

Exhibit IV

Countywide Comprehensive Plan For Pinellas County

Goals, Policies, and Economic Assumptions

Adopted on December 20, 1988 by the Pinellas County Board of County Commissioners as the Countywide Planning Authority and Recommended by the Pinellas Planning Council.

This document was a plan element of the PPC under previous legislation. Although the introduction and title page have been modified, references may remain concerning that previous legislation. It should be noted in such cases that Chapter 88-464 of the State Statutes now applies to this document by the adoption of the Countywide Planning Authority.

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Goals and Policies

Countywide Comprehensive Plan

Introduction

The [Countywide Planning] Authority has adopted these goals, policies, and economic assumptions as a rational basis for the *Countywide Comprehensive Plan*. This document will also be used to review plans submitted by the local governments.

These goals and policies are general in nature and will be used to formulate more specific plan objectives and policies.

Economy

Goal – The local economy should have a balance between its various sectors such that internal conflicts are minimized and each sector complements the other. That condition of balance should have long-term stability.

Policies

- Increase the variety of employment opportunities available to Pinellas County residents, especially in the higher paying occupations. Avoid over-dependence on a small group of economic activities, such as tourism, retirement living, and construction.
- Ensure that new industry is clean, nonpolluting, and compatible with other industries which are dependent upon a high quality living environment.
- Suitable industrial sites will be planned to accommodate the desired rate of industrial development. Land planning, the provision of public facilities, and industrial recruitment should be coordinated.
- Concentrate industry in centrally located industrial parks with adequate access to transportation, utilities, and labor markets, and where environmental controls can be established.
- In promoting diversified clean industry, capitalize on features of the natural environment, climate, beaches, and water-oriented recreation.

- Provide for a system of neighborhood community and regional business service districts by facilitating new construction where it is warranted and by rehabilitating existing business centers which are well located.
- Reduce the excessive amount of land now zoned for business use by cutting back or eliminating highway strip or ribbon commercial development with its resultant traffic access problems.

Land Use

Goal – The land uses associated with development should be compatible and reasonable in terms of both the land, surrounding uses, and the public interest. The overall pattern and intensity of land uses should be the most efficient configuration possible. The land uses that are not to be associated with development should be protected.

Policies

- Land should be developed in a manner which respects necessary ecological functions and suitabilities for urban development.
- Land uses which have special locational requirements, such as access to rail and water, should receive priority in land planning.
- The scale of proposed land development should be compatible with the capacity of existing supporting facilities, such as roads and utilities. This is especially true where the upgrading of facilities is not feasible.
- Urbanization should occur in an orderly pattern to maximize the efficiency of providing utilities and services.
- Land development patterns should be supportive of existing public investment in utilities and public facilities. Sectors where excess capacity exists should be developed before new areas are developed.
- Land development should highlight and maximize scenic amenities and cultural facilities and provide for public access.
- Land planning should emphasize the preservation of important natural resources, such as wetlands and beaches.
- The scale of proposed development should be appropriate to locational accessibility. Areas of high locational accessibility can support more intensive development.

- Land development should be limited and specially regulated in high hazard areas, such as flood plains.
- Land development patterns should recognize and support coherent neighborhoods. Neighborhoods should be insulated wherever possible from disruptive land uses and nuisances.
- Incompatible land uses, such as industry and residential, should be segregated. Where they abut, appropriate buffers should be developed.
- Sectors of the county suitable for urbanization should strive for a balanced land use mix providing for a variety of housing styles, densities, and access to services and open space.
- Land planning should weigh heavily the established character of predominantly developed areas when changes of use or intensity of development is contemplated.

Transportation

Goal – The transportation system should provide for all the movement needs of people and goods such that the system is compatible with the travel desires for all trips by both purpose and mode.

Policies

- The transportation system should be adequate to serve the anticipated growth pattern of the county and its socioeconomic function.
- Provide adequate transportation services for all segments of the county's population, including the poor, elderly, and handicapped.
- Maximize the use of existing facilities prior to the construction of new transportation facilities.
- The transportation system should not dictate the form and future development pattern but should be a supporting service system for the area's development plan.
- Minimize environmental impacts on the areas of energy utilization, air, noise, and water pollution, and the disruption of ecosystems and urban neighborhoods.
- Coordinate the transportation system with the provision of other public facilities, including recreational uses.
- In recognition of the role of tourism on the economy, design the transit system with provisions for convenience and ease of use.

- Due to the area's vulnerability to severe storms and hurricanes, the coordinated transportation and land use plan should provide for safe, timely evacuation to prevent loss of life.
- The movement of industrial and commercial goods should be accommodated with minimum interference with private passenger travel.

Housing and Community Development

Goal - The housing for the community should meet the need for not only shelter but the total environmental need of the residents. An acceptable level of standards and opportunities should be ensured for all residents irrespective of socioeconomic status.

Policies

- Eliminate hazardous and blighted housing and neighborhood conditions.
- Provide for a variety of housing types in adequate supply and within economic reach of all residents. Provide for housing choice by type and location.
- Plan for a program of neighborhood renewal, emphasizing property maintenance, rehabilitation, and redevelopment.
- Improve community facilities and services necessary for sound community development.
- Eliminate racially segregated housing patterns.
- Renew older downtown neighborhoods which are well located.
- Preserve and restore properties of special value for historical, architectural, or aesthetic purposes.
- Develop new neighborhoods in appropriate areas where community services can readily be extended. Arrange these neighborhoods with an adequate balance between people and their environment.

Parks and Open Space

Goal – The resources as represented in parks and open space should be preserved to the maximum extent possible. Protection should occur not only external to development but within development to ensure the small area as well as large area provisions.

Policies – The plan must recognize the multiple value of open space:

- To provide areas for park and recreation activities.
- To protect natural resources, surface and ground waters, soils, vegetation, and wildlife.
- To define and enhance neighborhood design and community identification.
- To protect sites that have scenic or historic value.
- To buffer potentially conflicting traffic patterns and land uses.
- To provide diversity and psychological relief in the urban landscape.
- To influence and enhance economic development, tourism, and community growth patterns.
- The parks and recreation system should provide a diversified and balanced recreation program meeting the needs of all segments of the population.
- Parks and recreation standards should reflect socioeconomic characteristics, age, composition, and local traditions of the population, as well as climate of the area.
- Parks should be held inviolate against diversion to other uses, unless for instances of overriding public need.
- A complete park system should include, as a minimum, the following elements: regional, community and neighborhood parks, a beach and shoreline element, riding and hiking trail system, and an historic sites plan.
- Parks should be accessible to the people who will be using them. Generally, the age of the user will determine the radius of the service area of the recreation facilities.
- Essential natural resource systems will be encompassed in the open space plan and protected from urbanization through acquisition or via special development regulations. These are:
 - Coastal wetlands
 - Freshwater wetlands
 - Sand beaches and associated vegetation
 - Shore corridors of creeks and lakes
 - Lake and bay bottom lands
 - Principal aquifer recharge areas
 - Unique vegetation and land forms

Community Facilities

Goal – The various community facilities that normally support development should be provided in an efficient and systematic way that ensures the planned needs of the community are accommodated. The facilities should be provided in consonance with development and should be internally consistent with each other in all matters.

Policies

Water Supply

- Provide a reliable supply of potable water that is free of health hazards; pure in consistency; and adequate for households, commercial, and industrial use.
- Expand the water supply system keeping pace with population and economic growth. Employ the most cost efficient technology consistent with overall objectives to ensure that water is produced at a reasonable cost.
- Promote a regional concept of water resource regulation and supply. Eliminate duplication and competition in water resource development through cooperative programs.
- Conserve and protect surface and ground water resources, especially aquifer recharge areas, from depletion and development through appropriate land use management techniques.
- Develop the water distribution system with adequate water supply and pressure necessary for fire fighting.
- Introduce water conservation methods designed to reduce long distance water importation requirements. Examples of water conservation methods include incentives for utilizing shallow wells and surface water impoundments, scaling water rates to discourage irrigation with potable water, mandatory low volume water appliances, and the recycling of treated wastewater.

Wastewater Management

- Bring all wastewater treatment plants and disposal systems into conformance with “AWT” or equivalent standards as identified in Florida Department of Environmental Regulation, water pollution rules, Chapter 17-3.
- Within service areas assigned to serving utilities under the *Water Pollution Control Act of 1972*, Section 201, plan service for all pockets of urban development, including unincorporated enclaves which have been surrounded by an expanding municipality.

- Coordinate the wastewater collection systems so there is no duplication of facilities or overlapping of service areas.
- Avoid treated wastewater discharges in environmentally sensitive areas (e.g., deep well injection proximate to wellfields, outfalls proximate to important marine grass beds).
- Encourage the full utilization of the organic sludge by-product of the wastewater treatment process.
- Increase the capacity of sewage treatment plants throughout the county in advance of anticipated new development to ensure an adequate level of treatment.
- Employ the most cost efficient technology for wastewater management consistent with overall objectives to ensure that wastewater is processed at a reasonable cost.

Drainage

- Provide plans to eliminate flood potential hazards from developed neighborhoods with histories of flood problems.
- Planned facilities should be adequate to handle the twenty-five year storm of record.
- Institute measures, such as stormwater retention, to ensure that runoff after development does not exceed the predevelopment rate.
- Promote the reduction of impervious surface coverage and promote the use of natural retention areas as preferred drainage management methods.
- Institute measures to filter stormwater and lower turbidity levels utilizing natural vegetation and structures.
- Plan corrective measures where principal lakes are used as stormwater reservoirs and hypereutrophication is resulting from nutrient-rich pollutants.
- Coordinate management and maintenance of major outfall systems among governmental jurisdictions so that overloads and weak links don't develop.
- The use of retention and detention areas for recreational purposes should be fully explored and included in stormwater management programs where possible.

Solid Waste

- Plans for solid waste disposal should be directed toward resource recovery.
- Sanitary landfills, which will be required even with full resource recovery, should be designated to prevent water and air pollution, health problems, loss of aesthetics, depressed real estate values, and interference with aviation patterns.

- Planning for landfills should consider suitable reuses for the land when the filling has been completed.
- Coordinate the various solid waste collection systems to eliminate duplication of coverage and reduce the cost-per-ton mile of collection and disposal.
- Plan for expanded solid waste collection service to newly developing areas of the county.

Law Enforcement Facilities

- Police buildings should reflect the identified functional requirements of police departments. Suitable sites should be readily accessible, visible to the public, and safe from tropical storm surge hazards.
 - Plan for coordinated police functions on an area or countywide basis where operational efficiencies can be achieved (i.e., centralized records and communications system).
 - Court functions which are used by great numbers of citizens (i.e., traffic and small claims) should be decentralized for greater accessibility by the public.
 - Court functions which are not used by great numbers of people (i.e., criminal) should be centralized for more efficient operation.
 - Provision should be made for expanded jail facilities in keeping with projected population growth.

Educational Facilities

- Planning for cohesive neighborhoods should be reinforced by neighborhood schools.
- Neighborhood schools should be planned for multi-purpose community use of facilities (i.e., the auditorium, gymnasium, playground, ball fields, library). Likewise, schools should be planned to take advantage of existing public facilities, such as parks or libraries.
- School site planning should anticipate growth trends, population shifts, and changes in population age and family composition.
- Schools are potential community shelter sites in civil emergencies and should be situated in locations safe from tropical storm surge hazards.
- Obsolete and deficient school buildings should be phased out; however, exceptions should be made for buildings of unique historical value as identified by the community served.

- School sites, including high schools, should not be located directly on heavily traveled major highways (i.e., U.S. Highway 19, State Road 60, and U.S. Alternate Highway 19).
- School plans should encourage the continued development of the junior college system and the expansion of the upper division (junior and senior years) and graduate level program of the University of South Florida.

Library Facilities

- Plan for provision of tax-supported library services to the entire county.
- Plan for a library system which will incorporate research libraries, branch libraries, and bookmobiles.
- Plan to coordinate county library services and resources so as to maximize service and cost efficiency for the public and to make Pinellas County eligible for state and federal grants-in-aid.
- Locate libraries in highly visible and accessible sites served by public transit. Sites of high intensity mixed use (i.e., downtowns and shopping malls) increase library utilization rates.
- Encourage joint use of public libraries and school libraries, especially high school and college libraries.

Fire Protection Facilities

- Every neighborhood of Pinellas County should be served by a fire company capable of providing adequate fire response time.
- Plans should be designed to upgrade the local service rating by the Insurance Service Office, "ISO," to lower the cost of fire insurance.
- All fire districts of the county should be covered by mutual aid agreements and should participate in cooperative endeavors where coordination and economics of scale are required (e.g., fire training and communications).

Health Care Facilities

- All neighborhoods in the county should have adequate access to hospital emergency treatment facilities.
- The plan should identify locational and site development standards for the distribution of hospital[s], nursing homes, and clinics.

Resource Conservation and Coastal Zone Management

Goal – All the natural resources should be protected or cultivated to ensure that the present environment will either be preserved or improved. The impact of development upon the total natural resources and those of the coastal area should be minimized.

Policies

Fresh Surface Waters

- Adequate quantities of these waters should be maintained as wildlife habitat, recreational resources, a potential source of water supply, and aquifer recharge.
- Planning for fresh surface waters must consider multiple use compatibility.
- Pollution of fresh surface waters must be abated.

Nonfresh Surface Waters

- Adequate quantities of these waters should be maintained as wildlife habitat, a commercial fishing resource, a navigation resource, and a recreational resource.
- Planning for nonfresh surface waters must consider multiple use compatibility.
- Pollution of nonfresh surface waters must be abated.

Fresh Groundwater

- Groundwater reserves must be improved and protected by avoiding such pumpage that would induce saltwater intrusion and other hydrological problems that would adversely affect the environment.
- Areas of high volume recharge must be protected from development which would alter their natural function.

Nonfresh Groundwater

- Low saline groundwater should be considered as a potential resource for use as a water supply.

Air

- Air resources are essential to life and should be considered as a resource.
- Existing and potential point sources of air pollution should incorporate the best available technology to comply with pollution control standards established by federal, state, and local pollution control agencies.

Energy

- Where appropriate, energy conservation considerations should be incorporated in development standards.
- Energy resource recovery systems should be incorporated in development planning where feasible.
- The use of renewable energy resources (e.g., sun, wind, water motion, geothermal heat) should have preference over alternative energy systems where feasible.

Soils

- In utilizing soils for urban activities, proper planning is imperative to ensure consideration of soil suitability and to avoid depletion of valuable soil resources.

Marine Grass Beds

- Marine grass beds should be preserved to the fullest extent possible. Modification should be considered only in the case of overriding public interest.
- Development planning should consider that marine grass beds are particularly sensitive to increased turbidity that may result from development activities in adjacent areas.

Tidal Marshes and Mangroves

- Tidal marshes and mangroves should be preserved to the fullest extent possible. Modification should be considered only in the case of overriding public interest.

Gulf Beaches and Dunes

- No new construction should be allowed that would threaten the stability of either the dune system or the beach itself.
- In areas where beaches are being eroded, local governments should encourage and support a multi-jurisdictional approach to stabilization projects, preferably utilizing vegetation as the stabilizing medium.
- Local governments should pursue programs that will provide and guarantee adequate public access to the beaches.

Freshwater Swamps and Marshes

- It is desirable to have retention of runoff by freshwater swamps and marshes to provide natural purification and cleansing and to aid in aquifer recharge.
- Because of the ecological significance of these areas, their value for hydrologic purposes, and their intrinsic unsuitability for intensive development, they should be preserved in essentially their natural state.

- Where development is permitted, such problems as periodic flooding, poor stability of roads and streets, and the creation of health hazards should not become an unnecessary tax burden.

Tidal Flushing and Circulation

- Tidal flushing and circulation patterns should not be significantly altered by development activities.
- Any project, which may produce changes in circulation patterns, should be approved only after sufficient hydrographic information is available to allow an accurate evaluation of the possible impacts of the project.

Upland Forest

- Areas of upland forest that provide unique wildlife habitat and unique forest cover should be identified and preserved.
- Development in areas of upland forest should take place with minimum removal of vegetation consistent with local tree protection ordinances

Wildlife Resources and Habitat

- Any development activity which may degrade, destroy, or severely impact productive areas for wildlife must assess possible means for abating these impacts on wildlife populations and habitat.
- Areas uniquely suited for wildlife habitat, breeding, and feeding (e.g., rookeries, tidal flats, mangrove forests, etc.) should be included in future conservation districts, zones, reserves, or other means of resource protection.

Economic Assumptions of the Countywide Comprehensive Plan

- A. Pinellas County's economic growth is dependent on natural amenities[:] a mild and sunny climate, clean air, accessible Gulf beaches, clean Gulf and Bay waters.
- B. Pinellas County's economic base is nondiversified, being too dependent on tourism and retirement living.
- C. Pinellas County' economy will continue to grow; and, without action to cause otherwise, growth will be based primarily on tourism and retirement living. The following will result:
 - 1. The economy will become even less diversified.
 - 2. Low paying trade and service employment will constitute larger percentages of total employment and higher paying skilled employment will constitute smaller percentages.
 - 3. The economy will be too sensitive to seasonal and cyclical fluctuations.
- D. Although Pinellas County's economy will remain strongly oriented to tourism and retirement living, a more diversified economic base can be realized through coordinated actions of local governments, quasi-governmental agencies, and private businesses.
- E. Pinellas County's economic base can be diversified by expanding the light, clean manufacturing base, attracting oceanographic research facilities and national and regional corporate headquarters.

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