

X. Concurrency Management System

Requirements for Concurrency the City of Clewiston shall require that all development meet the requirements of concurrency, except for those developments that have been issued a development order or development permit by the City prior to adoption of the original Comprehensive Plan on March 18, 1991 and have begun construction and are continuing construction in good faith. Development rights determined to be vested shall be subject to concurrency as outlined in the Comprehensive Plan. The following are the City's requirements for concurrency:

Minimum Requirements for Concurrency. The City's concurrency management system shall ensure that public facilities and services needed to support development are available concurrent with the impacts of such developments.

(a) For potable water, sewer, solid waste, and drainage, at a minimum, provisions in this Comprehensive Plan ensure that the following standards will be met will satisfy the concurrency requirement:

1. The necessary facilities and services are in place at the time a development permit is issued; or
2. A development permit is issued subject to the condition that the necessary facilities and services will be in place when the impacts of development occur; or
3. The necessary facilities are under construction at the time a permit is issued; or
4. The necessary facilities and services are guaranteed in an enforceable development agreement. An enforceable development

agreement must guarantee that the necessary facilities and services will be in place when the impacts of the development occur.

- (b) In determining the availability of services or facilities, a developer may propose and the City may approve developments in stages or phases so that facilities and services needed for each phase will be available.

Issuance of Development Orders or Permits

The concurrency management system shall ensure that all development can meet the requirement for concurrency prior to the issuance of a local development order or permit. The determination that concurrency can be met shall occur after the submission of a satisfactorily sufficient application for development, within a specified timeframe to be established in the concurrency management system but prior to the final approval of a proposed development. All applicants for development orders or permits shall be required to provide all information deemed necessary by the City so that the impacts of the proposed development may be accurately assessed. Once the City has determined that a proposed development meets the requirements for concurrency, and has been issued a local development order or permit, the City shall not revoke that development order or permit because of a subsequent facility capacity deficiency, unless the proposed development would cause unhealthy or unsafe conditions, or unless the proposed development was issued a development order or permit under erroneous information supplied by the proposed developer, or unless the proposed developer fails to meet the conditions of approval of the development order or permit once construction has begun. In this latter situation, certificates of occupancy may also be denied.

The concurrency management system shall also establish a time limit by which construction must commence, and conditions for development to continue in good faith, in order to maintain the public facility capacity allocated to the approved development. Failure to commence construction within the designated timeframe, or failure to continue development in good faith, may result in the forfeiture of the public facility capacity allocated to the approved development.

The City of Clewiston shall annually determine the available capacity for public facilities for which the City has operational or maintenance responsibility, and for state and federal roads. Owners or operators of the public facilities not operated, maintained or owned by the City shall supply the City with available capacity information annually, or as otherwise reasonable depending on development activity that requires the use of such a facility.

Applicable Goal, Objective and Policy Statements

In addition to the basis for the City's Concurrency Management System as outlined in this section, individual objectives and policies throughout the City of Clewiston's Comprehensive Plan establish level of service standards and otherwise support and implement the concurrency doctrine.

Purpose

The purpose of a Concurrency Management System is to provide the necessary regulatory mechanism for evaluating development orders to ensure that the level of service standards adopted as part of the Comprehensive Plan are maintained. The system will consist of three primary components: an inventory of existing public facilities for which concurrency is to be determined, a concurrency assessment of each application for a final development order or permit, and a schedule of improvements needed to correct any existing public facility deficiencies. Under this system, and according to Florida State Legislature, no development orders may be issued which will cause a public facility to operate below its adopted level of service standard. However, development orders may be conditioned such that needed public facility improvements will be in place concurrent with the impacts of the proposed development.

In order to ensure that all public facilities included within this system are available concurrent with the impacts of development, concurrency will be determined during the final site plan or final subdivision plan approval process. All development orders and permits will specify any needed improvements and a schedule for their implementation. Thus, while some required improvements may not have to be completed until a certificate of occupancy is applied for, the requirements for the certificate of occupancy will have already been specified as a condition of

approval of the original development order. If a development proposal cannot meet the test for concurrency, then it may not proceed under any circumstances and no development orders or permits may be issued. Likewise, if a development fails to meet a condition of approval once it has commenced, then no additional development orders, permits, or Certificates of Occupancy may be issued.

Applicability

Prior to the granting of a development order, all applications for a final site plan or final subdivision plan shall be reviewed for concurrency consistent with the provisions and requirements of this system. Development orders may be issued only upon a finding by the City that the public facilities addressed under the Concurrency Management System will be available concurrent with the impacts of the development.

All applicants for development permits shall be required to provide all information deemed necessary by the City so that the impacts of the proposed development may be accurately assessed.

The City's land development regulations will specifically list the application requirements for development permits that reflect the informational needs for the determination of Concurrency, and application forms shall be developed accordingly.

Administrative Responsibility

The City's Building Official or his designee will be responsible for the four primary tasks required to implement the Concurrency Management System. The four tasks are:

1. Maintaining an inventory of existing public facilities and capacities or deficiencies;

2. Determining concurrency of proposed development which does not require City Commission approval;
3. Providing advisory concurrency assessments and recommending conditions of approval to the City Commission for those applications for development orders which require City Commission approval; and
4. Reporting the status of all public facilities covered under this system to the City.

Capacity and Level of Service Inventory

The Building Official will collect and make available to the public, information on certain facilities as described in Table X.I. The information shall be available to the public and updated on or about September 1 each year thereafter. The provisions and requirements of the Concurrency Management System shall apply only to those facilities listed in Table X.I.

Table X.1

**Public Facilities Capacities and Level of Service
Inventory for Concurrency Management**

The following data will be maintained by the Building Official and shall be used for the concurrency assessment of new development.

Sanitary Sewer

1. The design capacity of the wastewater treatment facilities.
2. The existing level of service measured by the average number of gallons per day per unit based on the average flows experienced at the treatment plant and the total number of equivalent residential units within the service area.
3. The adopted level of service standard for average daily flows per equivalent residential unit.
4. The existing deficiencies of the system.
5. The capacities reserved for approved but unbuilt development within the service area of the system.
6. The projected capacities or deficiencies due to approved but unbuilt development within the City or the service area of the system.
7. The improvements to be made to the facility in the current fiscal year by any approved developments pursuant to previous development orders and the impact of such improvements on the existing capacities or deficiencies.

Potable Water

1. The design capacity of the City's potable water supply.
2. The existing level of service measured by the average daily flow in gallons per unit based on the total number of equivalent residential units within the service area.
3. The adopted level of service standards for the potable water system.
4. The capacities reserved for approved but unbuilt development within the City.
5. The improvements to be made to the facility in the current fiscal year by an approved development pursuant to previously issued development orders and the impact of such improvements on the existing capacities or deficiencies.
6. The improvements to be made to the facility in the current fiscal year by the City and the impact of such improvements on the existing capacities or deficiencies.

Solid Waste Disposal

1. The design capacity of solid waste disposal facilities.
2. The existing level of service measured by the amount of solid waste collected and requiring disposal on a per capita basis.
3. The adopted level of service standard for solid waste.
4. The capacities required for approved but unbuilt development.
5. The projected remaining capacities or deficiencies due to approved but unbuilt development.
6. The improvements to be made to the system in the current fiscal year by any approved developments pursuant to previous development orders and the impact of such improvements on the existing capacities or deficiencies.
7. The improvements to be made to the system in the current fiscal year by the City and the impact of such improvements on the existing capacities or deficiencies.

Stormwater Drainage

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| <ol style="list-style-type: none">1. The existing level of service measured by storm event as determined by the City and the Clewiston Drainage District.2. The adopted level of service standard for storm drainage. |
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Source: Gee & Jenson Engineers Architects Planners, Inc

Concurrency Assessment

The Building Official will be responsible for determining concurrency for all applications of development orders for final site plans and/or final subdivision plans. When reviewing applications for such development orders, the Department shall perform a Concurrency assessment to ensure that public facilities are available concurrent with the impacts of the proposed development. To conduct the assessment, the inventory presented in Table X.1 shall be used as a base for the establishment of existing conditions. The capability of existing public facilities to service new development shall then be determined by using the general rules presented in Table X.2 and the facility specific rules presented in Table X.3. Finally, a determination of concurrency shall be made. Such determination may include conditions of approval which are deemed necessary for concurrency to be ensured.

The Building Official shall provide recommendations to the Planning and Zoning Board and City Commission concerning those development order applications which require Planning and Zoning Board and City Commission approvals, respectively. The comments and recommendations so provided shall include, but are not limited to:

1. The ability of existing facilities to accommodate the proposed development at the adopted level of service standards;
2. Any existing facility deficiencies that will need to be corrected prior to the completion of the proposed development;

3. The facility(ies) improvements or additions that will be needed to accommodate the impacts of the proposed development at the adopted level(s) of service standard(s);
4. The date such facility(ies) improvements or additions will need to be completed to be concurrent with the impacts on such facility(ies) created by the proposed development; and
5. A recommendation of approval or denial with any applicable conditions for the timing and location of needed improvements.

Prior to the issuance of a development order for a proposed new development, the City Commission and/or the Building Official shall:

1. Make a finding on the impacts created by the proposed development;
2. Make a finding as to whether the public facilities covered under the Concurrency Management System will be available concurrent with the impacts of new development at the adopted level;
3. Make a finding of those facility(ies) improvements or additions that are required to ensure the finding of concurrency; and
4. Make a finding of the entity responsible for the design and installation of all required facility improvements or additions.

The adopted level of service standards shall be the minimum acceptable standards with which all proposed new development shall comply. The Concurrency Management System shall not preclude the Planning and Zoning Board or the City Commission from imposing other conditions of approval including improvements and additions to the facilities covered under this system beyond the minimums necessary to achieve concurrency.

Facilities Reporting

On or about September 1 of each year, the Building Official shall report to the City Commission the information set forth-in Table X.I. The report shall also include the degree of any deficiencies and a summary of the impacts the deficiency(ies) will have on the approval of development orders (e.g., the creation of a moratorium) . The Building Official shall provide the City Manager with sufficient information for the City Manager to recommend to the City Commission a course of action which may include expenditures for public improvements, building moratorium, or other such actions.

Table X.2

General Rules for Concurrency Assessment

Existing Deficiencies

No development may be approved which will impact a facility which is currently deficient unless the facility is required to be improved in the current fiscal year pursuant to a previous development order or permit. Such improvements and any additional needed improvements shall be completed prior to the projected impacts of the proposed development as required by Table X.3.

Approved Impacts

The impacts of new development shall be assessed against the existing conditions as described in Table X.1 and the projected impacts from approved but unbuilt development. These two items together shall be considered the existing conditions for all public facilities for the impact assessment of all proposed development.

Phasing

Development that is proposed to be phased may also phase the improvement of facilities provided the concurrency requirements for each facility as described in Table X.3 are met for each phase.

Time Specific Approval

All development approvals shall have a time period specified in the development order or permit in which development must commence. The time period may involve two or more phases but the timing of each phase shall be specified in the development order or permit. If necessary, the development order or permit may prescribe a time schedule for the initiation of the various components of the development process such as land clearing, filling, foundation pouring, etc.

Any required improvements shall also require a time period for construction and completion. Should development or facilities improvements fail to begin or be completed in accordance with the development order or permit, all outstanding approvals of the development shall expire.

Amendments to time schedules shall be permitted but must be approved by the body granting the original approval.

Additional Information

The Building Official may require additional information from applicants or other City Departments in order for an accurate assessment to be conducted. Such additional informational requests shall be reasonable and be provided in writing to the applicant or appropriate Department.

Should the Building Official require a special study (such as traffic counts on a road that is not regularly monitored), the applicant shall provide such information. Review and approval of proposed development may be postponed for a reasonable time period in order that more information may be gathered on a facility. Proposed development may be denied approval, though, for failure of the applicant to provide adequate information on the projected impacts created by the development.

Source: Gee & Jenson Engineers Architects Planners, Inc

Table X.3

Facility Specific Rules for Concurrency Assessment

Sanitary Sewer

The City shall adopt Land Development Regulations which provide sanitary sewer use standards based on equivalent residential units. Commercial and industrial developments shall provide a description and estimate of wastewater generations for any commercial or industrial processes which create wastewater that will be discharged into the City's system.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place, as required by the Development Order.

Potable Water

The City shall adopt Land Development Regulations which provide potable water use standards based on equivalent residential units. Commercial and industrial developments shall provide a description and estimate of water use needs for any commercial or industrial processes involving potable water.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place, as required by the Development Order.

Solid Waste

The City shall adopt Land Development Regulations which provide a means of estimating tonnage of solid waste to be generated for which a development will be responsible for coordinating with the entity responsible for operating solid waste disposal facilities. The applicant/developer will then obtain written approval from the entity responsible for operating the solid waste disposal facilities indicating that the proposed development's waste generation can be accommodated at the facility. Such written approval shall be filed with the City.

Prior to the issuance of a Certificate of Occupancy, all facility improvements necessary to accommodate the impacts of that portion of the development receiving a Certificate of Occupancy shall be in place.

Stormwater Drainage

All development shall prepare a drainage plan based on the Stormwater Management regulations which incorporate the level of service design storm. Such plans shall be approved by the City's Engineer prior to the approval of the development.

Prior to the issuance of a building permit, all facility improvements necessary to accommodate the impacts of that portion of the development receiving the building permit shall be approved and a schedule established for their implementation such that all improvements shall be completed prior to the issuance of a Certificate of Occupancy.

Source: Gee & Jenson Engineers Architects Planners, Inc

XI. Reserved

City of Clewiston Comprehensive Plan

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XII. Consistency of the City of Clewiston Comprehensive Plan with the Southwest Florida Regional Comprehensive Policy Plan

The Southwest Florida Regional Planning Council last revised the Strategic Regional Policy Plan for Southwest Florida in 2010. That document sets forth the means for achieving State goals and also establishes regional goals and policies to guide the preparation and review of local comprehensive plans.

The City of Clewiston, being located a considerable distance from other urban areas, and having a relatively compact development pattern allows the City to fulfill many of the goals and policies of the Regional Comprehensive Policy Plan.

Clewiston contains much of the housing for workers employed in the areas agricultural industry. A wide range of economic groups are represented by these workers with a significant number in lower to middle income groups with a corresponding demand for housing in the lower cost ranges. The City has established many objectives and policies providing for rehabilitation, stabilization, and provision of affordable housing. The City has also joined the newly-created Hendry County Housing Authority and will thus facilitate a coordinated approach to meeting the area's needs for housing in the lower cost categories.

The land use goal of the Regional Comprehensive Plan will be achieved through implementation of several goals, objectives, and policies within the City's plan. Adequate lands have been provided within the City to meet future demand for residential development along with provisions that adequate potable water, wastewater, and drainage facilities be provided.

The Transportation Element of the City's Comprehensive Plan contains several objectives and policies directly related to the Regional Plan. Coordinated efforts with Hendry County and the FDOT in the establishment of transportation programs and traffic circulation is a key objective of the plan. The City will also assist with transportation improvements and services including review of design standards which impact traffic circulation and safety. An improvement program will be undertaken in conjunction with the requirement that acceptable levels of service be maintained as the impacts resulting from new development are experienced.

The City has committed to improving and expanding its sewage transportation and treatment facilities to provide service to areas of the City presently utilizing septic tanks, as well as upgrading the existing system.

Policies protecting native upland communities have been adopted. Preserving and reestablishment of native habitats along with elimination of prohibited plant species are elements of the Plan.

City of Clewiston Comprehensive Plan

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Consistency of the City of Clewiston Comprehensive Plan with Southwest Florida Regional Comprehensive Policy Plan

Adopted: March 18, 1991

Amended: July 20, 2015

Recreation opportunities are one of the City's strongest attributes in enhancing the livability of the City and the health of its citizens. Standards for public recreation facilities have been established and a commitment to maintain these levels of service standards has been made. Coordination and sharing of recreation facilities with Hendry County, surrounding local governments, and private interests, are also ensured through policies of the Plan.

The Clewiston Comprehensive Plan establishes goals, objectives, and policies which will assure that essential public services are provided within the City.

Taken "as a whole" rather than on a goal by goal or policy by policy basis, this aggregation of goals and policies has been determined by the City to provide consistency of the City's Comprehensive Plan with the goals and policies of the Regional Comprehensive Policy Plan.

Consistency of the City of Clewiston Comprehensive Plan with Southwest Florida Regional Comprehensive Policy Plan

Adopted: March 18, 1991

Amended: July 20, 2015

XIII. Public Participation in the City Planning Process

The City of Clewiston shall make every reasonable effort to inform the citizenry of the City as well as other units of local government and organizations as set forth in various objectives and policies of this Comprehensive Plan, regarding the proposed preparation of a revised Comprehensive Plan or amendments thereto. All citizens and real property owners within the City shall be encouraged to become involved in and fully informed of the City's planning program. They will be afforded opportunities to attend public meetings, make verbal and written comments, and view/ review, in a timely manner, summary reports and supporting graphic material.

The Clewiston Planning and Zoning Board shall have the responsibility to arrange specific schedules for public participation activities related to comprehensive plan preparation and amendments in accordance with the provisions of the Comprehensive Plan and all applicable Florida Statutes and requirements of the State Land Planning Agency.

The City's public participation program has been established by adoption of an appropriate resolution and is summarized as follows:

1. At least one copy of the most recently adopted Comprehensive Plan with adopted amendments shall be available for public perusal at all times in the Clewiston City Hall and at least one copy shall be maintained at all times in the public library as a reference document.
2. Public advertisements in accordance with applicable State of Florida Statutes shall be published within the City newspaper of general circulation and shall indicate the nature, location, date and time of public hearings and

workshops associated with preparation and adoption of the Comprehensive Plan or any amendment thereto.

3. Copies of public notices, agendas and descriptive information concerning a proposed Comprehensive Plan or amendment thereto shall be available for public review in a public area of City Hall.

4. Periodic workshops shall be conducted during the period when a Comprehensive Plan or substantial amendment thereto is in preparation or review. Such workshops shall be held by both the Planning and Zoning Board and the City Commission as a means of securing the views and comments of the citizenry prior to taking action on the matter under consideration.

5. Ample opportunity shall be provided to all parties attending public hearings and workshops to express their views on any and all aspects of the matter or matters under consideration. The public shall be invited and provided ample advance notice to express their views in writing and such written statements shall be made a part of the record of proceedings.

City of Clewiston Comprehensive Plan

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Public Participation in the City Planning Process

Adopted: March 18, 1991

Amended: July 20, 2015

6. Consideration of and responses to public comments which are relevant to the matter or matters under consideration in any public hearing shall be considered a proper responsibility of both the Planning and Zoning Board and City Commission before approval of motions to recommend or adopt a Comprehensive Plan or amendments thereto. The agendas for public hearings and workshops shall include time periods for "Public Comment" and "Response to Public Comments".

7. During the extended time period often necessitated for the preparation of a Comprehensive Plan or major amendment thereto, the Planning and Zoning Board and City Commission shall publish periodic progress reports and encourage

dissemination of relevant information by the media, including projected schedules of future consideration of those bodies.

8. For the purposes of assuring that all required public hearings have been held, the Planning and Zoning Board Chairman shall ascertain that all required public hearings have been held prior to the Board making its recommendation to the City Commission concerning adoption of a Comprehensive Plan or amendment thereof.

City of Clewiston Comprehensive Plan

XIII-2

Public Participation in the City Planning Process

Adopted: March 18, 1991

Amended: July 20, 2015

XIV. Economic Element

Introduction

Economic development has been characterized as a toolbox to be used to improve a community's *quality of life*. Economic development is not the goal—a better quality of life is the goal. Most people would agree that one of the main goals of government is to enhance the citizens' quality of life. In fact, our Declaration of Independence cites our unalienable rights of *Life* (health, safety, and welfare), *Liberty* (freedom of choice), and the *Pursuit of Happiness* (quality of life). So, community economic development strives to provide a better quality of life by increasing its citizens' per capita disposable income.

An analogy has been drawn with the classic comedy film *Waking Ed Devine*, where a small Scottish town scams the national lottery and distributes the winnings evenly to every household in town. Although just an entertaining story, in reality, the bottom line of any economic development program should resemble that outcome. Quality of life will improve by increasing per capita disposable income, by whatever choices available in a particular region.

A community must recognize that it does not exist in complete self-sufficient economic isolation, but rather, that it is part of a larger economic region. Economic forces are not confined to a single area, but extend across city and county boundaries. For example, a worker may be employed in one city or county (*place of work*) and live in an adjacent jurisdiction (*place of residence*). It is now commonly understood that economic productivity in one community place of work is reduced if these workers spend their income in a separate community.

Similarly, local economic productivity is increased by the proportion of money inserted into the local economy by the sale of goods and services to outside communities. Thus, the level and nature of economic activity in a community are conditioned not only by its internal policies and socioeconomic characteristics, but also by such policies and characteristics in the surrounding commuter shed and market area.

Traditionally, economic development has worked to increase per capita disposable income by three basic methods:

- 1) Attract those private and public activities that import and circulate money in the local economy by exporting goods and services to the regional market area and beyond;
- 2) Attract private capital investment to broaden the tax base for cost-effective public services; and
- 3) Attract private and public activities that create full-time permanent jobs for local residents that pay better than average local wages. Of course, this last method also requires an adequately trained and available local labor force.

This Economic Element will help implement these three basic methods by providing a framework for detailed action programs. There are no binding standards to assess compliance of any Economic Element of a Comprehensive Plan with state planning laws.

However, to be “internally consistent” as required under Florida law, an Economic Element must not conflict with other Comprehensive Plan Elements. Further, the most effective Comprehensive Plan would contain mutually reinforcing Elements including: Economic Development, Future Land Use; Traffic Circulation; Housing; Sanitary Sewer, Solid Waste, Drainage, and Potable Water; and Capital Improvements.

The first section of this Element summarizes current socioeconomic conditions in Clewiston and its economic region, and analyzes strengths, weaknesses, opportunities and threats (SWOT) to be considered in charting its future in the regional economy. The remaining section then suggests economic development goals, objectives, and policies designed to achieve preferred development. These provide a framework for selecting options and detailing future economic development action programs.

Current Conditions

These next sections summarize the most recent available socioeconomic data that accurately defines how Clewiston is economically linked to the surrounding market area. The data highlights the similarities and differences between the City and its surroundings, so that potential future opportunities and constraints may be identified.

Regional Geography

Figure XIV-1 on page 4 illustrates several aspects of the Clewiston economic region:

1. Clewiston lies at the center of the very diverse Hendry, Glades, and Palm Beach Counties market area and commuter shed consistent with the findings of the 2002 *Labor Force Availability Study* sponsored by the Hendry County Economic Development Council.
2. Clewiston serves as the Hendry County gateway and connecting link of the six-county Heartland Economic Region to the more densely populated coastal area of the Southeast Economic Region.
3. Clewiston lies at the midpoint of State of Florida Strategic Intermodal System (SIS) highway, rail, and waterway 'Corridors' connecting SIS airport, seaport, and passenger terminal 'Hubs'.

An informal survey of Clewiston business persons indicates that more employees, customers, college students, and shoppers are oriented to Palm Beach County and the Atlantic coast, than to Lee County and the Gulf coast.

Clewiston geography of climate, topography, and natural resources have already been inventoried in related City and County Comprehensive Plan Elements and Evaluation and

Appraisal Reports (EARs). The most significant difference between the City and the eastern coastal edge of the economic region is that the City lacks saltwater natural resources such as beaches, but can capitalize on the unique presence of the huge freshwater Lake Okeechobee and Waterway.

FIGURE XIV - 1



Regional Population Characteristics

Slow growing population trends without aggressive economic development may cause serious financial dilemmas. If population growth and the resulting tax revenue growth is less than the increase in costs, tax rates may rise or public services may be cut. However, the actual trends in Clewiston may be more accurately seen in Table XIV.1 which compares annualized population growth in the Hendry/Glades portion of the Heartland Economic Region with the Palm Beach portion of the Southeast Economic Region, and with the State of Florida, from 1980 to 1990, 1990 to 2000, and 2000 to 2002.

Table XIV.1					
Historic Population Changes in the Clewiston Market Area					
	1980	1990	Annual %	2000	Annual %
Clewiston	4,871	5,776('88)	2.8%	6,460	1.0%
Remaining Hendry	13,728	19,997	4.6%	29,750	4.9%
Glades	5992	7,591	2.7%	10,576	3.9%
H/G	26,571	33,364	3.6%	46,786	4.0%
Palm Beach	576,758	863,503	5.0%	1,131,191	3.1%
State of Florida	9,746,961	12,938,071	3.3%	15,982,400	2.4%

Source: U.S. Census/Bureau of Economic and Business Research, University of Florida, 2003

From 1980 to 1990, Clewiston grew at a slower annual rate (2.8%) than Hendry/Glades (3.6%), Palm Beach County (5.0%), and the State of Florida (3.3%). However, from 1990 to 2000, the interior/coastal difference reversed. With the Clewiston annual growth slowing to 1%, the Hendry/Glades rate still accelerated to 4%, while Palm Beach County slowed to 3.1%, and the State slowed to 2.4%.

Table XIV.2 indicates that the Bureau of Economic and Business Research (BEBR) most likely “Medium” long-term population growth rate of Hendry/Glades (1.3%) dips below Palm Beach County (1.4%), with Florida at (1.2%). However, the draft Hendry County Comprehensive Plan Economic Development Element opines that “it does not appear unreasonable to use the “High” level projections”. This would add an additional 10% in 2010, 21% in 2020, and 33% in 2030 to the Hendry County population growth, but more likely adjacent to the fast-growing Lee County market than to Clewiston.

Table XIV.2						
Projected Medium Rate Population Growth (rounded to hundreds)						
	2010	Annual %	2020	Annual %	2030	Annual %
Hendry	43.1	1.9%	50.7	1.8%	57.8	1.4%
Glades	12.2	1.5%	13.8	1.3%	15.2	1.0%
H/G	55.3	1.8%	64.5	1.7%	73.0	1.3%
Palm Beach	1,378.3	2.2%	1,619.9	1.8%	1,845.3	1.4%
State of Florida	18,978.4	1.9 %	21,807.1	1.5%	24,428.3	1.2%

Source: Bureau of Economic and Business Research, University of Florida, 2003

Regional Demographics and Labor Force

Changes in regional age distribution noted in Table XIV.3 and Table XIV.4 indicate emerging economic issues and challenges to be dealt with by the City of Clewiston.

Table XIV. 3						
2002 Age Group Distribution (rounded to hundreds)						
	<18	%	18/64	%	65+	%
Hendry	10.8	30%	22.3	60%	3.7	10%
Glades	2.3	21%	6.3	59%	2.0	20%
H/G	13.1	28%	28.6	60%	5.7	12%
Palm Beach	248.2	21%	665.7	56%	289.3	23%
State of Florida	3,750.3	22%	9,989.7	60%	2,934.6	18%

Source: Bureau of Economic and Business Research, University of Florida, 2003

Table XIV.4												
Projected Most Likely Change of Age Group Distribution (rounded to hundreds)												
	2010						2025					
	<18	%	18-64	%	65+	%	<18	%	18-64	%	65+	%
Hendry	12.9	30%	25.5	59%	4.7	11%	16.9	31%	29.3	54%	8.1	15%
Glades	2.2	18%	7.4	61%	2.6	21%	2.4	17%	8.0	55%	4.0	28%
H/G	15.1	27%	32.9	60%	7.3	13%	19.3	28%	37.3	54%	12.1	18%
Palm Beach	271.0	20%	796.3	58%	311.0	22%	320.0	18%	887.6	51%	530.0	31%
Florida	4,023.5	21%	11,464.6	61%	3,490.3	18%	4,663.1	20%	12,608.9	54%	5,965.7	26%

Source: Bureau of Economic and Business Research, University of Florida, 2003

From 2002 to 2025, the proportion of school age population (under 18) will likely remain fairly constant at 28% in Hendry/Glades. The proportion in this group will decline slightly statewide from 22% to 20%, and in Palm Beach County from 21% to 18%. This means that the Hendry/Glades children/youth programs and school districts may not experience any relief in costs. Recent studies document that southwest Florida interior counties and school districts generally levy higher millage rates than their coastal neighbors.

At the top end, the population over 65 years of age also represents a segment that also for the most part, is not active in the provision of goods and services. But this segment does play a significant role in the regional economy as consumers, and is growing everywhere. In Hendry/Glades this potential market will grow from 12% to 18%, in Palm Beach from 23% to 31%, and in Florida from 18% to 26%. The major sectors supported by retiree spending are the services, retail and financial sectors. Typically, this age group has higher than average discretionary income, since homes tend to be paid for, and this group already possesses a stock of durable goods. Thus, retirees tend to have unique purchasing behaviors characterized by entertainment and leisure, health care, and non-durable retail expenditures, all supporting the service and retail trade sectors. Whatever happens with national retirement trends, these residents will comprise an increasingly important segment of the economy.

The remaining 18 through 64 age group represents the pool from which will come the potential labor force (in 2000, 64% of the Hendry age group and 56% of the Glades age group) to provide goods and services in the regional economy. Here again, the trends are similar in every area. The proportion of working age population remained fairly constant until 2010, but can then be expected to decline by 2025; 60% to 54% in Hendry/Glades, 58% to 51% in Palm Beach, and from 61% to 54% in Florida.

Regional Income

Table XIV.5 summarizes findings of the 2002 Economic Development Research Group (EDRG) report; *Southwest Florida Targeted Industry Study* sponsored by the

Southwest Florida Regional Planning Council (SWFRPC), which compared 1990 – 1999 income growth of Hendry/Glades with the four remaining Heartland Economic Region counties (Desoto, Highlands, Hardee, and Okeechobee, Palm Beach was not included in

this study, see Fig XIV-1), with three Panhandle area counties, (Liberty, Franklin, and Gadsden) and with the State of Florida:

Table XIV.5				
Income Growth in Hendry/Glades and Comparison Areas				
	Per Capita Income '99	% Growth 1990 – '99	Median Income '97	%Growth 1990 – '97
Hendry	\$24,858	147.7%	\$28,352	13.7%
Glades	\$18,905	76.4%	\$26,336	27.3%
R. Heartland	\$22,776	94.1%	\$25,908	21.8%
Panhandle	\$18,795	106.5%	\$24,978	27.0%
Florida	\$27,781	39.0%	\$32,877	19.6%

Source: EDRG/SW Florida Regional Planning Council, 2002

Despite significant individual variations, the average Hendry/Glades per capita income and growth rate would be generally similar to that of the four remaining Heartland Counties, and slightly exceed that of the Panhandle Counties. In 1997, median household income for Hendry/Glades significantly exceeded that of both comparison areas. The State of Florida average incomes exceeded both measures in Hendry/Glades, but grew more slowly except for Hendry median income.

Aggregate Employment Distribution

The same 2002 EDRG/SWFRPC study identified the latest aggregate-level employment data which includes Farm sector employment in the *Agricultural Services Sector*. This data demonstrates the employment mix for the Clewiston market area/ commuter shed of

Hendry, Glades, and northwest Palm Beach Counties (H/G+), as compared with characteristics of the same Comparison Areas as indicated in Table XIV.6.

Table XIV.6				
Aggregate Distribution of Employment, Year 1999				
Industry	H/G+	R. Heartland	Panhandle	Florida
Ag. Serv./Farming	38%	33%	7%	3%
Construction	3%	5%	8%	6%
Manufacturing	7%	4%	21%	8%
Wholesale Trade	9%	3%	6%	6%
Retail Trade	22%	22%	26%	23%
F.I.R.E.	5%	3%	4%	8%
Services	13%	26%	22%	40%
Transportation	3%	3%	4%	6%

+ Inclusion of Immokalee area data provides a rough approximation of presently unavailable NW Palm Beach data. Source: Florida County Perspectives, Bureau of Economic and Business Research, University of Florida, 2000

Comparing Clewiston market area (H/G+) aggregate employment distribution to the Remaining Heartland Economic Region in Table XIV.6, *Construction* is a bit lower, *Manufacturing* and *Wholesale Trade* are significantly higher, and *Finance Insurance Real Estate (F.I.R.E.)* a bit higher. *Services* are significantly lower compared with all other areas. Both share a concentration of employment in the combined *Agricultural Services and Farming* sector that is much higher than in the Panhandle Comparison area or in Florida. The Panhandle Comparison Area has a much higher percentage than all the areas examined, of employment in *Manufacturing*, which tends to have better paying jobs.

Table XIV.7				
Manufacturing Employment, Year 2000				
Area	Total PNF Employed	Total Mfg. Employed	% of PNF in Mfg. Ind.	# of Mfg. Industries Represented
H/G+	18,427	1,255	10%	12
R. Heartland	44,038	1,974	4.5%	18
Panhandle	15,190	2,458	16.2%	16

+ Inclusion of Immokalee area data provides a rough approximation of presently unavailable NW Palm Beach data. Source: Dun & Bradstreet, DMS data 2000

Table XIV.7 indicates that although manufacturing employment in the Clewiston market area (H/G+) represents 10% of total private, non-farm (PNF) employment (compared to 16% in the Panhandle Comparison Area), the Clewiston market area manufacturing activity is less diversified in number than in either the Remaining Heartland or Panhandle Comparison Areas.

As previously indicated in Table XIV.6, the Panhandle Comparison area is quite concentrated in *Manufacturing*, and as Table XIV.7 portrays, with roughly the same number of total employed as the Clewiston market area, has about twice as many jobs in manufacturing.

A single activity, *Food Products Manufacturing*, is responsible for over 80% of total manufacturing employment in the Clewiston market area, as revealed in Table XIV.8. While in the Comparison Areas, several types of manufacturing share dominance as employers.

Table XIV.8

Top Three Manufacturing Employers in Clewiston and Comparison Market Areas			
(% of total manufacturing employment)			
Area	Top Manufacturing	2 nd Manufacturing	3 rd Manufacturing
Clst (H/G+)	Food Products (82%)	Machinery & Cmptr. Equipment (5%)	Stone, Clay & Glass (4%)
R. Heartland	Printing & Publish. (16%)	Rubber & Plastic Products (11%)	Machinery & Computer Equipment (11%)
Panhandle	Printing & Publish (30%)	Fabricated Metals (16%)	Lumber & Wood Products (15%)

+ Inclusion of Immokalee area data provides a rough approximation of presently unavailable NW Palm Beach data. Source: Dun & Bradstreet, DMS data 2000

Interestingly, *Machinery & Computer Equipment Manufacturing* shows up in the top three manufacturing employers in both the Clewiston and the Remaining Heartland market areas. Both these areas also have a high concentration of employment in *Agricultural Services and Farming* (Table XIV.6). A closer look the Dun and

Bradstreet business-level data for these areas shows that most of the manufacturing activity in the *Machinery & Computer Equipment Mfg.* sector is linked to *Farm* sector requirements.

Table XIV.9 indicates the major employers in the City of Clewiston along with the estimated number of full-time and part-time employees.

Table XIV.9
Current Major Employers in the City of Clewiston

<u>Business</u>	<u>Estimated # of Full/Part-Time Employees</u>
U.S. Sugar Corporation	2,000
Wal-Mart	300
Hendry County School Board	250
Hendry Regional Medical Center	150
City of Clewiston	125
Southern Gardens Citrus	125

Source: Clewiston Chamber of Commerce

Growth Industries

The EDRG study found that employment in the Clewiston market area increased overall by 32% from 1989 to 1999. Industry employment on the Remaining Heartland Economic Region showed an overall growth of 27%, while employment declined by 3% in the Panhandle Comparison Area. See Tables XIV.10 and XIV.11 for percent change by industry.

Table XIV.10	
Employment Changes by Industry in the Heartland Economic Region, 1989-1999	
Clewiston Market Area (H/G+)	Remaining Heartland
Wholesale Trade (+104%)	Agriculture/Farming (+65%)
Services (+69%)	Services (+59%)
Retail Trade (+43%)	Transportation (+27%)
Ag Services/Farming (+37%)	Mining (+17%)

Transportation (+24%)	Wholesale Trade (+7%)
Manufacturing (+21%)	Retail Trade (+2%)
-	
Construction (-16%)	Construction (-13%)
F.I.R.E. (-44%)	F.I.R.E. (-16%)
Mining (-59%)	Manufacturing (-28%)

+ Inclusion of Immokalee area data provides a rough approximation of presently unavailable NW Palm Beach data.

Source: BEBR current and historical data from 2000 Florida County Perspectives and CBP data.

Table XIV.11	
Employment Changes by Industry in the Panhandle Area and Florida, 1989-1999	
Panhandle	Florida
Wholesale Trade (+97%)	Services (+70%)
Services (+17%)	Transportation (+33%)
Transportation (+5%)	Wholesale Trade (+27%)
F.I.R.E. (+3%)	F.I.R.E. (+22%)
-	Retail Trade (+19%)
Manufacturing (-2%)	Construction (+8%)
	Agriculture/Farming (+5%)
Retail Trade (-3%)	
Construction (-13%)	-

Mining (-26%)	Manufacturing (-9%)
Agriculture/Farming (-49%)	Mining (-41%)

Source: BEBR current and historical data from 2000 Florida County Perspectives and CBP data.

- Hendry County employment grew the fastest (by nearly 40%) while Glades County employment grew the slowest (13%).
- The fastest growing sectors of the Clewiston market area economy are *Wholesale Trade, Services, Retail Trade, Agricultural Services, Farming, and Transportation*.
- From 1989 to 1999, *Wholesale and Retail Trade* in the Clewiston market area experienced higher percentage growth than the two comparison areas or the State.
- The fastest growing industry in the Clewiston market area is *Wholesale Trade*, which increased by 753 jobs (104%) from 1989 to 1999, and grew fastest in Hendry County.
- In the same period, *Retail Trade* increased by 1,029 jobs (42.6%) and *Services* grew by 839 jobs (69%), showing positive growth in the Clewiston market area.
- The *Manufacturing* sector increased by 193 jobs (23% in Clewiston market area), despite loss of manufacturing jobs in Glades County, thus *Manufacturing* growth has been concentrated in Hendry County.
- *Transportation* employment increased by 104 jobs (24%) in the Clewiston market area. Again, despite losses in Glades County, *Transportation* employment grew predominantly in Hendry County.
- Employment in Finance, Investment, and Real Estate (F.I.R.E.) and Mining decreased in the Clewiston and the two Comparison market areas.

- *Construction* employment decreased in both Hendry and Glades Counties.
- *Agricultural Services and Farming* employment (combined) increased by at least 1,529 jobs (37%) in just Hendry and Glades Counties.

Farm Sector

Agricultural activity is a significant part of the southwest Florida economy. This fact is becoming more pronounced as a cold weather trend in the northern and central portions of the state has caused citrus farm operations to reestablish groves, starting in the late 1980s, in the warmer areas of the state where ample acreage has been available and affordable.

With farm-based economies come issues concerning uncertainty (both in production and markets), seasonal employment, migrant communities, competing land use pressures, upside potential on value-added farm production and income generation. Farm-based economies often require local businesses that provide support services (*Agricultural Services*) and may also be linked, or have potential to link, to local food processing, manufacturing, and transport activities.

In the 1997 Census of Agriculture, Hendry County had 403 farms that accounted for 82% of the County land area. Foreign-owned acreage represents 1.5% of total farm acreage. The average farm size comprises 1,500 acres and is the second largest when compared to all counties in the Economic Development Research Group (EDRG) study. Farms in Hendry County earn 95% of their revenue from crops (predominantly sugarcane, citrus groves, and vegetables) and the remainder from livestock. The average market value of farm sales in 1997 was \$803,000, up by 14% since 1992.

Glades County had 188 farms according to the 1997 Census of Agriculture, accounting for 76.8% of the County land area. Foreign-owned acreage comprises 15% of the total farm acreage. The average farm size comprises 2,023 acres and is the largest when compared to elsewhere in the EDGR study and the state average of 300 acres. Consistent with state

averages, farms in Glades County earn 80% of their revenues from crops (predominantly sugarcane, orchards, and hay-alfalfa) and the remainder from livestock. The average market value of farm sales in 1997 was \$311,000, up by 13% since 1992.

Palm Beach County ranks first in the State in the amount of agricultural cropland acreage and farm income cash receipts from agricultural products. In 1994, farm income for Palm Beach County was just under \$1.2 billion.

Government Sector

The state and local government sector in the Clewiston market area (H/G+) accounts for approximately 17% of the aggregate region total employment as Table XIV.12 demonstrates. This is roughly equivalent to the state and local government employment in the Remaining Heartland Economic Region, which accounts for 18.7% of the total employment.

Table XIV.12			
The Role of State and Local Government as Employer			
Area	State and Local Govt. Employment	Total Employment (incl. Farm & Govt.)	Concentration of Govt. Employment
Clewiston (H/G+)	3,205	18,427	17.39%
R. Heartland	9,759	52,222	18.69%
Panhandle Comp.	6,523	18,942	34.44%

+ Inclusion of Immokalee area data provides a rough approximation of presently unavailable NW Palm Beach data.

Source: Florida County Profiles, 1999 from Enterprise Florida, and Year 2000 Dun & Bradstreet

Labor Force Characteristics

A look at the market area labor force is required for any assessment of the performance of the local economy and future needs. Table XIV.13 compares high school skills for job readiness with state-wide rates. The labor force in the Clewiston market area has a lower proportion of high school graduates with the Heartland portion having higher dropout rates. Clewiston market area scores on the Florida Comprehensive Assessment Test (FCAT) were all lower than those overall rates for the State of Florida. Prospective new businesses want not only the promise of a 'low cost-of-doing businesses, but also access to a deep and amply skilled labor force as well.

Table XIV.13				
Clewiston Market Area High School Skill Job Readiness, 2002-03				
Area	'02 4-Year Grad. Rate	'02 Dropout Rate	'03 FCAT Reading Passing Rate	'03 FCAT Math Passing Rate
Hendry	52.1%	4.9%	39%	59%
Glades	54.7%	7.2%	56%	67%
Palm Beach	66.9%	2.6%	53%	70%
Florida	67.9%	3.2%	58%	73%

Source: Bureau of Economic and Business Research, University of Florida, 2003

For example, City officials note that Wal-Mart did not locate their new 800,000 sq. ft. regional distribution center in the Clewiston commuter shed because not only were there an insufficient number of persons in the labor force, but equally important, there was not enough sufficiently educated labor force or the training capabilities to provide enough workers.

Lack of a sufficiently educated labor force is not unique to the Clewiston commuter shed. On the contrary, this is a growing problem throughout the United States because of two great changes that started in the late 1970s. Noted economist and former Secretary of Labor Robert Reich notes succinctly:

“The emergence of new technologies like computers, and the knitting together of all the world’s economies have been boons to well-educated professionals and executives whose problem-solving abilities are in even greater demand. But these same trends have created disasters for poorly educated factory workers, who can now be easily replaced. The whole economy has been transformed from high-*volume* production (based on repetitive tasks) to high-*value* production (based on thought and knowledge). Only those with the right skills are flourishing.”

These great changes in the world economy have made some workers more valuable and secure than ever, while pushing others—even those with skills that were until recently regarded as highly valuable—to the margins. A recent *Business Week* report notes new research by economists at MIT and Harvard which conclude that the key factor is whether a job can be “routinized,” or broken down into repeatable steps that vary little from day to day. Such a job is easier to replace with clever software or to hand over to a lower-paid worker outside the U.S. By comparison, the jobs that will pay well in the future will be those that are hard to reduce to a recipe.

These attractive jobs—from factory floor management, sales, teaching, and the professions—require flexibility, creativity, and lifelong learning. They generally also require subtle and frequent interactions with other people, often face to face. The report concludes that the good news is that a substantial majority of the jobs in the U.S. economy are non-routine. Without question, an effective economic development program

must include labor force training and retraining programs for prospective occupations in central Florida that require flexibility, creativity, and people skills. The objective is to raise permanent family incomes and average wages in the Clewiston market area.

Table XIV.14 indicates that across all private-sector industries, the labor force in Hendry and Glades counties have comparable average wages that are low in comparison to Florida, except for farming/agriculture in Glades, and much lower than the wages in Palm Beach County, except for wholesale trade in Glades.

Table XIV.14				
Average Wages by Industry and County, 1998				
Industry	Hendry	Glades	Palm Beach	Florida
Farming/Agriculture	\$17,470	\$23,897	\$31,834	\$18,066
Construction	\$25,263	\$22,954	\$31,019	\$29,943
Manufacturing	\$46,640*	n/d	\$50,698	\$36,232
Transportation/Utilities	\$27,482	\$34,320**	\$38,982	\$37,106
Wholesale Trade	\$32,157	\$46,850*	\$42,641	\$41,000
Retail Trade	\$14,523	\$11,231	\$18,345	\$17,836
Finance, Ins.& R.E.	\$21,680	\$17,365	\$52,982	\$40,601
Services	\$18,161	\$13,427	\$30,398	\$27,980
Private Industry Avg.	\$21,931	\$21,230	\$31,834	\$28,510
State & Local Govt.	\$26,513	\$22,874	\$34,152	\$32,313

*Estimate from 1998 Wage & Salary in Florida County Perspectives

**Estimate from 1997 Wage & Salary in Florida County Perspectives

Source: IMPLAN zip-code data for 1998

The better paying private industries in the Heartland Region area are *Wholesale Trade* and *Transportation/Utilities* which is likely due to trucking services. However, *Manufacturing, Finance, Insurance, & Real Estate* are also among the higher-paying sectors in Palm Beach County. State and local government sector plays a significant role, both in terms of number employed and an average pay scale that exceeds average private sector wages throughout the Clewiston market area.

Price Level Index in the Clewiston Market Area

Table XIV.15 indicates how the cost of living varies in the Clewiston market area. The two Heartland Region counties rank lower than the state average in every category except for *Food* in Glades County, which is higher. Conversely, *Food* is the only category in Palm Beach County which ranks lower than the state average.

Table XIV.15							
Price Level Index in the Clewiston Market Area, 2002							
(population-weighted state average = 100)							
County	Index	State Rank	Food	Health	Housing	Other	Transportation
Hendry	97.16	12	98.24	94.98	95.73	98.49	98.58
Glades	95.83	17	100.30	94.44	92.14	96.84	98.63
Palm Beach	106.95	4	99.72	102.39	112.92	106.69	103.69

Source: Bureau of Economic and Business Research, University of Florida, 2003

Labor Force Housing in the Clewiston Market Area

The condition of existing housing stock, demand, and growth in the Clewiston market area has been described in related documents. These include the Housing Elements of this Clewiston Comprehensive Plan and Evaluation and Appraisal Report, the Hendry County Comprehensive Plan and Economic Development Strategic Plan, the Glades County Enterprise Zone Strategic Plan, and the Palm Beach portion of Affordable Housing in the Treasure Coast Strategic Regional Policy Plan. Those findings most relevant to labor force housing for economic development are summarized in Table XIV.16.

Table XIV.16							
1990-1996 Estimated Housing by Type and Total Housing Demand							
	Single Family	Multi- Family	Mobile Home*	Total	Housing Demand 2000 2005 2010		
Clewiston	1,406	578	468	2,454	6,575	6,869	7,200
Total Hendry	5,615	833	6,074	12,522	17,066	19,168	19,986

*Household estimates based on 1990 Census and updated with Building Department records.

Source: Shimberg Center for Affordable Housing, at the University of Florida, 1997

By the late 1980s, 690.7 acres of land in Clewiston or 23.6% of the City land area were developed for residential use. There were 332 spaces in mobile home parks and one group home. The Housing Element declared the private sector to be the only supplier of housing in Clewiston, and the Element found that low- and very low-income persons will continue to have difficulties finding affordable housing.

Clewiston has not kept pace with the housing growth rate in Hendry County. Table XIV.16 indicates that by 1996, Hendry County had 12,522 housing units. Of these units, over 50%

were mobile homes. This percent has increased dramatically since 1970 when only 16.6% of the housing stock was mobile homes. Over the ten-year period between 1980 and 1990, housing construction added 4,744 housing units to the unincorporated area of the County. Of these units, 74% (2,802) were mobile homes, 25% (960) were traditional single-family homes, and less than 1% were multi-family units.

Future Hendry County housing projections provided by the Shimberg Center indicate that by 2010, there will be drastic shortages of renter-occupied affordable housing units in the \$7,471 to \$12,452 median household income range and also shortages of renter-occupied and owner-occupied housing in the \$50,000 and up median household income bracket. City and Chamber of Commerce officials report they regularly receive inquiries from Palm Beach County coastal area residents looking for alternative residential relocation opportunities in the immediate Clewiston area. They conclude that a market presently exists for upscale and retirement single family housing at an absorption rate of 50 units per year.

In Glades County, the 1995 Shimberg Center Affordable Housing Needs Assessment indicates that the highest percentage of owner-occupied households in the lower income levels paying more than 30% of their income for monthly housing costs was 29.4% for incomes of less than \$10,000, and 25.8% for incomes between \$10,000 and \$19,000. The overall housing demand in the County by 2010 is 8,505 units; of which 4,731 are for owner-occupied units; 1,669 for renter-occupied units; and 1,649 for farmworker or rural seasonal units. The Assessment indicates that the County has a deficit of only 91 affordable housing units. However, a sizeable number of the housing units appear to be in substandard condition. According to the latest U.S. Census, about 9% of the total number of housing units is classified as substandard, and 3.8% lacks either plumbing or kitchen facilities.

Palm Beach County is a study in contrasts. In 1994, only 24.3% of the total 65,437 migrant residents lived in HRS permitted facilities. In 1990 the median value of housing units was \$98,400 with 57% owner-occupied, 22% renter-occupied, 11% seasonal, 5.7% mobile homes and the remainder unclassified. Only 39.5% of the County housing units were single-family detached.

From these various sources at least two consistent economic development housing issues emerge for the Clewiston market area. Not only will the area lack enough suitable housing for the lower income segment of the labor force, it may also lack suitable housing for the higher than local average income employees that an effective economic development program would hope to attract. They could be forced to commute from outside the Clewiston market area, where they would spend a sizable portion of their disposable income. In fact, the Executive Director of the Clewiston Chamber of Commerce recently noted that due to the lack of available housing, new upper management employees of U.S. Sugar do not live in or near the City.

Labor Force Availability

The draft Hendry County Comprehensive Plan Economic Element cites an August, 2002 *Labor Force Availability Study* conducted by Schulman, Ronca & Bucuvalas, Inc. under the auspices of the Hendry County Economic Development Council and the Hendry County Board of County Commissioners. Major findings of the study are:

- There are 10,057 working households in the County.
- The average working household includes 2.2 workers.
- Thirty percent of the workers who responded in the study group would definitely/probably take a job in Hendry County that paid an hourly wage similar to what they currently earn; 65% said the opposite.
- Eighty seven percent of Hendry County workers are employed; 9% part-time.
- Forty-one-point two percent work in agriculture; 18.7% work in government. □ The median age for working adults is 29.5.

*Respondents were from Fort Myers, East Fort Myers, Buckingham, Alva, LaBelle, Felda, Bunker Hill, Immokalee, Harlem, Clewiston, Big Cypress, and Belle Glade.

Clewiston Space for Business and Employment Expansion

The latest (1997) Clewiston Comprehensive Planning Evaluation and Appraisal Report (EAR) does not appear to emphasize business and employment expansion. Aside from noting an amendment to accommodate a Walmart store (which are criticized for not circulating much money in a local economy) the EAR does not quantify the amount of space available for commercial or industrial expansion except to observe on page 28: "It is unlikely that there will be a significant increase in the acreage or location of industrial land in the foreseeable future."

The 1999 Hendry County Economic Development Strategic Plan compares the projected 2010 population-driven land use requirements with acreage designated on the Future Land Use Map for the unincorporated area. Of a projected need for an additional 734 acres of Commercial land, a total of 1,745 acres is designated, and of a projected need for an additional 267 acres of Industrial, 3,563 acres is designated. However, the report does not indicate what portion of the designated acreage is vacant or where it is located within the County.

The dominant land use in Glades County is agriculture (sugar cane and cattle grazing) which accounts for approximately 65 % of the total land uses. Approximately 65% of the land in the County is owned by Lykes Brothers Inc., and another 20% is controlled by two other businesses. Glades lacks medical services. The County has no hospital, only a health center, and has difficulty attracting and keeping a private doctor. The fact that 85% of the land in the County is controlled by three large businesses, restricts the ability of the County to plan for business development.

Retail businesses and other services within the County are very limited. There are grocery and convenience stores, however, very few retail outlets or chains operate in the County. The City of Moore Haven has two bank branches and a number of fast-food franchises such as Kentucky Fried Chicken, Burger King, and Subway. A few local restaurants exist, but

choices are generally limited. The nearest location of a greater variety of goods and services is Clewiston.

But Clewiston has lacked available expansion area. Participants at a recent economic development workshop generally concurred that U.S. Sugar owned or leased most of the land around Lake Okeechobee from Pahokee to Airglades Airport. The Corporation reportedly has not considered making any of these parcels available for urban development in the past. More recently however, it has been reported that several roughly 100-acre parcels between the City limits and Airglades Airport are no longer leased by U.S. Sugar. If so, a westerly direction of City expansion may be possible.

The City Manager also reports meeting several times with U.S. Sugar Officials to discuss a proposed business park and other development issues. The officials were reportedly open-minded and have expressed their willingness to work with the City to develop an 80-acre business park, but first the City must give them a plan to work with.

Clewiston Infrastructure for Business & Employment Expansion

The 1997 Clewiston Comprehensive Planning EAR notes several Traffic Circulation needs that have Economic implications:

- “Annual monitoring of traffic volumes on U.S. 27 is recommended in order to assess and continually project the need for future traffic improvements to accommodate both local and through traffic.” (In September of 2003 on Map 1, the State Department of Transportation identified U.S. 27 and SR 80 as “Strategic Intermodal System Highway Corridors”, and U.S. 441, the South-Central Florida Express railroad, and the Okeechobee Waterway, as “Emerging Corridors”, presumably giving improvements higher priority),

- “As additional development occurs in the extreme western portion of the City, an additional collector north-south roadway corridor should be established”, and
- “At the time a decision is made regarding the future of the airport (now abandoned), coordination of land use, community development, and traffic engineering should be implemented to protect the environment and compatibility in land use, traffic circulation, and air safety”.

The sewage treatment plant operated by the City of Clewiston was built in 1987. The Comprehensive Plan element predicted the eventual need for a new spray field to address growth needs after 2001, and suggested that planning for the project should start by 1997. A 1978 consulting engineers study estimated that the Hendry County operated landfill at Pioneer Plantation used by the City had a design capacity of 30 years. The Plan identified a long-term need for a regional facility to succeed the existing County facility.

The Clewiston Drainage District was created in 1924 to protect the City and neighboring areas from flooding. A water management plan has been in place since 1975 which include portions of the City Code relating to flood protection.

Strengths, Weaknesses, Opportunities, and Threats

Based on a 2006 regional SWOT analysis, this section suggests Clewiston strengths, weaknesses, opportunities and threats to be faced in evaluating its relative competitive position in the future regional economy. Additionally, on July 20, 2004 the City held a local Participation Economic Forum that seemed consistent with the outcome of the earlier SWOT analysis. The recent Economic Research Group, Inc.’s targeted industry study of Glades and Hendry Counties in the southwest Florida economic region presents a unique opportunity for Clewiston. Using this format, the City’s competitive position may be more easily and completely evaluated, and unique market niches identified for choosing economic development priorities, and Goals, Objectives, and Policies. Based upon these choices, a more detailed economic development work program and budget may be created. The evaluation uses the following factors:

1. Location and Access
2. Economic Base
3. Workforce, demographics, and housing
4. Supply of Industrial and Commercial Sites
5. Business Climate
6. Tourist Attractions and Hospitality Infrastructure
7. International Trade

Clewiston Location, Access, and Communications Infrastructure

Strengths	Weaknesses
Proximity to major population centers	Poor west access on Route 80
Good north-south access on US-27	
Heavy traffic volumes through the area	Lack of services and facilities for heavy truck traffic through the area
Good national and international air service	Poor public transit for low-income workforce
General aviation airports	
Existence of Foreign Trade Zone at Palm Beach International Airport.	No high-speed telecom infrastructure
Class III rail freight service connecting to Class I rail operations to all points north	

Climate, Terrain, and Land Use

Strengths	Weaknesses
------------------	-------------------

Tropical climate	
Strong agricultural base	Uncertain outlook for agricultural crops
Large land holdings facilitate large site assembly	Lake Okeechobee tourism adversely affected by drought

The area enjoys a tropical climate, being below the Frost Belt with pleasantly mild to hot weather year-round. Nearly half of the study area is covered by swamps and wetlands vegetation, rendering much of it un-developable due to regulatory constraints. Some 80% of the land area is devoted to agriculture. The farms here are the largest in the state, averaging 1,500 to 2,000 acres.

Economic Base

Strengths	Weaknesses
Rapidly-growing employment base and population	Over-dependence on agriculture needs
Wealthy agricultural area	Underdeveloped fire and construction sectors
Growing service, retail/wholesale trade distribution & transportation sectors	Uncertain outlook for agricultural base, and competition from NAFTA countries
Well-developed agricultural services sector	Citrus jobs are threatened by mechanization.
Well-developed distribution network	Seasonality of agriculture and tourism
Strong food processing sector	
Florida Agricultural Promotional Campaign	

Commuting distance to east coast employment	
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Labor Force, Demographics, and Housing

Strengths	Weaknesses
Hardworking, manual work force provides a visible labor pool.	Low-skilled workforce
High level of food processing skills	Sparse population means shallow labor pool
Most of the area is commuting distance from coastal employment centers.	Hard to get highly qualified people to live in the area
Growth in % of retirees with higher discretionary income	Shortage of rental housing and higher income housing for managers and retirees
Poor, but improving supply of low-cost housing	Negative image from high-visibility mobile home parks and scattered sites
	Lack of dormitories for migrant farm
26% of Labor Force in surrounding	65% of Labor Force in surrounding
counties would take a job in Hendry County that paid 10% more if they had to drive 20 miles or less	counties would not take similar paying jobs in Hendry County.
Cost of living 10% lower than east coast counties and 3% lower than the state index	

Industrial and Commercial Areas

Strengths	Weaknesses
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A Central Business District is somewhat established in Clewiston.	No sites for industry designated in City, Business and Industry lack business park settings.
	Lack of initiatives for improvement of existing industrial areas and for retention of industries
Access to funding for water and sewer and other infrastructure	Lack of Community Redevelopment Agency

Tourist Attractions & Hospitality Infrastructure

Strengths	Weaknesses
High traffic volumes on US27	Comparatively few hotel rooms
Easy day trip from major population centers to the east, west, and north.	Limited view shed & access for non-boating visitors to Lake Okeechobee limits appeal to boating and fishing enthusiasts.
(Regional) Eco-tourism opportunities around the lakes and river.	Periodic droughts make Lake Okeechobee a volatile tourist base
(Regional) Abundance of RV and camp sites	Lack of waterway dredging & maintenance
Lake Okeechobee & the Big Water Heritage Trail	Seasonality
Intercoastal Caloosahatchee River-Lake Okeechobee Waterway	
Appropriate workforce for many jobs in tourism	

Land Use & Governmental Support

Strengths	Weaknesses
Relatively low land costs compared to Palm Beach and Lee County.	Land available for residential and commercial development is limited due to lack of diversity in ownership.
City of Clewiston is small size city with minimum bureaucracy.	Land Development Regulations are antiquated and need updating.

Business Climate & Incentives

Strengths	Weaknesses
Designation as Rural Area of Critical Concern	No emergency funds, loans, or other measures to relieve impact of drought on Lake-dependent businesses
FHREDI Incentives & USDA housing assistance program eligibility	Uneven inbound & out bound freight volumes make for higher freight costs in the study area
Hendry County has a State Enterprise Zone	Local Retail Sales Tax Option of 1% in Hendry County
City shows initiative in pursuing economic grants including infrastructure.	High Property Tax Rate in Hendry County
	Lack of readied, skilled workforce
Eastern Hendry County shares Federal Enterprise Community Status	Shortage of staff to administer grant and loan programs.
Low state tax rates – good business climate	
Availability of emergency loan funds (through SBA & State) for businesses affected by drought	

International Trade

Strengths	Weaknesses
Existence of Foreign Trade Zone at Palm Beach International airport	Limited export-oriented business base
Good north-south access on US-27 to Port of Miami	Poor road access via SR 80 to SW Florida International Airport
Study area regions are within 60 to 90 miles of a deep-water port	
Florida's current strong export foothold in Latin America	Citrus imports may compete with local producers for same markets
State government is aggressively pursuing the FTAA for 2005	
Freight rail infrastructure	
Established warehousing & distribution services	

Opportunities

Based on the Clewiston economic performance analysis and the strengths and weaknesses, a number of realistic opportunities for economic development can be identified. It appears that there are opportunities to develop the following industries: residential development, tourism, distribution, foreign trade, trucking services, food processing, and the construction industry.

Residential Development Initiatives

One of the foremost problems in Clewiston is the shortage of quality housing for families at virtually all income levels. As well as addressing the shortage of housing, a residential development initiative should also focus on upgrading if not redeveloping older, hurricane damaged and poorly maintained mobile home parks, which impart a negative image of the town and the surrounding areas. Initiatives aimed at improving the supply of lower and middle income and retirement housing should receive priority.

Middle Income Housing

The population of Hendry County is growing rapidly, particularly in the western area as the suburbs spill over from Fort Myers and Naples. Median housing prices in these two cities are now well over \$100,000 to \$300,000 respectively. Developers catering to families looking for more space and better value for money are looking to the east, now that property values have exceeded levels affordable by most middle-income families.

Sites west of Clewiston should be identified for development of middle-income housing – both rental and for-sale and for potential seasonal residents. Middle income housing development will alleviate the area’s demographic imbalance, contribute to economic growth, and will help resolve the shortage of skilled, educated workers.

Lower Income Housing

The large number of older, unattractive mobile home parks in highly visible locations in towns and cities blight the image of the study area. There is a national trend toward acquisition and renovation of existing older parks with facilities, services, signage, and site improvements to bring them into line with current standards for manufactured housing communities. The consultants have identified a number of planners and developers who are active in acquiring, renovating, and managing older home parks in order to upgrade them to current standards. The possibility of using federal and other funds and resources (such as Habitat for Humanity) to accomplish the goal of upgrading the supply of existing rental and for sale mobile homes for lower income seasonal and year-round workers should be explored.

Retirement Communities

The retirement community is an obvious market for Clewiston. While the retired population does not contribute as much as the working age population does to tax revenues, they often have more discretionary income to spend from nest eggs and transfer payments. The locational amenities of Clewiston are attractive to retirees and will drive housing investment in and of itself. The retired population also drives demand for medical services and a more concentrated retirement community in the Clewiston market area may provide the critical mass to evolve the Allied Health/Biomedical industry for the study area.

Tourism Development

Tourism, the world's top growth industry, is Florida's main economic engine. A recent survey showed that about half of the visitors to the Heartland Economic Region are from out-of-state and 12% are from Europe. There are opportunities to develop a number of segments of the tourist trade, including: day trips from the coastal resorts, the passing north-south traffic along State Highway 27, the European market, and ecotourism.

Passing Traffic

The use of US 27 for trips between coastal population centers and Orlando should be marketed to both domestic and international tourists. Nationally, there has been an increased interest among tourists in exploring the less-traveled routes through the country. More tourists, both foreign and domestic, are looking for glimpses of local life not accessible along the interstate highways. Route 80 is now being marketed as the "Sweet Route" in a similar fashion to Alligator Alley to the South and the Cracker Trail to the North. Europeans are particularly drawn to this type of experience and can be made the target of a campaign for tourists wanting to visit Miami, Orlando, and the area between the two. Day-trippers based in the resorts on the east and west coast are another target.

Eco-Tourism

Although the Clewiston market area has a shortage of good hotel rooms, it has seven 3- and 4-star campgrounds with 1420 comparative. Nearly 800 campsites are in Hendry County and Glades County has over 600 sites. The success of Billy Swamp Tours at the Big Cypress Seminole Indian Reservation in Southern Hendry County illustrates the opportunities for eco-tourism development. The main target would be vacationers and seasonal residents based in the coastal resorts.

Other fascinating eco-tourism opportunities include exploring the wilds of Fisheating Creek and boating on the Caloosahatchee River. The River, together with Lake Okeechobee and the St. Lucie Canal form an intercoastal waterway connecting Fort Myers with Port St. Lucie on the East Coast. In Glades County, the re-opening of Fisheating Creek will support related attractions, such as the two Alligator Farms and the Cypress Knee Museum, comprising an attractive eco-tourism package.

Distribution Industry

Clewiston's proximity to major population centers, its low cost of land, and the presence of a significant volume of trucking business in the area (due to the citrus crop), make it a natural locus for development of the distribution and warehousing industries. To support this effort, the widening of SR 80 should to become a priority. The road is now 2 lanes between Hickey Creek to US 27.

Foreign Trade Development

Palm Beach International Airport seeks to expand the role of the free trade zone to that of an international gateway for produce and other products shipped to and from the Caribbean Islands. A major goal is to be positioned for a leading role in Cuban trade when

that market opens up. Opportunities to package goods and produce transported to and from the Caribbean should be the focus of a special study to define the potential demand and to develop a practical means of tapping it.

Trucking Industry Facilities

A number of major truck stop operators have expressed interest in sites in the Clewiston Market area. A market study could gauge the feasibility of developing a truck stop in the area. Other support facilities for truckers like truck washing, parts, repairs, hotels, and communication facilities should also be considered. This initiative would be undertaken in conjunction with the widening of SR 80. An alliance of independent local truckers is reportedly pursuing the establishment of a truckers' cooperative to compete for business from large food corporations. Once established, this organization should be included in the planning process.

Food-Processing

As noted above under the description of the Clewiston market area, there is an imminent threat of job losses in citrus picking. This process will free a significant labor pool for employment in value-added industries. At present, the area has eleven times more jobs in food processing than the state average, due mainly to orange juice manufacturing and sugar milling. Clewiston's strengths in food processing and its experienced labor pool should be built upon to attract other processors adding value to crops grown locally, as well as those imported from the Caribbean and other Latin American markets.

Construction Industry Training

The sustained growth in tourism and expansion of housing would combine to demand skilled construction workers. The multi-billion-dollar Everglades Restoration project will

create some demand for skilled earthmovers, pipe layers, and carpenters. The area's hardworking manual labor force offers significant potential for training in these skills. Construction industry development should be supported. A parallel effort to support, expand, and screen existing industrial areas (such as the one just outside of downtown Clewiston with outdoor storage areas for plant, materials, and equipment could be developed as part of a business retention effort.

Agricultural Diversification

There are several viable and likely transition paths for the farm working population to mitigate the problem of seasonal work and for farmers to supplement their income. Diversification of the agricultural sector extends beyond choosing crops beneficial for improving farm budgets to developing opportunities to transfer the skills of the farm working population to related activities in the *Agricultural/Forestry Fishery services* sector. Probable 'skills-transfer' activities for development include turf management, sod farming, ornamental nurseries and landscaping. This can improve both skill and income development for farm workers as well as provide non-seasonal alternatives for manual laborers. For farm proprietors or managers there are some crop options/growing alternatives (*e.g.* organic, fair labor practices) and marketing techniques (*e.g.* branding) that can increase the extent of value-added production of South West Florida farms.

Additionally, there are several factors that warrant examination of developing additional fresh-water aquaculture farms for Hendry and Glades counties. Ocean Boy Farm, based in Clewiston with a processing plant at the Airglades Industrial Park, started its white shrimp farming operations in late 1999. The business includes post-larval growing, harvesting, processing and direct marketing of shrimp to the Publix chain of grocery stores in the southeast U.S. High-value aquaculture products (*e.g.* aquatic plants, ornamental fish) are well suited to small farms but require access to international air service. There is also a risk of cold temperatures with external fish/shrimp ponds and initial capitalization can be expensive. The preconditions of an ideal location for an aquaculture enterprise would include:

- good market reach
- good access

- good weather
- zoned agricultural land
- lower per acre costs than coastal or metropolitan area
- less restrictive water constraints

However, the largest challenges facing aquaculture come from the marketplace. The costs of production can easily make farm-raised products sub-competitive to dockside catch and volume must be high for a customer to switch suppliers.

Threats

The following issues represent current or evolving threats to the regional economy and the Clewiston market:

- Lack of available developable land except to the west
- Mechanization of citrus harvesting & idling of significant labor force
- NAFTA competition
- Brazilian oranges
- Low-value added agricultural commodities prone to world market fluctuations
- Out-migration of young labor force
- Sustained high proportion of residents that are unemployed or underemployed if skills gap not remedied

Balancing agriculture as “best” land-use and the need for emerging residential development – acknowledging that pretax dollar paid, households require greater provision of public services.

Setting Guidelines and Priorities for Action Programs

As introduced in this Comprehensive Plan Element, the overall goal of successful economic development is to improve citizen's quality of life by increasing their per capita disposable income. Further, maximizing opportunities requires a diverse and stable economy. Basically, this goal can be met through achieving at least three objectives:

1. Attract private and public activities that import and circulate money in the local economy by exporting goods and services to the regional market area and beyond;
2. Attract private capital investment to broaden the tax base for providing cost-effective public services; and
3. Attract private and public activities that create for citizens full-time permanent jobs that pay better than existing average local wages.

However, achieving the preceding basic objectives requires an available trained labor force. The City of Clewiston must first start achieving the basic objective of an educated labor force in order to progress toward attainment of the related economic objectives. The following Goal statement, measurable progress Objectives and Policies to guide actions (GOPs) were tailored to Clewiston needs from several supporting studies and community meetings and specific recommendations from the Clewiston Planning and Zoning Board.

All these GOPs are intended to provide a framework for implementing more detailed existing and proposed action programs in Clewiston that also supplement ongoing County and regional efforts.

Economic Goals, Objectives and Policies

- Goal 1:** Achieve and maintain a diversified, stable economy and positive business climate to improve the quality of life by increasing per capita disposable income in the Clewiston market area.
- Objective 1.1:** Increase labor force membership completing development and training/retaining programs for those prospective better-paying occupations in Central Florida requiring work flexibility, creativity, people skills, and life-long learning.
- Policy 1.1.1:** Identify central Florida labor force needs and trends as a means with which to target training objectives and programs.
- Policy 1.1.2:** Work with school districts in the Clewiston commuter shed to reduce dropout rates, increase graduation rates, and provide technical training and continuing education programs for targeted businesses.
- Policy 1.1.3:** Working with local businesses through the Chamber of Commerce, promoting direct involvement in curriculum development for career training/retraining to improve labor force skills, and enhance employability.
- Policy 1.1.4:** Assist the School Board and the business community in the development of a “Working English – Trade Skills” pilot program to improve the language skills and to prepare agricultural workers for jobs in other businesses.
- Policy 1.1.5:** Working with the School Board to support the use of a one-stop career training center and coordinate communications with various colleges, universities, and other post-secondary education institutions to provide effective delivery of services, and to better identify “gaps” in resources.
- Policy 1.1.6:** Cooperate with State, County and the surrounding agencies to reduce the out-migration of trained/retained labor force members.

- Objective 1.2:** Through direct involvement expand the amount and diversity of private capital investment stimulated and attracted in order to provide competitive and cost-effective public services.
- Policy 1.2.1:** Conduct an annual business profile survey to help determine the overall health of local businesses and industries, and their needs. This survey will in part help to determine the potential to attract customer or supplier businesses which could strengthen or enhance existing businesses.
- Policy 1.2.2:** Establish a business retention program to stabilize and expand the tax base and permanent full-time employment by expediting public services, diversification away from exclusively agricultural products, and developing a center of excellence in a food processing market “niche”.
- Policy 1.2.3:** Establish a method to improve the supply of housing for a better paid labor force by working with existing and potential local employers, contractors, builders and lending institutions.
- Policy 1.2.4:** Establish and begin implementation of an Economic Development Action Program based on the draft outline prepared by the City Manager dated September 10, 2003, including the establishment of a State Enterprise Zone designation.
- Policy 1.2.5:** Cooperate with Hendry County to limit residential tax burdens while funding facilities and services needed for economic development by:
- a) requiring new development to pay the cost of facilities and services needed to support economic growth through applying appropriate user fees and impact fees; and
 - b) documenting the generation of revenues and types of expenditures from fees collected from new development.

- Policy 1.2.6:** Review economic development proposals for impacts on the adopted level of service standards.
- Policy 1.2.7:** Coordinate with public and private service providers to ensure that adequate infrastructure is provided to areas designated for commercial and industrial development in the Future Land Use Element and Capital Improvement Element.
- Policy 1.2.8:** Work cooperatively with related agencies to assure continued viability and cost effectiveness of the Hendry Regional Medical Center.
- Policy 1.2.9:** Annually update the inventory of available sites along with appropriate information such as ownership, utilities, land use, zoning, etc. and update on an annual basis using in part the inventory identified in Policy 2.1.
- Objective 1.3:** Increase the number of private and public employers that create permanent full-time jobs paying at least 20% higher than the 1998 average wages by industry category in the Clewiston commuter shed.
- Policy 1.3.1:** Conduct a feasibility, timing, and size study of an attractive and competitive business park either within the present or annexable City area.
- Policy 1.3.2:** Establish clear and reasonable development standards for use when reviewing and approving industrial and commercial development locating in existing or new business parks.
- Policy 1.3.3:** Continue to join forces and cooperate with county and regional business recruitment programs in order to improve cost-effectiveness and economies of scale in a more detailed Economic Development Action Program.
- Policy 1.3.4:** Cooperate with State and adjacent local governments to investigate the feasibility of a small business incubator program.

- Policy 1.3.5:** The City shall re-examine and modernize any outdated Land Development Regulations for Industrial/Business/ Commercial uses.
- Objective 1.4:** Increase the number of businesses that import and insert money into the Clewiston economy by exporting goods and services outside the City and beyond through recruitment including the provision of incentives.
- Policy 1.4.1:** Evaluate further opportunities for distribution and warehousing promoting economic diversification that would exploit the central location of Clewiston between coastal population/market centers, and develop capacities required for potential international trade.
- Policy 1.4.2:** Continue promoting the tourist destination features of Clewiston as a base for an entrepreneurship development program utilizing the Tourist Development Program effort, creating entry-level jobs that provide transitions away from part-time low-wage agricultural employment to permanent, better-paying service businesses.
- Policy 1.4.3:** Cooperate with the Clewiston Chamber of Commerce and the Hendry County Economic Development Council on targeted new business and technology.
- Policy 1.4.4:** Coordinate with the Clewiston Chamber of Commerce by keeping a current list of probable new business and industry entrants to target based on Enterprise Florida Key Industries and Technologies that fit the Clewiston location and emerging labor force capabilities.
- Policy 1.4.5:** Develop and include in all marketing an incentive program which includes, as found appropriate, support in site acquisition, extension of utilities, enhanced permit processing and supporting funds and grants provided by other governmental agencies.

XV. Reserved

City of Clewiston Comprehensive Plan

XV-1

XVI. Public School Facilities Element

Goals, Objectives, and Policies

Goal-1: COORDINATE AND MAINTAIN A HIGH-QUALITY EDUCATION SYSTEM.

The City of Clewiston will collaborate and coordinate with the School Board of Hendry County (School Board) to ensure high-quality public-school facilities which meet the needs of the City's existing and future population.

Objective 1.1: Coordination and Consistency

The City shall implement and maintain mechanisms designed to closely coordinate with the School Board in order to provide consistency between their respective comprehensive plan and public-school facilities programs, such as:

1. Greater efficiency for the School Board, the County, and the Cities by the placement of schools to take advantage of existing and planned roads, water, sewer, parks, and drainage systems;
2. Improved student access and safety by coordinating the construction of new and expanded schools with roads, signalization, turn lanes, bike lanes, bicycle paths, and sidewalk construction programs;
3. The location and design of schools with parks, ball fields, libraries, and other community facilities to take advantage of shared use opportunities; and,
4. The expansion and rehabilitation of existing schools to support neighborhoods.

Policy 1.1.1: Manage the timing of new development to coordinate with adequate school capacity. Where capacity will not be available to serve students from the property seeking a change, the City may use the lack of school capacity as a basis for denial of petitions for final subdivisions or site plans for residential development.

Policy 1.1.2: In cooperation with the School Board the City will implement the Interlocal Agreement for Public School Facility Planning for Hendry County, Florida between Hendry County, and all legislative bodies of the Cities, as required by Section 1013.33, Florida Statutes, includes procedures for:

1. Joint meetings;
2. Student enrollment and population projections;
3. Coordinating and sharing of information;
4. School site analysis, including site acquisition permitting process and procedures per Section of the Interlocal Agreement;
5. Supporting infrastructure;
6. Comprehensive plan amendments, rezonings, and development approvals, coordination of the long-range public-school facility map with the comprehensive plan including future land use map;
7. Education Plant Survey and Five-Year District Facilities Work Program (aka Work Plan), annual updates to coordinate documents as required by law and rule;
8. Co-location and shared use which will enhance community design;
9. Implementation of school concurrency, including levels of service standards, concurrency service areas, and proportionate-share mitigation;
10. Oversight process; and,
11. Resolution of disputes.

Policy 1.1.3: The City shall include a representative of the school district, appointed by the School Board, as a voting member of the local planning agency, as required by Section 163.3174, Florida Statutes.

Policy 1.1.4: The City shall coordinate with the School Board regarding annual review of school enrollment projections, and procedures for annual update and review of school board and local government plans consistent with the Interlocal Agreement.

Objective 1.2: Enhance Community Design

Enhance community/neighborhood design through effective school facility design and siting standards by the siting of school facilities so they serve as community focal points and so that they are compatible with surrounding land uses.

Policy 1.2.1: The City will continue to coordinate with the School Board to assure that proposed public school facility sites are consistent with the land use categories and policies of the City's Comprehensive Plan, pursuant to the Interlocal Agreement for Public School Facility Planning.

Policy 1.2.2: Consistent with Policy 1.9.1 of the Future Land Use Element, the City shall allow schools in Multi-Family and Public/Semi-Public land use categories, consistent with the following criteria.

1. Schools shall be located in a coordinated manner ensuring that the planning, construction, and opening of educational facilities are coordinated in time and location, concurrent with both need and necessary services and infrastructure, and to ensure compatibility with the Comprehensive Plan.
2. The proposed location is compatible with present and projected uses of adjacent property.
3. The proposed location is well drained and soils are suitable for development or are adaptable for development and outdoor educational purposes with drainage improvements.

4. The proposed location is not within a velocity flood zone or floodway.
5. Proposed school sites should be located away from industrial uses, railroads, airports, and similar land uses to avoid noise, odor, dust, and traffic impacts and hazards.
6. Disrupting influences caused by school yard noises and traffic shall be buffered to ensure sufficient distances from hospitals, adult communities, and nursing homes.
7. In the planning, siting, land acquisition and development of the facility, evaluation shall include consideration of the student population density of the area (such as sufficient student population of existing rural communities), and public safety.
8. There are no significant environmental constraints that would preclude development of a public educational facility on the site.
9. The City shall advise the School Board of all Comprehensive Plan amendments that may affect the location of new schools and proposed improvements.”

Policy 1.2.3: When considering the acquisition of land for schools, to the greatest extent possible, a location will be selected that collocates the public school, parks, libraries and community centers, which is consistent with school siting standards in Objective 1.9 of the Future Land Use Element. The City shall continue to coordinate with the Hendry County School Board on the siting of new schools, ensuring the schools are located in close proximity to urban residential areas and other public facilities such as parks, libraries, and community centers.”

Policy 1.2.4: Consistent with Section 163.3177, Florida Statutes, the County will include sufficient allowable land use designations for schools approximate to residential development to meet the projected needs for schools.

Policy 1.2.5: All public schools shall provide bicycle and pedestrian access consistent Florida Statutes. Bicycle access to public schools should be incorporated in the countywide bicycle plan. Parking at public schools will be provided consistent with applicable Land Development Regulations.

Policy 1.2.6:

The City in coordination with the School Board, shall implement the following strategies:

1. New developments adjacent to school properties shall be required to provide a right-of-way and a direct access path for pedestrian travel to existing and planned school sites, and shall connect to the neighborhood's existing pedestrian network;
2. For new development and redevelopment within 2 miles of an existing or planned school, the City shall require sidewalks (complete, unobstructed, continuous with a minimum width of 5 feet) along the corridor that directly serves the school, or qualifies as an acceptable designed walk or bicycle

route to the school;

3. In order to ensure continuous pedestrian access to public schools, priority will be given to cases of hazardous walking conditions pursuant to Section 1006.23, Florida Statutes, and specific provisions for constructing such facilities will be included in the schedule of capital improvements adopted each fiscal year;
4. Evaluate school zones to consider safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including: schools with a high number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy busing for hazardous walking conditions, schools with significant walking populations, but poor pedestrian and bicycle access, and needed safety improvements; and
5. Coordination with the MPO Long Range Transportation Plans to ensure funding for safe access to schools including: development of sidewalk inventories and list of priority projects coordinated with the School Board recommendations are addressed.

Policy 1.2.7:

The City of Clewiston, the County, and the City of LaBelle as applicable, and School Board will jointly determine the need for and timing of on-site and off-site improvements including water, sewer, roads, drainage, sidewalks, bus stops, signalization, bike paths and other infrastructure necessary to support each new school or the proposed renovation, expansion or closure of an existing school, and will enter into a written agreement as to the timing, location, and the party or parties responsible for constructing, operating and maintaining the required improvements.

Policy 1.2.8: The City and the School Board will work to find opportunities to collaborate on transit and bus routes to better serve citizens and students.

Objective 1.3: Sustainable Design

Encourage sustainable design and development for educational facilities.

Policy 1.3.1: Coordinate with the School Board to continue to permit the shared-use and colocation of school sites with the City of Clewiston facilities with similar facility needs, according to the Interlocal Agreement for Public School Facility Planning for the Hendry County, and the Cities of LaBelle and Clewiston, as it may be amended. Coordinate in the location, phasing, and design of future school sites to enhance the potential of schools as recreation areas.

Policy 1.3.2: Encourage the School Board to use sustainable design and performance standards, such as using energy efficient and recycled materials, to reduce lifetime costs as referenced in Florida Statutes section 1013.451 Life-cycle costs comparison.

Policy 1.3.3: The City will continue to work with the School Board to coordinate efforts to build new school facilities, and facility rehabilitation and expansions, to be designed to serve as and provide emergency shelters as required by Section 163.3177, Florida Statutes. The City will continue to fulfill the requirements of Section 1013.372, Florida Statutes, such that as appropriate new educational facilities will serve as public shelters for emergency management purposes and shall coordinate with the School Board regarding emergency preparedness issues and plans.

Objective 1.4: School Capacity

It is the objective of the City to coordinate petitions for changes to future land use, zoning, subdivision and site plans for residential development with adequate school capacity. This goal will be accomplished recognizing the School Board's statutory and constitutional responsibility to provide a uniform system of free and adequate public schools, and the City's authority for land use, including the authority to approve or deny petitions for comprehensive plan amendments, rezonings or final subdivision and site plans that generate students and impact the school system. Manage the timing of comprehensive plan amendments and other land use decisions to coordinate with adequate school capacity.

- Policy 1.4.1:** The City shall coordinate anticipated students' growth based on future land use map projections of housing units with the School Board's long-range facilities needs over the 5-year, 10-year and 20-year periods.
- Policy 1.4.2:** The City shall take into consideration the School Board comments and findings on the availability of adequate school capacity when considering the decision to approve comprehensive plan amendment and other land use decisions as provided for in Section 163.3177(6)(a), Florida Statutes.
- Policy 1.4.3:** The City shall give priority consideration to petitions for land uses, zoning and final subdivision and site plans for residential development in areas with adequate school capacity or where school sites adequate to serve potential growth have been donated to or set aside for purchase by the School Board at raw land (predevelopment approval) prices reflected in written agreement approved by the School Board.
- Policy 1.4.4:** Where capacity will not be available to serve students from the property seeking a land use change, the City will coordinate with the School Board to ensure adequate capacity is planned and funded. Where feasible, in conjunction with the plan amendment early dedications of school sites shall be encouraged. To ensure adequate capacity is planned and funded, the School Board's long-range facilities plan over the 5-year, 10-year and 20-years periods shall be amended to reflect the needs created by the land use plan amendment.
- Policy 1.4.5:** In reviewing petitions for future land use, rezoning, or final subdivision and site plans for residential development, which may affect student enrollment or school facilities, the City will consider the following issues:
1. Providing school sites and facilities within planned neighborhoods;
 2. Ensuring the compatibility of land uses adjacent to existing schools and reserved school sites;
 3. The co-location of parks, recreation and community facilities with school sites (consistent with school siting standards in Objective 1.9 of the Future Land Use Element);
 4. The linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks;

5. Ensuring the development of traffic circulation plans to serve schools and the surrounding neighborhood;
6. Providing off-site signalization, signage, access improvements and sidewalks to serve all schools;
7. The inclusion of school bus stops and turnarounds in new developments;
8. Encouraging the private sector to identify and implement creative solutions to developing adequate school facilities in residential developments;
9. School Board staff comments and findings of available school capacity for comprehensive plan amendments and other land-use decisions;
10. Available school capacity or planned improvements to increase school capacity, correct existing deficiencies; and,
11. Whether the proposed location is consistent with school design and planning policies.

Objective 1.5: Implement School Concurrency

Manage the timing of residential subdivision approvals, site plans or their functional equivalent to ensure adequate school capacity is available consistent with adopted level of service standards for public school concurrency, and the school board's 5-10-20 Year Work Program (aka Work Plan). The Work Program (aka Work Plan) includes a financially feasible short term and long-term capital plan for new schools and the repair, renovation and remodeling, of existing schools.

Policy 1.5.1: Consistent with the Interlocal Agreement, the City and School Board agree to the following standards for school concurrency:

1. Level of Service Standard:

Consistent with the Interlocal Agreement, the uniform, district-wide level-of service standards are initially set as follows herein, and are also adopted in the Capital Improvements Element:

- a. Elementary: 100% of permanent FISH capacity as adjusted by the school board annually to account for measurable

programmatic changes. The Level of Service may increase up to 120% of permanent FISH capacity if the District Facilities Work Program” (aka ‘5-Year Facilities Work Plan’) provides appropriate capital projects, or other strategies, to reduce the LOS back to the 100% of permanent FISH capacity within one 3-year cycle.

b. Middle: 100% of permanent FISH capacity as adjusted by the school board annually to account for measurable programmatic changes. The Level of Service may increase up to 120% of permanent FISH capacity if the District Facilities Work Program” (aka ‘5-Year Facilities Work Plan’) provides appropriate capital projects, or other strategies, to reduce the LOS back to the 100% of permanent FISH capacity within one 3-year cycle.

c. High: 100% of permanent FISH capacity as adjusted by the school board annually to account for measurable programmatic changes. The Level of Service may increase up to 120% of permanent FISH capacity if the District Facilities Work Program” (aka ‘5-Year Facilities Work Plan’) provides appropriate capital projects, or other strategies, to reduce the LOS back to the 100% of permanent FISH capacity within one 3-year cycle.

Potential amendments to the level of service standards shall be considered at least annually at the staff working group meeting to take place each year as established in the Interlocal Agreement. If an amendment is proposed by the School Board, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the comprehensive plans. The amended level of service shall not be effective until all plan amendments are effective and the amended Interlocal Agreement is fully executed. No level of service shall be amended without a showing that the amended level of service is financially feasible, supported by adequate data and analysis, and can be achieved and maintained within the period covered by the first five years of the Capital Facilities Plan. After the first 5-year schedule of capital improvements, capacity shall be maintained within each year of subsequent 5-year schedules of capital improvements.

2. Concurrency Service Areas:

The concurrency service areas shall be as shown in Map PSFE Exhibit 31. Potential amendments to the concurrency service areas shall be considered annually at the staff working group

meeting to take place each year as established by the Interlocal Agreement. If an amendment is proposed by the School Board, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the City's Comprehensive Plan. The amended concurrency service area shall not be effective until all plan amendments and the amended Interlocal Agreement are all fully executed. No concurrency service area shall be amended without a showing that the amended concurrency service area boundaries are financially feasible.

3. Maximizing Concurrency Service Areas:

Concurrency service areas shall maximize capacity utilization, taking into account transportation costs, limiting maximum student travel times, the effect of court-approved desegregation plans, achieving social and economic, racial and cultural diversity objectives, and other relevant factors as determined by the School Board's policy on maximization of capacity. Other considerations for amending concurrency service areas may include safe access (including factors such as the presence of sidewalks, bicycle paths, turn lanes and signalization, general "walkability"), diversity and geographic or man-made constraints to travel. The types of adjustments to school operations that will be considered in the City shall be determined by the School Board's policies on maximization of capacity.

4. Student Generation Rates:

Consistent with the Interlocal Agreement, the School Board staff, working with the staff of the City, will develop and apply student generation multipliers for residential units by type and projected price for schools of each type, considering past trends in student enrollment in order to project school enrollment. The student generation rates shall be determined by the School Board in accordance with professionally accepted methodologies, shall be updated at least every two years and shall be adopted into the City's Comprehensive Plan.

5. School Capacity and Enrollments:

The Department of Education permanent Florida Inventory of School Houses (FISH) capacity is adopted as the uniform methodology to determine the capacity of each school. Relocatable (portable classrooms) are not considered permanent capacity. School enrollment shall be based on the annual enrollment of each school based on actual counts reported to the Department of Education in October of each year.

6. Concurrency Availability Standard:

The City shall amend the concurrency management systems in their land development regulations to require that all new residential units be reviewed for school concurrency at the time of final subdivision or site plan. The City shall not deny a final subdivision or site plan for residential development due to a failure to achieve and maintain the adopted level of service for public school capacity where:

- a. Adequate school facilities will be in place or under actual construction within three years after the issuance of the final subdivision or site plan; or,
- b. Adequate school facilities are available in an adjacent concurrency service area and the impacts of development can be shifted to that area; or,
- c. The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final subdivision or site plan (or functional equivalent) as provided in the Interlocal Agreement. In evaluating a subdivision plat or site plan for concurrency, any relevant programmed improvements in the current year and years 2 or 3 of the 5-year schedule of improvements shall be considered available capacity for the project and factored into the level of service analysis. Any relevant programmed improvements in years 4 or 5 of the 5-year schedule of improvements shall not be considered available capacity for the project unless funding for the improvement is assured through School Board funding to accelerate the project, through proportionate share mitigation, or some other means of assuring adequate capacity will be available within 3 years. Relocatable classrooms may provide temporary capacity while funded schools or school expansions are being constructed.

7. Subdivision and Site Plan Standards:

In the event that the School Board comments that there is not sufficient capacity in the affected concurrency service area to address the impacts of a proposed development, the following standards shall apply. Either

- a. the site plan or final subdivision must provide capacity enhancement sufficient to meet its impacts through proportionate share mitigation; or
- b. the site plan or final subdivision must be delayed to a date when capacity enhancement and level of service can be assured; or
- c. a condition of approval of the site plan or final subdivision shall be that the project's development plan and/or building permits shall be delayed to a date when capacity enhancement and level of service can be assured. The amount of mitigation required shall be determined by the Department of Education's most current cost per student station applicable to Hendry County.

8. Coordination of the Work Program and the Capital Improvements Element:

On an annual basis, the School Board and the County will coordinate the update of the 5 Year Work Program and the Capital Improvements Element by addition of the 5th year.

- a. The School Board will provide a draft plan to the local governments for review and comment prior to adoption, as required by Florida Statute.
- b. Local governments will respond and work with the School Board to achieve financially feasible coordinated planning strategies to achieve stated goals and objectives.

Policy 1.5.2: Options for providing proportionate share mitigation for any approval of additional residential dwelling units that triggers a failure of level of service for public school capacity shall include the following:

1. Contribution of, or payment for, acquisition of new or expanded school sites pursuant to the following formula established by the Florida Department of Education:

(4) **Recommended Usable Acreage.** The board should ensure that each site contains at least the minimum usable acreage necessary to meet the needs of the anticipated program as follows:

(a) **Elementary School.** A minimum of four (4) acres for the first two hundred (200) student capacity plus one (1) acre for each additional one hundred (100) students.

(b) **Middle or Junior High School.** A minimum of six (6) acres for the first three hundred (300) student capacity plus one (1) acre for each additional one hundred (100) students.

(c) **Senior High School.** A minimum of seven (7) acres for the first three hundred (300) student capacity plus one (1) acre for each additional fifty (50) students up to one thousand (1,000) students, plus one (1) acre for each additional one hundred (100) students thereafter.

(d) **Area Vocational-Technical School.** A minimum of twenty (20) acres for the first five hundred (500) student capacity plus one (1) acre for each additional fifty (50) students up to one thousand (1,000) students.

Source: State Requirements for Educational Facilities Volume 1, as posted on the Department of Education Website June 2007.

2. Construction or expansion of permanent school facilities;

3. The creation of mitigation banking within designated areas based on the construction of a public-school facility in exchange for the right to sell capacity credits. Capacity credits shall be sold only to developments within the same concurrency service area or an adjacent concurrency service area; and,

4. Educational Facility Benefit Districts.

Mitigation shall be directed to projects on the School Board's Five-Year Capital Facilities Plan that the School Board agrees will satisfy the demand created by that development approval, and shall be assured by a legally binding development agreement between the School Board, the City, and the applicant executed prior to the issuance of the final subdivision, site plan or functional equivalent. If the school agrees to the mitigation, the school board must commit in the agreement to placing the improvement required for mitigation on its Five-Year Capital Facilities Plan. This development agreement shall include the landowner's commitment to continuing renewal of the development agreement upon its expiration.

Policy 1.5.3: The amount of mitigation required shall be determined by calculating the number of student stations for each school type for which there is not sufficient capacity using the student generation rates applicable to a particular type of development and multiplying by the local costs per student station for each school type applicable to the City, as determined by the School Board, in addition to any land costs for new or expanded school sites, if applicable.

Objective -1.6: **Funding** The School Board will utilize all funding options available to procure funding for new schools and classroom additions

Policy 1.6.1: Continue the use of school impact fees as a way to realize the cost of new development and its impact on land use in regards to the local school system service provision.

Objective 1.7: **Schedule of Capital Improvements to Meet Future Needs**
Ensure the inclusion of the Five-Year Schedule of capital improvements of those projects necessary to address existing deficiencies and to meet future needs based upon achieving and maintaining the adopted level of service standards by the end of the 5-year planning period.

Policy 1.7.1: The City will incorporate by reference the Hendry County School Board's 5-Year Work Program (aka Work Plan) by date of adoption on an annual basis into its Capital Improvements Element.

Objective 1.8: **Correction of Existing School Facility Deficiencies**
On an annual basis the City will review the School Board's 5 Year Work Program (aka Work Plan) for deficiencies in existing school facilities, for school facilities required to meet future needs, and for consistency with County and City planning.

Policy 1.8.1: The City and the School Board will develop a funding plan to correct identified deficiencies in existing school facilities, maximizing the use of existing public facilities, and provide for future school facilities required to maintain the adopted Level of Service consistent with County and City planning.

Policy 1.8.2: The funding plan for correcting deficiencies and maintaining the adopted Level of Service shall allocate the costs of new public facilities based on the benefits received by existing and future residents, and will be cost effective, and fiscally sound based on realistic funding sources.

Objective 1.9: Monitoring and Evaluation

The City shall strive to continually monitor and evaluate the Public Schools Facilities Element to assure the best practices of the joint planning processes and procedures for coordination of planning and decision-making are maintained.

Policy 1.9.1: The City and the School Board will coordinate during updates or amendments to the Comprehensive Plan and updates or amendments for long-range plans for School Board facilities.