A Time for Leadership:

Growth Management and Florida 2060

For
1000 FRIENDS OF FLORIDA

Prepared by the
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Table of Contents

Cover Credit: NASA

About 1000 Friends of Florida

Founded in 1986, 1000 Friends of Florida is a statewide nonprofit growth management advocacy organization which promotes ways to save special places, fight sprawl, and build better communities across Florida. For more information on 1000 Friends, including how to join, visit www.1000friendsofflorida.org.

About the Center for Quality Growth and Regional Development

The Center for Quality Growth and Regional Development (CQGRD) is an applied research center of the Georgia Institute of Technology. The Center serves communities—particularly those in the Southeast United States—by producing, disseminating, and helping to implement new ideas and technologies that improve the theory and practice of quality growth. For more information about CQGRD visit www.cqgrd.gatech.edu.

Executive Summary

The results of the Florida 2060 research project conducted by the University of Florida show the state of Florida sits at the "tipping point" in regard to land consumption for urban development. Soon, the footprint and pattern of development will be set and without immediate proactive initiatives, the result will be sprawling disconnected subdivisions spread from coast to coast that surround a few isolated wetlands; and the opportunity to build great communities and forever protect natural lands and open space will be lost. Today's action, or the lack of action, will determine the legacy of future generations of Floridians—forever.

This report, *A Time for Leadership: Growth Management and Florida 2060*, has been commissioned by 1000 Friends of Florida to provide guidance to state leaders and citizens as they help shape Florida's future. It is the result of a review of Florida land development and preservation planning to identify several critical opportunities and challenges facing the state.

A Time for Leadership builds on the 2003 report by the Florida Chamber Foundation entitled *New Cornerstone,* which called for a shift from growth management to growth leadership. Growth leadership is described as a proactive approach to plan for future growth that is both sustainable and environmentally-friendly. To support the *New Cornerstone* call for growth leadership, this report offers a policy framework and recommendations for land development and preservation planning in Florida.

A Policy Framework for Growth Leadership

This policy framework for growth leadership is designed to link the essential elements that contribute to quality growth. The result is the four P's of land development and management:

Credit: Florida Department of Transportation

Patterns: The pattern of development refers to the spatial organization of developed lands. Patterns refers to the location, intensity, and variety of different land uses.

Credit: South Florida Water Management District

Preservation: Preservation refers to the systematic protection of land for natural resource management, wildlife habitat, parks and recreation, and working lands.

Credit: Federal Highway Administration

Passages: Passages refers to the ways in which places are connected. Passages can take the form of transportation systems, greenways, water systems, telecommunication networks, or anything that links places and people.

Credit: Tampa Bay CVB

Places: Places not only seeks to safeguard the intrinsic qualities of Florida, but also focuses investment on existing cities and infrastructure.

Together, the four P's weave a complex web that shapes the environment in which Floridians live. They require balancing maintenance and redevelopment of existing urban areas, with new land development; countering urbanized places with protected lands to protect natural functions and create healthy environments for people; preserving the identity of Florida, while simultaneously forging its new image in response to a changing world and population.

Critical Growth Leadership Recommendations

The governor, state legislators, and citizens can change the course of development through deliberate growth leadership. The elected leaders can establish a new paradigm for growth in Florida—one that accommodates new growth and development in ways that improve the quality of life for current and future citizens.

This report includes numerous recommendations related to patterns, preservation, passages, and places. These recommendations address the nuances and specific challenges in each arena, but there are also several overarching recommendations that are essential to a new paradigm in future growth:

- **Expand Florida Forever.** Accelerate and expand this highly successful natural lands acquisition program to permanently protect not only natural lands and open and recreation space, but also agricultural and forestry lands. Include lands that will create permanent edges to existing urban areas, and lands that will create a framework for

accommodating new “communities of place” within Florida’s rural landscape. Recognize that lands can be protected through financial payments or through a fair exchange of these lands in return for allowing additional densities to landowners. These permanently protected lands are the lynchpins to create a healthy and sustainable legacy for future generations.

- **Adopt New Policy on Conversion of Rural Lands to Urban Use.** How, where, and when rural lands are converted to urban use will determine the future of Florida’s communities and natural resources. Current state policy focuses on discouraging urban sprawl, but allows urban development to replace agriculture and open space without ensuring that the public benefits from these new developments. A growth leadership perspective requires new policy mandating that the conversion of rural land to urban density only be allowed in return for significant public benefit, especially the preservation of natural lands and open space. The use of large scale community master plans, and regional visions, will be important to implementing this policy.

- **Create a 100 Year Legacy Plan.** Create a plan to identify the ultimate “buildout” of land preservation and development across Florida. This plan should identify the lands for permanent protection from development and lands that are appropriate for development and redevelopment. The desired ratio of developed land to protected open space should be established. All state funding should be consistent with the Legacy Plan.

- **Identify Leaders, Galvanize Supporters:** Identify champions to organize and advocate for Florida’s vision and plans. Such leadership must come from a broad cross section of Floridians who believe that our future is far too important to just let it happen. These include individuals, landowners, business leaders, citizen and environmental advocates, existing organizations, and not-yet-created organizations and agencies. These leaders must serve as watchdogs, facilitators, funders, implementers, and visionaries. Equally important are the supporters, the people and entities that provide the underlying backing for the plan and make possible its implementation.

These and additional recommendations, as well as a review of growth-related issues in Florida, are outlined in the complete report.

Introduction

Florida is a state with tremendous diversity, both in its people and natural environment. It has the most coastline of any state in the continental United States. For decades, the state has experienced unprecedented population growth. Together, these characteristics have created great opportunities and assets for Florida. For example, the state's natural beauty and beaches attract visitors and residents, alike. Its diversity makes for a unique and interesting mix of cultures and lifestyles. Its growth has fueled a complex and vital economy. Likewise, the state experiences many challenges: traffic congestion, diminishing natural habitat, and an overburdened infrastructure system, to name a few.

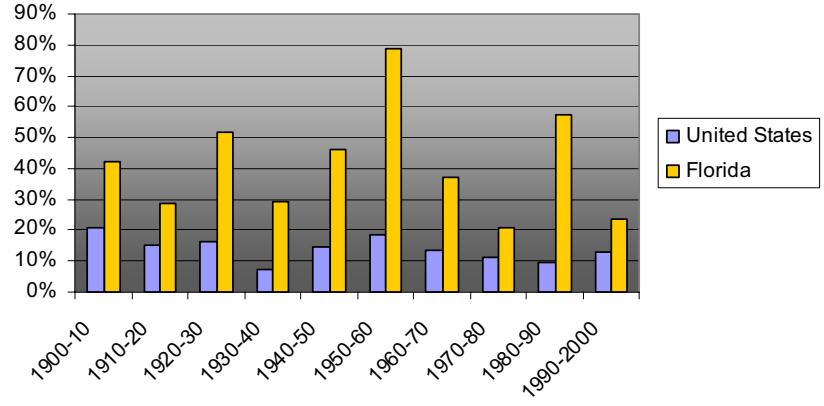
Faced with these realities, it is no surprise that the local, regional, and state leadership has led the way in growth management in the United States. In 1972, the Florida Legislature adopted the state's first growth management initiative. It was revised in 1975 to include requirements in comprehensive plans intended to help local governments manage development and address public facility needs. Recognizing the need for improved strategies, the Legislature adopted the 1985 Growth Management Act. The Act was driven by the principles of consistency, concurrency, and compactness. To support these principles, it required local comprehensive plans to be consistent with the state comprehensive plan, as adopted in 1985, and the appropriate regional policy plan.[1]

Since the mid 80's, several steps have been taken to address the limitations of Florida's growth management policies and practices. Yet challenges persist. Florida must continue to be innovative and forward thinking to respond to continuing growth pressures, especially in light of the state's unique and sensitive natural environment.

About Florida and the Built Environment

Florida has long attracted residents, businesses, and vacationers. Between 1950 and 2000 the state's population surged from approximately 2.8 million people to almost 16 million.[2] These 13 million new residents represent an increase of more than 476 percent, compared to the national increase of just 13

Florida population growth significantly exceeds U.S.:
Florida and U.S. population increase between 1900 and 2000



Source: U.S. Census Bureau (CQGRD calculations)

percent over the same period. This trend in population growth is expected to continue. Between 2004 and 2005, Florida was the fourth fastest growing state in the country, according to the rate of growth (2.3 percent). But in the shear numbers of people, Florida came in first with over 400,000 new residents.[3]

Employment has flourished as well. Between 2000 and 2005, Florida added more than 784,000 new jobs to reach 8.65 million.[4] This represents an increase of almost 10 percent for the state, compared to the national increase of 2.9 percent.[5] Over and above the population and job growth, an estimated 85 million tourists visited Florida in 2005, representing a 7.6 percent increase from the previous year.[6]

The result of tremendous growth has been an ever expanding and evolving built environment. The built environment includes the land uses, transportation infrastructure, and urban design that make Florida a desirable place for people.[7] More specifically, the environments we build structure:

- **Land Uses:** where we do things—go to school or work, shop, recreate, and live
- **Transportation Infrastructure:** how we move around—roads, transit systems, airports, and bike and pedestrian facilities
- **Urban Design:** what places look like—the aesthetic qualities of place that make it attractive and identifiable

Land development strategies, policies, and regulations shape the built environment. They tell us where schools, housing, stores, offices, warehouses, police stations, libraries, churches, and so on will locate. Land development practices also shape the location, design, and implementation of infrastructure necessary to support our ability to comfortably live and move around. And finally, land development practices regulate how buildings interface with streets, the amount and location of public spaces, and the architectural elements that shape the aesthetic characteristics of places.

The built environment and the land development practices that shape it are critical to the state's social, economic, and environmental health. Some studies are forging the link between the built environment and physical health, others are providing quantitative support that "smart growth" practices enhance economic development, and still others illustrate how the built environment affects individual economic opportunities. All of these findings call for a holistic examination of land development practices in light of the social, economic, and environmental ramifications.

A Critical Time

There are over 53,000 square miles of land in the state of Florida. Between 1990 and 2000 more than 1,000 square miles changed from rural to urbanized, according to the U.S. Census Bureau.[8] That means that 640,000 acres have been developed in just 10 years.

According to research by faculty at the University of Florida, in 2005 there were 5.9 million acres of land dedicated to urban development. By 2060, assuming current development practices continue, a total of almost 13 million acres will be consumed for urban development. This urbanization is the result of a projected doubling of the state's population between 2005 and 2060, from 17.9 million to 35.8 million people.[9]

Another study by the Brookings Institute projected construction between 2005 and 2030. Based on an expected gain of 12.7 million more people and 4.8 million more jobs by 2030, the study showed the need for 5.5 million housing units and 6.8 billion square feet of commercial, institutional, and industrial space in the state. This means that in 2030 there will be nearly 11.4 million housing units and more than 10 billion square feet of commercial, institutional, and industrial facilities.[10]

Florida, like other fast growing southern and southwestern states, is at a critical juncture. Such population and job growth, and the corresponding changes to the built environment, make it imperative that state leaders and decision makers establish a policy framework that prepares for the expected growth, maintains the state's economic progress, enhances livability for all people, and protects the natural environment. The expected demand for construction presents a tremendous opportunity to shape the state's built environment—the land use patterns, transportation systems, and aesthetic qualities that influence how we live. Unfortunately, this impending growth also presents a potential threat. If not done well, it could exacerbate existing challenges, like traffic congestion, natural habitat encroachment, and deterioration in the quality of life for residents.

Florida leaders and policy makers have recognized that growth and the way we develop the built environment can bring challenges. As a result of the 1985 Growth Management Act all 472 local governments in Florida now have comprehensive plans that gauge current and future land use needs; many "have already produced innovative and creative solutions to local problems."[11] Yet more needs to be done to ensure a healthy and vibrant state for the future. Growth management has had both successes and failures. Much of the state struggles to maintain adequate infrastructure, schools are often overcrowded, traffic congestion is rampant, disaster preparedness and mitigation is a constant challenge, and development is infringing on lands that have cultural, environmental, and historical significance.[12]

The Purpose of this Report

Expected population, employment, and tourism growth and Florida's history of progressive planning and management are the impetus for this report. These factors have ignited an interest in new strategies to lead Florida to an even brighter and more prosperous future, and have motivated 1000 Friends of Florida to commission this report.

This report, *A Time for Leadership: Land Development and Management for Florida 2060*, is the result of a review of land development and planning challenges facing the state. It is not an exhaustive assessment of growth management issues, but instead identifies several critical opportunities and challenges and offers a policy framework and recommendations to address them. The ultimate purpose of the report is to present a holistic approach to land development and management that will generate discussion and continued exploration of these issues. It is a companion report to *Florida 2060: A Population Distribution Scenario for the State of Florida*, which was written by faculty at the University of Florida.

This report and the policy framework described herein builds on the *New Cornerstone* report.[13] *New Cornerstone* called for a shift from growth management to growth leadership. As that report describes:

> "Decades of reactionary, locally-driven planning have produced urban sprawl, auto dependency, and growing backlogs of infrastructure projects. Florida's communities will require growth *leadership* that can plan for and accommodate future growth in a proactive manner, offering Floridians a choice of lifestyles in communities that are sustainable and environmentally-friendly."

The greatest departure from growth management to growth leadership lies in the geographic scale of interest. Growth management practices largely rely on local control of issues, with the principles of consistency, concurrency, and compactness. Growth leadership does not necessarily abandon these principles, but instead proactively addresses land use, infrastructure, and economic development issues from a regional perspective, with the recognition that decisions about the built environment have impacts that extend across local jurisdictional boundaries.

The need for addressing Florida's future through regional initiatives was also recently highlighted in the report "Building Florida's Future: State Strategies for Regional Cooperation." This report was the product of a broad-based steering committee, co-chaired by Peter Rummell of the St. Joe Company and Nathaniel Reed, and staffed and funded by the Urban Land Institute.

A New Policy Framework

In this document we introduce a new policy framework for land development and management in the state of Florida; one that proactively and holistically addresses the projected needs of the state through 2060. The framework addresses the **patterns** of development, the **passages** within and between urbanized areas, the **preservation** of the natural environment, and the creation of quality **places** through good design and the protection of unique historic and cultural resources.

These elements are complementary, yet sometimes they overlap and even appear contradictory. For example, one aspect of *patterns* addresses compact new development, which advocates among other things, for the creation of new neighborhoods at the edge of existing cities. In contrast, one aspect of *places* focuses on redevelopment and investment in existing urban centers. The point is that with impending growth, one solution cannot respond to all challenges. In a few unique locations, new towns may be called for, but this approach should operate in conjunction with urban revitalization. The intention of this policy framework is to present a broad set of opportunities that can be tailored to the unique needs of the distinct Florida communities and regions.

The Four P's

Four elements shape land development in the state of Florida: patterns, preservation, passages, place. These four elements, described below, are the framework from which the policy implications are discussed in subsequent sections of this report.

Patterns: The pattern of development refers to the spatial organization of developed lands. Specifically, patterns refers to the location, intensity, and variety of different land uses. Patterns of development relate to the larger state and regional scale.

As transportation and communication technologies evolve, as economic practices respond to an increasingly global environment, as natural resources become more endangered, and as family and individual preferences become more diverse, so too must the patterns of development change. This process is incremental and

PATTERNS: Existing Development Patterns along the Florida coast.

Credit: Florida Department of Transportation

often happens over the course of a generation or more. Therefore, it is important to respond to today's challenges, while also being forward-thinking about the needs of Florida in 2060.

Preservation: Preservation refers to the systematic protection of land for natural resource management, wildlife habitat, parks and recreation, and working lands. Preservation as a land planning tool falls under the rubric of "smart conservation;" concerned with integrating planning for land protection, development, infrastructure, and quality growth efforts. Land conservation is an integral component of quality growth programming, creating livable communities by directing and shaping development patterns.

PRESERVATION: Blowing Rocks Preserve near West Palm Beach

Credit: U.S. Department of the Interior, U.S. Geological Survey, Center for Coastal Geology

Passages: Passages refers to the ways in which places are connected. Passages can take the form of transportation systems, greenways, water systems, telecommunication networks, or anything that links places and people. Lifestyle preferences, natural functions, economic vitality, and technology have made passages an important element of the environment. Every day people, goods, information, natural and manmade products, and money move about the state of Florida. A system of passages that enables fluid movement improves quality of life for residents and visitors, enhances the natural environment, and supports economic development.

PASSAGES: Acosta Bridge over the St. Johns River in Jacksonville
Credit: Federal Highway Administration

PASSAGES: Kissimmee River
Credit: South Florida Water Management District

Places: Places refers to safeguarding the intrinsic qualities of Florida, in both the built and natural environment. People and businesses are attracted to places with a unique identity that reflects their historical and cultural individuality. Identity can be maintained by preserving natural features, protecting historic buildings, or designing new buildings and communities to reflect the surrounding context.

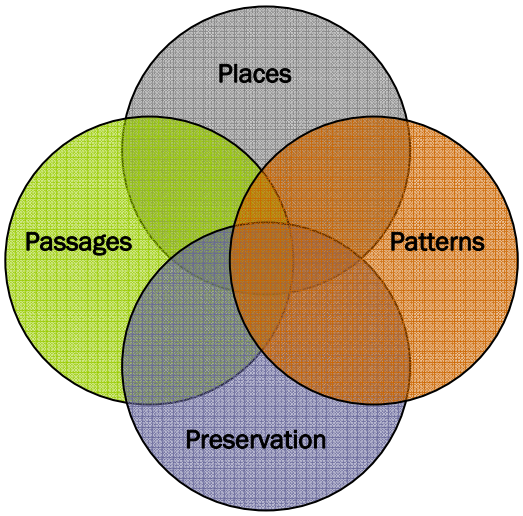
The focus on places also directs investment to existing cities and infrastructure. Instead of encouraging development outside of today's cities, a places first approach promotes infill development and redevelopment by investing in the necessary public facilities to create healthy, quality communities.

PLACES: Miami's Art Deco District
Credit: CQGRD

PLACES: Streetscaping an existing downtown in Florida
Credit: Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Together, the four P's weave a complex web that is the environment in which we live. They require balancing maintenance and redevelopment of existing urban areas, with new land development; countering urbanized places with protected lands, not only to protect natural functions, but to create healthy environments for people; preserving the identify of Florida, while simultaneously forging its new image in response to a changing world and population.

The Four P's: A Policy Framework



These four P's of land development and management practices operate in parallel with the *New Cornerstone's* four T's of economic development: tourism, trade, talent, and technology. Together they outline a complementary strategy of economic development, land development, and environmental preservation that is intended to present a holistic and sustainable approach to future growth in the state of Florida.

Policy Issue ❶: Patterns

Patterns: The pattern of development refers to the spatial organization of developed lands.

Conventional development, or "sprawl", is the dominant development pattern occurring in major metropolitan areas across the country.[14] While there is no universally-accepted definition, development of this type is typically characterized as promoting low-density (often with single-family dwelling units) at the expense of all other types of development, forcing automobile dependency, spiraling growth outward from existing urban centers, leapfrogging patterns of development, creating separated land uses, and blurring the edge between urban and rural land areas.[15] Sprawl has been proposed as a contributor to most, if not all, contemporary U.S. urban and environmental problems including abandonment of the urban core, racial segregation, income inequality, destruction of open space, loss of farmland, excess energy use, overdependence on cars, high taxes, poor health, crime, destruction of community, water pollution, and air pollution.[16] Over the next 25 years, if the current development pattern continues, the United States will have to convert 18.8 million acres of land, spend more than $190 billion to provide necessary water and sewer infrastructure, and spend more than $927 billion to provide necessary road infrastructure.[17]

Costs of sprawl are also evident in Florida, particularly in Central Florida, one of the highest-populated and fastest-growing areas in the state, as well as one of the most spread-out regions in the country. In just one example, if development stretches farther outward, Orlando-area taxpayers could pay $44,955 each in taxes for roads, water and sewer lines, and other government-provided services, average 55 hours of traffic delay per person per year, and lose over 167,000 acres each of farmland and environmentally fragile land through 2025.[18]

In 2000 Florida's population totaled 15.6 million people. By 2025, if current immigration, birth rates, and domestic migration trends continue, it is projected to swell to 20.7 million people.[19] According to the 2000 U.S. Census data, population growth is occurring throughout the entire state; however, growth is concentrated in southeast Florida and along the Interstate 4 corridor that connects Tampa Bay in the west and the Space Coast in the east. Population concentrations extend along the east coast of Florida and northward up the west coast through Pasco County. Population density is also high in the far-western panhandle of the state, from Bay County west to Escambia County.

The state's dramatic increase in population growth and rapid urbanization has caused large-scale destruction of wetlands, intrusion of saltwater into freshwater reservoirs, increased congestion and air pollution in urban areas, decreased levels of service of various facilities, and set off a rapid decline in the quality of the built environment.[20] Faced with continuing rapid growth, Florida must develop strategies that not only encourage orderly growth and development in the appropriate areas, but also respond to development pressures, promote rural sustainability in communities, preserve critical and sensitive lands and habitat, and make efficient use of public services.

In an effort to preserve environmentally sensitive areas in the state and to improve the quality of its urban areas, Florida became a national leader in policymaking by enacting the Growth Management Act in 1985, establishing and incorporating three key principles in development planning in the state: consistency, concurrency, and comprehensiveness. However, the act that was at the forefront of state growth management programs in the country may have unintentionally contributed to problems within the state it was established to address: transportation and infrastructure issues, high home prices, and development that encroaches on critical and sensitive lands.

Florida has entered a critical period where more proactive measures are needed to accommodate additional growth and development, improving the quality of life for existing and future residents and preserving the character of the state. This section discusses alternative development patterns and the policy issues associated with establishing and implementing new strategies, as Florida envisions its future over the next 50 years.

New Towns: A Balanced Pattern of Development

New town development is one potential solution, which could apply to a few locations in Florida, to combat sprawl and could position Florida once again as a state leader in establishing effective regional development patterns. A new town is a planned and thoughtful community that provides a mix of land uses that meet the full range of needs of its residents and that permanently preserves significant open space as a wide greenbelt at its edges; a model completely different from our experience with development across the state.

This approach to new towns would respond to problems that are created by urban sprawl—loss of "sense of place", land consumption and threat to farmlands, costs to local government, dependence on the automobile, inner city social impacts, health impacts, and environmental impacts.[21] New towns have been created in Florida: the development of Celebration, the unincorporated master-planned community near Walt Disney World Resort; Seaside, an unincorporated master-planned, resort community on the Florida panhandle roughly midway between Fort Walton Beach and Panama City; and Harmony, a conservation community south of Kissimmee. While these three new towns are not the only of their kind to be created in Florida,

they are highly successful and have proven effective in attracting residents to more compact, high-density areas that are not located in the existing urban centers.



The* New Town *of Seaside
Credit: The Seaside Institute, CQGRD, CQGRD

New towns can either be completely independent cities, if they contain the employment base for their own residents, or function as satellite cities, if a substantial amount of commuting to existing urbanized growth centers will occur. However the new-town concept is applied, its purpose should be to intercept migrants from rural areas en route to large cities, preserve agricultural land, conserve land to combat sprawl in areas of marginal urban growth, reduce costs of additional infrastructure, stimulate the economy, and increase land values.[22]

On a social level, new towns promote social integration among diverse social, economic, demographic, and ethnic groups.[23] Large cities can be impersonal and, due their sprawling nature, result in loneliness and alienation. New towns, being smaller and simpler, containing homes, schools, offices, shops, recreational facilities, and social and civic activities, could encourage deep and enduring relationships and the possibility of a comprehensible environment.[24]

New towns would not only serve as a method to direct planned development throughout the state, but can also work to conserve and preserve land in the state. Where current growth patterns in the state have left many areas with little or no defined boundaries, open space generally surrounds new towns to provide buffers that serve as clearly-defined growth boundaries.

Also, due to the coordinated method of this type of development, new towns are consistent with the state's mandated concurrency program and "pay as you grow" approach to new urban development and expansion. Since new towns are newly built settlements, a network of infrastructure and pedestrian accessways can be installed before the first houses are complete.

New towns do provide substantial benefits in addition to coordinated, planned growth. This compact, clustered style of development performs a number of important social objectives such as providing new homes and a livable community for the many people who live and work in them. Currently, the state lacks adequate affordable housing. Public-safety and other lower- or middle-income workers are being pushed out of the housing market and farther away from their

jobs.[25] In 2005, the median sale price of an existing single-family home in Florida was $235,100, an 86 percent jump over the previous four years.[26] In just a single year, from July 2004 to July 2005, the median sales price of an existing single-family home in Florida jumped by 33 percent—more than twice the national average.[27] New towns would offer more housing choices and provide additional supply of affordable housing not available in existing urban areas. To promote a mixture of housing types, land prices can differ based on the size and type of housing, and a percentage of the housing stock can be set aside for affordable housing.

Sites for new towns in Florida should be selected based on their long-term financial capability and their ability to provide a balanced new community within the state that encourages interaction and improves the quality of life (i.e. employment opportunities, costs of living - housing and transportation, and availability of and access to amenities). Based purely on economic soundness, location of new towns is based on several factors including land cost, development cost, employment base, accessibility and holding cost.[28] Inexpensive, distant land would provide land at less cost to new-town residents and discourage speculators at the edges of existing cities. However, the acquisition of a site a great distance from the urban edge could increase the uncertainty of the direction of natural growth and of the strength of the economic base in generating single and multi-family residential, industrial, and commercial sales.[29]

Developing financially successful new towns can be extremely difficult due to the potential for high acquisition costs in assembling land and overbuilding the market. It can also be difficult to assemble large tracts of land on the edge of metropolitan cities because acquisition may involve multiple land owners. New towns should be constructed on an appropriate scale as larger scales could hamper efforts to form communities and social networks within the town. Mistakes may be made in marketing new towns and problems may occur in attracting businesses and permanent residents. Despite these challenges, a city with a master-planned design can create a strong and distinct community that demonstrates environmental stewardship. While new towns may not possess all of the answers to the population growth challenges facing Florida, the concept of planned communities and towns similar to this type of development will have a positive effect on the future and on the undeniable future growth of the state.

Good Stewardship in Rural Land Development

Facing growth and environmental challenges in its future, Florida must begin to focus its energies on not just whether and where to develop, but also on how to develop better. To accommodate the projected population growth greenfield development, the urbanization of previously undeveloped land is expected. Greenfield development, if done properly, can be one of several strategies used to counter sprawl and its negative consequences.

Greenfield development can provide a practical, affordable, and achievable opportunity to build without sprawl, given its potential to create large-scale, conserved open lands and sustainable modern infrastructure.[30] Approached in a principled, conscientious manner, planned

communities can help achieve the potential of greenfield development, ensuring that the places where most Floridians live are economically diverse, relatively compact, environmentally sustainable, and livable.

The key to creating greenfields without sprawl is not the size or the amount of money spent on each development, or whether it is contiguous with other developments. The goal should be to successfully connect with other developments and work to establish a more cohesive, regionally cooperative human and natural environment.[31] There are three critical elements for sprawl-free greenfield development: green infrastructure, mobility and access, and livability and lifestyle choices. A new town that preserves sensitive regional resources and significant open space prior to determining a place for development; establishes an integrated, multi-modal transportation network; and embraces the ideal of a community with people of diverse ages and incomes living close together can result in good greenfield development.

A success development strategy also requires consistent policies on the conversion of rural lands to urban use. Current state policy focuses on stopping urban sprawl, but allows development at greater densities without ensuring that the public benefits from these new developments. A growth leadership perspective requires new policy mandating that the conversion of rural land to urban density only be allowed in return for significant public benefit. Public benefit can include the preservation of natural lands and open space. Such a policy should also (1) create a built environment that connects communities to each other, (2) be fiscally neutral to existing residents, and (3) support higher density development to minimize the land consumed by population growth.

One recent example of development that has the opportunity to embrace the principles of quality greenfield development is Babcock Ranch, a recent project of the Florida Forever program. The public acquisition of Babcock Ranch will continue the state's legacy of environmental stewardship and spending on conservation projects. This project will not only preserve 74,000 acres of environmentally sensitive lands, but will also accommodate a newly-built, planned city of 50,000 residents on a 19,000-acre corner of the property.[32] Babcock Ranch is one example of the acquisition of undeveloped land that will preserve a significant amount of open space and natural land and also has the potential to convert rural land into a well-planned urban area.

A Regional Approach to Patterns

Florida has a history of population growth, partly due to its persistent global image as a place to retire and vacation. However, the state's communities and environment are struggling with the effects of decades of growth—from congested highways and over-crowded schools to loss of farmland and uncertainties about future water supply.[33] The challenges are daunting, but not insurmountable, and to maintain a healthy quality of life and preserve the environment,

alternative policy solutions to combat the negative effects of sprawl should be investigated and identified.

As population growth continues, urban growth will continue to expand into rural areas, changing the character of the land. Conversion of land from rural to urban use is more pronounced in Florida than in many other states. About three percent of the total land area in the United States is classified as urban, and while Florida's urban land area is small (15 percent), it is still expanding more rapidly than in most other states.[34] Based on a land conversion study performed at the University of Florida to assess the implication of rates of urban land conversion on the loss of rural land, of the 2.6 million acres of land in the state expected to be converted to urban uses, 1.4 million acres (53 percent) are expected to be converted in the Central and South and 1.2 million acres are expected to be converted in the North. The amount of land expected to be converted to urban uses during the period from 2000 to 2020 accounts for 7.5 percent of the total land area of Florida.[35]

From 1964 to 2002, the amount of Florida land planted in crops declined from more than 15 million acres to slightly more than 9 million acres, while the amount of land devoted to urban uses had grown from 1.1 million acres to over 5 million acres during the same period.[36] Since the most productive agricultural land will feel growing development pressure, state leaders should adopt a rural-lands policy that will allow for the development of planned, connected, regionally-beneficial communities that also preserve green space and agricultural lands at little to no expense to the farmer.

The future of Florida's communities will be determined by the ability to provide the services and amenities that attract people to particular places: good roads, high quality schools, access to quality health care, a mix of housing, clean air and water, and a system of parks and recreation that supports an active and healthy population.[37] Planning that promotes contiguous urban development can be an effective cure for the physical and resultant patterns of urban growth and initiate efforts to alleviate the vast social and environmental consequences of low density, uncoordinated development. To achieve more balanced growth in Florida, state leaders should concentrate on current development patterns, availability and quality of water supply, preservation of open space, and human linkages.

Urban containment in the form of urban growth boundaries is a framework for guiding the preparation and implementation of growth management plans and involves clearly separating urban and rural land uses, directing the regional demand for urban development to specific areas, and choreographing infrastructure investments to make this happen.[38] Urban containment requires a regional perspective in which an effort is made to direct development to specific areas and away from others where development would proceed in the absence of intervention. State leaders should consider establishing a stronger urban containment framework, inclusive of the development of new towns, which includes policies that ensure

adequate land supply, the provision of affordable housing and adequate infrastructure, and land conservation in areas outside the urbanizing area.

The designation of protected areas by state and local authorities may provide a dual role: protecting critical natural habitats that support the integrity of ecological systems, and constraining and focusing growth in areas that will reduce adverse environmental impacts. Florida already has several programs in place to acquire ecologically sensitive lands, such as the Florida Forever program, which use a documentary stamp tax to generate $300 million annually for acquisition of conservation lands.[39]

Regionalism should be an important concept to the state in identifying methods to successfully move beyond planning on a neighborhood scale to create a unified vision of metropolitan growth. On a regional scale, clustered development patterns help contain growth within the urban core and protect critical habitats. At the parcel level, cluster zoning, allows high density development in one area of a parcel while leaving the remaining land undeveloped. This concept is widely used to contain local growth and set aside sensitive areas such as wetlands and wildlife habitat. Clustered development in new towns have direct and strong recognizable benefits: protecting significant areas of natural habitat without decreasing land values.[40]

Florida is currently a national leader in environmental stewardship and growth management, however, as the state faces urban sprawl and a growing population, additional strategies need to be explored for alternative development patterns that emphasize a regional ideology for the future that addresses infrastructure issues, creates connected communities, preserves land, and provides human linkages.

PATTERNS: Policy Recommendations

- Design new towns as complete living and working entities.
- Make state and local government officials responsible for proposing the best sites for the location of new towns.
- Develop a comprehensive land use plan for each new town that considers densities of use, population, living standard, and other cultural, economic, and geographic factors.
- Create an agency (i.e. New Town Development Corporation), to oversee the planning and development of new towns in the state.
- Coordinate intra-regional activities spatially, functionally, and economically so that new towns, regardless of size, maintain their own integrity, uniqueness, and character independent of the existing urban center.
- Develop lands in a more organized manner in terms of function, design, and scale that provide a well-defined “sense of place”.
- Coordinate efforts to determine areas to develop and others to preserve in a region-wide context. Encourage development outside urban areas as long as the problems of urban sprawl are adequately addressed.
- Increase funding and investigate federal government financial resources for the development of new towns to ensure long-term financial stability and sustainability.
- Identify areas to designate as parks and open space prior to constructing new towns to better direct growth.
- Encourage public-private partnerships between the state and the developer in land acquisition projects.
- Coordination and cooperation in the investment towards the provision, development, construction, and maintenance of regional-scale urban infrastructure.
- Encourage developers with experience in large-scale community development to think in terms of “town founding” not simply “home building” and provide adequate sponsorship.
- Adopt a new policy that requires significant public benefit—including the preservation of natural lands and open space—for the conversion of rural lands to urban use.

Policy Issue ❷: Preservation

Preservation: The systematic preservation of land for natural resource management, wildlife habitat, parks and recreation, and working lands.

Demographic and economic pressures inevitably fuel land development. As a result, lands and the habitats and cultural/historical resources they support become increasingly scarce, raising the economic and social value placed on land preservation. There is therefore a need for policies on the state, regional, and local levels that can balance the momentum of economic development and urbanization with the need to protect the intrinsic value of species and habitats, as well as open and green space and working lands.

The state of Florida has the largest and most aggressive land acquisition program in the country. Known as Florida Forever, the state dedicates $300 million per year to the purchase of environmentally sensitive lands. “Florida Forever will continue Florida's role as a national leader in preserving and protecting our precious natural resources for the enjoyment of future generations,” Governor Bush said at the 1999 signing ceremony.

Since 1999, the Florida Forever has acquired over 1 million acres of land representing habitat conservation areas, ecological greenways, natural floodplains, significant bodies of water, fragile coastline, functional wetlands, groundwater recharge areas, recreational trails, and sustainable forest land, resulting in the protection of 700 archaeological and historic sites, 620 species locations, and 190 rare and endangered plants and animals.[41]

Long Pine Key, the Everglades
Credit: U.S. Department of the Interior, U.S. Geological Survey, Center for Coastal Geology

However, a land acquisition policy should not focus solely on the acquisition of natural and critical lands, as is currently the case. The state of Florida, through the Florida Forever program,

must expand its definition of “critical lands” to enable the purchase of open space and agricultural/rural and timber lands. Variety of land preservation type will create a rich, cohesive, and sustainable tapestry of interconnected natural habitats, open spaces, and rural lands that serve not only as homes to habitat and buffers to development, but also as recreational and transportation opportunities, growth management tools, and agricultural and economic resources. These lands are indeed “critical” as they represent fast-disappearing resources whose loss will change the face of Florida forever and could alter the economy. According to a 2005 Urban Land Institute Report, “From 1964 to 1997 nearly 5 million acres of agricultural land was lost, and the amount of land in urban areas increased from 1.2 million acres to more than 5 million.” Additionally, it has been forecasted that “by 2020, more than 2.6 million acres of agricultural land—7.5 percent of [Florida’s] total land area—is expected to be converted to urban uses.”[42]

Mirroring growth, whose primary function is to address issues of haphazard development, is “smart conservation”, concerned with integrating land protection, development, infrastructure planning and quality growth efforts. Land conservation is an integral component of quality growth programming, changing the tradition of sprawl as well as creating livable communities by influencing, and even directing, the very patterns of development.

Land preservation typically occurs in two spatial areas: urban/suburban and rural. In an urban/suburban context, land is typically acquired for use as parks, recreation, and greenways. Rural uses are a bit broader, encompassing a variety of land types. Land can be preserved for agricultural production. It can also be preserved to encourage conservation of critical natural areas—habitat and endangered species preservation and water supply and retention issues—and direct development to more suitable areas.

Florida has a successful track record of acquiring, conserving, and protecting its natural lands—but it is now time to broaden the scope and revisit the goals of the current land acquisition program. Florida should look to acquiring land in the following areas:

- **Urban Fringe:** Sprawl happens through a steady diet of land being consumed at the edge of urban areas. Land preserved and conserved along the fringe of development effectively acts as a break in the pattern of development and becomes a green buffer for the urban core, an idea that has a long history in urban planning. New development would therefore need to be sited in areas appropriate for development. The result can be an increasingly interconnected network of green and open spaces, known as a green infrastructure system. This type of system not only protects fragile and important habitat and other natural resources, like water and air, but also creates green travel ways and recreational opportunities for people.[43]

- **Urban Areas:** Open spaces in urban areas are not simply tracts of land that have failed to be developed; they are opportunities to create an internal network of green within an

otherwise hostile environment. Urban greening helps with stormwater management, heat island mitigation, economic development, and habitat preservation, and provides opportunities for recreation, exercise, and transportation within the core of cities. An urban green space system that connects to a larger regional green network can provide even greater benefits for both people and wildlife.

- **Critical Lands:** Critical lands are defined as both areas of important environmental functions, as well as areas of farming and timber. Here are opportunities to direct and control growth in ecologically desirable areas while expanding the state's green infrastructure system.

Preservation in a Regional Perspective

One of Florida's greatest assets is its "demographic and geographic diversity." The state is divided into regions of similar environmental, economic, and cultural character; the former secretary of the Florida Department of Community Affairs describes it as "the three Floridas."[44] Each of the three regions, while distinct, shares many of the same challenges, albeit on different scales—development pressures, environmental concerns, transportation and infrastructure needs, and economic pressures. The traditional approaches to such growth-related pressures have not worked in the past. Florida is already discovering that single-jurisdictional thinking is too simple to face the complex challenges of the future and has begun to think regionally.[45]

It is imperative that Florida think regionally when creating a state land-acquisition strategy because critical lands and species do not stop at jurisdictional boundaries, because water issues affect the state as a whole, because directing growth and creating new towns requires regional and state support, and because the entire state benefits from preserving agriculture and timber as a vital part of its economy. As the issues facing Florida are regional, so should be the solutions. The state should enable and encourage approaches to land acquisition that take into consideration the demographic and geographic differences of the various regions.

Any statewide land-acquisition program must acknowledge these regional differences and empower the regions to develop viable strategies for locating, securing, and connecting valuable and irreplaceable lands. The state must lead by example and must become both the cheerleader and coach for regional thinking. The state must restructure its regulatory framework to address the needs of each of its Floridas, matching state resources to regional needs.

Growth Leadership & Land Acquisition Policy

Florida is fortunate in that projections indicate continued growth and prosperity; but if people are coming, they will need to go somewhere. By taking a growth leadership stance in regards to land acquisition, the state of Florida is explicitly stating where it wants development to occur and where development will be strongly discouraged. A state land-acquisition policy indicates that

Florida has not only thought about its future land use and consumption, but knows precisely what it will look like and realizes that varying areas of development and naturalness will play strategically to the state's economic bottom line.

Being a leader in growth management means taking a proactive, rather than a reactive, approach to development. Growth leadership cannot be accomplished if the state does not play a major part in land use regulation. It is probable that the state of Florida has policies and practices on the books that are counterintuitive to growth leadership, encouraging and even rewarding destructive or unsustainable development. The state government may need to conduct an audit of its smart growth policies to prune unnecessary or counterproductive legislation.

It is also imperative that a statewide land-acquisition policy framework be adopted into law both to underscore the state's commitment and also to ensure stability and uniformity when administrations change. The land-acquisition policy should continue to receive the support of the governor regardless of any changes. One important tool for implementing land acquisition/presentation is the Rural Land Stewardship program recently authorized by State legislation. Two significant programs are in the process of being implemented, one in Collier County and one in St. Lucie County. This type of innovative approach will be important in addressing an overall state land acquisition plan.

Growth leadership in land acquisition policy also implies a commitment to working with the public, both educating and gathering input from citizens. Public buy-in translates into committed voters who are willing to approve funding mechanisms that enable the purchase of open and green space, historic resources, and the preservation of working lands. Land acquisition and conservation occur via an interconnected network of mechanisms that include regulatory measures such as zoning and ordinances, means for providing incentives, a variety of acquisition methods (fee simple, donation, conservation easements, purchase of development rights), and of course funding resources, all of which happen on local, state, federal, and private levels and none of which happen in isolation.

Growth leadership in terms of land-acquisition policy acknowledges the interconnectedness of the six policy areas in this report. In acquiring land, the state is demarcating an approved development pattern and framing a statewide economic development plan. A statewide, regionally informed land-acquisition program ensures that the state of Florida will have a destination-worthy and destination-enabling green infrastructure system in perpetuity, as will be described in the Passages and Places sections. A state land acquisition plan lays the groundwork for equitable, sustainable, and fiscally responsible infrastructure investments. A land acquisition plan in conjunction with a state rural lands policy clearly informs a "new towns" policy. Finally, the availability of natural, open, and green spaces, in conjunction with well-planned, well-placed urban centers, speaks to the quality of life element of a Places policy outlined in an upcoming section of this report.

The ultimate outcome of a state land acquisition program, one that addresses the long-term preservation of natural areas, open spaces, and agricultural and timber lands, is an enduring legacy that respects the Florida of the past and present while allowing for and directing the growth of the Florida of the future. Land acquisition accomplished in a comprehensive, interconnected, and interdisciplinary manner will help ensure that Florida's citizens and visitors continue to experience the highest quality of life and will continue to do so well beyond the Florida of 2060.

PRESERVATION: Policy Recommendations

- Expand Florida Forever to permanently protect the natural lands, open space, and agricultural lands that must be the lynchpins of our legacy.
- Coordinate and integrate land acquisition, transportation and water systems, and green infrastructure planning and placement.
- Prepare a comprehensive, far-reaching, and sustainable land use plans on local, regional, and statewide scales.
- Provide technical, research, and funding assistance in support of regional land acquisition initiatives via avenues such as the Department of Community Affairs and state universities.
- Adopt enabling legislation to provide opportunities for regional revenue generation.
- Encourage regional land acquisition strategies by rewarding well-designed land preservation plans that cross jurisdictional boundaries.
- Develop a statewide mandate to regulate and guide growth, rather than relying solely on local jurisdictional comprehensive plans and future land use maps.
- Designate critical lands prior to development.
- Consider implementing sanctions for failure to comply with the statewide land acquisition program in addition to providing incentives for compliance.
- Create standard definitions for such terms as urban, rural, agricultural, and environmentally sensitive. Setting statewide definitions that include quantitative measures reduces the need for interpretation on the part of local municipalities.
- Create a statewide map of existing green infrastructure, agricultural and timber lands, state-owned parcels, large single-owner tracts, and critical environmental lands and habitats to begin to reveal a priorities list for future land acquisitions. Such a map is one tool with which to begin constructing a statewide framework for a state land acquisition program.

Policy Issue ❸: Passages

Passages: Passages refers to the ways in which places are connected. Passages can take the form of transportation systems, greenways, water systems, or telecommunication networks.

Passages refer to the facilities, or infrastructure, that enable people, wildlife, goods, and information to move around the state. There is no question that a developed infrastructure allows Florida to be the economic engine that it is. As the state continues to grow, the role of infrastructure will become ever more crucial. This section focuses on the ways in which passages affect Floridians' economic prospects and quality of life, and the policy issues that arise when considering the role of infrastructure in the state's future.

The Importance of Infrastructure

By "infrastructure" we mean not only roads and highways, water and sewer, electricity, but also greenways and trails. —but the services the state provides, such as schools, health care, public transit, and fire and police protection. It is difficult to estimate the importance of infrastructure in the shaping of towns, cities, states, and regions, and the lives of the people therein, because so much of the influence of infrastructure is taken for granted. To take just one example, the national highway system, originally built to facilitate national defense, has had an enormous impact on the way Americans go about their daily lives. In just fifty years, the highways have changed social networks, business development, logistics, and housing patterns. Even the health of those living in suburban developments, made feasible by easy road access, is affected: research has found that "sprawl" has a negative impact on physical activity, especially for the elderly and the poor.[46] The highways have also shaped business thinking about factory placements: many businesses need to locate near highways, railroad, or ports, to waste as little time as possible transporting goods.[47]

When deciding whether to move, both people and businesses take existing infrastructure into account. Highly-educated households, before age 35, tend to move to areas with strong business environments; older households, meanwhile, prefer areas with attractive amenities and low costs of living.[48] Therefore, a state that wants to attract economic development and a dynamic workforce must consider what messages its infrastructure investment sends.

Florida's economy changed dramatically from 1970 to 2000. During this time period, tourism became a year-round industry, international trade expanded, business and financial services grew, and a fast-growing high-tech corridor developed along Interstate 4. Florida now ranks first

among the 50 states in international tourism, third in high-technology exports, and seventh in foreign investments. To continue the state's economic trends and capitalize on the opportunities created by an expanding economy, a regional approach is required to promote economic opportunities and address important quality of life issues, such as water supply, an efficient transportation network, and protection of natural resources.

Transportation and Florida's Future

Florida's transportation facilities, one of the most prominent components of its infrastructure, and its economic future go hand in hand together. Air transportation is one of the state's fastest-growing industries: more than 300,000 Floridians will be employed in transportation and distribution by 2010—more than in telecommunications.[49] Air freight, at 3 million tons per year in 1999, is expected to triple by 2020.[50] As of 2004 some 1,700 companies in Florida were in the aerospace and aviation industries alone, with a total payroll of more than $4 billion.[51] Florida's ports also play a significant role in the state's economy: in 2005, $19 billion worth of goods entered Tampa's port, $31 billion entered Miami's.[52]

But the state's transportation infrastructure has not been able to keep up with Florida's spectacular growth, leading to congestion and negative impacts on quality of life. In 2003, Miami lost 147 million hours due to traffic delays, more than did Atlanta or Boston. That same year Miami consumed more fuel due to congestion (87 million gallons) than did Atlanta, and Tampa-St. Petersburg (29 million) and Orlando (22 million) both consumed more fuel than did Las Vegas.[53] This impacts commercial as well as residential movement.

The concurrency requirement of the 1985 Growth Management Act was expected to help either slow growth or ensure that growth was provided with enough infrastructure to maintain quality of life. Although "infrastructure" as specified by state law refers to roads, potable water, wastewater, solid waste, stormwater, parks and recreation facilities, and schools, the transportation-concurrency requirement has been the most controversial. It has largely been left up to local jurisdictions to implement concurrency regulations, which has meant substantial variation. One study found that transportation concurrency regulation varied throughout Broward County. For example, in one jurisdiction every project, even the building of a single-family house, is reviewed for its concurrency impact. Yet there are jurisdictions that waive concurrency review for a development expected to generate less than 1 percent of a road's maximum capacity. The study also had considerable difficulty soliciting information about local governments' concurrency requirements and *de minimis* standards.[54] The predictable result is confusion and hesitancy from developers.

Not only is a review of the regulatory environment necessary, but consideration should also to be given to new ways of thinking about financing transportation investments. Florida already has the Economic Development Transportation Fund (EDTF), run by Enterprise Florida, which gives money for transportation infrastructure that would help persuade companies to locate to, or

maintain their location in, Florida. But EDTF grants are limited to $2 million apiece, which makes them inadequate to cover Florida's unmet transportation needs. Moreover, EDTF's incentive structure is, in effect, backwards: it lets existing or new companies dictate infrastructure needs regardless of existing infrastructure or the costs of location.

Transportation infrastructure also needs to be considered in light of the demands of tourism, which is and should remain one of Florida's largest industries. An estimated eight million foreign tourists alone, spending $18 billion, enter Florida every year.[55] With increasing economic and cultural ties to Latin and South America, and with a position as the closest American state to Africa, Florida has a great deal of potential as a globally important "crossroads economy."[56]

There are several projects Florida could pursue to maintain and increase its attractiveness to foreign tourists. One is to provide light-rail service, which is standard in many European and Asian cities, to local airports, along the lines of the AirTrain that is currently running to New York and New Jersey. Another is to increase capacity at the airports themselves. The Florida Department of Transportation estimates that by 2020, 15 of the state's large commercial airports will be operating at 80 percent of capacity.[57] This would include facilitating the processing of foreign visitors entering the United States for the first time. Florida can take its first opportunity to make a good impression on a visitor by getting him or her through Immigration and Customs efficiently.

Florida is already positioned as an international destination for both business and travelers. In 2000 Florida received 23.2 percent of all international visitors to the United States; the most frequent countries of origin included Canada, the United Kingdom, Venezuela, Brazil, Argentina, Germany, France, and Italy, all places that have more transit services.[58] Thus providing more mass-transit options would provide foreign visitors with transit options which might make them feel more comfortable. This should include mass-transit options to popular destinations, including rail. An example of this kind of service would be the proposed rail line between Tampa and Orlando, currently under discussion between the Florida High Speed Rail Authority, the Walt Disney World Company, and the Orlando Orange County Expressway Authority.[59] Such projects can be expensive and have been, in the past, regarded with distrust by Florida's voters. Therefore it is all the more crucial to be able to make the economic, environmental, social, and health case for transit options.

Providing alternative methods of connectivity not only important for tourist, but for Florida's older adult population as well. By 2030 Florida will have more than six million residents at or past retirement age, with nearly one million age 85 or older.[60] These older residents form a crucial part of the state's economy: in the year 2000, older residents in Florida spent a total of $135.4 billion ($12.5 billion more than that spent by their younger counterparts), were responsible for 4.2 million jobs among the state's workforce of 7.5 million workers, and paid $2.8 billion in state and local taxes in excess of services received.[61]

Though many of those residents will be able to remain healthy and active for years after they reach retirement age, they will find driving a car a less attractive mode of transit as they age. Although persons aged 75 and older make up only nine percent of the American driving population, they account for nearly 14 percent of all traffic fatalities.[62] Allowing that population to access their destinations without driving would improve their independence and mobility, improve the peace of mind of their relatives, and have beneficial impacts on driver safety. Existing transit services could be improved: for example, existing public-transit systems could follow the example of Dade, Broward, Hillsborough, Orange, and Osceola counties, where over 80 percent of buses have wheelchair lifts and many can "kneel" to facilitate entry and exit.[63]

Water Infrastructure and Sustainability

Anyone unconvinced of the importance of water access to growth and development need only look at the ongoing "water wars" between Georgia, Alabama, and Florida, which have periodically led all three states to court.[64] As the population of the state of Florida has grown, the development of lands less conducive to development, and the resultant loss of surface water, has led to a drop in potable water available.[65] To cope with future growth, Florida will have to manage its limited water resources with great care. Similarly, local governments will have to confront the question of how to cope with wastewater and waste from a growing population. To continue growing with a minimum of negative effects, Florida will have to keep its water, wastewater and stormwater systems as stable and sustainable as possible.

As noted above, potable water and stormwater are both parts of the infrastructure designated as falling under the concurrency provisions of the 1985 Growth Management Act. But different land uses consume different amounts of potable water: a dry cleaner, for example, needs much more potable water than does a bank. Moreover, as with transportation, local governments have the responsibility for determining when in the building process concurrency must be established. Two-thirds of jurisdictions surveyed required that potable water be available prior to the issuance of a development order or building permit. But with wastewater, one-third required it to be available upon occupancy—which may result in a finished building that could not be occupied for lack of wastewater capacity.[66] Since water and wastewater needs are so crucial, the concurrency requirements should be addressed much earlier in the development process, and be consistent statewide, so that a developer in any part of the state knows what to expect.

It has often been claimed that local governments lack funding to implement concurrency requirements properly. When the 1985 Growth Management Act was passed, state infrastructure money was meant to serve as an incentive for local governments to impose concurrency requirements; that money has not been forthcoming.[67] Since the state will likely face difficulty in adopting new taxes in the current political climate, other methods of financing infrastructure control must be considered, such as usage fees. The state's Department of Revenue already charges dry cleaners two percent of gross receipts.[68] Impact fees are another option. One study found that impact fees, used in some form by 41 of Florida's 67 counties

between 1993 and 2003, reduced dependence on property taxes, and that non-water and sewer impact fees actually increased the construction of small homes in inner suburban areas, although water and sewer impact fees had no obvious effect on construction.[69] Understanding the effects of the various policies and tools, like impact fees, can play an important role in helping communities develop strategies to direct growth in ways that support their vision for the future.

Growing without destroying Florida's water resources will not be easy. It has been pointed out that during the 20th century, when little attention was being paid to water use, the state went from "a poor, small group of individuals living on the edge of devastation to major participants in the national and international economies."[70] Or to put it another way, Florida has a long history of growing with no attention to water conservation and a much shorter history of growing with any attempts at water conservation in place. That makes public education all the more crucial. Floridians' desire to help protect natural resources are reflected in the fact that 17 different environmentally-focused specialty license plates are now available from the state Department of Motor Vehicles, and one of them, "Protecting the Panther," had raised $41 million through 2004.[71] But there remains some confusion and hostility about government efforts regarding water and wastewater management. Greater transparency—which may eventually include pricing water at market rates for certain users—is essential for creating trust in water and wastewater management.

Integrating Grey and Green Infrastructure

One goal of a growth leadership approach is to create, enhance, and preserve destinations or places, while creating passages to connect the destinations to each other. This section of the report addresses strategies for connecting the destinations; the next section, Places, will tackle the opportunities and challenges of the actual destinations. The passages we refer to include both green and grey infrastructure.

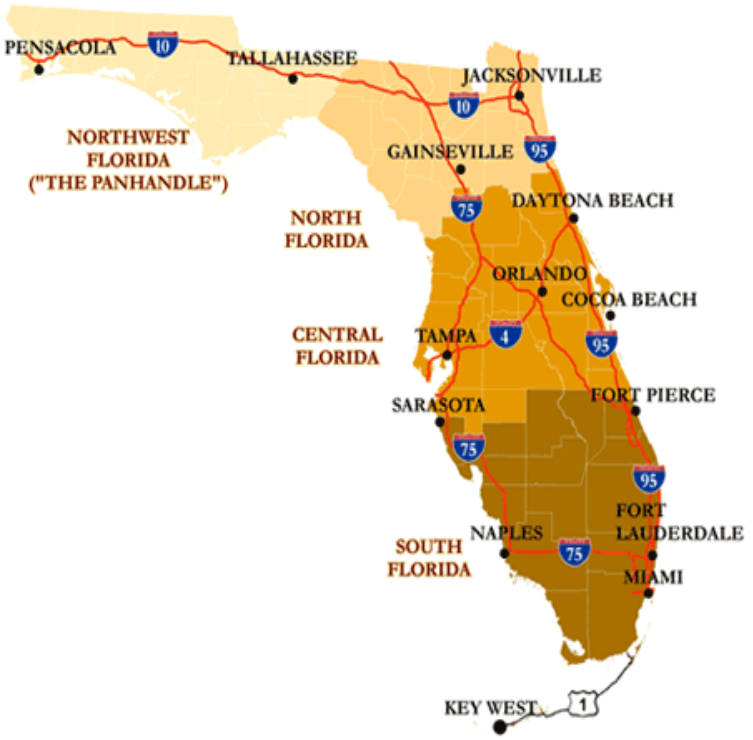
Green infrastructure is a network of hubs and links consisting of greenways, trails, protected riverways, working lands, habitat preserves, and historical/cultural sites. A carefully managed green infrastructure system could create more habitats for such native species as the heron, the wood stork, the snail kite, and the key deer.[72] Greenways could be built to enhance walking or biking between separate destinations, which would in turn increase the number of leisure options available to Floridians. Greenways can offer recreational opportunities, increase property values, and enhance a sense of community.[73] The Florida Department of Environmental Protection and the Florida Greenways Coordinating Council have already called for a greenway/trail system that any Floridian can reach by traveling 15 minutes from his or her home or workplace.[74] Progress has been made: as of May 2004 the state had eight state trails or greenways, with three more in development.[75] But more needs to be done to promote the developing greenway and trail system as an economic asset and tourist attraction. One way this

could be done would be to develop the state's eco-tourism industry, inviting visitors to sample Florida's many different natural features.

Grey infrastructure includes the roads, bridges, water and electrical lines, railroads, and telecommunication facilities that create passages between destinations. This system must support north-south and east-west mobility for people, goods, services, information, and money to support economic development and provide necessary evacuation routes in the event of an emergency.

One example of where green and grey infrastructure, as well as the destinations, come together is seen in Florida's scenic highways. Here roads, trails, green spaces, and historic sites are connected to allow people to experience the intrinsic qualities of Florida.

An integrated plan for grey and green infrastructure can improve natural functions, allowing the land to better mitigate the impacts of hurricanes and other natural disasters; enhance quality of life, by providing residents and tourists access to places for leisure and recreation; promote economic vitality, by offering efficient mobility option; and revitalize habitat, protecting the state's diverse wildlife.



Florida's Designated Scenic Highways
Credit: Florida Department of Transportation

Pensacola Scenic Bluffs Highway
Credit: Florida Department of Transportation

PASSAGES: Policy Recommendations

Transportation:

- Offer incentives for businesses to locate in areas already served by infrastructure, or where adding additional infrastructure would be least disruptive.
- Require that local governments be more explicit about concurrency requirements.
- Provide greater financial support and training to local governments in understanding how concurrency can be part of a growth-management policy.
- Concentrate on developing an efficient statewide transportation network, to facilitate the movement of goods through Florida.
- Create a plan that includes key transportation connections—roads, transit, and greenways—between Florida's major cities and regions.
- Recognize the needs of Florida's aging population and potential foreign tourists when creating alternatives to auto use.

Water Infrastructure:

- Institute a statewide policy that potable water, wastewater, and stormwater concurrency requirements be met prior to the issuing of a building permit.
- Provide training to local governments so that employees can better monitor ongoing changes in water, wastewater, and stormwater capacity.
- Promote water conservation by making more explicit the links between water use and expenditures.
- Promote water-sensitive design, where waterways and retention basins become part of neighborhood design.

Policy Issue ❹: Places

Places: A places strategy not only strives to safeguard the intrinsic qualities of Florida, but also focuses investment on existing cities and infrastructure.

As technology enables communication at ever-greater distances, people gain a greater choice of places to live and visit. Observers originally speculated that the "death of distance" would diminish the importance of place. Instead, the advance of technology, the ascendancy of the Internet and the World Wide Web, and the increasing importance of communication to the global economy has increased the importance of place. Given a wider variety of options, people and businesses alike have the luxury of choosing the most appealing places that suit their needs.

Florida has already seen a number of broad-based regional coalitions established across the state to solve specific regional issues to increase economic competitiveness, improve the quality of the workforce, enhance quality of life, and create a sense of regional identity and awareness. By addressing these issues, the coalitions are working to make Florida the best place in which to live, work, and do business. But in addition, the state should develop a strategy for attracting knowledgeable workers, which will require both targeted educational and training initiatives by enhancing its "intellectual infrastructure" and a general effort to improve the vitality of the state's communities.[76]

What attributes would a city or region need to be successful? It would need a diversity of neighborhoods and housing options to meet the newcomers' wide variety of housing needs: a new immigrant family will not choose the same housing arrangements as a recent college graduate or a retired couple. Similarly, it would need a variety of transportation options. It would need easily accessible, reliable services for newcomers. But it would also need a strong sense of place.

People moving to a new city or town understand, and for the most part accept, that they will have new sights, routines, and experiences; they do not expect a duplicate of the life they left behind. One of the rewards of moving is learning to appreciate what is unique and valued in the new place. Tourists, too, will want to find experiences they cannot find elsewhere. A sense of place does not necessarily have to lie in structured experiences or art museums; it can be in New York's disorganized and crowded Chinatown, Seattle's Pike Place Market, or even such smaller tourist attractions as the World's Largest Ball of Twine, proudly kept in Cawker City, Kansas[77], or the daily parade of ducks in Memphis's Peabody Hotel.

Creating a Sense of Place

There are policies that local and regional governments in Florida can undertake to preserve and build upon a sense of place.

The state has already made some advances in historic preservation, and some areas, such as St. Augustine and Miami's Art Deco Historic Architectural District, have a reputation for historic preservation and architectural distinction. Evidence has shown that historic preservation can be economically beneficial, as property owners nearby are more likely to rehabilitate their non-historic buildings.[78] Moreover, historic preservation increases opportunities for heritage tourism. In 2000, heritage tourism generated more than $3 billion in spending in Florida, and that was with only 9.1 percent of domestic visitors to the state visiting historic places or museums.[79] That same year more than 123,000 jobs were generated from historic preservation.[80] A greater emphasis on preserving Florida communities' unique architectural styles and histories will not only help create a sense of place, but allow the heritage-tourism industry to expand.

To create a sense of place, it helps to have a vibrant street life on visually attractive streets. That means making it not only possible but desirable to walk from place to place. Mixed-use development, which brings together office, commercial, and residential uses, put a greater emphasis on walkability. It has also been pointed out that mixed-use developments, if they include work, school, and child-care options close together, are a much better fit for urban caregivers than the now-standard car-dependent model of urban design.[81]

The Town of Boca Grande
Credit: VisitFlorida

Hollywood Boardwalk
Credit: VisitFlorida

Ybor City
Credit: Tampa Bay CVB

Building Communities for Health, Tourism, and Revitalization

Our built environment—the communities that we live, work, learn, and recreate in—play a significant role in the public's health, the success of tourism, and the prosperity of existing cities and towns.

Development patterns, and their impact on the built environment, influence the way people live and work. The sprawling nature of current development patterns has had an adverse impact on

transportation and the environment and led to segregated urban environments where residences, workplaces, shopping districts, and leisure activities are detached amidst a vast landscape of infrastructure and technology.[82] The current development patterns of the built environment have left residents with lower mobility—children, the elderly, and people with disabilities—marginalized and relegated to segregated spaces that specifically target their special needs, unable to participate in mainstream urban life.[83]

Current development patterns are typically designed to accommodate the automobile, not the pedestrian, and as land use spreads farther apart, transportation systems offer fewer safe alternatives to driving. As a result, driving rates are increasing, and walking and bicycling rates are decreasing.

There is growing evidence that these aspects of land development, community design, and transportation patterns are having a dramatic impact on public health as well, and that they are linked to a number of critical health problems.[84] Physical inactivity, lack of access to health care and medical facilities and information, and an increase in air pollution are some of the health problems that have resulted from scattered development and poor community design. A need to reach poor blacks and Hispanics in Dade County, Florida, with information about the prevention and early detection of cancer was documented in data from the Florida Cancer Data System for 1981 through 1983.[85] A study performed at the University of Oklahoma determined that access to maternity care for women in rural Florida is a problem that could be hampering Florida's ability to reduce its infant morality rate.[86] These health issues and others, if they continue, do little to attract people to the state and could place at risk Florida's competitive position in the retirement and economic market.

State leaders should investigate strategies to alter development patterns to combat the adverse impact of the built environment and encourage healthier people and communities. The state's high quality of life and ability to sustain its vibrant communities are under pressure from rapid population and economic growth. A loss in the health and vitality of its communities could put the critical elements of the state's economic fabric—tourism, trade, agriculture, and retirees— at risk and hinder the emergence of new industries. Healthy communities and a high quality of life are not only important in attracting residents and visitors to the state, but essential in the state's challenge to maintain economic competitiveness. Regional cooperation is important to the future economic competitiveness and livability of Florida and its communities.

The cities and towns are also seen as destinations for local, domestic, and international visitors. These destinations can be historic sites and districts and vibrant new towns (destinations can also be green preserves and coastal areas, as outlined in the Preservation section). The state and local governments can protect, enhance, and create destinations by promoting mixed-use development with compelling streetscapes, heritage tourism and developing historic sites, and enhancing a sense of place by embracing those things unique to Florida.

Any alteration of state growth management tools should prioritize the revitalization of urban areas. Through urban revitalization, which can direct a substantial amount of population and employment growth to existing cities, Florida can capitalize of the existing infrastructure.[87] In the Patterns section of this report we noted that the inadequate and poorly maintained infrastructure of some already urbanized areas has had a push effect on new development; encouraging developers to look to greenfields instead of tackling infill and redevelopment projects.

In 1999, the Florida Department of Community Affairs proposed the designation of Regional Growth Areas. These areas would be selected to focus growth, promote compact development, and revitalize urban areas. If implemented, the result would be preservation of green space and farmland and less sprawling development patterns. Incentives, including streamlined permitting and funding priority, could be made available to encourage development in these areas. [88]

PLACES: Policy Recommendations

- Promote small businesses as a way of creating a sense of place as well as diversifying Florida's economic base.
- Use state and local historic preservation incentives to encourage the reuse of buildings and land in revitalizing existing communities.
- Promote mixed-use development, with an eye on choosing uses that complement each other and lend themselves to walkability.
- Create safe, well-maintained community spaces that allow neighbors to get to know each other.
- Adopt laws and policies to promote more efficient development patterns and healthier design, both in existing communities and in new development.
- Use public investments to guide development, particularly to areas with access to transit and alternatives to auto transportation.
- Develop a more balanced, diverse, interconnected transportation system that would offer a variety of travel choices and alternatives to driving.
- Provide safe and accessible parks and recreation areas and protect open space that will encourage physical activity and enhance the quality of life in existing communities.
- Evaluate methods to retain Florida's position as a desirable retirement destination location.
- Identify urban areas to receive development incentives.

An Overarching Strategy

This report has reflected on the **patterns** of development, the **passages** within and between places, the **preservation** of the natural environment, and the creation of quality **places** through good design, the protection of unique historic and cultural resources, and the revitalization of existing urban areas. These elements build on each other, but they also require an overarching strategy that supports the vision of growth leadership for Florida 2060.

A Coordinated Plan for Growth Leadership

Growth leadership requires a proactive and long-term strategy to set a sustainable course for Florida's future. While the majority of the policy recommendations in this report are related to one of the four P's, there are also several overarching recommendations that can promote a successful and sustainable strategy to shape the development of Florida.

Create a 100 Year Legacy Plan: Undertake an integrated statewide, regional, and local process to develop a vision and plan that has a 100-year horizon. No goal can be achieved, especially one on a statewide scale, without a shared vision for what the future should be. A 100 Year Legacy Plan should identify the ultimate "buildout" of land preservation and development across Florida. This plan should identify the lands for permanent protection from development and lands that are appropriate for development and redevelopment. All state funding should be consistent with the Legacy Plan, including funding of transportation, parks, education, environmental lands, state office buildings, and the like. The five key principles of such a plan should include the:

- Preservation of current property rights on all lands
- Identification of lands targeted for permanent protection through Florida Forever and/or New Rural Policy
- Encouragement of redevelopment of activity centers and corridors within urban areas
- Improvement of the form of urban development at the edge of existing urban areas
- Targeting of new town development where and when appropriate

Identify Leaders, Galvanize Supporters: Identify leaders to organize and advocate for Florida's vision and plans. A broad constituency of leaders will be necessary to ignite a new vision for Florida's future and to sustain its progress. Such leadership includes individuals, existing organizations, and not-yet-created organizations

and agencies. These leaders must serve as watchdogs, facilitators, funders, implementers, and visionaries to create a coalition to meet the goals of the plan.

Equally important are the supporters, the people and entities that provide the underlying backing for the plan and enable its implementation. A committed group of supporters is created when the people and organizations leading the plan provide an open and accepting process for involvement, one that includes transparent practices and the clear articulation of goals, challenges, and accomplishments.

Establish Indicators of Success, Institutionalize Frequent Review: Measures of success, as well as the ability to adapt to changing needs and circumstances are hallmarks of an achievable plan. Based on the adopted vision, identify quantitative and qualitative indicators of success. Furthermore, review the vision and indicators of the 100 Year Legacy Plan often to adjust to changing conditions. Lifestyle preferences, technology, environmental issues, and economic conditions are always changing, necessitating the frequent review of goals.

Test Growth Leadership Tools & Strategies: Commission research to assess the effects of the various tools, fees, and regulations to management growth. The built and natural environments are complex systems where many factors come together to produce both positive and negative effects. As such, growth management strategies must use a variety of tools—regulations, fees, incentives, and so on. Only through careful analysis is it possible to assess the effects of each tool to know if they are contributing to the desired vision.

Acknowledgements & References

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