



## Connecticut's Changing Demographics

<i>The Changing Face of Connecticut and its Economic Future</i>	4
<i>Public School Enrollments and Planning in Connecticut</i>	12
<i>Latinos in the U.S.</i>	18
<i>State's Hispanic Population Tops 500,000</i>	19

**Also:**

<i>From The Bench</i>	23
<i>Connecticut Planner Profile</i>	24



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## PRESIDENT'S MESSAGE

All good things must come to an end. Well, I suppose mediocre things have endings too, and it is on that note that I write my last president's message. It has been a great privilege and honor to serve as the CCAPA President for the past three or so years and thank you to those that felt that I was capable of the task.

Emily Hultquist (formerly Moos) will officially be taking the helm starting October 1st. However, her work has already begun. Emily recently led a strategic planning workshop for the Executive Committee and will be transforming that work into an action plan to implement during her term. She will also be representing the Chapter at the APA National Fall Leadership meetings in Washington D.C., and can introduce her own flavor and personality to the work. I know that she will do exceptionally well.

I know that I have said it in past messages, but please wish her well. But it is more than just wishing her well, I am asking any of the negative nellys out there to not hold the "Chapter's wrongs," whatever they may be in your eyes, against her. She deserves a fresh start as she brings her style and ability to get things done to our organization. Yes, some planners can get lost in the negative.

As I reflect on the work that we have done over the past years, I am not sure that there are any major accomplishments, but I hope that we enabled the volunteers in this organization to be empowered to try their ideas and that the Chapter is continuing to progress forward, to be better than we were before. I also hope that we have been inclusive in our decision-making and that leadership was provided when needed, but did not overwhelm those who needed to do their work.

I am also hopeful that we can continue to bring new people into the leadership roles within the organization. New does not always mean young. While I have seen more new faces, I know that more are needed to promote the profession and I hope you will find ways to get, or stay involved. I will be involved for three more years as a member of the Executive Committee in the role of Immediate Past President. I hope to provide Emily with the support she needs as she embarks on her new role.

To Emily!

Cheers. 🍷

— Jason A. Vincent, AICP 

## CONNECTICUT PLANNING

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## FROM THE EDITOR

The theme of this issue — Connecticut's Changing Demographics — has personal significance for me, as I sit here with my newborn twins contemplating what the future holds for them. Who will their classmates be? What will Connecticut be like when they finish school? Will it be somewhere they want to settle down eventually?

While we as planners often provide demographic data on a perfunctory basis — the necessary first chapter of a local plan — it is important to really take stock in what current demographic trends mean for the future of our communities and state. Who are we planning for? And, how will current projects benefit or hinder future generations?

With that in mind, I hope you will find the articles in this issue thought-provoking. Among them, you can read some of the staggering statistics on Connecticut's workforce and the long-term implications of current conditions;

find out how and why planners might involve themselves more deeply in local school planning; and, learn about ways to incorporate traditionally marginalized ethnic groups in local planning and policy-making. The face of Connecticut is changing, and we as planners, must help our communities accept and strategically plan for, if not embrace these changes.

Finally, I'd like to thank Jason Vincent for his service as our Chapter President and general dedication to Connecticut planning. CCAPA is in a strong position to continue to make planning relevant in our communities and state, in no small part due to its volunteer leadership.

Enjoy your fall! 🍂

— Rebecca Augur 



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# The Changing Face of Connecticut and Its Economic Future

by Orlando J. Rodriguez, M.A., Senior Policy Fellow, Connecticut Voices for Children

**Y**ou have heard it before and more than once. The state's population is aging dramatically and the size of its workforce is on the verge of a long-term decline. Furthermore, wages have not kept pace with inflation for most of the state's workers. Headlines that point to a declining unemployment rate mask worrisome trends in the state's economy. You have to look below the surface to see the dramatic change in the state's workforce, as outward appearances are deceiving.

In Connecticut, many people have stopped looking for work, even though the unemployment rate has declined to

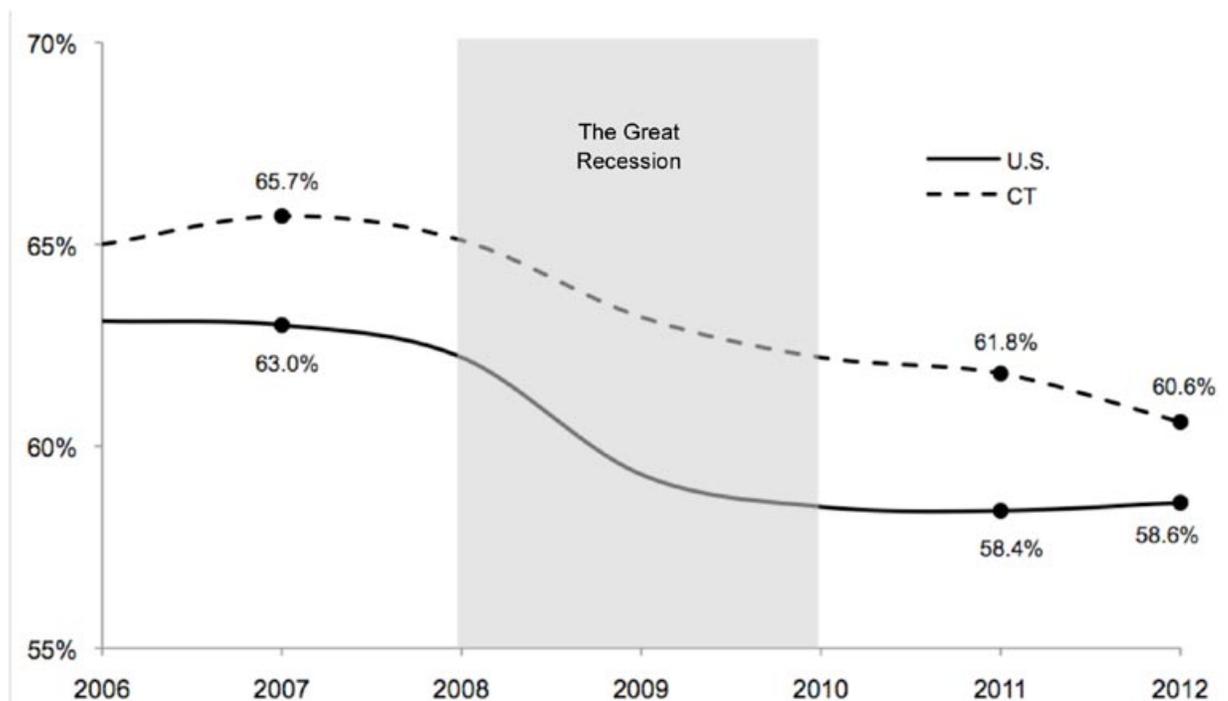
8.1 percent (August 2013, seasonally adjusted) from the historic peak of 9.4 percent, in the fall of 2010.<sup>1,2</sup> The recent decline in the unemployment rate is misleading because workers who have left the workforce are not counted. A more accurate story of the state's changing workforce emerges when you focus on who is working, and who is not, as we found in Connecticut Voices for Children's recent report, *State of Working Connecticut 2013: Young People in the Workforce*.<sup>3</sup>

## The Workforce is Shrinking Now

The labor force includes people who are working or actively looking for work.

(continued on page 5)

Figure 1: Employment-to-Population Ratio: 2006 to 2012



## Changing Face of CT, cont'd

In Connecticut, the resident labor force (people who live in CT) peaked in May/June 2010, at 1,915,300.<sup>4</sup> By August 2013, the labor force had declined by 63,600 or 3.3 percent from the peak in 2010. Connecticut is also rapidly losing its labor force as compared to other states. Between 2011 and 2012, Connecticut had a 2.5 percent decline in its labor force participation rate, which was the 4th largest decline among the states.

The reasons for a declining labor force likely differ between whites, Blacks, and Hispanics. Among whites, an aging population retiring from the workforce is a major contributing factor to a declining labor force. In 2012, Connecticut had the highest long-term unemployment rate in the country for those ages 55 and over. In contrast, the Black and Hispanic populations are younger but with high rates of unemployment suggesting an exit from the labor force because of an inability to find jobs. The size of the labor force among Blacks and Hispanics may rebound

when the state's economy increases the availability of jobs.

Alternatively, the employment-to-population ratio (see Figure 1) includes only employed individuals as a percentage of the working-age population. This is a better measure of an economy's ability to provide employment than looking at labor force counts alone. A higher employment-to-population ratio indicates that a larger portion of all *potential* workers are employed. This could reflect a healthier economy depending upon the type of jobs available. As Figure 1 shows, Connecticut had a higher employment-to-population ratio in 2012, at 60.6 percent, than the U.S., at 58.6 percent, but the ratio has fallen steadily in Connecticut in recent years. From 2011 to 2012, Connecticut's employment-to-population ratio declined by 1.2 percentage points, which was the 4th largest one-year decline among the states.

Yet another view of the employment situation is to count only residents who are employed and exclude those who are

*(continued on page 6)*

**In Connecticut, many people have stopped looking for work, even though the unemployment rate has declined to 8.1 percent...**

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## Changing Face of CT, cont'd

unemployed but actively seeking work. Here again, the number of workers is declining. The number of employed state residents (including those working out-of-state) peaked in March 2008, at 1,771,700.<sup>5</sup> By August 2013, there were 70,300 fewer state residents with jobs.

Regardless of how you slice and dice the statistics, the number of Connecticut residents with jobs is declining even if the unemployment rate suggests otherwise.

### Finding a Job is Really Tough for Younger Workers

The unemployment rate for young workers (ages 16-24) in Connecticut was 17.1 percent in 2012, which was more than double the overall rate of 8.4 percent statewide. Young workers have historically experienced higher unemployment rates than older workers, and unemployment among Connecticut's youngest workers has more than tripled from the low of 5.6 percent, in 2000. Unemployment among the state's youngest workers (ages 16-19) is even higher in the state's most populous urban centers, as shown in Figure 2.<sup>6</sup>

Bridgeport has the highest unemployment rate for the state's youngest workers (ages 16-19) at a shocking 49.5 percent, with Waterbury not far behind at 48.1 percent. The state's eight most populous towns all have unemployment rates above

the national rate for the youngest workers ages 16-19. Among slightly older workers ages 20-24, seven of these eight towns also have unemployment rates above the national rate with the highest, also Bridgeport, at 31.9 percent. Only Danbury has a lower unemployment rate than the national rate for those ages 20-24.

These eight towns account for more than 28 percent of the state's 15-24 year olds, but a far larger 60 percent of Hispanic and Black youth in Connecticut.<sup>7</sup> Youth unemployment rates by racial/ethnic group are not available for Connecticut, but the national rates in Figure 3 provide a useful comparison of the disproportionate rates of unemployment among minority youth.

The gap in youth unemployment is largest between whites and Blacks. For those ages 16-19, unemployment among Blacks is nearly double the rate for whites. Similarly, for those ages 20-24, unemployment among Blacks is nearly twice as high as among whites.

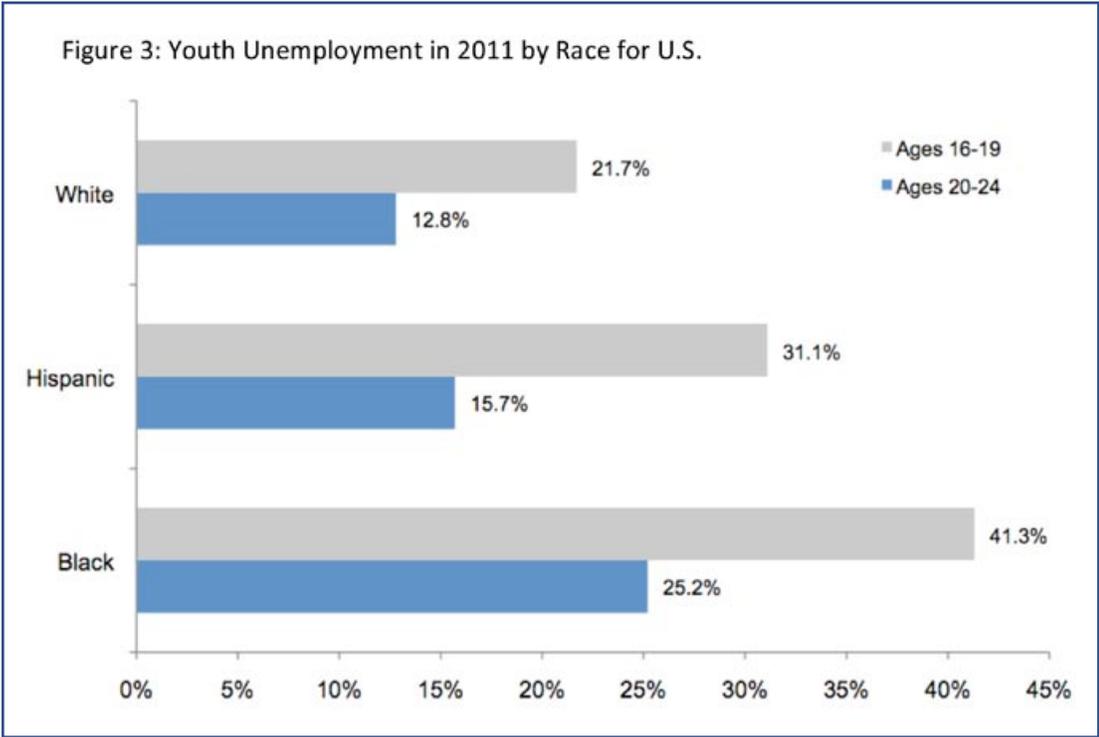
High youth unemployment today will negatively affect this population of workers throughout their careers. They will experience lower earnings and more frequent periods of unemployment compared to young workers who are able to find employment early in their working lives. Estimates show that for the population ages 16-24, each individual who is not working and not in school costs tax-

*(continued on page 7)*

High youth unemployment today will negatively affect this population of workers throughout their careers. They will experience lower earnings and more frequent periods of unemployment compared to young workers who are able to find employment early in their working lives.

Figure 2: Youth Unemployment in 2011 in Connecticut's Most Populous Towns

Cities	Unemployment Rate for Ages 16-19	Unemployment Rate for Ages 20-24
Bridgeport	49.5%	31.9%
Waterbury	48.1%	18.1%
New Haven	44.4%	27.6%
Danbury	42.3%	13.6%
Norwalk	41.0%	24.4%
Stamford	33.3%	17.4%
Hartford	32.6%	23.1%
New Britain	31.6%	24.8%
<b>United States</b>	<b>29.6%</b>	<b>16.8%</b>



**Changing Face of CT, cont'd**

payers \$13,900 annually. After they reach age 25, there will be an additional taxpayer cost of \$170,740 over the individual's lifetime.

In reality, these staggeringly high unemployment rates for the state's urban youth are even higher as they do not include young workers who have stopped looking for work because of a lack of jobs.

**New Jobs are Paying Less**

The state lost roughly 120,000 non-farm jobs during the Great Recession, which officially began in Connecticut in March 2008 and ended in January 2010.<sup>8,9</sup> As of August 2013, the state had recouped roughly half of the jobs that were lost.

Unfortunately, the replacement of old jobs with new jobs has not been an apples-to-apples swap. For example, from 2011 to 2012, for each job lost in the Finance and Insurance sector there was a gain of 2.5 jobs in the Accommodations and Food Service sector. This job swap resulted in a net loss of \$2,075 in weekly wages because the average wage in Finance and Insurance was \$2,990 compared to a dramatically lower \$366 in Accommodations and Food Service. It takes more than 8 jobs in the Accommodations and Food Service sector to replace the

income from only one job in Finance and Insurance. Statewide, the average quarterly wage has declined from \$16,539, in 2007, to \$16,290, in 2012.<sup>10,11</sup> This decline in wages has not been borne equally among the state's residents.

The income gap between the state's highest paid and lowest paid workers continues to widen. Wages for the highest paid workers in Connecticut have increased since 2007, while wages of the lowest paid workers have declined. As shown in Figure 4 (in 2012 inflation adjusted dollars), the hourly wage for the upper 90th percentile earners increased from \$45.24, in 2007, to \$48.07, in 2012. During this same period, the hourly wage for the lowest 10th percentile earners decreased from \$9.51 to \$8.82.

Wage disparity has also increased for minority workers and women in Connecticut. After adjusting for inflation, from 2007 to 2012, whites have seen a slight increase in the hourly wage whereas Blacks have experienced stagnant wages and Hispanics have endured a decline in wages of 9 percent. Hourly wages for women have declined by 3.6 percent compared to an increase of 3.9 percent for men. Furthermore, workers with at

*(continued on page 8)*

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## Changing Face of CT, cont'd

least a bachelor's degree have experienced a much smaller decline in wages than those with less education. Connecticut workers with only a high school diploma have had their hourly wage decline by 8.6 percent. In Connecticut, only workers with at least a bachelor's degree earn more than the state's median wage.

The unemployment rate both understates the true level of unemployment and disregards the net loss in income to state residents as lower income jobs are replacing higher income jobs. Furthermore, the unemployment rate masks that Connecticut's women, minorities, and those without a college education are bearing the brunt of the economic fallout from the Great Recession.

### The Future is Now

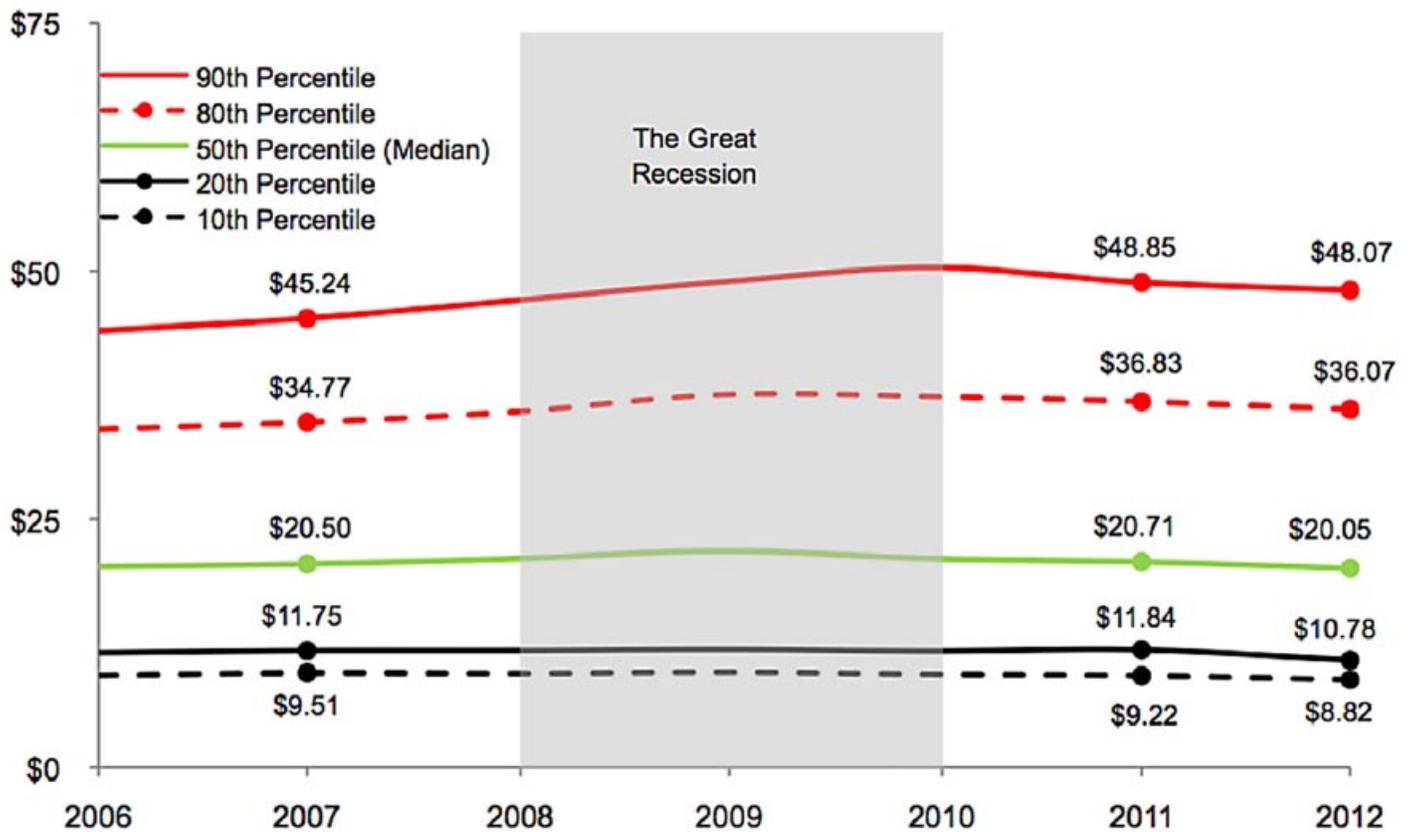
Connecticut's economic future is facing a strong headwind including an aging workforce, more retirees, fewer workers, and an increasing income gap between

older, well-educated whites and younger, less educated minorities.<sup>12</sup> In 2010, Blacks and Hispanics comprised 22 percent of the states working-age population (ages 20-64). By 2030, Blacks and Hispanics are forecast to account for a larger 32 percent of the state's working-age population. Even more so now, the question posed by the New England Public Policy Center in 2010 remains relevant, "... how [can] a proportionately smaller working-age population provide the continuing productive capacity to support a proportionately larger population of retirees?"<sup>13</sup> This situation becomes even more dire when younger workers have less education and therefore lower earnings potential than the older workers they are replacing.

If demographic forecasts hold true, the state's pool of potential workers will peak around 2015 and then start a steady decline. The state is already experiencing a decline in the labor force and there are fewer Connecticut residents working

*(continued on page 9)*

Figure 4: Hourly Wage by Percentile: 2006 to 2012



## Changing Face of CT, cont'd

now than in 2008. If the income gap between whites and minorities is not closed, per capita income for the state's working-age population will also peak around 2015 and is forecast to decline by nearly 9 percent from 2010 to 2030. In addition, the state's future workforce living in its urban centers is experiencing unemployment rates well above the national rate. The longer it takes these workers to land their first job, the lesser their prospects of having the same lifetime earnings as older workers now approaching retirement.

Wages were forecast to start declining around 2015; however, Connecticut has already seen a decline of 2.2 percent in the median hourly wage, from 2007 to 2012. One consequence will be downward pressure on state income revenues as earned income declines. This is already happening as state comptroller Kevin Lembo reported in September 2013, "The payroll component of the income tax, which accounts for 60 percent of the total income tax receipts, was down slightly from last year [2012-2013]."<sup>14</sup>

So, has the future come early to Connecticut? It sure does look like it. Trends in employment and income that were forecast to begin around 2015 appear to be here now. The Great Recession may have sped the coming of changes in employment trends that were not expected for another few years.

## Connecticut's Economic Potential: The Luck of Geography

Even with all the adverse trends now affecting the state's economy, Connecticut can turn around its current economic trajectory. The state does have the potential to continue to provide a high quality of life for the next generation of residents, but this requires targeted investments that will yield assured benefits.

Connecticut has the 7th oldest population in the U.S., which is just a couple of notches younger than Florida at 5th oldest.<sup>15</sup> In comparison, Maine, Vermont, and New Hampshire have even older populations ranking 1st, 2nd, and 3rd nationwide in median age. Unlike these

northern New England states, Connecticut has a young population that is sufficiently large to support the coming tsunami of retirees. However, Connecticut has among the largest K-12 achievement gaps in the country between whites and minority students, and the state's youth — its future workforce — is increasingly composed of minorities with significantly lower educational achievement than their white counterparts.<sup>16</sup>

Connecticut must narrow the achievement gap to ensure there is a large enough pool of well-educated and well-paid workers to maintain the state's high quality of life, and to provide a broad tax base to maintain programs that support a rapidly aging population. This requires investing now in both quality early childhood education and K-12 public education that will yield better livelihoods for all of the state's future workforce. Greater access to and affordability of higher education is necessary. Job training programs must be targeted to fill positions that are currently available

*(continued on page 10)*

**So, has the future come early to Connecticut? It sure does look like it. Trends in employment and income that were forecast to begin around 2015 appear to be here now.**

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**It is not a coincidence that the state's best performing economic regions border metro-NYC in southwestern Connecticut. Investments must be made to improve the transportation infrastructure in southwestern Connecticut to pull the metro-NYC economy deeper into Connecticut.**

## Changing Face of CT, cont'd

without flooding the job market. Many more summer jobs are needed to reduce the staggeringly high youth unemployment rates in urban centers. Young workers cannot find their second job until they have a first job.

Most importantly, Connecticut sits next to the largest regional economy in the country — metropolitan New York City — with a Gross Domestic Product approaching \$1.3 trillion.<sup>17</sup> Not surprisingly, Connecticut's Danbury and Bridgeport-Stamford Labor Market Areas (LMAs), which border metro-NYC, weathered the Great Recession much better than other areas of the state.<sup>18</sup> While the statewide unemployment rate peaked at 9.9 percent (monthly, not seasonally adjusted), the peak in the Danbury LMA was 8.5 percent and 9.3 percent in the Bridgeport-Stamford LMA.<sup>19</sup>

In particular, the Danbury LMA has outperformed other areas of the state in job retention and creation. Since the end of the Great Recession, the Danbury LMA added 11.8 percent new jobs, which was the highest job creation rate among the state's nine LMAs and well above the statewide gain of 7.2 percent.<sup>20</sup> In August 2013, the unemployment rate in the Danbury LMA was 6.5 percent; again, the lowest among the state's nine LMAs and well below both the statewide rate of 8.1 percent (not seasonally adjusted) and the national rate of 7.3 percent.<sup>21</sup> Furthermore, in the first six months of 2013, the Bridgeport-Stamford LMA had a job growth rate of 1.37 percent, which was the highest among the state's LMAs and

exceeded job creation both statewide and nationally.<sup>22</sup>

It is not a coincidence that the state's best performing economic regions border metro-NYC in southwestern Connecticut. Investments must be made to improve the transportation infrastructure in southwestern Connecticut to pull the metro-NYC economy deeper into Connecticut. In addition, more affordable housing is needed in this region so people can both *live* and work in Connecticut.

The state's proximity to the largest regional economy in the country — metro-NYC — is an economic gift to Connecticut, which has yet to reap its full potential. Connecticut's economic future is literally at its doorstep. ■

## Endnotes

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## Changing Face of CT, cont'd

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<sup>11</sup> BLS Inflation calculator at [www.bls.gov/data/inflation\\_calculator.htm](http://www.bls.gov/data/inflation_calculator.htm).

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<sup>15</sup> American Community Survey, 2012 1-yr data, table B01002.

<sup>16</sup> National Center for Education Statistics at <http://nces.ed.gov/nationsreportcard/statecomparisons/>

<sup>17</sup> Bureau of Economic Analysis, Economic Growth Continues Across Metropolitan Areas in 2011, February 2013. Available at [www.bea.gov/newsreleases/regional/gdp\\_metro/2013/pdf/gdp\\_metro0213.pdf](http://www.bea.gov/newsreleases/regional/gdp_metro/2013/pdf/gdp_metro0213.pdf).

<sup>18</sup> Feder, Kenney, and Orlando Rodriguez, *The State of Working Connecticut 2012: Employment, Jobs and Wages in the Wake of the Great Recession*, Connecticut Voices for Children, August 2013. Available at [www.ctvoices.org/publications/state-working-connecticut-2012-employment-jobs-and-wages-wake-great-recession](http://www.ctvoices.org/publications/state-working-connecticut-2012-employment-jobs-and-wages-wake-great-recession).

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<sup>19</sup> Unemployment rates for Labor Market Areas are not seasonally adjusted.

<sup>20</sup> CT Dept. of Labor, QCEW data downloaded 23sept2013 for 1st quarter 2010 and 4th quarter 2012. Available at [www1.ctdol.state.ct.us/lmi/202/202\\_minorareas\\_wia.asp](http://www1.ctdol.state.ct.us/lmi/202/202_minorareas_wia.asp).

<sup>21</sup> CT Dept. of Labor, Local Area Unemployment Statistics downloaded September 5, 2013. Available at [www1.ctdol.state.ct.us/lmi/LAUS/lmi122.asp](http://www1.ctdol.state.ct.us/lmi/LAUS/lmi122.asp).

<sup>22</sup> Kennedy, Daniel, Connecticut's Regions and the Current Recovery, Connecticut Dept. of Labor, Sept. 2013. Available at [www1.ctdol.state.ct.us/lmi/digest/pdfs/cedsep13.pdf](http://www1.ctdol.state.ct.us/lmi/digest/pdfs/cedsep13.pdf).

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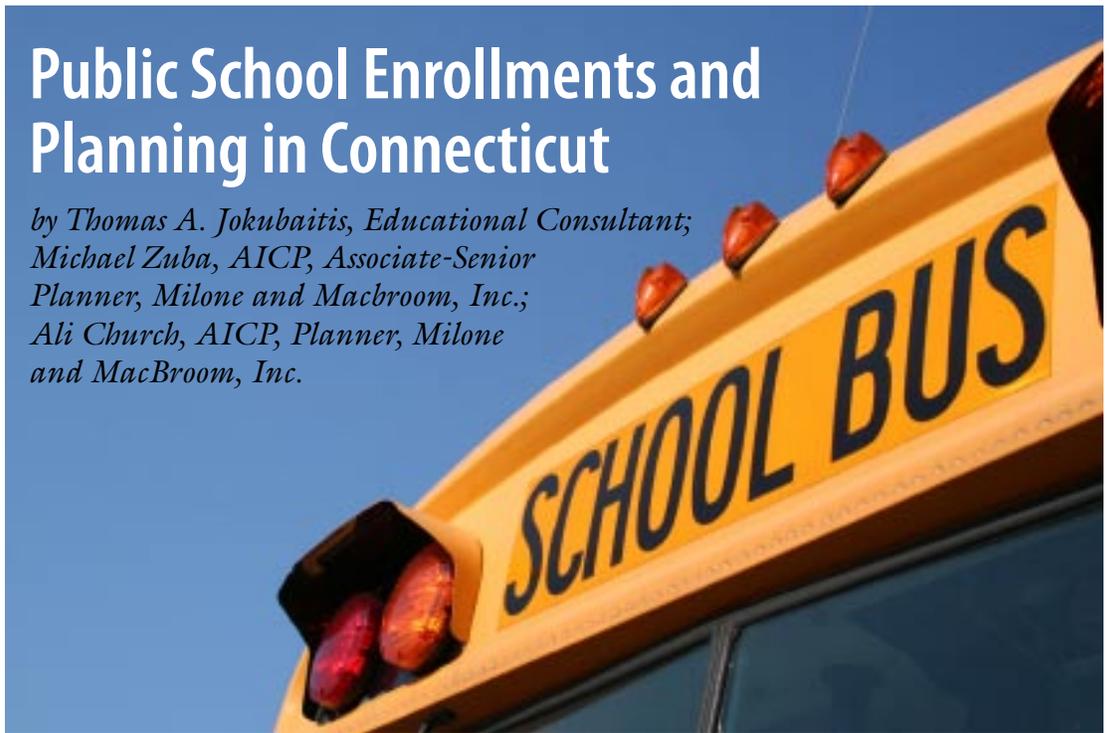
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# Public School Enrollments and Planning in Connecticut

*by Thomas A. Jokubaitis, Educational Consultant;  
Michael Zuba, AICP, Associate-Senior  
Planner, Milone and Macbroom, Inc.;  
Ali Church, AICP, Planner, Milone  
and MacBroom, Inc.*



**Given the current Connecticut demographic trends for out-migration and a decreased population of women of child-bearing ages, it is most likely that the next student population peak will be lower than the most recent peak and the cycle of increasing enrollment will be extended.**

Pick up a regional paper anywhere in the State, and you are likely to find some community or regional school district grappling with how to manage operations in the face of declining enrollments. The decline in Connecticut's public school enrollments began in the mid-2000s, before the economic recession of 2008. In fact, statewide PK-12 public school enrollments decreased 4.2% from 2004-05 to 2011-12. Some rural and suburban districts have experienced enrollment declines three to four times the statewide decline over the same time period.

Enrollment declines in the Northeastern U.S. and Connecticut are forecasted to continue over the next decade. The National Center for Education Statistics projects Northeastern states to experience decreases in public school enrollments through the 2020-21 school year, except in Maine, New Jersey and Vermont. Connecticut is projected to lose an additional 2.6% by 2020-21. The nation on the whole is projected to gain 6.9% in PreK-12 public school enrollment.

School enrollments in the last century displayed a cyclical pattern — usually peaks and valleys in cycles of approximately 25 years. Given the current Connecticut demographic trends for out-migration and a decreased population of women of

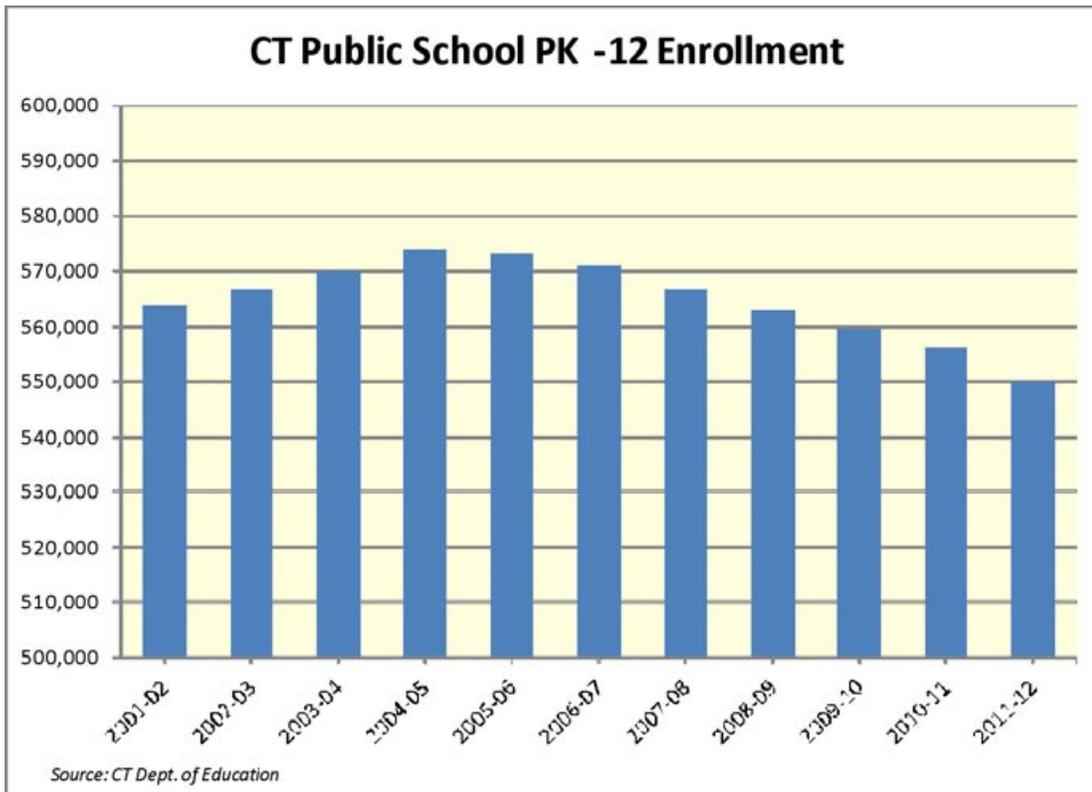
child-bearing ages, it is most likely that the next student population peak will be lower than the most recent peak and the cycle of increasing enrollment will be extended.

## **What opportunities and challenges do falling enrollments present to communities, and how are towns reacting?**

The current period of general enrollment decline in Connecticut is accompanied by an economic decline and unprecedented demand for higher performing schools. The confluence of these factors creates substantial challenges for school district and local leaders, and their communities. Business as usual is doomed to failure on all fronts. Planning is fundamental to ensuring challenges are met and progress realized toward a “preferred future.” A clear understanding of the variables affecting a community and its schools enables both school and community leaders to proactively engage in a process to confront those issues and create specific steps to realize goals supported by the community. It is a process to help shape a preferred future rather than allow time and circumstances to control the destiny of a community.

In those communities where student population is declining substantially, it is

*(continued on page 13)*




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### Public School Enrollments, cont'd

important to take stock of facility assets, school programs, and the extent to which enrollment trends would enable consolidation of schools and reducing the scope of the organization through school closings. From a fiscal standpoint, effective management of “decline” can often result in program improvements. It is possible that “less” can be “more.” Implementing all-day kindergarten programs is an example of how this concept works. Lower enrollment and decreased staffing frees up both classroom space and salary resources that may be redeployed to other uses that can be more effective program options than were previously possible. It is important for school leaders to have a vision for the school district that is broadly understood and embraced by the community.

On the other hand, there is an emotional side to enrollment decline and school closings that affects community neighborhoods, staff morale, families, and students. One can expect pushback from any proposal to close a school. This may be mitigated by good planning, effective communication, and ensuring parents and students of something better at the end of the bus ride in terms of facilities and school programs.

Most communities have about 75% or higher of their citizens who are non-consumers of the education system and its programs. These taxpayers have benefited from schooling in the past but are often concerned about what is perceived to be the “high cost” of education today. Some parents also have difficulty supporting their households during these difficult economic times and may not be supportive of school budgets. Many school districts have experienced “zero” budget increases in the past few years and several school districts have experienced multiple years of no budget increase. A zero budget increase is actually a decline in resources as many budget items continue to increase annually. School districts that have financially “survived” the past several years have managed resources well, they have communicated their needs well, and they have downsized their organizations to demonstrate fiscal responsibility to the community.

Closing a school reduces the size of the organization and the costs of operating a facility. If a school is more than 40 years old and has not been well maintained, it is likely that a substantial cost avoidance in capital projects can be real-

*(continued on page 14)*

**In those communities where student population is declining substantially, it is important to take stock of facility assets, school programs, and the extent to which enrollment trends would enable consolidation of schools and reducing the scope of the organization through school closings.**

## Public School Enrollments, cont'd

ized. A National Council of Educational facilities publication estimated that net cost savings alone for closing an elementary school is about \$500,000; a middle school about \$1,000,000; and, a high school about \$2,000,000.<sup>1</sup> These are rough estimates and cost savings will vary depending on the size of the school, its condition, and operational efficiencies realized, its geographic location, and the number of personnel released from their positions as a result of the consolidation. Announcing a school closing well in advance may enable some personnel reductions to be realized through attrition due to retirement or relocation. Some continuing cost may be realized by the school district or community for a school that has been closed depending on decisions of how to use or dispose of the facility once it is no longer needed for educational purposes. The reduced number of schools in a system will result in continuing savings for whatever period of time the commu-

nity is able to maintain the scope of that organization. Enrollments will undoubtedly rise in the future and careful planning may enable re-commissioning schools that had been mothballed, providing additions to existing schools or constructing newer, more efficient facilities thoughtfully located to meet community needs.

Despite the fact that enrollments in Connecticut are declining in most school districts, this does not mean those districts will be able to close school buildings. School facilities are planned to implement statutorily defined programs of study. Schools are also planned to accommodate a certain number of students per class, generally 15-24, depending on the grade level and/or the nature of the program. Under current operational standards, it takes a substantial enrollment reduction to consider closing a school. It is always prudent to simulate school consolidation prior to making a final decision on closure to ensure the "fit" of both programs and students within the receiving school. While school consolida-

*(continued on page 15)*



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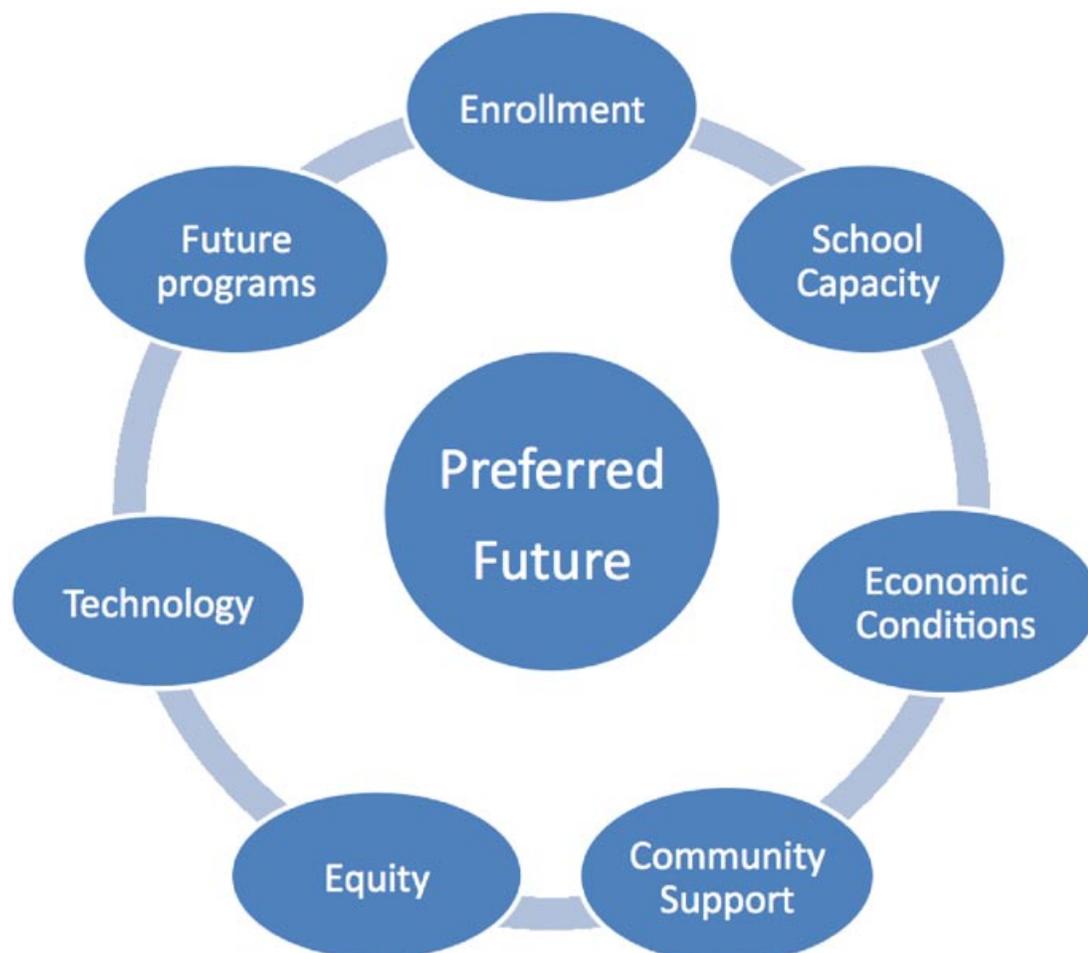
## Public School Enrollments, cont'd

tion could result in considerable net savings, it is important to realize that all the children and most of the teaching staff in the school to be closed will be transferred to a receiving school. One cannot expect that all operating costs associated with the school to be closed can be reduced from the school district budget. In fact, many districts attempt to mitigate public and parent objections to school closings by providing improved programs or services for all students in the receiving school — the costs of which are realized through the savings of closing a school. Examples some communities have provided in receiving schools include increased learning support services, instructional coaches, world language programs starting earlier in elementary and middle schools, all-day kindergarten, expanded preschool programs, theme-based schools of choice, and increased enrichment programs. When parents and students realize there will be something better at the end of the bus ride, they will be more inclined to

accept a school closing decision. When parent and students at the receiving school come to realize that having more students also provides enriched educational opportunities they, too, will be more willing to accept school consolidation.

There are many variables at play in communities that affect long-term decisions. It is important to integrate these variables in the planning process to ensure the best decisions are made to enable a community and its school to achieve a preferred or desired future. The following diagram provides an illustration of the most significant variables at play in one school district. The significant variables will vary somewhat from one school district to another. For example, racial balance, equity in school facility resources at different schools, economic conditions in a community, and geographic transportation constraints are some factors that become significant factors in long-term school district planning. The idea is to become more strategic in planning

*(continued on page 16)*



**While school consolidation could result in considerable net savings, it is important to realize that all the children and most of the teaching staff in the school to be closed will be transferred to a receiving school. One cannot expect that all operating costs associated with the school to be closed can be reduced from the school district budget**

Many towns and neighborhoods in Connecticut are defined by the quality and character of their schools and the sense of community they instill. The role of planners going forward requires working toward a model where quality of life, and therefore quality of schools, is critical.

## Public School Enrollments, cont'd

and optimize opportunity for success by considering all significant variables in an integrated solution or plan to realize the preferred future. It has been stated that planning is the process for making dreams come true.

### How can local planners get involved in the long-term school planning process?

In respect to changing student demographics, the role of town planners should be twofold. Planners should work with school administrators to maintain regular school facility inventories that analyze both the condition and capacity of district-wide facilities. Planners should also open lines of communications with administrators regarding how changes in housing, new developments and other physical town changes will have the potential to impact future enrollments and facility investment and planning.

School facilities planning should not be a static task that is done once a decade as part of plan of conservation and development update. Town planners and school administrators should be aware of demographic shifts, take in to account regular changes and upgrades to facilities, and listen to general community concerns. This allows for better budgetary planning with regard to capital improvements, and for better utilization of all community spaces. If enrollments decrease, for example, communities can begin to look at ways to use excess space in a well-maintained facility for non-educational town uses that may be lacking. If enrollments increase and new school facilities are planned, the community can choose to plan, as part of the design process, for inclusion of community spaces, facilities, or amenities. Meeting rooms or ball fields that are lacking in the community, for example, may be incorporated into new school facilities. As school en-

rollments change over time, it will be important for future facilities to have spaces that are flexible and adaptable to changing educational and community demands. Tight budgets and shifting demographics make it critical to properly plan for all town-wide facilities.

Open dialogue between school administration and planning and development staff regarding overall planning initiatives and trends, and developments — proposed or approved with the potential for significant impact on schools, is crucial to a proactive planning process. Even though housing development has slowed in the state in the past five years, it certainly has not stopped. School administrators must be kept abreast of residential developments in order to assess the impact of any new students on the system. Planning and development staff must also understand this impact in order to better advise developers on meeting their community responsibilities, especially with large-scale residential developments. Rather than being caught off guard when 25 or 125 new students show up in a district following the completion of a new development project, schools and planners can work together to ensure that safe walking routes to schools, pre-planned bus stops, or even new ball fields or other facilities are part of the development from the design phase.

Many towns and neighborhoods in Connecticut are defined by the quality and character of their schools and the sense of community they instill. The role of planners going forward requires working toward a model where quality of life, and therefore quality of schools, is critical. Better communication and planning with school officials, especially in times of significant change as Connecticut is currently experiencing, will ensure that the high quality of Connecticut's school facilities and educational system continues far into the future. ■

## Endnotes

<sup>1</sup> Edward McMillan, "Closing a School Building: A Systematic Approach," National Clearing House for Educational Facilities, 2010.

School facilities planning should not be a static task that is done once a decade as part of plan of conservation and development update. Town planners and school administrators should be aware of demographic shifts, take in to account regular changes and upgrades to facilities, and listen to general community concerns.

## CCAPA FY 13-14 APPROVED BUDGET

### REVENUE

Dues Revenue (AICP & APA Rebate)	\$ 24,000.00
Conference and Workshop Registration Revenue	11,500.00
Advertising Revenue	8,400.00
Investment Revenue – Interest	75.00
Other Revenue (Transfer from Reserves)	3,126.22

**Total Revenue** **\$ 47,101.22**

### EXPENSES

Professional Fees – Management (Website)	2,800.00
Professional Fees – Management (Newsletter)	12,500.00
Professional Fees – Consulting (Legislative Monitoring)	5,500.00
Professional Fees – Consulting (Accountant)	1,100.00
Insurance – Other	1,500.00
Supplies – Office Admin (Executive Committee)	100.00
Supplies – Books & Resources (AICP Materials)	100.00
Supplies – Other (Awards)	750.00
Telecommunications and E-cost	360.00
Photocopying & Duplicating Cost	50.00
Postage, Handling and Freight	50.00
Printing Cost	100.00
Travel – Lodging	3,711.45
Travel – Food	562.22
Travel – Transportation	1,682.55
Travel – Other	2,085.00
Admin – Bank Fees	400.00
Advertising	500.00
Sponsorships Paid	1,000.00
Grants Paid (Scholarships)	2,000.00
Mtgs Exp – Meal & Beverage Service	6,300.00
Mtgs Exp – Equipment Rental	250.00
Mtgs Exp – Facilities Rental	1,200.00
Mtgs Exp – Honorarium/Speaker Fees	2,500.00

**Total Expenses** **\$ 47,101.22**



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## Latinos in the U.S.

by Vicky Carrasco, University of Maryland, Department of Agriculture and Resource Economics; Cecilia Giusti, Ph.D., Faculty Fellow, Center for Housing & Urban Development, Texas A&M University

According to the Pew Research Hispanic Center's most recent report, the nation's Latino/Hispanic population has increased by 48% from 2000 to 2011. Nationally, that translates to about 17% of the country's population being of Hispanic decent. By state, counties or municipalities, though, that number varies, and there are many cities and regions that are experiencing different growth dynamics. Geographically, two thirds of Hispanics live in five states: California, Texas, Illinois, New York and Florida. Additionally, fast growing rates have also been seen in Minnesota, Kentucky, North and South Carolina, and Arkansas. As communities throughout the U.S. diversify, addressing the shifting demographics and planning needs of a growing Latino/Hispanic population is a timely discussion for planners.

The Latinos and Planning (LAP) Division of the APA, one of the newest divisions, was created to address planning issues related to working with Latino communities. What are the current trends in the U.S. regarding this growing population? What are some of the considerations that planners should take into account when trying to engage Latinos in the planning process?

### Know Thy Audience: The Latino/Hispanic Community

Becoming familiar with the changing demographics in the Latino community is essential. Knowing your Latino/Hispanic audience, like in every planning process or outreach effort, is 'muy importante' (very important). Who are the Latinos in your community? How long have they been there? The LAP division's past chair, Leo Vasquez, states "An important thing to understand about planning in Latino communities is that even in small concentrations, Latinos are diverse and sometimes divided. Though they get batched together in census stats, Latinos can come

from more than a dozen countries, be of any race, and may be divided by income in the United States, class, heritage, and levels of assimilation with Anglo culture. It's a good idea to find out about the diversity of Latinos in the community before conducting formal outreach methods." Furthermore, planners should be careful in making assumptions. Trust is built by knowing the individuals and being interested in their perspectives.

**Though they get batched together in census stats, Latinos can come from more than a dozen countries, be of any race, and may be divided by income in the United States, class, heritage, and levels of assimilation with Anglo culture.**

### Engaging and Planning for the Latino/Hispanic Community

Learning and adapting public participation processes for your target audience, especially for the Latinos in a community, is critical. Leo states that "The traditional town hall models of community engagement, which was refined in Anglo-American civic centers and African-American churches, may be foreign and intimidating to Latinos who have never been involved with collaborative planning. There are various ways to engage Latinos and anyone else who may not feel comfortable in the town hall setting." Various approaches include working with sports clubs, ethnic organizations, Catholic and Spanish-language churches, and social service agencies in the area. Planners should also consider the language barrier. "It's good to have materials in Spanish as a sign of respect to those whose first language is not English" (Leo Vasquez). As planning in diverse communities grows, planning

*(continued on page 22)*

# State's Hispanic Population Tops 500,000

by Denise Buffa, The Hartford Courant, June 13, 2013, Reprinted with Permission

In New London, town officials have instructed their police to refrain from inquiring about a suspect's immigration status and are encouraging more Latinos to get involved in education and politics.

The city is the hub of New London County, where the Hispanic population has jumped 8 percent from 2010 to 2012 helping to fuel a statewide increase of 6.08 percent over that time.

Connecticut had 510,645 Hispanics by 2012, according to new figures released Thursday by the U.S. Census Bureau — marking the first time the number has exceeded half a million.

"I think this is something to be welcomed and not something to be feared," said New London Mayor Daryl Justin Finizio, who noted his domestic partner is of Puerto Rican descent.

The numbers are probably higher

than reported, according to State Sen. Andres Ayala, Jr., D-Bridgeport, because Latinos can be reluctant to fill out Census forms. In any event, he said the growing Latino community must be engaged in the rest of society, politically and otherwise. Part of that is encouraging Latinos to not only register to vote — but to show up at the polls on Election Day, Ayala said.

"It really requires an enormous amount of effort to ensure that this isn't a community that's in the shadows," said Ayala, one of Connecticut's first Latino state senators.

There were 496,644 Hispanics in Connecticut in 2011, the U.S. Census Bureau data show.

"The Hispanic population projection data...continue to confirm the rapid growth of this segment of the population

*(continued on page 20)*

The Latinos and Planning (LAP) Division of the APA, one of the newest divisions, was created to address planning issues related to working with Latino communities.



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**This population shift in our state without a doubt will have an impact in Connecticut in a broad range of areas that will require policymakers to review the reallocation of resources on areas such as: education, housing and transportation just to name a few**

## Hispanic Population , cont'd

in our state that already reached 14.2% of the general population,” Werner Oyanadel, acting executive director of Connecticut’s Latino and Puerto Rican Affairs Commission, said in a written statement.

He noted that the Latino population has increased nearly 50 percent in the last decade — with a growth rate almost 12 times faster than the general population.

“This population shift in our state without a doubt will have an impact in Connecticut in a broad range of areas that will require policymakers to review the reallocation of resources on areas such as: education, housing and transportation just to name a few,” he added.

Nelson J. Rodriguez, president of the Connecticut Chapter of the National Society of Hispanic MBAs, said the data means two things for the state, particularly related to the towns and cities that are just now experiencing an influx of Latino immigrants. First, Rodriguez said, the state should be thinking of ways

for municipalities to provide appropriate education and health care to a much more diverse population to get ahead of future demand on city services. Secondly, he said, the state must explore ways to help local businesses meet the anticipated growing demand for products and services.

“There is an opportunity here for business to take advantage of these changes,” he said, “and it likely needs to be pointed out to folks on the ground who may be unaware of the demographic shifts.”

The percentage of Hispanics grew in each Connecticut county from 2010 to 2012. Middlesex County rose the most: 9.79 percent, to 8,624, according to the statistics. New London County came in second at 8.08 percent, to 25,167, the numbers show. Third was Litchfield County at 7.59 percent, to 9,210, according to the data.

The City of New London has experienced “significant growth” in its Latino community, which now makes up more

*(continued on page 21)*

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## Hispanic Population , cont'd

than a quarter of the population, according to Finizio. Fifty-six percent of New London's student population is of Latino descent, he said.

"I think this has been a strength of our community," he said.

The mayor ticked off various moves he's taken to help Latinos become a more integrated part of the community, including:

- making it clear to local police that

they are prohibited from inquiring about immigration status — unless the question is part of a federal investigation into illegal immigration — to help the Latino population feel comfortable reporting crime, which has been happening.

- advocating for new state legislation that allows undocumented immigrants to get driver's licenses.
- pushing to have New London High School transformed into a sports medicine academy to train students, including the

*(continued on page 22)*



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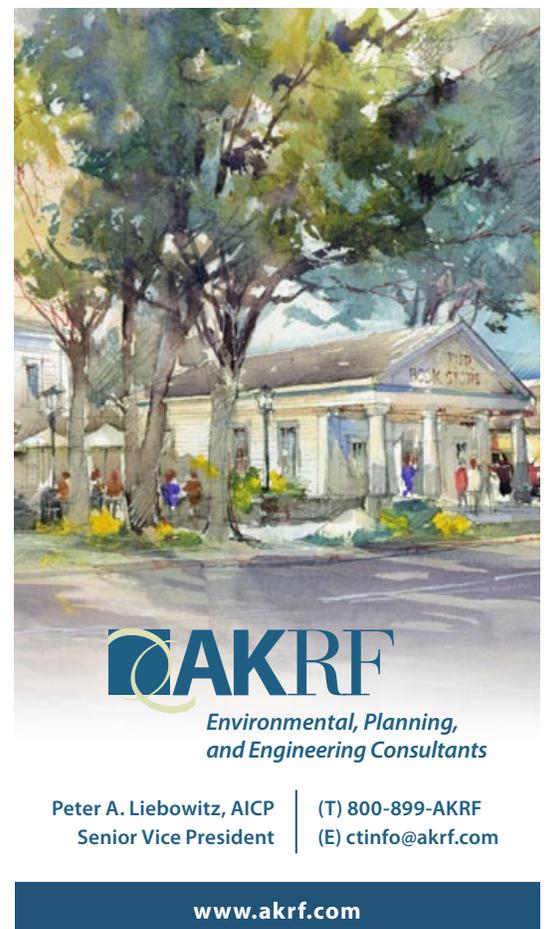
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## CMs for CD-ROMs

The APA has stopped making training and education CD-ROM's in favor of these new-fangled "Streaming Education Products" ([www.planning.org/store/streaming](http://www.planning.org/store/streaming)). However, you can still get CM credit for most of the CD-ROMs in the Chapter's lending library. These are:

- Maintaining Neighborhood Character
- Ethics in Planning
- Renewable Local Energy
- Designing for Water Conservation
- Informed Decisions: A Guide to Gathering Facts and Evidence
- Performance Measurement in Transportation Planning
- Creating Successful Meetings
- 2010 Planning Law Review 2010

Contact Craig Minor at [cminor@newingtonct.gov](mailto:cminor@newingtonct.gov) for more information or to check out one of these titles.

## Hispanic Population , cont'd

numerous Latinos, for health-care jobs that are on the rise — and that could help them support their families later on.

- touching base with religious and spiritual organizations — and encouraging Latinos to get more involved in education and politics. He noted that although Latinos make up more than quarter of the city's population, a Latino has yet to serve on the seven-member City Council.

Percentages aside, raw numbers from Connecticut show Fairfield County with the largest number of Hispanics: 166,186 in 2012. Hartford County ranked second, with 145,127 Hispanics in 2012. Taking third place was New Haven County, with 137,422 Hispanics in 2012, according to the Census Bureau. The state's total population in 2012 was 3.6 million.

Statewide, Latinos, as well as other members of society, must be provided with accessible housing, education and jobs, including entrepreneurial opportunities, Ayala noted.

"At the end of the day," Ayala added, "it's about really thinking about what are the things that the State of Connecticut needs to do to ensure that prosperity is available for all."

Nationwide, the Hispanic population grew by 2.2 percent, or more than 1.1 million, to just over 53 million in 2012, according to the U.S. Census Bureau.

Connecticut ranks somewhere in the middle when it comes to Hispanic population growth rate in each of the states, according to the data. But Connecticut was one of the states that lost the most (Hispanic and non-Hispanic) white population: 0.3 percent. Only Ohio and Rhode Island lost more. ■

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## Latinos in the U.S., cont'd

programs have an opportunity to update the curriculum to include public engagement of Latino populations.

### How Can Latinos and Planning Division (LAP) Help?

When APA's Latinos and Planning Division formalized in 2005, a series of 'Dialogos', or dialogues in Spanish, were held in the form of public meeting for planners across the nation. Some of the top issues and challenges identified by these meetings were:

- Increase numbers of Latinos participating in planning in their communities
- Improve the ways urban planners understand and relate to the needs and desires of Latino communities
- Help facilitate continuously improving planning processes to provide and improve results for Latino community residents and stakeholders

The LAP division hosts mobile tours, facilitated discussions, and sessions at every annual APA conference to address these issues. We continue to host regional Dialogos, to begin a conversation on local issues and planning approaches in or near Latino communities. Our next Dialogo is planned in partnership with Texas A&M University, in Brownsville, Texas on April 19-20, 2013, and Professor Dr. Cecilia Giusti is organizing this event.

If you are not an APA Latinos and Planning Division member, please consider joining LAP online at [www.planning.org/divisions/join](http://www.planning.org/divisions/join).

Contact LAP Chair Vicky Carrasco at [vcarraso80@gmail.com](mailto:vcarraso80@gmail.com) or Vice-Chair Monica Villalobos at [monica.villalobos2012@gmail.com](mailto:monica.villalobos2012@gmail.com). ■

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# From the Bench

## Abandoned Nonconforming Uses



by Christopher J. Smith, Esquire, Shipman & Goodwin, LLP

## U.S Supreme Court Reaffirms and Expands *Nollan/Dolan* in *Koontz*

### A. The Setting

You're a land use professional. You have a family member who needs assistance with a wetlands application that has been scheduled for public hearing before a municipal wetlands agency. The proposal involves approximately 15 acres, and provides that 3.7 of the acres will be developed with the balance of approximately 11 acres to be encumbered with a conservation easement. Overall, you think that the agency should jump at the opportunity to preserve such a large portion of the property with a conservation easement. You agree to help your family member and attend the hearing.



At the hearing, the agency suggests that the proposal be scaled back to 1 acre, and the balance of 14 acres encumbered with a conservation easement. As an alternative to this option, the agency suggests that the original proposal is fine, so long as your family member agrees, as a condition of approval, to hire contractors to perform off-site mitigation work on one of two other properties under the agency's control miles from the subject property.

You step away from the microphone to gather yourself. You think, "Can this be happening? Is this America?" You step back to podium and respond that these are not viable options. You respectfully decline the "offers" from the agency. The chairperson shrugs, asks for a motion and vote. The application is denied.

Can this happen in America? You bet. Just ask the Florida landowner in *Koontz v. St. Johns River Water Management District*, which is a recent decision by the U.S. Supreme Court issued on June 25, 2013.

### B. *Koontz*

Anyone reading this column should be at least vaguely aware of the U.S. Supreme Court's decisions from 1987 and 1994 that established the "*Nollan/Dolan*" doctrine. As discussed by the *Koontz* Court, *Nollan/Dolan* permits the government to determine whether and how it may require an applicant in the land use process to mitigate impacts associated with a proposed development, but it may not "leverage its legitimate interest in mitigation to pursue governmental ends that lack an essential nexus and rough proportionality to those impacts."

*Nollan* involved a land use approval for a single-family home subject to a condition requiring public beach access across the landowner's property. *Dolan* involved an approval for a commercial use subject to a condition requiring public access for walking and biking across a portion of the landowner's property. The Court invalidated both conditions holding that they constituted "takings" without "just compensation" and, therefore, violated the Fifth Amendment of the U.S. Constitution. The result of these two decisions is the *Nollan/Dolan* doctrine referenced above.

Not surprisingly, the *Koontz* denial by the St. Johns River Water

Management District ("District") was appealed. The Florida Supreme Court had problems with the District's denial, but didn't think that the *Nollan/Dolan* doctrine applied for two reasons. First, *Nollan/Dolan* involved land use *approvals* with improper conditions. In contrast, *Koontz* involved a *denial*, so there was no condition of approval to review. Second, both *Nollan* and *Dolan* involved the *imposition of an easement* that equated to a "taking." *Koontz* did not involve a use imposition on property — there was only a *demand to pay money* in exchange for an approval that was not granted. For these reasons, the Florida Supreme Court held that *Nollan/Dolan* did not apply to *Koontz*.

On appeal, the U.S. Supreme Court disagreed. The *Koontz* Court ruled that *Nollan/Dolan* does not turn upon whether a land use application is approved or denied. A government land use board cannot circumvent *Nollan/Dolan* by denying an application because an applicant refuses what may constitute an impermissible condition. Improper coercion in the land use process for the purpose of frustrating the Fifth Amendment can occur with a denial as well as an improper approval. All nine Justices agreed with this portion of the decision.

The *Koontz* Court also held that the District's monetary demand is subject to the *Nollan/Dolan* doctrine. There must be a nexus of rough proportionality between the monetary demand and the potential  
(continued on page 25)

# Connecticut Planner Profile: Eugene Livshits

**Current Position:** Regional Planner for the South Central Regional Council of Governments (SCRCOG)  
**Hometown:** Albany, NY  
**Favorite Places:** New York, NY • Buffalo, NY • New Haven, CT • Hamden, CT

## What made you decide on a career in planning?

I have always been interested in the built and natural environments and how they are designed. This led me to pursue an undergraduate degree in Environmental Design and a Masters of Urban Planning from the University at Buffalo. Through my time in the planning program I knew it was an ideal career for me as it provided a comprehensive view into how communities function both from a design and regulatory standpoint. It also was not limited to one specific specialty and allowed me to pursue my interests in GIS, economic development, urban design and land use regulations. The other aspect of planning that drew my interest was the ability to help communities overcome social, economic and/or environmental challenges they may experience.

## Why did you decide to be a planner in Connecticut?

After I obtained my graduate degree in planning from the University at Buffalo I wanted to remain in the Northeast and Connecticut had planning opportunities available. My wife was already working in the State and the Greater New Haven Area was an ideal location as it is nearby both of our families and has a variety of travel options available.

Another attractive aspect of pursuing a planning career in Connecticut is the diversity of places (rural to urban) that exist in close proximity to each other. This provided me with an opportunity to work in an environment that takes a comprehensive view of planning from multiple perspectives.

## What projects/initiatives are you currently working on as a planner?

My primary work as a planner in the South Central Region involves advisory recommendations for statutory referrals (zoning amendments, subdivision application, Plan of Conservation and Development updates and the preparation of the Regional Plan of Conservation and Development.

Current projects I am working on include SCRCOG's Regional Hazard Mitigation and a Regional Web-based GIS Program.

The Hazard Mitigation Plan is for ten municipalities in the region. The purpose of the Plan is to reduce the region's vulnerability to natural hazards and

provide a comprehensive approach to mitigate any potential inter-jurisdictional hazards. A draft of the Plan has been completed and is currently in the public comment process. Additional information can be found at [www.scrkog.org/regional-hazard-mitigation.html](http://www.scrkog.org/regional-hazard-mitigation.html).

The Regional Web-Based Geographic Information System (GIS) Program is currently being developed and is in its initial phase. The GIS Program will allow SCRCOG to enhance the GIS services currently provided in the region. Beyond making land use and environmental data available, economic, transportation, demographic and other relevant data will be integrated into an accessible web-based service. The main benefit of the program will be a uniform parcel data set for the region that will at a minimum meet Level II of the Connecticut Cadastral Standards.

## Why did you join CCAPA/What do you like about being a member?

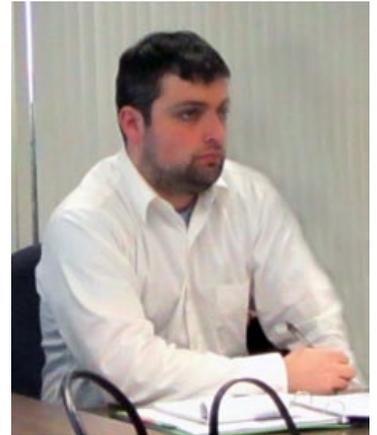
The American Planning Association is a great resource with its wealth of information related to my work as a planner. I have been a member of the national organization since I was in the Masters of Urban Planning Program at the University at Buffalo.

I enjoy being a member of the Connecticut Chapter as it allows me to network with fellow planners in the State. Additionally, it is a great source for staying current on the local planning issues.

## What demographic change has the South Central region experienced recently, and how are those changes affecting your planning efforts?

Recently the South Central Region experienced slight population growth with the greatest increase occurring in the City of New Haven. The areas of highest population density follow the region's transportation

*(continued on page 25)*



## From the Bench, continued

impact to be mitigated. Five of the nine Justices agreed with this. However, four Justices thought that such holding may be extended to property taxes and land use application fees and dissented from this portion of the holding.

The *Koontz* Court remanded the matter back to Florida for further proceedings.

### C. Conclusion

*Koontz* evidences the U.S. Supreme Court's recognition that government land use permitting may sometimes place "[e]xtortionate demands" upon an applicant that may "frustrate the Fifth Amendment right to just compensation." The *Koontz* Court reaffirmed the "unconstitutional conditions doctrine" established with *Nollan/Dolan*, which prohibits such coercive efforts and provides protection to property owners from unconstitutional takings. The Court made clear that improper government demands in the land use permitting process made under the guise of offsetting public harms caused by a proposed land use, whether through a condition of approval or a demand for money where the application is ultimately denied, will not be tolerated and are subject to *Nollan/Dolan*.

So, not only watch your conditions of approval, but give thought to what you ask of an applicant when processing their application. Before asking an applicant for a new ambulance, hook and ladder or, as occurred in a matter that I once worked on, the construction of a new fire station, think of *Koontz*, *Nollan* and *Dolan*. ■

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TO CCAPA!



## Planner Profile, continued

corridors. The recent Census and American Community Survey data appear to indicate the population in the region is aging and becoming more educated.

Due to the changing characteristics of the region's population there is a greater focus on housing issues and transit-oriented development.

Information on the socio-economic conditions in the region can be viewed on the following website: [www.scrkog.org/data-collection.html](http://www.scrkog.org/data-collection.html).

Do you have any favorite websites/tools/blogs that relate to planning and/or your job that you'd like to share?

- [www.planetizen.com](http://www.planetizen.com)
- [www.cyburbia.org](http://www.cyburbia.org)
- [www.smartgrowthamerica.org](http://www.smartgrowthamerica.org)
- [www.coastalresilience.org](http://www.coastalresilience.org)
- [www.census.gov](http://www.census.gov) ■



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