

Creating Community and Economic Development Tools for Preserving Working Waterfronts and Waterways

Report to Economic Development Administration, Investment No.: 99-07-13873

Working waterfronts and waterways have long been an important component of the US economy and our cultural and social heritage. Working waterfronts and waterways includes water-dependent and coastal-related businesses that support commercial and recreational activities, which are now threatened by accelerated real estate development of non-water dependent waterfront properties over recent decades. Loss of working waterfronts and waterways is negatively impacting coastal communities economically, socially, culturally, and environmentally. Some communities and states are proactively preserving and maintaining existing working waterfronts and waterways, using creative financial and organizational approaches. Nonetheless, piecemeal conversion of properties that previously supported water-dependent commercial activities, such as fishing and shipping, to non-water dependent uses, such as lodging or entertainment, has had unexpected cumulative impacts on communities. In many cases, the rate of loss and conversion outpace community action to address the issue.

The Economic Development Administration recognized the need to collect and synthesize information about the economic impacts and historical trends of working waterfront conversion to non-working waterfront uses, and provide resources for communities and states about challenges and opportunities for preserving working waterfronts and waterways as key economic drivers in communities.

The Economic Development Administration awarded a grant in the fall of 2011 to the Island Institute and six project partners to study working waterfront needs, challenges, and strategies for preservation. The project team is collecting, analyzing, and synthesizing information and developing a tool kit in order to enhance working waterfront preservation. The project team is identifying and determining the feasibility of specific strategies and disseminating these findings and relevant tools through an information clearinghouse. The project team is exploring a range of strategies and case studies, in order to shed light on multiple approaches for preservation, including land-use research, economic diversification, taxation policies, comprehensive planning and grants, public investment and loan-funding and public education.

The results of this research project will be useful to a broad audience of stakeholders ranging from small business owners to natural resource managers. This effort will lay the groundwork for a strong network of communication and collaboration among working waterfront communities and stakeholders and will ultimately increase the capacity of coastal communities to make informed decisions, balance diverse uses and plan for the future of their working waterfronts and waterways.

The team assembled for this project includes individuals with decades of experience tackling working waterfront and waterway issues around the nation. Outputs from this project will ensure new information will be publicly available about: historical and current trends in working waterfronts and waterways, economic impacts of working waterfronts, and financing tools and policy alternatives for working waterfront preservation. The project team is also preparing a

series of informative case studies from around the country to highlight best practices and successes and creating a publicly available, web-based information clearinghouse.

The project team is accomplishing these tasks through efforts of six work groups, which are tasked with producing outputs related to: 1) historical trends, 2) economic impacts, 3) financial tools, 4) policy and legal tools, 5) outreach and education, 6) website development. Project advisors include individuals with backgrounds in economics, policy, finance, and natural resource management, who will work with members of each work group to review draft work products and ensure the accuracy and relevancy of information and findings developed.

This progress report covers work through April 30, 2012. Overall, the project is going well and the work groups have made substantial progress towards their outputs.

The Historical Trends work group is conducting an in-depth literature review and interviews with industry members and managers about national and regional trends in working waterfronts and waterways over recent decades and the drivers of these changes. Data has been collected from the 1997, 2002, and 2007 Economic Census and annual data from 1997-2010 from the Regional Economic Information System. In order to explore trends and changes not captured in these data sets, the work group will conduct a total of 15 to 20 interviews. They have carried out three preliminary interviews to inform the development of additional interview questions. Work group members have completed most of the necessary literature review and have developed a list of people to interview. The team will be producing a narrative report summarizing historical changes since 1997, current trends, and factors that are projected to affect the future of working waterfronts throughout the US. The report will be available in draft form for review by project advisors, including federal agency partners, in late August 2012.

The Economic Impacts work group has compiled the necessary data to analyze the economic impact of coastal and ocean-dependent economic activity. Based on preliminary results, the work group has identified 37 coastal counties in which the ocean-dependent sectors represent at least 10 percent of Gross Domestic Product. Additional coastal-dependent business activity in the travel and tourism sectors will be determined based on a GIS analysis. Work group members will summarize their findings in a narrative report, tables and figures, which will be available for review by project advisors, including federal agency partners, in late August 2012.

The Financing Tools work group is researching financing mechanisms used at both the state and federal level. The work group has researched fourteen of the thirty coastal states and has identified programs within the U.S. Department of Commerce and the U.S. Department of Agriculture as a starting point to identify Federal programs. This work group convened a call with their project advisors in mid-April and has received positive feedback and confirmation that their methods to date have been appropriate. Summaries of each state and federal program will be included in the final report, which will be available for review by project advisors, including federal agency partners, in late August 2012. The work group is also developing a spreadsheet containing information on all programs included in the report.

The Policy and Legal Tools work group is in the process of updating the 1997 NOAA Ocean and Coastal Resource Management technical report, "Coastal and Water-dependent Uses: Coastal

Management Programs, Meeting the Needs of our Nation” (OCRM Program Policy Series, Technical Document 97-1). The updated report will include more recent information on available policy and legal approaches for preserving working waterfronts and waterways, and will be available for review by project advisors, including federal agency partners, in late August 2012. The work group is also developing a pro bono network which will bring together attorneys and resource managers around the country who are willing to support communities undertaking working waterfront preservation projects on a pro bono basis.

The Outreach and Education work group has completed the first round of eight case studies. These case studies are representative of working waterfront and waterway preservation from around the country. The work group plans to develop another twelve case studies as part of this project. A subset of these case studies will be included in the final report and all will be available on the website. The project advisors, including federal partners, will be asked to review case studies prior to project completion.

The Website work group has adapted an existing website [<http://www.wateraccessus.com/>] to house the reports, case studies, and other information developed by the project partners, and to make these resources broadly available to the general public. This site will also have a social networking component that will allow individuals and organizations to interact with each other to share their challenges and successes with working waterfront and waterways projects, by providing them with tools to facilitate discussion and exchange information.

One of the keys to successful delivery of this project with its multiple partners and short timeline is timely and frequent communication about the activities of the various work groups. In an effort to ensure that project team members are coordinating their activities and avoiding conducting duplicative work, we have established standing monthly calls with the work group leaders. These calls have also maintained the momentum and energy around the project. The Island Institute has also followed up with individual work group leads to further discuss any issues and then communicate the necessary information to the appropriate work groups. In addition, the project partners are using an internal project website, allowing for active collaboration on documents, sharing of draft project outputs, coordination on literature reviews and digital document libraries and references.

Project Finances

We are currently experiencing technical difficulties logging into and accessing the financial reporting website. We will provide updated the financial information once these technical issues have been resolved. In the meantime, necessary financial reports will be provided for the project period through March 30, 2012.

Looking Forward

An updated project timeline, reflecting work completed to date, is included as an appendix. We are slightly behind on a few of our outlined tasks; however, our pace of work has greatly increased in the last quarter and we expect to be on track for completing the project.

One of the biggest challenges we foresee with completing the final report is the integration of data and information from different disciplines and fields. For this reason, the final project report will likely include summary information and a series of technical appendices.

Another area of concern for the project team is the future of the website beyond the term of this project, specifically - ensuring the information gathered and housed in the website remains relevant and timely. In order to address this challenge and the broader challenge of sustaining this effort into the future, we have moved forward with organizing the National Working Waterfront Network.

In order to lay the groundwork for continued broad collaboration amongst project partners and other interested individuals and organization on this issue, we have been convening monthly calls to provide updates on general issues surrounding working waterfronts and waterways to those interested. Discussions on these calls include: updates about federal legislation and federal agency action, updates on the 2013 working waterfront conference, progress on the current EDA-funded research project, and the development of the National Working Waterfront Network (NWWN) as well as a schedule of upcoming conferences with presentations on issues related to working waterfronts and waterways.

Project partners and others who have been involved with working waterfront issues throughout their careers have drafted operating procedures for the NWWN and identified a Founding Steering Committee to guide the development and organization of the Network and will also develop a strategy to grow and maintain the Network. The first conference call with Founding Steering Committee members will be held in early May. Members of the Committee have started planning and preparing for the third Working Waterfront Symposium scheduled for March 2013 in Tacoma, WA.

To strengthen the Network development effort and to ensure that results from the EDA-funded research project inform Network members' working waterfront and waterways preservation efforts, the Island Institute is organizing a two-day, in-person meeting in late July with EDA project partners and the NWWN Founding Steering Committee members. The first day will be dedicated to finalizing the structure and substance of the final report for the Economic Development Administration. The agenda for the second day will focus on the next steps and future collaborative efforts around working waterfront and waterway preservation. This meeting will also help address the issue about the integration of different disciplines into a final report.

In the future, with increasing competition between marine uses and increasing pressure from coastal development, working waterfront and waterway preservation will remain a pressing issue. It is critical that the results of the EDA-funded research project are disseminated as effectively as possible, and incorporated into planning for future working waterfront and waterway preservation efforts to support economic activity in our coastal communities.

Lessons Learned So Far

- The collection of information for the project has highlighted the need for a centralized clearinghouse of working waterfront-related information.

- This project should lead to development of additional or new model policy, legal and financing tools.
- Federal agencies such as the USDA are a relatively untapped resource for working waterfront and waterway projects, but organizations working on preservation or enhancement projects will need to be able to better frame the challenges facing them in terms of community economic development, in addition to coastal access or coastal management.
- This research project should provide a recommendation for development of federal tools to encourage private investment in privately-owned working waterfronts.
- Dredging of small ports and harbors is an on-going issue. Access to working waterfronts from the water is just as important as access from the land and in the current budgetary climates, the dredging of small harbors and ports is an under-appreciated threat.

The attachments to this report include more detailed information on the following:

- List of Project Advisors
- Brief updates from each of the six work streams:
 - Historical trends
 - Economic impacts
 - Financing tools
 - Policy and legal tools
 - Outreach and education
 - Website development
- An updated project timeline where tasks have been identified as completed, in progress or ongoing.
- The first round of case studies developed by the Outreach and Education work group
- Draft outline for the final report

Conclusion

We are making strong progress towards completing this project. We are excited about the final report to the EDA that will present project findings and recommendations. Support from the EDA is facilitating the creation of a much-needed tool kit, which will prove valuable to many communities and states working to resolve working waterfront issues. The resulting clearinghouse of information will provide detailed results of intense research into the full range of economic, legal, and technical impacts on working waterfronts and waterways. This information will be useful to a broad audience of stakeholders ranging from small business owners to resource managers and indeed, we feel that it already is useful to those of us working on the project. This effort will lay the groundwork for developing a strong network of communication and collaboration among working waterfront communities and stakeholders and will ultimately increase the capacity of coastal communities to make informed decisions, balance diverse uses and plan for the future of their working waterfronts and waterways.

Appendices

- List of Project Advisors
- Historical Trends Work Group Update
- Economic Impacts Work Group Update
- Financing Tools Work Group Update
- Policy and Legal Tools Work Group Update
- Outreach and Education Work Group Update
- Website Work Group Update
- Updated Timeline
- 1st Round of Case Studies
 1. Waterfronts Florida Program
 2. York River/ Gloucester County, VA: Balancing Conflicting Uses through Stakeholder Engagement
 3. Portland, Maine: Balancing Maritime Uses and Waterfront Diversification through Municipal Zoning
 4. Planning for Environmental Protection and Economic Development in Trinidad Harbor, California
 5. Preserving Historic Fishtown through a Community-Led Endeavor
 6. Alabama Waterfront Access Study Committee
 7. Evolution of a Working Waterfront: A Case Study of Tacoma Washington's Thea Foss Waterway
 8. Port of Miami River Water Dependent Land Use Litigation Case Study
- Draft Outline of Final Report

List of Project Advisors

Name	Position/ Affiliation	EDA Work Group
Lisa Gutierrez	Boating Facilities and Access Planning Division Maryland Department of Natural Resources	Historical Trends
Julie Harrington	Director, Center for Economic Forecasting and Analysis, Florida State University	Economic Impacts
Chuck Adams	Marine Economist and Professor, Food and Resource Economics Department, University of Florida	Economic Impacts
Mike Cannon	Executive Director, Integra Realty Resources	Financing Tools
Mike Dickerson	Executive Vice President, Shorebank Enterprise Cascadia	Financing Tools
Gil Sylvia	Superintendent, Coastal Oregon Marine Experiment Station, Oregon Sea Grant	Policy and Legal Tools
David Ashton	Port of Portland, Oregon	Policy and Legal Tools
Dennis Ducsik	Tidelands Public Trust Policy Coordinator for the Mass Coastal Zone Management Program	Policy and Legal Tools
Lewie Lawrence	Acting Executive Director, Middle Peninsula Planning District Commission, Virginia	Outreach and Education/ Website
Jody Thompson	Extension Associate-Environmental Mississippi-Alabama Sea Grant Extension Program	Outreach and Education/ Website

Historical Trends Work Group

The Historical Trends work group continues to review and organize the source material we have collected from the literature, the web, and interviews conducted to date, for a narrative of the evolution of working waterfronts throughout the US. The drivers of those changes, including technological advancements and economic, legal, societal, and environmental changes, are key to the significance of this narrative for understanding present conditions and informing the appropriate policy responses for protecting and promoting working waterfronts in the future. The work group has prepared a working outline of the report to present the material so that it will be relevant and accessible for users whose perspectives differ by region, sector, or scale. The Group is building its list of industry and government professionals to interview (a few preliminary interviews have been done already) to ensure the work includes an accurate assessment of the current status and trends of working waterfronts and coastal communities. The Work Group is beginning to conduct initial interviews, but this effort will continue through for several more months.

Methods

- Conducting a literature review of peer-reviewed, industry and government reports and data.
- Interviews (guided conversations) of individuals from the water-dependent industries of interest, government agencies responsible for the implementation of programs, laws and regulations affecting water-dependent uses and communities; and representatives of working waterfront communities.

Outcomes

- A narrative summarizing the historical changes—and the reasons for those changes—that have occurred in the past, current trends, and factors that are projected to affect the future of working waterfronts throughout the US.
- An annotated bibliography and data sources.

Timeline

- Completed:
 - Overview of historical changes (Mid-Jan. – Mid- April 2012).
- In Progress:
 - Literature and data search
 - Industry and Government interviews
 - Drivers and stressors of change
 - Assess changing perspectives
 - Assist and support team
- Next steps:
 - Collaborating with CEI on identifying strategic opportunities (May – June 2012)
 - Final report on changes and trends (Mid July – mid August 2012)

Economic Impacts Work Group

The economic impact work group is conducting an economic analysis of working waterfront communities. The group adopted the definitions of ocean and coastal-related economic activity developed by the National Ocean Economics Program (<http://www.oceaneconomics.org/>), based on classifications according to the North American Industry Classification System (NAICS). Information is being compiled for all coastal counties in the US (n=335), and also for counties up to 50 miles inland from the coast (n=722), as identified using GIS. Data compiled includes employment, wages and Gross Domestic Product (GDP) for overall economic activity in 11 major industry groups, and similar data for six ocean-dependent economic sectors (marine construction, living resources, offshore minerals, ship and boat building, transportation, and near-shore tourism and recreation). Information is also being compiled for individual port communities on commercial fisheries landings (weight, value), commercial shipping imports-exports (tonnage and value), and cruise ship visitor nights. All data is compiled as time series over the period 1990 through 2009/10, in order to analyze trends over time. In addition, data on employment and sales for individual businesses in the near-shore area (within 20 miles of coast) are being compiled using the *ArcGIS Business Analyst* software.

Waterfront-dependent communities will be identified based on the percentage share of overall economic activity (GDP) in ocean-dependent sectors, and trends over time. Based on preliminary results, we have identified 37 coastal counties in which the ocean-dependent sectors represent at least 10 percent of GDP. Additional coastal-dependent business activity in the travel and tourism sectors will be determined based the GIS analysis.

Analytical results will be summarized for individual counties, Metropolitan Statistical areas (MSA), BEA Economic Areas and states within ten different regions of the coastal U.S.: Northeast-Atlantic (ME, NH, MA, RI, CT, NY), Mid-Atlantic (NJ, DE, MD, VA), South-Atlantic (NC, SC, GA, FL), Eastern Gulf of Mexico (FL, MS, AL), Western Gulf of Mexico (LA, TX), Pacific-California, Pacific-Northwest (OR, WA), Pacific-Alaska, Pacific-Hawaii, and Great Lakes (MN, WI, MI, IL, IN, OH, PA, NY).

Regional economic impacts of coastal and ocean-dependent economic activity will be analyzed using the *Impacts for Planning (Implan)* software and 2010 national state/county dataset, with regional models constructed for the ten coastal regions indicated above. Note that this is a change from the original proposal, which proposed to use the *RIMSII* economic multipliers obtained from the U.S. Department of Commerce, Bureau of Economic Analysis. The *Implan* system will offer greater flexibility and richer detail for analysis, including multipliers for output, value-added employment, labor income, other property income and indirect business taxes. The significant cost for the *Implan* national data set (\$43,000) is being covered with funds leveraged from other sources.

Methods

- Database systems, regional input-output analysis (*Implan*), geographic information systems (ArcGIS), time-series analysis.

Outcomes

- The team will provide findings in a work group report as well as in the final report, with narrative text, tables and graphic figures.

Timeline

- Completed:
 - Develop definition of waterfront-dependent economic activities
 - Identification and economic inventory of waterfront-dependent communities
- In Progress:
 - Analyze historic trends in economic activity of waterfront-dependent communities Evaluate regional economic impacts
 - Forecast future economic activity in waterfront-dependent communities
- Next Steps:
 - Write project report (April – August 2012)

Financing Tools Work Group

Financial Tools Work Group is identifying the financial programs and tools available to protect working waterfronts and maintain access for water-related uses at both the state and federal level. The work group has completed an in-depth review of programs for 14 of the 30 coastal and Great Lakes states. Additionally, the work group has focused on the Department of Commerce and the Department of Agriculture as a starting point to identify Federal programs. Other programs have been identified within the Department of Transportation and in the Department of Housing and Urban Affairs. A spreadsheet of useful information about trade associations and foundations with ties to marine activities has been started.

The Federal program research is near completion at this time, but the state-by-state research is more in depth and time consuming. The conclusions and recommendations draft will be sent out to advisors and project partners at the end of June.

The work group is currently seeking feedback from its advisors on their research methodology and the information being assembled.

Methods

- An in-depth Internet search of relevant state and federal websites including those related to economic development has been conducted. Key terms are used in a search engine on a state-by-state search. The work group is also reviewing Working Waterfront studies, which often are good sources of information that may not come up in an internet search.
- The group is compiling a list of industry trade associations that support working waterfront related activities or efforts and identifying any programs they have to offer as well.

Outcomes

- A list of the Federal programs with summaries.
- List including each state with a brief summary explaining the different programs and organize their particular programs by type (state website, state economic development office, state incentives for businesses, financing programs, grant programs, information repositories, etc).
- A master spreadsheet (alphabetical by state that will list programs by name with a link to their website) will be created.

Timeline

- Completed:
 - Advisors identified
- In Progress:
 - Research and inventory
 - Summarize and prioritize track D research
- Next Steps:
 - Conclusions and draft recommendations (May 2012)
 - Track D research completed (May 2012)
 - Research conclusions and recommendations draft (June 2012)
 - Incorporate feedback from partners, advisors, and EDA (July – August 2012) –

- Final Report (September 2012)

Policy and Legal Tools Work Group

To date, the Policy and Legal Tools Work Group has focused its efforts on two grant deliverables: (1) an update of a NOAA Ocean and Coastal Resource Management (OCRM) technical report produced in 1997 on the Coastal Zone Management Act and “Coastal- and Water-Dependent Uses” and (2) convening a team of attorneys and pro bono managers to begin work on a WWF Pro Bono Plan. With respect to the technical report update, the Work Group is developing a spreadsheet that defines coastal and water-dependent uses. Some best practices have been identified, but list not finalized yet. Work will continue on this during next quarter. This information will provide the foundation for the report update. The work group will begin drafting update to technical report and case studies during next quarter. The work group has also identified seven individuals to assist with planning for the Working Waterfront Pro Bono Network. This group will begin monthly conference calls in late April, which will continue until August, when a draft plan will be developed and circulated for review. Case studies have also been identified and a further analysis of these cases will continue.

Methods

- Literature review of legal tools
- Traditional legal research methods, including searches of relevant laws, regulations, and policies using legal databases such as Westlaw and Lexis-Nexus.

Outcomes

- A narrative summary of major findings
- Case studies of major law and policy tools, such as Coastal Zone Management Act and local zoning.
- Updated NOAA Technical Report on coastal and water-dependent uses and accompanying spreadsheet of state regulations and definitions.
- WWF Pro Bono Plan

Timeline

- Completed:
 - Literature review
- In Progress:
 - Identify best practices
 - Plan for pro-bono network
- Next Steps:
 - Draft guidance documents (April – August 2012)

Outreach and Education Work Group

Outreach and Education (O&E) work group members were sought to enhance regional representation with contributing individuals from the Northeast, Mid-Atlantic, the Gulf Coast, the Pacific Northwest, and the Great Lakes region. The first round of case studies highlighting a variety of working waterfront communities around the country have been drafted. The work group identified case study development as an ideal approach to compile issues, tools, and practices that can serve as practical, real-world models for WWF efforts elsewhere. To provide consistency and facilitate information gathering, the work group members first developed an easy-to-use template that can be viewed at <http://www2.vims.edu/bridge/wateraccess/casestudiesform.cfm>. O&E members worked collaboratively with work group leaders to develop these comprehensive lists of waterfront uses, issues, and tools that evolved into a working, online database template. These lists will serve as references for future NWWN activities and initiatives. To date, eight case studies are in the final stages of completion. These can be view at <http://www2.vims.edu/bridge/wateraccess/casestudieslist.cfm>. A second round of case studies is in the process of being assigned and it is anticipated that each O&E member will complete two to three case studies during the term of this project.

As the O&E work group members have developed their case studies, each has identified tools (financial, policy, planning, engagement tools, etc.) that have been central to the success of this effort. These Tools are being compiled and will be shared with the other work groups. This ensures that innovative approaches can be pursued across work groups. Similarly, O&E members are compiling and coding Best Practices to identify common themes that will be used to generate a WWF preservation guidance document.

Methods

- Literature review
- Case study approach and coding for themes

Outcomes

The case studies will ultimately be made available for viewing at the NWWN web site <http://www.wateraccessus.com/>. They will be formatted to display only selected criteria (not the entire template), with images, video, links, sidebars, etc. The template entries developed for the case studies will also serve to focus search criteria on the web site.

Timeline

- Completed:
 - Cooperate with NSGLC to identify strategy for coordinating the work of the research associate.
 - Identify and recruit the required number of Outreach and Education Advisory Committee members; set a date to convene the group by conference call.
 - Review existing DB, identify gaps in potential members, and expand the DB with these contacts.
 - Confirm IT needs for creating a functional, internal, potential member DB.
 - Cooperate with the web portal team to enable the project team to access the DB.
- In progress:

- Continuing to develop and research additional case studies
- Coordinate with Economic Impact, Financing, and Policy work groups re: gathering their inventoried resources and identifying gaps.
- As proposed, the timeline for January to March focuses on reaching this benchmark: The four work groups have identified their initial collection of tools and forward to Research associate for review as needed. These submitted to web portal committee in preparation for posting.

Website Work Group

The project team established an online project collaboration and management site at Basecamp.com. Here we maintain a project calendar, project personnel information, post messages to the group, share files, and engage in-group discussions. Wateraccessus.com has been adapted to an information site for the National Working Waterfront Network and content from the various work groups is continually added as it becomes available. On the wateraccessus.com site, we provide information, news and events of interest to the national community including information on:

- EDA project
- Launch of the National Working Waterfronts and Waterways Network
- Working waterfronts and waterways related conferences
- National Working Waterfront Network update

The web group is working with all project work groups to identify and collect information and resources for the website. An online case study upload/edit/review system with associated backend database has been developed and implemented with the project team. A project logo has been designed in accordance with the EDA Style Guide and with the EDA Style Guide will serve as the basis for the graphic design of the website. Various social networking software/websites were evaluated and we have selected Ning as the tool we will use. With Ning.com, we can apply our own look and feel to their already established, popular social networking framework. Creation and development of the social networking portion of the project will continue throughout the project time period. A beta version of the social networking component of the website will be tested with the project team and advisors with a public launch in September 2012.

Methods

- Project communication has been facilitated through the use of Basecamp.com.
- Development of the project database has begun using a Microsoft Access database.
- Development of the resource website has begun with HTML and ColdFusion.

Outcomes

The web portal will serve as a resource clearinghouse that will contain economic, legal, and planning resources and tools identified by the project team as critical to working waterfront issues. It will also provide a social networking center. Progress on the resource and social networking components of the website are moving forward as outlined in the project timeline.

Timeline

- Completed:
 - Establish online project collaboration site for internal project use
 - Adapt wateraccessus.com to information site for coalition
- In progress
 - Review and select social networking software/ tool
 - Create web portal expert panel with project & coalition members
 - Work with project work groups to identify resource center sections
 - Design resource page layout & develop site structure
 - Populate resource center with tools and info from project work groups

- Launch pilot resource center with project team, then advisors, etc.
- Full launch of web portal with resource center and social networking site
- The Working Waterfronts and Waterways resource website will be launched publicly late summer 2012.
- Continued posting and updated of resources on web portal
- Refinement of social networking features/ system

Working Waterways & Waterfronts

A National Symposium on Water Access



EDA Case Study

EDA Member	Bob Swett
Case Study Title	Waterfronts Florida Program
Abstract	<p>The Waterfronts Florida Program helps local governments in coastal Florida revitalize their waterfronts by providing resources and technical assistance. The Program was created in 1997 by the Florida Coastal Management Program to address the physical and economic decline of traditional working waterfront areas. To date, 23 coastal communities have received designation as Waterfronts Florida Partnership Communities (4/2012).</p> <p>During the designation process, a community receives intensive technical assistance to guide the revitalization of its designated waterfront area. This process includes the establishment of a formal Waterfronts Florida Partnership, preparation of a community-designed vision plan to guide revitalization efforts, and implementation of prioritized projects to realize the community's vision.</p> <p>The public dialogue and the partnerships that are developed with state agencies, private organizations, and other Waterfronts Florida communities enable a designated community to identify and implement proactive solutions that address the concerns of its citizenry.</p> <p>The Waterfronts Florida Program is managed by the Florida Department of Economic Opportunity. Funding for the Program has varied but usually comes from the Florida Department of Environmental Protection, the Florida Coastal Management Program, and the National Oceanic and Atmospheric Administration.</p>
Region	Southeast, Gulf of Mexico
Location	Florida
Geographic Scope	Municipality, Town, City, Small (< 20,000), Medium (20,000 - 65,000), Large (65,000+), Urban (> 2,000 people per square mile), Suburban (500-2,000 people per square mile), Rural

		(<500 people per square mile)
Key Partnerships		Florida Department of Environmental Protection; Florida Coastal Management Program; NOAA
Time Frame		1997 - present
Waterfront Use		Public access (docks/wharfs/beach/park),Waterborne passenger transportation (ferries, water taxis, cruise ship facilities, etc.),Marina/drystack,Pier/dock/wharf/lift,Boat ramp/lift,Boat repair,Commerical fishing,Fish processing,Fish/bait shops, fish cleaning station,Recreational fishing,Charter fishing,Charter boat tours (general sightseeing, whale watch, etc.),Recreational boating, kayaking, other recreational watercraft,Cultural/heritage tourism,Market (local seafood, produce, etc.)
Issue		Loss of commercial and/or recreational access and associated user conflicts, Economic development, Environmental impacts: resource protection, habitat loss, water quality degradation, Loss or preservation of heritage (cultural, maritime, etc.)
Description		<p>DESCRIPTION (Note from Swett: The language below was taken from the Program’s website, so we want to make sure that it is properly cited. I have edited and rearranged it to some degree (minor).)</p> <p>BACKGROUND (Rationale) Many of Florida’s working waterfronts were once thriving centers of activity but now struggle to remain economically viable. A changing economy and lack of public and private investment have taken a toll. Nonetheless, working waterfronts still remain valuable assets that can contribute significantly to a community’s economic health and image. The Florida Department of Economic Opportunity’s Waterfronts Florida Program was created to support traditional water-dependent uses, as well as new waterfront uses that protect natural and cultural resources. The Program provides planning resources to local communities in coastal Florida that want to revitalize their working waterfronts.</p> <p>HISTORY The Waterfronts Florida Program evolved from research conducted in the wake of a 1994 amendment to the Florida Constitution that banned the use of entangling nets in Florida waters [REFWORKS ID 72]. The controversial net ban impacted numerous commercial and recreational user groups, as well as their communities. The Program was designed to incorporate and/or address many factors that facilitate or impede revitalization of declining waterfronts as identified by research.</p> <p>The Program’s first communities had to meet several prerequisites prior to their acceptance, including obtaining the sponsorship of their local government, development of a vision plan, formation of a steering committee, and the hiring of a program manager. In turn, the Program provided small “seed money” grants to fund local planning activities, workshops on special topics, and, of prime importance to many communities, a high level of planning and policy assistance to develop and implement a protection strategy for the local waterfront. The Waterfronts Florida Coordinator, in addition to serving as a</p>

morale booster, listened to problems voiced by community members, talked them through their available options, and helped them decide on the appropriate next steps forward.

The Program was solidified in 2005 when it was officially adopted into Florida Statutes with language stating that it would provide “financial and technical assistance” to communities revitalizing their waterfront areas [REFWORKS 76]. The Program’s current mission is to provide planning resources to address four priority areas: economic development, natural and cultural resource protection, public access, and hazard mitigation.

BENEFITS

Coastal communities that participate in the Waterfronts Florida Program receive support to develop and implement a community-designed waterfront revitalization plan (vision plan) that promotes coastal resource conservation and economic development. The in-depth process serves to strengthen local capacity and empower participants, while at the same time helping to sustain the rich heritage of Florida's working waterfronts. During a community's designation process, the Partnership Program provides:

- Assistance in organizing the local Partnership and its volunteers into highly functioning committees
- Assistance in creating successful collaboration with local government, citizens, businesses, and civic groups
- Technical assistance related to visioning, comprehensive planning and land development regulations, waterfront revitalization, environmental protection, and redevelopment
- Training and peer exchange opportunities for local program managers and committee members
- Assistance in locating funding and other resources for continued implementation of the community's revitalization plan
- Mentoring and networking opportunities from other Waterfronts Florida Partnership Communities that can offer assistance with their experience and expertise

In addition to the numerous benefits of being designated a Waterfronts Florida Partnership Community, active communities receive extra points and benefits with some state grant programs.

ACTIONS/APPROACHES

Communities who seek designation as a Waterfronts Florida Community must submit a formal application. The applicant must be a municipal or county government, or a local nonprofit that is able to demonstrate a strong working relationship with local government staff and officials.

Eligible communities are those that are required to prepare a coastal element as part of their local government comprehensive plan (subsection 163.3177(6)(g), Florida Statutes). The community also must recognize the waterfront as a special place and be committed to developing policies that encourage the preservation of recreational and commercial waterfronts. Additionally, communities must have the resources to designate a local Waterfronts Florida program manager and to

support a Waterfronts Florida committee representing stakeholders' interests.

During the first phase of designation, a community establishes a strong local Waterfronts Florida partnership and then prepares a community-designed vision plan to guide the revitalization of its waterfront. The visioning process begins by reviewing existing documents, plans, and regulations that are germane to the designated waterfront. The community then hosts a series of workshops to gather input from a wide range of stakeholders.

The final vision plan will (a) identify goals, objectives, and strategies for addressing the four priority issue areas of the Waterfronts Florida Program, (b) provide recommendations for comprehensive plan and land development code changes necessary to preserve the community's waterfront, and (c) include an implementation plan with specific actions, time frames, and responsibilities.

During the second phase, the community continues to implement its vision plan, incorporating it into the local comprehensive plan and undertaking priority projects that further its efforts to revitalize and preserve the waterfront.

In the second year and thereafter, the local partnership will increase community capacity to plan for and implement waterfront revitalization by participating in quarterly Waterfronts Florida program managers' meetings, trainings and other professional development events, as well as continuing to develop and adopt policy language necessary to implement their Waterfronts Florida vision plan. To remain active, Graduate Communities are called upon to share their experiences and expertise with other waterfront communities.

Transferrability

The Program in its current form was created by the Florida Legislature, thus limiting its transferability to other states unless adopted by their legislatures. Nonetheless, there are aspects and outcomes of the Program that could be considered transferable as noted in the section on best practices.

Tools

Technical assistance, Community visioning, Issue and stakeholder identification, Increasing awareness and knowledge, education and training, Forming partnerships and coalitions, Group processes/participation (community workshop, listening session, focus group, public hearing, etc.), Conflict resolution, Action planning, Evaluation

Best Practices

- Communities that want to apply for designation as a Waterfronts Florida Partnership Community are encouraged to take part in a two-day training event.
- Designation Ceremony - The Waterfronts Florida Partnership Coordinator and other program staff will visit the community following designation to promote the local Waterfronts Florida Partnership.
- Waterfronts Florida Program Managers' Meetings that rotate among the designated communities.
- Mentoring and networking opportunities from other Waterfronts Florida Partnership Communities that can offer assistance with their experience and expertise.

- A 67 page guidebook containing best management practices that were drawn from the ideas and “on-the-ground know-how” of practitioners. [REFWORK 77]
- A 98 page document that contains a set of case studies of 21 communities that received Waterfronts Florida designations. [REWORKS 78]

Additional Information	
References	I embedded RefWorks IDs in the text. I.e., in the locations where they belong.
Contacts	Julie A. Dennis, Waterfronts Florida Program Coordinator, Julie.Dennis@dca.state.fl.us

Working Waterways & Waterfronts

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EDA Case Study

EDA Member	Kenneth Walker
Case Study Title	York River/Gloucester County, VA: Balancing Conflicting Uses Through Stakeholder Engagement
Abstract	Conflicts are becoming increasingly common between waterfront property owners, waterman, boaters, recreational fishermen, sportsmen, aquaculture industries and others seeking to use the Commonwealths' water resources on the York River. The historical balance between working waterfronts and residential development is shifting to predominantly residential waterfront. Infrastructure to support working waterfronts and the economic opportunities they provide is disappearing. As the Middle Peninsula of Virginia continues to transition from a less rural to a more suburban community, public policies that currently serve as management tools for near-shore land, public water bodies, and water use rights/privileges must adapt. The York River Use Conflict Committee was established to explore the public policy question facing many rural coastal local governments: "to what extent will future development of coastal communities rely on the opportunities presented by a coastal environment and what public policies will govern such opportunities"[1]
Region	
Location	York River/Gloucester County, VA
Geographic Scope	Small (< 20,000), Rural (<500 people per square mile), Small (< 20,000), Rural (<500 people per square mile)
Key Partnerships	Middle Peninsula Planning District Commission, VA Sea Grant, VA Coastal Zone Management Program, NOAA, Local Stakeholders
Time Frame	2008-present
Waterfront Use	Public access (docks/wharfs/beach/park), Pier/dock/wharf/lift, Commerical fishing, Aquaculture, Recreational fishing

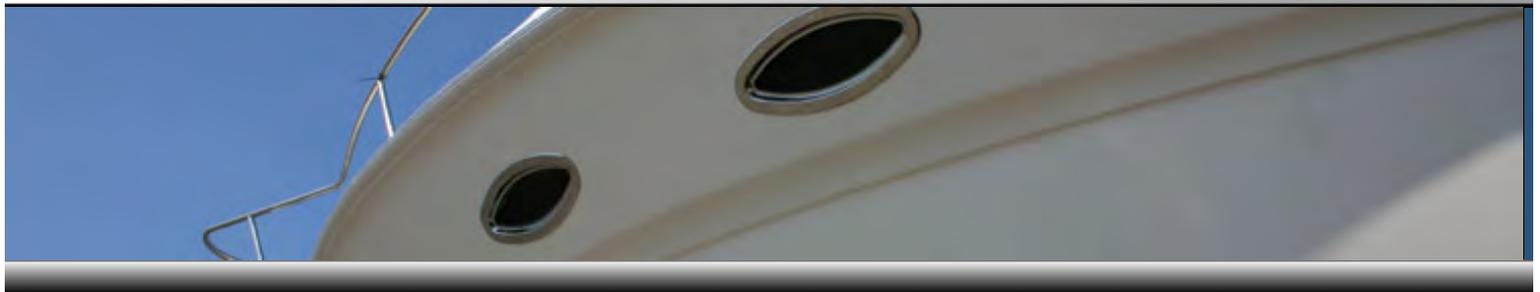
	Issue	<p>Loss of commercial and/or recreational access and associated user conflicts, Private ownership and public access conflicts/legal framework of public trust rights and private property rights, Economic development, Overcrowding due to coastal population growth, Regulatory factors, Loss or preservation of heritage (cultural, maritime, etc.)</p>
	Description	<p>The active, but diminishing, commercial fishing industry faces competition for space. Privatization of the waterfront and dramatic increases in waterfront property values have only exacerbated the problem. The 2006 Board of Commissioners of the Middle Peninsula Planning District Commission developed a consensus on the area's highest legislative and policy priorities, which included water use conflict. The establishment of the York River Use Conflict Committee was driven by the increase in land and water use conflicts across the Middle Peninsula. In order to gain a better understanding of existing uses and conflicts along the York River, Gloucester County was selected for the Use Conflict study. Staff to the Middle Peninsula Planning District Commission (MPPDC) and the Gloucester County Board of Supervisors appointed Committee members representing various use conflict perspectives. The Committee was charged with: 1) Determining the features and uses as they currently and historically existed; 2) Identifying what conflicts exist or could exist in the study area; 3) Determining what is or could be causing the conflicts; 4) Discussing how conflicts could be mitigated; and 5) Recommending public policy that could manage the conflict. To kick off the process, the MPPDC and Virginia Sea Grant sponsored a public forum which provided an opportunity for the general public to discuss sources and locations of use conflict important to residents. Information collected at the public forum was used as a foundation to support the work of the York River Use Conflict Committee. The Use Conflict Committee members represented a diversity of interests and backgrounds. Membership includes: • Local elected official • Local planning staff • Residential waterfront property owners • Commercial waterfront property owners • Commercial fisherman, oyster harvester, clam harvester • Recreational users (duck hunting, oyster gardening, crab harvesting, fishing, boating) • Staff resource experts</p> <p>Developing a common understanding of issues, including existing policies, regulations and terminology, was important for the Committee as a whole. A comprehensive compilation of existing state and local codes and agency regulations, as well as jurisdictional illustrations were critical to this education process for the Committee. Through facilitated meetings, homework assignments and field trips, the Committee gained significant understanding of these issues as well as other stakeholders perspectives and interests. The Use Conflict Committee utilized two processes for prioritizing conflicts. The first process involved analyzing the relationships between local, state and federal jurisdiction and various combinations of use categories: commercial and residential uses; recreational and residential uses, and commercial and recreational uses. A second process utilized a matrix to identify the use conflict "issue area" and then presented two perspectives: one in favor of the use and the other in opposition of the use. Committee members were then asked "What should local governments do about the conflict? Each Committee member was then asked to prioritize the importance of the conflict and the priority for addressing the conflict. The results served as a foundation for understanding how local governments might handle conflict and identified prioritization of conflict issues. In addition, Virginia Sea Grant funded the development of</p>

		<p>a Geographic Information System (GIS) analysis of the study area in Gloucester County. Spatial data collected related to a number of topics including water dependent uses, agency jurisdiction, current regulations regarding use standards and zoning of waterways, existing and proposed infrastructure, and sensitive and significant habitats, such as wetlands and shellfish areas. The Use Conflict Committee worked in small groups to analyze the Study Reach GIS plates. Each group used conflict worksheet to analyze spatial information and better understand each part of the Study Reach. A segue to its next phase of the project, the Committee's education phase culminated with a discussion of "Who should manage use conflict?" "What is the appropriate use?" and "Who should determine the appropriate uses?" Photographs of different recreational, commercial, and residential uses were illustrated for this discussion, and use conflict regulations from other states were discussed. In the end, the Committee created a matrix of all the use conflicts it had identified and the applicable managing entities involved in the management of the uses. This matrix provided an overview of the Committee's education phase that helped inform its work transiting to policy recommendations. The Gloucester County Board of Supervisors on Feb 17th, 2009 approved all recommendations from the York River Use Conflict Study. Implementation responsibilities have been assigned to various Gloucester County Department Heads. Many of the recommendations from the York River Use Conflict Report have been transferred to adjoining localities struggling with the same coastal zone management issues.</p>
Transferrability		<p>Public participation process, Stakeholder education and participation, GIS analysis and inventory, development of common terminology and "Use Conflict Report" (prioritization of importance of conflicts) are potentially transferable to other communities.</p>
Tools		<p>Local land use authority, Shoreline access planning, Issue and stakeholder identification, Increasing awareness and knowledge, education and training, Forming partnerships and coalitions, Conflict resolution, Legislative task forces or other study committee</p>
Best Practices		<p>Engaging stakeholders and helping them understand others perspectives and interests is key. Analysis of jurisdictional authority and development of common terminology is also important.</p>
Additional Information		<p>Phase 1- VA Sea Grant GIS Analysis of study reach. Phase 2- VCZMP Funded: Learning phase for committee members; dispel myths and notion about water use conflict Phase 3- VCZMP Funded: Use Conflict Issue Framing and Policy Need Identification. Phase 4- VCZMP Funded: The final project analysis and final report will be used to drive future development of enforceable policy</p>
References		
Contacts		<p>Lewis Lawrence, Acting Executive Director, Middle Peninsula Planning District Commission P.O. Box 286 Saluda, VA 23149-0286 (804) 758-2311 Email: LLawrence@mppdc.com Website: http://www.mppdc.com/ York River Use Conflict Report can be</p>

<http://www.mppdc.com/> York River Use Conflict Report can be found under Service Centers—Coastal and Community Development—York River Use Conflict
<http://www.mppdc.com/index.php/service-centers/coastal/york-river-use-conflict>

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EDA Case Study

EDA Member	Kenneth Walker
Case Study Title	Portland, Maine: Balancing Maritime Uses and Waterfront Diversification through Municipal Zoning
Abstract	Portland, Maine, has over thirty years experience in balancing maritime and non-marine uses along its waterfront. Compatibility between marine and non-marine uses has been always been important to the City's approach to waterfront zoning. Residential uses and hotels are not allowed, while other uses are considered compatible if performance standards related to the working waterfront are met. Since 2008, the City has worked closely with pier owners and the fishing community to update the zoning ordinance to address concerns about the mix and compatibility marine and non marine uses. Economic downturns, coupled with long-term declines in fishing and maritime industries, continue to challenge the feasibility of maintaining the waterfront's aging marine-related infrastructure. Portland's innovative application of mixed-use zoning is an important strategy to help generate the funds needed to protect and maintain that built infrastructure, while protecting water-dependent uses.
Region	Northeast
Location	Portland, Maine
Geographic Scope	City, Large (65,000+), Urban (> 2,000 people per square mile)
Key Partnerships	City of Portland (http://www.portlandmaine.gov/planning/wcz.asp), pier owners, fishing community
Time Frame	1983-2012 (on going)
Waterfront Use	Public access (docks/wharfs/beach/park),Pier/dock/wharf/lift,Commerical fishing,Fish processing,Fish/bait shops, fish cleaning station,Retail/commercial
Issue	Loss of commercial and/or recreational access and associated user conflicts, Private ownership and public access conflicts/legal framework of public trust rights and private property rights, Economic development
Description	Portland, Maine, began its waterfront planning effort by identifying a range of land uses appropriate for its commercial harbor (water-dependent, marine-related, and compatible non-marine) and then developing zoning approaches that allowed these uses to be mixed together. The community found that

Developing zoning approaches that allowed these uses to be mixed together. The community found that adopting a mixed-use zone that allows compatible non-marine uses to be located above and in certain areas along side water-dependent uses was more successful (and flexible) than the previous zoning designation, which restricted the waterfront area solely to water-dependent uses. This zoning change allowed pier and wharf owners to fill vacant properties and generate income by leasing second-floor space and other commercial space, which helped pay for the high costs of maintaining commercial marine infrastructure. In 2008, prompted by a zoning amendment application by pier owners in the Central Waterfront, the City initiated a new planning process for the Central Waterfront. Both the property owners and the City were concerned about the lack of needed investment to repair and maintain piers. Even with expanded non-marine development, the overall infrastructure investment needs were greater than the revenues generated through rents alone. In 2009, an inventory of buildings, uses, and vacancies provided a baseline of current conditions within the Central Waterfront. In 2010, amendments to the zoning code established a "non-marine use overlay zone" which runs along Commercial Street, where compatible non-marine uses are allowed (no residential or hotels). Projects within the overlay zone must meet performance standards to facilitate marine uses on the piers and must contribute to a marine investment fund which supports infrastructure improvements in the central waterfront. Outside of the overlay zone, ground floors must maintain 55% marine use, while 45% is allowed for compatible non-marine uses which meet performance standards related to marine uses. Before space is occupied by non-marine uses, pier owners must provide first option to water dependent uses at a reasonable rate for marine uses. Economic downturns, coupled with long-term declines in fishing and maritime industries, continue to challenge the feasibility of maintaining the waterfront's aging marine-related infrastructure. Portland's innovative application of mixed-use zoning is an important strategy to help generate the funds needed to protect and maintain that built infrastructure. City of Portland
<http://www.portlandmaine.gov/planning/wcz.asp> Maine Coastal Access Common Law & Statutes
http://www.accessingthemaineoast.com/common_law_and_statutes/common_law_and_statutes.shtml
http://www.accessingthemaineoast.com/common_law_and_statutes/common_law_and_statutes.shtml

Transferrability	Mixed use and water dependent use zoning, waterfront inventory, marine investment fund, and performance standards are tools that are potentially transferable to other communities.
Tools	Local land use authority, Dedicated revenue, Subsidy, Maritime use zoning, Water-dependent use zoning, Overlay zoning, Special assessment, Group processes/participation (community workshop, listening session, focus group, public hearing, etc.), Working waterfront use inventory
Best Practices	Compatibility is important when devising a mix of uses (Portland is addressing compatibility through performance standards). Engaging stakeholders was also key; both the pier owners and fishing community were involved with the inventory (which made it credible) and the proposed zoning changes.
Additional Information	"Development in the Central Waterfront will achieve a balance where non-marine economic development benefits the piers, Commercial Street, the Waterfront and the City by sustaining marine infrastructure, protecting opportunity for commercial marine activity, and promoting appropriate access by the public to views and activities in Portland Harbor." Portland Planning Board and City Council, March 2011
References	
Contacts	Bill Needelman City of Portland Planning Department WBN@portlandmaine.gov 207-874-8722

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EDA Case Study

EDA Member	Kristen Grant
Case Study Title	Planning for Environmental Protection and Economic Development in Trinidad Harbor, California
Abstract	Trinidad is a small city of roughly 300 people on the northern coast of California, renowned for its spectacular scenery and natural resources. Commercial and recreational fishing have evolved as the cornerstone of the local economy. Trinidad pier, built in 1946, has provided critical infrastructure for a once-thriving salmon fishery and a private boat recreational fishing. Salmon and ground fishery management regulations imposed since the 1980s have discouraged (nontribal) fishing in the region, resulting in substantial reductions in both commercial and recreational fishing activity and contributing to social and economic impacts that have altered the fisheries landscape at Trinidad. Additionally, the bay's kelp beds have been designated an Area of Special Biological Significance and a Critical Coastal Area. These designations mandate stringent water quality standards and as such, the pier itself was designated as a hazardous discharge, essentially mandating its reconstruction at a cost much higher than the industry standard. Planning to address both environmental and economic issues together, broad community support, and diverse partnerships, all facilitated significant fundraising by the owner, Trinidad Rancheria, and the City of Trinidad, that will result in the opening of a new, low to no discharge pier in spring 2012.
Region	Pacific
Location	California, Northern Coast, City of Trinidad
Geographic Scope	City, Small (< 20,000), Rural (<500 people per square mile)
Key Partnerships	Cher-Ae Heights Indian Community of the Trinidad Rancheria http://trinidad-rancheria.org/ http://trinidad-rancheria.org/departments/peir-reconstruction City of Trinidad, CA http://www.trinidad.ca.gov/
Time Frame	2006 - present
Waterfront Use	Public access (docks/wharfs/beach/park), Pier/dock/wharf/lift, Commerical fishing, Fish/bait shops, fish cleaning station, Recreational fishing, Charter fishing, Recreational boating, kayaking, other recreational watercraft, Coastal tourism, Retail/commercial, Restaurant accessible by water, Hotel/motel/lodging providing water access

ISSUE	Economic development, Environmental impacts: resource protection, habitat loss, water quality degradation, Regulatory factors
Description	<p>HISTORY Located 300 miles north of San Francisco and 25 miles north of Eureka, Trinidad is known for its spectacular scenery, unique cultural history, and abundant natural resources. The incorporated city has a resident population of just over 300 and the Trinidad-Westhaven region has a population of roughly 2,000. Once home to the Yurok village of Tsurai, Trinidad became a hub for the gold mining, whaling and timber industries in the mid- to late-1800s, and currently the upper half of the watershed is owned by a private timber company. But, as those industries declined, residents turned increasingly to fishing as a source of livelihood. Following the Hallmark family’s construction of the Trinidad Pier in 1946 and a mooring basin soon after, Trinidad became an active fishing village, with smokehouses and a seasonal “mosquito fleet” of up to 400 salmon trollers in the late 1970s. Charter fishing operations, first established in 1952, provided recreational fishing opportunities for visitors and residents. Over the years, the pier fell into disrepair and required replacement. When the state designated the area in 1974 as an Area of Special Biological Significance, the pier became subject to water quality standards. In 2000, the pier was purchased by the Cher-Ae Heights Indian Community of the Trinidad Rancheria, a local, federally-recognized tribe. The Rancheria purchased the pier and adjacent restaurant and is working with the City of Trinidad, the fishing community, and other stakeholders to lead the reconstruction of the pier, a complex permitting process due to the area’s biological significance.</p> <p>CHALLENGES/ISSUES POLICY IMPACTS Environmental Quality Trinidad’s location, geography, oceanography, and storm and fog hazards frequently substantially limit access to fishing grounds, making it impractical to develop as a larger scale fishing port. Moreover, the State has designated the Trinidad Kelp Beds an Area of Special Biological Significance and as a State Critical Coastal Area. These designations created a zero-discharge zone to maintain high water quality, making the pier itself a “hazardous discharge,” essentially mandating its reconstruction. Fisheries Management Regulation Over the past 30 years, growing concerns about the status of West Coast salmon and groundfish stocks prompted the Pacific Fishery Management Council and the State of California to implement increasingly stringent management measures for commercial and recreational fisheries. These measures have included the establishment of fishery management zones, restricted areas, season limits, commercial and recreational fishery closures, and most recently the complete closure of the salmon fishery. Cumulatively, these measures have discouraged (nontribal) fishing along much of the North Coast, resulting in substantial reductions in both commercial and recreational fishing activity and contributing to social and economic impacts that have altered the fisheries landscape at Trinidad.</p> <p>SIDEBAR Impacts of Regulation on the Fishing Community: Commercial – Salmon played a substantial role in the local economy into the early 1980s. In recent years, salmon landings and ex-vessel value have accounted on average for less than 3% of total landings and value, with 12% of boats participating in the fishery. The commercial fleet now consists almost entirely of resident fishermen who have become highly dependent on the crab fishery. The Dungeness crab fishery, which accounted for an annual average of 80% of landings and 70% of ex-vessel value from 1947 through 1980, maintained its dominant position from 1981 through 2007, its average annual share of landings and value increasing to 93%. A small hook-and-line fishery for rockfish and lingcod accounted on average for about 1% of landings and ex-vessel value with 17% of commercial fishing vessels active from 1981 through 2007. Recreational- Private boat fishing activity has declined substantially, although charter activity—targeting rockfish and other groundfish species—has increased. Use of seasonal moorings declined from about 400 to 90 and use of the boat launch ramp fell from 45–60 launches per day to 10–30 in recent years. The average numbers of charter boats, trips, and angler days at Trinidad are, respectively, 68%, 95% and 84% greater in recent years compared to the long term. Trinidad is the most active charter port in the Redwood District (Humboldt and Del Norte counties), accounting for an average of 41%– 46% of activity on all measures (boats, trips, and angler days) in the long term and increasing to 75%–81%, in recent years.</p> <p>Economic Challenges The fishing industry cites increasing fuel and gear costs, dockage, offloading, and ex-vessel value of crab catch fees as significant issues, in addition to the loss of local fishing support services such as the fuel dock, and fish cleaning station, and lack of local vessel repair, refrigeration, gear suppliers, etc.. Variable and uncertain revenues due to natural variability in crab stocks and regulatory constraints on rockfish and salmon also pose challenges. The greatest challenge for the Rancheria is the replacement of the aging pier itself, a critical need shared among recreational and commercial fishery participants, support businesses, and the community. Since acquiring the pier and associated infrastructure in 2000, the Rancheria has taken several actions to meet the site’s water quality standards while addressing the needs of the fishing community, which depends on safe, functional infrastructure. Funding pier reconstruction has been an ongoing effort involving partnerships to share costs and secure grant funding. To date, the Rancheria has secured funding from several sources including the California State Coastal Conservancy, the Headwaters</p>

Fund and the State Water Resources Control Board, EPA Brownfields Program, Federal Highway Administration, and the Bureau of Indian Affairs to support various aspects of the pier reconstruction project. However, securing full funding for the project, estimated to cost \$10 million, poses a significant challenge, especially given variability in resource availability and regulatory uncertainty. SIDEBAR Rebuilding the Pier – The pier was built in 1946 with creosote-treated pilings and pressure-treated wood. By the State Water Resources Control Board standards, the pier, including its decking and deteriorating pilings, was identified as a nonpoint source of contaminated runoff and a hazard to the Area of Special Biological Significance (the nearby kelp beds). Additionally, most surrounding facilities and uses (fish cleaning facility, parking lot, boat cleaning) therefore became prohibited discharges. In response, a designated wastewater treatment facility to service pier facilities (rest rooms, restaurant, rental house) was constructed and the Rancheria has begun the process of replacing the pier itself. In order to reconstruct in accordance with state requirements, the project is expected to cost roughly \$10 million, significantly more than the industry standard. The Rancheria is working in hopes of eliminating all discharges. For the Rancheria, the cost of replacing the pier, together with variable and uncertain revenues from its use, are of central concern. In addition to the pier's function as a tribal investment, it directly or indirectly supports 60 local tribal and nontribal families, and generates activity that supports 25 local businesses. In addition to dockage and offloading fees, the Rancheria depends on fees for mooring rentals, boat launches, and boat washing. However, these sources of revenue, too, have become less reliable following recent declines in recreational use, linked to regional fishery closures. The new pier is expected to open in May 2012. ACTIONS/APPROACH Plan for Environmental Protection and Economic Development Together and Invest in Planning The environmental protection and harbor redevelopment initiatives in Trinidad are directly related. These two main threads in local planning efforts have been key to progress in the community, and have been tied as a result of California's Integrated Coastal Watershed Management planning process through which stakeholders considered and incorporated both water quality goals and socioeconomic goals in developing the watershed plan. The plan was completed in 2008 and has since acted as a kind of a launch pad for some projects, and many other projects have emerged independent of that planning effort. Master and General planning efforts by the Trinidad Rancheria and the City of Trinidad, respectively, also resulted in efforts to address natural resource protection and economic development simultaneously. Build a Broad Base of Support and Consider Putting Collaboration Ahead of Self-Interest The formation of new partnerships has been key to progress made in Trinidad. For example, Trinidad Rancheria sought funding from the State Water Resources Control Board for pier improvements that would reduce or eliminate discharges to the bay's Area of Special Biological Significance. But the Board determined that the Rancheria was ineligible for funding. To support the Rancheria and the community-wide need for pier reconstruction, the City of Trinidad partnered with Trinidad Rancheria to submit the request for reconstruction funds, in addition to several other initiatives. This partnership resulted in significant funding allocated to pier improvements. Another example of a key partnership is that of Green Diamond Resource Company and Trinidad Bay Watershed Council. Green Diamond owns more than half of all the land in the watershed and has pledged support for the integrated coastal watershed management plan. Green Diamond is participating on the watershed council, and is funding ongoing maintenance to reduce sediment loads on its lands. Green Diamond also contributed a cost share for the watershed management plan development. Involve Stakeholders from the Beginning Local and regional stakeholders who contributed throughout these planning processes include: the City of Trinidad, Trinidad Rancheria and its community members, the watershed's major property owner Green Diamond Resource Company, the County of Humboldt, Humboldt State University Telonicher Marine Lab, Tsurai Ancestral Society, Westhaven Community Services District, Redwood Community Action Agency, Yurok Tribe, Trinidad Bay Land Trust, Trinidad and Westhaven property owners, residents, businesses, and organizations, members of the recreational/sport/commercial fisheries, and other recreational users such as kayakers, scuba divers, beachgoers, etc.. State and federal agencies such as CA State and North Coast Regional Water Quality Control Boards, CA Coastal Commission, CA Coastal Conservancy, CDF/CalFire, CA State Parks, CA Department of Fish & Game, CA Department of Transportation, U. S. Bureau of Land Management, NOAA Fisheries, and U.S. Fish and Wildlife Service have also been engaged. The pier is regarded as the cornerstone of community. "Fishing is the main reason Trinidad is an incorporated City," explained Jonas Savage, Trinidad Rancheria Environmental Programs Coordinator. Mr. Savage suggests that all Trinidad stakeholders have links to fishing (mostly crab), whether it be commercial, recreational, or fishing/waterfront related tourism. Therefore the community is tied to the pier, which has likely made community consensus easier. Mr. Savage suggests that if the pier redevelopment project had been underway 50 years ago when other resource industries (such as timber) were larger, the project would likely have generated more controversy. Currently, roughly one-half of the watershed area is owned by timber company Green Diamond Resource Company, but the industry is a small contributor to the local economy at this time. The variety of initiatives launched to address environmental protection and waterfront

redevelopment have all engaged stakeholders in planning, design, and execution. Over the last decade, stakeholder-agency groups have been formed including the Critical Coastal Areas Pilot Project for the Trinidad Head Area of Special Biological Significance, the Regional Water Management Group, and the California Coastal National Monument Gateway Commission. The Trinidad Bay Watershed Council was formed in 2008, near the end of the watershed planning process. The work of its grassroots membership is guided by the Integrated Coastal Watershed Management Plan. Since implementation of the integrated coastal watershed plan began, \$15 million in grants have been awarded to projects that promote water quality protection in the bay, including \$8 million to pier redevelopment. References • California's North Coast Fishing Communities Historical Perspective and Recent Trends: Trinidad Harbor Fishing Community Profile. Pomeroy, Caroline; Thomson, Cynthia J.; Stevens, Melissa M. California Sea Grant College Program, Scripps Institution of Oceanography, La Jolla CA, 2010 http://ca-segop.ucsd.edu/system/files/files/4TRNprofile_29Nov2011.pdf • Informational Public Meeting for the Trinidad Pier Reconstruction Project. Trinidad Rancheria, http://trinidad-rancheria.org/sites/trinidadrancheria.com/files/Pier%20Meeting%20Press%20Release_final_0_0.pdf • Reconstruction Project Description. Trinidad Rancheria, <http://trinidad-rancheria.org/sites/trinidadrancheria.com/files/Brief%20Project%20Description.pdf> • Caroline Pomeroy, Extension Advisor, California Sea Grant. Personal communication. • Rebecca Price-Hall, Grant Administrator and Watershed Coordinator, City of Trinidad, CA. Personal communication. • Jonas Savage, Environmental Director, Trinidad Rancheria. Personal communication.

Transferrability

The challenges faced in Trinidad are similar to those encountered on small community waterfronts across the country. Limited resources require forming mutually beneficial partnerships to find common objectives, seek collective funding, and cooperatively implement actions. The state policy and regulatory frameworks under consideration here, are likely more restrictive than many other states. Some of the funding mechanisms accessed by the City are California state grants - resources will vary state-to-state. Trinidad Rancheria was also able to access funding specific to its tribal status.

Tools

Fisheries management, Natural resource protection (other than fisheries), Habitat protection, Private land trust or working waterfront trust, State-level conservation program, Economic development department, Federal grant program, State grant program, Comprehensive, master planning, Needs assessment, Community visioning, Issue and stakeholder identification, Increasing awareness and knowledge, education and training, Forming partnerships and coalitions, Group processes/participation (community workshop, listening session, focus group, public hearing, etc.), Economic assessment, Natural resource inventory

Best Practices

Build a Broad Base of Support
 A key to success was The Trinidad Rancheria's persistent Chief Executive Officer's ability to view pier redevelopment as linking across community issues. She had creativity to envision and pursue connections and build partnerships and networks that were beneficial to all. The CEO's approach was largely responsible for the highly successful pier reconstruction funding effort.

Involve Stakeholders from the Beginning
 Before planning efforts began, The City and the Rancheria identified those individuals, groups, and agencies most invested in protection and redevelopment of harbor resources. These stakeholders were engaged at the initial stages of planning to identify and address their needs and concerns. This input was then integrated as plans evolved, and facilitated community consensus.

Invest in Planning
 Planning a key tool in waterfront development. City of Trinidad is a small community with limited resources, making it necessary to tackle issues piece by piece and then work to integrate all into a whole. The City utilizes the resources of professional consultants for key functions such as city planning and engineering. Working with these consultants provides the city with a wide range of expertise and resources, including identifying and applying for grants to finance a variety of projects. Additionally, the development of the Integrated Coastal Watershed Management Plan provided the foundation needed to justify fund seeking proposals, that ultimately resulted in the award of \$15 million in harbor-related grants.

Plan for Environmental Protection and Economic Development Together
 Habitat and water quality protection mandates resulted in the pier itself being designated as a hazardous discharge, essentially mandating the pier's reconstruction. As a means of eliminating

discharges then, the City and the Rancheria were able to access to funds for harbor redevelopment implementation.

Consider Putting Collaboration Ahead of Self-Interest

Because Trinidad Rancheria was not an eligible applicant for State Water Resources Control Board funding, The City of Trinidad (which was eligible) chose to partner with the Rancheria in its own application in order to enable the Rancheria to access pier reconstruction funding. The application was successful in funding the identified pier work, but did not fund all other proposed activities.

Additional Information

QUOTES:

"Fishing is the main reason Trinidad is an incorporated City." - Jonas Savage, Environmental Director, Trinidad Rancheria

"It is critical to create relationships that are mutually beneficial – these relationships are a key strategy for making progress in small communities where mutual support can provide human resources, if not financial resources, to get a job done." – Jonas Savage

"To succeed in development work in small communities, you need to be responsive to opportunities and work in partnership – to favor collaboration at times versus protecting your own interests. It's important to recognize the value of community leaders and enthusiasm they generate in others. Encourage them to lead and be willing to follow their lead. Working collaboratively is infectious – those involved here have gone on to apply the approach elsewhere in the community." – Rebecca Price-Hall, Grant Administrator and Watershed Coordinator, City of Trinidad

"Public engagement is one of the hardest, most frustrating parts of community planning – but it's the most important. If you don't bring stakeholders in at the beginning, to address their needs, interests, concerns – you will need to later when it is harder to accommodate. So in a way, you have to go slow to go fast." – Jonas Savage

"The planning process is a 5 – 10 year endeavor, and before it ends, it begins again. This is the most discouraging part to many involved with community development, but change takes time." – Jonas Savage

"Since the (integrated coastal watershed management) plan was developed, \$15 million in grants have been awarded - \$8 million to pier redevelopment alone." – Rebecca Price-Hall

References

California's North Coast Fishing Communities Historical Perspective and Recent Trends: Trinidad Harbor Fishing Community Profile. Caroline Pomeroy, Cynthia J. Thomson, Melissa M. Stevens. California Sea Grant College Program, 2010. RefWork ID 51s

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Working Waterways & Waterfronts

A National Symposium on Water Access



EDA Case Study

EDA Member	Liz Durfee
Case Study Title	Preserving Historic Fishtown through a Community-Led Endeavor
Abstract	<p>Fishtown of Leland, Michigan is one of the few remaining historic fishing villages in the Great Lakes region. In early 2000, when the longtime owner of the commercial fishery and property at the heart of Fishtown sought a successor for his land and business, the future of the working waterfront was uncertain. The Fishtown Preservation Society (FPS) emerged in response to the community's recognition of the value of this historic working waterfront and the property's vulnerability to development. FPS succeeded in raising enough funds to purchase the property, historic structures, fishing boats and licenses necessary to maintain the historic fishery and village. FPS has since developed a master plan, historic structure report, and long-term interpretive plan to ensure that Fishtown remains an active fishery, historic site, and tourist attraction open to all.</p>
Region	Great Lakes
Location	Leland, MI
Geographic Scope	Town, Small (< 20,000), Rural (<500 people per square mile)
Key Partnerships	Michigan Sea Grant, NOAA Preserve America, Michigan Coastal Management Program, National Park Service, National Trust for Historic Preservation, Jeffris Family Foundation
Time Frame	2001-present
Waterfront Use	Public access (docks/wharfs/beach/park), Waterborne passenger transportation (ferries, water taxis, cruise ship facilities, etc.), Pier/dock/wharf/lift, Boat ramp/lift, Commercial fishing, Fish processing, Fish/bait shops, fish cleaning station, Recreational fishing, Charter fishing, Charter boat tours (general sightseeing, whale watch, etc.), Recreational boating, kayaking, other recreational watercraft, Guided touring, Coastal tourism, Fisheries

		<p>tourism,Cultural/heritage tourism,Educational facility (museum, aquarium, interpretive center, etc.),Market (local seafood, produce, etc.),Retail/commercial,Restaurant accessible by water,Hotel/motel/lodging providing water access</p>
	Issue	<p>Loss of commercial and/or recreational access and associated user conflicts, What will happen if we do nothing?, Loss or preservation of heritage (cultural, maritime, etc.), Impacts on tourism industry</p>
	Description	<p>Background/History Fishtown is one of the few remaining places in the Great Lakes region where a traditional, cultural landscape, commercial and sports fishing, and waterborne transportation coexist and thrive. Located in picturesque northwest Michigan, Fishtown is characterized by its historic fishing vessels, shanties, and active fishery. Since it was settled in the late 1800s, Fishtown has provided access to the recreation, leisure, and commercial opportunities Lake Michigan offers. As early as the 1930s, fishermen learned to survive in the fishing industry by working seasonal jobs and adding value to their business through tourism. Fishtown is home to one of the oldest charter fishing businesses on the Great Lakes as well as to Manitou Island Transit, which ferries visitors to the nearby National Lakeshore Manitou Islands. The recognition that Fishtown was both a vulnerable working waterfront and historical site dates back to 1975 when Alan William Moore, a writer working with Sea Grant Michigan, sought ways to preserve commercial fishing heritage in Michigan. In partnership with Michigan's State Historic Preservation Office, Moore identified historic fisheries, preservation strategies related to the fishing industry, and prepared a report on Fishtown. Moore concluded his report by stating that commercial fishing should be maintained in Leland, and that "a concerted effort by local citizens might accomplish this goal." Challenges/Issues Seventy percent of the small area in Leland, MI known as Fishtown was owned by the Carlsons, a local fishing family. In 2001, the family looked to sell their property to someone who would carry on their vision of sustaining the fishery and maintaining public access to the waterfront. If the valuable river and lakefront property was lost to private development, the loss to the community and visitors of Fishtown would be significant. The need to preserve an active fishery and continue to draw visitor to the site within the Leland Historic District (National Register of Historic Place 1975-11-20) was great. The high value of the property and a change in commercial fishing quotas that impacted the viability of the fishing business added to the challenge of sustaining the historic fishery. Actions/Approaches Local community leaders formed a non-profit organization called the Fishtown Preservation Society to ensure the continuation of the authenticity of and public access to the commercial fishery as well as the historical integrity of the unique fishing docks. A primary driver behind the establishment of FPS was to draw attention to and provide education about the impact of new fishing quotas and commercial fishing industry regulations that were detrimental to the sustainability of the fishery. The new quota and the value of the half acre of real estate made the property cost-prohibitive to a small commercial fishery. In 2005, FPS was reestablished as a fundraising organization and sought to generate funds to purchase Fishtown, two fishing vessels, fishing licenses, and equipment to prevent developers from purchasing Fishtown and its ideal river- and lakefront location. By early 2007, two years after initiating a fundraising effort, FPS had raised \$2.7 million in</p>

cash and received pledges from over 3,000 donors to finance the purchase. FPS then officially received title to the land properties, including: eight wood-framed buildings; two concrete block smokehouses; overhanging docks on 0.26 acres along the north side of the Leland River; and two fishing tugs, equipment and the associated fishing licenses. The total value of this purchase was \$3.0 million, and included provisions such as a 40-year use of fishery agreement. A small staff and Board of Directors manage the mortgage. The community and a team of renowned architects and planners planned, implemented, and evaluated the preservation of Fishtown. In 2009 FSP completed a master plan for Fishtown that provided guidance and direction for the community. In 2010, FSP formed an interpretive planning task group, which included representatives from FPS, Michigan State Historical Parks and Museums, Michigan Sea Grant, Inland Seas Education Association, Leelanau Historical Society, Northwest Michigan Council of Governments, Sleeping Bear Dunes National Lakeshore, Saxon Design, Hopkins Burns Design Studio and the public, to work with the National Park Service Rivers, Trails, and Conservation Assistance Program to develop a long-term plan. The recently completed Fishtown Long-Range Interpretive Plan is a comprehensive plan that provides a vision for the future Fishtown and a strategy for reaching that vision. The Plan highlights educational opportunities, identifies important themes and organizational goals, and describes the visitor experience. Evaluation is a key and ongoing component of implementing the Fishtown Interpretive Plan's projects and recommendations. A grant from the Michigan Coastal Management Program helped FPS to produce a historic structures report. In 2011, Laurie Kay Sommers et al. published "The River Runs Through It, Report on Historical Structures and Site Design in the Fishtown Cultural Landscape". This publication — filled with historic photos of the people, landscape, and structures of Fishtown — conveys the effort to preserve Fishtown's uniqueness. Today the property continues to be used for retail and general operations of the commercial fishery. Carlson's Fishery markets retail and wholesale fish, the shanties remain and are systematically rehabilitated, and the same two fishing tugs still fish Lake Michigan. FSP helps to ensure that the tradition of fostering visitors continues: Fishtown remains free and open to the public year round; schedules for staffing at the information center, demonstrations, and events, reflect and accommodate daily and seasonal fluctuation in visitors; wayfinding and informational signage to help pedestrians access and navigate the historic site; and design guidelines ensure that the historic character of the shanties is maintained, and a website and numerous publications and printed media help to increase awareness of Fishtown. This effort to ensure visitors continue to enjoy Fishtown adds to the resiliency of the fishing community. Fishtown succeeded, in part, by demonstrating that preserving heritage supports what the community values from the past — as well as their prospects for the future. Next Steps FPS continues to implement its master and historic plans. Next steps include maintaining the physical infrastructure, such as continuing to investing in foundations below historic structures and renovating structures to time period, and furthering educational programming and outreach. As part of maintaining the long-term sustainability of the working waterfront, FPS must also evaluate future challenges and identify adaptation strategies to address issues such as lake level, climate and weather.

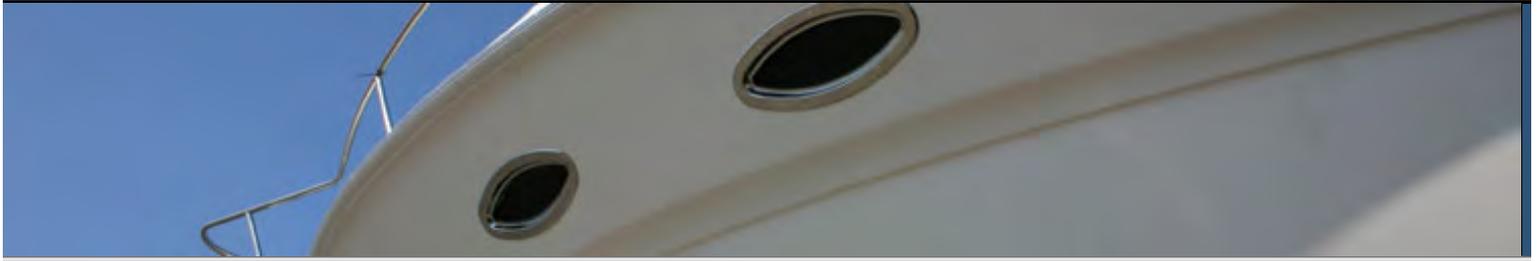
Transferrability

The approach that enabled the successful preservation of

		<p>Fishtown is replicable in other communities. Factors that contributed to this success include: the property owner's desire to ensure a sustainable fishery; the community's recognition of the value of Fishtown; the creation of a non-profit organization to facilitate acquisition and management of the property; and the preparation of planning and visioning documents. While each of these components may be readily applicable in other communities, it important to note that strong leadership and community support were essential to this effort. Additional factors that likely contributed to successful preservation Fishtown were the small geographic area of the site and the fact that the property was held by a single owner. The preservation strategies applied in Fishtown are a model for how a community-led approach can foster working waterfront protection in Michigan and throughout the coast.</p>
Tools		<p>Coastal Zone Management Program, Conveyance, Financing tools, State grant program, Comprehensive, master planning, Harbor/waterfront planning, Shoreline access planning, Community visioning, Increasing awareness and knowledge, education and training, Forming partnerships and coalitions, Working waterfront use inventory, Working waterfront lands inventory, Cultural/social assessment or asset mapping</p>
Best Practices		<p>A community driven approach was very effective. Using a variety of tools to generate attention and support for waterfront protection helped the community bring in enough donations to purchase the property. Web presence and photography were effective tools to convey information, increase awareness and build support. The management needs of a recognized historic property are significantly different from a shanty. The transition from a standard open public, family-owned dock to a non-profit-owned facility required changes in policies, insurance, and additional safety precautions. To continue to allow open public access but avoid hiring police and gating off the docks, new policies to ensure the protection of the site in perpetuity were needed. The master planning process was a helpful approach for generating additional community support and for showing the community how Fishtown had physically changed over the years. Selling the property to a non-profit organization and establishing a historic landmark increases the long-term viability of the commercial fishery and ensures the continuity of active management of the historic docks and public access.</p>
Additional Information		<p>please see word doc with additional information, links, photos, references to be included with case write up, etc.</p>
References		<p>please additional information in word doc</p>
Contacts		<p>Amanda Holmes Executive Director, Fishtown Preservation Society info@fishtownmi.org Mark Breederland, MI Sea Grant Extension, Breederl@msu.edu</p>

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EDA Case Study

EDA Member	Natalie Springuel
Case Study Title	Alabama Waterfront Access Study Committee
Abstract	<p>A House Joint Resolution during the 2008 Legislative Session created the Alabama Waterfront Access Study Committee to identify the loss and potential loss of diversity along the shorelines of Alabama and how these losses impact access to the public trust waters of the state, including</p> <ul style="list-style-type: none">• Gathering information about local land-use management and zoning, current shoreline development trends, and local tax rates,• Collecting research and information from Alabama and other states and jurisdictions regarding incentive-based techniques and management tools used to preserve waterfront diversity,• Assessing the applicability of such tools and techniques to the coastal shorelines of Alabama. <p>In March, 2010, the Committee submitted a final report to the Legislature proposing recommendations in several categories: planning/zoning, financial incentives, socio-economic, and infrastructure issues. Partners are working to implement priority recommendations. In a recent development (early 2012) the City of Gulf Shores implemented a new overlay district which allows for the re-establishment of water-dependent businesses and provides model language regarding traditional, commercial, and recreational working waterfronts. The Alabama Working Waterfront Coalition has been informally working together to advance working waterfront efforts throughout the state. Partners are considering formalizing this entity to directly address and implement the recommendations make by the Study Committee.</p>
Region	Gulf of Mexico
Location	Alabama coastal region, especially Mobile County though expanding inventory work to whole coast (2 counties in Al and Miss 3 counties)

Geographic Scope	Statewide
Key Partnerships	Alabama Water Access Study Committee Alabama Working Waterfronts Coalition Mississippi-Alabama Sea Grant Consortium; Auburn University Marine Extension and Research Center (AUMERC) Auburn University Northern Gulf Institute
Time Frame	2006 to present, the actual Study was conducted 2008-2011
Waterfront Use	
Issue	Loss of commercial and/or recreational access and associated user conflicts, Economic development, Regulatory factors, What will happen if we do nothing?
Description	<p>Background</p> <p>Alabama is abundant with water. The identity, culture, and economy of the State are tied to this precious resource. The waters of the State are vital for tourism, transportation, municipal and industrial supply, fisheries production, and recreation. It is important to balance access to Alabama's waters with other desires for waterfront development. Yet competition for land use in the coastal zone has become a concern because the population has grown and tourism development has increased the economic value of the land. This has resulted in a decrease in locally owned working waterfront businesses. Waterfront lands are increasingly converted to condominiums, casinos and resorts. The issue is further exacerbated by natural and human-caused disasters that have opened up coastal investment in various alternative uses, thereby accelerating the rate of conversion.</p> <p>In 2006, two workshops were held to launch discussions in both Alabama and Mississippi about these working waterfront challenges. Shortly thereafter in 2008, MASGC funded the development of a database tool to assist with working waterfronts planning. The goal was to understand the dynamics of Alabama's working waterfronts in addition to building a database of water-dependent businesses in the southwestern part of state. The database could be used to start quantifying current economic conditions and predict land use change in the Gulf of Mexico. It has served as a baseline for monitoring ongoing changes through time which will aid in planning and decision making processes.</p> <p>These and other actions have contributed to the Alabama legislature's recognition of the importance of working waterfronts and an interest in looking at opportunities to preserve and enhance this valuable Alabama asset, especially in light of current rates of loss.</p> <p>The Study Committee House Joint Resolution 656, passed during the 2008 Legislative Session, created the Alabama Waterfront Access Study Committee. The charge was to provide to the Alabama Legislature a report outlining the loss and potential loss of the diversity of uses along the shorelines of Alabama and how these</p>

losses impact access to the public trust waters of the state. The Committee was assigned the following duties:

- Gather information about local land-use management and zoning, current shoreline development trends, and local tax rates, including tax assessment trends for shoreline properties.
- Collect research and information from Alabama and other states and jurisdictions regarding incentive-based techniques and management tools used to preserve waterfront diversity.
- Assess the applicability of such tools and techniques to the coastal shorelines of Alabama.

In March, 2010, the Committee submitted a final report to the Legislature proposing a series of recommendations in several categories and outlined in 3 priority tiers:

- Planning/Zoning Issues (including completing a Comprehensive Working Waterfront Plan as defined by any related federal legislation; creating a Waterfronts Alabama Partnership Program to assist local and regional planning efforts; and seeking a waiver on fees for rebuilding waterfront properties after natural disasters.)
- Financial Incentive issues (including incentives for working waterfront businesses; establishing a fund for land acquisitions and identifying priority areas; and applying boater registration and other fees to manage and police working waterfronts.)
- Socio-economic Issues (including conducting an economic inventory and an economic impact study of working waterfronts and waterfront access; enabling further technical assistance and outreach on these topics by Cooperative Extension and Sea Grant; and encouraging continued commercial use in working waterfronts.)
- Infrastructure Issues (including directing all state agencies to expand public access in planning and construction programs; and encouraging federal and local agencies to incorporate waterfront access in projects in public trust waters.)

Every one of these recommendations will have considerable policy implications, including for example potential changes in local land use ordinances and zoning.

During the 2010 Regular Session, House Joint Resolution 840 was adopted, extending the Alabama Waterfront Access Study Committee to the tenth legislative day of the 2011 Regular Session. In 2011, during the Regular Session, the Committee was again extended for one year with the adoption of Senate Joint Resolution 43.

Next Steps

Though the report has been turned in, the work is only just beginning. Mississippi/Alabama Sea Grant Consortium recently funded a research project to extend the Mobile area inventory database project described above to include both Alabama waterfront counties and all three Mississippi Counties.

In a very recent development, in part as a result of the recommendations above, the City of Gulf Shores recently implemented a new overlay district, the Historic Downtown Overlay District, which includes a series of zoning regulations that set the framework for a downtown neighborhood district. This allows for the re-establishment of water-dependent businesses—boatyards, marinas, seafood processors—that historically were part of the waterfront. Those uses are not

		<p>allowed now, and the overlay encourages them. In addition, the overlay district provides model language for preserving, protecting and enhancing the traditional, commercial, and recreational working waterfront culture and character of the area.</p> <p>Finally, the Alabama Working Waterfront Coalition has been informally working together to advance working waterfront efforts throughout the state. Partners are considering formalizing this entity to directly address and implement the recommendations make by the Study Committee.</p>
	Transferrability	<p>Challenges:</p> <ul style="list-style-type: none"> • The WASC (legislative committee) was an unfunded mandate, making it difficult to implement the recommendations without the development and support of MASGC’s partnerships. • Defining specific issues and solutions (management tools) that were applicable to Alabama. An example would be current use taxation not being recommended, inasmuch as Alabama’s tax rate is already low and considered an incentive for businesses locating here. • Incorporating working waterfront language and protection provisions into the State coastal management plan has not been accomplished. <p>Lessons Learned:</p> <ul style="list-style-type: none"> • To have a viable and representative working waterfront coalition, you have to educate the appropriate working waterfront business owners/operators and related stakeholders about what defines a working waterfront and how they are affected. You also have to strongly encourage representatives from both counties/sides of the Bay to come to meetings(or join the coalition) and discover they have common issues and concerns. Think broadly as to who might constitute a stakeholder. Although we didn’t expect it in the beginning, charter fishing, chambers of commerce, and large-scale marine industrial businesses have all been key stakeholders. • The importance and necessity for states to conduct a working waterfront inventory and economic impacts
	Tools	Legislative task forces or other study committee
	Best Practices	<p>Best Practices:</p> <ul style="list-style-type: none"> • MASGC partnerships have resulted in developing legislative support. The membership of the WASC includes non-coastal working waterfronts such as the Tennessee River Valley Association and the Alabama State Port Authority/Port of Mobile that are active with the legislature and support of working waterfront efforts. • The MASGC-Legal Program sponsored working waterfront planners workshop. It not only educated local, state and regional planners, it directly led to the request by the City of Gulf Shores for assistance in incorporating working waterfronts into their zoning and land use plans.
	Additional Information	<p>Mississippi-Alabama Sea Grant Consortium Working Waterfronts page (which includes videos, reports, links etc): http://www.masgc.org/page.asp?id=208</p>

References

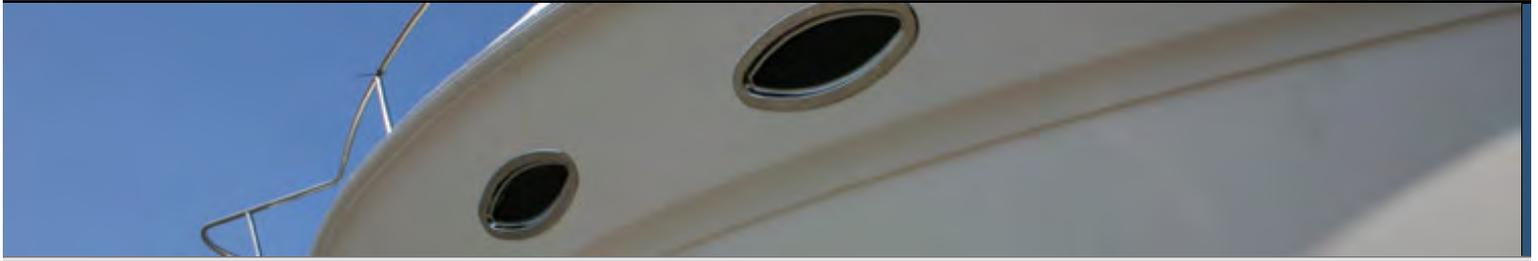
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Working Waterways & Waterfronts

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EDA Case Study

EDA Member	Suzanna Stoike
Case Study Title	Evolution of a working waterfront: A case study of Tacoma, Washington's Thea Foss Waterway
Abstract	<p>The Thea Foss Waterway project is an example of one city's successful efforts to preserve history and traditional uses while creating new opportunities for education, recreation, and economic development. The City of Tacoma, the Tacoma Planning Commission, and the Community and Economic Development Department led the evolution of the Thea Foss Waterway from a Superfund site into the Pacific Northwest's newest mixed-use waterfront community.</p> <p>This project was drafted into Tacoma's Shoreline Master Program update, which is a part of Washington State's interpretation of the Federal Coastal Zone Management Act. This project also complies with Washington State Growth Management Act. Renovating the Thea Foss Waterway realizes the City of Tacoma's goals to implement a compelling adaptation of its venue for long-term community educational and recreational use.</p>
Region	Pacific
Location	Tacoma, WA
Geographic Scope	City, Large (65,000+), Urban (> 2,000 people per square mile)
Key Partnerships	Foss Waterway Development Authority, City of Tacoma Community Economic Development Department, Department of Ecology, Greater Tacoma Community Council, EPA, Citizens for a Healthy Bay
Time Frame	1950s - Present
Waterfront Use	Public access (docks/wharfs/beach/park), Marine (shipping and storage) terminals, Water-dependent industrial, including powerplants, Maritime support (tugs, barges facilities), Marina/drystack, Pier/dock/wharf/lift, Boat building, Boat repair
Issue	Loss of commercial and/or recreational access and associated user conflicts, Private ownership and public access conflicts/legal framework of public trust rights and private property rights, Economic development, Environmental impacts: resource protection, habitat loss, water quality

degradation, What will happen if we do nothing?

Description

The Thea Foss Waterway project is an example of one city's successful efforts to preserve history and traditional uses while creating new opportunities for education, recreation, and economic development. The City of Tacoma, the Tacoma Planning Commission, and the Community and Economic Development Department led the evolution of the Waterway from a Superfund site into the Pacific Northwest's newest mixed-use waterfront community. The City of Tacoma was born out of the waterfront, where the deep-water port and western terminus of the Northern Pacific Railroad brought in businesses and the employees to work them. Over the past 100 years, the Thea Foss Waterway area held industries such as lumber mills, a cement factory, petroleum processing plants, a chemical processing plant, and ship-building operations. For several decades the port thrived. However, from the 1960s through the 1980s as the economy weakened, many of these industries moved or went out of business. Those vacancies were not filled and the waterway began its decline as the city's economic driver.

Along with this legacy of a thriving port town came over 100 years of pollution. Back then, waste materials were dumped directly into the waterway along with the City's untreated sewage. It was thought that the tides would carry the waste away, daily taking the waste and pollution into the bay and eventually into the ocean. Instead, contaminants persisted in the soil, and years later led to over 125 acres of contaminated sediment on land and in water. In 1983, the Environmental Protection Agency designated the Thea Foss Waterway and Commencement Bay a Superfund cleanup site. A century of industrial waste, sewage, and runoff from the City had taken its toll, and contaminated soil would have to be cleaned up. The waterway faced a major overhaul that would cost a small fortune to the City and some of the businesses.

In addition to the Superfund designation, in the 1980's the City of Tacoma became embroiled in a tribal land settlement. The Puyallup Indian nation claimed land rights to over 18,000 acres along Commencement Bay. After more than a decade of litigation the Puyallup Tribe accepted a \$162 million dollar settlement with the City for lost land. During this time, however, businesses existing along the Thea Foss Waterway faced a very uncertain future. Should the Tribe reclaim their rights to the property, businesses leasing property from the City could be forced to relocate. This process halted owners' upkeep and maintenance to the properties existing on the waterway; with such an uncertain future, there was no cause to invest.

The Thea Foss Waterway was developing a legacy of pollution and neglect; and residents, City officials and business owners began to take action. The city was growing up and they wanted this unique waterfront area, the "door to the city", to be a highlight, not a Brownfield site. In the 1980's, the City Club of Tacoma, a group of citizens and business owners from the area, crafted the "Dome to Defiance" Plan. It was their vision for the waterway, reaching from the Tacoma Dome out to Point Defiance. They envisioned a waterway that offered public access, had continuity in its uses and development, attracted new business, and addressed the growing problem of poor water quality and contamination. The plan laid out the regulatory environment for the area and provided a grounded vision of the future of the Thea Foss Waterway.

In 1991, the City of Tacoma purchased 27 acres of land on the western shoreline of the Foss Waterway. This huge investment came with a vision of a waterfront "renaissance". This vision included hotels, retail, public access, parks, restaurants...a thriving waterway that residents and visitors could enjoy, and that would offer the City a long term return on their investment. This included a continuous walkway, or esplanade, allowing visitors to enjoy a 1.5 mile stretch to stay, recreate, eat, and shop. The "Design and Development Plan for the Thea Foss Waterway" was completed in 1998 by the City and the Planning Commission.

The Superfund designation offered a unique opportunity for the City, the EPA, developers, private industry, and state regulatory authorities to work together to achieve this vision. To expedite the clean up process, in 1994 the City of Tacoma approached the EPA and voluntarily entered into an Administrative Order on Consent to begin remedial design on the waterway. The City also facilitated the formation of a Funding and Participation Group where responsible parties could participate in the study and design process for a small fee. In 1997, the City of Tacoma and other parties agreed to a multi-year, non-binding allocation liability for cleaning up this site. This reduced the litigation costs and potential delay in implementation. These actions resulted in a comprehensive settlement proposal from the responsible parties to the EPA, ultimately resulting in a timelier cleanup of the waterway.

Tacoma also created financial incentives for developers to encourage their investment in the area. The Thea Foss waterway is a federally designated Renewal Community. As such the City of Tacoma was allocated \$12 million in tax deductions annually, and the City also offers a 10-year property tax exemption for new residential construction of four units or more. These

incentives help spur investment in the waterway.

The Foss Waterway Development Authority (FWDA) was commissioned by the City through a charter to implement the Foss development plan. The FWDA served as an entity empowered to implement the plan. The FWDA is a Washington state public corporation, geographically limited to the Foss waterway shoreline district. The role of the FWDA is to act on the City's behalf to sell, lease and manage public property within and along the Thea Foss Waterway. The responsibility to market the property and negotiate sound business deals is one of the reasons the FWDA was formed. The intent was to have an organization that would stay focused on redevelopment over time and reduce the politics generally associated with private investment of public land. The deals are negotiated by the FWDA and must be approved by the Council. FWDA markets and manages properties like the community building, provides event sponsorship, and writes grants for continuing the public access portion of the waterway vision. After the purchase and completion of the Foss Development Plan and initial cleanup, the FWDA has diligently sought developers and investors to "complete" the vision of the waterway. To attract private investment, the City subdivided the investment site. These properties were brokered individually by the FWDA. Investment is a process: a development proposal is put forward to the City, which must be approved, and there is an opportunity for the public to participate through the Shoreline Master Program and public meetings of the FWDA. If the developer meets all the requirements of the FWDA, the City, the state agencies, lenders, and the public, the project moves forward. As part of those requirements, regulatory code requires public shoreline access (which is held in public ownership) and an easement across development sites that provides a link from the street to the public esplanade.

The Thea Foss waterway project is unique in that success depends on an increase in population density in Tacoma. One major issue slowing the progress of this project (along with market forces and the economic downturn) is that there just aren't that many people living and working in downtown Tacoma. The downtown itself has had major problems with redevelopment, making the waterway even less likely to see a quick turnaround on investment. When there are more people living and working downtown, the public will find that it really isn't that difficult to get to the waterway. An increase in waterway visitors is something required by most developers considering making substantial investments into waterway property. Events and activities on the waterway also help to increase active use.

The original expectation for redevelopment of the waterway was that it would take 10 years to have complete development on the west side of the Thea Foss Waterway. Remediation work, market issues, existing uses, and absorption issues mean much slower progress. Sporadic development on the Thea Foss Waterway has led to "esplanade islands" that do not connect. In the past the policy was to complete sections of the public esplanade in conjunction with the upland development. However, properties adjacent to developed sites remain vacant, making just a small public access point directly in front of the new development. The City and FWDA are now focused on completing the public esplanade in advance of upland development to position the project for the next round of redevelopment and activate the waterfront with increased public use.

From a planning standpoint, the City created the vision, the policy document, had regulations in place, and created the FWDA. The City made decisions early on about how the development would take place that, in did not function well in a restrained market. The City is now trying to find ways to refine that vision, and looking for creative ways to achieve the goal.

Transferrability

The Thea Foss Waterway Redevelopment project serves as an example of how one community reclaimed its waterway from decades of neglect and contamination. It was partially spurred by the EPA Superfund designation, but mostly by the community's push to save the heritage and history of Tacoma, and the City's desire to create a new, viable economy on the doorstep of Tacoma's downtown.

Tools

Coastal Zone Management Program, Public trust doctrine, Habitat protection, Local land use authority, Government acquisition (eminent domain, purchase, etc.), Private property restrictions (deed restrictions, conservation easements, etc.), Easement, Deed restriction, State grant program, Subsidy, Technical assistance, Harbor/waterfront planning, Shoreline access planning, Growth management planning, Shore zoning, Rights-of-way, Needs assessment, Community visioning, Increasing awareness and knowledge, education and training, Forming partnerships and coalitions, Group processes/participation (community workshop, listening session, focus group, public hearing, etc.), Conflict resolution, Working waterfront use inventory, Working waterfront lands inventory, Economic assessment

Best Practices

"Visions' are always being renegotiated as actors and relationships and economies change. It isn't static. And often what energizes one group to participate at one point in time is different than at some other point. I keep coming back to this idea that one person's 'vision' is often perceived by someone else as a 'tyranny'. The persistence of a vision is contingent on the persistence of participation, mobilization, and resources of a set of actors in relation to others. It is a tricky power dynamic." – Steve Atkinson, Associate Planner, Community & Economic Development

"Environmental leadership makes good economic sense" – Mary Henley, Project Manager, Thea Foss Sediment Remediation Project

Su Dowie, Foss Waterway Development Authority:

- Takes vision and identified leadership – can be public or private or a partnership of public/private.
- Leaders with patience and perseverance – partnership at the federal, state & local level
- Public policies that are an incentive for development
- Requires community support and desire to move from an industrial legacy to a livability legacy – a vision that captures the community's imagination
- Public infrastructure that supports development and habitat restoration
- An entity that can act and take responsibility – act as a facilitator for development and serves an essential public purpose (public access, habitat restoration/stewardship)
- Optimistic realism
- Ability to react to market conditions & be entrepreneurial
- Early successes and a sustainable pace
- Links to other initiatives of the city/community – e.g. Puget Sound initiative, smart growth, complete streets, trail systems
- Long term maintenance plan for public spaces
- Financial resources over time – sustainability

Plan for downtown redevelopment and waterfront revitalization simultaneously; Plan for environmental preservation and economic development together.

Additional Information

<http://cms.cityoftacoma.org/Planning/Comprehensive%20Plan/19%20-%20Thea%20Foss%20Waterway%20Design%20and%20Development%20Plan%2011-15-05.pdf>

<http://www.cityoftacoma.org/Page.aspx?hid=2241>

<http://www.theafoss.com/web2011/projects.html>

<http://www.cityoftacoma.org/Page.aspx?hid=13879>

<http://www.ecy.wa.gov/pubs/0509076.pdf>

<http://www.cityoftacoma.org/Page.aspx?hid=939#More>

http://cms.cityoftacoma.org/Planning/Shoreline/CityCouncil/Amended/Ord28034Exhibit_A.pdf

<https://fortress.wa.gov/ecy/gsp/Sitepage.aspx?csid=3677>

http://www.historylink.org/index.cfm?DisplayPage=output.cfm&file_id=7969

References

Consent Decree, Thea Foss Waterway Redevelopment Properties Parcel 3, Site 5, RefWorks ID#66; SHORELINE MASTER PROGRAM An Element of the Comprehensive Plan and Title 13 of the Tacoma Municipal Code, RefWorks ID#68; City of Tacoma, Community and Economic Development, Comprehensive Plan, RefWorks ID#65; City of Tacoma, Thea Foss Waterway Cleanup, RefWorks ID#67; Thea Foss Waterway Design and Development PlanA Comprehensive Plan Element, RefWorks ID#61; Background on the Thea Foss Superfund Cleanup site, RefWorks ID#69; Thea Foss Development Authority, RefWorks ID#71;

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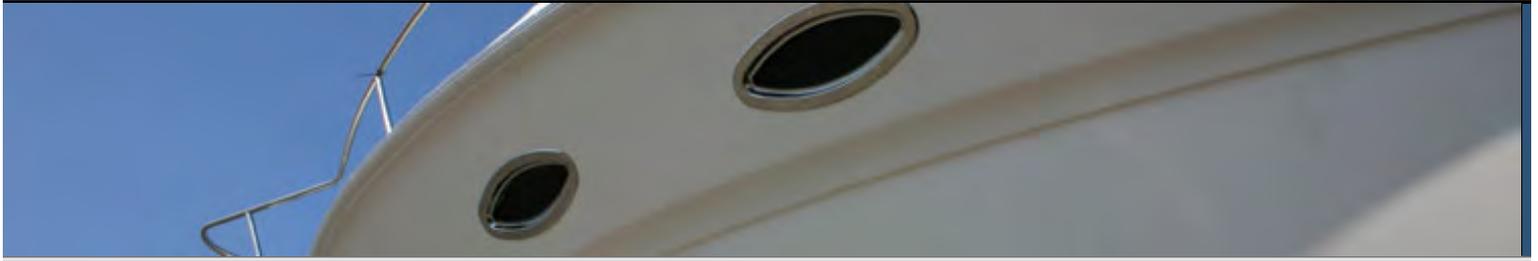
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Working Waterways & Waterfronts

A National Symposium on Water Access



EDA Case Study

EDA Member	Tom Ankersen
Case Study Title	Port of the Miami River Water Dependent Land Use Litigation Case Study
Abstract	<p>The “Port of Miami River” is a shallow draft riverine port consisting of independent, privately-owned small shipping companies, fisheries, vessel repair facilities marinas and other recreational and commercial working waterfront uses, located along the banks of the Miami River, Florida and its tributaries and canals. The Port of Miami River extends from the salinity dam in unincorporated Miami-Dade County to Biscayne Bay in the City of Miami. In 2004 and 2006, the Miami City Commission approved three controversial multifamily-mixed use developments on the Miami River. To legitimize the developments’ rezoning and special use permits, the City amended its Future Land Use Map (FLUM) from marine industrial to high density residential. The property in question lies within an historically important cluster of maritime uses that had been given special overlay protection in the City’s comprehensive plan and zoning regulation. In response to potential loss of water-dependent marine and industrial commerce, the Miami River Marine Group, a trade association representing marine and industrial businesses along the Miami River, along with other appellants, challenged the FLUM amendments. In 2010, the Third District Court of Appeals found that the amendments violated state statutory limitations and prohibitions on comprehensive plan amendments; the city’s zoning code’s designation of the area as a protected maritime district designed to prevent residential development; the Miami River Master Plan; and the Port of Miami River comprehensive plan sub-element.</p>
Region	
Location	Miami, Florida
Geographic Scope	Municipality, City, Large (65,000+), Urban (> 2,000 people per square mile), Municipality, City, Large (65,000+)
Key Organizations	Florida Marine Industries Assoc., Miami River Marine Group

Key Partnerships	Florida Marine Industries Assoc., Miami River Marine Group
Time Frame	2004-06 (City Commission of Miami approved FLUM amendments) – 2010 & 2011 (Third District Court of Appeals issued final opinion and Florida Supreme Court Denied Jurisdiction)
Waterfront Use	Water-dependent industrial, including powerplants, Marina/drystack, Pier/dock/wharf/lift, Boat building, Boat repair
Issue	Loss of commercial and/or recreational access and associated user conflicts, Economic development, Loss or preservation of heritage (cultural, maritime, etc.)
Description	<p>BACKGROUND, HISTORY AND LOCAL CONTEXT Unlike its sister port, The Port of Miami, The Port of Miami River does not enjoy statutory port status. Instead it depends on local land use law to protect the historic water dependent maritime uses. The real estate bubble caused the City of Miami to prefer high value residential development to the traditional industrial and commercial waterfront uses along the Riverfront. In the face of economic development pressure The City of Miami moved to change the land use categories to allow the conversion of the waterfront to non-water dependent uses. Faced with the loss of industrial waterfront, litigation under Florida's unique system of land use law became the only avenue to maintain the integrity of the Port. ACTIONS/ APPROACHES The proactive efforts of the Miami River Marine Group, Inc. trade association indicate an effective partnership among the commercial and industrial interests along the Miami River. In addition to the Miami River Marine Group, Inc. appellants challenging the FLUM amendments included a tugboat company owner and operator, a local resident, and a non-profit neighborhood association composed of approximately ninety homeowners and businesses in the area. Together, these appellants petitioned the Department of Administrative Hearings to challenge the local ordinance that approved the FLUM amendment. The Appellants sought review in the Third District Court of Appeal of the Florida Department of Community Affairs' final order adopting the DOAH administrative law judge's recommended order, which upheld the City's FLUM amendments. POLICY FRAMEWORK Pursuant to Florida's Growth Management Act, Chapter 163, Part II, The City held a transmittal public hearing for the FLUM amendments, the Florida Department of Community Affairs reviewed the amendments and found them in compliance with the Act and the state, regional, and local plans, and the amendments were enacted at an adoption public hearing by the City Commission. The Appellants expressed their opposition to the amendments during the entire process and filed their DOAH petition challenging the amendments within 30 days after the adoption hearing. Following more than six years of litigations, the City, State and Appellants – but not the developers – agreed to adopt pro-working waterfront goals, objectives and policies into the City's comprehensive plan. A year later, the Act was amended to the "Community Planning Act" in 2011, which dramatically reduced state oversight of local comprehensive planning, which might have altered the outcome of these cases and the agreement.</p>

Transferability	The land use law process for comprehensive planning is somewhat unique to Florida. What is transferable is the ability of a small group of like-minded maritime interests who compete commercially to come together in the face of a common threat and use litigation to challenge a political decision to convert traditional water-dependent uses.
Tools	Local land use authority, Comprehensive, master planning, Harbor/waterfront planning, Maritime use zoning, Water-dependent use zoning, Overlay zoning, Forming partnerships and coalitions, Conflict resolution
Best Practices	Creation of an informal port - Port of Miami River Creation of a trade association - Miami River Marine Group Retention of an experienced Land Use lawyer
Additional Information	"We further note that these "small scale" amendments, when viewed together as a whole, are changing the character of the Miami River waterfront without proper long range planning or input from appropriate agencies, departments, and citizen groups. Because the Miami River is such an important asset to the City, County, and State, such piecemeal, haphazard changes are not only ill-advised, they are contrary to the goals and objectives of those who worked together, debated, and determined how the Miami River waterfront should be developed. If the City's vision for the Miami River has changed, then that change should be clearly reflected in its Comprehensive Plan to provide industries and land owners along the Miami River with fair notice." PAYNE v. CITY OF MIAMI, 52 So.3d 707 (2010)
References	Payne v. City of Miami, 913 So. 2d 1260 (Fl, 2005); Payne v. City of Miami, 927 So. 2d 904 (Fla. App., 2005); Payne v. City of Miami, 52 So. 3d 707 (Fla. 3d DCA 2010); Payne v. City of Miami, 53 So. 3d 258 (Fla. App., 2010); The Durham Park Neighborhood Ass'n Inc. v. City of Miami, 53 So. 3d 245 (Fla. App., 2010); Balbino Investments & Riverside Investments v. Payne et al., SC11-75 (Aug. 4, 2011).
Contacts	Andrew Dickman, Attorney for Miami River Marine Group andrewdickman@comcast.net John Sprague, Florida Marine Industries Association miafoperations@boatflorida.org

Final Report Draft Outline

Objectives of the Final Report:

- Outline all of the findings from the research and analysis performed during the course of this project
- Introduce the functions and facilitative directions for use of the new national web portal and for the existing regional web portals

Outline

1. Introduction

- a. Purpose (and justification) of project
 - i. Develop a strong network of communication and collaboration
 - ii. Identify national and regional research and education needs for working waterfronts and waterways
 - iii. Facilitate the development of information and tools needed to resolve working waterfront issues
 - iv. Create a clearinghouse to disseminate relevant information and tools

2. Background

- a. Historical changes and current trends (UHI)
 - i. Document historical and current trends related to the economic impact of working waterfront
 1. Trends of working waterfront industries
 2. The drivers (including stressors) of those trends
 3. The changing perspectives about working waterfronts over time and region
- b. Economic value of working waterfronts (FL SG)
 - i. Economic analysis of working waterfront
 1. Definition of working waterfront activities
 2. Inventory of waterfront-dependent communities
 3. Regional economic impacts of waterfront-dependent communities using input-output analysis
 4. Economic forecast of future economic activity in waterfront-dependent communities
 - a. Forecast for 10 years (2011-2020) based on extrapolation of trends observed for the baseline period (1997-2010)

3. Challenges and Strategies

- a. Lessons learned and strategies for the future (UHI and CEI)
 - i. Challenges faced and mitigation strategies to preserve, establish, and grow working waterfronts
 1. Identify strategic opportunities that allow communities to balance competing uses of working waterfronts, identifying the pitfalls that should be avoided
 - ii. Deliverable: Contribution to a research report that details the challenges faced and mitigation strategies successfully used by communities

interested in preserving, establishing, or growing their working waterfronts

1. Will include case studies

4. Resources/ Tools

- a. Policy and legal tools (NSGLC)
 - i. Developing a comprehensive database detailing whether and how state CZM programs address coastal- and water-dependent uses
 1. Identifying “Law and Policy Best Practices”
 - a. Providing case studies and implementation guidance (e.g. model state legislation, model ordinances, or sample comprehensive plan language)
 - ii. Working Waterfront Pro-bono Network
- b. Financing mechanisms (Financing Tools Workgroup – CEI, UHI, VA SG)
 - i. Existing or potential federal finance tools for working waterfront programs (e.g. tax incentives, grants, loan programs, or dedicated revenue)
 - ii. Existing state programs
 - iii. Organizational/ governance strategies (e.g. regional initiatives, foundations and other private sources)
 - iv. Recommend the more effective financing mechanisms that communities can employ to support their specific economic development strategies

5. Conclusions/ Final Recommendations/ Next Steps