



# City of Fernandina Beach Waterfronts Florida Vision Plan

*Submitted By:*

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*With Special Thanks to:*

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Florida Department of Community Affairs  
Florida Department of Environmental Protection  
Florida Coastal Management Program  
National Oceanographic and Atmospheric Administration*

## Part A: Vision Plan (deliverable 3B)

### Waterfronts Florida Partnership

The Florida Department of Community Affairs (DCA), in conjunction with the Florida Department of Environmental Protection (DEP) and the National Oceanic and Atmospheric Administration (NOAA) established the Waterfronts Florida Partnership Program in 1997, after the passage of net ban legislation. The program's purpose is assist partner communities to revitalize, renew and promote interest in their waterfront district. Waterfront revitalization targets environmental resource protection, public access, retention of viable traditional waterfront economies, and hazard mitigation<sup>1</sup>. Partner communities receive a small grant and technical assistance in order to create a vision for the revitalization of the waterfront.

The City has undergone many efforts in establishing a vision for the revitalization for the Waterfront Area over the last several years, including the Waterfront Task Force Plan, Vision 2000, and the CRA Plan (a summary of these plans is located in the Appendix). Implementation of the plans has been difficult, due to a lack of specificity in the plans, polarization within the community regarding how the waterfront should be revitalized and what it should look like, and lack of political "buy-in".

### Formation of the Fernandina Beach Waterfronts Florida Committee

The Committee was formed in 2005, when the City was in the process of applying for the Waterfronts Florida Partnership Program designation. Fernandina Beach was one of five communities designated a Waterfronts Florida partner In September 2005, along with Fort Walton Beach, Bradenton Beach, the Village of Bagdad, and Port St. Joe.

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<sup>1</sup> <http://www.dca.state.fl.us/fdcp/dcp/waterfronts/index.cfm>

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The original committee included representatives from the Smurfit-Stone and Rayonier Mills, the Port of Fernandina, a representative of the local shrimping industry, one CRA property owner, a representative of Tiger Point Marina, one member from the Planning Advisory Board, one member from the Historic District Council, and one member representing the community at large. Since then, the committee has been enlarged to include two downtown business owners.

### Mission

In December 2005, the committee adopted by-laws and agreed to a mission statement. The Committee's mission is:

"To organize and manage the revitalization of the Fernandina Beach waterfront through a comprehensive revitalization strategy, which shall focus on environmental and resource protection, hazard mitigation, public access to the waterfront, and maintaining the traditional waterfront economy".

### Description of the Waterfronts Area

The *Waterfronts* Committee agreed that the area specified in the grant should be amended to include not only the properties that front the Amelia River, but also the area in the designated CRA east of Front Street and a large portion of the commercial portion of the downtown historic district. Map 1 further depicts the *Waterfronts* area.

## The Vision Plan

### Cultural Resource Protection

**Goal: Protect historic resources and ensure new development is compatible with the City's historic downtown.**

On its east side, the Waterfronts Florida Area contains part of the City's nationally designated Historic District. Several architectural styles are exhibited in this district, including but not limited to frame and masonry vernacular, craftsman bungalow, Italianate, Queen Anne, Greek Revival and Gothic Revival.



*One example of local historically significant architecture with in the designated Waterfronts Florida Area*

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The western side of the Waterfronts Florida area contains a great deal of underdeveloped or vacant properties. One of the city's biggest concerns is to control the architecture of newly constructed buildings and also protect historically significant structures that are not protected by the local historic preservation ordinance .



*The Standard Marine Building is an example of a historically significant structure that is not protected by the City's historic preservation ordinance.*

### Tasks:

- ✓ Establish the area as an overlay district;
- ✓ Develop design guidelines to ensure compatibility with the historic district;

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- ✓ Establish an architectural review board to review proposed projects consistent with the design guidelines.

The design guidelines should include the following criteria for review:

Design Elements
Exterior fabric/Building materials (wood, brick, hardiboard, etc)
Foundations and Infill
Paint Colors
Porches/Decks/Balconies
Windows
Doors and Entrances
Storefronts
Signage
Awnings
Shutters
Massing/height
Roofs and Roof Surfaces
Landscaping
Lighting
Parking Location and design
Height of structures
Placement of structures on the lots

## Hazard Mitigation

**Goal: Integrate Historic Preservation with Disaster Planning**

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The City is participating with Nassau County in a pilot project, “Disaster Planning For Historic Resources”. With assistance from the Florida Department of State, the City shall re-survey its historic properties, including properties that have significant historic value that are not located in the designated historic district.

### **Tasks:**

- ✓ Incorporate the photos that are taken of the properties into an attribute table in GIS;
- ✓ Include the type of architecture and structural condition of the buildings;
- ✓ Prepare educational material for historic property owners regarding pre-disaster planning for historic structures;
- ✓ Create a Historic Preservation response network with regional and local historic preservation experts;
- ✓ Develop an expedited review process for the Historic District Council to implement in case of a natural disaster.

### **Goal: Address Local Flooding Issues**

The downtown area has been susceptible to local flooding during heavy rainstorms, and one reason the CRA was established was to address this issue. To further exacerbate the situation, downtown stormwater drains directly into the Amelia River without treatment.

### **Tasks:**

- ✓ Conduct a stormwater master plan
- ✓ Create a stormwater utility to treat stormwater prior to discharge into the River.

### **Public Access to the Waterfront**

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### **Goal: Increase public access**

The most consistent request from the public over the many years of waterfront visioning was to increase access to the waterfront via a public boardwalk. Roughly 60% of the waterfront is privately owned; therefore, the Waterfronts committee made recommendations in order to improve access. Also, the committee had suggestions on how to improve the pedestrian experience to the waterfront.

### **Tasks:**

- ✓ Create a new land use and zoning that offers a density/intensity bonus in exchange for pedestrian easements for access to the waterfront;
- ✓ Create waterfront Park in unused parking lot south of the City's Marina;
- ✓ Move parking lot to area east of Front Street;
- ✓ Use CRA funds to construct a boardwalk in areas obtained via easement;
- ✓ Close Centre Street to traffic in order to create a pedestrian plaza;
- ✓ Add lighting to Front Street;
- ✓ Add sidewalk to Front Street;
- ✓ Open Alachua Street to Front Street.

The City has already completed part of the first task, as it has transmitted a new land use category to DCA for review in its second cycle comprehensive plan amendment. The new land use, called "waterfront mixed use", allows for a 100% density bonus if the property owner dedicates an easement along the waterfront for the City to construct a public boardwalk, and also gives a bonus if the property owner dedicates an easement to the City mid-lot or mid-block so that pedestrians can access the boardwalk from Front Street.

### **Retention of Viable Traditional Waterfront Economies**



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### **Goal: Retain the existing shrimping industry**

The City of Fernandina Beach is considered the “birthplace of the modern shrimping industry”. Unfortunately, due to both statewide and global economic impacts, the shrimping industry has been on the decline in this area. One of the most important factors in maintaining its cultural heritage is developing a strategy to maintain a “working waterfront”.

### **Tasks:**

- ✓ Encourage the City Commission to grant some level of tax relief to cut their tax burden;
- ✓ Ask the Commission to support of a bill under consideration by FL legislature that would permit commercial shrimping/fishing facilities to have their land be classified similar to agricultural land at a lower tax rate;
- ✓ Add additional permitted uses to existing zoning category so that property owners have the option to open supportive commercial businesses;
- ✓ Encourage the Commission to work with the County tax assessor to only tax the upland portions of the waterfront properties;
- ✓ Conduct a study to determine if additional support (ie city subsidized dock space) is needed to sustain the industry.

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**Goal** *Increasing taxes may force local shrimpers out of business.*

The *Waterfronts* committee discussed trying to attract eco-tourism businesses, as that is a fast growing segment in the travel business. An example would be a canoe/kayak rental operation utilizing the current boat ramp area. The group agreed that such an operation would benefit the city economically and have minimal impact to the environment since there would be no fuel/chemicals involved. The current boat ramp would provide a good launch location since the marina was in a no-wake zone so the boaters could cross the Amelia River in a safer manner if they were traveling over to Martin's or Tiger Islands.

### **Tasks:**

- ✓ Determine types of eco-tourism businesses that would fit well with the waterfront;
- ✓ Develop a strategy to attract such businesses.

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## Site Plan

During the visioning process, the public created a site plan for new public spaces and also designated areas for new mixed use projects. The following site plans are the “vision” the community came to consensus on on July 8, 2006. The following renderings were donated by local architect Randy Rice based on the public comments.

## Part B: Visioning Process (compilation of Dr. Taylor’s reports on Visioning Workshops, deliverable 3A)

### Community Involvement Plan

The purpose of the Committee is to build on and implement the “plans in the drawer” through community consensus. At a public workshop on May 11, 2006, the Waterfronts Florida Committee and participating public decided on a strategy for the master planning process. The objectives of the workshop were to:

- Identify treasures and desires for the future of Fernandina Beach;
- Formulate key issues to be addressed in upcoming workshops;
- Identify possible strategies that may be used to address priority issues.

The group came to a consensus on the objectives of the vision planning process:

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- To create a sense of identity for the area;
- To identify what people treasure and want to maintain in the community;
- To seek agreement on common desired outcomes;
- To identify differing desires and how to balance them;
- To develop focused, feasible strategies and action plans, including Comp Plan amendments, LDR changes, Historic District ordinance revisions, infrastructure improvements, proposals for use of public land private lands, etc.;
- To establish needed organizational structures and coordination mechanisms;
- To build broad commitment needed for plan adoption and implementation.

### Formulating the Vision

With facilitation assistance of Dr. Tom Taylor of the Florida Conflict Resolution Consortium, the City hosted three “visioning” workshops in order to better define what citizens valued and wanted for the future. The themes, dates, and attendance of each workshop are illustrated in table one.

<b>Table 1. Public Visioning Workshops</b>		
<b>Workshop</b>	<b>Date</b>	<b>Attendance</b>
Treasures and Desires	May 11, 2006	57
Policy and Design	June 10, 2006	70
Consensus	July 8, 2006	94

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### **Workshop 1: Treasures and Desires**

*Dr. Tom Taylor from the Florida Conflict Resolution Consortium assists Fernandina Beach in its visioning process.*

The objectives of the first workshop were to identify treasures and desires for the future of Fernandina Beach, formulate key issues to be addressed in upcoming workshops, and identify possible strategies that may be used to address priority issues. The group was asked to imagine that *“It is the year 2015. The Fernandina Beach area has met all of your hopes for what it would become. Describe: what it looks like, the development that has occurred, the economic activity and other aspects that make this a great place to live and be”*.

#### Building and facilities design

- River front commercial and industrial uses
- River front public facilities

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- Historic District, downtown, CRA

### Community activities

- Cultural and recreational events
- Economic development and tourism/business promotion
- Environmental protection
- Hazard mitigation planning and programs

The Waterfronts Area was divided into 3 areas for consideration: The CRA east of Front Street, the CRA west of Front Street, and the Historic Commercial area and surrounding vicinity. The purpose of dividing the Waterfronts Area was to be able to define them as three distinct and separate districts, each with their own identity.

### **Building and Facilities design**

#### **CRA Privately Owned Lands West of Front Street**

#### Views and Vistas

- Private marinas, public walkways, no buildings to obscure sunsets; public walkways, a working waterfront with charter, fishing, and private boats
- Several places where visitors can see a view of the waterfront unencumbered by large buildings and large boats
- Emphasize open space and outdoor use in all areas
- Open vista for the public to enjoy walkway/ park setting
- New construction in harmony with the view-scape of historic district
- No tall condos!
- Public access/view of the waterfront; upgrade rail bed and keep Alachua Street open

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- Boardwalk with 20 feet setback between waterfront and developed portion of property that's been deeded to city in return for help with riparian rights; No hotels
- Areas 1 & 2 no obstruction, view of real shrimp boats

### Marina and Working Waterfront

- A part of the water front dedicated to shrimping and fishing industry
- First class marina
- Working marina(s) with great support services
- Area I Marina with some commercial units;
- Working marina and restaurants and bars that attract people like Sausalito

### Mixed Use

- Some residential/ mixed use projects
- Historic design for mixed use residential/commercial in private Area 1
- Mixed use zoning for public to enjoy views, river access
- Support for traditional waterfront businesses
- Private marina with supporting businesses such as restaurant, bar, shops – no residential
- We must protect property owner's rights. They have a big financial investment and must be able to recoup their investment
- Mixed use zoning of commercial, office and work-live residential uses
- Shops and restaurants – have chain stores that meet the needs of downtown residents as well as tourist shops
- Vibrant mixed use on Front Street and active marina on the water – with river walk between nature and mixed use
- Storm friendly buffer/ promenade along river
- Meditation garden with walkable labyrinth

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- An undeveloped Tiger Island

### Design

- Master plan and resulting zoning held firm by government officials and employees
- History of waterfront maintained along with some residential
- The area is “a destination!”
- Building and design standards that are well under 35 feet and do not obscure views
- Be part of a mater plan that would take advantage of their lands to enhance the area by providing a variety of uses with building that compliment the historic nature of area

### **Publicly Owned Lands**

#### Shrimping and Fishing Marina

- The public owned marina should cater to trailer boats as most citizens own trailer boats
- St. Mary Fernandina Ferry
- Marina with space for shrimp fleet, charter boats, and boaters that is free of silt.
- Publicly owned lands should be managed to commercially useful standards, particularly marina (privatized if necessary)
- Docking, processing, wholesale/ retail, net shop, maintenance – marine hardware, tourist attractions

#### Park/ Recreation

- Park with gazebos too stage performances
- Band shell for concerts and activities set in midst of passive green space
- Park for sunset celebrations!



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- Dramatic fountain
- A central space that is lively, vibrant, intense, exciting, urban, a destination that looks like an Italian piazza or Mexican zocalo. So exciting you can't stay away
- Open and shaded park with water feature
- Outdoor amphitheatre or group gatherings for music, sunset watching; flanked by mock shrimp boats feature styled playground with water
- Boardwalk with seats for enjoying the most beautiful sunsets anywhere
- Shaded seats along promenade on waterfront
- Recreation to draw kids and families
- A very accessible boat ramp
- Children friendly, older folk friendly, rest rooms
- Pedestrian friendly and safe access by bicycle to open viewscape/ promenade on river
- Commuter boat, youth sailing, sidewalk art, street music, peddlers, street food
- Expansive low-activity park to serve as gathering spot; no commercial buildings
- Rebuild the original welcome center
- Dog park
- Green space, walks, benches, tables for public use, parking, welcome center
- Covered benches, gazebos, walking paths, isle of 8 flags logo and interpretive signage, culture intact and available to public, historic waterfront
- Public park, unobstructed view of river (park should follow historic theme/ architecture private to the area
- Center Street right of way extended out to river for public access
- Parks (greens) with benches and pavilions
- River walk, minimum building obstructions, working waterfronts
- Street center similar to St. Augustine

### Parking

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- Traffic!
- No parking if possible
- A landscaped, well maintained parking area for public parking of cars, boats and trailers

### Heritage/ Tourism

- Cultural carter
- Historic place for markers and heritage demonstrations, history exhibits and waterfront
- Heritage Trail originating at a welcome center via museum annex
- Museum of Fernandina and associated history (shrimping, boating, other nation occupation of Fernandina)
- Place to kick off heritage tours
- A “historic” destination with demonstrations

### **Centre Street and Surrounding Vicinity**

#### Historic Character and Design

- Preservation of historic buildings
- The integrity of historic buildings has been maintained – in appearance and in economic usefulness without loss of surrounding residences to parking lots
- Adopt a sign ordnance that will be pleasing and at that same time help identify businesses on the street
- Keep small town local throughout feeling

#### Infrastructure

- A vibrant public library that meets state standards
- Off site parking outside of waterfront district

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- Police sub-station
- Take care infrastructure: drainage, traffic flow, and lighting
- Parking: if they can park they will come.

### Commercial Interest

- Full occupancy of shops, loft arts above, green pocket parks
- Affordable restaurants
- Grocery store
- Attract more diversity – businesses that attract youth, African Americans, working artists, working folks in general
- Continuation of downtown historic district – attract tourist revitalization if downtown

### Residential

- Increase residential density downtown while in servicing historic buildings and atmosphere
- Existing business with residential on second level
- Wide variety of residential options: large and small

### Transportation

- Parking garage that also serves as a small municipal bus service for the island
- Center Street blocked off on weekends for art fairs and street dances
- CRA Initiatives with CSX to open Alachua Street to front street and make improvement to tracks for pedestrian friendly crossing
- Convert the Chamber of Commerce building to a restaurant public/private partnership
- Noise restrictions: clubs and motorcycles; vehicle size
- Sutter and water bicycle friendly access

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## Taxes

- Taxes encourage viability of independently owned shops, galleries and restaurants
- Keep buildings in good repair; enforce codes; tax incentives to help historic properties and to help the owner have the ability to keep up these buildings

## **CRA Privately Owned Lands East of Front Street**

### Zoning and Land Use

- No heights over 35 feet
- Standard marine and surroundings area utilized as a downtown entertainment destination such as a performing arts center and small convention center that draws business downtown
- Update zoning to better reflect what is now a better use of property that has correctly outdated zoning. Residential townhouses, condo
- Residential downtown housing to revitalize the historic business district outside of the tourist business
- Mixed use commercial and work live loft buildings
- Mixed use zoning
- No condos or townhouses west of 4<sup>th</sup> Street due to traffic
- A percentage of affordable housing mixed in with others
- CRA privately owned gardens, alleys, work-live places affordable for artists, sail lofts like Gloucester, MA
- Maintain use of railroad serving port and paper plant
- Multiple story parking garage downtown – city owned
- Parking is a must! People living up stairs in all building who can do this at affordable rents
- Specialty grocery market

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- Bulkhead river walk from south to north area in question

### Culture/Museum

- Cultural center- First Baptist Church
- Black CBD recognized

### Eminent Domain

- Private lands are not taken over by city via eminent domain (my property is here)

### **Community-Wide Activities**

### **Cultural and Recreational Events**

### Events

- More sailing – oriented recreation – youth sailing
- Shrimp industry related
- Outdoor free concerts; farmers market; boat parade holiday; Latin and African American festivals; free bike and kayak rentals
- Historic tours and demonstrations
- Heritage Days
- Jazz and choir musical festivals
- Shakespeare on the river
- Tall ship festival
- Events that will draw a variety of ethnic groups
- Folk music sea fest – songs about the sea

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## Market Area

- Co-op market
- Farmers market
- Community activities – farmers market and shrimp market on weekend with art and music cultures flourishing

## Public Art

- Public art

## Boating

- Youth sailing venue
- Kayak/ sailing/ small boat rental
- Historic nautical stop for visiting yachts

## Nature

- Heritage freedom trail
- Promote the Birding Trail – Bartram Trail

## **Economic Development and Tourism/Business Promotion**

### Economic/ Retail

- Cooperation with economic development to bring in higher end shops and keep out touchy tourist shops

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- Economic development and tourism promotion. We have educated consumers about wild caught shrimp versus Farm Raised imports, provide shrimp for all consumers and restaurants
- Shrimp industry facilities located on South West area – easy access with rail and trucks

### Traffic/ Transportation

- Inter island transportation
- Change traffic flow pattern
- Bring area railroad car

### Tax Breaks

- Tax relief from county
- Lobby for affordable property insurance and taxes
- Tax breaks for shrimping and historic building ownership

### Identity/ Brand

- Historic markers describing buildings
- Create a local 8 Flags play or presentation that presents Fernandina's history and promotes tourism
- First stop on the first coast promotion
- Video (show regularly) on public television promoting historic downtown and heritage tourism at the waterfront
- Encourage the balance of shopping opportunities so that we can always be the hometown that visitor enjoy because it reflects the hometown atmosphere
- Boat and vessel owners: carry word of mouth; if they can't dock they won't stop and spend money (marina functioning)
- Ordinance signs to help the businesses off Centre street stay in business

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## Tourism

- More places for tourists to stay
- More effective and creative marketing of Fernandina Beach and Amelia Island

## Ordinances

## Education

- Arts and marine science college or junior college

## **Natural Environment Protection and Education**

### Environment Controls

- Improve noxious emissions from mills into air and water
- Put the wetlands buffers back up to 75 feet! Ecoli and coliform now in our waters
- Some alternative to shrill train whistle (noise pollution)

### Protection

- Absorb islands in St. Mary's River/ density swaps
- Enforce no wake zone; try to protect indigenous trees
- Partner with NE Aquarium to get grants for a coastal resource center that's water based. That's an educational center that works with Wright whales and local education
- Be more proactive with beach cleanup and involving local high school with environmental protection and cleanup
- Plentiful use of landscaping



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- Don't allow watering or feeding of manatees

### Storm Water/ Paving

- Proper storm water discharge
- Upgrade infrastructure to code; cleanup environmental issues on old industrial sites

### **Hazard Mitigation Planning and Programs**

#### Pre-planning

- Designate pet friendly shelters
- Hazard mitigation planning and programs generators
- Hurricane proof command system for rescue and police and emergency management
- Programs for residents/ business owners about how to protect historic structures specifically and historic resources
- Install a hurricane surge pole some were on the waterfront

#### Public assistance/ "Grandfather"

- Public backed loans, grants or comparable assistance to protect historic structures to hazard mitigation building standards; allow rebuild after loss as is, where is (as was, where was)

#### Construction zoning

- Drainage standards to protect against flooding
- Have building standards in place that limit manufactured housing so after a hurricane Fernandina Beach doesn't become a manufactured house city

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- No density increase due to evaluation standard for Shaw Bridge
- Concrete construction only on waterfront

### Insurance

- Educate public about flood insurance and CRS discounts

### Public awareness

- Review the results of the 1898 storm that had a 14 foot tide surge
- Public awareness campaigns that educate on what is available i.e. where are shelters, transportation, food sources, etc

### Evacuation

### Public Utilities

- Underground utilities to avoid storm (tree) damage

## **Workshop 2: Policy and Design**

The purpose of the policy and design workshop was to layout and seek consensus on a conceptual master plan map, draft guidance for addressing key policy issues and consider implementation challenges .

Two groups were formed for the areas East and West of Front street to consider how to achieve the desires identified at the first workshop. The work of the two groups were presented and refined in the full group. The following is a summary of the consensus items from each group.

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## **Design and Policies for the Area East of Front Street**

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

### Design/ Land Use Recommendations

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

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- Assure this is a walkable community
- Enable future redevelopment of industrial areas
- Update the parking study

### Public Policy Provisions

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

### Density (Currently 10 units/acre)

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

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

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

### Mixed Use Zoning

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

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

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

### Topics to be addressed in an overlay district east of Front Street

Design Elements	3	2	1
Exterior fabric/Building materials (wood, brick, hardiboard, etc)	All		
Foundations and Infill	All		
Paint Colors	All		
Porches/Decks/Balconies	All		
Windows	All		
Doors and Entrances	All		

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Storefronts	All		
Signage	All		
Awnings	All		
Shutters	All		
Massing/height	All		
Roofs and Roof Surfaces	All		
Landscaping	All		
Lighting	All		
Parking Location and design	All		
Height of structures	All		
Front Yard Setback	All		
Rear yard Setback	All		
Side Yard Setbacks	All		

### **Design and Policies for the Area East of Front Street**

#### Piers, public space, walk-ways and marina

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

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## Development of the private area at the South end

(If the owner is willing and if it is permissible)

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

## Development North of Centre Street

- This would be an area for restaurants, shops and services for the public and marina users.
- There was not consensus on whether residences should be allowed above the commercial.
- If there are residences they should not be allowed adjacent to the industrial uses to the North. Any required buffer should be provided to the South of the current industrial zoning.
- Views of the water should be maintained from the East-West streets.
- No parking
- Parking as buffer [?]
- Issues with density, zoning, height
- 35-45 height? Choice; needs to separate community and residential space

## Housing West of Front

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



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<b>3</b>	<b>2</b>	<b>1</b>
23	15	8

## Proposed zoning district for the CRA West of Front Street

### (MW-1) Mixed Use Waterfront

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

#### Permitted uses would include:

- Marinas
- Public Fishing Piers
- Docks for tour boats and charter fishing boats
- Docks for shrimp boats and shrimp processing facilities
- Shrimp wholesale and retail sales facilities
- Cruise ship docks and terminals
- Retail stores (including gifts, grocery, pharmacy, marine supply)
- Personal services businesses (beauty, spa)
- Offices
- Artist's studios
- Theaters (movie or performing arts-indoor or outdoor) and other entertainment
- Restaurants, cafes and bars

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- Public Parks, plazas, walkways and trails, fountains, gazebos, band shells
- Museums
- Banks and ATM
- Clubs (such as sailing)
- Tour bus parking stands for taxis and horse drawn carriage
- Outdoor markets" (farmer's, art exhibition)
- Parking Lots and Parking garages
- Limited residential

### **Strategy for Maintaining a Viable Seafood Industry**

Participant group of 8 people including two people active in local shrimping (Ms. Janie Thomas, Mr. David Cook). Initial discussion focused on the economic issues associated with the local shrimping industry since a couple of the other business operations were doing okay.

#### Shrimping Industry

Key support need is place for docking and unloading, as processing can be done in a remote location. There are currently two private operators providing docking and unloading along the Fernandina waterfront. There was a difference of opinion between the two shrimping participants as to whether the city should get involved in providing a docking/unloading site for the shrimpers. One side indicated a subsidized facility was needed due to the heavy economic pressures placed on the local shrimpers. The other side indicated that there were private businesses providing that function and the city should not compete with those businesses.

There was a discussion about the future of the shrimping industry. The two representatives agreed that level of shrimp boats continuing to operate for the next 5-10 years would be similar to what it is today – about 8-10 boats. One thought there was more opportunity for an increase if there were sufficient docking and unloading facilities.

The key economic factors impacting the shrimpers relative to their docking/unloading sites are:

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- Property tax relief – grant some level of tax relief to cut their tax burden. Could come through support of a bill under consideration by FL legislature that would permit commercial shrimping/fishing facilities to have their land be classified similar to agricultural land at a lower tax rate. Second option was to declare shrimping facility to be “historical” and be granted lower tax rate as currently permitted under state law. Legal opinion would need to be provided on ability to do the second option.
- Submerged lands leases – under current law, riverfront property owners are being hit on both sides relative to their property tax. The county/city collects taxes based on the original lot dimensions, even that part that is under water. The State of FL claims all lands up to the high water mark, so the shrimping facility must execute a submerged land lease with the State in order to build/use docks built out on the water. Therefore the owners believe they have to pay twice for the same land, driving up their costs.

Recommendation: Local and county officials should become proactive in dealing with state legislature on these issues.

### Private Business on Public Land

*There was discussion as to whether the City should allow/promote commercial operations on City land. The general feeling was that current operators all had “sweetheart” deals that were a real detriment to the City.*

Recommendation: Private business operations on the uplands portion of the riverfront should be minimized; and, if permitted, need to be charged fair market value.

### Eco-Tourism

*There was a short discussion about trying to attract eco-tourism businesses as that is a fast growing segment in the travel business. An example would be a canoe/kayak rental operation utilizing the current boat ramp area. Group agreed that such an operation would benefit the city’s economically and have minimal impact to the environment since there would be no fuel/chemicals involved. The current boat ramp would provide a good launch location since the marina was in a no-wake zone so the boaters could cross the Amelia River in a safer manner if they were traveling over to Martin’s or Tiger Islands.*

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Recommendation: Determine types of eco-tourism businesses that would fit well with the waterfront and develop a strategy to attract such businesses.

### Public/Private Efforts

*There was general agreement that the City needed to work to improve its processes related to permits and approvals so the City was viewed in a positive light and not one that was difficult to deal with. The intent was not to overlook compliance or ease building code enforcement; but to have an efficient review/approval process in place. There was no specific recommendation from the group on this item.*

### Property Overlay

*One property owner said they would like to have some additional flexibility as to how their property could be used if they still maintained their industrial operation. Under current zoning, they are not permitted to conduct any other types of business except the industrial ones. He would like to utilize some of the rest of his property in a mixed-use manner to improve the economic yield of his property so the industrial shrimping operation could be preserved.*

Recommendation: Evaluate feasibility of creating an overlay or new land use that would permit some industrial and commercial/mixed-use operations on a single parcel of land.

### Traditional Waterfronts Strategy Consensus Ranking

<b>3</b>	<b>2</b>	<b>1</b>
30	10	2

### Assurances of Plan Compliance and Flexibility

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Policy 1.03.01 of the Comprehensive Plan states that the City shall “encourage needed re-development and renewal through incentives such as density and intensity bonuses”. Criteria that could be used to evaluate if a bonus is granted could be whether or not the developer will:

### Comments

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

### Workshop Three: Consensus

Thomas Duffy, Waterfronts Committee Chair, welcomed everyone and introduced the members of the Waterfronts Committee and City Commissioners and other elected officials. Dr. Taylor, the workshop facilitator, asked people to raise their hands that had attended previous Waterfront workshops, people that own property in the CRA/Waterfront area, people that own businesses in the area, residents living in the area, residents of Fernandina Beach, and people who live outside of Fernandina Beach. He described the Waterfronts Work Planning Process and Workshop agenda that were designed to involve all stakeholders in shaping a practical, feasible work plan (See Appendices A and B). A list of participants in Appendix C.

He clarified the acceptability rating scale that would be used for the consensus process:

*3 = Support; 2 = Concerned but can live with it; and 1 = Opposed.*

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### **The Work Plan for the East side of Front Street**

#### **Boundary for the proposed mixed-use area (See map)**

Ms. Hartley clarified that the waterfront area was separated into east and west of Front Street. She explained that the group working on the east of Front Street at the last workshop, agreed to mixed use, but not transient usage. She provided clarification about the area that was being proposed for mixed use (along 2<sup>nd</sup> Street north of Centre Street). Dr. Taylor polled the participants to see if they agreed with the boundaries for allowing mixed use with a little more units per acre and more commercial space per acre if they meet some guidelines but without hotels. There was some discussion about the proposed mixed use area noting that it generally follows the CRA boundary. *The acceptability rating for the proposed boundary was: 51 – 3s, 3 – 2s and 6 – 1s.*

A concern was raised about having no transition between Industrial to Commercial and then to Residential. It was suggested to have residential south of Broome Street. Dr. Taylor commented that the R-2 residents might want to have mixed use rather than industrial. It was noted that there should be a buffer between existing industrial businesses such as the Port and Florida Petroleum and Residential uses for safety reasons. There was a concern about the residential area suppressing the commercial vitality of the waterfront. Another opinion was that residential was key to revitalizing the area. A suggestion was made to have a professional commercial area rather than a mixed residential/commercial area as a transition between the IW/IM and mixed use. There was some further discussion about mixed use noting that there have been problems renting out commercial space. *Dr. Taylor polled the participants about making the area north of Broome Street commercial not mixed use. The acceptability rating for this proposal was: 2 – 3s, 6 – 2s and 52 – 1s.*

#### **Closing Centre Street from Front to Second Street and creating a plaza**

Ms. Hartley explained that there had been discussions at a recent meeting about closing a portion of Centre Street from 2<sup>nd</sup> to Front and giving it a plaza like feel and making 2<sup>nd</sup> Street one-way going north with additional on street parking. Broome Street would remain closed and traffic would be directed onto Alachua. There were concerns about the traffic impacts of this. There was an extensive discussion about the impact on traffic flow,

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parking, businesses, whether there was room for a roundabout, and whether other streets would be opened up to Front Street with the closing of a portion of Centre Street. *Dr. Taylor polled the participants about this concept and 31 participants rated the proposal a (3), 26 participants a (2), and 14 a (1).*

### **Proposed Comprehensive Plan Policies for the Mixed Use Area**

Dr. Taylor referred to the proposal for the mixed use on page 6 of the handout (See below). Ms. Hartley described the preliminary language for the Comprehensive Plan that would be for the area east of Front Street. She pointed out that the proposal was for 17 units per acre. She clarified that on Centre Street each shop is on a 25-foot platted lot of record and with one loft apartment above each store that comes out to 17 units per acre. She provided clarification about criteria for a density bonus as listed in 1 - 9 in the handout. There was some discussion about density and the having values assigned to the criteria to be awarded as a density bonus. There was clarification about the process of requesting a land use and zoning change, noting that the applicant would have to show the impacts prior to being granted the changes. There was some discussion about affordable housing. A suggestion was made to create a density of 10 units per acre and that 17 units per acre would be given if the property owner agrees to 15% of the units are affordable housing. Dr. Taylor explained that they were trying to get conceptual agreement on a change in the Comprehensive Plan. Ms. Hartley clarified the difference between the Comprehensive Plan and the Land Development Code, noting that the Future Land Use Map (FLUM) is general and guides the zoning code. There was some discussion about an overlay district and architectural review. A suggestion was made that if zoning doesn't promote good design then there is a need to have something to promote good design. There was further discussion about the proposed language for 1.06.09 Traditional Neighborhood Development (TND). There were some suggestions about developer's agreements, affordable housing, and incentives for building green.

Dr. Taylor inquired if there were any objections to adding to (e) some kind of design feature, architectural character that would be another factor to build in some flexibility. There were no objections to this. There was a brief discussion about the FAR (Floor Area Ratio) noting that it was proposed at 2.0, which was the same as Centre Street. It was noted that they could have a total of 3.0 if they met certain performance measures. There

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was some discussion about the impact of this. *Dr. Taylor polled the participants rated the proposed TND regulations a (3), 10 a (2), and 1 a (1).*

### **Draft Comprehensive Plan Policy for a New Land Use Category for the waterfront East of Front St.**

#### 1.06.09 Traditional Neighborhood Development (TND)

- a. The purpose of the Traditional Neighborhood Development FLUM category is to promote redevelopment by providing opportunities for a mix of residential, commercial, office, retail, cultural, civic, and recreational uses within the designated CRA located east of Front Street.
- b. A proposed amendment to the FLUM to the TND FLUM category shall demonstrate the following:
  1. Compatibility of the project with the characteristics of the Central Business District; and;
  2. Compatibility of the project with the characteristics of surrounding historic neighborhood.
- c. The density of residential development in the TND FLUM category is 17 units per acre.
- d. The intensity of non-residential development in the TND FLUM category is a Floor Area Ratio of 2.0.
- e. Projects developed within the TND area may be eligible for a 100% density bonus or a 1.0 FAR intensity bonus based on the following criteria:
  1. 10% of the dwelling units are set aside for very low, low, or moderate income households;
  2. Locate residential units above commercial, retail or office space;
  3. Dedication of land for public open space, either fee simple or by easement;
  4. Dedication of an easement for mid-lot or mid-block corridors to be used as pedestrian access;
  5. Improvement of public facilities such as sidewalks, river walks, parks, roads, sewer and water facilities, etc;
  6. Restoring a historic site per the City's standards;
  7. Orientation of buildings to street frontage with parking to the rear or side of the development site, if not otherwise required;
  8. Incorporation of conservation or sustainable building features in the construction of all buildings;
  9. Using drought tolerant, indigenous landscaping.
- f. The City shall amend its Land Development Code by September 2007 establishing the mechanism by which the intensity or density bonus shall be awarded.



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- g. By September 2007, the City shall adopt design guidelines for the CRA to ensure compatibility with the CBD and Historic District.

### **Overlay District with Guidelines for Architectural Review**

Ms. Hartley explained that the consensus at the last workshop was that there should be a design overlay, some kind of architectural review board on the east side. Dr. Taylor noted that this overlay and architectural review for new construction would be like what already exists for the historic buildings. It was noted that it wasn't decided if this would fall under the Historic District Council (HDC) or be a new board. *Dr. Taylor polled the participants about having this kind of review and 69 participants rated the proposal a (3), 2 a (2), and no one rated it a (1).*

The Waterfronts Florida Partnership Committee and workshop participants took a break for lunch.

### **Proposed Work Plan for the Area West of Front Street (See map)**

Mr. Randy Rice presented the design concepts for the area west of Front Street. It showed a marina, a board walk along the whole waterfront, a public pier extending out in line with Centre Street, a public area for relaxation and special events, a relocated boat ramp and shopping, restaurants and marina support services north of Centre Street, possibly with residential units above. The walking path may connect to a future federally funded bike trail, The walkway can be a route that people enjoy with visual features and activities (a linear park),

### **Parking**

An inquiry was made about parking. Mr. Rice explained that the group decided that if this land on the waterfront was used for its best use that there wouldn't have parking there. Agreements with existing businesses require available parking. The gambling boat has a lease for 120 spots for 6 years. There were suggestions including to have some parking along Front Street and the park, a multi-level, public/private parking structure

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next to City Hall, a remote parking lot with a trolley or other form of transportation, a loading zone for boaters and use of the Rayonier property for boat trailer parking,

### **Moving the Boat Ramp further south (See Map)**

Dr. Taylor referred to the boat ramp and noted that there was a proposed location further south. *He polled the participants about moving the ramp and 34 participants rated this a (3), 20 a (2), and 3 a (1).*

### **Private Businesses on Public Land on the Waterfront**

Dr. Taylor noted that there was a question about having some kind of commercial/retail uses to service the Marina and visitors. He explained that the other option was to keep it all public space that could be used for multiple uses and having kiosks. There was some discussion about these options. There was extensive discussion about the idea of kiosk businesses. There was a clarification about public/private projects such as a restaurant, an area with some shops, marina support, etc. A suggestion was made that there would have to be something that would be a draw to get people down there. *Dr. Taylor presented these three options and asked participants to pick the one they felt was most appropriate:*

- 36 *Public uses only*
- 1 *Kiosks for vendors*
- 16 *Public private projects: restaurants, shops, and marina support*

### **Proposed Policies for the Waterfront West of Front Street**

#### **Draft Comprehensive Plan Policy for a New Land Use Category for the Waterfront West of Front St.**

##### 1.06.10 Waterfront Mixed Use (WMU)

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- a. The Waterfront Mixed Use category is intended for the re-development of waterfront land fronting the Amelia River.
- b. Uses include: Residential, commercial, retail stores, professional offices, water related uses such as piers, docks, wharves, and marinas and uses related to the shrimping and fishing industry.
- c. Density is limited to 2 dwelling units per acre and is required to be located above a commercial or office use.
- d. Intensity is limited to 0.75 FAR.
- e. Prior to approving a change in land use to WMU in the CHHA, the applicant must demonstrate the following:
  1. The adopted level of service for out-of county hurricane evacuation is maintained for a category 5-storm event.
  2. A 12-hour evacuation time to a hurricane shelter is maintained for a category 5-storm event.
  3. Shelter space must be available to accommodate the proposed net increase in population density. The net increase in population density shall be calculated by the maximum allowable units under the proposed WMU category multiplied by the average household size as determined by the most recent census data for the City.
  4. If the applicant requests a density bonus per the criteria in 1.06.11f., the increase in population generated from the requested bonus must be calculated in the net population increase.
  5. If the applicant cannot show that shelter space is available or evacuation times can be maintained, he/she may mitigate the impacts of the development through improvements to the transportation network, contribution of land for shelter space or road improvements, and/or construction of hurricane shelters. The City may also consider an in lieu fee for mitigation purposes.
- f. Amendments to the FLUM that change the land use to WMU within the Community Redevelopment Area (CRA) may be awarded a 100 % density bonus based on the following criteria:
  1. Dedication of an easement to the City in order to build a public waterfront boardwalk along the river.
  2. Dedication of an easement for mid-lot or mid-block corridors in order to maintain view corridors to the river and to be used as pedestrian access.

### **Residential above commercial uses on the waterfront**

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There was some discussion noting that currently no residential was allowed along the waterfront. It was noted that the proposed language incorporated the recent legislation that would more residential if they meet certain requirements. There was further discussion about the idea of residential and commercial and the concern about the proximity of residential to industrial uses. There was a clarification about the proposed language and that the density proposed was 2 units per acre. *Dr. Taylor polled the participants about residential areas above commercial on the waterfront (about 10 units maximum) and 36 participants rated this as a (3), 15 as a (2), and 3 as a (1).*

### **Allowable Number of Residential Units and Maximum Height**

Dr. Taylor referred to the language proposed on page 7 and pointed out that it was proposed at 2 units per acre and with the bonus could go up to 4 units per acre. A suggestion was made to go to 8 units per acre and it was estimated that would be at least 20 units total in that area. There were concerns about design standards and some discussion about the costs of units along the waterfront. Some didn't want any residential units and others wanted to live above their businesses or have units that would bring more business to the area. It was mentioned that view corridors (the ability to see the water from Front Street and beyond) could be a condition that allows greater height. There were also concerns about good design and required parking. There was some discussion to clarify the number of units per acre and the size of the lot required to have a certain number of units. Dr. Taylor pointed out that last time there was discussion about having a 28-foot height limit for these buildings. He suggested taking a vote on the number of units and then taking a vote on height. *He polled the participants about 2 to 4 units along the waterfront and 31 participants rated this as a (3), 1 a (2), and 1 voted as a (1). He polled the participants about 4 to 8 units along the waterfront and 7 participants rated this as a (3), 9 a (2), and 23 a (1).*

After some discussion about height, there was a concern raised about view corridors. It was noted that there could be commercial at ground level if the building was built weather resistant. *Dr. Taylor polled the participants about a 28 foot height limit, which was basically two stories and 36 participants rated this as a (3), 8 as a (2), and no one as a (1). He polled the group about three stories and 8 participants rated this as a (3), 12 as a (2), and 20 as a (1).*

### **The Change from Industrial Waterfront to Mixed Use**

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Dr. Taylor polled the participants about changing the zoning from Industrial Waterfront to Waterfront Mixed Use. An inquiry was made if the commercial space should be water related and it was noted that the market would figure that out. *41 participants rated this as a (3), no one as a (2), and no one as a (1).*

### **The Bulkhead and Marina**

An inquiry was made about the costs of the new bulkhead and who would be responsible for the cost. Dr. Taylor pointed out that it was going to take a public/private partnership to figure out who was going to pay for it, because you couldn't have one owner in the middle of it saying no. He clarified that you would have to have everyone involved. He referred to the west side of Front Street and questioned the participants about the idea of having the marina that meets the design standards that are required. There was some discussion to clarify the ideas noting that there was an observation deck above the existing docks. There was a concern about where people would park if this plan were doing away with three parking lots. It was noted that the proposal was to have parking on either side of Front Street and that parking would have to be worked out. There was some discussion about parking and an idea of a parking garage on the lots that currently have warehouses on them next to City Hall.

### **Acceptability of the Design Concepts and Policies for the Area West of Front Street**

*Dr. Taylor polled the participants about the whole concept for the area west of Front Street and 40 participants rated it as a (3), 2 as a (2), and no one as a (1).*

### **Strategy for Preserving a Viable Seafood Industry**

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Dr. Taylor referred to the draft strategy from the previous workshop (See below) and explained that one focus of the Waterfronts Florida Program is supporting water-related industries. He noted that for Fernandina Beach that's largely the shrimp industry, but also could include sport fishing and charter boats.

### Draft Strategy for Maintaining a Viable Seafood Industry

#### Background

- Currently 10-20 shrimp boats, plan for slight growth possible due to closing facilities to the north and south of Fernandina Beach

#### Facilities

- Provide facilities for dockage and unloading
- Build modern, cost effective processing facility (can be offsite)
- Have a wholesale/ retail market
- Include a restaurant

#### Support

- Seek City help - property tax relief
- Lobby for legislation at local/ county/ state level
- Solicit City help reclaiming submerged lands
- Provide incentives for economic development
- Ask for Port Authority support
- Arrange for private operations on City land, users to be charged a fair market value
- Develop public/ private joint-ventures
- Streamline the permitting processes
- Evaluate a zoning overlay to support mixed use and traditional working waterfront that is very detailed; the process needs to be open to public review and input.

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- Develop the shrimp industry facilities as a destination that draws tourists and residents (piers, music, café);

The group offered these comments on the draft strategy:

- Provide retraining to prepare seafood workers for new opportunities
- Rethink things to see if there is a way to make a seafood industry viable
- Utilize working waterfront as a tourist draw
- Locate a research educational waterfront facility here
- Utilize the outer dock for row of shrimp boats (conflict with yachts?)
- Place for a small shrimp dock
- Locate a shrimp boat dock north of the pier
- Provide affordable housing for shrimp industry workers
- Meet the need for affordable docks resulting from the closure of docks in Brunswick & Mayport
- Have the Chamber of Commerce and the City do more to promote the shrimp industry
- Conduct a study to determine what is appropriate
- Look for green belt [Federal] dollars
- Consider the value of our unique heritage
- Don't spend public dollars on an unsustainable industry
- Look at funding possibilities

Dr. Taylor noted that this was an unresolved issue and if the Waterfront group could identify some funds to do a study of whether this industry was really dead or could it pay for itself and create some value for the rest of the businesses. *There was a consensus that there needs to be a study to determine what is appropriate and to look at funding possibilities.*

### **Possible Funding Sources for Implementation of the Work Plan**

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**Possible Funding Sources** – These were presented but not discussed.

<b>Grant</b>	<b>Funding Agency</b>	<b>Purpose</b>
Coastal Partnerships Initiative	FDEP	Protection and effective management of Florida’s coastal resources in four specific initiative categories: Working Waterfronts, Access to Coastal Resources, Remarkable Coastal Places, and Community Stewardship.
Waterfronts Florida	DCA	Chosen community receives intensive training, technical assistance and a small planning grant to complete a waterfront revitalization plan. The assistance continues over a two-year period and the grants reimburse a portion of the costs for preparing the plan. Staff of the Waterfronts program work with communities in developing a vision by providing expertise and guidance in the areas of land-use planning, environmental and cultural resource protection, mitigating the impacts of natural disasters and revitalization of the traditional water-dependent economy.
Florida Small Cities CDBG	DCA	Examples of activities that are eligible include: rehabilitation and preservation of housing; water and sewer improvements; street improvements; economic development activities; downtown revitalization; parks and recreation; and drainage improvements.
FL Rec. Dev. Assistance Prog. (FRDAP)	FDEP	Acquisition or development of land for outdoor public recreation use or to construct or renovate trails



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

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### **Allocation of Community Redevelopment Authority Funds**

Moneys in the redevelopment trust fund may be expended for financing or refinancing of redevelopment in a community redevelopment area pursuant to an approved community redevelopment plan. The allowable uses of CRA funds Per 163.387 (6), are listed below. Participants were asked to allocate what percentages should go to each use. There was also a suggestion to extend the term of the CRA so that the City could borrow more money.

Average Allocation of 100 % points between these possible uses of CRA funds.

- 4.0% a) Administrative and overhead expenses necessary or incidental to the implementation of a community redevelopment plan adopted by the agency.
- 6.7% b) Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the governing body or the community redevelopment agency for such expenses incurred before the redevelopment plan was approved and adopted.
- 12.1% c) The acquisition of real property in the redevelopment area.
- 6.5% d) The clearance and preparation of any redevelopment area for redevelopment and relocation of site occupants as provided in s. 163.370.
- 9.9% e) The repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness.
- 5.3% f) All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of agency bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes, or other form of indebtedness.

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4.9% g) The development of affordable housing within the area.

3.7% h) The development of community policing innovations.

46.9% i) Infrastructure

100%

### Five-Year Capital Improvements Plan Priorities

The participants were also asked to rank these items in the capital improvement plan (See below). A suggestion was made that the property owner should pay for a sidewalk in front of their property rather than the City paying for it. There was a brief discussion about the items listed and the participants took a few minutes to rank these items; with 1 being most important and 13 least important. The results indicate that the rankings were very different and averages are fairly close.

#### Open Space

5.0 Waterfront Park

4.43 Riverwalk

#### Infrastructure

5.23 Electrical Lines (Bury overhead lines)

4.37 Road resurfacing including upgrade to sidewalks, water and sewer lines, stormwater facilities

6.65 Lift station, landscaping

5.41 Street lighting - Upgraded pedestrian pole & lamp

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## Parking facilities

6.57 Off-street surface parking lot

6.00 Parking garage

## Transportation

7.38 Sidewalks for areas that do not currently have any

8.23 CSX Crossings

7.57 Full crossing (two lane & pedestrian)

7.79 Pedestrian only

8.6 Pedestrian Crossing Enhancements

## **Guidelines for Public-Private Partnerships**

The facilitator referred the participants to the following guidelines that had been developed in response to a concern expressed at previous workshops that some public private partnerships provide special treatment for the private partner without adequate benefits in return for the tax dollars invested. There was not time for discussion or acceptability testing.

1. All partnerships should provide benefits to the public and contribute to the community vision and work plan objectives, as well as, provide benefits to the private partners.
2. The costs/contributions should be justified by corresponding public benefits in a written report.
3. When appropriate, private partners should be selected in a competitive process.
4. Partnership agreements (and any renewals or amendments) should be available for public review and comment before approval.
5. Annual reports on public private partnerships should be available for public review.

## **Balancing Strict Comp Plan Compliance and Flexibility**

These guidelines were developed to address concerns raised by participants at previous workshops that developers are often given density increases and variances without appropriate justification.

Allow variances only if there are special benefits to the public or unusual conditions. Policy 1.03.01 of the Comprehensive Plan states that the City shall “encourage needed re-development and renewal through incentives such as density and intensity bonuses.” Criteria to evaluate if a bonus is granted could be whether or not the developer will:

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

## **Next Steps**

The facilitator summarized workshop activities and results and explained that the input from these three workshops would go to the Waterfronts Steering Committee and it would go into a master plan that would go to the City Commission. He pointed out that the Planning Advisory Board (PAB) would be responsible for looking at the Comprehensive Plan amendments. He commented that on page 5 of the handout (See Appendix A) are

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various public and private partners that have powers and responsibilities to implement the work plan. He opened the floor to comments on how to make this plan a reality including:

- I am amazed at the progress; and there is still a lot to be accomplished.
- I was very impressed that the City spent the funds for these workshops and that the City seems to take this seriously.
- The meetings were very fruitful; we developed plans; everyone wants what is best for the city.
- People are coming together on ideas that they haven't in the past.
- A lot of people have been brought together and the City can now go forward with a plan, there is high level of agreement in most areas.
- The City Commission needs to move forward and develop an overall plan to bring this to fruition.
- There have been many words, I want to see some action on what has been said.
- The process was valuable because there has been dissent; this has been a necessary mediation.
- A big thank you to Randy Rice [One of the architects who assisted the process].
- There needs to be continued community involvement in the process.
- Now is the time for something to happen; we need to work together as a community or everyone will just do their own thing and it won't work; we need common codes.
- I want to continue to be involved, are there committees we can be involved in?
- I am impressed by the level of dedication of the citizens and the quality of support; we should be proud of ourselves.
- Need to understand that with the facelift, we need to maintain our uniqueness and be ready for the "fire storm" from those who will object; the town needs consensus .
- I am tired of charrettes, I want to see some action along the waterfront.
- It was great to be a part of this and I hope that this effort will be continued, I hope the work is not lost if some others show up and oppose it; hopefully the City Commission gives weight to pros and cons considered here.
- I am amazed with how much I learned through the process.

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- Owners care what happens to the area; I appreciate the chance to do something through the Waterfronts Florida Program,
- I am proud to be part of the committee; we have an opportunity to be the jewel of Northeast Florida.
- There has been ample opportunity for input in the process; it is special that this has been done by consensus, this was an opportunity to be proactive rather than reactive. Too often the private sector drives the market and the public sector just responds to it.
- There was common ground on views.
- Hopefully the “stars are aligned;” the owners care about what will happen.
- The workshops have established a standard for a community that had no concept of what change could be; various groups have participated in this change, and private property owners are committed to move forward.
- Thank you to the State regarding the Waterfronts Florida giving us another chance.
- I hope this is not a failure, a plan is needed, we need to agree and show up at the City Commission meetings to support the plan.
- I do not want to be part of something that fails and everyone has had an opportunity to attend the meetings. Consensus is important.
- Congratulations to Dr. Taylor for his assistance in this process.
- All parties have been speaking openly and it makes a huge difference.
- The economic impact will be huge and if done right we will have something to be proud of.
- Thank you for your support and participation; change is scary and exciting and hopefully this will keep Fernandina Beach the jewel of the Island.
- These 3 workshops have established a standard that we did not have prior to the past 3 months. We have a sense of what a consensus can mean; I am proud to be a part of this community and it’s change.
- Share the vision with others and if approved we need to be committed to move forward
- It is a sincere pleasure to live and work in this community and discuss ideas and not give into personalities.

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### **Completed or Planned Activities Based on the Vision Plan**

To date, the City has forwarded the recommended comprehensive plan changes to the Planning Advisory Board and City Commission for approval. The amendment is now being forwarded to DCA for review. The Waterfronts Committee has also allocated funds to conduct a survey of Front Street in order to ascertain if on street parking can be accommodated in the space.

In the near future, Planning Staff will prepare a Capital Improvement budget to address the stormwater problem, as well as fund other infrastructure improvements. Also, per the consensus, Staff will initiate a study to determine the feasibility of maintaining the shrimping industry. This fall, staff will also begin to draft appropriate Design Guidelines for the area, as well as a new zoning classification.

### **Part C: Indicators to Track the Revitalization Effort (deliverable 4A and 4B)**

The Program Manager shall track the following indicators in an excel spreadsheet:

1. Amount of time that citizens contribute to Waterfronts Florida Partnership activities.
2. Number of volunteers contributing time to activities associated with the Waterfronts Florida Partnership.



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3. Amount of citizen donations/contributions (in dollars) to Waterfronts Florida Partnership activities.
4. Amount of public funds invested in Waterfronts Florida Partnership Activities.
5. Amount of private funds invested in Waterfronts Florida Partnership Activities.
6. Number of community goals achieved.

Typical hours to calculate are the staff work hours dedicated to Waterfronts Activities, including but not limited to meeting with community members, organizing and attending meetings, preparing agendas, and preparing reports and presentations. The amount of time volunteers contribute to Waterfronts activities include attending the visioning sessions, attending committee meetings, drawing site plans, and meeting with community leaders to spearhead the vision. Private investment includes properties purchased for redevelopment and proposed projects for the redevelopment area, as well as historic properties that fall within the waterfronts area that are rehabilitated. Public investments include burying utilities, landscaping, providing a waterfront boardwalk, addressing stormwater issues, providing sidewalks, updating lift stations and water/sewer connections, and contracting new parks.

The following excel spreadsheet calculates dollars and time invested in Waterfronts efforts in FY 2005-2006.

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## Waterfronts Florida: Waterfront Revitalization Indicators, Fiscal Year 05-06

Indicator	Quarter 1(Oct-Dec) Activity/measurement	Quarter 2 (Jan -March) Activity/measurement	Quarter 3 (April-June) Activity/measurement	Quarter 4 (July-Sept) Activity/measurement
Amount of Citizen Time Donated	Committee Member Meetings: 15 hours	Committee Member Meetings: 47hours	1. Vision workshop 1: 165 hours ( 55 people x 3 hours) 2. Vision Workshop 2: 408 hours	Vision Workshop 3: 522 hours (87 people x 6 hours)
Number of Volunteers Contributing Time to Activities associated with Waterfronts Activities	Committee Members: 6	Committee Members: 6-7	1. Vision workshop 1: 55 people. 2. Vision Workshop 2: 68 people	Vision Workshop 3: 87 people
Amount of Citizen Dollars Donated to Waterfronts Florida Activities	\$0.00	\$0.00	\$0.00	Money donated for site plans: \$5,000
Public Dollars Invested in Waterfronts Communities	Program Manager and support staff salary: \$1130.00	Program Manager and support staff salary: \$1130	Program Manager and support staff salary: \$2000.00	Program Manager and support staff salary: \$3120
Private Dollars Invested in Waterfronts Communities	\$0	\$0	One 2 acre site is under contract to build a marina with limited retail and approximately 70 residential units. Total investment so far: \$3 million. Projected investment upon project completion: \$52 million	Three vacant properties purchased along with a restaurant in a historic building. New construction will include 6 lofts and an arts center. Investment thus far: \$1.5 million.

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Number of Community Goals  
Achieved

0

0

0

1 Task met:  
Comprehensive Plan  
Amendment creating  
new land uses for CRA  
transmitted to DCA in  
August