A NEW PARTNERSHIP FOR GROWTH MANAGEMENT

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Secretary
Department of Community Affairs

20 Years of Growth Management in Florida

• Precursors to 1985 Growth Management Act
  - 1972 -- DRI process
  - 1975 – Local Government Comprehensive Planning Act

• **1985 -- “Growth Management Act”**
• Refinements to 1985 Act
  - 1992 – ELMS III revisions
  - 1996-2002 -- Integrate comp planning and DRIs: sector plans; airport, campus, port master plans, marina siting & military base re-use plans.
  - 2002-04 -- State priorities: schools, water supply, military base encroachment
What’s Not Working?

- Dissatisfaction with results
- State priority issues not clear
- Frequent amendments create uncertainty
- Too many conflicts resolved through court system
- Inter-agency and intergovernmental coordination remain weak

Opportunities

- We’ve learned a lot!
- Build on reforms recommended by Growth Management Study Commission
- Availability & affordability of technology
- Existing local plans provide basis for moving to next generation of growth management
Principles for Reform

- Focus state activities on priority state interests
- Increase local government accountability in local land use decisions
- Emphasize citizen role in community forum, rather than judicial forum
- Update DRI process and remove duplication
- Improve regional coordination

Implementing the New Partnership

Track A - Incremental Transition
Existing
Ch. 163/9-J5
Ch. 380/9-J2

Improved
Ch. 163/9-J5
Ch. 380/9-J2
Regional GM Framework

Track B – Total Transition
New
Growth Management Framework
State Role

• Clearly define the issues in which the State needs to be involved—State priority interests
• Define State’s position with respect to these interests
• State review of plans to focus only on these issues
• Direct State funding to local governments with plans that further State priority interests
• Establish indicators to monitor progress on State interests

State Role -Priority State Interests

• Urban redevelopment and rural development
• Strategic Intermodal System and Evacuation Routes
• Natural resources
• Agricultural and rural lands
• Economic development
• Hazard mitigation
• Affordable housing
• Public schools
• Military facilities
• Water supply
• Financial feasibility of local comp plans
State Role

- Technical assistance
  - Best Practices Manuals
  - Web-based resources
  - Onsite technical advice
- Technology tools
  - Fiscal Impact Analysis Model
  - GIS based analysis software
  - Web-based citizen participation applications

State Role

- Provide technology
  - Fiscal Impact Analysis Model
    - Legislatively funded tool to assess fiscal impact of various land use and funding options
    - Will assist local governments in assessing financial feasibility of plans
    - Easy-to-use spreadsheet format
    - In use in 23 communities
    - Final refinements in progress
State Role

• Provide technology
  - Regional Visualization- UF’s GeoPlan “Conflict and Consensus Process”
  - Currently under development
  - Based on extensive library of existing GIS data
  - Provides opportunity to evaluate preferences of stakeholders for various land uses and determine where conflicting preferences exist
Conflict and Consensus Mapping

Conservation Preference

High

Low

Conflict and Consensus Mapping

Agricultural Preference

High

Low
Conflict and Consensus Mapping

Urban Agriculture Conflict

High

Low

Conflict and Consensus Mapping

Urban Conservation Conflict

High

Low
Conflict & Consensus Mapping
Baseline Growth Scenario

<table>
<thead>
<tr>
<th>Category</th>
<th>Acres</th>
<th>Percentage of Total</th>
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<tbody>
<tr>
<td>Urban</td>
<td>136,000</td>
<td>25,125</td>
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<tr>
<td>Rural</td>
<td>252,520</td>
<td>3,792</td>
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<td>Total</td>
<td>388,520</td>
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<table>
<thead>
<tr>
<th>Scenario</th>
<th>Acres</th>
<th>Percentage of Urban</th>
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<tr>
<td>Baseline</td>
<td>1,024,380</td>
<td>25,017</td>
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<tr>
<td>Conflict</td>
<td>454,712</td>
<td>11,406</td>
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<tr>
<td>Total</td>
<td>1,479,092</td>
<td>36,423</td>
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Green Infrastructure Growth Scenario

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<tr>
<th>Scenario</th>
<th>Area</th>
<th>Percentage of Region</th>
<th>Potential Capacity</th>
<th>Backfill Rate</th>
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<tr>
<td><strong>URBAN</strong></td>
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<tr>
<td>Urban Total</td>
<td>275,300</td>
<td>1,453,500</td>
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<td><strong>INDUSTRIAL</strong></td>
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<tr>
<td>Agriculture</td>
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<tr>
<td>Forest</td>
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<td><strong>CONSERVATION</strong></td>
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<td></td>
<td></td>
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<tr>
<td>Conservation</td>
<td>9,067</td>
<td>29,300</td>
<td>5.01%</td>
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<tr>
<td>Working</td>
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<td>350,500</td>
<td>64.0%</td>
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<tr>
<td><strong>WATER</strong></td>
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<tr>
<td>Drinking</td>
<td>105,107</td>
<td>855,300</td>
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<tr>
<td>Irrigated</td>
<td>105,107</td>
<td>855,300</td>
<td>10.14%</td>
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<tr>
<td><strong>AGRICULTURE</strong></td>
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<td>Agriculture</td>
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<td>38,700</td>
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<tr>
<td>Irrigated Agriculture</td>
<td>10,906</td>
<td>38,700</td>
<td>1.04%</td>
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Conflict and Consensus Mapping
Restore Role of RPCs

- Re-establish original intent for RPCs
- Build regional leadership
- Increase capabilities
- Increase accountability
  - Develop and implement SRPP
  - Provide technical assistance
  - Track regional indicators

Regional Coordination

- Formulate regional vision
- Implement through the Strategic Regional Policy Plan (SRPP)
- State’s review focuses on the SRPP
- Local governments adopt plans consistent with SRPP
- RPC reviews local plans for SRPP consistency
- SRPP issues are mediated through DCA; local issues are mediated through RPC
Regional Coordination

- Utilize technology for regional visioning, long-term strategic planning
- Align RPC/MPO/DOT/DEP boundaries to recognize market areas
- Coordinate planning timeframes and data assumptions between regional and local entities (RPCs, MPOs, WMDs, local governments)

Incentives for Regionalism

- Funding and technical assistance
  - State funding for regional roads
  - Allocate capacity on SIS for economic development consistent with SRPP
  - Priority for other funding, e.g., Florida Forever, Main Street, CDBG, DOT, DEP
  - Other types of assistance, e.g., expedited permitting
Incentives for Regionalism

- Devolution of control to region and local governments
  - Transportation concurrency structure devolves to regional level as established through SRPP
- Ability to eliminate DRI requirements
- Enhanced economic competitiveness

State Role

- Provide technology—Indicators
  - INDEX software—Criterion, Inc.
    A family of tools for:
    - Designing community scenarios.
    - Ranking scenarios with user-defined objectives.
    - Monitoring implementation of adopted scenarios.
    - Recording stakeholder processes.
Paint the Town

- Designed for regional sketch planning (a “10,000-foot” view).
- ArcMap extension.
- Users delineate growth areas and allocate housing, jobs, and protected areas.

INDEX Indicators

DEMOGRAPHICS
- Population
- Employment

LAND-USE
- Block Size
- Centrality
- Development Footprint
- Initial Impedance
- Parcel Size
- Use Mix
- Use Balance

HOUSING
- Amenities Proximity
- Employment Proximity
- Energy Consumption
- Housing Affordability
- Dwelling Unit Density
- Dwelling Type Share
- Transit Proximity
- Water Consumption

EMPLOYMENT
- Commercial Building Density
- Employment Density
- Jobs to Housing Balance
- Transit Proximity

RECREATION
- Park Proximity to Housing
- Park Space Supply

ENVIRONMENT
- Air Pollutant Emissions
- Greenhouse Gas Emissions
- Imperviousness
- Nonpoint Source Pollution
- Open Space Connectivity
- Open Space Share
- Stormwater Runoff

TRAVEL
- Bicycle Network Coverage
- Dwellings With Multi-Modal Access
- External Street Connectivity
- Internal Street Connectivity
- Parking Demand/Supply
- Parking Lot Size
- Pedestrian Accessibility
- Pedestrian Crossing Distance
- Pedestrian Intersection Safety
- Pedestrian Network Coverage
- Pedestrian Route Directness
- Pedestrian Setback
- Rail Transit Boardings
- Street Network Density
- Street Network Excess
- Street Segment Length
- Transit Service Coverage
- Transit Service Density
- Vehicle Miles Traveled
- Vehicle Trips
INDEX Indicators Graphing

Alternative Development Scenarios

- Development Proposal
  - 100,000 sf big box retail
  - 250 multi-family units
  - Convenience strip mall

- Modified Development Proposal
  - 50,000 sf mixed office/retail
  - 300 multi-family units
  - 75 single-family units

Local Control and Accountability

- Revised criteria for plans
  - Base on citizen input and community vision
  - Address priority state issues
  - Address priority local issues
  - Ensure financial feasibility
  - Plan in advance for adequate facilities and services (water supply, schools)
  - Limited concurrency requirements

- Expand Certified Local Government Program
Revise Concurrency Requirements

- Long-range planning for adequate facilities (water supply, school capacity)
- Concurrency is more permitting than planning and is already primarily under local control
- Replace most State-defined concurrency management programs with locally-defined adequate public facilities ordinances
- Retain modified concurrency for roads, with expanded exemptions in urban areas

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Community Character Illustration
Certified Local Government Program

• Existing Program (only 8 communities/year)
  - Exempts plan amendments from state review within certification area
  - Cumbersome process and extensive requirements
  - Only 2 communities are certified—another pending

• Proposed program
  - Remove limit on participation
  - Streamline process and requirements
  - Propose additional incentives

Annexation Issue

• Reform annexation policy
  - Encourage interlocal agreements to minimize annexation disputes
  - Provide incentives for joint planning
  - Require planning before annexation is approved
Citizen Role – Community Forum, Not Judicial Forum

- Involvement in developing plan
- Input on plan amendments
- Monitoring of implementation
- Standing to challenge

Citizen Role—Plan Development

- Plans should be based on community vision
- Vision should be shared and understood by community
- Planning for subareas (sectors, neighborhoods) is desirable
Citizen Role—Plan Amendments

- Earlier notice to citizens
- Technology to increase access
  - Web postings of amendments, staff analysis, meeting dates, processes
  - Web-based input
- Major amendments should accommodate a “re-visioning” process

Citizen Role—Monitoring and Enforcement

- Citizens’ role in accountability
  - Monitoring local priorities
  - Holding local officials accountable
- Retain citizen standing
- Provide for first step appeal of non-State issues to RPC
- Indicators
  - Understandable measure of results
  - Technology to track indicators (FIAM, INDEX)
INDEX Monitoring

Year 5
Incremental Goal Achievement

Year 10
Cumulative Goal Achievement

Update DRI Process & Remove Duplication

- Provide coordinated DRI and permitting option
- Refine treatment of transportation issues/mitigation
- Simplify build out dates and extensions
- Simplify substantial deviation requirements
- Update and adjust thresholds and exemptions
2004 Hurricane Season

What do we learn from disaster?
- Basic necessities become most important
- State has to balance leadership and support functions
- One storm can change our economic base, housing stock, development patterns
- Is the comprehensive plan the blueprint for rebuilding?
- MAA (regionalism)—proven methodology for problem solving