

Waterfronts Florida Partnership Program

Assessment

Deliverable 3 G Final Program Assessment Report

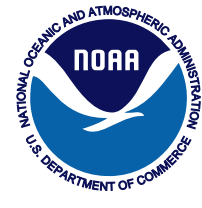


www.lampl-herbert.com

Submitted to

**Waterfronts Florida Partnership Program
Division of Community Planning
Department of Community Affairs
Tallahassee, Florida 32399**

**LAMPL HERBERT
LAMPL HERBERT**
Post Office Box 10129
Tallahassee, Florida 32302
(800) 854-9034
August 30, 2006



This report was funded in part, through a grant agreement from the Florida Department of Environmental Protection, Florida Coastal Management Program, by a grant provided by the Office Of Ocean and Coastal Resource Management under the Coastal Zone Management Act of 1972, as amended, National Oceanic and Atmospheric Administration Award Nos. [NA04NOS4190035](#) and [NA05NOS4191074](#). The views, statements, findings, conclusions and recommendations expressed herein are those of the author(s) and do not necessarily reflect the views of the State of Florida, NOAA or any of its subagencies.

September 2006

Acknowledgments

We would like to thank the following individuals for providing insights and understandings based on experience with Waterfronts Florida Partnership Program and/or other community-based programs:

Agency Acknowledgments

Tracy D. Suber, Florida Department of Community Affairs, State Planning Administrator
Bill Pable, AICP, Florida Department of Community Affairs, Community Planning Policy Administrator
Jennifer Z. Carver, AICP, Florida Department of Community Affairs, Waterfronts Florida Partnership Coordinator
Michael Conrad, Ed.D., Florida Department of Community Affairs, Community Visioning Services
Jonathan Frederick, Florida Department of Community Affairs, Intern
Lynn Griffin, Florida Department of Environmental Protection, Coastal Program Administrator
Susan Goggin, Florida Department of Environmental Protection, Environmental Administrator
Dornecia Allen, Florida Department of Environmental Protection, Grants Specialist
Joan Jefferson, Florida Department of State, Florida Main Street Program Coordinator

Community Acknowledgments

Roger B. Allen, Florida Gulf Coast Maritime Museum at Cortez (Cortez, Manatee County)
Margaret Beake, Citrus County Community Development (Old Homosassa, Citrus County)
S. Michael Brown, Port Salerno Commercial Fishing Dock Authority (Port Salerno, Martin County)
Vivian Browning, Chair, Executive Committee, Vilano Beach Community Redevelopment Area (Vilano Beach, St. Johns County)
Carol Crispen, Planning and Economic Development - Old Eau Gallie Riverfront (Melbourne, Brevard County)
Magge Ericson, Program Manager, Kings Bay Waterfronts Florida Partnership (Crystal River, Citrus County)
Roger Goettelmann, former Program Manager, Kings Bay Waterfronts Florida Partnership (Crystal River, Citrus County)
Anita Gregory Grove, Executive Director, Apalachicola Bay Chamber of Commerce (Apalachicola, Franklin County)
Janet Hoffman, AICP, formerly with Manatee County Planning Department (Cortez, Manatee County)
Abraham Jackson, Project Manager, Waterfronts Working Group, City of Oak Hill (Oak Hill, Volusia County)
Barbara Joyce, Daytona Beach Partnership Association (Daytona Beach, Volusia County)
Georgia Katz, St. Johns County Planning Department (Vilano Beach, St. Johns County)
Teresa Lamar-Sarno, Martin County Planning & Development Services (Port Salerno, Martin County)
Ed "Luke" Lukacovic, Mayport Waterfront Partnership (Mayport, Jacksonville)
Mary Anne Meyer, Port Salerno Neighborhood Advisory Committee (Port Salerno, Martin County)
Pam Portwood, Wakulla County (Panacea, Wakulla County)
Joanne Semmer, San Carlos Island (San Carlos Island, Lee County)
Betty Taylor-Webb, City Administrator, City of Apalachicola (Apalachicola, Franklin County)
Nancy Wengel, Director, St. Andrews Waterfront Project (St. Andrews, Panama City)
Michael Wood, former Administrator, Village of Cortez Partnership (Cortez, Manatee County)
Hank Woollard, formerly with Martin County Planning & Development Services (Martin County)

Other Organizations

Julia A. Magee, Community Planner, 1000 Friends of Florida
Dan Pennington, Community Planner, 1000 Friends of Florida

Glossary of Terms and List of Acronyms	
CMP	Coastal Management Programs
CZMA	Coastal Zone Management Act
CDC	Community Development Corporation
CRA	Community Redevelopment Agency
CPI	Florida Coastal Partnership Initiative
FAU	Florida Atlantic University
FAW	<i>Florida Administrative Weekly</i>
FCT	Florida Communities Trust
FCMP	Florida Coastal Management Program
FDCA	Florida Department of Community Affairs
FDEP	Florida Department of Environmental Protection
DOS	Florida Department of State
FIU	Florida International University
FMS	Florida Main Street
FRDAP	Florida Recreation Development Assistance Program
FWC	Florida Fish & Wildlife Conservation Commission
FY	Funding Year; Fiscal Year
DHR	Division of Historical Resources
NOAA	National Oceanic and Atmospheric Administration
SAMP	Special Area Management Planning
WFPP	Waterfronts Florida Partnership Program

TABLE OF CONTENTS

Introduction	7
The Project	7
The Methodology	9
Literature Review/ Document Analysis	9
Site Visits, Interviews and Observations	10
Self Assessment Tool	10
Waterfronts Florida Partnership Program- An Overview	11
Organizational History	11
Recent Events	13
HB 955 – 2005 Florida Legislature	13
HB 989 – 2005 Florida Legislature	15
HB 683 – 2006 Florida Legislature	16
Waterfronts as a Place-Based Community Development	16
The Waterfronts Florida Partnership Communities	18
The First Cycle – 1997-1999	19
Key Accomplishments	19
Funding	19
Challenges	20
Status	20
The Second Cycle – 1999-2001	20
Key Accomplishments	21
Funding	21
Challenges	21
Status	22
The Third Cycle – 2001-2003	22
Key Accomplishments	23
Funding	23
Challenges	23
Status	23
The Fourth Cycle – 2003-2005	24
Key Accomplishments	25
Funding	25
Challenges	25
Status	25
Opportunities for Revitalization Outside the Waterfronts Florida Partnership Program	26
Focused Topics: Waterfronts Florida Partnership Program	27
The Waterfronts Florida Partnership: Perceptions in the Community	27
Organizational Culture	28
Organizational Development	28

Staffing for Waterfronts Florida	28
The Waterfronts Cycle	29
A Cadre of Communities with Experience in Waterfronts Florida Partnership	31
Partners, Partnering	32
Considering Success – in the Program and in the Community	33
Focused Topics: The Community Experience	36
Visioning and Visions	37
Designations	38
Community Redevelopment Area (CRA)	38
Florida Main Street	38
Rural Economic Development Initiative (REDI)	39
Structure: Boards, Committees and Program Managers	39
Primary Benefits of Designation	40
Challenges for Communities	41
Focused Topics: Waterfronts Florida in a System Context	42
Looking for Models: A Closer Look at Place-Based Community Development Programs	43
Approaches	43
Technical Assistance	44
Financial Assistance	44
System Issues	45
Recommendations	45
Recommendation: Planning for the Future of the Waterfronts Florida Partnership Program	46
Recommendation: Development of Criteria	46
Recommendation: Exploration of Alternative Models	47
Recommendation: Develop Options to Transition Waterfronts Florida Partnership Program from Federal to State Funding	49
Recommendation: Develop a System of Strategic Partners	50
Conclusions	51
Attachments	52
Bibliography	57

AN ASSESSMENT

WATERFRONTS FLORIDA PARTNERSHIP PROGRAM

INTRODUCTION

This report addresses research conducted for the Waterfronts Florida Partnership Program (WFPP), Division of Community Planning, at the Florida Department of Community Affairs (FDCA), by Lampl Herbert Consultants, Inc. (LHC). The study focused on the assessment of the Waterfronts Florida Partnership Program and a review of selected Waterfronts Florida Partnership Communities. The report includes a discussion of the project, the methodology, the results, and recommendations regarding the overall Waterfronts Florida Partnership Program.

THE PROJECT

The Waterfronts Florida Partnership Program (WFPP) was initiated after research to 1) identify needs in coastal communities after the 1994 amendment to the Florida Constitution that banned the use of most gill nets in waters owned by the State of Florida¹ and 2) recommend a viable process for delivery of technical services and financial support to these communities.² Three Waterfronts Florida Communities were designated in 1997. The communities received intensive support and technical assistance for a two year period; the assistance included help with envisioning change or preservation at the waterfront, development of strategic plans, advocacy services, and limited financial support to help with implementation.

Coordination and administration of the Waterfronts Florida Partnership Program has changed hands several times since 1997. The program was operated by 1000 Friends of Florida, a non-profit organization based in Tallahassee, under contract to the Florida Coastal

¹ 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 FL: Florida Atlantic University.

² FAU/FIU Joint Center for Environmental and Urban Problems. 1996. Revitalization of Florida's Working Waterfronts: a Model for Technical and Financial Assistance. Fort Lauderdale FL: Florida Atlantic University.

Management Program (FCMP) at the Florida Department of Community Affairs. The FCMP managed and supported Waterfronts Florida internally at the FDCA c. 2001-2002. Waterfronts Florida remained at the FDCA when the Florida Coastal Management Program moved to the Florida Department of Environmental Protection (FDEP) in 2002. Waterfronts Florida is a program under the Division of Community Planning, Florida Department of Community Affairs.

Eighteen Waterfronts Florida Communities have been designated since 1997. Jennifer Z. Carver, the current Waterfronts Florida Partnership Coordinator, requested the assessment to provide individual communities and the larger organization with the opportunity to identify the strengths and challenges associated with the overall program and to identify opportunities for improvement. The basic task was to:

- Determine the current direction of the program.
- Examine the broader environmental, economic and cultural coastal management issues affecting the area or region surrounding Waterfronts Florida Partnership Communities.
- Identify expanded roles and partnerships for Waterfronts Florida Partnership Communities that would benefit the quality and environment in the community.
- Develop recommendations regarding future work and directions for the Waterfronts Florida Partnership Program and the “graduate” communities to reflect current conditions and needs for Florida’s waterfront communities.
- Develop options to transition Waterfronts Florida Partnership Program from federal to state funding.
- Identify options for improvement of the program.

The assessment also provided individual communities with an opportunity to look at the local strengths and challenges associated with the designation and post-designation experiences.

THE METHODOLOGY

The assessment was conducted between February and August 2006. Inquiry and analysis focused on the Waterfronts Florida Partnership Program as an organization. Data were collected at three levels:

- System – Considered the larger context within which the WFPP was created, evolved, and currently operates.
- Organization – Focused on the management and operation of the WFPP and its interaction with agencies and non-governmental organizations related but external to the program.
- Community – Considered the interaction of the WFPP with the extended family of Waterfronts Florida Communities that have completed the two year designation and to a lesser degree the currently designated communities.

The assessment focused on the overall operation of the Waterfronts Florida Partnership Program. Information on the activities, achievements, and challenges of individual communities was collected in support of the assessment of the Waterfronts Florida Program.

Literature Review / Document Analysis

A literature review was conducted to identify materials related to revitalization of waterfronts and on comparable place-based community programs such as Florida Main Street and on waterfront-specific programs in other parts of the United States. Web-based materials were used to identify emergent waterfront groups and issues and included review of recent changes that codify the Waterfronts Florida Partnership Program within the Florida Statutes. The data were used to develop an overview of the history of waterfronts programs.

Reports, correspondence, and other materials related to the Waterfronts Florida Partnership Program and individual community projects were reviewed. Research reports, newspaper clippings, archival documents, and other materials were available via the Internet or through subscription services.

Site Visits, Interviews, and Observations

We visited twelve Waterfronts communities and interviewed a total of 29 individuals who participated in some capacity in the Waterfronts program or projects. We conducted additional interviews by telephone. We also attended and observed board meetings and special-topic community meetings. The goal was to learn about the benefits, challenges, and operations of the Waterfronts Florida Partnership Program from the perspective of individuals who held first-hand experience. See Attachment 1 for List of Individuals Interviewed.

We used an unstructured interview format for the face-to-face and the telephone interviews. Interviewees were asked to provide perspective on his/her experience with Waterfronts Florida Partnership Program. Interviews lasted from 60 minutes to four hours, depending on the individual's availability and inclination to talk; the longer interviews occurred during site visits and included a tour of a Waterfronts Florida community.

The population was limited to the post-designation communities on the assumption that these communities held experience in multiple phases of the Waterfronts Florida Partnership Program. Similarly, we limited external inquiry to those individuals who either had direct experience with Waterfronts Florida or with other place-based community support programs. We did not expand the inquiry to the groups or industries that were added to the purview of the Waterfronts Florida Partnership Program by legislative action in the 2005-2006 Legislative sessions.

Self Assessment Tool

We prepared and made available to selected individuals a survey instrument that can be used by individual communities as a self-assessment tool. The survey is intended to capture data for the community at the system, community, and organization levels. The questions and open-ended statements included in the survey were drawn from categories based on document analysis, the Waterfronts Florida Partnership application available to prospective communities, and the interviews.

The self-assessment tool was posted to SurveyMonkey.com, an online application, and was available by invitation only.³ Participants could

³ For information online survey application, see www.surveymonkey.com.

complete the survey at one sitting or enter the survey, leave, and return at a later time.

We conducted pilot interviews by telephone and Internet with two program managers to test the wording of the instrument. The survey was available August 15-30, 2006, to 11 additional individuals in the post designation communities as the prototype for a self-assessment tool. Ten of 13 individuals invited to participate responded to the self-assessment for a return rate of 76 percent.

We used standard content analytical methods to identify themes and issues within the interviews, observations, and the survey research. The results are presented below.

WATERFRONTS FLORIDA PARTNERSHIP PROGRAM – AN OVERVIEW

Organizational History

WFPP is funded largely by federal grants for administration by the agency and for the “seed money” provided to the communities. The financial support comes through the Florida Coastal Management Program (FCMP) at Florida Department of Environmental Protection (FDEP) from the National Oceanic and Atmospheric Administration (NOAA).

The FCMP requested funding for Working Waterfront Revitalization under the category of Special Area Management Planning (SAMP) in the 1997-2000 Section 309 Assessment and Strategy submitted to NOAA. The request for Section 309 document noted that waterfront communities in Florida were in decline and that:

...Nowhere has this decline been more evident than in those small communities with a historical reliance on commercial fishing that have been impacted by the net ban.⁴

The request for funding was predicated on research conducted in 1995 and 1996 by Florida Atlantic University (FAU) and Florida International University (FIU) that supported FCMP’s goal for waterfront

⁴ Cantral, Ralph. 1997. Coastal Zone Management Act Section 309 Program Area Assessment. Florida Coastal Management Program. Tallahassee: Florida Department of Community Affairs.

revitalization in the 1996-1998 Coastal Action Plan.^{5,6} The studies aimed to identify the need for technical and financial assistance in waterfront communities. The two-year Waterfronts Florida Partnership Initiative followed, anticipating funding for administration of the program under Section 309 and for community projects under Section 306 of the federal Coastal Zone Management Act (CZMA). Three communities – Mayport (Duval County), San Carlos Island (Lee County), and St. Andrews (Panama City) – received designations as Waterfronts Florida Communities in June 1997.

The FCMP requested additional funding for Waterfronts Florida in the 2001-2005 Section 309 cycle, based on the initiation of the third cycle and the demonstrated utility of the program:

...the *Waterfronts Florida* program was specifically created to fill several unaddressed needs and situations. First, every waterfront community is different, from its history and traditional uses, to its potential vision of what it wants to achieve; a one-size-fits-all program would not be of much help. Second no single agency or program existed that could address all of the components necessary to achieve revitalization; no one entity could help a community with economic issues, resources issues, hazard issues, and social issues...a community often needed help in a variety of ways – financial, technical, training, and even moral support. Waterfronts Florida was specifically created to fill all of those unaddressed needs and situations.⁷

Waterfronts Florida was administered by the Successful Communities Institute of 1000 Friends of Florida under contract with the FCMP until c. 2000.⁸ The intent was 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

⁵ Joint Center for Environmental and Urban Problems. 1996. Revitalization of Florida's Working Waterfronts. Fort Lauderdale: Florida Atlantic University.

⁶ Joint Center for Environmental and Urban Problems. 1995. A Profile of Florida's Working Waterfronts. Fort Lauderdale: Florida Atlantic University.

⁷ Myers, Joseph F. 2001.

⁸ Florida Sustainable Communities Center at <http://sustainable.state.fl.us/fdi/fsc/news/local/news-7.htm> February 02, 2006, 2:02 p.m.

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.⁹

Around 2000, the Florida Coastal Management Program took over management of the Waterfronts Florida Partnership Program. Shortly thereafter, FCMP was moved to the Florida Department of Environmental Protection, and the WFPP remained at Florida Department of Community Affairs (FDCA). During the period c. 2001-2005, the primary services provided to communities were split between the Division of Community Planning (Technical Assistance) and the Florida Communities Trust (Administration of Grants); staff time was not dedicated exclusively to the WFPP communities. In 2005, FDCA hired a full-time internal coordinator for the Waterfronts Florida Partnership Program.

Recent Events

HB 955 – 2005 Florida Legislature

WFPP operated without legislative mandate or definition from 1997-2005. The Florida Legislature in 2005 adopted HB 955, codified in part as Chapter 342.201, to officially establish the Waterfronts Florida Program within the Florida Department of Community Affairs. By contrast, the Florida Main Street Program at the Department of State and the Front Porch Program at DCA were anchored in the Florida Statutes prior to 2005. HB 955 provisions included definitions of waterfront communities and working waterfronts.

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,

⁹ Florida Sustainable Communities Center at <http://sustainable.state.fl.us/fdi/fsc/news/local/news-7.htm> February 02, 2006, 2:02 p.m.

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 (Chapter 342.201 (b)).

Other parts of HB 955 addressed waterfront issues associated with comprehensive planning (Chapter 163.3177-3178, F.S.), deferment of taxes (Chapter 197.303-3047, F.S.), and the use of sovereign submerged lands owned by the State of Florida (Chapter 253.03(15), F.S.).

HB 955 and the resulting statutory changes were added to existing legislation that in 1989 sought to protect commercial and recreational fishing operations from local government regulation. Chapter 370.1101(1) – enacted six years prior to the “net ban” – states:

The Legislature finds that commercial and recreational fishing constitute activities of statewide importance and that the continuation of commercial and recreational fishing will benefit the health and welfare of the people of this state. The Legislature further finds that commercial and recreational fishing operations conducted in developing and urbanizing areas are potentially subject to curtailment as a result of local government zoning and nuisance ordinances which may unreasonably force the closure of productive commercial and recreational fishing operations. It is the purpose of this act to prevent the curtailment or abolishment of commercial and recreational fishing operations solely because the area in which they are located has changed in character or the operations are displeasing to neighboring residents.

The provisions in Chapter 370 appear to have been aimed at the activities associated with harvesting fish, as the definition “...does not include operations with the sole or primary function of processing seafood.” (370.1101(2)). The statute does protect commercial and recreational fishing uses from new regulation proposed because of a change in the character of the surrounding property (370.1101(3)) but does not allow for expansion of fishing operations (370.1101(5)).

The 2005 legislative action recognized the Waterfronts Florida Program but did not appropriate or otherwise attach funding for WFPP to the statute. The financial component of HB 955 depended on an increase

in motorboat fees; however, the anticipated new money was earmarked for county programs to build boat ramps and improve waterway markings and not for the broader spectrum of partnerships and projects traditionally selected by communities under the Waterfronts Florida Partnership Program. It is unclear if HB 955 was intended to fund the existing Waterfronts Florida Partnership Program or to provide a legislative vehicle for property tax relief for small commercial fishing or marina operations.

The 2005 definition does not appear on its face to represent problems for the WFPP communities that are drawn from a range of waterfront uses that include protection of the traditional fishing community at the Village of Cortez (Manatee County) and the Town Center at Vilano Beach (St. Johns County). The inclusion of a broad definition may be looked at as a step which can be expanded in future legislative actions or refined in policy as suggested in 342.201 (4)(a).

The department, in coordination with the Department of Environmental Protection, shall develop procedures and requirements governing program eligibility, application procedures, and application review.

The 2005 legislative session brought the Waterfronts Florida Partnership Program to the attention of legislators. The program funding process often starts with legislative recognition of the subject matter. A program that is nurtured through grant funding or soft money may evolve into a statute and attract line item funding. HB 955 could be considered the second step in a process and program initiated 10 years ago under federal grants. Support could be sought from legislators representing coastal areas to move WFPP towards sustained funding.

HB 989 – 2005 Florida Legislature

The Florida Legislature revised the statutory composition of the Boating Advisory Council to expand membership and oversight duties. The purpose of the Council is to make recommendations to the Florida Fish and Wildlife Conservation Commission and the Florida Department of Community Affairs regarding boating-related activities and working waterfronts.

HB 683 modified the definitions section of the recreational and commercial working waterfronts law, created as Section 342.07, Florida Statutes, in 2005 to include recognition of tourism’s economic impacts, include the phrase “other recreational access” and definition of “public lodging establishments” as water dependent-support facilities.

Waterfronts as a Place-Based Community Development Organization

Robert J. Goodwin reported in 1999 that the definitions associated with the Coastal Zone Management Act (CZMA) addressed urban waterfront or port and waterfront redevelopment.¹⁰ Goodwin identified three types of tools or processes that are used or could be used by Coastal Management Programs (CMP) in states around the U.S. for waterfront revitalization; Goodwin categorized these activities by CMPs as proactive, supportive, or reactive. The tools are:

Category	Specific Tools or Processes
Proactive	Designation as area in need of revitalization
	Inventory of areas in need of revitalization
	Partnerships
	Special area management plans
Supportive	Financial assistance
	Technical assistance
	Guidance documents
	Education & training
Reactive	State review of local coastal programs
	State review waterfront projects
	State review environmental impacts

¹⁰ Goodwin, Robert F. 1999. Redeveloping Deteriorated Urban Waterfronts: the Effectiveness of US Coastal Management Programs. *Coastal Management* 27:239-269.

The Waterfronts Florida Partnership Program, which is funded by the Florida Coastal Management Program and aims for redevelopment of waterfronts in small communities or counties, uses some of the tools available in Goodwin's constellation of actions. WFPP specifically does not have an inventory of waterfront areas that may be suitable for revitalization projects.

The goals of WFPP are similar to the National Trust Main Street Center, which is a program of the National Historic Trust for Preservation. While WFPP aims to support change or preservation in waterfront areas, Main Street works to revitalize commercial districts or "Main Streets." Both programs are public/private partnerships that work at the grassroots level with the aim to build – and sustain – local capacity for self-help. WFPP concentrates on four program areas – environmental and cultural protection, hazard mitigation, public access, and traditional waterfront uses; Main Street uses a trademarked, four-point approach – organization, promotion, design, and economic restructuring – to build organizational capacity and redevelop a specific area of the local economy. Other organizations draw from and use similar philosophies and methods. See *What's Already Out There. A Sourcebook of Ideas from Successful Community Programs*.¹¹

WFPP, Main Street, and other locally-focused programs operate intuitively or intentionally on what is known as the "small wins" theory developed in 1984 by Karl Weick, professor of organizational behavior and psychology at Cornell University. Small wins may be defined as:

...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.¹²

The "small wins" approach is akin to the Waterfronts Florida focus on working to help local communities get a visible project in place as quickly as possible.

¹¹ Pew Partnership for Civic Change. 2002. *What's Already Out There. A Sourcebook of Ideas from Successful Community Programs*. Charlottesville VA: Pew Partnership for Civic Change.

¹² Weick, Karl. 1984. Small Wins. Redefining the Scale of Social Problems. *American Psychologist* 39(1):40-49.

Weick observed that small wins could reduce information overload and provide a structural soundness that is absent in transformational change (1984:47). Communities and organizations do not focus on topics such as “world peace” or “world hunger” – or transformation of the waterfront – but rather aim to deal with small problems that can be solved, one at a time or incrementally, to establish what amounts to a record of success and long-term change.

The Waterfronts Florida Partnership Communities

Some 49 communities applied to the Waterfronts Florida program between 1997 and 2003; 13 communities in generally small, sometimes rural counties were designated as a “Waterfronts Florida Community.” Five communities applied to the Waterfronts Florida program in the 2005-2007 cycle; all applicants were designated, bringing the total number of Waterfronts Florida communities designated since 1997 to 18. Waterfronts Florida communities are identified in the map set out below:



Figure 1. Waterfronts Florida Communities 1997-2005

The First Cycle – 1997-1999

Three communities were selected from among 18 applicants for the first “class” of the Waterfronts Florida Partnership Program. Mayport Village is located along the St. Johns River near the Atlantic Coast in a remote area of the City of Jacksonville, St. Andrews District is located along St. Andrews Bay within the City of Panama City in the Florida Panhandle, and San Carlos Island is located at Matanzas Harbor in an unincorporated area of Lee County near the Gulf of Mexico.

The St. Andrews community had prepared a community vision prior to designation; the visioning process was funded by a Coastal Partnership Initiative (CPI) grant. San Carlos Island and Mayport Village had conducted visioning as part of an earlier process and during the Waterfronts Florida process. The St. Andrews and Mayport partnerships were guided by an onsite, paid Program Manager; the San Carlos partnership was coordinated by an on-site, volunteer Program Manager.

Key Accomplishments

Mayport	installation of sanitary sewer lines; establishment of a local Waterfronts Florida Partnership office; underground utilities; zoning protections; police sub-station
St. Andrews	reconstruction of city dock; boat ramp; establishment of a local Waterfronts Florida Partnership office; police sub-station
San Carlos	nature walk; educational kiosks; overlay district to protect commercial shrimping; educational tours.

Funding

Each community received \$10,000 in seed money to initiate planning and implement a visible project the first year; communities received \$25,000 for implementation of plans the second year. Each of the communities also partnered with federal, state, and local government, private industry, and other organizations to expand funding options. Both San Carlos Island and St. Andrews waterfronts are located within an existing local government Community Redevelopment Area (CRA), which may offer other funding opportunities. Mayport is located within

the jurisdictional boundaries of the City of Jacksonville which provided funding for various projects including sidewalk upgrades.

Separately, the Mayport and the St. Andrews Waterfronts Florida Partnerships created 501(c)(3) non-profit corporations; individuals associated with the San Carlos Island partnership created a 501(c)(3) corporation that focuses on coastal environmental issues.

Challenges

Development pressures
Staffing
Regulatory permitting

Status

Mayport	staffed by City of Jacksonville; continues to meet as the Waterfronts Florida Partnership group; working with developer regarding potential for a waterfront boardwalk
St. Andrews	staffed by City of Panama City; continues to meet; conducted re-visioning in 2006; working with developer regarding design of building, parking area, and street-level shops
San Carlos	staffed by part-time program manager; continues to meet in connection with designation as a Community Development Corporation.

The Second Cycle – 1999-2001

Three communities were selected from among 14 applicants for the second “class” of the Waterfronts Florida Partnership Program. The communities were: Village of Cortez, which is located in an unincorporated area of Manatee County on the Gulf Coast; the River Road area of the City of Oak Hill, on the Atlantic Coast, and Vilano Beach in an unincorporated area of St. Johns County, on the Atlantic Coast.

Each of the three communities prepared visions after designation as a waterfronts community. The Cortez partnership was coordinated by an on-site, full-time, Program Manager who was paid by Manatee County government. The Oak Hill partnership was guided by a city

commissioner, then Program Managers who have been part of the city staff; managers have changed over time. The Vilano Beach partnership was coordinated by an on-site Program Manager provided by St. Johns County government.

Key Accomplishments

Cortez	special overlay district in county comprehensive plan; extensive historic renovations; property acquisition
Oak Hill	boardwalk/dock area; removal of derelict vessels
Vilano Beach	overlay district for Towne Center; construction of pavilions at the Intracoastal and Atlantic Ocean ends of the main street to contribute to a walker-friendly area.

Funding

Each community was eligible for \$10,000 in seed money to initiate planning and implement a visible project the first year and \$25,000 for implementation in the second year. Each of the communities also partnered with federal, state, and local government, private industry, and other organizations to expand funding options. None of the three communities were located within a Community Redevelopment Area (CRA) during the period of designation.

Several non-profit organizations existed within the communities prior to designation. These organizations focused on home owner issues (Vilano Beach area) or coastal preservation (Cortez). These existing non-profit organizations were used in application to the WFPP or to implement the local Waterfronts Florida projects.

Challenges

Development pressures
Changes in program management
Loss of institutional memory
Funding
Regulatory permitting

Status

Cortez	continues work on waterfront and historic issues under the Florida Institute for Saltwater Heritage (FISH), a local non-profit organization; does not meet as Waterfronts Florida Partnership
Oak Hill	continues work on waterfront issues and removal of derelict vessels as the Waterfronts Florida Working Committee institutionalized as an advisory group to the City Commission
Vilano Beach	continues work toward redevelopment of area with Towne Center; staffed by on-site county employee who currently works as manager for Florida Main Street project.

The Third Cycle – 2001 - 2003

Three communities were selected from among nine applicants for the third “class” of the Waterfronts Florida Partnership Program. The communities were: Old Homosassa, which is located in an unincorporated area of Citrus County on the Gulf Coast; Panacea, which is located in an unincorporated area of Wakulla County in the Panhandle, and Port Salerno, which is located in an unincorporated area of Martin County on the lower Atlantic Coast of Florida.

The Panacea community had prepared a community vision prior to designation; the visioning process was funded by a Coastal Partnership Initiative (CPI) grant. Port Salerno had conducted planning sessions and charettes as a designated area within the Martin County Community Redevelopment Area (CRA). Old Homosassa prepared a community vision as part of the Waterfronts Florida Partnership process. The Panacea waterfronts partnership was coordinated by a part time Program Manager who served as Grants Coordinator for the Wakulla County government during the same period. The Old Homosassa projects were guided by a Senior Planner and planning staff from Citrus County. The Port Salerno partnership was coordinated by the staff persons for the CRA; the managers changed over the course of the projects.

Key Accomplishments

Old Homosassa	created Old Homosassa Redevelopment Plan; design standards; informational kiosks; walkway; model for visioning picked up by other groups in the county
Panacea	rehabilitated county dock; upgraded waterfront park to include playground equipment; facilitate development of welcome center
Port Salerno	Manatee Pocket Walk; upgrade of civic center in Port Salerno area; lease docks to commercial fishing group.

Funding

Each community was eligible for \$25,000 for projects during the first year and \$25,000 for projects during the second year. Each of the communities also partnered with federal, state, and local government, private industry, and other organizations to expand funding options. The Port Salerno Waterfronts Florida Partnership was located within the Martin County Community Redevelopment Area (CRA) during the period of designation.

None of the three communities created a 501(c)(3) non-profit corporation that focused on the waterfronts partnership. The Port Salerno Commercial Fishing Dock Authority, a non-profit, was created by commercial fishermen in the project area to provide an organization to which Martin County could lease specific docks within the project area. The Homosassa Civic Club was active prior to the Waterfronts projects.

Challenges

Need for management skills associated with large scale projects
Regulatory permitting and submerged land leasing processes
Changes in agency commitment for WFPP

Status

Old Homosassa	remnants of Waterfronts Florida Partnership committee meet with local Civic Club; separate local group filed legal action recently against county
---------------	---

commission regarding decision to allow development said to be in violation of standards crafted during Waterfronts period of designation

- Panacea Board continues to meet on regular basis and to move forward on specific projects; investigating community potential for creation of an overlay district to protect the waterfront in Panacea
- Port Salerno waterfronts topic is listed on agenda for Port Salerno Neighborhood Advisory Committee of the Martin County CRA; does not meet as a separate group.

The Fourth Cycle – 2003 - 2005

Four communities were selected from among seven applicants for the fourth “class” of the Waterfronts Florida Partnership Program. The City of Apalachicola is located along the Apalachicola River and Bay in Franklin County in the Panhandle area; the Kings Bay area is located in the City of Crystal River in Citrus County near the Gulf of Mexico; Daytona Beach Partnership is located along the Intracoastal Waterway at Daytona Beach in Volusia County, and Olde Eau Gallie is located along the Indian River in the City of Melbourne in Brevard County on the Atlantic Coast.

The Olde Eau Gallie community prepared two community Visions prior to designation as part of the City’s Community Redevelopment Agency planning; the community prepared a third, more focused vision as a Waterfronts Florida Community. The Daytona Beach Partnership had prepared a community vision prior to designation; the visioning process was funded by a Coastal Partnership Initiative (CPI) grant. Apalachicola and Kings Bay prepared community visions after designation as a Waterfronts Florida Community. The Olde Eau Gallie partnership was coordinated part-time by the staff persons for the CRA. The Daytona Beach Partnership was staffed by a full-time, on-site Program Manager. The Apalachicola partnership was coordinated by a part-time Program Manager with the Chamber of Commerce. The Kings Bay Partnership was coordinated by a part-time Program Manager; the position was funded by the City of Crystal River.

Key Accomplishments

City of Apalachicola	design for revitalization of Commerce Street area of the waterfront
Kings Bay	reconstruction of pier and signage
Daytona Beach Partnership	nature walk; development of a Farmer's Market
Olde Eau Gallie	design of pier/board walk; design of community park.

Funding

Each community was eligible for \$25,000 for projects during the first year and \$25,000 for projects during the second year. Each of the communities also partnered with federal, state, and local government, private industry, and other organizations to expand funding options. The Olde Eau Gallie and the Kings Bay Partnerships are both located within Community Redevelopment Areas (CRA) and eligible for local funding.

The Daytona Beach Partnership is part of the Downtown Business and Professional Association which is a 501(c)(3) non-profit corporation, however, the corporation has a broader focus than waterfronts issues. None of the four communities created 501(c)(3) corporations to focus specifically on waterfront issues.

Challenges

Development pressures
Changes in program management
Loss of institutional memory
Regulatory permitting
Changes in agency commitment for WFPP

Status

City of Apalachicola	Waterfronts Florida committee continues to meet; currently considering results of feasibility study to implement plans created during period of designation
----------------------	---

Kings Bay Waterfronts Florida committee continues to meet on a monthly basis

Daytona Beach Partnership does not meet as Waterfronts Florida Partnership committee; currently working to participate in management of waterfront park

Olde Eau Gallie waterfronts group meets as a committee of the CRA.

Opportunities for Revitalization Outside the Waterfronts Florida Partnership Program

Other communities have obtained grants outside the Waterfronts Florida Partnership process to develop plans to revitalize waterfront areas. For example, the Florida Coastal Partnership Initiative (CPI) provides grants and some technical assistance for planning, land acquisition, construction, or capital improvement in four topical areas:

- Remarkable Coastal Places
- Community Stewardship
- Access to Coastal Resources
- Working Waterfronts

The Coastal Partnership Initiative opportunities appear to focus on specific projects rather than long-term development of leadership capacity. The CPI Working Waterfronts Initiative funded community visioning for four WFPP communities prior to designation. The Florida Coastal Partnership Initiative is sometimes viewed as an initial, first step by communities interested in the Waterfronts Florida designation; however, communities may receive CPI grants without intent to apply to the Waterfronts Florida Partnership Program.

The Department of Community Affairs offered technical assistance and grants to interested communities statewide until 2004; the assistance was not linked to waterfront or other special areas within a community. Such assistance was sometimes used by coastal communities to initiate visioning, update local comprehensive plans, and/or conduct planning charettes. The program does not exist in this format in 2006.

FOCUSED TOPICS: WATERFRONTS FLORIDA PARTNERSHIP PROGRAM

The Waterfronts Florida Partnership: Perceptions of Benefit in the Community

The Waterfronts Florida Partnership Program was highly regarded in each of the 13 communities designated between 1997 and 2003. Interviewees and respondents valued the technical assistance and viewed the informational sessions offered at the Quarterly Program Managers' Meetings as part of their professional development. Several individuals viewed the Waterfronts Florida Partnership as an model of what government programs should be:

I feel real strongly about the Waterfronts Program. It's 'government at its best' – they don't come in and tell you what to do; they help you...the community has to have the commitment...

Other individuals reported that designation as a Waterfronts community made the community "feel important." These same individuals noted that some of the smaller areas sometimes feel as if government has forgotten about them. This type of comment is consistent with a statement reported independently in *Continuing the Voyage*, a Waterfronts Florida newsletter in 1999:

...the awarding of the Waterfronts Florida designation ... has boosted the morale of our seafood industry which has been very depressed after the 1994 net ban. Oak Hill hopes that the Waterfronts Program will help in the city's efforts to restore the community's faith in the system and insure a legacy for our future generations to enjoy.¹³

Another Program Manager (PM) noted that "for the community, at the beginning, they were thrilled to have attention paid to them and it helped to give them a sense of place and a sense of community."

Yet the same individual reported that the good feelings engendered by the Waterfronts experience may not last beyond the intensive activities associated with the period of designation. "Other issues, such

¹³ Vann, Jimmie. 1999. "News from Oak Hill." *Continuing the Voyage*, Volume 3 (September), Number 1.

as large development projects and ongoing neglect by governmental agencies, eroded the level of continuing interest in the Waterfronts Florida program.”

Organizational Culture

Organizational Development

The WFPP staff is responsible for soliciting and vetting potential new communities. The staff is also responsible for setting up the Quarterly Program Managers’ Meeting, finding speakers, and handling the day-to-day support for each of the active or currently designated communities and – at least to some degree – support for the post-designation communities and for other groups that are interested in waterfronts.

The WFPP encourages communities to take a structured approach to revitalization of waterfront areas, beginning with the vision, a set of plans which may or may not include a Special Area Management Plan (SAMP) or master plan for the waterfront. However, the Waterfronts Florida Partnership Program as an organization does not currently develop such long-term vision, strategic plan, or other guidance documents for long-term and action planning.¹⁴ The current WFPP coordinator has expressed an interest in the development of a vision and of a set of Best Practices for the program to help structure planning, delivery of services, and interaction with other agencies.

The WFPP does not have an advisory board at this time that provides regular input or feedback for program administrators. As noted above, the duties of the Boating Advisory Council were expanded in 2005 to make recommendations to the FWC and the FDCA – not to Waterfronts Florida Partnership Program – regarding boating and issues that affect boating including working waterfronts. Separately, an ad hoc committee is developed to review applications from prospective new communities.

Staffing for Waterfronts Florida

The Waterfronts Florida Partnership Program was staffed by two persons, one full-time and one part-time, from 1997-2001. The Waterfronts Florida Partnership Programs does not appear to have

¹⁴ The program is identified in the DCA *Long-Range Program Plan Fiscal Years 2006-2007 Through 2010-2011*.¹⁴

been served by a full time staff from 2001-2005. The focus was split between administrative/contracting and technical support during this period. Contract administration was handled by the staff of the Florida Communities Trust (FCT) land purchase program; support functions and technical assistance were provided part-time by staff of the Division of Community Planning. More than one interviewee expressed concern that some institutional memory associated with the individual communities and with the Waterfronts Florida Partnership Program was lost between 2001-2005.

The current coordinator began work in a full-time position in 2005. Other staff internal to the Division of Community Planning are available on a limited basis to help with visioning and other start up services for new communities, and interns also provide staff support from time-to-time. The coordinator has requested an assistant for the Waterfronts Florida Partnership Program to begin work in the Fall 2006.

The Waterfronts Cycle

The Waterfronts Florida Partnership Program functions on a two year cycle. The cycle for Year 1 includes the activities listed below:

- Provide currently designated communities with technical support and advocacy
- Assist currently designated communities with completion of second year projects and grant management
- Develop and manage application process
- Work with ad hoc committee and Secretary for designation of new communities
- Provide orientation training for new communities
- Contract with communities for Fiscal Year 1 work
- Provide technical support and advocacy for newly designated communities
- Plan and organize four Quarterly Program Managers' Meetings per year
- Manage WFPP budget and program administration.

Year 2 includes similar activities which are focused on different aspects of the projects to be completed by the individual communities. As noted above, the application process for new communities overlaps work with the currently designated communities approximately three-

quarters of the way through the two year period. Selected aspects of the Waterfronts cycle are discussed below.

Application Process. Notices are sent to every local government (county and municipality) in each of the 35 counties required to prepare a coastal element; information is sent to mayors, commission chairs, and to planning departments. Information is also sent to organizations such the Florida Recreation Development Assistance Program (FRDAP) and groups culled from lists associated with coastal issues, e.g. the Coastal Partnership Initiative. The notice was published in the *Florida Administrative Weekly* in 2005; see Attachment 2 for copy of notice.

Waterfronts Florida Partnership staff conducted pre-application workshops and site visits during the early days of the initiative. The current WFPP coordinator has expressed interest in creating a more formal application process that could include workshops and site visits to make sure that applicants and local governments understand the financial and time commitment responsibilities associated with designation.

Designation of New Communities. Applications undergo an initial review and are checked for clarity. In theory, the applications are filed by communities that self-select, understand the requirements, and are ready to begin work if selected. The coordinator organizes an ad hoc review committee, submits applications, and calls a meeting. Communities are invited to attend and make presentations. After review, the top ranked applications are sent to the Secretary of the Department of Community Affairs, who designates the new Waterfronts Communities. See Attachment 3 for Current Criteria for Selection.

Orientation. Newly designated communities participate in an orientation session that provides an overview of the Waterfronts Florida two year cycle and expectations of communities.

Contracting with Communities. The Waterfronts coordinator must work with communities to determine FY 1 and FY 2 projects. Contracts are issued by the FDCA contracting office. Delays in contracting can cause delays in start dates for work and may translate to problems with scheduling by the communities.

Technical Assistance. Technical assistance may include help with planning or finding consultants on specific topics including the

visioning process. In addition, the coordinator may contact staff in other governmental agencies to work with community representatives regarding regulatory permitting issues associated with a Waterfronts project or other kinds of governmental issues. Technical assistance may also take the form of what is sometimes called “hand holding” which means that the Waterfronts Coordinator may be called upon to help Program Managers or others in the communities to get organized, to remember to follow through on tasks, and to find resources to solve other problems.

Quarterly Program Managers’ Meetings. Program Managers are required to attend at least two of four quarterly meetings held at designated or post-designated Waterfront Communities. The meetings are commonly organized around the four priority goals of the Waterfronts program and may include speakers and/or field trips. The meetings are also believed to provide opportunities for networking and peer contact with other Waterfronts communities.

Budget and Administration. As noted, the Waterfronts Florida program receives financial support from Section 306 and Section 309 of the Coastal Zone Management Act from the National Oceanic and Atmospheric Administration through the Florida Coastal Management Program. The coordinator develops budgets, identifies and writes grant applications for special topics such as hazard mitigation, issues requests for proposals, hires and manages consultants, and handles other administrative tasks.

A Cadre of Communities with Experience in Waterfronts Florida Partnership

The designation process operates pretty much as planned. Communities apply; some communities receive the designation and intensive support for two years. The official designation usually receives attention and some sort of ceremony at the local level. The completion of the two year period does not appear to be the focus of any type of celebration to mark the event.

All of the post-designation or “graduate” communities maintain some level of contact with the Waterfronts staff; most past program managers do not attend the Quarterly Managers’ Meetings unless the meetings are scheduled within easy driving range. At least three of the program managers provide outreach and mentoring services to prospective communities and to designated or post-designation communities.

Separately, the Program Managers for three of the post-designated communities have worked to form a peer group with the Program Manager from one of the communities designated in 2005. The group developed a brochure to promote economic development in the four communities that are all located in the Florida Panhandle; the brochure – “Experience Waterfronts Florida” – was funded by Waterfronts Florida. Two other Program Managers have talked about developing a similar project to promote activities in their Atlantic Coast areas but have not yet made the connection.

The original goal for the Waterfronts Florida Partnership Program was to provide intensive support for designated communities for a two year period. After two years, the communities would move on to become part of the Florida Waterfronts Network and, in some cases, would become trusted mentors, although not necessarily compensated.

The Florida Waterfronts Network remains in 2006 a database of contact information for individuals and organizations that have or are interested in participating in some role with Waterfronts Florida Partnership or have some other type of interest in waterfront issues. Some individuals report that they value the Waterfronts Network; but these individuals appear to be speaking of the collection of informal contacts that they have developed through Waterfronts events, not through participation in a separate but related official network.

Partners, Partnering

Waterfronts Florida Partnership is similar to a number of other community-based programs in that the intent is to bring as many different resources – expertise and financial – to a project to expand options for ideas and funding.

The official or contractual partnership referenced in the program title begins with a relationship between WFPP and a unit of local government, e.g. county or municipality. In some cases, this relationship includes third party participation of a non-profit or other community-based organization that administers the local Waterfronts Florida Partnership. The contract governs some of the roles and expectations and deliverables which are set out in the application and in the contracts; however, tensions sometimes exist between local governments and WFPP and between local governments and the non-profits. Additionally, WFPP has a working relationship with the Program

Manager and board or committee from each community, who may or may not be a part of the official contract.

Separate but related to the primary partnerships are the temporary or ad hoc relationships formed to get specific tasks or projects done. Individual communities are encouraged to develop partnerships with government, private industry, non-profits, and other community organizations to leverage funding and to make sure that matching funds or in-kind services are available.

Each partnership opportunity represents a relationship or set of relationships that needs to be managed. While the agreement between the local government and the WFPP is a formal contract, the communities that responded to the self-assessment tool did not report development of formal agreements with any of their “partnering” organizations.

Considering Success – in the Program and in the Community

Success appears to be considered from two different perspectives within the Waterfronts Florida Partnership Program – what are the elements that produce a successful community and what are the measures to determine success? Both perspectives are focused on the communities; the question of success has not been applied to the Waterfronts Florida Partnership Program as an entity.

Elements of Success. How-to-achieve success at the community level in revitalization work has been discussed since development of the Waterfronts Florida Partnership. The elements are process-based and focused on behaviors. The original research postulated four factors as fundamental to waterfront work:

- Vision and an implementing plan
- Committed local leadership
- Someone to oversee or handle the process
- Public investment.¹⁵

Separately, Waterfronts Florida Partnership sponsored the development of a guide to key elements of success in coastal communities in 2001.¹⁶ The elements identified in that research were:

¹⁵ 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: 2. Fort Lauderdale FL: Florida Atlantic University.

- Develop a vision and implementation plan
- Create community
- Create a committed group to manage the work
- Develop partnerships
- Celebrate work and success
- Get commitment with local planning and elected officials
- Manage tourism and development
- Communicate.

WFPP sponsored additional research in 2006 to develop a guide to best practices in waterfronts communities; that research underscored the value of the behaviors identified earlier and suggested that communities should plan for succession of leadership so that revitalization efforts do not flounder when key individuals leave for other activities.¹⁷

Measures of Success. The WFPP does not maintain a specific set of criteria to assess the success of the individual communities. Development of such criteria may be problematic since communities produce individual visions and follow-on plans; standardization is not part of the process – nor the goal for Waterfronts Florida Partnership communities. What is considered a success in a community that is part of an urban municipality or county may be out of reach for a waterfronts community that is located in a small rural county.

As currently practiced, the Waterfronts staff receives different kinds of visions, depending on whether the community and contractor elected to do a conceptual vision or a vision that can be converted easily to a strategic and/or action plan.

Some communities have a difficult time going from discussion to document; some haven't written anything down...

Separately, communities do not all focus on the program priority goals – environment/cultural resources, hazard mitigation, public access, economic development – to the same degree. While virtually all communities have some type of public access project either completed or planned, few have addressed hazard mitigation. Additionally, any

¹⁶ Council for Sustainable Florida. 2001. Waterfronts Florida. Key Elements of Success in Building Coastal Communities. Tallahassee: Council for Sustainable Florida.

¹⁷ Florida Department of Community Affairs. 2006. Best Practices. Guiding the Way to Waterfront Revitalization. Tallahassee: FDCA.

discussion on success – or less than success – that is measured according to reported or unreported data must be limited to the period of time during which a community was one of the designated Waterfronts Florida Partnership Communities. The WFPP does not have a mechanism – nor authority – to obtain or store data from the post-designation communities unless the information is provided on a voluntary basis.

Communities may be considered successful if the goals developed from the vision and action plans are achieved and if deliverables are completed on schedule. Yet one community that has accomplished numerous individual projects reports that the Waterfronts community has not completed its goals and that “we have lots, lots more to do.” This type of measure of success may be difficult to attain for communities with ambitious visions, goals, and priorities.

Another measure of success appears to be the individual project. Communities collect some data as part of the contract requirements; however, the information is embedded in project materials and not readily available for tracking and analysis. The Waterfronts Florida staff recently set up a spreadsheet to begin systematic aggregation of some of these data.

Task and project completion data do not appear to provide a ready mechanism for assessment of long-term, sustainable revitalization or preservation at the waterfronts area. The use of task completion measures to determine success would not capture information on unwanted changes or unintended consequences that might occur at the waterfront because of revitalization work, e.g. gentrification and loss of access by water-dependent businesses made possible by installation of amenities that may make the waterfront more “attractive.”

Other Measures of Waterfront Activity – The Florida Assessment of Coastal Trends (FACT). The Florida Assessment of Coastal Trends provides indicators for various categories that are intended to monitor or track trends on activities in coastal areas.¹⁸ The FACT schematic includes the following specific indicators associated with waterfront activities:

¹⁸ Florida Coastal Management Program. 2000. Florida Assessment of Coastal Trends:123-136. Tallahassee FL: FDCA.

Florida Assessment of Coastal Trends (FACTS)	
Issue	Indicator
Community Involvement	Amount of Citizen Time and Dollar Donations to Waterfronts Florida Activities
Community Involvement	Number of Volunteers who Contributed to Activities Associated with Waterfronts Florida Communities
Economic Revitalization	Public Dollars Invested in Waterfronts Florida Communities
Economic Investment	Private Sector Economic Investment in Waterfronts Florida Communities
Community Goals	Number of Community Goals Achieved

While the FACT indicators do record activity related to specific issues, some individuals question the utility of information as indicators of actual revitalization, with the exception of the pieces on economic investments. Communities are supposed to collect the FACT style data, however, this is generally thought to be a “gray zone” that is not well understood or tracked at the program and community level. Further, a new set of indicators and an indicator system were recently developed by NOAA but have not been implemented.

**FOCUSED TOPICS:
THE COMMUNITY EXPERIENCE**

Community-based planning is a hallmark of the WFPP –each area develops a vision, priorities, and plans based on community values, needs, and expectations. Applicants and designated communities come to the Waterfronts Florida experience with differing levels of experience, readiness to work in collaborative projects, or access to

funding; consequently, not all communities complete each of the steps in the ideal sequence.

Visioning and Visions

Five of the 13 communities prepared a community vision or at least informal visioning survey and workshops during the early period of designation as a Waterfronts Community. Four communities prepared visions under Coastal Partnership Initiative grants to prepare for application to the Waterfronts program. Four areas had prepared visions as part of other community programs prior to designation but re-envisioned the area after designation to focus specifically on the waterfront. Some of the visions provided written detail sufficient to create a foundation for planning; other visions were graphically expressed in renderings or three-dimensional representations and not readily transferable to planning documents.

Communities worked to obtain participation for the visioning by using advertising, news articles, fliers, and newsletters. One person reported that:

We 'hit the street.' We had public meetings, held key interviews with stakeholders; (the) consultant went to local 'hangouts' and chatted with folks.

One community held multiple town hall style meetings to garner interest, while another community issued invitations. A county intern used local knowledge to prepare a preliminary list of invitees, then called individuals on the phone to invite and to ask who else might be interested.

Most communities accomplished within the two year Waterfronts designation period at least one of the goals delineated in the visions. One community reports that it did not have a formalized set of goals from which to work. Others continue to work toward specific goals, while at least one community believes that it has completed the Waterfronts Florida mission and has moved on to work other topics or parts of the larger local government. Two communities report that local government has not implemented the plans in part because of political issues.

The Panacea, St. Andrews, and Mayport boards prepare annual work plans; St. Andrews recently updated its vision. One community reports

that the local government does not have the resources to devote that level of continuing attention to one particular community.

Designations

Waterfronts Florida Communities may carry other titles or designations. For example, one community is a designated National Register Historic District; two communities are situated within Florida Enterprise Zones (economic revitalization). Other types of designations are described below.

Community Redevelopment Area (CRA)

Three of the five communities that were part of a larger CRA had produced some type of vision prior to participation in Waterfronts Florida. One participant observed that the CRA had produced two visions prior to WFPP as part of the development of an area Master Plan. The earlier visions were conceptual in nature, while the vision produced in association with the Waterfronts Florida designation was better grounded and easier to translate to an action plan.

One CRA director acknowledged that the community originally applied for the Waterfronts Florida designation to implement one part of the existing redevelopment plan but found the technical assistance and advocacy with other state agencies to be as valuable as the grants.

Waterfronts that are situated within an existing CRA will already have a board in place, although this will be a board that is more likely to be appointed by local government than a board that emerges from grassroots participation. The Waterfronts Florida Partnership/CRA area may have experienced staff in place, although the staff person may be assigned to more than one area and may not be located within the waterfront community. CRAs also have access to a funding stream that is dedicated to the specific geographic area.

Florida Main Street

Two of the 13 waterfronts communities surveyed for this assessment were Florida Main Street communities. One of the Waterfronts groups was a Main Street community before Waterfronts designation, the other participated in Main Street post-designation as a Waterfronts Florida Partnership community.

Rural Economic Development Initiative (REDI)

The Office of Tourism, Trade and Economic Development (OTTED) in the Executive Office of the Governor has an initiative aimed at helping rural counties. Two of the 13 counties surveyed for this assessment are eligible for focused assistance from the Rural Economic Development Initiative. Assistance may include facilitation to help resolve issues with regulatory permitting agencies and access to grants set aside for rural areas.

Structure: Boards, Committees, and Program Managers

As noted, the CRA communities already have a board in place. The Waterfronts Florida Partnership board may be a sub-set of the CRA board and may dissolve or become an agenda item post-Waterfront. Some Waterfronts groups created a structured board and sub-committee system; all work is done at the sub-committee level with the board exercising final decision powers. Other groups have formed structured boards, but the group is governed more by community standards than by-laws or Roberts Rules of Order. One community functioned by committee, which operated without a chair for sometime until an individual volunteered for the position.

Some boards are appointed by local government, while the membership of the boards in other communities are self-selected. Five communities maintain active Waterfronts Florida Partnership boards. During and post-designation, boards or committees – communities use different terms for the same function – met in public buildings, in restaurants, at the community-located Waterfronts office, a community center, or the office of a community organization.

Some boards met monthly, some met two times per month. In other communities, the main board met once a month or more as needed, while the sub-committees met one time per month. The board met once every three months in another community.

WFPP provides help with the development of the Waterfronts Florida Partnership group. Technical assistance may include samples of by-laws, details on structural models, help with setting up the board and committees, and training in group dynamics.

Most of the Program Managers were employees of local government. Some of the full-time managers have been cut to part time because of staffing problems and limited local government resources. Two

communities used Waterfronts Florida Partnership funds to hire a Program Manager.

Primary Benefits of Designation

Technical assistance is considered a major contribution in Waterfronts communities. Technical assistance ranges from receipt of help with development of overlay districts to contracting for a marketing feasibility study in a waterfronts community. Some communities reported that Waterfronts Florida helped them find new sources of grant money. One respondent noted that Waterfronts is quotable, that it lends authority or legitimacy to topics and actions to be able to say "Waterfronts says..."

All interviewees and respondents placed a high value on the Quarterly Program Managers' Meetings. Some saw the meetings as a place to bounce ideas off of one's peers or to get feedback on problems and projects.

We're people trying to help our communities ... (the meetings are a) place where we can get ideas of what other communities are doing, their successes...

Most – but not all – of the participants liked the current two day format that includes opportunities for networking and field trips as well as sessions that focus on the Waterfronts Florida priorities. Participants are particularly interested in:

- technical training
- round table discussions
- visits to other communities to see what they did

Six of the Program Managers were not trained as planners; consequently, the meetings and training sessions are seen as opportunities for professional development and direct links to "how to learn how to be a planner."

Other benefits reported as a result of the WFPP designation were:

- Community and local government gained awareness of the crucial relationship of the area to its waterfront...raised awareness of the unique nature of our waterfront and the fact that the 'soul' of (the area) has always been closely tied to our waterfront

- The feeling that we have accomplished something for the environment, no matter how small
- The program is of greatest value because it is an actual Planning Program with supportive experts to help communities define their vision and then provide seed funds to implement vision and identified community projects. These things lay the foundation and help to bring the community together to create change or protect what is there
- Preserves a piece of history and culture of Old Florida for future generations to enjoy.

Other respondents reported that the primary benefits of the Waterfronts Florida Partnership Program have been the continued support of staff and access to the network of individuals from the designated communities.

Challenges for Communities

The local Waterfronts Florida Partnership is believed to need visible evidence of activity early on in the process to keep the community-at-large interested. Waterfronts Florida signs have been placed at entrances or “gateways” into communities; however, placement of signs sometimes leads to one of the biggest challenges faced by communities: how to navigate the regulatory system to obtain permits.

A collection of the challenges experienced by communities is presented here:

- Waterfronts communities repeatedly experienced difficulty with the review and processing of environmental and other kinds of state and local permits. In one case, a community experienced problems with application for submerged land leases from the Trustees of the Internal Improvement Trust Fund (TIITF).¹⁹ Permitting problems caused delays that

¹⁹ Waterfronts Florida Partnership Program. 2004. Waterfronts Florida Partnership Implementation. Final Project Report, CZ 321, Fiscal Year 2002-2003. Tallahassee FL: FDCA

did affect deadlines associated with contract deliverables.

- Local communities may experience “vision fatigue” depending on the frequency and focus of visioning processes and on evidence of change or preservation might be linked to a particular vision.
- Communities sometimes find the project process can be complex and involve more than one type of activity. Waterfront revitalization projects may include such tasks as development of a scope of work, contracting for feasibility studies, reviewing and approving the results, and contracting with engineers or others to get the work done. Two individuals reported that they would like to have had some type of training in the management of mid to large-scale projects, as it was “I muddled through, but it could have been easier.”
- Communities experience difficulty with maintaining the commitment to waterfronts as a focal point given competition in local government for staff and financial resources, particularly if the area does not have a dedicated funding stream.
- Three individuals considered the administrative work associated with the Waterfronts process as a challenge.
- Most of the individuals interviewed or participating in the self-assessment survey, considered the time commitment required to attend the Program Managers’ Meetings as problematic, even if Waterfronts Florida pays for travel expenses. Some local governments do not have adequate staff to permit time away from the job.
- Some Program Managers found it challenging to get – and keep – the partnership committee involved to the point where the committee or board will do the work instead of the city / county staff person who serves as the Program Manager.

The two greatest challenges faced by community boards or committees were finding money for all the intended projects and dealing with local politics.

FOCUSED TOPICS: WATERFRONTS FLORIDA IN A SYSTEMS CONTEXT

Looking for Models: A Closer Look at Place-based Community Development Programs

Place-based community development programs energize a pool of community leaders and volunteers to create local solutions to local problems. Waterfronts Florida brings community members together to revitalize waterfront areas; Florida Main Street focuses private interests and volunteers on revitalization of historic business districts, and the Front Porch Initiative works to reclaim neighborhoods. Each of these programs makes a specific place the center of attention to effect positive change and to develop the skills and abilities of individuals and organizations at the local level.

Waterfronts Florida, Main Street, and Front Porch represent three place-based programs sponsored by Florida government. Waterfronts and Front Porch work within the Department of Community Affairs, and Main Street is under the Division of Historical Resources, Department of State. Each of these programs offers technical assistance and some form of financial assistance.

Approaches

Waterfronts Florida Partnership Program provides technical and financial assistance for a two year period. Designated communities receive intensive support on a daily basis if needed as one of the benefits. WFPP works with communities to address four goals among local priorities: environment/cultural resources, hazard mitigation, public access, and economic development. The program provides quarterly training sessions for designated and other communities; it also maintains the loose knit, informal Florida Waterfronts Network. Waterfronts Florida does not charge for any of its services. The Waterfronts Florida Partnership Program does not conduct a site assessment of communities prior to designation at this time.

The Main Street program was initiated at the national level in the 1970s. Florida Main Street is connected to the resources of the National Main Street Center. Participating communities work on the Main Street four point, trade-marked approach – Organization, Promotion, Design, and Economic Restructuring. Handbooks, organizational models, and other resources are available. Interested communities may contract with a Main Street team for a pre-application assessment. Main Street sponsors a network for participating and non-participating communities; non-participating communities and organizations may join through membership. Extensive services are available on a fee basis.

The Front Porch Initiative focuses on individual neighborhoods. The program offers assistance with planning and provides an “A-Team” composed of at least 21 state agencies that travel to the communities to work through development of individual neighborhood action plans. The A-Team appears to be available at no cost to the communities.

Technical Assistance

Each of these programs is based on the concept of planning, with the idea that revitalization and a better future can be obtained by understanding the current situation and setting goals and objectives to guide change. Agency staff work with the designated communities to develop a vision, prepare master or special area plans, and work toward implementation of the plan. Each of the programs also requires a local person to coordinate the work of volunteers and a steering committee.

Financial Assistance

Waterfronts Florida provides \$25,000 per year per community for planning or related services to designated communities over the two year period. Local government and private industry are expected to provide long-term financial support or economic contributions. Main Street provides a small start up grant and contract services with certified consultants for assistance with help on any of the priority areas. The Main Street approach expects local communities to fund revitalization work. The Front Porch Initiative provides some financial assistance. All participating communities are encouraged to develop partnerships with public and private organizations to leverage or expand funding opportunities. The ultimate goal appears to be to foster financial independence and to avoid creating any kind of dependence on government.

System Issues

Waterfronts Florida operates within a socio-political system that is particularly dynamic because of the recent boom in the coastal real estate market, increased storm activity, and a growing interest in the ocean-coastal interface. Special interest groups and commissions that have been appointed to focus on topics related to coastal issues may add to the Waterfronts Florida Partnership constituency. Separately, Sea Grant and other groups that work in coastal areas of the United States have sponsored workshops on waterfront issues and loss of waterfront access for water-dependent uses.

Waterfronts Florida Partnership Program does not actively engage with the appointed commissions and councils that focus on coastal topics and has had some connection with waterfronts groups in other states. WFPP does not have a program to monitor and engage such groups on a regular basis.

RECOMMENDATIONS

The recommendations presented here are based on the following observations:

- The Waterfronts Florida Partnership Program was initiated nine years ago following research that focused specifically on needs and expectations associated with revitalization in coastal communities.
- The program was designed along the lines of the successful place-based Main Street program. Waterfronts was implemented to provide intensive, day-to-day support, seed money for small projects, training, and opportunity for continued connection to designated communities and to other interested individuals and groups to a lesser extent.
- The Waterfronts Florida Partnership Program generally has followed the initial design with success as defined by community perceptions of the program. The primary deviation from the design appears to be in level of intensity of support to the communities in the period

between contractor support and the current in-house full-time coordinator.

- The work of Waterfronts Florida was recently codified by the Florida Legislature and the definition of waterfronts was expanded.
- The funding streams for the Waterfronts Florida Partnership Program are to be modified with expectations from federal partners that WFPP will expand its focus to include more regional interests.

The recommendations are listed below in order of suggested priority.

Recommendation: Planning for the Future of the Waterfronts Florida Partnership Program

The Waterfronts Florida Partnership Program advises designated communities to develop a vision of the future, revitalized waterfront area, convert the vision to a strategic and/or action plan, and work to implement the vision. WFPP does not have a current vision for the overall program and does not work from an organized plan.

The Waterfronts Florida Partnership Program could conduct a retreat to develop a vision for the program and establish priorities that can be used to develop an action plan. The coordinator should identify the program stakeholders prior to the retreat and draw from this list to identify potential participants. The stakeholder list should take into consideration individuals, organizations, and industries that might be a part of the expanded definition of waterfront communities, as defined by the Florida Legislature.

The planning documents prepared from this effort may be revisited on an annual basis and the vision revisited on a five year basis or sooner if the Legislature or other authorities mandate programmatic changes.

Recommendation: Development of Criteria

The Waterfronts Florida Partnership Program currently uses criteria for selection of new communities that was established nearly 10 years ago before the program had developed extensive, on-the-ground experience with community-based waterfront revitalization. The

program works from unexamined assumptions regarding what makes a community successful and what constitutes community success. Separately, the WFPP does not have a clear definition or set of expectations regarding how success can be measured at the programmatic level or at the community level.

The vision that is developed as a result of the retreat recommended above can form the foundation for formalizing criteria as WFPP and its agency partners move “to develop procedures and requirements governing program eligibility, application procedures, and application review” as required by Florida Statute.

The WFPP should develop criteria for consideration of specific aspects of work at the community and at the programmatic levels. These criteria may include consideration of:

- Demonstrated factors associated with successful performance at the community level
- Factors that can be used to assess community readiness
- Short-term and long-term performance by the community that contributes to each of the four priority goals
- Measurements of success for the Waterfronts Florida Partnership Program at the programmatic level.

It is understood that the Waterfronts Florida program and other place-based community development programs by nature support the development of individualized plans and projects. The development of criteria is not intended to supplant this philosophy.

Recommendation: Exploration of Alternative Models

The Waterfronts Florida Partnership Program is in a state of flux. In addition to the legislative changes that potentially expand the pool of eligible communities, recent modifications in federal funding for administration will require expansion of the program to include a more regional perspective within the State of Florida beginning FY 2009. Separately, the growing concerns with waterfront access in other coastal areas along the Gulf of Mexico and the Atlantic Ocean may represent opportunities for Waterfronts Florida to participate on a national stage.

Development of a broader focus is not unheard of in community-based programs. The current Waterfronts model was drawn from the Main

Street program, which works to help local communities develop individual plans and focus but at the same time has developed a program that can be transported to virtually any community that has a historic center of business or commerce. Yet the Main Street program is based on local financial support. The Waterfronts designated and post-designated communities have come to expect a high level of personal support and advocacy during designation that may not be available or may be fee-based in other models. Similarly, financial assistance appears to be more generous under the Waterfronts Florida Partnership Program.

Separately, the language of Waterfronts Florida – and many other programs -- focuses activity and benefit on a community. This approach overlooks the fact that the work of Waterfronts is done by individuals; individuals create the visions and the plans, develop the relationship, work through or flounder in conflict, and ultimately, make things happen to revitalize the waterfront. Recognition of the individual as a unit on par with community is absent from the official lore of WFPP.

The Waterfronts Florida Partnership Program will need to clearly define the dimensions of regional development within Florida to proceed with expansion of the program – will the region be defined by geography alone or by type of water body or waterfront areas? Should other factors such as urban versus rural be considered? Should other waterfront communities active in revitalization in Florida be invited to participate under the umbrella of the Waterfronts Florida Partnership? Separately, should WFPP look to expand programmatic horizons to the national arena if federal funding and support are forthcoming?

The WFPP should revisit the Main Street and other community development programs to identify the components that might be of value in the design of a model for delivery of services at a regional level within Florida. WFPP may also consider drawing from the field of leadership development to create benefits for individuals who work at the community and the regional levels.

A leadership developmental model – with foundations in the existing Waterfronts program – could follow a step-wise progression that begins with what might be called First Step Communities that develop visions, create plans, and implement a small project – somewhat the path followed by the first two classes of Waterfronts Florida. The WFPP services be expanded to provide components of leadership

development as well as the substantive topics currently offered. All training could be wrapped in a curriculum to insure focus and outcomes.

Communities would be eligible for Second Step status and additional assistance only if they have successfully completed First Step. Criteria for success would be developed on a community-basis prior to initiation of the First Step process. Second Step communities would focus on implementation of plans and on establishing a long-term strategic plan, receive additional training in leadership, and officially “graduate.” Individuals who have completed the leadership development component would graduate at the same time.

These communities could be designated as Mentors or Ambassadors to foster waterfront revitalization at the regional level in other coastal communities in Florida. The Ambassadors would be available to work in other coastal areas of the southeastern United States if WFPP and its federal funding partners elect to expand the program to the national level.

The primary difference between the suggested model and Waterfronts as practiced today would be 1) consolidation of the work conducted under the Coastal Partnerships Initiative’s Working Waterfronts category and the Waterfronts Florida; 2) creation of the Second Step (which would incorporate the current second year and add a third year, and 3) formalization of the “graduate” category and attendant responsibilities.

Recommendation: Develop Options to Transition Waterfronts Florida Partnership Program from Federal to State Funding

The federal coastal zone management program has provided funding for nearly a decade to demonstrate that the Waterfronts Florida Partnership approach can contribute to revitalization of waterfront areas in coastal communities. Additional funding is expected in FY 09 to expand the federal program to a regional stage. The expansion should not, however, undermine the existing Waterfronts Florida program.

The Florida Department of Community Affairs is encouraged to consider strategies to develop the current WFPP with secure lines of funding that are tied to Florida sources. This funding can be made available by simple amendments to the statutes to specifically

authorize WFPP projects within existing programs or within the statutes that specifically reference WFPP. Minor changes can be used to “showcase” the WFPP in the various statutes to make use of the definition of “working waterfronts” enacted in 2005. Such action would make it clear that similar and allied community programs are authorized to recognize the program and provide funding as applicable. The other programs areas could include the Rural Economic Development Initiative (REDI) and the Florida Main Street Program. The funding for WFPP activities can be linked to existing programs where a new or revised focus may be emerging. The hazard mitigation efforts of the department could be integrated into planning efforts with funding for WFPP projects.

Recommendation: Develop a System of Strategic Agency Partners

Waterfronts projects may require approvals from a myriad of local, state, and federal government agencies. From the view of an outsider government processes and programs may seem to be fragmented by components or services spread across multiple organizations.

Representatives from designated communities must cross agency boundaries to find information and assistance. The Waterfronts Florida Partnership Program currently provides a form of advocacy service that brings together representatives from various agencies on an as-needed basis; other programs, such as REDI within the Office of Tourism, Trade, and Economic Development (OTTED), have created a more formal structure. Two potential formats are suggested below.

-
1. Look at the REDI and the Front Porch A-Team concepts to develop the best model for the WFPP to handle interagency coordination and community advocacy. The team may be established at the time of designation or may be pulled together on an ad hoc basis – or both. While WFPP offers some services at this time, it is suggested that a team should be established and the roles, relationships, and expectations clearly defined.

As an example, a Waterfronts Florida Working Team could include agency personnel, individuals from successful waterfronts communities, and others to be identified. Participants from Waterfronts Communities could be retained on a consulting basis or compensated

through supplementary grants to their local governments. The department may want to seek statutory recognition of such an advisor group (or working team) that could include a range of advisors to local programs.

2. Set up an advisory committee to create connections between organizations and industries. WFPP should identify potential membership of the committee to include a broad range of community development programs and waterfront interests, to include but not be limited to the Florida Boating Advisory Council, which was assigned an advisory role as part of the expanded definition of waterfront interests.

CONCLUSIONS

The Waterfronts Florida Partnership Program has contributed to revitalization of waterfront areas in Florida since 1997. The program is poised for expansion within the state because of changes to definitions and because of changes to federal funding and direction.

WFPP and its agency partners have the opportunity to develop the next generation of Waterfronts communities based on experience. The data provided in this assessment provide the groundwork for the work ahead.

Attachment 1 List of Individuals Interviewed

Individual	Role	Current Organizational Affiliation
Allen, Dornecia	Grant Administration, WFPP Grant	Grants Specialist V Florida Coastal Management Program
Allen, Roger B.	Florida Gulf Coast Maritime Museum at Cortez Village of Cortez	Same Manatee County Planning Department Bradenton FL
Baker, S. Michael	Director Port Salerno Commercial Fishing Dock Authority	Same Port Salerno FL
Beake, Margaret	Program Manager Waterfronts Florida Partnership Old Homosassa	Senior Planner Citrus County Lecanto FL
Browning, Vivian	Board Member Vilano Beach	Private Citizen
Carver, Jennifer	Waterfronts Florida Partnership Coordinator	Waterfronts Florida Partnership Coordinator FDCA
Conrad, Michael	Technical Assistance	Community Planning FDCA
Crispen, Carol	Program Manager Waterfronts Florida Partnership Olde Eau Gallie	CRA Director City of Melbourne FL
Ericson, Magge	Program Manager Waterfronts Florida Partnership Kings Bay / Crystal River	unknown
Gelhardt, Grant	Grant Administration	Environmental Administrator Florida Communities Trust (FCT) FDCA
Goettelmann, Roger	CRA Director Waterfronts Florida Partnership Kings Bay / Crystal River	CRA Director Consultant to the WFPP project
Goggin, Susan	Grant Administration, WFPP Grant	Environmental Administrator Florida Coastal Management Program

Attachment 1 List of Individuals Interviewed

Individual	Role	Current Organizational Affiliation
Griffin, Lynn	Grant Administration, WFPP Grant	Coastal Program Administrator Florida Coastal Management Program
Grove, Anita	Program Manager Waterfronts Florida Partnership Apalachicola	Apalachicola Bay Chamber of Commerce Apalachicola FL
Jackson, Abraham	Program Manager Waterfronts Florida Partnership Oak Hill	Same
Joyce, Barbara	Program Manager	Daytona Beach FL
Hoffman, Janet	Former Program Manager Waterfronts Florida Partnership Program Village of Cortez	Consultant
Jefferson, Joan	Coordinator Florida Main Street	Division of Historical Resources Florida Office of Historical and Cultural Programs Department of State
Katz, Georgia	Program Manager Waterfronts Florida Partnership Vilano Beach	Planner Main Street Coordinator Vilano Beach St. Johns County Planning Department St. Augustine FL
Lamar-Sarno, Teresa	Program Manager Waterfronts Florida Partnership Port Salerno	CRA staff Martin County Stuart FL
Lukacovic, Ed "Luke"	Program Manager Waterfronts Florida Partnership Mayport Village	City of Jacksonville Jacksonville FL
Magee, Alex	WFPP Research & Coordination 1000 Friends of Florida	1000 Friends of Florida

Attachment 1
List of Individuals Interviewed

Individual	Role	Current Organizational Affiliation
Pennington, Dan	WFPP Research & Coordination 1000 Friends of Florida	1000 Friends of Florida
Portwood, Pam	Program Manager Waterfronts Florida Partnership Panacea	Director of Grants Wakulla County Crawfordville FL
Semmer, Joanne	Program Manager Waterfronts Florida Partnership San Carlos Island	Ostego Bay Environmental, Inc.
Suber, Tracy	Waterfronts Florida Partnership Coordinator	State Planning Administrator
Webb, Betty Taylor	Grant Administration Waterfronts Florida Partnership City of Apalachicola	City of Apalachicola Apalachicola FL
Wengel, Nancy	Program Manager Waterfronts Florida Partnership St. Andrews	City of Panama City Panama City FL
Wood, Michael	Administrator over the WFPP Program Manager Village of Cortez	Manatee County Planning Department Bradenton FL

ATTACHMENT 2

Public Notice in Florida Administrative Weekly Waterfronts Florida Partnership Program Notice of Application Period – 2005-2007²⁰

The Department of Community Affairs announces an application period for receiving applications from local governments and non-profit environmental organizations working with local governments for designation as a Waterfronts Florida Partnership Communities. The Waterfronts Florida Partnership Program is a two-year program that provides technical assistance and small planning grants to traditional working waterfront communities for revitalization efforts. Communities develop and implement special area management plans that address such issues as community visioning, maintaining a viable traditional waterfront economy, hazard mitigation, environmental and cultural resource protection, and public access. Three communities are designated every two years.

DEADLINE: The deadline for submitting applications shall be 5:00 p.m. (EDT) on Friday, May 27, 2005. Applications must be received by the Department of Community Affairs by the above-stated deadline. Applications received after the published deadline shall be deemed late and will not be considered by the Department.

ELIGIBILITY: The community must be located within a county or municipality that is required to adopt a coastal element as part of its local government comprehensive plan. The comprehensive plan must be in compliance with the provisions of Chapter 163, Part II, Florida Statutes. The designated waterfront area cannot be a major deep water port (i.e., it cannot generate more than \$5 million annually in operating revenues).

APPLICATION FORMS: Applications for funding must be made on the Waterfronts Florida Application Form. Copies of the application form may be obtained by visiting the Department's website at www.dca.state.fl.us/fdcp/dcp/waterfronts, calling (850)922-1772, Suncom 292-1772 or by writing: Department of Community Affairs, Waterfronts Florida Partnership Program, 2555 Shumard Oak Boulevard, Tallahassee, FL 32399-2100.

ADDRESS: For mail and carrier service deliveries, the delivery address is Waterfronts Florida Partnership Program, 2555 Shumard Oak Boulevard, Suite 310, Tallahassee, FL 32399-2100. For hand deliveries, the delivery location is Suite 310, Sadowski Building, 2555 Shumard Oak Boulevard, Tallahassee, Florida.

FUNDS AVAILABLE: The Department of Community Affairs expects that a total of \$75,000 will be available for grant awards during the 2005-2006 state fiscal year and an additional \$75,000 will be available for continuation grant awards during the 2006-2007 state fiscal year. The Department expects to designate up to three local governments as Waterfronts Florida Partnership Communities for the two-year program. The program is financed with a grant from the **Florida Administrative Weekly Volume 31, Number 13, April 1, 2005** 1278 Section XI - Notices Regarding Bids, Proposals and Purchasing Florida Coastal Management Program, Department of Environmental Protection, made possible through a grant from the National Oceanic and Atmospheric Administration.

LOCAL MATCH: Applicants must commit a dollar-for-dollar match, either cash (non-federal funds) or in-kind. As a condition of the designation, applicants must also commit to provide a local program manager.

MORE INFORMATION: Interested parties may obtain more information from the Department's website at www.dca.state.fl.us/fdcp/dcp/waterfronts, by contacting the Department, (850)922-1772, Suncom 292-1772, or by writing the above-stated address.

²⁰ Florida Administrative Weekly Volume 31, Number 13, April 1, 2005 1278 Section XI – Notices Regarding Bids, Proposals and Purchasing Florida Coastal Management Program, Department of Environmental Protection.
<http://faw.dos.state.fl.us/fawframes.html>

ATTACHMENT 3

Criteria for Selection of Waterfronts Florida Partnership Communities²¹

Waterfronts Florida Partnership Application – 2005-2007

Community: _____

Reviewer: _____

All criteria are evaluated on a range from 0 (Not demonstrated) to 5 (Effectively Demonstrated).

1. Waterfront area is amenable to revitalization - public access potential; maritime culture and history; history of water dependent economy.
2. Waterfront area is of manageable size, can be delineated, and is contiguous.
3. Appears to be strong leadership, commitment and support from elected officials.
4. Appears to be strong leadership, commitment and support from community stakeholders.
5. Community seeks to balance resource protection and economic development.
6. City/County and waterfront relations support each other.
7. Local businesses and citizens are committed to revitalization.
8. Past efforts demonstrate a strong desire to plan and implement community projects.
9. There appears to be willingness to commit staff, space and other support such as travel expenses.
10. The community is committed to long-term, incremental revitalization efforts.
11. Revitalization is not in conflict with the comprehensive plan.
12. Both the private and governmental sectors are committed to revitalization.
13. City/County officials are interested in this revitalization effort.
14. The Waterfronts Florida Partnership Program can be useful to this

²¹ Adapted from Waterfronts Florida Partnership Application, 2005-2007.
www.dca.state.fl.us/fdcp/DCP/waterfronts/WFP%202005-07%20Application.doc (August 2006)

BIBLIOGRAPHY

- Anchor Engineering. 2000. *Study of Mayport Lighthouse Relocation: 18 including 14 pp of engineering drawings + history of project.* Jacksonville FL: The City of Jacksonville, Department of Parks, Recreation and Entertainment, Department of Planning and Development, and Department of Public Works.
- Anonymous. 1999. *San Carlos Island Waterfronts Florida Partnership: Results of the April 8th Planning Workshop.* Fort Myers FL: San Carlos Island Waterfronts Florida Partnership.
- Antonini, G. A. 1990. *Boat live-aboards in the Florida Keys: a new factor in waterfront development.* Gainesville FL: Florida Sea Grant College Program University of Florida.
- Armstrong, J. M. 1980. *The Relationship of port development and urban waterfront revitalization (February 26, 1979-August 14, 1980).* Washington DC: U.S. Department of Commerce, Maritime Administration Office of Research and Development University Research Program.
- Bailey, N., Barker, A., and MacDonald, K. 1995. *Partnership agencies in British urban policy.* London: UCL Press.
- Ballast, D. K. 1988. *The planning and design of waterfront facilities: a bibliography.* Monticello IL: Vance Bibliographies.
- Barada, W., and Partington, W. M. 1972. *Report of investigation of the environmental effects of private waterfront canals.* Winter Park FL: Prepared for State of Florida Board of Trustees of the Internal Improvement Trust Fund by Environmental Information Center.
- Barr, C. W. 1980. *Waterfront development: a bibliography.* Monticello IL: Vance Bibliographies.
- Breen, A. 1994. *Waterfronts: cities reclaim their edge.* New York NY: McGraw-Hill.
- Breen, A., and Rigby, D. 1981. *Designing your waterfronts.* Washington DC: National League of Cities, Office of Membership Services.

- Breen, A., and Rigby, D. 1984. *Urban waterfronts '83. Balancing public/private interests: a summary of a conference at George Washington University, Washington, D.C., September 30-October 1, 1983*. Washington DC: Waterfront Press.
- Breen, A., and Rigby, D. 1985. *Caution, working waterfront: the impact of change on marine enterprises*. Washington DC: Waterfront Press.
- Breen, A., and Rigby, D. 1996. *The new waterfront: a worldwide urban success story*. New York NY: McGraw-Hill.
- Burayidi, M. A. 2001. *Downtowns: revitalizing the centers of small urban communities*. New York NY: Routledge.
- Cantral, R. 1997. *Coastal zone management act section 309 program area assessment, Florida Coastal Management Program: 58*. Tallahassee FL: Florida Department of Community Affairs.
- Carson, R. 1979. *The waterfront writers: literature of the work*. San Francisco CA: Harper and Row.
- Coastal Engineering Consultants. 1998. *Proposal to provide qualifications for Matanzas Harbor action plan*. Naples FL: Coastal Engineering Consultants.
- Coopers and Lybrand. 1983. *Tax incentives for community revitalization in Florida*. Tallahassee FL: The Division Resource Management.
- De Jong, M., and Rijnks, D. 2006. Dynamics of Iterative Reader Feedback: An analysis of two successive plus-minus evaluation studies. *Journal of Business and Technical Communication*, 20(2): 159-176.
- DeMarchi, F. 2001. Daytona Beach Partnership Application for Waterfronts Florida Program: 16 + Maps, Letters of Support, Resolutions, Existing Conditions Inventory from City of Daytona Beach Comp Plan, sections of comp plan on redevelopment. Daytona Beach FL.
- Duensing, E., and Klingler, E. L. 1980. *The urban waterfront as a recreational facility*. Monticello IL: Vance Bibliographies.
- 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 FL: Florida Atlantic University.

- FAU/FIU Joint Center for Environmental and Urban Problems. 1996. *A Profile of Florida's Working Waterfronts: A Model for Technical and Financial Assistance*. Fort Lauderdale FL: Florida Atlantic University.
- Fitzgerald, A. R. 1986. *Waterfront planning and development: proceedings of a symposium*. New York NY: American Society of Civil Engineers, Urban Planning and Development Division.
- Florida Department of Community Affairs. 1983. *Urban waterfront management project resource report*. Tallahassee FL: Florida Department of Community Affairs.
- Florida Department of Community Affairs. 2000. *Florida Assessment of Coastal Trends (FACT). Florida Coastal Management Program*. Tallahassee FL: Florida Department of Community Affairs.
- Florida Sustainable Communities Center at <http://sustainable.state.fl.us/fdi/fscs/news/local/news-7.htm> February 02, 2006, 2:02 p.m.
- Forward, C. N. 1968. *Waterfront land use in metropolitan Vancouver, British Columbia*. Ottawa Ontario: Geographical Branch.
- Fournier, E. J. 1994. *Waterfront revitalization*. Chicago IL: Council of Planning Librarians.
- Geddes Brecher Qualls Cunningham. 1963. *Penn's Landing: a master plan for Philadelphia's downtown waterfront*. Philadelphia PA: Philadelphia Department of Commerce.
- Genovese, B. J. 2004. Thinking inside the box: the art of telephone interviewing. *Field Methods*, 16(2): 215-226.
- Good, G. L., Jones, R. H., and Ponsford, M. W. 1991. *Waterfront archaeology: proceedings of the Third International Conference on Waterfront Archaeology held at Bristol, 23-26 September 1988*. London: Council for British Archaeology.
- Good, J. W., Goodwin, R. F., Stambaugh, S. M. 1990. *Waterfront revitalization for small cities*. Corvallis OR: Oregon State Extension Service.

- Goodwin, R. 1999. Redeveloping Deteriorated Urban Waterfronts: the Effectiveness of US Coastal Management Programs. *Coastal Management* 27:239-269
- Harney, A. L. 1980. *Reviving the urban waterfront*. Washington DC: Partners for Livable Places.
- Hoffman, D. 1979. *The revitalization of Fulton Ferry: a prototype for waterfront redevelopment in New York City*. New York NY: New York Sea Grant.
- Hoyle, B. S., Pinder, D., and Husain, M. S. 1988. *Revitalising the waterfront: international dimensions of dockland redevelopment*. New York NY: Belhaven Press.
- Hoyle, B. S., Royal Geographical Society.1996. *Cityports, coastal zones, and regional change: international perspectives on planning and management*. New York NY: Wiley.
- Johnson, J. C., and Orbach, M. K. 1990. A Fishery in Transition: The Impact of Urbanization on Florida's Spiny Lobster Fishery. *City and Society*, 4(1): 88-104.
- Joint Center for Environmental and Urban Problems. 1996. *Revitalization of Florida's Working Waterfronts*. Fort Lauderdale: Florida Atlantic University.
- Laird, D. H. 1950. *A case study of the labor organization movement on the waterfront in Panama City, Florida*. Thesis. Florida State University.
- Landers-Atkins Planners. 2000. *Mayport Village Recreational Facilities Master Plan*. Jacksonville FL: The City of Jacksonville, Department of Parks, Recreation and Entertainment.
- Manogue, H. 1976. *Waterfront redevelopment project report #1: existing conditions*. Hoboken NJ: The Center for Municipal Studies and Services.
- Middleton, D. R. 1991. Development, household clusters, and work: wealth in Manta. *City and Society*, 5(2): 137-154.
- Miller, M. 1932. *I cover the waterfront*. New York NY: E.P. Dutton and Company.

- Morell, D., and Singer, G. 1980. *Refining the waterfront: alternative energy facility siting policies for urban coastal areas*. Cambridge MA: Oelgeschlager Gunn and Hain.
- Moss, M. L. 1980. *New prospects for the New York City waterfront*. Albany NY: New York Sea Grant Institute.
- Moss, R. V. 1975. *Along Florida's waterfront: a book about boating and boaters from the newspaper columns of Robert V. Moss*. Sarasota FL: Limited Editions of Florida.
- Myers, J. F. 2001. Florida Coastal Management Program Coastal Zone Management Act Section 309 Program Area Assessment. *In Florida Coastal Management Program: 50*. Tallahassee FL: Florida Department of Community Affairs.
- National Research Council. 1980. *Urban waterfront lands*. Washington DC: National Academy of Sciences, Committee on Urban Waterfront Lands.
- Norman, S. M. 2000. Old Florida style: a dormer here, a tin roof there - revitalizing Bonita Springs, San Carlos and Estero Island. *Florida Living Magazine*: 8-10.
- Pew Partnership for Civic Change. 2002. *What's Already Out There. A Sourcebook of Ideas from Successful Community Programs*. Charlottesville VA: Pew Partnership for Civic Change.
- Plager, S. J., and Maloney, F. E. 1968. *Controlling waterfront development*. Gainesville FL. University of Florida.
- Reese, H., and Jackson, S. 1978. *The New York City waterfront: an interdisciplinary discovery curriculum*. New York NY: Parks Council.
- Rick, W. B. 1964. *Planning and developing waterfront property*. Washington DC: Urban Land Institute.
- Robertson, K. 2004. The Main Street Approach to Downtown Development: An Examination of the four point approach. *Journal of Architectural and Planning Research*. 21:55-73.
- Scheinkman, M. M., Livingston, E. H., and Knecht, G. 2001. *Waterfront property owners guide*. Tallahassee FL: Florida Department of

Environmental Protection, Nonpoint Source Management and Water Quality Standards.

- Sieber, R. T. 1991. Waterfront Revitalization in Postindustrial Port Cities of North America. *City and Society*, 5(2): 120-136.
- Smith, K. S. 1989. *Port town to urban neighborhood: the Georgetown waterfront of Washington, D.C., 1880-1920*. Washington DC: Kendall/Hunt Publishing Company.
- Styhre, A., Josephson, P.E., and Knauseder, I. 2006. Organization learning in non-writing communities: the case of construction workers. *Management Learning*, 37(1): 83-100.
- Thaler-Carter, R. E., Breen, A., and Rigby, D. 1988. *Urban waterfronts '87: water, the ultimate amenity, a summary of a conference on September 17-19, 1987, in Washington, D.C.* Washington DC: Waterfront Press.
- Thunberg, E. M. 1990. *Florida's waterfront industries and changing demands for waterfront services*. Gainesville FL: Food and Resource Economics.
- Torre, L. A. 1989. *Waterfront development*. New York NY: Van Nostrand Reinhold.
- United Housing Foundation, and National Kinney Corporation. 1973. *Liberty Harbor: a plan for a new community on Jersey City's waterfront*. Jersey City NJ: Raymond, Parish and Pine.
- United States National Capital Planning Commission. 1972. *The urban river; a staff proposal for waterfront development in the District of Columbia*. Washington DC: United States National Capital Planning Commission.
- United States National Park Service, and United States Department of the Interior. 1979. *Alexandria waterfront, Virginia*. Washington DC: U.S.
- United States National Park Service, and United States Department of the Interior. 1979. *Georgetown waterfront, Washington DC*. Washington DC: U.S. Urban Land Institute. 1989. *Riverplace multi-use, residential*. Washington DC: The Urban Land Institute.

- Urban Land Institute. 2000. *The Smart Growth tool kit: community profiles and case studies to advance Smart Growth practices*. Washington DC: The Urban Land Institute.
- Urban Land Institute. 2003. *Hollywood Beach, Florida: a strategy for revitalization and redevelopment*. Washington DC: The Urban Land Institute.
- Urban Land Institute. 2004. *Key West, Florida: a redevelopment strategy for the Truman Waterfront property*. Washington DC: The Urban Land Institute.
- United States National Capital Planning Commission. 1972. *The urban river; a staff proposal for waterfront development in the District of Columbia*. Washington DC: United States National Capital Planning Commission.
- United States National Park Service, and United States Department of the Interior. 1979. *Alexandria waterfront, Virginia*. Washington DC: U.S.
- United States National Park Service, and United States Department of the Interior. 1979. *Georgetown waterfront, Washington DC*. Washington DC: U.S.
- Waterfront Commission of New York Harbor. 1970. *Special report to the Governors and Legislatures of the States of New York and New Jersey, July 1970*. New York NY.
- Weick, K. 1984. Small Wins. Redefining the Scale of Social Problems. *American Psychologist* 39(1):40-49.
- Wisconsin Department of Resource Development. 1966. *Waterfront renewal*. Madison WI: Wisconsin Department of Resource Development.
- Wrenn, D. M., Casazza, J., and Smart, E. 1983. *Urban waterfront development*. Washington DC: The Urban Land Institute.
- Young, A. L. 2000. *Archaeology of southern urban landscapes*. Tuscaloosa AL: University of Alabama Press.