

Fernandina Beach Waterfronts Work Plan Workshops Where is Fernandina Beach Going?

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“Policy and Design” Workshop 2 Summary Report

June 10, 2006

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**Workshop Planning, Facilitation and Report by the
Florida Conflict Resolution Consortium**

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Executive Summary

The Fernandina Beach Master Planning Process will engage property owners, interested citizens, business interests, responsible government agencies and others in shaping a plan that address common and conflicting hopes and concerns. The goal is to efficiently involve everyone in issue identification, planning and problem solving. In just three workshops participants will build on existing comprehensive, Community Redevelopment Agency (CRA), Historic District and other plans and focus on the critical issues needed to create the future that the people of Fernandina Beach desire.

This report is on the Policy and Design Workshop held at City Hall on June 11, 2006. The objectives of the workshop were to:

- Layout and seek consensus on a conceptual master plan map
- Draft guidance for addressing key policy issues
- Consider implementation challenges

The workshop participants developed plans and policies for the areas east and west of Front Street and a strategy for a sustainable seafood industry. Strategies for the area east of Front Street includes points of interest, streetscaping, maintaining the historic character, building an active, walkable downtown, allowing appropriate mixed uses and density increases. West of Front Street there will be a fountain and plaza that lines up with Centre Street and extends out to a gazebo on a public pier. There will be facilities and green space for festivals and events south of Centre and to the north there will be restaurants, shops and services to serve marina users, residents and tourists. The sustainable seafood industry strategy calls for docking, processing and marketing facilities and support from the City, Port Authority and others. There was also a brief discussion of funding sources and other implementation issues.

The workshop ended with a review of activities and products, concluding comments from participants and encouragement of everyone to talk with neighbors and colleagues about the vision and to bring them to the final workshop on Saturday July 8 from 10:30 to 4:30

Workshop 2 Summary Report

Opening

Tom Duffy, the Chair of the Fernandina Beach Waterfronts Florida Steering Committee, welcomed everyone. He acknowledged the committee members present and opened the public workshop. Dr. Tom Taylor from the Florida Conflict resolution Consortium, the workshop facilitator, explained the proposed steps in the work plan development process (Appendix B) and the workshop agenda (Appendix A). Dr. Michael Conrad from the Florida Department of Community Affairs provided an overview of the Florida Waterfronts Florida Program. The stated objectives for the workshop were to:

- Layout and seek consensus on a conceptual master plan map
- Draft guidance for addressing key policy issues
- Consider implementation challenges

There was an overview of these proposed work plan components:

Components

- A. Building and facilities design/ land uses
 1. Public and private lands west of Front Street
 2. Public and private lands east of Front Street
 3. Design standards for the redevelopment area
- B. Policy Development
 1. East of Front St. - mixed-use zoning category provisions: allowable uses, intensity, parking, etc.
 2. West of Front Street overlay or zoning category requirements
 3. Working waterfront sustainability strategy
- C. Implementation Issues
 1. Priorities for use of CRA and other funding
 2. Guidelines for public private partnerships
 3. Assurances of plan compliance/flexibility
 4. Five-year capital improvement plan

Design Elements and Policies

Two groups were formed for the areas East and West of Front street to consider how to achieve the desires identified at the first workshop. The work of the two groups were presented and refined in the full group. In the afternoon they divided again to work on policy details and a third group worked on a strategy for sustaining the seafood industry. The following is a summary of what they came up with. The concepts were also captured on maps of the two areas, see attached photos or view them on the web site. At the end the full group rated the acceptability of the proposals using this scale: 3 = I support the plan, 2 = I have concerns but can live with it and 1 = I am opposed to the plan. The rating results are at the end of each

Design and Policies for the Area East of Front Street

Architects Joel Reitzer and Marjorie Weibe-Reed lead this group and Justin Leal assisted with the facilitation and recording. This is a description of the design features and policies for the area East of Front Street developed in the small and full group (see plan).

Design/ Land Use Recommendations

- Allow more mixed uses in both the commercial and industrial areas
- Preserve the historical character of existing and assure compatible new buildings
- Establish an ethnic heritage area or district and research additional areas of ethnic/historical significance
- Create a multi-purpose area with a focal point feature [where?]
- Front Street
 - Redesign for rail, pedestrian and vehicular use
 - Provide public amenities and connections
 - Install attractive landscaping Lighting
 - Provide parking
- Walkable community
- Provide places for kiosk businesses
- Conduct a traffic flow study to evaluate one-way versus two-way streets
- Historical/ Ethnic awareness/ Identification
- Establish/maintain water view corridor on Ash, Centre and Alachua Streets
- Identify additional historical properties/district
- Open East West grid to Front Street
- Make street improvement; focus on Ash St., Front St. and Center Ave.
- Improve the 2nd Street streetscape
- Make infrastructure improvement south of Cedar Street
- Assure this is a walkable community
- Enable future redevelopment of industrial areas
- Update the parking study

Public Policy Provisions

- Allow density increases to 17 units
- Assure fair taxing with incentive for small businesses
- Cultural points of interest
- Consider adjustments in the height limits
- Adopt a master plan
- Promote the heritage of the area
- Review Signage regulations
- Expand CRA to the south from Ash to Date Street between Front and 3rd Street

Density (Currently 8 units/acre)

The full group considered alternative densities and voted for the one they preferred. After the first vote concerns were clarified and these points added and considered in the second vote.

- More density would be allowed from Front to Second Street
- The character would be compatible with existing buildings
- This could include mixed uses

Density	1 st vote	2 nd vote
10 units per acre	2	0
17 units per acre	11	11
34 units per acre	5	14

Mixed Use Zoning

The group agreed that more mixed-uses should be allowed to be consistent with historical uses and to provide flexibility to choose feasible market-based uses. Commercial can be above, below and side-by-side residential. A list of possible uses were considered, some were excluded and the acceptability of the following were rated using this scale: 3 = I support the use, 2 = I have concerns but can live with it and 1 = I am opposed to the use.

Land Uses East of Front Street	3	2	1
Automotive Rental Agencies (Cars off-site)	10	2	1
Barber and Beauty Shops	20	2	0
Bed and Breakfast Inns	All		
Book and Stationery Stores	All		
Taxi Stations	1	5	12
Trade, Vocational, and Arts Schools	13	7	2
Business Services such as Copying, Mailing, or Printing (Kinkos)	All but	0	1
Clubs, Public or Private; Community and Recreation Centers	All but	3	1
Marine Supply and Sales	11	2	1
Day Care Center	2	5	11
Drug Store or Pharmacy	All but	1	1
Banks, and Credit Unions	11	4	1
Grocery Store	17	1	0
City Hall	All		
Health Clubs and Gyms	All but	4	
Laundry and Dry Cleaning, On-Site, including Self-Service Laundry	3	7	8
Liquor Store, Lounge, and Bar (without drive-through window)	All		
Lodging Accommodations (hotel/motel)	6	6	5
Medical and Dental Clinics	All but	1	
Music, Dancing, Photography, or Art Studios or Galleries	All		
Outside Sales	10	5	4
Parking Lots and Parking Garages	All but	2	
Parks, Public	All		

Picnic Areas, Trails, and Nature Facilities	All		
Professional Offices	All		
Recreation, Indoor Facilities, such as Billiard Parlors, Bowling Alleys, Game Rooms, and Skating Rinks	8	9	3
Religious Facilities	3	0	All but
Residential Uses:			
Single-Family	All		
Two- and Three-Family	All		
Four- or More Family	All but		1
Resort Rental	12	2	3
Restaurant, With or Without Drive- Through Window	19	1	1
Retail Stores	All		
Specialty Food Stores, such as Bakeries or Ethnic Grocers	All		
Specialty and Gift Shops such as Art, Antique, or Jewelry Shops, Books, or Stationers	All		
Terminals for Freight or Passengers, By Ship			
Theaters, Movie or Performing Arts (Indoor or outdoor Only)	All		

Topics to be Addressed in an Overlay District East of Front Street

Design Elements	3	2	1
Exterior fabric/Building materials (wood, brick, hardiboard, etc)	All		
Foundations and Infill	All		
Paint Colors	All		
Porches/Decks/Balconies	All		
Windows	All		
Doors and Entrances	All		
Storefronts	All		
Signage	All		
Awnings	All		
Shutters	All		
Massing/height	All		
Roofs and Roof Surfaces	All		
Landscaping	All		
Lighting	All		
Parking Location and design	All		
Height of structures	All		
Front Yard Setback	All		
Rear yard Setback	All		
Side Yard Setbacks	All		

Design and Policies for the Area West of Front Street

This group was lead by Randy Rice, a local architect, with facilitation and recording by Tom and Alana Taylor.

Piers, public space, walkways and marina

- Create a public plaza with a fountain at the river end of Centre Street.
- The area south of Centre should be developed with green space and facilities for special events including a band shell.
- Build a public pier with a Gazebo at the end to provide a destination and focal point at the end of Centre Street.
- Provide a smaller pier and gazebo extending from Alachua Street as part of the marina.
- Build a new bulkhead that will contribute to a self-cleaning marina and a public walk along the water. The City and owners will work together prepare legal agreements and obtain permits needed. This may require a joint public-private venture.
- Provide a “T” dock for cruise ships.
- There will be a public walkway along the waterside of Front Street.
- Provide a pedestrian rail crossing at Ash that can access the new theater, museum and possible convention center to the South.

Development of the private area at the south end (If the owner is willing and if it is permissible)

- Develop a canal where the drainage ditch is to dock shrimp boats
- Provide a walkway and restaurant for public viewing
- Create a seafood industry, environmental educational center.

Development north of Centre Street

- This would be an area for restaurants, shops and services for the public and marina users.
- There was not consensus on whether residences should be allowed above the commercial.
- If there are residences they should not be adjacent to the industrial uses to the North. Any required buffer should be provided to the South of the current industrial zoning.
- Views of the water should be maintained from the East-West streets.
- No parking required

Housing West of Front

The breakout group spent a significant amount of time discussing whether housing should be permitted above commercial uses on the waterfront. The housing could be for workers, owners, marina users, permanent residents or tourists. There concerns about the height limit/number of stories, protection of water views from the other side of Front street and the importance of having residents to increase activity in the area. It was recommended that no residences be allowed near the existing industrial uses to the North so there would be no limits on future development in the industrial zone; maintain the buffer in the mixed use zone not in the industrial zone. This is the full group’s rating of the acceptability of housing west of Front St:

3	2	1
23	15	8

Proposed zoning district for the CRA West of Front Street

(MW-1) Mixed Use Waterfront

The MW-1 District is intended for the development of land used fronting the Amelia River waterfront including commercial, recreational, cultural and water dependent and waterfront-related businesses and activities. The mixed use waterfront zoning district is designed to accommodate marinas, piers, docks businesses use structures, retail stores, personal service establishments entertainment facilities, restaurants, civic and cultural uses and waterfront-related wholesale, processing, and boat docking activities. All landowners must dedicate an easement for a public boardwalk. The goal of MW-1 zoning is to permit uses that are appropriate for prime tourism and commercially oriented land, to accommodate shrimping businesses and be a recreational draw for local citizens.

Permitted uses would include:

- Marinas
- Public Fishing Piers
- Docks for tour boats and charter fishing boats
- Docks for shrimp boats and shrimp processing facilities
- Shrimp wholesale and retail sales facilities
- Cruise ship docks and terminals
- Retail stores (including gifts, grocery, pharmacy, marine supply)
- Personal services businesses (beauty, spa)
- Offices
- Artist's studios
- Theaters (movie or performing arts-indoor or outdoor) and other entertainment
- Restaurants, cafes and bars
- Public Parks, plazas, walkways and trails, fountains, gazebos, band shells
- Museums
- Banks and ATM
- Clubs (such as sailing)
- Tour bus parking stands for taxis and horse drawn carriage
- Outdoor markets" (farmer's, art exhibition)
- Parking Lots and Parking garages
- Limited residential

Strategy for Maintaining a Viable Seafood Industry

- Provide facilities for dockage and unloading
- Build modern, cost effective processing facility (can be offsite)
- Have a wholesale/ retail market
- Include a restaurant
- Seek City help – property tax relief
- Lobby for legislation at local/ county/ state level
- Solicit City help reclaiming submerged lands
- Currently 10-20 shrimp boats, plan for slight growth possible due to closing facilities to the north and south of Fernandina Beach
- Provide incentives for economic development
- Ask for Port Authority support
- Arrange for private operations on City land, users to be charged a fair market value
- Develop public/ private joint-ventures
- Streamline permitting processes
- Evaluate a zoning overlay to support mixed use and traditional working waterfront that is very detailed; the process needs to be open to public review and input.
- Two themes: Destination to do something (piers, music, café); Desire for residence balance ships (water) [?]

Traditional Waterfronts Strategy

3	2	1
30	10	2

Implementation Issues

Matrix of Possible Funding Sources

This list of possible funding sources was presented and discussed briefly.

Grant	Funding Agency	Purpose
Coastal Partnerships Initiative	FDEP	Protection and effective management of Florida’s coastal resources in four specific initiative categories: Working Waterfronts, Access to Coastal Resources, Remarkable Coastal Places, and Community Stewardship.
Waterfronts Florida	DCA	Chosen community receives intensive training, technical assistance and a small planning grant to complete a waterfront revitalization plan. The assistance continues over a two-year period and the grants reimburse a portion of the costs for preparing the plan. Staff of the Waterfronts program work with communities in developing a vision by providing expertise and guidance in the areas of land-use planning, environmental and cultural resource protection, mitigating the impacts of natural disasters and revitalization of the traditional water-dependent economy.
Florida Small Cities CDBG	DCA	Examples of activities that are eligible include: rehabilitation and preservation of housing; water and sewer improvements; street improvements; economic development activities; downtown revitalization; parks and recreation; and drainage improvements.
Florida Recreation Development Assistance Program (FRDAP)	FDEP	Acquisition or development of land for outdoor public recreation use or to construct or renovate trails
Historic Preservation Grants	DOS	To assist in the identification, excavation, protection, and rehabilitation of historic and archaeological sites in Florida; to provide public information about these important resources; and to encourage historic preservation in smaller cities through the Florida Main Street program.

Florida Communities Trust	DCA	Funding for the acquisition of community-based parks, open space and greenways that further outdoor recreation and natural resource protection needs identified in local government comprehensive plans. Projects eligible for funding support user and/or resource-based recreation include bike trails, ball parks, and tot-lots.
Hazard Elimination Program	FDOT	Funds activities for safety improvement projects to correct hazardous locations, sections and elements which may present a danger to motorists, pedestrians, and bicyclists.
Land and Water Conservation Fund	DEP	LWCF is a competitive program which provides grants for acquisition or development of land for public outdoor recreation use. Funds can be used for outdoor recreation areas and facilities such as beaches, picnic areas, trails, ball fields, tennis and basketball courts and playgrounds, along with associated support facilities such as lighting, parking, restrooms and landscaping.
Florida Boating Improvement Program	Florida Fish and Wildlife	Funding to municipalities and counties through competitive grants for projects designed to enhance recreational boating access and other boating-related activities.
Transportation Enhancement	FDOT	Streetscape Improvements
Technical Assistance Grants	DCA	Planning Assistance, visioning

Comments on funding sources

- We need letters of support from agencies, organizations and citizens
- Look to foundations too.
- All development needs to pay impact fees.

Allowable Uses for CRA Funds Per 163.387 (6), CRA funds may be used for the following:

Moneys in the redevelopment trust fund may be expended from time to time for the following purposes, when directly related to financing or refinancing of redevelopment in a community redevelopment area pursuant to an approved community redevelopment plan:

(a) Administrative and overhead expenses necessary or incidental to the implementation of a community redevelopment plan adopted by the agency.

(b) Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the governing body or the community redevelopment agency for such expenses incurred before the redevelopment plan was approved and adopted.

- (c) The acquisition of real property in the redevelopment area.
- (d) The clearance and preparation of any redevelopment area for redevelopment and relocation of site occupants as provided in s. 163.370.
- (e) The repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness.
- (f) All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of agency bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes, or other form of indebtedness.
- (g) The development of affordable housing within the area.
- (h) The development of community policing innovations.

Assurances of Plan Compliance and Flexibility

At the first workshop there were concerns raised about granting exceptions and variances to regulations that may undermine the cities growth management system. It was also recognized that many of these exceptions have been appropriate responses to unique situations. One way to balance these concerns is to clarify policy guidance. Here is an example: Policy 1.03.01 of the Comprehensive Plan states that the City shall “encourage needed re-development and renewal through incentives such as density and intensity bonuses.” Criteria that could be used to evaluate if a bonus is granted could be whether or not the developer will:

- Set aside a portion of the units for low to moderate income households;
- Dedicate some land for public open space, either fee simple or by easement;
- Improvement of public facilities such as sidewalks, river walks, parks, roads, sewer and water facilities, etc;
- Restoring a historic site per the City’s standards;
- Orientation of buildings to street frontage with parking to the rear or side of the development site, if not otherwise required;
- Incorporation of conservation features in the construction of all on-site dwelling units heated or cooled by electricity that saves at least 20% of energy use;
- Using drought tolerant, indigenous landscaping.
- Others?

Five-Year Capital Improvements Plan (CIP)

The CIP is our plan for capital expenditures/projects over the upcoming five years. Required by Chapter 163, Florida Statutes as part of the Comprehensive Plan, the CIP must be:

- Updated annually to reflect planned capital projects and projected revenues to meet level of service standards;
- Financially feasible.
- Reviewed by DCA for compliance; and
- Comprehensive Plan map amendments are prohibited if Capital Improvements Element is not annually updated and submitted to DCA for review.

Regulatory Relief (if you have a vision, urban service boundary and CIP)

- Comprehensive plan amendment process is streamlined and greater flexibility is provided in approved urban service boundaries, urban infill and redevelopment areas, rural land stewardship areas and in areas declared rural areas of critical economic concern.
- Comprehensive plan amendments related to the construction of certain affordable housing units are streamlined.
- Amendments that change residential development but do not increase density can be accomplished under small-scale amendment changes.
- Relief from Development of Regional Impact Review is provided in approved urban service boundaries, urban infill and redevelopment areas, and rural land stewardship areas if mitigation of impacts on state and regional transportation facilities is addressed through a binding agreement with adjacent jurisdictions.

Closing

The facilitator summarized the activities and products of the workshop and encourage everyone to talk to their neighbors and associates about this workshop and to invite them to the next workshop on July 8th. The audience was asked for concluding comments and offered these:

- We need to address affordable housing (Chamber of Commerce had affordable housing group)
- Articulate a vision of what our waterfronts is, what makes us unique?
- It was a good meeting.

Where is Fernandina Beach Going?
Fernandina Beach Waterfronts Program
Work Plan Workshop 2
“Policy and Design”
June 10, 2006
10:30 to 4:30

Objectives

- Layout and seek consensus on a conceptual master plan map
- Draft guidance for addressing key policy issues
- Consider implementation challenges

10:30 Opening

10:45 Overview of Work Plan Components

Components

A. Building and facilities design/ land uses

4. Public and private lands west of Front Street – Randy Rice
5. Public and private lands east of Front Street - Marjorie Weibe-Reed
6. Design standards for the redevelopment area

B. Policy Development

4. East of Front St. - mixed-use zoning category provisions: allowable uses, intensity, parking, etc.
5. West of Front Street overlay or zoning category requirements
6. Working waterfront sustainability strategy

C. Implementation Issues

5. Priorities for use of CRA and other funding
6. Guidelines for public private partnerships
7. Assurances of plan compliance/flexibility
8. Five-year capital improvement plan

11:00 Small Group Work on Design/Land Use Components, for E. and W. components

12:00 Lunch

1:00 Design Group Reports and Full Group Input (1/2 hour for each group)

2:00 Policy Development, for each group

2:45 Break

3:00 Policy Refinement, for each policy component (in the full group)

3:45 Implementation

4:15 Closing

4:30 Adjourn

Fernandina Beach Waterfronts FL Partnership

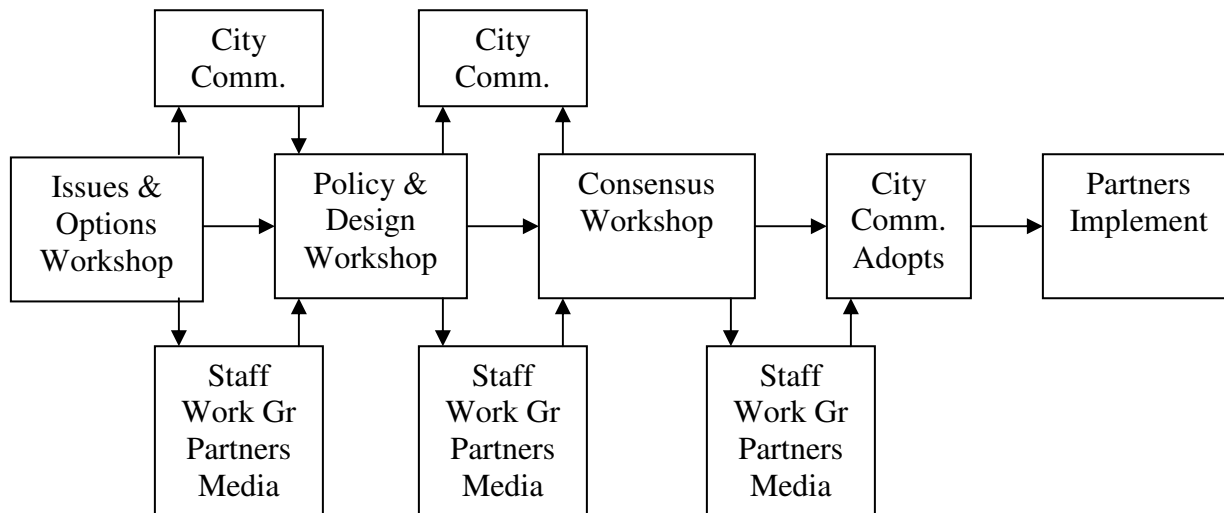
Overview

The Waterfronts Florida Program provides a framework for constructive, cooperative action. The WFP Committee has leadership responsibilities along with the County, and others. Participation is flexible and voluntary. Each partner contributes because they are committed to the common partnership goals and because the partnership benefits them individually. The partners recognize that everyone’s time is valuable and they utilize team building techniques and technology to minimize effort and maximize results. A directory will be developed to serve as a clearinghouse for information on what each partner is doing.

This is a conceptual framework that partners can build upon to realize their aspirations. Everyone is encouraged to share their hopes and add their creative ideas to shape a productive partnership. These are suggested partnership goals or principles:

1. Inform and include all interested and impacted parties
2. Encourage and support success of each partner (in their terms)
3. Maximize the productivity of partner resources.
4. Avoid duplication of efforts.
5. Build consensus, resolve conflicts and mitigate negative impacts
6. Promote the value and benefits of variety/diversity.
7. Comply with all sunshine and ethics laws
8. Encourage creativity and diversity in the overall approach and solution

The Waterfronts Master Planning Process



Fernandina Beach Waterfronts Master Planning Process

Preparation

Steering Committee develops master planning and involvement process
Identify and invite partners and other stakeholders to participate in the process
Compile and summarize past studies and plans in a pre-workshop paper
Plan and prepare materials for the first workshop

Issues and Options Workshop – May 11

Clarify what the community treasures about and desires for the Waterfront
Formulate and prioritize issues to be addressed in the master plan
Identify options for how each issue can be addressed (in small groups)
Determine next steps and responsibilities in preparation for the next meeting

Between Workshops

Present workshop report to the City Commission and get their input.
Send report to all stakeholder groups and individuals and media for feedback
Staff, partners, work groups and consultants complete assigned tasks
Staff and steering committee plan the design workshop

Policy and Design Workshop – June 10

Layout and seek consensus on a conceptual master plan map
Develop guidelines for specific public and private projects
Seek consensus on key, controversial design issues
Draft guidance for addressing key policy issues
Determine next steps for unresolved or unaddressed issues and responsibilities

Between Workshops

Present workshop report to the City Commission and get their input.
Send report to all stakeholder groups and individuals and media for feedback
Staff, partners, work groups and consultants complete assigned tasks
Staff and steering committee plan the consensus workshop

Consensus Workshop – July 8

Review and refine the master plan map
Seek consensus on policy statements
Seek consensus on project proposals
Determine next steps for completing the report to the City Commission

Post Workshops

Staff preparation of the master plan with Steering Committee review
City Commission refinement and adoption of the Master Plan - **August**
Public and private partner implementation, e.g. PAB proposes Comp Plan amendments, Historic District amends LDRs, developers submit project applications, capital budget includes infrastructure and public projects, etc.