast)
Jobs growth	67% (much/somewhat too slow)

- Overall quality of services — 50% (excellent/good)
- Overall value of services as compared to taxes paid — 41% (excellent/good)

- Policy Question: "What do you think are the 3 biggest issues facing Pasco County over the next several years?" (20% or higher)

• Economic Development/Jobs	35%
• Traffic/Roads	31%
• Growth Management/Planning	26%
• Crime & Law Enforcement	25%
• Government/Taxes/Budget/ & Maintaining Levels of Service	24%
• Housing costs/Property Values/ & Foreclosures	20%

The survey results indicate that growth, economic development and jobs growth, along with County services and transportation systems, should be considered carefully as the BCC selects its key strategic challenges for the strategic plan.

STAKEHOLDER SESSION RESULTS

Between March and May of 2009, several stakeholder sessions were conducted by the International City/County Management Association (ICMA) using an electronic audience response system. These sessions were designed to gather input from residents, businesses, and other stakeholders on general County direction, proposed programs and ideas, and to gather data and information for consideration by the BCC in developing the strategic plan. While not scientific data, (such as the National Citizen Survey), the stakeholder sessions did provide good quantitative and qualitative feedback from residents and other stakeholder groups. The sessions also allowed for follow-up questions directly from participants, and reinforced the County's commitment to involve residents, businesses, and other community groups in the development of the strategic plan. Session attendees represented the County's residency in nearly equal proportion, with approximately 34% in attendance from east and west Pasco, 25% from central Pasco, and six percent from outside Pasco County. The total audience was almost equally split between men and women, with 75% of participants between ages 35 and 64.

When asked to suggest the greatest challenges facing Pasco County from their perspective, participants in each session selected the following areas, with budget deficit and growth management topping the list in each session, and transportation, environment, water and employment following closely:

Session 1	**Session 2**	**Session 3**	**Session 4**
Budget Deficit	Growth Management	Budget Deficit	Budget Deficit
Growth Management	Budget Deficit	Growth Management	Growth Management
Employment	Water Shortage	Trans. Infrastructure	Job Development
Natural Resource Protection	Natural Resource Protection	Job Development	Water Supply
Roads/Mass Transit	Succession Plan	Environmental Protection	Agriculture Programs

Overall, the participants were split on the County's direction, with one-third voting that Pasco was headed in the right direction, one-third undecided and the final third indicating the County was not headed in the right direction. When asked to explain their responses, participants stated that some County activities and services were not headed in the right direction while others were. Participants in multiple sessions stated that conducting these resident input sessions was a demonstration that the County was now headed in the right direction, regardless of past performance.

CROSS TABULATION

Three demographic attributes were cross-tabulated with five questions to discover if certain stakeholders felt significantly different from the majority about broad topics of Pasco County's direction and services.

Demographic Attributes

- What is your age category?
- In what part of Pasco County do you live?
- How many years have you lived in Pasco County?

Questions

- Are you satisfied with the services you receive from Pasco County?
- How would you rate the services provided by the County?
- The services I receive from the County are… (open-ended question)
- Do you believe the County is headed in the right direction?
- How should urban development in the County be accommodated over the next 25 years?

Below are some highlights from the cross tabulation showing areas where participants in the different categories split from the rest of the groups.

AGE DEMOGRAPHIC

- 60% of participants ages 18 to 24, and 50% of participants ages 75 and older, were less satisfied with the services provided by the County than the other age groups.

- 60% of participants ages 18 to 24 thought services provided by the County should be better.

- 60% of participants ages 18 to 24 thought County services were too expensive for what they received. A majority of all other groups felt that services were either priced correctly or a bargain.

- All participants ages 18 to 24 thought the County was either headed in the wrong direction, or were undecided; 60% of respondents ages 25 to 34 were undecided, and 75% of participants ages 75 and older thought the County was headed in the wrong direction.

- Almost no age group thought that urban development should be accommodated in the same way as in the past; a majority of all groups trended toward redeveloping by adding density to existing areas.

RESIDENCY AREA

- Most residents by region were satisfied with services provided by the County, with 72% of central Pasco residents approving of services. 36% of east Pasco residents

were not satisfied with services, representing the largest percentage of unsatisfied residents.

- 54% of residents in all areas thought County services are what they expect, with 50% of stakeholders from outside Pasco County feeling that services should be better.
- 64% of west Pasco residents and 54% of central Pasco residents believed that County services were either a bargain or priced right; 44% of central Pasco and 44% of east Pasco residents felt that services were slightly overpriced or too expensive.
- In general, west Pasco residents felt that the County was headed in the right direction (41%), central Pasco was split (37% right and 30% wrong), and east Pasco residents felt the County was headed in the wrong direction (46%). Residents in general disapproved of developing the County in the same way as in the past, with a heavy focus on redevelopment and creating more density in existing areas.

YEARS OF RESIDENCY

- No seasonal residents participated in the sessions.
- The highest percentage of respondents who said they were not sure about their satisfaction with County services were residents of Pasco for five years or less. In general, 55% or more of all years of residency groups were satisfied with services.
- 50% of non-residents and 41% of residents of Pasco County for more than 20 years thought County services should be better. A large majority of people who were residents for 20 years or less thought County services were what they expected or exceeded expectations.
- 57% of those who were residents for 2 years or less, and 55% of residents between 6 and 10 years thought County services were slightly overpriced or too expensive.
- In general, residents of Pasco County for 10 years or less were unsure about the County's direction, while more than 30% of residents of the County for more than 11 years thought the County was headed in the wrong direction. (Recall that feelings about the County's direction were split by thirds between right, wrong and undecided.)
- The only surprise regarding development related to years of residency was the fact that residents between 1 and 5 years were more open to alternatives such as expansion of existing cities, incorporation of some areas into new cities, and new town centers as opposed to a strong focus on more density into existing areas, which the other groups preferred. Again, almost no one thought development should be done in the same way as in the past.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS (SWOT) SUMMARY

In preparing a strategic plan, it is important to consider conditions and trends that could affect the County's ability to successfully fulfill its adopted vision and mission. The SWOT exercise looked at the strengths and weaknesses of the Pasco County governmental organization, and identified the opportunities and threats that exist within Pasco County and the greater Tampa Bay region.

The **strengths and weaknesses** portion of the SWOT analysis examined the **internal environment** or the County's administrative organization. Several factors that make up the internal environment were examined, such as financial resources, human resources, the products and services provided to residents, businesses, community groups and other governmental agencies, internal business processes, and the organizational culture. Identifying and analyzing the strengths and weaknesses of the County's administrative organization will help the BCC and senior leadership craft strategies to successfully implement the adopted vision, mission, and value statements.

The SWOT analysis also examined the **external environment** or Pasco County as a whole. There are many factors that are beyond the direct control of Pasco County government, such as the make-up or demographic factors of the County's population, social issues, economic conditions, broad environmental conditions, and emerging technologies. By identifying and analyzing the opportunities and threats within Pasco County as a whole and the greater Tampa Bay area, the BCC will be better able to select the vital few strategic challenges that the County needs to successfully address.

The SWOT exercise was completed by the BCC, the County's senior leadership, County management teams, and County employees. The exercise was also completed as part of focus group meetings facilitated by County employees. Through these exercises, a number of factors were identified as strengths, weaknesses, opportunities or threats. Factors identified through the SWOT exercises are listed below.

STRENGTHS

Opportunities to grow
Good service at reasonable cost

OPPORTUNITIES

Urban Land Institute
Physical location
Pasco Economic Development Council
Federal stimulus

WEAKNESSES

Lack of employment/tax base

THREATS

Unemployment
Lack of job creation
Environmental activists' impact on job creation
Surrounding counties' growth competition

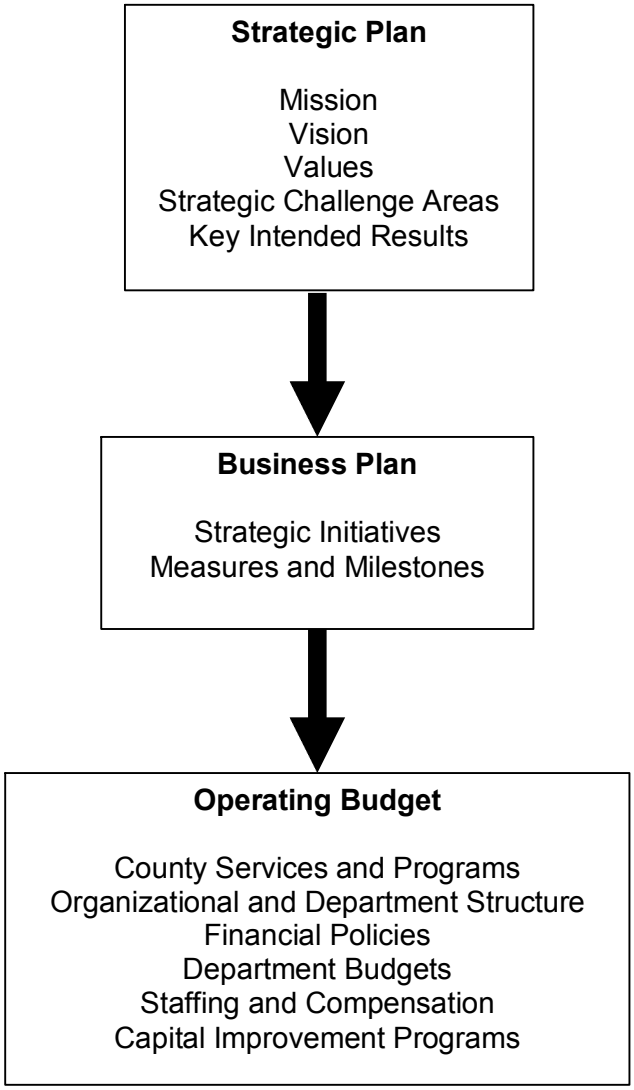
The broad consensus reached on these factors suggests that growth management, economic development and job creation, as well as County services and service levels should be strongly considered as the BCC identifies the vital few strategic challenges to address.

LINKING THE STRATEGIC PLAN TO AN ANNUAL BUSINESS PLAN AND BUDGET

In order to be effective, the Strategic Plan must be linked to the annual County Budget. However, this linkage cannot be direct because the Strategic Plan does not and should not provide the details needed to make budget decisions. The connection or linkage between a multi-year Strategic Plan and the annual County Budget is provided by a Business Plan. The Business Plan operationalizes the various elements of the Strategic Plan by:

- Identifying the current services, programs, and proposed new activities called Strategic Initiatives that will be used to achieve the KIRs, and
- Indicating the measures and milestones that will be used to assess progress in achieving the KIRs. These provide the details needed to make budget decisions and allocations that are consistent with the needs and desires of the community.

The diagram below illustrates the linkage between the **Strategic Plan**, the **Business Plan** and the **Annual Budget**.



GETTING STARTED

Pasco County is using a deliberate approach to create a performance measurement and management system that will be phased in over time. A limited number of strategic and operational performance measures will be established during the initial years of this Strategic Plan. Initially, measures may not be created for all basic department services. Rather, staff will focus its efforts on development measures where accurate results can be regularly reported. Also during this initial implementation, methods to measure results for these performance measures will be created. Initial periodic and annual performance reports will also be established. By the end of this strategic planning period, the performance measurement and management system will be fully implemented.

"Bringing Opportunities Home"