

BUILT-OUT MUNICIPALITIES IN FLORIDA: THE CHALLENGES OF PLANNING FOR
REDEVELOPMENT AND INFILL IN SMALL AND MEDIUM-SIZED COMMUNITIES

By

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TABLE OF CONTENTS

	<u>page</u>
ACKNOWLEDGMENTS	4
LIST OF TABLES	8
LIST OF FIGURES	12
LIST OF ABBREVIATIONS.....	13
ABSTRACT.....	14
CHAPTER	
1 INTRODUCTION	15
2 REVIEW OF LITERATURE	20
Obstacles.....	21
Regulatory and Policy Shortcomings	21
The Special Challenges in Small and Medium Communities	22
Concurrency	23
Land Use Controls and Exclusion	24
Existing vs. Alternative Development Patterns.....	29
Economic.....	31
Approaches	34
Summary.....	37
3 METHODOLOGY	39
Introduction.....	39
Selection of Case Studies.....	39
Development of Case Studies.....	42
Review of Planning Documents	42
Key Informative Interviews with Planning Officials and Elected Officials.....	42
Observation.....	43
Analysis of Case Studies	44
Summary.....	44
Maps	46
4 FINDINGS.....	48
Introduction.....	48
City Profiles.....	48
Demographics	49
Population.....	49

	Predominant Age Group.....	50
	Predominant Housing Types	51
	Predominant Commuting Method to Work.....	52
	Predominant Industry	54
	Planning Documents and Interview Results	54
	Background.....	54
	Atlantic Beach	55
	Indian Rocks Beach.....	58
	Key Biscayne.....	60
	Marco Island.....	62
	Neptune Beach.....	64
	Sanibel	65
	St. Pete Beach.....	67
	Treasure Island	68
	Wilton Manors.....	69
	Summary.....	70
	Maps	107
5	DISCUSSION.....	110
	Financial and Institutional Capacity	111
	Exclusivity	115
	Density and Federal, State, and Regional Coastal High Hazard Areas	117
	Economic Development and Investment	118
	Public Participation.....	119
	Recommendations.....	120
	Summary of the Discussion.....	121
6	CONCLUSION.....	122
	Summary of Research Findings.....	122
	Limitation of Research	124
	Areas for Future Research	125
	Conclusions.....	126
APPENDIX		
A	ATLANTIC BEACH COMPREHENSIVE PLAN RESULTS	128
B	INDIAN ROCKS BEACH	133
C	KEY BISCAYNE	142
D	MARCO ISLAND.....	153
E	NEPTUNE BEACH.....	159
F	SANIBEL	160

G	ST. PETE BEACH.....	164
H	TREASURE ISLAND.....	175
I	WILTON MANORS	178
J	INTERVIEW SCHEDULE	181
	Interview Questions: Planning Professionals	181
	Agreements and Changes to the Comprehensive Plan.....	181
	Redevelopment/Infill Development/Urban Design.....	181
	Economic	181
	Job Creation.....	181
	Economic Investment.....	182
	Incentives	182
	Public Participation	182
	Interview Questions: Elected Officials.....	182
	LIST OF REFERENCES.....	184
	BIOGRAPHICAL SKETCH	186

LIST OF TABLES

<u>Table</u>	<u>page</u>
4-1 Profiles of Case Study Municipalities - Location.....	72
4-2 Profiles of Case Study Municipalities – Comprehensive Plan and Evaluation and Appraisal Report (EAR)	73
4-3 Population of Selected Case Study Municipalities 1980 – 2005 (Actual and Estimate) ...	74
4-4 Age of the Population in Selected Case Study Municipalities – 1980 (in percentages)....	75
4-5 Age of the Population in Selected Case Study Municipalities – 1990	76
4-6 Age of the Population in Selected Case Study Municipalities – 1990 (in percentages)....	77
4-7 Age of the Population in Selected Case Study Municipalities - 2000	78
4-8 Age of the Population in Selected Case Study Municipalities – 2000 (in percentages)....	79
4-10 Median Age in Selected Case Study Municipalities.....	81
4-11 Housing Types in Selected Case Study Municipalities - 1990.....	81
4-12 Housing Types in Selected Case Study Municipalities – 1990 (in percentages).....	82
4-13 Housing Types in Selected Case Study Municipalities - 2000.....	83
4-14 Housing Types in Selected Case Study Municipalities – 2000 (in percentages).....	84
4-15 Predominant Housing Type in Selected Case Study Municipalities – 1990 and 2000.....	85
4-16 Mode of Transportation to Work of Residents of Case Study Municipalities - 1990	86
4-17 Mode of Transportation to Work of Residents of Case Study Municipalities – 1990 (in percentages).....	86
4-18 Mode of Transportation to Work of Residents of Case Study Municipalities - 2000	87
4-19 Mode of Transportation to Work of Residents of Case Study Municipalities – 2000 (in percentages).....	87
4-20 Predominant Industry - 2007 (# of Businesses Located in the Municipality)	88
4-21 Small Scale and Large Scale Comprehensive Plan Amendments	89
4-22 Promotion of Redevelopment and Infill by the Private Sector, Public Sector, or Public-Private Partnerships.....	89

4-23	Determining the Success of a Project	90
4-24	Job Creation	90
4-25	Reasons for a Lack of Job Creation	91
4-26	Economic Development and Investment	92
4-27	Incentives	93
4-28	Is Public participation strong within the municipality?	94
4-29	Factors contributing to the success of Public Participation	95
4-30	The Groups Most Supportive of Growth Management Changes.....	96
4-31	Reasons for Limited Public Involvement in Growth Management Decisions	97
4-32	The Preferred Growth Management Strategy	98
4-33	Municipality Challenges	99
4-34	Solutions for Municipality Challenges	100
4-35	Municipality Strengths.....	101
4-36	Municipality Weaknesses	102
4-37	Growth Management Tools in the Comprehensive Plan: Are they adequate to meet your municipality’s needs?	103
4-38	Have the residents and businesses located within the city limits been strong supporters of growth management changes?	103
4-39	Is your municipality interested in attracting economic development?	104
4-40	Which types of economic development are encouraged?.....	105
4-41	Is there a focus on economic development and job creation?	106
A-1	Atlantic Beach - Future Land Use Element Introduction	129
A-2	Atlantic Beach – Goals, Objectives, and Policy	130
B-1	Indian Rocks Beach - Comprehensive Plan Goals, Objectives, and Policies.....	134
B-2	Indian Rocks Beach – Review of Comprehensive Plan Elements: Future Land Use.....	140
B-3	Indian Rocks Beach – EAR - Review of Comprehensive Plan Elements: Housing.....	141

C-1	Key Biscayne - Development Trends: Land Use Changes (1999-2006)*	143
C-2	Key Biscayne - Citizen Survey – Land Use.....	144
C-3	Key Biscayne - Strengths.....	145
C-4	Key Biscayne - Weaknesses	146
C-5	Key Biscayne – Opportunities	147
C-6	Key Biscayne – Threats	148
C-7	Key Biscayne - Assessment of the Future Land Use Element Goals, Objectives, and Policies.....	149
C-8	Key Biscayne - Small Scale Comprehensive Plan Amendments	150
C-9	Key Biscayne – EAR - Issue E	151
D-1	Marco Island – EAR – Issues - Redevelopment	154
D-2	Marco Island – EAR – Issue – Mixed Use Development.....	156
D-3	Marco Island – EAR – Issue - Rezoning	157
D-4	Marco Island – EAR – Issue – Commercial Space.....	158
F-1	Sanibel - Approximate Acreage of Land Uses – 2006 compared to 1995.....	161
F-2	Characteristics of Sanibel	161
F-3	Sanibel - Land Use Projections: Dwelling Units at Buildout (2026).....	162
F-4	Sanibel - Approximate Acreage of Land Uses – Buildout (2026).....	162
F-5	Sanibel - Negative Externalities to the Local Economy and Redevelopment	162
F-6	Sanibel Plan – Goals, Objectives, and Policies.....	163
G-1	St. Pete Beach - Redevelopment Recap: Where we stand?	165
G-2	St. Pete Beach - Locally Identified Issues – Issue 2	166
G-3	St. Pete Beach – Locally Identified Issues – Issue 3.....	169
G-4	St. Pete Beach – Locally Identified Issues – Issue 6.....	170
G-5	St. Pete Beach - Vacant Land Analysis (County Figures).....	171
G-6	St. Pete Beach - Vacant Land Analysis Based on a Windshield Survey	171

G-7	St. Pete Beach - Assessment of Objectives and Policies – Future Land Use Element	172
H-1	Treasure Island - Mixed Use and Density.....	176
H-2	Treasure Island - Redevelopment	177
I-1	Wilton Manors - Redevelopment.....	179
I-2	Wilton Manors - Future Land Use Element Assessment.....	180
I-3	Wilton Manors - Vacant Land for Future Development.....	180

LIST OF FIGURES

<u>Figure</u>	<u>page</u>
3-1 Location of original 13 case studies.....	46
3-2 Location of 9 case studies.....	47
4-1 Northeast Region – Atlantic Beach and Neptune Beach.	107
4-2 Southeast Region – Wilton Manors.	107
4-3 Southeast Region – Key Biscayne.	108
4-4 Southwest Region – Marco Island.	108
4-5. Southwest Region - Sanibel.	109
4-6 West Central Region – Indian Rocks Beach, Treasure Island, St. Pete Beach.....	109

LIST OF ABBREVIATIONS

AB	Atlantic Beach
BEBR	Bureau of Economic and Business Research
CHHA	Coastal High Hazard Area
DCA	Department of Community Affairs
EAR	Evaluation and Appraisal Report
FEMA	Federal Emergency Management Administration
FLUE	Future Land Use Element
IRB	Indian Rocks Beach
KB	Key Biscayne
MI	Marco Island
NB	Neptune Beach
S	Sanibel
SPB	St. Pete Beach
TI	Treasure Island
WM	Wilton Manors

Abstract of Thesis Presented to the Graduate School
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The present study explores the challenges for the planning of redevelopment, infill development, and urban planning strategies based on the economic, community, and geographic characteristics of small and medium-sized built-out municipalities in Florida. The objective of this study is to understand how small and medium-sized built-out municipalities plan for infill and redevelopment. This study achieves this objective through three methodologies. First, the following planning documents are reviewed to find development strategies in comprehensive plans, evaluation and appraisal reports (EAR), downtown redevelopment plans, and land development code. Second, the researcher examined socioeconomic and demographic information to identify the characteristics of the population. Third, planners and elected officials were interviewed to understand planning challenges in small and medium-sized built-out municipalities. The results of the qualitative analysis indicate that the effects of the disconnect between the implementation of redevelopment and infill strategies in small and medium-sized built-out municipalities, state-mandated growth management policies, and the will of the residents and business owners collectively.

CHAPTER 1 INTRODUCTION

Florida has been growing rapidly for the last several decades. For many communities, the growth in population has been accompanied by a growth in the size of the city. However, for many municipalities¹ in Florida that are classified as built-out, where 85 percent of the land within the city limits is developed, this growth presents a special challenge. These municipalities face challenges unlike other communities because they cannot easily expand their tax base. Built-out municipalities in Florida are located on barrier islands near the Atlantic Ocean or the Gulf of Mexico or near larger municipalities where the future annexation of land is not possible. Built-out municipalities face geographical and political challenges that are distinct compared to other developing cities. This challenge is especially difficult for small and medium-sized municipalities with a population between 5,000 and 20,000 because they also have a small population and tax base.

Florida's comprehensive planning process does not differentiate the planning strategies used between built-out or other types of cities. A built-out city, unlike a continuously developing city, does not have the opportunity to develop one or multiple large parcels of land. This leads municipalities to pursue other planning strategies and techniques in order to manage growth.

In order to meet the needs to expand the tax base, small to medium-sized municipalities can use redevelopment and infill strategies. Redevelopment is a complex process that considers many factors. According to the Florida Statute 163.340 (2007), redevelopment is defined as the renovation of a blighted area or the replacement, remodeling, or reuse of existing structures to accommodate new development (Florida Legislature, 2007). Infill is defined as the development

¹ According to Florida Statutes Title XII (Municipalities) and 165.031, "municipality" means a municipality created pursuant to general or special law authorized or recognized pursuant to s. 2 or s. 6, Art. VIII of the State Constitution. Cities, towns, and villages are referred to as a municipality throughout this document.

of vacant or remnant lands passed over by previous development in urban areas. Florida Statutes treat urban infill and redevelopment as a single comprehensive planning strategy to revitalize the urban core within a municipality (Florida Legislature, 2007).

Each municipality's comprehensive plan and land development code provide the tools to encourage innovative land development and redevelopment techniques. The comprehensive plan also allows for redevelopment, infill, and urban design changes in a way that is consistent with the community's character. Comprehensive plans provide guidelines for the public and private sectors to work together for the benefit of residents and visitors. Established processes such as the evaluation and appraisal report (EAR) allow municipalities to determine whether the objectives and policies, within the current comprehensive plan, are adequate to meet their municipality's needs.

Regulatory restrictions set by the federal and state governments and contained within the comprehensive plan determine the extent to which property owners can redevelop or initiate infill development. The federal and state governments limit redevelopment and infill in all communities. For built-out municipalities, these restrictions can provide additional challenges to the economic vitality and expansion of the tax base. Built-out municipalities have regulatory restrictions because of the need to protect residents during natural disasters. Density and intensity levels and building heights are restricted in municipalities located in coastal high hazard areas (CHHA). Beyond the federal and state regulatory restrictions, the residents of built-out municipalities may prefer to keep lower density and intensity levels to limit population growth and maintain the community as it is.

Depending upon who supports or opposes redevelopment or infill development, a built-out community can succeed or fail to implement its growth management plan. Business owners,

especially in municipalities that rely on tourism for revenue, and some residential property owners remain the largest supporters of redevelopment. According to the planning professionals and elected officials within built-out municipalities, the tax revenue generated by the redevelopment of hotels, retail, restaurants, and offices allow the municipalities to provide services for residents of the community. Long-time and new residents who chose a municipality for its size and character may fear change. Political infighting among residents, business owners, and elected officials prevents the municipality from adequately planning for the future because no one can agree on the goals and objectives of the comprehensive plan.

When built-out communities are located in larger urban areas, the pressure of private sector development extends to all municipalities irrespective of their size and capacity to handle it. The development pattern becomes a function of the land development code in individual jurisdictions. The urban centers provide employment opportunities that are not present within the built-out community. But the small and medium-sized built-out municipalities do not have the same institutional and organizational capacity as larger and rapidly expanding cities in the region. During the recent housing boom and other market trends, residential property owners prospered tremendously by rising property values that, in turn, forced commercial and retail establishments to relocate to less expensive areas. These same trends produced strains on local and regional infrastructure as employment centers were located farther away. These market trends have lead to the transformation of coastal built-out municipalities from residential, commercial, and retail hubs into predominantly bedroom communities for large employment centers.

Researchers address the current obstacles with redevelopment and infill development by conducting studies on policy innovation and the effects of redevelopment and infill development

on small developing municipalities. Current studies highlight the limitations of growth management and the capacity of small and medium-sized municipalities during implementation. Few studies specifically address redevelopment and infill development within small and medium-sized built-out municipalities. Nine built-out communities are selected as case studies to explore the challenges faced by small and medium-sized communities. This study addresses the special challenges facing small and medium-sized built-out municipalities as they attempt to maintain their community's economic vitality. Four methods were followed to understand the challenges faced by small to medium built-out municipalities. First, planning documents including comprehensive plans, EARs, downtown redevelopment plans, and land development codes set the framework for redevelopment, infill development, and urban design changes. Secondly, these nine case studies were examined to understand the characteristics of the population. Thirdly, the researcher observed each municipality on the ground. Finally, interviews with planning professionals and elected officials provide perspectives on the implementation of redevelopment and infill strategies.

Following this Introduction, a Review of Literature addresses the regulatory, economic, and community obstacles faced by municipalities attempting to use redevelopment and infill development planning strategies. The Literature Review presents growth management tools and empirical evidence of the implementation. In doing so, the Review of Literature describes historical, economic, and social factors that the implementation of redevelopment, infill, and urban design changes. The Review of Literature also includes an analysis of the costs of continuing with existing development patterns and contrasts that view with alternative development options. The Review of Literature then concludes with a synopsis of

implementation strategies and the importance of the role of the private sector in the redevelopment process.

Next, the Methodology section describes how the research was completed. Case studies of nine small to medium-sized built-out municipalities are completed using four types of data collection. Four methodologies include the review of planning documents, the examination of population characteristics, the observation of the municipality on the ground, and the interviewing of planning professionals and elected officials are described.

The Results and Discussion sections describe the findings of the research and place them into the broader context of development in Florida. Matrixes present the planning professional and elected official interview results based on the subjects of redevelopment and infill development, job creation, economic investment and development, incentives, and public participation. The Discussion section examines the actual level of redevelopment and infill development activity occurring in the municipality as well as comparing and contrasting the views of redevelopment and infill based on the size of the municipality, political climate, and location.

CHAPTER 2 REVIEW OF LITERATURE

Studies or examinations of redevelopment, infill development, and urban design changes in built-out municipalities containing populations between 5,000 and 20,000 residents remain limited at best. Unlike continuously developing municipalities, built-out municipalities lack available vacant land to expand a new tax base and to absorb their share of regional population growth. In theory, the comprehensive plan, land development code, downtown redevelopment plans, redevelopment and infill development guidebooks, and urban design plans provide support and implementation strategies to alternative planning strategies to manage growth. In reality, small and medium-sized built-out municipalities face distinct obstacles to redevelopment. “Buildout refers to the point at which development has reached a city’s borders or has exhausted large-scale greenfield options” (Lang and LeFurgy, 2007, p. 537). Municipalities conduct a build-out analysis to determine an approximate time period when there would be no further buildable land left under the current zoning regulations and land development code. What happens when a city or suburb reaches build-out? “...the issue is not just how much land remains but how it will be used” (Lang and LeFurgy, 2007, p. 537). The biggest issue for these municipalities is to recognize that they are built-out, identify their options, and pursue the best option for the betterment of the municipality consistent with the needs of the region.

This chapter first explains the regulatory and policy shortcomings, economic, concurrency, and urban growth controls that represent obstacles to planning in Florida in general and in built-out communities in five of the major regions in Florida: northeast, southeast, southwest, west central, and the Panhandle. Second, the chapter explains possible approaches to address these obstacles. Finally, the summary highlights the obstacles and solutions present in the literature and attempt to establish a connection with the findings.

Obstacles

Regulatory and Policy Shortcomings

Florida uses a top-down state-mandated growth management system that consists of comprehensive planning review and technical enforcement powers at the regional at state levels. Chapter 163 of the Florida Statutes includes requirements for all local governments for all small, medium, and large incorporated municipalities to prepare a comprehensive plan. The Florida Legislature passes the state statutes while the Department of Community Affairs (DCA) establishes rules to implement those statutes. In the Florida Administrative Code, Rule 9J-1 through 9J-11 implements Chapter 163 of the Florida Statutes.

In the state comprehensive plan, each local government is required to prepare Land Development Regulations (LDR) to implement the comprehensive plan. Land development codes reflect the same development patterns set twenty years ago, and comprehensive plans currently lack the flexibility and adaptability for changing market conditions, innovative development opportunities, and changing residential and commercial preferences within the comprehensive plan and land development regulations (Chapin, 2004). No differentiation is made in the requirements for municipalities based on wealth, history, culture, or social makeup.

States establish regulatory restrictions at times of crisis, but Onesimo and Landis (2002) believe that, similar to growth management plans, regulatory restrictions need to be adaptable and flexible based on changing times. California's Proposition 13 capped property tax rates and made new local tax measures difficult to pass. "One of the main reasons that many...cities don't promote residential or mixed-use infill currently – or housing in general – is that there is very little economic reason for them to do so" (Wheeler, 2002, p. 26). Cash-strapped Californian municipalities encourage commercial development such as strip development, automobile dealerships, regional malls, and office parks that generate tax revenue and sales. Municipalities

do not encourage residential development, which remains a drain on government services and infrastructure. In effect the California's fiscal system encourages sprawl and works against infill development, residential development, and mixed-use development.

The Special Challenges in Small and Medium Communities

Small and medium-sized rural and urban municipalities respond with difficulty to socioeconomic change. "The contention is that a freestanding community with a population ceiling of twenty-five thousand will exhibit certain political and cultural characteristics that clearly distinguish it from its more urbanized counterparts, often precluding the adoption of innovative planning practices" (Mattson and Burke, 1989, p. 399). Small municipalities suffer from a limited economic base, a lack of professionalism, and an individualistic political nature. These shortcomings contribute to how residents and elected officials of small and medium-sized municipalities create and implement growth management strategies.

Small municipalities remain cautious by nature due to their lack of capacity and allow the few with the most power to dictate public policy (Mattson and Burke, 1989). Elected officials encourage planning professionals to maintain the status quo instead of providing innovative and costly solutions to the small municipality.

Bryce (1979, 49) claims, because of their size, incrementalism is much more likely to be the *modus operandi* in small towns than the rational comprehensive approach...The three underlying reasons for incrementalism most frequently cited are the personalized nature of politics, the lack of professional management capacity, and the existence of a political-cultural value system. Collectively, these three factors foster the attitude that sophisticated policy planning approaches are either not applicable to or not needed in small town decision-making.

Decisions are based primarily on choices among competing values. Within such a work setting, it becomes difficult to separate technical from political choices. Many policy choices are based on the planner's intuition of the current political climate. According to Mattson (1994), "...within small-town America, the professional planner is discouraged from embarking on any

innovative activity that will disrupt the existing social order (Hahn, 1970). The political culture regulates who talks to whom and who influences” (Mattson, 1994, p. 269). Mattson and Burke (1989) infer that differences in perceptions and historical community context create conflict between newcomers and old-timers. “For instance, the cosmopolitans are predominantly newcomers who react to policy issues from a community-wide, public interest perspective...In contrast, local influentials tend to be old-timers who have a more narrowly defined traditional-individualistic perspective – a system of mutual obligations rooted in personal relationships” (Mattson and Burke, 1989, p. 400).

Wheeler (2002) supports Mattson and Burke’s conclusions regarding the limitations of small municipalities to effectively issue and manage policy planning. Wheeler (2002) adds that a municipality’s decisions on whether or not to encourage redevelopment or infill is not solely based on market conditions but by the state and local statutes that either encourage or restrict development based on tax revenue opportunities. Researchers Juan Onesimo Sandoval and John Landis (2002) discovered that the San Francisco Bay Area contains a substantial amount of vacant land suitable for redevelopment. “Nevertheless, Sandoval and Landis conclude that the biggest constraints to infill...are economic and political, not the physical amount of land” (Wheeler, 2002, p. 23). State, regional, or local statutes that restrict the ability of a municipality to explore development options limit the choices that could provide long-term benefits and limited costs.

Concurrency

Concurrency was intended to help address major infrastructure problems facing the state, especially increasing road congestion. Comprehensive planning and concurrency management requirements promote limited local government support and sprawl due to local government’s lack of resources and institutional capacity. Chapin (2007) explains that what began as a broad,

innovative solution to encourage compact development and improve infrastructure as growth continued resulted in increased frustration for developers and municipalities due to the extensive regulatory and fiscal requirements.

Although simple in principle, in practice concurrency has proven very difficult to implement. To effectively implement concurrency, planners and managers of public facilities must track both system supply and system demand for each of the six facility types. In many of the state's fast growing cities, supply and demand must be tracked in real time, since new development is being proposed, permitted, and built on a daily basis (Chapin, 2007, p. 509).

As the experience in most small and medium-sized municipalities, their lack of fiscal and institutional capacity and support relaxed strict requirements for transportation concurrency and the promotion of compact and infill development. Adding to the difficulties, as stated in the article, is the lack of infrastructure funding and a clear state concurrency mandate and approach that could easily be followed by the local government (Chapin, 2007). Due to the extensive regulatory requirements of the Growth Management Act, the resources earmarked for redevelopment and infill development production would be reallocated to other municipal programs such as transportation concurrency. Fiscal and institutional capacity limitations affect the enforcement of growth management legislation. The impact of concurrency requirements on small municipalities is not based on the fact that in order for concurrency to be implemented you need to have growth to generate revenue. Small built-out municipality may be currently at capacity or they are currently experiencing spillover effects of new development by other small built-out municipalities or the larger urban area.

Land Use Controls and Exclusion

Similar to concurrency requirements, people view urban growth boundaries, boxed-in cities and other land use controls as tools for boxed-in cities to establish more homogeneous communities for white affluent homeowners. Previous studies attempted to link urban growth

boundaries with exclusionary outcomes. Pendall (2000) concluded that urban growth boundaries should constrict urbanization leading to the encouragement of high density development. “The ‘boxed-in’ city, applies to jurisdictions surrounded by other incorporated areas or bodies of water. Boxed-in status differs from the others because local governments ‘inherit’ rather than adopt it, but like greenbelts, it may limit urban expansion. Urban growth boundaries and boxed-in status may encourage high-density (multifamily) development by raising land prices. However, the direct effect of growth boundaries and boxed-in status on housing supply, rentals, and rental affordability are more difficult to predict” (Pendall, 2000, p. 129).

Although the underlying concerns associated with urban growth boundaries are serious, the inability to adequately define an urban growth boundary undermines the efforts to ensure against its negative consequences. Contributing to issues in testing the reasons for urban growth boundaries, comprehensive plan policies on urban growth boundaries vary by county. “Nelson and Dawkins (2003, p. 13) define an urban growth boundary as a line on a map based on an explicit policy to prevent the extension of key public facilities, especially water and sewer line and urban development, without plan amendments” (Holcombe, 2007, p. 230). Researchers believed that counties in Florida established urban growth boundaries as a way to manage growth and stop the proliferation of sprawl.

As early as 1975, Dade and Sarasota Counties created urban growth boundaries. Dade County enacted a growth boundary where Sarasota County created boundaries based on urban, semi-rural, and rural development patterns (Holcombe, 2007). Leon County created an urban growth boundary by establishing urban service areas where water, sewer, and other utilities would not be extended. Palm Beach County set aside land in rural preservation areas to prevent development.

These counties established urban growth boundaries before the 1985 Growth Management Act (GMA) was signed into law. Some researchers believe that with mandatory growth management in Florida there would no longer be a need for an urban growth boundary. Florida growth management laws do not require counties to implement urban growth boundaries which allow local jurisdictions to handle management of this type of land use control.

Randall G. Holcombe (2007) conducted a series of critical analysis of urban growth boundaries based on three hypothesizes to determine why some counties have preferred this method of urban containment and who benefits the most.

First, people might support urban growth boundaries because they receive private benefits from them. The literature suggests that these private benefits tend to be correlated with income, and that higher-income individual's benefit at the expense of lower-income individuals in the form of higher property values, the exclusionary properties of growth boundaries, and the creation of more homogeneous communities that enhance their lifestyles. Second, people might support urban growth boundaries because of the negative effects of growth, which suggests the places with greater population growth and higher population densities would tend to support these boundaries. Third, political and institutional factors may play a role in whether urban growth boundaries are implemented (Holcombe, 2007, p. 230).

People support public policies that benefit themselves. Donovan and Neiman (1995), Knaap (1987), and Bollens (1990) conducted studies concluding that self-interest in a determining factor in political support for growth management policies. "...One would expect that higher income areas, which have more people that gain from urban growth boundaries, would be more likely to impose urban growth boundaries. If policies are created to further the economic interests of constituents, then higher income areas would be more likely to have urban growth boundaries" (Holcombe, 2007, p. 229). Although a justifiable reason for establishing an urban growth boundary, municipalities on barrier islands in coastal high hazard areas establish urban growth boundaries to limit the amount of growth to lessen devastation during a natural

disaster. The Florida Administrative Code addresses post redevelopment through the comprehensive planning process.

Justifying the use of urban growth boundaries, Holcombe first tested income and urban growth boundaries, and in the second test, the author compared growth pressures and urban growth boundaries. The correlation of income, the form of government, and the existence of growth management laws resulted in income having the most impact.

Donovan and Neiman (1995) found that growth controls in California had a minimal impact on population growth, but did affect community characteristics and make communities more racially homogeneous. Baldassare and Protash (1982) found that in California growth controls are more likely to be passed in jurisdictions with a greater percentage of white collar population. Knaap (1987) found that Oregon voters tended to support growth controls based on their economic interests (Holcombe, 2007, p. 237).

The literature does not always agree with these results.

...Gottdiener and Neiman (1981) found broad support for growth controls in Riverside, California, and directly called into question the thesis that they are passed by the affluent who want to limit access to the community. However, as Feiock (1994) notes, growth controls tend to have a negative impact on economic development, and Bellens (1990) argues that people with a more direct connection to the local economy tend to show the least support for growth controls (Holcombe, 2007, p. 237).

Residents with higher income would support an urban growth boundary because the decreased supply of land and development would make the demand for their property greater.

Holcombe's (2007) statistical analysis suggests that white affluent homeowners remain the predominant supporters of urban growth controls. Growth controls benefit one or more group based on race, income, and political power. Confirming Holcombe's observation, Pendall (2000) states that previous studies do show that restrictive land use controls are more common in communities with high proportions of wealthy, non-Hispanic Whites than in communities with minorities. Municipalities where single-family detached dwellings are predominant have been shown to have a larger proportion of White non-Hispanic residents than places with multifamily

dwellings. “None of these studies necessarily shows that the land use controls in question led to exclusion; rather, they may simply show that wealthy and White places are more likely to adopt restrictive land use controls. In fact, recent research has raised questions about whether zoning and land use controls ‘work’ at all (Landis, 1992) – that is, whether they produce a different landscape than would be produced in their absence” (Pendall, 2000, p. 129).

Although Pendall agrees with Holcombe on the results from past studies, Pendall’s findings from his study on the effect of land use controls on the chain of exclusion contradicts Holcombe’s results.

According to this study,...growth boundaries, often modeled as supply constraints that will inexorably elevate housing prices (Elliott, 1981; Frech & Lafferty, 1984; Schwartz & Zorn, 1988), did not consistently reduce housing growth in the 1980s. Neither did they have any consistent average effect on housing unit types, tenure, or affordability (or on vacancy rates, which were tested in an unreported analysis)...In short,...growth boundaries sometimes have exclusionary effects, but often they are little more than symbols of concern about the pace and shape of new growth” (Pendall, 2000, p. 138).

According to Pendall (2000), urban growth boundaries alone do not cause an exclusion of racial minorities. The focus on low-density-only zoning leads to either a lower housing production or a shift towards single-family instead of multifamily units. Following either path leads to a lower percentage of renters and lower rental affordability. In addition to a municipality’s low-density-only zoning, the municipality’s boxed-in status will lead to lower rental affordability and an exclusion of racial minorities.

Nelson (2007) highlights the perspective that urban containment is related to attitudes toward growth, even if in some instances containment policy may be more favorable to housing production in Florida. Nelson (2007) suggests that growth advocates believe that growth functions as the way in which social and culture initiatives are established and also provide important tax revenue for the municipality. On the other hand, anti-growth advocates believe that

the continued focus on horizontal growth decreases a municipality's economic, social, and cultural resources causing long-term detrimental effects for the environment and infrastructure. Residents and businesses differ on the appropriate strategy to where growth can continue but in a more structured, environmentally-friendly, and economically viable manner. Pro-growth supporters follow a wait and see attitude which will generate short-term gains but will lead to long-term environmental degradation and economic hardships.

Chapin and Connerly (2004) suggest that most Florida residents, on a whole, support the use of growth controls with the growth management process, but on the other hand, a lot of groups do not understand the intricacies of the growth management process. Chapin and Connerly (2004) suggest through their critical analysis that not all groups are positively affected by growth management and specifically the use of growth controls. Process and procedure remain difficult to understand and implement, which in turn puts information solely in the hands of the individuals in the municipality with the most power to affect policy. Even with all its inadequacies, residents believe that growth management remains necessary to handle growth pressures in Florida. The encouragement by strong regional entities and private and public partners over the last decade contributes to the support of alternative development patterns versus sprawl development.

Existing vs. Alternative Development Patterns

Burchell (1999) infers that the encouragement for other areas to support alternative development patterns would result in the expansion of economic and institutional capacity within built-out municipalities. Focusing on regulatory framework updates, the municipalities in the Eastward Ho! study areas would spend less on infrastructure and transportation additions and maintenance and spread the wealth to other smaller communities within the five counties. The study suggests that municipalities could use a proportionate fair-share program or establish

transportation concurrency exception areas to share infrastructure maintenance costs with the private sector and encourage infill and redevelopment (Burchell et al., 1999).

The researchers created multiple models to examine two types of development patterns. “The first is *Existing* development or sprawl, which includes unlimited outward expansion, leapfrog development, and low density. The second is *Alternative* or compact development, which holds a portion of development close to previously developed areas, and emphasizes infill and redevelopment usually at higher density” (Burchell et al., 1999, Executive Summary). First, the Eastward Ho! study areas exist inland between Interstate 95 and the Florida Turnpike and do not apply to coastal areas. Dr. Burchell suggests from his statistical analysis using a residential/nonresidential allocation model, a land consumption model, a road model, a utilities model, a development cost model, and a fiscal cost model based on projections that by using an existing development model, development will not occur in the Eastward Ho! designated areas but will be concentrated in rural areas. The use of the Alternative model will lead to compact development only in the Eastward Ho! study areas. The study dictates that with the Alternative growth pattern populations will be kept away from coastal high hazard areas.

Dr. Burchell stipulates from his study that the use of the Alternative development pattern, through compact development and increased density, will increase the population in the study area only and not divert resources to rural or coastal areas. Based on the study, the municipalities in the coastal high hazard area will not increase in population, but the authors do not stipulate whether the Alternative development pattern will result in decreased populations. The study suggests that the use of the alternative development strategy in the larger urban areas creates less spillover in the smaller municipalities. The authors infer that the costs saved by the county as a result of creating compact development and not diverting funds to increased infrastructure and

land consumption will be reallocated to the municipalities. The theory remains that municipalities faced with reduced public service cost result in less focus on reacting to expanding development patterns and more on expanding institutional and financial capacity to manage growth.

Economic

The economic success of the region has a direct affect on the fiscal and institutional capacity of small and medium-sized built-out municipalities. The 1985 Growth Management Act placed responsibility for fiscal policy planning in the hands of the planning profession. Mattson (1994) suggests that planners act like mediators who balance the job of protecting the public's interest in either zoning or policy management with promoting a strong economic image for the municipality. "Thus, local planners are more comfortable focusing their efforts on traffic flow or zoning changes than on devising a fiscal policy plan to pay for municipal services (Mills and Davis, 1963; Buck and Rath, 1970; Hahn, 1970; Catanese, 1974; Howe 1992)" (Mattson, 1994). Municipalities contain eroding tax bases and continually find it difficult to finance mandated state requirements. With legislative and constitutional restrictions, Florida's small towns appear to have few policy options to cover shortfalls, especially when cash management seems to have its limitations.

Small municipalities lack effective resources to counteract economic or social changes as a result of spillover from larger urban areas or within their own community. Larger urban areas contain governments with more fiscal and institutional capacity to attract the professional expertise necessary to weather economic and social changes. As stressed, local governments must have sufficient fiscal resources to ensure development of the horizontal and vertical organizational linkages that sustain the convergence of professional management skills with political leadership. Depending on the location and the economic and institutional resources of

the built-out municipality, they are sometimes unable to pay the salaries to attract the kinds of professionals needed. Even if a small built-out municipality has the financial capacity, the staff hired may face resistance due to the current political will of the municipality.

Most small governments are primarily reactive entities, for at least three reasons. First because of their narrow economic basis, small towns provide a limited array of municipal services, which restricts their ability to attract industry. Second, this lack of breadth in the economic base prevents the town from hiring the professional expertise essential for planning economic revitalization...Finally, the scale of freestanding communities tends to foster a traditional-individualistic political-culture value system that stresses a limited role for local government. Subsequently, public officials are often unwilling to initiate new programs or activities” (Mattson and Burke, 1989, p. 398).

The elected officials will support and adopt programs that do not affect or threaten their power base. The lack of an open but firm political, social, and economic foundation will acerbate the problem further. Small and medium-sized municipalities will rely on the resources they have and attempt to share resources with neighboring municipalities, their region, and the state through interlocal agreements and contracts.

Mattson and Burke (1989) infer that the lack of sophisticated systems prevents small and medium-sized municipalities from encouraging innovative planning techniques. “Impediments include land availability, fiscal disincentives for local government to approve infill projects, outdated zoning requirements, excessive parking standards, financing difficulties, neighborhood opposition, lengthy permitting processes, toxic contamination sites, and poor schools and a lack of amenities in older communities” (Wheeler, 2002, p. 3). Urban growth boundaries constrict the supply of land available which in turn drives up the demand. Lower income groups are forced out because when supply is limited and demand is great, the costs associated with the limited supply increase.

Because of their design, Florida’s growth management policies act as a restriction on the supply of developable land. A restriction in supply raises the price, which creates winners and losers. Higher land prices benefit landowners with developable and developed land,

and benefit homeowners, because the market value of their property increases. Losers in the process are renters, people who are moving into an area and want to either rent or buy a residence, and people whose property is outside the developable area according to the land use map. As such, growth management policies can be viewed as creating a transfer of income from poorer Floridians to richer Floridians. Those who own their own homes and who own other real estate tend to be better off financially than those who rent and who do not own real estate (Holcombe, 2007, p. 228)

“Redevelopment affects more than just individual properties. It has far-reaching effects on employment, housing, tourism, transportation, and the attractiveness of our communities. As we plan for the future, it is essential that we understand and address the relationships between land supply and demand, the regulatory climate, public investment, and private business decisions.” (Pinellas County Economic Development & Pinellas Planning Council, 2005, p. 1).

The organization of the local government and the status of its elected officials in a small or medium-sized municipality plays a part in how well policy innovation occurs. The focus of power among the residents and business owners will determine which types of issues will be supported and whether the municipality has the fiscal and institutional capacity to handle that support. Small towns contain well-meaning, part-time politicians. “With few political cleavages and informal civic leadership patterns, elected officials have a strong tendency to seek a caretaker type of government in which policies have strong traditional-individualistic overtones. Such policies are designed to provide benefits without regard to income levels, rarely establishing distinct winners and losers” (Mattson and Burke, 1989, p. 401). In reality, this rarely occurs. The regulatory framework and the tax system of the municipality determine the extent of the revenue stream.

Residents, developers, and elected officials of older municipalities are sometimes hesitant to support infill development in a community because even with further commercial properties, they believe that the tax base will decrease. Residents oppose infill that will increase the density

and intensity levels within the municipality. Depending on the state, small and medium-sized municipalities do not always have the financial clout, tools, or experience with offering economic or tax incentives, which remains a stumbling block to attracting primary employers and residents back into the municipality. Authors of the *Infill and Redevelopment Handbook* (1999) suggest that finance and capital markets remain a barrier to the redevelopment and infill developer. Lenders perceive mixed-use projects appropriate to redevelopment and infill development as risky since similar projects cannot be compared. Also, developers are not producing residential properties based on what is needed or desired, but by the economic factors that play a part in the housing market. Lenders separate residential and commercial loans compounding the problems in developing infill development.

Researchers indicate that two of the biggest impediments to redevelopment and infill development include an individual's perception and bias towards a concept and how the local government relays the information to individuals (Mattson and Burke, 1989; Wheeler, 2002). Wheeler (2002) suggests that many associate residential density with large, impersonal apartment buildings, public housing projects, or physical environments like a downtown area. Mattson and Burke (1989) indicated that the few influential people control the flow of information and determine the extent of policy making within the municipality.

Approaches

Redevelopment and infill development are viewed as a comprehensive strategy for managing growth within a community (Wheeler, 2002; HDR, 2006; HDR, 2005). HDR (2006) indicates in the *Treasure Island Downtown Redevelopment Plan*, at the conceptual level, there are three general factors to consider when looking at the redevelopment potential of a community or district.

- **Location:** this includes issues associated with the physical and functional context, including local, regional and even super-regional influences.
- **Community:** this includes the social and cultural context. What are the demographic characteristics such as average age, household income, education levels, etc.? Is this a community with long-term roots, or one where most of the residents have arrived recently? Are there transformations occurring that have implications for future development?
- **Economics:** what is the financial context of the district in question? What are the real estate market factors at work? Is property inherently desirable and valuable, or is there more supply than demand? (HDR, 2006, p. 5)

The intersections of these factors help define some of the necessary elements of the potential redevelopment strategy.

- The intersection between Community and Economics helps define the demand for services and space.
- The intersection between Location and Economics provides insights into a potential redevelopment program.
- The intersection between Location and Community gives insights into the opportunities to define a unique and fitting Sense of Place for the particular situation (HDR, 2006, p. 5)

“Effective redevelopment balances the needs and characteristics of all three of these three factors” (HDR, 2006, p. 5). The authors of *Pinellas by Design* (2005) also suggest that redevelopment requires a coordinated effort between local governments, elected officials, citizens, and the public and private sectors. The authors of *Pinellas by Design* (2005) insist that local governments and agencies have to work together as individual and cooperative entities on a volunteer basis. Mattson and Burke (1989) insist that small towns lack the financial and institutional capacity to manage projects, and without resources to pursue policy planning, small municipalities would shun away from volunteer government programs.

Two plans demonstrate success in implementing redevelopment and infill development strategies. The Eastward Ho! Initiative encourages compact development and partnerships with all stakeholders. Within the Eastward Ho! Study Area, Delray Beach, Boca Raton, Hollywood,

Fort Lauderdale, and Miami initiated projects through public, public-private, or private partnerships. These municipalities successfully commenced projects by using a variety of financing methods. Municipalities used non-profit agencies, voter-approved bond issues, art grants, private funding, Community Development Block Grants (CDBG), HOME, housing bonds, and State Housing Initiative Plans (SHIP) to fund these projects. This initiative strives to go beyond residential redevelopment and to encourage various redevelopment strategies such as adaptive reuse, mixed use, commercial renovation, historic preservation, urban renewal, and downtown redevelopment.

The Smart Infill guidebook illustrates that a selection of San Francisco Bay Area cities continue to strive to encourage infill. Municipalities develop specific plans to act as building blocks to larger community redevelopment projects. The specific plans allow residents and businesses to take ownership of creating a neighborhood vision in connection with the citywide and regional plans. Emeryville and San Jose use mapping and other technologies to provide information about available infill parcels. The City of Mountain View rezoned certain parcels to encourage infill development by reducing the floor area ratio and reduce permitting processing timing. The cities of Millbrae and Oakland reduced fiscal disincentives by increasing infill development near transit stops and used urban design changes to aid current businesses to expand the tax base. The City of Albany hired consultants to develop urban design standards which include easy-to-understand graphics to illustrate these guidelines. According to Smart Infill (2002), such guidelines can speed up the review process and create greater certainty for developers about what is expected. Cities such as Cupertino, Fremont, Gilroy, Milpitas, Sunnyvale, Santa Clara, and San Carlos carried out pre-application reviews of development

projects to determine potential obstacles and identify important stakeholders in the community to be consulted.

“Since the trend toward higher densities and intensities will likely continue for the foreseeable future, it is vital that communities recognize and address this transition” (Pinellas County Economic Development & Pinellas Planning Council, 2005, 37). Wheeler (2002) suggests that local governments can play a central role in making infill happen. “Local officials can take the lead by creating Specific Plans for areas with infill potential, revising zoning and parking codes, adopting design guidelines, streamlining permitting processes, facilitating cleanup of contaminated sites, and coordinating involvement of neighbors and other local constituencies” (Wheeler, 2002, p. 3). One response by local planners and elected officials is to talk instead about ‘compact development,’ ‘smart growth,’ or ‘livable, walkable neighborhoods’...Another approach used around the country, pioneered by Rutgers professor Anton Nelessen, has been to conduct a ‘visual preference survey’ of local residents. People are shown images of typical low-density suburban development and other types of higher-density development, such as turn-of-the-century streetcar suburbs and well-designed infill projects. Most residents find they prefer somewhat higher density than found in recent suburbia because these include more attractive streetscapes, local shops and restaurants, and a greater diversity of housing choices” (Wheeler, 2002, p. 15).

Summary

All municipalities in Florida face challenges with the implementation of redevelopment and infill strategies. A plan is only as good as the effectiveness of implementing the objectives and policies successfully. The studies suggest that traditional individualistic behavior remains equally present in small, medium, and large communities that hamper innovative policy innovation and planning implementation strategies. The process of revitalizing individual

districts or whole communities consists of a multidimensional task. It is more than just the focus on redevelopment and infill itself, but it is the intersection of the location, community, and economic factors of a small to medium-sized built-out municipality that leads to an effective strategy. The municipality determines success by how the stakeholders (public sector, private sector, and civic sector) work together to achieve a common goal.

Municipalities face redevelopment and infill challenges with balancing state-mandated growth management requirements with the size, diversity, political will of the residents, and the economic resources of the municipality. Small municipalities in Florida face limited fiscal and institutional capacity based on broad regulatory and policy requirements, the quality of their staff, the use of partnerships, and their location in the state. The policies of small municipalities remain influenced by the few powerful people that control the political arena. Small municipalities experience spillover effects from larger urban areas. Small built-out municipalities face challenges from federal and state coastal high hazard requirements, density limitations, limited economic development and investment, limited housing supply, high land values, and mixed levels of public participation based on social and economic standards.

CHAPTER 3 METHODOLOGY

Introduction

This research uses case study methodology involving key information and a review of comprehensive plans to understand how redevelopment and infill strategies are used in small and medium-sized built-out communities in Florida. The case study methodology was chosen because it allows for the exploration of additional topics that contributed to a more comprehensive analysis of the topic being considered - redevelopment and infill development in small and medium-sized municipalities. “The case study is preferred in examining contemporary events, but when the relevant behaviors cannot be manipulated. Thus, the case study relies on many of the same techniques as history, but it adds two sources of evidence not usually included in the historian’s repertoire: direct observation and systematic interviewing. Again, although case studies and histories can overlap, the case study’s unique strength is its ability to deal with a full variety of evidence – documents, artifacts, interviews, and observations” (Yin, 1984, p. 19-20). This research involves several components with each case study. This process included: (1) selection of case studies; and (2) the development of case studies, which included a review of planning documents; key informant interviews with planning officials and elected officials; and elected officials; and observations.

The goal of this research is to understand how small and medium-sized built-out cities address the challenges of planning for redevelopment and infill strategies in their community.

Selection of Case Studies

The first step in selecting the case study was to identify the pool of likely cities. The state of Florida has 412 incorporated municipalities. Bureau of Economic and Business Research (BEBR) Florida Statistical Abstract provides 2005 population projections for all municipalities

in the state. The small and medium-sized municipalities are the focus of this study because they are generally large enough to have their own planning or building and zoning department, but they are small enough that they may not have enough staff to manage growth with more complex planning tools and techniques. Counties or cities with populations that were less than 5,000 were eliminated from the study. Then, cities with a population between 5,000 and 20,000 were identified. Next, the small and medium-sized cities were evaluated to determine if they were built-out. A municipality is classified as built-out where 85 percent of the land within the city limits is developed.

The initial search of built-out cities in Florida resulted in seventeen municipalities. These seventeen municipalities were located in all areas of the state of Florida, and were built-out due to either geographical or political boundaries. Many of the municipalities located in Miami-Dade County, in or near the Intercoastal Waterway, contained similar characteristics related to size and the amount of unincorporated land located in various areas near the city limits. Geographical Information Systems (GIS) data through Florida Geographical Data Library (FGDL) and online satellite mapping software provided further verification to whether each remaining municipality was located near unincorporated county land. Any city that was located near unincorporated land was automatically eliminated due to its ability to annex land into the municipality at a future time. As a result of finding small parcels of unincorporated land located near the city limits of these barrier islands, the number of built-out municipalities decreased from seventeen to thirteen.

The thirteen small and medium-sized incorporated municipalities were selected based on whether they are built-out and located on a barrier island, near natural features, or are in the middle of an urban area. The thirteen municipalities selected were Indian Rocks Beach, Treasure Island, St. Pete Beach, Sanibel, Marco Island, Key Biscayne, Pembroke Park, Wilton Manors,

Lighthouse Point, Neptune Beach, Atlantic Beach, Parker, and Valparaiso. The thirteen small and medium-sized incorporated municipalities are located in major metropolitan areas such as Panama City, Jacksonville, St. Petersburg, Fort Myers, Naples, Fort Lauderdale, and Miami. Please refer to figure 3-1 for a map of the location of these municipalities in Florida.

Municipalities were selected to represent a good balance of every region of the state with the exception that none of the built-out cities are located in the Orlando area.

In the process of contacting cities to verify contact information and mail out consent forms to planning professionals and elected officials to begin primary research, four additional municipalities were dropped. The municipalities of Lighthouse Point and Pembroke Park in Broward County do not have planning departments. Each municipality contracts with a consultant to create and manage all of their zoning and planning documentation. This consultant, who is used for both cities, would have required payment to be interviewed. Stated on the consent form, no payment would be issued to planning consultants, planning directors, or elected officials for participation in this study. Therefore, Lighthouse Point and Pembroke Park were dropped from the study. Building and planning professionals and elected officials, from the municipalities of Parker and Valparaiso, were contacted on numerous occasions to schedule phone or in-person interviews. After leaving several messages and receiving no responses, these two cities were also dropped from the study.

The elimination of these four communities adversely affected this research. The loss of Lighthouse Point and Pembroke Park are both located in the southeast part of the state which is well represented in the study. However, Parker and Valparaiso contain both geographical (waterbodies) and political boundaries (Elgin and Tynes Air Force Bases) and other issues such as height and density restrictions that are distinct compared to most municipalities in Florida.

These two cities were the only small to medium-sized built-out cities in the Panhandle region of Florida.

Development of Case Studies

Review of Planning Documents

Once the case study cities were selected, several sources of information were gathered for each city includes: (1) comprehensive plan; (2) EAR; (3) land development regulations; and (4) other planning documents. The review of the future land use and housing elements in the comprehensive planning documents were completed to understand the strategies employed by the city. The review of the future land use, transportation, and housing elements in the evaluation and appraisal report (EAR) were done to verify whether current comprehensive plan goals, objectives, and policies addressed redevelopment. The land development code was reviewed to determine whether municipalities updated their code to match their comprehensive plan. A variety of other planning documents were reviewed on a case-by-case basis.

Key Informative Interviews with Planning Officials and Elected Officials

Key informative interviews were conducted with the community development director, planning director, senior planner, the building and zoning department director, and elected officials. The interview process allowed for the planning professionals and elected officials to provide insight to whether the planning strategies listed in the comprehensive plan, evaluation and appraisal report, and the land development code reflected what is currently occurring in these municipalities. The questions covered the subjects of the municipality's preferred growth management strategy (redevelopment, infill, urban design changes, or all of the above), the level of job creation, the level of economic development and investment, the level of tax and economic incentives offered, and the level of public participation. Elected officials additionally were asked to provide their perspective on the challenges faced by their built-out municipality

and possible solutions, if available, to those challenges. In all but two case studies, the elected officials accepted the interview request. The mayor of Wilton Manors and the chair of the city council in Marco Island did not respond back to numerous emails requesting interviews.

The interviews of these two groups of key informants varied depending upon whether the interviewee was a planning or community development professional or an elected official. Interview questions for planning and community development directors and elected officials covered the subject areas of redevelopment and infill development, small and large scale comprehensive plan amendments, job creation, economic development and investment, incentives, and public participation. Comprehensive planning and growth management questions remained more akin to planning and community development directors, and business and public policy issues connected more with the elected officials. The planning and community development director interviews lasted anywhere from forty-five minutes to an hour and a half, and the elected official interviews lasted anywhere from fifteen to thirty minutes. The experience and accessibility of the planning professional and elected official, the political climate within the municipality, and the support of growth management and comprehensive planning within the municipality determined the length of the interview. Please refer to Appendix B for a complete list of interview questions asked to both planning and community development directors and elected officials.

Observation

The researcher visited each municipality and canvassed neighborhoods by foot and automobile to observe redevelopment and infill activity. Prime elements of each municipality were photographed, and select photographs were included in this document.

Analysis of Case Studies

The researcher reviewed the comprehensive plan and the EAR, if available; to identify goals, objectives, and policies in the future land use and housing elements related to redevelopment, infill, density limitations, and coastal high hazard area requirements. The EAR provided analysis of whether redevelopment and infill strategies were mentioned and whether the objectives and policies were completed or remain on-going issues. The EAR also provided an evaluation of whether the land development regulations were consistent with the objectives and policies listed in the comprehensive plan.

Once all interviews were conducted, the findings were placed in individual matrixes based on each subject area to determine whether there were more similarities or differences between each municipality. The results of each interview were also compared to the comprehensive plan, if available; evaluation and appraisal report, if available; and the land development code of each case study. The comprehensive plans, evaluation and appraisal reports, and land development code addressed the subject area of redevelopment and infill development extensively, but the subject areas of job creation, economic development, and incentives remained barely mentioned at all in the above government documents. The location, fiscal capacity, and institutional capacity of each municipality played a part in whether redevelopment and infill development were supported by the local government or whether the private sector took the lead. Please refer to the Findings chapter to view the results of the planning and community development director and elected official interviews as well as view data from comprehensive plans and evaluation and appraisal reports.

Summary

The researcher selected nine case studies out of seventeen built-out municipalities. These municipalities represent all but one region of the state (excluding the Panhandle) and the special

characteristics associated with each region. The researcher developed the case studies through the review of planning documents, conducting interviews with key informants, and observing municipalities through visits. Planning documents including the comprehensive plan, EAR, and land development regulations were completed and analyzed. Interviews with community development directors, planning directors, senior planners, and building and zoning directors, and elected officials were conducted and analyzed to understand the municipality's infill and redevelopment strategies.

Maps



Figure 3-1. Location of original 13 case studies. [Due to the close proximity of Atlantic Beach and Neptune Beach to each other in northeast Florida, only one red marker is shown to represent both cities. Map provided by Google Earth, © 2007.]

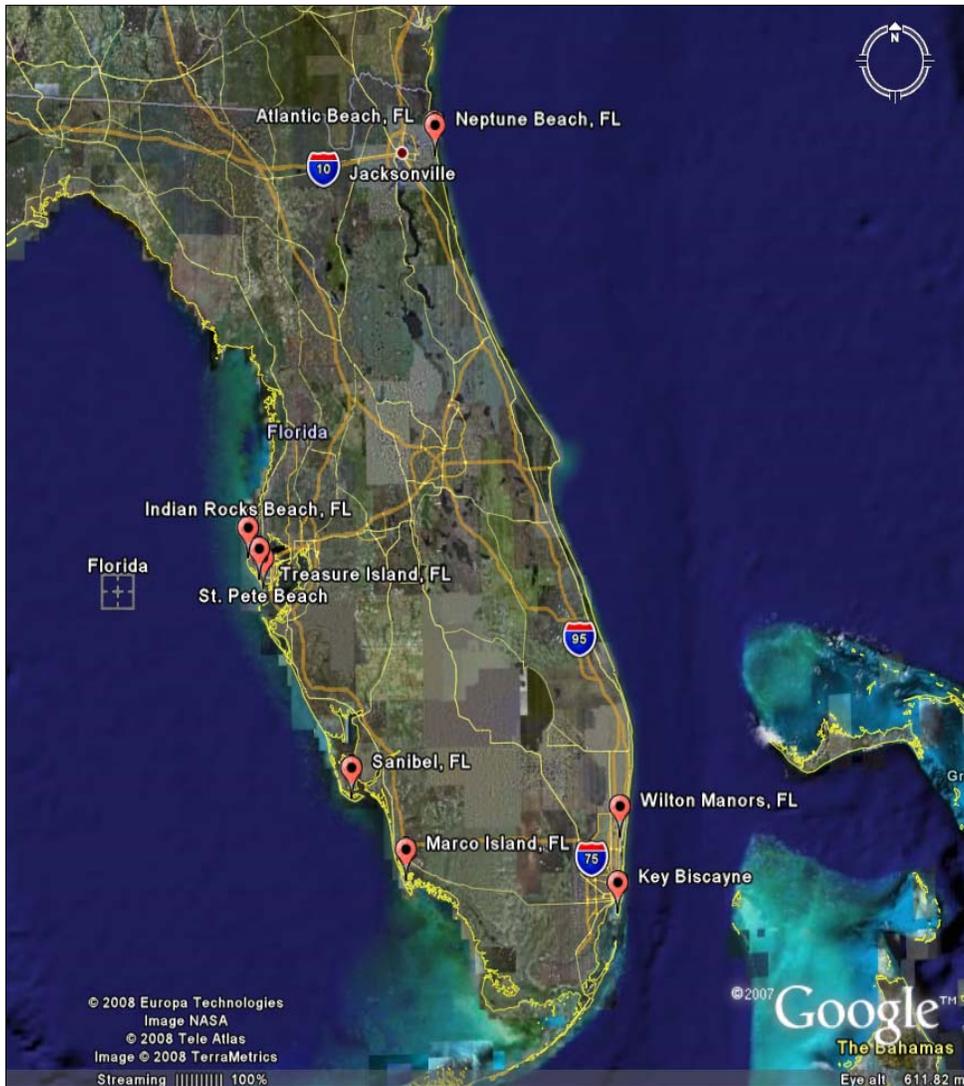


Figure 3-2. Location of 9 case studies. [Due to the close proximity of Atlantic Beach and Neptune Beach to each other in northeast Florida, only one red marker is shown to represent both cities. Map provided by Google Earth, © 2007.]

CHAPTER 4 FINDINGS

Introduction

This section provides the results of three different sets of analysis of each of the nine case study cities: (1) a summary of characteristics of the population; (2) a comparison and contrast of planning documents and interview results; and (3) a summary of the findings. The established sources present findings to determine whether patterns exist between demographics, community characteristics, and the initiation of redevelopment and infill development by the public sector. In addition, the Findings section provides interview findings from planning professionals and elected officials to confirm whether small and medium-sized built out municipality case studies implement redevelopment and infill development strategies.

City Profiles

The nine small and medium-sized built-out municipalities consist of eight coastal built-out municipalities and one inland built-out municipality. Each case study incorporated based on support from residents and business owners to set strategies to adequately plan for the future. Atlantic Beach and Neptune Beach incorporated in the 1920s and 1930s; Indian Rocks Beach, St. Pete Beach, Treasure Island, and Wilton Manors incorporated in the 1940s and 1950s; Sanibel incorporated in the 1970s; and Key Biscayne and Marco Island incorporated in the 1990s. The municipality's history and government structure determines the political climate and the policy making abilities of the built-out municipality.

Atlantic Beach and Neptune Beach, located in Duval County and the northeast region, share a border and have the Atlantic Ocean as their eastern border and the Intercoastal Waterway as their western border. The Village of Key Biscayne, located in Miami-Dade County and the southeast region, shares a northern border with Crandon Park and a southern border with Bill

Baggs Cape Florida State Park. The Atlantic Ocean is their eastern border, and Biscayne Bay is their western border. Wilton Manors, located in Broward County and the southeast region, was nicknamed “The Island City.” Although Wilton Manors is an inland municipality surrounded by the larger municipalities of Fort Lauderdale and Oakland Park, the city developed this nickname due to the delineation of the north and south forks of the Middle River as their city limits. Marco Island, located in Collier County and the southwest region, has the largest population of all the case study built-out municipalities. Sanibel, located in Lee County and the southwest region, is a crescent-shaped island that has a conservation area over sixty percent of the island. Sanibel borders the Pine Island Sound on the north, the Gulf of Mexico on the south and west, and Fort Myers Beach on the east. Indian Rocks Beach, St. Pete Beach, and Treasure Island, located in Pinellas County and the west central region, share a western border with the Gulf of Mexico and either shares an eastern border with Clearwater Harbor or Boca Ciega Bay.

Demographics

Population

The nine case study municipalities have populations between 5,000 and 20,000. According to the Bureau of Economic and Business Research’s (BEBR) 2006 Florida Statistical Abstract, all but two case studies gained in population between the 2000 and 2005. Of the nine case studies, Key Biscayne generated the largest gain in population with 918 people or 8.03% of the population. Other case studies such as Marco Island and Atlantic Beach generated the second and third largest increase in population at 768 and 711 people, respectively. Marco Island has the largest population of the nine case studies. Atlantic Beach remains a popular coastal community for families and military personnel working in Mayport and Jacksonville.

Unlike Key Biscayne, Marco Island, and Atlantic Beach which gained in population, Wilton Manors lost population between 1980 and 1989. Corresponding with the decrease in

population in Wilton Manors, residents increasingly moved into the unincorporated areas of Broward Counties during this time period.

The Jacksonville Metropolitan Area saw the largest increase in population between 1980 and 1989 in both Atlantic Beach and Neptune Beach. Atlantic Beach and Neptune Beach saw moderate population growth between 1990 and 1999.

The three case studies in Pinellas County (Indian Rocks Beach, Treasure Island, and St. Pete Beach) varied in their population growth. Indian Rocks Beach saw moderate population growth between 1980 and 1989, but saw significant population growth between 1990 and 1999. Treasure Island saw significant population growth between 1980 and 1989, but that growth tapered off significantly between 1990 and 1999. St. Pete Beach decreased in population between 1980 and 1989, but they experienced moderate population growth between 1990 and 1999. Pinellas County is 90 percent built-out, and these three case studies are located on barrier islands in a coastal high hazard area. Indian Rocks Beach, Treasure Island, and St. Pete Beach have minimal vacant land available and due to the federal and state regulations related to coastal high hazard areas, these three cities have been unable to increase density and intensity levels. The market conditions influence the decisions being made on how, where, and when redevelopment and infill development is initiated and implemented on the barrier islands in Pinellas County. For further details on each case study's population change, please refer to table 4-3 in the Findings section.

Predominant Age Group

Case studies located in the southeast, northeast, and west central regions contained the predominant age group of 25 to 44. The second and third highest concentration of age groups varied among the case studies. Refer to tables 4-4 through 4-8 in the Findings section to view each case study and their predominant age group.

Based on the United States Census, the municipalities of Key Biscayne, Wilton Manors, and Neptune Beach have a large number of children between the ages of 5 and 17. These findings correspond with lower median ages which are shown in the United States Census data. Based on the 1980 and 2000 United States Census, Key Biscayne, Wilton Manors, and Neptune Beach have residents with a median age near 40 years. Although the median age of residents increased in Neptune Beach between 1980 and 2000, Key Biscayne and Wilton Manors maintained the same median age over that same twenty year period. Another result worth noting remains that despite the considerable number of school age children located in Neptune Beach, another case study, Atlantic Beach, a built-out municipality located directly north of Neptune Beach, does not have a large number of school aged children.

Unlike the northeast, southeast, and west central regions, the predominant age group in the southwest region, which contains Marco Island and Sanibel, remains 65 to 74 years. Retirees and high income individuals purchase second or third homes in southwest Florida. Neither city is located near a larger metropolitan area such as Jacksonville, Miami, Fort Lauderdale, Tampa, or St. Petersburg. The predominant employment remains hospitality and tourism for residents of these municipalities. Whereas Sanibel promotes itself strictly as an exclusive residential and tourist destination for nature lovers, Marco Island promotes itself both as a family and exclusive tourist destination. As a result, Marco Island's second largest predominant age group consists of 25 to 44 year residents.

Predominant Housing Types

Viewing the 1990 and 2000 United States Census, the built-out municipalities predominant housing type remained the same. Atlantic Beach, Indian Rocks Beach, Neptune Beach, and Sanibel continue to be dominated by 1-unit, detached housing. The housing type changed in Treasure Island and Wilton Manors. Treasure Island's predominant housing type was 1-unit,

detached housing units in 1990. Over the next ten years, the housing increasingly became structures with 10 units. These changes do not take into account post-redevelopment resulting from severe hurricane damage in 2004 and 2005 and changing development trends from the housing boom between 2001 and 2006. In contrast, Wilton Manors made transitioned from structures with 10 units or more to single unit, detached housing. Between 2001 and 2006, Wilton Manors continued to build its traditional pattern of structures with 10 or more units. In all of the case study areas, except Wilton Manors, the municipality is located in a coastal high hazard area, which prevents these municipalities from building structures that are beyond federal building height limits of four to five stories or 50 to 60 feet.

Key Biscayne, Marco Island, and St. Pete Beach strive to build structures with 10 units or more. It is difficult to make a correlation between the predominant housing types, the median age of residents, and the predominant age of residents because personal preferences such as marital status, income, and physical capabilities play a part in the collective effect of individual decision-making. Refer to tables 4-11 through 4-15 for a summary of the characteristics of housing in the case study municipalities.

Predominant Commuting Method to Work

Not surprisingly, the predominant commuting method to work in all case study municipalities and the state were cars, truck, or van. According to the 1990 United States Census, Neptune Beach and Wilton Manors showed the highest use of public transportation at 2.21% and 2.66%, respectively. Key Biscayne and Sanibel showed the highest use of walking to work or working from home at 11.53% and 14.45%, respectively. According to the 2000 United States Census, Atlantic Beach and Wilton Manors residents increased their public transportation usage to 2.28% and 4.17%, respectively. Sanibel and St. Pete Beach showed the highest use of walking to work at 3.72% and 5.52%, respectively. Indian Rocks Beach and Sanibel showed the

highest levels of working from home at 10.81% and 13.00%, respectively. Comparing the use of public transportation and walking as the preferred commuting method between 1980 and 1989, Atlantic Beach has one of the lowest counts of residents walking or working at home at 4.34%, but Sanibel has the lowest percentage of residents using public transportation to commute to work at 0.42%. Between 1990 and 1999, Treasure Island residents used public transportation the least at 0.00%, and Neptune Beach residents walked to work (0.22%) and worked from home (1.77%) the least.

Counties establish limited mass-transit services on the barrier islands based on demand for those services. Pinellas Suncoast Transit Authority (PSTA) established the Suncoast Beach Trolley to provide transit services for residents and tourists along the Pinellas County barrier islands. The Suncoast Beach Trolley provides limited services off of the barrier islands and does not serve as a primary transportation option for residents. PSTA provides bus service in mainland municipalities but as of the current day, PSTA does not provide bus service in the beach communities. These users would need regional destinations. Although Indian Rocks Beach, St. Pete Beach, and Treasure Island contain the same level of public transportation access, Treasure Island shows no public transportation activity where Indian Rocks Beach and St. Pete Beach show moderate signs of public transportation usage.

Miami-Dade County maintains a toll plaza at the entrance of the causeway leading to Key Biscayne which could limit the use of public transportation. The county provides bus access between the island and various government, education, and business centers in the City of Miami. Key Biscayne residents and business owners use public transportation and walking as their preferred commuting method more than the Pinellas County case study municipalities.

Like Key Biscayne, Sanibel also has a toll plaza at the entrance of the causeway leading to the island, and public transportation and walking remain the least used commuting methods. The City of Sanibel does not offer public transportation options but provide bicycle and walking paths as alternatives to automobile travel throughout the island. Marco Island does not require a toll payment to access the island, but it also suffers from the same commuting issues as Sanibel. Refer to tables 4-16 through 4-19 in the Findings section to view each case study and their predominant commuting method to work.

Predominant Industry

The predominant industry in each of the nine small and medium-sized built-out municipality varies by region. In northeast Florida, Atlantic Beach and Neptune Beach host professional, scientific, and technical services industries. In southeast Florida, Key Biscayne hosts professional, scientific, and technical services industries, but Wilton Manors is dominated by the retail trade industry. In southwest Florida, Sanibel and Marco Island also prefer the retail trade. In west central Florida, Indian Rocks Beach, St. Pete Beach, and Treasure Island accommodation and food services are the dominant industries. Refer to tables 4-14 and 4-15 in the Findings section for the predominant industry for each case study.

Planning Documents and Interview Results

Background

The state of Florida's Growth Management Act requires all municipalities to have a comprehensive plan that includes goals, objectives, and policies for that municipality to adequately manage growth. These goals, objectives, and policies are required in the mandatory elements of the plan including future land use, transportation, and housing. The Growth Management Act dictates that an evaluation and appraisal report (EAR) needs to be generated every seven years to assess whether growth management has been successful or is failing in a

particular area. Municipalities use recommendations in the EAR to update their comprehensive plan as well as their land development codes. The following are the findings of whether each case study's comprehensive plan and EAR contain goals, objectives, and policies that refer to redevelopment and infill development specifically. The interviews with planners and elected officials provide support for the positions of the city's comprehensive plan and its implementation. The comprehensive plan does not dictate implementation procedures. To review whether the goals, objectives, or policies have been successful, please refer to Appendix A.

According to the planning professionals and elected officials, the dominant industry, in each case study, is based on the availability of vacant land, the proximity to larger urban areas, the predominant age of the municipality, the predominant age of the residents, and whether the municipality is a bedroom community or close to a commercial or industrial area.

Atlantic Beach

According to the Atlantic Beach comprehensive plan introduction (2004), Atlantic Beach adopted its original Comprehensive Plan in 1990. The municipality submitted its first EAR in 1997, but DCA found Atlantic Beach's EAR insufficient in meeting the requirements of section 163.3191 (evaluation and appraisal of comprehensive plan), Florida Statutes. The city revised the EAR and resubmitted the document in 2003, and DCA found the resubmitted EAR to be sufficient. Atlantic Beach updated their comprehensive plan in 2004 to incorporate the changes reflected in the EAR.

Atlantic Beach set Goal A.1 in the Future Land Use Elements to manage growth and redevelopment in the following manners:

- (1) encourages, creates and maintains a healthy and aesthetically pleasing built environment;
- (2) avoids blighted influences;
- (3) preserves and enhances coastal, environmental, natural, historic, and cultural resources;
- (4) maintains the City's distinct residential community character;
- (5) provides for reasonable public safety and security

from hazardous conditions associated with coastal locations; and (6) that provides public services and facilities in a timely and cost effective manner (Atlantic Beach, 2004).

Atlantic Beach's building and zoning department created objectives and policies that encourage redevelopment and infill through urban design changes and the preservation of the natural and built environments. Redevelopment and infill will remain residential in nature and building heights will not exceed thirty-five (35) feet. According to Policy A.1.10 in the comprehensive plan, the planning professionals and elected officials believe that "the city shall continue to maintain a development character, which is compact in form, orderly in its land use pattern, and diversified in its makeup so as to ensure employment opportunities, affordable housing, a pleasant living environment, and cost-effective public service" (Atlantic Beach, 2004). The comprehensive plan (2004) stresses that the City shall encourage the clustering of land uses only in areas that contain the appropriate level of infrastructure along the Mayport Road (AIA) commercial corridor. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in Atlantic Beach.

Sonya Duerr (2007), the Community Development Director, and John Meserve, Mayor, provided insight to whether redevelopment and infill strategies in the comprehensive plan are actually being followed in the municipality. Although Ms. Duerr confirmed that Atlantic Beach follows a collective planning strategy with redevelopment, infill, and urban design changes, Mr. Meserve asserted that infill was Atlantic Beach's preferred planning strategy. Ms. Duerr and Mr. Meserve confirmed that the city encourages commercial redevelopment to occur along the Mayport Road (AIA) corridor, With limited land zoned for commercial uses in Atlantic Beach, Mr. Meserve stated that it will be difficult to provide employment opportunities and affordable housing that are able to be offered in nearby larger urban areas (J. Meserve, personal communication, December 17).

No additional economic development is encouraged or sought out by Atlantic Beach despite the challenges of decreasing tax revenue due to state regulations. Atlantic Beach remains a predominantly residential municipality with over 90 percent of the available land occupied by single-family and some multi-family units. City officials confirm that “Atlantic Beach does not contain the tools or the tax authority to encourage redevelopment in the residential neighborhoods or provide incentives to pursue alternative development patterns” (S. Duerr and J. Meserve, personal communication, December 7, 2007 and December 17, 2007). The private sector and private property owners handle the cost for residential redevelopment. Both confirm that issues with the teardown of smaller existing and outdated housing stock and their conversion into larger structures goes against the land development regulations and Future Land Use Policy A.1.10 which strive for compact development and orderly land use patterns (Atlantic Beach, 2007).

The building and zoning department initiated a study after the 2003 EAR was accepted by DCA to determine whether the land development regulations are currently sufficient or need to be updated based on new goals, objectives, and policies. Ms Duerr (2007) stated that Atlantic Beach’s land development regulations lacked the necessary regulations to discourage private property owners from building larger structures on smaller lots. She also stated that the building of larger structures went against the preferred community residential preference of low density single-family homes and strained current infrastructure levels of service.

In Future Land Use Policy A.1.5.5, the building height and density limitations were created in the land development code based on residential preference and federal and state coastal high hazard regulations. Both individuals confirm that Atlantic Beach represents a

residential hamlet that supports the working class from the larger Jacksonville Metropolitan Area.

Ms. Duerr and Mr. Meserve (2007) believe that their comprehensive plan and land development regulations adequately support the residential and commercial redevelopment and infill despite the limited tax revenue present in Atlantic Beach. Ms. Duerr (2007) confirmed that Atlantic Beach updated their land development regulations in 2004 when elected officials, residents, and building and zoning professionals felt that the regulations did not adequately prepare the City for redevelopment pressures felt by the market. Public participation in growth management issues remains high, and limited density continues to be encouraged based on federal and state hazard mitigation standards and residential preference.

Indian Rocks Beach

Indian Rocks Beach last updated their comprehensive plan in 1999. Indian Rocks Beach submitted an EAR to the Department of Community Affairs, and the EAR was approved on October 10, 2006. The EAR encourages redevelopment as a land development strategy and places special emphasis on infill, reuse, and revitalization. Incentives will be supported for infill and mixed use development and disincentives will be applied to single-family residential construction. Stated in the Future Land Use Element, the planned unit development (PUD) land use could serve as an effective tool to promote infill development and redevelopment as well as encourage mixed-use developments. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in Indian Rocks Beach.

The subject of density remains a contentious issue in Indian Rocks Beach, although Bill Ockunzzi (2007), Indian Rocks Beach's mayor, views the issue of increased density as under control. As in many communities, the teardown of older smaller residential structures with new larger residential structures remains an issue. The EAR suggests changing Future Land Use

Element (FLUE) Objective 1.4 to stress that the City of Indian Rocks Beach should create disincentives for single uses in a mixed-use land use category. This change conflicts with what Danny Taylor, Planning Director, stated regarding desired density limits, building heights, and the use of mixed-use development. Residents desire to keep density limits as low as possible and reduce building heights from three floors to two floors. Based on the EAR's findings, Indian Rocks Beach manages to keep the floor area ratio and intensity limits within reasonable state levels. Mixed-use development is encouraged by business owners, but residents provide limited support. Businesses are leaving, and hotels are closing. Indian Rocks Beach lacks the tools to provide both economic and tax incentives towards mixed-use development which discourages its use.

Similar to mixed-use development, the City includes objectives and policies regarding the encouragement of redevelopment. FLUE Objective 1.5 (redevelopment) states that "The enhancement and protection of the city's existing character shall be achieved through redevelopment which ensures an orderly and aesthetic mixture of land uses" (Indian Rocks Beach, 1999). Bill Ockunzzi confirms that residents are concerned about community aesthetics and put a strong emphasis on urban design changes instead of redevelopment (B. Ockunzzi, personal communication, January 10, 2008). Both his and the residents' views contradict what is stated in FLUE Objective 1.5. To counteract the issue of aesthetics in Indian Rocks Beach, the City approved a design ordinance. Since the design ordinance was passed recently, both the planning director and mayor feel it is too early to judge its success.

The EAR recommends that the City evaluate the role of redevelopment as a land development strategy and connect that strategy with the vision for town character and identity. Both Danny Taylor, the Planning Director, and Bill Ockunzzi, the Mayor, concur with the EAR

that Indian Rocks Beach needs to focus more on a community vision that encourages a small town feel with a sense of place (D. Taylor and B. Ockunzzi, personal communication, December 18, 2007 and January 10, 2008).

Although the EAR recommends the clustering of commercial entities, both Danny Taylor and Bill Ockunzzi confirm that Indian Rocks Beach is losing businesses to high land values and limited vacant land. Increasing tax revenue remains a priority, but residents prefer to keep property taxes low (D. Taylor and B. Ockunzzi, personal communication, December 18, 2007 and January 10, 2008). Bill Ockunzzi (2007) stated that the City prefers to maintain the commercial and retail entities within Indian Rocks Beach and do not support economic development and investment. Both individuals confirmed that job creation is little to none, and one of the biggest challenges remains that Indian Rocks Beach is transforming into a low density residential community with limited tax revenue to support infrastructure updates.

Key Biscayne

The village was incorporated in 1991, and the Village of Key Biscayne Master Plan was adopted on September 12, 1995 and accepted by the Department of Community Affairs on October 20, 1995. The Village of Key Biscayne began to prepare their first evaluation and appraisal report (EAR), the 2020 Vision Plan/Evaluation and Appraisal Report, in 2005 and adopted the first prepared EAR in 2006. The Village of Key Biscayne added further updates in 2007.

The first comprehensive plan for Key Biscayne was approved in 1995. As stated in the comprehensive plan (Key Biscayne, 1995), the type of land uses that were present in Key Biscayne were not an issue but how development was occurring caused serious concerns. Jud Kurlancheek stated that the Village does not need to encourage redevelopment since it occurs on its own (J. Kurlancheek, personal communication, 2007). The private sector and private

homeowners initiated residential redevelopment throughout the Village. Based on conversations with the mayor and building, zoning, and planning director in Key Biscayne, residents and elected officials support keeping density development levels as low as possible (J. Kulancheek and R. Vernon, personal communication, December 12, 2007 and January 24, 2008). According to the mayor and the building, zoning, and planning director, the apartment buildings were converted into condominiums, and the floor area ratio of the new condominiums expanded without increasing the amount of the population (J. Kulancheek and R. Vernon, personal communication, December 12, 2007 and January 24, 2008).

According to the EAR, teardowns were a serious problem, and the aesthetics of the newer structures did not match well with the community's vision or with the surrounding structures in particular neighborhoods and adjacent areas. Teardowns continued to be an issue in Key Biscayne due to market forces at play and the desirability of the location of the Village (WRT, 2006). Both Jud Kurlancheek (2007) and Robert Vernon (2008) confirmed that the teardowns caused the amount of housing stock to stay constant but increased the population. The objectives and policies in the comprehensive plan created by the citizens and local government stressed that setback, height, and minimum pervious area and other bulk controls would be encouraged and strictly enforced through the land development regulations to combat the issue of teardowns.

Between 1995 and 2006 the following current and projected conditions were reflected in the Village of Key Biscayne.

- While Key Biscayne is an area of moderate population growth in comparison to other municipalities in Miami-Dade County, its growth rate is dropping and its population is predicted to level by 2010 according to Miami-Dade County projections.
- The percentage of people over the age of 65 has dropped over the past decade as the number of family households with children under the age of 18 has grown...
- No land has been annexed, no land is available for annexation, and no vacant lots remain in Key Biscayne. Future growth will occur in the form of redevelopment. The

composition of the Village will continue to evolve and as older housing stock is knocked down and replaced by larger dwelling units, a trend that is evident today and likely to continue until around 2047.

- All new construction and redevelopment since 1995 has occurred in accordance with the Future Land Use Map and complies with FEMA and Coastal High Hazard Area regulations. (WRT, 2006, p. 14)

The lack of vacant land in the Village of Key Biscayne leads to a lack of economic development and investment. As stated Robert Vernon, “the lack of commercial activity remains a challenge to the Village and difficult to resolve” (J. Vernon, personal communication, January 24, 2008). Without available vacant land, the Village will rely on supporting its existing commercial and retail activity. As an alternative solution, Jud Kurlancheek stated that “the Village attempts to use alternative funding sources from the public and private sectors to minimize the cost to residents of infrastructure, development, and redevelopment projects” (Kurlancheek, personal communication, 2007).

The Village of Key Biscayne continues to implement recommendations set forth in their most recent EAR. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill in Key Biscayne.

Marco Island

The island was originally incorporated as Collier City in the 1920s, but the municipality de-incorporated at a later time. Incorporated in 1997, Marco Island is the largest and most northern of Florida's Ten Thousand Islands (located in southwest Florida) at 24 square miles. It has a mix of single family homes and high rise condominiums. The island was developed by the Deltona Corporation in the 1960s. Founded by the Mackle Family, the Deltona Corporation gained national notoriety for Marco Island's success as a project. Although some of the homes on Marco Island are considered "inland" because they are not directly on the water, most single family homes are directly on a canal or waterway and have their own boat docks with boat lifts.

Marco Island submitted its first comprehensive plan in 2001 and its first EAR in 2005. Their EAR stressed that Marco Island is involved in two types of redevelopment: redevelopment of individual properties and structures and large scale projects that influence community-wide redevelopment. Marco Island's residents remain concerned about the built environment and support density and intensity limitations. The EAR suggests that mixed use development is encouraged, but the Marco Island Master Plan and the land development code do not fully define and provide clear guidelines to how mixed-use projects will be reviewed and approved (Marco Island, 2005). Marco Island continues to implement the objectives and policies related to redevelopment and infill development. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in Marco Island.

Confirming the EAR analysis on redevelopment, Marco Island encourages redevelopment that focuses on individual properties and structures and large scale projects. Contradicting the original comprehensive plan data and analysis, the City does not involve themselves with redevelopment, but they allow the private sector and individual property owners to initiate the process. Although the City is not involved with redevelopment directly, they recently co-funded public works projects to improve circulation on North and South Collier Boulevard. The City continuously reviews and updates the land development code to handle the issues of redevelopment, mixed used development, rezoning, and commercial space.

Density is not a contentious issue in Marco Island. Although the comprehensive plan and the EAR state that mixed-use development and land uses are encouraged, mixed-use development remains limited. Based on observation, low density residential remains the preferred land use. Based on the EAR, Marco Island prefers to use overlay and zoning districts to be consistent with the community's vision of a small, tropical town (Marco Island, 2005). Marco

Island restricts commercial development, and except for attracting companies in the tourist and hospitality industries, economic development and investment is not encouraged outside of the real estate market.

Neptune Beach

The city was originally part of Jacksonville Beach but seceded and incorporated as Neptune Beach in 1931. When the majority of communities in Duval County consolidated with Jacksonville, Florida in 1968, Neptune Beach, Jacksonville Beach, Atlantic Beach, and Baldwin, Florida, remained quasi-independent. Like the other municipalities, Neptune Beach maintains its own municipal government but its residents vote in the Jacksonville mayoral election and have representation on the Jacksonville city council.

Neptune Beach has not updated its comprehensive plan since 1990. Due to a lack of financial resources, unfunded mandates, and residential apathy, there have been very few attempts to reevaluate the comprehensive plan to verify whether it is adequate to meet the community's needs (H. Pruette, personal communication, December 22, 2007). An EAR was created in the late 1990s and sent to the Department of Community Affairs (DCA) for review. DCA did not find the EAR sufficient, but the City of Neptune Beach never submitted the requested revisions. As a result, the City of Neptune Beach was declared non-compliant by DCA and is not allowed to prepare a new EAR until 2009.

Neptune Beach does not reference redevelopment or infill strategies in their comprehensive plan. According to Amanda Askew, Director of Community Development, the residents remain supportive of the growth management process but the City does not have the tools or the financial capacity to promote or encourage redevelopment (A. Askew, personal communication, December 7, 2007). Harriett Pruette, vice mayor, confirmed this assertion and added that the lack of commercial properties in Neptune Beach contributes to its lack of tax revenue, which makes

initiating any project difficult (H. Pruette, personal communication, December 22, 2007).

Neptune Beach has no ordinances to attract redevelopment. Private developers and property owners must follow outdated land development code. Since the comprehensive plan has not been updated since 1990, the land development regulations do not match the goals, objectives, and policies of the comprehensive plan (A. Askew, personal communication, December 7, 2007).

Amanda Askew (2007) stated that this disconnect creates conflicts between residents, business owners, and elected officials. Related to the land development regulations, if the property is not up to code due to a health or blight issue, the city will step in and complete redevelopment on that property or group of properties.

Sanibel

The city was formed in 1974 as a direct result of the main causeway being built in 1963 to replace the ferry between Sanibel Island and Ft. Myers. Rampant construction and development occurred afterward. The municipality remains predominantly a conservation and preservation area with sixty percent of the island zoned for conservation. The zoning and land use is based on low density and intensity standards. The only buildings above two to three stories now on the barrier island were built during the first few years after its incorporation.

Sanibel recently updated their comprehensive plan known as “The Sanibel Plan.” Sanibel’s comprehensive plan is distinct compared to most municipalities in Florida. Sanibel focuses on density and intensity. From their incorporation as a municipality in 1974 through the passing of the Growth Management Act in 1985 and into the current day, Robert Duffy, Planning Director, stated that the public supports the strict management of low density and intensity levels to match the City’s vision of retaining and embracing the quality of sanctuary (R. Duffy, personal communication, November 30, 2007). On the ground, residential redevelopment and infill activity reflects the objectives and policies listed in the Sanibel Plan, the land development codes

currently on file, and the assessment by the planning director, Robert Duffy, and mayor, Mick Denham.

Residents support the use of the current development patterns, but businesses seek more flexible development patterns to encourage the creation of innovative tax revenue sources (M. Denham, personal communication, January 30, 2008). Property taxes remain the main source of revenue for Sanibel. Robert Duffy stated that tax revenue has decreased on Sanibel which prevents the City from initiating redevelopment (R. Duffy, personal communication, November 30, 2007). Currently, the City cannot offer incentives due to limited institutional capacity. The lack of property tax revenue has affected the ability for the island to provide and maintain services to its resident (M. Denham, personal communication, January 30, 2008).

To counteract decreasing levels of tax revenue, the City of Sanibel is pursuing a Redevelopment Planning Work Program to evaluate how redevelopment is conducted following a natural disaster, and whether the redevelopment of nonconforming or functionally obsolete properties follow the Sanibel Plan and current land development codes (R. Duffy, personal communication, November 30, 2007). Once the analysis has been completed, then it might be necessary to amend the land development codes. According to the Sanibel Plan, commercial redevelopment and development is discouraged when it commercializes natural resources. Incentives and disincentives will be incorporated into the land development regulations where commercial development is created in clusters instead of in separate zoning districts. The Periwinkle Way business area and the Town Center remain the focus areas for maintaining but not increasing retail or commercial development based on current land uses. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in Sanibel.

St. Pete Beach

St. Pete Beach was formed from the towns of Pass-a-Grille, Don CeSar, Belle Vista, St. Petersburg Beach and unincorporated Pinellas County (St. Pete Beach, 2007). At the time of its incorporation in 1957, its name was St. Petersburg Beach. On March 9, 1994, locals voted to officially change the name to St. Pete Beach to distinguish it from the City of St. Petersburg, which is located a few miles to the east.

The EAR identifies the issues that currently affect St. Pete Beach from pursuing successful redevelopment strategies. Due to political infighting within the municipality, comprehensive plan amendments (St. Pete Beach, 2006) created in 2006 to establish community redevelopment districts were voted down by a small margin in a community-wide referendum. Political infighting resulting from this public referendum caused different factions of the population to pursue litigation. Attempts have been made to pass the Community Redevelopment Plan, but they continue to be unsuccessful. Ward Friszolosky confirmed the EAR's analysis that suggests resident perspectives towards redevelopment remain mixed due to a resident's position toward change (W. Friszolosky, personal communication, January 10, 2008). Some residents and business owners embrace change to encourage development that would provide alternative revenue sources for the City. Other residents prefer to maintain the current development patterns in St. Pete Beach.

Karl Holley, Director of Community Development, explained that written into the city charter, regulations state that all comprehensive plan amendments must be put up for a voter referendum (K. Holley, personal communication, December 19, 2007). Even with the political infighting among groups, the majority of the public remains supportive of using the public referendum process (K. Holley, personal communication, December 19, 2007). Save Our Little Village (SOLV) is a group that wanted development and encouraged the public to change the

public referendum process to decrease the impediments to change. SOLV supported the 2006 comprehensive plan amendments that would have created the community redevelopment districts.

St. Pete Beach's current evaluation and appraisal report recommends that St. Pete Beach develop a comprehensive community development approach to look further at these issues (St. Pete Beach, 2007). To understand what the community desires, likes, and dislikes, another recommendation includes creating a visioning process to allow the City to make informed decisions regarding the land use regulations needed to implement and facilitate redevelopment. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in St. Pete Beach.

Treasure Island

Treasure Island last updated their comprehensive plan in 1999. Treasure Island is currently working on their EAR and is planning to submit the document to DCA later on this year. Treasure Island developed as part of same land boom that affected nearby St. Pete Beach in the early 20th century and became a famous tourist destination. Treasure Island became famous when two landowners buried wooden treasure cases on the beach and received immense notoriety when it was first said that these wooden treasure cases contained gold (Treasure Island, 1999). Treasure Island has a mix of single-family homes, condominiums, and hotels.

The Treasure Island comprehensive plan contains one objective that addresses redevelopment. Objective 1.5 states that "The City of Treasure Island shall encourage redevelopment and ensure that it is compatible with the existing character in order to achieve an orderly and aesthetic mixture of land uses" (Treasure Island, 1999). Although policy 1.5.1 states that the city shall encourage opportunities for the redevelopment or rehabilitation of existing commercial areas or uses, Lynn Rosetti, Senior Planner, explained that the private sector initiates

redevelopment opportunities in Treasure Island (L. Rosetti, personal communication, December 18, 2007). She also explained that residential redevelopment does not occur solely for economic reasons.

The Federal Emergency Management Agency (FEMA) has been driving force behind redevelopment in coastal areas. Residents are rehabilitating and remodeling their properties and structures in order to meet FEMA coastal high hazard area standards. Residents pursue remodeling since there is no waiting period between permits (L. Rosetti, personal communication, December 18, 2007). A resident can receive a new appraisal after each remodeling. Commercial properties can be made flood proof, and do not need to be elevated because not people's homes. Treasure Island's mayor, Mary Maloof, explained that the City supports the use of mixed-use development in the downtown area, but it has been difficult to convince residents and businesses to support a downtown redevelopment plan (M. Maloof, personal communication, January 13, 2008).

Treasure Island contracted with HDR, a consulting firm, in 2005 to create a downtown redevelopment plan. Presently, only the clock tower and road calming measures have been installed on 107th Avenue between Gulf Blvd and the start of the Treasure Island Causeway. Redevelopment efforts in Treasure Island correlate with what is stated in Treasure Island's comprehensive plan, but analysis of the effectiveness of the comprehensive plan and the land development code is unavailable at this time. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in St. Pete Beach.

Wilton Manors

Referred to as the "Island City," Wilton Manors went through the EAR process in 2006. (Malgren, 2006). The municipality is currently implementing recommendations set forth in that document.

The Future Land Use Element contains objectives that address controlling development and redevelopment through land development regulations; support infill, redevelopment, and revitalization activities in appropriate areas; protect parks and natural resources; encourage innovative land development techniques, such as cluster zoning and mixed use; and protect historic resources” (Malgren, 2006, p.68).

Residents remain concerned with the increase in property values. Wilton Manors uses redevelopment and infill development mostly along Wilton Drive, which constitutes the downtown arts and entertainment district, and in Highland Estates, a former dilapidated high crime neighborhood. Wayne Thies, the Building and Zoning Department Director, stated that the increase in density along Wilton Drive and in the Highland Estates neighborhood has been supported by the majority of the residents and business and civic associations. (W. Thies, personal communication, December 12, 2007).

The increase in density corresponds with the goals, objectives, and policies set forth in the comprehensive plan and land development regulations. The land development regulations were changed recently to incorporate the changes in the comprehensive plan and the desire to increase density and intensity in certain areas of the municipality. Wayne Thies stated Broward County’s flexible housing policies, resident and business owner support for the arts and entertainment district, and the encouragement of mixed-use development contribute to success with redevelopment and infill strategies in Wilton Manors. Please refer to Appendix A to view all goals, objectives, and policies that refer to redevelopment and infill development in Wilton Manors.

Summary

Based on findings from the planning professional and elected official interviews, market trends and regulatory impediments affect the fiscal resources and tools available for each local government. Planning professionals and elected officials substantiate the literature which states that the increased land values due to both a municipality’s desirable location and market trends

squeezed out commercial interests. Planning professionals and elected officials, in the west central and northeast regions' case studies, confirmed businesses closed and hotels converted to condominiums extensively during the recent housing boom. Elected officials stipulated that decreases in tax revenue remain a primary concern as they search for viable alternatives in municipalities that have a preference for single-family residential housing. Explained by the elected officials, a lack of tax revenue limits the ability for a built-out municipality to perform infrastructure and development updates (2007 and 2008). Planning professionals worry that the lack of affordable goods, services, and housing forces service workers to find more affordable amenities in communities located on the mainland. In some but not all of the built-out cities examined, planning directors and elected officials remain concerned about the possibility of infrastructure and transportation services level of service standards being strained currently and into the future without using adequate growth management strategies.

Table 4-1. Profiles of Case Study Municipalities - Location

Municipality	Year of Incorporation	County	Region
Atlantic Beach (AB)	1926	Duval	NE
Neptune Beach (NB)	1931	Duval	NE
Key Biscayne (KB)	1991	Miami-Dade	SE
Wilton Manors (WM)	1947	Broward	SE
Marco Island (MI)	1997	Collier	SW
Sanibel (S)	1974	Lee	SW
Indian Rocks Beach (IRB)	1956	Pinellas	WC
St. Pete Beach (SPB)	1957	Pinellas	WC
Treasure Island (TI)	1955	Pinellas	WC

Note: Cities list in clockwise sequence from northeast to southeast to southwest to west central

Table 4-2. Profiles of Case Study Municipalities – Comprehensive Plan and Evaluation and Appraisal Report (EAR)

Municipality	Comprehensive Plan	EAR
	Year of the Most Current Plan	Year of the Most Current Analysis
Atlantic Beach (AB)	2004	2003
Indian Rocks Beach (IRB)	1999	2006
Key Biscayne (KB)	1995	2006 (updates in 2007)
Marco Island (MI)	2001	2005
Neptune Beach (NB)	1990	N/A
Sanibel (S)	2007	1997
St. Pete Beach (SPB)	1998	2007
Treasure Island (TI)	1999	N/A (1)
Wilton Manors (WM)	2002	2006

Source: Comprehensive Plans and EARs, Atlantic Beach, Indian Rocks Beach, Key Biscayne, Marco Island, Neptune Beach, Sanibel, St. Pete Beach, Treasure Island, and Wilton Manors

(1) Treasure Island is currently working on their EAR and should be finished in 2008

DEMOGRAPHICS

Table 4-3. Population of Selected Case Study Municipalities 1980 – 2005 (Actual and Estimate)

Municipality	1980 Census	1985 Estimate	1990 Census	1980 vs 1990 % Change	1995 Estimate	2000 Census	1990 vs 2000 % Change	2005 Estimate
Atlantic Beach	7,847	8,992	11,636	48.30	12,802	13,368	14.90	14,079
Indian Rocks Beach	3,717	4,298	3,963	6.60	4,178	5,127	29.4	5,311
Key Biscayne*	N/A	N/A	N/A	N/A	8,892	10,507	8.03	11,425
Marco Island*	N/A	N/A	N/A	N/A	N/A	14,879	4.90	15,647
Neptune Beach	5,248	6,154	6,816	29.90	7,423	7,270	6.70	7,256
Sanibel	3,363	4,237	5,468	62.60	5,753	6,064	10.9	6,272
St. Pete Beach	9,354	9,920	9,200	-1.60	9,459	9,929	7.90	10,032
Treasure Island	6,316	6,834	7,266	15.00	7,357	7,450	2.50	7,514
Wilton Manors	12,742	12,500	11,804	-7.4	11,868	12,697	7.6	12,439

Source: U.S. Census Bureau, 1980, 1990, and 2000 Census and Bureau of Economic and Business Research, 1986, 1996, and 2006 Florida Statistical Abstract

* Key Biscayne and Marco Island were not incorporated until 1991 and 1997, respectively. Until their year of incorporation, Key Biscayne and Marco Island were considered unincorporated land of Dade County (changed to Miami-Dade County) and Collier County.

Table 4-4. Age of the Population in Selected Case Study Municipalities – 1980 (in percentages)

Years	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Change 1970-1980	0%	39.4%	0%	N/A	0%	0%	16.6%	3.2%	16.4%
Under 18 Years	30.4%	12.5%	18.9%	N/A	22.5%	13.7%	9.6%	10.4%	14.7%
18 to 64 Years	62.8%	62.0%	64.7%	N/A	67.1%	61.6%	53.7%	60.8%	65.5%
65 Years and Over	6.8%	25.6%	16.4%	N/A	10.4%	24.8%	36.7%	28.8%	19.8%
Total	100%	100%	100%	N/A	100%	100%	100%	100%	100%
Median	28.0	47.6	41.1	N/A	31.7	52.3	57.8	52.9	38.9

Source: United States Census, 1980

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-5. Age of the Population in Selected Case Study Municipalities – 1990

Years	AB	IRB	KB	MI	NB	S	SPB	TI	WM	Total
Under 5	982	121	493	N/A	366	172	201	163	679	3,177
5 to 17	1,927	352	1,153	N/A	1,025	428	498	408	1,263	7,054
18 to 20	469	116	243	N/A	234	108	173	139	331	1,813
21 to 24	775	167	370	N/A	312	136	260	249	535	2,804
25 to 34	2,108	745	1,443	N/A	1,342	579	1,072	1,015	2,225	10,529
35 to 44	2,107	745	1,442	N/A	1,342	579	1,071	1,015	2,225	10,526
45 to 54	1,211	534	1,141	N/A	717	605	991	1,080	1,185	7,464
55 to 59	532	189	486	N/A	302	434	606	573	544	3,666
60 to 64	460	233	559	N/A	332	627	843	664	670	4,388
65 to 74	728	465	956	N/A	524	1,245	1,920	1,189	1,114	8,141
75 to 84	282	233	452	N/A	252	479	1,209	610	685	4,202
85 and Over	55	63	116	N/A	68	76	356	161	348	1,243
Total	11,636	3,963	8,854	N/A	6,816	5,468	9,200	7,266	11,804	65,007

Source: United States Census, 1990

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-6. Age of the Population in Selected Case Study Municipalities – 1990 (in percentages)

Years	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Under 5	8.4%	3.1%	5.6%	N/A	5.4%	3.1%	2.2%	2.2%	5.8%
5 to 17	16.6%	8.9%	13.0%	N/A	15.0%	7.8%	5.4%	5.6%	10.7%
18 to 20	4.0%	2.9%	2.7%	N/A	3.4%	2.0%	1.9%	1.9%	2.8%
21 to 24	6.7%	4.2%	4.2%	N/A	4.6%	2.5%	2.8%	3.4%	4.5%
25 to 34	18.1%	18.8%	16.3%	N/A	19.7%	10.6%	11.7%	14.0%	18.8%
35 to 44	18.1%	18.8%	16.3%	N/A	19.7%	10.6%	11.7%	14.0%	18.8%
45 to 54	10.4%	13.5%	12.9%	N/A	10.5%	11.1%	10.8%	14.9%	10.0%
55 to 59	4.6%	4.8%	5.5%	N/A	4.4%	7.9%	6.6%	7.9%	4.6%
60 to 64	4.0%	5.9%	6.3%	N/A	4.9%	11.5%	9.2%	9.1%	5.7%
65 to 74	6.3%	11.7%	10.8%	N/A	7.7%	22.8%	20.9%	16.4%	9.4%
75 to 84	2.4%	5.9%	5.1%	N/A	3.7%	8.8%	13.1%	8.4%	5.8%
85 and Over	0.5%	1.6%	1.3%	N/A	1.0%	1.4%	3.9%	2.2%	2.9%
Total	100.0%	100.0%	100.0%	N/A	100.0%	100.0%	100.0%	100.0%	100.0%

Source: United States Census, 1990

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-7. Age of the Population in Selected Case Study Municipalities - 2000

Years	AB	IRB	KB	MI	NB	S	SPB	TI	WM	Total
Under 5	824	136	766	375	311	115	293	155	621	3,596
5 to 9	803	136	816	444	385	175	266	203	569	3,797
10 to 14	880	139	660	508	429	205	262	201	567	3,851
15 to 19	807	159	455	444	453	154	221	193	555	3,441
20 to 24	620	160	334	309	435	64	250	136	588	2,896
25 to 34	1,773	585	1,211	770	1,105	241	826	583	1,887	8,981
35 to 44	2,360	937	1,902	1,383	1,314	510	1,422	1,157	2,737	13,722
45 to 54	2,059	1,056	1,473	1,782	1,272	854	1,641	1,547	2,097	13,781
55 to 59	646	447	685	1,408	397	651	752	753	621	6,360
60 to 64	537	369	571	1,741	287	668	713	565	458	5,909
65 to 74	877	590	886	3,550	486	1,430	1,580	1,136	827	11,362
75 to 84	922	297	594	1,856	322	841	1,290	667	696	7,485
Total	13,108	5,011	10,353	14,570	7,196	5,908	9,516	7,296	12,223	85,181
Median	39.3	48	40.1	60.1	39.4	60.5	53.7	52.4	40.5	

Source: United States Census, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-8. Age of the Population in Selected Case Study Municipalities – 2000 (in percentages)

Years	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Under 5	6.3%	2.7%	7.4%	2.6%	4.3%	1.9%	3.1%	2.1%	5.1%
5 to 9	6.1%	2.7%	7.9%	3.0%	5.4%	3.0%	2.8%	2.8%	4.7%
10 to 14	6.7%	2.8%	6.4%	3.5%	6.0%	3.5%	2.8%	2.8%	4.6%
15 to 19	6.2%	3.2%	4.4%	3.0%	6.3%	2.6%	2.3%	2.6%	4.5%
20 to 24	4.7%	3.2%	3.2%	2.1%	6.0%	1.1%	2.6%	1.9%	4.8%
25 to 34	13.5%	11.7%	11.7%	5.3%	15.4%	4.1%	8.7%	8.0%	15.4%
35 to 44	18.0%	18.7%	18.4%	9.5%	18.3%	8.6%	14.9%	15.9%	22.4%
45 to 54	15.7%	21.1%	14.2%	12.2%	17.7%	14.5%	17.2%	21.2%	17.2%
55 to 59	4.9%	8.9%	6.6%	9.7%	5.5%	11.0%	7.9%	10.3%	5.1%
60 to 64	4.1%	7.4%	5.5%	11.9%	4.0%	11.3%	7.5%	7.7%	3.7%
65 to 74	6.7%	11.8%	8.6%	24.4%	6.8%	24.2%	16.6%	15.6%	6.8%
75 to 84	7.0%	5.9%	5.7%	12.7%	4.5%	14.2%	13.6%	9.1%	5.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: United States Census, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-9. Predominant Age of Population in Selected Case Study Municipalities - 1980, 1990, and 2000

Years	AB			IRB			KB			MI**			NB			S			SPB			TI			WM		
	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00
5-17	*			*			*	3	3				*	2	2	*			*			*			*	2	3
18-20	*			*			*						*			*			*			*			*		
21-24	*			*			*						*			*			*			*			*		
25-34	*	1	1	*	1	1	*	1	1		2		*	1	1	*	2		*	1	1	*	1	1	*	1	1
35-44	*	1	1	*	1	1	*	1	1		2		*	1	1	*	2		*	1	1	*	1	1	*	1	1
45-54	*	2	2	*	2	2	*	2	2		3		*	3	3	*		2	*		2	*	3	2	*	3	2
55-59	*			*			*						*			*			*			*			*		
60-64	*			*			*						*			*	3		*			*			*		
65-74	*	3		*	3	3	*			1			*			*	1	1	*	2	3	*	2	3	*		
75-84	*		3	*			*						*			*		3	*	3		*			*		
85+	*			*			*						*			*			*			*			*		

Source: United State Census, 1990 and 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manor

* The age of the population data was not separated into places and census designated places in the 1980 United States Census similar to the 1990 and 2000 United States Census.

**Marco Island was neither a place nor census designated place until 1997.

(1) Predominant Age Group

(2) Second Highest Predominant Age Group

(3) Third Highest Predominant Age Group

Table 4-10. Median Age in Selected Case Study Municipalities

Years	AB	IRB	KB	MI**	NB	S	SPB	TI	WM
1980	28.0	47.6	41.1	N/A	31.7	52.3	57.8	52.9	38.9
1990*									
2000	39.3	48	40.1	60.1	39.4	60.5	53.7	52.4	40.5
Change	11.3	0.4	-1.0		7.7	8.2	-4.1	-0.5	1.6

Source: United States Census, 1980, 1990, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

*The 1990 United States Census did not contain a median age for each incorporated municipality.

**Unable to be determined based on one United State Census figure

Table 4-11. Housing Types in Selected Case Study Municipalities - 1990

Types	AB	IRB	KB	MI*	NB	S	SPB	TI	WM	Total
1-Unit Detached	2,776	1,236	1,289	N/A	1,747	2,883	2,870	1,719	2,503	17,023
1-Unit Attached	728	88	222	N/A	276	185	82	391	339	2,311
2-4 Units	654	719	17	N/A	870	482	706	813	714	4,975
5-9 Units	256	297	12	N/A	69	781	342	569	312	2,638
10 or More Units	328	717	4,135	N/A	276	1,828	3,100	1,966	1,920	14,270
Mobile Home or Trailer	206	88	49	N/A	27	263	105	67	195	1,000
Total	4,948	3,145	5,724	N/A	3,265	6,422	7,205	5,525	5,983	42,217

Source: United States Census, 1990

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

* Marco Island did not become an incorporated municipality until 1997.

Table 4-12. Housing Types in Selected Case Study Municipalities – 1990 (in percentages)

Types	AB	IRB	KB	MI*	NB	S	SPB	TI	WM
1-Unit Detached	56.10%	39.30%	22.52%	N/A	53.51%	44.89%	39.83%	31.11%	41.84%
1-Unit Attached	14.71%	2.80%	3.88%	N/A	8.45%	2.88%	1.14%	7.08%	5.67%
2-4 Units	13.22%	22.86%	0.30%	N/A	26.65%	7.51%	9.80%	14.71%	11.93%
5-9 Units	5.17%	9.44%	0.21%	N/A	2.11%	12.16%	4.75%	10.30%	5.21%
10 or More Units	6.63%	22.80%	72.24%	N/A	8.45%	28.46%	43.03%	35.58%	32.09%
Mobile Home or Trailer	4.16%	2.80%	0.86%	N/A	0.83%	4.10%	1.46%	1.21%	3.26%
Total	100.00%	100.00%	100.00%	N/A	100.00%	100.00%	100.00%	100.00%	100.00%

Source: United States Census, 1990

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

* Marco Island did not become an incorporated municipality until 1997.

Table 4-13. Housing Types in Selected Case Study Municipalities - 2000

Types	AB	IRB	KB	MI	NB	S	SPB	TI	WM	Total
1-Unit Detached	3,344	1,207	1,313	5,332	1,975	3,335	2,889	1,836	2,611	23,842
1-Unit Attached	1,049	334	140	245	384	323	301	451	276	3,503
2 Units	377	317	9	64	492	225	212	389	389	2474
3 or 4 Units	307	412	21	293	356	229	408	480	429	2935
5 to 9 Units	205	244	55	530	105	868	359	556	365	3287
10 to 19 Units	102	283	154	1,334	85	466	553	678	515	4170
20 or More Units	553	1,235	4,674	7,046	67	1,416	3,004	1,308	1,609	20912
Mobile Home	146	0	2	23	8	237	0	0	124	540
Boat/RV/Van	0	0	0	4	0	8	89	0	4	105
Total	6,083	4,032	6,368	14,871	3,472	7,107	7,815	5,698	6,322	61,768

Source: United States Census, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-14. Housing Types in Selected Case Study Municipalities – 2000 (in percentages)

Types	AB	IRB	KB	MI	NB	S	SPB	TI	WM
1-Unit Detached	54.97%	29.94%	20.62%	35.86%	56.88%	46.93%	36.97%	32.22%	41.30%
1-Unit Attached	17.24%	8.28%	2.20%	1.65%	11.06%	4.54%	3.85%	7.92%	4.37%
2 Units	6.20%	7.86%	0.14%	0.43%	14.17%	3.17%	2.71%	6.83%	6.15%
3 or 4 Units	5.05%	10.22%	0.33%	1.97%	10.25%	3.22%	5.22%	8.42%	6.79%
5 to 9 Units	3.37%	6.05%	0.86%	3.56%	3.02%	12.21%	4.59%	9.76%	5.77%
10 to 19 Units	1.68%	7.02%	2.42%	8.97%	2.45%	6.56%	7.08%	11.90%	8.15%
20 or More Units	9.09%	30.63%	73.40%	47.38%	1.93%	19.92%	38.44%	22.96%	25.45%
Mobile Home	2.40%	0.00%	0.03%	0.15%	0.23%	3.33%	0.00%	0.00%	1.96%
Boat/RV/Van	0.00%	0.00%	0.00%	0.03%	0.00%	0.11%	1.14%	0.00%	0.06%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Source: United States Census, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-15. Predominant Housing Type in Selected Case Study Municipalities – 1990 and 2000

Years	AB			IRB			KB			MI*			NB			S			SPB			TI			WM		
	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00	80	90	00
1UD		1	1		1	1		2	2			2		1	1		1	1		2	2		1	2		2	1
1UA		2	2					3	3					3	3												
2-4U		3	3		2	3								2	2					3	3			3		3	3
5-9U												3					3	3					3				
10 or More MH or T					3	2		1	1			1		3			2	2		1	1		2	1		1	2

*Marco Island was not a place nor census designated place until 1997.

Key 1: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Key 2: 1UD=1-Unit Detached, 1UA=1-Unit Attached, 2-4U=2 to 4 Units, 5-9U=5 to 9 Units, 10 or More=10 or More Units, MH or T= Mobile Home or Truck

- (1) Predominant Housing Type
- (2) Second Highest Predominant Housing Type
- (3) Third Highest Predominant Housing Type

Table 4-16. Mode of Transportation to Work of Residents of Case Study Municipalities - 1990

Commuting Method	AB	IRB	KB	MI	NB	S	SPB	TI	WM	Total
Drove alone	4,590	1,800	3,397	N/A	3,047	1,727	3,034	2,909	5,262	15,979
In carpools	792	226	327	N/A	452	198	346	475	608	2,079
Using public transportation	101	31	50	N/A	84	10	54	29	176	353
Using other means	263	63	48	N/A	57	101	126	113	223	620
Walked or worked at home	261	110	498	N/A	169	344	357	274	360	1,504
Total	6,007	2,230	4,320	N/A	3,809	2,380	3,917	3,800	6,629	20,535

Source: United States Census, 1990

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-17. Mode of Transportation to Work of Residents of Case Study Municipalities – 1990 (in percentages)

Commuting Method	AB	IRB	KB	MI*	NB	S	SPB	TI	WM
Drove alone	76.41%	80.72%	78.63%	N/A	79.99%	72.56%	77.46%	76.55%	79.38%
In carpools	13.18%	10.13%	7.57%	N/A	11.87%	8.32%	8.83%	12.50%	9.17%
Using public transportation	1.68%	1.39%	1.16%	N/A	2.21%	0.42%	1.38%	0.76%	2.66%
Using other means	4.38%	2.83%	1.11%	N/A	1.50%	4.24%	3.22%	2.97%	3.36%
Walked or worked at home	4.34%	4.93%	11.53%	N/A	4.44%	14.45%	9.11%	7.21%	5.43%
Total	100.00%	100.00%	100.00%	N/A	100.00%	100.00%	100.00%	100.00%	100.00%

Source: United States Census, 1990

*Marco Island was not a place nor census designated place until 1997.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-18. Mode of Transportation to Work of Residents of Case Study Municipalities - 2000

Commuting Method	AB	IRB	KB	MI	NB	S	SPB	TI	WM	Total
Car, truck, or van -- drove alone	5,373	2,206	3,326	4,006	3,641	1,354	3,016	3,156	5,254	31,332
Car, truck, or van -- carpooled	639	138	432	599	265	218	452	254	748	3,745
Public transportation (including taxicab)	153	17	76	13	46	8	71	0	284	668
Walked	157	16	88	140	9	75	227	85	145	942
Other means	201	16	75	118	99	98	116	47	113	883
Worked at home	199	290	416	463	73	262	229	354	264	2,550
Total	6,722	2,683	4,413	5,339	4,133	2,015	4,111	3,896	6,808	40,120
Mean travel time to work (minutes)	27.2	27.6	23.7	19.3	28.6	18.3	25.2	27.1	21.8	24.3

Source: United States Census, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

87

Table 4-19. Mode of Transportation to Work of Residents of Case Study Municipalities – 2000 (in percentages)

Commuting Method	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Car, truck, or van -- drove alone	79.93%	82.22%	75.37%	75.03%	88.10%	67.20%	73.36%	81.01%	77.17%
Car, truck, or van -- carpooled	9.51%	5.14%	9.79%	11.22%	6.41%	10.82%	10.99%	6.52%	10.99%
Public transportation (including taxicab)	2.28%	0.63%	1.72%	0.24%	1.11%	0.40%	1.73%	0.00%	4.17%
Walked	2.34%	0.60%	1.99%	2.62%	0.22%	3.72%	5.52%	2.18%	2.13%
Other means	2.99%	0.60%	1.70%	2.21%	2.40%	4.86%	2.82%	1.21%	1.66%
Worked at home	2.96%	10.81%	9.43%	8.67%	1.77%	13.00%	5.57%	9.09%	3.88%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Source: United States Census, 2000

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-20. Predominant Industry - 2007 (# of Businesses Located in the Municipality)

Sort Order	Variables	AB	IRB	KB	MI	NB	SPB	S	TI	WM	ALL OF USA
	Geographic Unit	City									
1	ACCOMMODATION & FOOD SERVICES [NAICS 72]	26	32	38	67	19	71	51	65	40	593,038
2	ADMIN, SUPPORT, WASTE MGT, REMEDIATION SERVICES [NAICS 56]	25	8	24	63	12	2	28	15	26	358,703
3	ARTS, ENTERTAINMENT & RECREATION [NAICS 71]	6	7	15	19	3	8	9	15	3	118,962
4	CONSTRUCTION [NAICS 23]	30	20	27	90	33	25	22	32	41	762,547
5	EDUCATIONAL SERVICES [NAICS 61]	0	2	12	3	2	1	2	6	5	78,765
6	FINANCE & INSURANCE [NAICS 52]	14	6	31	44	17	16	16	25	20	469,434
7	FORESTRY, FISHING, HUNTING, AND AGRICULTURE SUPPORT [NAICS 11]	0	1	1	0	0	0	0	0	0	25,532
8	HEALTH CARE AND SOCIAL ASSISTANCE [NAICS 62]	19	2	29	28	17	3	19	19	43	733,799
9	INFORMATION [NAICS 51]	0	6	9	11	3	1	8	7	12	139,457
10	MANAGEMENT OF COMPANIES & ENTERPRISES [NAICS 55]	0	0	0	0	1	1	0	4	2	46,138
11	MANUFACTURING, 2007 [NAICS 31]	3	0	6	8	0	0	4	6	16	339,221
12	MINING [NAICS 21]	0	0	0	0	0	0	0	0	0	22,379
13	OTHER SERVICES [NAICS 81]	32	18	56	90	18	21	41	30	47	736,902
14	PROFESSIONAL, SCIENTIFIC & TECHNICAL SERVICES [NAICS 54]	38	31	80	74	39	40	40	39	59	805,606
15	REAL ESTATE & RENTAL & LEASING [NAICS 53]	22	27	65	91	13	35	44	38	36	349,470
16	RETAIL TRADE [NAICS 44]	33	20	51	118	30	36	100	59	73	1,122,232
17	TRANSPORTATION & WAREHOUSING [NAICS 48]	8	1	6	17	4	0	3	9	2	206,998
18	UTILITIES, 2007 [NAICS 22]	0	0	0	1	0	0	2	1	0	17,612
19	WHOLESALE TRADE [NAICS 42]	6	10	40	27	12	8	2	24	30	428,171

Source: SimplyMap and Census County Business Patterns, 2007

INTERVIEWS: PLANNING DIRECTORS OR SENIOR PLANNERS

Table 4-21. Small Scale and Large Scale Comprehensive Plan Amendments

		AB	IRB	KB	MI	NB	S	SPB	TI	WM
Small	Yes				X			X	X	X
	No	X	X	X		X	X			
Large	Yes	X								
	No		X	X	X	X	X	X	X	X

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-22. Promotion of Redevelopment and Infill by the Private Sector, Public Sector, or Public-Private Partnerships

		AB	IRB	KB	MI	NB	S	SPB	TI	WM
Private		X	X	X	X		X	X	X	
Public										
Partnered										X
None						X				

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

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Table 4-23. Determining the Success of a Project

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Commercial and Retail Occupation	X								
Level of Service Improvement		X							
Design does not cause a negative impact				X		X			X
Fits Community Character				X					
Built at All							X		
Creates a Walkable Community									X
Unknown			X		X			X	

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

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ECONOMIC DEVELOPMENT

Table 4-24. Job Creation

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes									X
No	X	X	X	X	X	X	X	X	

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-25. Reasons for a Lack of Job Creation

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Bedroom Community	X				X	X			
Limited Commercial and Retail Businesses Closing		X			X	X		X	X
Downturn in Housing Market				X				X	
Strictly Service Industries			X			X			
Work in the Larger Urban Area							X	X	
Local Businesses									X

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

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Table 4-26. Economic Development and Investment

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes	X			X				X	X
No		X	X		X	X	X		

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Sources	Residential and Commercial	N/A	N/A	Real Estate and Charter School	N/A	N/A	N/A	Real Estate, Banks, Professional Offices	Unknown
Types	Service/Office Retail/Service	N/A	N/A	Tourism	N/A	N/A	N/A	Professional Tourism	Unknown
Local Business or Multinational	Both	N/A	N/A	Both	N/A	N/A	N/A	Both – mostly local businesses	Unknown
Contributions to Decrease	N/A	Increase in Property Values; Hotel closings	N/A	Unknown	N/A	N/A	N/A	Conversion of hotels to condos	Unknown

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-27. Incentives

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes									X
No	X	X	X	X	X	X	X	X	
	AB	IRB	KB	MI	NB	S	SPB	TI	WM
How often offered?	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Not often
Which industries receive the most?	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Housing/Developers
Why not offered?	No taxing authority or fiscal resources	No reason to; people are attracted to natural features	Not necessary	Unknown	Not in the budget	Not necessary	Lack of fiscal resources	No public/Private partnerships	Just not available.

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

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PUBLIC PARTICIPATION

Table 4-28. Is Public participation strong within the municipality?

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes	X	X	X	X	X	X	X	X	X
No									

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table: 4-29. Factors contributing to the success of Public Participation

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Reinvestment and revitalization	X								
Encouragement of mixed use		X							X
Easily accessible staff			X	X					
Very involved public in the planning process						X	X		
Ability to embrace change								X	
Creation of pedestrian friendly areas									X
Unknown					X				

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

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Table 4-30. The Groups Most Supportive of Growth Management Changes

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Civic Associations	X			X	X			X	
Taxpayer Associations				X					
Restaurant Association				X					
Religious Groups					X				
Elected Officials					X				
Businesses						X	X	X	X
Chamber of Commerce				X		X	X	X	X
Residential Property Owners			X			X			
Unknown		X							

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-31. Reasons for Limited Public Involvement in Growth Management Decisions

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Residents are not vocal	N/A	X							
Political Turmoil	N/A	N/A	N/A	N/A	N/A	N/A	X	N/A	N/A

Source: Planning Professional Interviews; November 30 and December 7, 12, 14, 18, 19, 2007.

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

INTERVIEWS: ELECTED OFFICIALS

Table 4-32. The Preferred Growth Management Strategy

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Redevelopment			X		X			X	
Infill	X								
Development									
Urban Design		X						X	
All of the						X	X		
Above									
None of the									
Above									

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-33. Municipality Challenges

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Teardowns	X								
Affordability		X							
Property Values		X							
Property Taxes		X				X			
Adding Commercial			X						
Unfunded Mandates					X				
Lack of Tax Revenue					X	X			
Community Buyin To							X		
Redevelopment Implementation of a Redevelopment Plan								X	

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-34. Solutions for Municipality Challenges

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Proper Zoning	X								
Limit Impervious Surfaces		X							
Strict Land Development Code		X							
Beach Parking		X				X			
Permit Fees			X						
Public Input Meetings					X				
Use of Consultants					X	X			
Visioning							X		
Unknown								X	

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-35. Municipality Strengths

Strengths	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Good Regulations in Place	X								
Desirable Place to Live	X				X	X			
High Property Values	X								
Location		X					X	X	
Collegial and Caring Population		X							
Residents of the Municipality			X						
Accessibility to Elected Officials			X						
Strong Communication			X						
Eco-Tourism						X			

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-36. Municipality Weaknesses

Weaknesses	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Lack of Tax Revenue	X	X			X	X			
Conversion of Hotels Into Condos		X							
Updating Infrastructure to Meet Current Needs			X						
Built-out before World War II							X		
Outdated Aesthetics							X		
Lack of Appealing Businesses								X	

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-37. Growth Management Tools in the Comprehensive Plan: Are they adequate to meet your municipality's needs?

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes	X		X					X	
No		X			X	X	X		
Preferred Planning Tools									
Design Ordinance		X							
Increased Fiscal Resources					X				

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-38. Have the residents and businesses located within the city limits been strong supporters of growth management changes?

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes	X							X	
No					X				
Mixed		X	X			X	X		
Reasons for Limited Support									
Lack of Fiscal Resources					X				
Change vs. No Change							X		

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-39. Is your municipality interested in attracting economic development?

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes							X	X	
No	X		X			X			
Mixed		X			X				
Why not?									
Bedroom Community	X								
Lack of Available Land			X						

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-40. Which types of economic development are encouraged?

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Big-Box Stores		X							
Small Mom and Pop Stores					X				
Franchises						X			
Grocery Stores						X			
Tourism and Hospitality							X		
Mixed Use								X	
N/A	X		X			X			

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Table 4-41. Is there a focus on economic development and job creation?

	AB	IRB	KB	MI	NB	S	SPB	TI	WM
Yes								X	
No	X	X	X		X	X	X		
Types of Jobs									
Hospitality								X	
Reasons for Limited to No Job Creation									
Commute to Larger Urban Areas	X	X	X		X				
Retirement and Second Home						X			
Community Conversion of Hotels to Condos							X		
Lack of Financial Incentives								X	

Source: Elected Official Interviews, December 2007 and January 2008

Key: AB=Atlantic Beach, IRB=Indian Rocks Beach, KB=Key Biscayne, MI=Marco Island, NB=Neptune Beach, S=Sanibel, SPB=St. Pete Beach, TI=Treasure Island, WM=Wilton Manors

Maps

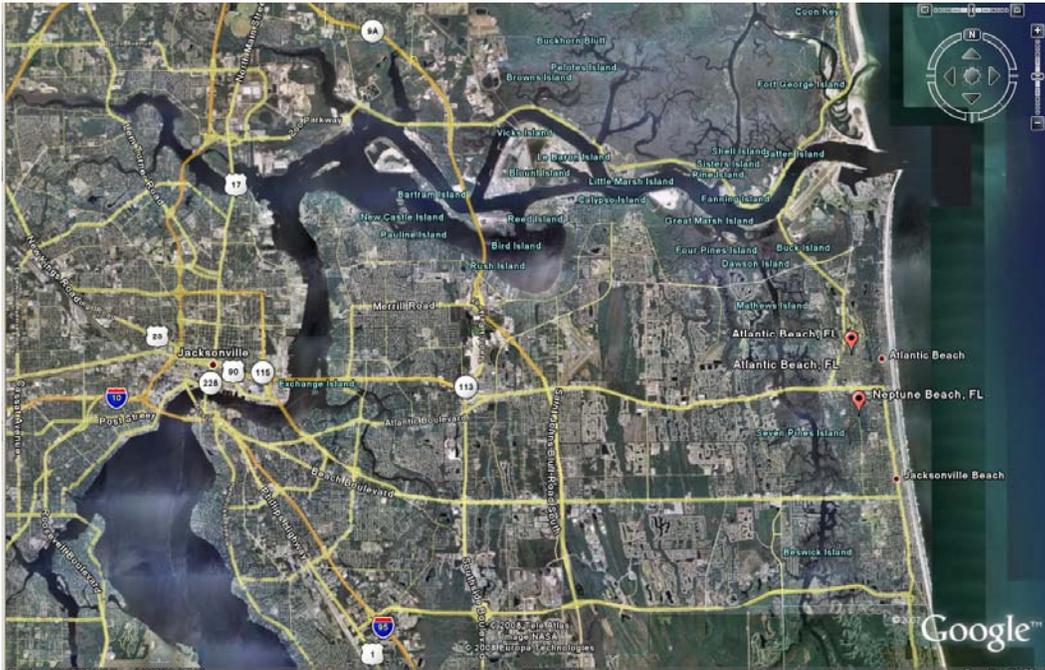


Figure 4-1. Northeast Region – Atlantic Beach and Neptune Beach. [Map provided by Google Earth, © 2007.]

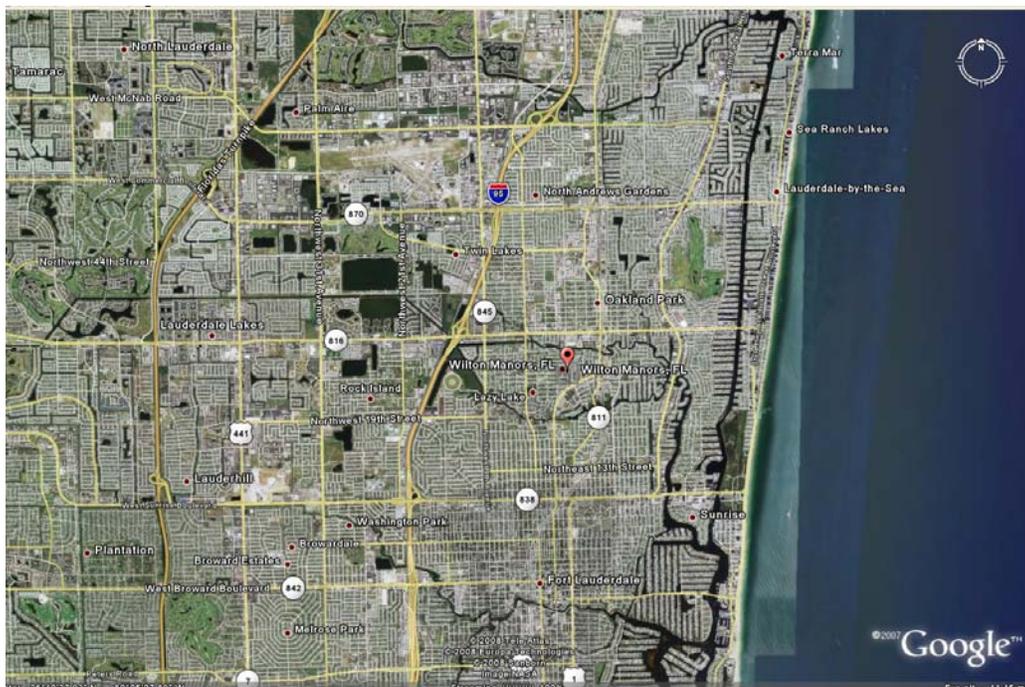


Figure 4-2. Southeast Region – Wilton Manors. [Map provided by Google Earth, © 2007.]

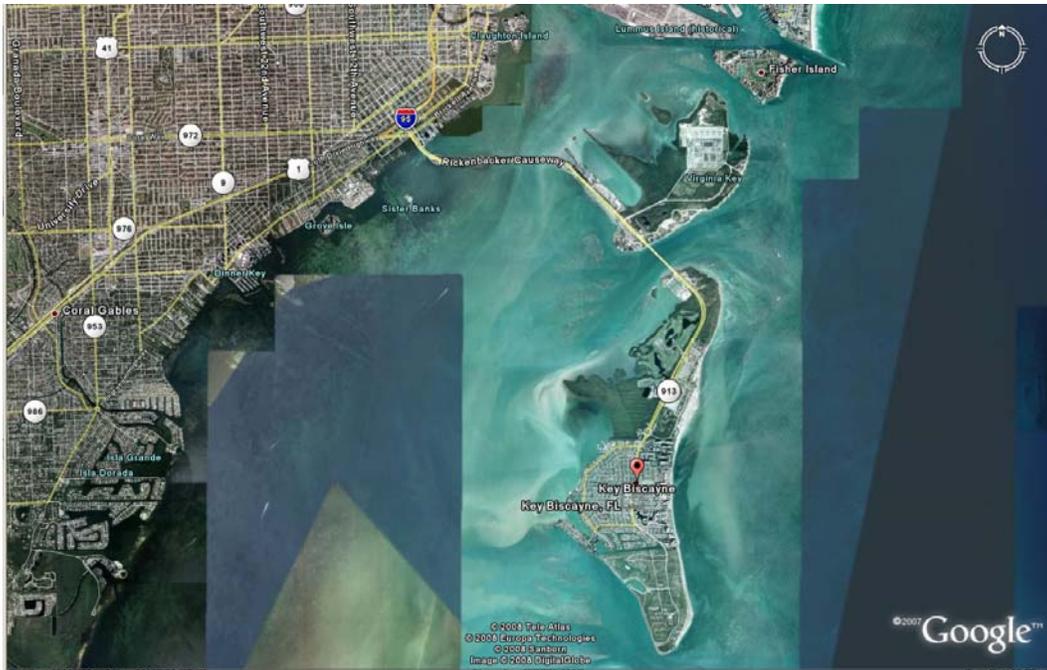


Figure 4-3. Southeast Region – Key Biscayne. [Map provided by Google Earth, © 2007.]



Figure 4-4. Southwest Region – Marco Island. [Map provided by Google Earth, © 2007.]

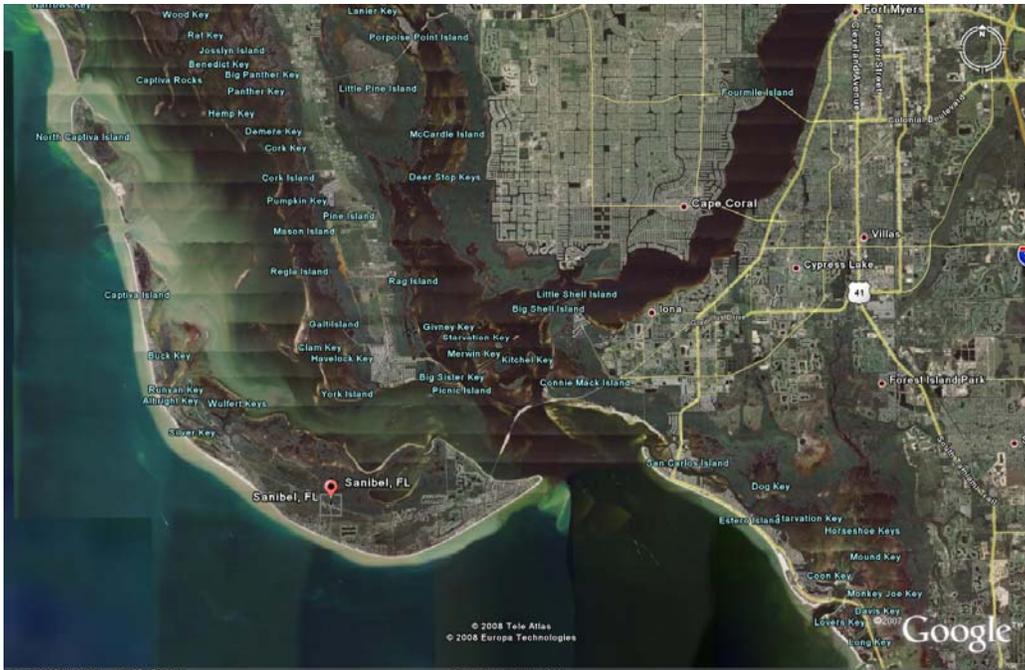


Figure 4-5. Southwest Region - Sanibel. [Map provided by Google Earth, © 2007.]

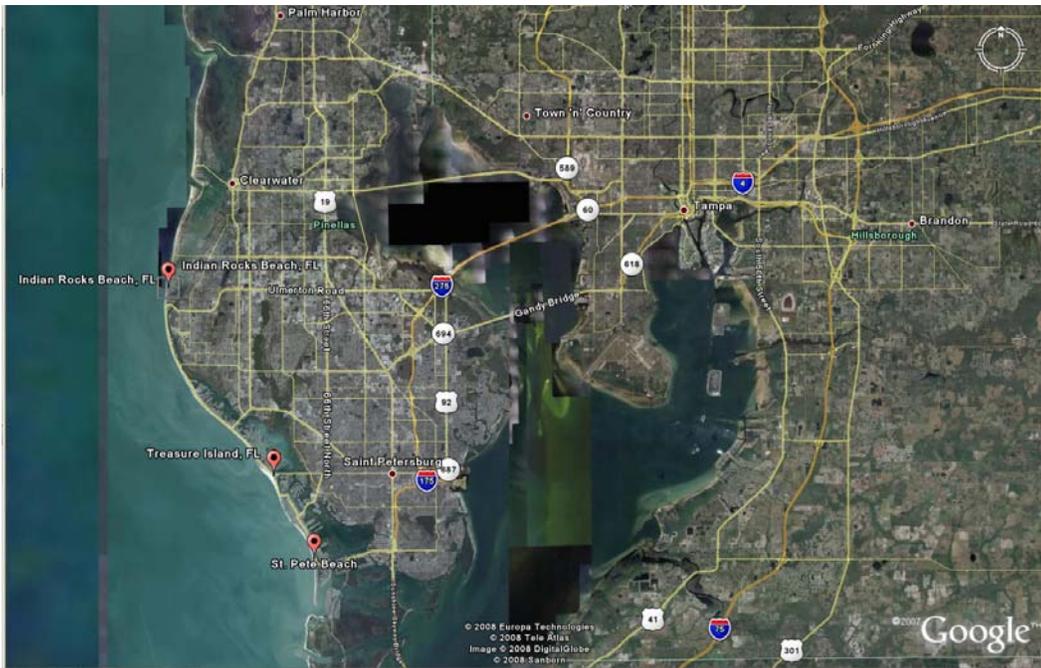


Figure 4-6. West Central Region – Indian Rocks Beach, Treasure Island, St. Pete Beach. [Map provided by Google Earth, © 2007.]

CHAPTER 5 DISCUSSION

Based upon the findings of the research, five major themes are explored in this chapter. Factors that determine the municipality's level and type of involvement with redevelopment and infill include (1) financial and institutional capacity; (2) exclusivity; (3) density and federal, state, and regional coastal high hazard regulations; (4) economic development and investment; and (5) the level and type of public participation. Small to medium-sized communities have limited financial and institutional capacity due to their small size. Small and medium-sized built-out municipalities have additional constraints because they must depend on infill or redevelopment in a community. The financial capacity represents the maximum amount or number of municipal bonds or other types of financial vehicles that a built-out municipality can accommodate. The institutional capacity represents the maximum amount or number of current and future city workers, legal structure, and infrastructure that the built-out municipality can accommodate. Exclusive communities limit individuals or create incompatible uses. Density is the average number of individuals or units per space unit (<http://www.merriam-webster.com/>). Density limits and federal, state, and regional coastal high hazard guidelines create regulatory restrictions on the type of development supported in a built-out municipality. Economic development can be defined as efforts that seek to improve the economic well-being and quality of life for a community by creating and/or retaining jobs and supporting or growing incomes and the tax base (<http://www.merriam-webster.com/>). The public participation process allows residents to voice their opinion on issues and take ownership of the process and results. These factors determine the extent to which residents, elected officials, planners, and business support redevelopment and infill. Municipalities must coordinate these various elements together when making decisions. Before examining these factors, it is important to remember that small and

medium-sized built-out municipalities face special challenges in planning for the community's future.

Financial and Institutional Capacity

Location, community, and economic factors determine the redevelopment potential of a community or district. The intersections of these factors help define some of the necessary elements of the potential redevelopment strategy. When community and economic factors intersect, small and medium-sized municipalities can define the demand for services and space. When location and economic factors intersect, small and medium-sized built-out communities can examine how local and regional influences affect their redevelopment and infill strategies. When location and community factors intersect, small and medium-sized built-out municipalities are presented with opportunities to define their sense of place in relation to the community with the physical and function context that influence the community and the region. Effective redevelopment remains a balancing act between these three factors.

Previous research (e.g., Treasure Island Downtown Redevelopment Plan, Pinellas by Design, and Smart Infill guidebooks) suggest that municipalities will experience success with redevelopment and infill when regulations are flexible, elected officials are strong but accessible, residents are flexible and open to new strategies and ideas, and partnerships are created between the public and private sectors. Contrary to these ideas, this research suggests that the small coastal case studies and to some extent the inland small built-out municipalities do not have the tax authority or institutional framework to offer economic incentives encouraged by state growth management laws. The state leaves small local governments with the responsibility to manage and implement growth management strategies despite some local government's limited capacity to complete these tasks. Broward County provides flexible housing credits that allowed Wilton Manors to initiate redevelopment and mixed use development on its own. The private sector

stepped in to assist the city once the initial framework was set. Mattson and Burke (1989) confirm that some small towns lack the economic base to hire the professionals necessary or maintain the institutional capacity to create and manage innovative planning policy.

Mattson and Burke (1989) assert that municipality conflicts will run along group dynamics when in reality, issues themselves divide residents. Increased densities and redevelopment remain the two most contested issues in each of the nine case studies. Old timers and newcomers focus their energy on how redevelopment and density will affect them on an individual basis. Newcomers present their image as agents for change, but they rarely have enough power in small municipalities to prevail. Newcomers hinder change when they focus less on the community's needs compared to on their own individual economic and social benefit. The struggles within the community could be less about power but about the lack of institutional capacity, outdated regulatory framework, and the commitment of certain parts of the population to holding onto to the past.

The findings in seven out of the nine case studies corroborate the assertions set forth in the literature that a municipality's location, size, and availability of tools determines whether they contain the financial capacity to manage redevelopment and infill. Mattson and Burke (1989) argue that small towns cannot effectively initiate innovative policy planning due to financial and institutional capacity limitations. Holcombe and Nelson et al. corroborate that assertion and conclude that urban growth controls are preferred by a select group of the population more for their economical benefits than altruistic behavior. The use of urban growth controls show the effects of voluntary versus mandatory regulations on small and medium-sized built-out municipalities. Small and medium-sized built-out municipalities share a similar dynamic in the land market to what happens to urban regions under urban growth boundaries. Pinellas County

does not contain an urban growth boundary, but since Pinellas County is approximately 90% built-out with geographic and political limitations, the county experiences the effects of land use controls without actually having the control. The limits on the availability of land make it desirable.

The findings suggest that small to medium-sized built-out municipalities in northeast and west central Florida do not have an established tax authority or previous knowledge to implement a community redevelopment area or incentives. Local municipalities attempt to complete these tasks without adequate institutional capacity or the assistance of the state. These statutes do not take into consideration the available resources or means of a municipality. The resources available to a municipality are based on where it is located in the state, the size of the town, and the functional abilities of its government. With budget cuts, outdated land development code, ineffective technical advisory abilities from the state and the limited resources of small and medium-sized incorporated municipalities, residents view the comprehensive planning process as inflexible instead of adaptable.

Despite the lack of fiscal and regulatory resources available to small and medium-sized municipalities, the burden of these deficiencies cannot be solely put on their shoulders.

The history of development patterns since World War II; the culture and history of a particular state, region, and municipality; and how the market reacts to these development patterns contributes a majority of the blame on larger entities and urban areas. Larger built-out and developing municipalities have great financial and institutional capacity to manage redevelopment and infill strategies compared to small municipalities. The economic and social activities of the larger urban areas in the northeast and west central Florida case studies create a spillover effect without each municipality having the tools to handle the changes. According to

Sonya Duerr (2007), the Community Development Director of Atlantic Beach, although a concentration of children between the ages of 5 and 17 exists, the elementary and middle schools' capacity levels do not exceed 55 percent. She indicated that high school-aged students are bused to the Jacksonville metropolitan area due to a lack of facilities in her community.

Confirmed by the findings, redevelopment outside of the residential market is not as widespread especially in small and medium-sized coastal built-out municipalities. The present study's findings contradict Sandoval and Landis (2002) assertions that a lack of tax base will result in more commercial and less residential development. The findings do confirm Sandoval and Landis's (2002) assertions that regulatory restrictions do hamper the ability of any small or medium-sized municipality from implementing redevelopment and infill strategies.

Similar to California's propositions four and thirteen, Florida municipalities remain limited in the amount of property tax they can collect.

As provided in Section 193.155(1), F.S., beginning in 1995, or the year after the property receives homestead exemption, an annual increase in assessment shall not exceed the lower of the following: (a) three percent of the assessed value of the property for the prior year; or (b) the percentage change in the Consumer Price Index (CPI) for all urban consumers, U.S city average, all items 1967 = 100 or successor reports for the preceding calendar year as initially reported by the U.S. Department of Labor, Bureau of Labor Statistics (Florida Statutes, 2007).

Due to regulatory changes, which have decreased property taxes, debates occur about whether municipalities need to diversify the revenue sources. Residents and business owners balk at higher taxes. For example, in Indian Rocks Beach, elected officials and planning professionals stated that residents believe that property, sales, and gas taxes are too high (B. Ockunzzi, personal communication, January 10, 2008). In reality, Bill Ockunzzi stated that Indian Rocks Beach has one of the lowest property tax rates on the Pinellas County barrier islands (B. Ockunzzi, personal communication, January 10, 2008). Unlike Californian municipalities that

have vacant land to promote further commercial development, built-out municipalities remain limited with which alternative options they can support. The focus on residential redevelopment leads small built-out municipalities to become exclusive and homogeneous.

Exclusivity

What defines an exclusive community? According to the Merriam-Webster Dictionary (2007), exclusive is defined as the following

- Excluding or tending to exclude:
- Not allowing something else; incompatible: mutually exclusive conditions.
- Not divided or shared with others: exclusive publishing rights.
- Not accompanied by others; single or sole: your exclusive function.
- Excluding some or most, as from membership or participation: an exclusive club.
- Catering to a wealthy clientele; expensive: exclusive shops.

(<http://www.merriam-webster.com/dictionary>)

The development patterns over the last fifty years transformed some of these resort communities into urban built-out municipalities near larger urban areas. In turn, these built-out municipalities became desirable places to live. To understand why a municipality becomes desirable, we have to examine the laws of supply and demand. The law of supply states that the higher the price of the product, the more the producer will supply. Producers supply more at a higher price because selling a higher quantity at a higher price increases revenue. The law of demand states that the higher the price of the product, the less the consumer will demand. If all other factors remain equal, the higher the price of a good, the less people will demand that good. In other words, the higher the price, the lower the quantity demanded. The amount of a good that buyers purchase at a higher price is less because as the price of a good goes up, so does the opportunity cost of buying that good. Following this logic, if the supply of a product is low but the demand is high, then according to the law of demand, the price of the product would go up. In built-out municipalities, the limited supply of housing stock increased demand and the price of

that housing stock. The rise in price forces out individuals that are no longer able to afford to live in the municipality.

Growth management tools such as urban growth boundaries contribute to the transformation of communities. Reviewing the 1990 and 2000 United States Censuses, the nine cases studies contained predominantly white populations. Between the two censuses, the number of white residents increased and the number of minorities decreased. Except for Atlantic Beach and Wilton Manors, the population in the other seven case study municipalities is less than four percent of the minority. Holcombe (2007) suggests that the impression of most people remains that urban growth boundaries are encouraged by an affluent white population. Pendall (2000) adds that the support of urban growth controls is not just due to race alone. The wealth of the community contributes to the support of urban growth controls. Urban growth boundaries are set in the attempt to control urbanization. The urban growth boundary constricts the amount of developable land and attempt to promote higher densities within the boundaries. On the other hand, built-out municipalities have a minimal amount of developable land, and if the municipality is located near a major waterbody, density levels are restricted per federal and state coastal high hazards regulations. Unlike an urban growth boundary, built-out municipalities cannot expand their boundary and must accommodate development and redevelopment within its corporate limits.

Although Holcombe's (2007) statistical analysis confirms that urban growth boundaries affect the development patterns in built-out municipalities, the statistical analysis does not explain why the findings are similar in Lee and Pinellas Counties with no urban growth boundary. Do growth management tools alone make a built-out municipality exclusive or do other factors contribute to a community becoming exclusive? One can say that the statistical

analysis and the Florida Statistical Abstract show that the use of urban growth boundaries does not eliminate population growth but slows population growth. Population growth would slow down anyway in built-out municipalities due to the lack of remaining developable land. Local governments use growth management tools to limit population influxes based on what is in and out of their control. The geographic and political limitations of these municipalities lead to the exclusive nature of their location. Although not addressed in the interviews with the planners and elected officials, the exclusive nature of a municipality and the people with the most influence affect local government decisions on redevelopment and infill strategies.

Density and Federal, State, and Regional Coastal High Hazard Areas

A quandary exists between a coastal built-out municipality's desire to increase density and the regulatory requirements that prevent that from happening. Inland built-out municipalities lack these regulatory requirements. Inland built-out municipalities support redevelopment strategies involving the increase of density to incorporate residential, commercial, and retail activities in the same area using current infrastructure. According to section 163.3178 (f), Florida Statutes, states that "a redevelopment component which outlines the principles which shall be used to eliminate inappropriate and unsafe development in the coastal areas when opportunities arise" (Florida Statutes, 2007).

Unfortunately, the encouragement of high density and intensity levels does not take into account the regulatory requirements of pursuing that strategy in coastal areas. The unintended consequence of a municipality in the CHHA is that the city becomes exclusive and desirable. The limitations of building heights and densities in the CHHA prevent developers from building structures that are beyond safe federal guidelines for a barrier island. With municipalities located on barrier islands, resident safety is paramount, and the ability for residents to evacuate and return with minimal distress is crucial before, during, and after a natural disaster. Progress

remains fleeting in some municipalities located in the CHHA to balance current resident needs with future demands based on current and projected market conditions.

Barrier island municipalities, such as Treasure Island, encourage minor increases of density in their downtown area which would provide more innovative mixed use opportunities as reflected in their downtown revitalization plan. Wilton Manors encourages mixed use development and density increases in their arts and entertainment overlay district along Wilton Drive and in the Highland Estates neighborhood as their plan to revitalize their municipality and to provide a better quality of life to their residents. In municipalities such as Sanibel, planners and elected officials discourage density increases due to the majority of the island being designated as a conservation area. Sanibel remains the only case study that uses a density and intensity map as part of their growth management and comprehensive planning process and has received many awards for their comprehensive plan. In Indian Rocks Beach, Treasure Island, and St. Pete Beach, the business owners prefer higher densities as it would increase the tax revenue and contribute to more infrastructure improvements.

Planning professionals and elected officials need to overcome resident's resistance to density before it can succeed in a small town. Wheeler (2002) suggests that one way to change resident's perception of density is to present the topic in a different way. The subjects of compact development and smart growth are perceived as positive concepts whereas density is perceived as a negative concept based on preconceived notions.

Economic Development and Investment

Planning professionals and elected officials stated in their interviews that due to their municipality's lack of tools and vacant land, commercial and retail operations would pursue opportunities in other locations. Except for Wilton Manors, the municipalities either do not encourage economic development or do not have the tools to manage economic development and

investment. If any jobs are created, those jobs are created in the hospitality and tourism industries. Due to increase property values and the transformation of many of these municipalities into bedroom communities, these communities rely on the larger nearby metropolitan areas as employment hubs and service centers. High levels of young professionals result from a high concentration of major employment hubs in the larger urban areas. These three regions include the major employment hubs of Fort Lauderdale, Miami, Tampa, St. Petersburg, and Jacksonville, which account for the large percentage of young, professional residents in the State. The larger urban areas pull workers out of the built-out municipalities since land remains scarce and expensive. Sprawl has affected these municipalities in the same ways resulting in longer commutes and a strain on infrastructure and other resources.

Public Participation

According to elected officials and planning professionals, within the nine case studies, local business owners support growth management changes that would improve the quality of life for its residents and business owners and increase the tax base. The support of residents for growth management changes is mixed at best. In municipalities such as St. Pete Beach, the different factions on either side of the change debate have caused political turmoil so great that their comprehensive plan has not been updated since the late 1990s. In municipalities such as Wilton Manors, positive changes are being made, but the individual property owners are not always as vocal. As highlighted by Wayne Thies (2007), the Building Department Director in Wilton Manors, individual property owners may not be as vocal regarding growth management issues, but when individual property owners and businesses are represented by either civic or business associations, their voices are heard. In Sanibel, the level of public participation involvement resulted in a new comprehensive plan that did not just incorporate the opinions of a select part of the population, but it incorporated a wider range of perspectives (Sanibel, 2007).

The exclusive nature of Sanibel, the predominant age of the residents, also may contribute to the high level of public participation.

Recommendations

One of the chief criticisms of the growth management process stressed in literature and by the elected officials and planning professionals was that the comprehensive planning process remains too general. Florida Statutes do not differentiate the social, economic, environmental, and historic characteristics of small, medium, and large municipalities. Based on the findings, the state should create regulations specifically tailored to municipalities based on their size, financial capabilities, and location in the state. Changes in the regulations allow for the decrease in inefficiencies for municipalities that do not have the financial and institutional capacity. Before any changes can be made, the public must support these changes.

Each planning professional and elected official stated that public participation levels remain high. Also, the public participated the most when the local government focused on specific issues. In the case studies, the residents and business owners have different opinions about density, economic development, and growth management issues. Researchers recommend encouraging the visioning process as part of the growth management process cycle. One of the biggest impediments to successful growth management in municipalities remains the lack of communication between government officials, residents, and business owners (K. Holley, personal communication, December 19, 2007). In addition, development occurs based on market trends and not by resident preference. The visioning process allows the ability for residents to voice their opinions without being judged. Residents, business owners, and elected officials believe that keeping the process adaptive and flexible is important.

Suggested by Wheeler (2002), specific plans address those issues by bringing the ownership of the vision process to the residents, business owners, and elected officials. The

findings do exhibit the need for the use of the visioning process, but the use of specific plans in other states relate to larger municipalities that contain the financial and institutional capacity to initiate and maintain these plans. State policies are general and broad, and they do not incorporate the individual aspects of the municipality. By creating state growth management regulations tailored for both small and medium-sized municipalities with limited vacant land available, these new regulations will allow for residents and business owners to create a development pattern best for them instead of being forced to follow policies that do not apply.

Summary of the Discussion

This section confirms the findings that municipalities conduct redevelopment when they have the tools available to implement the changes. Financial and institutional capacity issues limit the options available to small and medium-sized built-out municipalities to follow redevelopment and infill strategies. Within exclusive communities, constricted supply and increased demand lead to increased prices. Increased prices lead to more focus on residential development and less focus on commercial and retail development in built-out municipalities. Coastal municipalities face regulatory requirements that go against the intent of redevelopment. Redevelopment can increase density, but in coastal communities, federal and state regulations can limit the amount of density to prevent devastation during a natural disaster. This logic does not apply to inland built-out municipalities since those types of built-out municipalities are not in the coastal high hazard areas. High levels of public participation either contribute to successful redevelopment and infill strategies or create a stranglehold on the growth management process. Small and medium-sized built-out municipalities face unique challenges.

CHAPTER 6 CONCLUSION

The Conclusion section provides a summary of research findings, the limitation of the current research, areas for future research, and conclusions and recommendations. The summary of research findings verifies disconnects between state-mandated growth management requirements, business owner and residential viewpoints, and the implementation capacities of small and medium-sized municipalities. The Conclusion section presents the limitation of the current research related to the lack of empirical and theoretical studies that examine the effects of redevelopment and infill development strategies on built-out municipalities. Additional studies would be needed to examine the effects of redevelopment and infill development strategies on larger built-out cities. A second study would examine the effects of redevelopment and infill development on the availability of affordable housing within a built-out city. Finally, the Conclusion section provides conclusions and recommendations of redevelopment and infill development strategies in built-out cities.

Summary of Research Findings

Although these nine built-out municipalities were incorporated at different times and may have different philosophies in how they should manage growth, these municipalities face the same challenges as many communities throughout the state of Florida. State guidelines do not differentiate between the size of a community, whether they are built-out, and how each municipality handles growth. Based on the study, the planning professionals and elected officials believed that growth management tools remain inadequate to meet their needs (Danny Taylor & Karl Holley, personal communication, December 18 and 19, 2007).

Professionals assume that horizontal growth is automatically replaced by redevelopment and infill development when a municipality becomes built-out. Mattson and Burke (1989)

suggest that without available financial and institutional capabilities, small towns are unable and unwilling to implement redevelopment and infill development strategies on their own. Currently, the land development codes do not adequately reflect the current objectives and policies in the comprehensive plan. Built-out municipalities establish objectives and policies in their comprehensive plan that specifically address redevelopment and infill, but the implementation of these objectives and policies is limited by the market and the financial resources of the municipality and the desire of residents for the community to maintain its small town character.

The study investigated the effects of redevelopment and infill development strategies on small and medium-sized built-out municipalities, incorporating literature which suggests that redevelopment is necessary and inevitable and requires cooperation, new tools, and an interdisciplinary approach. Counteracting the view that redevelopment is necessary and inevitable; literature and interview results suggested that small and medium-sized municipalities face challenges related to economic, regulatory, and social factors. The study examined the disconnect in growth management and the comprehensive planning process that occurred between the regulatory requirements set by the state, the differentiating views of redevelopment voiced by residents and business owners, and the lack of financial and institutional capacity by the local government. In doing so the present study explored when, where, why, and how redevelopment and infill development occur within a built-out municipality.

Built-out municipalities face geographical and political challenges that are distinct compared to other developing cities. Redevelopment is a complex process that must consider many factors. Regulatory restrictions set by the federal and state governments and are within the comprehensive plan determine the extent to which property owners can redevelop or initiate infill development. The federal and state governments limit redevelopment and infill

development especially in coastal areas. Built-out municipalities, located near the Atlantic Ocean and the Gulf of Mexico, have regulatory restrictions because of the need to protect residents during natural disasters. Density and intensity levels and building heights are restricted in municipalities located in coastal high hazard areas (CHHA). Beyond the federal and state regulatory restrictions, the residents of a municipality may prefer to keep lower density and intensity levels to limit population growth and maintain the community as it is. Although these regulatory requirements are crucial to a coastal municipality's well-being, other regulatory restrictions result from a lack of institutional capacity, resources, and favorable political climate to make those changes.

The present study highlights the limitations of growth management and the capacity of small and medium-sized municipalities during implementation phases. Few studies exist that specifically address redevelopment and infill development within built-out municipalities. Established resources such as comprehensive plans, EARs, downtown redevelopment plans, and land development codes set the framework for redevelopment, infill development, and urban design changes through objectives and policies but do not address or provide direction during the implementation process. Interviews with planning professionals and elected officials provided perspectives on whether municipalities implement redevelopment and infill development strategies and their rate and reasons for success and failure.

Limitation of Research

The limitations of research relate to the types of case studies and the availability of literature and established resources that support my argument. The nine case studies consisted of eight coastal communities and one inland community. Inland built-out cities exist in southeast Florida, but the pool of cities exceeded the study's population limit. The present study could remain useful for small and medium-sized built-out municipalities in coastal states, but the

application of this study would remain limited to states with state-mandated growth management.

Established documents contain limitations to their effectiveness. Due to the recent adoption of comprehensive plans and EARs, no study or established source provides empirical results analyzing the effectiveness of implementing the recommendations from the EAR into the comprehensive plan. Municipalities take up to five years to implement the recommendations set forth in the EAR where at the end of that time period, the recommendations may not apply or become outdated. Unlike the EAR, the Census is initiated immediately, but the span of time between each Census limits the effectiveness of the data to explain social phenomenon. The Census Bureau updates data and categories with each Census making it difficult to compare data across multiple decades. Since the United States Census is conducted every ten years, individual economic, community, and regulatory events do not correspond with population and housing trends.

The interview results addressed the limitations in established resources. Due to a lack of time and resources, residents and the Chamber of Commerce were not interviewed resulting in a perspective from only two sources: planning professionals and elected officials. Planning professionals present a subject based on the tools and resources available. The researcher has no reason to distrust the participants since they participated in this study voluntarily, but all participants can contain a personal bias or perspective towards redevelopment and infill development, economic development, and public participation.

Areas for Future Research

The present study focused on small and medium-sized municipalities, but examining large built-out municipalities remains unrepresented in previous literature. Large built-out municipalities do have the financial and institutional capacity to implement redevelopment and

infill strategies, but do the large built-out municipalities implement redevelopment and infill strategies? Broward and Pinellas Counties would become a great focus on additional research since both counties are at least 90% built-out and contain large built-out municipalities. The researcher would conduct interviews with planning professionals, elected officials, business owners, and neighborhood associations. The researcher would use the same questions asked to small and medium-sized built-out municipalities to retain consistency.

In addition to conducting research on large built-out municipalities, the researcher intends to conduct research on growth management strategies and their effect on affordable housing in built-out municipalities. Affordable housing remains an issue that affects built-out and developing cities in Florida and throughout the United States. Municipalities located near waterbodies remain desirable locations to live. Economic impediments limit the availability of affordable housing for low and medium income citizens. It is required by the Florida Statutes for each municipality to address the subject of affordable housing, where it will be located, and how it will be financed through their comprehensive plan. Unfortunately, affordable housing is few and far between in small, medium, and large built-out communities in Florida since there are little to no vacant land available within the corporate limits. When the supply of land and housing units are limited, then the demand for the vacant land and the available housing units will be greater.

Conclusions

The study of built-out municipalities is in its infancy. Municipalities followed the same sprawling development patterns over the last fifty years. Municipalities require time and the appropriate tools and strategies to adequately manage growth when vacant land is no longer abundant. The present study verified that comprehensive plans and EARs contain the appropriate focus on redevelopment and strategies. The interviews results verified that small and medium-

sized municipalities do not have the appropriate tools to implement redevelopment and infill strategies. In all but two case studies, the municipalities either submitted comprehensive plan updates or EARs to DCA for approval. Based on the review of established sources and interviews, the municipalities lack the financial and institutional capacity to implement redevelopment and infill strategies, but not enough time has elapsed since the approval of the EAR to provide an accurate analysis of their success or failure with the strategies.

The study's findings do not remain limited to the state of Florida. A researcher could examine small and medium built-out municipalities in other states and determine whether they are challenged by economic, social, and regulatory conditions. If they do face obstacles, then does the state have mandatory growth management laws? What contributes to these obstacles? If the municipalities do not contain obstacles to redevelopment and infill, then which policies lead to success? Sometimes we focus so hard on a problem that the answer is right in front of us. In other cases, sometimes we need to learn from other people, and try to avoid the same mistakes they made.

Researchers address the current obstacles with redevelopment and infill development by conducting studies on policy innovation and the effects of redevelopment and infill development in small developing municipalities. Current studies highlight the limitations of growth management and the capacity of small and medium-sized municipalities during implementation phases. Few studies exist that specifically address redevelopment and infill development within a built-out municipality. This study addresses the lack of literature focused on redevelopment and infill-development within built-out municipalities and provides recommendations.

APPENDIX A
ATLANTIC BEACH COMPREHENSIVE PLAN RESULTS

Table A-1. Atlantic Beach - Future Land Use Element Introduction

Element	Introduction
FLUE	Future land use, new development and redevelopment within the City of Atlantic Beach shall be in accordance with the following Goals, Objectives, and Policies and as further controlled by the Land Development Regulations, as may be amended to implement the Goals, Objectives, and Policies of this Comprehensive Plan. (Atlantic Beach Comprehensive Plan, 2004)

Table A-2. Atlantic Beach – Goals, Objectives, and Policy

Element	Goal, Objective, or Policy	Description
FLUE	Goal A.1	The City shall manage growth and redevelopment in a manner which results in a pattern of land uses that: 1) encourages, creates and maintains a healthy and aesthetically pleasing built environment, 2) avoids blighted influences, 3) preserves and enhances coastal, environmental, natural, historic, and cultural resources, 4) maintains the City’s distinct residential community character, 5) provides for reasonable public safety and security from hazardous conditions associated with coastal locations, and 6) that provides public services and facilities in a timely and cost effective manner.
FLUE	Objective A.1.3	The City shall encourage future development and redevelopment, which 1) retains the exceptionally high quality of life and the predominantly residential character of the City of Atlantic Beach, 2) provides for the preservation and protection of the dense tree canopy, and 3) which provides for varied and diverse recreational opportunities, including the preservation, acquisition and development of public access to the beach and other water-related resources.
FLUE	Policy A.1.5.5	The City shall enforce the limitations, as set forth within the Land Development Regulations, for maximum height of buildings and maximum impervious surface area for all lands within the City, except that requests to exceed the maximum height of building of thirty-five (35) feet or twenty-five (25) feet, as applicable, maybe be considered and approved only within non-residential land use categories and for non-residential development. Further, any such non-residential increase to the maximum height of building shall be limited only to exterior architectural design elements, exterior decks or porches, and shall exclude signage, storage space or Habitable Space as defined by the Florida Building Code...
FLUE	Policy A.1.5.6	Planned Unit Development regulations and other flexible regulatory methods shall be utilized to provide incentives for achieving environmental enhancement, economical land development, and efficient patterns of land use that provide for an appropriate mix of uses within the City.

Table A-2. Continued

Element	Goal, Objective, or Policy	Description
FLUE	Objective A.1.6	The City shall preserve the sound structural condition and the diverse character of the built environment of the City and shall encourage development programs and activities that are directed at infill development as well as the conservation, redevelopment and re-use of existing structures and the preservation of and re-investment in older neighborhoods.
FLUE	Policy A.1.6.1	The City shall continue to implement code enforcement procedures in order to prevent physical deterioration and blight throughout the City.
FLUE	Policy A.1.6.2	The City shall encourage and assist in the revitalization of older neighborhoods that provide housing for very low, low and moderate-income residents, particularly neighborhoods containing sound, but aging housing stock, where adequate public services and facilities re existing.
FLUE	Policy A.1.6.3	The City shall discourage redevelopment practices that displace very low, low and moderate-income residents.
FLUE	Policy A.1.10	The City shall continue to maintain a development character, which is compact in form, orderly in its land use pattern, and diversified in its makeup so as to ensure employment opportunities, affordable housing, a pleasant living environment, and cost-effective public services.
FLUE	Policy A.1.10.1	The City shall undertake land annexation only when it can demonstrate an ability to provide services and facilities in a manner that maintains the level of service standards as set forth within this Plan amendment and only when such annexation contributes to the orderly growth and development of the region within which the City is situated.
FLUE	Policy A.1.10.2	Those areas of the City, which are designated as Development Areas, are substantially developed as of the adoption date of this Plan amendment with no opportunity for sprawl development as defined by Rule 9J-5.006(5) F.A.C. The City shall not, however, approve amendments to the Future Land Use Map that would convert areas designated as Conservation to Development Areas where adverse impacts to wetland and estuarine systems would result from development activities. Adverse impacts shall be presumed to result from activities, which disturb, contaminate, or degrade wetlands and Environmentally Sensitive Areas, or natural functions and systems associated with such areas.

Table A-2. Continued

FLUE	Policy A.1.10.3	The City shall encourage the clustering of uses in locations where infrastructure facilities are available or where extensions and enlargements can be achieved efficiently, particularly with respect to commercial infill development along the Mayport Road corridor.
FLUE	Policy A.1.10.4	The City shall actively support the appropriate redevelopment and infill development of the Mayport Road corridor. Retail and service uses that encourage a more aesthetically pleasing and pedestrian friendly environment shall be encouraged. New development along Mayport Road shall be in compliance with the Commercial Corridor Development Standards as set forth within the Land Development Regulations.

Source: Atlantic Beach 2015 EAR-Based Comprehensive Plan

APPENDIX B
INDIAN ROCKS BEACH

Table B-1. Indian Rocks Beach - Comprehensive Plan Goals, Objectives, and Policies

Element	Issue	Goals/Objectives Pertaining to Issue	Recommendations
FLUE	Balancing development and private property rights of individual owners, especially small property owners. Might relate but not sure yet.	FLUE 1.2: Land Development Regulations	Amend the City of IRB Code to include platting procedures and update future land use maps to regulate the subdivision of land in favor of small property owners and pre-existing land in favor of small property owners and pre-existing land use patterns, pursuant to the following policy: FLUE 1.2.4 – The City shall continue to enforce land development regulations that contain specific and detailed provisions required to implement this comprehensive plan, which at a minimum shall: Regulate the subdivision of land...
FLUE	Ensuring that the IRB Code conforms with the general development densities and intensities provided by the Pinellas County Rules Concerning the Administration of the Countywide Future Land Use Plan, especially in the context of the city’s location in the Coastal High Hazard Area.	FLUE 1.1: Future Land Use Map and Land Use Designations	<p>The City of IRB could consider community ‘visioning’ to better define its town character/identity and revising the following policy about compliance with Countywide rules to reflect its objectives regarding future land uses. The City of IRB is located in the Coastal High Hazard Area and the intensity/density standards require calibration to address this issue. Review the City of Indian Rocks Beach Code /Land Development Regulations and Future Land Use Maps for compliance with Countywide Rules concerning Future Land Uses and Coastal High Hazard Area standards. The following sections require coordination: Land use categories, Land use characteristics and density/intensity limitations, FAR/ISR/density calculations, Residential equivalency standards, and Exceptions/Variations. Include locational determinants for future land uses, buffers for wetlands and flood plain, transportation/utility, overlays/easements, etc.:</p> <p>FLUE Policy 1.1.1: The City of Indian Rocks Beach Future Land Use Map shall have the land use designations and general development densities and intensities as provided by the Rules Concerning the Administration of the Countywide Future Land Use Plan, As Amended adopted by Pinellas County Ordinance No. 89-4 effective February 6, 1989, and subsequent rule amendments.</p>

Table B-1. Continued

Element	Issue	Goals/Objectives Pertaining to Issue	Recommendations
FLUE	Encouraging Mixed Use Development	FLUE 1.1, 1.1.3, 1.4, 1.4.3-1.4.6, 1.4.8, 1.4.10, 1.4.14	<p>FLUE Objective 1.1: Future Land Use Map and Land Use Designations</p> <p>Development within the City of Indian Rocks Beach shall be in accordance with the land use categories adopted herein and continued enforcement of land development regulations consistent with the comprehensive plan.</p> <p><u>Change 1:</u> The success of ‘mixed-use’ developments is dependent on location, definition of land use categories by required mix of uses, proportional distribution of uses within categories, and density/intensity standards. These factors should be evaluated in conjunction with ‘visioning’ to define town character and identity. Revise the following policy to encourage mixed-use developments and update future land use maps to define physical boundaries for mixed-use developments:</p> <p>FLUE Policy 1.1.3: The City of Indian Rocks Beach hereby adopts those land use categories identified and defined in this policy as those which shall govern mixed-use development within the community pursuant to Rule 9J-5.006(3)(c)7, Florida Administrative Code. Residential/Office General (R/OG), with a residential density of 0 to 15 units per acre, a maximum floor area ratio (FAR) of 0.4, and a maximum impervious surface ratio of 0.7 with a citywide percentage land use distribution of 60 to 80 percent residential and 20 to 40 percent office. Residential/Office/Retail (R/O/R), with a residential density of 0 to 15 units per acre, a maximum FAR of 0.5, and a maximum ISR of 0.7 with a citywide percentage land use distribution of 0 to 20 percent residential, 0 to 20 percent office, and 10 to 90 percent commercial. Resort Facility High (RFH), with a residential density of 0 to 30 units per acre and a maximum FAR of 0.5 and a maximum ISR of 0.7 with a citywide percentage land use distribution of 70 to 90 percent residential and 10 to 30 percent transient accommodation.</p>

Table B-1. Continued

Element	Issue	Goals/Objectives Pertaining to Issue	Recommendations
			<p>FLUE Objective 1.4: Nonresidential Development Commercial development compatible with environmental and economic resources shall occur in a planned and orderly fashion.</p> <p><u>Change 2:</u> In order to discourage single use developments, the City of IRB should create disincentives for single uses in a ‘mixed-use’ land use category and reconsider the separation and buffering requirement between residential and commercial uses as described in the following policies:</p> <p>FLUE Policy 1.4.3: The land development regulations shall contain provisions which discourage the use of the Residential/Office/Retail and Residential/Office General land use categories for single use purposes only.</p> <p>FLUE Policy 1.4.4: The land development regulations shall contain provisions which ensure that within any mixed use development, as appropriate, proper separation and buffering between residential and nonresidential land uses is maintained. Revise the following policy to encourage complementary and synergistic uses:</p> <p>FLUE Policy 1.4.5: In order to minimize incompatibility when residential and commercial land uses share a common boundary, the land development regulations shall continue to require the installation of buffering, as appropriate, where there is a change of use or increase in intensity. Revise the following policies regarding proportion of commercial uses and quality of life in accordance with the city’s vision for future development:</p> <p>FLUE Policy 1.4.6: The City shall, through the land development regulations, encourage the development of commercial uses in proportion to locally generated demand for these uses.</p> <p>FLUE Policy 1.4.8: The land development regulations shall contain provisions which ensure that commercial facilities are located so as to serve residential land uses without disrupting their quality of life. Consider prohibiting mixed-use on west side of Gulf Blvd.:</p>

Table B-1. Continued

Element	Issue	Goals/Objectives Pertaining to Issue	Recommendations
			<p>FLUE Policy 1.4.10: The land development regulations shall contain provisions establishing the guidelines under which ancillary commercial uses associated with seasonal tourist facilities and limited commercial development may be incorporated into the Resort Facilities High land use category. Prepare an implementation strategy for the following policy, including location specific incentives and exceptions for commercial uses:</p> <p>FLUE Policy 1.4.11: In order to encourage the best use of the Residential/Office/Retail, Residential/Office General, and Commercial General land use categories, the land development regulations shall include provisions which enhance the opportunities for the redevelopment or rehabilitation of existing commercial land uses. Implement the following policy by identifying specific commercial nodes, such as the Business District Triangle, and providing incentives for mixed use development, including parking and density bonuses, in these specific locations:</p> <p>FLUE Policy 1.4.14: The land development regulations shall contain provisions which encourage the concentration or clustering of commercial activities.</p>

Table B-1. Continued

Element	Issue	Goals/Objectives Pertaining to Issue	Recommendations
FLUE	Encourage redevelopment as a land development strategy with special emphasis on infill, reuse, and revitalization.	FLUE 1.5	<p>FLUE Objective 1.5: Redevelopment The enhancement and protection of the city’s existing character shall be achieved through redevelopment which ensures an orderly and aesthetic mixture of land uses. The City of IRB should evaluate the role of redevelopment as a land development strategy but ensure that the implementation of this objective is in accordance with its ‘vision’ for town character and identity. Prepare an implementation strategy for the following policies, including incentives for infill and ‘mixed-use’ developments, and need-based exceptions from concurrency standards:</p> <p>FLUE Policy 1.5.2: The City of Indian Rocks Beach shall promote business and civic activities in the Business District Triangle by encouraging redevelopment and revitalization of the area.</p> <p>FLUE Policy 1.5.3: The land development regulations shall contain incentives encouraging redevelopment and/or revitalization through the use of either the Residential/Office/Retail or Residential/Office General land use categories.</p> <p>FLUE Policy 1.5.4: In order to ensure the continued maintenance of its beach residential character, the land development regulations shall contain provisions which enhance the opportunities for the rehabilitation and/or revitalization of the existing residential structures, particularly those located west of Gulf Boulevard.</p> <p>FLUE Policy 1.5.5: The land development regulations shall contain provisions whereby redevelopment activity is consistent with the availability of public facilities and services.</p>

Table B-1. Continued

Element	Issue	Goals/Objectives Pertaining to Issue	Recommendations
FLUE	Reevaluate Planned Unit Development (PUD) regulations.	FLUE 1.3, 1.3.1, 1.3.3	<p>FLUE Objective 1.3: Residential Development The integrity and quality of life, as exhibited by the continuation of the city’s beach community, family-oriented, residential character, will be maintained in residential neighborhoods. PUDs could serve as an effective tool to promote infill/redevelopment as well as encourage ‘mixed use’ developments (see issue 1c). Revise the following policies to allow PUDs on smaller development parcels with special allowances for land uses, density, dimensional and open space requirements, clustering, etc.:</p> <p>FLUE Policy 1.3.1: The land development regulations shall encourage that development or redevelopment of multi-use projects of one acre or more be developed as a planned unit development.</p> <p>FLUE Policy 1.3.3: The planned unit development regulations shall, at a minimum, address the following: Allowance for a creative approach for development or redevelopment; A requirement that more open space be provided than that called for by the strict application of the minimum requirements of the land development regulations; A harmonious development of the site and the surrounding areas and community facilities while providing safe and efficient traffic circulation; An allowance for zero lot line, cluster or other nontraditional lot layout or site design; The establishment of minimum acreage and dimensional requirements; The establishment of procedures for the granting of increase structure height in exchange for increased open space and decreased amounts of impervious surfaces; and Other provisions as deemed appropriate by the city in Continuing with the intent of the Planned Unit.</p>

Source: Renaissance Planning Group, Indian Rocks Beach Evaluation and Appraisal Report, 2006

Table B-2. Indian Rocks Beach – Review of Comprehensive Plan Elements: Future Land Use

Successes	Shortcomings	Issues/Recommendations
<p>The City of IRB is successfully attracting development and increasing property values are a testament to this success. Also, the city has successfully managed to balance redevelopment activity with the provision of public facilities and services. The FLUE is fairly comprehensive and continues to be implemented effectively. The FLUE is supportive of the existing single family residential development pattern and continues to meet targets in terms of FAR/ISR and LOS.</p>	<p>The City of IRB fails to articulate an overall ‘vision’ for town character and identity. In order to maintain its small town character and comply with the Countywide Rules, the FLUE requires careful calibration for land use categories, intensity/density standards, etc., and coordination with the City of IRB Code/Land Development Regulations and Future Land Use Map. The city has not attracted mixed use development.</p>	<p>The City of Indian Rocks Beach (IRB) is mostly developed with only 25 acres of vacant land. The major focus of future development in IRB is redevelopment and revitalization.</p> <p>Key issues related to this element are as follows:</p> <ul style="list-style-type: none"> • Ensuring continued protection of private property rights, especially of individual small property owners. • Coordination with Countywide Rules for Future Land Use. • Encouraging ‘mixed-use’ development • Encouraging ‘redevelopment’ as land development strategy with emphasis on infill, reuse, and revitalization. • Addressing the issue of non-conforming uses. • Amending Planned Unit Development regulations to address redevelopment projects. <p>In order to amend the FLUE, the City of IRB should undertake community visioning to better define its goals and objectives with respect to future growth and development.</p>

Source: Renaissance Planning Group, Indian Rocks Beach Evaluation and Appraisal Report, 2006

Table B-3. Indian Rocks Beach – EAR - Review of Comprehensive Plan Elements: Housing

Successes	Shortcomings	Issues/Recommendations
<p>The Housing Element strives to achieve a balance between housing quantity and quality for its citizens and visitors alike. The focus of recent housing development in the City of IRB has been moderate to high priced condominium housing. Rising property values demonstrate success of the Housing Element.</p>	<p>High property values reduce equitable access to housing and promote gentrification of neighborhoods. High property values also discourage commercial development. The objectives that address housing conservation and substandard housing impede the support for adequate and fair housing.</p>	<p>Key issues related to the HE are as follows:</p> <ul style="list-style-type: none"> • Retaining and expanding transient accommodation through redeveloping existing hotels and motels. • Encouraging ‘attainable’ housing. • Mitigating gentrification of neighborhoods in the context of increasing property values. • Addressing the issue of displacement. <p>The housing goals, objectives, and policies for the City of IRB reflect its vision for future development. Considering the redevelopment focus of the city with little vacant land available for development, the HE should be refocused to address ‘attainable’ workforce housing and addressing pressure to convert existing hotels and motels into condominiums. ‘Attainable housing’ combines issues related to growth and affordability with innovative approaches to housing design and property rights.</p>

Source: Renaissance Planning Group, Indian Rocks Beach Evaluation and Appraisal Report, 2006

APPENDIX C
KEY BISCAYNE

Table C-1. Key Biscayne - Development Trends: Land Use Changes (1999-2006)*

Land Use	Increase/Decrease	Percentage
Single-Family Residential	Decrease	25%
Public/Semi-Public	Decrease	37%
Vacant Land	Decrease	24%
Commercial – Office	Increase	150%
Recreation/Open Space	Increase	37%
Conservation/Preservation	Increase	32%
Duplex/Triplex/Multifamily	Increase	8%

Source: Key Biscayne Evaluation and Appraisal Report, 2007

*According to the most recent evaluation and appraisal report issued in 2006, “The increase in commercial-office land use category acreage (+150%) is primarily due to resort facilities (approximately 65.82 acres and 1,975 units in 2006). This increase in resort facilities and the decrease in single family category acreage (-25%) represents a significant increase in seasonal/transient population in IRB” (Renaissance Planning Group, 2006, pg. 2).

Table C-2. Key Biscayne - Citizen Survey – Land Use

Results	<p>Usable responses were received from some 5,000 survey questionnaires mailed to local residents. The response rate of almost 20 percent is unusually high. The results were an important consideration in establishing policies for all of the plan elements but among these results particularly important to the Future Land Use map and policies are the following:</p> <ul style="list-style-type: none">• 84 percent want residential development to be at the lowest density possible consistent with the protection of reasonable property rights• 84 percent also said either no more retail development or only “a very limited amount;” 85 percent say the same about addition office development.• 58 percent want public beach access although most want it limited to Village residents; the majority of those starting an opinion want a bay-front park.• 61 percent oppose developments which place apartments above retail uses.• 74 percent favor some kind of architectural review process.
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Source: Key Biscayne Comprehensive Plan, 1995

Table C-3. Key Biscayne - Strengths

Strengths	Explanation
Strong Sense of Community	The island's history; the neighborliness and friendliness of its residents; an engaged citizenry; and the physical smallness of the community-create a strong sense of community self-awareness and a desirable "small-town" environment.
Quality of Life	The community's self-reliance; a safe, peaceful, and quiet setting; the beauty, environmental value, and quality of government, services and amenities contribute to an exceptional quality of life
Location	The advantages of convenient proximity to major employment and activity centers in Miami-Dade County, coupled with the separation and distinct island identity.
Natural Setting/Environment	The beauty, amenity, and environment value of a barrier island with a tropical landscape and climate, the scenic open space and dual waterfront, on the bay and the ocean.
Community Services and Facilities	The Elemiddle (K-8) school, Village Green, civic center, public safety, and myriad recreational opportunities.

Source: Key Biscayne Evaluation and Appraisal Report, 2007

Table C-4. Key Biscayne - Weaknesses

Weaknesses	Explanation
Community Facilities and Services	Recreational opportunities abound, but insufficient parks and playing fields and a lack of land for future public facilities, deficient maintenance of the community’s public spaces.
Mobility, Transportation, and Parking	Traffic congestion, lack of pedestrian/bike/golf cart provisions and related safety concerns, lack of connectivity between individual commercial uses, as a well as between the commercial and residential areas, and issues related to what is perceived as unsatisfactory performance of existing traffic calming treatments/poor execution of traffic calming techniques.
Growth and Development Impacts	Perception of excessive density, the construction of new homes which are out of scale with the size of lots and with the surrounding development, blocked views of the water, and overcrowded facilities.
Changing Community	A growing non-permanent/transient population; the loss of “island spirit,” which is manifest in, among other things, a lack of respect for the community’s public areas, apathy/lack of involvement, and seeming elitism and sense of entitlement.
Infrastructure	Deficiencies cited include the incomplete central sewer, the presence of overhead utilities, storm drainage problems, and poor road maintenance.
Planning/Zoning/Regulations	Weak or ineffective planning and regulations; lack of long-term “vision”; lack of or inconsistent enforcement.
High Cost of Living	Higher costs associated with living in a coastal community, from disaster insurance to construction costs, increasing property values, and lack of affordable housing; all have the effect of decreasing the diversity of the community.
Limited Range of Retail and Services	In particular, the small number and variety of restaurants, the narrow range of retailers and services, and limited cultural/entertainment features and venues.

Source: Key Biscayne Evaluation and Appraisal Report, 2007

Table C-5. Key Biscayne – Opportunities

Opportunities	Explanation
Parks and Open Space	To acquire land for additional parks, to expand ocean/bay access, to develop trails and protect natural areas.
Community Services/Facilities/Amenities	To expand the recreation center, to build a community theater and other cultural facilities, to improve education and consider a high school.
Improve Transportation/Circulation	To reduce vehicular congestion, provide additional facilities/improve connectivity for pedestrian, cyclists and golf carts, provide commercial area access from Fernwood, and expand public transportation and traffic calming.
Development/Redevelopment Controls	To control density and intensity, preserve needed services and businesses, control building scale, and improve landscape requirements.
Community Interactions	To improve communication/dialogue among diverse community groups as well as between the Village and its residents, to improve civic involvement
Seniors and Families	To provide for elder care on island, encourage affordable housing.
Infrastructure	To improve road conditions, expand/complete the sewer system, to upgrade lighting, signage, landscaping, and stormwater.

Source: Key Biscayne Evaluation and Appraisal Report, 2007

Table C-6. Key Biscayne – Threats

Threats	Explanation
Overpopulation/Unfettered Development	Rezoning to increase density, oversized homes impacting older neighborhoods, lose of “small town” character.
Impacts of External Development	Excessive development/traffic generation from Virginia Key and causeway development.
Degradation of the Environment	Beach erosion, pollution, and the loss of biological diversity, open space and scenic beauty.
Traffic/Mobility/Parking	Congestion and delays related to the single island accessway, increased traffic, and safety problems.
Village Government	Unresponsive, bureaucratic, over-restrictive, fiscal limitations, lack of intergovernmental coordination.
Loss of Community Character/Identity	Degraded aesthetics, loss of community spirit, factionalism, excess tourism/visitation.
Hurricanes/Natural Threats	Lack of preparedness, failure to evacuate, power failures, storm surge.
High Cost of Living	Ever-escalating property values and taxes are perceived as a potential threat to the quality of life and socioeconomic diversity of the community.
Schools	Lack of a high school; overcrowded classrooms.

Source: Key Biscayne Evaluation and Appraisal Report, 2007

Table C-7. Key Biscayne - Assessment of the Future Land Use Element Goals, Objectives, and Policies

Goals, Objectives, and Policies	Element	Implementation Status
Objective 1.1	Future Land Use Categories: Maintain existing development and achieve new development and redevelopment which is consistent with the community character statement articulated in Goal 1.	Implemented: The Land Development Code is consistent with the Master Plan.
Policy 1.1.1	By statutory deadline or sooner, enact and enforce land development code consistent with the Future Land Use Map (FLUM)	Implemented: Ongoing. At the time of adoption of the Master Plan the Land Development Code was based on County Zoning. However, VKB Single Family – Residential (SF-R) and remaining zoning districts were amended on 10/24/00 and 5/9/00, respectively to be made consistent with the Master Plan.
Policy 1.1.2	Until adoption of the Land Development Code (LDC), regulate development according to the FLUM, including specified land uses, densities and intensities.	Implemented.
Objective 1.2	Commercial Redevelopment: By 2004, achieve private revitalization of at least one Crandon Boulevard property that has a blighted impact on the Village.	Implemented: The CVS shopping center was previously a vacant grocery store before being renovated in 2003. The parking lot, landscaping, and facades were all redone. The building at 800 Crandon Boulevard was a decaying service station site before it was demolished and replaced with a new hardware store in 2001. 560 Crandon Boulevard was demolished in 2005; the site is currently being cleaned up for an office building.
Policy 1.2.1	By statutory deadline or sooner, enact and enforce land development code standards and incentives to achieve new development, renovate development and or redevelopment that meets high signage, landscaping, circulation/parking and other standards.	Implemented: See below.

Table C-7. Continued

Goals, Objectives, and Policies	Element	Implementation Status
	All new development, renovated development and redevelopment consistent with FLUM.	Implemented. At the time of adoption of the Master Plan the Land Development Code was based on County Zoning. However, VKB Single Family – Residential (SF-R) and remaining zoning districts were amended on 10/24/00 and 5/9/00, respectively to be made consistent with the Master Plan.

Source: WRT, Key Biscayne Evaluation and Appraisal Report, 2006

Table C-8. Key Biscayne - Small Scale Comprehensive Plan Amendments

Ordinance 95-8	Amended densities permitted within the “Medium Density Multifamily and Ocean Resort Hotel” land use category in the Master Plan, separating the tabulation of density for multifamily residential uses and hotel uses located on the same lot.
Ordinance 97-17	Amended the land use designation on the Future Land Use Map from Medium Density Single Family Residential to Two Family Residential for seventeen parcels of property on Fernwood Road specified in the appendix of the ordinance.
Ord. 97-17 and Ord. 2000-1	Amended the Future Land Use Map for the property at 800 Crandon Boulevard, changing it from the “office” to “commercial” category.

Source: WRT, Key Biscayne Evaluation and Appraisal Report, 2006

Table C-9. Continued

Issue	Explanation
Issues with providing affordable housing	<ul style="list-style-type: none"> • However the Village’s ability to provide affordable housing is constrained by several factors: • As a Coastal High Hazard Area within floodplain designation AE, the Village is not permitted to approve any development applications that would serve to increase density beyond what exists or is allowed by current zoning and/or vested rights • The Village is almost entirely built out. Purchasing property from the very limited supply of vacant land would be costly and burden the debt cap. This is in conflict with Policy 1.3.1 of the Capital Improvements Element of the Master Plan, which states that the ‘capital improvement program schedule shall not include projects that would achieve significantly more intensive development than authorized by this plan by directly causing developer applications for Land Use Plan or zoning map amendments.’... <p>Because the Village is bordered by Biscayne Bay to the west, county-owned Calusa and Crandon Parks to the north, the Atlantic Ocean to the East, and Bill Baggs Cape Florida State Park to the south, annexation is not an option.</p>

Source: WRT, Evaluation and Appraisal Report, 2007

APPENDIX D
MARCO ISLAND

Table D-1: Marco Island – EAR – Issues - Redevelopment

Issue	Description	Progress Made	Future Direction	Proposed Action
Redevelopment	<p>As stated in the original Data and Analysis discussion, “There are two types of redevelopment the City should be involved with. The first is the redevelopment of individual properties and structures. Those should be adequately addressed via the architectural and site design guideline study. The second type of redevelopment involves a larger scale project, a process in which specific areas are reviewed for the potential for area-wide redevelopment...” (2001)</p>	<p>The City has adopted enhanced architectural and site design guidelines for commercial and mixed-use projects. These design regulations govern the development and redevelopment of commercial properties, and have resulted in significant improvements to building facades and on-site amenities.</p>	<p>City Council has held numerous discussions on the topic of redevelopment, both in terms of density and intensity. Council is supportive of efforts to thoroughly evaluate bulk regulations (e.g., heights, setbacks), and possible density reductions for mixed-use projects. Council is concerned with the potential redevelopment of low-rise multifamily projects along Collier Boulevard, and the need to implement regulations that will avoid “canyonization” along the corridor. In addition, immediate attention and action should be directed to provide transitional relief (e.g., building height, bulk regulations) at locations where higher density/intensity multifamily zoning districts abut, or are separated by an alley, from lower density/intensity single-family zoning</p>	<p>Identify opportunities to reduce overall Island density below 4 dwelling units per net acre, and adopt Future Land Use Element policy with new target density. Investigate creation of a “Collier Boulevard Overlay” to control future redevelopment of multifamily properties consistent with the community’s vision of a small, tropical town. And as stated above, immediate attention and action should be directed to provide transitional relief (e.g., building height, bulk regulations) at locations where higher density/intensity multifamily zoning districts abut, or are separated by an alley, from lower density/intensity single-family zoning districts. Review development standards for mixed-use projects, with possible reductions in height and density. Review existing</p>

Table D-1. Continues

Issue	Description	Progress Made	Future Direction	Proposed Action
			districts. Council is also interested in the increasing number of residential teardowns, and the maximization of the building envelope for new single-family dwellings. Council indicated support for review of current bulk regulations for single-family development, and the possible need to amend setback regulations for multiple-story structures.	single-family development standards, with possible amendment to side yard setbacks for multiple story structures.

Source: Marco Island, Evaluation and Appraisal Report, 2005

Table D-2. Marco Island – EAR – Issue – Mixed Use Development

Issue	Description	Progress Made	Future Direction	Proposed Action
Mixed Use Development	<p>“The concept of Mixed Use Development has been espoused on Marco Island since the adoption of the Marco Island Master Plan (MIMP). Unfortunately, the MIMP and the Land Development Code do not fully define and provide clear guidelines as to how potential mixed-use projects will be reviewed and approved. Mixed Use development provides a tremendous opportunity for a prudent use of commercial land, yet needs to be refined to prevent possible abuses, which could undermine and detract from commercially zoned properties.” (2001)</p>	<p>Upon adoption of the original comprehensive plan the City adopted a new land development code that provided for mixed use development as a conditional use within the C-1, C-2, C-3 and C-4 commercial zoning districts. Within each commercial zoning district the terms and conditions for a potential mixed-use project are outlined, including maximum density, commercial/residential area ratios, and maximum heights. Mixed-use projects must undergo public hearings before both the Planning Board and City Council prior to final approval. Such projects are also subject to adopted commercial architectural and site design guidelines. Examples of approved mixed-use projects include the Esplanade, Provence of Marco, and Royal Crown.</p>	<p>While generally pleased with the appearance of recent mixed-use projects, there have been concerns raised as to the intensity of developments.</p>	<p>Prepare zoning text amendments to reduce the intensity and maximum building heights for mixed-use projects. Prepare a comprehensive plan amendment to reduce the allowable density for mixed use projects to a percentage (to be determined later) of the current allowable underlying zoning district density.</p>

Source: Marco Island, Evaluation and Appraisal Report, 2005

Table D-3. Marco Island – EAR – Issue - Rezoning

Issue	Description	Progress Made	Future Direction	Proposed Action
Rezoning	<p>“The temptation to rezone property to accommodate a desired project can be very seductive to a community. Nevertheless the City of Marco Island should be wary of any further rezoning that would deviate from the Future Land Use Plan. The City has inherited a well conceived and designed master planned community. The initial development plan of the Mackle brothers and the Deltona Corporation has been held true over the past 35 years. The Future Land Use Plan developed in conjunction with the Marco Island Master Plan (MIMP) reaffirmed the community’s desire to see the continuation of the Deltona development plan.” (2001)</p>	<p>There has been limited rezoning of property on Marco Island since incorporation. Three large PUD’s have been approved (Glon, Pier 81, and the Marriott), as well as one smaller PUD (Olde Marco Inn). Two other properties, totaling less than one acre have also been rezoned. An ordinance has been approved increasing the minimum acreage requirement for consideration of a PUD, which has proven effective.</p> <p>In March 2004 the City adopted a new Future Land Use Map with eight amendments. Those amendments reflected the PUD’s, properties acquired for public use, and two small parcels recommended for commercial zoning.</p>	<p>The City will continue to utilize the Future Land Use Map as policy guidance to assess and address rezoning petitions.</p>	<p>No specific action(s) are proposed at this time.</p>

Source: Marco Island, Evaluation and Appraisal Report, 2005

Table D-4. Marco Island – EAR – Issue – Commercial Space

Issue	Description	Progress Made	Future Direction	Proposed Action
Commercial Space	<p>“Based on the original master plan layout for the community and the desire to restrict commercial development, the amount of land zoned for commercial purposes is limited. As such, the existing commercial areas are surrounded by low-density, residential zoned areas, which a) limit the ability for future expansion, and b) places potential high intensity development in close proximity to low intensity residential uses. With the constraints imposed the City must take an active role in ensuring that our commercial resources are utilized wisely and available for the level of commercial usage expected from a residential community.”</p> <p>(2001)</p>	<p>Since adoption of the Comprehensive Plan the City has reviewed and adopted commercial zoning standards and regulations.</p>	<p>The City should investigate and evaluate the potential of creating a Community Redevelopment District for the Elkcam Circle area.</p>	<p>Initiate investigation and assessment of the Elkcam Circle area as a candidate site for a CRA.</p>

Source: Marco Island, Evaluation and Appraisal Report, 2005

APPENDIX E
NEPTUNE BEACH

No redevelopment or infill development information was available.

APPENDIX F
SANIBEL

Table F-1. Sanibel - Approximate Acreage of Land Uses – 2006 compared to 1995

Land Use Category	2006		1995			
	Acreage	%	Acreage	Recalculated	%	Recalculated
Conservation Uses	7200	62.1	6850	6500	59.1	56.0
Residential Uses	2550	22.0	2475		21.3	
Vacant/Undeveloped Land	400	3.4	815	1165	7.0	10.0
Recreation Uses	575	5.0	575		5.0	
Roadways	500	4.3	500		4.3	
Commercial Uses	150	1.3	150		1.3	
Public Facilities	50	0.4	60		0.5	
Other Uses	175	1.5	175		1.5	
Industrial Uses	0	0.0	0		0.0	
Agricultural Uses	0	0.0	0		0.0	
Total	11,600	100	11,600		100	

Sources: Sanibel Planning Department, Sanibel Plan, 2007

Table F-2. Characteristics of Sanibel

Total Area of Sanibel	17.5 Square Miles (11,600 acres)
Principal Use	Conservation Area (60%)
Year of Incorporation	1974
Located within a Floodplain	Yes
Areas of Critical State Concern	No
Expansion of Corporate Boundaries	In 1990, expanded corporate limits ½ mile offshore; into the coastal waters on State owned submerged land.
Percentage of dwelling units constructed	92%

Table F-3. Sanibel - Land Use Projections: Dwelling Units at Buildout (2026)

Projected amount of dwelling units constructed	800
Dwelling units located in existing developments	600
Dwelling units located on vacant/undeveloped land	200

Table F-4. Sanibel - Approximate Acreage of Land Uses – Buildout (2026)

Land Use Category	Acreage	%
Conservation Uses	7375	63.6
Residential Uses	2625	22.6
Vacant/Undeveloped Land	0	0.0
Recreation Uses	600	5.2
Roadways	525	4.5
Commercial Uses	175	1.5
Public Facilities	75	0.7
Other Uses	225	1.9
Industrial Uses	0	0.0
Agricultural Uses	0	0.0
TOTAL	11,600	100

Source: Sanibel Planning Department, Sanibel Plan, 2007

Table F-5. Sanibel - Negative Externalities to the Local Economy and Redevelopment

Destruction caused by Hurricane Charley	Resort housing was affected which results in less tax revenue
Increased tolls on the Sanibel Causeway	The local economy has been negatively impacted by the substantial increase, instituted by Lee County, in tolls to cross the Sanibel Causeway

Table F-6. Sanibel Plan – Goals, Objectives, and Policies

Goal	The three-part statement of the community’s vision of its future is a hierarchy; one in which the dominant principle is Sanibel’s sanctuary quality. Sanibel shall be developed as a community only to the extent to which it retains and embraces this quality of sanctuary. Sanibel will serve as attraction only to the extent to which it retains its desired qualities as sanctuary and community.
Statement A	
Objective A1	Sanibel shall remain a small town.
<i>Policy A1.1</i>	The City of Sanibel will foster quality, harmony, and beauty in all forms of human alteration of the environment. The community aesthetic is defined as a casual style; one which is adapted to a relaxed island quality of life and respectful of local history, weather, culture and natural systems.
<i>Policy A1.2</i>	The City of Sanibel chooses to remain unique through a development pattern that reflects the predominance of natural conditions and characteristics over human intrusions. All forms of development and redevelopment will preserve the community’s unique small town identity.
<i>Policy A1.3</i>	The City of Sanibel chooses to preserve its rural character. “Auto-urban” development influences will be avoided. The commercialization of natural resources will be limited and strictly controlled.
Objective B2	As development anticipated in the Future Land Use Element occurs, protect natural resources, including soils, by limiting development as a percentage of total land area.
<i>Policy B2.1</i>	Protect natural resources by application of best management practices and continued implementation of the development regulations and performance standards of the Land Development Code.
Objective B6	Development, consistent with the Future Land Use Map, that is consistent with densities and permitted uses regulated by the Development Intensity Maps, the Ecological Zones Maps, the Commercial District Map, Wetlands Conservation Lands Map and the Resort Housing District Map, will be managed by implementation and enforcement of the Land Development Code.
Objective B7	To discourage sprawl, ensure that future development is consistent with the Future Land Use Map that is consistent with the densities and permitted uses regulated by Development Intensity Maps, the Ecological Zones Maps, the Commercial District Map, Wetlands Conservation Lands Map and the Resort Housing District Map.
<i>Policy B7.1</i>	The Plan for Permitted Uses, the Plan for Residential Development Intensity, the Plan for Commercial Development and the Plan for Community Design will continue to be implemented by the development regulations and performance standards of the Land Development Code.
Objective B9	Continue the implementation of innovative land development regulations to achieve the objectives of the Plan.
<i>Policy B9.1</i>	Annually review the Land Development Code to consider innovative techniques that can improve achievement of Plan objectives.

Source: Sanibel Plan, 2007

APPENDIX G
ST. PETE BEACH

Table G-1. St. Pete Beach - Redevelopment Recap: Where we stand?

Name of Redevelopment Project	Description	Status
Redevelopment Plan	As required by the recent charter amendments, all Comprehensive Plan Amendments and increase in allowable building heights must be approved by the voters. Workshops on the subject have not yet been rescheduled but may begin as early as the end of the summer 2007. Any new Comprehensive Plan amendments will need to be approved by all agencies by early January in order to be placed on the March 2008 ballot. <i>[There was no indication that plan amendments were going to be approved by early January]</i>	Ongoing
Dolphin Village	In November 2006, residents voted to not repeal Division 43 of the Land Development Code. On February 14, 2007, RMC Property Group, owners of Dolphin Village, applied for a rezoning under Division 43 to reconstruct the shopping center with a mixed use development. The project includes 100,000 sq/ft of new commercial development, including a new 45,000 sq/ft grocery store, as well as a 175 unit, seven story residential building. The City Commission approved the project which is currently under appeal in Circuit Court by several residents. Assuming the approval stands, the property owners have indicated it is likely at least two years before any construction activity begins.	Ongoing
East Corey	Voters did not approve the vacation of Corey Circle for the Corey Landings project which will not allow the previously approved site plan to move forward. Staff is working with the owners to demolish the existing structures on the site. The property owners have not submitted a revised site plan to the city.	Ongoing
Pass-A-Grille	The Planning Board and City staff have been working on a number of planning issues relating to 8th Avenue and the small tourist lodging facilities. The primary goal is to assure any redevelopment on 8th Avenue is consistent with historic development pattern of the area and that we retain some presence of small tourist lodging facilities that were all made non-conforming nearly twenty years ago. Changes will require amendments to the Comprehensive Plan that will require numerous public hearings and a public referendum before they can be enacted.	Ongoing

Source: St. Pete Beach Municipal Website, 2007, <http://www.stpetebeach.org/sub/devel/redevelopment.html>

Table G-2. St. Pete Beach - Locally Identified Issues – Issue 2

Issue #	Description	Recommendation(s)	Objectives and Policies
2	<p>St. Pete Beach, like many areas in Florida, has faced increased redevelopment pressures since the last update to the Comprehensive Plan. The City is built out, and many of the older hotels, motels, and commercial buildings are reaching the point of functional obsolescence. The City Commission initiated the visioning process in 2002 in an effort to solicit the input from residents (including those that are seasonal) and business owners about their future vision for the city. The Master Planning process developed frameworks for renewal and proposed comprehensive plan amendments establishing several community redevelopment districts as an approach to address this issue. Although the citizens of St. Pete Beach eventually repealed these comprehensive plan amendments (previously adopted by the City Commission) in November 2006, there are components of this issue that should still be addressed. Components of this issue include:</p>	<p>St. Pete Beach should develop a comprehensive community redevelopment approach to look further at these issues. The City should reassess the Community Redevelopment Plan that was rejected by voters in November 2006 to determine if revisions or modifications to that plan could be made to address the community’s concerns. Additionally, a comprehensive assessment of the current status of the tourist lodging industry should be undertaken to examine future likely trends and to provide an economic analysis of what kinds of units are being built. This would allow the City to make informed decisions regarding the land use regulations needed to implement and/or to facilitate redevelopment.</p>	<p>The current Future Land Use Element demonstrates the desire of the community to exist as a residential community benefiting from the economics of tourism.</p> <p>Goal 1 states: The City shall ensure that the residential character of the City of St. Pete Beach is maintained and protected while:</p> <ul style="list-style-type: none"> • Maximizing the potential for economic benefit resulting from the tourist trade and the enjoyment of natural and man-made resources by citizens and visitors alike; • Minimizing the threat to health, safety, and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation; and • Maintaining the community's recreation, open space and beaches. [Emphasis Added]

Table G-2. Continued

Issue #	Description	Recommendation(s)	Objectives and Policies
	<p>Maintaining or attracting new investment into the tourist lodging facilities while maintaining the quality of life for the City’s residents</p> <p>Protecting existing single-family neighborhoods from encroachment by incompatible uses</p> <p>Preserving the City’s community infrastructure and maintaining “small town feel”</p>	<p>The City should consider revisiting the visioning process in order to better understand what the community desires. It will be important to find an appropriate method for reaching a representative mix of citizens so that a clear perspective on what they like and don’t like, as well as their expectations for what their local government should be doing about planning and land use issues can be discussed.</p> <p>Staff should assess the City’s LDRs to address concerns regarding incompatible use impacts are mitigated, as well as to review the consistency of currently permitted uses within the RFM District with Policy 1.3.6. Additionally, the LDRs should be revised such that a minimum of 51 percent of the use of mixed-use projects is required to be consistent with the primary use of the applicable future land use classification as established by the Comprehensive Plan.</p>	<p>Within this Goal, Policy 1.1.5 attempts to protect residential uses from encroachment of incompatible uses through the Land Development Regulations (LDRs). The City’s LDRs, however, should be reviewed and updated to ensure the impacts of incompatible uses are properly mitigated in light of the increasing redevelopment pressure in St. Pete Beach.</p> <p>Policies 1.3.5 and 1.3.6 encourage the maintenance of tourist lodging facilities in keeping with the character of the community and prohibit the conversion or development of tourist lodging units for use as permanent residential dwellings within several land use categories. Additionally, Objective 1.4 states:</p> <p><i>Consistent with this comprehensive plan, as amended, the City of St. Pete Beach shall enhance and protect the City’s character through the encouragement of redevelopment which ensures an orderly and aesthetic mixture of land uses.</i></p>

Table G-2. Continued

Issue #	Description	Recommendation(s)	Objectives and Policies
			<p>This is achieved through several policies encouraging “the adaptive re-use of no longer viable commercial properties” and the “rehabilitation and/or revitalization of existing residential structures allowing for a mixture of compatible residential and non-residential uses within a single development site.” While the Comprehensive Plan policies encourage of mixture of uses within a project, the LDRs should ensure that most of the land area is consistent with the primary use of the applicable land use classification.</p>

Source: St. Pete Beach, Evaluation and Appraisal Report, 2007

Table G-3. St. Pete Beach – Locally Identified Issues – Issue 3

Issue #	Description	Recommendation(s)	Objectives and Policies
3	Rising land costs, a lack of undeveloped land, and its location within the Coastal High Hazard Area (CHHA) exacerbate the issue, making it nearly impossible to address the issue solely within the boundaries of the City itself. St. Pete Beach recognizes the importance of coordinating where possible to reduce roadblocks to the construction of a variety of housing types and to coordinate with Pinellas County to find a multi- jurisdictional solution to a regional issue.	None listed that apply	None listed that apply

Source: St. Pete Beach, Evaluation and Appraisal Report, 2007

Table G-4. St. Pete Beach – Locally Identified Issues – Issue 6

Issue #	Description	Recommendation(s)	Objectives and Policies
6	<p>St. Pete Beach residents have expressed concerns regarding the potential for increased development densities within the city through the use of as yet undeveloped units allowed by the Future Land Use Plan Map. Of particular concern is the allowed density for both residential and transient accommodations within the city; while a mixture of residential and transient lodging is allowed in many Future Land Use classifications, these densities have not been actualized to date and if they were to be, there could be very significant increases in the built density of St. Pete Beach. Density has been limited in part by differences between the City's Future Land Use Plan and the maximum allowable densities within the City's zoning categories. Detailed data regarding the extent of this difference between existing residential and transient unit counts by Future Land Use classification for the entire City of St. Pete Beach is not currently available; in 2005, however, staff completed field counts of existing residential and transient units within the proposed Community Redevelopment District (CRD) and compared existing counts with the numbers of units allowed on the Future Land Use Map. The proposed CRD encompassed the entire downtown business district and the large resort areas on the Gulf of Mexico. Although the CRD was later repealed by referendum in 2006, the data is representative of the issue</p>	<p>St. Pete Beach should analyze the relationship between the allowable Plan densities and actual densities within the City to determine if the densities should be reduced in the context of the Future Land Use Plan.</p>	<p>None listed</p>

Source: St. Pete Beach, Evaluation and Appraisal Report, 2007

Table G-5. St. Pete Beach - Vacant Land Analysis (County Figures)

Vacant Lots Remaining	99
Approximate Acres Remaining	24 (1/6 of total land area)
Arithmetic Mean Size of the Vacant Lots	0.245 Acres (approximately ¼ acre)
Lots Smaller than the Mean	81
Lots Larger than 1 Acre	2

Source: St. Pete Beach, Evaluation and Appraisal Report, 2007

Table G-6. St. Pete Beach - Vacant Land Analysis Based on a Windshield Survey

Vacant Lots Remaining	60 (Represent parcels recently developed, have permits issued for the construction of improvements on the lots, or are serving other purposes such as parking for local businesses)
Vacant Lots Remaining	38 (approximately 6 acres or 0.4%)*

Source: St. Pete Beach, Evaluation and Appraisal Report, 2007

* This does not take into account what would actually be available for development (e.g. for sale).

Table G-7. St. Pete Beach - Assessment of Objectives and Policies – Future Land Use Element

FLUE	Lists the different land use categories in St. Pete Beach
1.1/1.1.1	
FLUE	The City shall, through the land development regulations, encourage a balanced land use mix providing a variety of housing styles, densities and open space.
1.1.2	<u>Status:</u> Ongoing <u>Recommendation for change:</u> “Balanced” not clearly measurable. Should consider revising.
FLUE	Through the enforcement of the land development regulations, existing residential areas shall be protected from the encroachment of incompatible uses; likewise, other land use areas shall be protected from the encroachment of incompatible residential uses.
1.1.5	<u>Status:</u> Ongoing <u>Recommendation for change:</u> LDRs define allowable uses and other requirements for each category, consistent with the FLUE. No policy revisions required. Revise LDRs to address Locally Identified Issue #2.
FLUE	The conservation, maintenance and rehabilitation of existing residential areas shall be encouraged through provisions contained in the land development regulations and other applicable City codes.
1.1.6	<u>Status:</u> Achieved <u>Recommendation for change:</u> Achieved. No policy revisions required.
FLUE	The site plan review provisions, as contained in the land development regulations, shall, at a minimum, address the following:
1.2.2	<ul style="list-style-type: none"> • Allowance for a creative approach for development of redevelopment • A harmonious development of the site with consideration given to the surrounding areas and community facilities, while providing for safe and efficient traffic circulation <u>Status:</u> Not achieved <u>Recommendation for change:</u> LDRs are not in place that require “more open space, if practical, be provided” or that establish “procedures for the granting of increased structure height...” No policy changes required, but LDRs need to be updated. Additionally, the City should review the policy provisions allowing height variances.
FLUE	Within any mixed use development, as appropriate, proper separation and buffering between residential and nonresidential land uses shall be maintained through the administration of the land development regulations.
1.3.1	<u>Status:</u> Not achieved <u>Recommendation for change:</u> This policy has not been implemented. Additionally, there appears to be a contradiction between mixed-use development and a separation of uses. Consider revising language of policy.

Table G-7. Continued

FLUE 1.4	<p>Consistent with this comprehensive plan, as amended, the City of St. Pete Beach shall enhance and protect the City's character through the encouragement of redevelopment which ensures an orderly and aesthetic mixture of land uses.</p> <p>Status: Ongoing</p> <p><u>Recommendation for change:</u> St. Pete Beach citizens recognize the importance of ensuring that whatever redevelopment may occur at some point in the future provides an orderly and aesthetic mix of land uses. This objective is an ongoing task for the city, and discussions regarding what type of redevelopment the community desires are still taking place.</p>
FLUE 1.4.1	<p>The City shall, through administration of the land development regulations, encourage the redevelopment or rehabilitation of existing non-residential areas and uses.</p> <p>Status: Not achieved</p> <p><u>Recommendation for change:</u> Redevelopment or rehabilitation of existing non-residential areas is not occurring. This policy may be revised to include language regarding the limitation of density and intensity.</p>
FLUE 1.4.2	<p>The City shall, through administration of the land development regulations, encourage the adaptive re-use of no longer viable commercial properties.</p> <p>Status: Not achieved</p> <p><u>Recommendation for change:</u> No policy changes required, but LDRs need to be updated.</p>
FLUE 1.4.3	<p>The City shall, while emphasizing residential uses, encourage the creative redevelopment of non-viable properties by allowing for a mixture of compatible residential and non-residential uses within a single development site.</p> <p>Status: Ongoing</p> <p><u>Recommendation for change:</u> Planned Developments are allowed only within lands designated Commercial General and Resort Facility Medium north of 37th Ave. RFM lands must be east of Gulf Boulevard to be considered for PD. Policy revisions may be considered. Revise LDRs to address Locally Identified Issue #2.</p>
FLUE 1.4.4	<p>In order to ensure the continued maintenance of its beach residential character, the City, through administration of the land development regulations, shall encourage the rehabilitation and/or revitalization of existing residential structures.</p> <p>Status: Ongoing</p> <p><u>Recommendation for change:</u> Achieved. No policy revisions required.</p>
FLUE 1.5	<p>Existing land uses or structures which are either incompatible or inconsistent with the adopted Future Land Use Element shall be deemed non-conforming as of the effective date of this comprehensive plan and be encouraged to be eliminated through redevelopment of such uses or structures; however, existing residential densities shall be grand-fathered except when excess residential units have been abandoned voluntarily.</p> <p>Status: Achieved</p> <p><u>Recommendation for change:</u> Actual Result: This objective has been implemented and has been somewhat effective. During the EAR-based amendment phase, this objective may be revised to include considerations for tourist lodging facilities that may be considered non-conforming but are an important aspect of the community's economy.</p>

Table G-7. Continued

FLUE 1.9.1	<p>As administered by the land development regulations, the City of St. Pete Beach shall ensure that all development and redevelopment taking place within its municipal boundaries does not result in a reduction of the level of service requirements established and adopted in this comprehensive plan.</p> <p><u>Status:</u> Achieved</p> <p><u>Recommendation for change:</u> Division 29 (Concurrency Management) has been implemented in order to meet this policy requirement. No policy revisions required.</p>
FLUE 1.9.6	<p>Consistent with this Comprehensive Plan, as amended, all permits for future development and redevelopment activities shall be issued only if public facilities necessary to meet the level of service standards adopted pursuant to this comprehensive plan are available concurrent with the impacts of the development.</p> <p><u>Status:</u> Achieved</p> <p><u>Recommendation for change:</u> Accomplished through concurrency requirements. No policy change.</p>
FLUE 1.12.1	<p>The City of St. Pete Beach will continue to ensure that development and redevelopment projects do not adversely impact neighboring governmental jurisdictions including the cities of Treasure Island, St. Petersburg, South Pasadena and Pinellas County by including these communities in the site plan review process, where applicable.</p> <p><u>Status:</u> Achieved</p> <p><u>Recommendation for change:</u> St. Pete Beach sends information regarding any amendments and rezonings to the PPC, TBRPC, and neighboring communities for review. No policy revisions required.</p>
FLUE 2.3.3	<p>The City shall permit no new developments where the facilities and services are not available or planned to be available in accordance with the Concurrency Management System adopted in 1992 as Chapter 102, St. Pete Beach code of Ordinances, as amended.</p> <p><u>Status:</u> Achieved</p> <p><u>Recommendation for change:</u> Division 29 of the LDRs regulates concurrency management. Chapter 102 of the St. Pete Beach code of Ordinances was repealed in December 2004. Revisions required to update references.</p>
FLUE 4.1	<p>Recognizing that the City of St. Pete Beach is located on a barrier island, future growth and development shall be managed through the preparation, adoption, implementation and enforcement of land development regulations consistent with this adopted Comprehensive Plan, as amended.</p> <p><u>Status:</u> Ongoing</p> <p><u>Recommendation for change:</u> Actual Result: The EAR process has helped to identify sections of the LDRs that need to be updated to be consistent with the 1998 comprehensive plan. The LDRs will be updated accordingly following the EAR-based amendments phase. No objective revisions required.</p>

APPENDIX H
TREASURE ISLAND

Table H-1. Treasure Island - Mixed Use and Density

Element	Objective or Policy	Description
FLUE	Policy 1.1.3	<p>The City of Treasure Island hereby adopts those land use categories identified and defined in this policy as those which shall govern mixed-use development within the community pursuant to Rule 9J-5.006(3)(c)7, Florida Administrative Code.</p> <ul style="list-style-type: none"> • Resort Facilities Medium-30 (RFM-30), with a residential density of 0 to 15 units per acre and a tourist accommodation density of 0 to 30 units per acre with a maximum floor area ratio (FAR) of 0.65 and an impervious surface ratio (ISR) of 0.85 with a percentage distribution of 50 to 70 percent residential, 30 to 50 percent tourist accommodation, and 10 to 20 percent “other.” • Resort Facilities High-50 (RFH-50), with a residential density of 0 to 15 units per acre and a tourist accommodation density of 0 to 50 units per acre with a maximum FAR of 1.2 and an ISR of 0.95 with a percentage distribution of 30 to 60 percent residential, 40 to 70 percent tourist accommodation, and 5 to 10 percent “other.”
FLUE	Policy 1.1.4	<p>The City of Treasure Island hereby adopts those land use categories identified and defined in this policy as those which shall govern other development within the community pursuant to Rule 9J-5.006(3)(c)7, Florida Administrative Code.</p> <ul style="list-style-type: none"> • Commercial General (CG), with a density of 0 to 22 units per acre for tourist accommodations, a maximum floor area ratio (FAR) of 0.55, and an impervious surface ratio (ISR) of 0.9 • Recreation Open Space, (R/OS), with a maximum FAR of 0.25 and ISR of 0.6 (special permit required) • Preservation (P), with a maximum FAR of 0.1 and ISR of 0.2 (special permit required) • Institutional (I), with a maximum FAR of 0.55 and ISR of 0.75 • Transportation/Utility (T/U), with a maximum FAR of 0.55 and ISR of 0.75

Source: Treasure Island, Comprehensive Plan, 1999

Table H-2. Treasure Island - Redevelopment

Element	Objective or Policy	Description
FLUE	Objective 1.5	The City of Treasure Island shall encourage redevelopment and ensure that it is compatible with the existing character in order to achieve an orderly and aesthetic mixture of land uses.
FLUE	Policy 1.5.1	The City shall, through provisions contained in the land development regulations, encourage opportunities for the redevelopment or rehabilitation of existing commercial areas or uses.
FLUE	Policy 1.5.2	In order to ensure the continued maintenance of its beach residential character, the City shall, through provisions contained in the land development regulations, encourage opportunities for the rehabilitation and/or revitalization of existing residential structures.
FLUE	Policy 1.5.3	The City shall encourage the redevelopment of that the area bounded by John's Pass on the north and 127th Avenue on the south on both sides of Gulf Boulevard as depicted on adopted <i>Map B-2: John's Pass Redevelopment Area</i> .
FLUE	Policy 1.5.4	By 2005, the City shall conduct an area study of the Central Business District to explore the possibility of establishing a redevelopment district, pursuant to Chapter 163, Part III, Florida Statutes. Measure: Redevelopment in compliance with the <i>Future Land Use Map</i>

Source: Treasure Island, Comprehensive Plan, 1999

APPENDIX I
WILTON MANORS

Table I-1. Wilton Manors - Redevelopment

FLUE	Objective or Policy	Description
FLUE	Objective 2	Support, encourage and guide infill, redevelopment and revitalization activities in appropriate areas (B.C.P.C. 08.03.00. 08.03.03)
FLUE	Policy 2.1	The redevelopment of residential neighborhoods shall be designed to include a more efficient system of internal circulation, including the provision of collector streets to feed the traffic onto arterial roads and highways. (B.C.P.C. 14.03.06)
FLUE	Policy 2.2	Promote infill development through the provision of potable water and sanitary sewer service to those developed portions of Wilton Manors which are currently inadequately served. (B.C.P.C. 08.03.02)
FLUE	Policy 2.4	The lands encompassed by the Traditional Neighborhood Development overlay zoning district as defined by the City Council and the Powerline Road corridor shall be target areas for the promotion of infill, redevelopment, revitalization and reuse activities. (B.C.P.C. 08.03.06, 10.01.00, 10.01.03)
FLUE	Policy 2.5	To encourage infill, redevelopment, revitalization, and reuse activities, the City shall endeavor to accomplish the following within a reasonable period of time: <ul style="list-style-type: none"> • Obtain a market analysis to determine the feasibility of infill, redevelopment, revitalization, and reuse in appropriate areas of the City; • Amend the Land Development Regulations in accordance with the results of the market analysis to encourage infill, redevelopment, revitalization, and reuse in appropriate areas of the City within two years of completion of the market analysis; • Establish a Community Redevelopment Agency; • Establish a Community Redevelopment Area and associated master/regulating plan; • Establish a Main Street or similar program to aid in business attraction, development, and retention; and • Adopt appropriate implementation measures which may include incentives such as property tax abatement; lowered or waived license, impact and permit fees; expedited plan review and permitting; City absorption of developer concurrency costs; and minor exceptions to development standards.

Source: Williams, et al., Comprehensive Plan, 2002

Table I-2. Wilton Manors - Future Land Use Element Assessment

Element	Objective/Policy	Explanation
FLUE	Introduction	The Future Land Use Element contains objectives that address controlling development and redevelopment through land development regulations; support infill, redevelopment, and revitalization activities in appropriate areas; protect parks and natural resources; encourage innovative land development techniques, such as cluster zoning and mixed use; and protect historic resources.
FLUE	Policy 2.5	Lists measures to take in order to encourage infill, redevelopment, revitalization, and reuse activities. These steps include performing a market analysis, developing a community redevelopment agency, establish a “Main Street” program, and adopting economic development measures such as property tax abatement and waiving license fees. Market forces have caused redevelopment to take place in struggling areas of Wilton Manors, and the steps listed under this policy, with the exception of the “Main Street” program, which is in place, are no longer considered necessary and this policy should be removed.

Source: Melgren, Wilton Manors Evaluation and Appraisal Report, 2005

Table I-3. Wilton Manors - Vacant Land for Future Development

Vacant Land Remaining	4.44 Acres
Type of Vacant Land Remaining	Small, infill parcels generally less than an acre in size
Vacant Land Designated as Commercial Development	3.5 Acres (80.4%)
Remaining Vacant Parcels for Residential Development	0.62 Acres

Source: Melgren, Wilton Manors Evaluation and Appraisal Report, 2005

APPENDIX J
INTERVIEW SCHEDULE

Interview Questions: Planning Professionals

Agreements and Changes to the Comprehensive Plan

1. Have these agreements been successful based on goals and strategies that have been set in the city's comprehensive plan?
2. If these agreements have not been successful, what is/are the reason(s) why these agreements have not been successful?
3. Has the municipality used small scale comprehensive plan amendments as a tool to better manage future growth within the municipality?
4. Has the municipality used large scale comprehensive plan amendments as a tool to better manage future growth within the municipality?

Redevelopment/Infill Development/Urban Design

1. Does your local government promote redevelopment compared to allowing it when it is proposed? (If the answer is yes, answer questions 2 and 4 through 8; if the answer is no, then answer question 3)
2. If so, are you focused on the independent or partnered redevelopment?
3. What are the reasons why redevelopment is not a preferred planning tool?
4. Since your municipality is built out, does your municipality focus on redevelopment, infill development, and urban design as separate planning tools or as a collected planning technique?
5. Of the following redevelopment tools, which specific redevelopment categories were used?
 - a. Adaptive reuse
 - b. Infill development
 - c. One-for-one replacement
 - d. Redevelopment consistent with existing regulations
 - e. Redevelopment that increases the allowable density
 - f. Intensity and/or mix of land uses
 - g. Scales
6. Related to question number 5, of the following redevelopment tools that have been used by your municipality, were these redevelopment tools successful?
7. What were the reasons why they were successful?
8. Which tools do you use to determine whether a project is success?

Economic

Job Creation

1. Has job creation increased? (If the answer is yes, answer questions 2 and 3; if the answer is no, answer question 4)
2. What are the reasons why the quantity of jobs has increased?

3. Which sectors have increased the level of employment opportunities?
4. Why have the amount of jobs available decreased?

Economic Investment

1. Has economic investment increased? (If the answer is yes, ask questions 2 through 4; if the answer is no, ask question 5)
2. What are the sources of the economic investment?
3. Which types of businesses have provided the most economic investment?
4. Was the amount of economic investment provided by businesses currently in the municipality or were they provided by businesses not currently based in the municipality?
5. What has contributed to the decrease in economic investment?

Incentives

1. Which types of incentives have been offered? (If the answer is yes, then ask questions 2 through 3; if the answer is no, then ask question 4)
2. How often are incentives offered?
3. Which industries received the most incentives?
4. Why were incentives not offered?

Public Participation

1. Has the public been supportive of redevelopment within the municipality? (If the answer is yes, ask questions 2 and 3; if the answer is no, ask question 4.)
2. Which factors have contributed to the success of public support for growth management changes?
3. Which group(s) of individuals are the most supportive of growth management changes?
4. What has contributed to limited public involvement regarding growth management decisions?

Interview Questions: Elected Officials

1. Which of the following growth management tools does your municipality prefer?
 - a. Redevelopment
 - b. Infill development
 - c. Urban design
 - d. All of the above
2. What do you feel are the biggest challenges your municipality faces with being close to or at build out?
3. Which options does your municipality feel are best to address the challenges your municipality faces?
4. What are the municipality's strengths? Weaknesses?
5. How are these inter-local agreements monitored? Which tools are used to determine the success of an agreement?
6. Are the growth management tools provided in the comprehensive plan adequate to meet your municipality's needs?

7. If not, which growth management tools would be preferred for your municipality?
8. Have the residents and the businesses located within the city limits been strong supporters of growth management changes?
9. If not, why have the residents and businesses not been supporters in growth management decisions?
10. Is your municipality interested in attracting economic development?
11. If so, which type of businesses does your municipality desire to attract?
12. If not, why do elected officials, residents, and/or businesses not support economic development?

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BIOGRAPHICAL SKETCH

Marcus Oberlander was born in 1976, in Edison, New Jersey. He grew up in Neptune, New Jersey and graduated from Neptune High School in 1995. Upon completion of high school, he attended American University. In 1999, Mr. Oberlander graduated from American University with a bachelor's degree, majoring in Economics (international track). Mr. Oberlander commenced graduate studies at the University of Florida in 2006 towards a Masters of Arts in Urban and Regional Planning. During graduate study he has participated in various research projects through department classes and through a planning consultant with over 30 years experience. He has accepted and performed many leadership roles within the Department of Urban and Regional Planning Department and the Student Planning Association. Mr. Oberlander will receive a Master of Arts in Urban and Regional Planning, with a specialization in growth management and transportation systems.