



THIRD ANNUAL REPORT
to the
GOVERNOR AND FLORIDA LEGISLATURE
January 2009

***“We do not inherit the Earth from our ancestors.
We borrow it from our children.”***
David Brower



January 2009

Dear Fellow Floridian,

Imagine if 50 years ago, Florida required that buildings be constructed to withstand category three hurricane conditions and that anything on or near the coast could handle 100-year storm surges.

Imagine if 50 years ago, Florida had put in place regional protections for its water that ensured adequate storage, aquifer recharge and pristine surface waters that fed our estuaries, bays and eventually the gulf and ocean while meeting our agricultural and public consumption needs.

Imagine if 50 years ago, Florida had developed a statewide land use plan that struck a balance between natural habitats, working agricultural landscapes and urban development.

Many in the past have done great things for our state, and it is now our turn to do more. We can put in place now, practices to ensure that 50 years from now, we will have the energy, water quality and supply, and buildings and development which will sustain our state well into the future.

The Century Commission for a Sustainable Florida holds great hope for our future and has worked to sound a clarion call for creating a shared vision for our next generations.

This is our third annual report to the Governor and Legislature calling for specific actions that need to be seized if we are to ensure continued economic prosperity, environmental stewardship and a hope for social justice. The recommendations build upon work that began in 2005 and recent efforts within the last few months.

On behalf of the members of the Commission, it has been an honor to be given the broad charge to help the state envision its future on a 50-year planning horizon.

Sincerely,

The Honorable Rick Baker
Chair, Century Commission
Mayor, City of St. Petersburg

Rick Baker, Chair
Mayor, St. Petersburg

Mike Bennett
Senator, Bradenton

Lula Butler
Director, City of Delray Beach

Bob Carpenter
Tampa

Donald J. Guozzo, Jr.
Land Planning, Stuart

Ron Edwards
Evans Properties, Vero Beach

Dennis Gilkey
Real Estate Development,
Bonita Springs

Laura A. Holquist
Fort Myers

Doug Mannheimer
Attorney, Tallahassee

Andrew H. McLeod
The Nature Conservancy,
Tallahassee

Charles Pattison
1000 Friends, Tallahassee

Jim Paulmann
Planner, Sarasota

Julio Robaina
Mayor, Hialeah

Bill Roberts
County Commissioner
Okaloosa County

Tim Center, Esq.
Executive Director

Steve Seibert
Policy Advisor

CenturyCommission.org

1415 E. Piedmont Drive
Suite One
Tallahassee, FL 32308

v. 850.219.0082 x 5
f. 850.219.0491

CENTURY COMMISSION FOR A SUSTAINABLE FLORIDA

The Florida Legislature established the Century Commission for a Sustainable Florida in 2005 to bring a broader, longer-term context to decision making. The Century Commission is composed of 15 volunteer members; five members are appointed by the Governor, five by the President of the Senate, and five by the Speaker of the House. One member is designated by the Governor as chair of the Commission.

Century Commission For A Sustainable Florida Act, s. 163.3247, Fla. Stat.

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Tim Center, Esq.
Executive Director
June 2008 to present

Steve Seibert
Policy Advisor
Executive Director –
through June 2008

Mary Oakley
Director of Research –
through June 2008

Tracey Lowe
Esther Widener
Administrative Support
Collins Center for Public
Policy

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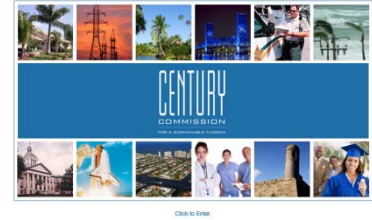
Florida Department of Transportation for printing this report.

All Water Congress Delegates, Sponsors
Volunteers and contributors.

1415 E. Piedmont Drive, Suite One
Tallahassee, FL 32308
850.219.0082 x. 5
info@CenturyCommission.org

INTRODUCTION

In 2005, when the Century Commission was created, the Legislature understood that the impact of continued growth would greatly affect Florida's natural resources and public infrastructure. The Century Commission was, therefore, created as a standing body to help the citizens of Florida envision and plan their collective future with an eye toward both 25-year and 50-year horizons.



www.CenturyCommission.org



The Century Commission adopted guiding principles that encourage the formation of public policy that considers the value of science, empirical information and best practices. To that end, the Commission has engaged some of the brightest minds across Florida and the nation to help gather information, encourage public input and connect people and programs while facilitating conversations among Floridians.

As noted in its Second Annual Report, the Century Commission believes current public policy discussions and decision making should occur within the context of creating a sustainable Florida over the next 25 years (a generation). Sustainability means that we meet current needs without compromising the ability of future generations to meet their own – no small undertaking and yet one that is paramount to Florida's survival. The challenges facing Florida are significant, and we will succeed in addressing them only by making an intergenerational commitment to those who come behind us that they will not suffer for our actions. We must be focused, courageous, and collaborative. We must also make decisions today in the context of a long-term, systems way of thinking.

Sustainability encompasses the shared values of economic prosperity, environmental stewardship and social opportunity. Referred to as the *Triple Bottom Line* or *People, Planet and Prosperity*, sustainability is an ongoing attempt to provide the best outcomes for the human and natural environments both now and into the indefinite future.

These recommendations to the Governor and Legislature build upon those offered in the previous two annual reports. The recommendations are not necessarily offered in a priority order as they are interrelated. If acted upon together, they will afford us the chance to realize a sustainable Florida in our lifetime.



RECOMMENDATION: FOLLOW THROUGH ON FLORIDA'S WATER CONGRESS

In September of 2008, delegates from around the state convened in Orlando for a Water Congress to address issues related to water conservation, re-use, ground and surface water supply, desalination and water policy administration. A total of 18 consensus recommendations were identified by the delegates, with four recommended priorities voted on with majority consent. The Century Commission believes that the four priorities should be acted upon without delay and elevate for consideration an additional recommendation from the delegates related to reclaimed water.



The four consensus priority recommendations offered by the delegates of the 2008 Water Congress are as follows:

1. Reinstate the annual state funding for alternative water supply development and water quality improvement (i.e., SB 444 (2005) funding to be matched by Water Management Districts and local governments/ utilities). Make SB 444 funding a recurring source of annual state funding for alternative water supply development and reinstate original funding levels at a minimum.
2. Support regional partnerships, incentives and cooperative approaches to addressing long-term water sustainability for Florida. The Water Management Districts, the FDEP and local governments should aggressively identify opportunities and develop incentives for establishing multi-jurisdictional utility arrangements or water supply authorities and engage in other areas where partnerships should be beneficial and cost effective to the public.
3. Amend, as necessary, any statute, rule or policy so that quantifiable water conservation best management practices are considered an "alternative water supply" and are equally as eligible for funding as capital facility expansion proposals.
4. Set a per capita target or goal for water use and quantifiable best management water practices and provide a stable funding base for the

Conserve Florida program directed by Sect. 373.227, F.S., including the statewide water conservation clearinghouse for public water supply.

After careful review and discussion of all eighteen recommendations, the Century Commission has determined that the following recommendation related to reclaimed water should be acted upon and added as the fifth consensus priority.

5. While protecting water quality, maximize the beneficial use of reclaimed water and improve upon the capture and storage of excess water. Recruit and connect large industrial users to reclaimed water systems to reduce demand on existing and future potable systems. It is recommended that a goal of 100% beneficial and cost effective reuse of wastewater from publicly owned wastewater treatment facilities be established for the year 2030. The management of wastewater needs to continue to evolve from a disposal problem to a valuable water supply opportunity.

The product of the two day Water Congress was the creation of eighteen consensus recommendations. The remaining thirteen recommendations are listed below.

1. Achieve dramatic improvements in landscape irrigation efficiency by requiring use of the recommendations found in the report, *Landscape Irrigation and Florida Friendly Design Standards*, (where applicable) as a condition of - Consumptive Use Permits issued by Water Management Districts, Development orders issued by local governments, Development orders for Developments of Regional Impact as reviewed by Regional Planning Councils, Land use amendments reviewed by the Department of Community Affairs, Changes to land development regulations, Environmental Resources Permits issued by the Florida Department of Environmental Protection
2. Coordinate public information efforts statewide regarding water conservation, water quality, sustainability and energy using the most effective methods of conveying the messages and measuring the efficacy of the public information campaigns. Examples include but are not limited to: Landscape water conservation must be underscored by science-based, practical and easily understood recommendations for homeowners and do-it yourself gardeners to follow; Establish public and stakeholder outreach program regarding costs, environmental advantages and effectiveness of water saving technologies; Educate all sectors regarding the interdependency of upland and wetland systems.
3. Amend Florida law to prohibit neighborhood organization and local ordinances from restricting the use of Florida-friendly landscaping.
4. Support the development of robust incentive-based cooperative funding programs by the Water Management Districts to encourage the development of alternative water supplies and implementation of conservation measures, including the maximum use of reclaimed

water that will require seeking state and federal funding to complement water management district funding initiatives.

5. Amend the Florida Constitution to raise the millage cap for the Northwest Florida Water Management District.
6. Regulatory agencies should require a high level of use efficiency as a condition to incentives and long-term permitting assurances.
7. Create incentives for private land owners to capture and store water.
8. Optimize the use of alternative water supplies which take and store peak surface water flows and also restores the natural system.
9. Minimum flows and levels (MFLs) must be set for all surface water bodies where consumptive use permits are sought; natural groundwater levels should not be ignored to the detriment and loss of the dependent natural ecological systems (wetlands and spring systems for example). Natural system ecological needs must not be compromised to meet the public water supply needs. (If MFLs are not achieved a recovery strategy should be implemented.)
10. Support Florida-specific research on climate change and water management interrelationship to better understand the



state’s water vulnerabilities and make appropriate and effective adaptations to water-planning regulatory and financial programs. This research should include consideration of: – Energy and greenhouse emission consequences of water supply activities – Increased water use efficiencies to reduce carbon footprints – The Protection of drinking water and wastewater infrastructure against the threat of rising sea level. FDEP, Water Management Districts, the Florida Energy and Climate Commission and water managers should fully incorporate climate change implications

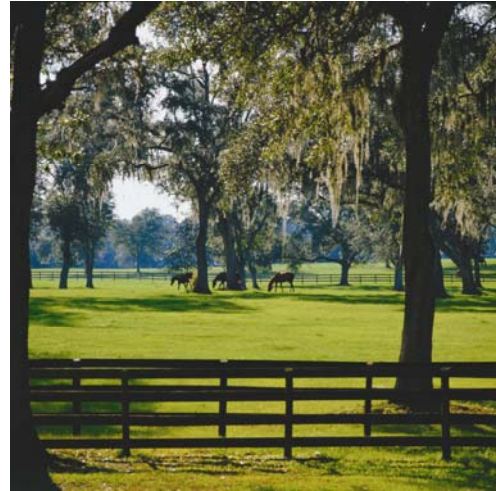
into their water planning, regulatory, and financial assistance programs and should fully consider the energy and greenhouse gas emissions consequences of water resource and supply activities.

11. Make creation of new water storage (including new reservoirs, ASR, and wet season storage) a statewide priority by prioritizing funding, land acquisition, and needed regulatory reforms (for ASR).

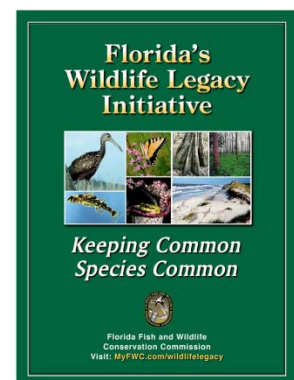
12. Manage stormwater runoff that is discharged into municipal stormwater systems as a valuable water source to be used or reused for conservation purposes such as community irrigation, not as a waste product requiring quick disposal.
13. Encourage Low Impact Development practices as well as other source control measures to enhance ambient water quality in receiving water bodies.

RECOMMENDATION: *CONTINUE EFFORTS TO DEFINE AND PRESERVE FLORIDA'S MOST PRECIOUS LANDS AND WATERS*

The Century Commission believes that a sustainability plan for the future of Florida should include the identification of our precious natural lands and waters, using a scientific process and the best available data. The Commission's Critical Lands and Waters Identification Project (CLIP) has compiled a comprehensive GIS-spatial database identifying the areas most important for protecting ecosystem functions and biodiversity across the state. Using the CLIP database as a foundation, the Commission has partnered with the Florida Fish and Wildlife Conservation Commission to explore how best to develop objectives, strategies and processes that use CLIP and other relevant data to create a conservation vision or "blueprint" for Florida.



1. The Century Commission recommends the development of a partnership and process for maintaining and enhancing CLIP. This partnership of agencies and research entities (including the Florida Fish and Wildlife Conservation Commission (FWCC), Florida Natural Areas Inventory, and the University of Florida GeoPlan Center) will be required to maintain and update existing CLIP core data layers, to develop new CLIP analyses, and to integrate CLIP priorities in future database versions.
2. The Century Commission acknowledges that CLIP is not, and should not be used as, a final actionable report or regulatory tool. It is a spatial ecological inventory created to support conservation planning efforts as a decision support tool that needs additional and continued vetting and discussion with all impacted parties and agencies.
3. The Century Commission recommends a summit should be convened jointly by the Fish and Wildlife Conservation Commission and the Century Commission, that includes all impacted parties such as developers, environmental interests, agriculture, government agencies and others in order to continue the discussion to identify the areas most important for conservation and create an action plan that includes incentives in order to achieve protection within a Cooperative Conservation Blueprint.



4. The Century Commission recognizes that priority lands identified by CLIP cannot, and should not, be protected for future generations through local, regional or state government purchase alone and supports on-going efforts by FFWCC, other affected state agencies and various stakeholder groups to develop alternative strategies such as market-based incentives to protect them.

RECOMMENDATION: *EXTEND LEGISLATIVE TERM LIMITS TO TWELVE YEARS*

Due to the complex nature and variety of issues that Florida’s legislative leaders are faced with, the Century Commission believes that the State of Florida would benefit from the longevity of having elected legislative leaders in office for longer terms than the present eight year limit. A slightly longer period would allow for a longer information gathering period for legislative leadership and retention of greater institutional memory, while meeting the original term limit goal of expanding the opportunities for new legislative leadership.

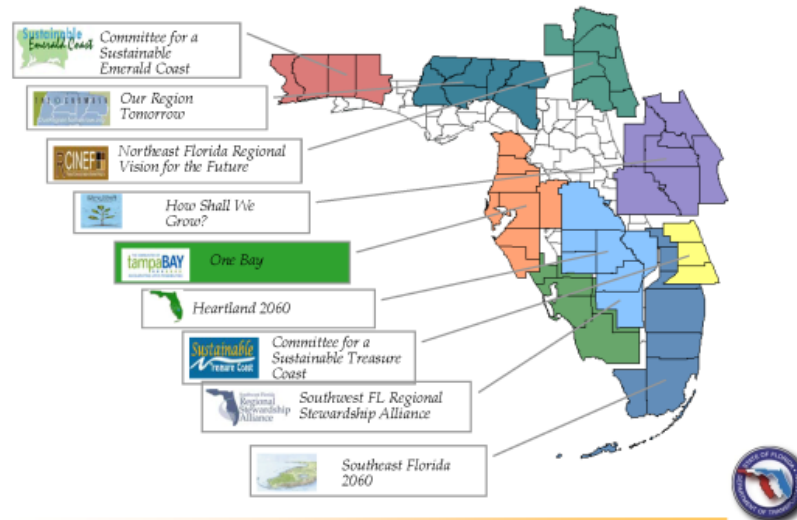
1. The Century Commission recommends that legislative term limits be extended from eight years to twelve years.



RECOMMENDATION: *ENCOURAGE REGIONAL VISIONING AND SUPPORT SUSTAINABLE COMMUNITY DESIGN*

In February 2008, the Century Commission received a detailed report by Dr. Tim Chapin, Associate Professor of Urban and Regional Planning, Florida State University, entitled *A Coordinated, Statewide Regional Visioning Initiative for Florida*. The findings of the report reinforced the Century Commission’s regional visioning recommendation from our First Annual Report, which recommended that a detailed plan should be developed on how regional visioning can be expanded, supported and coordinated across the state; and how to use this visioning process to inform citizens and solicit their input on issues relating to sustainability. We believe this recommendation is important, should be continued, and specific recommendations on how to implement Dr. Chapin’s findings on sustainability and sustainable design need to be discussed.

Florida Regional Visioning Initiatives



1. Regional Visioning efforts across Florida cover some or all of each Regional Planning Council territory including Tampa Bay (One Bay), Central Florida and East Central Florida (MyRegion.org), Treasure Coast (Sustainable Treasure Coast), Apalachee (OurRegionTomorrow.org), Northeast (Reality Check First Coast), South (Southeast Florida 2060), West Florida (Sustainable Emerald Coast), Central (Heartland 2060) and Southwest Florida (Southwest Florida Regional Stewardship Alliance). The Century Commission specifically endorses these exercises and any similar venture, and encourages the creation of incentives to continue and expand upon these efforts.
2. In coordination with all interested parties and state agencies, growth management laws should continue to be reviewed to ensure a sustainable Florida within one generation. Coupled with the need to improve structures is the need to better plan for the collective future of the state through larger scale regional sustainability planning that reduces the reliance of individual automobile transportation and instead encourages walkability, compact design, inter-modal transit options within and between urban centers, and moves toward better community design. Growth management laws should specifically reference sustainability concepts and should look beyond twenty-year horizons.

RECOMMENDATION: *STRENGTHEN FLORIDA'S BUILDINGS*

In order to address issues of hurricane protection, insurance rates, water conservation and energy conservation, particularly in Florida's existing construction, the Century Commission, in collaboration with all interested parties and state agencies, will build on current efforts and focus on identifying goals and issues that have yet to be addressed by current state action.

1. The rising costs of property insurance, particularly in the coastal regions of our state, have had a significant impact on all Floridians. In collaboration with the ongoing efforts of the Florida Building Commission, the Department of Community Affairs, the State Legislature and Governor Crist, the



Century Commission plans to discuss in 2009, the creation of regulatory and financial incentives to retrofit existing construction to withstand Florida's strong storm season. Also needing examination is the means by which new and existing construction can become more energy and water efficient in order to decrease our consumption of natural resources and achieve fiscal gains.

2009 PREVIEW

The Century Commission is a deliberate and inclusive body that encourages participation from all stakeholder groups. In addition to community design, Commissioners have identified the following major issues for discussion for 2009.

- **Health care** – With a growing population of aging seniors, rising costs, and mounting concerns about federal programs, no one social issue poses the greatest challenge to Florida.
- **Infrastructure** – Roads, bridges, sewers, schools and the power grid all need regular maintenance and upkeep. In addition to understanding the needs in the various systems, current fiscal policies will also be examined to help create a sustainable vision action plan.

If you would like to participate in these conversations please subscribe to the e-newsletter *Communiqué* from the Commission's website – CenturyCommission.org.

2008 WATER CONGRESS

As stated in its Second Annual Report, the Century Commission believes "a long-term water conservation, use and supply plan, for environmental, agricultural and public consumption purposes" is essential for a sustainable quality of life in Florida. To this end, the Century Commission convened a statewide Water Congress, September 25-26, 2008, to develop a comprehensive set of sustainable water use and supply action steps.



Planning for Florida's Water Future
Century Commission for a Sustainable Florida

The ambitious format provided for two days of deliberation among state leaders equally representing government, private industry and non-government sectors. A Steering Committee composed of Commissioners and stakeholder representatives developed a list of delegates who were invited to participate. The delegates were divided into facilitated workgroup committees – with each committee considering the same proposed recommendations, deliberating and voting electronically.

The Delegates — 120 in all, from commissioners in water-worried counties to sod farmers to environmentalists to utility directors — spent two days trying to reach a consensus on a broad range of recommendations submitted by all of the parties and the public. More than 300 attended the event to watch and discuss proceedings with delegates.

Utilities executives had bought into the Water Congress idea early on; eight committees of the Florida section of the American Water Works Association had spent nearly a year working on their recommendations, compiled into a proposal called Florida 2030. Contributions from environmental groups were slim by comparison. The lopsided input created lots of cynicism.

Still, by the end of the two-day Water Congress, the disparate groups had agreed on 18 steps, some of them bold: Requiring landscape efficiency as a condition of consumptive-use permits and development orders, for example, and setting per-capita water use goals for Floridians.

The four steps ranked most urgent by the congress were divided equally between the supply side and the demand side. Still, no one seemed to challenge the underlying assumption of the state's water-planning machine — and that of the congress: That Florida must find 2 billion more gallons of water a day by 2025 to meet future population growth.

Florida's water-use statistics show the state is using less water all the time, even as its population and economy grow. (The national pattern is the same.) Florida's overall water use dropped from 8.1 billion gallons a day in 2000 to 6.8 billion gallons a day in 2005. Per-capita consumption in the state dropped from 174 gallons per person per day to 158 in the same period.

Florida Trend, December 2008

PROMOTING LONG-TERM SYSTEMS THINKING

Shifting the state onto a sustainable path within the next 25 years requires a shared vision of the Florida we want the next generations to inherit. That vision will provide the benchmarks for determining whether our current decisions get us closer to or further from our preferred destination. To have a coherent outcome, a vision for Florida should operate at two levels and should:

- Contain goals for resources of statewide concern (for example, our natural, water, transportation, education, and economic systems).
- Provide a coordinated framework for region-specific visions that implement statewide goals at the local level and effectively engage citizens in their own community planning processes.

Both the state and regional levels for the vision require long-term systems thinking if we are to have a sustainable state and communities. Systems thinking means managing our knowledge and understanding our state as a single functioning system where each part (built, natural, and human) is viewed not in isolation but in relation to its contribution to, and interaction with, the whole. By taking that approach, we can maximize the performance of each part of the system and optimize its contribution. Such an approach will enable Florida to be more efficient, adaptive, and resilient and develop a leading role as an exporter of innovative solutions.

Reprinted from the Century Commission's 2nd Annual Report

OUTCOMES – A PROGRESS REPORT

The Century Commission made several recommendations in its first two reports to the Governor and Legislature. The following highlights what has taken place since these recommendations were published.

Move Florida toward independence from foreign oil, reduce consumption and carbon emissions ('07) – Governor Crist has convened two Florida Summits on Global Climate Change, signed Executive Orders calling for reduced emissions and the Florida Legislature has reorganized Florida's Energy Office program and created a new Energy and Climate Commission.

Research long-term water supply and sustainable land use choices ('07/'08) – The Commission engaged researchers to compile the most robust GIS-database of biodiversity, water and landscape information. Fish and Wildlife Commission has engaged stakeholders to discuss a Conservation Blueprint for Florida. The Water Congress produced 18 consensus-based recommendations.

Focus public policy on creating a sustainable Florida within one generation ('08) - Key agency leadership have been identified and educational outreach continues to help define and outline what a sustainable Florida will look like from different perspectives.

2008 IN REVIEW

The Commission is required to hold at least three meetings in different parts of the state. Traditionally, the Commission has invited numerous experts to provide background and offer forecasts on major long-term issues facing Florida. These matters extend beyond those that are inherent to the land but also engage those issues inherent to people – long-term fiscal solvency, education and more. Meeting information and materials can be found on the Century Commission website. More than 9,000 receive regular notices of Commission activity through its e-newsletter – *Communiqué*. Meetings are broadcast on the Florida Channel. In addition to an end-of-the-year meeting focused on this report and two meetings held via conference call, the Commission met and heard from the following individuals in 2008.

January – Tallahassee

Amy Baker

Coordinator
Office of Economic and Demographic
Research
Florida Legislature

The Honorable David Walker

Comptroller General of the United States

Brian Riedl

The Heritage Foundation

Robert Bixby

The Concord Coalition

Timothy Chapin, Ph.D.

Associate Professor of Urban and Regional
Planning,
Florida State University

April – Tallahassee

Susan MacManus, Ph.D.

Professor
University of South Florida

Matt Alvarez

President, American Waterworks
Association – Florida Chapter
CH2MHill

The Honorable Ron Saunders

Member, Florida House of Representatives

June – Orlando

Frank Fuller

Associate Superintendent for Nontraditional
Schools and Career Academies, Okaloosa
County Schools

John Kirtley

President of Step Up for Students

Doug Tuthill

Program Coordinator, Lastinger Center for
Learning, University of Florida
Education Policy Consultant, Collins Center
for Public Policy

November – Sarasota

Larry Maxwell, AIA

Chair, American Institute of Architects –
Florida (AIA) Commission on the
Environment

Ron Johnson, AIA

Executive Director, Treasure Coast Chapter
of the FL AIA

