

The
FLORIDA
Handbook



2013-2014

The **Florida Handbook**

2013-2014

34th Biennial Edition

compiled by

ALLEN MORRIS and JOAN PERRY MORRIS

and

The Florida House of Representatives, Office of the Clerk

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Cover photograph of Historic Capitol dome glass by Mark T. Foley:

Originally designed for architect Frank Milburn's 1902 additions to the Florida Capitol, the interior stained glass dome was a focal point of the rotunda. In the early 20th century the glass was removed due to damage caused by leaks. During the historic restoration of the building, researchers found over one hundred pounds of the original stained glass that had been discarded in an interior wall. Today, visitors to the Florida Historic Capitol Museum will find a replica of the 1902 interior dome.

Also by Allen Morris

AUTHOR OF/	Florida Place Names: Alachua to Zolfo Springs; Some of the Place Names of Florida Our Florida Government The Language of Lawmaking in Florida Practical Protocol for Floridians Reconsiderations: Second Glances at Florida Legislative Events The Speakers 1963-1994: The Florida House of Representatives Women In the Florida Legislature "The Emergence of a Party"
COMPILER OF/	The Florida Handbook (Biennial series begun in 1947) Florida Business Profiles (in biennial editions, under different titles, 1952–1966) Official Proceedings of the 1960 Democratic National Convention Across the Threshold: The Administration of Governor LeRoy Collins
CO-AUTHOR OF/	500 Questions and Answers About Your Florida Government (with Ann Waldron) Florida Under Five Flags (with Rembert W. Patrick) Legal Background to the Government of Florida (with Justice James B. Whitfield) How to Win in Politics (with Fuller Warren)
ARTICLES BY/	"Beginnings of Popular Government in Florida" (with Amelia Rea Maguire) <i>Florida Historical Quarterly</i> , July, 1978 "The Unicameral Legislature in Florida" (with Amelia Rea Maguire) <i>Florida Historical Quarterly</i> , January, 1980 "Florida Legislative Committees: Their Growth Since 1822" <i>Florida Historical Quarterly</i> , October, 1982 "Florida's First Women Voters and the Legislature" <i>Florida Historical Quarterly</i> , 1985 "Of Shipwrecks, Duels and Filibusters" <i>Floridian</i> , April 5, 1970 "It's a New Kind of Ball Game in Tallahassee" <i>Florida Times-Union and Journal</i> , March 29, 1970

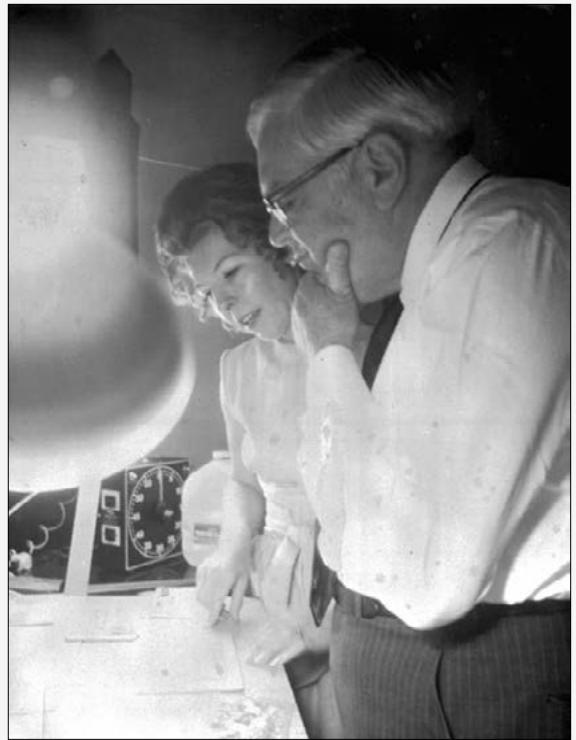
Also by Joan Morris

CO-AUTHOR OR PHOTO EDITOR OF/	The Photography of Alvan S. Harper; Tallahassee 1885-1910. (with Dr. Lee H. Warner) Seminole History, a Photographic History of Florida State University (with Martee Wills) photo editor and captions Favored Land, Tallahassee; a History of Tallahassee and Leon County (with Dr. William Rogers and Mary Louise Ellis) photo editor and captions Florida from the Beginning to 1992 (with Dr. William Coker and Dr. Jerrell Shofner) photo editor and captions At the Waters Edge; a History of Apalachicola and Franklin County (with Dr. William Rogers and Lee Willis III) photo editor and captions Florida Place Names; Alachua to Zolfo Springs (with Dr. Allen Morris) photo editor and captions
COMPILER OF/	The Florida Handbook (with Dr. Allen Morris) Biennial editions 1995-1996 through 2011-2012

Fondly dedicated to

Allen Covington Morris

1909-2002



Allen and wife Joan in the darkroom of the Florida State University Photographic Archives, 1972.



The Florida House of Representatives

Dear Reader,

It is with great pleasure that we present the 34th edition of *The Florida Handbook*, thus continuing the tradition of Allen and Joan Morris. Allen Morris, the Clerk of the Florida House from 1966-1986, initiated the handbook in 1947 as an official guide to the state's history, government, and statistics. Joan Morris first assisted with and then continued updating and publishing the near 800-page guide after Allen's death until its final print edition, 2011-2012.

Allen and Joan Morris dedicated their lives to public service in the State of Florida, and they poured out that interest and love for their state in the recurring print editions of *The Florida Handbook*.

Gerald Ensley wrote an opinion piece published in the *Tallahassee Democrat* entitled “Morrieses’ Handbook Ends Its Run” citing that earlier versions of the handbook sold nearly 200,000 copies, though the final edition ran only 1,200. The publication, which has been used as a civics textbook, an almanac of Florida, and a vision into the state’s history, had finally met the challenge that so many other publications have met—the digital revolution. Joan Morris herself, in announcing the retirement of the handbook, stated that she thought it might succeed as an online publication.

While it is fitting that all authors, editors, and publishers review their place and that of their publications in the electronic media age, too many of us felt strongly that the handbook’s time had not come to an end. In 2013, I asked that the Clerk of the House engage in conversations with Joan Morris about continuing the publication and, further, to institute her idea to make *The Florida Handbook* an electronic publication available to all, free of charge. Joan thought it was an excellent idea and authorized the undertaking.

As a part of this review, we went back and looked at the previous editions and added back some articles that had long since been dropped in order to manage the publication’s length. You will also note the addition of a hyperlinked table of contents that allows you to quickly find specific sections. And, we’ve increased the number of photographs and illustrations to add color and life to the reference articles and histories. We will continue to expand these new features in future editions of *The Florida Handbook*.

Finally, I would like to thank Joan Morris for her passion, many years of dedicated service, and for continuing *The Florida Handbook* after Allen’s death in 2002. He is still missed as the quintessential expert on this state and as a Florida historian, but he lives on in the handbook. Also, I thank the many authors and experts who have contributed in the past, helped update earlier articles, and added to this new edition.

We look forward to continuing to provide this valuable resource to the people of Florida.

Sincerely,

A handwritten signature in blue ink, appearing to read "Will Weatherford".

Will Weatherford
Speaker

Unless otherwise noted, all photos appear courtesy of the Florida State Photographic Archives, Florida Department of State.

A note on the new format

With its sections now available for download online in this Portable Data Format (PDF), this handbook has capabilities impossible for the print version. The table of contents of each section is linked to the chapters within, so that jumping to them is as simple as clicking the mouse. Plus, a link back to the table of contents appears in the bottom right corner of every page, making it easy to return to the beginning at any time. Also, hyperlinks to relevant websites outside of the document are scattered throughout the text and provide quick access to additional information. And don't forget the "Find" function: by pressing Control(Command)+F, you can search an entire section for any topic all at once.

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Corrections? Suggestions?

The Office of the Clerk, Florida House of Representatives, appreciates corrections or suggestions you have regarding the content of this book. Feel free to contact us in one of three ways: by email, officeoftheclerk@myfloridahouse.gov; by phone, (850) 717-5400; or by mail:

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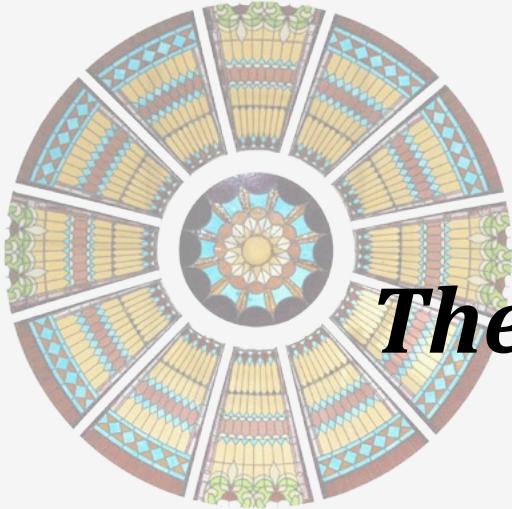
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The Executive Branch: An Introduction



Photo by Eric Tournay

The Governor and Cabinet left to right: Attorney General Pamela J. Bondi, Commissioner of Agriculture Adam H. Putnam, Governor Richard L. Scott, and Chief Financial Officer Jeffrey Atwater.

“The powers of the state government shall be divided into legislative, executive, and judicial branches. No person belonging to one branch shall exercise any powers appertaining to either of the other branches unless expressly provided herein.”

Florida Constitution, Article II, Section 3

Article IV, Section 1 of the State Constitution vests the “supreme executive power” in the Governor. But the Governor shares his executive responsibility with other officers, elective and appointive.

Of these, first are the members of what the Constitution designates as the “Cabinet.”

The Cabinet formerly consisted of six officers elected statewide for terms of four years with the possibility of re-election for one successive term. The Cabinet officers were, in the order listed in the 1968 Constitution: the Secretary of State, the Attorney General, the Comptroller, the Treasurer, the Commissioner of Agriculture, and the Commissioner of Education.

In 1998 the Constitutional Revision Commission proposed, and the voters approved, an amendment that reduced the Cabinet to three members: an Attorney General, a Chief Financial Officer (combining the offices of Treasurer and Comptroller) and a Commissioner of Agriculture. This restructured Cabinet took effect on January 7, 2003, following the general election in November 2002. The Commissioner of Education is now chosen by a Governor appointed State Board of Education. The office of Secretary of State is appointed by the Governor.

Each of the Cabinet officers heads a department of the state government. Additionally, each serves with the Governor on a number of boards which administer other departments. On most of these boards, a Cabinet officer’s vote is equal to that of the Governor.

The Cabinet members are given the independent responsibility to manage the offices entrusted to them as divisions of the state’s executive functions, and the Legislature can give additional responsibility as well.

This means that the Governor may not always administer these jointly shared laws as he would like to do. Sometimes in Florida this spreading of responsibility has led to friction, and several Governors unsuccessfully advocated the abolition of the Cabinet. But since 1885 Florida’s Constitutions have reflected the people’s fear that one person could exercise too much authority.



Florida State Archives

Governor Bob Graham and his six-person Cabinet: Doyle Conner (Commissioner of Agriculture), Jim Smith (Attorney General), Ralph Turlington (Commissioner of Education), Governor Graham, Gerald Lewis (Comptroller) George Firestone (Secretary of State), and Bill Gunter (Treasurer).

Collegial Form

This collegial form of state government, in which the Governor shares responsibility with the Cabinet for administration through boards, is believed to be unique to Florida.

In the State’s institutional programs prior to the 1950s, each institution was responsible directly to the Governor, Cabinet, and Legislature. Needs of an institution often were met in proportion to the influence of its legislators. But since then they have been consolidated and administered as groups meeting broad needs in areas such as corrections, education, and mental health. This trend was required to meet rapidly growing needs and efficiency of administration.

Once, in the 1930s, the Governor and Cabinet spent an hour or more arguing over whether to authorize the purchase of a mule for the farm at the State mental hospital. An incident of that nature no longer occurs because the growth of the State and its institutions requires most decisions to be made by administrators subject to department approval.

Changing Management

Four factors have changed the management of Florida’s government since the days of the mule purchase.



Florida State Archives

Governor LeRoy Collins surrounded by his family at the Governor's Mansion, Tallahassee, 1960.

First, the phenomenal growth of the State means the Governor and Cabinet cannot concern themselves as closely with the day-to-day management.

Second, the burgeoning of the government means the Governor is involved with an increasing number of citizen groups all over the state, forcing him to delegate responsibilities to subordinates.

Third, the Legislature, through its oversight and standing committees, devotes more attention to the execution of its laws.

Fourth, while the career service and employees' unions mean the quadrennial "suitcase parade" no longer occurs with the changes of elective officers, these protections also give some independence of employees from supervisors and management policies of the Governor and Cabinet.

Old Chain of Command No Longer Exists

In the opinion of Governor LeRoy Collins, whose residence in Tallahassee and public service, including two terms as chief executive that gave him the opportunity to observe Florida's changing gov-

ernment, the old chain of command no longer exists. Said Governor Collins:

In earlier years, rank-and-file State employees looked to their department and agency heads for leadership and direction, and these heads had a continuing direct relationship with the Governor in developing policy and in its execution.

The Governor himself could initiate programs and actions, and those helping him could coalesce into a clear-cut chain of responsibility. Now all governments are so much larger and more complex, with employees organized as they are that the earlier pattern is distorted. Decision-making seems to be greatly diffused, at times incoherent, and obfuscated.¹

People generally associate the Executive Branch with the Governor and Cabinet, however, there are advisory bodies, as disparate as the Committee on Lay Midwifery to the Barrio Latino Commission, all with a piece of government in their hands.²

The Governor makes appointments to approximately 850 boards. The boards include professional and occupational boards that have statewide responsibilities, but the Governor also must concern himself with the local and regional appointment of hospital boards, housing authorities, judicial nominating committees, fire control districts, and boards of trustees for community colleges.³

Also, he shares the sovereignty of the State through his power of appointment of special officers to boards, commissions, water management districts, and other agencies and organizations, to which the Governor makes nearly 6,000 appointments over each four-year term.

Measuring the Governor's dominion another way, in 2010 there were more than 900 state employees paid more than Governor Crist.⁴ (Governor Scott takes only a penny in salary.) A Governor must derive reward from the chance to leave the State a better place than when he took office.

Stated another way, the diffusion of responsibility means that perhaps the chief contribution to life in Florida by its Governors is the values and standards they reflect, and their moral suasion. The people have shown, by their votes and otherwise, that they appreciate a Governor with whom they may not

always agree but nevertheless believe he is doing what he thinks is right. They are usually willing to give him the benefit of the doubt.

Legislative Independence

While it is commonly said that State government is made up of three independent branches—the Executive, Legislative, and Judicial—the separation between the Governor and the Legislature is not as sharp as that statement of independence might convey. Actually, it is a limited partnership.

Because newsmen, by way of headline shorthand, often speak of the Cabinet having taken some action, there has been a tendency to regard the Governor as being among the members of the Cabinet. He is not, except that he serves as chairman of the various boards on which he sits with members of the Cabinet.



Florida State Archives

Cabinet meeting, 1978.

Not Governor's Cabinet

Nor is it the Governor's Cabinet. This must be stressed because so many Floridians have come here from other states where the Governor, as does the President of the United States, has a group of personal appointees to advise him and this group often is known as the Cabinet.

As late as six months into his administration, Governor Reubin O'D. Askew (1971–1979) was still coping with the problem of his fellow officers and the public identifying the Governor with the Cabinet:

"I'd like to address the Cabinet on this," began Attorney General Robert L. Shevin at a meeting.

"Would you like to address me too?" interrupted Governor Askew.

"I was including you in the Cabinet, Governor," replied the Attorney General.

"But I'm not a member of the Cabinet," said Askew.⁵

Since the Governor shares so much of the traditional executive responsibility with members of an independent Cabinet, it is not surprising that political scientists regard Florida's system of government as different than virtually all other states.

Despite the revision of the Constitution in 1968, the Executive Reorganization Act in 1969 that increased the responsibility of the Governor, and the 1998 amendment to the Constitution that reduced the Cabinet to three members, the State's Executive branch retains its designation as a Cabinet government.

A longtime observer, Dr. Daisy Parker Flory, professor of government at Florida State University, found that the vital characteristics of the Cabinet system endure:

Cabinet officers are directly elected and thus directly responsible to the people. Each Cabinet official heads an important administrative division. Each Cabinet official also participates with the Governor in administering certain major departments ...

The 1968 Revision of the Constitution not only gives the Cabinet constitutional recognition and designation but it also directs the Legislature to place each of the executive departments of state government, unless specifically provided for otherwise in the charter, under the direct supervision of the Governor, the Lieutenant Governor, the Governor and Cabinet, a Cabinet member, or an officer or board appointed by the Governor.

The Constitution further provides that the Legislature may require confirmation by the Senate or the approval of the Cabinet for appointment to or removal from any designated statutory office. The Cabinet is constitutionally accorded a role in the determination of the incapacity of the Governor: Cabinet officers may send to the Supreme Court "a written suggestion" that the Governor is incapable to serve, the Supreme Court making the determination. Restoration of capacity, in such

case, is to be similarly determined “after docketing a written suggestion thereof by the Governor, the Legislature, or Cabinet members.”⁶

“Spreading the Heat”

Governor Fuller Warren (1949–53) once stated that the phrase “spreading the heat” was not the “most elegant, exalted language that might be used to express the idea, but it was and still is my belief that Florida’s Cabinet system serves such a purpose.”⁷

By that, Governor Warren meant the Cabinet system diffuses accountability. Another view is that many of the important decisions of Florida’s government must be sifted through a screen of four officials (and their staffs) so that the final product represents a collective judgment. It has been contended that this collegial responsibility is one of the reasons for the stability of Florida’s State Government.

Proponents of Florida’s Cabinet system have argued that decision-making by several, as opposed to one (the Governor), spreads the responsibility and lends an additional deliberative character to actions of the Executive Branch.

Opponents reply that this contention was more persuasive in the years when the Legislature met only once every two years and specifically delegated interim authority to the Governor and Cabinet to shift funds and personnel to cope with unforeseen situations.

Now, with annual legislative sessions and professionally-staffed committees functioning year-round, lawmakers contend the Legislature is performing its Constitutional role as the deliberative, policy-making branch. This, they claim, leaves to the Executive department its function of executing the laws.

The 1998 Constitutional amendment seems to recognize the arguments on both sides by retaining a streamlined cabinet system.

One Governor’s View: A Waste of Some Time

Governor Reubin O’D. Askew (1971–1979) once said the Cabinet system wasted a lot of his time.⁸

Such things as having “to learn about how big the shell of a green turtle should be before you are allowed to take them in the Atlantic and Gulf” raise

questions about the best use of top elected officials’ time, Askew said at a meeting with student-body presidents.

“To the green turtle, it’s important because it’s an animal we do not want to become extinct ... but it took several hours for the Cabinet to decide,” he added.

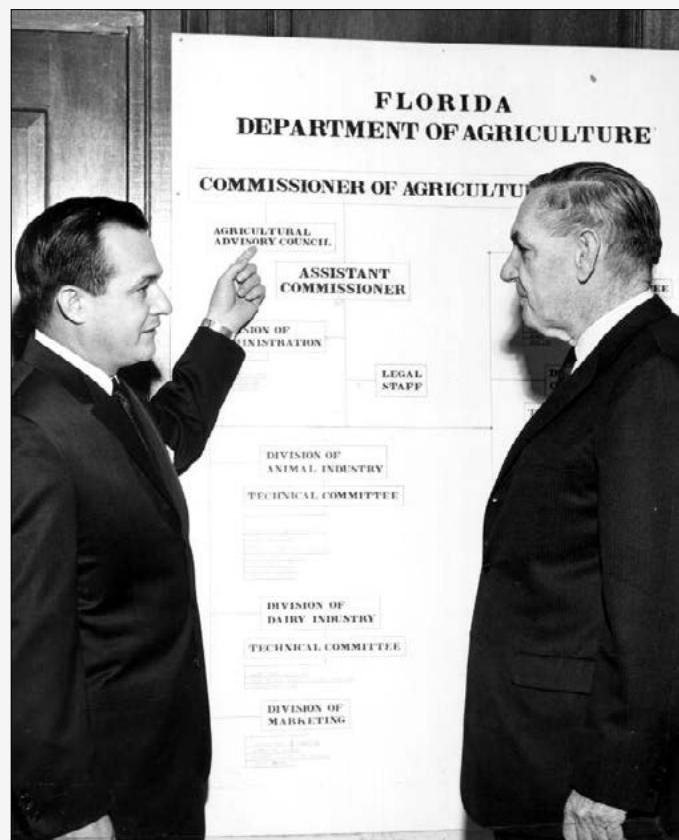


Photo by Jim Stokes

Commissioner of Agriculture Doyle Conner pointing out department setup to Colin English, Tallahassee, 1961.

The Major Departments and Agencies

The Division Management Services, in the Annual Workforce Report for Fiscal Year 2011-2012, said that as of June 30, 2012, the State had 161,648 established positions, down from 173,486 positions in 2008. Florida again ranked lowest in the nation in both its ratio of State employees to residents and its per-taxpayer cost of state personnel, each at roughly half the national average.⁹

The 1969 Executive Reorganization vested the Governor with complete or conditional responsibility over the Departments of Administration, Business Regulation, Citrus, Commerce, Community Affairs, Environmental Regulation, Health and Rehabilita-

tive Services, Offender Rehabilitation, Professional and Occupational Regulation, and Transportation.

Over the years, the organization and names of the departments have changed, but the Governor and Cabinet continue to share management of the Internal Improvement Trust Fund and the Departments of Highway Safety and Motor Vehicles, Law Enforcement, Veterans' Affairs, and Revenue. (Information about the restructuring and name changes of departments will be found at the beginning of the section on Major State Agencies.)

Each of the Cabinet officers heads a department. The Attorney General is responsible for the Department of Legal Affairs, the Chief Financial Officer for the Department of Financial Services, and the Commissioner of Agriculture for the Department of Agriculture and Consumer Services.

Ex Officio Boards

Many of the major administrative functions of the State are still exercised through ex officio boards. An ex officio board is a board whose members serve by virtue of other offices they hold.

Prior to Executive Reorganization in 1969, 48 ex officio boards had accumulated, ranging alphabetically in name from the Board of Administration (composed of the Governor, Comptroller, and Treasurer) to the Board for Vocational Education (composed of the Governor and Secretary of State, Attorney General, Treasurer, and Commissioner of Agriculture). Some of these seldom if ever met because of the infrequency of business to transact, for example, the Board for Confederate Pensions.

Executive Reorganization reduced the number of ex officio boards to eight with each board managing a department. Composition of the ex officio boards was also changed to provide that all members of the Cabinet should serve with the Governor, with the exception of the Board of Administration whose composition was provided for in the Constitution.

Reorganization and the Independent Commissions

Reorganization also affected a large number of boards and commissions which previously had functioned with a considerable degree of independence.

Many of these regulated professions and occupations. Others managed some segment of state government. A legislative architect of Executive Reorganization wrote:

There was a great deal of overlapping responsibility and authority; there was no logical organization and there was very little communication among agencies having responsibility for the same kinds of functions. The duplication of services was costly. Worse, the quality of service which State government could offer was not adequate to meet the needs of the people.

Much of the governing structure was haphazard and confused and there were few, if any, who really understood the division of authority and responsibility which existed. No one was identifiably responsible for the functions of state government and no one could clearly be held accountable for the actions or, in some cases, the inactions of State government.¹⁰



Florida State Archives

Secretary of State R.A. Gray (right) with his brothers, Tallahassee, 1952. Gray served as Secretary of State for nearly 31 years.

Cabinet Independence of Governor

Before the revision of the Constitution in 1968, Florida governors could not run for reelection to a successive four-year term. The revision gave them the opportunity to run for one successive term. However, members of the Cabinet were eligible to run for reelection, term after term, and they usually did so successfully until the 1992 passage of term limits.

Nathan Mayo served as Commissioner of Agriculture from November 1, 1923, until his death on April 14, 1960, and R. A. Gray was Secretary of State

from April 12, 1930 until his retirement on January 3, 1961.

Between 1900 and 2002, only seven elected Cabinet incumbents were defeated when they sought reelection.

The forcible language—“supreme executive power”—is tempered in Florida by the Governor’s obligation to share authority.

William N. Sheats was defeated as Superintendent of Public Instruction in 1904 (but reclaimed the office in 1912); Ernest Amos was defeated as Comptroller in 1932; W. S. Cawthon was defeated as Superintendent of Public Instruction in 1936; Broward Williams was defeated as Treasurer in 1970; Fred O. Dickinson was defeated as Comptroller in 1974; and Gerald Lewis was defeated as Comptroller in 1994. James W. Kynes, who had been appointed Attorney General on January 17, 1964, was edged out by Earl Faircloth in the Democratic primaries a few months later. In the 1998 Republican primary, Senator Katherine Harris defeated Secretary of State Sandra B. Mortham and went on to win the post in the general election.

Cabinet members usually conduct their party primary election campaigns separate from each other and from the Governor. There is some independent campaigning even in the general elections although the emphasis then would be on unified efforts in support of slates of party nominees.

Thus, the Cabinet officers have sought to develop their own independent constituencies for politi-

cal support. There is, for example, a natural affinity between the Commissioner of Agriculture and the many elements that make up the industry known as agribusiness. Similarly, the office of the Chief Financial Officer is a matter of concern to insurance companies, banks, and other financial institutions.

Cabinet Day

Cabinet Day—usually a Tuesday—has come to serve as Florida’s “town meeting,” with the public’s business transacted as openly as may be found in any other state’s government.

A meeting on Cabinet Day affords the public an opportunity to watch state government in operation. Because the Governor and the Cabinet officers are peers, each responsible basically to the electorate, differences of opinion usually go unconcealed.

The public is largely represented by the Capitol’s newsmen, and Florida has one of the largest state press corps in the nation. Yet the audience will include others. Advance notice being required for many of the items of business, interested citizens will be in attendance. Controversial matters can mean standing room only. Rank-and-file citizens drop in just to see what may be happening.

Cabinet Days represent the incidental opportunity of a forum for purposes other than the transacting of the business of the ex officio boards.

The presence of the Governor and Cabinet officers affords a ceremonial setting for the recognition of beauty queens, outstanding athletes, retiring State employees and others deserving of introduction, legislative resolutions, certificates of appreciation, and other awards.

Governor Jeb Bush made a commitment to bring state government closer to the people. This goal was achieved through initiatives such as “Capital for a Day” and “Citizen Office Hours.”

Capital for a Day, created by Governor Bush in 1999, took the bimonthly cabinet meeting on the road, allowing citizens to meet with elected officials and see how



Photo by Meredith Hope Hall

Governor and Cabinet with the Honorable Bill Gunter, Great Floridian Award recipient, during a Cabinet meeting in Tallahassee. June 4, 2013.

our government works. Capital for a Day events were held in cities and towns in all parts of the state.

Citizen Office Hours

Governor Crist's Citizen Office Hours allowed Floridians to act as partners in solving the problems that face our state by interacting with the Governor and Lt. Governor in one-on-one meetings.

¹Letter from LeRoy Collins, March 2, 1984.

²Committee on Regulatory Reform, Florida House of Representatives, February, 1984.

³Office of the Governor, February, 1984.

⁴Includes all sources of State income. Office of the State Comptroller. Bureau of State Payroll.

⁵Tom Raum, "Governor Askew Insists He's Not a Cabinet Member," *Tallahassee Democrat*, July 8, 1971

⁶Dr. Daisy Parker Flory, "The Executive Department," *The Florida Handbook*, 1971-1972, p. 72.

⁷Letter from Fuller Warren, July 15, 1971.

⁸Remarks by Governor Reubin O'D. Askew at meeting with Florida college student-body presidents, reported by the Associated Press February 10, 1976.

⁹Department of Management Services, *State Personnel System Annual Workforce Report, Fiscal Year 2011-2012*: http://www.dms.myflorida.com/human_resource_support/human_resource_management/for_state_hr_practitioners/reports

¹⁰Richard A. Pettigrew, "Executive Reorganization: Uniformity with Flexibility," *The Florida Handbook* 1971-1972, pp. 167-168.

The Number of Departments

The Constitution of 1968 (Article IV, Section 6) declared all functions of the executive branch "shall be allotted among not more than twenty-five departments, exclusive of those specifically provided for or authorized by this Constitution."



Florida State Archives

The first Republican Governor in the 20th century, Claude R. Kirk, Jr., had a six member cabinet—all Democrats. From left: Doyle Conner (Commissioner of Agriculture), Fred O. Dickinson, Jr. (Comptroller), Tom Adams (Secretary of State), Governor Claude R. Kirk, Jr., Earl Faircloth (Attorney General), Broward Williams (Treasurer), and Floyd T. Christian (Commissioner of Education).



Office of the Governor

"The supreme executive power shall be vested in a governor."

Florida Constitution, Article IV, Section 1

Governor Farris Bryant (1961–1965) said (after leaving office), that a governor of Florida could be either stronger or weaker than a reading of the Constitution and laws pertaining to the office would indicate. Governor Bryant explained:

That strength or weakness will be a product of his public popularity, and his ability to provide personal leadership to the Legislature, his ability to influence the Cabinet, and his capacity to grasp the whole broad spectrum of problems and ... give it necessary direction. I believe the public generally understands that.¹

That Constitution, in Article IV, Section 1, spells out its drafters' concept of the powers and responsibilities of the Governor in these words:

(a) The supreme executive power shall be vested in a governor. He shall be commander-in-chief of all military forces of the state not in active service of the United States. The governor shall take care that the laws be faithfully executed, commission all officers of the state and counties, and transact all necessary business with the officers of government. The governor may require information in writing from all executive or administrative state, county or municipal officers upon any subject relating to



Florida State Archives
Portrait of William P. DuVal, Florida's first territorial Governor.

the duties of their respective offices...

(b) The Governor may initiate judicial proceedings in the name of the state against any executive or administrative state, county or municipal officer to enforce compliance with any duty or restrain any unauthorized act.

(c) The governor may request in writing the opinion of the justices of the Supreme Court as to the interpretation of any portion of this constitution upon any question affecting his executive powers and duties. The justices shall, subject to their rules of procedure, permit interested persons to be heard on the questions presented and shall render their written opinion not earlier than ten days from the filing and docketing of the request, unless in their judgment the delay would cause public injury.

(d) The governor shall have power to call out the militia to preserve the public peace, execute the laws of the state, suppress insurrection, or repel invasion.

(e) The governor shall by message at least once in each regular session inform the legislature concerning the condition of the state, propose such reorganization of the executive department as will promote efficiency and economy, and recommend measures in the public interest.

(f) When not otherwise provided for in this constitution, the governor shall fill by appointment any vacancy in state or county office for the

remainder of the term of an appointive office, and for the remainder of the term of an elective office if less than twenty-eight months, otherwise until the first Tuesday after the first Monday following the next general election.

Qualifications for Election

To be elected Governor, a person must meet certain requirements primarily of age and residence. He (or she) must be, at the time of election, not less than 30 years of age and a resident of Florida for the preceding seven years.

The same requirements of age and residence apply to the Lieutenant Governor and members of the Cabinet. Additionally, the Attorney General must have been a member of The Florida Bar for the preceding five years.

All of these officers must also be electors. That means they must possess the further qualification of being citizens of the United States and registered to vote.

Upon registering, an eligible citizen must take an oath to protect and defend the Constitution of the United States and the State of Florida. If elected, an officer must take the same oath.

Finally, no person convicted of a felony, or adjudicated in Florida or any other state to be mentally incompetent, is eligible either to vote or hold office unless the civil rights have been restored by the Office of Executive Clemency or the disability removed by a court possessing the authority to do this.

Measuring a Governor

Beyond the Constitutional qualifications, the Governor should possess standards which Governor LeRoy Collins (1955–1961) set forth in these words:

1. His integrity (this embraces more than his honesty; it means the wholeness of his dedication to serve well the public interest);

2. His ability to make decisions promptly and decisively (this is very important because pressures tend to encourage procrastination and equivocation to avoid offending people and interests);

3. His administrative competence to see that his decisions are acted upon and his goals



Florida State Archives

Governor Claude Kirk with his daughter Sarah, 1968.

achieved; and

4. His ‘style’ or ‘charisma’ or ‘magnetic’ qualities in his personality that add to his effectiveness as a leader.

Now a governor can do a good job and fall short on one or more of these attributes, but to be superior he needs to rate well on all four standards, I think.²

Term

The regular term of office of a governor is four years. The term begins on the first Tuesday after the first Monday in January following the general election in November.

The Constitution of 1968 gave a governor the opportunity to seek reelection to a successive four-year term, a right denied prior governors. This was regarded as increasing the political and administrative potential of the Governor.

Frederick B. Karl, a knowledgeable legislator

with service in both the House of Representatives and the Senate, expressed this opinion of the old limitation:

“The Governor’s inability to succeed himself tended to undermine both the political muscle and the administrative effectiveness of the office. It tilted the balance of power in favor of the Cabinet and the Legislature, despite the Constitutional grant of ‘supreme executive power’ to the Governor.”³

Removal from Office

The Governor can be removed from office only by the Legislature although the Supreme Court, upon the written suggestion of the three Cabinet members, may declare the Governor physically or mentally incapable of performing his duties.

To remove the Governor, two-thirds of the Senators present must vote to convict him of the impeachment charge of misdemeanor in office. This charge—usually called an *article* of impeachment—must have been brought against the Governor by two-thirds of the members of the House of Representatives present.

Impeachment

Along with the Governor, the Lieutenant Governor, members of the Cabinet, Justices of the Supreme Court, judges of district courts of appeal, and judges of circuit and county courts are liable to impeachment.

An article of impeachment is an accusation lodged against an official by the House of Representatives just as an indictment returned by a grand jury represents a charge against an individual. Impeachment should not be confused with conviction.

An officer impeached by the House of Representatives is disqualified from performing any official duties until acquitted by the Senate, and unless the impeached official is the Governor, the Governor may fill the office by appointment until completion of the trial.

The Chief Justice of the Supreme Court, or a justice designated by him, presides at impeachment trials. (If the Chief Justice were the officer impeached,

the Governor would preside.)

The Speaker of the House of Representatives has the power at any time to appoint a committee to investigate charges against any officer subject to impeachment. The Senate may sit as a court of impeachment whether the House be in session or not, so long as the time fixed for the trial be within six months of the voting of the charge, or charges, by the House.

Conviction means removal of the offender from office and, at the discretion of the Senate, the judgment may include disqualification from holding any future office of honor, trust, or profit.

Neither conviction nor acquittal by the Senate would prevent the officer being sued or prosecuted.

Incapacity of the Governor

Upon the suggestion in writing by the Cabinet, the Supreme Court may determine whether the Governor is physically or mentally able to perform his duties. The Governor may remove himself for physical disability by filing a certificate with the Secretary of State.

Restoration of the Governor to office may be achieved in the same manner as removal. The Supreme Court may review the question of the Governor’s physical or mental ability at the request in writing of the Governor, the three members of the Cabinet, or the Legislature. The Governor may declare himself again physically fit to serve by filing another certificate with the Secretary of State.

Succession to Office

The Lieutenant Governor succeeds in the event of a vacancy in the office of Governor, serving either for the remainder of the term or during the period of an impeachment trial or physical or mental incapacity.

The Legislature has provided for a further gubernatorial succession in the event of catastrophe. Upon vacancy in the offices of Governor and Lieutenant Governor, the order of succession would be: Attorney General, Chief Financial Officer, Commissioner of Agriculture.

In the event this order of succession still does not provide for filling a vacancy in the office of Gov-

ernor, the President of the Senate and Speaker of the House of Representatives, President Pro Tempore and Speaker pro tempore are next in order to serve as Governor for the remainder of the term.

The same succession would prevail if the Lieutenant Governor serving as Acting Governor should be unable to perform the duties.

The Governor's Office as an Extension of the Person

The *Office of the Governor* can, in many respects, be made to mean what the person serving as Governor at the time wants it to mean. An observer has truly stated it is necessary to see the office and the man who occupies it as an entity. The Constitution, the laws, and custom impose so broad a range of duties that he may be selective as to where he will place his personal emphasis.

He may wish to use the respect people generally feel for the office to lead endeavors of many kinds. He might, for example, seek by television, radio, and newspaper appeals to focus attention upon the need for safe driving. He might help in the mediation of a labor dispute. He might lead efforts to protect the environment and wildlife. He might fight for reforms in tax, ethics, and election laws. People expect moral as well as legal leadership from the Office of the Governor.

The Governor travels many miles. He makes many speeches. He meets with many groups of people—Floridians and non-Floridians—interested in problems of one kind or another. All these duties and many others depend upon the aptitudes, the attitudes, and even the physical stamina, of the Governor then in office.

Governor Farris Bryant (1961–1965) has written of still another facet:

One of the unfortunate necessities about a position of political leadership, such as that of the Governor, is that at least as much time must be given to communicating with your constituency in numerous ways and in a thousand forms, as is spent resolving the problems which are your principal function.

Especially is it necessary for a Governor to establish understanding of what he proposes to



Florida State Archives

View overlooking meeting of Governor Claude Kirk with his "Little Cabinet," Tallahassee, 1968. Identified to the immediate left of the Governor (bottom left) are Beverage Commissioner Don Pride and State Racing Commissioner L.B. Walker, Jr.

do, constantly reinterpret it to the media and the public, and to a smaller interest among the public directly affected, and finally to explain and defend what has been done so that his leadership on future items will not be adversely affected.⁴

The Little Cabinet

In practice, much of the Governor's program is put into effect on a day-to-day basis by agencies under his direct supervision. By law, the heads of most of these agencies serve terms that begin and end with that of the Governor. Because of this, an incoming Governor has a legally free hand to select people to head agencies and carry out the planks of the platform on which he, as a candidate, stood for election. Among these agencies are the Departments of Business and Professional Regulation, Children and Families, Citrus, Emergency Management, Corrections, Education, Elder Affairs, Environmental Protection, Health, Juvenile Justice, Law Enforcement, Lottery, Management Services, Military Affairs, State, Transportation, and Veterans' Affairs.

The Governor appoints the heads of these agencies. All, together with the Governor's chief of staff, belong to what became known as the Little Cabinet, even though that name has no formal standing. Depending upon the Governor for the frequency of meeting, the Little Cabinet gathers to discuss some subject of the Governor's policy that would affect all of them.

Through Little Cabinet agencies, a Governor can make his administration felt. Sometimes, the planks of his campaign platform can be carried out without further legislation.

There are laws stating what the work of each agency should cover. But in most cases, an administrator can still place emphasis on a certain part of the agency's work. Perhaps the Governor has promised in his campaign that a certain highway would be improved. The Secretary of Transportation he appoints will try very hard to carry out that promise. Or, the Governor may have determined during his campaign that Florida needed health care for at-risk mothers and babies. The Secretary of Health can stress the State's role in providing prenatal and postnatal care through the allocation of both state and federal funds.

The Cabinet Aides

In the performance of their duties as members of the various boards, the Governor and Cabinet officers are assisted by a group known as Cabinet Aides. Each officer has a chief aide and two to three assistants. The Cabinet aides meet some days in advance of the Cabinet meeting and collectively question department heads and others with business at the Cabinet meeting. This questioning serves to give the Governor and Cabinet members a preview of the business through briefings by their aides. It also saves the time of all participants. In prior years, aides to the Governor and Cabinet members individually reviewed the departmental agendas. The meetings are open to the press and public. In the beginning, this group was known as the Mini Cabinet, but as the number of aides grew the name failed to stick.

Theoretically the Cabinet aides are only fact-gatherers. However, perhaps depending upon the background of the aides, some degree of subjectivity may enter into the briefing or report an aide will give to his superior.

Some of the aides report in writing, others orally at a Cabinet agenda review session held before the Tuesday Cabinet meeting. Usually aides provide an update of controversial issues immediately after the Cabinet Aides meeting and a regular update the day before the Cabinet meeting. This provides adequate time for research and analysis.

The Cabinet aides' meetings also help those



Photo by Jim Stokes

Governor LeRoy Collins (left) talking with Secretary of U.S. Air Force James Douglas at the annual Military Appreciation Dinner, Orlando, 1958.

persons having business before the Cabinet, in that questions may arise at the aides' meeting that indicates the need for additional information.

The Governor's Power of Appointment

The Constitution vests the Governor with the power to fill vacancies in State and county offices. This is a far-reaching power.

Generally the Governor may appoint a successor who will complete the term of any elective officer if the remainder of that term is less than 28 months. Otherwise, his appointee would serve until the first Tuesday after the first Monday following the next general election. The successor to an appointive officer usually serves out the unfinished term.

The Governor makes approximately 1,200 appointments a year. Some are to fill vacancies in elective offices caused by death, resignation, retirement, or the creation of a new office. These would be temporary appointments pending the election of a successor. They include the United States Senate, the State Cabinet, the courts, and the county offices such as sheriff, tax assessor, tax collector, court clerk, school board and county commission members.

Most appointments are to appointive offices and stem from the expiration of terms. The variety of these is broad, and the Governor will depend upon the leaders in his campaign organization—his post-election patronage committees—for recommenda-

tions on the appointments to local offices.

Appointments by an outgoing Governor which are subject to confirmation by the Senate may be withdrawn by the incoming Governor. When Reuben O'D. Askew became Governor, he withdrew more than 100 unconfirmed appointments made by his predecessor Claude R. Kirk, Jr. Similarly, Governor Bob Martinez withdrew 277 appointments to 90 agencies by Governors Bob Graham and Wayne Mixson. Some later won office as Martinez appointees.

Governor Martinez explained, "The people of Florida sent me to Tallahassee to do a job, and I believe that the men and women who will work with me in these positions should share the philosophy and goals of my administration."

Even though Governor-elect Jeb Bush canceled 170 appointments made by Governor Lawton Chiles, their joint appointment, in 1998, of Judge Peggy Ann Quince to the Supreme Court marked the first time an incoming and outgoing governor cooperated in an end-of-term appointment.

Governor Charlie Crist rescinded 283 appointments made by Governor Bush. Governor Rick Scott rescinded 154 of Governor Crist's appointments.

The Governor puts men and women on State commissions for the licensing and regulation of certain professions and occupations. Among these are: physicians, dentists, nurses, architects, building con-

tractors, cosmetologists, sanitarians, and watchmakers.

He also selects the members of boards for such local public services as hospitals, libraries, seaports and airports, sewers, fire protection, drainage, zoning, housing, tax adjustment, and mosquito control.

Often appointees of a governor to major State offices are from among his closest friends. This "gives rise to complaints of 'cronyism,'" observed Governor LeRoy Collins (1955–1961):

If the friendship bonds represent the sole or predominant reason for the appointment, then the charge has substance. But there are other reasons a Governor may appoint a friend other than favoritism.

In the first place he should know well a friend's real qualifications. Also the friends know well the goals of the Governor and will most likely place the achievement of those goals uppermost in his own ambitions and work. No one more than a friend wants the Governor to succeed or knows better what success requires.

An ideal appointment is a person eminently qualified by objective standards who will give his total efforts in his job. If a friend fits this pattern his appointment will measure out very high in the public interest.⁵

By this appointive power, the Governor leaves an imprint on government which lasts beyond his own term. This is particularly true of the courts. The voters tend to keep judges in office, and many judges—if not most—were put in office first by a governor.

The Governor's Power of Removal

The Governor can suspend any State or county officer not subject to impeachment for malfeasance, misfeasance, neglect of duty, drunkenness, incompetence, permanent inability to perform his official duties, or commission of a felony. Suspensions are subject to review by the Senate. The President of the Senate, or a majority of its membership, is empowered by the Constitution to convene a special session to consider the Governor's suspension charges and may remove or reinstate the accused official.



Photo by Sara Brockmann

Orange County Clerk of the Court Eddie Fernandez (left) with Governor Rick Scott and First Lady Ann at the Hispanic Heritage Month Reception, October 2013. The Governor's appointment of Fernandez as Clerk is one of approximately 1,200 made each year.

Among the grounds for suspension are three that require explanation. The Supreme Court has defined them. The court said malfeasance is the “performance of an act by an officer in his official capacity that is wholly illegal and wrongful.” Misfeasance was described as the “performance by an officer in his official capacity of a legal act in an improper or illegal manner.” Incompetency as a ground for suspension and removal has reference “to any physical, moral, or intellectual quality, the lack of which incapacitates one to perform the duties of his office.”

Senator Frederick B. Karl of Daytona Beach, in collaboration with his law partner, William M. Barr, wrote authoritatively on the subject of such ousters. Karl and Barr expressed the opinion that the cohesion of the State as a political and governmental entity depends to a significant degree on the constitutional powers vested in the Governor to oversee the performance and functioning of public offices:

The greatest of these powers is the Governor’s prerogative to issue an executive order suspending public officials without prior hearing. The long shadow that this executive power casts over sixty-seven courthouses tends to establish Florida as a State instead of a loose confederation of counties.

And the felt presence of the power in State offices makes the Governor’s ‘Supreme Executive power’ a reality in the Executive branch and limits the extent to which an ossified, autonomous bureaucracy, impervious and indifferent to public needs and forces outside itself, can develop in Tallahassee.⁶

A majority of the Senators present determines whether the Senate shall remove or reinstate the suspended officer. If the Senate decides to reinstate the officer, he very likely will receive any pay he lost while he was kept out of office.

As indicated above, the Governor does not have the power to suspend officers subject to impeachment. These are the Lieutenant Governor, the Cabinet members, Justices of the Supreme Court, the judges of the district court of appeal, the circuit and county courts, and the Governor himself.

The Governor and Removal of Municipal Officials

In a separate category is the Governor’s power to suspend and remove municipal officers. This is a power first given the Governor in the 1968 Constitution. He is expressly empowered to suspend any elected municipal officer indicted for crime until the officer is acquitted. In addition, the Governor is authorized by law to suspend any elected or appointed municipal officer when any grand jury indicts him for official misconduct. If found guilty, the officer may then be removed by the Governor. If the accused municipal officer is either acquitted or the charge quashed, the suspension is terminated. The difference between the suspensions of State and county officials and the suspensions and removals of municipal officials is that the Senate does not act upon suspensions and removals of municipal officials.

The Governor and the Judiciary

Certain parts of the Constitution pertain to the Governor’s powers and duties. The Governor has the right to ask Justices of the Supreme Court for their interpretation of such parts. These interpretations in writing are known as advisory opinions.

The Governor, in some cases, uses a power like that of a judge. He does this in the case of a person in Florida who is wanted by another state either for trial or completion of a prison sentence. The Governor then decides whether or not he will let that person be *extradited*, or taken, from Florida to that state. There are about 1,000 extradition requests each year.

The Governor can also have a great influence on the quality of the judiciary because of his power to fill vacancies in office. A judge already in office is likely to be kept in office by the voters.

The Governor and Custom

Aside from the official duties imposed by the Constitution and laws, the Governor is asked to do many things just because of custom. As the First Citizen, he will be asked to represent the state at far more functions than he can attend.



Florida State Archives

At the State Fair in 1949, Governor Fuller Warren interested Elsie, the Borden bovine celebrity, when he placed a band of orange blossoms around her neck. Elsie's customary neck piece was a chain of daisies.

The Governor is almost always invited to fairs, parades, fiestas, and other community celebrations. Conventions of state and national groups held in Florida will often invite the Governor to speak. Bids also will come from industrial, business, trade, professional and vocational associations, civic clubs, fraternal orders, and church groups.

Most Governors accept all the invitations they conveniently can. They do so not only as a courtesy to their hosts, but because it gives the Governor a chance to state his views on different subjects. He may wish to gather public support for his viewpoint, and a speech or series of speeches will be helpful. When the Governor, for instance, dedicates a new building at one of the state universities, he can tell people what he thinks should be done in years to come about higher education in Florida. What he says is almost always reported through the newspapers, television, and radio. This helps shape public

opinion in the direction of his own convictions.

Sometimes the Governor addresses the convention of a national association. This gives him a chance to serve the future of the state. In most cases, the audience will be made up largely of out-of-state people. He will have much to tell them about what Florida has to offer them. Those people may come back to Florida as tourists, as investors, or as residents.

The Governor and the Airplane

The airplane has been both a blessing and a burden to Florida's Governors. By reducing travel time, the airplane has made it possible for the Governor to accept more of the invitations the chief executive receives: some 6,400 in a typical year. On the other hand, however, the Governor finds it more difficult to plead, in declining invitations, that he cannot take the time from other duties.

Governor LeRoy Collins (1955–1961), last of the chief executives to mainly use the automobile, was said to have worn out three limousines as he traveled in Florida. Altogether, he accepted some 860 of 8,495 speaking invitations received in his office.⁷

His successor, Governor Farris Bryant (1961–1965), himself a pilot, said the airplane increased the demands on the Governor's time geometrically, expanding the "opportunity of a Governor to reach and be reached."⁸

Governor Haydon Burns (1965-1967) held a pilot's license and, before service in World War II, operated a flying school in Jacksonville.

Governor Claude R. Kirk (1967-1971) was criticized when he leased jets for trips he considered important to the state's tourism industry or general economy.

Governor Lawton Chiles (1991-1998) sold off the State's first jet, a 1960s Saberliner, but flew in the corporate planes and jets of supporters and friends who were reimbursed.

In 2003, the Department of Management Services traded in the oldest of the three propeller planes in the State's fleet to lease a \$5.3 million Cessna Citation Bravo for use by the Governor, Lieutenant Governor, Cabinet, Supreme Court, and House and Senate leaders. The executive fleet was reduced to two planes (the Cessna and an 8-year-old King Air)

in 2008. With his stated intention to use his own jet, these were sold as one of Governor Rick Scott's first actions in office.

The Governor and Correspondence

"I'll contact the Governor" is a possible reaction of people with a governmental question or problem. In 1998, Governor Chiles received 100,000 letters annually. Fifty-five percent of his mail was from individuals expressing opinions on State policies and legislative proposals. The balance of the mail was from people who had a problem with a State agency.

Governor Jeb Bush was Florida's first governor linked directly to constituents by email. Around the nation, the offices of most governors had an email address during his term (1999–2007), but few spent as many hours a week (25 to 30) reading and sending messages. Typically, Bush received 100 messages a day on his laptop computer. Governor Charlie Crist's email, website, and weekly "Notes from the Capitol" were available at www.myflorida.com. In addition to websites and email, within the first month of his tenure Governor Scott began using the social network Twitter to respond to constituents. In a press release of May 3, 2012, Governor Scott announced Project Sunburst, a transparency initiative providing online access to executive staff emails. Project Sunburst can be found at www.flgov.com/sunburst.

The Governor's Legislative Program

In the years of the 20th century prior to 1960, when Florida could be regarded as a one-party state, there was little if any agitation ever for a party platform since this need was served by the primary election campaign planks of the candidate winning the

Democratic nomination.

Governor Millard F. Caldwell (1945–1949) stated the matter this way:

The dominant party in Florida prepares no gubernatorial platform and the determination of the objectives to be followed during the succeeding four years is largely left to the candidate. The Legislature, by custom, has adopted the practice of treating the successful candidate's platform as the public mandate.¹⁰



Florida State Archives

Governor Farris 'Mach Buster' Bryant exits the cockpit of an Air Force supersonic plane he piloted through the sound barrier at a speed close to 1,200 mph. Bryant, who covered over 87,000 miles in 1961 on official business as a pilot and passenger in his state-owned plane, had piloted a jet before but had never been through the sound barrier.

The healthy condition of the State's treasury when Caldwell came into office—a condition caused by the inability of the state government to spend to the usual extent during the years of World War II—plus the nature of his requests to the lawmakers, may have colored his appraisal of the Legislature's acceptance of a gubernatorial platform as a public mandate.

In any event, at least two of his successors in office felt differently about the extent of the mandate.

Governor Farris Bryant (1961–1965), after his service, commented, "Whether or not the program of the Governor is considered as a mandate I would now believe it to be a consequence of the Governor's political strength."¹¹

And Governor Fuller Warren (1949–1953), also after his tenure, wrote:

My own experience as Governor indicates that the Legislature did not regard the platform or program on which I was elected as a mandate. Perhaps the two planks, in the platform on which I was elected Governor, that were most widely approved by the people of Florida were (1) outlawing livestock from public highways and (2) stopping the shipping of unripe citrus from Florida.

Despite the apparent popular approval of these two planks, it was necessary to work very hard to get them enacted into law by the 1949 Legislature. Some of the other planks on which I was nominated and elected Governor were rejected by the Legislature despite the efforts of our administration to get them enacted into law.¹²

If ever it were true that the Legislature was inclined to accept the gubernatorial platform as a mandate, this surely has been lessened since 1969 when the Legislature turned to the philosophy of year-round committees with staffing independent of the Executive Branch. Gains in Republican voter registration added another element to the picture. Today, the strength, or weakness, of a governor's "mandate" partly depends on whether the Governor and a majority of each legislative chamber are of the same political party.

While times have changed, however, the bully pulpit remains an effective vehicle for achieving a gubernatorial objective.

Governor Reubin O'D. Askew (1971–1979) won both legislative and voter approval of his tax reform agenda by effectively utilizing the daily visibility and speaking opportunities available to the state's chief executive. He subsequently circumvented a balky legislature to win direct voter approval of his proposed "Sunshine Amendment" setting new financial disclosure and other ethics standards for candidates and officeholders.



Photo by Phil Pollack

Governor Lawton Chiles and Lieutenant Governor Buddy MacKay campaigning, 1991.

Similarly, Governor Lawton Chiles translated the reform themes of his 1990 gubernatorial campaign into quick enactment of one of the nation's strongest election laws during the 1991 legislative session.

Governor Jeb Bush made commitments to Floridians to improve public schools, provide tax relief, protect the environment, and reform social services for children, elders, and the disabled.

Governor Charlie Crist championed strengthening Florida's economy, ensuring the education of Florida's children, and lowering the cost of doing business in Florida.

Governor Rick Scott's priorities are to implement accountability budgeting, streamline State government, and foster an environment for job creation.

Mechanics of Presenting the Governor's Program to the Legislature

In Article IV, Section 1(e), the Constitution states that the "governor shall by message at least once in each regular session inform the legislature concerning the condition of the state, propose such reorganization of the executive department as will promote efficiency and economy, and recommend measures in the public interest."

It has been customary for the Governor to deliver this message in person at a joint session of the Senate and House of Representatives, although in years prior to 1921 this was done in writing. (During the incapacity of Governor Dan McCarty in 1953, the message was read to the Legislature at his request by Secretary of State R. A. Gray. An ailing Governor Fred P. Cone in 1939 had his message delivered to the joint session by Attorney General George Cooper Gibbs.)

The Governor's message is printed in full in the *Journals* of the Senate and House. Newspapers, television, and radio usually devote considerable space and time to what the Governor has asked of the Legislature. Newsmen will condense the message's contents and report the comments of legislative leaders. Editorial writers will analyze the Governor's offering.

The Governor does not content himself with delivering the message. In all likelihood, his staff already will have prepared many or all of the bills

necessary to implement his recommendations, and these will be delivered to sympathetic members of the Senate and House for introduction in their own names or the names of committees. Only a member of the Legislature may introduce a bill, and some bills drafted in the offices of Governors have become orphans because no lawmaker was willing to introduce them.

In the years prior to the 1970s, the Governor probably had a legislative secretary—someone brought onto the staff solely for the purpose of overseeing the movement of the Governor's program through the Legislature. Nowadays, however, because the year-round staff has grown sufficiently, one or more of the regular aides will attend to this task.

The Governor will draw upon the resources afforded him by the chairmen, executive secretaries, directors, and other top-echelon men and women who serve in the departments directly responsible to him. They will be assigned the responsibility for bills affecting their own departments, but they may be asked to help with other phases of the Governor's program. At the same time, they will be seeking to fend off legislation regarded as offensive to the administration's purposes.

The Governor will also be personally involved on behalf of his program. He will invite legislators in small groups to the Mansion for meals and talk and will also ask lawmakers to come to his office individually to discuss problems. Depending upon the importance of a matter, the Governor and aides will be on the telephone to campaign supporters and other individuals who may be inclined to intercede with the hometown senator or representative who represents them.

Opponents of the Governor's pending proposal will describe these activities as "arm-twisting."

The Governor may also take advantage of the goodwill to be gained by inviting lawmakers to his office to be photographed with him as he signs legislation of special interest to them. Copies of these photographs will be sent to them.

At times, as a gesture of friendly relations, the Governor and First Lady have entertained members of the Legislature, Cabinet, and Supreme Court at the Mansion on an evening early in the regular session.

The Governor faces a dilemma in dealing with the Legislature. If he presses the Legislature for en-

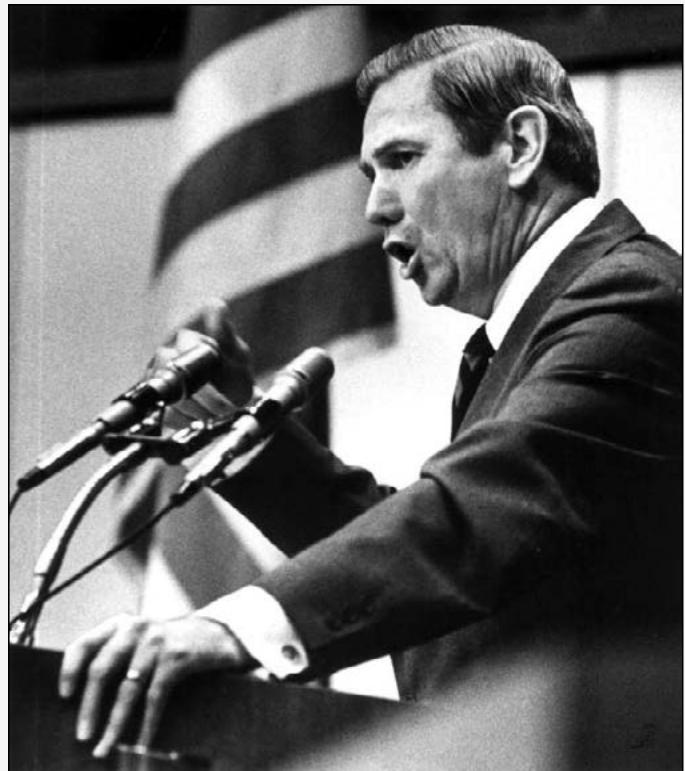


Photo by Mark T. Foley

Governor Reubin Askew delivers his State of the State address to a joint session of the Senate and House at the new Capitol, 1978.

actment of his program, he well may be charged with seeking to be a dictator. If he does not, he may be accused of failing to provide leadership.

Governor Askew faced up to that problem in 1971 when the Legislature, after 60 days of regular session and 10 days of special session, still was deadlocked on measures to operate the state government and to provide revenues for those operations. Governor Askew had served previously as a Representative and Senator, so he knew the legislative temper.

In an unusual address to a joint session of the Senate and House of Representatives in which he spoke without a prepared text, Governor Askew said, in part:

I've been told by some that I have not pushed you hard enough, but I've been with you for twelve years and I can recall the last four years in which, as a Legislature, we were prodded many times, and I must confess that even prior to that we were prodded, and the time to prod and not to prod, if such be the case and a necessity, is not an easy one.

I've been told that maybe I should have told

you sooner than now my feelings, but I also know that that's a two-edged sword, and attempting to assert yourself prematurely can also have very grave complications ... I'm not a king—the people elected me only as a Governor, and so I have some respect for your authority and your power to decide.¹³

Governor Graham also had legislative experience. Governor Chiles had served in both state legislative bodies, but was unique in that he also served as United States Senator before becoming governor. Governor Crist served in the Senate and was elected state Attorney General before becoming governor.

The Governor and Special Sessions

The Governor also has the authority to call the Legislature into special session. This gives him a chance to center attention upon a government problem of extraordinary importance. The call for the special session states the purpose of the meeting. No other business may be carried on at such a meeting except by a two-thirds vote of each legislative house.

The Governor's Veto Power

The ultimate weapon in the Governor's arsenal is the veto. He may nullify, subject to legislative override, bills he considers offensive or contrary to public interest.

The Governor's veto can be overridden, or cancelled, by a two-thirds vote of each house of the Legislature. The Governor will, in a message to the Legislature, state his reasons for vetoing a measure. This gives him a chance to get public and legislative support for his position.

The time the Governor has to exercise his veto power depends upon whether the Legislature is in session. During a session, the Governor has seven consecutive days to act. If, at the end of the seven days, he has neither signed nor vetoed the proposal, it then becomes law without his signature.

Should the Legislature adjourn before the end of the seven-day period, the Governor has 15 consecutive days after the legislative officers present the enrolled Acts to him. This gives him more time to study the flood of measures generally passed in the

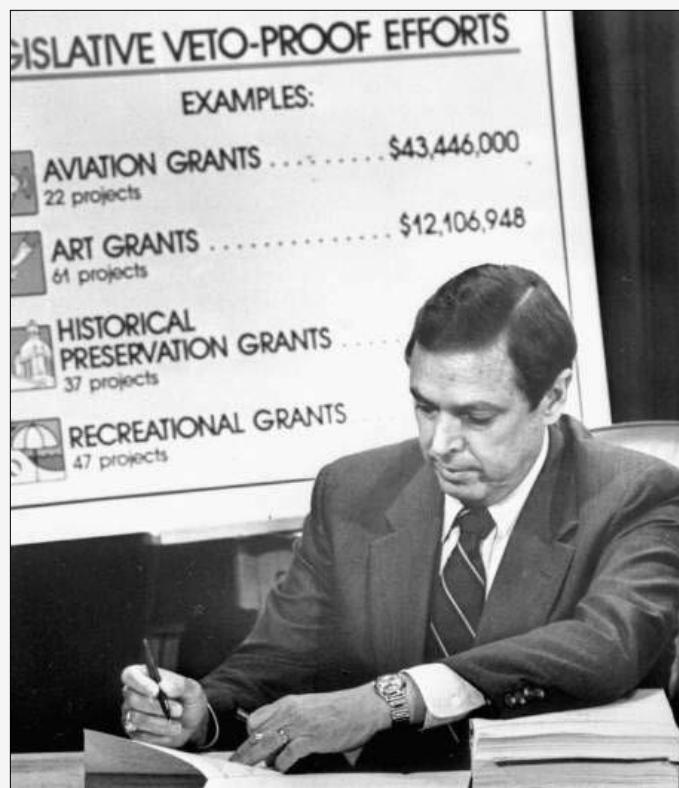


Photo by Donn Dughi

Governor Bob Martinez signing the budget into law, 1987.

last days of that legislative session.

A Governor's veto during those 15 days carries greater force. The Legislature will not have a chance to consider overriding the veto until the next regular or special session. Very likely this will be nearly a year away.

There is another important aspect of the Governor's veto power. This is his right to strike single items out of some proposed laws having to do with the spending of state money. In most cases the Governor must review legislative enactments as a whole. Perhaps the good features in a certain bill will be more important to have than those he may not like. But he always has the right, under the Constitution, to strike out items, or separate grants of funds, in any legislative act covering more than one appropriation. This applies mostly to the General Appropriations Act. The General Appropriations Act makes provision for hundreds of separate grants of money for state agencies. For practical reasons, the Governor can single out any part of the General Appropriations Act. He may veto one or more items, and approve those that remain.

The Governors' Vetoes

Of the four-year Governors, Fred P. Cone (1937–1941) vetoed the greatest number of legislative acts, 146. Runner-up was Governor Claude R. Kirk, Jr. (1967–1971), who vetoed 108 acts. In his two terms, Governor Reubin O'D. Askew (1971–1979) vetoed 157 acts. Robert (Bob) Graham vetoed 105 in his eight years, and Governor Lawton Chiles vetoed 136 in his.

Governor Jeb Bush surprised supporters and opponents alike in 1999 when he line-item vetoed \$316 million in projects, more than twice what any governor before him had rejected. One lobbyist groused privately that “a lot of people got Bush-whacked.” Bush vetoed 306 items that totaled \$313.7 million in the budget passed by the legislature in 2000. Governor Charlie Crist bested Governor Jeb Bush’s record when he vetoed \$459 million of the 2007 proposed budget. In 2008 he vetoed 10 acts. Seven acts and one budget item were overturned by the Legislature in November 2010. Governor Rick Scott set a new veto record in 2011 when he cut \$615 million from the proposed budget, \$305 million of which came from Florida Forever, the conservation land buying program. In 2012, Governor Scott vetoed \$142 million in projects, in 2013 he cut nearly \$368 million, and in 2014 he cut \$68.9 million in spending from the State’s largest-ever budget of \$77 billion.

The Governor as Commander in Chief

The Governor is Commander in Chief of the military forces of the state. He alone may call out the Florida National Guard and the state militia to deal with emergencies. He cannot do this, however, if the National Guard has been called into the federal service. The militia, or home guard, organized in its absence, then takes the place of the National Guard. One important use of the National Guard is in response to disasters such as hurricanes and floods.

The Governor's Orders and Proclamations

The Governor can, by an *Executive Order*, exercise certain authority. When he suspends an officer, he does so by Executive Order. He can also issue *Proclamations*, mostly of a ceremonial nature, for

such things as Black History Month and Earth Science Week.

The Governor and the News Media

Until recent years, the Governor (along with other state officers) were under the scrutiny of what was described as “one of the largest, most aggressive press corps outside of Washington, D.C.” and second only “in size, influence and ability” to the group of statehouse reporters in Sacramento, California.¹⁴ Although the reporters can still be described as aggressive, due to staff reductions by their hometown newspapers, brought on by lower circulation, both the California and Florida Capitol Press Corps have been seriously reduced in number.

As the State’s First Citizen, the Governor usually has first claim on the attention of the press although there have been occasions when “hard” news diverted some or all of the newsmen elsewhere. Once when that happened a Governor complained to the Federal Communications Commission.

For better or for worse, the Florida public forms its image of the Governor and other top officials from the Tallahassee press corps reports of what the officials say and do.

As a member of the group wrote, the Tallahassee press corps is different from those of most statehouses because:

They are the representatives of the fractured baronies of the Florida newspaper scene, each



Photo by David Bujak

Governor Jeb Bush speaking at a press conference following a memorial service for Hurricane Charley victims, Arcadia, 2004.

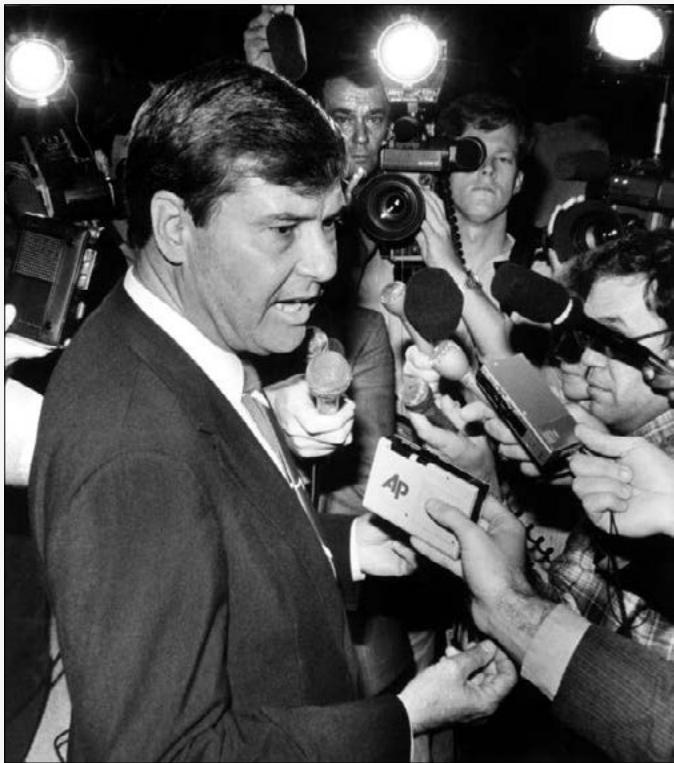


Photo by Mark T. Foley

Governor Bob Graham fields questions from the media just prior to a Cabinet meeting, 1986.

from a jealously guarded bit of newspaper turf in Palm Beach, or Jacksonville, or Miami, or St. Petersburg, or Gainesville ...

Unlike Georgia, where the Atlanta papers alone speak to the state—unlike most states with one or two predominant cities—Florida has many baronies. No newspaper speaks for all of Florida—or to all of Florida.¹⁵

Television has played an increasingly important role in the Capitol news scene. It may be that a vast number of Floridians form their impression of the worthiness of a Governor or other state official from how he comes across during one-minute exposures on the six o'clock news. Statewide broadcast newsgathering networks with bureaus in Tallahassee provide daily highlights of significant government news to viewers.

The link between the Governor and the Capitol press corps, and—by telephone, email, and fax—with the news media outside Tallahassee in Florida and the nation, is his press secretary.

Frequently, a press secretary is a former newsman. The need for an awareness of the information

requirements of the press and knowledge of deadlines are qualities applicable to the position of press secretary. Sometimes a press secretary serves as the Governor's speech writer, although the talents required for the two functions are quite different.

The press secretary has much to do with shaping the Governor's public image, although no secretarial cosmetics can disguise the chief executive's true appearance for long.

Governor Farris Bryant (1961–1965), discussing an aspect of this matter of public image, wrote:

It is certainly true that Governors are less accessible, in a personal sense, to people as individuals because of the growth of our State; it is also true that the media have made it possible for people to 'know' their Governor in a way that was not so even fifteen years ago. Communication with the public has necessarily become mass on the one hand, or symbolic on the other.¹⁶

Previous Elective Service

Only four Governors—Sidney J. Catts, Claude R. Kirk, Jr., John E. Bush, and Richard L. Scott—had not served in elective office before becoming Governor, although all but Scott had been candidates: Catts for the U.S. Congress in Alabama, Kirk for the U.S. Senate, and Bush for Governor.

Interestingly, in the years 1877 to 1999, Catts, Kirk, and Robert Martinez were the only successful gubernatorial nominees of parties other than the Democratic Party. Catts, while still a member of the Democratic Party, ran in the 1916 general election as the nominee of the Prohibition Party. Kirk, a former Democrat, was a Republican when he ran for the U.S. Senate and for Governor. Martinez had switched from the Democratic Party to Republican before running for Governor.

Governor Reubin O'D. Askew (1971–1979) once said, "They don't have schools for a Governor, so I'm learning the hard way, as I go along."¹⁷ Governor Askew was, however, a graduate of an institution—the Legislature—which has come to be regarded as a training school for Governors and other officials.

Of Florida's 28 inaugurated Governors between 1900 and 2011, 21 had served in either the state Sen-

ate or House or both. Five had been Speaker of the House and three had been President of the Senate. Of those without legislative experience, three had been multi-term mayors of Jacksonville and Tampa.

Only 14 of the 51 Territorial and Statehood governors have not served in the Florida Legislature.

Service in the Legislature, and especially membership on committees responsible for drafting the appropriations bills, opens a window, hardly equaled as an educational opportunity, to understanding the ramifications of the state government.

Occupations of the Governors

Eighteen of the 25 elected Governors in this century through 2012 were lawyers by profession or had law degrees. The exceptions were: Napoleon B. Broward, tugboat owner; Albert W. Gilchrist, civil engineer, land developer and citrus grower; Sidney J. Catts, Baptist minister; Dan McCarty, citrus grower and cattleman; Haydon Burns, business consultant; Robert Martinez, mayor and former restaurateur; and Jeb Bush, businessman and real estate developer. The count of elected Governors does not include Charley E. Johns, Wayne Mixson, and Kenneth H. MacKay since they came to the office to complete the term of an elected chief executive, although MacKay does have a law degree.

The Age of Governors

Of the Governors elected in this century (through 2011), the youngest at the time of inauguration was Park Trammell, at 37, while the oldest was Frederick P. Cone, who was 61.

The median age of Governors at the time of inauguration is 45.

First Woman Candidate

The first woman to run for Florida's mansion was Tavares lawyer Joan L. Wollin in 1986. She ran last behind four other candidates in the Democratic primary.



Joan Wollin, candidate for Governor, delivering a campaign speech, 1986.

Photo by Donn Dughi

¹Letter from Farris Bryant, July 8, 1971.

²Letter from LeRoy Collins, July 27, 1971.

³William M. Barr and Frederick B. Karl, "Executive Suspension and Removal of Public Officers under the 1968 Florida Constitution," *University of Florida Law Review*, Vol. XXIII, No. 4.

⁴Letter from Farris Bryant, July 8, 1971.

⁵Letter from LeRoy Collins, July 27, 1971.

⁶William M. Barr and Frederick B. Karl, "Executive Suspension and Removal of Public Officers under the 1968 Florida Constitution," *University of Florida Law Review*, Vol. XXIII (Summer, 1971), 635.

⁷*Florida: Across the Threshold*, The Administration of Governor LeRoy Collins (Tallahassee: 1961), p. 392.

⁸Letter from Farris Bryant, July 8, 1971.

⁹Memorandum from Jill Chamberlain, Assistant Press Secretary to Governor Graham, February 1, 1984.

¹⁰Millard F. Caldwell, "The Governor's Duties and Responsibilities," an address before the 31st Annual Meeting of the Florida State Chamber of Commerce at St. Petersburg, December 2, 1947.

¹¹Letter from Farris Bryant, July 8, 1971.

¹²Letter from Fuller Warren, July 8, 1971.

¹³Reubin O'D. Askew (Remarks to Legislature), *Journal*, House of Representatives, June 18, 1971, p. 43.

¹⁴James H. Minter, "The State's Ace Sleuths and Scribblers," *St. Petersburg Times* (Floridian Magazine Section), March 22, 1970.

¹⁵James H. Minter, "The State's Ace Sleuths and Scribblers," *St. Petersburg Times* (Floridian Magazine Section), March 22, 1970.

¹⁶Letter from Farris Bryant, July 8, 1971.

¹⁷Askew, *Tallahassee Democrat*, July 1, 1972.



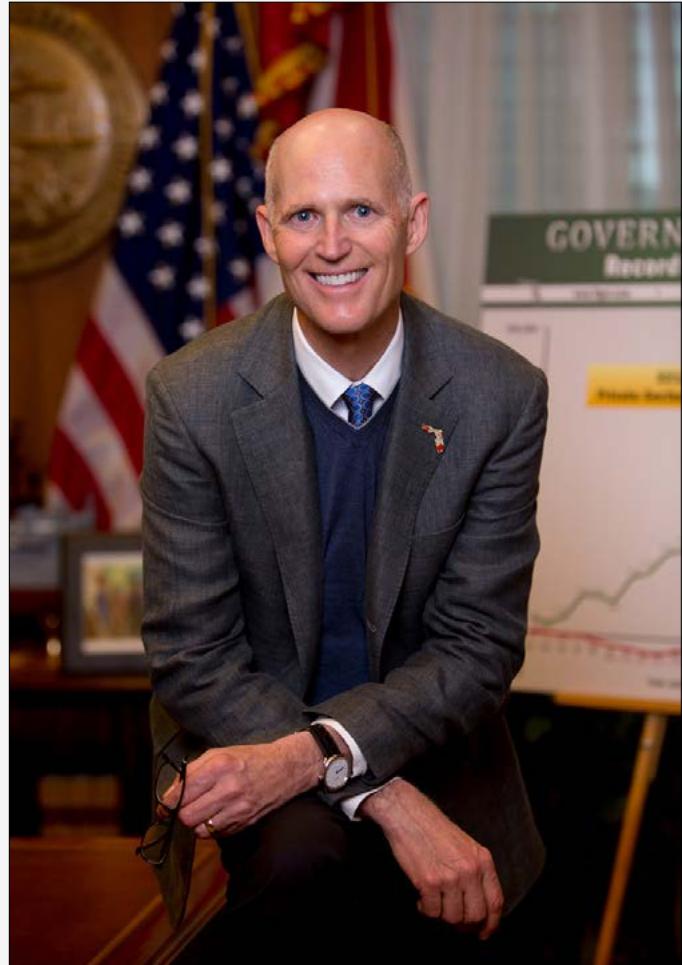
Richard L. Scott, Republican

“The supreme executive power shall be vested in a governor.”

Florida Constitution, Article IV, Section 1

Rick Scott is the 45th Governor of the great State of Florida. As promised during his campaign, Scott is focused on creating jobs and turning Florida's economy around. Born in Bloomington, Illinois, and raised in Kansas City, Missouri, his father was in the 82nd Airborne during World War II. After the war, Governor Scott's father was a city bus driver and then a truck driver. His mother worked as a JC Penney clerk. At times the family struggled financially, and when Governor Scott started public school, they lived in public housing. In high school, Governor Scott met Ann, and the high school sweethearts have been married for 40 years and have two married daughters, Allison and Jordan, and a grandson, Auguste.

After attending high school and community college, Governor Scott enlisted in the United States Navy, where he served on active duty aboard the USS Glover as a radar man. The G.I. Bill enabled Governor Scott to attend college and law school. While enrolled at the University of Missouri-Kansas City and working full-time at a local grocery store, Governor Scott and Ann made their first significant foray into the business world by buying two Kansas City doughnut shops for Governor Scott's mother to manage. Following graduation from UMKC with a degree in business administration, Governor Scott



earned a law degree from Southern Methodist University.

After law school, Governor Scott stayed in Dallas, working for the city's largest law firm, Johnson & Swanson, primarily representing companies in the health care, oil and gas and communication industries. In 1987, while still practicing law, Governor Scott made an offer to purchase HCA, Inc. When the offer was rejected, Governor Scott started Columbia Hospital Corporation with his and Ann's entire life savings of \$125,000. Governor Scott also started Conservatives for Patient's Rights, which advocated for free market principles of choice, competition, accountability, and personal responsibility in health care. Governor Scott wanted to prevent further government encroachment on the rights of patients.

When Governor Scott left Columbia in 1997 at age 44, it was one of the most admired companies in America. It had grown to become the world's largest

health care company with more than 340 hospitals, 135 surgery centers, and 550 home health locations in 37 states and two foreign countries. Columbia employed more than 285,000 people, making it the seventh largest U.S. employer and the 12th largest employer worldwide.

Faith, Family and Community

Before moving to Tallahassee, the Scott family lived in Naples. When they are back home, they still attend Naples Community Church, which Governor Scott and Ann helped start in 2006. Throughout their lives, Governor Scott and First Lady Ann have served their community through volunteer and charitable work. Governor Scott has served on the National Board of the United Way, and Governor Scott and Ann have worked with World Vision to create a primary health care system in Bunyala, a poor area of Kenya. In addition, they fund scholarships for graduates of the Kansas City high school they both attended, as well as one that enables a low-income student to attend SMU Law School each year. They also fund an entrepreneur contest at George Washington University where one of their daughters received a business degree.

Businessman and Entrepreneur

Governor Scott is known as an innovator in business, health care, and politics. His specializa-

tion was in health care mergers and acquisitions, and it was during his work on these transactions that he recognized how patients could be better served by improving hospital efficiency, lowering costs, and focusing on better outcomes.

Through his entrepreneurship, Governor Scott developed a reputation in the health care industry for providing affordable, high quality care to patients. As Governor, he brings a similar vision for quality and efficiency to benefit the people of Florida.

Legal basis for the office of Governor: Article IV, Section 1, Florida Constitution, and ch. 14, F.S.

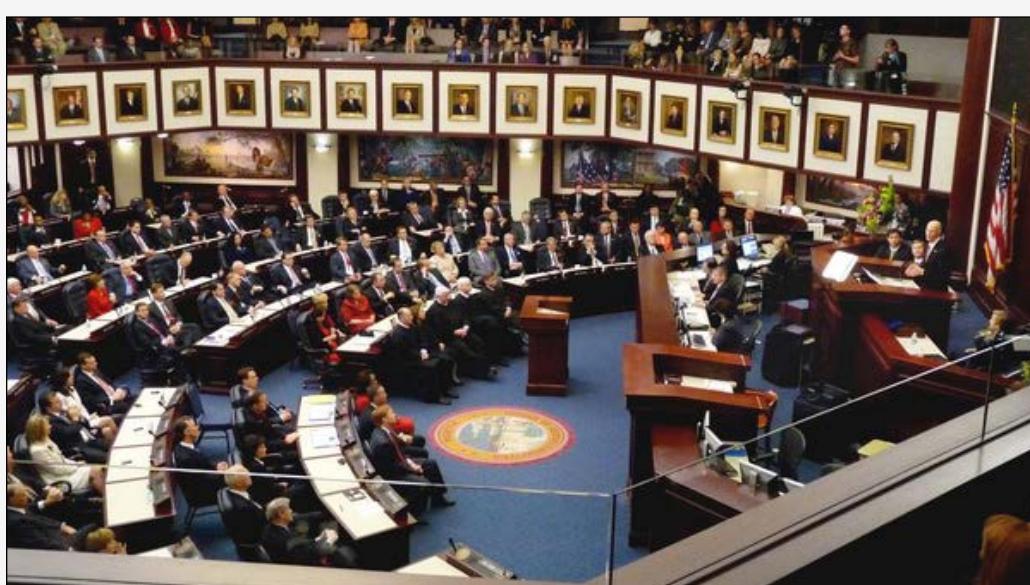
Methods of selection: Elected by the qualified voters.

Qualifications: When elected, shall be an elector, not less than 30 years old, and a resident of the state for the preceding seven years.

Term: Four years. Present term expires January 6, 2015. May be elected to one successive term.

Method of Removal: Through conviction in the Senate on impeachment charges brought by the House of Representatives.

Compensation: \$126,365 a year (Governor Scott takes only a penny), and perquisites, including the use of the Executive Mansion in Tallahassee.



Governor Rick Scott, center-right, delivering his first State of the State address to a joint session of the Legislature on the House floor, 2011.

Photo by Mark T. Foley

Executive Office of the Governor

Contact Information

Executive

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(850) 488-2272

Lieutenant Governor

Carlos Lopez-Cantera
(850) 488-4711

Operations

Adam Hollingsworth, Governor's Chief of Staff
Geoffrey Becker, Deputy Chief of Staff
Rachel Cone, Deputy Chief of Staff
(850) 488-5603

Administration

Dawn Hanson, Director
(850) 717-9210

Appointments

Virginia Haworth, Director
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Cabinet Affairs

Michael Sevi, Director
(850) 717-9239

Chief Inspector General's Office

Melinda Miguel, Chief Inspector General
(850) 717-9264

Citizens Services

Warren Davis, Director
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External Affairs

Brad Piepenbrink, Director
(850) 717-9207

Information Systems

Tom Doughty, Director
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Legal Affairs

Pete Antonacci, General Counsel
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Legislative Affairs

Derrick McGhee, Director
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Scheduling

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Office of Open Government

Bonnie Hazelton, Director
(850) 717-9248

Office of Policy and Budget

Cynthia Kelly, Director
Budget: (850) 717-9506
Policy: (850) 717-9510

Communications Office

Frank Collins, Director
(850) 717-9282

NOTE: Unless otherwise stated, address is: The Capitol, 400 South Monroe Street, Tallahassee 32399-0001;
www.flgov.com



Lieutenant Governor

Carlos Lopez-Cantera, Republican

"There shall be a lieutenant governor who shall perform such duties pertaining to the office of governor as shall be assigned by the governor, except when otherwise provided by law, and such other duties as may be prescribed by law."

Florida Constitution, Article IV, Section 2



Governor Rick Scott announced Carlos Lopez-Cantera as Florida's next Lieutenant Governor on January 14, 2014.

Carlos Lopez-Cantera was born in Madrid, Spain, on December 29, 1973. He was born two months premature and was returned to his intended birthplace of Miami, Florida, once he was healthy enough to travel. Lopez-Cantera graduated from Miami-Dade College and continued his studies at the University of Miami, where he graduated with a degree in Business Administration.

In August 2012, the citizens of Miami-Dade County elected Carlos Lopez-Cantera as the Property Appraiser of Miami-Dade County. Carlos campaigned on a platform to make interaction with the office of the property appraiser easier, increasing community outreach and being more responsive to the needs of the residents of Miami-Dade.

From 2004 through 2012, Carlos served as a member of the Florida House of Representatives. Over the course of his eight-year term in the Legislature, Carlos served as a member of the Governor's Property Tax Reform Committee, the My Safe Florida Home Advisory Council and the Miami-Dade

County Mayor's Mortgage Fraud Task Force. In the Florida House of Representatives, he chaired the Committee on Business Regulation and the Government Affairs Committee. Carlos served as Majority Whip from 2009 through 2010 and as the Majority Leader of the Florida House of Representatives during the final two years of his term from 2010 through 2012.

Carlos has been married to his wife Renee since 2005 and they have two young daughters.

Legal basis for the Office of Lieutenant Governor: Article IV, Sections 2 and 3, Florida Constitution, and ss. 14.056 and 20.04, F.S.

Method of selection: Chosen by candidate for Governor to run in tandem. Elected by qualified electors.

Qualifications: An elector, not less than 30 years of age, and resident of Florida for the preceding seven years.

Term: Four years. Present term ends January 6, 2015.

Method of removal: By conviction in the Senate on impeachment articles brought by the House of Representatives.

Compensation: \$124,851 a year.

Duties: Shall perform such duties as may be assigned by the Governor.

History and Service of Lieutenant Governors

The Florida Constitutions of 1865 and 1868 called for an elected Lieutenant Governor who also served as the presiding officer of the Senate. The office was abolished by the 1885 Constitution. The office was reestablished by the 1968 Constitution, but the position of Lieutenant Governor was not reestablished as the presiding officer of the Senate.

With the restoration of the office in the revision of the Florida Constitution in 1968, Ray C. Osborne of St. Petersburg, a member of the Florida House of Representatives, was appointed by Governor Claude R. Kirk, Jr., on January 7, 1969. Osborne served until January 5, 1971, when he was succeeded by Tom Adams, the first Lieutenant Governor elected in tandem with a Governor. Adams served with Governor

Reubin O'D. Askew for one term as the Secretary of Commerce, but was replaced by James H. "Jim" Williams for Askew's second term. Williams was Governor Askew's Secretary of Administration. J. Wayne Mixson served as Governor Graham's Secretary of Commerce during Graham's second term. Governor Martinez designated Bobby Brantley first as his legislative liaison and later as his Secretary of Commerce. Buddy MacKay played a broader role in the Chiles administration, helping to shape major policy initiatives and working with state agencies and the Legislature to implement the initiatives. Both of Governor Jeb Bush's Lieutenant Governors, Frank T. Brogan and Toni Jennings (Florida's first woman Lieutenant Governor), served mainly as his legislative liaisons.

The Lieutenant Governor is the first in the line of succession in the event of a vacancy in the office of Governor. The Florida Constitution also provides that in the party primaries and general elections, "all candidates for the offices of governor and lieutenant governor shall form joint candidacies in a manner prescribed by law so that each voter shall cast a single vote for a candidate for governor and a candidate for lieutenant governor running together." (Florida Constitution, Article IV, Section 5.)

Governor Rick Scott (left) and newly-appointed Lieutenant Governor Carlos Lopez-Cantera (middle right) chat with associates of Shell Lumber and Hardware, Miami, January 27, 2014. Governor Scott had just announced his recommendation for a 15-day hurricane sales-tax holiday to save Florida taxpayers an estimated \$20 million.



Photo by Meredyth Hope Hall

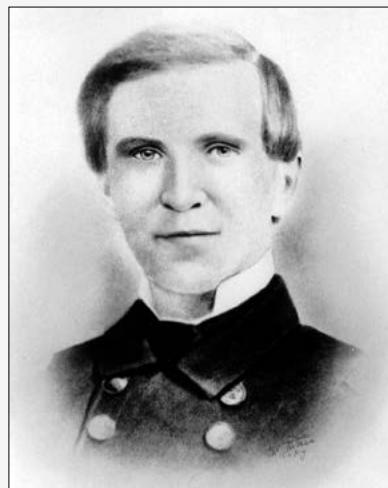
The Lieutenant Governors

1865	William W.J. Kelly
1868	William H. Gleason
1870	E.C. Weeks
1871	Samuel T. Day
1873-1874	Marcellus L. Stearns (Stearns became Acting Governor when Governor Ossian B. Hart died on March 18, 1874.)
1877-1879	Noble A. Hull
1881-1885	L.W. Bethel
1885-1889	Milton H. Mabry (Mabry served out his term although the office was abolished by the 1885 Constitution)
1969-1971	Ray C. Osborne (Following the restoration of the office in the revision of the Constitution in 1968, Osborne, a member of the Florida House of Representatives, was appointed by Governor Claude R. Kirk, Jr.)
1971-1975	Thomas B. Adams (First Lieutenant Governor elected in tandem with a Governor.)
1975-1979	James H. Williams
1979-1987	Wayne Mixson (Became Governor for three days, January 3-6, 1987, upon the resignation of Robert Graham to take the oath of office as a United States Senator.)
1987-1991	Bobby Brantley
1991-1999	December 13, 1998. Kenneth H. "Buddy" MacKay (Took the oath of office as Governor on December 13, 1998 after the death of Governor Lawton M. Chiles on December 12th.)
1999-2003	Frank T. Brogan
2003-2007	Toni Jennings
2007-2011	Jeffrey D. Kottkamp
2011-2013	Jennifer J. Carroll (resigned March 12, 2013)
2014-	Carlos Lopez-Cantera (Sworn in February 3, 2014)

Florida Governor Claude Kirk (left) and Lieutenant Governor Ray Osborne, Tallahassee, 1970. Under the Constitutions of 1865 and 1868, Florida had an elected Lieutenant Governor who served as presiding officer of the Senate. This position was abolished with the adoption of the Constitution of 1885. The office was reestablished on January 7, 1969, but not as a Senate presiding officer.



Florida State Archives



Florida's first Lieutenant Governor, William W.J. Kelly.



Attorney General

Pamela J. Bondi, Republican

“The attorney general shall be the chief state legal officer.”

Florida Constitution, Article IV, Section 4(b)



A native of Tampa, Pam Bondi became Florida's 37th Attorney General after being elected on November 2, 2010. Attorney General Bondi was sworn in to office January 4, 2011.

Attorney General Bondi is focused on protecting Floridians and upholding Florida's laws and the Constitution. Some of her top priorities are: defending Florida's constitutional rights against the federal health care law; strengthening penalties to stop pill mills; aggressively investigating mortgage fraud and Medicaid fraud; and ensuring Florida is compensated for Deepwater Horizon oil spill losses. Transparency and openness in government have been important throughout her career, and Attorney General Bondi continues to support Florida's Sunshine laws.

Attorney General Bondi is dedicated to serving her community, including her membership on the Board of The Spring, Tampa's domestic violence shelter. In her role as Attorney General, she serves on the Special Olympics Florida Board of Directors and is proud to promote their mission of assisting people with disabilities with being productive and respected members of our communities.

National Association of Drug Diversion Investigators recognized Attorney General Bondi with 2011

Leadership Award for her efforts to stop prescription drug abuse. In addition, Attorney General Bondi was awarded a special recognition by the Florida Police Chiefs Association for “efforts to reduce prescription drug abuse and strengthen Florida's Prescription Drug Monitoring Program through additional legislation via the ‘pill mill’ bill.” Additionally, Attorney General Bondi was awarded the Florida Board of Medicine Chairman's Recognition Award for her dedication and service to the people of Florida for her efforts to fight prescription drug abuse.

Attorney General Bondi was awarded the Distinguished Alumna Award in 2011 by Stetson University for extraordinary service to Stetson Law and to the legal profession. During her career as a prosecutor, Attorney General Bondi was awarded the Lawyers of Distinction Award by the Tampa Bay Review for outstanding performance.

Attorney General Bondi is a graduate of University of Florida and Stetson Law School and has served as a prosecutor for more than 18 years. As an assistant state attorney for the 13th judicial district, her investigative and courtroom experience includes the successful prosecution of numerous first-degree murder cases and two capital cases.

Legal basis for the office of Attorney General: Article IV, Section 4(b) of the Florida Constitution and ch. 16, F.S.

Method of selection: Elected by the qualified voters.

Qualifications: An elector, not less than 30 years old, a resident of the state for the preceding seven years, and a member of The Florida Bar for the preceding five years.

Term: Four years. May be reelected once. Present term ends January 6, 2015.

Method of removal: Impeachment.

Compensation: \$128,972 a year.

History: The Office of Attorney General was created by the 1838 Florida Constitution and came into effect with Statehood as the office of the Judicial Department in 1845. The 1838 Constitution provided that the Attorney General be elected by a joint vote of both houses of the Legislature. This method of election was not changed until the 1865 Constitution, which provided the office be elected by popular vote. The 1868 Constitution provided the Attorney General be appointed by the Governor with confirmation by the Senate and also made the Attorney General into a member of the Executive Department. The 1885 Constitution reestablished the office as being elected by popular vote, a provision which was reconfirmed by the Constitution of 1968.

The Attorneys General

Joseph Branch, July 26, 1845-x

Augustus E. Maxwell, July 14, 1846

James T. Archer, April 11, 1848

David P. Hogue, October 14, 1848

Mariano D. Papy, April 19, 1853

John B. Galbraith, March 2, 1861

James D. Westcott, Jr., 1868–1868-A

A. R. Meek, 1868–1870-A

Sherman Conant, 1870–1871-A

J. B. C. Drew, 1871–1872-A

H. Bisbee, Jr., 1872–1872-A

J. P. C. Emmons, 1872–1873-A

William A. Cocke, January 16, 1873

George P. Raney, January 3, 1877

C. M. Cooper, January 20, 1885

William B. Lamar, January 8, 1889

James B. Whitfield, February 28, 1903

W. H. Ellis, February 15, 1904

Park Trammell, January 5, 1909

Thomas F. West, January 7, 1913

Van Swearingen, September 1, 1917*

Rivers Buford, January 4, 1921

J. B. Johnson, December 4, 1925

Fred H. Davis, June 4, 1927*

Cary D. Landis, March 9, 1931*

George Couper Gibbs, May 16, 1938*

J. Tom Watson, January 7, 1941

Richard W. Ervin, January 4, 1949

James W. Kynes, January 17, 1964

Earl Faircloth, January 5, 1965

Robert L. Shevin, January 5, 1971

James C. “Jim” Smith, January 2, 1979

Robert Butterworth, January 6, 1987

Richard E. Doran, November 2002*

Charles J. “Charlie” Crist, Jr., January 7, 2003

Ira W. “Bill” McCollum, Jr., January 2, 2007

Pamela J. Bondi, January 4, 2011

x—Date of first commission. In most instances, term of predecessor ended at noon of same day.

A—Official records of the period 1866-1872 not in possession of Secretary of State. Whereabouts unknown.

*—Appointed to complete unexpired term.

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Deputy Attorney General and Chief of Staff: Tyler Cathey (850) 245-0140
Statewide Prosecutor: Nicholas Cox (813) 287-7960
Director of Communications: Jennifer Meale (850) 245-0150
Special Counsel for Open Government: Patricia Gleason (850) 245-0140
Director of Legal Opinions: vacant (850) 245-0158
Director of Civil Rights: Danille Carroll (850) 414-3300
Inspector General: Steve Rumph (850) 414-3300
Director of Cabinet Affairs: Rob Johnson (850) 245-0145
Director of Legislative Affairs: Rob Johnson (850) 245-0145

Legal basis: Article IV, Section 4(c), Florida Constitution and ch. 16, F.S., for Attorney General, and s. 20.11, F.S., for Department of Legal Affairs.

Created: Attorney General, 1845; Department of Legal Affairs, 1969.

Powers and duties:

The powers and duties of the Attorney General come from three primary sources: the common law, the Florida Constitution, and from laws enacted by the Legislature. The common law of England, as it was on July 4, 1776, is in effect in Florida except where the common law has been replaced by provisions of the United States and Florida Constitutions or by enactments of the Legislature.

Represents State in Courts of Appeal: At common law, it is the duty of the Attorney General to appear on behalf of the state in all suits in the courts of appeal—the District Courts of Appeal and the Supreme Court—in which the state either may be a party or is in any manner interested. The criminal division of the Office of the Attorney General defends the state on appeals from criminal convictions through state and federal courts. It is involved in opposing writs of *habeas corpus* and *certiorari* filed by persons seeking release from custody. Additionally, the Attorney General serves as legal adviser to the Office of the Governor in extradition proceedings, those in which another state requests the return of a person in Florida charged with a criminal offense elsewhere. If the sought-after person requests a hearing, an Assistant Attorney General usually presides at the hearing and reports to the Governor.

Head of Department of Legal Affairs: As the state's chief legal officer, the Attorney General is the head of the Department of Legal Affairs. The Department of Legal Affairs has responsibility for providing all legal services required by any department, unless otherwise provided by law. However, the Attorney General may authorize other counsel where emergency circumstances exist and shall authorize other counsel when professional conflict of interest is present. Each board of which the Attorney General is a member may retain legal services in lieu of those provided by the Attorney General and the Department of Legal Affairs.

Divisions: Administration, Opinions, Criminal Law, and Civil Law. The divisions maintain operations centers, regional facilities, and resident offices throughout the state and are supported by advisory councils reflective of the criminal justice agencies served by the Department.

Most public agencies—state, county, district, city— inquire of the Attorney General when they have a question of law. Hundreds of opinions will be given by the Attorney General and her staff during the course of a year. These opinions are not binding, but are often used as a basis for official action.

The Attorney General does not answer questions of law from private persons.

Duality of Role: As a member of the Cabinet, the Attorney General serves on management boards of the Executive Branch. This places her in a policy making position where she may vote in opposition to colleagues who could be calling on her for legal advice in the same matters. This duality of role has produced awkward moments and resulted in outside legal counsel being retained. For example, as Attorney General from January 1941 to January 1949, J. Tom Watson took to the courts his disagreements with the Governor and Cabinet members on board business.

It is this duality, in part, that also has likely resulted in the unwillingness of the Legislature to require state agencies to use the Attorney General's services exclusively. Too, a number of state agencies—the Department of Transportation, for example—have sufficient volume of a specialized nature as to justify the full-time employment of staff attorneys.

Law Enforcement Assistance: In 1981, ch. 406, F.S., created a Medical Examiners Commission in the department with authority to oversee the distribution of state funds for medical examiner districts. Further, the commission has the power to conduct investigations of medical examiners and remove or suspend them if necessary.

The Office of Statewide Prosecutor: In 1986, the voters of Florida approved a constitutional amendment creating the position of Statewide Prosecutor. Under the amendment, the Statewide Prosecutor is selected by and serves at the pleasure of the Attorney General for a term of up to four years with the selection process renewed at the end of the term. The Statewide Prosecutor has the authority to investigate and prosecute organized crime and certain major felonies that cross the boundaries of Florida's 20 judicial circuits. In addition, the Statewide Prosecutor's office works closely with sheriffs, police departments, and other criminal justice agencies on both the state and federal levels.



Photo by Meredith Geddings

Governor Rick Scott (left), along with Attorney General Pam Bondi and House Speaker Dean Cannon, R-Winter Park, applaud the House passage of the prescription drug abuse bill, 2011. The bill, championed by Bondi, helped curb prescription drug abuse in Florida.



Chief Financial Officer

Jeffrey Atwater, Republican

“The chief financial officer shall serve as the chief fiscal officer of the state, and shall settle and approve accounts against the state, and shall keep all state funds and securities.”

Florida Constitution, Article IV, Section 4(c)



A fifth-generation Floridian, husband and father of four, Jeff Atwater was elected Florida's Chief Financial Officer on November 2, 2010, and sworn into office on January 4, 2011. His commitment to public service began in 1993, when his hometown of North Palm Beach elected him Vice Mayor. Mr. Atwater was subsequently elected to the House of Representatives in 2000 and the Florida Senate in 2002 and was unanimously selected by his fellow senators to serve as Senate President in 2008.

Jeff Atwater's family has had a long and distinguished commitment to public service at local, municipal and state levels. Family values of fairness, stewardship of the public trust, and an unshakeable faith in the American ethos have informed his sense of duty and responsibility in all facets of his public and private careers. He believes that the principle role of government is to create the conditions where the individuals, families and businesses of Florida are given every opportunity to flourish. Hard work, the value of education, commitment to Judeo-Christian ethics, and belief in the promise of America are to be encouraged and rewarded, not stymied by an

overreaching government.

CFO Atwater's priorities since assuming office have been to aggressively eliminate the fraud that increases the cost of living for Floridians, reduce regulations that inhibit job growth and economic expansion, expand his earlier efforts at fiscal transparency and governmental accountability, and protect the state's most vulnerable citizens from financial harm and abuse.

Mr. Atwater earned his bachelor's degree in finance and an MBA from the University of Florida. His private sector experiences, which included twenty-five years of community banking, provide him a unique and valuable perspective on the sacrifices and challenges facing the business men and women of Florida, as well as the impact of government on the individuals and families of this state. In addition to his service as an elected official, CFO Atwater has performed volunteer work with many charitable and not-for-profit organizations and has served on a number of governing boards, including the United Way, Chamber of Commerce, Big Brothers and Big Sisters, and Take Stock in Children, among others.

Legal basis for the office of Chief Financial Officer: Article IV, Section 4, and Article XII, Section 24, Constitution; amending F.S. 20.04 and creating F.S. 20.121.

Method of selection: Elected by qualified voters.

Qualifications: An elector, not less than 30 years old, and a resident of the state for the preceding seven years.

Term: Four years. May be reelected once. Present term ends January 6, 2015.

Method of removal: Impeachment.

Compensation: \$128,972 a year.

History: The offices of Comptroller and State Treasurer were created by the 1838 Florida Constitution, effective with Statehood in 1845. They were elected

by a joint vote of both houses of the Legislature. The 1861 Constitution again provided for a joint vote of the Legislature. The 1865 Constitution provided for the election to the offices by the people. In the 1868 Constitution, the offices were appointed by the Governor and confirmed by the Senate. The 1885 Constitution and the 1968 Constitution provides for an election of the offices by the people. The 1998 Constitutional amendment consolidated the office of Comptroller and Treasurer into an office titled Chief Financial Officer, change effective January 2003.

Chief Financial Officers

C. Thomas “Tom” Gallagher, III, January 7, 2003

Adelaide Alexander Sink, January 2, 2007

Jeffrey H. “Jeff” Atwater, January 4, 2011

Department of Financial Services

Chief Financial Officer Jeffrey Atwater

The Capitol PL 11, Tallahassee 32399

Address: 200 East Gaines Street, Tallahassee 32399-0300

(850) 413-3100 www.myfloridacfo.com

Chief of Staff: Dr. Robert Kneip (850) 413-4900

General Counsel: PK Jameson (850) 413-2898

Director of Communications: Chris Cate (850) 413-2842

Cabinet Affairs Director: Robert Tornillo (850) 413-2825

Legislative Affairs Director: Logan McFaddin (850) 413-2910

Division of Accounting and Auditing

200 East Gaines Street Tallahassee 32399-0353

(850) 413-5510 www.myfloridacfo.com/Division/AA/

The Division of Accounting and Auditing carries out the Chief Financial Officer’s constitutional duty to “settle and approve accounts against the state” by monitoring the expenditure of all appropriated public funds. The Division’s Bureau of State Payrolls pays all the state’s bills, including employees’ salaries, payments for goods and services used by state agencies, and benefit payments, after making sure the state has sufficient funds. The Division provides citizens with timely, factual, and comprehensive information on the state government’s fiscal soundness. In addition to reporting how state funds are used, the Office of Fiscal Integrity in the Division investigates allegations of waste, fraud, and abuse of taxpayers’ money. The Division administers Florida’s Unclaimed Property program, which holds unclaimed property from dormant accounts in financial institutions, insurance and utility companies, safe deposit boxes, and trusts. The Depart-

ment deposits the unclaimed money into the State School Fund and uses it exclusively for public education. Citizens have the right to claim property, at no cost, at any time.

Division of Administration

200 East Gaines Street, Tallahassee 32399-0313

(850) 413-3100 www.myfloridacfo.com/Division/Administration/

The Division of Administration provides administrative services and support for the Department of Financial Services and is responsible for the bureaus of Human Resource Management, General Services, Financial & Support Services, Office of Publication, and the Office of Budgeting. The Division of Administration develops and coordinates the Long Range Program Plan, the Legislative Budget request, the operating budget, and other financial matters. The bureaus provide for the department's personnel services; mail services; printing services; purchasing services; security, employee safety; employee awards; communications; facilities acquisition; maintenance and renovation; recycling; subscriptions, and parking.

Division of Consumer Services

200 East Gaines Street, Tallahassee 32399-0321

Helpline: (877) MY-FL-CFO (877-693-5236)

www.myfloridacfo.com/Division/Consumers/

The Division of Consumer Services is committed to helping consumers make informed insurance and financial decisions. The Division offers consumer assistance and mediation with insurance agencies. It helps consumers with financial institutions, mortgage brokerages, securities dealers, consumer finance companies, and for-profit providers of pre-need funeral and cemetery services and merchandise. The Division also offers community education programs on financial activities. The Division's toll-free Consumer Helpline at 1-800-342-2762 is a consumer's direct access to verify the status of an insurance company or licensed agent, to request assistance with an insurance company or claim, and to report fraudulent activity or scams. The Division coordinates supplementary programs mandated by law, such as processing requests for legal remedy against insurers and helping consumers arrange mediation hearings for settling disputes. English and Spanish-speaking specialists are available to serve consumers. Regional offices are located in Daytona Beach, Fort Lauderdale, Fort Myers, Jacksonville, Miami, Orlando, Pensacola, Largo, Tallahassee, Tampa, and West Palm Beach. E-Service – www.fldfs.com – is a direct link for consumers to the most accurate information on insurance and finance in Florida.

Division of Funeral, Cemetery and Consumer Services

200 East Gaines Street, Tallahassee 32399-0321

(850) 413-3039 www.myfloridacfo.com/Division/funeralcemetery/

The 2005 Legislature completed the regulatory consolidation of the death care industry with adjustments to the previous legislation in House Bills 529 and 1469. The Legislature created the Division of Funeral, Cemetery and Consumer Services and revised Chapter 497, *Florida Statutes*. The following are the purposes and intent in forming the Division:

- Protect the purchasers of pre-need burial rights; funeral or burial merchandise; or funeral or burial services from serious economic harm if money is not set aside for future use as intended.
- Provide administrative support to the Board of Funeral, Cemetery and Consumer Services.
- Protect the purchasers of pre-need contracts by establishing minimum qualifications for entities selling pre-need contracts.

- Ensure cemetery grounds are properly maintained to avoid the public suffering emotional stress.
- Protect the interest of public health and safety by establishing minimum qualifications for entry into the professions and occupations of embalming, funeral directing, cremation and direct disposition.
- Ensure that minimum qualifications for the professions and occupations of embalming, funeral directing, cremations, direct disposition and pre-need merchandise and service sales are maintained by taking continuing education courses.
- Provide effective discipline for those practitioners who violate the law.

Within the Division, the Director, Assistant Director and one Financial Examiner Supervisor have supervisory responsibility. In addition, the Director serves as the Executive Director of the Board of Funeral, Cemetery and Consumer Services. The Division consists of 23 employees. Headquarters is in Tallahassee with staff in three (3) field offices.

Division of Information Systems

200 East Gaines Street Tallahassee 32399-0316
 (850) 413-3184 www.myfloridacfo.com/division/DIS/

The Division of Information Systems provides the information technology resources for the Department of Financial Services, Office of Financial Regulation, and Office of Insurance Regulation, including the Financial Services Commission, and supports all technology services -- including information processing hardware and software (mainframe, LAN/WAN, desktop), communication resources (data and voice), strategic applications, IT personnel, contracts with outside IT consultants, facility resources, and IT maintenance and training. The Division operates the state's accounting system, the Florida Accounting Information Resource (FLAIR), which coordinates all state accounts, including the state university system. The Division also supports the applications that the various divisions use to support their operations, including Securities and Finance Licensing, Mortgage Broker Licensing, Activity Tracking System, Unclaimed Property, Local Government, Agent and Agency Licensing, Workers' Compensation's Integrated application, Insurance Forms and Rates filings, Electronic Document Imaging for multiple divisions, Medical Malpractice, and others.

Division of Insurance Agent & Agency Services

200 East Gaines Street, Tallahassee 32399-0318
 Bureau of Licensing: (850) 413-3137
 Bureau of Investigations: (850) 413-3136
www.myfloridacfo.com/Division/Agents/

The Division of Insurance Agent & Agency Services helps protect the insurance-buying public by licensing competent and trustworthy individuals and entities and by promptly investigating alleged violations of the Florida Insurance Code and Administrative Rules by licensees or those who operate without a license. The Bureau of Agents and Agency Licensing appoints and licenses all life, health, and variable annuity agents; property and casualty insurance agents; bail bond agents; title agents; customer representatives; adjusters; reinsurance intermediaries; viatical settlement brokers; certain field insurance representatives and insurance-related entities and firms authorized to sell insurance in Florida. The Bureau of Agents and Agency Investigations is mandated by law to investigate alleged violations of the Florida Insurance Code by licensed agents; customer representatives; adjusters; bail bond agents; insurance agencies; managing general agents; viatical settlement brokers and sales agents; and unlicensed persons. The Bureau refers suspected criminal violations of the Code to the Department's Division of Insurance Fraud or other appropriate law enforcement agencies.

Office of Insurance Consumer Advocate

The Capitol, LL26, Tallahassee 32399

Address: 200 East Gaines Street, Tallahassee 32399-0308

(850) 413-5923 www.myfloridacfo.com/ICA/

The Office of Insurance Consumer Advocate, created by the Legislature, reports directly to the Chief Financial Officer, who is required to appoint a Consumer Advocate to represent the public. The Insurance Consumer Advocate has the authority to recommend actions to the Department of Financial Services, to appear in proceedings before hearing officers, to examine the Department's records of rate and form filings, to hire consultants, and to represent the general public's interest. The Office has authority to intervene before the Division of Administrative Hearings and before any forum in matters under the Agency's jurisdiction. Other responsibilities include forming coalitions and networks with organizations, increasing consumer awareness on issues, and seeking appropriate public input.

Division of Insurance Fraud

200 East Gaines Street, Tallahassee 32399-0324

(850) 413-3115 Fraud Hotline: 1-800-378-0445

www.myfloridacfo.com/Division/Fraud/

The Division of Insurance Fraud is a law enforcement agency empowered to enforce the criminal laws of Florida as they relate to insurance transactions. Its investigators are certified law enforcement officers with the authority to bear arms and make arrests. The division serves and safeguards the public and businesses in Florida against acts of insurance fraud and the resulting impact those crimes have on taxpayers, personally and financially. The Division is responsible for investigating criminal violations by interviewing, interrogating, surveilling, obtaining and executing search warrants; making both probable cause and warrant arrests and testifying in court; and coordinating a reward hotline for the reporting of fraud. The Division also reviews, maintains, and tracks compliance of antifraud plans submitted by insurers, as mandated by law. It coordinates and participates in the Florida Workers' Compensation Fraud Task Force, conducts mandatory training for its certified law enforcement investigators, continually updates reports of training and disciplinary activities involving its certified law enforcement investigators to Florida Department of Law Enforcement, and performs a broad intelligence analysis of its investigations.

Division of Legal Services

200 East Gaines Street, Tallahassee 32399-0333

www.myfloridacfo.com/LegalServices

The Division of Legal Services provides legal advice to, and represents, the Chief Financial Officer's regulatory, administrative and support offices. Areas of practice include advising the Chief Financial Officer on all matters arising from his responsibilities as State Fire Marshal, on matters involving unclaimed property in the state's custody, on issues pertaining to Cabinet affairs or the State Clemency Board, as well as activities of other boards regulated by the Department of Financial Services. In addition, the Division represents the Department in matters affecting compliance by industries and individuals regulated by the Department, and in certain matters involving the enforcement and implementation of workers' compensation laws that apply to employers and carriers. Legal services promulgates Department rules, defends rule challenges, and issues legal opinions and declaratory statements.

Division of Public Assistance Fraud

200 East Gaines Street, Tallahassee 32399-0333

Hotline: 1-866-762-2237 www.myfloridacfo.com/Division/PAF/

During the 2010 session, the Florida Legislature enacted a bill requiring that changes be made in how the State of Florida administers Medicaid. Among other provisions, this bill requires that:

- a Medicaid and Public Assistance Fraud Strike Force be established within the Department of Financial Services;
- the Division of Public Assistance Fraud be established within the Department of Financial Services, transferring responsibility for this function from the Florida Department of Law Enforcement;
- the Divisions of Insurance Fraud and Public Assistance Fraud in the Department of Financial Services be collocated with the Medicaid Fraud Control Unit if possible; and
- that positions dedicated to Medicaid managed care fraud be collocated with the Division of Insurance Fraud.

Division of Rehabilitation & Liquidation

2020 Capital Circle S.E., Alexander Building, Suite 310 Tallahassee 32301-0110

Address: PO Box 110 Tallahassee 32302

1-800-882-3054 www.myfloridacfo.com/Division/Receiver/

The Division of Rehabilitation & Liquidation, when appointed by the court, manages receiverships of impaired or insolvent insurance companies to maximize value to claimants and the public. When the Division takes possession of a company's assets, offices, records, and other property, it determines the financial status of the business, makes every effort to remedy the conditions that resulted in the company's financial problems—subject to the Receivership Court's close scrutiny and final approval. If the court orders liquidation, the company's net value is ascertained. The Division controls and processes the company's business functions and delivers recovered assets to the company's estate. The claims processing stage is initiated when those with interests in the estate are notified of the company's liquidation. The Claims Services Section receives and evaluates claims against the estate. Communication and coordination are required between the Receiver and insurance guaranty association. When viable assets are recovered and estate funds are distributed to claimants, the Court completes the discharge phase by ordering the company discharged from receivership.

Division of Risk Management

200 East Gaines Street, Tallahassee 32399-0336

(850) 413-3120 www.myfloridacfo.com/Division/Risk/

The Division of Risk Management is responsible for ensuring that participating state agencies are provided quality workers' compensation, liability, federal civil rights, auto liability, and property insurance coverage at reasonable rates by providing self-insurance, purchase of insurance, claims handling, and technical assistance in managing risk through the Office of the Director and the bureaus of Risk Financing and Loss Prevention, State Employees Workers' Compensation Claims, and State Liability and Property Claims. Florida's Risk Management Program operates from the Risk Management Trust Fund which provides coverage for fire, flood insurance, sinkhole, and rental insurance coverage for all state-owned buildings and contents; Workers' Compensation for all state government employees and volunteers; federal civil rights and employment discrimination actions; general liability; fleet automobile liability; and court-awarded fees.

Division of State Fire Marshal

200 East Gaines Street, Tallahassee 32399-0340
Arson Hotline: (877) NO-ARSON (877-662-7766)
www.myfloridacfo.com/Division/SFM/

The Division of State Fire Marshal is charged with the responsibility of minimizing the loss of life and property due to fire in Florida. The Bureau of Fire and Arson Investigations is the law enforcement branch with sworn law enforcement personnel augmented by crime intelligence analysts and civilian support who detect, apprehend, and aid in prosecuting those who commit arson, insurance fraud, and other related crimes. The Bureau is divided into seven regions, each under the command of a law enforcement captain. The Bureau of Standards and Training oversees Florida's firefighter training and certification and administers firefighter health and safety standards. This Bureau operates the Florida State Fire College near Ocala, which conducts extensive training for paid and volunteer firefighters in subjects ranging from basic firefighting to advanced arson investigating. The Bureau of Fire Prevention is the compliance and enforcement arm in code, explosives, and boiler safety matters. The Florida Fire Incident Reporting System is a means for fire departments to report and maintain computerized records of fires and other fire department incidents in a consistent manner with the National Fire Incident Reporting System. The Bureau of Forensic Fire and Explosive Analysis serves both state and local fire and police investigators throughout Florida. The bureau lab analyzes forensic fire and explosives debris and processes, analyzes, and archives photographs, videos, and digital images. It is the only state forensic laboratory in Florida that specializes in fire debris and explosives analysis.

Division of Treasury

200 East Gaines Street, Tallahassee 32399-0343
(850) 413-3165 <http://fltreasury.org/>

The Division of Treasury pays all state warrants (checks), keeps detailed records of all transactions involving the state's money and produces substantial revenue for the state through short and intermediate-term investments. The Treasury performs cash management and custodial services for assets of the state and administers the Government Employees Deferred Compensation Program. The Director supervises three bureaus that carry out the Treasury's constitutional and statutory responsibilities - The Bureau of Funds Management, the Bureau of Collateral Management, and the Bureau of Deferred Compensation.

Division of Workers' Compensation

200 East Gaines Street, Tallahassee 32399-4220
Workers' Compensation Claims: 1-800-342-1741; Exemption/Compliance: 1-800-742-2214
www.myfloridacfo.com/Division/wc/

The Division of Worker's Compensation is charged with administering Florida's Unemployment Insurance Program, providing information the on resources and the quality of program operations within the Division, conducting quality control investigations, processing and expediting interstate claims, working to prevent and detect internal fraud, safeguarding against potential misuse of the unemployment insurance trust funds, and ensuring system confidentiality. Workers' Compensation ensures prompt, accurate benefit payments and appropriate and timely services to injured workers to facilitate their gainful reemployment at an equitable cost distribution to employers, in support of a viable workers' compensation marketplace. The Division enforces workers' compensation laws; collects, evaluates, and disseminates workers' compensation data; manages the Special Disability Trust Fund, the Workers' Compensation Administration Trust Fund, and the

Permanent Total Supplemental Benefits Payment Section; completes reports required by law; informs all parties in Florida's Workers' Compensation system of their rights and responsibilities; and assists in resolving workers' compensation claims.

The Financial Services Commission

www.flofr.com/staticpages/financialservicescommission.htm

The Financial Services Commission includes the Governor and Cabinet who appoint the directors of the Office of Insurance Regulation and the Office of Financial Regulation to oversee rates and regulations in their respective industries. Both offices are administratively housed in the Department of Financial Services but report directly to the Financial Services Commission (Governor, Chief Financial Officer, Attorney General, Agriculture Commissioner).

Office of Financial Regulation

200 East Gaines Street, Tallahassee 32399-0370
(850) 410-9256 www.flofr.com/

The Office of Financial Regulation is responsible for supervising state-chartered banks, credit unions, savings associations, and international bank agencies. The OFR licenses and regulates non-depository finance companies and the securities industry and enforces the Florida Securities and Investor Protection Act in order to defend the public from investment and securities fraud while encouraging the efficient creation of capital. The antifraud provisions of the Act make it unlawful to engage in any fraudulent conduct when rendering investment advice or in connection with the offer, sale, or purchase of any investment or security. The OFR protects Florida's citizens through licensing, compliance audits, and administrative actions against entities that violate state laws and rules.

Office of Insurance Regulation

200 East Gaines Street, Tallahassee 32399-0305
(850) 413-3140 www.floir.com/

The Office of Insurance Regulation strives to make sure that insurance companies licensed to do business in Florida are financially viable, operate within the laws and regulations governing the insurance industry, and offer insurance policy products at fair and adequate rates. The OIR has primary responsibility for regulating, monitoring compliance, and enforcing state laws related to insurance business and overseeing industry markets. Business units within the Office are organized into areas of regulatory expertise, including life and health, property and casualty, specialty lines, and other regulated insurance entities. The OIR also protects the public through regulatory oversight of policy forms and rates and new company entrants into the Florida market.



Commissioner of Agriculture and Consumer Services

Adam H. Putnam, Republican

“The commissioner of agriculture shall have supervision of matters pertaining to agriculture except as otherwise provided by law.”

Florida Constitution, Article IV, Section 4(d)



Adam Putnam was elected to serve as Florida's Commissioner of Agriculture on November 2, 2010, and was sworn into office on January 4, 2011. In this capacity, he is leader of the Florida Department of Agriculture and Consumer Services, a state agency whose mission is to promote Florida agriculture, foster innovation in energy development, provide a safe and abundant food supply, manage the state's forest resources and safeguard consumers.

A fifth generation Floridian who grew up in the citrus and cattle industry, Commissioner Putnam understands Florida's generational challenges. In his role as Commissioner of Agriculture, Commissioner Putnam is focused on protecting the quantity and quality of the state's water supply, securing a stable, reliable and diverse supply of energy, expanding access to Florida's abundance of fresh produce and fostering the growth and diversification of Florida agriculture.

Commissioner Putnam is a member of Florida's Cabinet. Serving alongside the Governor, Attorney General and Chief Financial Officer, Commissioner

Putnam oversees 13 boards, commissions and departments.

Previously, Commissioner Putnam served five terms as Congressman for Florida's 12th Congressional District in the U.S. House of Representatives. He was recognized as a leader on a variety of issues, including water, energy and government transparency and efficiency. Commissioner Putnam was acknowledged for his efforts to bring comprehensive restoration to the Everglades, reform food safety laws, modernize programs to ensure Florida agriculture remains a leader throughout the nation and increase access to fresh fruits and vegetables to counter childhood obesity.

While in Congress, Commissioner Putnam was elected by his peers to serve as the Republican Policy Chairman during the 109th Congress and Chairman of the House Republican Conference for the 110th Congress, the highest elected leadership position any Floridian of either party has held in Washington. Commissioner Putnam also served as a member of the House Committees on Government Reform, Ag-

riculture, Rules and Financial Services.

Before he was elected to Congress, Commissioner Putnam served in the Florida House of Representatives from 1996 to 2000. He graduated from the University of Florida with a Bachelor of Science in Food Resource and Economics. Commissioner Putnam and his wife, Melissa, have four children.

Legal basis for the office of Commissioner of Agriculture: Article IV, Section 4 of the Florida Constitution and ch. 570, F.S.

Method of Selection: Election.

Qualifications: An elector, not less than 30 years old, and a resident of the state for the preceding seven years.

Term: Four years. May be reelected once. Present term ends January 6, 2015.

Method of removal: Impeachment.

Compensation: \$128,972.

History: The 1868 Florida Constitution created the offices of Surveyor-General and Commissioner of Immigration. The Surveyor-General and Commis-

sioner were appointed by the Governor and confirmed by the Senate. The Constitution was amended in 1871 to consolidate offices under the name of Commissioner of Lands and Immigration. The 1885 Constitution created the office of Commissioner of Agriculture, absorbing the duties of Commissioner of Lands and Immigration. The commissioner was elected by the people. The 1968 Constitution also provided the commissioner be elected by the people.

The Commissioners of Agriculture

Lucius B. Wombwell, Dec. 31, 1888

Benjamin E. McLin, January 9, 1901

John C. Luning, February 5, 1912

William A. McRae, March 1, 1912

Nathan Mayo, November 1, 1923*

Lee Thompson, April 18, 1960*

Doyle Conner, January 3, 1961

Robert B. Crawford, January 8, 1991

Terry L. Rhodes, January 30, 2001*

Charles H. Bronson, May 14, 2001*

Adam H. Putnam, January 4, 2011

*Appointed to complete an unexpired term.

Burquest and Stockbridge company workers loading celery crates onto trucks in Sarasota, circa 1955.



Photo by Joseph Janney Steinmetz

Department of Agriculture and Consumer Services

Commissioner of Agriculture Adam H. Putnam

The Capitol PL 10, Tallahassee 32399-0810

Phone: (850) 617-7700

<http://doacs.state.fl.us>

The Office of the Commissioner of Agriculture is another of the Cabinet offices whose purpose has changed through the years. In recognition of its new direction, the Legislature renamed the commissioner's department the Department of Agriculture and Consumer Services in the executive reorganization of 1969.

Other evidence of change can be seen in the dropping from the Constitution in 1968 of the commissioner's former responsibilities for keeping a Bureau of Immigration, supervising the State Prison, and managing public land matters.

The diversity of the department's tasks may be inferred from the names of its 12 divisions and offices: Marketing and Development; Fruit and Vegetables; Animal Industry; Agricultural Environmental Services; Florida Forest Services; Food Safety; Plant Industry; Consumer Services; Administration; Aquaculture; Licensing, Food, Nutrition and Wellness; Agriculture Law Enforcement; Agricultural Water Policy; Communications; Energy; General Counsel; and Inspector General.

Legal basis: Article IV, Section 4(d) of the Florida Constitution and ch. 19, F.S., for the commissioner, and s. 20.14, F.S., for the Department of Agriculture and Consumer Services.

Created: The office of Commissioner of Agriculture was created in 1885 (in succession to Commissioner of Immigration, established by the Constitution of 1868). The Department of Agriculture and Consumer Services was not created until 1969.

Powers and duties:

Food products: Specialists of the department check on red meat and poultry from slaughter to retail sales, on dairy products and eggs from farm to market, on fruits and vegetables from fields to retail stores, and on all packaged foods at groceries. They make certain that labels and ingredients match.

Gasoline and oil: Chemists in the department's laboratories test gasoline, kerosene, and diesel fuels to see if they meet state standards. Inspectors periodically inspect fuel pumps for accuracy at Florida's 13,000 service stations. Fuels used for heating are similarly tested, as are the tank trucks for hauling fuels.

Consumer support services: Chemists analyze samples of feeds, seeds, fertilizers, and pesticides to determine that these have been properly formulated. Foods are tested to insure they contain no harmful residues. Inspectors test all weighing and measuring devices for accuracy.

Licensing: The Division of Licensing regulates the security, private investigation, and repossession industries and issue concealed weapon licenses to qualified citizens who wish to carry such weapons for lawful self-defense.

Other Services: The department works for control and eradication of livestock and poultry diseases as well as crop and plant pests. Professional foresters provide tree care, reforestation, and conservation advice. The department performs numerous marketing services, enforces the Citrus Code, receives and refers consumer complaints to appropriate offices, and relays consumer information to the public through the media.

Because Florida's agricultural interests are so large and varied, the commissioner has the help of an overall Agricultural Advisory Council. Most of the members of the council represent specific areas of agricultural and related trade interest. These members are appointed by the commissioner after they have been nominated by industry groups. Since the department's responsibilities are complex, a number of its divisions also have technical advisory committees. Again, the members of these are appointed by the commissioner upon the recommendation of the industry organizations directly affected by the activities of a division.

The Commissioner of Agriculture also has a number of statutorily authorized advisory councils which make recommendations and advise him on issues and policies involving the particular segment of agriculture they represent.

Contact Numbers for Divisions of the Department of Agriculture and Consumer Services:

Division of Administration	(850) 617-7000
Division of Agricultural Environmental Services	(850) 617-7900
Office of Agricultural Emergency Preparedness	(850) 245-1388
Office of Agricultural Law Enforcement	(850) 245-1300
Office of Agricultural Water Policy	(850) 616-1700
Division of Animal Industry	(850) 410-0900
Division of Aquaculture	(850) 488-5471
Division of Consumer Services	(850) 410-3800
Office of Energy	(850) 617-7470
Division of Food, Nutrition & Wellness	(850) 617-7400
Division of Food Safety	(850) 245-5595
Division of Forestry	(850) 488-4274
Division of Fruit and Vegetables	(863) 297-3900
Division of Licensing	(850) 245-5665
Division of Marketing	(850) 617-7300
Division of Plant Industry	(352) 395-4700
State Fair Authority	1-800-345-FAIR



Past Governors of Florida

Luis R. Arana

Explorers who functioned as Governors

- 1513 Juan Ponce de León
- 1519 Juan Alonzo Alvarez de Pineda
- 1521 Juan Ponce de León
- 1524 Lucas Vásquez de Ayllón
- 1527 Pánfilo de Narváez
- 1539 Hernando de Soto
- 1549 Luis Cancer de Barbastro
- 1558 Tristán de Luna y Arellano
- 1561 Angel de Villafañe
- 1562 Jean Ribault
- 1564 Rene de Laudonnière
- 1565 Jean Ribault

First Spanish Period, 1565-1763

1565-1574 Pedro Menéndez de Avilés

Acting governors during absences of Menéndez:

- Pedro Menéndez Valdés
- Esteban de las Alas
- Pedro Menéndez Márqués
- Diego de Velasco

1575-1576 Hernando de Miranda

1576 Alonso de Solís

1576 Hernando de Miranda

1576-1577 Gutierre de Miranda

1577-1589 Pedro Menéndez Márqués

Acting governors during absences of Menéndez Márqués:

- Gutierre de Miranda
- Juan de Posada

1589-1592 Gutierre de Miranda

1592-1594 Francisco de Salazar

1594-1595 Domingo Martínez de Avendaño

1595-1596 Royal Treasury Officials

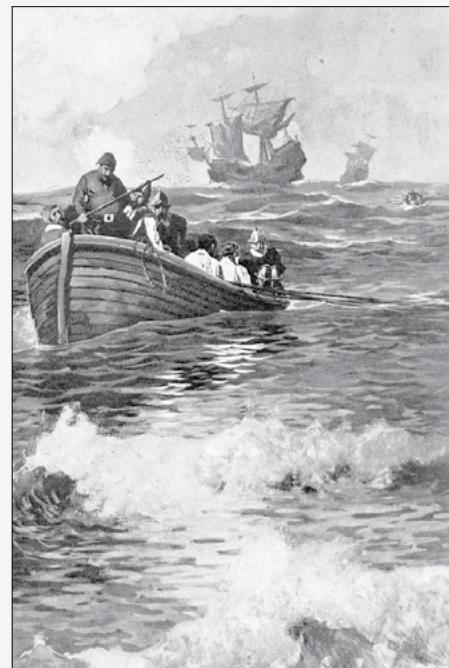


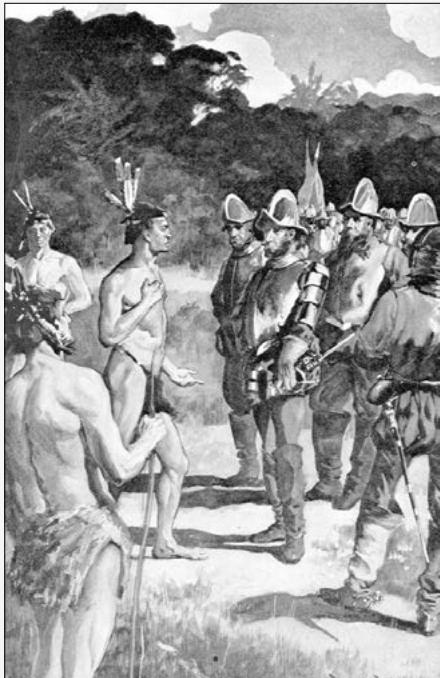
Illustration by George Gibbs
Hernando de Soto in the bay of Apalache



Pedro Menéndez de Avilés



Illustrations by George Gibbs



1596-1603	Gonzalo Méndez de Canzo
1603-1609	Pedro de Ibarra
1609-1612	Juan Fernández de Olivera
1612-1613	Royal Treasury Officials
1613-1618	Juan de Treviño Guillamas
1618-1624	Juan de Salinas
1624-1630	Luis de Rojas y Borja
1630-1631	Andrés Rodríguez de Villega
1631-1633	Nicolás Ponce de León, Sr.
1633-1638	Luis de Horruytiner
1638-1645	Damián de Vega Castro y Pardo
1645-1646	Benito Ruíz de Salazar Vallecilla
1646-1648	Royal Treasury Officials
1648	Benito Ruíz de Salazar Vallecilla
1648	Pedro Benedit Horruytiner
1648-1651	Benito Ruíz de Salazar Vallecilla
1651	Nicolás Ponce de León, Sr.
1651-1654	Pedro Benedict Horruytiner
1654-1659	Diego de Rebolledo
1659-1663	Alonso de Aranguiz y Cortés
1663-1664	Nicolás Ponce de León, Jr.
1664-1671	Francisco de la Guerra y de la Vega
1671-1673	Manuel de Cendoya
1673-1675	Nicolás Ponce de León, Jr.
1675-1680	Pablo de Hita Salazar
1680-1687	Juan Márquez Cabrera
1687	Royal Treasury Officials
1687	Pedro de Aranda y Avellaneda
1687-1693	Diego de Quiroga y Losada
1693-1700	Laureano de Torres y Ayala
1700-1706	José de Zúñiga y Cerda
1706-1716	Francisco de Córcoles y Martínez
1716	Pedro de Oliver y Fullana
1716-1718	Juan de Ayala Escobar
1718-1727	Antonio de Benavides
1727-1728	Ignacio Rodríguez Roso
1728-1734	Antonio de Benavides
1734-1737	Francisco del Moral Sánchez
1737	Manuel José de Justis
1737-1749	Manuel de Montiano
1749-1752	Melchor de Navarrete
1752-1755	Fulgencio de García Solís
1755-1758	Alonso Fernández de Heredia
1758-1761	Lucas Fernando de Palacio
1761-1762	Alonso de Cárdenas
1762-1763	Melchor Feliú

English Period, 1763-1784 East Florida at St. Augustine

1763	Captain John Hedges
1763-1764	Major Francis Ogilvie
1764-1771	James Grant
1771-1774	John Moultrie
1774-1784	Patrick Tonyn



James Grant

West Florida at Pensacola

1763-1764	Lt. Col. Augustine Prevost at Pensacola
1763-1764	Major Robert Farmar at Mobile
1764-1767	George Johnstone
1767-1769	Montfort Browne
1769	John Eliot
1769	Montfort Browne
1769-1770	Elias Durnford
1770-1781	Peter Chester



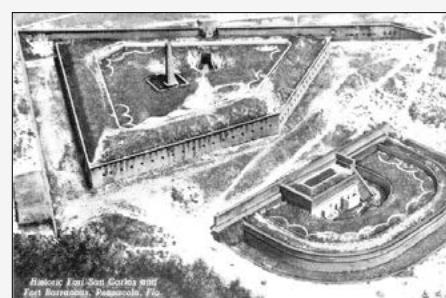
George Johnstone

Second Spanish Period, 1784-1821 East Florida at St. Augustine

1784-1790	Vicente Manuel de Céspedes
1790-1796	Juan Nepomuceno de Quesada
1706	Bartolomé Morales
1796-1811	Enrique White
1811-1812	Juan José de Estrada
1812-1815	Sebastián Kindelan
1815-1816	Juan José de Estrada
1816-1821	José Coppinger

West Florida at Pensacola

1781-1792	Arturo O'Neill
1793-1796	Enrique White
1796	Francisco de Paula Gelabert
1796-1809	Vicente Folch y Juan
1809	Francisco Maximiliano de St. Maxent
1809	Vicente Folch y Juan
1809-1810	Francisco Maximiliano de St. Maxent
1810-1811	Francisco Collell
1811-1812	Francisco Maximiliano de St. Maxent
1812-1813	Mauricio Zúñiga
1813-1815	Mateo González Manrique
1815-1816	José de Soto
1816	Mauricio de Zúñiga

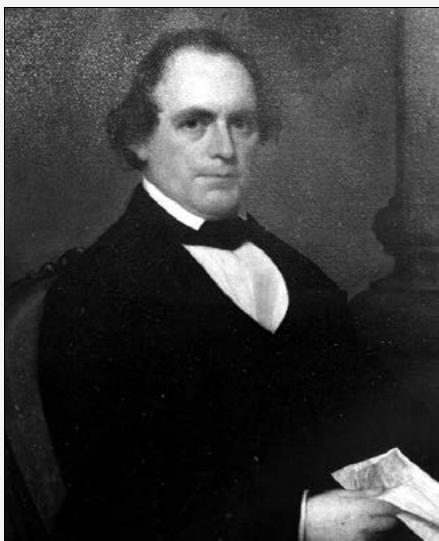


Florida State Archives

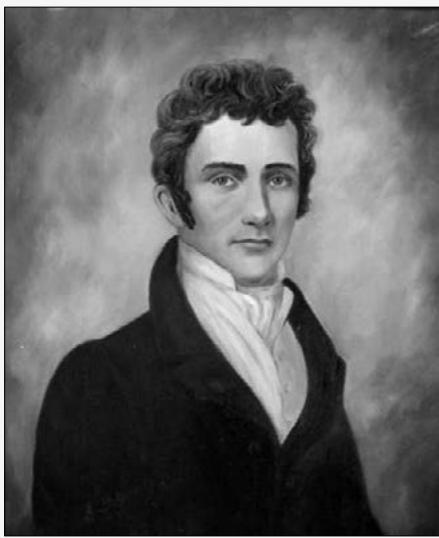
Fort Barrancas was the last incarnation of a series of forts built on the same site in the Wilmington-area of Pensacola. The English built the first fort in 1763. It was captured by the Spanish during the American Revolution and renamed San Carlos de Barrancas.



Andrew Jackson



Richard Keith Call



John Branch

1816	Francisco Maximiliano de St. Maxent
1816-1818	José Masot
1819-1821	José María Callava

American Military Period 1821-1822

March 10-October 8, 1821 Major General Andrew Jackson

Acting Governors of East Florida at St. Augustine:

July 10-11 1821	Colonel Robert Butler
July 11- August 20, 1821	Captain John R. Bell
August 20, 1821-1821	William G. D. Worthington

Acting Governor of West Florida at Pensacola:

1821-1822 George Walton

Governors of the Territory

On March 10, 1821, President Monroe named General Andrew Jackson Commissioner of the United States with full power and authority to take possession of and occupy the territories ceded by Spain to the United States. He also gave Jackson all powers and authority exercised by the Governor and Captain General, the Intendant of Cuba, and the Governors of East and West Florida. Jackson accepted Florida from Spain in Pensacola on July 17, 1821, and left Florida for good on October 8, 1821. Jackson's resignation, sent from his home near Nashville, Tennessee, on November 13, 1821, was accepted by the President on December 31.

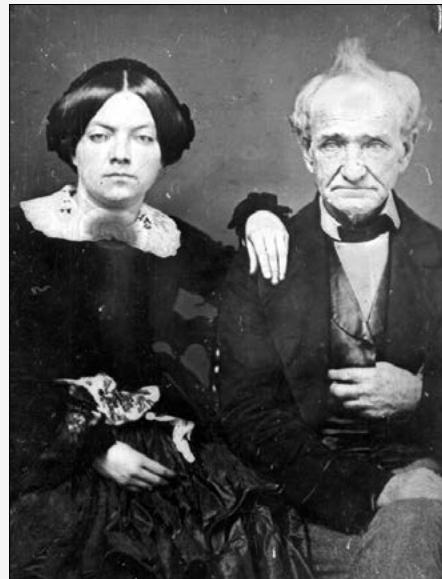
The unified Territory of Florida was established March 30, 1822, with President Monroe signing into law a congressional act providing for a government headed by a governor and a legislative council. The legislative council was to be composed of 13 of the "most fit and discreet persons of the territory," appointed annually by the President, with the advice and consent of the Senate.

William P. DuVal of Kentucky was commissioned April 17, 1822, as Governor "in and over the Territory of Florida." The first of many distinguished leaders of Florida's Executive Branch, he arrived in Pensacola and assumed his duties as Governor on June 20, 1822.

1822-1834	William P. DuVal
1834-1835	John H. Eaton
1835-1840	Richard Keith Call
1840-1841	Robert Raymond Reid
1841-1844	Richard Keith Call
1844-1845	John Branch

Governors of the State

1845-1849	William D. Moseley—Democrat
1849-1853	Thomas Brown—Whig
	A. K. Allison ¹ —Democrat
1853-1857	James E. Broome—Democrat
1857-1861	Madison S. Perry—Democrat
1861-1865	John Milton—Democrat
1865	A. K. Allison ¹ —Democrat
1865	William Marvin ² —Democrat
1865-1868	David S. Walker—Conservative
1868-1872	Harrison Reed—Republican
	William H. Gleason ³ —Republican
	Samuel T. Day ³ —Republican
1873-1874	Ossian B. Hart—Republican
1874-1877	M. L. Stearns ⁴ —Republican
1877-1881	George F. Drew—Democrat
1881-1885	William D. Bloxham—Democrat
1885-1889	Edward A. Perry—Democrat
1889-1893	Francis P. Fleming—Democrat
1893-1897	Henry L. Mitchell—Democrat
1897-1901	William D. Bloxham—Democrat
1901-1905	William S. Jennings—Democrat
1905-1909	Napoleon B. Broward—Democrat
1909-1913	Albert W. Gilchrist—Democrat
1913-1917	Park Trammell—Democrat
1917-1921	Sidney J. Catts—Democrat (elected as candidate of Prohibition Party)
1921-1925	Cary A. Hardee—Democrat
1925-1929	John W. Martin—Democrat
1929-1933	Doyle E. Carlton—Democrat
1933-1937	David Sholtz—Democrat
1937-1941	Fred P. Cone—Democrat
1941-1945	Spessard L. Holland—Democrat
1945-1949	Millard F. Caldwell—Democrat
1949-1953	Fuller Warren—Democrat
1953	Daniel T. McCarty—Democrat
1953-1955	Charley E. Johns ⁵ —Democrat
1955-1961	LeRoy Collins ⁶ —Democrat
1961-1965	Farris Bryant—Democrat
1965-1967	Haydon Burns ⁷ —Democrat
1967-1971	Claude R. Kirk, Jr.—Republican
1971-1979	Reubin O'D. Askew ⁸ —Democrat
1979-1987	D. Robert Graham—Democrat
1987	J. Wayne Mixon ⁹ —Democrat
1987-1991	Robert Martinez—Republican
1991-1998	Lawton M. Chiles—Democrat
1998-1999	Kenneth H. MacKay ¹⁰ —Democrat



Thomas Brown with daughter Mag, 1856



William Bloxham and staff in Tampa, 1897



Florida State Archives

Irene Middleton (left), secretary in Governor Bryant's office, and Mrs. Cleo Rowe, switchboard operator, with portraits of Governors, 1961.

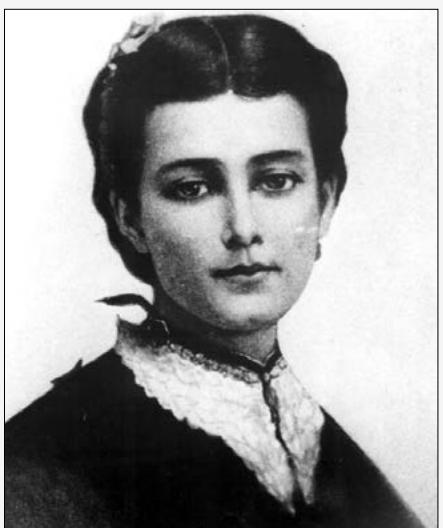


Photo by Karl E. Holland

Spessard L. Holland and family, 1941. From left: Mary Groover, Spessard Jr., Mrs. Holland, Ivanhoe Elizabeth, Governor Holland, Billy Ben, and Mike (dog).



Peggy O'Neale Eaton, 1834



Floride Lydia Pearson Fleming, 1868

1999-2007
2007-2011
2011-

John Ellis Bush—Republican
Charles J. Crist, Jr.—Republican
Richard L. Scott—Republican

¹Served twice as Acting Governor: from September 16 to October 3, 1853, as Speaker of the House of Representatives during the absence from the state of Governor Brown and Senate President R. J. Floyd, and again as Senate President after the death of Governor Milton on April 1, 1865, and until ousted by federal authorities in the latter part of May 1865, his last official act recorded in the letter book of the Governor's office having been dated May 19.

²Provisional Governor by Presidential proclamation, July 13, 1865.

³Authority of both Gleason and Day disputed and neither usually counted in listing governors.

⁴Lieutenant Governor, became Governor upon death of O. B. Hart, March 18, 1874.

⁵President of the Senate, became Acting Governor upon death of Governor McCarty, September 28, 1953.

⁶Elected to complete term of Governor McCarty; inaugurated January 4, 1955.

⁷Two-year term, to change election cycle.

⁸Constitution amended in 1968 to allow Governor to seek election to successive four-year term.

⁹Served three days, January 3-6, because of resignation of Governor Graham to take oath as United States Senator.

¹⁰Served 24 days, December 12, 1998- January 5, 1999 upon death of Governor Chiles.

First Ladies of Florida

Territorial:

- 1821 Rachel Donelson Robards Jackson (Mrs. Andrew)
- 1822-1834 Nancy Hynes DuVal (Mrs. William Pope)
- 1834-1835 Peggy O'Neale Timberlake Eaton (Mrs. John Henry)
- 1835-1840 Mary Letitia Kirkman Call (Mrs. Richard Keith)
- 1840-1841 Mary Martha Smith Reid (Mrs. Robert Raymond)
- 1841-1844 Mary Letitia Kirkman Call (Mrs. Richard Keith)
- 1844-1845 Elizabeth Foort Branch (Mrs. John)

Statehood:

- 1845-1849 William Dunn Moseley (Widower)
- 1849-1853 Elizabeth Simpson Brown (Mrs. Thomas)
- 1853-1857 Martha Macon Hawkins Broome (Mrs. James Emilius)
- 1857-1861 Martha Starke Peay Perry (Mrs. Madison Starke)
- 1861-1865 Caroline Howze Milton (Mrs. John)
- 1865 Elizabeth S. Coleman Allison
(Mrs. Abraham Kurkindolle)
- 1865 Harriett Newell Marvin (Mrs. William)
- 1865-1868 Philoclea Alson Walker (Mrs. David Shelby)
- 1869-1873 Chloe Merrick Reed (Mrs. Harrison)
- 1873-1874 Catherine Smith Campbell Hart (Mrs. Ossian Bingley)
- 1874-1877 Marcellus Lovejoy Stearns (Bachelor)
- 1877-1881 Amelia Dickens Drew (Mrs. George Franklin)
- 1881-1885 Mary C. Davis Bloxham (Mrs. William Dunnington)
- 1885-1889 Wathen Herbert Taylor Perry (Mrs. Edward Alysworth)
- 1889-1893 Floride Lydia Pearson Fleming (Mrs. Francis Philip)
- 1893-1897 Mary Eugenia Spencer Mitchell (Mrs. Henry Laurens)
- 1897-1901 Mary C. Davis Bloxham (Mrs. William Dunnington)
- 1901-1905 May Austin Mann Jennings (Mrs. William Sherman)
- 1905-1909 Annie Isabell Douglass Broward
(Mrs. Napoleon Bonaparte)
- 1909-1913 Albert Waller Gilchrist (Bachelor)

1913-1917	Virginia Darby Trammell (Mrs. Park)
1917-1921	Alice May Campbell Catts (Mrs. Sidney Johnston)
1921-1925	Maude Randell Hardee (Mrs. Cary Augustus)
1925-1929	Lottie Wilt Pepper Martin (Mrs. John Wellborn)
1929-1933	Nell Ray Carlton (Mrs. Doyle Elam)
1933-1937	Alice May Agee Sholtz (Mrs. David)
1937-1941	Mildred Victoria Thompson Cone (Mrs. Frederick Preston)
1941-1945	Mary Agnes Groover Holland (Mrs. Spessard Lindsey)
1945-1949	Mary Rebecca Harwood Caldwell (Mrs. Millard Fillmore)
1949-1953	Barbara Manning Warren (Mrs. Fuller)
1953	Olie Brown McCarty (Mrs. Daniel Thomas)
1953-1955	Thelma Brinson Johns (Mrs. Charley Eugene)
1955-1961	Mary Call Darby Collins (Mrs. Thomas LeRoy)
1961-1965	Julia Burnett Bryant (Mrs. Cecil Farris)
1965-1967	Mildred Carlyon Burns (Mrs. William Haydon)
1967-1971	Erika Mattfeld Kirk (Mrs. Claude Roy, Jr.)
1971-1979	Donna Lou Harper Askew (Mrs. Reubin O'Donovan)
1979-1987	Adele Khoury Graham (Mrs. D. Robert)
1987	Margie Grace Mixson (Mrs. John Wayne)
1987-1991	Mary Jane Marino Martinez (Mrs. Robert)
1991-1998	Rhea Grafton Chiles (Mrs. Lawton Mainor, Jr.)
1998-1999	Anne Selph MacKay (Mrs. Kenneth Hood)
1999-2007	Columba Garnica Gallo Bush (Mrs. John Ellis)
2008-2011	Carole Oumano Crist (Mrs. Charles Joseph, Jr.)
2011-	Frances Annette "Ann" Holland Scott (Mrs. Richard Lynn)



Erika Mattfeld Kirk, 1967



Frances Annette 'Ann' Holland Scott



Photo by Mark T. Foley

First lady Columba Bush (left) joins former first ladies Donna Lou Askew and Rhea Chiles in greeting children during a Governor's Mansion ceremony in May 2000. The event helped kick off a fundraising campaign for a new Children's Home Society facility in North Florida.

American Period

United States Commissioner and Governor of the Territories of East and West Florida

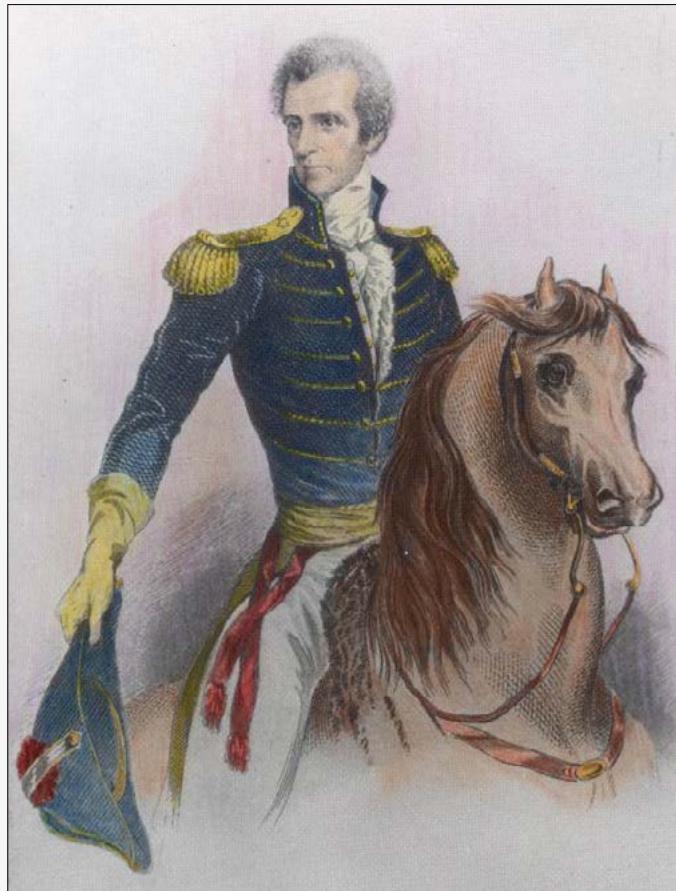
Andrew Jackson

General Andrew Jackson was named by President Monroe on March 10, 1821, as "Commissioner of the United States with full power and authority to him to take possession of and to occupy the territories ceded by Spain to the United States ..." On the same day, he was also appointed by President Monroe to use in the territories of East and West Florida "all the powers and authorities heretofore exercised by the Governor and Captain General and Intendant of Cuba, and by the Governors of East and West Florida."

The ceremonies of transfer from Spain to the United States took place at Pensacola on July 17, 1821. Jackson's resignation, sent from his home near Nashville, Tennessee, on November 13, 1821, was accepted by the President on December 31. In a letter sent from Pensacola on October 6, Jackson had announced his intention of leaving Florida.

Jackson had intended that his Florida stay would be short. He had been offered the Florida appointment in 1819, at a time when it was believed early ratification of the treaty of cession would be made by Spain. He declined the appointment then. President Monroe renewed his offer in a letter on January 24, 1821, and Jackson, replying on February 11, indicated his acceptance was conditioned upon his being permitted to resign as soon as the territorial government was organized. He accepted Florida from Spain on July 17, 1821, and left Pensacola for good on October 8, 1821.

Jackson was born in such obscurity on March 15, 1767, that two states have claimed his birthplace, though he himself stated that he had been told it was in the Waxhaw settlement in South Carolina. He attended the "old field" school and the academy of Doctor Humphries; during the Revolution he was captured by the British and confined in the stockade



Florida State Archives

Engraving of Governor Andrew Jackson on horseback. He served as Governor of the territories of East and West Florida from March 10 until December 31, 1821. Engraving by Pease, design by William Croome.

at Camden, South Carolina; left an orphan at fourteen years of age; worked for a time in a saddler's shop and afterward taught school. He studied law in Salisbury, North Carolina; was admitted to the bar in 1787 and commenced practice in McLeanville, Guilford County, North Carolina. He was appointed Solicitor of the Western district of North Carolina, comprising what is now the State of Tennessee, in 1788, and located in Nashville, Tennessee, in October 1788. He was a delegate to the convention to frame a Constitution for the new State, held in Knoxville in January 1796; upon the admission of Tennessee as a State into the Union he was elected as a Democrat to the Fourth Congress and served from December 5, 1796, to March 3, 1797. He was elected to the United States Senate for the term commencing March 4, 1797, and served from September 26, 1797, until his

resignation in April 1798; elected judge of the State Supreme Court of Tennessee and served from 1798 to July 24, 1804. He moved to the “Hermitage,” near Nashville, and engaged in planting and in mercantile pursuits; served in the Creek War of 1813; Major General of Volunteers 1812–1814; commissioned Brigadier General in the United States Army April 19, 1814, and Major General May 1, 1814. He led his army to New Orleans, where he defeated the British on January 8, 1815, and received the thanks of Congress and a gold medal by resolution of February 27, 1815. He commanded an expedition which captured Florida in 1818.

He was Governor of Florida from March 10 to October 8, 1821 (his commission ran until December 31, 1821, but he left Florida on October 8, 1821); declined the position of Minister to Mexico; again elected to the United States Senate and served

from March 4, 1823, to October 14, 1825, when he resigned. He was the unsuccessful Democratic candidate for President in 1824; elected President of the United States in 1828; reelected in 1832 and served from March 4, 1829, to March 3, 1837. He retired to the “Hermitage,” where he died June 8, 1845, and was buried in the garden on his estate.

After Jackson left Florida, William G. D. Worthington of Maryland served as Acting Governor of East Florida and Colonel George Walton of Georgia as Acting Governor of West Florida. Worthington, based in St. Augustine, was Secretary of the Territory of East Florida, and Walton, in Pensacola, was Secretary of West Florida. Walton was the namesake son of a Georgia signer of the Declaration of Independence.

—Adapted from the Biographical Dictionary of the American Congress.



Florida State Archives

Governor Andrew Jackson reviewing troops during the First Seminole War. U.S. settlers, Spanish citizens, British agents, and Creek Natives clashed in West Florida. Andrew Jackson, regardless of the international border, burned Native villages, hanged two British subjects, Robert Ambrister and Alexander Arbuthnot, and captured St. Marks and Pensacola. Known as the First Seminole War, Jackson's actions brought international repercussions and caused problems for him for years afterwards.

For more about Jackson, read:

- James, Marquis, *Andrew Jackson: Border Captain* (New York, Grossett and Dunlap, 1959)
James, Marquis, *Andrew Jackson: Portrait of a President* (New York, Grossett and Dunlap, 1961)
Schlesinger, Arthur M., Jr. *The Age of Jackson* (Boston, Little, Brown and Company, 1945)
Van Deusen, Glydon G. *The Jacksonian Era, 1828–1848* (New York, Harper and Row, 1959)
Remini, Robert V. *Andrew Jackson and the Course of American Freedom, 1822–1832*
(New York, Harper and Row, 1981)

More than 227 books, 353 articles, and doctoral dissertations have been written about Jackson and his influence upon American life.

William Pope DuVal

Florida's first territorial Governor (April 17, 1822) was born in Mount Comfort, near Richmond, Virginia, in 1784, the son of William and Ann (Pope) DuVal. His father, as a lawyer, was associated with Patrick Henry in the British debt cases and, as a major of riflemen, captured a British vessel becalmed in the James River during the Revolution. Young DuVal left home at the age of 14 for the Kentucky frontier, settling in Bardstown to study law. He was admitted to the Bar at 19. He served as a captain in the mounted rangers in 1812 and as Kentucky's representative in the 13th Congress (1813–15). He came to Florida as a Territorial Judge, having been appointed by President Monroe upon the recommendation of DuVal's friend and Secretary of War, John C. Calhoun. He served about a month in St. Augustine. He was appointed Governor of Florida Territory in 1822 by President Monroe and was reappointed by Presidents Adams and Jackson. His administration was notable for the confidence he enjoyed with the Indians. The capital was established at Tallahassee during his tenure. He was a friend of Washington Irving, who wrote about him in "Ralph Ringwood." James K. Paulding also wrote of him as "Nimrod Wildlife." Duval County perpetuates his name. DuVal uniformly signed himself as "DuVal;" though the name usually appears in print as "Duval." DuVal moved to Texas in 1848, and Texas was his home when he died on March 18, 1854, in Washington, D.C.



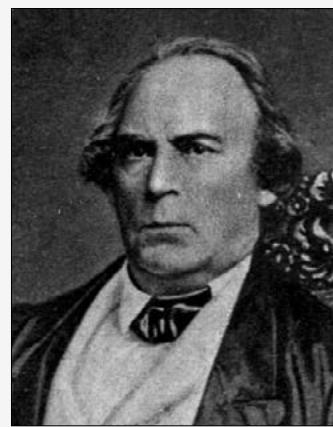
John Henry Eaton

The second territorial Governor (April 24, 1834) was born near Scotland Neck in Halifax County, North Carolina, on June 18, 1790, as the son of John and Elizabeth Eaton. He had been a lawyer in Nashville and a member for eight years of the United States Senate when his fellow Tennessean, Andrew Jackson, appointed him Secretary of War, an office he relinquished in the cabinet turmoil over his wife, the famous Peggy O'Neale. The short Eaton administration was not a happy one. He arrived in Florida some seven months after his appointment. The Indians were restless in the leaderless territory. From Florida, Eaton went to Spain as American Minister, remaining until 1840. He wrote a biography of Jackson. He died in Washington, D.C., on November 17, 1856.



Richard Keith Call

The third (March 16, 1836) and fifth territorial Governor (March 19, 1841) was born in Pittsfield, Prince George County, Virginia, on October 24, 1792, as the son of Captain William and Helen Meade (Walker) Call and the namesake nephew of a Revolutionary War hero, Major Richard Keith Call. Young Call left Mount Pleasant Academy, near Clarksville, Tennessee, in 1813 for the Creek War, in which his conduct endeared him to General Andrew Jackson, whose personal aide he was thereafter. He first came to Florida in 1814 as a soldier with Jackson and returned with him to Pensacola in 1821 to set up the American government for the new Territory. In 1822, he decided to make Florida his civilian



home, first as a lawyer in Pensacola. Successively, he was a member of the Legislative Council, delegate to Congress, receiver of the West Florida land office, brigadier general of the West Florida militia, and territorial Governor. Commanding the troops in the Seminole War while Governor, he routed the Indians in the second and third battles of Wahoo Swamp. Although a Democrat, he canvassed in the North for the Whig candidate, William Henry Harrison, who subsequently appointed him to his old place of Governor. When Florida became a state in 1845, he was a candidate for Governor but was defeated, largely because of his part in the election of Harrison. He was married in General Jackson's home, the "Hermitage," in 1824 to Mary Letitia Kirkman of Nashville. Call's home in Tallahassee, "The Grove," begun in the 1820s, remains today a place of architectural and historic distinction, owned by Mrs. LeRoy Collins, the former Mary Call Darby, a great granddaughter of Governor Call. He died at "The Grove" on September 14, 1862.

Read: *Richard Keith Call, Southern Unionist*, by Herbert J. Doherty, Jr.

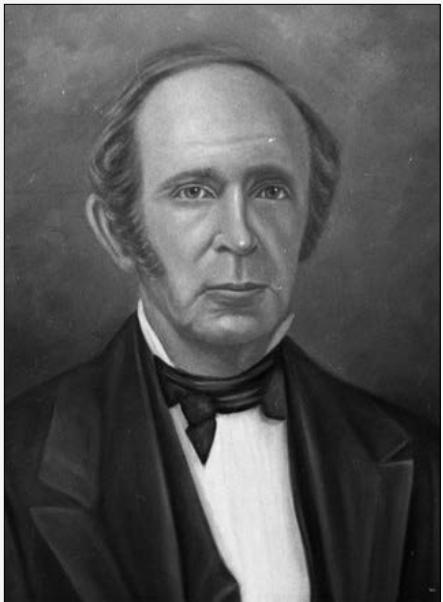
Robert Raymond Reid

The fourth territorial Governor (December 2, 1839) was born in Prince William Parish, South Carolina, on September 8, 1789. He was educated in Augusta, Georgia, and practiced law there. He possessed exceptional talent as a public speaker. He began public service at 27 as judge of the Burke County Superior Court, and afterwards served Georgia in Congress and as judge of various courts. In May 1832, he was appointed United States Judge of East Florida by President Jackson, for whom he had voted as a presidential elector in 1828. He continued in this office until December 1839, when he was appointed Governor by President Van Buren. He presided at the convention that drafted Florida's Constitution. Like Call, he advocated a vigorous prosecution of the Indian War, but his relations with the federal authorities were more amicable. He died in Leon County, near Tallahassee, on July 1, 1841.



John Branch

The sixth territorial Governor (August 11, 1844) was born in Halifax County, North Carolina, on November 4, 1782, as the son of Colonel John and Rebecca (Bradford) Branch. After graduating from the University of North Carolina in 1801, he studied law but never practiced, preferring the greater activity of politics. His first public service came with election in 1811 as Senator from Halifax County, an office to which he was chosen annually until 1817, when he was elected Governor of North Carolina. Completing his term as Governor, he was re-elected State Senator and subsequently United States Senator. He was appointed Secretary of the Navy by President Jackson, resigning in the hubbub over Peggy O'Neale, wife of his Army colleague and predecessor as Florida Governor, John H. Eaton. Returning to North Carolina, he served in various public offices and in 1844 he was appointed Governor of Florida by President John Tyler. He died at Enfield, North Carolina, on January 3, 1863.

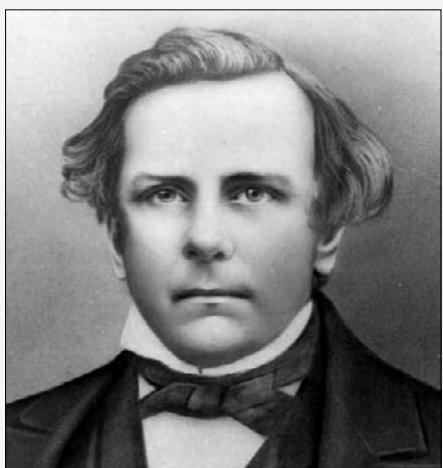
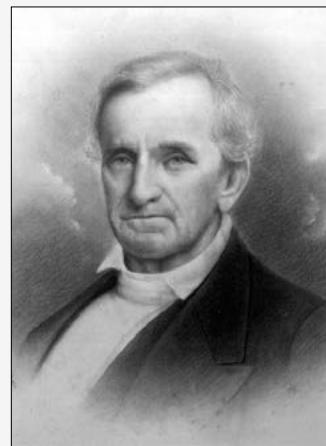


William Dunn Moseley

The first Governor under Statehood (June 25, 1845 to October 1, 1849) was born in Moseley Hall, Lenoir County, North Carolina, on February 1, 1795, as the son of Matthew and Elizabeth (Herring) Moseley. He taught school to earn the money to enter the University of North Carolina, where he topped in educational achievement such classmates as James K. Polk, afterwards President of the United States. He practiced law in Wilmington, North Carolina. After serving as a State Senator, he was defeated in 1834 as the Democratic nominee by three votes for Governor of North Carolina. He bought a plantation on Lake Miccosukee in Jefferson County, Florida, in 1835, and resided there until 1851. He served in the territorial Legislature and defeated Richard Keith Call for Governor in the first election under Statehood. He moved to Palatka in 1851, where he was a planter and fruit grower. He appears to have served from Putnam County in the 1855 Extraordinary Session of the House of Representatives. He died on January 4, 1863.

Thomas Brown

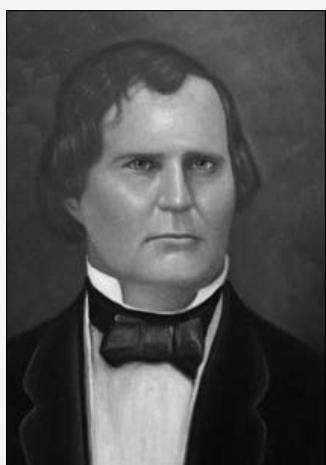
The second Governor (October 1, 1849 to October 3, 1853) was born in Westmoreland County, Virginia, on October 24, 1785, as the son of William and Margaret (Templeton) Brown. He served in the War of 1812, entered a mercantile business with a brother in Alexandria, Virginia, and subsequently became chief clerk of the post office at Richmond. While chief clerk, he invented the post office letter box. He was elected in 1817 to the Virginia Legislature. In 1828, he moved with his family to Florida, settling on a plantation near Lake Jackson in Leon County. After a freeze killed his crop, he leased and operated the Planters Hotel in Tallahassee. Later, he bought the square west of the Capitol and built the City Hotel. He was Auditor of the Territory in 1834, President of the Legislative Council in 1838, member of the Constitutional Convention in 1839, and member from Leon County of the first (1845) House of Representatives. As Governor, he was concerned with internal improvements and agriculture, including efforts to determine the cost and feasibility of draining the Everglades. He was an active Mason for more than 60 years, serving as secretary in the Tallahassee lodge for a long time and compiling a book on Masonry. He died in Tallahassee on August 24, 1867.



James Emilius Broome

The third Governor (October 3, 1853 to October 5, 1857) was born in Hamburg, Aiken County, South Carolina, on December 15, 1808, as the son of John and Jeanette (Witherspoon) Broome. He came to Tallahassee in 1837, engaging in a mercantile business until his retirement in 1841. He was appointed Probate Judge of Leon County in 1843 by a member of the opposing political party, Governor Call, and served until his retirement in 1848. As Probate Judge, he administered the oath of office to the first Governor under statehood. He was elected Governor in 1852 as the Democratic nominee although Whig candidates otherwise prevailed, a tribute to his ability as a speaker. He was an early

States-Righter, and also was known as the “veto-Governor,” vetoing more acts than any of his predecessors. He was a member of the 1861 Senate from Nassau County. He had one of the largest plantations in the state. He was married five times. He moved to New York City in 1865, but died in DeLand on November 23, 1883, while visiting a son.

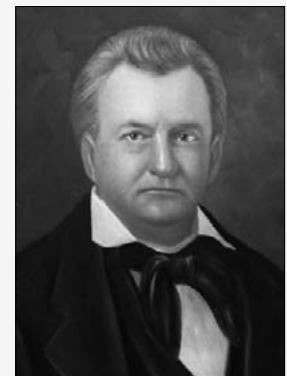


Madison Starke Perry

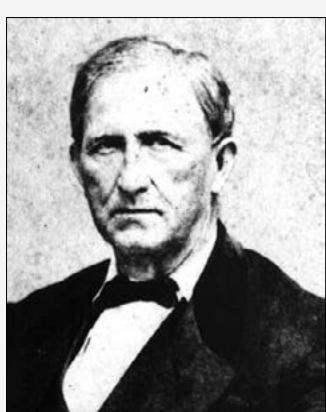
The fourth Governor (October 5, 1857 to October 7, 1861) was born in South Carolina in 1814. He came to Florida and became a leading planter in Alachua County. He represented Alachua County in the 1850 Senate, was elected Governor as a Democrat, and helped bring about settlement of a long-standing boundary dispute with Georgia. His administration also saw considerable extensions of railroads, encouraging development of the state. He foresaw the possibility of Florida's secession from the Union, and in 1858 urged reestablishment of the State's militia. He told the 1860 Legislature that the election of Abraham Lincoln as President made secession inevitable. Florida withdrew, on January 11, 1861, during his administration. After his term ended, he was Colonel of the 7th Florida Regiment until illness forced his retirement. He died at his Alachua County plantation in March, 1865.

John Milton

The fifth Governor (October 7, 1861 to April 1, 1865) was born near Louisville, Jefferson County, Georgia, on April 20, 1807, as the son of General Homer Virgil and Elizabeth (Robinson) Milton. He was a descendant of the poet John Milton. He was a lawyer who practiced in a number of Georgia and Alabama communities, as well as in New Orleans; he served in Florida during the Seminole War as captain of a volunteer company, and in 1846 moved to Jackson County as a farmer. Before coming to Florida, he reputedly killed an adversary in a duel. Entering politics, he became a statewide force in the Democratic Party, serving himself as a presidential elector in 1848 and as a member from Jackson County of the 1850 House of Representatives. A vigorous States-Righter, he encouraged the seizure by Florida forces of federal military establishments and also was instrumental in the early secession of Florida from the Union. As Governor, he stressed Florida's ability to serve as an important source of food and salt for the Confederate forces. Collapse of the Southern cause was followed by his death by gun shot at “Sylvania,” his home near Marianna, on April 1, 1865. In his last message to the Legislature, he said “death would be preferable to reunion.”



Abraham Kurkindolle Allison

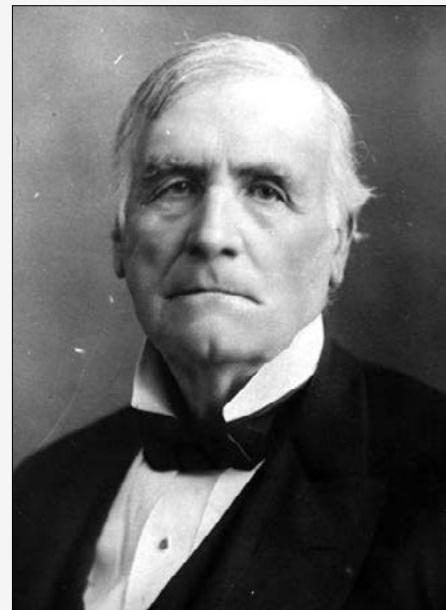


The sixth (acting) Governor (April 1, 1865 to May 19, 1865) was born in Jones County, Georgia, on December 10, 1810, the son of Captain James and Sarah (Fannin) Allison. After schooling, he engaged in mercantile trade in Columbus, Georgia, and in Henry County, Alabama, before settling in Apalachicola, where he served as first Mayor, first County Judge of Franklin County, Clerk of the United States Court, and a member of the territorial Legislature. He was captain of the Franklin Rifles in the Seminole War. He moved to Quincy in 1839 and practiced law. He served again in the territorial Legislature and, with statehood, represented Gadsden County in the 1845, 1847, and 1852 House of Repre-

sentatives and in the 1862, 1863, and 1864 Senate. He was also a member of the Constitutional Convention of 1861. He served with Confederate forces in battles at Macon, Georgia, and Natural Bridge, Florida. Allison was twice Acting Governor. As Speaker of the House, he proclaimed himself Governor on September 16, 1853, because of the absence from Florida of both Governor Thomas Brown and Senate President R. J. Floyd, serving until October 3, when James E. Broome was inaugurated. Allison seems to have regarded himself as being available on a stand-by basis and apparently did not exercise executive powers. For that reason, there has been a disposition not to count Allison's tenure then in the numerical listing of governors. Allison next was Acting Governor when Governor John Milton died on April 1, 1865, and Allison, as Senate President, succeeded to the office. His last official act recorded in the letter book of the Governor's office was dated May 19, 1865, the day before Union troops formally occupied Tallahassee. Allison was taken into custody by federal authorities and received at Fort Pulaski, Georgia, on June 19, 1865, being imprisoned there with other Confederate officials. He was held about six months. He returned to Quincy and in 1872 was convicted there on a charge of intimidating Negroes, being jailed in Tallahassee for six months and fined. He died in Quincy on July 8, 1893.

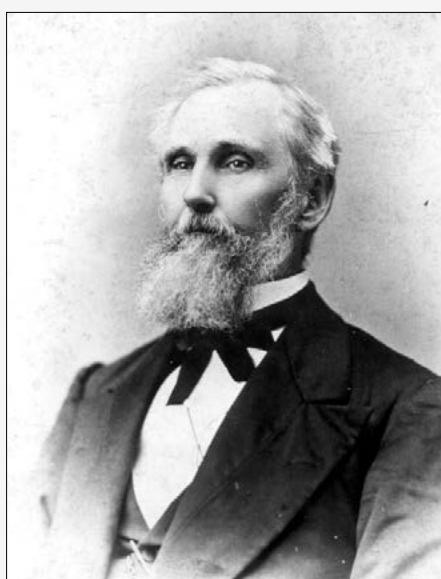
William Marvin

The seventh (provisional) Governor (July 13, 1865 to December 20, 1865) was born at Fairfield, Herkimer County, New York, on April 14, 1808, the son of Selden and Charlotte (Pratt) Marvin. He was practicing law in Phelps, New York, when appointed by President Jackson as United States District Attorney in Key West. He was twice appointed Federal District Judge and from his experience wrote the nationally recognized textbook *Law of Wreck and Salvage*. He was twice elected a member of the territorial Legislative Council and was a delegate to the first Constitutional Convention. He was appointed Provisional Governor by President Johnson for the purpose of reestablishing state government. He was subsequently elected as a Democrat to the United States Senate, which declined to seat him. When Congress enacted laws for reconstruction of government in the seceded States, he refused to be a candidate for any office and, in 1867, moved to Skaneateles, New York, where he died on July 9, 1902.

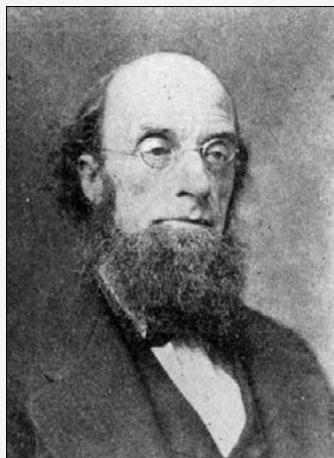


David Shelby Walker

The eighth Governor (December 20, 1865 to July 4, 1868) was born near Russellville, Logan County, Kentucky, on May 2, 1815, the son of David and May (Barbour) Walker. After attending private schools in Kentucky and Tennessee and studying law, he settled in Leon County in 1837. He served in Florida's first Legislature under statehood in 1845 as Senator from Leon and Wakulla Counties and in the House of Representatives from Leon County in 1848. He was the Register of Public Lands from 1849 to 1854 and, by reason of this, State Superintendent of Public Instruction. As such, he did as much as any other person prior to 1861 to create interest in public schools. He helped establish a free school supported by city taxes in Tallahassee. He was Mayor of Tallahassee and in 1860 became a Justice of the Supreme Court, an office he relinquished for the governorship. A former Whig and a Constitutional



Unionist, he had opposed secession but supported his state after it left the Union. His administration had the difficult task of restoring civil government during military occupation. He returned to the practice of law in 1868, and in 1876 was appointed Circuit Court Judge, a position he held until his death in Tallahassee on July 20, 1891.



Harrison Reed

The ninth Governor (took oath June 8, Military recognized July 4, 1868 to January 7, 1873) was born in Littleton, Middlesex County, Massachusetts, on August 26, 1813, the son of Serb Harrison and Rhoda (Finney) Reed. He was apprenticed at 16 to the printing trade and was forced to quit after three years service because of failing health. He went into the mercantile business and, in 1836, moved to Milwaukee, Wisconsin, where he opened the first general store and organized the first Sunday school. He failed in the 1837 depression and, after a brief interval as a farmer, took charge of the new Milwaukee Sentinel as printer, editor, and publisher. He subsequently was associated with a number of political party newspapers and with the development of a manufacturing community on the Fox River in Wisconsin. He moved to Washington in 1861 as an employee of the Treasury Department and subsequently was sent to Fernandina by President Lincoln in 1863 as one of three tax commissioners with responsibility for confederate property. His reputation for honesty in this office was said to have brought appointment by President Johnson in 1865 as postal agent for Florida. He held this position until he was elected Governor under the 1868 Constitution. His administration was a stormy one, for he had to cope with factions within his own Republican Party. Two serious attempts to impeach him originated with leaders of his party. At the end of his term, he went to his farm on the St. Johns River. In 1875, he became editor of the Semi-Tropical, a monthly magazine devoted to Southern development, served from Duval County in the 1899 House of Representatives, and from 1889 to 1893 was Tallahassee Postmaster. He died in Jacksonville on May 25, 1899.

William H. Gleason

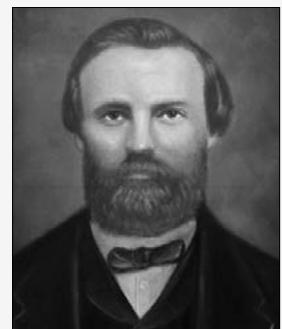
William H. Gleason claimed the office of Governor in November 1868, during efforts by a faction of his own Republican party to oust Governor Harrison Reed. Gleason had been elected Lieutenant Governor and proclaimed himself Governor after the Legislature, on November 7, 1868, adjourned until January while the Senate was considering the question of trying Governor Reed.

Loyal to Reed, the state's Adjutant General and the county's Sheriff organized volunteers who, by around-the-clock sentry duty, guarded the Capitol against entry by Gleason and his adherents. Gleason established headquarters in a nearby hotel and issued documents signed by him as Governor.

Reed asked the Supreme Court for its opinion. The Justices, on November 24, 1868, fully supported him, declaring he had not been impeached because the Senate at the time the charges were proffered was without a lawful quorum.

Governor Reed then took the offensive. He challenged Gleason's right to be Lieutenant Governor since he had not been a citizen of Florida for three years prior to his election, as the law required. Gleason, a former Wisconsin lumberman, actually had come to Florida in 1866. So the Governor won, and Gleason was ousted on December 14. Gleason served from Dade County in the House of Representatives from 1871 to 1874.

Gleason was born in New York State around 1830 and died in Eau Gallie on November 9, 1902.



Samuel T. Day

(No portrait of Day is presently known to exist. Anyone with information, please contact the State Archives of Florida, 500 South Bronough Street, Tallahassee, FL 32309.)

Samuel T. Day claimed to be Acting Governor from February 10 to May 4, 1872, during the pendency in the Senate of impeachment charges against Governor Harrison Reed. Day, a Republican physician from Virginia, was Lieutenant Governor in the Reed administration.

As William Watson Davis tells the story in his *The Civil War and Reconstruction in Florida*, Governor Reed quit the executive offices in Tallahassee soon after his impeachment by the House of Representatives on February 10. Reed considered himself suspended from office because he was constitutionally disqualified from performing any of the duties. He went to his farm near Jacksonville.

When, however, the Legislature adjourned sine die shortly afterwards without bringing him to trial, Reed construed its action as equivalent to acquittal. He watched for a chance to emphasize this conclusion. This chance soon came when Day, on April 10, went to Jacksonville for a party caucus.

Reed went to Tallahassee, entered the executive

offices, issued a proclamation declaring himself to be Governor of Florida, appointed a new Attorney General and a Circuit Judge, and then returned quietly to his home in Jacksonville to await results. Reed's proclamation was approved by the Secretary of State with the affixing of the Great Seal of the State.

The Reed document stated Day was "making removals from office and appointments thereto without authority."

Reed proposed to Day that they ask the Supreme Court who was Governor, and when Day paid no attention to this, Reed requested the opinion. The Supreme Court responded on April 29 that Day was "neither *de jure* nor *de facto* Governor of Florida. He is in no sense Governor. He is Lieutenant Governor exercising the functions of the office of Governor. You are still *de jure* Governor."

Meantime, on April 22, Day called a special session of the Legislature, probably expecting to finally drive Reed out of office through the trial of the impeachment charges. The Democrats who sought to benefit politically saw the Republican factions close ranks temporarily. The trial did not materialize. On May 4, the Senate agreed to dismiss the charges against Reed by a vote of 10 to 7.

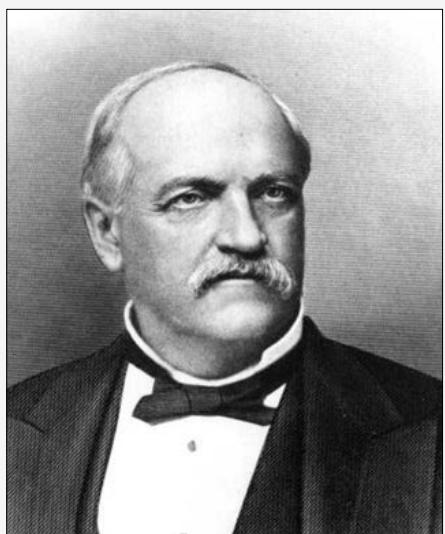
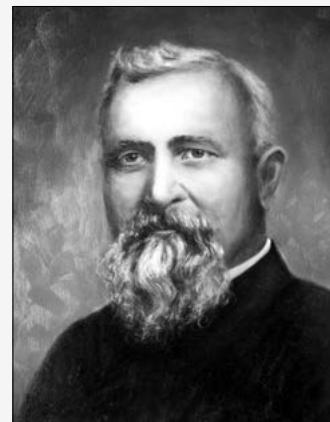


Ossian Bingley Hart

The tenth Governor (January 7, 1873 to March 18, 1874) was born in Jacksonville on January 17, 1821, the son of Isaiah David and Nancy (Nelson) Hart. His father was a founder of Jacksonville and the present Ocean Street originally was named for Ossian. He practiced law in Jacksonville, moved in 1843 to farm near Fort Pierce and represented St. Lucie County in the 1845 House of Representatives. He moved to Key West in 1846, resuming law practice, and to Tampa in 1856. Although raised amid slaves on his father's St. Johns River plantation, he openly opposed secession and suffered hardship during the War Between the States. He took an active part in the reconstruction of Jacksonville and of the state government and in 1868 was appointed an Associate Justice of the Supreme Court. He was defeated for Congress in an 1870 election but was elected Republican Governor two years later. He was the first Florida-born Governor. He suffered from pneumonia as a consequence of campaign exertions and this resulted finally in his death in Jacksonville on March 18, 1874.

Marcellus Lovejoy Stearns

The eleventh (acting) Governor (March 18, 1874 to January 2, 1877) was born at Lovell, Oxford County, Maine, on April 29, 1839, the son of Caleb and Eliza W. (Russell) Stearns. He left Waterville College (now Colby) during his junior year to join the Union Army in 1861, lost an arm at the battle of Winchester and achieved the rank of first lieutenant. He studied law while in the Army and was transferred to the Freedmen's Bureau and eventually sent to Quincy, where he remained after being mustered out of service. He served both in the 1868 Constitutional Convention and represented Gadsden County in the House of Representatives for the annual sessions from 1868 through 1872, being Speaker of the sessions beginning in 1869. He was appointed United States Surveyor-General for Florida by President Grant in 1869, holding this position until 1873. He was elected Lieutenant Governor in 1872 and succeeded to the Governorship upon the death of Governor Hart. He was then 34 years old. He was defeated for a regular term. In January 1877, he was appointed United States Commissioner in Hot Springs, Arkansas, serving until 1880. He died at Palatine Bridge, New York, on December 8, 1891, and was buried in Lovell, Maine.

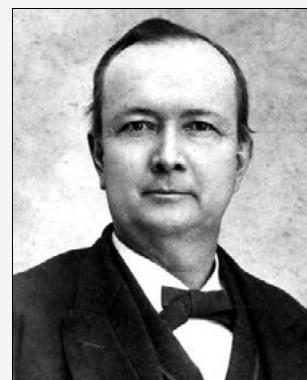


George Franklin Drew

The twelfth Governor (January 2, 1877 to January 4, 1881) was born at Alton, New Hampshire, on August 6, 1827, the son of John and Charlotte (Davis) Drew. Learning the machinist's trade, he opened a shop in 1847 in Columbus, Georgia, and subsequently engaged in lumbering in other Georgia counties. In 1865, he built Florida's largest saw mill in Ellaville, on the Madison County side of the Suwannee River. Drew's election as Governor marked the end of the Reconstruction era in Florida. He had much to do with restoring the State's financial and political stability. He afterwards returned to the lumber business, having at one time 11 mills in operation. He was prominent in the mercantile affairs of Jacksonville, and served as first president of its Board of Trade. He died September 26, 1900, in Jacksonville.

William Dunnington Bloxham

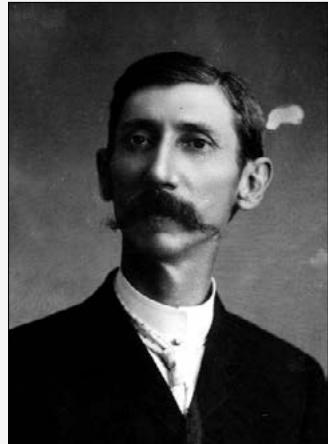
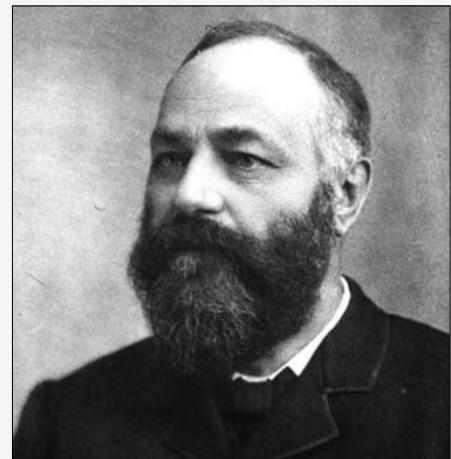
The thirteenth (January 4, 1881 to January 6, 1885) and seventeenth Governor (January 5, 1897 to January 8, 1901), was born in Leon County on July 9, 1835, the son of William and Martha (Williams) Bloxham. He graduated from William and Mary College with a law degree in 1855 but, because of health, chose to be a planter. He was elected from Leon County to the 1861 House of Representatives. He organized an infantry company in Leon County in 1862 and commanded this through the Civil War. He was in the forefront of Democratic leaders during Reconstruction. He was counted out by the State Canvassing Board of what appeared to be election as Lieutenant Governor in 1870, defeated for Governor in 1872, and appointed Secretary of State in 1877. Then he was elected Governor. His first administration was marked by the sale of 4,000,000 acres in the Everglades to the Disston interests for \$1,000,000—the money restoring the solvency of the state's Internal Improvement Fund and giving impetus to development in South Florida. He declined appointment in 1885 as Minister to Bolivia but accepted the place of United States Surveyor-



General for Florida. He was appointed Comptroller in 1890 and was subsequently elected to this office. He was reelected Comptroller in 1892, and four years later was returned to the office of Governor. His second gubernatorial administration was occupied with money problems, for freezes in 1894–95 and a hurricane in 1896 had destroyed citrus trees and other tax-producing property. He died in Tallahassee on March 15, 1911.

Edward Aylsworth Perry

The fourteenth Governor (January 6, 1885 to January 8, 1889) was born in Richmond, Massachusetts, on March 15, 1831, the son of Asa and Philura (Aylsworth) Perry. He attended Yale, taught briefly in Alabama, and took up residence in Pensacola, where he was admitted to the practice of law in 1853. He fought with distinction in the Civil War. He was twice wounded, and rose in rank from private to brigadier general. During his gubernatorial administration, Florida adopted a new Constitution and established a State Board of Education to advance public schools. He returned to Pensacola and died there on October 15, 1889.

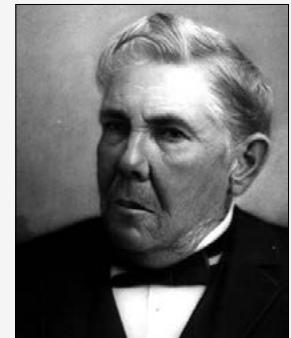


Francis Philip Fleming

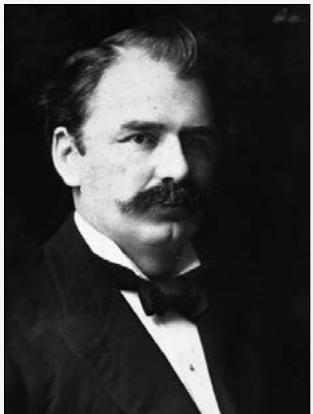
The fifteenth Governor (January 8, 1889 to January 3, 1893) was born in Panama Park, Duval County, on September 28, 1841, the son of Lewis and Margaret (Seton) Fleming. His father farmed a St. Johns River plantation, and the son was educated at home by tutors. Prior to Florida's secession from the Union, Fleming engaged in business. With the War, he enlisted as a private in a company of volunteers that was incorporated into the famous 2nd Florida Regiment. He earned a Virginia battlefield promotion to First Lieutenant. While home on sick leave, he commanded a company of volunteers at the Battle of Natural Bridge. An outstanding achievement of Governor Fleming's administration was his call for a special session of the Legislature to establish a State Board of Health with the suppression of Yellow Fever as its immediate responsibility. He died in Jacksonville on December 20, 1908.

Henry Laurens Mitchell

The sixteenth Governor (January 3, 1893 to January 5, 1897) was born in Jefferson County, Alabama, on September 3, 1831, the son of Thomas and Elizabeth (Starns) Mitchell. At age 15, he went to Tampa where he studied law and was admitted to practice in 1849. He resigned as State Attorney to enlist in the Confederate Army when the Civil War began. He served as a lieutenant and captain, and, at the close of the Vicksburg campaign, resigned to become a member from Hillsborough County of the 1864 House of Representatives, to which he had been elected in his absence. He served again in the 1873 and 1875 sessions. He was appointed to the Supreme Court in 1888 and served until 1891, when he resigned to become a candidate for Governor. He told his first Legislature the state was "in a prosperous condition" although the government's own finances did not present "a healthy showing." After his term as Governor, Mitchell was elected Clerk of the Circuit Court and then County Treasurer of Hillsborough County. He died in Tampa on October 14, 1903.



Read: *The Life of Henry Laurens Mitchell, Florida's 16th Governor*, by George B. Church, Jr.

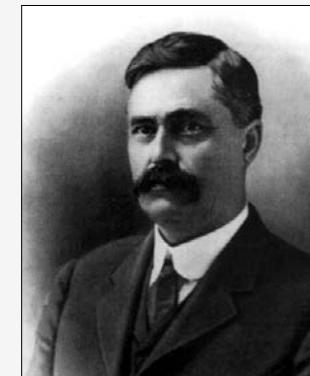


William Sherman Jennings

The eighteenth Governor (January 8, 1901 to January 3, 1905) was born near Walnut Hill, Illinois, on March 24, 1863, the son of Joseph W. and Amanda (Couch) Jennings and a cousin of William Jennings Bryan, a relationship regarded as an important political asset at the time. He came to Florida in 1885 to complete his legal studies and began practice in Brooksville. He was appointed Circuit Court Commissioner in 1887, and became County Judge of Hernando County the following year. He resigned his position in 1893 to serve from Hernando County in the House of Representatives, where he was Speaker in 1895. As Governor, Jennings brought into being the primary election system that displaced the convention method of nominating candidates for public office. The first statewide primary in 1902 was held during his administration. By his energies, Governor Jennings saved some 3,000,000 acres of public lands for the people. He was an ally of his successor, Governor Broward, in the reclamation of the Everglades, carrying this crusade forward as general counsel for the State's Internal Improvement Fund during the Broward administration. He died in St. Augustine on February 27, 1920.

Read: *May Mann Jennings, Florida's Genteel Activist*, by Linda D. Vance.

Napoleon Bonaparte Broward



The nineteenth Governor (January 3, 1905 to January 5, 1909) was born on a farm in Duval County on April 19, 1857, the son of Napoleon B. and Mary Dorcas (Parsons) Broward. He lost both parents when he was 12 years old then worked in a log camp at 14 and later as a farm hand, steamboat roustabout, cod fisherman on the Grand Banks of Newfoundland, seaman on steam and sail boats, pilot on the St. Johns River, joint owner of a river steamboat, operator of a woodyard, phosphate developer, and owner of steam tug. He commanded this tug, "The Three Friends," on eight voyages through the Spanish blockade with war material for Cuban revolutionists. He was twice elected Sheriff of Duval County (having been removed by the Governor and then defeating the Governor's appointee), Jacksonville City Councilman, member of the 1901 House of Representatives, and member of the State Board of Health from 1901–1904. The Broward gubernatorial administration was a stormy one, for he espoused bold, controversial programs. He unified the State's institutions of higher learning under a Board of Control, and in the drainage and reclamation of the Everglades. Broward was an unsuccessful candidate for the U.S. Senate in 1908 while Governor, but won the nomination two years later. He died in Jacksonville on October 1, 1910, before becoming Senator.

Read: *Napoleon Bonaparte Broward, Florida's Fighting Democrat*, by Samuel Proctor.



Albert Waller Gilchrist

The twentieth Governor (January 5, 1909 to January 7, 1913) was born (during the temporary absence of his mother from Florida) at Greenwood, South Carolina, on January 15, 1858, the son of General William E. and Rhoda Elizabeth (Waller) Gilchrist. He was a descendant of the grandfathers of both George Washington and James Madison. He was a graduate of Carolina Military Institute and a member of the class of 1882 of the United States Military Academy. He was a civil engineer, real estate dealer, and orange grower in Punta Gorda. He resigned as brigadier general of the Florida militia in 1898 to enlist as a private in Company C,

3rd United States Volunteer Infantry, and served in Cuba during the Spanish-American War, being mustered out as a captain in 1899. He was a member of the House of Representatives from DeSoto County for the sessions of 1893–1895 and 1903–1905, being its Speaker in 1905. As Governor, he sponsored the enactment of much legislation to safeguard the health of both people and livestock. He died in New York on May 15, 1926.



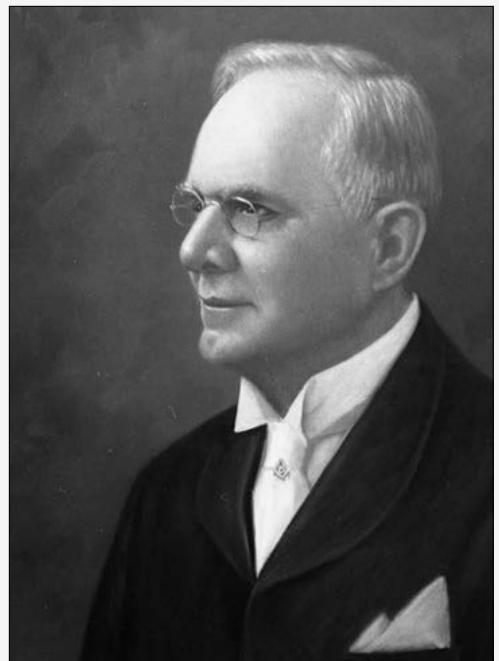
Park Trammell

The twenty-first Governor (January 7, 1913 to January 2, 1917) was born in Macon County, Alabama, on April 9, 1876, the son of John W. and Ida E. (Park) Trammell. The family moved to Florida during his infancy. He attended grade school in Polk County and worked on the farm and in a newspaper office. During the Spanish-American War, he was in the quartermaster service in Tampa. He studied law at Vanderbilt University and at Cumberland University, where he received the LL.B. degree in 1899. He practiced law in Lakeland, where he also was a citrus grower and a newspaper owner/editor. He served two terms as Mayor of Lakeland, was elected to the 1903 House of Representatives from Polk County, and was President of the 1905 Senate. He was elected Attorney General in 1908 and Governor in 1912. As Governor, he successfully urged the passage of a law to control the amount and manner of money spent in election campaigns. He created a State tax commission for the purpose of equalizing property assessments among counties. He was elected to the United States Senate in 1916 and served there from March 4, 1917, until his death in Washington on May 8, 1936. He is buried at Roselawn Cemetery, Lakeland.

Sidney Johnston Catts

The twenty-second Governor (January 2, 1917 to January 4, 1921) was born near Pleasant Hill, Alabama, on July 31, 1863, the son of Capt. S.W. and Adeline R. (Smyly) Catts. He attended the Agricultural and Mechanical College of Alabama, as well as Howard College and Alabama Polytechnic Institute, receiving a LL.B. degree from Cumberland University in 1882. He was ordained a Baptist minister in 1886 and filled pulpits in Alabama until 1904. Catts shot and killed an African American man in an Alabama country store disturbance. He was freed upon the testimony of several African American witnesses. He was also a candidate for Congress in the Fifth Alabama district in 1904. He moved to Florida and was elected Governor in 1916 after a campaign which saw him edged out as the Democratic nominee only to win the general election as the nominee of the Prohibition Party. His administration was a turbulent one since many of the state's political leaders were in opposition to him. In 1920 he was defeated for the Democratic nomination for U.S. Senate and in 1924 and in 1928 for nomination for Governor. A federal grand jury indicted Catts on April 9, 1929, accusing him of counterfeiting. Catts denied all charges and there was a mistrial. On the second trial Catts was acquitted, but revelations tarnished his reputation. He died in DeFuniak Springs on March 9, 1936.

Read: *Cracker Messiah, Governor Sidney J. Catts of Florida*, by Wayne Flynt.



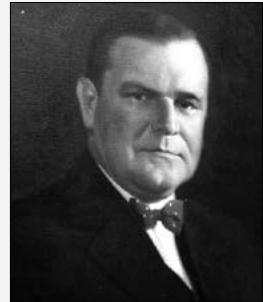


Cary Augustus Hardee

The twenty-third Governor (January 4, 1921 to January 6, 1925) was born in Taylor County on November 13, 1876, the son of James B. and Amanda Catherine (Johnson) Hardee. Educated in the public schools, he taught school until 1900, when he was admitted to the bar and began practice in Live Oak. He was State Attorney from 1905 to 1913, House member from Suwannee County and Speaker during the sessions of 1915 and 1917, and Governor. His administration oversaw the adoption of constitutional amendments reapportioning the Legislature and prohibiting the levying of State income and inheritance taxes. Leasing of convicts to private interests was outlawed. Although a lawyer, he was better known in later years as a banker in Live Oak. He was defeated in 1932 for the Democratic nomination for Governor. He died in Live Oak on November 21, 1957.

John Wellborn Martin

The twenty-fourth Governor (January 6, 1925 to January 8, 1929) was born at Plainfield, the family plantation, near Sparr in Marion County on June 21, 1884, the son of John M. and Willie (Owens) Martin. He attended school for four years, and then continued his education by study at night. Admitted to the bar in 1914, he began law practice in Jacksonville. He was Mayor of Jacksonville for three terms, 1917 to 1924, returning to that city after serving as Governor. As Governor during a land boom attracting national attention, he gave leadership to progressive endeavors that outlasted speculation. These included building highways on a statewide basis, financing public schools by direct State appropriations, and furnishing free textbooks to all pupils in the beginning six grades. He was defeated in 1928 for the Democratic nomination for U.S. Senate and in 1932 for nomination for Governor. Beginning in the 1940s, he was co-receiver and subsequently trustee of the Florida East Coast Railroad. He died in Jacksonville on February 22, 1958.



Doyle Elam Carlton

The twenty-fifth Governor (January 8, 1929 to January 3, 1933) was born in Wauchula on July 6, 1885, the son of Albert and Martha (McEwen) Carlton. He graduated from Stetson University, and received an A.B. degree from the University of Chicago in 1910 and an LL.B. degree from Columbia in 1912. He began practicing law in Tampa in 1912. He represented the District of Hillsborough and Pinellas counties as Senator from 1917–1919. He served as Governor during one of the most critical peacetime periods in Florida's history, having to deal with the aftermath of the collapse of the state's land boom, a violent hurricane, as well as the Mediterranean fruit fly pest and the Great Depression. After his term, he returned to Tampa and the practice of law. He was defeated in 1936 for the Democratic nomination for U. S. Senate. He was special attorney for the State in the 1947 settlement that gave the State ownership of the Ringling Museums at Sarasota. He was president of the Florida State Chamber of Commerce from 1951 to 1952. He died in Tampa on October 25, 1972.

David Sholtz

The twenty-sixth Governor (January 3, 1933 to January 5, 1937) was born in Brooklyn, New York, on October 6, 1891, the son of Michael and Anne (Bloon) Sholtz. He received an A.B. degree from Yale in 1914 and an LL.B. degree from Stetson in 1915. He served in the Navy as an ensign in World War I, afterwards holding the rank of lieutenant commander in the reserves. Later, living in Daytona Beach, he represented Volusia County in the House of Representatives in 1917, was State Attorney from 1919 to 1921, and City Judge in 1921. Becoming Governor in 1933 during the Great Depression, Sholtz took quick advantage of the social welfare and public works programs instituted by President Franklin D. Roosevelt's New Deal: unemployment compensation, old age assistance, and temporary relief being among these. He served as National Grand Exalted Ruler of the Elks, Commander-in-Chief of the Military Order of the World Wars, and Vice Chairman of the Laymen's National Committee. He was defeated in 1938 for the Democratic nomination for U.S. Senate. While maintaining legal residence in Florida, he spent many of the years after leaving the Governor's office in New York. He died in the Florida Keys on March 21, 1953.

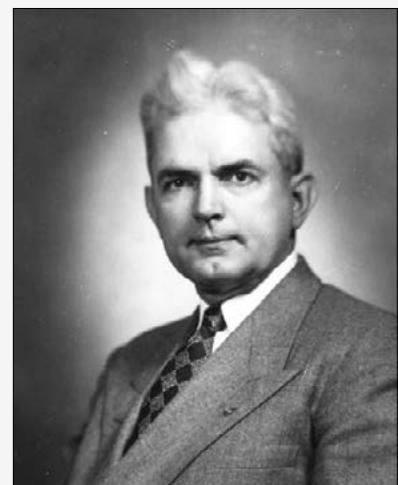


Frederick Preston Cone

The twenty-seventh Governor (January 5, 1937 to January 7, 1941) was born in Benton, Columbia County on September 28, 1871, the son of William H. and Sarah Emily (Branch) Cone. He attended Florida Agricultural College and Jasper Normal College and was admitted to the bar in 1892, practicing in Lake City. He served in the State Senate from 1907 to 1913, and was President in 1911. He was also a banker. During the Cone administration, Florida had an outstanding state-sponsored exhibit at the 1939 New York World's Fair, and the licensing of drivers was commenced to finance a highway patrol. He was defeated in 1940 for the Democratic nomination for U.S. Senate. After serving as Governor, he returned to Lake City where he died July 28, 1948. "Old Swanee," as Cone was known during his gubernatorial term, possessed the dubious distinction of having, as a youngster visiting in Hamilton County in 1888, shot and wounded, in the words of historian Jerrell H. Shofner, "a stubborn belligerent Republican, a former Union soldier and an avid member of the Grand Army of the Republic" who was about to take up appointment as postmaster of White Springs.

Spessard Lindsey Holland

The twenty-eighth Governor (January 7, 1941 to January 2, 1945) was born in Bartow on July 10, 1892, the son of Benjamin F. and Virginia (Spessard) Holland. He graduated from Emory College (now University) in 1912 and the University of Florida in 1916. Volunteering at the outbreak of World War I, he later was commissioned as a second lieutenant in the coast artillery, but at his request in France, was transferred to the air force and saw action with the 24th flying squadron on the Meuse-Argonne, Champaign, St. Michel, and Lineville fronts. He was awarded the Distinguished Service Cross for valor. Leaving the Army in July 1919, he resumed law practice in Bartow. He served as County Prosecuting Attorney and in 1920 was elected



County Judge, serving for eight years. He was elected to represent Polk County in the State Senate in 1932 and served for eight years until his election as Governor. As Florida's World War II Governor, he assisted the armed forces in their many activities here. Among the constitutional amendments whose adoption he had recommended were those pledging gasoline tax revenue for highway improvements and establishing the Game and Fresh Water Fish Commission as an independent agency. The Holland administration was also active in strengthening the ad valorem tax structure, establishing the Everglades National Park, adjusting the bond debt of the Everglades Drainage District, and initiating the committee study that brought about the Minimum Foundation Program for financing public schools. In 1946, after U.S. Senator Charles O. Andrews announced his intention not to seek reelection, Holland was nominated to succeed him and, with the death of Senator Andrews, was appointed to the Senate on September 25, 1946. He was subsequently elected to four six-year terms, voluntarily relinquishing the office in January 1971. He died in Bartow on November 6, 1971.



Millard Fillmore Caldwell

The twenty-ninth Governor (January 2, 1945 to January 4, 1949) was born in the rural home of his parents in Beverly, near Knoxville, Tennessee, on February 6, 1897, the son of Millard F. and Martha Jane (Clapp) Caldwell. He attended Carson Newman College, the University of Mississippi, and, after serving in the Army during World War I, the University of Virginia. He came to Florida in 1924 and began practicing law in Milton. He represented Santa Rosa County in the 1929 and 1931 Florida House of Representatives and the Third District in the U.S. House of Representatives from 1933 to 1941. He retired from Congress to live on Harwood Plantation, near Tallahassee, and to practice law there. During his congressional service, he represented this country at interparliamentary conferences at The Hague, 1938, and Oslo, 1939. He was elected Governor in 1944. During his administration, the state enacted the Minimum Foundation Program for public schools, development of the Capitol Center and expansion of institutions. Governor Caldwell was Chairman of the National Governors' Conference, 1946–1947, and President of the Council of State Governments, 1947–1948. He was Chairman of the Board of Control for Southern Regional Education, 1948–1951, and Administrator, Federal Civil Defense, 1950–1952. He was appointed Justice, Supreme Court of Florida, February 14, 1962, and elected that year without opposition. He was elected Chief Justice in 1967 and retired in 1969. He died at his antebellum home in Tallahassee on October 23, 1984.

Fuller Warren

The thirtieth Governor (January 4, 1949 to January 6, 1953) was born in Blountstown on October 3, 1905, the son of Charles R. and Grace (Fuller) Warren. He attended the University of Florida and received his law degree from Cumberland University. While a student at the University of Florida, he was elected to the House of Representatives from Calhoun County serving in the 1927 session at age 21. He moved to Jacksonville in 1929 and practiced law. He served three terms in the City Council from 1931 to 1937, and was elected to the 1939 House of Representatives. He was a Navy gunnery officer in World War II, crossing the Atlantic 20 times. He wrote three books, *Eruptions of Eloquence*, 1932, *Speaking of Speaking*, 1944, and *How to Win in Politics*, 1949, with Allen Morris, and



also the weekly newspaper column, "Facts and Figures," 1940–1948. Governor Warren's active sponsorship resulted in cattle being outlawed from Florida's highways, the passing of the "taste-test" citrus code, a model reforestation program, and preliminary planning for the Florida Turnpike. He also got the Jacksonville Expressway system under way and arranged the financing and construction of the Sunshine Skyway in St. Petersburg. He made speaking tours of the United States and Latin American nations to recruit tourists for Florida and invite new industries to locate in Florida. After serving as Governor, he established residence in Miami and practiced law there. He was defeated in 1956 for the Democratic nomination for Governor. He died in Miami on September 23, 1973.



Daniel Thomas McCarty

The thirty-first Governor (January 6 to September 28, 1953) was born in Fort Pierce on January 18, 1912, the eldest son of Daniel Thomas and Frances (Moore) McCarty. He attended the public schools of his native St. Lucie County, and then the University of Florida, where he graduated in 1934 from the College of Agriculture. A citrus grower and beef cattleman at Fort Pierce, he served as St. Lucie's representative in the 1937, 1939, and 1941 sessions of the House of Representatives and as the Speaker of the 1941 House. He distinguished himself in World War II, being among those who landed in Normandy with the 7th Army in southern France and came home as a colonel with the Legion of Merit, Bronze Star, Purple Heart, and the French Croix de Guerre. He was runner-up for the Democratic nomination for Governor in 1948 and was elected in 1952. On February 25, 1953, seven weeks after his inauguration, he suffered a disabling heart attack and died September 28, 1953, in Tallahassee.

Charley Eugene Johns

The thirty-second (acting) Governor (September 28, 1953 to January 4, 1955) was born in Starke on February 27, 1905, the son of Everett E. and Annie (Markley) Johns. His father, once Sheriff of Bradford County, was killed in the line of duty as a Deputy Sheriff in Nassau County. Markley Johns, the Acting Governor's brother, died while President designate of the 1933 Senate and it had been Charley Johns' ambition to complete this service, an aspiration realized when he became President of the 1953 Senate. Upon the death of Governor Dan McCarty on September 28, 1953, he became chief executive and served until LeRoy Collins, elected for the balance of the unexpired term, took office on January 4, 1955. The Johns Administration spurred highway construction and freed the Overseas Highway from tolls. Johns, who had been an unsuccessful candidate for the unfinished McCarty term, resumed his place as Senator from the district of Bradford and Union counties serving through 1966. Governor Johns was a strong advocate of prison reform during his entire legislative career. He was a railroad conductor who retained his seniority, but was in the general insurance business for 40 years and served as President of the Community State Bank of Starke. He died in Starke on January 23, 1990.



[Thomas] LeRoy Collins

The thirty-third Governor (January 4, 1955 to January 3, 1961) was born in Tallahassee on March 10, 1909, one of four sons and two daughters of a grocer, Marvin Collins, and his wife, the former Mattie Brandon. LeRoy Collins graduated from Tallahassee's Leon High School, attended the Eastman School of Business in Poughkeepsie, New York, and received a law degree from Cumberland University. He married Mary



Call Darby in 1932, a great-granddaughter of Richard Keith Call, who was twice Territorial Governor of Florida. Governor and Mrs. Collins raised their four children in the Call family home, "The Grove," acquired by them in 1941, is located just north of the Governor's Mansion in Tallahassee.

At 25, he was elected as Leon County Representative in 1934, and subsequently reelected in 1936 and 1938. He was elected to the Senate in 1940 to complete an unexpired term, reelected in 1942, resigned to serve in the Navy during World War II, reelected in 1946 and again in 1950. He was the first Governor to be elected for consecutive terms. He was first elected in 1954 to complete the two remaining years of the term of the late Governor Dan McCarty and reelected in 1956 for a regular four-year term. He also made political history in 1956 by being the first Florida Governor to win a first primary victory, defeating five opponents. Governor Collins was the first American Governor to serve simultaneously as chairman of the Southern Governors' Conference and the National Governors' Conference.

As chairman of the latter, he led the first delegation of Governors on a foreign visit, to the Soviet Union in 1959 to compare its republic-level governments with the states. He was the first Governor since the Civil War to serve as permanent chairman of a Democratic National Convention in Los Angeles in 1960.

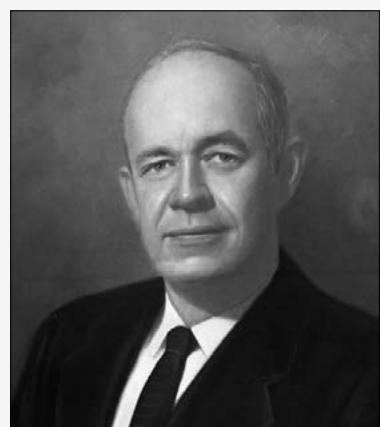
He led efforts to establish a strong, diversified state-based economy supported by industry, agriculture, and tourism through creation of the State Development Commission and assisted in its promotion program. His prime interest was education, and he worked to strengthen and modernize Florida's school system from the grade schools through the universities. He sponsored educational television, nuclear science, a broad community college program, and university expansion and improvement. In the racial unrest of his time he took a moderate course, counseling progress under law, and the state experienced only minimal disorder. He also served two terms as chairman of the Southern Regional Education Board.

Upon completion of six years as Governor, he became president of the National Association of Broadcasters. He resigned this at the request of President Lyndon B. Johnson to become the first Director of the Community Relations Service under the 1964 Civil Rights Act. Also by Presidential appointment, he became Undersecretary of Commerce on July 7, 1965. He resigned this position effective October 1, 1966, to return to Florida and become a partner in a Tampa law firm. He successfully obtained the Democratic nomination for U.S. Senate in the primary elections of 1968 but was defeated in the general election. In early 1969, he resigned from the Tampa firm and after business that required his residence in Miami, returned to Tallahassee where he practiced law as counsel to the firm of Ervin, Yarn, Jacobs, Odom and Ervin. He died March 12, 1991 at "The Grove."

Read: *Governor LeRoy Collins of Florida, Spokesman of the New South*, by Thomas R. Wagy; *Floridian of His Century, The Courage of Governor LeRoy Collins*, by Martin A. Dyckman

[Cecil] Farris Bryant

The thirty-fourth Governor (January 3, 1961 to January 5, 1965) was born on July 26, 1914, near the family's Marion County farm. He was one of the three children of Cecil and Lela (Farris) Bryant. While his father farmed, his profession was that of an accountant, and he was one of the early members of the State Board of Accountancy. An uncle of the Governor, Ion Farris, twice served as Speaker of the Florida House of Representatives and this perhaps influenced Farris Bryant to seek a public career through legislative service. After graduation from the University of Florida and Harvard Law School, he was elected in 1946 to the first of five legislative terms, the last



four without opposition, and served as Speaker of the 1953 House.

Governor Bryant recognized education as the critical factor of Florida's future. For the first 12 grades, the Bryant program was an implementing of past trends; in higher education, the Governor said, "We have pioneered: the fight to raise professors' salaries; FICUS (Florida Institute for Continuing University Studies), a degree program for off-campus students; GENESYS (Graduate Engineering Education System), a graduate study program conducted by television; the trimester, the bond issue—I would like for them to be remembered." By the "bond issue," the Governor meant the public's acceptance of a constitutional amendment authorizing the sale of bonds for construction at institutions of higher learning by which more than \$1 billion of construction has been provided. The Bryant administration also coordinated state-federal energies for expanded water control projects, including the start of construction of the Cross-Florida Barge Canal. He led in support of another constitutional amendment authorizing bonds to acquire land for conservation and recreation purposes. The Bryant years brought the Sunshine State Parkway from Fort Pierce to Wildwood, Alligator Alley from Fort Lauderdale to Naples, and a special program for constructing multi-lane highways without regard for road board districts or county boundaries.

After service as Governor, Bryant went to Jacksonville to resume the practice of law as a member of the firm of Bryant, Freeman, Richardson and Watson. He also became Chairman of the Boards of National Life of Florida Corporation and Voyager Life Insurance Company, Atlantic Warranty Company, television station WTLV, Worth Avenue National Bank, and other enterprises. On March 23, 1966, he became director of the Office of Emergency Planning and a member of the National Security Council by appointment of President Lyndon B. Johnson and terminated his service on October 10, 1967. He returned to the practice of law in Jacksonville as a member of the firm of Bryant, Dickens, Franson and Miller. On February 20, 1967, he was appointed by President Johnson as a member of the United States Advisory Commission on Intergovernmental Relations and was appointed Chairman on October 10, 1967, serving for two years. He was defeated in 1970 in the runoff for the Democratic nomination for U.S. Senate. He married Julia Burnett of Madison and their children are Julie Lovett Felter, Cecelia Ann Lipsey, and Allison Adair Simon. He died in Jacksonville on March 1, 2002.

[William] Haydon Burns

Thirty-fifth Governor (January 5, 1965 to January 3, 1967) was born in Chicago, Illinois, on March 17, 1912, the son of Harry Haydon and Ethel (Burnett) Burns. The family home was in Louisville, Kentucky, and Governor Burns regarded himself as a native of Louisville. The family moved to Jacksonville in 1922. Haydon Burns attended Jacksonville public schools and Babson College (Massachusetts). He was a Lieutenant (jg), USNR, during World War II, serving as an aeronautical salvage specialist assigned to the Office of the Secretary of the Navy. Prior to the war he held a pilot's license and operated a flying school. He also owned an appliance business, and after the war he was a business and public relations consultant.

He became a candidate for public office for the first time in 1949, winning election as Mayor-Commissioner of Jacksonville. He was elected again in 1951, 1955, 1959, and 1963. These elections gave him the longest tenure of any Jacksonville chief executive. He was a candidate for the Democratic nomination for Governor in 1960, finishing third. He tried again in 1964, and was the high man in both the first and second primaries. The cycle of gubernatorial elections having been changed from presidential election years, he was able constitutionally to run for a successive four-year term and was defeated in the runoff for the Democratic nomination.

The two-year Burns term saw progress on constitutional revision, outdoor recreation, industrial de-



velopment and tax reform. He appointed three members of the Cabinet, a Treasurer, a Comptroller, and a Superintendent of Public Instruction. After completing his term, Burns returned to Jacksonville and resumed his practice as a business consultant. In 1971 he was defeated for election as Mayor of Jacksonville. He died in Jacksonville on November 22, 1987.



Claude Roy Kirk, Jr.

Thirty-sixth Governor (January 3, 1967 to January 5, 1971) was born on January 7, 1926, in San Bernardino, California, the son of Claude Roy and Myrtle (McLure) Kirk. During his youth, the Kirk family lived also in Chicago and its suburbs of River Forest and Oak Park, Illinois, and Montgomery Alabama. He graduated from a Montgomery high school at 17 and enlisted in the Marine Corps. After officer training at Quantico, he was commissioned a second lieutenant at 19. He ended three years of service in 1946 then returned to duty in Korea, serving both in combat forces and as a fire control spotter. He received a law degree from the University of Alabama in 1949. He began selling insurance and eventually, with two other men, founded the American Heritage Life Insurance Company of Jacksonville.

He was president of American Heritage for five years. Later, he became Vice Chairman of the Board and a partner of the national investment house of Hayden, Stone & Company. He also established the Kirk Investments Company.

A former Democrat, he led the Floridians for Nixon campaign in 1960. As the Republican nominee in 1964, he unsuccessfully ran for the U.S. Senate. In 1966, he was the Republican nominee for Governor and was elected, being the first GOP chief executive elected since 1872. He was renominated by Republican voters in 1970, but was defeated in the general election. He was often at odds with the Cabinet and even with Republicans in the Legislature, whose membership was largely Democratic. During the Kirk tenure, there was a substantial revision of the 1885 Constitution and a Democratic-Republican coalition reorganized the Executive Department to lodge greater responsibility with the Governor.

As Governor, he and Miss Erika Mattfeld were wed. He had been married previously, as had she. With the end of his term, the Governor and Mrs. Kirk returned to their home in Palm Beach. He resumed the presidency of Kirk and Company, merchant bankers. He ran unsuccessfully as a Democrat in seeking the nomination for Governor in 1978 and again in 1988 as a Democratic candidate for United States Senate. In 1990 he was an unsuccessful Republican candidate for Commissioner of Education. He died in West Palm Beach on September 28, 2011.

Read: *Claude Kirk, the Man and the Myth*, by Ralph deToledano and Philip V. Brennan, Jr.; *Claude R. Kirk, Jr. a man and his words*, edited by Arthur H. Simons; *Claude Kirk and the Policies of Confrontation*, by Edmund F. Kallina, Jr.

Reubin O'Donovan Askew

The thirty-seventh Governor (January 5, 1971 to January 2, 1979) was born in Muskogee, Oklahoma, on September 11, 1928, one of six children of Leon G. and Alberta Askew. He moved to Pensacola with his mother in 1937. He married the former Donna Lou Harper of Sanford and have two children, Angela Askew Cook and Kevin. The Governor received a B.S. from Florida State University and an LL.B. from the University of Florida. At Florida State, he was student body president. There, he was also a distinguished military graduate and a member of



Omicron Delta Kappa, Gold Key, Delta Tau Delta, and Alpha Phi Omega. At the University of Florida, he was class president, chairman of the Board of Masters of the Honor Court, executive editor of the Law Review, and justice of the Phi Alpha Delta law fraternity. He enlisted in the United States Army paratroopers in 1946 as a private and was discharged as a sergeant in 1948. He served in the Air Force as a second lieutenant from 1951-1953. He began his public career as Assistant County Solicitor for Escambia County in 1956.

He was elected to the House of Representatives in 1958 and to the Senate in 1962. He served as President pro tempore in 1969-1970. He was elected Governor in 1970 and reelected in 1974, the first governor to be elected for a second, successive four-year term.

After Inauguration, he began to carry out an uphill fight for the tax reform he had promised the voters. He won legislative approval of a referendum on levying a corporate income tax and campaigned statewide for approval of this constitutional change. This victory was followed by repeal of consumer taxes on household utilities and apartment rentals. Additional State revenues were shared with schools and other units of local government to ease the burden of local property taxes on homeowners. Upon the Governor's urging, the Legislature increased the homestead exemption from \$5,000 to \$10,000 for persons of 65 years and older and for the disabled. He also supported the rolling back of local school taxes by two mills and the exemption of the first \$20,000 in intangibles from State taxes. If tax reform was the top priority of his first administration, Governor Askew saw his reelection as a mandate for full and public financial disclosure by candidates and public officials.

When the Legislature failed to act in what he regarded as a meaningful way, the Governor took the issue to the people, obtaining some 220,000 signatures to place the "Sunshine Amendment" on the ballot with ratification by 80 percent of the voters. He was a large part of the

successful opposition to the ratification of a constitutional amendment which would have legalized casino gambling in an oceanfront area of Dade and Broward counties.

He named the first black Justice of the Supreme Court, the first woman to the State Cabinet, and the first black in a hundred years as a member of the Cabinet. He delivered the keynote address at the 1972 Democratic National Convention and served as chairman of President Carter's Advisory Committee on Ambassadorial appointments.

Upon retiring as Governor, Askew joined the Miami law firm of Greenberg, Traurig, Askew, Hoffman, Lipoff, Rosen and Quentel. On October 1, 1979, Askew was sworn in as United States Trade Representative with the rank of Ambassador Extraordinary and Plenipotentiary, serving as a member of President Jimmy Carter's Cabinet. With the end of the Carter Administration, he returned to the Miami law firm until in March 1981, he commenced "testing the waters" as a prelude to seeking the Democratic nomination for President of the United States. That campaign ended as he finished last in the New Hampshire primary in February 1984. He announced his candidacy for the United States Senate on December 21, 1987, but withdrew on May 7, 1988, citing the rigors of fundraising.

Askew taught Florida Government and Florida Public Administration and Public Policy in Florida universities. He began teaching at Florida International University in 1989 and became a tenured professor at Florida Atlantic University in 1991. His tenure was moved to Florida State University in September 1995. He was a Senior Fellow of the Florida Institute of Government and Chair of the Board of Trustees of the LeRoy Collins Center for Public Policy. In 1994, the University of Florida created the Askew Institute of Politics and Society and Florida State University renamed its school of Public Administration and Policy in his honor. He was "Of Counsel" to Akerman, Senterfitt & Eidson, PA.

Governor Askew passed away March 13, 2014.



Florida State Archives

*Governor Reubin Askew and his family, 1974.
From left: Angela, Reubin, Kevin, Donna Lou.*



D. Robert (Bob) Graham

The thirty-eighth Governor (January 2, 1979 to January 3, 1987) was first elected to public office as a member of the Florida House of Representatives in 1966 and then as a state senator in 1970. Graham was born in Coral Gables on November 9, 1936. He grew up in a coral rock house that still stands in Pennsuco, Dade County. His father, Ernest Graham, first went to Dade County in 1919 as a mining engineer. There he founded a dairy and cattle business that is now one of Florida's largest. Later he became a major land developer and a state senator. The Governor's mother, Hilda Simmons Graham, grew up in Walton County as the daughter of a country doctor, and worked as a school teacher in DeFuniak Springs. The Governor served in executive positions with the family-owned Sengra Corporation (now The Graham Companies), developer of Miami Lakes and The Graham Company (now Graham Farms), which has extensive cattle holdings in Florida and Georgia. Graham was the youngest of three brothers. The eldest, Phillip, now deceased, was publisher of the Washington Post and Newsweek. William A. Graham was chairman of the board and chief executive of The Graham Companies.

In February 1959, Bob Graham married Adele Khoury of Miami Springs. Their four daughters are: Gwendolyn, Glynn, Arva Suzanne, and Kendall.

He received a bachelor's degree in 1959 from the University of Florida, where he was Phi Beta Kappa, a member of the Florida Blue Key, and president of the Honor Court. Graham received a doctor of law degree from Harvard Law School in 1962.

As Governor, Graham showed leadership in times of unprecedented crises such as the massive Cuban-Haitian influx of 1980 and the civil disturbances in Miami in that same year. In 1979, a strike by truckers threatened to paralyze the state. Graham averted the shutdown by ordering private trucks, under National Guard protection, to transport gasoline. In 1979, two hurricanes threatened Florida back-to-back within two weeks of each other. Graham oversaw the huge evacuation programs that saved lives and prevented injuries. He advocated a strong federal role in fighting crime in Florida because of the state's unique vulnerability to illegal drug smuggling and immigration. Believing that capital punishment is a deterrent, Graham signed more than 120 death warrants.

In 1982, the Florida Legislature approved one of the Governor's environmental priorities, the Save Our Rivers Act. This provided approximately \$300 million over a decade for the acquisition of river floodplains and water management land. Also in 1982, Graham pushed through authorization of the sale of \$200 million in bonds for the Save Our Coasts program. This provides the State with funds to acquire beaches and barrier islands threatened by development. Graham launched the Save Our Everglades program in 1983 to restore and protect Florida's water supply, vast wetlands, endangered species and their habitats and to re-establish the natural flow of the Kissimmee River. The Governor supported and approved the 1984 Wetlands Protection Act, which placed the responsibility for the regulation of Florida's wetlands with the Department of Environmental



Florida State Archives

Governor Bob Graham and his family, circa 1982. From left: Suzanne, Bob, Kendall, Adele Khoury, Cissy, and Gwendolyn.

Regulation and the state's five water management districts.

Governor Graham believed in a personal style of governing. He carried over into his term as Governor the campaign practice of doing "workdays" through the state. His more than 180 jobs included policeman, railroad engineer, construction worker, sponge fisherman, factory worker, social worker, busboy, teacher, and newsman.

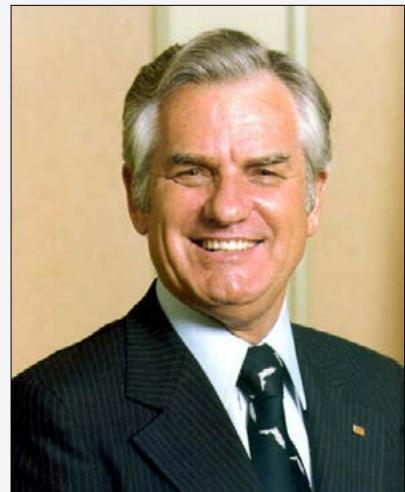
Graham was elected United States Senator in November, 1986. He sought the Democratic nomination for President for five months in 2003, ending his campaign before the New Hampshire primary because of fund raising problems. He did not run for reelection in 2004.

[John] Wayne Mixson

The thirty-ninth Governor (January 3, 1987 to January 6, 1987) served three days in succession to Bob Graham, who resigned as Governor to take the oath of United States Senator. Under the terms of Article IV, Section 3(a) of the Florida Constitution, the Lieutenant Governor becomes "Governor," not "acting Governor," upon a vacancy in the office of Governor.

Wayne Mixson was born June 16, 1922, at his family's farm near New Brockton, Alabama, the son of Cecil and Mineola Moseley Mixson.

The day after he graduated from high school in Alabama, Mixson moved to Panama City, Florida, and went to work at a paper mill. He enlisted in the Navy on October 2, 1942, serving in a lighter-than-air unit on anti-submarine duty. He attended Columbia University in New York under a Navy V-12 program, and later the Wharton School of Finance at the University of Pennsylvania. In 1947, he graduated with honors from the University of Florida, with a bachelor's degree in business administration. His college affiliations included the Phi Gamma Delta social fraternity and Phi Kappa Phi honorary fraternity.

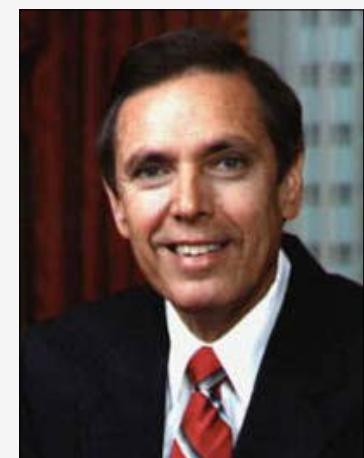


On December 27, 1947 he married Margie Grace, the grand-daughter of the founder of her hometown, Graceville, Florida. Mrs. Mixson, who earned a bachelor's degree from Florida State University and a master's degree from the University of Florida, taught English in high school and community college for 30 years.

Governor and Mrs. Mixson owned a 2,000-acre cattle and feed grain farm in Jackson County near Marianna, their former home.

Governor Mixson began his public service career in March of 1967 when he was elected to the Florida House of Representatives. He served six consecutive terms, representing districts including Jackson, Gadsden, Liberty, Washington, Holmes, and Walton counties.

Robert (Bob) Martinez



The fortieth Governor (January 6, 1987 to January 8, 1991) may be remembered by a string of initials: SWIM (Surface Water Management and Improvement Act), SWDA (Solid Waste Disposal Act), CARL (Conservation and Recreational Lands), and Preservation 2000 were among the landsaving undertakings best known by their code names. To the credit of Republican Martinez was his carrying forward environmental programs of his Democratic predecessor, Governor Bob Graham. Among those programs was the dechannelization of the Kissimmee River.

Florida's first American Governor of Hispanic descent, the second Republican elected chief executive since Reconstruction, and first Governor from

the Tampa Bay area in half a century, Bob Martinez brought to the leadership of government a perspective developed during seven eventful years as Tampa's Mayor.

Bob Martinez was born in Tampa on Christmas Day, 1934, the son of Serafin and Iva Martinez and the grandson of Spanish immigrants who moved to Tampa at the turn of the century. He grew up in Tampa's West Tampa section, an area that still retains the deep ethnic heritage of the Hispanics who operated the city's famed cigar factories through most of the century.

Bob Martinez earned a Bachelor of Science degree from his hometown University of Tampa. Later he attended the University of Illinois where he received a master's degree in labor and industrial relations.

The first significant public initiative to save an environmental asset was begun by Governor Graham with the "Save the Everglades" campaign. Again, Martinez carried forward a program of his predecessor.

Governor Martinez won bipartisan legislative support for SWIM, creating for the first time uniform policies for the management and protection of Florida's surface waters. Water bodies benefiting from SWIM included Lake Okeechobee, Tampa Bay, Lake Jackson, the Winter Haven Chain of Lakes, the St. Johns River, and the Kissimmee River.

A comprehensive program to cope with the disposal of solid waste was saluted by the Wall Street Journal as "the most comprehensive of its kind in the nation."

The Governor also gave attention to the interlocking of the state's water resources in newly developing growth management: for agriculture, recreation, and human use.

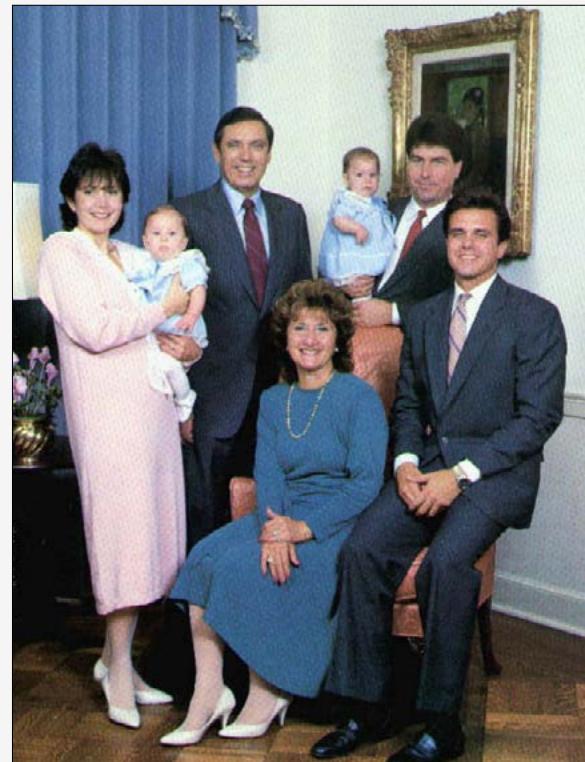
The Governor's dealings with the members of the Legislature brought aggravation to both sides as Martinez sought, on an individual basis, to weed out "turkeys," and on a general basis, to organize the budgetary process and spending program on a more rational approach. During his four years, Martinez vetoed items totaling \$420 million from the appropriations bills enacted by the Legislature. When he was unsuccessful in a cooperative, negotiated approach, he used his veto power. For example, the Governor vetoed 136 items in the 1988 General Appropriations Act. This approach resulted ultimately in budget-making reforms.

Governor Martinez was active in numerous other fields. These included offshore oil drilling, drug-free work place, and prison construction.

Outgoing national drug czar William Bennett issued a report card on all state drug-control programs which gave Florida "very strong grades." Florida, he said, had implemented 14 of 18 federally recommended anti-drug measures. Bennett said Florida had "pretty well covered the landscape."

A lasting political embarrassment for Martinez was the Legislature's enactment, at his urging, of a tax on services. Included were first-time levies such as television advertising and services of physicians and professionals. A fire-storm of protest, largely agitated by the media and most particularly the television industry, forced the Governor and Legislature to retreat from the tax, which was repealed.

As the first Republican Governor in this century had been elected through disruption in the Democratic Party, so was Bob Martinez elected as the second Republican Governor. He strove to build the Republican party through, among other means, insisting that his appointees to political office be Republicans. But the Republican Party still was numerically the minority party. On the other side, the Democrats went into the

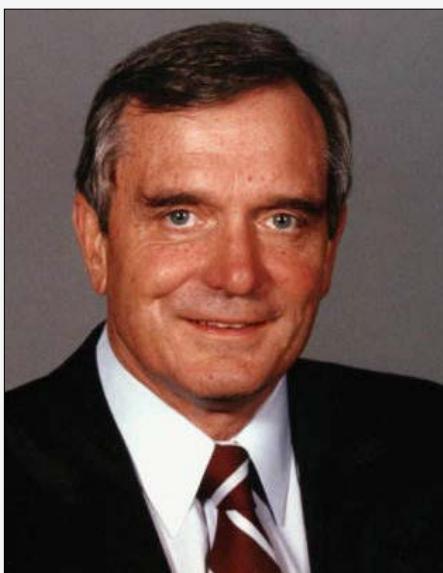


Florida State Archives

Governor Bob Martinez and his family on inauguration day, 1987. From left: Sharon Keen, Bob's daughter, holding her daughter Emily Ida, Governor-elect Bob Martinez, Mary Jane Marino Martinez, Neil Keen, holding his daughter Lydia Marie, and Alan Martinez.

1990 General Election politically unified. And so, like Republican Governor Claude R. Kirk in 1970, Bob Martinez was defeated. President Bush appointed Martinez Director of the National Campaign Against Use of Drugs in 1991.

Martinez is a senior policy advisor for Holland & Knight, and maintains offices in Tampa, Tallahassee, and Washington, D.C.



Lawton M. Chiles

Forty-first Governor (January 8, 1991 to December 12, 1998). Throughout his four decades of public service as a state legislator, United States Senator, and Governor, Chiles was a strong champion for the state's children and families.

From his legendary walk across the state during the 1970 U.S. Senate campaign, to placing a \$100 limit on individual campaign contributions during his two gubernatorial races, Chiles demonstrated a sense of political style and timing. By using a genuine down-home manner, a strong work ethic, listening to his constituents and addressing their concerns, "Walkin' Lawton" never lost an election. In 1994, after winning a second term as Governor, Chiles became the only "big-state" Democrat to remain sitting as Governor.

Throughout his political career, Chiles has promoted the health, safety, education, and families of the state's children. This dedication to children and families led to some of his greatest accomplishments as Governor. Under Chiles' leadership, the state scored a landmark victory against the tobacco industry.

One of the greatest achievements of the Chiles administration was the approval of the Florida Kid-care Act, passed by the 1998 Legislature. Chiles also bolstered prenatal and infant care services, enhanced child care services to help more families escape from dependence on government, and strengthened the state's efforts to preserve families and protect children from abuse and neglect.

Governor Chiles and Lt. Governor Buddy MacKay led the effort to privatize the Florida Department of Commerce and establish Enterprise Florida and the Florida Tourism Industry Marketing Corporation as public/private partnerships to boost economic development and tourism in the state. This strategy gives business people more of a say in the state's economic development efforts.

Prior to his service as governor, Chiles made his mark on the national scene in the United States Senate. He won his 1970 U. S. Senate race and the nickname "Walkin' Lawton" by hiking 1,033 miles in 91 days from the Panhandle to the Keys.

Chiles served 18 years (1971-1989) in Washington. In the 96th Congress (1979-1981), he served as chairman of the Special Committee on Aging and in the 100th Congress (1987-1989), Chiles became the first Floridian to serve as Chairman of the Senate Budget Committee—one of the Senate's most powerful positions. As Budget Chairman, Chiles used his influence to draw national attention to the threat of the growing federal budget deficit and became a strong voice on the national scene as a champion for children by helping to create the National Commission to Prevent Infant Mortality.

Lawton Mainor Chiles, Jr., was born in Lakeland on April 3, 1930. He attended Lakeland public schools then graduated from the University of Florida in 1952, and then from the University of Florida law school in 1955. He was chosen for Florida Blue Key, the Hall of Fame, and Alpha Tau Omega. Chiles served in the United States Army as an artillery officer during the Korean conflict, 1953 to 1954. He was admitted to The Florida Bar in 1955 and commenced practice in Lakeland. His affiliations included Kiwanis, the National Society of Sons of the American Revolution, and the Polk County Association for Retarded Children. He was a legislative counselor for Florida Boys' State and the first Boys' State participant to return to Boys' State as

a legislator. He served in the Florida House of Representatives from 1958 to 1966, and in the State Senate from 1966 to 1970. He was Chairman of the Florida Law Revision Commission from 1968 to 1970. He was elected as a Democrat to the U.S. Senate in 1970, reelected in 1976 and again in 1982. He retired from the Senate on January 3, 1989.

After leaving the Senate, Chiles returned to Florida. In 1990, with former U.S. Representative Buddy MacKay of Ocala as his running mate, Chiles won election to the state's highest office—defeating Governor Bob Martinez. In 1994, the team defeated Republican Jeb Bush.

Mrs. Chiles is the former Rhea Grafton of Coral Gables. The Chiles raised four children: Tandy Chiles Barrett, Lawton (Bud) Chiles III, Ed Chiles, and Rhea Gay Chiles-McKinnon.

The Governor and Mrs. Chiles were regarded as interlocking parts of a team. In his first inaugural address, the Governor said of Rhea Chiles: "On this platform today, I'm blessed to have my closest confidant—my best friend—my key political advisor—the love of my life—my wife and the mother of my children. Rhea fills all these roles and she now is also your First Lady of Florida."

On the afternoon of December 12th, 1998, 24 days before the end of his second term as Governor, Chiles was found dead of heart dysrhythmia—an abnormal heartbeat—in the Mansion gym.



Kenneth Hood (Buddy) MacKay, Jr.

Forty-second Governor of the State of Florida. MacKay served December 12, 1998, to January 5, 1999, after the death of Governor Lawton M. Chiles. He was elected 14th Lieutenant Governor of the state in tandem with Governor Chiles and served in that office from January 8, 1991 until becoming Governor.

Governor MacKay had served in the Florida House of Representatives 1968–1974 from Marion and Alachua counties. He then went to the State Senate and served 1974–1980 from the Sixth District, Marion and Alachua counties, plus 14 other counties in north central Florida.

He was an unsuccessful candidate for the United States Senate in 1980 but was elected as a Democrat to the United States House of Representatives, serving three terms commencing in 1983. He was elected the Democratic nominee for the United States Senate in 1988, but lost a tightly contested general election to the Republican nominee, Connie Mack. MacKay received 49.6 percent of the vote.

MacKay was born March 22, 1933, in Ocala. He received a B.S. and B.A. from the University of Florida in 1954, and an LL.B from the University's Law School in 1961. He was elected to Florida Blue Key and installed in the University's Hall of Fame. Mrs. MacKay is the former Anne Selph of Ocala. They have four sons, John, Ken, Ben and Andy. He is Presbyterian. He served in the United States Air Force 1955–1958 attaining the rank of captain. He was a lawyer in Ocala and Miami and a citrus grower.

John Ellis Bush

Forty-third Governor (January 5, 1999–January 2, 2007) Bush was born in Midland Texas on February 11, 1953. He earned his B.A. in Latin American studies at the University of Texas in Austin. From Austin Governor Bush pursued a banking career in Houston, Venezuela and back to Houston. While campaigning for his father in 1979 Bush met South Florida builder Armando Codina who convinced him to come to Florida and become his business partner. Bush moved to Miami in 1980 and in 1981 helped start the real estate development company called the Codina Group. He served as the president and chief operating officer of the business until he left to run for Governor.

He served as Florida's Secretary of Commerce under Governor Robert Martinez, promoting Florida's business climate worldwide, and was the Republican nominee for governor in 1994. He established the Foundation for Florida's Future, a not for profit organization that worked to impact public policy at the grass roots level beginning in 1995, and volunteered his time to assist the Miami Children's Hospital, the United Negro College Fund of South Florida, the United Way of Dade County and the Dade County Homeless Trust.

As the chairman of the Foundation for Florida's Future, with the Urban League of Greater Miami, he helped launch the state's first charter school in Liberty City.

In addition to his frontline activism in education, Jeb Bush successfully led an effort in 1997 to cut unemployment compensation taxes for Florida businesses by \$170 million, one of the largest tax cuts in Florida in the last 20 years, while also expanding benefits for Florida's unemployed. Through a series of statewide conferences, he helped train law enforcement officers to better respond to the growing number of elder abuse and neglect cases.

During his first term Governor Bush and his administration made commitments to the people of Florida to improve public schools, provide tax relief, fight illegal drugs, protect the environment, punish criminals who use guns and reform social services for children, elders and the disabled.

The Bush A+ Plan for Education provided a three-year increase in K-12 funding, while holding schools accountable for teaching students reading, writing and math skills and ensuring that no child is left behind.

Bush championed tax cuts and eliminated the Intangibles Tax.

Governor Bush's One Florida Initiative aimed to increase opportunity and diversity in the state's universities and in state contracting without policies that discriminate or pit one racial group against another.

Environmental issues promoted by Bush included legislation to restore the ecosystem of Florida's Everglades, restoring the courses of Florida rivers, acquiring land through the Florida Forever program and opposition to oil drilling in waters directly off Florida's coast.

Governor Bush instituted his Service First initiative, aimed at reforming and modernizing Florida's civil service system and employing technology to increase service while reducing cost. Through consolidation and outsourcing, the state bureaucracy was reduced.

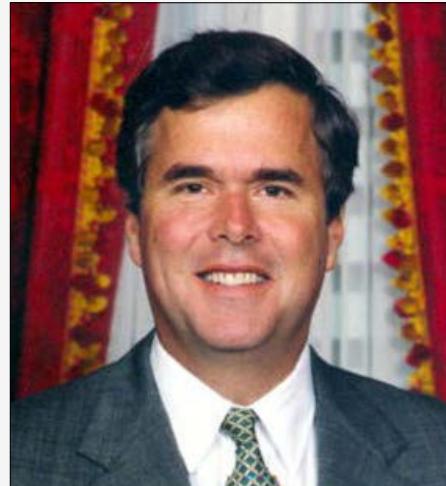
He met Columba Garnica Gallo, a native of Leon, Mexico, in Mexico City while he was an exchange student from Phillips Academy at Andover. They were married at the University of Texas, at Austin in 1977 and have three children, George, Noelle, and John Ellis, Jr.

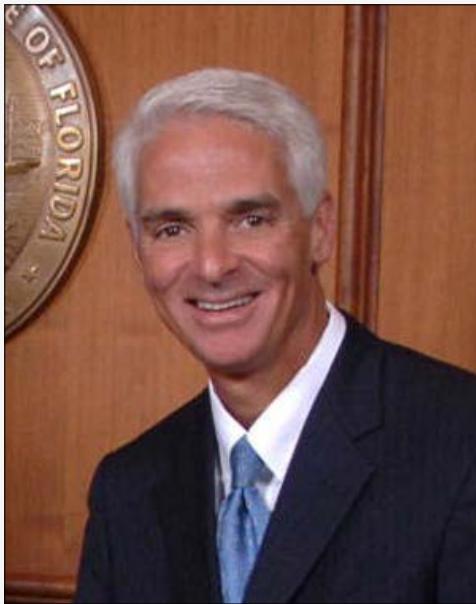
Upon leaving the Governor's office, in January 2007, Jeb Bush declined a state pension — the only living governor to do so.

He founded Jeb Bush & Associates, a consulting firm and has global speaking engagements.

Charles Joseph (Charlie) Crist, Jr.

Forty-fourth Governor (January 2, 2007-January 4, 2010) Crist was born on July 24, 1956 in Altoona, Pennsylvania, but his family soon settled in St. Petersburg. Crist served as class president at St. Petersburg High School, and later as student body vice president at Florida State University. In high school Crist was the starting quarterback for his football team. He played football at Wake Forest University before transferring and receiving his degree from Florida State in 1978. Crist earned his law degree from the Cumberland School of Law in Birmingham, Alabama.





Crist received invaluable experience in Florida's criminal justice system while interning in the State Attorney's Office before accepting a position as general counsel for the minor league division of the Baseball Commissioner's Office. Crist began his government service as state director for former U.S. Senator Connie Mack before later returning to the private practice of law with the Tampa firm of Wood and Crist.

In 1992, Crist won a seat in the Florida Senate. For six years in the Senate, Crist served as Chairman of the Senate Ethics and Elections Committee and as Chairman of the Appropriations Criminal Justice Subcommittee. A strong voice for public safety, he sponsored, among other legislation, the Stop Turning Out Prisoners (STOP) bill requiring prisoners to serve at least 85 percent of their sentences. This earned him numerous honors, including appointment as an Honorary Sheriff by the Florida Sheriffs Association.

After completing his Senate service, Governor Bush appointed him as Deputy Secretary of the Florida Department of Business and Professional Regulation. In 2000, he won a special election and became Commissioner of Education. Crist's path of public service next led him to seek election as Attorney General in 2002. He won by more than one-third of a million votes to become Florida's first elected Republican Attorney General. On November 7, 2006, Crist was elected to serve as Florida's Governor.

Crist worked to lower the cost of doing business and living in Florida, increase people's access to government, strengthen Florida's economy and ensure the safety and world-class education of Florida's children. Upon taking his oath as Governor, Crist immediately established the Office of Open Government by Executive Order, in order to make government more accessible to the people it serves. He addressed high property taxes and insurance costs and worked with both Democrats and Republicans in the Florida Legislature to work toward finding solutions to both issues.

Accomplishments of Crist's administration: the largest tax cut in Florida history, the unanimously passed Cover Florida Health Care plan that provides access to affordable health care for thousands of uninsured Floridians, the Anti-Murder Act that has placed probation violators behind bars, Operation Orange Tree to capture the monsters who prey on children, and a record 10,000 foster children adopted into permanent family homes.

Crist's Explore Adoption initiative increased awareness about adopting teens, sibling groups and children with special needs from state foster care, resulting in back-to-back years of record-setting numbers of adoptions. He established the Governor's Council on Physical Fitness to educate and encourage Florida students about leading healthy and active lifestyles. He also created the Children and Youth Cabinet and appointed a Chief Child Advocate to streamline Florida's adoption process. The Florida Small Business Summit, which Governor Crist convened in November 2009, sought ways to get government out of the way and allow Florida's small businesses to thrive.

Governor Crist is the first governor in Florida history who could have sought re-election, but did not, an option since 1968 when the constitution was amended to allow a second term. He ran for U.S. Senate but lost to Marco Rubio.

Governor Crist became the fourth Florida Governor to marry during his term. On December 12, 2008 he and Carole Rome were married in First United Methodist Church in St. Petersburg. Mrs. Crist has two daughters, Jessica and Skylar, from a former marriage.

Acting Governors

Florida has had a number of Acting Governors, although only three succeeded to the governorship by reason of the death of the chief executive.

Two Acting Governors took over when Andrew Jackson returned to Tennessee in October, 1821, after serving briefly as United States Commissioner and Governor of the Territories of East and West Florida. George Walton served as Acting Governor for West Florida, with headquarters at Pensacola, and William G. D. Worthington was Acting Governor for East Florida, with his base at St. Augustine. Walton had been Secretary of the Territory of West Florida, and Worthington had been Secretary of the Territory of East Florida.

In 1822 the government of the two old Spanish provinces was consolidated. Thereafter, the Secretary of the Territory was Acting Governor if the Governor was away from the capital. Among the Secretaries who functioned as Acting Governor were William M. McCarty, James D. Westcott Jr., and John P. DuVal.

From 1845 to 1865 and from 1885 to 1969 (see Lieutenant Governors), the gubernatorial succession was vested in the presiding officer of the Senate and, in case of his inability to serve, in the Speaker of the House. Only once, however, was a Speaker of the House called upon to act as Governor.

The state's first three constitutions provided that the succession should become operative in the event of the absence of the Governor from the state. With Governor Thomas Brown in Boston to attend what was described by the Boston Herald as a "convention of governors to promote American industry," and with Senate President R. J. Floyd also out of the state, House Speaker A. K. Allison proclaimed himself Acting Governor on September 16, 1853. He served until October 3 of the same year, when James E. Broome was regularly inaugurated as Governor.

By a quirk of fate, Allison was Senate President and again became Acting Governor when Governor John Milton died on April 1, 1865. Allison served until the later part of May, his last official act recorded in the letter book of the Governor's office being dated May 19. Arrested by U.S. military authorities, Allison was received at Fort Pulaski, Georgia, on June 19, 1865, for imprisonment with other Confederate officials.



Florida State Archives

Acting Governor Charley E. Johns signing bill at the Capitol office. From left: C.M. Gay (Comptroller), Governor Johns, and J. Edwin Larson (Treasurer).

Lieutenant Governor Marcellus L. Stearns succeeded to the governorship upon the death of Ossian B. Hart on March 18, 1874. Although Hart died before the midterm election of 1874, the Constitution then in force permitted Stearns to serve out the full unexpired term and he was Governor until January, 1877.

Prior to Hart's death, Stearns served as Acting Governor for three months while the Governor was out of the state. Philip Dell, President of the 1856 Senate, also functioned as Acting Governor for a brief period, presumably while Governor James E. Broome was away.

Charley E. Johns of Starke, President of the 1953 Senate, succeeded to the governorship with the death of Governor Dan T. McCarty on September 28, 1953. Johns served as Acting Governor until January 4, 1955. The Supreme Court declared Johns' title to be "Acting Governor." The court also ruled Johns eligible to become a candidate for the McCarty unexpired term. The Constitution then prohibited a four-year Governor from serving a successive term. Johns ran but was defeated.

In territorial days, absence of the Governor from the capital—just the city—sufficed for an Acting Governor to take over. By the time of statehood, in 1845, absence from the state was required. Now, absence of itself is no reason. Governors have traveled to Europe, South America, and Japan without any question to their legal ability to function.



Inaugurations

Day of Inauguration

Governors assuming office by virtue of election are inaugurated on the first Tuesday after the first Monday in January following the General Election in November.

Oath of Office

A new Governor is required by the Constitution to take the following oath of office:

I do solemnly swear (or affirm) that I will support, protect, and defend the Constitution and Government of the United States and of the State of Florida; that I am duly qualified to hold office under the Constitution of the State, and that I will well and faithfully perform the duties of Governor on which I am now about to enter. So help me God.

Except for substituting the name of the office, every officer of the State, including members of the Legislature, takes exactly the same oath before entering upon the performance of his official duties. The requirement plus the language of the oath is stated in Article II, Section 5(b) of the Constitution.

Hour of Inaugurations

Noon has been the traditional hour for administering the oath to an incoming Governor, but as a matter of law he could assume the duties by taking this oath after midnight on the Monday preceding the first Tuesday in January following election in November. The inaugural proceedings are ceremonial in nature rather than required by Constitution or law.



Florida State Archives

Campaign foes but now all smiles, as is the Florida political tradition, top-hatted Acting Governor Charley E. Johns, at left, and incoming Governor LeRoy Collins ride together from the Mansion to the Capitol for the Collins inauguration on January 4, 1955.

Because of ill-will between their supporters, Governor-elect LeRoy Collins agonized over whether he should take the oath in advance of the noon ceremony so Acting Governor Charley E. Johns would be prevented from exercising the powers of Governor after the inaugural day commenced at midnight.

Collins felt the midnight oath could make the later ceremony on the Capitol steps something of a sham. A Collins representative secured Johns' promise—which he kept—to refrain. Collins went to bed as did Justice Glenn Terrell, who had been prepared to administer the early oath.

Governor-elect Reubin O'D. Askew signed an oath and filed this with the Secretary of State on December 30, 1970, for the term beginning on January 5, 1971. Thus, Askew automatically became Governor at midnight although he was inaugurated ceremonially just before noon 12 hours later. By so doing, Governor Askew prevented the incumbent, Governor Claude R. Kirk, Jr., from performing any official actions between midnight and the formal in-



Florida State Archives

Crowd gathered for the inauguration of Governor Warren, Tallahassee, 1949.

augural ceremony.

There have been exceptions to the noon hour. Governor William D. Bloxham was, for example, inaugurated in 1881 at a 2 p. m. ceremony.

Governor Bob Graham set a record for advance taking of the oath. He signed on November 22, 1982 the oath which he ceremonially took on January 4, 1983. Since he was succeeding himself, there was no political reason for taking the first oath that far in advance.

When Cabinet Officers Are Installed

The regular terms of members of the Executive Department, the Cabinet officers, begin on the first Tuesday after the first Monday in January following the General Election in November.

For many years, the Cabinet officers were installed either by separately taking the oath of office or as a group in the Board room of the Capitol. In 1957, however, the swearing in of the Cabinet members was made a part of the ceremonies at the inauguration of Governor LeRoy Collins for his second term.

Inaugural Scenes and Sidelights

The scene of the inauguration of Florida's Governors has moved from place to place about the Capitol since 1845, when William D. Moseley became the first chief executive under statehood. Moseley took the oath of office on the East steps of the old Capitol, thereby setting a precedent for location of

the inaugural ceremonies that lasted until 1955.

In 1955, because of highway construction on the East side, the inaugural was shifted to the West side of the Capitol with a platform extending across Adams Street and onto the lip of Waller Park. This remained the scene until 1975 when construction of the new Capitol dictated the return to the East Front. (This gave Reubin O'D. Askew the distinction of being the only Governor to be inaugurated on both fronts, the West in 1971 and the East in 1975.)

In 1979, the site again was changed, this time to the West front of the new Capitol.

The oathtaking at the new scene by Governor Bob Graham was noteworthy for two reasons. Incoming Governor Graham and outgoing Governor Askew wore everyday suits instead of the frock coats and top hats of their predecessors. With a temperature of 42 degrees, and an estimated chill factor of 25 degrees, when former Governor LeRoy Collins, as master of ceremonies, convened the ceremony, the throng dwindled rapidly. The *Florida Times-Union* estimated "no more than 500" persons remained at the conclusion of Graham's address. The chill gave grim meaning to a long-standing Florida political witticism that "it'll be a cold day in Hell when a candidate from Dade County becomes Governor." Senator Graham repeated the quip when he spoke at the inauguration of the next Dade County governor. It was sunny, but estimated to be only 14 degrees with the wind chill factor, for the inauguration of Governor Jeb Bush on January 5, 1999.

The second inauguration for Graham was conducted in a new location, on a platform built out from the west steps of the old Capitol so that the ceremony faced the east front of the new Capitol.

Governor Bob Martinez was also inaugurated there, but both of Governor Lawton Chiles' and Governor Jeb Bush's ceremonies were held on platforms on the east side of the old Capitol.

Indoor Ceremonies

In 1881 William D. Bloxham took the oath as Governor in the presence of a joint session of the Legislature in the House chamber of the Capitol. The oath was administered by a Circuit Judge, David S. Walker, instead of the usual Justice of the Supreme Court.

Another exception to the portico ceremonies was that of Albert W. Gilchrist who received the oath in 1909 in the House chamber because heavy rain forced the ceremony indoors. In 1967, a contingency plan was prepared to move the inauguration of Governor Claude R. Kirk, Jr., into the House chamber because of threatening rain. However, although the throng was dampened, it was not necessary to move the ceremony indoors.

Becoming Acting Governor upon the death of Governor Dan McCarty in September, 1953, Senate President Charley E. Johns took the oath in the Senate chamber.

Lieutenant Governor Wayne Mixon, who became Governor when Bob Graham resigned to take his seat as a United States Senator, took his oath in the House chamber where he had served between 1967 and 1978.

Lieutenant Governor Buddy MacKay was in Massachusetts when Governor Lawton Chiles died, on the afternoon of December 12, 1998. MacKay immediately became Florida's 42nd Governor, but was not sworn in until he was able to return to Tallahassee. Delayed by fog, the ceremony took place in MacKay's Capitol office at 12:30 a.m. December 13, 1998. Supreme Court Justice Charles Wells delivered the oath witnessed by staff and family.

Shortest Notice

George F. Drew, the Democrat whose election in 1876 ended eight years of Republican administration during Reconstruction, had the shortest notice that he would, in fact, become Governor. The election having been contested, the Supreme Court's mandate declaring Drew the winner by 195 votes was filed at 10 o'clock on the morning of the inaugural.

Upon being officially notified that his election had been certified, the Governor-elect walked across the street from the City Hotel, which stood at the southwest corner of Adams and Pensacola Streets, and was administered the oath by Chief Justice E. M. Randall at Noon on the East portico.

The late Chief Justice James B. Whitfield related how Democrats feared the outgoing Acting Governor and Republican nominee, M. L. Stearns, might refuse to surrender the office. Judge Whitfield



Florida State Archives

Inauguration of Governor Farris Bryant, 1961

said groups of Democrats, armed with rifles, shot-guns and pistols, concealed themselves in buildings near the Capitol, ready to spring into action if followers of Stearns sought to block Drew's inauguration. Stearns, however, accepted the mandate of the Supreme Court and the inauguration occurred without incident.

Catts, a Different Governor

After a bitterly contested campaign, Sidney J. Catts, the Baptist minister elected Governor representing the Prohibition Party, had questions as to whether his inauguration would pass without incident. Catts was said to have armed himself with a revolver for the 1917 ceremony. Catts likely excelled every other Governor in quoting Scripture and drawing historical allusions. He likened his victory to the triumph of Cromwell over the English royalists, to the French Revolution over the nobility, and to the American colonies over Great Britain. He enumerated the forces he said had opposed him, concluding:

The common people of Florida, the everyday masses of the cracker people have triumphed and the day of your apotheosis has arrived, and you can say, as said the ancient Hebrew devotee, "Lift up your gates, and be ye lifted up, ye everlasting doors, and let the Lord of Glory in."

An Inaugural Sidelight

Even Florida's first inaugural in 1845 had its sidelight. *The Florida Sentinel*, a Whig Tallahassee newspaper and critic of Democrat Moseley, printed this aside, prefaced with a disclaimer as to vouching for the truth:

One of the dignitaries of the day, as the Governor was about to take the oath of office, handed him what was supposed to be a written copy of the oath to be taken; but a mistake had been made, and the paper proved to be a petition to His Excellency, by the dignitary aforesaid, to be made Adjutant General.

Moseley was inaugurated to the booming of 28 cannon and the lively jump of "Yankee Doodle Dandy."

Inaugural Parades

With some exceptions, having a parade has been a fixture of inaugural ceremonies since Governor William Dunn Moseley.

The Star of Florida, a Tallahassee newspaper, set the scene for the Moseley inauguration by reporting, in part:

The chief marshal of the day, will, upon the firing of a cannon at 12 o'clock, meridian, form the civic procession in front of the courthouse (now the site of the Park Avenue Federal building), when the military will form as an escort, and proceed down Monroe Street to the eastern front of the state house.

Conspicuous among the paraders were the Quincy Lancers, with a gay red pennon fluttering from each horseman's lance. Another smart military outfit, the Tallahassee Guards, made—in the words of *The Sentinel*—"a gallant appearance."

Ceremonies opened with "Hail Columbia" and a prayer. The Governor's address followed presentation of his credentials and, by a committee of its drafters, the Constitution put together at St. Joseph six years earlier, in anticipation of statehood.

"The seal of the Territory was then transferred



Florida State Archives

Inauguration parade of Governor Fuller Warren, 1949. This float from Pinellas County featured Janet Ruth Crockett on the right of the "liberty bell". She was later with the Jackie Gleason show.

to the Governor by the late Governor of Florida, John Branch, with a neat address," said *The Sentinel*, "and proclamation was made by the chief marshal of the establishment and organization of the government of the State of Florida, and that William D. Moseley, was duly qualified, as Governor and commander in chief of the Army and Navy of the State."

The fervor of Moseley's inauguration was dampened by news of the death of Andrew Jackson, the man most responsible for the acquisition of Florida by the United States from Spain. Many of the inaugural participants wore black arm bands in Jackson's memory.

Inaugural Firsts

Carriages first were used for the procession at the inauguration of Governor William S. Jennings in 1901; automobiles for Governor Sidney J. Catts in 1917. Catts was the first to use an automobile extensively to campaign in Florida, and his inaugural vehicle carried a sign, "This is the Ford that Got Me There." Catts' inaugural also was the first filmed in Florida with a motion picture camera.

Loudspeakers first were used at the inaugural of Governor Doyle E. Carlton in 1929, and the radio broadcast of Governor Dave Sholtz's inauguration in 1933 also was a first. Estimates of the crowd before the Capitol for the inauguration of Governor

Fuller Warren in 1949 varied from 10,000 (by the *Florida Times-Union*) to 40,000 (by Governor Warren) but 28,000 plates of barbecue were served on the Capitol grounds. Governor LeRoy Collins was the first at his inaugural in 1955 to use ministers of the three major religious faiths, Protestant, Roman Catholic, and Jewish. For many years, along with the traditional ball at the gymnasium of Florida State University, a separate ball was held on the campus of Florida A&M University but this was discontinued in 1971 with the inauguration of Governor Reubin O'D. Askew. Governor Haydon Burns sponsored five inaugural balls throughout the state, with a fee charged and the proceeds pledged to university scholarships.

A tradition was created in 1957 when, because Governor LeRoy Collins was succeeding himself and there was no outgoing chief executive with a farewell address, there was a gap in the customary timing of the program. This was filled by Governor Collins inviting members of the Cabinet to take their oath on his platform. This now has become routine.

In 1955, outgoing Acting Governor Charley E. Johns ignored the unwritten custom that the departing chief executive leaves the limelight to his successor, by staying through the evening to dance at Governor Collins' inaugural balls.

The second inauguration of Governor Collins in 1957 was the first to be televised. A mobile unit of WTVT-Ch. 13, Tampa, used the microwave facility of WCTV-Ch. 6, Tallahassee, to beam signals to the microwave receiver at the Thomasville, Georgia, station of the American Telephone & Telegraph Company, which relayed the sound and picture to Florida stations.

The first Republican inaugural of this century, in 1967, was memorable for two reasons not on the program.

The new GOP Governor, Claude R. Kirk, Jr., was accompanied by "Madame X," whom Kirk would not introduce to the press. Reporters later discovered "Madame X" was Erika Mattfeld, a native of Germany whom Kirk had met in Brazil. They were wed a month after the inauguration. Both had been married before and divorced.



Florida State Archives

Florida's 36th Governor Claude Kirk and his fiancee Erika Mattfeld talking at the inaugural ball, 1967.

The other surprise, particularly to legislators present, was Kirk's announcement in his inaugural address that he was calling a special session of the Legislature for the following Monday. "I cannot see the emergency," declared Senate President Verle A. Pope. A sentiment echoed by Allen Morris, Clerk of the House of Representatives who was then on his honeymoon in Washington D.C.

An Evening to be Remembered

Republicans celebrated their party's return to the Governor's office in 1987, after a 20-year absence, with a Tallahassee Civic Center gala for 6,000. The Governor and Mrs. Martinez started the ball by dancing to Bruce Springsteen's "My Hometown," a song somewhat appropriate.

Florida Jubilee 1991

The Florida Jubilee 1991 commemorated the inauguration of Governor Lawton Chiles and Lieu-

tenant Governor Buddy MacKay as well as Cabinet officers. The theme of the Inaugural was “A Celebration of Florida and Its People.” The Jubilee was structured to celebrate both the vitality of the people and richness of the history of the state. To capture the spirit of the Chiles/MacKay campaign, all inaugural activities were free and open to the public. A Florida Jubilee was again the theme for Chiles’ 1995 inaugural.

Bush Inaugurals

Governor Jeb Bush’s first inaugural celebration began in Miami on January 3, 1999, with a festival and concert. There was an event for children in Orlando and an inaugural ball in Tampa on January 4th. On inauguration day, January 5th, after the prayer breakfast at Florida A. & M. University and the noon swearing in ceremonies, which brought to town former President and Mrs. George H.W. Bush, brother and Governor of Texas, George W. Bush as well as the Reverend Billy Graham, there was a parade, a street festival, open house at the Governor’s Mansion, an evening laser show, and later a private ball at the Civic Center.

The second inauguration of Governor Jeb Bush was a three-day series of festivities beginning with a barbecue in Miami on the Sunday prior to his swearing-in.

On Monday night a “Black Tie and Blue Jeans Ball” was held in a pavilion set up on Florida State University’s intramural fields.

Inauguration day started with the traditional prayer breakfast at Florida A&M University, and then moved downtown for the swearing-in ceremonies on the east side of the Historic Capitol. With his parents, George and Barbara Bush, in attendance Governor Jeb Bush was sworn in as the first two-term Republican governor in Florida history.

Afterwards there was a party on North Adams Street close to the Governor’s Mansion, which was open to the public.

Crist Inaugural

Governor Charles J. Crist’s inauguration day (the first Republican to Republican transfer of the state’s top office since 1874) was January 2, 2007. It began with the traditional prayer breakfast at Florida A & M University. The swearing-in ceremony began with the Florida National Guard’s 13th Army Band, the state’s official military band, playing while dignitaries were seated on the dais facing Monroe Street and Apalachee Parkway. An audience, estimated at over 3000, watched as U.S. Senator Mel Martinez served as master of ceremonies. Chief Justice R. Fred Lewis swore in Lieutenant Governor Jeff Kottkamp and then Governor Crist who, after a 19-gun salute and jet fly-over, delivered his inaugural address.

The inaugural parade, led by Governor Crist in a vintage Mustang convertible, left the Donald L. Tucker Civic Center and proceeded north on Adams Street to the Governor’s Mansion. At the Mansion, the Governor spent hours mingling in the large crowd shaking hands and posing for photos with well-wishers. Several blocks around the Mansion were filled with food booths and performance areas.

Governor Crist had cancelled his inaugural ball when there was criticism of the price of tickets, so the rest of his evening was spent with family and guests at the Mansion and Tallahassee’s oldest family owned restaurant, The Silver Slipper.



Florida State Archives

Governor Jeb Bush, with his wife, Columba, at his side, takes the oath of office from Florida Supreme Court Chief Justice Major B. Harding, 1999. From left to right in background: Former President George H. W. Bush, George P. Bush, George W. Bush, Jeb Bush, Jr., and Noelle Bush.

Scott Inaugural

Governor Rick Scott's inauguration day began with a two hour celebration of faith at Florida A & M University's Prayer Breakfast.

The swearing in of the Cabinet, Lieutenant Governor, and Governor on the east front of the Historic Capitol was officiated by Chief Justice Charles T. Canaday.

In his inaugural address Governor Scott called "taxation, regulation and litigation" an "axis of unemployment" and vowed to reduce all three.

Immediately after the conclusion of the inaugu-

ral ceremonies Governor Scott signed four executive orders, including one that created an Office of Fiscal Accountability and Regulatory Reform.

A "Let's Get to Work" Leadership Luncheon was held on the Capitol's 22nd floor before the start of the Inaugural parade which ran between the Capitol and the Mansion.

In late afternoon the first family opened the doors of the Mansion for tours by Floridians from across the state.

Inauguration day concluded with a ball held at the Donald L. Tucker Civic Center.

Governor Rick Scott delivering his inaugural address, 2011. Standing at the left in purple is Florida's First Lady Annette "Ann" Scott.



Photo by Roy Lett



The Governor's Mansion



Florida provides its first family with a residence known generally as "The Mansion" but also designated during one gubernatorial administration as "The Executive Residence." Officially, its name remains "Florida Governor's Mansion."

With the address of 700 North Adams Street, the Mansion is situated at the center of a city block. It is bordered on the east and south sides, Adams and Brevard Streets, by landscaped buffer areas. (For security reasons, the block of Adams Street in front of the Mansion was blocked in 2004.) On the north are the spacious grounds of "The Grove." On the west is a vacant city block bounded by Duval Street, First Avenue, Bronough and Brevard Streets. The 2.69-acre parcel was acquired by land swap in August 2006, to ensure the security of the Mansion.

"The Grove" is the imposing territorial home of Governor Richard K. Call and in more recent years the residence of Governor and Mrs. LeRoy Collins.

From the portico of "The Grove," the viewer may look south along Adams Street. It was from this portico that Call, a slaveholder but a Unionist, warned Secessionists celebrating Florida's leaving the Union: "Well, gentlemen, all I wish to say to you is that you have just opened the gates of hell."

Thus, the Governor's residence occupies a place of historic significance apart from its own meaning.

The present gubernatorial home resembles the

mansion of Florida's first American chief executive: Andrew Jackson's "Hermitage," near Nashville, Tennessee. Like the Hermitage, it has a two-story central portion faced with tall columns. Unlike the Hermitage, whose brick has been painted white to give a monolithic appearance, the Florida Mansion has red brick in a range of shades.

Designed by noted Palm Beach architect Marion Sims Wyeth, the executive residence was completed in 1957 at a cost to build and initially furnish of approximately \$350,000. It was erected on the site of a predecessor Mansion. On July 20, 2006 it was added to the National Register of Historic Places to celebrate the Mansion's 50th anniversary.

Florida's first gubernatorial mansion was occupied in September or October, 1907 after Governor Napoleon B. Broward persuaded the Legis-

lature of the need for furnishing the chief executive with a state-owned residence. The architect for the Georgian-Colonial style structure was H. J. Klutho of Jacksonville and the builder was O. C. Parker of Tallahassee. The original contract was \$23,462 but the actual cost was \$21,242 for the building and \$4,444.75 for furnishings, selected by Mrs. Broward, not including kitchen equipment. The Mansion and grounds occupied eight city lots, four of which were donated by George W. Saxon, a Tallahassee banker and developer. This mansion was occupied by first families from that of Governor Broward to Governor



Florida State Archives
Governor and Mrs. LeRoy Collins consult with the foreman during construction of the Mansion, 1956.



Florida State Archives

This was Florida's first State-owned Mansion. Built in 1906, it was demolished in 1955 and replaced by the present Mansion.

Charley E. Johns in 1955. It was demolished after an engineering study disclosed structural faults beyond reasonable repair.

Dual Purposes of Mansion

The present Mansion was constructed to serve two purposes. It is first the home for the First Family, with rooms on the center section's second floor tailored for their personal use. But it is also the official residence, with rooms intended for the entertainment and accommodation of guests.

The Mansion's main floor contains the official state rooms used for formal occasions—the large Entrance Hall, Reception Room, Dining Room, Guest Bedroom, Florida Room, and Library, plus the main kitchen and butler's pantry.

The south wing contains some private living quarters—the family's kitchen, dining room, and sitting room—as well a powder room and hat and coat room for use by the public.

The basement has offices for the Governor's Mansion staff and headquarters for the agents of the Florida Department of Law Enforcement who are stationed at the Mansion around the clock, laundry rooms and a fallout shelter.

Many authentic antiques, including Sheraton and Chippendale pieces, circa 1775–1830, have been used to furnish the formal rooms. The dining room chandelier, which has been converted from candles

to electricity, is of ornate cut glass. Notes about the Mansion's history and furnishings say it dates from a French castle of 1760.

James L. Cogar, a decorator who was previously curator at the colonial restoration project in Williamsburg, Va., was commissioned to furnish the Mansion in its elegant style. And at the suggestion of LeRoy Collins, first Governor to live in the new Mansion, an eight-member Governor's Mansion Commission was established by the 1957 Legislature. Specifically, the commission is "charged with preserving the style and character of the original plan of construction and furnishing."

As in any home, the warmth and flavor of the private quarters come mainly from the wife's personality. The Governor's family usually brings along a few favorite furnishings, lounge chairs or a bedroom suite. The family rooms are painted to the family's tastes.

Each wife has added something to the Mansion. Mrs. Collins worked closely with decorator Cogar. She also had photographs taken of the Mansion's contents including the famed Mansion silver.

The service was designed by the Gorham Company and presented to the battleship USS *Florida* in 1911. Donations from Florida adults along with the pennies, nickels and dimes given by Florida children paid the \$10,000 cost. When the *Florida* was decommissioned and scrapped in 1931, the ornate service was placed in the old Mansion.

During the Bryant term, the heated swimming pool and cabana were added, along with a four-car garage and an apartment for full-time Mansion guests.

Mrs. Haydon Burns selected a scenic print wallpaper to decorate the large entrance hall.

The security fence was placed around the Mansion in 1975 during the occupancy of Governor Askew. A metal fence, picket on the north, south, and east property lines with gates electrically operated by security officers within the Mansion, and chain link on the west side, cost \$100,806. The Legislature appropriated the money after secret service agents vetoed an overnight stay at the Mansion by Vice President Spiro T. Agnew when he visited Tallahassee in 1971. The fencing was accompanied by the installation of high intensity lights and the closing of a block of city street between Adams and Duval streets sepa-

rating the Mansion property from that of The Grove.

Also, a tennis court was built across Brevard street south of the Mansion during the Askew Administration.

Under the auspices of Mrs. Bob Graham, the Florida Governor's Mansion Foundation, Inc., was established in 1980 for the purpose of refurbishing the public rooms of the Mansion. The first fundraiser, a dinner dance at the Mansion on October 10, 1980, grossed \$100,000 from members paying \$500 each. The Foundation's first addition to the Mansion was a portrait of Andrew Jackson in formal attire. Jackson was painted from life by Asher Durand. The original hangs in the New York Historical Society Museum. The Mansion's copy was painted by Gregory Stakpo of McLean, Virginia.

The Foundation also was responsible for providing the foyer with a Martha Washington chair and a 1910 Persian rug in the Heriz pattern which is now in State Dining Room. The Heriz is an exceptionally large example (14½ feet x 23½ feet) of hand-tied, not woven, rug made up of hundreds of thousands of knots. Heriz carpets are extremely durable since they were made to withstand the rigors of nomadic life.

First Lady Mary Jane Martinez was responsible for the addition of "Manatee Dance" to the courtyard. This bronze sculpture, celebrating the state marine mammal, was created by Hugh Bradford Nicholson.

Governor Lawton Chiles concern for Florida's youngest citizens is reflected by Rhea Chiles choice of Sandy Proctor's "Florida's Finest." The bronze sculpture of children running on a log was placed in the park east of the Mansion. Mrs. Chiles also oversaw a renovation of the kitchen and pantry.

Reception Room

This, the largest room in the Mansion, is where guests gather during parties or receptions.

The paintings in the reception room are on loan from the John & Mable Ringling Museum of Art in Sarasota, the state museum and change frequently.

All the lamps here and in the other rooms are antiques, and all are electrified. The candlesticks date from the mid-18th to the mid-19th century.

A Persian Heriz rug, 15 feet x 25 feet, adds warmth and elegance to this room. This hand-knotted rug, made around 1900, has an intricate diamond



Florida State Archives

Visitors line up at a mansion reception for the inauguration of Governor Bob Martinez, 1987.

medallion in the center with palmettos on each end.

The upholstered sofas and wing chairs are reproductions in the style of the late 18th century.

A handcrafted crystal bowl made in Norway and presented to the Grahams by King Olav V of Norway during his visit to Florida in 1982 is sometimes displayed. The bowl is decorated with a Viking ship, King Olav's royal crest, and the state seal of Florida.

Guest Bedroom

VIP visitors have spent the night here. President Jimmy Carter slept here in October 1980. The next morning he made up his own bed. Mrs. George H. W. Bush spent the night here during the Martinez administration and President Bill Clinton slept here March 29, 1995.

Florida Room

This light informal room was added in the first term of the Graham administration when the brick patio was enclosed. It has two largely glass paned walls. The north wall overlooks the northwest corner garden.

There is an Empire display cabinet which houses a collection of miniature portraits, by Florida artists, of the First Ladies who have lived in the present Governor's Mansion. Other art in the room includes an Edward Marshall Boehm porcelain of the State Bird. It depicts a male mockingbird bringing a berry to his offspring.

Library-Portico

A 550 square ft. library was added to the Mansion, west of the State Reception Room, in 2006, the last year of the Bush administration. Besides providing a home for the Mansion's collection of Floridiana, there is a large flat-screen television (hidden behind wood panels when not in use).

A covered brick portico with skylights was added to the area north of the Library and west of the Florida room. There is access to the portico from both rooms.

Mansion Energy Efficiency Program

In July 2007 Governor Charlie Crist announced that a hydrogen fuel cell which removes hydrogen from natural gas to generate electricity, and a solar pool heating system had been installed at "The People's House."

The fuel cell will supply five kilowatts of electric power to the mansion, reducing the power the mansion draws from the city, the energy lost through transmission, and the need for additional power lines.

The solar heating system replaced a natural gas system. It produces 20 percent less emissions and will save an estimated \$45,000 over ten years.

Marriages by Governors

Four Governors have married during their terms.

Governor Harrison Reed was wed to Miss Chloe Merrick of Syracuse, N.Y. at Wilmington, N.C., on August 10, 1869.

Governor Fuller Warren was married to Miss Barbara Manning in Los Angeles, Calif., on June 27, 1949.

Governor Claude R. Kirk, Jr., was wed to Erika Mattfeld at West Palm Beach on February 18, 1967.

Governor Charlie Crist proposed to Carole Rome on July 3, 2008.

On December 12, 2008 they were married in a traditional ceremony, performed by the Reverend David R. Miller, in First United Methodist Church, St. Petersburg. The church was decorated with white hydrangeas and roses. The bride wore a classic white



Florida State Archives

Governor Fuller Warren and his bride Barbara cutting their wedding cake, Los Angeles, 1949.

silk floor-length, Spanish designed, gown with a train-length veil. The Governor, in formal wear, had a white rose boutonniere to match the bride's bouquet. The bride's daughters, Jessica and Skylar, served as junior bridesmaids and gave her away. Her sister, Michele Powell, was her Matron of Honor and the Governor's three sisters, Margaret Wood, Elizabeth Hyden and Catherine Kennedy were bridesmaids. Dr. Charles Crist served as his son's Best Man and brothers-in-law of the bride and bridegroom (Emory Wood, Cary Hyden, Byron Kennedy and Dean Powell) were groomsmen. At the conclusion of the ceremony, as the governor, his bride, and their guests left the church, well-wishers and protestors for various causes hailed them from across the street in Williams Park. A reception for the wedding party and 200 guests followed the ceremony, at the Renaissance Vinoy, the restored 1920s Mediterranean Revival hotel a short distance away.

Mansion Marriages

Daughters of three Governors have been married during their occupancy of the present Mansion. In no case was the ceremony performed at the Mansion.



Florida State Archives

Mrs. John Karl Aurell, the former Jane Brevard Collins, daughter of Florida Governor LeRoy Collins, throws her bouquet from the balcony of the mansion, 1960.

Miss Jane Brevard Collins, daughter of Governor and Mrs. LeRoy Collins, was wed on October 1, 1960, in St. John's Episcopal Church in Tallahassee to John Karl Aurell, son of Mr. and Mrs. George E. Aurell of Washington, D.C. Following the church ceremony, a reception was given by the bride's parents at the Mansion.

Miss Katherine Gilmer Kirk, daughter of Governor Claude R. Kirk, Jr., and of Mrs. Edmund Richardson McDavid of New York City, was married on June 13, 1970, in St. John's (Episcopal) Cathedral of Jacksonville to Alexander Mann (Ander) Crenshaw, son of Mr. and Mrs. McCarthy Crenshaw of Jacksonville.

Gwendolyn Patricia, a daughter of Governor and Mrs. Bob Graham, was wed to Mark Logan of Belleair, on June 1, 1985, at St. John's Episcopal Church of Tallahassee. Mark was the son of Mr. and

Mrs. Frank Logan of Clearwater.

Cutler's history of Florida reports Miss Elizabeth Moseley, daughter of William D. Moseley, Florida's first Governor under statehood, was married during his term. Miss Moseley was wed to Judge T. S. Haughton on December 21, 1848, at Moseley Hall, the family's plantation home in Jefferson County.

Children in the Mansion

Children often have been among the families in the old and new Mansions but so far only three have been born to an incumbent Governor.

The first was Elizabeth Hutchinson Broward, daughter of Napoleon Bonaparte Broward, Governor from 1905 to 1909. She was born August 31, 1906, eighth of the nine children of the Governor and his wife, Annie Rice. (The ninth was born after Broward completed his term.)

Elizabeth Broward was born in the family's residence on North Monroe Street in Tallahassee, for the first State-owned gubernatorial mansion was not occupied until September or October 1907. A section of the attic was arranged as a playroom for the Broward children.

The three children of Governor Doyle E. Carlton (1929–33), Martha, Mary and Doyle Jr., were among the youngsters to occupy the Mansion in the years after the Browards. The Carlton family kept a horse and pony stabled at the Mansion, and the Governor occasionally rode with his children.

There were four young people in the Mansion during the administration (1941–45) of Governor and Mrs. Spessard L. Holland: Spessard Lindsey Jr., Mary Groover, William Benjamin and Ivanhoe.

First to occupy the present Mansion was the family of Governor and Mrs. LeRoy Collins (1955–61). They had four children, and the neighborhood was not new to them for they had been raised across the street in "The Grove," ancestral home of Mrs. Collins.

Recollection of Mansion life remains quite vivid in the mind of Mary Call Proctor. For example, the fun the Collins children had riding the dumbwaiter between floors - until they were caught by their parents.

Beside the Collins tenure, there were children living in the present Mansion during the terms of

Governors Farris Bryant, Claude R. Kirk, Jr., Reubin O'D. Askew, D. Robert Graham and John E. Bush.

Governor and Mrs. Bryant's (1961-65) girls were Julia, who attended Florida State University, Cecilia, and Adair.

Governor and Mrs. Haydon Burns (1965-67) welcomed the visits of their children Bill and Eleanor and especially grandson Clay Burns Watkins.

Claudia Kirk was born on August 14, 1968, to Governor Claude Kirk (1967-71) and his wife, Erika. Claudia was delivered at Good Samaritan Hospital in West Palm Beach. She was Erika's second, and the Governor's fifth child. A second child, Erik Henry, was born to Governor and Mrs. Kirk in Tallahassee on April 9, 1970.

Because the revision of the constitution in 1968 allowed a governor to succeed himself for one four-year term, Governor and Mrs. Askew (1971-79) and their children Angela and Kevin spent eight years in the Mansion.

Three of Governor and Mrs. Graham's (1979-87) four daughters (Cissy, Suzanne and Kendall) spent eight years in the Mansion. Their oldest daughter, Gwen, married during their sixth year of residence.

First Lady and Governor Martinez (1987-91) welcomed their son Alan and daughter Sharon Keen with their granddaughters Emily Ida and Lydia Marie.

Governor and Mrs. Chiles (1991-98) probably set the record for extended family. They came to the Mansion with four adult children (Tandy Chiles Barrett, Lawton (Bud) III, Edward and Rhea Chiles-MacKinnon) and ten grandchildren (Geoffrey, Ashley, Katie, Christin and Lawton IV Chiles; Brynne, Mack and Annesley MacKinnon; Tandy and Joe Lawton Barrett).

Governor and Mrs. Bush (1999-2007) brought daughter Noelle to the Mansion. Their older son, George was a public school teacher in Dade County and John Ellis, Jr. attended boarding school.

With Governor Crist's (2007-2011) marriage there were children in the Mansion again: Mrs. Crist's daughters, Jessica and Skylar, from a former marriage.



Florida State Archives

Governor Napoleon B. Broward with his family on the steps of the mansion, circa 1907.

Current Governor Rick Scott (2011-) and First lady Ann Scott welcome their two daughters, Allison and Jourdan.

Mansion Draws a Candidate

Governor Warren was responsible for making a written record of an anecdote involving the original Mansion. In a tribute to R. A. (Cap'n Bob) Gray, Florida's Secretary of State for 30 years, Governor Warren said Cap'n Bob Gray witnessed what was believed to be the birth of the candidacy of the man who succeeded Governor Park Trammell as chief executive. Mr. Gray was Executive Secretary to Governor Trammell, and he and Mrs. Gray had been invited by Governor Trammell to reside at the Mansion.

In the fall of 1915, related Governor Warren, West Florida Baptists held their annual convention in Tallahassee. Local Baptists agreed to have as guests in their homes the delegates, or 'messengers' as they were called, to the convention.

A messenger named Sidney J. Catts, from DeFuniak Springs, was assigned by the convention committee to be the guest of Governor and Mrs. Trammell. Mr. Gray recalled that the Reverend Catts, during dinner the first night there, asked many questions about the Mansion and inspected the entire premises, including the attic and stables. At the last

meal before leaving, the Reverend Catts asked Governor Trammell, "Governor, how much rent does this place cost you?" Governor Trammell replied, "Reverend, it is provided rent-free by the taxpayers of Florida."

A few weeks after, the Reverend Catts announced his candidacy for Governor and was elected. Governor Warren said Mr. Gray was inclined to believe the fact that the Mansion was rent-free might

have had something to do with the Reverend Catts' decision to run.

Public tours of the Governor's Mansion are available during the holiday season, legislative session, and by special appointment: Telephone (850) 717-9345 or email mansion curator: carol.beck@myflorida.com. A virtual tour is available at: www.floridagovernorsmansion.com



Florida State Archives

Governor Millard F. Caldwell and family on the steps of the mansion just before Fuller Warren's inauguration, 1949. Shown are the Governor and Mrs. Caldwell, Sally and Susan.



Subsequent Political Careers of Governors

1822 **Andrew Jackson** (1821), Governor of the territories of East and West Florida, elected to the U.S. Senate from Tennessee, was an unsuccessful Democratic candidate for President in 1824 but was elected President of the United States in 1828 and reelected in 1832.

1840 **John Henry Eaton** (1834-1835), second territorial Governor, served as American Minister to Spain.

1841 **Richard Keith Call** (1835-1840), third territorial Governor, appointed to a second term and served as fifth territorial Governor. When Florida became a state in 1845, he was a candidate for Governor but was defeated by William D. Moseley 3,292 to 2,679.

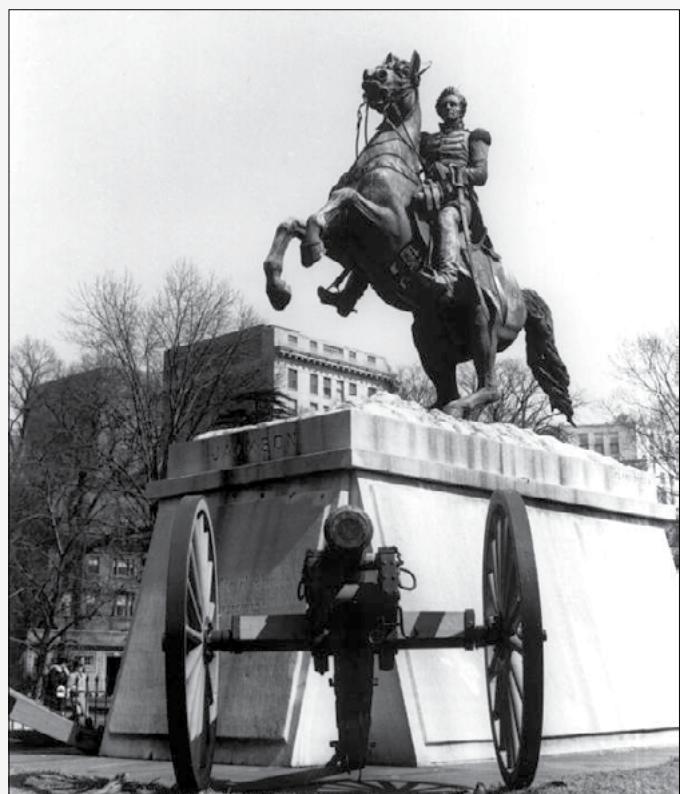
1855 **William D. Moseley** (1845-1849), first Governor under statehood, served in the House from Putnam County in an extraordinary session.

1861 **James E. Broome** (1853-1857) served in the 1861 Senate from Nassau County.

1866 **William Marvin** (1865) elected to the U.S. Senate, which refused to seat him.

1871 **William H. Gleason** (1868) represented Dade County in the House.

1877 **Marcellus L. Stearns** (1874-1877) was defeated for a regular term after having completed O.B. Hart's term. Appointed U.S. Commissioner at Hot Springs, Arkansas.



Florida State Archives

Andrew Jackson served as the governor of the territories until December 31, 1821, and as United States President from 1829-1837.

1885 **William D. Bloxham** (1881-1885) was appointed U.S. Surveyor-General for Florida, (1890) appointed Comptroller, elected and reelected, re-elected as seventeenth Governor (1897-1901).

1897 **Henry L. Mitchell** (1893-1897) was elected Clerk of the Circuit Court then County Treasurer of Hillsborough County.

1899 **Harrison Reed** (1868-1873) served from Duval County in the House.

1904 **William S. Jennings** (1901-1905) ran third in a field of four for U.S. Senator. Incumbent Senator James P. Taliaferro received 22,222 votes to Jennings' 9,245.

1908 **Napoleon Broward** (1905-1909) was defeated for U.S. Senate by Duncan U. Fletcher, former Mayor of Jacksonville and State Representative. Broward received 25,563 votes to Fletcher's 29,151. Broward won nomination to the U.S. Senate two years later, defeating Senator James P. Taliaferro, 25,780 to 23,193, but died before taking office.

1916 **Albert W. Gilchrist** (1909-1913) ran fourth in a field of four for U.S. Senate. Governor Park Trammell (1913-1917) was winner, with 37,575 first choice votes to Gilchrist's 9,863. Trammell served until his death on May 8, 1936.

1920 **Sidney J. Catts** (1917-1921) was defeated by incumbent Senator Duncan U. Fletcher, 62,304 to 25,007.

1922 **Albert W. Gilchrist** (1909-1913) was again defeated by incumbent Senator Park Trammell, 43,589 to 22,183.

1924 **Sidney J. Catts** (1917-1921) was defeated for Governor by John W. Martin, Mayor of Jacksonville (1917-1924). Martin received 55,715 first choice votes to Catts' 43,230.

1928 **Sidney J. Catts** (1917-1921) was defeated for Governor by Doyle E. Carlton, 77,569 first choice votes to 68, 984.

1928 **John W. Martin** (1925-1929) was defeated for the Democratic nomination for U.S. Senate.

1932 **John W. Martin** (1925-1929) and Cary A. Hardee (1921-1925) were defeated for Governor by David Sholtz. In runoff, Sholtz received 173,540 votes to Martin's 102,805.

1936 **Doyle E. Carlton** (1929-1933) defeated for U.S. Senate by Charles O. Andrews, 67,387 to 62,530.



Sketch by Jerry W. Carter

Despite this 1920 political sketch drawn by Hotel Commissioner Jerry W. Carter, Sidney J. Catts lost his Senate race against incumbent Duncan U. Fletcher.

1938 **David Sholtz** (1933-1937) finished third to Claude Pepper in field of five for U.S. Senate. Pepper received 242,350 to Sholtz's 52,785 with runner-up J. Mark Wilcox with 110,675. Pepper had majority, no second primary.

1940 **Fred P. Cone** (1937-1941) finished fifth in field of six for U.S. Senate, with incumbent Senator Charles O. Andrews the leader in the first primary. Andrews defeated Jerry W. Carter in second primary, 312,293 votes to 137,6431.

1946 **Spessard L. Holland** (1941-1945) won nomination to the U.S. Senate over three opponents competing for retiring Senator Charles O. Andrews' seat.

1954 **Charley E. Johns** (1953-1955) was defeated in second primary for Governor by LeRoy Collins, 380,323 to 314,198, resumed his place in the Senate serving until 1966.

1956 **Fuller Warren** (1949-1953) finished fourth in a field of four major contenders for Governor, with Governor LeRoy Collins first primary victor, 434,274 to 107,990.

1966 **Haydon Burns** (1965-1967) was defeated in Democratic second primary for Governor by Robert King High, 596,471 to 509,271. High defeated in

- general election by Claude R. Kirk, Jr., Republican, 821,190 to 668,223.
- 1968 **LeRoy Collins** (1955-1961) defeated Attorney General Earl Faircloth in second Democratic primary for U.S. Senate, 410,689 to 407,696, but lost to Edward J. Gurney, the Republican nominee, 1,131,499 to 892,637, in general election.
- 1970 **Farris Bryant** (1961-1965) was defeated by State Senator Lawton M. Chiles in runoff Democratic primary for U.S. Senate, 474,420 to 247,211. Chiles defeated Republican nominee, Congressman William C. Cramer, 902,438 to 772,817.
- 1970 **Claude R. Kirk, Jr.** (1967-1971), Republican, was defeated for reelection by Democrat Reubin O'D. Askew, 984,305 to 746,243.
- 1971 **Haydon Burns** (1965-1967) was defeated for election as Mayor of Jacksonville.
- 1974 **Reubin O'D. Askew** (1971-1979) topped a field of four in first Democratic primary and defeated former Senate President Jerry Thomas, the Republican nominee, for Askew's second term. Askew received 1,118,954 votes to Thomas' 709,438.
- 1978 **Claude R. Kirk, Jr.** (1967-1971) ran sixth in a field of seven in the Democratic primary for Governor with Bob Graham the ultimate winner.
- 1979 **Reubin O'D Askew** (1971-1979) was sworn in as U.S. Trade Representative with the rank of Ambassador.
- 1982 **Bob Graham** (1979-1987), seeking reelection, defeated two opponents in Democratic first primary, and topped Republican nominee, Skip Bafalis, 1,739,553 to 949,023, in general election.
- 1984 **Reubin O'D. Askew** (1971-1979) sought the Democratic nomination for President. His campaign ended after the New Hampshire primary.
- 1986 **Bob Graham** (1979-1987), Democrat, unseated United States Senator Paula Hawkins, Republican, 1,877,231 to 1,551,888.
- 1988 **Claude R. Kirk, Jr.** (1967-1971) ran fifth in Democratic primary for U.S. Senator with Kenneth H. MacKay the winner.
- 1990 **Robert Martinez** (1987-1991) was defeated for reelection by former U.S. Senator Lawton M. Chiles, 1,988,341 to 1,526,738.
- 1990 **Claude R. Kirk, Jr.** (1967-1971) was defeated for Commissioner of Education by Elizabeth B. Castor in general election, 2,253,809 to 1,167,957.
- 1991 **Robert Martinez** (1987-1991) was appointed Director of the National Campaign Against Use of Drugs.
- 1994 **Lawton M. Chiles** (1991-1998) won more than twice as many votes as his opponent in Democratic primary, and reelection over Jeb Bush, 746,325 to 327,731.
- 2002 **John E. Bush** (1999-2007) became the first Florida Republican Governor to win reelection.
- 2003 **Robert Graham** (1979-1987), U.S. Senator and former Governor, sought the Democratic nomination for President for five months ending his campaign before the New Hampshire primary because of problems raising money.
- 2010 **Charles J. Crist** (2007-2011) is the first governor in Florida history who could have sought reelection, but did not, an option since 1968 when the Constitution was amended to allow a second term. He ran for U.S. Senate but lost to then candidate Marco Rubio, who served Florida as the Speaker of the House during the 2006-2008 legislative term. Crist announced his entrance into the 2014 Governor's race November 4, 2013.



Cabinet Milestones

Four Cabinet offices were created by the 1838 Florida Constitution and became effective with Statehood in 1845. They were Secretary of State, Attorney General, Treasurer and Comptroller. The 1868 Constitution created the offices of Superintendent of Public Instruction (renamed Commissioner of Education by the 1968 constitution) and offices of Surveyor-General and Commissioner of Immigration. A Constitutional amendment in 1871 consolidated the offices under the name of Commissioner of Lands and Immigration. The 1885 Constitution created the office of Commissioner of Agriculture, absorbing the duties of Commissioner of Lands and Immigration. In 1998, voters approved a Constitutional amendment that made major changes and shrank the Cabinet from six members to three. The offices of Comptroller and Treasurer were consolidated into one office called Chief Financial Officer. The offices of Education Commissioner and Secretary of State were removed from the Cabinet, effective in 2003.

The selection method for Cabinet members has varied through the years. The 1865 Constitution changed the method of selection from joint vote of both houses of the Legislature to election by the voters. The 1868 Constitution changed the selection method to appointment by the Governor, with confirmation by the Senate. The 1885 Constitution returned the method of selection to election by the voters. The 1998 Constitutional amendment that deleted the offices of Education Commissioner and Secretary of State from the Cabinet, effective in 2003, also changed the offices' method of selection. The Secretary of State is currently appointed by the Governor. The Commissioner of Education is now appointed by the State Board of Education, which

in turn is appointed by the Governor. Formerly, the Governor and Cabinet together sat as the State Board of Education.

James T. Archer served in three different Cabinet offices: Secretary of State 1845-1848; Attorney General, April-October 1848; Comptroller 1854-1855. Jonathan C. Gibbs was the first black Cabinet member. He served as Secretary of State 1868-1873 and Superintendent of Public Instruction 1873 until his death on August 14, 1874.

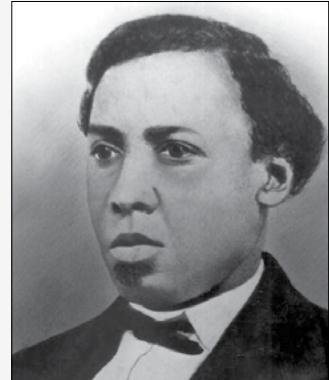
Samuel B. McLin served in two Cabinet offices at the same time: Secretary of State and Acting Superintendent of Public Instruction August 1874-March 1875.

The office of Secretary of State remained in the same family for nearly 50 years. John L. Crawford served from January 1881 until his death on January 21, 1902. His son succeeded him on January 28, 1902 and served until his death in September 1929.

Longest serving cabinet member was Commissioner of Agriculture Nathan Mayo. Mayo served 36 years and five months, from November 1, 1923, until his death on April 14, 1960.

Dorothy W. Glisson (July 1974-January 1975) was the first woman to serve on the Cabinet. She was appointed by Governor Reubin O'D. Askew to complete the term of Secretary of State Richard B. Stone, who had been elected to the U.S. Senate.

Jesse J. McCrary, Jr. was the first black to serve



Jonathan C. Gibbs

in a cabinet post in the 20th century, appointed by Reuben O'D. Askew to complete the term of Secretary of State Bruce A. Smathers, July 1978-January 1979.

Elizabeth B. Castor was the first woman elected to a Cabinet office, Commissioner of Education, in 1986.

In 1987, James C. Smith, who had served two terms as Attorney General while still a Democrat, became the first Republican to serve on the Cabinet in the modern era. Governor Robert Martinez appointed him to replace Secretary of State George Fires-

tone, who had resigned. The following year Smith was elected to complete the remaining two years of the four-year term.

As of inauguration day, January 7, 2003, the Cabinet consists of three members and for the first time in Florida history all members of the cabinet are Republican.

In 2010, for the first time since 1877, all cabinet offices and the Governor's office were open for election. Pamela Bondi is the first woman elected Attorney General.

Education Commissioner Betty Castor speaks about the lottery's impact on education, 1990. Castor was the first woman elected to a Cabinet office.



Photo by Mark T. Foley



Former Cabinet Offices



Secretary of State

The Office of Secretary of State was created by the 1838 Florida Constitution, effective with Statehood in 1845. The Secretary was elected by a joint vote of both houses of the Legislature. The 1861 Constitution again provided for a joint vote of Legislatures. The 1865 Constitution provided for the election to the position of the Florida Secretary of State by the people. The 1868 Constitution provided appointment by the Governor with confirmation by the Senate. Both the 1885 Constitution and the 1968 Constitution provided for the election to the position of Florida Secretary of State by the people. A 1998 Constitutional amendment removed this office from the Cabinet and made the office of the Secretary of State to be appointed by the Governor and provided that the office's duties be defined by law. Change effective January 2003.

Secretaries of State

James T. Archer, July 23, 1845-x	Dorothy W. Glisson, July 8, 1974*
A. E. Maxwell, April 11, 1848	Bruce A. Smathers, January 7, 1975
C. W. Downing, July 23, 1849	Jesse J. McCrary, Jr., July 19, 1978*
Fred L. Villepigue, July 1, 1853	George Firestone, January 2, 1979
Benjamin F. Allen, January 13, 1863	James C. Smith, August 5, 1987*
George J. Alden, August 7, 1868	Sandra B. Mortham, January 3, 1995
Jonathan C. Gibbs, November 6, 1868	Katherine D. Harris, January 5, 1999
Samuel B. McLin, January 17, 1873	James C. Smith, August 13, 2002*
W. D. Bloxham, January 3, 1877	Kenneth W. Detzner, January 7, 2003 [#]
F. W. A. Rankin, Jr., October 1, 1880	Glenda Hood, February 26, 2003
John L. Crawford, January 21, 1881	David E. Mann, Nov., 22 2005 [#]
Henry C. Crawford, January 28, 1902	Sue M. Cobb, February, 2006
W. M. Igou, September 23, 1929*	Kurt Browning, January 2, 2007
Robert A. Gray, April 12, 1930*	Dawn K. Roberts, July, 2010 [#]
Thomas B. Adams, January 3, 1961	Kurt Browning, January 2011
Richard B. Stone, January 5, 1971	Kenneth W. Detzner, February 2012

x—Date of first commission. In most instances, term of predecessor ended on the same day.

*—Appointed to complete an unexpired term.

#—Interim Secretary.

NOTE: Biographies of Secretaries Gibbs and McCrary, the only black members of the Cabinet, may be found on pages 131-132 of *The Florida Handbook 1981-1982*. Information about Secretary Glisson, the first woman Cabinet officer, also appears on page 132 of the same edition.



Comptroller

The Office of the Comptroller was created by the 1838 Florida Constitution, effective with Statehood in 1845. The Comptroller was elected by a joint vote of both houses of the Legislature. The 1861 Constitution again provided for a joint vote of the Legislature. The 1865 Constitution provided for the election to the position of the Comptroller of the State of Florida by the people. The 1868 Constitution provided for appointment to the Office of the Comptroller by the Governor with confirmation by the Senate. The 1885 Constitution and 1968 Constitution provided for the election to the position of the Comptroller of the State of Florida by the people. The 1998 Constitutional amendment consolidated the office of Comptroller and Treasurer into an office titled Chief Financial Officer. Change effective January 2003.

The Comptroller (pronounced kon-trol-er, with the accent on the second syllable) is thought of as the “watchdog of the public treasury.” This role is emphasized in the official seal of the office. It shows a large safe guarded by a dog, with the word “Defendo,” meaning “I defend,” beneath.

The Comptrollers

Nathaniel P. Bemis, July 23, 1845-x

Hugh Archer, August 26, 1845

Nathaniel P. Bemis, January 2, 1847

Hugh Archer, July 24, 1847

Simon Towle, December 28, 1847

John Beard, January 25, 1851

Theodore W. Brevard, April 3, 1854

James T. Archer, November 27, 1854

Theodore W. Brevard, January 24, 1855

Robert C. Williams, December 14, 1860

Walter Gwynn, May 26, 1863

John Beard, January 17, 1866

Robert H. Gamble, August 29, 1868

Clayton A. Cowgill, January 15, 1873

Columbus Drew, January 12, 1877

W.D. Barnes, January 13, 1881

William D. Bloxham, May 1, 1890*

William H. Reynolds, January 3, 1897

A.C. Croom, July 29, 1901*

William V. Knott, February 17, 1912*

Ernest Amos, January 2, 1917

J.M. Lee, January 3, 1933

C.M. Gay, October 9, 1946*

Ray E. Green, April 11, 1955*

Fred O. Dickinson, Jr., September 1, 1965*

Gerald Lewis, January 7, 1975

Robert Milligan, January 3, 1995-January 7, 2003

x—Date of first commission. In most instances, term of predecessor ended at noon of same day.

*Appointed to complete an unexpired term.

Comptroller's office, early 20th century. William V. Knott (in dark jacket) became Comptroller in 1912.



Florida State Archives



Treasurer and Insurance Commissioner

The Office of Treasurer was created by the 1838 Florida Constitution, effective with statehood in 1845. The Treasurer was elected by a joint vote of both houses of the Legislature. The 1861 Constitution again provided for a joint vote of Legislature. The 1865 Constitution provided for the election to the position of the Treasurer of the State of Florida by the people. The 1868 Constitution provided for the appointment to the Office by the Governor with confirmation by the Senate. Both the 1885 and 1968 Constitutions provided for the Office of Treasurer to be elected by the people.

The Legislature, speaking through the Executive Reorganization Act of 1969, said the Treasurer "shall hereafter be named the 'Insurance Commissioner and Treasurer.'" The same law created the Department of Insurance, with the Treasurer as its head. The legislative action recognized the fact that, however important the duties of the Treasurer as the State's paymaster and banker, his responsibilities as Insurance Commissioner had earned him the dual title. Additionally, the Treasurer was the State Fire Marshal.

A 1998 Constitutional amendment consolidated the office of Comptroller and Treasurer into an office titled Chief Financial Officer. Change effective January 2003.

The Treasurers

Benjamin Byrd, August 5, 1845-x

William V. Knott, March 1, 1903*

William R. Hayward, January 8, 1848

Charles H. Austin, January 24, 1853

Simon B. Conover, August 19, 1868

Charles H. Foster, January 16, 1873

Walter H. Gwynn, January 9, 1877

Henry A. L'Engle, February 1, 1881

E.S. Crill, February 19, 1885

F.J. Pons, January 8, 1889

E.J. Triay, December 31, 1891

C.B. Collins, January 3, 1893

J.B. Whitfield, June 19, 1897

John C. Luning, February 19, 1912*

William V. Knott, September 28, 1928*

J. Edwin Larson, January 3, 1941

Broward Williams, January 28, 1965

Thomas D. O'Malley, January 5, 1971

Philip F. Ashler, June 3, 1975*

William D. Gunter, Jr., Nov. 9, 1976

C. Thomas Gallagher, January 3, 1989

C. William Nelson, January 3, 1995

C. Thomas Gallagher, January 3, 2001-January 7, 2003

x—Date of first commission. In most instances, term of predecessor ended at noon of same day.

Florida's Governor Haydon Burns (right) and Treasurer Broward Williams being shown a computer, circa 1966.



Florida State Archives



Superintendent of Public Instruction and Commissioner of Education

The Office of Superintendent of Public Instruction was created by the 1868 Florida Constitution. The Superintendent was appointed by the Governor and confirmed by the Senate. The 1885 Constitution provided for the election to the Office of Superintendent of Public Instruction by the people. The 1968 Constitution changed the name of the office to Commissioner of Education and again provided the Commissioner be elected by the people. A 1998 Constitutional amendment removed the office from the elective Cabinet, changing the composition of the State Board of Education from Governor and Cabinet to a board appointed by the Governor which appoints the Commissioner. Change effective January 2003.

Superintendents of Public Instruction

C. Thurston Chase, August 13, 1868-x	Albert J. Russell, February 21, 1884
Henry Quarles, September 23, 1870	William N. Sheats, January 3, 1893
Rev. Charles Beecher, March 18, 1871	William M. Holloway, Jan 3, 1905
Jonathan C. Gibbs, January 23, 1873*	William N. Sheats, January 7, 1913
Samuel B. McLin, August 17, 1874**	W. S. Cawthon, July 24, 1922***
Rev. William W. Hicks, March 1, 1875	Colin English, January 5, 1937
William P. Haisley, January 6, 1877	Thomas D. Bailey, January 4, 1949
Eleazer K. Foster, January 31, 1881	Floyd T. Christian, October 1, 1965***

Commissioners of Education

Floyd T. Christian, January 7, 1969	John L. Winn, 2004
Ralph D. Turlington, April 25, 1974***	Jeanine Blomberg, 2007#
Elizabeth B. Castor, December 31, 1986	Eric J. Smith, October 2007
Douglas L. Jamerson, January 3, 1994***	John Winn, June 11, 2011#
Frank T. Brogan, January 3, 1995	Gerard Robinson, August 2011*
C. Thomas Gallagher, January 5, 1999	Pam Stewart, August 31, 2012#
Charles J. Crist, Jr. January 3, 2001	Dr. Tony Bennett, December 12, 2012
Jim Horne, 2003	Pam Stewart, August 2013

x—Date of first commission. In most instances, term of predecessor ended the same day.

*—Black. For more information see pages 131-132 of *The Florida Handbook* 1981-1982.

**—Acting, while serving as Secretary of State.

***—Appointed to complete unexpired term.

#—Interim Commissioner.



Protocol has been described as “who-goes-before-whom” at official functions. It does not say that one person is more important than anyone else. But it does make for an orderliness in procedure. As Thomas Jefferson wrote in his manual of parliamentary procedure, it is “more material that there should be a rule to go by than what the rule is.” Official functions occur sufficiently often to justify the setting down here of a few basic rules.

The precedence of officers of the Executive Department finds its rules in the Constitution, which names the Governor first, next the Lieutenant Governor, then the Attorney General, Chief Financial Officer, and Commissioner of Agriculture and Consumer Services. In introducing these officers at a public gathering, the order is reversed, with the Commissioner of Agriculture presented first to the audience and the Governor last.

Receiving Lines

Receiving lines for all events should be based on the Table of Precedence and following these general outlines:

1. A receiving line should include the host and hostess, the guest of honor, and the ranking persons of the agencies in attendance.

2. When private individuals formally entertain officials there should be a receiving line in the entrance to the reception or drawing room. This is the order: the hostess; on her right the guest of honor; the host; the spouse of the guest of honor. This gives the hostess and host the opportunity to introduce to other guests the guest of honor and his wife (or her husband).

3. Receiving lines should be maintained for 30 minutes to an hour from the starting time of an event. The basic guide for the length of time should be based on the number of guests invited to the event.

4. As an arriving guest moves down the line, it is proper for him to introduce himself to members of the receiving line if the previous person in the line has failed to introduce the guest to the next person in the receiving line.

5. It is extremely rude and impolite to strike up conversation with members of a receiving line since this results in halting the movement of the line and the bunching of those waiting in line.

6. It is usual at receptions for the guests to be greeted by someone who serves as an intermediary to obtain the names and present the guests to the head of the receiving line. In addition to making the first introduction, these greeters serve to control the flow of guests.



Florida State Archives
Governor and Mrs. Millard Caldwell (center) in receiving line at Governor's Mansion, 1947.

The receiving line at a reception should be kept as small as possible; generally it should be limited to the host, hostess, and the guest(s) of honor. The shorter the receiving line, the better the effect achieved, long receiving lines tend to slow down a reception and serve no useful purpose.



Florida State Archives

Receiving line at Governor Farris Bryant's inaugural reception in the Capitol, 1961.

Attorney General, Chief Financial Officer, Commissioner of Agriculture, Justices of the Supreme Court (by seniority, from senior to junior), President Pro Tempore of the Senate, and Speaker pro tempore of the House.

At a banquet or other formal affair, it is customary to introduce all those officers by name. Usually, the other members of the Senate and House are recognized as a group instead of by name.

Guests in a Receiving Line

In official functions, the officer precedes the spouse as guests in a receiving line.

Seating

The seating of guests of honor at a public banquet is different from their seating at a formal dinner, since there is usually no host and hostess facing each other from opposite ends of a table. The guests are seated alternately, in diminishing order, first right then left (their right and left) from the middle of a rectangular or U-shaped table. When space permits, places are set along one side only, so the guests of honor face the tables at which the rest of the guests are seated.

At a luncheon, or a formal or informal dinner, the woman who sits to the right of the host should make the initial move to go home; and until she arises to leave, no one else should take the

Seniority

Seniority determines the placing of Justices of the Supreme Court. In a receiving line, the Chief Justice stands first, followed by the Justices in the order of the length of their service on the court. Again, this order is reversed when the Justices are introduced at a function. There, the junior Justice is presented first and the others in the order of years of service except that the Chief Justice is introduced last.

At a reception where all three branches of the State government are represented, the officers (and their wives) should stand in this order in the receiving line:

The Governor, Lieutenant Governor, President of the Senate, Speaker of the House, Chief Justice of the Supreme court,



Florida State Archives

Philanthropist Theresa Castro with Governor Farris Bryant at a luncheon in Ocala, 1964.

liberty of doing so. Even though a man is of higher rank than the ranking woman, she is still the one to make the first gesture toward going home. She properly starts to leave a formal dinner at ten o'clock; an informal one at ten-thirty; a formal luncheon not later than three o'clock. After she departs, there is no more precedence. It is courteous, however, that a guest not leave until those of higher rank have departed.



Florida State Archives

U.S. President Franklin D. Roosevelt, Florida Governor David Sholtz, and Jacksonville Mayor John T. Alsop going for a ride, circa 1935.

Ranking of Governor, U. S. Senators

Responding to a question regarding the ranking of officials, the protocol officer of the United States Department of State wrote:

"It is the practice in the Department to suggest that in the Governor's own state, the Governor ranks after the President and Vice President; the Senators follow the Governor, the senior Senator first. The speaker of the day sits where his own rank places him. The host or toastmaster is seated in the center of the head table. At his right hand would be the no. 1 place or in this instance the Governor. At his left hand would be the no. 2 place or the senior Senator. The junior Senator would be next to no. 1, and so on alternately right and left down the table."

The State Government has many other officers, and these fundamentals may be helpful in placing these at functions:

1. An elected officer should be placed before an appointed officer. This is so because the people are the source of political power. An appointed officer has achieved that position only because of selection by an elected officer.

2. The geographic scope of responsibility helps determine the placement of both elected and appointed officers within their respective brackets. An officer elected by the people of the entire state takes precedence over an officer elected by the people of a district within the state. Similarly, an officer appointed to represent the entire state outranks one serving from a district.

3. The number of officers occupying a position influences its placement. Particularly at a function predominantly of a State nature, the Governor takes precedence over a United States Senator, for there is only one Governor while there are two Senators.

Definitions of Apparel

Formal: White Tie (virtually an obsolete term) means black tail coats for men; floor-length evening dresses for women. Black tie means tuxedos or dinner jackets for men; floor-length or short evening dresses for women.

Semiformal: Dark business suits for men; floor-length dresses or short cocktail dresses for women.

Informal: Business suits or sports jackets for men; short dresses for women.

Casual: Sports clothes to suit the activities indicated; no coats or ties for men.



Florida State Archives

Mrs. Farris Bryant modeling her gown before her husband's inauguration, 1960.

Use of the American and Florida Flags



Photo by Mark T. Foley

Governor Jeb Bush pledging allegiance to the flag during a Veteran's Day ceremony, Tallahassee, 1999.

The basic rule for civilian display of the flag of the United States is that it should be equal to, or in advance of, any other flag.

When displayed from a staff at a meeting, the American flag should be placed at the speaker's right as he faces the audience. The Florida flag would be displayed at the speaker's left. When displayed flat in an auditorium, the American flag should be placed above and behind the speaker.

Florida law requires county commissioners to make an American flag available for display at polling places for municipal and county elections.

The law also requires the display, weather permitting, of the American flag at the Capitol, each county courthouse and public auditoriums.

The Florida state flag shall, by law, be displayed on the grounds of each elementary and secondary public school. Usually, the flag is flown only on days when the school is in session.

Improper use of the American and Florida flags is forbidden. Such misuse is defined in Chapter 256, *Florida Statutes*, as to "publicly mutilate, deface, defile, defy, trample upon, or by word or act cast contempt upon any such flag, standard, color, ensign or shield."

The American flag, if illuminated, may be displayed at night.

When carried in a procession with another flag or flags the American flag should be either on the marching right or, if there is a line of other flags, in front of the center of that line.

For more information on protocol, including detailed forms of address for state and federal officials, see *Practical Protocol for Floridians, Revised 7th Edition*, available online at the Florida House of Representatives Public Guide webpage: <http://myfloridahouse.gov/Sections/PublicGuide/PublicGuide.aspx>.

The Office of the Governor also offers detailed information relating to the National and State Flags online at www.flgov.com/flag-information/.



Major State Agencies

Introduction: Some Definitions and History

The Governmental Reorganization Act of 1969 established definitions to provide uniform nomenclature throughout the structure of the Executive Department. (See Richard A. Pettigrew's article "Executive Reorganization: Uniformity with Flexibility" in the 1971-1972 edition of *The Florida Handbook* pp. 167-168.)

Under Chapter 20 of the *Florida Statutes*, the following definitions apply:

"Agency," as the context requires, means an official, officer, commission, authority, council, committee, department, division, bureau, board, section, or another unit or entity of government.

"Commission," unless otherwise required by the State Constitution, means a body established within a department, the office of the Governor, or the Executive Office of the Governor, and exercising limited quasi-legislative or quasi-judicial powers or both independently of the head of the department or the Governor.

"Department" means the principal administrative unit within the executive branch of state government. For internal structure, most departments adhere to the following standard terms:

(a) The principal unit of the department is the "division." Each division is headed by a "director."

(b) The principal unit of the division is the "bureau." Each bureau is headed by a "chief."

(c) The principal unit of the bureau is the "section." Each section is headed by an "administrator."

(d) If further subdivision is necessary, sections may be divided into units known as "subsections"



Photo by Mark T. Foley

Governor Bob Martinez and Lottery Secretary Rebecca Paul celebrate the start of the lottery. Martinez scratched off the message "Florida Is The Winner" from a giant "Millionaire" lottery ticket (right). The Legislature created the Department of the Lottery in 1987.

which are headed by "supervisors."

In 1970, the major departments were: Administration, Agriculture and Consumer Services, Air and Water Pollution Control, Banking and Finance, Business Regulation, Citrus, Commerce, Community Affairs, Education, General Services, Health and Rehabilitative Services, Highway Safety and Motor Vehicles, Insurance, Labor and Employment Security, Law Enforcement, Legal Affairs, Military Affairs, Natural Resources, Professional and Occupational Regulation, Revenue, State, and Transportation.

The 1971 Legislature renamed the Department of Air and Water Pollution Control as the Department of Pollution Control. The 1975 Legislature transferred the Department of Pollution Control to

the Department of Environmental Regulation.

The 1975 Legislature created the Department of Offender Rehabilitation. The 1978 Legislature renamed the department as the Department of Corrections.

The 1979 Legislature renamed the Department of Professional and Occupational Regulation as the Department of Professional Regulation.

The 1987 Legislature created the Department of the Lottery.

The 1988 Legislature transferred the Division of Veterans' Affairs within the Department of Administration to the new Department of Veterans' Affairs.

The 1991 Legislature created the Department of Elderly Affairs. The duties of the former Commission on Aging were transferred to this department. The 1995 Legislature added a provision to the effect that the department shall also be known as the Department of Elder Affairs.

The 1992 Legislature renamed the Department of General Services as the Department of Management Services. The Department of Administration was abolished, with its duties transferred to the Department of Management Services, the Executive Office of the Governor, and the State Board of Administration.

The 1992 Legislature also created the Agency for Health Care Administration, within the Department of Professional Regulation. The 2000 Legislature specifically designated the agency as a department.

The 1993 Legislature created the Department of Environmental Protection, transferring the duties of the Department of Environmental Regulation and the Department of Natural Resources to this new department.

The 1993 Legislature also abolished the Department of Business Regulation and the Department of Professional Regulation and created the Department of Business and Professional Regulation.

The 1994 Legislature removed the juvenile justice programs from the Department of Health and Rehabilitative Services and created the Department of Juvenile Justice.

The 1996 Legislature renamed the Department of Health and Rehabilitative Services as the Department of Children and Family Services and transferred the duties of the Department of Health and

Rehabilitative Services that dealt with public and environmental health and children's medical services to the new Department of Health.

The 1996 Legislature also abolished the Department of Commerce and transferred its duties to the Office of Tourism, Trade, and Economic Development; Enterprise Florida, Inc.; and other offices.

The 2000 Legislature reorganized the Department of Labor and Employment Security. Unemployment Compensation went to the Department of Revenue; job-training and placement services were privatized in the Agency for Workforce Innovation. Apprenticeship programs and vocational rehabilitation were moved to the Department of Education, along with services for the blind. The Department of Health took over the Office of Disability Determination, the Department of Management Services got the Minority Business Advocacy and Assistance Office and the Public Employee Relations Commission, and the Division of Safety was abolished.

The 2002 Legislature dissolved the Department of Labor and Employment Security. The Division of Workers' Compensation was transferred to the Department of Insurance, except for its medical services unit, which went to the Agency for Health Care Administration. The Office of Rehabilitation for Injured Workers was transferred to the Department of Education, and enforcement of child labor laws and farm labor regulation went to the Department of Business and Professional Regulation.

The 2002 Legislature also created the Department of Financial Services from the former Department of Banking and Finance and the former Department of Insurance.

The 2011 Legislature transferred the early learning functions of the Agency for Workforce Innovation to the Department of Education and the rest of its functions to a new Department of Economic Opportunity. The functions of the Department of Community Affairs were transferred to the Department of Economic Opportunity, the Executive Office of the Governor, the Department of Business and Professional Regulation, and the Department of Environmental Protection.

The 2012 Legislature renamed the Department of Children and Family Services as the Department of Children and Families.

Executive Agencies

Department of Business and Professional Regulation

Northwood Centre

1940 North Monroe Street, Tallahassee 32399-1027

Phone: (850) 487-1395 Fax: (850) 488-5761

www.myfloridalicense.com

Secretary: Kenneth Lawson

The Department of Business and Professional Regulation is the agency charged with licensing and regulating businesses and professionals in the State of Florida, such as cosmetologists, veterinarians, real estate agents and pari-mutuel wagering facilities. Our mission is to license efficiently, regulate fairly, and we strive to meet this goal in our day-to-day operation. The Department is under the executive branch of the Governor and is governed by Chapter 120, F.S. The Department is structured according to the requirements of section 20.165 of the *Florida Statutes*.

The Department of Business and Professional Regulation is headed by a Secretary appointed by the Governor. The Secretary serves at the pleasure of the Governor and is subject to Senate confirmation.

DBPR is composed of various divisions and commissions: Certified Public Accounting; Administration; Alcoholic Beverages and Tobacco; Hotels and Restaurants; Condominiums, Timeshares and Mobile Homes; Pari-mutuel Wagering; Professions; Real Estate; Regulation; Service Operations; Drugs, Devices, and Cosmetics; the Florida State Boxing Commission; and the Florida Building Commission.

The Division of Certified Public Accounting is responsible for the regulation of more than 35,000 Certified Public Accountants (CPAs) and accounting firms. Located in Gainesville, the Division also provides administrative support to the Board of Accountancy.

The Division of Administration and Financial Management is responsible for the Department's personnel, agency services and support services such as agency-wide award programs, safety and loss control, and facilities management. The Division also performs the Department's central planning and budgeting functions, including monitoring spending, revenue projections, fiscal impact statements, legislative budget requests, budget amendments, and the Long Range Program Plan. The Division is also responsible for the payment of the Department's bills.

The Division of Alcoholic Beverages and Tobacco issues licenses or permits that are required for any business or person to manufacture, import, export, store, distribute or sell alcoholic beverages or tobacco. The Division issues permits required for any business or person engaging in business as a manufacturer, importer, exporter, distributing agent or wholesale dealer of cigarettes; for distributors, makers, manufacturers or fabricators of other tobacco products within the state; and for distributors of cigars within the state.

The Division of Hotels and Restaurants licenses, inspects and regulates public lodging and food service establishments in Florida. The mission of the Division is to protect the health and safety of the public by providing the industry with quality inspections and fair regulation. The Division also licenses and regulates elevators, escalators and other vertical conveyance devices.

The Division of Condominiums, Timeshares and Mobile Homes provides consumer protection for Florida residents living in the regulated communities through education, complaint resolution, mediation and arbitration and developer disclosure. This Division licenses and regulates yacht and ship brokers and regulates condominiums, cooperatives, timeshares and mobile home parks.

The Division of Pari-mutuel Wagering is charged with the regulation of Florida's pari-mutuel, card-room and slot gaming industries, as well as collecting and safeguarding associated revenues due to the state.

Horse racing, harness horse racing, greyhound racing, jai alai games and cardroom poker games are authorized throughout the state. Slot machine gaming at pari-mutuel facilities is authorized in Broward and Miami-Dade Counties. Florida is also the only state in the United States where live jai alai games are conducted.

The Division of Professions is responsible for licensing nearly half a million professionals. The Division administers 12 professional boards, five Department-regulated professions and one council. Each board office is responsible for the administrative functions of its board and for coordinating support functions provided by the Department, including establishing meeting dates and locations, compiling and preparing agendas, noticing meetings in the Florida Administrative Weekly and ensuring the effective operation of board meetings and board business. After a board meeting, staff is responsible for notifying the Bureau of Education and Testing and the Central Intake Unit of all application approvals and denials, preparing executive summaries and meeting minutes.

The Division of Real Estate protects the public by regulating real estate and appraisal licensees through education and compliance. The Division is responsible for the examination, licensing and regulation of more than a quarter of a million individuals, corporations, real estate schools and instructors. Located in Orlando, the Division also provides administrative support to the Florida Real Estate Commission (FREC) and the Florida Real Estate Appraisal Board (FREAB).

The Division of Regulation/Compliance is the enforcement authority for the professional boards and programs. The Division monitors professions and related businesses to ensure that the laws, rules and standards set by the Legislature and professional boards are followed by proactively monitoring the professionals and related businesses; investigating complaints of wrongdoing; using compliance mechanisms such as notices of noncompliance and citations; and performing statutorily mandated inspections. The Division is divided into six program areas – Complaints, Alternative Dispute Resolution, Unlicensed Activity, Compliance, Farm Labor and Child Labor. Regional offices are located in Tallahassee, Jacksonville, Gainesville, Orlando, Ft. Myers, West Palm Beach, Margate (Ft. Lauderdale) and Miami, with satellite offices in Pensacola and Tampa.

The Division of Service Operations manages the Central Intake and Licensure unit, the one-stop shop for intake of applications and payments. The Division also oversees the Customer Contact Center, which handles all initial interaction conducted via telephone, email and the Web.

The Florida State Boxing Commission licenses and regulates professional boxing, kickboxing and mixed martial arts and approves amateur boxing, kickboxing and mixed martial arts sanctioning organizations. The Commission ensures that all professional matches are conducted in accordance with provisions of state laws and rules. It also makes certain that health and safety requirements are met and that matches are competitive and physically safe for participants. The Commission is comprised of five members appointed by the Governor and confirmed by the Senate.

The Florida Building Commission is a 25-member technical body responsible for the development, maintenance and interpretation of the Florida Building Code through a consensus-building process. The Chair is appointed by the Governor, subject to confirmation by the Senate, and serves at the pleasure of the Governor. Other Commission members appointed by the Governor represent architects, engineers, contractors, building owners, insurance, public education, local governments, building and fire officials and persons with disabilities. The Commission also approves products for statewide acceptance and administers the Building Code Training Program.



Florida State Archives
Postcard of horse race at Hialeah Race Course, Miami, 1956.

DBPR is funded by revenue generated from application and licensure fees and the collection of tax revenues from alcoholic beverages, tobacco products, and pari-mutuel events.

In 1993, the Department of Business Regulation and the Department of Professional and Occupational Regulation were merged as Business and Professional Regulation.

Department of Children and Families

1317 Winewood Boulevard, Building 1, Room 202, Tallahassee 32399-0700

Phone: (850) 487-1111 Fax: (850) 922-2993

www.dcf.state.fl.us

Secretary: Esther Jacobo (Interim)

The Department of Children and Families (DCF) was created by section 20.19 of the *Florida Statutes*. The department is led by the Secretary, who is appointed by the Governor and subject to confirmation by the Senate. The Secretary serves at the pleasure of the Governor.

The mission of the Department of Children and Families is to work in partnership with local communities to protect the vulnerable, promote strong and economically self-sufficient families, and advance personal and family recovery and resiliency. DCF is charged with serving Florida's citizens through a wide range of social services, which include:

- preventing and alleviating the abuse, neglect, and exploitation of children and vulnerable adults;
- managing the Florida Abuse Hotline, which serves as the central reporting center for allegations of abuse, neglect, and exploitation for all children and vulnerable adults in Florida;
- working in partnership with local communities, courts, and tribes to ensure the safety, well-being, and timely permanency of children and families;
- promoting strong and economically self-sufficient communities by providing food, cash, and medical assistance to individuals and families;
- overseeing a statewide system of care for the prevention, treatment, and recovery of children and adults with serious mental illnesses and/or substance abuse disorders;
- licensing and training for child care facilities throughout Florida;
- helping refugees in Florida to become economically self-sufficient;
- coordinating the services of the various state agencies and programs to serve individuals or families who are homeless, or are facing homelessness; and
- ensuring the safety of victims of domestic violence by developing partnerships with community organizations in the prevention and intervention of domestic violence.

Department of Citrus

Bob Crawford Agricultural Center

605 East Main Street, Bartow 33830

Post Office Box 9010, Bartow 33831-9010

Phone: (863) 537-3999 Fax: (877) 352-2487

www.fdocgrower.com

Executive Director: Douglas Ackerman

The Department of Citrus/Florida Citrus Commission is an executive agency of state government established in 1935 by an act of the Florida Legislature as the result of an industry request. The act, called the Florida Citrus Code (Chapter 601, *Florida Statutes*), states that the department's purpose is to protect and

enhance the quality and reputation of Florida citrus fruit and processed citrus products in both domestic and foreign markets. It also acts to “protect the health and welfare and stabilize and protect the citrus industry of the state,” which in turn helps to promote the general welfare and economy of the state.

The Department of Citrus is a trust fund agency financed by an excise tax placed on each box of citrus moved through commercial channels. The Florida Citrus Code stipulates the maximum tax and how funds generated are allocated. A portion of that tax is deposited in the state’s general revenue fund to offset administrative costs.

The Department of Citrus is committed to fund citrus disease research, in particular citrus greening, which is one of the most serious citrus diseases in the world. A significant percentage of the annual budget has been allocated to disease research efforts. Another large part of the department’s budget is spent on advertising and promotional activities for Florida citrus in the United States, Canada, Europe, and Asia. The balance of the department’s funds is spent on administration, economic and market research, and regulatory activities.

The Florida Citrus Commission is the agency head and serves in the capacity of a board of directors for the Department of Citrus. The commission consists of 9 members appointed by the Governor and confirmed by the Senate for 3-year terms. By statute, each of Florida’s three citrus districts are represented by three commissioners, each of whom must physically reside in the district from which appointed. In order to be a member of the commission, the individual must receive his or her primary source of income from the growing of citrus, the growing and packing/shipping of citrus, or the growing and processing of citrus.

The Commission oversees and guides the activities of the Department of Citrus. It is responsible for setting the annual amount of the excise tax as well as quality standards for all citrus grown, packed, or processed in Florida. In addition, the commission adopts rules regulating packaging and labeling of Florida citrus products and licensing requirements for packers, shippers, and processors.

The Department of Citrus carries out Commission policy by conducting a wide variety of programs involving industry regulation, scientific, market and economic research, advertising, merchandising, public and industry relations, and consumer promotions.

Department of Corrections

501 South Calhoun Street, Tallahassee 32399

Phone: (850) 717-3030 Fax: (850) 922-2848

www.dc.state.fl.us

Secretary: Michael D. Crews

Public Affairs Director: Jessica Cary (850) 488-0420

The Department of Corrections is authorized by Chapter 20.315 of the *Florida Statutes*.

The head of the department is a secretary who is appointed by the Governor. The secretary serves at the pleasure of the Governor and is subject to Senate confirmation.

The department protects the public by operating a safe, secure, humane, and efficient corrections system for adults and youthful offenders.



Florida State Archives

Governor Farris Bryant (left). Sam Banks, chairman of the Florida Citrus Commission, and Doyle E. Conner, Commissioner of Agriculture, inspect Florida's freeze damaged fruit, 1962.

Institutional, probation, and parole services are administered on a regional basis. The department is divided into four institutional regions and four probation and parole regions. The secretary appoints regional directors.

Persons tried as adults for felony offenses and sentenced to one or more years are committed to the custody of the department.

The department provided incarceration for 100,884 inmates in 2013 at 142 facilities, including major prisons, annexes, work camps, and community-based facilities. In Florida there are seven private prisons housing more than 10,000 inmates.

The department's 1,981 probation and parole officers supervise offenders placed on parole or sentenced to probation or community control. More than 145,000 offenders are supervised from the department's 130 probation and parole offices.

The department provides specialized field services and administrative support through its offices of Health Services, Support Services, and Administration.

The Parole Commission, an autonomous agency, is responsible for making decisions concerning the release of adults on parole, control release, conditional release, and conditional medical release.

The Department of Offender Rehabilitation was created in 1975 to merge the Division of Corrections with the field staff of the Florida Parole and Probation Commission. In 1978, Offender Rehabilitation was renamed Department of Corrections.

Department of Economic Opportunity

Caldwell Building

107 East Madison Street, Tallahassee, FL 32399

Phone: (850) 245-7105

www.floridajobs.org

Executive Director: Jesse Panuccio

The Florida Department of Economic Opportunity (DEO) is an executive agency of state government established in 2011 by an act of the Florida Legislature. DEO's purpose is to assist the Governor in working with the Legislature, state agencies, business leaders, and economic development professionals to formulate and implement coherent and consistent policies and strategies designed to promote economic opportunities for all Floridians.

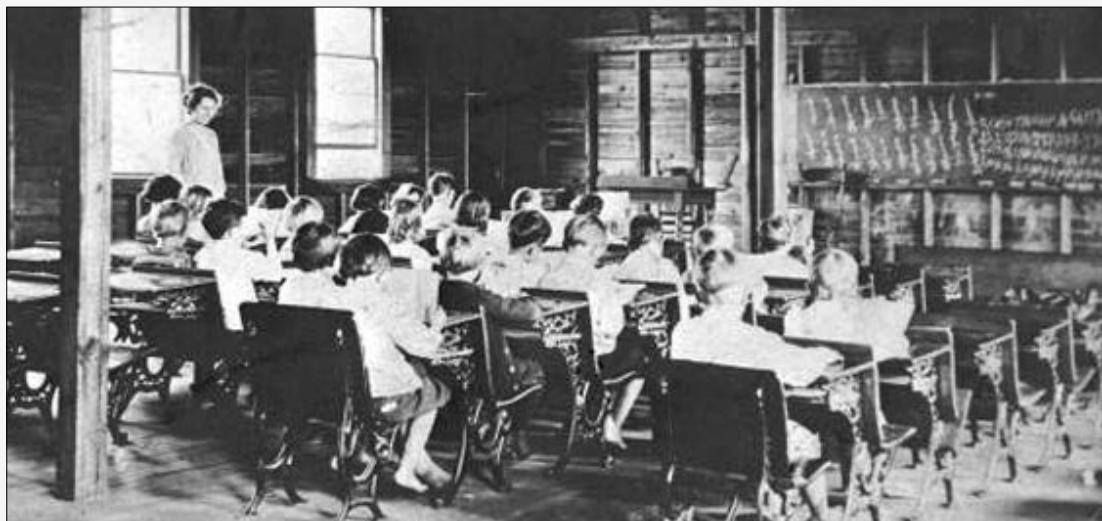
DEO is comprised of three legacy agencies and handles a broad array of responsibilities including re-employment assistance, labor-market analysis and forecasting, community development and planning, granting and monitoring of economic incentives, and monitoring of regional workforce boards. The agency has 1,600 employees. There are three divisions of the department: Division of Strategic Business Development, Division of Community Development, and Division of Workforce Services.

The Division of Strategic Business Development analyzes and evaluates business prospects, administers tax refunds, tax credits, and grant programs that have been created in law. The division is also responsible for developing measurement protocols for state incentive programs.

The Division of Community Development is responsible for assisting local governments and their communities in finding creative planning solutions to foster healthy economic communities. The division is also responsible for administering state and federal grant programs to provide community development and project planning activities to maintain viable communities, revitalize existing communities, and expanding economic development and employment opportunities.

The Division of Workforce Services ensures that the state appropriately administers federal and state workforce funding. Workforce Services is responsible for administering the Re-employment Assistance program.

DEO promotes economic opportunities for all Floridians by forming and implementing successful workforce, community, and economic development policies and strategies. DEO's overall goal is to increase Florida's global competitiveness as a destination for business, capital, talent, innovation, and entrepreneurship. This is possible by promoting Florida as the number one world destination of choice for business and industry and facilitating business development through the delivery of world class customer service. DEO works in partnership with Enterprise Florida Inc. and Workforce Florida Inc. to attract, retain, and grow businesses while creating jobs in Florida.



Florida State Archives

*Elementary school class
of Eva Wooten, Cocoa,
1912.*

Department of Education

325 West Gaines Street, Suite 1514, Tallahassee 32399-0400

Phone: (850) 245-0505 Fax: (850) 245-9667

www.fl doe.org

Commissioner: Pam Stewart (Interim)

History

The Department of Education's origin as a state agency began with the Office of the Superintendent of Public Instruction, created in the Florida Constitution in 1885 (effective, 1887). Governance, responsibilities, and organization have changed several times since then. As a result of the constitutional amendment passed by the voters in 1998, sweeping changes were made to the structure of the education system. In 1998, Floridians chose to replace the statewide-elected Commissioner of Education with an appointed commissioner, moving the department under the general authority of the Governor. The effective date for the transfer was January 2003. The amendment also changed the department's composition, creating a seamless system of education in Florida. All public educational entities, from kindergarten through graduate school, were brought together under the same governance organization.

Agency Head

The State Board of Education serves as the head of the agency. The Governor appoints the seven board members to staggered 4-year terms subject to confirmation by the Senate. The Commissioner of Education is appointed by the board and serves as the agency's executive director.

Legal basis

Article IX, Section 2 of the Florida Constitution, and section 20.15 of the *Florida Statutes*, which became effective in January 2003, establish and guide the department.

Powers and Duties

The State Board of Education is the chief implementing and coordinating body of public education in Florida and is responsible for the improvement of Florida's school system. Statutorily, the board is required to focus on high-level policy decisions. The board has rule-making authority and may delegate its general powers to the Commissioner of Education or the directors of the divisions of the department. (For specific information on powers and duties, see Chapters 1000-1013 of the *Florida Statutes*.)

Organization

Programmatic:

Pursuant to s. 20.15(3), F.S., the Department consists of the following divisions: Public Schools (which includes teacher recruitment and certification); Florida Colleges; Accountability, Research and Measurement; Vocational Rehabilitation; Career and Adult Education; Finance and Operations; and Blind Services. Division directors are appointed by the Commissioner of Education subject to the approval of the State Board of Education. Divisions are charged with ensuring the greatest possible coordination, efficiency, and effectiveness of education for students in Florida's K-20 system.

Operational:

The operations of the department are administered by the Chief of Staff who oversees three support functions: Administrative (personnel, contracts, purchasing, employee development and training); Technology (all computer services including the state-wide educational network and technical assistance with all teacher and classroom-related software programs); and Finance (K-20 budget, student financial aid, school facilities, and federal programs such as free/reduced lunch).

Commissioner's Office:

The offices of the general counsel and inspector general report directly to the commissioner. Other functions housed within the Commissioner's Office include governmental relations, Articulation, Commission for Independent Education, Independent Education and Parental Choice, and Communications and Public Affairs. All report to the Chief of Staff.

During reorganization to a K-20 structure, data collection and analysis for all sectors were moved into a new work unit called Accountability, Research and Measurement (ARM). ARM is responsible for Student and School Assessment and Performance, Education Information, and Accountability.

General Information

According to data released by the Florida Department of Education in November 2012, approximately 2.7 million students were enrolled in Florida's PK-12 public schools during school year 2012-13. An additional 396,224 students were listed as home schooled or enrolled in private schools. White students made up 41.6 percent of the student body. The racial makeup of the balance was: 23.0 percent Black or African American; 29.3 percent Hispanic/Latino; and 6.1 percent other races. In 2011-12, the state awarded 147,230 standard high school diplomas.

In 2012-13, Florida had a total of 4,271 PK-12 public schools. The PK-12 system included 194,008 instructional staff in 2012-13. Included in that category are classroom teachers, media and library specialists, and guidance counselors.

The average Florida teacher has been in the classroom almost 12 years. Over 35 percent had advanced degrees (more than a baccalaureate degree) in 2011-12.

Florida surveys high school seniors each year to find out their post-secondary plans. In 2011-12, 53 percent of those responding said they were planning to attend a Florida public college or university. About 3 percent planned to attend a technical or trade school.

Post-secondary Education:

A multitude of post-secondary opportunities are available in Florida. The state has 12 public universities, 27 private colleges and universities, 28 public colleges, and 38 public vocational-technical centers. In addition, the Department of Education licenses several hundred for-profit institutions that offer career training, specialized certification, vocational programs, and an adult education curriculum.

Florida's college system dates from 1933 when Palm Beach Junior College was established as a public two-year college. In response to a State Board of Education recommendation in 1957, the Florida Legislature implemented a master plan designed to provide access to community colleges for 99 percent of the state's population. This, of course, was before the Internet and the availability of distance learning, when access meant the physical commute to college. Pasco-Hernando Community College, which opened in 1972, was the completing link in the implementation plan. In 2011-12, colleges reported approximately 900,000 enrolled students. System-wide, 105,798 degrees were granted. In fall 2012, 37 percent of students were full-time and 63 percent were part-time students. The average age of these students was 26.

The public university system in Florida dates to 1905 when the Florida Legislature consolidated the public post-secondary institutions into what today are Florida A&M University, Florida State University, and the University of Florida. Today, 12 institutions comprise the state's university system. Combined enrollment headcount for fall 2012 was 334,989. The total degrees awarded in 2011-2012 was 79,322.

During the education reorganization that resulted from the 1998 constitutional amendment, the Board of Regents was abolished and university governance was devolved to the university boards of trustees, with high-level issues moved to the State Board of Education. However, in 2002, the voters created a 17-member Board of Governors that gave State University System governance to the new board.

Florida's private colleges and universities are not part of the formal governance system. However, the private institutions have a highly developed partnering relationship with both community colleges and state universities that is designed to maximize baccalaureate production. Some of Florida's oldest and well-known institutions are private, including Florida Southern College, established in 1855, and the University of Miami.

Branch campuses, off-campus centers and instructional sites, partnering with other institutions, and course work available via the Internet, have allowed Floridians a level of access to higher education that is greater than ever before in the history of the state.

Department of Elder Affairs

4040 Esplanade Way, Tallahassee 32399-7000

Phone: (850) 414-2000 Fax: (850) 414-2004

information@elderaffairs.org

www.elderaffairs.state.fl.us

Secretary: Charles T. Corley

With approximately 4.45 million residents age 60 and older, Florida currently ranks first in the nation in the percentage of its citizens who are elders, and will continue to do so for the foreseeable future. Currently, elders make up 24 percent of the state's population, and this is expected to grow to 35 percent by 2030. There are more than 1.7 million Floridians age 75 and older, and the population group 100 and older is Florida's fastest growing age group by percentage. With more elders living within our borders than the populations of 17 other states and the District of Columbia combined, Florida's future is linked to the financial, health and physical security of its elder population.

The department provides most services through its Division of Statewide Community-Based Services, which works through the state's eleven Area Agencies on Aging and local service providers to deliver essential services to a vital segment of the population. The department also directly administers a wide range of programs, ranging from the Long-Term Care Ombudsman Program, Statewide Public Guardianship Office

and Communities for a Lifetime to SHINE (Serving Health Insurance Needs of Elders), and CARES (Comprehensive Assessment and Review for Long-Term Care Services).

The department recognizes that individuals age differently, and therefore the state's residents don't each need the same kind of care or services as others the same age. Some individuals may suffer from chronic conditions that began long before they reached age 60, while others may be able to live their entire lives without ever needing long-term medical or social services. One of the department's highest priorities is reducing the need for many elders to be placed in nursing homes and other long-term care facilities.

Ultimately, the goal is to efficiently use resources to ensure that the greatest number of elders possible get to spend their golden years living healthy, active, and fulfilling lives in their communities.

Mission Statement: To foster an environment that promotes well-being for Florida's elders and enables them to remain in their homes and communities.

Vision: All Floridians aging with dignity, purpose, and independence.

Department of Environmental Protection

3900 Commonwealth Boulevard, Tallahassee 32399-3000

Phone: (850) 245-2118 Fax: (850) 245-2128

www.dep.state.fl.us

Secretary: Herschel T. Vinyard, Jr.

The Department of Environmental Protection has built a philosophy centered on respect for scientific and legal integrity. The department serves the state of Florida, its environment and its residents every day by focusing on three key priorities: developing a consistent and effective regulatory process, ensuring the quality and quantity of our state's water resources, and increasing access to our award-winning state parks.

The department is comprised of the following programs: Administrative Services, Technology and Information Services, Air Resource Management, Environmental Assessment and Restoration, Recreation and Parks, State Lands, Waste Management, Water Resource Management, Coastal and Aquatic Managed Areas, Water Policy and Ecosystem Restoration Projects. Division directors serve at the pleasure of the secretary, except for the director of the Division of State Lands, whose selection by the secretary is subject to confirmation by the Governor and Cabinet, sitting as the Board of Trustees of the Internal Improvement Trust Fund.

The department is responsible for carrying out most of the environmental and natural resources laws of the state. Rules adopted by the department cover a wide range of subjects: air quality, surface and ground water quality, solid and hazardous waste, environmental cleanup, oil spill prevention and cleanup, mine reclamation, wetland protection, coastal systems, state land acquisition and management, oil and gas conservation, and management of state parks and trails.

Six district offices—Northwest in Pensacola, Northeast in Jacksonville, Central in Orlando, Southwest in Temple Terrace, Southeast in West Palm Beach, and South in Fort Myers—conduct the department's regulatory activities throughout the state. The department's regulatory program governs activities conducted



Florida State Archives

Aerial view of retirement community, Ormond Beach, 1961.

in or on waters of the state, including beaches and wetlands, requires permits for discharges to air or water, and governs the collecting, storing, transport, and disposal of solid or hazardous wastes. The Florida Geological Survey conducts research to support management of the state's natural resources. The Office of Emergency Response provides technical and on-site assistance to ensure that pollution threats to the environment and human safety are quickly addressed.

The Division of State Lands administers through leases, easements, acquisition, and sale, and reviews the management of 12 million acres of state-owned conservation and non-conservation lands. The Division of Recreation and Parks manages 161 state parks and 10 state trails.

The Office of Coastal and Aquatic Managed Areas manages Florida's 41 aquatic preserves, three National Estuarine Research Reserves, and the Florida Keys National Marine Sanctuary. The Office of Ecosystem Projects oversees the department's policy, funding, and regulatory responsibilities to improve water quality and restore water flows to the Everglades. The Office of Water Policy coordinates closely with the state's five water management districts to address statewide water management and water supply issues. The department also exercises general supervisory authority over the water management districts.

In 1975, the Department of Air and Water Pollution Control became the Department of Environmental Regulation. In 1993, the Department of Environmental Regulation and the Department of Natural Resources merged to become the Department of Environmental Protection.



Florida State Archives

Seascape view of the Everglades, 1977.

Fish and Wildlife Conservation Commission

102 Farris Bryant Building, 620 South Meridian Street, Tallahassee 32399-1600

Phone: (850) 488-4676 Fax: (850) 488-6988

www.myfwc.com

Executive Director: Nick Wiley (850) 487-3796

Assistant Executive Director: Greg Holder (850) 487-3796

Chief of Staff: Karen Ventimiglia (850) 487-3796

The Fish and Wildlife Conservation Commission (FWC) is governed by a board of commissioners, appointed by the Governor and confirmed by the Senate, to serve 5-year terms on a staggered basis. Commissioners select the executive director, who serves at their pleasure.

Major divisions within the agency include Law Enforcement, Freshwater Fisheries Management, Marine Fisheries Management, Habitat and Species Conservation, Hunting and Game Management, and the Fish and Wildlife Research Institute.

It is a matter of law in Florida that the people who live here own the state's fish and wildlife. Floridians traditionally love nature, and they have entrusted the FWC to manage the living resources that lend such natural wealth to the lifestyle people enjoy here.

The FWC relies heavily on public input and science in making management decisions concerning fish and wildlife. Five regional offices in Panama City, Lake City, Ocala, Lakeland, and West Palm Beach frequently conduct public workshops and invite interested individuals and organizations to share their perspectives regarding conservation issues such as hunting and fishing bag limits, open seasons, and other matters.

Workshops are particularly important in the decision-making process regarding commercial fishing, since people's livelihoods are at stake, and the fisheries are vulnerable to natural and man-made hazards.

Florida offers a variety of recreational endeavors for nature lovers, and the FWC manages millions of acres of wilderness areas and waters for wildlife watchers, hikers, horseback riders, all-terrain vehicle riders, campers, canoeists, kayakers, boaters, water-skiers, divers, and many others.

The agency employs hundreds of scientists in its divisions and in the Fish and Wildlife Research Institute in St. Petersburg. Scientists work in the field and in labs, piecing together the latest data to arm FWC commissioners with the facts they need to balance protection of nature with public access. In many areas of research and management, the FWC sets the standard for other fish and wildlife agencies throughout the world.

FWC law enforcement officers have a proud tradition of courage and dedication in patrolling Florida's wilderness areas and protecting the resources that make this state such an enviable place to live. The agency's officers are highly trained and uniquely equipped to carry out search-and-rescue operations in wilderness areas and to provide homeland security facilities that would otherwise be vulnerable to attack from waterways or undeveloped lands.

Technology is the key to modern resource law enforcement, and FWC officers have access to state-of-the-art forensic science experts, satellite tracking technology, night-vision equipment, and many other modern wonders to boost their effectiveness.

The FWC prides itself in maintaining open lines of communication with stakeholders and the general public. Commission meetings are open and they take place in locations throughout the state to ensure everyone has an opportunity to address the Commission, in person, on conservation issues.

In addition, the FWC offers free courses in hunter safety and boating safety and offers outreach programs to encourage women and children to take up outdoor endeavors like hunting and fishing.

A 1998 constitutional amendment, implemented by the Legislature in 1999, formed the Fish and Wildlife Conservation Commission by combining the Game and Freshwater Fish Commission with the Marine Fisheries Commission.

Department of Health

4052 Bald Cypress Way, Bin #A00, Tallahassee 32399-1701

Phone: (850) 245-4444 Fax: (850) 487-4574

www.doh.state.fl.us

State Surgeon General / State Health Officer: John H. Armstrong, M.D., F.A.C.S., F.C.C.P.

The Department of Health is Florida's state agency dedicated to protecting, promoting, and improving the health of all people in Florida. Established by the Florida Legislature in 1996, the department traces its roots to the creation of the Florida State Board of Health in 1888. The department is an executive branch agency, established in section 20.43 of the *Florida Statutes*. The department is led by a State Surgeon General, who serves as the State Health Officer, and is directly appointed by Florida's Governor and confirmed by Florida's Senate.

The department has three deputy secretaries that oversee all of its business and programmatic operations. The department is comprised of a central office in Tallahassee, with statewide responsibilities; Florida's 67 county health departments; 22 Children's Medical Services area offices; 12 Medical Quality Assurance regional offices; nine Disability Determinations regional offices; and four public health laboratories. Facilities for the 67 county health departments (CHDs) are provided through partnerships with local county governments. CHDs provide a variety of services, and range from small to large in location size.

The department carries out its work through an internal structure of nine divisions:

- Division of Community Health Promotion
- Division of Disease Control and Health Protection
- Division of Emergency Preparedness and Community Support
- Division of Medical Quality Assurance
- Division of Children's Medical Services
- Division of Disability Determinations
- Division of Public Health Statistics and Performance Management
- Division of Information Technology
- Division of Administration

The department monitors the health status of Floridians; identifies, diagnoses, investigates and treats health problems; and mobilizes local communities to address health-related issues. The department formulates policies and plans that support public health goals, enforces laws and regulations necessary to protect the public's health, links people to needed health care services, and provides services locally where necessary. The department licenses and regulates health care practitioners, and provides medical disability determinations. In addition, the department has statewide and local responsibilities in the area of disaster preparedness and response, and provides specialized assistance to pregnant women, infants, and children with special health care needs.

The department also serves as the state's official registrar for all vital records and the statewide repository for aggregate health related data accumulated by Florida's state agencies. The department's public health pharmacy distributes and dispense drugs and nutritional supplements for the treatment of sexually transmitted diseases, epilepsy, tuberculosis, HIV/AIDS, diabetes, and rabies; prevention of PKU (phenylketonuria); family planning (contraceptives and devices); and general clinic drugs for county health departments in both bulk and patient specific prescription formats. Additionally, the department is also responsible for the procurement, management, and distribution of the Public Antiviral Stockpile, chemical and radiological antidotes, and mass prophylaxis antibiotics. The department also has a large base of emergency preparedness related assets, including equipment, vehicles, mobile medical clinics, and communications infrastructure.

Through its network of county health departments and a number of community-based clinics across the state, for example, the department provides direct clinical and case management services to a variety of clients, including the medically indigent and those who do not have health insurance, utilizing a sliding fee scale to determine costs. While there is limited competition with other clinical providers serving the insured, the department's providers offer sliding-scale fees for those who otherwise cannot afford care. Clinical providers are attentive to the needs of certain populations, such as older adults, women, children, and disabled persons, and are committed to providing linguistically and culturally competent services to all clients.

The scope and complexity of current health problems continue to present formidable challenges for Florida. A number of factors confront the state in meeting the health needs of its residents and visitors. These include the growth and diversity of Florida's population; the ongoing threat of infectious diseases, such as Influenza, HIV/AIDS, and Tuberculosis; the large number of substance abusers, including children and adults who use tobacco and consume alcohol; and the ever-present threat of natural or man-made disasters.



Florida State Archives

Doctors in Dade County to help victims of Hurricane Andrew, November 1992. On August 24, 1992, Hurricane Andrew struck southern Florida. An estimated 180,000 persons were left homeless; insured damages were estimated at \$15.5 billion and total damages at more than \$30 billion. During November 3-13, to help prioritize health needs and direct public health resources, the Dade County Public Health Unit of the Florida Department of Health and Rehabilitative Services conducted a survey to assess health needs and the availability of health-care services during the recovery phase with funds provided by the Federal Emergency Management Agency (FEMA).

Also of critical importance is the unequal burden of disease based on socio-economic status and race. The system faces wide disparities in health status, with minority populations bearing a disproportionate burden of disease. Current national health care reform efforts and Medicaid changes will also affect the public health system in Florida.

The department uses community-focused strategies to provide the tools, planning support and policy direction communities need in order to address the challenges presented by a broad spectrum of public health issues. The department is diligent in its responsiveness to a rapidly changing health and societal landscape, including demands for increased accountability for public agencies, rapid technological and medical advances, escalating health care costs, and managed care within the framework of economic realities. The department maintains a continual readiness stance in order to address new or resurfacing health problems, diseases, or disasters.

Department of Juvenile Justice

2737 Centerview Drive, Tallahassee 32399-3100

Phone: (850) 488-1850

www.djj.state.fl.us

Secretary: Wansley Walters

The Department of Juvenile Justice (DJJ) was established by the Juvenile Justice Act of 1994 and is guided by Chapters 984 and 985 of the *Florida Statutes*. The secretary of the department is appointed by the Governor to lead the agency. The secretary shares leadership duties with a deputy secretary.

The mission of DJJ is “to increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.” DJJ is focused on ensuring Florida’s at-risk and troubled youth have access to the right services, at the right place, in the right way, and at the right time to best meet the needs of youth, families, and communities and, with the help of meaningful partnerships throughout the state, provides a full continuum of programs and services. With the creation of its Roadmap to System Excellence in 2011, DJJ has placed an increased emphasis on front-end services to help Florida’s youth avoid involvement with the juvenile justice system, or further progression within it, and enable them to make the most of their futures while also saving taxpayer dollars.

The department is comprised of core programs: Prevention Services, Probation and Community Intervention Services, Detention Services, and Residential Services. Supported by an administrative unit, these programs are delivered throughout the state by more than 3,500 employees and well over 300 private providers.

Prevention Services offers voluntary crime prevention programs to help youth who are displaying “warning signs” of trouble get on the right track and avoid the juvenile justice system. This includes Children In Need of Services (CINS)/Families In Need of Services (FINS), which assists homeless, runaway, and troubled youth between 10 and 17 years of age and their families through an array of services, such as shelter, non-residential counseling, and case management. These programs also specialize services for females between 12 and 17 years of age, helping them set and achieve academic goals and prepare for careers.

Probation and Community Intervention Services staff are typically the first DJJ employees a youth encounters following arrest because they are responsible for intake—the entry point for all juveniles referred to DJJ for a delinquent act. A critical component of intake is screening; every youth is screened to assess their individual needs and determine the most appropriate treatment and intervention plan. Based on information from the arresting law enforcement officer and interviews with the victim, youth, youth’s family, and other sources, DJJ makes a recommendation to the state attorney and the juvenile court regarding appropriate sanctions and services. Some youth receive diversion, which consists of low-cost, community-based programs that administer sanctions and treatment while keeping less serious and early offenders out of the judicial

system. Youth may also be court-ordered onto probation in lieu of commitment to DJJ or upon completion of a residential placement, and given comprehensive transitional services while under supervision.

Detention Services is responsible for the care and custody of youth who have allegedly committed new crimes and are considered a risk to public safety or risk to show up for their court date and/or youth who are awaiting court action or placement in a residential commitment program. While in detention, DJJ addresses each youth's medical, mental health, and educational needs. Youth appear before the court within 24 hours of being taken into custody, at which time a juvenile judge determines whether there is a need for continued detention. Generally there is a 21-day limit to secure detention, but those charged with serious offenses can be held up to 30 days; the average length of stay is 11 days. Certified juvenile detention officers provide direct supervision and care of the youth in 21 state-operated secure detention facilities around the state.

Residential Services provide continued care for youth committed to DJJ's custody. In Florida, only a judge can place a youth into a residential program, but DJJ's commitment manager works closely with each youth's probation officer to recommend to the court the most appropriate residential commitment level and placement. Residential programs are classified by risk levels: low, moderate, high, or maximum risk. Residential commitment is for an indeterminate period of time; each youth must complete an individually-designed treatment plan based upon his or her rehabilitative needs in order to be released. Each youth receives educational and vocational services, as well as behavioral health, mental health, substance abuse, and sex offender treatment as needed. Effective July 1, 2013, all of DJJ's residential facilities are operated by private providers.

The department's local jurisdictional boundaries are the same as Florida's 20 judicial circuits. Each circuit has a chief probation officer to supervise the juvenile probation officers and function as the department's key local contact on juvenile justice issues.

The 1994 Legislature took action to reduce the scope of authority of the then-present Department of Health and Rehabilitative Services. The Child Support Enforcement Program was transferred to the Department of Revenue and a new Department of Juvenile Justice was created to handle delinquency programs. These changes were in addition to the 1992 restructuring initiatives, which established the Agency for Health Care Administration as administered by the Department of Business and Professional Regulation. Health care regulatory activities and the Medicaid Program were transferred to this new entity, thus reducing the size and diversity of the Department of Health and Rehabilitative Services, which, in 1996, was split into the Department of Health and the Department of Children and Families.

Department of the Lottery

250 Marriott Drive, Tallahassee 32399-4000

Phone: (850) 487-7777 Fax: (850) 488-8049

www.flalottery.com

Secretary: Cynthia O'Connell

The Florida Lottery was created in 1987 by the Florida Public Education Lottery Act. The Act implemented Article X, Section 15 of the Florida Constitution, which was adopted by the people of Florida in the 1986 General Election.

The purpose of the act is to implement the constitutional provision "in a manner that enables the people of the state to benefit from significant additional moneys for education and also enables the people of the state to play the best lottery games available."

The act states the legislative intent as follows: that the net proceeds of the lottery games be used to support improvements in public education and not as a substitute for existing resources for public education; that the games be operated by a department that runs as much as possible in the manner of an entrepreneurial business enterprise; that the department be self-supporting and revenue-producing; and that the department

be accountable to the Legislature and the people of the state.

The head of the department is the Secretary of the Lottery, who is appointed by the Governor, subject to confirmation by the Senate. The Florida Lottery began ticket sales on January 12, 1988, with the “Millionaire” Instant Lottery game. The Lottery introduced computerized, on-line Lottery games in April 1988. The Lottery joined the Multi-state Lottery Association (MUSL) and launched POWERBALL® in early January 2009. Since inception, the Florida Lottery has contributed more than \$25 billion to the Educational Enhancement Trust Fund (EETF).

Department of Management Services

4050 Esplanade Way, Tallahassee 32399-0950

Phone: (850) 488-2786 Fax: (850) 922-6149

www.dms.myflorida.com

Secretary: Craig J. Nichols

The Department of Management Services has a governor-appointed secretary who oversees human resource management, retirement, health and insurance benefits, the People First human resource management system, real estate management, state purchasing, telecommunications, and other specialized services including fleet management and private prison monitoring. Its role is to “serve those who serve Florida” by supporting state and local government so they can focus on their core missions.

Successfully delivering quality products and services allows all levels of government to better serve the citizens of Florida. The Department of Management Services brings value by:

Managing human resource policies, procedures, and data systems for those who work in public service; Overseeing retirement operations for those who currently or previously worked in public service;

Providing health and benefit options for public servants; Maintaining a portion of the state-owned real estate pool where agencies serve citizens; Providing specialized services through fleet management and private prison oversight; Operating the purchasing Web portal for government buyers at all levels;

Negotiating savings on behalf of state agencies through state term contracts; and

Negotiating telecommunication services for government and non-profit organizations at a fraction of the cost.

The Department of Administration and The Department of General Services were joined to become Management Services in 1992.

Department of Military Affairs

82 Marine Street, Post Office Box 1008, St. Augustine 32085-1008

Phone: (904) 823-0364 Fax: (904) 823-0125

<http://dma.myflorida.com>

The Adjutant General: Major General Emmett R. Titshaw, Jr.

The Department of Military Affairs was established by Chapter 250.05 of the *Florida Statutes*. The head of the department is the Adjutant General who is appointed by the Governor and confirmed by the Senate.

The department manages and supports the Florida National Guard and operates within the policy guidance and fiscal framework of both state and federal authorities. The Florida National Guard is composed of Army and Air Force Guard units, manned largely by citizen soldiers and airmen. A full-time complement of departmental Guard personnel, federal technicians, and state employees support the citizen force.

The department is comprised of the following sections: the Joint Force Headquarters Command Element; the Deputy Chiefs of Staff for Personnel, Logistics, Operations and Information Management; the

Joint Director of Military Support; the Human Resources Office; the Construction and Facilities Management Office; the United States Property and Fiscal Office; the State Quartermaster; the State Aviation Office; and Staff Office – Air National Guard.

The department's mission is to: provide ready units and personnel to support the national security objectives of the United States; protect life and property; to preserve peace, order, and public safety; and contribute to such national and local programs that add value to the nation and state. (Title 32, U.S. Code) The adjutant general, along with assistant adjutants general for Army and Air Force, and headquarters staff, provide direction and oversight to four U.S. Army Guard Major Commands and one U.S. Air Guard Wing located in Florida. These commands are prepared to provide trained and qualified individuals and units for federal or state service. When exercised in their federal role, Florida Guard units train, mobilize, deploy, and operate as part of the U.S. Army and U.S. Air Force. The Florida Air National Guard has a day-to-day air sovereignty mission for the Eastern Seaboard of the United States, maintaining aircraft armed and ready for immediate commitment, on a 24-hour alert status. In carrying out their state role, Florida Guard units respond to the need of Floridians in crisis. This effort involves the commitment of units, personnel, and equipment to natural disaster, civil unrest, drug interdiction, and drug demand reduction requirements.

Department of State

R. A. Gray Building, 500 South Bronough Street, Tallahassee 32399

Phone: (850) 245-6500

www.dos.state.fl.us

Secretary of State: Ken Detzner

The Florida Department of State was created by section 20.10 of the *Florida Statutes*. The Secretary of State is the custodian of the State Constitution; the Great Seal of Florida; original laws, statutes and resolutions of the Legislature; and all official public records. The Secretary oversees the operation of several divisions: Corporations, Elections, Administrative Services, Cultural Affairs, Historical Resources, and Library and Information Services.

The Secretary of State is recognized nationally and internationally as the “keeper of records” and the authenticity verification official. Located in the Department of State, the Division of Corporations instills confidence, encourages investments, and drives business activity. To ensure accountability and to prevent misrepresentation within Florida’s business environment, individuals and groups from all facets of life rely on the division’s services, i.e., the general public, businesses, law enforcement, the legal community, the banking industry, and other governmental agencies.

The Division of Corporations serves as the state’s central repository for a number of commercial activities that include a variety of business entity filings such as profit and not-for-profit corporations, limited liability companies, limited partnerships, trade and service mark registrations, federal lien recordings, judgment lien filings, uniform commercial code financing statements, fictitious name registrations, notary commissions, and cable and video service franchises. The division also provides Apostilles, records certifications, and document authentications. The division renders two broad functional services: (1) formalizes the legal standing of a business or activity by accepting and indexing the filings or registrations, and (2) supplies information and certification regarding the filings and activities of record. These essential government services are performed by a filing bureau (Bureau of Commercial Recording) and an information bureau (Bureau of Commercial Information Services).

The Division of Elections performs the following functions: provides advisory opinions, interpretation, and guidance to the counties, candidates, and political entities on the state’s election laws and procedures; adopts and enforces rules to ensure uniform standards for the proper and equitable implementation of election law; administers the federal grants under Help America Vote Act (HAVA) and Health and Human Services (HHS); certifies new and updated voting systems to be used in the state; provides technical assistance

to the supervisors of elections on voting systems; supervises and observes registration and election processes, governs the access, use, and operation of the statewide voter registration system; provides voter registration services including entering new registrations and updates; investigates (in conjunction with supervisors of elections) the continuing accuracy and eligibility of voter information in registration rolls; monitors the activities of special voter registration entities (such as designated voter registration agencies and third-party voter registration organizations) governed under state and/or federal laws; provides voter assistance including education and the investigation of complaints related to fraud, irregularity or non-compliance with registration, voting and citizen's initiative and candidate petition processes; compiles and/or furnishes statistical data relating to registration, voter information, voting history, election returns, and results; facilitates supervisor of elections' administrative reporting duties including election results for federal, state, county, and special district elections; processes all required filings for candidates, political committees, and parties; reviews campaign treasurer reports for completeness and compliance; serves as liaison with the Legislature and Office of the Governor on certifications of elected and appointed offices; oversees Spanish translation of constitutional amendments; and coordinates the citizens' initiative petition process, and the ballot position process for legislatively proposed constitutional amendments and citizens' initiatives.

The Division of Cultural Affairs is the designated state arts agency which administers programs that benefit artists, cultural organizations, and Florida's cultural constituents, as well as overseeing the Museum of Florida History. Grants are awarded annually to support cultural activity and programming, as well as programs for construction and renovation of cultural facilities. In addition to grants programs, the division administers promotional programs that recognize notable contributions to Florida culture, such as the Florida Artists Hall of Fame and various exhibition programs. The division also produces an electronic newsletter which is distributed to artists, cultural organizations, and other interested parties to provide them with state, regional, and national arts-related information and provides webinars on topics such as ADA compliance, grant writing and reporting.

The division administers the following grant programs and services: Cultural and Museum Grants (including arts in education and underserved communities projects), State Touring Program, Cultural Facilities Program, Cultural Endowment Program, Individual Artist Fellowship Program, Florida Artists Hall of Fame, Poetry Out Loud, Capitol Complex Exhibitions, Art in State Buildings and professional development workshops for established Florida artists.

The Secretary of State serves as Florida's Chief Cultural Officer (s. 15.18, F.S.). The Florida Council on Arts and Culture, an advisory group to the Secretary, recommends grant funding and encourages cultural development statewide.

The Museum of Florida History, managed by the division, collects, preserves, exhibits, and interprets evidence of past and present cultures in Florida, and promotes education and appreciation of our heritage. The programs offered by the Museum of Florida History served more than 400,000 people.

The Division of Historical Resources has two major program areas: historic preservation and archaeological research. The Bureaus of Historic Preservation and Archaeological Research protect and document



Architectural drawing by Fletcher and Valenti

Architectural drawing of R.A. Gray building, Tallahassee, which houses the Department of State.

Florida's historic buildings and archaeological sites, including underwater sites.

The Bureau of Historic Preservation administers a Historic Preservation Grants-in-Aid Program and the Florida Main Street Program (a downtown revitalization effort that emphasizes preservation and rehabilitation of traditional commercial areas of our cities) as well as the Florida Folklife and State Historical Markers Programs, the Florida Master Site File, and the Compliance Review program, which reviews development projects for their impacts on prehistoric and historic sites. The nomination of historic resources in Florida for listing in the National Register of Historic Places is a function of the State Historic Preservation Officer. National Register nominations are reviewed and recommended by the Florida National Register Review Board before forwarding to the Keeper of the National Register in Washington, D.C. The Certified Local Government (CLG) Program links three levels of government—federal, state, and local—into a preservation partnership for the identification, evaluation and protection of historic properties. Designation as a certified local government, either as a municipality or a county, makes historic preservation a public policy through passage of a historic preservation ordinance. The Florida Master Site File is the state's inventory of known archaeological and historical sites.

The Florida Folklife Program documents and presents the folklife, folklore, and folk arts of the state through programs such as the Florida Folk Heritage Awards, Folklife Apprenticeships, and an annual survey of traditional culture.

The Bureau of Archaeological Research provides leadership in the identification, preservation, and interpretation of archaeological sites, primarily on state owned lands. Staff provide technical assistance, and conduct training courses. The underwater archaeology program manages the state's historic shipwreck sites, the Underwater Archaeological Preserves, and the Florida Panhandle Shipwreck Trail. The Bureau also operates a Conservation Laboratory which specializes in the cleaning and conservation of metal and wooden artifacts, including very large objects such as dugout canoes, cannons, and anchors.

A State Historic Preservation Officer is designated by the Governor. The Florida Historical Commission serves in an advisory capacity to the director of the Division of Historical Resources to assist the director in carrying out the purposes, duties, and responsibilities of the Division.

The Division of Library and Information Services is the information resource provider for the Florida Legislature and state agencies. It functions to: coordinate and fund public libraries; implement statewide reading, information, and literacy initiatives; provide records management services; and collect, preserve, and make available the published and unpublished documentary history of the state. The division contributes to enhanced access to information and improved quality of life for Floridians in a variety of ways, such as preserving the history of Florida's government and people—the division's extensive holdings represent one of the most comprehensive collections about Florida and Floridians in existence, including items covering Florida's past, present, and future.

The State Archives of Florida collects and preserves the historically significant records of the state. Historic treasures in the archives' collection include Florida's first constitution and the state's Ordinance of Secession.

The State Library of Florida collects and maintains the published history of Florida's state government. Its collection includes publications by state agencies dating from the territorial days to the present.

Managing Government Records: The division helps state and local governments manage records through services including training, technical assistance, and records storage. Through records management practices, Florida's government agencies save millions each year in cost avoidance.

Supporting Florida's Public Libraries: Floridians depend on their local public libraries to meet their information, education, business, and recreation needs. The division supports the efforts of Florida's libraries to develop and enhance their services to citizens.

The division administers federal and state grant funds each year to support the establishment, expansion, and improvement of library service in Florida.

The division provides vital information to library staff members statewide through workshops, semi-

nars, conferences, and one-on-one consultation, enabling them to serve citizens more efficiently and effectively.

Enhancing Floridian's Access to Information: The division continues to seek ways to improve the availability of information resources for Florida's citizens. As a result of these efforts, citizens statewide benefit from the division's services through on-line access to key resources.

The Florida Electronic Library provides access to convenient, reliable information free of charge to any Florida resident with a public library card, and can be accessed from any home, workplace, public school, or public library in Florida, 24 hours a day, and seven days a week.

The Florida Memory Project provides researchers, teachers, and students of all ages with worldwide, around-the-clock access to significant records from the collections of the State Archives, including more than 178,000 photographs, images of historically significant documents, and recordings from over 50 years of the Florida Folk Festival.

Researchers worldwide have on-line access to the catalogs of the State Library and the State Archives.

The Capitol Branch Library, located in the Capitol Building, provides a reference service to legislators and staff, and is a branch of the State Library.

Department of Transportation

605 Suwannee Street, Haydon Burns Building
Tallahassee 32399-0450
Phone: (850) 414-4100 Fax: (850) 414-5201
www.dot.state.fl.us
Secretary: Ananth Prasad, P.E.

The Florida Department of Transportation (FDOT) is an executive agency of the Governor. Its primary statutory mandate is to coordinate the planning and development of a safe, viable, and balanced state transportation system serving all regions of the state, and to assure the compatibility of all components, including multimodal facilities. A multimodal transportation system combines two or more modes of movement of people or goods. Florida's transportation system includes roadways, air, rail, seaports and waterways, spaceports, public transit, and bicycle and pedestrian facilities.

In developing the state's transportation network, FDOT works with its transportation partners at the federal, regional, and local levels to ensure our system is a fully integrated multimodal network moving people and goods safely and efficiently.

As Florida continues to face economic challenges, transportation continues to play an important role in the economic prosperity and future of the state.

Basic Needs

Transportation is a basic necessity of a society which directly affects our quality of life. The infrastructure and services benefit all of us regardless of our socio-economic background. Transportation connects not only the places where we live, work, and play, but also people and businesses to opportunities.

Jobs

*Every \$1 billion spent on highways enables **businesses to support 28,000 jobs**; one-third of those being in construction-related employment. Overall, employment in the transportation, trade, and utilities sectors comprises 20% of total employment in Florida.*

Economy

*Sustaining the performance of Florida's transportation system enables a strong competitive Florida economy. **All segments of the economy depend on efficient transportation** to move people and trans-*

port goods. Over the next five years the FDOT work program will increase Florida's Gross State Product by over \$11 billion in increased productivity.

Return on investment

Every dollar invested in transportation is estimated to result in a return of nearly \$5 in user and economic benefits to Florida's residents and businesses.

While FDOT's highest priorities are safety and system preservation, the Department also places great emphasis on developing the system to enhance economic opportunities and preserve the quality of our environment and communities.

Funding for the Florida Department of Transportation comes from the State Transportation Trust Fund (STTF). The STTF was established with the sole purpose of managing funds dedicated to transportation. Sources of revenue for the STTF include state fuel taxes, motor vehicle fees as well as federal funding.

The Florida Department of Transportation has been an active partner with the private sector even before the current era of “public-private partnerships” or P3’s. While ***100 percent of construction projects are contracted to the private sector, FDOT has aggressively expanded private sector participation*** in other areas such as planning, design, construction, inspection, and maintenance.

The Florida Department of Transportation takes seriously its responsibility to serve the citizens of Florida. Through innovation, creative financing and project acceleration, the Department continues to move forward with its Transportation Vision for the 21st century.

FAST FACTS (*last updated on 7/8/2013*)

- Decentralized Agency – Seven Districts and Turnpike Enterprise
- \$7.6 billion Average Annual Funding (FY 2014-18)
- Adopted Work Program (FY 2014-18)
 - Number of Projects 7,558
 - Number of Project Phases 12,306
- Areas Highly Privatized
 - Construction
 - Toll Collections
 - Design
 - Maintenance
 - Planning
- State Highways
 - 12,079 Centerline Miles
 - 6,661 Bridges
- Local Roads
 - 107,518 Centerline Miles
 - 5,051 Bridges
- Aviation
 - 129 Public Use Facilities
 - 647 Private Use Facilities
- Seaports
 - 15 Deepwater Ports
- Rail
 - 2,793 miles
 - 143 miles state owned

Agency for Health Care Administration

2727 Mahan Drive, Tallahassee 32308

Phone: 850-412-3600 Fax: (850) 922-2897

AHCA Complaint Line (888) 419-3456

www.ahca.myflorida.com

www.floridahealthfinder.gov

Secretary: Elizabeth Dudek

The Agency for Health Care Administration was established by section 20.42 of the *Florida Statutes*. The head of the Agency is the Secretary, who is appointed by the Governor. The Agency is guided by its mission of *Better Health Care for All Floridians*.

The Agency is responsible for health facilities licensure, inspection, and regulatory enforcement; investigation of consumer complaints related to health care facilities and managed care plans; the implementation of the Certificate of Need program; the operation of the Florida Center for Health Information and Policy Analysis; the administration of the Medicaid program; the administration of the contracts with the Florida Healthy Kids Corporation; the certification of health maintenance organizations; and the publishing of health care data and statistics.

The Division of Medicaid includes the bureaus of Program Analysis, Program Finance, Health Systems Development, Contract Management, Pharmacy Services, Medicaid Services, the Choice Counseling Unit, the Performance, Evaluation and Research Unit as well as staff in 11 area offices. Medicaid is responsible for administering the state's medical assistance program for low-income individuals and families. With local, state, and federal funds, Medicaid finances health care for more than 3.4 million recipients. The Agency has staff within the Division of Medicaid and in the Inspector General's Office dedicated to preventing and detecting fraud and abuse within the Medicaid program.

The Division of Health Quality Assurance includes the bureaus of Health Facility Regulation, Managed Health Care, Central Services, the Office of Plans and Construction, staff in eight area offices as well as the Florida Center for Health Information and Policy Analysis. Health Quality Assurance ensures high-quality health services through the following functions: regulating managed care providers; directing state licensure and federal certification of health care facilities; investigating consumer complaints regarding facilities and health plans; providing training to staff, consumers, and provider associations; determining the need for new health care facilities and services; and overseeing the construction of health care facilities. The Florida Center is responsible for the oversight of www.FloridaHealthFinder.gov, the promotion of the exchange of secure, privacy-protected health care information, the adoption of electronic health records among providers, and the use of personal health records by all consumers.

Agency for Persons with Disabilities

4030 Esplanade Way, Suite 380, Tallahassee, FL 32399-0950

Phone: (850) 488-4257 Fax: (850) 922-6456

Toll-Free: 1-866-APD-CARES (1-888-273-2273)

Email: APD.Info@apdcares.org

www.APDcares.org

Director: Barbara Palmer

In October 2004, the Agency for Persons with Disabilities (APD) became an agency separate from the Department of Children and Families, specifically tasked with serving the needs of Floridians with developmental disabilities of autism, cerebral palsy, Down syndrome, intellectual disabilities, spina bifida, and Prader-Willi syndrome. Prior to that time, it existed as the Developmental Disabilities Program.

The APD works in partnership with local communities and private providers to assist people who have developmental disabilities and their families. APD also provides assistance in identifying the needs of people with developmental disabilities for supports and services.

Agency Mission: The Agency Supports Persons with Developmental Disabilities in Living, Learning, and Working in their Communities.

Cabinet Entities

Department of Highway Safety and Motor Vehicles

Headquarters: Neil Kirkman Building, 2900 Apalachee Parkway, Tallahassee 32399-0500

Phone for Customer Service: (850) 617-2000 Fax: (850) 922-6274

www.flhsmv.gov

Executive Director: Julie L. Jones

The mission of the Department of Highway Safety and Motor Vehicles is to “provide highway safety and security through excellence in service, education, and enforcement.” The Florida Legislature created DHSMV in 1969 through Chapter 20.24 of the *Florida Statutes*. The Governor and Cabinet appoint the executive director of DHSMV. The executive director supervises, directs, coordinates, and administers all activities of the department. The department patrols the state’s highways; issues driver licenses, identification cards, registrations, and titles for motor vehicles, vessels, and mobile homes; and promotes a safe driving environment. The agency performs its responsibilities in partnership with numerous stakeholders, including county tax collectors and federal, state, and local law enforcement agencies.

The department encompasses the Divisions of the Florida Highway Patrol, Motorist Services, and Administrative Services, which, along with the Information Systems Administration and many other areas, support the mission of the agency. The department’s duties, responsibilities, and procedures are mandated through chs. 316, 317, 318, 319, 320, 321, 322, 323, 324, 328, 488, F.S., and ss. 627.730–627.7405, F.S., and Chapter 15-1 of the Florida Administrative Code.

The Division of the Florida Highway Patrol promotes a safe driving environment through proactive law enforcement and public education. The Patrol’s values of courtesy, service, and protection guide troopers, who work the state’s highways and roadways. The Patrol also utilizes an all-volunteer reserve and auxiliary program to enhance service delivery.

The Division of Motorist Services handles all credentialing, compliance, and customer service activities for driver licenses, identification cards, registrations, and titles for motor vehicles, vessels, and mobile homes. Related services include maintaining records, checking insurance, sanctioning violators, monitoring commercial carriers, and licensing all recreational vehicle and manufactured home dealers, manufacturers, importers, and distributors. DHSMV is also responsible for inspecting mobile home manufacturing plants. The division also directs a network of field offices and tax collector agent offices throughout the state.



Photo by Mark T. Foley

State Trooper Mark Freeman relates a few humorous stories of the public's reaction to the Trans Am in which he patrols the highways, Tallahassee, 1983. The Florida Highway Patrol had just launched a fleet of some 40 new high performance Ford Mustangs.

The Division of Administrative Services is responsible for all administrative functions of the DHSMV including accounting, budgeting, purchasing, and facilities. The Information Systems Administration supports the mission of the department by planning, developing, and implementing all information technology, systems, and services for the department's operational divisions.

Other areas of the agency include financial management, communications, legislative affairs, legal, administrative reviews, cyber security, human resources, training, strategic planning, performance management, program planning, office of the Executive Director, and the Inspector General's office.

Department of Law Enforcement

Post Office Box 1489, Tallahassee 32302-1489

Phone: (850) 410-7000 Fax: (850) 410-7022

www.fdle.state.fl.us

Commissioner: Gerald M. Bailey

The Florida Department of Law Enforcement (FDLE) was created by section 20.201 of the *Florida Statutes*. FDLE is headed by an executive director, or commissioner, who is appointed by the Governor, approved by the Cabinet, and confirmed by the Senate.

FDLE's mission is to promote public safety and strengthen domestic security by providing services in partnership with local, state, and federal criminal justice agencies to prevent, investigate, and solve crimes while protecting Florida's citizens and visitors. FDLE employs about 1,700 people statewide and in 2011-2012 had an operating budget of \$282 million. Its responsibilities are articulated in ch. 943, F.S., and Chapter 11 of the Florida Administrative Code.

FDLE is composed of five programs: Executive Direction and Business Support, Criminal Investigations and Forensic Science, Florida Capitol Police, Criminal Justice Information, and Criminal Justice Professionalism. Through seven Regional Operations Centers, 14 Field Offices, and seven Crime Laboratories, FDLE delivers investigative, forensic and information system services to Florida's criminal justice community.

Executive Direction and Business Support includes the Offices of the Executive Director, Inspector General, Legislative Affairs, External Affairs, Executive Investigations, and General Counsel. The Office of the Executive Director provides management, coordination, and leadership to the agency, and ensures that FDLE's mission and objectives are being followed. Business Support Services includes General Services, Office of Financial Management, Human Resources, and Criminal Justice Grants. These services assist FDLE's programs by coordinating and providing the business activities necessary for the daily operations of the agency.

The Criminal Investigations and Forensic Science Program manages, coordinates, and provides investigative, forensic, and protection services to local, state, and federal agencies. Available services include: identifying and investigating organized and multi-jurisdictional crimes; apprehending criminals and fugitives; gathering and sharing criminal intelligence; investigating public corruption; seizing illegally gained assets; dismantling criminal organizations; conducting investigations of crimes against children; and providing specialized investigative assistance for computer crime cases. FDLE is statutorily charged with coordinating counter-terrorism preparedness and response efforts for the state of Florida. FDLE is also responsible for administering the Florida Mutual Aid Plan, which coordinates state and local law enforcement response during a declared state of emergency or natural or man-made mass disaster.

In addition, FDLE's Crime Laboratory System provides timely, expert, and professional examination of evidentiary materials utilizing state of the art equipment and scientific techniques. Scientists perform forensic analyses in the disciplines of chemistry, toxicology, microanalysis, latent prints, serology/DNA, firearms, crime scene, and computer evidence recovery. FDLE also houses the state's DNA Database, which collects, analyzes, and stores DNA samples from felons and offenders convicted of designated crimes.

The Florida Capitol Police provides law enforcement and security services to the Governor and first family, the Governor's mansion and office, the Cabinet, Legislature, visiting dignitaries and state officials, employees, and visitors to the Capitol Complex. The Capitol Police are responsible for developing and implementing plans for reporting incidents involving buildings and property within the Capitol Complex and conducting investigations relating to felonies and misdemeanors that occur within the Capitol Complex.

The Criminal Justice Information Services Program is committed to providing timely and accurate criminal justice information to prevent crime, solve cases, recover property, and identify persons with criminal warrants, arrests, and convictions. FDLE maintains the central repository of criminal history records, as well as "hot files" that provide such data as wanted and missing persons, stolen vehicles, guns, and property, domestic violence injunctions, parole statuses, deported aliens, and registered sexual offenders/predators and career criminals. These databases, and many others, are accessible to all criminal justice agencies statewide through the Florida Crime Information Center, which links agencies to the FBI's National Crime Information Center. FDLE's Biometric Identification System provides the immediate positive identification of fingerprints of arrested persons and automatically updates the criminal history files.

The Criminal Justice Professionalism Program strives to ensure that a qualified, well-trained, competent, and ethical law enforcement community serves Florida's citizens. It works with criminal justice agencies to provide officer training, assist with accreditation application efforts, and to maintain disciplinary standards. Training programs are offered to sworn officers to enhance their law enforcement knowledge and skills. FDLE certifies qualified officers, as well as revokes the certification of officers who fail to maintain minimum standards. The Criminal Justice Executive Institute offers executive level training to sheriffs, police chiefs, law enforcement managers, and other criminal justice leaders and practitioners.

In 1974, the Department of Law Enforcement's name changed to the Department of Criminal Law Enforcement and took on increased duties. In 1978, it was redesignated as the Department of Law Enforcement.

Department of Revenue

5050 West Tennessee Street, Tallahassee 32399-0100

Phone: (850) 617-8600 Fax: (850) 488-0024

www.myflorida.com/dor

Interim Executive Director: Marshall Stranburg

Child support customer service: (800) 622-5437 (KIDS)

Tax information and assistance: (800) 352-3671

Created by section 20.21 of the *Florida Statutes*, the Department of Revenue is headed by the Governor and Cabinet. The department has three main programs: general tax administration, property tax oversight, and child support enforcement:

- General Tax Administration is responsible for taxpayer registration, tax processing, tax collection, tax enforcement, and fund distribution, as well as providing taxpayer assistance and resolution of taxpayer complaints. Total collections for department-administered taxes were nearly \$34 billion in FY 2011-12.
- Property Tax Oversight oversees a local property tax system that in 2011 had 9.9 million parcels of real property with a market value of \$1.80 trillion, and more than \$24 billion in property taxes levied by local governments and taxing authorities. The department reviews and approves the property tax rolls for each of Florida's 67 counties every year.
- Child Support Enforcement helps children get the financial support they need when it is not received from one or both parents. Child support collections have climbed steadily from \$388 million in 1994 to over \$1.6 billion in FY 2011-12.

Department of Veterans' Affairs

11351 Ulmerton Road, #311-K Largo, FL 33778-1630

Phone: (727) 518-3202 Fax: (727) 518-3403

www.FloridaVets.org

Executive Director: Michael Prendergast

The Florida Department of Veterans' Affairs (FDVA) was created by the Legislature in 1988, and was established on January 3, 1989, after the electorate ratified a constitutional amendment authorizing the department.

Florida has earned a reputation as one of the most veteran-friendly states in the nation. Of our state's 18.8 million residents, nearly 10 percent are military veterans.

Watching over and advocating for Florida's veteran population are the men and women of the Florida Department of Veterans' Affairs.

The department is a state agency responsible for assisting, without charge, Florida's veterans, their families and survivors in improving their health and economic well-being through quality benefit information, advocacy, and education.

FDVA also provides long-term health care services through six veterans' nursing homes (Daytona Beach, Land O' Lakes, Pembroke Pines, Springfield, Port Charlotte, and St. Augustine) and one assisted-living facility in Lake City.

The FDVA works closely with the Governor, Cabinet, Legislature, Florida's Congressional delegation, the U.S. Department of Veterans Affairs, the Florida Veterans Foundation, and the major state veterans' service organizations to assist veterans with obtaining federal and state benefits earned by their military service to our nation.

In 1980, the Department of Community Affairs was renamed Veteran and Community Affairs, but Veterans' Affairs was transferred in 1982 to the Department of Administration, and, in 1988, Veterans' Affairs became an independent department by constitutional amendment.



Photo by Deborah Thomas

Vietnam Memorial on Veterans' Day, Tallahassee, 1985.

Board of Administration

1801 Hermitage Boulevard, Suite 100, Tallahassee 32308

Post Office Box 13300, Tallahassee 32317-3300

Phone: (850) 488-4406 Fax: (850) 413-1255

www.sbafla.com

Executive Director & Chief Investment Officer: Ashbel C. Williams

The State Board of Administration (SBA) of Florida is the State's chief investment manager and financial advisor. The SBA oversees the investment of the Florida Retirement System (FRS), consisting of the Pension and Investment Plans, as well as several other trust fund accounts. The members of the board of trustees are the Governor, Chief Financial Officer, and Attorney General. The board appoints an executive director to manage the daily affairs of the agency. It also appoints a nine-member Investment Advisory Council composed of private citizens familiar with investment strategy and financial markets.

The SBA must invest the billions of dollars in state pension and trust funds in order to get the highest possible risk-adjusted yield. The SBA functions very much like a large money management firm and money market fund. It makes investments in stocks, bonds, alternative investments, real estate, and cash instruments. To safeguard investments from the ups and downs of the financial markets, the SBA is constrained by law as to the percentage of its funds that can go into stocks, bonds, alternative investments, and real estate. In addition to a significant internally managed portion of its total assets, the SBA also uses nearly 100 outside investment firms.

The largest responsibility of the SBA is investing the FRS Trust Fund, which pays the retirement checks for retired state, school board, and select local government employees. At the end of fiscal year 2012, this fund totaled \$122.7 billion. The net gain from investments varies from year to year, depending on the performance of the investments. Other duties of the SBA include: (1) to administer bond debt service, ranging from gas tax receipts to local road and bridge bonds; (2) approve legal and fiscal sufficiency of all state bond issues; (3) as required by statute, approve, when necessary, interest rates in excess of legal limitations; (4) designate bank depositories for clearing accounts and revolving funds; and (5) administer the Florida Hurricane Catastrophe Fund, the Florida Water Pollution Control Finance Corporation, and the Inland Protection Financing Corporation. Housed at the SBA, but not managed by the SBA, are the Division of Bond Finance and the Florida Prepaid College Program.

The SBA was created in 1942 through Articles IX and XII of the Florida Constitution. In the 2000 Legislative Session, the law governing the operation of the Florida Retirement System was amended to create a new defined contribution plan (formally called the Public Employee Optional Retirement Plan, but known as the 'Investment Plan') to allow individual investment accounts. The FRS Investment Plan enables government employees to direct their own investing and take their assets with them when they leave government service. The State Board of Administration is charged by law with administering the \$7.1 billion in this defined contribution program.

Public/Private Partnerships

Enterprise Florida, Inc.

800 North Magnolia Avenue, Suite 1100, Orlando 32803

Phone: (407) 956-5600 Fax: (407) 956-5599

www.eflorida.com

President & CEO: Gray Swoope

Enterprise Florida, Inc. (EFI) is the public-private partnership representing the state's government and business leaders that has served as Florida's lead economic development organization. EFI's mission is to **facilitate job growth for Florida's businesses & citizens leading to a vibrant statewide economy.**

EFI focuses on attracting, retaining, and expanding businesses in Florida that can provide high-wage jobs. To that end, EFI works collaboratively with a statewide network of regional and local economic development organizations with a twofold objective: to continually improve Florida's business climate, and help the state maintain a strong competitive position for job recruitment globally. Strategic goals employed to accomplish the mission are:

Position the state to retain jobs and aggressively compete for recruitment and expansion of investment and job-generating projects.

Partner with stakeholders as appropriate to promote EFI's mission and support economic development initiatives that positively impact all types of job growth.

Aggressively market the state to target individuals and groups to: create awareness of the Florida's pro-business proposition; drive lead generation; and to increase deal flow.

Secure adequate, sustainable public and private-sector participation to advance the mission of the organization.

Create a culture of professional economic development focused on continual improvement while maintaining resources necessary to support the organization's mission.

Governance

EFI is governed by a board of directors, which is chaired by Florida's Governor and consists of top business, economic development and government leaders. In 2011, Florida passed legislation to merge minority business development, tourism marketing (VISIT FLORIDA) and sports marketing (Florida Sports Foundation) under EFI. Space Florida also is linked now to EFI through its board, which consists of the 12 appointed members to the EFI board.

Operational & Fiscal Accountability

EFI's activities are measured and reported regularly through its performance-based contract with the state's Department of Economic Opportunity (DEO). EFI also has an internal operations plan with its own set of rigorous objectives and measures. Each staff member develops a performance plan annually with stretch goals.

The state invests annually in Enterprise Florida's operations budget, which includes amounts appropriated for Florida Sports Foundation and Minority Business Development. The private sector augments the state's efforts by joining the board of directors as corporate investors.

Enterprise Florida five year results from 2007-2011:

- 105,726 new and retained jobs
- \$7.2 billion in capital investment
- \$18 billion added to Florida's gross state product
- \$3 billion in export sales
- \$713 million in increased state and local tax revenue

In 1978, the responsibilities of the Department of Commerce were split with the new Department of Labor and Employment Security. In 1996, the Florida's legislature became the first in the nation to abolish its state's Commerce Department entirely, giving principal responsibility for economic development to a public-private partnership.

VISIT FLORIDA

2540 West Executive Center Circle, Suite 200, Tallahassee 32301-5015

Phone: (850) 488-5607

VISITFLORIDA.com

President and CEO: Will Seccombe

2013-2014 Chair, VISIT FLORIDA Board of Directors: Tammy Gustafson

VISIT FLORIDA, the state's official tourism marketing corporation, serves as Florida's official source for travel planning to visitors across the globe. VISIT FLORIDA is not a government agency, but rather a not-for-profit corporation created as a public/private partnership by the Florida Legislature in 1996.

As the state's number one industry, tourism was responsible for welcoming 91.5 million visitors in 2012 who spent more than \$71.8 billion, generating 23 percent of the state's sales tax revenue and employing more than one million Floridians. For every \$1 spent on tourism marketing, VISIT FLORIDA generates more than \$258 in tourism spending and \$15 in new sales tax collections, paid by visitors, not residents.

Additional funding is secured from the private sector to expand VISIT FLORIDA's marketing dollars.

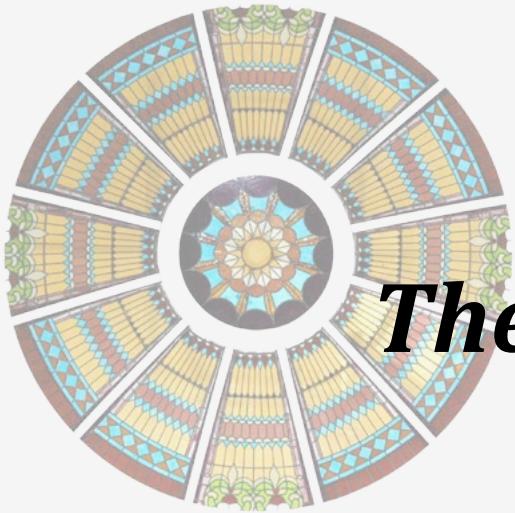
Last fiscal year, VISIT FLORIDA raised more than \$108.6 million in private sector matching funds. This is done by actively recruiting the state's tourism industry to invest as Partners through cooperative advertising campaigns, promotional programs, and many other pay-to-play ventures. Through this public/private partnership, VISIT FLORIDA serves nearly 12,000 tourism industry businesses, including 2,700 invested Partners, 9,200 web affiliates, and major strategic alliance partnerships with Disney Destinations, Dollar Rent A Car, The Hertz Corporation, SeaWorld Parks & Entertainment, and Universal Orlando.

VISIT FLORIDA facilitates tourism industry participation in domestic and international travel trade and consumer shows, as well as media missions to the top global visitor markets. VISIT FLORIDA also works closely with travel agents, tour operators, meeting and event planners, and is responsible for operating Florida's five Official Welcome Centers.

VISIT FLORIDA has 115 employees in Florida and an international team of contracted staff covering Canada, China, India, Germany, Latin America, and the United Kingdom. VISIT FLORIDA's corporate office is located at 2540 W. Executive Center Circle, Suite 200, Tallahassee, Florida 32301. The office can be reached at (850) 488-5607.

To learn more about VISIT FLORIDA, follow our corporate blog at www.sunshinematters.org.

NOTE: For information about other Florida Departments, Agencies, Boards, Commissions, and Offices check: <http://dls.dos.state.fl.us/fgils/government.html> or *The Guide to Florida Government* available in hard copy from the Clerk's Office of the Florida House of Representatives and online at: www.myfloridahouse.gov/FileStores/Adhoc/GuideToFlorida/GuideToFlorida.pdf



The Judicial Branch

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The Judicial System

B. K. Roberts*

"The judicial power shall be vested in a supreme court, district courts of appeal, circuit courts and county courts. No other courts may be established by the state, any political subdivision or any municipality."

Article V, Section 1, Florida Constitution

On March 14, 1972, the electors of Florida approved a revision of the judicial article of the State Constitution to give Florida one of the most modern court systems in the nation. Section 1 of Article V provides that "The judicial power shall be vested in a supreme court, district courts of appeal, circuit courts and county courts. No other courts may be established by the state, any political subdivision or any municipality." The revision eliminated 14 different types of courts which had been created pursuant to the 1885 Constitution. Substituted for these trial courts is a uniform (two appellate and two trial courts) structure composed of the Supreme Court, District Courts of Appeal, circuit courts, and county courts. There cannot be any other courts.

You may ask the question, what is meant by the "judicial powers" of a state? The judicial power is, essentially, the authority of a judge to decide, according to law, controversies of which the law takes notice, and to secure the enforcement of the decision

rendered. We commonly say that the judicial power is the power to administer justice and that "equal justice under law" is the supreme object of all courts that perform their proper function.

In those cases where the Legislature may decide that, for matters of convenience or for quicker or more efficient administration of a particular law, the determination of controversies arising under such law should be exercised, in the first instance, by a commission or board, the judicial power of a state may also be exercised to a limited degree through public officers or bodies such as a commission or a board, or civil traffic divisions. Such commissions or boards are said to have "quasi-judicial" powers, since they exercise powers in some ways comparable to those exercised



B. K. Roberts

*Florida Supreme Court Justice B.K. Roberts retired on November 30, 1976, after 27 years of judicial service, including six years as Chief Justice. He earned a Doctor of Jurisprudence degree, University of Florida; and received an Honorary LLD, University of Miami, and Doctor of Humane letters, Florida State University. Justice Roberts served 14 years as chairman of the Judicial Council taking the leadership in the creation of Florida's Judicial Qualifications Commission, the Public Defender System, and the establishment of the College of Law at Florida State University, a building there having been named in his honor by the Legislature. He was a member of the 1968 Florida Constitution Revision Commission and provided the leadership in the revision of the judicial article of the Florida Constitution in 1972, giving Florida one of the most modern court systems in the nation.

by the courts. Article V, Section 1 provides “Commissions established by law, or administrative officers or bodies may be granted quasi-judicial power in matters connected with the function of their offices.” The power of the judiciary to review their action on proper procedure is inherent.

The courts do not initiate cases. Our judges serve as arbiters, not advocates. Furthermore, they cannot decide abstract questions of legal philosophy but may only exercise their judicial power when a party seeks their aid in an actual controversy—for example, when one seeks to recover damages for an injury caused by the wrongful act of another. The trial courts also exercise their judicial powers by trying persons who are accused of a criminal offense and, if guilty, imposing sentence. As exceptions, the Supreme Court may render an advisory opinion to the Governor and, subject to law, may enter declaratory judgments advising litigants of their rights.

Advisory Opinion to the Governor

An exception to the general rule that the judicial power may be exercised only in the hearing and adjudication of actual controversies is found in Article IV, Section 1(c) of the Constitution. This section provides that “The governor may request in writing the opinion of the justices of the supreme court as to the interpretation of any portion of this constitution upon any question affecting the governor’s executive

powers and duties.” It will be noted that the opinion of the justices can be required by the Governor only “as to the interpretation of any portion of this constitution upon any question affecting the governor’s executive powers and duties...” This is not strictly a judicial power, in that there is no actual controversy between parties, but is an additional duty the Constitution confers upon the justices of the Supreme Court.

Declaratory Judgments or Decrees

An apparent exception to the rule requiring an actual controversy before the judicial power may be exercised appears in Chapter 86, *Florida Statutes*, as amended. This particular portion of our laws authorizes the courts to enter declaratory judgments and decrees, that is, to determine the rights of a party under some instrument such as a deed, will, or contract, prior to the time that the matter has reached the stage where one party is suing the other. Yet these cases are essentially “actual controversies,” since all parties having an interest in the judgment or decree are necessary parties to the suit if they are to be bound by it, and the jurisdiction of the court can be invoked only by a party who has an interest in the subject involved. It is simply an effort to teach parties their rights in a court proceeding before a controversial dispute leads to expensive and delayed litigation.



Photo by Donn Dughi

Justice Ben Overton of St. Petersburg listens to Governor Reubin Askew call for the creation of an ethics commission to deal with the misconduct of judges, 1974. Askew addressed a joint session of the legislature, Supreme Court and the Cabinet. Overton replaced retiring judge Vassar Carlton. From left: Overton and Justices Dekle, McCain, Boyd, Ervin, Roberts and Adkins.

Constitutionality of Executive or Legislative Acts

We have all heard that the three branches of government—the Legislative, Executive and Judicial—are equal, and we may then wonder why it is that the courts may be said to have a greater power than the other two branches of government, in that they may, in a proper case, strike down some acts of the Legislative or the Executive Branches. The reason for this goes back to the fact that the courts are the tribunals where legal controversies are settled; when any person, through appropriate legal procedure, claims that the provisions of the Constitution are being violated by acts of the Legislative or Executive Branches, to the injury of the complaining party, then the courts may determine the controversy.

Suppose, for example, that the state Legislature passed an act providing for a personal income tax. Any natural person liable to pay the tax could contend that the act violated the constitutional prohibition against a state personal income tax. It would then be the duty of the judiciary, provided the citizen had used an appropriate procedure, to decide whether the act violated the Constitution. Since Florida's Constitution provides that the state may not levy a personal income tax, and since the acts of all departments are subject and subordinate to the provisions of the Constitution, it would be the duty of the court to find that the Legislature, in passing the personal income tax bill, had acted without lawful authority and, therefore, the act passed by the Legislature had no validity. The citizen would not have to pay the tax. It must be remembered, however, that it is only when a party, in an appropriate legal proceeding, is contending that the legislative act has violated the constitution, that the courts will determine such question. In order to

avoid encroachment upon the Legislature, the courts will not in any case consider the wisdom or expediency of legislation.

The Courts www.flcourts.org

Appellate Courts (6 year terms)

Supreme Court

7 Justices sit in Tallahassee

5 District Courts of Appeal

61 judges sit in panels of 3

1st District—Tallahassee (15 judges)

2nd District—Lakeland / Tampa (14 judges)

3rd District—Miami (10 judges)

4th District—West Palm Beach (12 judges)

5th District—Daytona Beach (10 judges)

Trial Courts

20 Circuit Courts (6 year terms)

Number of judges depends on population and caseload

67 County Courts (6 year terms)

Number of judges depends on population and caseload—at least one in each county preside individually

The Supreme Court

The highest court in this state is the Supreme Court, which is composed of seven justices appointed by the Governor from a list of qualified persons submitted by the Judicial Nominating Commission.

*State Supreme Court in 1936.
From left: Rivers Buford, W.
Glenn Terrell, W.H. Ellis, J.B.
Whitfield, Armstead Brown,
Fred H. Davis.*



Florida State Archives

A Justice's term ends on the first Tuesday after the first Monday in January of the year following the next general election occurring at least one year after the date of appointment. In the general election preceding the end of the appointed term, the justice may submit his record to the electors of the state for a merit retention vote to determine whether or not he will be continued in office for a full term. The justice does not have an opponent, but his or her name shall be on the ballot followed by the question, "Shall Justice (name) of the Supreme Court be retained in office?" If the incumbent fails this test, a vacancy is created and the process starts over. Of these seven justices, each appellate district shall have at least one justice appointed from such district to the Supreme Court. The justices must submit themselves for retention or rejection by the electors in a general election every six years, and failure to submit to such a vote will result in a vacancy in the office upon expiration of the current term.

One of the justices is chosen Chief Justice by a majority of the members of the Supreme Court. By rule, the Court rotates the chief justiceship in two-year cycles. The Chief Justice is the chief administrative officer of the judicial system and has the power to assign judges for temporary duty in any court to insure full utilization of judicial manpower and may recall, with their consent, retired justices or judges who are not engaged in the practice of law. The Chief Justice has delegated to the chief judge of each judicial circuit the power to assign circuit or county court judges within the circuit.

Five justices of the court constitute a quorum and it is necessary that four of the justices agree to render a decision. In the event of inability to organize a quorum of five justices, the Chief Justice may assign for temporary duty another judge or retired justice who is not engaged in the practice of law and who is willing to serve.

Jurisdiction

The Supreme Court *shall* hear appeals from judgments of the trial courts imposing the death penalty or from decisions of District Courts of Appeal declaring invalid a state statute or a provision of the state Constitution. As provided by general law, the Supreme Court shall hear appeals from final judg-



Photo by F.S. Lincoln

Florida's Supreme Court Building rotunda in Tallahassee, 1949. The Supreme Court moved to its current location, the Supreme Court Building, in 1949. The Court met in the Historic Capitol Building from 1845-1912 and in an earlier Supreme Court Building (Whitfield Building) from 1912-1949.

ments and proceedings for the validation of bonds or certificates of indebtedness, and it shall review action of statewide agencies relating to rates or service of utilities providing electric, gas, or telephone service. In its *discretion*, the Court *may* review any decision of a District Court of Appeal that expressly declares valid a state statute or that expressly construes a provision of the state or federal Constitution or that expressly and directly conflicts with a decision of another District Court of Appeal or of the Supreme Court on the same question of law. Also, the Court may review any decision of a District Court of Appeal that passes upon a question certified by it to be of great public importance or that is certified by it to be in direct conflict with another District Court of Appeal. The Court may review any order or judgment of a trial court certified by the District Court of Appeal in which an appeal is pending, to be of great public importance or to have great effect on the proper administration of justice throughout the state

and certified to require immediate resolution by the Supreme Court. Also, the Court may issue writs of *mandamus* and *quo warranto* to state officers and agencies and any justice may issue a writ of *habeas corpus* before the Supreme Court or any justice, a District Court of Appeal or any circuit judge thereof, also a writ of prohibition to courts and all writs necessary to the exercise of its jurisdiction. These ancient and extraordinary writs will be discussed later.

The Court may promulgate rules governing the practice and procedure in Florida courts, such rules subject to the power of the Legislature to repeal any of them by two-thirds vote of its membership and the Court has authority to review and repeal, with the concurrence of five justices, any rule adopted by the Judicial Qualifications Commission, which has been created for the general supervision of judicial conduct. Upon their recommendation, the Supreme Court may discipline by public or private reprimand, or removal from office. The Supreme Court controls the admission and discipline of attorneys and has adopted a code of judicial conduct for judges and attorneys. The Court may review a question of law certified by the Supreme Court of the United States or a United States Court of Appeals that is determinative of the cause and for which there is no controlling precedent of the Supreme Court of Florida.

District Courts of Appeal

Most appealed trial court decisions are reviewed by three-judge panels of the District Court of Appeal in which controversy the concurrence of two judges is necessary for a decision. However, in certain cases in the discretion of the Court, the case may be heard by a district court of appeal *en banc*, with all eligible judges of the district participating.

The Florida Constitution directs the Legislature to divide the state into appellate court districts. Presently, there are five district courts, headquartered in Tallahassee, Lakeland, Miami, West Palm Beach, and Daytona Beach.

The judges are appointed and retained in office as are justices of the Supreme Court, and with the same qualifications. They are subject to the jurisdiction of the Judicial Qualification Commission. A chief judge is selected by his or her colleagues to be responsible for the administrative duties of the Court.

The jurisdiction of the District Court of Appeal includes appeals from final judgments or orders of trial courts in cases that either are not directly appealable to the Supreme Court or are not taken from a county court to a circuit court, orders or judgments of a county court which are certified by the county court to be of great public importance, and certain non-final orders specifically defined by the Supreme Court rule. By general law, district courts are granted review power of most actions taken by state agencies. District courts are also granted constitutional authority to issue the extraordinary writs of *certiorari*, *prohibition*, *mandamus*, *quo warranto*, and *habeas corpus*, as well as all other writs necessary to the complete exercise of their jurisdiction.

As a general rule, decisions of the district courts of appeal represent the final appellate review of litigated cases, although a person dissatisfied with a district court's decision may request review by *certiorari* in the Supreme Court of Florida, or the Supreme Court of the United States. The overwhelming majority of such requests are denied.

Circuit Courts

The courts of the most general jurisdiction in this state are the circuit courts, each of which is presided over by a circuit judge, now elected every six years by the qualified electors of their respective judicial circuits. They are subject to the jurisdiction of the Judicial Qualifications Commission.

The Constitution provides that a circuit court shall be established to serve each judicial circuit es-



Photo by Bill Tyler

Supreme Court Justice E. Harris Drew administers the oath to new Florida Bar inductees at the 3rd DCA in Miami, 1965.

tablished by the Legislature. Twenty circuits currently exist. Because the number of judges in a circuit depends upon the population and case load of the particular area, there is a varying number of judges in each circuit. Eligibility for office of circuit judge requires Florida and circuit resident electorate status and admission to the practice of law in the state for the preceding five years.

Circuit courts have jurisdiction of appeals from county courts except those appeals of county court orders or judgments declaring invalid a state statute or a provision of the state Constitution and except those orders or judgments of a county court certified by the county court to the district court of appeal to be of great public importance and which are accepted by the district court of appeal for review. Circuit courts also have appellate jurisdiction of final administrative orders of local government code enforcement boards.

Circuit courts have exclusive original jurisdictions in all actions of law not cognizable by the county courts; of proceedings relating to the settlement of the estates of decedents and minors, the granting of letters testamentary, guardianship, involuntary hospitalization, the determination of incompetency, and other jurisdiction usually pertaining to courts of probate; in all cases in equity including all cases relating to juveniles except traffic offenses (Chapters 39 and 316, *Florida Statutes*). Also, of felonies and all misdemeanors arising out of the same circumstances as a felony which is also charged; in all cases involving legality of any tax assessment or roll, except as provided in Florida Statute 72.011, which provides for challenge through Chapter 120, Administrative Proceedings; in actions of ejectment; and in all actions involving the title and boundaries of real property.

Effective October 1, 1990, the exclusive jurisdiction of the circuit court was changed. The Legislature, with the passage of Chapter 90-269, gave county courts jurisdiction of additional matters that formerly were solely within the jurisdiction of circuit courts. On that date, the minimal jurisdictional amount for cases brought in circuit court was increased to over \$10,000, and after July 1, 1991, \$15,000. Also, since October 1, 1990, equity jurisdiction is no longer the exclusive prerogative of circuit courts.

Circuit judges also have the power to issue the "extraordinary writs" such as the writs of *mandamus*,

quo warranto, *certiorari*, prohibition, and *habeas corpus*, to which we have above referred in the discussion of Supreme Court, and all other writs proper and necessary to complete exercise of their jurisdiction. The judges of each judicial circuit shall select a chief judge from among them for a fixed term during which he or she will perform the administrative duties of the circuit and county courts located therein.

The chief judge of a circuit court may authorize a county court judge to order emergency hospitalizations in the absence from the county of the circuit judges in charge of such cases. The county court judge shall have the power to issue all temporary orders and temporary injunctions necessary or proper to the complete exercise of such jurisdiction.

The executive officer of the circuit court and county court is the sheriff of the county where the court is operating.

County Courts

The Florida Constitution provides that there shall be a county court in each county and that there shall be one or more judges for each county. The jurisdiction of the court is prescribed by the Legislature by general law.

Their jurisdiction presently extends to civil cases involving not more than \$15,000. The county court also has original jurisdiction in all misdemeanor cases not cognizable by the circuit courts and of all violations of municipal and county ordinances.

County courts have equity jurisdiction in certain limited matters such as simple divorces and in certain statutorily defined declaratory judgment actions within its constitutional jurisdictional amount.

County judges shall be committing magistrates and coroners except where otherwise provided by law.

County judges are elected by the electors of their county for a term of six years. They are subject to the same disciplinary process and to the jurisdiction of the constitutionally created Judicial Qualifications Commission, as are the other justices and judges of Florida's judicial system. When a vacancy occurs it will be filled by appointment by the Governor from a list of three or more nominees submitted by the Judicial Nominating Commission.

Specialized Divisions of Courts

Specialized divisions of any court, except the Supreme Court, may be established. Article V of the Constitution gives the Legislature the power to create such division, and the Legislature, in turn, has said that such divisions shall be established by the local rule of each circuit as approved by the Supreme Court. Such divisions could include, for example, probate, domestic relations, juvenile, civil, and criminal divisions.

Number of Judges

Judges in all courts, except the Supreme Court, shall be created on the basis of need. Article V eliminates any arbitrary population limitation on the number of judges. It provides that if the Supreme Court finds that a need exists for increasing or decreasing the number of judges, it shall, prior to the next regular session, certify to the Legislature its findings and recommendations concerning such needs. The first certification of the Supreme Court under the new article was made in a historic session of the 1972 Regular Session in the first address by a Chief Justice of the state to a joint session of the Legislature, Governor, and Cabinet. The Legislature may, by a majority vote, accept in whole or in part the Supreme Court's certification and create additional judges, or it may refuse to create any new judicial positions. The Legislature may go beyond the limits of the Supreme Court certification only by a two-thirds vote of the membership of both houses of the Legislature.

Qualifications and Requirements for Judges

All judges are required to devote full time to their judicial duties. Supreme Court justices and judges of the District Courts of Appeal must have been members of The Florida Bar for 10 years and circuit judges must have been members of The Florida Bar for five years. County court judges must be members of The Florida Bar, unless otherwise provided by general law, and be a resident of the county and state. Because there are few lawyers in small counties, the Legislature provided that county court judges in counties with a population under 40,000 need not be lawyers, and even in counties with a pop-

ulation over 40,000, non-lawyers who held elective judicial office before the new system was adopted may seek election as county judges. The mandatory retirement age for all justices and judges is 70. All judges' salaries are paid by the State.

Non-Partisan Election of Judges

Article V provides that judges shall be elected by vote of the qualified electors within the territorial jurisdiction of their respective courts. As previously stated, after appointment by the Governor to a vacancy, the election of Supreme Court justices and district court judges consists of having their name submitted to the voters for retention or rejection rather than in an election for which other aspirants may qualify. Party labels can no longer be used by candidates for judicial office and the nonpartisan election law prohibits judicial candidates from engaging in partisan political activities.



Florida State Archives

Primary voting for the Governor's runoff election between Farris Bryant and Doyle Carlton Jr., as well as choices for Secretary of State, Commissioner of Agriculture, and Leon County Juvenile Judge.

Discipline, Retirement, and Removal of Judges

Article V provides for a Judicial Qualifications Commission with power to recommend to the Supreme Court that any justice or judge be disciplined, removed, or retired from office. The Supreme Court then acts on that recommendation. As provided in the Constitution, the Judicial Qualifications Commission is composed of two judges of District Courts of Appeal, two circuit judges, two county court judges, four

members of The Florida Bar selected by the Board of Governors of The Florida Bar, and five laymen who are electors and who are appointed by the Governor. The judges of each of the courts select their representatives. The members serve staggered terms not to exceed six years as fixed by the Legislature. The Legislature retains the power of impeachment of judges down to the circuit court level, and the Governor retains his power of suspension and removal of all county court judges.

Judicial Nominating Commission and Vacancies

The Governor is required to fill vacancies in judicial office from nominations made by judicial nominating commissions. Article V provides that there shall be a separate judicial nominating commission for the Supreme Court, each District Court of Appeal, and each judicial circuit for all trial courts within that circuit. The composition of such commissions is determined by the Legislature.

The Legislature has provided that each such commission shall be composed of four members of The Florida Bar appointed by the Governor from a list of nominees recommended by the Bar's Board of Governors, and five electors appointed by the Governor, at least two of which are practicing members of the The Florida Bar. The members serve staggered terms of four years.

Other Judicial Officers

The Supreme Court and each District Court of Appeal is authorized to select a clerk and a marshal. In each county qualified electors choose a clerk of the circuit court, who also serves as the clerk of the county court, unless otherwise provided by law.

The State Courts Administrator

To assist the Chief Justice and the Court in the management of the judicial system, there has been created the office of state courts administrator, operating under the direction of the Chief Justice and located in the Supreme Court Building in Tallahassee.

Other Officers of Court

The State Attorney is the prosecuting officer of all trial courts in the circuit in which he or she is elected (except that municipalities may use their own prosecutors to prosecute their ordinances). The State Attorney is elected for a four-year term and must devote full time to the duties. There shall be a Public Defender in each judicial circuit as well, who is elected for a four-year term and has the duty of representing indigent persons accused of having committed a non-capital felony. (Legal assistance in cases in which the death penalty could be imposed is provided by the appointment of special counsel by the trial court.) The executive officer of the circuit court and county court is the sheriff of the county where the court is operating. The clerk of the circuit court shall be clerk of the county court unless otherwise provided by law. Under Article V, the duties of the clerk of the circuit court may be divided between a clerk of the court and a clerk of the county commission.

Extraordinary Writs

The Supreme Court also has power to issue writs of *mandamus*, *quo warranto*, and prohibition and *conflict certiorari* in a limited class of cases, as well as the writ of *habeas corpus*. These so-called extraordinary writs are of ancient origin and became a part of the jurisprudence of this state when we adopted the English common law and statutes in effect on July 4, 1776. The purpose of each of these writs is briefly stated below.

The writ of prohibition is commonly used to prevent a tribunal possessing judicial or quasi-judicial powers from exercising jurisdiction over matters not within its cognizance (that is, which it has no authority to hear and determine) or exceeding its jurisdiction in matters of which it has cognizance. The writ of *mandamus*, on the other hand, is used to compel the performance of any and all official duties where the official charged by law with the performance of such duty refuses to or fails to perform the same. It proceeds in every case upon the assumption

that the applicant for the writ has an immediate and complete legal right to the thing demanded, and that a corresponding duty of an imperative nature rests upon the person to whom the writ is sent. Prohibition and mandamus are, in the general sense, counterparts of each other, in that prohibition arrests proceedings, while mandamus compels performance.

The office of the common law writ of *certiorari* is to bring before the court for inspection the record of the proceedings of a junior tribunal in order that the superior court may determine from the face of the record whether the court under review has exceeded its jurisdiction, or has not proceeded according to the essential requirements of the law. A writ of *certiorari* differs from *mandamus* in that *mandamus* compels an unperformed duty; *certiorari* reviews a performed official act.

The ancient writ of *quo warranto* was a high prerogative writ of right issued on behalf of the Crown by which one was required to show by what right he exercised any office or franchise. Thus, in the case of public office, while *mandamus* may be used to compel the performance by public officers of ministerial or nondiscretionary duties, the writ of *quo warranto* is designed to try the right or title to the office and to oust the intruder.

One of the most important of the ancient common law writs is the writ of *habeas corpus*, the vital purpose of which is to obtain immediate relief from illegal confinement, to liberate those who may be imprisoned without sufficient cause, and to deliver them from unlawful custody. It is essentially a writ of inquiry, and is granted to test the right under which a person is detained. The writ may not be used to determine the guilt or innocence of a prisoner, however, but only to ascertain whether he is restrained of his liberty by due process of law.

The right of a person to secure their release from illegal restraint is zealously guarded by the Supreme Court of this state. No petition, no matter how poorly or ineptly drawn, is turned aside without careful consideration; and a petition written in longhand on a scrap of paper receives the same close attention as one carefully prepared by an able attorney. In fact, a large portion of the petitions which the court receives are written in longhand by the prisoners themselves. An early example of such a case occurred in 1891, when a prisoner dropped a note written on a piece of wrapping paper out of the window of the county jail where he was confined. His "petition" was brought to the attention of this court and, 10 days later, he was freed.

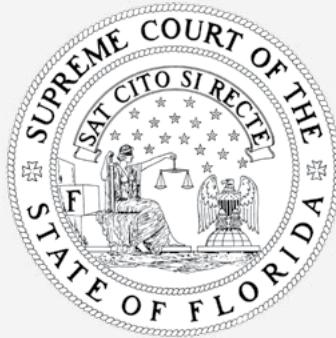
Office of Judges of Compensation Claims

The Office of Judges of Compensation Claims is the successor entity to the Industrial Relations Commission, which was itself a successor entity to the Industrial Commission. In 1971, Governor Reuben O'D. Askew organized the Industrial Relations Commission to provide quasi-judicial review of workers' compensation claims. From 1971 through most of 1979, review of these cases was by appeal to the Industrial Relations Commission and then only by petition for writ of *certiorari* to the Florida Supreme Court. This method continued until September 30, 1979, when the plan of review was repealed and appeal provided directly to the District Court of Appeal, First District.

With the abolition of the Industrial Relations Commission, the orders of the deputy commissioners (now judges of compensation claims) become final with the direct appellate review by the District Court of Appeals, First District.

"Equal justice under law is the keystone in the arch of freedom."

B.K. Roberts



The Supreme Court



The Supreme Court 500 South Duval Street, Tallahassee 32399-1925

*Chief Justice**—Ricky Polston

Clerk: Thomas D. Hall (850) 488-0125

Marshal: Silvester Dawson (850) 488-8845

Librarian: Billie J. Blaine (850) 488-8919

State Courts Administrator: PK Jameson (850) 922-5081

Director of Public Information: Craig Waters (850) 414-7641

supremecourt@flcourts.org

www.floridasupremecourt.org

*Justice Jorge Labarga will become the state's 56th Chief Justice when he succeeds Chief Justice Ricky Polston on July 1, 2014.

Justice	Place of residence when first elected or appointed	Date when service began	Present term expires
Barbara J. Pariente	Palm Beach County	December 10, 1997	Mandatory retirement 2019
R. Fred Lewis	Miami	December 7, 1998	Mandatory retirement 2019
Peggy A. Quince	Tampa	December 8, 1998	Mandatory retirement 2019
Charles T. Canaday	Lakeland	August 28, 2008	January 5, 2016
Ricky Polston	Graceville	October 1, 2008	January 5, 2016
Jorge Labarga	Wellington	January 2, 2009	January 5, 2016
James E.C. Perry	Longwood	March 11, 2009	Mandatory retirement 2019

Legal basis: Article V, Florida Constitution.

Term: Six years.

Created: with statehood in 1845, but present powers derived from revision of Article V adopted by electorate in 1972.

Compensation: \$161,199 a year.

Method of selection: Vacancies filled by Governor from three to six nominees selected by nominating commission. Justices may qualify for retention at election limited to question: "Shall Justice name be retained in office?"

Duties: To act as the final forum of justice for the state.

Qualifications: A citizen of Florida and a member for 10 years of The Florida Bar.

Method of financing: Legislative appropriation from general revenue fund.

Selection of Chief Justice: Generally, rotated by seniority for 2-year term beginning on July 1 of even-numbered years.

Justices (By Length of Service)

Barbara J. Pariente

Born: December 24, 1948, New York, New York. Came to Florida in 1973.

Education: Boston University, B.A., 1970; George Washington University Law School, J. D., 1973.

Professional Career: Law Clerk for U. S. Southern District Judge Norman Roettger, Jr. 1973-1975. Private practice Wagner, Nugent & Johnson, West Palm Beach, 1975-1977; Cone, Wagner, Nugent, Johnson, Hazouri & Roth, 1977-1983; Pariente & Silber, 1983-1993; Fourth District Court of Appeal, 1993-1997; Appointed to the Supreme Court December 10, 1997 by Governor Lawton Chiles.

Affiliations: The Florida Bar, the American Bar Association, the National Association for Women Judges, the Florida Association for Women Lawyers.

Family: Married Judge Frederick A. Hazouri. Three married children and eight grandchildren.

Religious Affiliation: Jewish

Telephone: (850) 488-8421





R. Fred Lewis

Born: December 14, 1947, Beckley, West Virginia. Came to Florida in 1965.

Education: Florida Southern College, B.S., 1969; University of Miami, J.D., 1972.

Military Service: U. S. Army A.G. School graduate

Professional Career: Kuvin, Lewis, Restani & Stettin. Appointed December 7, 1998 to the Supreme Court by Governor Lawton Chiles.

Affiliations: The Florida Bar's Inventory Attorney, Tallahassee American Inn of Court, Florida's Commission on the Legal Needs of Children, Justice Teaching Institute Florida Law Related Education Program.

Family: Married Judith Munc. Two children.

Religious Affiliation: Methodist

Telephone:(850) 488-0007

Peggy A. Quince



Born: January 3, 1948, Norfolk, Virginia. Came to Florida in 1978.

Education: Howard University, B.S., 1970; Catholic University of America, J.D., 1975.

Professional Career: Washington, D.C. Rental Accommodations Office 1975-77; private practice Norfolk, Virginia 1977-78; Bradenton, Florida 1978-1980; Attorney General's Office, Criminal Division 1980-1994, Second District Court of Appeal 1994-1998. Appointed to the Supreme Court by Governor Lawton Chiles and Governor-elect Jeb Bush on December 8, 1998. Serves as the Supreme Court liaison to the Workers' Compensation Committee, the Judicial Ethics Advisory Committee and the Commission on Fairness.

Affiliations: Florida Bar, the National Bar Association, the Tallahassee Women Lawyers.

Family: Married Fred L. Buckine, Esquire. Two children.

Religious Affiliation: Baptist

Telephone: (850) 922-5624



Charles T. Canaday

Born: June 22, 1954, Lakeland.

Education: Haverford College, B.A., 1976; Yale Law School, J.D., 1979.

Professional Career: Holland and Knight 1979-1982; Lane, Trohn, et al 1983-1992. Member of the Florida House of Representatives 1984-1990, Member U.S. House of Representatives 1993-2001, with service on the House judiciary Committee and chairman of the Subcommittee on the Constitution for three terms. General counsel to Governor Jeb Bush 2001-2002. Appointed to the Second District Court of Appeal 2002. Appointed to the Supreme Court on August 28, 2008, by Governor Charlie Crist.

Family: Married Jennifer Houghton. Two children.

Telephone: (850) 410-8092

Ricky Polston



Born: 1956, Graceville.

Education: A.A. Chipola Junior College, 1975; B.S. Summa Cum Laude, Florida State University, 1977; J.D. with High Honors, Florida State University, 1986.

Professional Career: Private law practice 1987-2000; Judge, First District Court of Appeal, 2001-2008; Public Accounting Practice 1977-1984; Adjunct Law Professor, Florida State University 2003-2008. Appointed to the Supreme Court by Governor Charlie Crist on October 2, 2008.

Affiliations: The Florida Bar; United States District Court, Northern District of Florida, Middle District of Florida and Southern District of Florida. United States Tax Court; United States Court of Appeals, Eleventh Circuit; United States Court of Federal Claims; United States Court of Appeals for the Federal Circuit; United States Supreme Court. Certified Circuit Court Mediator (1997-2003). Florida Bar Appellate Court Rules Committee (2003-2006).

Family: Married Deborah Ehler. Ten Children (Adoptive parents of six siblings).

Religious Affiliation: Baptist

Telephone: (850) 488-2361



Jorge Labarga

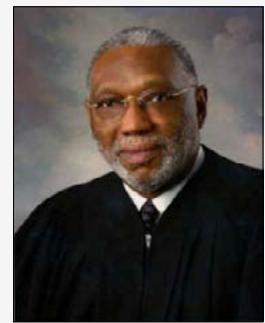
Born: Melina del Mar, Cuba, 1952. Came to Florida in 1963.

Education: University of Florida B.A., 1976; University of Florida J.D., 1979.

Professional Career: Assistant public defender, Fifteenth circuit, 1979-1982. Assistant state attorney, Fifteenth circuit, 1982-1987. Private practice: Cone, Wagner, Nugent, Johnson, Roth & Romano, 1987-1992; Roth, Duncan & Labarga, 1992-1996. Appointed circuit judge, Fifteenth circuit, by Governor Lawton Chiles, 1996. Appointed to the Supreme Court on January 1, 2009, by Governor Charlie Crist.

Telephone: (850) 413-8371

James E.C. Perry



Born: New Bern, North Carolina, 1943.

Education: St. Augustine's University, Raleigh, NC, B.A., 1966; Columbia University J.D., 1972. **Military Service:** U. S. Army.

Professional Career: Perry & Hicks, P.A., appointed to the Eighteenth Judicial Circuit by Governor Jeb Bush 2000; elected Chief Judge of the circuit 2003-2005. Appointed to the Supreme Court on March 11, 2009 by Governor Charlie Crist.

Affiliations: Florida Bar Association, Georgia Bar Association, National Bar Association.

Family: Married Adrienne M., Children: Willis, Jaimon, Kamilah.

Religious Affiliation: Colored Methodist Episcopal

Telephone: (850) 921-1096

The Supreme Court and Its Justices

The Constitution, written at St. Joseph in 1838 in anticipation of the statehood which came in 1845, provided for a Supreme Court. Its members, however, were the circuit court judges elected by the Legislature. Thus, the circuit judges sat as a body to review the decisions of the individual members. Beginning in 1851, the Supreme Court was established as an independent tribunal. Its Chief Justice and two associate justices were still selected by the Legislature. Two years later, however, the people were given the right to elect the members of the Supreme Court. This amendment to the 1838 Constitution fixed the term of the justices at six years.

The three-judge court was retained in each of the Constitutions Florida had during the period of the Civil War and its Reconstruction aftermath. The 1861 Constitution provided for the appointment of the justices by the Governor with the advice and consent of the Senate. The 1865 Constitution carried forward this arrangement. The 1868 Constitution kept the provision for appointment and confirmation but changed tenure from six years to "life or during good behavior." The 1885 Constitution returned the six-year term.

Article V of the 1885 Constitution was revised in 1972. Two of its basic provisions relating to the Supreme Court were not changed. These provided for election of justices by the people and for regular terms of six years. By earlier amendment, in 1966, the Constitution provided for initial appointment of all justices by the Governor from a list prepared by the Judicial Nominating Commission. Upon completion of this initial term, the name of a justice is submitted to the electorate with the question of whether the justice should be retained.

Initially, the 1885 Constitution provided for the election of three justices. In 1902, an amendment temporarily increased the Court's membership to six but allowed the Legislature, beginning with the session of 1905, to determine the number needed from three to six. In 1911, the Legislature reduced the number to five. In 1923, the Legislature put the number back to six. And, finally, the Constitution was amended in 1940 to fix the number at seven.



Florida State Archives

Justices (left to right) Elwyn Thomas, Rivers Buford, W. Glenn Terrell, J.B. Whitfield, Armstead Brown, and Roy H. Chapman in the Whitfield Building courtroom, 1939. The court increased to seven justices in 1940.

Court Commissioners

Commissioners served the Supreme Court during two periods of stress. Three commissioners were appointed by the Court in 1901 to serve until the qualification of the three additional justices proposed in the amendment to the Constitution submitted by the 1901 Legislature. Again, in 1929, the Legislature helped the Court by allowing the temporary appointment of three commissioners. Serving from September 16, 1929 until November 8, 1932, these commissioners assisted the justices in coping with the flood of litigation resulting from the great land boom of the 1920s.

Selection of Chief Justice

The 1885 Constitution provided originally for the Chief Justice to be selected by lot and serve as such during the remainder of his current term.

Choosing by Lot

A new law book or a Bible was used in determining the Chief Justice during the years when the choice was made by lot. Each justice opened the book and took the last digit on the odd-numbered

page, the Justice with the highest number became the Chief Justice.

When William H. Ellis joined the Court in 1915, the Chief Justice then was selected by “cutting the Bible.” Justice Ellis told of an experience with that system. His father-in-law R. Fenwick Taylor was also a senior justice. “I was pleased when I cut a ‘7.’ This was the high number. Taylor was the last one to cut. He took the Bible, opened it, and said, ‘I have 9.’ Then he shut the book quickly, before anyone could check it. I know he didn’t have a 9!” “Why didn’t you check it or make him cut again?” Justice Ellis was questioned by James C. Adkins, then the Court’s lone law clerk but afterwards the Dean of the Court. Ellis replied: “I couldn’t question the honesty of my father-in-law and the Dean of the Court.”

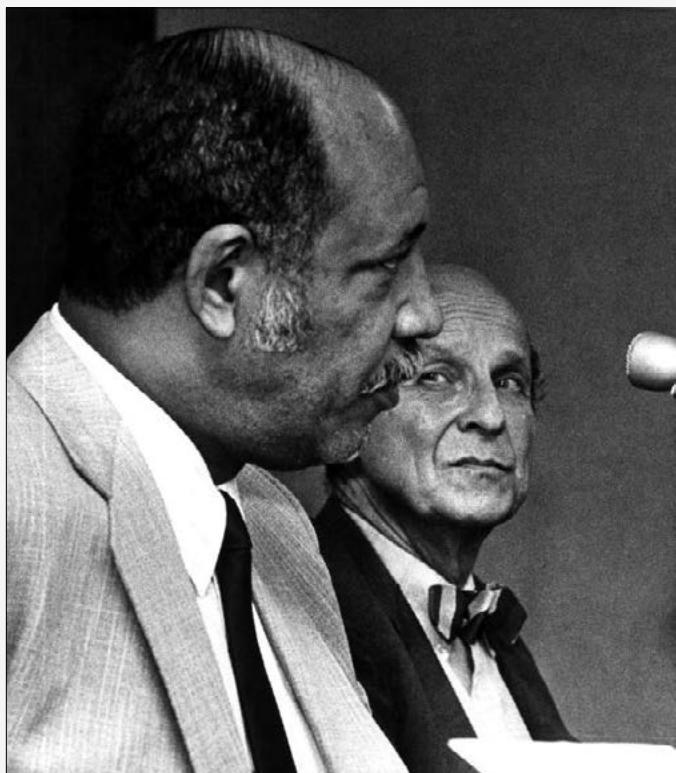


Photo by Mark T. Foley

Florida Supreme Court Justices Leander Shaw Jr. (left) and and Raymond Ehrlich answer questions on a local Tallahassee talk show, 1984. Both were seeking retention on the court and fighting campaigns to unseat them. Florida voters retained both.

The Constitution was amended in 1926 to provide that the Justices were to select the Chief Justice for a term of two years. There have been exceptions, but basically the formula has been rotation by seniority.

As an incident to general revision of the appellate provisions of the judicial article in 1956, the Constitution also provided that if the Chief Justice is unable to act for any reason, the justice longest in service and able to act shall perform the duties of the Chief Justice. The 1972 revision of the judicial article deleted these provisions, but the tradition remains today.

The Retention Elections

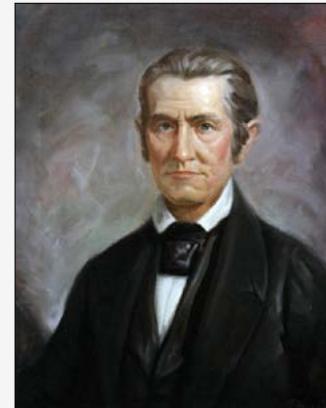
The Constitution was amended in 1974 to provide for retention elections for justices of the Supreme Court and judges of the District Courts of Appeal. In these elections, the question on the ballot is: “Shall ____ of the ____ be retained in office?” The first retention elections were in 1978 when certain judges of the district courts were up for review and in 1980 when six justices of the Supreme Court were on a retention ballot. With the instituting of the retention system by Constitutional amendment in 1976, the popular election of judges of the appellate courts ended.

Vacancies in Judgeships

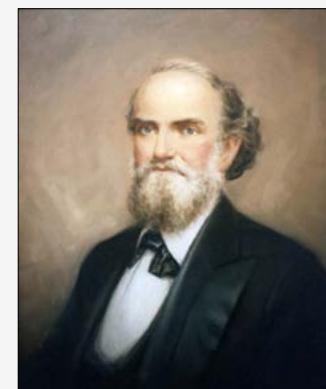
The Governor appoints from three to six nominees of a commission to fill vacancies on the Supreme Court or district courts. The appointment would be until the next general election occurring at least one year after the date of appointment. At that election, and thereafter for terms of six years, the name of the Governor’s appointee would be submitted to the voters at a retention election. If the appointee failed of election, a vacancy would exist.

Justices of the Supreme Court and Period of Service

Douglas, Thomas (2nd Term)	January 1846–1851 1854–September 11, 1855
Baltzell, Thomas (2nd Term)	January 1846–1851 1854–1859
Hawkins, George S.	January 1846–1851
Macrae, George W.	January 4, 1847– January 7, 1848
Lancaster, Joseph B.	January 10, 1848–1853
Anderson, Walker	January 1, 1851–May 4, 1853
Thompson, Leslie A.	January 1, 1851–1853
Semmes, Albert G.	January 1, 1851–1853
Wright, Benjamin D.	May 24, 1853–1853
DuPont, Charles H.	1854–1868
Pearson, Bird M.	1856–1859
Forward, William A.	1860–1865
Walker, David Shelby	1860–1865
Maxwell, Augustus E. (2nd term)	1865–1866 July 1, 1887–1890
Baker, James McNair	1865–1868
Douglas, Samuel J.	1866–1868
Randall, Edwin M.	January 1869–January 7, 1885
Hart, Ossian B.	1868–1873
Westcott, James D., Jr.	1868–January 7, 1885
Fraser, Franklin D.	January 16, 1873–May 1874
Van Valkenburgh, Robert Bruce	May 20, 1874–August 1, 1888
Raney, George P.	January 13, 1885–May 31, 1894
McWhorter, George G.	January 13, 1885–July 1, 1887
Mitchell, Henry Laurens	August 7, 1888–January 1, 1891
Taylor, R. Fenwick	January 1, 1891–February 28, 1925
Mabry, Milton Harvey	January 1891–1903
Liddon, Benjamin S.	June 1, 1894–January 1897
Carter, Francis B.	January 11, 1897–May 25, 1905
Shackleford, Thomas M.	December 1, 1902–September 1, 1917
Cockrell, Robert S.	December 1, 1902–January 2, 1917
Maxwell, Evelyn C.	December 1, 1902–February 15, 1904
Hocker, William A.	January 6, 1903–January 5, 1915
Whitfield, James B.	February 15, 1904–January 4, 1943
Parkhill, Charles B.	May 25, 1905–January 1912
Ellis, William H.	January 5, 1915–November 1, 1938
Browne, Jefferson B.	January 2, 1917–May 20, 1925



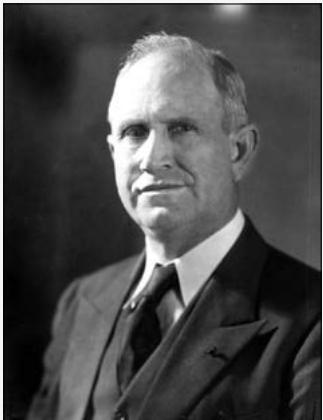
Thomas Douglas



Edwin M. Randall



Charles B. Parkhill



Roy H. Chapman



Vassar B. Carlton



Gerald Kogan

West, Thomas F.	September 1, 1917–December 3, 1925
Terrell, W. Glenn	May 15, 1923–January 12, 1964
Strum, Louie W.	March 2, 1925–March 5, 1931
Brown, Armstead	July 1, 1925–December 1, 1946
Buford, Rivers	December 4, 1925–April 3, 1948
Davis, Fred Henry	March 9, 1931–June 20, 1937
Chapman, Roy H.	June 23, 1937–August 9, 1952
Thomas, Elwyn	November 1, 1938–January 7, 1969
Adams, Alto (2nd term)	November 25, 1940–October 22, 1951
Sebring, Harold L.	November 13, 1967–August 1, 1968
Barns, Paul D.	January 5, 1943–September 15, 1955
Hobson, T. Frank	December 2, 1946–September 1, 1949
Roberts, B. K.	April 6, 1948–February 13, 1962
Mathews, John E.	September 1, 1949–November 30, 1976
Drew, E. Harris	October 23, 1951–April 30, 1955
Thornal, Campbell	August 18, 1952–January 5, 1971
O'Connell, Stephen C.	May 9, 1955–November 4, 1970
Caldwell, Millard F.	October 21, 1955–October 15, 1967
Ervin, Richard W.	February 14, 1962–January 7, 1969
Hopping, Wade L.	January 17, 1964–January 6, 1975
Carlton, Vassar B.	August 1, 1968–January 7, 1969
Adkins, James C., Jr.	January 7, 1969–February 28, 1974
Boyd, Joseph A., Jr.	January 7, 1969–January 6, 1987
McCain, David L.	January 7, 1969–January 6, 1987
Dekle, Hal P.	December 14, 1970–August 31, 1975
Overton, Ben F.	January 5, 1971–April 30, 1975
England, Arthur J., Jr.	March 27, 1974–January 4, 1999
Sundberg, Alan C.	January 8, 1975–August 9, 1981
Hatchett, Joseph W.	January 8, 1975–September 15, 1982
Karl, Frederick B.	September 2, 1975–July 18, 1979
Alderman, James E.	January 4, 1977–April 5, 1978
McDonald, Parker Lee	April 11, 1978–August 31, 1985
Ehrlich, Raymond	October 26, 1979–May 31, 1994
Shaw, Leander J., Jr.	December 3, 1981–January 7, 1991
Barkett, Rosemary	January 10, 1983–January 6, 2003
Grimes, Stephen H.	November 15, 1985–April 21, 1994
Kogan, Gerald	January 30, 1987–November 17, 1997
Harding, Major Best	January 30, 1987–December 31, 1998
Wells, Charles T.	January 28, 1991–August 31, 2002
Anstead, Harry Lee	January 29, 1994–March 2, 2009
	August 29, 1994–January 5, 2009

Pariente, Barbara J.	December 10, 1997–Mandatory Retirement 2019
Lewis, R. Fred	December 7, 1998–Mandatory Retirement 2019
Quince, Peggy A.	December 8, 1998–Mandatory Retirement 2019
Cantero, Raoul G.	July 10, 2002–September 6, 2008
Bell, Kenneth B.	December 30, 2002–October 1, 2008
Canady, Charles T.	August 28, 2008–
Polston, Ricky	October 1, 2008–
Labarga, Jorge	January 2, 2009–
Perry, James E. C.	March 11, 2009–Mandatory Retirement 2019



Photo by Mark T. Foley

Florida's first black Supreme Court Justice Joseph W. Hatchett taking the oath of office, Tallahassee, 1975. Holding the Bible is Clerk of the Court Sid J. White and administering the oath (but not in picture) is Chief Justice James C. Adkins.

Right: Supreme Court Chief Justice Rosemary Barkett, born in Mexico to Syrian parents, moved to Miami at age 6. Gov. Graham appointed her to the circuit court in 1979 and to the Supreme Court in 1985 as its first female justice. She became Chief Justice in 1992, and President Clinton appointed her to a lifetime appointment on the federal bench in 1993.



Florida State Archives



Other Courts and Commissions

District Courts of Appeal

First Appellate District

[1st, 2nd, 3rd, 4th, 8th, and 14th Judicial Circuits]
First District Court Building, 2000 Drayton Drive
Tallahassee 32399-0950
(850) 487-1000

Second Appellate District

[6th, 10th, 12th, 13th, and 20th Judicial Circuits]
1005 East Memorial Boulevard, Lakeland 33801
(863) 499-2290
1700 North Tampa Street, Suite 300, Tampa 33602
(813) 272-3430

Third Appellate District

[11th and 16th Judicial Circuits]
2001 Southwest 117th Avenue, Miami 33175-1716
(305) 229-3200

Fourth Appellate District

[15th, 17th, and 19th Judicial Circuits]
1525 Palm Beach Lakes Boulevard, West Palm
Beach 33401
(561) 242-2000

Fifth Appellate District

[5th, 7th, 9th, and 18th Judicial Circuits]
300 South Beach Street, Daytona Beach 32114
(386) 947-1500



Florida State Archives

Circuit Judge Curtis E. Chillingworth at the Florida Supreme Court in Tallahassee, 1946. Chillingworth graduated at the head of his class from law school at the University of Florida. At age 21 he enlisted in the Naval Reserve at Key West during World War I. He served a year and a half in the Navy then resumed his legal career. In 1920, at the age of 24, he was elected County Judge of Palm Beach County, becoming at the time the youngest judge in the history of the state.

Appellate Judges

Legal basis: Article V, Constitution.

Created: 1957. *Method of selection:* Governor fills vacancies by appointment from three to six nominees selected by a judicial nominating commission. Judges may qualify for retention at election limited to question: "Shall Judge ____ be retained in office?"

Qualifications: A citizen of Florida and a member for 10 years of The Florida Bar.

Term: Six years.

Compensation: \$153,140 a year.

Duties: To serve as the final forum of justice in specified cases.

Selection of Chief Judge: By a majority of the judges of the Court.

Judicial Circuits

First: Escambia, Okaloosa, Santa Rosa and Walton counties

Second: Franklin, Gadsden, Jefferson, Leon, Liberty and Wakulla counties

Third: Columbia, Dixie, Hamilton, Lafayette, Madison, Suwannee and Taylor counties

Fourth: Clay, Duval and Nassau counties

Fifth: Citrus, Hernando, Lake, Marion and Sumter counties

Sixth: Pasco and Pinellas counties

Seventh: Flagler, Putnam, St. Johns and Volusia counties

Eighth: Alachua, Baker, Bradford, Gilchrist, Levy and Union counties

Ninth: Orange and Osceola counties

Tenth: Hardee, Highlands and Polk counties

Eleventh: Dade County

Twelfth: DeSoto, Manatee and Sarasota counties

Thirteenth: Hillsborough County

Fourteenth: Bay, Calhoun, Gulf, Holmes, Jackson and Washington counties

Fifteenth: Palm Beach County

Sixteenth: Monroe County

Seventeenth: Broward County

Eighteenth: Brevard and Seminole counties

Nineteenth: Indian River, Martin, Okeechobee and St. Lucie counties

Twentieth: Charlotte, Collier, Glades, Hendry and Lee counties

Circuit Judges

Legal basis: Article V, Constitution.

Created: With statehood in 1845, but present powers derived from revision of Article V adopted by the electorate in 1972 and effective January 1, 1973.

Method of selection: By election in Circuit (although laws may specify county of residence within Circuits having more than one county) for terms commencing the following January. Vacancies filled by Governor by appointment from three to six nominees selected by nominating commission.

Qualifications: A citizen of Florida and for five years a member of The Florida Bar. *Term:* Six years.

Compensation: \$145,080 per year.

Duties: To serve as the state courts with the most general jurisdiction. (See detailed description in foregoing article on the Judicial System.)

Number of Circuit Judges: The Supreme Court shall establish by rule uniform criteria for determination of need for additional circuit judges. If the Supreme Court finds need for increasing or decreasing number, it will certify such need to the Legislature, which will consider and act upon the certificate during the next regular session.

County Judges

Legal basis: Article V, Constitution.

Created: With statehood but not specifically named. Present powers derived from revision of Article V ratified by electorate in 1972 and effective January 1, 1973.

Method of selection: By election in county. Governor fills vacancies by appointment from three to six nominees selected by a judicial nominating commission.

Qualifications: An elector of the state and resident of the county, member of The Florida Bar for five years unless population of county less than 40,000.

Term: Six years.

Compensation: \$145,080 per year.

Duties: To exercise original jurisdiction in all misdemeanor cases not reserved to the circuit courts, all

violations of municipal and county ordinances, and all actions at law in which the matter at controversy does not exceed the sum of \$15,000, exclusive of interest and costs, except those within the exclusive jurisdiction of the circuit courts. Also, to serve as committing magistrates and, unless provided otherwise by law or rule of Supreme Court, as coroners.

To have concurrent jurisdiction with circuit courts in landlord and tenant cases involving claims within jurisdictional limit.

Number of County Judges: At least one in each county, plus additional as determined by the Supreme Court and the Legislature.

Circuit judge Hal W. Adams (left) riding a mule to avoid high water, Lafayette County, 1928. With high water between Mayo and Perry, Judge Adams had to take mules, provided by Lafayette County, to get home. Right after the photo was taken, his mule fell, dumping the judge into the creek.



Florida State Archives

Judicial Qualifications Commission

Executive Director: Brooke S. Kennerly
1110 Thomasville Road, Tallahassee 32303-6224
Phone (850) 488-1581
www.floridajqc.com
contact@floridajqc.com

Legal basis: Article V, Section 12, Constitution of Florida, Adopted at the General Election held on November 7, 1974.

Method of selection: Two judges of the District Court of Appeal, two circuit judges, and two county judges selected by the membership of the respective appointing groups. Two members of The Florida Bar selected by a majority of its Board of Governors. Five electors who reside in the state appointed by the Governor who have never held judicial office or been members of The Florida Bar.

Term: Six years.

Duties: To investigate and by concurrence of two-thirds of its members, to recommend to the Supreme Court the removal from office of any justice or judge whose conduct, during his term of office or otherwise occurring on or after November 1, 1966, demonstrates a present unfitness to hold office, or the reprimand of the justice or judge whose conduct, during his term of office or otherwise occurring on or after November 1, 1966, warrants such a reprimand. By concurrence of two-thirds of its members, the commission may recom-

mend to the Supreme Court that any justice of the Supreme Court or judge of the District Courts of Appeal, circuit courts, or county courts, be reprimanded or removed from office for willful or persistent failure to perform his duties or conduct unbecoming a member of the judiciary. By concurrence of two-thirds of its members, the commission may recommend to the Supreme Court an involuntary retirement of any justice or judge for any permanent disability seriously interfering with the performance of his duties.

Justice Administrative Commission

Executive Director: Alton L. "Rip" Colvin, Jr.
227 North Bronough Street, Suite 2100., Tallahassee 32301
P. O. Box 1654, Tallahassee, 32302
(850) 488-2415 Fax (850) 488-8944
www.justiceadmin.org

Legal basis: Section 43.16, F.S.

Created: 1965. Revised/reorganized 1985, 2003, 2005, 2007, 2009, 2013

Method of selection: Two state attorneys appointed by the President of the Florida Prosecuting Attorneys Association, and two public defenders appointed by the President of the Conference of Public Defenders.

Term: Two years.

Compensation: None.

Executive Director: Employed by and serves at the pleasure of the commission.

Purpose: Maintain a central office to administratively serve the state attorneys and public defenders; including process of payroll, consultation regarding personnel and automation, and preparation of budgets and accounting for all state expenditures. Acts as liaison between other state agencies and the Legislature. The JAC administratively serves 20 Offices of State Attorney, 20 Offices of Public Defender, 3 Offices of Capital Collateral Regional Counsel, 5 Offices of Criminal Conflict and Civil Regional Counsel, and the Statewide Guardian ad Litem Program. These services include accounting, budget, financial services, and human resources.

State Courts Administrator's Office

State Courts Administrator: Lisa Goodner
500 South Duval Street, Tallahassee 32399-1900
(850) 922-5081
www.flcourts.org/courts/crtadmin/crtadmin.shtml
osca@flcourts.org

Legal basis: Article V, Section 2, Florida Constitution; Rule 2.205(e), Florida Rules of Judicial Administration.

Created: 1972.

Appointment: The Supreme Court appoints a state courts administrator who serves at the pleasure of the Court and performs such duties as the Court directs.

Duties: Supervises the administrative office of the Florida courts, and employs other personnel as deemed necessary by the Court to aid in the administration of the state courts system. Represents the state courts system before the Legislature and other bodies with respect to matters affecting the state courts system and functions relating to and serving the system. Supervises the preparations and submission to the Supreme Court, for review and approval, of a tentative budget request for the state courts system, and appears before the Legislature in support of the final budget request.

Board of Bar Examiners

Executive Director: Michele Gavagni
1891 Eider Court, Tallahassee 32399-1750
(850) 487-1292 Fax (850) 414-6822
www.floridabarexam.org

Legal basis: Article V, Section 15, Constitution.

Created: 1955. (Replaced Statutory Board, abolished October 31, 1955, appointed by Governor.)

Method of selection: Within discretion of Supreme Court. Court has usually appointed from list of names submitted by Board of Governors of The Florida Bar.

Term: Five years.

Duties: Through investigation and examination determine the moral and technical qualifications of applicants for admission to the practice of law, as specified in the Rules of the Supreme Court of Florida Relating to Admissions to The Bar.



Photo by Burgett Brothers

Judge White's court in the Hillsborough County Courthouse, Tampa, 1920.



Judicial Milestones

Youngest Judge

David Elmer Ward, of Fort Myers, was 20 years old when nominated and elected county judge (combined with judge of the county court and juvenile judge) of Lee County in 1932. He defeated the incumbent and three other former judges. Ward attained the legal age of 21 before taking office.

The disabilities of nonage had been removed by the circuit court when he was 18 so he could take the examinations and be admitted to practice in Florida, Tennessee, and federal courts.

“Believe It or Not” Ripley, the widely syndicated New York columnist O. O. McIntyre, and Wide World Photos were among the sources crediting Ward with being the youngest judge in the world at that time.

Judge Ward’s efforts to rehabilitate juveniles and other offenders resulted in what then were novel approaches, including parole and probation, Big Sisters and Big Brothers. At a convention of county judges, it was stated there was no lawful authority for Judge Ward to use these measures, so he decided to run for the state Senate from the four-county district of Lee, Monroe, Hendry, and Collier Counties and seek the passage of specific constitutional and statutory basis for what he had been doing.

When elected in 1938, he was said to have been the youngest Senator then. As Senator, he drew the constitutional amendment authorizing parole and probation together with the accompanying statutory legislation. After his Senate service, he practiced law in Tampa.

Fathers and Sons as Judges

The T. Frank Hobsons, father and son, served concurrently as judges.

T. Frank Hobson, Sr., of St. Petersburg, was a justice of the Supreme Court when T. Frank Hobson, Jr., also of St. Petersburg, was appointed circuit judge in December 1960. The junior Hobson subsequently became a judge of the Second District Court of Appeal in 1964.

In 1961, the Hobsons sat together as justice and associate justice of the Supreme Court. After the senior Hobson’s retirement in 1962 and before his death in 1966, the father and son sat together as judges of the Second District Court.

Thomas E. Kirkland and his son, Thomas R. Kirkland, served concurrently as judges in Orange County. Thomas E. Kirkland was appointed circuit judge of the Orange-Osceola Circuit (the 9th) on March 28, 1972. He had served as Orlando’s municipal judge from January 1, 1952, to January 1, 1967. Thomas R. Kirkland was elected county judge for Orange County and commenced service in January 1977. Kirkland became a senior judge in Florida’s 9th Judicial Circuit Court in 2007.



T. Frank Hobson, Sr.

Judicial Authorship

Records indicate that Justice Rivers H. Buford, who served from December 4, 1925, until March 1, 1948, wrote more opinions than any other judge—2,657 under his name and perhaps 300 or 400 more in the anonymity of *per curiam* or “by the court.” The least impression was that of Judge Benjamin D. Wright, who wrote only three opinions during his five months of service in 1853—the shortest tenure of any justice. The justice longest in tenure was Justice Glenn Terrell, who served from May 15, 1923, until his death on January 12, 1964. Justice Terrell wrote some 2,500 opinions.

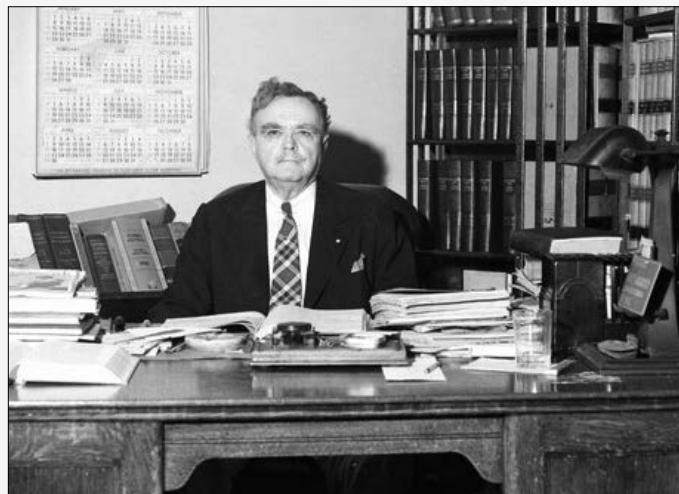


Photo by Forrest Granger

Chief Justice Rivers Buford at his desk, Tallahassee, 1945. Buford wrote at least 2700 opinions during his career, more than any other judge.

The Court on Television and the Internet

In September 1997, Florida State University’s Florida Channel and the Supreme Court began a program that put Supreme Court arguments on live television. The arguments are broadcast directly to TV and cable systems, schools, and anyone with a satellite dish using time on the state’s satellite.

Supreme Court opinions were first put on the Internet in September 1995. Arguments were first put on the Internet in February 1997.

The First Women Justices

Judge Rhea Grossman of Miami was the first woman to sit on the Supreme Court. In November

1972 she sat in for Justice James C. Adkins, who was working on judicial reform.

Judge Rosemary Barkett of West Palm Beach became the first woman Supreme Court Justice when she was appointed by Governor Bob Graham on October 14, 1985, to succeed Justice James E. Alderman.

First Black Justices

Governor Reubin O’D Askew appointed the first black justice to the Florida Supreme Court. U. S. Magistrate for the middle district of Florida, Joseph W. Hatchett, took the oath of office on September 2, 1975.

In a joint appointment, the first of its kind, Governor Lawton Chiles and Governor-elect Jeb Bush appointed Second District Court Judge Peggy A. Quince as the first black woman Supreme Court Justice in December 1998. Justice Quince’s appointment also meant that for the first time there would be two women and two black justices sitting simultaneously.

First Black Woman Chief Justice

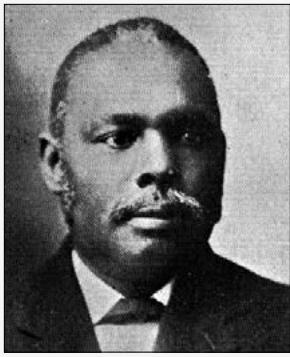
Justice Peggy Ann Quince was elected to the post of Chief Justice by her fellow justices. She was sworn in on June 27, 2008, and her two year term began on July 1, 2008.

First Hispanic Justice

Governor Jeb Bush appointed Florida’s first Hispanic Supreme Court justice. On July 10, 2002, Raoul G. Cantero III, a Miami appellate attorney and the grandson of former Cuban dictator Fulgencio Batista, was chosen to replace retiring Justice Major B. Harding.

First Black Judges

According to historian/author Dr. Carter Brown Jr., James Dean was the first black county judge elected in the South after Reconstruction. Monroe County Florida voters elected Dean over two white candidates in 1888. Governor Francis P. Fleming removed Dean for issuing a marriage license to a black woman and a white man (although the groom insisted



James Dean

he was a mulatto). Due to the urging of Key West attorney Calvin Allen, Dean was reinstated by Governor Jeb Bush in February 2002.

When Lawson E. Thomas, a lawyer, was appointed judge of Miami's new Police Court in May 1950, he was described as the first black to serve as a

judge "in the South since Reconstruction days." The court was created to serve a black area.

First Hispanic and First Cuban Exile Judge

When Governor Francis P. Fleming replaced James Dean with Angel DeLono, Dean filed a series of lawsuits. This early black judge sued, but lost to the state's first Hispanic judge.

Mario P. Goderich, an exile from his native Cuba who began life in the United States as a Miami Beach hotel employee, was appointed circuit judge by Governor Reubin O'D. Askew on December 12, 1978. Goderich was the first Cuban political exile to achieve a place on the Dade circuit bench. He worked for the hotel because his law degree from the University of Havana did not qualify him to practice in Florida after he came here in 1961.

In 1963, he enrolled in the University of Miami Law School and in 1966 earned a *Juris Doctor* degree. Lacking American citizenship, he still could not practice until 1969 when he became a citizen. Governor Askew previously had appointed him as a workmen's compensation deputy commissioner.

First Hispanic Woman Claims Jurist

Margarita Esquiroz arrived in Miami from Havana in April 1962. She earned her *Juris Doctor* degree from the University of Miami in 1974. On June 4, 1979, she was appointed by Governor Bob Graham as an industrial claims deputy commissioner, the first female Hispanic jurist. She was promoted to the circuit bench in February 1984.

First Black Woman Judge

The first black woman to hold a judgeship in Florida was Leah Aleice Simms, named county judge of Dade County by Governor Bob Graham on December 17, 1981. Judge Simms had been a student at Howard University in Washington, D.C., at the law school of Willamette University of Salem, Oregon, and served in Detroit with the U.S. Department of Justice organized crime strike force. In 1986, Judge Simms unsuccessfully sought election as a circuit Judge.

First Woman Circuit Judge

Judge Rhea Pincus Grossman was appointed to the Eleventh Circuit (Dade County) by Governor Claude R. Kirk, Jr., on December 29, 1970. Inquiries by The Florida Bar and others indicate Grossman was the first woman to become a circuit judge in Florida.

Grossman had served for a year as a State Industrial Claims Deputy Commissioner when Governor Kirk promoted her to a circuit judgeship created by Dade's population growth.

A native Miamian, Grossman graduated from the University of Miami Law School in 1964.

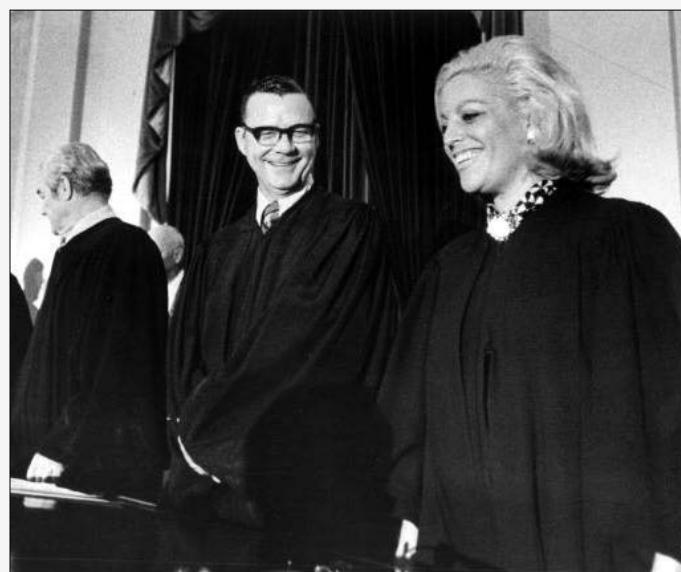


Photo by Donn Dughi

Judge Rhea Grossman takes her seat as the first woman to sit on the Florida Supreme Court, Tallahassee, 1972. Judge Grossman, also the first woman circuit judge, sat in for Justice James C. Adkins, who was absent working on judicial reform.

First Black Woman Circuit Judge

Dade County Judge Melvia Green was promoted to the circuit court by Governor Robert Martinez on September 15, 1989, the first black woman to be named to a circuit bench in Florida. A Miami native, Green was Dade's only black woman judge when appointed to a county judgeship in 1987. She was a prosecutor with the U.S. Attorney's office in Miami for three years.

First Woman County Judge

Bessie Bellinger, of Pensacola, was described as the first woman in Florida ever to serve as a county judge after she was appointed by Governor Cary A. Hardee in February 1922. Bellinger was appointed to complete the term of her late husband, Judge Henry Bellinger, for Escambia County.

First Woman Hispanic Circuit Judge

Maria Marinello Korvick, a Cuban, stepped up from county judge to circuit judge in Miami on August 1, 1981, the first Hispanic woman to become a circuit judge.

Judge Korvick had a vivid memory of the lawlessness that destined her to become a judge. When she was a student in Miami, she received news that her father had been executed, without trial, by a Castro firing squad.

"His death," she said, "made me think of the value of life and the importance of receiving due process."

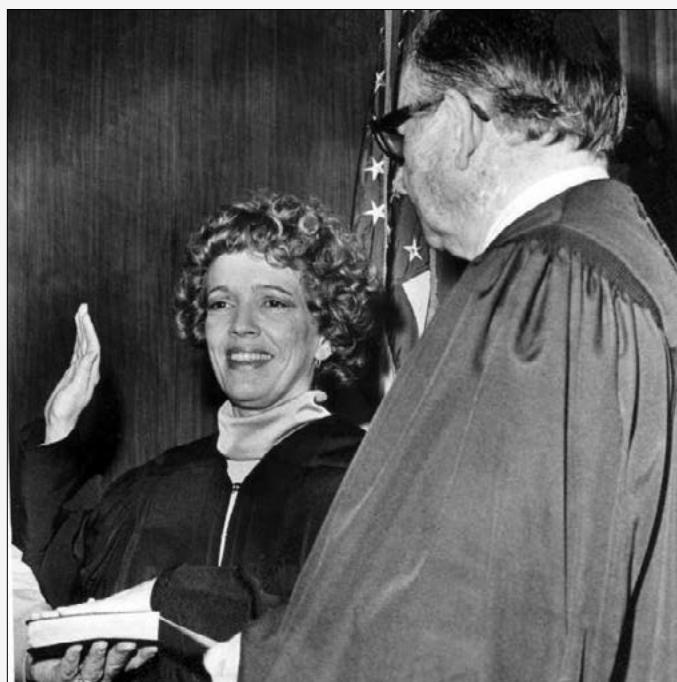
She earned her education, from high school through law school, by working days and attending classes at night.

Judge Korvick became a county judge for Dade County on December 12, 1979, by appointment of Governor Bob Graham. She had come to the United States from Cuba as a refugee in 1961, and prior to being appointed county judge, had served as an assistant state attorney.

First Woman U.S. District Judge in Florida

State Circuit Judge Susan Black of Jacksonville was appointed by President Jimmy Carter and con-

firmed by the Senate in 1979 as the first woman to serve as a U.S. district judge in Florida. Judge Black was a native of Valdosta, Georgia. She received her undergraduate degree from Florida State University and her law degree from the University of Florida. She served as county court judge and for six years as a circuit judge.



Florida State Archives

First District Court of Appeals Judge Ann Cawthon Booth being administered the oath of office by the Honorable Kenneth Davis, Tallahassee, 1978. The first woman appellate judge, she was appointed by Governor Reubin O'D Askew on January 1 of that year.

First Woman Appellate Judge

Anne Cawthon Booth was appointed Judge of the First District Court of Appeal (Tallahassee) by Governor Reubin O'D. Askew on January 1, 1978. She was the first woman in Florida to become the judge of an appellate court. The investiture ceremony was conducted January 3.

A native of Gainesville, Judge Booth is a granddaughter of the late W.S. Cawthon, State Superintendent of Public Instruction (Commissioner of Education) 1922–37, and a daughter of the late Rainey Cawthon, Tallahassee businessman and former member of the Florida House of Representatives.

She became the second working judge in her family, for her uncle, Victor M. Cawthon, was a circuit judge in Tallahassee.

Janet Reno takes the oath as Florida's first woman State Attorney, 1978. She was appointed by Governor Reubin Askew and served for 15 years as Dade County State Attorney before becoming the nation's first woman Attorney General.



Florida State Archives

First Black Woman Appellate Judge

Peggy Ann Quince was appointed to the Second District Court of Appeal by Governor Lawton Chiles in 1993, becoming the first black woman appointed to any of the state's five lower appellate courts.

Husband and Wife as Judges

The first Florida husband and wife to serve concurrently as judges were Circuit Judge Henry F. Atkinson and Juvenile Judge Edith M. Atkinson.

Edith M. Atkinson received an LL.B. degree from John B. Stetson Law School in DeLand in 1922 and thereafter practiced law in Miami. The first woman lawyer there to seek political office, she was nominated judge of the juvenile court for Dade County and took office in January 1925.

Henry F. Atkinson was judge of the circuit court for the Eleventh Judicial Circuit (Dade and Monroe Counties) at the time of his wife's election. In 1929, both stood for renomination, each with opposition in that primary.

Judge Edith Atkinson received the highest number of votes of any candidate on the ballot. Both Atkinsons were renominated and reappointed by the Governor.

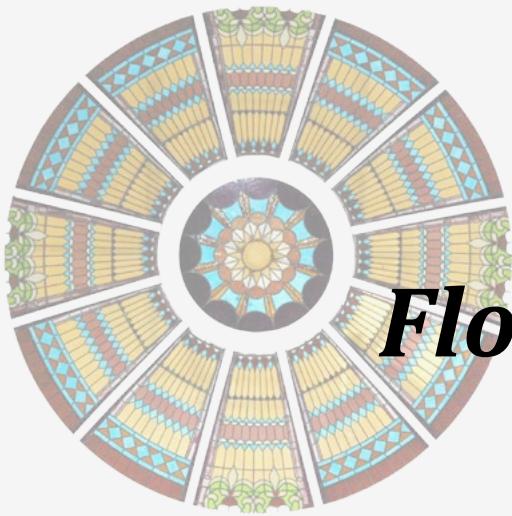
First Woman State Attorney

Janet Reno, a native of Miami who earned her law degree from Harvard Law School, became Florida's first woman State Attorney on January 4, 1978. Governor Reubin O'D. Askew appointed her following the resignation of Richard Gerstein as State Attorney for the Eleventh Judicial Circuit (Miami).

Ms. Reno served as administrative assistant to Gerstein from 1972 to 1976 before becoming a trial partner in a Miami law firm. As administrative assistant, she supervised the work of 80 prosecutors, served as legal counsel to the Dade County grand jury, and conducted special investigations. In 1993 Ms. Reno was appointed Attorney General of the United States by President Clinton and was confirmed by the U.S. Senate.

Passing of Last Elected Justice

Frederick B. Karl was the last justice to be elected, not appointed, to the Florida Supreme Court. Karl passed away March 7, 2013, at the age of 88. Besides serving on the Supreme Court, Karl also represented Volusia County as a member of both Florida's House of Representatives and Senate.



Florida's Legislature

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The Legislature

“The legislative power of the state shall be vested in a legislature ...”

Florida Constitution, Article III, Section 1

The legislature has been generally described as the lawmaking branch of a state government. In Florida, the Legislature defined its function more precisely in these words from the Executive Reorganization Act of 1969: “The legislative branch has the broad purpose of determining policies and programs and reviewing program performance.”

Although the physical setting is much the same and rituals remain, the Legislature of today bears little resemblance in its internal workings and its philosophy to the Legislature of a few years ago. Beginning in 1966, the House of Representatives and Senate underwent changes that gave the Legislature greater equality with the executive branch.

The first year-round staff for legislators and committees began work in 1969. By 1994, the vitalized Legislature had 1,978 employees. Following

cutbacks, staff was reduced to 1,704 established positions as of June 2010. By March 2013, the House and Senate staff had been further reduced to 1,435—841 and 594, respectively, including volunteers.

Now, the First Word

The big difference is that the Legislature now has the *first* word in lawmaking along with the last word.

The old pattern of biennial sessions meant the lawmakers were forced to delegate much of their sovereignty to executive agencies and others outside the legislative branch.

As in other states, the Governor came to be regarded as the chief legislator, presenting the Legislature not only with his message but a sheaf of bills

House Speaker Marco Rubio, R-Miami, offers encouragement to House members and staff during the opening session of the 2008 Legislature, Tallahassee.



Photo by Mark T. Foley

already prepared for introduction. The Governor's legislative program became the checklist by which some judged legislative performance.

Thus, while the Legislature always possessed the last word—voting on legislation—the preparation of bills often was in other hands.

Prior to 1969, in order to process the grist produced by agencies of the executive branch, the Legislature was forced to borrow many of its specialists from the same source. Other employees were recruited from among persons willing and able to work a maximum of 60 days every two years.

On October 7, 1982, Governor Bob Graham, in off-the-cuff remarks to Democratic nominees of the House of Representatives, said:

I appreciate the fact that our form of government is not like a parliamentary system where the Legislature and the Executive are essentially one. We have a system that's built around a division of governmental powers. Those of you who have not served in the Legislature before will find out that what the textbook said about the balance of powers in the three branches: that *ain't* just for the textbook any more. That really works.

A Turn-Around

Today's Legislature represents a turnaround, with the legislative branch able to coexist on equal terms with the executive and judicial branches. This has been made possible by a number of steps, including:

- A constitutional amendment requiring an organization session following regular November general elections. These sessions are for the exclusive purpose of reorganizing the Legislature so that the new Senate President and House Speaker may appoint members to committees and adopt the standing and joint rules for the two-year term.
- Revision of the Constitution in 1968 changed the regular sessions of the Legislature from a biennial to an annual basis.
- The presiding officers have been given the joint authority to convene the Legislature in special session. Previously, only the Governor possessed this power. Florida has a self-starter provision,

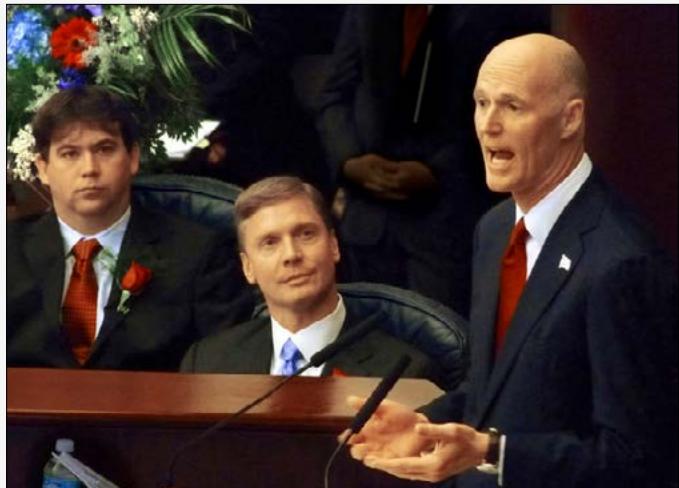


Photo by Mark T. Foley

Governor Rick Scott delivers his State-of-the-State address to a joint session of the Legislature on opening day, 2012. Speaker Dean Cannon, R-Winter Park, center, and Speaker-pro tempore John Legg, R-Port Richey, look on.

but due to its cumbersome nature no special session has ever been convened under this method.

- Transfer of the state's auditing department from the executive branch to the Legislature materially strengthened its effectiveness. No longer an appointee of the Governor, the Auditor General is independent from the executive agencies being audited and can provide the Legislature an untinted window into the performance of those executive agencies.
- The legislative committees have been staffed with analysts, researchers, attorneys, and other year-round personnel capable of enabling the committees to function effectively.
- Florida retains its tradition of part-time legislators but recognizes the new demands upon their time—an annual session and continuing committee activity—through an increase in pay plus an annual percentage increase equal to that generally received by state employees. An allowance has also been made so legislators may maintain offices in their districts to transact public business.

Separation of Powers

The result of these and other changes has been the attainment of true separation of powers. This has cost money. Whether there has been a dollar-and-cents return in a more effective executive system can hardly be proven or disproven because the

yardsticks—among these the value of money and the growth of population—change daily. However, the Supreme Court of Florida (through Justice John E. Mathews) stated the significance in these words (*Pepper v. Pepper*, 66 So.2d 280 (Fla. 1958)):

The separation of governmental power was considered essential in the very beginning of our government, and the importance of the preservation of the three departments, each separate from and independent of the other, becomes more important and more manifest with the passing years. Experience has shown the wisdom of this separation. If the judicial department of the government can take over the legislative powers, there is no reason why it cannot also take over the executive powers; and in the end, all powers of the government would be vested in one body. Recorded history shows that such encroachments result in tyranny, in despotism, and in destruction of constitutional processes.



Florida State Archives

Senate President Jack Mathews (left) and Speaker of the House Frederick Schultz share a moment of levity, 1970.

Equality of the Houses

The Senate and the House of Representatives of our Florida government equally share the power of lawmaking. Neither can bring about the passage of a law by its independent action. Neither possesses any right in the legislative process not enjoyed by the other. Either house may originate any type of legislation.

The Legislature exercises quasi-judicial functions separate from lawmaking. The House possesses the exclusive right to impeach officers, and only the Senate may try officers so accused. Only the Senate may pass judgment upon officers appointed by the Governor subject to confirmation by the Senate, and only the Senate may remove officers suspended by the Governor.

The Power of the Legislature

The Florida Supreme Court has defined the lawmaking jurisdiction of the Florida Legislature in these words: “The legislative power to enact statutes is subject only to the limitations provided by the state and federal Constitutions.” (*City of Jacksonville v. Bowden*, 67 Fla. 181)

Under our overall system of state and federal government, the power to make laws is divided between the government of the United States and that of the individual states. The United States Constitution is a grant of power from the states to the federal government. It specifies in general terms the main powers of the national (federal) government. The delegated and implied powers as listed in the United States Constitution provide the basis on which the national government operates. All powers not expressly given to the national government are retained in and belong to the states. Hence, the powers of the states are not listed in the United States Constitution.

The state constitutions do not attempt to list all their reserved and inherent powers. These powers constitute the basis for all actions of a state government. This is because the state legislatures may take any action and enact any law they wish as long as those actions and laws do not violate the state constitution or the United States Constitution.

The reserved powers of state governments are many. Among them are the levying and collection of taxes for state purposes and the defining of crimes and punishment. The state can authorize counties, cities, and other local governmental agencies to levy and collect taxes for their purposes. It can pass laws relating to health and safety. It can build highways. It can enact marriage and divorce laws. The state can also authorize the establishment of cities.

Laws

A law is the final product of the legislative process. It is the end result of the introduction of a bill, its passage by both houses into an act, and its approval by the Governor (or the overriding by the Legislature of his veto), and its recording by the Custodian of State Records. A statute is a law after it has been organized, by topic, into the compiled body of laws. For example, House Bill 3 of the 2008 Regular Session—Children’s Zones (the second bill proposed by a member of the House, as House bills use odd numbers), was passed by both houses, approved by the Governor, and became law. This law was first identified as Chapter 2008-96 of the 2008 Laws of Florida (Session Laws) and later became section 153.0372 of the *Florida Statutes*. The statutes constitute the body of existing laws enacted, with new laws incorporated along with the changes and deletions new acts have made to prior laws.

General Laws

Theoretically, a “general law” is a law which is intended to have statewide application. But there are many laws which relate to less than the whole state and which are still legally “general laws.” The Supreme Court of Florida, in an early case, declared that “every law is general which included in its provisions all persons or things of the same genus.” A law does not have to be universal in application to be a general law. Laws relating to the location of the state capitol, a state university, the state prison or hospital are local in character but affect directly or indirectly every citizen of the state, and are regarded as general laws.

Special Laws

As a general statement, a special act is any legislative act which meets both of the following criteria: (1) it applies to an area or group which is less than the total area or population of the state, and (2) its subject matter is such that those to whom it is applicable are entitled to the publication or referendum required by Section 10 of Article III of the Florida Constitution. Having said this, it should be noted that it is often difficult to determine whether or not a par-



Photo by Darryl Jarmon

Senate Secretary Dr. Phil Twogood (left) confers with Rules Committee Chairman Alex Villalobos, circa 2009.

ticular legislative proposal comes within the scope of these two criteria. Section 11 of Article III of the Florida Constitution provides that “there shall be no special law or general law of local application pertaining to” a specified list of topics.

Population Laws

A population act is the most commonly encountered type of “general law of local application.” It is worded in such a way as to be applicable only to counties of a certain specified size. Although a population act may apply to only a few counties (or perhaps only one) it is not considered to be a special act and does not have to be advertised or made subject to a referendum.

Are population acts constitutional? They can be. Section 11 of Article III of the Florida Constitution provides in part that: “In the enactment of general laws ... political subdivisions or other governmental entities may be classified only on a basis reasonably related to the subject of the law.” Therefore, if the grouping of counties of a certain size can be justified on the basis of being “reasonably related to the subject” of the bill, it is perfectly all right to enact a law which relates only to those counties.

The Legislature formerly passed in substantial volume another type of population act, which was very limited in application. These were enacted as general laws, without advertising or provision for ratification by referendum as required for local special legislation. But the population acts had a limited,

“special” or “local,” application because their effectiveness was limited to counties falling within prescribed minimum and maximum population brackets. For example, a law might be framed as to apply only to “the members of the county board of public instruction in all counties having a population of not less than 3,000 nor more than 3,100.” Such a population act at least until the taking of the next federal census, likely would apply to only one county. Virtually all such acts were likely unconstitutional, but few were ever challenged. Use of these laws largely has passed out of existence because of the granting in the 1970s of home rule powers to counties. When this was done, some 2,100 population acts were repealed.

NOTE: James Lowe, a former director of the House Bill Drafting Service, authored the following sections on general bills, special laws, and population laws.

Oldest Laws

A search of the *Florida Statutes* by Edith Pollitz, Chief Attorney of the state’s Division of Law Revision and Information, revealed that two ordinances proclaimed by Andrew Jackson on July 21, 1821, are still in force. These laws relate to the boundaries of Escambia and St. Johns counties. Not including amending law provisions, 26 other sections of the *Florida Statutes* date from 1822-1825, the first four years of Florida’s territorial government. Most of the



Photo by Darryl Jarmon

Florida Senate chamber during the signing ceremony by Florida's 27 presidential electors, 2008.

material comprising chapter 79 of the statutes relating to habeas corpus was created by an 1822 law.

Quorum

Each house may do business with a quorum of its members, a quorum having been defined by the Supreme Court as not less than a majority of all members. Vacancies from death, resignation, or failure to elect cannot be deducted from the total number of seats when determining a quorum.

Legislative Sessions

Regular Sessions: The 1885 Constitution called for regular sessions of the legislature to be held biennially, commencing on the first Tuesday after the first Monday in April 1887. The 1968 revision of the Constitution instituted annual regular sessions commencing on the first Tuesday after the first Monday in April.

In 1990, Article III, Section 3(b) was amended to read that in 1991, “a regular session of the legislature shall convene on the first Tuesday after the first Monday in March. In 1992 and thereafter, a regular session of the legislature shall convene on the first Tuesday after the first Monday in February of each odd-numbered year, and on the first Tuesday after the first Monday in February, or such other date as may be fixed by law, of each even-numbered year.” Sessions were convened in February of 1992, 1993, and 1994, but in 1994 the Constitution was again amended to begin regular sessions on the first Tuesday after the first Monday in March.

Regular sessions have a maximum life of 60 consecutive days, including Sundays, but may be extended by a three-fifths vote of each house.

There are seven types of legislative session other than regular:

Special Session—The Governor may call the Legislature into special session. This kind of special session may last no longer than 20 consecutive days, but may be extended by a three-fifths vote of each house. In his proclamation convening the Legislature, the Governor states the matters that, in his opinion, require the extraordinary session. The Governor may later add other subjects to his original *call*, or agenda

stated within the proclamation. At such special sessions, no other matters can be considered by the Legislature unless by a two-thirds vote of the members elected. This exception, however, applies only to the question of whether a bill concerning some matter not in the Governor's call may be introduced. After its introduction has been permitted, only the usual number of votes is required for passage.

Apportionment Session—The Governor is required by the Constitution to convene the Legislature in special session if the legislators have, in his opinion, failed to properly reapportion the representation in the Senate and House of Representatives. This reapportioning must be according to the specifications of Article III, Section 16(a) of the Florida Constitution. Such a session shall not exceed 30 consecutive days. The Constitution says it "shall be the mandatory duty of the legislature to adopt a joint resolution of apportionment." No business other than apportionment can be considered during this type of special session.

Self-Starter Session—The 1885 Constitution permitted the Legislature to convene itself in extraordinary session for a period not to exceed 30 days when "conditions warrant," and this provision has been carried forward as a law. Such a session can be convened only upon the affirmative votes of three-fifths of all the members of the Legislature. These votes are cast in a poll taken by the Secretary of State at the written request of not less than 20 percent of the membership of the Legislature.

Four unsuccessful efforts have been made by legislators to call the Legislature into this type of special session. In each instance, 20 percent of the members of the Legislature had requested the Secretary of State to poll the membership, but the poll failed to produce the required affirmation of three-fifths of the members of each house. In August 1960, the Legislature was polled for a session to declare Florida's presidential electors uninstructed. In January 1963, the poll concerned legislative apportionment. In August 1972, the session would have considered the reinstatement of capital punishment and the restoration of filing fees for candidates, both having been stricken by the U.S. Supreme Court. In August 2013, the session would have considered



Photo by Meredith Geddings

Majority Leader Adam Hasner, R-Delray Beach, (left) confers with Rep. Will Weatherford, R-Zephyrhills, and Rep. Carlos Lopez-Cantera, R-Miami, on the House floor during a special session of the Legislature called to adjust Florida's budget, 2009.

repealing the controversial "stand your ground" law following the acquittal of George Zimmerman. The vote in this instance was 47 in favor of a special session, 108 against.

Suspension Session of Senate—The President of the Senate, or a majority of its membership, may convene the Senate in this type of special session for the purpose of considering the suspension, by the Governor, of a state or county officer, or the impeachment, by the House, of a state officer.

The Senate has been called into special session four times to consider executive suspensions. Those sessions were February 17, 1969; July 8, 1970; November 16, 1970; and February 26, 1974.

Session Called by Presiding Officers—The President of the Senate and the Speaker of the House of Representatives, by joint proclamation filed with the Custodian of State Records, may convene the Legislature in special session. During such a special session, only such legislative business may be transacted as is within the purview of the proclamation, in a communication from the Governor, or is introduced by consent of two-thirds of the membership of each house. The first such session was called for December 13, 1977, so the Senate could consider charges of misuse of office against Senator Ralph R. Poston, Jr., of Miami. Poston was reprimanded and fined \$500. It was necessary that both houses be called. The House

was in session 27 minutes, receiving veto messages and transacting other in-house business since the meeting had been called for the “sole and exclusive” purpose of the Poston matter, which did not involve the House.

Organization Session—This session of a special nature is commanded by the Constitution to be held on the 14th day after each general election. This session is for the exclusive purpose of organizing the houses. By selecting officers and adopting rules, the Legislature puts itself in business four months earlier than was the case prior to 1966. There is no time limit on an organization session, but usually the limited business can be transacted within two hours.

Extended Session—The Legislature may extend its regular 60-day session and any special session. This requires a three-fifths vote of the membership of both houses. There is no limit to the length of such extensions. The purpose of an extended session is to complete action on legislation already introduced. New measures may, however, be received with the consent of two-thirds of the membership of each house. That would be 80 “yea” votes in the House and 27 in the Senate.

Number of Special Sessions

The Legislature was called into special session 110 times between June 8, 1869, and March 2013. Of these special sessions 12 were called by Governor Reubin O’D. Askew, 12 by Governor Robert Graham, eight by Governor Robert Martinez, nine by Governor Lawton Chiles, 11 by Governor Jeb Bush, two by Governor Charlie Crist, and one by Governor Rick Scott. Since 1977, 23 have been called by the Senate President and House Speaker.

Number of Extended Sessions

The first extended session was held in 1957. As of March 2013, 25 regular and special sessions have been extended. Although technically extended, in some years no sessions were held during the extension.



Photo by Mark T. Foley

House Sergeant at Arms Earnest W. “Ernie” Sumner and Senate Sergeant at Arms Donald Severance drop handkerchiefs to signify Sine Die in the Capitol rotunda, 2006.

Shortest Session

The shortest session of the Legislature occurred on November 17, 1970, when the Senate and House, already in Tallahassee to reorganize after a general election, were called into special session by Governor Claude R. Kirk, Jr., to pay official expenses of Governor-elect Reubin O’D. Askew, including those of his inauguration. The House was in session 21 minutes; the Senate, 15.

Longest Session

The longest session of the Legislature occurred in 1955. Called into legislative reapportionment session by Governor LeRoy Collins, the Legislature met 74 fruitless days. Then, unable to adjourn *sine die* without complying with the constitutional mandate to reapportion, the Legislature recessed until the next general election when the terms of all House members and half the Senate had expired. Thus, the Legislature technically was in session 520 days, from June 6, 1955, until November 6, 1956.

How Laws are Made

Each bill is prefaced by the words, “A Bill to be Entitled an Act ...” followed by a title summarizing its contents. Each bill also contains the phrase, “Be it Enacted by the Legislature of the State of Florida.” Should this phrase be omitted, the measure is not valid. In the House of Representatives, an amendment to strike out the enacting clause is often used as a means of bringing a controversial measure to a decisive vote quickly.

An *act* passed by the Legislature becomes a *law* only after the Governor has had the opportunity to

express himself on its merits. He may give his approval by signing his name to the act, or he may allow it to become a law without his signature by doing nothing. His third option is to object to the act by vetoing it, in which case the Governor will return the act with a *message* expressing why he objects. It still can become law by the Legislature passing it despite the veto. This overriding of a gubernatorial veto requires the agreeing votes of two-thirds of the members *present* in each house.

Introduction of Bills

Bills, then, are the raw material of the legislative process. Only a member of the Legislature or a committee can introduce a bill. The Senate has no rule limiting the number of bills a member may introduce, but House speakers since 1981 have sometimes imposed a limitation. Members were allowed to file eight bills for that term and the limit has remained close to that number during the ensuing years.

According to current House Rule 5.3, members may file no more than six bills each regular session, though there are exceptions that do not count toward this limit, such as resolutions, memorials, bills that repeal statutes, and bills of various types that adhere

Photos by Donn Dughi



From left: Katie Hardgrave, Debbie Stones, and Lisa Tiller at the Senate Commerce Committee hearing on the legal age for alcohol consumption, 1985.

Right: Katie Hardgrave speaks to the committee about the details of her boyfriend's death. At the time, 18 was the legal drinking age in Florida, and Katie's boyfriend was killed by a 19-year-old 'legal' drunk driver. The Legislature responded by raising the drinking age to 21.



to other bills.

The actual writing of bills is done by staff in the House and Senate Bill Drafting services. A legislator, or staff member at his/her direction, will outline the ideas to be included in a bill. A draft is prepared by Bill Drafting staff in proper form and is reviewed for potential placement in existing statute or constitutional law. The draft is sent to the legislator, who reviews and approves, changes, or disapproves the draft. If approved, the bill is filed with the Secretary of the Senate or the Clerk of the House.

All bills must go through the bill drafting services in order to be filed. Computer-generated bills are then available for engrossing, should a bill be amended, and for release to the general public.

The evolution of year-round committees means many bills are generated in committee.

Bills dealing with local governments are most often prepared by attorneys for the respective cities, counties and special districts. Others are prepared at the request of the Governor to carry out phases of his legislative program. A great many of the bills introduced are prepared for those persons particularly interested in their enactment into law. These bills still must go through the bill drafting services.

The Governor's Message

The Constitution directs that the Governor "shall by message at least once in each regular session inform the legislature concerning the condition of the state, propose such reorganization of the executive department as will promote efficiency and economy, and recommend measures in the public interest" (Article IV, Section 1(e), Florida Constitution). Nevertheless, the Governor, in this case, is on the same footing as any other non-legislator insofar as the introduction of bills to carry out his recommendations.

Passage of Bills

Virtually all bills are passed in each house by a majority vote (half plus one) of the members answering to roll call. The exceptions are: bills for a special general election, which require the approval of three-fourths of the membership of each house; the adoption of joint resolutions for amendments to

the state Constitution and bills creating trust funds or related to state securities, each of which require the approval of three-fifths of the membership of each house; local mandates, which require a two-thirds vote of the membership of each house; and public records exemptions, which require a two-thirds vote of the members voting of each house.

A quorum for the purpose of transacting business is fixed by the Constitution at a majority of the members elected to a legislative house.

Before being brought to roll call on the question of its passage, a bill usually will have traveled to and from a committee in each house. "Usually" is the word that applies to nearly all of the legislative process, for the Legislature freely uses its very extensive discretionary power over procedure. The Constitution and the rules of each house provide brakes and speed limits, but, when so minded, the Legislature can move with a headlong swiftness bewildering to onlookers.

For example, a bill must be read by title in each house on three separate days (the first reading usually is accomplished by publication in the *Journal*), but the Constitution permits this to be waived with the approval of two-thirds of the members present.

Judy Doyle of the *Tallahassee Democrat* had this personal encounter that illustrates the uncertainty of legislative life:

It was late Friday, the last day of the 1988 Regular Session, when House Speaker Jon Mills walked by. I grabbed his arm and asked if the

House was going to take up the garbage bill before it recessed.

"Probably," the House honcho answered.

I rudely grabbed his arm again, demanding "Does 'probably' mean 'certainly'?"

Mills paused, glared icily and replied, "If you want 'certainly,' you shouldn't be covering the Legislature."



Jon Mills

Rules of Procedure

As was pointed out at the beginning of this chapter, the Legislature is limited in its power only

by the Florida Constitution and the United States Constitution. How the Legislature goes about the exercise of this power—the mechanics of lawmaking—is governed to a considerable extent by rules. The Senate and the House of Representatives each adopt their own rules, and it is important to keep in mind that the rules are the product of the lawmaking body itself. These rules may be changed or waived by a vote of the body.

Tools and Services

Much of the explanation for the Legislature's ability to move quickly yet with confidence can be found in the tools and services provided to it. Every day, each legislator has access to the general bills and a *Calendar* of the day's business. If a bill on the calendar pertains to the appropriation of public money or to taxation, it will be accompanied by a fiscal note. It may also have a staff report analyzing its contents. The user of a bill can tell at a glance what changes are proposed in existing law, for deletions are shown in struck-through type while new language is underlined. The legislator also has a *Journal* of yesterday's business.

The standing committees furnish year-round research and fact-finding services, which have relieved the lawmakers of their former dependence on outside sources of information.

The Veto

As previously stated, an act becomes a law only after approval by the Governor. He may directly approve it by affixing his signature. Or he can merely imply that he approves it. He does this by allowing a certain number of days to lapse, after the act has been delivered to him by the Legislature, without exercising his right to veto.

The Governor has seven consecutive days to sign or veto if the Legislature is in session. If the session ends before the seven days pass, the num-



Photo by Mark T. Foley

House Fiscal Council Chairman Rep. Joe Negron, R-Stuart, announces his filing of HB691 proposing the largest single tax cut in Florida's history during a news conference January 12, 2006, in Tallahassee. The bill provides for a one-week sales tax holiday on virtually all taxable items. Speaker Allan Bense, R-Panama City, is shown at center-left, while at right is House Republican Leader Andy Gardiner, R-Orlando.

ber of days increases to 15, counted from the day he received the act from the legislative officers. This may be a week or more after *sine die* adjournment because of the crush of business in the last days of a session. In 2013, almost 90 percent of all bills passed were presented to the Governor after *sine die* adjournment. These bills include the extensive *General Appropriations Bill*, in which the Legislature provides, on an item-by-item basis, the financing for departments and agencies of the state government during the state's fiscal year beginning each July 1. The Governor's need for time to review the legislative product is most pronounced after the legislative adjournment.

The Legislature can override the Governor's veto and cause the act to become law despite his disapproval. It can do this by repassing the act notwithstanding the Governor's veto by a two-thirds vote of the members *present* in each house. But the passage of time can make it ineffectual for the Legislature to exercise that power. Generally, the Governor's vetoes come after the Legislature has adjourned. This legislative review will be possible at the next regular or special session, usually months later.

Effective Date

Article III, Section 9 of the Florida Constitution says:

Each law shall take effect on the sixtieth day after adjournment sine die of the session of the legislature in which enacted or as otherwise provided therein. If the law is passed over the veto of the governor it shall take effect on the sixtieth day after adjournment sine die of the session in which the veto is overridden, on a later date fixed in the law, or on a date fixed by resolution passed by both houses of the legislature.

This 60-day period was intended to give the public an opportunity to learn of new laws. In the past, the offices of the Attorney General and Secretary of State have tried to encourage the use of this or October 1 as uniform dates to allow time for the printing and distribution of new laws. But many laws become operative in a shorter time. A clause often

found in bills reads: "This law shall become effective upon becoming a law"—in other words, at once. If the Governor vetoes an act after the effective date, a new date of 60 days from *sine die* adjournment automatically becomes the operative date if the Legislature repasses the bill.

Other Legislation

The business of the Legislature is devoted mainly to considering bills that propose new laws or bills that modify existing laws. There are, however, other types of legislative business. This includes the consideration of measures such as *joint resolutions*, *concurrent resolutions*, *simple resolutions*, and *memorials*:

A *joint resolution* is most commonly used to propose an amendment to the State Constitution. The Governor cannot veto a joint resolution proposing an amendment because joint resolutions do not have the force of law until ratified by the electorate. When so used, a joint resolution can be adopted only by the "yea" votes of three-fifths of the senators (24) and three-fifths of the representatives (72). Voting separately in each house, they must approve submission of the proposed amendment to the electorate. When the question is put before the voters, they can approve or reject the amendment at the next regular general election or at a special election, if one is called for that purpose through passage of a law approved by three-fourths of the membership of the Senate (34) and the House (90).

Joint resolutions are also used to reset the effective date of an act vetoed by the Governor when the veto is overridden by the Legislature after the original effective date has expired. The Constitution gives the Legislature the opportunity to provide a new effective date.

Still another use of joint resolutions is to reapportion the membership of the Legislature after each decennial federal census. Again, the Governor cannot veto the work of the Legislature since the Constitution provides for the State Supreme Court to review the new apportionment plan.

Where a joint resolution is used for a purpose other than proposing a constitutional amendment, only a majority is needed for adoption.



Photo by Mark T. Foley

Majority Leader Carlos Lopez-Cantera, R-Miami, calls for a yes vote on House Joint Resolution 7111, which amended Article V of the State Constitution to divide the Supreme Court into two divisions, 2011.

A *concurrent resolution* deals with some matter, other than those requiring a joint resolution, involving both houses of the Legislature. A concurrent resolution does not have the force of law and needs only a voice vote to pass. A concurrent resolution may express regret or praise, fix the time for the houses to meet in joint session to hear a distinguished speaker, or create a joint committee.

Ironically, one of the most important responsibilities performed by the Legislature, the ratifying of amendments to the Constitution of the United States, is accomplished through adoption of a concurrent resolution.

A *simple resolution* is one expressing the will only of the legislative house in which it is adopted. It is identified by the term "House Resolution" or by the term "Senate Resolution," as the case may be. These resolutions are used to express regrets or praise of the house, or to create committees whose membership will be drawn only from the adopting house.

A *memorial* is addressed to Congress. It expresses the sentiment of the Florida Legislature on subjects within the jurisdiction of the federal government or in which there is common interest. The Governor has nothing officially to do with memorials. The Secretary of State transmits them.

A type of bill known as a *claim bill*, or relief bill, deserves separate mention. A claim bill is one that authorizes payment by the State of a claim for compensation or damages. This applies only in situations where a lawsuit on the claim is not legally permissible.

When acting on bills of this nature, the Legislature functions in a quasi-judicial capacity. Its committees hear testimony and review records, much as though it were being done in court. Until 1968, a claim bill could be passed only by a vote of two-thirds of the members elected to each house. Since 1968, only a majority of those voting has been required.

Companion Bills

The House and Senate use *companion bills* as a timesaving device. These are often identical bills in-

troduced in both houses, thereby allowing committee study in each body during the same period.

If favorably reported by the committees, the companion bills can advance at the same time on the calendars of the Senate and House. When, for example, a Senate-passed companion bill reaches the House, it can be substituted for the House's own bill without the necessity of going through the committee process again.

Volume of Legislation*

Those who properly regard a law with awe are likely to be shocked by the legislative volume. Roughly 2,000 measures affecting the people of Florida are introduced each session, and about a fifth of these measures will be passed or adopted. In 2014, legislators filed 1,623 general and local bills, of which only 255 passed both houses. When considering the total number of bills introduced, it should be kept in mind that the use of companion bills means substantial duplication.

Local Bills

Because of the granting of home rule powers in the 1970s, the number of local bills has fallen off substantially. In 1965, for example, there were 2,107 local bills introduced, of which 1,832 passed. In 2014, the House and Senate introduced only 78 local bills, of which 26 became law.

Voting

The Constitution safeguards public interest by being quite explicit on the permanent recording of how legislators voted. This is particularly important on matters having the force of law. The *Journals* (records of House and Senate action) must show, by name, how each participating member voted on the final passage of every bill or joint resolution (proposed constitutional amendment). Other types of resolutions and memorials are not binding on the public and are usually adopted by a voice vote.

In taking the 'yeas' and 'nays' (the yes and the no votes) the presiding officer uses this set formula:

*Throughout this section, bill statistics from the 2014 Legislative Session taken from an internal House of Representatives statistics report. June 4, 2014.

"All in favor signify by saying 'yea,' opposed, 'nay.'"

In both the House and Senate, an electronic roll-call machine records the members' votes, which show their names in red or green on two large panels at the front of each chamber. The machine also displays the total votes for and against the measure.

Generally, every legislator present is required to vote. However, a member whose private interest would be affected should abstain from voting. (Private interest is distinguished from the interest that would be shared with every other citizen in, say, a new tax.) This abstention is recorded in the *Journal*.

The name of the presiding officer is placed at the end of the roll call. He is excused from voting on procedural questions unless his vote is necessary to



Photo by Donn Dughi

Senator Illeana Ros-Lehtinen signals her vote on the bill, 1989. She was using the phone in the conference room to make an outside call and, when the vote suddenly came up, she dragged the phone off the desk behind her and signaled with a shout and a thumbs-up.

break a tie; otherwise, he is required to vote on bills and other legislation.

The Journals

The printed records of the daily proceedings in the Senate and House of Representatives are known as the *Journals*. These are prepared by the Secretary of the Senate and the Clerk of the House. Almost without exception, the journal of one day's proceedings is available at the convening of the next day's session.

The journals of the Florida Legislature primarily record formal actions and not the words spoken by members in debate. A notable exception is the inclusion in the *Journal* of the Governor's yearly State of the State Address, which the Constitution requires he make to the Legislature. Formal actions include the official recording of final votes on bills and amendments, the adoption of resolutions, and a record of daily quorums. The daily *Journals* are edited and reprinted as the final bound *Journal*, becoming the official record of the House. Once a regular session's (and any special or extended session held that year) bound *Journal* is published, it replaces the original daily *Journals*.

From *Amos v. Gunn*, Fla. 285, 94 So. 615 (1922):

This Court has held that the legislative journals are the only evidence superior in dignity to recorded acts and that acts can only be impeached by showing a clear constitutional violation on the face of the journals.

In the event of conflict between an act and the *Journal*, the *Journal* controls.

Identification

Bills and other legislation are numbered in the order of introduction. Senate bills are prefixed as SB and House bills as HB. An amendment to the State Constitution can be identified by the initials HJR for House joint resolution or SJR for Senate joint resolution. Other identifying letters are HCR or SCR for concurrent resolutions, HM or SM for memorials, and HR or SR for resolutions. HBs are odd-numbered and SBs are even-numbered.



Photo by Mark T. Foley

Mary Krause and Daniel White prepare bills for the Legislature, 1985. These copies were distributed to members of both the House and Senate for their desks in the chambers of the Legislature. The total to distribute was 120,000 bill copies prior to the opening day of session. Computers have drastically changed the way information travels through the Capitol.

Bills Filed and Passed

Year	Filed	Passed
1887	698	158
1909	1,291	250
1919	1,419	613
1929 (reg. & spec.)	2,574	1,074
1939	3,269	1,213
1949 (reg. & spec.)	3,085	1,483
1959	3,792	2,040
1969	4,814	1,680
1979	2,963	614
1989	3,200	561
1999	2,377	498
2009	2,080	262
2014	1,623	255

Legislative Scoreboard

House and Senate Bills (General and Local)
Regular Sessions

Calendar Year	1990	1995	2000	2005	2010	2013
Total bills introduced in legislature (includes companion bills)						
General	2994	2605	2270	2018	2113	1591
Local	203	159	232	131	100	66
Total	3197	2764	2502	2149	2156	1657
Acts passed						
General	399	473	380	323	253	259
Local	120	86	117	66	39	24
Total	519	559	497	389	292	283
Acts vetoed by Governor	18	28	7	37	18	11
Acts becoming law	501	531	490	352	274	272

Proxy Voting

A legislator must be present to vote on matters pending in either house. Use of proxy votes, or those cast by absent members, was outlawed in the mid-1950s.

Extraordinary Votes Required in the Legislature

Apportionment, Legislative—Joint Resolution (Article III, s.16)	Majority of members voting
Apportionment, Congressional—Bill	Majority of members voting
City or county mandates:	
To pass general law requiring expenditure of funds by a city or county (Article VII, s. 18(a))	2/3 of membership
To alter general law to reduce the authority of cities or counties to raise revenues (Article VII, s. 18(b))	2/3 of membership
To alter general law to reduce the percentage of a state tax shared with cities or counties (Article VII, s. 18(c))	2/3 of membership
Expel Member (Article III, s. 4(d))	2/3 of membership
Impeach Officer (Article III, s. 17(a))	2/3 of members voting
Income Tax (Corporate) over 5% (Article VII, s. 5(b))	3/5 of membership
Judiciary:	
Create Judicial offices other than certified or when Court fails to certify (Article V, s. 9)	2/3 of membership
Repeal Rules of Practice (Article V, s. 2(a))	2/3 of membership
Local laws (add prohibited subject) (Article III, s. 11(a)(21))	3/5 of membership
Sessions:	
Extend Session (Article III, s. 3(d))	3/5 of members voting
Extended Session, new business (Article III, s. 3(d))	2/3 of membership
Special Session, legislation outside call (Article III, s. 3(c)(1))	2/3 of membership
State Securities (School and Higher Education Capital Outlay):	
Interest over 5% (Article XII, s. 9(a)(2))	3/5 of members voting
Trust Funds (creation)	3/5 of membership

Seniority

In the United States Congress, *seniority* determines the progress of a senator or congressman in the committee system. But in the Florida Legislature a member's length of service by itself meant little in the past, and with the passage of the 1992 constitutional amendment limiting the service of state officials to eight years, seniority has even less meaning.

The value of seniority, or length of service, lies in each individual. It depends on such things as the familiarity with the legislative process that experience gives, and on the friendships made with other members. Some members gain experience and friends very quickly. To an extent, lawmaking is an intuitive skill and involves the art of sensing how people will react.

Term of Legislators

Representatives are elected for two-year terms and are limited to four consecutive terms. Senators are elected for four-year terms and are limited to two consecutive terms. Each legislator's term begins with the general election in the November in which they are elected. Their term starts at midnight on Election Day. In instances of a close vote, the actual declaration of election may be delayed until after a canvass—a close examination of vote authenticity. Terms of other elected state officials (except county commissioners, school board members, and county school superintendents who take office on the second Tuesday after the general election) begin on the first Tuesday after the first Monday in January following the general election.)

Staff

The character of employment in the Legislature has changed through the years. Legislative workers, once known as *attachés*, are required to possess technical skills that fit them to do the work required in a modern office.

The Senate's elected constitutional officers are the President and the recording officer, known as the Secretary. In the House, the constitutional officers are the Speaker and Clerk. Like the Speaker and both Senate officers, the Clerk was an elected position, but in 2006 the House changed its rules and gave the Speaker authority to appoint the Clerk. The members affirm that reappointment during each organization session.

The Senate President and House Speaker designate the Sergeant at Arms for their respective houses. Numerous other employees once chosen by election, from doorkeeper to pages, are now selected by less formal means.

Oath

A legislator's first act is taking the constitutionally required oath of office. New members raise their right hands and repeat after the justice administering the oath:

“I (name) do solemnly swear that I will support, protect, and defend the Constitution and Government of the United States and of the State of Florida; that I am duly qualified to hold office under the Constitution of the State, and that I will well and faithfully perform the duties of Member of the House of Representatives on which I am now about to enter. So help me God.”

Incidentally, the same oath, with the appropriate title substituted, is taken by every officer of the state and county, from Governor to Clerk.

The Legislators

Legislators are the delegates from their communities to a statewide assembly, the Legislature. They are elected by a majority of the voters in the district they represent. Legislators should be responsive to the will of their constituents. They cannot, however, possibly determine their constituents' collective



Portrait of Florida House attaches, 1905.

Florida State Archives

wishes on each of the hundreds of matters presented for a vote. It is necessary that voters elect men and women whose judgment can be trusted. Also, legislators may be in a position to collect facts not generally known to their constituents.

In addition to passing laws, the legislators also keep an eye on the conduct of the state government. Members of the Legislature often, for example, receive complaints from their constituents about agencies of the executive branch. Resultant legislative inquiries may produce an explanation and possibly legislation to correct the problem that caused the complaint. Legislators may inquire privately, through a telephone call or letter, or they may inquire publicly, perhaps by appearing before the governing board of the agency.

A legislative investigating committee can focus public attention on practices, which, however lawful, a government agency or even a private business might find difficult to explain or justify. Such committees often possess the right to compel the attendance of witnesses and the production of records.

The Legislature, as the lawmaking branch of our state government, functions in the realm of public opinion. Laws result from someone saying, "There ought to be a law." The legislators will be held responsible, more or less, for the passage of laws, so they generally encourage public discussion of matters that will come before them for consideration.

Studies of various aspects of the state government are underway continuously nowadays. Also, there are meetings of hundreds of service clubs and other organizations in Florida. These give the legislators opportunities to discuss government issues and stimulate interest and reaction at the source, or, as is sometimes said, "the grassroots."

These, then, are some of the ways in which members of the Legislature influence and are influenced in the administration of government other than by the passage of laws.

Members of the Legislature

All legislators are elected by the voters. The Governor has no power to temporarily fill vacancies in the Legislature caused by death or resignation. A candidate for election to the Legislature must be at least 21 years of age, a resident of Florida for two



Photo by Mark T. Foley

Representative Thad Altman, R-Melbourne, closes debate on his Contraband and Counterfeit Cigarette bill, HB 205, which was later approved by the House, 2005.

years prior to election, and an elector and resident of the district from which elected.

Members of the Senate are referred to as senators. Members of the House of Representatives are referred to as representatives. They are also referred to as members. During the course of proceedings in the House of Representatives, a member will be addressed by name. In the Senate, the formal address is "The Senator from ... (the numbered Senatorial district which he represents)." The term legislator applies to both senators and representatives and is customarily used when reference is being made to members of both houses.

Senators serve for a regular term of four years. This means they will represent their districts in four regular sessions of the Legislature. The Senate has overlapping membership in that half of its members are regularly elected every two years. Representatives serve for a regular term of two years. Thus, they represent their district in two regular sessions of the Legislature.

Representation

Seats in the Senate and House of Representatives are apportioned on the basis of population, with the Constitution requiring the Legislature to reapportion districts at its regular session in the year following proclamation of the decennial federal census.



Photo by Mark T. Foley

Education Committee member Representative Dwight Bullard, D-Cutler Bay, makes a point in support of an amendment before the committee in Tallahassee, 2011.

Approval by the Supreme Court is required of any plan, and the Constitution directs the Court to produce a plan if the Legislature cannot.

Prefiling

To speed up committee consideration of legislation, the Legislature has authorized the Clerk and the Secretary to accept bills in advance of sessions. This is known as “prefiling.” A prefiled bill may be referred by the Speaker or President to a standing committee after these have been appointed in November. The bills cannot yet be introduced in the legislative sense, as the Constitution requires all bills to receive their first reading in the *Journal* before they are formally brought before the body. The first reading of all “prefiled” bills occurs in the first daily *Journal*.

Councils

In 1996, under Speaker Daniel Webster, the House adopted rules to establish a system of “super committees” called councils. House bills were first referred by the Speaker to one or more councils. Then the council chair had the power to refer a bill to one or more of the council’s committees, schedule the bills to be heard by their council, determine the order in which bills are considered, or hold a bill without scheduling a hearing or referring. The 2011 Legislature reverted to the committee, subcommittee system.

Committees

Committees are the heart of the legislative process. The committees do what the whole Senate and House of Representatives cannot—the fact-finding spadework. This gives the lawmaking body greater assurance of exercising good judgment.

The formation of committees breaks down the membership into numerous small groups. This provides the Senate and House a greater opportunity for closer study of a bill than is possible in debate on the floor. In this preliminary screening, the committee will hear from the legislator who introduced the bill, other legislators, and members of the general public who either favor or oppose the bill.

But committees may go outside the Legislature to learn the opinion of interested persons who may be well informed on the subject of the bill. Committees can send out for witnesses and for records. They can also use the research facilities of the Legislature to analyze the situation here and in other states.

Technically, both the Senate and the House, sitting as a committee, could do all these things. But their smaller committees can and do perform the work more efficiently and thoroughly. The volume of business in today’s Florida Legislature is considerable. It certainly could not be completed if the entire body attempted to study every bill upon its introduction.

The types of committees are: *standing, select, and conference*.

Standing Committees

Standing committees are those established by the Senate and the House of Representatives for the management of their business. They are established by authority of rules separately adopted by the Senate and by the House. The appointments of committee members, and the designation of the committee/subcommittee chairs and vice-chairs, are made by the Senate President and House Speaker. Proposed legislation will be referred to a standing committee/subcommittee. Usually, the committee then has the responsibility of first passing judgment on that legislation. Committees/subcommittees may originate legislation within the field assigned to them (usually indicated by the committee’s name).

A committee sometimes reports unfavorably on a measure. Under the rules usually adopted, it takes the votes of two-thirds of the members present to revive that measure for further consideration. This shows how significant the committee is in the legislative process.

There is something else that makes it even more difficult to revive a bill than the arithmetic of the two-thirds rule would indicate. It is that the committee system is so embedded in legislative thought that members are reluctant to vote against a committee's judgment even when the facts appear to justify doing so. Many claim, perhaps rightly, that if the judgment of one committee is to be reversed, none will be safe. The Legislature would then spend much of its time in reviewing adverse committee reports.

With the evolution of the year-round Legislature, drastic changes have occurred in the structuring and purpose of committees.

Coupled with the recruitment and training of a cadre of analysts, researchers, and other personnel possessing specialized skills, the committees have a capability for independent action that formerly did not exist. In short, committees are no longer limited to stamping "favorable" or "unfavorable" upon bills submitted to them from sources outside the committee.

Upon introduction, every bill or joint resolution (except those originating in a committee of jurisdiction) will be assigned by the presiding officer to one or more committees. This is called a *reference*.

Bills relating to the spending or raising of money are usually referred to a fiscal committee. But when bills involve more than one purpose they are often referred to one or more additional committees. A typical example would be a bill levying a special tax on hotels. This would raise a question which properly should be studied by the Senate Commerce and Tourism Committee, or the House Economic Development & Tourism Committee, as well as a fiscal committee.

It should be kept in mind that nearly every bill must travel the same long road in each house. A Senate-passed bill may be referred to one or more committees when it reaches the House of Representatives. And the Senate may refer a House-passed measure to one or more of its committees.

The number of members on a committee is de-

termined by the rules adopted by each legislative body at its biennial organization. Generally, the presiding officer is given considerable leeway.

Select Committees

Select committees are those that have been appointed, or selected, to perform a specific task. The life of a select committee may last for only one session, but will generally last a term, or two years.

The powers of each select committee are set forth in the action creating it. Select committees may be empowered with specific authority just as regular committees and subcommittees in accordance with house's rules.

Committee of Conference

For a bill to become an act it must be passed by both houses in precisely the same words. Because of pride, jealousy, differences of opinion, or a better grasp of the substance, the second house may amend and return the bill to the house of origin.

Four courses then may be taken. The originating house may concur in the amendments, thereby



Photo by Frank Noel

The Senate team of the joint Senate-House budget conference committee seeks to even differences, 1965. The House appropriations committee first approved and had passed their \$1.086 billion bill but the Senate was more liberal with their \$1.093 billion, almost a \$7 million difference. Seated from left are Senators Robert Williams, Graceville; G.T. Melton, Lake City; Ed. H. Price, Bradenton. Standing, from left are Senators Dewey Johnson, Quincy; and Senate President James E. Connor, Brooksville.

completing the legislative process. Or, it may reject the amendments and ask the other house to recede. Or, it may concur in some of the amendments and ask the other house to recede from those remaining. Bills may travel back and forth until, depending upon the importance of the legislation and the tenacity of the persons involved, one house surrenders or the re-worked bill satisfies both houses.

In the case of significant bills with substantial differences, the shortcut of a conference committee may be convened, but it is currently, and in recent history, almost exclusively used for the resolution of differences in the budget.

Conference committees are among the oldest of lawmaking procedures, dating back to early days of the British Parliament. In America, colonial legislatures used conference committees. During the 1789 Congress, a conference committee was appointed on its second day. Yet few legislators are knowledgeable about conference committees.

A conference committee is composed of separate committees from the Senate and the House of Representatives. As separate committees, they vote separately, not only on the final product but on any subsidiary questions put to a vote. A majority of each committee prevails.

Conference committees are intended to reconcile differences. This suggests a give-and-take process; if a majority of the conferees from either house refused to budge, the conference would be stalemated and the bill could fail. However, this rarely happens.

Until 1967, when the Government-In-The-Sunshine Law was passed, conference committees in Florida often met in secret. While the House long had a rule requiring all committee meetings to be open and announced as to time and place, the Senate did not. Since the conference committees were composed of separate Senate-House committees, the Senate was able to close the meetings to the press and public.

In earlier years, the General Appropriations Bill for the financing of the state government was often hammered out at various hideaways, among these: a Senate President's cottage at St. Teresa, a Leon County senator's lodge on Lake Iamonia, and the President's dining room at Florida State University.

These private sessions lent themselves to cries of protest, particularly from legislators whose pet

items were diminished or dropped.

A conference committee possesses the power to change the Senate and House versions at will. The committee, by striking everything after the enacting clause of the bill before it, can write a new bill without regard even for the items or language not in controversy. It may include substance or items not in either the Senate or House versions.

The Senate and House have the conference committee report presented on a take-it-or-leave-it basis. No amendments may be offered. Occasionally, a report will be rejected and the bill sent back to conference.

The Senate President and House Speaker agree upon the number of conferees from each house. (The General Appropriations Bill, by its magnitude, requires a larger conference committee.) The conferees are known as managers. They generally are appointed from the committee which handled the bill, but sometimes the President or Speaker will go outside the committee to select conferees. Usually this occurs when the House/Senate has so amended the bill during floor consideration that the bill may no longer resemble the bill reported from the committee. Then, those who shaped the bill during floor consideration may more easily speak for the House/Senate in the conference committee.

Special Order Calendar

The House and Senate standing committees on Rules & Calendar have been the final sieve through which legislation must pass to reach the chamber. The regular *Calendars* have become a shelf list for the Rules & Calendar Committee of bills reported favorably by all committees of reference.

Debate and the Previous Question

The question of whether debate changes votes on a significant bill is a debated question itself. Perhaps there can be no conclusive generalization.

Unlike filibusters common in some legislative bodies, Florida limits the amount of time each member can debate. A member proposing the matter before the body has an additional few minutes to close.

Each house provides a method for additionally limiting debate. The House by majority vote may

limit debate to 10 minutes per side or a shorter time as stated in the motion. The Senate, by a two-thirds vote, may limit debate to the amount of time stated in the motion. In each house, the introducer has the right to close.

The House has an additional means of restricting debate: a motion for the previous question. This motion requires only a majority vote for adoption. If adopted, it has a guillotine result, cutting off all further debate (except for a stated number of minutes, divided among proponents and opponents) and the offering of any further amendments or motions on second reading. The previous question itself cannot be debated.

The motion for the previous question requires the exercise of judgment by its maker and by the presiding officer, for the House occasionally is offended by its application. The Speaker attempts to judge the mood of the House before accepting the motion, for the abrupt cessation of debate or the opportunity to offer further amendments may irritate members who feel they are being deprived of a right.

An anomaly of floor consideration, particularly in the leisurely early days of a session, is that the shorter the bill the longer the debate. Gene Ready, a Polk County Representative from 1976 to 1984, said he learned this when he sought to pass a bill naming a Polk community “the blue grass capital” of Florida. A floor amendment struck “blue,” which would have caused the community to be designated the marijuana center of the state. The debate went on until the embarrassed Ready finally withdrew the legislation. Years afterward Ready said, “I learned that day never

to introduce a one-page bill.” That same session he sponsored a plant-siting bill of some 300 pages, and not a question was raised beyond a colleague or two privately seeking his assurance the bill was sound.

Reconsideration

After the final passage of a bill, any member who voted with the prevailing side may move for reconsideration of the vote on that or the succeeding legislative day.

This has the effect of holding the bill in suspense until the vote has been reconsidered. Generally speaking, no question may be reconsidered twice. If twice offered in the House it requires a vote of unanimous consent.

In practice, this motion is used both by proponents and opponents of a measure.

Proponents will move for immediate reconsideration of a vote just taken as a means of disposing of the last parliamentary means of delaying the bill.

Filibusters

Practically speaking, it is no longer possible for one or two legislators to filibuster. If members wish debate to end, they possess the means to bring that about in a reasonably short time. The longest filibuster on record in Florida occurred in the House in 1931 when Representative John E. Mathews of Jacksonville held the floor for a cumulative total of approximately 19 hours over three days, from May 27–29. His longest day was the 28th, when he was on



Photo by Donn Dughi

Senator Van Poole, R-Fort Lauderdale, tugs on the mike cord of Senator Pat Neal, D-Bradenton, as Neal reads from a Tampa phone book during his filibuster of the proposed pipeline bill, 1982.

his feet for some seven and three-quarter hours. This filibuster, over allocation of gasoline tax revenue to counties, resulted in a stalemate, which was a victory for Mathews. The filibuster also ended in a flurry of swinging fists.

(For other memorable filibusters, see *Reconsiderations*, compiled by Allen Morris and published by the Florida House of Representatives.)

Sunset and Sundown

Sunset and *Sundown* are similar processes in that both involve the automatic repeal of various provisions of the *Florida Statutes* establishing state agencies, unless legislative scrutiny demonstrates a continued need.

The most significant use of Sunset occurred in 1980 when laws relating to the Public Service Commission's regulation of trucks and buses were allowed to lapse.

The guillotine-like nature of Sunset has caused a number of professions and occupations to accept revision of their laws rather than allow their regulatory laws to expire.

Sunset reviews focus on the need for, and the effectiveness of, a *regulatory* function carried out by a state agency, while Sundown reviews focus on the continued need for *advisory* bodies—boards and commissions that are adjunct to executive agencies.

The systematic and periodic repeal of designated statutes began in Florida with the Regulatory Reform Act of 1976 (ch. 76-168, Laws of Florida). The concept, however, was not new. During President Franklin Roosevelt's administration, William O. Douglas, chairman of the Securities and Exchange Commission, proposed to the President that every federal agency be abolished in 10 years. Although the President is said to have been delighted at the idea, it was never implemented.

In 1975, the Colorado chapter of Common Cause proposed that regulatory agencies come up, on a rotating basis, for periodic review by the Legislature. If their existence could not be justified, "the sun would set on them." Colorado's idea became the nation's first Sunset law in 1976. The following year, Sunset reviews were conducted on 13 of Colorado's regulatory agencies.

Florida became the second state to enact a Sun-

set law with the passage of the Regulatory Reform Act of 1976, which scheduled 37 prospective repeals July 1, 1978, and continued extensive repeals July 1, 1980, and July 1, 1982. No reviews were ever conducted under this law as enacted. Subsequent laws extended the six-year cycle of review to 10 years.

The reopening of regulatory laws through Sunset has afforded foes of the status quo an advantage. In 1986, contention between optometrists and ophthalmologists necessitated a special session of the Legislature.

Sunset concerns the periodic review of statutes controlling departments and agencies that exercise the state's power for regulation. *Sundown* involves the systematic review of the need for boards, committees, commissions, and councils created by statute as adjuncts to executive agencies. Agencies under either Sunset or Sundown are automatically terminated by specified dates unless their life has been extended by legislative action.

As part of the Florida Government Accountability Act, the 2006 Legislature created the Legislative Sunset Advisory Committee to regularly review and make recommendations to abolish, continue, or reorganize every state agency. Consultation with the committee is required before creating new agencies.

Lobbying

"The people shall have the right peaceably to assemble, to instruct their representatives, and to petition for redress of grievances."

Florida Constitution, Article I, Section 5

The right to communicate with their lawmakers is a right guaranteed to the people by the Constitutions of the United States and the State of Florida.

Florida Statute 11.045 (paraphrased) defines a lobbyist in this language:

Lobbyist means a person who is employed and receives payment, or who contracts for economic consideration, for the purpose of lobbying, or a person who is principally employed for governmental affairs by another person or governmental entity to lobby on behalf of that other person or governmental entity.

Lobbying means influencing or attempting to

influence legislative action or nonaction through oral or written communication or an attempt to obtain the goodwill of a member or employee of the Legislature.

Each house of the Legislature shall provide by rule, or may provide by a joint rule adopted by both houses, for the registration of legislative lobbyists. The rule may provide for the payment of a registration fee, or for exemptions from registration or registration fees.

Each lobbying firm and each principal shall preserve for a period of four years all accounts, bills, receipts, computer records, books, papers, and other documents and records necessary to substantiate compensation. Any documents and records retained pursuant to this section may be subpoenaed for audit by legislative subpoena of either house of the Legislature, and the subpoena may be enforced in circuit court.

Reporting statements shall be filed no later than 45 days after the end of each reporting period and shall be open to public inspection. Reporting statements must be filed by electronic means as provided in s. 11.0455, F.S.

Any person required to be registered or to provide information pursuant to this section or pursuant to rules established in conformity with this section who knowingly fails to disclose any

material fact required by this section or by rules established in conformity with this section, or who knowingly provides false information on any report required by this section or by rules established in conformity with this section, commits a noncriminal infraction, punishable by a fine not to exceed \$5,000. Such penalty shall be in addition to any other penalty assessed by a house of the Legislature.

During a 2005 special session, the Legislature passed SB 6B, a blanket prohibition on lobbyists making “any expenditure” while lobbying a lawmaker or legislative employee, “except floral arrangements or other celebratory items given to legislators and displayed in chambers the opening day of a regular session.”

During the 2013 Regular Session, the Legislature passed SB 2, an ethics bill that, among many other things, prohibited former legislators from lobbying the executive branch for two years after vacation of office, amended the gift and honoraria acceptance provisions of the Code of Ethics, and increased the power of the Commission on Ethics.

The House Chamber

The House Chamber of the Capitol is octagonal in shape and spans 6,400 square feet, measuring 82 feet by 82 feet at its longest and widest points. The domed ceiling is 44 feet high at the center and composed of triangular sections of acoustical panels with plaster edges. The member level is on the fourth floor of the Capitol, and the gallery, including the press box, is on the fifth floor.

The 2000 House convened in a newly renovated Chamber. The teak walls, rostrum, and desks were replaced with mahogany. New blue carpet, with the Great Seal of Florida in the forefront, tufted leather chairs and a 1,700 pound faux alabaster chandelier softened the look of the formerly austere Chamber.

The Speaker’s rostrum occupies the highest point on the floor in recognition of the importance of that office.

Directly below the Speaker’s rostrum is the Clerk’s desk. There bills and amendments are read to the House, actions recorded, and notes taken from which the daily *Journal* is compiled.



Photo by Donn Dughi

Children lobby against corporal punishment outside of the Senate Chamber, 1985. From left: Melanie Ford, Akil Melchoir, and Stacy Jones.



Photo by Meredith Geddings

House members, former House leaders, and special guests of the 2010 Organization Session listen as Speaker Dean Cannon sets the tone for the upcoming legislative term.

The lectern in front of the Clerk's desk is known as "the well." Members may ask to approach the well to address the House on a matter of particular importance.

With the renovation a new voting system and wireless communication system were added, the latter of which allows members to take laptop computers from the chamber to computer ports in committee rooms and their offices.

The glass was removed from the spectator galleries and hardwood pews added to increase the seating capacity from 265 to 280.

A stadium-style overhead television screen gives an unobstructed view of bill texts and amendments and can also display PowerPoint presentations, films, scenes from the floor, and remote broadcasts from House committee rooms.

The House Speakers' portraits hang below the galleries.

John Thrasher, House Speaker (1999-2000), commissioned Tarpon Springs artist Christopher M. Still to paint eight murals depicting historic themes, each 48 by 126 inches, to occupy the space below the portraits. Two panels were completed before the end of the 2000 session, and six more were completed in 2001. These eight tell the story of Florida's history, beginning with a scene of native people and the first arrival of European explorers and ending, full

circle, with a space shuttle lift-off carrying explorers into space. Each mural is packed with details, actual and symbolic, that show what Florida is and what it is to be Floridian. Two additional murals, 56 x 158 1/4 inches, were added to the rear of the Chamber later. One shows a coral reef ecosystem and the other a spring, but both are striking depictions of two of Florida's great resources, its water and the wildlife within.

The Senate Chamber

Across from the House Chamber on the Capitol's fourth floor, the Senate Chamber is 62 feet square and, like the House, also has a circular gallery on the fifth floor, all resting under a dome of geometric panels that rises 45 feet above the Chamber floor.

The walls, the Senate President's rostrum, the Senate Secretary's desk, and the senator's desks are all from the same flitch (tree) of ebony, matched for continuity of wood grain and coloration.

Voting boards on either side of the wall behind the President's rostrum display yea and nay votes, the number of the bill or amendment being debated, and other information related to the proceedings. Like the House, the Senate's voting system is completely electronic.

The Senate automation system allows Sena-

tors the flexibility of accessing information from their Tallahassee offices and in the Chamber on their laptop computers. Telephones link the senators with their offices.

Lighting in the dome fills the Chamber with evenly diffused light while occasional spotlights point to the room's important features. Speakers at each senator's desk spread sound evenly throughout the Chamber so that volume is as uniform and diffused as the light.

Above the main entrance is the press gallery. The remainder of the gallery is open to the public, except for a portion reserved for the senators' families.

Below the gallery hang portraits of Presidents from the last 100 years. They are arranged in chronological order with the most recent one on the current presiding officer's right.

The Way it Was

The legislative chambers were not air-conditioned until 1939.

Purchase of electronic voting equipment for the House Chamber was authorized in 1937 and first used in 1939. The Senate stayed with voice voting until 1966.

Microphones were not added to House members' desks until 1957; before that members went to

the well (a lectern in front of the Clerk's desk) to use a microphone there.

Press Corps members sat on the floor of each Chamber at tables to the side of the Clerk's and Secretary's desks. In 1962, reporters moved into glassed-in sections on the floor called bubbles. With the move to the new Capitol chambers in 1978, the Press moved to designated sections of the gallery level of each house.

Secretaries and aides worked beside their bosses on the floor of each Chamber until 1973, when the Senate and House office buildings were completed.

Computers to display the text of amendments were installed on House members' desks in 1991, the first such system in any state legislature. Members use computers in their district and Tallahassee offices, as well as mobile devices while on the go, to stay on top of legislative business.

Open Doors

The Florida Constitution (Article III, Section 4(b)) says, "Sessions of each house shall be public; except sessions of the senate when considering appointment to or removal from public office may be closed."

Generally, this means the public may be admitted during sessions to the galleries overlooking the Senate and House chambers. The public has, on oc-



Photo by Darryl Jarmon

Interior view of the Florida Senate Chamber in its current state.

casion, been excluded from the galleries when the chambers were being used for non-legislative business, including party caucuses.

In 1967, the Senate began the open consideration of gubernatorial appointments or suspensions. This reversal of custom followed public outcry over an incident on January 26, 1967, when four newsmen refused to leave the Senate Chamber because they suspected the secret session was for a purpose other than the consideration of appointments or suspensions, the *only* constitutional justification for closing the door to non-senators. Secrecy had been enforced

by a Senate rule for expulsion of a senator who told what was discussed in an executive session.

The four news-making newsmen were Don Pride of the *St. Petersburg Times*, Rex Newman of the John H. Perry newspapers, and John McDermott and William C. Mansfield of the *Miami Herald*. “It was a snap decision,” wrote Pride at the time. After much furor, the newsmen were physically ejected by deputies of the Senate Sergeant at Arms.

In 1990, voters expressed their desire for more open meetings of public officials by approving a constitutional amendment extending application of the Sunshine Law, which applied to local school boards and county commissioners, to the cover Legislature as well. The amendment specifically requires prearranged meetings between more than two members of the Legislature, the Governor, the House Speaker, or Senate President, at which official acts are to be taken or at which public business is to be transacted or discussed, to be noticed and reasonably open to the public. In April 2001, Lucy Morgan, capital bureau chief for the *St. Petersburg Times*, observed that the “leaders of our Legislature since 1990 have mostly honored the wish of voters and provided notice and access to their joint meetings, but serious negotiations are going on behind closed doors and in whispered conferences away from the prying eyes and ears of those who spend their days and nights trying to figure out what is going on, and that the symbol to best describe the 2001 Legislature would be a closed door.” In the wake of the September 11, 2001, terrorist attacks, the Senate, with little debate and no recorded vote, weakened the secret-meeting rule by adopting a rule allowing closed committee meetings when matters relating to terrorism are discussed.

“All records, research, information, remarks, and staff work products” compiled during a closed meeting, or prepared for discussion in an executive session, would be sealed for 30 days or longer if the Senate president decided they needed to remain secret. Attorney Barbara Petersen, president of the First Amendment Foundation, said giving Senate Presidents sole discretion might lead to abuse if a presiding officer wanted to throw a “security blanket” over anything that might embarrass the Senate. “I hope they wouldn’t abuse it, but it’s possible. How will we ever know if they do, and what can we do about it?”



Photo by Mark T. Foley

House security officer Al Whitfield surveys the remnants of the House Chamber after workers stripped it in preparation for destruction, 1978. The Legislature appropriated more than \$7 million to dismantle and gut the inside of the building, demolish several recent additions, and restore the 1902 portion of the Capitol

Television Coverage

Since 1973, Florida Public Television has aired an overview of each regular and special session day in a show called Today in the Legislature.

Beginning on March 5, 1996, WFSU Television, with Florida Public Television, aired gavel to gavel coverage of the legislative chambers, augmented by selected committee meetings and other state government programming. The coverage was seen statewide on The Florida Channel. With the regular session of 1998 came the premiere of Capitol Update, a daily half-hour news program summarizing the daily action of the Legislature.

With an additional million-dollar appropriation from the Legislature to buy equipment and hire staff, The Florida Channel, in October 2002, launched year-round, 24 hours a day, seven days a week coverage of all three branches of government. Florida is the first state to offer such a programming schedule, with much of it live and unedited.

In addition, the House website, www.myfloridahouse.gov, and Senate website, www.flsenate.gov, both offer live streaming video of legislative sessions and committee meetings, as well as video and audio archives. In this way, Florida serves a model state for legislative transparency.

United States Senators

On May 31, 1913, the 17th Amendment to the United States Constitution deprived state legislatures of their former right to elect United States senators. However, the Florida Legislature had recognized the voters' choice since statewide primaries commenced in 1902.

Impeachment

The following officials are removable from office by impeachment: the Governor and Lieutenant Governor; administrative officers of the executive branch (referred to generally as the "Cabinet"); Justices of the Supreme Court; and Judges of the Courts of Appeal, Circuit Courts, and County Courts (In the case of judges, an additional method of removal exists through the judicial qualifications commission. See Article V, Section 12 of the Florida Constitution).



Photo by Al Galbraith

A flurry of papers in the Senate press gallery, 1977.

The House of Representatives possesses the exclusive power to vote articles (or charges) of impeachment, and the Senate to try those who have charges against them. The Constitution was amended in 1962 to allow the Speaker to appoint a committee to investigate alleged grounds for impeachment at any time, either during or between legislative sessions. This was an outgrowth of the Holt impeachment of 1957, when considerable time was diverted from some members' regular legislative duties because of the preliminary investigation of charges. It was felt then that means should be provided for making such inquiries when the Legislature was not in session. The Senate already possessed the right to meet as a special court of impeachment at any time within six months after the House brought its formal charges.

A vote of two-thirds of all members present of the House of Representatives is required to impeach any officer, and no accused person may be convicted by the Senate without the concurrence of two-thirds of the Senators present.

The Chief Justice presides at trials by impeachment except in the trial of himself, when the Governor presides.

Judgment of impeachment extends only to removal from office and disqualification to hold any office of “honor, trust or profit” of the state, but the accused officer, whether convicted or acquitted, is liable to criminal trial and punishment (Florida Constitution, Article III, Section 17(c)).

Articles of Impeachment Voted On

Articles of impeachment have been voted six times by the House of Representatives and in three cases carried to a vote in the Senate.

The first completed case was the trial of Circuit Judge George E. Holt of Miami in 1957. Judge Holt had been accused by the House of bringing his court into disrepute, mainly through the awarding of fees which were claimed to be excessive. The Senate returned to the Capitol on July 8 and sat as a court for 23 working days before voting on August 15. The vote was 20 to 14 against Judge Holt, but since the concurrence of two-thirds of the Senators voting was necessary to convict, Judge Holt was acquitted by three votes.

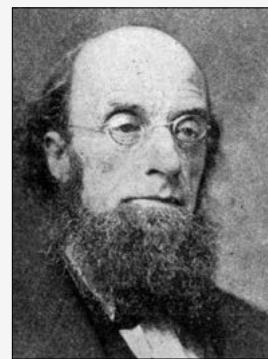
The second court of impeachment saw the Senate, sitting for twelve working days in September 1963, dismiss eight articles brought against Circuit Judge Richard Kelly of Dade City. The House had, in sum, accused Judge Kelly of pursuing a “continuous course of conduct calculated to intimidate and embarrass” lawyers, officials, and others mainly in Pasco County. The House voted to impeach him twice. The first vote fell seven votes short of impeachment, but after reading Kelly’s comments in the newspaper the next day, the representatives reconsidered and sent him to the Senate for trial. The Senate voted 23 to 20 to terminate the trial after hearing witnesses and the arguments of prosecution and defense.

First Impeachments

The first impeachment proceeding involved Circuit Judge James T. Magbee of Tampa, a Confederate soldier turned scalawag. He was charged with a variety of offenses that Chief Justice Glenn Terrell, who presided at the Holt trial, characterized as “a little bit frivolous” in retrospect. The House voted the articles two days before the adjournment of the 1870 Regular Session and the Senate did not get around to

acting until a special session the same year. By that time, the House moved to discontinue the prosecution and the Senate, meeting again in January 1871, agreed to do so.

The House voted 16 articles of impeachment against Governor Harrison Reed in February 1872, charging him with misapplication of public funds and with receiving unlawful compensation.



Governor Harrison Reed

The Senate organized as a court but adjourned without a trial during the regular legislative session. At a special session in May, counsel for the Republican Governor asked the Senate to acquit him on the grounds that the Senate had adjourned its regular session without proceeding to try him, that the special session lacked jurisdiction, and that the Governor’s term would expire before the next regular legislative session. The Governor’s motion to discharge was granted by the Senate.

The third attempt to oust a state officer through impeachment was made against State Treasurer C. B. Collins in 1897. The House voted nine articles accusing him of mishandling public funds. The Senate organized as a court on May 28 and adjourned ultimately to June 4 when they learned Treasurer Collins had resigned.

Articles of impeachment were introduced against Governor Fuller Warren by a 1951 House member, but these were rejected as legally insufficient by a special committee whose finding was sustained by the House.

Adams Censure

After 75 years without blemish, the “roof fell in,” as one observer phrased the situation, on the Cabinet and Supreme Court in the 1970s.

Articles of impeachment were brought against Lieutenant Governor Tom Adams, with a House committee accusing him of “misconduct and misdemeanor” through the improper use of state employees under his jurisdiction. On May 17, 1973, the House voted 61 to 55 on the articles, the resolution of impeachment failing of the constitutional two-thirds

vote of the members present. A resolution of censure, based upon the same articles, was then adopted by a vote of 88 to 26. Nine of the nay votes were cast by Representatives who recorded their belief the House lacked the constitutional authority to censure an officer of the executive branch.

These problems at the highest level of state government ended with Governor Reuben O'D. Askew removing Adams as secretary of commerce and dropping him from his reelection ticket. Adams subsequently lost bids for election as Governor and as state senator.

Resignations

U.S. Senator Edward J. Gurney resigned at the end of his term in 1974 because of federal and state grand jury investigations involving \$300,000 in unreported campaign funds and alleged kickbacks for federal housing contracts in connection with fund-raising on his behalf.

After an investigation by a House committee and a grand jury, Commissioner of Education Floyd T. Christian resigned April 25, 1974. His resignation came as the committee prepared impeachment articles. Christian had been indicted on 19 counts of bribery, conspiracy, and perjury after the grand jury's inquiry into his handling of state contracts. Christian pleaded no contest to the state charges and was sentenced to seven years of probation and fined \$11,000. On a federal income tax evasion charge, Christian served six months at the Eglin prison.

State Treasurer Thomas D. O'Malley resigned July 29, 1975, after having been impeached by the House on June 2. The House voted nine articles charging O'Malley with constitutional misdemeanors in office. O'Malley surrendered to federal authorities to serve a three-year prison term after being convicted of extortion and mail fraud. A four-year delay between conviction and imprisonment resulted in part from the temporary inability to locate the court reporter who recorded O'Malley's trial.

Comptroller Fred O. "Bud" Dickinson, Jr., accused of misuse of political contributions, was voted out of office. In addition, Dickinson was fined \$9,382 on an income tax evasion misdemeanor charge and the federal government dropped two more serious

charges. Dickinson agreed to pay nearly \$50,000 in back taxes and penalties.

These scandals had three main results: the creation of the Ethics Commission to monitor the behavior of public officials, voter approval of the constitutional Sunshine Amendment, which prescribes rules of conduct for government officials, and increased popularity of Governor Askew, who championed the amendment.

Justices Resign

During the same session of 1975, two Justices of the Florida Supreme Court, Hal P. Dekle and David L. McCain, resigned while a House committee was investigating separate charges against them. Subsequently, on June 15, 1978, McCain was disbarred by the Supreme Court for "undermining the entire judicial process" by trying to influence lower-court judges for his friends. McCain was the first former member of the Supreme Court to lose his license to practice law. While still a fugitive from federal indictments, McCain died in Jacksonville on November 12, 1986.

Conviction of Judge Smith

The first House impeachment successfully carried through to Senate conviction was that of Circuit Judge Samuel S. Smith of Lake City on September 15, 1978. The Senate convicted Smith on four articles of impeachment, denying him the right to ever again hold a public office of honor and trust.

Smith sought to resign after conviction in federal court on charges of conspiracy to sell 1,500 pounds of marijuana seized by sheriff's deputies in Suwannee County. Governor Reuben Askew refused to accept the resignation. Askew pressed for removal of Smith by the Senate to prevent the judge from claiming a state pension of approximately \$22,000 a year.

The first article taken up by the Senate accused Smith of debasing and degrading the office, bringing the court into "disrespect, scandal, disgrace, discredit, disrepute, and reproach." This was adopted unanimously. Three other articles, specific in nature, were then approved by votes of 32-3, 33-2, and 33-2. In

May, the House had voted 115-0 to impeach Smith. Smith, suffering from a heart condition, did not attend his Senate trial on the advice of his physicians.

The Phantom Government

The “phantom government” is the title applied to the unauthorized expansion of laws enacted by the Legislature through rules adopted by state agencies.

To control the “phantom government,” the 1974 Legislature created the Joint Administrative Procedures Committee. This committee reviews the rules promulgated each year to determine whether each proposed rule has been authorized by law.

The incident prompting the creation of the Joint Administrative Procedures Committee was the administration by the Department of Environmental Regulation of this exemption from an environmental law: “A private, noncommercial boat dock, provided it is not more than 500 square feet in size.”

That is all the law said. The department, however, on its own, said this exemption applied only if (1) two boats of less than 25 feet or one boat of less than 50 feet were docked, (2) no boxes could be placed for storage of fishing gear, (3) no roof could cover the dock, (4) the dock could not be screened, and (5) the existence of a dock could not be used as grounds for widening the channel to the dock.

There being no basis in the law for these prohibitions, the Legislature at its next session said that the rule-maker had become a lawmaker. The Joint Administrative Procedures Committee was created in answer to public complaints about administration of the dock law and similar situations. In short, this committee conducts continuous oversight of executive branch actions implementing legislatively delegated powers.

The Court and the Legislature

The independence of the Legislature was reinforced in the 1980s by a series of landmark decisions by the state Supreme Court.

The Justices decided:

Legislative audio and video tapes could not be used in court to impeach the *Journals* of the House of Representatives and Senate since those



Photo by Donn Dughi

Florida Governor Bob Graham rearranges some papers and chides a reporter who asked if they weren't veto messages he intended to sign, 1986. Graham, who held a press conferences to discuss the upcoming one-day special session of the Legislature, admitted they were.

tapes never had been recognized by the Houses as official documents. *Impeach journal*, read title: *State v. Kaufman*, 430 So.2d 904 (Fla. 1983).

Only the House or Senate can determine the eligibility of any person claiming a legislative seat. Eligibility, election of legislators: *McPherson v. Flynn*, 397 So.2d 665 (Fla. 1981), and *Harden v. Garrett*, 483 So.2d 409 (Fla. 1985).

Only the House or Senate may make, interpret, and enforce its own procedural rules in considering whether a rule or law requiring open meetings of committees was violated. Open meetings: *Moffitt v. Willis*, 459 So.2d 1018 (Fla. 1984).

When the Constitution speaks of “reading” the title of a bill, it can mean only sufficient for identification, which may be simply the bill number, such as SB 1234 or HB 1234, and the relating-to clause. *Impeach journal*, read title: *State v. Kaufman*, 430 So.2d 904 (Fla. 1983).

The Governor’s selective veto may extend beyond the general appropriations bill to any bill with two or more appropriations, so that provision for an appropriation may be stricken without nullifying the remainder of the bill. Appropriations,

veto: *Thompson v. Graham*, 481 So.2d 1212 (Fla. 1985), and *Brown v. Firestone*, 382 So.2d 654 (Fla. 1980). See also: *Florida Defenders of the Environment v. Graham*, 462 So.2d 59 (Fla. 1st DCA 1984), and *Department of Education v. Lewis*, 416 So.2d 455 (Fla. 1982).

Constitutional ambiguities aside, the Governor has 15 days to veto a bill presented by the Legislature after *sine die* adjournment, from the time of presentation. The Supreme Court took notice of the fact that the Legislature presented 60 percent of a session's bills, including the omnibus general appropriations bill, after adjournment. Presentation after adjournment: *Florida Society of Ophthalmology v. Florida Optometric Association*, 489 So.2d 1118 (Fla. 1986). Miscellaneous matters: Special sessions: *Florida Senate v. Graham*, 412 So.2d 360 (Fla. 1982). Reapportionment, elections: In re Apportionment Law, 414 So.2d 1040 (Fla. 1982).

In 1998, the Supreme Court ruled in the case brought by Lawton Chiles, as *Governor v. John B. Phelps et al.*, that during a special session the Legislature could not be required to consider all bills vetoed after adjournment of a regular session.

Resign to Run Law

Florida's Resign to Run Law (s. 99.012, F.S.) serves two purposes: it prevents an officer from using his present office to seek another, and it also spares the taxpayers the expense of having to finance special elections when an incumbent officer is elected to another office.

The law applies only to elected or appointed officers and not employees. Almost all elected officials are officers who share some of the sovereign responsibilities. The difficult question is determining whether an appointed person is an officer. A deputy to an officer, who has many of the powers that the officer has, is an officer for the purposes of the Resign

to Run Law. However, an employee working in an officer's office, and who works at the officer's direction but makes no major decisions, is an employee and not an officer.

Basically, the Resign to Run Law provides that a candidate may not qualify for more than one office at a time, but this does not apply to people qualifying for political party office. A candidate may not qualify for another office if the terms of office are concurrent or overlap unless the candidate resigns from the office that he presently holds. The resignation, except for people qualifying for federal office, must be submitted no later than 10 days prior to the first day of qualifying. An office-holder qualifying for federal office must resign no later than when he qualifies for federal office. The resignation must be effective the earlier of one of two dates: when the office-holder assumes office, if elected, or when his successor takes office.

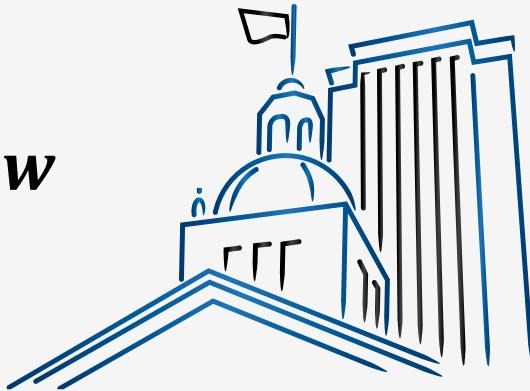
The 2007 Legislature changed the law to allow state and local officials to run for the U.S. House, the U.S. Senate, President, or Vice President without having to resign. The wording also allows them to run for the federal positions while simultaneously running for reelection to their current posts.

Any resignation submitted pursuant to the Resign to Run Law must be irrevocable. There is an exception in the law for officers serving as members of an appointee board of authority and who serve without salary. Such persons do not need to resign to run for another office.

Officers who are subordinates, deputy sheriffs, or police officers do not need to resign unless running against their "boss." However, such persons must take a leave of absence without pay during the period they are seeking election to public office.

In addition, officers who are subordinates, deputy sheriffs, or police officers may choose between submitting an irrevocable letter of resignation or taking a leave of absence without pay from their employment during the period they are seeking election.

How An Idea Becomes A Law



Idea

A citizen, group, or legislator has an idea for a new law. A Representative then decides that the idea should be a bill.



House Bill Drafted

The Representative (also called a Member) contacts House Bill Drafting Services and requests a bill to be drafted. The Member may provide very detailed instructions or just the general idea. A staff member, called a “bill drafter,” will work with the Member and his or her staff until the Member is satisfied and a final draft is approved. Once approved, the idea receives a bill number (odd numbers only in the House) and is called a bill for the first time.



1st Reading is by Publication in the House Journal

In accordance with Article III of the Florida Constitution, all bills must be read three times before being voted on. The 1st Reading is by publication of the bill number, its sponsor, and a short one paragraph description of the bill, called a title, in the House Journal. The Speaker will also refer the bill to one or more committees or subcommittees in the House. Committees and subcommittees are groups of Members appointed to review specific areas of government such as education, criminal justice, and agriculture, to name a few.



House Committee or Subcommittee Meeting

Once a bill is referred to a committee or subcommittee, it is reviewed for inclusion on an agenda. The Chair of the committee or subcommittee will decide which bills should be heard. In 2010, of the 843 general bills filed, 488 “died” in a council or committee, never being heard. Once a bill has been heard and voted favorably by all of its committees or subcommittees, it is placed on a House Calendar signifying that it is available for 2nd Reading.



2nd Reading on the Floor is by consideration of the Special Order Calendar

Once a bill is on the House Calendar, that does not mean that the bill will be heard on the floor. The House has a special committee called the Rules & Calendar Committee that will determine when and if a bill will be sent to the floor for 2nd Reading. These bills are placed on a recommended Special Order Calendar. Each Special Order Calendar is voted on prior to the House considering those bills on a specific legislative day. Once a bill has been introduced and read on the Special Order Calendar, it is explained, questions are answered about the bill, and amendments are considered. This constitutes a bill’s 2nd Reading.

3rd Reading on the Floor by consideration of the 3rd Reading Calendar



After a bill has been read a second time on the Special Order Calendar, it is taken up on 3rd Reading, generally, on a subsequent legislative day. This is the final reading of the bill prior to being voted on. Once a bill's title has been read a third time, it is explained again, questions are again permitted, and amendments may be offered; at this point, amendments may only be considered by a 2/3 vote. The final action is for debate on the bill prior to the sponsor making a closing statement. The bill is then voted on by the Members of the House. Any bill not receiving a favorable vote "dies" on the floor.



Senate Consideration



Once the bill is passed by the House, it is sent to the Senate with a "message." The Senate's process varies slightly from the House's process. The Senate may vote to pass the bill without amendments and return the bill to the House, refer the bill to a committee for consideration, or defeat the bill on the Senate floor. The Senate may decide to further amend the bill and pass it. If this happens, the bill is returned to the House.



Return to the House



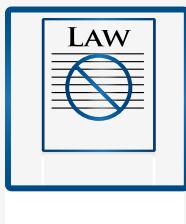
If the House has received a House bill having been passed by the Senate without amendments, it puts the bill in its final form called an "enrolled" version. The enrolled version of the bill is then sent to the Governor for consideration. If the Senate has further amended the House bill, it is returned to the House for consideration of the Senate amendments. This "back and forth" consideration of the bill is an attempt to perfect the bill's language by working out the differences, but generally ends after several exchanges by each side. At any time, either the Senate or the House may decide to abandon the effort of reaching a compromise and the bill dies. If the issue is important enough, however, the House and Senate may agree to appoint a conference committee comprised of Representatives and Senators to work out the details of the bill.



Consideration by the Governor



Generally, if the Legislature is in Session and has sent the Governor a bill, he/she has seven days to consider the bill while the Legislature remains in Session. If the bill is received after the Legislature has adjourned "sine die" (the 60-day Session has ended), the Governor has 15 days to consider the bill. The Governor may take one of three actions: sign the bill into law, allow the bill to become law without his signature, or veto the bill. If the Governor vetoes the bill, the Legislature may override his/her veto by a 2/3 vote of the Legislature during the next Session.



Key Point: At any point of consideration, the bill may "die" for that legislative session, which means it will no longer be considered.





The Legislator



Photo by Meredith Geddings

Meeting of the Higher Education & Workforce Subcommittee, House of Representatives, 2011.

Why did the fledgling lawmaker seek election?

The authority on American legislatures and legislators is Alan Rosenthal, director of the Eagleton Institute of Politics at Rutgers University. In his book *Legislative Life*, he explores the question of a legislator's motivation. This is his summation:

For many people politics is interesting and the job of being a legislator strikes them as worthwhile. For many the prestige of being elected, or of holding office, and of being one of a relative few is appealing. For many the chance to serve the public, to accomplish something in the public interest, to do good is of major importance. A number believe they can do a better job than those already in office. For some, there is an overriding issue, a particular philosophy, or a special interest

that has to be promoted. For many the prospect of exercising power, of being in command or control, has great appeal. For nearly all, in some way or another, politics is an "ego trip," a means of receiving approval, support, and attention. For most of them, there is no single reason, but rather a combination that impels them toward legislative office.¹

Or, as Stimson Bullitt wrote in *To Be A Politician*, "Men and women are drawn into politics by a combination of motives: power, glory, zeal for contention or success, duty, oblivion, hate, hero worship, curiosity, and enjoyment of the work."

Rosenthal summarized the urge to hold elective office in these words: "Until you've been in politics you've never really been alive ... it's the only sport for grown-ups—all other games are for kids."²

Significance: The Key Word

A perceptive Florida witness to the phenomenon of politics was Fuller Warren. Warren served in the Florida House of Representatives from two different counties—one rural and one urban—and had been defeated as a candidate for Governor before being elected in 1948. As Governor-elect, he stated his view of politics:³

I believe I know why people get more intensely interested in politics than they do in any other hobby or recreation such as bridge, baseball, horse racing, stamp collecting or even fishing.

I think the key word is *significance*.

Yesterday's bridge game is forgotten today, or tomorrow at the latest. Yesterday's baseball game is only a topic of conversation today and the same thing holds true of a horse race or a golf match.

None of these events affect those who do not actually participate in them, except to give the non-participants something to talk about. The baseball fan is disappointed if his favorite team loses but this feeling passes quickly when the same team wins. Even if he has wagered and lost, the effect is transitory and soon forgotten.

But government is a different matter. A single election may have a great effect on the personal lives of every one of us.

Why One Man Ran

Florida Representative Frank Williams had no doubt why he ran for the House. He appeared before the House Governmental Organization and Efficiency committee at the 1972 session as director of civil defense for Bradford County, seeking greater legislative recognition of that program. He had waited three days to read a prepared statement running about three minutes. Unhappily, it was Commissioner of Agriculture Doyle Conner's legislative appreciation day at the Fairgrounds and since the clock was pushing 5 o'clock and the members were anxious to leave, the committee granted Williams one minute, interrupted with questions, and then cut him off as he exceeded the minute.

In exasperation, Williams asked: "What does an average citizen have to do to get heard by this

committee?" A member, Colonel William L. Gibson, responded: "Son, I suggest you be a member of the Legislature." Williams instantly decided he would do just that and exited with this parting remark to the committee, "Well, fellows, I'll see you in November," which he did at the organization session in November of that year. He was appointed to the renamed Governmental Operations Committee.

Professions in Legislature

The typical member of the Legislature is not a lawyer. Lawyers are a minority whose numbers have been decreasing from highs in 1939 (House) and 1949 (Senate) and reached an all-time low in 1997–1998. In the 2013 House, while attorney is the most frequently named profession at 30 members, their total is far outnumbered by members in business, education, consulting, and construction, which together total 54.

Tenure

Once, the typical House member could look forward to spending at least three or four two-year terms representing their district.

Monticello Legislator S. D. Clarke's record of 40 years of service (four in the House and 36 in the Senate, 1907-1909, 1931-1966) will likely stand since the 1992 constitutional amendment limited the terms of officials elected statewide to eight years. Since then, in the House, the average number of years of incumbent service has dropped from approximately eight to less than four per member.



S.D. Clarke

Single-Member Districts

Beginning with the elections of 1982, candidates for the Legislature have run in single-member districts. Because single-member district incumbents have more name-recognition among their constituents than legislators of states that use multi-member districts, incumbents here have more of an edge in seeking reelection.



Photo by Meredith Geddings

House Transportation & Economic Development Appropriations Subcommittee, 2011

Value of Incumbency

Few House members are defeated for reelection. According to internal House statistics, between 1968 and 2012, the percentage of incumbents running for reelection who were successful ranged from 82 to 97 percent with over 90 percent in most election years.

In 2011, two of the three cabinet officers and 19 of the 27 members of Florida's congressional delegation (both U.S. Senators and 17 of the 25 U.S. House members) had previously served in the Florida Legislature.

Characteristics of Members of Florida Legislature 2013-2014

	House—120 House No.	(%)	Senate—40 Senate No.	(%)
Sex:				
Male	92	(76.7%)	28	(70%)
Female	28	(23.3%)	12	(30%)
TOTAL	120		40	
Ethnic Classification:				
White	85	(70%)	30	(75%)
Black	21	(18.3%)	6	(15%)
Hispanic	14	(11.7%)	4	(10%)
TOTAL	120		40	
Percentage of Florida and Non-Florida Natives:				
Florida Natives	64	(53.3%)	18	(45%)
Non-Florida Natives	52	(43.3%)	22	(55%)
Not reported	4	(3.3%)		
TOTAL	120		40	
Service:				
Incumbents	74	(61.7%)	25	(62.5%)
Freshman	46	(38.3%)	15	(37.5%)
TOTAL	120		40	

Political Party Representation in Legislature

House	Year	Democrats	Republicans	Total
	1945	(95)	100%	(0) 0% 95
	1947	(94)	98.9%	(1) 1.1% 95
	1955	(89)	93.7%	(6) 6.3% 95
	1965	(102)	91.1%	(10) 8.9% 112
	1975	(86)	71.7%	(34) 28.3% 120
	1985	(76)	63%	(44) 37% 120
	1995	(63)	52.5%	(57) 47.5% 120
	1997	(59)	49.2%	(61) 50.8% 120
	1999	(48)	40%	(72) 60% 120
	2001	(43)	35.8%	(77) 64.1% 120
	2002	(43)	35.8%	(77) 64.1% 120
	2003	(39)	32.5%	(81) 67.5% 120
	2004	(39)	32.5%	(81) 67.5% 120
	2005	(36)	30%	(84) 70% 120
	2007	(42)	34%	(78) 65% 120
	2009	(44)	36.6%	(76) 63.3% 120
	2011	(39)	32.5%	(81) 67.5% 120
	2013	(44)	36.6%	(76) 63.3% 120
Senate	Year	Democrats	Independent	Republicans
	1945	(38)	100%	-0- -0- 38
	1953	(37)	97%	-0- (1) 3% 38
	1965	(42)	95.5%	-0- (2) 4.5% 44
	1976	(30)	75%	(1) 2.5% (9) 22.5% 40
	1985	(31)	78%	-0- (9) 22% 40
	1988	(25)	63.5%	-0- (15) 32.5% 40
	1990	(23)	57.5%	-0- (17) 42.5% 40
	1991	(20)	50%	-0- (20) 50% 40
	1995	(18)	45%	-0- (22) 55% 40
	1997	(17)	42.5%	-0- (23) 57.5% 40
	1999	(15)	37.5%	-0- (25) 62.5% 40
	2001	(15)	37.5%	-0- (25) 62.5% 40
	2002	(15)	37.5%	-0- (25) 62.5% 40
	2003	(14)	35%	-0- (26) 65% 40
	2004	(14)	35%	-0- (26) 65% 40
	2005	(14)	35%	-0- (26) 65% 40
	2007	(14)	35%	-0- (26) 65% 40
	2009	(14)	35%	-0- (26) 65% 40
	2011	(12)	30%	-0- (28) 70% 40
	2013	(14)	35%	-0- (26) 65% 40

Pay and Perquisites

Annual pay for members in 2013-2014 is \$29,697. The Speaker and President are paid a base of \$41,181. Perquisites for members include:

- Two or three year-round employees for representatives, and three or four for senators, based on district size. Three employees are authorized for representatives with a satellite office.
- Up to \$2,482 a month for district office expenses of House members. Senators with three employees receive \$2,921; those with four receive \$3,244. The Senate President receives \$3,567 and the Speaker \$3,408.
- Representatives receive subsistence during the session to a maximum of \$7,860. Senators receive subsistence of \$131 per day during session up to the maximum of \$6,550. When not in session, members receive a per diem of \$80 or reimbursement for a reasonable single rate hotel, plus \$36 meal allowance, for authorized travel outside their district.
- Since 1989, computers have been installed in members' Tallahassee and district offices with direct networking. (Computers are returned to the State at the end of service.)
- Reimbursement of 44.5¢ per mile for automobile travel; aircraft travel is reimbursed at the most economical rate available.
- One weekly round trip home during the legislative session. Staff is reimbursed for up to two round trips during regular session.
- Representatives receive an expense allowance of \$9,750, Senators \$9,400, which may be used for telephone toll charges, printing and postage, member and district staff travel, newsletter costs, periodicals, and data processing.
- The Speaker and President each have a \$20,000 contingency fund.

Legislators may enroll in approved group insurance programs. The Legislature pays most of the premiums for state-sponsored dental, long-term disability, basic life, and a majority of the health premium. Representatives pay \$30 monthly for family coverage and \$8.34 for individual coverage. Senators pay \$180 monthly for family coverage and \$50

monthly for individual coverage. Legislators may also participate in the Florida Retirement System for elected state officials.

A World Unto Itself

The Legislature in session takes on the parochial nature of a small town. When the Orange County commission voted some years ago to publish an advertisement critical of the sponsor of a local claims bill, even opponents of the bill came to his defense. A Broward County representative, Tom Bush, told the House "this is a sovereign body that circles the wagons when a local body begins accusing its members." An Orange County member and opponent of the bill, Representative Richard Crotty, said the House's spirit of camaraderie is violated when an outside force "starts tampering." The House passed the bill that otherwise it likely would have killed.

In Tallahassee, legislators spend most of their time with colleagues. As a political scientist observed after serving as a legislator, a legislature, once convened, is inclined to become a miniature world unto itself. This, wrote Frank Smallwood, despite the fact that "any legislative body is a partial reflection of the larger society it is elected to represent."

Stepping-Stones

Legislative and congressional aides have used this experience to advantage in seeking election to the Legislature. Three Speakers, Ralph H. Haben, Jr., H. Lee Moffitt, and Ray Sansom, and Senate Presidents Jim Scott and John McKay, came to the Legislature as aides. Other former aides regularly step up to membership. As Alan Rosenthal observes, "Having spent several years helping to organize a district politically and doing favors for people, they are formidable candidates when a seat becomes vacant."⁷⁵

Qualifying Fee

A major party candidate for the Legislature pays a qualifying fee of 6 percent of the legislative salary of that year. Of the 6 percent, 3 percent is the filing fee, 2 percent goes to the party, and 1 percent shall be transferred to the Election Commission Trust Fund, according to section 99.092, *Florida Statutes*.

Female Members

Orange County elected the first women to serve in both the House of Representatives and the Senate.

Mrs. Edna Giles Fuller of Orlando spoke for Orange in the five regular and special sessions of the 1929 and 1931 House of Representatives.

Mrs. Beth (George W.) Johnson of Orlando was elected to the Senate in 1962 after having served Orange County in the House. She was first elected in 1957 to fill a vacancy and was reelected to the House in 1958 and 1960.

Interestingly, for five months, there were two Beth Johnsons in the Senate. Mrs. Elizabeth J. (Beth) Johnson of Cocoa Beach, a Republican, was elected in 1966. The Orlando Senator Johnson, a Democrat, had been reelected in 1964. The two served together until the federal court-ordered special general election of March 1967, when Senator Johnson of Orlando was defeated and Senator Johnson of Cocoa Beach reelected.

Women Presiding

Representative Mary Lou Baker (Mrs. Seale H. Matthews) of Pinellas County presided over the House for the passage of one bill on May 17, 1945, the first woman to do so.

Speaker Evans Crary suggested the members address Baker as "Miss Speaker."

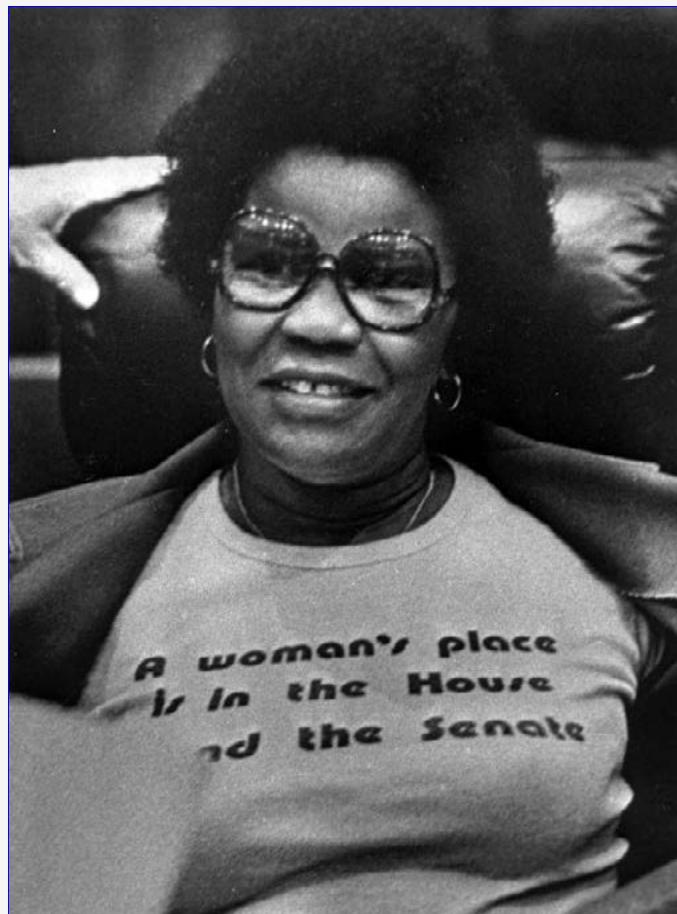
On November 15, 1966, Senator Beth (Mrs. George W.) Johnson of Orlando, representing the 19th District, was the first woman to preside over the Senate or House by election of the membership.

Senator Johnson was elected as temporary presiding officer at the organization session of the new Senate. She already had served as presiding officer by invitation of the President on May 26, 1965. Baker had similarly served in the House by invitation of the Speaker.

In November 1990, the Senate elected the first legislative woman presiding officer in the state's history, Gwen Margolis of North Miami, a Democrat. Toni Jennings became the first Republican woman



Mary Lou Baker



Florida State Archives

Representative Carrie Meek wore this prophetic t-shirt in the House chamber, 1980. She was later elected to the Senate and then to Congress. Meek was also the first African American woman elected to the Florida Senate.

presiding officer when she was elected President of the Senate in 1996. She was reelected to an unprecedented second term in 1998.

Political Parties

Until 1997, the membership of the Legislature was predominantly Democratic although adherents of other political parties—Republican, Socialist, Populist, and Whig—had won election over the years.

Some generalizations can be made about political parties in the Florida Legislature. The majority party elects the presiding officers, the House Speaker and the Senate president. These officers appoint the members of committees, including the chairmen. The minority has representation on committees but not necessarily in direct proportion to their membership.

The sweep of 1928, when Republican Herbert Hoover defeated Democrat Alfred E. Smith both nationally and in Florida, carried two Republicans into the Legislature from Pinellas County and one from Manatee County. They were Senator Albert R. Welsh of St. Petersburg, Representative Kenneth W. Kerr of Dunedin, and Representative Lee S. Day of Bradenton. Senator Welsh died after serving one session, and a Democrat was elected to complete his term. Representatives Kerr and Day also served in only one regular session.

Four other Republicans had served in the House early in this century: Lambert M. Ware, from Washington County in 1903, Dr. Henry C. Hood of Palm Beach County in 1917, A. D. Whitman of Hardee County in 1931, and R. Everette Burchard of Hendry County in 1933. A. J. Pettigrew of Manatee County served as a Socialist in the 1907 House.

Republican members ceased to be novelties after Pinellas County sent up an entirely GOP House delegation to the 1951 Session, including Representatives William C. Cramer and Donald C. McLaren of St. Petersburg and B. E. Shaffer of Clearwater. The Republican nature of the Pinellas delegation was rounded out two years later when J. Frank Houghton of St. Petersburg came to the Senate.

The Republicans gained sufficient legislative muscle in 1967 to become an effective opposition, with 20 senators and 39 representatives. This was a sufficient number of senators to uphold vetoes by GOP Governor Claude R. Kirk, Jr.

With minority strength came a greater need for party apparatus: a Minority Leader (corresponding with the majority party's President or Speaker), a Minority Leader *pro tempore* (matching the majority's President or Speaker *pro tempore*), and Whip (the majority's floor leader).

With the November 1998 election, Florida became the first Southern state in this century with a Republican Governor and Legislature.

The First Republican Woman

A court-ordered reapportionment gave Pinellas County three additional seats in the House of Representatives to be filled at special elections just before convening of the 1963 Regular Session. Mary R. Grizzle of Indian Rocks defeated three other Re-



Florida State Archives

Legislators being sworn in, 1970. From left: William L. Gibson, Mary R. Grizzle, Lewis Earle, Roger Wilson, and John Savage. Grizzle was the first Republican woman in the Legislature.

publicans in the primary and a Democratic opponent in the general election. She thus became the first Republican woman to serve in the Florida Legislature. She rarely had opposition after those first elections, and no opponent was successful until 1992.

Her Republican colleagues in the House recognized her in 1974 by electing her as Minority Leader *pro tempore*, and Democratic Speakers recognized her by appointing her to significant committees. In 1976, for example, she was a member of the committees of Appropriations, Education, and Rules & Calendar. She left the House in 1978, won election to the state Senate, and served there until her retirement in 1992.

A No-Party Legislator

Lori Wilson of Cocoa Beach was first elected to the Senate in 1972 as a no-party Legislator, an independent spelled with a small 'i'. There had been Independents (with a capital 'I') in prior Florida Legislatures but few, if any, who came to the Legislature in modern times with the same no-party determination of freedom. She did not seek reelection in 1978, but in 1988 she did run unsuccessfully as a Republican.

First Blacks

Joe Lang Kershaw, a Democrat and 57-year-old civics teacher at a Coral Gables junior high school, in 1968 became the first black since 1889 to serve in the Legislature. Dade County voters sent Kershaw to the

House of Representatives where, some 30 years earlier, as a student at Florida A&M University and part time Capitol janitor, he had stood on the Speaker's podium and pretended he was addressing the House. He was defeated for renomination in 1982. Available records indicate the last blacks to serve in the House before Kershaw were George A. Lewis and John R. Scott, Jr., who represented Duval County in the 1889 House.

The first black woman ever to serve in the Florida Legislature, Mrs. Gwen Sawyer Cherry, was elected to the House from Dade County in 1970. She was born in Miami in 1923. A lawyer, teacher, and author, she received her law degree cum laude from Florida A&M University in 1965. One of the first two blacks to serve in the Florida Senate since 1887, and the first black woman ever to serve, was Mrs. Carrie P. Meek of Miami, who first came to the Legislature in 1979, having been chosen in a special election to succeed Cherry. She was nominated without opposition to serve in the Senate after the 1982 reapportionment and elected to the U.S. Congress in 1992. A native of Tallahassee and an educational administrator, Meek earned a bachelor's degree from Florida A&M University, a master's from the University of Michigan, and a doctorate of education from Florida Atlantic University.

The other black elected to the Senate in 1982 was Dr. Arnett E. Girardeau, a Jacksonville dentist. Dr. Girardeau was first elected to the House of Rep-

resentatives in 1976. A Jacksonville native, Dr. Girardeau earned his bachelor's degree and doctorate from Howard University.

Available records indicate the last blacks to serve in the Senate before Meek and Girardeau were D. C. Martin from Alachua County and Henry W. Chandler from Marion County, each in the 1887 Session.

Lesley Miller, Jr. became the first black Minority Leader when elected to lead the Democrats in the House in 1998.

In 2004, for the first time for either party, both chambers had a black leader. By then a Senator, Miller was Minority Leader and Christopher L. Smith was Minority Leader in the House.

Party Affiliation of Blacks Since the Reconstruction Era

Of the blacks elected to the Legislature since the 1880s, all had been Democrats until John Plummer of Miami, a Republican, served one term in the 1980-82 House. Plummer's election may be regarded as something of a fluke. He avoided photographs and interviews so there was voter confusion with another Plummer, a white Democrat member of the House.

Jennifer Carroll, of Jacksonville, defeated fellow Republican Linda Sparks in April 2003 to become the first black Republican woman elected to the Legislature.

While "since Reconstruction" serves as media shorthand to distinguish the election of blacks to the Legislature beginning with Joe Lang Kershaw in 1968, Reconstruction formally ended in 1876. The "Reconstruction era," however, lasted some years longer.

Black Pro Tempore

James C. Burke, a Miami Democrat, was designated by Speaker Jon L. Mills to serve as Speaker *pro tempore* for the sessions of 1987 and 1988. Burke was the first black to occupy the Chair.

Black Caucus

The first elections from the new single-member legislative districts in 1982 resulted in the seating of



Florida State Archives

Gwendolyn Sawyer Cherry (left), first black woman legislator in Florida, and Congresswoman Shirley Chisholm at the Democratic National Convention, Miami Beach, 1972.

two black Senators and 10 black House members.

At a November 30, 1982, meeting in the Tallahassee Hilton Hotel, 11 of the 12 black legislators organized Florida's first Black Caucus. Senator Carrie Meek of Miami was chosen chairperson and Representative John Thomas of Jacksonville was elected vice chairperson.

Blacks in the Legislature During Reconstruction

Dr. Joe Martin Richardson, professor of history at Florida State University, writes that blacks were of considerable importance in the Legislature during Reconstruction, though they never were in the majority.⁵

In the first Legislature (during Reconstruction), there were nineteen freedmen present, which was the largest number of Negroes ever sent as representatives to the Florida law making body. The Negroes combined with white Northerners were always outnumbered. In 1868 of 76 legislators, nineteen were freedmen, 13 were from the North, 23 were white Democrats, and 21 were white Southern loyalists. Southern born whites were always in a majority in the Florida Reconstruction legislatures. In 1868 the composition according to party was 52 Republicans to 24 Democrats. Although it has been maintained that Negroes held the balance of power in the State, it would be as logical, and perhaps more so, to say that it was held by the Southern white loyalists, who generally outnumbered Negro legislators.

The Negroes probably exerted more power in the senate than they did in the house. Of the 24 senators freedmen claimed three in 1868, five in 1869–1870, three in 1871–1872, five in 1873–1874, and six in 1875–1876. The number of freedmen in the house ranged from sixteen in 1868 to eight in 1876. There never were more than thirteen in the House after 1868. Only about thirty different freedmen served in the lower house of the legislature during the entire Reconstruction era.

Youngest State Senators

Dennis J. Patrick O'Grady of Inverness, a Republican who represented the 19th District in 1967-

68, appears from available records to have been the youngest member of the state Senate.

O'Grady, born December 9, 1943, in Brooklyn, New York, was elected on March 28, 1967, in a special court-ordered statewide apportionment general election. O'Grady was a building contractor and nurseryman. When elected, he was 23 years and 3 months old. Johnnie Wright of DeFuniak Springs, a Democrat, was born April 5, 1925. He was elected on November 2, 1948, at 23 years and 7 months old.

Sherry Walker of Waukeenah, a Democrat who represented District 5 in 1988–92, is the youngest woman elected to the Senate. She was born on November 3, 1960, won election on September 6, 1988 when she was 27 years 10 months old, and was unopposed in November.

Youngest House Members

A number of members of the Florida House of Representatives were elected when 21, the lawful minimum. Actually, some were chosen when 20 since Democratic nominations prior to the 1960s usually were the equivalent of election as there were relatively few Republican nominees.

Former Governor Fuller Warren of Blountstown was among those nominated while 20. He served Calhoun County in the 1927 House. Walter Warren was nominated at 20 in 1934 to serve Putnam County in the 1935 House.

Doyle E. Conner, afterwards Commissioner of Agriculture, was 21 and a student at the University of Florida when elected to serve Bradford County in the 1950 House. At 28, Conner was the youngest Speaker of the House.

Debbie Wasserman Schultz is the youngest woman elected to the House. She was just over 25 years old when chosen to represent the 97th district in 1992. She later served in the Florida Senate and, in 2005, was sworn in as a member of the U.S. House of Representatives, serving parts of Broward and Miami-Dade counties.



Doyle E. Conner

First Hispanic Members

Research indicates that Fernando Figueredo of Key West, a refugee, was the first Cuban-American to serve in the Legislature after statehood. He represented Monroe County in the 1885 Session of the House. After Cuba became a republic, Figueredo returned to Havana and became Treasurer of the national government.

The first Hispanic-American to serve in the House since 1925 (when J. F. Busto represented Monroe County) was Maurice A. Ferre, a native of Puerto Rico, who was elected to the House from the 91st district for the 1967-68 sessions. He returned to Miami where he was elected Mayor.

Representative Ileana Ros of Miami, elected in November 1982, was the first Hispanic woman to serve in the Legislature, representing the 110th District, Dade County.



Fernando Figueredo

marriage of two members of the Florida Legislature. They were married on June 9, 1984. She was then known as Ileana Ros-Lehtinen. They made more legislative history by being the first Hispanics elected to the 1986 Senate. In 1989, Ros-Lehtinen became the first Hispanic woman elected to the United States Congress. She currently serves in the House of Representatives and is Chairman of the Subcommittee on the Middle East and North Africa.

Representatives Virginia “Ginger” Bass and Thomas Kent “T. K.” Wetherell married on February 15, 1988 and served until she left the House in November of that year.

Then Speaker *pro tempore* James C. Burke married Beryl D. Roberts in the House chamber on April 13, 1989. He left the House in 1992 just as she was elected to serve the 108th district.

Senator Larcenia J. Bullard and her husband Representative Edward B. Bullard were the first couple to serve in the Legislature after being married for a long time. The Senator began her service in the House in 1992. Her husband won her seat when she was term-limited in 2000. She returned to the Legislature when she was elected to the Senate in 2002.

Father/Mother and Son Service

A special election in 2010 brought the concurrent service of a father and son to the Legislature with Don Gaetz of Niceville serving in the Senate and his son Matt Gaetz of Fort Walton Beach serving in the House. The 2012 election kept both father and son in the Legislature and saw the election of President Don Gaetz to the Senate’s highest office.

The Legislature also had a mother-son pair from 2008-2012. Senator Larcenia J. Bullard, who had served in the House from 1992-2000, was serving in the Senate in 2008 when her son, Dwight M. Bullard, was elected to the House. Following the decennial census and process of redistricting, the younger Bullard was elected to the Senate in the equivalent district of that vacated by his mother due to term limits.

Married Couples Service

Representative Ileana Ros also made legislative history when she wed one of her colleagues, Representative Dexter Lehtinen of Perrine, the first



Photo by Donn Dughi

Representatives T.K. Wetherell and Virginia Bass Wetherell, 1988.

Cuban-American Caucus

The Cuban-American Caucus of the House of Representatives (CACHR) was organized on May 18, 1988, as a nonprofit corporation. Its purpose: to inform and educate the public of the “political, cultural, patriotic, and civic aspirations of the Cuban-American and Hispanic communities of Florida.” The seven Cuban-Americans then members of the

House of Representatives were the incorporators and first directors of the corporation.

Privileges and Penalties

Each house may, by law, compel the attendance of witnesses at an investigation held by the house or any of its committees.

Each house may, during a session, punish by fine or imprisonment any person not a member who is guilty of disorderly or contemptuous conduct in its presence, or refuses to obey a summons. Such imprisonment cannot go beyond final adjournment of the Legislature.

Each house, under the Constitution, is the sole judge of the qualifications of its members. Each may choose its own officers, and determine its rules of procedure. Each house may punish its own members for disorderly conduct, and may, with the concurrence of two-thirds of the members present, expel a member.

Representative E. Bert Riddle of Walton County was expelled from the 1961 House on an unspecified charge upon the recommendation of a special committee appointed "for the purpose of investigating a matter pertaining to the dignity of the House."⁶

On April 29, 1872, the Senate directed its Secretary "to omit from the roll call the name of the late senator from the 8th Senatorial District."⁷ By vacating his seat, the Senate reacted to the Supreme Court judgment upholding the bribery conviction of Senator Charles H. Pearce.

The same Justices, on the same day, joined the Lieutenant Governor and Attorney General in granting Pearce a full pardon, thereby suggesting the appeals court had some question about the sufficiency of the evidence if not the procedure. Pearce, a black,

had been recruited by the African Methodist Episcopal Church to move to Florida from Canada as a missionary in February, 1866. He served Leon County concurrently in the Senate and as Superintendent of Public Instruction. Known as "the Bishop" Pearce although he never attained higher rank than elder, Pearce subsequently served in the Legislatures of 1873 and 1874 and, as a Republican elector, cast his ballot for Rutherford B. Hayes in the contested presidential election of 1876.

Ethics

A legislator is bound to an ethical course of conduct by rule and statute. The ethics admonitions are contained in the Senate Rules, Rule One, and the House Rules, Rule Fifteen. The statute can be found in Part III, Chapter 112 of the *Florida Statutes*.

A Governor as a Legislator

Two governors served in the Florida House of Representatives subsequent to being chief executive. William Dunn Moseley, the first Governor under statehood, was elected in 1855 to complete the term of a resigned representative from Putnam County. Governor Harrison Reed, a Republican, was Governor between July 9, 1868, and January 7, 1873. He was elected from Duval County to the 1879 Assembly.

As Senate President, Charley E. Johns of Starke served as acting Governor upon the death of Governor Dan McCarty in 1953 and returned to the Senate after a successor had been inaugurated.

Lieutenant Governor William H. Gleason, who unsuccessfully claimed the office of Governor in 1868, later served in the House from Dade County.

⁶*Legislative Life*, Alan Rosenthal, New York: Harper & Row, 1981, page 19.

⁷*Legislative Life*, Alan Rosenthal, New York: Harper & Row, 1981, page 20.

³*How to Win in Politics*, Fuller Warren, Tallahassee: Peninsular, 1948.

⁴*Legislative Life*, Alan Rosenthal, New York: Harper and Row, page 21.

⁵Joe Martin Richardson, *The Negro in the Reconstruction of Florida 1865–1877*, Florida State University Studies, No. 46 pp. 187–188.

⁶*Journal*, 1961 House of Representatives.

⁷*Journal*, 1872 Senate.



The Senate

<http://flsenate.gov>



Don Gaetz, President

Republican, District 1
Niceville

Legislative Service: Elected to the Senate 2006, reelected subsequently

Occupation: Co-founder and Vice Chairman (retired) VITAS Healthcare Corporation

Born: January 22, 1948, in North Dakota; Moved to Florida in 1978

Education: Troy State University, M.P.A.; Concordia College, B.A., Religion and Political Science

Spouse: Victoria Quertermous of Fort Walton Beach
Children: Matt Gaetz, Erin Victoria

Religious Affiliation: Lutheran

Recreational Interests: Upland game and waterfowl hunting, American history, real estate, and antiques

District Office: 4300 Legendary Drive, Suite 230
Destin, FL 32541-8607
Telephone: (850) 897-5747

Tallahassee Office: 212 Senate Office Building
404 South Monroe Street
Tallahassee, FL 32399-1100
Telephone: (850) 487-5001



The President

The President, elected by the full membership, presides over the Senate for a two year term and is in charge of all Senate operations. The President appoints all committees and committee Chairs and refers all bills to committees of his/her choice.

Debbie Brown

Secretary of the Senate

Legislative Service: Elected Secretary of the Senate, January 2012-present; Director, Senate Administration, Office of the President, 2010-present; Office of the Senate President, 2002-2010; Office of the Senate Secretary, 1993-2002; Florida Constitution Revision Commission Liaison, 1997-1998

Born: November 15, 1955, in Denver, Colorado; Moved to Florida in 1967

Education: Tallahassee Community College, A.S., Business Administration and Management, 1991; A.A., 2009

Spouse: Larry

Children: Monica, Michael

Grandchildren: Brayden Lane, Madelynn Grace; Sophie Reese, Hudson Thomas

Religious Affiliation: Methodist

Recreational interests: Reading



Mailing Address: 405 The Capitol
404 South Monroe Street
Tallahassee 32399-1100
Telephone: (850) 487-5270

Senator and Counties in District

Democrats (14) Republicans (26)

1	Don Gaetz	(R)	Bay, Holmes, Jackson, Walton, Washington, and part of Okaloosa
2	Greg Evers	(R)	Escambia, Santa Rosa, and part of Okaloosa
3	Bill Montford	(D)	Calhoun, Franklin, Gadsden, Gulf, Hamilton, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla
4	Aaron Bean	(R)	Nassau and part of Duval
5	Charles S. "Charlie" Dean, Sr.	(R)	Baker, Citrus, Columbia, Dixie, Gilchrist, Lafayette, Levy, Suwannee, Union, and part of Marion
6	John Thrasher	(R)	Flagler, Putnam, St. Johns, and part of Volusia
7	Rob Bradley	(R)	Alachua, Bradford, and Clay
8	Dorothy L. Hukill	(R)	Parts of Lake, Marion, and Volusia
9	Audrey Gibson	(D)	Part of Duval
10	David Simmons	(R)	Seminole and part of Volusia
11	Alan Hays	(R)	Parts of Lake, Marion, Orange, and Sumter
12	Geraldine F. "Geri" Thompson	(D)	Part of Orange
13	Andy Gardiner	(R)	Parts of Brevard and Orange
14	Darren Soto	(D)	Parts of Orange, Osceola, and Polk

15	Kelli Stargel	(R)	Parts of Orange, Osceola, and Polk
16	Thad Altman	(R)	Parts of Brevard and Indian River
17	John Legg	(R)	Parts of Hillsborough and Pasco
18	Wilton Simpson	(R)	Hernando and parts of Pasco and Sumter
19	Arthenia L. Joyner	(D)	Parts of Hillsborough, Manatee, and Pinellas
20	Jack Latvala	(R)	Part of Pinellas
21	Denise Grimsley	(R)	Okeechobee and parts of Highlands, Martin, Osceola, Polk, and St. Lucie
22	Jeff Brandes	(R)	Parts of Hillsborough and Pinellas
23	Garrett Richter	(R)	Parts of Collier and Lee
24	Tom Lee	(R)	Part of Hillsborough
25	Joseph Abruzzo	(D)	Part of Palm Beach
26	Bill Galvano	(R)	DeSoto, Glades, Hardee, and parts of Charlotte, Highlands, Hillsborough, and Manatee
27	Jeff Clemens	(D)	Part of Palm Beach
28	Nancy C. Detert	(R)	Sarasota and part of Charlotte
29	Jeremy Ring	(D)	Part of Broward
30	Lizbeth Benacquisto	(R)	Parts of Charlotte and Lee
31	Christopher L. Smith	(D)	Part of Broward
32	Joe Negron	(R)	Parts of Indian River, Martin, Palm Beach, and St. Lucie
33	Eleanor Sobel	(D)	Part of Broward
34	Maria Lorts Sachs	(D)	Parts of Broward and Palm Beach
35	Gwen Margolis	(D)	Part of Miami-Dade
36	Oscar Braynon II	(D)	Parts of Broward and Miami-Dade
37	Anitere Flores	(R)	Part of Miami-Dade
38	Rene Garcia	(R)	Part of Miami-Dade
39	Dwight Bullard	(D)	Hendry, Monroe, and parts of Collier and Miami-Dade
40	Miguel Diaz de la Portilla	(R)	Part of Miami-Dade

Photos by Donn Dughi



Above: Senators George Stuart and Senator Bob Johnson, 1986.
Right: Senate President Harry Johnston and Senator George Kirkpatrick, 1986.





The House of Representatives

<http://myfloridahouse.gov>



Will Weatherford, Speaker

Republican, District 38
Wesley Chapel

Legislative Service: Elected to the House in 2006, reelected subsequently

Occupation: Businessman

Born: November 14, 1979, in Dallas, TX; Moved to Florida 1986

Education: Jacksonville University, B.S., 2002

Spouse: Courtney Weatherford of Panama City

Children: Ella Kate, Molly Marie, Madelyn Star

Religious Affiliation: Christian

Recreational Interest: Jogging, playing sports, reading

District Offices: 28963 State Road 54
Wesley Chapel, FL 33544-3218
Telephone (813) 558-5115

Tallahassee Office: 420 The Capitol
402 South Monroe Street
Tallahassee, FL 32399-1300
Telephone (850) 717-5038



The Speaker

The Speaker leads the House for a two-year term, manages its operations, and presides over its sessions. Among his most important duties are the appointment of committee members and selection of their chairs. The Speaker is elected by his/her fellow representatives.

Robert L. “Bob” Ward

Clerk of the House

Legislative Service: Clerk of the House of Representatives, November 2008-present; House Chief of Staff, 2004-2008; House Chief of Operations, 2000-2001; House Education Council Director, 1997-2000

Education: St. Leo College, 1981-1983; Florida State University, B.S., Political Science/History, 1983-1986

Born: October 20, 1963, in Tyler, Texas

Child: Katherine

Religious Affiliation: Presbyterian

Recreational Interests: Fishing, history, reading, hunting

Mailing Address: 513 The Capitol

402 South Monroe Street

Tallahassee 32399-1300

Telephone (850) 717-5400



Representative and Counties in District

Democrats (45) Republicans (75)

1	Clay Ingram	(R)	Part of Escambia
2	Mike Hill ¹	(R)	Parts of Escambia and Santa Rosa
3	Douglas Vaughn “Doug” Broxson	(R)	Parts of Okaloosa and Santa Rosa
4	Matt Gaetz	(R)	Part of Okaloosa
5	Marti Coley	(R)	Holmes, Jackson, Walton, Washington, and part of Bay
6	Jimmy Patronis	(R)	Part of Bay
7	Halsey Beshears	(R)	Calhoun, Franklin, Gulf, Jefferson, Lafayette, Liberty, Madison, Taylor, Wakulla, and part of Leon
8	Alan B. Williams	(D)	Gadsden and part of Leon
9	Michelle Rehwinkel Vasilinda	(D)	Part of Leon
10	Elizabeth W. Porter	(R)	Baker, Columbia, Hamilton, Suwannee, and part of Alachua
11	Janet H. Adkins	(R)	Nassau and Part of Duval
12	Lake Ray	(R)	Part of Duval
13	Reggie Fullwood	(D)	Part of Duval
14	Mia L. Jones	(D)	Part of Duval
15	Daniel Davis	(R)	Part of Duval
16	Charles McBurney	(R)	Part of Duval

17	Ronald “Doc” Renuart	(R)	Part of St. Johns
18	W. Travis Cummings	(R)	Part of Clay
19	Charles E. Van Zant	(R)	Bradford, Putnam, Union, and part of Clay
20	Clovis Watson, Jr.	(D)	Parts of Alachua and Marion
21	W. Keith Perry	(R)	Dixie, Gilchrist, and part of Alachua
22	Charlie Stone	(R)	Levy and part of Marion
23	Dennis K. Baxley	(R)	Part of Marion
24	Travis Hutson	(R)	Flagler and parts of St. Johns and Volusia
25	Charles David “Dave” Hood, Jr.	(R)	Part of Volusia
26	Dwayne L. Taylor	(D)	Part of Volusia
27	David Santiago	(R)	Part of Volusia
28	Jason T. Brodeur	(R)	Part of Seminole
29	Michael Philip “Mike” Clelland	(D)	Part of Seminole
30	Karen Castor Dentel	(D)	Parts of Orange and Seminole
31	Bryan Nelson	(R)	Parts of Lake and Orange
32	Larry Metz	(R)	Part of Lake
33	H. Marlene O’Toole	(R)	Sumter and parts of Lake, Marion
34	Jimmie T. Smith	(R)	Citrus and part of Hernando
35	Robert C. “Rob” Schenck	(R)	Part of Hernando
36	Amanda Hickman Murphy ²	(R)	Part of Pasco
37	Richard Corcoran	(R)	Part of Pasco
38	Will Weatherford	(R)	Part of Pasco
39	Neil Combee	(R)	Parts of Osceola and Polk
40	Seth McKeel	(R)	Part of Polk
41	John Wood	(R)	Part of Polk
42	Mike La Rosa	(R)	Parts of Osceola and Polk
43	Ricardo Rangel	(D)	Part of Osceola
44	Eric Eisnaugle ³	(R)	Part of Orange
45	Randolph Bracy	(D)	Part of Orange
46	Bruce Antone	(D)	Part of Orange
47	Linda Stewart	(D)	Part of Orange
48	Victor Manuel “Vic” Torres, Jr.	(D)	Part of Orange
49	Joe Saunders	(D)	Part of Orange
50	Tom Goodson	(R)	Parts of Brevard and Orange
51	Steve Crisafulli	(R)	Part of Brevard
52	Ritch Workman	(R)	Part of Brevard
53	John Tobia	(R)	Part of Brevard
54	Debbie Mayfield	(R)	Indian River and part of St. Lucie
55	Cary Pigman	(R)	Glades, Highlands, Okeechobee, and part of St. Lucie
56	Ben Albritton	(R)	DeSoto, Hardee, and part of Polk
57	Jake Raburn	(R)	Part of Hillsborough
58	Daniel D. “Dan” Raulerson	(R)	Part of Hillsborough

59	Ross Spano	(R)	Part of Hillsborough
60	Dana D. Young	(R)	Part of Hillsborough
61	Betty Reed	(D)	Part of Hillsborough
62	Janet Cruz	(D)	Part of Hillsborough
63	Mark Danish	(D)	Part of Hillsborough
64	James W. "J.W." Grant	(R)	Parts of Hillsborough and Pinellas
65	Carl F. "Z" Zimmermann	(D)	Part of Pinellas
66	Larry Ahern	(R)	Part of Pinellas
67	Ed Hooper	(R)	Part of Pinellas
68	Dwight Richard Dudley	(D)	Part of Pinellas
69	Kathleen M. Peters	(R)	Part of Pinellas
70	Darryl Ervin Rouson	(D)	Parts of Hillsborough, Manatee, Pinellas and Sarasota
71	Jim Boyd	(R)	Parts of Manatee and Sarasota
72	Ray Pilon	(R)	Part of Sarasota
73	W. Gregory "Greg" Steube	(R)	Parts of Manatee and Sarasota
74	Doug Holder	(R)	Part of Sarasota
75	Kenneth L. "Ken" Roberson	(R)	Charlotte
76	Ray Wesley Rodrigues	(R)	Part of Lee
77	Dane Eagle	(R)	Part of Lee
78	Heather Dawes Fitzenhagen	(R)	Part of Lee
79	Matthew H. "Matt" Caldwell	(R)	Part of Lee
80	Matt Hudson	(R)	Hendry and part of Collier
81	Kevin Rader	(D)	Part of Palm Beach
82	MaryLynn "ML" Magar	(R)	Parts of Martin and Palm Beach
83	Gayle B. Harrell	(R)	Parts of Martin and St. Lucie
84	Larry Lee, Jr.	(D)	Part of St. Lucie
85	Patrick Rooney, Jr.	(R)	Part of Palm Beach
86	Mark S. Pafford	(D)	Part of Palm Beach
87	Dave Kerner	(D)	Part of Palm Beach
88	Bobby Powell	(D)	Part of Palm Beach
89	Bill Hager	(R)	Part of Palm Beach
90	Lori Berman	(D)	Part of Palm Beach
91	Irving "Irv" Slosberg	(D)	Part of Palm Beach
92	Gwyndolen "Gwyn" Clarke-Reed	(D)	Part of Broward
93	George R. Moraitis, Jr.	(R)	Part of Broward
94	Perry E. Thurston, Jr.	(D)	Part of Broward
95	Hazelle P. "Hazel" Rogers	(D)	Part of Broward
96	James W. "Jim" Waldman	(D)	Part of Broward
97	Jared Evan Moskowitz	(D)	Part of Broward
98	Katie A. Edwards	(D)	Part of Broward
99	Elaine J. Schwartz	(D)	Part of Broward
100	Joseph A. "Joe" Gibbons	(D)	Parts of Broward and Miami-Dade

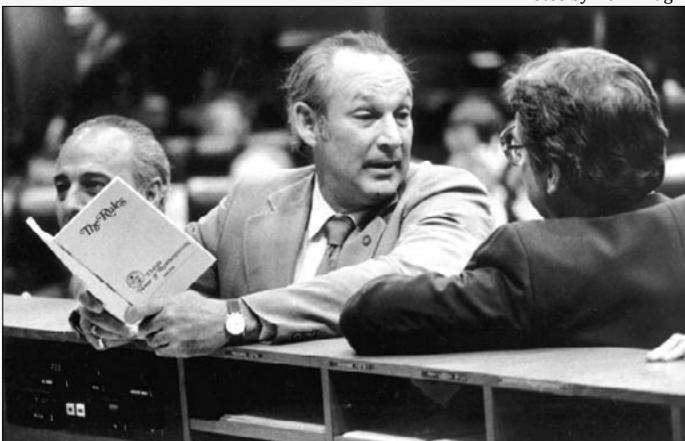
101	Shevrin D. "Shev" Jones	(D)	Part of Broward
102	Sharon Pritchett	(D)	Parts of Broward and Miami-Dade
103	Manny Diaz, Jr.	(R)	Parts of Broward and Miami-Dade
104	Richard Stark	(D)	Part of Broward
105	Carlos Trujillo	(R)	Parts of Broward, Collier, and Miami-Dade
106	Kathleen C. Passidomo	(R)	Part of Collier
107	Barbara Watson	(D)	Part of Miami-Dade
108	Daphne D. Campbell	(D)	Part of Miami-Dade
109	Cynthia A. Stafford	(D)	Part of Miami-Dade
110	Jose R. Oliva	(R)	Part of Miami-Dade
111	Eduardo "Eddy" Gonzalez	(R)	Part of Miami-Dade
112	José Javier Rodríguez	(D)	Part of Miami-Dade
113	David Richardson	(D)	Part of Miami-Dade
114	Erik Fresen	(R)	Part of Miami-Dade
115	Michael Bileca	(R)	Part of Miami-Dade
116	Jose Felix Diaz	(R)	Part of Miami-Dade
117	Kionne L. McGhee	(D)	Part of Miami-Dade
118	Frank Artiles	(R)	Part of Miami-Dade
119	Jeanette M. Nuñez	(R)	Part of Miami-Dade
120	Holly Merrill Raschein	(R)	Monroe and part of Miami-Dade

¹Representative Clay Ford of District 2 passed away March 18, 2013. Republican Mike Hill took his place following his win in a special election held June 11, 2013.

²Representative Fasano of District 36 resigned August 6, 2013, to become Pasco County Tax Collector. Democrat Amanda Hickman Murphy won his seat in the House following a special election held October 15, 2013.

³After the resignation of Representative Stephen L. "Steve" Precourt, January 9, 2014, Eric Eisnaugle was elected to serve District 44 in a special general election April 8, 2014, and was sworn in during session on the following day. Eisnaugle, a former House member, decided not to run for reelection in 2012 when the reapportionment plan placed he and Precourt in the same district.

Photos by Donn Dughi



Representative Gene Hodges, D-Cedar Key, gives his interpretation of one of the rules of the House to Representative Carl Carpenter, D-Plant City, while Representative George Crady, D-Yulee, waits to talk to Hodges, 1986.

Right: Representative Joe Lang Kershaw, D-Miami, debates passionately on the House floor, 1971. Kershaw was the first black elected to the House since the era of Reconstruction.





The Speaker and the President

The Speaker is the presiding officer of the House of Representatives. The President is the presiding officer of the Senate.

But presiding, or managing the in-chamber proceedings of a legislative house, is the least of the responsibilities for which the Speaker and President are regarded as possessing unrivaled power and influence. Every Speaker or President has asked some representative or senator to take the gavel and preside for hours and days.

The powers of the Speaker and President are these:

- The exclusive right to appoint the members of all committees and to remove committee members.
- The exclusive right to choose the chairmen of all committees.
- The exclusive right for the reference of bills to committees.
- The ability to influence, through the chairman of the Committee on Rules and Calendar, the placing of bills on the Special Order Calendar.
- The Speaker and President also appoint members of their houses to councils and commissions that operate outside the Legislature, such as the Constitution Revision Commission and the Commission on Ethics.

In weighing the stages of lawmaking, it may be safely said that the committee is more important than the chamber and the leadership meetings in the private offices of the President and Speaker are most important of all.



Photo by Donn Dughi

House Speaker J. Hyatt Brown (left) and Senate President Phil Lewis pretend to arm wrestle for control of the Legislature the day before the opening of the 1978 Regular Session.

Majority Leadership

Although the style of leadership changes from Speaker to Speaker, the House majority office usually consists of the majority leader, the majority whip, and deputy majority leaders, with a staff that varies in size.

At times the majority office has produced publications designed to keep the majority members of the House informed, with sample speeches and newsletters. The Speaker also keeps in touch with the issues through periodic meetings with committee and subcommittee chairmen.

In the Senate, because of its smaller membership (40, compared to 120 in the House), the President sometimes deals with majority Senators through leaders not demarcated by title. On issues, the President can meet with the most concerned Senators and

have periodic meetings with the committee chairmen.

Through those networks, the presiding officers maintain channels to the members and their activities.

Reference to Committee

The reference of bills to committees is regarded as one of the powers possessed by the Senate President or House Speaker. That is because committees, and their subcommittees, have life-or-death domination. One President, vexed by a bill, referred the offensive bill to “every committee now existing or may be hereafter created.” Another President said he favored staff reference of bills since the number of committees had been reduced to 16 with fairly non-conflicting jurisdictions. The Senate then had three past Presidents and each of them warned him against his intention to allow references to be made by staff. Time proved the wisdom of the counsel, he said, for while 98 percent of the bills could be referred almost automatically, the remaining 2 percent demanded presidential judgment.

With fewer committees, the presiding officers no longer have the choices they once did. Thus, the choice for reference of any bill has been narrowed.



Swearing in day for Senate President William C. Hodges, 1935.

Selection, Term, and Perquisites of President and Speaker

The House Speaker and Senate President are elected by the members of each body by majority vote after having been nominated by the members of their party in caucus. The Constitution (Article III, Section 2) provides for the biennial selection of “permanent” presiding officers. Their term lasts two years, from one organization session to the next.

The Senate President and House Speaker have staff in such number as they find necessary. Since the President and Speaker also are the representatives of their home districts, they receive the same per diem, subsistence, and expenses as other members.

Campaigns for President and Speaker have commenced well in advance of the term of service. In 1985, for example, the Speaker for the 1986–1988 term had already been selected although two selections were ahead: one for party designation followed by the formal election after the general election in 1986. At the same time there were representatives who had served notice of their candidacy for terms beginning in 1988, 1990, and 1992.

The passage in 1992 of a state constitutional amendment limiting the service of Florida’s state and federal officers to eight years has had impact on the selection of the presiding officers in each legislative house. Mark Silva wrote the following about term limits in the Miami Herald’s *Almanac of Florida Politics* in 1994:

This ends an era when some lawmakers served 20 or 30 years. It should preclude power brokers like Dempsey Barron, a former state senator from Panama City, from building fiefdoms in the Legislature. Barron’s rule over the Senate in the 1970s and 1980s lasted well beyond his service as Senate president, handpicking his successors and engineering the coalitions that elected them. Traditionally it has taken most lawmakers at least six or eight years to build the support needed to campaign for Florida Speaker or Senate President. The limitation of terms will not only compress the careers of lawmakers but also quicken the ascendancy of leaders.

The coming of term limits does seem to be speeding up the selection process. Speaker Marco Rubio claimed the job after just four years as a member of the House.

The pursuit of the Presidency in the Senate is more chancy. Discarded pledges and coalitions, either threatened or actual, may figure in the selection of a President just prior to the election at the Organization Session.

When the roll was called on the election of a President at the Senate Organizational Session of November 17, 1992, a 20-20 tie resulted. Twenty Republicans had voted for Senator Ander Crenshaw of Jacksonville and 20 Democrats had voted for Senator Pat Thomas of Quincy. On the third day thereafter and five formal roll calls, the Senate agreed to elect Senator Crenshaw to serve as President and Senator Thomas as President Pro Tempore until October 11, 1993. At that time, the roles were reversed, with Senator Thomas becoming President and Senator Crenshaw becoming President Pro Tempore, both to serve until November 8, 1994.

Members of the Senate signed a resolution agreeing to the breaking of the deadlock, swearing on their sacred honor as members of the Florida Senate.

In 1998, Toni Jennings was elected to an unprecedented second two-year term as President of the Senate.



Toni Jennings

The Speaker/President

Six men have presided over both the House and Senate. Abraham K. Allison was Speaker of the House in 1852, and as Lieutenant Governor, presided over the Senate in 1864. Hamlin V. Snell was President of the Senate in 1854 and 1855 and Speaker of the House in 1856. Philip Dell was Speaker of the House in 1855 and 1864 and President of the Senate in 1856. Thomas J. Eppes was President of the Senate in 1860 and 1861 and Speaker of the House in 1862 and 1863. Marcellus L. Stearns was Speaker in 1869 and 1872. In 1873 and 1874, as Lieutenant



Photo by Frank Noel

Senate President F. Wilson Carraway (left) chatting with President Pro Tempore Harry O. Stratton, Tallahassee, 1963.

Governor, he presided over the Senate. Mallory E. Horne was Speaker in 1962 and 1963 and President of the Senate in 1973 and 1974.

The President/Speaker *Pro Tempore*

The role of a *pro tempore* depends upon the President or Speaker. Until the mid-1970s, the *pro tempores* occupied a ceremonial position at best. Then elected separately, the Speaker and his Speaker *pro tempore* might possess vastly different philosophies. Some *pro tempores* were never given the opportunity of presiding.

The President/Speaker *pro tempore* presides in the absence of the regular presiding officer only if some other member has not been chosen by the President/Speaker. Senate rules state the Senate may designate a presiding officer should the Chair be vacated permanently. The President Pro Tempore would not automatically succeed. The President may, prior to his resignation, designate "a member of the Majority Party to assume the duties of the Chair until a permanent successor is elected."

A one-time change occurred in the House when Donald L. Tucker and John L. Ryals ran as a team.

With the resignation of Speaker Ray Sansom on February 2, 2009, Larry Cretul became the first



Photo by Donn Dughi

Senator Betty Castor shows her support on the Senate floor. In 1985, she became the first woman President Pro Tempore.

Speaker *pro tempore* to step up to the Speakership. He was officially elected Speaker on March 3, 2009, the first day of the regular session.

The First Woman Pro Tempore

The 1985–1986 Legislature had the distinction of having the first women legislators to serve as President Pro Tempore and Speaker *pro tempore*. Senator Betty Castor of Tampa served in the Senate and Representative Elaine Gordon of Miami served in the House.

The First Woman President

In November 1990, the Senate elected Democrat Gwen Margolis of North Miami as the first woman presiding officer in the state's history. Margolis is one of the most experienced legislators at the Capitol. She served in the House from 1974–1980 and in the Senate from 1980–1992, from 2002–2008, and was again elected to the Senate in 2010 and subsequently reelected.

First Cuban-American Speaker

In 2006, the House elected Miami Republican Marco Rubio as the first Cuban-American Speaker. His election marked the 10th anniversary of the Republican takeover of the Legislature and was attributed to the shift to single-member districts, which started the rise in black and Hispanic membership in the 1980s.

Appeal from Rulings

The “Chair,” occupied by the Speaker/President or their designee, is the symbol of parliamentary government. Hundreds of years of Parliaments, Congresses, and Legislatures protect the Chair. This sanctity clothes the occupant of the Chair.

Rarely, some member has become so absorbed in seeking to pass or defeat a measure that the member will appeal the ruling of the Chair. They will regret doing so almost immediately because the focus shifts from the parliamentary issue to a vote on the confidence of the body in the presiding officer. Speakers make many rulings in the course of an annual session, and some of these may be questionable because they are given during the heat of debate. Yet the moment a member appeals a ruling rather than suggest the Chair reconsider, the presiding officer steps down from the rostrum and another takes his place. It is a moment of high drama, with the result being the upholding of the Chair. The ruling may be “revisited” overnight by the Chair and, if thought necessary, the ruling may be withdrawn and a new finding made.

No appeal has been successful since May 17, 1893. This instance of a rare procedure can be seen in the House bound *Journal* of that year, found at <http://myfloridahouse.gov/Sections/Search/HistoricalJournal/HistoricalJournal.aspx>.

Minority Leadership

Minority leaders have been around since 1951 when Republicans first had three members of the House, but formal recognition wasn't given until 1969 when the Legislature passed a law that designated Senate and House minority leaders as “permanent offices of the Legislature.” This designation enabled the budgeting of funds and the allocation of personnel for these offices.

Each party officer has an opposite number. In the House, for example, the Speaker, as the Majority Leader, is matched by the Minority Leader, and the Speaker *pro tempore* is likewise matched by the Minority Leader *pro tempore*. The minority leadership may also include a minority caucus chairman and minority whips.

In 1992, Republican Representative Sandra B.

Mortham of Largo became the first woman Minority Leader. In 2000, Representative Lois Frankel became the first Democratic female Minority Leader.

Party decisions are reached in *caucuses* by Democrats and in *conferences* by Republicans. Since a caucus/conference is a private gathering, it may or may not be open to the public. Generally, however, a caucus will be open, particularly if it is held in the House or Senate Chamber.

Relations with Minority Party

Relations by the President and Speaker with the minority party may be described as a truce. The minority tends to be more cohesive than the majority. The minority usually avoids being obstructive and the majority tends, more or less, to give the minority consideration in the awarding of committee/subcommittee appointments. Politics enters into this. Some Speakers have denied the minority any committee or subcommittee chairmanships, believing to do so would be helpful to the minority in the next elections. Other Speakers have felt it prudent to share.

The President and the Speaker exercise the right to determine the size of the staff of the minority office. One Speaker virtually wiped out the minority staff, which had grown measurably through the goodwill of the Speaker's predecessor.

Dual Roles of President, Speaker

The President and the Speaker serve dual roles. Each is the presiding officer of his house. Each also is the leader of a group, nowadays predominantly a political party but previously, in the one-party years, a personal faction.

Evolution of the two-party system has complicated the role of the presiding officers been. This means there is an identifiable opposition, most of whose members are inclined to vote as a group on legislation where a party position has been determined.

As leaders of a political party with a program to enact, the presiding officers can find themselves in an awkward position when they must rule on questions raised in opposition to segments of that program.

There have always been factions in the Senate and House. For example, the "Pork Chop Gang," composed predominantly of rural senators, delayed legislative reapportionment in 1955 by refusing to award additional legislative seats to fast-growing urban areas of the state.

In each contest for the President's or Speaker's chair, there are winners to reward and losers to ignore.



Florida State Archives

Group portrait of the Pork Chop Gang during a 1956 special session of the Senate. Back row (from left): James E. "Nick" Connor, Brooksville; L.K. Edwards Jr., Irvine; Irlo O. Bronson Sr., Kissimmee; W.E. Bishop, Lake City; H.B. Douglas, Bonifay; William A. Shands, Gainesville; W. Randolph Hodges, Cedar Key; Charley E. Johns, Starke. Front row: John S. Rawls, Marianna; Philip D. Beall Jr., Pensacola; Harry O. Stratton, Callahan; F. Wilson Carraway, Tallahassee; W. Turner Davis, Madison; Scott Dilworth Clarke, Monticello; Dewey M. Johnson, Quincy; J. Edwin Baker, Umatilla; Edwin G. Fraser, Macclenny; Basil Charles "Bill" Pearce, East Palatka; Woodrow M. Melvin, Milton; J. Graham Black, Jasper; J.C. Getzen Jr., Bushnell.

Presidents of the Senate

<u>Session</u>	<u>Senator</u>	<u>City, County of Residence</u>
1845	James A. Berthelot	Tallahassee, Leon
1846	D. H. Mays	Madison, Madison
1847	Daniel G. McLean	Euchee Anna, Walton
1848	Erasmus Darwin Tracy	(Trader's Hill, Ga.) Nassau
1850	Robert J. Floyd	Apalachicola, Franklin
1854-1855	Hamlin Valentine Snell	Manatee, Hillsborough
1856	Philip Dell	Newnansville, Alachua
1858	John Finlayson	Monticello, Jefferson
1860-1861	Thomas Jefferson Eppes	Apalachicola, Franklin
1862-1863	Enoch J. Vann	Madison, Madison
1864	Abraham K. Allison	Quincy, Gadsden
1889, Extra Sess.	Patrick Houstoun	Tallahassee, Leon
1889	Joseph B. Wall	Tampa, Hillsborough
1891	Jefferson B. Browne	Key West, Monroe
1893	William H. Reynolds	Lakeland, Polk
1895	Frederick T. Myers	Tallahassee, Leon
1897	Charles J. Perrenot	Milton, Santa Rosa
1899	Frank Adams	Jasper, Hamilton
1901	Thomas Palmer	Tampa, Hillsborough
1903	Frank Adams	Jasper, Hamilton
1905	Park M. Trammell	Lakeland, Polk
1907	W. Hunt Harris	Key West, Monroe
1909	Frederick M. Hudson	Miami, Dade
1911	Frederick P. Cone	Lake City Columbia
1913	Herbert J. Drane	Lakeland, Polk
1915	Charles E. Davis	Madison, Madison
1917	John B. Johnson	Live Oak, Suwannee
1919	James E. Calkins	Fernandina, Nassau
1921	William A. MacWlliams	St. Augustine, St. Johns
1923	Theo. T. Turnbull	Monticello, Jefferson
1925	John Stansel Taylor	Largo, Pinellas
1927	Samuel W. Anderson	Greensboro, Gadsden
1929	Jesse J. Parrish	Titusville, Brevard
1931	Patrick C. Whitaker	Tampa, Hillsborough
1933	Truman G. Futch	Leesburg, Lake
1935	William C. Hodges	Tallahassee, Leon
1937	D. Stuart Gillis	DeFuniak Springs, Walton

1939	J. Turner Butler	Jacksonville, Duval
1941	John R. Beacham	West Palm Beach, Palm Beach
1943	Philip D. Beall	Pensacola, Escambia
1945	Walter W. Rose	Orlando, Orange
1947	Scott Dilworth Clarke	Monticello, Jefferson
1949-1950	Newman C. Brackin	Crestview, Okaloosa
1951	Wallace E. Sturgis	Ocala, Marion
1953	Charley E. Johns	Starke, Bradford
1955	W. Turner Davis	Madison, Madison
1957	William A. Shands	Gainesville, Alachua
1959	Dewey M. Johnson	Quincy, Gadsden
1961	W. Randolph Hodges	Cedar Key, Levy
1962-1963	F. Wilson Carraway	Tallahassee, Leon
1965	James E. Connor	Brooksville, Hernando
1967	Verle A. Pope	St. Augustine, St. Johns
(Annual sessions commence following revision of Florida Constitution)		
1969-1970	John E. Mathews, Jr.	Jacksonville, Duval
1971-1972	Jerry Thomas	Riviera Beach, Palm Beach
1973-1974	Mallory E. Horne	Tallahassee, Leon
1974	Louis A. de la Parte, Jr.	Tampa, Hillsborough
(President Pro Tempore serving as Acting President from July 1 to November 6, 1974)		
1975-1976	Dempsey J. Barron	Panama City, Bay
1977-1978	Lew Brantley	Jacksonville, Duval
1979-1980	Philip D. Lewis	West Palm Beach, Palm Beach
1981-1982	Wyon D. Childers	Pensacola, Escambia
1983-1984	N. Curtis Peterson, Jr.	Lakeland, Polk
1985-1986	Harry A. Johnston, II	Parts of Broward, Palm Beach
1987-1988	John W. Vogt	Cocoa Beach, Brevard
1989-1990	Robert B. Crawford	Winter Haven, Polk
1991-1992	Gwen Margolis	North Miami, Dade
1992-1993	Ander Crenshaw	Jacksonville, Duval
1993-1994	Pat Thomas	Quincy, Gadsden
1995-1996	James A. Scott	Ft. Lauderdale, Broward
1997-1998	Toni Jennings	Orlando, Orange
1999-2000	Toni Jennings	Orlando, Orange
2001-2002	John M. McKay	Bradenton, Manatee
2003-2004	James E. King, Jr.	Jacksonville, Duval
2005-2006	Tom Lee	Brandon, Hillsborough
2007-2008	Kenneth Pruitt	Port St. Lucie, St. Lucie
2009-2010	Jeffrey H. Atwater	Palm Beach Gardens, Palm Beach
2011-2012	Mike Haridopolos	Melbourne, Brevard
2013-2014	Don Gaetz	Niceville, Bay

Speakers of the House of Representatives

NOTE: Speakers are shown only for the regular sessions at which they presided unless they were elected for a special session. Beginning in 1966, the House of Representatives reorganized in November after the general election. Also, beginning in 1970, the Legislature resumed annual sessions after a hiatus of nearly a century.

<u>Session</u>	<u>Representative</u>	<u>City, County of Residence</u>
1845	Hugh Archer	Tallahassee, Leon
1845, Adj. Sess.	Isaac Ferguson, Jr.	Quincy, Gadsden
1846	Robert Brown	Columbia
1847	Joseph B. Lancaster	Jacksonville, Duval (Lancaster vacated Speakership December 23, 1847, to become Circuit Judge)
1847	John Chain	Milton, Santa Rosa
1848	Benjamin A. Putnam	St. Augustine, St. Johns
1850	Hugh Archer	Tallahassee, Leon
1852	Abraham K. Allison	Quincy, Gadsden
1854	W. F. Russell	Fort Pierce, St. Lucie
1855, Adj. Sess.	Philip Dell	Newnansville, Alachua
1856	Hamlin Valentine Snell	Manatee, Manatee
1858	John B. Galbraith	Tallahassee, Leon
1861	S. B. Love	Quincy, Gadsden
1862	Thomas Jefferson Eppes	Apalachicola, Franklin
1864	Philip Dell	Newnansville, Alachua
1865	Joseph John Williams	Tallahassee, Leon
1868	William W. Moore	Wellborn, Columbia
1869	Marcellus L. Stearns	Quincy, Gadsden
1870	Marcellus L. Stearns	Quincy, Gadsden
1871	Marcellus L. Stearns	Quincy, Gadsden
1872	Marcellus L. Stearns	Quincy, Gadsden
1873	Simon B. Conover	Tallahassee, Leon
1874	Malachi Martin	Chattahoochee, Gadsden
1875	Thomas Hannah	Vernon, Washington
1877	G. G. McWhorter	Milton, Santa Rosa
1879	Charles Dougherty	Port Orange, Volusia
1881	J. J. Harris	Tuscarilla, Orange
1883	Charles Dougherty	Port Orange, Volusia
1885	Robert W. Davis	Green Cove Springs, Clay
1887	Samuel Pasco	Monticello, Jefferson (Pasco vacated Speakership May 23, 1887, upon being elected U.S. Senator)

1887	George H. Browne	Oviedo, Orange
1889, Extra Sess.	John L. Gaskins	Starke, Bradford
1889	John L. Gaskins	Starke, Bradford
1891	John L. Gaskins	Starke, Bradford
1893	John B. Johnston	Dade City, Pasco
1895	William Sherman Jennings	Brooksville, Hernando
1897	Dannitte Hill Mays	Monticello, Jefferson
1899	Robert McNamee	Leesburg, Lake
1901	John W. Watson	Kissimmee, Osceola
1903	Cromwell Gibbons	Jacksonville, Duval
1905	Albert W. Gilchrist	Punta Gorda, DeSoto
1907	E. S. Matthews	Starke, Bradford
1909	Ion L. Farris	Jacksonville, Duval
1911	T. A. Jennings	Pensacola, Escambia
1913	Ion L. Farris	Jacksonville, Duval
1915	Cary A. Harde	Live Oak, Suwannee
1917	Cary A. Hardee	Live Oak, Suwannee
1918, Extra Sess.	George H. Wilder	Plant City, Hillsborough
1919	George H. Wilder	Plant City, Hillsborough
1921	Frank E. Jennings	Jacksonville, Duval
1923	L. D. Edge	Groveland, Lake
1925	A. Y. Milam	Jacksonville, Duval
1927	Fred H. Davis	Tallahassee, Leon
1929	Samuel W. Getzen	Bushnell, Sumter
1931	E. Clay Lewis, Jr.	Port St. Joe, Gulf
1933	Peter Tomasello, Jr.	Okeechobee, Okeechobee
1935	W. B. Bishop	Nash, Jefferson
1937	W. McL. Christie	Jacksonville, Duval
1939	G. Pierce Wood	Wilma, Liberty
1941	Dan McCarty	Ft. Pierce, St. Lucie
1943	Richard H. Simpson	Monticello, Jefferson
1945	Evans Crary	Stuart, Martin
1947	Thomas D. Beasley	DeFuniak Springs, Walton
1949	Perry E. Murray	Frostproof, Polk
1951	B. Elliott	Pahokee, Palm Beach
1953	C. Farris Bryant	Ocala, Marion
1955	Thomas E. (Ted) David	Hollywood, Broward
1957	Doyle E. Conner	Starke, Bradford
1959	Thomas D. Beasley	DeFuniak Springs, Walton
1961	William Chappell, Jr.	Ocala, Marion
1962-1963	Mallory E. Horne	Tallahassee, Leon
1965	E. C. Rowell	Wildwood, Sumter

1967	Ralph D. Turlington	Gainesville, Alachua
(Annual sessions commence following revision of Florida Constitution)		
1969-1970	Frederick H. Schultz	Jacksonville, Duval
1971-1972	Richard A. Pettigrew	Miami, Dade
1973-1974	T. Terrell Sessums	Tampa, Hillsborough
1975-1977	Donald L. Tucker	Tallahassee, Leon
NOTE: John L. Ryals of Brandon, Hillsborough County, was elected Speaker by the 1977 House in anticipation of the resignation of Speaker Tucker, who had been appointed by President Jimmy Carter as a member of the Civil Aeronautics Board (CAB). The resignation did not materialize as Tucker withdrew his name from consideration by the U.S. Senate.		
1978	Donald L. Tucker	Tallahassee, Leon
1979-1980	J. Hyatt Brown	Daytona Beach, Volusia
1981-1982	Ralph H. Haben, Jr.	Palmetto, Manatee
1983-1984	H. Lee Moffitt	Tampa, Hillsborough
1985-1986	James Harold Thompson	Quincy, Gadsden
1987-1988	Jon L. Mills	Gainesville, Alachua
1989-1990	Tom Gustafson	Fort Lauderdale, Broward
1991-1992	T. K. Wetherell	Daytona Beach, Volusia
1993-1994	Bolley L. Johnson	Milton, Santa Rosa
1995-1996	Peter Rudy Wallace	St. Petersburg, Pinellas
1997-1998	Daniel Webster	Orlando, Orange
1999-2000	John Thrasher	Orange Park, Duval
2001-2002	Tom Feeney	Oviedo, Seminole
2003-2004	Johnnie B. Byrd, Jr.	Plant City, Hillsborough
2005-2006	Allan B. Bense	Panama City, Bay
2007-2008	Marco Rubio	West Miami, Miami-Dade
2009	Ray Sansom	Destin, Okaloosa
2009-2010	Larry Cretul	Ocala, Marion
2011-2012	Dean Cannon	Winter Park, Orange
2013-2014	Will Weatherford	Wesley Chapel, Pasco



Legislative Agencies

Joint Administrative Procedures Committee

680 Pepper Building, 111 W. Madison, Tallahassee 32399-1400

Phone: (850) 488-9110 Fax: (850) 922-6934

www.japc.state.fl.us/

Coordinator: Kenneth J. Plante

Legal basis: Joint Rule Four of the Florida Legislature

Created: 1974

Membership: No fewer than five and no more than seven members from each house.

Chairman: President shall appoint the chairman in odd years and the Speaker in even years.

Powers and duties: To maintain continuous review of the statutory authority on which each administrative rule is based. To review proposed and existing administrative rules to determine whether the rules are within the statutory authority delegated by the Legislature, and to advise appropriate agencies of its findings and objections. To generally review agency action pursuant to the operation of the Administrative Procedure Act. To advise the appropriate executive agency whenever a rule's statutory authority is amended, repealed, or significantly affected by court decision. To advise the Legislature annually of needed legislation or action. Where rules are not modified, repealed or withdrawn to meet such objections, the committee may seek, after consulting with the affected agency and the Governor, judicial review of the rules' validity.

Joint Legislative Auditing Committee

876 Pepper Building, 111 West Madison Street, Tallahassee 32399-1400

Phone: (850) 487-4110 Fax: (850) 922-5667

www.leg.state.fl.us/ (Joint Legislative Committees)

Coordinator: Kathryn H. DuBose

Legal Basis: Joint Rule Four of the Florida Legislature

Created: 1967

Membership: No fewer than five and no more than seven members from each house.

Chairman: President shall appoint the chairman in even years and the Speaker in odd years.

Powers and Duties: The responsibilities of the Joint Legislative Auditing Committee (Committee) are broad and affect many areas of government in Florida. The Committee is authorized to investigate any matter within the scope of an Auditor General audit or an Office of Program Policy Analysis and Governmental Accountability (OPPAGA) evaluation and is granted subpoena power in connection with such investigations. The Committee appoints the Auditor General and may direct the Auditor General and OPPAGA to conduct audits. The Committee may enforce penalties against local governmental and educational entities that fail to comply with financial reporting requirements or fail to correct audit findings. Also, the Committee assists in monitoring local governments that are in a state of financial emergency as defined in s. 218.503, F.S.

Joint Legislative Budget Commission

House Location: 221 The Capitol, 402 South Monroe Street, Tallahassee 32399-1300

Phone: (850) 717-4810 Fax: (850) 488-9633

Staff Director: JoAnne Leznoff

Senate Location: 201 The Capitol, 404 South Monroe Street, Tallahassee 32399-1100

Phone: (850) 487-5140 Fax: (850) 487-5161

Staff Director: Cindy Kynoch

www.leg.state.fl.us/ (Joint Legislative Committees)

Legal Basis: Art. III, s. 19(j), Florida Constitution; s. 11.90, *Florida Statutes* and Joint Rule 6

Membership: The Commission is comprised of 14 legislative members—seven House members appointed by the Speaker and seven senators appointed by the President.

Chair: From November of each odd-numbered year through October of each even-numbered year, the Senate President appoints the chair of the Commission and the Speaker of the House appoints the vice chair. From November of each even-numbered year through October of each odd-numbered year, the Speaker of the House appoints the chair of the Commission and the Senate President appoints the vice chair.

Powers and Duties: The Constitution authorizes the Commission to oversee certain aspects of the implementation of the approved budget for the State of Florida. The Commission is empowered in Chapter 216, *Florida Statutes*, to ratify certain adjustments to the budget as recommended by the Governor or the Chief Justice of the Supreme Court without the concurrence of the full Legislature. The Commission is also charged with developing the long-range financial outlook described in Article III, Section 19 of the Constitution, with reviewing certain proposed information technology-related budget amendments and with performing other duties as prescribed by general law or joint rule.

Auditor General

G74 Claude Pepper Building, 111 West Madison Street, Tallahassee 32399-1450

Phone: (850) 412-2722 Fax (850) 488-6975

www.myflorida.com/audgen

Auditor General: David W. Martin, CPA

Legal basis: Article III, Section 2, Florida Constitution, and sections 11.40, 11.42, 11.45, and 11.47, *Florida Statutes*

Created: 1969

Method of selection: Auditor General appointed to office by a majority vote of the members of the Legislative Auditing Committee, subject to confirmation by both houses of the Legislature.

Qualifications: Certified under Florida public accountancy law for a period of at least 10 years, with not less than 10 years' experience in an accounting or auditing related field.

Term of appointment: Until terminated by a majority vote of both houses of the Legislature.

Duties: To conduct financial and operational audits of State government, all State universities, all State colleges, and specified district school boards. To conduct operational audits of the Florida Clerks of Court Operations Corporation, Citizens Property Insurance Corporation, water management districts, and the Florida School for the Deaf and the Blind. To conduct performance audits of the local government financial reporting system and the Florida Department of Revenue's administration of ad valorem tax laws. To review a sample of internal audit reports at each State agency. To conduct audits of local government and other entities when determined necessary or when otherwise directed or required. To conduct audits of State land acquisitions and divestitures. To examine district school board reports of the numbers of full-time equivalent students. To adopt rules relating to the audit of local governments, district school boards, State single audits, certain nonprofit organizations, charter schools, and clerks of court. To review other auditor's reports on audits of local governments, district school boards, charter schools, and charter technical centers and prepare reports summarizing significant findings and financial trends.

Commission on Ethics

325 John Knox Road, Building E, Suite 200, Tallahassee 32303

Mailing Address: P.O. Drawer 15709, Tallahassee 32717-5709

Phone: (850) 488-7864 Fax (850) 488-3077

www.ethics.state.fl.us

Executive Director: Virlindia Doss

Legal basis: Article II, Section 8(f) of the Florida Constitution and ch. 112.320, *Florida Statutes*

Created: 1974

Method of selection: Nine members; five appointed by the Governor, one of whom must be a former city or county official and no more than three of whom may be of the same political party; two appointed by the President of the Senate, no more than one of whom shall be from the same political party; two appointed by the Speaker of the House, no more than one of whom shall be from the same political party. No member may be a public officer or employee.

Term: Two years

Compensation: None; reimbursement of travel expense at state rate.

Purpose: To serve as the guardian of the standards of conduct for public officers and employees at the state and local level by issuing advisory opinions and by making public reports on complaints.

Constitution Revision Commission

The third Constitution Revision Commission will convene in 2017.

Legal basis: Article XI, Section 2, Florida Constitution

Created: Commission required to be established the 10th year after adoption of the Constitution in 1968 and each 20th year thereafter.

Method of selection: The Governor appoints 15 members, the Senate President and House Speaker appoint nine each, the Chief Justice of the Florida Supreme Court appoints three, and the Attorney General also serves.

Chairman: The Governor designates one of the members as chairman.

Purpose: “Each constitution revision commission shall convene at the call of its chair, adopt its rules of procedure, examine the constitution of the state, hold public hearings, and, not later than one hundred eighty days prior to the next general election, file with the custodian of state records its proposal, if any, of a revision of this constitution or any part of it.”

Historic Capitol Museum

400 South Monroe Street, Room B-06, Tallahassee 32399-1100

Phone: (850) 487-1902 Fax (850) 410-2233

www.flhistoriccapitol.gov/

Staff Director and Curator: Michelle Gammon Purvis

Museum Hours

Monday-Friday 9:00 a.m. – 4:30 p.m.

Saturdays 10:00 a.m. – 4:30 p.m.

Sundays & Holidays Noon – 4:30 p.m.

Legal basis: Chapter 272, *Florida Statutes*

The Florida Historic Capitol Museum has been under the direction of the Florida Legislature since 2006 and is housed in the Historic Capitol building, which has been restored to its 1902 appearance. The Museum’s mission is to serve to illuminate the past, present, and future connection between the people of Florida and their political institutions through programs of civic education, historic interpretation, and preservation, including the Florida Legislative Research Center. The Research Center has a substantial collection of oral histories and an archive of important papers, photographs, and related materials connected with Florida’s legislative history. The Museum is free and open to the public.

Office of Legislative Services

874 Claude Pepper Building, 111 West Madison Street, Tallahassee 32399-1400

Phone: (850) 487-8234 Fax (850) 414-1909

Coordinator: Karen Chandler

Staff Directors:

Allison Deison, General Counsel

Linda Jessen, Division of Law Revision and Information

Barbara Gleasman, Human Resources Office

Gene Lawhon, General Services Office

Lisa Swindle, Finance & Accounting Office

(vacant), Budget Office

Jeannie Evans (Program Administrator), Purchasing Analysis Office

Legal basis: Joint Rule 3 and s. 11.147, *Florida Statutes*

The Office of Legislative Services is a joint unit of the Legislature authorized by section 11.147, F.S., and established under the joint rules of the Legislature to provide support services to the Florida Senate, Florida House of Representatives, and other legislative units. The office is directed by a coordinator selected each legislative biennium by the President of the Senate and Speaker of the House of Representatives. The services provided include payroll, purchasing, fiscal, personnel, medical clinic, property management and mail services, statutory revision, and maintaining a legislative lobbyist registration and compensation reporting system.

Office of Program Policy Analysis and Government Accountability

312 Claude Pepper Building, 111 West Madison Street, Tallahassee 32399-1475

Phone: (850) 488-0021 Fax: (850) 487-3804

www.oppaga.state.fl.us

Coordinator: R. Philip Twogood

Legal basis: Joint Rule Three of the Florida Legislature

Created: 1994

Duties: To perform independent examinations, program reviews, and other projects as provided by general law, as directed by the Legislative Auditing Committee, or by the President of the Senate or by the Speaker of the House of Representatives.

Office of the Public Counsel

812 Claude Pepper Building, 111 West Madison Street, Tallahassee 32399-1400

Phone: (850) 488-9330 Fax: (850) 487-6419

Lifeline Assistance Complaint Hotline: (800) 540-7039

www.floridaopc.gov

Public Counsel: J.R. Kelly

Legal basis: Sections 350.061-0614, F.S.

Created: 1974

Method of selection: Appointed by majority vote of the Joint Committee on Public Counsel Oversight. Attorney admitted to practice before Florida Supreme Court.

Tenure: Serves at pleasure of Joint Public Counsel Oversight Committee.

Duties and powers: The Public Counsel has the statutory duty to provide legal representation for the people of the state of Florida in proceedings before the Florida Public Service Commission involving electric utilities, gas utilities, water utilities, and wastewater utilities, and in proceedings before counties that elect jurisdiction over water and wastewater utilities pursuant to section 367.171(8), F.S.

Public Service Commission

2540 Shumard Oak Boulevard, Tallahassee 32399-0850

Phone: (850) 413-6100 Fax: (800) 511-0809

Complaint Hotline: (800) 342-3552

www.floridaPSC.com

Commissioners	Telephone	Term Ends
Chairman: Art Graham	(850) 413-6036	Jan. 2014
Lisa Polak Edgar	(850) 413-6044	Jan. 2016
Eduardo E. Balbis	(850) 413-6038	Jan. 1, 2015
Julie Imanuel Brown	(850) 413-6042	Jan. 1, 2015
Ronald A. Brisé	(850) 413-6040	Jan. 2018

Chairman: Rotates every two years by majority vote of commission for term beginning on first Tuesday after first Monday in odd-numbered years. No member may serve two consecutive terms as chairman.

Legal basis: Section 350.001, F.S., (as restated in Chapter 78-426, Laws of Florida) declares the Public Service Commission “has been and shall continue to be an arm of the legislative branch.” However, the Legislature delegates to the Governor a limited authority so he may participate in the selection of members of the commission only from the Florida Public Service Nominating Council as provided in s. 350.031. Chapters 350, 351, 364, 365, 366, 367, 368, F.S.

Created: 1887

Membership: Five commissioners appointed pursuant to s. 350.031., F.S.

Compensation: \$132,690 a year

Qualifications: Commissioners must be competent and knowledgeable in one or more fields, which include, but are not limited to public affairs, law, economics, accounting, engineering, finance, natural resource conservation, energy, or another field substantially related to the duties and functions of the commission.

Term: Four years

Method of removal: By the Governor for cause by and with the consent of the Senate.

Method of financing: Entirely from fees and assessments from the utilities regulated by the Commission placed in a Regulatory Trust Fund.

Duties: To regulate the rates and services of telecommunications companies, privately-owned electric, gas, water, and wastewater utilities.

Purposes: This regulatory agency was established by the Florida Legislature in 1897. At one time the Chief Justice of the Supreme Court of Florida, George G. McWhorter, resigned his position as Chief Justice to become Chairman of the Florida Railroad Commission. For the first 60 years of its existence, this agency was known as the Florida Railroad Commission; however, in 1947 its name was changed by the Legislature to The Florida Railroad and Public Utilities Commission; in 1963 to Florida Public Utilities Commission, and in 1965 to Florida Public Service Commission. This new name more accurately reflects its purpose and jurisdiction. Originally it had supervision over railroads only, but successive Legislatures have added to its powers and duties. Until 1978, members of the commission were elected on the statewide ballot. The 1978 Legislature changed the basis for selection.

Powers: The Commission has the power to summon and require the attendance of witnesses, to require the production of books and records and to levy fines up to \$5,000 a day for continuous offenses. In fixing rates to be charged by various utilities, it acts as an agent of the Legislature. Its functions, therefore, are legislative, executive and judicial, combining in one single agency the three primary functions of government.

Public Service Commission Nominating Council

874 Pepper Building, 111 West Madison Street, Tallahassee 32399-1400

(850) 717-0301

www.leg.state.fl.us/pscnc

Contact: Mavis Knight

Legal basis: Section 350.031, F.S.

Created: 1978

Membership: Twelve

Method of selection: Six members, including three members of the House of Representatives, one of whom shall be a member of the minority party, shall be appointed by the Speaker of the House; six members, including three members of the Senate, one of whom shall be a member of the minority party, shall be appointed by the President of the Senate. At least one member must be 60 years of age or older.

Term: Four years except those members of the House and Senate shall serve two-year terms concurrent with two-year elected terms of House members.

Qualifications: No member or spouse shall be the holder of the stocks or bonds of any company, other than through ownership of shares in a mutual fund, regulated by the commission, or any affiliated company of any company regulated by the commission, or be an agent or employee of, or have any interest in, any company regulated by the commission or any affiliated company of any company regulated by the commission, or in any firm which represents in any capacity either companies which are regulated by the commission or affiliates of companies regulated by the commission. A member may be removed by the Speaker and President upon a finding that the council member has violated these prohibitions or for any other good cause.

Compensation: None

Duty: Council shall recommend to the Governor no fewer than three persons for each vacancy on the Public Service Commission. If Governor neglects to act, the council, by majority vote, shall appoint. This occurred in 2008.



Florida's Budget Process

Consensus Estimating Conference Process

Office of Economic and Demographic Research*

Economic, demographic, resource-demand, and revenue forecasts are essential for a variety of governmental planning and budgeting functions. Most importantly, revenue and resource-demand estimates are needed to ensure that Florida meets its constitutional balanced budget requirement. In this regard, the various forecasts are primarily used in the development of the constitutionally required Long-Range Financial Outlook, the Governor's budget recommendations and the General Appropriations Act. Economic and demographic forecasts are also used to support the other estimates of revenues and demands for state services.

Florida's revenue forecasting system is founded on a base forecast which typically assumes a "current law, current administration" structure in which no changes are allowed to the legal setting and practices known at the time of the forecast. This multi-stage process begins with the adoption of a national economic forecast based in part on information from a private forecasting firm, and the subsequent development of a Florida-specific economic forecast linked to major elements from the national forecast. Key state economic variables are then used to model the likely paths of individual revenue sources. They are further adjusted by recent revenue collection trends and calibrated to current receipts.¹ This process de-

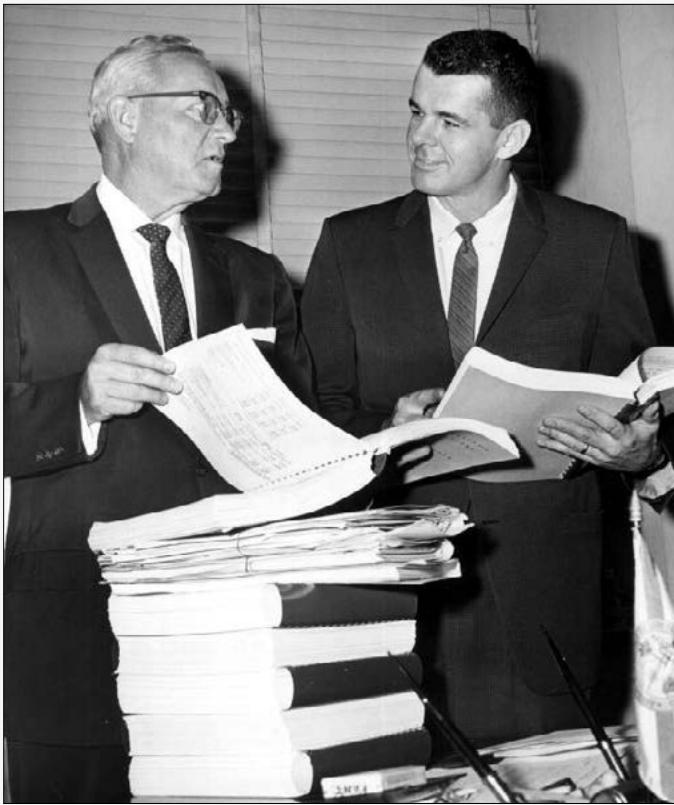


Photo by Mark T. Foley

Governor Reubin Askew and Lieutenant Governor Jim Williams announce their new "no new taxes" budget, Tallahassee, 1978.

termines the baseline forecasts, and proposed law changes are modeled as deviations from the projected base. In the next round of forecasts, the process begins again, and the baseline is updated to account for any new or changed information, such as data revisions and law changes. All revenue estimates are made on a "cash" basis where revenues are assigned to the fiscal year in which they are likely to be re-

*The Office of Economic and Demographic Research (EDR) is a research arm of the Legislature principally concerned with forecasting economic and social trends that affect policy making, revenues, and appropriations. Coordinator: Amy Baker. Visit EDR's website at <http://edr.state.fl.us>.



Florida State Archives

State Budget Director Harry G. Smith (left) thumbs through the 776-page 1963 2-year budget, which totaled a little over one-billion dollars.

ceived. The resource-demand conferences follow a similar process, and most rely heavily on the shape of the Florida-specific economic forecast.

Rather than constitutional or statutory guidance, the classification of recurring and non-recurring revenues is based on institutional forecasting conventions developed over time by the principals of the Revenue Estimating Conference. Typically, the forecasted revenue level for each baseline year is deemed to be the “recurring” amount of funds for that year, regardless of the projected levels in subsequent years. Narrow exceptions are made for one-time events such as hurricanes and the receipt of special federal funds, as well as time-limited statutory provisions. Recent estimates have included at least five complete fiscal years in the forecast adopted at the conference. Moreover, the annual Long-Term Revenue Analysis (Book 2) adopted each Fall contains 10-year forecasts for revenues.

Consensus estimating informally began in 1970 and was limited to forecasts of the General Revenue Fund. The law establishing the conference process in statute did not pass until 1985 (Chapter 85-26, Laws

of Florida). The use of consensus forecasting to support the planning and budgeting process has expanded in the years since, and there are now 10 estimating conferences formally identified in statute:

1. Economic Estimating Conference
 - Florida Economic
 - National Economic
2. Florida Demographic Estimating Conference
3. Revenue Estimating Conference
 - Ad Valorem
 - Article V Fees & Transfers
 - Documentary Stamp Tax
 - General Revenue
 - Gross Receipts/Communications Services Tax
 - Highway Safety Fees
 - Indian Gaming
 - Long Term Revenue Analysis
 - Lottery
 - Public Education Capital Outlay (PECO)
 - Slot Machines
 - Tobacco Settlement
 - Tobacco Tax and Surcharge
 - Transportation Revenue
 - Unclaimed Property/State School Trust Fund
4. Education Estimating Conference
 - Public Schools Enrollment
 - Public Schools Capital Outlay Full-Time Equivalent Enrollment
 - Florida College System Enrollment
 - Post Secondary Financial Aid
5. Criminal Justice Estimating Conference
6. Social Services Estimating Conference
 - TANF/WAGES
 - Medicaid Caseloads
 - Medicaid Expenditures
 - Kidcare
7. Workforce Estimating Conference
8. Early Learning Programs Estimating Conference
 - School Readiness Program
 - Voluntary Prekindergarten Education Program
9. Self-Insurance Estimating Conference
 - Risk Management Trust Fund
 - State Employees Health Insurance
10. Florida Retirement System Actuarial Assumptions Estimating Conference
 - Florida Retirement System
 - Retiree Health Insurance Subsidy Benefit

While references to specific conferences exist in several places within the *Florida Statutes*, general statutory authority for the consensus process is provided in s. 216.133 through s. 216.138, F.S., which specifies the duties of each conference and designates the conference principals and participants. Conference principals can call conferences and are generally responsible for developing and choosing the forecasts. Participants may be requested to provide alternative forecasts and to generate supporting information. All conferences are open, public meetings.

The four principals for each conference are designated professional staff. The staff members represent the Governor's Office, Senate, House of Representatives, and Legislative Office of Economic and Demographic Research. Historically, the revenue representatives of the House and Senate have been the staff directors of the tax committees, and the policy coordinator overseeing tax issues has represented the Governor's Office. In the other conferences, the principals represent the same offices, but they are specifically chosen for their subject-matter expertise in the area represented by the conference. An exception is made for the Coordinator of the Legislative Office of Economic and Demographic Research who—by law—sits as a principal on all conferences.

Consensus forecasting requires the conference principals to agree on the forecasts before they are finalized. The procedure is truly by consensus with each principal having a veto. Section 216.133(3), F.S., defines “consensus” as “the unanimous consent of all of the principals.” Each state agency and the judicial branch must use the official results of the conference in carrying out their duties under the state planning and budgeting process; however, the Legislature is not bound to use the official consensus forecasts. Nevertheless, since 1970, the Florida Legislature has consistently used the results of these conferences in its official duties.

Over the course of each year, the principals meet in a series of regularly scheduled Consensus Estimating Conferences to provide the forecasts needed to support the planning and budgeting process. Recently, these conferences have occurred in three “seasons” (Summer, Fall, and Spring). In addition, impact conferences are held when estimates are needed to determine the impact of changes or

proposed changes to current law or current administration. Current law does not specify the methods, techniques, or approaches for developing estimates or forecasts; however, the impact conferences typically use static analyses with modest adjustments for likely behavioral changes when conditions warrant their inclusion.

A special case of the estimating conference process has been developed for evaluating the fiscal impact of petition initiatives. In 2004, a constitutional amendment passed that requires initiative petitions be filed with the Secretary of State by February 1st of each general election year in order to be eligible for ballot consideration. Section 15.21, *Florida Statutes*, requires the Secretary of State to “immediately submit an initiative petition to the Attorney General and to the Financial Impact Estimating Conference” once the certified forms “equal ... 10 percent of the number of electors statewide and in at least one-fourth of the congressional districts required by s. 3, Art. XI of the State Constitution.” At the point an initiative petition is received, the Financial Impact Estimating Conference (FIEC) has 45 days to complete an analysis and financial impact statement to be placed on the ballot (s.100.371, F.S.). The statement must include the estimated increase or decrease in any revenues or costs to state or local governments resulting from the proposed initiative. The Financial Impact Estimating Conference consists of four principals: one person from the Executive Office of the Governor; the coordinator of the Office of Economic and Demographic Research, or his or her designee; one person from the professional staff of the Senate; and one person from the professional staff of the House of Representatives. Each principal must have appropriate fiscal expertise in the subject matter of the initiative. A separate Financial Impact Estimating Conference is appointed for each initiative.

Another special case of the estimating conference process has been developed for evaluating legislative proposals—whether statutory or budgetary—based on tools and models not generally employed by the consensus estimating conferences, including cost-benefit, return-on-investment, or dynamic scoring techniques, when suitable and appropriate for the legislative proposals being evaluated. In 2010, House Bill 1178 was passed and signed into law (Chapter 2010-101) establishing section 216.138, F.S., autho-

rizing the President of the Senate and the Speaker of the House of Representatives to request special impact estimating conferences employing such tools and models. The Special Impact Estimating Conference consists of four principals: one person from the Executive Office of the Governor; the coordinator of the Office of Economic and Demographic Research,

or his or her designee; one person from the professional staff of the Senate; and one person from the professional staff of the House of Representatives. Each principal must have appropriate fiscal expertise in the subject matter of the legislative proposal. A separate Special Impact Estimating Conference may be appointed for each proposal.

¹Designated principals also use independent (but informed) judgment to alter the forecast.

Florida's Budget Process*

Article III, Section 19, and Article VII, Section 1 of the Florida Constitution vests in the Legislature the responsibility for determining the fiscal policies of state government. Annually, the Legislature passes the General Appropriations Act (GAA) usually during its regular legislative session. The GAA, or the *Budget*, contains appropriations for one fiscal year beginning July 1 and ending June 30. In addition to adopting the GAA, the Legislature may also pass other legislation containing appropriations or laws affecting the state's budget either in the regular session or in a separate special session.

The Governor, as the Chief Budget Officer, is charged with implementing the state's *operating budget*, which incorporates all legislative budget actions affecting spending for the fiscal year. The majority of the operating budget is typically based on appropriations contained in the GAA. Adjustments may be made to the operating budget pursuant to Article III, Section 19 of the Florida Constitution which creates the Legislative Budget Commission, and also authorizes the Legislature to provide for limited budget adjustments, or *interim budget amendments*, as provided by general law. Generally, the Legislative Budget Commission approves trust fund adjustments of over \$1 million and many adjustments involving the General Revenue Fund. Adjustments not required to go before the LBC are submitted by the Governor to the House and Senate for joint review or review and approval as specified in Chapter 216 of the *Florida Statutes*.

In early summer, as the Governor begins the process of implementing the operating budget for the



Photo by Mark T. Foley

Senate budget Chair J.D. Alexander, R-Lake Wales, and House budget Chair Denise Grimsley, R-Sebring, compare final notes on the compromised Florida budget, 2012.

current fiscal year, the development process begins for the subsequent year's budget. No later than July 15, agencies receive budget instructions for building the next fiscal year's budget requests. These instructions are jointly developed by the Governor's and Legislature's staff, pursuant to law. Agencies must submit their budget requests by October 15. By law, agencies must request funding based on an independent judgment of its needs. Agency requests are not limited by available revenues. Agencies may amend their budget requests as needed, after the Governor's recommended budget is submitted to the Legislature.

*Written November 2013 by House Appropriations Committee Staff



Photo by Bill Cotterell

Governor Rick Scott signing the \$69 billion state budget for fiscal year 2011-2012 at The Villages in Sumter County, 2011.

After agencies submit their budget requests, the Governor begins to develop recommendations for all agency budgets. The Governor's budget recommendation is submitted to the Legislature in an appropriations bill format at least 30 days prior to the regular session. The Governor's recommended budget must be balanced to his or her estimate of available revenues and any adjustments in revenue that the Governor is recommending.

Based on analysis and review of both agency budget requests and the Governor's recommended budget, the House and Senate each prepares its own proposed appropriations bill. The proposed appropriations bills of each chamber reflect the priorities of its respective members and must be based on a consensus estimate of available revenues. Because the two bills will typically differ, the Speaker and the President appoint conference committees to resolve the spending differences. Once the conference committees reach a compromise, each chamber votes on the resulting conference committee report. Neither chamber can amend a conference committee report; it must be either accepted or rejected. The conference committee report must be furnished to each member of the Legislature, each member of the cabinet, the Governor and the Chief Justice of the Supreme Court at least 72 hours before it is voted on.

After the legislative session, the Speaker and the President present the General Appropriations Act

to the Governor. Article III, Section 8 of the Florida Constitution grants the Governor line-item veto power of the General Appropriations Act. In effect, the Governor can eliminate any specific appropriation that the Legislature has chosen to fund. The Legislature can overturn the Governor's veto by a two-thirds vote.

Unlike the federal government's ability to spend in excess of available funding, Florida's Constitution requires a balanced budget (Art. VIII, Section 1, Florida Constitution). It is not unusual for revenue collections, either for the General Revenue Fund or trust funds, to vary from the estimate on which the Legislature based its budget. If a deficit occurs, the Governor must develop for the executive branch, and the Chief Justice of the Supreme Court must develop for the judicial branch, plans of action to eliminate the deficit and then provide these plans to the Legislature. If the Revenue Estimating Conference projects a deficit in the General Revenue Fund in excess of 1.5 percent of the moneys appropriated from the General Revenue Fund during a fiscal year, the deficit must be resolved by the Legislature. Deficits in the General Revenue Fund that are less than 1.5 percent are resolved by the Governor for the executive branch and the Chief Justice of the Supreme Court for the judicial branch. Also, the Budget Stabilization Fund (BSF) (see Article III, Section 19, Florida Constitution) was created, upon approval of a 1992 constitutional amendment, for the purpose of addressing emergencies such as shortfalls in the General Revenue Fund.

In Fiscal Year 2013-2014, approximately 35.6 percent (or \$26.4 billion) of the state's \$74.2 billion budget was funded with federal funds. Federal grants revenues fund significant portions of a number of state programs such as the Transportation Work Program, the Temporary Assistance to Needy Families (TANF) program, and the Medicaid program. Programs funded with federal funds are directly dependent on the amount of funding authorized at the federal level and are also typically restricted by any federal requirements governing the use of those funds. The overall spending level (federal funds combined with state funds) can depend on the amount of state matching funds appropriated. Other cases, such as entitlement programs—Medicaid for example—depend on the number of eligible persons.

The state must come up with its required matching funds to provide Medicaid services. In summary, federal government actions strongly influence a significant portion of the state budget.

A second significant component of the state budget is appropriation from state trust funds. In Fiscal Year 2013-2014, \$21.1 billion or 28.5 percent of funding was appropriated for various state agency programs from 160 state trust funds. Trust funds are typically established for special purposes from specified revenue sources that may be fees or revenues associated with the program activities being funded. The uses of these funds are limited by statutory provisions authorizing specific uses for expenditure from the fund.

Appropriations funded from the General Revenue Fund are the third and final major component of the state budget. General Revenue funds are general purpose funds which may be spent for a variety of state programs, unlike specific trust funds which have specific lawful uses as mentioned above. The fiscal year 2013-2014 budget contained \$26.7 billion in General Revenue Fund appropriations and comprised 36 percent of the total budget. Over 80 percent of the revenues going into the General Revenue Fund are from the state Sales Tax and the Corporate Income Tax.



Florida State Comptrollers Office, Sales Tax Filing Department, Tallahassee, 1961. Sales tax revenues go into the General Revenue Fund, which may be spent for a variety of state programs.

Photo by Garrett and Associates



Reapportionment in Florida

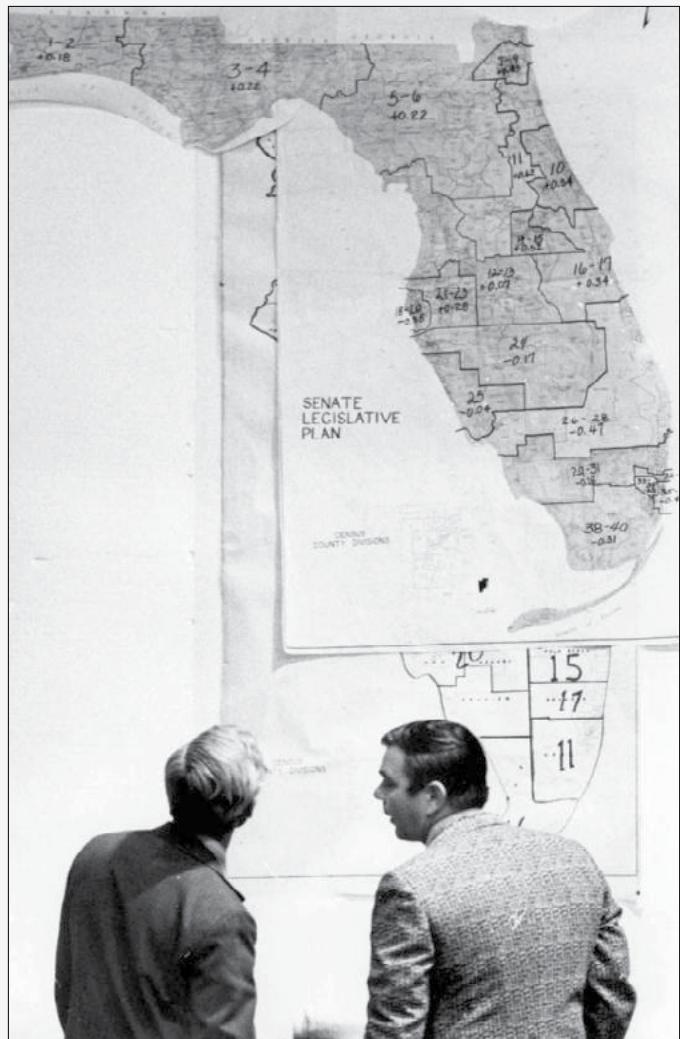
Neil Skene*

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Florida's reapportionment every ten years might be thought of as professional wrestling for the C-SPAN set: Lots of arm-twisting, loud rhetoric and low comedy. And yet this raucous, fierce, partisan process has reshaped Florida politics like almost nothing else since the federal courts in the 1960s insisted that Florida and the rest of the states give its citizens equal representation in the state legislature and the U.S. House of Representatives.¹

The stark rural domination of Florida politics 50 years ago is illustrated by comparing little Jefferson County (Monticello) east of Tallahassee, which with 10,000 citizens had its own senator and representative in the 1950s, and Dade County, which with 50 times as many people had one senator and three representatives. Because each county was promised at least one House member, a majority of both houses was elected by less than a fifth of the state population. Their constituents paid just 15 percent of the state's taxes and received 30 percent of state spending. Most starkly, racetrack taxes were divided equally among all counties. A majority of the 1961 senators were elected by 12.3 percent of the voters. Until the 1960s, the last major reapportionment had been in 1924, when the five most populous counties were given three representatives and the next 18, two representatives.²

The U.S. Supreme Court and lower federal courts brought that lopsided rural domination of



Florida State Archives

Legislators discuss a Senate reapportionment map, circa 1972.

*Neil Skene was Tallahassee bureau chief of the St. Petersburg Times 1980-84 and wrote the Tallahassee column for Florida Trend 1981-84 and 2005-08. He was editor and president of Congressional Quarterly Inc. in Washington 1987-97. A private investor and management advisor, Skene is co-owner and vice chairman of MedAffinity, a health technology company, and is the author of a forthcoming third volume of a history of the Florida Supreme Court.

Florida politics to an end in the 1960s.³ New elections in redrawn legislative districts in 1966 and 1967 brought a wave of urban, Democratic, left-of-center legislators to Tallahassee. Among those winning State Senate seats were two future governors and U.S. senators, Bob Graham and Lawton Chiles.

For 25 years after a court-ordered special election in 1967, the renovated Democratic majority rode a powerful economy, driven by one of the fastest rates of population growth in the country. Ninth in population in 1970, Florida rose to seventh in the nation in 1980 and fourth by 1990.

The new legislators of the 1960s rewrote the Florida Constitution for the first time in 83 years, reorganized state government, imposed a corporate income tax, raised the sales tax, passed legislation to protect the environment and to regulate growth, expanded social services, provided more state support for local schools and distributed it more fairly, dramatically expanded higher education, and passed no-fault insurance and no-fault divorce.

The legislators also provided themselves year-round staffs, which helped make the Florida Legislature one of the most respected legislatures in the country, and raised their own salaries from \$1,200 to \$12,000, supposedly to make legislative service more inviting to a broader array of people. Graham, elected governor in 1978, supported tax increases almost every year he was in office and still ended his governorship as one of the most popular Florida politicians of the last 30 years.

In 1986, however, the tide began coming in for Florida Republicans, and once again reapportionment gave it extra force. As early as the 1967 elections, Republicans held 20 Senate seats out of 48 and 39 of the 119 House seats, as suburban Republicans shared the benefits of the reallocation of seats from rural areas. But even in 1984, Republicans' minority status still gave them the worst seats in the House.

Ronald Reagan's eight-year presidency starting in 1981 reinvigorated the Republican Party nationwide and in Florida. A sharp division in the Democratic primary for governor in 1986 handed Florida's governorship to a Republican, former Tampa Mayor Bob Martinez, a one-time Democrat who was now clearly Republican in outlook. In 1990, Republicans pulled even with Democrats in the Florida Senate. In 1994, iconic Democratic governor Lawton Chiles

barely won re-election against Jeb Bush, who would come back to win the governorship in 1998. A decade later, after the 2010 election, Republicans held two-thirds of the seats in both houses as well as the governorship.

In the U.S. Congress, the state's representation shifted from 11 Democrats (73 percent) and 4 Republicans after the 1972 reapportionment to 19 Republicans (76 percent) and 6 Democrats after the 2010 election.

Between the censuses of 2000 and 2010, Florida's population grew from 15,982,378 to 18,801,310, or 17.5 percent.⁴ Since the 435 seats in the U.S. House are apportioned by population, Florida's exceptional growth gave it two new seats in Congress, for a total of 27. The number of people in each congressional district is larger—696,345 as of the census rather than 639,295.

It's not just population growth that affects the new boundaries, though; it's also the makeup of that population. Florida's Hispanic population grew 57.4 percent in the last decade—three times the growth rate for the population as a whole. Black population growth also exceeded the average; it was up 28.4 percent.⁵

A new consideration in the 2012 reapportionment cycle was the "Fair Districts" amendments to the Florida Constitution, approved by about 63 percent of Florida voters in 2010.⁶ Amendment 5 applied to state legislative reapportionment; Amendment 6 had identical language except that it applied to reapportionment for Florida's seats in the U.S. Congress. The amendments were intended to curtail "gerrymandering," meaning a contortion of legislative district boundaries to serve partisan or selfish purposes.

The term "gerrymandering" was first used for the 1812 districting plan for the Massachusetts state senate that protected the incumbent Democratic-Republican party of Gov. Elbridge Gerry, a signer of the Declaration of Independence and future Vice President. One particularly odd-shaped district was said to look like a salamander. Critics call it a "gerrymander." The gerrymander kept Gerry's party in power in the senate, even though the Federalist defeated both Gerry and his party in the House in the next election.

Both amendments, in section (a), included language similar to Section 2 and Section 5 of the federal Voting Rights Act of 1965, which was designed

to avoid voting discrimination against racial or language minorities or diminish their ability to elect “representatives of their choice.” Section 5 of the federal law applied to only five Florida counties and subjected any change in voting rules to review by the federal government; in 2013 that section of the law was rendered ineffective when its coverage formula was invalidated by the U.S. Supreme Court in *Shelby County, Alabama v. Holder*,⁷ but by then the new Florida amendments had applied the same standards to the entire state. The notable difference, of course, is that the state constitutional amendments do not have federal enforcement, but instead are part of the review by Florida state courts. The Florida amendments also added additional standards intended to reduce gerrymandering.

Advocates of Florida’s Fair District amendments said legislators had “hijacked” the reapportionment process for their own benefit. The common saying was that instead of voters choosing their legislators, the legislators were choosing their voters. The amendments—identical except that one applies to congressional districts, the other to state legislative districts—have the following key language:

(a) No apportionment plan or district shall be drawn with the intent to favor or disfavor a political party or an incumbent; and districts shall not be drawn with the intent or result of denying or abridging the equal opportunity of racial or language minorities to participate in the political process or to diminish their ability to elect representatives of their choice; and districts shall consist of contiguous territory.

(b) Unless compliance with the standards in this subsection conflicts with the standards in subsection (a) or with federal law, districts shall be as nearly equal in population as is practicable; districts shall be compact; and districts shall, where feasible, utilize existing political and geographical boundaries.

Legislative secrecy in drawing the boundary lines has been an issue in every reapportionment. The 1982 reapportionment happened before the arrival of personal computers. There was basically one closely monitored computer terminal for each reapportionment committee. In 2002, by contrast, the data and software for reapportionment were made available to the public. For 2012, a Legislative website allowed citizens to create their own reapportionment plans and submit them for consideration. The House’s “My District Builder” even had a Facebook page, a Twitter account, and a YouTube channel.

As in previous reapportionment years, the Legislature met earlier than usual, on January 10, 2012, to provide more time for reapportionment before the candidate-qualifying period June 18-22. The legislative committees held public hearings around the state in the latter half of 2011. The congressional plan moved fairly quickly, with final approval on February 9.⁸ The process is so politically important that the reapportionment chairmanships are prized assignments. As sometimes happens, the 2012 reapportionment committee in each chamber was chaired by the next presiding officer: Sen. Don Gaetz of Niceville and Rep. Will Weatherford of Wesley Chapel.

Both houses must approve the entire legislative



Photo by Meredith Geddings

House staff give a presentation on redistricting to the media in Tallahassee, January 2011. A Legislative website allowed citizens to create their own reapportionment plans and submit them to the Legislature for consideration.

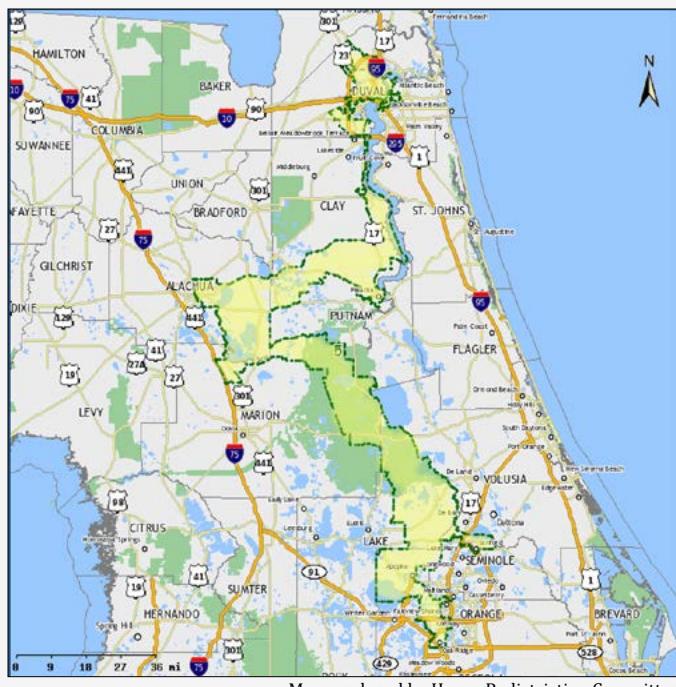
plan, but each chamber has jealously guarded its prerogative to draw the districts for its own members. In fact, both humor and horror came from the Senate in response to a sly House concept briefly floated in 1982 for drawing Senate boundaries simply by combining three House districts into a Senate district, a plan called “nesting.” While there is intense bargaining between the chambers—in a reapportionment session, every single issue can end up tied to reapportionment—the concept of mutually assured destruction generally prevails to leave each chamber to pursue its own prerogatives.

Whether the new constitutional restrictions and the much-ballyhooed public access to the process actually made a difference remained a matter of debate even after the work was finished. The amendments forbid any “intent” to protect an incumbent and any “intent or result” of “diminishing” the ability of racial or language minorities to elect their preferred candidate. The selective application of the word “result” to only one of the first two standards makes it okay if incumbents are in fact protected as long as that result was not provably intentional. The Florida Supreme Court, however, found the Senate plan “rife with objective indicators of improper intent,” including the

numbering of districts in a way that protected term-limited incumbents, and rejected the “expansive” and inconsistent application of concepts of compactness of districts and existing boundaries. The House plan won complete approval. That fall, most incumbents won re-election, and overall Republican dominance was little changed.

By introducing permissible gerrymandering, the amendments implicitly permit or even require that other districts disproportionately cluster voters of opposing political views and might even “unintentionally” end up protecting an incumbent. The original “gerrymander” district of 1812 has a striking resemblance, for example, to Florida’s new Fifth Congressional District, held since the 1992 elections by African-American Democrat Corrine Brown (previously numbered as the Third District). The salamander shape, stretching from ragged boundaries in Jacksonville to Interstate 4 in Orange County, was justified as preserving a so-called majority-minority district capable of electing a black representative. This “equal opportunity” provision, however, means that the minorities can be artificially clustered into one district while nearby districts have more voters from the opposite party. The districts also must be “compact,” And “where feasible,” the boundaries must utilize existing political and geographic boundaries.

Partisan gerrymandering was not a simple process even before the 2010 amendments. The overarching goal is to create the maximum number of “safe” seats for the dominant party, which means a balance must be struck between the size of the party’s majority in a district and the number of party-dominated districts. “It’s a struggle to make individual members understand why they have to give up a friendly area of their district so that another district with 47 percent [for that party] can get up to 52 percent and give the party a fighting chance,” says former House and Senate Republican leader S. Curtis Kiser, who came to the Legislature in 1972 as part of a predominantly Republican multi-member district in northern Pinellas County and served as House Republican Leader during the 1982 reapportionment. It was he and then-Rep. Ronald R. Richmond, a Republican from Pasco County, who first made the grand bargain with NAACP leaders in Florida that created the first majority-minority districts in Florida while simulta-



Map produced by House Redistricting Committee

This map of Congressional District 5 (highlighting added) is an example of a majority-minority district. The salamander shape, stretching from ragged boundaries in Jacksonville to Interstate 4 in Orange County, was justified as preserving a district capable of electing a black representative.

neously creating more Republican-leaning districts. The approach became national policy 10 years later when President George H.W. Bush's Justice Department supported aggressive creation of majority-minority districts in the 1992 reapportionment cycle nationwide.

The Governor has no say in the legislative reapportionment plan, which the Attorney General submits directly to the Florida Supreme Court within 15 days after completion. The Governor has 15 days to sign the congressional plan into law or reject it. There is no automatic court review of the congressional plan, but invariably challenges are filed in either state or federal court. Both plans are also submitted to the U.S. Justice Department, which reviews them for compliance with the federal Voting Rights Act forbidding discrimination in the election process. (After approval of the Florida plan in 2012, a portion of the Voting Rights Act was invalidated by the U.S. Supreme Court because its application to selected geographic areas, including five counties in Florida, was "based on 40-year-old facts have no logical relationship to the present day.")⁹

Under Article III, Section 16 of the Florida Constitution, the Florida Supreme Court has 30 days to consider the legislative plan. Its validation is binding on everyone and precludes additional challenges, at least in state courts. If the court rejects the plan, the Governor must reconvene the Legislature within five days in an "extraordinary apportionment session" of no more than 15 days. Fifteen days after that, the new plan is resubmitted to the court. If no plan is passed, or if the court still disapproves, the court writes its own plan within 60 days of the resubmission.

As will be seen, the 1992 reapportionment put this process to the test. The 2012 plan also created a major challenge for the court, since it had to interpret and apply the new Fair District amendments as part of its review.

From Shires to Counties

Representative government in the Anglo-American tradition dates back to the councils of feudal lords and gentry summoned by early English kings. The Parliament of 1265 had representation based on shires (counties) and towns. But only after the concessions to the pre-eminence of Parliament by Wil-

liam and Mary in 1688 were there challenges to this geography-based representation.

As in Florida centuries later, it was a matter of economic and political power. Growing cities were disadvantaged by having no greater representation than country towns. Smaller political offices, or "constituencies," could actually be bought and sold, and representatives might represent a single patron landowner from what became known as "rotten boroughs." This was the earliest corruption of the concept of representation. It was 1832 before representation in the House of Commons based on population.

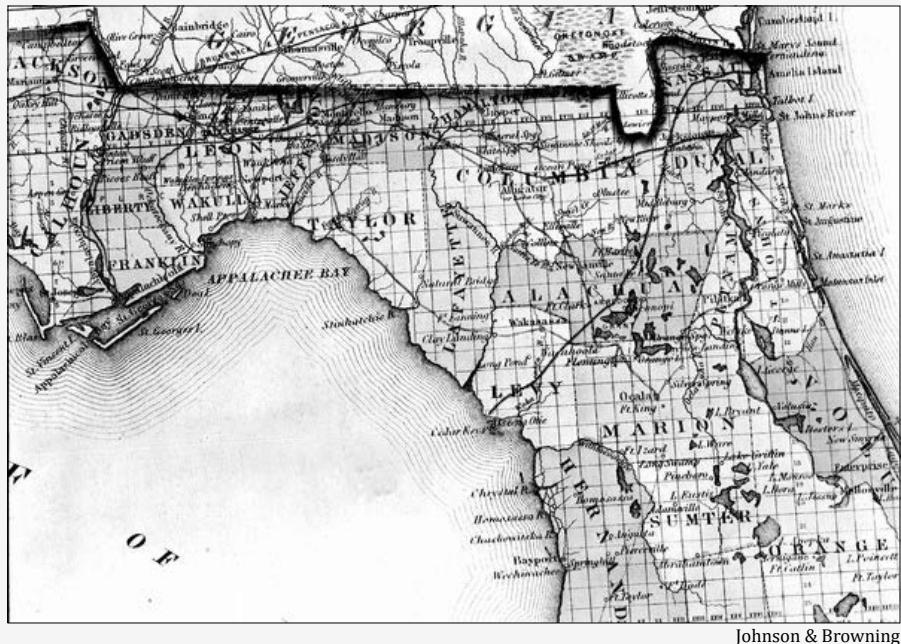
By then, however, American colonists had already embraced the earlier English tradition of using counties and townships as the basis of legislative representation. But the concept of popular sovereignty that gave rise to the Declaration of Independence also animated a desire for proportional representation of the people in their elected assemblies. At the same time, there was a strong belief in the independent sovereignty of the individual states, reminiscent of the original representation based on geographic divisions.

The ultimate resolution of these two approaches was the "great compromise" of the U.S. Constitution in 1789. That compromise, between the larger and smaller states at the Constitutional Convention in Philadelphia, provided for one house of the U.S. Congress, the House of Representatives, to be apportioned on the basis of population, while the Senate was apportioned with equal representation from each state. To ensure that neither North nor South had the upper hand in the House, the founders agreed that slaves would count only three-fifths as much as others, which reduced the number of representatives from Southern states as opposed the more mercantile and industrial North. The Constitution also provided for a census every 10 years and a new apportionment of the House after each census. Details, however, were left for Congress and the states to fill in.

Many of the original states apportioned their legislatures in a similar manner, at least to some extent.

Florida was still a remote and sparsely populated territory when its first legislature met in Pensacola in 1822. Apportionment was not an issue. There were no legislative districts. The federal law creating the territory called for a single legislative council ap-

Section of 1857 map showing Northeast Florida and the shape of the state's early counties.



Johnson & Browning

pointed by the President from among “the most fit and discreet persons of the territory.” In 1826, Congress ordered the state divided into 13 districts, one for each member of the existing legislative council, with “as near as may be an equal number of free white inhabitants.”

In 1838, in response to petitions from the Florida legislators, Congress created a two-house general assembly. Twenty-nine members of the House would be elected from the same 13 districts used by the old council, and the number could be increased as the population grew. The Senate would have 11 members initially—three from the area west of the Apalachicola River, three from the area east of the Suwannee River, four from the area in between, and one from the peninsula.

The elections that autumn also produced delegates to a constitutional convention, whose work led to statehood on March 3, 1845. The new state had a 41-member House of Representatives, with representatives from each of the 20 counties. Leon County, the seat of government, got six representatives. Five counties split 26 representatives while nine counties, including Dade County and a county called Mosquito, got only one representative apiece.

The formula for the Senate was more complex: There would be not less than one-fourth or more than one-half the number of representatives, and Senate districts were to be as nearly equal in population as possible without dividing counties. Sixteen districts

were established. Leon, a district by itself, got two senators. Three districts had more than one county but only one senator. Every other county got one senator apiece.

The state constitution specifically provided for reapportionment. A census was to be taken in 1845 and every ten years after that, and representation was to be apportioned equally among the counties. Each county, however, was guaranteed at least one representative. The House could have no more than 60 members.

The constitutions of 1861 and 1865 did not change the House formula, but the state was growing. There were 39 counties by 1865, and as a result the House grew to 59 members. The Senate grew to 29. The Reconstruction constitution of 1868 brought a somewhat fairer formula for the House. Each county would have one representative, plus an additional one for each 1,000 registered voters. The maximum number for any county was four. Truly proportional representation, however, was still many decades away.

The constitution of 1885, which lasted through the first six decades of the twentieth century, provided for as many as 68 representatives and 32 senators. Senate districts were to be “as nearly equal in population as practicable.” But fair apportionment was still restricted by the formula. Each county would have at least one and not more than three representatives, but some counties that would have qualified for three

representatives by virtue of population were assigned only two. There was a provision for reapportionment every 10 years, but it led to little meaningful change.

The famous Florida economic boom began in the 1920s and led to new concerns about fair apportionment of legislative power. Lured by improving transportation and the development of air conditioning, investors, speculators and migrants were pouring into south Florida. But still there was only minor tinkering in the allocation of seats to the fast-growing peninsula. The new House formula in 1925 awarded three representatives to each of the five most populous counties, two to the next 18 counties, and one each to the remaining counties, with a maximum membership of 95.

In 1935, there was again some concession to the surging population of south Florida, but the changes were inadequate to stem the increasing malapportionment. In 1941 and 1943, proposals to increase the number of senators were defeated as inadequate in referendums.

In 1945, Governor Millard F. Caldwell took the unconventional step of calling a special reapportionment session of the Legislature, during which no other business could be conducted. The session lasted 53 days, and the result once again was undramatic: Two Senate seats and three House seats were shifted from North to South Florida.

Studies after the 1950 census revealed the stark malapportionment. Columbia County had 18,000 people and a senator of its own, while 10 counties, each with larger populations, shared a senator with some other county. A representative from Dade County represented 70 times as many people as the representative from Glades. The six largest counties, with more than half the state's population, elected less than one-fifth of the House and less than one-sixth of the Senate. The fundamental problem was the constitutional formula: Each county could have no more than one senator and three representatives, and every county could have at least one representative.¹⁰

The Reapportionment Fight of 1955

By the mid-1950s, malapportionment had become a major statewide issue. The urban areas, with their political moderates, wanted their share of repre-

sentation and took on the agrarian conservatives who controlled the Legislature. They fought hard in the reapportionment of 1955, but they lost.

Tallahassee State Senator LeRoy Collins supported the idea of "fairer distribution of representation" in his 1954 campaign for governor against rural Senator Charley Johns. As governor-elect, Collins appointed a citizens committee to propose new apportionment. Its proposals were modest. Dade County would have received a second senator, and there would have been no limit on the number of representatives from a county. But still only 22 percent of the voters would be able to elect a majority of the House. When he took office, Governor Collins asked the Legislature to draft a new constitution, including the committee's modest proposals for reapportionment. "The apportionment of representation in the Legislature is grossly unsound and unfair," he said in his first legislative address, "and brings about a situation whereby hundreds of thousands of our citizens are relegated to an inferior class."

Urban newspapers joined the crusade. Editor James Clendinen of the Tampa Tribune came up with a pejorative name for the rural conservatives who were running things in the Legislature: "the Pork Chop Gang." They were "fighting for pork, rather than principle," Clendinen said.¹¹

The Legislature, however, did not pass a reapportionment plan in its regular session of 1955. So Governor Collins called the legislators back for a special reapportionment session. "For a long time now," he told them in an address on June 30, "you have been laboring over this matter with great cost to the taxpayers and little constructive results to show for your efforts." He said reapportionment "requires discretion, unselfishness and political courage."

It would turn out to be the longest and least productive legislative session in state history. The Legislature basically ignored the proposals and adopted its own plan to entrench the rural domination, including the guarantee of a representative for each county. Governor Collins vetoed the plan. The same plan was passed again, and again Governor Collins vetoed it. The stalemate was never broken. Since the Constitu-



LeRoy Collins



Reapportionment political cartoon for the Tampa Tribune, 1955.

tion required a reapportionment resolution before the session could be adjourned, the Legislature remained theoretically in session until the members' terms expired on November 6, 1956.

The bitterness only grew over the next two years. Virtually every piece of legislation was affected by the position of the sponsors on reapportionment. The stalemate continued. A minor change proposed as part of a new constitution in 1958 never made it to the ballot because the Florida Supreme Court rejected the referendum procedure for the proposed constitution.

Finally, in 1959, the Pork Choppers proposed a compromise on reapportionment. It was a variation of the federal model and reflected the same agrarian fear of domination by the more populous urban areas. The plan gave each county one senator—thus preserving rural control—but set the number of representatives at 135 so that more populous counties could have greater representation. Governor Collins originally opposed the plan, but he hated the idea of leaving office after the 1960 election with no progress on reapportionment. So with an agreement to send the plan to the voters, Governor Collins acquiesced.

The reapportionment alliance, however, fell apart. Several populous counties were attracted by the prospect of a new senator. But most of the newspapers that had joined Governor Collins in the crusade, including the *Miami Herald* and the *St. Petersburg Times*, parted company with him and objected to the compromise. As a result, the amendment was defeated at the polls by a vote of 146,601 in favor to 177,955 against.

The Constitution and Equal Representation

The story of this long political road is the story of population changes, the rise and fall of Democratic liberalism, and the intensely personal impact of district boundaries on the politicians who draw them.

There are two faces of reapportionment. One is the high-minded principle that every person should have equal representation in Congress and state legislatures, so district boundaries need to be redrawn after the census every 10 years to equalize the districts within a state. The other is the political reality that redrawing the districts is done by the political party in the majority in the legislature and is often done in a way that improves the chances of retaining or expanding that majority.

There is one exception to this principle of individual equality: the U.S. Senate. As part of the Founders' "Great Compromise" to ensure that smaller states would not be permanently disadvantaged in the new federal government, the Constitution gives every state two U.S. senators, regardless of population. But on the other side of the Capitol, U.S. House seats are allocated to states on the basis of state population.¹² Since 1910, the total number of congressional districts nationwide has been capped at 435, so every 10 years some states gain seats and some lose them because of shifting population.¹³ A formula (often tinkered with by Congress) deals with the inevitable fractions of seats.

Florida has gained congressional representation after every census since 1900 except 1920, when a stalemate in Congress produced no reapportionment at all. Florida had two seats after the 1870 census, three after 1900, four after 1910, five after 1930, six after 1940, eight after 1950, an astounding 12 after 1960, 15 after 1970, 19 after 1980, 23 after 1990, 25 after 2000, and 27 after 2010. The dramatic increase

between 1940 and 1960 reflects the new mobility of Americans and the huge appeal of Florida with the revival of the domestic economy during and after World War II. (Florida's tourist appeal prompted animation pioneer Walt Disney to secretly prepare for a Florida Disneyland, and Walt Disney World opened in 1971 after six years of construction.)

In early American history, some states elected all of their congressmen statewide. By the time Florida became a state (1845) and gained more than one representative (1872), Congress (in 1842) had passed a statute requiring contiguous single-member congressional districts. ("Contiguous" in this context means each district has one continuous boundary, rather than being split in several separate sections.)

The apportionment of Florida's own legislature has had a far more complex history. The size of the Legislature is capped at 40 senators and 120 House members.¹⁴ Under court rulings and legislative policy, every district has to be drawn with exactly equal population as established by the last census. Since 1982, the districts have all been single-member.

Over an 80-year period after Reconstruction in the 19th century, various efforts were made to reapportion the representation in Florida's Legislature. All fell considerably short of equal representation.

The problem of malapportionment was by no means confined to Florida. Other states faced the same structural barrier to change that Florida faced: Reapportionment was wholly in the hands of the legislators themselves. Every state by 1960 had a disparity of at least 2-to-1 between the most populous and least populous legislative district. In the Connecticut House, the disparity was 242-1. It was 223-1 in the Nevada Senate. The pattern was similar, though much less dramatic, in congressional districts. In Texas and in Georgia, for example, the most populous congressional district had four times as many people as the least populous.¹⁵

The courts had refused to get involved. In 1946, the U.S. Supreme Court had ruled that reapportionment was a "political thicket" outside the federal courts' jurisdiction.¹⁶ But in 1960, six years after its famous desegregation ruling in *Brown v. Board of Education*, the Supreme Court said it was unconstitutional for Alabama to redraw the city limits of Tuskegee to exclude the black community.¹⁷ Then in 1962 came the case that would change Florida's fu-

ture: *Baker vs. Carr*. Charles W. Baker, a Republican from Memphis, joined by the mayor of Nashville and others, sued Tennessee Secretary of State Joe Carr because the Tennessee legislature had not reapportioned the state since 1901. On March 26, 1962, the U.S. Supreme Court said federal courts could consider challenges to state apportionment plans. Chief Justice Earl Warren called it the most important case of his tenure on the court, even above *Brown v. Board of Education*, which declared segregation unconstitutional. While race was not mentioned in *Baker v. Carr*, the massive resistance to integration by rural-dominated state legislatures cast a dark shadow on the old standard of non-involvement in the apportionment of those legislatures.

Florida's long struggle with reapportionment apparently had an influence on some of the justices. In an oral history interview many years later, LeRoy Collins described a dinner at the home of a Supreme Court justice when he was asked about his greatest success and failure as governor, and he described reapportionment as his greatest failure. The justice, said Collins, responded that it was not a failure, because the court knew of the effort and realized that legislatures were not going to reapportion themselves and that the courts would have to intervene.¹⁸

In the spring of 1961, while *Baker v. Carr* was pending at the Supreme Court, new governor Farris Bryant encouraged the Legislature to pass a new reapportionment. But it had little effect. Almost immediately after the *Baker v. Carr* decision, A Miami lawyer, Peter Sobel, filed a lawsuit representing himself, with Secretary of State Tom Adams as the primary defendant, and State Sen. Richard H. Max Swann of Dade County, which had the most to gain from equal apportionment, then filed his own lawsuit. Both were in federal court in Miami. On July 26, 1962, a three-judge panel of the U.S. District Court in Tallahassee entered an interim ruling that Florida's apportionment was "prospectively null, void and inoperative" and ordered reapportionment. Thus began a marathon of reapportionment that would continue in the Legislature and the courts for five years.¹⁹

A plan passed at a special legislative session in August 1962 was rejected by the voters, largely as a philosophical reaction to federal-court interference. Another special session in November produced failed to generate the votes needed for a new

plan. On January 30, 1963, the Legislature met to try again. That same day, in an advisory opinion to Gov. Bryant, the Florida Supreme Court told Bryant he could continue calling special sessions until the reapportionment was done and confirmed that Legislature was not bound by the constitutional formula for county representation and size limitations on the House and Senate because those had been declared to be discriminatory.²⁰

The day before the session opened, Tampa attorney W. Reece Smith, an assistant city attorney for Tampa and a future president of The Florida Bar and the American Bar Association, filed a new federal lawsuit in Tallahassee on behalf of five Florida cities, with West Pam Beach Mayor Pro Tem Sylvan Burdick as the first-named plaintiff. The defendants were House Speaker Mallory Horne and Senate President Wilson Carraway.²¹ The federal judge for *Burdick v. Horne* was G. Harrold Carswell, a future unsuccessful nominee to the U.S Supreme Court.

On February 1, the Legislature passed a reapportionment plan in which the most radical step was giving a second senator to one county, Dade, for the first time in more than a century. The House formula was still based on county boundaries, but it provided for “equal proportions.” The 11 most populous counties would elect half of the House.²² The federal district judges upheld the 1963 plan, and the cases were consolidated for appeal to the U.S. Supreme Court as *Swann v. Adams*.

The 1963 election using the districts from the February 1 legislation brought to Tallahassee future House Speaker Richard Pettigrew and future Attorney General Earl C. Faircloth of Miami and future House Speaker Terrell Sessums and future Senate President Louis de la Parte of Tampa. Others particularly notable included Rep. Maxine Baker, a housewife whose work on behalf of mental health led to the famous Baker Act of 1971, and future Rules Chairman Murray H. Dubbin. The 1963 election also brought in Republicans from Broward and Pinellas counties. But the plan lasted only for the 1963 (including an impeachment session in August in which Judge Richard Kelly of Pasco County was acquitted by the Senate after impeachment by the House). The next year, the U.S. Supreme Court overturned the plan because of its failure to reflect the principle of “one person, one vote.” The voters also rejected the



Florida State Archives

House Apportionment Committee members discussing a proposed bill for redistricting, 1965. From left: Tom McPherson, Broward; Philip Ashler, Escambia; Jess Yarborough, Dade; John L. Ayers, Hernando; and Emerson Allsworth, Broward.

Legislature’s proposed change to a 43-member Senate and a 112-member House.

The 1964 election brought future Attorney General Robert L. Shevin to Tallahassee, but on January 8, 1965, the three-judge court, by a 2-1 vote, ordered yet another reapportionment by July 1, 1965. On June 29, the Legislature approved a “temporary” plan with 109 representatives and 58 senators, plus nine legislators who would be grandfathered for the rest of their terms. Again, in a second *Swann v. Adams* case, the U.S. Supreme Court rejected the plan.

So the Legislature went at it again in a special session in March 1966 and approved a plan with a 117-member House and a 48-member Senate. The three-judge federal court approved. But just before the November 1966 elections, the U.S. Supreme Court announced that it would review the Florida plan yet again. The new plan still had population deviations among districts of as much as 30 percent in the Senate and 40 percent in the House.

The elections in November 1966 brought to Tallahassee yet another batch of urban progressives. Among them were Bob Graham, who later became Governor and U.S. Senator, and three future members of state Cabinet: George Firestone and Gerald Lewis of Miami and Bill Gunter of Orlando. Other reform-minded newcomers included Talbot (Sandy) D’Alemberte, who later chaired the 1978 Constitution Revision Commission, became president of the

American Bar Association 1991-1992, and was president of Florida State University 1994-2003.

But they never met in a regular session. On January 9, 1967, the court struck down a Florida plan for the third time. Unlike the previous two *Swann* rulings, with relatively brief “per curiam” decisions, Justice Byron White wrote and expressed frustration that Florida had offered no justifications for these huge variations. The standard, White noted, was substantial equality of population in all districts.

It was awkward timing. The Legislature was in the middle of a special session on a major revision of the Florida Constitution, but now was declared invalidly elected and without even interim authority. The regular session was supposed to start April 4. The U.S. District Court set a tight schedule: It would adopt a new apportionment plan by February 17, the primary election would be February 28 with runoffs on March 14, and the general election would be March 28. The judges adopted a plan submitted by University of Florida Professor Manning J. Dauer, a leading authority on reapportionment who had been involved in the cases since early on. The court invalidated the Constitution’s requirement that each county have at least one representative and that no county have more than one senator. Four, five, even six counties were grouped together so that representatives from each district would at last represent nearly the same number of people. The largest county, Dade, had 19 representatives of its own and shared three others with Monroe County. Many Senate districts had previously encompassed more than one county, but some of the new districts had more counties than ever before. The Legislature acquiesced. It formally passed the Dauer plan.

After the spring elections, many older legislators did not return. One-year veteran Bob Graham returned to Tallahassee to discover that all the other members of the House appropriations subcommittee on higher education were gone and he was the chairman. The shift of seats to South Florida brought more Republicans to the legislature. Between 1965 and 1967 the number increased from two to 20 in the 48-member Senate and from 10 to 39 in the 119-member House.

The era of “Pork Chop” domination was over. An era of left-center progressivism was beginning and would endure for two dozen years.

The 1966 election brought one other political upheaval: the election of a Republican governor, for the first time in nearly a century. Claude R. Kirk Jr. had won the votes of conservative Democrats disenchanted after a fractious Democratic primary. He too had a populist-reformer streak well, and joined with the new Democratic reformers on issues like constitution revision and the environment.

People long shut out of government by malapportionment had a “common agenda,” Graham recalled 15 years later as he sat in the Governor’s Mansion. “Not to say everybody agreed what the solutions were, but everybody agreed what the questions ought to be.”²³

These reformers had three special sessions in 1967 to rewrite the state constitution, which was approved by the voters in 1968. State government was reorganized. The Legislature went from biennial to annual sessions and created a fulltime professional staff. A Sunshine Law opened government meetings, and more public records were available to the public than ever before. Environmental lands got protection. A little-known senator from Pensacola named Reubin Askew took up the reform theme in 1970 with a proposal for a “corporate profits” tax (he avoided the dreaded term “income tax), and it carried him from obscurity to the governorship. Laws on public ethics and environmental regulation were also approved, along with “merit selection” of appellate judges.

Reapportionment Under the New Constitution

The new Constitution of 1968 also changed the process for reapportioning the Legislature. No longer would it depend on the regular constitutional amendment process, requiring a two-thirds vote in the Legislature and approval of voters statewide. And no longer would the state’s Supreme Court sit on the sidelines while federal courts reviewed the plans. In each year ending in 2, after the national census, the Legislature would reapportion the Legislature and the congressional delegation. There were timetables and a process for dealing with deadlock. The congressional plan would go to the governor for signature. The legislative plan would not need the governor’s approval but would go to the Florida Supreme Court, which would have 30 days to accept the plan or send it back for more work.

Professor Dauer and others had argued for an independent commission to handle reapportionment, instead of leaving the Legislature to reapportion itself. But the 1968 Constitution first had to get a two-thirds vote in the Legislature, and even the newly arrived reformers who had experienced the legislative self-protectiveness now became self-protective themselves.

The Legislature did the job on its own, without court intervention, in 1972. Both houses would have their maximum membership under the new Constitution—120 representatives and 40 senators. A computer, programmed with the populations of 14,000 census tracts, was used to draw district boundaries, and variances were as small as 0.3 percent in the House (171 people) and 1.1 percent in the Senate (1,936 people). Multi-member districts were still the rule; 99 of the 120 House members and 35 of the 40 senators were elected in multi-member districts. Proponents of multi-member districts argued that it reduced parochial representation. The southern half of Pinellas County, for example, had three senators sharing a Senate district and five House members sharing a House district. They tended to jointly reflect the interests of all the parts of their constituency, from lower-income minorities in southern St. Petersburg to the mix of wealthy retirees and a fun-loving youth culture on the beaches. A Republican couldn't ignore southern St. Petersburg; a Democrat couldn't ignore the conservative retirees.

But for Republicans and blacks, mere influence on a legislator's positions was not enough. They advocated smaller, single-member districts, so that pockets of Republican or black voters could be packed together to elect one of their own. Republicans in particular were beginning to feel the strength of their numbers, since Republican registration had grown from just 6 percent in 1938 to 35 percent in 1970, and the growing state party was building more local organizations. Black voter registration was increasing as well. But the effort for single-member districts failed. Although the Florida Supreme Court expressed concern about the possible dilution of minority votes through multi-member districts, the justices gave the 1972 plan the necessary approval, four to three.

In 1978 came the potential for a huge change in the reapportionment process. The 1968 Constitution

required that after 10 years, and every 20 years thereafter, a Constitution Revision Commission would meet to consider constitutional changes. The 1978 commission, chaired by former legislator Talbot "Sandy" D'Alemberte, proposed taking reapportionment out of the Legislature's hands and assigning it to a six-person commission. Members would be appointed by the governor from nominees by the House Speaker, Senate president, House and Senate minority leaders, and the chairman of the second-place party in the previous governor's election. The proposal also set standards for drawing districts, including a ban on gerrymandering to protect incumbents, and called for single-member districts. But the entire constitution revision was defeated in the November referendum, alongside an initiative to legalize casino gambling.

Despite its far-ranging effects, the proposed "Revision 3" was known primarily as the "single-member district" proposal. Opposing the idea had the taint of old politics and resistance to giving minorities a full legislative voice. Professor Dauer was among the few outspoken opponents. He warned that an increase in minority representation would come with a big loss of influence on the entire Legislature. Two decades later, as black legislators found themselves continually at odds with legislative bodies that were two-thirds Republican with little enthusiasm for traditional black causes such as voting rights and social welfare, Dauer's warnings seem prescient. But as the 1970s became the 1980s, single-member districts and minority representation was an unrelenting cause. Even in the sweeping vote against constitutional amendments in 1978, Revision 3 was among the closest votes, with 1.11 million opposed and 983,000 in favor.

A later effort by Representative Kiser, the League of Women Voters, Common Cause, and St. Petersburg NAACP president Morris Milton to put the nonpartisan commission and single-member districts back on the ballot failed to get enough signatures.²⁴

But the movement only grew stronger. In fact, it became a national Republican goal in the 1982 redis-



Sandy D'Alemberte

tricting. The math and the politics were irresistible: Gerrymandering districts to embrace large numbers of black voters would also make remaining districts whiter and more Republican. Hispanic voters already were tending to vote Republican. And even as they increased their own advantages, Republicans also could win points with minorities. Former Rep. Richmond of Pasco County, who had one of the few single-member districts at the time, says the policy pronouncement came from no less than President Reagan, based on the advice of a leading political aide, Lyn Nofziger.

To press their case, the Florida Republicans hired D'Alemberte, who was one of the state's most influential lawyers. Richmond says the money to hire him and campaign for the cause came from the national Republican Party, although D'Alemberte coyly says he knows only that he got paid. Together the Republicans and the NAACP organized public hearings around the state and, in Richmond's words, stacked them with supporters. They won over newspaper editorial boards and reporters. They promoted the idea of truly local representation.

1982: A Landmark Reapportionment

Early opponents of single-member districts included the most influential state senator, the longest-serving and cannier of them all, Dempsey J. Barron from Panama City, who was the Senate Reapportionment chairman in 1982. House Reapportionment



House Committee on Reapportionment considers division of the state into 19 Congressional Districts, 1982.

Chairman and Speaker-Designate Lee Moffitt was a skeptic as well. Both men clearly understood the power of the political bargain behind the campaign. Just before the legislative session of 1982 began, however, they finally buckled under pressure. Single-member districts it would be.

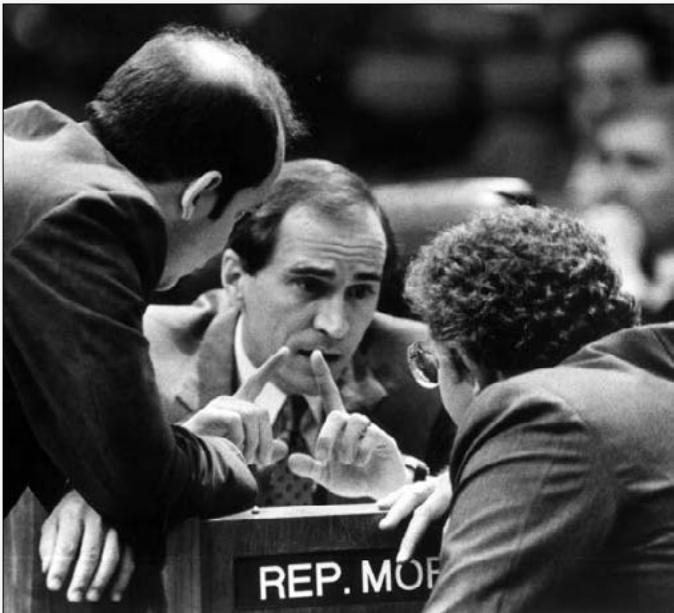
The decision gave the NAACP and the Republican Party the opening they both hoped for. Now they could work together to create districts where minorities had sufficient strength of numbers to elect one of their own to both the House and Senate. Once safe seats for minorities were created—they were dubbed “majority-minority districts”—there weren’t so many Democratic voters left for “white” districts. A few called it “bleaching.”

One other decision would also enhance the opportunity for newcomers. The Florida Supreme Court had to resolve a fundamental dispute: What was to happen to senators elected to four-year terms in 1980? Were they grandfathered for full four-year terms, in much the same way some senators had been in the 1960s, or were their terms to be cut short when their districts changed in 1982?

The problem was one the authors of the Constitution apparently never thought about in 1968. The 1967 reapportionment had provided for four-year terms for all senators elected in 1968, so there was no question about holdover terms in the 1972 reapportionment. The 1968 Constitution provided for two-year Senate terms after reapportionment so that half of the Senate would continue to be elected every two years, but there was no provision for two-year terms before reapportionment. The issue hovered over the entire reapportionment process in 1982. The Senate actually numbered its districts to facilitate holdover terms for senators in odd-numbered districts (the seats elected in 1980), but the Florida Supreme Court eventually ruled that all senators’ terms would expire in 1982.

For Democrats Barron and Moffitt, the changes added up to a squeeze on Democratic incumbents. Their only hope was to maximize the political benefits of the minority districts, which were likely to be Democratic, while diluting Republican strongholds within the white districts.

As had been the case in every reapportionment, individual legislators worked furiously to preserve their political advantage in their own districts. Extra



Florida State Archives

Senator Joseph Gersten, D-Miami (left), and Speaker pro tempore Barry Kutun, D-Miami Beach, zero in as House Reappointment Committee Chairman Lee Moffitt, D-Tampa, prepared take the House through the Senate's reapportionment plan, 1982.

sessions were required before the Legislature agreed on a new plan. For all of the bargaining that went on, it was an extraordinarily open process, especially in the House. Population deviations were minimal; the most and least populous Senate districts, for example, had populations of 244,945 and 242,379, respectively.

Blacks, seeing the opportunity for two new senators and more state representatives, cheered the plan. So did Republicans, who had achieved single-member districts and managed to bargain for a reasonable number of Republican-majority districts. The process required all 60 days of the regular session as well as three special sessions (two on the last day, April 7). When it was over, the Florida Supreme Court gave its approval. Good-government groups, including the National Conference of State Legislatures, declared the Florida plan one of the fairest in the land.

Minorities achieved their goal with the 1982 elections, in many cases winning seats not only gerrymandered to create minority opportunity but open after incumbents had been displaced by the switch to single-member districts. Democratic State Rep. Carrie Meek of Miami and dentist Arnett Girardeau of Jacksonville became the first black state senators since 1887. Ten African-Americans were elected to

the House in 1982, twice the number two years earlier. Among them was Corrine Brown of Duval County. The number of Hispanics (usually Republicans) in the House increased from one in 1980 to three in 1982 and seven in 1984. Ileana Ros, a Republican from Dade County, became the first Hispanic woman elected to the Legislature (and soon married fellow Dade legislator Dexter Lehtinen, a Democrat). In 1986, she became the first Hispanic senator, and another Hispanic succeeded to her House seat. Meek, Brown, and Ros-Lehtinen later won seats in Congress.

The large number of open seats helped white women make gains, too. Nineteen women (including minorities) were elected to the House, up from 12 two years earlier, and eight were elected to the Senate, up from four.

Republicans, who had supported single-member districts, actually lost three seats in the House and five in the Senate after the 1982 elections, but recovered with gains in future elections. Although their gains came more slowly, single-member districts clearly turbo-charged the Republicans' march from the back row of the House to majority status in both chambers. By 1990, Republicans had half the Senate seats and could force election of a Republican, Ander Crenshaw (later a member of Congress), as Senate president in 1992. In 1996, a new Republican majority in the House elected the first Republican Speaker, Daniel Webster (later a state senator and member of Congress).

The perverse effect was that the increasing number of black legislators had less and less impact in a legislature increasingly run by Republicans. And the greater partisan majorities in all districts meant that the Republicans took increasingly conservative positions on high-profile issues, while Democrats became more liberal in those positions.

The 1982 reapportionment in the Senate was also heavily influenced by a Democratic schism that flared during the 1981 session. More conservative, rural Democrats under Sen. Barron's leadership defected from more liberal Democrats, including Senate President W.D. Childers, who were favorable toward a tax increase advocated by Governor Graham. Barron's conservatives joined with the Republicans to forge a different majority, and as reapportionment chairman, Barron was determined to protect his co-

alition through odd-shaped gerrymandering.

This new representativeness, apparently, wasn't enough to build public confidence in the Legislature. In 1992, Florida voters endorsed a constitutional amendment that carried the slogan "Eight is enough," after a then-popular television show. It limited legislative and executive-branch tenure to eight consecutive years, starting with people elected that year. There is irony in that: term limits became an obstacle to the political careers of the new Republican and minority legislators almost as soon as they won a place in government.

The Florida Supreme Court upheld the new term-limits provision, but declared that the U.S. Constitution did not allow its application to federal offices, meaning Congress. The U.S. Justice Department decided term limits did not infringe the Voting Rights Act protection of minorities.

It is easy to overlook congressional reapportionment, which has traditionally been far less controversial, but it was unusually important in 1982 because of Florida's gain of four seats in Congress. The new seats allowed the protection of all incumbents except one, Representative L. A. "Skip" Bafalis, who was leaving Congress to run for governor. But other incumbents were threatened by the ambitions of legislators, though the rivalry over adjacent party-gerrymandered districts in areas eventually thwarted several legislators' ambitions. Longtime congressman Claude Pepper's district became heavily Hispanic, but he held his seat until his death in 1989, when Senator Ileana Ros-Lehtinen won the seat against a Democratic rival who tried to build a coalition among white liberals, Jews, and blacks.

The Reapportionment Mess of 1992

If the 1982 reapportionment process was a legislative triumph, the one in the 1990s was a mess.

There were actually two reapportionments in the 1990s.

The regular reapportionment in 1992 was highly contentious. The Legislature gave up entirely on congressional reapportionment and left it to a federal court. Its plan for its own districts passed by one vote and drew a rebuke from the U.S. Justice Department, which meant that the Florida Supreme Court had to step in to tidy things up. Then in 1996, court rulings

invalidated the congressional reapportionment and required some limited changes in both the congressional and senate districts.

The combative spirit of the 1992 Florida reapportionment was symbolized on the opening day of the 1992 legislative session when Republican Miguel DeGrandy, a Cuban-American state representative from Dade County, along with a number of other Hispanics and Republicans, sued the Legislature in the U.S. District Court in Tallahassee alleging that the current legislative districts denied minorities adequate representation. The plaintiffs asked the court to take over redistricting.

At the same time, Democrats held a bare majority in the Senate, 21-19, and were desperate not to give it up. Republicans saw control of the Senate at their fingertips and were determined to achieve it. The Senate president, Democrat Gwen Margolis of Dade County, wanted a congressional district tailor-made for herself. This confluence of forces created a volatile legislative session. Legislators fought continually over the allocation of black and Hispanic voters, which in turn affected the other districts. On March 13, the session ended without enactment of a plan.

This in itself was not unusual, since the 1982 reapportionment had also run into special sessions before being resolved. Governor Lawton Chiles called the Legislature back into a special reapportionment session on April 2. A legislative reapportionment was passed, but there was still no congressional plan.

The legislative plan was approved by the Florida Supreme Court in May, but the U.S. Justice Department, which reviewed the plan under terms of the Voting Rights Act of 1965, challenged the Senate apportionment around Hillsborough County. The Act, as amended by Congress in 1982, called for minorities to have an equal opportunity to participate in the political process and select candidates of their choice. Hillsborough was one of the few Florida counties that had to have federal review of changes in the electoral system.

The Justice Department of Republican President George H. W. Bush had adopted an aggressive posture favoring the creation of minority legislative and congressional districts, with the unstated hope of creating more Republican districts as well. The Justice Department objected to the absence of a district

in which the combined Hispanic and black population exceeded 40 percent of the total voting-age population. To accomplish that, it would be necessary to combine parts of Hillsborough and Pinellas counties in a district that crossed Tampa Bay on both the south and the east. The Legislature had declined to create such a district, with its lack of economic and political ties.

Legislative leaders, facing stalemate in their own chambers, refused to take up an amendment to the plan, so the Florida Supreme Court took on the task of revising the Senate apportionment plan. A number of parties submitted proposals. The court chose a plan submitted by Democratic activist Gwen Humphrey, of Tallahassee, and Representative Darryl Reaves, of Miami. It created a minority district that, in the words of the St. Petersburg Times, “snakes from Clearwater south, across the Sunshine Skyway bridge to Bradenton, up to Tampa and all the way into western Polk County.” Eventually, black Representative James Hargrett was elected to the new Senate district. But the district sucked Democratic votes from surrounding districts. Of six seats adjacent to Hargrett’s District 21, four went to Republicans in the November election. In the whole Tampa Bay area, Republicans won seven districts and Democrats won two. And when the 1992 voting was over, Republicans had pulled even with Democrats in the Senate at 20 members each.

On the House side, the plan created 13 districts in which blacks made up more than 50 percent of the population and three districts in which more than 30 percent of the population was black. In nine districts Hispanics constituted more than 65 percent of the population, and in four districts Hispanics were more than 30 percent.

The DeGrandy case, which the federal court eventually combined with a suit filed in April by the NAACP and others, ended up producing the congressional reapportionment. The judges initially deferred the case, but after the reapportionment failed to be approved in the regular session, a three-judge panel took up the case. (The panel consisted of U.S. Circuit Judge Joseph W. Hatchett and U.S. District Judges William Stafford and Roger Vinson.)

In south Florida, the plan created two Hispanic supermajority districts and a black majority district in Dade County. The judges said the plan “overall

substantially increases the level of political participation and electoral representation for the members of minority groups in Florida.” The map also produced precisely equal populations of 562,519 (based on the 1990 census) for each of the 23 congressional districts. In the 1992 election, Republicans gained three of the four new seats in Congress. A well known black political figure, impeached federal judge Alcee L. Hastings, won the majority-black district in Dade County and thus became a member of the House that had impeached him.

After settling the congressional reapportionment, the judges turned to the plaintiffs’ similar allegations of discrimination in the legislative reapportionment. The court adopted the plan for the Senate that the Florida Supreme Court had established. But it then threw out the House plan approved by the Legislature and declared that the plan violated the Voting Rights Act with respect to Hispanic voters in Dade County. The court changed 31 districts in what became known as the “Wednesday night massacre” of July 1 and made the districts in five south Florida counties more favorable to Republicans.

The state immediately appealed and won a stay from the U.S. Supreme Court. Eventually the high court reinstated the original legislative apportionment, with the Tampa Bay districts altered by the Florida Supreme Court.²⁵ The “totality of the circumstances,” the court said, did not support the lower court’s finding of a dilution of minority voters in the legislative plan.

1996 Redistricting: A Reversal of Affirmative Action

The strong rhetoric of affirmative action that guided the 1992 reapportionment got an unexpected comeuppance from the U.S. Supreme Court at the end of its term in 1995. In a case from Georgia, the court said race could not be used as the major factor in redistricting. It struck down a Georgia congressional district that stretched 260 miles from Atlanta to Savannah and split 26 counties. In a 5-4 decision by Justice Anthony M. Kennedy, the court struck down “redistricting legislation that is so bizarre on its face that it is unexplainable on grounds other than race.”²⁶

Similar cases had been filed in Florida, where the Tampa Bay Senate district as well as the Third

Congressional District in northeast Florida, held by black U.S. Rep. Corrine Brown, had been challenged. As Justice Ruth Bader Ginsburg noted in her dissent in the Georgia case, “Only after litigation ... will states now be assured that plans conscious of race are safe.”

Florida’s weren’t safe. Within a few months of the Supreme Court decision, the parties fighting over the Tampa Bay Senate district reached a compromise on a redrawn plan that removed the fringe areas of Clearwater and Polk County from the district. The number of black voters in the district dropped from 46 percent to 36 percent. In April 1996 a three-judge federal panel ruled against the Third Congressional District.

So the Legislature was again faced with congressional reapportionment, and this time rose to the occasion. The new boundaries approved in May 1996 lowered the black portion of the population from 50 percent to about 41 percent. But the power of incumbency was established for Representative Brown. As happened in the redrawn Georgia districts, the incumbent minority congressman won reelection in the revised district in November 1996.

2002 Redistricting

In 2002, the Legislature avoided the embarrassing failure of 1992, when it could not even pass a congressional redistricting plan and had to leave it to the courts. With a Republican majority clearly in control of both houses, the completion of a plan was never in doubt. The only question was how partisan it could be.

Answer: Plenty partisan, which is why so much litigating followed the legislating. But by the middle of July 2002, the books were closed on another reapportionment process. Well, actually, not really closed, because of one itsy bitsy problem in Collier County. But more on that in a moment.

In a state where Democrats held a slight majority in registered voters and where George W. Bush beat Al Gore by a whisker, this Republican-controlled plan created 17 safely Republican seats in Congress out of a delegation of 25. Florida gained two seats in Congress for the next decade, and the two new congressional districts were drawn to favor the Republican House Speaker, Tom Feeney of Oviedo, near



Tom Feeney

Orlando (District 24), and the committee chairman who presided over congressional reapportionment, Mario Diaz-Balart of Miami (District 25). Both Republicans won. (Mario and Lincoln Diaz-Balart of District 21 are brothers.) Republicans also picked up an 18th seat when Ginny Brown-Waite defeated incumbent Democrat Karen Thurman in District 5, which had been redrawn to exclude Democrat-dominated Alachua County).

Among legislative districts, it was the incumbents’ dream. That alone favored the Republican Party, which significantly outnumbers Democrats in the Legislature. Nineteen of the 40 state senators (including some Democrats) were so secure in their redrawn districts that they had no opposition (or in one case, only write-in opposition). Fourteen House incumbents drew no opposition, and another 40 of the 120 (27 Republicans, 13 Democrats) were opposed only by Libertarians or write-ins, which have never won in Florida. By contrast, in 1992, seven of the 40 Senate seats and 26 of the 120 House seats were uncontested. It may not be solely a result of reapportionment, though. Term limits, which applied in elections after 1992, are now part of the political landscape and offer potential candidates with patience a shot at an open district, not just a redrawn one.

One phenomenon that continued to gain ground in the 2002 reapportionment was the practice of packing Democratic voters into as few districts as possible to make the remaining seats as safe as possible for Republicans. Democrats have 23 House seats that can be considered safe. In 17 of those, Democrats make up at least 60 percent of the registered voters. Since the state as a whole is about evenly split, that increased the chances for Republicans to retain their 2-to-1 advantage in the House membership. And sure enough, Republicans ended up with 81 seats against 39 for Democrats in the 2002 elections. The new Senate has 26 Republicans and 14 Democrats.

The Florida Supreme Court’s review produced its own share of sound and fury. State Attorney General Bob Butterworth, a Democrat, attacked the absence of objective standards for reapportionment, and a host of other groups filed objections as well.



Bob Butterworth

Governor Jeb Bush's reply brief declared that Butterworth was asking the court to "engage in an unprecedented act of judicial imperialism." Whatever it was, the court didn't do that or anything else. It signed off on the plan.

But then the U.S. Justice Department and the federal courts got involved. Things got comically nasty,

starting with judge-shopping by everybody with an interest in the outcome. "Everybody's looking for a favorable forum in this case," observed U.S. District Judge Adalberto Jordan. He was part of the three-judge panel that ended up with the case, along with U.S. Circuit Judge Gerald Tjoflat and U.S. District Judge Robert Hinkle.

The U.S. Justice Department was required by the federal Voting Rights Act to review reapportionment plans for adverse effects on minority populations in areas where minorities were traditionally disadvantaged. In Florida, the law applies to five counties: Collier, Hardee, Hendry, Hillsborough, and Monroe.

Attorney General Butterworth, who had been the state campaign chairman for Al Gore during the 2000 presidential election, filed a lawsuit in Washington to stop President George W. Bush's Justice Department from reviewing the Florida reapportionment plan. Since the legislation was signed by President Bush's brother, Governor Jeb Bush, the department would have a conflict of interest, Butterworth claimed. He wanted a three-judge court in Washington to review the plan. At the same time, Butterworth was being fastidious (Republicans called it stalling to upset the fall elections) in gathering information for a case before a different set of federal judges in Florida.

About the same time, three black Democrats in Florida's congressional delegation filed a lawsuit in state court in Broward County to challenge what they said was a dilution of black votes in several districts. Secretary of State Katherine Harris claimed Butterworth "has chosen to aid and abet the partisan grandstanding" of the Democrats. Of course, she was herself running for Congress in a nearby district

and had been George W. Bush's statewide co-chairman in 2002. Harris told reporters Butterworth was a "megalomaniac." The judge told reporters Harris was "crazy." Harris then demanded that the judge, Robert Lance Andrews, disqualify himself for that remark, but he had already ruled in Harris' favor and dismissed the case.

The Democrats argued the racial issue to the Justice Department as well, again unsuccessfully. The Justice Department did, however, object to State House District 102, which extends from Collier into Broward. The new district took heavily Hispanic Dade County out of the district as it previously was configured, which diluted the voting strength of Hispanics from 73 percent of the district to 30 percent, the department said. The announcement was made less than four weeks before the qualifying deadline for House races and had the effect of invalidating the entire reapportionment plan for the House.

The only apparent way to fix the problem was for the governor to call the Legislature back for a special session, which then would require another review by the Florida Supreme Court. The uncertainty could roil the election season. But along came Speaker Feeney with what House lawyer George N. Meros, Jr., called "the Speaker's fix." He and House Reapportionment Chairman Johnnie Byrd simply drew up a new plan for Collier and submitted it to the three federal judges in what had become the main litigation over reapportionment. The "Speaker's fix" adjusted the boundaries of District 102 and two adjacent districts to add about 9,000 Hispanics to the challenged district. If the judges ordered the change, there wouldn't have to be a special legislative session, which likely would simply ratify the Speaker's plan anyway.

The Democrats countered with a plan changing 11 districts and making a Miami district less Republican and more of a partisan toss-up. The federal judges got an earful of political carping during the trial. At one point, a Democratic lawyer forgot to bring copies of all the color-coded maps being proposed, and when copies were made, they were in black and white and were almost useless. When Democrats complained that they had no voice in the drawing of the boundaries, a House lawyer remarked that Republicans weren't allowed so much as to touch the mouse of the map-making computer a

decade ago. A different Democratic lawyer, Terence Anderson, complained that the congressional redistricting was “the most extreme political gerrymander that has come before the courts in a published case.” Then Anderson acknowledged that, while racial or other specific concerns have caused plans to be overturned, the courts have never upheld a challenge based simply on partisan politics.

And that record stands. The three judges upheld the Florida plan two weeks before candidate qualifying ended. But the “Speaker’s fix” for District 102 got their approval only for the 2002 elections.

The 2002 redistricting was not only highly partisan and contentious, but highly expensive, too. The House, according to the *St. Petersburg Times*, spent almost \$5 million on lawyers, consultants, and travel expenses.²⁷ Miguel DeGrandy, who as a legislator fired the first shot with his lawsuit over the 1992 reapportionment, this time was a paid House lawyer, and his law firm hauled down \$1.8 million in fees and expenses. The House legal team also included the federal judge, by then retired, who presided over the 1992 congressional redistricting; Joseph W. Hatchett’s law firm, politically ubiquitous Akerman Senterfitt, took in \$1.6 million. The Senate spent just under \$2 million, almost all of it for the law firm of former Senate Republican leader Jim Scott. And those costs, of course, do not count the time of legislators and their staffs.

In 2003, the Legislature made the “Speaker’s fix” for Collier permanent, and the Florida Supreme Court approved it. And that put reapportionment to rest until after the 2010 census.

2012 Redistricting

The 2010 census showed continued growth in Florida. The state picked up two more congressional districts, which would now have 696,345 people, up from 639,295 a decade ago. The 40 State Senate seats would ideally have 470,033 people, up from 399,559. The 120 Florida House seats would ideally have 156,678 people, vs. 133,186 a decade ago.

This time around, reapportionment would have to contend with Amendments 5 and 6, the “Fair District” amendments, which would complicate both the legislative process and the Florida Supreme Court’s review.

The court had started preparing early. After all, it would have only 30 days, under a constitutional limitation, to review and rule on a plan that legislators and interest groups had been working on for months. In fact, one argument made at various points in the court proceedings by both the House and the Senate was that some aspect or another of the plan was too complicated for the court to independently assess in the short time allotted, so it should simply defer to the Legislature. (The court rejected that idea.) On January 4, 2012, as the Legislature opened, the court issued an order on the schedule for its proceedings. Three weeks later came a separate order with technical requirements that indicated it was going to make use of the same software the Legislature used to analyze the plans and any alternatives submitted.

The Legislature’s preparations started nine months earlier with the selection of reapportionment committees chaired by Will Weatherford and Don Gaetz. New technology that included “district building” software was rolled out as a website for use by the public in submitting plans. As in previous rounds of reapportionment, there were public hearings around the state. Leaders in both houses insisted that they were complying with the new “Fair District” standards. There were objections that the hearings did not offer any actual plans for people to comment on. In response, some said if there were, there would be complaints the plans had been made in a back room without public comment.

In the end, the plans for both congressional and legislative redistricting were finished in record time and were approved by 80-37 in the House and 31-7 in the Senate. Weatherford called it “the most transparent and open in Florida’s history.” Senate President Mike Haridopolos noted that it was “record time.” But the same day the package passed, a lawsuit was filed. Gaetz said he had expected groups would try to “find some judge somewhere who will agree with their contentions” and pointed out that \$10 million had been spent in legal fees in the 2002 reapportionment. Gaetz said Amendments 5 and 6 meant that “no matter where you drew a line, somebody would have standing to complain about it in a court.”

The final plan appeared to protect some incumbents, but the legislation stated specific justifications for each district that reflected language from the Fair District Amendments. Of Gaetz’s own Senate Dis-

trict 1, for example, CS/SJR 1176 stated: “It is the intent of the Legislature to establish Senate District 1, which ties coastal communities of the Florida Panhandle in Escambia, Santa Rosa, Okaloosa, Walton, and Bay Counties; is equal in population to other districts; follows political and geographical boundaries; and follows the boundaries of the state on its west, the eastern boundary of Bay County on its east, the Gulf of Mexico on its south, and the Intracoastal Waterway, the Yellow River, and Interstate 10 on its north.”

The congressional plan (CS/SB 1174), adding two new congressional seats, was signed by Governor Rick Scott and became law immediately. A staff analysis said the plan reduced the number of counties split by congressional boundaries from 30 to 21, reduced the number of cities split from 110 to 27, made the districts more compact and reduced the time and distance to travel the district, and maintained the number of districts likely to elect black or Hispanic representatives.

The legislative plan went immediately to the Supreme Court, which by a 7-0 vote upheld the House reapportionment and by a 5-2 vote rejected the Senate’s. Justice Barbara Pariente’s opinion for the court noted that the amendments set standards higher than federal standards for evaluating reapportionment plans. The amendments “are designed to maximize electoral possibilities by leveling the playing field.” The standard before 2012 was “not more stringent than the requirements under the United States Constitution.” That meant, she said, reviewing the plans under the “one person, one vote” standard of the Equal Protection Clause. Beyond that, the court simply applied the Florida Constitution’s requirements that the districts be “consecutively numbered” and consist of “contiguous, overlapping or identical territory,” a description that allowed for either single-member or the multi-member districts that were common before 1982. The “consecutive numbering” requirement doesn’t require that the numbers flow geographically; it just means that the Legislature can’t skip numbers.

Amendment 5 in 2010, the “Fair District” Amendment relating to legislative reapportionment, added new standards, Pariente noted, that were intended to prohibit “favoritism or discrimination, while respecting geographic considerations” and to

“require legislative districts to follow existing community lines so that districts are logically drawn, and bizarrely shaped districts … are avoided.” Legislative apportionment has a “crucial role” in their right to elect their representatives. “To secure protection of this right” the voters through Amendment 5 “employed the essential concept of checks and balances, granting to the Legislature the ability to apportion the state in a manner prescribed by the citizens and entrusting this court with the responsibility to review the apportionment plans to ensure they are constitutionally valid.” Citing earlier cases, Pariente said the court’s obligation was to apply the standards “to fulfill the intent of the people, never to defeat it.”

Unlike Attorney General Butterworth in 1992, Attorney General Pam Bondi argued for an “extremely limited review,” as the court put it, and “allow all fact-based challenges to be brought subsequently in trial court.” The court largely did that, although with somewhat deeper review that Bondi seemed to contemplate. Two things were different this time around, Pariente noted.

“Undoubtedly, this Court is limited by time to be able to relinquish for extensive fact-finding as we have undertaken in other original proceedings, or to appoint a commissioner to receive testimony and refer the case back to the appellate court together with findings that are advisory in nature only… In contrast to 2002, where the challenges exceeded our limited scope of review because they were based on violations of federal law, the challenges in 2012 are based specifically on allegations that the plans facially violate the requirements of the new provisions of our state constitution. The second development is that technology has continued to advance in the last decade, allowing this Court to objectively evaluate many of Florida’s constitutionally mandated criteria without the necessity of traditional fact-finding, such as making credibility determinations of witnesses.”

The court noted that Amendment 5, which had become Section 21 of Article III in the Florida Constitution, focused on “intent,” not “effect.” So a plan that protected incumbents basically passed muster as long as there were acceptable alternative reasons for the plan and there was no evidence of prohibited intent. The fact that legislators had members’ addresses, or that there are more districts likely to vote Republican even though more registered voters

are Democrats do not show improper intent. “Rather, when the Court analyzes the tier-two standards and determines that specific districts violate those standards without any other permissible justification, impermissible intent may be inferred.”

The court’s most important ruling may have been the rejection of claims of partisan gerrymandering. “One of the primary challenges brought by the Coalition [consisting of the League of Women Voters, Common Cause and the National Council of La Raza] and the FDP [Florida Democratic Party] is that a statistical analysis of the plans reveals a severe partisan imbalance that violates the constitutional prohibition against favoring an incumbent or a political party. The FDP asserts that statistics show an overwhelming partisan bias based on voter registration and election results. Under the circumstances presented to this Court, we are unable to reach the conclusion that improper intent has been shown based on voter registration and election results.”

But the court rejected specific Senate districts that did not appear compact and that had unusual partisan or incumbent protection.

The Senate also argued that Section 21 applied to the district boundaries but not district numbering, and admitted the numbers were arranged to allow some incumbent senators to serve 10 years rather than eight. The court rejected the argument and said the numbering plan intended to favor incumbents violated the amendment.

The court rejected Gaetz’s own District 1 along the Panhandle beaches, as well as District 3, which was a similar east-west “bacon strip” district along the inland half of the Panhandle. Other districts invalidated were District 6 and 9, two north-south “bacon strip” districts that also failed a standard for compactness and without adequate evidence to support a goal of furthering minority representation; District 10 because of a 12-mile-long appendage that incorporates an incumbent’s residences and that also gave the district an oversized population; District 30 in Collier and Lee counties; and Districts 29 and 34 in Palm Beach and Broward counties. Protection of incumbents was a factor in all of those districts.

Justice Charles Canady, a former state legislator and former congressman, dissented and was joined by Chief Justice Ricky Polston. They are the court’s two most consistently conservative members and



Photo by Mark T. Foley

Speaker Dean Cannon comments on a successful legislative session following sine die, March 10, 2012. Standing directly behind him is Senate President Mike Haridopolos.

would have approved the entire package.

“It has not been shown that the Legislature’s choices in establishing the district lines in the Senate plan are without a rational basis,” Canady wrote, using language for the lowest possible level of judicial review. “The text of section 21 does not explicitly address the judicial review process. And it is unwarranted to conclude that section 21 implicitly altered the structure or nature of the existing constitutional review process.”

Three justices wrote concurring opinions largely to respond to the dissent. Justice Fred Lewis said he had expressed concern 10 years ago about the lack of time to do an in-depth review of the reapportionment plan, but noted that the 1968 Constitution really was focused on meeting the one-man, one-vote standard of equal district populations. Now though, the new Amendment 5 was requiring much more detailed analysis. Justices Fred Lewis and Jorge Labarga separately said the dissenters were ignoring clear mandates of the Florida Constitution in promoting a superficial review of the plans.

The harshest words came from Justice E.C. Perry, one of two black justices and a veteran of the 1960s civil rights movement. He noted that all members of the Black Caucus voted against the reapportionment plan, noted concern that more minorities

than necessary were “packed” into minority districts to protect Republican incumbents in surrounding districts, then added: “The people of Florida voted to add these new redistricting mandates. They could not have spoken louder or with more clarity. As recognized by the majority, the citizens of Florida have entrusted us to interpret and apply these constitutional standards. We cannot simply be a rubber stamp for the Legislature’s interpretation of the constitution.”

After the ruling on March 9, 2012, the Senate reconvened, redrew lines, and renumbered districts. After House approval, the plan went back to the court and won final approval. Again the vote was 5-2. Justices Pariente, Lewis, and Labarga from the original majority were joined, at least in the result, by former dissenters Polston and Canady. Justices Peggy Quince and E.C. Perry, the two black justices, objected that the new lines for Districts 6 and 9 changed District 8 and split a historically black area around Bethune-Cookman College in Daytona Beach to the advantage of Republicans.

The challenge to the 2012 reapportionment did not end there. The new challenges in the trial courts, predicted by Senator Gaetz and viewed as appropriate by Attorney General Bondi and by Pariente’s opinion, moved forward. The Supreme Court on July 11, 2013, said the challenge to the state Senate map could proceed in the Circuit Court in Leon County. After Circuit Judge Terry Lewis ruled that depositions of legislators and staff could proceed, the Legislature won an appeal to the First District Court of Appeal, which said a “legislative privilege” prevented compelled testimony or production of emails and other documents relating to the preparation of the reapportionment plan.²⁸ On December 13, however, the Florida Supreme Court reversed the lower appellate court. The Supreme Court unanimously agreed that a legislative privilege exists in Florida as an inherent part of “separation of powers” among the branches of government, but said that privilege is trumped by the “explicit prohibition in the Florida Constitution,” as part of the Fair District Amendments, against

an “intent” to protect a party or incumbent.²⁹

The opinion, written by Justice Pariente, is the first Supreme Court opinion recognizing a legislative privilege, which is not referred to in the Florida Constitution. Even the Evidence Code, passed by the Florida Legislature and recognizing such privileges as a lawyer-client privilege, a doctor-patient privilege, and a privilege in communications between spouses, does not list a privilege for legislators to refuse to testify or provide documents related to legislation. Pariente said the privilege is “inherent” in the Constitution but “is not absolute.” She noted, “In contrast to the vast majority of states, the Florida Constitution does not include a Speech or Debate Clause and has not included one since the clause was omitted during the 1868 constitutional revision.” Indeed, Florida’s Constitution has a “broad constitutional right of access to public records” and a citizen’s “right to transparency in the legislative process.”

Her opinion, for five of the seven justices, added, “We therefore reject the Legislature’s argument that requiring the testimony of individual legislators and legislative staff members will have a ‘chilling effect’ among legislators in discussion and participation in the reapportionment process, as this type of ‘chilling effect’ was the precise purpose of the constitutional amendment outlawing partisan political gerrymandering and improper discriminatory intent.”

Challengers of the reapportionment plan had already obtained emails and other information indicating regular consultation between the Republican Par-



Photo by Mark T. Foley

Redistricting Committee Chair Will Weatherford explains revisions to the plan during a special session of the Legislature, March 27, 2012.

ty and legislative staff members about the suitability of one district boundary or another—evidence, the challengers said, of the prohibited intention to protect incumbents and Republican control. The question is how much that matters to the ultimate validity of the plan. The court in its 2012 opinion focused on legitimate purpose served by the plan with respect to particular district boundaries, and treated as incidental the effects criticized by challengers such as the disproportionate Republican representation.

Justice Jorge Labarga, obviously sensitive to recurring debate about court decisions overturning legislative policies, wrote a separate opinion saying, “It is the Florida Constitution, not the judiciary, that creates the necessity for the Legislature to disclose any evidence of improper intent.”

In dissent, Justice Charles Canady opened with a sharp rebuke of the majority: “[F]or the first time in the recorded history of our Republic, a court has

ruled that state legislators are required to submit to interrogation in a civil case concerning their legislative activities.” He said the decision creates “a radical change in the relationship between the judicial branch and the legislative branch by thrusting judicial officers into the internal workings of the legislative process.” He distinguished the “intent” of an individual legislator from the intentions of the Legislature as a whole. He added, “Nothing in the text of the proposed amendment—much less the ballot summary—informed the voters that this alteration would be a consequence of the adoption of the amendment by the people.”

The decision is not yet the last word. The court left open issues about questioning legislators on their “subjective thoughts and impressions.” That could lead to another appeal. The clash between legislative prerogative and judicial imposition of constraints drawn from constitutional language goes on.

¹The term “reapportionment” refers to the reallocation of seats within the state. “Redistricting” refers to the redrawing of district lines. “Reapportionment,” the term chosen for naming the legislative committees, in this article embraces “redistricting.”

²An excellent history was prepared by the Florida House of Representatives Committee on Reapportionment before the 1992 round, “Reapportionment in Florida: Out of the 19th Century, Into the 21st,” which is republished in perhaps the most authoritative academic compilation of articles on Florida reapportionment, Susan A. McManus, ed., *Reapportionment and Representation in Florida: A Historical Collection* (Intrabay Innovation Institute, Tampa, Florida, 1991).

³For a long history of reapportionment back to English shires, see generally *Congressional Quarterly’s Guide to Congress* (3rd. edition, 1982 (hereafter cited as *Congressional Quarterly*). See also Susan A. McManus, ed., *Reapportionment and Representation in Florida: A Historical Collection* (University of South Florida, Tampa, Florida, 1991) (hereafter cited as McManus).

⁴Summary Files compiled by Florida Senate Committee on Reapportionment, March 17, 2011, based on 2010 Census P.L. 94-171.

⁵U.S. Census 2010. See <http://2010.census.gov/2010census/data/>.

⁶Fla. Const. Art. III, §20 and §21.

⁷570 U.S. ___, 133 S. Ct. 2612 (No. 12-96, June 25, 2013). [No page number yet available.]

⁸The bill was Committee Substitute for Senate Joint Resolution 1176, or CS/SJR 1176.

⁹*Shelby County v. Holder*, 570 U.S. ___, 133 S. Ct. 2612 (No. 12-96, June 25, 2013). [No page number yet available.]

¹⁰William C. Havard and Loren P. Beth, *Representative Government: A Case Study of Florida* (1960), reprinted in McManus, page 21, 31.

¹¹The term appeared on July 13, 1955 and was reminiscent of the term “pork barrel” often used in national politics. Of course, “pork” is usually defined as a legislative program that benefits some locale other than one’s own. The cities certainly benefited from some “pork chop” programs. Rural areas received mental institutions and prisons that urban areas did not want. And the scattering of new colleges and universities around the state served not only the rural areas but also the urban ones. But parimutuel taxes were distributed equally to each county, and road funds were distributed on a formula favoring rural areas. For a detailed recounting of the “Pork Chop” era, see the 1973-74 *Florida Handbook*.

¹²U.S. Constitution Art. I, §2.

¹³The various mathematical formulas for allocating seats are described in *Congressional Quarterly*, ibid, en. 3.

¹⁴Fla. Const. Art. III, §16(a).

¹⁵*Congressional Quarterly*, p. 704-705. The Georgia situation gave rise to the 1964 U.S. Supreme Court decision, *Wesberry v. Sanders*, 376 U.S. 1 (1964), which declared that “as nearly as is practicable, one man’s vote in a congressional election is to be worth as much as another’s.” See also *Reynolds v. Sims*, 377 U.S. 533 (1964) applying similar standards to legislative districts and overturning Alabama’s guarantee of a legislative seat for each county.

¹⁶*Colegrove v. Green*, 328 U.S. 549 (1946). The petitioner, a political science professor at Northwestern University, noted that congressional districts in Illinois ranged in population from 112,116 to 914,053 in violation of the 14th Amendment’s Equal-Protection Clause. The argument was rejected, 4-3.

¹⁷*Gomillion v. Lightfoot*, 364 U.S. 339 (1960). The decision was based not on the Equal Protection Clause but on the 15th Amendment, forbidding denial of rights to citizens on the basis of “race, color or previous condition of servitude.”

¹⁸The conversation was first reported by Robert Pittman in the *St. Petersburg Times* and is recounted in Martin Dyckman’s biography, *Floridian of His Century: The Courage of Governor LeRoy Collins*. Collins said the justice was Hugo Black, but Dyckman’s research showed it more likely was William O. Douglas.

¹⁹There were three major U.S. Supreme Court decisions on Florida apportionment during this period, styled as *Swann v. Adams*: 378 U.S. 210 (1965); 383 U.S. 210 (1966); 385 U.S. 440 (1967). See also 385. U.S. 997 (1967).

²⁰In Re Advisory Opinion to the Governor, 150 So.2d 721 (January 30, 1963).

²¹For an account of the *Swann v. Adams* cases from the perspective of a key litigant, see Michael I. Swygert, *A Consummate Lawyer: William Reece Smith, Jr.*, Chapter 8 (Carolina Academic Press, Durham, North Carolina 2010).

²²The new provisions grandfathered in legislators whose terms had not expired, so in the 1963 session there were actually 45 senators and 125 representatives.

²³Interview by Neil Skene for *Florida Trend* magazine.

²⁴The 1978 Revision Commission’s proposal on an independent commission for reapportionment was revived by various advocates after the 1992 reapportionment. Florida Supreme Court Justice Ben Overton, who had been a member of the commission, advocated the plan in his concurring opinion approving the 1992 reapportionment plan.

²⁵*Johnson v. DeGrandy*, 512 U.S. 997 (1994).

²⁶*Miller v. Johnson*, 515 U.S. 900 (1995).

²⁷Steve Bousquet, “Battle Over Redistricting Increasingly a Costly One,” *St. Petersburg Times*, Dec. 2, 2002, p. 1-B.

²⁸*Florida House of Representatives v. Romo*, Florida First District Court of Appeal Case No. 1D12-5280 (May 22, 2013).

²⁹*League of Women Voters of Florida v. Florida House of Representatives*, Supreme Court of Florida Case Nos. 13-949 and 13-951 (December 13, 2013).



Some Notable Legislation

NOTE: The included legislation was selected based on historical significance.

1855 The General Assembly passed the first Internal Improvement Act, which offered public land to investors at discounted prices to stimulate development and the construction of railroad and canal transportation systems.

1856 The Assembly established a grant to aid construction of certain railroads.

1901 Public ditches, drains, or canals were allowed for sanitation, agriculture, public health, convenience, or welfare if approved by a majority of the owners of the land involved. An election law was enacted to regulate primaries conducted and paid for by political parties. Primaries were not mandatory.

1905 The Buckman Act consolidated state institutions of higher learning into three: the University of Florida at Gainesville, Florida State College for Women at Tallahassee, and the Florida Agricultural and Mechanical College for Negroes at Tallahassee. The Legislature also created the Everglades Drainage District to drain 7,500 square miles of swampland for agriculture and cattle raising. An automobile registration law was enacted and 296 vehicles were registered in the first two years.

1913 Governor Park Trammell sponsored the first Corrupt Practices Law to reduce the legal cost of seeking public office. The law allowed the expenditure of \$4,000 by candidates for the U.S. Senate and Governor and \$3,500 by candidates for Cabinet positions. The Legislature also enacted a law for state-conducted primary elections and created water control districts.



Florida State Archives

Interstate 95 North/South Expressway, Miami, 1960. The first legal steps toward a system of state highways were taken in 1915.

1915 The first legal steps were taken toward establishment of a state-constructed and maintained system of highways, a governmental function left previously to local agencies but requiring emergency measures because of the rapid development of automobiles and tourist traffic.

1917 Senator Oscar Eaton of Polk County championed a bill that appropriated \$300,000 for citrus canker eradication. Lands were set aside and given to Native Americans, and motor vehicle licenses were standardized.

1919 Legislation authorized the analysis of gasoline and oil and provided fees for inspection and fines for misrepresentation.

1925 The State Library was established and located in Tallahassee. Legislation regulated money lenders other than banks.

1931 The Legislature, applying part of the proceeds of a gasoline tax, secured bonds issued by

counties for roads and bridges during the expansion period of the 1920s. Pari-mutuel wagering at horse and dog tracks was legalized and airplane pilots were required to be licensed.

1935 The first workers' compensation legislation was enacted. Legislation regulated distribution and sale of alcoholic beverages (after repeal of the U.S. Constitutional Amendment forbidding consumption of alcohol).

1939 Compulsory school attendance of children ages 6 to 16 was first required by law. The Highway Patrol was established and licenses were required to operate an automobile.

1940 The ad valorem tax on real or tangible property for state purposes was abolished.

1941 The adulteration of naval stores (turpentine and rosin) was made a crime.

1943 A cigarette tax was levied to replace the loss of horse and dog racing revenues due to World War II.

1945 The cigarette tax was increased from three to four cents and taxes on beer and other alcoholic beverages were raised to finance a multimillion dollar improvement program at state institutions and to provide more money for schools.

1947 The Legislature enacted a Minimum Foundation Program to ensure educational opportunity for children in public schools of all counties and to encourage teachers to improve their qualifications by offering better pay for better training.

1949 The Legislature banned livestock from highways and enacted an omnibus citrus law that created the Department of Citrus, established patents, and raised marketing standards for fresh and canned fruit. Election laws were overhauled and the State Parks system was created. In a special revenue-raising session, the Legislature enacted a 3 percent limited retail sales tax, shared the proceeds of an increased cigarette tax with cities, and earmarked money from the seventh cent of the gasoline tax (previously used for schools and general government) for roads. An oath of loyalty to the State and United States was required of all public employees.

1951 Legislation relating to the prevention of abuse, abandonment, and neglect of children was passed. Cross burning in a public place was outlawed.

1955 The Legislature authorized a state-long turnpike and the state highway system. The removal of doors from discarded appliances was required to prevent the suffocation of children.

1957 The Legislature authorized statewide educational television. Funds were appropriated to found the University of South Florida and for expansion of the network of community colleges. Responsibility for state prisons was removed from the Department of Agriculture and taken over by the new Division of Corrections.

1963 The election of Governor and Cabinet was shifted to off-year from Presidential selection. Legislation provided a public defender for any person determined to be indigent.

1965 The Board of Regents, consisting of nine members with nine-year terms, took over policymaking for the state's institutions of higher learning from the Board of Control.

1967 All state, county, and municipal records were opened to all and common law marriages were ended.

1970 The first Legislature to meet in annual session under the new Constitution enacted a significant package of conservation laws that included protection of alligators and crocodiles, stiffer penalties for air and water pollution, and reduced use of persistent pesticides.

1971 A no-fault divorce law passed. Legislation removed commercial signs within 660 feet of interstate highways and forbade the mutilation, defacing, trampling, or burning of United States or Florida flags.

1972 The Legislature created a state land planning agency to plan for and guide growth and development and protect the natural resources and environment of the state.

1974 The Legislature enacted legislation for collective bargaining by public employees, and created an ethics commission to oversee public officers and employees.

1976 "The Dempsey J. Barron, W.D. Childers, and Joe Kershaw Cane Pole Tax Repeal Act" allowed any resident fishing in his own county, with natural bait, using poles without a line retrieval system, and fishing for non-commercial purposes, to fish without a license.

1978 Legislation passed to provide treatment and rehabilitation of both victims and perpetrators of domestic violence. The legislature made it a felony to kill a Florida or wild panther and established a reclamation plan to return mined lands to a beneficial use in a timely manner.

1981 Motor vehicle inspections, required annually since 1968, were discontinued. The Artificial Fishing Reef program was created.

1982 The Legislature raised the sales tax to 5 percent and established single-member districts for the House and Senate, thus placing the Legislature for the first time on a “one-man, one-vote” basis. On June 21, the Florida Senate refused to ratify the Equal Rights Amendment by a 22-16 vote.

1984 The Public Meetings Law passed, building on the 1976 “Sunshine Amendment,” by opening to the public all meetings of public agencies at which official acts are to be discussed.

1986 The Legislature passed and later repealed a sales tax on services.

1991 The Legislature created a Department of Elderly Affairs, passed bills mandating a

three-day waiting period between retail purchase and delivery of any handgun, established Florida Gulf Coast University, the 10th in the State University System, changed the selection of jurors from voter registration rolls to drivers license lists, and passed the “Everglades Forever Act” to improve and manage the Everglades.

1994 Voter registration by the Department of Highway Safety and Motor Vehicles was allowed.

1995 Florida law reintroduced prison chain gangs.

1996 Legislation passed included laws: requiring bicycle riders under 16 to wear a helmet; drivers under 21 with a blood alcohol level of 0.02 or more to lose their licenses; lobbyists to file financial reports twice a year and after any special session; and legislators to report food and meals along with other gifts on disclosure statements.

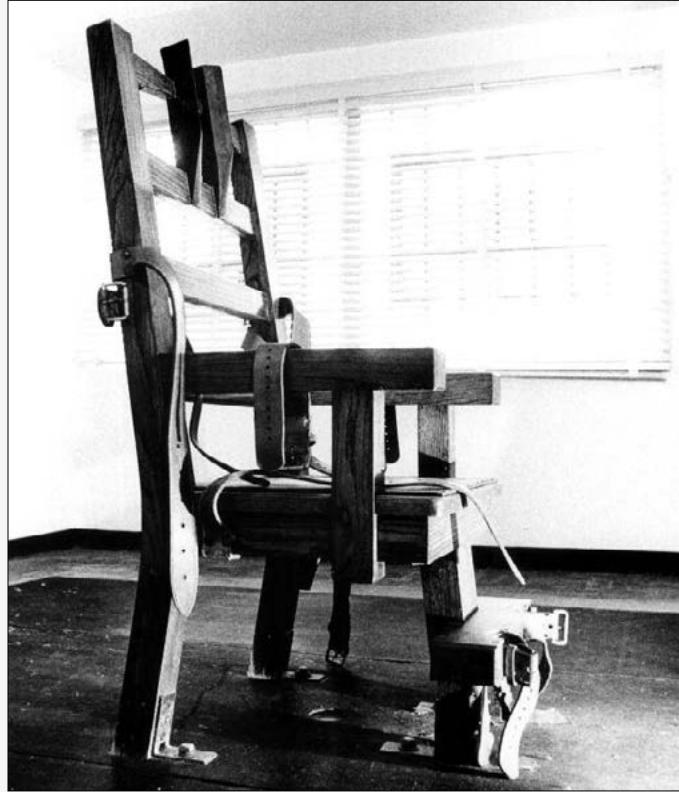
1997 A bill allocating \$2.7 billion was passed to relieve school crowding.

1998 The Legislature voted \$344 million to subsidize health insurance for children, \$50 tax rebates for home owners (later vetoed by Governor Chiles), the Marriage Preparation and Preservation Act, and, after 22 years of trying, compensation to Freddie Lee Pitts and Wilbert Lee for the 12 years they spent on Death Row for murders they did not commit.

1999 The Legislature passed a \$1.5 billion tax cut, school vouchers, parental notification before performing an abortion on a minor (later overturned in court), and the “three strikes” bill, which required judges to give the maximum sentence to people who commit their third violent crime.

2000 In a January three-day special session, the Legislature changed the primary method of execution from the electric chair to lethal injection as part of the Death Penalty Reform Act. The “One Florida” initiative, ending affirmative action in state universities and purchasing, was approved by the Legislature, along with a law school for Florida A&M University and a medical school for Florida State University. Late-term abortions were outlawed and insured motorcyclists allowed to ride without a helmet.

2001 The Board of Regents, a body which had overseen universities for more than 20 years, was dissolved and replaced with local boards of trustees.



Florida State Archives

Electric chair at the Florida State Prison, Starke, 1976. In 2000 the Legislature changed the primary method of execution from the electric chair to lethal injection as part of the Death Penalty Reform Act.

Election reform measures passed by the Legislature banned punch card systems and matching funds for out-of-state contributions.

2002 Counties were required to install equipment to accommodate disabled people at polling places.

2003 Medical malpractice reforms imposed a \$500,000 cap per doctor on liability claims for non-economic damages. Special session legislation gave Governor Bush the power to order feeding tubes be reinserted into Terri Schiavo, a brain-damaged woman at the center of a decade-long battle between her husband and parents. “Terri’s Law” was overturned by the courts. The Legislature also gave Governor Bush the authority to give Scripps Research Institute a \$310 million incentive to locate a biomedical research center in Palm Beach County.

2004 The Legislature set rules for elections supervisors in conducting early voting and ended a requirement that voters’ signatures on absentee ballots be witnessed. Health and safety protections for migrant farm workers were strengthened. The Legislature also required counties to begin paying the costs of detention of juveniles awaiting trial.

2005 The Legislature approved a complete ban on lobbyists’ gifts to legislators, and it permanently eliminated the state’s second primary elections. The Jessica Lunsford Act sentenced those convicted of molesting children younger than 12 to a minimum 25 years in prison.

2006 Legislators repealed “joint and several” liability, which required some defendants to pay more than their share of damages in a lawsuit; eliminated the annual state intangibles tax on property not secured by Florida realty; created a sunset advisory committee to review state departments on an eight-year cycle; passed the A-Plus-Plus plan for a more relevant curriculum in schools; and eliminated the deadline for prisoners to use DNA testing to prove their innocence.

2007 Legislators chose to move the presidential primary to January 29, in defiance of the rules of the Democratic and Republican parties. The Legislature also passed laws to protect teens involved in consensual relationships from new federal requirements to register as sex offenders, and required owners of non-native reptiles to pay up to \$100 for a license.

2008 The Legislature required new education standards that incrementally increase students’ core content knowledge and skills; banned dumping sewage off Florida’s east coast after 2025; and allowed employees with concealed weapons permits to leave guns in locked cars at work.

2009 Legislation permitted police to ticket motorists for failing to buckle up as a primary offense.

2010 The Legislature codified the Settlement Agreement between the Legislature and the Board of Governors of the State University System. It also banned the sale and trade of pythons and other non-native reptiles of concern, including Burmese, reticulated, amethystine and African rock pythons, as well as Nile monitor lizards and anacondas.

2011 Legislators reduced government spending by \$1 billion while avoiding raising taxes; increased Florida’s corporate income tax exemption from \$5,000 to \$25,000; increased penalties relating to prescription drug abuse; and made it a third degree felony to knowingly and willfully give false information to a law enforcement officer conducting a missing child investigation, popularly known as “Caylee’s Law.”

2012 The Legislature increased Florida’s corporate income tax exemption from \$25,000 to \$50,000 and created numerous tax incentives to further support job creation; passed a constitutional amendment, ratified by Florida voters, that granted homestead property tax exemptions to spouses of first responders killed in the line of duty; and passed more than 50 repealer bills to reduce the size of government.

2013 The Legislature created the preeminent state research universities program; added \$1.5 billion in K-12 education funding while keeping \$2.8 billion in reserves; provided for secondary enforcement of a ban on texting while driving; limited the use of drone aircraft by Florida law enforcement; and expanded early voting by requiring supervisors to offer a minimum of 8 days and up to 14 days of early voting.



Legislative Publications

Most of these publications are available at no charge from the office listed in parentheses after the title. The Clerk of the House of Representatives may be addressed at 513 The Capitol, 402 South Monroe Street, Tallahassee 32399-1300 or (850) 717-5400. The Secretary of the Senate may be addressed at 405 The Capitol, 404 South Monroe Street, Tallahassee 32399-1100 or (850) 487-5270.

Clerk's Manual. Biennial. (Clerk of the House)

Biographies and photos of current Representatives, Senators, and legislative officers. Most complete legislative biographical source available from the Legislature. Also includes district and seniority lists, Capitol Press Corps, and committees. Published since 1966. Pocket size. Not indexed.

The Florida Senate Directory. Weekly online updates. (Secretary of the Senate)

Lists committees with contact information, names of members, staff directors, and committee administrative assistants. Alphabetical listing of Senators with district and Tallahassee contact information, committee assignments, names of spouses, and legislative assistants. Includes phone numbers for Senate and legislative offices. Single copies are free.

The Florida Senate. Biennial handbook. (Secretary of the Senate)

General public-oriented guidebook to the Senate. Includes biographical data and photos of Senators, seating chart, diagram of how a bill becomes a law, map of Senate districts, and a brief description of the legislative process. Not indexed.

Welcome to the Florida House of Representatives. Biennial. (Clerk of the House)

General public-oriented guidebook to the House of Representatives. Includes brief biographical data and photos of House members, description of the legislative process, diagram showing how a bill becomes a law, seating chart, statistics on House members, and historical information on the legislature. Not indexed. A children's version of this publication, the *My Florida House Facts and Fun* book, is also available.

Directory of the Florida House of Representatives. Weekly online updates. (Clerk of the House)

Lists House officers, House committees with names of members, staff director and committee secretary. Alphabetical listing of representatives with district and Tallahassee addresses and telephone numbers, legislative assistants and district secretaries. Includes legislative support services and other legislative officers.

Journals of the Senate and House. Daily and Bound. (Secretary, Clerk)

Published each day Senate or House meet in formal session. Cumulated and edited into a final bound volume at end of session. The bound volume is considered to be the only official record. The *Journal* is not

a verbatim transcript of proceedings, but only records the official actions (i.e., bill titles, amendments, committee referrals, votes, and selected speeches) that have taken place. Indexed by bill number, sponsor, and subject. No charge for single copies of daily *Journal*.

Guide To Florida Government, Executive, Legislative, Judicial, Congressional (includes Capitol Press). Annual. (Clerk of the House of Representatives. Limited Distribution) Organizational chart, names and addresses of executive branch agencies and officials. Also lists legislative, judicial, and congressional members with contact information, members of Capitol Press Corps, and toll-free telephone numbers for various State services. Indexed by person and agency name.

Senate and House Bills. (Secretary of the Senate, Document Center, 304 The Capitol, 404 South Monroe Street, Tallahassee, FL 32399-1100. (850) 487-5915. Clerk of the House of Representatives, House Documents, 326 The Capitol, 402 South Monroe Street, Tallahassee, FL 32399-1300. (850) 717-5412) Complete sets of session bills are available for walk-in/pickup and mailing. Call for pricing. Single copies of bills are free.

Final Legislative Bill Information. Annual. (Legislative Information Division, Joint Legislative Management Committee, 704 Pepper Building, Tallahassee, FL 32399-1400. (850) 488-4371. In Florida, toll free: (800) 342-1827) Published since 1965. Also known as the "History of Legislation" or the "Citator." This is the most comprehensive legislative research tool available. Contains chronological actions of all bills and resolutions filed in regular and special sessions, sponsor reports and statistics. Indexed by subject, sponsor, and Constitution/statute citation. This is the final product of the automated bill history system, which includes an online service during the session, a daily bill history publication and other specialized reports.

The People of Lawmaking in Florida, 1822- . Biennial (cumulative). (Clerk of the House) Alphabetical listing of Florida legislators from territorial period to present. Each listing tells in which house the member served, session(s) served, district or county, and party affiliation.

The Language of Lawmaking in Florida. (By Allen Morris, former Clerk of the House. Limited distribution.) Defines terms and jargon unique to the Florida Legislature. Historical origin, where known, is also given.

Practical Protocol for Floridians. (Compiled by Allen Morris, former Clerk of the House. Limited distribution.)

Reconsiderations. (Compiled by Allen Morris and John Phelps, former Clerks of the House. Limited distribution.) The attempt to preserve the institutional memory of the Legislature through bits of history and anecdotes. Published in several editions in the 1980s. Fifth edition, 2006.

Principles, Practices, & Priorities; A Handbook on Parliamentary Practice in the Florida House of Representatives. (Written by the Florida House of Representatives under the direction of Parliamentarian Leonard M. Collins, 2008.)

Online Information

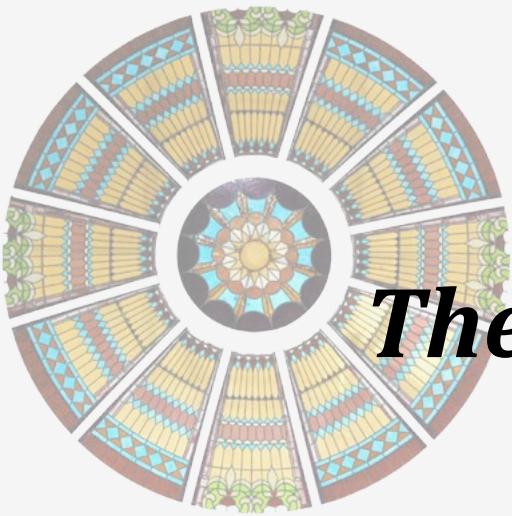
The Florida Senate website, www.flsenate.gov, is an online portal to extensive Senate information. The website includes bill information, analyses, calendars, journals, Senator, committee, and office contact information, news, video, and more. Senate Tracker can be used to track bills and other items throughout the website and receive automatic notifications when those items are updated. Most Senate publications are available for download and home printing free of charge at <http://flsenate.gov/>.

The House of Representatives offers very similar services at [http://myfloridahouse.gov/](http://myfloridahouse.gov), and also offers a free application for smartphones and tablets through which the public can view calendars, member information, publications, and live video of committee meetings and House sessions. The FL House app is available through the Apple App Store and Google Play.

A variety of legislative information including statutes and lobbyist information, as well as links to many other legislative and state websites, is available at the state's Online Sunshine website, www.leg.state.fl.us.

The House offers a free application for smartphones and tablets available through the Apple App Store and Google Play.





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The State Constitutions

“All political power is inherent in the people. The enunciation herein of certain rights shall not be construed to deny or impair others retained by the people.”

Florida Constitution, Article I, Section 1

The foundation for government in Florida is the State Constitution. The Constitution tells officers of Florida's government at all levels—state, county, city, and district—what they can do and what they cannot. These directions are subject to the limitations of the Constitution of the United States.

Florida's present basic Constitution was ratified by the voters at elections in 1968 and 1972.

To obtain this Constitution, the voters first approved on November 5, 1968, three amendments proposed by the Legislature. These amendments revised all 20 articles of the Constitution of 1885 except Article V, governing the courts. A revision of Article V was ratified at a special election on March 14, 1972.

Adoption of the four amendments climaxed a quarter century of efforts to revise the Constitution. State commissions, legislative committees, the old Florida State Bar Association and The Florida Bar, and individuals had labored to replace the old Constitution.

Amending the Constitution

The Constitution is a living body of basic laws, reflecting the changing needs of the people. This may be illustrated by the fact that the Legislature and the voters in 1969 amended the revised Constitution despite the years of thought and drafting which had gone into the year-old Constitution. Article XI of the Constitution provides that proposed amendments to the Constitution can come from four sources; all

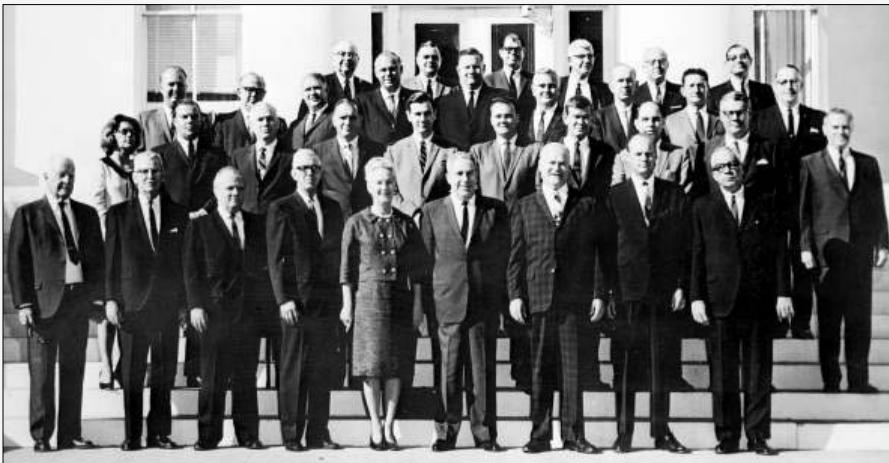
proposed amendments, regardless of source, must be ratified by the voters. Amendments may be proposed by joint resolution of the Legislature, initiative petition, the Constitution Revision Commission (meets every 20 years), and the Taxation and Budget Reform Commission (meets every 20 years). Article XI also provides a method for overhauling the entire Constitution—a constitutional convention.

Joint Resolution

The most common method of amendment proposal is passage of a *joint resolution* by a three-fifths vote of the membership elected to each house of the Legislature. The text of a joint resolution is set forth in full in the Journals of the Senate and House of Representatives, with a listing of the Senators and Representatives and how they voted.

Once the Legislature has proposed the amendment through adoption of the joint resolution, the Secretary of State is required by the Constitution to publish the text of the proposed amendment twice—once in the tenth week prior to the election and once in the sixth week—in a newspaper of general circulation in each county in which a newspaper is published.

Ordinarily, a proposed amendment is submitted to the voters at the next general election held 90 days after the amendment has been filed by the Legislature with the Secretary of State. However, by a law enacted by the “Yes” votes of three-fourths of the



Florida State Archives

Members of the Florida Constitution Revision Commission, 1966. The 1965 legislature established a constitution revision commission consisting of thirty-seven members, the attorney general, and representatives of the governor, Supreme Court, Florida Bar, Legislature, and the public. The commission organized on January 11, 1966, and delivered its recommendations to the legislature on December 13. The legislature freely exercised its right to revise the commission's draft.

members elected to each house of the Legislature, a special election can be held on a date more than 90 days after the filing.

Since general elections are held regularly in November of each even-numbered year, an amendment proposed by a Legislature meeting in an odd-numbered year could not receive voter action for about a year and a half unless the amendment was regarded by the extraordinary majority of the legislators as being sufficient of an emergency to justify the expense of a special election.

In drafting the revised Constitution, the Legislature separated the issues of the amendment and the special election, which had previously been combined. Thus, should the bill for a special election fail of the required three-fourths affirmative votes, the amendment itself would be submitted at the next regular election.

Adoption of an amendment requires the “Yes” votes of 60 percent of those voting on the amendment at the general election. A simple majority was required until amendment of the Constitution in 2006 to require the supermajority.

Initiative

The power of the people generally to propose amendments may be invoked by petition setting forth the proposed amendment. Signatures for activation are required from 8 percent of the electors in each of one half of the State’s Congressional districts and of the state as a whole. The percentage is based upon the number of votes cast in both the Congressional districts and the state in the most recent Presidential election.

The Secretary of State determines whether a petition meets the requirements as to signatures and, if so, advertises the amendment twice in each county and places it on the next general election ballot.

Constitution Revision Commission

The drafters of the 1968 Constitution provided for the convening of a Constitution Revision Commission of 37 members to periodically review the Constitution with a view to initiating changes deemed desirable (Article XI, Section 2).

The first such commission organized on July 7, 1977, and completed its deliberations on May 5, 1978, the deadline for reporting. Between those dates, the commission held 33 full membership meetings in Tallahassee and other locations around the state.

The commission’s work product was packaged in eight amendments. All were rejected by the electorate. The 1980 Legislature submitted an amendment to repeal the provision of the Constitution for a revision commission. That, too, was rejected. This left the requirement for another revision commission to be organized in 1997 or 1998.

The work of the 1997-1998 Constitution Revision Commission was divided into six phases. The first phase was the organizational session. The second phase included 12 public hearings at various sites throughout the state. The third phase involved dividing the Commission into substantive committees for the purpose of considering proposed amendments. The fourth phase consisted of the commission debating and adopting a draft proposal. The fifth phase involved transmitting the draft proposal to the Style and Drafting Committee for review and circu-

lating the proposals for public comment. The sixth phase involved final review and approval by the revision commission.

The commission whittled the more than 500 proposals down to 33 that went on the November 1998 ballot in the form of nine amendments. Eight of the amendments were approved by the voters.

Taxation and Budget Reform Commission

House Joint Resolution 1616 in 1988 proposed amendment to the Constitution establishing a Taxation and Budget Reform Commission. The amendment passed (s. 6, Art. XI), and the commission came into being. As with the Constitution Revision Commission, the Taxation and Budget Reform Commission proposes amendments to the Constitution to be voted on by the people. The new commission takes on any constitutional issues regarding taxation and the state budgetary process that were formerly within the purview of the Constitution Revision Commission.

Constitutional Convention

Power to consider revision of the entire Constitution has been reserved to the people through a provision for calling a Constitutional Convention.

As is the case with an initiative petition to amend a portion of the Constitution, a petition would

be used. This would state the desire for a convention. Signatures would be required of 15 percent of the electors in each of half of the Congressional districts and of the state at large. This percentage also would be based upon the number of votes cast at the most recent Presidential election.

Should such a petition be certified by the Secretary of State, this question would be placed on the ballot of the next general election held more than 90 days after the filing of the petition:

“Shall a constitutional convention be held?”

If a majority of those voting on that question said Yes, the voters at the next general election would choose one member of the convention from each district of the House of Representatives. Twenty-one days following that election, the Convention would meet at Tallahassee to organize.

The work product of that convention, if any, would be filed with the Secretary of State not later than 90 days before the next succeeding general election. The Secretary of State then would advertise the revision twice in each county and place the proposed new language on the ballot.

Text of Constitutions

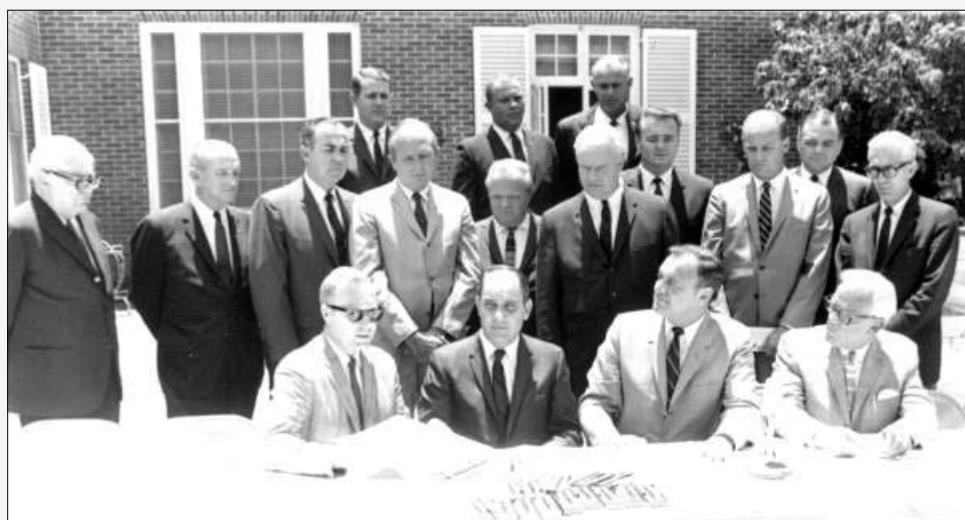
Text of the Constitutions, as well as information on proposed amendments to them, can be found at www.leg.state.fl.us/.

Ceremonial signing of the 1968 Constitution at the Governor's Mansion.

Back row, from left: Lt. Governor Ray Osborne, House Minority leader Donald Reed, Charlie Harris.

Middle row: Clerk of the House Allen Morris, former Speaker E.C. Rowell, Representative Ralph Poston, Representative Murray Dubbin, Richard T. Earle Jr., Chesterfield Smith, Congressman "Bill" Young, Thomas H. Barkdull, John Crews, William G. O'Neill.

Seated: incoming Speaker Fred Schultz, outgoing Speaker Ralph Turlington, Governor Claude R. Kirk, President of the Senate Verle Pope.



Florida State Archives

The First Constitution—1838

To prepare for statehood, a convention was convened at St. Joseph at noon on December 3, 1838, to draft a constitution. St. Joseph, a compromise site, was a bustling boom town which was devastated by yellow fever in 1841 and a hurricane in 1843 and passed out of existence.

A reflection of the newness of American occupation, only 3 of the 56 delegates were natives of Florida. The others were natives of 13 of the Union's then 26 states and 4 foreign countries. Lawyers and planters predominated, but there were at least two clergymen, two newspaper editors, three physicians, an innkeeper, a sea captain and fisherman, and a merchant.

Regulation of Banks

Regulation of banks was the overriding question of the convention. The Territory's three great banks were secured by bonds of the Territory. Proceeds of the sale of these bonds went to the banks although the Territory was liable for their maturity. The face amount of these bonds was \$3,900,000, and their subsequent default damaged Florida's credit for years. The banks had based their substance upon a pyramiding scheme which used cotton and slaves as collateral. Three years after the convention the banks had collapsed.

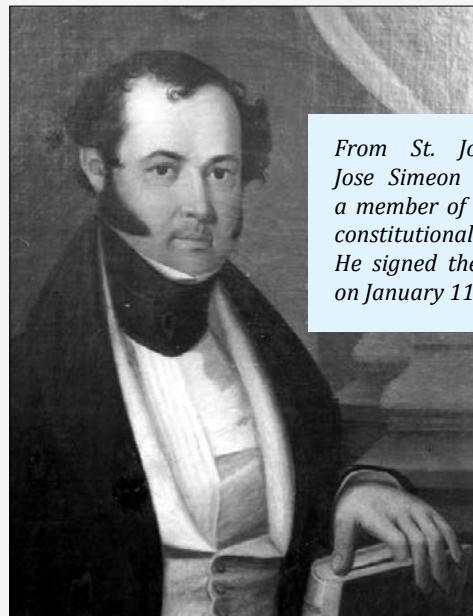
The convention established a governmental pattern which already prevailed in many of the states: a one-term governor, a bicameral legislature, and departmental administrators selected by the legislature and eligible for reelection.

Bankers, Clergymen Ineligible

The 1838 Constitution included three unusual provisions. Bank presidents, directors, cashiers, and other officers were declared to be ineligible to serve as governor or legislator during their bank service and for a year after ceasing to serve. This was a reflection of the bank/anti-bank turmoil.

Similarly, no clergyman could serve as governor or legislator. The record does not reflect the reason for this prohibition but likely it was an outgrowth of the fierce desire of some to separate church from state. Interestingly, two delegates were clergymen, and each was shown to have voted for the prohibition although one may have voted by proxy.

The third provision, which lasted in Florida's Constitutions until ratification of the 1968 Constitution, denied public office to anyone participating in a duel as the challenger, challenged, or second.



From St. Johns County, Jose Simeon Sanchez was a member of Florida's first constitutional convention. He signed the constitution on January 11, 1839.

Florida State Archives

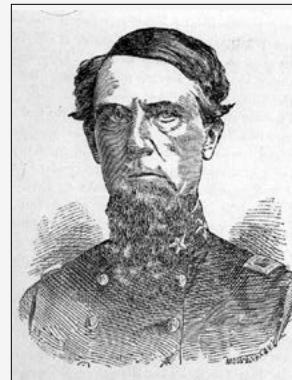
The 1838 Constitution initially provided for the offices of Secretary of State, Treasurer, Comptroller, and Attorney General. In 1845, the Legislature created the executive office of Registrar of Public Lands, and in 1851 the appointment of the Board of Agriculture. These two became the basis for the Office of Commissioner of Agriculture created by the Constitution in 1868.

By the morning of January 11, 1839, the President put the question, "Shall this be the Constitution of Florida?" The vote was: Ayes, 55, Nays, 1. (The lone "Nay" was cast by Richard Fitzpatrick of Dade, who earlier had sought to repeal the law authorizing the convention.) The President then arose and said: "I solemnly proclaim and declare, this to be the Constitution of the State of Florida."

Then commenced the struggle to persuade the voters to ratify the Constitution. The official return was 2,070 for the Constitution and 1,975 against, but the actual figures may have been even closer.

First Ex-Officio Board

In 1855, the Legislature began a practice that was to become a distinguishing mark of Florida government: the first ex-officio board was established; the governor and “the departmental officers” of the executive branch were named the Board of Trustees of the Internal Improvement Fund.



Engraved portrait of Confederate Colonel George T. Ward, circa 1862. Ward was a delegate from Leon County to the 1838 Florida Constitutional Convention.

Moss Engraving Company

The Second Constitution—1861

The onrush toward Civil War brought an election in December 1860 of a convention “for the purpose of taking into consideration the position of this State in the Federal Union.” This convention met in Tallahassee on January 3, 1861, and had produced for adoption on January 10 an Ordinance of Secession and a Constitution which largely altered the existing Constitution by substituting “Confederate States” for “United States.” The Ordinance of Secession declared Florida to be “a sovereign and independent Nation.” This Constitution was not submitted to the electorate for ratification, the law creating the convention having empowered the convention to make necessary changes in the 1838 Constitution.

The terms of the governor and secretary of state were changed from 4 years to 2, to become effective in 1865 so the incumbents would not be deprived of a portion of their terms. The treasurer, comptroller, and attorney general similarly had terms reduced from 4 years to 2. With the collapse of the Confederacy, the 1861 Constitution became void before the 1865 election.

New to the Constitution was the duty imposed upon the General Assembly (Legislature) to “provide for the purchase or erection of a suitable building for the residence of the governor, and the governor shall reside at the seat of government.” Prior to this, governors resided in their home towns, only coming to Tallahassee when official business required. In the fall of 1861, a representative of South Carolina’s governor, touring the Southern states to see what the chances were of other Southern states following if South Carolina seceded, stopped in Tallahassee to meet with the Governor, only to find he was not in the city.

The Third Constitution—1865

To restore Florida to the Union, President Andrew Johnson on July 13, 1865, appointed William Marvin as Provisional Governor and directed Marvin to convene a convention. Its members having been elected, the convention met in Tallahassee on October 28, 1865. The convention annulled the Ordinance of Secession and adopted a constitution which was to have become effective on November 7, 1865, without being submitted to the people for ratification.

The Constitution never became operative, however, as Congress rejected President Johnson’s plan for returning Florida and other states of the Confederacy to their pre-war status. Instead, Congress established five military districts for those states, each under the command of a general. Florida was designated as the third district.

The abortive 1865 Constitution was interesting for several of its provisions. There would have been, for the first time, a lieutenant governor, separately elected with a governor, for 4-year terms with no limitation on reelection. Also, the Constitution provided for the election by the people, also for the first time, of a secretary of state, an attorney general, a comptroller, and a treasurer, for 4-year terms to coincide with the term of the governor.

The Fourth Constitution—1868

The “Reconstruction” or “Carpetbag” Constitution was born of partisan turmoil, largely resulting from the disenfranchisement of many whites and emancipation of blacks.

By military order, Florida was divided into 19 districts for the election of delegates to a constitutional convention. During the 3 days beginning November 14, 1867, this election was held under military supervision.

Soon after the delegates met in Tallahassee on January 20, 1868, bitter antagonisms arose among the delegates which divided them into factions, none of which could command the presence of a quorum. One minority faction gathered at Monticello and returned in force at midnight to Tallahassee to occupy the convention hall. Joined by two from the faction which had been engaged in writing the constitution, the new majority ousted the former majority. After much debate, the commanding general for the district of Florida finally made the choice and his selection wrote the constitution, which the people ratified May 4, 1868.

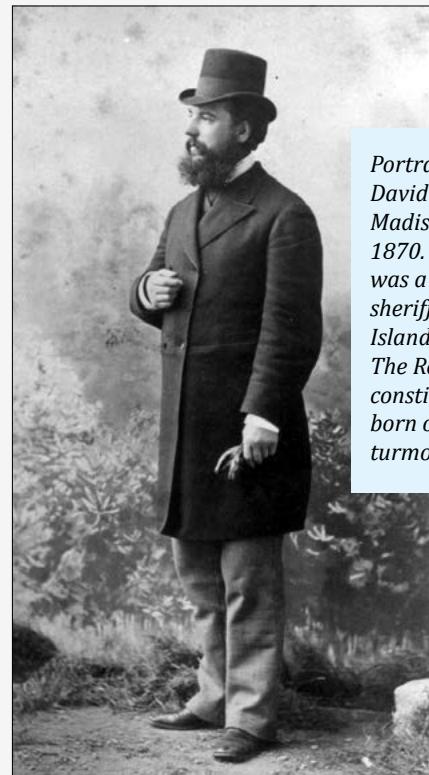
Power of Populous Counties Restricted

Those who wrote the “Carpetbag” Constitution provided for political power to reside in the governor by causing all county offices to be appointive rather than elective. The relative importance of the populous counties was reduced by limiting the number of legislators they could elect. The Constitution established a system of public schools with some state support, institutions for the mentally ill and blind and deaf, and a state prison, and authorized establishment and maintenance of a House of Refuge for juvenile offenders and a Home and Workhouse for “common vagrants.”

This Constitution was the first to use the term “cabinet” in describing the administrative officers. To the traditional offices of secretary of state, treasurer, comptroller, and attorney general were added a surveyor general, superintendent of public instruction, adjutant general, and commissioner of immigration.

Seats for Seminoles

A unique provision was the allocating of a seat in the House and Senate for the Seminole Indians. This representation was limited to Seminoles “and



Portrait of Sheriff David Montgomery, Madison, circa 1870. Montgomery was a Carpetbag sheriff from Long Island, New York. The Reconstruction constitution was born of partisan turmoil.

Florida State Archives

in no case by a white man.” So far as records show, only one person sought to serve under this provision and his seating was denied because it was claimed that he was white.

Two of the political factions of the time were the Carpetbaggers, the name applied to Northern adventurers whose belongings were said to be carried in satchels fashioned of carpeting, and Scalawags, Southern whites who supported Reconstruction policies.

The Fifth Constitution—1885

To reverse political decisions embedded in the 1868 Constitution, the calling of a new convention was approved by the voters at the general election of 1884. Convened at Tallahassee on June 9, 1885, the convention required an unexpected 56 days to produce its draft. The Constitution was ratified at the general election of November, 1886, and became effective January 1, 1887.

The Constitution restored the election of public offices to the people, reduced the salaries of the governor and cabinet officers and judges, made the governor ineligible for reelection, abolished the office of lieutenant governor, provided for a legislature

of fixed numbers, a Senate of 32 members and a House of 68, and reduced the pay of legislators.

The Constitution authorized the imposition of a poll tax as a prerequisite for voting, and this became one of the two hotly contested issues, the other being appointive versus elective local offices. The poll tax, designed to reduce black voting, lasted until 1937.

This Constitution remained the basic law of the state until superseded in major part in 1968. By then, however, it was a vastly different document. Two hundred and fourteen amendments had been submitted to the voters, and 151 were ratified.

The Sixth Constitution—1968

The 1965 Legislature established a constitutional revision commission consisting of 37 members, the attorney general and representatives of the governor, Supreme Court, Florida Bar, Legislature, and the public.

The commission organized on January 11, 1966, and delivered its recommendations to the Legislature on December 13. The Legislature freely exercised its right to revise the commission's draft in four special sessions, lasting a total of 61 days, the last adjourning on July 2, 1968.

For the present constitution as subsequently amended visit Online Sunshine, www.leg.state.fl.us/.

P R E A M B L E

We, the people of the State of Florida, being grateful to Almighty God for our constitutional liberty, in order to secure its benefits, perfect our government, insure domestic tranquility, maintain public order, and guarantee equal civil and political rights to all, do ordain and establish this constitution.

ARTICLE I

DECLARATION OF RIGHTS

Section 1. POLITICAL POWER.-- All political power is inherent in the people. The enunciation herein of certain rights shall not be construed to deny or impair others retained by the people.

Section 2. BASIC RIGHTS.-- All natural persons are equal before the law and have inalienable rights, among which are the right to enjoy and defend life and liberty, to pursue happiness, to be rewarded for industry, and to acquire, possess and protect property; except that the ownership, inheritance, disposition and possession of real property by aliens ineligible for citizenship may be regulated or prohibited by law. No person shall be deprived of any right because of race or religion.

Section 3. RELIGIOUS FREEDOM.-- There shall be no law respecting the establishment of religion or prohibiting or penalizing the free exercise thereof. Religious freedom shall not justify practices inconsistent with public morals, peace or safety. No revenue of the state or any political subdivision or agency thereof shall ever be taken from the public treasury directly or indirectly in aid of any church, sect, or religious denomination or in aid of any sectarian institution.

Florida State Archives

Page 1 of the 1968 Florida Constitution.



Constitutional Amendments

Number of Amendments Submitted to Voters

Under Constitution of 1885 (1889–1968)

Submitted	214
Ratified	151
Rejected	63

Under Constitution of 1968 (1969–2012)

Submitted (17 removed before election)	182
Ratified	121
Rejected	44

For a summary of amendments to the 1968 Constitution through 1998 and Constitution Commission members 1838-1998 see *Florida's Constitution Revision Commission 1997-1998 Manual* compiled by Ron Morris.

Votes on Significant Amendments

Amendment	Year	For	Against
Homestead exemption.	1934	123,484	40,842
Right-to-work.	1944	147,860	122,770
Approves legislative apportionment with 42 Senate districts (two in most populous county) and 112 Representatives (at least one from each county).	1964	345,637	643,832
Bonds for four or more lane highways.	1965	280,103	429,630
Ratifies basic document revising 1885 Constitution.	1968	645,233	518,940
Allows 18-year-olds to vote.	1970	501,764	754,282
Four-year terms for State Representatives.	1970	435,052	675,473
Allows tax on income of corporations.	1971	841,433	355,023
“Sunshine Amendment” to require public officers to file net worth statement, on ballot by petition. (The first time the initiative process was used to get a proposed amendment approved by state voters.)	1976	1,765,626	461,940
Supreme Court Justices and District Court of Appeal Judges to be appointed by Governor upon recommendation of Nominating Commissions, with retention vote every 6 years.	1976	1,600,944	527,056

Amendment	Year	For	Against
Authorizes State-regulated, privately owned gambling casinos in a restricted designated area of eastern Dade County and southern Broward county, on ballot by petition.	1978	687,460	1,720,275
Eliminates elective Cabinet.	1978	540,979	1,614,630
Constitutional Revision Commission's package of eight amendments (all rejected).	1978	n/a	n/a
Allows counties and cities, with voter approval by referendum, to grant tax exemptions to new and expanded businesses.	1980	916,043	541,630
Modifies jurisdiction of the Supreme Court.	1980	940,420	460,266
Provides a homestead exemption of \$25,000.	1980	1,088,729	475,834
Allows casino gambling in hotels after local referendum.	1986	1,036,250	2,237,555
Authorizes the State to operate lotteries.	1986	2,039,437	1,168,858
Establishes English as the official language of Florida.	1988	3,457,039	664,861
Limitation of non-economic damages in civil actions.	1988	1,837,041	2,394,932
Establishes Taxation and Budget Reform Commission.	1988	2,111,320	1,538,470
Three-day waiting period for handgun purchases.	1990	2,840,912	522,248
Open government.	1990	2,795,784	392,323
Access to public records and meetings.	1992	3,883,617	793,229
Eight-year term limit for Florida's elected state and federal officers.	1992	3,625,500	1,097,127
Homestead property taxes capped at 3 percent or inflation, whichever is less.	1992	2,493,742	2,154,747
Limits the use of nets for catching saltwater finfish, shellfish, or other marine animals.	1994	2,876,091	1,135,110
Effective 2002, reduced cabinet membership to chief financial officer, attorney general, and agriculture commissioner; secretary of state and education commissioner eliminated from elected Cabinet.	1998	1,950,311	1,562,234
Preserves the death penalty in the constitution. Any method of execution allowed unless prohibited by the federal Constitution. Changes the wording in the constitution to conform to U.S. Supreme Court interpretation. Prohibits the reduction of death sentences based on invalidity of execution method. Provisions were retroactive.	1998	2,676,043	1,002,043
Provides for development of a high speed rail system linking Florida's five largest urban areas and providing for access to existing air and ground transportation facilities and services, with construction beginning by November 1, 2003 (repealed by amendment proposed by initiative petition adopted in 2004).	2000	2,900,253	2,607,495
Authorizes the death penalty for capital crimes and retroactively changed the method of execution. Changes the prohibition against "cruel or unusual punishment," to a prohibition against "cruel and unusual punishment" to conform with the wording of the Eighth Amendment to the United States Constitution.	2002	3,169,542	1,377,678
Requires that laws providing exemptions from public records or public meetings requirement must be passed by a two-thirds vote of each house of the Legislature.	2002	3,474,978	1,059,183

Amendment	Year	For	Against
Prohibits tobacco smoking in enclosed indoor workplaces excepting private residences, retail tobacco shops, designated hotel guest rooms, and other public lodging establishments, and stand-alone bars.	2002	3,501,161	1,431,966
Offers every 4-year-old child a free, high quality pre-kindergarten learning opportunity by the State no later than the 2005 school year, without taking away funds used for existing education, health, and development programs.	2002	2,868,500	1,974,408
Requires that the Legislature provide funding for sufficient classrooms to ensure meeting of maximum public school class size requirements for various grade levels, requires compliance by the beginning of the 2010 school year, and requires the Legislature to pay for the costs associated with reduced class size.	2002	2,550,201	2,317,671
Limits confinement of pigs during pregnancy so that the pig is prevented from turning around freely, except for veterinary purposes and during the prebirth period.	2002	2,608,996	2,155,911
Authorizes a local board of trustees to administer each state university. Each board shall have 13 members dedicated to excellence in teaching, research, and service to community. A statewide governing board of 17 members shall be responsible for the coordinated and accountable operation of the whole university system to avoid wasteful duplication of facilities or programs.	2002	2,813,145	1,834,816
Authorizes the Legislature to require by general law for notification to a parent or guardian of a minor before the termination of the minor's pregnancy.	2004	4,639,635	2,534,910
Requires the sponsor of a citizen-initiated constitutional amendment to file the initiative petition with the Secretary of State by February 1 of the year of a general election in order to have the measure submitted to the electors for approval or rejection at the following November general election.	2004	4,574,361	2,109,013
Authorizes Miami-Dade and Broward Counties to hold referenda on whether to authorize slot machines in existing, licensed parimutuel facilities. The Legislature may tax slot machine revenues. Any such taxes must supplement public education funding statewide.	2004	3,631,261	3,512,181
Repeals an amendment in the Florida Constitution that requires the Legislature, the Cabinet and the Governor to proceed with the development and operation of a high speed ground transportation system by the State and/or by a private entity.	2004	4,519,423	2,573,280
Requires any proposed amendment to or revision of the State Constitution, whether proposed by the Legislature, by initiative, or by any other method, must be approved by at least 60 percent of the voters of the state voting on the measure, rather than by a simple majority.	2006	2,600,969	1,900,359

Amendment	Year	For	Against
Prohibits the transfer of private property taken by eminent domain to a natural person or private entity; providing that the Legislature may by general law passed by a three-fifths vote of the membership of each house of the Legislature permit exceptions allowing the transfer of such private property.	2006	3,047,420	1,365,950
Increases the homestead exemption except for school district taxes; allows homestead property owners to transfer up to \$500,000 of their Save-Our-Homes benefits to their next homestead; provides a \$25,000 exemption for tangible personal property; and limits assessment increases for specified nonhomestead real property except for school district taxes. Adopted at Presidential Preference Primary, 1/29/2008.	2008	2,667,543	1,497,970
Provides that marriage is the legal union of only one man and one woman as husband and wife and that no other legal union that is treated as marriage or the substantial equivalent thereof shall be valid or recognized.	2008	4,890,883	3,008,026
Authorizes the Legislature, by general law, to prohibit consideration of changes or improvements to residential real property which increase resistance to wind damage and installation of renewable energy source devices as factors in assessing the property's value for ad valorem taxation purposes.	2008	4,351,975	2,839,825
Requires the Legislature to provide a property tax exemption for real property encumbered by perpetual conservation easements or other perpetual conservation protections and to provide for classification and assessment of land used for conservation purposes, and not perpetually encumbered, solely on the basis of character or use.	2008	4,875,162	2,235,969
Provides for assessment of working waterfront property based upon current use.	2008	4,983,313	2,072,041
Proposes the repeal of Section 7, Article VI of the State Constitution that requires public financing of campaigns of candidates for elective statewide office who agree to campaign spending limits.	2010	2,587,543	2,342,137
Requires the Legislature to provide an additional homestead property tax exemption by law for members of the United States military or military reserves, the United States Coast Guard or its reserves, or the Florida National Guard who receive a homestead exemption and were deployed in the previous year on active duty outside the continental United States, Alaska, or Hawaii in support of military operations designated by the Legislature.	2010	3,936,526	1,122,053
Requires that legislative districts or districting plans may not be drawn to favor or disfavor an incumbent or political party. Districts shall not be drawn to deny racial or language minorities the equal opportunity to participate in the political process and elect representatives of their choice. Districts must be contiguous. Unless otherwise required, districts must be compact, as equal in population as feasible, and where feasible must make use of existing city, county, and geographical boundaries.	2010	3,155,149	1,885,860

Amendment	Year	For	Against
Requires that congressional districts or districting plans may not be drawn to favor or disfavor an incumbent or political party. Districts shall not be drawn to deny racial or language minorities the equal opportunity to participate in the political process and elect representatives of their choice. Districts must be contiguous. Unless otherwise required, districts must be compact, as equal in population as feasible, and where feasible must make use of existing city, county, and geographical boundaries.	2010	3,153,199	1,857,748

Amendments Proposed to Voters in 2012

Amendment 1: Proposed by the Legislature. Proposing an amendment to the State Constitution to prohibit laws or rules from compelling any person or employer to purchase, obtain, or otherwise provide for health care coverage; permit a person or an employer to purchase lawful health care services directly from a health care provider; permit a health care provider to accept direct payment from a person or an employer for lawful health care services; exempt persons, employers, and health care providers from penalties and taxes for paying directly or accepting direct payment for lawful health care services; and prohibit laws or rules from abolishing the private market for health care coverage of any lawful health care service. Specifies that the amendment does not affect which health care services a health care provider is required to perform or provide; affect which health care services are permitted by law; prohibit care provided pursuant to general law relating to workers' compensation; affect laws or rules in effect as of March 1, 2010; affect the terms or conditions of any health care system to the extent that those terms and conditions do not have the effect of punishing a person or an employer for paying directly for lawful health care services or a health care provider for accepting direct payment from a person or an employer for lawful health care services; or affect any general law passed by two-thirds vote of the membership of each house of the Legislature, passed after the effective date of the amendment, provided such law states with specificity the public necessity justifying the exceptions from the provisions of the amendment. The amendment expressly provides that it may not be construed to prohibit negotiated provisions in insurance contracts, network agreements, or other provider agreements contractually limiting copayments, coinsurance, deductibles, or other patient charges.

Yes: 3,632,567 No: 3,856,735

Amendment 2: Proposed by the Legislature. Proposing an amendment to expand the availability of the property discount on the homesteads of veterans who became disabled as the result of a combat injury to include those who were not Florida residents when they entered the military and schedule the amendment to take effect January 1, 2013.

Yes: 4,907,715 No: 2,850,927

Amendment 3: Proposed by the Legislature. Proposing an amendment to replace the existing state revenue limitation based on Florida personal income growth with a new state revenue limitation based on inflation and population changes. Under the amendment, state revenues, as defined in the amendment, collected in excess of the revenue limitation must be deposited into the budget stabilization fund until the fund reaches its maximum balance, and thereafter shall be used for the support and maintenance of public schools by reducing the minimum financial effort required from school districts for participation in a state-funded education finance program, or, if the minimum financial effort is no longer required, returned to the taxpayers. The Legislature may increase the state revenue limitation through a bill approved by a super majority

vote of each house of the Legislature. The Legislature may also submit a proposed increase in the state revenue limitation to the voters. The Legislature must implement this proposed amendment by general law.

Yes: 3,204,653 No: 4,346,829

Amendment 4: Proposed by the Legislature. (1) Proposed amendments to Florida Constitution Article VII, Section 4 (Taxation; assessments) and Section 6 (Homestead exemptions) and Article XII, Section 27, and add Sections 32 and 33, relating to the Schedule for the amendments. (2) In certain circumstances, the law requires the assessed value of homestead and specified nonhomestead property to increase when the just value of the property decreases. Therefore, this amendment provides that the Legislature may, by general law, provide that the assessment of homestead and specified nonhomestead property may not increase if the just value of that property is less than the just value of the property on the preceding January 1, subject to any adjustment in the assessed value due to changes, additions, reductions, or improvements to such property which are assessed as provided for by general law. This amendment takes effect upon approval by the voters. If approved at a special election held on the date of the 2012 presidential preference primary, it shall operate retroactively to January 1, 2012, or, if approved at the 2012 general election, shall take effect January 1, 2013. (3) This amendment reduces from 10 percent to 5 percent the limitation on annual changes in assessments of nonhomestead real property. This amendment takes effect upon approval of the voters. If approved at a special election held on the date of the 2012 presidential preference primary, it shall operate retroactively to January 1, 2012, or, if approved at the 2012 general election, takes effect January 1, 2013. (4) This amendment also authorizes general law to provide, subject to conditions specified in such law, an additional homestead exemption to every person who establishes the right to receive the homestead exemption provided in the Florida Constitution within 1 year after purchasing the homestead property and who has not owned property in the previous 3 calendar years to which the Florida homestead exemption applied. The additional homestead exemption shall apply to all levies except school district levies. The additional exemption is an amount equal to 50 percent of the homestead property's just value on January 1 of the year the homestead is established. The additional homestead exemption may not exceed an amount equal to the median just value of all homestead property within the county where the property at issue is located for the calendar year immediately preceding January 1 of the year the homestead is established. The additional exemption shall apply for the shorter of 5 years or the year of sale of the property. The amount of the additional exemption shall be reduced in each subsequent year by an amount equal to 20 percent of the amount of the additional exemption received in the year the homestead was established or by an amount equal to the difference between the just value of the property and the assessed value of the property determined under Article VII, Section 4(d), whichever is greater. Not more than one such exemption shall be allowed per homestead property at one time. The additional exemption applies to property purchased on or after January 1, 2012, if approved by the voters at the 2012 general election. The additional exemption is not available in the sixth and subsequent years after it is first received. This amendment also delays until 2023, the repeal, currently scheduled to take effect in 2019, of constitutional amendments adopted in 2008 which limit annual assessment increases for specified nonhomestead real property. This amendment delays until 2022 the submission of an amendment proposing the abrogation of such repeal to the voters.

Yes: 3,244,419 No: 4,268,597

Amendment 5: Proposed by the Legislature. Proposing a revision of Article V of the State Constitution relating to the judiciary. Eliminates the requirement that a general law repealing a court rule pass by a two-thirds vote of each house, thereby providing that the Legislature may repeal a rule of court by a general law approved by a majority vote of each house of the Legislature that expresses the policy behind the repeal. The court could readopt the rule in conformity with the public policy expressed by the Legislature, but if the Legislature determines that a rule has been readopted and repeals the readopted rule, this proposed revision prohibits the court from further readopting the repealed rule without the Legislature's prior approval. Under

current law, rules of the judicial nominating commissions and the Judicial Qualifications Commission may be repealed by general law enacted by a majority vote of the membership of each house of the Legislature. Under this proposed revision, a vote to repeal those rules is changed to repeal by general law enacted by a majority vote of the legislators present. Under current law, the Governor appoints a justice of the Supreme Court from a list of nominees provided by a judicial nominating commission, and appointments by the Governor are not subject to confirmation. This revision requires Senate confirmation of a justice of the Supreme Court before the appointee can take office. If the Senate votes not to confirm the appointment, the judicial nominating commission must reconvene and may not renominate any person whose prior appointment to fill the same vacancy was not confirmed by the Senate. For the purpose of confirmation, the Senate may meet at any time. If the Senate fails to vote on the appointment of a justice within 90 days, the justice will be deemed confirmed and will take office. The Judicial Qualifications Commission is an independent commission created by the State Constitution to investigate and prosecute before the Florida Supreme Court alleged misconduct by a justice or judge. Currently under the constitution, commission proceedings are confidential until formal charges are filed by the investigative panel of the commission. Once formal charges are filed, the formal charges and all further proceedings of the commission are public. Currently, the constitution authorizes the House of Representatives to impeach a justice or judge. Further, the Speaker of the House of Representatives may request, and the Judicial Qualifications Commission must make available, all information in the commission's possession for use in deciding whether to impeach a justice or judge. This proposed revision requires the commission to make all of its files available to the Speaker of the House of Representatives but provides that such files would remain confidential during any investigation by the House of Representatives and until such information is used in the pursuit of an impeachment of a justice or judge. This revision removes the power of the Governor to request files of the Judicial Qualifications Commission to conform to a prior constitutional change.

Yes: 2,728,193 No: 4,654,341

Amendment 6: Proposed by the Legislature. This proposed amendment provides that public funds may not be expended for any abortion or for health-benefits coverage that includes coverage of abortion. This prohibition does not apply to an expenditure required by federal law, a case in which a woman suffers from a physical disorder, physical injury, or physical illness that would place her in danger of death unless an abortion is performed, or a case of rape or incest. This proposed amendment provides that the State Constitution may not be interpreted to create broader rights to an abortion than those contained in the United States Constitution. With respect to abortion, this proposed amendment overrules court decisions which conclude that the right of privacy under Article I, Section 23 of the State Constitution is broader in scope than that of the United States Constitution.

Yes: 3,511,631 No: 4,308,513

Amendment 7: Proposed by the Legislature. Proposing an amendment to provide, consistent with the United States Constitution, that no individual or entity may be denied, on the basis of religious identity or belief, governmental benefits, funding, or other support and to delete the prohibition against using revenues from the public treasury directly or indirectly in aid of any church, sect, or religious denomination or in aid of any sectarian institution.

Removed, rewritten by Office of Attorney General, became Amendment 8

Amendment 8: Proposed by the Legislature. Proposing an amendment to provide that no individual or entity may be denied, on the basis of religious identity or belief, governmental benefits, funding, or other support, except as required by the First Amendment to the United States Constitution, and deleting the prohibition against using revenues from the public treasury directly or indirectly in aid of any church, sect, or religious denomination or in aid of any sectarian institution.

Yes: 3,441,330 No: 4,286,572

Amendment 9: Proposed by the Legislature. Proposing an amendment to authorize the Legislature to provide by general law ad valorem homestead property tax relief to the surviving spouse of a military veteran who died from service-connected causes while on active duty or to the surviving spouse of a first responder who died in the line of duty. The amendment authorizes the Legislature to totally exempt or partially exempt such surviving spouse's homestead property from ad valorem taxation. The amendment defines a first responder as a law enforcement officer, a correctional officer, a firefighter, an emergency medical technician, or a paramedic.

Yes: 4,747,879 No: 2,950,159

Amendment 10: Proposed by the Legislature. Proposing an amendment to (1) provide an exemption from ad valorem taxes levied by counties, municipalities, school districts, and other local governments on tangible personal property if the assessed value of an owner's tangible personal property is greater than \$25,000 but less than \$50,000, and (2) authorize a county or municipality for the purpose of its respective levy, and as provided by general law, to provide tangible personal property tax exemptions by ordinance.

Yes: 3,433,162 No: 4,113,535

Amendment 11: Proposed by the Legislature. Authorizes the Legislature, by general law and subject to conditions set forth in the general law, to allow counties and municipalities to grant an additional homestead tax exemption equal to the assessed value of homestead property if the property has a just value less than \$250,000 to an owner who has maintained permanent residency on the property for not less than 25 years, who has attained age 65, and who has a low household income as defined by general law.

Yes: 4,718,158 No: 2,984,348

Amendment 12: Proposed by the Legislature. Proposing an amendment to replace the president of the Florida Student Association with the chair of the council of state university student body presidents as the student member of the Board of Governors of the State University System and to require that the Board of Governors organize such council of state university student body presidents.

Yes: 3,060,700 No: 4,306,176



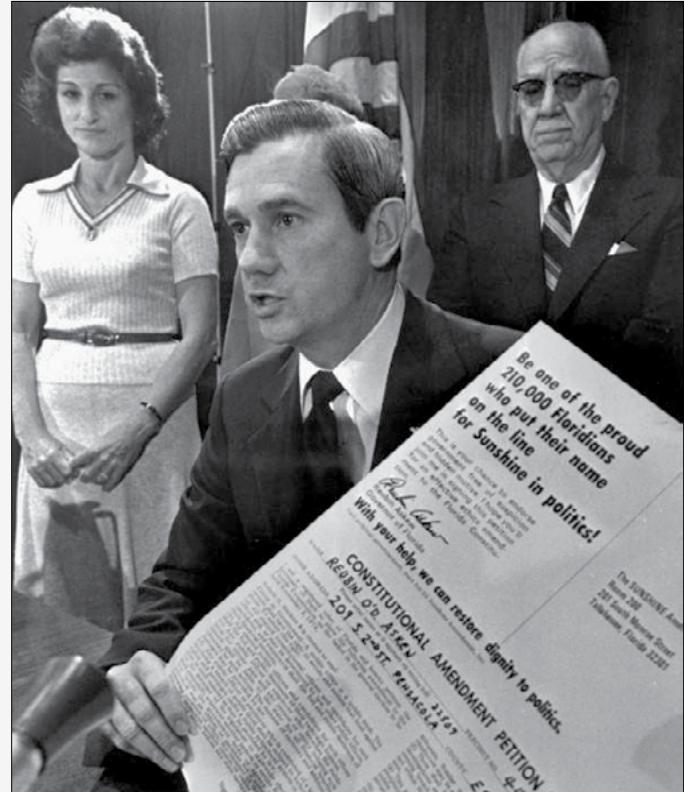
A Brief History of Florida's Sunshine Laws

Florida is a leading proponent of the public's right to inspect and copy governmental records and to attend and observe governmental meetings, or what has come to be known as "Government in the Sunshine".

In 1909, Florida began its tradition of open government with the passage of the "Public Records Law," Chapter 119, *Florida Statutes*. This law provides that any records made or received by public agencies in the course of official business are available for inspection and copying, unless specifically exempted by the Legislature. Since 1909, the definition of what constitutes a "public record" has been expanded to include not just traditional written documents but also tapes, photographs, films, recordings, and computer or other forms of electronic records.

In 1967, Florida enacted the "Government-in-the-Sunshine Law," Chapter 286, *Florida Statutes*. This law requires that reasonable notice of public meetings must be given; that all meetings of boards and commissions, except as otherwise provided in the Constitution, at which official acts are to be taken are declared to be public meetings open to the public at all times; that no resolution, rule or formal action shall be considered binding except as taken or made at such meetings; and that minutes of meetings must be taken and promptly recorded.

Initially, state prosecutors brought suit in the criminal courts to enforce Florida's ethics laws. In 1974, the Legislature deleted the criminal penalties associated with violations of the ethics laws, thus removing their enforcement from the criminal justice system. Simultaneously, the Legislature created the Commission on Ethics and charged it with admin-



Florida State Archives

Governor Reubin Askew holds up a giant petition postcard similar to the small one that was distributed to registered voters so that ethics reform would be added to the November 1976 ballot. Behind Askew, also present at the 1975 news conference, are Esther Friedman, legislative director of Common Cause, and E. Harris Drew, State Ethics Committee Chairman.

istering the Code of Ethics for Public Officers and Employees, Chapter 112, Part III, *Florida Statutes*.

The philosophy of open government soon expanded to encompass the conduct of public officials and candidates for public office. In 1976, Florida voters approved the "Sunshine Amendment" to the state constitution which:

- requires elected constitutional officers and candidates to file a sworn statement annually showing their net worth and the actual value of each asset and liability in excess of \$1,000.00;
- requires full and public disclosure of campaign finances by all elected public officers and candidates for such offices;
- establishes liability to the state for all financial benefits obtained by any public officer or employee who breaches the public trust for private gain;
- provides for forfeiture of retirement benefits upon conviction of a felony involving breach of the public trust;
- prohibits members of the Legislature and statewide elected officers from personally representing another person or entity for compensation before the government body or agency of which the individual was an officer for two years following vacation of office;
- prohibits members of the Legislature from personally representing clients for compensation during term of office before any state agency other than a judicial tribunal;
- provides for an independent “Commission on Ethics” to conduct investigations and to make public reports on all complaints concerning

breach of the public trust by public officers or employees; and

- requires a statutory code of ethics for all state employees and non-judicial officers to ensure that public officials do not use their employment or office for private gain or in such a manner that the public interest is subverted.

The passage of the Sunshine Amendment elevated the Commission on Ethics to constitutional status and entrusted it with the duty to investigate and make public reports on all complaints concerning “breach of public trust.” Rules of the Commission equate complaints concerning “breach of public trust” with alleged unethical conduct, including violations of conflict-of-interest standards for public officials in the *Florida Statutes* and the Florida Constitution. Examples of such provisions include the disclosure requirements of the Sunshine Amendment and Code of Ethics and the standards of conduct set forth in statute s. 112.313, F.S. Any citizen may file a sworn complaint with the Commission. Forms for this purpose are available from the Commission and from the Supervisors of Elections in each county. The Commission on Ethics is further empowered to prescribe forms for public and financial disclosures, to administer fines for public officers and employees

Group portrait of the Florida Ethics Commission members, 1976. From left: Charlotte Hubbard, DuBose "Duby" Ausley, Jim Sebesta, Orlando real estate executive Don Asher, executive director Lawrence A. "Larry" Gonzalez, retired Supreme Court Justice and Commission Chairman E. Harris Drew, assistant executive director Bonnie Johnson, Janice Jones, John A. Grant Jr., former House Republican leader Don Reed, Paul B?, Lois Harrison.



Florida State Archives

who fail to timely file their required financial disclosures, and to render advisory opinions upon the written request of any public official or employee.

Florida voters have continued to demand greater access to public records and decision making. In 1990, Florida voters overwhelmingly passed a constitutional amendment providing for open legislative meetings. Whether the Public Records Law and the Sunshine Law permitted access to legislative records and access to the judicial branch, however, was still unresolved. In 1991, a Florida Supreme Court opinion cast a cloud of doubt over the people's right of access. In *Locke v. Hawkes*, the Court issued an opinion holding that the Public Records Law *did not apply* to the constitutional officers of the three branches of government or to their functions.

In response to the Court's decision in *Locke*, the Attorney General proposed a definitive constitutional amendment to be added to the Declaration of Rights in Article I of Florida's Constitution. In February 1992, the Florida Legislature enacted a joint resolution proposing such a constitutional amendment entitled "Access to Public Records and Meetings" to be placed on the November ballot. Shortly thereafter, the Florida Supreme Court withdrew its earlier decision in *Locke* and in a substituted opinion reiterated that the Public Records Law and the

Sunshine Law applied to the executive branch and local governments but reaffirmed the court's earlier opinion that the Public Records Law did not apply to the legislative or judicial branches. That discrepancy did not last long. In November 1992, Florida voters resolved the matter, overwhelmingly approving the amendment by more than 83 percent, to ensure and secure the public's right of access to all three branches of government.

In November 2002, Florida voters again amended the Constitution to require a two-thirds vote of the Legislature, rather than just a simple majority, to approve new exemptions to Florida's Sunshine Laws.

In *Federalist No. 49*, James Madison wrote that "the people are the only legitimate foundation of power, and it is from them that the constitutional charter ... is derived." To secure the public from abuse, government must be fully accountable to the people for the actions it supposedly takes on their behalf. For more than 100 years the State of Florida has embraced this philosophy, embodying it in its Sunshine Laws and guaranteeing it in the state's Constitution. Today, Florida continues to lead the nation in advocating that the best assurance of a government that is responsive and responsible to the needs of the people is one that operates in the sunshine.



Floridians in Federal Office

The Federal Court System

The United States Constitution provides for the establishment of a Supreme Court of the United States and leaves to the Congress the establishment of inferior courts. The Congress has divided the nation into 12 Judicial Circuits, each embracing specified contiguous states. The Eleventh Circuit, created in 1980, embraces Florida, Georgia, and Alabama.

The United States Court of Appeals for the Eleventh Circuit has its headquarters and the office of its clerk in Atlanta.

Florida is divided into three federal court districts; they are designated as the Northern, Middle and Southern Districts of Florida, respectively. The Northern District's office is in Tallahassee, the Middle District's office is in Orlando, and the Southern District's office is in Miami.

First Woman Admitted by U.S. Supreme Court

It is believed that Herberta Leonardi of Coral Gables was the first Florida woman admitted to practice before the Supreme Court of the United States. Mrs. Leonardi was admitted on April 17, 1930.

First Woman Federal Judge

State Circuit Judge Susan Black of Jacksonville was appointed by President Carter and confirmed by the Senate in 1979 as the first woman to serve as a U.S. District Judge in Florida. Thirty-five years old at the time of appointment, Judge Black had earned her degree at Florida State University and her law de-

gree from the University of Florida. She had served as a County Court judge and for six years as a Circuit Judge.

Judge Black was not, however, the first Florida woman appointed to a federal judgeship. Pinellas County Circuit Judge Elizabeth A. Kovachevich was appointed by President Gerald R. Ford in 1976 but, lacking the support of Florida's two U.S. Senators, she was never confirmed by the Senate. Judge Kovachevich had a second chance with the election of President Ronald Reagan. She was again appointed in March 1982, and was confirmed by the Senate.

First Black District Judge

Alcee L. Hastings of Fort Lauderdale was appointed a Federal District Judge by President Carter, upon the recommendation of U.S. Senators Lawton M. Chiles and Richard (Dick) Stone, on November 14, 1979. He was the first black to serve as a Federal District Court Judge in Florida. He was impeached, convicted by the Senate, and removed on August 3, 1988. He was restored to office in 1992 by a federal district judge voiding the removal; subsequently he was elected to Congress.

Judge Hastings had been appointed a Circuit Court Judge by Governor Reubin O'D. Askew on May 2, 1977. He was not the first black to serve in that capacity. Judge Hastings had been an unsuccessful candidate for the Democratic nomination for United States Senate in 1974 and for the Public Service Commission in 1974. He was elected to the U.S. House of Representatives in 1992 where he presently serves.

First Latin American Federal Judge

In June 1986, Federico A. Moreno was named to a county bench by Governor Robert Graham. He was promoted to a circuit seat in October 1987 by Governor Robert Martinez, and, in 1990, he received a lifetime appointment to the federal bench and became the first judge of the Southern District to be born in Latin America.

United Nations Representatives from Florida

Ned L. Siegel, who has called Boca Raton his home since 1984, was appointed by President George W. Bush to serve as a Representative of the United States to the United Nations from 2006-2007. Following this assignment, Siegel served as Ambassador to the Bahamas from 2007-2009.

In 2011, President Barack Obama appointed former Florida Congressman Kendrick Meek as a representative to the U.N. Meek represented Florida's 17th District in the U.S. House from 2003-2011 and served in the Florida Legislature, both House and Senate, from 1994-2002.



Kendrick B. Meek

Floridians as Cabinet Under Secretaries

At least five Floridians have served as under secretaries in cabinet departments of the federal government.

Francis P. Whitehair of Deland was Under Secretary of the Navy under President Harry S. Truman in 1951-53, and for a period of about 10 days also under President Dwight D. Eisenhower. Previously, Whitehair had been the first General Counsel in the U.S. Office of Economic Stabilization.

LeRoy Collins of Tallahassee was Under Secretary of Commerce under President Lyndon B. Johnson from July 7, 1965, to October 1, 1966. Collins had previously served as first Director of the U.S. Community Relations Service under the Civil Rights Act of 1964. (See Collins biography.)

Jerry Thomas of Jupiter Island was appointed

Under Secretary of the Treasury under President Gerald R. Ford in March, 1976, and J. H. Williams of Ocala was appointed Deputy Secretary of Agriculture by President Jimmy Carter on January 15, 1979.

Interestingly, Whitehair, Collins, Thomas, and Williams had been candidates for Governor of Florida prior to their federal service. Whitehair ran unsuccessfully in 1940 and Thomas unsuccessfully in 1974. Collins was twice elected Governor, in 1954 and 1956. Williams lost in the Democratic first primary of 1978.

In 2009, native Floridian Francisco J. Sanchez was appointed Under Secretary for International Trade at the U.S. Department of Commerce by President Barack Obama. He had previously served at the U.S. Department of Transportation and at the White House. Prior to receiving his Masters in Public Administration from Harvard, Sanchez earned his B.A. and J.D. at Florida State University.

Floridians in the U. S. Cabinet

Florida had its first member of the Cabinet of a President of the United States with the appointment of Alan S. Boyd by President Lyndon B. Johnson as first Secretary of Transportation on January 16, 1967. Boyd served until the Johnson administration ended on January 20, 1969.

As a lawyer in Miami, he entered public service as general counsel for the Florida Turnpike Authority and subsequently was appointed a member of the Florida Railroad and Public Utilities Commission by Governor LeRoy Collins. Boyd was later elected to the commission and served as its chairman. He resigned to accept appointment to the U.S. Civil Aeronautics Board by President Eisenhower. He was later appointed Under Secretary of Commerce for Transportation by President Johnson, and stepped up to Secretary of Transportation when the cabinet post was created.

Former Governor Reubin O'D. Askew served in the Cabinet of President Carter as Trade Representative, with the rank of Ambassador Extraordinary and Plenipotentiary, from October 1, 1979, until the end of the Carter administration.

Robert H. Spiro, Jr., of Jacksonville served, by appointment of President Carter, as Under Secretary of the Army in 1979-1980.

President Bill Clinton drafted two Floridians for his cabinet in 1993: Janet Reno as Attorney General and Carol M. Browner as Administrator of the Environmental Protection Agency. Janet Reno, a career prosecutor, was appointed State Attorney in Miami by Governor Reubin O'D. Askew in 1978 and developed a sterling reputation for integrity in a criminal justice system. She served for Clinton's entire term, longer than any other U.S. Attorney General in the 20th century.

Carol Browner served in the federal government's most important post for setting environmental policy from 1993 to 2001.

Mel Martinez was nominated Secretary of Housing and Urban Development in 2001 by President George W. Bush and confirmed by the Senate. Martinez came to Florida from Cuba in 1962. He is an FSU law school graduate, ran as Lt. Governor in Ken Connor's 1994 gubernatorial bid and served as Orange County Chairman, a position akin to mayor of the county. He left his cabinet post in 2004 to run for the seat of retiring Senator Robert Graham. He is the first Cuban-American elected to the U.S. Senate. He retired in 2010.



Photo by David Bujak

Florida Division of Emergency Management director W. Craig Fugate speaking during annual hurricane briefing at the Emergency Operations Center, Tallahassee, 2005. President Obama nominated Fugate to lead the Federal Emergency Management Agency in 2009.

Jim Towey, director of Florida's Department of Health and Rehabilitative Services in the Chiles administration, was appointed to head the White House Office of Faith-Based and Community Initiatives in February 2002, reporting directly to President Bush. He served until May 2006.

In 2008, Carol Browner was nominated by President-elect Barack Obama to a position titled Energy Coordinator, a position to oversee and promote coordination among the different energy and climate entities.

President Barack Obama nominated Craig Fugate, head of the Florida Division of Emergency Management, to lead the Federal Emergency Management Agency in 2009.

Floridian in Confederate Cabinet

Stephen R. Mallory of Pensacola withdrew as a United States Senator from Florida when the state seceded from the Union in January 1861. Mallory then became Secretary of the Navy in the Cabinet of President Jefferson Davis of the Confederate States.

Territorial Representation

Prior to the admission of Florida as a state on March 3, 1845, the last day of the 29th Congress, the territory was represented in Congress by a delegate. David Levy Yulee was the last delegate, having served in the 27th, 28th, and 29th Congresses.

The first delegate was Joseph M. Hernandez of St. Augustine, who was seated on January 3, 1823. Hernandez was succeeded on March 4, 1823, by Richard K. Call of Pensacola and afterwards Territorial Governor.

Florida's First in Congress

The first United States Senators from Florida were David Levy Yulee of St. Augustine and James D. Westcott, Jr., of Tallahassee. Yulee and Westcott took their seats in Washington on December 1, 1845. Yulee won, by lot, the long term, running to March 3, 1851, while Westcott's term expired on March 3, 1849.

Yulee presented credentials as "David Levy," but on January 12, 1846, in conformity with an act

of the Florida Legislature, the Senate ordered the surname "Yulee" added to his name in the official records. "Yulee" was the family name in Gibraltar. (See Levy County.)

The first Congressman from Florida was Edward C. Cabell of Tallahassee whose election was successfully contested by William H. Brockenborough, also of Tallahassee, who took his seat in the House of Representatives on January 24, 1846.

Civil War and Reconstruction

With the secession of Florida from the Union, U.S. Senators Stephen R. Mallory of Pensacola and David Levy Yulee, then a resident of Homosassa, along with U.S. Representative George S. Hawkins of Pensacola, withdrew from Congress on January 21, 1861.

Brothers in Congress

Lincoln and Mario Diaz-Balart, elected to serve in the 108th Congress (2003-2005), are the first Florida brothers to serve together.

Florida's First Blacks in Congress

Josiah T. Walls, born a slave in Winchester, Virginia, in 1842, has the distinction of having been three times elected to the U.S. Congress from Florida and twice unseated in the election turbulence of Reconstruction.

He served in both the Confederate and Union armies: in the Confederate as an impressed servant with an artillery battery, and in the Union, serving in Florida with the Third and the 35th United States Colored Infantry and ultimately at Jacksonville as a sergeant major and instructor of artillery. He was mustered out in Florida and settled in Alachua County as a farmer.

He was elected to the Florida House of Representatives in 1868 and to the Senate in 1869. Walls first was elected to Congress in 1870 and served from March 4, 1871, to January 29, 1873, before being unseated by a white opponent in an election contest. He was reelected and served throughout the next Congress. Walls served in the forty-fourth Congress from March 4, 1875 to April 19, 1876, before he was

unseated by another white opponent. Walls returned to Alachua County and, although he was a member of a Gainesville law firm, he resumed farming. He was ruined financially by a freeze which killed his orange trees. He was placed in charge of the farm at Florida Agricultural College in Tallahassee and died there May 5, 1905. As a Congressman, he had introduced a bill which granted 90,000 acres of public lands to the college.

Corrine Brown, Alcee Hastings, and Carrie Meek were elected to Congress in 1992, the first blacks from Florida to serve since Reconstruction.

Claude Pepper's Service

Claude D. Pepper served in both houses of Congress but in reverse of the usual order. He was a U.S. Senator for 14 years from 1936 until his defeat in 1950, then the second longest term to Thomas Hart Benton's 30 years service. His 50 years of service in Congress, between 1936 and 1989, is a record. Earlier, in 1929, he served one term in the Florida House from Taylor County. It was there that he first displayed his concern for the aging. He introduced a bill to permit people 65 and older to fish without a license. During his service in Congress, from a district with part of Dade County, he earned a national reputation as the advocate of the elderly and the ailing.

Florida's Longest Serving Congressman

U.S. Representative Charles E. Bennett of Jacksonville served in Congress for 44 years, from 1948 until 1993. He was the second longest-tenured member of the House when he retired.

Known as a principal advocate for ethical reforms in Congress, his reputation earned him the nickname "Mr. Clean." He sponsored legislation creating the House Ethics Committee and served as its first chairman.

When asked to list the most important legislation he had sponsored he listed: creating an ethics code for government service; co-



Charles E. Bennett

sponsorship of the bill enacting the Americans With Disabilities Act; legislation providing federal assistance toward school construction and making “In God We Trust” the U.S. motto and requiring it to be included on all coins and currency.

Also an historian, Bennett wrote several books on early Florida history. He was instrumental in the creation of the Fort Caroline National Memorial in Jacksonville and the Timucuan Ecological and Historic Preserve.

Floridians in Congress

One Hundred and Fifth Congress

January 3, 1997 to January 3, 1999

Senators: D. Robert Graham (D), Connie Mack (R)

Representatives: Joe Scarborough (R), Allen Boyd (D), Corrine Brown (D), Tillie K. Fowler (D), Karen L. Thurman (D), Clifford B. Stearns (R), John L. Mica (R), William McCollum (R), Michael Bilirakis (R), C. William Young (R), James Davis (D), Charles T. Canady (R), Dan Miller (R), Porter J. Goss (R), David Weldon (R), Mark Foley (R), Carrie Meek (D), Ileana Ros-Lehtinen (R), Robert Wexler (D), Peter Deutsch (D), Lincoln Diaz-Balart (R), E. Clay Shaw, Jr. (R), Alcee L. Hastings (D) [Democrats 9, Republicans 14]

One Hundred and Sixth Congress

January 3, 1999 to January 3, 2001

Senators: D. Robert Graham (D), Connie Mack (R)

Representatives: Joe Scarborough (R), Allen Boyd (D), Corrine Brown (D), Tillie K. Fowler (R), Karen L. Thurman (D), Clifford B. Stearns (R), John L. Mica (R), William McCollum (R), Michael Bilirakis (R), C. William Young (R), James Davis (D), Charles T. Canady (R), Dan Miller (R), Porter J. Goss (R), David Weldon (R), Mark Foley (R), Carrie Meek (D), Ileana Ros-Lehtinen (R), Robert Wexler (D), Peter Deutsch (D), Lincoln Diaz-Balart (R), E. Clay Shaw, Jr. (R), Alcee L. Hastings (D) [Democrats 8, Republicans 15]

One Hundred and Seventh Congress

January 3, 2001 to January 3, 2003

Senators: D. Robert Graham (D), C. William Nelson (D)

Representatives: Joe Scarborough (R), Allen Boyd (D), Corrine Brown (D), Ander Crenshaw (R), Karen L. Thurman (D), Clifford B. Stearns (R), John L. Mica (R), Ric Keller (R), Michael Bilirakis (R), C. William Young (R), James Davis (D), Adam H. Putnam (R), Dan Miller (R), Porter J. Goss (R), David Weldon (R), Mark Foley (R), Carrie Meek (D), Ileana Ros-Lehtinen (R), Robert Wexler (D), Peter Deutsch (D), Lincoln Diaz-Balart (R), E. Clay Shaw, Jr. (R), Alcee L. Hastings (D), [Democrats 8, Republicans 15]

One Hundred and Eighth Congress

January 3, 2003 to January 3, 2005

Senators: D. Robert Graham (D), C. William Nelson (D)

Representatives: 1. Jeff Miller (R), 2. Allen Boyd (D), 3. Corrine Brown (D), 4. Ander Crenshaw (R), 5. Virginia Brown-Waite (R), 6. Clifford B. Stearns (R), 7. John L. Mica (R), 8. Ric Keller (R), 9. Michael Bilirakis (R), 10. C. William Young (R), 11. James Davis (D), 12. Adam H. Putnam (R), 13. Katherine Harris (R), 14. Porter Goss (R), 15. David Weldon (R), 16. Mark Foley (R), 17. Kendrick Meek (D), 18. Ileana Ros-Lehtinen (R), 19. Robert Wexler (D), 20. Peter Deutsch (D), 21. Lincoln Diaz-Balart (R), 22. Clay Shaw (R), 23. Alcee L. Hastings (D), 24. Tom Feeney (R), 25. Mario Diaz-Balart (R)

One Hundred and Ninth Congress

January 3, 2005 to January 3, 2007

Senators: C. William Nelson (D), Melquiades “Mel” R. Martinez (R)

Representatives: 1. Jeff Miller (R) 2. Allen Boyd (D), 3. Corrine Brown (D), 4. Ander Crenshaw (R), 5. Virginia Brown-Waite (R), 6. Clifford B. Stearns (R), 7. John L. Mica (R), 8. Ric Keller (R), 9. Michael Bilirakis (R), 10. C. William Young (R), 11. Jim Davis (D), 12. Adam H. Putnam (R), 13. Katherine Harris (R), 14. Connie Mack (R), 15. Dave Weldon (R), 16. Mark Foley (R), 17. Kendrick Meek (D), 18. Ileana Ros-Lehtinen (R), 19. Robert Wexler (D), 20. Debbie Wasserman Schultz (D), 21. Lincoln Diaz-Balart (R), 22. Clay Shaw (R), 23. Alcee L. Hastings (D), 24. Tom Feeney (R), 25. Mario Diaz-Balart (R)

One Hundred and Tenth Congress

January 3, 2007 to January 3, 2009

Senators: C. William Nelson (D), Melquiades “Mel” R. Martinez (R)

Representatives: 1. Jeff Miller (R), 2. Allen Boyd (D), 3. Corrine Brown (D), 4. Ander Crenshaw (R), 5. Virginia Brown-Waite (R), 6. Clifford B. Stearns (R), 7. John L. Mica (R), 8. Ric Keller (R), 9. Gus Michael Bilirakis (R), 10. C. William Young (R), 11. Kathy Castor (D), 12. Adam H. Putnam (R), 13. Vern Buchanan (R), 14. Connie Mack (R), 15. Dave Weldon (R), 16. Tim Mahoney (D), 17. Kendrick Meek (D), 18. Ileana Ros-Lehtinen (R), 19. Robert Wexler (D), 20. Debbie Wasserman Schultz (D), 21. Lincoln Diaz-Balart (R), 22. Ron Klein (D), 23. Alcee L. Hastings (D), 24. Tom Feeney (R), 25. Mario Diaz-Balart (R)

One Hundred and Eleventh Congress

January 3, 2009 to January 3, 2011

Senators: C. William Nelson (D), Melquiades “Mel” R. Martinez (R)

Representatives: 1. Jeff Miller, (R) 2. Allen Boyd (D), 3. Corrine Brown (D), 4. Ander Crenshaw (R), 5. Virginia Brown-Waite (R), 6. Clifford B. Stearns (R), 7. John L. Mica (R), 8. Alan Grayson (D), 9. Gus Michael Bilirakis (R), 10. C. William Young (R), 11. Kathy Castor (D), 12. Adam H. Putnam (R), 13. Vern Buchanan (R), 14. Connie Mack (R), 15. Bill Posey (R), 16. Tom Rooney (R), 17. Kendrick Meek (D), 18. Ileana Ros-Lehtinen (R), 19. Robert Wexler (D), 20. Debbie Wasserman Schultz (D), 21. Lincoln Diaz-Balart (R), 22. Ron Klein (D), 23. Alcee L. Hastings (D), 24. Suzanne M. Kosmas (D), 25. Mario Diaz-Balart (R)

One Hundred and Twelfth Congress

January 3, 2011 to January 3, 2013

Senators: C. William Nelson (D), Marco Rubio (R)

Representatives: 1. Jeff Miller, (R) 2. Steven Southerland (R), 3. Corrine Brown (D), 4. Ander Crenshaw (R), 5. Richard B. Nugent (R), 6. Clifford B. Stearns (R), 7. John L. Mica (R), 8. Daniel Webster (R), 9. Gus Michael Bilirakis (R), 10. C. William Young (R), 11. Kathy Castor (D), 12. Dennis A. Ross (R), 13. Vern Buchanan (R), 14. Connie Mack (R), 15. Bill Posey (R), 16. Tom Rooney (R), 17. Frederica S. Wilson (D), 18. Ileana Ros-Lehtinen (R), 19. Ted Deutch (D), 20. Debbie Wasserman Schultz (D), 21. Mario Diaz-Balart (R), 22. Allen West (R), 23. Alcee L. Hastings (D), 24. Sandra Adams (R), 25. David Rivera (R)

One Hundred and Thirteenth Congress

January 3, 2013 to January 3, 2015

Senators: C. William Nelson (D), Marco Rubio (R)

Representatives: 1. Jeff Miller, (R) 2. Steven Southerland (R), 3. Ted Yoho (R), 4. Ander Crenshaw (R), 5. Corrine Brown (D), 6. Ron DeSantis (R), 7. John L. Mica (R), 8. Bill Posey (R), 9. Alan Grayson (D), 10. Daniel Webster (R), 11. Richard Nugent (R), 12. Gus. M. Bilirakis (R), 13. C. William Young (R), 14. Kathy Castor (D), 15. Dennis Ross (R), 16. Vern Buchanan (R), 17. Tom Rooney (R), 18. Patrick Murphy (D), 19. Trey Radel (R), 20. Alcee L. Hastings (D), 21. Ted Deutch (D), 22. Lois Frankel (D), 23. Debbie Wasserman Schultz (D), 24. Frederica S. Wilson (D), 25. Mario Diaz Balart (R), 26. Joe Garcia (D), 27. Ileana Ros-Lehtinen (R)

NOTE: For the names of Floridians in Congress 1821-1997 see *The Florida Handbook* 2003-2004, p. 242-251. For Congressional General and Primary Election votes see the Elections section of this edition, earlier editions, or the Division of Elections website, <http://election.dos.state.fl.us/>.

Federal Impeachments

Of the 15 impeachments voted by the U.S. House of Representatives during this country's existence, three affected Federal offices in Florida.

The first Florida impeachment was of Charles Swayne of Pensacola, Judge of the U.S. Court for the Northern District of Florida. Swayne, who had moved to Florida from Philadelphia in 1885, was appointed Judge in 1899. In 1903, the House of Representatives impeached Judge Swayne for padding expense accounts, using railroad property in receivership for personal benefit, and misusing contempt power. The Senate acquitted him on 12 articles by votes of fewer than the two-thirds required for conviction.

The next Florida impeachment was of Halsted L. Ritter of Miami, Judge of the U.S. Court for the Southern District of Florida. Ritter, who had moved to Florida from Colorado shortly before his appointment to the bench, was impeached on March 2, 1936. He was accused of a variety of judicial improprieties and went to trial before the Senate on seven articles.

He was acquitted on six but was convicted by a vote of 56 guilty (the precise number necessary) to 28 of the seventh article, a catch-all charging Ritter with bringing the court into disrepute.

On August 3, 1988, the U. S. House of Representatives voted 413-3 to impeach U.S. District Judge Alcee Hastings of Fort Lauderdale on charges ranging from conspiracy to solicit a \$150,000 bribe to perjury. Hastings, a charismatic black politician in South Florida for more than 20 years, had been acquitted in criminal court of charges that later became the basis of the impeachment. The proceedings then went to the Senate which convicted Hastings. In 1990 he was an unsuccessful candidate for Secretary of State. Hastings had been nominated in 1979 to the court by President Jimmy Carter.

In 1992 a Federal court voided Hastings' conviction and in the election that followed, Hastings was elected to the United States Congress, facing as colleagues some of the Congressmen who voted to impeach him. He has subsequently been reelected.



Local Government

Most citizen interaction with government takes place at the local level. There are 67 counties, more than 400 municipalities, and over 1,600 special districts in the state of Florida. Municipalities and counties are general purpose governments providing a broad range of services, while most special districts are considered limited purpose governments in most instances providing more targeted services.

Historically, counties have been subdivisions of the state, created by the state to perform state-related functions on a decentralized basis. Municipalities,

on the other hand, are created to provide a variety of local services that the residents of the municipality desire.

Special districts were typically formed to provide limited functions such as water drainage or mosquito control, with the costs incurred being paid by those residing within the district. More recently, however, some special districts have been created to provide broader services that can at times resemble those of municipalities and counties.



Florida State Archives

One melon enough for all, Brooksville, 1875.

Back row, from left: Harry C. Mickler, Clerk of Circuit Court; William P. Tucker, County Commissioner; R.H. (Harry Hennes), County Commissioner; J.W. Kimbrough, County Commissioner; J.K. (Jerry) Kilpatrick, County Commissioner; R.T. Hancock, County Commissioner; F. Elmore Saxon, tax assessor; W.D. Cobb, Sheriff; J.W. Crum, Constable; (?), janitor.
Front row: G.V. Ramsey, County Judge; L.D. Hathaway, Supervisor of Pub. Inst.; Anna Hathaway, clerk; Lorena Grimsley, clerk; Linda Jennings, clerk; C.C. Kirk, tax collector.

*This essay was originally authored by John Wesley White, who for nearly 35 years contributed his expertise to The Florida Handbook. Mr. White dedicated his career to public service as a state and local official, including service as a local government specialist for the Florida Legislature. The current essay is based on this solid foundation, and it was substantially expanded and updated in January 2014 by staff of the Local & Federal Affairs Committee of the Florida House of Representatives. Much of this article is excerpted from the committee's current publications.

County Government

This section discusses the history of county formation in Florida; constitutional and statutory authority for county establishment; modification of county boundaries; and the differences between charter and non-charter counties.

History of County Formation

Florida's first counties, Escambia and St. Johns, were established July 21, 1821, by the passage of an ordinance by then-provisional Governor Andrew Jackson, who obtained possession of Florida from Spain four days earlier.¹ This ordinance established in Florida the American form of government known as the "county," established a county judicial system, and provided for the appointment of county judges, clerks, and sheriffs. Government in the two counties was administered through the court system by five justices of the peace.²

Governor Jackson's provisional government was replaced in 1822 by a territorial council consisting of the Governor and 13 presidential appointees. During that year, the territorial council provided for three more counties: Escambia County encompassed the territory west of the Choctawhatchee River; Jackson County encompassed the territory east of Choctawhatchee River and west of the Suwannee River; and Duval County was created by dividing St. Johns County.

When Florida entered the Union, it was organized under the State Constitution of 1838 as established by the territorial council. The 1838 State Constitution did not provide for counties; however, the General Assembly, consisting of the House of Representatives and the Senate, established boards of county commissioners. The territorial council governed until Florida became a state in 1845.

The State Constitution of 1861 gave counties constitutional status for the first time. However, it was not until passage of the State Constitution of 1885 that provisions for cities and counties were included in a separate article. Counties were recognized as legal subdivisions of the state and the Legislature was granted the power to create new counties and alter county boundaries. By 1925, county boundaries were fixed and have, with a few minor changes,

remained unchanged. The last county to be formed was Gilchrist County, which was created by special act of the Legislature in 1925 under the provisions of the amended 1885 State Constitution. There currently are 67 counties in Florida, 20 of which are charter counties.

In 1956, an amendment to the 1885 State Constitution authorized Dade County "to adopt, revise and amend from time to time a home rule charter government for Dade County." The voters of Dade County approved that charter on May 21, 1957.³ This was the first evidence that Florida was moving toward recognition of home rule authority for counties. Until this time, local governments had no power to enact local laws (ordinances); the Legislature controlled local laws through the passage of numerous special legislative acts (local bills) directed at specific locales.

The authors of the revised State Constitution of 1968, as amended in January 1999, deleted the provisions that allowed counties to be established by constitutional authority and simply provided that counties may be "created, abolished or changed by law, with provision for payment or apportionment of the public debt."⁴ The revised Constitution also allowed for the passage of local ordinances consistent with the idea of "home rule."

Constitutional Powers and Duties of Counties

Article VIII, Section 1 of the State Constitution contains provisions specifically related to the county form of government in Florida, and requires the state to be divided by law into political subdivisions called "counties." Counties may be created, abolished or changed by law, with provision for the payment or apportionment of public debt. Pursuant to general or special law, a county government may be established by charter, which must be adopted, amended or repealed only upon a vote of the electors of the county in a special election called for that purpose. Each county must designate a county seat where the principal offices of the county are located and permanent records of all county officers are maintained.

The Florida Constitution recognizes two types of county government in Florida: 1) counties that

are not operating under a county charter and 2) counties that are operating under a county charter. Article VIII, Sections 1(f) and (g) of the State Constitution, respectively, provide as follows:

Non-Charter Government: Counties not operating under county charters shall have such power of self-government as is provided by general or special law. The board of county commissioners of a county not operating under a charter may enact, in a manner prescribed by general law, county ordinances not inconsistent with general or special law, but an ordinance in conflict with a municipal ordinance shall not be effective within the municipality to the extent of such conflict.

Charter Government: Counties operating under county charters shall have all powers of local self-government not inconsistent with general law, or with special law approved by vote of the electors. The governing body of a county operating under a charter may enact county ordinances not inconsistent with general law. The charter shall provide which shall prevail in the event of conflict between county and municipal ordinances.

In addition, a special constitutional provision provides unique authorization for the Miami-Dade County home rule charter. See Article VIII, Section 11 of the State Constitution of 1885, as referenced in Article VIII, Section 6(e) of the State Constitution of 1968, as amended January 1999.

The most significant distinction between charter and non-charter county power is the fact that the State Constitution provides a direct constitutional grant of the power of self-government to a county upon charter approval, whereas a non-charter county has “such power of self-government as is provided by general or special law.” As such, charter counties possess greater home rule authority than non-charter counties as evidenced by the following:

- A special act of the Legislature may not diminish the home rule powers of a charter county unless the act is approved by electors in the county.
- A county’s charter may authorize the county to regulate an activity on a countywide basis and provide that the county regulation prevails over any conflicting municipal ordinance.



Photo by Francis Johnson

A Duval County commissioner gives a speech during the Mathews Bridge barbecue, Jacksonville, 1953.

- A charter county may levy any tax within its jurisdiction that is authorized by general law for a municipality unless the general law prohibits levy by a county.⁵

Unlike charter counties, non-charter counties do not have the flexibility to establish their form of government. Non-charter counties are granted home rule powers in general law mostly found in Part I of Chapter 125, *Florida Statutes*. These counties must organize their governing body either by the traditional commission form or the commission-administrator form of county government, which may be enacted by county ordinance.

In a non-charter county, Article VIII, Section 1(e) of the State Constitution requires the county’s governing body to be composed of a five or seven member board of county commissioners serving staggered terms of four years. After each decennial census, the board of county commissioners must divide the county into districts of contiguous territory as nearly equal in population as practicable. One commissioner residing in each district must be elected as provided by law. On the other hand, if a county operates under a county charter, the charter may vary the number of members serving on the county’s governing body and provide selection procedures for county officers.

A charter county may also abolish any county office when its duties are transferred to another county office. If a charter county wishes to alter its basic structure, the county charter must be amended.

Charter counties are authorized to establish salaries for their county officials independent of state mandate, whereas salaries of non-charter county officials are set by Chapter 145, *Florida Statutes*. Charter counties may manage administrative functions under centralized control of the county governing board. Non-charter counties divide the administrative functions individually among the various constitutional officers unless a special law approved by vote of the electors provides otherwise.

Section 125.01, *Florida Statutes*, outlines the powers and duties of chartered and non-chartered counties. This section provides that the county commission shall have the power to carry on county government to the extent not inconsistent with general or special law.

The governing body of a county also has the power to establish, and subsequently merge or abolish, dependent special districts that include both incorporated and unincorporated areas. Inclusion of an incorporated area is subject to the approval of the governing body of the affected incorporated area.⁶ Municipal services and facilities may be provided from funds derived from service charges, special assessments, or taxes within the district. Pursuant to section 200.001(8)(d), *Florida Statutes*, ad valorem taxes levied by dependent special districts are included within the county's 10 mill cap.

Statutory Provisions Relating to Adoption of County Charters

A county that does not have a charter form of government may locally initiate and adopt a county home rule charter pursuant to the provisions of sections 125.60-125.64, *Florida Statutes*. In addition to satisfying multiple statutory requirements, the charter must be adopted by a majority vote of the qualified electors of the county.

Formation of New Counties and Changes in County Boundaries

The process for creating a new county has not been tested for a number of years. Although authorized by the State Constitution, as revised in 1968 and amended in January 1999, no general law exists regarding the creation of new counties. However, Chapter 7, *Florida Statutes*, provides the exact legal description of each county.

Because the boundaries for all 67 Florida counties are established in Chapter 7, *Florida Statutes*, a general act would be required to change any existing county boundary. The general act also would need to include provisions for the assumption of any indebtedness of the affected area. A general act that contains these provisions appears to be the only requirement necessary under the State Constitution.

Adjusting the legal descriptions of one or more counties requires an amendment to general law. Several acts have passed the Legislature that change existing county boundaries by amending the appropriate section of Chapter 7, *Florida Statutes*. Since 1925, 33 formal boundary adjustments have been enacted by Legislature.⁷



Florida State Archives

Municipal Government

This section provides historical information on the origins of municipal government and describes the legal requirements for the creation, dissolution, and merger of municipalities in Florida.

A municipality is a local government entity located within a county and created to perform additional functions and provide additional services for the particular benefit of the population within the municipality. The term “municipality” can be used interchangeably with the terms “town,” “city,” and “village.”

Typically, incorporation efforts are undertaken by a group of citizens working through their elected state representatives. Oftentimes, citizens are seeking greater levels of urban services and infrastructure expansion than can be reasonably provided through county government. Municipalities have an advantage in providing urban services by virtue of their traditionally compact and contiguous nature. Municipal residents must pay ad valorem taxes levied by both municipal and county governments, generally resulting in increased taxes for citizens within a newly created city. The decision to incorporate is one requiring careful consideration by communities to ensure the desired result.

History

In Florida, counties historically were created as subdivisions of the state to carry out central (i.e., state) government purposes at the local level. Municipalities were created to perform additional functions and provide additional services for the particular benefit of the population within the municipality. Originally, counties provided state services (i.e., courts, tax collection, sheriff functions, health, and welfare services) uniformly throughout the county, while municipalities provided services, such as utilities and transportation, only within the boundaries described in the municipal charter.⁸

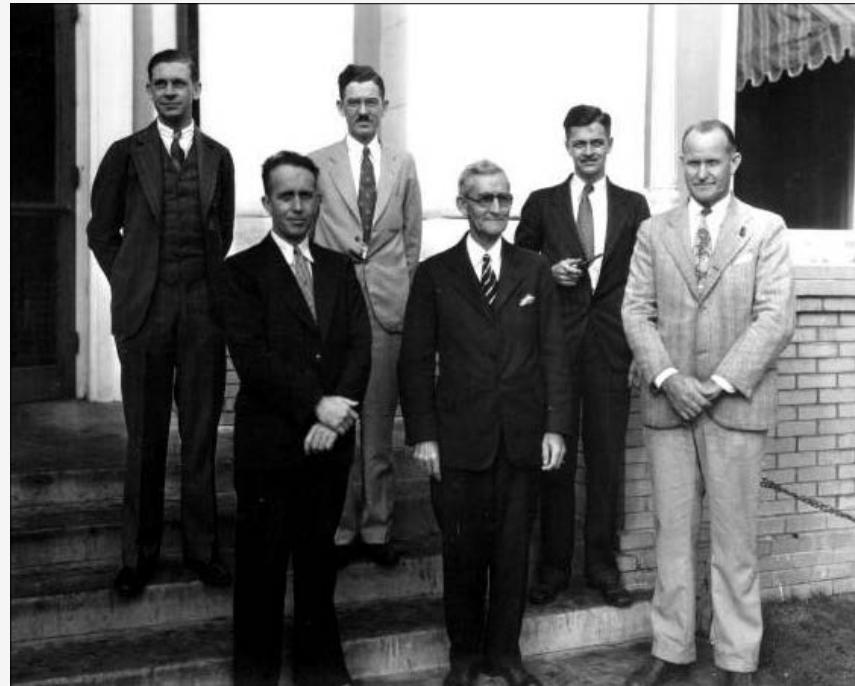


Photo by Robert Dahlgren

City officials, Winter Haven, 1933. From left: John Terwilliger, City Clerk; W. H. Schultz Jr., Commissioner; Henry Jollay, City Attorney; O. P. Warren, Mayor; Al Newman, City Manager; and Jay Stull, Commissioner.

During the Spanish era of Florida history, St. Augustine and Pensacola were established. Provisional Governor Andrew Jackson recognized these cities as governmental entities after receiving possession of Florida from the Spanish in 1821.⁹ A territorial council replaced Governor Jackson’s provisional government in 1822. This council granted municipal charters for several cities, including Apalachicola and Key West.¹⁰

Historically, municipalities in Florida have been created by special acts of the Legislature. The 1885 State Constitution limited municipal authority to that expressly granted by the Legislature. Any reasonable doubt regarding a municipality’s right to exercise power was to be resolved by a court against the municipality. This limitation of municipal authority was widely known as “Dillon’s Rule” and prevailed generally throughout the United States.¹¹ Municipalities were not authorized to enact local laws (ordinances); therefore, all ordinances were made through the passage of special legislative acts directed at specific locales.

The 1968 State Constitution began the process of granting what is referred to as “municipal home

rule.” With the 1972 enactment of Chapter 166, *Florida Statutes*, the Legislature granted municipalities all governmental, corporate, and proprietary powers necessary to enable municipalities to independently function and provide services. Today, the Legislature must create a municipality through passage of a special act enacting a municipality’s charter (with the exception of Miami-Dade County), but subsequent special acts are not required to grant specific powers to conduct municipal government. Currently, there are approximately 411 municipalities in Florida.

Constitutional Powers and Duties of Municipalities

Article VIII, Section 2 of the State Constitution authorizes the Legislature to establish or abolish municipalities or amend their charters by general or special law. However, in the case of Miami-Dade County, Article VIII, Section 6 of the State Constitution, by reference to Article VIII, Section 11(e) of the 1885 Constitution, authorizes the board of county commissioners to provide a method for establishing new municipalities and prescribing their jurisdiction and powers.¹²

The Constitution grants municipalities all governmental, corporate, and proprietary powers necessary to conduct municipal government, perform municipal functions, and render municipal services. Municipalities may exercise any power for municipal purposes except as otherwise provided by general or special law. The power to tax can be granted only by general law. Each municipal legislative body must be elected by qualified voters. When any municipality is abolished, the State Constitution requires that provisions be made for the protection of its creditors.

Statutory Provisions Relating to Municipalities

Municipal Home Rule Powers Act, Chapter 166, Florida Statutes:

The Municipal Home Rule Powers Act acknowledges that the State Constitution grants municipalities governmental, corporate and proprietary power necessary to conduct municipal government, functions and services, and authorizes municipalities to exercise any power for municipal purposes, except

when expressly prohibited by general or special law.

Formation of Municipalities Act, Chapter 165, Florida Statutes:

Florida law governing formation and dissolution of municipal governments is found in Chapter 165, *Florida Statutes*, the “Formation of Municipalities Act,” which was enacted in 1974. The stated purpose of the Act is to provide general law standards, direction, and procedures for the incorporation, merger, and dissolution of municipalities, and to achieve the following goals:

- orderly patterns of growth and land use;
- adequate quality and quantity of local public services;
- financial integrity of municipalities;
- the elimination or reduction of avoidable and undesirable differences in fiscal capacity among neighboring local governmental jurisdictions;
- the promotion of equity in the financing of municipal services.

Pursuant to Chapter 165, *Florida Statutes*, there is only one way to establish a municipality where one did not previously exist: the Legislature must adopt a charter for incorporation by a special act upon determination that the standards in Chapter 165, *Florida Statutes*, have been met. It appears, however, that Miami-Dade County has the exclusive power to create cities in Miami-Dade County under its constitutional home rule powers.¹²

A special act is a law that applies to a limited geographic area. A proposed special act is filed by a member of the Legislature in the form of a local bill. For incorporation purposes, the special act must include a proposed municipal charter that prescribes the form of government and clearly defines the legislative and executive functions of city government. The special act may not prohibit or limit tax levies otherwise authorized by law.

The Legislature has required special acts creating municipal incorporations to be subject to a referendum. The bill proposing creation of a municipality will be reviewed based on standards for municipal incorporation established in section 165.061, *Florida Statutes*. A feasibility study is also required to be completed and submitted to the Legislature.

Municipal Conversion of Independent Special Districts

The 2012 Florida Legislature created a new process for the municipal conversion of independent special districts. The qualified electors of an independent special district may initiate this proceeding

by filing a petition with the governing body of the independent special district proposed to be converted if the district meets all of the criteria in section 165.0615, *Florida Statues*.

Municipal Boundary Changes

Florida municipalities address boundary changes through either the addition (annexation) or subtraction (contraction) of land. Annexation is the addition of real property to the boundaries of an incorporated municipality, where such an addition becomes, in every way, a part of the annexing municipality. Contraction, also referred to as deannexation, is the reversion or removal of real property from municipal boundaries. The removed area becomes unincorporated and its governance reverts to the county.

Annexation is one of the primary tools used by American cities to adjust to urban population growth and to meet the needs of people for government services on the periphery of a city. Through annexation, a city may increase its tax base, expand its service delivery area, maintain a unified community, allow additional persons to vote in elections that affect their quality of life, and control growth and development.

Article VIII, Section 2(c) of the State Constitution authorizes the Legislature to annex unincorporated property into a municipality by special act. This section also authorizes the Legislature to establish procedures in general law for the annexation of property by local action. Miami-Dade County, however, has exclusive jurisdiction over its municipal annexations under Article VIII, Sections 11(1)(c), (5) and (6) of the 1885 State Constitution, as adopted by reference in Article VIII, Section 6(e) of the State Constitution.

The Legislature established local annexation procedures by general law in 1974. Part 1 of Chapter 171, *Florida Statutes*, the “Municipal Annexation or Contraction Act,” describes the ways that property can be annexed or deannexed by cities without pas-



Florida State Archives

Sign at city limit on U.S. Highway 1, Key West, circa 1955.

sage of an act by the Legislature, and creates two types of annexations in Florida: voluntary and involuntary. With voluntary annexations, generally all property owners in the area proposed for annexation formally seek the annexation by petition. For an involuntary annexation to occur, at least a majority of the electors in the area proposed for annexation must vote in favor of the annexation. The municipality may submit the annexation ordinance to the voters of the annexing municipality, but that vote is discretionary. In addition, for the annexation to be valid under Chapter 171, *Florida Statutes*, the annexation must take place within the boundaries of a single county. Part II of Chapter 171, *Florida Statutes*, the “Interlocal Service Boundary Agreement Act,” was passed by the Legislature in 2006, and provides an alternative procedure for the annexation of territory into a municipality.

Florida annexation laws have a twofold purpose: 1) to set forth local annexation/contraction procedures, and 2) to establish criteria for achieving the legislative goals of sound urban development, uniform legislative standards, and the efficient provision of urban services.

City/County Consolidations

This section discusses the constitutional and statutory provisions relating to the consolidation of city and county governments and provides a brief history of constitutional activity relating to consolidation.

History of City/County Consolidations

Consolidation involves combining city and county governments so that the boundaries of the county and an affected city or cities become the same. Consolidation can be total or partial. Total consolidation occurs where all independent governmental units within a county are assimilated into the consolidated government. When some of the governmental units remain independent, the consolidation is partial.

All jurisdictions need not participate in the consolidation effort. Consolidation also does not automatically preclude the later formation of new cities or special districts. For example, when the consolidated government of Jacksonville/Duval County, Florida, was formed, four cities retained their identity (Atlantic Beach, Baldwin, Jacksonville Beach and Neptune Beach), but four special districts were eliminated and 12 more were consolidated into two dependent districts. Since that time, at least one new independent special district has been created within the geographic boundaries of the consolidated government.

Few successful city-county consolidations have occurred in the United States. Of the nearly 3,068 county governments in the United States, only 38 are combined city/county governments.¹³

The Florida Constitution and Consolidation

Prior to 1934, the 1885 State Constitution was silent on the subject of consolidation. This lack of constitutional direction left many questions unanswered about the authority of the Legislature to enact statutes consolidating city and county governments. Consequently, to avoid potential legal challenges, the Legislature began specifically authorizing consolidation efforts by proposing constitutional amendments.

The 1933 Legislature passed a joint resolution to amend the Constitution declaring its own power to establish a municipal corporation consolidating the governments of Duval County and any of the municipalities within its boundaries, subject to referendum approval of the affected voters.¹⁴ The electorate of Florida adopted this amendment in 1934. However, the voters of the City of Jacksonville and Duval County did not adopt a municipal charter pursuant to this constitutional provision until 1967.¹⁵

In 1935, the Legislature enacted a joint resolution to amend the Constitution, adopted by the Florida electorate in 1936, establishing similar legislative authority, subject to voter approval, with respect to Key West and Monroe County.¹⁶ The citizens of Key West and Monroe County have not voted to employ this authority and enact a consolidated government.

In 1965, the Legislature passed a constitutional amendment, adopted by the Florida electorate in 1966, authorizing consolidation in Hillsborough County in a slightly different manner. This constitutional provision directly authorizes the electors of Hillsborough County to adopt a county charter, conditioned upon the consolidation of the governments of the City of Tampa and the county.¹⁷ This authority also has not been exercised. Hillsborough County, however, became a charter county pursuant to general law in 1983.¹⁸

Presently, only Duval County and the City of Jacksonville have taken advantage of the specific constitutional authority to consolidate. However, the enabling amendments to the 1885 Constitution for the consolidation of the City of Key West and Monroe County, and the consolidation of the City of Tampa and Hillsborough County, remain a part of the State Constitution, adopted by reference in Article VIII, Section 6(e) of the State Constitution.

The 1955 Legislature authorized the voters of Dade County to enact a home rule charter through an amendment to the 1885 State Constitution.¹⁹ This constitutional provision did not authorize consolidation as authorized for the other three counties. However, the provision empowered the electors of Miami-Dade County, through their charter, to: 1) create a central metropolitan government; 2) merge,



Photo by Robert E. Fisher

Aerial view of Jacksonville Beach, looking north to Neptune and Atlantic, Duval County, circa 1950. Atlantic Beach, Baldwin, Jacksonville Beach, and Neptune Beach all maintained separate city identities when Jacksonville merged with Duval County in 1967.

consolidate, and abolish all municipal corporations, county, or district governments in the county; and 3) provide a method by which any and all of the functions or powers of any municipal corporation or other governmental entity in Miami-Dade County may be transferred to the board of county commissioners.

General authority for consolidation is provided in Article VIII, Section 3 of the State Constitution. Under this section, city/county consolidations may only occur through a consolidation plan passed by

special act of the Legislature and subject to approval of the electorate. Voter approval may be obtained via a single countywide referendum or through a separate referendum election held in each affected political jurisdiction. The consolidation plan cannot require new residents to be responsible for old debts, unless they benefit from the facility or service for which the indebtedness was incurred.

Florida Statutes Specifically Addressing Consolidated Governments

Several general laws uniquely affect consolidated governments. These statutes fall into three broad categories: retirement and pension rights, taxation and finance, and export trade. These statutes apply to the consolidated government of Jacksonville/Duval County and, in some cases, Miami-Dade County. However, these provisions could apply to any other governments that consolidate.

Florida Consolidation Activity

No successful consolidation activity in Florida has occurred since the consolidation of Duval County and the City of Jacksonville in 1967. Despite the perceived benefits of streamlining governmental processes, and the Legislature's attempts to simplify the process, Floridians have consistently rejected consolidation proposals at the polls.

Special Districts

Special district governments are special purpose government units that exist as separate entities and have substantial fiscal administrative independence from general purpose governments. Special district governments have existed in the United States for over 200 years and are found in every state and the District of Columbia.

In Florida, special districts perform a wide variety of functions, such as providing fire protection services, delivering urban community development services, and managing water resources. Special districts are typically funded through ad valorem taxes, special assessments, user fees, or impact fees. The

Uniform Special District Accountability Act, Chapter 189, *Florida Statutes*, generally governs the creation and operations of special districts; however, other general laws may more specifically govern the operations of certain special districts.

As of October 1, 2013, there were 639 active dependent special districts and 994 active independent special districts in Florida.²⁰ Community development districts are the most frequently created form of independent special district. Other common special districts in Florida include drainage and water control districts, fire control districts, and community redevelopment districts.²¹

Special Districts in the United States

Benjamin Franklin established the first special district on December 7, 1736, when he created the Union Fire Company of Philadelphia, a volunteer fire department. Residents in a certain neighborhood paid a fee to receive fire protection. Any resident not paying the fee had no fire protection services. Soon, many volunteer fire departments formed throughout Philadelphia. This prompted Franklin to boast that his city had the best fire service in the world.²²

Special district governments provide specific services that are not being supplied by existing general-purpose governments. Most of these entities perform a single function, but, in some instances, their enabling legislation allows them to provide several, usually related, types of services. The services provided by these districts range from such basic social needs as hospitals and fire protection to the less conspicuous tasks of mosquito abatement and the upkeep of cemeteries.²³

In 2012, special district governments²⁴ decreased in number to a total of 37,203 nationwide,²⁵ a decrease of 178 special districts, since the 2007 Census of Governments.²⁶ The number of special district governments reported was more than three times the number of special district governments reported in 1952.²⁷

The number of special district governments varies considerably among the states, and has only a weak relationship to population size.

Brief History of Special Districts in Florida²⁸

In Florida, the first special districts were created almost 190 years ago. At that time, Florida was a territory of log settlements scattered between only two cities, Pensacola and St. Augustine. The entire territory consisted of two large counties, Escambia and St. Johns, whose contiguous border was defined by the Suwannee River. Because no roads existed, the territorial legislators had to make the long, difficult sea voyage between the co-capitals, Pensacola and St. Augustine. In 1822, the legislators voted to establish a capital in a more convenient location. A year later, two men met on a pine-covered hill, half-way between Pensacola and St. Augustine, and chose the site of the new capital. Within a year, Florida's

first Capitol, a small log cabin just big enough for all six legislators, was built in what today is Tallahassee.

Early Floridians realized that the transportation needs of a growing territory could be effectively managed by a group of local citizens organized into a district with vested powers. During the same session that the decision was made to move the capital, the Territorial Legislature authorized the creation of the first special districts in Florida by enacting the Road, Highway, and Ferry Act of 1822. Created to establish and maintain public roads, the first road districts had no taxation authority and solved their labor needs by conscription. Men failing to report to work were fined one dollar per day.

In 1845, soon after Florida became a state, the Legislature established the first special district by special act. Five commissioners were empowered to drain the "Alachua Savannah." To finance the project, the first special assessments were levied on land-owners based on the number of acres owned and the benefit derived. The popularity of special districts to fund public works continued throughout the end of the 19th century as more settlers came to Florida.

By the 1920s, the population had increased substantially in response to Florida's land boom. Many special districts were created to finance large engineering projects. Some of these special districts are still in existence today, such as the South Florida Conservancy District and the Florida Inland Navigation District. By the 1930s, the surge of new residents created the need for the first mosquito eradication district and other very specialized districts. After World War II, the baby boom and Florida's growing popularity created the need for a variety of new special districts, such as aviation authorities and hyacinth control districts. Soon, the number of beach erosion, hospital, and fire control districts grew rapidly along with the number of road, bridge, and drainage districts.

Legislative Review of Special Districts

In 1972, approximately 1,200 independent and dependent special districts were identified in Florida; however, the exact number was unknown. The 1972 Commission on Local Government investigated the role of special districts in Florida. Commission staff reported that "special districts have been 'invisible

government,’ virtually unidentifiable.” One of the Commission’s recommendations was that the Legislature, except for specific chapters, should repeal all general law enabling legislation authorizing the creation of special districts.

During the 1970s, other concerns were raised about these “phantom units of government” and the lack of special district accountability. Newspaper articles were published regarding illegal tax levies and the misuse of bond proceeds by special districts. In 1974, the Legislature enacted the “Formation of Local Governments Act”²⁹ which, with the exception of counties with a home rule charter, was designed to provide the exclusive procedure for creating special districts. Under this act, a charter creating a special district could only be adopted by special act of the Legislature or by ordinance of a county or municipal governing body having jurisdiction over the affected area.

Meanwhile, special districts created for land development activities, capital improvements, and the delivery of urban community development services received legislative attention. In 1975, the Legislature enacted the “New Communities Act of 1975” to address these limited multi-purpose districts.³⁰

In 1978, the State Board of Administration urged the Legislature to review laws governing the creation

and powers of special districts. Among other things, the Board’s resolution recommended changes that would “assure that a continued proliferation of independent governing bodies does not occur.”

In 1980, the Legislature examined special districts once again. The House Committee on Community Affairs published a report on independent special districts and, among other things, recommended:

- restriction on county and city creation of districts to dependent districts only;
- repeal of creation procedures in conflict with Chapter 165, *Florida Statutes*;
- repeal of special district election procedures in conflict with the Florida Election Code; and
- administration of special district bond funds by a court-approved trustee.

In 1987, a detailed three-year study by the Florida Advisory Council on Intergovernmental Relations culminated in published reports. From 1987 through 1989, the House Committee on Community Affairs proposed legislation to bring uniformity and accountability to the creation and operation of special districts.

The Uniform Special District Accountability Act

In 1989, the Legislature enacted Chapter 189, *Florida Statutes*, the “Uniform Special District Accountability Act” (Act). The overall legislative purpose of the Act was to consolidate and unify the provisions of existing law relating to the creation and accountability of special districts.³¹ One of the statute’s primary goals is to “[c]larify special district definitions and creation methods in order to ensure consistent application of those definitions and creation methods across all levels of government.”³²

The Act continues to provide for the general governance of special districts, although it excludes certain types of special districts from specified provisions of the Act. The Act addresses issues such as the creation of special districts, operations, financial reporting requirements, funding authority, election of board members, and compliance with general law provisions such as public records and meetings requirements, and comprehensive planning within special districts.



Florida State Archives

Flat boats in an Everglades Drainage District canal, circa 1920. The Everglades Drainage District was established in 1913 for the purpose of draining and reclaiming lands located near the Everglades for agricultural and sanitary purposes. To carry out this mandate, a system of canals, drains, levees, dikes, dams, locks, and reservoirs were constructed.

The Act defines a “special district” as “a local unit of special purpose, as opposed to general-purpose, government within a limited boundary, created by general law, special act, local ordinance, or by rule of the Governor and Cabinet.”³³ A special district has only those powers expressly provided by, or which can be reasonably implied from, the authority provided in the district’s charter. Special districts provide specific municipal services in addition to, or in place of, those provided by a municipality or county.

“Dependent” and “Independent” Special District Classifications

The Act establishes criteria for determining whether a special district is a “dependent special district” or an “independent special district.” The distinction is crucial for several reasons, including the fact that requirements for the creation of special districts vary depending on whether the special district is dependent or independent.³⁴

Dependent Special Districts

A “dependent special district” is defined as a special district that meets at least one of the following criteria:

- the membership of its governing body is identical to that of the governing body of a single county or a single municipality;
- all members of its governing body are appointed by the governing body of a single county or a single municipality;
- during their unexpired terms, members of the special district’s governing body are subject to removal at will by the governing body of a single county or a single municipality; or
- the district has a budget that requires approval through an affirmative vote or can be vetoed by the governing body of a single county or a single municipality.³⁵

As of October 1, 2013, there were 639 active dependent special districts in Florida.³⁶ As illustrated in Appendix E, dependent special districts perform a variety of functions in Florida.

Independent Special Districts

An “independent special district” is defined by the Act as a special district that is not a dependent special district as defined in statute.³⁷ A district that includes more than one county is an independent special district unless the district lies wholly within the boundaries of a single municipality.³⁸ As of October 1, 2013, there were 994 active independent special districts in Florida.³⁹

Independent special districts do not possess home rule power. Therefore, the only powers possessed by independent special districts are those expressly provided by, or which can be reasonably implied from, the special district’s charter or by general law.⁴⁰

Formation of Dependent and Independent Special Districts

The Act provides that “[i]t is the specific intent of the Legislature that dependent special districts shall be created at the prerogative of the counties and municipalities and that independent special districts shall only be created by legislative authorization as provided herein.”⁴¹ Although new dependent special districts may be created directly by the Legislature regardless of current statutory requirements, the Act requires that a charter for the creation of a dependent special district must be adopted by ordinance of the county or municipal governing body having jurisdiction over the area affected.⁴²

A county is authorized to create, by ordinance, a dependent special district within the county, subject to the approval of the governing body of the incorporated area affected. Municipalities also are authorized to create, by ordinance, a dependent special district within the municipality. A county or municipal ordinance creating a dependent special district must include several statements including, but not limited to:

- the purpose, powers, functions, and duties of the district;
- the geographic boundary limitations of the district;
- the authority of the district;

- an explanation of why the district is the best alternative;
- the membership, organization, compensation, and administrative duties of the governing board;
- the applicable financial disclosure, noticing, and reporting requirements;
- the methods for financing the district;
- a declaration that the creation of the district is consistent with the approved local government comprehensive plans.

County charters also may contain provisions that limit the creation of special districts or their activities.

Prior to the enactment of the Act in 1989, the Legislature passed special acts creating dependent special districts. However, in 1989, the responsibility for creating dependent districts was transferred to county or municipal governing bodies. Dependent districts may be created by local governments by adopting a charter for the district by local ordinance. If a dependent district created by special act of the Legislature has not been converted to local ordinance, the district's charter may not be amended without legislative approval in the form of a local bill amending the dependent district's enabling legislation.

In addition, the Act requires submission of a statement to the Legislature documenting the purpose of the proposed district, the authority of the proposed district, and an explanation of why the district is the best alternative.⁴³ The Act also requires submission of a resolution or official statement issued by the appropriate local governing body in which the proposed district is located affirming that the creation of the proposed district is consistent with approved local government plans of the local governing body and that the local government has no objection to the creation of the proposed district.⁴⁴

The Act requires the charter of any newly created special district to contain a reference to the status of the special district as dependent or independent.⁴⁵ The charters of independent districts must address and include certain provisions, including geographical boundaries, taxing authority, bond authority, and board selection procedures.



Florida State Archives

Commercial building on the west side of Adams St. at the corner of College Ave. in the Tallahassee Downtown Improvement Authority special assessment district, circa 1974. The TDIA authorizing legislation was created by an act of the Florida Legislature in 1971, as a special assessment district. The mission of the TDIA is to promote downtown Tallahassee as a place for business and entertainment.

In addition to these extensive requirements for local bills creating independent special districts, other criteria mandated by the Florida Constitution must be fulfilled including notice requirements applicable to all local bills.

Section 125.01(5)(a), *Florida Statutes*, authorizes a county to create by ordinance a special district to include both unincorporated and incorporated areas of the county, but only with the approval of any affected municipality. These special districts are authorized to provide municipal services and facilities “from funds derived from service charges, special assessments, or taxes within [the] district only” and may not provide services exclusively in the unincorporated area. The statute authorizes these special districts to levy any millage designated in the ordinance creating the special district and approved by a vote of the electors as required by the Florida Constitution.

Non-Legislative Creation of Independent Special Districts

General law authorizes the creation of certain types of independent special districts without specific action of the Legislature. The Governor and Cabinet, a municipality or county, or a regional combination of cities and counties may initiate the creation of

certain special districts in compliance with statutory requirements.

For example, Chapter 190, *Florida Statutes*, authorizes the Governor and Cabinet, acting as the Florida Land and Water Adjudicatory Commission, to establish a community development district (CDD) of 1,000 acres or more. The exclusive and uniform method for creating a CDD of less than 1,000 acres is by county or municipal ordinance.⁴⁶

The Secretary of the Department of Environmental Protection also may approve an agreement between local governmental units establishing regional water supply authorities (section 373.1962, *Florida Statutes*).

General law authorizes counties to create, by local ordinance, several types of independent special districts including:

- juvenile welfare boards/funding for children's services (section 125.901, *Florida Statutes*);
- county health or mental health care special districts/funding for indigent health care services (section 154.331, *Florida Statutes*);
- public hospital districts (Chapter 155, *Florida Statutes*); and
- neighborhood improvement districts (Chapter 163, Part IV, *Florida Statutes*).

Any combination of two or more counties, municipalities or other political subdivisions may establish a regional transportation authority.⁴⁷

Dissolution and Merger of Special Districts

The Uniform Special District Accountability Act of 1989 governs the dissolution or merger of special districts.⁴⁸ The statutory provisions governing the merger or dissolution of dependent and independent special districts were substantially amended by the Legislature during the 2012 Legislative Session pursuant to chapter 2012-16, Laws of Florida.

Dependent Special Districts

Dependent special districts may be merged or dissolved by an ordinance of the local government entity where the district is located. However, a county may not dissolve a special district that is dependent

to a municipality or vice versa, or a dependent special district created by special act. Dependent special districts created and operating pursuant to special act may be merged or dissolved only by the Legislature unless otherwise provided by general law.⁴⁹

Independent Special Districts

The governing board of an independent special district may dissolve an independent special district, a "voluntary dissolution," or the entity creating the independent special district, such as the Legislature or a county or municipality, may initiate the dissolution of an independent special district.

Voluntary Dissolutions

For an independent special district created and operating pursuant to a special act, the voluntary dissolution of an independent special district must be initiated by the vote of a majority plus one of the governing board and may only occur by an act of the Legislature, unless otherwise provided by general law.

Dissolutions That Are Not Voluntary

With respect to dissolutions that are not voluntary, in order for the Legislature to dissolve an active independent special district created and operating pursuant to a special act, the special act dissolving the independent special district must be approved by a majority of the district's resident electors or, for districts in which a majority of the governing board members are elected by landowners, a majority of the district's landowners voting in the same manner the governing board is elected. If a local general-purpose government passes an ordinance or resolution in support of the dissolution, that government is responsible for the payment of any expenses associated with the required referendum.⁵⁰

If an independent special district was created by a county or municipality by referendum or any other procedure, the county or municipality that created the district may dissolve the district pursuant to a referendum or any other procedure by which the district was created. *If the independent special district has ad valorem taxation powers, the same procedure*

required to grant such powers is required to dissolve the district.⁵¹

Any independent special districts that meet the criteria for being declared inactive or that have already been declared inactive pursuant to the Act⁵² may be dissolved by a special act without a referendum.⁵³

Voluntary Merger of Independent Special Districts

Two or more contiguous independent special districts with similar functions and governing bodies that were created by the Legislature may voluntarily merge prior to a special act.⁵⁴

The merger may be initiated by either a joint resolution of the governing bodies of each district, which endorses a proposed joint merger plan, or by qualified elector initiative.⁵⁵ A qualified elector-initiated merger plan is prepared and approved by the governing bodies of each district. The Act identifies the components of each plan.⁵⁶ A qualified elector-initiated merger plan requires each independent special district to file a petition with the governing bodies of each district proposing to be merged. The petition must contain the signatures of at least 40 percent of the qualified electors of each component independent special district.⁵⁷

The effective date of the proposed voluntary merger is not contingent upon the future act of the Legislature; however, the merged district's powers are limited until the Legislature approves the unified charter by special act. The merged independent district must, at its own expense, submit a unified charter for the merged district to the Legislature for approval.⁵⁸

The voluntary merger provisions do not apply to independent special districts whose governing bodies are elected by district landowners voting based upon acreage owned within the district,⁵⁹ such as water control or drainage districts governed by Chapter 298, *Florida Statutes*.

Involuntary Merger

In order for the Legislature to merge an active independent special district or districts created and

operating pursuant to a special act, the special act merging the independent special district or districts must be approved at separate referenda of the impacted local governments by a majority of the resident electors or, for districts in which a majority of governing board members are elected by landowners, a majority of the landowners voting in the same manner by which each independent special district's governing body was elected.

The special act must include a merger plan that addresses transition issues such as the effective date of the merger, governance, administration, powers, pensions, and assumption of all assets and liabilities. If a local general-purpose government passes an ordinance or resolution in support of the merger, the local general-purpose government is responsible for the payment of any expenses associated with the required referendum.

If an independent special district was created by a county or municipality by referendum or any other procedure, the county or municipality that created the district may merge the district pursuant to a referendum or any other procedure by which district was created. If the independent special district has ad valorem taxation powers, then the same procedure required to grant such powers is required to merge the special district.

The political subdivisions proposing the involuntary merger are responsible for the payment of any expenses associated with the required referendum.

Inactive Independent Special Districts

Any independent special district that meets the criteria for being declared inactive or that has already been declared inactive pursuant to the Act⁶⁰ may be dissolved by a special act without a referendum.⁶¹ If an inactive independent special district was created by a county or municipality through a referendum, the Act provides specific procedures for merger or dissolution of the district.⁶²

These merger and dissolution procedures do not apply to water management districts or community development districts.⁶³

Closing

Florida is a large and diverse state and as time has passed, the traditional roles of the different forms of local governments have begun to overlap as the state has become more urbanized and local governments have become more sophisticated. Counties have in some instances assumed more traditional municipal service functions while ceding a number of the functions back to state government, and some

special districts in newly developed areas often provide services that in the past were offered by municipal governments. Local governments have been able to respond to the needs of citizens in an agile manner and will likely continue to evolve as new methods for the provision of local services continue to be explored.

¹Steven L. Sparkman, "The History and Status of Local Government Powers in Florida," *University of Florida Law Review*, Vol. 25, 1973, p. 271.

²*Ibid.*

³Lawrence Arrington and Herbert A. Marlowe, Jr., "County Government in the Nineties: An Overview," (Tallahassee, Florida: Florida Association of Counties, 1994), pp. 4 and 5.

⁴The Florida Constitution of 1968, as amended January 1999, Article VIII, Section 1 (1984).

⁵*Primer on Home Rule and Local Government Revenue Sources*, Nabors, Giblin, & Nickerson, P.A., April 2010.

⁶Section 189.4041, *Florida Statutes*.

⁷Fernald and Purdam, p.99, and data from the Florida House of Representatives, Local & Federal Affairs Committee. See generally Florida Atlas of Historical County Boundaries: Consolidated Chronology of State and County Boundaries, John H. Long and Peggy Tuck Sinko, available at http://publications.newberry.org/ahcsp/documents/FL_Consolidated_Chronology.htm (last visited Oct. 8, 2013).

⁸Joseph W. Little, "Florida Local Government in the 1990s." in Proceedings of the Governor's Conference on Local Governments in the 1990s, (Gainesville, Florida: The Center for Governmental Responsibility, University of Florida College of Law, January 1989), p. 102.

⁹*The Florida Municipal Officials' Manual*, p. I-B-1.

¹⁰*The Florida Municipal Officials' Manual*, p. I-B-2.

¹¹*The Florida Municipal Officials' Manual*, p. I-B-3.

¹²See section 165.022, *Florida Statutes*.

¹³Research Division, National Association of Counties, 440 First Street, NW, Washington, D.C. 20001.

¹⁴Florida Constitution of 1885, Article VIII, Section 9 (1934). Referenced in the Florida Constitution of 1968, Article VIII, Section 6 (1968), as amended January 1999.

¹⁵Jacksonville Ordinance Code, Volume III (containing the Charter and Related Laws of the City of Jacksonville, Florida), (Tallahassee, Florida: Municipal Code Corporation, 1991), C-1.

¹⁶Florida Constitution of 1885, Article VIII, Section 10 (1936). Referenced in the Florida Constitution of 1968, Article VIII, Section 6 (1968), as amended January 1999.

¹⁷Florida Constitution of 1885, Article VIII, Section 24 (1966). Referenced in the Florida Constitution of 1968, Article VIII, Section 6 (1968), as amended January 1999.

¹⁸Home Rule Charter for Hillsborough County Florida, (Tampa, Florida: Hillsborough County Board of County Commissioners, September 1983), Introduction.

¹⁹Florida Constitution of 1885, Article VIII, Section 11, (1956). Referenced in the Florida Constitution of 1968, Article VIII, Section 6 (1968), as amended January 1999.

²⁰Florida Department of Economic Opportunity, Division of Community Development, Special District Information Program, Official List of Special Districts Online, State Totals. <http://dca.deo.myflorida.com/fhcd/sdip/OfficialListdeo/report.cfm> (last visited October 1, 2012).

²¹Florida Department of Economic Opportunity, Division of Community Development, Special District Information Program, Official List of Special Districts Online, Special District Function Totals. <http://www.floridaspecialdistricts.org/OfficialList/functiontotals.cfm> (last visited October 1, 2013).

²²Florida Department of Economic Opportunity, Division of Community Development, Special District Information Program, Florida Special District Handbook Online: A Brief History of Special Districts at section 4b. (September 2012), available at <http://www.floridajobs.org/fhcd/sdip/Handbook/SDHandbook.pdf>. (hereinafter Special District Handbook Online 2013).

²³Of the 35,052 special district governments reported in the U.S. in 2002, over 90 percent performed a single function. More than 36 percent of all special district governments performed functions related to natural resources, such as drainage and flood control, irrigation, and soil and water conservation. The next most frequent function performed by such units is fire protection, followed by housing and community development and sewerage. The remaining special districts performed a variety of functions. Most of the units recognized as multiple-function in nature involve some combination of water supply with other services, most commonly sewerage services. A total of 5,011 special district governments (14.3 percent) provided water supply either as the sole function or as one of a combination of functions. 2002 Census of Governments [GC02(1)-1]. U.S. Census Bureau, pp. viii (Dec. 2002), available at <http://www.census.gov/prod/2003pubs/gc021x1.pdf>.

²⁴In order to be counted as a special district government, rather than be classified as a subordinate agency, an entity must possess three attributes—existence as an organized entity, governmental character, and substantial autonomy. U.S. Census Bureau, 2012 Census of Governments, Lists & Structure of Governments, Population of Interest, Criteria for Classifying Governments, <http://www.census.gov/govs/go/> (last visited Sept. 19, 2012).

²⁵U.S. Census Bureau, 2012 Census of Governments, Preliminary Count of Local Governments by Type and State: 2012, available at http://www2.census.gov/govs/cog/2012/formatted_prelim_counts_23Jul2012_2.pdf.

²⁶U.S. Census Bureau, 2007 Census of Governments, Local Governments and Public Schools Systems by Type and State: 2007, <http://www.census.gov/govs/cog/GovOrg-Tab03ss.html> (last visited Sept. 19, 2012).

²⁷U.S. Census Bureau, 2002 Census of Governments, Government Organization, Special-Purpose Local Governments by State: 1952-2002, available at <http://www.census.gov/prod/2003pubs/gc021x1.pdf>.

²⁸The "Brief History of Special Districts in Florida" has been reprinted from the *Florida Special District Handbook* Online. Special District Handbook Online 2012, supra note 104 at section 4b.

²⁹Chapter 165, *Florida Statutes*, currently is the "Formation of Municipalities Act." The provisions of this chapter relating to special districts was modified and transferred to ch. 189, F.S., by ss. 35-42, ch. 89-169, Laws of Florida.

³⁰Chapter 163, *Florida Statutes*. This act was subsequently replaced by Chapter 190, *Florida Statutes*, the Uniform Community Development District Act of 1980.

³¹Section 189.402(2)(a)-(d), *Florida Statutes*; *Forsythe v. Longboat Key Beach Erosion Control Dist.*, 604 So.2d 452 (Fla. 1992).

³²Section 189.402(2)(e), *Florida Statutes*.

³³Section 189.403(1), *Florida Statutes*.

³⁴*Forsythe*, 604 So.2d at 454.

³⁵Section 189.403(2), *Florida Statutes*.

³⁶Florida Department of Economic Opportunity, Division of Community Development, Special District Information Program, Official List of Special Districts Online, County and State Totals, <http://www.floridaspecialdistricts.org/OfficialList/totals.cfm#Totals> (last visited October 1, 2013).

³⁷Section 189.403(3), *Florida Statutes*.

³⁸*Ibid.*

³⁹Florida Department of Economic Opportunity, Division of Community Development, Special District Information Program, Official List of Special Districts Online, County and State Totals, <http://www.floridaspecialdistricts.org/OfficialList/totals.cfm#Totals> (last visited October 1, 2013).

⁴⁰State ex rel. City of Gainesville v. St. Johns River Water Mgmt. Dist., 408 So.2d 1067 (Fla. 1st DCA 1982).

⁴¹Section 189.402(1), Florida Statutes; Forsythe v. Longboat Key Beach Erosion Control Dist., 604 So.2d 452 (Fla. 1992).

⁴²Section 189.4041, Florida Statutes.

⁴³Ibid.

⁴⁴Ibid.

⁴⁵Section 189.404(5), Florida Statutes.

⁴⁶Section 190.005(2), Florida Statutes.

⁴⁷Section 163.567, Florida Statutes.

⁴⁸Chapter 189, Florida Statutes.

⁴⁹Section 189.4042(1), Florida Statutes.

⁵⁰Section 189.4042(3)(b)1, Florida Statutes.

⁵¹Section 189.4042(3)(b)2, Florida Statutes.

⁵²Section 189.4044, Florida Statutes.

⁵³Section 189.4042(3)(c), Florida Statutes.

⁵⁴Section 189.4042(5), Florida Statutes.

⁵⁵Section 189.4042(5)(a), F.S.; see section 189.4042(5)(b), Florida Statutes.

⁵⁶Section 189.4042(5), Florida Statutes.

⁵⁷Section 189.4042(5)(c), Florida Statutes.

⁵⁸Section 189.4042(5)(d), Florida Statutes.

⁵⁹Section 189.4042(5)(n), Florida Statutes.

⁶⁰Section 189.4044, Florida Statutes.

⁶¹Section 189.4042(3)(c), Florida Statutes.

⁶²Ibid and section 189.4044, Florida Statutes.

⁶³Section 189.4042(7), Florida Statutes.

Tampa councilmen on a harbor and ship tour in an amphibious vehicle, circa 1943.



Florida State Archives



Elections and Results

John French*

The legal basis for Florida's system of elections is provided by Article VI of the State Constitution and Chapters 97–106 of the *Florida Statutes*, generally referred to as the Election Code.

It is important to note that the Legislature makes frequent changes in the Election Code from session to session and that judicial decisions in this area are having an increasingly strong impact in shaping Florida's election laws. It is therefore prudent to refer to the latest edition of the *Florida Statutes* and the



Florida State Archives

LeRoy Collins campaign headquarters on election night, awaiting the returns via newswires and teletype machines, Tallahassee, 1956.

*Most of this is an excerpt from an article on Florida elections by John French that appeared in prior editions of The Florida Handbook. Mr. French was Staff Director for the Committee on Elections of the House of Representatives and Executive Director for The Florida Democratic Party. Updates have been made by editorial staff.

most recent Laws of Florida for up-to-date information in this area. Inquiries may also be directed to the Division of Elections of the Department of State in Tallahassee.

The Division of Elections section of the Department of State's website (www.dos.state.fl.us) provides, among other things, up-to-date information on election dates, qualified candidates, primary, runoff and general election statistics, campaign finance information, voter registration, proposed amendments to the Constitution, and historical information on past elections by district or circuit plus Constitutional Amendments.

The National Voter Registration Act of 1993 or "motor-voter" law allows voters to register through the mail and at motor-vehicle, welfare, and other state offices. More than a million Floridians registered to vote during the first year of implementation.

Election Dates

General elections—General elections are held on the first Tuesday after the first Monday in November in even-numbered years. All federal, state, legislative, and county offices are filled at a general election. Proposed amendments to the State Constitution are submitted to the electorate for acceptance or rejection. All registered voters may participate in a general election regardless of party registration.

Primary elections—Primary elections are held

to choose the nominees of a political party to run in the general election. Only those voters registered in a given party may vote in that party's primaries.

The primary election is held on the Tuesday ten weeks before the general election in each year that a general election is to be held. Additionally, a Presidential preference primary is scheduled in January of presidential election years. The candidate who receives the highest number of the votes cast in his contest in the primary becomes the nominee of his party at the general election.

Second primary—In 2001, the Legislature eliminated the second primary from 2002 until January 1, 2004. In 2003 the Legislature extended the moratorium until January 1, 2006. The second primary was permanently eliminated by the 2005 Legislature.

Unopposed candidates—When a candidate is unopposed for his party's nomination, he is considered nominated and his name does not appear on the primary ballot. The name of an unopposed candidate does not appear on the general election ballot unless a write-in candidate has qualified pursuant to law.

Judicial elections—Justices of the Florida Supreme Court and judges of the district courts of appeal are appointed by the Governor as the culmination of a formal selection process. However, the electorate is given the opportunity every six years to vote on whether they retain their judicial offices. In such elections, the issue posed is, "Shall Justice (Judge) _____ be retained in office?" The justice or judge is retained if a majority votes in favor of his retention; if not, the office is deemed vacant and the selection/appointment processes are commenced to fill the vacancy.

Circuit court judges and county judges are elected in nonpartisan judicial elections which coincide with the first primary and the general elections, respectively. As in partisan elections, the names of unopposed candidates do not appear on the judicial ballot unless write-in candidates have qualified pursuant to law. When there are two or more candidates for a judicial post, their names appear on the ballot for the first nonpartisan election, conducted concurrently with the first primary. If no candidate receives a majority of the votes cast, the names of the two candidates receiving the highest number of votes are listed on the second nonpartisan election which is conducted concurrently with the general election. If

the second nonpartisan election results in a tie, the winner is determined by lot.

Chapter 105, *Florida Statutes*, restricts partisan political activities by or on behalf of candidates for judicial office. Judicial candidates report their contributions and expenses on the same basis as other candidates for public office.

Vacancies in Office or in Nomination

Vacancies in office—When an elective office becomes vacant due to the death, resignation or removal of the officeholder, the vacancy is filled either by a special election or by appointment by the Governor, depending on the office in question.

United States Senate—When a vacancy occurs in the United States Senate, the Governor may appoint someone to the office until the vacancy has been filled at the next general election.

State Legislature and United States House of Representatives—When a vacancy occurs in the Florida Legislature or in the United States House of Representatives (vacancies that may not be filled by appointment), the Governor calls a special election to fill the vacated seat. This in turn requires the calling of party primaries for the selection of party nominees.

Other state and county offices—Article IV, Section (1)(f) of the Florida Constitution states that, when not otherwise provided, the Governor shall fill by appointment any vacancy in state or county office for the remainder of the term of an elective office if less than 28 months, otherwise until the first Tuesday after the first Monday following the next general election. Vacancies in statutory office are generally filled by the Governor for the unexpired term. However, there are a few such offices in which vacancies are filled until the next general election, at which time candidates run for election to the unexpired term.

Special elections to fill vacancies in office or in nomination—When death, resignation, withdrawal, removal, or any other cause or event creates a vacancy in office or in nomination after the last date for filing for a special or primary election and thus leaves no candidates for nomination or election to a county, district or state office, the Governor, after conferring with the Secretary of State, calls a special primary election to select nominees of recognized political

parties to fill the vacancy in nomination or in office. The Secretary of State fixes the latest practicable filing date and also the dates for candidates to file reports of contributions and expenditures.

In the event the vacancy in nomination or in office occurs later than September 15 of a general election year, special primaries are not called and nominations are made by the appropriate state, congressional district, or county executive committee of the political party losing the candidate or nominee.

Presidential Electors

Nomination by Governor—The Governor nominates the presidential electors of all political parties who have elected a president of the United States subsequent to January 1, 1900. He nominates the electors from among persons recommended by the state executive committees of the political parties and may nominate only persons who are qualified electors and who have taken an oath that they will vote for the candidate of the party that they are nominated to represent. The Governor certifies to the Secretary of State on or before September 1 in a presidential election year, the names of a number of persons for each political party equal to the number of senators and representatives that Florida has in Congress. These persons are nominated as the electors from this state for President and Vice President of the United States.

A minority political party may devise its own method of selecting its presidential electors.

Number of electors—Each state is entitled to as many electoral votes as the total of its senators and representatives in Congress. Florida has two United States Senators and 27 Representatives and is thus entitled to 29 electoral votes.

Election of Presidential electors—The names of a party's candidates for President and Vice President appear on the general election ballot instead of the names of that party's nominees for presidential electors. The nominees for presidential elector of the party whose candidate for President receives the most votes in Florida are elected as Florida's presidential electors.



Photo by Mark T. Foley

Jessie "Granny" Edge poses with the Niceville Civic Center sign, Niceville, 1984.

Oldest Woman Elected

Jessie Alma "Granny" Edge was elected at age 83 in July 1983, as a City Councilman of Niceville. She was then believed to be the oldest elected public officer in Florida and perhaps the United States. She defeated a lawyer and a businessman in polling 52 percent of the vote.

Mrs. Edge once said: "I have sixteen grandchildren and six great-grandchildren. I've spent much of my life working for them. Now, as a Council member, I work for the senior citizens and everyone in Niceville. I don't have time to think about myself. If I did, I might get old."

First under 21 to Vote

The Associated Press reported that Miss Rhonda Spence, a 20-year-old student, stepped into a voting booth at DeFuniak Springs on Tuesday, July 13, 1971, and became the first person under the age of twenty-one to vote in Florida.

The daughter of Mr. and Mrs. C. E. Spence was among sixty-six electors between the ages of eighteen and twenty qualified to participate in the election of three city councilmen.

A 20-year-old sailor, Lennie H. Andrews, turned in an absentee ballot on Friday preceding the election but his ballot was opened after Miss Spence voted.

Woman's Suffrage and Florida's First Woman Voter

From the 1890s, Florida women had unsuccessfully urged their legislators to adopt woman's suffrage. In 1915, however, the town of Fellsmere in St. Lucie County applied for its municipal charter. Because women had played an active role in establishing the community, the men included a provision allowing women to vote. It passed the legislature without notice and Mrs. Zena M. Dreier cast the first Florida woman's ballot on June 19, 1915.

In 1917, the right to vote in city elections was granted to women at Florence Villa, Moore Haven, Palm Beach, and Pass-a-Grille, and in 1918 at DeLand, Aurantia, Daytona, Daytona Beach, and Orange City.

The 19th Amendment was submitted to the states by Congress on June 8, 1919. Ratification by sufficient states was achieved on August 26, 1920.

In an election for mayor and constable in Sneads, on August 27, 1920, Mrs. Fay Bridges was Florida's first woman to vote after ratification.

Florida was slow to move on statewide woman's suffrage. When the Legislature did ratify the 19th Amendment to the United States Constitution, it was a symbolic gesture occurring a half century after 38 other states had done so meaningfully. Florida's action occurred on May 13, 1969, and was taken in recognition of the Florida League of Women Voters, an offshoot of the national American Woman Suffrage Association.

First Florida Election with Black Participation

Jerrell H. Shofner, in *Nor Is It Over Yet*, wrote that the election of Adolphus Mot as Mayor of Fernandina in 1865 "must have been the first Florida election in which Negroes participated."

Chief Justice Salmon P. Chase of the United States, on a political visit to Florida at the time, administered the oath to Mot, a Republican. Shofer wrote that Mot was a "well-educated French immigrant," formerly on the personal staff of Chase when he was Secretary of the Treasury.

First Woman Sheriff

Source: *Miami Herald*

When Sheriff Claude Simmons of Okeechobee County was felled by pneumonia in 1938, his widow, Eugenia, was left with three teen-age children to support. The townspeople decided she ought to be named Sheriff until an election could be called and Governor Fred P. Cone agreed. So she became Florida's first woman Sheriff. The Simmons family moved into an apartment at the jail, and Sheriff Simmons fed the prisoners the same fare her family received. She never carried a gun or wore a badge. The workaday duties were performed by her husband's brother, Cossie, who had been his deputy and who succeeded him by election. Eugenia Simmons served for nine months and was not a candidate for election. In 1975, she was Mrs. Eugenia Simmons Bowden, twice-widowed, with 14 children or grandchildren. She told The Miami Herald's Al Burt, "To tell you the truth, I never did really feel like I was the Sheriff."

First Woman Police Chief

Source: *Miami Herald*

When Mrs. Sue Wegner was sworn in by Mayor Lucie Black as police chief of Minneola on August 21, 1979, she was regarded as Florida's first. Chief Wegner, married and the mother of two teenagers, headed a force of six in Minneola, a Central Florida community of some 1,000. She was a sergeant and the police department's senior officer when she was appointed by City Manager Richard D. Waters.

Political Convention Votes for Floridians

U.S. Senator George A. Smathers received 30 votes for President at the 1960 Democratic National Convention. Since John F. Kennedy was nominated on the first ballot, Florida's votes for Smathers, as a favorite son holding votes in reserve for Kennedy, meant the state was not in the winner's column. In addition to Florida's 29 votes, Smathers also received a half vote each from Alabama and North Carolina.

Other votes for Floridians were cast in Vice Presidential balloting. Claude Pepper, first U.S. Senator and then Congressman, received three votes each at the 1944 and 1972 Democratic conventions. Governor LeRoy Collins was given 28 and one-half votes at the 1976 Democratic convention. U.S. Senator Duncan U. Fletcher received seven votes at the 1928 Democratic convention. J. Leonard Replogle of Palm Beach, Republican national committeeman, won 23 and three-fourths votes at the 1932 Republican convention. Since Florida had 16 votes at that convention, it is obvious that Replogle received votes elsewhere but *Convention Decisions and Voting Records* does not indicate the source of these.

First Primary Election

W.T. Cash, in his *History of the Democratic Party in Florida*, said a Monroe County primary in 1876 “probably was the first held in Florida.”

Jeptha V. Harris sought the Democratic nomination for the Florida House of Representatives. “Believing that a convention would not pick him,” wrote Cash, “he raised such a protest in behalf of leaving nominations up to the people that a primary was called in which he was selected by a majority of the voters. He won the election. Harris should probably be given credit for being the father of primary nominations in Florida.”

First Straw Ballot March 4, 1972

Prohibit forced busing	1,127,631 for; 396,778 against
Equal education	1,095,879 for; 293,775 against
Prayer in school	1,171,711 for; 300,745 against

18-Year-Old Elected to City Council

John Rama was an 18-year-old high school senior when first elected on February 8, 1977, to the City Council of Belleair Beach. He is said to be the first 18-year-old elected to public office in Pinellas County and possibly in Florida.

Record Florida Voter Turnout

Nearly 8.4 million Florida voters cast ballots in the 2012 general election, a record number that pushed voter turnout over 70 percent. Some 8,386,164 voters cast ballots, up from 8,351,358 in 2008, which had previously held the record for numerical turnout. At 70.3 percent, Florida’s 2012 participation failed to eclipse the 2008 race in which 75 percent of Florida’s registered voters cast ballots.

Political Parties

Democratic:

State Headquarters: 214 South Bronough St., Tallahassee 32301. (850) 222-3411, Fax: (850) 222-0916. Website: www.floridadems.com. Chairwoman: Alison Tant; Executive Director: Scott Arceneaux.

Republican:

State Headquarters: 420 East Jefferson, P.O. Box 311, Tallahassee 32301. (850) 222-7920, Fax: (850) 681-0184. Website: www.RPOF.org. Chairman: Lenny Curry; Executive Director: Juston Johnson.

Popular Vote in Florida for President

Year	Candidate	Total	% Votes
1848	Zachary Taylor (Whig)	4,177	57.2
	Lewis Cass (Democrat)	3,083	42.8
1852	Franklin Pierce (Democrat)	4,318	60.0
	Winfield Scott (Whig)	2,875	40.0
1856	James Buchanan (Democrat)	6,358	56.8
	Millard Fillmore (American)	4,833	43.2
1860	John C. Breckinridge (Democrat)	8,155	62.2
	John Bell (Constitutional Union)	4,731	36.1
	Stephen A. Douglas (Independent Dem.)	221	1.7
1864	No election		
1868	Republican electors chosen by Legislature		
1872	Ulysses S. Grant (Republican)	17,765	53.5
	Horace Greeley (Democrat, Liberal Republican)	15,428	46.5
1876	Rutherford B. Hayes (Republican)	23,849	51.0
	Samuel J. Tilden (Democrat)	22,923	49.0
1880	Winfield S. Hancock (Democrat)	27,925	54.1
	James A. Garfield (Republican)	23,686	45.9
1884	Grover Cleveland (Democrat)	31,769	53.1
	James G. Blaine (Republican)	28,031	46.9
1888	Grover Cleveland (Democrat)	39,561	58.7
	Benjamin Harrison (Republican)	26,659	39.6
	Alson J. Streeter (Labor)	704	1.0
	Clinton B. Fisk (Prohibition)	417	7
1892	Grover Cleveland (Democrat)	30,143	84.8
	James B. Weaver (People's)	4,843	13.6
	John Bidwell (Prohibition)	570	1.6
1896	William J. Bryan (Democrat)	30,683	66.0
	William McKinley (Republican)	11,288	24.3
	William J. Bryan (People's)	2,053	4.4
	John M. Palmer (National Democrat)	1,778	3.8
	Joshua Levering (Prohibition)	654	1.5
1900	William J. Bryan (Democrat)	29,020	71.1
	William McKinley (Republican)	7,779	19
	William J. Bryan (People's)	1,070	2.6
	John G. Woolley (Prohibition)	2,254	5.5
	Eugene V. Debs (Social Democrat)	662	1.6
1904	Alton B. Parker (Democrat)	27,046	68.8
	Theodore Roosevelt (Republican)	8,314	21.2
	Thomas E. Watson (People's)	1,605	4.1
	Eugene V. Debs (Socialist)	2,337	5.9

Year	Candidate	Total	% Votes
1908	William J. Bryan (Democrat)	31,104	63.0
	William H. Taft (Republican)	10,654	21.6
	Eugene V. Debs (Socialist)	3,747	7.6
	Thomas L. Hisgen (Independence)	553	1.2
	Thomas E. Watson (People's)	1,946	3.9
	Eugene W. Chafin (Prohibition)	1,356	2.7
1912	Woodrow Wilson (Democrat)	36,417	70.2
	William H. Taft (Republican)	4,279	8.2
	Eugene V. Debs (Socialist)	4,806	9.3
	Eugene W. Chafin (Prohibition)	1,854	3.6
	Theodore Roosevelt (Progressive)	4,535	8.7
1916	Woodrow Wilson (Democrat)	55,984	69.3
	Charles E. Hughes (Republican)	14,611	18
	J. Frank Hanly (Prohibition)	4,786	5.9
	A. L. Benson (Socialist)	5,353	6.6
1920	James M. Cox (Democrat)	90,515	58.1
	Warren G. Harding (Republican)	44,853	28.8
	Warren G. Harding (Republican)	10,118	6.5
	Eugene V. Debs (Socialist)	5,189	3.3
	Aaron Sherman (Prohibition)	5,124	3.3
1924	John W. Davis (Democrat)	62,083	56.9
	Calvin Coolidge (Republican)	30,633	28.1
	Herman P. Faris (Prohibition)	5,498	5.0
	Robert M. LaFollette (Progressive)	8,625	7.9
	Gilbert O. Nations (American)	2,315	2.1
1928	Herbert C. Hoover (Republican)	144,168	56.8
	Alfred E. Smith (Democrat)	101,768	40.1
	Norman Thomas (Socialist)	4,036	1.6
	William Z. Foster (Communist)	3,704	1.5
1932	Franklin D. Roosevelt (Democrat)	206,307	74.9
	Herbert C. Hoover (Republican)	69,170	25.1
1936	Franklin D. Roosevelt (Democrat)	249,117	76.1
	Alfred M. Landon (Republican)	78,248	23.9
1940	Franklin D. Roosevelt (Democrat)	359,334	74.0
	Wendell L. Willkie (Republican)	126,158	26.0
1944	Franklin D. Roosevelt (Democrat)	339,377	70.3
	Thomas E. Dewey (Republican)	143,215	29.7
1948	Harry S. Truman (Democrat)	281,988	48.8
	Thomas E. Dewey (Republican)	194,280	33.6
	J. Strom Thurmond (States' Rights)	89,755	15.5
	Henry A. Wallace (Progressive)	11,620	2.1

Year	Candidate	Total	% Votes
1952	Dwight D. Eisenhower (Republican)	544,036	55.0
	Adlai E. Stevenson (Democrat)	444,950	45.0
1956	Dwight D. Eisenhower (Republican)	643,849	57.3
	Adlai E. Stevenson (Democrat)	480,371	42.7
1960	Richard M. Nixon (Republican)	795,476	51.5
	John F. Kennedy (Democrat)	748,700	48.5
1964	Lyndon B. Johnson (Democrat)	948,540	51.1
	Barry M. Goldwater (Republican)	905,941	48.9
1968	Richard M. Nixon (Republican)	886,804	40.5
	Hubert H. Humphrey (Democrat)	676,794	30.9
	George C. Wallace (George Wallace)	624,207	28.5
1972	Richard M. Nixon (Republican)	1,857,759	71.9
	George McGovern (Democrat)	718,117	27.8
	Scattering	7,407	0.3
1976	Jimmy Carter (Democrat)	1,636,000	51.9
	Gerald R. Ford (Republican)	1,469,531	46.6
	Tom Anderson (American)	21,325	0.6
	Eugene J. McCarthy (Independent)	23,645	0.7
1980	Ronald Reagan (Republican)	2,046,951	55.5
	Jimmy Carter (Democrat)	1,419,475	38.5
	Ed Clark (Libertarian)	30,524	0.8
	John B. Anderson (Independent)	189,692	5.1
	Write-in	384	0.0
1984	Ronald Reagan (Republican)	2,730,350	65.3
	Walter Mondale (Democrat)	1,448,816	34.7
	Write-in	885	0.0
1988	George H. W. Bush (Republican)	2,618,885	60.9
	Michael Dukakis (Democrat)	1,656,701	38.5
	Other	26,451	0
1992	George H.W. Bush (Republican)	2,173,316	40.9
	William J. Clinton (Democrat)	2,072,709	39.0
	Ross Perot (No Party)	1,053,076	19.8
	Other	15,317	00.3
1996	William J. Clinton (Democrat)	2,546,600	48.0
	Robert Dole (Republican)	2,244,164	42.3
	Ross Perot (Reform)	483,841	9.1
	Other	28,510	0.6
2000	George W. Bush (Republican)	2,912,790	48.8
	Albert Gore (Democrat)	2,912,253	48.8
	Raph Nader (Green)	97,488	1.6
	Other	40,579	0.6

Year	Candidate	Total	% Votes
2004	George W. Bush (Republican)	3,964,522	52.1
	John Kerry (Democrat)	3,583,544	47.1
	Ralph Nader (Reform)	32,971	0.4
	Other	28,773	0.4
2008	Barack Obama (Democrat)	4,282,074	51.0
	John McCain (Republican)	4,045,624	48.2
	Ralph Nader (Ecology)	28,124	0.3
	Other	34,922	0.5
2012	Barack Obama (Democrat)	4,237,756	50.0
	Mitt Romney (Republican)	4,163,447	49.1
	Gary Johnson (Libertarian)	44,726	0.5
	Other	28,250	0.3

NOTE: Returns for early presidential elections were researched and some revised in 2004.

2012 Republican Presidential Preference Primary

Candidate	Total	% Votes
Michele Bachmann	3,967	0.2
Herman Cain	3,503	0.2
Newt Gingrich	534,121	31.9
Jon Huntsman	6,204	0.4
Gary Johnson	1,195	0.1
Ron Paul	117,461	7.0
Rick Perry	6,775	0.4
Mitt Romney	776,159	46.4
Rick Santorum	223,249	13.3



Photo by Mike Ewen

Republican presidential candidate Mitt Romney speaking with state Senator John Thrasher, Tallahassee, 2011.



Photo by Beatrice Queral

Political supporters holding up posters in front of the Leon County Courthouse during the 2008 election contest.

Voter Participation
Votes in Florida For President of the United States

Year	# Electors Registered	# Votes Cast	% Participation	% Republican	% Democrat	% Others
1948	1,003,503	578,358	57.6	33.6	48.8	17.6
1952	1,339,538	988,986	73.8	55.0	45.0	
1956	1,606,750	1,124,220	70.0	57.3	42.7	
1960	2,016,586	1,544,180	76.5	51.5	48.5	
1964	2,501,546	1,854,481	74.1	48.9	51.1	
1968	2,765,316	2,187,805	79.1	40.5	30.9	28.5
1972	3,487,458	2,583,283	74.1	71.9	27.8	0.3
1976	4,094,308	3,150,499	76.9	46.64	51.93	1.43
1980	4,809,721	3,680,534	76.5	55.51	38.52	5.97
1984	5,574,472	4,180,051	75.8	65.28	34.64	0.08
1988	5,614,539	4,299,149	76.5	60.86	38.52	0.62
1992	6,541,825	5,310,981	81.1	40.9	39.0	20.1
1996	8,077,877	5,444,245	67.4	42.3	48.0	0.5
2000	8,752,717	6,138,765	70.1	48.8	48.8	2.2
2004	10,301,290	7,640,319	74.2	52.1	47.1	0.4
2008	11,247,634	8,453,743	75.2	48.2	51.0	0.5

Vote for President by County

County	Republican Mitt Romney	Democrat Barack Obama	Libertarian Gary Johnson
Alachua	48,797	69,699	1,306
Baker	8,975	2,311	41
Bay	56,876	22,051	573
Bradford	8,219	3,325	39
Brevard	159,300	122,993	1,974
Broward	244,101	508,312	2,372
Calhoun	4,366	1,664	48
Charlotte	47,996	35,906	411
Citrus	44,662	28,460	424
Clay	70,022	25,759	506
Collier	96,520	51,698	604
Columbia	18,429	8,462	143
Desoto	5,587	4,174	48
Dixie	5,052	1,798	27
Duval	211,615	196,737	2,325
Escambia	88,711	58,185	1,005

County	Republican Mitt Romney	Democrat Barack Obama	Libertarian Gary Johnson
Flagler	26,969	23,207	252
Franklin	3,570	1,845	19
Gadsden	6,630	15,770	54
Gilchrist	5,917	1,885	58
Glades	2,344	1,603	11
Gulf	4,995	2,014	40
Hamilton	3,138	2,228	14
Hardee	4,696	2,463	38
Hendry	5,355	4,751	32
Highlands	25,915	16,148	195
Hillsborough	250,186	286,467	3,448
Holmes	6,919	1,264	34
Indian River	43,450	27,492	329
Jackson	13,418	7,342	79
Jefferson	3,808	3,945	28
Lafayette	2,668	687	19
Lake	87,643	61,799	799
Lee	154,163	110,157	1,177
Leon	55,805	90,881	1,137
Levy	12,054	6,119	90
Liberty	2,301	942	9
Madison	4,474	4,176	33
Manatee	85,627	66,503	786
Marion	93,043	66,831	806
Martin	48,183	30,107	368
Miami-Dade	332,981	541,440	2,276
Monroe	19,234	19,404	260
Nassau	29,929	10,251	230
Okaloosa	70,168	23,421	848
Okeechobee	7,328	4,856	66
Orange	188,589	273,665	2,839
Osceola	40,592	67,239	458
Palm Beach	247,398	349,651	2,293
Pasco	112,427	98,263	1,695
Pinellas	213,258	239,104	3,329
Polk	131,577	114,622	1,446
Putnam	19,326	11,667	144
Santa Rosa	58,186	17,768	605
Sarasota	110,504	95,119	1,092
Seminole	109,943	96,445	1,604

County	Republican Mitt Romney	Democrat Barack Obama	Libertarian Gary Johnson
St. Johns	78,513	35,190	747
St. Lucie	56,202	65,869	521
Sumter	40,646	19,524	162
Suwannee	12,672	4,751	98
Taylor	6,249	2,764	61
Union	3,980	1,339	27
Volusia	117,490	114,748	1,363
Wakulla	9,290	5,175	112
Walton	21,490	6,671	205
Washington	8,038	2,820	56
Total	4,163,447	4,237,756	44,726
% Votes	49.1%	50.0%	0.5%

Vote for Governor, General Elections

Year	Candidate	# Votes	% Total Vote
1845	William D. Moseley (Democrat)	3,292	55.1
	Richard K. Call (Whig)	2,679	44.9
1848	Thomas Brown (Whig)	3,801	53.1
	William Bailey (Democrat)	3,354	46.9
1852	James E. Broome (Democrat)	4,628	51.6
	George T. Ward (Whig)	4,336	48.4
1856	Madison S. Perry (Democrat)	6,214	51.3
	David S. Walker (American)	5,894	48.7
1860	John Milton (Democrat)	6,994	57.1
	Edward Hopkins (Constitutional Union)	5,248	42.9
1865	David S. Walker (Conservative Dem.)	5,873	100
1868	Harrison Reed (Republican)	14,421	59.1
	Samuel Walker (Radical Republican)	2,251	9.2
	George W. Scott (Democrat)	7,731	31.7
1872	Ossian B. Hart (Republican)	17,603	52.4
	William D. Bloxham (Democrat)	16,004	47.6
1876	George F. Drew (Democrat)	24,179	50.2
	Marcellus L. Stearns (Republican)	23,984	49.8
1880	William D. Bloxham (Democrat)	28,378	54.9
	Simon B. Conover (Republican)	23,297	45.1
1884	Edward A. Perry (Democrat)	32,087	53.5
	Frank W. Pope (Republican)	27,845	46.5
1888	Francis P. Fleming (Democrat)	40,255	60.3
	V. J. Shipman (Republican)	26,485	39.7

Year	Candidate	# Votes	% Total Vote
1892	Henry L. Mitchell (D)	32,064	78.8
	Alonzo P. Baskin (People's)	8,309	20.4
	N. J. Hawley (Prohibition)	297	0.8
1896	William D. Bloxham (D)	27,172	66.7
	Edward R. Gunby (R)	8,290	20.4
	William A. Weeks (People's)	5,270	12.9
1900	William S. Jennings (D)	29,251	81.0
	Matthew B. Macfarlane (R)	6,238	17.3
	A. M. Morton (People's)	631	1.7
1904	Napoleon B. Broward (D)	28,971	79.2
	Matthew B. Macfarlane (R)	6,357	17.4
	W. R. Healey	1,270	3.4
1908	Albert W. Gilchrist (D)	33,036	78.8
	John M. Cheney (R)	6,453	15.4
	A. J. Pettigrew (Socialist)	2,427	5.8
1912	Park Trammell (D)	38,977	80.4
	William R. O'Neal (R)	2,646	5.5
	Thomas W. Cox (Socialist)	3,467	7.2
	J. W. Bingham (Prohibition)	1,061	2.2
	William C. Hodges (Progressive)	2,314	4.7
1916	Sidney J. Catts (Democrat/Prohibition)	39,546	47.7
	William V. Knott (D)	30,343	36.6
	George W. Allen (R)	10,333	12.5
	C. C. Allen (Socialist)	2,470	3.0
	Noel A. Mitchell	193	0.2
1920	Cary A. Hardee (D)	103,407	77.9
	George E. Gay (R)	23,788	17.9
	W. L. VanDuzer (R)	2,654	2.0
	F. C. Whitaker (Socialist)	2,823	2.2
1924	John W. Martin (D)	84,181	82.8
	William R. O'Neal (R)	17,499	17.2
1928	Doyle E. Carlton (D)	148,455	61.0
	W. J. Howey (R)	95,018	39.0
1932	Dave Sholtz (D)	186,270	66.6
	W. J. Howey (R)	93,323	33.4
1936	Fred P. Cone (D)	253,638	80.9
	E. E. Callaway (R)	59,832	19.1
1940	Spessard L. Holland (D)	334,152	100.0
	(No Opponent)		
1944	Millard F. Caldwell (D)	361,007	78.9
	Bert L. Acker (R)	96,321	21.1

Year	Candidate	# Votes	% Total Vote
1948	Fuller Warren (D)	381,459	83.4
	Bert L. Acker (R)	76,153	16.6
1952	Daniel McCarty (D)	624,463	74.8
	Harry S. Swan (R)	210,009	25.2

NOTE: The election in 1954 was for the two years remaining the late Governor Dan McCarty's term.

1954	LeRoy Collins (D)	287,769	80.5
	J. Tom Watson (R)	69,852	19.5
(Watson died before election.)			
1956	LeRoy Collins (D)	747,753	73.7
	William A. Washburne, Jr. (R)	266,980	26.3
1960	Farris Bryant (D)	849,407	59.8
	George C. Petersen (R)	569,936	40.2

NOTE: The election in 1964 was for a two-year term to shift elections for State offices from presidential election years.

1964	Haydon Burns (D)	933,554	56.1
	Charles R. Holley (R)	686,297	41.3
	Write-in votes for others	43,630	2.6
1966	Robert King High (D)	668,223	44.9
	Claude R. Kirk (R)	821,190	55.1
1970	Reubin O'D. Askew and Tom Adams (D)	984,305	56.9
	Claude R. Kirk, Jr., and Ray C. Osborne (R)	746,243	43.1
1974	Reubin O'D. Askew and J. H. "Jim" Williams (D)	1,118,954	61.2
	Jerry Thomas and Mike Thompson (R)	709,438	38.8
1978	D. Robert "Bob" Graham and Wayne Mixson (D)	1,406,580	55.6
	Jack Eckerd and Paula Hawkins (R)	1,123,888	44.4
1982	D. Robert "Bob" Graham and Wayne Mixson (D)	1,739,553	64.7
	Louis A. "Skip" Bafalis and Leo Callahan (R)	949,023	35.3
1986	Steve Pajcic and Frank Mann (D)	1,538,620	45.44
	Robert "Bob" Martinez and Bobby Brantley (R)	1,847,525	54.5
1990	Lawton M. Chiles and Kenneth H. "Buddy" MacKay (D)	1,988,341	56.5
	Robert "Bob" Martinez and Allison Defoor (R)	1,526,738	43.4
1994	Lawton M. Chiles and Kenneth H. "Buddy" MacKay (D)	2,135,008	50.8
	John E. Bush and Thomas C. Feeney (R)	2,071,068	49.2
1998	Kenneth H. "Buddy" MacKay and Rick Dantzler (D)	1,773,054	44.7
	John E. Bush and Frank Brogan (R)	2,192,105	55.3
2002	William (Bill) McBride and Tom Rossin (D)	2,201,427	43.2
	John E. Bush and Frank Brogan (R)	2,856,845	56.0
	Robert Kunst and Linda Milowitz (NPA)	42,039	0.8

Year	Candidate	# Votes	% Total Vote
2006	Charles J. Crist, Jr. and Jeffrey D. Kottkamp (R)	2,519,845	52.2
	James O. Davis, III and Daryl L. Jones (D)	2,178,289	45.1
	Max Lin and Tom Macklin (Reform)	92,595	1.9
	John Wayne Smith and James Kearney (NPA)	15,987	0.3
	Richard Dembinsky and Joseph Smith (NPA)	11,921	0.2
	Karl C.C. Behm and Carol Castagnero (NPA)	10,486	0.2
	Write-in votes for others	147	0.0
2010	Rick Scott and Jennifer Carroll (R)	2,618,419	48.87
	Alex Sink and Rod Smith (D)	2,556,453	47.71
	Peter Allen and John E. Zanni (IDP)	123,782	2.31
	Michael E. Arth and Al Krulick (NPA)	18,636	0.35
	Farid Khavari and Darcy G. Richardson (NPA)	7,484	0.14
	C. C. Reed and Larry Waldo, Sr. (NPA)	18,832	0.35
	Daniel Imperato and Karl C. C. Behm (NPA)	13,682	0.26
	Josue Larose and Valencia St. Louis (WRI)	525	0.01

Vote for Governor, Democratic Primaries

Between 1913 and 1931, Florida used a one-primary system intended to serve the same purpose as the present double primary in selecting party nominees. It also was the hope that the elimination of the second primary would reduce the expense of campaigns. Each voter had the opportunity of marking the ballot for both a first and a second choice when there were more than two candidates. The two candidates receiving the most first choice votes were then additionally awarded the second-choice votes marked for them by first-choice supporters of only the eliminated candidates. The total of these first and second choice votes determined the winner. It was not mandatory for the voter to mark two choices and many did not.

Year	Candidate	1st Choice Votes	2nd Choice Votes
1916	William V. Knott, Tallahassee	24,765	8,674
	Sidney J. Catts, DeFuniak Springs	30,067	3,351
	Ion L. Farris, Jacksonville	13,609	
	F. M. Hudson, Miami	7,418	
	F. A. Wood, St. Petersburg	7,674	
1920	Cary A. Hardee, Live Oak	52,591	1,559
	Lincoln Hulley, DeLand	5,591	
	Van C. Swearingen, Jacksonville	30,240	1,459
1924	John W. Martin, Jacksonville	55,715	17,339
	Sidney J. Catts, DeFuniak Springs	43,230	6,067
	Frank E. Jennings, Jacksonville	37,962	
	Charles H. Spencer, Tampa	1,408	
	Worth W. Trammell, Miami	8,381	

1928	Doyle E. Carlton, Tampa	77,569	28,471
	J. M. Carson, Miami	3,271	
	Sidney J. Catts, DeFuniak Springs	68,984	9,066
	Fons A. Hathaway, Jacksonville	67,849	
	John S. Taylor, Largo	37,304	

Year	Candidate	1st Primary	2nd Primary
1932	David Sholtz, Daytona Beach	55,406	173,540
	Stafford Caldwell, Miami	44,938	
	Charles M. Durrance, Jacksonville	36,291	
	Arthur Gomez, Key West	9,244	
	Cary A. Hardee, Live Oak	50,427	
	Thomas S. Hart, Tampa	9,525	
	John W. Martin, Jacksonville	66,940	102,805
	J. Tom Watson, Tampa	3,949	
1936	Fred P. Cone, Lake City	46,842	184,540
	Grady Burton, Wauchula	24,985	
	Stafford Caldwell, Jasper	19,789	
	Jerry W. Carter, Tallahassee	35,578	
	Dan Chappell, Miami	29,494	
	R. B. Gautier, Miami	1,607	
	William C. Hodges, Tallahassee	46,471	
	Amos Lewis, Marianna	8,068	
	Carl Maples, Wakulla	2,389	
	Mallie Martin, Crestview	4,264	
	B. F. Paty, West Palm Beach	34,153	
	W. Raleigh Petteway, Tampa	51,705	129,150
	Peter Tomasello, Jr., Okeechobee	22,355	
	J. R. Yearwood, Winter Haven	1,049	
1940	Spessard L. Holland, Bartow	118,862	272,718
	James Barbee, Jacksonville	33,699	
	J. H. Clancy, Panama City	2,703	
	Walter B. Fraser, St. Augustine	36,855	
	Carl Maples, Wakulla	2,426	
	B. F. Paty, West Palm Beach	75,608	
	Burton Schoepf, Tampa	8,055	
	Frederick Van Roy, Crystal River	2,716	
	Fuller Warren, Jacksonville	83,316	
	Hans Walker, Ocala	21,666	
	Francis P. Whitehair, DeLand	95,431	206,158

Year	Candidate	1st Primary	2nd Primary
1944	Millard F. Caldwell, Tallahassee	116,111	215,485
	J. Edwin Baker, Umatilla	27,028	
	Ernest R. Graham, Pennsuco	91,174	
	R. A. (Lex) Green, Starke	113,300	174,100
	Raymond Sheldon, Tampa	27,940	
	Frank D. Upchurch, St. Augustine	30,524	
1948	F. D. Akin, Miami	2,792	
	Richard H. Cooper, DeLand	8,152	
	Colin English, Fort Myers	89,158	
	Bernarr Macfadden, Miami Beach	4,540	
	Dan McCarty, Fort Pierce	161,788	276,425
	Basil H. Pollitt, Miami	1,261	
	W. A. Shands, Gainesville	62,358	
	Fuller Warren, Jacksonville	183,326	299,641
	J. Tom Watson, Tampa	51,505	
1952	Alto Adams, Fort Pierce	126,426	
	Bill Hendrix, Oldsmar	11,208	
	Dan McCarty, Fort Pierce	361,427	384,200
	Brailey Odham, Sanford	232,565	336,716
	Dale E. Spencer, Kissimmee	6,871	

NOTE: The primaries in 1954 were for the two years remaining of the late Governor Dan McCarty's term.

1954	LeRoy Collins, Tallahassee	222,791	380,323
	Charley E. Johns, Starke	255,787	314,198
	Brailey Odham, Sanford	187,782	
1956	Farris Bryant, Jacksonville	110,469	
	LeRoy Collins, Tallahassee	434,274	
	Sumter L. Lowry, Tampa	179,019	
	W. B. (Bill) Price, Jacksonville	3,245	
	Peaslee Streets, Lake Park	5,086	
	Fuller Warren, Miami Beach	107,990	
1960	Harvie J. Belser, Bonifay	30,736	
	Farris Bryant, Ocala	193,507	12,757
	Haydon Burns, Jacksonville	166,352	
	Doyle E. Carlton, Jr., Wauchula	186,228	16,052
	Thomas E. David, Hollywood	80,057	
	Fred O. Dickinson, West Palm Beach	115,520	
	George Downs, Winter Park	6,320	
	Bill Hendrix, Oldsmar	8,517	
	John M. McCarty, Fort Pierce	144,750	
	Jim McCorvey, Hialeah	5,080	

Year	Candidate	1st Primary	2nd Primary
1964	Haydon Burns, Jacksonville	312,453	648,093
	Fred O. Dickinson, West Palm Beach	184,865	
	Robert King High, Miami	207,280	465,547
	Frederick B. Karl, Daytona Beach	85,953	
	Scott Kelly, Lakeland	205,078	
	John E. (Jack) Mathews, Jacksonville	140,210	
1966	Haydon Burns, Jacksonville	372,451	509,271
	Sam Foor, Tallahassee	11,343	
	Robert King High, Miami	338,281	596,471
	Scott Kelly, Lakeland	331,580	

NOTE: Between 1970 and 2002, candidates for Governor and Lieutenant Governor ran in tandem. First named is the candidate for Governor.

1970	Reubin O'D. Askew, Pensacola, and Tom Adams, Orange Park	206,333	447,025
	Earl Faircloth, Miami, and George G. Tapper, Port St. Joe	227,413	328,038
	Chuck Hall, Miami, and Pat Thomas, Quincy	139,384	
	John E. Mathews, Jacksonville, and Elton J. Gissendanner, North Miami	186,053	
1974	Tom Adams, Tallahassee and Burl McCormick, Hialeah	85,557	
	Reubin O'D. Askew, Pensacola, and J. H. "Jim" Williams, Ocala	579,137	
	Norman Bie, Clearwater, and Florence S. Keen, Palm Beach	39,758	
	Ben Hill Griffin, Jr., and Eleanor F. Griffin, Frostproof	137,008	
1978	LeRoy Eden, Miami Beach, and Maria Kay, Miami Beach	13,864	
	Bob Graham, Miami Lakes, and Wayne Mixson, Marianna	261,972	482,535
	Claude R. Kirk, Jr., Tallahassee, and Mary L. Singleton, Tallahassee	62,534	
	Robert L. Shevin, Tallahassee, and Jim Glisson, Eustis	364,732	418,636
	Bruce A. Smathers, Tallahassee, and Charles W. Boyd, Hollywood	85,298	
	Hans Tanzler, Jr., Jacksonville, and Manuel Arques, Miami	124,706	
	Jim Williams, Ocala, and Betty Castor, Tampa	124,427	
1982	Bob Graham, Tallahassee, and Wayne Mixson, Tallahassee	839,320	
	Fred Kuhn, Homestead, and Jeffrey L. Latham, Davie	93,078	
	Robert P. (Bob) Kunst, Gainesville, and Gary Bryant, Miami	61,136	

Year	Candidate	1st Primary	2nd Primary
1986	Mark Kane Goldstein, Gainesville, and Morris H. Wolff, West Palm Beach	54,077	
	Harry A. Johnston, West Palm Beach, and Mark Gibbons, Tampa	258,038	
	Steve Pajcic, Jacksonville, and Frank Mann, Fort Myers	361,359	429,427
	Jim Smith, Tallahassee, and Marshall S. Harris, Coral Gables	310,479	418,614
	Joan L. Wollin, Tavares, and Sy Simons, Hallandale	22,709	
1990	Lawton Chiles, Tallahassee, and Kenneth H. (Buddy) MacKay, Ocala	746,325	
	Bill Nelson, Melbourne, and Tom Gustafson, Fort Lauderdale	327,731	
1994	Lawton Chiles, Tallahassee, and Kenneth H. (Buddy) MacKay, Ocala	597,412	
	Jack Gargan, Cedar Key, and James King, Naples	230,395	
1998	Kenneth H. (Buddy) MacKay, Ocala, and Rick Dantzler, Winter Haven	Unopposed	
2002	William "Bill" McBride, Tampa	602,352	
	Janet Reno, Miami	597,558	
	Daryl L. Jones, Miami	157,107	
2006	James O. Davis, Tampa	405,879	
	Rod Smith, Gainesville	353,161	
	Carol Castagnero, Lakeland	45,161	
	Glenn Burkett, Panama City	32,984	
	John M. Crotty, Maitland	20,629	
2010	Alex Sink, Thonotosassa	669,640	
	Brian P. Moore, Hernando	201,705	

Vote for Governor, Republican Primaries

Year	Candidate	1st Primary	2nd Primary
1952	Bert Leigh Acker, Miami	9,728	5,995
	Elmore F. Kitzmiller, Dunedin	5,050	
	Harry S. Swan, Miami Shores	11,148	10,217

NOTE: The primaries in 1954 were for the two years remaining of the late Governor Dan McCarty's term.

1954	Charles E. Compton, Miami J. Tom Watson, Tampa	11,552 24,429
1960	George C. Petersen, Fort Lauderdale Emerson H. Rupert, St. Petersburg	65,202 24,484
1964	Ken Folks, Orlando H. B. (Bob) Foster, Fort Myers Charles R. Holley, St. Petersburg	26,815 33,563 70,573

Year	Candidate	1st Primary	2nd Primary
1966	Claude R. Kirk, Jr., Jacksonville	100,838	
	Richard B. Muldrew, Melbourne	23,953	
NOTE: Between 1970 and 2002, candidates for Governor and Lieutenant Governor ran in tandem. First named is the candidate for Governor.			
1970	L. A. (Skip) Bafalis, Palm Beach, and Ward Dougherty, Lutz	48,378	
	Jack M. Eckerd, St. Petersburg, and Robert H. Elrod, Windermere	137,731	152,327
	Claude R. Kirk, Jr., Palm Beach, and Ray C. Osborne, St. Petersburg	172,888	199,943
1974	Jerry Thomas, Jupiter, and Mike Thompson, Coral Gables	Unopposed	
1978	Jack M. Eckerd, Clearwater, and Paula Hawkins, Maitland	244,394	
	Lou Frey, Jr., Winter Park, and S. Peter Capua, Miami	138,437	
1982	L. A. "Skip" Bafalis, Fort Myers Beach, and Leo Callahan, Fort Lauderdale	325,108	
	Vernon Davids, Winter Garden, and Wendell Davids, Englewood	51,340	
1986	Chester E. Clem, Vero Beach, and Tom Bush, Fort Lauderdale	44,438	
	Lou Frey, Jr., Winter Park, and Marilyn Evans-Jones, Melbourne	138,017	131,652
	C. Thomas Gallagher, Miami, and Betty Easley, Largo	127,709	
	Robert Martinez, Tampa, and Bobby Brantley, Longwood	244,499	259,333
1990	Robert Martinez, Tampa, and Allison DeFoor, Key West	460,718	
	Marlene Woodson-Howard, Bradenton, and Eric H. Wieler, St. Petersburg	132,565	
	John Davis, Largo, and Walter Murray, Kenneth City	34,720	
	Warren Folks, Jacksonville, and Charles McDonald, Miami	11,587	
	Anthony Martin, Fort Lauderdale, and Barbara Lindsey, Stuart	28,591	
1994	John E. Bush, Miami and Tom Feeney, Orlando	408,968	
	James Smith, Tallahassee and Barbara Todd, Clearwater	165,045	
	C. Thomas Gallagher, Tallahassee and Curt Kiser, Palm Harbor	116,284	
	Ander Crenshaw, Jacksonville and Chester Clem, Vero Beach	107,692	
	Kenneth L. Conner, Tallahassee and Mel Martinez, Orlando	83,504	
	Josephine A. Arnold, Largo and Robert Brown, Boynton Beach	8,277	
	Robert Bell, Miami and George Roller, Miami	5,156	
1998	John E. Bush, Miami and Frank Brogan, Stuart	Unopposed	
2002	John E. Bush, Miami	Unopposed	
2006	Charles J. Crist, Jr., Tallahassee	629,842	
	C. Thomas Gallagher, Tallahassee	329,582	
	Vernon Palmer, Miami	13,528	
	Michael W. St. Jean, Jacksonville	11,429	
2010	Mike McAlister, Plant City	130,991	
	Bill McCollum, Sanford	563,538	
	Rick Scott, Naples	599,909	

Vote for U.S. Senator, General Elections

NOTE: Prior to the ratification of the seventeenth amendment to the U.S. Constitution in 1913, the Florida Legislature elected the U.S. Senators. With statewide primaries displacing political party conventions in 1902, the Legislature accepted the nominee of the Democratic Party as its choice.

Year	Candidate	Total Vote	% Total Vote
1916	Park Trammell (D)	58,391	82.9
	W. R. O'Neal (R)	8,774	12.5
	R. L. Goodwin (Socialist)	3,304	4.6
1920	Duncan U. Fletcher (D)	98,957	69.5
	John M. Cheney (R)	37,065	26.0
	G. A. Klock (Republican, White)	2,847	2.0
	M. J. Martin (Socialist)	3,525	2.5
1922	Park Trammell (D)	45,707	88.3
	W. C. Lawson (Independent Republican)	6,074	11.7
1926	Duncan U. Fletcher (D)	51,054	77.9
	W. R. O'Neal (R)	6,133	9.4
	John M. Lindsay (Rep. Del. Convention)	8,381	12.7
1928	Park Trammell (D)	153,816	68.5
	Barclay H. Warburton (R)	70,633	31.5
1932	Duncan U. Fletcher (D)	204,651	100
	(Unopposed)		
1934	Park Trammell (D)	131,780	100
	(Unopposed)		
1936	Claude Pepper (D)	246,050	100
	(Unopposed in his district)		
	Charles O. Andrews (D)	241,528	81.0
	H. C. Babcock (R)	57,016	19.0
1938	Claude Pepper (D)	145,757	82.4
	Thos. E. Swanson (R)	31,035	17.6
1940	Charles O. Andrews (D)	323,216	100.0
	Miles H. Draper (R)	Withdrew	
1944	Claude Pepper (D)	335,685	71.3
	Miles H. Draper (R)	135,258	28.7
1946	Spessard L. Holland (D)	156,232	78.7
	J. Harry Schad (R)	42,408	21.3
1950	George A. Smathers (D)	238,987	76.3
	John P. Booth (R)	74,228	23.7
1952	Spessard L. Holland (D)	616,665	100.0
	(Unopposed)		
1956	George A. Smathers (D)	655,418	100.0
	(Unopposed)		

Year	Candidate	Total Vote	% Total Vote
1958	Spessard L. Holland (D)	386,113	71.2
	Leland Hyzer (R)	155,956	28.8
1962	George A. Smathers (D)	657,633	66.6
	Emerson Rupert (R)	329,381	33.4

Note: The two-year election in 1964 was to shift elections for State office from Presidential election years.

1964	Spessard L. Holland (D)	997,585	64.0
	Claude R. Kirk, Jr. (R)	562,212	36.0
1968	Edward J. Gurney (R)	1,131,499	55.9
	LeRoy Collins (D)	892,637	44.1
1970	Lawton M. Chiles, Jr. (D)	902,438	53.9
	William C. Cramer (R)	772,817	46.1
1974	Richard (Dick) Stone (D)	781,031	43.4
	Jack Eckerd (R)	736,674	40.9
	John Grady (American)	282,659	15.7
1976	Lawton M. Chiles, Jr. (D)	1,810,518	63.1
	John Grady (R)	1,057,886	36.9
1980	Paula Hawkins (R)	1,819,189	51.6
	William D. (Bill) Gunter, Jr. (D)	1,705,086	48.3
	Write-in	159	
1982	Lawton M. Chiles, Jr. (D)	1,636,857	61.7
	Van B. Poole (R)	1,014,551	38.2
	Write-in	421	
1986	D. Robert (Bob) Graham (D)	1,877,231	54.74
	Paula Hawkins (R)	1,551,888	45.26
	Write-in	77	
1988	Connie Mack (R)	2,049,329	50.4
	Kenneth H. (Buddy) MacKay, Jr. (D)	2,015,717	49.6
	Write-in	585	
1992	D. Robert (Bob) Graham, (D)	3,244,299	65.4
	James W. (Bill) Grant (R)	1,715,156	34.6
1994	Connie Mack (R)	2,894,726	70.5
	Hugh Rodham (D)	1,210,412	29.5
	Write-in	1,038	
1998	D. Robert (Bob) Graham (D)	4,048,408	62.7
	Charles J. (Charlie) Crist, Jr. (R)	2,408,376	37.3
2000	C. William (Bill) Nelson (D)	2,989,487	51.0
	Ira William (Bill) McCollum, Jr. (R)	2,705,348	46.2
	Willie Logan (NPA)	80,830	1.4
	Others	81,066	1.4

Year	Candidate	Total Vote	% Total Vote
2004	Mel Martinez (R)	3,672,864	49.4
	Elizabeth (Betty) Castor (D)	3,590,201	48.3
	Dennis F. Bradley (Vet.)	166,642	2.2
	Others	187	
2006	C. William (Bill) Nelson (D)	2,890,548	60.3
	Katherine Harris (R)	1,826,127	38.1
	Belinda Noah (NPA)	24,880	0.5
	Brian Moore (NPA)	19,695	0.4
	Floyd R. Frazier (NPA)	16,628	0.3
	Roy Tanner (NPA)	15,562	0.3
	Write-in votes for others	94	0.0
2010	Marco Rubio (R)	2,644,539	48.9
	Kendrick B. Meek (D)	1,092,059	20.1
	Charlie Crist (NPA)	1,606,726	29.7
	Alexander A. Snitker (LBT)	24,831	0.46
	Sue Askeland (NPA)	15,336	0.28
	Rick Tyler (NPA)	7,394	0.14
	Bernie DeCastro (CPF)	4,787	0.09
	Lewis J. Armstrong (NPA)	4,436	0.08
	Bobbie Bean (NPA)	4,301	0.08
	Bruce R. Riggs (NPA)	3,643	0.07
	Others	86	
2012	Bill Nelson (D)	4,523,451	55.2
	Connie Mack (R)	3,458,267	42.2
	Bill Gaylor (NPA)	126,079	1.5
	Chris Borgia (NPA)	82,089	1.0
	Others	60	

Vote for U.S. Senator, Democratic Primaries

Year	Candidate	1st Primary	2nd Primary
1904	James P. Taliaferro	22,222	24,066
	John Stockton	12,771	20,695
	William S. Jennings	9,245	
	Wilkinson Call	1,168	
1908	Duncan U. Fletcher	17,308	29,151
	Napoleon Broward	19,078	25,563
	William B. Lamar	12,572	
	John Beard	4,592	

1910	Napoleon Broward	21,146	25,780
	James P. Taliaferro	21,077	23,193
	Claude L'Engle	4,667	

Senator-elect Broward died before taking office. A primary election to succeed Broward was held January 31, 1911.

1911	Nathan P. Bryan	9,749	19,981
	William A. Blount	13,808	19,381
	John Stockton	7,462	

Year	Candidate	1st Choice Votes	2nd Choice Votes
1916	Park Trammell	37,575	6,014
	Nathan P. Bryant	19,536	3,647
	Albert W. Gilchrist	9,863	
	Perry G. Wall	14,404	
1920	Duncan U. Fletcher	62,304	
	Sidney J. Catts	25,007	
1922	Park Trammell	59,232	
	Albert W. Gilchrist	29,527	
1926	Duncan U. Fletcher	63,760	812
	Jerry W. Carter	39,143	932
	John A. VanValzah	4,226	
1928	Park Trammell	138,534	
	John W. Martin	100,454	

Year	Candidate	1st Primary	2nd Primary
1932	Duncan U. Fletcher	Unopposed	
1934	Park Trammell	81,321	103,028
	Charles A. Mitchell	30,455	
	Claude Pepper	79,396	698,978
	James F. Sikes	14,558	
	Hortense K. Wells	8,167	
1936	Claude Pepper	Unopposed	
(Two seats open for election)			
	Charles O. Andrews	67,387	
	Doyle E. Carlton	62,530	
1938	Claude Pepper	242,350	
	T. C. Merchant	4,066	
	Finley Moore	5,417	
	David Sholtz	52,785	
	J. Mark Wilcox	110,675	

Year	Candidate	1st Primary	2nd Primary
1940	Charles O. Andrews	179,195	312,293
	Jerry W. Carter	80,869	137,641
	Charles Francis Coe	33,463	
	Fred P. Cone	68,584	
	O. B. Hazen	4,370	
	Bernarr Macfadden	71,487	
1944	Claude Pepper	194,445	
	Alston Cockrell	9,551	
	Millard B. Conklin	33,317	
	J. Ollie Edmunds	127,158	
	Finley Moore	14,445	
1946	Spessard L. Holland	204,352	
	Polly Rose Balfe	14,553	
	Henry M. Burch	8,600	
	R. A. (Lex) Green	109,040	
1950	Claude Pepper	319,754	
	George A. Smathers	387,215	
1952	William A. Gaston	91,011	
	Spessard L. Holland	485,515	
1956	Erle L. Griffis	87,525	
	George A. Smathers	614,663	
1958	Spessard L. Holland	408,084	
	Claude Pepper	321,377	
1962	Roger L. Davis	74,565	
	George A. Smathers	587,562	
	Douglas Randolph Voorhees	35,832	
1964	Spessard L. Holland	676,014	
	Brailey Odham	289,454	
1968	LeRoy Collins	426,096	410,689
	Earl Faircloth	397,642	407,696
	Sam Foor	17,725	
	Richard Lafferty	19,100	
1970	Farris Bryant	240,222	247,211
	Lawton M. Chiles, Jr.	188,300	474,420
	Joel T. Daves, III	33,939	
	Alcee Hastings	91,948	
	Frederick H. Schultz	175,745	

Year	Candidate	1st Primary	2nd Primary
1974	George Balmer	24,408	
	Robert Brewster	19,913	
	William D. (Bill) Gunter	236,185	311,044
	David B. Higginbottom	17,401	
	Mallory E. Horne	90,684	
	Neal E. Justin	14,961	
	Duaine E. Macon	10,525	
	Richard A. Pettigrew	146,728	
	Richard (Dick) Stone	157,301	321,683
	Glenn W. Turner	51,326	
	Burton Young	23,199	
1976	Lawton M. Chiles, Jr.	Unopposed	
1980	John B. Coffey	17,410	
	William D. (Bill) Gunter	335,859	594,676
	Kenneth H. (Buddy) MacKay	272,538	
	James L. (Jim) Miller	18,118	
	Richard A. (Dick) Pettigrew	108,154	
	Richard (Dick) Stone	355,287	554,268
1982	Lawton M. Chiles	Unopposed	
1986	D. Robert (Bob) Graham	851,586	
	Robert P. (Bob) Kunst	149,797	
1988	Patricia Frank	119,277	
	William D. (Bill) Gunter	383,721	340,918
	Claude Kirk	51,387	
	Kenneth H. (Buddy) MacKay	263,946	369,266
	Dan Mica	179,524	
	Fred Rader	11,820	
	D. Robert (Bob) Graham	968,618	
1992	Jim Mahorner	180,405	
1994	Arturo Perez	148,930	
	Hugh Rodham	253,079	221,424
	Ellis Rubin	159,286	
	Mike Wiley	185,970	159,776
	D. Robert (Bob) Graham	Unopposed	
2000	C. William (Bill) Nelson	Unopposed	
2004	Elizabeth Castor	669,346	No 2nd
	Peter Deutsch	321,922	primary
	Bernard E. Klein	45,347	
	Alex Penelas	115,898	
	C. William (Bill) Nelson	Unopposed	

Year	Candidate	1st Primary	2nd Primary
2010	Kendrick B. Meek	528,266	
	Jeff Greene	284,948	
	Glenn A. Burkett	59,840	
	Maurice A. Ferre	45,219	
2012	C. William (Bill) Nelson	690,112	
	Glenn A. Burkett	185,629	

Vote for U.S. Senator, Republican Primaries

Year	Candidate	1st Primary	2nd Primary
1968	Herman W. Goldner	42,347	
	Edward J. Gurney	169,805	
1970	George Balmer	10,947	
	G. Harrold Carswell	121,281	
	William C. Cramer	220,553	
1974	Jack Eckerd	186,897	
	Paula Hawkins	90,049	
1976	Walter Sims	74,684	
	John Grady	164,644	
	Helen S. Hansel	62,718	
1980	Ander Crenshaw	54,767	
	Lewis Dinkins	15,174	
	Lou Frey, Jr.	119,834	182,911
	Paula Hawkins	209,856	293,600
	Ellis Rubin	19,900	
	John T. Ware	16,341	
1982	David H. Bludworth	116,030	95,024
	Van B. Poole	154,158	131,638
	George Snyder	100,607	
1986	Paula Hawkins	491,953	
	Jon Larsen Shudlick,	62,474	
1988	Connie Mack	405,296	
	Robert W. Merkle	250,750	
1992	Hugh Brotherton	126,878	
	James W. "Bill" Grant	413,457	
	Hugh Quartel	195,524	
1994	Connie Mack	Unopposed	
1998	Charles J. Crist, Jr.	365,894	
	Andy Martin	184,739	
2000	Ira William (Bill) McCollum	Unopposed	

Year	Candidate	1st Primary	2nd Primary
2004	Johnnie Byrd	68,982	
	Doug Gallagher	158,360	
	Larry Klayman	13,257	
	William Billy Kogut	3,695	
	Sonya March	17,804	
	Mel Martinez	522,994	
	Ira William (Bill) McCollum	360,474	
2006	Karen Saull	20,365	
	LeRoy Collins, Jr.	146,487	
	Katherine Harris	474,057	
	William Richard (Will) McBride	287,288	
2010	Peter Monroe	51,253	
	Marco Rubio	1,069,936	
	William Kogut	112,080	
2012	William Escoffery III	82,426	
	Connie Mack	661,570	
	Dave Weldon	226,901	
	Mike McCalister	156,158	
	Marielena Stuart	82,390	

Vote for U.S. Representative, 2010 and 2012 General Elections

NOTE: Elections results dating back to 1978 are available online through the Florida Division of Elections at <http://doe.dos.state.fl.us/elections/resultsarchive/index.asp>

2010

	Candidate	Total Votes
1st District	Jeff Miller (R)	170,821
	Joe Cantrell (NA)	23,250
2nd District	Steve Southerland (R)	36,371
	Allen Boyd (D)	105,211
3rd District	Corrine Brown (D)	94,744
	Michael Yost (R)	50,932
4th District	Ander Crenshaw (R)	178,238
	Troy D. Stanley (NPA)	52,540
5th District	Richard B. Nugent (R)	208,815
	James Picollo (D)	100,858
6th District	Clifford B. Stearns (R)	179,349
	Steve Schonberg (NPA)	71,632
7th District	John L. Mica (R)	185,470
	Heather Beaver (D)	83,206

8th District	Daniel Webster (R)	123,586
	Alan Grayson (D)	84,167
9th District	Gus Michael Bilirakis (R)	165,433
	Anita de Palma (D)	66,158
10th District	Bill C.W. Young (R)	137,943
	Charlie Justice (D)	71,313
11th District	Kathy Castor (D)	91,328
	Mike Prendergast (R)	61,817
12th District	Dennis A. Ross (R)	102,704
	Lori Edwards (D)	87,769
13th District	Vern Buchanan (R)	183,811
	James T. Golden (D)	83,123
14th District	Connie Mack (R)	188,341
	James Lloyd Roach (D)	74,525
15th District	Bill Posey (R)	157,079
	Shannon Roberts (D)	85,595
16th District	Tom Rooney (R)	162,285
	Jim Horn (D)	80,327
17th District	Frederica S. Wilson (D)	106,361
	Roderick D. Vereen (NPA)	17,009
18th District	Ileana Ros-Lehtinen (R)	102,360
	Rolanda A. Banciella (D)	46,235
19th District	Ted Deutch (D)	132,098
	Joe Budd (R)	78,733
20th District	Debbie Wasserman Schultz (D)	100,787
	Karen Harrington (R)	63,845
21st District	Mario Diaz-Balart (R) (Unopposed)	
22nd District	Allen West (R)	118,890
	Ron Klein (D)	99,804
23rd District	Alcee L. Hastings (D)	100,066
	Bernard Sansaricq (R)	26,414
24th District	Sandra "Sandy" Adams (R)	146,129
	Suzanne Kosmas (D)	98,787
25th District	David Rivera (R)	74,859
	Joe Garcia (D)	61,138

2012

	Candidate	Total Votes
1st District	Jeff Miller (R)	238,440
	Jim Bryan (D)	92,961
2nd District	Steve Southerland (R)	175,856
	Al Lawson (D)	157,634

3rd District	Ted Yoho (R)	204,331
	J.R. Gaillot (D)	102,468
4th District	Ander Crenshaw (R)	239,988
	Jim Klauder (NPA)	75,236
5th District	Corrine Brown (D)	190,472
	LeAnne Kolb (R)	70,700
6th District	Ron Desantis (R)	195,962
	Heather Beaven (D)	146,489
7th District	John Mica (R)	185,518
	Jason H. Kendall (D)	130,479
8th District	Bill Posey (R)	205,432
	Shannon Roberts (D)	130,870
9th District	Alan Grayson (D)	164,891
	Todd Long (R)	98,856
10th District	Daniel Webster (R)	164,649
	Val B. Demings (D)	153,574
11th District	Richard B. "Rich" Nugent (R)	218,360
	H. David Werder (D)	120,303
12th District	Gus Michael Bilirakis (R)	209,604
	Jonathan Michael Snow (D)	108,770
13th District	C. W. Bill Young (R)	189,605
	Jessica Ehrlich (D)	139,742
14th District	Kathy Castor (D)	197,121
	Evelio "EJ" Otero (R)	83,480
15th District	Dennis Ross (R) (Unopposed)	
16th District	Vern Buchanan (R)	187,147
	Keith Fitzgerald (D)	161,929
17th District	Tom Rooney (R)	165,488
	William Bronson (D)	116,766
18th District	Allen B. West (R)	164,353
	Patrick Murphy (D)	166,257
19th District	Trey Radel (R)	189,833
	Jim Roach (D)	109,746
20th District	Alcee L. Hastings (D)	214,727
	Randall Terry (NPA)	29,553
21st District	Ted Deutch (D)	221,263
	W. Michael "Mike" Trout (NPA)	37,776
22nd District	Lois Frankel (D)	171,021
	Adam Hasner (R)	142,050
23rd District	Debbie Wasserman Schultz (D)	174,205
	Karen Harrington (R)	98,096

24th District	Frederica Wilson (Unopposed)	
25th District	Mario Diaz-Balart (R)	151,466
	Stanley Blumenthal (NPA)	31,664
26th District	Joe Garcia (D)	135,694
	David Rivera (R)	108,820
27th District	Ileana Ros-Lehtinen (R)	138,488
	Manny Yevancey (D)	85,020

Vote for Other Elective Offices
(Write-in candidates may not be listed)

Attorney General

		1st Primary	2nd Primary	General Election
1948	L. Grady Burton (D)	132,946	188,531	
	P. Guy Crews (D)	70,134		
	Richard W. Ervin (D)	143,44	275,259	270,451
	Hugh L. McArthur (D)	51,047		
1952	Richard W. Ervin (D)	Unopposed		577,758
1956	Richard W. Ervin (D)	473,855		529,154
	Prentice P. Pruitt (D)	127,156		
1960	Richard (Dick) Ervin (D)	Unopposed		838,329
	Carl V. Wisner, Jr. (R)	Unopposed		439,208
1964	Earl Faircloth (D)	469,638		826,036
	James W. Kynes (D)	469,039		
1966	Earl Faircloth (D)	Unopposed		717,630
	Ellis S. Rubin (R)	Unopposed		548,504
1970	Elmer Friday (D)	214,192	317,734	
	William A. Meadows, Jr. (D)	157,640		
	Robert L. Shevin (D)	229,389	373,774	943,776
	Thom Rumberger (R)	Unopposed		592,519
1974	Robert L. Shevin (D)	Unopposed		
1978	Alan Becker (D)	232,416	329,455	
	Barry Richard (D)	231,518		
	Jim Smith (D)	407,579	497,255	Unopposed
1982	Fred Goldstein (D)	244,013		
	Jim Smith (D)	692,575		Unopposed
1986	Robert A. Butterworth (D)	301,519	403,413	1,900,890
	Walter T. Dartland (D)	77,863		
	Edgar M. (Ed) Dunn (D)	316,419	402,413	
	Joseph M. (Joe) Gersten (D)	231,306		
	Lavon Ward (R)	126,805		
	Jim Watt (R)	346,585		1,341,090

1990	Robert A. Butterworth (D)	Unopposed	
1994	Robert A. Butterworth (D)	Unopposed	2,312,010
	Henry Ferro (R)	Unopposed	1,709,139
1998	Robert A. Butterworth (D)	475,757	2,301,328
	Ellis Rubin (D)	105,865	
	David H. Bludworth (R)	298,375	1,562,269
	Fred Dudley (R)	255,274	
2002	Charles Crist (R)	484,466	2,636,616
	Tom Warner (R)	257,049	
	Locke Burt (R)	225,360	
	Buddy Dyer (D)	457,704	2,299,149
	Scott Maddox (D)	429,651	
	George Sheldon	272,517	
	Walter Dartland	71,952	
2006	Walter "Skip" Campbell (D)	506,618	2,197,959
	Merrilee Ehrlich (D)	272,724	
	Ira William "Bill" McCollum (R)	Unopposed	2,448,008
2010	Pam Bondi (R)	459,022	2,881,877
	Jeff Kottkamp (R)	397,781	
	Holly Benson (R)	354,573	
	Dan Gelber (D)	491,834	2,180,129
	Dave Aronberg (D)	339,856	
	Jim Lewis (NPA)		199,059

Chief Financial Officer

		Primary	General Election
2002	C. Thomas Gallagher (R)	Unopposed	Unopposed
2006	Milt Bauguess (R)	56,024	
	Randy Joohnson (R)	325,026	
	Tom Lee (R)	508,815	2,151,232
	Alex Sink (D)	Unopposed	2,479,861
2010	Jeff Atwater (R)		2,965,948
	Loranne Ausley (D)		2,014,463
	Ken Mazzie (NPA)		83,916
	Tom Stearns (NPA)		109,160

Commissioner of Agriculture

		1st Primary	2nd Primary	General Election
1948	Nathan Mayo (D)	320,712		276,300
	Ammon McClellan (D)	103,621		
1952	Nathan Mayo (D)	Unopposed		586,322

1956	Nathan Mayo (D)	Unopposed	538,142
1960	S. Benson Berger (D)	37,487	
	Loran V. Carlton (D)	93,540	
	Doyle E. Conner (D)	319,944	435,294
	W. R. (Buster) Hancock (D)	251,122	370,644
	Charlie Race (D)	15,145	
	Carey Reams (D)	12,960	
1964	Doyle E. Conner (D)	Unopposed	849,593
1966	Doyle E. Conner (D)	Unopposed	599,795
1970	Doyle E. Conner (D)	Unopposed	
1974	Doyle E. Conner (D)	Unopposed	1,097,452
	Donald W. Webb (American)	Unopposed	302,650
1978	Doyle E. Conner (D)	Unopposed	
1982	Doyle E. Conner (D)	Unopposed	1,568,591
	Barbara Lindsey (R)	Unopposed	1,010,946
1986	Charles H. Bronson, Jr. (R)	309,476	1,419,833
	Doyle E. Conner (D)	Unopposed	1,797,276
	Jim Smith (R)	165,650	
1990	Charles H. Bronson, Jr. (R)	292,027	1,502,324
	Jack Dodd (R)	103,702	
	Ron Howard (R)	207,503	
	Bob Crawford (D)	Unopposed	1,867,204
	Brett Merkey (write-in)		551
1994	Bob Crawford (D)	Unopposed	2,044,995
	Frank Darden (R)	Unopposed	Withdrew
	Jim Smith (R)		1,968,418
1998	Timothy Lee Bearson (R)	179,561	
	Bob Crawford (D)	Unopposed	2,350,269
	Rich Faircloth (R)	325,125	1,453,357
2002	Charles H. Bronson (R)	Unopposed	2,803,890
	David Nelson (D)	544,843	2,084,487
	Mary L. Barley (D)	430,090	
	'Dr. Andy' Michaud	247,548	
2006	Charles H. Bronson, Jr. (R)	Unopposed	2,651,833
	Eric Copeland (D)		2,002,464
2010	Adam H. Putnam (R)		2,907,095
	Scott Maddox (D)		1,982,107
	Ira Chester (TEA)		203,524
	Thad Hamilton (NPA)		103,652

Supreme Court

Non-partisan selection of Justices of the Supreme Court and Judges of the District Courts of Appeal began in 1972. All electors, regardless of political party affiliation, if any, may vote in judicial elections.

In 1976, the Constitution was amended to provide for the Governor to fill each vacancy on the Supreme Court from among three persons deemed eligible by the Judicial Nominating Commission. This appointment would be until the next general election occurring at least one year after the date of appointment. At that election, and thereafter for terms of six years, the Justice's name would be presented to the voters in the language: "Shall Justice _____ be retained in office?" If a majority of the voters ballot not to retain the Justice, a vacancy would exist and the Governor makes a new appointment.

The first contested elections for incumbents occurred in 1984 when Justices Raymond Ehrlich and Leander J. Shaw, Jr., were confronted by a campaign organized by disgruntled supporters of a proposed revenue-limiting constitutional amendment ruled off the ballot by the Supreme Court. The results: Ehrlich, for 2,271,158, against 891,942; Shaw, for 2,232,038, against 870,113.

In 1990, Chief Justice Leander Shaw was the target of an organized campaign to oust him because of an opinion he had written upholding the privacy rights of pregnant women. A counter campaign by lawyers and editorial support by media resulted in Shaw prevailing by 1,821,534, or 59.6 percent, to 1,236,853.

Again in 1992, there was a statewide campaign to unseat a Justice, this time the Chief Justice, Rosemary Barkett. She received 2,665,302 votes to be retained, against 1,710,772.

Explanation: Where a candidate for party nomination is unopposed, his name does not appear on the primary ballot. Until 1970, the name of a nominee did appear on the general election ballot whether opposed or not because voters then could have the opportunity of writing in the name of another person. This opportunity was eliminated in 1970.

NOTE: For returns of the formerly elected offices (Secretary of State, Treasurer, Comptroller and Commissioner of Education) 1932-1984 see *The Florida Handbook* 1985-1986. For returns of formerly elected offices 1948-2000 see *The Florida Handbook* 2001-2002.



Voter Registration

Voter Registration by Party Affiliation and County
As of May 2013

County	Republican	Democrat	Minor	None	Total
Alachua	47,536	80,779	4,095	35,038	167,448
Baker	6,155	6,722	176	1,118	14,171
Bay	54,099	32,981	2,380	18,107	107,567
Bradford	6,349	7,408	249	1,717	15,723
Brevard	156,308	125,628	13,364	72,250	367,550
Broward	255,796	589,540	17,378	273,642	1,136,356
Calhoun	1,657	5,806	67	666	8,196
Charlotte	50,550	36,115	4,876	26,532	118,073
Citrus	42,161	31,787	3,349	20,086	97,383
Clay	73,307	31,841	3,578	25,096	133,822
Collier	91,925	43,301	4,311	38,458	177,995
Columbia	13,520	15,715	855	4,523	34,613
DeSoto	4,684	8,288	291	2,844	16,107
Dixie	2,784	6,045	273	1,074	10,176
Duval	207,103	241,141	16,303	98,330	562,877
Escambia	87,520	73,312	5,358	32,745	198,935
Flagler	24,745	23,204	1,657	17,089	66,695
Franklin	1,735	4,833	123	606	7,297
Gadsden	4,123	23,228	341	2,125	29,817
Gilchrist	5,130	4,136	286	1,280	10,832
Glades	2,009	3,581	192	921	6,703
Gulf	3,387	4,974	116	766	9,243
Hamilton	1,897	5,281	149	717	8,044
Hardee	4,153	5,535	206	1,383	11,277
Hendry	5,744	8,974	352	2,557	17,627
Hernando	49,512	45,726	4,944	25,660	125,842
Highlands	27,034	22,714	2,147	9,433	61,328

County	Republican	Democrat	Minor	None	Total
Hillsborough	243,945	307,478	22,062	176,901	750,386
Holmes	3,975	5,933	138	955	11,001
Indian River	44,314	27,002	3,027	19,905	94,248
Jackson	8,392	17,635	315	2,457	28,799
Jefferson	2,375	6,108	181	666	9,330
Lafayette	1,249	3,039	49	231	4,568
Lake	88,157	66,663	7,665	37,171	199,656
Lee	165,246	111,660	11,980	92,402	381,288
Leon	51,180	100,616	4,459	29,287	185,542
Levy	10,454	10,593	1,548	2,967	25,562
Liberty	468	3,669	27	228	4,392
Madison	2,550	7,832	231	892	11,505
Manatee	91,030	69,498	5,967	47,613	214,108
Marion	95,699	82,494	10,875	35,669	224,737
Martin	51,626	26,971	5,469	18,247	102,313
Miami-Dade	366,052	550,579	17,512	336,594	1,270,737
Monroe	19,373	17,799	1,577	13,672	52,421
Nassau	28,745	14,391	1,971	7,690	52,797
Okaloosa	72,324	25,731	2,126	22,941	123,122
Okeechobee	6,975	8,610	576	2,752	18,913
Orange	201,904	292,478	15,987	175,240	685,609
Osceola	42,550	70,479	4,075	44,800	161,904
Palm Beach	249,946	390,575	32,240	210,552	883,313
Pasco	115,133	101,696	15,554	63,148	295,531
Pinellas	219,473	225,776	23,042	140,926	609,217
Polk	131,770	141,675	11,313	73,447	358,205
Putnam	14,634	22,351	965	6,620	44,570
Santa Rosa	68,294	27,428	3,820	20,298	119,840
Sarasota	121,825	88,726	8,842	61,502	280,895
Seminole	107,915	91,543	7,885	63,711	271,054
St. Johns	83,247	39,767	5,281	29,811	158,106
St. Lucie	55,727	75,516	6,299	38,904	176,446
Sumter	37,261	22,558	3,361	11,293	74,473
Suwannee	9,102	12,486	1,049	2,556	25,193
Taylor	3,362	8,002	241	805	12,410
Union	2,369	4,303	122	531	7,325
Volusia	110,566	122,765	9,949	78,822	322,102
Wakulla	5,944	9,558	545	2,130	18,177
Walton	22,128	10,230	733	6,625	39,716
Washington	6,018	6,942	225	1,460	14,645

NOTE: Registration totals reflect the total number of active registered voters in the State of Florida.

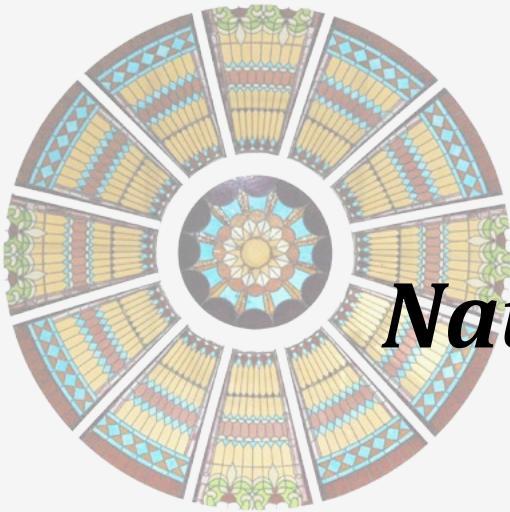
County Voter Registration by Race
As of October 2012

	American Indian or Alaskan Native	Asian or Pacific Islander	Black, Not Hispanic	Hispanic	White, Not Hispanic	Other	Multi-Racial	Unknown	Total
Alachua	670	4,900	27,647	9,341	113,224	6,803	603	1,724	164,912
Baker	56	64	1,287	108	12,242	178	9	62	14,006
Bay	643	1,565	10,122	2,012	95,393	1,218	232	1,730	112,915
Bradford	36	72	2,087	140	12,884	192	10	70	15,491
Brevard	1,530	5,485	31,416	17,396	314,187	5,954	782	3,719	380,469
Broward	3,642	25,823	255,035	192,561	596,526	46,562	3,425	16,880	1,140,454
Calhoun	84	31	769	71	7,204	66	5	48	8,278
Charlotte	448	949	4,726	2,967	102,725	2,466	87	682	115,050
Citrus	308	1,023	2,230	2,196	90,551	2,091	51	189	98,639
Clay	580	3,086	11,812	5,911	107,408	2,334	196	1,258	132,585
Collier	278	1,258	6,398	16,151	152,483	2,396	233	1,363	180,560
Columbia	164	275	5,064	792	28,755	275	30	184	35,539
DeSoto	2,430	14,212	250,071	709,445	267,403	7,306	2,335	60,648	1,313,850
Dixie	52	86	1,782	1,248	12,944	248	13	3	16,376
Duval	41	26	457	88	9,535	81	0	1	10,229
Escambia	2,060	15,429	155,371	21,247	342,358	11,069	1,019	8,729	557,282
Flagler	1,266	4,075	38,958	3,283	144,386	3,312	387	2,608	198,275
Franklin	221	1,073	6,617	3,539	55,015	2,107	106	919	69,597
Gadsden	20	16	535	46	6,537	7	4	9	7,174
Gilchrist	81	88	16,786	533	11,295	530	16	296	29,625
Glades	33	42	252	150	10,506	116	7	15	11,121
Gulf	187	20	445	435	5,509	70	1	1	6,668
Hamilton	41	26	951	58	7,862	57	0	35	9,030
Hardee	14	34	2,369	153	5,349	40	3	1	7,963

American Indian or Alaskan Native	Asian or Pacific Islander	Black, Not Hispanic	Hispanic	White, Not Hispanic	Other	Multiracial	Unknown	Total
Hendry	33	103	819	2,128	8,916	233	15	65
Hernando	225	95	2,588	3,690	10,215	428	23	0
Highlands	452	886	4,981	7,986	105,612	1,903	110	1,416
Hillsborough	239	565	4,945	5,612	49,474	800	59	382
Holmes	2,441	16,732	116,471	104,880	471,993	7,094	2,423	25,553
Indian River	87	35	232	82	11,028	58	6	32
Jackson	287	668	6,123	3,514	80,100	1,494	96	1,287
Jefferson	145	90	6,610	271	21,302	368	11	206
Lafayette	20	24	3,037	69	6,283	82	2	0
Lake	6	4	243	94	4,204	16	1	0
Lee	555	2,294	16,182	13,797	163,397	3,559	321	1,547
Leon	1,080	3,484	21,327	30,577	320,885	1,894	579	9,121
Levy	606	2,864	53,274	6,371	118,756	4,225	749	3,729
Liberty	56	108	2,077	670	21,611	516	15	0
Madison	40	10	409	32	3,899	13	0	7
Manatee	39	28	4,189	112	7,267	238	7	121
Marion	555	2,429	14,084	9,649	177,831	2,467	293	2,160
Martin	239	387	1,798	4,572	43,229	109	60	1,130
Miami-Dade	754	1,882	22,110	13,554	180,385	2,985	310	1,498
Monroe	250	683	3,753	3,483	92,011	912	104	639
Nassau	191	300	3,016	651	45,989	982	56	422
Okaloosa	664	3,050	10,276	3,728	107,569	1,954	351	1,273
Okeechobee	84	113	953	1,524	15,977	343	17	174
Orange	2,283	22,406	121,710	142,636	356,486	11,124	3,078	30,922
Osceola	531	3,035	14,005	65,430	72,754	4,390	535	2,704
Palm Beach	2,195	13,139	113,606	78,397	623,711	4,745	1,689	32,704
Pasco	1,171	4,294	11,999	21,068	262,763	5,905	485	2,637

American Indian or Alaskan Native	Asian or Pacific Islander	Black, Not Hispanic	Hispanic	White, Not Hispanic	Other	Multi-Racial	Unknown	Total
Pinellas	2,089	12,202	53,828	23,620	515,072	10,784	1,244	7,509
Polk	1,168	3,789	45,688	34,094	252,336	1,433	581	12,030
Putnam	220	176	6,262	1,371	34,584	77	45	846
Santa Rosa	723	1,669	4,720	2,192	104,973	2,137	130	397
Sarasota	952	2,281	9,871	8,003	247,989	714	306	7,556
Seminole	939	6,375	27,489	32,790	194,720	8,896	714	5,453
St. Johns	426	2,230	6,938	4,022	135,987	2,089	206	951
St. Lucie	590	1,933	28,859	14,787	123,214	3,649	355	2,167
Sumter	258	371	3,130	1,142	68,098	678	30	239
Suwannee	95	76	2,491	446	21,425	364	9	137
Taylor	57	115	1,734	145	10,423	83	5	23
Union	37	15	801	103	6,325	29	2	1
Volusia	1,177	2,834	29,545	22,160	264,232	7,698	626	4,284
Wakulla	87	67	1,749	167	16,278	31	14	108
Walton	211	274	1,366	472	35,293	528	30	194
Washington	123	48	1,594	112	12,566	209	13	3
Total	39,265	193,821	1,620,069	1,660,074	7,939,443	193,714	25,259	262,801
								11,934,446

Source: Florida division of Elections statistics. <http://doe.dos.state.fl.us/statistics.shtml>



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The Size and Structure of Florida

Florida is bounded by two nearly straight imaginary lines, by three rivers and by a long shore line. The northeastern boundary is formed by the St. Marys River from its mouth to Ellicotts Mound near the head of the North Prong. From Ellicotts Mound, the line runs to the junction of the Flint and Chattahoochee Rivers at the head of Apalachicola River, from which it continues up the Chattahoochee to the thirty-first parallel of north latitude. These boundaries separate Florida from Georgia. The thirty-first parallel and Perdido River separate Florida from Alabama. The Gulf of Mexico, the Straits of Florida, and the Atlantic Ocean complete the circuit. In 1980 the United States Census Bureau reported these boundaries to enclose an area of 58,677 square miles: 54,153 square miles of land and 4,424 square miles of water. In 1990 the numbers changed to a total of 59,928 square miles: 53,937 square miles of land, 5,991 square miles of water (inland and coastal.) The 2010 Census revised the figures to a total of 65,757 square miles: 53,624 square miles of land, 12,133 square miles of water.

Floridian Plateau

The State of Florida occupies only a part of a much larger geographic unit, the Floridian plateau. The deep water of the Gulf of Mexico is separated from the deep water of the Atlantic Ocean by a partially submerged platform nearly 500 miles long and about 250 to 400 miles wide. This platform, the Floridian Plateau, is attached to the continent of North America. The core of metamorphic rocks, presumably the continuation of the rocks of the Piedmont region of Georgia, is buried under more than 4,000

feet of sedimentary rock, chiefly limestone, which represents the seaward extension of the rocks making up the Coastal Plain of Georgia and Alabama.

The Floridian Plateau has been in existence for many millions of years, during which it has been alternately dry land or covered by shallow seas. During most of this long time, the plateau appears to have been a very stable region not subject to violent crustal movements, and therefore free from earthquakes of local origin. The principal deformation that it has undergone is a very gentle doming that has made the rocks in the north-central part a little higher than the corresponding beds in other parts of the plateau. Dislocations of the rocks (faults), along which takes place the slipping that causes earthquakes, are completely unknown. The Floridian Plateau is one of the most stable parts of the earth's crust.



Florida State Archives

Junction of three rivers where the Jim Woodruff Dam was built, Chattahoochee, 1947. The Apalachicola River is in the foreground, the Chattahoochee River is to the left, and the Flint River is to the right.

The plateau is broad and nearly level. The highest part of the peninsula projects a little more than 325 feet above sea level and forms the State of Florida. An equally great or greater area is submerged beneath the Gulf of Mexico and a smaller area beneath the Atlantic Ocean north of Palm Beach. Both

of these submerged parts (the Continental Shelf) slope gently away from the land at a rate generally less than 3 feet to the mile. The slope at most places near shore is steeper in the Atlantic than in the Gulf. Beyond a depth of approximately 300 feet, the slope of the sea bottom steepens rapidly.

Coastline of Florida Length in Statute Miles

	General Coastline	General Tidal Shoreline	Detailed Tidal Shoreline
Atlantic Coast	580	618	3,331
Gulf Coast	770	1,658	5,095
Total for Florida	1,350	2,276	8,426

Explanation: "General" coastline is the measurement of the general outline of the seacoast. "Tidal" shoreline includes measurement of bays, sounds and other waterbodies where these narrow to a width of three statute miles. "Tidal shoreline, detailed" takes bays, sounds and other bodies either to the head of tidewater or to a point where such waters narrow to 100 feet.

For more information on coastal trends, both national and Florida-specific, visit the National Oceanic and Atmospheric Administration's Special Projects website at <http://specialprojects.nos.noaa.gov/focus/socio.html>.

Source: Combined statistics from NOAA, 2004; Florida Department of Environmental Protection, Economics of Beach Tourism in Florida; Department of Agriculture Technical Bulletin number 52, 2006.

The Sands of Florida

*Source: Florida Geological Survey
www.dep.state.fl.us/geology*

There are several substances that color the sands on the beaches of Florida. For the most part, the browns and tans are broken pieces of shell, and these represent the color of the shell itself, which was formed as a precipitant about the living animal. Some iron is included, which causes the tan color. Sometimes the shells are dark grey and lend some color to local beaches.

Florida's beautiful, white beaches are composed of essentially 100 percent quartz sand that is kept bright by the scrubbing action on the beach. Quartz is normally colorless to white. It makes an exceptionally beautiful beach, such as those found along the Mediterranean Sea and along the Panama City area of the Gulf. If allowed to come to rest for long periods of time, such as in the quiet dunes behind the beaches and in the sands inland from the beach areas of the Panhandle, quartz becomes coated with iron and appears tan to cream-colored.



Florida State Archives

Map of Florida circa 1833

The black color, found in the sands of beaches, is a result of the occurrence of heavy minerals in the ocean, such as rutile and ilmenite, which may be concentrated from about 5 to 20 percent along rills on the beaches. The ilmenite, rutile and other minerals can be mined and separated from the beach sands; thus used for man's benefit. Some beaches, such as those at Venice, Florida, contain large quantities of black, phosphatic material, which consists of fragmented and rounded manatee rib bones, phosphate precipitated from the ocean, animal excretions, and some phosphatized shells.

Land and Water Area: Area of the State and Counties of Florida April 1, 2010
 (square miles)

County	Total	Land area	Water area*
Florida	65,757.70	53,624.76	12,132.94
Alachua	968.81	875.02	93.79
Baker	588.97	585.23	3.74
Bay	1,033.15	758.46	274.69
Bradford	300.49	293.96	6.53
Brevard	1,557.00	1,015.66	541.33
Broward	1,322.86	1,209.79	113.08
Calhoun	574.31	567.33	6.98
Charlotte	858.30	680.28	178.02
Citrus	773.29	581.70	191.60
Clay	643.55	604.36	39.19
Collier	2,305.02	1,998.32	306.69
Columbia	801.33	797.57	3.75
DeSoto	639.48	637.06	2.42
Dixie	863.65	705.05	158.60
Duval	918.45	762.19	156.26
Escambia	874.70	656.46	218.24
Flagler	570.83	485.46	85.36
Franklin	1,026.49	534.73	491.77
Gadsden	528.53	516.33	12.20
Gilchrist	355.24	349.68	5.56
Glades	986.85	806.01	180.84
Gulf	755.56	564.01	191.55
Hamilton	519.06	513.79	5.27
Hardee	638.34	637.78	0.56
Hendry	1,190.00	1,152.75	37.25
Hernando	589.02	472.54	116.48
Highlands	1,106.04	1,016.62	89.42
Hillsborough	1,265.77	1,020.21	245.55
Holmes	489.05	478.78	10.27
Indian River	617.01	502.87	114.13
Jackson	954.56	917.76	36.80

County	Total	Land area	Water area*
Jefferson	636.54	598.10	38.44
Lafayette	547.91	543.41	4.50
Lake	1,156.96	938.38	218.58
Lee	1,212.46	784.51	427.95
Leon	701.79	666.85	34.94
Levy	1,412.80	1,118.21	294.59
Liberty	843.12	835.56	7.56
Madison	715.68	695.95	19.74
Manatee	892.68	742.93	149.75
Marion	1,662.61	1,584.55	78.06
Martin	752.83	543.46	209.37
Miami-Dade	2,431.18	1,897.72	533.47
Monroe	3,737.52	983.28	2,754.24
Nassau	725.92	648.64	77.28
Okaloosa	1,082.08	930.25	151.83
Okeechobee	891.91	768.91	123.00
Orange	1,003.26	903.43	99.83
Osceola	1,505.91	1,327.45	178.45
Palm Beach	2,383.01	1,969.76	413.25
Pasco	868.45	746.89	121.57
Pinellas	608.13	273.80	334.33
Polk	2,010.55	1,797.84	212.71
Putnam	826.92	727.62	99.30
St. Johns	821.53	600.66	220.87
St. Lucie	688.11	571.93	116.18
Santa Rosa	1,173.78	1,011.61	162.17
Sarasota	725.34	555.87	169.48
Seminole	345.29	309.22	36.07
Sumter	579.83	546.93	32.89
Suwannee	692.26	688.55	3.70
Taylor	1,232.20	1,043.31	188.90
Union	249.75	243.56	6.20
Volusia	1,432.44	1,101.03	331.40
Wakulla	735.73	606.42	129.31
Walton	1,239.60	1,037.63	201.97
Washington	615.95	582.80	33.15

*Water area measurement figures in the 2010 census data reflect all water, including inland, coastal, territorial, new reservoirs, and other man-made lakes.

Source: Florida Statistical Abstract 2011; U.S., Department of Commerce, Census Bureau, Geography Division, Internet site <<http://www.census.gov/>> (accessed 25, March 2011).

Fossils

Florida's fossil record is unusually interesting. Particularly impressive is the record of the Late Pleistocene Age, a geologic period extending 20,000 to 200,000 years ago. Fossils of lions, sabertooth tigers, mammoths, horses, camels and giant armadillos are in many limestone deposits.

For more information on Florida Fossils, visit the Florida Museum of Natural History website at <http://www.flmnh.ufl.edu/exhibits/always-on-display/florida-fossils/>.

Source: Florida Trail, U.S. Department of the Interior

Although the Pleistocene is generally termed the Ice Age, the ice cap did not reach as far south as Florida and the woolly mammoth was never a resident of the peninsula. The remains of the Imperial and Columbian mammoths are among the most common fossil finds in Florida.

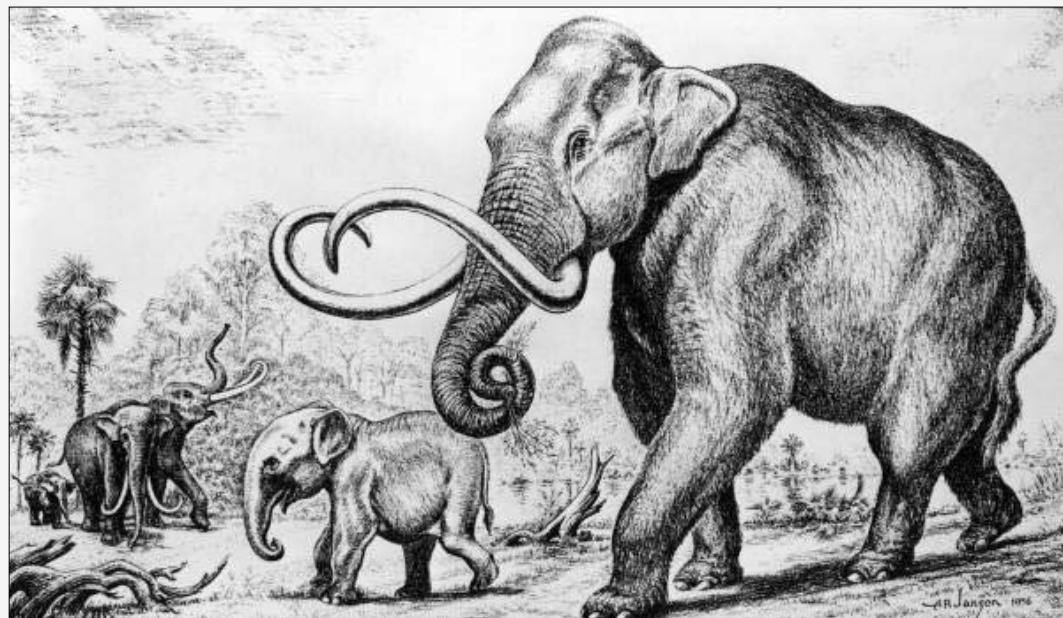


Illustration by Andrew R. Janson

How Florida's Lakes Are Formed

*Source: Florida Geological Survey
<http://www.dep.state.fl.us/geology/>*

Limestone and dolostone are sedimentary rocks that are composed of calcium- and magnesium-carbonates. These make up the large part of the subsurface of Florida. These rocks are soluble in pure water, with the lapse of long periods of time, under conditions where the structure and composition of the rock favor solution in moving water. In the waters of Florida, this limestone is readily dissolved because the humid climate and prolific vegetation contribute organic and mineral acids to water and make it a highly potent solvent capable of dissolving large amounts of the rock.

The ultimate source of all of Florida's groundwater is rain and moisture from the air. As this moisture is mixed or absorbed in the air it becomes charged with carbon dioxide gas to form carbonic acid. On the ground humic acids from rotting vegetation are added. These are the common natural solvents of limestone. A good portion of this acid-charged water soaks into the ground, and as it moves through limerock small portions of the rock are dissolved. However, relatively little solution occurs until sufficient water enters the rock to completely fill all the available pores. In this portion of the rock, saturated with water and bathed with weak acids, the solution is most active.

Limestone is as a rule jointed vertically and bedded horizontally. Openings along these joints and beds provide easy avenues of travel for water. Because of the pressure of water entering the rock, ground water tends to move horizontally along bedding planes which offer the easiest exit. Thus, cave systems generally

are developed horizontally and one system may lie over another and they may be connected by vertical tubes and rooms.

Any rain water entering the rock from the surface makes its way downward to fill completely all the pores of the rock at some depth. As it moves downward and then into the saturated rock through pores and open spaces it acts as a slow solvent to increase the size of the openings and to connect them to form a continuous system of channels through which streams may run.

As large caverns are formed, solution cavities of irregular shape are gradually cut out and enlarged. Some of these may be expanded to a point near the surface where surface deposits (largely sand in Florida) will deform into the cavern and a sink is formed. The larger part of Florida's natural lakes, sinks, depressions and ponds are the result of the solution of the underlying limestone. These features range from small pits a few feet in diameter to large depressions several miles broad. Many are perfectly round, others are highly irregular. Some are cone-shaped with rocky bottoms; some have broadly developed flat bottoms and are known as prairies. Still others are vertical tubes, only a few inches in diameter in some cases, that extend as much as one hundred feet down into the limestone. These are "natural wells." Many sinks are dry, but many more are filled with water. The lake water may represent the exposure of the shallow water-table which continues into the lake basin walls to form ground water. Other lakes are composed of artesian water that rises to fill the basin.

Other lake basins are formed by the sea as low places upon a platform of a former sea-bottom. Irregularities in sand dunes blown up from the beaches may cut below the ground-water table and form a lake.

Along some of the Panhandle streams, the association of a stream carrying a heavy sedimentary load with a stream that is clear and spring fed has resulted in the more rapid fill of some valleys and the drowning of the mouths of others to create large lakes. Dead Lake, on the Chipola, is a good example of this type of lake.

Area of Lakes

*Source: U.S. Geological Survey
<http://www.usgs.gov/>*

Lake Okeechobee is a remnant of a shallow sea, known as the Pamlico Sea, which once occupied what is now the Everglades-Lake Okeechobee basin. This basin was formed when the Florida plateau emerged from the ocean as a result of movement of the earth's crust. Lake Okeechobee, although large in surface area, is shallow, and probably contains less than two cubic miles of water.

Lake Okeechobee is the second largest freshwater lake entirely within one state, covering more than 30 square miles. Alaska has the largest freshwater lake, covering 1,033 square miles. Utah's Great Salt Lake, the largest salt lake, covers 1,500 square miles. Lake Okeechobee is the fourth largest natural lake entirely within the United States, Lake Michigan, which touches Wisconsin, Illinois, Indiana and Michigan, being the largest, with 22,400 square miles.

Conservation area No. 3, of the Central and Southern Florida Flood Control District, in the Ever-



Photo by Donn Dughi

glades, has a surface area of 914.5 square miles. It is the largest artificial reservoir in the state.

Natural Fresh-Water Lakes of 10 Square Miles or More in Florida
Source: Florida Fish and Wildlife Conservation Commission <http://myfwc.com/>

Lake	County	Area (sq. miles)
Okeechobee	Hendry, Glades, Okeechobee, Martin, Palm Beach	700
George	Putnam, Marion, Volusia, Lake	71.8
Kissimmee	Osceola, Polk	54.6
Apopka	Orange	47.9
Istokpoga	Highlands	43.2
Tsala Apopka	Citrus	29.8
Tohopekaliga	Osceola	29.3
Griffin	Lake	25.7
Crescent	Putnam	24.9
Harris	Lake	21.5
Orange	Alachua, Marion	19.8
E. Tohopekaliga	Osceola	18.7
Jessup	Seminole	15.6
Monroe	Seminole, Volusia	14.6
Talquin	Gadsden, Leon	13.8
Eustis	Lake	12.1
Weohyakapka	Polk	11.7
Newnan	Alachua	11.6
Hatchineha	Polk, Osceola	10.4
Blue Cypress	Osceola, Indian River	10.2

The Tallahassee Meridian

A small marker southeast of the Capitol in Tallahassee symbolizes the point of beginning for nearly all land descriptions in Florida. The Tallahassee meridian is the zero point from which surveyors identify Florida land.

Highest Known Point

The State Bureau of Geology says the highest known surveyed elevation in Florida is Britton Hill, located in the northeastern part of Walton County. The elevation has been fixed at 345 feet and is just south of the community of Lakewood, located at 30°59'16" N latitude by 86°16'55" W longitude. The Britton Hill website (<http://americasroof.com/fl.shtml>) says it is the lowest high point in the U.S.

Iron Mountain, site of Bok Tower near Lake Wales in Polk County, was regarded for years as the

state's highest known point. This was based upon a private topographic survey which fixed the elevation at 324 feet. An official survey indicated Iron Mountain to be slightly higher than 290 feet but less than 300 feet.

Semiprecious Stones

Chalcedony of rare beauty and structure is found along the valleys of the Suwannee, Santa Fe, Hillsborough and other rivers that have eroded the sediments of the Tampa and Hawthorn formations. In former years, before the expansion of the City of Tampa, excellent collections could be had at numerous places along the shores of Hillsborough Bay. Rare and sometimes excellent specimens were recovered there from dredge tailings. At Davis Island and Ballast Point, which were classic collection areas, heavy seas mined and rolled out good examples of these stones.

These lovely stones are coral heads, the calcite of which has been replaced by chalcedony. The heads range from complete, cherty replacements with solid interiors to heads with large cavities that are lined with layers of black onyx, carnelian, sard, sardonyx, or agate of radiant and varying color combinations. The cavity-type heads, called geodes, are the most sought after for gem purposes.

The original material of the coral, formed as a case about itself by the animal, has been replaced with all of the structure and shape of the coral having been preserved. These pseudomorphs were formed by water dissolving the coral head and simultaneously depositing an equal volume of silica from solution.

This chalcedony is commonly called agatized coral and was named Florida's state stone in 1992.



Florida State Archives

Postcard showing glass-bottom boats at Silver Springs, Ocala.

Springs

There are more than 720 known springs in Florida, with more to be recorded.

Florida's springs represent natural groundwater discharge from the State's vast groundwater storage and circulation systems known as aquifers. In 2006, The Florida Geological Survey determined a conservative estimate of their combined discharge as being over 11 billion gallons a day. In 2005, 6.8 billion gallons per day of freshwater were used in the State for public supply, agricultural, industrial, domestic and thermoelectric power purposes. By comparison,

in 2000 all fresh groundwater pumped in Florida totaled 8.1 billion gallons per day and 5.6 billion gallons per day in 1970.

Springs vary in flow daily, seasonally and from year to year. The flow is related to variations in rainfall, although man's use of ground water affects the flow of some springs. During periods of little rainfall, spring flow, stream flow, and groundwater levels all decline, just as they increase during wet periods.

The springs of Florida are used to a limited degree as a source of water supply by agriculture and industry; however, their primary use is recreational. For this they are well suited because of the natural

beauty of their surroundings, their normal clarity and consistently moderate temperature and the seemingly subtle mystery of water upwelling from the earth. Private spring attractions and parks are a multimillion dollar industry.

First Magnitude Springs

Springs may be classified by the average quantity of water they discharge. First magnitude, 64.6 million gallons per day (mgd) or greater; second magnitude, 6.46 mgd to 64.6 mgd; third magnitude, .646 mgd to 6.46 mgd; fourth magnitude, less than 0.646 mgd.

Florida has more first magnitude springs than any other state: 33. Their total average flow is 2131.8 mgd, or 19 percent of the average flow of all springs in Florida. Silver Springs, with an average flow of 550 mgd, is the largest non-coastal spring although Wakulla Spring has the greatest instantaneous measured flow and also the greatest range of flow. Coastal springs can have a higher discharge than non-coastal springs but their discharge is more variable due to tidal effects.

Why Springs?

Florida is underlain by a thick sequence of limestone and dolomite. These sedimentary rocks were deposited in shallow seas that, at various times in the geologic past, inundated the state. In many places these rocks contain numerous small and large interconnected cavities or caverns that have resulted from solution and removal of limestone by circulating fresh ground water. The fresh water derived from rainfall infiltrated the rocks after the sea level declined and left the surface of Florida above sea level. The majority of Florida's springs emerge from cavities where the rocks open at the land surface. A few springs seep from permeable sands or shell beds that have been deposited over the limestone. These springs are generally small compared with the ones that flow from limestone, and they also are more likely to go dry during long periods of little or no rainfall.

A spring is overflow or leakage from an underground reservoir (aquifer). The source of Florida ground water is rainfall that seeps into the ground

and recharges aquifers in northern and central Florida and southern Alabama and Georgia, where rocks of the aquifers are at or near land surface. Most springs in Florida are permanent, that is, they flow year round.

The water of most Florida springs is of excellent quality. It is low in salinity and of moderate hardness depending, at least in part, on how long the water has been in storage in the aquifer. Dissolved solids are generally less than 250 milligrams per liter (mg/l). The average total dissolved solids of U.S. tap water ranges between 170-410 mg/l. Spring temperatures range between 68° and 77° Fahrenheit (20° to 25° Celsius). Springs located in the southern part of the State tend to be the warmest.



Florida State Archives

Frances Dwight performs underwater ballet as viewed from a theater 8 feet below the surface, Weeki Wachee Springs, 1948.

Spring Names

Spring names used are consistent with previously published reports and maps; local names were used for springs not so identified. Whether "spring" or "springs" appears in the spring-name, bears no relation to whether the spring has a single or a multiple orifice.

NOTE: A listing of first magnitude springs appears in the 1983–1984 and prior editions of *The Florida Handbook*.

Water Use: Freshwater Withdrawals by Category of Use (1975-2005)

Category	1975	1980	1985	1990	1995	2000	2005
Total	6,772.75	6,701.22	6,313.34	7,583.58	7,229.92	8,191.77	6,873.13
Public supply	1,124.10	1,406.40	1,685.44	1,925.15	2,079.24	2,436.79	2,540.52
Domestic self-supplied	227.80	243.50	259.29	299.38	296.74	198.68	190.38
Commercial-industrial-mining	882.55	700.32	708.81	769.94	691.83	563.30	488.33
Agricultural irrigation ¹	2,930.60	3,025.40	2,797.81	3,495.22	3,244.10	3,923.01	2,766.18
Recreational irrigation ²	0.00	0.00	181.49	310.03	280.88	411.73	329.64
Power generation	1,607.70	1,325.60	680.50	783.86	637.13	658.26	558.08

¹Withdrawals for crops, livestock, and fish farming.

²Withdrawals for turf grass and landscaping. Included under agricultural irrigation prior to 1985.

NOTE: Values may not be identical to the data reported by the water management districts due to differences in data collection or revisions. Some data may be revised. Detail may not add to totals because of rounding.

Source: Florida Statistical Abstract 2011; U.S., Department of the Interior, Geological Survey, Florida Water Science Center, Water Withdrawals, Use, and Trends in Florida, 2005, Scientific Investigations Report 2009-5125, Internet site <<http://fl.water.usgs.gov/>> (accessed 15, August 2011).

Natural Bridges

*Source: U.S. Geological Survey
<http://www.usgs.gov/>*

Most natural bridges in limestone regions were formed by one of two methods—either by the undermining of neighboring sinks along a subterranean stream, or by the gradual diversion of part of a surface stream through a cavern dissolved by seepage through bedrock above a fall or rapid.

Bridges along a subterranean stream are not ordinarily recognized as bridges until they have reached an advanced stage of development. The existence of a bridge made by the diversion of a surface stream may not be suspected until the stream can be seen to sink in one place and to rise in another. The archway of most such bridges in Florida is completely filled with water.

Caverns

*Source: U.S. Geological Survey
<http://www.usgs.gov/>*

Although the limestones of Florida are honeycombed with caverns, the water table is generally so

high that most of the passages are submerged. Important exceptions are those in the Florida Caverns State Park in Jackson County, three miles north of Marianna. These caverns include connected rooms, with dazzling formations of limestone stalactites, stalagmites, soda straws, flowstones, and draperies which rival in beauty (though on a much smaller scale) the justly famous caverns of the Shenandoah Valley of Virginia.

A cave tour (for a fee) lasts approximately 45 minutes and is considered to be moderately strenuous. www.floridastateparks.org/floridacaverns/

Harbors

*Source: U.S. Geological Survey
<http://www.usgs.gov/>*

The harbors of all the world occupy basins that have been deepened by the rising sea level that attended the melting of the last great continental ice sheets. The harbors of Florida are no exception. They differ from those of some other regions, however, because of differences in the topography of the land before the advance of the sea upon it.

Many great harbors occur in regions that were

hilly or mountainous or which were trenched by deep valleys. But there were no mountains or deep valleys in Florida. The surface of the Floridian Plateau laid bare by the retreat of the sea during the last Ice Age and submerged again at its close was a very gently sloping plain across which the streams flowed in very shallow valleys. If the shore line during the last Ice Age lay on the steeper slope at the edge of the Plateau, the streams may have cut trenches at its outer margin, but, if so, the trenches did not extend inland as far as the present coast. It thus happens that there are no very deep harbors in Florida. Their depth is no greater than the normal depth of large rivers flowing over soft bottoms.

The Cross-Florida Barge Canal

Source: U.S. Army Corps of Engineers

Among the early reasons for digging a waterway across Florida were: to provide an escape route from Caribbean pirates, to protect coastal shipping in time of war, to speed the mail between Washington and New Orleans, and to stimulate the development of Florida's interior.

As early as 1928, Congress directed an inquiry into the usefulness of a North Florida waterway to reduce by some 600 miles the voyage of ships rounding the peninsula.

Construction of the Cross-Florida Barge Canal, a 185-mile-long waterway across the upper neck of the Florida peninsula, was started February 27, 1964, when President Lyndon B. Johnson detonated an explosive charge near Palatka to ceremonially begin construction.

But on January 19, 1971, President Richard M. Nixon detonated what was to canal advocates another explosive charge by suspending work on the waterway on which some \$50 million had been invested. The President said it was time to "prevent a past mistake from causing permanent damage"

to the uniquely beautiful Oklawaha valley.

Mr. Nixon said he had made his decision on the recommendation of his Council on Environmental Quality. He said the Council told him that "the project could endanger the unique wildlife of the area and destroy this region of unusual and unique natural beauty."

Congress deauthorized the canal in 1986, providing repayment of \$32 million to the State and six counties for money advanced.

When construction was halted, the estimated cost of the waterway was \$169,000,000 to the Federal government and \$16,000,000 to Florida, a total of \$185,000,000. The 12-foot-deep and 150-foot wide barge canal, stretching 107 miles from Palatka on the St. Johns River to Yankeetown on the Gulf of Mexico, was to be a high-level ribbon of water with five navigation locks intended to assure the safety of the natural groundwater level. Completion had been scheduled for 1977.

The U.S. Army Corps of Engineers had completed three of the locks, three highway bridges and 25 miles of canal excavation. Rodman Reservoir, covering about 13,000 acres, was filled in 1968 and attracts thousands of boaters, fishermen and campers.



Florida State Archives

Cross-Florida Barge Canal along US Highway 19, Ingles, circa 1965.

Major Canals of Florida

	<u>Length in miles</u>
Caloosahatchee River (Lake Okeechobee to Gulf)	69
Hillsboro Canal	52
Miami Canal	81
North New River Canal	65
St. Lucie Canal (Lake Okeechobee to Atlantic Ocean)	40
West Palm Beach Canal	42

The Keys

*Source: U.S. Geological Survey
<http://www.usgs.gov/>*

The limestone floor of the Everglades continues southward beneath the shallow waters of Florida Bay and emerges again in the Florida Keys. These islands are of two types. The eastern keys, which terminate at Loggerhead Key, are long, narrow islands composed of limestone (Key Largo limestone) containing large heads of corals in place, just as they grew. They evidently were formed as a coral reef that grew at the edge of deep water in the Pamlico Sea, to whose surface they did not quite reach. The western keys, which lie behind the eastern keys and extend beyond them to Key West, were merely a shoal in the Pamlico Sea. They are similar in origin to the rim of the Everglades and are composed of the same kind of oolitic limestone. This shoal extended, with a few breaks, westward to the Dry Tortugas. Its continuation beyond Key West is marked by the Marquesas Keys and a few smaller islands.

Florida's Islands

Source: "Islands of America," a special report published by the U.S. Department of the Interior, Bureau of Outdoor Recreation, August 1970

Florida has 4,510 islands 10 acres or larger in size, the second highest total in the U.S. (behind Alaska). The state is third, behind Alaska and Louisiana, in total island acreage, with 840,727 acres.

By size class they number:

10–99 Acres	2,444
100–499 Acres	837
500–999 Acres	1,112
1,000 Acres or more	117

Facts about Streams

*Source: Department of Environmental Protection
<http://www.dep.state.fl.us/>*

Sunday Rollaway, Botheration, Fiddlestring Bay and Fodderstack Slough. Whiskey George, Brandy Branch and Rudy Slough. Chassahowitzka, Alapaha, Alaqua, Attapulgus and Loxahatchee.

These imagination-ticklers are the names of a few of the 1,711 streams, rivers, and creeks in Florida. The Department of Natural Resources, now known as the Department of Environmental Protection, catalogued all of the particulars in a publication called the "Gazetteer of Florida Streams" in 1966.

Some noteworthy facts:

Total length of all streams is about 10,550 miles.

Some 277 streams are named after people, 200 after animals, 49 after trees, 44 after colors, seven after towns and three after states—including the improbable California Creek. Okaloosa's Brandy Branch shares its spirituous name with Gin Branch in Liberty County.

The Indian names in many cases have unusual derivations. Chassahowitzka means "hanging pumpkin." And California may have first been Califonee, which has been translated as "home camp."

The names are suggestive of historical events, too. Starvation Branch in Liberty County is thought to refer to a famine in this area. Burnt Grocery Creek in Santa Rosa County suggests an outpost was destroyed by fire in the War Between the States.

Lagoons

Source: U.S. Geological Survey

The entire East Coast of Florida is bordered by a once-continuous series of lagoons, which is followed by the Intracoastal Waterway. North of Jacksonville the lagoons have the form of broad salt marshes, through which wander crooked tidal rivers. This northern part of the coast is a continuation of the Sea Island region, which extends northward to Charleston, S.C. South of Jacksonville, the lagoons run parallel to the coast and many of them are broad and open.

Indian River is the longest and one of the straightest lagoons in Florida. It extends from a point about 13 miles north of Titusville to St. Lucie Inlet near Stuart, a length of nearly 120 miles. It is widest (about 5½ miles) near the northern end, where a short passage connects it with Mosquito Lagoon, and a longer, crooked channel passes around the northern end of Merritt Island to Banana River. Its average width is about 2 miles. It is narrower and much obstructed by marshy islands between Sebastian and Vero Beach. Indian River is deepest between Cocoa and Melbourne, where a depth of 10 feet is common and depths of 15 feet are rarely attained. Tidal currents have scoured the narrow channel connecting it with the south end of Banana River to a maximum depth of 27 feet.

The longest river is the St. Johns with a length variously calculated from 273 miles (U.S. Geological Survey) to 318 (State Board of Conservation), that river's headwaters being so ill defined because of the swampy nature. Rudy Slough in Northwest Florida is the shortest at four-tenths of a mile.

NOTE: A listing of rivers appears in the 1983–1984 and prior editions of *The Florida Handbook*.



Photo by Red Kerce

Construction of the Jim Woodruff lock and dam, 1953.

Jim Woodruff Lock and Dam

Source: U.S. Army Corps of Engineers

The Jim Woodruff Lock and Dam is located on the Apalachicola River about 1,000 feet below the point where the Chattahoochee and Flint Rivers unite to form the Apalachicola. It lies across the Georgia-Florida state line, about one and a half miles northwest of Chattahoochee, Florida.

The principal purposes are: (1) the provision of navigation channels, nine feet deep by 100 feet wide, in the Chattahoochee River to Columbia, Alabama, and in the Flint River to Bainbridge, Georgia, and (2) the production of hydroelectric power, with an average annual energy output of 220 million kilowatt hours. The dam has also created a large lake for recreational activities.

The lock and dam was designed by the U.S. Army Corps of Engineers and built by private contractors. Construction was started in the fall of 1947 and completed in the spring of 1957 at a cost of \$46.5 million. The project was named for Jim Woodruff, Sr., of Columbus, Georgia, who had, for more than 40 years, advocated development of the rivers for navigation.



Florida Regional Names

In 1952, Mayor Samuel G. Johnson of St. Petersburg organized the Suncoast League of Municipalities and invited cities in counties from Citrus to Collier to become members. Two years later, as the area was preparing to celebrate the opening of the Sunshine Skyway bridge, the *St. Petersburg Times* started referring to the 10-county area from Citrus to Collier as the Suncoast. This was primarily done to popularize a colorful name to compete with the Gold Coast designation of the Palm Beach-Miami area.

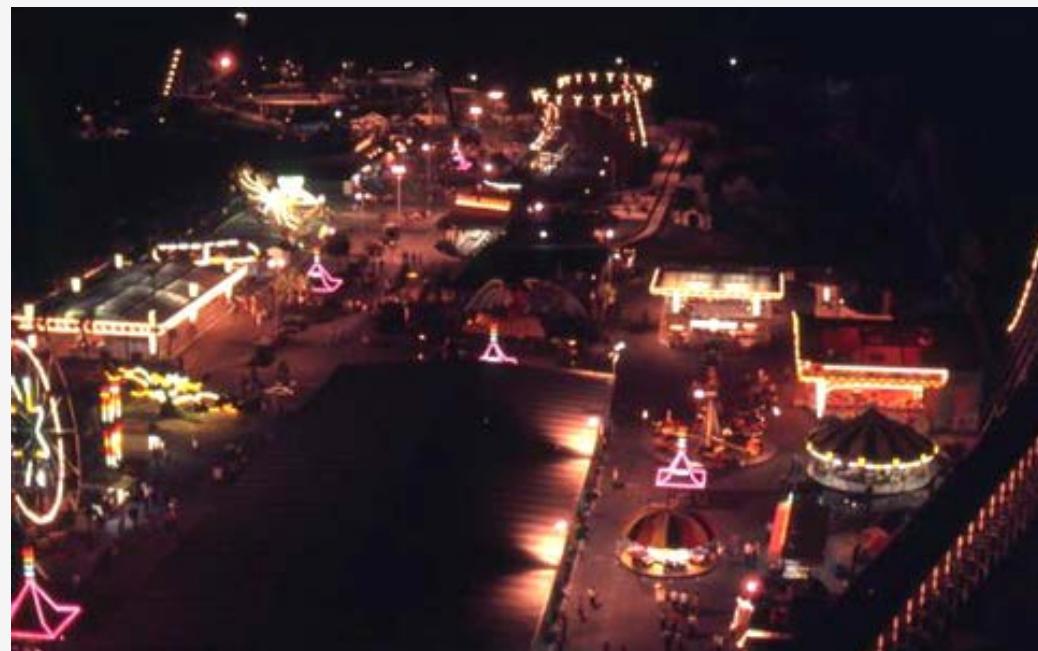
Malcolm B. Johnson, then Editor of the *Tallahassee Democrat*, coined “Big Bend” to designate its dominant circulation area between the Aucilla-Wacissa and the Chipola-Apalachicola river systems. Johnson afterwards said it was a spur-of-the-moment designation “before sober reflection could produce

something like ‘Gulf Bend’ or ‘Apalachee Bend,’ which I would much prefer.”

With hopes of increasing tourism in the area, the 1992 Legislature declared eight counties along the Gulf from Wakulla to Pasco and the city of Dunnellon as the “Nature Coast.”

The northern coast from Panama City to Cedar Key has been called the “Forgotten Coast.” In 2002, St. Joe Company (a Florida-based land development company in the Panhandle), started a movement to call the area “Florida’s Great Northwest.”

The “Florida Crown,” embracing 15 counties fanning out from Jacksonville, was selected in 1964 in a contest sponsored by the Northeast Florida Council of Chambers of Commerce. The name was separately proposed by two Jacksonville men, Ken-



The “Miracle Strip” amusement park at night, Panama City, 1975. Family-owned, the park was opened by Jimmy Lark in 1963 and closed by Billy Lark in 2004.

Photo by Karl E. Holland

neth H. Smith and William A. Heard. The judges said "Florida Crown" made clear the location of the area in relation to the rest of the state and that it suggested solidity, influence, and historical background. By 1984, however, the name "Florida Crown" had given way to "Florida's First Coast," embracing Baker, Clay, Duval, Nassau, and St. Johns counties.

A roving newsman, Claude Jenkins, first used the name "Miracle Strip" in the Defuniak Springs weekly, *The Breeze*, having been struck by the beauty of the coast after topping a hill in Walton County where U.S. 98 runs along the Gulf of Mexico. The "Miracle Strip" is regarded as being the area of coast between Panama City Beach and Fort Walton Beach. More recently it has been called the "Emerald Coast." The informal tag of "Redneck Riviera" will likely disappear as expensive homes and condominiums replace small motels and amusement park rides.

The Cocoa newspaper *Florida Today* refers to Brevard and Indian River Counties as the "Space Coast." Eric Lassiter of *Florida Today* reports Indian River County is also sometimes referred to as part of the "Treasure Coast," which includes Martin, St. Lucie, and Palm Beach counties.

There are other, more local designations such as Imperial Polk (county), The Magic City (Miami), America's Riviera (Coral Gables), City Beautiful (Orlando), Cigar City (Tampa), City of Azaleas (Palatka), City of Five Flags (Pensacola), Cultural Coast (Sarasota, Anna Maria Island, Siesta Key and Lido Key) and Lee Island Coast (Lee County's coastline).



Photo by Thomas E. Liddle, Jr.

Miami Beach, circa 1965. Miami was once called "The Magic City."



Climate and Weather

Geographic Facts

Never more than 95 miles wide, the Florida peninsula does not end its meanderings until its last land formation is some 600 miles south of the southern boundary of the state of California.

Yet, Florida is not quite in the tropics (if we are to be technical), lacking a hundred miles. The state lies between the 31st and 24th parallels, North latitude. The southern tip of Florida is 1,700 miles north of the equator, but is nearer the equator than any other part of the continental United States.

Topographic features: Florida, situated between latitudes 24° to 30' and 31°N. and longitudes 80° and 87° 30'W., is largely a lowland peninsula comprising about 54,100 square miles of land area and is surrounded on three sides by the waters of the Atlantic Ocean and the Gulf of Mexico. Countless shallow lakes, which exist on the peninsula and range in size from small cypress ponds to Lake Okeechobee, account for approximately 4,400 square miles of additional water area.

No point in the state is more than 70 miles from salt water, and the highest natural land in the Northwest Division is only 345 feet above sea level. Coastal areas are low and flat and are indented by many small bays or inlets. Many small islands dot the shorelines. The elevation of most of the interior ranges from 50 to 100 feet above sea level, though gentle hills in the interior of the peninsula and across the northern and western portions of the state rise above 200 feet.

A large portion of the southern one-third of the peninsula is the swampland known as the Everglades.

An ill-defined divide of low, rolling hills, extending north-to-south near the middle of the peninsula and terminating north of Lake Okeechobee, gives rise to most peninsula streams, chains of lakes, and many springs. Stream gradients are slight and often insufficient to handle the runoff following heavy rainfall. Consequently, there are sizable areas of swamp and marshland near these streams.

Soils are generally sandy and low in natural fertility, the main exception being a large area of peat and muck soils in the Everglades. About one-third of Florida's soils can be classified as uplands or ridge soils that are generally well- to excessively well-drained. Soils in the remaining two-thirds of the state, including the muck soils, generally have imperfect to very poor natural drainage. Large areas of Florida are underlain by compact subsoils that intensify the effects of both wet and dry weather.

Climate

The climate is probably Florida's greatest natural resource. General climatic conditions range from a zone of transition between temperate and subtropical conditions in the extreme northern interior to the tropical conditions found on the Florida Keys. The chief factors of climatic control are: (1) latitude, (2) proximity to the Atlantic Ocean and Gulf of Mexico, and (3) numerous inland lakes. Summers throughout the state are long, warm, and relatively humid; winters, although punctuated with periodic invasions of cool or occasionally cold air from the north, are mild due to the southerly latitude and relatively warm adjacent sea waters. The Gulf Stream, which

flows around the western tip of Cuba through the Florida Straits and northward around the lower east coast, exerts a warming influence to the southern east coast largely because the predominate wind direction is easterly. Coastal areas in all sections of the state average temperatures slightly warmer in winter and cooler in summer than do inland points at the same latitude.

Some Climatic Extremes

Some notable Florida climatic extremes are: Highest recorded temperature, 109° at Monticello on June 29, 1931; lowest recorded temperature, -2° at Tallahassee on February 13, 1899; and greatest 24-hour rainfall, 38.7 inches on September 5–6, 1950, at Yankeetown.

Tropical Climate

Visitors can experience a tropical climate in Florida. A tropical climate is defined as one in which the average temperature of the coldest month is 64.4° or above. The climate along the east coast from Vero Beach southward and along the west coast from Punta Gorda southward fits that definition.



Postcard image by Curt Teich

Flamingos in Sarasota Jungle Gardens, 1955.

Temperature

Mean annual temperatures range from the upper 60s in the northern sections to the middle 70s on the southern mainland, and reach nearly 78° at Key West. Summertime temperatures are about the same throughout the state, 81° to 82°; during the coolest months, temperatures average about 13° lower in the north than in the south. July and August average the warmest in all areas, and December and January average the coolest in the northern and central areas. January and February, on the average, are the coolest months in the extreme south and in the Keys.

Wintertime minimum temperatures are deceptive. While stations in northern Florida can record 10 to 20 days a year with minimum temperatures of 32° or below, there have been fewer than 10 days in the past 75 years at Jacksonville where the maximum temperature for the day has failed to climb above freezing.

Maximum temperatures during the warmest months average near 90° along the coast and slightly above 90° in the interior; minimum temperatures average in the low 60s but are slightly higher along the immediate coast and in the Keys than inland. During June, July, and August, maximum temperatures exceed 90° on about 2 days in 3 in all interior areas; in May and September, 90° or higher can be expected about 1 day in 3 in the northern interior and about 1 day in 2 in the southern interior. Extreme heat waves, characteristic of continental districts, are felt occasionally—but in a modified form—over the northern interior. Temperatures of 100° or higher are infrequent in the northern sections, rare in the central portion, and practically unknown in the southern areas. The summer heat is tempered by sea breezes along the coast and by frequent afternoon or early evening thunderstorms in all areas. During the warm season, sea breezes are felt almost daily within several miles of the coast and occasionally

20 to 30 miles inland. Thundershowers, which on the average occur on about half the summer days, frequently are accompanied by a rapid 10° to 20° drop in temperature, resulting in comfortable weather for the remainder of the day. Breezes occur almost daily in all areas and serve to further mitigate the oppressiveness that otherwise would accompany the prevailing summer temperature and humidity conditions. Since most of the large scale wind patterns affecting Florida have passed over water surfaces, hot drying winds seldom occur.

Annual and Seasonal Rainfall

Rainfall in Florida is quite varied both in annual amount and in seasonal distribution. Individual station annual averages range from about 50 to 65 inches. In the Florida Keys, annual averages are only about 40 inches. The main areas of high annual rainfall are in the extreme northwestern counties and at the southern end of the peninsula. Rainfall varies greatly from year to year. Many localities have received more than 80 inches in a calendar year and a few places more than 100 inches. In contrast, most all localities have received less than 40 inches in a calendar year.

The distribution of rainfall within the year is quite uneven. In the summer "rainy season," there is close to a 50-50 chance some rain will fall on any given day. During the remainder of the year, the chances are much less, some rain being likely on 1 or 2 days per week. The seasonal distribution changes somewhat from north to south. In the northwestern areas there are two high points—late winter or early spring and again during summer—and one pronounced low point in October; a secondary low point occurs in April and May. On the peninsula, the most striking features of the seasonal distribution are the dominance of summer rainfall (generally more than half the average annual total falls in the 4-month period, June through September) and the rather abrupt start and end of the summer "rainy season" (June average rainfall tends to be nearly double that of May, and in fall, the average for the last month of the wet season tends to be about double that of the following month). October, on average, is the driest month in northwest Florida but in general is among the wettest on the southeast coast and Keys. The start and end of

the "rainy season" varies considerably from year to year. According to past records, it has begun as soon as early May and has been delayed as late as June. Late September or early October usually marks the end of the wet season except for a narrow strip along the entire east coast where relatively large October rainfalls are frequently noted. The tendency for relatively large October rainfall diminishes quite rapidly westward.



Tallahassee Democrat Collection

Lynda West, 13, Gary Buiman, 12, and Jean Buiman, 11, swim in the rain-flooded front yard of R.L. West, Tallahassee, September 1957.

Summer Rainfall

Most of the summer rainfall is derived from "local" showers or thundershowers. Many places average more than 80 thundershowers per year, and some average more than 100. Showers are often heavy, usually lasting only an hour or two, and generally occur near the hottest part of the day. The more severe thundershowers are occasionally attended by hail or locally strong winds which may inflict serious local damage to crops and property. Day long summer rains are usually associated with tropical disturbances and are infrequent. Even in the wet season, the duration of rainfall is generally less than 10% of the time. Because most summer rains are local in character, large differences in monthly and annual totals at nearby points are common, but these differences disappear when comparison is made on the basis of long period averages. However, large differences in the long period averages do exist within short distances. For ex-

ample, the normal annual rainfalls for Miami Beach and the Miami Airport are 46.26 and 59.76 inches, respectively, yet it is less than 10 airline miles from the beach to the airport. Similar conditions undoubtedly exist elsewhere among the immediate coast.

Droughts

Florida is not immune from drought even though annual rainfall amounts are relatively large. Prolonged periods of deficient rainfall are occasionally experienced even during the time of the expected “rainy season.” Several such dry periods in the course of a year or two can lead to lowered water tables and lake levels which, in turn, may cause serious water shortages for those who depend upon lakes and shallow wells for water.

Worst Drought

Florida's second worst drought since 1895 occurred in 2007.

Florida's worst drought in recorded history occurred in 2000. By midyear in parts of north Florida the rainfall deficit was 20 inches for the year, 42 inches for the previous 30 months, and 70 inches overall since 1995.

Since 1950, droughts have occurred in south Florida in 1955-56, 1961-62, 1970-71, 1980-82, 1984-85, 1998-2002, and 2006-07. During the 2006-07 drought (a 1-in-100-year event) in July, 2007, Lake Okeechobee dropped to the lowest water level recorded to that time, 8.82 feet.

Frost and Freezing

Although average minimum temperatures during the coolest months range from the middle 40s in the north to the middle 50s in the south, no place on the mainland is entirely safe from frost or freezing. An occasional cold wave of the more severe type brings minimums ranging from 15° to 20° over the northern areas to freezing or below to the southern limits of the peninsula. These cold waves, except in rare instances, seldom last more than 2 or 3 days at a time. It is extremely rare for temperatures to remain below freezing throughout the day at any place. On the first night of a cold wave, there usually is con-

siderable wind which, because of the continual mixing of the air, prevents marked temperature differences between high and low ground. By the second night, winds usually have subsided and radiational cooling under clear skies accelerates the temperature fall after sundown. On such occasions, marked differences in temperature are noticeable at places not far apart, depending upon such factors as topography and proximity to bodies of water. These facts are of primary concern in selecting sites for growing plants not tolerant of cold.

Some winters—occasionally several in succession—pass without widespread freezing in the southern areas; others may bring several severe cold waves. Winters with more than one severe cold wave interspersed with periods of relative warmth are especially distressing to the agriculture industry because the later freeze almost always finds vegetation in a tender stage of growth and highly susceptible to additional cold damage.

Snowfall

Snowfall in Florida is unusual, although measurable amounts have fallen in the northern areas at irregular intervals, and a trace of snow has been recorded as far south as Fort Myers. The greatest recorded snowfalls in Florida occurred on February 13 in 1899 and 1958. In 1899, 4.0 inches were measured at Lake Butler in Union County and one half inch at Bartow in Polk County. On the night of February 12–13, 1958, most all of Florida west of the Suwannee River received 2 to 3 inches of snow; areas east of the Suwannee River and north of about latitude 30° received 1 to 2 inches of snow on this same night. The 3 inches measured at Tallahassee on this date is the greatest ever measured there since records began in 1886, and the 1.5 inches measured at Jacksonville is second only to the 1.9 inches that fell on February 13, 1899.

Notable Florida Snowfalls

1774 (day unknown): There was a snow storm that extended over parts of Florida. Inhabitants long afterwards remembered the extraordinary “white rain.”

1797 (day unknown): Surveyor Andrew Ellcott

reported 8" near the source of the St. Mary's River in what is now Baker County.

January 10, 1800: Surveying party measured 5" at Point Peter near the mouth of the St. Mary's River.

January 13, 1852: $\frac{1}{2}$ " at Jacksonville. Press report of 2" at Tallahassee.

December 5, 1886: $\frac{1}{2}$ " reported at Pensacola.

January 5, 1887: 1" of snow fell at Pensacola.

January 14, 1892: Pensacola reported 0.4".

February 14–15, 1895: 3" measured at Pensacola, 2" at Tallahassee, and 1" at Lake City. A trace was reported as far south as Leesburg.

February 12–13, 1899: 4" at Lake Butler, 3.5" at Marianna, 3" at Lake City. Trace amounts were reported as far south as Fort Myers, Avon Park, and Titusville.

November 27–28, 1912: $\frac{1}{2}$ " at Mt. Pleasant in Gadsden County.

December 29–31, 1917: $\frac{1}{2}$ " reported at many stations in Panhandle and north Florida as far south as Crescent City.

January 22–23, 1935: 1" at Panama City and 0.2" at Apalachicola.

February 2–3, 1951: 2" at Crescent City and St. Augustine. Trace amounts as far south as Lakeland.



Florida State Archives

Snow fell in Tallahassee on February 13, 1899, in sufficient quantity for this snowball fight on the steps of the Capitol.

March 6, 1954: 4" at Milton, 3" at Niceville, and 2" at Pensacola. Trace amounts reported by many stations in northern Florida.

March 28, 1955: 1" at Marianna and 0.4" at Tallahassee. Trace amounts reported as far south as Palatka.

February 12–13, 1958: Second only to snowfall of 1899. Three inches reported at many stations from Niceville to Jasper. Measurable amounts at almost all stations north of 30° N.

February 9–10, 1973: First measurable snow since 1958. There was 3.3" at Milton and 2" at Pensacola, De Funiak Springs, and Quincy. Trace amounts reported as far south as Clermont. Unofficial reports of 6" to 8" in the vicinity of Jay.

Mid-January, 1977: State endured in week-long cold, with traces of snow observed as far south as Miami.

March 2, 1980: About 0.25" of snow covers car tops and patio furniture in Jacksonville.

March 1, 1986: 0.5" of snow accumulates overnight in Jacksonville before melting within 30 minutes due to the morning sun.

December 23, 1989: Light rain in Jacksonville turns to freezing rain as temperatures drop, and later changes to snow. The snow totals several inches in some locations, and results in the first White Christmas in the city's history.

December 24, 1989: Light flurries fall in the Tampa metro area early in the day and even during an early afternoon NFL game. One death is reported in Tampa, two in Miami, and one in Jacksonville because of the extreme cold.

March 12, 1993: The 1993 Superstorm produces up to 4" of snow along the Florida Panhandle.

January 8, 1996: Snow flurries are reported from Crystal River to New Port Richey with no accumulation.

December 18, 1996: A plume of cold air causes snow to form in the northwestern portion of Escambia County.

January 24, 2003: Light snow flurries along the eastern coastline. The snow reaches as far south as Fort Pierce. Locations along the Florida Panhandle receive a dusting of snow.

November 21, 2006: Very light dusting and snowflakes in central Florida. It is the first snow in November in the state since 1912.

January 8-9, 2010: Very light dusting of snow seen in the eastern Jacksonville area. Light snow also fell in parts of central Florida, which briefly accumulated in Ocala and other parts of Marion County. Snow was isolated across the Orlando area, Tampa, and also in Melbourne. Isolated flurries were reported from West Palm Beach to as far south as Kendall.

February 12, 2010: Portions of northwestern Florida experience snowfall totals of around 1".

February 14, 2010: 0.5" of snow fell across the northern halves of Escambia, Santa Rosa, Walton, and Okaloosa Counties.

December 28, 2010: Light snow was reported in Tampa following a rare freezing fog event around midnight.

January 28, 2014: Light snow and freezing rain accompanied a winter storm that resulted in school closures and Interstate-10 being completely shut down between Pensacola and Crestview.

Prevailing Winds

Prevailing winds over the southern peninsula are southeast and east. Over the remainder of the state, wind directions are influenced locally by convectional forces inland and the "land and sea breeze" effect near the coast. Consequently, prevailing directions are somewhat erratic but, in general, follow a pattern of northerly in winter and southerly in summer. March and April average the windiest months. High local winds of short duration occur occasionally in connection with thunderstorms in summer and with cold fronts moving across the state in other seasons.

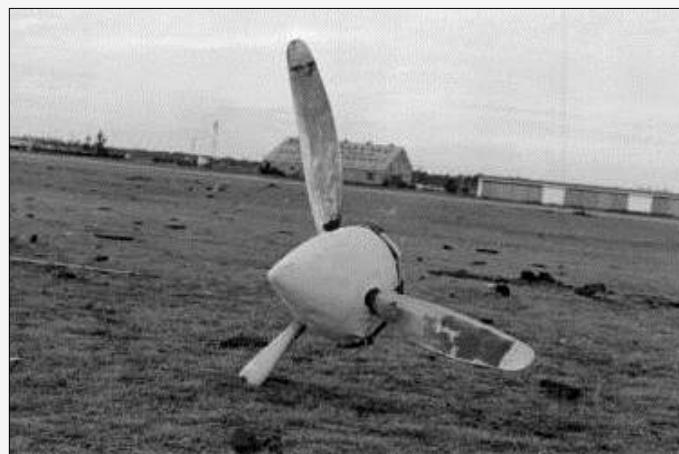


Photo by Robert E. Fisher

Airplane propeller stuck in the ground at Craig Municipal Airport after a tornado, Jacksonville.

Trade Winds

Few people realize that the peninsula of Florida, jutting out to the southeastward from the American continent, is almost the only well-watered area on the earth's surface between latitudes 24° and 31° north. Following this belt of latitude around the world, all the rest of the land between those parallels is dry, sandy, or mountainous waste—only coastal China between Shanghai and Canton, and coastal Texas are exceptions, with Florida, to the desert rule. Our rains in Florida are the result of the trade winds sweeping westward out of the warm Atlantic Ocean. These winds pick up a tremendous amount of water in their passage across the ocean. When they strike the Florida peninsula, convection currents raise these moisture-laden breezes further aloft where they are suddenly cooled and release rain.

Tornadoes

Tornadoes, funnel clouds, and waterspouts also occur, averaging 10 to 15 per year. Occasionally waterspouts come inland, but they usually dissipate soon after reaching land and affect only very small areas. Tornadoes have occurred in all seasons but are most frequent in spring. Tornadoes also occur in connection with tropical storms. Generally, tornado paths in Florida are short, and damages have not been extensive. A dramatic exception occurred when a series of seven El Niño driven twisters, some with winds in excess of 200 mph, hit central Florida on February 22-23, 1998. More than 260 people were injured and 42 people died, exceeding the human cost of Hurricane Andrew. The estimated damage to about 4,800 homes and businesses was \$336 million.

Tornadoes are rated by miles per hour of wind speed and damage that can be expected from the storm:

Category	Wind Speed	Damage Expected
F-0	40-72 mph	Light
F-1	73-112 mph	Moderate
F-2	113-157 mph	Significant
F-3	158-206 mph	Severe
F-4	207-260 mph	Disastrous
F-5	261-318 mph	Incredible

Humidity and Fog

The climate of Florida is humid. Inland areas with greater temperature extremes enjoy slightly lower relative humidity, especially during hot weather. On the average, variations in relative humidity from one place to another are small; humidity ranges from about 85% to 95% during the night and early morning hours to about 50% to 65% during the afternoons. Heavy fog is usually confined to the night and early morning hours in the late fall, winter, and early spring months. It occurs on about 35 to 40 days per year, on average, over the extreme northern portion; 25 to 30 days per year in the central portion; and downward to less than 10 days per year in the extreme southern areas. Fog usually dissipates or thins soon after sunrise, and heavy daytime fog is seldom observed in Florida.

Sunshine

Florida is called the “Sunshine State” even though a 2004 National Weather Service report says that five other states (Arizona, California, Nevada, New Mexico, and Texas) are sunnier. Florida has more days where between 20% and 70% of the sun is blocked by clouds than anywhere else in the continental U.S. Sunshine measurements made at widely separated points in the state indicate the sun shines about two-thirds of the time sunlight is possible during the year and ranges from more than 70% in April and May to slightly more than 60% in December and January. In general, southern Florida enjoys a higher percentage of possible sunshine than does north Florida, but Apalachicola has more clear days than any other city in the state with an average of 128 a year. Key West sees sun an average 76% of its available daylight hours—the most in the state—followed by Miami with 70%.

Florida’s sunshine is strong because it is in the subtropics. Rays arrive at a steep angle bringing a high degree of ultraviolet radiation. Although it is partly cloudy most days, the rays received are very intense.

The length of day operates to Florida’s advantage. In winter when sunshine is highly valued, the sun can shine longer in Florida than in the more northern latitudes. In summer, the picture reverses

itself with the longer days returning to the north. While sunshine hours in Miami are 66% in December as compared to 51% in New York City, greater difference is reflected in the amount of solar radiation that leads to temperature contrasts. New York City receives only an average 116 langleyes (a unit of solar radiation) on a horizontal surface each day during December. In contrast, Miami receives an average of 317 langleyes, almost three times as much solar radiation.

Air Pollution

Meteorological conditions that aggravate air pollution do not often occur any place and are probably the least frequent in the southeastern areas. The air over the state is usually sufficiently unstable—a condition conducive to the development of cumulus clouds and thunderstorms—to disperse pollutants to higher levels. This fact, plus the relative constancy of the easterly trade winds in the southeastern areas, greatly reduces the general pollution problem in Florida.



Photo by Dale M. McDonald

Heron on the hunt, Key West, 1987.

Earthquakes in Florida

Most of Florida lies in two zones whose chance of an earthquake is regarded as nil by the National Oceanic and Atmospheric Administration. These zones are Florida south of a line drawn straight west across the peninsula from approximately Daytona Beach and Florida west of the Apalachicola River.

However, earthquakes of low to medium intensity have been recorded since 1780.

Earthquakes in Florida

Date	County	Modified Mercalli	Richter
1780, Feb. 6	Escambia	VI	
1879, Jan. 13	Alachua	VI	
1880, Jan. 22, 23	Monroe	na	
1886, Aug., Sept., Oct., Nov.	Duval	IV	
1893, June 21	Duval	IV	
1900, Oct. 10, 31	Duval	V	
1902, May 21	St. Johns	II	
1905, Sept. 4	Manatee	III	
1930, July 19	Monroe	V	
1935, Nov. 14	Putnam	IV	
1940, Dec.	Hillsborough	na	
1942, Jan. 19	Hendry	IV	
1945, Dec. 22	Dade	III	
1948, Nov. 8	Lee	IV	
1952, Nov. 18	Gadsden	IV	
1953, Mar. 26	Orange	IV	
1973, Oct. 27	Seminole	V	3.5
1973, Dec. 5	Seminole	III	
1975, Dec. 4	Volusia	IV	2.9
1997, Oct. 24	Escambia		4.9
2006, Sept. 10	the Gulf *		6.0

*(technically not Florida but felt along the Gulf coastline)

Thunderstorm Capital

The Florida peninsula is the “thunderstorm capital” of the northern hemisphere. Werner A. Baum, writing in *The Florida Handbook*, 1957, said “only in limited portions of the southern hemisphere, particularly in the heart of South Africa, are thunderstorms more frequent than over the Florida peninsula.”

Fred Power, of the U.S. Weather Service at Tallahassee, said “it is because we have the heat and ample moisture plus other air-mass dynamics that induce thunderstorms.”

The Atlas of Florida, edited by Edward Fernald, identifies two Florida areas that average 90 or more days per year of thunderstorm activity (Lakeland and Fort Myers); three areas with 81-89 days (Tallahassee, Orlando, and Tampa); three areas with 71-80 days (Pensacola, Daytona Beach, and West Palm Beach); and three with 70 or less (Apalachicola, Jacksonville, and Key West).

Lightning is the most lethal component of the thunderstorm. On average, 73 deaths occur annually in the nation, 15 in Florida. In most years, Florida has the largest number of lightning deaths of any

state. Tampa is the state's lightning capital with 83 thunderstorm days per year. Since lightning and thunder occur at the same time, and we know sound travels at roughly 1,000 feet per second, we can calculate our distance from the bolt by measuring the time between seeing the lightning and hearing the thunder. If 5 seconds pass between a lightning flash and the sound, the distance from the strike would be 1 mile. Researchers at the Lightning Research Laboratory of the University of Florida estimate that an average resident of the state can expect to be within half a mile of 10 to 15 lightning bolts per year that have reached the ground. In Florida, 28% of injuries and deaths from lightning occur in open fields and playgrounds, 26% in the water or on boats, and 10% under trees. The most recent tally shows that between 1959 and 2004 lightning killed 428 people in Florida and injured another 1,689.

According to an article by Frank Stephenson in Florida State University's publication *Research in Review* in 2001, officials of Florida Power and Light contacted FSU meteorologist Henry Fuelberg and told him the company was interested in underwriting research into developing a better, more reliable method for forecasting lightning strikes in their 11 most lightning-prone districts. By 2005, Fuelberg and a small team of graduate students had a tool which Florida Power and Light began to use. The company uses its computers to create a lightning forecast based on daily weather balloon data from the National Weather Service and run through algorithms supplied by FSU. The forecasts are highly reliable estimates of the number of strikes each district is likely to receive and where most of the activity is likely to occur. Although Florida Power and Light dispatchers would like accurate predictions of what hours of the day the heaviest lightning will occur, the project is not complete and there is hope that a new model will predict when, where, and how much lightning will occur. Instead of having a separate forecast for each of Florida Power and Light's 11 districts, the forecast will be for the whole state. Presently, in addition to Florida Power and Light, the forecasts go to the



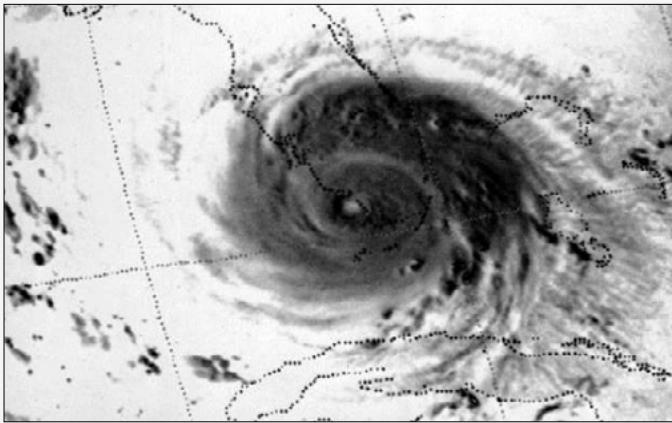
Tallahassee Fire Department Collection

Two piles of highly resinous pine at the Newport Industries Plant burned fiercely after being struck by lightning, Telogia, 1962.

National Weather Service offices in Miami, Tampa, Melbourne, and Jacksonville. The agency incorporates FSU's data into its own forecasting methods.

Rainfall During Storms

Some of the world's heaviest rainfalls have occurred within tropical cyclones. Over 20 inches in 24 hours is not uncommon. The intensity of the rainfall, however, does not seem to bear any relation to the intensity of the wind circulation. For example, a storm entered the west coast of Florida in October 1941. It was never of hurricane intensity, yet over a 3-day period it produced a total of 35 inches at Trenton. The 24-hour total for this same storm was about 30 inches. A hurricane in 1947 caused a rainfall of about 6 inches in 1 hour at Hialeah. A detailed survey of the September 1950 hurricane, conducted by the U.S. Corps of Engineers, Jacksonville, Florida District, indicated an amount near 34 inches fell in a 24-hour period in the Cedar Keys area. The 38.70 inches of rainfall that fell during the 24-hour period at Yankeetown on September 5–6, 1950, during Hurricane Easy was the record 24-hour rainfall for the nation until 1979 when Hurricane Claudette dumped 43 inches of rain on Alvin, Texas. Such extremes are relatively rare, although Tropical Storm Fay on August 25–27, 2008, dropped 26.7 inches on Melbourne and an unofficial record 18–20 inches on Tallahassee



Satellite view of Hurricane Andrew, 1992.

that surpassed the official 10-13 inches from Tropical Storm Allison on June 11-12, 2001.

Hurricanes and Tropical Storms

Florida, extending into the seas between the subtropical Atlantic and the Gulf of Mexico, is the most exposed of all states to tropical cyclones since they approach from the Atlantic to the east, the Caribbean to the south, and the Gulf of Mexico to the west.

Since the beginning of records in 1886, the state has never gone more than 3 years without a tropical storm nor longer than 5 years without a hurricane. The longest period without a major hurricane is 12 years, 1897–1908. Hurricane Donna, which crossed the Florida Keys and then moved northeastward across the state from about Fort Myers to near Daytona Beach on September 9–10, 1960, was the most financially destructive hurricane experienced in Florida to that time. This hurricane caused an estimated \$305 million damage in Florida. The total of only 13 fatalities during this very intense hurricane indicates the great value of the modern hurricane warning service now available in hurricane threatened areas. Three hurricanes (Cleo, Dora, and Isabel) in 1964, caused the greatest damage in any one year, \$362 million, until Andrew in 1992 established a new record with more than \$30 billion lost.

The vulnerability of the state varies with the progress of the hurricane season. Early and late in the season (June and October) the region of maximum hurricane activity is in the Gulf of Mexico and the western Caribbean. Most systems that move into

Florida approach the state from the south or southwest, entering the Keys or along the west coast. Mid-season (August and most of September) the tropical cyclones normally approach the state from the east or southeast.

One of the most intense hurricanes of modern times affected the state on Labor Day, 1935. The third lowest sea-level pressure ever recorded in the Western Hemisphere, 26.35 inches, was recorded at that time. The maximum winds in that hurricane were not recorded since the wind measuring equipment was blown down before the peak of the hurricane was reached. However, engineers have calculated that winds of 200 to 250 mph would have been required to account for some of the damage that occurred during the severe hurricane. During the hurricane of August 1949, winds at West Palm Beach reached 110 mph with gusts to 125 mph before the anemometer was blown away. The highest sustained speed was estimated at 120 mph with gusts to 130. A privately owned anemometer, the accuracy of which is unknown, recorded gusts to 155 mph.

The highest winds in a hurricane are seldom measured since these usually occur at isolated points where no anemometers are installed. It seems likely that winds of 150 mph occasionally accompany major hurricanes, which (since 1900) have occurred in Florida on the average of once every 4 years.

Newsweek, in words and pictures, perhaps conveyed the scene left in August 1992 by Hurricane Andrew as well or better than anyone else:

“Like Hiroshima, it was Hurricane Andrew, the most costly storm in U.S. history, that turned south Dade County (around Homestead) into a zone of ruination that stretched for miles and miles.”

“Find the neighborhood and you couldn’t find the street. Find the street and you couldn’t find the house. Find the house and all you saw was debris. There was no water, no electricity no phone—only the stench of rotting garbage and here and there spray-painted signs that showed at least some homeowners were hanging on. ‘Manned and armed,’ these graffiti said. ‘You loot, we shoot.’”

“Into this valley of desolation last week marched one of the more remarkable relief forces of modern times—a composite corps of Army, Navy, Air Force, and Marine personnel, not to mention the Red Cross, the National Guard, hundreds of federal bureaucrats

and thousands of well-meaning civilian volunteers from all over the United States."

"There was, finally, a joint federal, state, and local response—and it was for the most part, reasonably well coordinated."

Andrew's toll was listed by the Federal Emergency Management Agency, American Insurance Services Group, Dade County Planning Office, other county officials, and the National Hurricane Center: residents left homeless - 160,000; houses damaged - 85,000, more than half of them severely or beyond repair; apartments damaged - 38,000, two-thirds of them severely or beyond repair; businesses destroyed or damaged - 82,000; jobs lost - 85,000; 38 deaths - in Florida (52 including the Bahamas and Louisiana); estimate of insured losses - \$10.7 billion; total estimated losses in all areas - \$27 billion; insurance claims - 610,000; debris - 8.3 million cubic yards; travel trailers or temporary mobile homes set up for victims - 1,388; meals served - 4.7 million; water distributed - 192 million gallons; emergency housing grants - \$84.1 million; individual and family assistance grants - \$120.6 million; loans for repairing homes and replacing property - \$178.3 million approved, \$29.6 million disbursed; business loans - \$31.1 million approved, \$2.7 million disbursed; cleanup costs - \$225 million for debris removal, \$21 million for plastic tarps, \$10 million for portable showers, \$10 million for pumps and generators, \$6 million for portable toilets. A third of a million people in Dade County left their homes, of which only two thirds had returned by late 1994.



Photo by Chris Duval

Waves hit Navarre Pier hard during Hurricane Ivan's approach, Navarre Beach, 2004.

Hurricane Opal was the worst of the 19 named storms in 1995, the busiest hurricane season since 1933. More homes and businesses were damaged or destroyed by the storm surge from Opal than all other coastal storms in Florida since 1975 combined.

A major hurricane has sustained wind speeds of at least 111 mph, making it a category 3 or higher on the Saffir-Simpson scale. Only 3 major hurricanes, of the more than 30 which had formed in the Atlantic Basin, made landfall in the U.S. between 1995 and 2003. The four hurricanes which struck Florida in 2004 matched the most to hit a single state since 1886 (when Texas set that record and official record keeping began). Within 6 weeks the storms killed 117, destroyed 25,000 homes, and damaged another 40,000 homes. More than 8.8 million customers lost power. Nurseries, timber, sugar, vegetables, fruit, peanuts, and cotton losses were over \$1 billion. The beef cattle and aquaculture industries lost over \$250 million. Total damage was \$42 billion, of which over \$18 billion was insured. Insurance claims numbered \$1.7 million, more than double the \$700,000 from Hurricane Andrew. President Bush and Congress approved over \$12 billion in federal aid to Florida and other southeastern states. Aid distributed included 78.5 million pounds of ice, 9.8 million gallons of water, 14 million ready-to-eat meals, and 560,000 tarps.

The 2005 hurricane season set many records. Hurricane Dennis was the first major hurricane, category 3 or above, to hit Florida in the month of July. It was the fifth of six named storms that month (another record), two of which were major hurricanes (another record). Seven tropical storms formed before August 1 (another record). There were 27 named storms in the season (another record), 15 of which became hurricanes (another record). Seven of the hurricanes became major hurricanes, including three (Katrina, Rita, and Wilma) which reached category 5 intensity (another record). Hurricanes Dennis, Katrina, Rita, and Wilma brought death and major destruction to Florida. Katrina was the costliest hurricane (\$80 billion+) and the deadliest since 1928 (at least 1,200 fatalities, 14 of them in Florida).

In two consecutive years, five major hurricanes made landfall in Florida. Zeta, the last storm of the 2005 season, tied a record for the latest developing named storm and set a record for the longest-lived December-January storm.

Devastating Florida Hurricanes and Tropical Storms since 1900

DATES OF HURRICANE	AREAS MOST AFFECTED	LAND STATION WITH HIGHEST WIND SPEED*	DEATHS (U.S. ONLY)	CATEGORY [#]	DAMAGE
1903, September 11	South and West Florida	Jupiter, 84 mph	14	1	Surges of 8' at Jupiter and 10' at Apalachicola, with ships driven ashore.
1906, September 27	Florida and Alabama	Pensacola, 94+ mph	134	3	10' surges, great losses to waterfront and railroads at Pensacola and Mobile.
1906, October 17-18	Southern Florida	Florida Keys, 77 mph	193	1	Devastated Flagler's railroad construction in the Keys.
1909, October 10-11	Southern Florida	Key West, 94 mph†	34	3	Over 400 buildings destroyed in Key West.
1910, October 17-18	Southern Florida	Florida Keys, 125 mph†	101	3	Early warnings reduced losses. Destroyed 10% of the state's citrus crop.
1915, September 4	West Florida	Apalachicola, 70 mph	21	1	Waterfront damage.
1916, June 29-July 10	Mississippi to northern Florida	Mobile, AL, 99 mph	7	2	Very destructive along the coast from Mobile to Pensacola.
1919, September 2-15	Florida, Louisiana, and Texas	Sand Key, 72 mph†	287	4	Hurricane was severe both in Florida and in Texas. Over 500 casualties in ships lost at sea.
1926, September 11-22	Florida and Alabama	Miami, 96 mph, Miami Beach, gust 132 mph	243	4	The "Great Miami Hurricane" — very severe in the Miami area and from Pensacola into southern Alabama. According to U.S. Weather Bureau, it was "probably the most destructive hurricane to strike the United States" up until that time.
1928, September 6-20	Southern Florida	Lake Okeechobee, 75 mph	1,836	4	Wind-driven waters of Lake Okeechobee overflowed into populated areas, causing most of the casualties.
1933, August 31-September 7	Florida	Jupiter Inlet, 125 mph	2	3	Much property damage on the coast from Vero Beach; property damage inland was minor; citrus loss nearly complete near the coast.

DATES OF HURRICANE	AREAS MOST AFFECTED	LAND STATION WITH HIGHEST WIND SPEED*	DEATHS (U.S. ONLY)	CATEGORY [#]	DAMAGE
1935, August 29- September 10	Southern Florida	Tampa, 86 mph	408	5	"Labor Day Storm" — barometer reading of 26.35" on Long Key is third lowest of record in the Western Hemisphere. Peak winds were estimated 150-200 mph on some Keys.
1935, October 30- November 8	Southern Florida	Miami, 94 mph	5	1	"Yankee Storm" — so-called because it moved into the Miami area from the northeast. It was quite small — destructive winds covered only a narrow path.
1944, October 12-23	Florida	Dry Tortugas, 120 mph	18	3	Warnings and evacuation prevented heavier casualties.
1945, September 11-20	Florida, Georgia, and South Carolina	Carysfort Reef Light, 138 mph	4	4	Damage very heavy in Dade County (Miami). Evacuation of exposed locations prevented heavy loss of life.
1947, September 4-21	Florida and Middle Gulf Coast	Hillsboro Light, 121 mph ¹ gust, 155 mph	51	3	Very large and intense storm. Wind and water damage heavy on Florida east coast and in Louisiana and Mississippi.
1947, October 9-16	Southern Florida, Georgia, and South Carolina	Hillsboro Light, 92 mph	1	1	Heavy to excessive rains in Florida climaxed a very wet season. Heavy damage also occurred in the Savannah, GA area from wind and along the South Carolina-Georgia coast from high tides.
1948, September 18-25	Southern Florida	Key West, 78 mph [†]	3	1	Many lulls and calms reported from widely separated points simultaneously; two lulls near Okeechobee several hours apart.
1948, October 3-15	Southern Florida	Sombrero Key, est. 100 mph ¹	0	2	Damage not as great as could be expected, since much of area had been hit by September storm.

DATES OF HURRICANE	AREAS MOST AFFECTED	LAND STATION WITH HIGHEST WIND SPEED*	DEATHS (U.S. ONLY)	CATEGORY [#]	DAMAGE
1949, August 23-31	Florida to the Carolinas	West Palm Beach, 110 mph ⁵ Juniper, gust 153 mph	2	2	Storm center passed over Lake Okeechobee. Levees built since 1928 prevented overflow and casualties.
1950, September 1-9 EASY	Florida	Cedar Keys, 120 mph	2	3	Unusual double loop in storm track in the Cedar Keys area. Coast from Sarasota northward suffered extensive wind and tide damage.
1950, October 13-19 KING	Florida	Miami, 120 mph	4	3	A small violent storm which passed directly over Miami, then up the entire Florida peninsula.
1956, September 21-30 FLOSSY	Louisiana to northern Florida	Burrwood, LA, 88 mph ⁵ gust, 110 mph	15	2	Damage over area from New Orleans and mouth of Mississippi eastward to western Florida.
1960, August 29- September 13 DONNA	Florida to New England	Block Island, RI, 95 mph gust, 130 mph Ft. Myers, 92 mph Cape Henry, VA, 80 mph	50	4	Record amount of damage in Florida. First storm with hurricane force winds in Florida, Middle Atlantic States, and New England in 75-year record. Winds estimated near 140 mph, with gusts 175-180 mph on central Florida Keys.
1964, August 20- September 5 CLEO	Southern Florida, Eastern Virginia	Miami, 110 mph	0	2	First hurricane in Miami area since 1950. Moderate wind damage extensive along Florida lower east coast. Record rainfall and wide-spread flooding from Hampton Roads area southward in Virginia. Tornadoes in southeast Florida and the Carolinas.
1964, August 28- September 16 DORA	Northeastern Florida, Southern Georgia	St. Augustine, 125 mph	5	3	First storm of full hurricane force on record to move inland from the east over northeastern Florida.

DATES OF HURRICANE	AREAS MOST AFFECTED	LAND STATION WITH HIGHEST WIND SPEED*	DEATHS (U.S. ONLY)	CATEGORY#	DAMAGE
1965, August 27-September 12 BETSY	Southern Florida, Louisiana	Port Sulpher, LA, 136 mph	75	4	Much of the damage was caused by flooding, particularly in Louisiana.
1972, June 14-23 AGNES	Florida to New York	Key West, 43 mph Jacksonville, gusts 56 mph Storm tide 6.4 ft. above normal Apalachicola	122	Tropical Storm	One of the costliest natural disasters in U.S. history — \$20 billion. Devastating floods from North Carolina to New York with many record-breaking river crests. Tornadoes —15 in Florida and 2 in Georgia.
1975, September 13-24 ELOISE	Florida Panhandle and eastern Alabama	5 miles northwest of Ozark, AL, 104 mph	4	2	Major (almost total) storm surge and wind damage to structures along beach strip from Fort Walton Beach to Panama City. High winds destroyed property and crops over eastern Alabama. Flooding and miscellaneous damage from heavy rains over northeastern U.S.
1985, November 21, KATE	Florida Panhandle, Big Bend	Crooked Island near Mexico Beach, 98 mph	6	2	36-foot storm surge at Cape San Blas. Many downed trees and extensive power outages. Latest hurricane in season on record to hit United States.
1992, August 22-26 ANDREW	Bahamas, South Florida	Miami, 164 mph	38	4	Costliest hurricane in U.S. history to date. \$30.5 billion in damages.
1995 September 27-October 6 OPAL	Florida Panhandle	125 mph	9	3	More homes and businesses damaged or destroyed by storm surge than all other coastal storms since 1975 combined.
2001 June 11 ALLISON	North Florida, Texas	70 mph gusts in TX, LA	50	Tropical Storm	Costliest tropical storm in U.S. history to date. \$4 billion in damages. More than 10 inches of rain in 24 hours in Florida, 36 inches in Houston, 18 inches in Louisiana.

DATES OF HURRICANE	AREAS MOST AFFECTED	LAND STATION WITH HIGHEST WIND SPEED*	DEATHS (U.S. ONLY)	CATEGORY [#]	DAMAGE
2004, August 13 CHARLEY	Southwest Florida	Captiva Island, 150 mph	10	4	Damage \$5.4 billion; 8 direct fatalities, 16 indirect fatalities, and 792 injuries.
2004, September 1-7 FRANCES	Entire state of Florida	Stuart	7	2	Supersized storm. Impacted entire state from Tallahassee to Key West.
2004, September 16 IVAN	Northwest Florida	Gulf Shores, AL, 120 mph	54	3	A portion of the I-10 bridge across Escambia Bay collapsed, U.S. 90 causeway heavily damaged. Much of Perdido Key destroyed.
2004, September 26 JEANNE	Central Florida	Stuart, 120 mph	5	3	The center with a 60-mile-wide eye made landfall in Florida at Stuart at virtually the identical spot as Frances did just 3 weeks earlier.
2005, July 10 DENNIS	Florida Panhandle	Santa Rosa Island, 120-125 mph	15	3	\$1.5 billion in damage, 14 deaths in Florida.
2005, August 24 KATRINA	South Florida	Hallendale Beach, 80 mph, Buras, LA, 125 mph	14	1	Costliest hurricane in U.S. Deadliest and most destructive hurricane in recent years, although most of the damage occurred in Louisiana and Mississippi.
2005, October 19-24 WILMA	South Florida	Naples, 115 mph.	6	3	Most intense storm on record in the Atlantic Basin at that time.
2008, August 18-24 FAY	South-Central Florida	Florida Keys, 60 mph	11	Tropical Storm	Fay actually gained strength over Florida's inland waters, including the vast expanses of the Florida Everglades and Lake Okeechobee. Spawned a number of tornadoes which caused significant damage.

#Saffir-Simpson Hurricane Wind Scale

*Fastest mph unless otherwise noted.

†Wind measuring equipment disabled at speed indicated. Highest winds probably higher.

¹One-minute maximum speed.

⁵Five-minute maximum speed.



Florida's Freshwater Resources

Cynthia Barnett*

Nineteenth century Florida was defined by draining off the water. In the 20th century, it was over-pumping groundwater. In the 21st century, Floridians are turning toward a water-conservation ethic.

Water defines us as Floridians no matter where we live: Idyllic beaches surround us on three sides. Rivers and streams flow for ten thousand miles through the peninsula. Our state is blessed with nearly eight thousand lakes and seven hundred freshwater springs—the largest concentration of springs on the planet. The rainfall, too, is a gift from heaven: Florida averages 54 inches a year, among the highest in the nation. Finally, as much water as we can see in Florida, there's more we cannot: More than a quadrillion gallons lie underground, in the deep cracks, channels, and pores of the state's limestone foundation.

This bounty makes it hard to fathom how any one of Florida's regions could have depleted its share, but every region has: Tampa Bay area cities and counties were the first to tap out their corner of the Floridan Aquifer, leading to decades-long water wars. In recent years, Southeast Florida's communities have learned they can no longer rely on their traditional supply, the Biscayne Aquifer. They're struggling to figure out new sources even as the Everglades' plumbing system drains an average 1.7 billion gallons of freshwater a day to the sea. In Central Florida, withdrawals for mining and

agriculture helped erase lakes, wetlands, and springs most people don't even remember, along with some we sorely miss: Kissingen Springs, a once-popular tourist attraction that bubbled up thirty cubic feet of water a second, was the first major spring in Florida lost to intense withdrawals. It may not be the last. In North Florida, residents fret that metropolitan areas will someday run a pipeline to pull water from the Suwannee River. But an invisible pipeline has been doing so for fifty years: Scientists with the U.S. Geological Survey report a 25 percent decline in flow in that time in the spring-fed Ichetucknee River, a tributary of the Suwannee, which they link to pumping in south Georgia and northeast Florida, now the equivalent of pulling 80 million gallons of freshwater a day to the east. Even along the slower-growing coastal Panhandle, some water levels in the sand-and-gravel aquifer have plummeted more than 100 feet since 1950, causing utilities to punch their wells farther and farther inland.

Half a century's scientific reports, legal opinions, newspaper articles, and books can be boiled down to two big water mistakes: The first, taking too much from our natural systems by draining, dredging, and groundwater pumping; and the second,

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Florida State Archives

Dredging the Miami Canal, 1926.

over-relying on large infrastructure fixes. Florida's environmental history has shown repeatedly that the larger the technical solution today, the larger the headaches it may bring Floridians tomorrow. Take the Kissimmee River: Taxpayers spent \$35 million to channelize it in the first place; we've spent more than 10 times that, or more than \$500 million, to restore those parts of the river that we can.

In the 19th century, Floridians were guided by how much water we could push off the land. In the 20th, we were guided by how much we could pump. In the 21st century, Floridians must finally be guided by our consciences.

What Florida needs now is a new way to value water. We need a water ethic.

In 1972, the Legislature passed The Water Resources Act, based on late University of Florida law Dean Frank Maloney's Model Water Code, which foretold the current water crisis with remarkable prescience. The law declared Florida's waters "a public resource benefiting the entire state" and called for planning, permitting, and water-management districts drawn along surface-water rather than political boundaries.

Florida's water law and what became the five districts were far-sighted accomplishments. Legal scholars call the state's water-management system among the most progressive in the nation for balanc-

ing the needs of water users with the public interest. Since 1972, Florida supplied water to 11 million new residents even as it carried out some of the most successful restoration projects in the nation, including those in the Upper St. Johns River and Tampa Bay, where 6,000 acres of sea grasses have made a comeback in an ecosystem shared with millions of Floridians and the Port of Tampa.

Yet after four decades' experience managing water, we haven't been able to shake the mistakes of history: over-tapping natural waters and turning first to costly technologies that future generations of Floridians may not appreciate.

Florida's permitted water use is demonstrably more than our natural systems can

handle. During the freeze of January 2010, farmers in the Plant City area pumped a billion gallons a day from the Floridan Aquifer to protect berry and citrus crops. Eleven nights of nonstop pumping dropped parts of the aquifer here by 60 feet. One hundred and forty sinkholes opened up in surrounding communities. Seven hundred and fifty residential wells went dry. An underground chasm closed Plant City's Trapnell Elementary School for three months. Another sunk part of Interstate 4, impeding traffic for days.

Water managers called it a rare event, and the volume of water pumped was allowable under the permits granted by them; no farm took more than its legal share. But the permitted use cost Florida taxpayers millions in public repairs and helped lead to property insurance hikes, not to mention the direct harm to private homeowners and the area's real estate market: The Wall Street Journal called the eastern Hillsborough County communities affected "sinkhole subdivisions."

When it comes to large infrastructure projects, Tampa Bay Water's 25-million-gallon-a-day desalination plant is another cautionary tale. This is not to say that regional infrastructure projects cannot be part of the solution, but we must be mindful of their consequences: The plant, which has been plagued with technical difficulties, cost about \$50 million more than promised. But among less-foreseen consequences are its enormous energy demands and carbon emissions. According to an analysis by the

University of Florida's Program for Resource Efficient Communities, between 2006 and 2009, as Tampa Bay Water gradually upped its reliance on the plant, the utility's annual electricity costs went up 138 percent—by an additional \$10 million. In 2009, the plant accounted for half of Tampa Bay Water's carbon emissions while producing only 10 percent of water supplies.

On the other side of the Sunbelt, in the American West, scientists and policymakers are raising serious questions about the ability of arid regions to thrive in a future era of water scarcity. Any business person working to locate, say, a microchip plant or Google server farm, both of which require large amounts of water, is poring over climate-change and water reports to avoid those parts of the country where scarcity or conflict could worsen.

Florida is at a crossroads. We could keep to the current road of extracting too much, and using too much, which has led to both scarcity and conflict. Or, we could take a new path to a statewide water ethic. Unlike some other states, our water wealth, along with technological breakthroughs lining up with fresh political leadership and keen new interest in water sustainability among residents and businesses, give us an unprecedented opportunity to do so.

The conventional wisdom maintains that the answer to our water woes is to continue raising water prices and tapping state funding to fortify the penin-

sula with new water-supply projects. Pricing water right is part of the answer. But businesses—including the innovative new industries around which Florida is trying to reorient its economy—want to figure out how to use a lot less water, rather than have to pay for more.

Businesses are beginning to put water conservation on par with greenhouse-gas reductions as integral to sustainability plans. Filtration advances make recycled water an option for even those industries that require the purest water. U.S. food giant Kraft—which has cut global water use by 20 percent, or three billion gallons, in less than three years—switched to recycled water to cool coffee grinders at its Maxwell House plant in Jacksonville, keeping 20 million gallons a year in the St. Johns River.

Such innovations are possible—and many of them already happening—in every corner of Florida, from citrus fields that use 65 percent less water with micro-irrigation, to green buildings that collect rain from rooftops to flush toilets and irrigate landscaping.

A building with water-efficient designs and products has an average 15 percent lower water use, 10 percent lower energy use, and 12 percent lower operating costs, according to McGraw-Hill Construction. But surprisingly, some of the most innovative water-conservation strategies remain difficult to permit in parts of the state, including green-building practices such as capturing rainwater for toilets and clothes washers, or low-impact designs such as swales instead of curbs, narrow streets and other elements that can shrink a community's water footprint.

These are small challenges we will easily overcome if we buy into the bigger vision for Florida's future—the water ethic. At its most basic, the water ethic means we come together as Floridians to use less, avoid the mistakes of the past, and build a future of water sustainability so that the way we use water today will not jeopardize our children and grandchil-



Florida State Archives

With the high costs of fertilizer, mortgage, fuel and seed, irrigation systems like this became an insurance policy for farmers who couldn't afford to lose an occasional crop. Leon County, 1981.

dren's ability to use and enjoy water in the future. This is a moral, rather than political, call: A Moral Water Code to bolster our Model Water Code.

Florida's political water-planning assumption is that we must find more and more water to grow and prosper. The Department of Environmental Protection's statewide water plan says that, 20 years from now, we'll need to have added an additional 2 billion gallons of water to our current, 6.8-billion daily supply.

A moral water-planning assumption would hold that the opposite is true: The most prosperous societies of the 21st century will be those that figure out how to use less water—relieving pressure on both ecosystems and economies.

Other parts of the world, the United States, and in fact our own state have proven that economic prosperity and population growth need not mean greater and greater water use. Florida today uses less water total than in 2000, when we tapped more than 8 billion gallons a day, even though our population grew 15 percent in that time.

Water managers point out that 2000 was a drought year, meaning we irrigated more than usual and perhaps haven't accomplished as much as the numbers indicate. During some times of the year, we still pour as much as half of our potable water on lawns—water we developed from new sources, and treated at significant cost to meet standards for drinking. That makes significant conservation gains all the more possible.

From the University of Queensland to the University of Florida, researchers are showing how everything we do as a society can be done with far less water. Agricultural researchers have figured out strawberry-irrigation techniques that require as little as one-fourth the water customarily used for freeze-protection. But these practices require new or modified irrigation systems—not easily affordable for many farm operations.

In the wake of last year's sinkhole emergency, the Southwest Florida Water Management District offered to share 75 percent of the cost for any upgrade that would cut a farm's pumping in half. Farmers lined up to install "tailwater recovery" ponds that collect excess irrigation and rainwater for reuse, soil-moisture probes and weather stations to prevent over-watering, and other technologies. The price tag

for Floridians is a fraction of what it costs to develop new water sources, much less to repair sinkhole damage.

Since farmers account for the largest portion of Florida's water use, at 40 percent of the total, agriculture is the most logical—and symbolically important—catalyst for the water ethic. As some of Florida's largest private landowners, agricultural companies are already becoming part of the solution for the state's water storage and water clean-up challenges. In Australia, the government is spending \$5.8 billion on "sustainable rural water use and infrastructure" for the agricultural industry, almost half the nation's 10-year, \$12.9 billion Water for the Future plan that includes both new-construction and conservation solutions.

Public supply—the water we use in our homes and yards—comes a close second in Florida's total water use, 37 percent. That makes it another key target for saving water and money. Water-efficiency programs cost too: between 45 cents and \$1.60 for every thousand gallons they free up, according to national averages from the Chicago-based Alliance for Water Efficiency. But every other new source costs considerably more, with desalination the most expensive. The Tampa plant costs about \$4.16 per thousand gallons, including subsidies and other costs, according to Tampa Bay Water.

At those prices, we would be wise to send a brigade of plumbers across the peninsula to switch out every toilet installed before 1996—freeing up 11,000 gallons a year per commode—before we break ground on the next desalination plant.



Florida State Archives

Home swallowed by sinkhole, Frostproof, 1991.

The Miami-Dade County Water & Sewer Department has done just that. Utility officials there have found that toilet rebates for families, and full retrofits for elderly residents who can't afford them, are the cheapest way to obtain "new" water. These and other water-conservation investments have proven so successful, the utility recently canceled two planned Floridan Aquifer projects, saving further pressure on the aquifer and millions of dollars.

Miami-Dade's stance stands in sharp contrast to other South Florida utilities that in 2010 fought permanent lawn-irrigation limits sought by the South Florida Water Management District. The utilities argued that conservation cuts too deeply into revenues—at just the time they must invest heavily in new water sources.

Florida's water managers deserve credit for the extent to which they've reduced groundwater pumping, and damage from excessive withdrawals, without a federal judge making them. Likewise, it shouldn't require a crisis for Florida to take the next step toward water sustainability—creating a statewide water ethic.

Many Florida communities are already there. Sarasota County once had its share of over-watered lawns, and its average water use was about 140 gallons a day. Two droughts ago, in 2002, the County Commission passed irrigation rules, including once-a-week watering and conservation-rate pricing—customers who use a little water pay a little, those who use a lot pay a lot. Other local governments passed drought restrictions, too, but lifted them when the rain started falling again. Sarasota decided to keep them on the books. In the years since, the county has built an unmistakable ethic among citizens and businesses and slashed average water use in half, to less than 80 gallons.

Other Florida governments have become national leaders in reuse. Two wastewater facilities in Orlando, for example, help the city recycle 100 percent of its wastewater, treated to irrigate more than 2,900 acres of citrus, 1,400 acres of golf courses, 2,100 acres of parks, and more than 3,600 lawns.

Yet, the water ethic has never caught on statewide as have other conservation ethics such as the near-elimination of littering on Florida's beaches. That cultural shift required leadership from top levels of government, which set standards by making laws, and from private industry, which committed to changing long-time practices such as manufacturing cans with pop-tops. Littering studies show that most responsible for the turnaround since 1969 was that citizens came to believe littering was ethically wrong. But they weren't willing to change until government and corporations proved they would do their part.

Plant City resident Bruce Allen, one of the homeowners impacted by the 2010 sinkholes, articulated a common frustration when he asked water managers how it was that they could impose lawn-watering restrictions on citizens, then allow billion-gallon-a-day pumping for farmers. Floridians have long uttered variations on this theme, often: Why should I save water when you're going to hand it to the golf course next door?

They have a point. But the water ethic will transcend such conflict if it's taken seriously by elected officials and as industry begins to show the dramatic water savings possible in all sectors of Florida's economy. Over time, the water ethic will ripple out into communities, from college campuses to civic groups to churches to citizens.

Finding common ground is often difficult for Floridians, with our people and places as different as Miami-Dade's Little Havana is from Gadsden County's town of Havana. But water is the one bond we share as Floridians. Water is our common passion whether we live along the coast or in the lake-dotted interior. It's our common economic interest whether we do business in Fort Lauderdale or Fort Walton Beach. It's what brought us here, and what keeps us here, no matter our politics.

Water is the defining element—the essential elixir—of the good life here in Florida. That makes it easier to find common ground. Especially when it's the high ground.



Water Management Districts

Florida has five regional water management districts responsible for the restoration, preservation, and protection of the state's water resources both above and below the ground. Each district is an agency of the state with an area of jurisdiction defined by natural boundaries of water, not by arbitrary political boundaries.

The central mission of the water management districts is to provide flood control, ensure an adequate water supply, protect water quality, and protect natural systems. To accomplish this mission, the districts use their regulatory authority to issue permits; conduct research and data collection; restore and protect lakes, rivers, and wetlands; monitor and protect aquifers; purchase and manage environmentally sensitive lands; and develop educational programs.

The framework for the state's water management system was established by the Florida Legislature in 1972 with the passage of the Water Resources Act (Chapter 373, *Florida Statutes*). In 1976, voters approved a statewide referendum which gave water management district governing boards the authority to levy ad valorem taxes. These govern-

ing board members are appointed by the Governor and approved by the state Senate. Along with ad valorem monies, the districts receive funding from a variety of state and federal sources.

The state's five water management districts include the South Florida Water Management District covering all or part of 16 counties; the Southwest Florida Water Management District covering all or part of 16 counties; the St. Johns River Water Management District covering all or part of 19 counties; the Suwannee River Water Management District covering all or part of 15 counties; and the Northwest Florida Water Management District covering all or part of 17 counties.



Multipurpose recreational waterway; flood control and water management canal in South Florida, circa 1955.

Florida Park Service Collection



The Everglades

Jeanne Bellamy, Martha Musgrove, and Robert F. Sanchez*

“There are no other Everglades in the world.” That’s how Marjory Stoneman Douglas (1890-1998) began her seminal book, *The Everglades: River of Grass*. The book’s publication in 1947 was especially timely in that it coincided with disastrous flooding in southeast Florida, where rapid development of “reclaimed” swamps had brought urban sprawl to wetlands that were once an integral part of the Everglades.

A wet summer and two hurricanes left water standing over 15,000 square miles. Bob Graham, who would later become Florida’s Governor and a three-term member of the United States Senate, was a young boy. He recalls watching cows on his family’s dairy farm struggle to stand on a ridge and rowing a boat through Hialeah’s flooded streets to get to City Hall. As waters slowly receded, the public demand for “flood control” quickly led to the 1948 creation of the Central and Southern Florida Flood

Control District, which has since evolved into the South Florida Water Management District.

The district and U.S. Army Corps of Engineers constructed a massive network of canals, dikes, locks, floodgates, and pumping stations. The system was designed to get rid of water. In Central Florida the project included cutting a 56-mile channel across the oxbows of the meandering 103-mile Kissimmee River to speed the flow of water into Lake Okeechobee. The lake would become a harbinger of the new problems created by the project. In terms of flood-control the project has been a tremendous success. In 2004, when an unprecedented series of hurricanes dumped large amounts of rain over South and Central Florida, there was no widespread flooding.

Soon after this elaborate flood-control system was finally in place and functioning, however, Florida’s cyclical weather patterns delivered several years of below-average rainfall. Wells dried up. The water

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Florida State Archives

An American egret and its young nesting in Everglades National Park, circa 1970.

in some of the underground aquifers near the coast turned to brine. And the parched brush on the former wetlands caught fire, blackening the skies west of Southeast Florida's coastal cities. Project managers acquired a second mandate: ensure a stable supply of water, not only drinking water for the fast-growing coastal cities but also irrigation water for agriculture. The balance between drainage and water supply has been difficult to achieve.

Concerns about the environmental impact were initially ignored or brushed aside. District officials were genuinely surprised when an algal bloom the color of pea soup spread across 100 square miles of Lake Okeechobee in 1986. The bloom was fed by nutrient-laden runoff from the dairies and ranches of the Kissimmee Valley to the north and back-pumped into the lake by vegetable and sugar growers south of the lake. In the years since, district water managers have sought to integrate environmental preservation and restoration more carefully with flood-control objectives.

In response to the algal bloom, the State and the water management district together relocated dairies and imposed best-management practices to reduce fertilizer-like nutrients. Pollution-reduction targets for the lake, however, have never been met. The combination of high water and turbidity in the lake, which is confined by a dike, has obliterated the shallow-water and shoreline filtering plants that also serve as nurseries. Fish populations are crashing. By every measure, the problems of Lake Okeechobee are staggering.

Downstream, the flood control project diverted trillions of gallons of water to the Atlantic Ocean and Gulf of Mexico that historically moved slowly through the Everglades in a shallow sheet—the proverbial “River of Grass.” Everglades National Park, at the end of the Florida peninsula, has starved for fresh water while once-productive lagoons and estuaries on the east and west coast have been destroyed by repeated surges of drainage water released via canals.

Everglades bird counts have dropped sharply with wood storks, snail kites, and the Cape Sable Seaside Sparrow nearing extinction; so too, the Florida panther. At one point, even alligators were declared endangered, though under protection they have staged a comeback.

The problem isn't merely a matter of too much water or too little. The quality of the water released into the Everglades, its timing and distribution also emerged as new problems. Any plan to “fix” the Everglades, scientists reported, would have to mimic the natural weather cycles and recreate a “sheet flow.”

The year 2000 marked a turning point in the battle to redesign the drainage system and save the Everglades. Late in its session, Congress adopted the Comprehensive Everglades Restoration Plan scientists had called for, and on December 11th, President Bill Clinton signed the legislation committing the federal government to pay half the costs of implementation. The Florida Legislature had previously voted its approval. At that time costs were estimated at \$7.8 billion over 30 years. Today costs are estimated at \$13.5 billion. Neither estimate includes previously authorized projects such as the Kissimmee River restoration or changes to old projects such as adding bridges to the Tamiami Trail (U.S. 41) to improve the flow of water into Everglades National Park.

The Comprehensive Everglades Restoration Plan came not a moment too soon. Only about half of the once-vast marsh remains, and restoration scientists candidly admit the Everglades will never be exactly the same as it was 60 years ago. Yet scant progress has been made in implementing the plan. In its 2008 review, The National Academy of Sciences described implementation as “bogged down in budgeting, planning, and procedural matters while the ecosystem that it was created to save is in peril.”

The Everglades can be described as the delta of a single watershed comprised of the Kissimmee River, Lake Okeechobee, and vast sawgrass marshes. The region's water comes from its plentiful rain, which averages about 60 inches per year and falls mostly in summer and fall. The broad, shallow "sheet-flow" of water across a porous limestone base established a ridge-and-slough landscape. Expanses of sawgrass and open water are dotted with tear-drop shaped "tree islands" supporting rookeries and occasional hardwood hammocks. Over a period of 5,000 years, decaying sawgrass and other vegetation accumulated to form deep and fertile muck soils, which attracted early settlers who looked for ways to drain "the swamp," farm the muck and get their crops to market. They dug ditches to lower the water table and dredged canals to link Lake Okeechobee and the coasts. They learned to tolerate winter's droughts and to fear summer's floods. The construction of dikes along Lake Okeechobee's south shore precedes all other flood-control projects in the area.

During the disastrous hurricanes of 1926 and 1928, high winds pushed huge walls of water out of Lake Okeechobee, killing as many as 3,000 people. An engineer running for president, Herbert Hoover, took notice, decried the devastation, and promised it would never happen again. He was elected, and construction of the 143-mile dike that now bears his name began in 1932. The 1948 Central and Southern Florida Flood Control Project raised and strengthened the dike. Hurricane Katrina's devastation of New Orleans awakened safety concerns and another reconstruction of the 143 mile Lake Okeechobee dike began in 2008. After spending \$361 million to complete 22 miles, the U.S. Army Corps of Engineers is looking for ways to reduce costs.

With a ready supply of irrigation water and vastly improved drainage system, sugar-cane farms spread over 80 percent of the 700,000 congressionally designated Everglades Agricultural Area. Exposed to air, the muck soils dried out and oxidized, or

subsided. By the late 1970s subsidence had reached an alarming rate. By keeping canal levels high and flooding fallow fields, subsidence has been reduced to slightly more than half an inch per year from what was once put at 12 inches every 10 years. Speculation continues as to how long farming can be sustained.

The great flood of 1947 was receding in December when President Harry Truman dedicated Everglades National Park, declaring, "We have permanently safeguarded an irreplaceable primitive area." He didn't know that the 1,500,000-acre expanse of land and water was dependent largely on water from upstream. Neither did most people realize that life in the Everglades is tuned to a seasonal shift from too much water to too little. Nor did they understand that water in the Glades replenishes the underground reservoirs that feed drinking-water wells along South Florida's coasts.

As construction began on the flood-control project, neither did anyone recognize the peril the project posed to the very existence of the new national park and Everglades ecosystem. Old canals were widened and deepened. New ones were dug. Levees were thrown up, establishing a border of sorts between the Everglades and "flood-protected" urban and agricultural areas. Giant pumps were installed. The ancient trough of the Everglades was sectioned and impounded to create three shallow reservoirs, the Water Conservation Areas. The gates of those areas had to



Florida State Archives

Flood control district canal and pumping station, Everglades, circa 1960.

be opened to send water into the park. It took another act of Congress to guarantee the gates were opened and that Everglades National Park did get water.

As the population in southeast Florida doubled and pushed westward, another flaw of the new drainage system became evident. By continuously draining the coastal ridges through which they cut, the new canals lowered levels of fresh water underground by more than five feet. The result? Saltwater intruded into coastal well fields. A lot of money has been and will continue to be spent to correct the mistake and offset the loss of fresh water.

In an attempt to reconnect parts of the ecosystem that were hydrologically severed by the flood-control project and left out of the park, Congress in 1989 added 107,500 acres of the Northeast Shark River Slough and ordered modifications to send more water to the park. Previously, it had ordered the assembly of other parts of the ecosystem left out: the Big Cypress National Preserve, Biscayne National Park, the Keys National Marine Sanctuary, and acquisition of the 10,000 islands on the southwest coast. The State established John Pennekamp State Park and acquired the Fakahatchee Strand and Picayune State Forest.

Between 2000 and 2009, Florida and the South Florida Water Management District spent \$8.374 billion on restoration, aggressively buying land, creating and enlarging marshes to treat farm and urban runoff, and initiating restoration of the Biscayne Bay coastal wetlands on the east coast and the Picayune Strand (once known as Golden Gate Estates) on the southwest coast.



Photo by Mary Lou Norwood

Alligator amidst the pickerelweed at Shark Valley, Everglades National Park, 1980.

During the same period, the federal government spent \$2.337 billion. Congressional passage of the Water Resources Development Act of 2008, the first federal water-project authorization since 2000, portends dramatic increases in federal spending in the next few years and, with its precedential land purchases, Florida has banked \$1.5 billion in construction credits with the Corps. The Indian River Lagoon was included among restoration projects authorized. Utilizing "stimulus" money (American Recovery and Reinvestment Act), the Corps has already begun construction of a one-mile bridge on the Tamiami Trail (U.S. 41) to increase the flow of freshwater into Everglades National Park from Water Conservation Area Three. An additional four miles of bridge is in the offing as are major modifications to canals in the southern reaches of Miami-Dade County to restore much of the historic flow of water into Florida Bay through the Taylor Slough, which is near the main visitor entrance of Everglades National Park.

Increases in federal spending help offset the dramatic reduction to \$30 million for Everglades Restoration in the state's 2011-2012 budget, from \$100 million in peak years, and new legislative caps on property-tax levies by the water-management districts. Currently the South Florida Water Management District, the state's largest, levies some \$420 million in property taxes; the Legislature has capped its levy at \$285 million. The Everglades Coalition of 53 state and national environmental organizations is now pushing Congress to support President Obama's



Photo by Dale M. McDonald

Queen Angel fish near French Reef at the John Pennekamp Coral Reef State Park, 1980.

request for \$168 million to maintain the comprehensive Everglades Restoration program in 2012.

Much of the state Legislature's ire stems from former Florida Gov. Charles Crist's announcement in June 2008 that the South Florida Water Management District would spend \$1.34 billion to buyout U.S. Sugar. The company's assets included 180,000 acres, some of which were to be swapped or traded to establish a flow-way between Lake Okeechobee and the Everglades. By the time the "game changing" deal closed in October 2010, however, the purchase had dwindled to \$197 million to buy 26,800 acres with a 10-year option to purchase the rest. The deal was bitterly contested by other sugar growers, drew national attention, and focused political attention on the state's five constitutionally independent water-management districts, which the Florida Legislature is now asserting it, rather than the governor, should control.

The most serious threat to the Kissimmee River-Lake Okeechobee-Everglades ecosystem as a whole, however, remains pollution. The need for more water to preserve and restore the environment is often offset by fears that the water available is too polluted to be of help. Whether found in farm or urban runoff, excess nutrients—largely phosphorus and nitrogen—arsenic and mercury contamination, traces of pesticides and pharmaceuticals, industrial solvents, and other chemicals pose serious problems in the environment. None are quickly or easily vanquished as has been demonstrated by the slow recovery of Lake Apopka, continuing decline of Lake Okeechobee, and widespread alarm over the cost of meeting the U.S. Environmental Protection Agency's proposed numerical standards issued for Florida water bodies.

The Comprehensive Everglades Restoration Plan identified 1.7 billion gallons a day of fresh water now being discharged into the Atlantic Ocean and Gulf of Mexico that could be re-

captured, stored, and used to meet environmental, urban, and agricultural needs. Required by longstanding state and federal law to "reserve water" for the environment, the South Florida Water Management District has set restrictions on agricultural water use and told urban utilities wanting to increase their water allocations to find "alternate sources." For most utilities that means treating salt water drawn from the Floridan Aquifer and reusing more wastewater. Both are more expensive than treating water from surface sources and shallow wells. As a result, urban-water users in South Florida have a vested economic interest in water conservation and the successful restoration of the Everglades to protect and maintain its water supply.

Despite restoration planning and efforts, Everglades National Park still ranks high on the lists of the nation's most endangered parks. A mere 10,000



Photo by Francis P. Johnson

Everglades National Park, 1964

to 20,000 egrets, ibises, and other wading birds remain of the 250,000 to 300,000 that whitened the skies 60 years ago. Invasive species of nonnative plants and animals—including Burmese pythons that have attracted national TV attention—present new threats. A vast “dead zone,” sustaining neither plant nor animal life, mars Florida Bay, which comprises one-third of the park.

Even so, visitors continue to explore and find much to marvel over at Everglades National Park, the adjacent Big Cypress National Preserve and Biscayne National Park; also further north, west of Delray Beach, the Arthur R. Marshall Loxahatchee National Wildlife Refuge and visitor center. State parks, recreation and wildlife conservation areas, and observation points abound in the region.

The main entrance to Everglades National Park is about 10 miles southwest of Florida City on State Road 9336. Newcomers should stop at the Main Visitors Center near the entrance. Camping facilities are

open, but the popular Flamingo Lodge and Restaurant were destroyed by Hurricanes Katrina and Wilma. The park also offers a 15-mile, two-hour tram tour into the heart of the Everglades from the Shark Valley Visitors Center, which is 30 miles west of Miami off the Tamiami Trail (U.S. 41). This tour includes a view from a 65-foot-high observation tower.

For more information about Everglades National Park, phone 305-242-7700 or write to P.O. Box 40001, Homestead, FL 33034-6733.

Information about all of the national parks in Florida can be found on the National Park Service’s website, <http://www.nps.gov/state/fl/index.htm?program=parks>; for national wildlife refuges check <http://www.fws.gov/refuges>.

Information about Florida’s state parks can be found at <http://www.floridastateparks.org> and about hunting, fishing, and wildlife viewing at <http://www.myFWC.com>.

NOTE: This essay was last updated for the 2011-2012 edition. For the most recent news on Everglades restoration, visit the Florida Department of Environmental Protection’s Everglades website at <http://www.dep.state.fl.us/everglades/news.htm>.

Scenic view of wet prairie land at Shark Valley, Everglades National Park, 1993.



Florida State Archives



Fish and Wildlife Conservation Commission

Henry P. Cabbage and Wendy Dial*

Natural wonders flourish throughout Florida's warm climate and abundant water. Recreational activities appeal to a wide spectrum of outdoors enthusiasts. Sportsmen, anglers, and nature lovers from all over the world find a wealth of resources here that no other place can match. Nature trails span the en-



Florida State Archives

Young boy with his catch, Everglades National Park.

tire state. Here in the Fishing Capital of the World, trophy-sized largemouth bass and other fish await anglers in Florida's fresh waters. Game is plentiful for hunters.

Rivers and lakes and coastline waters offer scenic and serene retreats for canoeists and kayakers. Two nationally recognized water trails give paddlers a chance to explore some of the wildest parts of Florida. From a half-day trip to multi-day adventures, the Apalachicola River Paddling Trail System guides paddlers through the vast swamps and estuary of the 65,000-acre Apalachicola River Wildlife and Environmental Area. In winter, paddlers may see bald eagles surveying their territories; summer visitors can view graceful swallow-tailed kites soaring overhead.

The seemingly endless salt marshes and cabbage-palm-dotted islands of the 105-mile Big Bend Saltwater Paddling Trail treat experienced open-water paddlers with views of wintering white pelicans and stately shorebirds. At times, paddlers feel they are skimming along the surface of a crystal-clear aquarium that is filled with waving meadows of sea grass and fascinating sea creatures. Campsites along the trails are placed every 10 miles for safety and to encourage paddlers to slow down and enjoy the history and wildlife of this unique part of Florida. Florida's waters offer thrills for boaters, water skiers, and personal watercraft riders.

Near-shore and offshore salt waters are alive with sea life for fishermen, and they are dotted with

**Henry P. Cabbage is a former FWC Information Director who originally authored this piece for the 1999-2000 edition of The Florida Handbook. Wendy Dial, FWC Deputy Director of Communications, updated the essay for the 2003-2004 Edition. Editorial staff have made minimal updates for the current edition.*



Photo by Gene Smith

Electrofishing in the Apalachicola River below the Woodruff Dam during a fish population study, 1968.

natural reefs and sunken ships to the delight of scuba divers. When officials sank the 888-foot aircraft carrier Oriskany in the Gulf of Mexico 24 miles south of Pensacola in 2006, they created the largest artificial reef in America. It's a popular spot for scuba divers and fishermen. The Florida Fish and Wildlife Conservation Commission (FWC) helped many partners sink the decommissioned 523-foot Vandenberg military ship in 2009 near Key West to create another artificial diving and fishing reef. This 140-foot deep reef is now part of the Florida Keys National Marine Sanctuary.

Pleasure cruisers, sailboaters, and sailboarders love Florida's emerald-green and cobalt-blue waters, too. Florida has 1 million registered boats. That's one boat for every 18 people who live here.

Wildlife watchers find hundreds of species, which include more than half the bird species that occur in North America along with hundreds of other creatures—some found nowhere else in the world. Floridians traditionally love their wildlife, and they rely on the FWC to practice sound management to protect the complex balance of nature that sustains all life here.

Approximately half of Florida's 18.5 million to 18.8 million residents participate in resource-related outdoor activities, and many nonresidents visit the state primarily to enjoy the natural resources. Fishing, boating, hunting, and wildlife viewing in Florida

contribute more than \$31 billion to the economy annually. FWC's Division of Law Enforcement's activities and services greatly enhance the ability of this industry to exist and thrive.

Seven commissioners are appointed by the Governor and confirmed by the Senate to serve 5-year terms. The state's voters, in a 1998 revision of the Florida Constitution, approved establishment of the commission and gave it authority to manage Florida's fish and wildlife.

Fish and Wildlife Research

The FWC's Fish and Wildlife Research Institute (FWRI) in St. Petersburg conducts research and provides information to improve management of Florida's fish and wildlife resources. The institute's work takes place in cooperation with other academic, nonprofit, and private research institutions. FWRI provides the technical expertise to meet the scientific needs of resource managers. Considering the diversity of natural resources and the magnitude of problems, the challenges are great.

Conservation Law Enforcement

The FWC's Division of Law Enforcement is unique in state government. No other state agency provides comparable patrol, response, and protection services. Its officers are among the most highly trained in any state agency.

The division patrols rural, wilderness, inshore, and offshore areas, and places where other law enforcement agencies do not routinely patrol. Its officers have the authority to enforce all laws of the state and are cross-deputized to enforce federal fisheries and wildlife laws. Division officers are often the sole law enforcement presence in many of the most rural and remote parts of the state. FWC officers have direct contact with approximately 1.4 million resource users each year.

In the normal course of performing their duties, FWC officers often encounter criminal activity unrelated to natural resources. With statewide law enforcement authority, they can address violations immediately, serving as a force multiplier for local jurisdictions. This capability enhances public safety statewide.

The division's motto, "Patrol, Protect, Preserve," reflects the daily duties of uniformed officers who carry out their responsibilities on more than 34 million acres of land; 12,000 miles of freshwater rivers, streams and canals; 3 million acres of lakes and ponds; 8,200 miles of coastline; and 15,983 square miles of offshore waters.

Florida's location, terrain, and population density make it vulnerable to disasters. The FWC is often the first responder to hurricane-impacted areas.

The FWC's Division of Law Enforcement plays an important role in Florida's waterways. In the course of enforcing freshwater and saltwater resource laws, officers conduct boating safety inspections. In 2007, more than 600 reportable accidents resulted in 426 injuries and 65 deaths. The FWC is a national leader in promoting boating accident prevention and works to reduce boating-related fatalities through enhanced enforcement and education about the importance of wearing life jackets.

The FWC forms partnerships with other agencies and lends its resources to recovery efforts. The agency has boats and off-road vehicles, and its officers have experience in search-and-rescue, land navigation, water survival, human interaction with wildlife, and first responder training. The division uses large vessels to enforce fishing regulations in state and federal ocean waters as far as 200 miles offshore.

The FWC's Aviation Section plays a vital role in the agency's efforts to enforce conservation and boating laws, protect rare species, and safeguard outdoor users. The canine teams assist in enforcement efforts with dogs specially trained for detecting wildlife and fish, recovering evidence, and tracking lost or missing people and wanted persons in remote areas. The Investigations Section monitors the commercial fish and wildlife trade. Plainclothes investigators conduct long-term investigations and perform surveillance activities in support of uniformed officers. The Internet Crimes Unit supplements other investigative measures by monitoring wildlife trade and other fishing and hunting activities via the Internet. The Special Operations Group of the division is specially trained to search for missing or wanted persons in the roughest and most remote areas of the state.

Florida's Wildlife

Much of Florida's economy revolves around the demand for opportunities to view wildlife in its natural habitat. Florida is a wildlife watcher's paradise, with more bird species and possibly more wildlife in general than any other state east of the Mississippi River. Florida's unique geographical position, between the temperate and tropical zones, provides conditions that enable a variety of wildlife to flourish here. Couple this with a geologic history of periodic flooding by the ocean and isolation from mainland North America, and the resulting conditions allowed the evolution of wild animal life found nowhere else on Earth.

Roughly 800,000 people per year visit Florida for the primary purpose of viewing wildlife, and nearly half the people who take vacations incorporate nature-based recreation into their plans. A growing number of resorts feature nature and wildlife viewing as their primary purpose for existence and are endeavoring to go "green."

The Great Florida Birding Trail is a 2,000-mile tour of prime sites for bird lovers to view Florida's bird species. Bald eagles, tiny hummingbirds, colorful painted buntings, beautiful roseate spoonbills, burrowing owls, and others—510 species in all—charm millions of bird watchers in a variety of habitats.

FWC officers enforce laws to protect more than 1,400 native species, of which 131 are state and federally listed as endangered, threatened, or a species of special concern.

Each year, hundreds of thousands of people from around the world visit Florida for a chance to see one of Florida's unique, imperiled species—the state's official marine mammal: the Florida manatee. Visitors look for these huge animals while visiting coastal waterways, parks with freshwater springs, power plant discharge canals, and facilities where workers care for injured manatees to be released back into the wild. Manatee education and visitor centers are near most of the warm-water sites where manatees gather during winter. Manatees have lived along Florida's coasts for thousands of years. The FWC has a statewide manatee management plan, reviews permits for marinas and boat races, conducts research on mana-

tees' needs and habitats, promotes public awareness about the species and enforces boating speed restrictions—all to ensure manatees continue to thrive in Florida. A "Save the Manatee" specialty license plate provides money to support the FWC's manatee research and protection programs.

Florida also hosts other marine imperiled species. Sea turtles—Kemp's ridley, leatherback, green, hawksbill and loggerhead sea turtles—on average build 66,000 nests on Florida's beaches between March and October. The FWC works with local governments to protect nesting areas through lighting ordinances to ensure beaches are dark during nesting and hatching seasons when artificial lights can confuse sea turtles as they try to find their way to the water. The agency encourages businesses to clear beach chairs and other items from beaches before dark so such things don't block sea turtles on their way to and from the water. The FWC issues permits for sea turtle walks in which visitors get to see sea turtles during nesting seasons. A "Helping Sea Turtles Survive" specialty license plate helps pay for sea turtle protection.

Alligators live throughout the state and nest wherever swamps, rivers, or lakes provide suitable habitat. From a low level of abundance during the early 1960s, the alligator has made a strong recovery, even to the point of constituting a nuisance from time to time. The alligator is managed as a renewable resource. Tightly controlled recreational and commercial alligator harvests take place annually.

These reptiles grow about one foot per year in the wild. Females rarely grow longer than 9 feet, whereas males may grow much larger—upwards of 14 feet. In August 2012, Lane Stephens caught an alligator roughly 14 feet long using a baited line, a method only FWC trappers are allowed to use. The alligator's head measured 23.75 inches—the largest ever officially measured—and was caught in Lake Talquin, near Tallahassee.

Females lay an average of 35 eggs during late spring to early summer in nests made of rotting vegetation, piled in a large mound. It takes about nine weeks for the eggs to hatch, kept warm by heat generated by the rotting vegetation. Whether the hatchlings will be males or females depends on the temperature of the eggs while they are in the nest. Females protect their nests from other animals that



Florida State Archives

Snooty the manatee having a healthy snack at South Florida Museum, Bradenton, 1976.

might eat their eggs before they hatch.

Baby alligators face many perils such as herons, snakes, raccoons, and other predators, including their own species. After the first couple of years, alligators have few effective enemies other than humans and other alligators.

Florida offers rare opportunities for cautious and respectful wildlife lovers to see imperiled species.

The American crocodile, for instance, is limited to the southern tip of Florida. It is similar to the alligator, but it has a much-more-pointed snout and lighter color. These reptiles normally live in saltwater or brackish water. They lay their eggs in holes they dig in the sand, much like sea turtles do. Males may reach a length of 15 feet. At one time, Florida's crocodile population may have dipped to a mere 300 animals, but scientists believe the population is roughly 1,400 to 2,000 today, and that does not include hatchlings.

The Florida panther is the last of the big cats east of the Mississippi River, and it is among the most endangered species in North America. The remaining Florida panther population lives mostly in the remote Everglades, Big Cypress and Fakahatchee Strand regions of South Florida. At times, panthers have roamed far from their usual territories. Funds collected from the panther specialty license plate help support panther research.

The FWC classifies more than three dozen species of animals as endangered, including the American crocodile, Florida panther, Key deer, beach mice, and others. Efforts in Florida have resulted in some species such, as the bald eagle, being removed from the endangered species list, although wise management plans are in place to continue conservation of the species.

Florida Afield

Finding a place to hunt is no problem in most parts of Florida. In fact, Florida offers resident and visiting sportsmen one of the largest systems of public hunting lands in the country. The FWC administers hunting opportunities on more than 5.8 million acres of public land, spanning the state from the Everglades to the pine forests and oak hammocks in Florida's northern reaches. Hunting opportunities on these lands match the needs of a diverse group of hunters.

In addition, the FWC offers special-opportunity hunts on some areas where hunters pay a special fee if selected for a permit in areas with excellent game populations and low hunter densities. Special-opportunity hunts for white-tailed deer, wild hogs, turkey, and released quail are favorites among sportsmen. Another popular program is the Dove Club, which offers seasonal and daily permits to hunt on special-opportunity dove fields.

During some hunts, the commission limits the number of hunters on wildlife management areas by requiring sportsmen to possess no-cost quota permits, which they obtain through random drawings.

More than 176,000 people bought licenses to hunt in Florida during 2009-2010. Many other sportsmen are exempt from license requirements because of age, disability, or other factors. The money these individuals spend on hunting, and the taxes they pay on hunting equipment, have enabled Florida to maintain diverse hunting opportunities despite this state's huge increase in human population. These sportsmen

also provide funding for wildlife research, endangered species protection, and habitat improvements that benefit all wildlife—not just game animals.

Hunting opportunities for certain species on private lands are open throughout the year. For other game species, open seasons are restricted to certain time periods, and bag limits must be observed.

The most prized game animals in Florida include the white-tailed deer and both the Osceola and eastern wild turkeys.

With a growing deer herd, Florida offers hunters a daily bag limit of two. White-tailed deer occur throughout the state despite vanishing wildlife habitat. The overall deer population has responded to sound management and protective regulations. Deer

hunting opportunities begin in early August with an archery and crossbow hunting season in South Florida, and end with a muzzle loading gun season that continues into early March in Northwest Florida.

From mid-August through October, residents and nonresidents can take alligators on selected waters and counties through

out the state and experience the thrill of testing their skills against the awesome reptiles that have inhabited the earth since dinosaur days. The FWC accepts alligator harvest permit applications for a random drawing, beginning in May. Applicants successful in the random drawing must purchase their permits by a specified deadline. Any permits not purchased by the deadline will be offered to the public on a first-come, first-served basis in June.

Other hunting seasons include bobwhite quail and gray squirrels from mid-October into March, and bobcats and otters, which are legal to take December through February.

Foxes may be chased but are protected from shooters. Wild hogs, rabbits, and furbearers are legal to take year-round on private property, and migratory game bird hunting seasons occur during fall and winter.

The gray squirrel is found chiefly in hardwood



Florida State Archives

Wild hog in South Florida, 1965.

forests and swamps. It is agile and generally lives among the branches and limbs of trees. Squirrels build nests from twigs and leaves in the branches of trees or may use tree cavities or abandoned wood-pecker holes for rearing two litters of three to four young each year.

Wild turkey have both a fall and spring hunting season. The fall season varies within each of the four hunting zones but ends in January, and the spring season is during March and April. The bag limit for wild turkey is one per day and two per season. The Osceola or Florida subspecies only occurs within peninsular Florida, and as a result, is highly sought by sportsmen from all over the world. The eastern subspecies has the most widespread distribution of the five North American subspecies and occurs in portions of North Florida and across the Panhandle. Wild turkeys occur in all 67 counties in Florida. The wild turkey favors mature forests and open habitats within forested areas. Wild turkeys are particularly abundant in the mixed pasture, hammock swamp, cattle country of Central and South Florida and the mixed pine/hardwood forests of North Florida. Money from the sale of turkey permits and other licenses that contain turkey hunting privileges help fund management and research of the wild turkey resource.

Florida's wild or feral hogs are descendants of hog that were introduced to Florida by explorers and pioneers centuries ago. Since they are not native to Florida, wild hogs are legal for hunters to take year-round on private lands, with no size restrictions or bag limits. However, on wildlife management areas, season dates and other restrictions apply. Many farmers consider them nuisances because of the damage they cause to crops.

Raccoons and opossums also may be hunted throughout the year on private property. Hunters pursue these critters at night with dogs and lights, but they may use only single-shot .410-gauge shotguns or .22-caliber rimfire (other than .22-magnum) firearms. This type of hunting is mostly about the chase, and the firearms may not be loaded until the animal is treed or bayed. These animals, particularly raccoons, are quite at home in all types of habitats.

The cottontail rabbit is abundant throughout Florida except in marshy areas where swamp rabbits occur. On private lands, there is no closed season on rabbits, and licensed hunters may take a daily bag

limit of 12. Even with the continuous open season, there is little hunting pressure on rabbits.

Duck hunters take advantage of the early duck season in late September and the regular waterfowl and coot season that runs from late November through late January. Also, Florida offers Canada goose hunting in September, late November around Thanksgiving, and during December and January. Sportsmen also enjoy hunting snow geese and Ross' geese during fall and winter.



Photo by Lovett E. Williams

Wild turkey hen at Fisheating Creek, Glades County.

Wetland habitats, although greatly reduced by development, cover a vast expanse of Florida, and much of this habitat is open and available for public hunting. Large numbers of migratory ducks winter in Florida, particularly ring-necked ducks, scaup, teal, wood ducks, and wigeon. In addition, four species, the mottled duck (a.k.a. Florida duck), wood duck, black-bellied whistling duck, and fulvous whistling duck live in the state year-round. Easy access to hunting areas and a hunter success rate nearly twice the national average make Florida a great place to hunt ducks.

Mourning doves and white-winged doves are legal game during a three-phase season that begins in October and continues into January. Doves occur throughout the state during the entire year but are most abundant in the fall because of the arrival of migrants from the north. Flocks of doves are at-

tracted to harvested fields of corn, millet or peanuts. Hunting success varies yearly. Other migratory game birds include snipe, rails, common moorhens, and woodcocks.

For updated information, the FWC publishes the Florida Hunting Regulations handbook and other hunting publications annually and posts them on its website at <http://myFWC.com/Hunting>.

Marine Life

The beauty, diversity, and abundance of Florida's marine resources are major lures for new residents and visitors to this state. Consequently, 80 percent of Florida's population lives near the coast. From sunning on the beach and watching dolphins play in the waters near shore, to catching a large fish, the pleasures are many.

The rich diversity of Florida's marine environment is a result of its unique geography. There are 2,276 miles of tidal shoreline in Florida. State waters extend three nautical miles into the Atlantic Ocean on the East Coast and nine nautical miles (A nautical mile is about 800 feet longer than a 5,280-foot regular mile) into the Gulf of Mexico on the West Coast. Jutting south into a Caribbean-like environment, the coastline, southward from Cape Canaveral on the East Coast and Tampa Bay on the West Coast, is considered tropical to subtropical, and a wide range of marine plants and animals exist here in abundance that cannot be matched anywhere else in the United States. A major influence on the stability of the tropical marine resources of the area is the

warm ocean currents that flow from the Caribbean and bathe the coastline. The northern half of the state is considered warm-temperate, and its marine life is more typical of those found in the remainder of the eastern United States.

Thousands of species of plants and animals compose the marine environment in Florida. They range from marine mammals, such as manatees and dolphins, to coral reefs and the fishes that depend on reefs.

Living coral reefs and rocky limestone outcroppings are the two major types of natural reefs found in Florida. Coral reefs off the Florida Keys are spectacular and rival the Caribbean areas to the south. However, natural and manmade degradation is affecting these sensitive areas and great care is needed to preserve them. Rocky outcroppings are found all along the Florida coastline and are important to the productivity of our offshore waters. Both types of reefs are complex habitats for fish and other animals and plants, providing food and cover in an otherwise unfriendly environment.

Artificial reefs, constructed of ships, rubble, and other man-made materials, are becoming important habitats and fish attractors in the marine environment. Programs at the state, county, and local government level encourage artificial reef development in a coordinated and environmentally sound manner.

The estuarine environment is the most productive environment on Earth. Estuaries occur where fresh water meets and mixes with salty ocean waters. This includes bays, lagoons, and shallow, low-energy areas such as the Big Bend portion of the Gulf Coast. Important wetland habitats in the estuaries are mangroves, salt marshes, and sea grasses. Mangroves are subtropical trees that have adapted to grow in salt water. They cover 500,000 acres of southern Florida shoreline. Salt marshes are coastal wetlands rich in marine life that lives in low-energy areas in the zone between low and high tide. They occur all along Florida's coastline, often mixed with mangroves, and cover over 450,000 acres. Sea grasses are saltwater-adapted, flowering plants that grow below the tidal zone and cover about 2.2 million acres of submerged bottom. Sea grasses are a primary food for Florida manatees and sea turtles.

Estuaries absorb much of the residue from human activities, including storm water runoff and



Photo by Dale M. McDonald

Marbled grouper near French Reef at the John Pennekamp Coral Reef State Park, 1980.



Florida State Archives

Estuary with oyster bar, Cedar Key, 1978.

pollution. The plants in estuaries serve to filter the water. Their loss, through various types of development, can lead to serious problems for our marine resources.

When people alter the natural marine environment, changes are often permanent and damaging to the marine system. Natural events can have a similar impact, but often the resources recover from them or, in some manner, remain a working part of the marine ecosystem. Hurricanes and other storms can destroy mangroves, salt marshes, sea grasses, coral reefs, and oyster reefs through uprooting or burial, but sometimes recovery processes begin quickly. Winter freezes can kill thousands of acres of subtropical mangroves, but new plants start to grow back as soon as the weather warms.

Florida red tide is a natural occurrence resulting from dense concentrations, called blooms, of microscopic, plantlike organisms. The poisons produced by red tide can kill fish and cause human illness if they are in clams, oysters, and shellfish when people eat them. State health officials establish a ban on harvesting shellfish in affected areas whenever red tides occur.

Marine fishery resources are renewable, yet limited, and when limited resources are shared among various user groups, each individual must settle for

a smaller share. Effective management techniques are based on open and closed seasons, minimum and maximum size limits, bag limits, gear restrictions and other regulations that restrict users' access to the resource and limit harvests. Maintaining the information base to regulate in this manner is especially difficult in Florida because of the number of species sought and the fact that open marine systems have so many factors that influence marine life populations.

With such a diverse richness of natural resources and a variety of users, management of the resources is complex. This is compounded by rapid growth in Florida's human population and its impact on natural resources. Real-

izing that preservation and protection of the resources are important to a healthy ecosystem, Florida has developed numerous programs within various agencies to purchase and manage resources, protect them through regulations, and control growth that takes a toll on the health of natural resources.

Currently, Florida has 41 aquatic preserves, 37 that are marine or estuarine, covering more than 2 million acres. The goal of the Florida Aquatic Preserve Act of 1975 is to protect these sensitive areas from overuse by people. Florida also has three national estuarine research reserves—Rookery Bay, Guana-Tolomato-Matanzas, and Apalachicola. Florida Keys National Marine Sanctuary covers 2,800 square nautical miles, 69 percent of it in state waters. It is the second largest marine sanctuary in the nation. Other areas within the marine environment are under consideration for special management.

Much work remains to retain or restore elements of Florida's natural systems and preserve its marine resources. The signs are clear that we are seriously stressing our marine resources. We have lost much of the natural habitat that supports life here, and we are using the resources more than ever before. Our marine resources are part of our natural heritage, and the FWC protects them for generations to come.

Saltwater Fishing

Florida has large commercial and recreational fishing industries. Florida ranks first in the nation in resident and non-resident saltwater anglers (more than 2 million of them). Recreational saltwater fishing has a \$5.4 billion annual impact on Florida's economy. The seafood processing industry is also significant, with sales of \$5.7 billion per year from commercial harvesters, processors, and dealers, wholesalers and their processors and retail.

It is important to realize these industries depend on the abundance and health of the species sought. Estuaries are major producers of fisheries products and serve as the nursery grounds for many of our fishery species. In fact, more than 70 percent of the commercially and recreationally caught species in Florida use estuaries during some stage of their life cycle. Estuaries provide juvenile fish with an abundant food supply and, just as importantly, protective cover in the various mangrove, sea grass, salt marsh and other habitats. Many of these fish grow up in estuaries but spend their adult life in deeper coastal waters. Shrimp, baitfish, red drum, mullet, and grouper are examples. Others, such as spotted seatrout, spend their entire life in estuaries. Species that do not directly use estuaries, such as sailfish and swordfish, depend on estuaries to produce their food.

For saltwater anglers, Florida offers opportuni-



Florida State Archives

Sunrise surf fishing in Daytona Beach, circa 1965.

ties in deep or shallow waters, off bridges and piers, from small boats and party boats, and by diving, wading, and surf-casting. The science behind managing saltwater resources requires regulations that vary in different areas of the state, and saltwater anglers should be thoroughly familiar with saltwater fishing regulations before taking to the water.

In 1983, following decades of increasing human population and decreasing coastal marine populations, Florida began scientific management of its valuable saltwater fisheries resources. The State established the Florida Marine Fisheries Commission, which later became part of the FWC. Many important commercial and recreational fisheries had not been managed properly, and many had never been managed at all. The State has since been able to provide significant protection for Florida's marine fin-fish and shellfish, using a science-based management approach.

Management of Florida's saltwater fisheries is extremely complex. Not only do managers have to take into account the individual characteristics of each fishery, including life history, biological behavior, habitat, and impacts of fishing pressure, but they also must contend with other state, interstate, federal, and international bodies involved in the management of saltwater species.

Today, most of Florida's coastal fisheries are under some form of management; however, the status of these fisheries varies greatly. Species that seem to be thriving, or at least stable, include Atlantic amberjack, Spanish mackerel, Atlantic and Gulf king mackerel, stone crabs, and spiny lobster. Species for which effective management is in place for recovery from overfishing include snook, striped mullet, red



Florida State Archives

Fishing boat "Ann H." near St. George Island, 1976.

drum, spotted seatrout, Nassau grouper, and Goliath grouper. Many important saltwater species are still overfished and require closer management, including red snapper, gag grouper, and sharks.

Resident and visiting anglers are able to enjoy world-class fishing for snook, tarpon, and sailfish in Florida waters, and fun-to-catch red drum and Spanish mackerel are found statewide. Thousands of divers of all ages enjoy pursuing delicious spiny lobster in South Florida and the Keys, and many families participate in the summer collection of tasty bay scallops in parts of Central and North Florida on the Gulf Coast.

Year-round, commercial fishermen supply huge quantities of fish, crabs, clams, lobster, and shrimp to dinner tables and restaurants worldwide.

The FWC will continue to monitor and fine-tune management of stable and recovering fisheries and to improve management of overfished species.

Saltwater fishermen find updates on regulations in the FWC's Florida Fishing Regulations, Saltwater Edition and on the agency's website, myFWC.com.

Freshwater Fishing

Opportunities to catch largemouth bass and other freshwater fish are everywhere in Florida. This state boasts 3 million acres of freshwater lakes and 12,000 miles of fishable rivers, streams, and canals. The FWC manages these fisheries for 1.2 million resident and nonresident anglers who spend 25.7 million days fishing in the state's inland waters each year.

No place in Florida is more than a 40-minute drive from a freshwater fishing spot (except the Keys), and the size restrictions and bag limits are among the most generous in the country for bream, crappie, catfish, and many others. Still, anglers continue to catch world-record fish here, and state records are impressive, too.

People can fish all day and night year round in Florida—the undisputable “Fishing Capital of the World”—so it is easy to understand why the average fisherman spends 17 days per year fishing. The U.S. Fish and Wildlife Service estimates that freshwater fishermen spend more than \$1.4 billion per year in pursuit of their sport, not including big-ticket items like bass boats. The total impact on Florida's econ-



Florida State Archives

Fishermen landing a big bass, Dead Lakes, 1968.

omy in 2011 was \$1.7 billion, and freshwater fishing supported 14,000 jobs.

Bass fishing in Florida is legendary among anglers from all over the world. Florida's largemouth bass are green in color, although this characteristic varies somewhat, depending on the color of the water where they live. They are easy to recognize because of the large mouth and the dark horizontal band from head to tail. “Bigmouths” are greedy fish that will attack a wide variety of prey, such as minnows, crawfish, frogs, small snakes, and insects. The bigger they are, the smarter and harder to catch they become.

Of the 1.2 million freshwater anglers in Florida, most focus on bass. Fishermen probably spend more money trying to catch largemouth bass than on any other freshwater game fish. In Florida alone, this species generates well over a billion dollars per year for the state's economy. Many of them purchase the “Go Fishing” largemouth bass tag for their vehicle or trailer, and the proceeds help support freshwater fisheries conservation throughout Florida.

Striped bass are at the southern extreme of their range in Florida and are classified as freshwater game fish here. Efforts are under way to restore the historic population of native Gulf Coast stripers, which is distinct from the Atlantic stock and handles Florida's

warm temperatures better. Most of the striped bass caught in Florida come from the major rivers in the northern part of the state and were stocked by FWC biologists.

Sunshine bass are a cross between white bass and striped bass and are popular game fish. Fisheries biologists produce and rear them in hatcheries and stock them in freshwater lakes and rivers. Sunshine bass do not spawn, so the supply must be replenished from time to time. These rapidly growing fish may reach a weight of several pounds during their first year. Usually, waters with an abundance of gizzard and threadfin shad are the best locations for sunshine bass stocking projects, since shad are the preferred food source for sunshines.

Peacock bass were introduced to South Florida waters from their native range in South America. After intensive research and consultation with other non-biased experts, this FWC stocking program led to an urban fishery that generated millions of dollars to the local economy and has been a source of funding for numerous guides and bait-and-tackle shops. (Although the cold snap of 2010 severely depleted populations, they are steadfastly recovering.)

Panfish (bluegill, redear sunfish, black crappie, and other abundant fish that delight the angler and provide a healthy meal) are in virtually every body of fresh water in Florida. They are fun to catch on cane poles with worms, crickets and such, but they also will take artificial lures.

Florida has an abundance of nongame fish, ranging from gar to minute minnows and darters. The most popular nongame species are catfish, which provide excellent table fare and are sought by recreational and commercial fishermen. Channel, white, blue, and flathead catfish, along with several spe-

cies of bullheads, are here in Florida. A new state record blue catfish was caught in 2008 on the Choctawhatchee River weighing 64 pounds, 5 ounces. Gar, catfish, and other nongame fish are popular with bow-fishermen as well as with hook-and-line anglers. Alligator gar are protected, however. Sterile triploid grass carp are stocked for vegetation control and must be released immediately and unharmed, the same as with alligator gar.

Regulations may be more or less restrictive in certain waters, so it is a good idea to check the regulations booklet or <http://myFWC.com/Fishing> before fishing in an unfamiliar area, but generally the bag limits are: 5 black bass (largemouth, Suwannee, spotted, and shoal basses individually or



Florida State Archives

Stringer of bass, Dead Lakes, 1952.

in total; only 1 may be longer than 22 inches, and the minimum size varies with location in the state); 20 striped bass, white bass, and sunshine bass (individually or in total); 50 panfish (bream, warmouth, and shadow bass individually or in total); 25 crappie; and 2 butterfly peacock bass, only one of which may be 17 inches or longer.

Summary

Fish and wildlife conservation is a complex matter in Florida. It's a constantly moving target as conditions change and development complicates efforts to manage the delicate system that sustains Florida's natural wealth.

However, the benefits of keeping our youth and adults connected with nature pay big dividends in terms of their health, quality of life, the economy, and the FWC's ability to ensure the safe and sustainable use of Florida's natural resources. That's why

the FWC launched its Youth Conservation Centers Network initiative to establish centers around the state to bring children back to nature. Partnerships with individuals, organizations, and other agencies are making the FYCCN a reality. Fishing and hunting licenses and associated Federal Aid in Sportfish and Wildlife Restorations funds pay for much of these conservation efforts. In addition, along with youth fishing and hunting programs, donations collected wherever licenses are sold, enable the FWC to reach out to youths to teach them about conservation and offer them the benefits of an active outdoor life.

The wild creatures that share this state and its waters and wilderness areas offer wonderful recreational opportunities for the people who live here and those who visit Florida. That's a big part of Florida's charm.



Florida State Archives
Young boy holding a freshly caught catfish, 1972.



The Aliens Among Us

Exotic Plants

They are often green, even if they are not always little, and are not men. Although many alien flowers and trees have been brought into the United States by individuals, more than 300,000 plants were introduced by the United States Department of Agriculture between 1898 and 1967. Obviously, most of these species are benign, and many, such as citrus trees, beans, corn, and other vegetables are beneficial. But some agricultural, ornamental, industrial, and pharmaceutical introductions have become threats to fragile Florida habitats. In April 2000, the Nature Conservancy reported that Florida had 150 plants that exist nowhere else in the world and 570 species of plants at risk of extinction.

A four-category list of invasive species is published by the Exotic Pest Plant Council. Category I and II plants have either already displaced native species or probably will do so, and 92 percent of these two categories were purposely introduced.

Florida has up to 400 exotic animal species in the state (more than any other state in the continental U.S.), and, as of 2006, the state spent more than \$100 million annually for the removal of invasive, non-native species, including plants, animals, and farm pests. Another \$600 million was spent each year by the private sector.

The water hyacinth (*Eichhornia crassipes*) was brought home by a Jacksonville visitor to the Japanese Pavilion at the New Orleans exposition in the 1880s. By the early 1960s, more than 120,000 acres of Florida's waterways were clogged by the "pretty flower." In recent years, herbicides and biological



Photo by Lois Foley Steinmetz

Photographer Joe Steinmetz looking at water hyacinths from a canal along the Tamiami Trail, Everglades, circa 1955.

and mechanical removal have reduced the coverage.

Florida elodea (*Hydrilla verticillata*), called the fastest growing submerged aquatic plant in the world, was introduced in Dade County in 1959. Easily spread on the legs of water birds and the bottoms of boats, it now takes millions of dollars to control.

According to a Department of Environmental Protection Bureau of Invasive Plant Management report in 2004, water hyacinth, water lettuce, hydrilla, and eight other invasive plants infest 90 percent of Florida's public waters covering 17,700 acres. Funding was insufficient to control all aquatic weeds, and "plants like torpedo grass and wild taro were virtually unmanaged for decades. Consequently they spread throughout lake and river marshes and present substantial management challenges for many years to come." To compound the problem, "in 2003 a four

to five year drought ended and nearly 4,500 acres of floating tussocks formed as plants, peat and muck pulled loose from reflooded lake bottoms. The unprecedented speed and magnitude of the tussock formation combined with a \$4 million budget reduction left the Bureau financially unequipped to respond.”

The most successful battle has been the reduction of large mats of alligator weed that choked Everglades waterways. Biologists introduced a flea beetle and moth that eat it and have reduced the South American plant to scattered strands.

Hygrophila, first introduced as a decorative plant for aquariums, was identified in Miramar in 1979. It has spread to canals and lakes throughout Broward and Palm Beach Counties, as well as parts of Dade and Martin Counties. It is more brittle than hydrilla, roots easily, and can adapt from fresh to brackish water. In late 1995, experts agreed that it would take over as the No. 1 submerged weed in south Florida, and the only known way to control it is to stock the waters with grass carp, a fish from the Far East.

Kudzu, introduced from Japan in 1876 as a solution to soil erosion and a possible cattle food, is now known as “the plant that ate the South.”

Paper trees (*Melaleuca quinquenervia*) were estimated to occupy over 1.5 million Florida acres in 1995. The Australian native was introduced about 1886 as a way to dry up wet areas. Per acre, *Melaleuca* consume 2,100 gallons of water an hour. In 1936, seeds were scattered over the Everglades of Broward County from an airplane. Four years of effort, 1995-99, reduced Everglades *Melaleuca* population from 488 to 391 thousand acres. In 2006, it was estimated that the trees still occupied 620,000 acres of natural areas, ranches, farmlands, and yards in the state. *Melaleuca* forests threaten the drinking water supply of south Florida; the pollen can cause allergies and ruins the taste of honey when bees use it. The trees have wiped out native species like the pond apple, affected bird populations, and displaced Everglades animals, including bear and deer. Because of their resilience and resistance to fire, frost, drought, and flood, *Melaleuca* trees are difficult and expensive to destroy. A 2006 economic study by the University of Florida said it costs \$13 million a year just to keep the trees under control.

A half-inch-long gray beetle that helped to keep the *Melaleuca* under control in Australia was the first

hope for slowing the invasion. After being kept in a laboratory and tested for 11 years to be sure it would only eat *Melaleuca*, in 1997 the first groups of *mela-leuca* snout beetles were released at 10 sites. The insect spread and is now successfully established within *Melaleuca* populations throughout south Florida. A second insect, a sap-sucking psyllid, was released in November 2002 and has also become established. These two control agents have been observed to severely curtail flowering and new growth of *Melaleuca* within their ranges. In 2006, Allen Dray of the United States Department of Agriculture in Fort Lauderdale, could say “Overall we’re winning. We’re not at a point where we can declare victory yet, but we’re getting ahead of the game.”

Brazilian pepper (*Schinus terebinthifolius*), nicknamed “Florida holly,” became popular for its bright red berries beginning about 1950. Seeds spread by birds quickly grow into sprawling dense thickets that force out native species and kill undergrowth with shade. As a relative of poison ivy, Brazilian pepper can cause similar reactions on contact.



Photo by Dr. David E. LaHart

Brazilian peppertree in conservation area 2, Everglades, 1978.

Melaleuca and Brazilian pepper are only two of Florida’s well-known weeds, once covering more than 1 million acres of public conservation lands. The Florida Exotic Pest Plant Council lists 123 exotic plants found on public lands in Category I and II pest plants. Category I species are those known to have damaged natural areas, while Category II species are not yet implicated in direct damage to ecosystems. Funding has historically been insufficient to address every problem weed; therefore plants like



Florida State Archives

Australian pines along roadside near Homestead, 1932.

Japanese climbing fern and air potato have had an opportunity to expand their range over previous decades. Like Melaleuca in the mid-1990s, these and other plants are on the verge of overwhelming parks and forests across the state.

The Australian pine (*Casuarina* sp.), a seashore tree of Australia and the West Pacific, was brought to Florida in the late 1800s to provide shade and wind-break along the coast. Not a true pine, the leaves, which appear to be needles, form a thick mat that prevents the growth of native plants, and the tree's shallow root system interferes with nest sites of the American Crocodile and the Green Sea Turtle. After Hurricane Donna in 1960, Australian pines began to dominate areas of Everglades National Park, and it now infests south and central Florida.

Chinese tallow (*Sapium sebiferum*), nicknamed the "popcorn tree" because of its abundant ivory-colored seeds, was imported from East Asia in the early 1900s. Called the "Melaleuca of North Florida," Chinese tallow has spread into forests and wetlands. Possession with the intent to sell this plant is now illegal.

The tropical soda apple, a native of Brazil and Argentina, was discovered in Florida during the early 1980s. It now infests over a million acres of mainly pasture land in south Florida and is blamed for losses of more than \$10 million a year. The tropical soda apple usually grows 3 to 6 feet high and has thorned leaves and stems animals will not eat. The berries, which contain hundreds of seeds, are eaten and dispersed by animals.

The Burma reed (*Neyraudia reynaudiana*), which escaped from a USDA test garden in Coconut Grove in the 1920s, now threatens a rock formation known as Rockridge Pinelands, a swath of limestone that varies in width from 4 to 10 miles and stretches from North Miami south to Magnolia Hammock. The Burma reed reaches an average height of 10 feet within a year, shoots up five or more plumes, each producing 120,000 or so seeds, and casts them into the wind. It likes dry soil, thrives in sand, and embeds itself in porous rock and the spaces in piles of rock. Four endangered species unique to the Rockridge Pinelands are threatened by the reed.

Vines, at least two of which were brought to Florida for agricultural use, also threaten native plants and trees. Air potato was introduced as a possible food source about 1905, but neither humans nor animals eat the fruit. The state spent more than \$20,000 in 1998 to get rid of it by removing the vines and bulbs in sizes from pebbles to softballs. Along with the Japanese and old world climbing fern, these vines smother tree islands. They allow nothing to grow beneath them, prevent birds from nesting, reduce animal habitat, and provide a pathway for fire to get to the tree crown, which normally would not burn during ground fires.

Nearly \$108 million has been spent bringing 1.6 million acres of upland weeds under maintenance control since the inception of the Uplands Program in 1997.

Floridians must be vigilant. Remove invasive nonnative plants from landscaping and replace them with native plants. Use non-invasive exotic plant species. Boaters should clean boats and trailers every time they leave the water. Never empty an aquarium into the wild. Support legislation to control exotics and regulate their import. Volunteer to help eradicate nonnative plant populations in natural areas.

Exotic Animals

The walking catfish (*Clarias batrachus*) escaped from a Broward County fish farm in the mid-1960s. Within a decade they had spread throughout Broward County, Palm Beach County, and into Lake Okeechobee. By 1995, according to Paul Shafland, director of the Florida Wildlife Commission's non-native research laboratory in Boca Raton, the flabby

gray native of Thailand was breeding in ponds over most of south Florida and had been reported in Orange County. After hurricanes and other periods of heavy rain, they move from pond to pond using their pectoral fins like crutches, wiggling their tails like propellers. They reproduce rapidly, crowd out native species, and have few enemies except large wading birds and the hot Florida sun.

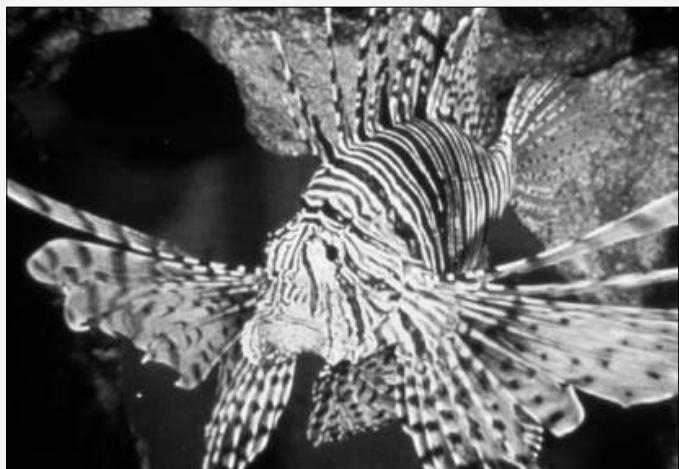
Flathead catfish, a native of the Mississippi River and its tributaries, were first reported in Florida in 1991. By 1995 this fish, which prefers live bait and can reach weights of 100 pounds, had been caught in the Apalachicola, Ochlockonee, and Escambia rivers. Although anglers may be pleased by the fight and taste of this odd-looking catfish, biologists fear for native fish.

In 2004, the population of the South American sailfin catfish in Lake Okeechobee exploded, threatening the safety of dikes and levees. These invaders can grow to over 2 feet long and have bony armor with saw-toothed barbs and spikes on side and back fins blamed for choking fish-eating birds. Of more concern to the U.S. Army Corps of Engineers are the sometimes 3-foot-long holes made by the fish in the area between Clewiston and Moore Haven. These burrows could collapse banks around the lake by causing the erosion of the interior walls. Commercial fishermen in the Clewiston area have seen the numbers of this fish, probably released from aquariums in the late 1960s, jump from a few a year to thousands of pounds. To help control future growth, fish wholesalers are being encouraged to sell them as food.

The tilapia was brought to the state to help control weed growth and because it was thought to be a good game fish. Unfortunately, the imported species was not the game fish type and soon threatened to completely take over waterways in south and central Florida.

The black acara (*Cichlasoma bimaculatum*) is another south Florida pest fish. It escaped a fish farm in the 1950s and has spread throughout much of the southeastern part of the state, including Everglades National Park and major canals.

Voracious, venomous lionfish were unknown in the Americas until the 1990s. Speculation says Hurricane Andrew (1992) may have washed them out of an aquarium or a capsized transport boat. In 2000, a diver saw two lionfish, at a depth of 140 feet, off the



Florida State Archives

Lionfish at the Marineland attraction near St. Augustine, 1980.

coast of North Carolina. Adult lionfish can lay hundreds of eggs every 55 days, year round. By 2002, they were in waters off Georgia, Florida, Bermuda, and the Bahamas. With no known predators, the lionfish's voracious appetite and poisonous sting threaten both the fishing and tourist industries. The invasion is being fought in at least three ways: early detection, trapping, and convincing the public that lionfish, said to have a delicate flavor, is not poisonous to eat.

Asian swamp eels, which can breathe air, pop out of the water, and slither on land like snakes, were first found in the continental U.S. in Fulton County, Georgia, north of Atlanta, about 1993, although they were probably there by or before 1990. Introduction is thought to have been through an aquarium release or fish farm escape or release. (The eels are a popular food in some parts of Asia and may have been released to establish a source.) Not a true eel, this fish was first found in Florida in canals in northern Miami and a drainage area near southern Tampa Bay in 1997. A third Florida location on the eastern edge of Everglades National Park was discovered in 2000. Tens of thousands of swamp eels are estimated to inhabit nearly 55 miles of the two south Florida canal systems. These usually olive-brown eels can grow to 3 feet or more, eat a lot of fish, crayfish, worms, and other water creatures, and could drive out or consume native species throughout the southeast.

Another Asian fish commonly known as a snakehead is an addition to Florida's list of reproducing exotic fish but, according to the Florida Fish and Wildlife Conservation Commission, it is too early to know what effect they will have on native species.

The Cuban Tree Frog (*Hyla septentrionalis*) was first reported in Key West in 1931. This species, generally four times larger than native tree frogs, has an outside coating that can make dogs and cats sick, and people who handle them and don't wash their hands can experience red and burning eyes. By the early 1970s, the frog had reached Palm Beach County and by the mid-1990s as far north as Brevard County. In the summer of 1998, wildfires drove them into residential neighborhoods in search of water. Summer rains allow them to reproduce in record numbers and invade Brevard County toilets, showers, and swimming pools.

The marine toad (*Bufo marinus*) has been wild in the Miami area since the 1950s. Accidental and deliberate releases between 1955 and 1964 of species from Surinam and Colombia led to the rapid spread of this large toad which secretes a poison that can be fatal if eaten by dogs, cats, or humans.

The cattle egret (*Bubulcus ibis*) brought bird watchers to Florida from all over the United States when it was first sighted here in the late 1940s. The species adapted readily and spread as far north as central Canada by 1961.

Escaped South American quaker parrots, or monk parakeets, short out transformers, costing power companies millions of dollars each year when they nest atop power poles.

The budgerigar (*Melopsittacus undulatus*), commonly called a parakeet, is probably the most widely domesticated of the parrot family. This Australian native, a favorite cage bird since the 1850s, has been established in the wild in Florida since the 1950s.

The canary-winged parakeet (*Brotogeris versicolurus*) was first identified as a wild bird near Miami in the late 1960s. By 1973, at least 15 nests and 2,000 birds had been counted in the area. In California they have been sighted eating the fruit of avocado trees, primrose, and rusty leaf figs as well as the buds of orange trees. Feeding on wild and cultivated fruit, berries, and seeds, they could become a serious agricultural problem here.

The nine-banded armadillo (*Dasypus novemcinctus*) was introduced into Florida several times between the early 1920s and 1936. Although blamed by hunters and farmers for game and crop losses, the examination of stomach contents indicates that 92 percent of their diet is comprised of insects, in-

cluding numerous agricultural pests. However, urban dwellers will still curse this armored invader for rooted-up lawns and gardens.

Coyotes, a western native, crossed the Mississippi River in the mid-1960s, conquered Florida's Panhandle in the 1980s, had been seen as far south as the Everglades by 1994, and have now been sighted in 66 of Florida's 67 counties. They eat almost anything, from grasshoppers and rodents to pets and species in between, including protected species like nesting birds and gopher tortoises, and sea turtle eggs. Rangers at St. Joseph Peninsula State Park found that coyotes had destroyed or damaged half of the turtle nests along 8 miles of Panhandle beach, going so far as to follow a female out of the water and wait for her to lay eggs. Cats that defend their territory, mistaking a coyote for a dog, end up as a meal. Coyotes are nearly impossible to eliminate. Extermination programs in the west that relied on poison bait also eliminated bears, foxes, eagles, and pets. Under severe hunting pressure coyotes respond by sharply increasing their birth rate, and although they are one of the most persecuted animals on earth, they are still here.

The nutria (*Myocaster coypu*), a native of South America, was imported in the 1920s to be bred for their fur. They resemble rats, 18 inches long and weighing 25 pounds. When owners found them unprofitable, many of the animals were released into the wild. Their numbers have rapidly increased, and they pose problems for farmers of root crops and some native species.



Florida State Archives

Group of nutria, 1957. The nutria was imported from South America and bred for its fur.

Rhesus monkeys have posed problems in two Florida locations: Silver Springs and two Florida keys. The Silver Springs monkeys, introduced by a boat ride operator in 1930, are now thought to carry

the herpes B virus. Early efforts to exterminate them caused a public uproar and are as yet an unresolved dilemma. In 1974, Charles River Laboratories, a subsidiary of Bausch and Lomb, released rhesus monkeys on Key Lois and Raccoon Key to breed them for sale to medical research laboratories. The monkeys roamed free and wreaked havoc on the stands of red mangroves. In 1992, an agreement between the state and Charles River Laboratories approved the continuation of the breeding program, but required that the monkey populations be reduced, that they be caged, and that the company begin restoring the destroyed mangroves. In late 1996, the Department of Environmental Protection filed a motion contending that Charles River Laboratories had failed to abide by the agreement, but preferred to settle rather than remove the operation from the keys. The monkeys were finally removed in December 1999, although rumor has it that a few may have escaped.

The first documented breeding population in the United States of the African Gambian pouch rat was on Grassy Key in the Florida Keys, where it is rumored that one male and seven females were released in 1999. In 2006, \$40,000 was spent trying to exterminate hundreds of rats on Grassy and Crawl Keys. This omnivorous rat, which can grow as large as a raccoon, could be devastating to the Florida Keys' ecological system by eating bird eggs and competing for food with endangered species. An additional threat is that the rats carry the potentially fatal monkeypox virus. If Gambian rats escape to the mainland they could ravage America's winter vegetable crops, destroy tropical fruits, and possibly migrate as far as Georgia and Alabama.

Alien reptiles, some of which hitchhiked in cargo from Caribbean or Latin American countries and others imported as pets and then released, have established populations in southern Florida. By 2006, at least 44 species of exotic amphibians and reptiles were established and breeding in Florida. Lizards

such as brown anoles, bark anoles, Cuban knight and Puerto Rican crested anoles, South American brown gasilisks, curlytailed lizards, geckos, and iguanas (which can reach 5 feet in length) threaten both native species and human populations. Many homeowners find iguanas especially offensive since they eat decorative flowering plants and defecate everywhere. In 2003, on Key Biscayne alone, more than 1,000 were removed.

As early as 1995, health departments in 13 states reported strains of salmonella bacteria that had caused human deaths and were traced back to pet reptiles, especially iguanas. Ninety percent of reptiles carry some strain of bacteria. In 1996, the Centers for Disease Control began a campaign to encourage veterinarians and pet store owners to make buyers aware of the risk, but people continue to buy baby iguanas without

taking into account that within 2 or 3 years that baby will be 4 to 5 feet long and can live for more than 15 years. With no natural predators, by 2005 iguanas were breeding out of control in south Florida.

Large constrictors plague many south Florida neighborhoods. Since the mid-1990s, the escape of huge snakes has become a frequent occurrence that threatens small children, pets, and more than 20 native species. A 2-year-old girl was strangled in her crib by an escaped pet python in July 2009. As early as 2004, large unclaimed escaped snakes were euthanized if no owner claimed them. There is such overpopulation that zoos do not want them. In 2005, photos of a 13-foot Burmese python which had died after partially swallowing a 6-foot alligator were widely published, reducing the hope that alligators would control the constrictor population in the Everglades. In 2005, 95 Burmese pythons were captured in Everglades National Park. In 2008, 300 were removed from the Everglades. In August 2012, a Burmese python measuring 17 feet, 7 inches in length and weighing 164 pounds, and carrying 87 eggs, was found in the Everglades National Park.



Photo by Wallace Hughes

Anole lizard, 1964. The anole is one of at least 44 exotic reptiles and amphibians now living in Florida.



Photo by Donn Dughi

Senator Dempsey Barron, D-Panama City, holds a 5-foot boa constrictor in the state Senate during Tourism Day at the Capitol, 1983.

In July 2009, the Florida Fish and Wildlife Conservation Commission authorized the first group of snake handlers to hunt and kill nonnative constrictors in the Everglades. The campaign to prevent nine species of giant constrictors (including Burmese pythons, boa constrictors, and yellow anacondas) from extending their territory was expanded. Licensed game and alligator hunters on specific wildlife management areas in south Florida were allowed to take any "Reptile of Concern."

The hope that the record cold weather in January 2010 (the coldest 12-day stretch since the 1940s) had wiped out a major portion of the constrictors was short lived. All it did was flatten the rising trend line in captures for the first time in a decade: 322 were captured in 2010, only a 10 percent drop from 2009. Hopes were raised again with the cold, dry winter of 2010-11, but 26 pythons were captured before the end of March 2011. United States Senator Bill

Nelson introduced a bill to prohibit the importation of pythons. The bill is opposed by breeders and pet shop owners and has not yet passed.

The Nile monitor threatens to annihilate populations of herons, terns, cormorants, burrowing owls, and the American crocodile by raiding nests for eggs, especially in the Cape Coral area of Florida's southwest coast. The native of Africa's Nile River region can grow up to 7 feet long.

In 1999, Asian green mussels, native to the Pacific and Indian Oceans, were found blocking underwater pipes in Tampa Bay. By 2002, they had spread south to Naples and were also found at Pensacola, St. Augustine, and Daytona Beach in native clam and oyster habitats. In Tampa Bay, some native oyster reefs have died off after being smothered by green mussels. Eradicating the mussels is unlikely because they reproduce so prolifically. Fortunately for most of the United States, green mussels are tropical mollusks and are killed by cold weather. They are edible in their native range, but in Florida green mussels mostly grow in waters that are either polluted or prone to harmful algal blooms.

The smallest aliens are in some ways the most costly. Federal control programs for exotic pests cost taxpayers \$137 billion in 2005. Insect pests like the Caribbean fruit fly, the South American citrus leaf miner, and the West Indian sugar cane weevil borer cause millions of dollars in damage annually. The state of Florida spends more than \$100 million annually controlling nonnative species. Another \$600 million is spent by the private sector.

In June of 1998, a new threat to American honeybees was found in St. Lucie County. Thought to be the first infestation in this country, it was later determined that the South African hive beetle had been found in South Carolina and Georgia in the mid-1990s. By 2002, the small hive beetle had been identified in 20 Florida counties and 28 other states. Already decimated by mites, which killed more than 95 percent of the wild colonies in America in the early 1990s, beekeepers now battle a beetle with a taste for honey, which affects the combs of stored honey and pollen. Bees flee their hives when leaked honey ferments, leaving a repellent on the combs. Fortunately, a pesticide developed for the Varroa mite has proven effective and was approved in 2002 for use against the small hive beetle.

Africanized honey bees have been in Florida since 2007. Their stings are no more potent than ordinary bee stings, but they are far more aggressive and attack in swarms. There have been few Florida reports of swarms attacking people, but on April 9, 2008, in rural northwestern Okeechobee County, a man died after being stung more than 100 times. Since 1990, there have been more than 17 fatalities in other states. Florida has had numerous deaths of livestock and domestic animals, but this was the first reported human fatality.

Early on (1980), the threat posed to Florida buildings by the Formosan termite was ignored because it was not “agricultural.” By 2000, it was known to be in Pensacola, Tallahassee, Crystal River, Tampa, Orlando, Jensen Beach, Jupiter, Palm Beach, Ft. Lauderdale, Hallandale, and Miami Beach. A single colony may contain several million termites (versus several hundred thousand for native species) that forage up to 300 feet in soil. Because of a colony’s size and foraging range, the presence of a Formosan colony poses a serious threat to nearby structures. The Formosan termite is persistent in finding small cracks in concrete which they enlarge and use as foraging routes, leading to the fallacy that they can penetrate solid concrete. Termites generally invade structures from the ground; however, the Formosan can form colonies that are not connected to ground, called aerial colonies. More than 25 percent of the infestations found in urban southeastern Florida are aerial colonies. Living plants, plaster, plastic, asphalt, and thin sheets of some soft metals (lead and copper) have been attacked by this termite. Once established, the Formosan has never been eradicated

from an area. In Florida, termites and wood decay cause 1 billion dollars plus in damage a year, more than one third of which is done by the Formosan termite.

The redbay ambrosia beetle, native to Southeast Asia, was first trapped near Port Wentworth, Georgia in 2002. In Florida, the mortality of redbay trees, called laurel wilt, was first reported in the spring of 2005 in northern Duval County. Redbay is important to wildlife as its fruit, seed, and/or foliage are eaten by songbirds, turkeys, quail, deer, black bear, and the larvae of the Palamedes swallowtail butterfly. Although the beetle spreads naturally at the rate of 20 or 30 miles a year, it can jump longer distances through the transport of firewood. By 2009, it was known that the beetle was also an efficient killer of avocado trees and had been found in Okeechobee County. The \$30-million-a-year avocado industry of southern Miami-Dade County is threatened, and scientists do not know how to protect the trees or how to stop the beetle/disease from spreading.

The brown marmorated stink bug probably got to the U.S. in the late 1990s by hitchhiking in container ships from Asia. They moved across the country and have been reported in 33 states, including Florida. In the summer of 2010, there was a major infestation of the brown, three-quarter-inch bugs in homes throughout the Mid-Atlantic. A research entomologist with the USDA in West Virginia reported that people in his area were finding thousands in their homes. Although they are a stinky nuisance for homeowners, they can be devastating to farmers. The bugs feed on a wide range of food crops, including sweet corn, grapes, berries, tomatoes, and peppers—all important crops for Florida agriculture. The National Institute of Food and Agriculture and the Agricultural Research Service are funding projects at universities and research centers to study how to control and combat stink bugs.

Who can determine the damage done by the Asian tiger mosquito? Probably imported from Japan in old tires, this mosquito was first discovered in Jacksonville in 1986 and has since spread throughout the state. Initially this insect’s eggs would not hatch unless the day length was at least 13.5 hours long. In south and central Florida, where the day length for much of the year is less than 13.5 hours, by rapid natural selection this mosquito eliminated the response



Photo by Donn Dughi

Formosa termite

to day length. The Asian tiger mosquito is linked to equine encephalitis, it breeds in any container where water is found, is a major vector for dengue fever and West Nile virus, is more aggressive than most mosquitoes, and inhibits outside daylight activities, as well as early morning and evening pursuits, of all Floridians.

For more information about Florida's invasive species, visit the Florida Fish and Wildlife Conservation Commission website at <http://www.myfwc.com/wildlifehabitats/>.

Delighted children on the Jungle Cruise at Silver Springs feed members of a tribe of Rhesus monkeys that forage along the river bank, Ocala. Native to an area between northern India and southern China, a population of Rhesus monkeys were released by a tour boat operator named Captain Tooey to enhance his jungle cruise in the 1930s.



Florida State Archives



Florida Forests



The forests of Florida are one of our great natural resources, ranking with water and sunshine in meeting the highly diverse demands placed on them by millions of individual residents and visitors.

Trees and forests are valued for basic goods such as food and wood fiber, but they also deliver other important "public services" such as air and water purification, flood and climate regulation, biodiversity, wildlife habitat, and scenic landscapes to name just a few. Maintaining the health of Florida's forests is vital to human health and livelihood.

Florida, with about 35 million acres of land, has 16 million acres classed as timberland. An esti-

mated 654,500 tons of wood grow on this land, and the gross volume is increasing, though not always in usable form.

The Florida Forest Service of the Department of Agriculture and Consumer Services, in cooperation with the U.S. Forest Service, conducts an annual inventory of all forested lands in the state. The inventory is designed to give forest resource managers a better idea of the future supply and demand for our natural resources. Approximately 65 percent of Florida's timberland is in the hands of nonindustrial private owners. About 6 percent of Florida's forest is owned by industrial forestry operations, and the remaining 29 percent is under government ownership.

Increasing demands on the land, as well as fragmentation due to diverse ownership and development, will determine the future of Florida's forest production.



Photo by Robert M. Overton

View looking up at trees at the Corkscrew Swamp Sanctuary in Collier County, 1992. Acquired by the National Audubon Society in 1954, the Corkscrew Swamp Sanctuary contains the largest remaining stand of old growth Bald Cypress forest in North America.

The Florida Forest Service

The Florida Forest Service provides statewide fire protection for woodlands and rural structures and assistance with firefighting to municipal and volunteer fire departments. It assists and advises landowners in a wide variety of forestry matters and aids urban populations and governments in establishing, maintaining, and expanding the urban forests that provide invaluable benefits to urban environments. The Service operates throughout the state and is administered by the Director, Florida Forest Service, 3125 Conner Boulevard C 19, Tallahassee, Florida 32399-1650. There are eight administrative districts under district managers and seven forestry centers under center managers.

State and National Forests

The Florida Forest Service operates 35 state forests that total 1,058,784 acres and cooperates with other agencies in managing other state and public lands throughout Florida.

Many recreational opportunities are provided in the state forests. Most state forests are used for hiking, mountain bike riding, horseback riding, picnicking, camping, boating, fishing, and hunting.

The Florida Forest Service also manages between 6 and 8 million dollars worth of timber, other forest products, and recreational uses revenue annually. Timber harvesting plans are based on the health and sustainability of the forest and the value of timber products. Many endangered wildlife and rare plant species find protection in state forests.

The Florida Center for Wildfire & Forest Resources Management Training is located in the Withlacoochee State Forest. It was created to provide training in the practices of prescribed fire, wildfire protection, and forest resource management.

Information about the center is available <http://www.freshfromflorida.com/Divisions-Offices/>; or by phone at (352) 797-4173.

The U.S. Forest Service operates three national forests in Florida, which, like the state forests, are managed to supply multiple benefits to varied interests. The Apalachicola, Osceola, and Ocala National Forests total over 1,167,000 acres. All offer extensive opportunities for outdoor recreation with improved facilities and natural environments suitable for almost every kind of forest-oriented recreation.

Management goals for the national forests include sustained yield of wood, forage, wildlife, and water quality. The three forests are administered by the Forest Supervisor, National Forests in Florida, 325 John Knox Road, Suite F-100, Tallahassee, Florida 32303.

Reforestation

Organized reforestation has been underway in Florida since 1928. It began with the establishment of the Florida Forestry Service, which later merged

with the Department of Agriculture and Consumer Services as the Division of Forestry in 1969. In 2011, the Florida Forest Service name was reinstated. It took nearly 30 years to plant the first 1 billion seedlings. Since then about 1 billion have been planted every 10 years, with the 7 billionth tree planted in 2011.

Florida's industrial and private landowners plant more than 40 million seedlings each year on over 55,000 acres. Florida is among the leading states in reforestation. The Florida Forest Service's Andrews Nursery in Chiefland produces approximately 6 million bare root and 6 million containerized seedlings each year. The remaining seedlings planted come from private nurseries.

The bulk of trees planted in Florida are southern pines, which include longleaf pine, slash pine, and loblolly pine. The annual slash pine planting amounts to about 34 million seedlings covering 50,000 acres. Annual loblolly pine plantings are approximately 18 million seedlings on more than 31,000 acres.

Longleaf pine was the dominant pine in the southeast; however, due to poor planting practices and conversion to other land uses, the longleaf pine habitat has been reduced significantly. In Florida, the planting of longleaf pine increased dramatically starting in the 1990's on both public and private lands. Improvement in seedling quality of bare root longleaf seedlings, along with the emergence of containerized longleaf seedlings, has greatly increased the



Photo by Charles Barron

Planted pines. Osceola National Forest, Olustee, 1953.



Photo by Joseph Janney Steinmetz

View of the National Container Corporation mill near the railroad tracks in Jacksonville, circa 1955. The National Container Corporation was founded in 1938 by Harry Ginsberg. By 1956, when it was purchased by Owens-Illinois, Inc., it was the nation's third largest box company.

survival and popularity of this native tree. Longleaf pine is the most insect, fire, and disease resistant pine in Florida and grows well on dry to moist flatwood sites. The Florida Forest Service's Andrews Nursery has increased containerized longleaf production by nearly 5 million since 2000. Other pine species produced and planted in Florida include Ocala sand pine, Choctawhatchee sand pine, and south Florida slash pine.

Economics of Forestry

Florida's nearly 16 million acres of timberlands supported economic activities which generated \$14.7 billion in total output impacts in 2010 (IMPLAN, 2012). This was almost the same output level as in 2009, and 12% more than in 2008 at the lowest point in the recent economic recession. Forestry and forest products manufacturing generated \$7.11 billion annually in total value-added impacts and contributed 89,993 in total job impacts to the state economy (Hodges and others, 2012). The forest products manufacturing sector contributed the largest share of this economic activity with \$5.99 billion and 72,783 jobs.

Forestry and timber tract management generated 948 million dollars and 13,510 jobs, and com-

mercial logging generated 172 million dollars and 3,700 jobs.

Forestry and forest products manufacturing is the third largest agriculture and natural resource-based economic sector in Florida behind environmental horticulture, which holds first place, and fruit and vegetable farming and processing, which holds second place, based on value-added and employment impacts.

Florida is home to 59 primary wood-using mills including: 32 sawmills, 7 mulch plants, 6 pulp/paper mills, 3 chip mills, 3 post mills, 2 plywood mills, 2 pole mills, and 1 each of pellet, strand board, veneer, and dedicated firewood production facilities (Florida Forest Service ongoing survey data). A 100-megawatt biomass-fueled power plant is being constructed near Gainesville, which is the only significant new development in the woody biomass energy arena.

Within forest products manufacturing, leading sectors in terms of value-added and employment impacts in 2010 were: paper mills (1.37 billion dollars, 16,014 jobs); paperboard container manufacturing (1.01 billion dollars, 12,826 jobs); sanitary paper products manufacturing (938 million dollars, 8,170 jobs); paperboard mills (817 million dollars, 9,450 jobs); pulp mills (685 million dollars, 8,263 jobs); and stationary product manufacturing (279 million dollars, 3,572 jobs). Other sectors with significant value-added impacts were: coated and laminated paper packaging paper and plastic film manufacturing (166 million dollars); engineered wood member and truss manufacturing (141 million dollars); sawmills and wood preservation (126 million dollars); and wood window and door manufacturing (125 million dollars) (Hodges and others, 2012).

Landowner Assistance

Approximately 65 percent of the commercial timberland acreage in Florida is owned or controlled by several hundred thousand private nonindustrial forest (PNIF) landowners. Many of these PNIF properties are less than 20 acres in size, and landowner objectives vary from recreation or solitude to wildlife or timber production. It has been estimated that less than 10 percent of these landowners have a management plan for their property. The Florida Forest Service administers the Forest Stewardship Program,

which enables forest landowners to work with county foresters, consulting foresters, and other resource professionals in developing a multiple-resource management plan for their property. Since the program's beginning in 1990, 3,020 Florida landowners have worked with a professional forester to develop and implement their Forest Stewardship plans, which combined cover nearly 885,000 acres.

In 1941, the Florida Forest Service began providing technical assistance to PNIF landowners. In order for private forests to remain a productive and viable part of the larger forest ecosystem, landowners need access to technical forestry assistance and guidance from a professional forester. The objective is to help landowners ensure sustained productivity and responsible management of their forest land and to optimize public benefits.

Productive viable forests can be passed on from one generation to the next and benefit Floridians for years to come.

Florida's Champion Tree Program

The Champion Tree Program was created by the American Forests organization in 1940 to recognize the largest known tree of each species in the United States. American Forests publishes their "National Register of Big Trees" every 2 years.

All native and recognized non-invasive naturalized tree species are eligible for nomination. The 2012 edition of the register lists 111 national champions and co-champions from Florida, far and away the most of any state. A significant portion of those champions are located south of Lake Okeechobee, because those species need a climate with little or no frost in which to thrive.

Sources: Florida Department of Agriculture and Consumer Services; IMPLAN software and Florida region data for 2010 (MIG, Inc.) Compiled by Alan W. Hodges, University of Florida, March 12, 2012; and Hodges, A.W.; Rahmani, M.; Stevens, T.J. 2012. "Economic Contributions of Agriculture, Natural Resources, and Related Industries in Florida for 2010." EDIS document FE906, University of Florida. Available at <http://edis.ifas.ufl.edu>.



Florida State Archives

George Moseley demonstrates how to operate a mechanical tree planter to plant seedlings, Taylor County, 1947. This mechanical tree planter, designed by Mr. Moseley, could plant 10,000 seedlings a day at 40 percent less cost than with a hand dibble.

Florida began keeping its own register in 1975 to recognize the largest tree of each species within the state. In addition to the national champions, the Florida register also contains 104 Florida champions and co-champions, as well as a number of emeritus champions and potential challengers. The Florida register can now be viewed online in an interactive format, where the user can query trees by species, size, and location.

The largest National Champion tree in Florida is a native Florida Shortleaf Fig, or Wild Banyan, located in Monroe County. The tree is 444 inches in circumference, stands 48 feet tall, and carries a crown spread of 76 feet. The largest tree listed in the Florida Champion Tree register is a nonnative Cluster Fig in Broward County. It measures 649 inches in circumference, 102 feet in height, and its crown spans 95 feet.



National Forests in Florida

A magnificent variety of experiences are possible in Florida National Forests, where diverse ecosystems stand as islands surrounded by ancient seas of time. Finding these experiences is as easy as finding the National Forests on your Florida map.

The Apalachicola National Forest (1936)

There are 571,088 acres in the Apalachicola National Forest, the largest in Florida. Portions of the forest, in wet lowlands, abound with cypress, oak, and magnolias. Stands of slash and longleaf pines cover the sand hills and flat woods. Rivers and streams provide a steady freshwater flow to some of the most productive coastal bays and estuaries known.



Photo by Dr. David E. LaHart

Barred owl in Apalachicola National Forest, Wakulla County, 1978.

The Apalachicola National Forest hosts the world's largest population of red-cockaded woodpeckers.

Fort Gadsden Historic Site, east of the Apalachicola River, is a short distance from State Road 65 and the town of Sumatra, where one of the first settlements in North America of free African Americans was formed.

Leon Sinks Geological Area is an unusual geological formation in the Woodville Karst Plain. Sinkholes, swales, caverns, natural bridges, circular depressions, and water table ponds are all features of karst and the Leon Sinks area has them all, plus a disappearing stream. Nearly six miles of well-maintained trails will take you to these sites, just seven miles south of Tallahassee, along U.S. 319.

Munson Hills Off-Road Bicycle Trail offers a scenic and challenging ride through some of the most rolling terrain in the forest.

The most highly developed campgrounds in the forest are Hitchcock, Camel Lake, and Wright Lake Recreation Areas where campers can swim, picnic, and boat.

Osceola National Forest (1931)

There are nearly 200,000 acres of woodlands, swamps, lake, and beach in the Osceola National Forest.

Each February 20th the Olustee Battlefield Historic Site is host to thousands of Confederate and Union soldier re-enactors, sutlers, and camp followers from all over the nation. They recreate the battle where North met South and left the bodies of over

Cannon in front of Memorial at Olustee Battlefield Historic State Park, Olustee, 1976.



Photo by Bob Murphy

2,800 men scattered beneath the pines in Florida's largest Civil War battle.

Olustee Beach is a day-use area for fishing, picnicking, hiking, swimming, and waterskiing.

Ocean Pond Campground is the most highly developed, with lakeshore and other camping sites. Swimming, picnicking, and boating opportunities are available there.

Four interconnected horse trails traverse over 50 miles of the forest and provide an opportunity to ride through open pine flat woods and wet, scenic bays. The trails originate at West Tower where there is a camping area with horse stalls in addition to other facilities.

Hunting is a popular activity in the Osceola National Forest. General gun season runs from mid-November to early January and during that time all camping is restricted to designated hunt camps and Ocean Pond Campground. Nine hunt camps are open all year round.

Ocala National Forest (1908)

Encompassing roughly 383,000 acres north of Orlando, this is one of Central Florida's last remaining traces of forested land. The Ocala National Forest is the oldest national forest east

of the Mississippi and contains the largest forest of sand pines in the world. The sand pine is the only tree capable of growing to a usable timber size in this forest's dry, sandy soil.

At Silver Glen Springs Recreation Area, the Lake George Trail begins a two mile journey traversing the shoreline of the lake and ends at a scenic location overlooking a rustic pier and boathouse. A wide variety of wildlife, plants, and trees can be seen along the trail.

Alexander Springs Recreation Area, where 80 million gallons of water per day gush from the spring at a year-round temperature of 72 degrees is at the north end of the Paisley Woods Bicycle Trail. The trail, developed by the Lake County Bicycle and Pedestrian Program and Florida Free-Wheelers, Inc., in cooperation with the Forest, is 22 miles long, but shorter loops can be accessed at the halfway point.

Campers looking for swimming and picnicking should go to Salt, Alexander, and Juniper Springs.

National Forests Information

For more information, contact the ranger districts below, or visit the United States Department of Agriculture Forest Service website at <http://www.fs.usda.gov/main/florida/home>.



Photo by Joseph Janney Steinmetz

Visitors at the swimming area of Juniper Springs, Ocala National Forest, circa 1960.

Apalachicola National Forest:

Apalachicola Ranger District
11152 NW State Route 20
Bristol, FL 32321
(850) 643-2282

Wakulla Ranger District
57 Taff Drive
Crawfordville, FL 32327
(850) 926-3561

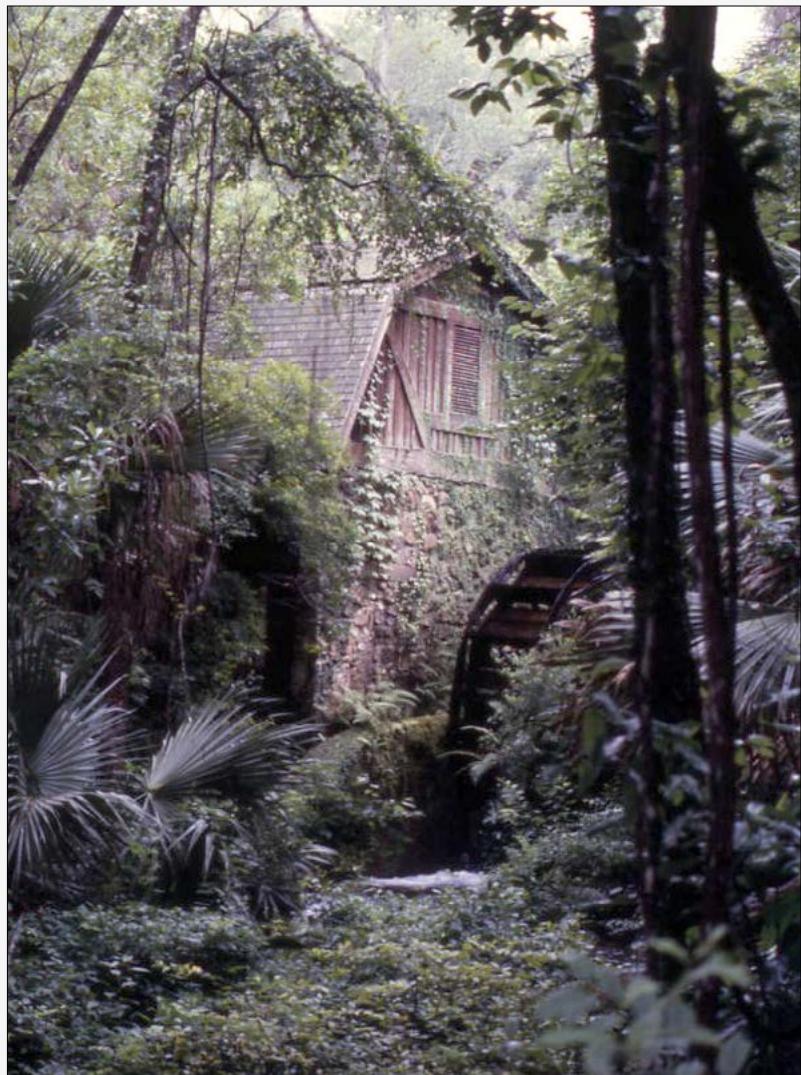
Ocala National Forest:

Lake George Ranger District
17147 East State Road 40
Silver Springs, FL 34488
(352) 625-2520

Seminole Ranger District
40929 State Road 19
Umatilla, FL 32784
(352) 669-3153

Osceola National Forest:

Osceola Ranger District
24874 US Highway 90
Olustee, FL 32072
(386) 752-2577



Florida State Archives

Old mill and water wheel at Juniper Springs in the Ocala National Forest.

Sources: USDA Forest Service website: <http://www.fs.usda.gov/florida>; and “The Sunshine Connection Volume II”, produced by the USDA Forest Service, 1998.



Florida's Natural Playgrounds

State Parks

The Florida Department of Environmental Protection's Division of Recreation and Parks manages the Florida state park system, consisting of 171 units encompassing nearly 800,000 acres of land and water, including 100 miles of sandy white beaches and more than 1,600 miles of multiuse trails. It celebrated 75 years of service in 2010.

Florida State Parks were recognized with the National Gold Medal Award for Excellence in Recreation Management from the National Recreation and Parks Association in 2005. Florida also received the Gold Medal in 1999. This award is especially significant because it marks the first time a state park system received the recognition twice.

Thanks to Florida's nationally recognized land acquisition programs, these state parks offer resource-based recreation in some of Florida's finest, most authentic natural areas ... the Real Florida (SM). Among the diverse properties managed by the Florida Division of Recreation and Parks are state parks and state trails, historic sites and museums, preserves and reserves, beaches and recreation areas, botanical sites and gardens, geological and archaeological areas, and a wildlife park. From swimming and diving in rivers and springs, to basking in the Florida sun at a beautiful beach, to birding and fishing or hiking and riding on natural scenic trails, Florida's state parks offer year-round outdoor activities for all ages. Battle reenactments and Native American festivals celebrate Florida's history, while art shows, museums, and lighthouses offer a window into Florida's cultural heritage.



Florida State Archives

St. George Island State Park

The nation's best state parks and trails have joined forces. The Florida Park Service of the Division of Recreation and Parks manages the 110-mile Marjorie Harris Carr Cross Florida Greenway and eight other state trails. Now a part of the Division of Recreation and Parks, the award-winning Office of Greenways and Trails works to establish a connected network of greenways and trails throughout Florida for the purposes of recreation, conservation, and alternative transportation and is responsible for implementing the Florida Greenways and Trails System Plan and providing support for and facilitating priority and opportunity land and water trail projects. With more than 5,000 miles of paved and unpaved trails, including the Florida National Scenic Trail, Florida offers year-round access to trails for hiking, biking, horseback riding, running, in-line skating, wildlife viewing, and more. Thousands of miles of inland paddling trails and the 1500-mile Florida Cir-



Florida State Archives

Footbridge at Mike Roess Gold Head Branch State Park, Keystone Heights.

cumnavigational Saltwater Paddling Trail also make Florida a watery paradise for canoeing and kayaking. Greenways and trails are important to Florida's communities because they attract tourists, improve quality of life, increase property values, stimulate business development, and provide health recreation and alternative transportation.

Florida's award-winning state parks have inspired residents and visitors with recreation opportunities and scenic beauty that helps to strengthen families, educate children, expand local economies, and foster community pride. The popularity of Florida's state parks is reflected in the attendance of nearly 25 million visitors in fiscal year 2011-2012. Florida's state park system also makes a significant contribution to Florida's economy with an annual statewide economic impact of more than \$1.6 billion and generation of more than 23,000 jobs.

The Florida Park Service has received national recognition for an extensive program of state park partnerships. There are 84 citizen support organizations, including the statewide Friends of Florida State Parks, Inc.

For online information about Florida State Parks, visit www.FloridaStateParks.org. To order a free park guide, call (850) 245-2157 or write the Department of Environmental Protection, Division of Recreation and Parks, 3900 Commonwealth Boulevard MS 535, Tallahassee FL, 32399-3000. Follow @FLStateParks on Facebook, Twitter, and Pinterest.

Coastal and Aquatic Managed Areas

Coral reefs. Salt marshes. Estuaries. Mangroves. Sea grasses. Much of Florida's distinctive character lies in the beauty of its 4.2 million acres of bays, rivers, nearshore waters, and nearly 56,000 acres of coastal uplands. Three National Estuarine Research Reserves, a National Marine Sanctuary, the Florida Coral Program, and 41 aquatic preserves provide protection for submerged lands and areas for research, recreation, and education. The northern portion of the Florida Reef Tract supports reef-related industries such as diving and tourism, and adds \$6.4 billion a year to

the Florida economy. Florida's Aquatic Preserves, a program of the Office of Coastal and Aquatic Managed Areas, accounts for more than half of the water features found in our state parks. Seagrass management in the preserves is a key economic driver for Florida as seagrass forms the basis of fisheries. More than 90% of all commercially and recreationally important fish and shellfish spend a portion of their life cycle in seagrass beds. In 2011 alone, seagrass communities in the state of Florida supported an estimated harvest of \$70.3 million for the top five seagrass-dependent, commercial species of fish and shellfish. Water quality programs around the state help to ensure that our beaches are clean and our seafood is healthy. Florida takes great pride in its coastlines and strives to protect coastal lands and waters while providing environmentally compatible public access. To



Florida State Archives

Sand dunes at Grayton Beach State Park, 1977.

learn more about these varied and fascinating meetings of the land and sea, contact the Florida Department of Environmental Protection, Office of Coastal and Aquatic Managed Areas at (850) 245-2094 or visit www.dep.state.fl.us/coastal.

State Lands

The Division of State Lands acquires and administers land and serves as staff to the Board of Trustees of the Internal Improvement Trust Fund of the State of Florida, on behalf of the citizens of Florida. The Division of State Lands performs various functions. It evaluates the quality of both conservation and non-conservation land the state might acquire, assesses its fair market value, conducts site visits to determine if the condition of the land the state owns is acceptable, grants permission for easements, arranges leases of state lands and waterways, maps and surveys state lands, and researches historical titles to state lands. The Division of State Lands has oversight of more than 12 million acres, including approximately 3 million acres of inland lakes, rivers, and coastal bays; 6 million acres of territorial waters; and 3.5 million acres of uplands. Included are more than 7,700 lakes and 4,510 islands, 10 acres or more in size. Most of these lands are managed for conservation purposes. The tasks assigned to the Division of State Lands range from purchasing thousands of acres of land and ensuring their appropriate management to defending the boundaries of public ownership in court.

One of the most important tasks of the Division of State Lands is overseeing the distribution of money from the 10-year, \$3 billion Florida Forever land

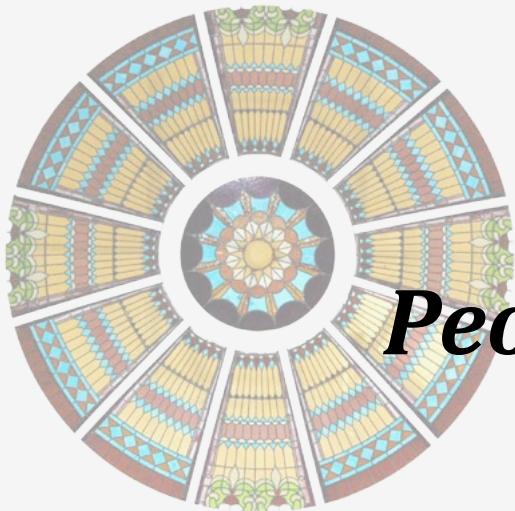
acquisition and preservation program. The Florida Forever Program was extended for an additional 10 years by the 2008 Florida Legislature and expanded in scope. Money from bond sales for Florida Forever buys land for state parks, forests, wildlife areas, greenways and trails, and cultural sites. A share of the money is distributed to the state's five Water Management Districts to protect and restore the state's water resources. The Florida Communities Trust uses its share of Florida Forever funds to acquire community-based parks and open space to further outdoor recreation and natural resource protection needs as identified in local government comprehensive plans. The 2008 program expansion included protection of working agricultural lands and working waterfronts. While the economic downturn has resulted in reduced funding provided for the Florida Forever program since 2008, the program continues to help preserve Florida's natural and recreational resources. All protected lands acquired by the state have their roots in the work done by the Division of State Lands of the Department of Environmental Protection.

To learn more about Florida's land, contact the Florida Department of Environmental Protection, Division of State Lands, at (850) 245-2118 or visit www.dep.state.fl.us/lands.



Florida State Archives

Paddle boats and canoes at Hillsborough River State Park, Thonotosassa.



People

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Florida's People

Florida has been in the top four states of the nation in percentage increase in population every decade from the 1920s through 2000. From 2000-2010, Florida ranked eighth in percentage increase in population. In 1950, Florida ranked twentieth in size of population. Florida became the fourth most populous state in 1987 and is projected by the Census Bureau to be third by 2015.

Florida's population topped 15 million in 1998. By 2000, population was 15,982,824, an increase of 3,044,898 over the 1990 census. The 2010 census counted 18,801,310 Floridians and projects 20 million by April 2016.

During the 1980s, the number of people in the state rose by 3.2 million, the largest increase in Florida's history and the second largest in the United States. This represents nearly a 33% increase in population over that decade.

In the 1990s, Florida experienced population growth in excess of 20%, compared to a 10.7% growth rate for the U.S. as a whole. Five counties (Flagler, Sumter, Collier, Wakulla, and Osceola) had more than a 60% increase in residents. In the 2000s, Flagler and Sumter Counties were Florida's fastest-growing counties, with Flagler County growing by 92% and Sumter County growing by 75%.

The 2000-2010 period was the fourth consecutive decade in which Florida population grew by more than 2.8 million residents.

During the 2000s, natural increase accounted for 18.4% of the state's growth compared to 14.7% in the 1990s. Over 40% of net migration from 2000 to 2010 was due to international migration with the remainder due to movement from other states.

While the nation's median age rose from 30.2 in 1950 to 37.2 in 2010, Florida's median age increased from 30.9 in 1950 to 40.7 in 2010. Estimates project Florida's median age will be 44 in 2030.

In 1990, the youth population (ages 0-19) was 25% of Florida's population. By 2000 their numbers had increased to 25.3% but dropped to 24% of the total state population in 2010.

Florida's unemployment rate was 8.1% in November 2012, down from the historical high of 11.4% in February 2010, and up from the historical low of 3.3% in August 2006. The percentage of the Florida population that was employed was 60.4% in 2000 and 54.9% in 2010.

The 1990 census counted 2,355,926 persons over age 64 in Florida (18.2% of the total population). In 2000, the number was 2,807,597 (17.6%). By 2010, the number was 3,259,602 (17.3%).



Florida State Archives

Sunbathers fill the landscape at Pensacola Beach, 1952.

The population aged 85 and older was one of the fastest growing age segments during the 1980s, increasing by 75.1%. The population aged 85 and older increased by 61.2% in the 1990s and by 31% in the 2000s.

Sources: U.S. Bureau of the Census; Florida Consensus Estimating Conference

Hispanics in Florida

The Hispanic population increased by 70.4% between 1990 and 2000 and by 57.4% between 2000 and 2010. The Federal census estimated that 4,223,806 persons of Hispanic origin lived in Florida on April 1, 2010, compared to 2,682,715 persons in Florida on April 1, 2000. In 2010, in 27 counties 10% to 65% of the population was Hispanic and in 20 counties the Hispanic population was 5% to 9.99%. In 2011, the University of Florida's Bureau of Economic and Business Research estimated that Florida's Hispanic population was 22.5% of Florida's 18.8 million residents, up from 16.8% of Floridians in 2000. Persons of Hispanic origin may be of any race; the term includes persons of Latino or Spanish origin.

Source: Florida Statistical Abstract 2011; Bureau of Economic and Business Research, College of Liberal Arts and Sciences, University of Florida

Composition of the Population of Florida 1950–2000

Year	Total	Male	Female	White		Non-White		Black
	Number	Percent	Percent	Number	Percent	Number	Percent	Percent
1950	2,771,305	49.1	50.9	2,166,051	78.1	605,254	21.9	21.8
1960	4,951,560	49.2	50.8	4,063,881	82.0	887,679	18.0	17.8
1970	6,789,443	48.2	51.8	5,719,343	84.2	1,070,100	15.7	15.3
1980	9,746,342	47.9	52.0	8,178,387	83.9	1,567,955	16.1	13.8
1990	12,937,926	48.2	51.8	10,971,995	84.8	1,965,931	15.2	13.7
2000	15,982,378	48.7	51.3	12,462,678	77.9	3,532,106	22.1	16.3

2010

Total	Male	Female	White		Black		Hispanic (of any race)		Asian	
	Number	Percent	Percent	Number	Percent	Number	Percent	Number	Percent	Number
18,801,310	48.9	51.1	14,488,435	77.1	3,200,663	17.0	4,223,806	22.5	573,083	3.0

Source: U.S. Census Bureau

States Ranked by Median Age 2010
 (including District of Columbia)

Rank	State	Median Age	Rank	State	Median Age
1	Maine	42.7	27	Minnesota	37.4
2	Vermont	41.5	27	Arkansas	37.4
3	West Virginia	41.3	27	North Carolina	37.4
4	New Hampshire	41.1	30	Washington	37.3
5	Florida	40.7	31	Indiana	37.0
6	Pennsylvania	40.1	31	North Dakota	37.0
7	Connecticut	40.0	33	South Dakota	36.9
8	Montana	39.8	34	Wyoming	36.8
9	Rhode Island	39.4	35	New Mexico	36.7
10	Massachusetts	39.1	36	Illinois	36.6
11	New Jersey	39.0	37	Nevada	36.3
12	Michigan	38.9	38	Nebraska	36.2
13	Ohio	38.8	38	Oklahoma	36.2
13	Delaware	38.8	40	Colorado	36.1
15	Hawaii	38.6	41	Mississippi	36.0
16	Wisconsin	38.5	41	Kansas	36.0
17	Oregon	38.4	43	Arizona	35.9
18	Iowa	38.1	44	Louisiana	35.8
18	Kentucky	38.1	45	Georgia	35.3
20	New York	38.0	46	California	35.2
20	Maryland	38.0	47	Idaho	34.6
20	Tennessee	38.0	48	District of Columbia	33.8
23	Missouri	37.9	48	Alaska	33.8
23	South Carolina	37.9	50	Texas	33.6
23	Alabama	37.9	51	Utah	29.2
26	Virginia	37.5			

Source: U.S. Census Bureau

The Aging of Florida and the U.S.

Date	Median Age Florida	Median Age U.S.
1950	30.9	30.2
1960	31.2	29.5
1970	32.3	28.0
1980	34.7	30.0
1990	36.0	32.8
2000	38.7	35.3
2010	40.7	37.2

Source: U.S. Census Bureau; Florida Statistical Abstract 2011

States Ranked by Number and Increase in Households* 2010

Rank	Number of Households 2010	Numerical Increase in Households 2000-2010
1	California	12,406,475
2	Texas	8,738,664
3	New York	7,196,427
4	Florida	7,035,068
5	Pennsylvania	4,936,030
6	Illinois	4,752,857
7	Ohio	4,525,066
8	Michigan	3,806,621
9	North Carolina	3,670,859
10	Georgia	3,482,420

Source: U.S. Census Bureau

*A household consists of all the persons who occupy a housing unit. A household consists of a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living expenses.

Top 10 State Populations

Florida's phenomenal population growth is evidenced by the rapid climb up the ranking of the states. Florida was twentieth in 1950, tenth in 1960, ninth in 1970, seventh in 1980, and fourth from 1987-2010.

The resident populations for the top 10 states on July 1, 2010, were:

California	37,253,936	Pennsylvania	12,702,379
Texas	25,145,561	Ohio	11,536,504
New York	19,378,102	Michigan	9,883,640
Florida	18,801,310	Georgia	9,687,653
Illinois	12,830,632	North Carolina	9,535,483

Source: Book of the States, 2011

Florida and the World

Florida has a larger population than many countries. Compared to countries with at least 10 million people in 2010, Florida has more residents than 20 countries including: Cambodia, Chile, Cuba, Ecuador, Greece, Guatemala, Kazakhstan, the Netherlands, Niger, Portugal, Senegal, Zambia, and Zimbabwe.

Source: Florida Statistical Abstract 2011; [Worldatlas.com](#)

STATE POPULATION BY AGE GROUP, RACE, AND SEX April 1, 2000 and April 1, 2010

Census 2000

	All Races			White			Black			Hispanic		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
All ages	15,982,378	7,797,715	8,184,663	10,591,456	5,159,630	5,431,826	2,358,124	1,131,682	1,226,441	2,682,747	1,340,140	1,342,606
0-17	3,646,342	1,870,988	1,775,354	2,067,668	1,064,286	1,003,383	790,276	401,724	388,552	702,535	361,624	340,911
18-34	3,414,702	1,734,485	1,680,217	1,948,222	988,602	959,620	614,058	295,085	318,973	751,570	401,193	350,377
35-64	6,113,723	2,975,581	3,138,142	4,239,257	2,082,991	2,156,266	783,096	367,223	415,873	949,987	461,361	488,626
65-79	2,068,883	936,698	1,132,185	1,700,335	778,213	922,122	133,196	55,783	77,413	216,803	94,776	122,027
80+	738,728	279,963	458,765	635,974	245,538	390,436	37,498	11,867	25,631	61,851	21,186	40,665

Census 2010

	All Races			White			Black			Hispanic		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
All ages	18,801,310	9,189,355	9,611,955	14,109,162	6,908,034	7,201,128	2,999,862	1,443,269	1,556,593	4,223,806	2,086,858	2,136,948
0-17	4,002,091	2,046,991	1,955,100	2,616,093	1,342,890	1,273,203	863,432	438,947	424,485	1,104,624	565,858	538,766
18-34	4,029,202	2,039,222	1,989,980	2,750,694	1,400,591	1,350,103	796,751	389,031	407,720	1,094,850	568,364	526,486
35-64	7,510,415	3,652,716	3,857,699	5,838,931	2,862,941	2,975,990	1,086,540	510,981	575,559	1,588,134	771,340	816,794
65-79	2,343,454	1,086,188	1,257,266	2,061,358	963,097	1,098,261	197,966	85,776	112,190	326,790	140,805	185,985
80+	916,148	364,238	551,910	842,086	338,515	503,571	55,173	18,534	36,839	109,408	40,491	68,917

Florida Population Growth 1900-2010

Year	Population	Decade Change	Percent Change
1900	528,542	N/A	N/A
1910	752,619	224,077	42.4
1920	968,470	215,851	28.7
1930	1,468,211	499,741	51.6
1940	1,897,414	429,203	29.2
1950	2,771,305	873,891	46.1
1960	4,951,560	2,180,255	78.7
1970	6,791,418	1,839,858	37.2
1980	9,746,342	2,954,924	30.3
1990	12,937,926	3,191,602	32.7
2000	15,982,824	3,044,452	19.0
2010	18,801,310	2,818,486	15.4

Fastest Growing Metro Areas

Florida had eight of the nation's top ten fastest growing metropolitan areas between 1980 and 1990. In the 1990s, only Naples-Marco Island was in the top ten. In the 2000s, Cape Coral, Ft. Myers, and Port St. Lucie were in the top ten.

Source: U.S. Census Bureau

Florida Metropolitan Areas

Metropolitan Area	Population 2010
Cape Coral, Ft. Myers	618,754
Deltona, Daytona Beach, Ormond Beach	494,593
Ft. Walton Beach, Crestview, Destin	180,822
Gainesville	264,275
Jacksonville	1,345,596
Lakeland-Winter Haven	602,095
Miami, Ft. Lauderdale, Miami Beach	5,564,635
Naples, Marco Island	321,520
Ocala	331,298
Orlando, Kissimmee, Sanford	2,134,411
Palm Bay, Melbourne, Titusville	543,376
Palm Coast	95,696
Panama City, Lynn Haven, Panama City Beach	168,852
Pensacola, Ferry Pass, Brent	448,991
Port St. Lucie, Ft. Pierce	427,107
Punta Gorda	159,978
Sarasota, Bradenton, North Port	702,281
Sebastian, Vero Beach	138,028
Tallahassee	367,413
Tampa, St. Petersburg, Clearwater	2,783,243

Source: Florida Statistical Abstract 2011

**Urban and Rural Population of the State
Earliest Census to 2010**

Census year and date	Total Number	Change from preceding census		Urban		Rural	
		Number	Percent	Number	Percent	Number	Percent
Current urban definition							
2010 (April 1)	18,801,310	2,818,486	17.6	17,139,844	91.2	1,661,466	8.8
2000 (April 1)	15,982,824	3,044,898	23.5	14,270,020	89.3	1,712,358	10.7
1990 (April 1)	12,937,926	3,191,602	32.8	10,970,445	84.8	1,967,481	15.2
1980 (April 1)	9,746,324	2,954,906	43.5	8,212,385	84.3	1,533,939	15.7
1970 (April 1)	6,791,418	1,839,858	37.2	5,544,551	81.6	1,244,892	18.3
1960 (April 1)	4,951,560	2,180,255	78.7	3,661,383	73.9	1,290,177	26.1
1950 (April 1)	2,771,305	873,891	46.1	1,813,890	65.5	957,415	34.5
Earlier urban definition							
1940 (April 1)	1,897,414	429,203	29.2	1,045,791	55.1	851,623	44.9
1930 (April 1)	1,468,211	499,741	51.6	759,778	51.7	708,433	48.3
1920 (Jan. 1)	968,470	215,851	28.7	353,515	36.5	614,955	63.5
1910 (April 15)	752,619	224,077	42.4	219,080	29.1	533,539	70.9
1900 (June 1)	528,542	137,120	35.0	107,031	20.3	421,511	79.7
1890 (June 1)	391,422	121,929	45.2	77,358	19.8	314,064	80.2
1880 (June 1)	269,493	81,745	43.5	26,947	10.0	242,546	90.0
1870 (June 1)	187,748	47,324	33.7	15,275	8.1	172,473	91.9
1860 (June 1)	140,424	52,979	60.6	5,708	4.1	134,716	95.9
1850 (June 1)	87,445	32,968	60.5	0	0.0	87,445	100.0
1840 (June 1)	54,477	19,747	56.9	0	0.0	54,477	100.0
1830 (June 1)	34,730	None	None	0	0.0	34,730	100.0

Source: U.S. Census Bureau

**ESTIMATES OF POPULATION BY COUNTY
AND MUNICIPALITY IN FLORIDA: 2000-2010**

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
ALACHUA	247,336	29,381	217,955
Alachua	9,059	2,961	6,098
Archer	1,118	-171	1,289
Gainesville	124,354	28,907	95,447
Hawthorne	1,417	2	1,415
High Springs	5,350	1,487	3,863
LaCrosse	360	217	143
Micanopy	600	-53	653
Newberry	4,950	1,634	3,316
Waldo	1,015	194	821
Unincorporated	99,113	-5,797	104,910

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
BAKER	27,115	4,856	22,259
Glen Saint Mary	437	-36	473
Macclenny	6,374	1,915	4,459
Unincorporated	20,304	2,977	17,327
BAY	168,852	20,635	148,217
Callaway	14,405	172	14,233
Cedar Grove ¹	0	-5,367	5,367
Lynn Haven	18,493	6,042	12,451
Mexico Beach	1,072	55	1,017
Panama City	36,084	67	36,417
Panama City Beach	12,018	4,347	7,671
Parker	4,317	-306	4,623
Springfield	8,903	93	8,810
Unincorporated	73,160	15,532	57,628
BRADFORD	29,520	2,432	26,088
Brooker	338	-14	352
Hampton	500	69	431
Lawtey	730	74	656
Starke	5,449	-144	5,593
Unincorporated	21,503	2,447	19,056
BREVARD	543,376	67,146	476,230
Cape Canaveral	9,912	1,038	8,829
Cocoa	17,140	728	16,412
Cocoa Beach	11,231	-1,251	12,482
Grant-Valkaria ²	3,850	3,850	0
Indialantic	2,720	-224	2,944
Indian Harbour Beach	8,225	73	8,152
Malabar	2,757	135	2,622
Melbourne	76,068	4,686	71,382
Melbourne Beach	3,101	-234	3,335
Melbourne Village	662	-44	706
Palm Bay	103,190	23,777	79,413
Palm Shores	900	106	794
Rockledge	24,926	4,756	20,170
Satellite Beach	10,109	532	9,577
Titusville	43,761	3,091	40,670
West Melbourne	18,355	8,531	9,824
Unincorporated	206,469	17,551	188,918

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
BROWARD	1,748,066	125,048	1,623,018
Coconut Creek	52,909	9,343	43,566
Cooper City	28,547	633	27,939
Coral Springs	121,096	3,547	117,549
Dania Beach	29,639	9,578	20,061
Davie	91,992	16,272	75,720
Deerfield Beach	75,018	10,433	64,583
Ft. Lauderdale	165,521	13,124	152,397
Hallandale Beach	37,113	2,831	34,282
Hillsboro Beach	1,875	-288	2,163
Hollywood	140,768	1,400	139,357
Lauderdale-by-the-Sea	6,056	2,835	3,221
Lauderdale Lakes	32,593	888	31,705
Lauderhill	66,887	9,302	57,585
Lighthouse Point	10,344	-432	10,767
Margate	53,284	-625	53,909
Miramar	122,041	49,302	72,739
North Lauderdale	41,023	8,759	32,264
Oakland Park	41,363	10,397	30,966
Parkland	23,962	10,127	13,835
Pembroke Park	6,102	718	6,299
Pembroke Pines	154,750	17,323	137,427
Plantation	84,955	2,021	82,934
Pompano Beach	99,845	21,654	78,191
Sea Ranch Lakes	670	-64	734
Southwest Ranches ²	7,345	7,345	0
Sunrise	84,439	-1,348	85,779
Tamarac	60,427	4,839	55,588
Weston	65,333	16,047	49,286
West Park ²	14,156	14,156	0
Wilton Manors	11,632	-1,065	12,697
Unincorporated	16,357	-113,999	129,437
CALHOUN	14,625	1,608	13,017
Altha	536	30	506
Blountstown	2,514	70	2,444
Unincorporated	11,575	1,508	10,067
CHARLOTTE	159,978	18,351	141,627
Punta Gorda	16,641	2,297	14,344
Unincorporated	143,337	16,054	127,283

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
CITRUS	141,236	23,151	118,085
Crystal River	3,108	-377	3,485
Inverness	7,210	421	6,789
Unincorporated	130,918	23,107	107,811
CLAY	190,865	50,051	140,814
Green Cove Springs	6,908	1,530	5,378
Keystone Heights	1,350	5	1,345
Orange Park	8,412	-669	9,081
Penney Farms	749	169	580
Unincorporated	173,446	49,016	124,430
COLLIER	321,520	70,143	251,377
Everglades	400	-79	479
Marco Island	16,413	1,534	14,879
Naples	19,537	-1,439	20,976
Unincorporated	285,170	70,127	215,043
COLUMBIA	67,531	11,018	56,513
Ft. White	567	158	409
Lake City	12,046	2,066	9,980
Unincorporated	54,918	8,794	46,124
DE SOTO	34,862	2,653	32,209
Arcadia	7,637	1,033	6,604
Unincorporated	27,225	1,620	25,605
DIXIE	16,422	2,595	13,827
Cross City	1,728	-47	1,775
Horseshoe Beach	169	-37	206
Unincorporated	14,525	2,679	11,846
DUVAL	864,263	85,384	778,879
Atlantic Beach	12,655	-713	13,368
Baldwin	1,425	-209	1,634
Jacksonville (Duval)	821,784	86,167	735,617
Jacksonville Beach	21,362	372	20,990
Neptune Beach	7,037	-233	7,270

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
ESCAMBIA	297,619	3,209	294,410
Century	1,698	-16	1,714
Pensacola	51,923	-4,332	56,255
Unincorporated	243,998	7,557	236,441
FLAGLER	95,696	45,864	49,832
Beverly Beach	338	-209	547
Bunnell	2,676	554	2,122
Flagler Beach (part)	4,424	-454	4,878
Marineland (part)	16	10	6
Palm Coast	75,180	42,448	32,732
Unincorporated	13,062	3,515	9,547
FRANKLIN	11,549	1,720	9,829
Apalachicola	2,231	-103	2,334
Carrabelle	2,778	1,475	1,303
Unincorporated	6,540	348	6,192
GADSDEN	46,389	1,302	45,087
Chattahoochee	3,652	365	3,287
Greensboro	602	-17	619
Gretna	1,460	-249	1,709
Havana	1,754	41	1,713
Midway	3,004	1,558	1,446
Quincy	7,972	990	6,982
Unincorporated	27,945	-1,386	29,331
GILCHRIST	16,939	2,502	14,437
Bell	456	107	349
Fanning Springs (part)	278	5	273
Trenton	1,999	382	1,617
Unincorporated	14,206	2,008	12,198
GLADES	12,884	2,308	10,576
Moore Haven	1,680	45	1,635
Unincorporated	11,204	2,263	8,941
GULF	15,863	1,303	14,560
Port St. Joe	3,445	-199	3,644
Wewahitchka	1,981	259	1,722
Unincorporated	10,437	1,243	9,194

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
HAMILTON	14,799	1,472	13,327
Jasper	4,546	2,766	1,780
Jennings	878	45	833
White Springs	777	-42	819
Unincorporated	8,598	-1,297	9,895
HARDEE	27,731	793	26,938
Bowling Green	2,930	38	2,892
Wauchula	5,001	633	4,368
Zolfo Springs	1,827	186	1,641
Unincorporated	17,973	-64	18,037
HENDRY	39,140	2,930	36,210
Clewiston	7,155	695	6,460
La Belle	4,640	430	4,210
Unincorporated	27,345	1,805	25,540
HERNANDO	172,778	41,976	130,802
Brooksville	7,719	455	7,264
Weeki Wachee	12	0	12
Unincorporated	165,047	41,521	123,526
HIGHLANDS	98,786	11,420	87,366
Avon Park	8,836	294	8,542
Lake Placid	2,223	555	1,668
Sebring	10,491	824	9,667
Unincorporated	77,236	9,747	67,489
HILLSBOROUGH	1,229,226	230,278	998,948
Plant City	34,721	4,961	29,915
Tampa	335,709	32,262	303,447
Temple Terrace	24,541	3,623	20,918
Unincorporated	834,255	189,432	644,668
HOLMES	19,927	1,363	18,564
Bonifay	2,793	128	2,665
Esto	364	8	356
Noma	211	-2	213
Ponce de Leon	598	141	457
Westville	289	68	221
Unincorporated	15,672	1,020	14,652

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
INDIAN RIVER	138,028	25,081	112,947
Fellsmere	5,197	1,384	3,813
Indian River Shores	3,901	453	3,448
Orchid	415	275	140
Sebastian	21,929	5,748	16,181
Vero Beach	15,220	-2,485	17,705
Unincorporated	91,366	19,706	71,660
JACKSON	49,746	2,991	46,755
Alford	489	23	466
Bascom	121	15	106
Campbellton	230	18	212
Cottondale	933	64	869
Graceville	2,278	-124	2,402
Grand Ridge	892	100	792
Greenwood	686	-49	735
Jacob City	250	-31	281
Malone	2,088	81	2,007
Marianna	6,102	-128	6,230
Sneads	1,849	-70	1,919
Unincorporated	33,828	3,092	30,736
JEFFERSON	14,761	1,859	12,902
Monticello	2,506	-27	2,533
Unincorporated	12,255	1,886	10,369
LAFAYETTE	8,870	1,848	7,022
Mayo	1,237	249	988
Unincorporated	7,633	1,599	6,034
LAKE	297,052	86,525	210,527
Astatula	1,810	512	1,298
Clermont	28,742	19,404	9,338
Eustis	18,558	3,452	15,106
Fruitland Park	4,078	892	3,186
Groveland	8,729	6,335	2,394
Howey-in-the-Hills	1,098	142	956
Lady Lake	13,926	2,098	11,828
Leesburg	20,117	4,161	15,956
Mascotte	5,101	2,414	2,687
Minneola	9,403	3,968	5,435

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
Montverde	1,463	581	882
Mount Dora	12,370	2,952	9,418
Tavares	13,951	4,251	9,700
Umatilla	3,456	1,242	2,214
Unincorporated	154,250	34,121	120,129
 LEE	 618,754	 177,866	 440,888
Bonita Springs	43,914	11,117	32,797
Cape Coral	154,305	52,019	102,286
Ft. Myers	62,298	14,090	48,208
Ft. Myers Beach	6,277	-284	6,561
Sanibel	6,469	405	6,064
Unincorporated	345,491	100,519	244,972
 LEON	 275,487	 36,035	 239,452
Tallahassee	181,376	30,752	150,624
Unincorporated	94,111	5,283	88,828
 LEVY	 40,801	 6,351	 34,450
Bronson	1,113	149	964
Cedar Key	702	-88	790
Chiefland	2,245	252	1,993
Fanning Springs (part)	486	22	464
Inglis	1,325	-166	1,491
Otter Creek	134	13	121
Williston	2,768	471	2,297
Yankeetown	502	-127	629
Unincorporated	31,526	5,825	25,701
 LIBERTY	 8,365	 1,344	 7,021
Bristol	996	151	845
Unincorporated	7,369	1,193	6,176
 MADISON	 19,224	 491	 18,733
Greenville	843	6	837
Lee	352	0	352
Madison	2,843	-218	3,061
Unincorporated	15,186	703	14,483

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
MANATEE	322,833	58,831	264,002
Anna Maria	1,503	-311	1,814
Bradenton	49,546	42	49,504
Bradenton Beach	1,171	-311	1,482
Holmes Beach	3,836	-1,130	4,966
Longboat Key (part)	2,398	-193	2,591
Palmetto	12,606	35	12,571
Unincorporated	251,773	60,699	191,074
MARION	331,298	72,382	258,916
Bellevue	4,492	1,014	3,478
Dunnellon	1,733	-165	1,898
McIntosh	452	-1	453
Ocala	56,315	10,372	45,943
Reddick	506	-65	571
Unincorporated	267,800	61,227	206,573
MARTIN	146,318	19,587	126,731
Jupiter Island	817	197	620
Ocean Breeze Park	355	-108	463
Sewalls Point	1,996	50	1,946
Stuart	15,593	960	14,633
Unincorporated	127,557	18,488	109,069
MIAMI-DADE	2,496,435	242,656	2,253,779
Aventura	35,762	10,495	25,267
Bal Harbour	2,513	-792	3,305
Bay Harbor Islands	5,628	482	5,146
Biscayne Park	3,055	-214	3,269
Coral Gables	46,780	4,531	42,249
Cutler Bay ²	40,286	40,286	0
Doral ²	45,704	45,704	0
El Portal	2,325	-180	2,505
Florida City	11,245	3,402	7,843
Golden Beach	919	0	919
Hialeah	224,669	-1,750	226,419
Hialeah Gardens	21,744	2,447	19,297
Homestead	60,512	28,603	31,909
Indian Creek	86	53	33
Islandia	18	12	6
Key Biscayne	12,344	1,837	10,507

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
Medley	838	-260	1,098
Miami	399,457	36,987	362,470
Miami Beach	87,779	-154	87,933
Miami Gardens ²	107,167	107,167	0
Miami Lakes ²	29,361	29,361	0
Miami Shores	10,493	113	10,380
Miami Springs	13,809	97	13,712
North Bay Village	7,137	404	6,733
North Miami	58,786	-1,094	59,880
North Miami Beach	41,523	737	40,786
Opa-locka	15,219	268	14,951
Palmetto Bay ²	23,410	23,410	0
Pinecrest	18,223	-832	19,055
South Miami	11,657	916	10,741
Sunny Isles Beach	20,832	5,517	15,315
Surfside	5,744	835	4,909
Sweetwater	13,499	-727	14,226
Virginia Gardens	2,375	27	2,348
West Miami	5,965	102	5,863
Unincorporated	1,109,571	-95,134	1,204,705
MONROE	73,090	-6,499	79,589
Islamorada, Village of Islands	6,119	727	6,846
Key Colony Beach	797	9	788
Key West	24,649	-829	25,478
Layton	184	-2	186
Marathon	8,297	-1,958	10,255
Unincorporated	33,044	-2,992	36,036
NASSAU	73,314	15,651	57,663
Callahan	1,123	161	962
Fernandina Beach	11,487	938	10,549
Hilliard	3,086	384	2,702
Unincorporated	57,618	14,168	43,450
OKALOOSA	180,822	10,324	170,498
Cinco Bayou	383	6	377
Crestview	20,978	6,212	14,766
Destin	12,305	1,186	11,119
Ft. Walton Beach	19,507	-466	19,973

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
Laurel Hill	537	-12	549
Mary Esther	3,851	-204	4,055
Niceville	12,749	1,065	11,684
Shalimar	717	-1	718
Valparaiso	5,036	-1,372	6,408
Unincorporated	104,759	3,910	100,849
OKEECHOBEE	39,996	4,086	35,910
Okeechobee	5,621	245	5,376
Unincorporated	34,375	3,841	30,534
ORANGE	1,145,956	249,612	896,344
Apopka	41,542	14,900	26,642
Bay Lake	47	24	23
Belle Isle	5,988	457	5,531
Eatonville	2,159	-273	2,432
Edgewood	2,503	602	1,901
Lake Buena Vista	10	-6	16
Maitland	15,751	3,732	12,019
Oakland	2,538	1,602	936
Ocoee	35,579	11,188	24,391
Orlando	238,300	52,349	185,951
Windermere	2,462	565	1,897
Winter Garden	34,568	20,217	14,351
Winter Park	27,852	3,762	24,090
Unincorporated	736,657	140,493	596,164
OSCEOLA	268,685	96,192	172,493
Kissimmee	59,682	11,868	47,814
St. Cloud	35,183	15,109	20,074
Unincorporated	173,820	69,215	104,605
PALM BEACH	1,320,134	188,943	1,131,191
Atlantis	2,005	0	2,005
Belle Glade	17,476	2,561	14,906
Boca Raton	84,392	9,628	74,764
Boynton Beach	68,217	7,828	60,389
Briny Breeze	601	190	411
Cloud Lake	135	-32	167
Delray Beach	60,522	502	60,020
Glen Ridge	219	-57	276

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
Golf Village	252	22	230
Greenacres City	37,573	10,004	27,569
Gulf Stream	786	70	716
Haverhill	1,873	419	1,454
Highland Beach	3,539	-236	3,775
Hypoluxo	2,588	573	2,015
Juno Beach	3,176	-86	3,262
Jupiter	55,156	15,828	39,328
Jupiter Inlet Colony	400	32	368
Lake Clarke Shores	3,376	-75	3,451
Lake Park	8,155	-566	8,721
Lake Worth	34,910	-223	35,133
Lantana	10,423	1,019	9,404
Loxahatchee Groves	3,180	3,180	0
Manalapan	406	85	321
Mangonia Park	1,888	605	1,283
North Palm Beach	12,015	-49	12,064
Ocean Ridge	1,786	150	1,636
Pahokee	5,649	-336	5,985
Palm Beach	8,348	-1,328	9,676
Palm Beach Gardens	48,452	13,394	35,058
Palm Beach Shores	1,142	-127	1,269
Palm Springs	18,928	7,229	11,699
Riviera Beach	32,488	2,604	29,884
Royal Palm Beach	34,140	12,617	21,523
South Bay	4,876	1,017	3,859
South Palm Beach	1,171	-360	1,531
Tequesta	5,629	356	5,273
Wellington	56,508	18,292	38,216
West Palm Beach	99,919	17,816	82,103
Unincorporated	587,844	66,397	521,447
PASCO	464,697	119,929	344,765
Dade City	6,437	249	6,188
New Port Richey	14,911	-1,206	16,117
Port Richey	2,671	-350	3,021
Saint Leo	1,340	750	590
San Antonio	1,138	454	684
Zephyrhills	13,288	2,455	10,833
Unincorporated	424,912	117,577	307,335

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
PINELLAS	916,542	-4,953	921,495
Belleair	3,869	-198	4,067
Belleair Beach	1,560	-72	1,632
Belleair Bluffs	2,031	-212	2,243
Belleair Shore	109	-34	75
Clearwater	107,685	-1,104	108,789
Dunedin	35,321	-370	35,691
Gulfport	12,029	-498	12,527
Indian Rocks Beach	4,113	-1,014	5,127
Indian Shores	1,420	-285	1,705
Kenneth City	4,980	580	4,400
Largo	77,648	8,277	69,371
Madeira Beach	4,263	-248	4,511
North Redington Beach	1,417	-57	1,474
Oldsmar	13,591	1,681	11,910
Pinellas Park	49,079	3,421	45,658
Redington Beach	1,427	-112	1,539
Redington Shores	2,121	-217	2,338
Safety Harbor	16,884	-319	17,203
St. Petersburg	244,769	-3,463	248,232
St. Petersburg Beach	9,346	-583	9,929
Seminole	17,233	6,343	10,890
South Pasadena	4,964	-814	5,778
Tarpon Springs	23,484	2,481	21,003
Treasure Island	6,705	-745	7,450
Unincorporated	270,494	-17,459	287,953

POLK	602,095	118,171	483,924
Auburndale	13,507	2,475	11,032
Bartow	17,298	1,958	15,340
Davenport	2,888	964	1,924
Dundee	3,717	805	2,912
Eagle Lake	2,255	-241	2,496
Ft. Meade	5,626	-65	5,691
Frostproof	2,992	17	2,975
Haines City	20,535	7,361	13,174
Highland Park	230	-14	244
Hillcrest Heights	254	-12	266
Lake Alfred	5,015	1,125	3,890
Lake Hamilton	1,231	-73	1,304
Lake Wales	14,225	4,031	10,194

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
Lakeland	97,422	18,970	78,452
Mulberry	3,817	587	3,230
Polk City	1,562	46	1,516
Winter Haven	33,874	7,387	26,487
Unincorporated	375,647	72,850	302,797
PUTNAM	74,364	3,941	70,423
Crescent City	1,577	-199	1,776
Interlachen	1,403	-72	1,475
Palatka	10,558	525	10,033
Pomona Park	912	123	789
Welaka	701	115	586
Unincorporated	59,213	3,449	55,764
ST. JOHNS	190,039	66,904	123,135
Hastings	580	59	521
Marineland (part)	0	0	0
St. Augustine	12,975	1,383	11,592
St. Augustine Beach	6,176	1,493	4,683
Unincorporated	170,308	63,969	106,339
ST. LUCIE	277,789	85,094	192,695
Ft. Pierce	41,590	4,074	37,516
Port St. Lucie	164,603	75,834	88,769
St. Lucie Village	590	-14	604
Unincorporated	71,006	5,200	65,806
SANTA ROSA	151,372	33,629	117,743
Gulf Breeze	5,763	98	5,665
Jay	533	-46	579
Milton	8,826	1,781	7,045
Unincorporated	136,250	31,796	104,454
SARASOTA	379,448	53,487	325,961
Longboat Key (part)	4,490	-522	5,012
North Port	57,357	34,560	22,797
Sarasota	51,917	-798	52,715
Venice	20,748	2,884	17,864
Unincorporated	244,936	17,363	227,573

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
SEMINOLE	422,718	57,519	365,199
Altamonte Springs	41,496	296	41,200
Casselberry	26,241	2,803	23,438
Lake Mary	13,822	2,364	11,458
Longwood	13,657	-88	13,745
Oviedo	33,342	7,026	26,316
Sanford	53,570	15,279	38,291
Winter Springs	33,282	2,422	30,860
Unincorporated	207,308	27,417	179,891
SUMTER	93,420	40,075	53,345
Bushnell	2,418	368	2,050
Center Hill	988	78	910
Coleman	703	56	647
Webster	785	-20	805
Wildwood	6,709	2,785	3,924
Unincorporated	81,817	36,808	45,009
SUWANNEE	41,551	6,707	34,844
Branford	712	17	695
Live Oak	6,850	370	6,480
Unincorporated	33,989	6,320	27,669
TAYLOR	22,570	3,314	19,256
Perry	7,017	-170	6,847
Unincorporated	15,553	3,144	12,409
UNION	15,535	2,093	13,442
Lake Butler	1,897	-30	1,927
Raiford	255	68	187
Worthington Springs	181	-12	193
Unincorporated	13,202	2,067	11,135
VOLUSIA	494,593	51,250	443,343
Daytona Beach	61,005	-3,107	64,112
Daytona Beach Shores	4,247	-52	4,299
DeBary	19,320	3,761	15,559
De Land	27,031	6,127	20,904
Deltona	85,182	15,639	69,543
Edgewater	20,750	2,082	18,668
Flagler Beach (part)	60	-16	76

County and City	April 1, 2010 (Census)	Total Change	April 1, 2000 (Census)
Holly Hill	11,659	-460	12,119
Lake Helen	2,624	-119	2,743
New Smyrna Beach	22,464	2,416	20,048
Oak Hill	1,792	414	1,378
Orange City	10,599	3,995	6,604
Ormond Beach	38,137	1,836	36,301
Pierson	1,736	-860	2,596
Ponce Inlet	3,032	519	2,513
Port Orange	56,048	10,225	45,823
South Daytona	12,252	-925	13,177
Unincorporated	116,655	9,775	106,880
WAKULLA	30,776	7,913	22,863
St. Marks	293	21	272
Sopchoppy	457	31	426
Unincorporated	30,026	7,861	22,165
WALTON	55,043	14,442	40,601
De Funiak Springs	5,177	88	5,089
Freeport	1,787	597	1,190
Paxton	644	-12	656
Unincorporated	47,435	13,769	33,666
WASHINGTON	24,896	3,923	20,973
Caryville	411	193	218
Chipley	3,605	13	3,592
Ebro	270	20	250
Vernon	687	-56	743
Wausau	383	-15	398
Unincorporated	19,540	3,768	15,772
FLORIDA	18,801,310	2,818,486	15,982,824
Incorporated	9,453,648	1,549,245	7,904,403
Unincorporated	9,347,662	1,269,241	8,078,421

¹Cedar Grove was dissolved in 2008.

²Established between April 1, 2000, and April 1, 2010.

Explanation of Terms

April 1, 2000: The permanent resident population enumerated in the 2000 Census.

Total change: The total change in population between April 1, 2000, and April 1, 2010, including the effects of natural increase (or decrease), net migration and changes in geographic boundaries.

April 1, 2010: The permanent resident population enumerated in the 2010 Census.

Source: Bureau of Economic and Business Research, University of Florida; Florida Population: Census Summary 2010

Vital Statistics

Marriages and Dissolutions of Marriage, Rates per 1,000 Population and Dissolutions per 100 Marriages

Year	Marriages	Rate	Diss. Of Marriage	Rate	Diss. Per 100 Marr.
1930	17,147	11.6	3,632	2.5	21.1
1940	32,709	17.2	11,186	5.8	34.2
1950	27,588	9.9	18,033	6.5	65.3
1960	39,315	7.9	19,554	3.9	49.7
1970	70,110	10.3	37,465	5.5	53.4
1980	108,344	11.0	71,578	7.3	66.1
1990	141,816	10.9	81,119	6.2	57.2
2000	145,300	9.0	81,493	5.0	56.0
2005	158,192	8.8	81,287	4.5	51.3
2006	158,167	8.6	85,955	4.7	54.3
2007	155,998	8.3	84,386	4.5	54.0
2008	147,888	7.9	79,868	4.2	54.0
2009	139,127	7.4	78,752	4.2	56.6
2010	137,250	7.3	84,342	4.4	61.4
2011	140,900	7.4	84,785	4.5	60.2

Florida Deaths for Highest Causes and Rates per 100,000 Population, by Race 1990, 2011

Cause of Death	Year	Rank	Total	White	Non-White
Cancer	1990	2	33,541	30,374	3,160
	2011	1	41,221	36,353	4,793
Heart Disease	1990	1	45,437	41,702	3,725
	2011	2	40,522	36,103	4,349
Chronic Lower Respiratory Disease	1990	4	5,660	5,330	330
	2011	3	10,241	9,632	602
Accidents	1990	5	5,125	4,304	821
	2011	4	8,475	7,528	934
Stroke	1990	3	8,442	7,448	993
	2011	5	8,327	7,083	1,238
Diabetes Mellitus	1990	7	2,952	2,434	516
	2011	6	5,044	3,958	1,078
Alzheimer's Disease	2000	7	3,257	3,088	167
	2011	7	4,470	4,183	286

Cause of Death	Year	Rank	Total	White	Non-White
Nephritis	2000	10	1,896	746	1,060
	2011	8	3,041	2,495	545
Suicide	1990	9	2,073	1,949	124
	2011	9	2,765	2,571	194
Chronic Liver Disease & Cirrhosis	1990	10	1,688	1,531	157
	2011	10	2,572	2,358	212
Pneumonia & Influenza	1990	6	3,476	3,135	339
	2011	11	2,418	2,143	269
Septicemia	1990	n/a	n/a	n/a	n/a
	2011	12	1,936	1,614	321
Hypertension	1990	n/a	n/a	n/a	n/a
	2011	13	1,798	1,424	371

Florida Births By Race 1925-2011

Year	Total	White	Nonwhite
1925	29,403	20,160	9,243
1930	26,993	18,602	8,391
1940	33,696	23,805	9,891
1950	64,370	5,699	18,671
1960	115,610	84,402	31,208
1970	114,440	86,373	28,067
1980	132,186	95,745	36,424
1990	178,018	146,770	51,150
1995	188,535	141,848	46,555
2000	204,030	150,115	53,622
2001	205,800	151,623	53,827
2002	205,580*	152,127	53,071
2003	212,243*	157,402	54,566
2004	218,045	160,132	57,477
2005	226,219	166,181	59,608
2006	237,166	174,147	62,687
2007	239,120	174,597	64,090
2008	231,417	167,487	63,411
2009	221,391	159,186	61,565
2010	214,519	153,480	59,905
2011	213,237	152,007	60,461

*Unknown race included in total.

Florida Deaths By Race 1920-2011

Year	Total	White	Nonwhite
1920	12,674	7,528	5,146
1930	18,215	11,032	7,183
1940	21,458	13,741	7,717
1950	26,525	19,443	7,082
1960	47,937	38,837	9,100
1970	74,779	63,840	10,839
1980	104,479	92,591	11,851
1990	133,294	118,304	14,949
1995	151,619	134,232	17,356
1996	152,697	135,773	16,858
1997	153,830	136,900	16,696
1998	157,160	139,940	17,009
1999	162,122	144,303	17,649
2000	162,839	144,774	17,740
2001	167,181	148,714	18,425
2002	167,702*	148,945	18,694
2003	168,459*	149,523	18,892
2004	168,364*	149,215	19,086
2005	170,300	150,102	20,103
2006	169,365	148,994	20,345
2007	167,708	147,305	20,386
2008	170,473	149,966	20,465
2009	169,854	149,190	20,631
2010	172,509	151,589	20,724
2011	172,856	151,836	20,781

*Unknown race included in total.

Source: Florida Dept. of Health, Florida Vital Statistics Annual Report 2011.



Symbols of the State

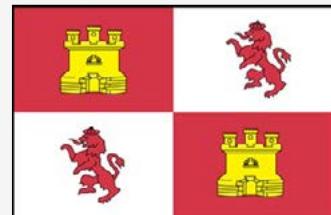
Flags over Florida

At least sixteen flags have flown over Florida. The flags of five countries (Spain, France, Great Britain, the United States, and the Confederate States of America) and seven state flags, as well as several ceremonial flags, have all flown over Florida.

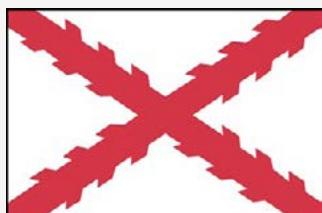
National Flags

Spain, 1513:

Research indicates Spain had no national flag in 1513 when Juan Ponce de León landed on Florida shores, but the Castle and Lion flag of the King was recognized as the flag of the country.



The Burgundian Saltire, 1565-1763:

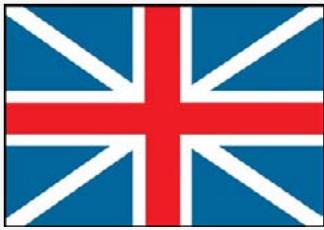


The Castillo de San Marcos at St. Augustine and San Marcos de Apalache at St. Marks fly a white flag with the red Cross of Burgundy, being among the Spanish flags used during the years of the construction of the Castillo and its outpost. The white field is for the Burgundy region of France, for the French nobility of Philip (Felipe I), and for the traditional color of French royalty. The knotted saltire, or X-shaped red cross, signifies the roughly-pruned branches of the tree on which Saint Andrew, patron saint of Burgundy, was crucified. As with Spanish flags generally, the Burgundian cross appeared in a number of designs and colors. On religious occasions, the field was blue with images of the Virgin Mary in the quarters formed by the cross. On other occasions, the Spanish coat of arms was added at the ends of the arms of the cross.

France, 1564-1565:

The French flag flew over the short-lived settlement of Fort Caroline near present-day Jacksonville. The French flag of the 1500s had fleur-de-lis both on white and blue backgrounds, but the flag flown in Florida almost surely was the gold fleur-de-lis on blue.





Great Britain, 1763-1783:

During the English period in Florida, the mother country's flag was the Union flag of Great Britain, reflecting the merger of England and Scotland.

Second Spanish Occupation, 1783-1821:

In 1785, King Charles III decreed the national flag would henceforth be the red and gold-striped ensign which flew when the United States acquired Florida from Spain.



United States, 1821:

The flag of the United States had twenty-three stars when the Treaty with Spain, which ceded Florida to the United States, was ratified and proclaimed on February 22, 1821.

Florida's Star:

By 1845, when Florida was admitted to statehood, the custom had been established of adding a star on the following Fourth of July for each new state. Following the ratification of Florida's statehood on March 3, 1845 the United States flag gained its twenty-seventh star on July 4, 1845.



The Confederacy, 1861-1865

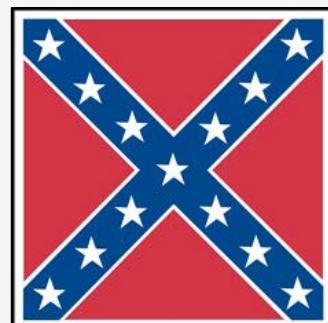


First National Flag:

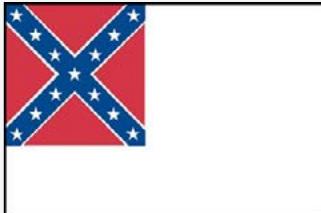
The first national flag of the Confederacy, used from March 1861 until May 1863, was adopted without a formal vote. The circle of stars in a blue canton, combined with three horizontal bars, led to the nickname "Stars and Bars."

Battle Flag:

Confederate field commanders began using the square "Southern Cross" as a battle flag in the latter part of 1861. In 1863, a rectangular version without a white border became the official Confederate naval jack. This later banner was also used as a battle flag in the western theater of the war.



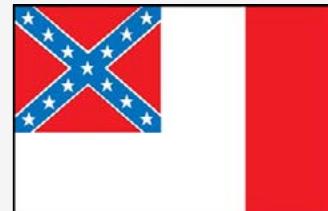
Second National Pattern:



Because of its rough similarity to the United States flag, the Confederate legislature officially replaced the “Stars and Bars” with a second national pattern in mid-1863. From May 1863 until March 1865, the official national flag, sometimes called the “Stainless Banner,” incorporated the design of the army’s battle flag of a canton on a field of white cloth.

Third National Pattern:

Since the large white field could be confused with a flag of truce or surrender, a vertical red bar was added to the flag in March 1865 during the closing weeks of the war, creating what is now called the third national pattern.



State Flags

State Flag, 1845:



This flag was unfurled at the inauguration of William D. Moseley as first Governor of the State of Florida on June 25, 1845. The Florida House of Representatives agreed to a joint resolution on inauguration day adopting the flag as “the Colors of the State of Florida, till changed by law.” The Senate, however, objected to the motto “Let Us Alone,” and it was not until December 27, during the adjourned session that year, that a Senate resolution “consented to and adopted” the flag and its motto “as the Flag of the State of Florida.” Because one house acted through a joint resolution and the other through a simple resolution, it would seem that this flag was never officially adopted although it received the approval of both houses of the General Assembly (Legislature).

The Lone Star Flag, 1861:

After the flag of the United States was hauled down at the Pensacola Navy Yard on January 12, 1861, Colonel William H. Chase, commanding the Florida troops, prescribed a secession flag to serve until another could be decreed by the lawmakers at Tallahassee. This flag had thirteen stripes, alternate red and white, and a blue field with a single large star in the center. This flag served for eight months, from January 13, 1861, to September 13, 1861. Interestingly, Colonel Chase’s lone star flag was the same design as the flag used by the Republic of Texas navy from 1836–1845.

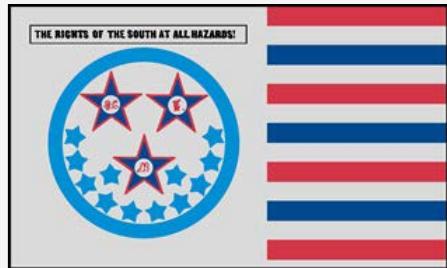


State Flag, 1861:

After Florida left the Union on January 10, 1861, a number of unofficial flags flew until February 1 when the General Assembly (Legislature) completed action to provide a State uniform and flag. The act directed the Governor, “by and with the consent of his staff,” to adopt “an appropriate device for a State flag, which shall be distinctive in character.” Six months later, Governor Madison S. Perry had the Secretary of State record the description of the flag adopted in compliance with this act. Governor Perry added, “The flag has been deposited in the Executive Chamber.” Whether it was ever raised over the Capitol or elsewhere is not known.



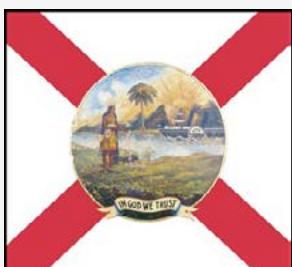
Secession Flag, 1861:



The Ladies of Broward's Neck, a community in Duval County, presented Governor Madison S. Perry with a flag of their design symbolizing Florida's withdrawal from the Union. The flag, never officially adopted, was proffered as an emblem of Florida's sovereignty. Governor-elect John Milton presented the flag to the Florida Secession Convention at Tallahassee in 1861 after the signing of the Ordinance of Secession. The stars represent South Carolina, Mississippi, and Florida, the first three states to leave the Union. Mrs. G. E. Ginder, great-niece of one of the ladies of Broward's Neck, in an interview in the Florida Times-Union in 1961 said the flag was displayed on the rostrum of the House of Representatives at the Capitol in Tallahassee during the Civil War. Afterwards, it was displayed at the Confederate Museum in Richmond, Virginia, until it was returned to Florida in 1961.

State Flag, 1868:

The Constitutional Convention of 1868 was the first to make a constitutional provision for a State flag. The adopted Constitution provided that the Legislature should, as soon as convenient, “adopt a State Emblem having the design of the Great Seal of the State impressed upon a white ground of six feet six inches fly and six feet deep.” The Constitution further directed the Legislature to adopt the seal at its first session. This was done on August 6, 1868, and completed the design prescribed for the flag.



State Flag, 1900:

Because the flag lacked color when furled, the 1899 Legislature submitted to the electorate for ratification in 1900 an amendment to the Constitution adding diagonal red bars.

State Flag, Present:

The voters ratified an amendment to the Constitution in 1966 that caused the dimensions of the State Flag to conform to the shape of flags generally. The former size of the Florida flag had presented a problem to flagmakers, who were being called upon to furnish Florida flags in ever increasing number because of legislative requirements for its display at schools and other public buildings. In the rewriting of the Constitution in 1968, the dimensions were dropped and became statutory language. The flag is described in these words: "The seal of the state, of diameter one half the hoist, in the center of a white ground. Red bars in width one fifth the hoist extending from each corner toward the center, to the outer rim of the seal." The current state flag shows the official state seal, which was modified in 1985 and now includes a Seminole (rather than a Plains Indian) woman.



Flags During Mourning

The Governor and Cabinet, sitting as the Executive Board of the Department of General Services, on November 23, 1971, reaffirmed a policy for the flying of United States and State flags at half-mast upon the death of ranking public officials and former officials.

For the Governor, a United States Senator from Florida, or a member of the State Cabinet, the flags are flown at half-mast for two weeks from the day of death.

For a Supreme Court Justice, a Congressman from Florida, a former Governor, or a former United States Senator from Florida, half-mast lasts one week from the day of death. For a State Senator, a member of the State House of Representatives, a former member of the State Cabinet, a former member of the Supreme Court, or a former Congressman it lasts from the day of death until interment.

For an unspecified National or State official, the duration of the flags at half-mast is at the discretion of the governor but is not to exceed a period from the day of death until interment.

Flying the Flag of Canada

After the rescue of six Americans from Tehran by the Canadian Ambassador to Iran in February, 1980, Governor Bob Graham ordered the flying of the Canadian flag from four poles at the Capitol until the remaining hostages were freed from the American Embassy in Tehran. The six rescued were those who had escaped when the militants took over the Embassy. The Canadian flags were lowered for the last time at noon on January 26, 1981, as bands played in the presence of the public and dignitaries headed by Governor Graham.



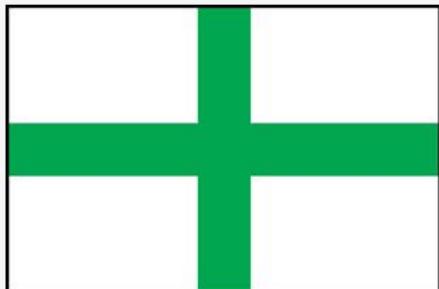
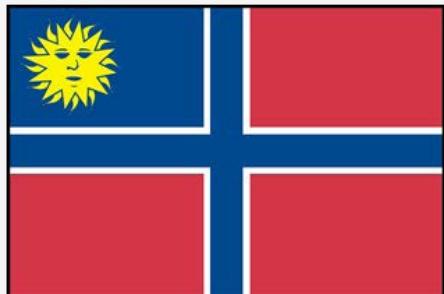
Display of P.O.W.-M.I.A. Flag

The 1990 Legislature decreed a P.O.W.-M.I.A. (Prisoner of War, Missing in Action) flag shall be displayed at each State-owned building which displays the Flag of the United States if the P.O.W.-M.I.A. flag is available free of charge to the agency which occupies the building.

Other Flags

State of Muskogee:

The English adventurer William Augustus Bowles, elected “Director General of the State of Muskogee” by a congress of Creeks and Seminoles in 1799, designed a flag to raise over the state’s capital, a Seminole village near the later site of Tallahassee. An agent of the United States government seized Bowles and delivered him to Spanish authorities in 1803. He died in prison in Havana, and so did the “State of Muskogee.”

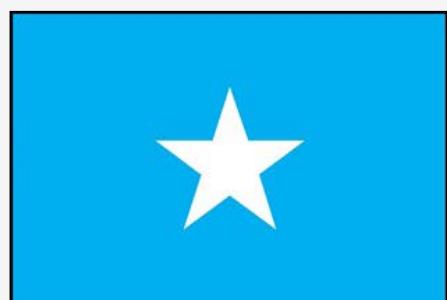


Spanish-American Border Flags:

Border friction in the declining days of Spanish rule in Florida saw three flags raised over Amelia Island between 1812 and 1817. The first of these, the so-called Patriots Flag, bore the Latin legend, “*Salus populi lex suprema*,” or “Safety, the supreme law of the people.” This flag was hoisted by a force of seventy Georgians and nine Floridians who crossed the St. Marys River on March 13, 1812, to establish the independent “Territory of East Florida.” The movement failed with its repudiation by President James Madison. Next, on June 20, 1817, an expedition headed by Gregor MacGregor pushed onto Amelia Island and raised a white flag with a green cross. MacGregor, a veteran of several Latin-American revolutions, was forced to flee from Amelia Island four months later. Luis Aury, a pirate and reputed general of the Mexican independence movement, raised what has been described as the Mexican flag over Amelia Island on October 4, 1817. Aury surrendered the island to American forces on December 23, 1817. What his flag was no one can say. It was probably green, white and red, but it could not have been the official flag of the Republic of Mexico for Mexico did not gain its independence until 1821.

The Republic of West Florida:

The “Bonnie Blue” flag was flown in the “Free and Independent State of West Florida,” which existed from September 23, 1810, until December 6, 1810, in the territory between the Pearl and Mississippi Rivers wrested from Spain by American settlers. While “West Florida” was the name given the area, it should be remembered that its easternmost boundary was 140 miles west of present-day Florida. Hence, the single-starred flag never flew over any of today’s Florida. The memory of the short-lived State of West Florida is preserved today in every allusion to the “Florida Parishes” of Louisiana. Long afterwards, during the Civil War, the Bonnie Blue flag was used unofficially throughout the South. The comedian Harry McCarthy, inspired by the lone star flag raised in Mississippi after its secession, composed the song “The Bonnie Blue Flag,” which achieved the status of a Confederate anthem. The Bonnie Blue flag also was the banner of the Independence Party of Texas in 1835–1836.



The Miccosukee Tribe:

The Miccosukees believe that life spins in a circle, beginning in the east, then moving north, west, and finally ending in the south. The bands of color in the Miccosukee flag symbolize the points of the compass: yellow for east, red for north, black for west, and white for south. The flag was adopted in 1962.



The Seminole Tribe:

The Seminole Tribe of Florida currently uses this flag, which features the four traditional colors of the Seminole and Miccosukee people. The central seal—with its fire and open, palm thatched hut, called a *chickee*—represents the tribal council.

Flying of Flags Required

The Legislature has, by law, required the flying of the United States and the State flags on the grounds of every public school and other educational institutions, the weather permitting, on each school day.

Use Prohibited for Advertising Purposes

The Legislature has forbidden the use of the American, Confederate, and State flags for advertising purposes. No person may “publicly mutilate, deface, defile, defy, trample upon, or by word or act cast contempt upon any such flag, standard, color, ensign or shield.”

It is, however, lawful to apply the flags to stationery, ornaments, jewelry, and the like for decorative or patriotic purposes, so long as no design or words encroach upon the flags.

Flags at the Museum of Florida History

The Museum of Florida History in Tallahassee has in its collection 21 Civil War flags, 19 of which were carried in battle. Some of the flags are on display in the permanent Civil War exhibit area.

Florida's State Seals

Territorial Seal:

The Territory of Florida's seal had an American eagle with outspread wings resting on a bed of clouds occupying the center of a circular field. In the right talon of the eagle were three arrows, in the left an olive branch. Above the eagle was a semi-circle of thirteen stars. Around the outer circle was the legend, “The Territory of Florida.” The diameter of the seal was two inches.

This seal was used as the seal of the state for more than a year after Florida's admission to the Union in 1845. The Constitution of 1838, under which Florida was admitted, provided (Article III, Section 21), “There shall be a seal of the



Territorial Seal

State which shall be kept by the Governor, and used by him officially, with such device as the Governor first elected may direct, and the present seal of the Territory, shall be the seal of State, until otherwise directed by the General Assembly."

The only action in regard to the seal taken by the General Assembly in 1845, or by any subsequent legislature until 1868, was to give the Secretary of State custody of the "Great Seal" and to make it the seal of his office (*Acts of Florida* 1845, Chapter 1, Sections 2, 4). The Secretary of State retained custody of the seal under this act until 1861. While there seems little doubt the Secretary of State had physical possession of the seal between 1861 and 1868, the Governor was constitutionally responsible for the seal during those years. The Secretary of State was once again designated as "custodian of the Great Seal of the State" by the Constitution of 1868. Deleted from the Constitution in the revision of 1968, his responsibility was carried over as statutory law.



First State Seal

First State Seal:

Governor William D. Moseley evidently exercised his constitutional prerogative as the Governor first elected and ordered a new seal made, for late in December, 1846, the first Great Seal of the State of Florida was delivered to the Secretary of State. The actual designer of the seal, whether it was Moseley or someone appointed by him, is not known, nor is a contemporary description of it available. The following description is from impressions on official documents.

An outline map of Florida occupies the top and right of a circular field. On an island in the lower left are one large and three small palm trees and an oak tree, under which sits a female figure with one hand outstretched to the Gulf of Mexico and the other holding a pike upon which rests a liberty

cap. About her are casks and boxes and a variety of flowering shrubs. On the water are four ships—a three-masted square rigger under full sail, another under jibs and topsails, a schooner, and a fishing smack. The legend around the outer rim is "State of Florida—In God is Our Trust." The diameter of the seal is two and three-fourths inches.

This seal was in use as late as 1861 and probably until supplanted in 1868. The Constitution of 1861 simply stated (Article III, Section 12), "There shall be a seal of State, which shall be kept by the Governor, and used by him officially," while the Constitution of 1865 provided (Article III, Section 13), "The State Seal last heretofore used (until altered by the General Assembly), shall continue to be the Great Seal of the State, and shall be kept by the Governor for the time being, and used by him officially." It does not appear that the General Assembly took any action on the subject.

The Second State Seal:

The Constitution of 1868 (Article XVI, Section 20) gave the following directive: "The Legislature shall, at the first session, adopt a seal for the State, and such seal shall be the size of the American silver dollar, but said seal shall not again be changed after its adoption by the Legislature." In compliance with this mandate, the Legislature of 1868 adopted a joint resolution, approved by Governor Harrison Reed on August 6, which provided: "That a Seal of the size of the American silver dollar having in the centre thereof a view of the sun's rays over a highland in the distance, a cocoa tree,

a steamboat on water, and an Indian female scattering flowers in the foreground, encircled by the words, ‘Great Seal of the State of Florida: In God We Trust,’ be and the same is hereby adopted as the Great Seal of the State of Florida.”

Someone Else’s Seal:

The unknown designer of the 1868 seal could hardly have known Florida. Florida has no mountains and Florida’s Indians did not wear the headdress shown. As T. Frederick Davis pointed out, the headdress was characteristic of tribes farther north and those of the West, and it was an insignia of distinction of the headmen and warriors exclusively. Davis concluded: “When the 1868 artist put the crown of eagle’s feathers on his Indian female he presented Florida with an unclassified savage having the head of a warrior and the body of a squaw.”

There is an unconfirmed story that a Northern designer modified for Florida a seal previously prepared for use by a government in the West.

The Constitution of 1885 retained the seal of 1868 in the following words (Article XVI, Section 12), “The present Seal of the State shall be and remain the Seal of the State of Florida.” The Constitutional Revision of 1968 permitted the design to be prescribed by law.

The 1970 Legislature defined the tree in the seal as a Sabal palmetto palm, rather than a “cocoa” tree. This change established the official State Tree as the tree of the State Seal.

As custodian of the seal, first by Constitutional authority and since 1968 by statute, the Secretaries of State have occasionally caused changes to be made to the seal, in accordance with the language of the Constitution and statute. Secretary of State R.A. Gray (1930–1961), for example, lengthened the skirt of the Indian.

The present State Seal was adopted by Governor Bob Graham and the Cabinet on May 21, 1985, upon its presentation by Secretary of State George Firestone.

Firestone had commissioned a revision of the Seal by Museum of Florida History artist John Locastro to remove inconsistencies, some of which had survived since 1868.

Among the anomalies of the old Seal are: a bag of coffee, never a staple crop in Florida; a cocoa palm instead of the state’s Sabal (Palmetto) palm; an Indian maiden dressed as a Plains Indian; mountains in a state where the highest elevation is 345 feet; and the questionable seaworthiness of the side-wheel steamer.

The 1985 seal was minted from droplets of silver unearthed at the site near the Capitol of the Spanish mission of San Juan de Aspalaga, which was burned in 1704. Since 1868, the official Seal has been the size of a silver dollar.



Second State Seal (First Design)



Seal in use in years just prior to 1985



Today's Seal

Reproduction Limited

Only upon approval of the Department of State can any facsimile or reproduction of the great seal be manufactured, used, displayed, or otherwise employed by anyone.

Colors in the Seal

The Seal, as used by the Secretary of State to authenticate commissions and other documents, has no color since it leaves impressions on gold wafers or paper. Reproductions use the colors envisioned by the artist since these are not prescribed by law.

The State Song

In 1935 the Legislature, by House Concurrent Resolution 22, adopted Stephen Collins Foster's "Old Folks at Home," as Florida's official song.

The song about Florida's Suwannee river, which Foster called "Swanee" and spelled "Swanee," was written in 1851 for a minstrel show in a dialect that was supposed to be the voice of a black slave. The song started the tourist industry in Florida. Beginning in the 1880s, it drew millions of people from around the world seeking the symbolic river and idyllic home described in the song's words.

The State Folk Culture Center, at White Springs on the Suwannee, has eight dioramas depicting Foster's songs, a tribute to the nation's troubadour. The Center annually attracts thousands of visitors to the museum, bell tower, picnic grounds, and to special events like the Memorial Day weekend Florida Folklife Festival.

"Old Folks at Home"

*Way down upon de Swanee Ribber,
Far, far away,
Dere's wha my heart is turning ebber,
Dere's wha de old folks stay.
All up and down de whole creation
Sadly I roam,
Still longing for de old plantation,
And for de old folks at home.*

Chorus

*All de world am sad and dreary,
Eb-rywhere I roam;
Oh, darkeys, how my heart grows
weary,
Far from de old folks at home!*

*2nd verse
All round de little farm I wandered
When I was young,
Den many happy days I squandered,
Many de songs I sung.
When I was playing wid my brudder
Happy was I;
Oh, take me to my kind old mudder!
Dere let me live and die.*

*3rd verse
One little hut among de bushes,
One dat I love
Still sadly to my memory rushes,
No matter where I rove.
When will I see de bees a-humming
All round de comb?
When will I hear de banjo strumming,
Down in my good old home?*

Changes of the State Song

As early as 1978, at the dedication of the new Capitol on March 31st, the lyrics of the State Song, “Old Folks at Home,” printed in the official program substituted “brothers” for “darkeys” in the chorus.

Leon and Lynn Dallin in their 1980 book, *Heritage Songster*, used “dear ones” instead. The Dallins also eliminated all attempts at reproducing dialect.

Because of lyrics they considered racist, starting from 1983 different lawmakers tried to name a new state song. In spring 2007 Senator Anthony Hill and Representative Edward Homan sponsored a contest to choose a new state song. The 2008 Legislature voted to keep “Old Folks at Home,” with modified lyrics, as the State Song and to name the contest winner the State Anthem.

The official revised lyrics of “Old Folks at Home,” as adopted by the Center for American Music, Stephen Foster Memorial at the University of Pittsburgh are:

*Way down upon the Swanee River
Far, far away,
There's where my heart is turning ever,
There's where the old folks stay.
All up and down the whole creation,
Sadly I roam,
Still longing for my childhood's station,
And for the old folks at home.*

Chorus

*All the world is sad and dreary,
Ev'ry where I roam,
Oh! dear ones how my heart grows weary,
Far from the old folks at home*

2nd Verse

*All 'round the little farm I wandered
When I was young,*

*Then many happy days I squandered,
Many the songs I sung.
When I was playing with my brother
Happy was I,
Oh! take me to my kind old mother,
There let me live and die.*

3rd Verse

*One little hut among the bushes,
One that I love,
Still sadly to my mem'ry rushes,
No matter where I rove.
When will I see the bees a-humming
All 'round the comb?
When will I hear the banjo strumming
Down in my good old home?*

State Anthem

“Florida” (“Where the Sawgrass Meets the Sky”) written by Jan Hinton, a Pompano Beach music teacher, won an online contest (the Just Sing, Florida! contest) to decide on a new State Song. The Florida Music Educators Association conducted the Just Sing, Florida! contest. A committee screened the 243 submissions and cut the list to 20. Three finalists were posted online. Hinton’s song collected 4,600 votes of the 8,020 votes received and was named the State Anthem by the 2008 Legislature. The lyrics are as follows:

*Florida, where the sawgrass meets the sky.
Florida, where our hearts will ever lie.*

*Sitting proud in the ocean like a sentinel true,
Always shielding your own, yet giving welcome.*

Florida.

To hear Florida’s Anthem, visit Jan Hinton’s website at www.janhintonmusic.com/Florida_Anthem.html.

*Mocking birds cry and ‘gators lie out in the sun.
Bridges span southward to the Keys and rockets skyward run.*

*The orange blossoms’ sweet perfume and fireworks fill the air.
And cultures rich, our native people share.*

*Florida, where the sawgrass meets the sky.
Florida, where our hearts will ever lie.*

An Earlier State Song

Before “Old Folks at Home,” there was another State Song, “Florida, My Florida,” adopted by the 1913 Legislature. Written in 1894 by the Rev. Dr. C. V. Waugh, a professor of languages at the Florida Agricultural College at Lake City, the song was said by the Legislature to have “both metric and patriotic merit of the kind calculated to inspire love for home and native State.”

Sung to the music of “Maryland, My Maryland,” the opening verses were:

*Land of my birth, bright sunkissed land,
Florida, my Florida,
Laved by the Gulf and Ocean grand,
Florida, my Florida.*

*Of all the States in East or West,
Unto my heart thou art the best;
Here may I live, here may I rest,
Florida, my Florida*

*In country, town, or hills and dells,
Florida, my Florida,
The rhythmic chimes of the school bells,
Florida, my Florida.*

*Will call thy children day by day
To learn to walk the patriot’s way,
Firmly to stand for thee for aye,
Florida, my Florida.*

*The golden fruit the world outshines
Florida, my Florida,
Thy gardens and thy phosphate mines,
Florida, my Florida,*

*Yield their rich store of good supply,
To still the voice of hunger’s cry—
For thee we’ll live, for thee we’ll die,
Florida, my Florida.*

State Welcome Song

The 1985 Legislature, by House Concurrent Resolution 1143, designated “Florida,” by Lawrence Hurwit and Israel Abrams, as “an official state welcome song.”

The lyric reads:

*Florida is sunshine, waterways
and sand
Florida’s a special kind of
promised land
Magic kingdom, the Sunshine
State, all these words are fine,
but words can never quite describe nature’s
own design*

*Little drops of water; little
grains of sand
made the mighty ocean and
made this lovely tropic land;
So dream your dreams in Florida
and they will all come true,
then when you get sand in your shoes,
Florida will be home to you.*

Other State Symbols

State Motto

First inscribed on the Great Seal by the 1868 Legislature, “In God We Trust” has been considered the state motto although not officially designated in the statutes. In 2005, two Tallahassee fourth-graders, Andrew Killinger and Samuel Ard, were spurred by this fact to ask their parents, three of whom are lobbyists, to help them make the motto official. In 2006, bills were sponsored in the House and Senate by Representative Greg Evers (R-Baker) and Senator Mike Bennett (R-Bradenton), officially making “In God We Trust” the state motto. (15.0301, F.S.)

Poet Laureate

Dr. Edmund Skellings was the latest Poet Laureate of Florida, named by Governor Bob Graham on April 16, 1980, after an out-of-state committee screened some 400 nominations to narrow the field to Skellings and five others.

An instructor at Florida International University at the time of his designation, Skellings was a nominee for the 1979 Nobel Prize in Literature and two volumes of his trilogy, “Nearing the Millennium,” were nominated for a Pulitzer Prize.

The Poet Laureate of Florida serves without term and without compensation. Skellings became the state’s third Poet Laureate. The first was Franklin N. Wood, appointed by Governor John W. Martin in 1929. The second was Mrs. Vivian Laramore Rader of Miami, who served from 1931 until her death in 1973 at age 83.

Skellings’ Florida

Florida

*We are South looking North.
Or vice versa.
We are international
And exceptionally local.
From here you could go to the moon.
And we can prove it.
Even the natives are transients.
Arriving and departing,
We are of two minds.
Coast to coast here means
One hour through our cotton mountains.
The sun rises and sets under salt waters.
Knowing in the bones that space is time,
We are wise as any peninsula.
We mine the dried beds of forgotten seas.
Fresh mango and orange bloom from the silt.*

— Edmund Skellings

*Outside Gainesville once, I reached down
Into time and touched the sabre tooth of a tiger.
No atlas prepared me for the moist
Sweet smell of his old life.*

*Suddenly a flock of flamingos
Posed a thousand questions,
Blushing like innocence.
But the moon, perfectly above Miami
Like some great town clock, whispers,
“Now . . . yesterdays . . . tomorrows . . . ”
And standing tropically and hugely still
At this port of meditation,
Reduced to neither coming nor going,
We are together on the way to somewhere.
In good time.*

State Opera Program

In 1964, the Greater Miami Opera Association, the Orlando Opera Company, Incorporated, and the Florida State University School of Music, representing the professional and academic communities in the field of opera, were jointly designated by the Legislature as the official Florida State Opera Program. (s. 15.044, F.S.)



Florida State Archives

Asolo State Theater Company members on stage in the Theater's 1974 production of "Ring Round The Moon" in the Ringling Museum's 18th century court playhouse in Sarasota, 1974.

State Flagship

On April 28, 2012, Governor Rick Scott signed a bill naming a 73-year-old schooner the state's official flagship. The 130-foot Schooner Western Union is based in Key West where it's being turned into a floating museum. It served as a cable vessel for the Western Union Telegraph Co. for three decades and was later used as a charter boat.

State Play

The 1973 Legislature designated the historical play the "Cross and Sword," by Pulitzer Prize winner Paul Green, presented annually by the citizens of the City of St. Augustine, as the official play of the state. (s. 15.035, F.S.)

State Pageant

The pageant "Indian River," presented annually by the citizens of Brevard County, was designated an official state pageant in 1979. (s. 15.043, F.S.)

Chronicler Laureate

The 1927 Legislature authorized the Governor to appoint a Chronicler Laureate, who would serve without compensation. Governor John W. Martin designated Franklin N. Wood in 1927.

Governor Wayne Mixson appointed Allen Morris in 1987 in recognition of Morris having chronicled Florida life in *The Florida Handbook* and other publications for a half century.

State Theaters

The 1965 Legislature established the Asolo Theatre Festival as "the State Theater of Florida," with its major season each year at the Asolo Theatre of the Ringling Museums at Sarasota.

Administration of the State Theater was vested by the 1970 Legislature in the Department of State with an advisory board of trustees.

Time magazine described Asolo (pronounced *Ash-olo*) as "a theater unique in all of North America ... intimate, enchanting, with a triple tier of embossed balconies." The Asolo was the great actress Eleonora Duse's home theater, and playgoers to the original theater included Chopin, George Sand, and Robert Browning. The 18th century Italian theater was purchased by the estate of John Ringling and moved from Italy to Florida in the 1950s. Dismantled and stored for 20 years, the theater was housed in the main auditorium until a new building was constructed using much of the original theater. The Florida State University School of Theatre has been associated with Asolo since 1968 and in 1973 established the FSU/Asolo conservatory for Actor Training.

Subsequently, the Coconut Grove Playhouse in Miami and the Hippodrome Theatre in Gainesville were designated State Theaters.

The 1986 Legislature appropriated \$100,000 to bring the Caldwell Theatre Company at Boca Raton under the State Theater Program.

State Nickname

“Sunshine State” was adopted as the State Nickname by the 1970 Legislature. Previously, official sanction of this nickname could be inferred from the law requiring “Sunshine State” to be printed on motor vehicle licenses.

However, a report by the National Weather Service says five other states (Arizona, California, Nevada, New Mexico and Texas) are sunnier. (See also the section on Climate.)

State Fruit

The orange was adopted as the State Fruit by the 2005 Legislature under the following words: The orange (*Citrus sinensis* and hybrids thereof) is hereby designated the official fruit of Florida. (s. 15.0315, F.S.)



State Beverage

The 1967 Legislature declared the juice obtained from mature oranges of the species *Citrus sinensis* and its hybrids to be the State Beverage of Florida. (s. 15.032, F.S.)

State Pie

After a short battle with north Florida legislators who proposed the pecan pie, the 2006 Legislature designated the Key lime pie as the official Florida State Pie. (s. 15.052, F.S.)

State Animal

The Florida panther (*Puma concolor coryi*) was designated Florida’s State Animal by the 1982 Legislature after a statewide vote by students. In school elections throughout the state, the panther had defeated the manatee, alligator, and key deer. (s. 15.0353, F.S.)



The Florida panther is a subspecies of panther that once ranged the Western Hemisphere. It is usually a uniform rusty or tawny cinnamon-buff color (deer-colored) on the back and whitish underneath. The tip of the tail, back of the ears, and sides of the nose are dark brown to black.

Reduced from the 1,360 believed to have been roaming Florida in the 1500s, the Florida panther was close to extinction when the Legislature acted.

Panthers in south Florida may belong to two distinct stocks, those in the Everglades and those in Big Cypress. The Everglades panthers may be descended from seven captive South American pumas released into the Everglades National Park between 1957 and 1967. In the 1980s, it was estimated that only 20 to 30 Florida panthers were left in Southwest Florida. The animals’ numbers were weakened from inbreeding, loss of habitat, and mercury poisoning.

In 1995, eight female Texas cougars, the closest genetically and geographically to the Florida population, were released into the Everglades Fakahatchee preserve. These efforts reestablished a healthy and diverse Florida panther gene pool. As of 2011, there were believed to be 120 to 160 adults and sub-adults.

Before they were recaptured, studies of Texas cougars released in 1996 in rural North Florida determined that there was enough wilderness and prey to support a self-sustaining population of about 50 panthers, and that not only could Florida panthers adapt to North Florida, where they once roamed freely, but also would likely spread into other Southeastern states.

In February 2011, conservation groups asked the federal government to relocate some of the southwest Florida panthers to Okefenokee National Wildlife Refuge along the Georgia-Florida state line or other nearby lands.

Unfortunately, many panthers are killed by cars (144 between 1972 and June 1, 2010). You can help these cats by making a donation to the Panther Fund established by The Wildlife Foundation of Florida. This fund was created to aid in the recovery of injured and orphaned Florida panthers. For more details on why this fund is so important visit <http://MyFWC.com/panther/fund.html>.

In Florida Statute 683.18 the Legislature designates the third Saturday of March as Save the Panther Day.

State Bird

A Senate concurrent resolution of the 1927 Legislature designated the Mockingbird (*Mimus polyglottos*) as the State Bird.

Florida shares its designation of the mockingbird with four other states: Arkansas, Mississippi, Tennessee, and Texas. As an editorialist for the *Miami Herald* wrote on August 4, 1972, these states are a part of the region where a country fiddler inserts arpeggios of birdsong between the words. The following song is an example to which the editorialist is referring:

“Listen to the Mockingbird”

*I'm dreaming now of Hally, sweet
Hally, sweet Hally,
I'm dreaming now of Hally,
For the tho't of her is one that never
dies
She's sleeping in the valley,
The valley, the valley,
She's sleeping in the valley,
And the mocking bird is singing
where she lies.
Listen to the mocking bird,
Listen to the mocking bird,*



*The mocking bird still singing o'er
her grave,
Listen to the mocking bird,
Listen to the mocking bird,
Still singing where the weeping willows wave.*

— Alice Hawthorn, 1855

State Marine Mammals

The 1975 Legislature named the West Indian manatee (*Trichechus manatus*), also commonly known as the sea cow, as the State Marine Mammal, and the porpoise, also known as the dolphin, as the Florida State Saltwater Mammal. (s. 15.038, F.S.)

Scientists believe manatees are distant cousins of the elephant, who left land for water millions of years ago. They can weigh more than 2,000 pounds and range from 8 to 14 feet in length.

Herbivores, they can ingest in a day as much as a pound of aquatic grasses for every ten pounds of body weight.

Manatees have no natural predator and can live up to 60 years. While they have no predators, diseases such as pneumonia and cold stress contribute to their mortality rate. But by far the manatee's biggest threats are human-related, and their loss of habitat has led to increased run-ins between manatees and human paraphernalia, most typically watercraft. Thanks to widespread slow-speed zones and increas-



Photo by Julian Dimock

A.W. Dimock swimming with a manatee, 1908. A.W., and photographer Julian, authored a number of publications recounting their experiences fishing, canoeing, camping, and logging and describing wildlife in a variety of places from Florida to Quebec. This image was used in their book "Florida's Enchantments."

ingly stringent protections put in place by both state and federal regulations, manatee deaths have gone down somewhat in recent years. Up from the lowest count of about 600 in the 1960s, 4,840 manatees were counted in January 2011. In 2010, there were a record number of deaths (767), mostly from the cold.

State Butterfly

The 1996 Legislature designated the Zebra Longwing (*Heliconius charitoniu*) as the State Butterfly. (s. 15.0382, F.S.)



State Heritage Horse

The Florida cracker horse was designated the official State Heritage Horse by the 2008 Legislature. (s. 15.0526, F.S.)



Largemouth Bass



Sailfish

State Fish

The 1975 Legislature designated the Florida Large-mouth Bass (*Micropterus salmoides floridanus*) as the State Freshwater Fish and the Atlantic Sailfish (*Istiophorus platypterus*) as the State Saltwater Fish. (ss. 15.036 and 15.037, F.S.)

State Shell

The horse conch was designated by the 1969 Legislature as the State Shell. Its scientific name is *Pleuroploca gigantea*. *Pleuroploca* refers to the ribbed spiral shell and *gigantea* means giant.

The Department of Natural Resources says the horse conch is among the largest marine snails in the world. Some specimens attain two feet in length, and have a possible life span of 12 to 14 years. When very young, horse conch shells are greyish white to salmon. The DNR reports the horse conch has been described as “the toughest guy on the block,” feeding mainly on other mollusks but known to consume stone crabs and other relatively large animals. In South Florida, the horse conch can be a pest, sometimes damaging crab and lobster traps with its powerful foot.

Horse conchs have little commercial value. Once known as the pepper conch, the orange flesh is edible, but with a peppery taste. Collectors highly regard the larger shells, sometimes used as trumpets. (s. 15.033, F.S.)



State Reptile

The 1987 Legislature, through Senate Bill 565, designated the American Alligator (*Alligator mississippiensis*) as the State reptile. (s. 15.0385, F.S.)



State Saltwater Reptile

The loggerhead turtle (*Caretta caretta*) was designated the State Saltwater Reptile by the 2008 Legislature. (s. 15.0386, F.S.)

State Tortoise



Photo by Mary Lou Norwood

Orange blossoms



Florida State Archives

Coreopsis

The 2008 Legislature designated the Gopher Tortoise (*Gopherus polyphemus*) the state tortoise. (s. 15.03861, F.S.)

State Flower

Florida's State Flower is the Orange Blossom, designated by Concurrent Resolution No. 15 of the 1909 Legislature. It is one of the most fragrant flowers in Florida.

State Wildflower

The flower of the genus *Coreopsis* was designated the State Wildflower by the 1991 Legislature, as species of this genus are found throughout the state and were used extensively in the paintings of the Florida Highwaymen and in the highway beautification programs. (s. 15.0345, F.S.)

State Tree

The sabal palm (*Sabal palmetto*) was designated the State Tree by the 1953 Legislature, concluding years of controversy. (s. 15.031, F.S.)

The 1949 House of Representatives endorsed the Royal Palm, but the Senate did not concur. There also was strong legislative support for the slash and longleaf pines. However, the Federation of Garden Clubs pressed its contention that palms are characteristic of Florida, and of those the sabal the most widely distributed over the state. The sabal had long appeared on the State Seal and it had been recognized as the State Tree by the U.S. Department of Agriculture.

Particularly in the early days, the Sabal furnished food and shelter. The bud was used as a vegetable and the fibrous trunk served as a wall for forts and cabins, affording good protection against weather and assault. The leaves provided thatching material for roofs and walls.

The name "palmetto" can cause considerable confusion in Florida because it is often applied to at least two distinct varieties of palms. A Florida Department of Agriculture and Consumer Services publication explained: "The Florida State Tree is properly named the Sabal Palmetto, and is called that throughout its range up into the Carolinas. In Florida, at least, the name 'palmetto' also is applied to the ground-hugging dwarf palm identified by taxonomists as *Serenoa repens*, and commonly called the saw palmetto. It is the second member of the 'pine and palmetto' flatlands so common over Florida. Its trunk lies along the ground and rarely rears up to form a normal treelike stem, though occasionally it can be found standing erect in heavily shaded locations."

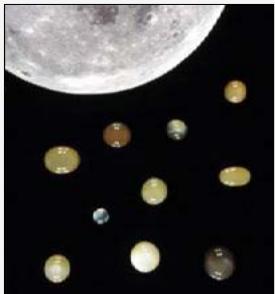


Photo by Hampton Dunn

Sabal Palm planted on the Capitol grounds in memory of Governor Dan McCarty, who signed the bill naming the Sabal Palm the state tree, Tallahassee.

State Stone

Agatized coral was designated as the State Stone by the 1979 Legislature. Agatized coral is described as a "chalcedony pseudomorph after coral, appearing as limestone geodes lined with botrydoidal agate or quartz crystal, and drusy quartz fingers, indigenous to Florida." (s. 15.0336, F.S.)



State Gem

At a joint meeting of the 1970 Legislature, to mark the occasion of the appearance of two astronauts from the second team to land on the moon, the Legislature designated the “moonstone” as Florida’s State Gem.

The moonstone was described in the law as “a transparent or translucent feldspar of pearly or opaline luster.” Ironically, the moonstone is not found in Florida. (s. 15.034, F.S.)

State Soil

The 1989 Legislature passed a bill to designate Myakka fine sand (sandy, siliceous, hyperthermic Aeric Alaquods) as the State Soil. The bill declared the Myakka fine sand had more acreage (800,000) mapped than any other soil in the state. Sponsors said “by officially designating a state soil, Floridians are saying that they have a valuable heritage to protect and conserve.” (s. 15.047, F.S.)

State Mineral

Calcite, the major rock-forming mineral of limestone, occurring commonly as translucent crystals of vitreous luster, colorless to honey-colored, having the chemical composition of calcium carbonate, was designated the State Mineral by the 2006 Legislature. (s. 15.0338, F.S.)

State Railroad Museums

The State Railroad Museums are the Orange Blossom Special Railroad Museum in West Palm Beach; the Gold Coast Railroad Museum, Inc. in Dade County, and the Florida Gulf Coast Railroad Museum, Inc. in Tampa. (s. 15.045, F.S.)

State Transportation Museum

The Florida Museum of Transportation and History, located in Fernandina Beach, was designated as the State Transportation Museum by the 1985 Legislature. (s. 15.046, F.S.)

State Maritime Museum

The Admiral John H. Fetterman State of Florida Maritime Museum and Research Center, to be built in Pensacola, was designated by the 2006 Legislature as the State Maritime Museum, unless reviewed and reenacted by the Legislature before July 1, 2015. (s. 15.052, F.S.)



Florida State Archives

Gold Coast Railroad engines 153 and 113 at the Gold Coast Railroad Museum, Fort Lauderdale.

State Sports Hall of Fame

The Florida Sports Hall of Fame in Lake City, Columbia County, is designated as the State Sports Hall of Fame. (s. 15.051, F.S.)

State Moving Image Center

The Louis Wolfson II Media History Center, Inc. was designated as an official State Moving Image Center and Archive in 1989. (s. 15.0396, F.S.)

State Band

The St. John's River City Band was designated as an official State Band in 1990. (s. 15.049, F.S.)

State Air Fair

The Central Florida Air Fair was designated by the 1976 Legislature as the State Air Fair. (s. 15.039, F.S.)

State Renaissance Festival

The Italian Renaissance Festival presented at Vizcaya by the Renaissance Historical Society of Florida, Inc. was designated a State Renaissance Festival in 1994. (s. 15.0445, F.S.)

State Festival

The festival "Calle Ocho Open House 8," a Florida historical festival, presented annually by the Kiwanis Club of Little Havana, Miami and the Hispanic citizens of Dade County, was designated a State Festival in 1980. (s. 15.0395, F.S.)

State Fiddle Contest

The fiddle contest held annually by the Florida State Fiddlers' Association, in cooperation with the Department of State at the Stephen Foster State Folk Culture Center, White Springs, was designated as the State Fiddle Contest by the 1989 Legislature. (s. 15.048, F.S.)

State Rodeo

The Silver Spurs Rodeo, a world class sporting event and the largest rodeo east of the Mississippi River, held biennially in Osceola County, was designated a State Rodeo in 1994. (s. 15.0391, F.S.)



Rodeo clowns face down a Brahma bull at the Silver Spurs Rodeo, Kissimmee, 1985.

Florida's American Folk Dance

The square dance, as symbolic of "our state character and pride," was designated the "American folk dance of the State of Florida" by the 1986 Legislature in House Concurrent Resolution 740. Square dancing was described by the Legislature as "called, cued, or prompted to the dancers, and includes squares, rounds, clogging, contra, line and heritage." The Legislature declared the square dance had been associated with the American people since 1651.

The State Day, "Pascua Florida Week"

April 2 was designated by the 1953 Legislature as State Day because Ponce de León first sighted Florida around that date in 1513. The designation by the lawmakers was at the suggestion of Mary A. Harrell, a teacher of social studies in the John Gorrie Junior High School of Jacksonville.

The Legislature also authorized the Governor to annually proclaim March 27–April 2 as "Pascua Florida Week" and to call upon schools and the citizenry for observance of this period as a patriotic occasion. Whenever April 2 falls on Saturday or Sunday, the Governor may declare either the preceding Friday or the following Monday as State Day.

Poetry Day

The 1947 Legislature decreed the 25th day of May of each year to be "Poetry Day in all of the pub-

lic schools” of Florida. House Concurrent Resolution No. 2 declared “a knowledge and enjoyment of poetry should be a part of the education of every person.”

State Office Holidays

These are holidays observed by the closing of State offices with employees paid (s. 110.117, F.S.):

New Year’s Day, Martin Luther King, Jr. Day, Memorial Day, Independence Day, Labor Day, Veterans’ Day, Thanksgiving Day, the Friday after Thanksgiving, and Christmas Day. If any of these holidays fall on Saturday, the preceding Friday shall be observed as a holiday. If any fall on Sunday, the following Monday shall be observed.

The Department of Management Services may designate when it is appropriate to have a “State Day of Mourning” in observance of the death of “a person in recognition of services rendered to the state or nation.”

Ceremonial Days

The following is a list of the ceremonial days observed in Florida (ch. 683, F.S.):

- Florida Jewish History Month, January
- Three Kings Day, January 6
- Arbor Day, third Friday in January
- Florida Alzheimer’s Disease Day, February 6
- Ronald Reagan Day, February 6
- Save the Florida Panthers Day, third Saturday in March
- [The 1988 House of Representatives, by resolution, declared April to be Arbor Month]
- Pascua Florida Week, March 27–April 2
- Parents’ and Children’s Day, first Sunday in April
- Everglades Day, April 7
- Pascua Florida (or State) Day, April 2—(if this is a Saturday or Sunday, the Governor may declare the preceding Friday or following Monday as State Day)
- Pan-American Day, April 14 (if this is not a school day, local school authorities may designate preceding Friday or following Monday as Pan-American Day)
- Patriot’s Day, April 19 (first bloodshed in Revolution at Lexington and Concord, April 19, 1775)
- Law Enforcement Appreciation Month, May
- Law Day, May 1, and Law Week, week of the Sunday preceding May 1
- Child Welfare Professionals Recognition Day, second Monday in May
- Law Enforcement Memorial Day, May 15
- Armed Forces Day, May 15
- Teacher’s Day, third Friday in May
- Juneteenth Day, June 19
- Purple Heart Day, August 7
- Drowsy Driving Prevention Week, first week in September
- Grandparents’ and Family Caregivers’ Day, first Sunday after Labor Day
- Florida Missing Children’s Day, second Monday in September
- I Am an American Day, third Sunday in October
- Retired Teachers’ Day, Sunday beginning third week in November
- Bill of Rights Day, December 15
- Homeless Persons’ Memorial Day, December 21

Legal Holidays

The following is the list of legal holidays (s. 683.01, F.S.):

- New Year's Day, January 1
- Martin Luther King, Jr.'s, Birthday, January 15, Observance on the third Monday in January
- Robert E. Lee's Birthday, January 19
- Lincoln's Birthday, February 12
- Susan B. Anthony's Birthday, February 15
- Washington's Birthday, third Monday in February
- Shrove Tuesday, also known as "Mardi Gras," in certain counties
- Good Friday
- Pascua Florida Day, April 2
- Confederate Memorial Day, April 26
- Memorial Day, last Monday in May
- Jefferson Davis's Birthday, June 3
- Flag Day, June 14
- Independence Day, July 4
- Labor Day, first Monday in September
- Columbus Day and Farmers' Day, second Monday in October
- Veterans' Day, November 11
- General Election Day, first Tuesday after first Monday in November of even numbered years
- Thanksgiving Day, 4th Thursday in November
- Christmas Day, December 25
- All Sundays



Florida State Archives

Henry White playing guitar at an Emancipation Day celebration, circa 1935.

Emancipation Day

Emancipation Day, June 19, is observed in black communities as the anniversary of the news of freedom reaching the slaves in Texas in 1865. The celebration of June 19, or "Juneteenth Day," later spread to other states, including Florida. (The Emancipation Proclamation was issued by President Abraham Lincoln on September 22, 1862. The proclamation declared the slaves of the states in rebellion would be free on January 1, 1863.) "Juneteenth Day" was proclaimed Emancipation Day by the 1991 Florida Legislature.

In northern Florida and southern Georgia, the 20th of May is celebrated in black communities as Emancipation Day, because it was on this day in 1865 that the Emancipation Proclamation was announced in Tallahassee by General Edward McCook of the Union Army.

"Floridian" or "Floridan"?

Is a citizen of Florida a "Floridian" or a "Floridan"? Either is correct but "Floridian" has been more common in general usage since the 1920s.

William Roberts, in 1763, wrote of the "longevity of the Floridian Indians." William Bartram, in 1791, said "the Creeks subdued the remnant tribes of the ancient Floridians." In 1778, Jonathan Carver reported that "I must exclude the stories he has introduced of the Huron and Floridian women." The *Oxford English Dictionary* says of "-ian" (meaning "of" or "belonging to") that the suffix forms both the adjective and substantive in "modern formations from proper names, the number of which is without limit."

The 1925 House of Representatives adopted a resolution, which the Senate rejected, resolving that citizens of Florida by birth and adoption “shall henceforth be known as Floridians.”

The resolution declared there was need for a uniform pronunciation and spelling. “The word Floridian is musical, poetical, euphonious, and easily rolling off the tongue,” the House found, while “the word Floridian is harsh, unmusical and unjustified by precedent.”

Representative Victor of St. Johns County, sponsor of the resolution, declared the “word Floridian is in keeping with the romance and traditions and beauty of this state.” He pointed out that “the ‘i’ is used in Georgians, Mississippians, Kentuckians, etc.” The Senate Journal shows the Senate summarily disposed of the House resolution upon its first reading without even the usual reference to a committee.

Crackers and Conchs: Floridians’ Nicknames

Floridians are known as “crackers,” but Allen Morris and Ann Waldron in their book *Your Florida Government* suggest the nickname should be used with care. Its acceptance by Floridians depends upon the person and, in some measure, upon the section of the state. An historian illustrated the shadings of the word by saying that if, while out of the state, someone hailed her as a “cracker” she would respond affirmatively. If, however, someone in Florida described her as a “cracker,” she would want to think it over.

A number of origins for the term “cracker” are suggested. Francis R. Goulding, in *Marooner’s Island* (1869), thought the name was derived from Scotch settlers in whose dialect a “cracker” was a person who talked boastingly. John Lambert, in *Travels Through Lower Canada, and the United States of North America* (1810), wrote: “The waggoners are familiarly called *crackers* (from the smacking of their whip, I suppose).” Emily P. Burke, in *Reminiscences of Georgia* (1850), said crackers were called that “from the circumstance that they formerly pounded all their corn, which is their principal article of diet.” Two modern historians, A. J. and Kathryn Abbey Hanna, writing in their *Lake Okeechobee* (1948), said: “The name ‘cracker’ frequently applied to countrymen of Georgia and Florida is supposed to have originated as a cattle term.” Florida cowboys popped whips of braided buckskin, twelve to eighteen feet long. The “crack” sounded like a rifle shot and at times could be heard for several miles. The writer of the newspaper column “Cracker Politics” suggested it might be prudent to accompany the nickname with a smile.

Angus M. Laird, a Tallahassee scholar, traced the word “cracker” back to Barclay’s “Shyp of Folys,” a play published in 1509 which made reference to “Crakers and Bosters,” apparently meaning traveling troubadours. Shakespeare in his “Life and Death of King John,” written about 1590, has the Duke of Austria saying, “What cracker is this that deafs our ears with this abundance of superfluous breath?” From these early usages, reported Laird, “the word has come to mean many things in the English language through the world.”

In his book *Cracker; The Cracker Culture in Florida History* Dana Ste. Claire (1998) quotes a response to a newspaper column by Robert Hunter “The definition of Florida Cracker that I heard when I went to DeLand in 1932 ... was that the term referred to “corn cracker” of whom there were many operating in the Florida backwoods, especially in Volusia County. ‘Corn crackers’ were moonshiners who used cracked corn mash, which after fermentation, they distilled into ‘white lightning’ which freely flowed at election campaign rallies of that time.”

Today’s Conchs are the direct descendants of the Bahamians who settled at Key West with the turn of the century in the 1800s. Many were Empire Loyalists displaced by the American Revolution and the transfer of Florida from Britain to the United States. Others were descendants of the Eleutheran Adventurers, a group of English political and religious dissenters who immigrated to Bermuda in 1647 and shortly afterward moved to the Bahamas. Classic examples of Bahamian homes, built by ship carpenters, remain in Key West.

Nowadays, “Conch” is applied generally to residents of Key West and adjacent keys. The original Conchs derived their nickname from the shellfish *Strombus gigas*, or conch, which early mariners and keys residents regarded as a delicacy.

First Theatrical Performance

Research by David D. Mays of the University of Central Florida leads to the reasonable assumption that a performance of *The Beaux' Stratagem* at British St. Augustine on March 3, 1783, was the first play in Florida, presented between 1513 and 1783. "In fact," wrote Mays in *Eighteenth-Century Florida: Life on the Frontier*, "the choice of this particular play was a happy one," as *The Beaux' Stratagem* was one of the most popular and best-known plays on the North American continent. Written by the Late Restoration Playwright George Farquhar, the play was, continued Mays, "a skillful amalgam of lusty double entendre, exciting plots and counterplots, tender romance, and broad comic characterizations."

Florida in Music and Song

A two-year stay in Florida, first at an orange grove on the St. Johns River and then in Jacksonville, by the English composer Frederick Delius (1863–1934) is evident in his work. Delius's *Appalachia* recalls two Negro melodies, "No Trouble in that Land Where I'm Bound" and "Oh, Honey, I am Going Down the River in the Morning."

Delius, who was 21 when he came to Florida, returned to England in 1886 and visited Florida only once again but memories of his youth inspired his opera *Koanga* and an orchestral suite, *Florida*.

"In Florida," once wrote Delius, "through sitting and gazing at Nature, I gradually learnt the way in which I should eventually find myself."

Also on the classical side is the "Tallahassee Suite" by the British composer Cyril Scott. A recording by violinist Jascha Heifetz, made in 1937, appears to have been issued for the first time in 1975. It was included in RCA Victor's six-volume "Heifetz Collection." It is not known why Scott gave the name Tallahassee to the suite. The suite is divided into three descriptive movements—Bygone Memories, After Sundown, and Danse Negre—and has been

characterized as a "lightweight work which makes most pleasant listening."

Stephen Foster's "Old Folks at Home" gave world fame to Florida's Suwannee River.

The great land boom of the 1920s had "Moon over Miami" as its theme (although in Coral Gables the Jan Garber orchestra played "When the Moon Shines in Coral Gables").

In mid-century, Bing Crosby and the Andrews Sisters joined in singing Frank Loesser's "Tallahassee" from the Paramount movie, *Variety Girl*.

To their astonishment and utter delight, in 1947 the citizens of Apalachicola, Florida suddenly found themselves squarely in the national spotlight when Bob Hope and Bing Crosby crooned a Johnny Burke ditty in their latest road picture.

It didn't matter, of course, whether the country's top comics had ever set foot in the seaside community. All that mattered was that millions of people were hearing the town's name for the first time, and in a highly flattering light. Their day in the sun had finally arrived, and if it would be brief, the people of Apalachicola would relish every minute of it... *Florida State University Research in Review*, Frank Stephenson, Editor



Florida State Archives

Portrait of composer Frederick Delius, Jacksonville, 1899.

*We're on our way
To AP-A-LA-CHI-CO-LA, F, L, A.
Magnolia trees in blossom and a
pretty southern gal,
It's better than the orange groves in
Cucamonga, Cal.
We're gonna stay
Along the Apalachicola Bay.
We may stop at Ochlockonee
for some hominy grits
Or pass through Tallahassee if the
weather permits
But we're on our way
to AP-A-LA-CHI-CO-LA, F, L, A.!*

— from *Road to Rio* (Paramount Pictures)

Early English Ballad

Research at Florida State University has turned up a good possibility of the earliest poem/song about Florida in an Elizabethan ballad called "Have Over the Water to Florida." It was popular in the streets of London about the time that Shakespeare was born in 1564.

The voyage to Florida was organized by a courtier named Thomas Stukeley. Queen Elizabeth gave him a ship and the enterprising explorer came up with five others on his own. However, it turned out that Stukeley's real plan was to pursue a course of piracy. As a result, his passengers never reached Florida. They spent the next two years plundering French, Spanish, and Portuguese ships instead.

The song was written by a would-be emigrant who lost his fortune supporting an expedition to

Florida. He envisioned it as a paradise far to the west where savage people bartered gold for trifles and where there were turkeys and tall cedar trees and pearls grew in oysters along the waterside.

Someone who heard the song copied it down by hand. This copy is now at the Bodleian Library at Oxford University England.

*Have over the water to Florida!
Farewell gay London now.
Through long delays, by land seas,
I have come, I know not how, To Plymouth
town in a threadbare gown,
And not enough money to tell.
With hy! a tryksy trym go tryksy.*
Wouldn't a wallet do well?*

*Regarded by translator as a meaningless refrain.

Diorama "Old Folks at Home" at the Stephen Foster Memorial Center, White Springs.

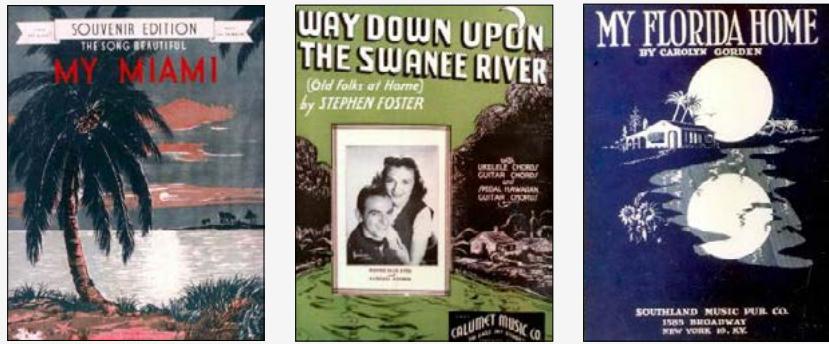


Florida State Archives

First Music

Dean-emeritus Wiley Housewright of the Florida State University School of Music said the "earliest European music heard in Florida was that of the Catholic church, sung by priests who accompanied such Spanish explorers as Ponce de Léon (1539), Pánfilo de Narváez (1520), Cabeza de Vaca (1528) and Hernando de Soto (1539).

"The soldiers of these explorers probably sang secular Spanish songs of the period. The first music teachers were the priests with the Tristán de Luna y Arellano company who came to Ochuse (Pensacola) in 1559." Dean Housewright documented other early musicians in his 1991 book, *A History of Music and Dance in Florida, 1565–1865*.





The Florida State Photographic Archives

“Photography and Florida evolved on remarkably parallel courses that suggest the likelihood there still may exist pictures of people and places associated with the beginning of statehood in 1845.” Allen Morris first made this statement in the early 1950s, and although it seems less likely 50 plus years later, it is still a possibility.

Throughout his long career, from copy boy to photographer, to reporter, to author, photography fascinated Morris. The idea that there might have been a daguerreotypist at the Madison courthouse on April 14, 1845, when the Democratic convention nominated William D. Moseley for first governor of the state, or near the steps of the new Capitol building in Tallahassee for Moseley’s inauguration and address on June 23, 1845, seems reasonable.

The process, known from the inventor’s name as daguerreotyping, was first developed in France in 1839. On January 19, 1843, this advertisement appeared in the Tallahassee *Floridian*: “Andrew Scott gives notice that he is now prepared to take Daguer[e]otype likeness. His room is on the cross street directly north of the Capitol, next to Captain Thomas Brown’s office. His charges will be moderate. No charge made unless satisfaction is given.”

The presence of daguerreotypists in Tallahassee and other Florida communities is apparent from similar advertisements in later months and years. Some were itinerants who advertised in advance of their visits; a few stayed in one place and also did other work (dentistry and carriage making, for example) to supplement their incomes.

Daguerreotypes gave way in the 1850s to less expensive ambrotypes and the so-called “tintype”

(really made on a thin sheet of iron), and then, by the 1860s, to photographs similar to a kind we know today, with negatives from which multiple prints can be made.

Had it not been for Morris’ interest in photography and his writing career, many historic Florida images would not be available to researchers all over the world. He conceived the idea of a collection of



Tintype of Mary Camilla Oakley and her tea set, Monticello, circa 1870.

Florida State Archives

Florida images while searching for illustrations for the first edition of *The Florida Handbook* in 1946. He proposed the idea to a few state and private agencies but was unsuccessful until 1952, when Dr. Doak Campbell, then president of Florida State University, agreed to give him space in the library and a part-time position to gather and organize whatever Florida images he could beg or borrow.

From that humble beginning has grown the collection of over a million images which is now part of the Florida State Archives in the R.A. Gray Building in Tallahassee.

The Photographic Archives spans a wide range of images from copies of mid-15th century maps to present-day government leaders. The photographic techniques used vary from daguerreotypes to digital. Most of the holdings in the collection have been obtained singly or in small groups. Together with images from commercial studios, news services, and newspaper photographers, they form the most comprehensive view of Florida available anywhere.

As of 2012, over 175,000 of the photographs have been scanned and placed on a website as part of the Archives' Florida Memory Project, online at:

<http://floridamemory.com/photographiccollection/>, with nearly 1,000 more being added every month.

Any photograph on the website may be downloaded free (see the copyright information and disclaimer), and copies are available for a nominal fee.

And remember, the collection has been built on donations. If you have Florida-related images you would be willing to give or loan for copying, use the website to contact the Archives staff. Who knows, a copy of that daguerreotype of the Moseley inauguration may turn up yet.



To see more photographs by Alvan Harper and learn about his life, see *The Photography of Alvan S. Harper*, by Joan Morris and Dr. Lee H. Warner, or visit the Florida Memory Project photography archive online at floridamemory.com.



Left: Brothers and sisters.

Above: Men and boys on the porch of the Tallahassee general store.

These turn-of-the-century photographs of Floridians were all taken by Alvan S. Harper, who operated a portrait studio in Tallahassee from about 1885 to 1910.



*Left: A Tallahassee teacher and her students.
Above: Portrait of infant Clara Lewis.*



Public Education

Source: Florida Department of Education

Public education in Florida dates back more than a century and a half to 1822, when Florida became a territory.

At that time, every sixteenth section of land in each township was reserved for the maintenance of primary schools. However, for 10 years there were no schools in Florida except a few private elementary schools.

In 1823, one year after Florida became a territory, Congress enacted legislation reserving townships of land—called “seminary lands”—for two higher education institutions. These early seminaries were the “ancestors” of today’s University of Florida and Florida State University.

Early Efforts

In 1831, the Florida Education Society was formed in Tallahassee and branch societies were organized throughout the state. In its first year the FES attempted to operate a free public school in St. Augustine and a manual-labor school in Tallahassee. Both schools were dependent on public subscription, which was unsteady, and the projects were abandoned.

But these early groups were pioneers in the concept of free public education, and they met strong opposition from people of wealth and influence who regarded public schools and pauper schools as one and the same.

In 1839, the territorial government attempted to establish a public school system. Three trustees in each township were named to oversee and lease school lands, using proceeds to support public

schools. A new law set aside 2 percent of the territorial tax and auction duties “for the education of orphan children of the county to which the funds belong.” But there is no record of the law being implemented.

Another attempt was made in 1844, with county sheriffs being given the authority and duties of the trustees. This did not work, and trustees were restored with provisions made for their election by the people. A year later, judges of probate were appointed as superintendents of common schools.

In a search for sources of revenue, the territorial assembly authorized the use of lotteries to raise funds for Quincy Academy and a school in St. Augustine, but not much is known of the results.

Until 1845, the only true public schools in Florida were in Franklin and Monroe counties. In 1845, when Florida became a state, interest in a state public school system gained impetus. Control of school lands was taken from the counties and reverted to the State Register of Public Lands, and in 1848 the state was authorized to sell school lands, using the proceeds to set up a permanent state school fund.

First System in 1849

In 1849, the first real state school system was authorized. The State Registrar of Lands was designated as State Superintendent, judges of probate were to be county superintendents, and local boards of trustees were to be elected by the taxpayers. In 1851, counties were authorized to levy taxes of up to \$4 per child for schools, but only Franklin and Monroe Counties are on record as taking advantage of the law.

In 1853, county commissioners were delegated to act as county school boards.

The Constitution of 1868 provided for a State Superintendent (now Commissioner) and a State Board of Education, composed of the Governor and Cabinet Members. In 1998, Florida voters amended the Constitution to make the Commissioner of Education an appointed rather than elected position. The composition of the State Board of Education changed also. As of January 3, 2003, a seven-member board selected by the Governor served as the head of the Department of Education. The commissioner served as executive director of the department.

The Constitution also set up a state school tax of one mill, with counties required to raise locally an amount equal to one-half of the State's contribution. It also provided that children could not be counted, for state fund distribution purposes, unless they attended school at least three months of each year. This was the first time a minimum school term was established, and the first time the State offered an incentive for raising local funds for schools.

In 1885, the drafters of the Constitution wrote:

"The Legislature shall provide for a uniform system of public free schools, and shall provide for the liberal maintenance of the same."

A special state school tax, of one mill, was included in that Constitution, along with the following provision:

"Each county shall be required to assess and collect annually for the support of public free schools therein, a tax of not less than three mills, not more than five mills on the dollar of all taxable property in the same."

Maximum county millage was raised to seven mills in 1904 and 10 mills in 1918. The Constitution of 1968 placed a 10 mills ceiling on board-levied millage. In 2010-2011, school board levies were as follows: (1) a levy required for participation in the

state finance program—5.380 mills (average of all districts); (2) a discretionary local millage of .748 mills; (3) a supplemental levy up to .25 mills; and (4) an optional capital outlay and maintenance levy—not to exceed 1.5 mills. Within the 10 mill cap, the school board may, with approval by the voters of the district, levy an additional tax for a period not to exceed four years.

The options for voted millage continued essentially unchanged under the 1968 Constitution. District electors may vote to levy additional millage for the payment of bonds, which are generally paid serially over a 20-year period.

Taxes may also be voted for periods not longer than two years, for operations or capital outlay.

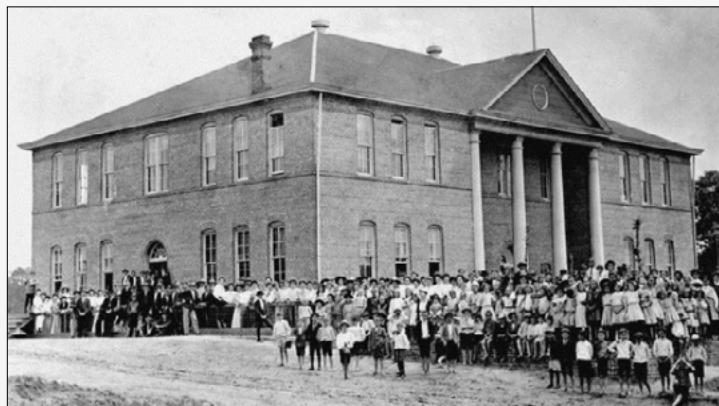
The "New School Law," of 1889 spelled out the powers and duties of school officials, providing uniformity among county school systems.

Conference for Education

Between 1892 and 1920, many changes occurred in education, and much of this progress was sparked by the Conference for Education in Florida, an organization of laymen and teachers whose aim was the improvement of all schools in Florida.

The first state compulsory attendance law was enacted in 1919, and in the same session the Legislature passed a uniform public curriculum law setting minimum requirements. Florida's program of vocational education expanded with passage of the federal Smith-Hughes Act of 1917, and, in 1927, the state's program of vocational rehabilitation began.

In the early 1930s, Florida schools, like those in most states of the nation, suffered financially during the Depression years. Increased state aid could not offset the losses from local sources, and many school systems were unable to meet their current operating costs, with some counties defaulting on school building bonds when local revenue declined.



Florida State Archives

Students posed in front of Madison High School, Madison, 1900.

The 1937 Legislature authorized preparation of the School Code of 1939, which removed old conflicts in school laws and also approved other laws relating to education that reorganized and improved the school program.

Following World War II, Florida schools faced a multitude of accumulated crises. Salaries were too low, buildings were in need of repair, and additional classrooms were desperately needed. Enrollments were expanding rapidly, and a breakdown in the state's school system threatened unless speedy action was taken.

Minimum Foundation Program (MFP) in 1947

A Florida Citizens Committee on Education was given the task of figuring out a solution. Appointed by the Governor and approved by the 1945 Legislature, the committee made an intensive, 2-year, study. Their study and leadership resulted, in 1947, in enactment of a comprehensive school financing plan—the Minimum Foundation Program—which operated with changes and improvements through 1972–1973.

In 1955, the Junior College Advisory Board was created and charged by the Legislature with recommending a long-range plan for establishment and coordination of a system of 2-year post-high school institutions.

In 1957, the State embarked on a statewide, planned program to bring junior college educational

opportunities to every area in the state. Funds were provided for four existing junior colleges and for establishment of six new ones. Today there are 28 community colleges in the state.

In early 1968, a special session was called for the improvement of education following a “crash” study by the Governor’s Commission for Quality Education. Immediately following the end of that session, the Florida Education Association called for a statewide teacher walkout, based on FEA complaints about the legislative program. The walkout lasted about three weeks, and by the end of a month, most of the state’s teachers were back in their classrooms.

Unified System

The 1969 Legislature, in its general reorganization of state government, placed all of Florida’s tax-supported schools in a single, unified system of public education.

The State Board of Education, under the 1969 reorganization, was made responsible for the entire state education system. The Commissioner of Education, a member of the Board of Education, was made the chief education officer.

The new Constitution, approved by the voters in 1968, provided that the Board of Education would consist of the Cabinet and the Governor (seven members, instead of the previous five members, adding the Comptroller and the Commissioner of Agriculture). The Constitution also eliminated the title of the Superintendent of Public Instruction and created the title of the Commissioner of Education in a broader role.

This changed again in 1998 when the Constitutional Revision Commission proposed sweeping alterations, which the voters approved in the general election that year. All public education sectors were merged into the same agency. K-12 public education, the 28-member community college system and the state’s 11 public universities were put under the State Board of Education. The State Board of Community Colleges and Board of Regents, which governed the public universities, were abolished.

However, in 2002, voters approved another constitutional amendment that removed the State University System from under the State Board of Education and placed it within a new university gov-



Florida State Archives

Students with Professor Robert Sharpton, Miami-Dade Junior College, Kendall Campus, 1970.

ernance system, led by a 17-member Board of Governors.

Another 1998 amendment states that, “The education of children is a fundamental value of the people of the State of Florida. It is, therefore, a paramount duty of the state to make adequate provision for the education of all children residing within its borders. Adequate provision shall be made by law for a uniform, efficient, safe, secure, and high quality system of free public schools that allows students to obtain a high quality education...”

Efforts Toward Reform

Standards for student performance, pupil progression, and graduation from high school were established and a statewide program of student assessment testing began in 1977. A test to measure high school students’ ability to apply basic communications and computations knowledge to practical life requirements was instituted and, after successfully withstanding legal challenges, passage of the test was applied in 1983 as a criterion for the award of a standard high school diploma.

Incentives programs were established to stimulate and provide recognition for achievement through academic competition and to encourage outstanding students to remain in Florida by providing scholarships to students for Florida colleges and universities.

College sophomores were required to pass the College Level Academic Skills Test in order to earn an Associate of Arts degree or be fully admitted to the upper division of a state university. Passage of the Florida Teacher Certification Examination became a requirement for certification of new teachers.

Concurrently, more stringent entry requirements to colleges of education, strengthened requirements for state approval of teacher preparation programs, and higher standards for graduation from colleges of education were established. An intensified beginning teacher internship program was implemented to further guarantee adequacy of preparation of teachers for Florida classrooms.

Extension of the education reforms of the 1970s and significant new initiatives marked sessions of the Legislature in the 1980s. The Florida Primary Education program to expand services for kindergarten

through grade three students was funded through a decade. The Florida Progress in Middle Childhood Education Program and preschool projects received significant funding. Dropout prevention was given emphasis by funding through the basic finance formula and by special projects. Stringent high school graduation requirements and teacher certification requirements were set. Scholarship programs were enhanced. Instruction in the prevention of AIDS was made a curriculum requirement for all students.

As the last decade of the 20th century dawned, the focus of education reform shifted to preparing the work force for the next century. To do so would require Florida to tackle a growing dropout problem. The best long-term solution to the dropout dilemma, ensuring that all students come to school ready to learn, was addressed with the implementation of Pre-kindergarten Early Intervention for disadvantaged preschoolers, the funding for which has steadily increased.

The 1996 Legislature authorized the creation of charter schools and required school districts to develop open enrollment programs to provide parents with opportunities in the selection of schools for their children. Florida currently ranks third in the nation both in the number of charter schools and in charter school enrollment. In the 2012-13 school year, over 203,000 students were enrolled in 579 charter schools in 44 Florida districts.

The following year, the Florida Virtual School (FLVS) was initially funded as a grant-based pilot project, pioneering Florida’s first Internet-based public high school. The FLVS courses are free to Florida middle and high school students, including public, private, and home-educated students. Funding for FLVS is based primarily on successful course completions, which grew to 303,329 half-credit completions and 148,000 students in the 2010-11 school year.

The 1997 Legislature created the Florida Bright Futures Scholarship Program with funding from a portion of lottery proceeds. This program combined the two existing merit scholarship programs—Florida Academic Scholars and the Vocational Gold Seal Scholarship—with a new Florida Merit Scholars Program. This program greatly expanded the availability of higher education scholarships and provides a new incentive for high achievement in public schools.

In 1997, a special session of the Legislature was called to address the increasing need for classrooms. This need had risen to crisis proportions in many districts. The response to this situation was the creation of the Classroom First Program, which provided approximately \$2.5 billion through bonding of a portion of public school lottery proceeds. Additional funding was provided through several programs emphasizing construction of functional and thrifty schools.

In 2000-01, the Florida Legislature expanded the educational options of parents to include scholarships for students from low-income families and students with disabilities. In 2011-12, the Corporate Tax Credit Program provided \$147.4 million in scholarships to 40,248 students to attend private school or assist with transportation costs to attend a public school in a neighboring district. Two years prior, the John M. McKay Scholarships for Students with Disabilities Program issued 20,926 scholarships, which allowed parents of students with disabilities the option of choosing the best academic environment for their child(ren).

Magnet schools and rigorous programs for the best and brightest students were expanded, including the Advanced Placement, International Baccalaureate, and Advanced International Certificate of Education programs. Standardized testing was reformed, eliminating minimum competency testing, and a writing component and a science component were added to statewide testing.

Florida's System for High-Quality Schools

The 1991 School Improvement and Accountability Act set a new course for education in Florida. The legislation called for sweeping changes in public schools and returned the responsibility for education to those closest to students, parents, teachers, community members, and business representatives. A system of school improvement and accountability was established to encourage change while setting high standards, allow flexibility for achieving the standards, and hold schools accountable for expected results, specifically, improved student performance. The state provided financial awards to schools that greatly improved or sustained high student performance and provided intervention and assistance to schools with low student performance.



Photo by Gregory Hansen

Erma Celzo giving a Philippino cooking demonstration of Pancit at John E. Ford Elementary School, Jacksonville, 1992.

In 1999, the Florida Legislature took the next step by enacting bold new legislation to transform all public schools into centers of excellence. Underlying the new legislation was the fundamental principle that every child should gain at least a year's worth of knowledge each school year. The legislation increased standards and called for greater accountability for students, schools, and teachers. Students were now assessed more often and took tougher tests. All schools received performance grades (A-F) based mainly on student performance, and these grades were and are still widely publicized. Educators are evaluated based, in part, on student performance.

The original components of school improvement and accountability remain the cornerstone for high-quality schools. These components include school improvement planning, standards and assessment, local flexibility, reporting, rewarding success, and correcting failure. Collectively, the components create a system for schools to ensure that every child has the opportunity to succeed.

Financing Public School Education

Financial support for Florida public school education comes from Federal, State, and local sources. At the state level, the major sources of money for operations are the General Revenue Fund (the sales tax, corporate income tax, beverage tax, documentary stamp tax, cigarette tax, insurance premium tax, intangible tax, estate tax, service charges, pari-mutuels tax, and other taxes) and the Educational Enhancement (Lottery) Trust Fund. At the school

district level, the sources of funds for operations are primarily from ad valorem (property) taxes and from adult student fees.

During the 1947–48 school year, public schools received 45 percent of their total revenue from local sources, 52.3 percent from the State and 2.7 percent from the federal government. By 2010-11, this had changed to 54.15 percent from the local sources, 35.68 percent from the State and 10.17 percent from the federal government

From 1947–48 through 1972–73, the core of financial support for the instructional program was provided through the Minimum Foundation Program (MFP): allocations for salaries, materials, facilities, and student transportation. As needs changed, legislation was passed which amended the MFP to provide the legal and financial bases for additional programs and services. In 1973–74, state support of public school education was provided through enactment of the Florida Education Finance Program (FEFP), and the MFP was repealed.

Florida Education Finance Program (FEFP)

Like the MFP, more than a quarter century earlier the FEFP was the product of various studies and recommendations by a citizen's committee. Formally known as the Governor's Citizens Committee on Education, the 22-member group representing individuals from all walks of life met each month for two years. With the aid of professional staff to prepare materials and conduct research, much of the final committee report was incorporated into the "Florida Education Finance Act of 1973" which established the Florida Education Finance Program.

The Florida Education Finance Program (FEFP) changed the focus for funding public school education. Traditionally, State agencies have distributed dollars to school districts by formulas based upon instruction units. The key feature of the FEFP is to base financial support for education upon the individual student participating in a particular program. FEFP funds are generated by multiplying the number of full-time equivalent students (FTE's) by weight factors (program cost factors) to obtain weighted FTE's which are then multiplied by a base student allocation fixed annually by the Legislature.

The 2000 Legislature sustained the evolution of policy established to provide operating funds for grades kindergarten through 12th through the FEFP. However, adult education was provided through the Workforce Development Program.

Program Cost Factors

Educators have recognized that certain grade levels and special programs require more money to operate than others. The FEFP provides for this through use of program cost factors. These factors are modified each year based on actual expenditures. Funded programs are grouped in four categories: Basic Education, Exceptional Student Education, English for Speakers of Other Languages (ESOL), and Vocational Education. A cost factor is set for each program within these groups. For the 2008-2009 school year there were seven program cost factors included in the appropriations act: Basic, three programs (kindergarten through grade 3, grades 4-8 and grades 9-12); Exceptional Student Education, two programs representing relative level of support needed by each student; ESOL students, one program; and Vocational Education for secondary students, one program. Cost factors for these programs vary from a low of 1.000 for Basic, grades 4-8, to a high of 4.970 for the highest support level for exceptional education students.



Photo by Gregory Hansen

Leon High School students Elvy Carter and Leonard Bell taking vocational agricultural studies in livestock enterprise, Tallahassee, 1957.

District Cost Differential (DCD)

The FEFP recognizes that the purchasing power of the dollar is not the same throughout the State. The district cost differentials, which were fixed by the Legislature each year from 1973 through 1976, are now determined based upon the average of the last three Florida Price Level Index Studies. In computing the differential index, this average is factored to apply to 80 percent of each district's FEFP. The rationale is that approximately 80 percent of costs relate to employment of staff. Application of the differential tends to neutralize the effects of high and low cost areas in the employment of educational personnel.

Base Amount for Current Operations

The base amount for current school district operations under the FEFP is determined as follows:

- The full-time equivalent student membership (FTE) in each program; multiplied by
- The cost factor of each program equals the weighted full-time equivalent membership (WFTE); multiplied by
- The base student allocation (BSA); multiplied by
- The district cost differential (DCD) equals the Base Funding.

Required Local Effort

After each district's total FEFP entitlement has been determined, the required local effort is deducted. A dollar amount for statewide required local effort is specified in the Appropriations Act each year. The Department of Revenue provides the Department of Education with an estimate of each district's property tax roll. The Department of Education then computes the millage rate, which when applied to 95 percent of the tax roll, yields the local effort for each district. The statewide average millage rate for 2010-11 was 5.380 mills. However, the millage varies by district due to application of assessment ratios which reflect the Department of Revenue's most recent determination of the assessment level for each district. Assessment ratios were first applied in 1984-85. In 2010-11, the resultant required local effort millages

ranged from a high of 5.731 mills to a low of 5.063 mills. Millage rates are also adjusted so that the state financed portion of the FEFP is at least 10 percent. This provision applied to seven districts in 2010-11 with the result that their required local effort millage rates ranged from 1.916 to 4.984 mills. The 1997 and 1998 Legislatures established a new policy and process for funding adult job training and adult literacy programs. Workforce Development focused funding on completion of adult vocational and adult general education programs and placement of students in employment.

The Florida Comprehensive Assessment Test (FCAT)

First implemented in 1998 and covering grades 3-11, the FCAT measures student progress toward meeting the Sunshine State Standards benchmarks. During the 2011-2012 school year, the state began a transition from the FCAT to the FCAT 2.0 and Florida End-of-Course Assessments. For more information on the new FCAT, visit the Florida Department of Education website at <http://fcat.fl doe.org/fcat2/>.



Photo by Elizabeth Higgs

South Hamilton Elementary School students playing with a Maypole, White Springs, 1992.

Constitutional Class Size Maximums

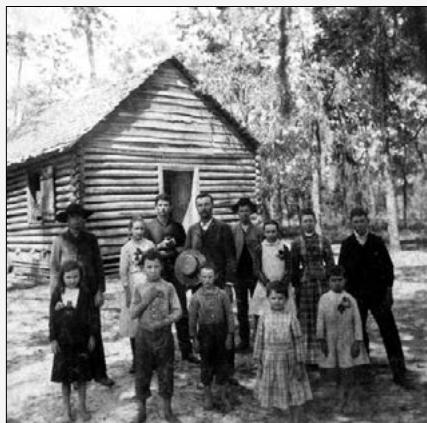
In 2002, Florida voters approved an amendment to S. 1, Article IX of the State Constitution establishing maximum class sizes for core-academic courses in grades K-3, 4-9, and 10-12.

Workforce Development Education



Photo by Mark T. Foley

Speaker-Designate Marco Rubio, R-Miami, has the full attention of his colleagues on the House floor while closing debate in support of the class size amendment, HJR 467, Tallahassee, 2006.



Florida State Archives

The one-room schoolhouse in North Volusia County, circa 1900.



Florida State Archives

Administrators and students of the Arthur G. Dozier School for Boys, a high risk residential commitment facility operated by the Department of Juvenile Justice, Marianna, circa 1955.

Workforce Development programs include: adult general education programs, technical certificate programs, applied technology diploma programs, apprenticeship programs, and continuing workforce education programs. The distribution of state funds for school districts and colleges is by specific appropriation to each school district and college. Funding includes required student fees.

More Funding Information

The Department of Education publication “Funding Florida School Districts” can be found at <http://www.fl doe.org/fefp/pdf/fefpdist.pdf>. This document provides a complete description of the FEPP, Workforce Development, other state sources, uses of Florida Lottery proceeds, funding of virtual school instruction, and school board taxing authority.

Florida Public School Statistics from 1901-1902 to 2009-2010

School Year	Number of Schools	Enrollment/Membership†	High School Graduates‡
1901-1902	2,336	112,384*	136**
1911-1912	2,702	157,161*	305**
1921-1922	2,597	237,770*	1206**
1931-1932	2,583	367,758*	6,140**
1941-1942	2,589	402,009*	14,171
1951-1952	2,034	556,936*	17,888
1961-1962	1,940	1,136,937*	43,717
1971-1972	1,921	1,473,728	78,296
1981-1982	2,296	1,488,073	89,199
1991-1992	2,730	1,932,131	93,368
2001-2002	3,683	2,495,426	119,233
2005-2006	4,193	2,668,337	137,613
2006-2007	4,137	2,662,701	136,076
2007-2008	4,054	2,652,684	140,023
2008-2009	3,990	2,628,754	143,947
2009-2010	4,040	2,634,382	156,382

*Enrollment

**Estimated

†Prior to 1960, separate schools existed for black and white students. The decrease in the number of schools in the 1970's was due to desegregation.

‡Includes standard diplomas and special diplomas.

Source: Department of Education, Profiles of Florida School Districts, Students and Staff Data; the Florida Statistical Abstract 2011

Home Schooling in Florida 1995-1996 to 2010-2011

Year	Families	Children
1995-1996	14,964	22,285
1997-1998	21,507	31,440
1999-2000	26,656	37,196
2001-2002	29,417	44,460
2002-2003	29,892	45,333
2003-2004	32,166	47,151
2004-2005	35,377	51,110
2005-2006	36,149	52,613
2006-2007	38,939	55,822
2007-2008	39,100	56,650
2008-2009	42,431	60,913
2009-2010	42,754	62,567
2010-2011	48,254	69,281

Source: Florida Dept. of Education: <http://www.floridachoolchoice.org>; the Florida Statistical Abstract 2011.

The National Center for Education Statistics, part of the U.S. Department of Education, reported that the main reasons for home schooling are (1) concerns about the environment of school (anxiety about terrorism, weapons in school, etc.) (2) the desire to teach religion and moral lessons, and (3) lack of confidence in the academic instruction in local schools.

Superintendent of Public Instruction Thomas D. Bailey examining a book on Communism with Ms. Modl and Dr. Fred Turner, Tallahassee, 1962. The book was one of three textbooks dealing with Americanism versus Communism that the state Board of Education adopted for use in Florida's public schools.



Florida State Archives

Students at the Pine Crest Preparatory School, Fort Lauderdale, 1969. This photo was taken for a fund-raising brochure (Forward Fund) to raise money for classroom additions.



Photo by Roy Erickson



Sports in Florida

Gerald V. Ensley*

It can be argued sports in the United States began in Florida. For St. Augustine, founded by the Spanish in 1565, was the first permanent settlement in the portion of North America that became the United States. And by the early 17th century, Spanish missionaries in Florida were writing about the “ball games,” played by the Apalachee, Creeks, Timucuans and other Native American tribes.

Though there are records of at least three types of games—including a game played by women with cane rackets—the most important was the “ball game” played between large teams from rival villages.

The game featured a musket-sized ball made of buckskin which players could advance only by hitting with their feet or hands. The object was to knock the ball into a goal consisting of a tall pole topped by an eagle’s nest. Teams, consisting of 40 to 50 players per side, received one “strike” for each time the ball hit the pole and two “strikes” for each time it lodged in the eagle’s nest. The first team to get 11 strikes was the winner.

The games were played in mid-afternoon on hot summer days and were preceded by rituals, including a pregame night of ribald drinking and sex by the players.

Even then, 350 years ago, sports were considered prestigious and the best players were pampered. Skilled players were given houses, their fields were planted for them and their misdeeds were winked at by tribal authorities.

Gradually, the games were stamped out by Spanish authorities, who blamed them for fostering paganism and immorality. Gradually, for a variety of reasons, Florida was eclipsed as an important New World colony, falling into relative isolation throughout most of America’s colonial and antebellum days.

Thus, it was not until the 20th century that Florida began to grow in population and importance, and with that growth came the return of sports.

Auto Racing

Daytona Beach was one of the nation’s first centers of auto racing, as early daredevils were drawn to the wide, flat sand of the “World’s Most Famous Beach.”

Ransom Olds, the father of the Oldsmobile car company, held the first celebrated race in 1902. He and a friend, Alexander Winton, marked off a course on nearby Ormond Beach and raced to a tie—climb-



Florida State Archives

Ralph Hepburn, starting second with a time of 141.9 mph, speaks with official starter Barney Oldfield as the field readies for the green flag, Fulwood Speedway, Miami Beach, 1926.

*Gerald V. Ensley is a senior writer for the Tallahassee Democrat. This work was originally published in the 1997-1998 edition of The Florida Handbook. Recent simple updates have been made by the editor.

ing to speeds of 50 mph. Winton returned the next year to set a land speed record of 68 mph.

That began an annual contest in Daytona Beach and Ormond Beach that advanced the land-speed record 15 times before the event ended in 1935—when Sir Malcolm Campbell set a land-speed record of 276 mph.

The next year, 1936, a former Washington, D.C. banker who had settled in Daytona Beach, Bill France, began staging stock car and motorcycle races on the beach. The events were halted during World War II, but in 1947, France and 18 others formed the National Association of Stock Car Racing (NASCAR) and started holding races on a course that used the beach and Highway A1A.

In 1949, NASCAR inaugurated an annual calendar of stock car races around the nation. In 1959, beach racing ended when France opened the 2.5-mile Daytona International Speedway, and held the first Daytona 500 race. Five decades later, Daytona Beach remains the headquarters of NASCAR, which stages three series of racing each year. Its most popular series, the Sprint Cup, has 36 races, including the Daytona 500 every February. Despite a slumping economy, more than seven million spectators attended Sprint Cup races in 2010. According to Nielsen Media Research, more than 35 million Americans tuned their televisions to the Daytona 500 in 2012.



Florida State Archives

A young fan gets an autograph at the St. Louis Cardinals spring training, Saint Petersburg, 1977.

Baseball

Like the rest of America, Florida took up baseball in earnest after the Civil War. Local competition led to intercity rivalries. In 1874, the first recorded games were played between teams from Tallahassee, Jacksonville, Fernandina Beach, Lake City and Palatka.

By the 1890s, the game had spread to sparsely settled South Florida and rivalries were so fierce that “ringers,” or professional ball players, were often imported into a community to improve the play of the local nine. One of the more notable early ringers was John McGraw. The future Hall of Fame major league manager was hired to play for a Gainesville team, earning room, board, laundry and “one cigar a week.”

The game really began to boom in the early 1900s when teams were established at state high schools and colleges. St. Petersburg High fielded a team as early as 1904 and Stetson University had a squad by 1910.

The biggest boost came when professional baseball teams began to hold “spring training” in Florida, following a practice begun in other Southern cities as early as 1870. The first professional team to train in Florida was a Washington team, which spent three weeks training in Jacksonville in 1888. In 1903, The Philadelphia Athletics—whose manager, Connie Mack, had been a catcher on that Washington team—



Photo by Mark T. Foley

Dale Earnhardt (left) comes in second behind Neil Bonnett in the Firecracker 400 at the Daytona International Speedway, 1979.

renewed the practice by spending several weeks in Jacksonville. The Athletics' example was followed by the Cincinnati Reds (1905), Boston Braves (1906), Brooklyn Dodgers (1907), Pittsburgh Pirates (1918) and New York Yankees (1919), though it was 1914 before more than two teams trained in Florida at the same time.

As of 2011, 15 major league teams had spring training headquarters in Florida, playing a slate of exhibition games each March-April in what is known as the Grapefruit League.

Florida got its first full-time major league team in 1993, when the Florida Marlins began play in the National League. In 1998, the Tampa Bay Devil Rays joined the American League. The Marlins won World Series titles in 1997 and 2003. In 2008, Tampa Bay shortened its name to Rays and made its first World Series appearance, losing to the Philadelphia Phillies.

Basketball

Basketball was invented by James Naismith at a Massachusetts YMCA in December, 1891, and within a year was played throughout the nation. The first professional team was organized in 1895 and the first five-player college games were played in 1896.

The first college basketball team in Florida appears to be Stetson, which rang up a 9-2 record in 1913-1914 playing mostly against high school teams. The University of Florida began its program in 1915.

Ten Florida college basketball teams (Central Florida, Florida, Florida A & M, Florida Atlantic, Florida International, Florida State, Jacksonville, Miami, South Florida and Stetson) have made appearances in the men's NCAA Division I post-season tournament that produces a national champion. Jacksonville (1970), Florida State (1972) and Florida (2000, 2006, 2007) have appeared in the NCAA title game—with Florida winning consecutive national championships in 2006 and 2007.

In 1982, the NCAA Division I women's basketball tournament was begun. Six Florida universities have appeared in that tournament (Central Florida, Florida, Florida A & M, Florida International, Florida State and Miami) although none have made it to the championship game.

Florida's first professional basketball team was the Miami Floridians, who played four seasons, from 1968-72, in the old American Basketball Association. Florida now has two teams in the National Basketball Association: the Miami Heat (formed in 1988) and the Orlando Magic (1989). The Heat were NBA Champions in 2006, and claimed back-to-back championships in 2012 and 2013.

Boxing

Though boxing traces to man's earliest times, the regulated sport with padded gloves rose to popularity in the late 19th century.

The first major bout in Florida occurred in Jacksonville, when heavyweight champion James J. Corbett defeated Charley Mitchell in three rounds on January 25, 1894.

The most celebrated early fight was in Miami on February 27, 1929, when Jack Starkey out-pointed Young Stribling in a bout that drew 40,000 fans and a gate of \$405,000—both records at the time.



Photo by Gleason W. Romer

Young Stribling, (right), training for the Sharkey fight, Miami, 1929.

The most famous fight in Florida occurred on February 25, 1964, in Miami Beach, when Cassius Clay won the heavyweight championship for the first time by beating Sonny Liston who refused to come out of his corner for the seventh round. After that victory, Clay—who lived up to his promise to “float like

a butterfly, sting like a bee"—changed his name to Muhammed Ali and became one of the most famous athletes of all time.

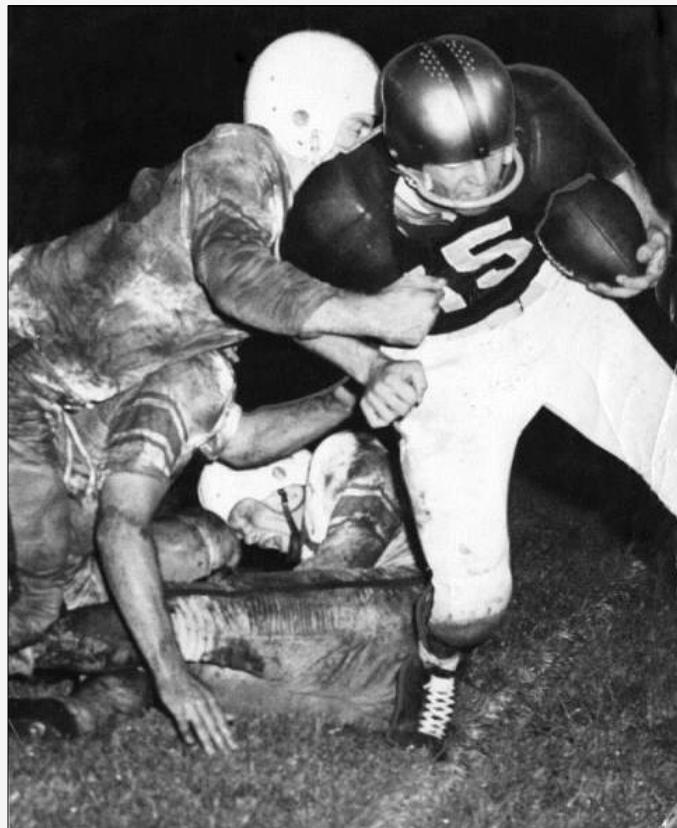
Football

Football began as an organized activity between college teams in 1869. It gained in national popularity in the 1880s, with players organizing community and high school teams.

The first recorded college team in Florida was the Florida Agricultural College in Lake City in 1899. Students organized a 15-player team but could not find any opponents for two years. Thus the first college game in Florida was played November 22, 1901 in Jacksonville between FAC and Stetson College. Stetson won 6-0, when Florida Agricultural's most serious drive was stymied by a tree stump on one side of the field. FAC would go on to play four seasons, during which time it played Florida State College at Tallahassee three times from 1902-1904. Before becoming a women's college from 1905 to 1947, the Tallahassee school, a precursor of Florida State University, won two of three contests with FAC, the precursor of present-day rival University of Florida.

In 1905, FAC merged with East Florida Seminary of Ocala and moved to Gainesville to become the University of Florida. The U of F established its first football team in 1906, the same year the state school for blacks, now Florida Agricultural & Mechanical University, began playing football. The University of Miami began playing football in 1926 and Florida State University took up the sport in 1947, when Florida State College for Women became coed to accommodate the flood of returning World War II veterans. From those beginnings, college football blossomed in Florida.

Though the famed Rose Bowl in California began in 1902, Miami was one of the early entrants in the "bowl game" business. The University of Miami hosted a New Year's Day game after each of its first three seasons (1926-28). Those games, plus a short-lived annual "Palm Bowl" (1932-33), were the predecessors to the famed Orange Bowl, which began in 1935 and is the second oldest continuous bowl game in the nation.



Florida State Archives

Florida State University football player #15 George Michael "Mike" Norman fends off a muddy tackle, Tallahassee, 1954.

The Orange Bowl is now one of six played in Florida. The others: Jacksonville's Gator Bowl (begun in 1946), Orlando's Capital One Bowl (1947), Tampa's Outback Bowl (1986), Orlando's Champs Bowl (1990) and St. Petersburg's Beef O' Brady's Bowl (2008).

Through 2013, Florida teams had won 10 NCAA Division I-A college football national championships: five by the University of Miami (1983, 1987, 1989, 1991, and 2001), three by the University of Florida (1996, 2006 and 2008) and three by Florida State University (1993, 1999, and 2013). Florida A & M has won 11 black college championships and a Division I-AA championship (1978).

The first professional team in Florida was the Miami Seahawks of the short-lived All American Conference in 1946. The team folded after one season because of financial difficulties. The Seahawks have been followed by members of the National Football League: Miami Dolphins (1966), Tampa Bay Buccaneers (1976) and Jacksonville Jaguars (1995).

The Super Bowl, the championship of the National Football League, was played in Florida for the

15th time in February 2010, when Miami hosted the game for the 10th time. There have been four Super Bowls played in Tampa and one in Jacksonville.

The Miami Dolphins won consecutive Super Bowl championships in 1973 and 1974, and they were the losing team in 1972, 1983 and 1985. In 1973, the Dolphins were the only team in the modern history of pro football to achieve an undefeated season. The Tampa Bay Buccaneers won their only appearance in the championship game, beating the Oakland Raiders in Super Bowl XXXVII (2003).

Golf

John Reid, who created a three-hole golf course in a pasture in 1888 in Yonkers, N.Y., is considered by some to be the father of American golf. But John Hamilton Gillespie, a Scotsman, built two golf holes in Sarasota in 1886. Gillespie, who later became mayor of Sarasota, soon added two more holes to the pair and in 1904 he built a separate nine-hole course and clubhouse.

In 1916, premier golf course designer Donald Ross constructed the Ponce de Leon Resort and Country Club course in St. Augustine, which was the oldest continuously operating course in the state until it closed in 2003. With the Florida land boom of the 1920s, golf courses sprung up around the state, mainly in resort towns such as Miami, Bradenton and Sarasota.

Through 2010, Florida continued to lead the nation in the number of golf courses. According to the National Golf Foundation, Florida had 1,055 golf courses, ranking ahead of California (928), New York (832), Michigan (825) and Texas (808). There are 15,890 courses nationwide.

In 1979, the men's professional golf organization, the PGA Tour, moved its headquarters to Ponte Vedra, near Jacksonville. That organization is one of several major golfing organizations headquartered in Florida, including the Ladies Professional Golf Association (Daytona Beach), Professional Golf Association of America (West Palm Beach) and the National Golf Foundation (Jupiter).

The state hosts dozens of tournaments each year, ranging from professional to top-level amateur tournaments.



Photo by William A. Fishbaugh

Women on the Coral Gables Country Club golf course, 1926.

Greyhound Racing

Greyhounds were probably first raced about 2500 B.C. in Egypt with legend holding that Cleopatra owned and raced greyhounds. The first greyhound racing in the United States was in 1848, with the first scheduled meets held in 1878.

In March 1922, the first full-time track in Florida opened in Hialeah, a track that lasted until 1926. In January 1925, the St. Petersburg Kennel Club opened Derby Lane, which today remains the oldest continuously operating greyhound track in America. In 1931, Florida was the first state to legalize wagering on greyhound racing.

As of March 2012, the nation has 23 dog tracks, 17 of which are in Florida. Fans and betting have declined in recent years due to competition from other gambling and leisure activities.

High School Sports

High schools were among the first organizations in Florida to organize regular teams and competition. Most state championships began in the 1920s, and were exclusively for boys' sports. Track and field led the way with a state meet in 1915, followed by state championships in swimming and diving (1920), tennis (1922), baseball (1922), basketball (1922), golf (1927), cross country (1947), football (1963), wrestling (1965) and soccer (1977).

Girls' sports were mostly confined to intramural contests until the 1970s. The first girls state cham-



Florida State Archives

Group portrait of Leon High School's 200-yd freestyle relay team, L-R (front): John Ray, Paxton Briley, and Mark Calhoun; (back): Buster Ennis, Ivan Monroe, and Frank Gamblin, Tallahassee, 1956.

pionships were in swimming and diving (1920), followed by tennis (1938), golf (1947), volleyball (1974) cross country (1974), track and field (1975), softball (1976), basketball (1976) and soccer (1982).

Hockey

Though no child ever grew up playing hockey on a frozen pond in Florida, the ability of modern indoor arenas to provide ice rinks allowed professional hockey to spread to Florida in the 1990s.

In 1992, the National Hockey League added the Tampa Bay Lightning franchise. In 1993, the NHL added Miami's Florida Panthers. Along the way, minor league hockey teams sprang up in Fort Myers, Jacksonville, Orlando and Tallahassee.

In 1996, the Panthers became the first Florida team to advance to the finals of the NHL's Stanley Cup championship, losing to the Colorado Avalanche in four games. In 2004, the Tampa Bay Lightning became the first Florida team to win the Stanley Cup, defeating the Calgary Flames in seven games.

Horse Racing

Spanish explorer Hernando de Soto and his soldiers reportedly raced horses in Cuba before his expedition through Florida in 1539-40, raising the possibility of races in Florida. The first verified horse racing in the state was at tracks in Tallahassee,

Apalachicola and the defunct community of St. Joseph from 1841-1843. Modern-day horse racing in Florida began in Miami, with the opening of Hialeah Park in 1925. Hialeah was followed by Tampa Bay Downs (1926), Tropical Park (1931-1971), Gulfstream Park (1939) and Calder Race Track (1971). Florida currently has three thoroughbred horse race-tracks. A fourth facility, historic Hialeah Park, which had closed in 2001, reopened as a quarter horse race-track in 2009.

Thoroughbred breeding, centered in the Ocala area, also has a long history in Florida and has produced numerous champion horses. Needles was the first Florida-bred horse to win the Kentucky Derby (1956), followed by Carry Back (1961), Foolish Pleasure (1975), Affirmed (1978)—the only Florida-bred winner of horse racing's Triple Crown (Kentucky Derby, Preakness and Belmont Stakes), Unbridled (1990), and Silver Charm (1997).

Jai alai

Jai alai began in the 1400s among the Basque people of Europe, who gave the sport its name (which translates as "joyous festival"). The Basques took the game everywhere they migrated, though it was not until the late 1800s that the game began to achieve popularity outside of Basque communities. The game came to America from Cuba, where it had been viewed by soldiers in the Spanish-American War. The first major exposure



Florida State Archives

Calder Race Course, Miami, 1975.

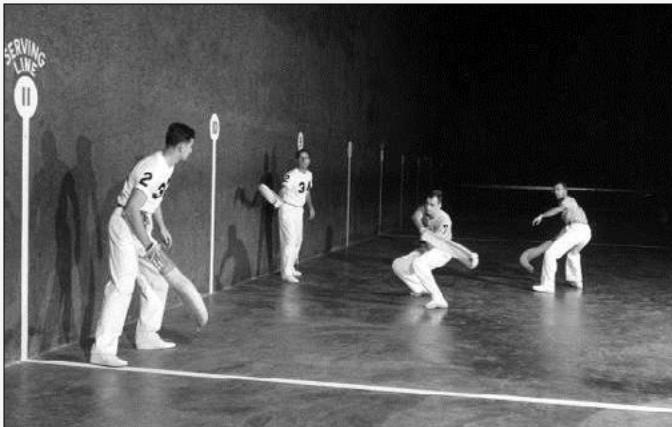


Photo by Charles Barron

Jai alai players, Tampa, 1957.

in the United States was at the St. Louis World's Fair in 1904.

The first fronton in Florida was built in 1924, in Miami, on the site of what is now the Hialeah horse race track parking lot. The building was destroyed by a hurricane in 1926 but rebuilt in 1928. During its heyday, the Miami fronton attracted numerous celebrities, including baseball star Babe Ruth, who played the game several times on an amateur level, and actor Desi Arnaz, whose first job in the U.S. was singing for fans between jai alai games.

The state's second permanent jai alai fronton was built in Dania in 1953. With the influx of Cuban refugees to Florida in the early 1960s, the game grew in popularity. Frontons were built all over the state and most of the players were from the Basque region (an area of Spain and France), plus Cuba and Mexico. Today, Florida has the only eight jai alai frontons remaining in the United States, including the first new pari-mutuel facility (Hamilton Jai Alai and Poker, opened in 2005) added in Florida in 35 years.

Poker

Card playing may not seem like a sport to some. But a nationwide boom in the game of poker has fueled an industry of poker tournaments and televised poker

shows on sports television channels. The boom has been spurred largely by a version of seven-card stud poker known as Texas Hold 'Em, which has become popular among everybody from housewives to Hollywood actors. The boom led to a 1996 Florida law that allowed card rooms at Florida pari-mutuel facilities. As of 2010, there were card rooms at 27 of Florida's 30 pari-mutuel facilities. In 2010, the card rooms drew \$104 million in betting—continuing a steady upward climb since the inception of card rooms.

Following the success of card rooms, the Florida Legislature in 2006 approved the installation of slot machines at pari-mutuel facilities by local option.

Shuffleboard

Florida is considered the birthplace of modern shuffleboard. Robert Ball built the first court in 1913 at a hotel he owned in Daytona Beach, expanding on a game that he and his wife had played on an ocean cruise ship.

By 1923, two courts had been built in St. Petersburg. The Shuffleboard Club was formed in 1924 in St. Petersburg. In 1928, the Florida Shuffleboard Association was formed, providing the model on which a national shuffleboard association was created in 1958.

The Mirror Lakes Shuffleboard Club, founded in St. Petersburg in 1923, bills itself as the nation's oldest and largest shuffleboard club. Home now to 65 courts, it once had 110 courts and 5,000 members and produced such Hall of Famers as Carl Spillman and Mae Hall.

Tennis



Carolyn Brown and Harry Cassie play shuffleboard, St. Petersburg, 1952.
Florida State Archives

Tennis, once confined to the eastern seaboard, spread south at the beginning of the 20th century. One of the first places it took root in Florida was in Miami, when Northerners pursuing the land boom of the 1920s began building courts.

Tennis legend Gardnar Mulloy, who was born in Miami in 1913 and won a record 109 American tennis championships, recalls that developer Carl Fisher built an indoor court on Miami Beach in the early 1920s. That was followed by the construction of four clay courts at Miami's Henderson Park.

In 1933, Mulloy organized the state's first college tennis team at the University of Miami. A decade later, Pancho Segura, from Ecuador, won three consecutive NCAA singles championships (1943, 1944, 1945) while playing for the University of Miami - the only college player ever to win three college singles titles.

In the late 1930s, Mulloy and another Miamian, Eddie Herr, organized the state's tennis players into an affiliation with the U.S. Tennis Association. In 1949, the group became the Florida Tennis Association (now the USTA/Florida Section).

In 1948, Herr established the Junior Orange

Bowl International Tennis Championships. Held each December in Miami, the event is the premier junior tennis tournament in the world, and has featured such future greats as Arthur Ashe, John McEnroe, Jimmy Conners, Bjorn Borg, Ivan Lendl, Steffi Graf and Chris Evert.

Evert, Mulloy and Doris Hart, who won the 1951 Wimbledon championship, headline the roster of native Floridian tennis greats, which also includes Jim Courier, Chris Evert, Serena Williams, Venus Williams and Mary Joe Fernandez.

Today, Florida is a hotbed of tennis. Roughly a fifth of the nation's 240,000 tennis courts are in Florida. The state hosts more than 800 USTA sanctioned junior and adult tournaments for amateurs. In 2011, Florida hosted two major professional tennis tournaments, the Delray Beach International Tennis Championships and the Sony Ericsson Open.

Future Miss Universe, Sylvia Hitchcock, playing tennis at Miami-Dade Junior College, 1966. An alumna of Miami Palmetto High School, she later became Miss Alabama, Miss USA, and Miss Universe in 1967.



Florida State Archives



Florida Literature: Where Does It Begin and End?

Helen Muir and Kathleen Laufenberg*

What exactly is a Florida writer? A native son or daughter who publishes, a longtime resident writing in the fields of history or nature, an entrenched scholar? Is it a winter visitor or occasional drop-in who picks up pen to describe the scene? Or is it a non-resident, who writes fiction about the long peninsula, making frequent trips to the library in search of background materials? Could it even be a 13-year-old boy from Cartagena, carrying \$25,000 in gold to see him through his education in Spain and being shipwrecked off the Florida Keys in 1545? The answer is: any or all of the above. Florida writers present a bulky package of work. In the case of the boy from Cartagena, because Chief Carlos of the Calusas saw fit to spare his life, he spent 17 years among the Indians before being rescued by a Spanish expedition. This provided him with material for the first piece of literature about Florida. His name was Domingo Escalante de Fontaneda and his 15th Century work is known as *Fontaneda's Memoir*.

It gave Florida a head start in accumulating its literature. Each succeeding century has provided dramatic additions, none more than the 20th Century.

Whether it was the late E. B. White, writing an essay called *What Do Our Hearts Treasure?* during a Christmas spent in Florida, or the late John D. Mac-

Donald producing a bestselling novel such as *Condominium* from his home on Siesta Key off Sarasota, it was, more often than not, the Florida touch caught in the work that encourages Florida to claim it.

The fact that Marjorie Kinnan Rawlings wrote *South Moon Under* and *The Yearling*, which won her the 1939 Pulitzer Prize, transcends where she was born or lived. Yet we understand that nobody could have written those books without having been close to north central Florida and the scrub country, with its clear call to the writer in the name of love. The fact that her house stands as a museum today is fitting homage to this writer who, arriving in 1928, caught the region at a particular time, held it, then gave it to the world.

In *Cross Creek* (1942), Ms. Rawlings rapped the knuckles of a fellow writer who ended a poem like this: "There is no Spring in Florida." Rising to the defense of her adopted land, she wrote: "A very clever poet, Wallace Stevens . . . did not know Florida. He came as a stranger, a traveler . . . and could not differentiate."

The chastised poet would himself win a Pulitzer prize for his *Collected Poems* in 1954.

Often, there has been interplay between writers, and the same Wallace Stevens had an encounter of a

*Mrs. Muir came to Miami in 1934 from the New York Journal and wrote for both the Miami Herald and the Miami News. She is the author of MIAMI USA, Frost in Florida: a Memoir, and The Biltmore: Beacon For Miami. In 1984 Mrs. Muir received the Trustee Citation of the American Library Association and was elected to the Florida Women's Hall of Fame. The American Library Association placed her on its Honor Roll 2000.

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different sort when he had his nose bloodied in a fist fight with Ernest Hemingway.

The same year that brought Ms. Rawlings to Florida saw Mr. Hemingway's arrival in Key West.

The Hemingway stamp is on Key West forevermore although the only novel he wrote with that setting was *To Have and Have Not*. When he arrived that April day in 1928, he was a quarter of a century away from the Nobel prize. He and his second wife, Pauline, arrived by boat from Havana after an 18-day crossing from France on the mail packet Orita. He was carrying the beginning of a novel that had

started out in March as a short story. When it was finished, he would call it *A Farewell To Arms*. The Hemingways came because Pauline wanted the baby she was carrying born in the United States and Ernest was eager to come home again after writing *The Sun Also Rises*. John dos Passos, who had hitchhiked through the region, praised Key

West, calling his ride on the train "dreamlike."

Mr. Hemingway found the island city perfectly suited to his taste: writing in the morning early and fishing-swimming-wandering about the wharves the rest of the day. They stayed six weeks and returned after the birth of their son Patrick to stay for a dozen years. Ernest Hemingway called it one of his favorite places to work and moved only at the breakup of his marriage. He even met his third wife, Martha Gelhorn, there. Mr. Hemingway was seated on a stool in his favorite bar the day she and her mother poked their heads in as tourists.

When Mr. Hemingway left, another literary giant appeared in Key West.

Tennessee Williams, whose official name was Thomas Lanier Williams, burst on the scene as a dramatist with *The Glass Menagerie* (1945), then moved on steadily and surely to create *A Streetcar Named Desire*, which brought him the 1947 Pulitzer prize. The brilliant dialogue of his plays, the eloquence of his poetry, marked him as an extraordinary talent from the first. He created his own geography of

the universe but Key West claimed him as one of its citizens. He died in 1983.

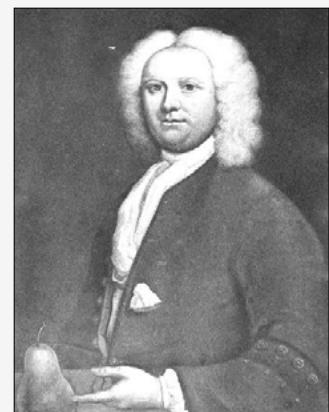
Florida's first bid for international literary attention occurred way back in the 17th Century with a book called *Jonathan Dickinson's Journal or God's Protecting Providence*.

It describes another shipwreck, this one off Hobe Sound, in which a young Quaker merchant, his wife and infant son, as well as a small number of Quakers, slaves and sailors returning to Philadelphia from Jamaica in 1696, were captured by Indians.

The Indians treated this band sadistically, tearing the clothes from their backs and then taunting them with torn pages of the Bible with which to cover their nakedness. Beaten and starved, the party was eventually freed to walk barefoot the 230 miles to St. Augustine. Five members died.

Yale University has brought out two modern editions of this work, which was widely translated in the 17th Century.

Understandably, much of Florida's literature has been built on its natural beauty. When King George III named John Bartram "Botanist For The Floridas," it caused him to make a trip to the St. Johns River to survey his domain. That was in the winter of 1765-66 and he brought along his son, William. Portions of that trip were published, but it remained for William Bartram's *Travels* (1791), to capture the world's attention as the 18th Century waned.



Florida State Archives
Oil painting of John Bartram.

This book reached out across the broad Atlantic to catch the senses of Coleridge and Wordsworth, as well as the French romantic Chauteaubriand. Each seized on it to create descriptions and figures of speech highly recognized as stemming from Bartram.

In the 19th Century writers poured into Florida.

John James Audubon came in 1831 to investigate bird life, and his writings speak as eloquently as the gorgeous paintings. He was followed by naturalists of the quality of John Muir, who made his march from Fernandina to Cedar Key as a young man, note-

book swinging from his belt, jotting down observations to be later published in *A Thousand Mile Walk to the Gulf*. He tramped through cypress swamps to see a palm forest and found "tall palms which told me grander things than I ever got from a human priest."

The naturalists would keep coming, well into the 20th Century: Charles Torrey Simpson, David Fairchild, John C. Gifford, and Thomas Barbour among others. They would write the books to leave behind when they were gone and "no more seen."

So would the fiction writers.

Henry James, novelist and critic, never married, and travel and literature were his two vital interests. He waited for the railroad to transport him but he, too, looked on the palm tree and reported: "I found myself loving quite fraternally the palms which had struck me at first for all their human-headed gravity as merely dry and taciturn but which became finally as sympathetic as so many rows of puzzled philosophers."

Stephen Crane was shipwrecked on the *Commodore* on January 1, 1897 off New Smyrna but made it to Daytona Beach in a dinghy which broke up coming ashore. The author of *The Red Badge of Courage* wrote a short story for *Scribner's Magazine*, *The Open Boat*, turning the experience into a lasting piece of literature.

William Cullen Bryant wrote *A Tour of the Old South*. Georgia poet Sidney Lanier created *Song of the Chattahoochee*. Even Ralph Waldo Emerson enthused about Florida.

Magazine fiction flourished. As early as August, 1821, *Blackwood's Edinburgh Magazine* published *The Florida Pirate* by M. M. Ely in Scotland. Next in time of publication came four stories by the great American writer Washington Irving which included *The Early Experiences of Ralph Ringwood* and *The Conspiracy of Neamatla*, in *Knickerbocker Magazine*.

James Fenimore Cooper's *Jack Tier, or, The Florida Reef* appeared first in *Graham's Magazine*. All the stories mentioned were later published in book form as were the stories Constance Fenimore Woolson sold steadily to *Lippincott's*, *Appleton's Journal* and *The Atlantic Monthly*.

Travelling writers left a trail of record. Some settled in.

Harriet Beecher Stowe, *Uncle Tom's Cabin* behind her, wrote *Palmetto Leaves* and helped stir the tourist boom along the St. Johns. And, when tourists came to gape at her Mandarin farm, they found a visit would cost them twenty-five cents.

Kirk Munroe, an editor of *Harper's Magazine*, became so enamored of the region he wrote boy's adventure stories continuously during this period, then settled in South Florida permanently.

His wife, Mary Barr, was the daughter of Amelia Barr, who wrote *Remember the Alamo*. The Kirk Munroes put a literary stamp on early Coconut Grove, and started the first library.

This is where Marjory Stoneman Douglas lived, where she wrote *The Everglades: River of Grass*, now in its 12th printing, the classic which begins: "There is no other Everglades in the world." Hodding Carter compared it to William Bartram's *Travels*.

There is scarcely a Florida road that this intrepid writer missed in the intervening years while piling up a literary reputation and establishing herself as a formidable opponent in an environmental fight. She won an O. Henry Award for one of her *Saturday Evening Post* short stories, *He-Man*, another prize for a play, *Gallows Gate*. A juvenile, *Freedom River* and a boom-time novel, *Road To The Sun* are among her published works. On her 96th birthday on April 7, 1986, Ms. Douglas attended a dinner in Washington, D.C. where the National Parks and Conservation As-



Marjory Stoneman Douglas

Florida State Archives

sociation named an award for her. The week before, she was in Seattle receiving the National Wildlife Award. Shortly before that she was elected to the Florida Women's Hall of Fame.

Another measure of the way she is viewed in Florida was indicated when the state named its Department of Natural Resources Building for her. A series of celebrations marked her 100th birthday, but on her 102nd birthday in 1992 the State outdid itself by purchasing her home for \$140,000 to establish an environmental study center following her death and giving her a life estate. And when she was 103 she travelled to the White House to receive the Presidential Medal of Freedom from President Clinton.

In the Fall of 1994, when she was 104, Valiant Press brought back *Freedom River*, a 1953 youth book by Ms. Douglas, to loud applause. When she died at the age of 108 on May 14, 1998, Marjory Stoneman Douglas had achieved the status of a world icon, and when her ashes were scattered over that section of the Everglades that bears her name hundreds of individuals drove to the memorial service. It was her own request that the memorial service be without any religious references.

Death would not still her voice, as it turned out. A month after her death, the University Press of Florida announced that it was pushing for a 1998 publication of *A River in Flood and Other Florida Stories*, a companion volume to the 1990 *Nine Florida Stories*, edited by Kevin M. McCarthy and containing Ms. Douglas' *Saturday Evening Post* fiction pieces dealing with Florida.

Ms. Douglas would no doubt look with favor upon the work of journalist Michael Grunwald, an award-winning reporter for *The Washington Post*. In 2006, Mr. Grunwald transformed what must have been a mountain of exhaustive research into a stunning narrative of environmental history. His book, *The Swamp: The Everglades, Florida and the Politics of Paradise*, won the gold medal for nonfiction in the 2006 Florida Book Awards and was deemed an editor's choice by the *New York Times Sunday Book Review*.

Why Mr. Grunwald undertook a detailed examination of the Everglades is unclear, but it was Hervey Allen who persuaded Ms. Douglas to write her *Everglades*. Mr. Allen was also the author of *Carolina Chansons*, a volume of verse written with

DuBose Heyward and also wrote an acclaimed biography of Poe, *Israfel*, before the bestseller, *Anthony Adverse*.

Mr. Allen proved a catalyst among South Florida writers and served as friend and encourager to Charles H. Baker, Jr. who dedicated his naturalistic novel, *Blood Of The Lamb*, which is laid in Central Florida, to Hervey. He talked his friend Robert Frost into purchasing five acres of land close by his own home, *The Glades*. Mr. Frost, a four time Pulitzer prizewinner for his poetry, followed his friend's idea of placing pre-fabricated houses on his place, calling it *Pencil Pines* and settled in for a couple of decades until his death. He arrived punctually each late January after lecturing at the University of Florida at Gainesville and became a familiar figure in Coconut Grove and South Miami, tending his fruit trees, shopping around, once arriving at his favorite fishmonger's by taxi, dressed in a bathrobe, after having been put to bed by his physician.

Hervey Allen even had a hand in *Generation of Vipers*, the Philip Wylie book which the American Library Association in 1950 declared one of the major non-fiction works of the first half century. Mr. Allen, who had emerged from World War I as a poet, saw in the 1940s a Mother 's Day Army formation of soldiers spelling out the word "Mom." He sputtered in the presence of Mr. Wylie, a highly successful fiction writer, with a devoted following for his Crunch and Des deep-sea fishing stories in the *Saturday Evening Post*. He had just begun to write *Vipers*. Next day Mr. Wylie included the chapter on "Mom."

Mr. Wylie was deeply involved in the environment and used the word ecology when many were just beginning to look it up in the dictionary.

It was 1925 when Philip Wylie landed a job on *The New Yorker*. That was the year Zora Neale Hurston landed at Barnard College as a Franz Boas anthropology student. By the 1930s both were on their way to building literary reputations.

Hurston was raised in Eatonville, a rural community near Orlando and the nation's first incorporated black township. It was during the Harlem Renaissance period of the 1930s when Hurston wrote three novels, plays, essays, stories and two social anthropology works. Her writing was electric with vitality and joy.

Lewis Gannett, writing in the *New York Herald Tribune Weekly Book Review* of October 11, 1935 had this to say concerning *Mules and Men*. "I can't remember anything better since *Uncle Remus*." Thanks to African American studies, there has been a resurrection of printed material and reprinted books of this talented writer who put the all-black Eatonville on the map.

Ms. Hurston wrote *Jonah's Gourd Vine*, *Mules and Men* and the lyrical *Their Eyes Were Watching God*, today considered a seminal work in both African-American and women's literature. Set around Lake Okeechobee migrant camps, it's the story of Janie Crawford's evolving sense of self through three marriages.

Yet blacks had certainly made their mark in literature long before Ms. Hurston arrived on Florida's literary scene.

There was poet and novelist Paul Laurence Dunbar, whose parents had been slaves and who contributed highly popular work before his death in 1906.

Then there was James Weldon Johnson of Jacksonville, a remarkable man who taught school, became the first black man admitted to The Florida Bar and was very much on the New York scene as collaborator with his brother, J. Rosamond Johnson, of popular songs and light opera. He wrote *Autobiography of an Ex-Colored Man*, a piece of fiction published anonymously, served as U.S. Consul in Venezuela and became the first executive secretary of the NAACP.

Ms. Hurston took a position counter to the NAACP and her onetime collaborator Langston Hughes. She insisted on "not being tragically colored" and, impishly, took to calling fellow writers "Negrotarians" and "nigerati."

To the end, Ms. Hurston bridled at the idea of race as an issue. In 1950, she turned up as a maid in a Miami Beach home. When one of her stories was published in the *Saturday Evening Post*, she was fired. It made her employers uncomfortable to learn of her literary standing.

When she died in 1960, she was out of fashion and penniless, and was buried in an unmarked grave. Then, in 1973, writer Alice Walker came to Fort Pierce to find her grave. Walker, who won a Pulitzer for her novel, *The Color Purple*, paved the way for a



Photo by Carl Van Vechten

Portrait of writer, anthropologist and folklorist Zora Neale Hurston, who was the most widely published African American woman writer of her era.

new generation to discover Hurston when she compiled and edited *I Love Myself When I Am Laughing . . . and Then Again When I Am Looking Mean and Impressive: A Zora Neale Hurston Reader*.

Another Floridian, Robert Olen Butler won his Pulitzer for a collection of powerful stories featuring Vietnamese narrators. In reviewing *A Good Scent from a Strange Mountain*, George Packer, in *The New York Times Book Review*, called it "remarkable . . . for how beautifully it achieves its daring project of making the Vietnamese real." Butler currently lives in Monticello and teaches creative writing at Florida State University.

A fellow FSU professor, James Kimbrell, won the gold medal in poetry from the very first Florida Book Awards the first year the honors were established, 2006, for his work, *My Psychic*.

No mention of contemporary North Florida poets would be complete, however, without mention of David Kirby, Barbara Hamby, Rick Campbell, Reginald Shepherd, Sidney Wade and William Slaughter.

Mr. Kirby, famous for his fabulously dry wit, Ms. Hamby (who is married to Mr. Kirby) and Mr. Shepherd have all had their work in Best American Poetry. They are also Pushcart prize winners, as is Mr. Campbell.

Ms. Hamby's wonderful *The Alphabet of Desire* was also selected as one of the best 25 books of 1999 by the New York Public Library. Mr. Campbell, an English professor at Florida A&M University, is the director of Anhinga Press in Tallahassee and the author of the award-winning poetry collection, *Setting*

The World In Order.

Mr. Shepherd, of Pensacola, was the editor of *The Iowa Anthology of New American Poetries*, and a graduate of the University of Iowa. Ms. Wade, of Gainesville, teaches at the University of Florida and is the author of four poetry collections.

In this skeleton of the literary movement in Florida, certain books and writers cry out for mention: Stephen Vincent Benét's *Spanish Bayonet*, Theodore Pratt's *The Barefoot Mailman* and Cecile Hulse Matschat's *Suwannee River*; later works such as Patrick D. Smith's *Forever Island*, the Zachary Ball Joe Panther series, Robert Wilder's writings, so many more. Historians like Rembert Patrick, Kathryn Abbey Hanna and Alfred Jackson Hanna, Charlton Tebeau and writer James Branch Cabell, who combined with Dr. Alfred Hanna to write *The St. Johns*, leap to mind. So does Nixon Smiley who wandered the state gathering stories and photographic studies for his books. Nor can we forget Dr. Frank G. Slaughter of Jacksonville whose French publisher called him "The American Balzac." The death of Gloria Jahoda removed a vibrant voice from the Florida scene.

A solid contribution to the growing roster of history books is *Key Biscayne, A History of Miami's Tropical Island and the Cape Florida Lighthouse* (Pineapple Press). Joan Gill Blank devoted herself to ten years of research all over the world for this 1996 volume.

Nicholas N. Patricios has written *Building Marvelous Miami* (University Press of Florida), outlining the architectural traditions of the City of Miami. It contains photographs of historical and modern buildings as well as a section on damage done by Hurricane Andrew in 1992.

Understandably, the 1996 Miami Centennial ushered in a flock of history publications with the Arva Moore Parks publishing house in the middle of it all. A native Miamian, Ms. Parks left teaching to become a writer and publisher. Her first book, *The Forgotten Frontier: Florida Through the Lens of Ralph Middleton Munroe*, brought back the era of the Biscayne Bay wilderness world in the magnificent photographs of Commodore Munroe. *Miami: The Magic City* is a standard, and for the Centennial, she and Gregory W. Bush of the University of Miami, assisted by Laura Pincus, prepared *Miami: The American Crossroad*. Published by Prentice Hall,

which offered thousands of free copies for schoolchildren, this book will be around for some time. Another native Miamian, Paul S. George, has become a popular historian by reason of his walking tours, to say nothing of boat and train tours in both Dade and Broward Counties. He is also deep in writings, such as *A Journey Through Time, A Pictorial History of South Dade*.

In 1981, Howard Kleinberg, the editor of the now defunct Miami News began to delve back in the files of the newspaper, originally called *The Metropolis*, to reprint a series of stories as a regular feature.

When compiled in book form, they launched him on a new career as an historian. His book *Miami Beach: A History* was published in 1994.

Native daughter Diane Roberts has also chronicled Florida's history, but with a wickedly comic twist. With familial affection, her 2004 book, *Dream State*, is part family memoir, part political commentary and lays out the history of eight generations of Floridians, from swamp lawyers to swashbucklers. Ms. Roberts, a creative-writing professor at Florida State University, is a frequent commentator on National Public Radio.

It is nice to know that attention is paid and in Florida attention has been paid to a large number of fine writers beginning with Michael Shaara of Tallahassee, an inspired teacher whose haunting recreation of the Battle of Gettysburg, *The Killer Angels*, won him the Pulitzer Prize and after his death was turned into a smashing motion picture *Gettysburg*. In one of those happy family occurrences Michael Shaara's son, Jeff Shaara, has carried on his father's work with two more volumes, *Gods and Generals* and *The Last Full Measure*, turning this work into a magnificent father-son trilogy.

Dr. Edwin Granberry was tapped for the O. Henry Collection with *A Trip to Czardis*.

In the field of children's literature winners abound. Jean Lee Latham of Coral Gables won the Newbery Medal for *Carry On, Mr. Bowditch* (1955). The same medal went to Elaine Konigsburg of Jacksonville for *From The Mixed-Up Files of Mrs. Basil E. Frankweiler* (1968). Other Newbery winners are Irene Hunt of St. Petersburg (1966) for *Up A Road Slowly* and Lois Lenski for *Strawberry Girl* (1945). Evaline Ness of Palm Beach, a picture book illustrator, has won several honors, including the Caldecott

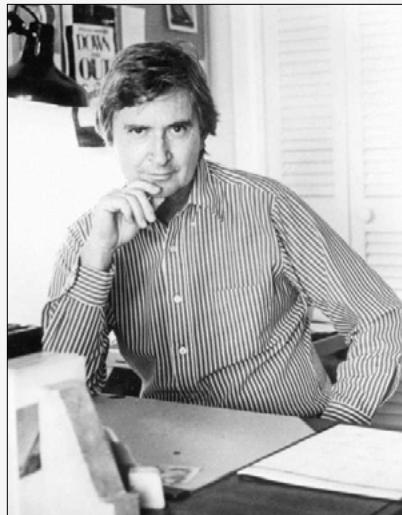
Medal for *Sam, Bangs and Moonshine* (1967).

When the 2010 Florida Book Awards were announced, the gold medal in children's literature went to Tallahassee writer Jan Godown Annino for her *She Sang Promise: The Story of Betty Mae Jumper, Seminole Tribal Leader*, published by the National Geographic Society. In 2006, two other talented children's writers from Tallahassee took home the gold: Julianna Baggott, a professor of creative writing at Florida State University, for *The Somebodies*, (written as N.E. Bode) and Adrian Fogelin, trained as an artist and sculptor, for her superb, *The Real Question*, which won the young-adult category. In 2009, the Florida Book award for popular fiction went to Tallahassee mystery writer Glynn Marsh Alam, for her *Moon Water Madness*, one of a series of mysteries set in North Florida.

Florida's claim to talent is long and wide, from Donn Pearce of *Cool Hand Luke* fame to Harry Crews, whose literary reputation advanced with each book, beginning in 1968 with *The Gospel Singer* and continuing for the next 14.

In Key West, where Thornton Wilder wrote *The Matchmaker* and the likes of Archibald MacLeish, S. J. Perelman and Hart Crane held forth, writers like James Leo Herlihy, who wrote *Midnight Cowboy*, Thomas McGuane, whose *92 In The Shade* caused a *New York Times* reviewer to speak of his "brave play of language at the brink of inexpressible horror," and Philip Caputo, whose *A Rumor of War* was awarded the Pulitzer, took their place. Novelist Evan Rhodes chose Key West in which to write *An Army of Children*. More Pulitzer Prize winners answering the call of the island city included Joseph P. Lash, Richard Wilbur and John Hersey. It has become the site of the annual Key West Literary Seminar and Festival with the well-known writers and critics appearing in mid-winter to call attention to Hemingway, Tennessee Williams and other successful writers claiming ties to Key West including Ann Beattie (*Another You*), Laurence Shames (*Florida Straits*), Thomas Sanchez (*Mile Zero*) and Patricia Cornwell (*Body of Evidence*). In the spring of 1994 the first annual Robert Frost Poetry Celebration was launched.

Douglas Fairbairn, Coconut Grove novelist, arrived there as a boy, attended public schools, studied painting then went to Harvard. His books,



Douglas Fairbairn

Florida State Archive

Shoot and Street 8, sold to the movies. Two delightful volumes deal with taking a pet squirrel into his home. They are *A Squirrel of One's Own* and *A Squirrel Forever*. His last book, *Down and Out in Cambridge*, received critical acclaim and contains rich episodes of Florida during the depression.

The 1980s provided an outpouring of books on Florida with Miami the hot spot. Into the seething scene writers like John Rothchild (*Up For Grabs*) and David A. Kaufelt (*American Tropic*) were followed by a series of books dissecting events in the Magic City. They included Joan Didion's *Miami*, David Rieff's *Going to Miami* and T.D. Allman's *Miami: City of the Future*. The latter did so well it was decided to issue it in Spanish.

Easy in the Islands, by Tallahassee resident Bob Shacochis, won the 1985 National Book Award.

The *Miami Herald*'s Edna Buchanan won a Pulitzer for her work as a crime reporter and became the subject for a profile by Calvin Trillin in the *New Yorker* magazine. Following that she wrote a book about crime in Miami, calling it *The Corpse Had a Familiar Face*. Other books followed.

Another *Herald* writer, Carl Hiaasen, a native-born Floridian schooled in investigative reporting, achieved fame and fortune in his early thirties. His biting wit and fine sense of irony is exhibited in the fast-moving *Tourist Season* and *Double Whammy*, both of which were received warmly by critics, as have later works such as *Stormy Weather* with its Hurricane Andrew background and *Strip Tease* opening the door to films. In his review for Book-

list, reviewer Bill Ott described Mr. Hiaasen's novel *Nature Girl*, (2006) as a "screwball thriller . . . a mix of *A Midsummer Night's Dream* and *As You Like It*."

Fortunately, Mr. Hiaasen continues to write insightful and sharp columns in defense of the environment and against political chicanery. Some his finest were compiled by editor Diane Stevenson in the 1999 release from the University Press of Florida, *Kick Ass*.

Books continue to flow from *Herald* writers and a recent one by Andres Oppenheimer, a Pulitzer Prize winning senior correspondent, is called *Bordering on Chaos: Guerillas, Stockbrokers, Politicians and Mexico's Road to Prosperity*.

The emergence of Stuart B. McIver on the scene struck a happy note for the readers of history, as he deals with his material in books (the latest *Dreamers, Schemers and Scalawags, Volume 1*, and *Murder in the Tropics, Volume 2*, Pineapple Press). In articles and books, he acquires honors as he proceeds. He is also editor of the South Florida History Magazine when he is not writing books, one of which is *Hemingway's Key West*.

Elizabeth Ogren Rothra gravitates between Florida and southwestern New York state, but it is Florida that caused her to write *On Preserving Tropical Florida, The John C. Gifford Biography and Anthology*. In 1995 the University Press of Florida published *Florida's Pioneer Naturalist, The Life of Charles Torrey Simpson*.

As history continues to be remade in rapid fire fashion in Florida it is a comfort to know that the past is also being recorded all over the state. The 1990s ushered in a much acclaimed first novel, *The Perez Family*, by Christine Bell about Cubans in Miami. In 1994 Evelyn Wilde Mayerson, a University of Miami professor, who had helped usher in the '90s with *Well and Truly*, received the nod from the Literary Guild for *Miami: A Saga*, her sixth novel. She has also written three works of nonfiction and two children's books. She is a Miami native.

Literature, like life, goes on. As Florida grows, so grows its literature. Writers, like everyone else,

are continually drawn to Florida by climate.

Today, the Miami Book Fair International attracts distinguished authors, droves of avid readers and book purchasers from all over the world, to the tune of half a million visitors. It has become the leading such event in the nation. Begun in 1984 as a dream of the Friends of the Miami Dade Public Library and library staffers, the fair has burgeoned into what book critic Margaria Fichtner has called "South Florida's cultural centerpiece."

It spreads out on the streets of Miami Dade College's Wolfson campus in downtown Miami and prospers under the leadership of Dr. Eduardo J. Padron of the college and bookseller Mitchell Kaplan. It is one of Miami's success stories.

The 2006 Book Fair showcased African American and Caribbean writers such as Edward P. Jones, who won the Pulitzer Prize for his novel *The Known World* and then U.S. Senator Barack Obama of Illinois, author of *Dreams from My Father* and *The Audacity of Hope: Thoughts on Reclaiming the American Dream*. Others accepting invitations to the Fair were: Elizabeth Nunez, celebrated author of *Prospero's Daughter*, bestselling author Pearl Cleage, cultural critic Paul Robeson Jr., son of the legendary actor Paul Robeson, speaking about freedom.

The Book Fair celebrated its 25th anniversary in 2008. Pulitzer Prize winner Art Spiegelman, that year's Fair poster artist, was one of over 400 international authors who participated. More than 250 publishers & booksellers exhibited and sold books in many languages.

One remembers the lad from Cartagena, being sent to Spain to be educated and carrying \$25,000 in pure gold but ending up in South Florida with Indians and then providing Florida with its first piece of literature.

Today there are writers in Florida, refugees from Castro's Cuba and elsewhere. They come without gold mostly but with glittering literary reputations. We call the names of only a few: the late Enrique Labrador Ruiz, the late Lydia Cabrera, Carlos Montenegro and poet Richard Blanco.

It makes a nice dramatic twist, doesn't it?



Women in Government

The women's suffrage amendment (19th) was declared by the U.S. Secretary of State on August 26, 1920, to have been ratified by 38 states and therefore a part of the Constitution. The amendment had been approved by the states in a remarkably short time, having been proposed to the legislatures by Congress on June 5, 1915.

In Florida, the Democratic primaries having already been conducted in June, and these then being the equivalent of election, it does not seem likely that any woman's name appeared on the November general election ballots.

(Ratification in Florida came in 1969 as a symbolic gesture in recognition of the 50th anniversary of the League of Women Voters in Florida.)

Search of newspapers on microfilm indicates two women were candidates for the Florida House of Representatives in the Democratic primary of 1922. (Electedors then voted their first and second choices for an office, thus combining two elections in one.) The two candidates were Mrs. Katherine B. Tippetts of St. Petersburg, who was prominent in the Florida Federation of Women's Clubs, and Miss Myrtice McCaskill of Perry, who had been elected reading clerk of the House for three sessions and of the Senate for one session. Neither was elected although Mrs. Tippetts finished second in a four-candidate contest. Miss McCaskill was defeated in a two-candidate race.

The 1922 newspapers also reported a sprinkling of female candidates for county school boards and one for supervisor of registration. If any were successful, their nominations went unreported.

In 1928, the first woman was elected to state-

wide office and the first woman was elected from a Congressional district. Mrs. Mamie Eaton Greene of Monticello was elected to the Railroad Commission. Mrs. Greene had been appointed to the Railroad Commission by Governor John W. Martin on March 23, 1927, upon the death of her first husband, R. L. (Bob) Eaton. Mrs. Ruth Bryan Owen of Miami won the first of two terms as a member of Congress from the Fourth Congressional District, which at the time stretched along the East Coast from Jacksonville to Key West and inland to Orlando.

Mrs. Owen represented the Fourth District for the four years beginning March 4, 1929, but was defeated in 1932 when she sought election to a third term. Her attitude against legalizing the sale of beer is said to have contributed to her loss.

Mrs. Owen, afterwards Mrs. Borge Rohde, was the daughter of William Jennings Bryan, "the great Commoner." Before moving to Miami, Bryan had been three times the Democratic nominee for President and had served for a time as Secretary of State during the administration of President Woodrow Wilson. After her Congressional service, Mrs. Owen was the American Minister to Denmark, 1933–1936 and an alternate United States representative to the Fourth General Assembly of the United Nations in 1949. She was living in New York when she died on July 27, 1954.



Ruth Bryan Owen

The next woman after Mrs. Greene to be elected to statewide public office was Paula Hawkins, wife of a Maitland (Orange County) electronics engineer and businessman. She served the successor agency to the Railroad Commission, the Public Service Commission. She was no novice in politics, serving at the time of her election as a member of the Republican National Committee. She had campaigned unsuccessfully in 1970 for the Republican nomination for a seat in the Florida House of Representatives.

Mrs. Hawkins was elected to the Public Service Commission in 1972 after an incumbent had been turned out in the Democratic primary. In turn, Mrs. Hawkins defeated the Democratic nominee. Mrs.

Hawkins was reelected in 1976. Under the resign-to-run law, she resigned from the Commission to serve as the running mate of Jack Eckerd, the Republican nominee for Governor. Eckerd had defeated Mrs. Hawkins in 1974 when each was a candidate for the Republican nomination for the U.S. Senate. In 1980, Mrs. Hawkins was elected to the United States

Senate. She was defeated for reelection in 1986.

Cuban born Ileana Ros-Lehtinen succeeded to the Miami district seat in Congress vacated by the death of Claude Pepper, on May 30, 1989, the first Hispanic woman to serve in Congress. Ros-Lehtinen, then a State Senator, received 49,298 votes as the Republican nominee to 43,274 for Gerald F. Richman as the Democratic nominee.

With her parents, she emigrated from Havana to Miami in 1960. She was elected to the State House of Representatives in 1982 and to the State Senate in 1986. While in the House, she met and married Dexter W. Lehtinen, a fellow Representative. He, too, was elected to the State Senate.

In December 1994, she became the first Cuban-American and first Hispanic woman to head a congressional subcommittee when she was named chairwoman of the subcommittee on Africa.

Orange County gave Florida its first female members of both the Florida Senate and House of Representatives. Mrs. Edna Giles Fuller of Orlando served in the five regular and special sessions of the 1929 and 1931 House of Representatives. Mrs. Beth (George W.) Johnson of Orlando was elected to the Senate in 1962, serving first in an extraordinary session of that year. Mrs. Johnson previously had been elected three times to the House.

The first black woman ever to serve in the Florida Legislature, Mrs. Gwen Sawyer Cherry, was elected to the House from Dade County in 1970. She was born in Miami in 1923. A lawyer, teacher, and author, she received her law degree, *cum laude*, from Florida A&M University in 1965.

The first woman to serve as member of the Cabinet was Mrs. Dorothy W. Glisson, who was appointed Secretary of State by Governor Reubin O'D. Askew on July 8, 1974. Mrs. Glisson, a careerist in the Department of State, completed the term (serving until January 7, 1975) of Secretary of State Richard (Dick) Stone, who had resigned to run for the U.S. Senate. She was not a candidate for election.

Elizabeth B. "Betty" Castor was the first woman elected to the Cabinet. She served as Commissioner of Education from January 1987 until January 1994. Earlier, she had served as the first woman President Pro Tempore in the Florida Senate. She resigned her



Paula Hawkins



Ileana Ros-Lehtinen



Photo by Donn Dughi

Representative Gwen Cherry votes no on a bill in the Florida House.



Florida State Archives

New Secretary of State Mrs. Dorothy Glisson receiving the Great Seal from Governor Askew, Tallahassee, 1974.

of the group of gubernatorial appointees known as the “little cabinet.” Mrs. Thompson was an aunt of Senator Bob Graham.

Mrs. M. Athalie Range of Miami was the first black woman to serve as a member of the little cabinet, being appointed Secretary of the Department of Community Affairs by Governor Reubin O’D. Askew on January 14, 1971.

Women have served through the years in state and national agencies. A typical case is that of Dr. Charlotte Edwards Maguire. Between 1952 and 1970, Dr. Maguire helped create the Florida Department of Health and Rehabilitative Services, now operating as the Department of Health and the Department of Children and Families. She founded the Irish and American Pediatric Society in 1965 and in 1970 was honored with the Distinguished Achievement

Commendation by London’s Two Thousand Women of Distinction. She was one of the highest ranking women in the federal government under the Nixon Administration, acting as the assistant secretary of health and scientific affairs for the U.S. Department of Health, Education and Welfare in Atlanta. She returned to Florida in

1975 to take a position as medical services director for HRS in Tallahassee.



M. Athalie Range

Cabinet position to become the first woman president of a major Florida university, the University of South Florida.

Mrs. Ina S. Thompson of DeFuniak Springs was the Motor Vehicle Commissioner during the six years of the administration of Governor LeRoy Collins. She was the first woman to be a member

Women’s Suffrage

The 1915 Florida Legislature came within two votes of allowing women to serve by election or appointment to certain public offices. The bill originated in the Senate where it was introduced by Senator John P. Jones of Pensacola, and passed by a vote of 15 yeas to 8 nays. In the House the bill was moved by Representative Robert H. Anderson of Pensacola but failed by a vote of 30 yeas and 32 nays.

The narrowness of the failure in 1915 of this bill, however limited its scope, evidently encouraged advocates of women’s suffrage to try for the right to vote at the next legislative session in 1917.

Mrs. Marjory Stoneman Douglas of Miami, later to earn recognition as an author (*The Everglades: River of Grass* and *Florida: The Long Frontier* being among her books) and conservationist, joined with Mrs. Frank Stranahan of Fort Lauderdale and former First Ladies, Mrs. William S. Jennings and Mrs. Napoleon B. Broward of Jacksonville to address a House committee.

They spoke on behalf of House Bill 274, introduced by Representative W. H. Marshall of Fort Lauderdale. HB 274 would grant “equal suffrage in primary elections to women of Florida . . .”

Mrs. Jennings had been promised the Women’s Suffrage bill would be passed by the Senate, explained Mrs. Douglas, “so that we should not have to speak before the Senate committee. We understood the Senate’s gallant gesture, since they were sure it would not pass the House.” And the Senate was right, the House committee on Constitutional Amendments recommended that it “do not pass.” The vote was seven to one. The lone vote for the bill was cast by Representative William D. DeGrove of St. Johns County.

The 19th Amendment was voted in 1919 by Congress and ratified by the last necessary state, Tennessee, on August 18, 1920. Florida was not among the 38 ratifying states.



First Lady May Mann Jennings

Equal Rights Amendment

Florida's Legislature was one of the first and one of the last states to consider the Equal Rights Amendment, but it never ratified the amendment.

ERA passed Congress on March 22, 1972. The ratifying resolution was adopted by the Florida House on March 24, 1972, by a vote of 84 yeas to three nays. It was not considered in the Senate because of a provision of the Florida Constitution, afterwards voided by a Federal court, which prohibited the consideration of amendments to the United States Constitution without an intervening general election.

The history of the ERA at subsequent sessions: 1973, failed to pass House, 54 yeas, 64 nays, killed in Senate committee. 1974, failed to pass Senate, 19

yeas, 21 nays, died in House committee. 1975, passed House 61 yeas, 58 nays, failed in Senate, 17 yeas, 21 nays. 1976, died in Senate and House committees. 1977, failed to pass Senate, 19 yeas, 21 nays, died on House calendar. 1978, died in House committee, died in Senate committee. 1979, died on House calendar, died in Senate committee. 1980, died in House committee, not introduced in Senate. 1981, died in House committee, not introduced in Senate. 1982, died in Senate and House committees. 1982, passed House, 60 yeas, 58 nays, killed in Senate, 16 yeas, 22 nays.

In a number of the years when the concurrent resolution died on the House calendar or in committee, it was by agreement that the resolution would not be called up for House floor consideration unless the Senate had passed the resolution.

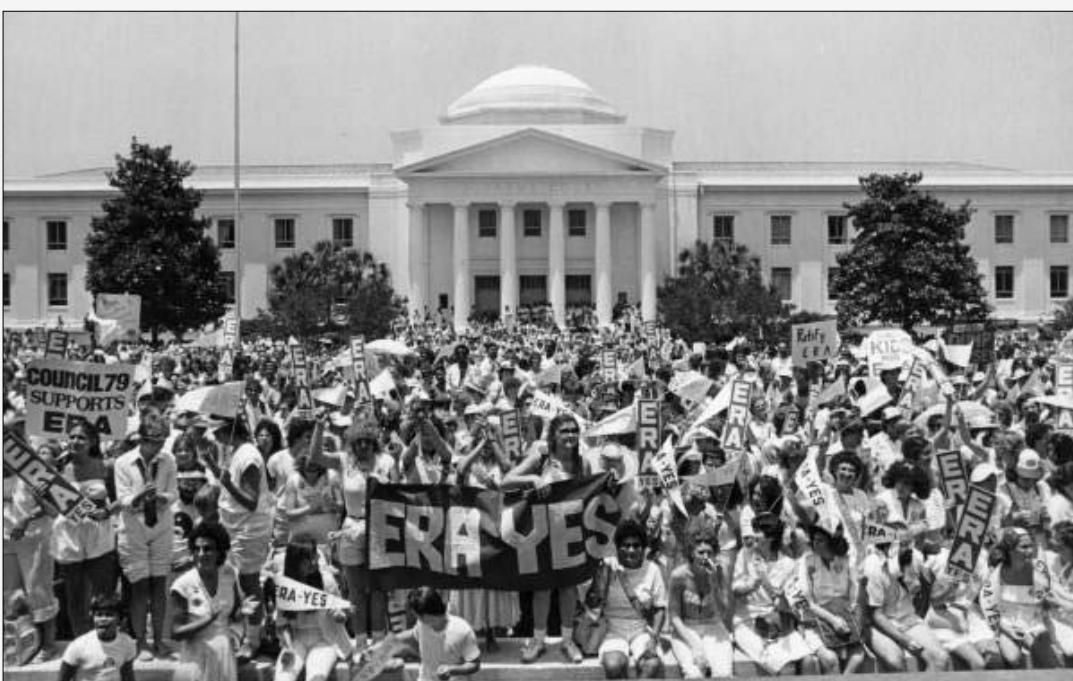


Photo by Phil Coale

An estimated 8,000 ERA supporters gathered for the Capitol March for ERA rally, January 6, 1982. The crowds overflowed the Capitol grounds as delegates spoke in favor of the amendment.



Women's Hall of Fame

The Florida Women's Hall of Fame was initiated in 1982 under the aegis of the Governor's Commission on the Status of Women, a body that was appointed by Governor Bob Graham.

In 1992, Governor Lawton Chiles proposed, and the Legislature passed a bill (CSSB 1148), that created a permanent Florida Women's Hall of Fame. Chapter 92-48 of the Laws of Florida now states: "It is the intent of the Legislature to recognize and honor those women who, through their works and lives, have made significant contributions to the improvement of life for women and for all citizens of Florida."

In addition to creating clear criteria for additions to the Hall, this legislation mandated the inclusion of women who had been honored in the previous decade. The project became a responsibility of the Florida Commission on the Status of Women, which consists of appointees of the Governor, Cabinet members, the Speaker of the House, and the President of the Senate.

In 1994, the Commission unveiled plaques bearing engraved likenesses and short biographies of inductees on the plaza level of the Capitol.

Since 1992, up to three women have been inducted into the Hall each year. Nominations may be made between April 1 and July 15. For more information call (850) 414-3300, write Office of the Attorney General, The Capitol, PL-01, Tallahassee, FL, 32399-1050 or visit www.fcsaw.net/.

Inductees are:

1982

- Mary McLeod Bethune, educator, civil rights leader
- Helene S. Coleman, volunteer
- Elaine Gordon, former legislator, women's advocate
- Wilhelmina Celeste Goehring Harvey, educator, civic leader
- Paula Mae Milton, poet, dramatist, filmmaker
- Barbara Jo Palmer, pioneer in the development of women's athletic programs

1984

- Roxcy O'Neal Bolton, women's advocate
- Barbara Landstreet Frye, journalist



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Actor Jose Ferrer talking with Dr. Paula Mae Milton at the Miami-Dade Community College North Campus, 1977.



Barbara Landstreet Frye



Florence Barbara Seibert



Betty Skelton Frankman Erde

- Lena B. Smithers Hughes, horticulturist, developed Valencia orange
- Zora Neale Hurston, anthropologist, writer
- Sybil Collins Mobley, dean of FAMU's School of Business and Industry
- Helen Muir, historian, writer
- Gladys Pumariega Soler, medical doctor devoted practice to poor children
- Julia DeForest Sturtevant Tuttle, a Miami founder, known as "Mother of Miami"

1986

- Annie Ackerman, political leader, environmentalist
- Rosemary Barkett, first woman Chief Justice of Florida Supreme Court
- Gwendolyn Sawyer Cherry, first black woman attorney in Dade County, Florida legislator
- Dorothy Dodd, state's first archivist
- Marjory Stoneman Douglas, environmentalist, author
- Elsie Jones Hare, educator
- Elizabeth McCullough Johnson, first woman in Florida Senate
- Francis Bartlett Kinne, first woman president of a Florida university (Jacksonville University)
- Arva Moore Parks, writer, filmmaker.
- Marjorie Kinnan Rawlings, author
- Florence Barbara Seibert, biochemist, developed tuberculosis skin test.
- Marilyn K. Smith, volunteer
- Eartha Mary Magdalene White, educator, founder of a mission, clinic, and other facilities for Jacksonville's poor

1992

- Jacqueline Cochran, aviator, commanded Women's Army Air Corps in World War II
- Carrie P. Meek, first black woman in Congress from Florida
- Ruth Bryan Owen, first woman elected to Congress from the South

1993

- Betty Skelton Frankman, race-car driver, aviator
- Paulina Pedroso, fought for Cuban independence from Spain
- Janet Reno, first woman attorney general of the United States

1994

- Nikki Beare, advocate for women's issues and mentor to women in Florida government
- Betty Mae Jumper, first woman elected as head of the Seminole Tribe of Florida
- Gladys Nichols Milton, a north Florida midwife for 35 years who represented black health issues

1995

- Sarah “Aunt Frances” Brooks Pryor, teacher, businesswoman, postmaster
- Evelyn Stocking Crosslin M.D., doctor who worked almost 50 years for Volusia County’s poor
- JoAnn Hardin Morgan, first woman in a senior management position at the Kennedy Space Center

1996

- Marjorie Harris Carr, environmentalist
- Betty Castor, first woman elected to the Cabinet, first woman president of a major Florida university
- Ivy Julia Cromartie Stranahan, Fort Lauderdale pioneer, advocate for women and Native Americans



JoAnn Hardin Morgan

1997

- Alicia Baro, activist for Hispanics, women and other minorities in politics, education, and employment
- Carita Doggett Corse, author, advocate for women’s rights and state director of the Federal Writers Project
- M. Athalie Range, first black person to serve as the head of a Florida State agency

1998

- Christine Fulwylie-Bankston, poet concerned for societal ills, she established her own press to publish works on women and children
- Helen Gordon Davis, legislator for almost two decades, who championed the civil rights of women and minorities
- Mattie Belle Davis, first woman judge of the Metropolitan Court of Dade County. The first Florida woman (second nationally) to be elected as a Fellow of the American Bar Foundation



Helen Gordon Davis

1999

- Althea Gibson, Florida A&M University graduate, first black woman tennis player to compete and win at Forrest Hills and Wimbledon.
- Sister Jeanne O’Laughlin, OP, Ph.D., who advanced Barry University (the state’s only women-founded institution) from a small college to a thriving university while serving two decades as president.
- Dessie Smith Prescott, Florida pioneer

2000

- Major General Marianne Mathewson-Chapman, Ph.D., first woman in the Florida Army National Guard to achieve that rank
- Chris Evert, ranked number one in women’s tennis for seven years
- Senator Paula Fickes Hawkins, first woman to represent Florida in the U.S. Senate



Photo by Roy Erickson

Chris Evert



Florida State Archives

Toni Jennings with Jeffrey Kottkamp,
Tallahassee, 2007.



Mary Grizzl



Florida's 79th Supreme Court Justice
Peggy Ann Quince

2001

- Jesse Ball duPont, philanthropist
- Lenore Carrero Nesbitt, first woman judge appointed to the U.S. District Court for the Southern District of Florida
- Lynda Keever, publisher of *Florida Trend* magazine

2002

- Victoria Joyce Ely, R.N., Florida's first licensed nurse midwife
- Toni Jennings, Senate President and first Florida woman Lieutenant Governor
- Frances Langford Stuart, entertainer

2003

- Sarah Ann Blocker, founder, in 1879, of Florida Memorial College for African-Americans
- Gloria Estefan, Grammy Award-winning singer, actress, songwriter, philanthropist and humanitarian
- Mary R. Grizzle, first Republican woman to serve in the Legislature A pioneer in passing laws to expand the rights of women and protecting the environment

2004/2005

- Shirley D. Coletti, national leader in the development of community-based addiction and treatment resources
- Judith Kersey, advocate for women in science who spent most of her career at the Kennedy Space center and played key roles in the Saturn V and Space Shuttle programs
- Marion P. Hammer, nationally renowned gun-rights, gun-safety advocate and former president of the National Rifle Association

2005/2006

- Lucy W. Morgan, Pulitzer Prize winning St. Petersburg Times reporter and capital bureau chief
- Tillie Kidd Fowler, former congresswoman.
- Caridad Asensio, whose medical clinic in Palm Beach County provides free care for migrant farm workers and their families

2006/2007

- Maryly VanLeer Peck, educator, engineer, and missionary
- Justice Peggy A. Quince, first black woman to serve on the Florida Supreme Court

2007/2008

- Justice Barbara J. Pariente, Florida Supreme Court Justice
- Dr. Pallavi Patel, pediatrician and philanthropist
- Congresswoman Ileana Ros-Lehtinen, U. S. Representative

2008/2009

- Louise H. Courtelis, successful international businesswoman, noted philanthropist and long-time supporter of higher education and veterinary care in Florida
- State Senator Gwen Margolis, longtime elected official who paved the way for many other women and first woman in the United States to serve as President of any Senate
- Betty Schlesinger Sembler, dedicated fighter in the war on drugs for more than three decades

2009/2010

- Dr. Eugenie Clark, Ph.D., an explorer, marine biologist and teacher, known worldwide as “The Shark Lady”
- Claudine Dianne Ryce, an advocate for legislation and policies across the nation that deal with missing children
- Dara Grace Torres, the fastest female swimmer in America who competed in five Olympic Games and won 12 medals

2010/2011

- Mary Brennan Karl, educator and founder of the Mary Karl Vocational School in Daytona Beach which became Daytona State College
- Anna Rodriguez, founder and director of the Florida Coalition Against Human Trafficking

2011/2012

- Dr. Ruth Alexander, pioneer in the field of women’s Sports. Under her leadership, the South Eastern Conference for University Women’s (SEC) competition and championships were organized
- Elizabeth “Budd” Bell, advocate of children, women, the elderly, and the mentally ill and disadvantaged. Crafted the legislation known as the Baker Act
- Vicki Bryant Burke, established PACE center for girls, the only non-residential program for troubled adolescent females in Florida.

2012/2013

- Clara C. Frye, nurse who committed her life to providing medical care to Tampa’s black citizens
- Aleene Pridgen Kidd MacKenzie, formed a



Florida State Archives

Representative Elaine Gordon (right) congratulates Senator Gwen Margolis on being elected the first woman Senate President, 1989. Elaine Gordon was herself the first woman elected as House Speaker pro tempore.

statewide network of relationships with women from every walk of life

- Lillie Pierce Voss, pioneer woman and dynamic individual who participated in some of the watershed events in the development of Southeast Florida

2013/2014

- Dottie Berger MacKinnon, tireless advocate for women and children, one of the founders of Joshua House, a safe haven for abused, abandoned, and neglected children
- Louise Jones Gopher, first female member of the Seminole Tribe to earn a college degree and a champion of education for all members of the tribe
- Susan Benton, first female sheriff elected in a general election and first female president of the Florida Sheriff’s Association



Artists Hall of Fame

Established by the Legislature in 1986, the Florida Artists Hall of Fame recognizes persons who have made a significant contribution to the arts in Florida as a performer, a practicing artist, or as a benefactor of the arts. The individual may be a native of the state or one who adopted Florida as home. Recipients of this award demonstrate the diversity of artistic accomplishment that comprises the cultural tapestry of this state.

The State of Florida recognizes that the individual artist and benefactor are paramount and fundamental to cultural development. Through the Florida Artists Hall of Fame Program, these individuals, whose extraordinary achievements significantly contribute to the arts, are honored. These individuals also contribute to Florida's reputation as a state with a strong and sustained commitment toward the development of cultural excellence.

Inductees receive a commemorative bronze sculpture commissioned by the Florida Arts Council. The sculpture, La Florida, was created by Enzo Torcoletti, of St. Augustine. Inductees are also honored on the Florida Artists Hall of Fame Wall in the Plaza Level rotunda of the State Capitol. Information on the Florida Artists Hall of Fame is located in the 22nd floor gallery of the Capitol.

Inductees are:

1987

- Ernest Hemingway, author
- Marjorie Kinnan Rawlings, author
- John N. Ringling, patron, collector

1988

- George Firestone, patron

1989

- Tennessee Williams, playwright

1990

- Zora Neale Hurston, author, folklorist

1991

- John D. MacDonald, author
- Robert Rauschenberg, visual artist

1992

- Ray Charles, musician, performer
- Duane Hanson, sculptor

1993

- George Abbott, actor, director, playwright
- A. E. "Bean" Backus, artist
- Marjory Stoneman Douglas, environmentalist, author
- Burt Reynolds, actor

1994

- Ralph H. Norton, patron
- Jerry N. Uelsmann, photographer
- Hiram D. Williams, artist
- Ellen Taaffe Zwilich, composer

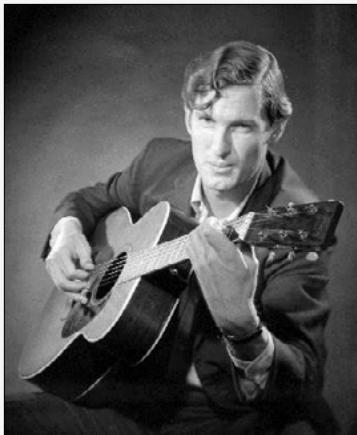


Photo by Richard Parks

Roger Gamble

- 1995**
- Martin Johnson Heade, artist

1996

- Will McLean, singer, songwriter

1997

- Edward Villella, ballet dancer, artistic director

1998

- Clyde Butcher, photographer
- Gamble Rogers guitarist, storyteller, playwright and actor

1999

- Doris Leeper, sculptor, painter
- Patrick D. Smith, author

2000

- Jimmy Buffett, singer, songwriter, author
- James Weldon Johnson, writer, composer
- Elaine L. Konigsburg, author, illustrator

2001

- Addison Mizner, architect
- James Rosenquist, visual artist

2002

- Fernando Bujones, ballet artist
- Lou Jacobs, Barnum & Bailey's King of Clowns

2003

- Earl Cunningham, folk artist
- Dr. William P. Foster, Florida A&M University band director



Photo by Joseph J. Steinmetz

Circus clown Lou Jacobs

2004

- Albin Polasek, sculptor
- Alfred Hair and The Florida Highwaymen, Florida landscape artists

2005

- Stetson Kennedy, human rights activist, folklorist and historian

2006

- W. Stanley "Sandy" Proctor, sculptor, internationally recognized for life-size and monumental figurative and wildlife subjects
- John Rosamond Johnson, composer, conductor, actor, and music virtuoso. Brother of James Weldon Johnson

2007

- Lawrence Hankins “Hank” Locklin, country music artist

2008

- Victor Nuñez, writer, director, cinematographer, producer and professor in the Florida State University College of Motion Picture, Television and Recording Arts
- Augusta Savage, sculptor

2009

- Mel Tillis, country music recording artist and songwriter
- Harry Crews, novelist and professor of creative writing

2010

- Bo Diddley, born Ellas Otha Bates MacDaniel, internationally renowned musician, songwriter, performer and music industry pioneer
- Christopher M. Still, painter internationally known for his innovative techniques and uniquely Florida subject matter

2011

- James F. Hutchinson, award winning painter known for his images of Florida’s back country, native wildlife, and documentation of Indian culture
- Johnny Tillotson, internationally known songwriter, entertainer, and recording artist who represents the bedrock of early pop music

2012

- Jacqueline Brice, native Florida painter, recognized for her ethereal landscapes of Florida
- Robert C. Broward, renowned architect and author
- Ricou Browning, filmmaker, writer, and producer
- Louis Roney, international opera, concert, and movie star

2013

- Gloria Estefan, singer, author, philanthropist, and winner of seven Grammy Awards
- Frank Thomas, singer/songwriter and historian, known as “The Dean of Florida Folk”
- Laura Woodward, painter and publicist who brought national attention, as well as Henry Flagler, to Florida in the late 19th and early 20th centuries

For more information on the Florida Artists Hall of Fame and to see biographies of inductees, visit the Florida Division of Cultural Affairs website at <http://www.florida-arts.org/programs/ahf/>.



Photo by Richard Parks

W. Stanley "Sandy" Proctor



Photo by Harvey E. Slade

Bo Diddley at the Florida Folk Festival, White Springs, 1995.



Florida State Archives

Ricou Browning was a Florida-based film maker. His credits include "Flipper", "Thunderball", "Never Say Never Again" and television's "Sea Hunt."



Great Floridians

Source: Florida Department of State

In 1981 the Department of State established the Great Floridian designation to memorialize the unique and historic achievements of remarkable men and women who made Florida their home. Under s. 267.0731 of the *Florida Statutes*, an ad hoc committee, comprised of representatives of the Governor, each member of the Florida Cabinet, the President of the Senate, the Speaker of the House of Representatives, and the Florida Secretary of State, meets to nominate citizens for designation as a *Great Floridian*. Following that, the Secretary of State selects no fewer than two nominees to be officially named a Great Floridian. Since the program began, 89 persons have been designated Great Floridians.

Floridians so designated are:

1981

- Governor LeRoy Collins

1984

- Jake Gaither, Florida A. & M. University football coach

1987

- Ben Hill Griffin, Jr., legislator, citrus grower
- Marjory Stoneman Douglas, environmentalist, author

1988

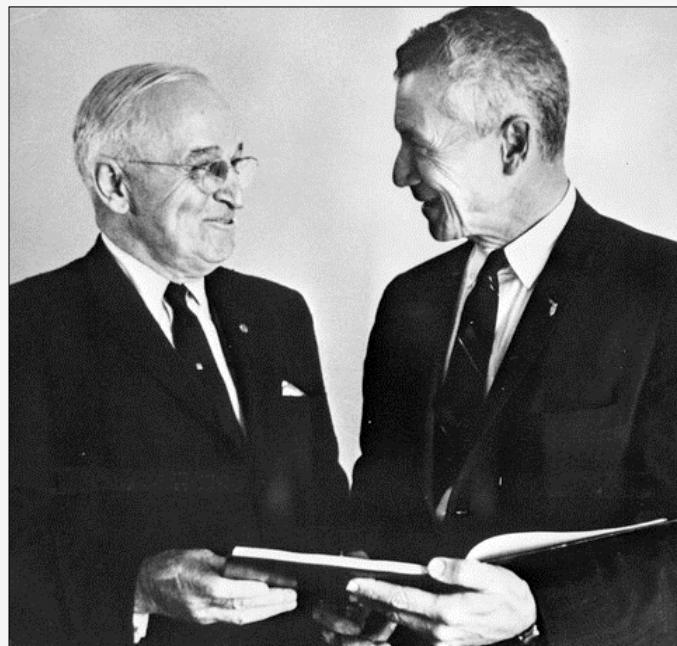
- Chester Howell Ferguson, attorney
- Claude Denson Pepper, Congressman

1990

- B. K. Roberts, Florida Supreme Court Justice

1993

- Stephen C. O'Connell, Florida Supreme Court Justice, University of Florida President



Florida State Archives

Former President Harry S. Truman (left) with Governor LeRoy Collins, who received the first Great Floridian award.

1994

- Governor Cecil Farris Bryant
- U.S. Senator George A. Smathers

1997

- E.T. York, University of Florida President, Chancellor of the State University System of Florida
- Chesterfield Smith, attorney

1998

- William P. Foster, Florida A. & M. Director of Bands
- Governor Reubin O'D. Askew

2001

- Lawton M. Chiles, U.S. Senator, Governor
- Horacio Aguirre, founder/owner of the Spanish language newspaper Diario Las Americas

2002

- General James Van Fleet
- Mary McLeod Bethune, educator
- Dr. John Gorrie, physician, inventor
- William Henry Getty "Big Bill" France, NASCAR organizer
- Dick Pope, developer of Cypress Gardens
- Mallory E. Horne, Florida Senate President, Florida House Speaker

2003

- Mary Call Darby Collins, Florida's First Lady 1955-1961
- Henry Morrison Flagler, Florida East Coast Railway and hotel owner
- Zora Neale Hurston, author
- Henry B. Plant, railroad, steamship and hotel magnet

2004

- Governor Spessard Holland
- Governor Fuller Warren

2005

- Governor William Pope Duval
- Al Hoffman, founder and chairman of the Board of WCI Communities, Inc.

2006

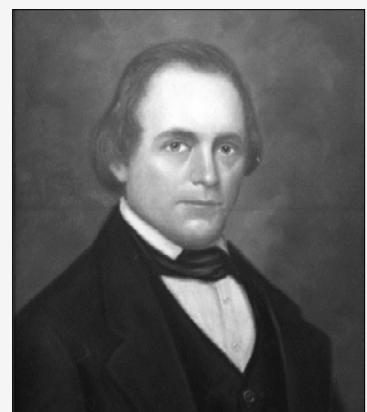
- Richard Keith Call, third and fifth territorial Governor
- Julia Tuttle, the "Mother of Miami"



Photo by Harvey E. Slade



Mary McLeod Bethune



Richard Keith Call



Marjorie Kinnan Rawlings



Florida State Archives

Captain Eddie Rickenbacker signs an autograph for a girl scout. Captain Rickenbacker was America's WWI Ace of Aces and author of "Fighting the Flying Circus" (1919).



Talbot "Sandy" D'Alemberte

2007

- Harry T. Moore, civil rights leader who, with his wife, was murdered in 1951
- U.S. Senator Connie Mack

2008

- May Mann Jennings, First lady of Florida 1901-1905, activist and conservationist
- E. Clay Shaw, Jr., U.S. Congressman 1981-2007

2009

- Marjorie Kinnan Rawlings, author
- Pedro Menendez de Aviles, first Spanish colonial governor (1565), founded St. Augustine
- Robert "Bob" Martinez, Florida's first American governor of Hispanic heritage
- Dr. Mae McMillan, Fort Lauderdale educator
- Eugene Patterson, St. Petersburg Times editor
- Charles W. Pierce, south Florida's "barefoot mailman"

2010

- Eddie Rickenbacker, commercial aviation pioneer, and America's World War I ace
- Captain David McCampbell, U.S. Navy's all-time ace and Medal of Honor recipient
- Dr. Sarah McKay, business, cultural and civic leader, and philanthropist
- Tony Jannus, pilot of the world's first scheduled commercial flight
- Archbishop Joseph P. Hurley, preserver of the East Florida Papers, and civic leader of St. Augustine
- Paula Hawkins, Florida's first woman U.S. Senator, consumer rights and children's and family advocate
- Talbot "Sandy" D'Alemberte, State Representative, American Bar Association President, Florida State University President and Dean of the FSU College of Law

2011

- Thomas Alva Edison, inventor, scientist
- D. Robert "Bob" Graham, U.S. Senator, Governor
- George W. Jenkins, founded Publix Supermarkets
- Toni Jennings, Representative, Senator, Lieutenant Governor
- Governor Harrison Reed
- Nathaniel Pryor Reed, environmentalist
- Marshall E. Rinker, Sr., philanthropist
- James C. "Jim" Smith, Attorney General and Secretary of State
- Governor Park Trammell

2012

- Lt. General Albert Hazen Blanding
- Coach Bobby Bowden, second winningest coach in major college history
- Caroline Mays Brevard, researcher, teacher, author of *The History of Florida*
- Governor Jeb Bush
- Bernardo de Gálvez, aided the thirteen colonies against Britain in the Revolutionary War
- Hamilton Disston, paved the way for railroad development in South Florida
- Lt. General James M. Gavin
- Frederick Brennan Karl, State Representative, State Senator, Florida Supreme Court Justice

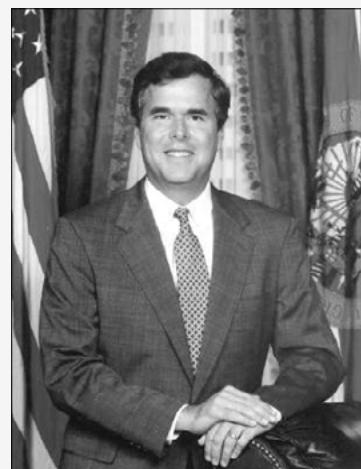
2013

- Justice Alto Lee Adams, Sr., Florida Supreme Court Justice 1940-1951 and 1967-1968
- Derrick Brooks, Pensacola native considered one of the best linebackers in NFL history
- Charles H. Bronson, a fifth-generation Florida cattle rancher, Agriculture Commissioner 2001 to 2010
- Dr. James Robert Cade, developer of Gatorade, the first shock-dissipating football helmet, and a method for treating autism and schizophrenia through diet modification
- Walter Elias “Walt” Disney, co-founded Walt Disney Productions
- Tony Dungy, Tampa Bay Buccaneers and the Indianapolis Colts coach, he became the first African American coach to win a Super Bowl
- Justice Richard W. Ervin, Jr., Florida Supreme Chief Justice, helped create the Florida Highway Patrol, implemented Florida’s desegregation process during the 1960s
- Dr. Pedro Jose Greer, Jr., physician and founder of the Camillus Health Concern and the St. John Bosco Clinic, which serve homeless and disadvantaged people
- Bill Gunter, state senator 1966 to 1972, United States Representative 1973 to 1975, and Florida’s insurance commissioner, treasurer and fire marshal 1976 to 1989
- Wayne Huizenga, businessman and entrepreneur, founder of three Fortune 500 corporations
- Juan Ponce de León, Spanish explorer and adventurer, waded ashore on the east coast of Florida on or around April 2, 1513
- Charlotte McGuire, MD, recognized today as the “Mother of the FSU Medical School,” served as a delegate to the 1957 World Health Conference in London and as one of the highest ranking women in the federal government under the Nixon Administration
- General Craig McKinley, retired four-star general, military adviser to the President
- Lilly Pulitzer, founder of Lilly Pulitzer, Inc., a company producing clothing and other wares featuring bright, colorful, floral prints



Florida State Archives

George W. Jenkins chats with customers at a Publix Supermarket, 1961.



Jeb Bush



Richard W. Ervin



Florida State Archives

Painting of explorer Juan Ponce de Leon on postage stamp.



Florida State Archives

Portrait of Ruth Wedgworth during celery harvesting at Wedgworth Farms, Belle Glade, 1960.

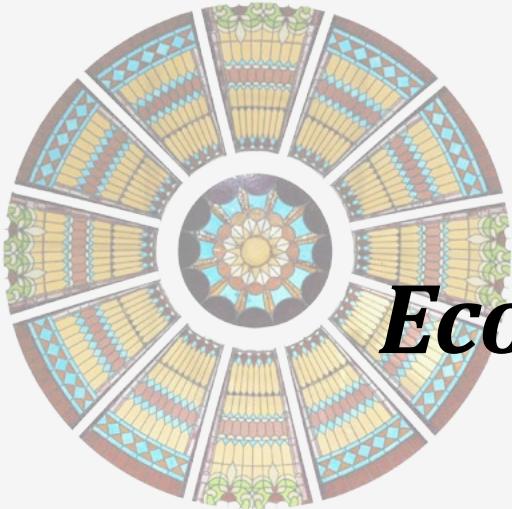
- General Norman Schwarzkopf, four-star general and commander of the U.S. Central Command, commanding forces in Grenada and the Persian Gulf War. Schwarzkopf helped found Camp Boggy Creek in Eustis, a camp for seriously ill kids and their families
- Betty Sembler, founding member of a nonprofit drug treatment program
- Don Shula, coach of the Miami Dolphins from 1970 to 1995, led his team to two Super Bowl victories and to the National Football League's only perfect season. He holds the NFL record for most career wins with 347
- Emmitt Smith, considered one of the greatest running backs in NFL history, inducted into the Pro Football Hall of Fame in 2010
- Patrick D. Smith, author of four novels set in Florida, nominated three times for the Pulitzer Prize
- Steve Spurrier, led the University of Florida Gators football team to six Southeastern Conference championships and a consensus national championship in 1996
- Tim Tebow, first college sophomore to win the Heisman Trophy, led the Florida Gators to their second national championship in three years
- Gerry Lester “Bubba” Watson, Jr., professional golfer, won the 2012 Masters Tournament after defeating Louis Oosthuizen on the second sudden death playoff hole
- Ruth Springer Wedgworth, came to Palm Beach County in 1930, built a small family farm into one of the state's most prominent agribusinesses

For more information, visit the Division of Historical Resources at <http://www.flheritage.com/preservation/floridian/>.



Photo by Mark T. Foley

Emmitt Smith pushes forward to make a touchdown during a University of Florida vs. Indiana State football game, Gainesville, 1988.



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Florida's Economy

Some History and Statistics

Florida's Economic History, an Overview

Florida's economic base has changed dramatically since territorial times and early statehood. Not one major industry of that time is a major industry today. Factors such as competition and technological advances, combined with those features of climate and geography that make Florida unique among the states, transformed a sparsely populated territory with a southern cash-crop economy into a tourism and agricultural powerhouse—becoming the nation's fourth largest economy with the fourth largest population by 2000.

Antebellum Florida was much like the rest of the South, relying on slave labor to harvest primarily cotton, tobacco, sugarcane, and rice. Of these crops, only sugarcane remained a significant crop during the 20th century, and that was largely due to the trade embargo on Cuban exports (Stronge 217). Cotton fell to competition as agriculture expanded westward into Texas, and though wrapper-tobacco and the making of cigars was once a major industry in Florida, the Great Depression, competition, changing consumer tastes and, later, health concerns reduced it to near oblivion. Only specialty portions of these markets remained, such as the long staple sea-island cotton, which was a superior variety and grew well in Florida (Stronge 4). By 1960, these crops accounted for no more than 1 percent of the state's economic base (Stronge 182).

In his book *The Sunshine Economy*, William B. Stronge describes Florida's opportunity for economic growth:



Florida State Archives

Workers in a Johnson-Wolfe Tobacco Company field beneath a slat covered shelter, Leon County, circa 1910. The farm was located four miles north of Tallahassee off Thomasville Road.

As the twentieth century began, a number of preconditions were in place that facilitated the rapid growth of Florida's economy. These included national and local transportation networks that enabled Florida to export goods and services from its position on the nation's periphery to the developed center of the economy, an endowment of cheap undeveloped land that accommodated the state's economic expansion, and new industries whose competitive advantage stemmed from the state's geographic position. (55)

The young state's economy was now based on its supply of natural resources rather than the product of its plantations. Timber was cut down and shipped

north from the port at Jacksonville, phosphate mining grew in importance, and men harvested sponges by the ton from reefs in the Gulf of Mexico and off the Florida Keys. When Juan Ponce de Leon landed in Florida in 1513, with him came seven Andalusian cattle that would eventually evolve into the Texas longhorn breed (Clark 9). The descendants of these cattle multiplied on Florida's lush grass, fed the Confederate Army, and by 1900 the state contained 750,000 head—considerably more than the state's human population (Stronge 11). The timber and cattle industries have both experienced fluctuations over the years and have been overshadowed by the tourism-retirement sector, but they remain a significant portion of the state's economic base. Florida's fishing industry has also been a relatively steady resource and includes catches of mullet, snapper, pompano, mackerel, trout, grouper, shrimp, blue crabs, and oysters (Stronge 177-178). The sponge industry, however, was nearly wiped out by a strong hurricane in 1926, an outbreak of red tide in the late 1940s, and the invention of synthetic sponges (Stronge 179). In



Florida State Archives

Timber dock of the Putnam Lumber Company, Shamrock, Dixie County, 1929.

recent years, the sponge industry in Tarpon Springs has begun to make a comeback.

Soon, a different kind of agriculture grew in the state. Fruit, especially citrus, grew well on the warm hills of Central Florida, and other fruits and vegetables such as tomatoes, pineapple, strawberries, cabbage, potatoes, limes, melons, and mangoes also did well in what was becoming known as the "Sunshine" State. Florida's warm winters gave it a great advantage over farming states to the north; the state could "supply northern markets with vegetables earlier in the year than any other production region in the nation" (Stronge 65). The winter crop, which became ever more valuable as new methods of transportation expanded the reach of Florida's produce, became the dominant part of the state's economy during the middle of the 20th century and remains significant today.

Citrus, which originated in Asia and is believed to have been brought to the New World by Columbus, was growing in abundance surrounding St. Augustine by 1600 (McGovern 342). Despite regular freezes, citrus production expanded steadily in the 20th century. During World War II, the military ordered 500,000 pounds of powdered orange juice and a new company moved in to supply it. The order was canceled when the war ended, but the company stayed, evolving into the Minute Maid brand and helping develop the frozen concentrate process, which retains much more of the fruit's flavor (Stronge 174).

Also because of its climate, during WWII, Florida became a training ground for the nation's military. By 1943, the state had 172 military installations (Stronge 144). Along with Uncle Sam's soldiers came his dollars, and this source of income grew as the number of permanent installations increased. The Navy took up residence in Florida because of the state's strategic position on the southeastern edge of the continent and its good harbors. By 2000, military payroll had become the second largest component of the economic base behind tourism-retirement (Stronge 267).

In the late 19th century, the writings of Harriet Beecher Stowe and others advertised Florida to the northern imagination, and the first tourists, traveling by river, came south to enjoy its warmth and beauty. Stowe, a winter resident herself, wrote that Florida was good for your health (Stronge 78). Besides the climate, among the first tourist attractions in Florida

were ostrich races and an alligator farm, both begun in the 1890s (Clark 86). As transportation methods expanded in the state—the trains of Henry Flagler and Henry Plant and a growing network of highways—tourists poured south for the winter and many decided to stay permanently. Florida's population especially surged following WWII, when many people had money saved during the war. In 1951, technology brought Florida safe, efficient, and inexpensive window-unit air conditioners, plus the development of pesticides that greatly reduced the more-than-annoying mosquito population (Stronge 158). Tourism and in-migration had begun as a trickle but quickly became a flood. The opening of Walt Disney World and other theme parks, plus the 825 miles of sandy beaches on the Atlantic and Gulf coasts, drew more and more people to the state (McGovern 50). Waves of retirees moved here, culminating in the current in-migration of the Baby Boom generation. The number of hotels, motels and condos soared in the 1970s. By 1980, tourism-retirement accounted for more than 50 percent of the state's economic base—by 2000, more than 65 percent (Stronge 204, 243).

In the mid-1950s, and with the coming of the space program, technological manufacturing industries grew in Florida. A General Electric manager found that “the area's climate and recreational advantages made the problem of recruiting high-caliber professional people less difficult” (Stronge 189). Plus, the state's tax system was business-friendly. IBM came to Palm Beach in the 1980s, and other information technology and manufacturing companies followed. Today, the state government continues to shape policy that makes Florida attractive to businesses of all types.

According to Stronge, the future will bring new challenges and transitions to the state:

And for more basic economic information, visit Enterprise Florida Inc.'s economy resource webpage, www.enterpriseflorida.com/research-data/statewide-indicators/.

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Florida State Archives

Tourists aboard the river steamboat "Okeehumkee," Silver Springs, circa 1885.

As the impact of the retirement of the Baby Boomers fades, the economic development of the state will increasingly depend on the actions of Floridians rather than the willingness of people elsewhere in the country to buy a group of products reflective of Florida's unique geographical location. (268)

The following pages provide a more detailed look at the industries and statistics of Florida's economy.

**Personal Income In Millions of Dollars
1980-2010**

Year	Florida	United States
1980	96,078	2,254,076
1990	241,836	4,664,057
1995	328,135	6,137,878
2000	455,313	8,398,871
2005	617,179	10,284,356
2006	663,077	10,968,393
2007	713,490	11,879,836
2008	739,403	12,380,225
2009	722,328	12,168,161
2010	738,373	12,530,101

**Per Capita Personal Income In Dollars
1980-2010**

Year	Florida	United States
1980	9,764	9,919
1990	19,701	18,696
1995	23,139	23,395
2000	28,366	29,760
2005	34,798	34,757
2006	36,720	36,714
2007	39,036	39,092
2008	39,064	40,166
2009	37,780	39,138
2010	39,272	40,584

Transfer Payments 2009

Government payments to Individuals	134,550,549
Retirement and disability insurance	48,428,703
Medical	57,615,922
Income Maintenance	12,827,104
Unemployment Insurance	5,941,236
Veterans benefits	4,035,449
Federal education and training assistance	3,981,435
Other payments	1,720,700
Payments to nonprofit institutions	1,980,730
Business payments to individuals	1,387,073

Social Security Monthly Cash Benefits (in thousands)

Year	Total	Retired Workers	Disabled Workers	Spouses	Children	Widows
						Widowers
1996	2,080,042	1,520,535	176,101	79,698	71,123	232,583
1998	2,235,695	1,635,929	206,575	80,093	76,613	236,484
2000	2,482,741	1,820,651	241,904	82,956	85,839	251,392
2002	2,703,153	1,979,591	282,705	83,295	95,485	262,077
2004	2,984,641	2,182,745	337,647	84,740	104,908	274,601
2006	3,444,546	2,349,812	407,768	170,863	230,154	286,449
2008	3,791,084	2,799,667	463,789	91,763	126,029	309,835
2010	3,784,225	2,617,763	488,461	159,442	242,421	276,138

Source for all tables this page: Florida Statistical Abstract 2011

Employment in Florida Monthly Average 2010

All industries	6,045,020
Goods, producing	740,390
Services, producing	5,304,630
Wholesale trade	308,451
Merchant wholesalers, durable goods	154,887
Merchant wholesalers, nondurable goods	112,961
Electronics markets and agents and brokers	40,604
Mining	3,635
Oil and gas extraction	73
Mining, except oil and gas	3,021
Support activities for mining	541
Utilities	22,553
Construction	394,916
Construction of buildings	67,872
Heavy and civil engineering construction	49,548
Specialty trade contractors	229,526
Manufacturing	307,613
Computer and Electronics	42,959
Transportation equipment	33,525
Machinery	22,992
Nonmetallic mineral products	15,463
Fabricated metal products	28,977
Electrical equipment and appliances	8,886
Furniture and related products	9,790
Primary metals	4,463
Miscellaneous manufacturing	27,169
Food	27,272
Beverage and tobacco products	9,179
Textile mills	909
Textile product mills	4,154
Apparel	3,626
Leather and allied products	796
Wood products	8,444
Petroleum and coal products	2,628
Paper	9,108
Printing and publishing	17,580
Chemical	18,631
Plastic and rubber products	11,063
Transportation and warehousing	197,237
Truck transportation	40,841
Air transportation	30,421

Water transportation	12,192
Rail transportation	54
Pipeline transportation	253
Scenic and sightseeing transportation	2,303
Postal service	161
Transportation support activities	44,500
Warehousing and storage	25,128
Couriers and messengers	27,863
Transit and ground passenger transportation	13,522
Agriculture, forestry, fishing, and hunting	82,227
Crop production	48,317
Animal production	5,074
Forestry and logging	2,759
Fishing, hunting, and trapping	472
Agriculture and forestry support activities	25,605
Information	135,703
Publishing industries, except Internet	31,360
Motion picture and sound recording industries	11,428
Broadcasting, except Internet	14,195
Telecommunications	57,418
ISPs, search portals, and data processing	16,647
Other information services	4,655
Retail trade	928,178
Motor vehicle and parts dealers	108,316
General merchandise stores	181,300
Food and beverage stores	186,613
Building material and garden supply stores	67,001
Gasoline stations	37,273
Clothing stores	104,873
Health and personal care stores	71,346
Furniture and home furnishings stores	30,991
Electronics and appliance stores	35,218
Sporting goods, hobby, book, and music stores	33,016
Miscellaneous retail	49,417
Nonstore retailers	22,814
Finance and insurance	317,206
Credit intermediation	151,821
Securities, commodity contracts, investments	39,350
Insurance carriers	123,237
Funds, trusts, and other financial vehicles	2,337
Real estate and rental and leasing	150,516
Real estate	114,218

Rental and leasing services	34,722
Lessors of nonfinancial intangible assets	1,576
Administrative, support, waste management, and remediation services	553,134
Administrative services	514,693
Waste management and remediation services	18,441
Arts, entertainment, and recreation	182,875
Amusements, gambling, and recreation	143,991
Museums, historical sites, zoos, and parks	5,779
Performing arts and spectator sports	33,105
Health care and social assistance	925,529
Ambulatory health care services	388,844
Hospitals	254,047
Nursing and residential care facilities	175,350
Social assistance	107,188
Professional, scientific, and technological service	433,527
Management of companies and enterprises	78,210
Accommodation and food services	736,615
Accommodation	151,533
Food services and drinking places	585,062
Educational services	123,626
Other services	230,861
Membership associations and organizations	70,413
Repair and maintenance	65,938
Personal and laundry services	80,485
Private households	14,025
Unclassified	409
Total Government	1,164,763
Total Federal Government	142,289
Total State Government	187,299
Total Local Government	735,175

Source: Florida Statistical Abstract 2011

Public Employment in Florida 2009

Item	State and local	State Only
Full-time equivalent employees, all functions	882,597	185,630
Education, total	416,439	58,794
Higher education, instruction	83,613	55,623
Elementary and secondary schools, instruction	329,655	n/a
Other education	3,171	3,171
Libraries, local	6,438	n/a
Public welfare	16,685	9,747

Hospitals	52,176	3,749
Health	27,920	20,902
Social insurance administration	2,547	2,547
Streets and highways	22,134	7,791
Airports	4,896	n/a
Water transportation	1,405	n/a
Police, arrest	44,153	2,281
Police, other	23,438	2,075
Firefighters	30,571	n/a
Correction	48,095	29,962
Natural resources	15,470	9,823
Parks and recreation	19,143	1,417
Housing and community development	6,111	n/a
Sewerage	8,790	n/a
Solid waste management	6,803	n/a
Government administration, total	72,075	28,915
Judicial and legal	34,223	19,815
Financial	23,908	6,715
Other government	13,944	2,385
Public utilities total	27,049	700
Water supply	12,542	n/a
Electric power	3,839	n/a
Gas supply	585	n/a
Transit	10,083	700
All other and unallocable	30,259	6,927
Payroll, total (March)	3,516,107,313	707,932,180

Source: Florida Statistical Abstract 2011

**Licensed Members of Professions Regulated
by the Department of Business and Professional Regulation
2011-2012**

Professions (Active and Inactive)	Cumulative License Totals
Accountancy	35,825
Architecture and Interior Design	16,909
Asbestos Consulting	437
Athlete Agent	189
Auctioneer	2,615
Barber	17,197
Building Code Administration/Inspection	8,500
Community Association Manager	17,844
Construction Industry	85,427

Cosmetology	209,311
Electrical Contracting	12,629
Employee Leasing Company	741
Engineering	53,945
Geology	2,314
Home Inspection	6,804
Landscape Architecture	1,513
Mold-Related Services	4,529
Pilot Commissioner	110
Real estate	289,329
Real Estate Appraisal	8,159
Talent agent	268
Veterinary medicine	8,994
Total	783,589

Source: Department of Business and Professional Regulation Annual Report

Physicians and Dentists 2011-2012

Medical Doctor	64,175
Medical Doctor Limited License	207
Medical Doctor Public Health Certificate	3
Medical Doctor Area Critical Need	281
Medical Faculty Certificate	46
Dentist	13,181

Source: Department of Health Annual Report

Licensed Members Professions Regulated by the Department of Health 2011-2012

Professions	Active License Total
Acupuncturist	2,291
Athletic Trainer	2,147
Audiologist	1,099
Certified Nursing Assistant	201,667
Chiropractic Physician	6,170
Clinical Laboratory Personnel	16,730
Clinical Social Worker	8,481
Dental Hygienist	13,461
Dietitian and Nutritionist	3,491
Electrologist	1,364
Emergency Medical Technician	37,425

Hearing Aid Specialist	1,018
Marriage and Family Therapist	1,812
Massage Therapist	39,232
Medical Physicist - Radiological	95
Mental Health Counselor	9,060
Midwife	171
Nursing - Registered	256,600
Nursing - Licensed Practical Nurse	77,941
Nursing Home Administrator	1,853
Occupational Therapist	8,091
Optician	4,020
Optometrist	3,217
Orthotist & Prosthetist	208
Osteopathic Physician	6,210
Paramedic	27,863
Pharmacist	29,311
Physical Therapist	14,722
Physicians Assistant	6,456
Podiatric Physician	1,846
Psychologist	4,871
Radiologic Technologist	44,056
Respiratory Therapist (registered)	8,188
School Psychologist	777
Speech-Language, Pathologist	8,027
Total licensed practitioners including MDs	1,059,958

Source: Department of Health Annual Report

Legal Profession - The Florida Bar's Members Eligible to Practice Law 2012

Statewide:

Florida	73,436
Out-of-state	21,876
Foreign	394
Inactive or temporarily incapacitated	10,417
Total	106,123

Members in selected counties:

Miami-Dade	14,514
Broward	8,985
Hillsborough	6,432
Orange	5,665
Leon	3,155
Pinellas	3,288
Duval	3,621

Electric Power



Utilities, Licenses, and Bonds

Before the turn of the century in Florida, enterprising business people installed small electric plants for their own use. They were soon asked by neighbors to sell some of the power produced perhaps as a surplus to, say, the making of ice. Thus, by accident rather than design, small electric utilities came into existence.

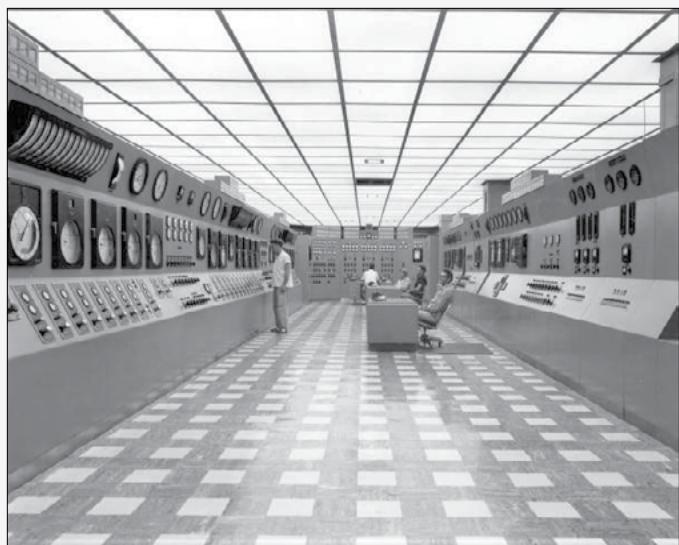
The first electric lights in Florida are said to have been installed at Jacksonville's luxurious St. James Hotel in 1883, with eight outlets in the lobby and eight outside. Since Edison invented the incandescent lamp in 1879 and the nation's pioneer central generating plant (New York's Pearl Street) was put in service in 1882, the St. James installation certainly was among the first in the country.

In Miami, Henry M. Flagler built the first plant in 1896 to serve his Royal Palm Hotel, then picked up private users in stringing a pole line to the depot of his Florida East Coast Railway some blocks away.

Florida has a significant place in the history of electricity for it was here at Fort Myers that Thomas A. Edison had his winter home and laboratory.

Sometimes the sale of electric power by ice makers, hotels, and others became another business. Again using Miami as the example, in 1904 Flagler built a plant separate from the Royal Palm installation.

The first plant for the production of electricity for the general public, in the Miami area, was a 200 kilowatt woodburning steam engine, on the former site of the Florida Power & Light steam electric station, near the mouth of the Miami River. Its first power customer was the *Miami Metropolis* (later



Florida State Archives

In the central control room of a power plant circa 1965, vital data obtained from the many instrument panels keep plant operators constantly informed of every detail of the generation of electricity.

known as the *Miami News*), which had a 3-horse-power motor to operate.

Individual electric systems furnished service to Lake City (1891), Palatka (1894), Jacksonville (first municipal, 1895), Monticello (1895), West Palm Beach (1895), Titusville (1895), Miami (1896), Fort Myers (1896), St. Petersburg (1897), Key West (1899), and Tampa (1900). Lake City's rates may serve as an example of those charged. There, in 1905, the rate was 35 cents a month for each 16-candle-power bulb.

By 1910, 24-hour service was quite generally available and most of the operations were no longer side-lines of other businesses. In the larger cities, street railways were electrically operated, as were

many of the ice plants. Many of the wood burning plants had been converted to fuel oil, and the diesel engine began to be widely used as a prime producer. In the following years, the utilities branched out and built lines to serve adjoining towns. Even at this time, however, the operations were primarily local in character and each small area was dependent upon its own plant.

The rapid development of the state in the 1920s was accompanied by a revolutionary change in the development of the electric power industry. During the early years of this decade, real estate developers who subdivided large tracts of land frequently found it necessary to put in their own electric and street railway systems. The existing local plants also expanded their facilities but were unable to keep up with the business growth. The generating stations were overloaded, breakdowns were frequent, and even in the major cities the service was frequently off on Sundays so that necessary maintenance and repair work could be done on the equipment.

The first major systems in the state came into existence beginning about 1925. The Florida Power Corporation, the Gulf Power Company, the Florida Public Service Company, and the Florida Power & Light Company were organized. Individual electric plants in numerous cities were purchased, and long-distance transmission lines were constructed connecting plants in the various cities.

Florida's Electric Power Industry



Florida State Archives

Turkey Point Nuclear Power Plant, Dade County, 1972.

Year	Capacity As of Jan. 1 in KW	Production in 1000 KWH
1940	499,096	1,769,591
1950	1,029,352	5,610,410
1960	3,846,402	19,710,996
1970	13,482,000	55,469,000
1975	19,059,000	77,047,000
1980	24,583,000	99,761,000
1985	30,391,000	120,149,000
1990	33,437,000	154,519,000
1995	38,954,000	179,512,000
2000	39,798,000	209,086,000
2005	48,368,000	240,317,000
2010	58,420,000	247,276,000
2011	57,605,000	237,658,000

“Capacity” measures the maximum power output of generating units in power plants. “Production” refers to the kilowatt hours generated.

Source: Florida Public Service Commission

Florida is somewhat less dependent on petroleum than it was during the 1960s and 1970s; however, the reduction is primarily due to switching the fuel used for electric generating capacity to a broad mix of fuels including coal, natural gas, and nuclear power.

Jacksonville Electric Authority, together with Florida Power & Light Corporation (FP & L), built two coal-fired generating plants in Duval County in 1987-88. About the same time, Florida Power Corporation completed change-over of two oil-fired units at Crystal River to coal.

A 320-mile-long interconnection between FP & L and the Southern Companies was completed in 1985. This 500kv “coal-by-wire” project allows FP & L to purchase 2,000 megawatts of power and transport it the length of the peninsula.

The \$350 million transmission line allows for a more diverse mix in the fuel used by Florida’s largest electric utility and assists in securing additional reliability.

Since the early 1990s, electric utilities have pri-

marily constructed natural gas-fired units due to lower capital costs, improved efficiencies, and a smaller environmental footprint. In recent years, new supplies of natural gas have resulted in historically low prices. The state expects to increase its reliance on natural gas in the coming years.

Nuclear Power

Florida's first two nuclear generating units went on line in 1972 and 1973 at Florida Power & Light Co.'s Turkey Point Plant 25 miles south of Miami. Both units have capacity ratings of 666,000 kilowatts each.

FP & L's third and fourth nuclear power plants went on line in 1976 and 1983. These plants, called St. Lucie One and Two, are located midway between Ft. Pierce and Stuart on Hutchinson Island. Each unit is capacity rated at approximately 839,000 kilowatts.

On the west coast, Progress Energy's 880,000-kilowatt nuclear generating unit 7 miles northwest of Crystal River became operational in March 1977. The unit has been off line since 2009 due to a concrete delamination experienced during a steam generator replacement project. Recently, Progress Energy decided to retire the unit.

In 2008 the Public Service Commission approved FP & L's application for two more reactors at Turkey Point and approved Progress Energy's petition for determination of need for a nuclear unit in Levy County.

The governor and Cabinet approved Progress Energy's proposal to build a nuclear plant in Levy County in August 2009. This is the first such plant approved in the state in 33 years. Progress plans to start producing power from the plant by 2024.

Solar Power

Florida Power and Light Co. built the first of three solar plants in 2009. When completed, the 25-megawatt Desoto Next Generation Solar Energy Center, in Arcadia, was the largest solar photovoltaic plant in the country. The 10-megawatt Space Coast Next Generation Solar Energy Center, near the Kennedy Space Center, was launched in April 2010. The Martin Next Generation Solar Energy Center, in Indiantown, completed in late 2010, is the world's first

hybrid solar/thermal power plant and the largest of FP & L's solar projects, at 75 megawatts. It is the only system of its kind.

Customer-owned solar energy has experienced significant growth due to financial incentives and rules easing the interconnection with utilities. As of December 31, 2011, approximately 4,000 systems had been installed amounting to 29.3 megawatts of generating capacity.



Florida State Archives

Southern Bell Telephone and Telegraph Company public telephone room, Miami, 1925.

Telephone History

Florida's first telephone exchange opened in Jacksonville on May 24, 1880. This was just 28 months after the world's first "central office" started functioning in New Haven, Connecticut. Only 4 years had elapsed since the first intelligible sentence had been transmitted over Alexander Graham Bell's experimental instrument.

The first telephones in use in Jacksonville antedated the exchange by 2 years. According to George W. Sparks, in his *Chronology of the Telephone in Jacksonville*, "It appears the first telephones in Jacksonville (and probably the first in Florida) were on a private line connecting the office of A. M. Beck, corner of Pine and Bay Streets, with the Inland Navigation Co. at foot of Laura Street, constructed in 1878."

A comparative handful of the big wooden tele-

phones were installed and linked through that pioneer exchange at Jacksonville. Development in Florida was quite slow. By 1900, there were only 6,285 telephones in the entire state. Of these, Jacksonville had 822, Pensacola 408, Tampa 375, Gainesville 103, St. Augustine 72, Key West 60, and Fernandina 34.

Miamians first were served in 1898, with 25 subscribers paying \$30 a year. The subscribers included Henry M. Flagler, Julia Tuttle, Flagler's Royal Palm Hotel, and the *Miami Metropolis*. The first service, from a switchboard at the rear of a drug store, was limited to daytime, with the first operator, Eunice Coons, leaving when the drug store closed at night. An occasional evening exception was made when John Dewey, the owner, arranged a musical program with all subscribers plugged in to enjoy the music.

The first dial central office in Florida was established in 1913 in Tampa by the Peninsular Telephone Company, now a part of Verizon. The largest company operating in the state, AT&T (formerly Southern Bell Telephone and Telegraph), converted its last manual office to dial service on June 4, 1961. This exchange was located in Lake City. The goal of 100% dial operation for all telephones in Florida was achieved on August 31, 1961, when GTC (formerly Gulf Telephone Company) at Perry converted.

Florida possesses the distinction of being the first state in the South and the fourth in the United States to reach full dial operation. The three preceding states were Connecticut, Rhode Island, and Delaware.

Women first replaced men as telephone operators in Florida at the Jacksonville exchange in 1884. By 1982, the trend had reversed, if only slightly. There were 148 male operators in Greater Miami. Long distance circuits were extended from Jacksonville to Miami in 1913 and to Key West in 1916.

The first commercial microwave system installed in Florida for long distance telephone transmission was completed in 1953 between Tampa and Bartow by Peninsular. Direct Distance Dialing, which enables a subscriber to dial his own long distance calls, was introduced in Florida in 1955 by the Intercounty Telephone & Telegraph Company (now CenturyLink). This made it possible for subscribers in Fort Myers to dial the neighboring exchange of Fort Myers Beach.

The Public Service Commission uses the term "access line" as the element used to determine the amount of service provided. An "access line" is the line from the telecommunication company to the subscriber premises.

Since 2001, total traditional wireline access lines have declined 50%, from approximately 12 million in 2001 to 6 million as of December 2011. AT&T had 46% of total access lines in 2011. The other nine local telephone companies combined for the remaining 54%.

In 2001, 50% of Florida households were wireless subscribers. In 2011, 92% of households subscribed to wireless services, 72% subscribed to fixed broadband, and an estimated 41% subscribed to Voice over Internet Protocol services. According to the Centers for Disease Control, as of 2012, 36% of U.S. wireless subscribers have completely eliminated their wireline phones.

Federal Communications Commission statistics show that Florida's broadband (200 kbps) connections reached approximately 12.7 million as of 2011.

Florida pay telephone service providers have declined from 584 in 2002 to 100 in 2011. The Florida Pay Telephone Association estimates that, as of June 2012, there were approximately 5,100 pay telephones in Florida. This is a reduction of 3,200 from the 8,300 reported as of December 2010.

Source: Public Service Commission; Centers for Disease Control; Federal Communications Commission

Cellular Service

1982: The Federal Communications Commission approved cellular service. Telephones of the day weighed about 25 pounds, cost about \$3,500, and were usually mounted in a car trunk.

1987: The number of wireless subscribers in America hits 1 million.

1993: The first digital cellular service announced in Orlando, Florida.

2001: 8,937,063 Florida wireless phone subscribers.

2003: 10.8 million wireless phone subscribers, 63% of the population.

2005: 12.5 million wireless phone subscribers, 69.8%

Telecommunications



Florida State Archives

Currency for transportation issued by the Tallahassee RailRoad Company, late 19th century.

of the population.

2007: 15.3 million wireless phone subscribers, 81.3% of the population.

2009: 16.2 million wireless phone subscribers, 86.1% of the population.

2011: 17.6 million wireless phone subscribers, 92% of the population.

Source: Public Service Commission Annual Report on Competition

Florida's First Railroads

Florida's first operating railroad was the St. Joseph Railroad, which formally opened with mule power in March 1836. The 8-mile railroad linked St. Joseph Bay, on the Gulf of Mexico, with Lake Wimico, a bayou of the Apalachicola River.

The St. Joseph put the state's first steam locomotive into operation on September 5, 1836, when "a train of twelve cars containing upwards of 300 passengers passed over the railroad . . . the trip . . . was performed in the short space of twenty-five minutes."

The Leon Rail Way Company was chartered by the Legislative Council on February 11, 1831. This charter was repealed, and the Leon Rail Road Company was incorporated February 6, 1832. This, too, died. Each charter projected a railroad from Tallahassee to the St. Marks River.

A new company, the Tallahassee Rail Road, was incorporated by legislative act of February 10, 1834. Construction was commenced in January 1835. Months of haggling over land for the St. Marks River terminus ensued before the first steam locomotive traversed the 22 miles from Tallahassee to Port Leon in December 1837. The locomotive alternated

for a time with mules, and the locomotive finally was abandoned in favor of the more dependable mule power. The mules took 5 hours for the one-way trip.

Railroad Mileage

Miles of track and percentage of state system by railroad company, 2009:

	Miles of track	% of system
Alabama and Gulf Coast	45	1.5
Apalachicola Northern	96	3.1
Bay Line	70	2.3
CSX Transportation	1,651	53.8
First Coast	32	1.0
Florida Central	94	3.1
Florida East Coast	386	12.6
Florida Midland	37	1.2
Florida Northern	114	3.7
Florida West Coast	3	0.1
Georgia & Florida Railnet	45	1.5
Norfolk Southern	149	4.9
Seminole Gulf	103	3.4
South Central Florida Express	158	5.2
South Florida Rail Corridor	81	2.6
Terminal Companies	2	0.1
Total	3,066	100.0

Source: www.dot.state.fl.us/planning/trends/tc-report/

Alcoholic "Wet-Dry" Counties

There were 3 “dry” counties and 64 “wet” counties in Florida on July 1, 2012. A “dry” county is one in which only beverages not more than 6.243% alcohol by volume may be sold; a “wet” county is one in which malt, vinous, and spirituous beverages of up to 153 proof may be sold. The counties classified as “dry” were as follows: Lafayette, Liberty, and Washington.

Source: Department of Business and Professional Regulation

Alcoholic Beverage Licenses

The state issued 45,213 licenses for the sale, distribution, or manufacture of alcoholic beverages for the license year 2011-2012. Of that number, 19,477 authorized package sale only; 23,333 allowed package sale and consumption on premises; 1,722 were for entertainment clubs and tracks; 329 for distributors; 90 for manufacturers; and 262 for importers/exporters.

Motor Vehicle Licenses

The first certificates of registration (not plates) were issued in Florida for motor vehicles in 1905. A \$2 fee was collected. According to a report of the Secretary of State, by the end of 1906, there were 296 automobiles registered in Florida, of which 11 were owned by nonresidents. Interestingly, a fourth of the total number were in the city of Daytona Beach.

Napoleon B. Broward was governor at that time but, unlike today’s chief executive, the No. 1 license was not issued to Governor Broward since he had no car. Instead, License No. 1 went to R.E. Brand of Jensen, for a vehicle manufactured by the Locomobile Company of America.

In 1908, the total registration had increased to 437, although automobiles still were regarded as a curiosity. By the end of 1910 there were 2,394. County tax collectors began individually issuing metal plates in 1911, and the state started in 1918 through the county tax collectors.

In 1996, the Governor and Cabinet changed the standard tag of 20 years, with a silhouette of the state in orange or green, to add an overlay of an orange

capped with a green stem and two leaves. The state’s name, in a blend of yellow and orange, arched atop the tag and the names of counties, also in yellow and orange, appeared in cursive script below.

A revised standard tag debuted in December 2003. The light green silhouette of the state is overlaid with two oranges on a brown stem with three dark green leaves. Three white orange blossoms with five leaves are overlaid mostly on the lower orange. The official state website address, MYFLORIDA.COM, arches over the silhouette, with the state nickname, Sunshine State, below, both in dark green. An optional plate debuted in October 2008. The nickname Sunshine State is replaced by the words “In God We Trust.”

In 2004, for the first time, there were more than 100 different plates, tags, or decals, including individual and specialty plates as well as the kinds of vehicles licensed by the state. Some of these are mobile homes, recreational vehicles, wreckers, “horseless carriages” (vehicles manufactured in or before 1945), “goats” (vehicles used primarily off highways in fields and woods for harvest purposes), “antiques” (passenger automobiles manufactured 30 or more years prior to the current date), and “street rods” (modified motor vehicles manufactured before 1949 and used for exhibitions and special functions but not regularly for transportation).

Individual plates are made for members of the Florida Legislature, Congress, and amateur radio operators. Special tags are provided free of charge to members of the Seminole and Miccosukee tribes and qualified wheelchair or disabled veterans.

Specialty plates are available for National Guard members, former prisoners of war, survivors of Pearl Harbor, recipients of the Medal of Honor, foreign honorary consuls, members of the U.S. Reserve, volunteer fire departments, and the state universities. Among others, there are plates commemorating the loss of the spaceships *Challenger* and *Columbia* and honoring veterans, manatees, panthers, the Super Bowl, education, children, sea turtles, professional sports teams, family values, parents, soccer, marine research, home ownership, whales, oceans, animal friends, trees, and organ donation.

Since 2011, the most popular specialty plate is the University of Florida plate, selling 101,014. The Florida State University plate is second at 64,520.

Some of the most popular plates by category are the sea turtles plate in the environmental category, the U.S. Marine Corps plate in the military service category, and the Miami Heat plate in the sports team category.

A 2004 law requires a survey to prove at least 30,000 Floridians will buy a proposed tag before it can be approved, and in the future a tag with less than 1,000 sales a year may be removed from the selection. With the seven new tags added in 2010 there were 120 specialty plates available. The 2008 Legislature passed a 2-year moratorium on the approval of new specialty plates, and this moratorium has been extended to 2014. No new plates were approved in 2012.

During the fiscal year ending June 30, 2012, the Department of Highway Safety and Motor Vehicles estimated it had registered 18,579,187 vehicles, including mobile homes and recreational vehicles. Excluded were temporary licenses and replacement tags.

State-Supported Bonds

The ability of the state to issue bonds is detailed here by the Executive Director of the State Board of Administration. The Board of Administration has for its members the Governor, the Chief Financial Officer, and the Attorney General.

The Board of Administration has the responsibility for approval of fiscal sufficiency prior to the issuance of state bonds.

The State Constitution authorizes the issuance of the three general classifications of bonds:

(1) State bonds pledging the full faith and credit of the state and payable from general revenue tax funds may be issued to finance the cost of state capital projects upon approval by a vote of the electors (Article VII, Section 11(a)).

(2) Revenue bonds payable solely from funds derived from sources other than state tax revenues, or rents or fees paid from state tax revenues, may be issued without a vote of the electors to finance the cost of state capital projects (Article VII, Section 11(d)).

(3) Bonds payable from a constitutionally designated tax source, most of which must or may

be additionally secured by the full faith and credit of the state, are authorized.

Revenue bonds that can now be issued under the 1968 Constitution, as amended, include bonds issued to finance toll roads or bridges, university dormitories, student centers, state office buildings, parking areas, etc., and payable from the revenue derived from the facility or other designated revenues.

Types of revenue bonds authorized pledging a constitutionally designated tax source are as follows:

(a) Public Education Capital Outlay bonds are issued to acquire capital outlay projects for institutions of higher learning, junior colleges, vocational technical schools, or public schools. All of the proceeds of the revenues derived from the "Gross Receipts Taxes" are pledged to secure Public Education Capital Outlay Bonds. Public Education Capital Outlay Bonds are additionally secured by the full faith and credit of the state (Article XII, Section 9(a)(2)).

(b) State bonds to finance the acquisition of roads and bridges pledging the full faith and credit of the state may be issued without a vote of the electors. These bonds are payable primarily from motor fuel and special fuel taxes and are additionally secured by the full faith and credit of the state (Article VII, Section 17).

(c) State Board of Education capital outlay bonds may be issued to finance education facilities for school districts, the Florida College System, and the State University System. These bonds pledge a portion of the state motor vehicle license taxes and are additionally secured under existing law by the full faith and credit of the state (Article XII, Section 9(d)).

There are three types of bonds authorized to be issued that do not fit into the three general classifications above:

(1) State bonds pledging the full faith and credit of the state to finance the construction of pollution control and abatement facilities for a local governmental agency may be issued by the state without an election. The bonds are payable from revenues from the operation of the facility

and any other legally available tax or revenue legally available for such purposes and may be additionally secured by the full faith and credit of the local agency. The bonds are additionally secured by the full faith and credit of the state (Article VII, Section 14).

(2) Bonds pledging all or part of a dedicated state tax revenue may be issued by the state in the manner provided by general law to finance or refinance the acquisition and improvement of land, water areas, and related property interests and resources for the purposes of conservation, outdoor recreation, water resource development, restoration of natural systems, and historic preservation.

Florida Forever Revenue bonds and Everglades Restoration Revenue bonds are issued pursuant to this provision and are payable from documentary stamp taxes (Article VII, Section 11(e)).

(3) Student loan revenue bonds are authorized by Section 15, Article VII of the revised constitution. These bonds are payable from loan repayments and are additionally secured by certain student fees and they are further secured by a government insurance guarantee, but they are not additionally secured by the full faith and credit of the state (Article VII, Section 15).

Florida's Bonded Indebtedness

Administered by State Board of Administration June 30, 2012

Governmental Activities

Bond Type	Original Amount	Amount Outstanding	Interest Rates	Annual Maturity To
Road and Bridge Bonds	\$2,245,250,000	\$2,020,110,000	2–6.375%	2041
SBE Capital Outlay Bonds	807,420,000	558,925,000	3–5%	2030
Lottery Education Bonds	3,331,410,000	2,787,038,000	3–6.584%	2029
Public Education Bonds	13,303,450,000	10,825,600,000	2–9.125%	2040
State University System Bonds	268,560,000	195,720,000	3–6.5%	2033
University Auxiliary Bonds	1,074,730,000	838,852,000	2–7.5%	2042
Inland Protection Bonds	96,730,000	84,770,000	4.26–5.4%	2024
Preservation 2000 Bonds	587,855,000	69,885,000	5.5–6%	2013
Florida Forever Bonds	2,424,795,000	1,642,355,000	2.5–7.045%	2029
Water Pollution Control Bonds	614,775,000	501,875,000	2.4–5.5%	2031
Florida Facilities Pool Bonds	479,060,000	354,025,000	3.5–6.75%	2039
State Infrastructure Bank Bonds	123,615,000	80,575,000	4.25–5%	2027
Everglades Restoration Bonds	242,105,000	204,505,000	0.35–6.45%	2029
Gross Bonds Payable	25,599,755,000	20,164,235,000		
Unamortized premiums (discounts) on bonds payable		800,591,000		
Less amount deferred on refunding		(137,826,000)		
Total Bonds Payable	\$25,599,755,000	\$20,826,964,000		

Business-type Activities

Bond Type	Original Amount	Amount Outstanding	Interest Rates	Annual Maturity To
Road and Bridge Bonds	\$3,671,300,000	\$2,892,740,000	3–6%	2041
Florida Hurricane Catastrophe Fund Bonds	6,150,945,000	5,097,715,000	0.96705–5.25%	2017
Gross Bonds Payable	9,822,245,000	7,990,455,000		

Source: Department of Financial Services – Statewide Financial Statements

Bonded Indebtedness 1950-2012

Year	Total Bonds Payable
1950	\$202,436,091
1960	223,561,614
1970	212,856,246
1980	2,754,162,000
1990	7,396,062,560
2000	15,902,404,000
2005	17,601,970,000
2010	24,254,787,000
2012	22,984,820,000



Florida State Archives

Source: State Board of Administration

Railroad depot, Tallahassee, circa 1885.



Citrus Production and Processing

Although citrus is one of the major fruit crops in the United States, it is not native to Florida. Citrus originated in Asia and was not known in the New World until after Columbus reached the new continent. Art from Roman ruins depicts citrons, lemons, and possibly oranges. It is not clear whether oranges were cultivated in Roman days, but, if they were, cultivation fell by the wayside with the collapse of the Roman Empire. Sweet oranges did appear to stay much later, likely via the Genoese Trade Route, in the 1400's. Once introduced in Europe, sweet oranges were considered a novelty and growing them was limited to royalty and other wealthy people.

Records indicate that Columbus brought the first citrus to the New World on his second voyage in 1493. The first citrus groves were planted in St. Augustine not long after the town was settled in 1565. Citrus fruits came into the hands of the Native Amer-

icans as well, and citrus could soon be found growing wild along the rivers in the interior of Florida. The first commercial groves were not established until the 1800s and were planted along the east and west coasts as well as along the St. Johns River to make transporting the fruit to northern markets easier. Grapefruit was not introduced until the 1820s when Odet Phillippe first planted a grove at Safety Harbor.

Commercial production of citrus had reached about 5 million boxes by 1893-94, but a series of tree-killing freezes in the ensuing years reduced production dramatically. It was not until after the turn of the century that production expanded again. In 1979-80, Florida grew its largest citrus crop in history. That season, growers produced 206.7 million boxes of oranges, 54.8 million boxes of grapefruit, and just over 22 million boxes of tangerines, tangelos, and other specialty citrus. But another series of devastat-

Lakes and citrus-covered hills of Central Florida as seen from the Citrus Tower. The tower, on US Highway 27 in Clermont, was built between 1955 and 1956 and opened July 1956. Constructed of steel and concrete, it stands 226 ft. high, and was initially built to offer tourists views of the vast citrus groves. However, by the 1980s, several freezes and diseases wiped out most of the groves, and subdivisions replaced them.



Florida State Archives, Postcard Collection

ing freezes struck the industry during the 1980s, including a major freeze in 1989. By the 1984-85 season, production of oranges was cut in half to 108.9 million boxes. Grapefruit production dropped to a low of 39.4 million boxes by the 1982-83 season, and specialty fruit production dropped to less than 10 million boxes by the end of the decade.

As was true in the 19th century, Florida citrus growers remained resilient through the freeze years and replanted as quickly as possible. With advances in technology, trees were planted more densely on each acre, freeze protection methods were developed, and a number of growers moved their groves further south. By 1995-96, the industry had recovered and produced 203.3 million boxes of oranges and 52.3 million boxes of grapefruit. Production of tangerines, tangelos, and other specialty fruit climbed to 10 million boxes.

In 2011-2012, bearing citrus trees were planted on 495,100 acres in Florida, 8500 acres below the 2010-2011 season. The bearing acreage for 2011-2012 was the lowest since the 1958-1959 season. Development, hurricanes, tristeza virus, citrus root weevil, and citrus canker have contributed to the decline. The 2011-2012 crop of 170.89 million boxes was up considerably from the 133.6 million boxes produced in 2009-2010, a year that saw a January freeze. The citrus industry has a \$9 billion economic impact statewide and employs 76,000 full-time and part-time people.

Citrus is commercially grown in 30 of Florida's 67 counties. Alachua and Putnam Counties are at the northern boundary for commercial citrus production, while the newest and more densely planted groves are found south of Lake Okeechobee. A small cooperative in the Florida Panhandle is growing satsumas for market.

In 2011-2012, Florida ranked second in the world behind China in production of grapefruit and ranked second in orange production behind Brazil. The state continues to provide the vast majority of orange juice consumed in the United States.

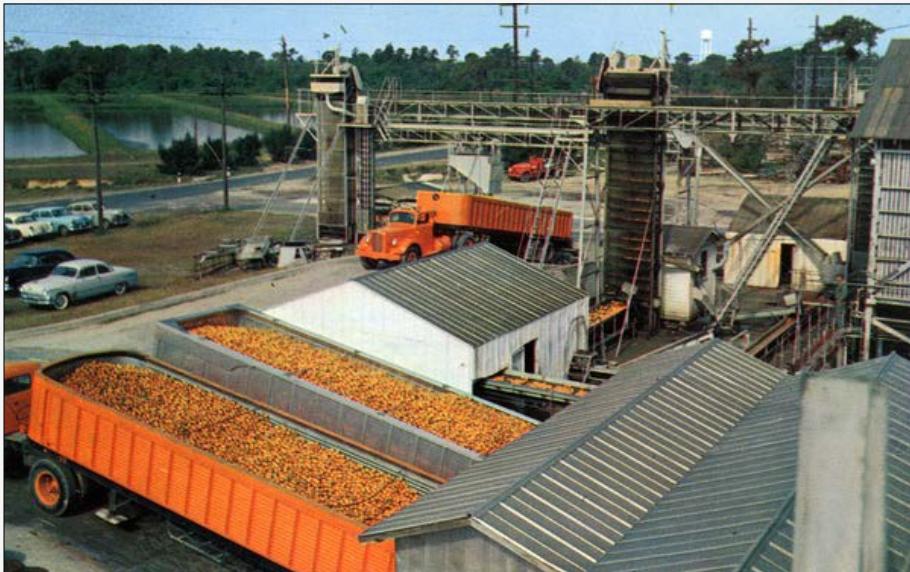
The Florida Department of Citrus, a government agency funded through a grower assessment, conducts an aggressive marketing effort to enhance the sales of Florida-produced and packed citrus products in the United States and throughout the world. The department's marketing message centers on the

many health and wellness benefits of citrus.

Great strides have been made in the last five decades both in growing and processing citrus fruit. Prior to the 1940s, Florida citrus was sold primarily as fresh fruit with only a small portion of the fruit made into juice that was then canned. In 1945, the development of frozen concentrated orange juice changed the industry forever. By the 1960s, more oranges grown in Florida were sent to the processing plants than were sold fresh, and today citrus processing is big business. From the 2011-2012 crop, 94.9% of the orange crop was processed, while 56.8% of the grapefruit crop was processed. There are 39 citrus processors in Florida. Fourteen of those process raw fruit. There are seven reconstitution facilities, one storage-only facility, three plants for sections and salads, two beverage bases, two retail juice producers at gift fruit locations, two toll processors, three package goods only producers, and five "others."

Frozen Concentrated Orange Juice

The production of frozen concentrated orange juice experienced phenomenal growth following its development. From a beginning of 226,000 gallons produced in 1945-46, the production of this "Cinderella" product had grown to more than 321.9 million gallons in the 1988-89 season. Due to the freezes during the 1980s, production dropped to 286.9 million gallons in the 1989-90 season. In the 1990-91 season, production reached 305.4 million gallons but has dropped annually since to 106.4 million gallons in 2011-2012. Only the finest oranges are used in frozen concentrate, and a large proportion of them move directly from the grove to the concentrate plant. At the processing plants, the oranges are carefully washed, sorted, sterilized, and analyzed for uniformity. Every processing plant in Florida is required to have a state inspector at hand whenever the plants are running citrus to ensure that the fruit meets Florida's high standards. Any unwholesome fruit is removed in the grading process. Once the fruit passes inspection, juice is removed from the fruit automatically by giant extractors. Then the juice is sent to an evaporator where some of the natural water found in the juice is evaporated in a vacuum at temperatures ranging from 60° F to 80° F. Usually the juice is concentrated to 65% Brix or until it reaches about 65% soluble sol-



Florida State Archives

Bird's eye view overlooking a Minute Maid Corporation plant, circa 1955. Prominent in the industrial picture of Florida is the making of frozen orange juice concentrate.

ids. During the concentration process, essences are recaptured and added back to the concentrated juice before it is stored in large tanks. Some manufacturers take a portion of that juice and add enough water back to make a 42% Brix product which is then flash frozen in cans and stored at -10°F. When consumers add three parts of water to one can of this 42% Brix concentrate, they have a full-bodied, delicious orange juice. In the concentrated form, the product can be stored for up to a year in a freezer.

The same process is used with grapefruit juice. However, in addition to concentrating grapefruit juice, scientists have developed a way to remove bitterness from the juice to make it more palatable for consumers accustomed to sweet juice.

Frozen concentrated orange and grapefruit juice, as well as the manufacture of other types of citrus juice, is strictly regulated by laws established by the State of Florida and several federal government agencies.

Not-From-Concentrate Juice

The sales of ready-to-serve, chilled citrus juice have surpassed frozen concentrated juice in recent years and now account for more than half of all the orange juice sold in the United States.

As with the fruit used to make concentrate, oranges and grapefruit are washed, graded, and thoroughly inspected before they are sent to extractors. Seeds and large pieces of pulp are screened out of the juice, which is then pasteurized in a flash heat-

ing process similar to that used to pasteurize milk. The juice is then chilled rapidly to 30° F and put into waxed cartons or plastic or glass containers. This product is kept very cold until it is consumed.

Whether from concentrate or not, orange juice is one of nature's best sources of Vitamin C, potassium, and folic acid. Orange juice is also packed with phytonutrients which help ward off some diseases.

Another form of ready-to-serve chilled citrus juice is made from reconstituted frozen concentrate. Concentrate that usually is stored at bulk tank farms is shipped to a location near its final destination and has water added back to make a ready-to-drink juice. This product also is pasteurized before it is packed in waxed cartons or plastic or glass containers and chilled. The State of Florida and the U.S. Food and Drug Administration require that reconstituted frozen concentrated orange or grapefruit juice be clearly labeled as reconstituted.

Prior to the widespread use of refrigerated cases at grocery stores, canned citrus juice was the primary form of juice sold. Canned citrus juice still is manufactured in Florida, but not in large quantities. It is made much the same way as pasteurized chilled juice, but it is packed in tin cans and de-aerated to ensure maximum preservation. This is a shelf-stable product and can be stored at room temperature until it is opened. In addition, a new shelf-stable juice has emerged in recent years. This citrus juice product is made much the same way as other forms of ready-to-serve juice, but it is packed in aseptic packages, which give the product a longer shelf-life.

Citrus Salads and Canned Sections

Although canned citrus sections and salads are still made in Florida, they constitute a niche product for the industry. Fruit used for canned segments or salad is washed, graded, and inspected. Then the fruit is immersed in hot water for a few minutes, which plumps and loosens the peel without heating the fruit inside. The fruit is hand-peeled and placed in baskets that are immersed in an alkaline bath to remove any excess albedo (the white material under the peel) or loose fibers still adhering to the fruit. The alkali solution is washed off with fresh water, and the sections are pulled apart by hand or with the aid of a mechanical knife. The sections are placed in glass jars, covered with a sugar syrup, sealed, and sterilized. These fruit sections must be kept cold and generally are found in the refrigerated dairy case at the grocery store. A citrus salad is usually a mix of grapefruit and orange sections packed in the same manner.

In recent years, a new method of peeling fruit has been developed. After washing, grading, and inspecting the fruit, it is injected with a natural pectin enzyme to loosen the fruit peel. Then the peel is vacuum suctioned off the fruit. Most often, the whole fruit is then placed on Styrofoam trays and wrapped in plastic. This product must be stored at fairly cold temperatures. It currently is popular with restaurants and other institutions, although consumers may begin to see it in grocery stores in the future.

By-Products

Although juice is the primary product produced by the Florida citrus processing companies, nothing is wasted. The excess pulp and seeds strained from the juice as well as the peel are used to make a variety of by-products.

Stock Feed

Today, many citrus juice processors also make animal feed from leftover citrus peel. Annual production of this stock feed is approximately 1 million tons a year.

The leftover pulp and peel are ground into tiny pieces, and a small amount of lime is added. After a preliminary pressing to remove a part of the moisture present in the material, it is dried in giant rotating kilns until the moisture content is between 5 to 10 percent. The driers may be either direct fired or steam heated. Then the material is formed into nutritious pellets and used as a stock feed, particularly to fatten and condition beef and dairy cattle.

Citrus Molasses

The liquid pressed from the stock feed contains about 8% soluble solids. When the fluid is concentrated under vacuum, it yields a heavy syrup of golden to orange-brown color very similar to black strap molasses. This citrus molasses often is added back to the dried pulp when the pellets are made, or it is used in the production of alcohol.

Citrus Seed Oil

Citrus seed oil is pressed from dried orange and grapefruit seeds. The raw oil has a number of uses. The material left over after the oil is removed also is a high source of protein and is added back to the stock feed.

Peel Oil

Oil can be extracted from the peel before it is dried for stock feed. One component of peel oil is d-limonene. Among its other uses, d-limonene is a natural, nontoxic solvent used for cleaning. Both citrus peel and seed oil are used as flavorings in a variety of foods, beverages, and perfumes.

Citrus by-products are used to make alcohol, dyes, gum drops and other candy, wine, bakery goods, soap, air fresheners, furniture polish, cosmetics, and pesticides. Other processing waste may be used to make methane gas, yeast, and dextran gum. Even the wastewater from citrus processing plants is recycled and used to irrigate citrus groves.

Production of Oranges and Grapefruit in Florida

Season	Oranges		Grapefruit	
	1,000 boxes	% of U.S	1,000 boxes	% of U.S
1930-31	16,800	37.5	15,800	86.5
1940-41	28,600	40.6	24,600	59.0
1950-51	67,300	61.4	33,200	74.1
1960-61	82,700	76.6	31,600	75.6
1970-71	142,300	75.1	42,900	70.8
1980-81	172,400	70.4	50,300	74.1
1990-91	151,600	86.4	45,100	84.9
1995-96	203,300	75.0	52,350	79.0
1996-97	226,200	79.4	55,800	82.1
1997-98	244,000	80.3	49,550	81.2
1998-99	185,700	84.7	47,050	79.3
1999-20	233,000	80.6	53,400	82.1
2000-01	223,300	81.1	46,000	79.1
2001-02	230,000	80.3	46,700	78.9
2002-03	203,000	76.3	38,700	77.3
2003-04	242,000	82.0	40,900	78.4
2004-05	149,800	69.1	12,800	49.9
2005-06	147,700	70.0	19,300	63.0
2006-07	129,000	73.1	27,200	78.1
2007-08	170,200	72.6	26,600	70.1
2008-09	162,400	77.0	21,700	67.7
2009-10	134,000	69.8	20,300	67.4
2010-11	140,300	70.9	19,750	68.5
2011-12	146,600	73.2	18,850	68.5

Source: USDA, Florida Crop and Livestock Reporting Service, Orlando, Florida

NOTE: For more statistics about Florida Agriculture, visit the USDA National Agriculture Statistics Service and select Statistics by State, Florida. http://nass.usda.gov/Statistics_by_State/Florida/index.asp



General Farming and Truck Crops

Donald L. Brooke*

General farming in Florida is confined to the northern and western parts of the state. Those farms produce such crops as tobacco, corn for grain, peanuts, soybeans, wheat, oats, cotton, legumes, grasses for grazing, and hay for livestock.

Of the field crops and vegetables commercially important in Florida at the present time, only corn was being produced when the Spanish landed on our shores. The "Indians were growing maize, eating game, fish, 'palm berries', 'coco-plumbs', seaside grapes and other wild products".¹ Wild rye and rice were available but were not cultivated. The St. Augustine colony was dependent upon its mother country and Cuba for almost everything. The Spanish did, however, introduce many vegetables, cattle, hogs, garlic, and oranges from Spain and sugarcane from the West Indies. These were grown inside or closely adjacent to the stockade for fear of Indian attacks.

Some eighty Spanish missions were established in Florida and along the East Coast up to the Carolinas. The priests instructed the Indians in religion and the rudiments of agriculture, and gradually helped them to establish a more settled agriculture.

There was little commercial agriculture in Florida until it was ceded to England in 1763.¹ Rice and wheat were cultivated in West Florida by that time, and indigo was a money crop. Sea Island cotton was introduced in the early 1800s. Cuban tobacco seed for cigar wrappers was introduced in 1828–29.² Florida's commercial agriculture has been almost solely



Florida State Archives

Truck loaded with cabbages, Hastings, 1947.

dependent upon introduction and adaptation of plants from other states and other lands.

Field corn grown in Florida finds a ready market as feed for livestock on general and livestock specialty farms. The use of hybrid varieties of corn and the application of fertilizers are increasing the state average yield per acre.

Cotton production, once a mainstay of plantation economy in the 1860s, had declined in Florida. However, acreage harvested increased in the 1980s

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from about 5,000 to 25,000 acres. Planted cotton acreage reached a high of 125,000 acres in 2001. Harvested acreage dropped by 40,000 acres to a low of 85,000 in 2005. In 2006, harvested acres increased to 101,000, but dropped again in 2009 to a new low of 78,000. Cotton production increased to 105,000 harvested acres in 2012.

The introduction of improved grasses and legumes adapted to Florida soils has made profitable hay production possible. Florida imports hay from other states each year because it does not produce enough to provide roughage for livestock on farms.

Peanuts may be grown alone and harvested for hay and nuts, or inter-planted with corn to provide a high-nutrient grazing crop for livestock. For the latter use they are second only to field corn in Florida. Peanuts harvested for nuts are an important source of income on many general farms.

Soybeans became an established crop for Florida growers after World War II for use as a summer cover crop from which the mature beans could be harvested for cash income. Mechanization of production and favorable prices resulted in rapidly expanding production.

Sugarcane for sugar, although classified as a field crop, is not produced in the general farming area of Florida. It is grown on the rich muckland soils of the Everglades around Lake Okeechobee. Large corporations grow and process sugar cane in that area. Following the end of purchasing sugar from Cuba, its production increased significantly in Florida. Sugarcane used for syrup is grown on a few farms in the northern and western parts of the state.



Florida State Archives

Farmer with sweet potatoes in the back of his truck, circa 1980.

Florida produces type 14 (flue-cured) tobacco. In 2011, it was harvested from 482 acres, down from 1,000 in 2006 and 4,500 acres in 2002. It is the only field crop of importance whose production is controlled by government quota. In some areas of the state, farmers are using state tobacco settlement money to replace tobacco with wildflower seed culture. By 2008 there were 20 growers and associate growers of Florida wildflower seed.

Crops whose acreage and value are not recorded include lupines, velvet beans, millet, sorghum, field peas, sweet potatoes, and oats.

Truck Crops

In 2008, vegetables, or "truck crops," ranked first in value of production among Florida's agricultural products. Citrus, livestock, and livestock products were second and third in value, respectively. Vegetables for commercial use are grown in the fall, winter and spring months. While small amounts of some Florida vegetables (snap beans, celery, tomatoes, Irish potatoes, and spinach) are processed, the bulk of the production is grown for fresh consumption. Vegetables are shipped under refrigeration by rail and truck to the northern and southern markets. Some even find their way by air and boat to foreign markets. Although the areas of production in Florida are scattered from Dade to Walton counties, the majority are in the central and southern portion of the state.

The largest and most important truck crop area is found in the Everglades around Lake Okeechobee. Sweet corn, celery, escarole, lettuce, and radishes are among the many crops of this area. Dangers of frost and torrential rains add greatly to the problems of production.

The introduction of a successful mechanical harvester has moved snap bean production from the muck soils of the Everglades to the sandy soils of the Pompano area and the marl and rock soils of Dade County. Snap beans require 50 to 60 days from seed planting to harvest and, weather permitting, two to three successive crops can be grown in the Pompano and Dade areas during Florida's season. Pole beans, requiring 80 days to maturity, are an important late fall, winter, and spring crop in Dade County.

Celery is produced on the mucklands of the Everglades, Oviedo, and Zellwood areas. The production and harvesting of celery require a large amount of costly hand labor. Celery growers are vitally interested, and have had considerable success, in developing mechanical equipment to offset the growing shortage and increasing cost of labor. Florida celery is marketed from November through June.

Sweet corn, a relatively unimportant crop in Florida until after World War II, is now an important source of income. The principal areas of sweet corn production are the Everglades and Zellwood; the Dade and East Palm Beach areas produce some winter corn. The weather is a major advantage in Florida's sweet corn production. It can be grown here during the late fall, winter, and early spring months when few other areas are able to compete. The introduction of varieties better adapted to Florida conditions and improvement in quality control measures have contributed greatly to our production possibilities.

The majority of Florida's pepper production is in the Pompano and Immokalee areas with harvest from November through May. Some May and June production is marketed from central and north central Florida areas.

Tomatoes have long been Florida's most important vegetable crop in value of production. Dade and Palm Beach counties, Fort Pierce, Immokalee-Naples, Manatee-Hillsborough, and Gadsden County are the principal areas of tomato production. South-

east and southwest production areas market from November until early May. Fort Pierce and Manatee-Hillsborough produce fall and spring crops for November-December and April-June marketing. Imports from Mexico compete continuously with Florida's production.

Watermelons are grown in many of Florida's 67 counties and by a greater number of farmers than any other truck crops. A few icebox melons are produced during the late winter in the Dade and Immokalee areas. Major shipments begin in late March and continue into July. This is one of Florida's few truck crops shipped to market without refrigeration in transit.

Among the vegetables not included in the accompanying table but grown in substantial quantity in Florida are greens, escarole, parsley, watercress, carrots, okra, and cauliflower.

In 2008, receipts from Florida agricultural products amounted to \$6.59 billion, an increase of \$564,561 from 2005. Nationally, Florida ranked first in the production value of oranges, grapefruit, and sugarcane for sugar and seed. Florida also ranked first in snap beans, fresh market tomatoes and cucumbers, squash, watermelons, and sweet corn. The state was second in the production of tangerines, strawberries, bell peppers, and cucumbers for pickles and fourth in the value of production of honey.

¹Gray, "History of Agriculture in Southern United States to 1860", Vol. I, pp. 108-9.

²Ibid, Vol. II, p. 756.

Land in Florida Farms by Use (In Acres)

Type	1992	1997	2007
Range-Pastureland	4,456,686	4,184,037	3,221,202
Woodland	1,922,035	2,214,235	2,330,336
Cropland, Total	3,841,505	3,610,304	2,953,340
Cropland, Harvested	2,400,704	2,434,379	2,112,129
Cropland, Pasture & Grazing	972,995	867,561	1,104,890
Cropland, Organic	(NA)	(NA)	11,493
Irrigated land	1,782,680	1,873,823	1,552,118
Other	914,642	996,717	726,692
Total land in farms	10,766,077	10,659,777	9,231,570
Total State acres	34,558,261	34,558,261	34,558,261

Source: U.S. Department of Agriculture. 2002 and 2007 Census of Agriculture www.nass.usda.gov/

Leading Field Crops, Acreage and Value of Production, 2009 and 2010

Item	2009		2010	
	Harvested Acres (1,000)	Value (\$1,000)	Harvested Acres (1,000)	Value (\$1,000)
Corn	37	14,800	25	12,338
Cotton	78	33,415	89	54,792
Cottonseed	na	4,185	na	5,720
Hay, all	300	110,970	320	108,288
Peanuts	105	69,552	135	91,341
Soybeans	34	12,274	23	7,590
Sugarcane (sugar and seed)	387	na	392	na
Wheat	14	2,589	7	1,400

Source: Florida Statistical Abstract 2011

Vegetables and Berries: Acreage Planted and Harvested, by Crop Year

Crop	Acreage planted	Acreage harvested	Production (1,000 Cwt)	Total value (\$1,000)
Crop year 2007–2008				
All crops, total	227,600	217,490	50,736	1,929,759
Vegetables, total	165,500	153,590	32,279	1,357,021
Snap beans	37,800	33,200	2,656	155,642
Cabbage	10,400	9,190	3,217	43,430
Sweet corn	45,300	42,000	6,720	158,592
Cucumbers	12,000	11,600	3,248	71,131
Bell peppers	19,000	17,800	4,984	253,187
Squash	8,600	8,300	996	52,788
Tomatoes	32,400	31,500	10,458	622,251
Watermelons	26,700	26,100	8,613	140,392
Potatoes	28,500	27,900	7,952	131,040
Strawberries	6,900	6,900	1,794	249,366
Blueberries	(X)	3,000	98	51,940
Crop year 2008–2009				
All crops, total	237,300	227,200	51,793	1,885,054
Vegetables, total	164,900	157,300	33,051	1,249,150
Snap beans	33,700	32,800	2,132	112,783
Cabbage	10,100	9,500	3,658	60,357
Sweet corn	46,900	43,100	6,681	227,154
Cucumbers	11,600	11,300	2,656	78,618

Bell peppers	18,900	18,200	4,482	198,553
Squash	9,100	8,800	1,144	51,480
Tomatoes	34,600	33,600	12,298	520,205
Watermelons	27,700	25,800	8,179	135,771
Potatoes	32,600	28,900	7,700	135,201
Sweet potatoes	3,300	3,200	352	(D)
Strawberries	8,800	8,800	2,376	313,632
Blueberries	(X)	3,200	135	51,300

Crop year 2009–2010

All crops, total	235,700	223,500	44,914	2,086,849
Vegetables, total	164,300	151,400	26,919	1,425,256
Snap beans	36,400	32,200	1,932	135,047
Cabbage	10,500	9,700	2,910	70,131
Sweet corn	45,100	42,100	5,894	189,197
Cucumbers	12,000	11,600	2,320	47,792
Bell peppers	18,800	17,700	4,071	295,555
Squash	9,500	9,100	1,092	56,784
Tomatoes	32,000	29,000	8,700	630,750
Watermelons	25,900	24,600	7,503	112,545
Potatoes	33,200	31,800	7,950	138,783
Sweet potatoes	3500	3,400	442	(D)
Strawberries	8,800	8,800	1,936	362,032
Blueberries	(X)	3,500	164	48,233

Cwt Hundred weight.

(X) Not applicable.

(D) Data withheld to avoid disclosure of information about individual operations.

Source: Florida Statistical Abstract 2011; U.S., Department of Agriculture, National Agricultural Statistics Service, Florida Agriculture Statistical Bulletin, 2010, Internet site <<http://www.nass.usda.gov/>> (accessed 27, July 2011)



Livestock

Robert L. Degner*

Several classes of livestock are produced commercially in Florida. Beef and dairy cattle, horses, swine, sheep, goats, poultry, rabbits, other small animals, and bees are all raised commercially in the state. In recent years, traditional livestock production has been expanded to include numerous aquacultured species such as alligators, clams, ornamental fish, and edible finfish such as catfish and tilapia.

Much of Florida's modern livestock production has grown from animals brought by European explorers and settlers, beginning over four centuries ago. Spanish explorers brought horses as early as 1527 and the DeSoto expedition (1538-41) distributed hogs throughout Florida and other southern states. Later, colonists brought cattle, sheep, goats, and poultry. By the late 17th and early 18th century-

ries, large numbers of cattle, horses, and swine were ranging over north and central Florida.

Horses were the primary means of travel until the 1850s. Hunting from horseback and horse racing were popular sports from Spanish times, and continue to be popular today. In early times, Florida cattle-men drove animals from the interior to port cities, where cattle were slaughtered, and their tallow and hides exported.

In the late 19th century, Florida beef cattle were still similar to those of 200 years earlier. Improved breeds of cattle were then introduced to replace or upgrade the native or "Cracker" cattle. As a result, Florida beef herds changed markedly during the first third of the 20th century. Brahman cattle added size, hardiness and resistance to heat and insects. Cross-

**Robert L. Degner is a Professor of Food and Resource Economics at the University of Florida. Statistical information in this essay has been updated by editorial staff.*



Photo by Robert L. Stone

One of Billy Bellamy's yellow curs circles a herd at his Cedar Hill Ranch to keep the cows in a tight bunch. A few good dogs can maintain a large herd tightly grouped for hours if necessary, Morrison, 2006.

ing with Angus, Hereford, and Charolais greatly improved the quality of Florida beef.

At the same time, eliminating insects like ticks and screwworms, plus identifying and correcting nutritional problems peculiar to Florida's sandy soils, paved the way for many other advances. Research and education in using improved grasses, better grazing management, selective breeding, and modern health care have helped Florida to become a leading state in beef cattle production. As of January 1, 2011, Florida ranked 11th nationally with respect to the number of beef cows on farms and ranches.

The state's beef producers raise their herds on pasture and primarily market weaned calves that go to feedlots for additional feeding before slaughter. Nearly all beef cattle in central and south Florida are on medium to large ranches. Beef herds in north and west Florida are generally smaller, and are usually part of farming operations. Very few cattle are fed to slaughter weights in Florida because of limited feedgrain production. Most calves destined for slaughter are shipped to feedlots in other states. Over half of Florida's feeder calves are shipped to Texas and Oklahoma.

Florida also has a large and progressive dairy industry, with 119,000 cows, ranking 19th in the U.S. in number of milk cows in 2012. Although dairy cow numbers decreased between 1996 and 2005, from



Photo by Robert L. Stone

About 2,500 head of cattle per week are auctioned, one at a time, at the Okeechobee Livestock Market, 2004. The cattle are then sorted into pens designated for each buyer. The day after an auction, the pens are emptied and the cattle are loaded into trucks and shipped.

162,000 to 137,000 head, milk production decreased only slightly, from 2.2 billion pounds in 1996 to 2.17 in 2006. In 2009, 115,000 head produced 2 billion pounds of milk.

Nearly all of Florida's dairy production is consumed as fluid milk within the state. Florida has some of the largest dairies in the U.S. with many having several thousand milking cows. Dairymen must purchase large quantities of feed, including grain from other states, and molasses and roughage in Florida.

Number and Rank of Cattle and Calves and Beef Cows, by County (January 2011)

County	Cattle and calves ¹		Beef cows ²	
	Number	Rank	Number	Rank
Florida	1,630,000	(X)	926,000	(X)
Alachua	44,000	12	26,000	8
Baker	5,500	37	(D)	(X)
Bay	1,000	45	600	28
Bradford	9,500	28	(D)	(X)
Brevard	25,000	19	(D)	(X)
Broward	3,000	41	2,000	26
Calhoun	3,500	40	(D)	(X)
Charlotte	19,000	22	15,000	13
Citrus	6,700	33	(D)	(X)
Clay	5,700	36	(D)	(X)
Collier	10,500	27	6,900	19
Columbia	21,000	21	11,500	15

DeSoto	70,000	5	40,000	5
Dixie	8,000	31	(D)	(X)
Duval	5,500	37	(D)	(X)
Escambia	6,000	35	(D)	(X)
Flagler	4,000	38	3,400	24
Gadsden	5,500	37	(D)	(X)
Gilchrist	36,000	14	8,000	17
Glades	54,000	9	(D)	(X)
Hamilton	8,000	31	(D)	(X)
Hardee	82,000	4	46,000	4
Hendry	57,000	8	(D)	(X)
Hernando	15,000	24	7,900	18
Highlands	100,000	2	62,000	3
Hillsborough	63,000	6	37,000	6
Holmes	31,000	16	16,000	12
Indian River	19,000	22	12,000	14
Jackson	51,000	10	28,000	7
Jefferson	11,500	26	(D)	(X)
Lafayette	30,000	17	4,900	22
Lake	21,000	21	12,000	14
Lee	11,500	26	8,000	17
Leon	2,000	44	1,500	27
Levy	31,000	16	18,500	11
Liberty	(D)	(X)	(D)	(X)
Madison	41,000	13	(D)	(X)
Manatee	36,000	14	22,000	9
Marion	46,000	11	26,000	8
Martin	22,000	20	(D)	(X)
Miami-Dade	2,900	42	2,000	26
Nassau	6,500	34	(D)	(X)
Okaloosa	2,500	43	2,000	26
Okeechobee	135,000	1	65,000	2
Orange	10,500	27	(D)	(X)
Osceola	100,000	2	74,000	1
Palm Beach	3,900	39	(D)	(X)
Pasco	34,000	15	22,000	9
Pinellas	(D)	(X)	100	30
Polk	95,000	3	(D)	(X)
Putnam	8,600	30	(D)	(X)
St. Johns	2,900	42	2,000	26
St. Lucie	21,000	21	(D)	(X)
Santa Rosa	7,000	32	3,900	23

Sarasota	16,300	23	9,000	16
Seminole	6,000	35	(D)	(X)
Sumter	34,000	15	(D)	(X)
Suwannee	59,000	7	20,000	10
Taylor	3,500	40	2,500	25
Union	9,000	29	6,000	20
Volusia	12,000	25	(D)	(X)
Wakulla	1,000	45	500	29
Walton	27,000	18	8,000	17
Washington	9,000	29	5,000	21

(X) Not applicable.

(D) Data withheld to avoid disclosure of information about individual operations.

¹All classes, beef and dairy.

²Beef production brood cows only, which have calved at least once.

³Includes Bay, Franklin, Gulf, Monroe, and Pinellas Counties.

Florida's swine production, while not as important as beef production or dairying, is a far cry from the bands of "piney woods rooters" roaming the state in its first 300 years. Hog farms, concentrated in north and west Florida, are generally small. However, high quality hogs are produced under modern conditions. In 2011, 48,900 head were marketed, generating about \$3.13 million in cash receipts.

Florida's poultry industry is a major contributor to agricultural income. The total value of Florida's chicken and egg production in 2011 was \$359 million. Egg production was valued at \$180 million. Broiler production was valued at \$179 million.

Chicken and Eggs: Cash Receipts in Florida, 2000-2010 (in thousands of dollars)

Year	Total	Broilers	Eggs ¹	Other chickens ²
2000	335,487	226,625	108,187	675
2001	376,238	253,680	122,253	305
2002	305,101	195,579	109,012	510
2003	324,346	178,955	145,027	364
2004	369,018	208,440	159,878	700
2005	302,922	201,564	100,723	635
2006	279,489	159,300	119,687	502
2007	366,941	179,654	186,471	816
2008	408,048	173,144	234,515	389
2009	268,178	115,164	152,616	398
2010	302,621	151,493	150,746	382

¹Total production, including consumption on farms where produced.

²Value of sales.

NOTE: Data for marketing years beginning December 1 and ending November 30. Data may be revised.

Sources: *Florida Statistical Abstract 2011; State of Florida, Department of Agriculture and Consumer Services, Florida Agricultural Statistics Service, Livestock, Dairy, and Poultry Summary, 2010, Internet site <<http://www.nass.usda.gov/>>* (accessed July 27, 2011)

Horses, important in Florida since the earliest explorations, are a major livestock enterprise. According to the Florida Department of Agriculture, there are 299,000 head in the state, 70 percent of which are used for competition and recreation. The horse industry generates more than 72,000 jobs, and has an overall economic impact of nearly \$6.5 billion. Thoroughbreds are the predominant breed, followed by American Quarter Horses, Appaloosas, Arabians, Standardbreds, Tennessee Walkers, Paso Finos, and Paints. Significant numbers of most recognized breeds are found in the state. Florida's fine winter weather has attracted breeders from many other states to take advantage of the racing and training opportunities. Marion County, Florida has more horses and ponies than any other county in the nation with more than 900 farms. Florida is home to some 600 Thoroughbred farms and training centers, with more than 75 percent of these located in the Ocala/Marion County area.

The Spanish imported sheep and lambs in large numbers as early as 1565. However, sheep numbers in Florida have been low for many years and are of relatively minor importance. In recent years, there has been a great deal of interest in goat production for milk and meat. The 2007 Census of Agriculture found that 4,040 Florida farms had over 57,696 head

of goats, a 30.7 percent increase over the 2002 Census of Agriculture. Rabbits are produced for meat and for laboratory animals, and mink and chinchilla for furs. Greyhound raising and training for racing is a lucrative industry in several counties.

Honey production is also a significant enterprise in Florida. There were 180,000 honey producing colonies in Florida in 2011. The value of Florida honey production in 2011 was \$18.1 million, down from the 2010 value of \$21.5 million. In early 2006 beekeepers began noticing that their bees were disappearing. A year later, many had lost half or more of their colonies to honeybee Colony Collapse Disorder. As of 2009, the number of reported cases of CCD in the U.S. has dropped considerably, but is still an unsolved problem.

Although aquaculture is not one of the traditional "livestock" enterprises, it has emerged as an important endeavor in Florida. The planting of clams, for example, has more than doubled since 2000. The state ranks third in the nation in value of sales. Receipts in 2005 for aquaculture products totaled 74.9 million, including tropical fish (\$33 million), clams, and other shellfish (\$18.0 million), alligators (\$2.4 million), and food fish, primarily catfish and tilapia (\$2.8 million).

Racehorse and trainer at Bonnie Heath Farm, Ocala, 1957.



Florida State Archives



Florida's Mineral Industry

Florida annually ranks as one of the top ten states in nonfuel mineral production and value. The state continues to lead the nation in phosphate rock mining. In terms of value, phosphate rock, crushed stone, cement (Portland and masonry), and construction sand and gravel continue to be the most important raw nonfuel mineral commodities produced in the state. Florida's nonfuel mineral production was valued at over \$2 billion and its national rank was 4th in 2012 (U.S. Geological Survey, Mineral Commodity Summaries 2013).

Exploration and Development

During 2008, the state issued 27 new permits (19 limerock, 7 sand, and 1 heavy mineral) for mining encompassing 11,866 acres (ac). Permits were issued for the expansion or modification of 32 existing operations that encompassed 6,877 ac. Dupont was approved to develop its northeast Maxville satellite heavy mineral mine, adding 5,239 ac to its operation. The Palm Beach County Commission approved new aggregate mines, encompassing approximately 10,996 ac operated by Rinker (now Cemex) and Florida Rock Industries (now Vulcan Materials), and one 556 ac mine expansion by Bergeron Sand, Rock, & Aggregate, Inc. In a similar action, the Florida City Commission gave final approval to Atlantic Civil, Inc., to expand an aggregate mining operation to 1,218 ac in Miami-Dade County.

During 2009 to 2012, the Department of Environmental Protection (DEP) issued one environmental resource permit for the expansion of the North Maxville Mine (heavy minerals) by 1,820 ac. Fifty-nine

permits were issued for new limestone mines or expansion or major modifications at existing limestone mines. This included the expansion of nine Lake Belt Area mines totaling approximately 18,000 ac of existing and expanded project area. Twenty-three permits were issued for new sand mines or expansion or major modifications at existing sand mines. One permit for a peat mine was modified. Twenty-five permits for nonphosphate mines were transferred to new permittees.

The U.S. Army Corps of Engineers initiated and is near completion of an Areawide Environmental Impact Statement (AEIS) for phosphate mining in the Peace River Basin. The final EIS report is expected to be released in 2013.

Commodities Review

Aggregates (crushed stone, sand, and gravel)

Florida ranks second nationally in production and fourth in consumption of crushed stone (lime-stone and dolostone). Most of the stone that is mined in Florida is used for road construction. Florida ranks approximately 15th in the country in sand and gravel used or produced. Sand and gravel is subdivided into construction and industrial sand, the bulk of which in Florida is construction grade (Florida Geological Survey—Geology Topics). In 2011, Florida consumed approximately 40.5 million metric tons (mt) of crushed stone aggregate, including imports from foreign suppliers, down from 68 million mt in 2008 and 96 million mt in 2007. Florida's construction sand and gravel production in 2011 was estimated

at 12 million mt in 2011, down from 28.1 million mt in 2008 (U.S. Geological Survey, Mineral Industry Surveys, 2013).

Cement

Limestone of high purity can undergo calcinations (heating), and, together with other ingredients, be used to manufacture Portland and masonry cement. Florida ranks in the top five states in production and consumption of Portland cement and is first in the production and consumption of masonry cement (Florida Geological Survey—Geology Topics). In 2011, Florida shipped 3,326,987 mt of Portland and blended cement and 198,609 mt of masonry cement. In January–November 2012, Florida shipped 3,569,330 mt of Portland and blended cement and 214,608 mt of masonry cement. Florida produced 3,029,215 mt of cement clinker in 2011 and 3,345,083 mt of cement clinker in January–November 2012 (U.S. Geological Survey, Mineral Industry Surveys, 2013).

Clays

Fuller's earth, kaolin, and common clay were mined in several locations in Florida. Fuller's earth (attapulgite and montmorillonite) mined in Florida is typically used in ceramics manufacturing, as additive to drilling muds, in paints as a gellant agent, and in cat litter. Kaolin is used in pigments, paper, and refractories. Common clay, mined in small quantities from various locations throughout the state, is used in the manufacture of brick, cement, and lightweight aggregate (Florida Geological Survey—Geology Topics).

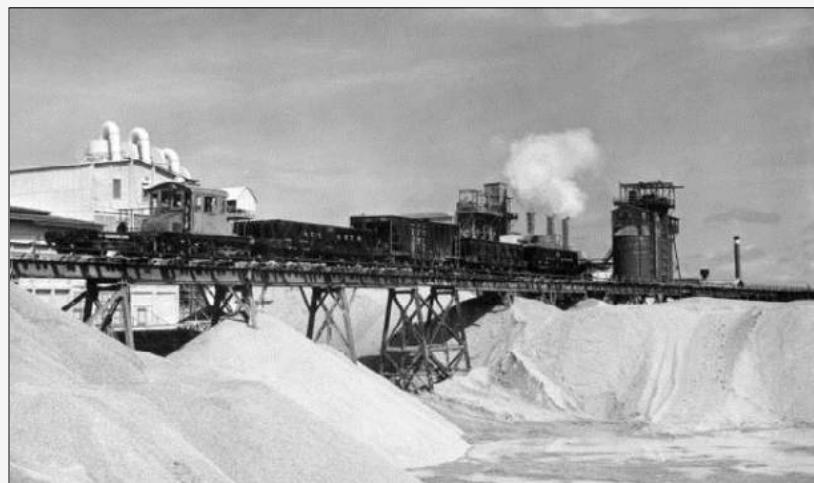
Peat

Peat is a natural product consisting of partially decomposed plant material typically occurring in wetland bogs, swamps, and marshes. Although not commonly thought of as a mineral, peat is classified by the U.S. Geological Survey as a non-fuel mineral. In 2011, Florida produced an estimated 449 thousand mt of peat, in seven active operations, leading nation-

ally in annual production (U.S. Geological Survey, Minerals Yearbook, 2011). Peat is principally used in horticulture as a soil improvement by nurseries and in potting soil, as earthworm and mushroom culture, packing for flowers and seeds, seed inoculant, and for vegetable cultivation. It is also used in industry as an oil absorbant and filtration medium for the removal of waterborne contaminants in drainage and septic systems.

Pebble Phosphate

In 2011, Florida's phosphate industry accounted for 65% of the national annual production. Phosphate is mined in five counties in Florida: Polk, Hillsborough, Hardee, Manatee, and Hamilton. The Mosaic Company operated four mines, CF Industries operated one, and PCS Phosphate Company operated one mine. In July 2011, Mosaic was forced to close its South Fort Meade Mine after an injunction was issued by the U.S. District Court for the Middle District of Florida to cease all mining in the Hardee County extension of the mine. The ruling was the result of an ongoing lawsuit filed by the Sierra Club in 2010 to block the extension of the South Fort Meade Mine. The mine was closed for the remainder of 2011. Mosaic permanently closed its Hopewell Mine in January 2011, when the reserves were depleted. This reduced U.S. annual production capacity by 500,000 mt. Beginning in late 2007 and extending into 2008, increased agricultural demand and tight supplies caused a dramatic rise in the price of phosphate. The average price per mt more than doubled from 2007 to



Florida State Archives

Phosphate mounds and ACL train, Mulberry, 1947.

2009, but it dipped 22% by 2011. Phosphate is used primarily for producing phosphoric acid utilized in the manufacture of fertilizer. Other uses include additives to animal feed, elemental phosphorous production, and as direct-application soil fertilizer; in central Florida, animal feed products, fertilizers, and phosphoric acid were sent by rail to domestic customers or to the Port of Tampa for export (U.S. Geological Survey, Minerals Yearbook, 2011).

Titanium and Zirconium

Titanium mineral concentrates of economic importance include ilmenite, leucoxene, rutile, synthetic rutile, and titaniferous slag. U.S. mineral concentrate producers were DuPont Titanium Technologies [a subsidiary of E.I. du Pont de Nemours and Co. (DuPont)] and Iluka Resources, Inc. of Jacksonville. DuPont's mining operations near Starke produced a mixed product containing ilmenite, leucoxene, and rutile that was used as a feedstock in DuPont's titanium dioxide plants. DuPont extended the mine life of its Starke operation beyond 2017 through the acquisition of a 788 hectare parcel of timberland in Baker

County from the Cummer Land Trust. DuPont has produced heavy-mineral concentrates from deposits along the Trail Ridge ore body since 1949 (U.S. Geological Survey, Minerals Yearbook, 2010).

Zirconium is primarily used in refractories, foundry sands, and ceramics opacification. DuPont Titanium Technologies and Iluka Resources, Inc., are producers of zircon. DuPont produces zircon from its heavy-mineral sands operation near Starke (U.S. Geological Survey, Minerals Yearbook, 2011).

Environmental Issues and Reclamation

In recent years, environmental concerns such as potential contamination of freshwater aquifers, blasting, dust, and truck traffic issues have been at the forefront during the mine permitting process in Florida. In some areas, housing development is adjacent to mineable lands. Communities generally understand the need for earth materials to supply the state's growth, but at the same time recognize the environmental fragility of many potentially productive mining areas. The result has been ongoing revision of local mining regulations, lengthy permitting processes, and, in some cases, mining moratoriums.

In response to the increasing aggregate costs during the construction boom, temporary closure of 12 Lake Belt Area mines in 2006, and the Florida Department of Transportation's strategic aggregates study, the Florida Legislature created a "Strategic Aggregates Review Task Force." The task force report was issued in 2008 to identify areas of improvement in policy and public investment as related to the supply of construction aggregate materials available for use in Florida.

The Lake Belt Area mine closures resulted from a 2005 lawsuit challenging the issued federal permits. The suit argued that the Environmental Impact Statement (EIS) prepared by the Army Corps of Engineers (Corps) and U.S. Fish and Wildlife Service did not adequately assess danger posed to Miami-Dade's drinking water supply and would destroy the Everglades' wetland habitats. This argument was further cemented by benzene from an unknown source having been identified in one of the Miami-Dade field wells. U.S. District Judge William Hoeveler sided with the plaintiffs, requiring the Corps to draft a supplemental EIS for the mining permit areas before the



Photo by Francis P. Johnson

A Crane Company geologist takes samples of sand for testing, Panama City, 1954.

temporary closures would be lifted. The federal appeals court upheld the decision to vacate the permits. During 2009, the Corps issued its Final Supplemental EIS. This was followed by the issuance of federal permits to resume mining operations. During 2009, Environmental Resource Permits were issued for nine Lake Belt Area mines totaling approximately 18,000 ac of existing and expanded project areas.

Palm Beach County had previously invoked a mining moratorium to further research the environmental impacts of mining the approximately 700,016 ac Everglades Agricultural Area (EAA). The primary concerns were: 1) the potential impact to the Everglades surface water flow; 2) lowering of the potentiometric surface in the regional surficial aquifer system; and 3) the potential increase in mercury concentrations from leaching of the EAA's famous mucky soils during mining. In April and May of 2008, Palm Beach County approved three new mines in or near the EAA. The Lake Harbor Quarry will include 7,356 ac, 4 miles south of Lake Okeechobee. U.S. Sugar, the landowner of the Lake Harbor Quarry, terminated the mining lease with Florida Rock Industries. The permit for mining was transferred to U.S. Sugar. South Bay Quarry will cover 3,776 ac situated 10 miles south of Belle Glade. The county also authorized a new 556 ac mine for Bergeron Sand, Rock, & Aggregate, Inc., adjacent to existing operations. Environmental groups mounted a legal challenge to the mines on the basis officials failed to address concerns that long-term mining could contaminate water supplies and interfere with Everglades restoration efforts. During 2010, the county approved a 1-year moratorium on new rock mines in the EAA while land use ordinances were under review. During 2011, two appeals court rulings blocked county permits for Bergeron and the South Bay Quarry. The court determined that the permittees could not meet criteria in the county's comprehensive plan limiting the use of limestone mined from the EAA. The decision could affect other county permits issued for mining in the EAA.

During 2012, Lake County created the Green Swamp Mining Committee to review existing land use ordinances pertaining to sand mining in the Green Swamp Area of Critical State Concern. The final committee report made recommendations for

changes to county ordinances.

Lee County initiated a 1-year moratorium on mining in its southeastern region, the Density Reduction/Groundwater Resource (DR/GR) Area. After a detailed study of this area, Lee County adopted amendments to its land use plan. The amendments were challenged by a mining company and four landowners. In 2012, the court upheld the amendments. The court found that the county's comprehensive plan meets the standards to deny zoning for mining within the DR/GR. The department issued environmental resource permits for four new limestone mines totaling 6,389 ac of additional excavation area. Two permits were issued for expansion of existing mines.

Prior to 2009, Indian River County enacted a temporary mining moratorium to allow time to devise better protection for its groundwater. Citrus County enacted a similar moratorium, and adjacent Levy County was considering a proposal from Tarmac America to mine limerock on 4,804 ac of a 9,390 ac tract near the town of Inglis.

In 2000, Mosaic Fertilizer sought permits to mine their planned 10,304 ac Ona-Ft. Green mine location in Hardee County. A legal challenge citing potential mining impacts to the Peace River Basin was brought by Charlotte, Lee, and Sarasota Counties and the Peace River/Manasota Water Supply Authority. The permit was upheld in court, and the final permit was issued in June 2009.

In 2006, Mosaic Fertilizer sought permits to mine their planned 26,826 ac South Fort Meade mine location in Hardee County. A legal challenge citing potential mining impacts to the Peace River Basin was brought by Charlotte, Lee, and Sarasota Counties and the Peace River/Manasota Water Supply Authority. The permit was upheld in court, and the final permit was issued in February 2009.

In 2011, CF Industries received approval of an Environmental Resource Permit authorizing mining within its 7,512 ac South Pasture Extension Mine in Hardee County. This permit was challenged by an adjacent landowner who cited environmental concerns. The permit was upheld in court, and the final permit was issued in June 2012.

In 2012, PCS Phosphate received approval of a Wetland Resource Permit authorizing mining within its 1,155 ac Loncala Tract, which is an extension of

its Hamilton County Mine.

Since July 1, 1975, Florida has required that all mined lands be reclaimed, as administered by the DEP Bureau of Mine Reclamation (now the Mining and Mitigation Program). Department records indicate that as of December 31, 2010, 71% of land mined for phosphate has been reclaimed; mined phosphate land totaled 190,256 ac, with 72,759 ac having been reclaimed.

During 2012, Martin Marietta Materials was unsuccessful in an attempt to acquire Vulcan Materials Company, the parent company of Florida Rock Industries. The hostile takeover was temporarily blocked by the court based on Martin's use of confidential information in violation of previous confidentiality agreements.

During 2010, an environmental resource permit was issued to Tarmac America for the King Road Quarry in Levy County. The project includes 2,757 ac of limestone extraction and 987 ac of other disturbances supporting mining operations. The wetland mitigation includes 4,526 ac of habitat preservation and enhancement. The project still requires completion of the Corps environmental impact statement and federal permits.

Lake Point Restoration received permits to expand mining in Martin County. This unique public-private partnership includes the excavation of limestone creating two lakes totaling 872 ac within a 2,241-ac property. After mining is complete, it is expected that the property will be transferred to the South Florida Water Management District for use as a stormwater treatment area.

Harrell's, LLC, acquired the 300 ac Ram Peat property near Avon Park which includes a peat mine. Permits for continued mining at this facility were transferred to Harrell's Horticultural Products, LLC.

Permits were issued for expanded limestone mining at the Brooksville Quarry operated by Florida Rock Industries. In the meantime, the process of obtaining approvals to convert the property to a large residential/commercial community continues.

Sunwest Harbourtowne continued the process of obtaining approvals for the closure of limestone mining in Pasco County and the construction of a commercial/residential development on the site. This includes a land swap to provide a large contiguous area for black bear and scrub jay habitat, and a public

park with a boat launch.

Ocala Meadows Farms completed the process of obtaining approvals for the closure of a limestone mine in Marion County and the construction of a residential development on the site. This included an offsite wetland mitigation and preservation area.



Photo by Elias Howard Sellards

Limestone in Central Phosphate Company pit, Ocala, 1909.

Governmental and Related Programs

Florida's mineral resources reach beyond those of terrestrial origin, especially on Florida's broad continental margins in the Gulf of Mexico. One of the most important coastal resources is a reliable supply of sand to replenish the state's environmentally and economically important beaches. During 2008-2010, the Florida Geological Survey (FGS) partnered with the federal Bureau of Ocean Energy Management, Regulation and Enforcement and the National Oceanic and Atmospheric Administration to collect and characterize beach sands from all of Florida's beaches. This data, used in conjunction with the results of previous offshore sand deposit characterization studies, will assist in suitably replenishing and restoring storm-and erosion-depleted tourist beaches statewide. Studies commencing in 2011 will continue research on nearshore submarine sources of compatible sands for beach restoration.

As part of an ongoing cooperative effort through the STATEMAP component of the National Cooperative Geologic Mapping Program (a USGS/State of Florida/FGS jointly funded program), in 2008, the FGS completed geologic mapping for the western portion of the USGS 1:100,000-scale Perry quadrangle. In 2009, the FGS completed mapping the Ocala quadrangle, and in 2012, mapping was completed on the Inverness and Tarpon Springs quadrangles. The

completed products include a geologic map, cross-sections, and a physiographic regions map. Several cores and numerous hand samples have been archived in the FGS State Geologic Sample Repository for future reference. The completed maps and cross-sections are available as part of the FGS Open-File Map Series and FGS Open File Report.

Oil and Gas Production

Oil and gas have been produced from 22 oil-fields in the northwest Florida panhandle in Escambia and Santa Rosa Counties since 1970; and in Lee, Hendry, Collier, and Dade Counties in south Florida since 1943. There have been no new discoveries since McDavid Field (Escambia County) in 1988.

According to the *Oil and Gas Journal*, January 7, 2013, edition, Florida currently ranks 17th among oil producing states in the U.S. During calendar year 2011, Florida produced over 2 million barrels of crude oil; of that, approximately 60 percent was produced from fields in northwest Florida. Northwest Florida fields have also produced a cumulative total of approximately 670 billion cubic feet of natural gas. The Jay Field alone has produced approximately 424 million barrels of oil and 607 billion cubic feet of gas since 1970.

Drilling / Production

South Florida:

There are seven active oil fields in South Florida including: Sunniland (discovered 1943), West Felda (1966), Bear Island (1972), Lehigh Park (1974), Mid-Felda (1977), Raccoon Point (1978), and the Corkscrew Field (1985).

There are four companies, BreitBurn Florida, LLC, Hendry Energy, Century Oil, and OYRX/Anadarko, operating 39 wells in the region.

Northwest Florida:

There are two active oil fields in Northwest Florida including Jay (discovered 1970) and Blackjack Creek (1972). The Jay Field is by far the state's largest oil and gas field. Quantum Resources Management, LLC, and Petro Operating Company operate 121 wells at Jay and Blackjack Creek.

Florida Oil & Gas Section Statistics:

- Crude oil produced in 2011: 2 million barrels.
- Gas produced in 2011: 17 billion cubic feet.
- Saltwater (brine) produced in 2011: 61 million barrels.
- Net oil spilled in 2011: 1 barrel.
- Net brine spilled in 2011: 15 barrels.
- Percentage of produced oil and brine spilled in 2011: 0.000025 percent.
- Crude oil produced in Florida 1943–Oct. 2012: 610 million barrels.
- Natural gas produced in Florida 1943–Oct. 2012: 685 billion cubic feet.
- Peak Production Year (Florida ranked 8th among oil producing states): 1978.
- Crude oil produced in 1978: 48 million barrels.
- Natural gas produced in 1978: 52 billion cubic feet.
- Total number of oil/gas fields 1943–2012: 22.
- Current number of active oil and gas fields: 9.
- Current number of permitted oil and gas wells: 158.
- Current number of producing wells: 67.
- Total permit applications received 1943–2010: ~1400.
- Total known wells drilled prior to regulatory permitting in 1943: 120.
- Number of wells brought on line as producers



Florida State Archives

Humble Oil and Refining Company's tank farm at Sunniland Field, Collier County, 1952.

1943–2010: 356.

- Number of dry holes 1943–2010: 719.
- Drilling permit applications received during 2012: 11.
- Number of field inspections in 2012: 1977.
- Geophysical exploration applications 1984–2011: 164.
- Geophysical exploration applications in 2012: 0.
- Deepest attempted oil and gas well: Permit 778 in Collier County, 18,670 feet.
- Shallowest attempted oil and gas well: Pre-per-

mit in Brevard County, 1921, 115 feet.

- Biggest oil and gas field: Jay Field, 424 million barrels crude oil, (1970–Oct. 2012).
- Smallest oil and gas field: Baxter Island Field, 1203 barrels crude (1977–1978).
- Deepest oil and gas field: McDavid Field, 16,810 feet (1988–1991).
- Most productive oil and gas well: Permit 923 (Jay Field) averaged 9,678 barrels per day in December 1978.

1943–2011 Florida Petroleum Production

Field	County	Oil (Thousand Bbls)	Gas (Million CF)	Discovery Date
South Florida Fields				
Sunniland	Collier	18,549	1,832	9/26/43
West Felda	Hendry	47,880	3,812	8/02/66
Bear Island	Collier	13,129	1,138	12/05/72
Lehigh Park	Lee	6,024	627	7/30/74
Mid-Felda	Hendry	1,518	10	10/13/77
Raccoon Point	Collier	19,928	2,378	6/20/78
Corkscrew	Collier	1,566	3	6/04/88
North Florida Fields				
Jay	Santa Rosa	424,181	606,674	6/15/70
Blackjack Creek	Santa Rosa	58,877	63,056	2/14/72
Plugged and Abandoned Fields				
Sunoco	Hendry	11,598	982	7/22/64
Mount Carmel	Santa Rosa	4,770	4,797	12/19/71
Seminole	Hendry	85	0	11/14/73
Sweetwater Creek	Santa Rosa	14	15	4/22/77
Baxter Island	Collier	2	0	8/11/77
Pepper Hammock	Collier	0.3	0	9/28/78
Townsend Canal	Hendry	535	0	6/27/82
Bluff Springs	Escambia	220	122	3/25/84
Coldwater Creek	Santa Rosa	81	14	6/04/88
McDavid	Escambia	121	48	6/14/88
Lake Trafford	Collier	302	0	3/30/69
McLellan	Santa Rosa	440	162	2/19/86

Sources: Department of Environmental Protection, Oil & Gas Program; Oil and Gas Journal, January 7, 2013, edition



Tourism

Tourism is a major component of the Florida economy. Visitor estimates are one of several indicators of the importance of the tourism industry, which provides many tangible and intangible benefits to Florida residents. Each year millions of people visit the state to enjoy its many natural and man-made attractions.

On July 1, 1999, VISIT FLORIDA implemented a new system for producing visitor estimates. The primary data collection results in an estimate of domestic visitors by air for the 13 largest airports. Estimates of Canadian and overseas visitors are obtained by Statistics Canada and the U.S. Department of Commerce.

The Travel Industry Association's TravelScope data provides the ratio of domestic air and non-air visitors. This percentage, along with the number of air visitors, helps to infer the numbers of non-air visitors.

Tourist Count (Domestic) 1985–2011

1985	28,850,424	2003	68,726,000
1990	40,970,233	2004	73,379,000
1995	41,282,314	2005	77,200,000
1996	44,757,082	2006	77,600,000
1997	46,953,929	2007	77,300,000
1998	46,698,736	2008	76,100,000
1999	51,400,000	2009	80,900,000
2000	64,730,000	2010	71,200,000
2001	62,315,000	2011	74,700,000
2002	67,900,000		

Sources: *Florida Statistical Abstract*; VISIT FLORIDA© Research, 2013

Visit Florida tourism photo. Visit Florida operates under a contract with the Office of Tourism, Trade and Economic Development as Florida's tourism marketing agency. "Visit Florida" is not a government agency, but rather a not-for-profit corporation created as a public/private partnership by the Florida Legislature in 1996.



Florida State Archives

Public Lodging and Food Service Establishments, 2011

Classification of Business	Number of Licensed Establishments	Number of Rental Units	
Apartments	17,510	995,419	
Hotels	1,619	245,513	
Motels	3,084	160,805	
Rooming Houses	157	2,091	
Rental Condominiums	13,213	114,041	
Transient Apartments	1,219	17,008	
Food Service Establishments		Number	Seating Capacity
		37,013	3,684,486

Source: *Florida Statistical Abstract 2011*

Tracking the Florida Tourist

Year	Mode of Travel	Tourists Visiting Florida	Number of Nights in Florida
1985	Air	13,049,211	9.5
	Auto	15,801,213	12.5
1990	Air	20,678,364	7.8
	Auto	20,291,869	14.8
1995	Air	21,518,096	8.3
	Auto	19,764,218	14.8
2000	Air	30,848,000	5.4
	Non-air	33,882,000	5.3
2005	Air	34,276,000	5.5
	Non-air	39,104,000	5.1
2010	Air	43,400,000	n/a
	Non-air	38,900,000	n/a

Source: *VISIT FLORIDA© Research, 2013*

Top Origins of Domestic Visitors 2011

Origin	Percent		
Georgia	10.6	Michigan	4.4
New York	8.9	Ohio	4.4
Texas	5.7	Alabama	4.2
Illinois	5.6	North Carolina	4.1
New Jersey	4.5	Pennsylvania	3.9

Source: *VISIT FLORIDA© Research, 2013*

Top International Travelers by Country 2000-2011

Country	2000	2002	2003	2004	2005	2009	2011 (est.)
Canada	2,042,000	1,603,000	1,669,000	1,911,000	2,033,000	2,600,000	3,300,000
U. K.	1,651,000	1,294,000	1,378,000	1,480,000	1,490,000	1,238,000	1,300,000
Germany	325,000	202,000	225,000	265,000	282,000	280,000	n/a
Brazil	365,000	134,000	245,000	167,000	181,000	712,000	1,500,000
Venezuela	451,000	301,000	239,000	224,000	221,000	401,000	n/a
Argentina	338,000	75,000	86,000	74,000	74,000	190,000	375,000
France	160,000	134,000	110,000	122,000	121,000	227,000	n/a
Japan	147,000	65,000	60,000	82,000	66,000	n/a	n/a
Mexico	n/a	n/a	n/a	n/a	n/a	275,000	387,000

Sources: *Florida Statistical Abstract 2011*, VISIT FLORIDA© Research, 2013



Visit Florida tourism photo.
Nighttime view of Miami's
skyline, circa 1980.

Florida State Archives



Highways: Trails to Turnpikes

Many of Florida's modern highways have as their origin ancient Indian trails. Here and there, an old terminus has been deleted or a detour made to shorten distance, but in the main, today's complex network of roads, highways and bridges has remarkably followed the older trails.

The first Europeans to come to Florida, the Spanish explorers, often were compelled to rely upon the Indians to guide them overland. These Indian trails served as the major overland routes used by the Spanish in their colonization of Florida.

The Kings Road, built by the British in segments during the 1760s and 1770s, was the first in Florida graded and wide enough to accommodate wheeled vehicles for any appreciable distance. Miss Dena Snodgrass, the Jacksonville historian, reports the Kings Road, when completed, ran from the Georgia line (the St. Marys River) to New Smyrna, via St. Augustine. The road exists today in Duval and Nassau Counties in considerable sections and is still called the Kings Road. It also exists in small segments in Flagler, St. Johns and Volusia Counties. In Volusia the Interstate passes over it and the overpass is emblazoned "Old Kings Road" at the crossing.

After Florida became a territory in 1822, the United States government appropriated \$20,000 for construction of a road from Pensacola to St. Augustine. That leg from St. Augustine westward to the vicinity of Tallahassee came to be known as the Bellamy Road, after its contractor. The road was completed in 1826, although settlers complained that it was only 16 feet wide, that tree stumps were left high above the ground, and that causeways and bridges were inadequate.

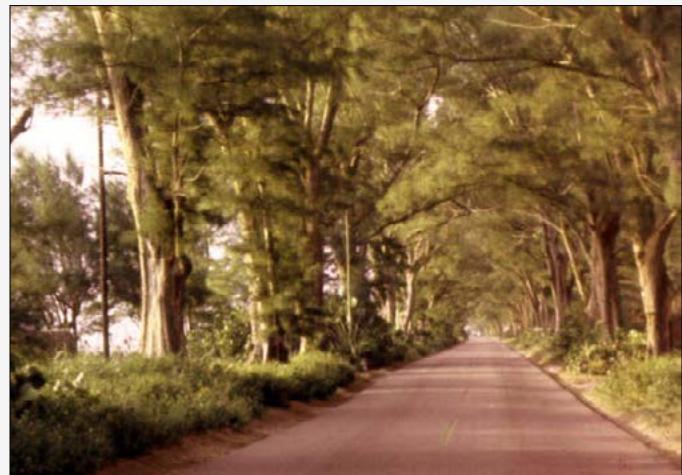


Photo by L. Brockway

Canopy road in Captiva, circa 1995.

A portion of present U.S. 27 generally follows a segment of the original road east of Tallahassee, while U.S. 90 generally follows the route west of Tallahassee.

Although these roads across North Florida follow routes similar to the Indian, Spanish and English trails, there is, of course, little resemblance in the specifications and construction plans used by the early road builders. Only a few paragraphs of specifications were laid down in building the Pensacola-St. Augustine Road. Today, the Department of Transportation has detailed specifications relating to every phase of highway construction on their website. The \$20,000 appropriated by Congress to construct the entire route from Pensacola to St. Augustine would not finance even a mile of one of our less expensive secondary roads.

Source: Department of Transportation

Notable Bridges

Name	Length (ft)	Spans
Seven Mile	35,716	Money Key Channel
Sunshine Skyway	21,872	Tampa Bay
Mid Bay	19,257	Choctawhatchee Bay
Garcon Point	18,420	East Bay at Garcon Point
Henry H. Buckman, Sr. (two spans)	16,296	St. Johns River
Howard Frankland, South	15,896	Old Tampa Bay
Howard Frankland, North	15,868	Tampa Bay
Philip D. Beall, Sr.	15,636	Pensacola Bay
Apalachicola Bay	14,171	Apalachicola Bay
Bayside Bridge (two spans)	14,007	Tampa Bay
Escambia (two spans)	13,594	Escambia Bay & CSX RR
Long Key	12,188	Long Key Channel
Napoleon B. Broward	10,643	St. Johns River/Mill Cove
Crosstown Express Viaduct	9,598	Hillsborough River
Apalachicola River	8,395	Apalachicola River
Trammell Bridge	8,360	Apalachicola River
Peace River (two spans)	8,281	Peace River
Lake Jessup (two spans)	7,911	Lake Jessup
Clyde B. Wells	7,532	Choctawhatchee Bay
John E. Matthews	7,374	St. Johns River
Midpoint Memorial	7,170	Caloosahatchee River
Bryant Grady Patton	7,114	Apalachicola Bay
Bahia Honda (two spans)	6,732	Big Spanish Channel
Alvin G. Shands	6,660	St. Johns River
Gilchrist	6,384	Peace River
Golden Glades Viaduct	6,354	Golden Glades Interchange
Escambia River	6,126	Escambia River
Dewey M. Johnson (Westbound)	6,100	Apalachicola River
Bryant Grady Patton	5,992	Apalachicola Bay
Ochlockonee Bay	5,835	Ochlockonee Bay
Dewey M. Johnson (Eastbound)	5,479	Apalachicola River
Edison	5,252	Caloosahatchee River
Nassau Sound	5,129	Nassau Sound
Barron Collier	5,089	Peace River
Caloosahatchee River	4,965	Caloosahatchee River
Arthur Sollee	4,594	Intracoastal Canal
Acosta	3,740	St. Johns River
Fuller Warren	3,667	St. Johns River
Hathaway	3,358	West Bay

Courtney Campbell	3,274	Tampa Bay
Blackwater Bay	2,931	Blackwater Bay
Dunn's Creek	2,699	U.S. 1
St. Johns River	2,655	St. Johns River
Navarre	2,640	Santa Rosa Sound
Isaiah Hart	2,504	St. Johns River
Manatee	2,225	Manatee River
East MacArthur	2,155	Biscayne Bay
Julia Tuttle Causeway	2,150	Biscayne Bay
West MacArthur	2,114	Intracoastal Canal

Source: Department of Transportation, Bridge Maintenance Office

Aerial view overlooking the Overseas Highway in the Florida Keys. The Overseas Highway and Railway Bridges were added to the National Register of Historic Places in 1979.



Florida State Archives



Florida's Scenic Drives

Jan Godown Annino*

Like poet Robert Frost, if you usually consider taking the path less traveled by, you'll want to know about Florida's scenic roads.

Perhaps the most well-known by name is A1A. This is the sunshine state's east coast highway that shimmers so prominently in classic beach movies. Jimmy Buffett added to the posterity of A1A by titling a hit record album with the breezy road's name. Legions of families with sand in their shoes claim this north to south ribbon of asphalt that slides through beach towns as their personal route into paradise.

Another romantic road, this one at the bottom of the state, is the Tamiami Trail. It's an east-west historic path with a simple name that comes from the way it linked Tampa to Miami in 1928. It slices directly across the most famous river of saw grass in the world and visits the state's fascinating Seminole and Miccosukee native people.

In Florida, local governments, the state Legislature, and the state Department of Transportation all designate scenic routes. In addition, many a shun-piker keeps track of personal favorites. The Florida Legislature has labeled at least 19 roads as scenic highways. The Florida DOT Scenic Highways Program, which has named far fewer, also links with a national scenic byways effort. Many county and city governments have free maps available of what they consider to be their best scenic drives.

Unique historic, cultural, and natural features must be in place so the traveler can enjoy them on a



Florida State Archives

Aerial view overlooking highway A1A south of St. Augustine, 1965.

visit along the route, in order for roads to earn scenic designations from most entities. For example, Florida's first official scenic highway under the DOT program resonates with Native American and Spanish explorer heritage dating to at least the 16th century. This road, Pensacola Scenic Bluffs Highway, encompasses the highest point along Florida's coastline. It hugs a shoreline explored by Don Tristan de Luna in

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1559 at what later became historic Pensacola, along U.S. Highway 90. To heighten the allure of this drive, it helps to know that the ill-fated ship de Luna sailed still sits at the bottom of the bay just offshore.

Some of Florida's scenic roads hold stories dating back to native footpaths trod long before Europeans arrived in the 1500s. Their heritage is thought to be a national treasure. For example, the national Scenic America organization bestowed a Top 10 America honor upon some of the pokey-paced canopy roads of the Tallahassee area. These are narrow corridors hidden under the shade of 200-year-old live oak trees that border each roadside. The trees' horizontal branches stretch completely over the road, to form a canopy. Some of these canopy roads began as native footpaths. Others were routes for the ox-drawn wagons of the 1700s. Today they not only carry sightseers at a leisurely pace, they are clogged commuter corridors of the busy capital city.

Here is just a sample of scenic drives in Florida. Some are officially designated and others without that imprimatur are acknowledged scenic by those who know them well: Pensacola Scenic Bluffs Highway, Big Bend Scenic Byway (in Apalachicola National Forest), designated a National Scenic Byway in 2009; Tallahassee's Canopy Roads, US 441 Scenic Highway (near Gainesville), Fort Clarke Church Road (near Gainesville), The Buccaneer Trail (northeast of Jacksonville), William Bartram Scenic and Historic Highway (north of Palatka), Scenic and Historic A1A (St. Johns and Flagler counties), Old Dixie Highway and Walter Boardman Lane (Ormond Beach), State Road 361 (south of Perry), State Road 40 and County Road 445 (Ocala National Forest), Indian River Lagoon Scenic Highway (Brevard County), Snake Road/County Road 833 (west of Ft.

Lauderdale), Tamiami Trail Scenic Highway, Main Park Road/Everglades National Park and the Overseas Highway to Key West, which is an All-American Road.

The naturalist Joseph Wood Krutch, once said that roads are filters. The superhighway does very little filtering, allowing anyone with gas in the tank to reach a destination. But the unpaved, bumpy red clay road that can turn muddy in the rain does a lot of filter work, keeping many a speedy traveler from a meander along it.

When you tell friends about a great new, little restaurant, comes the day when you can't saunter in anymore and get a table on demand. The secret is out. Scenic drives are like that. And now you know the secret about some of Florida's best. Toward boosting their scenic health, you can support:

- Low speed limits on scenic roads.
- Maintaining the scenic drive as it is, without adding lanes.
- Development of alternate routes for speedier travel.
- Alternative transportation methods along scenic drives, or pairing of one-way corridors.
- Laws to protect scenic drive tree canopy from over-cutting or the dune line/ridge line from being excavated and flattened.
- Roadside wildflower planting.
- Adopt-a-road efforts.

For other information on Florida's scenic drives, and to become a member of a Corridor Advocacy Group, visit Florida Scenic Highways at <http://www.floridascenichighways.com/>.



Military Installations

Source: University of West Florida Haas Center*

In 2011, defense spending accounted for \$73.4 billion—nearly 10 percent—of Florida's Gross State Product and generated an estimated \$5.41 billion in state and local tax revenues. Defense spending also accounted for 758,112 jobs, directly and indirectly. The Panhandle is home to the state's largest military presence; approximately 32 percent of Northwest Florida's Gross Regional Product comes from defense activities. All of Florida's counties benefit from defense spending, and the economies of all but two see at least \$5 million in direct defense dollars.

More than 60,000 military personnel are stationed in Florida, supported by nearly 25,000 civilian personnel. Also, the state has more than 12,000 National Guard troops supported by about 400 civilian personnel. Florida is also a popular state for veterans to settle and currently boasts 1.6 million. According

to the Department of Veterans Affairs, Florida, Texas, and California have the largest veteran populations in the nation.

Florida's military installations play an important role supporting the nation's armed forces readiness. Two of the Navy's four deep water ports in the U.S. are in Florida as well as one of only three Navy Fleet Readiness Centers. Florida also has the military's only east coast space launch facility and several critical research, development, testing, and evaluation (RDT&E) centers. The Joint Gulf Range Complex includes training ranges extending from Northwest Florida to Key West—180,000 square miles of airspace. This valuable training area allows for coordinated maritime, air, and land training exercises.

*Statistical information in this section taken from the Florida Defense Factbook, produced for Enterprise Florida, Inc., by the University of West Florida Haas Center, January 2013. Available online at <http://www.floridadefense.org/public.asp>



Photo by Cory McDonald

U.S. Marine RF-4, the Phantom II jet fighter, banks over South Florida, 1968. The jet was part of Squadron VMCI-2, which flew photo reconnaissance missions out of Key West during the early '60s.

Installations by Region

Northwest Florida

Tyndall Air Force Base
Naval Support Activity Panama City
Eglin Air Force Base
Hurlburt Field
Naval Air Station Whiting Field
Corry Station
Sauflay Field
Naval Air Station Pensacola



Florida State Archives

North Central Florida

Camp Blanding
Pinecastle Bombing Range

Northeast Florida

Naval Station Mayport
Marine Corps Support Facility Blount Island
Naval Air Station Jacksonville

East Central Florida

Cape Canaveral Air Force Station
Patrick Air Force Base
Naval Support Activity Orlando

Tampa Bay

MacDill Air Force Base
US Central Command
US Special Operations Command
Coast Guard Air Station Clearwater

South Central Florida

Avon Park Air Force Range



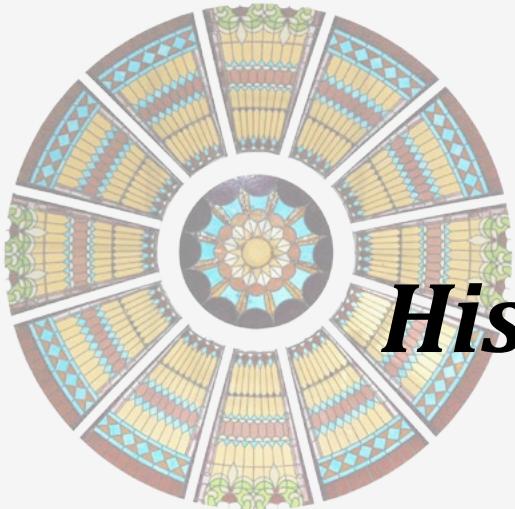
Photo by Karl E. Holland



Florida State Archives

Launch of Thor-Able missile from Patrick Air Force Base, 1959.

Left: Aerial view of aircraft carrier Lake Champlain, Naval Station Mayport, 1961. Two of the Navy's four deepwater ports in the U.S. are located in Florida.



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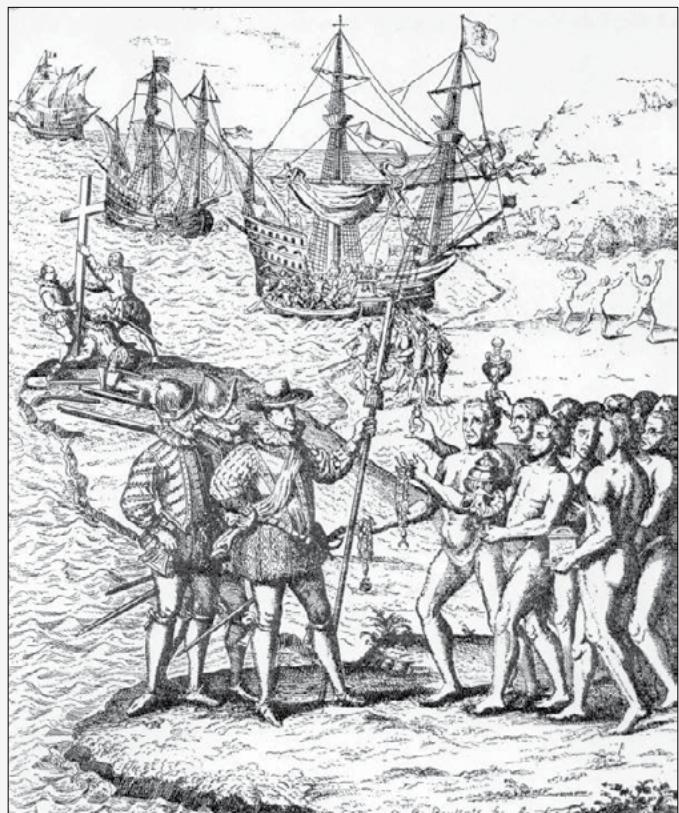
Discovery and Exploration of Florida

Dr. Rembert W. Patrick*

Christopher Columbus received a hero's welcome on his return to Spain after the landing on Watling Island of October 12, 1492, and men eagerly asked permission to join him on a return trip. Numbered among the courageous men of the second voyage was Juan Ponce de León, a member of the minor nobility of his land and fighter against the Moors. For two decades, Ponce de León was active in the Caribbean Islands: he helped conquer the eastern part of Hispaniola (present Dominican Republic) and was rewarded with the governorship of the province; after discovering gold on Puerto Rico, he conquered and governed the island; and he made a fortune from gold, land, and native slaves.

Ruthless Ponce de León was not a lovable character. His despotic rule brought investigation, and this together with overweening ambition for gold, silver, pearls, and slaves motivated his desire to discover and explore the fabulous island of Bimini, located somewhere to the northwest. Many years after the explorer's death, the legend that he sought a magic fountain of youth was added as a reason for his leaving comfort and position to sail into the hardships of unknown, hostile harbors.

Ponce de León commanded an expedition of three small ships which sailed from Puerto Rico on March 3, 1513, rounded the northwest coast of Cuba, and moved into the Bahama Channel. On Easter Sunday, March 27, his men gave the welcome cry of "Land to port!" but rather than the wonderfully rich Bimini, it was only another island in the Bahama



Florida State Archives

Christopher Columbus at Hispaniola, 1492.

group similar to those sighted in previous days. Sailing northwestward through choppy seas under overcast skies, the conquistador landed somewhere near Ponte Vedra Beach on April 2 and named the land *La Florida*.

This colorful land gave no indication of gold or pearls, and the explorer sailed southward, hugging

*Dr. Rembert W. Patrick, late Julien C. Yonge Research Professor of History at the University of Florida, wrote "The Colonial Eras of Florida" for the 1961-1962 edition of The Florida Handbook.

the coast and searching for indications of wealth. At Biscayne Bay he met hostile natives and moved on by the Florida Keys and the Tortugas and up the west coast of the peninsula to Charlotte Harbor. After six months of exploring, the commander returned to Puerto Rico without gold or silver, pearls or slaves.

It is doubtful that Ponce de León was the first white man to touch the wide beaches of Florida, but his was the first recorded visit. To his enterprise goes the credit for discovering a vast land and attaching to it the beautiful name of Florida. The crew of one of his ships did find Bimini off the southeast coast of Florida, but the island contained none of the fabled riches talked about by the Carib people of the Caribbean Islands. Similar to Columbus, who probably never realized the magnitude of his discovery, Ponce de León thought he had discovered an island rather than a part of the North American Continent. Spain, however, based her claim to all the area north of the Gulf of Mexico and the Rio Grande to his exploring venture and applied his name of Florida to it.

Death of Ponce de León

Still hopeful of finding hidden riches in Florida, Ponce de León wanted to form a second expedition, but his services were needed to subdue the Carib natives. His royal patent, giving him the title of *adelantado* of the “island” of Florida, did not prevent other explorers from searching the land for gold or capturing natives for slave markets. In 1519, Francisco de Garay sailed along the Gulf coasts looking for a water passage to the Orient, and one year later Francisco Gordillo explored the Atlantic Coast as far north as the Cape Fear River. In February, 1521, Ponce de León returned to Charlotte Harbor with soldiers, settlers, domestic animals, and farming equipment to found a settlement. After being wounded by a Calusa arrow he ordered his two ships back to Cuba where he succumbed to his injury.

The March of Narváez

For a time the discovery of gold and silver in Mexico by Hernando Cortés diverted Spanish attention from Florida. In the end, however, the proven wealth of the New World kept expeditions from seeking passage to India and encouraged conquistadors

to explore Florida in the hopes of finding precious metals equal in quantity to those discovered by Cortés. Tall, red-haired Pánfilo de Narváez promised the King of Spain to establish two colonies, build three forts, and protect Spanish sailors who were shipwrecked on the Florida coasts. Narváez sailed from Spain with 600 people and all the animals and supplies requisite for settlement. He probably landed at Tampa Bay, but rather than stopping to build houses and clear land, he was enticed to march inland by tales of gold. Ordering his ship to meet him later on the northern coast of the Gulf of Mexico, Narváez and 300 men cut their way through forests and crossed rivers as they proceeded north through the Florida peninsula. Nowhere did they find stores of gold or silver, and almost every tribe of natives fought the Spanish invaders. On turning back to the Gulf near St. Marks, the discouraged men sighted none of the ships which were supposed to meet them. Rather than attempting the difficult overland journey, they built forges and used the iron of their armor to make saws, hammers, and nails. With these they fashioned five wooden boats, overloaded them with men and meager supplies, and with sails made of clothing, moved west toward Mexico. One after another the boats capsized, and all but four men lost their lives. Cabeza de Vaca, the treasurer and historian of the expedition, and three other men wandered for seven years before they reached Mexico City. The ill-fated Narváez expedition did prove that Florida was part of North America rather than an island in the Caribbean Sea.

The Ordeal of Juan Ortiz

In Havana, Cuba, the wife of Narváez believed her husband alive, and in response to her tears, 25 men sailed in one ship to hunt for the missing man. Finding the spot where Narváez had landed, brave Juan Ortiz and one sailor went ashore, but their seizure by natives sent the other frightened Spaniards scurrying back to Cuba. After killing the sailor, the



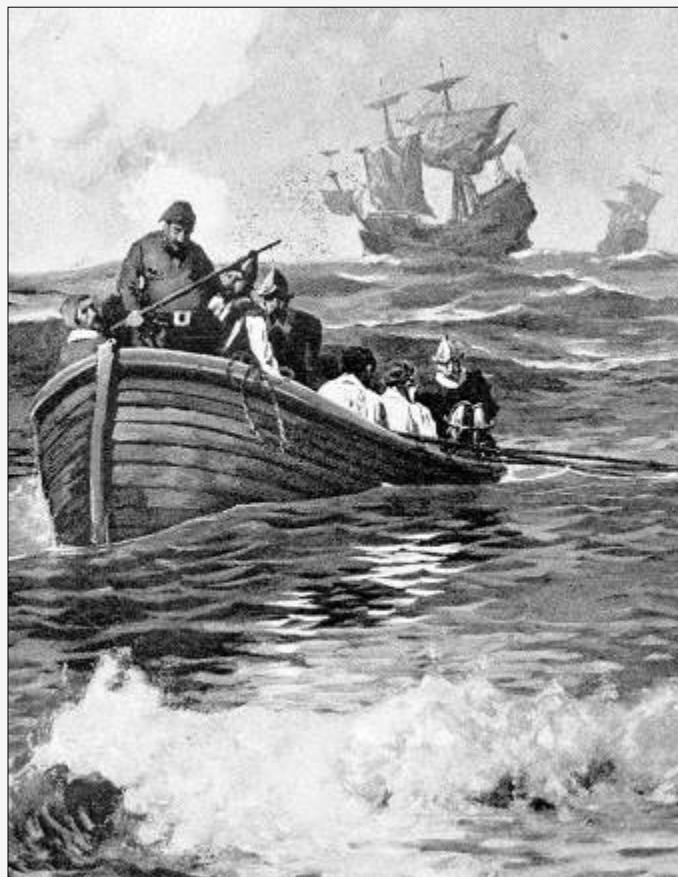
Florida State Archives

Pánfilo de Narváez

natives danced with glee as the bound Ortiz wriggled in agony from the heat of the burning pile of wood upon which he was tied. But suddenly the natives scattered the blazing wood and lifted the blistered Spaniard from his intended funeral pyre. The pleas of the chief's wife and daughter saved Ortiz from immediate death. After his burns healed, he was assigned to the menial tasks expected of women and made sport of by warriors. Even a brave act of Ortiz did not give him security from the angry chief whose nose had been cut off by Narváez, and the Spaniard was again saved from death by the princess who showed him the way to escape to a friendly neighboring tribe with whom he lived until de Soto found him and used him as an interpreter.

De Soto's Wanderings

Meanwhile, Cabeza de Vaca had arrived in Spain to request a grant of Florida from the king. No Spaniard knew more of the vast land, but the Spanish monarch had already made famous Hernando de Soto governor of Cuba and *adelantado* of Florida.



Florida State Archives

Illustration of Hernando de Soto in the Bay of Apalachee.

Immensely wealthy from his share of the spoils gathered in Peru by Francisco Pizzaro, de Soto wanted the honor of commanding a successful expedition. Because of his fame, nobles and knights flocked to his standard, and in 1539 more than 600 men landed near Tampa Bay. For years the explorers wandered all over Spanish Florida—into the present-day southeastern American states and across the muddy Mississippi—to search unsuccessfully for precious metals and to fight battle after battle with the natives. De Soto died near the Mississippi, his body went to a watery grave in the Father of Waters, and only half of his original company eventually reached Mexico.

The expedition gave Spain valuable information about Florida. This immense land area of rivers and swamps, valleys and mountains, with sandy and fertile soil, was peopled by hostile natives who would be difficult to subdue. Furthermore, the clearing of land for agriculture and building of houses for settlers would require time and large expenditures. Since other areas of the Spanish empire in the New World offered more profit for less work, the Spaniards decided to concentrate their efforts on locales other than Florida.

Father Cancer's Plan

There were, however, thousands of natives populating the land, and Spain always considered the bringing of the Christian religion to the heathen a national duty. Thus the king gave ear to Father Luis Cancer de Barbastro's unusual plan of founding a settlement to convert the natives rather than seeking economic return. The dedicated monk listened to a pilot who promised to place him and other priests on some hitherto untouched Florida shore where the natives had experienced no mistreatment from gold-hungry Spaniards. The pilot doomed the peaceful expedition by landing in 1549 at Tampa Bay where the ruthlessness of conquistadors had repeatedly shed native blood. Devout Father Cancer went ashore and, surrounded by natives, kneeled in prayer, but they clubbed his life away before he had uttered a word. The martyrdom of the priest led King Charles to allow no further exploration of a land without gold and silver and populated by hostile natives.



The Timucuan Great House

In the summer of 1993, archaeologists from the University of Florida uncovered at St. Augustine the site where the Spanish began the first permanent European settlement in what would eventually become the United States. They validated Dr. Michael V. Gannon's statement in his *Florida: A Short History*: "By the time the pilgrims came ashore at Plymouth, St. Augustine was up for urban renewal. It was a town with fort, church, seminary, six-bed hospital, fish market and about 120 shops and houses."

Archaeologist/anthropologist Dr. Kathleen Deagan found evidence of a moat built by the Spanish soldiers and settlers (including 26 women) who accompanied Pedro Menéndez de Aviles when he landed there in 1565. Dr. Deagan believes that the moat, 14 feet wide and 3 feet deep, surrounded the first Menéndez fort.

Historians and archaeologists have long known of the fort and have actively sought it for at least 60 years. Ironically, the first major archaeological work, by Verne Chatelaine, Jack Winter, and Albert Manucy in 1938, included a test trench which paralleled the moat only 10 centimeters away from the original location.

Upon arrival in Florida, the Menéndez army destroyed the French settlement at Fort Caroline. Menéndez then moved his people to the St. Augus-

tine area, where the Seloy tribe of the Timucuan nation had a settlement. Chief Seloy gave over the great house, a huge, thatched structure, probably circular or oval, capable of holding several hundred people, to the Spanish. It was around this meeting house that the moat was dug and the additional fortifications of a breastwork and wooden palisade were added to protect the munitions and stores. Several hundred members of the Spanish force established a camp/village just north of the fort.

Relations between the Spanish and the Seloy tribe deteriorated, and on April 19, 1566, just 7 months after the arrival of the colonists, the Native Americans burned the great house/fort. The fort was rebuilt or repaired. Later a third fort, triangular with a high wooden gun platform and an encircling trench, was built on or close enough to the same site to use the old gate. The third fort

was destroyed in a 1570 mutiny, and the settlement permanently moved to the Castillo de San Marcos site near downtown St. Augustine.

The site, where Dr. Deagan found Timucuan artifacts as early as 1976 and where she also found what is now known as the moat in 1987, is partly on the grounds of the Fountain of Youth Park and the Roman Catholic shrine of Nuestra Senora de la Leche. In a 1993 *New York Times* article, John Noble Wilford noted the irony that the site had been pro-



Pedro Menéndez de Aviles

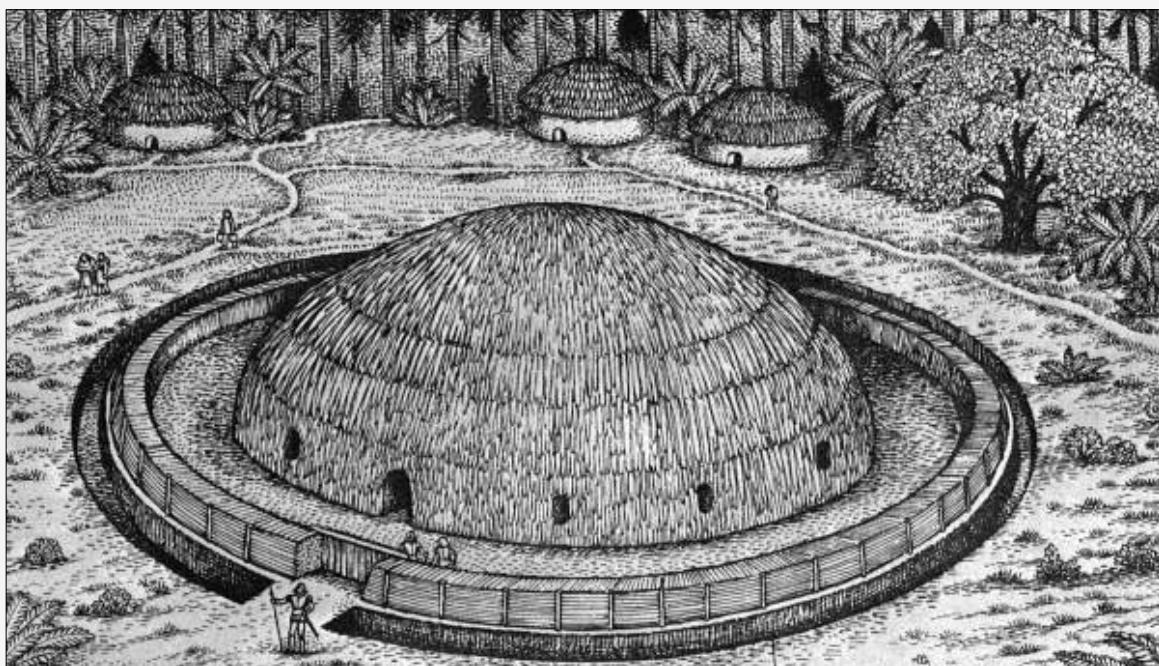
Florida State Archives

tected by the flawed interpretation of history: "More recent research shows that Ponce de León apparently never made it to St. Augustine in search of those rejuvenating waters. It was Pedro Menéndez who left the first Spanish imprint there, traces of which are now emerging in the archeological record."

It also seems ironic that it probably has been the existence of the two tourist sites, the Fountain of Youth Park and the Nuestra Senora de la Leche shrine, that have protected this special site from being paved over years ago.

The 1994 dig, supervised by Billy Ray Morris at the La Leche Shrine site and by Robyn Stuhlman at the Fountain of Youth Park site, confirmed that the apparently triangular moat was constructed and filled

in during the 16th century. However, another moat was found in 1996 about 10 meters south of the triangular moat and between the two moats was found an area burned at high intensity sometime after 1565. A large, oval, bowl-shaped pit, originally lined with pine logs, with a large post upright in the center, dated inconclusively between 1360 and 1620, had also been burned at high intensity sometime after 1565. Although the early radiocarbon dates from the logs lining the pit indicate that part of the construction may have been in prehistoric times, the two moats indicate that more than one fort was built in the area. If so, the University of Florida team has found the site of Menéndez's first fort.



Drawing by Albert Manucy

A gift from the Seloy tribe of the Timucuan nation to Pedro Menendez de Aviles, this drawing represents the first permanent European settlement in the United States, Menendez Fort, St. Augustine. Around this meeting house the Spanish dug a moat and added fortifications of a breastwork and wooden palisade, to protect the munitions and stores.



First Christmas in Florida

R. P. Engle

While many of us spend the holidays visiting with friends, reminiscing around the fireplace with relatives, exchanging gifts, or enjoying the traditional holiday feast, it is easy to forget how brutal life was for Florida's early inhabitants and colonizers.

On a small hill, within one-half mile of the present day state capitol in Tallahassee, Spanish explorer Hernando de Soto and his army spent the winter of 1539.

While many of the later Spanish explorers' landing and mission sites have been well documented, many of the early explorers' sites were not. Accurate mapmaking was a skill yet to be perfected, and journal entries were either vague or nonexistent for much of the trip. It is known that after landing in Florida near the present city of Tampa, de Soto and his army of more than 600 men started northward.

After finding no gold and being forced to fend off almost daily Indian attacks, de Soto and his men soon ran short of food. It appears that corn was a staple of their diets for little mention is made of sending out hunting parties, but there are many references made to scouts sent out in search of maize.

De Soto's exact route through the wilderness has been open to debate for years. In 1985, the Smithsonian Institution Press published *Final Report Of The United States De Soto Expedition Commission*. This book was a culmination of work originally started in 1939 by the Smithsonian. Though the book admitted that no exact route would ever be known, they were able to make an educated estimation of his route. In the 1980's then-governor Bob Graham had markers erected along U.S. 90 and U.S. 319 purportedly re-tracing de Soto's route.



Photo by Mike Ewen

State archaeologist Calvin Jones excavating Hernando de Soto's 1539 winter encampment, Tallahassee, 1987.

In March 1987, almost 342 years to the day from when de Soto left Florida, state archeologist Calvin Jones made a discovery at what he thought was an abandoned Spanish mission site. Discarded pieces of broken pottery led him to believe he had found de Soto's 1539 winter camp close to downtown Tallahassee. The pottery's style predated any known to exist when the missions were established. More evidence was forthcoming after further excavation work at the encampment. A coin was unearthed which was

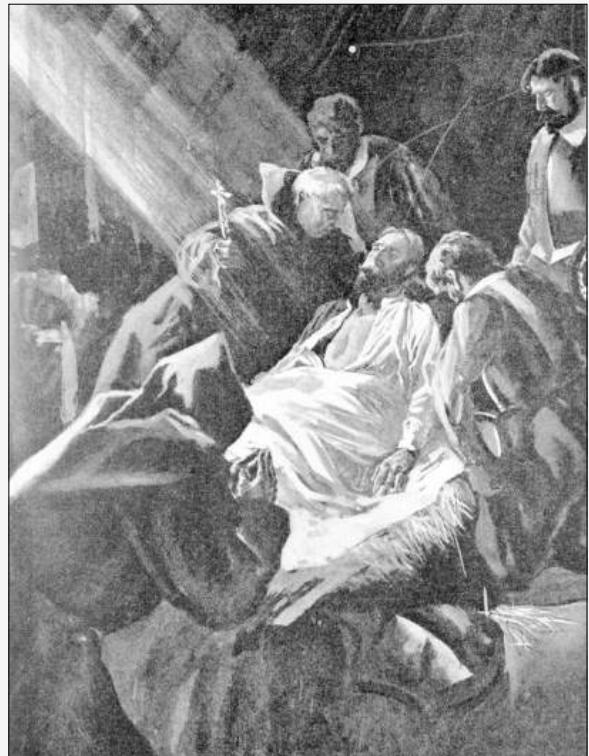
minted between 1506 and 1517, firmly placing the Tallahassee site as the only substantiated camp of the explorer.

"The only explanation to the pottery pieces was de Soto," noted Jones. "But we didn't feel totally positive until we found the coin. It's the next best thing to a signature."

It was known from diary records that de Soto's camp was in an area of North Florida controlled by the Apalachee Indians. Responding to the Spanish intrusion, the Apalachee conducted a guerilla war against the interlopers. De Soto, known for his brutality, retaliated by hacking off hands and noses of any natives he captured.

It was later that winter that Catholic priests in the expedition celebrated the first Christmas Mass held on the new continent.

After 147 days of Apalachee attacks and with the weather turning warmer, the conquistador led his depleted army north into Georgia. The unsuccessful pursuit of gold led de Soto on a curious 10-state trek. The journey cost de Soto his life. In 1542, he fell ill trying to lead his now desperate band to Mexico or back to the Gulf. His men buried him somewhere along the Mississippi River in a hollowed-out log.



Painting by Grace E. King

The Death of Hernando de Soto



Florida Forts

Four centuries ago, a 50-mile stretch of Florida's east coast witnessed the first conflict between Europeans in North America. In the years that followed, three nations shaped the area's history: Spain, who claimed it on the basis of discovery; France, who challenged that claim, also alleging early exploration; and England, a latecomer in colonial expansion, who stood by waiting to develop the strength to take what she wanted. But the United States—a nation then unborn—won the land.

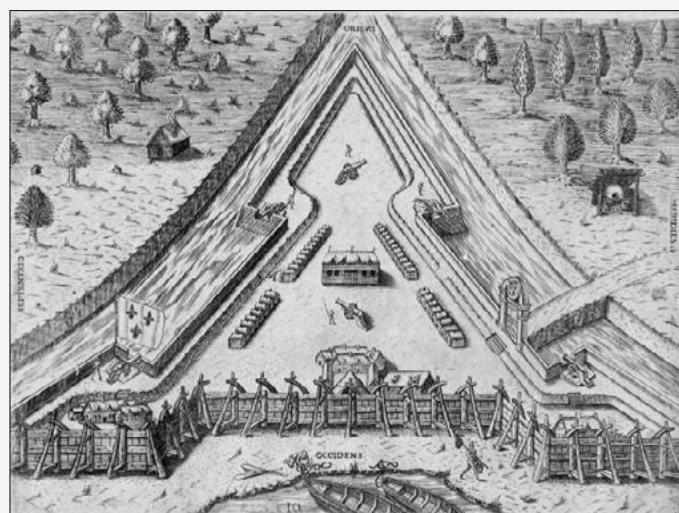
The French were the first to seize a toehold in the Florida wilderness that Spain believed to be economically worthless. In 1564, France, making a determined effort to control this region, sent troops to the St. Johns River, where they built the sod-and-timber Fort Caroline. Hunger, mutiny, and difficulties with the Native American population plagued the settlement.

Fort Caroline

Despite these internal problems, Fort Caroline's very existence mocked Spain's claim to Florida and threatened the passage of the Spanish treasure fleets that followed the Gulf Stream and swung close inshore. Spain responded by sending an expedition to settle Florida and drive out the French. When the Spaniards arrived at the mouth of the St. Johns River in 1565, they found the French, tried unsuccessfully to board their ships, and then sailed to a harbor farther south, where they established St. Augustine as a base for further operations.

Almost immediately the French sailed south to attack. Their fleet, however, arriving within view

of St. Augustine, was driven off by a violent storm. The Spaniards, realizing that Fort Caroline would be lightly guarded, marched north and attacked the fort, captured it, and executed most of the garrison. The French fleet fared no better. Driven ashore many miles below St. Augustine, the survivors began an overland march to Fort Caroline. The Spanish, learning from the Native Americans that the French were ashore, moved from St. Augustine to intercept them. At an inlet 14 miles south, the two forces met. While some Frenchmen escaped, most surrendered and were put to death—a measure, Spanish soldiers pointed out, dictated by cold military necessity. The episode gave a name to the area: Matanzas, Spanish for “slaughters.”



Engraving by Theodor de Bry

The engravings published by Theodor de Bry in Grand Voyages (1591), after watercolors made by Jacques Le Moyne de Morgues, are the earliest known European depictions of Native Americans in what is now known as the United States.



The Castillo de San Marcos in St. Augustine is Florida's dominant Spanish Colonial landmark. Construction of the fortress, which took a quarter century, was completed in 1696. With walls 16 feet thick at the base and protected by a moat, the Castillo was never taken by force. The principal material is coquina, a sedimentary rock formed from billions of tiny seashells and quarried nearby. Most of the labor of quarrying and building was performed by Indians under the supervision of Spanish artisans.

Florida State Archives

Although Spain had ended one threat, she was not to enjoy untrammelled possession of Florida. Other annoyances were to come. In 1568, an expedition of vengeful French freebooters descended upon Fort San Mateo, the former Fort Caroline, burned it, and hanged the survivors. They took revenge on the crews of captured Spanish vessels by throwing them into the sea. In 1586, England's Sir Francis Drake attacked and destroyed St. Augustine.

Castillo de San Marcos

Now Britain entered the scene in earnest, bent upon seizing Spanish-claimed territory. In 1607 Englishmen settled at Jamestown; by 1653 they had pushed south to settle in the Carolinas. The British again sacked St. Augustine in 1668, and this hit-and-run attack, followed by the English settlement of Charleston in 1670, caused Spain to build a defensive stone fort at St. Augustine – Castillo de San Marcos. Construction began in 1672 and continued until 1696.

In the meantime, a watchtower had been built at the mouth of the Matanzas River to warn the city of unfriendly vessels entering the estuary. Despite this precaution, pirates surprised the Matanzas garrison in 1683 and marched toward St. Augustine and the unfinished Castillo. A Spanish soldier, escaping from the corsairs, warned the garrison, which ambushed the pirates and turned them back.

Castillo de San Marcos received its baptism of fire in 1702 during Queen Anne's War, when the

English seized St. Augustine and unsuccessfully besieged the fort. As disputes with England continued, and as English settlers and soldiers moved into Georgia, Spain began to modernize the Castillo. Matanzas, however, was still unfortified when the English struck again in 1740. They laid siege to the Castillo but failed to capture it.

Following the American Revolution, the Spanish abandoned Matanzas but continued to use Castillo de San Marcos. Later the post became the American Fort Marion. During the Seminole Wars of the 1830s and after the Indian wars in the west in the late 1880s, it housed Native American prisoners. Confederate troops occupied it briefly during the Civil War. It was last used during the Spanish-American War as a military prison.

Fort Matanzas

The 1740 attack by the English proved to the Spanish that their fortifications needed strengthening. In 1742, they completed the present stone tower at Matanzas, and work continued on Castillo de San Marcos until 1763. Then, as a result of the French and Indian War, Spain ceded Florida to Great Britain in return for British-occupied Havana. The British garrisoned Matanzas and strengthened the Castillo, holding the two forts through the American Revolution. By the provisions of the Treaty of Paris of 1783, which ended the war, Great Britain returned Florida to Spain, who in turn ceded it to the United States in 1821.

Fort Clinch

In 1842, a tract of land on the north end of Amelia Island, located on the Florida-Georgia line, was purchased by the U.S. Government for a military installation to guard the mouth of the St. Marys River, protect coastal and interior shipping, and defend the port of Fernandina. Construction is thought to have begun in 1847, and the fort was named to honor General Duncan Lamont Clinch, who fought in the Second Seminole War.

At the onset of hostilities between the North and South and occupation of the fort by the Confederacy in 1861, only two bastions were finished. The only erected walls ran between the north to east and north to northwest bastions, although the ramparts had been installed and the guardhouse and prison had been completed. Immediately after the Union regained the fort from the Confederates in March 1862, an effort was begun to complete construction.

However, a development in cannon design—the rifled barrel—made brick and stone fortifications obsolete. Although near completion in 1867, work ceased and the post was deactivated.

The fort was briefly activated in 1898 during the Spanish-American War. However, it was in less than war-readiness condition with sand blocking the gates, the grounds overgrown, and dismantled guns and debris scattered about. All units were removed in September 1898.

No longer of military value, the reservation was sold to a private interest by the Federal Government and later sold to the state. Fort Clinch State Park, created in 1936, was one of the first in Florida. During the following 2 years, the Civilian Conservation Corps initiated development of the park.

During World War II, the Coast Guard, with the Army and Navy, maintained a surveillance and communication system within the fort that included mounted beach patrols to watch for landings by saboteurs and spies.

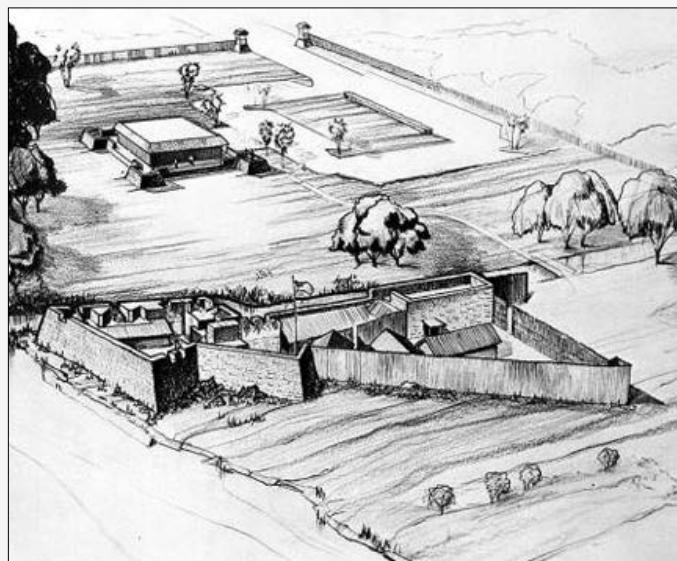
Fort San Marcos de Apalache

The first fort was built at the junction of the St. Marks and Wakulla rivers, by order of the Spanish Governor of Florida, in 1679. The rough log structure was looted and burned by pirates in 1682.

The second fort, also wooden, was built in 1718.

A stone fort was begun in 1739 but was still only half completed when it was turned over to the English in 1763. A bombproof of limestone was begun in the 1750s to protect men and supplies during an attack. The four-room structure, with arched ceilings and strong doors, was not completed until after 1785.

In 1787, Spain reoccupied the fort, and it remained in Spanish hands except for brief occupations by William Augustus Bowles (self-proclaimed King of Florida) in 1800 and Andrew Jackson in 1818.



Florida State Archives

Drawing of reconstruction of the Fort San Marcos de Apalache with state park visitor center, St. Marks. The museum was built in the 1960s atop the foundation of the Civil War-era Marine Hospital, which itself was constructed from materials from the original Spanish fort.

When Florida was ceded to the United States in 1821, U.S. troops were sent to occupy the fort. It was abandoned in 1824 and turned over to the Territory of Florida. In 1839, the fort was returned to the U.S. Government, and construction of a federal marine hospital began in 1857 to care for yellow fever victims. Limestone and flint rock from the Spanish bombproof were used in the construction.

The Confederates took San Marcos, renaming it Fort Ward. A Union squadron blockaded the mouth of the St. Marks from 1861 until they received the fort's surrender on July 12, 1865.

A museum, designed by Thomas G. Baker, illustrating the history of the fort is based on the foundation of the old marine hospital.

Fort Zachary Taylor, Key West



Photo by Dale M. McDonald

Fort Taylor

Fort Zachary Taylor, located on the southwest tip of the U.S. Naval Station in Key West, is the nation's southernmost military complex. A survey of the island was made in 1844, and subsequently 63 acres, commanding a view of four ship channels, was bought by the U.S. Government for \$15,954.

Construction began on November 1, 1845, and took 21 years to complete. The main structure is in the form of a trapezoid-quadrilateral, with two sides parallel, built 1,000 feet offshore on an underwater foundation of granite blocks shipped from New England. Each of the three seaward walls extends 255 feet, and the landward wall is 495 feet. Most of the skilled laborers were Irish and German immigrants, while unskilled labor was furnished by local slaves.

Calamities (including a hurricane in 1846 and yellow fever epidemics in 1853, 1855, and 1857) and the difficult process of bringing in granite from Maine, Vermont, and Connecticut and bricks from the Gulf states, as well as all the other necessary supplies, combined to delay construction until ominous rumblings preceding the Civil War sped up the last-minute work.

By 1861, the U.S. Army was installed in the fort and the Navy established in the harbor. Key West was the only city in Florida held by the Union throughout the Civil War.

By 1886, the fort was considered obsolete and construction stopped. Then, with the threat of a Spanish-American conflict in 1898, larger, more powerful guns were installed and the fort was torn back to one story to make it less visible.

In World Wars I and II the fort was fitted with anti-aircraft and disappearing cannons. National

Guard training was conducted there until the 1950s.

In 1968, a committee was appointed to research the historical value of the fort. In 1971, the Department of the Interior nominated the fort as an historic site. In 1973, it became a national landmark and soon after was turned over to the state.

Fort Jefferson

Fort Jefferson, largest of the massive brick fortifications built during the 19th century for the defense of the American coast, is today principally of interest as an impressive ruin in the tropical Dry Tortugas, where bird and marine life abound.

The Dry Tortugas Islands form the southwestern tip of the Florida reef. Tortugas, Spanish for "turtles," was the name given the group in 1513 by the discoverer Juan Ponce de León, who found hundreds of turtles there.

Known as the "key to the Gulf of Mexico," Fort Jefferson is a six-sided structure about a half mile in perimeter, with walls 8 feet thick and 45 feet high. The fort was designed for a garrison of 1,500 men and an armament of 450 cannon in three tiers.

Construction of the fort on Garden Key, most of whose 16 acres it covers, was started in 1846 and continued for 30 years. It never was completed because the invention of rifled cannon made the fortress obsolete before its walls were finished.

Fort Jefferson's strategic position at the inlet and outlet of the Gulf of Mexico hampered Confederate blockade runners in the Civil War.

Fort Jefferson is 68 miles west of Key West and 180 air miles from Miami. There is a large and well-protected anchorage, with a landing wharf. A National Park Service representative acts as a guide.

Gulf Islands National Seashore – Florida Section

Fort Barrancas, on a mainland bluff, and Fort Pickens, on Santa Rosa Island, near Pensacola, are sites within the National Park Service's Gulf Islands National Seashore in Florida and Mississippi.

The Florida section consists of Johnson Beach on Perdido Key, Fort Barrancas and other fort ruins, Fort Pickens, Naval Live Oaks reservation on Santa Rosa Sound, and Santa Rosa Beach.

Fort Pickens

Fort Pickens, a massive, five-sided fortification on Santa Rosa Island, was built (1829–1834) soon after Florida was ceded to the United States by Spain in 1821. The fort protected an important naval shipyard on Pensacola Bay.

Fort Pickens came under fire only once, when Confederates tried without success to capture the fort early in the Civil War. (See Florida in the Civil War in this book.) Later, the fort was used as a military prison. Geronimo, leader of the Chiricahua Apaches, was imprisoned here in 1886.

Long-range coastal guns were mounted at Fort Pickens during the Spanish-American War. The ordnance was modernized again during World Wars I and II when artillery and anti-aircraft units were trained on the island.

Fort Barrancas

Inside the Pensacola Naval Air Station is a group of historic fortifications, built by several nations to defend the channel entrance to the harbor. Fort Barrancas, Battery San Antonio, and the Advanced Redoubt are open for tours.

Naval Live Oaks

The Federal Government purchased the tract in 1828 for purposes of cultivation and reservation of the trees for shipbuilding. The live oaks were placed under protective management as a source of timber highly prized in the building of sailing ships. Visitors today can see these majestic trees, their branches draped in Spanish moss, on a hike through the deeply forested plantation. This early experiment in



Florida State Archives

Visitors enjoying the day near the casemates at Fort Pickens State Park, Santa Rosa Island, 1953.

the management of valuable forest lands was a pet project of President John Quincy Adams, an amateur botanist.

Fort Mose: Free Black Fort

Fort Mose is described by Dr. Kathleen Deagan of the University of Florida's Florida Museum of Natural History as the first free black fort and settlement in North America. Fort Mose was established by Spaniards and African former slaves in 1736 about 2 miles north of the Castillo de San Marcos in St. Augustine.

The site was known to the Spanish as Gracia Real de Santa Teresa de Mose. Fort Mose was manned in part by refugees drifting into Florida from the English settlement in Carolina. The 1986 Legislature, at the urging of Representative Bill Clark of Lauderdale Lakes, appropriated \$100,000 so that archaeologists and historians could endeavor to learn the extent to which Native American and African cultural elements may have been adopted at Fort Mose. Additional funds permitted the construction of a major traveling museum exhibit about Fort Mose and the events leading to its establishment and archaeological rediscovery. Fort Mose was designated a Natural Heritage Landmark by the National Park Service in 1994 and a National Historic Landmark in 1995.

Sources: National Park Service and Florida Department of Environmental Protection



Florida in the American Revolution

Dr. Rembert W. Patrick*

The American of today often forgets that Great Britain in 1776 had seventeen rather than thirteen colonies on the mainland of North America. The Continental Congress invited the four most northern and most southern colonies to join the other colonies, but Upper and Lower Canada and East and West Florida remained faithful to England. The reasons for refusal by the Floridas were obvious: the colonies were young and tied to the Mother Country; they needed her protection against the Indians and England's economic aid, and their people were satisfied and had few connections with the colonies to the north. Furthermore, the non-British residents of the Floridas—Minorcans, French, Greek, Italians, and Spaniards—had no desire to be associated with the Protestant peoples of the other English southern colonies.

Neither France nor Spain had accepted the verdict of the Seven Years War as final, and for more than a decade they impatiently awaited opportunity to strike at Great Britain. Rebellion of the thirteen American colonies gave them their chance, and before 1780 the American Revolution broadened into a world war. From bases at Havana and New Orleans, Spanish armies moved into West Florida to capture Mobile in 1780 and Pensacola the following year. The fall of river settlements along the eastern side

of the Mississippi River gave Spain control of West Florida by right of conquest.

The peace settlement following the war accomplished that which military might had not done in the east. To the amazement and anger of East Floridians, many of whom had already been forced from their Georgia and Carolina homes, Great Britain ceded East Florida to Spain. Where twenty years before England had desired the Floridas to round out her geographical possessions east of the Mississippi River, the independence of the United States left Florida isolated and relatively unimportant to Great Britain. The English government had never realized its fond hopes of profits from the Floridas and readily agreed to their surrender to appease Spain, who was demanding Gibraltar.

Considerate England did not leave her loyal subjects stranded and at the mercy of Spain. To compensate them for their losses, they were offered transportation to other parts of the British Empire, land, and money. Thousands of English colonials left Florida for the Bahamas, Jamaica, Nova Scotia, England, or other places, and did receive some payment in money for the loss of their Florida holdings. The Minorcan and other non-English residents of the Floridas remained to become subjects of Spain.

*Excerpted from "The Colonial Era of Florida," by Dr. Rembert W. Patrick, then Julien C. Yonge Graduate Professor at the University of Florida, written for the 1961-1962 edition of The Florida Handbook.



Florida Becomes an American Territory

Karl A. Bickel*

July 17, 1821, was the date set for the ceremonies at Government House and Fort Barrancas in Pensacola. At seven-thirty on that cloudy morning, Colonel George Brooke, with the band in front and colors flying, led the American troops into the Plaza.

The General (Andrew Jackson), walking just a trifle stiffly, called for his horse. The entire American party galloped up the street and into the Plaza. They halted before the saluting soldiers. Jackson, in full dress, raised his low, cockaded hat to Rachel. She and her party were on the upper gallery of the house. He dismounted carefully and stalked into his house.

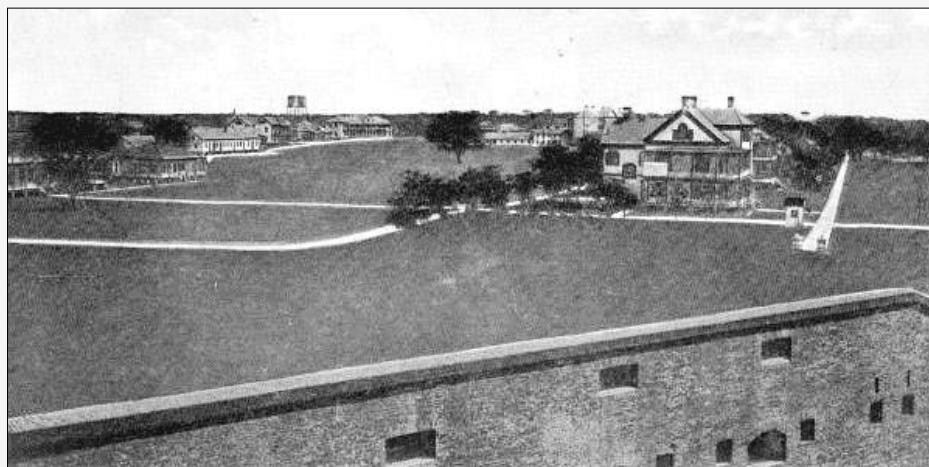
Almost at once Jackson and his party left the house again and walked briskly cross the Plaza between the Spanish and the American soldiers. At the gateway the Spanish sentries presented arms and the big door opened. The few formalities were quickly

over. The Spanish guard in front of the Governor's house was called to attention, and marched away. American soldiers took their places. The big doors of the Government House again opened and Jackson, accompanied by Cavalla, walked back across the Plaza to Jackson's house when the brief official visit was over. As Cavalla reappeared, the Spanish flag came slowly down; the American flag went up, "full one hundred feet." The Spanish troops followed with the departing Governor. The band broke into "The Star-Spangled Banner" and the guns on the Hornet boomed.

The citizens of Pensacola, most of whom were Spanish, watched the scene in silence.

Rachel Jackson saw it all from the upper gallery. "Many burst into tears," she wrote. "I have never seen so many pale faces."

*Excerpted from *The Mangrove Coast*, Karl A. Bickel, Coward-McCann, 1943. Used by permission.



Parade grounds, Fort Barrancas

Florida State Archives



When Statehood Came to Florida

Thomas W. Hagan*

Admission of Florida into the United States was a milestone in its colorful history, but neither Floridians nor representatives of the population of the then 26 states comprising the union were unanimous on the advisability of statehood.

Racked by controversy over the abolition of slavery in the Southern states, the Congress which admitted Florida nearly yielded to the pressure of the abolitionists to admit Iowa as a free state and reject Florida as a slave state.

The *Congressional Globe*, as the record of the 28th Congress was called, first indicated the matter was nearing final action in the House of Representatives on Tuesday, February 11, 1845. On that day David Levy, from St. Augustine, Territory of Florida delegate, presented "resolutions of the legislature of the territory of Florida, instructing their delegate to urge upon this house the admission of Florida and Iowa into the union of states."

In Florida, agitation in favor of statehood dated from the 1830s. In February 1837, the territorial legislative council authorized an election to determine popular opinion. The election, held in April of that year, showed a majority in favor. Thereafter, the council authorized an election of members to a constitutional convention, which became known as the Convention of 1838. Meeting at St. Joseph in December 1838, it remained in session through January 1839.



Florida State Archives

The State Constitution Convention Monument, U.S. Highway number 98 at Port St. Joe, commemorates the assembly of the first Constitutional Convention of this State, 1838, and the birth of the State of Florida.

However, Floridians were tremulous and uncertain of the advantages which would accrue and fearful of forfeiting advantages they already had. Among the Library of Congress' contemporary newspaper accounts, this excerpt from the *Florida Herald and Southern Democrat* of St. Augustine typifies the confusion: "The change of condition will bear hard upon us, but it will have its counterbalancing advantages—not the least of which is we shall have the right and privilege of protecting and securing our property, which is such an eyesore to certain Northern fanatics

*Thomas W. Hagan wrote this article, after doing research at the Library of Congress, while he was Washington correspondent for the Miami Daily News. He also worked as a reporter, assistant city editor, columnist and editorial writer at the News before becoming its editor.

(allusion to Abolitionists)."

From another part of the state, what were intended to be soothing words lacked considerably in conviction. The *Pensacola Gazette* editorialized:

It is no uncommon thing for those opposed to state government to declare that all who are in its favor are office seekers. This, to say the least, is a little uncharitable. The offices are not so numerous, nor is the pay likely to be so liberal as to make them an object with the designing. But why this recrimination since it is everywhere agreed that it does not rest with us to decide the matter. No man's opinion here, either for or against the measure, is of any consequence; it would not carry with it a feather's weight. For our part, we are disposed to meet the crisis as it deserved, to make the most of the good it brings and make its evils as tolerable as may be.

In what we have said on this subject now and heretofore, there has been no attempt at giving a direction to public opinion in favor of state government for the very reason hinted at above; but is due to candor to say, that but for that reason, we would not hesitate to recommend the change with all the power of argument and persuasion of which we are master; for we verily believe that the present is the most propitious moment for entering the union. Become a state when we will, we shall have to struggle for a few years, but it is better to begin poor than rich.

For our part, we do see (or think we do, which is the same thing) that there is a proud satisfaction in being able to cast off the slough of territorial dependence and put on the robes of state government. We do see that the right of self government, the distinctive characteristic of freemen, is of more worth than the few thousands of dollars spent here by a distant government with the corrupting effect of encouraging idleness and sloth.

The congressional attitude was unveiled for the first time in the debate in the House February 11, 1845. An Ohioan, Representative Samuel F. Winton, apparently carrying the brunt of the abolitionists' attack, said that by the limits it was proposed to give to Iowa, that state would contain three or four times as much population as Florida, and argued that it would

be safer to give political power in the form of representation to the West than to the South. His reason: though the spirit of disunion might exist in the North and in the South, it could never live in the West, for the interests of the West being inseparably connected with both, she would always hold them together.

Representative James E. Belser of Alabama differed. He did not believe that enlightened citizens of his district, which bordered Florida, looked on the admission of Florida as an attempt to preserve the balance of power between the free and slave states. If such had been their intention, would they have been found aiding in the passage of the measure for the occupation of Oregon, or to create the territory of Nebraska? No, they looked higher in their legislation. They looked to the entire grandeur; to the protection of its citizens; and to the maintenance of its character.

In the Treaty of 1819, the United States acquired Florida from Spain for \$5,000,000—which was never actually paid but was liquidated by the United States' assumption of indemnities due United States citizens in Florida from Spain. Representative Belser alluded to a guaranty in that treaty to the territory "that it shall be incorporated into the union as soon as consistent with the principles of the federal constitution and admitted to all the rights and privileges of the citizens of the other states."

Other reasons were given against admission of Florida—that Florida lacked the requisite number of inhabitants for admission and that a provision of the legislation would permit not one but two states of Florida.

After hearing them all, Delegate Levy got the floor and attempted to explain away one. By the same Treaty of 1819, he said, it was provided not that one territory and one people should be admitted into the union, but two territories and two peoples. For the economy and convenience of the government of the United States, Florida was organized into one territorial government, but it previously existed as two separate provinces of Spain and was delivered to the United States as two separate governments; and was in fact held for a year as such, until by the organization of the present territorial government it was consolidated into one.

Delegate Levy's words were to be reechoed in later years, when north and south Florida talked of dividing the state. Moreover he was historically right.

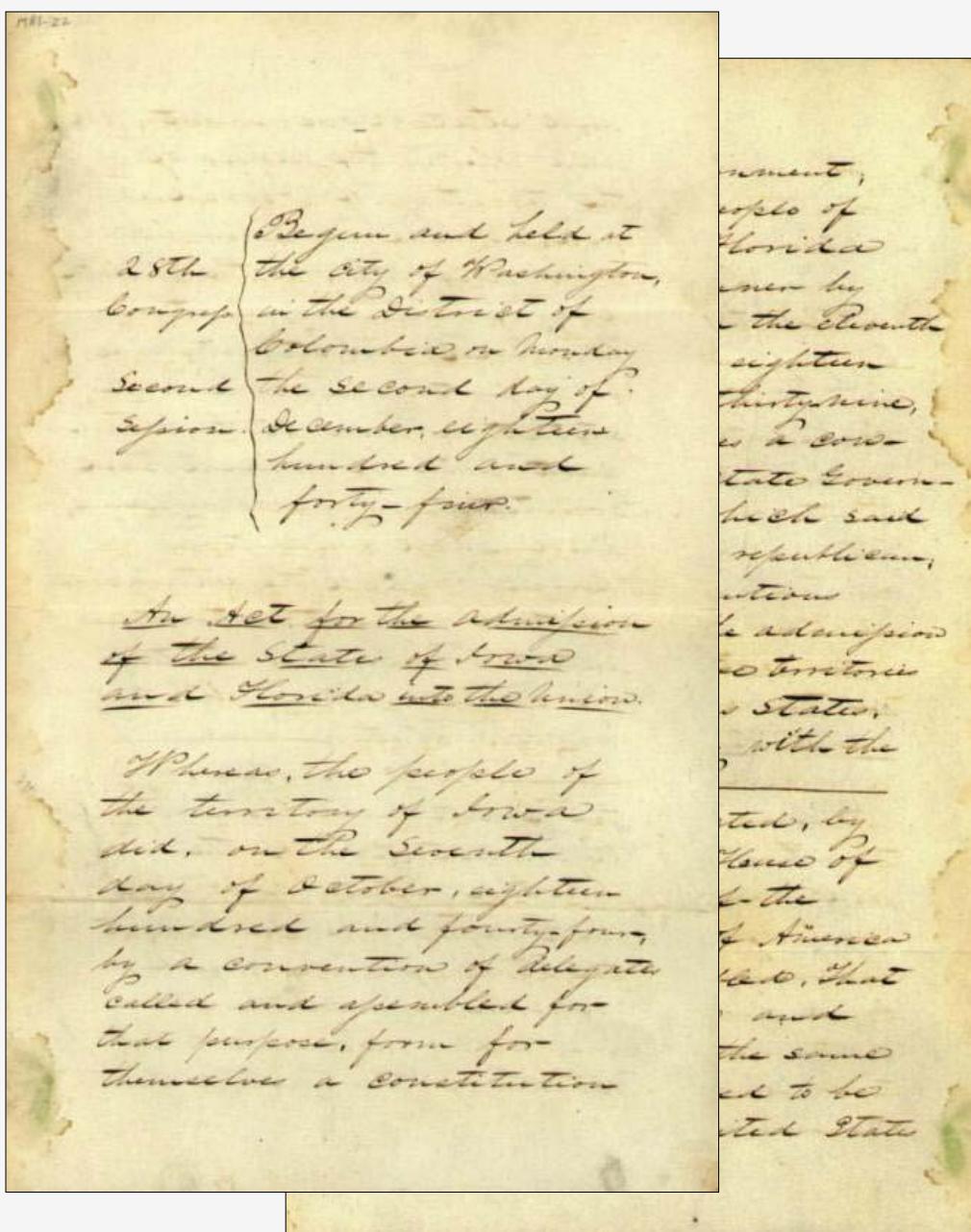
As far back as 1764, the Floridas were divided into two separate governments, East and West Florida, by a British edict; and when they came again into possession of Spain, they were held as two governments until ceded to the United States.

Delegate Levy added that Florida's geographical position and shape were such that one government would be exceedingly inconvenient. He held up a map of the United States, showing the long peninsula, and contended that the United States was bound in good faith to carry out the stipulations of the treaty. He argued it would be a "flagrant breach of trust as well as a cruel piece of injustice" to violate the treaty.

Nevertheless, a motion to strike out the provision carried, 86 to 57. The abolitionists had won a resounding victory.

Representative Freeman H. Morse of Maine then submitted an amendment that would require Florida to hold another constitutional convention and erase those provisions of the St. Joseph constitution which forbade the legislature passing a law for the abolition of slavery and the emigration of free African Americans.

Representative A. V. Brown of Tennessee immediately took issue. Did the gentleman from Maine desire to say to the Southern states that they should



emancipate their slaves and that such emancipated slaves should remain amongst them as citizens? He then contended that if that were so, it was for the good of the slaves that they should be removed to Liberia for they could not, as "free blacks," remain in comfort where they had been held as slaves.

On the Morse amendment, Delegate Levy said that he was sorry to conclude that there were gentlemen on the floor who were willing to violate the Constitution of the United States by prescribing conditions other than "a republican form of government" upon territories presenting themselves for admission.

The House thereafter decided against the Morse amendment by a vote of 87 to 79.

Then Representative Preston King of New York moved to substitute a bill to admit Iowa and exclude Florida. On this the vote was 89 nays and 59 ayes.

The bill was finally passed by the House February 13, 1845, the vote being 145 to 46.

In Florida, the news of the House passage of the bill was generally hailed. The *Star of Florida*, published in Tallahassee, commented optimistically on February 28: "The bill for the admission of Florida into the union has passed the House by an unusually large vote, and been sent to the Senate where we entertain no doubt, it will be received with equal favor."

The *Star* was correct in its surmise that the Senate would join the House in passing the bill, but the judiciary committee did not report until February 24th and—with the territory on tenterhooks—the Senate did not finally act until March 1st.

Senators generally looked with favor on the operations performed on the bill by the abolitionists in the House, but several, while willing to vote for it, objected to the slavery clauses in the St. Joseph constitution. Senator Albert S. White of Indiana saw no need for the prohibition against abolishing slavery. It was a question, he said, which should be left open to the people of the state to act upon through their legislature. However, as they would have the power to amend their constitution, he would forego voting against the bill. On the other hand, Senator Ambrose H. Sevier, of Arkansas, asked the senators why they did not object to a provision of Iowa's constitution which denied African Americans the right to vote.

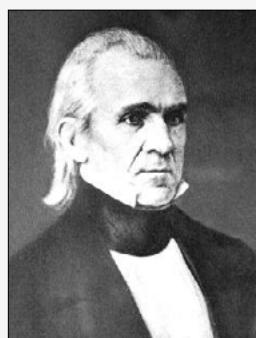
The Senate defeated 12 to 35, an amendment by Senator George Evans of Maine to require Florida to

revise the St. Joseph constitution by eliminating the prohibition against abolishing slavery and permitting emigration of free African Americans. It then passed the bill 36 to 9.

Enactment of the bill, of course, awaited the signature of President John Tyler. It was signed by him Monday, March 3, 1845, the last day of the 18th Congress. Incidentally, the act was one of the last of President Tyler's presidency, for he was succeeded by James Polk the next day.

President Polk, in his inaugural address, referred to Iowa and Florida:

The inestimable value of our federal union is felt and acknowledged by all. By this system of united and confederated states, our people are permitted, collectively and individually, to seek their own happiness in their own way; and the consequences have been most auspicious. Since the union was formed, the number of states has increased from 13 to 28; two of these have taken their position as members of the confederacy within the last week. New communities and states are seeking protection under its aegis, and multitudes from the Old World are flocking to our shores to participate in its blessings. Beneath its benign sway, peace and prosperity prevail.



James Knox Polk

Perhaps Floridians took their keynote from Polk's bland words. The *Star of Florida* was effulgent in an editorial dated March 14, 1845:

We congratulate our readers on the consummation of a measure so long and so ardently desired by a large portion of our citizens—to wit, the admission of congress to a change of the weak and inefficient territorial government of Florida to a system better adapted to their condition and necessities.

A more propitious time than the present for the consummation of this change could scarcely be desired. The influence of a few true-hearted friends of the territory has done much within the last one or two years, to break down the old walls

of prejudice and party which kept our people asunder, and a better feeling has grown up among our statesmen and politicians, which presents an omen of better times. Florida united within herself, calmly pursuing her way without, passion or prejudice holds within her limits all the elements of agricultural and commercial greatness, and nothing but a suicidal policy can defeat her destiny.

The *Florida Herald and Southern Democrat*, perhaps prompted by attacks in Congress on the St. Joseph constitution, took occasion to defend it:

The constitution of Florida is one of the most democratic constitutions ever framed. It contained the accumulated wisdom of ages and is the embodiment of all the world has ever done for liberty. It secures the rights of man and has carefully provided redress of grievances. That there are defects in it, it would be folly to deny, yet such is the constitution of man, and so variant are human opinions that in the eyes of one whose very defects are beauties while to others they are hideous deformities. But the constitution of Florida will bear comparison with the whole 29, which constitute the fundamental law of the 28 republics of this union, and of the union itself.

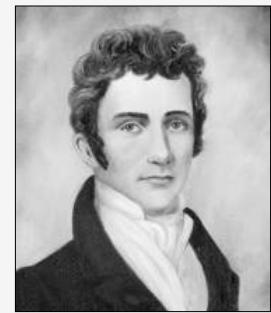
Although many of the constitution's provisions were standard for the day, in light of modern philosophies of government, the democracy of the constitution is open to question. It limited the franchise to white males more than 21 years old who were enrolled in the state militia, and while it provided the legislature, composed of 17 senators and 41 representatives, would be elected by popular vote, only one of the executive offices—the governor—was elected. The state treasurer, comptroller, attorney general, justices of the Supreme Court, and chancellors and judges of the circuit courts were appointed by the legislature. One representative to Congress was elected from the state at large by popular vote, but the two senators were elected by the legislature.

On statehood itself, the *Florida Herald and Southern Democrat* was somewhat lugubrious:

The terms upon which Florida has been admitted are not satisfactory to a portion of our

people; but we doubt not that the change will be less onerous than anticipated. Florida is a sovereign state now, and it is idle for those who have opposed the change to waste their time in unavailing regret, and it becomes the people to take such measures as will ensure to themselves the enactment and continuance of wise and beneficial laws to the maintenance of good order and the well-being of society.

Florida's last territorial governor, John Branch, acted promptly when he received official word of Florida's admission as a state. He issued a proclamation for the election of state officers and the organization of a state government. The proclamation, dated March 18, 1845, read in part:

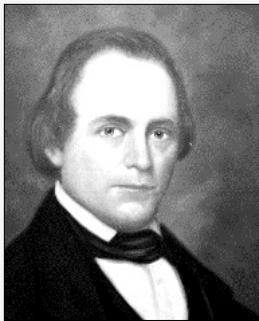


John Branch

Whereas I have this day received official information that congress has approved the constitution of the state of Florida, and provided for admission of the state of Florida ... now therefore ... I do hereby make proclamation thereof; and I do enjoin and direct the several clerks of the county courts of this territory to issue an order appointing inspectors of elections and other officers to hold elections, and make returns of the said elections, according to the requirements ... to the end that no difficulties or embarrassments may ensue in the organization of the government of the state of Florida.

The Democratic convention, assembling at the Madison County courthouse, April 14, 1845, nominated William D. Moseley, a native of North Carolina, for first governor of the state, and Territorial Delegate Levy for first representative of the state in Congress. Moseley, a resident of Jefferson County, was a member of the Territorial Senate and, according to the *St. Augustine News*, "represented to be a gentleman of great worth and intelligence."

The Whigs, meeting at Tallahassee a week later, nominated an ex-territorial governor, R. K. Call, for first governor of the state, and another politico



Richard K. Call

named Putnam for first representative.

With every prospect of reelection to Congress, Levy contented himself recounting the progress of the territory leading up to its admission. With obvious pride in his stewardship as a territorial delegate, he told Floridians:

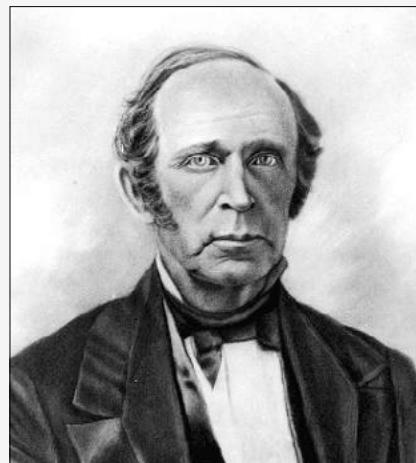
And, finally, the territory I represented was admitted upon a footing of equality into the confederacy of free American states, and now forms a sovereign member of the union. In connection with our admission into the union, we acquire besides the two townships of land heretofore granted for a university, two additional townships for similar purposes; one of the universities to be established west of the Suwannee river and the other east of that river. Also eight entire sections of land for the use of a seat of government. Also five per centum of the net proceeds of the sales of public lands in Florida for the education and absolute grant of the 16th sections, or other lands equivalent thereto for the use of schools. Also a half a million acres, to be selected in bodies of 320 acres for purposes of internal improvement.

The leaders of the old parties sought to rally and organize their forces as to preserve their accustomed influence under the new statehood. The *Star of Florida*, striving to obtain at least editorial objectivity, said:

The inquiry is already upon everybody's tongue: Who is to be governor? Who are to be the senators, judges, etc....As the *Star* is neither the organ or the tool of any party, but in a position to act, independently, for the good and the welfare of all the Floridas, we shall canvass the pretensions of the individuals who may be presented to the popular support and shall endeavor to select those who are most deserving of the people, without any regard to their old party associations...We may also hope, from present indications of public feeling, that the first canvass for important officers under the state government will be a very peaceful and

quiet one. There will be no strife or excitement; the people seem to have made up their minds to select the best men, and organize the government with a view to general results, and not for the benefit of any little clique or sectional interest.

The results of the historic election of May 26, 1845, seemed never to have been in doubt. They threw the new state into the ranks of the national Democratic Party. Once the votes were counted—a lengthy process in those days—Florida had a Democratic governor, a Democratic representative, a Democratic legislature, and the prospect of two Democratic senators in Congress.



William Dunn Moseley

William D. Moseley was to be the first state governor and Levy the first representative. However, the latter was fated to return to Congress not as a representative but as a senator, elected by the legislature that summer. He took his seat in the Senate on December 1, 1845, his term to expire—as determined by lot—March 3, 1851. He presented credentials as “David Levy,” but on January 12, 1846, in conformity with a special act of the Florida legislature, the Senate ordered the surname “Yulee,” his grandfather’s surname, added to his name on the official records. Yulee’s colleague in the Senate was James D. Westcott, Jr., of Tallahassee, who took his seat December 1, 1845, with a term to expire March 3, 1849. The state’s first representative was Edward C. Cabell of Tallahassee, who served only until January 24, 1846. His successor was William H. Brockenbrough of Tallahassee, who had successfully contested his election. Cabell however, returned as a representative on March 4, 1847.

Approach of the inauguration of Moseley stirred Floridians to full realization of the advent of state government. The *Star of Florida*, issue of Friday, June 20, 1845, commented:

Monday next will be a great day for the people of Florida. On that day, for the first time, will the flag of our independent sovereignty float from the battlements of their capitol.

'And long may it wave, o're the land of the free and the home of the brave.'

It is an occasion we hope, in which all parties will be found willing to unite, in yielding an accustomed tribute of respect to the people's choice and yielding him in advance an earnest of approval and support in all honest and sincere endeavors to advance the welfare of the state.

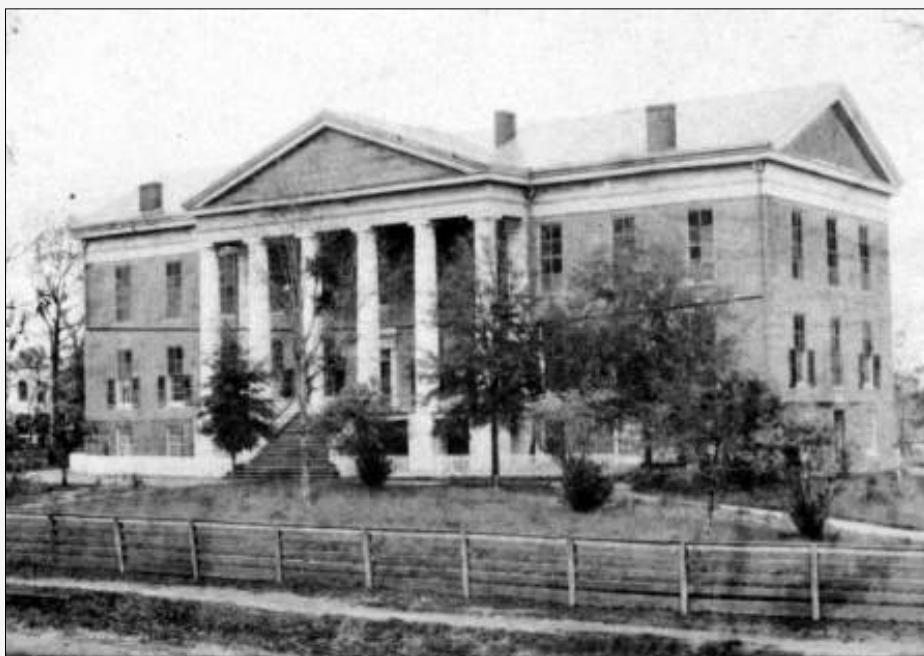
One of the coincidences of history, the death of Andrew Jackson, the man most responsible for Florida's acquisition by the United States, dampened the fervor of the celebration of Moseley's inauguration.

Moseley's inaugural address was noted chiefly for its criticism of over-centralization of government,

with documented evidence of the sovereignty of the new state as intended by the United States constitution. With the florid eloquence of the day, he concluded:

I approach with a trembling solicitude the discharge of the duties assigned to me, relying upon your support in the discharge of them, whenever my official conduct may commend itself to your favorable consideration; and invoking the aid of the Father of the universe in our attempt at self government, that He would be in the midst of our councils, guiding and directing them for the common good; and appealing to Him for the sincerity of my motives and the rectitude of my intentions in the performance of my duty, to my country and myself; I take upon me the high, responsible and solemn obligations enjoined by the constitution, with the anxious which [sic] and fervent hope that my administration may be as successful, in promoting the best interest of our beloved country, as my fellow-citizens have been kind, indulgent, generous and confiding.

Florida's Capitol as it appeared between 1845, when it was completed, and 1891, when the cupola was added.



Florida State Archives



The Counties

Counties in Florida date from July 21, 1821, when General Andrew Jackson, as Military Governor, divided East and West Florida into counties by this ordinance:

All the country lying between the Perdido and Suwaney rivers, with all the islands therein, shall form one county to be called Escambia.

All the country lying east of the river Suwaney and every part of the ceded territories, not designated as belonging to the former county, shall form a county to be called St. Johns.

A year later, on August 12, 1822, the Territorial Council provided for four counties, adding Jackson and Duval to Escambia and St. Johns, with these boundaries set forth in the act:

... in West Florida, all that part of the Territory west of the Choctohacha river, shall constitute the County of Escambia—all that part of the Territory east of the said river to the Suwaney river shall constitute another county, to be called Jackson—and that part of East Florida lying north of the river St. Johns, and north of a line; commencing at a place called Cowford, on said river, and terminating at the mouth of the Suwaney river, shall constitute a county by the name of Duval, and all the remaining portion of East Florida shall be constituted a county by the name of St. Johns.

The “place called Cowford” now is known as Jacksonville.

Other counties were created through the years until the last of the present 67, Gilchrist, was estab-

lished December 4, 1925. Counties may be formed at the will of the Legislature.

County Seat Location and Removal

The first seat of county government, or location of the courthouse, is usually specified in the law creating a new county. Counties generally retain the original seat but there have been removals.

The investment of tax dollars in a courthouse, jail, and similar physical properties tends to anchor the seat of county government. In some counties, pressure for change has been eased by the establishment of branches offering some or all of the courthouse services to the public.

At an election called by the county commission upon the petition of one-third of qualified voters, a county seat may be changed by that county's voters who are also taxpayers on real or personal property in the county.

Names of places for the county seat then may be placed in nomination, each by 25 electors. These names are listed alphabetically on the ballot, with space provided for a write-in choice. The place receiving a majority of all the votes cast, in two elections if necessary, becomes the county seat for the next 10 years—20 if a new, masonry courthouse is built.

Gulf County voted on May 26, 1964, to change its seat of government from Wewahitchka to Port St. Joe. The referendum saw 2,410 votes cast for Port St. Joe; 1,849 for Wewahitchka.

Collier County government offices moved into a new courthouse in East Naples on September 30, 1962, completing a transfer from Everglades which



Florida State Archives

Dedication of the Dade County courthouse, Miami, 1914.

began with elections in 1959. East Naples had been the choice of Collier's voters in a runoff election with Everglades. Immokalee and Naples were eliminated in the first balloting.

Washington County shifted its governmental center from Vernon to Chipley in 1927. (Vernon generally is believed to have derived its name from George Washington's Mount Vernon, but there are those who say the name was transferred from a place in France.) This was not, however, the first removal for Washington's seat of government. The original courthouse was located at Moss Hill, the next at Arcadia, and then Vernon.

Dade County's first seat of government was at Indian Key, being legally established there on Feb-

ruary 4, 1836. It was moved to Miami on March 9, 1844, transferred to Juno on February 19, 1889, and reclaimed by Miami at the first legal opportunity 10 years later.

The Lost Counties

Fayette County confounds those who say that counties, once born, never die in Florida. Fayette was born in 1832 and died in 1834, the only county to pass completely out of existence.

Presumably named for the Marquis de Lafayette, who died in the same year as the county, Fayette filled the big "V" of the converging Chipola and Apalachicola Rivers with the Alabama/Georgia boundary as the cross bar. Fayette was reincorporated in Jackson County.

New River, Benton, and Mosquito have disappeared from the roster of Florida counties, but only through change of name. Unlike Fayette, they live today through their direct descendants. New River has become Baker and Bradford, Benton returned to its original designation of Hernando, and Mosquito is now Orange after almost having been named Leigh Read.

Bloxham existed as a county on paper only, the voters refusing to approve its establishment. There might have been a Call County but for a gubernatorial veto. St. Lucie gave way to Brevard but the name was revived a half century later for a new county.

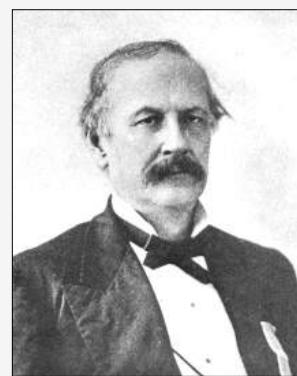
Origin of County Names

Note on county names: The date and numerical order of founding of counties were determined by Judge J. B. Whitfield, late Chief Justice of the State Supreme Court, after a study of statutes and other records.

Alachua—The ninth county, established December 29, 1824. The name can be traced to 1680 when a Spanish ranch of the name was hereabouts. There are two versions of the derivation, each with the same meaning. La (Spanish for "the") and Chua (Timucuan for "sink") is one and luchuwa (Seminole-Creek for "jug") is the other. The "sink" or the "jug" was a large chasm in the earth about two and a half miles northwest of the present site of Gainesville. *Seat: Gainesville.*

Baker—The 38th county, established February 8, 1861. Named for James McNair Baker (1822–92), Confederate States Senator and Judge of the Fourth Judicial District in Florida. *Seat: Macclenny.*

Bay—The 49th county, established April 24, 1913. Named for St. Andrews Bay, on which the county borders. *Seat: Panama City.*



James M. Baker

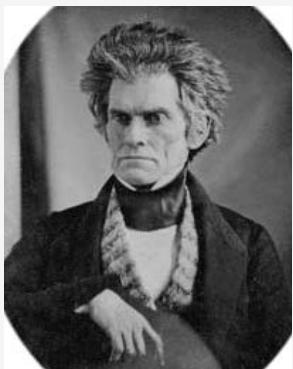


Captain Richard H. Bradford

Bradford—The 36th county, established December 21, 1858, as New River County. Named for Capt. Richard Bradford, the first Florida officer killed in the Civil War. He died in the Battle of Santa Rosa Island October 9, 1861, and the county was given his name on December 6, 1861. *Seat: Starke.*

Brevard—The 25th county, established March 14, 1844. Named for Theodore Washington Brevard (1804–77), a North Carolinian who came to Florida in 1847 and later became State Comptroller (1853–61). The county was originally named St. Lucie, but the name was changed to Brevard on January 6, 1855. St. Lucie was restored to the map in 1905 when another county was created and given the name. *Seat: Titusville.*

Broward—The 51st county, established April 30, 1915. Named for Napoleon B. Broward, who, as Governor of Florida from 1905 to 1909, played a leading part in the draining of the Everglades. Earlier, he was the owner of a steam tug, *The Three Friends*, which he commanded to elude both U.S. and Spanish authorities and to supply war materials to Cuban revolutionaries. He had a stormy political career. *Seat: Fort Lauderdale.*



John C. Calhoun

Calhoun—The 20th county, established January 26, 1838. Named for John C. Calhoun, the South Carolina senator who was the foremost proponent of the doctrine of states' rights. *Seat: Blountstown.*

Charlotte—The 57th county, established April 23, 1921. Named for the body of water, Charlotte Harbor. Some authorities say Charlotte is a corruption of 'Carlos,' in turn a corruption of 'Calusa,' the name of the Indian tribe. 'Calos' appears on Le Moyne's map of 1565 (T. De Bry 1591), with the name applied to the southern part of the Florida peninsula. In the free-handed way of mapmakers, the English surveyors who followed the Spanish appropriated and anglicized the name as a tribute to their queen, Charlotte Sophia, wife of King George III. The Jeffreys map of 1775 shows Charlotte Harbour, formerly Carlos Bay. *Seat: Punta Gorda.*



Barron G. Collier

Citrus—The 44th county, established June 2, 1887. Named as a tribute to Florida's main agricultural product. *Seat: Inverness.*

Clay—The 37th county, established December 31, 1858. Named for Kentucky's Henry Clay, Secretary of State under John Quincy Adams and author of the saying "I would rather be right than be president." *Seat: Green Cove Springs.*

Collier—The 62nd county, established May 8, 1923. Named for Barron G. Collier, one of the leading developers of the southern part of the state and the owner of extensive land holdings in this area. Born in Memphis, Tenn., March 23, 1873, he graduated from Oglethorpe University and entered the advertising business in 1890. He became one of the first great advertising tycoons, particularly in "car cards" on New York streetcars, subways, and elevated trains. *Seat: Naples.*

Columbia—The 16th county, established February 4, 1832. Named for the poetical name of the United States, the name that was formed from Columbus, the discoverer of America. *Seat: Lake City.*

Dade—*See Miami-Dade*

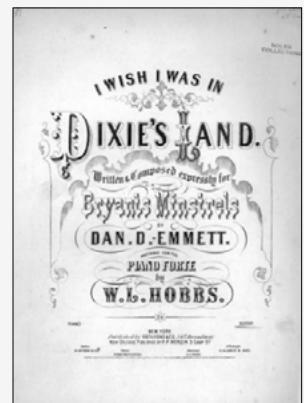
DeSoto—The 42nd county, established May 19, 1887. This is one of two counties in Florida bearing parts of the name of the Spanish explorer Hernando de Soto with Hernando being the other—an interesting circumstance. Divided on April 23, 1921, into four additional counties: Charlotte, Glades, Hardee, and Highlands. *Seat: Arcadia.*



Hernando de Soto

Dixie—The 59th county, established April 25, 1921. Named for the lyric name for the South. *Seat: Cross City.*

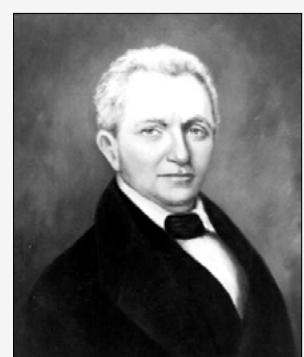
Duval—The fourth county, established August 12, 1822. Named for William Pope DuVal, first Territorial Governor of Florida. DuVal was born at Mount Comfort, near Richmond, Va., in 1784, the son of William and Ann (Pope) DuVal. DuVal was of French Huguenot forebears. His father was associated, as a lawyer, with Patrick Henry in the British debt cases, and as a major of riflemen, with the capture of a British vessel becalmed in the James River during the Revolution. Young DuVal left home at the age of 14 for the Kentucky frontier, settling in Bardstown to study law. He was admitted to the bar at 19. He served as a captain in the mounted rangers in 1812 and as Kentucky representative to the Thirteenth Congress (1813–15). He came to Florida as a territorial judge, having been appointed by President Monroe upon the recommendation of DuVal's friend John C. Calhoun, then Secretary of War. He served about a month in St. Augustine. He was appointed governor of the Florida territory in 1822 by President Monroe; he was reappointed by Presidents Adams and Jackson. His administration was notable for the confidence that he enjoyed with the Indians. The capital was established at Tallahassee during his tenure. He was a friend of Washington Irving, who wrote of him in “Ralph Ringwood.” James K. Paulding also wrote of him as “Nimrod Wild-life.” DuVal uniformly signed himself as DuVal, though the name usually appears in print as Duval. He moved to Texas in 1848, and Texas was his home when he died on March 18, 1854, in Washington, D.C. He was buried in the Congressional Cemetery. *Seat: Jacksonville.*



U. S. Library of Congress Archives

Dixie's Land sheet music

Escambia—Escambia shares with St. Johns the distinction of being one of the first two counties, each having been established July 21, 1821. The Escambia River divides Escambia and Santa Rosa counties. Simpson (1956) reports the river was shown on a 1693 map as the Río de Jovenazo, apparently honoring the Duke of Jovenazo. It also was referred to at the same time as the Pensacola River. Simpson goes on to say that while the word Escambia might be derived from the Spanish *cambiar* “to exchange or barter ... it more likely has an Indian origin.” Justification for this belief, he continues, “is afforded by the existence in Apalachee during the mission period of an Indian village called San Cosmo y San Damian de Escambé (or Scambé). It is possible that the prefixed ‘E’ represents the Spanish pronunciation of the letter ‘S’ when before a consonant.” *Seat: Pensacola.*



William P. Duval



Henry M. Flagler

Flagler—The 53rd county, established April 28, 1917. Named for Henry Morrison Flagler, one of the two Henrys—the other being Henry B. Plant—who raced to open the east and west coasts of Florida by building railroads and hotels and operating steamships and land development companies. Flagler (1830–1913) lived two lives, the first as a Northern businessman and associate of John D. Rockefeller in the Standard Oil Company, and the second as a promoter of Florida's eastern coast. The *Dictionary of American Biography* (1964) says that Flagler, “brought up in poverty and trained in the stern Rockefeller school,” was a grim, shrewd, rather ruthless man until he was 55. Thereafter, in Florida, he continued to work, but with a new attitude toward humanity. “He thoroughly enjoyed his role of builder of a state, and seemed to feel a sense of personal responsibility for every settler on his railroads, and for every one of his many employees,” reports the dictionary. “They, in turn, repaid him with admiration and loyalty.” Flagler first visited Florida in 1883. Good businessman that he was, even on a holiday, he believed full advantage was not being taken of Florida's natural assets. He thought the state needed better transportation and hotel facilities, and he set about providing these for the East Coast. His first project was building the Ponce de León Hotel in St. Augustine, formally opened January 10, 1888. He bought the rickety, narrow-gauge Jacksonville, St. Augustine, and Halifax River Railroad on December 31, 1885. Flagler's Florida East Coast Railway paced the building of a chain of hotels down the coast until Key West was officially reached on January 22, 1912. The Overseas Highway still goes to Key West over some of the bridges and viaducts constructed for Flagler's railroad. Building of the railroad brought Flagler more than 1.5 million acres of state land, and he vigorously sought settlers, making concessions including free seed and reduced freight rates to encourage colonizing, which in turn would produce revenue for the railroad. Flagler died May 20, 1913. *Seat: Bunnell.*



James Gadsden

Franklin—The 17th county, established February 8, 1832. Named for Benjamin Franklin. *Seat: Apalachicola.*

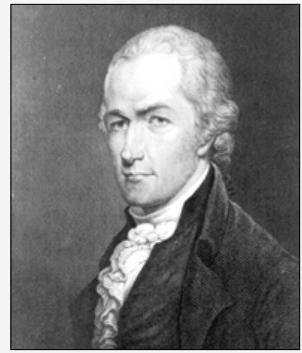


Albert W. Gilchrist

Gadsden—The fifth county, established June 24, 1823. Named for James Gadsden (1788–1858), a native of Charleston, S.C., and a diplomat who served as aide-de-camp to Gen. Andrew Jackson during the 1818 campaign in Florida. Why the Territorial Council named the county for Gadsden is not known. He had been an associate of Jackson, however, and he had been commissioned to negotiate with the Indians for their removal either to then-remote peninsular Florida or completely out of the territory. Gadsden distinguished himself nationally for what is known now as the Gadsden Purchase, which occurred long after the naming of the Florida county. As an emissary from President Franklin Pierce in 1853, Gadsden negotiated a boundary dispute with Mexico that resulted in American acquisition of 27,640 square miles, now parts of New Mexico and Arizona, for \$10 million. For a short time, until the creation of Leon County, Gadsden was the seat of territorial government. *Seat: Quincy.*

Gilchrist—The 67th county, established December 4, 1925. Named for Albert Waller Gilchrist, the 20th Governor (January 5, 1909–January 7, 1913). The legislature was about to create a new county to be known as

Melon when news came that former Governor Gilchrist was dying in a New York hospital. By amendment in floor consideration, Gilchrist was substituted for Melon. Gilchrist was a descendant of the grandfathers of both George Washington and James Madison. A civil engineer, land developer, and orange grower of Punta Gorda, he was a member of the House of Representatives from De Soto County for the sessions of 1893–95 and 1903–05 and served as the Speaker in 1905. A bachelor, he provided money in his will to supply Halloween treats for the children of Punta Gorda. This thoughtfulness was but one of Gilchrist's beneficences; his entire estate of a half-million dollars went to charities. *Seat: Trenton.*



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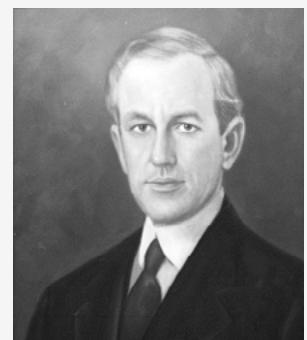
Alexander Hamilton

Glades—The 58th county, established April 23, 1921. Named for the Everglades, of which the county forms a part. *Seat: Moore Haven.*

Gulf—The 66th county, established June 6, 1925. Named for the Gulf of Mexico, which washes the southern shore of the county. *Seat: Port St. Joe.*

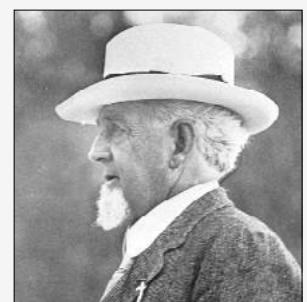
Hamilton—The 15th county, established December 26, 1827. Named for Alexander Hamilton, embattled conservative and first U.S. Secretary of the Treasury. *Seat: Jasper.*

Hardee—The 55th county, established April 23, 1921. One of four counties—Highlands, Charlotte, and Glades being the others—created in a massive division of DeSoto County. Named for Cary Augustus Hardee, who was in his first year as Governor when DeSoto was divided. Plowden (1929) reports those supporting a new county had first proposed calling it Seminole, but this name went to another new county. Later, Cherokee was suggested, along with Goolsby and Wauchula. When the bill was introduced, however, it bore the name of Hardee. Perhaps the promoters of county division wanted to make the idea more palatable to a Governor who possessed veto power. Born in Taylor County, Cary Hardee taught school and practiced law in Live Oak. He served as State Attorney and then was elected to the House of Representatives. His political genius may be evidenced by his selection as Speaker before he took the oath as a member of the House. He served two consecutive terms as Speaker, another rare happening, in 1915 and 1917. In later years, he was better known as a banker than as a lawyer. He was defeated for the Democratic nomination for Governor in 1932. He died in Live Oak on November 21, 1957. *Seat: Wauchula.*



Cary A. Hardee

Hendry—The 63rd county, established May 11, 1923. This name honors Capt. Francis Asbury Hendry, whose fascinating history is recited in *Hendry County's Golden Anniversary Issue of the Clewiston News*, July 12, 1973. Hendry married at 19 and settled near Fort Meade to raise cattle. With the outbreak of the Second Seminole War, he became a dispatch bearer, and while riding to Fort Harvie (afterward Fort Myers), he became enchanted with the lands along the Caloosahatchee River. During the Civil War, he served the Confederacy as captain of a cavalry troop he recruited in Polk County. His admiration for Gen. Robert E. Lee later inspired him to give Lee's name to a new county he was instrumental in creating in 1887. After the war he moved the family home to the Caloosahatchee Valley, where



Francis Asbury Hendry

cattle could easily be moved to Punta Rassa for shipment to Cuba. He platted the town site he called LaBelle after his daughters Laura and Belle. He was elected state senator from Monroe County, which then encompassed all of the present Lee, Hendry, and Collier counties. He promoted the incorporation of Fort Myers and served as one of its first city councilmen. Similarly, he promoted the creation of Lee County, served as a member of its first county commission, and then served six terms as state representative. He pioneered the upgrading of Florida cattle by purchasing purebreds and imported grass to improve herds and pastures. With his herd containing as many as 50,000 head at one time, he was known as the “Cattle King of South Florida.” He died February 12, 1917, his life having spanned a monumental epoch in Florida’s history. *Seat: LaBelle.*



Engraving by John Sartain

Hernando de Soto

Hernando—The 22nd county, established February 24, 1843. Named for the Spanish explorer Hernando de Soto. Why his first name was chosen for the county is a curiosity inasmuch as his last name was selected for the county seat. De Soto’s last name finally achieved county status in 1887, thus giving Florida two counties named for the same person. The name of the county seat was changed from DeSoto to Brooksville. Even the name of the county was briefly lost; it was changed to Benton on March 6, 1844, to honor Thomas Hart Benton of Missouri, a U.S. senator whose sponsorship of the Armed Occupation Act of 1842 won favor among Floridians eager to evict the Indians. Benton’s moderation during the Missouri Compromise caused extremists in the Legislature to switch the name back on December 24, 1850. *Seat: Brooksville.*

Highlands—The 56th county, established April 23, 1921. The name suggests the pleasant hilliness of the area. *Seat: Sebring.*

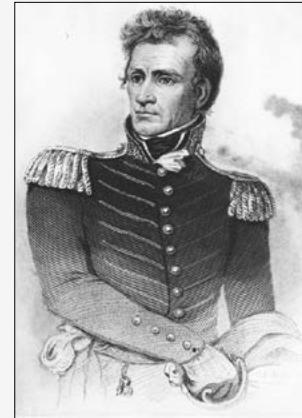


Pompeo Girolamo Batoni

Earl of Hillsborough

Hillsborough—The 18th county, established January 25, 1834. Named for Wills Hill, the Earl of Hillsborough (1718–93), an Irish peer who in 1768 became Secretary of State for the colonies. Lord Hillsborough’s office was responsible for amassing knowledge about England’s possessions overseas. Those agents dispatched in Lord Hillsborough’s name in turn affixed that name to places in Florida and elsewhere. Hillsborough was especially curious about Florida since he had received a large grant of land here, so he sent Bernard Romans, a surveyor and naturalist, to examine the territory’s east and west coasts. Romans regarded the Bay of Tampa exceptionally well suited to harbor a large fleet of heavy ships, with the surrounding countryside capable of furnishing timber and water. James Grant Forbes, who navigated the waters of the west coast in 1803, confirmed Romans’ opinion, writing (Forbes 1821; reprint 1964) that “Espiritu Santo, Tampa or Hillsborough Bay is the most spacious bay on the west coast of the peninsula . . . it may be justly considered the key to navigation of the British and Spanish islands to the leeward. . . .” Hillsborough appeared on some maps of the period as Hillsboro, and the shortened version may be regarded as a contraction. Lord Hillsborough, by then the first Marquis of Downshire, never saw his Florida domain. In 1956, however, a direct descendant, Arthur Wills Percy Wellington Blundell Trumbell Sandys Hills, Marquis of Downshire and Earl of Hillsborough, and his Marchioness, Maureen, were Tampa’s distinguished guests during the Gasparilla festival. *Seat: Tampa.*

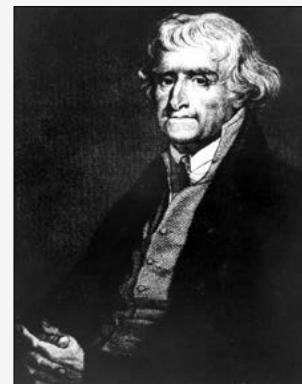
Holmes—The 27th county, established January 8, 1848. Named for Holmes Creek, the eastern boundary of the county (Utley 1908). The creek was in turn named for Holmes Valley, which received its name “either from an Indian chieftain who had been given the English name of Holmes or else from one Thomas J. Holmes, who settled in that vicinity from North Carolina about 1830 or 1834.” Simpson (1956) says the belief the name derived from that of an early white settler cannot be substantiated. After Andrew Jackson occupied Spanish Pensacola in 1818, he sent a raiding party on a sweep along the Choctawhatchee River. During this raid, the troops came upon and killed the halfbreed Indian known as Holmes. Holmes was one of the so-called “Red Sticks,” the disaffected Muskogee or Creeks who fled to Florida from Alabama after the Creek War of 1813–14 (American State Papers, Military Affairs, Vol. 1, 1789–1819). The first seat of Holmes County was at Hewett’s Bluff, known later as Bear Pen. Cerro Gordon and Westville also served as the courthouse site before Bonifay was finally selected in 1905. *Seat: Bonifay.*



Andrew Jackson

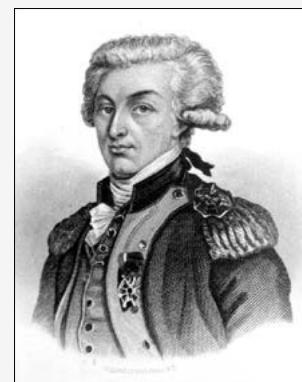
Indian River—The 65th county, established May 30, 1925. Named for the Indian River, which flows through it. *Seat: Vero Beach.*

Jackson—The third county, established August 12, 1822. Named for Andrew Jackson, who had been U.S. Commissioner and Governor of the Territories of East and West Florida and who later became the seventh President of the United States and the symbol of an emergent democracy. *Seat: Marianna.*



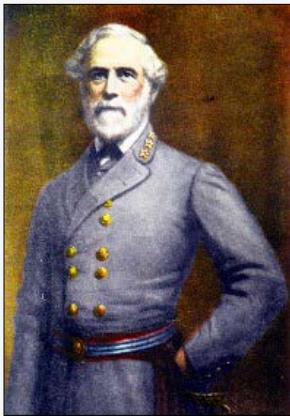
Thomas Jefferson

Lafayette—The 33rd county, established December 23, 1856. Named for the Marquis de Lafayette, 1757–1834. Lafayette pleaded the cause of American independence in France, lent both his prestige and military knowledge to the American Revolutionary Army by serving as a major general, and spent about \$200,000 of his private fortune on behalf of the colonies. After his imprisonment and the confiscation of his estates during the French Reign of Terror, Lafayette looked to the United States to save his family from poverty. After other gifts of money and land, Congress in December 1824 appropriated \$200,000 and a grant of a township of land anywhere in the unsold public domain. President Monroe was hopeful that Lafayette, then in the United States, would become a resident of Florida. “The General himself was keenly interested in the proposition, for while in Washington, he had come under the magnetic spell of Richard Keith Call, Florida’s representative and her most ardent champion. A strong friendship grew up between the two men and before they separated, Lafayette halfway promised to visit Florida” (Hanna 1932). Although Lafayette did choose a township in Florida at Tallahassee, the visit never was to be. Only once was a Lafayette in Florida; in 1850 Edmond de Lafayette and Ferdinand de Lasteyrie, grandsons of the marquis, visited the United States and conferred with their American land agent. The last of the Lafayette land was sold in 1855, although this sale could have been accomplished years earlier if the marquis had not wished to experiment with cultivating (by free labor) vineyards, olive groves, mulberry trees, and silkworms. Some 50 to 60 Normans unsuccessfully



Engraving by George E. Perine

Marquis de Lafayette



Robert E. Lee

tried to reproduce the agriculture of the Old World on a bluff overlooking Lake Lafayette. The Lafayette Grant, as the township is known, is formally Township 1 North, Range 1 East, bounded in today's Tallahassee by Meridian Road on the west, approximately Gaines Street on the south and extends six miles to the east and six miles to the north. The popularity of Lafayette in the United States was such that 40 places were named for him. *Seat: Mayo.*

Lake—The 43rd county, established May 27, 1887, being taken from Orange and Sumter counties, was named for the large number of lakes within its boundaries. When lakes were counted by the state in 1969, Lake County had 505 lakes, either named or unnamed, of 10 acres or more. *Seat: Tavares.*

Lee—The 41st county, established May 13, 1887. Named for Gen. Robert E. Lee. *See Hendry. Seat: Fort Myers.*

Leon—The seventh county, established December 29, 1824. Named for Juan Ponce de León, the Spanish explorer who gave Florida its name. *Seat: Tallahassee.*



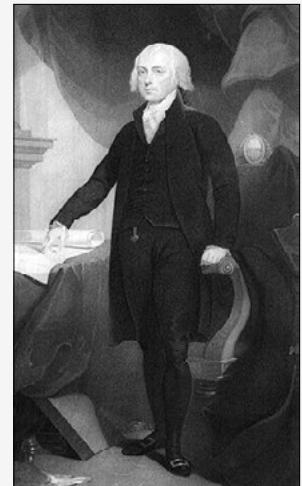
Juan Ponce de Leon

Levy—The 26th county, established March 10, 1845. Named for David Levy Yulee, whose career and background are as Nixon Smiley once said in the *Miami Herald*, "almost too improbable for fiction." Yulee's father, Moses, was born in a Moroccan harem. Moses' mother, Rachel Levy, was the beautiful daughter of a Jewish physician living in England. She was on an English ship bound for the West Indies when captured by Barbary pirates. As a young virgin, Rachel was a prize for the slave market in Fez, where she was bought for Jacoub ben Youli, grand vizier to the sultan of Morocco. A revolution enabled Rachel and her small son Moses to escape to Gibraltar. In time Moses took his mother and a sister to St. Thomas in the Virgin Islands. Moses married Hannah Abendanone and in 1811 she gave birth to a son named David. When David was nine he was sent to school in Virginia and his parents moved to Florida, settling near Micanopy. David was as sharp and personable as his father, and he progressed rapidly. He became a member of Florida's first Constitutional Convention in 1838–39, and in 1841 he was elected territorial delegate to the U.S. Congress. After Florida was admitted to statehood in 1845, he became the first U.S. Senator. He persuaded the legislature to change his name from David Levy to David Levy Yulee. A short time afterward, he married the daughter of Gov. Charles Wickliffe of Kentucky. Yulee developed a 5,000-acre plantation called Margarita, Spanish for "pearl," on the Homosassa River. His mansion there was burned by Union troops, but his sugar mill escaped. He headed a group that developed railroads, and he fought off the efforts of the Confederate government to take up some of his rails to make connections more useful to the war effort. Yulee was imprisoned at Fort Pulaski, Ga., after the Civil War and was accused of aiding the flight of President Jefferson Davis and the Confederate cabinet. After release by order of President Grant, Yulee lived in Washington with a married daughter and died in New York in 1886. The name of the county was not changed when he changed his name, so Yulee has both a county—Levy—and a community—Yulee, in Nassau County—with his name. *Seat: Bronson.*



David Levy Yulee

Liberty—The 32nd county, established December 15, 1855. Named for the great objective of the people who founded and built the United States. *Seat: Bristol.*

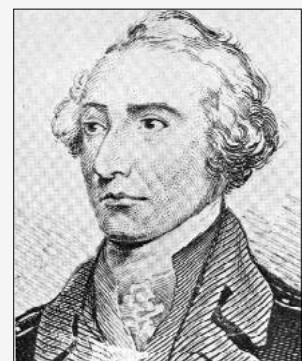


Library of Congress

James Madison

Madison—The 14th county, established December 26, 1827. Named for President James Madison. This county drew many of its settlers from Virginia. Carved from Jefferson County, Madison originally included the present counties of Taylor, Lafayette, and Dixie. San Pedro, on the Bellamy Road about 10 miles south of the present city of Madison, was the first county seat. The first courthouse consisted of a one-room log building with a big open fireplace in the south end. The county had perhaps 250 inhabitants, white and black. Carlton Smith, the Madison County historian, wrote that if Christopher Edwards, the first sheriff, found it necessary to travel to Oldtown, in the southeastern part of the county, he would have to go on horseback 15 miles to Charles' Ferry, then by riverboat to Fort Fanning, then on horseback or foot for the remaining 6 or 8 miles to Oldtown. Justice in those days relied upon the people of the community whenever immediate action was required. *Seat: Madison.*

Manatee—The 31st county, established January 9, 1855. Named for Florida's manatees, or sea cows, an endangered species. Manatees were once found as far north as the Carolinas and all around the Gulf of Mexico. Now they survive only in isolated pockets in Florida, with man their only natural enemy. When Columbus thought he saw mermaids in 1492, he likely had sighted manatees. Science has preserved a vestige of the mermaid legend—a nineteenth-century taxonomist gave the order the scientific name of *Sirenia* for the mythological sirens. The common name manatee came from the Spanish *manati*. Manatees eat submerged aquatic plants. They usually stay submerged about five minutes but will surface once a minute when swimming because of their need for oxygen. The typical manatee is 10 feet long and weighs 1,000 pounds. They are both friendly and harmless. The reproduction rate of one calf for each adult female every three years explains the reason why the manatee has been unable to cope with man through loss of feeding areas, by hunting, and through injury resulting from the propellers of powerboats. *Seat: Bradenton.*



General Francis Marion

Marion—The 24th county, established March 14, 1844. Named for Gen. Francis Marion, the Swamp Fox of the Revolutionary War. This county drew many of its early settlers from South Carolina, the hero's native state. *Seat: Ocala.*

Martin—The 64th county, established May 30, 1925. Named for John W. Martin, Governor at the time. The belief is that the promoters insured themselves against a gubernatorial veto by giving the proposed new county the name of the chief executive. Martin was three times Mayor of Jacksonville and the Governor in 1925–29. *Seat: Stuart.*



John Martin

Miami-Dade—The 19th county, established February 4, 1836. Named for Maj. Francis Langhorne Dade, U.S. Army, the Virginian commanding a detachment of 110 men ambushed and slaughtered near the present site of Bushnell by Seminoles, December 28, 1835. The column from Fort Brooke (Tampa) was on its way to relieve Fort King (Ocala). Only three soldiers survived. When news reached Tal-



James Monroe

lahassee of the Dade Massacre, the territory's Legislative Council inserted Dade's name in a bill that was pending to create a new county. A curiosity among Florida maps is one from 1838 which shows Dade County between Alachua and Hillsborough counties. Apparently a northern cartographer assumed that the lawmakers would recognize the area of the massacre in creating a new county. Dade County, which has the constitutional right to change its name (see Article 8, Section 6), officially became Miami-Dade County on November 13, 1997, when voters decided that increased name recognition was worth the change. This county is the most populous in Florida. *Seat: Miami.*

Monroe—The sixth county, established July 3, 1823. Named for James Monroe, fifth President of the United States. His administration has become known as the Era of Good Feeling. Among other achievements of his eight years as president was obtaining the Floridas from Spain. *Seat: Key West.*



Florida State Archives

Canoeing at the Blackwater River State Park, Okaloosa County.

Nassau—The tenth county, established December 29, 1824. Named for the Nassau River and Sound which, in part, separate Nassau and Duval counties. The river and the sound here and elsewhere in the United States and the capital of the Bahamas were named for the Duchy of Nassau, a former state in the western part of Germany whose seat was Wiesbaden. The line of William the Silent and his descendants, the princes of Orange-Nassau, became extinct when King William III of England died in 1702. The name was brought to Florida during the English occupation of 1763–83. *Seat: Fernandina Beach.*

Okaloosa—The 52nd county, established June 13, 1915. The word in Choctaw *oka*, “water,” and *lusa*, “black” (Read 1934). Thus, the name probably referred to the Blackwater River in the same county. The county was taken from Santa Rosa and Walton counties. *Seat: Crestview.*

Okeechobee—The 54th county, established May 8, 1917. The name means “big water,” and is derived from two Hitchiti Indian words, *oki*, “water” and *chobi* “big.” The word Miami is thought to have the same meaning in another Indian dialect and to apply to the same body of water. *Seat: Okeechobee.*

Orange—The 11th county, established December 29, 1824, under the name Mosquito. Renamed on January 30, 1845, for the many orange groves in the vicinity. *Seat: Orlando.*



Photo by Charles Barron

Oranges being harvested in the groves, Winter Garden, Orange County.

Osceola—The 40th county, established May 12, 1887. Named for the famous leader of the Seminoles, Osceola, who was imprisoned by Gen. Thomas S. Jesup after having been captured under a flag of truce. Osceola was first locked up at Fort Marion (Castillo de San Marcos) in St. Augustine; but, when some Indians escaped from there, he and other prisoners were transferred to Fort Moultrie at Charleston, S.C. Osceola died there on January 30, 1838. Weakened by chronic malaria and quinsy, he lost the will to live in captivity. “Had he not been captured under a flag of truce and sent away to die in prison, he might have died as ignominiously as many of his brethren. As it is his place as the most romantic if not the most heroic figure in the annals of the war seems secure” (Tebeau 1971). Twenty years after the inci-

dent the criticism still was so great that Jesup found himself trying to explain his actions. Osceola was born on the Tallapoosa River, in Creek country, about 1803. Osceola is derived from the Creek *asi-yahola*, “black drink cry.” The Creeks and later the Seminoles prepared a ceremonial black drink from the leaves of the yaupon. Research indicates Osceola was part Creek and part Scot. A Seminole leader of present days was quoted as saying that for the Seminoles, Osceola is a George Washington or an Abraham Lincoln, because of his unquenchable determination to keep the Seminoles free and to retain possession of the native lands (Hartley 1974). Credit for naming the county belongs to State Senator J. Milton Bryan, who represented Orange County when Osceola was split away (Moore-Willson 1935). The senator lived near Kissimmee, seat of Osceola. His daughter, Mrs. C. A. Carson, said: “When my father came home from Tallahassee there was a great celebration; everyone in town turned out to meet him at the train and they carried him on their shoulders in celebration of the new county.” *Seat: Kissimmee.*



Painting by George Catlin

Osceola

Palm Beach—47th county, established April 30, 1909. Named, quite logically, for the profusion of coconut palm trees on the Atlantic Ocean beach. *Seat: West Palm Beach.*

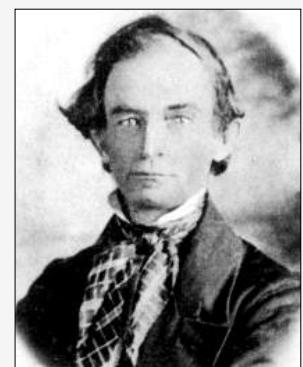
Pasco—The 45th county, established June 2, 1887. Named for Samuel Pasco of Monticello, Speaker of the Florida House of Representatives at the time the county was created. Pasco was elected by the Legislature on May 19, 1887, as U.S. Senator and served until December 4, 1889. *Seat: Dade City.*



Samuel Pasco

Pinellas—The 48th county, established May 23, 1911, being separated from Hillsborough County across Old Tampa Bay. The peninsula that forms the larger part of the county was known to the Spaniards as Punta Pinal, said to mean “point of pines,” and the present name was fashioned from that. *Seat: Clearwater.*

Polk—The 39th county, established February 8, 1861. Named for James Knox Polk, 11th President of the United States (1845–49). Polk had the political distinction of twice being rejected for reelection as Governor of Tennessee, the last time in 1843, a year before his election as President. He was the first dark horse nominee of the Democratic Party. He was chosen over Henry Clay and Martin Van Buren because he demanded control of the Oregon Territory from Great Britain (the historic “54-40 or fight!”) and favored annexation of Texas. *Seat: Bartow.*



Benjamin Alexander Putnam

Putnam—The 28th county, established January 13, 1849. Named for Benjamin Alexander Putnam (1801–69), lawyer, soldier, member of the Florida Legislature, judge and first president of the Florida Historical Society. Born on the Putnam plantation near Savannah, Ga., he attended Harvard, studied law privately in St. Augustine, and practiced there. In the Seminole Indian War (1835–42), he served as major, colonel, and adjutant general. He served in both houses of the Florida Legislature and as Speaker of the House in 1848. By appointment of President Zachary Taylor, he was Surveyor-General of Florida from May 1849 to 1854. He died at his home in Palatka on January 25, 1869. *Seat: Palatka.*



Florida State Archives

River steamboat "Okahumkee" during a stop along the St. Johns River

St. Johns—Paired with Escambia as one of Florida's first two counties, established July 21, 1821. Named for the St. Johns River. Five names have been applied to the river in its entirety and several others to portions of the river (Snodgrass 1967). From Miss Snodgrass we learn that the native Americans gave the river its first name, Welaka or Ylacco, two spellings with much the same pronunciation. A Spanish explorer called it Río de Corrientes, "River of Currents," in recognition of the spectacular way the currents at the river's mouth clashed with the surf. Jean Ribaut, a French explorer, entered the St. Johns on the first day of May, hence the name Riviere de Mai "River of May." A Spaniard, Pedro Menéndez, captured France's Fort Caroline and renamed both fort and river San Mateo. About 1590 the Spanish mission San Juan del Puerto, "St. John of the Harbor," was established and ultimately gave its name, in shortened form, to the river. For a time in the mid-1700s both San Mateo and San Juan were shown on some Florida maps as two names for the one river. During the 20-year period of British ownership of Florida, 1763 to 1783, San Juan finally became St. John's and since has remained except for the dropping of the apostrophe. *Seat: St. Augustine.*



Florida State Archives

Seminole Indian couple with child in Dixie's camp, 1916.

St. Lucie—First established as the 25th county on March 14, 1844, and re-created as the 46th county on May 24, 1905. Named for St. Lucie of Syracuse. According to legend, she was born in Sicily of noble parents, made a vow of virginity, and was executed in 304 A.D. for being a Christian after having been reported to the Roman authorities by a rejected suitor. More commonly spelled Lucy, the name derives from "lux" or "light," the saint has become associated with festivals of light and with prayers against blindness (Coulson 1958). The original St. Lucie County was named Brevard County on January 6, 1855. The name of St. Lucie was first given to a fort built by the Spanish near Cape Canaveral in 1565. *Seat: Fort Pierce.*

Santa Rosa—The 21st county, established February 18, 1842. Named for Santa Rosa Island, which in turn was named for St. Rosa de Viterbo, a Catholic saint. During Frederick II's campaign against Pope Gregory IX, Rose, then 12 years old, preached against submission to the emperor, resulting in the banishment of her family (Coulson 1958). *Seat: Milton.*

Sarasota—The 60th county, established May 14, 1921. The origin of the name is shrouded in dispute and legend. The Spaniards are said in one version to have so named it to designate "a place for dancing," referring to the celebrations held by the Native Americans on or near the shore of the bay here, but no words in modern Spanish give this meaning to the name. A legend, more colorful but more obviously fabricated, ascribes the name to a beautiful daughter of de Soto, the Spanish explorer—Sara Sota. A Native American prince is said to have allowed himself to be taken prisoner by the Spaniards so that he could be near her. When he fell sick she nursed him back to health, only to fall sick herself and die. The prince and a hundred of his braves buried her beneath the waters of the bay, then chopped their canoes with their tomahawks, and sank to death themselves. Eighteenth-century maps show the name variously as Sarasote, Sarazota, and Sara Zota. *Seat: Sarasota.*

Seminole—The 50th county, established April 25, 1913. Named for the Native Americans who ran away from the Spanish threats or enticements to forget

their culture and assimilate. The Spaniards called these people *cimarrones*, from a word that they learned in the Caribbean and applied to animals, plants and human slaves who escaped domestication to live a free life. The Hitchiti-speaking tribes of the northern peninsula, who had no “r” sound in their language, heard this word as *siminolí* and described themselves as *yat’siminolí* - free people. *Seat: Sanford.*

Sumter—The 29th county, established January 8, 1853. Named for Gen. Thomas Sumter (1736–1832), a native of South Carolina who was prominent in the southern campaigns of the Revolutionary War. Many South Carolinians were early settlers in this area. *Seat: Bushnell.*



Thomas Sumter

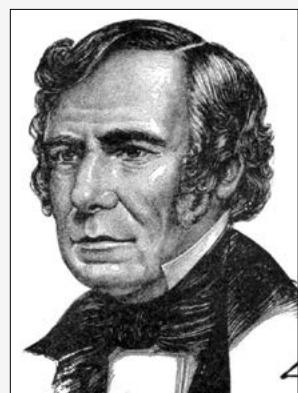
Suwannee—The 35th county, established December 21, 1858. One of the few counties in the United States whose name has been immortalized in song: Stephen Collins Foster wrote in “Old Folks at Home” about “Way down upon the Swanee River.” The river that Foster spelled Swanee has become a symbol of love for family and home. Etymologists disagree on the origin of Suwannee. Utley (1908) says the name comes from a Cherokee Indian word *sawani*, “echo river.” Gannett (1947) agrees. Brinton (1859) suggests it may have been a corruption of the Spanish *San Juan*. He mentions a Shawnee tradition that their tribe originated on this river and claims that the name may be a corruption of Shawanese. Simpson (1956) says Suwannee seems to be identical with the name of a village in Gwinnett County, Ga., that stands on the site of a former Cherokee town called Suwani. According to Read (1934) the Cherokees claim their village is from Creek origin. If this is true, the derivation of the name is probably from the Creek *suwani*, “echo.” Simpson mentions that good echoes are a feature of this stream. He continues, saying that the stream is probably the one called River of the Deer by De Soto. During the 17th century, a Franciscan mission called San Juan de Guacara was located somewhere along the east bank. This name for the river persisted despite the destruction of the mission and the change of flags; an English surveyor named Romans in 1774 called the river the River St. Juan de Guacara vulge Little Sequana. Sequana appears to be an Indian attempt to pronounce San Juan. *Seat: Live Oak.*



Photo by Al Walker

Replica paddle steamers carrying passengers on the Suwannee River, 1965.

Taylor—The 34th county, established December 23, 1856. Named for Zachary Taylor, 12th President of the United States and commander of the U.S. Army forces in Florida during a part of the Second Seminole War. *Seat: Perry.*



Zachary Taylor

Union—The 61st county, established May 20, 1921. Originally, the name of the county was to have been New River, thereby reestablishing a county name that had existed from December 21, 1858, until December 6, 1861, when New River was changed to Bradford to honor a fallen soldier (*see also Bradford*). The sponsor of the bill to change the name in 1921 amended the bill to replace New River with Union. Union County was separating from Bradford, and a reason for the name the new county chose may be found in the sponsor’s statement, quoted in the *Florida Times-Union* for May 6, 1921, that the counties “were united this time in asking for the divorce though the two parts of the [Bradford] county have never before been able to get together on this proposition.” This explanation for the use of Union seems more logical than the lofty reasons used through the years, one of which has been for the “Union of the United States.” *Seat: Lake Butler.*



Photo by Rivers H. Buford III

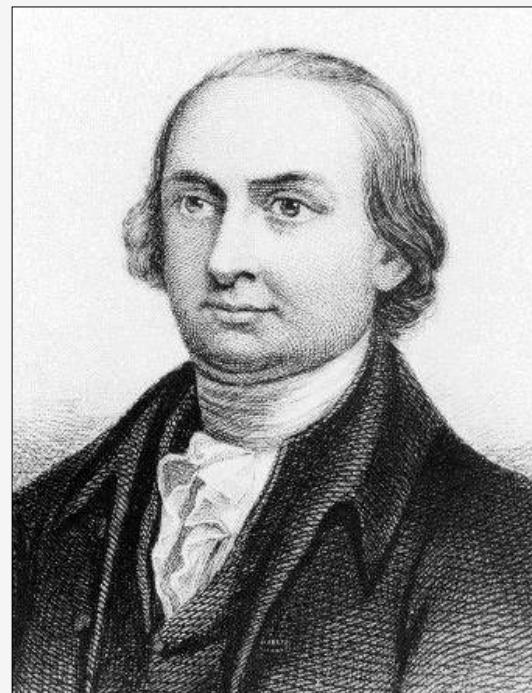
Wakulla Springs

Walton—The eighth county, established December 29, 1824. Named for Col. George Walton, secretary of the Territory of West Florida during the governorship of Andrew Jackson (1821–22), and of the combined territory (1822–26). The colonel was the son of George Walton, governor of Georgia and signer of the Declaration of Independence. Colonel Walton's daughter, Octavia, suggested the name Tallahassee for the new capital. *Seat: DeFuniak Springs.*

Washington—The 12th county, established December 9, 1825. Named for the first President of the United States, George Washington. *Seat: Chipley.*

Volusia—The 13th county, established December 29, 1854. Named for a landing called Volusia on the St. Johns River near Lake George. How the landing was named is uncertain. Tradition says the name is of Indian origin, but Simpson (1956) does not include Volusia. Another story attributes the name to a Frenchman or Belgian named Veluché, pronounced Va-loo-SHAY, who owned a trading post at the landing during the English period. Veluché was then anglicized into Volusia. Gold (1927) says “there is no record either in the Spanish, Territorial or County titles of any land being owned at any time in that vicinity or in the county for that matter, under the name ‘Veluche’ or any name that resembles it. If such a man held title to the land under the English regime, there would be no way of ascertaining the fact, as all English titles were denied.” *Seat: DeLand.*

Wakulla—The 23rd county, established March 11, 1843; name also of the famous Wakulla Springs, of a river that unites with the St. Marks River and flows into Apalachee Bay, and of a community. Although the word is interpreted to mean “mystery” by some, Simpson (1956) says there is no factual basis for this meaning. “Since Wakulla was probably a Timucuan word, it is unlikely that its meaning will ever be known. It may contain the word *Kala* which signified a ‘spring of water’ in some Indian dialects.” Read (1934) suggests Wakulla comes from the Creek *wahkola*, “loon,” two species of which winter in Florida. *Seat: Crawfordville.*



George Walton

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The Seat of Government

Tallahassee was chosen in 1823 as the seat of government of the recently formed Territory of Florida. In that year, John Lee Williams of Pensacola and Dr. W. H. Simmons of St. Augustine were named commissioners to select a permanent seat of government somewhere between the Ochlockonee and Suwannee Rivers. They met late in October on the Ochlockonee River and traveled inland from St. Marks. Dr. Simmons, who had made the trip from St. Augustine overland, had already noted that the high lands south of Lake Miccosukee "would form an eligible situation for a town," Williams concurred. "A more beautiful country can scarcely be imagined," Williams wrote; "it is high, rolling, and well watered."

Commissioner Simmons wrote in his journal for October 27, 1823 that the commissioners had encountered the Indian Chief Neamathla near his settlement a few miles north of present day Tallahassee.

"Neamathla and his people appeared much disturbed by our visit, and were inquisitive as to what object we had in view. We told him that we came to search out a spot where the Governor and his Council could conveniently meet, and that we should not in any way interfere with the Indians. He seemed, however, much dissatisfied. He invited us to spend the night and in the meantime sent off for an interpreter."

The Commissioners bedded down under a shed of the Indian's Council House, but their sleep was broken by the sounds of the Indians dancing, a ritual which always preceded the annual hunting expedition. Commissioner Simmons noted:

"I felt a melancholy interest in watching these exhibitions of the amusement of these poor people, who, by their treaty, were soon to quit the country.



Drawn, printed, and colored by L.T. Bowen

Left: Nea-Math-La, a Seminole chief, Creek Indian by birth.

Below: Part of a map of Florida by John Lee Williams, one of the two men who selected Tallahassee as Florida's permanent seat of government.



Lithograph by Green & McGowan

In one of their dances, called the 'mad dance,' most of their gestures and movements were highly martial and graceful and served to illustrate the natural elevation and fire of their character."

On the next day, Neamathla again questioned Commissioners Simmons and Williams about the purpose of their visit. Dr. Simmons recorded the conversation: "On our reassuring him that we had no design to interfere with the rights of the Indians, he told us we might proceed, but not to tell any of the

Indians that he had sent us. We passed to the old Tallahassee town, where Chifixico, chief of the settlement, evinced equal opposition to our proceedings. He angrily caught up a handful of dirt, and presenting it, asked if that was not his land. . . .”

The exact location seems to have been determined by the proximity of a beautiful stream and waterfall directly west of the “old fields” of the Seminole Indians then living at Neamathla’s town on Lake Lafayette. This stream, wrote Williams, “after running about a mile south pitches about 20 or 30 feet into an immense chasm, in which it runs 60 or 70 rods to the base of a high hill which it enters. . . .” The capital site was established west and north of the stream.

The St. Augustine Branch, as it was later called, degenerated into a drainage ditch that was visible on Franklin Boulevard and along Canal Street. The waterfall, known as the Cascade, has long since disappeared, but the City of Tallahassee renovated the area in 2013 into a dual-purpose 24-acre Cascades Park. The park features 2.3 miles of biking and walking trails, beautiful landscaping and ponds, an outdoor amphitheatre with seating for 4,000, an inlaid granite map of Florida, and interpretive historical panels in its fencing.

The “old fields” from which Tallahassee took its name probably extended along the high ground from the pond near Magnolia Drive to the vicinity of Mahan Drive.

The first settlers, headed by John McIver, of North Carolina, arrived at the new town site on April 9, 1824. It has been said that the party pitched camp on a southern slope within sound of the Cascade. If so, they probably camped on the hillside near Gaines Street between Adams and Calhoun.

First Capitol

Two days later, Jonathan Robinson and Sherod McCall, planters on Little River in Gadsden County, brought their farmhands and erected three log cabins for the accommodation of the Legislative Council, which was to meet at the new capital in the fall. There is a marker on the grounds of the present Capitol building commemorating the log cabin Capitol, but John C. Galbraith, writing in 1853, said that the log cabin Capitol was several hundred yards south of

the present Capitol Square. [*This would have been in the vicinity of the present Caldwell building.*]

Soon after the location was made, Congress granted the Territory a quarter section of land at the new capital site to raise money for the erection of public buildings. The Legislative Council met in Tallahassee in November, 1824 and directed that this quarter section (the southeast quarter of Section 36, Township 1 North, Range 1 West) be established as Tallahassee. The same Council established Leon County, which it named for Ponce de Leon, and made Tallahassee the county seat.

Name Taken from Creek Indian

Tradition credits Octavia Walton, daughter of the Secretary of the Territory, George Walton, with suggesting that the new capital be called “Tallahassee.” The name is taken either from the Tallahassee Seminoles who occupied the area, or from one of their villages. The word “Tallahassee” is of Creek derivation, meaning literally “old town,” though it is frequently translated as “old fields.”

The town was laid out symmetrically with Capitol Square at the center, with four other public squares and with broad streets running between them. The town was bound by present day Park avenue on the north, Meridian street on the east, Bloxham street on the south, and Boulevard street on the west. The squares were Washington Square, now occupied by the County Courthouse; Wayne Square, on which the City Hall stands; Jackson Square, site of the now demolished Whitfield Building; and Green Square, which is part of the site of the Holland Building. The original town plot has disappeared. Consequently, no one knows if the squares were dedicated as public parks or if they were the property of the Territory. In recent years the State has acted on the latter assumption.

The first sale of town lots took place in April, 1825. Prince Achille Murat wrote that “elegant houses made of boards and timberwork, painted in all sorts of colors” began to replace log cabins. “Trees are cut down on all sides; their burn-



Octavia Walton La Vert

ing stumps and roots indicate the spots destined for streets and public places.” By September, Tallahassee could boast of fifty houses, a church, a schoolhouse, “two very commodious hotels,” seven stores, an apothecary’s shop, a printing office, two shoemakers, two blacksmiths, three carpenters, a tailor, and three brickyards. Most of the establishments were clustered around Capitol Square.

The LaFayette Grant

A township near Tallahassee was among the attempts of the nation to remunerate Marquis de LaFayette for his aid during the Revolutionary War. In 1824, Congress voted the Marquis, recently ruined by the Reign of Terror in France, \$200,000 and a township located on unsold public domain. The Marquis was inclined toward Florida because the territory was experiencing a land boom and because, as Kathryn Abbey Hanna in Washington wrote, “he had come under the magnetic spell of Richard K. Call, Florida’s representative and her most ardent champion.”

Florida’s climate was a lure, for LaFayette wished to test his theory that free labor could prove more productive than slave labor. Tradition says he caused some Norman peasants to settle near Tallahassee in 1831 to attempt the cultivation of vineyards, olive groves, mulberry trees, and silk worms.

In her 2006 book *Historic Frenchtown*, Julianne Hare disputes whether a colony existed. If it did it



First permanent Capitol. Begun in January 1826. Demolished ca. 1839/40. Lithograph from *Vues et souvenirs de l'Amérique du Nord*.

failed. LaFayette’s land ultimately was sold but Florida has a county called Lafayette as tangible reminder of the Revolutionary hero. The Marquis never saw his Florida land but his grandsons visited Florida in 1850.

The LaFayette township (formally Township 1 North, Range 1 East), was bounded by Meridian Road on the west, approximately Gaines Street on the south, and extends six miles to the east and six miles to the north, covering an area of 23,028.5 acres.

Second Capitol

Plans for a two-story Capitol building had been approved in 1825 and construction of one wing, measuring forty by twenty-six feet, was completed the following year. The Commissioners of the Tallahassee Fund who were entrusted with the sale of lots and construction of the building had offered a prize of \$100 for the best plans. Surveyor General for Florida, Colonel Robert Butler, won the competition. The cornerstone was laid with Masonic ceremonies on January 7, 1826.

The well-known Castelnau drawing of this Capitol looks like a frame building, but the *Sentinel* commented in 1843:

The old Capitol was built with mortar made from lime burned in our immediate vicinity at the place known as the ‘Cascades.’ When it became necessary to demolish the building ... the bricks were more readily broken than the mortar which separated and adhered to them. Small portions of the walls for the building are still standing ...

A controversy, a continuing complication of every change in the Capitol, disrupted construction of the first permanent statehouse. The difficulties caused the Legislative Council to reduce the number of commissioners to one, to enlarge the boundaries of Tallahassee so more land could be sold to fund the Capitol, and to limit construction to the single wing whose cost already had been restricted to not more than \$12,000.

Governor William P. DuVal, the first Territorial Governor, urged enlargement of the Capitol and in 1828 his brother, the Commissioner John P. DuVal, contracted with Benjamin G. Thornton for construc-

tion of a Capitol which would make use of the wing. The foundation and walls were to be of brick, the roof of slate, and the joists and floors of heart pine.

Thornton set up a sawmill at the approximate site of the present day Leon County Courthouse across the street from today's Capitol. He also fashioned a kiln to produce lime for mortar from rock he quarried; Thornton, however, ran into money problems when the Territorial Governor was unable to pay for his work, and the contractor lost everything he owned. The Territory then sued Thornton for non-performance. While a jury decided in Thornton's favor, he could not obtain reimbursement until 1842 when the Legislative Council agreed to pay him \$2,500 of the \$8,000 that was owed him.

With the work stopped, the Legislative Council appropriated \$1,200 in 1832 for preserving what had been finished. By 1836, the need for space had become dire and the Auditor and Comptroller were authorized to rent quarters at a cost of not more than \$200 a year. In 1839, the Legislative Council provided \$300 for the installation of a well and pump and for the planting of ornamental trees.

The Third Capitol

Desire for a new capitol building resulted in the appropriation by Congress on March 3, 1839, of \$20,000 for the erection of a "suitable state house or public building for the use of the Territorial Legislature" to serve as the office of the Secretary of the Territory and the preservation of records. The Legislative Council promptly ordered a new building.

The second permanent capitol building was erected in the center of Capitol Square, presumably on the same location as the first capitol building.

Again attended by contention and litigation, mainly between the Capitol Commissioner and a supplier, construction proceeded until February 1841, when money again ran out. By then about two-thirds of the building had been roughly constructed and temporary quarters were furnished for the Legislative Council and the Secretary of the Territory. Congress asked for more money, but the national government, mindful that Florida was pressing to become a state and would then be responsible for its debts, at first ignored the plea. In March 1843, concerned by



Photo by Alvan S. Harper

West side of the Historic Capitol as it looked from 1845 to 1891.

weathering of the exposed second floor, the Legislative Council directed the Capitol Commissioner to use whatever means available to have the uncovered rooms roofed over.

The three-story building was 151 feet long and 53 feet wide, with both interior and exterior walls of solid brick. The front and rear entrances were through porticos each having six Doric columns 13 feet in circumference and 34 feet in height.

In order to supplement the congressional appropriation for the capitol, the northwest quarter was platted and placed on sale in 1840. This sale did not, however, provide sufficient funds for completion of the Capitol and Congress in 1844 relented and granted another \$20,000 for the purpose. The building was finally completed in 1845, just prior to the organization of the government of the State of Florida.

This second permanent and third Capitol at Tallahassee remained the center of Florida government until 1978. The Legislature, despite recurring pleas by State officers for additional space, allowed the 1845 Capitol to remain without noticeable change until 1891 when a small cupola was placed atop the structure. The first major expansion occurred in 1901–1902.

The Changing City

While the statehouse was evolving, the surrounding community also was changing. In 1827, a visiting Ralph Waldo Emerson entered in his note-

book: "Tallahassee, a grotesque place, selected three years since as a suitable spot for the capitol of the territory, and since that day rapidly settled by public officers, land speculators and desperadoes . . . Governor DuVal is the button on which all things are hung."

An 1838 visitor found Tallahassee had about 300 houses, "almost all built of wood and on the Italian model. They rarely have more than one story; two or three only are of brick painted a bright red with green shutters." This lack of imposing residences caused a New Englander in 1841 to remark to a correspondent "Why Benny, your father's barn is handsomer than any house in Tallahassee."

The appearance of the town was altered for the better by a catastrophe that occurred in 1843. On the evening of May 25, a sweeping fire wiped out practically every business establishment in town, inflicting a half million dollar loss in merchandise and buildings. Before the smoke had cleared away, plans were made for building a better town. The City Council adopted an ordinance permitting only fire-proof buildings to be constructed in the devastated area. On the first anniversary of the fire, one of the local newspapers could boast, "Instead of the tumbled down wooden shanties, which formerly disfigured the business part of the town, we now find well arranged and commodious fire proof brick stores." The fire marked the transition of Tallahassee from a frontier community to a pleasant Southern town.

Improved transportation was created through the rebuilding of the St. Marks Railroad and the construction of the Pensacola and Georgia Railroad, which ran from Lake City to Tallahassee and was complete in 1860. The former had been in operation since 1837 but had been mule-drawn for more than a decade because its locomotive had a habit of jumping off the track. The "Deep Cut" which is crossed by the overpass at Magnolia Heights and on Magnolia Drive was excavated by slave labor.

By 1860, Tallahassee could boast of such other modern facilities as gas lamps and telegraphic communication with other parts of the country.

Scene of Four Constitutional Conventions

As the capital of the State, Tallahassee was the scene of four Constitutional Conventions, all of which were motivated, either directly or indirectly,

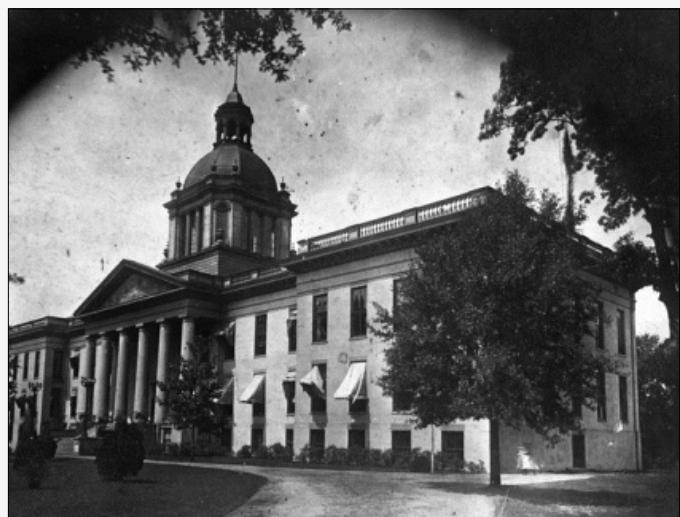
by the causes and results of the Civil War. On January 11, 1861, the Convention of that year signed the Ordinance of Secession in a ceremony held in the east portico of the Capitol. The Convention of 1865 nullified the Ordinance and reorganized the State government under Andrew Johnson's plan of Reconstruction. The Constitution of 1865 was superseded in 1868 by the carpetbag constitution, which provided a highly centralized government that was acceptable to white Democrats from the end of Reconstruction until they wrote a Constitution in 1885.

Florida's turbulent politics during the Reconstruction period naturally centered in the capital. The town attracted freedmen, who took an active part in both local and state politics, and by 1870 more than 1,200 of its 2,023 inhabitants were black.

National attention was focused on it for a short time in 1876 during the Electoral College controversy surrounding the Hayes-Tilden presidential election contest, during which Tallahassee was thronged with politicians and reporters from all over the country. In due course the Florida Canvassing Board counted in the Hayes electors, the visitors departed, and Tallahassee dropped back into its former obscurity.

Vote on Capital Removal

By the 1890s, the business of the State necessitated additional office space. This condition reopened the question of capital removal, which had been unsuccessfully suggested in 1881. The Legislature of 1899 refusing to take action toward either



Florida State Archives

East front of the Capitol, 1903-1906

providing more space or moving the capital, the State Democratic Committee in 1900 called for a referendum on removal. In the primary election of that year, Tallahassee received an absolute majority over its rivals—Jacksonville, Ocala, and St. Augustine.

The Legislature of 1901 accepted the results of this election as a mandate to provide additional accommodations for the conduct of the State's business. Building a separate office building was considered, but the final decision was to enlarge the Capitol. Between 1901 and 1902, an appropriation of \$75,000 permitted the construction of additions to the north and south ends of the building and the erection of a dome, which replaced the 1891 cupola.

The additions at the north and south ends of the original building were used for chambers of the Senate, the House of Representatives, and the Supreme Court and to give more space to the Governor and Cabinet officers.

Remodeling of the Capitol was hardly completed before the need for still more space was apparent. In 1905 Governor Broward recommended a second addition to the Capitol. Nothing was done, however, until 1911 when Governor Gilchrist's proposal to construct a Supreme Court and Railroad Commission Building on Jackson Square was accepted by the Legislature. This building, named for Chief Justice James B. Whitfield, was occupied by the Public Service Commission (successor to the Railroad Commission) after the Supreme Court moved to its new building in 1949. The Whitfield building was demolished in 1979.

The Capitol was enlarged for a second time in 1921–22 with the addition of east and west wings at a cost of \$250,000. The new east portico carried forward the general design of the old east front with its columns. However, the west portico was omitted to allow sufficient space on the second floor for the chamber of the House of Representatives. The Senate was accommodated in the new east wing.

Along with the addition of the wings, there was a refurbishing of the Capitol including installation of marble stairways at the rotunda and marble wainscoting throughout the building.

A system of electric lights was installed to illuminate Capitol Square, a gift of the Tallahassee citizenry acknowledged by a resolution of the 1923 Legislature.

In 1925, the \$300,000 Martin Building (after former Governor John W. Martin) was erected on Wayne Square. In 1963, the City traded the state land in the Capitol Center for the Martin Building to use as its City Hall. In the 1930s the Mayo Building (for Commissioner of Agriculture Nathan Mayo) was erected at a cost of \$350,000, and the north wing of the Capitol was added with federal assistance. In 1940, Tallahassee constructed a \$300,000 City Administration Building (now known as the Knott Building, for the former State Treasurer W. V. Knott), for the use of the state. The south wing of the Capitol was completed in 1947 at a cost of \$600,000 after being delayed by World War II.

The Capitol Center

The end of the war years, a general growth in state government, and a plan conceived by Governor Spessard L. Holland added a new tone of expansion to the capitol complex. Governor Millard F. Caldwell gave his full support to the new concept of a "Capitol Center" as designed by Albert D. Taylor, landscape architect and town planner. Taylor's original plan called for the ultimate inclusion of 32 city blocks and the erection of ten new buildings.

The State's needs outgrew the Taylor plan and in 1966 the boundaries of the Capitol Center were expanded to include some 50 city blocks. Similarly, a number of State agencies outgrew their original



Florida State Archives

Florida Capitol Complex, 1989

homes, requiring expanded structures or new buildings.

By 1994 there were 22 major State buildings in the Capitol Center. With the move in 2011 of the First District Court of Appeal to a new building on Capitol Circle, there are now 21 major state buildings. In addition to the old and new Capitols, the adjacent legislative buildings, and the Supreme Court Building, there are:

The Bloxham Building, at 727 South Calhoun Street. The building is named for Governor William Bloxham and was originally Caroline Brevard Grammar School, built in the Mediterranean style so common to the Florida Boom of the 1920s.

The Bryant Building, at 620 South Meridian Street, was built in 1964 and named for Governor Farris Bryant.

The Burns Building, at 605 Suwanee Street, was built in 1966 and named for Governor Haydon Burns.

The Caldwell Building, at 107 East Madison Street, was built in 1948 and named for Governor and State Supreme Court Justice Millard F. Caldwell.

The Carlton Building, at 501 South Calhoun Street, was built in 1954-55 and named for Governor Doyle E. Carlton.

The Collins building, at 100 West Gaines Street, was built in 1962-63 and named for Governor LeRoy Collins.

The Elliot Building, at 401 South Monroe Street, was built in 1962 and named for Fred C. Elliot, longtime chief engineer for the Trustees of the Internal Improvement Fund.

The Fletcher Building, at 100 East Gaines Street, was built in 1977 and named for Duncan U. Fletcher, Mayor of Jacksonville and a U. S. Senator.

The R. A. Gray Building, at 500 South Bronough Street, was completed in 1976 and named for longtime Secretary of State Robert A. Gray.

The Holland Building, at 600 South Calhoun Street, was built in 1948 and named for Governor and U. S. Senator Spessard L. Holland.

The Johns Building, at 725 South Bronough Street, built in 1964 and named for Acting Governor Charley E. Johns.

The Knott Building, at 111 East St. Augustine Street, was built by the City of Tallahassee in 1940 and leased to the state to keep state agencies from



Bloxham building, formerly the Caroline M. Brevard Elementary School

Florida State Archives



Farris Bryant Building

Photo by David Fountain



Haydon Burns Building

Photo by David Fountain



Industrial Commission Building, also known as the Caldwell Building

Photo by David Fountain



Carlton Building

Florida State Archives



R. A. Gray Building

Photo by Wayne Denmark



Holland Building

Photo by David Fountain



Johns Building

Photo by David Fountain

leaving Tallahassee. It was purchased by the State in 1951 and named for Comptroller and Treasurer William V. Knott. The building was vacated in 1989, with the opening of the Turlington building, renovated at a cost of \$90 million and reopened in 1999 with meeting rooms and offices for the Senate.

The Larson Building, at 200 East Gaines Street, was built in 1968 and named for State Treasurer J. Edwin Larson.

The Mayo Building, at 407 South Calhoun Street, was built in 1936-37 and named for longtime Commissioner of Agriculture Nathan Mayo.

The Legislature's Auditor General Building, at 111 West Madison, was completed in 1989 and named for Florida legislator, U.S. Senator and Congressman Claude Pepper.

The Turlington Building, at 325 West Gaines Street, was completed in 1989 and named for former Commissioner of Education Ralph D. Turlington. The Department of Education is the major tenant.



Knott Building
Florida State Archives



Larson Building
Photo by Richard Parks



Mayo Building
Photo by David Fountain



Turlington Building
Florida State Archives

Recently Destroyed Buildings

The Johns Building was demolished in 2008.

State Mourning at the Capitols

The bodies of certain officials may be placed in the building where they served for an official period of mourning. A Governor, Lieutenant Governor, or member of the Cabinet may repose in state in the rotunda of the Capitol.

Mourning in the Historic Capitol

Governor William D. Bloxham laid in state in the Governor's suite in 1911.

The rotunda of the Historic Capitol served for the public farewells to a number of State officials.

Secretary of Agriculture B. E. McLin was mourned there in 1912, as was Justice Fred H. Davis in 1937.

The open casket of Governor Dan McCarty was laid in state on September 29, 1953, for officers and employees of the state government and citizens generally to pay their last respects.

The rotunda similarly served the late Comptroller J. M. Lee on October 8, 1946, and the late Treas-

surer J. Edwin Larson on January 26, 1965.

After the completion of the New Capitol, in 1977, the families of some eligible officials chose the Historic Capitol for their loved one to lie in state.

Longtime Florida Congressman Claude Pepper laid in state in the U. S. Capitol rotunda on the Lincoln/Kennedy bier on June 1, 1989. After additional services in Miami, he laid in state in the Historic Capitol on June 4th. Burial was in Tallahassee's Oakland Cemetery on June 5th.

On December 15, 1998, Governor Lawton M. Chiles' body was taken for one last trip through the panhandle from Century, where he began his 1970 walk for the U.S. Senate, to Tallahassee where it was placed in the rotunda of the Historic Capital and lain in state overnight with public viewing of the closed casket the evening before and the morning of his funeral.

Pat Thomas, who served in both the House (1972-1974) and Senate (1974-2000), including ser-

vice as Senate President, lay in repose in the Historic Capitol on June 23, 2000.

Governor Claude R. Kirk, Jr., who served from 1967 to 1971, died in Palm Beach at age 85. Former governors, justices, judges, Cabinet officials, agency heads, legislators, and hundreds of Floridians joined with his family members to pay their last respects and share stories of the flamboyant governor, as he lay in state in the Historic Capitol on September 30, 2011.

Governor Reubin O'Donovan Askew, the 37th Governor of Florida known for fighting corruption and championing the Sunshine Amendment, passed March 13, 2014, at the age of 85. He lay in state in the Historic Capitol on March 18, flanked by servicemembers and law enforcement officers and with his casket covered by the American Flag. Hundreds came to pay their respects and to say farewell to Governor Askew, who served the state as Governor from 1971-1979, having earlier served in both the State House and Senate. Though Governor Askew spent most of his service in the Historic Capitol, he was the first Governor in the current Capitol Building, which opened in March of 1978 under his supervision.

Mourning in the New Capitol

The casket of Representative David Coley, who had been elected in November 2004, was in place in the House Chamber when he was memorialized in March 2005.

Non-Governmental Use of the Capitol

Entries in their Journals prove that the chambers of the Legislature offered space for non-governmental gatherings of many kinds: among these are lectures by visiting professors, a funeral, a wedding, church services, and a college commencement.

There were a number of temperance lectures delivered in the Chamber of The House of Representatives but the Journal of 1885 reports the failure of an effort to obtain the use of the Chamber for that purpose by inserting in the amendment that each member failing to attend the lecture pay a fine of \$5.

In the years just before and after the Civil War, "The Tournament"—sometimes referred to as "The Tournament of Love"—was a yearly Tallahassee di-

version. In these, costumed galloping riders sought to pierce with lances rings suspended from three arches erected at intervals of about fifty yards. The horsemen were known by such names as the Knight of the Red Cross, the Knight of the Golden Horse Shoe, and even as the Unknown Knight. The winner would have the reward of designating the Queen of Love and Beauty.

The tournaments were followed by what was described in the Tallahassee *Floridian* as "the Grand Fancy Ball."

Rental of Offices in Capitol

Private rental of offices in the Capitol is evidenced by advertisements in *The Floridian* during 1845–1848.

Simon Towle, the State Comptroller, placed this advertisement, appearing in *The Floridian* of January 15, 1848: "The offices in the Basement of the Capitol are for rent."

This notice appeared on November 29, 1845: "M. D. Papy, Attorney at Law, will practice in all the Courts in the Middle Circuit. Office on the first floor of the Capitol, formerly occupied by the Secretary of the Territory."

A portrait painter, Willis McK. Russell, advised the public on March 18, 1848: "Removal. I have removed my study to the room on the North East corner of the Capitol, adjoining the office of the Hon. Mr. Brockenbrough, where I propose remaining during my stay in Florida."

The Never Captured Capital

Tallahassee was the only Southern state capital east of the Mississippi to escape capture by Federal troops during the Civil War. The only threats were blunted at the battles of Natural Bridge and Olustee. It did not escape military occupancy, however, for Federal troops marched into the town on May 20, 1865, and supervised its government until the Constitution of 1868 was adopted.

Tallahassee was far from the main battle lines of the Confederacy and never felt the direct impact of the war. It was threatened in March, 1865, when Federal troops landed at St. Marks and advanced toward the capital, but they were met and defeated at

the Natural Bridge by a few regular troops, hastily armed citizens, and West Florida Seminary cadets.

After the collapse of the Confederacy, Brigadier General E. M. McCook was assigned to receive the surrender of Southern forces in Florida. On May 20, 1865, General McCook took formal possession of Tallahassee and raised the United States flag over the Capitol. It last had been displayed on January 11, 1861 when Florida declared itself an independent nation.

The Fourth Capitol

A plan for systematic development of the heart of the Capitol Center, including restoration of the Capitol as it appeared in 1845, was approved by the Cabinet on September 16, 1969, but never carried out.

This complex was prepared by Edward Durrell Stone & Associates of New York in cooperation with Reynolds, Smith and Hills of Jacksonville. These architects-engineers-designers had been commissioned earlier in the year to develop a comprehensive plan for development of the Capitol and its surrounding area.

Florida's Capitol, with its adjacent legislative office buildings, was one of the last of Stone's design. One of the nation's most eminent and controversial architects, Stone changed styles of architecture in mid-life. Of the second period are such structures as the John F. Kennedy Center in Washington, the General Motors building in New York, and the United States Embassy at New Delhi.

Like Florida's Capitol, the second phase buildings designed by Stone bore his trademark: an ornate concrete grill enclosing a white-columned box. The grill was so ubiquitous, reported *The New York Times*, that Stone even used it on a gasoline service station at New York's Kennedy airport.

Stone and his associates envisioned for Florida a four-phase complex which could move along just as fast as the State desired,

with existing structures being used until the new facilities were provided.

Site preparation for the first phase was commenced in June, 1970, for construction of two five-story buildings linked to the Capitol on its north and south sides. These buildings were designed to provide legislative committee rooms and offices. Money for this purpose was provided by a \$10,000,000 bond issue.

The building for the House of Representatives was placed on a city block which the State had bought and cleared in 1966 for a legislative building to house both the Senate and the House. Construction never was started because of indecision over both the design of the building and the need for renovation of the old, center portion of the Capitol.

The third phase of Stone's plan, construction of Florida's fourth, and present, Capitol was commenced November 8, 1973, and declared completed on August 19, 1977.

The building was opened officially on March 31, 1978, when Governor Reubin O'D. Askew, in a service on the unfinished west plaza, said: "We are gathered here then to dedicate this building to the service of the people, ever mindful that in this state and in this nation government exists to serve the people and not the people to serve the government."

The building cost \$43,070,741. An additional \$1,957,338 was committed to landscaping and the plaza, fountains, and steps on the west front, an area known formerly as Waller Park, for Curtis L. Waller of Tallahassee, Judge of the United States Circuit Court of Appeals.

Plagued with leaks and pump problems, the fountains were turned off in the 1980s.

After a nearly \$500,000 restoration in 2002, water returned to the three pool, double waterfall display. The planned addition of sculptures of native Florida animals by Hugh Bradford Nicholson began in July 2003 with the installation of "Stormsong" a 50-foot pod of silvery, frolicking dolphins in the middle pool. The two 19-foot groups, weighing five-tons,



Photo by Donn Dughi

East entrance to the Florida Capitol.

were built of aluminum and steel by structural engineer Ron Shaffer. The Anheuser-Busch Foundation donated \$1 million for the project.

Some statistics: The Capitol rises 514 feet above sea level, contains 3,700 tons of structural steel, 2,800 tons of reinforcing steel, 25,000 cubic yards of concrete (the equivalent of 16 football fields, each one foot thick), 12,000 square feet of walnut paneling, 12,000 gallons of paint, 62,000 square feet of marble, 60,000 square feet of carpet, 92,000 square feet of terrazzo, 30 miles of telephone cable, 250 miles of electrical wire, 2,000 doors, 66 public and 11 private restrooms, 40 sets of stairs, 14 elevators, and 360 parking spaces. While the Capitol generally is spoken of as having 22 stories, there is an additional floor below the street level, plus two levels of parking.

Some 3,000 persons work in the Capitol during normal days and when the Legislature is in session, an estimated 4,500 persons occupy the building.

The five-story base structure houses the Capitol offices of the Governor and members of the Cabinet. Four floors of this structure also are used for the chambers of the Senate and House of Representatives, the offices of the Senate President, President pro tempore, Majority, Minority, Secretary and Sergeant at Arms and the House Speaker, Speaker pro tempore Majority, Minority and Sergeant at Arms, some legislative committee offices and meeting rooms, and member offices.

From a public observation floor on the 22nd level, one may see, depending upon the clarity of the day, not only the city of Tallahassee and its environs but many miles of trees.

The architects and engineers charged with responsibility for the Capitol estimated its working life at a century.

In his dedication, Governor Askew described the new Capitol as "magnificent" but "just a building until we dedicate it, not only here today, but every day as we work for the people who really own it. For those of us who work here are only tenants. We do not own the building ... So I think we should dedicate this building to the owners."

Stone's fourth phase, two office buildings adjacent to the legislative buildings for use by executive agencies, was not completed.



Photo by Beatrice M. Queral

Restored Historic Capitol, 2008

The Restored Historic Capitol

Representative Herbert Morgan of Tallahassee and Senator Pat Thomas of Quincy wanted to preserve the Capitol as it existed in 1902. The significance of 1902 design was in the addition that year of the dome; to many Floridians the dome symbolized the state government.

The decision to preserve and restore the first domed version, supported by an appropriation of \$7,039,440, was reached after several years of controversy.

Each version had its proponents. Governor Reubin O'D. Askew and House Speaker Donald L. Tucker strove for outright demolition. They argued that little remained of the 1845 Capitol and preservation of any of the building blocked the view of the east front of the Capitol. There were those who deplored the wrecking of the newest and most serviceable wings, to the north and south, particularly in view of the State's continuing need for office space.

In 1977, Secretary of State Bruce Smathers continued to conduct the public's business from the old Capitol for two months after the Governor and other Cabinet members moved. Those two months gave Smathers and others opposed to demolishing the old Capitol time to mobilize support among legislators and the public. The 1978 Legislature opted for the 1902 version.

The decision having been made, the work of restoration, the third phase of Stone's plan, proceeded rapidly with Herschel E. Shepard of Jacksonville as

the architect and representatives of the Department of General Services and the Department of State as the overseers.

Restored were the light gray wainscoting, powder blue walls and terra cotta ceilings. Red-and-white awnings were added after researchers turned up a 1903 postcard which showed these. The builders said the awnings would save one-third of the cost of air-conditioning.

Air-conditioning and heating were among the concessions to modern life. These were installed in such a way as not to be readily discernible. Today's safety codes dictated ceiling sprinklers, fire hoses, and two new stairwells. Hidden in walls are 2 1/2-inch sliding steel doors which can close off the rotunda when triggered by a heat-activated alarm. To accommodate the handicapped, a new elevator has been installed in the shaft where the Historic Capitol's first elevator was placed in 1923.

The restored base of the dome has been painted off-white with gray trim and red trim outlining the windows, a color scheme evoking the Confederate tragedy of which Florida was a part. Atop this base is a dome whose dark copper cover gradually gained a soft green patina from oxidation. In late 2011, the Department of Management Services began work on the building's roof in response to leaks and water damage. This work included a new copper finish for the dome.

Originally designed for architect Frank Milburn's 1902 additions to the Florida Capitol, the interior stained glass of the dome was a focal point of the rotunda. In the early 20th century the glass was

removed due to damage caused by leaks. During the historic restoration of the building, researchers found over one hundred pounds of the original stained glass discarded in an interior wall. Today, visitors to the Florida Historic Capitol Museum will see a replica of the 1902 interior dome.

What came as a surprise to many was the fact that the Historic Capitol at one time had two identical fronts, each with Doric columns, on the east and west sides. The west front had been lost since 1923 when a House Chamber pushed out from the existing Capitol. Bas-relief State seals grace the pediments of the two facades. The seals are white, as the architect originally intended, despite the objection of the then Governor William S. Jennings and Cabinet. After the building was completed in 1903, officialdom added colors to the seals.

In the fall of 1982 the Historic Capitol was opened as a museum of Florida's government. Restored areas include the 1902 Governor's office and chambers of the House of Representatives, Senate, and Supreme Court. The Department of State's Museum of Florida History developed exhibits to recall events in the life of Florida and its state government.

The 2000 Legislature approved a plan, submitted by the Department of State, to redo the Historic Capitol as the Florida Center of Political History and Governance. Dedicated in November 2002, the Center is an active, technologically sophisticated institution for residents and visitors to identify and explore the ongoing themes in Florida's political life.

In 2006, supervision of the Historic Capitol was returned to the Legislature. The Florida Legislative Research Center and Museum moved from its first home at Tallahassee Community College to the ground floor of the Historic Capitol.

In the name of security, concrete bollards were installed in October of 2007 on the east side of the Historic Capitol just beyond the sidewalk at the intersection of Monroe Street and Apalachee Parkway.

Capitol Center Cornerstones

The Capitol and the two legislative office buildings are among the structures in the Capitol Center with ceremonial cornerstones.

These are polished rectangular stones, placed at eye level on the northeast corner, and dedicated

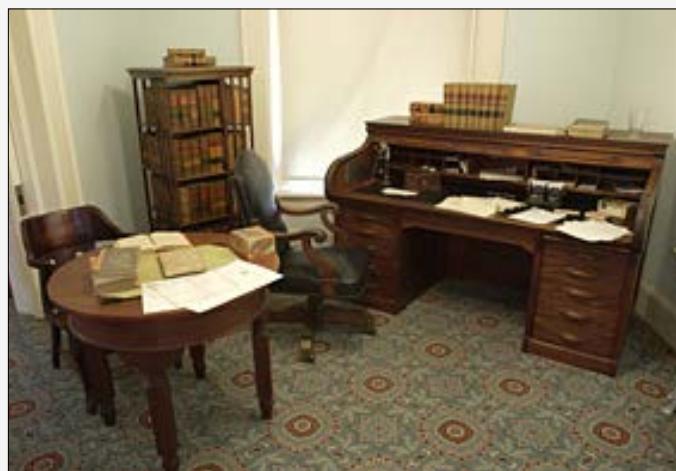


Photo courtesy of Florida Historic Capitol Museum

Restored Historic Capitol, Governor's private office.



Florida State Archives

Liberty Bell replica on display, 1950.

under the auspices of the Grand Lodge of the Free and Accepted Masons of Florida. Each cornerstone bears the year of the dedication in both the regular and Masonic calendars, plus the square and compass of Masonry.

Usually, cornerstones are hollow and contain items that are believed will be interesting to those who have reason to open the cornerstone in the future. The cornerstone for the Capitol, placed in 1976, contains a box including guides to the State House of Representatives, Senate, and Supreme Court; letters from the Governor, Lieutenant Governor, Supreme Court Justices, the Senate President, and the House Speaker, addressed to their successors at the time of opening the box, as well as Masonic publications.

Cornerstones once served as the first of foundation stones and offered support to a structure. Nowadays they have no structural significance and may be in neither the foundation nor outside wall, but continue to be used as a tradition commemorating notable moments in history.

Monuments on the Capitol Grounds

On the north end of the east front of the Historic Capitol is a marble shaft with this legend: "To rescue from oblivion and perpetuate in the memory of succeeding generations the heroic patriotism of the men of Leon County who perished in the Civil War of 1861–1865, this monument is raised by their country

women." The monument bears on its faces the names of battles in which Florida soldiers of the Confederate forces participated, including "Gettisburgh." The shaft also shows the name and address of its fabricator: "T. Delahunty, Laurel Hill, Philada." On the south end is the monument to Captain John Parkhill of the Leon Volunteers, "erected by his fellow citizens of Leon County, Florida, as a testimonial of their high esteem for his character and public services." The monument states that Captain Parkhill was born July 10, 1823 and was killed at Palm Hammock in South Florida while leading his company in a chase against the Seminole Indians, November 28, AD 1857.

A replica of the Liberty Bell, which was originally the centerpiece of Waller Park (the land on which the west plaza was built) stands now in the northeast corner of the Capitol grounds in front of the House Office Building. A marker explains:

*Dedicated to you, a free citizen in a free land.
This reproduction of the Liberty Bell was presented to the people of Florida by direction of the Honorable John W. Snyder, Secretary of the Treasury ...*

In standing before this symbol, you have the opportunity to dedicate yourself, as did our founding fathers, to the principles of the individual freedom for which our nation stands.

Also in the northeast corner of the Capitol grounds are the Florida Sri Chinmoy Peace Marker, a tree dedicated to Andrew Jackson and the Historic Capitol historical marker.

On the south side of the courtyard between the Capitols is the Florida Fraternal Order of Police Law Enforcement Memorial. The memorial, dedicated in 2000, has the names of law enforcement officers killed in the line of duty.

About 15 feet away, at the foot of the Historic Capitol's steps, is the sculpture "Officer Down". It depicts two police officers—one on his back, the other cradling his head as she reaches for a radio to call in the emergency. The sculpture, commissioned by the Florida Police Benevolent Association and created by Michael Jernigan was dedicated in March 2009. To the north of the FDLE memorial is a small marker which was dedicated to Dr. Martin Luther King, Jr. in 1984.

Rehabilitation of the Historic Capitol caused the removal of a number of commemorative markers from its grounds. One removal included a gilded miniature of the Statue of Liberty, presented in 1950 as a symbol of the 40th Anniversary of the Boy Scouts' crusade "to strengthen the arm of liberty." Also included was a marker placed by the Florida Federation of Garden Clubs in remembrance of the signing of a legislative act by Governor Dan McCarty on June 11, 1953. The act designated the sabal palmetto as Florida's State Tree, and the marker was placed on February 22, 1954.

Centennial Observance

At the southeast corner of the Historic Capitol was a block of granite which symbolized the 100th anniversary of the first session of the Florida Legislative Council. The marker placed the event "on this spot" in November 1824, although the log cabin is believed to have been about a city block away, perhaps on the site of the present Caldwell building.

The dedication of this marker was a phase of the centennial of the Founding of Tallahassee. This observance included the erection of a replica of the log Capitol. Among the articles placed in a box in the foundation of the granite marker were a list of subscribers to the Centennial Fund, newspapers and reports of the Governor, administrative officers, and Tallahassee government.

John Hays Hammond, an internationally recognized engineer, brought greetings from President Calvin Coolidge. Hammond said Tallahassee "has the climate, the soil, beauty of environments and favorable location for growth that make it the most promising capital city in the United States."

Sesquicentennial Celebration

The 150th anniversary of the founding of Tallahassee as the Capital was observed on November 19, 1974, with a ceremony conducted by Governor Reuben O'D. Askew on the steps of the Capitol. There were flags, music, and brief speeches. The ceremony centered upon the placing of documents descriptive of Florida in 1974 in a copper box afterwards sealed in the granite marker of the 1924 centennial. Among the documents intended to tell future Floridians

of their past was a copy of *The Florida Handbook 1973–1974*. As in 1924, a replica of the log Capitol was placed on the grounds for the sesquicentennial ceremony.

A Mystery Plaque

Visitors to the Capitol likely will be puzzled by a bronze plaque affixed to the wall of the rotunda. To the knowledgeable, it is a reminder of the struggle both to save the Historic Capitol and to build the new. The plaque reads: "This plaque is dedicated to Senator Lee Weissenborn whose valiant effort to move the Capitol to Orlando was the prime motivation for the construction of this building."

The plaque resulted from a tussle of wills between the Senate and the House of Representatives in 1978 over the preservation of the Historic Capitol. The Senate, through Senator Jack Gordon, made the amendment authorizing the placement of the plaque a condition of passing the bill to save the Historic Capitol. The House leadership believed Gordon and the Senate had acted in a moment of whimsy, expecting the House to strike the amendment for the plaque. But this would have necessitated the return of the bill to the Senate for concurrence. The House sponsors were reluctant to risk loss of the controversial bill and took the amendment. There was the unstated belief that the plaque, if ever placed, would be hidden, perhaps in a closet.

Four years later, no plaque having been placed, Senator Gordon asked former Senator Kenneth A. Plante if he would supply the plaque. He did at a cost of several hundred dollars. Excuses gone, the Department of General Services affixed the plaque to the main floor wall, where it serves now as a puzzle to passersby.

Lee Weissenborn, from Miami, served in the House from 1963 to 1965 and in the Senate from 1965 to 1972. Senator Gordon served from Miami Beach between 1972 and 1990. Kenneth A. Plante, later a Tallahassee lobbyist, was a Senator from 1967 until 1978 and was the Republican leader of the Senate.



Lee Weissenborn

The Capitol Chapel

An ecumenical chapel, on the main floor of the Capitol, was dedicated September 4, 1980, to serve as a place of meditation and a representation of Florida's spiritual history.

The chapel occupies a room 13 by 22 feet. It was designed and furnished entirely from private funds raised by the Religious Heritage Council, a group established in 1976 by then Secretary of State Bruce Smathers. An effort was made to ensure the Council would be broadly representative of all religious groups in Florida.

The stone in the chapel symbolizes the strength and permanence of the earth. The water implies regeneration. The fire symbolizes illumination, renewal, and change, the Council declared, "as the hope for man's redemption through his own creative knowledge of his God." The bronze within the chapel symbolizes "those elements of earth forged by human hand, through fire, to the glory of God." Finally the painting "Creation" symbolizes the "mystery of the ordering of ourselves, through God, out of the chaos of a natural world." Chapel Materials consist of: Quarry Keystone for the table and the font was quarried in Florida City at the southernmost tip of the State. The stones were fashioned by the Georgia Marble Company with the cooperation of The Jim Walter Corporation. The Tidewater Cypress was originally cut 50–100 years ago and was raised

from the Apalachicola River. Its aromatic scent will continue to enhance the space for years to come. The Crystallized Coral flame holder was found off Ballast point in Tampa and subsequently fashioned for the Chapel. The coquina shell walls were cast with shells originating on the Atlantic beaches between St. Augustine and Jacksonville. They were cast by Mr. Frank Pedroni of Jacksonville. There is a font, a flame holder, and a processional candle. On two sides are plaques tracing the development of religion in Florida. Wording for the plaques was composed by two University of Florida historians, Dr. Samuel Proctor, Distinguished Service Professor of History, and Dr. Michael V. Gannon, Professor of History. Plaque design was created by Jean Welsh.

Description of Chapel Plaques

Panel One: Prehistoric Indians lived in Florida for thousands of years before the coming of Europeans. Their beliefs helped explain the World and the Cosmos. They found special meaning in natural and supernatural phenomena such as the changing seasons. The sun, moon, and stars were things to be worshipped and some revered animals like birds, cats, and snakes, while the higher chiefs were considered gods. In their well ordered lives all things and people had their places.

Panel Two: "Thanks be to thee, O Lord, who has permitted me to see something new." So prayed the Spaniard Juan Ponce de León who discovered this land in Easter time of 1513 and named it Pascua Florida—"Flowery Easter." Priests of his Roman Catholic faith accompanied Ponce de León on a later but unsuccessful expedition to Charlotte Harbor on Florida's lower Gulf coast in 1521.

Panel Three: Pensacola, founded in 1559 by Catholic colonists led by Tristan de Luna, was the first Christian settlement in Florida. The colony lasted three years. French Calvinists, or Huguenots, under Réne de Goulaine de Laudonniere, founded the first Protestant Christian colony in Florida near the mouth of the St. Johns River in 1564, called Fort Caroline; this settlement was also short-lived.



Photo by Jackson Stevens

Inside of the Capitol chapel

Panel Four: Divine services in English using the Anglican (Episcopal) Book of Common Prayer took place aboard the English Naval Squadron of Sir John Hawkins while anchored in the Saint Johns River from July 24 to 28, 1565. It was the first Anglican service in Florida and the first in what is now the continental United States. The Anglican Church would return to Florida for a twenty-one year period from 1763 to 1784.

Panel Five: St. Augustine, founded on September 8, 1565, by Spaniards under Don Pedro Menéndez de Aviles, was the first permanent Christian settlement in Florida and North America. Founding pastor was Father Francisco Lopez de Mendoza. He and other Catholic priests established Florida's first parish, first Indian mission—Nombre de Dios (Name of God)—the first seminary and the first hospital.

Panel Six: In the seventeenth century, Franciscan missionary friars founded a chain of missions that stretched from St. Augustine to Tallahassee. In the mission compounds some 30,000 Timucua and Apalache Indians learned not only the doctrines of Christianity but also the rudiments of European arts and crafts.

Panel Seven: Blacks came to Florida with the Conquistadors as free persons. In 1580–1581 the first slaves arrived, and to one of these families living in St. Augustine a son was born and baptized a Christian in 1606, the first documented baptism of a black in what is now the United States. African Americans and whites worshipped together at the time. Blacks retained few vestiges of their own African religious heritage.

Panel Eight: Records note that Jews had settled in Pensacola by the 1760s, and that a Jewish fur trader was living in St. Augustine in 1785. Other Jews arrived in the early decades of the nineteenth century; they were planters, farmers, and merchants.

Panel Nine: Great Britain ruled Florida in the period 1763–1784, the era of the American Revolution. In occupying the Floridas, King George III declared freedom of worship. Anglican worshippers with their spiritual leader John Forbes converted

the old Spanish Parish Church of La Soledad (at St. Augustine) to their use. Renamed Saint Peter's and given a new bell tower, it became the first Protestant Episcopal Church in Florida.

Panel Ten: The first Greek Orthodox Christian in Florida probably was Doroteo Teodoar, who accompanied the expedition of the Spaniard Pánfilo de Narváez in 1528.

Panel Eleven: Pigeon Creek Baptist Church, in what is now Nassau County, was Florida's only known Protestant Church when the territory became part of the United States in 1821. The Baptists were eventually to become the largest Christian group in Florida. Methodist circuit riders carried their faith into the rural areas, preaching in civic buildings, under the trees, and in open fields if there were not churches available.

Panel Twelve: Presbyterians organized their first church at St. Augustine in 1824 with thirteen people in the congregation. At Tallahassee, before there was a church building, they held services in the Capitol. The Episcopal Church drew planters and merchants. St. Augustine's Trinity Church is the oldest church of that faith in Florida. Christ Church in the city of Pensacola is the second oldest.

Panel Thirteen: African Americans founded their own churches after the Civil War. Spirituals and preaching gave a special vibrancy to their services. Ministers were not only religious leaders; they were also advisors to their people in troubled times.

Panel Fourteen: Jewish families settled in the small communities of northern Florida after the Civil War. In 1874 Temple Bethel was established in Pensacola. Ahavath Chesed was founded in Jacksonville in 1882.

Plaza Murals

A mural in two 8-by-11 foot sections on the plaza level (or main floor) attracts attention and often comments from Capitol visitors.

The mural “Images of the Sunshine State,” was painted by James Rosenquist, then 45 years old and

a resident of Aripeka on Florida's Gulf coast north of Tarpon Springs. He was born in Grand Forks, North Dakota in 1933, reared in Minneapolis, attended the University of Minnesota's art school, and studied at the New York Art Students' League, where his work was influenced by sculptor Claes Oldenburg and painter Robert Indiana.

The \$60,000 mural (financed by public and private funds) uses animals and objects Rosenquist felt were symbolic of Florida. These include the snout of

an alligator, an orange blossom, a Zebra Longwing butterfly, a cow's head, a scuba diver, and a woman swimming. All the images are surrounded by water. There is a State seal slipping into the sea on one panel and a fiberglass cast of a rock tied by an actual rope to a shanty painted in the center of the other section. The rock attracts much visitor attention. Rosenquist describes this as his way of creating "a ballast" for a fragile state.



West mural



East mural



Early Florida Cemeteries

Sharyn Thompson

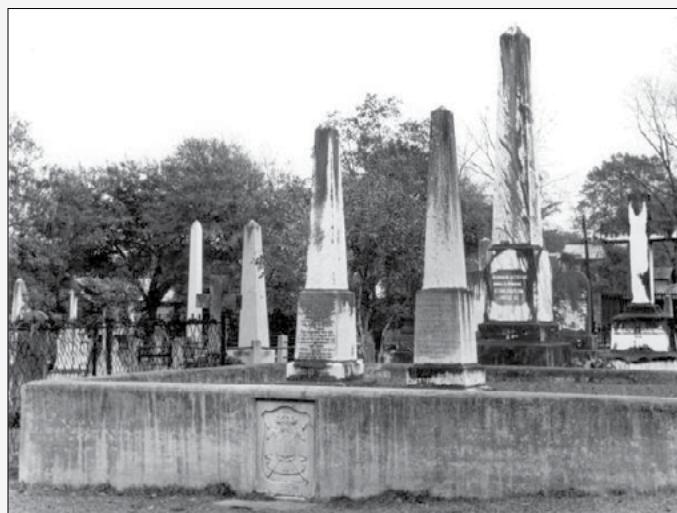
Florida's early cemeteries offer a unique perspective about the state's historical development. A burying ground's gravestone inscriptions and collection of funerary materials—tombs, headstones, walls, fences, plants—provide clues about the heritage of a community, including information about the social and economic status, ethnicity, and religious beliefs of the people who contributed to its settlement history.

The two earliest existing cemeteries are located in Florida's earliest European settlements and date to the Second Spanish Period (1784-1821). St. Michael's Cemetery in Pensacola was established in 1807, although church records suggest it may have been used as a burying ground as early as 1786, and recent archaeological research indicates that it might have also been used earlier when the city was under control of the British. St. Augustine's Tolomato Cemetery was established prior to 1788 though it may have been in use, as part of a mission, as early as 1737. Both cemeteries have above-ground tombs reflecting the late 18th century burial traditions of their Spanish colonists. Because the cross was one of the few symbols allowed in Catholic cemeteries, the winged death's heads and soul effigies associated with graveyards in America's British-settled colonies are not found in Florida.

When Florida became a territory of the United States in 1821, large numbers of Americans moved into the area. The mostly Protestant population had burial traditions different from the Spanish. The immigrants established public cemeteries in the newly established settlements and towns, and members of church congregations were often buried in the yards

surrounding their churches. On the isolated farms and plantations that developed during Florida's territorial and antebellum periods, family and slave graveyards were often established. These small plots are sometimes the only evidence remaining of previous activities on the land.

Since Florida had no native stone appropriate for headstones, during the early 1800s graves were often marked with wood boards and field stones. Stone markers were imported from such far-away places as New Haven, Connecticut; Baltimore, Maryland; Charleston, South Carolina; Savannah, Georgia; Mobile, Alabama; and New Orleans, Louisiana. An exception to this is the native coquina stone which was occasionally used for tombs and markers in St. Augustine's cemeteries. At the beginning of the 19th



Florida State Archives

Murat grave obelisks at St. John's Episcopal Church cemetery, Tallahassee, 1950. Resting place of Prince Charles Louis Napoleon Achilles Murat, 1801-1847, member of the Bonaparte family, and Princess Catherine Dangerfield Willis Gray Murat, 1803-1867.

century, the popularity of funerary materials and symbols began to change in America; white marble became the favored stone for grave markers, and the “willow and urn” design replaced the skeletons and cherubs found on earlier slate and sandstone markers.

The territorial period in Florida roughly corresponds to the Rural Cemetery Movement that was taking place in Europe and the northeastern United States. It began in Europe as a reform effort seeking to replace the overcrowded, unsanitary churchyards and public burying grounds with large tracts of land situated on the outskirts of cities. The cemeteries typically had plans that included formal landscaping, wide lanes and paths, ornamental fountains, and garden furniture, as well as the ornate and ostentatious monuments and mausolea that became fashionable during the corresponding Victorian era.

America’s first “rural” cemetery was established in 1831. The movement greatly influenced how municipal cemeteries throughout the nation subsequently developed. Although public cemeteries in frontier Florida towns were initially established as typical burying grounds, most eventually incorporated some elements of the “rural” cemetery. White marble markers embellished with a variety of reli-

gious symbols continued to be fashionable through the first decades of the 20th century.

Funerary traditions tend to be one of the least changed elements of material culture. Many cemeteries in Florida reflect the ethnic groups that have contributed to the state’s heritage, including those from the Bahamas, Cuba, Greece, and Haiti. Graveyards that still exhibit burial practices of Native Americans are most prominent in the panhandle counties and typically have frame structures over the graves, geometric shaped wood markers, and mounded graves that are sometimes covered with seashells and household items such as crockery or personal items that belonged to the deceased. Early burying grounds for people of African descent share some of the same traditions found at Native American sites, although they are generally ascribed to practices that slaves brought to the New World from Central and West Africa.

While Florida’s historic cemeteries have received increased attention in recent years, many are nevertheless threatened by natural weathering, vandalism, acid precipitation, and encroaching development. Continuing efforts to preserve and protect these sacred spots will ensure that a part of Florida’s history will not be lost.



Florida State Archives

Christian Creek Indian grave houses at Ebenezer Cemetery, Okaloosa County, 1977. Native American cemeteries are most prominent in the panhandle counties and are sometimes covered with seashells and household items such as crockery or personal items that belonged to the deceased.



Florida State Archives

(Right) 19th century mourners at a cemetery near Orange City. Since Florida had no native stone appropriate for headstones, during the early 1800s graves were often marked with wood boards and field stones.



Through Some Eventful Years

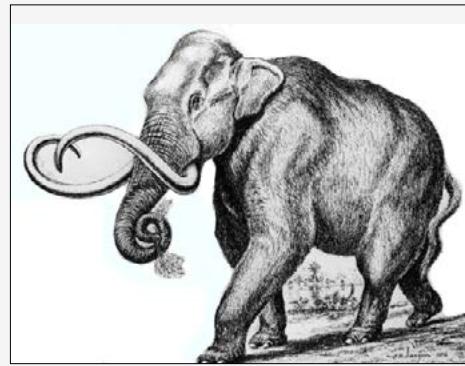
12,400 B.C.: Florida may first have been seen by wanderers who crossed a land bridge from Siberia to Alaska during the late Pleistocene or Ice Age. Their presence in Florida may be surmised from stone points of javelins and spears found in conjunction with bones of large animals long extinct. A 7-foot mastodon tusk was recovered in 1995 at an Aucilla River archaeological dig in Jefferson County. Cut marks on the tusk, made by a stone tool, prove that humans were in north Florida about 15,000 years ago. A sinkhole at Warm Mineral Springs in Sarasota County contains well preserved botanical, faunal, and human remains deposited 10,000 or more years ago.

5,000 B.C.: First semi-permanent settlements appeared in Florida as the Indians depended in a large degree upon snails, mollusks, and freshwater shellfish.

3,570 B.C.: First permanent, year-round settlement in North America located at Atlantic Beach near the mouth of the St. Johns River. Radiocarbon dating of charcoal from the site, being explored with the help of the National Geographic Society in 1998, fixed it as being 5,570 years old.

1498–1528: Europeans saw Florida coast for the first time. John Cabot of England viewed in 1498 or 1499 a great bay which may have been Miami's Biscayne Bay. Giovanni da Verrazano, a Florentine explorer in the service of France, likely raised the coast of Florida during a voyage in 1528. The Cantino map of 1502 shows a New World peninsula not unlike Florida. The Council of the Indies in 1565 claimed Spanish ships since 1510 had "gone to occupy Florida."

1500–1820: Periodic hurricanes along Florida's lower east coast and keys battered Spanish treasure fleets. Authoritative Treasure Diver's Guide calculates some \$12 billion in treasure (1970 bullion value) crossed the Atlantic from the Caribbean. Five percent was aboard lost ships, and 2%, or \$240 million, was never salvaged. A notable loss in 1715 was that of 10 ships driven onto reefs on the 40 miles of coast between the Sebastian and St. Lucie Inlets. Some \$30 million in gold, silver, and jewelry was lost, of which \$6 million was recovered by Spanish salvage crews and \$1 million by pirates. In 1985, divers found the richest trove of all, the scattered wreckage of the Spanish galleon Nuestra Señora de Atocha. The Atocha sailed from Cuba in 1622 with a manifest of 161 gold bars, 901 silver ingots, and 250,827 silver coins. During a hurricane, the Atocha swamped off Alligator Reef, some 50 miles southwest of Key West.



Fossil records indicate that pre-historic beasts, such as the mastodon, roamed throughout Florida.



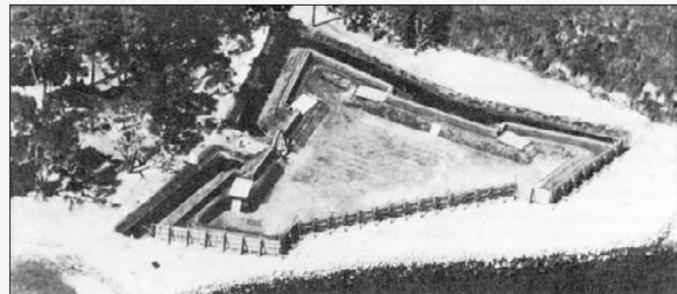
Juan Ponce de Leon sighted Florida on March 27, 1513.

1513: Juan Ponce de León, who first came to the New World on the second voyage of Columbus, sighted Florida on March 27. Going ashore between April 2 and 8 near St. Augustine, he named the land “Pascua Florida” because of its discovery “in the time of the Feast of Flowers.”

1516–1561: Florida explored by Spaniards, including Ponce de León, who was wounded fatally in landing near Charlotte Harbor; Pánfilo de Narváez, Hernando de Soto, and Tristan de Luna. De Luna established a colony on the shores of Pensacola Bay in 1559. This settlement, abandoned 2 years later after a storm wrecked de Luna’s fleet, antedated by 6 years the founding of St. Augustine and was the first attempt at permanent colonization. Friar Luis Cancer de Barbastro, a priest of the Dominican order, was killed by Native Americans near Tampa Bay in 1549, the first churchman to die for his faith in this country. Spanish Florida embraced most of today’s southeastern United States.

1562: A three-ship French expedition under the command of Jean Ribaut or Ribault (see below), searching for a site for a Huguenot colony, entered the St. Johns River on April 30. Sailing inland for about 5 miles, the ships anchored at a bluff on the south bank. Ribaut, enchanted, described what he saw as “the fairest, frutefullest and pleasantest of all the worlds. The sight of the faire-meadows is a pleasure not able to be expressed with tongue.” In honor of the date, May 1, they called the river Rivière de Mai or the River of May.

1564: Admiral Ribaut’s second-in-command, René de Goulaine de Laudonnière, returned to the River of May with 300 men and 4 women, nearly all Huguenots. They built a triangular fort of earth and timbers and named it Fort Caroline in honor of French King Charles IX. The colonists did not share Ribaut’s idyll, for food was in short supply, there was little opportunity to search for gold, and Laudonnière imposed strict moral curbs. Two mutinies resulted, and the mutineers, in stolen ships, sought to plunder Spanish treasure fleets sailing up the Florida coast. These activities by the French prompted the Spanish authorities to plan protective measures. First recorded birth of a white child in what became the United States, at Fort Caroline, although likely a child was born at Pensacola as early as 1559.



An aerial view of the 1964 reconstructed Fort Caroline.

1565: The English slave trader John Hawkins (later a hero of the defeat of the Spanish Armada) anchored off Fort Caroline and offered to take the remaining colonists to France. Laudonnière refused but purchased one of Hawkins’ four ships. Meanwhile, two fleets were racing across the Atlantic to reach Fort Caroline: Ribaut in command of a French fleet and Admiral Pedro Menéndez de Avilés in command of a Spanish expedition. Menéndez ran into storms, and Ribaut reached Florida first. On August 28, Menéndez entered a natural harbor and, celebrating the feast day of Saint Augustine with a High Mass, gave the place the name of San Augustin (afterwards St. Augustine). He sailed north to the St. Johns, had an inconclusive skirmish with

four French ships, and returned to St. Augustine. Going ashore on September 8, Menéndez and 800 Spanish settlers celebrated a Mass of Thanksgiving and invited the native Seloy tribe who occupied the site. Thus the date marks the first Thanksgiving in the first permanent settlement by Europeans in the New World (56 years before the Pilgrims in Plymouth, Massachusetts). Guessing correctly that Ribaut would attack St. Augustine, thereby depleting the garrison at Fort Caroline, Menéndez made a surprise march overland and captured Fort Caroline. Those soldiers not killed in the battle were hanged beneath a placard that read, "I do this, not as to Frenchmen, but as to Lutherans (Huguenots)." Hurrying back, Menéndez intercepted at an inlet 15 miles south of St. Augustine some 200 of Ribaut's men, shipwrecked by a hurricane. Menéndez slaughtered all but a few of the French, giving the place its name Matanzas, the Spanish word for slaughter.

1566: Intensive, continuing efforts were begun by Jesuit and Franciscan friars to convert the Native Americans to the Christian faith. Spanish interest in Florida flagged because of the absence of gold and other precious minerals and the infertility of the soil. However, occupation was deemed vital to protect ships sailing along the Gulf Stream to Spain from its Western Hemisphere possessions.

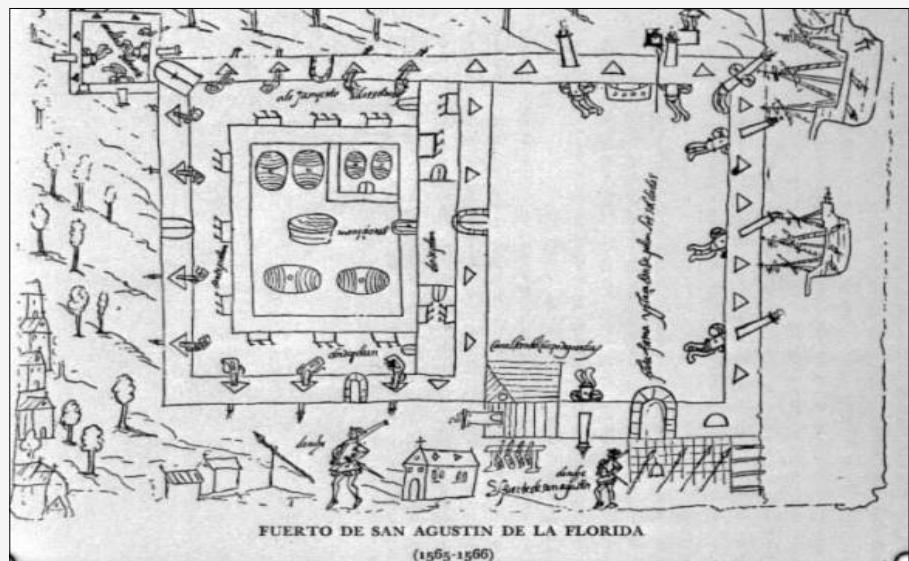
1568: The events in Florida caused an uproar between France and Spain, but no official action was taken. Dominique de Gourges, in his 30s and a distinguished French Catholic, privately assembled a force said to be for the slave trade, and sailed for Fort Caroline, known by then as San Mateo. Catching the garrison by surprise, De Gourges burned the fort and hanged the survivors beneath the legend, "Not as to Spaniards, but as to Traitors, Robbers and Murderers." The reprisal complete, De Gourges offered up thanks to God and departed for home on May 3. De Gourges' revenge was, however, the end of French energies in East Florida.

1586: Sir Francis Drake, a British seafarer and sanctified pirate, sacked and burned St. Augustine.

1600: Marked by sporadic fighting with Native Americans, the 17th century saw Spanish colonization spread throughout Florida. San Marcos de Apalache (St. Marks of today) was a fort and a settlement of consequence by the 1680s. Possession of Pensacola was reestablished in 1698 with 300 soldiers and settlers and the building of a wooden fort. In following years five flags would fly over Pensacola.



This engraving depicts the scene of Dominique de Gourges avenging the massacre of the French Huguenots.



Castillo de San Marcos as it was planned in 1566.

1605: Franciscan friars were the first Florida school-masters. As early as 1605 they were conducting a primary school in the Convent of the Immaculate Conception, where a “maestro de gramatica” instructed the children of St. Augustine in elementary subjects and religion.

1672–1698: Pressed by the English, with Native American allies, from the north and by the French from the west, Spain decided to establish a more substantial base at St. Augustine than the wooden forts which had been destroyed in English forays. Thirty years in building, the Castillo de San Marcos finally was finished. This fort of coquina, a rock formed of sand and shell, provided a bastion for the Spanish in East Florida.

1702–1703: British raids upon Spanish settlements, including a 2-month siege of St. Augustine during which the town was captured but not the fort.

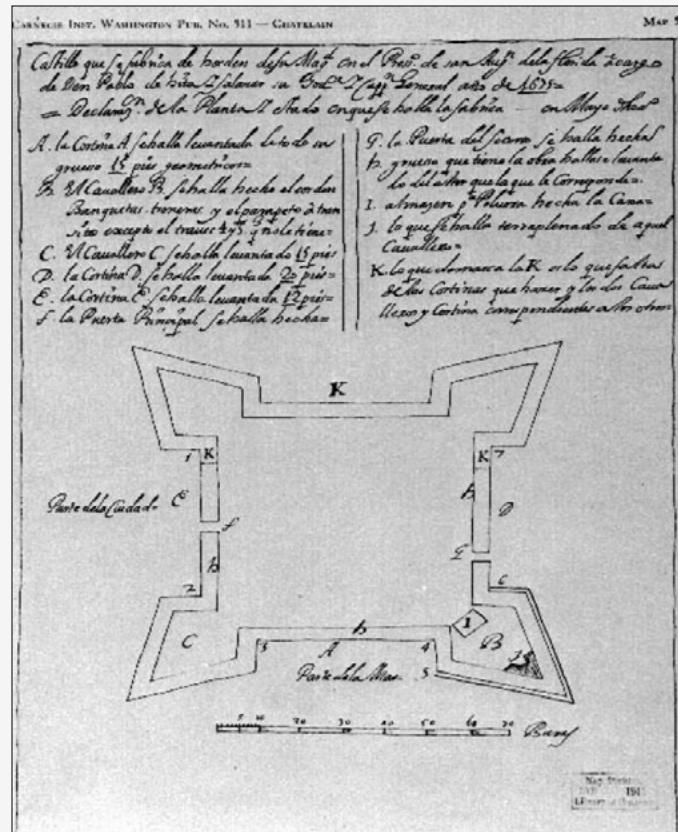
1719: The French captured Pensacola but soon returned the colony in an alliance of France and Spain to stave off inroads by the English. France occupied the Gulf Coast west of Pensacola.

1740: British General James Oglethorpe invaded Florida from Georgia. Seizing outlying forts, he besieged St. Augustine for 27 days until lack of water and provisions plus the July sun and hordes of insects caused him to turn away, freeing the 1,500 soldiers and 1,000 townspeople crowded into the Castillo de San Marcos.



Governor George Johnstone (left) presided over West Florida while British General James Grant (right) governed East Florida during the American Revolution.

1781: On May 10 at Pensacola, Major General John Campbell surrendered the British flags and arms to the Spanish forces of General Bernardo de Galvez. British West Florida ceased to exist.



Castillo de San Marcos as planned by 1675. British forces captured Saint Augustine, but not the fort.

1763: Treaty of Paris, ending the Seven Years War between the English and French (and late-entering Spanish) saw England take Canada from France. Havana, captured by the English, was returned to Spain in exchange for Florida. British East Florida, with St. Augustine and its 900 buildings as capital, stretched from the Atlantic to the Apalachicola River. British West Florida, with Pensacola as capital, reached from the Apalachicola to the Mississippi. In what is present-day Florida, there was little beyond St. Augustine and Pensacola except San Marcos de Apalache, the fort and settlement at the head of the Gulf of Mexico. All the rest was wilderness.

1776–1778: The English colonies of East and West Florida remained faithful to the Crown during the American Revolution. Tory refugees crowded St. Augustine. Border fighting occurred between American and British forces.

1783: Florida was returned to Spain by the British in exchange for the Bahamas. Nearly 10,000 persons, many of whom had fled the 13 American Colonies during the Revolution, left Florida, going for the most part to the Bahamas and the West Indies. Florida's first newspaper, the East Florida Gazette, was published at St. Augustine by William Charles Wells, a Tory. He rushed out an "extra" to proclaim the British defeat in the Revolutionary War.

1785–1821: Spanish-American border disputes. Encouraged by American authorities, a republic was proclaimed in northeastern Florida in 1812 by “patriots” who ran up their flag over Fernandina but were thwarted at St. Augustine.

1814: Andrew Jackson captured and abandoned Pensacola, which had been garrisoned by the British during War of 1812, over the protest of Spain, as a base of Gulf operations against the Americans.

1816: Three hundred free and runaway slaves were killed at Fort Negro, the renamed abandoned British Fort Gadsden, on the Apalachicola River. A red-hot cannon ball, lobbed by Americans seeking to stop forays from Spanish territory upon boats supplying their troops and settlers, exploded the magazine. The First Seminole War began.

1817–1818: U.S. settlers, Spanish citizens, British agents, and Creek Natives who had migrated southward following the Creek War of 1813–1814 in Alabama, clashed in West Florida. Andrew Jackson, acknowledging but disregarding the international border, burned native villages, hanged two British subjects, Robert Ambrister and Alexander Arbuthnot, and captured St. Marks and Pensacola. Jackson's actions in the conflict, known as the First Seminole War, brought international repercussions and caused problems for him for years afterwards.

1817–1819: Gregor MacGregor, Scottish soldier of fortune, captured Fernandina, menaced St. Augustine, then withdrew personally to leave lieutenants to beat off an attack on Amelia Island by Spanish and volunteer American forces. MacGregor was supplanted as leader by Luis Aury, who declared himself to be a Mexican, annexed Amelia Island to Mexico, and flew a Mexican symbol of some kind, there being no national Mexican flag. American forces evicted him in December 1817, without bloodshed, and held the place until yellow fever forced withdrawal in 1819.

Florida's first newspaper, the East Florida Gazette.



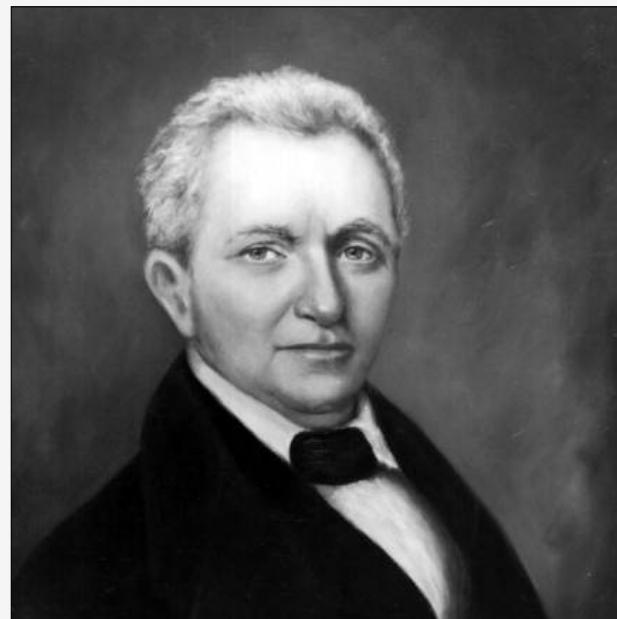
General Andrew Jackson led troops in Florida through several battles of both national and international dispute.

1819: American Secretary of State John Quincy Adams and Spanish Minister Luis de Onís reached an agreement, finally ratified by both nations in 1821, by which Spain gave the United States title to East and West Florida. The Adams-Onís Treaty dealt with other territorial disputes and with the counter-claims regarding property of citizens of both countries. The United States gave up its claim to Texas, and Spain assigned its rights in the Pacific Northwest to the United States, leaving ownership of the Oregon territory to be settled among the United States, Russia, and Great Britain. The United States paid about \$4,100,000 to Americans who proved claims against Spain. But, as Dr. Rembert W. Patrick concluded in "The Colonial Eras of Florida" in the 1961–1962 edition of The Florida Handbook, "the Spanish kingdom never received a penny from the American republic for the valuable territory" of Florida.

1821: Andrew Jackson received the Floridas from Spanish authorities at Pensacola on July 17. He left Florida in October, likely on the 8th, and resigned as United States Commissioner and Governor of the Territories of East and West Florida from his Tennessee home in November.

1822: The unified government of Florida was established March 30, 1822, when President Monroe signed into law the congressional act providing for a governor and a legislative council of 13 citizens, appointed by the President and confirmed by the Senate. William P. DuVal became the first territorial governor.

1824: Governor DuVal, on March 4, proclaimed the site of today's Tallahassee as the seat of the new territory, with the Legislative Council meeting there in November at a log house erected in the vicinity of today's capitol. Settlers poured into Florida, with southward movement bringing friction with Native Americans. The Territorial Council, with a Congressional appropriation of \$20,000, authorized John Bellamy, late of South Carolina, to build a road from the St. Johns River to the Ochlockonee River. Bellamy, who settled a plantation at Monticello, accepted land when money for the road ran out. The Bellamy Road, as it was called, was used until the Civil War.



William P. DuVal was the first territorial governor of Florida.



Tallahassee became the state capital in 1824.

1825: The Marquis de Lafayette was granted \$200,000 and a township of land anywhere in the unsold public domain by Congress in recognition of his Revolutionary War services. He accepted a township adjacent to land set aside by the Federal Government for establishment at Tallahassee of the new capital of the Territory of Florida. Lafayette never saw his Florida land, much now within the present city of Tallahassee, but caused the settlement there in 1831 of a short-lived colony of 50 to 60 Norman peasants to cultivate vineyards, olive groves, and mulberry trees for feeding silkworms.



Outspoken Seminole warrior Osceola fought against U.S. troops.

1830: Population 34,730 (white 18,395, nonwhite 16,335), 100% rural. Rank in population among states and territories, 26 of 28.

1834–1837: Florida's first railroads began operation. The Tallahassee-St. Marks railroad was the first incorporated (February 10, 1834) of those which actually were built, but the St. Joseph-Lake Wimico line was the first to get into service (early March, 1836). St. Joseph put the state's first steam locomotive into service on September 5, 1836.

1835: Beginning of the Second Seminole War. Major Francis L. Dade and two companies of U.S. Army troops were ambushed and massacred. Osceola, a Native American leader, was imprisoned in 1837 after entering an American camp under a flag of truce.

1837–1840: General Zachary Taylor, afterwards President of the United States, commanded forces combating the Seminoles. His battle on the eastern shore of Lake Okeechobee on Christmas Day, 1837, has been described as the last organized encounter of any size with the Seminoles.

1838–1839: Fifty-six commissioners elected from Florida's 20 counties gathered at St. Joseph to draft a constitution in anticipation of statehood. The convention lasted from December 3, 1838, until January 11, 1839. The constitution adopted prohibited bank officers, clergymen, and duelists from being elected as Governor, U.S. Senator, or member of the General Assembly (Legislature).

1840: Population 54,477 (white 27,961, nonwhite 26,516), 100% rural. Increase over 1830 census, 56.9%. Rank in population among states and territories, 27 of 30.

1842: Second Seminole War ended by U.S. Government decision, without treaty or capitulation. Some 3,824 Native Americans and blacks were removed to the Arkansas Territory (Oklahoma). Cost of war to Federal government estimated at \$40,000,000. Wounds and disease killed 1,500 U.S. soldiers. No estimate can be made of the loss of native and black lives.

1845: President John Tyler on March 3, last day of his administration, signed into law the act granting statehood to Florida (and Iowa) with its 57,921 people. First State Governor was William D. Moseley, Jefferson County planter who had lived in Florida but 6 years. He was a North Carolinian. Elected to Congress as first Representative was David Yulee, of Portuguese and Jewish blood, who had been born in St. Thomas, the West Indies. Before going to Washington as Representative, however, Yulee (then Levy) was elected U.S. Senator by the General Assembly and, with but a 4-year interruption, continued in the Senate until secession.



This plat of the Florida territory from 1845 shows community division lines which help define districts for government representation.

1850: Population 87,445 (white 47,203, nonwhite 40,242), 100% rural. Increase over 1840 census, 60.5%. Rank in population among states, 31 of 31.

1851: Dr. John Gorrie of Apalachicola patented the process of making ice artificially, a process he had developed in 1845 to cool the rooms of feverish patients. He died in 1855 without having gained recognition, but today Dr. Gorrie is one of two Florida men honored with a statue at the Capitol in Washington.

1852: The first public schoolhouse was established in Florida at Tallahassee.

1855: Third Seminole War begins in December.

1857: Army Captain Abner Doubleday, remembered a century later as the “father of baseball” in discredited legend, surveyed south Florida and built a wagon trail linking New River (Fort Lauderdale) and Fort Dallas (Miami). It is said that a trace of Doubleday’s old road may be seen in Arch Creek Park in north Dade County. Charged with subduing the Seminoles, Doubleday candidly reported: “We had no success in the Indian question whatever. How could we have? They kept out of our way and let us wander around.”



A model of Dr. Gorrie's ice machine is on display at the John Gorrie Museum in Apalachicola, Florida.

1858: The Third Seminole War ended without treaty or capitulation. With the withdrawal of troops from Florida, the United States ended its Wars of Indian Removal east of the Mississippi River. Possibly as few as 200 Native Americans remained in the state.

1860: The Legislature, meeting after Abraham Lincoln’s election as President, rushed through an act for a constitutional convention to meet at Tallahassee and appropriated \$100,000 for state troops. The Florida Railroad, first cross-state line, linked Fernandina, on the east coast, with Cedar Key on the west. Population 140,424 (white 77,747, nonwhite 62,677), 95.9% rural. Increase over 1850 census, 60.6%. Rank in population among states, 31 of 33.

1861: Florida withdrew from the Union on January 10. Florida was admitted to the Confederacy on February 4 but remained an independent nation until April 22, when the Secession Convention ratified the Constitution of the Confederate States of America. That day, the Confederate flag was raised over the Capitol. State troops occupied the Chattahoochee arsenal, Fort Clinch on Amelia Island, and Fort Marion (Castillo de San Marcos) at St. Augustine, but Federal authorities held Fort Taylor at Key West, Fort Jefferson in the Dry Tortugas, and Fort Pickens at Pensacola.



Confederates in newly-captured Pensacola Fort, 1861.

1861–1865: Florida furnished salt, beef, and bacon to the armies of the Confederacy. The voting population of Florida was 14,374 in 1860. This figure gives significance to the fact that more than 16,000 Floridians served in the Civil War: 15,000 in the Confederate army and 1,290 in the Union army. Of those in the Confederate forces, 6,700 served for the entire war or until disabled or killed. Florida troops served in all of the greater battles, and more than 1,000 were killed outright on the field of battle. As a result of campaigning, at least 5,000 Florida soldiers were dead by the spring of 1865.

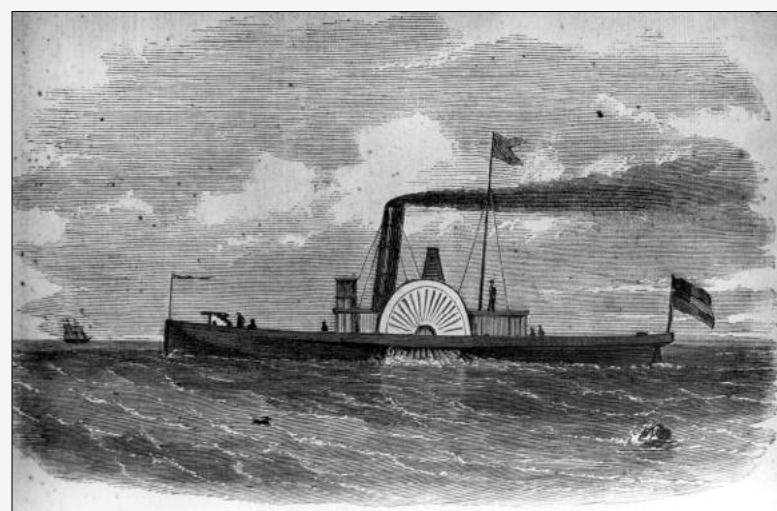
1864: The defeat of the Union army by Confederates at Olustee in the largest Florida clash of the Civil War saved interior lines of supply from Florida into Georgia and other eastern states of the Confederacy and confined Federal troops to the coast. Raiding parties, instead of Federal troops in force, roved Florida.

1865: Home Guards and Cadets from West Florida Seminary saved Tallahassee from capture by turning back invading Federal forces at the Battle of Natural Bridge. The war ended with Tallahassee the only Confederate state capital east of the Mississippi River to escape occupation. Federal troops entered Tallahassee on May 10, and the American flag again flew over the Capitol on May 20. A constitutional convention on October 25 annulled the Ordinance of Secession and decreed slavery no longer existed. The right to vote was restricted to “free white male persons of 21 years or more, and none others.”

1868: The faction-torn convention submitted a new constitution, approved by the voters in May, which granted equal suffrage to male persons of “whatever race, color, nationality, or previous condition. . . .” Military rule ended, with civil government formally resumed on July 4. The state’s political destiny was, for the time being, in the hands of those either new to Florida or new to the right to vote. Claude G. Bowers, whose *The Tragic Era* is a history of Reconstruction, described the situation in Florida. He characterized the legislators as “swindlers, stealing on mileage” and selling public offices and property. “The hotels and boarding houses (in Tallahassee) are filled with shabby strangers, the meanest of carpetbaggers drinking champagne, and the poorest in possession of the finest of beaver hats.” In a word, wrote Bowers, “Florida was putrid.” Florida’s first carpetbag governor, Harrison Reed, was described by Bowers as “something of a hypocrite and everything of a scamp,” and by his friends as a “high-minded, honest, and honorable man.” William Watson Davis, another Reconstruction historian, found Reed to be “shrewd, combative, and intriguing in dealing with men, but not smooth.” Reed was frustrated by a legislature opposed for reasons of party and personal gain to the governor’s efforts to administer an efficient state government. He was harassed by repeated attempts to oust him and distracted by murders, whippings, and other acts of terrorism in many of the counties.



The Olustee Battlefield Historic State Park monument.



Engraving of a Confederate steamboat at Pensacola.

1870: Population 187,748 (white 96,057, nonwhite 91,691), 91.9% rural. Increase over 1860 census, 33.7%. Rank in population among states, 33 of 37.

1880: Population 269,493 (white 142,965, nonwhite 126,690), 90% rural. Up 43.5% over 1870 census. Rank in population among states, 34 of 38.

1881: Hamilton Disston, Philadelphia saw industrialist, bought 4 million acres of central Florida at 25 cents an acre to free the Internal Improvement Fund of debt and open the way for development of much of peninsular Florida.

1882: First dredging in the Everglades.

1884: The first train of the new Plant System, a combination of many short lines by Henry Plant, rumbled into Tampa from Sanford to produce the agricultural and industrial awakening of the West Coast.

1885: A constitutional convention of 56 days broadened people's share in their government. Cabinet posts were made elective, as were those of justices of the Supreme Court and all county offices except county commissioner. The State Board of Education was created. The establishment of normal schools was authorized.

1886: Requiring a railroad adequate to serve a great hotel he had built at St. Augustine, Henry M. Flagler bought the first transportation link in the chain of railroad and hotel properties he constructed down the East Coast to Key West. People and industry followed his penetration. Flagler's steel bridge across the St. Johns River at Jacksonville, opened for traffic on January 20, 1890, eliminated a ferry and for the first time permitted through trains from New York to St. Augustine and thereafter down the East Coast.

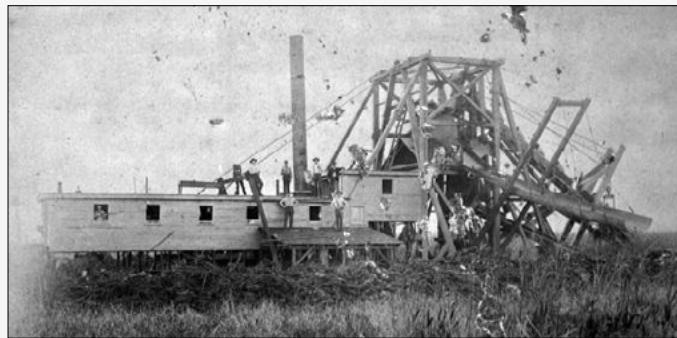
1888: The first commercial shipment of phosphate from the Peace River Valley, in the southwestern peninsula, where the mineral had been discovered in 1881.

1889: A yellow fever epidemic brought creation of the State Board of Health.

1890: A national convention of Farmers' Alliance, a predecessor of the Populist Party, held in Ocala. Population 391,422 (white 224,949, nonwhite 166,473), 80.2% rural. Increase over 1880 census, 45.2%. Rank in population among states, 32 of 44.

1894–1899: Repeated frosts killed many citrus trees and sent the industry southward.

1897: The State Railroad Commission was established with authority to promulgate "reasonable and just" passenger and freight rates and to correct transportation abuses. Floridians gave aid and comfort to the Cubans rebelling against Spain.



Hamilton Disston's crew dredging in St. Cloud.



The Belleview Hotel in Belleair near Clearwater was among many popular stops on the Plant System of railways.



The Farmers' Alliance members pose in Tallahassee.

1898: The Spanish-American War saw embarkation camps at Tampa, Miami, and Jacksonville; thousands of soldiers and others who visited the state later returned either as tourists or residents.

1900: Population 528,542 (white 297,333, nonwhite 231,209), 79.7% rural. Increase over 1890 census, 35%. Rank in population among states, 32 of 45.

1901: On May 3, flames raced for 8 hours across the heart of Jacksonville, covering 146 city blocks and destroying 2,368 buildings, including 23 churches and 10 hotels.



The courthouse and armory after the Jacksonville fire, 1901.



A promotional photo of Kalem Company film stars.

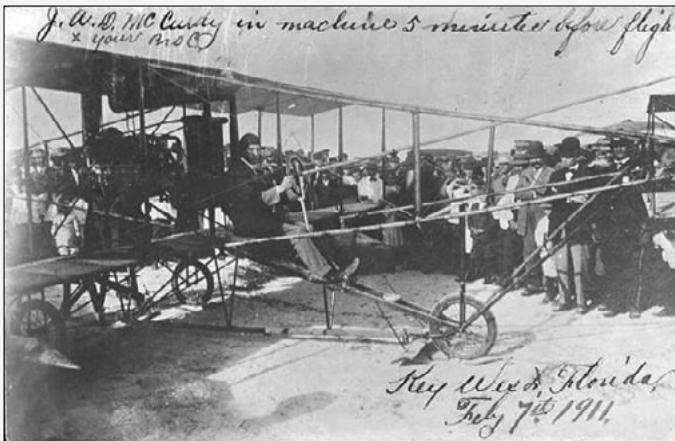


Henry Flagler sits by the tracks in the Florida Keys.

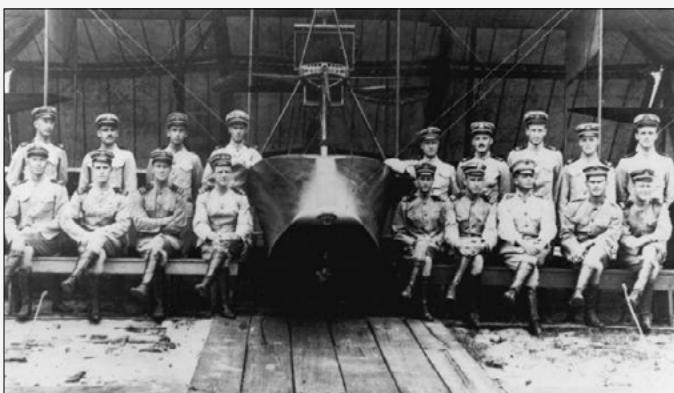
1905: Construction commenced on “Flagler’s Folly,” the railroad across the Keys to Key West. Built by Flagler’s own civil engineers and crews because the magnitude deterred contractors, the Overseas Extension spanned 127.84 miles from Homestead to Key West, 75 miles of which was over water or marsh. The longest viaduct, between Knights Key and Bahia Honda Key, covered 7 miles of almost unbroken open water. The task required 7 years and a work force of 3,000 to 4,000 men. The extension was completed January 22, 1912, in time for the 82-year-old Flagler to ride the first train. The extension, intended to carry freight between the United States and Cuba and the West Indies, never was profitable. Its trackage was badly battered by the Labor Day hurricane of 1935, and the railroad was abandoned, but the bridges and viaducts withstood the storm and subsequently were used as the foundation for “the highway that goes to sea.” Extensive sponge beds discovered off Tarpon Springs.

1906: Hundreds of workers on the Florida East Coast Railway’s Overseas Extension were lost when a hurricane swept the Keys and battered Miami on October 18.

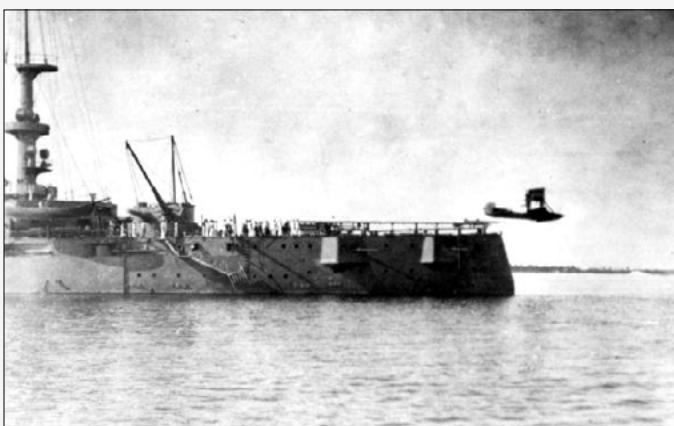
1908: With \$400 capital, the Kalem Company, organized in 1907, made in 1908 at Jacksonville what is regarded as the first dramatic motion picture in Florida. It was entitled *A Florida Feud*. Kalem was followed in Jacksonville filming by such pioneer studios as Lubin Selig, Thanhouser, Vitagraph, Essanay, Biograph, and Gaumont. In a thesis, “Florida: The Forgotten Film Capital,” Richard Alan Nelson says Jacksonville and Hollywood, California were by 1915 the nation’s two leading winter production centers. Among the Florida stars: Clara Kimball Young, Wallace Reid, Owen Moore, and Oliver Hardy. In 1917, the first Technicolor film, *The Gulf Between*, was produced in Florida.



Pilot J.A.D. McCurdy, one of many aviation pioneers, attempted the first flight from Florida to Cuba in 1911, unsuccessfully.



The first aviator class at the Naval Air Station, Pensacola.



Lt. Commander C. H. Mustin launches from the USS North Carolina.

1915: November 6, Lt. Commander C. H. Mustin made the first catapult launching of an airplane from a moving vessel, the USS North Carolina, off Pensacola.

1916: Former First Lady May Mann Jennings dedicated Royal Palm Park, the first area protected in what is now Everglades National Park.

1917–1918: Florida was the scene of training for World War I fighting men, particularly aviators, as weather permitted year round activity. On October 27, 1918, air passenger service between Key West and Havana was inaugurated by Aeromarine Company.

1919: The first guided missiles were tested at Carlstrom Field, Arcadia, in September.

1910: Population 752,619 (white 443,634, nonwhite 308,985), 70.9% rural. Increase over 1900 census, 42.4%. Rank in population among states, 32 of 46.

1911: In January, John Alexander Douglas (J.A.D.) McCurdy attempted to be the first to fly from Florida to Cuba, the farthest distance over water attempted to date, a little more than 90 miles. McCurdy fell just short of the distance due to engine problems off the coast of Havana.

1912: R.G. Fowler, in January, started the second transcontinental flight at Jacksonville, flying to San Francisco, a distance of 2,232 miles in 151 days. Two blocks in the business district of Fort Lauderdale were devastated by fire on June 2.

1913: On May 17, Domingo Rosillo flew across the Straits of Florida from Key West to Havana in 2 hours and 30 minutes, winning the prize offered by the Cuban city for the first flight. On October 9, the Secretary of the Navy appointed a board to select a site for naval aviation training purposes. Pensacola was chosen, with equipment and personnel transferred from Annapolis, Maryland. Henry M. Flagler, developer of Florida's east coast, died on May 20, after a fall on the marble stairs of Whitehall, the palace at Palm Beach he built for his third wife.

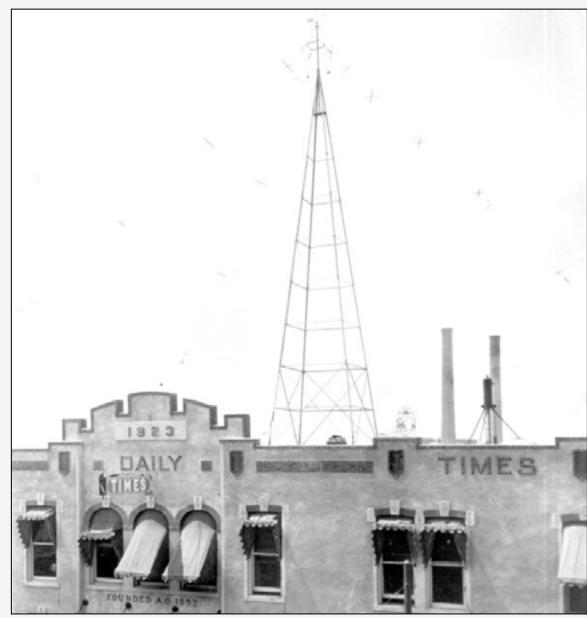
1914: On January 1, the first regularly scheduled commercial airline between two United States cities was established at St. Petersburg as Antony Jannus flew St. Petersburg's Mayor A.C. Pheil, and freight to Tampa. Pheil paid \$500 for the privilege of making the first flight. Two daily round trips were flown for 28 consecutive days. On January 8, Mrs. L.A. Whitney became the first woman ever to fly on a scheduled airline. Pensacola Naval Air Station was established.

1920: A campaign to eradicate the Texas cattle tick saw Georgia erect along the boundary a double barbed wire fence, policed by riders, to keep infested Florida cattle from straying into Georgia. Within Florida, for the same purpose, counties were quarantined against other counties. Dipping vats were used to kill the ticks. The higher value of tick-free cattle ultimately brought general cooperation from cattle-men after early resistance. A race riot on Election Day 1920 at Ocoee resulted in the deaths of whites and blacks. Population 968,470 (white 638,153, nonwhite 330,985), 63.5% rural. Increase over 1910 census, 28.7%. Rank in population among states, 32 of 48.



Cattle dipping vats such as these were used to fight ticks.

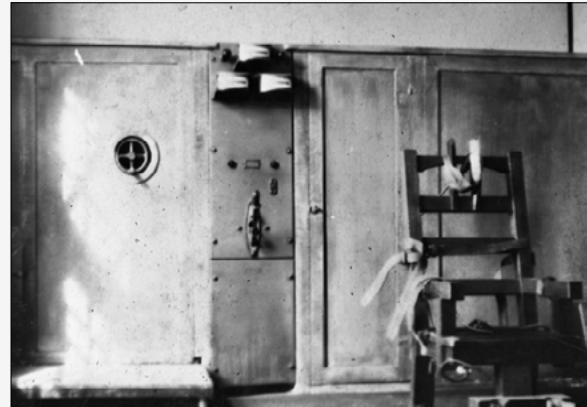
1921: The flogging death of 21-year-old Martin Tabert of Munich, North Dakota, in a lumber company camp provoked a national outcry which brought an end to Florida's leasing of convicts. Accused of vagrancy after his money ran out as he sought to "see the world" and find employment, Tabert was sentenced at Tallahassee to 3 months imprisonment and turned over by the sheriff to the lumber company, which paid \$20 a month for county convicts.



The radio antennae at WDAE in Tampa was Florida's first.

1922: The U.S. Department of Commerce issued its first Florida radio broadcasting license on May 15, 1922, to WDAE, Tampa. WFAW, afterwards WQAM, Miami, had commenced broadcasting in 1920 with a 50-watt transmitter assembled by Frederick William Borton from materials in a shop specializing in electrical repairs to automobiles and fixtures.

1923: Leasing of state convicts to timber companies and other interests was abolished as a result of the death of a prisoner in a private camp (See 1921). Rosewood was the scene of a lynching and race riot during which whites and blacks were killed and the homes and churches of blacks were burned.



The electric chair at Raiford State Prison, first used 1924.

1924: The electric chair first used in Florida. Frank Johnson, aka Luther Darrill, was electrocuted at Raiford State Prison on October 8, 1924, for the murder of Jacksonville locomotive engineer Atley B. Terrell.

1925: Mark Sullivan, in his book Our Times, said of Florida's land boom: "All of America's gold rushes, all her oil booms, and all her free-land stampedes dwindled by comparison with the torrent of migration pouring into Florida during the early fall of 1925." Miami's William Jennings Bryan, three-time Democratic nominee for President, died at Dayton, Tennessee, on the afternoon of July 26. Bryan had appeared there as protagonist in the widely publicized Scopes trial.

1926: Florida Airways Corporation on April 1 became the nation's second airline to commence domestic airmail service. (Predecessor was Ford Motor Company which began flying airmail between Detroit,



A Florida Airways pilot readies his airmail cargo.



A Pan American Fokker tri-motor airplane sits in Key West.



Motorists explored the Tamiami Trail for over a decade before its official opening in 1928. (photo courtesy of the Burgert Brothers)

1930: Eastern Air Transport, Inc. (formerly Pitcairn Aviation, Inc.) in April inaugurated service between New York and Miami, changing pilots at Jacksonville. Population 1,468,211 (white 1,035,390, nonwhite 432,821), 51.7% urban. Increase over 1920 census, 51.6%. Rank in population among states, 31 of 48.

Chicago, and Cleveland on February 15, 1926.) The federal award called for service between Atlanta and Miami by way of Jacksonville, Tampa, and Fort Myers, but Florida Airways first flew only among the four Florida cities. Florida's land bubble collapsed in the spring. Among the victims of the collapse was Florida Airways, with the Post Office canceling the airmail contract on December 31. The Miami area was dealt a second devastating blow by a hurricane on September 17–18. Estimates vary on casualties, but Helen Muir's Miami, U.S.A. states that in Dade County there were 113 deaths, 854 persons required hospitalization, and hundreds more were treated at home.

1927: On October 28, a chartered Fokker trimotor airplane rumbled along the dirt runway of Key West's Meacham Field to inaugurate both Pan American Airways and airmail service to Havana. The Pan American plane carried 28 sacks of mail over the 90 miles of water. Service for paying passengers began 3 months later. Because of Prohibition, the champagne christening of the maiden flight that day had to take place in Havana rather than in Key West. Large scale growing and milling of sugar began in the Everglades at Clewiston.

1928: Hurricane winds and water on September 16 brought death to 1,850–2,000 persons on the southeastern shores of Lake Okeechobee, perhaps the third worst after the Galveston Hurricane and Johnstown flood among America's natural catastrophes. The exact number of deaths was never determined as many victims were migrants. The loss of life was so great that funeral pyres were required. The Tamiami Trail, connecting Miami with the Gulf Coast via the Everglades, was officially opened on April 25.

1929: An infestation of the Mediterranean fruit fly required tons of citrus fruit to be destroyed in 20 mid-state counties. Banking historian Raymond B. Vickers reports 117 banks in Florida and Georgia collapsed within 10 days in July.

1933: On February 15, an assassin seeking to kill President-elect Franklin D. Roosevelt in Miami's Bayfront Park missed Roosevelt but fatally wounded Mayor Anton J. Cermak of Chicago. The assassin, Giuseppe Zangara, was put to death in the electric chair at Raiford Prison on March 20, 1933, 14 days after Cermak died.

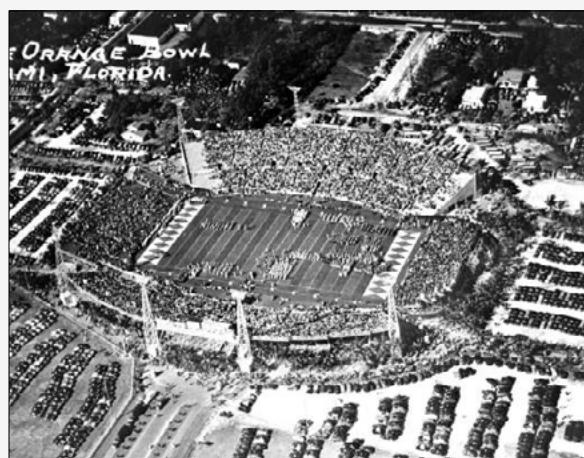
1934: President Franklin Roosevelt signed legislation to establish Everglades National Park. The Depression-exhausted Key West City Council and the Monroe County Commission signed over powers to the Federal Emergency Relief Administration. FERA's administrator initiated a program to make Key West the American winter resort of the tropics. Citizens volunteered 2 million hours of labor to refurbish the community. Pageants and other cultural events attracted 40,000 visitors that winter.



Several men assist wounded Chicago Mayor, Anton Cermak (center), to a car after a failed assassination attempt against Franklin D. Roosevelt in Miami. (photo courtesy of the Miami Herald)



Long Key Fishing Camp, initially built for tourists, housed many of the workers who perished in the Labor Day hurricane of 1935.



The Orange Bowl in Miami served as a makeshift internment camp for German, Japanese, and Italian detainees thought to be a threat at the start of World War II.

1935: A storm sweeping the midsection of the Florida Keys brought death to upwards of 400 persons, including some 200 veterans of World War I. A remnant of the Bonus Army which had marched on Washington, the veterans were employed on highway construction as a federal work relief project.

1937: On June 1, Amelia Earhart took off from Miami on the first over-water leg of a round-the-world flight. She was flying a new Lockheed Electra underwritten by friends at Purdue University. She was accompanied by Fred Noonan, veteran aerial navigator. They disappeared over the Pacific on July 2 in an aura of mystery. She left behind this message: "Please know I am quite aware of the hazards . . . women must try to do things as men have tried. When they fail, their failure must be but a challenge to others."

1939: The Highway Patrol, financed from the sale of driver licenses, was established.

1940: A constitutional amendment authorized the creation of a parole commission for the supervised release of worthy prisoners. Population 1,897,414 (white 1,381,986, nonwhite 515,428), 55.1% urban. Increase over 1930 census, 29.2%. Rank in population among states, 27 of 48.

1941: FBI agents, with the declaration of war with Germany, Japan, and Italy, began rounding up aliens in Florida. In Miami, the detainees were housed temporarily beneath the Orange Bowl stadium.



The troopship Thomas LeValley was assembled in the shipyard at Panama City, one of many built in Florida.

1941–1945: Florida hummed with World War II industry, as training grounds for tens of thousands of men and women of the armed forces at camps including Camp Blanding and Camp Gordon Johnston and in the forging of vessels and tools for the conflict. Tourist hotels and restaurants at Miami Beach, Daytona Beach, St. Petersburg, and other resort centers afforded quick means for accommodating hordes of trainees.

1942: Four Germans on a World War II sabotage mission landed by rubber raft from a submarine at Ponte Vedra during the night of June 17. With four who landed 4 days earlier on Long Island, the eight were captured by June 28 and six, including all of the Florida party, were put to death by electric chair on August 8, 1942.

1945: A state advertising program of \$500,000 a year was instituted. Fire spawned by hurricane winds swept the great blimp base at Richmond Naval Air Station south of Miami on September 15, destroying 3 of world's largest hangars, 25 blimps, 366 airplanes, and 150 automobiles.

1946: The war's end allowed the start of public institutional improvements and a statewide building boom. Veterans crowded the colleges. The U.S. Supreme Court, in a 7–0 action, quashed a contempt conviction of The Miami Herald and its associate editor, John D. Pennekamp, and wrote four opinions upholding a newspaper's right to criticize a court.

1947: Florida State College for Women transformed into coeducational Florida State University. The University of Florida was opened to female students. President Harry S. Truman dedicated Everglades National Park on December 6, 1947.

1949: WTVJ, Miami, began operations as Florida's first broadcast television station, with special temporary authorization given by the Federal Communications Commission on January 27, 1949.

1950: Frozen concentrates of citrus juices became a major industry. Florida ranked 12th in the nation for beef cattle. On July 24, Bumper 8, a German V-2 rocket carrying an Army WAC Corporal missile from Cape Canaveral was the first American launch from what became the free world's largest testing ground for space exploration. Population 2,771,305 (white 2,166,051, nonwhite 605,254), 65.5% urban. Increase over 1940 census, 46.1%. Rank in population among states, 20 of 48.

1952: Voters amended the constitution to allow the pledge of motor vehicle tax revenue for school construction.



The Florida Advertising Commission designed booklets and other materials to promote business and tourism.



President Truman receives a gift from the Seminole Tribe at the dedication of Everglades National Park.

1953: An institutional building program was authorized, particularly to catch up the lag in mental hospitals. Governor Dan McCarty died in September after having been disabled by a heart attack suffered in February, some 7 weeks after inauguration.

1954: The first Republican since 1885 was elected to Congress. Six Republicans were elected to the State House of Representatives. The Sunshine Skyway, stretching 15.2 miles across Lower Tampa Bay, opened to toll traffic.

1954–1960: The school desegregation decision of the United States Supreme Court in *Brown v. Board of Education of Topeka et al.* had Florida ramifications.

The Florida Supreme Court refused to admit black applicant Virgil Hawkins to the University of Florida Law School, despite an order from the U.S. Supreme Court that it do so promptly, because the Florida Court found that desegregation of the University of Florida would cause great harm to the institution and “great public mischief.” Governor LeRoy Collins and Attorney General Richard W. Ervin appointed a committee, popularly known as the Fabisinski Committee after its chairman, to study “legally sound” proposals which would maintain the public schools. The 1957 Legislature adopted an “interposition” resolution denying the Supreme Court had the right to “enact” law, as the legislators defined the Brown decision, and pronounced the Brown decision as null and void. Governor Collins labeled the resolution as a hoax and fraud. Following adoption of a pupil assignment law in 1956, the Governor and members of the Fabisinski Committee warned that some voluntary and limited desegregation would have to take place in Florida to avert Federal court decisions invalidating the pupil assignment law. However, the official defiance and public turmoil which resulted in Federal troops being sent to Little Rock, Arkansas, in the fall of 1958 increased racial tensions throughout the South and made local school officials reluctant to act. Nevertheless, in February, 1959, the Dade County School Board voted unanimously to assign four black children to the Orchard Villa Elementary School in Miami when the next school year began in September. When only 14 white students enrolled at Orchard Villa in September, the Dade school board admitted several hundred black children living in that rapidly changing neighborhood and installed an all black faculty. In September, 1960, the Dade board tried again, assigning two black girls to two previously all-white schools. Twenty-two black students also were attending classes with some 750 white students at the Air Base Elementary School operated by the Dade board for children of Air Force personnel at the Homestead base. Governor Collins vetoed a proposal to appropriate \$500,000 for an advertising campaign in the North on the merits of segregation. “Sit-in” demonstrations at a segregated dime store lunch counter in Tallahassee triggered a riotous situation. Governor Collins, in statewide radio and television broadcasts, declared, “We are going to have law and order in this state.” Collins went on to state, “We are foolish if we just think about resolving this thing on a legal basis.” He said boycotts could be extremely damaging. “I don’t mind saying that I think that if a man has a department store and he invites the public generally to come into his department store and trade, I think then it is unfair and morally wrong for him to single out one department though and say he does not want or will not



Equal rights protestors boycott segregated lunch counters.



Integrated students in Bronson.

allow Negroes to patronize that one department. Now he has a legal right to do that, but I still don't think that he can square that right with moral, simple justice." In later days, often through interracial committees, segregated lunch counter policies were ended in some 20 Florida communities.



The Jupiter I launch vehicle (background) lifted Explorer I.

1955: Lawmakers deadlocked for months in a special session over reapportionment of the State Senate.

1956: LeRoy Collins achieved two political "firsts." Elected in 1954 to complete the term of the late Governor McCarty, Collins was the first chief executive reelected to a successive term. Collins also was the first candidate for governor to win a first-primary victory, defeating five opponents for the Democratic nomination. A worm-eaten grapefruit in a Miami Shores backyard brought first aerial spraying to combat the Mediterranean fruit fly. More than a half million acres were sprayed before the battle ended nearly a year later. Needles, born and bred in Ocala, won the Kentucky Derby.

1958: Explorer I, the first U.S. satellite to orbit the Earth, was launched from Cape Canaveral.

1959: Passenger jet service inaugurated between Miami and New York. Busch Gardens in Tampa opened on March 31, 1959.

1960: Population 4,951,560 (white 4,063,881, nonwhite 887,679), 73.9% urban. Increase over 1950 census, 78.7%. Rank in population among states, 10 of 50.

1961: On May 5, the first American astronaut, Alan Shepard, was launched into space from Cape Canaveral. President Kennedy announced that the United States would undertake to fly men to the moon and back during the decade of the 60s, and the National Aeronautics and Space Administration selected Florida for its spaceport, acquiring 87,763 acres by purchase. The state granted use rights to an additional 53,553 acres. The flight of Cubans from their homeland brought upwards of 50,000 into Florida. The skyjacking of a twin-engine National Airlines plane flying to Key West from Marathon on May 1 set off a nationwide wave of air piracy. The skyjacker, a Castro sympathizer, was imprisoned first in Cuba and then here upon returning to the United States in 1975. Florida thoroughbred Carry Back won the Kentucky Derby and the Preakness.



Alan Shepard boards the Freedom 7 orbiter before launch.

1962: Space Age ramifications, spreading out from Cape Canaveral's launching base, influenced the state in many ways, higher education and industry being among the most important of these. Florida was the buildup area for the nation's armed forces during a crisis with Russia over missile bases and offensive weapons in Cuba. The first black students were admitted to undergraduate classes at the University of Florida and Florida State University. History repeated itself when the Mediterranean fruit fly returned to Dade County. A quarantine was quickly established and spraying commenced, to be continued for a year. Commissioner of Agriculture Doyle Conner said infestation was "mild" when compared with 1929 and 1956.

1963: The constitution was amended to authorize the sale of state bonds to construct buildings at universities, colleges, and vocational schools. Voters also approved the issuance of bonds to purchase land for conservation purposes. Cape Canaveral was renamed Cape Kennedy after President John F. Kennedy's assassination (reverted to original name in 1973). The U.S. Supreme Court decided, in *Gideon v. Wainwright*, that Clarence Gideon, a Florida prison inmate, was entitled to a new trial because he had not been represented by an attorney when convicted of burglary at Panama City. Upon retrial with a lawyer, Gideon was acquitted. This landmark ruling changed the administration of justice in American courts.

1963–1964: In May, 1963, blacks demonstrated against discrimination in Daytona and Tallahassee. Governor Farris Bryant defended the right to demonstrate but declared he would not tolerate violence or destruction of property. A black woman was killed and a number of other blacks were injured at Jacksonville in efforts to desegregate bars, restaurants, and hotels. St. Augustine became the center of disturbances in 1964, with wide coverage by media. Between March 30 and July 1, the chaplain of Yale University, the 72-year-old mother of the Governor of Massachusetts, and the Reverend Martin Luther King, Jr., faced charges resulting from their efforts to desegregate public facilities, including an Atlantic Ocean beach. King called off demonstrations when an interracial council began efforts to work out the problems.

1964: The first classes were held at Florida Atlantic University, Boca Raton. The University of West Florida was the name given to the institution being established at Pensacola. Hurricane Cleo caused property damage estimated at \$115,320,000, but no lives were lost.

1966: The first Republican governor elected since 1872 (Claude R. Kirk, Jr.). GOP nominees also won 3 of Florida's 12 seats in the U.S. House of Representatives. Voters approved an early-start Legislature, with the Senate and House organizing on the Tuesday following the November general election. Previously, the Legislature organized in April.

1967: Repeated efforts by the Legislature to devise an acceptable plan of apportionment ended when a three-judge Federal court drew the boundaries of Senate and House districts and ordered new elections. Republicans captured 20 of 48 Senate seats and 39 of 119 House seats.



Protestors and segregationists face off at a St. Augustine Beach.



Students walk by the Florida Atlantic University theatre.



Neil Armstrong, Michael Collins, and Edwin "Buzz" Aldrin (pictured from left to right) were the first humans to land on the moon.



Visitors meet Mickey Mouse at Walt Disney World.

1968: The Legislature submitted and voters ratified three amendments which combined to give the state an almost new constitution. Republicans held their convention at Miami Beach, the first national gathering of a major political party ever convened in Florida. The first Republican (Edward J. Gurney) ever elected by popular ballot was sent to U.S. Senate. Teachers staged a statewide walkout. Annual motor vehicle inspections were instituted.

1969: With the office reestablished by the revised Constitution, the first Lieutenant Governor (Ray C. Osborne) since 1889 was appointed. On July 16, at 9:32 a.m. (Eastern Daylight Time), Apollo 11, with Astronauts Neil Armstrong, Edwin Aldrin, and Michael Collins, lifted off Pad A at Cape Kennedy on the journey to the moon. Four days later, at 4:15 p.m. (EDT) on July 20, Armstrong advised the Earth: "The Eagle has landed."

1970: Democrats recaptured the governorship. Population 6,791,418 (white 5,725,165, nonwhite 1,066,253), 81.6% urban. Increase over 1960 census, 37.2%. Rank in population among states, 9 of 50.

1971: President Richard Nixon ordered a halt to the Cross Florida Barge Canal after \$50 million had already been spent on the 107-mile waterway. The Legislature submitted and the voters ratified an amendment to the State Constitution permitting the levy of a tax on the income of corporations. Two successful Moon landings by Apollo spacecraft blasted off from Cape Kennedy. Walt Disney World opened on October 1, after spending \$400 million on construction on the 27,500 acre site near Orlando.

1972: The voters ratified a constitutional amendment reorganizing the 16 types of trial courts into a uniform state system. The new Judicial Article eliminated all Justice of the Peace courts and provided for the phasing out of Municipal Courts by 1977. All judges were to be elected without party label. Democratic and Republican national conventions met at Miami Beach.

1973: After 7½ years and nearly 261,000 refugees, the "freedom flights" from Cuba came to an end on April 7. Premier Fidel Castro opened the doors for the airlift on September 28, 1965. The airlift, bringing refugees into Miami at the rate of 48,000 a year, helped transform the ethnic makeup of Dade County by adding at least 100,000 Cubans to the 150,000 already there. Other refugees resettled elsewhere. Cuban refugee operations since 1961 were estimated by the program's director to have cost more than \$800 million by airlift's end, but 80% of the refugees were believed to be self-sustaining in a matter of weeks. The state commenced defining areas of critical concern to the well-being of the public, first being the 858,000 acres of the Big Cypress in Southwest Florida brought under control by purchase or regulation. Visitors to the state set an all-time record at 25.5 million.

1974: Reuben O'D. Askew became the first Governor to be elected to successive 4-year terms. State Commissioner of Education Floyd T. Christian resigned after indictment on official misconduct charges that was followed by a House committee preparing to vote impeachment articles. The Legislature created an ethics commission to oversee public officers and employees.

1975: State Treasurer Thomas D. O'Malley resigned after impeachment by the House of Representatives. Justices Dekle and McCain of the Florida Supreme Court resigned during House impeachment committee inquiries into their official conduct. Governor Askew appointed Joseph W. Hatchett, the first black Justice in the court's history. Florida thoroughbred Foolish Pleasure won the Kentucky Derby.

1976: Former Georgia Governor Jimmy Carter topped Alabama Governor George C. Wallace and 10 other Democrats in Florida's March Presidential Preference Primary, giving the Carter campaign impetus which led to his party's nomination for President. In the same primary, Florida Republicans preferred President Gerald R. Ford over former California Governor Ronald Reagan. Carter carried 51.93% of Florida's general election vote.

1977: January 20 saw snow as far south as Cutler Ridge in Dade County. A numbing wind brought death, power failure, agricultural ruin, and hundreds of traffic accidents around Florida. U.S. Corps of Engineers recommended against resumption of construction on Cross Florida Barge Canal. Virgil D. Hawkins, who commenced his efforts in 1949, finally gained admission to practice law in Florida. The Florida Supreme Court, which had previously denied his admission as a black applicant to the University of Florida Law School, ordered his admission to The Florida Bar. Hawkins, who in the meantime had been suspended from practice, died February 11, 1988. The Supreme Court, in a symbolic gesture, reinstated Hawkins posthumously in recognition of his long struggle to be a member of the bar.

1978: Jesse J. McCrary, Jr. was appointed Secretary of State by Governor Askew in July, the second black to serve as Secretary of State and as a member of the Cabinet. Swayed more by potential damages than the promised windfall, Florida voters rejected casino gambling by a 2–1 majority. The casinos would have been located inside a 16-mile strip on the Gold Coast.

1979: Taxes from hotel rooms, food, and beverages reached a record high of \$3,727,380. A Dade County grand jury found that three quarters of the cocaine and marijuana entered the United States by way of south Florida. The rate of violent crime in Dade County nearly doubled.

1980: The "Mariel Boatlift" of myriad small boats risked the Straits of Florida to bring 120,000 Cubans to Key West. Some 30,000 Haitian and 15,000 Nicaraguan refugees added to the monumental resettlement problems of Federal, state, and local authorities. A phosphate carrier, in stormy weather, toppled a main span of the Sunshine Skyway across Tampa Bay on May 9, causing 35 persons to plunge to their death. Population 9,746,961 (white 8,323,904, nonwhite 1,423,056), 84.3% urban. Increase over the 1970 census, 43.5%. Rank in population among states, 7 of 50.



Governor Askew addresses attendees of his second inauguration.



Virgil Hawkins with a supporter outside the Florida Supreme Court.

1981: The space shuttle Columbia rose from Pad 39A at Cape Canaveral a few seconds past 7 a.m. on April 12; the dawn of a new age in spaceflight. Successfully completing its series of experiments aloft, Astronauts John Young and Bob Crippen brought the Columbia to a landing at Edwards Air Force Base, California. A sinkhole, the largest in central Florida memory, unexpectedly appeared on May 9 in Winter Park, taking a house, part of a municipal swimming pool, trees, and other objects into a 350 foot-wide, 150 foot-deep crater. Florida's Walt Disney World observed its 10th anniversary. During the decade, the central Florida theme park spun its magic over more than 125 million visitors and became the world's largest privately owned tourist attraction.

1982: The Florida Senate's failure to pass the Equal Rights Amendment dashed any remaining hope that the ERA could pass nationwide since the deadline was June 30. Angered ERA supporters in the Capitol chanted: "Vote them out!" Carrie P. Meek of Miami was nominated without opposition to be one of the first two black state senators since 1887 and the first black Florida woman senator ever. Dr. Arnett E. Girardeau was the other black Senator elected.



The space shuttle Columbia its maiden voyage.



Sally Ride with her crewmates of the Challenger space shuttle.

1983: The space shuttle Challenger, with the first American woman to go into space, Sally Ride, in its first five-member crew was launched from Cape Canaveral. A devastating Christmas freeze ruined grove after grove in Central Florida with damage to fruit and trees totaling well more than \$1 billion. The Florida Keys Bridge Replacement Program completed the 38 overseas highway bridges from Key Largo to Key West. The University of Miami Hurricanes were NCAA Division I A National Football Champions.

1984: Miami Metro Rail, the only inner city elevated rail system in Florida, began service in May.

1985: Nature was unkind to Florida. Citrus and vegetables were frozen in all but 1 of the 67 counties. A total of 8,949 forest fires charred a record 345,643 acres. The State Division of Forestry regarded May 12 as "Black Friday" as fires destroyed 200 structures statewide, including 130 homes at Palm Coast in Flagler County. Three hurricanes brushed the seacoasts. Disaster stunned the owners of citrus groves and nurseries, with more than 10 million trees uprooted and burned to eradicate citrus canker. Rosemary Barkett became the first woman Supreme Court Justice on October 14, when she was appointed to succeed Justice James E. Alderman. Florida's state park system, grown to 92 parks and recreation areas, marked its 50th anniversary.

1986: Easy conversion of cocaine into "crack" for greater distribution added to the woes of the South Florida Task Force, established by Vice President George Bush as the nation's most ambitious and expensive drug enforcement operation. After 4½ years, the task force members felt they had barely dented the drug

traffic. The space shuttle Challenger exploded upon takeoff from Cape Canaveral on January 28, killing six astronauts and its citizen-passenger, Christa McAuliffe, an elementary school teacher from Concord, New Hampshire. The University of Miami Hurricanes were NCAA Football Champions for the second time. Floridians split their general election ballots, electing Florida's second Republican governor of the 20th century and unseating the state's second Republican United States Senator, and the first woman, of the same period. Republican Robert Martinez, former Tampa Mayor, was elected Governor, and Democrat Robert Graham, retiring governor, was chosen senator, displacing one-term Senator Paula Hawkins.

1988: Lottery ticket sales began on January 12 with the "Millionaire" instant lottery game. Online, computerized lottery games began in April. The shuttle Discovery catapulted five astronauts aloft from Florida's Cape Canaveral on September 29, 32 months after the Challenger catastrophe suspended American manned space flight. An international team completed the world's deepest cave-diving expedition at Wakulla Springs in North Florida.



Governor Bob Martinez shows off the new Florida Lottery logo.



Clarissa Explains It All on the soundstages at Universal Studios.



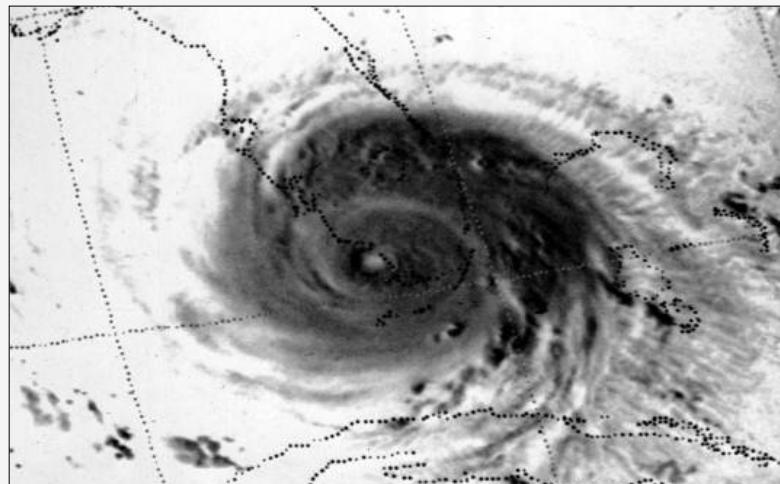
The Challenger disaster left an indelible mark of sadness in the minds of Floridians, as well as the rest of the nation.

1989: Death robbed the country of an outstanding Floridian. U.S. Representative Claude Denson Pepper, a tireless champion of the poor and the elderly, died May 30, 1989. In his place was elected Florida's first Cuban-born woman member of Congress, Ileana Ros-Lehtinen. Florida commenced executions at Raiford State Prison in 1924. By January, 1989, Florida had taken the lives of 216 felons convicted of capital crimes, with 294 remaining on death row. Theodore Bundy, one of the most notorious killers in the nation's history, died in Florida's electric chair on January 23. He had confessed to 31 killings in 9 states. The University of Miami Hurricanes were National College Football Champions for the third time.

1990: Gwen Margolis, Senator from North Miami Beach, was elected by Democratic colleagues as the first woman President of the State Senate. Republican Governor Robert Martinez was defeated for reelection by Democrat Lawton Chiles (56.5% to 43.4%). Universal Studios Florida, the Orlando theme park that lets visitors "Ride the Movies," opened in June. St. Petersburg's Suncoast Dome opened in March. Population 12,938,071 (white 10,971,484, nonwhite 1,966,586), 84.8% urban. Increase over 1980 census, 33.4%. Rank in population among states, 4 of 50.

1991: At least 21 Floridians died during the Desert Shield and Desert Storm actions of the Gulf War. Miami-based Eastern Airlines announced closing due to financial losses. Danny Rolling was indicted in November for murdering five University of Florida students. Haitians flooded south Florida after a coup in their homeland. William Kennedy Smith, 31 year old nephew of U.S. Senator Edward Kennedy, was acquitted of rape after a sensational 8-month trial in Palm Beach County. Kimberly Bergalis died December 8 at age 23, after a long battle with the AIDS virus contracted from her dentist.

1992: Homestead and adjacent South Florida was devastated on August 24 by the costliest natural disaster in American history to that time, with Hurricane Andrew wreaking damage demanding billions in aid. There were 52 deaths in Florida, Louisiana, and the Bahamas, directly or indirectly related to Andrew. The elections, after Florida gained four seats in the U.S. House of Representatives, saw an additional Hispanic and three blacks seated from Florida. Lincoln Diaz-Balart, Cuban-born, joined Ileana Ros-Lehtinen as did Carrie Meek, Corrine Brown, and Alcee Hastings.



Hurricane Andrew's size shows its scope of potential damage.



Janet Reno became U.S. Attorney General in 1993.

1993: Janet Reno, for 15 years State Attorney for Dade County (Miami), was named Attorney General of the United States by President Clinton, the first woman to so serve in U.S. history. The killing of nine foreign tourists within a year sent a chill through the state's tourist industry. Two cases highlighted the growing legal debate over children's rights: The baby-swap case of Kimberly Mays and parental divorce of Shawn Russ. Miami added professional baseball and hockey teams and Jacksonville added an NFL franchise. Federal cutbacks curtailed operations at Florida military bases, including Orlando Naval Training Center, Cecil Field, and several Navy operations in Pensacola. Abortion doctor David Gunn was murdered in Pensacola by Michael Griffin, an anti-abortion protester. The Florida State University Seminoles were NCAA Football Champions.

1994: Violent protests in Havana and political turmoil in Haiti sent more than 35,000 rafters across the Florida Straits toward Key West. Because of Governor Chiles insistence on federal intervention, most were intercepted and detained at Guantanamo Bay and in Panama. In July, tropical storm Alberto caused the worst flooding in 65 years and did at least \$40 million in damage to crops, livestock, and equipment in the counties west of the Apalachicola River. In August, tropical storm Beryl flooded much of panhandle Florida again, and in November, tropical storm Gordon killed eight in Florida and did \$336 million in damage to south Florida winter crops. Voters sent a Republican majority to the State Senate for the first time in this century, and Connie Mack became the first Republican U.S. Senator from Florida to win reelection. Pensacola became the nation's capital of abortion violence when a second abortion doctor, John Britton, and a volunteer escort, James Barrett, were killed in front of a Pensacola clinic by former minister Paul Hill.

1995: In one of the country's busiest hurricane seasons, with 19 named storms, 7 of the 11 hurricanes threatened the state. During a visit to Tallahassee, President Clinton stayed overnight at the Governor's Mansion and spoke at the Capitol. Gill and large shrimp nets were banned from the state's offshore waters. The 500 millionth visitor was welcomed to Walt Disney World on Friday, October 13.

1996: ValuJet flight 592 crashed in the Everglades on May 11th killing all 110 aboard. President Bill Clinton's defeat of GOP candidate Bob Dole was the first victory of a Democratic presidential candidate in the state since 1976, but voters gave Republicans control of the state House of Representatives for the first time in 120 years. Racial riots in October and November caused \$6 million in damage in St. Petersburg. The University of Florida Gators became NCAA Football Champions.

1997: Florida's lawsuit against the tobacco industry ended with a landmark \$11 billion settlement to recover Medicaid money spent on sick smokers. In addition, a secondhand smoke class action suit by 60,000 flight attendants was settled when the tobacco industry agreed to pay \$300 million to establish a research foundation on diseases linked to cigarette smoke. A malfunction during the execution of Pedro Medina led to debate over the electric chair. Executions were delayed while the courts considered whether electrocution was cruel or unusual punishment and lawmakers considered lethal injection. The Florida Marlins won baseball's World Series. Florida Agricultural & Mechanical University was named College of the Year by Time Magazine/ Princeton College Review.



President Clinton in the Florida House Chamber with Speaker Wallace and President Scott during joint session in 1995.



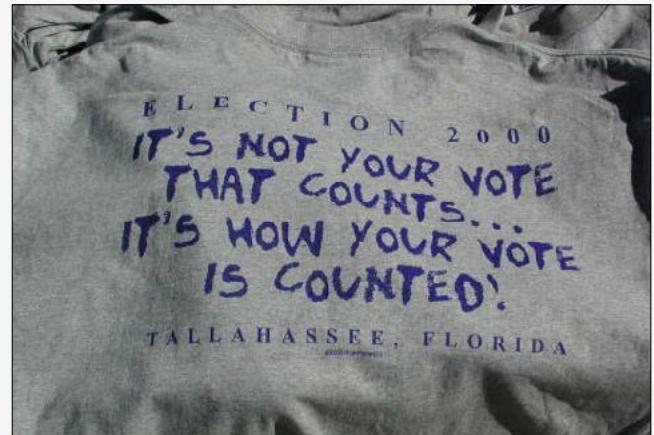
Jeb Bush gives his inaugural address, 1999.

1998: In March, Florida put to death the first woman in 150 years when Judy Buenoano was executed for murdering her paralyzed son. A drought that lasted from mid-March until July spurred nearly 2,200 wildfires which injured more than 100 and cost the lives of 3 people, consumed more than 460,000 acres, and caused \$393 million in damage to homes and property. Animal Kingdom, Disney World's first major theme park in almost a decade, opened in April. Floridians elected a Republican governor and Legislature for the first time since Reconstruction. With 24 days left in his second term, Governor Lawton Chiles died of heart failure on December 12.

1999: Governor Jeb Bush vetoed \$316 million worth of budgeted "turkeys." Quincy mushroom pickers and packers became the first farm workers in the state to be covered by a union contract. Universal's Islands of Adventure joined Universal Studios Florida to become Universal Studios Escape. Elian Gonzalez, found floating on an innertube in the Gulf, became the center of a 5 month long, highly publicized battle between his Cuban father and his Cuban-American relatives. The Florida State University Seminoles were unbeaten NCAA Division I-A National Football Champions.

2000: On February 23, Terry M. Sims was the first to die by lethal injection in Florida's execution chamber. Governor Bush signed the state's first budget in excess of \$50 billion but vetoed \$313 million in "turkeys" passed by term-limited legislators. A Miami jury awarded \$145 billion in punitive damages to 300,000-

700,000 sick Florida smokers who claimed tobacco companies knew of the danger in their products. State-wide drought was the worst since recordkeeping began in 1888. In what many called the most bizarre presidential election in U.S. history, Florida's votes were counted and recounted and lawsuits were filed by candidates Bush and Gore. Rulings were handed down by the Leon County Circuit Court, Florida Supreme Court, and the U.S. Supreme Court until, after 36 days of pulling and hauling, the U.S. Supreme Court reversed Florida's court-ordered recount of ballots, ruling that varying standards of counting made the effort unlawful. A 5-4 majority said there was no time to conduct a lawful recount, and Albert Gore conceded the election to George W. Bush. November and December were the coldest in 11 years. The voters ratified a constitutional amendment mandating establishment of a system of high-speed trains linking certain urban areas. The Federal Census counted 15,982,378 Floridians (white 12,465,029, nonwhite 3,517,349), 89.3% urban. Increase over 1990 census, 23.5%. Rank in population among states, 4 of 50.



The media circus generated by the 2000 election incited protests in Tallahassee and enticed entrepreneurs to cash in.

2001: As a result of term limits, there were 64 first-term members in the Legislature. For the first time since Reconstruction, the Republican party controlled the Governor's Mansion, the Cabinet, and Legislature. Governor Jeb Bush's budget cut more than 3,000 state jobs. The drought continued early in the year with record low water levels in Lake Okeechobee. Crops were affected, sinkholes developed in central Florida, and wildfires raged in south Florida and the Panhandle. Tropical storms Allison and Barry broke the drought but provided breeding ground for mosquitoes that brought West Nile virus to the state. Eleven people, hundreds of birds, and more than 90 horses were infected. The most dramatic of the shark attacks occurring in 2001 came on July 6, when a bull shark bit off the arm of 8-year-old Jessie Arbogast as he was swimming off a Pensacola beach. Two people died of alligator attacks. Florida was a staging area for the September 11 terrorist attacks on the World Trade Center and Pentagon. At least 15 of the 19 hijackers stayed in the state, and 2 trained as pilots here. Anthrax spores, presumably mailed by terrorists, killed a Boca Raton man and sickened others. The post-attack economic slump hit Florida's tourist industry with layoffs and hiring freezes.

2002: Rilya Wilson, age 6, was reported missing after officials at the Department of Children & Family Services found falsified records indicating no caseworker had checked on her for 15 months. Investigations revealed mismanagement and inability to account for all the children under the department's care. Firings and resignations followed, but, by year's end, Rilya had not been found and no criminal charges had been filed. Governor Jeb Bush, with 56% of the vote, easily won reelection over Democratic challenger Bill McBride, becoming the first Florida Republican governor ever to be re-elected. State Senator Daryl L. Jones, the first black gubernatorial candidate in Florida history, ran third in the Democratic primary. Voters passed constitutional amendments limiting the number of students assigned to each teacher and outlawing smoking in enclosed restaurants and workplaces. Teenage brothers Alex and Derek King pleaded guilty to third-degree murder of their father and arson after an earlier guilty verdict was reversed. West Nile virus was contracted by more than 25 people and claimed its first Florida fatality. President Bush bestowed honorary citizenship on the Marquis de Lafayette, who in 1824 owned half of Tallahassee.

2003: In his inaugural speech Governor Jeb Bush mused "There would be no greater tribute to our maturity as a society than if we can make these buildings around us empty of workers, silent monuments to the time when government played a larger role than it deserved or could adequately fill." Governor Bush's budget recommendation to remove the circulating collection from the State Library was protested by the public

and not funded by the Senate. The space shuttle Columbia disintegrated upon reentry after a 16-day mission killing seven astronauts. Toni Jennings became the state's first female lieutenant governor when she was appointed to succeed Frank Brogan. U.S. Senator Robert Graham announced his candidacy for president in May, ended his campaign in October, and decided he would not seek reelection to the Senate in November. Paul Hill became the first person put to death in the U.S. for anti-abortion violence when he was executed by lethal injection for the shooting deaths of Dr. John B. Britton and his escort Lt. Col. James H. Barrett. About 12,000 high school seniors were denied diplomas and 33,000 third-graders faced retention after failing the Florida Comprehensive Assessment Test, which measures reading, math, and writing in grades 3, 4, 8 and 10. Boycotts and demonstrations by minority groups and others, who said the test was unfair, followed.

2005: The 39th Super Bowl was held in Jacksonville. Terri Schiavo died on March 31st, 14 days after court-approved removal of her feeding tube, thus ending the most litigated right-to-die case in U.S. history. Broward voters agreed in March to expand gambling at racetracks and jai alai facilities. The vote came 4 months after voters statewide approved a constitutional amendment allowing Broward and Miami-Dade counties to hold referenda on whether local pari-mutuels should be allowed to install slot machines. Dr. M. Rony Francois became the first Haitian-American to head a Florida state agency when Governor Jeb Bush appointed him as secretary of the Department of Health. The record hurricane season (\$107 billion+) did an estimated \$2.2 billion in damage to farms, crops, and citrus groves and was believed to have spread citrus diseases. More than 3,400 died in car accidents on Florida roads, setting a record for the second straight year.

2006: More homes were on the market than there were buyers. This was, in part, due to investors trying to flip properties. Some anticipated the tide turning, and others were stuck trying to unload properties. The expected season of multiple hurricanes did not develop due to El Niño. Insurers, nonetheless, pushed for more rate hikes. Two- and threefold increases in homeowners insurance premiums, or loss of coverage, sent many policyholders to Citizens Property Insurance Corp., Florida's insurer of last resort. Faced with double premiums for half coverage, some homeowners chose to go without insurance. Martin Lee Anderson, a 14-year-old

black boy, died a day after he was hit, kneed, and kicked by drill instructors at the Bay County boot camp. Former state Senator Daryl L. Jones, the first black gubernatorial candidate in Florida history, was chosen by U.S. Representative James Davis, the Democratic gubernatorial nominee, as his running mate. Sarasota County Congressman Mark Foley stepped down amid scandal about inappropriate messages he sent to male pages. The Florida Association of Realtors reported a \$61,700 drop in the median house price for the year due to overbuilding. In the general election, Sarasota Democrat Christine Jennings disputed a 18,400 under-vote which gave the congressional seat to Vern Buchanan by a scant 369 votes.



Hurricane Ivan's powerful winds destroyed homes in Pensacola, 2004.



Flood waters rise in Apalachicola after Hurricane Dennis swept through.

2007: Governor-elect Charlie Crist canceled his planned \$100-ticket inaugural ball amid criticism over fundraising for the traditional celebration. With the victory over Ohio State in the BCS championship game, the University of Florida became the first school in history to hold national titles in basketball and football at the same time. The Governor and Cabinet, sitting as the Executive Clemency Board, voted to automatically restore the civil rights of felons who had served their time and paid restitution. Even though Florida had not had a major hurricane since 2005, inexpensive home and business insurance was difficult, if not impossible, to find. After two years of unprecedented drought conditions, the South Florida Water Management District approved the region's tightest water restrictions, limiting outside watering to once a week from Orlando to the Keys. The continuing slump in home prices and sales lifted Florida to second place nationwide in the number of bad mortgages per capita and caused the Legislature to slash \$1.1 billion in state spending. An all-white jury found seven Bay County bootcamp drill instructors and a nurse not guilty of causing Martin Lee Anderson's death.

2008: Voters approved constitutional amendments providing for a 5-year, \$9.3 billion property tax cut and the definition of marriage as exclusively between one man and one woman. Governor Charlie Crist appointed two justices to the Supreme Court led by Peggy Quince, Florida's first black Chief Justice. Late in the year, legislative economists forecast a \$2.3 billion shortfall. Florida and U.S. Sugar Corp. agreed on a deal to purchase sugar cane land to revive the Everglades. Tropical storm Fay made records: four landfalls on one state and first storm with warnings for the entire Florida coast. The Democratic National Convention finally seated Florida's delegates after Barack Obama's nomination. President Obama won Florida 51-49%, the first democratic presidential candidate to prevail since President Clinton. Central Florida's unemployment rate was 7% in October, topping the nation's. Governor Crist and Carole Rome married. The University of Florida Gators overcame the top-ranked University of Alabama 31-20 to become SEC champions for the second time in 3 years.



Bobby Bowden addresses the Florida House. (photo by Mark Foley)



Chief Justice R. Fred Lewis (left) administers the oath of office to Governor Crist (right) with his parents (center).

2009: Governor Charlie Crist named his fourth Supreme Court justice. Florida joined Powerball, the multi-state lottery game whose jackpots frequently top \$100 million. The University of Florida's Heisman Trophy winner, Tim Tebow, led the Gators to a 24-14 win over second-ranked Oklahoma for their second BCS title in 3 years. Ray Sansom stepped down from his position as House Speaker due to controversies involving the funding of a training center for Northwest Florida State College. Florida's unemployment rate hit 11.5% in November, the highest since 1975, with more than a million out of work. The state had the second highest foreclosure rate in the nation. For the second year, more people left Florida than came to it from other states. Still, with international in-migration and births outnumbering deaths, the state's population grew by 114,000. Bobby Bowden, after 34 seasons and 2 national championships at Florida State University, retired with 388 career wins - the second most in major college football history.



*U.S. Coast Guard Commander Joe Boudrow briefs reporters on the Deepwater Horizon oil spill.
(photo by Bill Cotterell)*

2010: On April 20, an explosion and fire on the British Petroleum drill rig Deepwater Horizon, 50 miles off the Louisiana coast, killed 11 workers. When the leak was finally stopped in August, it was estimated that 206 million gallons of oil had entered the Gulf of Mexico, fouling the coast from the Louisiana line to Dog Island, Florida. Congressman Kendrick Meek, running for U.S. Senate seat of retiring Senator Mel Martinez, became the first statewide candidate to qualify for the ballot by petition. Governor Crist left the Republican Party to run for the U.S. Senate as an independent. Universal's Islands of Adventure added a new island with a Harry Potter theme, after the book and film series. Florida was number one in the nation for foreclosures, bank failures, and bankruptcies, and population growth slowed dramatically. The Federal Census counted 18,801,310 Floridians, (white 10,884,722; nonwhite 3,692,782; Hispanic 4,223,806), 89.3% urban. Increase in population over 2000 census, 16%. Rank among states, 4 of 50.

2011: The Space Shuttle Program ended. Shuttle Discovery took off for the final time on February 24, making its final landing at Cape Canaveral on March 9; Endeavor's final launch was on May 16, with return to the Cape on June 1; the last shuttle flight, by Atlantis, took off on July 8; the shuttle returned to the Cape on July 21. On July 5, mother Casey Anthony is found not guilty of murdering her young daughter, Caylee, in the finale to a sensational trial. On September 8, the first nonstop commercial flight between Tampa and Cuba since 1962. October 15, Legoland Florida theme park opened in Winter Haven.

2012: On the night of February 26, in Sanford, teen Trayvon Martin is shot and killed by neighborhood watch member George Zimmerman; the incident raised concerns about Florida's "Stand Your Ground Law." Week of August 27, the Republican National Convention is held in Tampa. Most activities scheduled for the first day of the convention were canceled or postponed due to Tropical Storm Isaac. The convention nominated Mitt Romney for president; Romney went on to lose the election to incumbent President Barack Obama.



Legoland Florida opens adjacent to Cypress Gardens.



The Miami Circle

Robert Carr*

I grew up in the Miami of the 1950s. As a boy I was curious about Miami's past, a history that was completely unknown to me. I was curious about any physical link that could reveal anything about the unspoken stream of life that had preceded me.

In seventh grade at Ada Merritt Junior High School, fellow student Mark Greene stood in front of the class and showed pieces of pottery, shell tools, and a small beautiful basalt celt that he had found on the banks of the Miami River. That was when I discovered archaeology.

In the summer of 1960, Mark and I haunted the river, gathering and sketching artifacts and writing reports about our discoveries. Eighteen years later, after I completed my graduate work in archaeology at Florida State University, I was thrilled to return to Miami as its first archaeologist, working for the Dade County Historic Survey beginning in 1979. My job was to document the archaeological sites in the urban and suburban areas of the county. This would lead to the creation, in 1981, of the county's first historic preservation ordinance.

Prior to that time, there had been only random acts of historic preservation in Miami, but numerous acts of destruction. After the city was founded in 1896, a developer leveled a 10-foot-high Indian mound, Miami's largest, and used it as topsoil for the Royal Palm Hotel's gardens. The city's first preservation battle came 29 years later when two women's groups saved a limestone structure that was reportedly used during the Seminole Indian Wars.

When we had completed our survey, more than 100 archaeological sites in various states of preservation had been documented across the county. The 1981 ordinance provided us the legal leverage to conduct reviews and assessments of development proposed in designated archaeological sites and conservation areas. This has enabled archaeologists to monitor over 50 development projects and make many exciting discoveries. One of the most stunning



Photo by Ryan J. Wheeler

View of damage to the seawall surrounding the 38-foot Miami Circle cultural landmark, 2007. The 2,000-year-old American Indian circle was carved into the limestone bedrock by the now-extinct Tequesta Indians. The circular carving next to the Miami River was discovered in 1998 on the site of a planned luxury high rise. In 2010 the sea-wall was rebuilt and restored.

*Dr. Robert Carr is the co-founder and executive director of the Archaeological and Historical Conservancy in Miami. This essay first appeared in the 2003-2004 edition of The Florida Handbook. For more information about the conservancy and its projects, visit its website at www.mnemotrix.com/ahci_web/index.html.

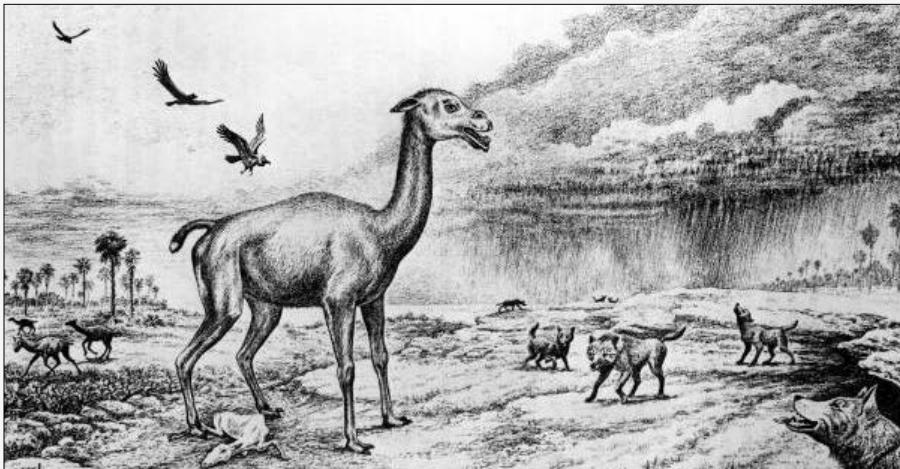


Illustration by Andrew R. Janson

1956 illustration of Pleistocene camel (*Tanupolama*) and wolf (*Aenocyon*). The artifacts and human bones unearthed at the Miami Circle site, thought to be at least 10,000 years old, were found mixed with fossils of dire wolves, camels, and jaguars.

Illustration from "Fossil Mammals of Florida" by Stanley J. Olsen, Special Publication no. 6, Florida Geological Survey, Tallahassee, 1959, p.55.

was the 1985 discovery of artifacts and human bones thought to be at least 10,000 years old. They were found mixed with fossil dire wolf, camels, and jaguars in a sinkhole near Cutler Ridge. The notion of Paleo-Indians stalking ancient mammoths in a pre-Everglades Miami electrified some scholars and the media. The site was slated for housing development, but after considerable political wrangling, the state purchased it along with 30 acres of pristine pine-woods and hammock for \$18 million and added the land to the Charles Deering Estate Park.

Bit by bit, the missing pieces of the city's past began to come together, creating a long tapestry of human occupation with thousands of objects reposing in the Historical Museum of South Florida. This was done without a single work stoppage, incident, or lawsuit regarding the county's archaeological actions. But all of that tranquility was about to end.

One day in May 1998, driving over the Brickell Bridge, I noticed that a demolition crew was tearing down an apartment complex on the south side of the Miami River. The action concerned me because it was taking place in one of the most archaeologically sensitive areas of the city, which meant that a monitoring archaeologist needed to be there as an observer. After I made a few telephone calls and sent a letter, the developer willingly agreed to retain a monitor on what seemed to be one more routine project.

It seemed unlikely that six multistory apartment buildings erected in 1950 could harbor any secrets, but it soon became apparent that beneath the crushed-rock-fill foundation was a rich loamy black soil generally associated with prehistoric sites.

As the two-acre site was being cleared, pottery sherds, animal bones, and shell refuse, all indicating

prehistoric subsistence and village life, were uncovered. Although it was a surprise that these remains survived the modern apartment construction, no one was alarmed. The discovery meant collecting as much information as possible before the scheduled bulldozing of the parcel.

The county's Historic Preservation Division led the effort to mobilize available archaeologists and volunteers to excavate the site under the field direction of John Ricisak. It was decided the buildings' footer trenches, already excavated, would be the first areas examined since they exposed the depth of the midden deposit in profile. As the sediments were removed from the bottom of one of the trenches where the first unit was to be excavated, numerous holes were observed in the limestone bedrock beneath the soil.

I had seen similar holes in other sites and was certain they were intentionally made. John Ricisak thought they were natural. Our discussions and debate continued for weeks, until Ted Riggs, a surveyor who was assisting us with the project, noticed that one set of holes represented a deliberate pattern, an arc. He hypothesized that the arc was part of a circle and calculated, based on the arc's full circumference, that the circle would be 38 feet in diameter.

In September, with a deadline of only weeks given to us by the developer, we secured a backhoe and dug away the soil along the red line painted by Ted to outline the projected circle. We dug to the lowest level of soil, and, within hours, we began to uncover large holes and basins cut into the rock. Ted Riggs was right. A perfect circle, created by 24 cut basins, appeared in the bedrock. Each basin was roughly loaf-shaped, 2 to 3 feet in length and about

1½ feet deep. Limestone rubble, animal bones, shell, and artifacts filled each of the holes.

We had discovered a feature unlike anything any archaeologist in Florida had ever seen before and—as we soon would discover—unlike any feature seen by anyone in North America.

We were at a loss to interpret it. Ted was quick to note that three of the more distinctive holes associated with the circle lay exactly in line with the directions of north, south, and east. As we pondered the mystery, we decided to maintain secrecy about our discovery to keep it from being overrun by visitors since we had no fence or security. We focused our energy on how to maximize the excavation's scope, considering our limited resources and the imminent deadline. Each day there were from two to a dozen volunteers working with John Ricisak and a few professional archaeologists provided by the Archaeological and Historical Conservancy.

In October the unexpected happened. The deadline for the bulldozing was delayed pending the approval of a city permit. As we gained time, new treasures began to emerge—first, a completely articulated 6-foot shark skeleton, apparently placed as an offering within the circle's eastern side. The shark was aligned perfectly east to west with the head facing west.

Artifacts were being found by the hundreds each day, including beautiful axes of polished basaltic rock from the Appalachian Mountains; galena, a native lead from Missouri; and hundreds of flakes of chert from central Florida. As the collection of materials and information mounted, so did the cost. By the end of 1998, the county's bill for excavating at the site was more than \$60,000, and the cost of salaries and equipment donated by the nonprofit Archaeological and Historical Conservancy was an additional \$35,000.

On December 28, 1998, the media discovered our secret. *Miami Herald* photographer Al Diaz noticed the archaeological crew at the site as he was walking over the Brickell Bridge. He immediately realized something interesting was going on. He was the first to do so, even though we had been working in plain view for more than 6 months, watched by curious office dwellers who looked down on us each day until the circle was so obvious that even people in planes could see it. The *Herald* ran the story, as

did Reuters News Agency, and the news about the Miami Circle suddenly was spread around the world.

Hundreds of people converged on the site the day the news broke, and the police moved in to disperse the crowds. Fortunately, damage to the site was minimal since most people simply wanted to see it, but there were a few who wanted to gather souvenirs. The developer quickly constructed a perimeter fence and hired security guards.

As the Circle's imminent destruction became the principal focus of attention and relentless media coverage, demonstrations began. Some people blocked parts of the Brickell Bridge. Others held signs. Some chanted.

The developer offered to cut the Circle out of the ground and relocate it to a city park. The county pressured him to redesign his building so that the Circle could be preserved in place. But a new design meant obtaining new permits. Considering the political climate favoring preservation, the developer didn't think new permits would be granted. He gave us 3 days to finish our work.

On our last day, Super Bowl Sunday, January 31, 1999, we were surprised to unearth a huge sea turtle carapace, also aligned east to west, and also found in the Circle's eastern half. As we worked on removing the turtle intact in a large block of soil weighing several hundred pounds, we received news of a judge's order for an emergency hearing. Dade Heritage Trust had filed for an injunction to stop the bulldozing of the site. At the hearing, held at the judge's house, the developer voluntarily offered to extend the time deadline.

The crowds of observers at the site grew and now included Native Americans. The developer moved ahead with his plan to cut and move the Circle. He hired a stonemason to do the job. The night before the removal work was to begin, a Seminole named Bobby C. Billie pleaded with the stonemason not to desecrate the site and he backed out of the job. His announcement hit like a bombshell. The developer scrambled to find a replacement. The new rock cutter brought in a backhoe, and that act roused the crowd to fever pitch.

At the same time, the Dade County Commission met to discuss the Circle. The meeting ended in a unanimous vote to save the Circle by eminent domain. This was only the second time in U.S. his-

tory that an unwilling property owner was subject to eminent domain proceedings for the public to secure an archaeological site. That afternoon a judge issued an injunction stopping all development as well as all further archaeological investigations.

After months of negotiating, the county agreed to pay the developer \$26.75 million for the 2.5 acre site. This was more than the \$18 million the county offered and less than the \$50 million requested by the developer.

In purchasing the Miami Circle, local citizens demonstrated the political will to preserve an important vestige of the city's heritage. They made room among the city's skyscrapers to preserve a monument of the Tequesta, who preceded all of those who now claim Miami as their home. They had saved a 2,000-year-old legacy that would be the first park at the mouth of the Miami River. Since the acquisition of the site, other important discoveries have been made of the Tequesta. One of their principal cemeteries was discovered in Brickell Park, located

only 800 feet from the Miami Circle. In 2003-2004, excavations on the north side of the river uncovered evidence of other structures, including a 36-foot circular house.

These discoveries have rescued information about the ancient Tequesta and their ancestors that a century of development of Miami had obscured, destroyed, or covered over. An important part of one of Florida's lost tribes had been rediscovered.

NOTE: The United States Department of the Interior designated the Miami Circle as the 41st Historic National Landmark in January 2009. In February 2011, the site opened as a public park during a ceremony attended by state and local officials including Secretary of State Kurt. S. Browning and Miami Mayor Tomas Regalado. For more information about the park, visit the Florida Department of State's Historical Resources website at www.flheritage.com/archaeology/projects/miamicircle/index.cfm.

Mrs. George E Merrick, Mr. Adam G. Adams and Mrs. Frank Stranahan unveil the historical marker for Tequesta, Fort Lauderdale, 1951. The 1998 discovery of the Miami Circle site added to our understanding of the extinct Tequesta culture.



Florida State Archives



Floridians at War

Floridians have fought in this country's wars ever since volunteers formed five companies to fight in the War with Mexico in 1846-1848, the year after Florida became a state. Fifty-five of the Mexican War soldiers died of disease, and one was killed in action.

Approximately 16,000 Floridians served in the Confederate forces and 1,290 in the Union Army and Navy during the Civil War. Among those Floridians on the Southern side, more than 3,000 died.

For the Spanish-American War, the state's organized militia was called to Tampa to form the First Florida Volunteer infantry, consisting of 48 officers

and 956 enlisted men. The First Florida sat out the war at Fernandina and Huntsville, Alabama, although some individuals were detached and a few reached Cuba. Of the Florida naval militia, 6 officers and 93 enlisted men saw active duty with the Navy. Company "C" of the Third United States Volunteer Company, made up of 5 officers and 98 enlisted men, all from Florida, served in Cuba. Other Floridians served as individuals in regular Army units.

In the First World War, when Florida had fewer than a million people, 42,030 Floridians served in the Army, Navy, Marine Corps, or Coast Guard, and of these 1,287 gave their lives. Just before that, Florida sent a regiment of infantry—1,149 men—to Texas for the punitive expedition into Mexico.

More than a quarter-million Floridians—a fifth of the population—left their homes to serve during World War II and its immediate aftermath. In the vanguard were 3,941 officers and men of the Florida National Guard. Then, from 1940 to 1947, Florida added 254,358 men and women to the Armed Forces of the United States. One hundred fifty-eight National Guardsmen and 4,516 other Floridians made the supreme sacrifice in World War II.

Incident to the Korean War, 972 men from Florida National Guard Units were called to active duty. In addition to these, 27,823 Floridians were inducted through the Selective Service System and 84,257 voluntarily enlisted. More than 500 died or were killed in action.

One Florida Army National Guard unit, with 86 personnel, was called to active duty during the Vietnam Conflict of 1965-1973. Additionally, 40,352 men were inducted through Selective Service and



Photo by J.D. Edwards

Confederate soldiers, Pensacola Harbor, 1861.

Draftees assembled during World War I, Tampa, 1917. More than 42,000 Floridians served in the Army, Navy, Marine Corps, or Coast Guard, and of these 1,287 gave their lives.



Florida State Archives

146,028 personnel voluntarily enlisted. During the Vietnam Conflict, 1,897 Floridians died.

During the Gulf War, Desert Storm, and Desert Shield, 1990-1992, there were 363 deaths of United States service personnel, of which 19 were Florida residents. Navy pilot Scott Speicher of Jacksonville was the first casualty of the Gulf War. He was shot down in the first night of the air war. Initially listed as killed in action (body not recovered), he was years later reclassified as missing-in-action, and later still as presumed captured. On August 2, 2009, the Office of the Assistant Secretary of Defense for Public Affairs announced that remains believed to be Captain

(posthumously promoted) Michael Scott Speicher had been recovered in Iraq. The Armed Forces Institute of Pathology subsequently positively identified those remains as Captain Speicher. He was buried in Jacksonville with full military honors on August 13, 2009.

Since the beginning of the Iraq War on March 19, 2003, through October of 2010, the United States Armed Forces sustained 4,885 killed in action (KIA). Of those, 218 were from Florida.

From October 7, 2001, through January 2013, the Armed Forces lost 2,176 KIA in Afghanistan, of which 143 were from Florida.

Medal of Honor

Federal records indicate 27 sons of Florida, native or adopted, have won the nation's highest military award for bravery "beyond the call of duty"—the Medal of Honor presented "in the name of the Congress of the United States."

Note by military historian Robert Hawk: "Unfortunately, Federal records are neither precise nor consistent on the subject of Medal of Honor attribution. Some are accredited by birth, some by place of residence of next-of-kin, others according to place of enlistment. The list below is a combination of those Florida can claim under one or more of the selection attribution criteria."

- Bennett, Emory L., Private First Class U.S. Army, Born: New Smyrna, entered service Cocoa. Medal earned Korea 1951.
- Bowen, Hammett Lee, Jr., Staff Sergeant U.S. Army, Jacksonville. Medal earned Vietnam 1969.
- Carter, Bruce Wayne, Private First Class U.S. Marine Corps, Jacksonville. Medal earned Vietnam 1969.
- Corry, William Merrill, Jr., Lieutenant Commander U.S. Navy, Born: Quincy. Medal earned Florida 1920.
- Cutinha, Nicholas Joseph, Specialist 4th Class U.S. Army, Born: Fernandina, entered service Coral Gables. Medal earned Vietnam 1968.



Bruce Wayne Carter

Private First Class, United States Marine Corps., Company H, 2nd Battalion, 3rd Marine Regiment, 3rd Marine Division (Reinforced), Fleet Marine Force, Near Vanderfrikt Combat Base Quang Tri Province, Republic of Vietnam. Killed in action, August 7, 1969.

Citation: "For conspicuous gallantry and intrepidity at the risk of his life above and beyond the call of duty while serving as grenadier with Company H in connection with combat operations against the enemy. Pfc. Carter's unit was maneuvering against the enemy during Operation Idaho Canyon and came under a heavy volume of fire from a numerically superior hostile force. The lead element soon became separated from the main body of the squad by a brush fire. Pfc. Carter and his fellow marines were pinned down by vicious crossfire when with complete disregard for his safety he stood up in full view of the North Vietnamese Army soldiers to deliver a devastating volume of fire at their positions. The accuracy and aggressiveness of his attack caused several enemy casualties and forced the remainder of the soldiers to retreat from the immediate area."

Shouting directions to the Marines around him, Pfc. Carter then commenced to lead them from the path of the rapidly approaching brush fire when he observed a hostile grenade land between him and his companions. Fully aware of the consequences of his action but determined to protect the men following him, he unhesitatingly threw himself over the grenade, absorbing the full effects of its detonation with his body. Pfc. Carter's indomitable courage, inspiring initiative and selfless devotion to duty upheld the highest traditions of the Marine Corps and the United States Naval Service. He gave his life in the service of his country."

He was posthumously awarded the Medal of Honor.

- Femoyer, Robert Edward, 2nd Lieutenant Army Air Corps, Enlistment Jacksonville. Medal earned, air mission, Germany 1944.
- Ingram, Robert R., HM3 Navy, Born: Clearwater. Medal earned Vietnam, 1966 (awarded July 10, 1998).
- Jenkins, Robert Henry, Jr., Private First Class U.S. Marine Corps, Born: Interlachen. Medal earned Vietnam 1969.
- Lassen, Clyde Everett, Lieutenant U.S. Navy, Born: Fort Myers, entered service Jacksonville. Medal earned Vietnam 1968.
- Liteky, Charles James (Angelo), Captain U.S. Army, Jacksonville. Medal earned Vietnam 1967.
- Lopez, Baldomero, 1st Lieutenant U.S. Marine Corps, Born: Tampa. Medal earned Korea 1950.
- McCampbell, David, Commander U.S. Navy, West Palm Beach. Medal earned Philippine Sea 1944.
- McGuire, Thomas Buchanan, Jr., Major U.S. Army Air Corps, Sebring. Medal earned Luzon, Philippine Islands 1944.
- McTureous, Robert Miller, Jr., Private U.S. Marine Corps, Born: Altoona. Medal earned Okinawa, Ryuku Islands 1945.
- Miller, Robert J., Staff Sergeant U.S. Army, Avedio. Medal earned Afghanistan 2010.
- Mills, James Henry, Private U.S. Army, Born: Fort Meade. Medal earned Cisterna, Italy 1944.
- Nininger, Alexander Ramsey, Jr., 1st Lieutenant U.S. Army, Ft. Lauderdale. Medal earned Philippine Islands 1942.

- Ormsbee, Francis Edward, Jr., Chief Machinist Mate U.S. Navy, Pensacola. Medal earned Pensacola 1918.
- Paine, Adam, Private Seminole Negro Indian Scouts 4th U.S. Cavalry, Born: Florida. Medal earned Staked Plains, Texas 1874.
- Sims, Clifford Chester, Staff Sergeant U.S. Army, Born: Port St. Joe, enlisted Jacksonville. Medal earned Vietnam 1968.
- Smedley, Larry Eugene, Corporal U.S. Marine Corps, Union Park, enlisted Orlando. Medal earned Vietnam 1967.
- Smith, Paul Ray, Sergeant 1st Class U.S. Army, Tampa. Medal earned Bagdad, Iraq 2003.
- Varnum, Charles Albert, Captain U.S. Army, Pensacola. Medal earned South Dakota 1890.

There are four other recipients with significant connections to Florida although they are officially credited to another state:

- Bolton, Cecil Hamilton, 1st Lieutenant U.S. Army, Born: Crawfordville. Medal earned Holland 1944.
- Condon, Clarence Melville, Sergeant U.S. Army, St. Augustine. Medal earned Philippine Islands 1899.
- Norris, Thomas Rolland, Lieutenant U.S. Navy, Born: Jacksonville. Medal earned Vietnam 1972.
- Seay, William Wayne, Sergeant U.S. Army, Pensacola. Medal earned Vietnam 1968.

In March 2000, the Florida Department of Veterans' Affairs hung plaques honoring Florida Medal of Honor recipients in the Capitol.

National Cemeteries in Florida

The Veterans Administration operates seven National Cemeteries in Florida: Barrancas in Pensacola; St. Augustine; Bay Pines at St. Petersburg; Florida National Cemetery at Bushnell; South Florida National Cemetery at Lake Worth, dedicated March 9, 2008; Sarasota VA National Cemetery, dedicated June 1, 2008; and Jacksonville National Cemetery, dedicated September 21, 2008.

Burial in a National Cemetery is open to all members of the Armed Forces and those veterans who meet minimum active service duty requirements. Spouses, unremarried widows or widowers, minor children, and, under certain conditions, unmarried adult children, may also be eligible. New burials are not accepted at St. Augustine and only cremains at Bay Pines.

“Some Corner of a Foreign Field ...”

Rupert Brooke, in “The Soldier,” spoke of “a corner of a foreign field that is forever England.” In Florida, there are two such corners, where Royal Air Force cadets who died in this state during World War II are buried.

There are 23 graves, in the Oak Ridge cemetery at Arcadia, of cadets who died while training at nearby Dorr and Carlstrom Fields. Another 13 Commonwealth cadets are buried in Woodlawn cemetery at Miami.

At Arcadia, each grave is marked by a granite headstone furnished by the British government and inscribed with the RAF emblem and an epitaph supplied by the family. On Memorial Day, the flag of Great Britain flies over the graves and a memorial service is attended by representatives of British and American organizations. Maintenance of the graves has been undertaken by the Rotary Club of Arcadia.

In Miami, an annual ceremony honoring the Commonwealth dead of World Wars I and II is conducted at Woodlawn on the British Veterans' day, in mid-November. Following a parade from the gates of Woodlawn to the Commonwealth plot, the British Consul delivers an address and places a wreath. The ceremony ends with the firing of a salute by the military escort.

Armed Forces Retirees in Florida

According to the Florida Statistical Abstract 2011, in September 2010, Florida was home to more than 176,000 Armed Forces retirees who received \$379,858,000 in benefits from the Federal Government. The total paid to surviving families was an additional \$32,266,000.

Floridas in the Navy

Six ships of the United States Navy and one in the Confederate States Navy have been named for Florida.

The Confederate States Ship (CSS) *Florida*, a 700 ton steam vessel, was purchased in Britain by the nascent Confederate States and commissioned in 1862. The *Florida* ultimately captured more than 30 prize ships between 1862-1864, when she was attacked and captured in a Brazilian port by the United States Navy.

It was earlier thought there were five U.S. Navy *Floridas*, until a sixth was found by the Navy's Ship History Section. The first *Florida*, a sloop, was engaged almost constantly in survey work on the southern coast between 1824 and 1831.

The second was a sidewheel steamer of 1,261 tons, purchased in 1861 and mounting nine guns. The U.S.S. *Florida* served with blockading squadrons during the Civil War. The ship passed out of Navy possession in 1868.

The third *Florida* was a 15-gun steam frigate of 3,281 tons, built at the New York Navy Yard in 1864 and first known as the Wampanoag. The Wampanoag was the fastest ship of the time, achieving 16.7 geographic miles an hour. However, she saw little active service since structural defects prevented efficient use of her guns. The name was changed to *Florida* in 1869, and the frigate was stricken from the Navy register in 1885.

The fourth *Florida* was a single turreted coast monitor of 3,255 tons, authorized by Congress in 1898. Built by Lewis Nixon at Elizabethport, New Jersey, the monitor was placed in service in 1903 and sold in 1922, her name having been changed to *Tallahassee* in 1908 so a new battleship could be named for the state. Her principal service was as a submarine tender in the Panama Canal Zone.

The fifth U.S.S. *Florida* was a battleship commissioned in 1911. She was launched May 12, 1910, under the sponsorship of Elizabeth Legere Fleming (Mrs. Frank Percival Hamilton) of Jacksonville, daughter of former Governor Francis P. Fleming. Displacing 21,825 tons with a speed of 22 knots, the *Florida* was 510 feet long and cost \$6,400,000. This *Florida* was dispatched in 1914 to protect American lives and property at Vera Cruz, Mexico. During World War I, she was first stationed in the Chesapeake Bay area and then attached to the Atlantic fleet for convoy service, operating with the British Grand Fleet from Scapa Flow and the Fifth of Forth, Scotland. There were several submarine attacks, and on one occasion contact was made by ships of the advance screen with a German cruiser squadron but no action resulted. In May 1919, the *Florida* participated in weather observation for the trans-Atlantic flight of Seaplanes NC-1, NC-3, and NC-4 and in the search for the NC-3.

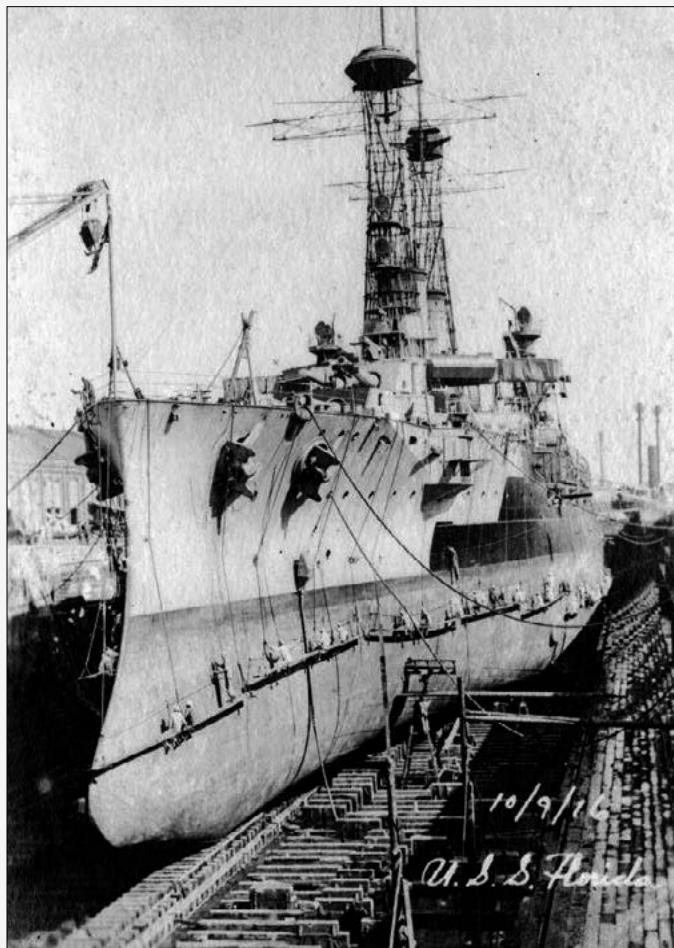


Photo by R.E. MacDonald

U.S.S. Florida battleship in dry dock, 1916. The BB-30 was the fifth USS Florida. It was commissioned on September 15, 1911.

The *Florida* was modernized in 1926 at the Boston Navy Yard at a cost of \$3,852,000, and assigned to the training of naval reservists. The *Florida* was stricken from the Navy register on April 6, 1931, and scrapped under the terms of the London Naval Treaty.

Of particular interest is the ornate silver service purchased with \$10,000 donated by Floridians, including children who gave pennies, nickels, and dimes in school collections. The service was presented to the *Florida* on December 18, 1911, and returned to the state for the Governor's Mansion when the *Florida* was decommissioned.



Latest of the *Floridas*, the sixth, is a Trident-class nuclear submarine. The 560-foot submarine carries a crew of 154 and when commissioned was armed with 24 Trident missiles. The SSBN 728, its construction designation, was named the U.S.S. *Florida* by President Carter in January 1981 (the day before he left office), launched on November 14, 1981, and commissioned on June 18, 1983. A Melbourne high school student, Doug Heminger, designed the insignia for the *Florida*, winning a contest among junior high, high school, and college students.

The *Florida* won four Submarine Squadron Battle Efficiency awards (1988, 1989, 1991, and 1999) and in 1991 was selected as the top ship in the Pacific Fleet by receipt of the Marjorie Sterrett Battle Ship Fund Award.



In September 2002, General Dynamics Electric Boat received a contract for the conversion of the *Florida* and three other submarines into state-of-the-art, multi-mission, guided-missile submarines with Tomahawk TLAM (land attack) or Tactical Tomahawk (Block IV) missiles. The converted *Florida* would be capable of conducting special operations missions with accommodation for Northrop Grumman Advanced SEAL delivery systems (ASDS), mission control centre, and special operations troops. Conversion began at Norfolk Naval Shipyard in July 2003. Upon completion she reentered service on May 25, 2006.

The Battle of Florida

A year and a half after the surrender of Cornwallis at Yorktown and three months following the signing of the provisional Treaty of Peace at Paris, guns of American and British warships exchanged volleys off the coast of today's Brevard County.

The Continental frigate *Alliance* and its French consort, the *Duc de Lauzun*, were en route to Newport, Rhode Island, with gold being loaned to the Continental government by France, when encountered on March 10, 1783, by three British men-of-war, including the *Sybil*.

In the exchange with the *Sybil*, the *Alliance* damaged the British warship sufficiently for the *Alliance* and the *Duc de Lauzun* to complete their mission. *Sybil*'s log gave the scene of the postwar engagement as 30 leagues off Cape Canaveral.

The "Battle of Florida" was recognized in House Concurrent Resolution 620 of the 1986 Legislature.

Photos by Mark T. Foley



Governor Bob Graham (left), Attorney General Jim Smith and Treasurer Bill Gunter with Captain W.L. Powell, Prospective Commanding Officer of the USS Florida, and Doug Heminger, a Melbourne High School student who designed the submarine insignia, 1983.



Florida in the Civil War Years

David J. Coles and Dorothy Dodd*



The national crisis over slavery and states' rights culminated in 1860 with the election of Republican Abraham Lincoln to the presidency. By a majority of 8,277 to 4,801, Floridians supported southern Democrat John C. Breckenridge over Constitutional Unionist John Bell. Northern Democrat Stephen A. Douglas only received 223 votes in Florida, while Lincoln was not even on the ballot. In the race for governor, Democrat John Milton defeated Constitutional Unionist Edward Hopkins by some 1,750 votes. As a result of provisions in the new constitution adopted shortly after the 1860 election for governor, Milton would not take office for 1 year, and it would be Governor Madison Starke Perry who called for elections to a Secession Con-

vention, which would meet in Tallahassee in early January 1861. Despite the efforts of Florida Unionists and those who hoped to at least delay secession, the convention voted on January 10 by a majority of 62-7 to become the third state to withdraw from the Union. The Ordinance of Secession was signed at Tallahassee the following day. Until it joined the provisional government of the Confederate States of America on January 28, Florida was an "independent nation." The Secession Convention ratified the Confederate Constitution on April 13, 1861. While the majority of Floridians supported secession, the state also held a sizeable Unionist minority, which was particularly strong in east Florida. Ex-governor Richard Keith Call spoke for many of these individuals when he exclaimed to celebrating secessionists: "You have opened the gates of Hell, from which shall flow the curses of the damned which shall sink you to perdition."¹



Florida State Archives

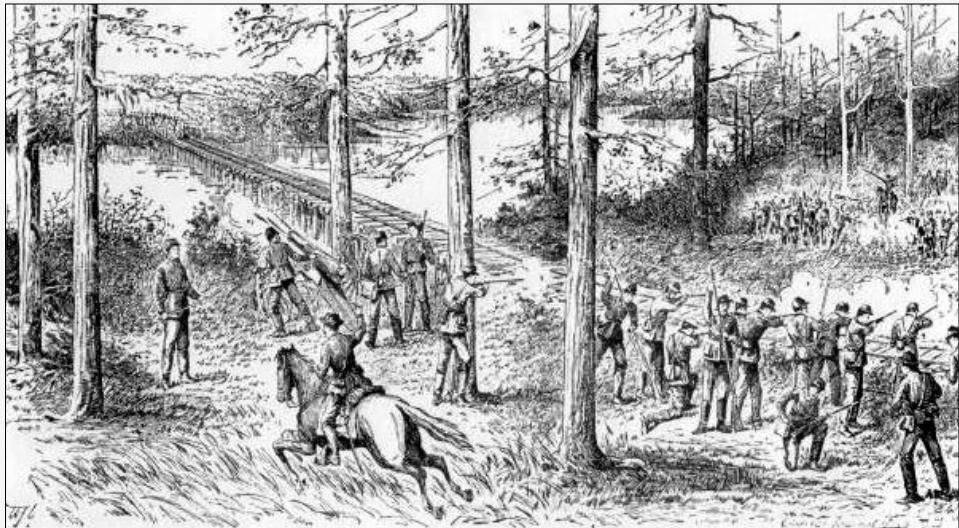
Men of the 9th Mississippi make their camp in Pensacola, 1861.

Occupation of Forts

Even before the Ordinance of Secession was adopted, Florida officials moved to seize the Federal fortifications located in the state. Fort Marion at St. Augustine and Fort Clinch near Fernandina were taken without difficulty. Of the three forts at Pensacola, only Barrancas was garrisoned. Knowing that he could not hold out against attack, Lieutenant Adam Slemmer hurriedly moved his small Union force to

*This article is a revision of "The Civil War in Florida," a 1961 essay for The Florida Handbook. Dr. Dorothy Dodd was Florida's State Librarian from 1951 to 1965. Dr. David J. Coles is Professor of History and Chair of the Department of History, Political Science, and Philosophy at Longwood College, Farmville, Virginia.

Artist's rendering of a Civil War fight on Cedar Key. In January 1862, sailors and marines burned the railroad terminus and a number of small vessels docked at the island.



Drawing by Mary Elizabeth Dickson

Fort Pickens on Santa Rosa Island. The Confederates seized the Navy Yard on January 12 and occupied Forts Barrancas and McRee, but the garrison of Fort Pickens refused to surrender.

Actual hostilities had not commenced, and both sides were reluctant to start fighting. Consequently, there was an informal truce until April 12, when Fort Pickens was reinforced by sea. Confederate forces, meanwhile, under General Braxton Bragg, trained and strengthened Forts McRee and Barrancas, while preparing for an eventual assault against Fort Pickens. Bragg ordered an attack on the night of October 8-9, 1861, when a force of slightly over 1,000 men landed on Santa Rosa Island a few miles east of Fort Pickens. The southern forces surprised the Sixth New York Infantry Regiment, known as Billy Wilson's Zouaves, and ransacked its camp, before being forced to withdraw. The Battle of Santa Rosa Island, as the engagement became known, was the first major fighting of the war in Florida, with casualties totaling about 150. Bombardments between the Union and Confederate forts took place in November 1861 and again on New Years' Day of 1862, but there was not another attempt to capture Fort Pickens. Finally, in the spring of 1862, the Confederates evacuated Pensacola and the Federals occupied Fort Barrancas and the town.

Fort Taylor and Fort Jefferson also remained in Union hands throughout the war. The latter, at the western end of the Keys, was too remote to be seized by land forces. Fort Taylor's garrison stood firm against southern sympathizers in Key West until that port became headquarters for the East Gulf Blockad-

ing Squadron (EGBS) and the army's District of Key West and the Tortugas.

Coastal Blockade

The blockade of the Florida coasts began in June 1861. Some blockading vessels had regular stations, while others patrolled sections of the coastal waters. The EGBS captured 283 blockade runners during the war, but its vessels could not prevent others from slipping in and out of Florida's bays and rivers with arms and scarce goods, such as coffee, tea, and medicines, and outgoing cargoes of cotton, tobacco, and turpentine.

Occasionally, the federal ships would land a party to raid a town. In January 1862, sailors and marines burned the railroad terminus and a number of small vessels docked at Cedar Key. In May 1864, Tampa was briefly occupied and its rude defensive works burned. The blockading ships also took contrabands, or runaway slaves, many of whom served on EGBS ships.

Salt for the Confederacy

Crews of blockading ships also raided the coastal salt works. Seawater was a major source for the salt that was so badly needed for domestic use and to cure beef for the armies. On the shallow bays and lagoons of the west coast from Tampa to Choctawhatchee Bay, men boiled seawater in large kettles and sheet-iron boilers to make salt for the Confederacy. When the blockaders learned the location of

a salt works, they would go ashore, burn the store houses and shanties in which the saltmakers lived, and break up the kettles, boilers, and furnaces with sledgehammers.

A Taylor County salt works raided in September 1863 had a capacity of 1,500 bushels a day, for which the government paid \$12.50 a bushel. The salt-making equipment consisted of 390 large kettles, 52 sheet-iron boilers, 170 brick furnaces, and numerous pumps, wells, and aqueducts. There were 182 storehouses, shanties, and sheds, including a carpenter shop and a fishing house; 5 large wagons; 18 mules; and about 1,000 head of cattle. The total value of property destroyed or captured in this single raid was estimated at \$2,000,000. Among the ships of the EGBS, the crew of the *U.S.S. Tahoma* in particular earned a reputation as aggressive destroyers of Gulf Coast salt works.²

Cattle: Another Contribution

Another important Florida contribution to the Confederacy was cattle that provided beef for army rations, tallow for candles, and hides for leather. Cattle from South Florida prairies were driven to the railhead at Baldwin for shipment to the armies, each drive taking 40 days. After the fall of Vicksburg, Mississippi, in July 1863, which cut off shipments of beef from the trans-Mississippi to the east, Confederate officials depended even more on Florida beef. Governor Milton organized a commissary service under Pleasants Woodson White with the responsibility of collecting cattle for shipment to Georgia, the Carolinas, and Virginia.

While some Florida beeves were sent to feed southern armies, recent scholarship suggests that many of the state's cattlemen had no intention of selling their cattle for devalued Confederate currency. Instead, prominent cattlemen such as Jacob Summerlin strove to protect their herds until they could sell them at the end of the war for Spanish gold or United States greenbacks. Another factor restricting the flow of cattle northward was the possibility that Tampan James McKay, Sr., appointed commissary agent for south Florida, "enjoyed a confidential relationship with Union authorities," and worked to delay cattle shipments.³ In 1864, Federal forces occupied the former Seminole War post at Fort Myers from where

they launched raids into the interior against Confederate cattle herding operations. Rebel authorities countered by creating the First Florida Special Cavalry Battalion, known also as the Cow Cavalry, which skirmished with Federal forces on the south Florida prairies while trying to defend Florida's herds. In the end, Confederate officials would be disappointed as a great number of Florida cattle remained in the state throughout the war.

Florida hogs, sugar, syrup, and fish, though less important, also helped feed southern soldiers. To conserve food products, the state legislature forbade the use of grain, sugar, and syrup in distilling liquor. It also instituted a quota system for cotton and tobacco acreage to force the growing of food crops. According to Florida historian Robert Taylor, "Florida was a key component of the Confederate economy and a factor in its supply planning." He adds that while southern officials overestimated their appraisal of Florida's resources, "[a]s an economic member of the Confederacy, Florida deserve[s] recognition as a state as vital to the country as practically any other."⁴



Florida State Archives

Men and beef cattle, Apalachicola, circa 1845.

Although food was Florida's most effective contribution to the Southern Cause, the state's great sacrifice was in the men it gave to the Confederate armies. There were only 14,373 men of voting age in 1860, but at least 15,000 Floridians saw military service. Florida brigades served in both the Army of Northern Virginia and the Army of Tennessee and saw heavy combat in most of the major battles of the war. At least 5,000 native sons died of wounds, hardship, or disease. A native Floridian, General Edmund Kirby Smith, became one of the seven full generals of the Confederacy. Other prominent Florida com-

manders included James Patton Anderson, Theodore Brevard, Joseph Finegan, J. J. Finley, David Lang, William Wing Loring, and Edward A. Perry.

Florida Women in the Civil War

While thousands of Florida's sons served on battlefields across the South, its daughters performed a variety of roles on the home front. At the beginning of the conflict, women sewed uniforms and flags for Florida volunteers, prepared farewell suppers, and made patriotic speeches for the departing troops. Throughout the war, sewing societies continued to provide valuable articles of clothing for the often ill-equipped Florida regiments. The state's female population also donated valuables, held bazaars, and planned or participated in musical and theatrical performances to raise money for the war effort. Florida women provided supplies for and worked as nurses in hospitals established in the state, as well as those ministering to Florida soldiers in other parts of the Confederacy. Perhaps most prominent among these was Mary Martha Reid, the widow of former territorial governor Robert Raymond Reid, who served as matron of the hospital established in Richmond for Florida soldiers in the Army of Northern Virginia.

The war forced Florida women to deal with shortages of most civilian commodities. The prices of those products that were still available rose dramatically, and the use of substitutes such as coffee made from acorns, okra, or pumpkin seeds became commonplace. With so many men serving in the Confederate armies, women were forced to play an even greater role in the operations of farms and plantations. Florida's female population "curried leather, did blacksmithing, plowing, cobbling. They made fence, drove ox-carts, went to mill, repaired the furniture, drenched sick horses, butchered hogs, set traps for the thieving larks and crows, pulled the corn and hauled it to the barn. It would be [a] much easier task to tell what they did not do."⁵ Finally, Florida women faced the real possibility that their husbands, fathers, and brothers might never return. "Bereavement," writes historian Tracy Revels, "stripped away the illusions of rapid, heroic triumphs . . . Unidentified remains and unknown graves tormented many grieving families. Mourning clothes were increasingly in short supply, [and] Women comforted each

other, urging widows and orphans to accept death as the will of God."⁶ The war's end brought sadness and despair for many white Florida women, but undoubtedly a sense of relief as well.



African Americans in Florida During the Civil War

African Americans comprised nearly 45 percent of Florida's 1860 population. Nine hundred and thirty two free blacks resided in the state, along with 61,745 enslaved persons. At the war's outbreak, a few slaves accompanied their owners when they joined the Confederate military, acting as body servants and cooks. A handful of blacks served as musicians in southern units, such as the St. Augustine Blues, which became a part of the Third Florida Infantry Regiment. Early in the war, however, the great majority of Florida's slaves remained on the plantations and farms of east and middle Florida. They provided, however unwillingly, the foodstuffs, cotton, and other products needed to supply the Rebel armies. Confederate officials also impressed slaves to build fortifications, take up railroad iron, and work on other war-related projects.

By early 1862, Union forces had occupied most of the populous towns located along the Atlantic and Gulf coasts. Though Florida slave owners tried to relocate their chattel into safer parts of the interior, these enclaves attracted hundreds of escaped slaves, or contrabands. Their numbers only increased as the war progressed, with the Cedar Keys, Jacksonville, Fernandina, Key West, and Pensacola all housing black refugees. Some worked as civilians for the

Federal Government, while others joined the military. Most ships in the EGBS enlisted contrabands into their crews, and more than 1,000 black Floridians joined Union army regiments. Even those slaves who remained in Confederate-held areas became more belligerent as the war progressed. “Some,” writes historian Larry Rivers, “became so unruly as to alarm entire communities.”⁷ By 1865, he adds, “anticipations of freedom percolated more and more strongly as Union triumph neared.”⁸ In the spring of 1865, news slowly reached Florida blacks of the Confederacy’s collapse. Celebrations large and small erupted as the news spread, with May 20, the day Union soldiers raised the Stars and Stripes over Tallahassee, still celebrated by Florida’s black citizens as Emancipation Day.

Unionism in Civil War Florida

A sizeable minority of Florida’s population was Unionist, or at least anti-Confederate, in sentiment. Many Florida politicians who opposed secession were ex-Whigs or ex-Know Nothings such as Richard Keith Call, future governor Ossian Bingley Hart, and ex-gubernatorial candidate George Ward. The latter was a delegate to the Secession Convention who urged delay and only reluctantly voted for secession. “When I die, I want it inscribed upon my tombstone that I was the last man to give up the ship,” he emotionally stated as he signed his name to the Ordinance of Secession. Ironically, Ward would serve in the Confederate Congress and be elected

colonel of the Second Florida Infantry, which he commanded at the time of his death in the May 1862 Battle of Williamsburg, Virginia.

Unionist sentiment only increased as the war progressed and military defeats, shortages, a deteriorating economy, and oppressive governmental policies alienated many Floridians. A conscription act, passed by the Confederate Congress in 1862, was widely hated and led to many Floridians “laying-out” to avoid the draft. Wartime taxes and an impressment act that authorized the government to confiscate goods at reduced prices further angered the state’s residents. The failure of the Confederate government to adequately defend the state also depressed civilian and military morale. Tales of privation at home led many Florida soldiers to desert, a problem that reached epidemic proportion during the last year of the war. As early as 1862, Governor Milton proclaimed: “There is not within my knowledge a portion of the State free of skulking traitors.”⁹ The problem would be much worse by 1865.

During the war, the First and Second Florida Cavalry regiments, along with several smaller units, were organized from the state’s Unionist population, as well as refugees from Alabama and other states. The First Florida served in west Florida and participated in a number of raids and skirmishes, most prominently the bloody encounter at Marianna in September 1864. The Second Florida Cavalry served in south Florida and took part in the March 1865 St. Marks expedition.

Olustee: Bloody Battleground

The Battle of Olustee (Ocean Pond), February 20, 1864, was the major engagement of the Civil War in Florida. The campaign that culminated in the battle began when Major General Quincy A. Gillmore sent a Federal expedition from Hilton Head, South Carolina, to occupy Jacksonville for a fourth time. The military objectives were to break up communications between east and west Florida, thus depriving the Confederacy of large quantities of food supplies drawn from east and south Florida; to procure for Northern use Florida cotton, turpentine, and timber; and to obtain recruits for black Union regiments. Political considerations also contributed to the campaign. Both President Lincoln and his chief rival for the 1864 Republican nomination, Treasury Secretary Salmon Chase, hoped to reorganize a loyal Florida government in time for the convention and the general election. Lyman Stickney, a Florida tax commissioner appointed by Chase, repeatedly urged General Gillmore to launch a major expedition into Florida. Lincoln, meanwhile, would commission his private secretary, John Hay, and send him to Florida with orders to obtain oaths of allegiance to begin the process of organizing a Florida government under the provisions of the president’s December 1863 Reconstruction Proclamation.¹⁰

The expedition landed on February 7 under the command of Brigadier General Truman A. Seymour. The next day, Federal raiders fanned out from Jacksonville, meeting little opposition. On February 9, they took Baldwin, the junction of the railroads from Fernandina to Cedar Key and from Jacksonville to Tallahassee. There they seized supplies worth half a million dollars. By February 11, their cavalry had penetrated to within 3 miles of Lake City but, after a sharp skirmish with hastily entrenched Confederates, withdrew to Sanderson.

Confederate Strength

The Confederates encountered near Lake City were under the command of General Joseph Finegan. At the time of the invasion, his forces numbered scarcely 1,200 men widely scattered over east Florida. Upon learning of the Federals' landing, he called for reinforcements, which were sent from middle Florida and Georgia and concentrated near Lake City. The only natural defensive features of the country, which was flat and covered by open pine forest, were numerous lakes and streams. On February 13, General Finegan selected a position near Olustee Station that offered maximum natural protection and began defensive works along a line from Ocean Pond on the left to a small pond south of the railroad on the right. The position was strong if attacked directly from the front but could be readily turned.

The Federals, meanwhile, hesitated as to the course they should take. General Gillmore had given instructions that Union troops should not advance in force beyond Barbers at the Little St. Marys River. Somewhat inexplicably, therefore, General Seymour decided on February 17 that he would move against Lake City, meet the enemy there, and push his cavalry westward to destroy the railroad bridge over the Suwannee River. With this end in view, on February 19 he concentrated the main body of his troops at the Little St. Marys and at Sanderson.

Union Force

The Federal force consisted of one cavalry brigade, three infantry brigades, and three batteries of artillery. Its effective strength was 5,500 officers and men and 16 guns. About one-third of the force consisted of black troops, including the famous Fifty-fourth Massachusetts. The white soldiers were from New York, Connecticut, New Hampshire, and Massachusetts. The Confederate force, two-thirds of whom were Georgians, consisted of one cavalry

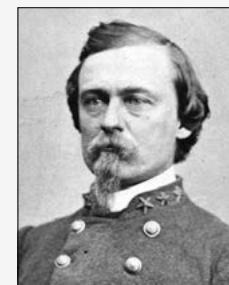


Lithograph by Kurz & Allison

Illustration of the Battle of Olustee.

brigade, two infantry brigades, and three batteries, an effective strength of between 5,000-5,500 officers and men. The opposing forces were about equal in number.

Early on the morning of February 20, the Federals set out in two columns. One advanced down the sandy road, the other along the railroad. As the columns neared Olustee, a regiment was sent ahead as skirmishers. About an hour before noon, General Finegan sent forward his cavalry and supporting infantry with orders to draw the enemy to the prepared Confederate position. He later sent forward three regiments under General Alfred H. Colquitt with instructions to attack whatever force was met and to ask for assistance if needed. The result of this decision was that the battle was fought on an open field with no advantage of ground to either side.



Brigadier General Joseph Finegan

The Battle Commences

The Confederate cavalry made contact with the advance Union elements about 12:30 p.m. For an hour and a half the Federal skirmish line advanced

steadily, keeping up a running fire with the cavalry. The latter fell back to the crossing of the road and railroad, several miles east of Olustee, where Colquitt's troops were encountered. The main body of Federal troops followed slowly and advanced on the field, the brigades in columns. Soon the sharp crack of rifles and the dull thud of cannon as they sent their balls crashing through the pine trees made it obvious that the battle was underway.

The Confederate line was formed with cavalry on each flank and infantry in the center. Seymour's plan was to place his three artillery batteries in the center, with attacking infantry on each side. Colonel Joseph Hawley's brigade was deployed first, but the Seventh New Hampshire regiment quickly broke. This focused Confederate attention on the untried Eighth United States Colored Infantry, which suffered very heavy casualties before withdrawing. Seymour's next brigade—three regiments of New Yorkers under Colonel William Barton—came forward and held the battle lines for several hours against increasing Confederate pressure.

Late in the afternoon, the surging Confederates ran out of ammunition. The regiments were halted, and the few who had cartridges returned a slow fire to the brisk bombardment from the other side. Am-

munition and the last troops held back near Olustee finally arrived, and a general advance caused the Federals to withdraw, leaving their dead and wounded and much equipment behind.

A Bloody Field

Olustee was a bloody field. Confederate casualties were 93 killed, 847 wounded, and 6 missing. The Union losses were considerably worse—203 killed, 1,152 wounded, and 506 missing. In Federal camps, the battle was spoken of as a second Dade Massacre. In fact, the losses far exceeded the Dade calamity. The Confederates failed to gather the full fruits of their victory by pressing the pursuit of the retreating Federals. Following slowly, within 6 days they pushed their lines to within a dozen miles of Jacksonville. For the remainder of the war, Union forces were confined to Jacksonville, Fernandina, and St. Augustine, from which places an occasional raiding party slipped out to harass the country. During this period, Confederate Captain John J. Dickison, who commanded a company in the Second Florida Cavalry along with occasional attached units, earned fame as the "Swamp Fox of Florida" for repulsing a number of Union raids into the interior.

Battle of Natural Bridge: How the Capital Was Saved

The joint military and naval operation that culminated in the Battle of Natural Bridge, March 6, 1865, was primarily a Union expedition against St. Marks and Newport. Had it been successful, the Federals might easily have captured Tallahassee, the capital, against which there had been no other serious military threat during the war.

The Port of St. Marks, the principal commercial outlet of middle Florida, had been under blockade since June 22, 1861. Its business was carried on both at the town of St. Marks, situated on the west bank of the river of the same name above its confluence with the Wakulla River, and at Newport, 5 miles by river above St. Marks. The importance of Newport was enhanced by the existence there of a mill and iron foundry which had been converted for war use as a Confederate machine shop.

The blockade was not as effective as the Federals might have desired because the bar at the mouth

of the river and the shallow waters of Apalachee Bay forced their vessels to stand off 4 or 5 miles from shore. It had been conducted with few incidents beyond the routine chasing of blockade runners and raids on Confederate salt works.

Attack on St. Marks

It was not until February 1865, that the Federals decided to attack St. Marks. Their decision was based on the belief that the enemy's effective military forces in the state were so dispersed that a raid on the town would be successful. General John Newton commanded the expedition, with which blockading ships cruising between St. George Sound and Tampa were ordered to cooperate. He sailed from Key West on February 23 and arrived with three transports off the St. Marks bar on February 28. A dense fog protected the expedition from Confederate observation

during the next 2 days, while nine blockading vessels joined the transports.

While the fleet was assembling, a plan of action was devised. Ships were to ascend the river and silence the fort at St. Marks. Troops were to land at the St. Marks lighthouse and march to Newport, destroy the public establishments there, cross the river, and take St. Marks from the rear. Preliminary to these operations, a special detachment was to capture the East River bridge, over which the road ran from the lighthouse to Newport. The landing of the troops had been planned for the night of Friday, March 3, but debarkation was delayed by difficulties in crossing the bar and by a heavy gale.

Alarm at Tallahassee

News of the invasion reached Tallahassee at 9 o'clock Saturday night, March 4th. The alarm was given, and every man and boy capable of bearing arms answered the call. Their response was so prompt that a small body of militia and a company of West Florida Seminary cadets under General William Miller, commander of the Florida reserve forces, reached Newport by Sunday morning.

The Federal fleet, augmented by four more gunboats, was encountering greater difficulties than the land forces. It was unable to navigate the tortuous river channel, although seven of the lighter draft vessels made the attempt. Three of them went aground, and the others, in spite of strenuous efforts, were several miles below St. Marks when word was received on Monday, March 6, that the land force was retreating.

General Newton's column, when it approached Newport Sunday morning, saw smoke rising from the town. The Confederates had set fire to the bridge as well as the iron foundry and workshops. After failing to drive out sharpshooters entrenched in rifle pits on the west bank of the river, General Newton decided to attempt a crossing at the Natural Bridge 7 or 8 miles above the town. Following an old and unfrequented road, his main force arrived there at daybreak on March 6.

General Newton found Confederates in position awaiting his arrival. Anticipating the Federal movement, General Miller had dispatched cavalry to the Natural Bridge, and General Sam Jones, command-



Florida State Archives

View looking across the St. Marks River toward the historic Natural Bridge Battlefield park, Leon County, 1924. The battlefield is the site of the second largest Civil War battle in Florida, and where the St. Marks River goes underground for a distance of about one-quarter of a mile before reappearing, therefore forming a natural bridge.

ing the military district of Florida, who arrived at Newport Sunday night, ordered the reserves, militia, two sections of artillery, and the force of militia and cadets under General Miller at Newport to the same point. The Confederate position was naturally protected in front and on the flanks by sloughs, ponds, marshes, and thickets. General Newton deployed his troops on an open pine barren about 300 yards from the bridge.

Engagement at Daylight

The engagement began at daylight when two companies of Federal troops drove the Confederate outposts over the bridge. The Federals then attempted a combined frontal and flanking attack, only to find that the enemy's position was impregnable. General Newton withdrew his assault troops to the pine barren, leaving the initiative to his enemy. Early in the afternoon, the Confederates made two charges under an artillery barrage but were unable to dislodge the Federals. The latter waited on the field for about an hour and then retreated, harassed by Confederate cavalry, to the lighthouse.

The Federal forces actually engaged in the action consisted of about 600 black soldiers from the Second and the Ninety-ninth United States Colored Infantry and their white officers. Confederate forces were estimated at slightly over 1,000. General Newton's force lost 148 men killed, wounded, or missing. The Confederates had 3 men killed and between 20 and 30 wounded.

The Weary Banners Furled

Toward the end of the war, several Florida regiments sent their battle flags to Governor Milton for safekeeping. The Governor, in acknowledging receipt of two regimental standards, lauded the “patriotism and invincible courage” of Florida troops in the “contest for the maintenance of their right to self government.” In these words John Milton expressed the motives which had actuated his own conduct during the war. Although he was a firm believer in states’ rights, he recognized that the preservation of those rights in the South depended upon the success of the Confederacy. Consequently, while most other southern governors were bickering with the Confederate government over measures that infringed upon the rights of the states, Milton’s fixed aim was to assure the success of the common cause. In his last message to the Florida legislature, Milton stated: “The reconstruction of the American Union, as it existed

... is now impossible ... In this conflict the baseness, cruelty, and perfidy of our foe have exceeded all precedent; they have developed a character so odious that death would be preferable to reunion with them.”¹¹ The governor took these words seriously.

On April 1, 1865, while at his plantation near Marianna, he put a muzzle-loading shotgun to his mouth and pulled the trigger.



Postscript: the Surrender

Brigadier General Edward M. McCook was assigned to receive the surrender of the Confederate forces in Florida. The surrender began at Tallahassee on May 10, 1865. During the next month, small bodies of troops surrendered and were paroled at other places in the state. On May 20, General McCook took formal possession of Tallahassee and raised the United States flag over the capitol. The long process of Reconstruction would now begin.

¹ Quoted in Herbert J. Doherty, Jr., *Richard Keith Call, Southern Unionist* (Gainesville: University of Florida Press, 1961), 158.

² See Robert A. Taylor, *Rebel Storehouse: Florida in the Confederate Economy* (Tuscaloosa: The University of Alabama Press, 1995), 44-65; and David J. Coles, “Unpretending Service: The James L. Davis, the Tahoma, and the East Gulf Blockading Squadron,” *The Florida Historical Society* 71 no. 1 (July 1992): 41-62.

³ Canter Brown, Jr., “The Civil War, 1861-1865,” in Michael Gannon, ed., *The New History of Florida* (Gainesville: University Press of Florida, 1996), 241.

⁴ Taylor, 159.

⁵ Quoted in Brown, 237.

⁶ Tracy J. Revels, “Grandeur in Her Daughters: Florida’s Women During the Civil War,” *Florida Historical Quarterly* 77, no. 3 (Winter 1999, 261-282): 274.

⁷ Larry Rivers, *Slavery in Florida: Territorial Days to Emancipation* (Gainesville: University Press of Florida, 2000), 245.

⁸ Ibid., 248.

⁹ Quoted in Brown, 240. See the same author’s *Ossian Bingley Hart: Florida’s Loyalist Reconstruction Governor* (Baton Rouge: Louisiana State University Press, 1997) and *Florida’s Peace River Frontier* (Orlando: University of Central Florida, 1991).

¹⁰ See John E. Johns, *Florida During the Civil War* (Gainesville: University of Florida Press, 1963), 190-194; William H. Nulty, *Confederate Florida: The Road to Olustee* (Tuscaloosa: The University of Alabama Press, 1990), 53-75; and in David James Coles, “Far From Fields of Glory: Military Operations in Florida During the Civil War, 1864-1865,” (PhD. dissertation, Florida State University, 1996), 7-39.

¹¹ Quoted in Coles, “Far from Fields of Glory,” 375.



Reconstruction in Florida

Edith Pollitz*

Although Florida escaped much of the wholesale destruction that came to other southern states as a result of movements of large bodies of troops, bloody battles, and destruction of cities, the end of war brought radical and permanent changes to society.

First and foremost was freedom for slaves and participation for black men (women of both races would continue to have a long wait) in the electoral process for the first time. In addition to the right to vote, African Americans exercised the right to seek office as well. Florida sent Josiah Walls, a former slave who had served in the state's 1868 constitu-

tional convention, as the state's representative to Congress in 1870. The loser in the extremely close election, a Confederate veteran and former slave owner, challenged the election results successfully, overturning the results and forcing Walls to give up the seat, although it was well into the term when the ruling was made. Walls tried again in 1872 and was successful. He served one term, then ran again but encountered another election contest issue and was unseated. He was the only black member of Congress from Florida for over 100 years. The state legislature included several black members. William Bradwell, Robert Meacham, Charles Pearce, Harry Cruse, Josiah Walls, Frederick Hill, Thomas Warren Long, Washington Pope, Oliver Coleman, Samuel Spearing, Alfred Brown Osgood, John Wallace, Henry Wilkins Chandler, Joseph E. Lee, John Proctor, Daniel C. Martin, and Egbert Sammis served in the Florida Senate at various times from 1868-1887. Florida's first black Secretary of State, Jonathan Clarkson Gibbs, a northerner, was a member of the 1868 Constitutional Convention, working as part of a progressive faction called the Mule Team. Gibbs ran unsuccessfully for Congress, but he was appointed as Secretary of State by Governor Harrison Reed in 1868. Gibbs became Superintendent of Public Instruction in 1873 and held other positions of authority concurrently. He died in 1874. Gibbs' son became a member of Florida's next constitutional convention (1885) and a member of the legislature.



Florida State Archives

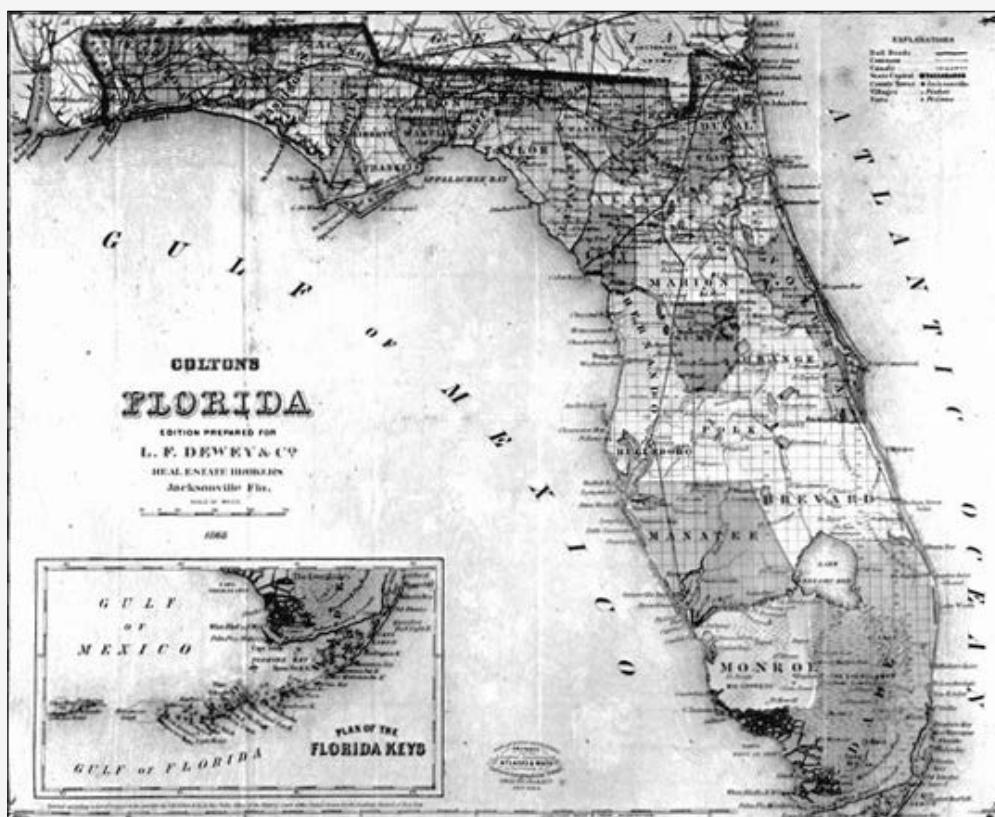
Congressman Josiah Thomas Walls

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Legally, Florida had to make some changes. First up was a new constitution, in 1865, of immediate necessity to erase references to the Confederate States of America in the existing one. Florida met federal requirements and was readmitted to the Union in 1868. As was the case throughout the South in the aftermath of the Civil War, violence and turmoil were common as the state attempted to adjust to a new normal. Florida played a major role in the election of 1876, which effectively ended federal support for strict Reconstruction policies in the South. Republican Rutherford Hayes was running against Democrat Samuel Tilden, both northerners. Tilden won the popular vote, but the Electoral College results were another matter. To win, one needed

185 votes. Tilden had one less than that, and Hayes had 165. The 20 votes of South Carolina, Louisiana, and Florida were disputed (each state sent two sets of electoral results, one for each candidate). Congress appointed an Electoral Commission, which chose Hayes by an 8-7 vote, but Republicans had to accept the end of military occupation of Southern states, effectively ending any clout black voters and officeholders might have. Blacks continued to serve in some political positions toward the end of the century, but their numbers dwindled to virtually nothing in the wake of consolidation of power by white Democrats (and adoption of the 1885 Constitution, which instituted a poll tax).

This edition of Colton's Florida was prepared for L.F. Dewey & Co., real estate brokers, Jacksonville, 1868. Florida was readmitted to the Union in the same year.



Florida State Archives



Development

Edith Pollitz*

As Reconstruction was winding down, Northern interest in Florida was not. Investment of Northern capital began Florida's transition from a backwater to the Florida we know today. Transportation played a huge role in this. Florida's interior had been largely wilderness and swampland. Once train tracks made the peninsula accessible to the public (particularly tourists from colder climes), things began to take off. There were two major movers and shakers involved with railroads who literally put Florida on the map: Henry Plant and Henry Flagler. Plant, from Connecticut, worked his way up, starting with express parcels for steamboats, and later express on railroads. He spent a few months in Jacksonville before the Civil War, was put in charge of a region comprising much of the South by his employer in the war years, and bought ruined railroads in the South in the aftermath of the war and revived them. From there, Plant started extending railroads south along the Atlantic Coast and into Florida with a terminus at Tampa. Henry Flagler, a New Yorker who was involved in the founding of Standard Oil, came to Florida and built a hotel in St. Augustine in the 1880s, then started working on a railroad to bring people to the hotel, eventually ending up creating the Florida East Coast Railway. Flagler built more hotels and kept extending the railway south. Finally, he decided to extend it from Biscayne Bay through the Florida Keys to Key West, of interest because of the city's size (largest in Florida at the time), port status, and proximity to the canal being built for shipping in Panama. Storms



Florida State Archives

Crowds greet arrival of Henry Flagler and the first train, Key West, 1912. Flagler is in the center with the straw hat escorted by Mayor J. Fogarty, holding his top hat.

proved to be a problem. In 1906, many workers on the project died in a hurricane. In 1909 and 1910, hurricanes destroyed much of the work, but the railroad was completed by 1912. The Labor Day Hurricane of 1935 took out much of the Overseas Railroad, but the surviving portions were sold to the state and became the basis for today's highway to Key West.

Once railroads were in place, tourism increased. Steamboats were another major means of transportation for those who wanted to enjoy Florida's sunny climate (and didn't mind the mosquitoes). Citrus growers and other farmers were able to move their crops via train to other parts of the country quickly, thus expanding markets. Although freezes, particu-

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larly in the 1890s, continued to be an on-again, off-again issue, the citrus industry expanded rapidly. Phosphate was discovered in southwest Florida, and another industry was born. The term “drain the swamp” became a reality as attempts to make Everglades land useful for farming began in the 1880s. Raising cattle had been a Florida enterprise more or less for years, but it transformed into big business after the Civil War with the state becoming a major cattle producer. The cigar industry flourished in Tampa with the availability of steamship connections to Cuba for importation of quality tobacco and the railroad to ship cigars to market. Diving for sponges was another industry that took off in the late 1800s.

More visitors came, although not by choice, when the Spanish-American War broke out in 1898. Tampa was the major staging point for sending troops to Cuba. Teddy Roosevelt’s Rough Riders were among the troops passing through.

As the new century dawned, motion pictures were just getting started, and Jacksonville was a cinema center before things moved west to Hollywood. Florida’s climate attracted the moviemakers for winter filming work. Manned flight was taking off, literally, and Florida saw some early attempts, including the first night flight in 1911 and the second transcontinental flight originating in Jacksonville in 1912, a

prize for the first flight to Cuba in 1913, and the first regularly scheduled commercial airline between two U.S. cities (it didn’t go very far—St. Petersburg to Tampa), among others. Florida was a major training ground during World War I, particularly for aviators.

Florida went into economic depression slightly ahead of much of the country. The Florida land boom of the 1920’s has been the subject of all kinds of unflattering comments ever since—“If you believe that, I have some real estate I’ll sell you in Florida.” The state started really growing in earnest, but many land purchasers were bilked out of everything they had for a piece of swamp that was of no use at the time (although, had they been able to hold onto it for several decades, it would, in most cases, have gone up drastically in value). The bubble burst in 1925, and unfinished developments lay decaying for years afterward. More hurricanes did not help, including the 1928 Okeechobee hurricane that killed somewhere near 2,000 people due to storm surge from Lake Okeechobee. The 1935 hurricane that took out the Overseas Extension railroad to Key West killed around 400 people, including a large number of “Bonus Army” veterans of World War I who were working on federal construction projects. It would take another calamity, World War II, to lift Florida out of the Depression.



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Group portrait of Theodore Roosevelt and other high ranking officials of the 1st U.S. Volunteer Cavalry Regiment, Tampa, 1898.

From left to right: Maj. George Dunn, Maj. Alexander Brodie, Maj. Gen. Joseph Wheeler, Chaplain Henry A. Brown, Col. Leonard Wood, Col. Theodore “Teddy” Roosevelt (later 26th U.S. President).



Keep the Home Fires Burning

Florida's World War II Experience

David J. Coles*

The Second World War had an enormous impact on the State of Florida. Few, if any other states were as directly affected by the war. Thousands of the state's sons and daughters served in combat theaters around the world, while in Florida dozens of military bases were established or expanded. The war also spurred economic development and led to a huge postwar population surge. It can be argued that World War II marked the coming of age of Florida as a modern, influential state.

Despite the land boom of the 1920s, in many respects Florida was still a sleepy southern state in 1941. On December 7, 1941, when Floridians learned that the United States had been thrown into the world

conflict that had been raging for over two years, most of the state's population lived in rural, agricultural regions with little industry of any consequence.

The war brought dramatic changes. A tremendous migration of military personnel into the area took place. Additionally, civilian workers came to work in the various camps and bases that were established and in the shipyards and other industries that expanded during the conflict. Many soldiers, sailors, and marines who served in Florida later returned to the state to live. The state's population grew 46.1% during the decade of the 1940s and would expand at an even more rapid pace during the 1950s. World War II helped serve as a catalyst for the state's explosive postwar growth.

Florida's strategic location made the state vital for national defense, and dozens of military installations were activated before and during the war. Planes and ships from Florida's bases helped protect the sea lanes in the Atlantic Ocean, the Gulf of Mexico, and the Caribbean. Florida was viewed as an important first line of defense for the southern United States, the Caribbean Basin, and the Panama Canal. The defense industry also grew dramatically during the war. Equipment and supplies necessary to conduct the war were produced in the state, such as the Liberty Ships that were built by the Tampa Shipbuilding Company, the Wainwright Shipyards in Panama City, as well as shipyards at Pensacola and Jacksonville. "Alligator" amphibious vehicles were designed and produced at Dunedin. Agriculture, however, remained Florida's



Florida State Archives

The Thomas Levalley, a "Liberty Ship", at the Wainwright shipyard, Panama City, 1944.

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Florida National Guardsmen in London, a long way from home.



Florida State Archives

primary economic contribution to the war effort. The U.S. Department of Agriculture authorized the temporary importation of 75,000 Bahamians and Jamaicans to work in south Florida fields.

Many Floridians were still recovering from the Great Depression, and World War II presented economic opportunities. Wages improved and jobs became plentiful due to the large number of men in service. Women, black Americans, and Hispanics moved into professions previously dominated by white males. Despite some friction, race relations were relatively peaceful during the war, as black Americans in particular worked toward the “Double V”—victory abroad against fascism and victory at home against racial prejudice.

Florida’s tourist industry was initially hurt by restrictions on travel, particularly during the early years of the war. To compensate for the loss of tourist dollars, however, the military took over hotels for use as barracks and restaurants as mess halls. By April 1942, for example, 70,000 hotel rooms on Miami Beach were used by trainees attending various service schools run by the Army Air Corps. Later in the war, the tourist trade returned, with Florida promoting itself as a vacation getaway for hard working, and now highly paid, civilian workers. “Like a soldier YOU need a civilian furlough,” claimed the Daytona Chamber of Commerce, while Miami promoted the idea that one could “Rest faster here.”¹ Consequently, in 1943 tourism in Florida increased by 20% over the previous year, and gambling at south Florida race-

tracks reached all-time highs. Florida’s promotion of its tourist industry during the latter stages of the war drew criticisms in some quarters for its inappropriateness during a period of national sacrifice.

Perhaps the most dramatic impact of the war on Florida was the many military bases established throughout the state. Even before the outbreak of fighting, new installations were built to house the prewar defense buildup. For the army, Camp Blanding near Starke became one of the largest training bases in the southeastern United States, with nine entire army divisions and many independent units passing through its facilities. Later in the war, Camp Blanding served as an Infantry Replacement Center, training thousands of individual soldiers for combat duty. Other major bases included Eglin Field near Pensacola where Jimmy Doolittle’s bombers trained before their dramatic 1942 raid on Japan; Drew and McDill airfields at Tampa; Dale Mabry Field at Tallahassee, where the famous, all-black 99th Fighter Squadron trained; the naval bases at Pensacola, Jacksonville, Key West, Miami, and Ft. Pierce; and Camp Gordon Johnston at Carrabelle, which was the Army’s major amphibious training center. By 1943, approximately 172 military installations of varying sizes were in existence in Florida, compared to only eight in 1940.

Thousands of Floridians volunteered or were drafted into the military, many long before the outbreak of the war. In September 1940, a number of Florida National Guard units were mobilized into

Federal service, followed by the remainder in March 1941. Initially called into service for 1 year, these citizen-soldiers ultimately remained on active duty until 1945. Beginning with the first peacetime draft in American history in 1940, thousands of other Floridians began the transformation from civilian to soldier or sailor.

Following the formal entry of the United States into the war in December 1941, many more men and women volunteered or were drafted into service. Floridians served in all major theaters of the war, and thousands paid the ultimate sacrifice. By war's end, 3,540 soldiers from Florida had died, while naval casualties (killed and wounded) numbered 2,308.



Colin P. Kelly, Jr.

Several Florida veterans deserve particular notice. Colin Kelly of Madison was one of the war's earliest heroes, receiving a Distinguished Service Cross for his actions as a bomber pilot in the Philippines. Sergeant Ernest "Boots" Thomas of Monticello led a Marine patrol that placed the first American flag atop Mount Suribachi on Iwo Jima. Alexander Nininger of Ft. Lauderdale received a Medal of Honor for leading a counterattack against the Japanese on Bataan Peninsula. Like Kelly and Thomas, Nininger would not survive the war. Commander David McCampbell, who grew up in West Palm Beach, earned a Medal of Honor and other awards as one of the Navy's highest aces of the war. Mr. and Mrs. Robert Cockman of Groveland sent eight sons into the armed forces, perhaps the largest number of any Florida family. At least one, Tommy, was killed during the war.

Although tens of thousands of Floridians served in the armed forces, the majority of the population fought the battle of the home front. In his address to the state Legislature in 1943, Florida Governor Holland stated:

At this tense hour it is wholly unnecessary to remind you of the fact that we meet at the time of gravest crisis in the life of our Nation. We are engaged in a war which is challenging our deepest patriotic convictions, and demanding the most

effective and sacrificial service we can render, as individual citizens and as a member of the family of states.

Virtually without exception, Floridians heeded the governor's call. By 1943, more than 300,000 had volunteered for civilian defense activities, with many more serving in the Red Cross, the U.S.O., on draft and rationing boards, and in many similar agencies. To help finance the war, Floridians purchased more than \$145,000,000 in war bonds and stamps by 1943.

United behind the war effort as perhaps never before, Floridians joined in both voluntary and mandatory efforts to conserve strategic war materials. Drives to preserve rubber, scrap metals, rags, paper, and grease became popular, as did "victory gardens" and "meatless" days to stretch the nation's food resources.

Shortages and rationing of various goods also became commonplace during the war. Rationing boards were established in every county with the power to regulate the sale of 90% of all civilian goods. Every man, woman, and child in the state received a ration book limiting what could be purchased. One historian has written that "as the war drew on, nearly every item Americans ate, wore, used or lived in was rationed or otherwise regulated." It was the most concerted attack on wartime inflation and scarcity in the nation's history and, by and large, it worked.²

In early 1942, rubber became the first item to be rationed by the Federal Government's Office of Price Administration (OPA). Gasoline soon followed, with mandatory rationing becoming effective on Decem-



Florida State Archives

Military seder in Tampa, 1943.

ber 1, 1942. Floridians found themselves issued A, B, or C stickers, allowing them a specific number of gallons per week, depending on their occupation. Those unfortunates with A stickers were authorized only 4 gallons per week, a paltry total that was actually decreased to 3 gallons later in the war. In 1943, gasoline rationing became even more severe, with all forms of "pleasure driving" becoming illegal. Because of driving restrictions, Floridians turned to public transportation, particularly trains, for any type of long-distance travel. Trains were overcrowded as a result of the huge numbers of servicemen and servicewomen travelling from one duty station to another.

The rationing of food had a great impact on the lives of average Floridians. As with gas, the government issued ration books authorizing the purchase of only a certain amount of various products per week. Beginning in April 1942, sugar was rationed, followed by coffee, meats, butter, canned goods, dried peas and beans, and a variety of other products. In addition to food, consumer products such as shoes and clothing were rationed or restricted. Alcohol was not rationed, but it remained in chronically short supply.

Although most Floridians tried to abide by the often confusing government regulations, a black market developed. Malcolm Johnson, Tallahassee correspondent for the Associated Press during the war, later commented that there was "a lot of favoritism. If you were a good customer, the butcher had something for you that didn't show in the case. And the filling station could find a way to give you more gas and new tires."

Black marketeering could never be eliminated, but the Federal Government's rationing plans were generally successful and helped direct the nation's resources to the more rapid defeat of Germany, Italy, and Japan.

During the Second World War, there were no direct land attacks against the east coast of the United States by any of the Axis powers. Florida, however, was prepared for just that possibility. In early 1941, the Florida Legislature established the State Defense Council to organize civilian defense throughout the state. Even earlier, in August 1940, Guy Allen of Tampa was instrumental in establishing an unofficial "Florida Motorcycle Corps" to help defend the area



Florida State Archives

Miami Radio Station WQAM staff and executives selling war bonds, 1942.

against possible attacks from German submarines. The Motorcycle Corps later became part of the State Defense Council and escorted military convoys.

Following the mobilization of the Florida National Guard in 1940 and 1941, a Florida Defense Force, later known as the Florida State Guard, was established to assume the duties of the departed National Guard. By 1943, the Florida Defense Force numbered 2,100 men in 36 units. Other Floridians served as air raid wardens, airplane spotters, and civil defense wardens. Civilian yachtsmen formed coastal patrol organizations and others volunteered to help the Coast Guard patrol the thousands of miles of unprotected beaches.

The state's vulnerable position became evident shortly after Pearl Harbor. In early 1942, German submarines opened an offensive, code named Operation Drumbeat, against the virtually-undefended Allied shipping lanes along the east coast. Before the carnage was over, nearly 400 ships had been sunk, and thousands of lives lost. Dozens of ships were torpedoed just off Florida's Atlantic Coast, and others in the Gulf of Mexico. German submarine skippers used the lights of coastal cities to silhouette their targets. Oil, debris, and dead bodies were mixed with the driftwood, seashells, and tourists along Florida's Atlantic Coast during that bloody first half of 1942. One of the more spectacular sinkings occurred on April 11, 1942, when SS *Gulfamerica*, carrying 90,000 barrels of fuel oil from Port Arthur, Texas, to New York was torpedoed and exploded into flames

just 4 miles off Jacksonville Beach. Oil and debris drifted ashore from the sinking. Increased U.S. Navy escort and antisubmarine patrols eventually improved the situation off the east coast, but sinkings remained fairly common until the end of the war.

Florida also became the scene of a bizarre plot in June 1942 when four saboteurs came ashore from a German submarine near Ponte Vedra Beach. After burying munitions stockpiles, the Germans travelled to Jacksonville, where they stayed briefly before leaving for New York and Chicago. Eventually the four were to join up with four other saboteurs who had landed on New York's Long Island. Fortunately for the United States, one of the New York band had misgivings about his mission and surrendered to the FBI. Within a short time his associates had been apprehended and their equipment confiscated. Six of the eight men were tried and executed, while the informer and another received long prison sentences.

Other than the submarine warfare off its waters and the ill-fated landing of the German saboteurs, Florida was the scene of no other direct combat activity. The only other enemy personnel to reach Florida were those Germans and Italians housed in prison camps during the latter stages of the war. Some 9,000 prisoners were incarcerated at 22 camps throughout the state, from Eglin Army Air Field, Camp Gordon Johnston, and logging camps in the panhandle to cit-

rus and sugar fields in the southern peninsula. Some Floridians grew accustomed to seeing truckloads of POWs travelling to and from work along Florida roads.

By 1944, it was evident to most Floridians that the war had turned in favor of the allies. In November of that year an election was held, with Democrat Millard Caldwell winning the governorship. In his address to the Legislature in April 1945, Governor Caldwell emphasized postwar development and economic issues, indicating that at least some Floridians were already looking forward to the end of the war and to Florida's role in the postwar era.

In the spring of 1945, peace came to Europe, and Floridians joined the country in celebrating V-E Day on May 8, 1945. Only Japan remained to be defeated. Fears of a costly Allied invasion of the Japanese home islands proved unfounded as, shortly after the explosion of atomic bombs on Hiroshima and Nagasaki in August, Japan agreed to surrender terms.

"Peace Comes to World" announced the *Florida Times Union* on V-J Day, August 15, 1945. Another round of celebrations hit the state after the formal Japanese surrender on September 2, 1945. Floridians could be proud of their efforts and sacrifices during the war, while looking anxiously to the challenges facing the state, nation, and world in the years ahead.

¹Richard R. Lingeman. "Don't You Know There's a War On?" *The American Home Front*. New York: G. P. Putnam's Sons, 1970, p. 240-241.

²Lingeman, "Don't You Know There's a War On?", p. 235.

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Women's Club Red Cross volunteers rolling bandages during World War II, Crystal River.

(Right) East Flagler Street 20 minutes after surrender, Miami, 1945.





Florida and the Cold War

R. Boyd Murphree*

Far more than for most states, the Cold War became Florida's war. While Soviet missiles threatened all of the United States during the Cold War, and only a few miles of ice separated Alaska from Soviet Siberia, Florida could claim to be a true frontline state in the Cold War: the political, military, and economic confrontation between East and West that dominated international relations for over 40 years (1946-1989). In 1962, geography placed Florida at the center of the Cuban Missile Crisis, which more than any other Cold War event brought the world closest to nuclear war. After the crisis, Florida remained a base for covert operations against Fidel Castro's Cuba and

played an important supporting role in U.S. efforts to undermine pro-Marxist movements in the Caribbean and Central America during the 1980s. Florida was also at the forefront of the domestic campaign against Americans suspected of Communist or left-wing activities and sympathies. It became the first state to require all public high school students to complete a course in "Americanism versus Communism" and instituted its own version of McCarthyism in the Johns Committee, a special state legislative committee designed to ferret out "subversive" organizations and individuals within the state. During most of its history, the Cold War was anything but cold in the Sunshine State.

Although the Cold War began after World War II, U.S.-Soviet relations were not warm during the years 1917-1941, the years between the Bolshevik Revolution in Russia and the entry of the United States into World War II. The United States did not establish formal diplomatic relations with the Soviet Union until 1933. Although fear of Communist influence in America subsided in the years following the first Red Scare in 1919-1920, economic uncertainty during the Great Depression brought back fear of Communism inside the United States. In 1930, Florida Governor Doyle Carlton endorsed investigations of alleged Communist activity among minorities within the state. Governor David Sholtz announced in October 1934 that all state employees and public school teachers should be required to sign a pledge of allegiance to the federal and state constitutions and to the American flag. While Florida did not adopt a



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Superintendent of Public Instruction Thomas D. Bailey speaking at a Cold War Education Conference, Bal Harbour, 1962. Florida was the first state to require all public high school students to complete a course in "Americanism versus Communism."

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mandatory anti-Communist loyalty oath until 1949, anti-Communism was a potent political force in the state years before the Cold War began.

Florida's 1949 loyalty oath was implemented at the height of the early Cold War. The Soviets were blockading Berlin and soon testing their first atomic bomb, while in Asia, the Communists took power in mainland China. At home, Americans were absorbed by the perjury trials of Alger Hiss, a former Roosevelt administration official, who was accused of being a Communist and a spy for the Soviet Union. It was in this atmosphere that the Florida legislature passed an anti-Communist loyalty oath. The loyalty law (chapter 25046, Laws of Florida, 1949) identified Communism as a foreign-directed, international criminal conspiracy to dominate the world by destroying freedom wherever it exists, especially in the United States, where, according to the law, the Communist Party was intent on using force to overthrow the federal government and the government of Florida. In order to protect the state and its citizens, all public employees in Florida, including public school teachers and college instructors, and all candidates for public office, had to declare that they were not members of the Communist Party or in any way supportive of its aims. The anti-Communist provisions of the loyalty law remained in effect until 1983, when the legislature repealed those sections (chapter 83-214, Laws of Florida), years after both the federal and state supreme courts held them to be unconstitutional.

Florida's loyalty law became a useful tool in the hands of conservative legislators who believed that Florida's public universities were especially vulnerable to Communist subversion. During the same 1949 session that saw the passage of the loyalty law, the Florida House of Representatives passed a resolution establishing a joint interim committee to investigate "Un-American Activities in Educational Institutions in the State of Florida." Modeled on the Congressional House Committee on Un-American Activities (HUAC), Florida's "Committee on Un-American Activities" used HUAC's list of subversive literature and textbooks as a guide to prevent or stop the dissemination of Communist or "un-American" ideas in Florida's college classrooms. Although the interim status of Florida's Un-American Activities Committee meant that the committee's investigations would



Florida State Archives

Ernest Salley (left), an employee of the state road department, gets ready to play a tape recording he made as an undercover investigator for the Florida Legislative Investigating Committee. The tape was of a pro-Communism speech made in Florida by Scott Nearing, 1961.

be short-lived—the committee produced little or no evidence of subversion in Florida's universities—the committee laid the foundation for the anti-Communist investigations of the Johns Committee beginning in 1956.

As Florida entered the 1950s, it, like the rest of the nation, entered a decade increasingly defined by the Cold War: the Korean War, McCarthyism, anti-Communist uprisings in Eastern Europe, American support for anti-Communist regimes in the Third World, the Space Race, the U.S.-Soviet nuclear arms race, and Castro's revolution in Cuba. Most of these events had an important impact on the state: thousands of Floridians served during the Korean War, and more than 500 died in the conflict; Wisconsin Senator Joseph R. McCarthy's anti-Communist crusade of the early 1950s inspired Florida's legislative red hunters; in 1954, the Central Intelligence Agency (CIA) utilized military bases in South Florida and taped radio broadcasts in Miami in support of its successful covert operations against the government of

Jacobo Arbenz in Guatemala, which resulted in the establishment of a pro-American dictatorship; during the 1950s, Cape Canaveral, Florida, became central to the U.S. nuclear arms program and the Space Race as the U.S. military and later the National Aeronautics and Space Administration (NASA, created in 1958) used the cape as the launching site for rockets, Intercontinental Ballistic Missiles (ICBMs) and satellites; and the success of the Cuban Revolution in January 1959 marked the beginning of a tumultuous new era in relations between the United States and Cuba, which quickly became one of the most important battlegrounds of the Cold War.

The salability of the Cold War and anti-Communism as political commodities in Florida was clearly demonstrated in the U.S. Senate race between Claude Pepper and George Smathers, who made Pepper's devotion to the New Deal and his unabashed support for better relations between the United States and the Soviet Union the center of his 1950 campaign to unseat the incumbent senator. Smathers characterized his opponent as "Red Pepper," a radical who favored a pro-Soviet agenda abroad (Pepper argued against the Truman Administration's policy of containment towards the Soviet Union and praised Joseph Stalin as an enlightened leader) and a socialist agenda at home (Pepper defended New Deal programs, pushed for national health insurance, and championed the

working class over big business). While Smathers' attacks on Pepper's domestic record gained the challenger some traction with voters, it was his relentless assault on Pepper's foreign policy that won the race for the challenger. Pepper, a successfully reelected senator since 1938, was overwhelmed by events: the Soviet Union had triumphed in Eastern Europe, China had fallen to the Reds, and Americans feared Communist spies at home (the launch of Senator McCarthy's anti-Communist crusade coincided with the start of Congressman Smathers' campaign against Pepper). Although in his long political career Pepper proved to be pragmatic—later, as a congressman from Miami, he vigorously denounced Castro's Cuba—in 1950 he refused to backtrack on his commitment to peace and cooperation with the Soviet Union. Smathers spent the last weeks of the campaign consolidating his increasing lead over Pepper by emphasizing the senator's numerous appearances and speeches before Communist and communist-front organizations. When the campaign ended, Smathers won in a landslide.

Smathers' campaign against Pepper was a brazen example of red-baiting, but limited in scope: Senator Pepper was the only victim. The Johns Committee investigations, however, were anything but limited. The legislative brainchild of Senator Charley E. Johns, the Johns Committee, officially named the Florida Legislative Investigation Committee (FLIC), carried out wide-ranging investigations of "subversion" in Florida from 1956-1965. Established in the wake of the U.S. Supreme Court's decision in *Brown v. Board of Education of Topeka*, which declared segregated schools unconstitutional and opened the way for federally-imposed educational integration in the South, the FLIC sought to defend segregation by tying civil rights organizations, especially the NAACP, to Communism. Given the pervasive fear of Communism in 1950s America, Johns and fellow conservative legislators hoped to derail integration in Florida by producing evidence of a Communist conspiracy to undermine the South and its institutions through the movement for African-American civil rights.

When the FLIC failed to produce any such evidence, Johns desperately sought to justify its existence by proposing that the committee turn its attention to the investigation of homosexual activity within Florida's public universities and schools.



Florida State Archives

First launching of the Minuteman ICBM, Cape Canaveral, 1961.



Florida State Archives

In its first working session, the Legislative Investigation Committee (Johns Committee) recommended a law which would require all new state employees be fingerprinted, Tallahassee, 1964. Along the table, front to back are: Sen. C.W. Young, St. Petersburg; Sen. Charley Johns, Starke; Rep. Leo Jones, Bay County; Rep. Dick Mitchell, Tallahassee, committee chairman; Sen. Robert Williams, Graceville; Rep. George B. Stallings, Duval County; Rep. William Owens, Martin County. Standing at top right is Leo Foster, Tallahassee, attorney for the committee.

What followed was an ugly mixture of ignorance, homophobia, and persecution as the committee dispatched investigators to gather evidence of homosexual activity on and off campuses between gay or lesbian faculty and students or members of the public. The committee interrogated, threatened, entrapped, and punished (faculty were forced to resign and students faced public humiliation and forced psychological testing) dozens of students and faculty from Florida's universities, junior colleges, and public schools.

As the federal push for integration intensified in the late 1950s and early 1960s, the Johns Committee, while continuing its campaign against homosexuals, refocused its efforts on investigating civil rights organizations and liberal or integrationist educators. The committee remained committed to the idea that homosexuality, integration, and communism were

inextricably linked social evils deployed to undermine and destroy America. Florida's legislature supported this philosophy and kept extending the life of the FLIC until its failure to produce any real evidence of a Communist conspiracy and the embarrassing nature of its investigations convinced the public and a majority of lawmakers that the Johns Committee had to go: it died a quiet death when the legislature allowed the committee's mandate to expire in 1965.

By the late 1950s, the fear of internal subversion exemplified by the Johns Committee was more than matched by a growing national unease that the United States was vulnerable to a Soviet nuclear attack. The catalyst for this renewed fear (Americans had lived with threat of the "Bomb" since the Russians tested their first nuclear bomb in 1949) was the Soviets' successful launch of *Sputnik 1*, the first artificial satellite to orbit the Earth, on October 4, 1957. *Sputnik* shocked Americans, who had always believed in their technological superiority over the Russians, and created widespread fear that the Soviets would soon be raining down nuclear missiles on the United States. The Eisenhower administration quickly implemented a host of military and education initiatives designed to bolster America's defenses and improve its technological ability to compete with the Soviets in the Space Race.

After an embarrassing failure to emulate the success of *Sputnik* with the December 1957 launch of its own Earth-satellite—the Vanguard rocket carrying the satellite exploded on launch—the United States finally put its first satellite into orbit with the launch of *Explorer 1* from Cape Canaveral on January 31, 1958. NASA undertook management of the nation's civilian space program, and Cape Canaveral assumed a new significance as the launching point for the American effort to beat the Soviets in the race to put a man in space. Although the Soviets once again bested the United States in the early Space Race by being the first nation to put a man in space (Cosmonaut Yuri Gagarin became the first human in space on April 12, 1961), the successful flights of astronauts in the American Mercury and Gemini programs laid the foundation for the Apollo program of the mid-1960s, which enabled the United States to beat the Soviets to the Moon. During these heyday years of the American space program, the influx of money, workers, and tourists to Brevard County, the home

of Cape Canaveral, produced tremendous population growth—Brevard was the fastest growing county in the nation from 1950-1970—thousands of construction and manufacturing jobs and new educational institutions, the Florida Institute of Technology and Brevard Community College.

While the United States' ability to meet the challenge of the Space Race restored much of the confidence its citizens had lost in their nation's technological prowess in the days after *Sputnik*, as the 1960s began the threat of nuclear war seemed more likely than ever. During his first summer as president, John F. Kennedy faced off against Soviet leader Nikita Khrushchev in a strategic confrontation over the future of Berlin. President Kennedy responded to Khrushchev's threat to turn over control of East Berlin to East Germany, which wanted to close off access to the Anglo-French-American occupation zones in West Berlin, by calling for a massive increase in U.S. defense spending and a large expansion of the civil defense program. When the East Germans moved to end the drain of its citizenry to West Berlin by beginning to erect a wall around that half of the city in the early morning hours of August 13, 1961, the world awoke to the distinct possibility of war as American and Soviet forces mobilized in the city. Americans wanted to demonstrate their opposition to the "Berlin Wall," as the barrier soon became known in the West, and the Soviets wanted to back up their East German allies. By calling for an emphasis on civil defense, President Kennedy wanted to show American resolve to the Russians and prepare the American people for the possibility of nuclear war. That summer Congress appropriated over \$200 million for a nationwide fallout shelter program.

Florida was caught up in the shelter craze that now swept the nation as Americans rushed to construct family fallout shelters. Although civil defense planning had been going on periodically in the state since 1951, it did not become a governmental priority until 1961, when the combination of Soviet cooperation with Castro's Cuba and the Berlin crisis convinced state officials of the need to embrace President Kennedy's national civil defense initiative. Governor Farris Bryant, as head of the Florida State Civil Defense Council, made civil defense preparation a priority for his administration. He required that all state and local government employees take a sur-

vival training course, encouraged all private citizens in the state to do so as well, endorsed the production of a state civil defense film titled *Florida's Operation Survival*, and established the Florida Resources Control Program to coordinate emergency economic measures, e.g., food and fuel rationing, price controls, and transportation priorities. Unfortunately for Florida and the rest of the nation, the need for civil defense became terrifyingly real during the Cuban Missile Crisis of October 1962.



Florida State Archives

Supreme Court Justice Millard Caldwell (right) receives his certificate for "Personal Survival in Disaster" from William F. Jacobs, Leon County assistant director of Civil Defense, Tallahassee, 1962.

Cuba's proximity to Florida—only 90 miles from Key West—had always made political developments on the island an area of concern to state leaders. Florida was the principal staging ground for the U.S. invasion of Cuba during the Spanish-American War. Cuban immigrants and exiles had long played an important role in the economy and culture of Key West, Miami, and Tampa. It was therefore logical that Florida would have a keen interest in the outcome of the Cuban Revolution in 1959, when Fidel Castro's rebel forces ousted U.S.-backed strongman Fulgencio Batista from power. Despite assurances to the United States that he was not a Communist and supported private ownership of property, Castro proceeded to nationalize the Cuban economy, repress political opposition, and conclude economic and military aid agreements with the Soviet Union. In reaction to these developments, the Eisenhower administration restricted the importation of Cuban sugar, broke diplomatic relations with Cuba, and ordered the CIA to begin planning for the overthrow of the Castro regime.

The CIA planned to make use of the growing number of Cuban exiles in Florida to man a covert funded and trained army, which would be landed on the Cuban coast to spark a national uprising against Castro. South Florida became the base of operations for much of “Operation Zapata,” the CIA code name for the anti-Castro operation. CIA sabotage teams trained and launched operations against the Cuban coast, established a dummy airline to carry men and supplies, and carried out recruitment to fill the ranks of Brigade 2506, the unit designation of the Cuban exile army. On April 17, 1961, Brigade 2506 landed on the southeastern shore of Cuba along the Bay of Pigs and quickly faced disaster as Castro’s military forces, already apprised of the invasion through intelligence gathered in Miami, soon arrived to resist the attack. Cuban military resistance combined with lack of air support—the CIA’s warplanes failed to knock out the Cuban air force—doomed the invasion to failure. After President Kennedy, who inherited and approved the invasion plan developed under Eisenhower, refused to be drawn further into the operation

by ordering U.S. air strikes to support the landing, the invasion came to an end on April 19 with the surrender of most of Brigade 2506’s remaining men.

The failure of the Bay of Pigs invasion had tremendous repercussions for the Cold War. Embarrassed and weakened by the disaster, President Kennedy resolved to undertake a renewed campaign to undermine and even assassinate Castro. In November 1961, the CIA began Operation Mongoose, a covert operation of propaganda and sabotage against the Cuban government. Mongoose became the largest CIA operation directed from Florida. Thousands of CIA agents and employees, U.S. military personnel, and Cuban exiles participated in the operation from its headquarters and supporting facilities in Miami. Florida-based boats landed Mongoose teams in Cuba, where they carried out sabotage against Cuba’s economy and infrastructure. Meanwhile, Castro moved Cuba into a closer alliance with the Soviet Union, which became the main purchaser (at a loss) of Cuban sugar and the source of weapons and training for the Cuban military. Castro’s enthusiasm for the Soviet Union was reciprocated by Nikita Khrushchev’s support for Cuba as a tremendous propaganda boon for Communism, an embarrassment for the United States, and a potential base for Soviet nuclear missiles.

Khrushchev decided to deploy Soviet medium and intermediate-range ballistic missiles in Cuba for two reasons: to prevent any future U.S. invasion of Cuba, and to offset the American superiority in ICBMs. He believed that if the missiles could be deployed into Cuba secretly he could present a fait accompli to President Kennedy, whom he wagered would be unwilling to risk a nuclear war over Cuba. Undercover Soviet missile specialists and supporting troops deployed into Cuba during the summer of 1962. When U.S. intelligence discovered their presence in Cuba, the Soviet government sought to assure the United States that any weapons systems they deployed in Cuba would be for defensive purposes only.

On October 14, 1962, American U-2 reconnaissance flights over Cuba revealed the presence of Soviet missiles and the construction of launching sites on the island. For a week, Kennedy and his advisors debated possible courses of action to meet the crisis. He decided to rule out an immediate attack on



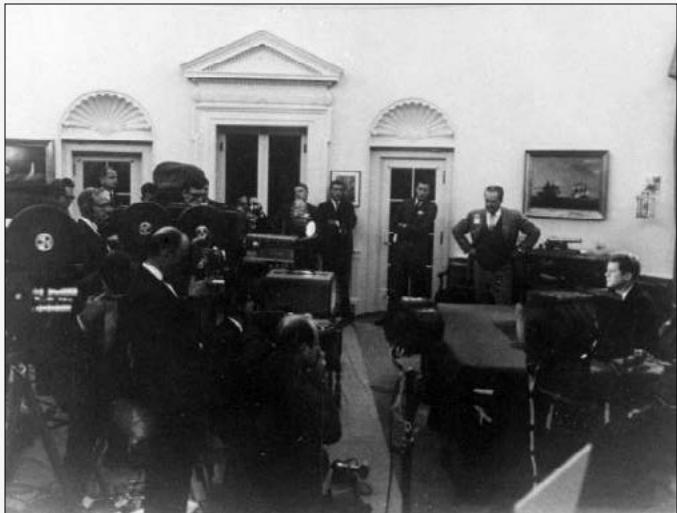
Florida State Archives

President Kennedy inspecting missiles, Boca Chica Station, 1962.

the missile sites as a scenario that was likely to produce all-out war with the Soviet Union. Instead, he decided on a naval blockade or “quarantine” of the island as the best way to prevent additional Soviet missile shipments to Cuba and to provide time for a diplomatic solution. The president announced the blockade in a televised address to the nation on the evening of October 22. In the meantime, the U.S. military began a massive buildup of men, weapons, and equipment in South Florida in preparation for war: barbed wire, sandbags, and machine gun nests covered the coast of Key West; surface to air missiles arrived to protect the buildup from a Cuban or Soviet air attack; and Army and Marine units prepared to invade Cuba. From October 22 to October 28, when the Soviets agreed to remove the missiles, the world was on the brink of nuclear war. Khrushchev decided to remove the missiles when Kennedy guaranteed the U.S. would not invade Cuba and promised to remove U.S. medium-range missiles stationed in Turkey.

The Cuban Missile Crisis reinforced Governor Bryant’s growing reputation as the nation’s most dedicated Cold War governor. During the crisis, he followed President Kennedy’s missile crisis speech with a series of measures designed to prepare Floridians for war: he employed the state’s educational television stations to broadcast a civil defense course on personal survival to as many Floridians as possible; using a statewide radio-television hookup, he and top civil defense officials informed the populace about the status of the crisis and the need for families to take action to ensure their survival; and he made preparations to create an emergency headquarters for state government and civil defense in Tallahassee.

Months before the crisis, Bryant became chairman of the National Governors’ Conference Committee on Cold War Education. In this capacity, he urged his fellow governors to bring Cold War education to their respective states and promoted a Cold War “School for Gubernatorial Aides.” Bryant and the state legislature approved a bill to require the teaching of a course of study on “Americanism versus Communism” in Florida’s public high schools. The course, which remained a requirement for graduation until 1990—the Berlin Wall fell in 1989 and Communism was collapsing in Europe—was designed to educate students about the history, ideology, and methods of Communism and instill in them an appre-



Florida State Archives

President John F. Kennedy delivering his ultimatum to the Russians and announcing the U.S. naval blockade of Cuba, October 22, 1962.

ciation for democratic institutions and the free enterprise system. The impact of the missile crisis and the longevity of the Americanism versus Communism course made Bryant the Florida governor most associated with the history of the Cold War.

Although the Kennedy administration continued its efforts to weaken Castro under Operation Mongoose, including CIA assassination plots against the Cuban leader, and strengthened the U.S. economic embargo against the island, the likelihood of nuclear war between the United States and the Soviet Union diminished considerably after the Cuban Missile Crisis. During the rest of the 1960s and into the early 1970s, the Cold War had considerable hot spots, especially in Southeast Asia, where the United States fought in Vietnam to maintain an independent anti-Communist South against the Soviet-supplied Communist North: 1,897 Floridians died in the Vietnam War.

Despite these conflicts, relations between the two superpowers improved considerably as the United States, under President Richard Nixon, pursued a policy of détente with the Soviet Union through a series of economic, cultural, and arms control agreements. Although in Miami many in the Cuban exile community, which by the end of the missile crisis included almost 250,000 people, continued to work for Castro’s overthrow, improved relations between the Soviet Union and the United States diminished the importance of the Cold War in the Caribbean through the 1970s.

The election of the longstanding anti-Communist Ronald Reagan to the presidency in 1980, however, combined with the Soviet invasion of Afghanistan in December 1979, renewed the intensity of the Cold War during the early years of the new decade. Reagan denounced the policy of détente and promised to aid regimes, especially in the Americas, that were willing to resist Communist or leftist revolutionary movements. U.S. money, arms, and advisors poured into Central America, where left-wing revolutionary movements were gaining support against unpopular right-wing governments. The Reagan administration was particularly concerned about the victory of the leftist Sandinista rebels in Nicaragua, which they believed sought to become a Soviet ally like Cuba and posed a threat to the stability of surrounding pro-U.S. regimes in Central America. President Reagan authorized the CIA to train anti-Sandinista exile forces in Honduras. Soon known as the Contras (counter-revolutionaries), the U.S.-backed insurgents conducted raids into Nicaragua in a campaign to destabilize the Sandinista regime. South Florida once again played an important role in a Cold War covert operation. Cuban exiles helped to train Contras in the Everglades and provided funds for their Nicaraguan allies. The revelations of the Iran-Contra

Scandal, however, eventually ended U.S. aid to the Contras, and the Reagan administration's focus on fighting Communism diminished as a renewed period of U.S.-Soviet cooperation began during Reagan's second term. Reagan eventually reached substantial arms control agreements with Soviet leader Mikhail Gorbachev, who came to realize that the desperate economic and social conditions in his country could only be addressed if the Soviet Union reduced its huge military expenditures.

The collapse of Communist regimes in Eastern Europe in 1989 and the break-up of the Soviet Union in 1991 ended the Cold War. Florida's singular Cold War nemesis, Castro's Cuba, remained, however. The longevity of the Communist regime in Cuba is the most important Cold War legacy for Florida. Since 1959 over a million Cuban exiles have arrived in Florida, raised families, and transformed the economic, cultural, and political landscape of Miami. The United States maintains a strict trade embargo against Cuba, and no American president since Eisenhower has been willing to restore diplomatic relations with Castro's government. The anti-Castro politics of Miami remains one of the nation's most influential political blocks. The Cold War may have ended, but its legacy remains in the Sunshine State.



Florida State Archives

Ronald Reagan at a press conference, Jacksonville, 1976.



Florida and the Space Program

Florida Memory Project*

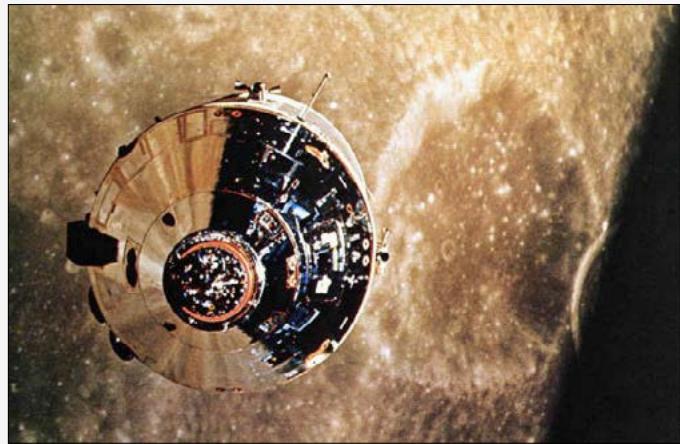
Cape Canaveral was geographically very well suited as the location for America's spaceport. It was a sparsely populated strip of flat land facing the ocean. Railroads and ships could bring in the materials to build the launch pad and space station. The Caribbean islands were near enough for monitoring and communication stations.

Mission Control Operator Gene Kranz said, "we could depend only on a learning curve that started at a place that wasn't more than a complex of sand, marsh, and new, raw concrete and asphalt. It wasn't even Kennedy Space Center then. But it was our first classroom and laboratory." (Kranz 13.)

The Soviet Union launched the first man-made satellite into space with the Sputnik Flight of 1957. The United States watched the Soviet satellite beeping and blinking across the American night sky, and pressure exploded from politicians and the American public demanding that the country catch up and increase investment in rocket technology and aeronautics.

President Dwight D. Eisenhower established the National Aeronautics and Space Administration (NASA) on October 1, 1958. Texas Senator Lyndon B. Johnson, under the president's direction, spearheaded the "man in space project."

NASA established a new space launch center on Brevard County's Cape Canaveral in 1962, fol-



Florida State Archives

The Apollo 10 Command Ship in orbit around the Moon, 1969.

lowing years of use as a missile testing center. The next year President Lyndon B. Johnson renamed the center in honor of the recently assassinated John F. Kennedy.

To the Moon

Apollo 8 was the first human spaceflight mission to travel to, but not land on, Earth's moon. The three-man American crew consisted of Frank Borman, Commander; James Lovell, Command Module Pilot; and William Anders, Lunar Module Pilot.

The crew of Apollo 10 also orbited the moon, but did not land. The astronauts were Thomas Staf-

*The Florida Memory Project, a function of the Division of Library and Information Services, offers educational units, called Online Classrooms, designed to help teachers use photographs, documents, sound recordings, and film footage from the State Library and Archives of Florida. For more information, visit the Online Classroom website at www.floridamemory.com/onlineclassroom/.



Florida State Archives

Though separated by the Mobile Quarantine Facility's window, President Richard Nixon greeted the returning crew of Apollo 11, July 24, 1969. From left: Neil Armstrong, Michael Collins, and Edwin Aldrin.

ford, Commander; John Young, Command Module Pilot; and Eugene Cernan, Lunar Module Pilot.

But it was the Apollo 11 mission that fulfilled the national goal set by President John F. Kennedy on May 25, 1961, when he addressed Congress with the statement: "I believe that this nation should commit itself to achieving the goal, before this decade is out, of landing a man on the moon and returning him safely to the Earth."

On July 20, 1969, Commander Neil Armstrong and Lunar Module Pilot Edwin "Buzz" Aldrin, Jr. landed in the Sea of Tranquility and became the first humans to walk on the Moon. Command Module Pilot Michael Collins orbited above in the command ship, Columbia. The three astronauts returned to Earth and landed in the Pacific Ocean on July 24, 1969.

The Space Shuttle

The Space Age changed Florida forever, drawing thousands of new workers to the state and transforming Cape Canaveral into a hub of aeronautics, electronics design, and manufacturing.

One of the greatest successes witnessed at the Kennedy Space Center was the successful development and repeated launching of reusable orbiting spacecraft, the space shuttles.

Launched atop conventional rockets, the space shuttle reenters the earth's atmosphere at more than

18,000 miles an hour.

More than a hundred space shuttle flights have sent orbiters to study space and map the earth, construct and outfit the International Space Center, successfully deploy the Chandra X-Ray Observatory, and perform ongoing repairs of the Hubble Space Telescope.

Tragedies

With all of the successes of NASA, there have been tragedies as well. A fire on the launch pad took the lives of the three-man crew in the Apollo 1 capsule in 1967. Nineteen years later, an explosion 73 seconds after the launch of the Space Shuttle Challenger killed the entire crew. During its landing descent to Kennedy Space Center, February 1, 2003, Space Shuttle Columbia exploded killing the entire seven-member crew.

The Space Age

After the successful Apollo launches and subsequent change in direction of NASA's mission and goals, major portions of NASA personnel and members of the area's space-related workforce left for high-tech and military career opportunities in the Pacific northwest, southern California, and the northeastern states. However, thousands of native Floridians and recruited workers stayed following decades

of serving the nation's drive to explore space.

An entire generation of space-industry workers retired in the space coast area. Other initiatives such as environmental services, including the development of solar energy technology, attracted even

more skilled workers to the Space Coast. After five decades of space age development, Florida remains one of the nation's centers for technology and manufacturing industries, as well as still serving as the home of the world's most significant space port.



Florida State Archives

Space shuttle liftoff from the Kennedy Space Center, Merritt Island.

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Presidents in Florida

General Andrew Jackson went on to the presidency after acquiring Florida for the U.S. from Spain in the Transcontinental Treaty of 1821. General Zachary Taylor, later to become president in 1849, won a Pyrrhic victory over Seminoles under Billy Bowlegs near the present city of Okeechobee on Christmas Day of 1837.

Other presidents who knew Florida first hand were U. S. Grant, Chester A. Arthur, Grover Cleveland, Theodore Roosevelt, William Howard Taft, Warren G. Harding, Calvin Coolidge, Herbert Hoover, Franklin D. Roosevelt, and Lyndon B. Johnson.

Former President Grant turned the first spadeful of dirt for the Sanford-Orlando railroad in 1880.



Florida State Archives

President William Howard Taft stopped in Key West on his way to Panama to inspect construction of the Panama Canal, 1911. He is shown here leaving the home of Mayor J.N. Fogarty, with the mayor on his right.

President Arthur, here in 1883 for an inspection of the Disston Company's drainage system in South Florida, spiced newspaper copy by presenting a cigar to a Seminole subchief, Tom Tigertail.

President Cleveland was another who visited Florida in the 1880s, relaxing at Magnolia Springs, 24 miles south of Jacksonville. President McKinley's special train traveled from Thomasville, Ga., to Tallahassee, by way of Monticello, on March 24, 1899. Cannon, whistles, and a cheering populace greeted him at the Capitol.

Mr. McKinley was one of three presidents to make formal appearances in the Capital, Presidents Jimmy Carter and Bill Clinton being the other two. President Dwight D. Eisenhower used the Tallahassee airport at least once during a trip to the nearby Georgia hunting plantation of his Secretary of Treasury, George M. Humphrey.

Theodore Roosevelt led his Rough Riders aboard ship in Tampa to sail for Santiago de Cuba during the Spanish-American War in 1898. When Governor William D. Bloxham learned the train with Colonel Roosevelt would stop for a few hours in Tallahassee, he appointed a committee to invite the Colonel to meet with members of the Cabinet, the Supreme Court, and other dignitaries of Tallahassee at a reception in the Governor's office. When champagne was passed to Colonel Roosevelt, he not only refused to take any but criticized the Governor for having wine in the Capitol. A hush fell over the gathering, which soon dispersed.

President Taft boarded a battleship at Key West in 1911 for a voyage to Panama. President Harding liked Florida's golf courses. President Coolidge



Florida State Archives

President Eisenhower chatting with pilots aboard the *Saratoga* carrier, Jacksonville, 1957.

dedicated the Bok Tower in 1929. President Hoover was lured again and again by Florida fishing, and his personal commitment to preventing deadly floods, like the one caused by a 1927 Hurricane, is remembered in the Hoover Dike which now retains Lake Okeechobee.

President Franklin Roosevelt based at Miami for a number of fishing forays into its semi-tropical waters. It was in Miami's Bayfront Park that an assassin sought his life, as president-elect, and fatally shot the Mayor of Chicago, Anton Cermak. FDR also dedicated the Overseas Highway in 1944.

President Harry S. Truman maintained his "Little White House" on the grounds of the naval base at Key West. He also dedicated the Everglades National Park to the public's use in 1947.

President Eisenhower spoke in Jacksonville and Miami during the 1952 campaign, which shook Florida loose from the Solid South of the Democratic Party for a second time since Reconstruction, Mr. Hoover having also accomplished this in 1928. Mr. Eisenhower returned to Florida as president in 1957, boarding the carrier *U.S.S. Saratoga* in Jacksonville for a demonstration cruise.

Florida was a second home to President John F. Kennedy. He long enjoyed the sun, sand, and surf of Palm Beach, and although Florida denied him its electoral votes in 1960, some of the big decisions of the New Frontier were made during the president-elect's conferences there. Between November 16th and 18th, 1963, just days before his assassination in

Dallas, President Kennedy was in Palm Beach, Tampa, and Miami.

Richard M. Nixon was a Florida landowner and frequent visitor before, as president, he established a winter White House at Key Biscayne. During the off-year campaign of 1970, President Nixon touched down for a political address at Tallahassee's airport on October 28.

Jimmy Carter was the first president in the 20th century to visit the Capitol. Arriving in Tallahassee in the evening of October 9, 1980, he spent the night at the Mansion. The next morning, he came to the Chamber of the House of Representatives and, in the presence of Governor Bob Graham, U.S. Senator Lawton M. Chiles, Jr., and other political dignitaries, signed into law the Congressional Act appropriating \$100,000,000 for refugee relief. The President slept in the guest bedroom at the Mansion and shortly after daylight, he ran the track of Leon High School. From Tallahassee, Air Force One winged him along the campaign trail including a stop in Lakeland just before his defeat for reelection on November 4, 1980.

Ronald Reagan visited Florida at least three times during his two terms as president. Most memorable was his speech to the National Association of Evangelists in Orlando on March 8, 1983, in which he made the provocative statement that the USSR was an Evil Empire. Four years later, in a speech to Duval County high school seniors in Jacksonville, Reagan spoke of his imminent meeting with General Secretary Gorbachev, of the Soviet Union, saying "We will sign the first arms reduction agreement in the history of relations between our two countries."

President George H. W. Bush visited Tallahassee for four hours on September 6, 1990, to lend a hand in the reelection campaign of Congressman Bill Grant, who had earned Republican gratitude by switching parties after having been elected in 1986 as a Democrat. The President made addresses on two occasions, at an out-door assembly and a dinner. Admission to each was by contribution to the Grant reelection fund.

President Bill Clinton, who had twice visited Tallahassee as a candidate in 1992, was greeted as president by 4,000 flag-waving supporters on March 29, 1995. After an overnight stay in the Governor's mansion with Governor and Mrs. Lawton Chiles, Clinton made Florida history as the first U. S. presi-

dent to speak to a joint session of the legislature. Numerous visits to the state followed.

In his first term, President George W. Bush made 33 trips to Florida, the most of any president to date. Most of his visits were to help his brother, Governor Jeb Bush, maintain Republican control of the Governor's Mansion, and to attend fundraisers for his own reelection. There were only about one third as many visits to the state in his second term.

Barack Obama made his first trip to Florida as president on February 10, 2009, less than a month after his inauguration. He was introduced by Governor Charlie Crist during a town-hall style meeting in

Fort Myers, at which he spoke about the need for his economic stimulus plan.

President Obama and Vice President Joseph Biden came to Tampa on January 28, 2010, to announce the availability of \$8 billion in federal grants for 13 high-speed rail corridors in 31 states. The Orlando-to-Tampa project received \$1.25 billion, though Governor Rick Scott rejected the proposal, citing potential cost overruns could be a burden to taxpayers.

A long-time golf enthusiast, President Obama frequently visits the state to play his favorite courses in South Florida.



President William J. Clinton addresses a joint session of the Florida Legislature in the House Chamber, Tallahassee, 1995. Clinton made Florida history as the first U. S. president to speak to a joint session of the Legislature.



Photos by Donn Dughi



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