

# Guiding The Way To Waterfront Revitalization

## Best Management Practices



# Acknowledgments



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# INTRODUCTION

*Best Practices, Guiding the Way to Waterfront Revitalization* is offered by the Waterfronts Florida Partnership Program (WFPP), Florida Department of Community Affairs, as a how-to guide for individuals and communities with an interest in preserving or making changes at the local waterfront. This guidebook draws from the ideas and on-the-ground know-how of people who work in citizen groups, state and federal agencies, special topic associations, or non-profit organizations to foster change or protect a way of life in water-dependent districts and communities.

The Waterfronts Florida Partnership Program was created in 1997 by the Florida Coastal Management Program to assist coastal waterfronts with revitalization. The program contributes technical assistance, support, and startup grants as part of its partnership with designated communities among 168 municipalities and 35 counties in Florida that are required to prepare a Coastal Management Element for Local Government Comprehensive Plans. WFPP is Florida's approach to revitalization of waterfront areas, a topic of national interest that began soon after World War II and continues into the 21st Century. Waterfronts Florida and this guide are both in part sponsored by the National Oceanic and Atmospheric Administration (NOAA) and by the Florida Department of Environmental Protection (FDEP)/Florida Coastal Management Program.

This guidebook is divided into five parts. The first section, *Waterfronts*, provides an overview of what is happening at waterfronts in general around the United States and introduces case studies on current programs and legislation from Florida and Maine. The second section, *Best Practices*, presents a series of best practices in a framework that includes *Beginnings*, *Commitments*, the *Three Ps* (Planning, Partnering and Performance), and *Sustainability*. Each set of practices is illustrated by one or more case studies based on the work of designated Waterfronts Florida Partnership Communities. The third section, *Lessons Learned*, brings together the advice of individuals who have worked to protect, revitalize, or sustain the waterfronts in their communities. The suggestions are presented in the voices of the experienced. The fourth section, *Capstone*, focuses on the key elements of the Waterfronts Florida Partnership Program and illustrates them through case studies from designated communities. The fifth section, *Around the Waterfront*, points the reader to additional information on such topics as funding sources, planning tools, and project management.

Much of the information offered here is applicable to community initiatives beyond the waterfront. Readers are invited to think broadly, change the keywords as appropriate, and get started! The ultimate goal is to develop and sustain a corps of citizen volunteers who know how to make things happen in their communities – and at the waterfront!

# Wa•ter•fronts

**Noun.**

**Land abutting a body of water.**

**The part of a town or city that abuts water,  
especially a district of wharves where ships dock.<sup>1</sup>**

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<sup>1</sup> waterfront - Definitions from Dictionary.com. <http://dictionary.reference.com/browse/waterfront>, accessed August 21, 2006.

Waterfronts and waterways provide ready avenues to cities and towns across the United States. *Best Practices, Guiding The Way To Waterfront Revitalization* offers a path to understanding these water-edged places where people work, play and visit. The guidebook brings together a collection of processes, ideas for a tool-kit, and stories about how communities large and small work to revitalize business districts, docks, parks, and the surrounding landscape or, in some cases, endeavor to preserve a water-dependent way-of-life.



## WATERFRONTS

Public policy tends to categorize waterfronts according to location, use, and need for redevelopment or change.<sup>2</sup> The uses may be divided according to “working waterfronts,” “recreational waterfronts,” and “private waterfronts.” Such definitions or categories are problematic and on the way to becoming contentious as competition escalates for access to or control of the shorelines. While the area known as the waterfront may include the less visible submerged lands, the waterfront as a place does not generally encompass those areas commonly known as wetlands, beaches or shores.

<sup>2</sup> Goodwin, R. F. 1999. Redeveloping Deteriorated Urban Waterfronts: the Effectiveness of U.S. Coastal Management Programs. *Coastal Management*. 27:239-269.

## WORKING WATERFRONTS

Water-dependent businesses are traditionally considered a part of the marine or maritime industries. Dependency refers to the need for the businesses and users of such places to have access to space to offload or take on cargo, fish, or people. Waterfronts are by definition next to the kinds of navigable lakes, rivers, and oceans that have made trade and commerce possible for humans for thousands of years. The invention of the combustion engine and the evolution of technologies for travel and overland shipping marginalized the waterfront and water-dependent work. The containerization of freight and the advent of super-sized ships with the need for deep-draft channels further diminished the visibility of the traditional, older ports.<sup>3</sup>

The term “port” generally applies to waterside, large-scale complexes in urban areas that are equipped to dock boats and ships and to handle cargo. Port facilities include terminals and storage space for cargo containers, and in some cases freezers and other food storage units to support agriculture and commercial fishing. In today’s world, the public and private ports in the U.S. are often part of what is known as an intermodal transportation system that includes landside connections to truck, rail, and/or air conveyance. Ports typically are located in or adjacent to urban population centers such as Oakland, California; Jacksonville, Florida; or New York City, New York. Tenants may include shipping companies, barges, tugs, and support industries. The ocean-going travel liners of the past have been replaced by cruise ships that offer recreational adventures. The U.S. military operates water-dependent ports in coastal areas as part of national defense. The deep-draft vessels common to ports require deep-water, dockside access and special channels to travel from bays and harbors to open ocean.

<sup>3</sup> Goodwin, R. F. 1999. Redeveloping Deteriorated Urban Waterfronts: the Effectiveness of U.S. Coastal Management Programs. *Coastal Management*. 27:239-269.



Port of Miami • Miami, Florida

Photo: ©istockphoto.com/JRMDESIGN



San Carlos Island, Florida

Photo: www.LAWPL-HERBERT.COM



The waterfronts populated by commercial fishing operations outside the urbanized, large vessel ports are not so neatly defined, although such spots are sometimes labeled “traditional working waterfronts.”<sup>4</sup> Commercial fishing businesses are dependent on access to the waterfront to offload products and, in many cases, process fish and seafood and connect with overland and air transportation. Supporting services commonly include fuel depots, boat builders, marine ways, equipment fabricators, ice plants, and commercial freezers. Charter boat operations, more commonly associated with recreational pursuits because of the customer base, are increasingly included in the category of commercial fishing. The water depths necessary for access to traditional waterfronts may be two to fifteen feet; the access and upland real estate are prized for individuals and businesses with smaller vessels or boats.



PHOTO: WWW.LAMPL-HERBERT.COM

The primary difference between the port and non-port working waterfront is generally one of scale – the size and complexity of the landside and waterside footprints, the number of docks or spaces for mooring, the size of the ships or boats, and the depth of water needed by the boats, ships, and other vessels that populate these working waterfronts.

<sup>4</sup> FAU/FIU Joint Center for Environmental and Urban Problems. 1995. A Profile of Florida's Working Waterfronts. A Report to the Florida Coastal Management Program. Fort Lauderdale: Florida Atlantic University.

## RECREATIONAL WATERFRONTS

Individuals go to the waterfront to watch workboats, buy some seafood, eat a meal, listen to water lap against boats and seawalls, promenade on a boardwalk, and visit retail shops. Tourists book visits at waterfront hotels or resorts. Recreational boaters launch, moor, or rent space in dry storage at or near the waterfront. Marinas, large and small, line the waterfront of rivers, bays, and lakes. Such activities, while not water-dependent, are enhanced by the proximity to the waterfront.

A Florida research team once labeled these areas “modern working waterfronts because they support more contemporary commercial uses...”<sup>5</sup> Administrative rules associated with preparation of local government comprehensive plans in Florida include recreation in the water-dependent uses of waterfronts.<sup>6</sup> The Florida Legislature recently made a place at the working waterfront for recreational as well as commercial water-dependent facilities that provide services or access for the public (see box).

**“RECREATIONAL AND COMMERCIAL WORKING WATERFRONT” MEANS A PARCEL OR PARCELS OF REAL PROPERTY THAT PROVIDE ACCESS FOR WATER-DEPENDENT COMMERCIAL ACTIVITIES OR PROVIDE ACCESS FOR THE PUBLIC TO THE NAVIGABLE WATERS OF THE STATE. RECREATIONAL AND COMMERCIAL WORKING WATERFRONTS REQUIRE DIRECT ACCESS TO OR A LOCATION ON, OVER, OR ADJACENT TO A NAVIGABLE BODY OF WATER. THE TERM INCLUDES WATER-DEPENDENT FACILITIES THAT ARE OPEN TO THE PUBLIC AND OFFER PUBLIC ACCESS BY VESSELS TO THE WATERS OF THE STATE OR THAT ARE SUPPORT FACILITIES FOR RECREATIONAL, COMMERCIAL, RESEARCH, OR GOVERNMENTAL VESSELS. THESE FACILITIES INCLUDE DOCKS, WHARFS, LIFTS, WET AND DRY MARINAS, BOAT RAMPS, BOAT HAULING AND REPAIR FACILITIES, COMMERCIAL FISHING FACILITIES, BOAT CONSTRUCTION FACILITIES, AND OTHER SUPPORT STRUCTURES OVER THE WATER.**

**SECTION 342.201, FLORIDA STATUTES,  
WATERFRONTS FLORIDA PROGRAM**



**Daytona Beach, Florida**

PHOTO: WWW.LAMPL-HERBERT.COM

<sup>5</sup> FAU/FIU Joint Center for Environmental and Urban Problems. 1995 A Profile of Florida's Working Waterfronts. A Report to the Florida Coastal Management Program. Fort Lauderdale: Florida Atlantic University, iv.

<sup>6</sup> Chapter 9J-5, Minimum Criteria for Review of Local Government Comprehensive Plans and Plan Amendments, Evaluation and Appraisal Reports, Land Development Regulations and Determinations of Compliance, Florida Administrative Code (FAC).

## PRIVATE WATERFRONTS

The appeal of waterfront property coupled with a robust real estate market is fast expanding a third category of uses – private waterfronts. Commercial offices, condominiums, marinas, and single-family residences, as first and second homes, line waterfronts in coastal areas. Such developments may exclude the public directly or indirectly. Signs increasingly notify waterfront visitors that docks and ramps are private, for use of property owners only.



Fort Lauderdale, Florida

PHOTO: ©ISTOCKPHOTO.COM/GYMANIE



PHOTO: ©ISTOCKPHOTO.COM/BIANSON

# REVITALIZATION OF WATERFRONTS

## CITY WATERSCAPES AND PORTS

Redevelopment or revitalization of large-scale waterfronts and ports are associated with major cities. For example, the City of Cleveland, Ohio, along with other local, state, and federal agencies and public and private organizations, conducted a 32-month planning process to develop *Connecting Cleveland: the Waterfront District Plan*,<sup>7</sup> which was adopted by the Cleveland City Planning Commission in 2004. Individual projects are expected to be developed along or adjacent to the eight-mile, 3,000-acre waterfront over a 50-year planning horizon, funded by multiple sources including grants from federal and state governments as well as private foundations.

Port redevelopment is an ongoing process, done over and over as tenants move in and out and long-term businesses revamp their operations. Separately, the National Oceanographic and Atmospheric Administration (NOAA) and the U.S. Environmental Protection Agency (EPA) have developed "portfields," which is an interagency initiative intended to support reclamation of contaminated areas for redevelopment, a program modeled after the "brownfields" cleanup and redevelopment concept.<sup>8</sup>

THE LOOSELY COUPLED NETWORK OF AGENCIES AND ORGANIZATIONS – COMMONLY KNOWN AS A PROCESS OF "PARTNERING" OR "PARTNERSHIPS" – ALLOWS GOVERNMENT, NON-PROFIT, AND PRIVATE SECTORS TO POOL COLLECTIVE FINANCIAL, POLITICAL, AND CONCEPT DEVELOPMENT RESOURCES TO TACKLE LARGE-SCALE PROBLEMS.

## BEYOND THE URBANIZED AREAS

Smaller working and recreational waterfronts are found at the margins of industrialized areas and in the towns and small cities beyond the urban centers. Revitalization may begin with a local initiative or because of state or federal programs. Vehicles of change may include a policy process such as legislative action, local plan amendments, or physical improvements such as boardwalks, installation of underground utilities, and signs.

Local revitalization efforts – at the non-urban waterfront and in other venues – tend to aim for what are known as "small wins." A small win is:

...a concrete, complete, implemented outcome of moderate importance. By itself, one small win may seem unimportant. A series of wins at small but significant tasks, however, reveals a pattern that may attract allies, deter opponents, and lower resistance to subsequent proposals. Small wins are controllable opportunities that produce visible results.<sup>9</sup>

Communities tackle small problems that can be solved, one at a time, to establish what amounts to a record of success.

<sup>7</sup> Cleveland City Planning Commission. Home page, <http://planning.city.cleveland.oh.us>, accessed August 22, 2006.

<sup>8</sup> Environmental Protection Agency. Portfields-The Wave of the Future. [www.epa.gov/swerosps/bf/success/portfields.pdf](http://www.epa.gov/swerosps/bf/success/portfields.pdf), accessed August 22, 2006.

<sup>9</sup> Weick, Karl. Small Wins. *Redefining the Scale of Social Problems*. *American Psychologist* 39(1):40-49.



PHOTO: WWW.LAMPL-HERBERT.COM

Panacea, Florida

## WATERFRONT PROGRAMS AROUND THE U.S.

The Coastal Zone Management Act of 1972 provides the authority and financial support for waterfront revitalization programs that are managed by state agencies in the coastal areas of the United States. The states, in turn, work with local communities to provide technical assistance and funding.<sup>10</sup> Federal or state programs may include an application-selection process, grants, and a time-limited period of eligibility for assistance. The primary intent is to foster protection or improvement of the environment, protect cultural resources, provide public access, and foster water-dependent uses.<sup>11</sup> The ultimate goal is to develop planning and organizational capacity at the grassroots level capable of sustaining vital waterfronts.



<sup>10</sup> Goodwin, op cit, 243.

<sup>11</sup> Goodwin, op cit, 243.

## APPROACHES TO WATERFRONT REVITALIZATION OR PROTECTION

The face of the waterfront is changing across the United States. Florida and Maine are at the forefront among the states with established programs that address access for the public and water-dependent business. These programs are highlighted as case studies on the next several pages. New York State also offers a Local Waterfront Redevelopment Program (LWRP)<sup>12</sup> to help communities prepare a land and water use plan for waterfronts along with a companion set of strategies for action. The implementation program includes policy changes and approval of plans by the Secretary of State. Communities are eligible for technical assistance and for grants for implementation. While New York's state-wide program is aimed at communities with waterfronts, the topical focus may include issues that range from waterfront access to environmental concerns. New Hampshire agencies partnered in 1997 to create the Natural Resources Outreach Coalition (NROC) to help communities in the southeastern part of the state expand the use of science in local management of the coastal watershed and develop community capacity. New Hampshire, like other coastal states, is experiencing rapid growth that can overwhelm communities. The coalition initiates up to three community cycles a

<sup>12</sup> Local Waterfront Revitalization Program (LWRP). LWRP - What is it?. [http://nyswaterfronts.com/aboutus\\_LWRP.asp](http://nyswaterfronts.com/aboutus_LWRP.asp), accessed August 22, 2006.

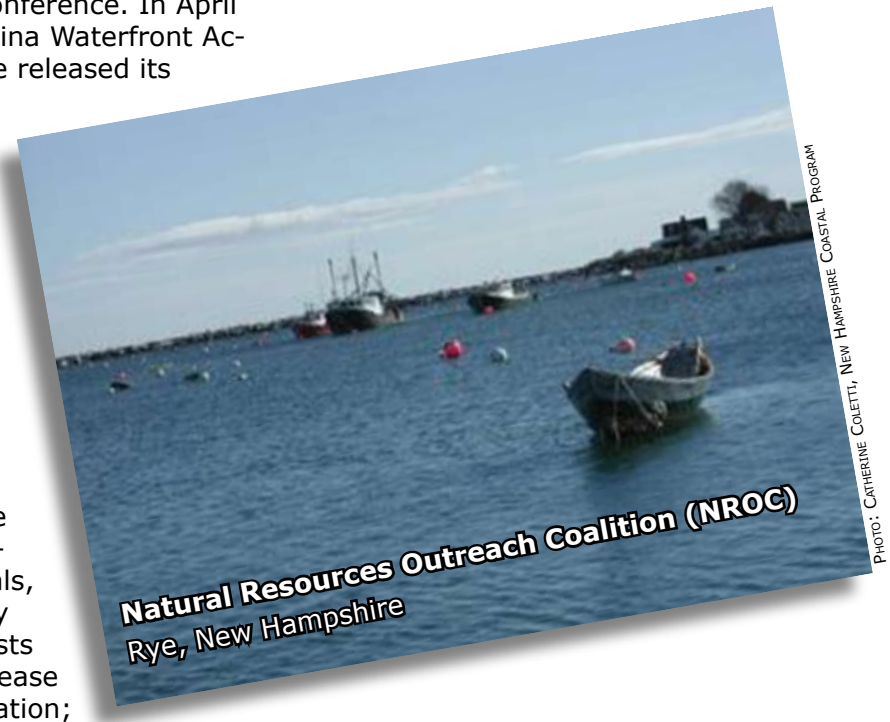
year, matching coalition expertise with community determined needs coupled with three months of intensive mentoring.<sup>13</sup>

Other states are beginning the search for solutions. In April 2005, the Great Lakes Commission and the Wisconsin Department of Natural Resources, Commerce and Administration sponsored a Waterfront Revitalization Conference. In April 2007, the North Carolina Waterfront Access Study Committee released its final report and recommendations and in May 2007, Maine Sea Grant published a report on issues of and solutions for waterfront access across the nation.

The issues are the same from state to state – more and more users compete for increasingly scarce waterfront access. Local government officials, planners, and industry and community activists come together to increase awareness of the situation;

<sup>13</sup> University of New Hampshire Cooperative Extension. NROC Information Sheet, <http://extension.unh.edu/ComDev/Pubs/NROCISF.pdf>, accessed August 22, 2006.

define and refine the working waterfront concept; pool ideas for how to maintain or preserve some semblance of waterfront access for the public and working interests, and look for best practices and lessons learned to guide the way to revitalize and/or protect the waterfront for water-dependent uses. For additional information on these programs, see *Around the Waterfront*, page 55.



## CASE STUDY

## MAINE WORKING WATERFRONTS INITIATIVE

The State of Maine is bounded in part by 5,300 miles of coastline, yet barely 25 miles of working waterfront remain accessible to water-dependent users. The Maine experience mirrors problems seen in other coastal areas of the United States – pressure to develop shorelines for private residences, coupled with escalating property values and corresponding taxes, steadily reduces the pool of affordable property that is available for water-dependent commercial uses.

Maine Senator Dennis S. Damon suggests that the term “working waterfront” should be changed to “struggling-to-survive-waterfront” as recreational businesses such as restaurants and hotels work to redefine themselves as legitimate members of the working waterfront.<sup>14</sup> The loss of access for ferries, commercial fishing vessels, and marinas affects an economic sector that provides 39,000 jobs and \$750 million in revenues in that state.

Maine is taking several approaches to maintain or protect waterfront access for water-dependent businesses. The Maine Coastal Program sponsors the Working Waterfronts Initiative to foster public access to the shoreline, particularly for

<sup>14</sup> Damon, D. S. 2005. “Struggling-to-Survive-Waterfront.” *Fishermen’s Voice*, 10(5), April 2005, [www.fishermensvoice.com/archives/strugglingtosurvive%23246E38.html](http://www.fishermensvoice.com/archives/strugglingtosurvive%23246E38.html), accessed August 22, 2006.

commercial fishing.<sup>15</sup> Long-standing coastal policies support promotion and preservation of working waterfronts. Grants and loans are available for projects that include reconstruction of piers, creation of new boat launching areas, and recruitment of water-dependent businesses. Maine coastal planners work with local governments and local harbor committees to support working waterfronts.

Separately, Maine voters approved two referenda in 2005 to address issues associated with property values and taxation at the working waterfront. The first measure changed the state Constitution to allow lawmakers to give preferential treatment to property owners who use the land for commercial fishing. Under this provision, working waterfronts can be taxed at the “current use” instead of a “highest and best use” rate which is tied to the price of recent sales that reflect increasing demand for what is becoming a scarce resource – waterfront property. This ballot initiative recognizes the economic difference between the dollar value of activities associated with the production and sale of food (seafood) to the public and the production and sale of condominiums for individual, private use.

<sup>15</sup> Maine Coastal Program. Maine Working Waterfronts Initiative, [www.state.me.us/spo/mcp/wwi/community\\_actions.php#waterfront\\_ordinance](http://www.state.me.us/spo/mcp/wwi/community_actions.php#waterfront_ordinance), accessed August 22, 2006.

The second ballot item established the Maine Working Waterfront Access Pilot Program.<sup>16</sup> The Pilot Program is part of a \$12 million statewide initiative to protect sensitive or important properties through the purchase of land and conservation easements. Approximately \$2 million will be set aside to protect strategically significant working waterfront properties. The program provides grants for profit and non-profit private organizations for amounts of up to 50 percent of the cost of purchase for property and/or development rights to maintain waterfront areas for commercial fishing and support activities.

<sup>16</sup> State of Maine Office of the Governor. Governor Baldacci: 2005 Bond Package, [www.state.me.us/governor/baldacci/issues/bond\\_proposal/q5.html](http://www.state.me.us/governor/baldacci/issues/bond_proposal/q5.html), accessed August 22, 2006.



**The Portland Headlight  
Lighthouse  
Portland, Maine**

Photo: © iStockphoto.com/ScottP207

## CASE STUDY

# Waterfronts Florida

PARTNERSHIP PROGRAM

The Waterfronts Florida Partnership Program (WFPP) brings technical assistance and startup grants to designated communities among the 168 municipalities and 35 counties that are required to prepare a Coastal Element for their Local Government Comprehensive Plans. WFPP is Florida's approach to revitalization of waterfronts, an area of interest that began in the United States after World War II and continues into the 21st century.

The WFPP initiative emerged in 1996-1997 as the State of Florida sought ways to support coastal communities affected by the 1994 Constitutional Amendment that limited the size and mesh of nets commonly used to harvest finfish and shrimp in state-owned waters in an effort to preserve marine species. Many small-boat fishers and supporting services went out of business or experienced severe economic hardships because of what came to be known as "the net ban." The 2005 Florida Legislature established the Waterfronts Florida Partnership Program by law under Chapter 342.201, F.S.

The intent is to provide advocacy,

education, and facilitation as tools for community redevelopment of the waterfront:

...It will act as the community's advocate and ombudsman to find answers to specific issues raised by the community. Educational training will focus on linking revitalization to environmental and cultural resource protection, hazard mitigation, supporting the viable traditional waterfront economy and public access to the waterfront resources. Finally, the Partnership will facilitate the creation of a network of communities, individuals, consultants, and organizations that are interested in waterfront revitalization.<sup>17</sup>

Some 54 communities applied to the Waterfronts Florida program between 1997 and 2005; 18 communities in small, sometimes rural counties or remote areas of larger counties became a "Waterfronts Florida Community." Three new communities received the

<sup>17</sup> Florida Sustainable Communities Center. 1997. "FCMP Kicks-Off Waterfronts Florida Partnership." <http://sustainable.state.fl.us/fdi/fsc/news/index.html>, accessed August 22, 2006.

coveted designation in 2007, bringing the total number of Waterfronts Florida communities to 21.

**The Waterfronts Florida Process.** The Waterfronts Florida Partnership Program solicits applications on a two-year cycle. A local government may serve as an applicant; a non-profit or similar type of group may apply if supported by a city or county government. Communities must agree to 1) appoint a Waterfronts Partnership Committee that includes at least one representative from local government and 2) fund the salary and travel expenses for a full-time program manager. Other conditions generally limit the partnerships to smaller waterfronts by excluding the larger deepwater port areas defined by operating revenues of more than \$5 million per year. Communities receive intense support for a two-year period; communities continue participation after the initial period, serving as models, mentors, and members of the Waterfronts Florida Network.

**Community Focus.** Waterfronts Florida communities create a local focus for planning and revitalization through visioning and inclusion of stakeholders with attention to the program's four priority areas – environmental and cultural resource protection, hazard mitigation, economic development, and public access. The vision and plans are developed and implementation begins over the two-year period.



**Grants.** WFPP provides small grants to individual communities to help with different aspects of specific projects, including design work. Grant money may be used to create plans, conduct surveys and studies, develop brochures, and otherwise develop and implement plans. The WFPP staff also works with local waterfront committees to develop partnerships with various organizations to expand the pool of financial and human resources.

**Technical Assistance.** The WFPP staff works with the advisory groups and program managers to get the organization started, develop community based ideas for projects, create an action plan, and implement the local vision for the waterfront. WFPP contracts separately with consultants to offer specialized training on topics such as conflict resolution, grant writing, and economic development. WFPP staff also provides hands-on support to communities that experience problems in the course of plan implementation. Technical assistance may include training in organizational development and effectiveness and may provide exposure to subject matter experts who deal with environmental, economic, hazard mitigation, and public access issues. FDCA also facilitates workshops for visioning, citizen participation, and community planning.

**The Waterfronts Planning Network.** The network is a hallmark of the Florida

program. Program Managers and interested persons come together for a day-and-a-half at waterfront locations in Florida on a quarterly basis to hear from agency personnel and other professionals on topics that may include storm water management, historic preservation, economic development, or

formation of non-profit organizations. The Quarterly Meetings are educational and motivational, and provide Program Managers with an opportunity to share problems and solicit solutions among peers. The Quarterly Meetings are open to communities with an interest in applying to the Waterfronts Florida Partnership Program in the future.



# Best Practices

**Management concept.**

**The idea that there are techniques, processes, and activities that, if followed, can lead to a positive outcome with fewer problems or complications than other methods.<sup>18</sup>**

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<sup>18</sup> Adapted from Best practice – Wikipedia, the free encyclopedia. [http://en.wikipedia.org/wiki/Best\\_practices](http://en.wikipedia.org/wiki/Best_practices), accessed August 3, 2006.

## BEGINNINGS

Let's start at the beginning. Every waterfront project includes individuals, groups of individuals, organizations, and in many cases some type of program that is sponsored by government or by a non-profit organization. Maybe a few individuals get together to remove a derelict vessel or clean up the bay or the shoreline. Maybe others want to save a place at the waterfront for traditional boats and businesses, or yet another group may want to revitalize a once-vibrant business district sidelined by road realignment. Whatever the purpose, someone – or a group of someones – had a vision of what might be, got organized and oriented, and set a heading toward the future.

So what happens first to get the ball rolling? Community planners and organizational consultants think in terms of concepts such as "readiness," "skills," and "capacity." Is the community ready to undertake a series of projects? Do the community members know how to work together; does the community have a history of getting things done, and can the community sustain the level of energy that will be required to complete small- and large-scale projects? Does the community have a goal or set of goals? Communities, on the other hand, may think in terms of money – how will the project or series of projects get

funded? Who will do the work? Who will solve the problems?

A second set of questions has to do with vision – what will the waterfront look like in the future after the work is done and

Waterfront revitalization takes place over time through a collection of individual and group activities that when taken as a whole create a process. Key activities commonly associated with the beginnings of a waterfront project are:



PHOTO: STATE ARCHIVES OF FLORIDA

the community declares revitalization a success? Who is involved in designing and developing the outcome? Who might support the overall project, and who might be expected to oppose it? Where can the community go for help?

### Getting a Vision Mapping the System Looking for Help

Some of the questions, concepts, and tools that are commonly associated with each of these tasks are explained here.

## GETTING A VISION

Community planners encourage stakeholders to get a vision or a view of what it is they hope to accomplish. In the simplest sense, in a visioning process people get together, talk about what they want, and produce what is commonly known as a vision statement or a conceptual map of what the community or designated area could or should look like. The meetings may be informal and formal, unstructured to highly structured, and may take place over a period of months. The development of a vision that can be accepted by the community takes involvement by an array of stakeholders with broad interests as well as those individuals who are focused on the waterfront.

Think of the vision as a beginning, a place to launch a long-range project that will include a series of smaller projects.



Someone or some group of individuals needs to get things started and needs to make sure the work gets done. Planning for the visioning process will help the leaders assess community readiness. Readiness will include consideration of such topics as: leadership, involvement, meeting skills, conflict resolution, and plain old-fashioned willingness to work.

The visioning process needs to be designed, the meeting place secured, people invited ... the list of tasks goes on. Some communities hire consultants to handle the work, other communities seek technical assistance from state or federal agencies, while still others prefer to develop a vision on their own. The planning team may be expected to include the following groups of people:

**Steering committee.** Someone needs to take the helm. The steering committee will guide the overall work of the visioning and will probably be on hand to start the post-vision work. The steering committee may be the only committee

needed to get started, if the members are willing and able to handle day-to-day tasks of planning and execution.

**Operations committee.** The operations committee, if created, could be responsible for the day-to-day work of the group, from securing meeting space to inviting participants.

**Consultants.** Consultants may be hired to manage the entire process. The consultants should not replace the steering committee but may supplant the operations group.

**Stakeholders.** The stakeholders should include the general population, government, business people, and any other categories of individuals or organizations who have an interest in the future of the community or the waterfront.

See "Around the Waterfront" in this guidebook for readings on the visioning process, including a booklet from the Waterfronts Florida Partnership Program.

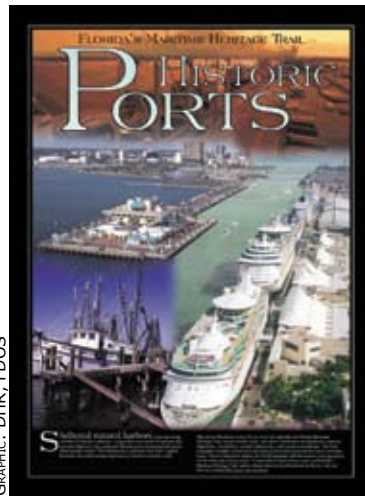


The visioning may take place over the course of several months. You'll want enough time to get organized and focused but not so much time that everyone gets worn out by the exercise. In most cases, the development process will include activities that help people see their community and express their ideas and hopes. Activities may include but not be limited to:

**Create an inventory.** Consider a three dimensional inventory – the past, the present, and the future. For a glimpse of the past, visit your historical society or newspaper archives. Look at state or local projects modeled after the Library of Congress' American Memory.<sup>19</sup> Florida is among the states that provide links to manuscripts and photos of what used to be; try searching the Florida Department of State website using "waterfront," "harbor," or "boats" as the keywords.<sup>20</sup> Check to see if your state has publications or websites specific to waterfronts or maritime history. To capture the present, encourage community members to participate in data collection. Give away disposable cameras, to be returned to the steering committee to produce a photographic collage prior to community visioning. To see the future, check with the city or county land use planning department or its equivalent; many of these agencies prepare future land use maps years in

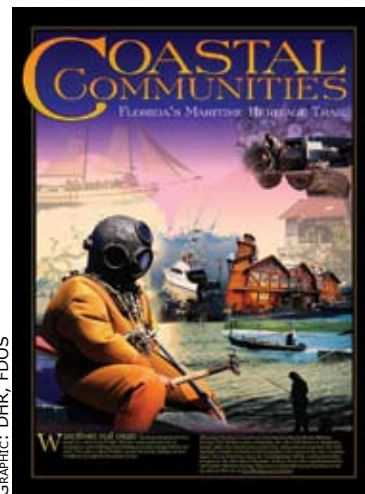
<sup>19</sup> The Library of Congress. American Memory, <http://memory.loc.gov/ammem/index.html>, accessed August 21, 2006.

<sup>20</sup> The Florida Memory Project. FMP Home, [www.floridamemory.com](http://www.floridamemory.com), accessed August 21, 2006.



GRAPHIC: DHR, FDOS

## FLORIDA MARITIME HERITAGE TRAIL



GRAPHIC: DHR, FDOS

advance. Some communities – and some waterfronts programs – inventory the areas according to commercial, residential, industrial, and public or institutional uses.

Use the results of the inventory to create a backdrop for the visioning sessions. Enlarge the photos and mount them on foam board. Create stations that follow the path of the current waterfront so that participants get the "feel" of the area.

**Make way for brainstorming.** There's no such thing as a dumb idea in the brainstorming process. Initially described by Alex Osborn in 1939 as a technique for solving

problems, the brainstorming process is central to generating new ideas for waterfront

revitalization.<sup>21</sup> The basic premise rules out the use of critical comments or judgments during a brainstorming session and encourages the quantity rather than quality of the ideas at the beginning of a project. Capture the thinking.

**Transfer the ideas to a base map.** Get a map or aerial photograph of your waterfront. The local Land Use Planning Department or its equivalent may be a good source, or you might try Google Earth™ mapping services. Transfer the ideas generated in the brainstorming session to a hard copy map. Use acetate and color markers to create hand-drawn overlays.

<sup>21</sup> Osborn, A. 1948. *Your Creative Power*. New York: Charles Scribner's Sons.

## MAPPING THE SYSTEM

Every project, whether it be development of the vision or rejuvenation of the waterfront, takes place within a social context that includes the past, present, and future agendas of federal, state, and local governments and of industries, organizations, and individuals who live in or have interests in the community. Governments have laws and rules; businesses have balance sheets, and community groups have issues of interest. Get to know what groups – elected, appointed, and self-started – populate the landscape in your community. Get to know the issues, interests, and calendars of each group.

Look back at history and keep up with current events. What's been happening at your waterfront over the last five years? Are landowners riding the real estate rocket? Have hurricanes or other natural disasters bottomed out the property boom? Has storm damage slowed change at the waterfront?

Identify attempts to change or keep the waterfront area the same. Who was involved, what were their positions? You want to get to know the names and faces of individuals and organizations



who get involved in local situations. What community or service groups are active in your community? What issues do these groups work on?

Learn to draw a mind map (see next page), either by hand or with software. Use the map to sort out the issues and players who will influence renovation of your waterfront. The map will give you a place to start when you need to get a permit to install a sign at the entrance to your community. Will your group need permission from the city, the county, or the state Department of Transportation? This type of map can give you a place to identify potential conflicts and, eventually, help identify the social networks you'll need to get things done. Try your hand at transferring the information about organizations and government to the hand-drawn base map.

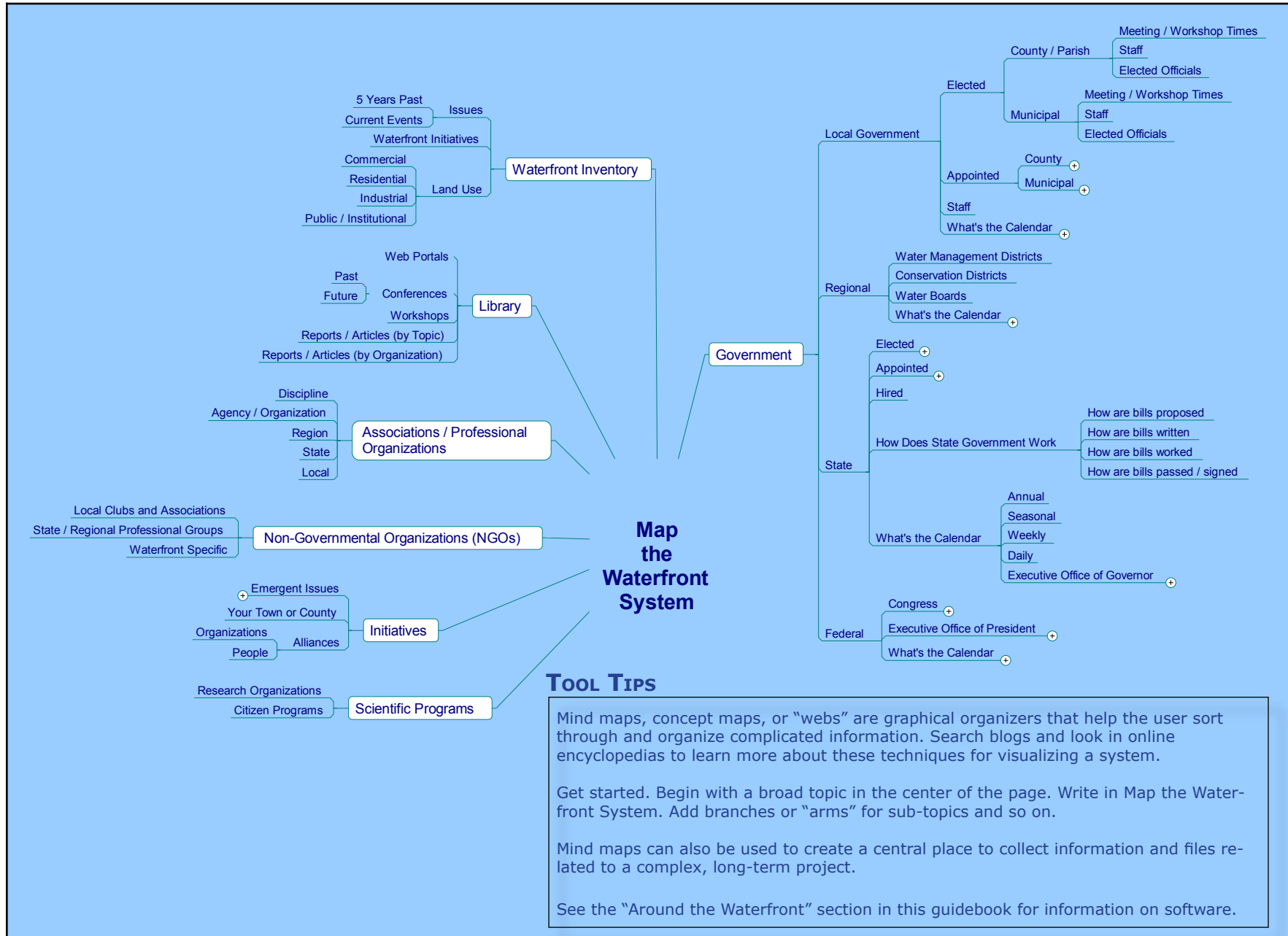
Map out your political system. Do you have a city commission or council? A county commission? How do these work? Who are the current members of each elected group? What are their terms? When are the elections? Do members of your group know the elected officials? Are there appointed advisory boards or quasi-governmental organizations? Does your community have a zoning board or a harbor committee? Are the members elected or appointed? What are their terms? What are their responsibilities? When and where do they meet? Who are the staff contacts? Put this information on the mind map. A sample mind map and definition is provided on the next page. See "Around the Waterfront" in this guidebook for further information on mind mapping.

## LOOKING FOR HELP

Search the Internet with the key words "waterfront programs" or "waterfront revitalization." Transfer the basic information to the base map and the names, telephone numbers, and email addresses to your contact list. Learn more about these programs and what they have to offer. The Florida Coastal Management Program administers the Coastal Partnership Initiative (CPI), a grant program that funds projects in coastal counties, including projects that prepare a community to become designated as a Waterfronts Florida Partnership community.<sup>22</sup> Any community seeking funds to enhance its traditional waterfront economy, protect resources, and mitigate hazards may also apply under the Working Waterfronts category of the CPI. ([www.dep.state.fl.us/cmp/grants/index.htm](http://www.dep.state.fl.us/cmp/grants/index.htm), accessed August 21, 2006).

Make sure to check with local community planners and consultants if your group wants help with visioning and/or construction of a preliminary road map. State-sponsored programs may be available to provide training and technical assistance to help your community prepare for action. For example, the Waterfronts Florida Partnership Program provides a variety of tools including help with organizational development and strategic planning for its designated communities.

<sup>22</sup> Florida Department of Environmental Protection. Coastal Partnership Initiative Working Waterfronts, [www.dep.state.fl.us/cmp/grants/types/waterfronts\\_florida.htm](http://www.dep.state.fl.us/cmp/grants/types/waterfronts_florida.htm), accessed August 21, 2006.



**TOOL TIPS**

Mind maps, concept maps, or "webs" are graphical organizers that help the user sort through and organize complicated information. Search blogs and look in online encyclopedias to learn more about these techniques for visualizing a system.

Get started. Begin with a broad topic in the center of the page. Write in Map the Waterfront System. Add branches or "arms" for sub-topics and so on.

Mind maps can also be used to create a central place to collect information and files related to a complex, long-term project.

See the "Around the Waterfront" section in this guidebook for information on software.

## CASE STUDY

### READINESS — APALACHICOLA, FLORIDA

Apalachicola is the county seat of Franklin County, Florida, a Panhandle city best known for cotton trading in the Civil War era<sup>23</sup> and oysters since the 1880s.<sup>24</sup> The town can boast block after block of historic buildings, and King Retsyo (oyster spelled backwards) still leads the annual Florida Seafood Festival. Yet over the last 20 years the town and surrounding areas have faced significant challenges brought on by hurricanes, pending land development, and a Constitutional amendment in 1994 that banned the use of certain nets in Florida in order to preserve marine species.

By 1997 Apalachicola had become interested in the Waterfronts Florida Partnership Program and its focus on working waterfronts, but program administrators questioned the community's readiness. The City could not provide a full-time program manager, a provision deemed critical



PHOTO: APALACHICOLA BAY CHAMBER OF COMMERCE

to the success of revitalization, and the community had not developed a vision of just what it wanted to look like in the future. Changes in local priorities and in WFPP requirements – plus some hands-on help from a non-governmental organization – favored application in 2002 and the City of Apalachicola, in partnership with the Apalachicola Bay Chamber of Commerce, was designated a Waterfronts Community for the Class of 2003-2005.

**First Step – Visioning.** With the help of contract facilitators, community members developed a vision that addressed protection of the environment and protection of the town's heritage. Top areas of interest were maintenance of the seafood industry and of the town's unique character as an historic, small town. Comments ranged from "People don't want empty

<sup>23</sup> Willoughly, L. 1990. Apalachicola Aweigh: Shipping and Seamen at Florida's Premier Cotton Port. Florida Historical Society: The Florida Historical Quarterly 68(2):179-95.

<sup>24</sup> T.A. Herbert & Associates. 1988. The Franklin Fishery Options Report. Prepared for the Franklin County Seafood Task Force, Apalachicola Bay Chamber of Commerce for the Florida Department of Community Affairs.





condos” to “We know we’re going to want to keep the waterfront; we know we’re going to want to keep the seafood industry.”

**The Result.** By 2006 the City of Apalachicola had contracted for a study on the expansion of docks and support facilities to make way for both seafood and charter boats at the city-owned Scipio Creek

Commercial Boat Basin within the project area. Conceptual site plans developed as part of the WFPP work show a 200-acre project area. Phase I calls for creation of a repair yard for large and small boats, a lift ramp, a maritime heritage center, and an open-air market. Phase II shows an expanded boat basin and the addition of 138 slips configured on 40-foot docks.

**Funding Strategies.** The City of Apalachicola applied for a \$50,000 grant from the Florida Office of Tour-

ism, Trade, and Economic Development in 2005 to move the Scipio Creek project from concept to reality. The City was able to gain points on the application for its experience with the WFPP.

**A Complementary Vision.** The Scipio Creek project is expected to complement the City’s long-term vision in progress for nearby Veterans Park, which sits amidst the waterfront fish houses that line the river in Apalachicola. The Veteran’s Park property was purchased and infrastructure installed through a series of grants from the Florida Recreation Development Assistance Program and the Florida Communities Trust starting in the 1980s.

The City of Apalachicola hopes to begin construction at Veterans Park to repair and expand the linear dock space with a grant from the Florida Fish and Wildlife Conservation Commission. Additional money from the Federal Emergency Management Agency is expected to pay to repair damage to the docks caused by Hurricane Dennis in 2005. The City anticipates additional funding from Florida Recreation Development Assistance Program to complete the project by the end of 2007. The goal is to provide dock space for commercial boats to unload in an area where tourists can watch the traditional activities; non-commercial boats will also be able to use the docks.



GRAPHIC: ROSSER INTERNATIONAL

## CASE STUDY

### GETTING A VISION — MAYPORT VILLAGE

Mayport Village is synonymous with the commercial seafood industry in the Jacksonville-Duval County area of northeast Florida. Shrimp boats and offshore charter operations sometimes known as “head boats” or “party boats” share dock space along the shore of the St. Johns River in the community of roughly 400 residents.

The Mayport area has been identified as a candidate for redevelopment or revitalization for some 30 years. The declining community was a prime candidate for revitalization of a traditional waterfront when the State of Florida created the Waterfronts Florida Partnership Program in 1997.

**The Visioning.** The Waterfronts Florida Partnership Program worked with Mayport Village to develop a community based vision in July 1998. Contributors identified the area’s strengths as the fishing industry, recreational fishing, the ferry, historic buildings, and the Marine Science Center. Weaknesses included the lack of sanitary sewer lines, shabby appearance, and traffic flow – some of which were identified as problem areas in a 1977 community development plan prepared by the City of Jacksonville. The 1998 Mayport Waterfronts Florida vision states:

Although, Mayport is part of the City of Jacksonville, the fishing village’s charm sets it apart from the rest of Jacksonville. The present zoning in the village is not conducive to Mayport’s unique character. The Partnership feels that the village will need to have its own zoning (overlay zone). This new zone will be incorporated into the Mayport Waterfront Revitalization Plan...<sup>25</sup>

Nearly 10 years later, the Mayport Waterfronts Partnership continues to meet monthly at the Waterfronts Partnership office in Mayport, which is staffed by the City of Jacksonville and functions as an advisory group to the City of Jacksonville and the City of Atlantic Beach, the applicants for the original designation. Among other accomplishments, the Waterfronts Partnership worked to establish a working waterfront overlay in the City of Jacksonville’s Comprehensive Plan in 2001; the overlay is to be converted to a separate zoning code and ordinances for Mayport Village.

<sup>25</sup> Mayport Waterfronts Partnership. 1998. The Past..The Present..The Future Mayport Jacksonville: City of Jacksonville Department of Planning and Development.



PHOTO: WWW.LAMPL-HERBERT.COM

PHOTO: WWW.LAMPL-HERBERT.COM

## COMMITMENTS

The startup team got its job done, you now have a vision that foresees a future reflecting ideas and concepts valued by your community, and you have the basics for a road map.

Remember, the visioning process took place in Beginnings — but there's more work to be done. The mission here is to build commitment within your community to support revitalization of the waterfront immediately and over the long haul.

Think broadly about commitments. Revitalization or renewal of the waterfront will take dedication from a collection of individuals who can give ideas, time, and resources over an extended period of time. The workload of day-to-day planning and scheduling may outstrip the time available from volunteers, so be prepared to hire someone to do the job. You will need the support of local and regional elected officials and staff to keep things moving. You will need the cooperation of other civic groups to get things done. If your group decides to apply to a state-sponsored waterfront program, you will need the support of local government officials who will most likely receive and disburse grant money.

The goal here is to build sustainable relationships. Key steps toward gaining commitments for waterfront or other community projects are:

Get Organized  
Learn to be an Advocate  
Get Recognized

Some of the questions, concepts, and tools that are commonly associated with each of these tasks are explained here.



## GET ORGANIZED

### BUILD A TEAM: A CORE AND AN EXTENDED GROUP

Find out who is interested in waterfronts in your community – and remember that you do not have to start from scratch! By now, you have an inventory of the uses in the waterfront and surrounding areas. You probably know the locations of most of the businesses along the docks. You already know the names and faces of the individuals who participated in the visioning process, and you collected the contact information – so you have some place to start.

Now run a full-page advertisement in the newspaper or on a local website. Post a notice in the corner convenience store; pass out flyers. Talk up the project – word of mouth is the strongest form of advertising!

Create an inventory of skills and resources needed so that when volunteers appear, you can make the best use of their talents; consider recruiting at least some individuals with these types of connections or interests, if these skills are not evident in the first wave of responders.

**Political awareness.** Sooner or later every project will run into the need for a permit or other type of governmental approval. Every board should include at least some politically savvy individuals who can talk the language of rules and regulations. This person may be capable of helping the group through difficult interaction if projects require government approvals.

**Fund-raising.** Every community project needs money; revitalization of waterfronts is no different. Studies and plans may be paid for with grants from local, state, or federal sources. Capital improvements may require a more extensive financial commitment and the development of partnerships across organizations. Check for volunteers who know how to get grants and/or perhaps create non-profit organizations that can solicit donations from foundations and other private groups. See “Around the Waterfront” in this guidebook. Think ahead!

**Hand-holding and Cheer-leading.** Some services are best provided by individuals or organizations outside the core group or waterfront partnership. These persons may be referred to as hand-holders or consultants. Consider hiring a professional to keep the group on target.

**Culture broker.** This person knows how to create a path through organizational and governmental processes to get things done. The individual or individuals will have experience in the governmental network; he or she may be willing to share contact information for key individuals in the regulatory system.

**Project management.** Revitalization of a waterfront generally will consist of more than one project, and each project is likely to have sub-projects. Consider it a plus to have individuals with knowledge and experience in the methods of project management. See “Around the Waterfront” in this guidebook for books, organizations, and software on Project Management.

## All Hands!

Got energy, ideas, time, and an interest in helping your community? The Waterfronts Committee is looking for volunteers to help revitalize the Waterfront area.

We've got the ball rolling; now all we need is YOU!

Visit [www.mywaterfront.org/myhometown](http://www.mywaterfront.org/myhometown) for more information and directions to years of service to your community.

## STRUCTURE THE GROUP

Structure the group to fit your community. Select an organizational model that works best for local expectations and practices. Some work groups create a formal structure to satisfy requirements associated with funding but operate in a more laissez-faire or organic style. Other groups establish a Board of Directors, then create subcommittees chaired by a board member to do the work of the organization. In such arrangements, the Board may meet regularly to hear progress reports or field problems – the board does not do the work of the various committees.

New members or participants may join or drop out of the organic group on a continuing basis, while new members may be limited to specific subcommittee roles in the more structured model. Some groups use subcommittees as a type of proving ground where newcomers have a chance to show their commitment and skills before they're asked to take a place on the existing Board or other governing group. The use of subcommittees can reduce the possibility of over-commitment among the members of your group.

Get ready for succession. Sooner or later, the founders will get tired or move on to other pursuits. Who will take the helm? Will the work on the waterfront be a short-term planning exercise or a long-

term commitment to the community? It is best to make plans at the beginning. If possible, create a permanent organization to take over. Perhaps you will want to create a non-profit group that will focus on the waterfront over time. The same group may be able in the short term to expand eligibility to receive grants and donations or to raise money through community events.

## HIRE A PROGRAM MANAGER

Revitalization of the waterfront takes commitment to day-to-day planning and execution that is often beyond the job description of a volunteer. Experienced community workers – volunteers and professionals – stress the need to hire someone full-time to handle these tasks. The new employee may be selected from the group of volunteers or may be provided by local government. You will need to know who will pay the salary for this position, sometimes called a program manager, and you will need to develop a job description. Look for someone who is a “people person” and has a “hands-on” style. Make sure both pieces of information are in hand before you advertise and set up interviews.



PHOTO: WWW.LAMPL-HERBERT.COM

**St. Andrews  
Panama City, Florida**



**San Carlos Island, Florida**

PHOTO: STATE ARCHIVES OF FLORIDA

## LEARN TO BE AN ADVOCATE

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An advocate is someone who can plead a case. Learn to be an advocate for the waterfront project. While you know all about your project, chances are many others in the community do not. Work schedules and busy lives keep individuals from attending many meetings; make sure you take the time to set up a number of get-togethers, and invite the public to learn about the vision for the waterfront.

Go back to the map of organizations and individuals – including the local government officials, staff, and others. Make appointments with each elected person, then go get acquainted – before you need to ask for a favor. Go to city or county commission or council meetings. Become a familiar face, not a face in the crowd. Keep up with changes in staff; the person who favored your program may move on to be replaced by someone with no interest in waterfronts – or, conversely, the person who created obstacles could be replaced by someone who is friendly to your topic. Here's what you want to do:

- Get organized to be a voice for your organization – whether the goal is to improve the waterfront area or to influence construction of a roadway through your neighborhood.
  - Be clear about what your organization wants and intends to do.
  - Knock on doors in the governmental arena.
  - Ask for support.
  - Build reciprocal relationships to minimize disruption of your plans.
  - Ask for guidance as to how to get things done.
  - Offer solutions.
  - Be prepared to communicate person-to-person with officials, staff, and stakeholders outside formal structures such as the visioning process, workshops, and the mass media.
  - Learn how to make presentations – both formal and informal.
  - Learn how to create a series of “leave behinds” – brochures, presentations, calling cards – so that your group stands out.
  - Repeat all of the above.
- 

## GET RECOGNIZED

Go ahead! Put your Waterfront Group on the mind map.

You will need the support – and certainly not the animosity – of the general public and other community groups. Communicate – talk with others outside your group “early and often.” Schedule get-togethers and invite the public to participate. Hold a fish fry! Support local seafood or other waterfront festivals. Do something that screams WATERFRONT.

Get buy-in for the waterfronts revitalization across organizational lines. Make sure to reach out to all parts of the community, and be prepared to account for differences in language – across political and ethnic boundaries and government sectors. Recognize the contributions of others, and expect to revise the original vision as more people get onboard. Involve other groups in the community in the changes at the waterfront.

## CASE STUDY

## STEP UP TO ADVOCACY ~ PORT SALERNO, FLORIDA

Port Salerno is situated at the Manatee Pocket, a secluded harbor south of Stuart, Florida, in unincorporated Martin County near the mouth of the St. Lucie River and the Atlantic Ocean. Known for its fishing fleet during much of the 20th Century, Port Salerno's last fish house converted to an art gallery in recent years. Yet the commercial fishing industry and other water-dependent users including a marina, dry-storage facility, and off-shore charter boats retain a visible presence at the waterfront.

Port Salerno is a designated Waterfronts Florida Community, a member of the Class of 2001-2003; however, the route to waterfront revitalization and protection began with roads. Community organizers came together in the mid-1990s to oppose, and later to influence, changes proposed for nearby Florida Route A1A. Next leaders lobbied commissioners to establish Port Salerno as part of the county's Community Redevelopment Agency (CRA). Over time, community members learned how to negotiate with government and work with diverse groups of stakeholders. They learned to collect data to support requests, held fish fries to raise money, and signed up to stay involved with the CRA's Neighborhood Advisory Committee. Community activists also learned the fine art of politicking and came to recognize the need to support the projects of others in exchange for support for Port Salerno.



PHOTO: PORT SALERNO COMMERCIAL FISHING DOCK AUTHORITY

Martin County government recently adopted a "no net loss" policy to stem the loss of waterfront access for water-dependent businesses as property converts from commercial to private residential uses, requiring developers to find a waterfront space at some other location of equal size for displaced businesses.<sup>26</sup> Others are looking for ways to help boat yards and marinas stay in business as the value of waterfront property continues to climb.

Separately, independent commercial fishers organized a non-profit corporation in 2005 to protect waterfront access for off-loading and selling fish and seafood.



PHOTO: MARTIN COUNTY PLANNING DEPARTMENT

<sup>26</sup> Martin County Commissioners. 2005. Comprehensive growth management plan amendment #05-14, commercial waterfront "no net loss" policy. <http://www.martin.fl.us/GOVT/depts/leg/ords/ord687.pdf>, accessed August 22, 2006.

## CASE STUDY

### A TALE OF TWO COMMITTEES

Mayport Village and San Carlos Island are synonymous with seafood and fishing in Florida. Shrimp boats and offshore charters share dock space near the mouth of the St. Johns River near Jacksonville; shrimp boats line the waterfront at San Carlos off mainland Lee County. Mayport Village and San Carlos Island partnerships were among the first designated waterfronts communities in Florida. Yet the style and structure of the two organizations differ widely, designed to fit the needs of the individual communities.

#### MAYPORT VILLAGE



PHOTO: WWW.LAMPL-HERBERT.COM

The Mayport Waterfronts Partnership formed shortly after designation as a Waterfronts Florida Community. Up to 25 persons can serve at one time on the board of the Mayport Waterfronts Partnership. After nearly a decade, the group meets monthly at the Waterfronts Partnership office in Mayport and functions as an advisory group to the City of Jacksonville, which provides program management support, and to the City of Atlantic Beach. Special topic meetings are scheduled on an as-needed basis; workshops are held on special topics. The Waterfronts Partnership, in its advisory capacity with the City of Jacksonville, conducts public hearings on Mayport-related issues, as required.

Subcommittees are appointed on an as-needed basis.

While special topic groups must be chaired by a member of the Board, the committees provide a point of entry to the official process for other community members. Committee work can provide a track toward service on the board. The now-retired Zoning Subcommittee worked to develop an ordinance and zoning overlay to protect waterfront uses in this tiny village, which that faces increasing pressure from condo development. One current committee is working to install a marker at Historic Old Mayport Cemetery Memorial, while another group recently organized to develop a landscape plan for a roadway easement.



PHOTO: WWW.LAMPL-HERBERT.COM

San Carlos Island, Florida



## SAN CARLOS ISLAND

The San Carlos Island Waterfronts Partnership reflects an evolutionary path to organizational structure and function. The foundation was the San Carlos Business and Homeowners Association, which formed the nucleus of one of Lee County's 11 Community Redevelopment Areas in the mid-1990s. This positioned the area for participation in the Waterfronts Florida program. More recently, San Carlos has been designated as a Community Redevelopment Corporation.

Historically, most of the board members are San Carlos residents or own or operate businesses that process and sell seafood or provide support to commercial fishing, recreational, and other types of water-dependent uses. While the group maintains an official formal structure, participants can expect to be included immediately by simply volunteering. Whoever attends the meetings participates in the decisions. The goal is to maintain working relationships within the community. The San Carlos group does not work through a formal committee structure, yet over the years individual community members have stepped forward to hire consultants to study the area; to sponsor workshops by The Waterfront Center; to create and regularly lead tours of the commercial shrimping docks, and to create zoning options specific to the waterfront community.



PHOTO: WWW.LAMPL-HERBERT.COM

# THE THREE PS — PLANNING, PARTNERING, AND PERFORMANCE

**M**ove into action! Planning, Partnering, and Performance will be critical to change at the waterfront. You will need to define a long-term plan that includes how-to strategies to manage the host of individual projects that contribute to the grand scheme known as the Revitalization of the Waterfront. Likewise, you will need to find partners – many hands make light work – and you will need to perform to get the job(s) done.

The goal here is to stay on target. Key activities commonly associated with the Three Ps are:

**Planning for Success**  
**Partnering**  
**Performance**

Some of the questions, concepts, and tools that are commonly associated with each of these tasks are explained here.



## PLANNING

Look at planning from two perspectives – plan for projects and plan for challenges. On one hand, the group will plan the overall program, identify individual projects that may be expected to contribute to the vision, then breakout the steps or tasks that must be accomplished to make things happen. Separately, the group will need to consider and plan for challenges and changes to the overall vision for the waterfront.

### PLANNING FOR THE PROJECTS

The Waterfronts project may be the group's first opportunity to work together. If you hired a full-time program manager, the process should be easier, since you will have someone to tend to the nuts and bolts of day-to-day tasks and scheduling; however, the Steering Committee will still need to understand and direct the overall flow of events. If a project manager is not hired or does not emerge from the list of volunteers, start looking for ways to get some training for one or more of the individuals in the group. Make sure your program manager has basic skills in project management; consider training as an option.

Most projects consist of many smaller projects, each of which must be managed in its own right and coordinated within the larger scheme of things. You will be working with planners, engi-

neers, and researchers. Here are some questions to consider if you use outside consultants:

- 
- Who will develop a scope of services?
  - How will you find the consultant – advertise, accept word-of-mouth recommendations?
  - Does your local government have a defined process for contracting with professionals?
  - Does your grant require a specific method for contracting?
  - What are the expectations of your group for hiring consultants?
  - How will you manage those persons or companies that provide outside expertise?
  - How will you judge the quality of the work?
- 

See "Around the Waterfront" in this guidebook for books, organizations, and software on project management.

## PLANNING FOR CHALLENGES

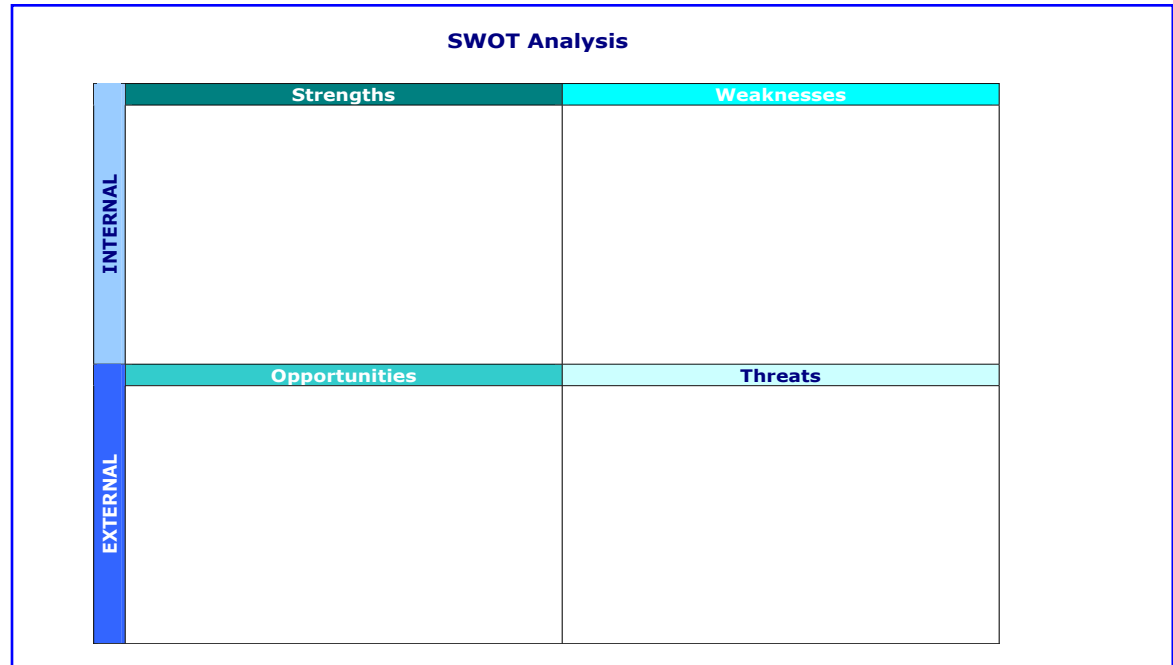
Think strategically. Who might oppose changes at the waterfront at some point in the implementation process? Anticipate the issues. Might these individuals or groups mount a legal challenge? Be ready to defend the community developed vision of the waterfront, yet be willing to understand other points of view. The outsider, opposing point of view can make a project better.

Expand your ways of looking at things. Investigate tools common to the business arena that foster recognition and analysis of the potential for problems within and outside of the effort to revitalize the waterfront. Try doing a SWOT analysis (see next page) with the Steering Committee; use the framework of a Force Field Analysis (see next page) to consider what forces may work for or against the waterfront project; check out the technique known as Six Hats (see page 33), which helps the group develop a 360-degree view of the project or topic at hand. Reach back to *Beginnings* in "Best Practices" to revisit brainstorming techniques to generate ideas, only this time ideas will emerge within a pre-defined or focused structure. Repeat as necessary throughout the life of the program.

## TOOL TIPS

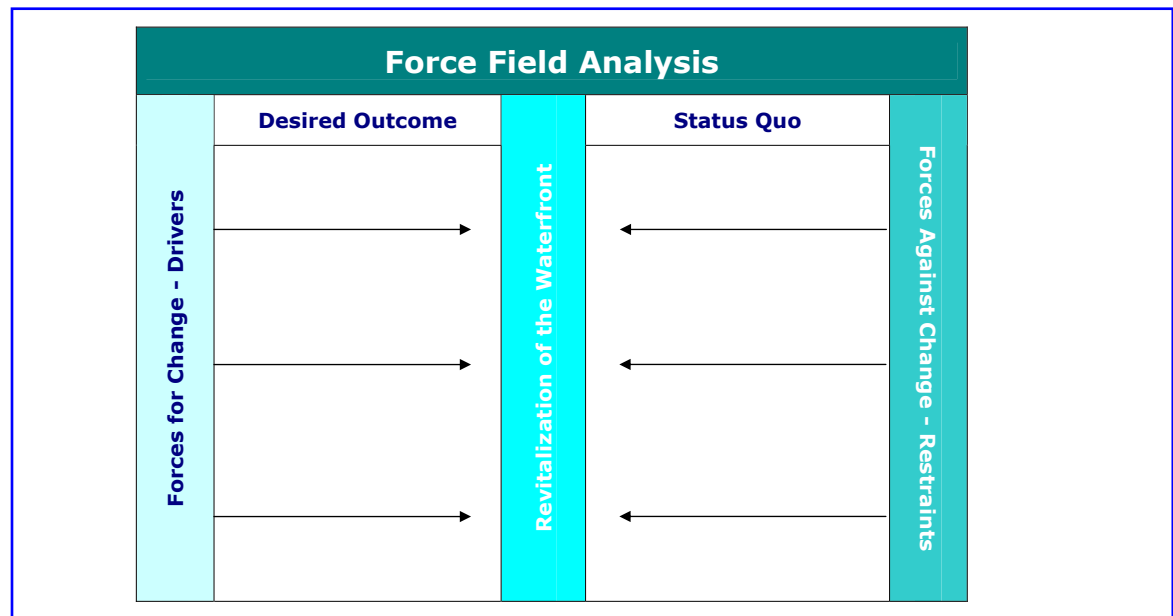
### SWOT ANALYSIS

The SWOT analysis sets up a structured process that can be used to consider the waterfront vision or other topics by its Strengths, Weaknesses, Opportunities, and Threats (SWOT). First envision the Strengths and Weaknesses that might occur within the group, the project, or the long-term vision; focus on the single level of the organization at a time. Next identify the Opportunities and Threats that might occur outside the group. Record the data. Use this method to discover new perspectives – then put the information to work in the planning process. Use the SWOT as an exercise for your committee or advisory group. See “Around the Waterfront” in this guidebook for more detail.



### FORCE FIELD ANALYSIS

Strictly speaking, a Force Field Analysis provides a framework for thinking about what forces might support/drive or undermine/restrain revitalization of the waterfront. The planners or group members identify the forces, then try to figure out ways to strengthen the support or reduce restrictions. Again, record the data, and use the information accordingly.



## TOOL TIPS

### SIX HATS

Edward DeBono's Six Hats exercise works to make sure that everyone has the opportunity and the responsibility to think broadly about a topic or project. No one in the group needs to be locked into the role of the naysayer; everyone takes a turn with the Black Hat to think about the negative aspects of the project. Similarly, all members of the group get the opportunity to think positively. Separately, feelings and emotions – sometimes banned from the work of planning and implementation – are legitimized during the Red Hat round of thinking.



Focus on Facts



Positive Aspects



Negative Aspects



Creativity



Feelings, Emotions



Administration of the Six Hats Exercise

See "Around the Waterfront" in this guidebook for specific links on the SWOT analysis, Force Field Analysis, and the Six Hats. Begin to develop your own set of resources on these and other tools. Check the Internet for more information on SWOT, Force Field Analysis, and Six Hats. Develop your own versions of these techniques.

## PARTNERING

Partners are individuals and organizations that share a common interest and are willing to contribute financial, staff, or political resources to accomplish a goal.

Large organizations – private and governmental – partner on a routine basis to get more done for the money in a shorter period of time or to get a better product or process. At the federal level, the National Oceanographic and Atmospheric Administration (NOAA) partners with other agencies to focus on the waterfronts; in New Hampshire, 11 agencies partner or form a coalition to take training and scientific concepts to local communities in the coastal watershed to enhance decision-making; in Florida, the Waterfronts Florida Partnership Program partners with individual communities in coastal areas to create small wins and to foster long-term grassroots organizational capacity.

Bring partnerships to the waterfront in your community. By now you are practiced in the development of relationships with government officials and other members of the community, including the owners and operators of businesses, groups such as the Chamber of Commerce, industry and environmental associations. Each of these groups warrants a node on your mind map under "Partnerships" and a record in your contact manager.

Reach out. Look for local non-profit organizations, even if the waterfront is not the mission of the group. Find out who in local government makes decisions about sidewalks and other “parts” of the waterfront. Learn about the Department of Transportation in your state for ideas on how to improve and beautify road access to your community.



## PERFORMANCE

Most projects consist of many small projects. You will need to prioritize the individual projects and plan the steps for each project. Break each project into manageable bites. Get committee members and others in the community to take on specific responsibilities or assignments. Have the hired manager track tasks for problems, completion, and quality. Revise, revise, revise.

## SMALL WINS

Think in terms of success. Small wins are building blocks. Prioritize your projects to accomplish one or more highly visible outcomes early in the work to revitalize the waterfront. Some communities build a boardwalk, others create nature walks and put up signs, while others create brochures to inform other parts of the community about the waterfront or conduct tours of the waterfront. Vary the scale, the scope, and the timing of projects. You will want to avoid overloading the group’s human and financial resources.

Get a track record. Look for something that the group can get done in a short period of time with little or no out-of-pocket financial commitment. Make sure the community can see the project – preferably several times a day.

Small wins are intended to be the building blocks for success of larger endeavors. Show the community at large that your first blocks are in place.



Vilano Beach, Florida

## CASE STUDY

GET MORE DONE BY PARTNERING —  
PANACEA

Panacea straddles U.S. 98, the two-lane east-west coastal highway that crosses the Florida Panhandle. The unincorporated community is in Wakulla County, Florida, the sixth fastest growing county in the State of Florida and the 58th fastest growing county in the U.S.<sup>27</sup>

Panacea was the site of a mineral spring spa in the early 20th Century. Today, Wakulla advertises itself as “the natural place to be in Florida,” signaling a shift in image for the rural county that once promoted itself as a “sportsman’s paradise.” Wakulla fishers and fish processors experienced dislocations in 1994 after the voters of Florida placed a “net ban” in the state Constitution, making the area a potential candidate for the Waterfronts Florida program.

The Panacea Waterfronts Florida Partnership was established in 2003 after nearly three years of preparation that included getting the community at large on board for change at the waterfront, developing a vision, and setting up the organization. The Partnership set small, visual projects as a top priority so that others in the community could see the change. They worked with countywide Keep Wakulla Beautiful to sponsor cleanups and transform an industrial concrete wall alongside Highway 98 into a colorful mosaic depicting local coastal scenes. The group partnered with the Blue Crab Festival Committee, local government, and others to turn a defunct seafood restaurant into a waterfront welcome center. With the help of the Ladies of the Moose, the Waterfronts Partnership expanded improvements at Woolley Park, the site of the annual Blue Crab Festival, to include playground equipment. Beyond the local level the partnership received financial assistance from NOAA through the Florida Coastal Management Program for waterfront planning and implementation projects. The partnering process stretched financial and volunteer resources that allowed the Panacea Waterfronts group to accomplish a series of highly visible community projects.



PHOTO: WWW.LAWPL-HERBERT.COM



PHOTO: WWW.LAWPL-HERBERT.COM

<sup>27</sup> Enterprise Florida. Fastest Growing Florida Counties. [www.eflorida.com/countyprofiles/populationgrowth.asp?level1=3&level2=127&level3=338](http://www.eflorida.com/countyprofiles/populationgrowth.asp?level1=3&level2=127&level3=338), accessed August 21, 2006.

## CASE STUDY

### MODEL OF PERFORMANCE — ST. ANDREWS

St. Andrews sits beside St. Andrews Bay in Panama City just off U.S. 98 in the Florida Panhandle. The community is composed of a collection of residential and business uses that include a 102-slip marina for recreational and commercial boats and a waterfront restaurant. A waterfront mid-rise condominium joined the setting in 2006.

St. Andrews was among the first three Waterfronts Florida Partnership communities designated by the Florida Department of Community Affairs in 1997. The community had already completed a vision plan sponsored by a grant from the Florida Coastal Management Program. Nearly 10 years later the list of accomplishments is long and includes visible wins such as the location of a police sub-station at St. Andrews to establish law enforcement in an area of vacant buildings and questionable activities; construction of a waterfront boardwalk, and work with the Florida Department of Transportation to negotiate roadway and landscape improvements.

The St. Andrews partnership is considered a model of success among communities working to revitalize waterfront areas. On an organizational level, St. Andrews models best practices that include the use of the original vision as a guiding document; annual checkups to consider accomplishments and places to improve; willingness to reprioritize; and a regular process to “revise” the waterfront to catch up with current realities. At the management level, the full-time project director, described by others as a “people person,” provides a day-to-day “face” at the city-owned partnership office and a presence on the street and at events. The director keeps current with real and rumored plans for development in St. Andrews and works to encourage proposals for change that fit the expectations and design standards of the waterfront community.



PHOTO: WWW.LAMPL-HERBERT.COM



## SUSTAINABILITY

Let's assume your community's vision is now a reality. The waterfront may look physically different – old buildings have been renovated or razed, new buildings are in place, the boardwalk installed, the docks refurbished. In some communities, the changes may be more subtle – zoning overlays and ordinances have been created by local government to limit the height of new structures or retain the feel and the reality of a working waterfront. Ballot initiatives may have addressed property tax issues that threatened the place of traditional businesses at the waterfront.

The remaining question is – how does your community protect the investment of time and money that it took to create this masterpiece that provides jobs, generates revenue, and builds goodwill? What can you do to make this enterprise sustainable?

Think of Sustainability as a process. Key activities commonly associated with sustainability of a revitalized or protected waterfront project are:

**Succession**  
**Keep Up with Current Events**  
**Make Connections**

Some of the questions, concepts, and tools that are commonly associated with each of these tasks are explained here.



PHOTO: WWW.LAMPL-HERBERT.COM

**Kings Bay • Crystal River, Florida**

## SUCCESSION

Many of us do not like to think about the time when someone else will take the helm, yet planning for succession is a necessary part of the waterfront program if the work will last beyond the commitment of a few individuals. The business of sustainability is made easier if someone or some group takes charge after the initial work is complete.

Succession will be a “next step” if it is planned at the beginning of this endeavor. Perhaps your group incorporated as a non-profit corporation with a mission to sustain the waterfront in the community for water-dependent purposes or for economic development. If so, you will already be familiar with the power of such an organization to become a focal point for elected and appointed officials, to attract grants, and/or to seek donations. If your group has not formalized the organization, get started with the research that will be needed to investigate the possibility of creating a 501(c)(3) non-profit corporation.

Look around for models. Chances are non-profits already exist in your community; these groups are just focused on a different mission. Ask other community leaders how they established a non-profit to carry on after key individuals stepped aside. Such an organization could keep the waterfront in the forefront of public thinking for years to come – making the overall mission and goal of your work sustainable.

Learn about the financial benefits of a non-profit. Such a group can develop access to funding sources beyond those available to unincorporated groups or local governments.

Separately, elected officials might choose an institutional path to sustainability at the waterfront. Local government may create a special district or some other type of tax increment financing mechanism to finance continued work. See “Around the Waterfront” in this guidebook for further information on tax increment financing.

Some communities simply add waterfronts to the list of appointed advisory groups that provide input to councils, commissions, or boards. Such groups may be responsible for identifying new projects and grants to fund the work.

Regardless of the method, your group needs to consider how to sustain community interest in the waterfront.

## KEEP UP WITH CURRENT EVENTS

Expect the project area to change over time. The waterfronts non-profit or advisory group can monitor events and stay involved in the politics of the waterfront. The idea is to keep up with current events, not to micro-manage. Is the real estate market active? Have properties changed hands? If so, has anyone talked with or applied for amendments to the waterfront ordinances just established? Are there any plans afoot to undo the changes that have been agreed to? Any intent to change the character of the waterfront?



Everglades City, Florida

Assuming your group or its successor is in business, go back to the original vision on an annual basis. Has the group met its goals and objectives? What are the priorities for the next year? Does the group or its successors need to re-vision the waterfront?

Keep an eye on changes in the regulatory system that may alter the use or look of the waterfront. For example, have federal rules, perhaps from the Federal Emergency Management Agency (FEMA), changed? Stay in touch with individuals and organizations who monitor public policy. Changes in flood maps may lead to corresponding changes in requirements for elevation of buildings in coastal areas. Separately, state building codes may be in transition in areas subject to wind damage from hurricanes.

From a different perspective, watch for adaptation at the waterfront. For example, what happens if commercial fishing or charter operations lose a spot at the waterfront? Do the businesses disappear or can they adapt? How can the successor organization support adaptation?

Make it a mission to keep the waterfront visible after the initial vision is achieved. Remember that the opposite of "small wins" is the infamous "death by a thousand cuts." Small changes can undermine the benefits of your hard work.

## MAKE CONNECTIONS

Stay connected to broader waterfront interests. Attend conferences and workshops. By now, your mind map, started in "Beginnings" in the *Guidebook*, should be populated with a number of organizations and communities with an interest in waterfronts. Take advantage of the Internet; research your topic – waterfronts – from time to time to update information and look for new opportunities. Keep an eye out for new issues and for new solutions for the waterfront.

Create a peer group among communities trying to revitalize or protect waterfront areas. Learn to mentor individuals and organizations with an interest in improving the waterfront in their communities. Create an advisory group and/or a "Friends of the Waterfront." Sponsor a workshop or series of workshops on your waterfront or waterfronts in your area. Create a network of like-minded organizations.

Your waterfront may become a how-to model for others. How did you get started? How did you organize your group? What worked best, what did not work at all? Capture and pass on your own best practices.

Look back at other models for revitalization or preservation. What "solutions" have other groups tried? Have zoning

overlays and ordinances held up in the face of development pressures?

In Florida, the Waterfronts Florida Partnership Program sponsors workshops on a quarterly basis for persons interested in waterfront topics. The Quarterly Program Managers meetings include speakers and opportunities for networking with like-minded folk and are open to the public at large. Look for similar events in your community and state. Stay connected. See "Around the Waterfront" in this guidebook for further information on events.



San Carlos Island, Florida

PHOTO: WWW.LAMPL-HERBERT.COM

## CASE STUDY

### PROTECTING A TRADITIONAL COMMUNITY — THE VILLAGE OF CORTEZ

The Historic Village of Cortez is located in Manatee County to the west of Bradenton, Florida, near the Gulf of Mexico. The people of Cortez are known for taking charge of their destiny; they conducted a visioning exercise years before the practice became accepted and worked through government processes to attain designation as a National Historic District. More recently, the citizenry joined with Waterfronts Florida and Manatee County planners to create a local approach to protecting the area's heritage as a fishing community, in part as a response to a proposal that would have installed cottage-style resort condominiums amid traditional coastal cottages, crab traps, boats, trailers, and fish houses.

Cortez entered the Waterfronts program in the Class of 1999-2001. The community formed a committee and the county installed a full-time project manager who worked out of an office at Cortez.

**The Vision.** The community based Project Manager worked with the people to survey resources and come up with a vision based on local values. The series of visioning meetings were informal and planned to fit local schedules. Cookies or other kinds of food were always served. The intent was to have enough meetings

to get the job done, but not so many meetings that people stopped coming.

The visioning confirmed that the people of Cortez wanted the community to remain the same. They did not want gated communities; they did not want houses or other buildings that would block the view of the water. In short, they wanted Cortez to remain their home, not a destination for tourists. After all, Cortez had maintained itself as a fishing village from generation to generation.

Likewise, the Waterfronts Committee crafted a work style that fit with the community. Meetings were informal and inclusive; anyone who showed up had a vote. The committee did not want to sacrifice input and buy-in. The primary difference between the elected officers and the rest of the community was that the officers were expected to show up all of the time; other participants could come and go. Meetings were sometimes followed by pot-luck suppers. Sub-committees worked to find an artist to commemorate fishermen lost at sea or in military service, or the reconstruction of a dock.

**Protection.** The Village of Cortez benefits from Manatee County

planning and from a local initiative that began before Waterfronts Florida. From a planning perspective, the Waterfronts group worked with Manatee County to develop a special set of overlays to preserve Cortez. The area was already subject to an historic overlay or special zoning category within the county comprehensive plan, but the provision was generic and did not address the needs of a fishing village where boats and other fishing paraphernalia are a common site. Separately, the owner of a local fish company established a 501(c)(3) non-profit corporation – Florida Institute for Saltwater Heritage (FISH) – to purchase waterfront land slated for development. FISH provides an organizational structure that can be used to sustain a focus on the waterfront.



PHOTO: WWW.LAMPL-HERBERT.COM

# Cap·stone

Noun.

Finishing touch; integration of knowledge, concepts, and experience from within a program.<sup>28</sup>

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<sup>28</sup> Adapted from WordNet Search - 2.1. <http://wordnet.princeton.edu/perl/webwn?s=capstone>, accessed August 3, 2006, and Resources for Teaching and Learning - Outcomes - Spokane Community College. [www.scc.spokane.edu/assessment/define.htm](http://www.scc.spokane.edu/assessment/define.htm), accessed August 3, 2006.

## CAPSTONE

If the whole business of revitalizing the waterfront – from Beginnings through Succession – sounds daunting, look around for help. Remember that New York, New Hampshire, and Maine operate community outreach programs to help local areas with waterfront and coastal planning. Florida communities can turn to the Waterfronts Florida Partnership Program, which works with coastal communities to revitalize or preserve local waterfronts.

Each of these programs has something in common. Simply put, communities sometimes need a jump start – some help with getting started, finding a focus, developing a plan for action, and getting things done. Each of these programs has a systematic method that together with staff support can move a community from talk to revitalization. See “Around the Waterfront” in this guidebook for additional information on programs in other states.

The Waterfronts Florida Partnership Program works with designated communities over a two-year period, helping them get organized, create a vision and a plan, and move toward implementation. The Waterfronts Florida Partnership Program brings technical assistance, grants, partnerships with other agencies, and subject matter expertise to coastal areas. Under the WFPP method each community creates an advisory board, hires a program manager, and develops what is known as a special area management plan (SAMP) for the waterfront of interest. The SAMP becomes the blueprint for long-term revitalization, with some projects identified for completion during the two-year period of designation.

The SAMPs reflect each community’s vision of a revitalized waterfront. Waterfronts Florida guides communities to include within the plan four goals that are considered critical to revitalization in coastal areas. These priorities are:

- Environmental/Cultural Resources**
- Hazard Mitigation**
- Public Access**
- Traditional Waterfront Economies**

Each of these themes is discussed here and illustrated by case studies. Please also visit the Waterfronts Florida website at [www.dca.state.fl.us/fdcp/DCP/waterfronts/waterfrontresources.cfm](http://www.dca.state.fl.us/fdcp/DCP/waterfronts/waterfrontresources.cfm) for specific examples of how Waterfronts Florida communities have implemented these themes through their Comprehensive Plan’s goals, objectives, and policies as well as through their land development regulations.



## WATERFRONTS FLORIDA PARTNERSHIP PROGRAM

### PRIORITY ITEMS

#### Environmental/Cultural Resources.

Waterfront projects are by definition within environmentally sensitive areas. Environmental resources may include shallow water areas approved for shellfish harvesting or areas with sea grasses frequented by manatees. Upland areas may include wetlands. Waterfront revitalization could focus on enhancement or protection or require alteration of these existing resources. Either way, regulatory permitting agencies such as the Florida Department of Environmental Protection and the U.S. Army Corps of Engineers should be involved at the planning stages. Similarly, cultural resources might be present at the waterfront area under consideration. In older waterfront areas, buildings 50-100 years old can be subject to historical reviews before renovation or preservation. Waterfront areas may also be subject to archaeological studies.

**Hazard Mitigation.** Waterfront areas are subject to inundation by floods and storm surges during hurricanes and similar events. Waterfront revitalization projects must consider requirements in flood zones and must be built

to the highest possible engineering and architectural design standards to withstand winds and flooding. Planning for flood hazards may be as simple as not building on the waterfront but rather designating such areas for open space, parks, and walkways that can stand periodic inundation with little or no damage. Docks and piers may receive little or no damage if boats are properly moored or removed during storms. Waterfront projects near inlets, open dunes, or beaches should be planned and operated for minimal impact to dunes and vegetation.

**Public Access.** Visitors, vendors, and commercial operators need access to and parking at waterfront areas. Publicly sponsored projects require access for the general public to enjoy the amenities offered by a park or promenade. Publicly sponsored projects that envision private commercial components will also require access via parking areas, trams or buses.

**Traditional Waterfront Economies.** Traditional waterfront economies typically are water-dependent

uses that require locations adjacent to the water. In bygone years, the docks, piers, warehouses, ice houses, freezers, ship repair facilities, boat builders and traders — as well as the streets and alleys that provided access to the water — could not be located elsewhere. Many of these traditional uses, while still critical for the commercial and recreational fishing and boating industries, have moved off the waterfront.

## Waterfronts Florida PARTNERSHIP PROGRAM



## CASE STUDY

# PROTECTING THE ENVIRONMENT AND CULTURAL RESOURCES

Old Homosassa and the Village of Cortez occupy waterfront areas along the Gulf of Mexico on the Florida Peninsula. Old Homosassa is located in an unincorporated area of Citrus County; Cortez is located in an unincorporated area of Manatee County. Both communities are beset by encroachment accelerated by the real estate boom.

### Old Homosassa

Old Homosassa sits at the end of a two-lane road just off U.S. 19 near the Homosassa Springs Wildlife State Park. Single-family homes, an old style waterfront inn, low-rise motels, and art galleries cluster among live oak trees draped with Spanish moss. Waterfront restaurants hug the water's edge, boat ramps offer access for recreational boats, and several fish houses maintain a place at the waterfront for commercial fishermen who catch grouper in the offshore areas and stone crabs, blue crabs, and mullet nearshore and inshore.

**Community Work.** Old Homosassa applied for and received the Waterfronts Florida Community status in the class of 2001-2003. A steering committee was appointed and a Citrus County planner served as Program Manager. The com-

munity conducted two visioning sessions and agreed that it wanted to:

- Preserve the character of the community
- Protect the environment
- Promote uniform development and redevelopment
- Promote pedestrian connectivity and public access to the river
- Support the commercial fishing industry

**The Community Look.** Unincorporated areas are sometimes hard to identify as a community or "brand" given the absence of welcome signs commonly associated with cities and towns. Visitors are left to interpret such areas by visible trappings such as boats, crab traps, or art galleries. The Old Homosassa Waterfronts group used grant money and county support to finance the design and construction of a sign to identify the area and a covered kiosk to describe the community's important features and history.

**Planning for Protection.** The committee also worked with WFPP staff, the Citrus County planning staff, and a loose-knit collection of other community groups to create the Old Homosassa Area Redevelopment Plan, which since has been referenced in the Future Land Use Element of the Citrus County Comprehensive Plan. Next the committee developed the Old Homosassa Special Overlay District, which provides standards for design of new and renovation construction; building-to-lot-size ratios, and surface and storm water management systems to protect water quality in the Homosassa River and nearby creeks and streams. The overlay was adopted by the Citrus County Commission in July 2005. The aesthetic standards apply to non-residential structures, but the environmental standards and conventions regarding coverage of lots are mandatory for all properties.<sup>29</sup>



<sup>29</sup> See "'Old Homosassa' Area Redevelopment Plan - Standards" at [www.bocc.citrus.fl.us/commdev/old\\_homosassa\\_overlay\\_rev.pdf](http://www.bocc.citrus.fl.us/commdev/old_homosassa_overlay_rev.pdf) for an example of language used for an overlay district in a coastal area (accessed August 21, 2006).



**Foreseeing the Future.** The visioning exercise conducted in Old Homosassa was a first for Citrus County. Other communities in unincorporated areas of Citrus County have since requested opportunities to create a vision for their areas. Separately, the Waterfronts group became inactive after completion of the redevelopment plan and adoption of the overlay district but reactivated recently when developers requested permission to exceed adopted restrictions for building heights. The overlay provides a foundation for long-term protection of Old Homosassa and may be used as the basis of legal challenges if future developers intend to deviate from adopted standards.

### The Village of Cortez

The Village of Cortez, introduced earlier for its ability to sustain rather than change the traditional working waterfront, returns for an encore and a closer look at the details of how this community manages to preserve itself.

**Community of Activists.** Cortez has a long history of community participation. The Village of Cortez and other coastal communities have struggled since the 1970s to educate the public – particularly the newcomers who flood the coastal areas of Florida – about the service provided by and traditions of commercial fishing. The Cortez Village Historical Society formed in 1984 to “preserve the history and protect the future of this special unique Florida Fishing Village” in reaction to encroachment from development.<sup>30</sup> Key individuals and members of several local organizations created the Florida Institute for Saltwater Heritage (FISH) in 1991 to find a site within

the village to situate a museum for the commercial fishing industry. These same groups of people came together in 1999 as a Waterfronts Florida Community and created a long-term vision and plan.

**Persistent People.** Some 20 years after the formation of the Historical Society and 15 years after incorporation of FISH, the Florida Maritime Museum at Cortez moved to a home in the summer of 2006 in the newly renovated 1912 Cortez Village School. The building will house a permanent collection on commercial fishing, rooms for changing exhibits, an auditorium, and classrooms. The Burton Store, which functioned waterside for years as the primary point of access to Cortez before the advent of roads, will be moved from its temporary perch atop a trailer to a position next to the museum. In addition to the historic structures, the people of Cortez, through the FISH non-profit, purchased adjacent waterfront property to save it from development.

**Paying the Way.** The Waterfronts committee helped the community establish a vision, develop a long-term plan, and eventually get the Cortez Vision Plan into the Manatee County Land Use Code.<sup>31</sup> Much of the work has been financed by volunteer work or county resources; yet hard goods, property, and renovations

<sup>31</sup> See “Design Guidelines, Vision Plan, and Land Development Code Information, Cortez Village Historical and Archeological Overlay District” at [www.co.manatee.fl.us/documents/planning/CortezVillageDesignGuidelines-VisionPlanLDCInfo.pdf](http://www.co.manatee.fl.us/documents/planning/CortezVillageDesignGuidelines-VisionPlanLDCInfo.pdf) for an example of language used for concepts and language used for an historical overlay district (accessed August 21, 2006).

require funds. Grants have been received from sources that include:

- National Humanities Council
- Community Development Block Grant
- Selby Foundation
- Ocean Trust
- Florida Endowment for the Humanities
- Florida Communities Trust
- U.S. Fish and Wildlife Service
- Sarasota Bay National Estuary Program

In addition, FISH and other groups raise money from donations and from an annual seafood festival.



PHOTO: WWW.LAMPL-HERBERT.COM

<sup>30</sup> Allen, Roger B. 2006. Cortez Abstract. Personal Communication.

## CASE STUDY

# WATERFRONT HAZARD MITIGATION STRATEGIES

Florida is subject to the dangers of wind, storm surge, flooding, and shoreline erosion associated with the hurricanes that have become all too familiar in coastal areas over the last decade. The 2004 and 2005 hurricane seasons brought multiple disasters to coastal and inland areas of states along the Gulf of Mexico. Coastal communities have begun to ask “when” not “if” they will be subject to major storms.

Hazard mitigation is defined as “...any action taken to permanently reduce or eliminate long-term risk to people and their property from the effects of hazards...”<sup>32</sup> Hazards by definition refer to risk to humans and human-valued properties.

## HAZARD MITIGATION AT THE WATERFRONT

Coastal communities can take action to reduce local hazards. Some local governments are adding hazard mitigation components to local comprehensive plans. Communities may also work to

<sup>32</sup> Florida Department of Community Affairs. 2001. The Florida Hazard Mitigation Strategy. Tallahassee FL: FDCA.

remove abandoned or “derelict” vessels from waterways, raze or secure abandoned buildings, and encourage waterfront businesses to plan ahead for how and where to secure boats, install removable docks, or otherwise take action to reduce risk to property and personal safety.

The Waterfronts Florida Partnership Program provides speakers and training as part of its Quarterly Program Manager Meetings to raise community awareness of hazard mitigation as a priority for planning. The Florida Department of Community Affairs provides a series of guidebooks that address hazard mitigation from a land use planning perspective. See “Around the Waterfront” in this guidebook for additional information on current and forthcoming titles.

## Looking for Solutions

Several Waterfronts Florida communities and other coastal areas are exploring approaches to reduce or eliminate damage. These include:

**Port Salerno, Florida.** The Port Salerno Commercial Fishing Dock Authority has developed low-cost docking facilities that





Oak Hill, Florida

PHOTO: WWW.LAMPL-HERBERT.COM



Eastpoint, Florida

PHOTO: APALACHICOLA RIVERKEEPER

are expected to be resilient to storm damage. Fishermen off-load products at one of four vendor locations on the docks leased from Martin County. Each vendor maintains an area for off-loading, icing, and transporting seafood to a separate location. The waterfront investment is limited to a sun shade, portable ice/water containers, and a small forklift for off-loading. Vendors transport fish and other seafood to separate facilities for processing. The traditional waterfront fish house commonly associated with coastal areas of Florida is absent at Port Salerno.

#### **Eastpoint, Florida.**

Franklin County is known for production of oysters from Apalachicola Bay. Eastpoint is one of three primary seafood processing areas in the Panhandle county. Several processors or shucking houses were destroyed by a storm surge associated with Hurricane Dennis in 2005. Consequently, the county is exploring off-water options for relocation to less vulnerable areas. The feasibility study is financed by the state Office of Technology, Trade and Economic Development.



Apalachicola, Florida

PHOTO: WWW.LAMPL-HERBERT.COM



Port Salerno, Florida

PHOTO: WWW.LAMPL-HERBERT.COM

## CASE STUDY

# PUBLIC ACCESS TO THE WATERFRONT

The public at large can sometimes be excluded from waterfront areas because of environmental constraints or property issues. Some waterfronts are bounded by marsh grass or rocks that make walking dangerous, and working waterfronts may be off-limits because of liability or safety issues associated with the use of heavy equipment or access to slippery surfaces. Separately, waterfronts are increasingly closed to public access as condominiums and single-family residences replace water-dependent businesses.

**The San Carlos Island Working Waterfront Trail.** The San Carlos Island Waterfronts Partnership in Lee County, Florida, used seed money from the Waterfronts Florida Partnership Program, county matching funds, and sweat equity in 1997-1999 to develop a self-guided walking trail that provides public access to a waterfront area lined by mangrove swamp and shrimp boat masts. Kiosks established at selected locations explain different vistas – Matanzas Pass, the San Carlos Island working waterfronts, and Estero Island. The community's theme for the trail is "A Healthy Bay = Healthy Seafood." Brochures were prepared to complement the information kiosks. The goal was to promote a sense of place and to convey the community's seafood traditions. Trail development

required preparation of cost estimates for supplies and professional services, coordination with the Florida Department of Transportation regarding location of one of the kiosks, and decisions related to the display content.



San Carlos Island Working Waterfront Trail.  
"A HEALTHY BAY = HEALTHY SEAFOOD".

**Manatee Pocket Walk.** The Manatee Pocket Walk eventually will rim the waterfront of this tiny safe harbor at Port Salerno in Martin County, on Florida's Atlantic Coast. Port Salerno joined the ranks of the Waterfronts Florida Communities in 2001 under sponsorship of the Martin County government. The Pocket is home to a waterfront resort, marina, boating support facilities, commercial fishing docks, single-family homes, multi-story condominiums and apartments, and small shops and restaurants.

Port Salerno prepared a vision as a Community Redevelopment Agency prior to designation as a Waterfronts Community; the boardwalk was among the goals. Phase I of the Pocket Walk includes 200 square feet of boardwalk, kiosks to inform walkers of what they are seeing, lighting, and parking. Phase 2 includes expansion of the boardwalk through the commercial fishing docks area. The project required negotiation of submerged land leases for boardwalk areas and for the commercial fishing dock, as well as creation of a lease agreement between the county and the commercial fishing organization.

Other Waterfronts Florida communities are considering boardwalks to enhance public access to the waterfront. Mayport Village hopes to develop a public-private partnership with a developer who proposes construction of condominiums at the waterfront; the public walkway would create a path or buffer between the residential units and shrimp boats tied up at the docks. Plans to build a boardwalk along the waterfront in the City of Apalachicola have been considered but are on hold due to seafood processors' concerns about potential liability.

## CASE STUDY

## TRADITIONAL WATERFRONT ECONOMIES

## Mayport Village

The traditional economy in this north-east Florida community is based on water-dependent uses that include fishing and production of seafoods, tourism, shipping, and national defense. Approximately 250 persons call Mayport Village home.<sup>33</sup> Shrimp boats and other offshore vessels line the waterfront docks.

Seafood production has declined in recent years; two fish houses or processors, a seafood market, and several restaurants currently provide fish for sale to the public. One of the seafood processors is housed in a new, off-water building, yet shrimpers and fishermen still need a place to off-load their catch.

**Waterfront Dependencies.** In the early years, shrimpers harvested from the river and nearshore areas. Mayport Village remained home port for a shrimp fleet even after changes in gear and boat technologies in the 1950s led to deep water harvests and seasonal shifts from the Atlantic Ocean to the Gulf of Mexico.<sup>34</sup> A recent downturn in the shrimping

<sup>33</sup> Godard Design Associates, Inc. 2000. Historic Resources Survey. Mayport Village, Florida. Jacksonville: City of Jacksonville, Planning & Development Department.

<sup>34</sup> Godard Design Associates, Inc. 2000. Historic Resources Survey. Mayport Village, Florida. Jacksonville: City of Jacksonville, Planning & Development Department.

industry is said to be related to the cost of fuel, state and federal fishery management regulations, and importation of shrimp and finfish from abroad.

**Protecting Traditional Economies.**

The Mayport Waterfronts Partnership group developed a working waterfront overlay with standards designed specifically for Mayport for eventual inclusion in the Comprehensive Plan for the City of Jacksonville. The overlay is a first step to a separate zoning code and ordinances for Mayport, which may include the addition of the "Mayport Village Working Waterfront Acknowledgment Form" to be signed by all applications for building permits in the village. In the future would-be builders may be required to acknowledge that:

...the City of Jacksonville has determined that persons on the premises may be exposed to proximity to storage associated with the fishing occupation, and its associated noises and odors...<sup>35</sup>

The goal is to put developers on notice about sights and smells of the commercial fishing industry, to reduce surprises

<sup>35</sup> Proposed revisions to Ordinance 2006-452.

that in other parts of Florida have led to attempts to prohibit on-site storage of traps, boats, and other items commonly associated with commercial fishing.

**Changes at the Waterfront.** Mayport Village is in a period of change. A developer recently purchased waterfront property, razed some structures, and announced plans to build low-rise condominiums. The same developer may work with the Mayport Waterfronts Partnership to create the waterfront boardwalk as recommended in one of many studies conducted by the Mayport group. The boardwalk would provide public access to the edge of the St. Johns River; shrimp boats and fishing boats would be expected to retain a place at the waterfront.



# Lessons Learned

**Management concept.  
Methods that worked or did not work,  
as captured and shared for use by others.<sup>36</sup>**

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<sup>36</sup> Adapted from U.S. Department of Energy. <http://web.em.doe.gov/lessons/bkgd.html>, accessed August 3, 2006.

## THE VOICES OF EXPERIENCE

Hundreds of individuals have contributed expertise, energy, and dedication to revitalizing waterfronts by partnering with the Waterfronts Florida Partnership Program since 1997.

Some practices led these volunteers and program managers to great results, while others led them to rethink strategies.

Selected lessons learned are presented here in the voices of those who know from experience.

### CAUTIONARY TALES

By-laws are to make people courteous – but you may sacrifice input for order.

We got too comfortable with ourselves. Maybe successes can isolate you after a while.

When you hit a brick wall – you’ve just got to negotiate.  
Get in there and make those people your best friend.

Don’t get frustrated.  
Stay in the process even when things don’t go your way.

Don’t burn any bridges. Don’t give up.

Don’t let any doors be closed. Don’t close any doors.

Always be proactive. Don’t wait until you have to react.

Be trustworthy. Bring solutions, not problems.

Be willing to remove board or committee members if they do not come to meetings.

Be prepared to tell people what you’re doing and to take any criticism that comes out.

## COMMUNITY RELATIONS/VOLUNTEERS

Treat people with respect, explain to them what you're doing. Then they're going to hear and understand.

Get the data on what people are thinking.  
Take a survey at public events; use focus groups.

It's crucial to keep open lines of communication with everyone in the community,  
everyone at the waterfront.

Recognize that different groups communicate differently.

Good idea to do double duty with community boards.  
Many communities have a limited pool of potential volunteers.

If you stretch out the volunteer staff, you'll lose focus.

Get the right kind of people on the Board or Committee – well-connected people.  
There might be something they can do for your project in their world.

## FUNDING

The rule is perseverance.  
You've got to go back and back and back.  
You've just got to go back until they feed you a little money.

Look for local foundations, not just the nationwide non-profits.

Look for special, sometimes small pots of money in local and state government.  
Does your city have a budget category for sidewalks or landscaping?  
Does the state transportation department have money for roadside beautification?

Learn to leverage.  
Think in terms of partnerships to get things done.  
Think in terms of a package of grants or series of grants instead of getting a grant.



## GOVERNMENTAL RELATIONS

Most people don't know how to interact with government.  
They missed their civics lessons.

Get to know the people in government offices. Having a contact inside really helps.

Communities know what they want.  
Partnerships with agency staff can cut through problems.

It's important to have friends along the way.  
You have to be able to make a personal connection with an agency,  
with an elected person, to get their ear for a while,  
to be able to impart the passion that you have for your project.

You'll need the cooperation of all the county departments at some point, from recreation to maintenance  
to the people responsible for the restrooms if you're doing a park or pavilion or a boardwalk.

The local government that goes into this with you needs to be appreciated.  
The citizens need to respect the government.

## MEETINGS AND GET-TOGETHERS

Always have food.

Try to pull in an outside speaker.

Know the limits of participation in your community.

Have the meetings on Saturdays or whatever day's best in the community.

Space meetings so people do not get tired of the topic or lose interest in what's happening.

Make it simple to participate.

Make it fun and exciting to participate.

## **SMALL WINS**

You have to use small projects to get going – for the community and for the committee.

Work on things within your control.

When you start dressing up public roads...all of a sudden people get it.

It's synergistic...people see it can look good...they try to make it look better.

## **VISIBILITY**

Pass out bumper stickers with the name of the waterfront.

Send out newsletters.

Get on the speaker circuit – give a talk at the local Kiwanis, Rotary, or other service club.

Get to know the Editorial Board of your local newspaper.

Write a column for the local newspaper.

## **VISIONING**

Watch out for vision exhaustion.

If they've gone through visioning before and are saying 'we've done that,' focus on new or specific topics.

Use the vision to set priorities and stay focused.

Use the vision like a spur.

## AROUND THE WATERFRONT

### FEDERAL INITIATIVES

**Portfields** is a program of the National Oceanic and Atmospheric Administration (NOAA). The U.S. leads a partnership with federal agencies to establish the Portfields program to clean up and redevelop contaminated or polluted properties at public ports. Portfields is an extension of the coastal Brownfields initiative. The partnering agencies include the Environmental Protection Agency, the U.S. Army Corps of Engineers, the Economic Development Administration, Maritime Administration, Department of Housing and Urban Development, Department of the Interior, and Department of Labor. For additional information see [www.brownfields.noaa.gov](http://www.brownfields.noaa.gov) (August 2006).

**Brownfields** is a program of the Environmental Protection Agency, initiated in 1997 to rehabilitate and reuse contaminated real properties. The intent is to reclaim properties in urban areas to reduce the need to develop "greenfields" in new areas. Waterfront properties outside the confines of established ports may qualify for Brownfield assistance. For additional information see [www.planning.org/thecommissioner/19952003/winter03.htm](http://www.planning.org/thecommissioner/19952003/winter03.htm) (August 2006).

### STATE INITIATIVES

#### Florida Technical Assistance & Funding Resources

**A Guide to Federal and State Assistance Programs for Communities**, offered by the Florida Department of Environmental Protection Coastal Management Program, is a compendium of resources on the topics of boating and navigation, community development and revitalization, cultural and historical resources, economic development and

tourism, hazard mitigation and emergency management, land acquisition, natural resource conservation and enhancement, and water and wastewater. These funding programs provide opportunities for partnerships that communities may use in combination with other grants to carry out specific projects. Selected examples are provided below. For additional information see [www.dep.state.fl.us/cmp/publications/community\\_assistance\\_guide/index.htm](http://www.dep.state.fl.us/cmp/publications/community_assistance_guide/index.htm) (August 2006).

**Small Cities Community Development Block Grant Program** provides an opportunity for eligible municipalities and counties to compete for funds to improve housing, streets, utilities, public facilities, and downtown areas, and to create jobs for low- and moderate-income Floridians. For additional information see [www.dca.state.fl.us/fhcd/cdbg/about.cfm](http://www.dca.state.fl.us/fhcd/cdbg/about.cfm) (August 2006).

**Florida Coastal Partnership Initiative (CPI)** offers program funding under four specific initiative categories: Working Waterfronts, Access to Coastal Resources, Remarkable Coastal Places, and Community Stewardship. For the Working Waterfronts initiative, CPI provides training, education, and financial assistance to local governments to develop and implement revitalization plans or prepare to apply for designation as a Waterfronts Florida community. The goal of the Working Waterfronts initiative is to enhance the traditional waterfront economy while addressing the issues of public access, resource protection, and hazard mitigation. For additional information see [www.dep.state.fl.us/cmp/grants/fcpmgrants.htm](http://www.dep.state.fl.us/cmp/grants/fcpmgrants.htm) (August 2006).

**Florida Communities Trust** is a land acquisition program that provides funding to local governments and eligible non-profit environmental organizations to purchase community-based parks, open space, and greenways that address outdoor

recreation and natural resource protection needs identified in local government comprehensive plans. For additional information see [www.floridacommunitydevelopment.org/fct](http://www.floridacommunitydevelopment.org/fct) (August 2006).

**Florida Boating Improvement Grant** is an annual program for all coastal local governments to help serve the needs of motorized recreational boating on marine or estuarine waters. For more information, contact the Florida Fish and Wildlife Conservation Commission at (850) 488-5600, x173.

**Florida Greenways and Trails** program works directly with local agencies, organizations, and citizens to plan and acquire properties that help establish Florida's statewide network of greenways and trails. For additional information see [www.dep.state.fl.us/gwt/default.htm](http://www.dep.state.fl.us/gwt/default.htm) (August 2006).

**Florida Humanities Council** awards grants to support public programs that help preserve Florida's cultural heritage, promote civic engagement and foster connections among humanities scholars, cultural organizations and community groups. These grants are available in different levels of funding to non-profit organizations for use in public programs. In the past, grants have been awarded to libraries, civic groups, universities, colleges, museums, historical societies, theaters, churches, and ad hoc groups such as Friends of the Library. For additional information see [www.flahum.org/sections/grants/partnership\\_grants.html](http://www.flahum.org/sections/grants/partnership_grants.html) (August 2006).

**Florida Inland Navigation District (FIND)** is a special taxing district responsible for maintenance or navigation in waterways along the Atlantic Intracoastal, Okeechobee Waterways and lower west coast of Florida. Grant funding assistance is available to local government entities for projects related to waterway maintenance and improvement. For additional information see [www.aicw.org](http://www.aicw.org) (August 2006).

**Florida Main Street** is a technical assistance program administered by the Bureau of Historic Preservation, Division

of Historical Resources, Florida Department of State, for historic commercial corridors, which can include waterfront areas. The program offers manager training, consultant team visits, design and other technical assistance, and the benefit of experience from other Florida Main Street programs. Main Street is not a grant program but provides technical assistance. For additional information see [www.flheritage.com/preservation/architecture/mainstreet/index.cfm](http://www.flheritage.com/preservation/architecture/mainstreet/index.cfm) (August 2006).

**Florida Recreation Development Assistance Program (FRDAP)** is a competitive program available to municipal and county governments or other legally constituted entities with the legal responsibility to provide public outdoor recreation. FRDAP provides grants for acquisition or development of land for public outdoor recreation use or for construction or renovation of recreational trails. For additional information see [www.dep.state.fl.us/parks/OIRS/factsfrdap.htm](http://www.dep.state.fl.us/parks/OIRS/factsfrdap.htm) (August 2006).

**Florida Resources for Planning and Visioning** is a formal program available to local communities to obtain technical and financial assistance on waterfront issues from a wide range of sources that include the Department of Community Affairs Waterfronts Florida Partnership Program and the Visioning Assistance Program. Outside Florida government, statewide university programs such as Florida State University's Dailey Institute of Government in Florida can be accessed for planning and visioning services through the Tallahassee campus and affiliate universities around the state. Additionally, communities may gain direction from the staff members of the regional planning councils across the state. For additional information see the following websites:

- [www.dca.state.fl.us/fdcp/dcp/visioning/index.cfm](http://www.dca.state.fl.us/fdcp/dcp/visioning/index.cfm) (August 2006).
- <http://iog.fsu.edu> (August 2006).

- <http://web1.cas.usf.edu/iog/TechAssist.cfm?TechAssistTypeID=5> (August 2006).
- <http://myflorida.com/taxonomy/government/regional%20councils%20and%20districts> (August 2006).

**Governor's Office of Tourism, Trade, and Economic Development** provides financial incentives in the form of tax refunds, grants, and loans as well as other services to local governments and businesses in Florida. For additional information see [www.flgov.com/financial\\_incentives](http://www.flgov.com/financial_incentives) (August 2006).

**Hazard Mitigation Grant Program** is a partnership through FEMA designed to assist states, local governments, private non-profit organizations and Indian Tribes in implementing long-term hazard mitigation measures following a major disaster declaration. For additional information see [www.floridadisaster.org/brm/hmgrp.htm](http://www.floridadisaster.org/brm/hmgrp.htm) (August 2006).

**A Resource Guide for Community-Based Organizations in Florida** is a Florida Impact Education Fund publication that "presents an overview of selected resources relevant to community based organizations that are working on issues of neighborhood, community and economic development; neighborhood and community organization; and economic justice." To request a copy of this publication see [www.flimpact.org](http://www.flimpact.org) (August 2006).

**Water Management District Land Acquisition Programs** use money collected through ad valorem taxes and other programs to acquire environmentally significant lands. Local waterfront projects may include lands eligible for environmental protection. The individual programs can be found at:

- St. Johns River – [www.sjrwmd.com](http://www.sjrwmd.com) (August 2006)

- Southwest Florida – [www.swfwmd.state.fl.us](http://www.swfwmd.state.fl.us) (August 2006).
- Suwannee River – [www.srwmd.state.fl.us](http://www.srwmd.state.fl.us) (August 2006).
- South Florida – [www.sfwmd.gov](http://www.sfwmd.gov) (August 2006)
- Northwest Florida – [www.nfwmd.state.fl.us](http://www.nfwmd.state.fl.us) (August 2006).

**West Coast Inland Navigation District** is a multi-county special taxing district, consisting of Manatee, Sarasota, Charlotte, and Lee counties. The District assists in the planning and implementation of waterway projects that promote safe navigation and the enjoyment of water-based activities, such as boating, fishing, and beach recreation. The District has the opportunity to fund waterfront projects. For additional information see [www.wcind.net/index.html](http://www.wcind.net/index.html) (August 2006).

### Initiatives in Other States

Waterfronts communities along the Atlantic and Pacific Oceans, the Gulf of Mexico, the Great Lakes, and inland waterways such as the Mississippi, Ohio, and Schuylkill Rivers face a common problem – competition for scarce shoreline properties and the resulting high prices, high taxes, and conflicts. States, municipalities, and counties or parishes take different approaches to the situation. A number of states operate long-standing, well-developed waterfront programs based on the goals of the Coastal Zone Management Act to foster protection or improvement in the environment, protect historic resources, provide public access, and foster water-dependent businesses.<sup>37</sup> Some states, including Florida and Maine, are adding options that include tax relief and land buying programs to the mix.

<sup>37</sup> Goodwin, op cit, 243.

By virtue of each state's individual governmental structure and the scale of the waterfront, the various programs take on slightly different formats. Programs in New York, Maine, Massachusetts and Maryland originate in the Coastal Zone Programs, while those in North Carolina, Mississippi, and Alabama are tied to National Oceanic and Atmospheric Administration (NOAA) Sea Grant. The latter are also critical and timely because of reconstruction issues related to Hurricane Katrina damage in 2005. The Coastal Zone programs have common themes because of federal coordination but each state approaches implementation to fit budgets and staffing. Similarly, funding available to affected waterfront areas is dependent on available sources that differ in scope and application across the states.

Selected examples of state programs are set out below with specific program links.

***Access to the Waterfront: Issues and Solutions Across the Nation*** is available at the Maine Sea Grant website. See [www.seagrants.umaine.edu](http://www.seagrants.umaine.edu) (May 2007).

***Local Waterfront Revitalization Program Guidebook: Making the Most of Your Waterfront*** is available at the New York State Department of State Coastal Online Resources website. For additional information see [www.nyswaterfronts.com/communities\\_guidebook\\_lwrp.asp](http://www.nyswaterfronts.com/communities_guidebook_lwrp.asp) (August 2006).

***Maine Coastal Program – Working Waterfronts Initiative Harbor Plan*** offers technical support, workshops and resources to local citizens and leaders to sustain working waterfronts along Maine's coastline. For additional information see [www.maine.gov/spo/mcp/wwi/index.php](http://www.maine.gov/spo/mcp/wwi/index.php) (August 2006).

***Maryland's Coastal Communities Initiative*** is administered by the Department of Natural Resources, which is responsible for the state's extensive shoreline on both Chesapeake Bay and the Atlantic Ocean. The website offers extensive links on the Maryland program, as well as other state and federal

programs that are similar to and supportive of this program. For additional information see [www.dnr.state.md.us/bay/czm](http://www.dnr.state.md.us/bay/czm) (August 2006).

***Massachusetts*** publishes a program document, *Preserving Waterfront Communities*, a comprehensive review of waterfront preservation activities in Massachusetts with a useful overview of the national perspective. This document is available at [www.oceanservice.noaa.gov/websites/retiredsites/sotc\\_pdf/WDU.PDF](http://www.oceanservice.noaa.gov/websites/retiredsites/sotc_pdf/WDU.PDF) (August 2006).

***Mississippi and Alabama*** work closely with the Sea Grant organizations. The concept of working waterfronts is being promoted by the Mississippi/Alabama Sea Grant Consortium and is in the development stages. Hurricane impacts have brought a greater focus to redevelopment of waterfront areas. For additional information see [www.masgc.org/mini/workwater/workwaterms.htm](http://www.masgc.org/mini/workwater/workwaterms.htm) (August 2006).

***North Carolina*** Waterfront Access Study Committee released its final report and recommendations for providing waterfront access in the state. See [www.ncseagrants.org/waterfronts](http://www.ncseagrants.org/waterfronts) (April 2007).

## NON-GOVERNMENTAL ORGANIZATIONS (NGOs)

***Florida Institute for Saltwater Heritage (FISH)*** is a model for a non-profit group that has helped promote commercial fishing and working waterfront-related projects. For additional information see [www.fishpreserve.org](http://www.fishpreserve.org) (August 2006).

***Fund for a Better Waterfront, Inc.*** is a group formed to make the waterfront in Hoboken, New Jersey, a park area accessible to the public. The fund provides waterfront assistance to other communities in New Jersey. For additional information see [www.betterwaterfront.com/index.shtml](http://www.betterwaterfront.com/index.shtml) (August 2006).

**Legacy Institute for Nature & Culture** believes connections to natural environments and rural cultural legacies are essential in achieving sustainability. The Florida-based Institute connects mainstream society with environmental and cultural issues through communication programs. For additional information see [www.linc.us](http://www.linc.us) (August 2006).

**Metropolitan Waterfront Alliance** was established to provide education and opportunity for public officials and the public at large to understand waterfront issues in New York and New Jersey coastal areas. For additional information see [www.waterwire.net](http://www.waterwire.net) (August 2006).

**Ocean Trust** is a conservation organization combining science, conservation and partnerships to help maintain the oceans as a resource for all people. In the past, Ocean Trust grants have been available to individuals, associations or companies in fish and seafood production, processing, distribution, retail, food service, support or advisory services within the industry. For additional information see [www.oceantrust.org](http://www.oceantrust.org) (August 2006).

**Port Salerno Commercial Fish Dock Authority** is a local, grassroots organization that in conjunction with the Martin County Board of County Commissioners developed an innovative prototype to provide commercial fishing dock space along working waterfronts that include sport fishing, charter boats, and commercial boats. The Authority can be contacted at (772) 201-7967.

**Project for Public Spaces** focuses on public spaces as central to the construction of community. It includes case studies on waterfront places in the U.S. and other countries. For additional information see [www.pps.org](http://www.pps.org) (August 2006).

## PROJECT RESOURCES

### Analytical Resources

**SWOT analysis** sets up a structured process that can be used to consider the waterfront vision or other topics by its Strengths, Weaknesses, Opportunities, and Threats (SWOT). First envision the Strengths and Weaknesses that might occur either within the group, a project, or the long-term vision; focus on a single level of the organization at a time. Next identify the Opportunities and Threats that might occur outside the group. Record the data. Use this method to discover new perspectives – then put the information to work in the planning process. For additional information see the following websites:

- **Mind Tools: SWOT Analysis – Discover New Opportunities. Manage and Eliminate Threats - Management** [www.mindtools.com/pages/article/newTMC\\_05.htm](http://www.mindtools.com/pages/article/newTMC_05.htm) (August 2006).
- **Value Based Management.net: SWOT Analysis** [www.valuebasedmanagement.net/methods\\_swot\\_analysis.html](http://www.valuebasedmanagement.net/methods_swot_analysis.html) (August 2006).
- **Cultural Alliance of Greater Washington – SWOT: A Planning Tool for the Future** [www.cultural-alliance.org/pubs/swot.htm](http://www.cultural-alliance.org/pubs/swot.htm) (August 2006).

**Force Field Analysis** provides a framework for thinking about what forces might support/drive or undermine/restrain revitalization of the waterfront. The planners or group members identify the forces, then try to figure out ways to strengthen the support or reduce restrictions. Again, record the data, and use the information accordingly. For additional information see the following websites:

- **Mind Tools: Force Field Analysis – Forcefield Analysis - Decision Making from Mind Tools** [www.mindtools.com/pages/article/newTED\\_06.htm](http://www.mindtools.com/pages/article/newTED_06.htm) (August 2006).
- **Accel Team: Force Field Analysis – Kurt Lewin. Team Building Change Technique** [www.accel-team.com/techniques/force\\_field\\_analysis.html](http://www.accel-team.com/techniques/force_field_analysis.html) (August 2006).
- **Iowa State University Extension: Force Field Analysis** [www.extension.iastate.edu/communities/tools/forcefield.html](http://www.extension.iastate.edu/communities/tools/forcefield.html) (August 2006).

**Six Hats** provides an exercise to framework thinking that ensures that all participants have the opportunity and the responsibility to think broadly about a topic or project. For example, everyone takes a turn with the White Hat to think about the facts; everyone takes a turn with the Black Hat to think about the negative aspects of the project. *Six Hats* was developed by Edward DeBono. For additional information see [www.ideafocus.com/products/serious/\\_serious.htm](http://www.ideafocus.com/products/serious/_serious.htm) (August 2006).

**Mind Mapping** involves creating a diagram as a visual representation of concepts and thoughts. Words and ideas can be linked to and arranged around a central key word or idea. The map is used to visualize, manage, structure, and classify ideas and allows individuals and teams to think, plan, and collaborate more effectively. See *Use Your Head*, which is among the publications that explain mind-mapping techniques. For more information on mind mapping see the *Buzan World* at [www.buzanworld.com](http://www.buzanworld.com) (August 2006). See also: **Wikipedia the Free Encyclopedia**: [http://en.wikipedia.org/wiki/Main\\_Page](http://en.wikipedia.org/wiki/Main_Page) (August 2006).

Mind Mapping Software is available at the following sources:

- **Mindjet MindManager** is available at [www.mindjet.com/us](http://www.mindjet.com/us) (August 2006).
- **Inspiration Software** may be used by children and adults. Free trial downloads for PCs and hand-held computers available at [www.inspiration.com/index.cfm](http://www.inspiration.com/index.cfm) (August 2006).
- **Free Mind Mapping Software** download is available at [http://freemind.sourceforge.net/wiki/index.php/Main\\_Page](http://freemind.sourceforge.net/wiki/index.php/Main_Page) (August 2006).
- **Visual Mind** free trial download is available at [www.visual-mind.com](http://www.visual-mind.com) (August 2006).
- **MindMapper** information is available at [www.mind-mapperusa.com](http://www.mind-mapperusa.com) (August 2006).

## Grant Writing

**The Research Assistant: Grant Writing Tutorial** [www.theresearchassistant.com/tutorial/index.asp](http://www.theresearchassistant.com/tutorial/index.asp) (August 2006).

**Non-Profit Guides: Grant-Writing Tools for Non-Profit Organizations** [www.npguides.org](http://www.npguides.org) (August 2006).

**Minnesota Council on Foundations: Writing a Successful Grant Proposal** [www.mcf.org/mcf/grant/writing.htm](http://www.mcf.org/mcf/grant/writing.htm) (August 2006).

**Foundation Center: Get Started – Tutorials – Proposal Writing Short Course** <http://foundationcenter.org/getstarted/tutorials/shortcourse/index.html> (August 2006).



## Planning Tools

**Community Redevelopment Agencies: What, When, and How** is a document produced by the Florida Redevelopment Association that answers commonly asked questions about community redevelopment agencies, which are financing tools for redevelopment. Includes discussion of Tax Increment Financing, which is a specific method to fund redevelopment. To view the document see [www.dca.state.fl.us/FDCP/DCP/gmw/2006/2006presentations/westmoreland.pdf](http://www.dca.state.fl.us/FDCP/DCP/gmw/2006/2006presentations/westmoreland.pdf) (August 2006).

**Disaster Planning for Florida's Historic Resources** was prepared in September 2003 for the Florida Department of Community Affairs as a guidebook for disaster planning and protection of historic resources. This document can be viewed at <http://www.dca.state.fl.us/fdcp/dcp/publications/historic.pdf> (August 2006).

**Guide to Community Visioning: Hands-On Information for Local Communities** is a book by Steven C. Ames and a product of the Oregon Visions Project. It "shows how to design and implement an effective visioning process, while providing ideas on how to use graphics in visioning" and "provides additional resources, helpful hints, illustrations of Oregon communities' visions and inspiring words from American Visionaries and pundits." For ordering information see [www.planning.org/bookservice/description.htm?BCODE=AGCV](http://www.planning.org/bookservice/description.htm?BCODE=AGCV) (August 2006).

**Key Elements of Success in Building Coastal Communities** was prepared in June 2002 by the Council for a Sustainable Florida and sponsored by the Department of Community Affairs. Available at Waterfronts Florida Partnership Program Publications On-Line: [www.dca.state.fl.us/fdcp/DCP/waterfronts/index.cfm](http://www.dca.state.fl.us/fdcp/DCP/waterfronts/index.cfm) (August 2006).

**Local Mitigation Strategy: A Guidebook for Florida Cities and Counties** was prepared by the Florida Department of Community Affairs to help communities and counties develop hazard mitigation strategies. This document can be viewed at [www.floridadisaster.org/brm/LMS/lms\\_cover.htm](http://www.floridadisaster.org/brm/LMS/lms_cover.htm) (August 2006).

Supplements to the guidebook are available. *Vulnerability Assessment Part 1* can be found at [www.dca.state.fl.us/brm/LMS\\_pt1/lms\\_pt1.pdf](http://www.dca.state.fl.us/brm/LMS_pt1/lms_pt1.pdf) (August 2006) and *Vulnerability Assessment Part 2* can be found at [www.dca.state.fl.us/brm/LMS\\_pt2/lms\\_pt2.pdf](http://www.dca.state.fl.us/brm/LMS_pt2/lms_pt2.pdf) (August 2006).

**Planetizen** is a public-interest information website for urban planning, design, and development. The website includes opportunities for online training on such topics as historic preservation and applied economics. For additional information see [www.planetizen.com](http://www.planetizen.com) (August 2006).

**Protecting Florida's Communities: Land Use Planning Strategies and Best Development Practices for Minimizing Vulnerability to Flooding and Coastal Storms** is a draft from May 2006, prepared for the Florida Department of Community Affairs to provide planning policies and strategies for before and after disaster events in coastal communities. This document can be viewed at [www.dca.state.fl.us/fdcp/dcp/publications/hazmitbp.pdf](http://www.dca.state.fl.us/fdcp/dcp/publications/hazmitbp.pdf) (August 2006).

**Smart Growth** recognizes connections between development and quality of life. The website provides online resources, news and an events calendar all relating to the smart growth concept. For additional information see [www.smartgrowth.org](http://www.smartgrowth.org) (August 2006).

**Tampa Bay Regional Planning Council Tool Kit** contains important tips for waterfront revitalization. For additional information see [www.tbrpc.org/waterfront/comp.htm](http://www.tbrpc.org/waterfront/comp.htm) (August 2006).

**Wildfire Mitigation in Florida: Land Use Planning Strategies and Best Development Practices** was prepared in 2004 for the Florida Department of Community Affairs and illustrates how best practices are implemented in a land development context. This document can be viewed at [www.dca.state.fl.us/fdcp/dcp/publications/Wildfire\\_Mitigation\\_in\\_FL.pdf](http://www.dca.state.fl.us/fdcp/dcp/publications/Wildfire_Mitigation_in_FL.pdf) (August 2006).

## Project Management

**American Management Association** offers hardcover and paperback books, training aides and seminars for basic, intermediate and advanced levels starting at \$14.99. More information is available at: [www.amanet.org/index.htm](http://www.amanet.org/index.htm) (August 2006).

**Dummies Series** offer software kits and numerous paperback books starting at \$16.99. Subjects include project management, mind manager software and PMP certification. More information is available at: [www.dummies.com/WileyCDA](http://www.dummies.com/WileyCDA) (August 2006).

**Complete Idiots Guides** offer project management materials starting at \$18.95. More information is available at: [www.idiotsguides.com](http://www.idiotsguides.com) (August 2006).

## CONFERENCES AND EVENTS

**Florida Coastal Management Program** provides a list of past, current, and upcoming conferences in Florida. The website also includes a section of links to conference listings from other organizations and states. For conference listings see [www.dep.state.fl.us/cmp/news/conferences.htm](http://www.dep.state.fl.us/cmp/news/conferences.htm) (August 2006).

**Florida Redevelopment Association** brings together professionals from around the state who are involved in preserving and improving Florida's communities. The website hosts a list of upcoming events and conferences involving Florida's communities and can be found at [www.redevelopment.net/Default.aspx?tabid=176](http://www.redevelopment.net/Default.aspx?tabid=176) (August 2006).

**Florida Sea Grant** website lists conferences and workshops dealing with coastal and environmental topics. For information on the conferences and workshops see [www.flseagrant.org/new\\_items/index.htm#workshops](http://www.flseagrant.org/new_items/index.htm#workshops) (August 2006).

**National Trust Main Street Center** is the leader in providing information and training in preservation-based commercial district revitalization. Through on-site trainings, conferences and workshops, the Center provides an array of training to professionals and volunteers on many topics in the field. The National Trust Main Street Center website contains information on the National Main Streets Conference, seminars, workshops, and training. For additional information see [www.mainstreet.org/content.aspx?page=19&section=5](http://www.mainstreet.org/content.aspx?page=19&section=5) (August 2006).

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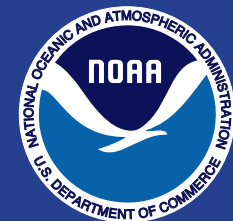
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