Land Use Planning, Environmental Protection and Growth Management The Florida Experience

by
Robert A. Catlin

CRC Press

Taylor & Francis Group
Boca Raton London New York

CRC Press is an imprint of the
Taylor & Francis Group, an **informa** business

First published 1997 by Ann Arbor Press

Published 2019 by CRC Press
Taylor & Francis Group
6000 Broken Sound Parkway NW, Suite 300
Boca Raton, FL 33487-2742

© 1997 by Taylor & Francis Group, LLC
CRC Press is an imprint of Taylor & Francis Group, an Informa business

No claim to original U.S. Government works

ISBN 13: 978-1-57504-042-4 (hbk)

This book contains information obtained from authentic and highly regarded sources. Reasonable efforts have been made to publish reliable data and information, but the author and publisher cannot assume responsibility for the validity of all materials or the consequences of their use. The authors and publishers have attempted to trace the copyright holders of all material reproduced in this publication and apologize to copyright holders if permission to publish in this form has not been obtained. If any copyright material has not been acknowledged please write and let us know so we may rectify in any future reprint.

Except as permitted under U.S. Copyright Law, no part of this book may be reprinted, reproduced, transmitted, or utilized in any form by any electronic, mechanical, or other means, now known or hereafter invented, including photocopying, microfilming, and recording, or in any information storage or retrieval system, without written permission from the publishers.

For permission to photocopy or use material electronically from this work, please access www.copyright.com (<http://www.copyright.com/>) or contact the Copyright Clearance Center, Inc. (CCC), 222 Rosewood Drive, Danvers, MA 01923, 978-750-8400. CCC is a not-for-profit organization that provides licenses and registration for a variety of users. For organizations that have been granted a photocopy license by the CCC, a separate system of payment has been arranged.

Trademark Notice: Product or corporate names may be trademarks or registered trademarks, and are used only for identification and explanation without intent to infringe.

Visit the Taylor & Francis Web site at
<http://www.taylorandfrancis.com>

and the CRC Press Web site at
<http://www.crcpress.com>

Library of Congress Cataloging-in-Publication Data

Land use planning, environmental protection, and growth management:
the Florida experience / by Robert A. Catlin

p. cm.

Includes bibliographical references and index.

ISBN 1-57504-042-5

1. Land use--Planning--Environmental aspects--Florida.

2. Regional planning--Environmental aspects--Florida. I. Title.

HD211.F6C38 1997

333.73'13'09759--dc21

g 22724
CIP

Acknowledgments

To Ethel, Janell, and Michelle

Taylor & Francis

Taylor & Francis Group

<http://taylorandfrancis.com>

About the Author

Dr. Robert A. Catlin is Professor of Urban Planning and Public Policy at the Edward J. Bloustein School of Planning and Public Policy, Rutgers, The State University of New Jersey, New Brunswick. He has been a professional urban planner since 1961, with local governmental positions in Minneapolis, Southern California, Baltimore, Washington, DC, and New York until 1972, when he began an academic career as an assistant professor of urban planning at California State Polytechnic University, Pomona. He has also held faculty and administrative positions at Georgia Institute of Technology, Indiana University, and the State University of Florida before coming to Rutgers in 1992. Dr. Catlin holds a bachelor's degree in City and Regional Planning from Illinois Institute of Technology, a Master of Science in Urban and Regional Planning from Columbia University and a Ph.D. in American Government from the Claremont Graduate School. In 1978 he became a charter member of the American Institute of Certified Planners.

Taylor & Francis

Taylor & Francis Group

<http://taylorandfrancis.com>

Contents

Part One Background

1	Introduction	1
2	The Evolution of Land Development Policy in Florida, 1850–1970	15
3	Toward Managed Growth, 1971–1991	47

Part Two The Rationale for Case Studies

4	The Hillsborough County Solid Waste Site Selection Controversy: Struggling with a NIMBY	77
5	Old Hyde Park Village: An Example of Transactive Planning	111
6	The West Palm Beach City Center: A Succession of Plans	145
7	Alachua County: Running To or From Managed Growth?	181
8	Toward Improving the Planning/Development Process for Florida's Local Governmental Units	221
	Index	243

List of Figures

1	Land Use in Florida, 1970	48
2	Structure for Regulation of Developments of Regional Impact	55
3	Decision Making Structure Established Under the Water Resources Act of 1972	57
4	Land Use Element, Hillsborough County. Generalized Land Use Map, Year 2000. Land Use and Circulation: Horizon 2000 Plan	80
5	Landfill Sites in Hillsborough County, 1975–1985	89
6	The Hyde Park Plan, 1975	114
7	Old Hyde Park Village Initial Proposal, 1979, and Development, 1991	118
8	A Model of Transactive Planning.....	138
9	Vicinity Sketch of West Palm Beach Area	147
10	A Succession of Plans: West Palm Beach City Center	151
11	City Center Sub Areas	152
12	Proposed Land Use: The Downtown–Uptown Project	159
13	Example of an Urban Design Plan: Baltimore’s Inner Harbor, 1965	176
14	Industrial Park in the Gainesville Urban Reserve Area, 1990	184
15	Subdivision Activity in Jonesville, 1975–1990	187
16	Acquifer Recharge in Alachua County	188
17	The Southern Showplace Site: Existing Land Use, 1990.....	191
18	Rural Planning Techniques of Other Florida Counties	206
19	Notice of Intent to Find Alachua County <i>Not</i> in Compliance ...	209

List of Tables

1	Florida Population: Census Counts and Urban-Rural Breakdown, 1830–1990	9
2	Population Growth in Florida’s 25 Largest “Urban Counties,” 1960–1990	10
3	Population Growth in Florida’s 25 Largest Cities, 1960–1990	11
4	The Downsizing of Old Hyde Park Village	136
5	Analysis of Industrial Parks in Gainesville’s Urban Reserve Area, 1988	195
6	Growth in North Central Florida, 1980–1990	202

PART ONE

BACKGROUND

I Introduction

Ever since the end of World War II, Florida has been forced to deal with the challenge of managing explosive, rapid, and persistent growth. The state was among the last in the nation to become fully settled, and in 1940 there were only 1.9 million residents. By 1950, the population had jumped to 2.8 million permanent residents, and by 1960 there were 4.9 million residents, a figure that grew to 6.8 million in 1970.

By the late 1960s it became clear that Florida's postwar growth was creating serious and possibly irreversible problems. The extensive destruction of wetlands, dune and beach systems, estuaries, the threat to drinking water due to pollution of the Biscayne and Floridan aquifers and other negative consequences caused alarm among a broad spectrum of Florida citizens, including farmers, environmentalists, landowners, influential retirees, and even developers themselves.¹ In the late 1960s a series of crises took place: (1) planning and initiation of construction of a new Miami jetport in an environmentally sensitive area; (2) construction of the Cross-Florida Barge Canal, threatening the wild scenic Oklawaha River; (3) major fires in the Everglades; and (4) a pronounced drought in southeast Florida due mainly to drainage of much of the Everglades for agriculture. These crises helped to create a political environment favorable for protecting the state's fragile ecology.² By 1967 the Florida legislature was reapportioned due to the U.S. Supreme Court's *Baker v. Carr* or "one man, one vote" ruling³ meaning that urban legislators representing the areas most threatened by uncontrolled growth had new clout in numbers. Finally, in 1970, Reubin Askew, a young, bright and energetic moderate, became Florida's governor. With Askew's leadership, the Florida legislature adopted the Environmental Land and Water Management Acts of 1972.⁴ This package of legislation included (1) the Environmental Land and Water Management Act, which provided for identification and preservation of areas of critical concern, such as wetlands, beaches, dunes, water recharge areas, etc., and developments of regional impact criteria, which set standards for major projects generating traffic, pollution, and

a need for substantially improved infrastructure; (2) the Water Resources Act, which established five regional water management districts; (3) the Land Conservation Act, which provided for purchase of environmentally endangered lands; and (4) the Florida Comprehensive Planning Act, which would provide a basis for statewide policies guiding long-range social economic and physical growth within the state.

While these acts provided for the identification and preservation of environmentally sensitive land, there was still a need to deal with another related issue, namely, *How to control growth on land suitable for development*. The answer was enactment by the legislature and Governor Askew of the *Local Government Comprehensive Planning Act* in 1975.⁵ This act mandated that all cities, towns, and counties first identify a local government agency to produce its comprehensive plan, then prepare and adopt one. Required elements included future land use, traffic, sanitary sewer, solid waste, drainage and water, conservation, recreation and open space, housing, intergovernmental coordination, utilities, and, if applicable, a coastal zone scheme. Ten optional elements provided a wide range of possibilities for local governments to tailor plans to their special needs. These plans were to be reviewed by state government, but there was no provision for state approval.

I arrived in Florida on August 15, 1977 to take a position as associate professor of political science at the University of South Florida. My job was to teach the planning, urban management, and housing courses in the department's new Master of Public Administration program. With bachelor's and master's degrees in planning and a Ph.D. in American government, coupled with 16 years of experience as a professional urban planner, I took an immediate interest in Florida's efforts to manage growth. The Local Government Comprehensive Planning Act of 1975 made Florida one of only two states that demanded a comprehensive plan for all units of local government (Oregon was the other state), and I was eager to see it in operation. Hillsborough County, which had grown from 397,000 persons in 1960 to 490,000 in 1970, and with an estimated 1975 population of 600,000, was experiencing growth at a higher rate than the state as a whole. Its legislative delegation, in an attempt to harness that growth, had a "local bill"⁶ passed in 1975 that required completion of a comprehensive plan for the county by December 31, 1977, two years before other local governments in Florida were required to do so. This plan,

known as “Horizon 2000,” was in the final stages of public review when I came to town. In 1978, I was invited to become a member of the county’s Solid Waste Task Force, which was given a mandate to recommend a new landfill site to the County Commission. In 1979, I was asked to join the Hillsborough County Planning Commission. During my three years on this body, I was involved in the process of reviewing several major development proposals with respect to the adopted Horizon 2000 comprehensive plan.

By 1982, the last of the plans mandated by the 1975 Local Government Comprehensive Planning Act (LGCPA) were beginning to be finalized, adopted by their local governments, and reviewed by the State Department of Community Affairs and the various regional planning councils. By mid-1982, 419 of 461 cities and counties had adopted comprehensive plans reviewed by regional and state agencies.⁷ By 1984, all units of local government had prepared and adopted plans. However, by this time, scholars and journalists alike had noted many flaws with the LGCPA. These flaws were essentially: (1) there were no means to assure the quality of local plans and land development regulations; (2) there was no mechanism to tie the local governments’ plans to implementation regulations; (3) there was virtually no funding on the part of the state to adequately prepare plans and help implement them; (4) there was a failure to develop a state plan, which could have served as a framework for local plans; and (5) there was an extremely weak state “review and comment” process instead of a mandatory consistency review for local plans.⁸

In order to correct these flaws, the 1985 Local Government Comprehensive Planning Land Development Regulation Act (ch. 163, 1985) and the omnibus Growth Management Act were passed by the Florida legislature and signed into law by Governor Robert Graham. Bob Graham was one of the leading pro-growth control legislators in the early 1970s and was primarily responsible for the passage of the 1972 Environmental Land and Water Management Acts and the 1975 LGCPA. This new bill required that all local governments redraft their plans in accordance with the 1984 state plan, which presented detailed goals, objectives, and policies for controlling growth. Instead of a simple “review and comment” function, the State Department of Community Affairs was empowered to review and *approve* all local government plans, and if these plans were found to be out of compliance with state regulations, fines and withhold-

ing of state funds could be levied as possible penalties. A provision in the new law known as “R9j5” provided specific criteria for preparing plan elements acceptable to state government. This provision assured that at least some degree of uniform quality would be attained by these new plans. Most importantly, the Growth Management Act of 1985 mandated that no new development could be approved unless adequate public facilities and services (infrastructure) were in place. Known as “concurrency,” this feature was the first of its kind in the nation.⁹

Known formally as the 1985 Local Government Comprehensive Planning and Land Development Regulation Act, this legislation took almost two years between its passage and the issuance of regulations enabling local government to prepare plans in accordance with its provisions. By 1987, all local governments were wrestling with the problems of adjusting their comprehensive plans to the requirements of that legislation. Money was a problem. Although the legislature appropriated \$10 million in 1986 to help local government offset the cost of preparing new plans,¹⁰ these funds were sharply curtailed when, in a special session of the 1987 legislature, a coalition of conservation Republican and Democratic lawmakers headed by newly elected Governor Bob Martinez repealed several revenue-enhancing measures passed in the previous year, including a tax on services. These cuts caused a \$98 million revenue shortfall in 1987–88 and a \$144.5 million shortfall in 1988–89.¹¹ Not only was there limited funding for plan development, but a select state committee estimated in 1987 that due to concurrency requirements \$53 billion would be needed by the year 2000 to cover infrastructure needs for new development — \$35 billion at the state level and 18 billion at the local level.¹² *Where was the money going to come from to pay for concurrency?* Florida state government had no answers.

Between 1987 and 1992, I assisted a consultant team in the preparation of a neighborhood plan in West Palm Beach initiated as the result of a Development of Regional Impact study for a mammoth redevelopment of a 28-block area just southwest of that city’s Central Business District. I have also witnessed firsthand Gainesville and Alachua County’s attempt to prepare a comprehensive plan in accordance with the 1985 act, and especially its interaction with the State Department of Community Affairs in gaining that agency’s approval. My experience with Florida’s attempts to control urban growth as a participant-observer since 1977 leads

me to the realization that legislation alone won't be enough to assure managed growth in Florida. I question the accepted explanation for the failure of Florida's LGCPA of 1975. More than once I saw "quality" plans simply ignored by local elected officials in their efforts to appease development interests. While the concurrency requirements of the 1985 Growth Management Act are far-reaching, and certainly a potential means of assuring planned growth, given a lack of funding by federal, state, and local government for infrastructure, are powerful development interests simply going to twiddle their thumbs and keep moneymaking projects on hold? Will the State Department of Community Affairs use the 1985 legislation to hold local governments' feet to the fire, thus making them comply with the legislative intent, especially when in 1986 a so-called "glitch" bill was passed by the legislature that weakened the state's power to find local plans in noncompliance with state and regional guidelines?¹³

This book is an attempt to get underneath the surface issues of growth management problems in Florida, identifying the underlying causes of resistance to planning, and pointing the way to possible alternatives for reaching the desired goal of orderly growth. In doing this, case studies are utilized to explore the legislation's impact not so much in relationship to the plans produced but to how these plans actually impacted public and private sector development proposals.

It seems that by all accounts the 1972 Environmental Land and Water Management Acts have succeeded in preventing worst-case, large-scale environmental degradation. What is yet to be resolved is how best to control sprawl and unplanned growth on the land identified as suitable for various levels and intensities of development. The questions that remain include: (1) What types of spatial land use mix can provide the greatest good for the greatest number? (2) What intensity of development is appropriate for a given site? (3) How can concurrency as called for in the 1985 Growth Management Act be reached given present funding problems and citizen resistance to new taxes?, and most importantly, (4) What mix of public policies and private consciousness-raising is needed in order to meet the first three considerations?

This book opens with two chapters on Florida's history of physical development covering the period of 1850 to 1985, when the Local Government Comprehensive Planning Acts were passed. Following that will be four case studies, all involving implementation of both the 1975 and

1985 acts. The first, entitled *The Hillsborough County Solid Waste Site Selection Controversy of 1978–79: Struggling with a NIMBY*, details the process by which the Solid Waste Task Force that I served as a member of recommended a landfill site and how the County Commission reacted to it, and how that body's decision worked out in the short and long run through the early 1990s. Next is *Old Hyde Park Village: An Example of Transactive Planning*. This case is drawn from my experience as a member of the Hillsborough County Planning Commission, which reviewed this upscale shopping center in the central core of Tampa for compliance with the Horizon 2000 plan and neighborhood plans prepared by local residents, and how after construction the development turned out by 1995. This case is followed by *The West Palm Beach City Center: A Succession of Plans*. Between 1978 and 1988 no less than four different plans were prepared for the greater West Palm Beach Central Business District (CBD), with the schemes being adjusted every time a major new development proposal was announced by the private sector. The focus here is how these successive plans influenced the built environment of West Palm Beach's CBD by the mid 1990s. The last case is entitled *Alachua County: Running To or From Managed Growth?* This case details attempts by Alachua County's (Gainesville) government to prepare a plan that could be approved by the Florida State Department of Community Affairs while at the same time approving a proposed rezoning from agriculture to industry for 100 acres of open land in this county of 180,000 people (1990 census). In all four cases, I combine my observations and experience as a professional urban planner with the relevant literature in that discipline's history, theory, and practice.

The book concludes first by tying together the history of Florida's development and its unique political culture with the four cases. After a review of the 1993 Planning and Growth Management Act, which substantially weakened the 1985 legislation, recommendations for fundamental state policy and private sector changes will be made.

One could ask, "Why analyze the effectiveness of the Florida growth management acts by the use of the case study method? Why not use a quantitative approach such as numbers of plan amendments and zone changes proposed, the percentage approved with or without revisions by the planning staff, and the percentage of planning staff recommendations approved by city and county commissioners?" Certainly this approach has merit, and I am certain that many who have and will write on Florida's

1975 and 1985 growth management acts will use this method.¹⁴ However, I feel that a descriptive approach must be accompanied by a series of detailed case studies in order to portray a clearer picture of what is really taking place.

This book also attempts to take a hard look at planning ethics in action. In Florida, the historical bias against planned growth runs so deep on the part of elected and appointed officials that I have observed on many, many occasions, professional planners tailoring their recommendations to meet the agendas of planning boards and city or county commissions. These bodies are almost always dominated by development interests: builders, realtors, bankers, attorneys, architects, civil engineers, and “wannabe’s,” i.e., those individuals who aspire to the status and power of the development community. In the early days of the planning profession — up to the early 1970s — most planners would forthrightly make their best professional recommendations to decision-makers and, if they suffered a series of reversals by that group, they would simply move on to another job where officials might be more amenable. However, over the past 20 years, the proliferation of graduate level programs in planning that eventually crowded the field,¹⁵ a series of major recessions occurring at the same time as changing federal priorities,¹⁶ and in the mid-1990s an antigovernment mood nationally have all served to shrink funding available for planning. As a result, public planners are now much more reluctant to be “professional,” because doing so could mean incurring the wrath of individuals who in effect sign their paychecks.¹⁷ Given the move to reduced governmental involvement in planning regulation as per the 1994 conservative revolution both in Florida and nationally, this phenomenon warrants increased observation.¹⁸

With some planners first anticipating the preferences of a majority of planning board and elected official bodies and then preparing their recommendations accordingly, quantitative analysis may not present an accurate portrayal as to how well growth management is working in Florida. While the vast majority of planners will, I am sure, present proposals to boards and commissions that they feel are professionally correct, I choose to use the case study approach in order to add to the body of knowledge concerning growth management in Florida.

This book is written not only for academics, practitioners, and students involved in urban and regional planning, but more so for the wider

group of citizens in Florida, our nation, and elsewhere who are interested in the dynamics of managing urban growth. Florida will struggle with this problem well into the next century. In 1980, Florida's population grew to 9.8 million, a 44% increase over that in 1970. By 1990 Florida had 13 million residents, making it the nation's fourth largest state behind California, New York, and Texas. Estimates show that some time between 2020 and 2030, there will be 22 million Floridians. In addition to the permanent residents, there will be millions of tourists and winter visitors. People have come to Florida since World War II not only for economic opportunity, but to enjoy its special quality of life as well. One must act now in order to protect and preserve that quality of life for future generations of Floridians.

Notes

1. For a review of issues leading to concern for the environment among Florida's citizens, see Luther Carter, *The Florida Experience: Land and Water Policy in a Growth State*, Johns Hopkins University Press (Baltimore), 1974, pp. 117–139; Robert G. Healy, *Land Use and the States*, Johns Hopkins University Press, 1976, pp. 103–138; and John DeGrove, *Land Growth and Politics*, American Planning Association Press, 1984, pp. 99–176.
2. Carter, op. cit. Note 1, pp. 117–137, 265–312.
3. Baker v. Carr, 1962.
4. Prior to the adoption of these acts, a statewide conference on the 1970–71 water crisis called by Governor Askew prepared a report recommending adoption of the American Law Institute's Model Land Development Code: Article 7. See Robert G. Healy, *Land Use and the States*, pp. 109–112.
5. 1975 Florida Laws 257, Florida Statutes 163, 31613243.
6. Florida law allows the state legislature to pass bills that apply only to one city or county. Usually this is done at the request of the "local" legislative delegation. In 1975, the Hillsborough County legislative delegation petitioned the legislature to pass a requirement for Hillsborough County to prepare its plan by December 31, 1977. Other Florida local governments had until December 31, 1979 to do so.
7. DeGrove, op. cit. Note 1, p. 162.
8. See John M. DeGrove and Nancy E. Stroud, "New Development and Future Trends in Local Government Comprehensive Planning," *Stetson Law Review*, Vol. XVII No. 3, Summer 1989, pp. 573–605; John DeGrove, "Balanced Growth in Florida: A Challenge for Local, Regional and State Governments" in *New Jersey Bell Journal*, Volume 10, No. 3, 1987, pp. 38–44.
9. Florida Administrative Code R9J-5.006.
10. Edward Montanaro, "Funding Growth Management: The Shape of Things to Come," in *Florida Environmental and Urban Issues*, Vol XIV, No. 1, October 1986, pp. 20–23.
11. John M. DeGrove and Nancy E. Stroud, "New Development and Future Trends in Local Government Comprehensive Planning," in *Stetson Law Review*, Vol. XVII, No. 3, p. 587.
12. *Ibid.*, p. 577.
13. Westi Jo Dehaven-Smith and Robert Patterson, "The 1986 Glitch Bill — Missing Links in Growth Management," in *Florida Environmental and Urban Issues*, Vol. XIV, No. 1, October 1986, pp. 4–9.
14. This is the approach used by John M. DeGrove in his excellent analysis of growth management in Florida, California, Hawaii, Oregon, Colorado, and North Carolina. See DeGrove, *Land Growth and Politics*, op. cit. Note 1.
15. Nationally, of 53 graduate programs in urban and regional planning recognized by the Planning Accreditation Board in 1985, 22 had been initiated after 1970.

Source: *Guide to Graduate Education in Urban and Regional Planning*, Fifth Edition, 1986, Association of Collegiate Schools of Planning.

16. The Section 702 program of the U.S. Housing Act of 1954 as amended provided funding for local governments to prepare comprehensive plans and related studies. Appropriations reached a high of \$100 million in 1974 and 1975, but this program was zero funded and abolished by the Reagan administration in 1981. The Community Development Block Grant Program provided monies for local governments to conduct planning activities and between 1987 and 1988; 10–15% of annual allocations went for that purpose. However, this program, which was funded in the amount of \$4.6 billion in 1980, was cut to only \$2.9 billion in FY 1989. See Carl Feiss, “The Foundations of Federal Planning Assistance: A Personal Account of the 701 Program,” in *Journal of the American Planning Association*, Spring 1985, pp. 175–184; Mary Nenno “H/CD After Reagan: A New Cycle of Policies and Partners,” in *Journal of Housing*, March/April 1989, pp. 75–82.
17. Those planners who don’t go along with elected officials do in fact run the risk of being terminated. See Nancy Wilstach, Kent Faulk, and Lou Ann Ray, “The Trials of Connie Cooper,” in *Planning*, November 1990, pp. 12–15.
18. In April 1993 the Florida Legislature passed the Environmental Land Management Study Committee III bill (HB2315), significantly modifying the 1985 legislation. The Florida Chapter of the American Planning Association (APA) went on record expressing concerns about some aspects of this legislation, especially the proposed revamping of the state planning process through establishment of a strategic growth and development plan and a phaseout of the Development of Regional Impact (DRI) process. The Florida APA felt that these actions weakened growth management (*Florida Planning*, Vol. V, No. 4, p. 1). This revised legislation could have the effect of weakening public planners’ resolve to prepare the best possible plans and instead cater even more to the perceived developer-influenced agenda of elected and appointed officials.
19. Source: U.S. Census.
20. Includes incorporated municipalities and Census Designated Places (CDP).
21. Jacksonville and Duval County consolidated in 1967. Four small municipalities with a total of 20,000 people were left out of the consolidation.
 1. William Bartram, *Travels of William Bartram*, Mark Van Doren, Ed. (New York) Dover Publication, Inc., 1955, pp. 100–211.
 2. Luther Carter, *The Florida Experience, Land and Water Policy in a Growth State*, (Baltimore) Johns Hopkins Press, 1976, p. 4.
 3. V.O. Key, *Southern Politics in State and Nation*, (New York) Alfred A. Knopf, 1950, p. 82.
 4. Charlton W. Tebeau, *A History of Florida*, (Miami, Florida) University of Miami Press, 1971, pp. 110–178.
 5. Ian McHarg, *Design with Nature*, (New York) Natural History Books, 1969.
 6. Carter, op. cit. Note 2, pp. 57–58.
 7. Ibid., pp. 58–59.
 8. Ibid., p. 59.

9. See John DeGrove, *Land Growth and Politics*, (Chicago) Planners Press, American Planning Association, 1984, pp. 177–290; and Robert G. Healy, *Land Use and the States*, (Baltimore) Johns Hopkins Press, 1976, pp. 64–102.
10. Carter, op. cit. Note 2, p. 62.
11. Carter, op. cit. Note 2, p. 62.
12. Buckingham Smith, *Report on the Everglades*, S. Doc. 242 30 Congress (1848) in S. Doc. 8962 Cong. 1st session (1911), pp. 46–54.
13. Ibid., pp. 56–58.
14. Carter, op. cit. Note 2, p. 62.
15. Ibid., pp. 62–63.
16. It is important to note that of all statements regarding Everglades drainage mentioned in the Smith Report of 1848, only one, that by Stephen R. Mallory of Key West, the customs inspector who later became a U.S. senator and then Secretary of the Confederate Navy, questioned the prevailing thought. Mallory felt that considerable acreage in the Everglades was at sea level and could not be drained. See Carter, op. cit. Note 2, p. 63.
17. Carter, op. cit. Note 2, pp. 63–64.
18. Ibid., pp. 63–64.
19. Ibid., p. 64.
20. Ibid., pp. 64–65.
21. Tebeau, op. cit. Note 4, p. 274.
22. Carter, op. cit. Note 2, pp. 65–66.
23. According to the U.S. Census Bureau terminology operative in 1900, “urban” was defined as “all persons living in urbanized areas and in places of 2,500 or more persons outside urbanized areas.”
24. Tebeau, op. cit. Note 4, p. 15.
25. J.E. Dovell, *A History of the Everglades of Florida*, 1947, unpublished doctoral dissertation: University of North Carolina.
26. Tebeau, op. cit. Note 4, pp. 18–19.
27. Ibid., p. 19.
28. Carter, op. cit. Note 2, p. 66.
29. Samuel Proctor, *Napoleon Bonaparte Broward*, (Gainesville) University of Florida Press, 1950, p. 190.
30. Tebeau, op. cit. Note 4, p. 20.
31. Ibid., p. 34.
32. Carter, op. cit. Note 2, p. 69.
33. Tebeau, op. cit. Note 4, p. 35.
34. Alfred J. Hanna and Kathryn A. Hanna, *Lake Okeechobee* (New York) Bobbs, Merrill and Company, 1948, p. 139.
35. Tebeau, op. cit. Note 4, p. 36.
36. Hanna and Hanna, op. cit. Note 34, p. 146.
37. Carter, op. cit. Note 2, p. 71.
38. In 1991 the CBS show “60 Minutes” ran an episode entitled “This House is for Sale.” The episode depicted land sales techniques of the General Development Corporation. This corporation sold over 200,000 acres in Southwest Florida

during the 1960s and 1970s to people sight unseen in a manner almost identical to Bolles group in 1908–1912, except this time the prices were much more expensive, even when inflation was factored in. General Development filed for bankruptcy protection in 1990, one step ahead of thousands of creditors.

39. Tebeau, op. cit. Note 4, p. 38.
40. Carter, op. cit. Note 2, p. 74.
41. Ibid., p. 74.
42. Polly Redford, *Billion Dollar Sandbar*, (New York) E.P. Dutton, 1970, pp. 71–73.
43. Ibid.
44. Carter, op. cit. Note 2, p. 76.
45. Ibid., p. 76.
46. Tebeau, op. cit. Note 4, p. 58.
47. Carl Grismer, *Tampa, A History of the City of Tampa and the Tampa Bay Region of Florida*, (St. Petersburg) D.B. McKay, 1950, pp. 88–116.
48. Tebeau, op. cit. Note 4, pp. 58–59.
49. Ibid., p. 63.
50. Carl Donovan, *A Decade of Federal Expenditures in Florida*, USGPO, Economic Leaflets I, January 1942, pp. 2–4.
51. Tebeau, op. cit. Note 4, p. 78.
52. Ibid., p. 79.
53. Four Fruitful Years: Florida Highways XIII (December 1944).
54. Tebeau, op. cit. Note 4, p. 135.
55. Carter, op. cit. Note 2, p. 85.
56. Spessard C. Holland testimony before the Subcommittee on Flood Control, Rivers and Harbors, Committee on Public Works, Hearing on Central and Southern Florida Flood Control Project, April 8, 1970, p. 51.
57. J.H. Davis, “The Peat Deposits of Florida,” *Florida Geographical Survey Bulletin*, 301–242 1946.
58. John C. Stevens, “Peat and Muck Drainage Problems,” *Journal of Irrigation and Drainage Division*, Proceedings of the American Society of Civil Engineers Annual Meeting (June 1969), p. 297.
59. Carter, op. cit. Note 2, p. 86.
60. Ibid., pp. 92–96.
61. Ben Funk, “Miami: Kissing the Good Life Goodbye,” *Tallahassee Democrat*, March 21, 1971, in Luther Carter, op. cit. Note 2, pp. 146–147.
62. V.O. Key, Jr., *Southern Politics in State and Nation*, (New York) Alfred A. Knopf, 1950, p. 83.
63. Carter, op. cit. Note 2, pp. 44–45.
1. Rachel Carson, *Silent Spring*, Houghton Mifflin (New York), 1962.
2. Ian McHarg, *Design with Nature*, Natural History Books (New York), 1969.
3. For a complete and thorough review of the Cross Florida Barge Canal, the Miami Jetport, and The Everglades cases, see Luther Carter, op. cit. Note 2, pp. 82–116, 187–227, and 265–312.

4. For example, in this century, there have only been five commissioners of agriculture. B.E. McLin who served from 1901 to 1912, W.A. McRae who served from 1912 to 1923, Nathan Mayo who served from 1923 to 1960, Doyle Connors, who served from 1961 to 1990, and Robert Crawford, elected for the first time in 1991.
5. Some New Faces in Florida Could Defeat Incumbents, *New York Times*, October 17, 1970, p. B1.
6. *Time* magazine, May 31, 1971, pp. 18–19.
7. John DeGrove, *Land, Growth and Politics*, Planners Press, Chicago, 1984, p. 107.
8. *Ibid.*, pp. 107–108.
9. *Ibid.*, p. 108.
10. Fla. Statute, 380.05(2).
11. Fla. Statute, 380.06(1 1)(a-c).
12. Carter op. cit. at 2, p. 133.
13. Robert G. Healy, *Land Use and the States*, Johns Hopkins Press (Baltimore), 1976, pp. 111–112.
14. Even a city as large as Tampa (1970 population: 277,753) and Hillsborough County (1970 population: 490,275) were weak in terms of planning capacity. A special independent agency: the Hillsborough County Planning Commission, created by a local bill passed in the 1959 session of the legislature, was charged with planning, zoning, and subdivision review for not only the unincorporated portion of the county but all other units of local government, e.g., Tampa and the small communities of Plant City and Temple Terrace. In 1975, the commission had a staff of 95, with 30 holding professional level planning positions. However, of these 30 “professionals” only two held master’s degrees in planning, which is the standard educational credential for planning professionals. The city of Tampa at that time did not have a planning staff as such, but there was a planning group in their urban redevelopment agency.
15. Department of Community Affairs Division of Technical Assistance: *The Local Government Comprehensive Planning Act*, October 1976, pp. 1–15.
16. Ernest R. Bartley, Local Government “Comprehensive Planning Act of 1975” *Florida Environmental and Urban Issues* (Ft. Lauderdale, September— October 1975), pp. 1–2, 13–15.
17. Department of Veterans and Community Affairs, 1980 Annual Report, February 1981.
18. Resource Management Task Force: Final Report of Governor Bob Graham, January 1980 (Executive, January, pp. 2, 3).
19. Daniel W. O’Connell “Growth Management in Florida: Will State and Local Governments Get Their Aid Together?” *Florida Environmental and Urban Issues*, April 1984, pp. 1–5.
20. Daniel W. O’Connell, “Legislating Quality Planning: The 1985 Local Government Comprehensive Planning and Land Development Regulation Act,” *Florida Environmental and Urban Issues*, October 1985, p. 4.

21. Richard G. Rubino, "Growth Management Initiatives in Florida from Power Ranch to Saddlebrook," *Florida Environmental and Urban Issues*, January 1984, pp. 3–5.
22. Florida Statutes, Chapter 186.
23. Jack Osterholt, "Florida and State Plan: A Reflection of Growth and Change," *Florida Environmental and Urban Issues*, April 1985, pp. 8–11.
24. John M. DeGrove and Julian Conrad Juergensmeyer (Eds.), *Perspectives on Florida's Growth Management Act of 1985*, Lincoln Institute of Land Policy (Cambridge, Massachusetts), 1986, p. 7 (Introduction).
25. O'Connell, op. cit. Note 19, pp. 3–5.
26. See DeGrove and Juergensmeyer op. cit. Note 24, especially Chapters II, V, VI and VII.
27. Westi Jo DeHaven-Smith and Robert Paterson, "The 1986 Glitch Bill: Missing Links in Growth Management," *Florida Environmental and Urban Issues*, October 1986, pp. 4–6.
28. Section 163.3177(10) (a) Florida Statutes.
29. Brenda L. Valla, "Legislature Adopts Glitch Bill Amending Growth Management Act of 1985," *Growth Management Studies*, Vol. 1, No. 4, July 1986, p. 3.
30. Section 163.3177(10)(e) Florida Statutes.
31. John M. DeGrove and Nancy E. Stroud, "New Development and Failure Trends in Local Government Comprehensive Planning," *Stetson Law Review*, Vol. XVII, No. 3, p. 578.
32. Florida Department of Community Affairs, Informal Count of Local Comprehensive Plans, received as of December 31, 1990. Compiled by Kristia Kelly, January 14, 1991.
33. See Carter op. cit. Note 2, pp. 132–133, Dealy op. cit. pp. 112–113 and DeGrove op. cit. Note 9, p. 118. Dr. DeGrove states that areas of critical concern designation are limited to 5% of the total area of the state *at only one time* as contrasted with Healy and Carter's analysis.
34. Department of Community Affairs, op. cit. Note 15, pp. 2–3.
35. Ibid, p. 12.
36. DeGrove op. cit. Note 9, pp. 125–128.
37. Ibid, p. 159.
38. Ibid, pp. 162, 172.
39. Ibid, p. 172.
1. Laws of Florida 59–1363 (1959).
2. The original legislation called for only three members to be appointed by the Hillsborough Board of County Commissioners. This number was raised to four in 1961 (Laws of Florida 61–2262).
3. Op. cit. Note 1, p. 1649 (Laws of Florida).
4. Ibid., p. 1652.
5. Laws of Florida 61–2262 and 61–2264.
6. Laws of Florida 63–1407.
7. Annual Report, Tampa Chamber of Commerce 1964, p. 27.
8. "Citizens, Landowners Resource Land Plan" *Tampa Times*, November 12, 1962.

9. For example, see Gel Klein, "Senator Says Land Plan Sabotaged," *Tampa Tribune*, May 22, 1977, p. B1 and Jon Pech, "Poe Says Horizon Plan Neglects Human Sources," *Tampa Times*, August 4, 1977, p. B1.
10. "Member Pushes Planning Panel's Revamping," *Tampa Tribune*, December 30, 1977.
11. "At Large in Hillsborough County, Florida" means that while an individual must reside within a defined geographical area of the given governmental jurisdiction, that person is subject to the entire electorate.
12. Laws of Florida, Chapter 74-403 Part 4.
13. *Ibid.*, Part 4 and 5.
14. Regulation 17-7. Florida Administrative Code (F.A.C.).
15. "High-rise" is a technique where garbage is dumped, covered, and compacted, then the process is repeated directly on top of the compacted surface. The result is a hill that can and does rise hundreds of feet above ground level.
16. Executive Summary, *Horizon 2000 Plan Solid Waste Element*, Hillsborough County Planning Commission, December 1, 1977.
17. *Ibid.*, p. 14.
18. Conversation with Hillsborough County Commission Chairman Fran Davin, September 8, 1978.
19. Brandon Chamber of Commerce pamphlet, August 30, 1978.
20. Jeff Kahs "Brandon Residents Say No Landfill," the *Tampa Tribune*, October 5, 1978, p. B1.
21. *Charter for the Hillsborough County Citizen Solid Waste Task Force*. Hillsborough County Administrator's Office, October 20, 1978, p. 1.
22. Seaburn and Robertson, Inc. *Hydrogeologic Assessment of the Proposed Sydney Landfill Site — Stage I*, p. 78, July 1978.
23. *Tampa Tribune* reporter Greg Tozian talked to me several times after the Task Force field trip and my response on each occasion was that Picnic Mine was the best alternative for a new landfill site. He mentioned my views on Picnic in an article published on February 22, 1979 in the East Hillsborough section of the *Tampa Tribune* entitled "Task Force Subcommittee Recommends Investigation of Picnic Mine as Landfill Site," p. 5.
24. Report of the Subcommittee on Social and Community Impact, *Citizen Solid Waste Task Force*, February 1, 1979, p. 89.
25. Greg Tozian. "Landfill Task Force Set for Recommendations," *Tampa Tribune*, January 16, 1979, p. B1.
26. Greg Tozian. "Brandon Landfill to Cost Taxpayers Millions," *Tampa Tribune*, February 13, 1979, p. B1.
27. Greg Tozian. "Sydney Site Advocated for Landfill," *Tampa Tribune*, March 3, 1979, p. A1.
28. Greg Tozian. "Dump to be Expanded: Rate Hike Seen," *Tampa Tribune*, March 22, 1979, pp. A1, A3.
29. Greg Tozian. "Neighbors Call Landfill Choice a Slap in the Face," *Tampa Tribune*, March 23, 1979, p. B1.

30. Greg Tozian. "Taylor Road Residents Block Dump Entrance," *Tampa Tribune*, May 14, 1979, p. B1.
31. Greg Tozian. "Dump Costs to Rise," *Tampa Tribune*, June 20, 1979, p. B1.
32. Greg Tozian. "Pollution of Neighbors Wells Likely Due to Dump Expansion," *Tampa Tribune*, June 27, 1979, p. B1.
33. Interview with Mr. and Mrs. Thomas Brantner, Taylor Road residents, January 16, 1980.
34. Greg Tozian. "DER Gives Taylor Road Dump 18 Months," *Tampa Tribune*, August 18, 1980, p. B1.
35. Interview with Mr. Al Munger, public affairs officer, Hillsborough County Division of Public Works. October 28, 1991. The damages included \$2 million for public water provision for 400 residences and business, \$800,000 in acquisition costs for 15 properties and cash awards of over \$400,000 for attorney fees.
36. See Robert Bullard and Beverly Hendrix Wright, "Environmentalism and the Politics of Equality: Emergent Trends in the Black Community," *Mid American Review of Sociology*, 1987, Vol XII No. 2: 21–38. Robert Bullard, "Solid Wastes and the Black Houston Community," *Sociological Inquiry*, Vol. 53 No. 2/3, Spring 1983. Robert D. Bullard and Beverly Hendrix Wright, "Blacks and the Environment" *Humboldt Journal of Social Relations*, Vol. 14 (Summer 1986) 165–184, and Robert Bullard, *Dumping in Dixie: Race, Class and Environmental Quality*, Westview Press (Boulder, Colorado), 1990.
37. Robert D. Bullard. "Environmental Blackmail in Minority Communities," Unpublished Paper presented January 11, 1990, pp. 7–8.
38. Andreas Faludi (Ed.). *A Reader in Planning Theory*, Pergamon Press (New York), 1973.
39. Charles Lindbloom. "The Science of Muddling Through" in Andreas Faludi, *A Reader in Planning Theory*, Pergamon Press (New York), 1973, pp. 151–170.
40. Interview with Keith Waller, HCPC Senior Planner, February 11, 1978.
41. The same question "Why didn't the solid waste element note Picnic?" was posed to Len Joeris and Larry Hall of the county staff. Their response was that they didn't want to discuss anything about the Division's relationship to HCPC. Interviews with Len Joeris and Larry Hall, February 11, 16, 1979.
42. Tozian, op. cit. Note 12.
1. Charlton W. Tebeau. *A History of Florida*, University of Miami Press (Miami, Florida), 1971, pp. 248–49.
2. Martin Meyerson. "The Middle Range Bridge for Comprehensive Planning," *Journal of The American Institute of Planners*, 1956.
3. Hillsborough County Planning Commission. *The Hyde Park Plan; Tampa Urban Core Study*, p. 3, par. 2, 1976.
4. Ibid., p. 3, par. 2.
5. Resolution Number 8950F. Tampa City Council, June 17, 1976.
6. Hyde Park Plan, op. cit. Note 3, p. 14.
7. J. Ross McKeever. "Shopping Center Zoning," Urban Land Institute Technical Bulletin No. 69 (Washington, DC, 1977).

8. Dana Kerbs. "Realtor Unveiled Plan for Hyde Park Area," *Tampa Tribune*, July 20, 1979, p. B1. The author attended this and all other public meetings on the Amlea proposal.
9. Gil Klein. "New Hyde Park Center Plans Presented," *Tampa Tribune*, December 5, 1979, p. B5.
10. Kevin Kalwary. "Business Space Reduced in New Hyde Park Plan," *Tampa Tribune*, June 14, 1980, p. B1.
11. Old Hyde Park News: Vol. 1, No. 1, July 1980, p. 1.
12. Robert Catlin. Letter to the Editor, *Tampa Times*, October 14, 1980, published October 28, 1980.
13. See for example *The Community Builders Handbooks*, Urban Land Institute, Washington, DC, 1968, J. Ross McKeever, "Shopping Center Zoning" in *Urban Land Institute Technical Bulletin 69*, Washington, DC, 1977 and George Lion, *Shopping Center Design*, Montreal, 1976.
14. Old Hyde Park News, Vol. 1, No. 4, October 1980, pp. 1, 2.
15. Hyde Park Recall: Hyde Park Civic Association, Inc., November 1980, pp. 1 and 2.
16. Letter from HCPC Executive Director to Bob Ferguson, Vice President, Amlea Inc., October 9, 1980.
17. Old Hyde Park News, Vol. 1, No. 5, November 1980, p. 1.
18. Tom Scherberger. "Commissioners Voted on Merits, not Principles," *Tampa Times*, p. 1A, 11–4–80.
19. Gil Klein. "Hyde Park Center Reduces Size Again," *Tampa Tribune*, November 20, 1980, p. B1.
20. Robert Catlin. "Don't Abandon Hyde Park Plan Goals," Letter to the Editor, *Tampa Tribune*, December 12, 1980.
21. Steve Piacante. "Amlea Wins Approval From City," *Tampa Tribune*, December 17, 1980, pp. A1, A8.
22. Between December 1980 and 1985, the development order was amended twice. The final development order increased the commercial footage by 40,000 over what had been agreed to by the Tampa City Council, but the office square footage was reduced by 36,000 and 182 condominium units were deleted. Amlea requested these changes due to market conditions during the 1980–1983 recession. Information as to the build-out: Source, Tia Faulkner, Marketing Director, Old Hyde Park Village.
23. For example, during the period of 1989–1991, there were three separate auctions to unload unsold condominiums at Donald Trump's luxury tower in West Palm Beach. Of 225 units, 20 still remain unsold. The promise of additional tax revenue to offset improvements to infrastructure installed by the city of West Palm Beach has not materialized. Source: Ms. Shirley Wray, former Community Development Director for the City of West Palm Beach.
24. Andreas Faludi. *A Reader in Planning Theory*, Pergamon Press (New York, London), 1973.
25. John Freidmann. *Retracking America: A Theory of Transactive Planning*, Anchor Press (Garden City, NY), 1973.

26. John Friedmann. *Planning in the Public Domain*, Princeton University Press (Princeton, NJ), 1987.
27. Friedmann, op. cit. Note 25, p. 247.
28. See Paul Davidoff. "Advocacy and Pluralism in Planning," Vol. 31, November 1965, *Journal of the American Institute of Planners*.
29. John Friedmann. "Notes on Societal Action," *Journal of the American Institute of Planners*, Vol. 35, No. 5, 1969, pp. 311–18.
30. This was the case for so many urban renewal projects across the nation during the period of 1950–1990. For instance, see Chester Hartman's *Yerba Buena: Land Grab and Community Resistance*, San Francisco: Glide, Memorial Press, 1974. In this work, Hartman examines the process whereby 3,000 units of housing occupied by retired merchant seamen, longshoremen, and other middle-aged workingmen were demolished for a convention center between 1970 and 1974. Leading the effort to uproot these residents without adequate relocation were San Francisco's mayor, the Board of Supervisors, the Department of City Planning, the San Francisco Urban Renewal Agency, building and trade unions, building contractors, and land developers. The residents formed a group called Tenants and Owners Opposed to Redevelopment (TOOR) and put up a spirited battle. However, the site was cleared by 1974, and even though 300 units of replacement housing were built by 1980, mainly as a result of the protests, many of the original TOOR members were dead. The Robert Moscone Convention Center finally opened in 1982.
1. Edward Durr. *Some Kind of Paradise: A Chronicle of Man and the Land in Florida*, William Morrow and Company (New York), 1989.
2. Donald W. Curl. *Palm Beach County: An Illustrated History*, University Presses of Florida (Gainesville), 1986, pp. 37, 38.
3. City of West Palm Beach Comprehensive Plan (1989), p. 5–4.
4. Milo Smith and Associates. *West Palm Beach Comprehensive Plan* (1965).
5. Twin Lakes High School was formerly the all-white Palm Beach High School, opened in 1912 to serve most of the county's white population. When integration came to Palm Beach county in 1971, Palm Beach High was merged with all-black Roosevelt High School and renamed Twin Lakes. Even though Twin Lakes was added onto several times after 1912, by the early 1970s it had deteriorated and was designated for closing before 1990. Its site was seen by planners as an opportunity for a cultural center and a new countywide secondary school for the performing arts.
6. West Palm Beach Planning and Community Development. *City of West Palm Beach Comprehensive Plan* (May 1978), pp. 11, 41.
7. Ibid., pp. 11, 40.
8. West Palm Beach Department of Planning and Development. *The City Center Plan* (December 1985), p. 15.
9. Ibid., p. 25.
10. Ibid., p. 38.

11. West Palm Beach Department of Planning and Development. *The City Center Element of the West Palm Beach Comprehensive Plan* (November, 1989), p. 16–15.
12. *Ibid.*, pp. 16–17.
13. *Palm Beach Post*. “Developer Seeks to Create City Within a City,” p. 1A (January 23, 1987). *Palm Beach Post*. “Millionaires Unveil Plan for City Within a City,” p. 1A (October 5, 1987).
14. *Ibid.*
15. Ava Van De Water “Downtown/Uptown Site Ready for Wrecking Ball,” *Palm Beach Post*, p. 47, “Outlook” Section (January 29, 1989), *Palm Beach Post*, “Buildings in Shadow of Wrecking Ball: Residents Make Way for Downtown/Uptown,” p. 1A (March 31, 1989).
16. Larry Aydlette, “Downtown Plan Ambitious,” *Palm Beach Post* (October 5, 1987), p. 1A.
17. West Palm Beach: Office of the City Manager, *Present Issues: Future Vision*, (January, 1988) and *An Evaluation and Appraisal of the City of West Palm Beach Comprehensive Plan* (February, 1988).
18. Interview with Shirley Wray, West Palm Beach Community Development Coordinator (February 17, 1989).
19. *Op. cit.* Note 15 (January 29, 1989).
20. Scott Saef, “Downtown/Uptown Gets Developer; Tishman Speyer Joins 75 Acre Project,” *Palm Beach Post*, p. 1B, March 11, 1989.
21. Interview with Sally Black, Chief Planner, Development of Regional Impact Section, Treasure Coast Regional Planning Council (January 9, 1992).
22. *Palm Beach Post*, “Downtown/Uptown Changes Approved” (Tuesday, May 9, 1989), p. 2B.
23. *Palm Beach Post*, “Housing is Essential: Downtown/Uptown Residential Units Important,” Opinion Section p. E2 (January 29, 1989). Also see *Palm Beach Post*, “Money No Substitute: Downtown/Uptown Cash Must Go Toward Housing,” Opinion, p. 1F (March 27, 1989).
24. *Op. cit.* Note 18.
25. Interview with V.B. Kinsey, Northwest Neighborhood Civic Activist and principal of Palmview School (February 19, 1988).
26. Interview with Shirley Wray and Sharon Jackson, West Palm Beach Department of Planning and Community Development (January 10, 1992).
27. On almost all the 36 maps included in this 135-page statement was the wording at the bottom “Note: Figure to be revised to include the Downtown/Uptown project.” Maps reflecting Downtown–Uptown were not printed in the text. The only map showing Downtown–Uptown’s impact on land use was in the office. Source: Interview with Rick Green, West Palm Beach Planning Director (January 8, 1992).
28. West Palm Beach Comprehensive Plan (November 1989), pp. 5, 8.
29. The American Institute of Certified Planners Code of Ethics and Professional Conduct was first adopted in 1979 and amended through 1987. One clause that might have been violated by the West Palm Beach Planning Department is that of

The Planners Responsibility to the Public. Section A3 reads, “A planner must strive to provide full, clear, and accurate information on planning issues to citizens and governmental decision-makers.” The misrepresentation of existing land use and future land use for the Garden District in the 1989 City Center Element of the West Palm Beach Comprehensive Plan is, in this author’s opinion, a possible violation of professional ethics, despite the disclaimer “Note: Figure to be revised to include the entire Downtown/Uptown project.”

30. Elisha Williams, “Downtown Co-Developer Backing Out,” *Palm Beach Post* (October 28, 1989), p. 1A.
31. *Palm Beach Post*, “Bank Sues Downtown/Uptown Over Land,” p. 22B (June 28, 1990); *Palm Beach Post*, “All Downtown/Uptown Loans in Default,” p. 12 (November 1, 1990); *Palm Beach Post*, “Downtown Lender Sues,” p. 12B (December 1, 1990); *Palm Beach Post*, “Downtown/Uptown Partners Sued Again,” p. 1 IB (December 4, 1990); *Palm Beach Post*, “Downtown/Uptown Faces Two More Suits,” p. 6 (December 24, 1990); *Palm Beach Post*, “Downtown/Uptown Faces More Suits,” p. 7B (January 12, 1991); *Palm Beach Post*, “Lawsuit Filed Against Downtown/Uptown,” p. 11B (February 20, 1991).
32. Andreas Faludi. *A Reader in Planning Theory*, Pergamon Press (New York), 1973, p. 1.
33. Paul Davidoff and Thomas A. Reiner. “A Choice Theory of Planning,” *Journal of the American Institute of Planners*, Vol. 28 (May 1962).
34. Edward C. Banfield. “Ends and Means in Planning,” *International Social Science Journal*, Vol. XI, No. 3 (1959).
35. John Freidmann. “A Response to Altschuler: Comprehensive Planning as a Process,” *Journal of the American Institute of Planners*, Vol. 3 (August 1965).
36. Luther Carter. *The Florida Experience: Land and Water Policy in a Growth State*, Johns Hopkins University Press (Baltimore), 1975, p. 125.
37. Edmund N. Bacon. *Design of Cities*, Viking Press (New York), 1967.
38. Ava Van de Water. “On the Eve of a Dramatic New City,” *Palm Beach Post*, p. 1 (November 15, 1987).
39. Some individuals would assume that the Downtown–Uptown developers did the city a favor by assembling and clearing the land, saving government the time and inconvenience of doing so. However, the land was heavily mortgaged, as the developers did not use their own money. Holders of the mortgages will demand “fair market value.” Therefore, Downtown — Uptown’s failure is not a windfall to the City of West Palm Beach. If the city had cleared the land with Community Development Block Grant funds, it would have at least controlled what might go on it. Now they must once again respond to the plans of whoever purchases the properties.
1. Luther Carter. *The Florida Experience: Land and Water Policy in a Growth State*, Johns Hopkins Press (Baltimore), 1975, p. 279.
2. *Ibid.*, pp. 278, 279.
3. Charles H. Hildreth and Merlins G. Cox. *History of Gainesville and Alachua County*, Alachua County Historical Society (Gainesville), 1981, pp. 1–23.

4. F.W. Bucholtz. *History of Alachua County*, The Record Press (St. Augustine), 1920, p. 6–8.
5. Jess G. Davis. *History of Alachua County*, Alachua County Historical Society (Gainesville), 1954, p. 3.
6. *Ibid.*, pp. 127,146.
7. North Central Florida includes Alachua, Baker, Bradford, Columbia, Dixie, Hamilton, Lafayette, Levy, Marion, Putnam, Suwanee, and Union Counties. Population was 467,972 in 1980 and 615,161 in 1990, a 32% increase (see table). The major growth was in Marion County, which increased by almost 60%.
8. Alachua County Comprehensive Plan. Future Land Use Element, Map and Text, 1984.
9. Draft, Alachua County Hazardous Materials Code, November, 6, 1990, amended January 4, 1991.
10. Source: Institute of Transportation Engineers, *Trip Generation Manual*, 4th edition, 1987.
11. Alachua County Planning Department Staff Report on 20M-30-90, dated 12-12-90.
12. *Ibid.*, p. 8.
13. Summary, Zoning Regulations, Alachua County, Florida. Amended through 6-30-90, p. 5.
14. Alachua County Comprehensive Plan, Policy 7.4, *Rural Employment Centers*, 1984.
15. Policy 11.1.1 of the 1984 Comprehensive Plan, "*Spedal Area Studies*," states "in those areas undergoing rapid land use transition, special area studies shall be conducted to evaluate the special needs of these locations."
16. Comprehensive Plan Amendment CPA, 1-90. Staff report prepared 1-10-92, p. 16.
17. Kay Stokes. "Tiny Critter, Big Impact: Cave Shrimp Could Prevent Development Stumbling Blocks," *Gainesville Sun*, June 14, 1992, page 1A.
18. *Ibid.*, p.6A.
19. Alachua County Planning Commission: Inventory of Industrial Parks, 1988.
20. *Op. cit.* Note 9. The *Gainesville Sun* reported on June 24, 1991 that the Hazardous Materials Code seeks to protect the county's water supply by limiting the sort of development that can occur in areas such as Jonesville, "where the thick underground clay layers that protect the aquifer elsewhere are absent."
21. Kay Stokes. "Jonesville Residents Sue County," *Gainesville Sun*, August 22, 1991, p. 1D.
22. The statement is provided for by Rule 9J-11.010 Florida Administrative Code. Also supporting that statement are § 163.3184 Florida Statutes and Rule 9J-11.011 Florida Administrative Code.
23. Kay Stokes. "Views Split on Comply Plan Critique," *Gainesville Sun*, p. 1B, August 18, 1991.
24. *Ibid.*, p. 2B.
25. Kay Stokes. "Plan's Protection of Nature Lacking," *Gainesville Sun*, September 13, 1991, p. 1B.

26. Kay Stokes. "County Plan Doesn't Meet State Criteria," *Gainesville Sun*, November 26, 1991, p. 1B.
27. Ibid.
28. Vincent A. Cautero. "Growth Management in Florida: The Essence of the Negotiated Settlement," in *Planning and Public Policy*, Vol. 16, No. 1, University of Illinois (Champaign-Urbana), November, 1991, p. 5.
29. Ibid., p. 6.
30. Settlement Agreement, Florida Department of Community Affairs and Alachua County Board of Commissioners January 21, 1993, pp. 5,712,714.
31. James Hellegaard, *Gainesville Sun*, "Don't Forget Us, Jonesville Tells County," November 24, 1992, p. 1b. Also, Varqui Wright, "Attorney Criticizes Comprehensive Plan," *Gainesville Sun*, November 24, 1992, p. 1A.
32. Greater Jonesville Neighborhood Association, Inc. Newsletter No. 8, August 1993, pp. 1, 2.
33. Antonia English, "Land Use Plan Consensus Reached," *Gainesville Sun*, January 15, 1993, p. 1A.
34. If only the unincorporated area of Alachua County is included, that population, which was 70,000 in 1980, would create a threshold for sites seven acres or more.
35. Michael Peter Smith. 1988. *City, State and Market: The Political Economy of Urban Society*, Basil Blackwell Inc., (New York, NY).
1. "Chiles Declines to Run for Re-election," *Tampa Tribune*, p. A1, March 23, 1988.
2. Among Dr. John M. DeGrove's books are *Land, Growth and Politics*, 1984, and *The New Frontier for Land Policy: Planning and Growth Management in the States*, 1992.
3. Letter of Transmittal, ELMS III final report, '*Building Successful Communities*,' signed by James Harold Thompson, Chairman, and Linda Loomis Shelley, Vice-Chair, December 15, 1992.
4. Recommendations 41 and 42, '*Building Successful Communities*,' Environmental Land Management Study Committee, Final Report, Tallahassee Florida, December 1992, p. 3.
5. Ibid., Recommendations 113-115, p. 4.
6. Ibid., p. 5, par. 3.
7. CS/CS/HB2315, Planning and Growth Management, 1993.
8. Lee James F. Murley, David L. Powell, and Eric Draper. "1993 Legislative Session Update," in *Florida Environmental and Urban Issues*, Vol. XXI, No. 1, Fall 1993, pp. 8-15.
9. Ibid., p. 9.
10. Max Forgey. "Will Growth Management Be the Death of Planning?" in *Florida Planner*, Vol. V, No. 6, July, August 1993, pp. 1,3.
11. M.J. Matthews and Martin A. Schneider. "The Seventh Annual Growth Management Conference: Intergovernmental Coordination: Still the Weak Link in Growth Management?" *Environmental and Urban Issues*, Vol. XXI, No. 3, Spring 1994, pp. 5, 6.
12. Staff Analysis of 1993 Planning and Growth Management, *FAU-FIU Joint Center for Environmental and Urban Problems*, Fall 1993, pp. 14,15.

13. Ibid., p. 13.
14. Lance DeHaven-Smith. *Environmental Concern in Florida and the Nation*, University of Florida Press (Gainesville), 1991, pp. 29–30.
15. Ibid., pp. 31–33.
16. Ibid., pp. 40–41.
17. Lance DeHaven-Smith. "Overwhelming Support for Land Strengthening Land Use Controls," "The Attitudes of Monroe County Residents on Growth Management Issues in the Florida Keys," *Florida Environmental and Urban Issues*, October 1984, pp. 4–11.
18. Martin Meyerson. "Building the Middle Range Bridge for Comprehensive Planning," *Journal of the American Institute of Planners*, Vol. 22, No. 2, 1956.
19. Frank So. "Strategic Planning: Reinventing the Wheel?" *Planning*, February 1984.
20. Herbert H. Smith. *Planning America's Communities: Paradise Found, Paradise Lost*, Planners Press (Chicago), 1992, pp. 89–110.
21. In 1984, Tampa switched from an exclusive system of election at-large to a mixed system, whereby four council members are elected by district and three at-large. The change came about by pressure from the local chapter of the National Association for the Advancement of Colored People (NAACP), concerned about the lack of black representation.
22. Michael Parenti. *Democracy for the Few*. St. Martin's Press (New York), 1977.
23. The practices of the Florida-based General Development Corporation with regard to speculative land sales was the subject of a "60 Minutes" documentary aired in 1991 entitled "*This House Is For Sale*." Videocassettes of this telecast are available from the Columbia Broadcasting System.
24. Robert L. Wrigley, Jr. "The Plan of Chicago: Its Fiftieth Anniversary," *Journal of the American Institute of Planners*, Vol. 26, No. 1 (February 1960), pp. 31–38.
25. Virginia Lee Burton. *The Little House*, Houghton Mifflin (New York), 1969.
26. Jeremy Kingston. *How Bridges Are Made*, 1985 (Facts on File), p. 32.
27. John Baynes. *How Maps Are Made*, 1987 (Facts on File), p. 32.
28. Robert Royston. *Cities 2000*, 1985 (Facts on File), p. 64.
29. Peter Evan. *Technology 2000*, 1985 (Facts on File), p. 64.
30. Duncan Michael. *How Skyscrapers Are Made*, 1987 (Facts on File), p. 32.
31. Owen Williams. *How Roads Are Made*, 1989 (Facts on File), p. 32.
32. Little Planner (Leisure Learning Products), 1992.
33. Linda Mandel and Heidi M. Mandel, *The Treasure of Trash*. Avery Publishing Group, 1993.
34. David Macaulay. *Underground*, Houghton Mifflin (New York), 1976, p. 112.
35. David Macaulay. *City: A Story of Roman Planning and Construction*, Houghton Mifflin (New York), 1974, p. 112.
36. Nick Middleton. *Atlas of Environmental Issues*, 1989 (Facts on File), p. 64.
37. Renta Von Tschanner and Ronald Lee Fleming. *New Providence: A Changing Cityscape*, Harcourt Brace Jovanovich (New York), 1987, p. 32.

38. All of the books cited in 12–22 and Sim City can be ordered from the American Planning Association's Planners Bookstore at 1313 E. 60th Street, Chicago, Illinois 60637–2891, Telephone 312–955–9100 or Fax 312–955–8312.
39. See the “Teaching about Planning” Section of the 1995 Planners Bookstore Catalogue for several videos and teaching tools about planning oriented toward citizens of all ages.