

Jacksonville and the 21st Century:
**Building a Stronger
Community**



The Reubin O'D.
Askew
INSTITUTE

at the University of Florida

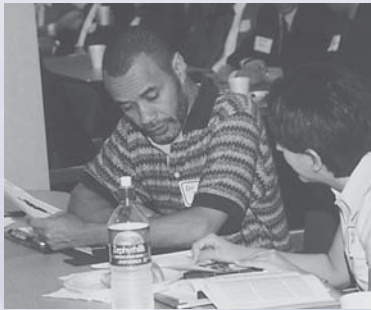
Building a Stronger Community

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JACKSONVILLE AND THE FUTURE: ENSURING SMART GROWTH

On October 8, 1999, citizens of Jacksonville gathered at City Hall to discuss the future of the city and the implications of urban sprawl on community life and the city's development. Sponsored by the City of Jacksonville, Mayor John Delaney and the Reubin O'D. Askew Institute at the University of Florida, the day-long meeting examined developments that have taken place in Florida since World War II, focusing particularly on the dynamic growth of the state and the consequences that growth has had for local communities. The main feature of the meeting was the discussion sessions during which participants proposed a series of recommendations and courses of action the city should pursue to address the critical issues confronting the community and to ensure smart growth for Jacksonville.

Mayor Delaney opened the meeting by highlighting the possibilities and problems created by population growth. Contending that growth offered many more opportunities than no-growth, he asked participants to look to the future and identify ways the city could plan for a better tomorrow.

Dr. Lance deHaven-Smith of Florida State University then provided participants with an overview of developments in Florida since World War II. He walked participants through the various stages of development in the state and the ways in which the state had attempted to respond to its massive population growth. He also examined projected developments in Florida out to 2025 and asked participants to look closely at the projections for Florida and Jacksonville and to consider these projections carefully as they thought about the future and as they made their recommendations for Jacksonville.

Following deHaven-Smith's presentation, participants divided into discussion groups where they spent a good part of the morning and afternoon. The discussion focused on a few of the following questions: What challenges face Jacksonville? How does Jacksonville prepare for its future growth? What short-term and long-term government and private sector initiatives will ensure smart growth for Jacksonville's future?

During lunch, Lynda Kever, publisher and chief operating officer of Florida Trend Magazine, challenged Jacksonville's community leaders and citizens to consider answers to "Hard Questions About Florida's Future." She observed that Florida had yet to come up with satisfactory answers to these questions. And until the state and local communities did, Florida's future, she asserted, was problematic at best.

GOVERNING AT THE LOCAL LEVEL

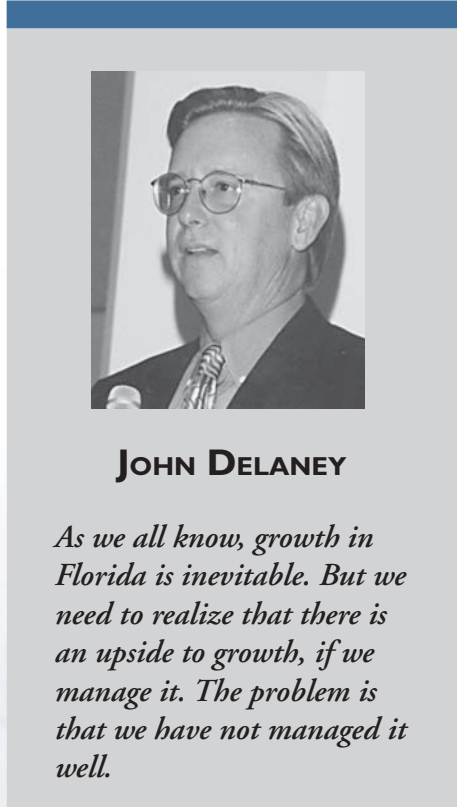
JOHN DELANEY , MAYOR OF JACKSONVILLE

The projections for the future are clear – Florida will continue to grow, and its growth will be substantial. There is every indication that the population growth in Jacksonville will also be dramatic in the 21st century.

For many people it is politically correct to say growth is bad. But given a choice between growth and no growth, I would choose growth every time. I have lived in Cincinnati and Jacksonville, and I have experienced a growth and no growth environment. Believe me, growth is better.

Jacksonville will see a rapid expansion of its population in the next century. The city currently has the largest land area in the United States, the fifteenth largest population – a population larger than six American states – and a growth rate that is expected to see the city increase by 33 percent over the next twenty years. As we all know, growth in Florida is inevitable. But we need to realize that there is an upside to growth, if we manage it. The problem is that we have not managed it well. At the same time, population growth has exacerbated crime, schools and urban sprawl. If we do not begin to manage growth more effectively, these developments will only get worse.

When you add people, you create sprawl. Middle-class Americans fell in love with their cars and the suburbs in the 1950s and sprawl resulted. Suburban housing developments killed downtown residential areas, business parks emptied office towers in the central city, and shopping malls ruined the downtown retail business. The costs of



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public services as a result of sprawl have expanded dramatically. Police must now patrol square mile areas where previously they could walk a beat, the suburbs demand new schools while the old ones stand empty in the city, and mass transit collapses as people move out of the city.

Mayors have only two tools at their disposal: one is downtown development and the other is public land acquisition. Virtually every mayor is pursuing some form of downtown redevelopment in an effort to bring people and business back to the city. Mayors have to provide incentives to businesses and residents. This is not inexpensive. In Jacksonville, we have initiated a preservation project to help revitalize the urban area and attract people and businesses downtown. Our plan is to take upwards of ten percent of the developable land out of development in five years. Keep in mind that Jacksonville comprises 850 square miles and ten percent of that figure is larger than Newark, New Jersey. Florida currently sets aside \$300 million for land acquisition annually. The state focus has been quite successful in acquiring and preserving lands in rural areas. We have not been as attentive in acquiring public lands in urban areas. Our focus should be on urban areas where public lands, once lost, cannot be restored.



HARD QUESTIONS ABOUT FLORIDA'S FUTURE

LYNDER KEEVER, PUBLISHER AND CHIEF OPERATING OFFICER OF FLORIDA TREND MAGAZINE

Across the state there is a growing consensus on which are the most critical issues facing us. What I hear, over and over, is that we need to develop a clear and simple plan for Florida's future. Whether you agree with that or not, it's clear that more of us recognize the need to look beyond our own narrow boundaries and work together in regional alliances and partnership. As you examine "Smart Growth" in Jacksonville, I would like to pose some hard questions that could form the basis of a plan for achieving the bright future that all of us envision for one of the most vibrant areas of our state.

The first step in developing this plan comes from understanding that the issues of population growth, diversity, education, crime and economic development are inter-related. I'll start with population as an example. It was population growth that defined Florida in the 20th century, and growth will continue regardless of our economic development efforts. What we're starting to realize is just how big a price tag is attached to that growth. I believe it's time for us to decide if we're willing to continue paying the price of those population gains. Even as our state's population nears the 15 million mark, there will be jobs for workers with skills and training. But what about the growing number of Floridians who don't have the necessary skills and training?

So I'll put the first hard question this way: What percentage of jobs are we willing to tolerate for Floridians that pay wages lower than poverty level? Experts agree that Florida has missed many opportunities to attract better jobs. We need to look for better ways to measure the success of our economic development programs. We need to measure things like: personal income growth, accessibility of public transportation, crime statistics over a period of years and the educational attainment of our residents and the diversity of our workforce.

Another hard question then is: can we look at economic development in a broader



LYNDA KEEVER

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context? And will we support a strategy of targeting the industry sectors that present the best opportunities for job growth, higher wages and better quality of life? Another consequence of not adequately gauging the impact of population growth — not just in Florida, but all across the country — is that we are seeing traffic congestion, pollution and unplanned development spreading wider and wider from our urban centers. What more of us have come to agree on is that curbing sprawl does not necessarily hinder economic development. The positive reaction to your mayor's recently announced plan to put 5 to 10 percent of the city's total developable land off-limits to private construction is evidence that the tide is beginning to turn on this issue. Elected officials, environmentalists and developers have praised the plan that would buy several thousand acres of land, enhance the city's park system and improve water quality.

One of the recommendations from the 1998 Askew Institute was that we should pursue more vigorous efforts to promote

regional cooperation. The cities and counties that have already learned this lesson are seeing success as a result. The hard question is: should we withhold grants and state aid from cities and counties that don't plan and work together? Should we set a deadline with real money on the line for our cities and counties to consolidate the planning of services like transportation and water? These are not issues that will be resolved quickly or easily, but after we have answered these hard questions, I believe we will have formed the basis for a plan for our state's future. To make that plan succeed, I believe we need to adopt new strategies for meeting our goals.

Orlando Chamber of Commerce executive Jacob Stuart says that if we are to be successful we must learn to govern ourselves as if there were no borders. The last hard question for us to answer then, is: how do we build institutions, organizations and partnerships flexible enough to deal with our economic challenges and demographic changes? I know that many people are dissatisfied with the lack of vision and planning by government.

Perhaps government alone does not have the flexibility to take on the role of determining our future path, and we should instead be looking at public/private partnerships. Suzanne Morse writes in *The Community of the Future* that, "The future belongs to those who will have the processes, the public will, and the systems to work together." So, while we won't find all the answers to these hard questions today, it is essential that we gain control of the process.

In closing, I'd like to say we will also need vision and leadership to tackle these big issues — perhaps as much as anything, we need the continued involvement of citizens like you. The anthropologist Margaret Mead said that we should never doubt that a small, group of thoughtful, committed citizens can change the world. Indeed ... it is the only thing that ever has.

CHALLENGES CONFRONTING JACKSONVILLE

- Duval's Southward Sprawl (landowners, transportation decisions, etc.) and need for cooperation with St. John's County
- A low, narrow tax base
- Segregation (as evidenced by GIS mapping) and need for continuous improvement in race relations
- Cecil Field development
- Transportation development and planning
- Current state planning and local planning laws (both encourage sprawl)
- Few incentives for private sector urban in-fill
- Need for a stronger public school system

SHORT-TERM GOALS

- Promote the St. Johns River as the "Crown Jewel" of the region and use it to develop a "Sense of Place" for Jacksonville
- Create structure to ensure long-term support and compliance with vision
- Promote equal opportunities in work, housing and education for all residents
- Continue to enhance the leadership program to ensure involvement of citizens from all backgrounds
- Continue Mayor Delaney's program of acquiring green space for neighborhoods, parks for the city, and expand tree canopy program
- Improve marketing and execution of local growth management workshops
- Adopt the new masterplan – and continue efforts to invigorate downtown and historic areas
- Increase holding cost for vacant city property
- Seek balance between short-term needs (e.g. neighborhood park improvements) and long-term vision (e.g. the Mayor's conservation purchasing efforts)
- Inventory and evaluate current incentives and disincentives to urban infill development
- Enforce the current building codes
- Develop incentives to encourage facelifts for commercial corridors
- Change ordinances to encourage mixed-use developments
- Inventory current incentives/disincentives to promote regionalism
- Utilize neighborhood (cpacs) summits to educate citizens about urban sprawl
- Leverage the JCCI Regionalism Study and Forum to educate citizens about urban sprawl
- Promote a mix of businesses and facilitate process for establishing new businesses
- Include new schools in neighborhood redevelopment and infill projects
- Encourage schools to promote more vocational-technology programs

LONG-TERM GOALS

- Maintain emphasis on building a quality community for all residents
- Continue efforts to improve the local public education system
- Continue to create high-wage jobs in the region
- Encourage local government to do a better job of personalizing the costs of service and calculating "the real" costs of sprawl
- Examine closely alternative modes of transportation and weigh costs against continued growth and need for more roads and bridges
- Place a higher priority on mixed use and higher quality affordable housing in new developments



POPULATION GROWTH AND FLORIDA'S FUTURE: SEEKING SOLUTIONS FOR STRONGER COMMUNITIES

BY DAVID R. COLBURN AND LANCE DEHAVEN-SMITH

In 1900 Florida's future was uncertain at best. The state had a population of slightly more than one-half million residents, the smallest population in the South. Most Floridians lived within fifty miles of the Georgia border in what was largely a rural, frontier-like society. Jacksonville was by far the largest city with 28,500 residents; the next largest city, Pensacola had slightly more than 17,000 people. At the time, Florida was a racially segregated society, with a one-party political system and an environment that seemed ill-suited to substantial development. One hundred years later, Florida is barely recognizable as the same state. As the nation enters the new millennium, Florida is the fourth largest state in the nation with 15.5 million people, one of the most urban as well as the most racially and ethnically diverse states in the nation, has an economy that is dominated by tourism and increasingly influenced by international commerce and technology, and is the launch site for space exploration. Who in Florida would have imagined any of this in 1900 or even in 1940?

Although Florida's growth rate will slow, growth will continue to be the dominant fact of life in Florida for most of the twenty-first century. For the foreseeable future Florida will remain enormously appealing to many Americans and to a growing number of non-Americans. The perception of Florida as a paradise has been only partially diminished by rising crime, heavy migration and immigration, mediocre schools, and environmental damage. The state's strong economy over the past five years has, in fact, added to its appeal among many Americans and Latin Americans. As growth stabilizes, Florida should begin to feel less like a boomtown, with a boomtown mentality. That in itself will be a significant improvement from the past fifty years.

Over the course of the next two and one-half decades, approximately 579 people per day are expected to enter the state or approximately 2.4 million each decade (see table 1). This growth rate is considerably slower than it was in the 1980s and the 1990s, when it averaged almost 800 people per day. Despite the decline in the growth rate, adding 579 people a day is still substantial by any measure. It is like adding a mid-sized city of 211,000 people every year for the first twenty-five years of the new century.

Table 1
PROJECTED GROWTH FROM 2000 TO 2025

Year	Population	Population Growth in 10 Years
2000	15,428,873	2,490,947
2010	17,836,377	2,407,504
2025	20,710,000	2,873,623

Of the 20.7 million people projected to live in the state at the end of the first quarter of the 21st century, Florida will have only 1,086,000 under the age of 5 (approximately 5 percent of the population); 2,894,000 between the ages of 5 and 17 (approximately 14 percent); 1,524,000 between 18 and 24 (approximately 7.5 percent), and 9,753,000 between 25 and 64 (approximately 47 percent), and 5,400,000 over 65 (26.5 percent).

Urban Growth

Despite an easing of the state's population growth, Florida's largest urban communities will continue to experience significant growth. The following two tables reveal the areas of most rapid growth between 1940 and 1990 and those that are expected to expand most significantly between 1995 and 2020. In the fifty years between 1940 and 1990, five of the ten fastest growing cities in the nation were in Florida and of these five, four are in the southern parts of the state where the water resources and the environment are especially fragile:

Table 2

Rank	Metro area	1940 pop.	1990 pop.	Change
2	Sarasota-Bradenton	42,204	489,483	1,059.8%
3	West Palm Beach	79,989	863,518	979.5%
5	Miami-Ft. Lauderdale	307,533	3,192,582	938.1%
6	Orlando	129,752	1,224,852	844.0%
10	Tampa-St. Petersburg	291,622	2,067,959	609.1%

In looking beyond 1990, four of these areas will remain the fastest growing, with Jacksonville becoming the fourth fastest growing urban region in Florida and the twenty-second fastest growing in the nation. Without careful planning, these communities will face extraordinary pressure on their quality of life, and those in the West Palm Beach-Boca Raton, Tampa-St. Petersburg, and Miami-Ft. Lauderdale will experience further difficulty in meeting demands for drinking water. Florida could well find major water conflicts erupting between the water rich central and northern regions of the state and the water starved southern regions that will make the water battle between Pasco and Pinellas counties in the mid-1990s look like child's play.

Table 3

Rank	Metro area	Change	1995 (est.)	2020 (proj.)
5	Orlando	+56.29%	1,390,574	2,173,267
7	WPB-Boca Raton	+54.73%	972,093	1,504,081
17	Tampa-St. Pete	+35.90%	2,180,484	2,963,304
22	Jacksonville	+32.27%	979,045	1,295,018
29	Miami-Ft. Lauderdale	+23.20%	3,443,501	4,242,245

The population indices for these five urban regions indicate that their growth will continue to be substantial. While the state's population growth may well reach a steady-state level, the rates for these communities point out that growth is a relative term in Florida.

Smart Growth

What is "Smart Growth" and what does it offer Florida and Jacksonville as state and city try to prepare for these future changes? Bill Hudnut, of the Urban Land Institute and one of the leading spokesmen for this movement, defines smart growth as "an evolving approach to development, the goal of which is to balance economic progress with environmental protection and quality of life." This definition is one with which few of us would find fault.

Moreover, who would oppose the concept of "Smart Growth" when its alternative seems to be "Dumb Growth?" And yet, if you look at Florida's development since 1940, when the population boom began, there has not been a lot of smart growth. Florida's urban communities have been overrun by the population expansion since 1940, and there has been remarkably little effective planning or management of this growth. In part the mentality of Florida in the 1940s and 1950s was based on the premise that growth was not only good, it was essential. Remember that Florida experienced fourteen years of economic depression from 1926 to 1940, and state leaders and residents welcomed any and all souls who made their way to Florida. Governors regularly toured the nation preaching the virtues of Florida in hopes that someone would come. And come they did after World War II.

Race relations also served as an obstacle to effective community-wide planning, especially in the 1950s and 1960s, because whites ignored black needs in highway construction projects, neighborhood renovation and new development, school construction, and

economic expansion. Moreover, whites resisted living near black neighborhoods, so cities located black residents near railroad tracks, highways or utility plants.

Times have now changed for the better. In 1940, Floridians did not know where growth would lead or whether it would be long lasting; they only hoped it would result in economic development and job opportunities. Today, we know that growth has been nearly continuous in the state since World War II and that it has brought many good things to Florida as well as a few not-so-good things.

Not only do we know something about our history, but we also know that many Americans and non-Americans would like to live in this remarkably beautiful state. Indeed, it is probably essential that we preserve that beauty if we want to see growth and the opportunities associated with growth continue well into the twenty-first century.

With a steady state growth rate of approximately 579 people per day for the next twenty-five years and fairly reliable projections on urban growth, we have a good idea of what to expect. This is information Floridians did not have in the 1940s nor was it fully understood as recently as the 1970s. And perhaps as importantly, we have a unique opportunity to prepare for it in order to ensure that growth is a good thing for our communities.

So how do Floridians ensure a growth policy that is in the best interests of the entire community? Call it what you will, Floridians need to seek solutions that will preserve and enhance the quality of life, so that growth does not overwhelm its communities. The state's effort at growth management in the 1970s and 1980s has had only limited success. Moreover, proposals for light rail and other alternative forms of transportation have repeatedly failed in Florida. Something new is needed that engages citizens in the process and that offers a comprehensive approach.

The goal of Bill Hudnut's Urban Land Institute is "to provide leadership in land use to enhance the total environment." Hudnut asserts that Smart Growth is not an antigrowth policy or environmental absolutism, nor does it embrace dictatorial government and mass transit at the expense of new or expanded roads.

Probably none of us would disagree with Hudnut's statement. And frankly, that is one of the problems with the "Smart Growth" movement; it often sounds too good and seems too easy. But the devil is in the details, and it is over these details that a community and its various interests often splinter.

Can communities develop smart growth policies that will bring residents and business interests together in constructive ways? It is no small challenge to do so, but collaborative community approaches beat the alternative.

And they are extraordinarily valuable in cities faced with substantial population growth, because they provide a forum in which people can come together and get to know their community. Isolating residents, one from another, is one of many damaging consequences of urban sprawl. Finding ways to restore a sense of community by working together to address community needs is fundamental to American democracy. And yet it is too often the first thing lost when changes occur almost daily, as they do in Florida.

Co-Sponsoring Organizations

City of Jacksonville

City Hall at St. James
117 West Duval Street
Suite 400
Jacksonville, Florida 32202
(904) 630-2701
John Delaney, Mayor

The Reubin O'D. Askew Institute

University of Florida
P.O. Box 113175
Gainesville, Florida 32611
(352) 846-1998
David R. Colburn, Executive Director

Florida Institute of Government

Florida State University
325 John Knox Road, Bldg. 300, Ste. 301EC
Tallahassee, Florida 32303
(850) 487-1870
John Scott Dailey, Executive Director

Leadership Florida

P.O. Box 11309
136 S. Bronough Street
Tallahassee, Florida 32302
(850) 425-1217
Wendy Abberger, Executive Director

The LeRoy Collins Center for Public Policy

Cawthon House
Florida State University
Martin Luther King Boulevard
P.O. Box 1658
Tallahassee, Florida 32302-1658
(850) 644-1441
Roderick N. Petrey, President and
Executive Director

1000 Friends of Florida

926 East Park Avenue
Tallahassee, Florida 32301
(850) 222-6277
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WHERE WILL YOU BE IN 2000 - WHY NOT AT THE ANNUAL MEETING OF THE ASKEW INSTITUTE!!!

Yes, we too will have a millennium gathering. So why not join us, and instead of sipping glasses of champagne in some fancy restaurant or cruising along the Mediterranean, you can sit down with intelligent and thoughtful Floridians and talk about the future of this great state.

The theme for the 2000 meeting is "The Graying of Florida." And we will focus on the state's senior citizens – those who helped make this state a remarkable place to live and who will continue to shape it in the 21st century.

So get out your appointment books and mark the dates - February 3-5, 2000 at the University of Florida in Gainesville. The meeting will open on Thursday night with a dinner and an address from the keynote speaker, and end Saturday morning with an open-ended discussion of our recommendations for the future. In between, you will shape the direction of the meeting through your interaction with other participants in discussion sessions on such topics related to the state's senior citizens as: The Politics of Florida's Senior Citizens, Health Care and Living Well, The Role of Senior Citizens in Strengthening Community, and the Needs and Concerns of Senior Citizens.

So when your children or grandchildren ask where you were during the millennium, you can say "I was at the Askew Institute discussing ways to make Florida a better place." And the children and grandchildren will say, "Thank you." That will mean a great deal more to you than that sip of champagne or those pictures from the Mediterranean cruise.

You can book now by notifying us at our web site - www.clas.ufl.edu/askew or email us at askew@clas.ufl.edu. See you in February, 2000.

I am interested in attending the 2000 Meeting.

Please send me _____ additional copies of the report.



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Gainesville, Florida 32611



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