SUSTAINABLE COMMUNITIES DEMONSTRATION PROJECT

SUMMARY

In 1996, the Florida Legislature created the Sustainable Communities Demonstration Project to test a nonregulatory approach to encouraging good planning practices by local governments. Without reauthorization, the project stands repealed on June 30, 2001. Central to the project was the incentive of reduced state oversight of comprehensive plan amendment and DRI review in exchange for a commitment from local governments to implement identified planning projects. Based on the experience of four years of participation in the program by five designated communities, the project offers a positive model for growth management reform that should be broadened to additional communities. Rather than focus on the promotion of “sustainability” the program should be organized around the promotion of best planning practices. Staff recommends that the program be converted to a certification program where local governments, who adopt an urban development boundary and possess a requisite level of technical expertise, can enter a designation agreement or contract with DCA in exchange for reduced state oversight over comprehensive plan amendment review and DRI review.

BACKGROUND

The Sustainable Communities Demonstration Project was enacted by the 1996 Florida Legislature as Chapter 96-416, Laws of Florida, to test a more flexible approach to local government comprehensive planning. The stated intent of the legislation creating the program is to further six broad principles of sustainability: 1) restoring key ecosystems; 2) achieving a more clean, healthier environment; 3) limiting urban sprawl; 4) protecting wildlife and natural areas; 5) advancing the efficient use of land and other resources; and 6) creating quality communities and jobs.

Section 163.3244, F.S., authorized the Department of Community Affairs (DCA) to designate up to five local governments to participate in the program. Three of the five local governments were to be located within the boundaries, at least partially, of the South Florida Water Management District.

In selecting the five local governments to participate in the program, DCA is directed to: assure that the local government in question has set an urban development boundary, consider the extent to which the local government has the support of its regional planning council governing board in favor of the designation and consider the extent to which the local government has adopted good planning practices in its local government comprehensive plan or land development regulation. These positive planning programs or practices are identified as those which:

1. Promote infill development and redevelopment, including prioritized and timely permitting processes to promote such development;
2. Promote the development of low and very-low income housing or specialized housing to assist elders and the disabled;
3. Achieve effective intergovernmental coordination;
4. Promote economic diversity and growth while encouraging the retention of rural character and the protection and restoration of the environment;
5. Provide and maintain public urban and rural open space and recreational opportunities;
6. Manage transportation and land uses to support public transit and promote opportunities for pedestrian and nonmotorized transportation;
7. Use urban design principles to foster individual community identity, create a sense of place, and promote pedestrian-oriented safe neighborhoods and town centers;
8. Redevelop blighted areas;
9. Improve disaster preparedness programs and the ability to protect lives and property, especially in coastal high-hazard areas;
10. Encourage mixed-use development;
11. Demonstrate financial and administrative capabilities to implement the designation; and,
12. Demonstrate a record of effectively adopting, implementing, and enforcing its comprehensive plan.

Communities receiving the sustainable communities designation are granted several types of regulatory relief. First, proposed comprehensive plan amendments within the urban growth boundary are exempt from state and regional review, including DCA’s review of such amendments and issuance of any objections, recommendations, and comments report or a notice of intent on proposed comprehensive plan amendments. Instead, a local government is able to adopt a proposed comprehensive plan amendment at a single adoption hearing. Affected persons may, however, file a petition for administrative hearing to challenge the compliance of an adopted comprehensive plan amendment using the same procedure employed for challenging small scale amendments. Any affected person may file a petition for administrative hearing to challenge the compliance of the amendment with the Local Government Comprehensive Planning and Land Development Regulation Act of 1985, s. 163.3161, et. seq., within 30 days of the local government’s adoption of the amendment. The local government’s determination that the amendment is in compliance is presumed to be correct and will be sustained unless the petitioner shows by a preponderance of the evidence that the amendment is not in compliance with the act.

Second, developments within the urban growth boundary and outside the coastal high-hazard area could be exempt from Development of Regional Impact (DRI) review to the extent established in a designation agreement. DRI projects and amendments outside of the urban growth boundary and comprehensive plan amendments that would change the adopted urban development boundary, impact lands outside the urban development boundary, or impact lands within the coastal high-hazard area continue to be subject to state and regional review.

The vehicle for designating a sustainable agreement by DCA is a written designation agreement between DCA and the local government. The agreement must include: the basis of the designation, any conditions necessary to comply with s. 163.3244, F.S., procedures for the mitigation of extra jurisdictional impacts of DRIs where DRIs would be abolished or modified, and criteria for evaluating the success of the designation. Affected persons are authorized to petition for administrative review of a local government’s compliance with the terms of the designation agreement.

After a competitive application process, DCA chose Boca Raton, Martin County, Ocala, Orlando, and Tampa/Hillsborough County for participation in the program. Designation agreements were negotiated with each of the communities which identified: planning projects that the local government agreed to undertake; whether the local government is delegated DRI review responsibilities; a list of evaluation indicators; and the responsibilities of DCA. Each of the local governments selected initially received $100,000 to assist in the implementation of the designation agreement. Since then, an additional $150,000 has been distributed between the communities. A description of the project as implemented in the five designated communities is set forth below.

**Boca Raton**

The Boca Raton designation agreement focuses on planning projects related to economic development, urban infill and redevelopment, emergency preparedness, and neighborhood preservation. The city committed to the preparation of a mixed-use zoning ordinance to promote the preservation, development or redevelopment of specific residential, commercial and industrial areas. In addition, the city agreed to prepare and implement redevelopment and emergency management plans to define post disaster redevelopment. In addition, the city agreed to support the Eastward Ho! Initiative and to focus on the redevelopment of the North Federal Highway.

**Martin County**

Martin County agreed to undertake a public participation process which was to result in a “Visioning Plan.” The purpose of the citizen participation process was to review alternative future scenarios and to reach consensus on the desired goals and strategies that result in a Sustainable Martin County by the year 2020. In addition, Martin County agreed to develop a “Martin House” to illustrate sustainable housing design and complete and adopt a hazard mitigation plan.

The Vision Plan maps desired locations and types of development through the year 2020 and identifies twenty key principles to serve as indicators of progress for the plan. For each of these principles, the plan includes indicators for measuring whether the principle is achieved. For example, Principle 5 of the plan is to “Encourage compact, mixed-use residential, commercial,
institutional pedestrian-oriented development.” The indicators identified to measure achievement of the principle include: a) Percentage of mixed-use land use in CRA’s (single family, multifamily, commercial); b) Increase in areas developed in mixed-use; and c) Distance to neighborhood stores.

Martin County elected to retain the state oversight role over DRIs and asked DCA to informally review its proposed comprehensive plan amendments.

**Ocala**

The boundary for the City of Ocala’s Sustainable Community, is that portion of the area described as the City’s Potable Water and Sanitary Sewer Urban Service Area in the City’s Comprehensive Plan. The city agreed to undertake specific projects such as: developing green space within the urban area; using urban design principles to foster individual identity and promote pedestrian oriented safe neighborhoods; promote low income housing; and provide infrastructure for, and otherwise encourage urban infill and redevelopment.

Unlike the agreements with Boca Raton and Martin County, the City of Ocala accepted the DRI review exemption afforded by the Sustainable Communities Program. Amendments to existing DRIs and Florida Community Developments (FQDs) within the Urban Development Boundary were to be subject to a revised review process to be developed and implemented by the city. In contrast, new DRIs and FQDs were to remain subject to state review pursuant to ss. 380.06 and 380.061, F.S.

The designation agreement lists evaluation criteria for the Ocala project as the extent to which the project increases the: 1) Amount of development occurring within the Community Redevelopment Area; 2) Amount of transit ridership; 3) Acres of city park space acquired or enhanced; 4) Number of infrastructure improvements made; 5) Number of affordable housing units provided; 6) Interlocal agreements in Urban Service Area; 7) Total recycled water used, 8) Recycling rate; 9) Net job rate; and, 10) Number of flood problem areas corrected.

Two amendments to the city’s future land use map within the designation area have been challenged since the designation. One of these amendments was challenged by a third party in the case of *Shady Historic and Scenic Trails Association, Inc. v. City of Ocala*, DOAH Case No. 98-5019GM (Recommended Order July 28, 2000). In this case, a citizen’s group challenged the change in land use designation of a 40 acre piece of property from low-density residential to public buildings and facilities. While the hearing officer upheld the amendment on the grounds that the petitioner lacked standing to challenge the amendment, the hearing officer rejected the petitioner’s argument that the amendment should be evaluated against sustainability principles, finding that: “The six broad principles pertain to demonstration project goals, and it does not appear that they were intended to be additional criteria for compliance determinations.”

In the second case, DCA formally intervened, because of concerns about sprawl, in a challenge by the same citizen’s group over a comprehensive plan amendment that would allow the conversion of the Red Oak Farm from low density residential to DRI or near DRI scale development. That case is currently held in abeyance at the Division of Administrative Hearings.

In addition, DCA, at the request of the city, has been involved with the Heath Brook DRI. This request was seen by DCA and the city as a product of the partnership relationship created by the project. Although the location of the development is outside the urban development boundary, the city specifically asked DCA to review the proposed development plan against characteristics of sustainable development outlined in DCA’s publication, *Best Development Practices*. The proposed development is located in a high recharge area of the Floridan Aquifer and will create significant traffic effects on State Road 200.

**Orlando**

The Orlando Sustainable Community is based on six areas of commitment: citizen participation, a sustainable housing demonstration project, environmental issues, light rail transit station area planning, economic development and major sustainability projects. The hallmark of the Orlando designation is sustainability projects including; the Southeast Orlando Development Plan, the Orlando Naval Training Center Urban Design and Transportation Plan, the Parramore Heritage Renovation Project, the Sustainable Neighborhood Project, and the City of Orlando Evaluation and Appraisal Report. Each of these projects was intended to incorporate sustainability ideals and new urbanism concepts into development and redevelopment proposals.

For example, the Southeast Orlando Sector Plan focuses on incorporating sustainability practices into a plan for the development of a 19,000 acre greenfield area adjacent to the Orlando International Airport. The city is creating incentives based on DCA’s “Best Development Practices, Doing the Right Thing and Making Money at the Same Time,” for environmental protection, mixed
use, increased density, an interconnected road network, and the provision of schools, parks and civic uses in the planning area. In addition, the Sector Plan provides for the development of a Primary Conservation Network that preserves an interconnected system of wetlands, uplands, and wildlife corridors. This effort required implementing an ecosystem planning approach requiring coordination with the South Florida Water Management District, the Departments of Community Affairs and Environmental Protection and the Army Corps of Engineers.

In contrast, the Parramore Heritage Area sustainability project involves a major redevelopment initiative in a distressed urban neighborhood. In June 1999, the city approved a five-year action plan for the Parramore Heritage Area to increase public safety, create a community school, increase economic development, and improve housing and housing opportunities.

The success of the Orlando designation agreement is to be measured by progress in achieving a set of city-wide indicators that include: land use, transportation, economic, public safety, population and resource based indicators. In addition, project specific indicators are provided for the Southeast Orlando Development (“Sector”) Plan, Orlando Naval Training Center Area and Parramore Heritage Renovation Area projects.

While Orlando committed to developing a revised DRI review process to be submitted to DCA for review by July 1, 1998, Orlando never assumed a full delegation of DRI review from DCA. Rather, Orlando only assumed the limited responsibility for processing Notices of Changes related to existing DRIs.

**Tampa/Hillsborough County**

The City of Tampa and Hillsborough County represent the only joint city/county designation as a sustainable community. The Urban Development Boundary for purpose of this designation was defined as the adopted Urban Service Area of the City of Tampa along with that portion of the adopted Urban Service Area of Hillsborough County which extends along I-75 and west county area and north of the Alafia River. In the designation agreement, Tampa and Hillsborough County committed to: 1) implement strategies to encourage infill development within the Urban Development Boundary; 2) provide 1,500 affordable housing units; 3) create a Sustainable Communities Advisory Committee; 4) develop an integrated environmental regulatory and permitting team with state, regional and local agencies for streamlining environmental permitting and implement principles of ecosystem management; 5) implement a greenway corridor plan; 6) implement trolley service between downtown Tampa and Ybor City; 7) encourage development in the Brandon core by implementing road improvements and developing a town center concept; 8) revitalize areas in need or redevelopment such as the Tampa Enterprise Community and areas adjacent to the University of South Florida; 9) incorporate DCA’s Best Development Practices; 10) develop economic revitalization projects within the Central Business District; and, 11) adopt a Post Disaster Redevelopment Plan for the City of Tampa.

The Tampa/Hillsborough County Sustainable Community is the only community to assume full responsibility for DRI review within its adopted Urban Service Boundary.

Evaluation criteria by which the Tampa/Hillsborough County Sustainable Communities Project is to be measured include: amount of development occurring within and outside the Urban Development Boundary; number of affordable housing units provided within and outside the Urban Development Boundary; areas of natural areas preserved; transit ridership; amount of infill within distressed areas; total recycled water used; number of disaster mitigation projects completed; and net business start ups, among others.

**Florida Sustainable Communities Network**

As a method of encouraging participation in the sustainable demonstration project by communities that were not selected, DCA contracted with Florida A & M University, School of Architecture for the creation of a web based Florida Sustainable Communities Network. (FSCN or “Network”). The purpose of the Network as stated by DCA is to “offer all Florida communities the opportunity to go beyond the minimum requirements of growth management and to achieve sustainability.” The Network includes a web site that provides communities and the public with access to resources relating to sustainability from around the country, including case studies, articles, and success stories about the five designated communities and other communities that belong to the Network. A total of twenty-six cities and thirteen counties are participating in the Network. The address of the web site is http://sustainable.state.fl.us.

The Florida Design Initiative at the Florida A & M University School of Architecture is the entity with which DCA has contracted to create and maintain the Network. The FSCN web site was created in December 1997 and contains four searchable channels:

1) **News—articles** indexed on the topics of transportation, land use planning, citizen/visioning, sprawl infill, smart growth,
environment/energy, community indicators, and reviews.

2) Resources—contains a Sustainable Development database, Index/Community Indicators software, links to other sustainability web sites, events calendar and Real Audio reports from FCSN conferences and workshops.

3) Directory—contains links to contacts in all Florida communities in the Network, Regional Planning Councils (RPC’s), Water Management District, counties and cities in the Network, FSCN partner organizations and affiliated organizations and their web sites.

4) Forum—contains comments from readers and users of the web site, comments on the articles and reviews posted, and the RealAudio archive of FSCN.

The FSCN Web site receives over 9,000 users per month who download over 35,000 pages from the site.

In addition to the web site, the FSCN includes a technical assistance component accomplished through workshops and conferences. The FSCN holds an annual two-day conference for all thirty-eight communities in the Network and four to six regional workshops each year. The annual conference focuses on sustainable communities planning, including the topics of: community indicators of sustainability, mixed-modal transportation planning, community-building economic development, limiting sprawl and promoting infill development, and protecting the environment. The regional workshops address these topics in greater depth at the request of the RPC’s and local communities.

The FSCN has received over $1,000,000 of funding from the DCA’s Florida Energy Office during the life of the Sustainable Communities Project. The contract for fiscal year 1999-2000 between DCA and the Florida Design Initiative at FAMU was for $400,000. The department did not request funding for the Network for the 2000-2001 fiscal year and did not request money for or include the Network in its proposed budget for fiscal year 2001-2002.

INDEX Sustainability Indicators
In order to assist designated communities in evaluating the effectiveness of their sustainable projects, the department contracted with Criterion, Inc. of Portland Oregon, to provide it with indicator software that could be used by members of the Network. DCA contracted with Criterion to license a “Florida template version” of INDEX which is preprogrammed with the twenty-six indicators of sustainability that are identified in the enabling legislation for the Sustainable Communities Demonstration Project. The software is available free to all communities who are members of the Florida Sustainable Communities Network. In addition, DCA contracted with Criterion for technical support for members using the INDEX software. Communities who have worked with the software include Tampa, Orlando and Tallahassee. To date, money had not been budgeted by DCA for technical support for the use of the software in fiscal year 2000-2001.

METHODOLOGY

The Legislative Committee on Intergovernmental Relations (LCIR) issued a report entitled: “Preliminary Review of the Sustainable Communities Demonstration Project, June 2000” which focuses on the lessons learned from the Sustainable Communities Demonstration Project. As part of their study, the LCIR surveyed thirty-seven communities, including the designated communities and members of the Sustainable Communities Network. Staff supplemented the scope of inquiry of the LCIR review by interviewing stakeholder groups affected by the sustainable communities project. In addition, staff interviewed individuals responsible for administering the program, including the Secretary of the Department of Community Affairs.

FINDINGS

The LCIR, as a result of its study and survey of designated communities and members of the Florida Sustainable Communities Network, identified six “lessons learned” from its review of the program:

1. Responses to devolution vary widely.
2. If state oversight is reduced there should be corresponding accountability measures.
3. A connection between regulatory relief and sustainability has not yet been clearly established.
4. Technical assistance and access to resources help tie regulatory relief to positive outcomes.
5. Technical assistance is resource intensive and should be adequately planned for and provided.
6. Negotiated agreements are an important tool for changing the relationship between state and local governments.1

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1 Legislative Committee on Intergovernmental Relations, “Preliminary Review of the Sustainable Communities Demonstration Project, June 2000,” at p. 2.
While the LCIR’s review of the program focuses on the extent to which the program furthers the stated legislative goals of sustainability, this oversight review focuses on whether the program offers an appropriate model for growth management reform.

The Sustainable Communities Demonstration Project as a Model for Growth Management Reform

The Sustainable Communities Demonstration Project afforded local governments two opportunities to receive reduced state oversight from DCA. First, comprehensive plan amendments within the designated urban boundary and outside the coastal high hazard area are no longer reviewed by DCA. Second, designated communities could seek delegation of DRI review. The elimination of DCA review of proposed comprehensive plan amendments appears to have been very successful. The department only identified two amendments that they would have objected to if such amendments had been subject to state review. The City of Ocala was the designated community that adopted these amendments, and the background of the challenges is described under the discussion of the Ocala sustainable project.

Because of the reduced state oversight of comprehensive plan amendments, citizen enforcement of compliance with the Act takes on increased significance. In the case of the Ocala amendments, a citizen group came forward to challenge amendments viewed by some as inappropriate. However, the citizen group was deemed to not have adequate standing to challenge the comprehensive amendment in at least one of the cases. Accordingly, if the sustainable communities model is applied to more communities, it may be appropriate to adjust citizen standing requirements.

The second opportunity for designated communities to receive reduced oversight from DCA is in the review of DRIs. Under s. 163.3244(5)(b), F.S., designated communities within the urban growth boundary and outside the coastal high-hazard are exempt from DRI review to the extent established in the designation agreement. While Ocala and Orlando received delegation to review amendments to existing DRIs, Tampa/Hillsborough County were the only communities to receive delegation to review both new DRIs and amendments to existing DRIs. One of the reasons for the success of the DRI delegation in Tampa/Hillsborough is that the communities have experienced staff with the technical expertise necessary to perform the delegated DRI review function.

According to department staff, the DRI delegations have worked well and have not generated concerns over local governments reviewing DRIs inappropriately. In fact, staff of DCA are disappointed that more of the designated communities chose not to seek the DRI review delegation.

As a potential model for growth management reform, the major strength of the Sustainable Communities Demonstration Project is the collaborative and constructive relationship created between DCA and participating local governments. The following is a discussion of the strengths and weaknesses of the Sustainable Communities Demonstration Project.

Strengths:

1. State/Local Partnership: Perhaps the major success story of the demonstration project has been improvement in the relationship between DCA and the designated communities. The project allows for the formation of partnerships that create the opportunity for state and local government staff to work together to solve problems and promote positive changes.

2. Reduction of State Oversight: One of the major successes of the demonstration project is that the reduction in state oversight of comprehensive plan amendments, DRI projects, and amendments to existing DRIs did not result in decisions by the local governments that DCA would have objected to but for the project. In fact, DCA found that local governments continued to act in a responsible manner in their approach to community planning even though state oversight was removed.

3. Negotiated Agreements as a Tool: The designation agreements proved to have a benefit beyond a contractual statement of each party’s responsibilities. The agreements enabled the local governments to shift their planning resources from regulatory compliance to results oriented projects. The agreements appeared to lead to a greater commitment from local city and county commissions to follow through on longer term projects and to give local officials guidance on development proposals which were inconsistent with the designation agreements. Finally, the agreements enabled the creation of a partnership between DCA and the sustainable community that the participants viewed as more constructive than the traditional regulatory oversight role required by chapter 163, F.S.

4. Design-Oriented Community Planning: The project encouraged a number of design oriented community planning initiatives such as the Orlando Naval Training Center Urban Design Plan that are being integrated into many local government’s approaches to comprehensive
planning. For example, while not required by its designation agreement, Hillsborough County is implementing a neighborhood level community planning process. In addition, the FSCN has provided a forum for information sharing and dialogue on better community planning.

5. Citizen Participation: Some of designated communities have created citizen participation processes that have resulted in outreach and participation by groups who have not previously participated in the comprehensive planning process and lead to better communication between stakeholder groups.

6. Leveraging of Technical Assistance Dollars: The Florida Sustainable Communities Network has provided a very effective means of providing low cost technical assistance and outreach to communities on best planning practices. The major benefit of the Network is that it has allowed all communities and not just designated communities to benefit from the demonstration project. The acquisition of the INDEX community indicator software provides members of the NETWORK with a tool to measure the outcomes of their planning efforts.

7. Sustainability as an Organizing Principle: In implementing the demonstration project, DCA declined to define sustainability, but rather, to let each community define sustainability on their own terms. This approach had both advantages and disadvantages. According to the LCIR, most communities felt that the lack of a top down definition allowed for experimentation at the local level and, for several communities, provided a framework for stakeholder participation in collaborative planning.2 The disadvantage of this approach is that it makes it more difficult to assess the effectiveness of the program across communities.

Weaknesses:

1. Lack of a dedicated funding source: The major funding received by the designated sustainable communities was a one-time payment of $100,000, an amount that was not meaningful in terms of funding the projects to which the local governments committed in the designation agreements. Each of the five communities reported to the LCIR that more funding would help complete more sustainable projects. In its report, the LCIR recommends that DCA perform a needs assessment of what kinds of technical assistance would be most helpful to rural and smaller communities that lack the technical expertise to implement design oriented planning projects.3

2. Lack of measurable evaluation criteria for reviewing results: While each of the designation agreements state evaluation criteria for the success of the project, neither the designated communities nor the DCA have applied measurable evaluation criteria to a review of the demonstration project. DCA and the designated communities recognized this gap and attempted to bridge it through the use of the INDEX indicator software.

3. Limited test of DRI delegation: Because only one community, Tampa/Hillsborough, sought and obtained a full DRI delegation, the demonstration project was not a full test of the delegation of DRI review authority to local governments.

4. Problems with Intergovernmental Coordination: In staff interviews with stakeholders, several individuals reported situations where they felt that the sustainable communities designation impaired the ability of adjoining local governments to voice their concerns with a particular project or comprehensive plan amendment.

Position of DCA:

Without reauthorization of the program, the Sustainable Communities Demonstration Project stands repealed on June 30, 2001. The consequences of the repeal will be that the comprehensive plan amendments of the designated communities will again be subject to state review and that the DRI delegations associated with the designations will expire. DCA takes the position, in its letter of August 21, 2000, to committee staff, that the Sustainable Communities Demonstration Project should not be continued:

The program was conceived as a demonstration project that would provide a potential basis for evaluating and making changes to the growth management program. Rather than continue the program, we should identify its most positive aspects and use these positive aspects as we contemplate changes to the overall growth management program.

The department is already discontinuing some aspects of the project because of insufficient funds. For example, the Sustainable Communities Network will cease to exist. Similarly, it appears the technical support for the INDEX indicator software may no longer be funded.

2 Id. at p. 8.

3 Id. at p. 24.
**RECOMMENDATIONS**

- Convert the Sustainable Communities Demonstration Project to a certification program available to local governments who have the technical expertise and the willingness to: adopt an urban development boundary; implement design oriented community planning; and enter into a designation agreement with DCA. Within designated areas, DCA would not review comprehensive plan amendments but rather, local governments would adopt amendments and such amendments would be subject to challenge following the small-scale amendment process.

- Consider requiring a local government seeking certification to develop intergovernmental coordination tools either as part of a delegation of DRI review responsibilities from DCA or as a prerequisite to certification.

- Broaden citizen standing to challenge plan amendments within certified communities.

- Continue the Florida Sustainable Communities Network or revamp coverage of the Network to provide best planning practice information and low cost technical assistance to local governments of all sizes and levels of expertise.

- Fund the development of growth management indicators that evaluate state, regional and local outcomes of growth management efforts.

**COMMITTEE(S) INVOLVED IN REPORT** *(Contact first committee for more information.)*

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Committees on Transportation and Natural Resources

**MEMBER OVERSIGHT**

Senator Carlton