

A CASE STUDY OF REDEVELOPMENT STRATEGIES: CREATIVE REVITALIZATION  
OF THE SOUTH 8<sup>TH</sup> STREET CORRIDOR IN FERNANDINA BEACH, FLORIDA

By

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To my parents

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## LIST OF ABBREVIATIONS

ADT	Average Daily Trips
BID	Business Improvement District
CBD	Central Business District
CDC	Community Development Corporation
CDD	Community Development Department
CRA	Community Redevelopment Area or Community Redevelopment Agency
HFBA	Historic Fernandina Business Association
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TIF	Tax Incremental Financing

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This thesis explores redevelopment strategies to eradicate blight and foster economic vitality along the South 8<sup>th</sup> Street Corridor in Fernandina Beach, Florida. As the “Gateway to Fernandina Beach”, South 8<sup>th</sup> Street is not functioning at the level expected for a main, commercial corridor. This street has been in consideration for redevelopment for a decade and is currently a top priority for the city. This study will identify the obstacles that hinder the economic and physical environment of 8<sup>th</sup> Street, as well as explore standard and creative redevelopment strategies that could improve this corridor. These questions are answered through case study analysis.

This thesis includes observations of the existing built environment along South 8<sup>th</sup> Street, stakeholder interviews, and an overview of the current policies in place regarding redevelopment in Fernandina Beach. In order to develop sound recommendations for the corridor redevelopment, a comparative case study was used, involving the evaluation of four distinct corridor redevelopment plans as models from other communities; specifically exploring the ways these cities and neighborhoods have utilized their creative resources, historic districts, and community character to

successfully redevelop their blighted districts into livable places. These comparisons were analyzed and recommendations were made regarding best practices for redevelopment of Fernandina Beach's South 8<sup>th</sup> Street Corridor.

A variety of redevelopment tools were utilized throughout these four corridor redevelopment plans, but their ultimate objectives were the same: to create more appealing, livable, active, pedestrian-friendly streets. The analysis of these plans determined livability and sustainability crucial elements in the corridor redevelopment process. The literature supporting this thesis reiterates this finding and provided insight on how incorporating placemaking, creative development, and the creative class can yield a more livable place. The discussion and recommendations for the South 8<sup>th</sup> Street Corridor revitalization are grounded on this concept. The City of Fernandina Beach has the opportunity to reinvent 8<sup>th</sup> Street as a vibrant and sustainable commercial corridor that will add to the appeal of this historic City.



## CHAPTER1 INTRODUCTION

High concentrations of distressed properties drive down rents and discourage activity. These under-performing businesses and unsightly facades deplete an area's sense of place and cause citizens to lose interest in these areas. The pattern of blight is a cruel reality that cities face, regardless of size or location, resulting in social and functional depreciation. Breger's (1967) abstract definition of blight is unified by three main notions: depreciation, condition of real property (physical structures), and community nonacceptance of the condition. The criterion for blight is subjectively determined by a community's acceptable physical conditions, social values, history, and community income (Breger, 1967).

In the state of Florida, the fact-finding procedure for determining blight is called the "Finding of Necessity". An area is deemed blighted if one of the blight criteria, as defined by the Florida Statutes,<sup>1</sup> is present. Redevelopment is encouraged by Florida Growth Management policy, but there are restrictions on the powers and extent to which the government can intervene. For example, following the *Kelo* Supreme Court ruling, eminent domain (i.e. the government taking a property for public use) is no longer an acceptable strategy for advancing economic development in the State of Florida. The depreciation of real property, which comprises the built environment, is a consequence of low-functioning, poorly maintained structures. Breger (1967) counts *aesthetic inelegance* as the "most disdainful of neighborhood defects" (p.374). The author defines the term as the intolerable physical condition of real property due to social, market, or use inefficiencies. The roots of blight may be the same conceptually for all cities, but

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<sup>1</sup> See Table 2-2.

each area reacts uniquely to real property damage and value depreciation. Breger's concept of nonacceptance of urban blight is expressed by proposals for corrective action and redevelopment planning.

### **Introduction to the South 8<sup>th</sup> Street Corridor Study Area**

Blight is caused by a combination of the following basic elements (Breger, 1967): "Changing land use and technological change; rising social standards; and the progressive overutilization of property" (p.376). There are no quick fixes available for blighted corridors; therefore traditional redevelopment strategies should be explored, as well as alternative options to eliminate blight. This study identifies innovative redevelopment strategies for blighted corridors through case study analysis, determines best practices, and specifically recommends applicable best practices for the thesis study area of South 8<sup>th</sup> Street in Fernandina Beach, Florida.

Fernandina Beach is located in the north half of Amelia Island, forty miles from Jacksonville, Florida. The study area in Fernandina includes a two-mile stretch of properties facing South 8<sup>th</sup> Street between Lime Street and Broome Street.<sup>2</sup> This corridor has consistently declined over the past 50 years as development patterns on Amelia Island have shifted. Elsewhere, the city has successfully maintained two historic districts and established a Community Redevelopment Area to encourage waterfront redevelopment, but has struggled to make progress on this corridor. With activity slowly coming back into the real estate market, there is a glimmer of hope that blighted neighborhoods and distressed corridors might regain their vitality through public and private redevelopment (Spivak, 2010).

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<sup>2</sup> See Figure 4-3 for a map of the South 8<sup>th</sup> Street study area.

The negative characteristics of this auto-centric corridor are amplified by the non-conforming and marginal uses that line the street. The visible neglect is evident and does not encourage investment in the area or attract new uses. Through interviews and observation, this study seeks to identify the obstacles that hinder the economic and physical improvement of South 8<sup>th</sup> Street in order for the City to better draft a plan for the corridor's future redevelopment. South 8<sup>th</sup> Street has a few positive qualities: wide sidewalks, several street trees, streetlights, and historic structures. More noticeable though is the lack of pedestrians and thriving businesses; poorly maintained facades and streetscapes; and many properties that are vacant, for sale, or both (See Appendix A).

### **Redevelopment Strategies**

Redevelopment, as defined by the American Planning Association (2004), is a redirection of city growth that usually includes the improvement or development of an area that suffers from “real or perceived physical deficiencies such as blight... or is developed for uses that have become obsolete or inappropriate as a result of changing social or market conditions” (p.1). Traditional redevelopment efforts, like establishing Community Redevelopment Areas, Business Improvement Districts, and other special taxing districts, are successful to some extent, but cannot serve as the only means of revitalization (Hipler, 2007). Most redevelopment efforts include a combination of financing, community engagement, planning and design, project management, and performance review (Blaesser, 2008).

### **Creative Placemaking**

The City of Fernandina Beach has the opportunity to redefine this corridor by capitalizing on its history and arts culture as catalysts for redevelopment. One

unconventional redevelopment strategy to fight blight, to be explored further in this thesis, is Creative Placemaking. The intent of this concept is to revitalize streetscapes and neighborhoods, increase livability, and revive the study area's economic state through the utilization of arts and cultural activities (Markusen and Gadwa, 2010). Using the principles of Markusen's (2010) research, as well as creative class theory, the notion of utilizing Fernandina Beach's existing creative infrastructure will be explored. Economic development specialist, Richard Florida (2012), coined the term "creative class" in his book *The Rise of the Creative Class*, and introduced the concept of how cities are becoming more appealing to young, college-educated professionals. A creative-class centered revitalization of the economic, physical, and social elements of the area has the potential to drastically impact the future of the South 8<sup>th</sup> Street Corridor.

Over the past ten years, the *creative city* concept has gained popularity and has been assimilated into city planning and economic development. These ideas have encouraged local leaders to promote their cities' successes and assets in order to attract creative thinkers and entrepreneurs (Zimmerman, 2008). Perhaps the adage "build it and they will come" is appropriate for cities that desire a more vibrant, sustainable workforce and better opportunities for their citizens. Across the nation, cities are developing programming and marketing geared to the creative class, such as the "live/work/play" civic plan for Milwaukee or the Arts-Tech Hub in Tallahassee (Zimmerman, 2008). Apart from marketing and placemaking initiatives, cities have a variety of financial and regulatory tools that can be used to enrich the cultural economy (Markusen, 2006). This study will develop recommendations to include Fernandina

Beach's pre-existing creative and cultural assets into traditional redevelopment funding programs and city planning tools to revitalize the corridor.

### **Motivation for Redevelopment**

Over the past 15 years, this corridor has been considered for redevelopment, but a plan has not been realized. This issue is currently at the forefront of the City of Fernandina Beach Community Development Department's goals, and they will soon begin exploring strategies for redevelopment of the corridor. The revitalization of this area is important due to the corridor's prime location and the reputation of the Downtown Historic District.

This research utilized four methods to identify the obstacles that hinder the economic and physical environment of South 8<sup>th</sup> Street and explore appropriate redevelopment strategies and best practices to guide the revitalization of the corridor. This study began with observation of the existing conditions of the South 8<sup>th</sup> Street study area and stakeholder interviews to gather insight on the attitudes toward the current 8<sup>th</sup> Street environment and establish a timeline of the corridor's evolution. Fernandina Beach's planning documents were reviewed and policies affecting redevelopment were considered during the compilation of the recommendations.

Not many studies focus solely on corridor redevelopment in small cities. In order to identify best practices and strategies for the redevelopment of 8<sup>th</sup> Street, four case studies were selected for collective analysis that vary in context, but are focused on blighted corridors. The corridor redevelopment plans were drafted for districts that have experienced similar physical, economic, and social deficiencies, but differ in their application of redevelopment tools and strategies. In Chapter 3, these case studies are summarized and best practices are identified in order to develop recommendations for

innovative redevelopment strategies tailored to the needs of South 8<sup>th</sup> Street. Elements from these plans were organized into tables to gauge the variety of prior conditions, community and city goals, strategies, and their similarities to South 8<sup>th</sup> Street. These tables also assess plan elements that will lead to more sustainable and livable places according to indicators derived from the literature.

Chapter 2 is a review of literature that defines redevelopment, financial incentives and regulatory strategies, as well as key concepts from the four case studies. Creative placemaking is further defined throughout this thesis as its' potential role in the redevelopment of 8<sup>th</sup> Street is investigated. This section also provides details on the federal, state, and local policies in place that support the redevelopment process. Based on the case study evaluation and strategies from this thesis research, Chapter 4 contains discussion, analysis, and recommendations for the revitalization of 8<sup>th</sup> Street. The research performed and redevelopment strategies derived from this collective case study are intended to support the eventual realization of a South 8<sup>th</sup> Street corridor revitalization plan.

## CHAPTER 2 REVIEW OF LITERATURE

This literature review examines existing thought regarding redevelopment and the benefits of incorporating cities' creative and cultural assets to fight blight and unsightly streetscapes along small cities' commercial corridors. The general redevelopment planning process, tools, and strategies are defined in this chapter, as well as concepts of quality of place and creative placemaking. First, is an explanation of the evolution and role of commercial corridors. Second, the role and influence of aesthetics, vibrancy, and place in the redevelopment process is defined. Creative placemaking and the creative city theory are also introduced as redevelopment strategies to enhance and preserve a sense of place and support the physical, social, and economic revitalization of an area. Then, this literature review clarifies state policies that support redevelopment efforts and the local government tools available to regulate and encourage reinvestment in a blighted area. Lastly, is an overview of the history of Fernandina Beach and the South 8<sup>th</sup> Street corridor to give context to its' need for redevelopment.

The subject of redevelopment fosters much discussion and debate in municipalities of all sizes. The APA (2004) defines redevelopment as a redirection of city growth that usually includes the improving or developing of an area that currently suffers from "real or perceived physical deficiencies such as blight... or is developed for uses that have become obsolete or inappropriate as a result of changing social or market conditions"(p.1). For centuries, people have been drawn to cities because of their vitality, utility, and dynamic nature; the very qualities that over time contribute to urban blight due to the inability to control environmental factors that accompany the

positive externalities of city life (Breger, 1967). Breger's (1967) article recounts a brief history of urbanization in the modern world and emphasizes the presence of the indicators of blight and its causes. There are many factors that contribute to the evolution of cities (e.g. industrialization or population growth), and it is the responsibility of the municipal government to maintain the balance and plan for the future. This evolution of cities has spurred new ways of approaching development, land-use, and social activity in cities. Smart Growth and New Urbanism are just two of the new philosophies in planning that are changing the way local officials organize, run, and regulate their municipality. Many smart growth principles (e.g. Adaptive Use, Mixed-Use Infill Development, Pedestrian-oriented Urban Design) can be implemented into the redevelopment process to guide sustainable development and are encouraged by the APA Policy Guide on Public Redevelopment (2004) (Blaesser, 2008, p.xxxi).

The components of redevelopment strategies are complex and require a clever combination of public and private support. Hipler (2007) reiterates throughout his article that no aspect of redevelopment can be used in isolation; the strategies must be used mutually in order to create a vibrant place with a variety of uses for citizens and visitors alike. To better plan for the redevelopment of corridors, there must be an understanding of how corridor neighborhoods and social patterns have evolved.

### **The Evolution of Municipal Corridors**

Jane Jacobs said, "There exist no substitute for lively streets" (1961, pg. 120). In her opinion, truly great street neighborhoods have no beginnings or ends. Jacob's description of the role of street neighborhoods in *The Life and Death of Great American Cities* has remained relevant and supports the pertinence of intervening in the case of blighted corridors. When a street is blatantly unattractive and unproductive, there is a



definite disconnect from the surrounding neighborhood realm. The causes for the decline of a street are no different from anywhere else in a city. It is common for like uses to agglomerate along the same corridor, which is great when the market is in demand, but that is not always the case. The struggles of consistently failing businesses can be attributed to renters repeatedly filling the commercial space with the same, marginal uses (Spivak, 2010).

Shopping development patterns evolved from small, downtown-centric retail to de-centralized, regional shopping centers after World War II (Longstreth, 1998). Longstreth's (1998) detailed history provides a distinctive insight on the shift of retail areas in Los Angeles and tracks the retail climate from 1920-1950. This transition led to a shift away from shopping in the downtown core; these outlying areas were perceived positively due to less time spent searching for a parking spot, decreased crime and congestion, and more easily accommodated the increased mobility of citizens and changes in residential growth.

The goods and services provided in downtowns in the early 1900s met the basic needs of citizens and served as a main destination for social activity. Downtowns symbolized local commerce and served as a reflection of the City's vitality. From the 1930s-1950s, business planning incorporated the growth of automobile use. For example, supermarkets and retail department stores could rely on customers coming to them, no matter the location. These major retail centers competed with downtowns, while smaller corridors close to the core tended to compliment the downtown retail area (Longstreth, 1998). Jane Jacobs (1961) references Reginald Issacs' notion that the

increased mobility of residents allows them to freely choose where to shop, dine, and interact within the city; utilizing the opportunities not afforded in their neighborhood.

### **The Importance of Aesthetics, Vibrancy, and Place in Redevelopment Strategies**

The evolution of cities and shifts in mobility and commercial development has a great impact on current and future city planning. Yet, citizens will continually desire to live and work in visually appealing places (Maguire and Foote, 1997). Blight has a very powerful effect on an area; enough so that Florida and other states have paths toward redevelopment in place. The article published by the Scenic America Organization (1997) gives great detail on the various aspects of scenic and visual blight and its' impact on cities. Aesthetics impact everything from a resident's daily walk to the regions' economic environment. Scenic history draws major tourism dollars and well-maintained historic districts attract a variety of visitors, often driving cities' economies (Maguire and Foote, 1997; American Planning Association, 2004).

Preservation has been a powerful key to saving America's visual history and is a proven economic activity strategy in small cities (Robertson, 1999). Maguire and Foote's (1997) article blames zoning's inflexibility and restrictions for the unappealing development in cities. Surveys conducted by Anton Neilson in 1994 prove that Americans -regardless of race, gender, and socioeconomic level- have similar aesthetic desires when it comes to what they want their built environment to look like (Maguire and Foote, 1997). The value of beauty and character in a community should never be second in the realm of land-use. Literature pertaining to redevelopment often focuses on the values placed on aesthetics in communities and the importance of vibrancy, with the majority of the attention paid to revitalizing major urban streets or downtowns. Downtowns, past and present, are successful due to their centrality of uses and

magnetism for citizens, local celebrations, and events (Hipler, 2007). These attributes are obviously not restricted to downtowns and idealistically these characteristics would be found throughout cities' main areas and entryways.

The article by Kent Robertson (1999) for the APA journal provides many case studies with similar characteristics as Fernandina Beach's South 8<sup>th</sup> Street corridor problems. The author defines common problems in small cities that can lead to blight and the strategies best fitted for implantation. The best redevelopment assets of a small-city, in Robertson's (1999) opinion, are Preservation and Waterfront redevelopment; two things that Fernandina Beach has put time and effort into restoring since the late 1980s (City of Fernandina beach, 2006b).

### **Historic preservation and adaptive use**

After World War II, many cities and towns experienced growth and new development beyond the city boundaries and traditional neighborhoods, largely due to the automobile, new housing, and highways. This expansion to outlying areas and urban renewal programs led to community concern about the loss of historic fabric in the cities. Ultimately between 1949, the creation of the National Trust for Historic Preservation, and 1966, the adoption of the National Historic Preservation Act, a preservation network was established that created criteria for historic properties, federal funding programs, and federal tax credit incentives for the restoration and rehabilitation of historic structures (Waters, 2010). By 1980, local governments were encouraged to create a Certified Local Government program that allowed cities in on the existing partnership and delivered more grant opportunities. Historic Preservation ordinances on the local level and federal policies are in place to increase recognition of historic areas

and guard culturally significant places in the light of growth and overeager private individuals and developers.

Concerns and challenges related to preservation, now and in the future, include our society's continuing reluctance to recognize the purpose, need, value, and potential of planning for the development and redevelopment of our environment in recognition of the values of historic preservation (Waters, 2012, p.88).

Adaptive use is a common practice in Historic Preservation and sustainability that takes advantage of the aesthetic character of a neighborhood while enhancing the livability and sense of place. With low rents and usually prime locations, potential property owners are drawn to these buildings as potential rehab projects. The sales of these structures have rebounded in today's market (Spivak, 2010) and also provide the opportunity for Historic Preservation Tax Credits and other regional or locally based historic preservation incentives (Diamond, 1996).

Effective rehabilitation captures the essence of a place as a whole, considering each property in context with its surroundings. In this way, historic preservation serves as a catalyst for community rebuilding (Diamond, 1996). Adaptive use of vacant historic structures is a suggested strategy to consider during redevelopment, especially in built-out municipalities, where new development is not necessarily a viable option (American Planning Association, 2004). The APA (2004) also found that utilizing the existing historical and cultural assets helps redevelopment areas improve financial and tangible aspects of the city.

### **Quality of place**

Ann Markusen and Anne Gadwa (2010) state, "Place has always been important for the emergence of new products, industries, and jobs" (p.5). Just as for centuries residents were drawn to downtown areas, vibrant and diverse neighborhoods lure

entrepreneurs, artisans, and innovators. The authors' extensive research on the economic contribution of creative placemaking has yielded the assumption that jobs often follow people, rather than the other way around (Markusen and Gadwa, 2010). The power of a creative sense of place often goes unappreciated, and the concept should be at the forefront of consideration during revitalization planning.

One of the main questions posed by Richard Florida (2012) is "How do we decide where to work and live?" (p.185). In an age where telecommunication makes distance irrelevant to conducting business successfully, the issue of the importance of place has come into question. Some economists have gone so far as to say "geography is dead". While Florida (2012) and other theorists support place as a vital "economic and social organizing unit" (p. 187-188). A vibrant place can foster creativity and economic growth and facilitate the agglomeration of like networks (Jacobs, 1961; Florida, 2012; Markusen and Gadwa, 2010).

The communities that creatives are attracted to do not thrive for traditional economic reasons, such as access to natural resources or proximity to major transportation routes. Nor is their economic success tied to tax breaks and other incentives designed to lure businesses. A big part of their success stems from the fact that they are places where creative people want to live. (Florida, 2012, p. 186)

Richard Florida incorporates the necessity of "Quality of Place" in his creative class theory and his "Three T's of Economic Development", to be further examined in the ensuing chapter. Quality of place can be determined by the study area's authenticity, history, diversity and social experiences (Florida, 2012). The most desirable aspects of cities can be attributed to the offerings and opportunities available in its various neighborhoods, corridors, and districts (Jacobs, 1961).

Quality of place can be manufactured and enhanced through urban design and revitalization efforts, but the authenticity of a vibrant place filled with comfort and history is hard to replicate in both physical and economic terms (Jacobs, 1961). Researchers Stern and Seifert (2010), bring attention to revitalization efforts by incorporating Geographic Information Systems (GIS) data to locate existing cultural clusters. A cultural cluster is defined as a “neighborhood that has spawned a density of assets that set it apart from other neighborhoods” (p. 262). Stern and Seifert (2010) have found that utilizing cultural clusters and creative assets spur a vast series of positives during the redevelopment of these areas. These clusters have formed over time and reflect the area’s history, making the concept of creative placemaking more palatable for potential skeptics. Richard Florida (2012) states: “Great thinkers, artists, and entrepreneurs rarely come out of nowhere. They cluster and thrive in places that attract other creative people and provide an environment that fosters and supports creative effort” (p.198).

The desired elements that comprise the quality of a place are sought by all, not just the creative class (Florida, 2012). Members of the creative class include the cultural industries of architecture, media, and design; high-tech, legal, and health care professionals; engineers, professors, writers, researchers, opinion makers, problem solvers and problem finders. The presence of this class and other forms of creative capital, the cultural and creative assets of a region, leads to a productive place (Florida, 2012; Markusen, 2006). The combination of aesthetics, vibrancy and place supports Hiplers’ (1997) hypothesis of utilizing many methods to strengthen social and physical redevelopment.

## **Creative placemaking and development**

Markusen and Gadwa (2010) define the importance of place, introduce existing and original economic research, and detail successful applications of creative placemaking initiatives. In the evaluation of the case studies for their research, the authors highlight each city's unique problems and the equally unique revitalization plans and programs (Markusen and Gadwa, 2010). From this research, Markusen and Gadwa (2010) developed a series of six elements of a successful creative placemaking strategy:

1. Prompted by an initiator with innovative vision and drive
2. Tailors strategy to distinctive features of place
3. Mobilizes public will
4. Attracts private sector buy-in
5. Enjoys support of local arts and cultural leaders
6. Builds partnerships across sectors, missions, and levels of government (p.5)

Their "Creative Placemaking" document serves as a tangible resource for a practitioner and a scholarly guide through the history and application of creative placemaking. Just a few of the benefits of creative placemaking include:

- Growth of local arts offerings
- Increased civic engagement
- Environmental initiatives
- Increased streetscape and utility aesthetics
- Showcases area's heritage and culture
- Economic development through increasing local expenditures, local investments, and recirculation of local funds
- Increase in sales, income and property taxes that fund infrastructure repairs
- New jobs and income streams
- Retail business expansion

- Lead to the creation of new creative businesses and visitors (Markusen and Gadwa, 2010).

Markusen and Gadwa's (2010) white paper claims creative placemaking contributes to economic development and therefore has a transformative power on a city. Directing regional spending to local cultural events and shops builds the consumption base and cycles money into the local economy (Markusen, 2006). Markusen (2006) uses the example of purchasing imported goods from a regional mall, where the employees will most likely also spend their earnings, versus shopping in a local shop where the workers will most likely return their earnings to the local arts sector.

A series of arts and culture briefing papers from the American Planning Association (2011) also promote the notion of the power of the arts and creativity sector in community planning. When joined with creative methods of development, traditional economic development strategies can produce a much more vibrant platform for redevelopment (Dwyer and Beavers, 2011). Dwyer and Beaver's article (2011) states that economic development programs that integrate the arts are usually combinations of "facility-centric, people-oriented, and program-based" approaches. The facility-centric model could be the development of an arts incubator, studio spaces, or designation of an arts district. People-oriented would be creating live/work spaces, arts centers, public art programs and providing other opportunities for the creative class. The program-based approaches could include any programming relating to the arts that raises awareness, beautifies an area, and contributes positively to the community.



Table 2-1. Creative Strategies for Improving Economic Vitality

Strategy	Description
Promotion of Assets	Promoting cultural amenities for the purpose of attracting economic investment and skilled workers
Development	Promoting community development through artistic, cultural, or creative policies
Revitalization	Promoting community and neighborhood revitalization through artistic measures and strategies that emphasize creativity
Economic/Job Clusters	Creating economic or job clusters based on creative businesses, including linking those businesses with non-cultural businesses
Education	Providing training, professional development, or other activities for arts cultural, or creative entrepreneurs
Arts- Oriented Incubators	Creating arts-specific business incubators or dedicated low-cost space and services to support artistic, cultural, or creative professionals
Branding	Developing visual elements that communicate a community's character; using logo development and graphic design for advertising, marketing, and promoting a community
Districts	Creating arts, cultural, entertainment, historic, or heritage districts
Live-Work Projects	Providing economic or regulatory support for combined residential and commercial space for artists
Arts-Specific and General Public Venues	Providing public or private economic or regulatory support for marketplaces, bazaars, arcades, community centers, public places, parks, and educational facilities of various types
Events	Using celebrations or festivals to highlight a community's cultural amenities

Source: Dwyer, M. C., & Beavers, K. A. (2011). How the arts and culture sector catalyze economic vitality. Retrieved September 28, 2012, from <http://www.planning.org/research/arts/briefingpapers/vitality.htm>

These briefing papers are organized into 4 “Key Points” to guide municipalities or organizations through creative redevelopment. The first of these key points is the power

of fostering a sense of place and clustering creative enterprises to elevate the quality of life. The second point is to identify and strengthen existing assets in a study area, stimulating community development as well as economic development. This element blends with the third point, to create or build on existing arts and cultural events to capture a wide range of audiences, attention, and to promote future art initiatives. The final point is supported by references to Florida (2012) and the notion that the skilled, “high-tech”, entrepreneurial workforce “prefers a location with creative amenities” (p.1). Dwyer and Beaver’s fourth point is to facilitate an environment where creative and business professionals can collaborate. These partnerships are highly successful, especially for communications, media, and technology oriented creative entrepreneurs. The services these professionals provide can increase the value of the existing goods produced in the area (Dwyer and Beavers, 2011).

### **Creative development and small cities**

These studies also argue why aesthetics and the quality of a place are vital to a successful neighborhood (Maguire and Foote, 1999; Florida, 2012); why a strong sense of place and utilizing existing creative assets can encourage economic development (Markusen and Gadwa, 2010); and how joining these ideas will contribute to a more livable area and aid in redevelopment (Dwyer and Beavers, 2011). An article by Nathaniel Lewis and Betsy Donald (2010) adapts the “Creative City” theory to a more balanced concept for smaller cities seeking economic growth by utilizing their creative capital. The authors state, “We argue that using livability and sustainability, rather than tolerance, technology, and talent, as the starting points for economic health and growth provides a useful alternative framework for smaller cities” (Lewis and Donald, 2010, p. 37). Their rubric establishes indicators that identify the “creative city” potential of smaller

cities based on the quality of a place's livability and sustainability as opposed to Richard Florida's 3T's.<sup>1</sup> Smaller cities typically have a stronger identity and sense of place than large, metropolitan areas, and therefore have an advantage in attracting the creative class (Lewis and Donald, 2010).

The "fuzzy concept" of livability is an indicator in Lewis and Donald's theory (2010) and the National Endowment for the Art's creative placemaking programs', Our Town and ArtPlace, evaluation process. In Markusen's 2012 article, aptly titled *Fuzzy Concepts, Proxy Data: Why Indicators Won't Track Creative Placemaking Success*, the definitions and conditions of these "creative city" indicators are broken down and their validity in the evaluation process is examined (Markusen, 2012). Livability and vibrancy, for example, mean very different things to different people. According to the Merriam-Webster Dictionary (2013), livability relates to the suitability for human living, and vibrant is defined as the state of being full of life, vigor, or activity. The definitional challenges combined with the varying contextual factors of a neighborhood and the difficulty of charting the effects and changes post-project all contribute to the difficulty in forming solid indicators for creative placemaking efforts. Ideally, Markusen would like to see evaluation models that account for "other non-arts forces at work that will interact with the various actors<sup>2</sup> initiatives and choices" and encourages a more holistic approach to viewing the outcomes of creative placemaking efforts (Markusen, 2012).

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<sup>1</sup> See Appendix B for the rubric adapted from the Lewis and Donald Article

<sup>2</sup> Actors include the creative placemaking project team, developers, community development non-profits, etc.

## **Overview of Florida's Growth Management Policies**

### **Defining blight and planning for redevelopment**

Blight, as defined by Florida law, is “an area in which there are deteriorated and deteriorating structures that lead to economic distress” (Hipler, 2007, p. 42). The economic revitalization of blighted downtowns and declining business environments is addressed throughout Florida Statutes §163 and §187 (Florida Statutes §187, 2005b). Planning for redevelopment often begins by rethinking the existing urban design and land use of the study area, then considering the promotional and financial incentives that will facilitate a change (Hipler, 2007). According to Hipler (2007),

The goal is to expand and improve the livability and sustainability of the entire community by attracting employment, shopping, recreation, and social activities. Any successful downtown economic revitalization plan must be carefully organized, have long-term financial commitments, and receive cooperation from property owners, business owners, local government officials, and residents of the community (p. 42).

Any citizen or group can begin the process towards redevelopment, but local government support is critical for the longevity of any revitalization project.

The first step in this process is the finding of necessity (i.e. identifying the issues and blight criterion that are negatively affecting a neighborhood or district). Blight has a multitude of causes including: redirection of growth, incompatible uses, or property owner neglect (American Planning Association, 2004). After an issue is identified, it is usually brought up by a public official or citizen as a call for action to resolve and revitalize the distressed area. If redevelopment programs are not identified in the Comprehensive Plan, the subsequent step is the creation of a plan (e.g. redevelopment, visioning, overlay, or revitalization) led by the local government or redevelopment authority. This document dictates implementation strategies and policy revisions to

remedy the issues that have negatively affected the study area over time. Typically, revisions to existing land development codes and future land uses will be considered to redirect growth, incorporate a mix of uses, and support the current and future needs of the community (Hipler, 2007). Additionally, the private sector can initiate redevelopment efforts without local government assistance as long as their projects are in accordance with the government regulations (American Planning Association, 2004).

The State of Florida was a pioneer in Growth Management policy. In 1972, Florida passed one of the strongest land and water management laws<sup>3</sup> in the country due to rapid population growth and increased economic activity (Diamond, 1996). Also in 1972 the Florida State Comprehensive Planning Act was established, which held Florida's local governments responsible for creating a comprehensive plan and a land development code to regulate future development. These planning documents ensure orderly growth in respect to the history, natural resources, and quality of life in the city. In addition, these plans must also recognize the financial climate, economic benefits, timing, and development trends of future land uses (Hipler, 2007, p.42).

### **Florida redevelopment policy**

Florida Statute Chapter 163 is a solid resource for municipalities concerning redevelopment. The policies in place welcome redevelopment and infill and define the correct procedures for the process. The statute recommends the local government entity create a Community Redevelopment Area (CRA) if in the Finding of Necessity the area exhibits one factor of the blight criteria (See Table 2-2). Community Redevelopment plans and goals are to be included in the City or Regional

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<sup>3</sup> The Environmental Land and Water Management Act of 1972.

Comprehensive Plan. Florida Statute §163.2511 emphasizes the importance of state and local governments promoting redevelopment and sustaining the core of cities.

A relatively new law in Florida generated by the *Kelo v. City of New London* takings case prohibits eminent domain as a strategy in the redevelopment process (Florida Statutes §163.360, 2006a). According to Florida law, the use of eminent domain to eliminate slum or blighted areas does not satisfy the public purpose requirement. An area is deemed blighted if one or more of the criteria defined by the Statute (see Table 2-2) are present in an area and the local taxing authority agrees through a resolution (Florida Statutes §163.360, 2006a).

Table 2-2. Definition of Blight

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Florida Blight Criteria

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- (a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
  - (b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;
  - (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
  - (d) Unsanitary or unsafe conditions;
  - (e) Deterioration of site or other improvements;
  - (f) Inadequate and outdated building density patterns;
  - (g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality;
  - (h) Tax or special assessment delinquency exceeding the fair value of the land;
  - (i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality;
  - (j) Incidence of crime in the area higher than in the remainder of the county or municipality;
  - (k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
  - (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality;
  - (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area; or
  - (n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.
- 

Source: Florida Statute 163.340 (8)

The policies, incentives, and regulations approved by municipalities help guide the redevelopment process, but the roles of other parties vary. Planning commissions and community redevelopment authorities facilitate the management and coordination of strategies and often incorporate neighborhood business associations and non-profit organizations for promotional reasons (Zimmerman, 2008). Often, private developers may need assistance from a public entity for funding or regulatory issues (Blaesser, 2008, p. 4). Overall, the State of Florida is supportive of redevelopment efforts in order to improve the economic health of cities and therefore, the State as a whole.

### **Local government redevelopment tools and policy**

Traditional public solutions for supporting redevelopment are comprised of various funding and management options including Business Improvement Districts (BID), Tax Increment Financing (TIF), Community Redevelopment Agencies (CRA), Special Assessment Districts (SAD), and Enterprise Zones. Business Improvement Districts are financing entities that are authorized by local or state law. A certain geographic area can form a BID to draw funds from taxes collected on businesses and properties in the area. The collected monies are used only for BID operations and typically are found in ailing central business districts (Blaesser, 2008, p.6).

An alternative taxing district system is Tax Increment Financing (TIF). This method is very common in Florida and works hand in hand with CRAs. For TIF, bonds are issued up front to cover capital improvements and are paid back from the area's increased property taxes over a period of time (Blaesser, 2008, p.16). The "incremental" aspect of this strategy is due to the difference between the real property value and the value of the property assessed at the beginning of this process. These increases over

time are usually deposited into the CRA trust fund and held for CRA use (Florida Redevelopment Association, 2012).

CRA's are public-based and are derived from a necessity of intervention in the current built environment. Community Redevelopment Areas are the geographic boundary of the blighted area. The Community Redevelopment Agency is charged with creating and carrying out the plans for physical and economic change in the boundary. CRA's are the most common form of redevelopment district in Florida (Florida Redevelopment Association, 2012).

Additionally, the establishment of an Enterprise Zone is to be considered for areas of high unemployment, physical decay, and economic disinvestment. Enterprise Zones rely heavily on the private sector. Gainesville, Florida created an Enterprise Zone based on Florida Statute 190 that provides financial incentives for businesses that plan to increase employment, private investments, and encourage economic revitalization (City of Gainesville, 2009). The central goal of enterprise zones is to prompt economic reinvestment in an area. By providing discounts on development fees and business taxes; as well as tax credits on jobs, property taxes, equipment, and energy, Gainesville's enterprise zone makes it easier on business owners and creates a positive public-private relationship from the start. Property owners, businesses, and municipalities rely on each other during redevelopment, and anything the City can do to strengthen that bond is beneficial to the public good. An Enterprise Zone Development Agency is created as a governing body for this designation. This group is tasked with developing a strategic plan describing their goals and how this zone will positively impact the community as a whole (Florida Statutes §290.0058, 2006c).



Sarasota, Florida has several Special Assessment Districts (SADs), each with a specific project that the funds are allocated towards. These special districts are formed under Florida Statute 189.4041 and are considered dependent special districts; meaning they are created by the municipality through adoption of an ordinance (Florida Statutes §163.335, 2006b). For the Glen Oaks Estates Special Assessment District, the project goal was a neighborhood privacy wall. Funds were levied against each property in the district and will be paid back over a twenty-year period as an assessment on the tax bill of the project's property (City of Sarasota, n.d.). A particularly interesting district created in Sarasota was the Golden Gate Point Streetscape Special District, a dependent taxing authority, where the monies received go towards streetscape improvements along the public rights of way (City of Sarasota, n.d.). Streetscape and facade improvement incentives are among the most effective to generate physical improvements for blighted corridors and reintroduce the area aesthetically to citizens. There are many ways local governments can create special districts or define specific areas for redevelopment that best meet the areas' needs.

### **Introduction and Overview of South 8<sup>th</sup> Street**

Amelia Island has been a desired location for tourists since the early twentieth century (Hicks, 2007). People are drawn to the beautiful beaches and vibrant river, offering a variety of recreation, sporting, and fishing opportunities. This surge of tourism to the area over the years has transformed the City of Fernandina Beach into a booming, small beach town. Amelia Island has a remarkable history that contributes to the tourism activity and drives many cultural events.

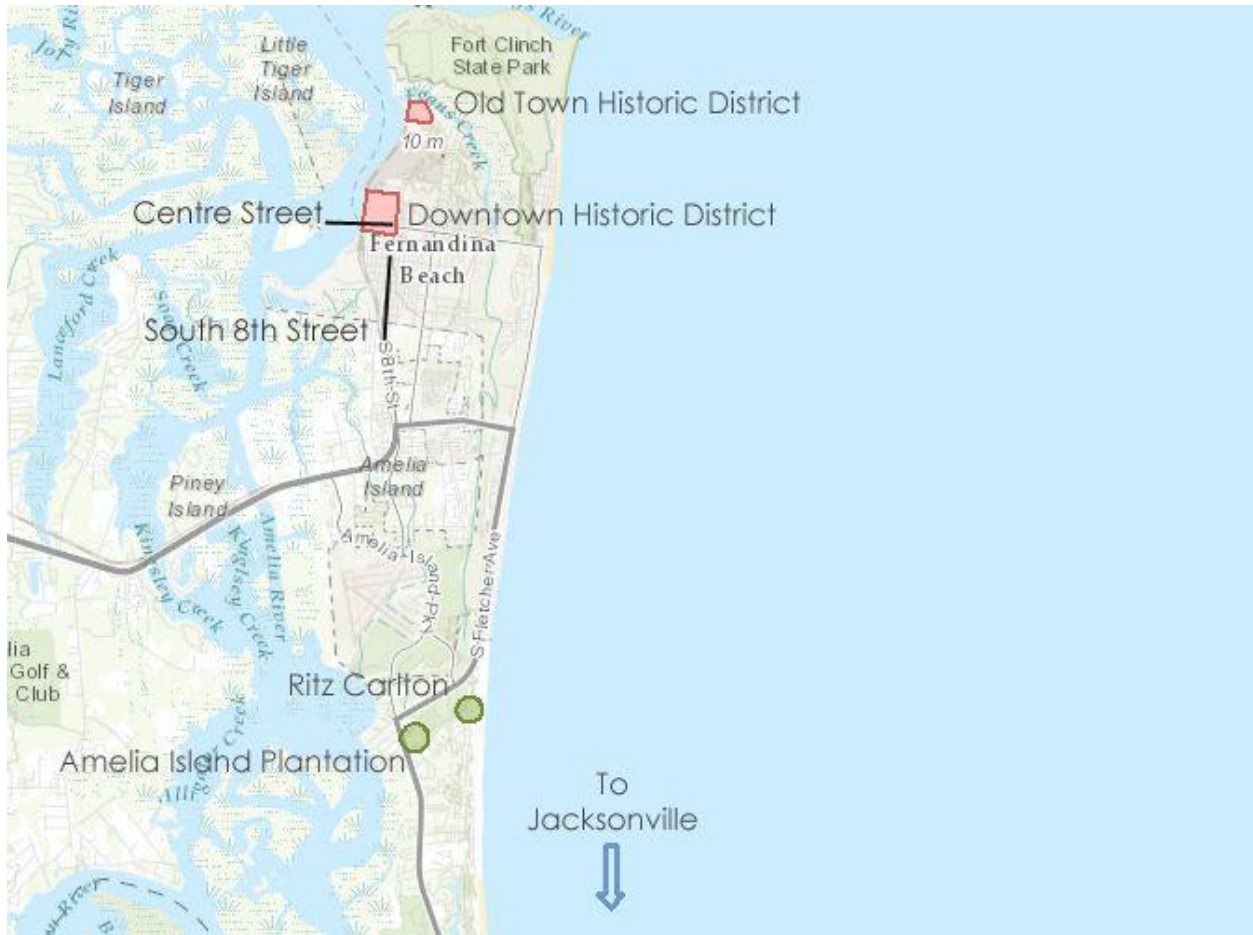


Figure 2-1. Overview of Fernandina Beach

Eighty flags have been flown over Amelia Island since the original French Settlement in 1562; most notably the Spanish rule. The current Old Town Historic District, dating from 1811, has retained the original Laws of the Indies plat and was the last town platted to this celebrated design (Hicks, 2007). The activity center shifted from Old Town about two miles south to Downtown due to the port activity and the introduction of the railroad in the 1900s (Hicks, 2007). After a slight economic decline in the early 1900s, the introduction of new trade- paper mills and the shrimping industry- revolutionized the Island.



Figure 2-2. Photo of the second home of Major Duryee and was demolished to build a gas station in the 1950s. Source: Hicks, 2007



Figure 2-3. Photo of the site today



Figure 2-4. South 8<sup>th</sup> Street at Date c. 1950. Source: Courtesy of the Amelia Island Museum of History

Centre Street, the core of the downtown area, served as the city's major shopping district for the majority of the mid-twentieth century and was supported by South 8<sup>th</sup> Street. At the peak of the automobile revolution, there were Chevrolet, Ford, and Oldsmobile dealerships located within a mile of each other along South 8<sup>th</sup> Street, and thus gas stations and repair shops followed. In addition the corridor supported light manufacturing businesses and a few grocers and dry goods shops. Jeffery Bunch, a long-time 7<sup>th</sup> Street resident and former Lowe's Grocery employee, recounted in our interview memories of mill workers grabbing cigarettes from the nearby gas station and lunch from Lowe's (no longer in business) on 8<sup>th</sup> Street (Bunch, 2012). Until the late 1970s, there were still businesses (a pharmacy and a grocery) along Centre Street downtown and the 8<sup>th</sup> Street corridor that were reminiscent of its prime.

The tourist presence was amplified by the development of the Amelia Island Plantation Resort in the 1970s and the Ritz Carlton Amelia in the 1990s (Hicks, 2007). With new seasonal and full time residents on the island, the growth began redirecting

from the downtown area closer to the resort development and into the county (Bunch, 2012). In our interview, Bunch described the impact the first commercial “shopping strip” had on the community when it was built in 1974. The new shopping center, located on 14<sup>th</sup> Street, was convenient for auto traffic since it eliminated driving around tiny blocks downtown for a parking spot, and for the shopper, as well, due its close proximity to residential neighborhoods (Longstreth, 1998). Decentralized shopping centers “profoundly affected both the shape of the land and the routine patterns of social interaction” (Longstreth, 1998, p. xiii). This new shopping center on 14<sup>th</sup> Street was the first of many new strip and large-scale commercial developments in Fernandina Beach that led businesses and patrons away from the residential commercial corridor of South 8<sup>th</sup> Street. A variety of small businesses and home repair shops recently located along the corridor, but only a few of the businesses have been in operation for a substantial period of time.

### **The Context of the City of Fernandina Beach**

Fernandina Beach has evolved over the years from a small, industrial beach town into a prime tourist destination with a growing population. The city is located in the north half of Amelia island, approximately 40 miles from Jacksonville.

Table 2-3. Census Information for Fernandina Beach

Demographic Information			
	2000	2010	
Population	10,549	11,487	Increase of 8.89%
Median Age	50		
Median Income	\$53,231		
Households	7,064		

Source: U.S. Census Bureau. (2012)

The South 8<sup>th</sup> Street corridor is a federal highway and is also called A1A or SR-200. A formerly prominent highway, A1A is no longer a major route for travelers along Florida's east coast. Most travelers arrive at Amelia Island via SR-200, an exit off of Interstate-95. This fifteen-mile drive to the island goes through several small Nassau County cities. Since 2005, this area has seen a radical increase in commercial, big-box development. This new development includes a Target, Publix, T.J. Maxx, and others, with signs posted advertising Phase II development soon. As this area has grown, there has been a noticeable impact on large commercial retailers in Fernandina Beach and several have been forced to close (Bunch, 2012).

As a beach town, there is a degree of seasonality to consider regarding the necessary uses available in Fernandina Beach. The summer brings many tourists, with the annual Shrimp Festival alone attracting over 150,000 people to the island the first weekend in May (Capuzzo, J. P., 2009). Attractions and destination districts on the island include the Historic Downtown District, the Old Town Historic District, Fort Clinch State Park, and of course, the beach and river areas.

Major corridors and shopping districts in Fernandina Beach include Centre Street Downtown, Sadler Road in central Amelia Island, and the South 8<sup>th</sup> Street Corridor that leads to Downtown. The majority of tourists and summer residents arrive via I-95 and use SR-200 to arrive on the island. This corridor contains numerous gas stations, auto repair shops, and a variety of retail uses that meet the needs of county residents and tourists arriving for vacation.

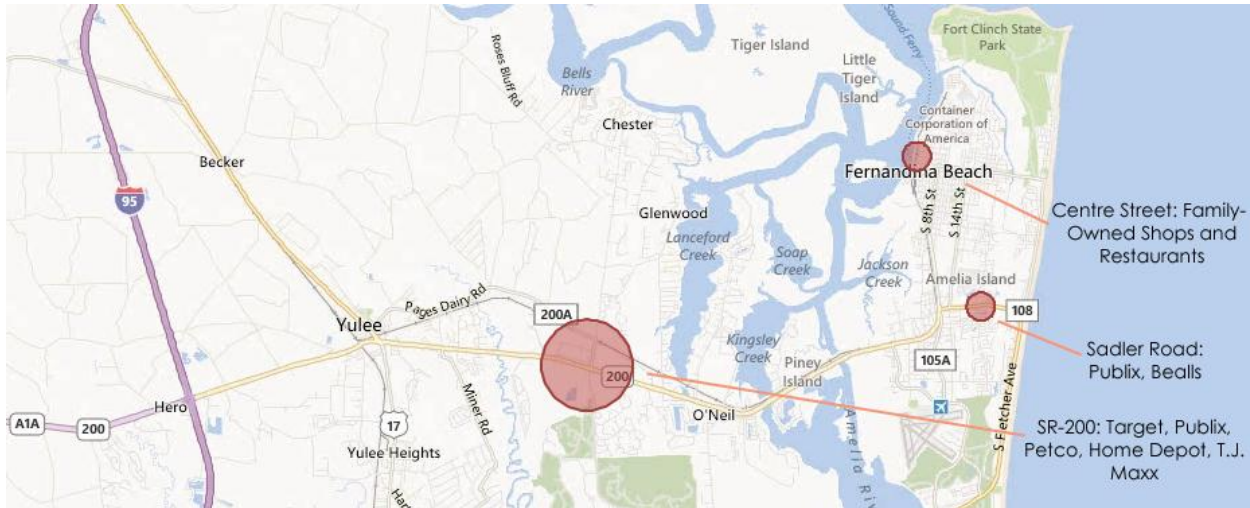


Figure 2-5. Fernandina Beach Corridor Uses

The South 8<sup>th</sup> Street corridor has experienced no noticeable influx of new uses or activity in the past decade (McCrary, Burke & Gibson, 2012). This corridor has remained an auto-centric thoroughfare for the City with a variety of commercial, automotive, and office uses (see Figure 4-2). In the mid-twentieth century, this corridor was home to three car dealerships, a variety of auto repair services, a furniture store and dry goods shops (Bunch, 2012). These uses suited the City in the 1950s, but the current lack of activity is deterring this corridor from contributing to the economic development and overall urban design of the City of Fernandina Beach. Currently the corridor is defined by its inconsistent businesses and non-conforming uses.

**Legend**

**South 8th Street Land Uses**






- |  |   |   |  |   |                                 |
|--|---|---|--|---|---------------------------------|
|  | State and Locally Owned Properties                |  | Shopping Centers, Personal Offices, Retail Shops |  | Parking Lots                    |
|  | Repair Shops, Service Stations, Auto Repair Shops |  | Restaurants and Bars                             |  | Multi-Family less than 10 units |
|  | Churches  |  | Vacant Commercial, Residential, Institutional    |  | Wetlands, sewage, or wasteland  |
|  |   |  | Light Manufacturing                              |   |                                 |



Figure 2-6. Current Land Uses on South 8<sup>th</sup> Street

**The Current Role of 8<sup>th</sup> Street**

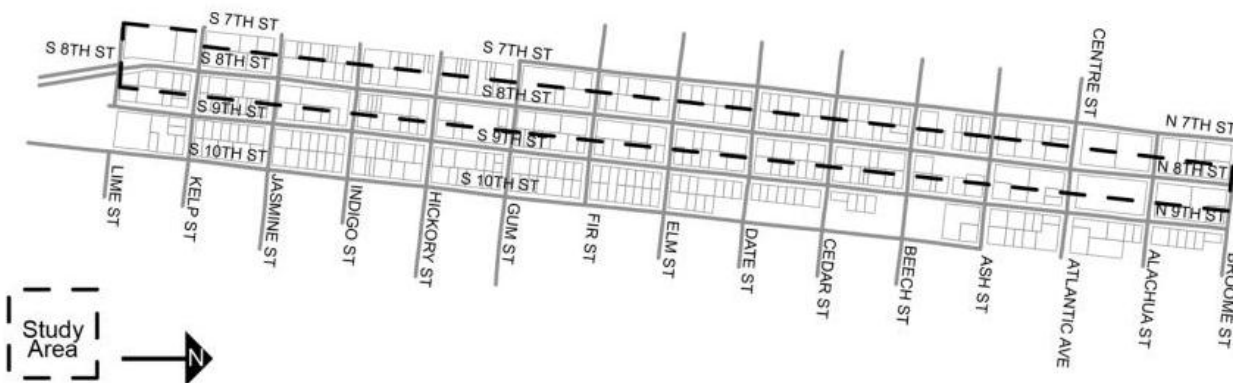


Figure 2-7. Map of Study Area Boundary

For residents and visitors to Amelia Island, South 8<sup>th</sup> Street serves as the introduction to Fernandina Beach proper. The line dividing the unincorporated county land and the city limits begins at Lime Street. The study area boundary for this thesis and the recommended boundary for the future redevelopment area is identified in Figure 4-3. South 8<sup>th</sup> Street is the primary corridor leading to the two historic districts,



the Downtown Historic District and the Old Town Historic District, the port and marina, and the mill and factory area.<sup>4</sup>

Today the downtown historic district is characterized by its late 19th and early 20th century architecture, quaint shops, art galleries, and restaurants. With its historic fabric, this area is extremely pedestrian friendly and walkable. Meanwhile, South 8<sup>th</sup> Street evolved over time from a mostly residential corridor to incorporate more commercial and automotive uses (Sanborn Map Company, 2916). The older buildings are designed with front parking lots, uninviting storefronts, and very few pedestrian amenities other than sidewalks. The buildings along this corridor vary in condition and architectural character. Twenty-one of these properties are included within the boundary of the Historic District, and six additional properties are considered historic due to their age.

In late 2012, 25.9% of the parcels along this corridor were vacant, for lease, or for sale.<sup>5</sup> The structures along this corridor are notorious for marginal, inconsistent uses and being leased to businesses that are ultimately unsuccessful (Bunch, 2012; McCrary, Burke & Gibson, 2012). Services & Trades uses and Offices & Personal Services land use categories make up a little less than half of the uses along the corridor. The majority of the patrons of these businesses probably arrive by car, carry out their business in the establishment, and then go on to their next destination; whereas the uses along Centre Street downtown promote patrons parking once and

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<sup>4</sup> Please see Figure 2-1 for an overall map of Amelia Island and the relationship between Centre and 8<sup>th</sup> Streets.

<sup>5</sup> See Appendix A for a listing of all properties that are for sale, lease, or vacant.

then walking between the shops and cafes. South 8<sup>th</sup> Street has the potential to shift from being simply the route to downtown to being a unique destination in and of itself.

### **Past South 8<sup>th</sup> Street Redevelopment Efforts**

The City of Fernandina Beach has seen a rise in the tourism economy and new development throughout Amelia Island, as well as the decline of certain areas and a decentralization of activity. The South 8<sup>th</sup> Street corridor is one of these problem areas, and its redevelopment has been a matter of discussion for over 15 years (McCrary, Burke & Gibson, 2012). The most recent efforts to generate redevelopment opportunities occurred in 2004. The City's planning documents included three documents from the previous South 8<sup>th</sup> Street redevelopment efforts: preliminary research for creating an overlay district, a spreadsheet existing conditions of South 8<sup>th</sup> Street properties and a Planning Advisory Board report calling for a South 8<sup>th</sup> Street Overlay District.

The report completed by Lupita McClenning, Fernandina Beach city planner, in April of 2004 for the Planning Advisory Board calls for the designation of 8<sup>th</sup> Street as an Overlay District that will provide special guidelines for future development, site planning, and other amenities. The four goals proposed are as follows:

1. Create an entrance that announces arrival and sets the tone for the City;
2. Establish an attractive and inviting entrance to the City in order to form the basis for positive impressions and perceptions of the community;
3. Avoid inappropriate development that would result in incompatible uses or design; and
4. Encourage site planning and design that are sensitive to the newly created unique gateway district (McClenning, 2004, p.2).

This brief document outlines the future ordinance and design guidelines, specifically signage. Other documents found relating to the 2004 planning initiative included a listing of properties and photos of problem areas along the corridor. The issue was tabled in 2004 in order to address more imminent problems. The City's planning department, the Community Development Department (CDD), realizes now more than ever that this area needs improvement, and the redevelopment of South 8<sup>th</sup> Street is currently at the forefront of their goals.

### **Summary of Literature**

Ultimately, redevelopment projects are initiated as a result of declining market capital, physical inefficiencies, and other undesirable community conditions. No two study areas are alike and the redevelopment initiatives should be equally unique. Florida's growth management policies, local government comprehensive plans, public opinion, and political power players all have a significant impact on the redevelopment planning process and pose potential challenges and opportunities. The success of redevelopment plans relies on the collective cooperation of municipal entities and property owners throughout the integration of the redevelopment strategies.

Applying creative placemaking and the creative city thesis with traditional redevelopment, development, and land-use planning regulatory tools has the potential to deeply impact revitalization efforts (Markusen, 2006). There are a variety of regulatory tools the City of Fernandina Beach can choose to implement during the redevelopment of South 8<sup>th</sup> Street. The ensuing chapter describes the methodology employed to derive the standard best practices and creative strategies from four corridor redevelopment plans and contains real-world applications of the strategies defined in this review of literature

## CHAPTER 3 ASSESSING REDEVELOPMENT STRATEGIES: A COMPARATIVE CASE STUDY

This thesis assesses and identifies the most appropriate redevelopment options for South 8<sup>th</sup> Street in Fernandina Beach, Florida. Traditional public redevelopment methods (i.e. Tax Increment Financing and Business Improvements Districts) are effective in funding the redevelopment efforts for an under-performing area, but this thesis questions what additional strategies should be considered based on the existing assets of the community. To identify the strategies that best fit the South 8<sup>th</sup> Street study area, a methodology was developed that consisted of observation, stakeholder interviews, a review of Fernandina Beach planning documents, and a collective case study analysis of best practices. This chapter clarifies the methodology, the selection of case studies, categories of evaluation, and indicators for best practices. This chapter concludes with an overview of the four case studies.

### **Methodology**

A collective case study analysis was used to explore the redevelopment plans and strategies employed by other cities for their distressed corridors and neighborhoods in order to make effective recommendations for the thesis study area. This analysis identifies if or how these communities utilized their cultural resources and neighborhood character to guide revitalization planning and any similarities they might share with the Fernandina Beach study area to indicate best practices. Case studies rely on evidence, data, and history to examine a phenomenon (Yin, 1981). The case study methodology provides the best approach for answering these questions:

1. How do cities utilize their creative resources, assets, and existing character to successfully redevelop blighted corridors?

2. How can Fernandina Beach best revitalize the South 8<sup>th</sup> Street Corridor economically and physically?

Contextually, the redevelopment motivators vary between the four cases due to their geographic locations and their site-specific social and economic conditions. The collective case study strategy allows for theory building and the establishment of a common explanation between cases (Yin, 1981). This strategy allows the researcher to establish a foundation for outlining best practices through the identification of cross-case patterns through a series of assessment tables in the appendix.

The researcher first explains each case study separately and then provides an analysis characterizing best practices based on the indicators and concepts defined in the review of literature. For the present study, information was gathered through observation, stakeholder interviews, and a survey of Fernandina's redevelopment policies. In addition, the comparative analysis of the four case studies provides insight on the process and context of corridor redevelopment.

### **Observation**

During the summer of 2012, the researcher worked closely with the City of Fernandina Beach to record and evaluate the present conditions of the South 8<sup>th</sup> Street Corridor. During this period of observation, a windshield survey was conducted and problem areas and potential opportunities and challenges were identified. Windshield surveys are a systematic way of assessing communities' needs and conditions (University of Kansas, 2013). During the survey, the current state of each property and detailed notes on the activities along the corridor were also recorded. A listing of all properties' current uses was produced and an assessment of their visual condition, current occupancy, and history was documented. This observation period also included

a thorough examination of Fernandina Beach's Comprehensive Plan and Land Development Code in reference to their redevelopment and growth management policies.<sup>1</sup>

### **Stakeholder interviews**

Community engagement and outreach are central to the redevelopment planning process, as justified by the four case studies presented in this thesis. Addressing the concerns of South 8<sup>th</sup> Street stakeholders, business owners, and neighboring residents is a top priority for the City. Community input will help the Community Development Department meet their goal of redeveloping the corridor as a place that will attract patrons as well as facilitate and sustain business growth (City of Fernandina Beach, 2012) The Community Development Department drafts and regulates planning frameworks, building procedures, and community development in the City.

The interviews performed during this study were merely preliminary exchanges to gauge public interest and concern. The interview questions were created based on the various stakeholder's association with the study area. The divisions included; business owners, long-time residents, realtors, and city officials. Additionally, a short survey for 8<sup>th</sup> Street business and property owners was also created with intention of being distributed at a later point in the redevelopment process.<sup>2</sup>

### **Collective case study analysis**

The author chose four case studies to identify common themes in the planning, process, and context for corridor redevelopment plans in order to assess the most

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<sup>1</sup> The documents produced are available in Appendix A.

<sup>2</sup> The Interview Questions are found in Appendix D and the 8<sup>th</sup> Street Business Survey is available in Appendix E

appropriate redevelopment strategies for the South 8<sup>th</sup> Street study area. These cases were chosen based on their diversity in study area size, history, and existing conditions prior to the redevelopment plan approval. Each of these cities' study areas contains blighted neighborhoods or corridors and the redevelopment of these areas has led to innovative projects and visible progress. Even the most recent case, which began in 2011, is already experiencing notable improvements.

Characteristics associated with these four redevelopment plans were carefully analyzed and organized into a series of tables (referred to as redevelopment plan assessment tables<sup>3</sup>) to evaluate their prior condition, motivators for redevelopment, goals and details of their redevelopment strategy, and the outcomes, if available, of the implemented programs. The information for the redevelopment plan assessment tables come directly from the area's Redevelopment Plan, the related website, or city documents. These tables highlight the contents of each plan. The criteria organized in these tables categorize the general history and objectives of these study areas' strategies in a way that ensures transparency. Beyond the typical categories, the author included criteria to assess each plan's utilization of existing creative capital and cultural resources.

The completed redevelopment plan assessment table was then reviewed and analyzed, noting any similarities to the South 8<sup>th</sup> Street Corridor and the goals of Fernandina Beach's Community Development Department.<sup>4</sup> Indicators to gauge each plan's potential influence on livability and sustainability in the study areas were also

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<sup>3</sup> Located in Appendix F.

<sup>4</sup> The goals of the Fernandina Beach CDD are further explained in Chapter 4. In general, these include establishing an overlay district to guide new development, incentivize reinvestment in the area, and simplifying the regulatory process for new developments.

applied as a part of the cross-case analysis. These indicators were derived from an article by Lewis and Donald (2010) on assessing the “creative city” potential of smaller cities by looking at their sustainable and livable characteristics.<sup>5</sup> These indicators and the collective case study comparison led to the formation of five best practice categories that were used to generate recommendations for the future revitalization of the South 8<sup>th</sup> Street Corridor. This analysis is visualized in a table, titled Analysis of Redevelopment Best Practices for the South 8<sup>th</sup> Street Corridor,<sup>6</sup> and further explained in the analysis of best practices section of this chapter.

### **Selection of Case Studies**

The four case studies examined in this thesis include Gaines Street in Tallahassee, Florida; the North Federal Highway in Delray Beach, Florida; H Street Northeast in Washington D.C.; and the Fairfax Boulevard/George Street Corridor connecting Ranson, West Virginia and Charles Town, West Virginia. These plans were chosen based on their variety in location, population, and study area redevelopment goals. Additionally, these four redevelopment case studies are primarily focused on blighted corridors and had a detailed planning document that could be used for analysis.

The two Florida examples were selected to compare the variation in redevelopment plans under the States’ Community Redevelopment policy framework. Each of these corridors relies heavily on the City’s Community Redevelopment Agency for implementation, but their motivators are very different. The 2001 Gaines Street Corridor Plan was instigated based on economic stagnation over the past decade and

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<sup>5</sup> The Indicators derived from Lewis and Donald’s (2010) article are found in Appendix B.

<sup>6</sup> Located in Appendix G



the potential of this corridor to be a prime connector for the City's two universities and State Capitol Complex. The 2001 Gaines Street plan incorporates a large amount of capital improvements to jump start redevelopment, while the North Federal Highway revitalization relies on private redevelopment stimulated by CRA incentives and programs outlined in the plan. Given that the context for each case is considerably different, using a collective case study methodology was suitable for this thesis (Yin, 1981).

Irrefutably, the most unique of the four case studies is the H Street Northeast corridor in Washington D.C. due to its location in a major urban area. The H Street NE Strategic Development Plan is well funded and supported by the local government and includes details for existing incentive programs not offered in the smaller city examples. The Ranson and Charles Town plan relies on roadway and infrastructure improvements to redevelop the thoroughfare connecting the two cities and builds upon the cities' new sustainability initiatives.

The need for redevelopment is inevitable in healthy, evolving cities. Since there are no blanket solutions for redevelopment, it is beneficial to consider the strategies utilized elsewhere. The design of the evaluation tables categorizes each plan and through a cross-case analysis, provides insight into redevelopment best practices.

### **Selection of Categories and Indicators**

The tables are divided into four separate categories for data collection: Background, Demographics, and History; Redevelopment Plan Objectives and Elements; Cultural and Creative Resources; and Progress. These categories were chosen based on the typical pattern of blight and the redevelopment process as defined in Chapter 2 (Blaesser, 2008; American Planning Association, 2004; Breger, 1967). The

variety in these four case study areas resulted in an interesting mix of redevelopment tools, organizational and agency involvement, leadership, and funding sources.

Indicators were drawn from Lewis and Donald’s (2010) rubric for assessing the “Creative City Potential” of smaller cities and were codified by the author in table 2-1. Lewis and Donald’s (2010) research concluded that sustainability and livability are appropriate gauges for determining if a small city is a good fit for creative development.

Table 2-4. Creative City Indicators based on Lewis and Donald (2010)

Livability	Sustainability
Education	Security of Jobs, Homes, and Services
High Quality schools	ENVIRONMENTAL SUSTAINABILITY: Green Policy
Climate	Ecological Security
Authentic or Unique Natural Environment	SOCIAL SUSTAINABILITY: Reducing Crime
Authentic or Unique Built Environment	Promoting the harmonious evolution of a civil society
Preserved Green Space	COMPACT DEVELOPMENT:
Artistic Spaces	Multiple land uses/mixed use
Imaginative Streetscapes and Landmarks	Multiple amenities
Recreational offerings	Pedestrian connectivity
Good city services	Walking and biking
Basic needs offered (mundane activities)	Active street life
Participation culture	Markets
Condition of housing	Mixing Commercial and Recreational Life
Housing Affordability	Ease of Commute
Investments in Technology	Ease of Communication

Source: Adapted from Lewis & Donald, 2010

This list of indicators includes factors present in cities that make them more livable and sustainable, or as applied in this thesis, the redevelopment strategies and tools that lead to a more livable and sustainable corridor, making it more appealing to creative commerce. The assessed redevelopment plan strategies that correspond with these indicators are bolded in the tables and clarified in the analysis section of this chapter. Additionally, the similarities and alignment of redevelopment objectives between the four case studies and the South 8<sup>th</sup> Street study area are also used as indicators. These indicators identify models of best practices, guiding the recommendations to make the redevelopment of the South 8<sup>th</sup> Street Corridor more livable, sustainable, and creative.

Redevelopment offers a prime opportunity for cities to generate or reestablish a sense of place and highlights existing cultural and historic assets. The American Planning Association's (2004) guide on redevelopment states "The perception of redevelopment as a tool for economic development, rather than a part of a comprehensive strategy for promoting physical revitalization and financial reinvestment, has wide-ranging implications for how the redevelopment process functions" (p.2). With the opportunity to draft a redevelopment plan for the South 8<sup>th</sup> Street Corridor, all measures should be taken to ensure the long-lasting improvement in the vitality of the street. The Fernandina Beach Community Development Department's goal is to reestablish the corridor as a desirable commercial district and encourage economic activity among the businesses by simplifying the permitting process and incentivizing the area for new development. This comprehensive objective necessitates planning for both the economic development and physical redevelopment of the corridor while

considering what is best for the City as a whole. Economic distress is a result of blight and is mitigated through various financial incentives, guidelines, and regulatory tools incorporated into redevelopment planning.

One economic development concept is Richard Florida's (2012) creative class theory. In short, his theory is based on a large creative class presence in the population making a place more economically successful than one without a large population concentration of creative types. Florida and his research team developed a "Creativity Index" to rank metro areas' creativity, which is the basis for his many books and studies. This index is generated through data analysis of each city's Talent, Tolerance, and Technology; or the "3T's" of economic development as it is often called. The variables included in this index are highly specialized and are becoming a widespread measure for regional economic potential (Florida, 2012).

The lesser-known "Fourth T" of economic development stands for territorial assets, or the "unique set of characteristics that defines a place and makes it attractive"- the quality of place (Florida, 2012, p.280). As previously stated in Chapter 2, everyone benefits from quality improvements and transformation in a city, not just the creative class. Over the past decade, aspects of these theories have been introduced into revitalization planning, and the presence of creative development and placemaking in redevelopment has increased (Zimmerman, 2008). In 2006, the Creative Class Group (CCG), led by Richard Florida, and the Knight Creative Communities Initiative set out to develop "community transformation initiatives" in three catalyst communities that would utilize and build their creative class and "expand the (regions') Four T's" (Stern and

Steifert, 2008, p.5). Further examination of this initiative is included in this chapter, as one of these community catalysts was Tallahassee, Florida.

As technical and respected as Florida's creative capital model may be, it works best in large cities and tends to marginalize smaller ones (Lewis and Donald, 2010). His model has been a popular and effective driver in creative development, but the Canadian study by Lewis and Donald (2010) fills the gap for small cities to gauge their creative city potential. Small cities, like Fernandina Beach, are at a disadvantage due to their lower concentration of economic and social attributes when compared to the high concentration and diversity of desirable characteristics found in larger cities. Lewis and Donald's (2010) rubric focuses more on the sustainability and livability of a city, making the "Three T's" of Florida's approach secondary. The building blocks to a sustainable and livable place, as defined by Lewis and Donald (2010), are used as gauges to assess a city's creative potential.

This assessment of best practices of redevelopment was expected to yield basic information on common tools and strategies specified in redevelopment plans, as well as strategies unique to each study area. Each case study in this chapter is summarized individually to identify distinctive plan elements and outcomes. The majority of the plan details are recorded and organized in the redevelopment plan assessment tables located in the appendix. Concluding this chapter is the overall analysis of best practices and creative redevelopment strategies.

### **Case Study I: Gaines Street, Tallahassee, Florida**

#### **Overview**

In the early 1900s, the Gaines Street Corridor served as a prominent industrial corridor for the City of Tallahassee. Along the corridor, two distinct neighborhoods

evolved around the CSX railroad, government buildings, and Cascades Park. Despite Gaines Street's connectivity to Florida State University, Florida A&M University and the Capitol Complex, the corridor has been in steady decline since the 1950s (Wallace Roberts & Todd, LLC Planning, 2000). This decline is marked by poor pedestrian and vehicular access, brownfield areas, and zoning weaknesses throughout the corridor.

For the past two decades, the Gaines Street Corridor has been where the "City is responding creatively and boldly to the community's aspirations for a high quality gateway to the Capital City" (Wallace Roberts & Todd, LLC Planning, 2000, p.1). The Gaines Street Revitalization Plan was created in 2000 to organize the goals of the City of Tallahassee, business owners, and the public regarding the Gaines Street Corridor. Their vision was to revitalize the existing corridor for "residential, commercial, and cultural uses" and establish a sense of place (Wallace Roberts & Todd, LLC Planning, 2000, p.1). The implementation tools were carefully created and chosen in order to properly utilize the existing space and meet the objectives of the plan.

In 1997, a charrette for the Gaines Street plan yielded information on the corridor's history and a visioning plan for the area. This vision plan served as a framework for the recommendations and policies. The Gaines Street Vitalization Committee (GSVC), appointed by the city commission, and consultants worked together to create the *Gaines Street Revitalization Plan*.

### **Plan elements and strategies**

*The Gaines Street Revitalization Plan* is divided into the following sections:

1. Existing Conditions and History of the Corridor
2. Proposed Future Land Use Plan for each sub-district neighborhood
3. Development Standards and Design Guidelines

4. Implementation Concepts and Scenarios including long range and short term objectives (Wallace Roberts & Todd, LLC Planning, 2000)

The 2001 *Gaines Street Revitalization Plan* called for a new urban zoning district to promote mixed-uses along the corridor and developed higher design standards for infill development. The development standards and design guidelines are to be implemented in conjunction with the other elements of the plan and are an “incentive-driven alternative” to the existing zoning and regulations (Wallace Roberts & Todd, LLC Planning, 2000). The plan contains one major capital investment and land use change with the creation of the Cascades Greenway. This project will expand Cascades Park into a greenway through open space acquisitions and easements. The plan suggests this preservation of green space will be the focal point of the corridor and enhance the value of current and future developments. The plan states that most of the redevelopment efforts will be attainable through the implementation of the new zoning code, however the University Village area and the Cascades Greenway Corridor will require much more support. The plan cites market and economic feasibility studies that were used to develop the proposed projects and preservation efforts associated with the redevelopment. The plan provides a detailed implementation strategy that once adopted requires CRA involvement,<sup>7</sup> City cooperation, and the creation of a coordinating structure to ensure the application of this plan and uphold the goals of the stakeholders.

### **Community Redevelopment Agency**

The Gaines Street corridor is included in the *Downtown District Community Redevelopment Area*. The projects included in the redevelopment plan rely on the CRA involvement for funding, tax incentives, bonding authority, and land assembly. The

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<sup>7</sup> The Gaines Street Revitalization Plan was approved in 2001.

Community Redevelopment Agency for the City of Tallahassee was created in 1998 and is primarily funded by Tax Increment Financing. For the FY 2011, this district was funded through the TIF payments from Tallahassee and Leon County, as well as receiving “one-cent of the tourist development tax collected and held by the county for projects directly related to the proposed Tallahassee Performing Arts Center” (City of Tallahassee Community Redevelopment Agency, 2011, p.3). During FY 2011, the CRA spent or approved “approximately 8.7 million in current, prior and future fiscal year funds” for prospective projects and operating expenses (City of Tallahassee Community Redevelopment Agency, 2011, p.3).

The Gaines Street Corridor has experienced major improvements since the plan’s adoption in 2001. Over the past six years there has been an increased interest in redevelopment along the corridor. The cultural and creative resources in Tallahassee, combined with the transformation of Gaines Street, have led to several redevelopment initiatives beyond the scope of the original plan.

### **Knight Creative Communities Initiative**

The Knight Creative Communities Initiative (KCCI) was “built on an innovative theory of economic development” that incorporates the creative class concept of Richard Florida (Stern, M. J., & Seifert, S. C., 2008, p.2). In 2007, the KCCI selected three catalyst communities to take part in their pilot study that included a two-day seminar in which KCCI and the Creative Class Group (CCG) volunteers led citizens in planning activities. The seminar resulted in the planning of several projects targeted towards stimulating the study areas’ creative and innovative economy. Tallahassee was chosen due to its highly educated, young population, as well as its unfortunate “economic stagnation” in recent years (Stern, M. J., & Seifert, S. C., 2008, p.2).



The outputs of the seminars and work sessions would create programming that the participants would implement in the community and lead to a change in the behaviors and skills of the participants regarding creative development. The overall target input was to instill a “long-lasting systematic change” in the participants in order to facilitate innovative means for economic development (Stern, M. J., & Seifert, S. C., 2008, p.6). The opinions on the effectiveness of the seminars across the catalyst communities were mixed, with most of the negative opinions focusing on the impracticality of the short-term outcomes. Many of the programs and products planned during the workshop would take years to fully develop and fund.

However, in Tallahassee, community leaders exceeded their goals during the workshop and several of their projects came to fruition (Stern, M. J., & Seifert, S. C., 2008). The products that evolved from the three<sup>8</sup> teams were The Tallahassee Film Festival, *Greenovation* sustainability efforts, and *Get Gaines Going*. The goal of *Get Gaines Going* was to establish a portion of Gaines Street as a cultural corridor. The planning stage of the cultural corridor was complete within a year of the KCCI event, and long-term goals relating to arts development were drafted. In the evaluation of the KCCI catalyst communities (2008), an excerpt of a participant’s follow-up questionnaire stated that *Get Gaines Going* may take credit for the work being done on Gaines Street, but most of the progress was slated to happen long before the KCCI initiative.

### **ArtSpace and Cultural Events**

Prior to the KCCI event, the Council for Culture and Arts (COCA) in Tallahassee and Leon County received a \$375,000 grant from the Knight Foundation to create a

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<sup>8</sup> There were originally 4 teams, but the “Jump Start Plan X” group never fully committed on a project.

90,000 square foot arts incubator on the Gaines Street Corridor with the help of the ArtSpace organization. The Council for Culture and Arts conducted an in depth feasibility study in 2006 with market, financial, and leadership analyses to provide data to support Tallahassee's need for an arts campus. The details are as follows:

- Strong, existing artist community with studio and workspace nearby;
- Community support for cultural development, including plans for a New \$100 million performing arts center;
- Lack of arts meeting spaces and arts related businesses;
- Missing link between the universities' and the city's arts communities;
- Potential to rebrand the city as an "arts friendly" community; and
- Many local, nationally-renowned groups do not have adequate meeting space (The Council on Culture and Arts, 2006, p. 7).

The Art-Tech Hub, as it will be called, will be completed soon. This structure will set a standard for sustainability and green building for the region and provide 50 affordable loft apartments. The Hub will also include live/work artists' studios, performance and exhibition space, and several retailers and restaurants to cater to the community's needs (Art-tech Hub, n.d.). In 2011, local volunteers and the Tallahassee Roller Girls launched the first Gaines Street Fest. Vendors, shop owners, and local bands collaborated to entertain 2,700 people (Fernandez, 2012). The most recent festival, held in September 2012, had over 80 bands perform in Gaines Street venues.

Currently, the CRA is actively involved with the redevelopment of the Gaines Street Corridor. Several developments have utilized the CRA's incentives, including the Marriot Residence Inn. Community Organizations, non-profits, and a low-income housing project have also received substantial support from the CRA (Williams, 2012).

## Conclusion

### Opinions

An article written for the *Tallahassee Democrat* (2008) speaks attests to the good intentions and endless possibilities of the ArtSpace project. The author interviewed several Tallahassee professionals who share similar feelings toward the future live/work arts space. “There’s no denying the arts have economic value... but’s it’s a little more amorphous to count”, said the City’s Director of Economic Development” (Ensley, G., 2008, p.1). Ken Van Assenderp, a local attorney was quoted, as well, saying:

We are a brainpower town. That’s our asset. The failure to understand who we are means we don’t know what to do. Once we understand who we are, we’ll know what to do (in pursuing new business (Ensley, G., 2008, p.1).

Karen Brady, Director for Tallahassee COCA clarified the misconception that arts related redevelopment was only for artists “When we say *artists*, we’re talking about people who work with their brains and with their expressions.... The character of this community is its’ creative class” (Ensley, G., 2008, p.1).

The revitalization plan, community input, and cooperation with the CRA provide a detailed framework for the future of this corridor. A writer for *The Center for Participant Education* (2012) noted in a recent article that the “coolest, most unique” part of Tallahassee was the Gaines Street and Railroad Avenue intersection (Williams, 2012). She described the built environment of the city as void of visual expression, but the creative thinking and “progressive” ideas of this particular area made it attractive.

Williams’ (2012) article also points out the negative effects the revitalization efforts have had on some business owners and community residents. With less traffic due to the narrowed roadway, many small businesses’ rents have risen, forcing them to close. The author encourages small businesses and entrepreneurs to utilize the CRA’s

incentives to maintain the community character of Gaines Street, just as the larger developers have been doing for the past years.

## **Outcomes**

Gaines Street has significantly improved since the plans' approval in 2001 and the numerous projects and workshops. Roadway, parking, and utility improvements have been steady since 2009. The funding for the major roadway enhancements came from both the State of Florida and discretionary funding from the Blueprint 2000 plan sales tax extensions (City of Tallahassee, n.d.). All along the corridor new developments have been constructed and redevelopment projects continue to be planned utilizing the CRA incentives. Perhaps the most impressive improvements for the street revolve around the future Art-Tech Hub area. This neighborhood in Tallahassee is attractive to the creative class and university students. The ongoing reinvestment in this area may encourage them to stay in the City and attract others to relocate along the corridor. Studies and evaluations of the Gaines Street Revitalization Plan and other initiatives will be very helpful in deciding if these strategies and projects were the best approach for the corridor. Currently, it seems as though the creative corridor is just what Tallahassee needed.

## **Case Study II: The North Federal Highway, Delray Beach, Florida**

### **Overview**

Until the 1970s, the North Federal Highway through Delray Beach, Florida served as a prime route for travelers heading to South Florida for vacation. Small motels and shops were busy and profitable due to tourist activity, as were the many gas stations and automotive repair shops. This all changed after the completion of the Florida Turnpike and I-95 in the 1970s. The corridor was no longer the preferable route to

South Florida. Many businesses were forced to close, leaving vacant buildings along the North Federal Highway. Throughout the subsequent decades, these vacant motels and shops were centers for criminal activity. With the City of Delray Beach almost built-out, there was a need for reinvesting in the existing neighborhoods and commercial structures along the corridor.

The City of Delray Beach Community Redevelopment Agency drafted the *North Federal Highway Redevelopment Plan* in 1999 following a significant reinvestment and redevelopment of the downtown area. The North Federal Highway study area begins at the northern city limits and ends near the Atlantic Avenue, downtown area. The plan states that the positive forces from the downtown reinvestment efforts alone could have caused the North Federal Highway corridor to redevelop on its own without much public intervention (City of Delray Beach CRA, 1999). Therefore, the executive summary of the plan (1999) makes it clear that “it should be the private sector rather than the public sector that is the driving force behind the redevelopment initiative on the North Federal Highway... the role of the public sector is to provide direction, remove obstacles, and promote the area “(p.2).

The Plan was developed over four years by a consulting firm, the city’s CRA, and the community’s input from a 1997 charrette. The City of Delray Beach was supportive of these efforts and adopted the plan in 1999. Prior to the planning process, the City’s Comprehensive Plan and the CRA Community Development Plan found the area to be “declining” and included a description of the blighted corridor. These two documents are consistent with the Redevelopment Plan’s policies. The CRA plays an active role in the revitalization of this corridor and offers several programs for businesses and

developers; a Business Development Program, Site Development Assistance Programs, and a subsidized loan program for façade and interior improvements. The funding for these programs is generated through Tax Increment Financing from redevelopment projects and new developments along the corridor. The *North Federal Highway Redevelopment Plan* was created for the Community Redevelopment Agency and relies on CRA funding and support for the implementation of the various proposals.

### **Plan elements and strategies**

The North Federal Highway Redevelopment Plan is organized into four sections:

1. Introduction to Study Area
2. Existing Conditions and description of the zoning, land use, and future land use in the area that contribute to the “quality of life and development potential of the area”
3. Opportunities and constraints that hinder redevelopment
4. Redevelopment Plan framework and implementation (City of Delray Beach CRA, 1999)

The Plan calls for a more mixed-use, pedestrian friendly design. While the plan encourages private sector reinvestment, the CRA has the power to buy properties (without eminent domain) to resell to an interested developer. The programs and incentives offered by the CRA were designed to stimulate private sector activity.

Overall, this plan addresses the community’s goals for the area and provides detailed strategies for redeveloping the corridor.

### **Traffic and Parking**

The North Federal Highway is a state owned highway that the Florida Department of Transportation maintains and upgrades- a definite strength for the redevelopment area. A major opportunity addressed in the Plan is based on the concurrency for The North Federal Highway. At the time of the Plan’s creation, the

corridor was the most heavily travelled highway in the area with 20,161 average daily trips (ADT), but is well below its capacity of 29,400 ADT (City of Delray Beach CRA, 1999). The city has room to expand commercial and residential activity in this area and still remain within an acceptable concurrency range for the highway.

A common goal for the corridor is to discourage further strip development and typical parking lots along the frontage of the corridor. The retrofitting of these buildings and future developments are to incorporate shared parking and better pedestrian accessibility in their designs. The North Federal Highway's arterial streets are also addressed within this redevelopment plan. Proposed improvements to the street network include bike paths, railroad and neighborhood buffering, the creation of landscape nodes, and other roadway improvements. These improvements would require FEC railroad, City of Delray Beach, and CRA cooperation.

### **Community input**

Early preparation for the redevelopment plan for the North Federal Highway began in 1995 with a series of public presentations to gather feedback from citizens. In 1997, a charrette was conducted under the supervision of the consultant group hired to assist with drafting the plan. The attendees suggested major goals for the revitalization including improving the landscape, preserving the existing neighborhoods, decreasing the distance from the buildings to the street, revitalizing the blighted Delray Swap Shop, encouraging mixed-use development, and exploring traffic calming options. The citizens agreed that the development along this corridor should not compete with Atlantic Avenue, located downtown, but should instead compliment it with more service and business oriented uses.

## **Policy tools**

The current strip development patterns on the street were unappealing to the CRA, the consultants hired to draft the plan, and the citizens. Specific guidelines are mentioned regarding the massing and setbacks for development. To eliminate further strip development, the plan suggests Land Development Rights (LDR) amendments regarding setbacks, building depths, and strategies to promote mixed-use development. In addition to the setback changes, further design requirements are suggested that call for certain building heights, street trees, and reconstructing the failing storm water drainage swales. While the Plan does not directly call for the changing of the Future Land Use Map (FLUM), it suggests using private rezones or a FLUM amendment to allow large-scale commercial development that is otherwise prohibited. The Plan also suggests one minor zoning change that recommends converting the multi-family residential medium density classification to low density to match the surrounding area.

Design Guidelines were recommended to improve the aesthetic condition of the corridor. This highway serves as the gateway to the city and the plan recommends creating a more appealing “Welcome” sign and general gateway improvements. An Overlay District was also created in conjunction with the Plan to allow for light industrial uses in the General Commercial zoning district. In addition to the Community Redevelopment Agency involvement, the Plan also suggests the creation of several property improvement districts to allow separate neighborhoods to act as legal entities to partner with the city to contribute to funding the improvements. A Market Demand Analysis was also conducted to determine the capacity and feasibility for the incorporation of various new uses.



## **Conclusion**

### **Outcomes**

The greatest contributor to the decline of the North Federal Highway was the poor aesthetic condition of the buildings and vacancies along the corridor. At the time of the Plan's adoption, several private redevelopment projects were underway. The Delray Swap Shop was referenced during the charrette as one of the most aesthetically appalling buildings along the corridor. The Swap Shop has since converted to a "public market place" and undergone major parking and façade improvements. These enhancements have contributed to the attraction of new businesses to the site. Several new up-scale residential areas and townhome developments have been constructed, attracting a new customer base to the corridor. Other physical improvements include the creation of a pocket park and streetscape improvements. The downtown revitalization efforts were an unplanned catalyst for the reinvestment in the city and an increase in property values.

### **Case Study III: H Street NE, Washington, D.C.**

#### **Overview**

The H Street Northeast Corridor was a vibrant residential neighborhood in Washington D.C. during the early twentieth century. The street consisted of a mix of urban uses, theatres, shops, groceries, and services. The decline of this corridor began when suburban flight drove out many of its' residents in the 1950s. The H Street NE Corridor was physically and socially scarred by the race riots that followed the death of Martin Luther King, Jr. This demonstration was the climax for the deterioration of this neighborhood. It was not until the 1990s when H-Street began to see a renewed residential interest in the area (Woody, n.d.). With the incoming new residents, also

came the debate over demolishing or reusing “architecturally-distinct” structures. This newfound attraction to living in the city versus the suburbs led the District’s Office of Planning to explore redevelopment options. The leadership and cooperation of the Office of Planning (OP), District Department of Transportation (DDOT), and the Office of the Deputy Mayor for Planning and Economic Development (DMPED) were largely responsible for the success of the revitalization plan and the activities that have occurred since 2004.

The major objectives and community goals of the "Revival: The H Street NE Strategic Development Plan" are summarized in the statement below:

To provide vital information and expert recommendations to help existing businesses grow and thrive on H Street NE; to recommend a realistic strategy for encouraging the reuse of the numerous vacant lots and storefronts on the corridor to create a desirable mix of commercial offerings on the corridor; to assist in determining the public investment needed to improve the infrastructure and physical appearance of the corridor; and to improve the physical and market perception of the corridor to attract shoppers, tourists, residents, visitors and private investors (The District of Columbia Office of Planning, 2004,p.3).

Revitalization goals also included improving pedestrian and transit mobility, increasing housing and mixed use opportunities, and building on cultural assets to enhance the neighborhood for residents and tourists alike.

### **Plan elements and strategies**

The Revival Plan is organized based on four categories: Land Use, Zoning and Development; Retail Environment; Transit, Traffic and Parking; and Public Realm.

These categories are used to arrange the existing conditions, recommended improvements, and implementation in a consistent, easy to use format. This 183-page document provides detailed explanations and justifications for each recommendation

and is universally readable for an interested resident as it would be for a planning professional. The plan sections include:

1. Introduction to the planning process;
2. Key Issues;
3. Planning context, location of corridor and uses, potential private development locations, listing of incentives in D.C. for development;
4. Market Conditions Summary;
5. Retail Environment;
6. Conditions Assessment;
7. Challenges and Opportunities;
8. Vision and Plan Framework;
9. Strategic Development Plan (by subdistricts);
10. Implementation; and
11. Appendix (Market Analysis, Merchant and consumer surveys and summaries, Non-preferred street section alternatives, "Economic Development Incentives in our Nation's Capital" (The District of Columbia Office of Planning, 2004).

### **Leadership and Funding**

The revitalization of H Street Northeast in Washington D.C. included a well-prepared plan and incredible leadership and collaboration. As the director, Derrick L.

Woody (n.d.) states on the corridor's website,

(H Street NE) has set a very high bar for collaboration with a broad base of stakeholders, willingness to think outside of the box or conversely to embrace the uniqueness of each property on the corridor, and ability to build upon a truly compelling history for a new and exciting future (p.1).

The planning process for the revitalization efforts began strong with the creation of the Advisory Neighborhood Commissions and effective networking between multiple agencies and professionals. Together, the Office of Planning and its advisory

committees began a year-long planning process in 2002 entitled “It’s All About Us!!!” that involved over 500 citizen participants (Woody, n.d.). This response, combined with consultant expertise, led to the creation of the revitalization plan and its’ adoption by the D.C. Council in April 2004.

The success of the plan’s strategies led to the 2006 creation of the Great Streets Initiative (GSI) that includes seven corridors in Washington D.C. The GSI was controlled and regulated by District and Federal agencies. The Initiative was developed to use public tools and funding to influence private and cultural investments along the H-Street Corridor. Furthermore, the Deputy Mayor for Planning and Economic Development was able to secure approval for \$16.6 million in development related assistance, loans, and credit enhancements and \$25 million in Tax Increment Financing bonds and notes to support H-Street retail projects (Woody, n.d.). Major H-Street infrastructure improvements were funded by the District Department of Transportation matching federal highway funds.

The plan outlines clear roles for stakeholders, public agencies, and private developers during the implementation period. This portion directly asks the residents to take on an active role in the process and hold the Advisory Council accountable for their actions. It also calls for the H Street CDC to develop and redevelop in accordance with the plan, and the Main Street organization to lead maintenance and safety improvement efforts (The District of Columbia Office of Planning, 2004,).

The local and national designation of H Street NE as a “Main Street” organization contributed heavily to the success of the revival efforts. The Main Street program is a part of the National Trust for Historic Preservation and has been used across the United

States for over 30 years (National Trust for Historic Preservation, n.d.). The proven “Four Point Approach” and other organizational guidelines provide economic development, reinvestment, and community sustainability strategies to blighted commercial corridors that qualify.<sup>9</sup>

As a large metropolitan area, Washington D.C. has many existing incentive programs for housing, traffic enhancements, parking, transit, homelessness assistance, businesses, and street improvements that are not found in many other places in the U.S. An important section of the Revival Plan is the listing of dozens of programs that would directly benefit the H Street NE corridor developers and existing businesses.

## **Conclusion**

### **Outcomes**

During plan implementation, the D.C. Office of Planning gave priority to the pedestrian oriented experience; transit and parking enhancements; and effective and appropriate marketing of the area and its subdistricts (The District of Columbia Office of Planning, 2004). Significant changes have occurred along the H Street NE Corridor in the past decade, the most notable being the District Department of Transportation’s (DDOT) \$53 million streetscape improvements and streetcar system. These improvements combined with the District’s 2006 approval of the rezoning of the corridor (as specified in the plan) led to \$2.5 billion in planned or completed investments along H-Street (Woody, n.d.).

The improvements made over the decade have drawn local investors to the H Street Corridor. An interesting and unusual example can be found with the Miller

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<sup>9</sup> The “Four-Point Approach” used by the Main Streets program includes a combination of promotion, design, economic restructuring, and organization to redevelop blighted commercial corridors.

Brothers, Dan and Ben, who are changing the typical pattern of real estate investments on H Street and beyond. Their concept evolved after questioning how residents could directly invest in their own neighborhood- skipping over the traditional wealthy, high-end investor backing that is standard in urban redevelopment (Badger, 2012). In August of 2012, the brothers created a company called *Fundrise* to allow community stakeholders the opportunity to invest in a property in their neighborhood. The first property they attempted to fund via their crowd-funding platform was a former dollar store they had previously purchased in the H Street NE Neighborhood. After only a few months, over 175 people had gone online to donate \$325,000 to cover building reconstruction and start up business costs for the H Street NE property (Badger, 2012).

This crowd-funding platform has the potential to drastically change the way communities reinvest in their blighted areas. With promise of the corridor's revival Ben Miller stated, "There's this gap where there's tons of people who would love to open a restaurant and lots of guys who'd be happy to lease their properties. But there's a million-dollar gap in between, and who puts up that money is difficult." (Badger, 2012, p.3). Their plan connects residents with their neighborhood's built environment and provides them with the investment power to contribute to the vitality of their own neighborhood. Ben and Dan Miller's long and tumultuous process for creating the community investment tech-company will have a great effect on the H Street NE Corridor and potentially many more blighted neighborhoods.

## **Case Study IV: Fairfax Boulevard and George Street, Ranson-Charles Town, West Virginia**

### **Overview**

George Street and Fairfax Boulevard connect the cities of Ranson and Charles Town, West Virginia. This street was designed as a classic thoroughfare between each city's downtowns, connecting the communities. According to the original nineteenth century town plans and plat, the corridor was once considered a wide, grand space (Hall Planning & Engineering Inc., 2012). During the mid-twentieth century, this two-lane street was home to several large manufacturing developments that have since closed, leaving the corridor scattered with contaminated brownfields. In 2011, the cities of Ranson and Charles Town were awarded the DOT TIGER II planning grant to transform the George Street-Fairfax Boulevard corridor into a *Green Corridor* supported with sustainable infrastructure. The "Green Corridor Revitalization Concept Plan for Fairfax Boulevard and George Street" was created to describe the existing condition of the street and how to achieve the city's goals through design.

The plan targets redevelopment of the brownfield areas and vacant land into a livable space that will provide workforce housing, green space, community facilities, and job centers (Hall Planning & Engineering Inc., 2012). This initiative will encourage economic development and promote a greater quality of life for the community residents. The revitalization plan focuses on creating a more sustainable thoroughfare, a "green corridor" that will increase pedestrian, bike, and transit activity between the cities (Hall Planning & Engineering Inc., 2012).

In 2011, a charrette was held to gather community input. The issues raised were all addressed in the revitalization plan and ranged from the desire for slower traffic

speeds to an increase in mixed-use development. Citizens were mostly concerned with how these changes would affect their abutting property and how the *Green Corridor* would enhance walkability. The goals of the *Green Corridor* plan required minimal policy change and aligned with the City of Ranson's new form-based Smart Code for undeveloped land and the Green Downtown Overlay. One of the policy shifts was regarding the *Green Corridor's* new zoning classification as "Compact Urban" which accommodates multi-modal transportation, smaller blocks, and greater focus on character and functionality of development.

### **Plan elements and strategies**

The planning document drafted by Hall Planning and Engineering (2012) focuses on various design concepts and implementation strategies that will improve the traffic flow and walkability of the *Green Corridor*. The sections included in this plan include:

1. Walkable Urban Design;
2. Context;
3. General Walkable Elements;
4. Design Recommendations;
5. Innovative landscaping and stormwater treatment; and
6. Bicycle Facilities.

This document includes detailed sketches and in depth descriptions of the engineering efforts that are to be completed as a part of the plan implementation.

### **Quality of Life Improvements**

The strategies and design adaptations included in the plan revolve around Ranson's vision to "maintain the quality of life and sense of community for the citizens within the Urban Growth Boundary of the Corporation of Ranson by enhancing



development, maintaining Downtown Ranson, recognizing and protecting the natural resources, encouraging economic growth, and providing new communities facilities” (Hall Planning and Engineering Inc., 2012, p.16). A cornerstone of this plan is the rehabilitation of the historic Charles Washington building into the community transit hub. This adaptive use will provide the citizens increased accessibility to regional rail and bus transportation while utilizing a cultural resource. The plan illustrates a completely reengineered stormwater infrastructure along the corridor that applies innovative sustainable technologies. These civic landscaping improvements will better support tree growth and filter stormwater runoff (Hall Planning & Engineering, 2012).

An article regarding the *Green Corridor* in the EPA’s newsletter defines the two small towns as having a “livable quality of life and a highly-skilled workforce” (Branche, 2009). The cities are about one hour from the Baltimore-Washington D.C. metropolitan area, making them prime areas for professionals wanting to live outside of the city. Each city demonstrates a degree of innovativeness in their new comprehensive plan adjustments to incorporate form-based codes and sustainability initiatives.

### **Collaborations, Partnerships, and Funding**

The cooperation between the two cities is unusual, but exemplifies the proactive spirit of each community’s leaders (Branche, 2009). The City Managers of these two communities recognized they must take a comprehensive approach at repairing the contaminated brownfields in order for developers and residents to reinvest in the area (Branche, 2009). The *Green Corridor* is well funded and supported by the following federal grant programs:<sup>10</sup>

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<sup>10</sup> These grants are still available for application.

- EPA Brownfields Assessment Grants
- The Partnership for Sustainable Communities
- EPA Brownfields Area-Wide Planning Grant
- EPA's Building Blocks for Sustainable Communities Program
- HUD Community Challenge Planning Grant
- DOT TIGER II Planning Grant- with local matching

The EPA Building Blocks for Sustainable Communities grant assistance was instrumental in speeding up the process of planning and implementing the contributing grants in Ranson and Charles Town.

### **Multi-Modal Transportation**

The overarching goal of improved mobility in the *Green Corridor* revitalization project led the planners to employ a strategy of specifying the land use and development patterns first, and the transportation plans second (LU1-TR2). This method allowed this transportation-heavy plan to consider the overall vision for the future land uses as suggested by the citizens and planning professionals. This vision includes improved walkability, varied housing types, restaurants, shops, and civic centers (Hall Planning & Engineering Inc., 2012). Roadway improvements include managing the vehicular speed, improving crosswalk connections and other safety measures, reestablishing the pedestrian scale, on-street parking, wider sidewalks, street trees, and increasing pedestrian amenities.

### **Conclusion**

This unique plan was formed as a result of grants awarded for the redevelopment of the brownfields and sustainability improvements along Fairfax Boulevard and George Street Corridor. The revitalization plan identifies the goals agreed upon during the charrettes and “serves as the preliminary planning and foundational design for the full

engineering design of the corridor“(Hall Planning and Engineering, 2012, p.46). The elements included in the plan are also in the Comprehensive Plans for the cities, resulting in minimal policy conflict during implementation.

In 2009, the American Public University System Academic Center broke ground on a former brownfield site on the *Green Corridor*. Other upcoming plans for the corridor include a LEED neighborhood to be constructed in the place of a former foundry. The *Green Corridor* is in the very early stages of revitalization and will undergo a dramatic transformation within the coming decade.

### **Findings and Analysis of Best Practices**

Five common elements present in these four corridor redevelopment plans represent the five best practices in redevelopment planning. These broad concepts offer a foundation for a series of redevelopment strategies to be determined based on the existing conditions of the blighted area. Using the cross-case analysis, these revitalization strategies can be categorized into the following “best practices”:

1. Studies and analyses to guide strategy development;
2. Civic engagement;
3. Leadership;
4. Transportation and
5. Livability.

These best practices should be considered during redevelopment planning partially due to their positive impact in the four corridor case study areas, but also because their scope reaches beyond redevelopment into good city planning practices. These are evident in each redevelopment plan as a series of strategies, methods, and tools to be used to redevelop the study areas.

These best practices also reflect a similarity in their concern for neighborhood context and existing assets and adherence to the vision of the community. A common objective for the redevelopment methods and strategies throughout these four plans was to create vibrant, sustainable corridors that will attract jobs, patrons, and activities. In the following paragraphs, the five best practices are supported by the strategies and tools adapted in the plan that influenced the overall revitalization of the respective corridors. These five categories further clarify where the four case studies differ in their approaches toward their objectives and why they are considered best practices to guide corridor redevelopment.

### **1. Studies and analyses to guide strategy development**

The four redevelopment plans evaluated for this thesis contained either a chapter or a detailed description of the preexisting conditions of the corridor prior to the plan implementation. Citizens and visitors can easily notice aesthetic conditions, but underlying market conditions or economic hindrances are not as apparent. The inclusion of a conditions assessment is a simple way to record the present state of a blighted area for future reference. The Delray Beach Plan contains a thorough assessment including a listing of all properties, square feet of each property, current land use, assessed value and existing parking (City of Delray Beach CRA, 1999). Both the H Street (2004) and the Delray Beach (1999) plans have data tables that show the existing activity and economic state of the corridors. Other factors typically included are the current zoning classifications; utilities and stormwater condition; traffic and transit networks, and other aspects that contribute to the overall current functioning of the corridor. The H Street NE conditions assessment is a substantial document on its own and is a prime model for other areas to reference.

Additionally, there is merit in conducting a SWOT analysis of the corridors to identify the area's strengths, weaknesses, opportunities, and threats. In all four plans, SWOT analysis was used alongside the existing conditions assessment. Also, each plan references results of market analyses used to generate the strategies and target specific opportunity areas. The H Street NE plan, for example, provides a block-by-block overview of the square footage or lot assembly required for each in-demand use. A general idea of what the citizens want and need (possibly generated from a workshop) can be a good start to exploring redevelopment ideas, but a formal market demand analysis can guide cities and redevelopment professionals toward what types of uses to attract to the area that will facilitate a sustainable economy. These studies can drive public and private developers to build long-lasting structures that will accommodate a variety of uses over the years.

## **2. Civic engagement**

Over the 15-years spanning the four case studies, different methods and technologies have been developed for conducting design charrettes and workshops, but the goal has remained the same. Generating community consensus and informing the stakeholders about the redevelopment process was instrumental to the success of each plan's implementation. The goals and suggestions from stakeholders during charrettes are directly referenced in each plan and were used to establish a vision for the revitalization as a whole. The actual details and records from the charrettes were not included in the plans and therefore cannot be analyzed for specific civic engagement best practices.

### **3. Leadership**

Leadership and collaboration are where the four corridor plans differ considerably. Each of these plans are supported by various levels of leadership that are tasked with implementing and regulating the redevelopment efforts. Determining which level of leadership (community, commercial, nonprofit, city government, cultural affairs, etc.) is right for guiding the redevelopment efforts of a blighted corridor is dependent upon the initiating private sector party (e.g. non-profit organization or local business association) or the City. Private sector redevelopment must abide by the regional regulatory framework but does not have to directly include the local government in their efforts. Each city's bureaucracy is specific to the needs and structure of their jurisdiction. Some cities include redevelopment policies within their comprehensive plans or land development codes, while others draft a specific plan for a blighted area to be overseen by the local redevelopment authority (American Planning Association, 2004).

The Gaines Street Corridor Revitalization plan was created based on the "City's recognition of the economic potential of the area" and its' prospective contribution and support to the nearby Universities and the State Capitol Complex" (Wallace, Roberts & Todd, LLC Planning, 2000, p.1). The implementation of the plan called for support from the Community Redevelopment Agency, and the commission appointed the Gaines Street Vitalization Committee. These municipal groups assist in the execution of the plan. The Gaines Street Corridor plan also called for various FDOT studies and consultant led workshops and charrettes to develop strategies for the plan. Other initiatives have been inspired based on this plan and the cities' commitment to the corridor's revitalization.

Prior to the creation of the Art-Tech Hub, the ArtSpace organization conducted a feasibility report assessing Tallahassee's capacity for sustaining a large arts development project. Stated in the report was the following, "We cannot over emphasize the importance of leadership in making a project come to fruition" (The Council on Culture and Arts, 2006, p.6). ArtSpace is a highly reputable developer for arts centers, but cannot simply lay the groundwork for a project and walk away. As a part of their leadership analysis, the group met with a focus group of commissioners, the City Manager, and the Economic Development Director to discuss the potential funding sources for this project. Possible resources came from federal grants, existing TIF funds, enterprise zone creation, and new market tax credits (The Council on Culture and Arts, 2006).<sup>11</sup> In the case for extremely expensive developments or major capital improvements, the presence of strong leadership and collaboration are vital.

The Delray Beach Plan encouraged minimal public sector intervention, and encouraged incentivizing and promoting private developments. The CRA justifies this logic by clarifying that as the values in the redevelopment area increase, the rents and demand will increase and will force the under-performing, marginal uses to relocate elsewhere (City of Delray Beach CRA, 1999, p.38). The Delray Beach Community Redevelopment Agency called for the creation of this plan, as well as the formation of individual neighborhood Property Improvement Districts. They also encourage homeowner associations along the corridor to support the recommended improvements and assist in funding and consensus building on a smaller scale.

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<sup>11</sup> New Market Tax Credits were extended through 2012 and are no longer available.

The District of Columbia Office of Planning initiated the H Street NE redevelopment plan after the increase in residential reinvestment along the corridor in the 1990s. The Office of Planning created a series of Advisory Commissions consisting of community stakeholders that “serve as a conduit for information dissemination, reviewed documents and plans and reviewed the proposed scope of work for the Study” (The District of Columbia Office of Planning, 2004, p.2). This plan’s success relies on the collaboration of the Office of Planning, the Office of the Deputy Mayor, and the District Department of Transportation.

The H Street NE Corridor is also home to a Community Development Corporation, a community based, non-profit developer that assists in community and physical redevelopment of local capital (Blaesser, 2008). The H Street NE CDC provides development assistance services to the H Street neighborhood, and approximately 30% of the existing businesses along H Street have utilized their services (The District of Columbia Office of Planning, 2004,). The CDC “blends the energies of community activists with the financial resources of government and private lenders” (H Street Community Development Corporation, n.d.). The website supporting the H Street CDC provides links to realized and future real estate projects, a community calendar, and the roles of the CDC.

The West Virginia case study corridor connecting Ranson and Charles Town was developed based on the cooperative efforts of the two cities in securing grants for major improvements to the brownfields and roadway conditions. The City of Ranson has been working for over two years on an updated comprehensive plan for the future of their City and the Green Corridor redevelopment plan fits in perfectly with their vision.



The two cities are working together to implement the many interdependent projects that will be funded by the grants that were awarded. This plan was adopted in 2012, and no formal special organization or redevelopment authority has been formed to regulate the implementation.

#### **4. Transportation**

Transportation improvements are included in each corridor revitalization plan. These corridors, by design, give priority to auto traffic rather than pedestrian traffic. The peak periods of activity for these corridors revolve around uses that are no longer viable or currently in demand and redesigning them requires changes based on new trends in mobility (Longstreth, 1998). A few common strategies across the plans to redirect the corridor from an auto-centric area to pedestrian friendly, multi-modal transportation centers include: encouraging on-street parking, increasing safety at intersections, beautifying the streetscape, and incorporating pedestrian amenities (The District of Columbia Office of Planning, 2004; Wallace Roberts & Todd, LLC Planning, 2000; City of Delray Beach CRA, 1999; Hall Planning & Engineering Inc., 2012).

#### **5. Livability**

The overall livability of a district or neighborhood consists of a combination of cultural assets, creative resources, an authentic built and natural environment, and quality city services (Lewis and Donald, 2010). The concepts of livability and sustainability are central to the intended outcomes of each redevelopment strategy assessed for this study. The individual strategies address a particular objective or goal of the community and city, but are also contributing to the overall enhancement of the livability of the corridor. Each objective achieved through the strategies implemented, in

turn contributes to the subsequent successes in the redevelopment process and leads towards long-term, sustainable changes.

Table 3-1. Livability Indicators in Case Studies

Indicators	Livability				Livability
	Alternative path towards:				
	Sustainability	Creative Growth	Economic Growth	Aesthetic Appeal	
Education	x	x			x
High Quality schools	x	x			x
Climate					x
Authentic or Unique Natural Environment				x	x
Authentic or Unique Built Environment				x	x
Preserved Green Space				x	x
Artistic Spaces				x	x
Imaginative Streetscapes and Landmarks				x	x
Recreational offerings					x
Good city services					x
Basic needs offered (mundane activities)					x
Participation culture					x
Condition of housing	x	x	x	x	x
Housing Affordability		x	x		x
Investments in Technology		x	x		

Source: Adapted From Lewis and Donald, 2010

Table 3-2. Sustainability Indicators in Case Studies

Indicators	Sustainability				
	Alternative path towards:				
	Sustainability	Creative Growth	Economic Growth	Aesthetic Appeal	Livability
Security of Jobs, homes, services (prices)	x				
Environmental Sustainability					
Green Policy	x		x		
Ecological security	x		x		
Social Sustainability					
Reducing crime	X				X
Promoting the harmonious evolution of a civil society	X				X
Compact Development					
Multiple land uses/mixed use	X		X		
Multiple amenities	X	X	X		
Pedestrian connectivity	X		X		
Walking and biking	X		X		
Active street life	X		X		
Markets	X		X		
Mixing Commercial and Recreational Life	X		X		
Ease of Commute	X	X	X		X
Ease of Communication	X		X		

Source: Adapted From Lewis and Donald, 2010

Lewis and Donald's (2010) article debates the connection between sustainability and livability as being inherently complimentary to one another (i.e. a secure economy, active city life, and sustaining natural resources all contribute to a sustainable community). The Gaines Street Corridor Plan incorporates sustainability measures by applying Smart Growth principals to all new development (Wallace, Roberts, & Todd, LLC, 2000). The new guidelines for adaptive use and infill development will enhance the underutilized areas to create a more compact space, encouraging mixed-uses and increased walkability. The central capital improvement in the Gaines Street plan is the creation of the Cascades Greenway through land acquisition and municipal support. This greenway will provide pedestrian and bike connectivity, preserve the natural beauty of the area, and protect the historic Cascades Park. Since the plan's implementation, there has been a substantial reinvestment in the area by residents and students (Ensley, G., 2008), and businesses and new developments are utilizing the CRA's incentives (Wallace, Roberts, & Todd, LLC, 2000).

The Washington D.C. metro area has a high concentration of cultural assets and institutions that are incomparable with the other case study areas. The existing redevelopment, business development, and local government assistance programs referenced in the revitalization plan are unique to Washington D.C. and provide great support for the future of the corridor. The H Street reinvestment plan utilizes existing cultural assets to create a more vibrant neighborhood, which is attractive to entrepreneurs and young professionals, like the Miller's (The District of Columbia Office of Planning, 2004; Badger, 2012). The brothers' *Fundrise* platform sparked interest in unassuming neighborhood residents and motivated local community engagement.

The subdistrict design the H Street NE Plan features divides the neighborhood into four distinct areas based on their current and historic roles. An instrumental tool for this plan is the marketing of each district and the H Street Corridor as a whole for future businesses, developers, residents, and visitors (The District of Columbia Office of Planning, 2004). A marketing package targeted towards potential developers is also recommended to promote one of the historic buildings along the corridor. Reaching out to the neighborhood property owners and residents is a big part of the H Street NE Plan and the marketing team sends periodic newsletters with updates and alerts on new incentives and available assistance programs (The District of Columbia Office of Planning, 2004). Each case study, with the exception of the North Federal Highway, contained a detailed element regarding historic buildings. The stipulations for preserving and reusing historic structures are wholly addressed in each plan and are favored over new construction. Gaines Street incentivizes adaptive use of historic properties and encourages the use of various local and federal Historic Preservation tax credits and benefits. Similarly, in H Street NE, the plan suggests simplifying the regulatory barriers to preservation that might hinder property owners from pursuing reuse and historic preservation tax credits or similar incentive programs.

The *Green Corridor* Plan incorporates adaptive use of a historic structure, as well as the redevelopment of brownfield areas. Creating new, vibrant spaces from former contaminated sites is an incredible task and has already transformed the two cities. Effective preservation in redevelopment projects results in tangible economic benefits, and utilizing natural and cultural assets has a great return in social vitality and economic

development (American Planning Association, 2004). Each plan relies on preservation and innovative urban design to reinvent their corridors as attractive, livable places.

## **Summary**

These five best practices in redevelopment planning were determined by the commonalities between the strategies and methods outlined in the redevelopment planning documents. They should be used to guide revitalization planning and provide a solid platform for further establishing more specific methods to integrate into the plan. After reading the four plans in depth, organizing them into the redevelopment plan assessment tables, and identifying the common best practices through analysis, it was clear that corridors exhibit common signs of decline regardless of geographic location or population. The four case studies' goals and desired improvements were fairly similar in regards to combating high vacancy rates, traffic and parking issues, a lack of pedestrian amenities, low economic activity, and unappealing aesthetic conditions.

In addition to the revelation of the five best practices, the analysis proved that although the strategies and tools each case study utilized may lead to more economically and physically attractive corridors, they would also consequently improve the quality of place. According to Florida (2012), the quality of a place is an important factor in a person's decision to work, live, or socialize in an area. Each plan contained strategies to ultimately improve the livability and sustainability of the corridor; the two indicators that Lewis and Donald (2010) suggest indicate the potential for successful creative development opportunities. These improvements will promote new activity and attract new residents, patrons, and tourists into the area. This theory is supported by sources cited throughout this thesis that defend the economic development powers of

the creative class and the regeneration of a quality place through creative placemaking and utilizing existing community assets.

Richard Florida (2012) confidently states that everyone has the capacity to be creative and certain jobs allow the creative class to utilize their problem solving and innovative perspective more than others. The influence the creative class has on economic development is where the creative city theory meets redevelopment. This research considers any improvements that make the corridor more appealing to innovative businesses and entrepreneurs smart redevelopment decisions. The existing creative class concentration in the population plays a factor in the success of creative development initiatives, as do the technology and tolerance of an area. Yet, given the small-city case study area in Fernandina Beach, his definition of a creative, “quality place” is not valid. The Lewis and Donald (2010) article debunks his index and explains that livability and sustainability should be indicators to decide if a small town is a good candidate for their “creative city” theory. This article was used in the analysis to identify which of the four case studies utilized their creative capital in redevelopment planning.

Gaines Street is a great example of a redevelopment project that has escalated due to its creative capacity. The original Gaines Street Revitalization Plan was adopted in 2001 and included language calling for a pedestrian-friendly environment with open space, greenways, and bike paths and an increase in cultural activities and community identity within the urban neighborhood character. Eleven years later, these priorities held strong and facilitated the “Get Gaines Going” Arts Corridor and other creative placemaking initiatives. A factor in this success was due in part to the existing creative class in Tallahassee (Stern and Seifert, 2008). The unplanned presence of these young,

entrepreneurial creatives, established a market for existing and potential businesses, galleries, and restaurants along the Gaines Street Corridor. With the support of the Knight Foundation Grant, ArtSpace, and CRA incentives, this community will be seeing the proactive power of creative placemaking economically and physically for years to come.

Each of these corridor plans was guided by a defined set of goals and a clear vision comprising community consensus, consideration for the neighborhood context, utilization of assets, and optimism for a more livable place. In the following section of this thesis, these best practices will be evaluated in the context of the South 8<sup>th</sup> Street Corridor to consider possible recommended applications.



## CHAPTER 4 DISCUSSION, ANALYSIS, AND RECCOMENDATIONS FOR THE SOUTH 8<sup>TH</sup> STREET CORRIDOR REDEVELOPMENT

This chapter analyzes and discusses the South 8<sup>th</sup> Street Corridor within the context of its current condition and role in the community with the goal of recommending planning interventions for its improvement. Throughout this chapter, a case will be made as to why the South 8<sup>th</sup> Street Corridor in Fernandina Beach should be redeveloped. The stakeholder opinions and the goals of the Fernandina Beach Community Development Department (CDD), provide a context for this analysis. Next, existing assets are defined as catalysts that will be instrumental to the redevelopment of the corridor. The concluding recommendations were developed with the CDD in mind. The CDD should begin planning for redevelopment based on the best practices and various strategies and regulatory tools that were found in the review of literature and the four case studies themselves.

The intention of the CDD is to create an overlay district that will simplify the regulatory processes that hinder development on South 8<sup>th</sup> Street, promote the area for new uses and opportunities, and incentivize the revitalization of the corridor by current and future property owners. Detailed recommendations were derived from the case study analysis of the four corridor redevelopment plans' best practice strategies. Each of the strategies and regulatory tools applied in the plans improved their corridors through a variety of means to yield a more livable, sustainable, quality place. This chapter completes the thesis research objective of identifying strategies, traditional and creative, that will encourage the economic and physical revitalization of South 8<sup>th</sup> Street.

## **Redevelopment in Fernandina Beach**

The City of Fernandina Beach Community Development Department is focused on upholding and establishing policies that will lead to a more sustainable, livable, and successful city. Over the past decade, the City has taken significant steps in incorporating progressive urban planning principles including: form based codes, smart growth, multi-modal transportation, and green building into their Comprehensive Plan, Future Land Use Map, and Land Development Code (McCrary, Burke & Gibson, 2012). The redevelopment of South 8<sup>th</sup> Street has been a main objective of the City for years, but the history of the failed attempts in the past makes the future revitalization efforts subject to scrutiny. The goal of the City CDD is to create an overlay district for the South 8<sup>th</sup> Street Corridor that directs the form and functionality of the corridor and provides incentives for potential and current property owners, future developments, and businesses (McCrary, Burke & Gibson, 2012).

### **Fernandina Beach Waterfront Community Redevelopment Area**

The Community Development Department established a Community Redevelopment Area (CRA) in 2004 in order to eliminate blight and improve the overall condition of the waterfront area in downtown Fernandina Beach.

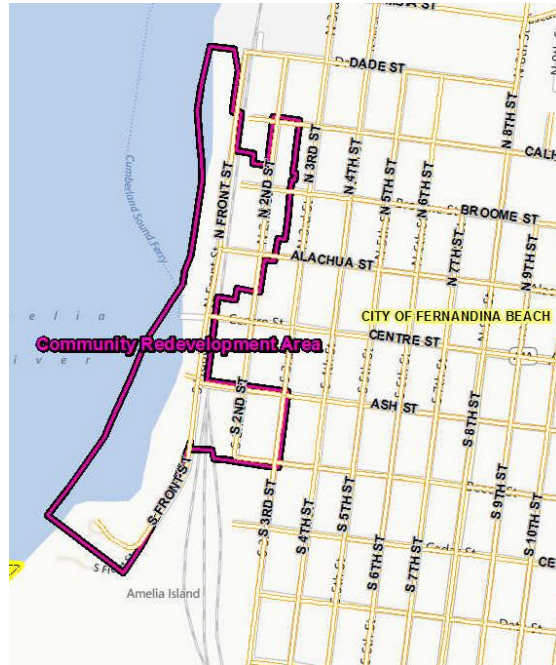


Figure 4-1. Fernandina Waterfront CRA

The City revisits the CRA plan every five years and could potentially incorporate the South 8<sup>th</sup> Street area into the existing CRA or create a new district. In 2006, charrettes were held that led to the creation of the waterfront redevelopment CRA. Citizens consistently agreed on the importance of supporting downtown businesses, expanding their services and getting more people to live and work downtown (City of Fernandina Beach Community Development Department, 2010). During the CRA creation process, several public hearings, charrettes, and workshops were held to gather community input and support. Creating awareness and encouraging involvement was a successful component to the approval of the downtown and waterfront CRA (City of Fernandina Beach Community Development Department, 2010).

The existing CRA was created to promote development in the downtown district and redevelop the waterfront area, but as of early 2013 not much activity has taken place. This is partially attributed to the economic recession, but could also be a result of

a lack of impetus by the CRA advisory board (Daughtry, 2012a). In a 2012 *News-Leader* (2012a), article Mayor Filkoff noted that she would like to see more effort to get the CRA moving along, “We’ve met once in six years, so it’s not getting a lot of focus.”<sup>1</sup> Senior Planner, Kelly Gibson confirmed in the article that the CDD staff has programs ready once development resumes in the CRA, but “you have to take an active role and be involved with property owners every day... and provide them with direction and resources to accomplish their goals.” Gibson suggests that the CRA could benefit from a “point” person to head up these efforts. Resident Lou Goldman complained in the article, “You should change the base year (of the CRA) and expand it to Eighth Street and find out what it will take for developers to get started.”

According to Florida Statute 163.340(10), South 8<sup>th</sup> Street would be eligible for CRA designation. With the existing CRA policies in place, there are obvious opportunities (i.e. building on the existing CRA framework) and challenges (i.e. staffing and the current economic state of the city) to facilitating the 8<sup>th</sup> Street redevelopment via a formal CRA. The track record of the CRA should not be an immediate deciding factor on ruling out the possibility of a South 8<sup>th</sup> Street CRA or a contiguous expansion of the existing CRA. With the real estate market slowly rebounding in distressed commercial areas (Spivak, 2010), there is hope that in the coming year, the CRA will be recharged. In both the Tallahassee and Delray Beach corridor redevelopment plans, the respective city’s CRAs were instrumental in the creation of the plans and were very well respected and established (Wallace, Roberts, & Todd, LLC Planning, 2000; City of Delray Beach, CRA, 1999).

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<sup>1</sup> There have been a series of CRA Advisory Board meetings since this article’s publication in early 2012

## **Finding of Necessity**

Before a Community Redevelopment Area can be designated or any redevelopment incentives applied, a *Finding of Necessity* must be conducted on the blighted district (City of Fernandina Beach, 2006a; Florida Statutes §163.335, 2006b). The past blight study for the Waterfront CRA found inadequacies in street layout, unsanitary and unsafe building conditions, deteriorated structures, industrial debris, economically obsolete buildings, and inadequate building density patterns (City of Fernandina Beach, 2006a). For the South 8<sup>th</sup> Street corridor, a professional survey should be conducted to accurately define the causers of blight. From the 2012 windshield survey, the researcher noticed high vacancy rates, dilapidated buildings and an overall need for major site improvements; these three elements can contribute to falling lease rates, declining property values, and a decrease in the tax base. After a formal study is conducted and the Finding of Necessity is performed, the city can then move ahead with redevelopment planning preparations

### **Opportunities and challenges to redevelopment in Fernandina Beach**

#### **Existing condition**

Each of the four case studies analyzed in Chapter 3 contained a series of opportunities and challenges surrounding the revitalization of each corridor. A major challenge for the South 8<sup>th</sup> Street redevelopment is the condition of the corridor. The buildings along the corridor have deep setbacks and inconsistent architectural styles. The setback inconsistency is a factor that can be seen in the 1926 Sanborn Fire Insurance Maps and is noticeable when driving down the corridor today (Sanborn, 1926). The inconsistencies in the streetscape add character to the corridor, but the deep setback front parking lots are not a desirable urban design feature. The auto repair

shops (vacant and active) have unorganized parking lots and holding areas that significantly detract from the curb appeal of the corridor. Substandard design features, awnings, and metal buildings are a major part of the built environment along 8<sup>th</sup> Street. In several instances these unsightly features, metal sheds for example, are serving a purpose (i.e. protecting trailers from the weather), but are not properly screened from public view.

Sidewalks and driveways are in need of maintenance, and the minimal grass and shrubbery at the base of the telephone poles are in poor condition. The right-of-way area for the corridor detracts from the potential positive landscaping the property owners have in place. The visual condition of South 8<sup>th</sup> Street is uninviting and hinders potential investments. Roadway and right-of-way improvements on behalf of the City and FDOT may promote new business and development reinvestment.

### **Small lot size**

This corridor consists of small lots, constraining development without land assembly. However, one possibility would be if an adjacent property owner purchased the neighboring property for expanding their business or for additional parking. A potential opportunity also arises if a property owner on the east side of South 8<sup>th</sup> Street expands his property by purchasing an adjoining 9<sup>th</sup> Street facing corner lot. Successful examples of land assembly are the North Federal Highway Plan and the Gaines Street Corridor Revitalization Plan. In these two cases, the CRA was able to assemble properties and resell them with incentives to developers.

### **Location**

Each stakeholder interviewed agreed that the location of South 8<sup>th</sup> Street was perhaps its' only positive attribute and was a reason they decided to invest in property

along the corridor. The heavy auto traffic and visibility along the corridor is appealing to businesses. However, the current mix of uses and condition issues do not contribute to a vibrant, pedestrian friendly environment. Walkability along the corridor is hindered by the heavy traffic- despite the 30 miles per hour speed limit- and the lack of businesses that attract “walk-up” traffic. Currently, South 8<sup>th</sup> Street has no streetscape amenities, such as benches, or outdoor restaurant seating. It will be difficult to fill the gap between pedestrian activity and the auto-centric design of South 8<sup>th</sup> Street.

The good news is that the challenges of the present condition of South 8<sup>th</sup> Street can be combatted by a well-planned public redevelopment effort as evidenced in the four case studies. The Fernandina Beach Community Development Department has clear objectives and goals for the imminent redevelopment of South 8<sup>th</sup> Street.

#### **Fernandina Beach Community Development Department goals for South 8<sup>th</sup> Street redevelopment**

The Fernandina Beach planning documents contain provisions for redevelopment. The Fernandina Beach Comprehensive Plan (2004) section 1.03.01 states, “The City shall reduce blight through redevelopment, renewal, and removal and replacement of blighted structures and uses.” Redevelopment incentives mentioned in the Comprehensive Plan and Land Development Code include density or intensity bonuses, provisions for redevelopment overlay districts, alternative site design requirements in designated redevelopment or historic district areas, as well as expedited review processes. The Community Development Department has several options available for the redevelopment of South 8<sup>th</sup> Street that are supported by Florida Statute: expanding or creating a new Community Redevelopment Area (CRA), establishing an enterprise zone, or creating an overlay zoning district.

## **Enterprise zone**

The Florida Statute 290.0065 provides the qualifications for state designated enterprise zones. In short, the State of Florida evaluates each nominated area based on poverty rates, unemployment rates, and general distress. South 8th Street is mostly commercial, but a possibility exists of including the neighboring 9th Street area in order to potentially qualify as an enterprise zone. The City of Gainesville established an enterprise zone to attract property owners and businesses to invest in the designated zone through a series of incentives, discounts, and tax refunds in hopes of generating economic revitalization (City of Gainesville, 2009).

## **Overlay district**

Future CRAs or other special districts are established as an “overlay” by Fernandina Beach policy. As defined in the Fernandina Beach Land Development Code, the purpose of overlay districts are to provide a way to modify or alter the site design requirements as prescribed by the existing zoning district. Design standards and rules in overlay districts supersede those in the underlying zoning district. The creation of an overlay district is preferred to a new CRA or a CRA expansion because unlike Fernandina Beach’s downtown waterfront area, this corridor requires little infrastructure improvements or capital investments. An overlay district is the redevelopment approach best fit to the needs of the South 8<sup>th</sup> Street Corridor and is preferred by the Community Development Department.

The Community Development Department (CDD) consists of one director and three senior planners. It is their intention to redevelop the corridor by creating a South 8<sup>th</sup> Street Overlay District that will include design guidelines and incentives for businesses and developments that locate in the area. The overlay would supersede the



existing zoning and regulations for the 8<sup>th</sup> Street area and would allow for the City to customize the specifications for future development based on the collective vision of the stakeholders and the City for the corridor.

### **Simplification**

Marshal McCrary, director of the CDD, emphasized in our interview that some people just see an overlay as another level of regulation or a burden, when it actually recognizes special characteristics of an area - reasons why it should receive more consideration. “An overlay for 8<sup>th</sup> Street would simplify things. Right now there is no way to simplify the process with the way the code is today. We’ve been creative and supportive of people who want to make their businesses work” (McCrary, Burke & Gibson, 2012). The simplification McCrary speaks of is in reference to the current zoning and fees required for new developments and uses. The area is zoned C-2 (General Commercial) which prohibits residential, manufacturing, or industrial uses.<sup>2</sup> The suggested overlay for this district would allow light industrial uses to accommodate craftsmen or small-scale manufacturers, encourage mixed-use and live-work situations, and incentivize the area for future developments and businesses. The planners also discussed a few preliminary objectives for design guidelines to be implemented in the area, the highest priority being improving and implementing new parking strategies and reducing the existing residential setbacks. The CDD will have to create a “hybrid” zoning classification for this overlay area to incorporate mixed-use, residential, and light industrial uses (McCrary, Burke & Gibson, 2012). Ideally, the CDD would like to see the density of the corridor match that of downtown at 8 units per acre, however, this number

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<sup>2</sup> See Appendix C for Land Development Code Definitions

is subject to increase through the density bonus program. In order to attract activity to South 8<sup>th</sup> Street, the City must promote the incentives and the simplification of starting a business along the South 8<sup>th</sup> Street corridor.

### **Promotion**

The CDD wants to promote this new district to the public using a clear title that is distinct from past efforts. The new name of this district should “communicate that this overlay will simplify [the businesses, development, and building regulatory processes] and these policies are custom-crafted” to improve South 8<sup>th</sup> Street (McCrary, Burke & Gibson, 2012). The CDD is aware that community outreach and marketing, combined with public charrettes and stakeholder engagement, are integral to the creation and success of the overlay district. While the community and South 8<sup>th</sup> Street stakeholders will ultimately determine the vision that will guide redevelopment, the concept of creating an arts district has been mentioned. Adrienne Burke, a senior planner, is interested in seeing creative and arts based developments along the corridor, but she stresses the importance of not competing with Centre Street (McCrary, Burke & Gibson, 2012). Effective promotion of the potential of the corridor requires the community being engaged and aware of the intentions of the redevelopment efforts and supportive of the project.

### **Collaboration**

It is unrealistic to expect any major initiative to have support from 100% of the public. The City of Fernandina Beach is no stranger to negative public uproar, specifically regarding impact and permitting fees (Griffin & Keogh, 2011).<sup>3</sup> The planning

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<sup>3</sup> Impact fees are applied to all new construction in addition to the City’s Utility impact fees based on the land use of each development. Impact fees are a highly debated topic in Fernandina Beach and

staff at the CDD has in many instances worked with business owners to make their plans a reality (Gibson, 2012b). In the past, there has been a disconnect between realtors and the City. In the future, especially in declining areas like South 8<sup>th</sup> Street, the City would like to see realtors and agents come to the City regarding their clients' desired project if there are any questions about its feasibility (McCrary, Burke & Gibson, 2012). During a stakeholder interview with Phil Griffin, a realtor who has listed many South 8<sup>th</sup> Street properties, mentioned several instances where a client (a small-scale furniture manufacturer, for example) contacted him regarding a certain building on the corridor, and he redirected them to another property (not on the corridor) due to the incompatibility with the existing zoning. He described similar situations where the potential property owner just could not find it economically feasible to open a business on the corridor due to the City's impact fees.

The City wants to see activity along the South 8<sup>th</sup> Street corridor and attract a healthy mix of uses (McCrary, Burke & Gibson, 2012). The potential overlay district will add transparency and trust to this process. The City hopes to strengthen its relationship with developers, real estate brokers, and stakeholders during the redevelopment of the South 8<sup>th</sup> Street corridor.

### **Stakeholder Input and Observation**

Stakeholder interviews and a windshield survey of the corridor took place in the summer of 2012 as a part of my observation of the conditions of the South 8th Street Corridor.<sup>4</sup> The interviews played a role in gauging the property owner's response to the

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considering any reductions to them for the South 8<sup>th</sup> Street corridor revitalization will require additional research on behalf of the CDD.

<sup>4</sup> Photos of each of the Stakeholder's properties are available in the Conditions Assessment in Appendix A.

current state of the corridor, as well as their opinions on the improvements needed. The interviewees included long-time resident of Fernandina Beach and local employee, Jeffery Bunch and Phil Griffin, a local real estate broker and South 8<sup>th</sup> Street property owner. I also received email correspondence from Jim Tipton, another property owner and business operator, as well as Patrick Keogh, a property owner and investor. Each stakeholder has a substantial investment in the corridor and an interest in witnessing its revival.

The existing conditions assessment was generated by a windshield survey of the study area, research into the property histories, stakeholder interviews, and a review of Fernandina Beach Planning documents. The conditions information was collected and organized based on the categories used for the H Street NE Corridor conditions' assessment document accompanying the study area's revitalization plan:

- land use, zoning and development;
- existing business environment;
- parking, traffic, and transportation; and
- public environment.<sup>5</sup>

This process consisted of a series of drives along the corridor to assess the current conditions of buildings and facilities; to record active business, vacant buildings, and properties for sale or lease; and to observe pedestrian activity along the corridor. The result of this survey is the conditions assessment in Appendix A. The ensuing paragraphs summarize the existing conditions as recorded in the Conditions Assessment and are supported by feedback from stakeholder interviews.

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<sup>5</sup> The H Street NE Corridor conditions assessment was identified in Chapter 3 as a great example of a useable resource. The categories used for organizing the H Street document are very comprehensive and easy to adapt to the South 8<sup>th</sup> Street Study area.

## Zoning

South 8<sup>th</sup> Street has functioned as a commercial corridor for over thirty years.<sup>6</sup> Currently, all parcels facing South 8<sup>th</sup> Street are zoned C-2 (General Commercial) and one C-3 (Central Business District). Commercial uses permitted along the South 8<sup>th</sup> street corridor include: automotive sales and repair, personal services, restaurants, and offices.<sup>7</sup> The C-3 parcel was recently rezoned in order to accommodate a property owner who wanted to live above her business in a historic building. The City passed this zoning change with no issues since it was a grandfathered single-family use at the time of purchase. The City was welcoming to the idea of changing the existing zoning pattern to be more compatible for today's live-work mentality. A total of 11 residential single family homes are located along the corridor within the Historic District boundary.

In the current zoning classification, residential and industrial/manufacturing uses are not permitted. Jeffery Bunch provided me with past property owner and business information for the corridor from the 1960s to today. He worked for the Lowe's Grocery store on South 8th Street in the early 1970s and recounted the many furniture stores and light manufacturing uses that inhabited the now vacant properties. Mill workers and other patrons frequented the area, running errands along the corridor's various establishments. The area has seen a continuous decline since the early 70s, but was at its worst by the end of the 1980s (Bunch, 2012).

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<sup>6</sup> It is unclear what the zoning classification was prior to the 1970s.

<sup>7</sup> See Appendix C for Land Development Code Definitions

## **Density**

With the current C-2 zoning classification for the majority of South 8<sup>th</sup> Street, there are no density requirements (as there are no dwelling units allowed) and a maximum Floor Area Ratio (FAR) of 0.50. With a C-3 zoning classification, 8 units per acre are allowed, but with the Density Bonus Incentive that can be increased based on the fulfillment of criteria on behalf of the property owner. The criteria and policies are located in the Comprehensive Plan<sup>8</sup> and all properties within the Community Redevelopment Area or areas that will acquire the future land use designation of “Central Business District” are eligible for the program.

## **Adjacent zoning classifications**

It is crucial to consider the neighboring streets when contemplating the future zoning of South 8<sup>th</sup> Street. Both 7<sup>th</sup> and 9<sup>th</sup> Streets are residential areas. The majority of 7<sup>th</sup> Street lies in the Historic District Boundary and is characterized by its older, historic homes and is zoned R-2 (Medium Density Residential). To the east, the 9<sup>th</sup> Street area consists of mostly single-family residential homes, but is zoned as MU-1 (Mixed-Use). Any major changes to zoning and permitted uses along South 8<sup>th</sup> Street as a part of the redevelopment plan should account for the impact the modification might have on the surrounding neighborhoods. Potential conflicts could be prevented by possibly allowing for more intensive uses along the east side of the corridor, since it abuts a Mixed-Use zoning district.

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<sup>8</sup> Future Land Use Element, Objective 1.03.04. Established 2010.

## **Parking, traffic, and transportation**

In 1985, South 8<sup>th</sup> Street was reconfigured as a three-lane road (City of Fernandina Beach, 1985). Before this change, the street was a two-lane road with on-street parking. Bunch referenced the conversion from a two-lane to a three-lane road and the elimination of on street parking as a potential contributor that weakened the South 8th Street economy (Bunch, 2012). This area is highly trafficked by cargo trucks carrying supplies and lumber to the ports, as well as by automotive traffic generated by the downtown area. A speed limit of 30 miles per hour is established along the corridor. South 8<sup>th</sup> Street averages 1,860 vehicles per hour (peak), which is only at 66% of the capacity (Florida Department of Transportation, 2011).

The existing sidewalks are very wide and easily allow for both pedestrian and bicycle traffic. The City and the Amelia Island Tourist Development Council include South 8<sup>th</sup> Street in their “Retail Trail” for bicycling on Amelia Island (Amelia Island Tourist Development Council, 2011). The bicyclists are suggested to ride along the sidewalks from Jasmine to Center Streets. Chapter 7 in the Fernandina Beach Land Development Code notes the required bicycle spaces per vehicular spaces. For commercial uses, the required minimum number of bicycle spaces is 1 for every 25 required vehicle spaces.

The current pattern of parking lots and connectivity between buildings is non-conforming to the specifications outlined in the Land Development Code. Special attention should be paid to the parking design standards for the future redevelopment of any of the properties along South 8th Street and the South 8<sup>th</sup> Street Revitalization project as a whole. The recently amended Land Development Code allows the use of

shared parking agreements in all zoning districts, something that has been informally utilized in the past (McCrary, Burke & Gibson, 2012).

South 8<sup>th</sup> Street is a federal highway serviced and supported by FDOT and is also called A1A.<sup>9</sup>The City will have to include FDOT for any roadway or rights-of-way improvements which may pose potential issues, but also offers the opportunity to apply for Department of Transportation grant programs. There is a need for streetscape amenity maintenance and public area landscaping, as well as improvements in individual business façades and curb appeal.

### **Public environment**

The South 8<sup>th</sup> Street corridor is considered the “Gateway to Fernandina Beach”. Aesthetically, the formal welcome signage at Lime Street does not create a sense of place or highlight any of the attributes of Fernandina Beach. In our interview Phil Griffin commented, “It’s the gateway to the historic district and it looks terrible - no one has ever given it respect... [8th Street] could easily become something great” (Griffin, 2012). Jim Tipton, owner of the Pelican Palms shopping center on South 8<sup>th</sup> Street, suggested enhancing the streetscape by incorporating historic signage, better lighting, and planting palm trees along the corridor (Tipton, J., personal communication, July 23, 2012). Similarly, Jeffery Bunch listed streetscape, façade, and overall visual enhancements to contribute to the revival of this corridor (Bunch, 2012).

Based upon my windshield analysis and the subsequent conditions assessment, the following items should be addressed in order to develop the area as a beautiful, entryway to the city:

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<sup>9</sup> Also referenced as Buccaneer Trail and S.R. 200



- Consider New Entry Signage
- Consider Pedestrian Scale Street lights
- Enhance General Public Landscaping and Amenities. Consider adding benches, street trees, trashcans, bike racks, etc.
- Enforce Maintenance Code on Public and Private Property Conditions (landscape, signage and façade)
- Incorporate public art and historic references to create a sense of place
- Reconsider Parking Strategies, Traffic calming, and redirection
- Consider Potential Parks and Open Green Space
- Reestablish the South 8<sup>th</sup> Street Partners Association or encourage business owners to join the Historic Fernandina Beach Business Association to facilitate events and social activities

### **Existing business environment and occupancy of south 8<sup>th</sup> street**

South 8<sup>th</sup> Street offers a prime location for commercial, retail, or restaurant uses. The corridor is very active with vehicular traffic and has sidewalks in place to facilitate bikes and pedestrians. Although there are existing sidewalks and street lights, the deep setbacks, frontage parking lots, and uninviting storefronts do not attract or encourage pedestrian activity. Additionally, walking along the sidewalk is far from relaxed due to the large number of driveways and busy side streets. Pedestrian walking signals are present at the intersections with traffic lights, but with the fast-moving cars and lumber trucks, extreme caution should be taken before crossing 8<sup>th</sup> Street. The pedestrian condition of the corridor should be addressed in order to facilitate a more vibrant, business environment.

Jim Tipton chose to build a small, strip center on his property at the 800 block of South 8<sup>th</sup> Street due to its proximity to downtown. He owns and operates two of the parcels; Amelia Pottery Works and Island Life, and rents the rest to small businesses

and offices. He noted that the business environment along the corridor would thrive if the City decreased regulation and property taxes on small businesses (Tipton, J., personal communication, July 23, 2012). As a local real estate broker, Phil Griffin (2012) interacts with the declining corridor daily with both the clients of his properties and his own real estate office. Mr. Griffin is interested in the revival of the corridor and even reached out to O' Reilly Auto Parts and encouraged them to bring their business to the area. The auto parts retailer filled a vacant property that once was an Ace Hardware Store (1911 S. 8th Street). During our interview he said he has not had much luck drawing in other businesses due to the City's impact fees and has probably lost seven or eight potential deals due to the fees (Griffin, 2012).

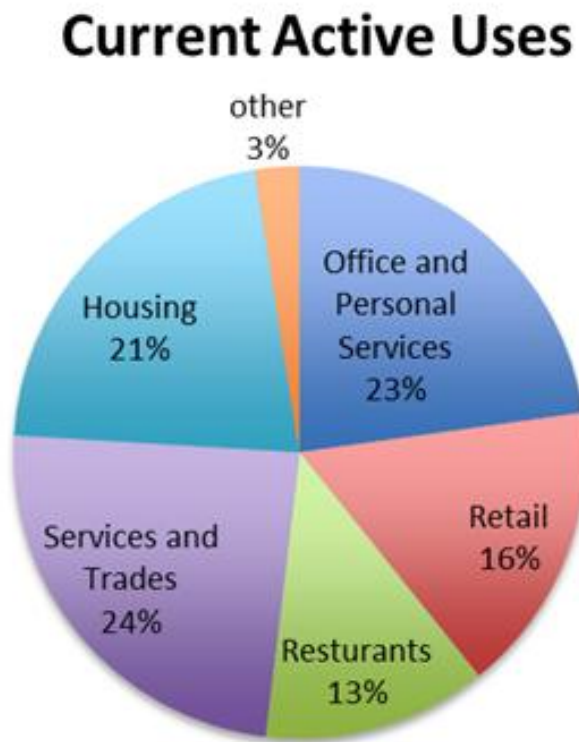


Figure 4-2. Current Business Environment of the South 8th Street Corridor

- 108 Total Properties Zoned C-2
- 25.9% of Parcels along the corridor are Vacant Lots, For Sale, or For Lease Properties
- For the current C-2 zoning classification- the lot size is a minimum width of 50 feet, a maximum impervious area of 75%, and a maximum Floor Area Ratio of 50%.

Patrick Keogh, a friend of Phil Griffin, is the developer and investor of Merge Restaurant located at 510 S. 8<sup>th</sup> Street. Both Griffin and Keogh's properties were former gas stations and are very attractive and successful adaptive use projects. Each property owner had issues with permitting during the rehabilitation of their properties. Keogh stated the troubles redeveloping his property were all contingent on the "destructive and predatory" impact fees and permitting processes of the City of Fernandina Beach (Keogh, P., personal communication, July 11, 2012).

### **Stakeholder goals and suggestions for the corridor**

Mr. Griffin sees the future corridor as a professional street for business and manufacturing with perhaps short term rents, mixed-use housing and apartments (Griffin, 2012). In his opinion, the City needs to incorporate incentives for reusing the buildings along the corridor and uses his own property as an example. His real estate companies' building definitely adds curb appeal to the block. From the attractive structure, the xeriscaping, and well-designed parking lot you would never know that this building was once an Amoco gas station (See Figure 4-4). Unfortunately, Griffin saved no money by reusing this property and had several permitting issues. Overall, Phil Griffin, and his 8th Street clients, would like to see the vacancies filled along the corridor. He suggests the City could aid in this process by simplifying the guidelines and incentivizing green building and adaptive reuse.

Patrick Keogh offered a positive perspective on the redevelopment of the corridor as a possible arts overlay district with fewer regulations. He wrote an article on this possibility for the local paper, *The News-leader* (Keogh, P., personal communication, July 11, 2012). The information received from these four stakeholders show a great interest in the revival of the area and reflect the potential opportunities that could become realized through aesthetic improvements and business and development incentives.

### **Summary of conditions analysis**

The observation of the corridor's existing conditions provides a resource for the City to use as they begin planning for redevelopment of the physical conditions. Similarly, the opinions and suggestions collected through the stakeholder interviews provide a glimpse into the conditions that hinder development activity along the corridor.

### **Catalysts for 8<sup>th</sup> Street redevelopment**

#### **Gateway to Historic Downtown Fernandina Beach**

The South 8<sup>th</sup> Street Corridor leads to the Historic Downtown Fernandina Beach area, an economic and cultural asset for Amelia Island. The areas' shops and restaurants are destination points for many tourists and residents. The focal point of downtown, Centre Street, leads to the waterfront marina area and offers a beautiful view of the Amelia River. The Centre Street area is designated by the National Register of Historic Places, as is the Old Town Historic District (U.S. Department of the Interior, National Park Service, 2011). These areas are regulated by the Historic District Council and must abide by the standards of development for Historic District Overlays as specified in the City's Land Development Code. This overlay includes 27 properties that face South 8<sup>th</sup> Street and are included in the thesis boundary area.



A



B

Figure 4-3. Photo of A) Historic and B) Current Entry Signage at 8<sup>th</sup> Street and Lime Street.

Downtown hosts the Annual “Isle of Eight Flags Shrimp Festival”, the “Second Saturday Arttrageous Art Walk”, and the “Sounds on Centre” monthly outdoor concerts sponsored by the Historic Fernandina Beach Business Association. Historically the South 8<sup>th</sup> Street corridor supported the downtown district by providing automotive sales and service along with convenience stores that sold gasoline and other necessities. The relationship between the corridor and downtown in the 1950s is no longer suitable for today’s needs. Presently, the downtown area would benefit from the corridor’s allowance of mixed-uses to meet the needs of the community (determined by feasibility

and market analyses), the introduction of more affordable apartment-style housing to support the younger workforce, and improved functional and aesthetic connectivity between South 8<sup>th</sup> Street and Centre Street for pedestrian and bicycle traffic.

As the informal “Gateway to the City,” the South 8<sup>th</sup> Street corridor should reflect the character and history of the community. The existing welcome sign and safety alert sign do not promote the City’s assets or suggest anything special about the arrival into the City of Fernandina Beach. The recommendations for the redevelopment of South 8<sup>th</sup> Street in this chapter consider the historic assets of the City and the Downtown Historic District as catalysts for the corridor revitalization.

### **Arts and culture**

Fernandina Beach is a cultural cluster,<sup>10</sup> offering a concentration of resident artists and arts & culture organizations. Given the current condition of the South 8<sup>th</sup> Street corridor, the city should incorporate its cultural assets and existing creative resources into the revitalization plan. Cultural assets and cultural development strategies are becoming more common in community economic development plans due to their attraction for tourists and culture becoming “more and more the business of cities” (Grodach and Loukaitou-Sideris, 2007, p.350). Major cultural institutions (e.g. performing arts centers and museums) have been used as urban revitalization tools in large cities across the world, and the concept can function similarly on a smaller scale. More and more local governments are incorporating cultural development strategies for their economic impacts (Grodach and Loukaitou-Sideris, 2007). A survey was conducted among several cities’ Departments of Cultural Affairs representatives that

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<sup>10</sup>Defined by Stern and Steifert (2010) as areas of high concentrations of cultural resources.

concluded that the most important benefits of cultural activities and facilities are an improved quality of life (93%), the attraction of visitors and tourists (59%), and the strengthened competitiveness of the city (34%) (Grodach and Loukaitou-Sideris, 2007).

This survey also asked the respondents to rank the important ways cultural activities and facilities create a positive city image; the results were as follows:

- Emphasize the distinctiveness of your city 79%
- Building local pride 66%
- Demonstrate international importance 45%
- Overcome a negative city or neighborhood image 38%
- Revitalize decaying areas 34%
- Creating a positive image of local government 31%

(Grodach and Loukaitou-Sideris, 2007, p.362)

Economic, social, and physical improvements follow creative initiatives (Markusen, 2006; Markusen and Gadwa, 2010; Florida, 2012). Areas with a large amount of creative resources typically contain higher levels of local civic engagement (Stern and Seifert, 2010) and promote a “culture of participation” (Lewis and Donald, 2010). Richard Florida (2012) encourages clustering a place’s talented and creative people, “Clustering makes each of us more productive—and our collective creativity and economic wealth grow accordingly” (p. 193).

The South 8<sup>th</sup> Street corridor is a primary artery for the city and has the potential to be a destination for startup companies, artists, and entrepreneurs seeking low-rent

and highly visible properties. Fernandina Beach may not be a large, industrial city like most of the creative placemaking success stories (Markusen and Gadwa, 2010), but with a careful use of resources and planning, the elements of the “creative city” strategy could contribute to the successful redevelopment of the South 8<sup>th</sup> Street Corridor. Municipal governments can engage in a variety of strategies for cultural and creative development outlined in the following table.

Table 4-1. Cultural Development Strategies

Strategy Type	Goals	Types of Cultural Projects and Programs	Geographic Focus	Target Audiences
Entrepreneurial	Economic growth through tourism, city image	Flagship cultural projects	Downtown	Tourists and Conventioneers
	Catalyze private sector investments	Spectacular events Promotional activities	“Prime City Areas”	Affluent residents and suburbanites
Creative Class	Economic growth through quality of life amenities	Arts and entertainment districts	Central city and historic urban neighborhoods	Prospective and existing residents
	Attract new residents/employees in the “Creative Economy”	Collaboration between arts and private sector		Young, urban professionals and “knowledge-based” workers
Progressive	Community development	Community arts centers	Inner-city neighborhoods	Underserved residential populations
	Arts Education and access	Arts education programs	Underserved neighborhoods	
	Local Cultural Production			

Source: Grodach, C., & Loukaitou-Sideris, A. (2007). Cultural development strategies and urban revitalization. *International Journal of Cultural Policy*, 13(4), 353.



Entrepreneurial strategies are most frequently employed by cities since they can justify their development by economic means and are typically jointly funded by the private sector (Grodach and Loukaitou-Sideris, 2007). Markusen (2006) states that it is often the smaller towns where “bureaucratic boundaries have been most successfully scaled” and cultural planning has been successful (p.2). Smaller cities may have a small amount of creative resources, but they also have fewer governmental agencies and major institutions, thus allowing for consolidated leadership (preferably a single agency) (Markusen, 2006). Markusen (2006) recommends the agency use its regulatory and funding tools to improve cultural programming and facilities in step with economic development and urban planning functions.

A South 8<sup>th</sup> Street arts district could lure artists by expanding the existing studio spaces available and allowing light industrial and live/work art spaces. Incorporating the existing arts presence in the city could also provide opportunities for arts-based grants and funding, as well as increase job opportunities. In August of 2012, Fernandina Beach adopted an ordinance regarding public art. The purpose as defined in the code states:

The City of Fernandina Beach recognizes that providing for public art and enhancing the appearance of buildings and spaces provides benefits to the community by expanding the historical, cultural, and creative knowledge of citizens. It further recognizes the diverse aesthetic character of the city's built environment is vital to the quality of the life of its citizens, the economic successes of its businesses, an attraction for visitors and a benefit to tourism; and that a public art and design program contributes to the aesthetic enhancement of the community. (Ord. No. 2012-3)

Through the adoption of this ordinance, the City and its designated cultural organization, Arts and Culture Nassau, acknowledge the power of the arts on the community. This statement of purpose should be incorporated into the corridor redevelopment plan to further justify the incorporation of creative resources. The culture and existing creative

network in Fernandina Beach will be assets during the redevelopment process and should be used to stimulate the revitalization planning process as well. The following section includes recommendations for redevelopment strategies based on the best practices in revitalization planning from the four corridor redevelopment case studies and their applicability to the condition of South 8<sup>th</sup> Street.

### **Recommendations for Redevelopment Strategies for the South 8<sup>th</sup> Street Corridor**

This section outlines specific recommendations for redevelopment methods, strategies, and tools based on the five best planning practices for revitalization. The study area of South 8th Street has the potential to become a destination for tourists and residents, alike, instead of an unattractive through-street. The economic and physical redevelopment needs of the corridor have already been identified, and in this chapter the basis for recommended redevelopment strategies is supported by literature and analysis of the four case studies.

#### **1. Objectives derived from market demand, feasibility analysis, and transportation studies**

##### **Case study support**

Each of the case study corridor redevelopment plans contained recommendations based on a series of market demand studies and feasibility analyses. Due to market studies, the Gaines Street Revitalization Plan was able to identify certain uses that would thrive on this corridor and the feasibility of adapting historic and infill structures. Additionally, these studies showed potential for high density housing in the area. These studies support the recommended concepts in the plan for future action by the Community Redevelopment Agency.

Table 4-2. Summary Table 1- Developing objectives based on studies.

The use of market demand analyses to provide feasible options for redevelopment					
	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	South 8 <sup>th</sup> Street
Conditions	Historic structures and infill development opportunities	Corridor does not permit light industrial uses and has many vacant properties	Historic and infill development opportunities, many vacant properties	Poor infrastructure to relay stormwater	Infill structure opportunities and many vacant properties, marginal uses, and lack of mixed uses due to existing zoning
Strategies, Methods, & Tools	Created a program for future mixed-uses	Established an Overlay district to allow for light industrial	Created marketing for the corridor accentuating the available incentives	Plan includes engineering and design specifications for new stormwater treatment techniques	

The market demand analysis performed by the Delray Beach CRA for the North Federal Highway Redevelopment Plan identified the potential for mixed use and light industrial uses along the corridor. There were very few areas in the City that could accommodate light industrial establishments that were in desirable locations. The North Federal Highway offers them the visibility and convenience of busy highway frontage. The one stipulation of this overlay is that the assembly and storage of inventory must be in an enclosed building and must also be sold at that location. The study also calculated the absorption rate per square foot for potential retail and office uses so the CRA can plan accordingly for redevelopment.

The H Street corridor also used the results of market demand analysis to plan for new infill uses. The studies predict the area can support more retail, office, and

residential units. The North Federal Highway, H Street NE, and South 8th Street all are high traffic, highly visible corridors in their cities and consider their locations a prime asset for attracting new uses and businesses. In order to sustain and enhance the businesses along the corridor, the Delray Beach CRA offers a business development program that fosters the creation of new businesses and assists with startup costs during the first year of business. Also, the CRA provides a program offering initial site development assistance to property owners to subsidize the costs of site planning, design, and engineering. Similarly, the H Street NE plan provides details for a program available to educate H Street business owners on retail best practices.

### **Recommendation for South 8<sup>th</sup> Street**

Fernandina Beach should partner with the Amelia Island-Fernandina Beach-Yulee Chamber of Commerce and the Nassau County Economic Development Board to perform market demand and feasibility studies of the commercial environment in the City and South 8<sup>th</sup> Street prior to the creation of a revitalization plan. A market demand study would investigate the potential uses that would thrive along the corridor long-term. In the 1950s, the car dealerships, repair shops, and gas stations complimented the downtown area, but changes development and travel routes may prove these uses no longer viable for this area of Fernandina Beach.<sup>11</sup> The corridor has several automotive based structures that are no longer functioning as auto repair shops or gas stations, but there are still many active automotive shops.<sup>12</sup> The reality is that there will continue to be family-operated auto repair shops along the corridor. This thesis does not

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<sup>11</sup> There was a much greater need of automotive uses prior to interstate development since A1A was a major highway for east coast travel.

<sup>12</sup>The corridor currently has eight active automotive uses and three inactive- vacant, for sale, or lease automotive structures.

recommend shifting the use entirely from automotive to another, only a more deliberate effort to encourage a mix of uses and businesses that will thrive.

The City wants to see this area become an active and vibrant part of Fernandina Beach. The City's future land use element addresses the importance of this "fringe" area of downtown, and therefore it should be redeveloped as a place that endorses a high quality of life and urban design (City of Fernandina Beach, 2004). By incentivizing this corridor to attract developers, new businesses, and potentially residents, the city will prove its commitment to planning for the future of the City as well as the current residents. A market study would indicate if a need exists for incorporating housing infill or livable studio spaces along the South 8<sup>th</sup> Street corridor. Introducing apartments or live/work spaces along 8th Street would provide a low-cost option for a younger demographic, creative professionals, and the summer workforce. By incorporating dwelling units along the corridor there would be a localized consumer base and generally more activity on the street, a notion addressed by both the H Street NE and the Gaines Street redevelopment plans.

Additional traffic studies, particularly on pedestrian and bicycle activity, should be conducted as well to guide planning strategies to make the area more walkable and pedestrian friendly. A study on the possibilities of rerouting the heavy traffic to the mills would also add to the walkability of this corridor. The idea of rerouting truck traffic and thru-traffic around South 8<sup>th</sup> Street has been explored by the CDD, but a study would further justify the feasibility of these options. The City should also consider surveying the existing stormwater management facilities and the present state of other utilities. The *Green Corridor* plan included an in-depth reconfiguration of more sustainable

methods for stormwater management and civic landscaping along the study area. Given the high percentage of impervious surface along the corridor, a thorough study of potential remediation should be conducted.

This thesis suggests incorporating creative development into the corridor based on the creative city theory and the creative class' impact on a community's economy and physical environment (Florida, 2012). The CDD embraces the concept of providing incentives to creative or arts-based developments to compliment the revitalization and further encourage a mix of uses.

To make uses more complimentary to the City's economy, measures and programs should be created to sustain existing businesses and foster new businesses. The H Street NE plan conducted an assessment that measured the performance of various retail establishments in order to understand the needs and opportunities within the existing business environment. An evaluation of the current retailers and businesses on the South 8th Street corridor would be an effective way for the City to engage the business operator and property owner prior to redevelopment, and the data collected would identify areas for improvement and a basis for potential incentives. Similarly, the implementation of a retail best practices education program, similar to the one used in H Street, would promote the retention and revitalization of South 8th Street businesses.

These market demand and feasibility studies should be among the first steps in the revitalization planning process, along with civic engagement and public outreach. Together, these data collection methods will direct the objectives that will be included in the redevelopment plan and provide an overall vision for the revitalization project. The following table identifies the community input received in each case study area's public

workshops or charrettes that were considered during the planning for various redevelopment strategies and tools.

Table 4-3. Summary Table 2- Community Input from Public Outreach

Civic Engagement		
	Type of Public Participation Activity	Community Input
Gaines Street	Charrette, 1997	Citizens' desire unique urban character, entertainment and cultural activities, parks, bike paths, preserved neighborhood characteristics, new mixed-use development, Higher standards of quality development, establish a sense of place, define corridor as a gateway, create a truly pedestrian environment, address traffic and parking problems.
	Workshop, 1999	
	Stakeholder Interviews	
North Federal Highway	Charrette, 1997	Suggestions included: landscape improvements, buildings closer the street, Traffic calming, mixed use development, all participants agreed it shouldn't compete with Atlantic Ave., but should complement it with office buildings and such.

Table 4-3. Continued

Civic Engagement		
	Type of Public Participation Activity	Community Input
H Street NE	Launched a yearlong “It’s all About Us!!!” campaign. Public workshops and a five day design charrette.	Community goals were to help existing businesses grow and thrive, encourage reuse of the numerous vacant lots and storefronts on the corridor to create a desirable mix of commercial offerings, traffic enhancements, parking improvements, public gathering places. protect the streets character and promote the sense of place.
<i>The Green Corridor</i>	Charrette, 2012	Community desired walkability, managed vehicle speeds, street trees, wider sidewalks, mix of land uses, cost effective stormwater management techniques.

## 2. Civic engagement and visioning

### Case study support

Each redevelopment plan was highly influenced by the input received during civic engagement activities and the vision generated by the public. This collective vision was derived from environmental factors, community consensus, and existing assets. While each plan did not give details on specific public participation methods that were used to engage their communities, several plans did incorporate marketing and promotion of the redevelopment area to help meet their objectives. Each of the four



case studies analyzed for this thesis had a corresponding website to promote and update the residents on the redevelopment process. The H Street NE revitalization used place-based promotion and incentives to market their historic structures for adaptive use to potential investors and developers. Properties should be advertised according to the desired uses based on the market demand analysis.

### **Recommendations for South 8<sup>th</sup> Street**

In Fernandina Beach, the CDD should engage the South 8<sup>th</sup> Street stakeholders prior to developing a planning document; similar to the workshop process they went through during the planning for the Waterfront Area Community Redevelopment Plan. The four case studies analyzed for this thesis did not provide further details of their civic engagement practices or activities. However, the St. Claude Main Street in New Orleans, Louisiana, an innovative public involvement initiative discovered while researching this thesis, embraced strategies that could be easily translated to the 8th Street Corridor planning process. This corridor is a National and State designated Main Street that is operated as a non-profit by volunteers and one full-time employee. The St. Claude Main Street is focused on fostering commercial revitalization and equitable development in the community surrounding this corridor. This group provides façade improvement grants, community markets, and creative placemaking strategies for the corridor through a series of grants from organizations including the National Trust for Preservation Main Street Program and ArtPlace (St. Claude Main Street, 2013).

This organization began its efforts by first taking a walk-thru of the corridor with citizens and St. Claude stakeholders to perform an analysis of the strengths, weaknesses, opportunities, and threats. Subsequent meetings after this public space exercise resulted in the overall vision to direct the redevelopment of the corridor. More

recently, the St. Claude Main Street organization, placed a sign on the corridor asking “What do you want on St. Claude Avenue?” and conducted the same exercise on the internet through social marketing and the website, <http://neighborhorland.com>. The very noticeable, large green and white sign was attached semi-permanently along the side of this street with sharpies attached so citizens could write their answer to the question. These two simple civic engagement strategies could be very helpful in the plan creation and direction for the South 8th Street revitalization.

Due to the current state of disrepair of several South 8th Street sties, a community cleanup day would be a good start for small-scale façade improvements and allow stakeholders to become familiar with the conditions along the corridor. At this stage of redevelopment planning, it would be appropriate to reach out to stakeholders via survey or questionnaire to receive more in-depth feedback regarding their opinions of the corridor and any ideas for how the corridor could become more attractive to new businesses and customers.<sup>13</sup>

A first step in bringing together these stakeholders could be led by the CDD supporting the creation or reestablishment of a South 8<sup>th</sup> Street Business Association. In 2004, a group of business owners formed the “8<sup>th</sup> Street Partners” and sought designation as a non-profit, but never materialized. The reestablishment of the 8<sup>th</sup> Street Partners group or another business related non-profit would be an asset to the district and a voice for the many property owners on this corridor. Another option would be for the interested businesses to consider joining the Historic Fernandina Business Association (HFBA) to strengthen the corridor’s presence in the City’s professional

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<sup>13</sup> A survey was created to be distributed to South 8<sup>th</sup> Street businesses and property owners. A copy of this questionnaire is located in Appendix E.

network. While the mission may focus on the downtown businesses, there may be a possibility they would include the adjacent corridor businesses. The HFBA promotes the community's businesses and historic downtown area as a "great place to live, work, and play." The group also hosts various citywide events and a concert series, "Sounds on Centre", throughout the year (Historic Fernandina Business Association, n.d.).

As evidenced by the four case studies, a strong vision leads to achieving goals and regenerates the sense of community. The CDD should plan for a Town Hall meeting to hear the public's ideas and goals for the South 8<sup>th</sup> Street Corridor revitalization to begin developing a common vision for the Plan. During this meeting, the City should identify the network of stakeholders and establish a relationship of mutual respect. To add transparency to the redevelopment process, the City should maintain contact with residents, property owners, and business owners through an email newsletter or other medium to keep them aware of events and progress relating to the 8<sup>th</sup> Street Corridor Revitalization Plan. Special attention should be paid to the adjacent 9<sup>th</sup> Street and 7<sup>th</sup> Street residents during the planning process both in terms of buffering and potential inclusion in the revitalization area.

Local realtors and developers should be seen as partners during the revitalization process. Incorporating them from the beginning will be very helpful to draw in new stakeholders, businesses, and uses into the area. Once a name is decided for this district, it should be used to promote and market the properties and vacant lots to developers or realtors.



Figure 4-4. Potential Branding for the South 8<sup>th</sup> Street Revitalization District

The marketing should target the uses identified through market demand analysis, and the branding materials and website should be generated from local graphic design services, artists, and other creative groups. The City should work with the Chamber of Commerce to target creative institutions and organizations to relocate to the South 8th Street corridor. The economic revitalization of the corridor could be accelerated if the CDD marketed the various business incentives and vacant properties available only for the 8th Street Corridor. By promoting the historic commercial corridor, potential developers may be motivated to adapt one of the automotive use structures to their needs. The North Federal Highway Corridor in Delray Beach had a similar history of automotive uses lining the corridor with a total of 14 properties classified as Gas stations or Auto Repair shops (The City of Delray Beach CRA, 1999). This may provide

a model as Delray Beach continues with its revitalization efforts. As seen with Merge Restaurant and Amelia Coastal Realty, the adaptive use of former gas stations can be done successfully.

Markusen's (2006; 2010) research supports the concept of incorporating and engaging the creative class during redevelopment. Fernandina Beach has local cultural resources available that should be used during planning and implementation of revitalization efforts. A great creative placemaking opportunity to jumpstart redevelopment could be the rehabilitation of a South 8th Street property currently on the market into a shared office space for freelance designers or studio spaces for local artists. A smaller scale adaptation of the Miller brothers' *Fundrise* community investment platform (utilized on H Street NE) could be used to allow the community and investors to fund this project. As evidenced by the Art-Tech Hub on Gaines Street, creative incubators generate other creative placemaking efforts in an area.

Ultimately, a community charrette should be held to discuss in further detail the vision, goals, and the overall design standards for the corridor. The charrettes should be a highly advertised engagement activity. After a clear vision has been generated to guide the redevelopment planning process, the City must decide how best to implement and regulate the revitalization plan.

### **3. Leadership and funding**

The four case studies involved a variety of municipal organizations, private groups, and non-profits during redevelopment. Each of these actors played a vital role and used their strengths in order to further the goals of the revitalization plan, providing financial and organizational support.

Table 4-4. Summary Table 3- Organizations and Agencies Involved in the Redevelopment of Each Case Study Area

Leadership and Funding					
	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	South 8 <sup>th</sup> Street
Municipal	Advisory Committee on the revitalization of Gaines Street (GSVC) appointed by the City Commission ; FDOT-FAMU-FSU conducted studies, City of Tallahassee, Leon Co. Community Redevelopment Agency	City of Delray Beach Community Redevelopment Agency	The D.C. Office of Planning initiated redevelopment , created two Advisory Network Commissions, Single Member Districts, DC Main Streets Program, Office of the Deputy Mayor, Great Streets Initiative, District Department of Transportation , The Restore DC group, and the DC heritage Tourism coalition.	City of Ranson, City of Charles Town, DOT.	Fernandina Beach Community Development Department
Consultants	St.Joe/Arvida, Genesis Group, PBS&J, and Artspace	Treasure Coast Regional Planning Council and the Dover, Kohl & Partners.	The Main Street Program and HOK Planning Group.	PlaceMakers and Hall Planning and Engineering.	
Non-Profit	Metropolitan Planning Organization, Knight Creative Communities Institute PAC, Council for Culture & Arts (COCA)		H Street Community Development Corporation		

## **Case study support**

The four case studies analyzed in Chapter 3 were regulated and implemented by a variety of agencies and groups that contributed their expertise to the improvement of the study area. Each organization either sought funding from federal or private grants or utilized tax increment financing. Combining partners with local government in redevelopment increases the range of possible outcomes and adds a broader scope of knowledge to the planning process. Hipler (2007) spoke of the need for multiple resources to most effectively combat blight and guide revitalization.

The intended overlay district for South 8<sup>th</sup> Street in Fernandina Beach will be drafted and implemented by the Community Development Department. Overlays were used in the North Federal Highway and H Street NE case studies to accommodate a mix of uses and establish form-based controls on development (The District of Columbia Office of Planning, 2001; City of Delray Beach CRA, 1999). Due to the past success of their respective CRA frameworks and mechanisms, CRAs were the appropriate redevelopment mechanisms for the North Federal Highway and Gaines Street corridors. An overlay district allows the local government to establish a redevelopment district that will serve a similar function as a Community Redevelopment Area, only without the formality of a Community Redevelopment Agency.

## **Recommendations for South 8<sup>th</sup> Street**

To begin planning for the Overlay District, the City's Community Development Department (CDD) should first decide what to name this effort; perhaps the "South 8th Street Corridor Revitalization District", "South 8th Street Gateway District"; or if an arts focus is a part of the vision, the " South 8th Street Arts Corridor Redevelopment District", or "South 8th Street Arts Gateway". Prior to community engagement, the CDD

should consider the roles of other Fernandina Beach government officials in the planning and regulatory processes that will accompany the redevelopment. The City commissioners, City Manager, Mayor, and an FDOT representative should be aware of the intentions of the redevelopment overlay and have a say in their role and contribution to the process. Similarly, the CDD should consider involving Arts and Culture Nassau, local business associations, professional societies, and other interest groups in the planning process to utilize their knowledge and social connections within the community. The local tourism bureau would also be crucial in speaking to the interests of the tourists and ways to incorporate South 8<sup>th</sup> Street into the tourism economy. A strong, supportive network will reinforce the leadership of the CDD in the community.

With the help of the new overlay zoning district, a wide variety of uses will be encouraged along 8th Street. Based on the market demand analysis and the responses during the civic engagement, the revitalization plan should include a series of incentives (that are deemed feasible by the CDD) to encourage new development in the overlay district, for instance:

- Reduced impact fees;
- Business tax refunds;
- Refunds for existing adaptive use projects;
- Incentives for property owners to purchase adjacent properties or lots;
- Incentives for developers pursuing creative or arts-based uses;
- Incentives for job creation, land assembly, adaptive use, green building, LEED certification;
- Assistance and grants for pre-development processes; and
- Façade improvement grants and incentives.



These programs could be funded through redistributions of federal or private grants awarded to the CDD for redevelopment purposes. A special taxing district could also be designated in addition to the Overlay District so that funds from Tax Increment Financing can be used to fund improvements in the district. Sarasota's Golden Gate Point Streetscape Special District is a great example of a dependent (separate) taxing authority created for streetscape and public rights of way improvements (City of Sarasota, n.d.).

A series of design standards and guidelines should also be included in the corridor revitalization plan to guide future infill development and hold existing structures to a higher standard of façade maintenance, landscaping, and signage. A new property maintenance code should be enforced within the zone to improve the overall image of the corridor. The CDD should consider creating awards and incentives for the "Most Improved" properties or the "Best of 8th Street". In addition to offering incentives and encouragement for private creative development, the CDD should also consider funding public creative placemaking efforts with the help of Arts and Culture Nassau and the new public art ordinance.

Fernandina Beach should apply for grants according to the most imminent redevelopment needs of the corridor. For Gaines Street, a grant from the ArtSpace organization and leadership from Tallahassee's Council on Culture and Arts were able to fund the Arts-Tech Hub project and promote creative placemaking efforts along the corridor. Creative placemaking efforts across the nation are supported by ArtPlace and the National Endowment for the Arts "Our Town" program (Markusen, 2012). The ArtSpace organization preformed a market, site, financial, and leadership analysis to

verify the City of Tallahassee could support a multi-purpose arts campus and studio space (The Council on Culture and Arts, 2006). ArtSpace provides years of expertise and a “tool-kit” of best practices for their projects. As of 2006, the organization had completed 20 successful live/work spaces and other creative projects across the United States. The incorporation of this organization was instrumental in laying the groundwork for future creative placemaking efforts on Gaines Street. Corridor redevelopment ultimately involves many interest groups, private property owners, the local government, and often the federal or state departments of transportation.

#### 4. Transportation

The central focus of these four redevelopment plans is on the major roadway in the blighted area. Several of these case study corridors are federal highways that will require major efforts to redesign.

Table 4-5. Summary Table 4- Transportation Initiatives in the Four Case Studies

Transportation					
	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	South 8 <sup>th</sup> Street
Conditions	Poor vehicular and pedestrian access.	Drop in traffic by 14% since 1990, but is still the busiest highway in the area. Low walkability and high speed traffic.	Hostile intersections for pedestrians, poor public parking conditions, less than optimal pedestrian conditions, no street trees, few pedestrian scaled elements.	Brownfields along the corridor, inconsistent sidewalks, improper side street parking,	Walkability is hindered by heavy traffic, unsafe intersections, and a lack of pedestrian amenities.

Table 4-5. Continued

Transportation					
	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	South 8 <sup>th</sup> Street
Strategies, Methods, & Tools	Planned improvements to connectivity between FAMU, FSU, and Capitol. New design guidelines address traffic circulation, bike safety, and parking standards. Major infrastructure redesign in 2011 to rebuild Gaines street as a two way, two-lane street and widened sidewalks.	Design guidelines discourage front parking lots and new developments are required to be pedestrian friendly. Reconstructed drainage swales should reduce speeding and discourage on-street parking. Cross parking agreements and shared parking are encouraged.	Plan calls for an improvement in transit and pedestrian experience on the corridor and improve parking. Traffic calming measures are to be employed, streetlights are to be retimed, and intersections will be made less complicated. Encourages shared parking and includes details of the proposed public transit connectivity.	Plan includes a design of the new "Green Corridor" that incorporates multi-modal transportation and lowers vehicular speeds. Crosswalks are redesigned and a safety strip will be placed between the two lanes of traffic to slow speeds. The new multi-modal corridor will connect to the regional transit hub.	

**Case study support**

Commonalities between the four case study areas and the thesis study area of 8<sup>th</sup> Street include poor pedestrian amenities, low walkability, and a lack of appealing streetscaping in the rights-of-way. The various approaches to redeveloping the transportation and connectivity in the case studies ranged from establishing new wide

sidewalks to defining new design standards to be implemented through major roadway improvements. Gaines Street recently underwent major highway reconfiguration that was performed by the FDOT (City of Tallahassee, n.d.). The *Green Corridor* plan in West Virginia contains a complete corridor design overhaul that will shift the focus from auto-centric to multi-modal. The new corridor will increase bicycle and pedestrian connectivity to the new regional rail and bus hub and also calm automobile traffic. The *Green Corridor* revitalization plan was created using the DOT TIGER (Transportation Investment Generating Economic Recovery) grant and many other brownfield and transportation oriented grants. This grant is highly selective and is awarded to projects that will increase the livability and sustainability of a region (U.S. Department of Transportation, 2012). Similarly, over \$53 Million in DDOT funds supported streetscape and traffic improvements in the H Street NE plan in Washington D.C. (The District of Columbia Office of Planning, 2004).

### **Recommendation for the South 8<sup>th</sup> Street corridor**

Since South 8<sup>th</sup> Street is a federal highway, FDOT is responsible for the roadway maintenance and the condition of the rights-of-way. Major transportation grants can be secured through the Florida Department of Transportation for future traffic studies or for highway beautification. The Fernandina Beach CDD should pursue available FDOT grants to fund sidewalk, streetscape, and rights of way improvements for the corridor.

Walkability was identified in the conditions assessment as a major issue for the South 8<sup>th</sup> Street Corridor. Additional transportation studies on the walking and biking conditions of this corridor on behalf of the FDOT would be helpful in drafting strategies and objectives to enhance walkability. Currently, the corridor lacks pedestrian oriented uses or activity points, potentially due to the high-speed of traffic and a lack of proper

buffering between the sidewalks and the three-lane highway. Improvements to pedestrian safety may have a direct impact on future uses implementation of design elements that are more pedestrian oriented and promote walkability.

To address insufficient parking, businesses and future developers should be alerted to the existing shared parking strategy employed by the city. Shared parking is one of the EPA's smart growth approaches towards a more healthy transportation network. This concept is an efficient use of land in redevelopment situations and stems from the fact that not all businesses share the same peak hours of operation (U.S. Environmental Protection Agency, 2006). A transferable parking entitlement program could also be employed to regulate the transference or purchase of unused parking spaces from one development to another (U.S. Environmental Protection Agency, 2006). The design standards and guidelines should recommend side and rear parking if at all possible to promote a pedestrian oriented corridor.

## **5. Livability**

The chart below is an excerpt from the livability improvements section of the redevelopment plan assessment tables found in the appendix. The enhancements include any measures in the plan that increases the overall quality of life of the corridor. In addition to these strategies, there were many other redevelopment tools that indirectly improved the livability of the area (the items bolded throughout the document). The criteria used to assess the livability and sustainability measures in these four plans (See Table 2-3) were used to identify any redevelopment plan element that would lead to a more livable, sustainable and therefore, more creative place.

Table 4-6. Summary Table 5-Livability Enhancements

	Gaines Street	North Federal Highway	H Street NE	The Green Corridor
<b>Walkability</b>	Encourage pedestrian connections to FAMU, FSU, and capitol.	Discourage front parking and make new developments pedestrian friendly.	Plan's goal is for H-Street to become a transit and pedestrian corridor with parking for the retail stores. Improved connectivity from public transit, walking, and cars. Utilizing neighborhood assets and capitalizing on arts facilities to improve livability and character of neighborhoods.	The Plan design team set standards to enhance walkability and bikability and reconsider vehicular speed.
<b>Smart Growth</b>	Smart growth approach towards new development with respect for historic features and nature.			The Plan complies with Ranson's form-based SmartCode to encourage sustainable community development
<b>Sustainability</b>	Employing these Smart Growth principles reduces costly infrastructure, creates a nice place to live, and enhances the tax base.			The Green Corridor is the first major project for the community wide goal for improvement in sustainable development. The proposed landscape plan promotes conservation of water and energy.
<b>Mixed Use</b>	Mixed Use implemented in new zoning,	The Plan suggests reinventing the corridor as a "workplace" providing services, light industrial uses, office buildings, banks, restaurants, etc. to the local neighborhood market. The city suggests using some of the vacant parcels to incorporate mixed-use developments to bring in more residential units to the corridor.	New zoning change to encourage Mixed Use.	Mixed Use is encouraged
<b>Open Space</b>	Open Space Concepts Proposed and New setback requirements to provide more open space for pedestrian activities	Property could be acquired to form a small park, but there was little interest in the creation of a large park because residents didn't want "outsiders" in their neighborhood.		Entire corridor will be a multi-modal thoroughfare with wide passages.
<b>Public Space Improvements or Creation</b>	Greenway Concepts proposed respects natural features and serves as a bike trail, pedestrian corridor linking the downtown area with the campuses. Will be lit 24 hours, landscaped; contain signage, art, and seating areas.	The city owned Donnelly Tract is a preservation area that will remain passive.	Improvements to two separate "public realms": Hopscotch Bridge area; pedestrian access and improved streetscape. Eastern gateway Civic Space; improved pedestrian experience, infill street frontage, create public space, long term and require design and traffic studies.	Green Corridor is a great improvement on the existing, narrow roadway.

### **Support from case studies**

These four redevelopment plans contain objectives that will lead to more livable corridors in a variety of ways. The Lewis and Donald (2010) methodology was used to support this thesis argument for the creative redevelopment of the South 8<sup>th</sup> Street Corridor. The methods and strategies that are used during redevelopment of a blighted area should lead to a more livable place and encourage sustainable practices. The indicators from Lewis and Donald (2010) can guide redevelopment planning in order to generate a more creative corridor that encourages more people to live, work, and socialize there. Consequently attracting creative class patrons and residents to the area is a positive externality of planning for a more creative place.

Recent studies (Zimmerman, 2008) outline how cities market themselves as innovative, creative places to appeal to young, entrepreneurs and other members of the creative class. Investors, developers, and even local governments spend thousands of dollars on mixed- use developments and other quality of place improvements to attract creative thinkers and facilitate new businesses and ideas. For a small city like Fernandina, the best way to appeal to this sector is to increase livability and sustainability of the corridor through the specific redevelopment tools and strategies.

### **Recommendation for the South 8<sup>th</sup> Street corridor**

The CDD should draft the plan for the South 8th Street corridor redevelopment, using the livability and sustainability measures as indicators. “Livability” is a broad, all-encompassing city planning topic and the ensuing recommendations are comprehensive, as well. The improvement in the corridor’s walkability, sustainability,

and open space will significantly improve the quality of life for the patrons and business owners along the South 8<sup>th</sup> Street Corridor. Fernandina Beach's CDD could focus available TIF funds (or other available public funds for park creation) to purchase one of the vacant lots to increase the green space along the South 8th Street Corridor. Prime sites for park creation are the vacant lot adjacent to Hot Paws—this could be developed as a dog park—or the west lot at Lime Street that is owned by the City of Fernandina Beach and currently holds the safety signage. The City could also offer an incentive or tax break to any private investor willing to purchase one of these lots for the establishment of a park or open, green space.



Figure 4-5. Safety Signage at Lime Street and S. 8<sup>th</sup> Street

Photo Courtesy of Ashley Chaffin McGehee

In terms of sustainability, the Ranson-Charles Town *Green Corridor* project was created using a series of grants, including the EPA Building Blocks for Sustainable



Communities grant. The City of Fernandina Beach recently submitted a letter of interest to this EPA grant; if secured, this grant will aid in the equitable redevelopment of the South 8th Street Corridor. There should also be incentives and grants available for any South 8<sup>th</sup> Street sustainable adaptive use projects for older structures that do not seek the historic preservation incentives.

Mixed-use and other smart growth techniques are also identified by Lewis and Donald (2010) as contributing to the quality of a place. The redevelopment overlay ordinance will address the new, hybrid zoning classification for this area that will allow a mix of uses and utilize the existing non-conforming structures. Potential uses could include breweries (which a few entrepreneurial citizens have requested); metal sculpting and artists' live-work studios; or small-scale furniture manufacturers. Once the boundary area is set, sufficient buffering should be established and consideration should be given to the established residential areas of 7<sup>th</sup> and 9<sup>th</sup> Streets.

As a result of market studies or analysis, the City will be aware of what type of businesses and uses are feasible for this area. Once identified, the city should incorporate the various development incentives into marketing for the corridor in order to attract a vibrant mix of uses to the area. The majority of the vacant properties are former office and retail uses, ideal for startup companies or studio spaces as revealed in the H Street NE plan (The District of Columbia Office of Planning, 2004). Additionally, incentives for creative development, arts-based or high-tech businesses should be promoted as a part of the revitalization plan if the community vision for redevelopment is a more vibrant, creative district.

A major factor in enhancing vibrancy and livability is utilizing the existing assets of a community as well as the authentic natural or built environment (Lewis and Donald, 2010). This corridor should highlight its automotive past by incorporating the auto-centric built environment into the overall branding of 8th Street (See Figure 4-7). There are several sites that could be eligible for local or state historic designation, like the old Ford dealership or the A1A gas station. The City and the Historic District Council should go out of their way to offer assistance to current South 8<sup>th</sup> Street historic property owners or anyone who is willing to redevelop their historic property if they qualify for inclusion into the Historic District or seek national designation as a historic site. This corridor has the potential to utilize its automotive roots in order to establish a sense of place and utilize the existing auto-centric architecture. Bringing new life to these familiar buildings will generate interest and be instrumental in placemaking.

As mentioned briefly in this thesis, the National Trust Main Streets program is a highly successful, well-established corridor redevelopment strategy. The H Street NE plan used this program at the local and federal level. As a part of the National Trust for Historic Preservation, this program focuses on restoring economic vitality by utilizing a region's existing creative, cultural, and architectural resources (National Trust for Historic Preservation, n.d.). By 2002, this program was present in over 40 states and generated \$17 billion in central business district revivals (Waters, 2010). In 1988, the City Commission of Fernandina Beach endorsed and supported participation in the Florida Main Street Program, but no further action was taken beyond these efforts (McCrary, Burke, & Gibson, 2012).

The South 8<sup>th</sup> Street corridor was defined as visually unappealing in the stakeholder interviews and the existing conditions assessment. The visual quality of place has an impact on its economic activity and therefore hinders potential investment by existing stakeholders and new investors (Maguire, M., & Foote, R., 1997). A significant capital investment should be considered for the gateway of South 8<sup>th</sup> Street at Lime Street. The City owns the two lots that greet visitors to the South 8<sup>th</sup> Street Corridor and the city limits of Fernandina Beach. The current signage on these two lots could be much more visually appealing and utilize a greater portion of the lots. The west lot would benefit from pedestrian amenities like benches, shade trees, bike racks, and open space. This mini park area would detract attention from the new safety sign installed on the corner and provide a meeting point for South 8<sup>th</sup> Street patrons in the future.<sup>14</sup> The formal “Welcome” sign to Fernandina Beach is located on the east lot. Instead, the original signage that was once on this corner should be recreated with an additional semi-permanent message recognizing the South 8<sup>th</sup> Street Corridor Revitalization District. Additionally, there are approximately 50 telephone poles lining South 8<sup>th</sup> Street from Lime to Broome. If the removal of the poles and burying the power lines is not feasible, they could be utilized to hold street-pole banners to unify the street or used to support a pedestrian scaled street light project.

### **Conclusion**

The City of Fernandina should draft a plan for the overlay district; conduct civic engagement to gather opinions and consensus; coordinate the adoption of the ordinance; secure funds and grants; and implement the new policies. For the South 8<sup>th</sup>

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<sup>14</sup> See Page 141 for photo of the safety sign on the west corner of Lime Street and 8<sup>th</sup> Street.

Street corridor revitalization, the overlay ordinance and incentives will guide the future of the corridor, similar to the Delray Beach ideology of public reinvestment yielding private redevelopment. The overall vision for the future of the corridor and the design guidelines for infill development will support the rich history and cultural assets of Fernandina Beach. By combining the traditional municipal redevelopment strategies with creative and cultural placemaking, the South 8<sup>th</sup> Street corridor will experience improved livability.

## CHAPTER 5 CONCLUSION AND FURTHER STUDIES

### **Conclusion**

The recommendations for the 8<sup>th</sup> Street Revitalization District were derived by considering the Quality of Place theories of Florida (2012) and Jacobs (1967); the small-city creativity rubric of Lewis and Donald (2010); and the notion of utilizing existing creative and cultural assets from Ann Markusen (2006; 2010), Anne Gadwa (2010), and the APA (2004). The cross-case analysis of the four case studies, also, proved successful in organizing the redevelopment strategies and visualizing the common connections between the plans and the South 8<sup>th</sup> Street corridor. Through this process, it was revealed that the goals of blighted corridor redevelopment are similar regardless of city size or population interests. The creative city theory is geared towards large cities, which made it difficult to find literature supporting the incorporation of creative redevelopment strategies in small cities.

While Richard Florida's Creative City index identifies the cities that have the appropriate balance of the Three T's, the fourth T of Territorial Assets does not discriminate based on the actual size of the population. The studies referenced throughout this thesis proved the quality of place, cultural assets, and the presence of livable and sustainable amenities has a powerful impact on the physical and economic well being of a district or city. By attracting new businesses, residents, and experiences to South 8<sup>th</sup> Street, the incorporation of these ideals into redevelopment planning will support a deep, lasting revitalization.

This research was guided by the community's nonacceptance of the current condition of South 8<sup>th</sup> Street and the City's goals for the area. Although this thesis only

examines four corridor redevelopment case studies, the resulting best practices encompass the broad concept of redevelopment planning. The City of Fernandina Beach will soon begin planning for the revitalization of the South 8<sup>th</sup> Street corridor, and it is my hope that this research contributes to this process.

### **Further Studies**

A separate body of research could be written on when is the appropriate time for redevelopment in any given blighted area. Literature on the subject often mentions that sometimes time heals a city's distressed neighborhoods. This gradual transformation can run its course and regenerate a neighborhood, but often there is a point when an intervention is necessary. During my survey of past planning documents for the City of Fernandina Beach, I was unable to uncover any justification for the failed redevelopment attempts over the last 15 years. Research into the context of the creation of those plans and why they were unsuccessful would provide an essential resource for the City and would have provided background for this thesis.<sup>1</sup> After 50 years of slow decline on the corridor, the time has come for the City of Fernandina Beach to create an ordinance guiding the future infill development and regulating the existing built environment to meet higher urban design standards.

My research recommends market studies and feasibility analyses of the South 8<sup>th</sup> Street corridor, and perhaps all other commercial activity centers of Fernandina Beach, to be conducted in order to guide development and attract the appropriate, sustainable land uses. The Community Development Department should also research how other beach cities incorporate the role of tourism in their redevelopment plans. Public health

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<sup>1</sup> Lupita McClenning, who drafted the 2004 plan, was contacted but was unable to state her opinions on the matter but encouraged the city to move forward with their present redevelopment efforts.

improvements should also be researched further in regards to future development efforts. In addition to civic engagement activities, visual preference e surveys, and other stakeholder surveys should be given to support the plan- making process and the imminent evaluation of the revitalization district.

In addition to the stakeholder interviews, I intended to send a survey to all South 8<sup>th</sup> Street business owners during the observation process. These questionnaires are included in Appendix E and should be sent by mail with return postage or utilizing the City's survey monkey account. Due to time and resource constraints, I was unable to fully explore the history of the six undesignated historic structures along the corridor or research the backgrounds of properties that have been listed on the real estate market for a considerable period of time.

The concept of incorporating creative resources in this case study were derived from my personal knowledge of Fernandina Beach, the considerable amount of arts and cultural activities that occur on the island, and the popularity of the creative city thesis. There is a need for further research of the impacts of implementing creative city theory and creative development in the redevelopment process. Anne Markusen (2006) concludes her paper on cities' cultural planning efforts by mentioning the need for more studies comparing cities' capacities for cultural planning and development. The creative placemaking efforts and other examples of creative development in Markusen's (2006; 2010) research are unable to provide clear indicators of success regarding the actual creative placemaking outcomes (e.g. public art or creation of an innovative, public open space) due to the other contributing environmental factors during the redevelopment process.

Additional research could also be conducted on the presence of the creative class in the Fernandina Beach area. The more creative occupations (e.g. yoga studio, cycling studio, bakeries, antique stores, and restaurants) seem to thrive on the Island and even along the South 8<sup>th</sup> Street Corridor. Quantifying the presence of the creative class and the success of creative industries could further support and promote the redevelopment of this corridor



APPENDIX A  
CONDITIONS ASSESSMENT AND PROPERTY LISTINGS

This is a preliminary step towards the future Redevelopment plan for South 8th Street in Fernandina Beach, Florida. The following observations were recorded and observed during the summer of 2012. This is a summary of the physical conditions along the South 8th Street Corridor. All photos were taken by the author unless noted otherwise.



Figure A-1. Fernandina Beach City Limits at Lime and South 8th Street

## **LAND USE, ZONING, AND DEVELOPMENT**

Summary of the current state of land use, zoning and development along the 8th Street Corridor. The assessment also includes key informant opinions regarding the current conditions of 8th Street. The conditions assessment is organized according to the following:

- a) Zoning**
- b) Land Use**
- c) Parcel Histories and Ownership**
- d) Historic Preservation**

### **a) Zoning**

Currently all parcels facing South 8th Street are zoned C-2 (General Commercial) and one C-3 (Central Business District). <sup>1</sup>The one C-3 parcel property owner requested a rezone in order to live and work in the same building. With the current zoning classification, residential, and industrial/manufacturing uses are not permitted. The current zoning has facilitated the establishment of several successful businesses and services, and it is unsure if the current zoning has hindered any future activities. Historically, 8th Street was home to many light manufacturers, grocery stores, car dealerships, and a variety of services.

### **Corridor Capacity and Density**

With the current C-2 zoning classification for the majority of 8th Street, there are no density requirements (as there are no dwelling units allowed) and a maximum FAR of 0.50. With a C-3 zoning classification, 8 units per acre are allowed, but with the Density Bonus Incentive that can be increased.

In the Comprehensive Plan, the policies are in place for a Density Bonus Incentive program for areas within a Community Redevelopment Area or acquire the future land use designation in the Central Business District.

### **Adjacent Zoning Classifications**

The neighboring streets are crucial to consider in the context of this corridor. Current Zoning Pattern and Zoning of the majority of 7th Street is R-2 (Medium Density Residential), while 9th street is MU-1 (Mixed-Use).

### **b) Land Use Occupancy of 8th Street**

- 108 Total Properties Zoned C-2
- 25.9% Vacant Lots, For Sale, or For Lease<sup>2</sup>
- For the current C-2 zoning classification, the lot size is a minimum width of 50 feet, a maximum impervious area of 75%, and maximum Floor Area Ratio of 50%.

### **Occupancy of 7th and 9th Streets**

The majority of 7th Street is Low Density Residential and is located in the Historic District Boundary. 9<sup>th</sup> Street is made up mostly of single family residences, but is classified as Mixed-Use.

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<sup>1</sup> See Appendix D for Land Development Code Definitions.

<sup>2</sup> See Table A-2 for a complete list of for sale and vacant properties by land use classification.

# SOUTH 8th STREET ZONING



Figure A-2. Current zoning of South 8th Street

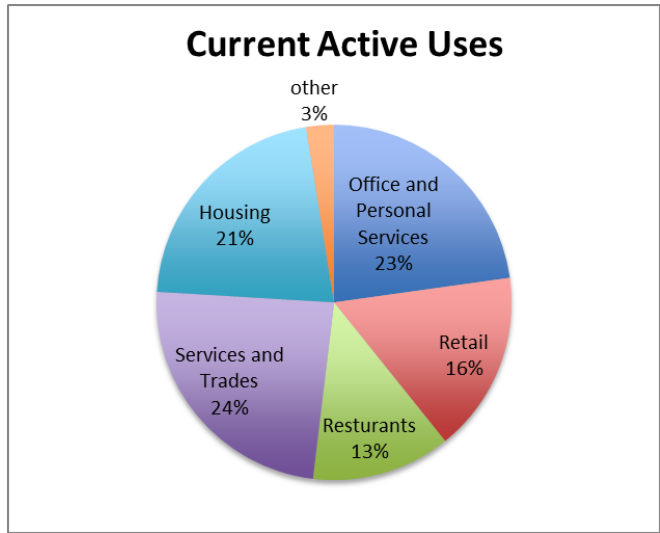


Figure A-3. Current Active uses along South 8<sup>th</sup> Street

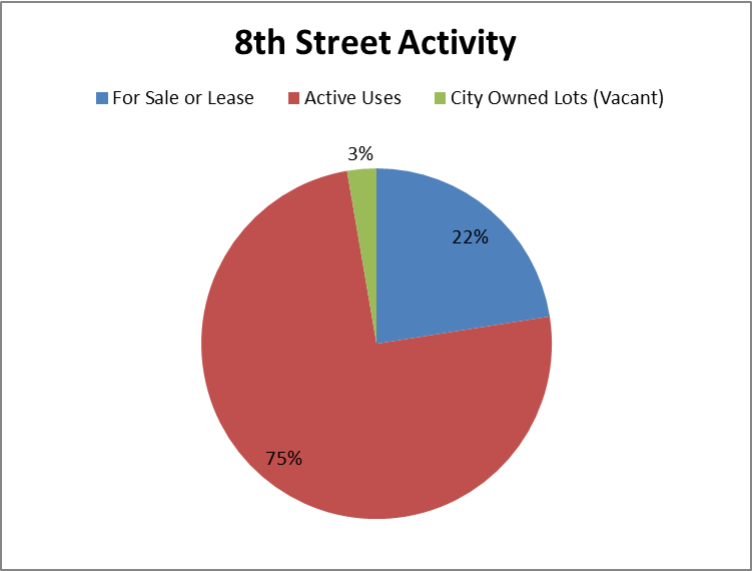


Figure A-4. Current property activity along South 8<sup>th</sup> Street

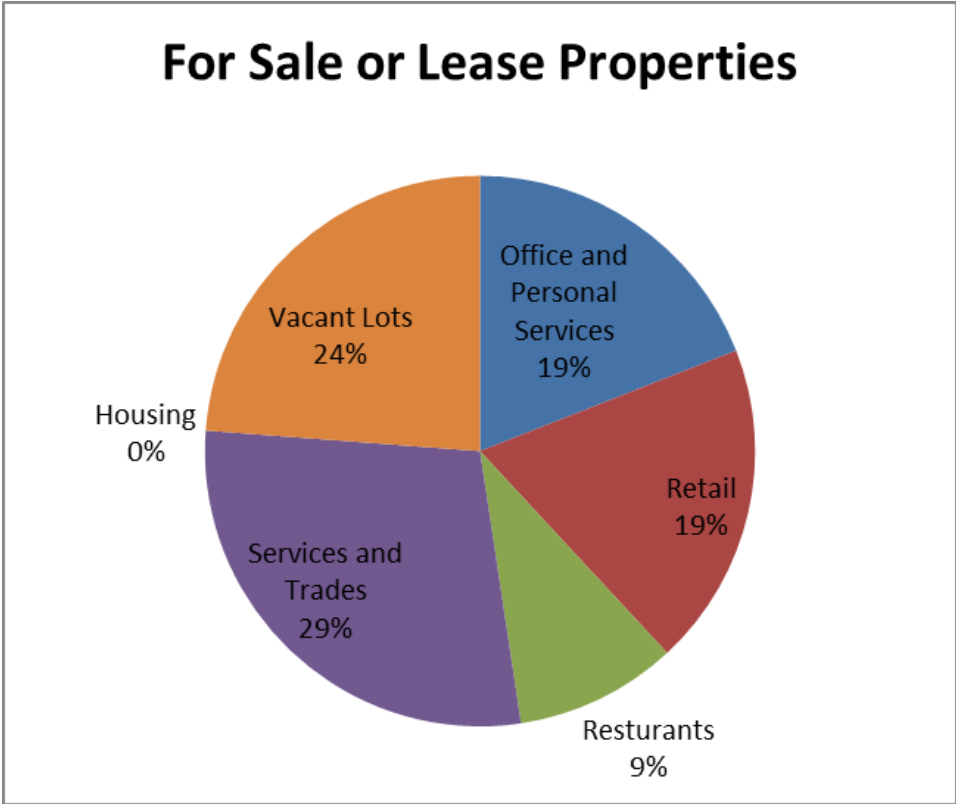


Figure A-5. For sale or Lease Properties by Land Use

## Legend

### South 8th Street Land Uses

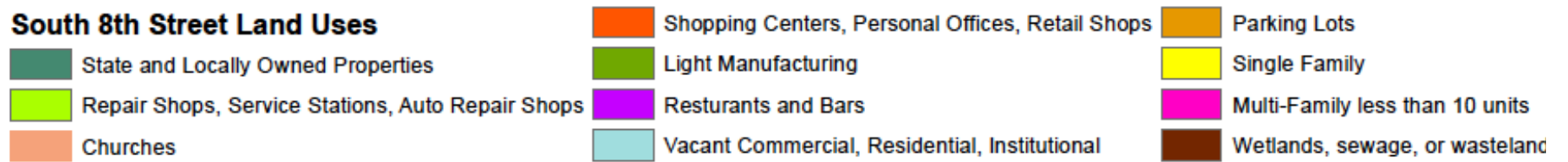


Figure A-6. South 8<sup>th</sup> Street by Land use.

### **c) Parcel History and Ownership**

Historically this corridor served as an automotive and manufacturing hub for Fernandina Beach that complimented the Historic Downtown core. Around the 1950s and 1960s, three major car dealerships were located on this street: Reynolds Oldsmobile opened in 1948 (232 S.8th Street), Lasserre Motor Company, a Ford dealer, opened in 1910 (629 S. 8th Street), and the Chevrolet Dealership (400 S. 8th Street). Several auto repair shops and gas stations also were located on this street.

By the 1960s and 1970s, the main draw to 8th Street was the grocery stores and furniture stores. The adjacent mill employees were frequenters of the corridor, whether it was to eat lunch at a grocery or gas station or pick up a repair for work at one of the steel or fabric manufacturers along 8th Street. The street was regularly decorated for Christmas during this period.

Near the end of the 1970s, the commercial activity on 8th Street declined. 8th Street (A.1.A) was changed from a two-lane road with on street parking to a three lane highway in 1985. Development shifted on the island around this time and two new strip mall areas were constructed on 14th Street and Sadler Road. The 14th Street strip included a furniture store, grocery store, and movie theatre. This drew patrons away from the grocery stores located on Centre Street and 8th Street. The Sadler Road “big-box” retail corridor followed soon after, and still remains the prime retail corridor for Amelia Island. Recently, competition to this area has come from Nassau County’s increased commercial activity.

### **d) Historic Preservation**

27 properties along 8th Street are located within the Historic District Boundary. The Downtown Historic District is a nationally designated Historic District added to the National Register in 1973 (U.S. Department of the Interior, 2011).



Figure A-7. Former Reynolds Motors Oldsmobile- built in 1946.



Figure A-8. A1A Gas Station- built in 1962.



Figure A-9. Former Lasserre Motor Company- Built in 1954.





Figure A-10. Home in the Historic District, South Corner of South 8<sup>th</sup> Street and Cedar



A-11. Home in the Historic District, North Corner of South 8<sup>th</sup> Street and Cedar



Figure A-12. Historic District Boundary Lines in Study Area.

## **8th Street Historic Properties**

*For a complete listing of Historic District Properties and potentially eligible properties along the 8th Street Corridor please see Table A-3.*

## **Incentives**

Qualifying historic properties are eligible for an exemption of ad valorem taxes up 100 percent of the value of restoration or rehabilitation improvements (Dessy, 2010). The improvements must follow the restrictions in the Florida Statutes and meet the Secretary of the Interior Standards and Guidelines. The property should also be listed in the National Register of Historic Places, contribute to a district included in the National Register or a contributing property under the terms of a local preservation ordinance ("Historic Preservation Tax", 2012).

## **EXISTING BUSINESS ENVIRONMENT**

*The following section includes a listing of current businesses along the 8th Street Corridor by land use classification and a summary of stakeholders interview responses on the current and past commercial environment of South 8th Street.*

Four Stakeholders' opinions were gathered through interview and email correspondence during the summer and fall of 2012. Their general comments are organized below.

### **Positive Qualities of 8th Street**

- Location

### **Negative Qualities of 8th Street**

- Excess of Automotive Repair Shops
- Lack of inclusion in downtown events
- Lack of curb appeal
- Lengthy permitting process for future businesses
- Strict City controls, high fees, and inefficient permitting for development projects

### **I would like to see more \_\_\_\_\_ along 8th Street?**

- Palm Trees
- Historic Lighting
- Signage that is appealing to Fernandina's History
- Spas
- Bakeries
- Restaurants
- Gift and Souvenir Shops
- Building Beautification incentives
- Commerce
- Light Manufacturing

### **What would make 8th Street a more livable community and small-business friendly?**

- Better lighting
- Enhance visual appeal
- Palm Trees along the Street
- Bringing back the Christmas decorations along the corridor
- Less City regulation on Small Businesses
- Create program to incentivize adaptive use and minimize fees and regulations
- Mixed-Uses
- Apartments and other short-term rentals

## Properties Owned by Stakeholder Interviewees



Figure A-13. Pelican Palms- 800 S. 8<sup>th</sup> Street



Figure A-14. Amelia Coast Realty- 608 S. 8<sup>th</sup> Street



Figure A-15. Merge Restaurant- 510 S. 8<sup>th</sup> Street

## PARKING, TRAFFIC, & TRANSPORTATION

In 1985, 8th Street was reconfigured as a three-lane road. 8th Street is also called A1A, SR-200, the Buccaneer Trail, and is a Federal Highway. This area is highly trafficked by local patrons as well as cargo trucks carrying supplies and lumber to the ports.

### Current Condition of the 8th Street Roadway

1. The existing infrastructure and pedestrian amenities include; sidewalks, streetlights, and a designated bike path. The existing “Retail Trail”, one of the designated Amelia Island Casual Bike Trails, connects 14<sup>th</sup> Street North with Centre Street by directing bicyclists onto 8th Street at Jasmine. This path includes bikes driving on the 8th Street sidewalk (“Bicycling on Amelia”, 2011). Currently, this area does not have bicycle parking. The Land Development Code states for commercial uses, the required minimum number of bicycle spaces is 1 for every 25 required vehicle spaces.
2. Small shrubs, grass between the curb and sidewalk, and few unmaintained street trees make up the street landscaping. The Florida Department of Transportation is responsible for the 100 foot Right of Way.
3. The majority of 8th Street businesses have street-facing parking lots. Several properties have employed an informal, city approved shared parking strategy.<sup>1</sup> This compliments the Future land use category of a Central Business District due to its similarity to the downtown core’s parking.
4. The speed limit of 30 is dictated by FDOT.



Figure A-16. Approaching the South 8th Street and Centre Street Intersection

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<sup>1</sup> Sol Pedal and Go Yoga currently share parking

Table A-1. 8<sup>th</sup> Street TAS Data from July 14,2011

<b>Roadway</b>	S. 8 <sup>th</sup> Street (Lime Street to Atlantic Avenue)
<b>Lanes and Classification</b>	2 Lane- Minor Arterial
<b>Maximum Peak Hour Capacity</b>	1,860 Vehicles per Hour
<b>Annual Average Daily Traffic Volume</b>	10,500
<b>P.M. Peak Hour Capacity Current Volume</b>	1,071
<b>Approved Concurrency Traffic</b>	153
<b>Percent Capacity Used</b>	66%

## PUBLIC ENVIRONMENT

The 8th Street corridor is considered the “Gateway to Fernandina Beach”. Aesthetically, the proper entrance at Lime Street does not define a sense of place or highlight any of the attributes of Fernandina Beach. In order to develop the area as a beautiful, entryway to the city of Fernandina Beach proper, the following should be addressed:

- Entry Signage
- Pedestrian Scale Street lights
- Enhance General Public Landscaping and Amenities. Consider adding benches, street trees, trashcans, bike racks, etc.
- Enforce Maintenance Code on Public and Private Property Conditions (landscape, signage and façade)
- Incorporate public art and historic references to create a sense of place
- Reconsider Parking Strategies and Traffic calming and redirection
- Potential Parks and Open Green Space
- Revitalize the 8th Street Partners Association or encourage business for inclusion in the Historic Fernandina Beach Business Association to facilitate events and social activities



Figure A-17. Current Entry Signage on the East Side of South 8<sup>th</sup> Street





Figure A-18. Current Safety Signage on the West Side of South 8<sup>th</sup> Street

## **REGIONAL CREATIVE NETWORK**

*Fernandina Beach is home to many artists, craftsmen, arts organizations, galleries, and hosts several arts events annually. There is considerable research that supports the incorporation of the creative class and the creative network into planning initiatives to facilitate economic, social, and visible change in an area. This chart is organized based on Ann Markusen's 2006 Artistic Occupation data.*

### **Writers and Authors:**

- Maggie Carter-de Vries
  - Annette Myers
  - Jan Johannes
  - Roger Moore
  - Ron Kurtz
- G.W. Reynolds
  - Cara Curtin
  - Chuck Barrett
- Jane Marie Malcom
  - Ron Miller
  - Nola Perez
  - Hal Mather
- Bruce Thomason
  - Tony Stubits
- Marsha Dean Phelts
  - Dickie Anderson

## **Photographers**

- Island Photography- 904-261-7860
- Elizabeth Wilkes Photography. 206-2203 (web design, home tours)

## **Galleries**

- Amelia Sanjon Gallery-218 A Ash Street. 557-1195
  - Blue Door Artists- 205 ½ Centre Street. 491-7733
    - D'Agnes Contemporary Art Gallery. 261-6044
    - First Coast Community Bank Gallery 1750 s.14th. 277-5290
    - Gallery C-218 B Ash Street. 583-4676
  - Hunt's Art and Artifact Gallery- 361 Centre St. 261-8225
  - Island Art Association Cooperative Gallery- 18 n.2nd. 261-7020 (arts collective, art therapy)
  - La Torre's Gallery- 206 Centre Street. 261-0444
  - Waterwheel gallery- 819 S. 8th Street. 261-2535
- ## **Performing Arts**
- Fernandina Little Theatre-1014 beech Street. 206-2607
  - Amelia Community Theater- 207 Cedar Street or P.O. Box 662. 904-261-6749
    - Peck Community Ensemble

- Island Chamber Singers
- ARIAS- Amelia Residents in Action for the Symphony

## **Architects**

- Richar Sasser Architect- 613 Tarpon Ave. 904-491-6060
- Michael Richardson Architect- 516 Ash St. 904-277-3729
- Miranda Architects- 914 Atlantic Ave. 904-261-4586
- John H. Dodd Architect Inc- 2775 Racheal Ave. 904-583-4044
- Cotner Associates Inc- 9 S. 3rd Street. 904-277-4593
- Rice Architecture LLC- 961687 Gateway Blvd. 904-491-0072
- Digital Village- 961687 Gateway Blvd. 904-277-1277
- Jarzyna & Associates Architects- 4 Juniper Dr. 904-321-4242

## **Design and Media**

- Vignette Design- No. 3 s. 3rd street. 321-0367
- Amelia Island Graphics- 2162 Sadler Road 904-261-0740

## **Florists**

- Artistic Florist- 1430 Park Avenue. 261-5546
- Island Flower and Garden- 5381 S. Fletcher Ave. 904-491-5056
- Dottie B. Florist- 502 Ash Street 904-261-3011

- The Plantation Florist- 6800 First Coast Hwy 904-277-5900

**Jewelry**

- Lindy's – 202 Centre St. 277-4880

**Antique Stores**

- Amelia Island Antiques-5210 First Coast Hwy. 321-1314
- Eileen's Art and Antiques Centre- 702 Centre Street. 277-2717
  - Trailer Park Collectables- 702 Centre street.491-4461
- The Plantation Shop. 261-2030

**Gourmet Food**

- Redbones Gourmet Dog Bakery- 809 s. 8<sup>th</sup> street. 321-0020
- Pecan Roll Bakery- 8th Street.

**Festivals**

- Amelia Island Jazz Festival
- Amelia Island Chamber Music Festival
  - Amelia Island Film Festival
  - Amelia Island Book Festival

**Cultural Organizations**

- Amelia Island Museum of History Literature and Writing
  - Florida Writers Association
- Nassau County Writers and Poets
  - Friends of the Nassau County Library System

**Arts Organizations**

- Amelia Island Quilt Guild

## EXHIBITS



Figure A-19. 8<sup>th</sup> Street proximity to historic residential area of 7<sup>th</sup> Street



Figure A-20. Vacant Lot- Potential Spot for a Dog Park



Figure A-21. Gas Station Adaptive Use Examples on 8<sup>th</sup> Street



Figure A-22. Gas Station Adaptive Use Examples on 8<sup>th</sup> Street



Figure A-23. Gas Station Adaptive Use Examples on 8<sup>th</sup> Street



Figure A-24. Gas Station Adaptive Use Examples on 8<sup>th</sup> Street

## Areas of Concern along 8<sup>th</sup> Street



Figure A-25. Signage Issues



Figure A-26. Poor Façade Conditions



Figure A-27. Prolonged Vacancies



Figure A-28. Non-Conforming Uses

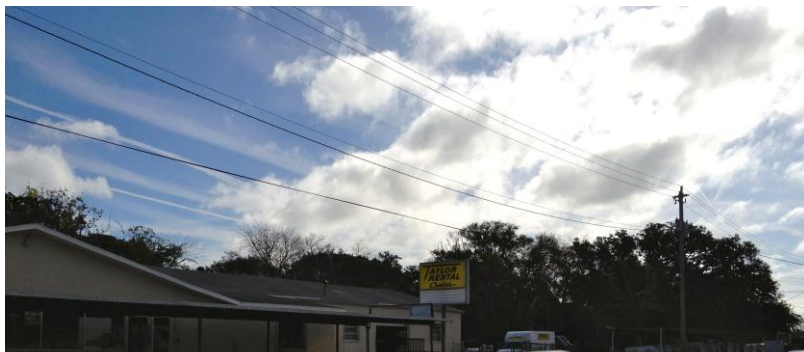


Figure A-29. Pedestrian-Unfriendly Street Presence



Figure A-30. Prolonged Vacancy and Maintenance Issues

**Inconsistent Set Backs and Streetscape Issues**



Figure A-31. 1000 Block of South 8<sup>th</sup> Street



Figure A-32. 800 Block of South 8<sup>th</sup> Street



Figure A-33. 700 Block of South 8<sup>th</sup> Street



Figure A-34. 400 Block of South 8<sup>th</sup> Street



Figure A-35. 400 Block of South 8<sup>th</sup> Street



Figure A-36. 20 Block of South 8<sup>th</sup> Street

## Historic Photographs of 8<sup>th</sup> Street



Figure A-37. Original Entry Signage at 8<sup>th</sup> and Lime (Photo Courtesy of Adrienne Dessy Burke)



Figure A-39. South 8<sup>th</sup> Street (Photo Courtesy of the Amelia Island Museum of History)



Figure A-38. 8<sup>th</sup> Street and Dade Street (Photo Courtesy of the Amelia Island Museum of History)





Figure A-40. Automotive Uses



Figure A-41. Automotive Uses



Figure A-42. Automotive Uses



Figure A-43. Automotive Uses

Table A-2. For Sale or Lease Properties by Land Use as of December, 2012

	Address	Name	Zoning	For Sale or Lease	Price	Square Footage/Acreage	Notes on Condition
<b>Automotive Repair, Garage, Body Shop</b>							
1	1002 S. 8th Street	(Vacant) A1A Island Auto	C-2	For Sale, ACR	199000	2129 SF/.33 AC	Built in 1962. Visable Blight. Open Floor Plan.
2	432 S. 8th Street	Ram's 8th and Elm Detailing	C-2	For Sale, Century 21			Visual Blight
3	232 S. 8th Street	Amelia Dream Cars	C-1	For Sale, Collier Dickinson	925000	12352	Built in 1946- In Historic District.
<b>Gasoline Station</b>							
<b>Trades and Repair Services (Electrical, Heating and Air, Mechanical, Painting, and Plumbing)</b>							
1	926 S. 8th Street	(Vacant)Pye's Equipment Co.	C-2	For Sale, Watson	275000	1627 SF	Visual Blight.
2	925 S.8th Street	H&H Tire Service Center	C-2	For Sale, Remax		3685 SF	Built in 1962- Not in Historic District
3	629 S. 8th Street	Trawick Tile (et.al)	C-2	For Sale, ACR	650000	15293	Built in 1954- Not in Historic District. Old Ford Dealership
<b>Lumber and Building Supply</b>							
<b>Small Equipment/Appliance Repair Shops</b>							
<b>Professional Offices</b>							
1	1027 S. 8th Street	Inside Out, Family Wealth Advisors, Absolute Fabrics, Kathryn Knee, P.A.	MU-1	For Sale, Collier Dickinson	1360680	5,916 SF/ .79 AC	Built in 1981. Former Restaurant
2	917 S. 8th Street	Ocean Breeze Baptist Church	MU-1	For Sale, Century 21	235000	1,890 SF/ .17 AC	Currently a Religious Facility
3	910 S. 8th Street	Sky Office Complex	C-2	For Lease, Caldwell Banker			Built in 1971. Needs Tenants and Landscaping. Former Fitness Facility.
4	212 N 8th Street	Elizabeth Russell	C-2	For Sale, Collier Dickinson		2400	2 apartments and office space

Table A-2 Continued.

<b>Retail Stores</b>							
1	1014 S. 7th Street	Buy-Gones Consignment	C-2	For Sale	330000	3592 SF/ .23 AC	Built in 2003. Seen From 8th Street.
2	626 S.8th Street	William and Arlene Sirockman	C-2	For Lease, ACR	12p SF/Year	1,500 SF avail	Small kitchen
3	512 S. 8th Street	shopping center	C-2	For Sale, Watson	225000		Built in 1965
4	432 S. 8th Street	Cradle to Crayons Nassau	C-2	For Sale, Century 21			Sold with the Auto Detail shop
5	312 S. 8th Street	Humane Society's Second Chance	C-2	For Sale,	310000	2,184	
<b>Specialty and Gift Shops (Art, Antique, Jewelry Shops, Books, and Stationers)</b>							
<b>Restaurant</b>							
1	802 Ash Street	D&M Amelia	C-2	For Sale	1450000	6405	Built in 1948- in Historic District
2	801 Beech Street	Beech Street Grill	c-2, r-2		985000	8164	Built in 1900- in Historic District
<b>Specialty Food Stores (Bakeries or Ethnic Grocers)</b>							
<b>Bars</b>							
<b>Personal Services</b>							
<b>Religious Facilities</b>							
<b>Laundry and Dry Cleaning</b>							
1	832 S. 8th Street	(Vacant) Dry Cleaners	C-2	Vacant			
<b>Vacant Land</b>							
1	S 8th Street	City of Fernandina	C-2	Vacant			
2	S 8th Street	City of Fernandina	C-2	Vacant			
3	Kelp and S. 8th Street	Yangas Land Co. LLC	C-2	Vacant/ For Sale	249,500	28,750 SF	Frontage on Kelp, 8th, and 9th Streets
4	1000 Block 8th Street	New River Group, LLC	C-2	Vacant/For Sale, Collier Dickinson	200,000	10,019 SF	Owned by and Adjacent to the 1027 S. 8th Street Property.
5	900 Block Vacant Lot			Vacant/For Sale, Remax			

Table A-2. Continued

Vacant Land						
6	800 Block Vacant Lot (By Bell Reeves)	Sherry Quattlebaum	C-2	Vacant		
7	800 Block Vacant Lot between A.1. Gas and 832 S.8th Street	Middle Lot is owned By City of Fernandina	C-2	Vacant		
8	700 Block Vacant lot	Hardee Edward/Nan Gibson	C-1	Vacant/ For Sale, Atlantic Properties	Approx. 8 acres	Option to subdivide
9	425 S. 8th Street	vacant	C-2			
10	109 S 8th Street	BLB Amelia LLC		Vacant/For Sale	.11 acre lot	In Historic District
<b>Total Vacant Lots or For Sale and Lease properties: 28</b>						

Table A-3. Historic Properties Facing South 8th Street

Address	Business/Property Owner	Year	Historic District?
1002 S. 8th Street	A1A Island Auto	1962	No
109 S 8th Street	BLB Amelia LLC		Yes
400 S. 8th Street	Taylor Rental Center	1939	No
302 S. 8th Street	Allstate Auto and Truck Repair	1952	Yes
816 S. 8th Street	A.1. Gas Mart	1952	No
232 S. 8th Street	Amelia Dream Cars	1946	Yes
629 S. 8th Street	Trawick Tile	1954	No
401 Block		1963	No
227 S.8th Street	Citrona Homes, LLC/ Rebostravel, LLC	1900	Yes
510 S. 8th Street	Merge	1956	No
202 S. 8th Street	T-Ray's	1959	Yes
710 Centre Street	Tasty's	1951	Yes
320 S. 8th Street	Halftime Sports Bar and Grill	1950	Yes
329 S. 8th Street	329 Place	1968	Yes
229 S. 8th Street	CorMieR Salon	1900	Yes
714 Beech Street	Windward Sailing	1907	Yes
221 N 8th Street	James John (Trustee)		Yes
222 N.8th Street	James Pratt O'Conner		Yes

Table A-3. Continued

Address	Business/Property Owner	Year	Historic District?
303 S. 8th Street	Patricia Benner	1900	Yes
217 S. 8th Street	Victorian Ventures, INC	1900	Yes
316 N 8th Street	James Pratt O'Conner		Yes
113 S 8th Street	Clara Sanders-Wells	1900	Yes
125 S. 8th Street	House of Pets/House of Cards	1900	Yes
131 S 8th Street	House of Pets/House of Cards	1900	Yes
219 S. 8th Street	Country Store Antiques		Yes
121 S 8th Street	Jessie Mae Freeman	1900	Yes
226 N. 8th Street	Chuck and Annette Hall	1900	Yes
223 N. 8th Street	Bessie M. Lawyer	1925	Yes
925 S.8th Street	H&H Tire Service Center	1962	No

APPENDIX B  
INDICATOR TABLES

Table B-1. Livability factors that indicate “Creative City” Potential in the Four Case Studies

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>
Livability				
Authentic or Unique Natural Environment	X			X
Authentic or Unique Built Environment	X		X	X
Preserved Green Space	X	X		X
Artistic Spaces	X		X	
Imaginative Streetscapes and Landmarks	X		X	
Recreational Offerings	X			X
Good City Services and Basic Needs Offered	X	X	X	X
Participation Culture	X	X	X	X
Condition and Affordability of Housing	X		X	X
Investments in Technology			X	X

Table B-2. Sustainability factors that indicate “Creative City” Potential in the Four Case Studies

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<b><i>The Green Corridor</i></b>
<b>Sustainability</b>				
Security of Jobs, Homes, and Services (prices)			X	
<b><i>Environmental Sustainability</i></b>				
Green Policies	X		X	X
Ecological Security	X			X
<b><i>Social Sustainability</i></b>				
Reducing Crime	X	X		
Promoting the Harmonious Evolution of a Civil Society	X		X	
<b><i>Compact Development</i></b>				
Multiple Land Uses/ Mixed Use	X	X	X	X
Multiple Amenities	X			X
Pedestrian Connectivity	X	X	X	X
Walking and Biking	X	X	X	X
Active Street Life	X	X	X	X
Markets		X		
Mixing Commercial and Recreational Life	X	X	X	
Ease of Commute		X	X	

Table B-3. Livability Indicators Adapted from Lewis and Donald (2011)

Indicators	Alternative path towards:				
	Sustainability	Creative Growth	Economic Growth	Aesthetic Appeal	Livability
<b>Livability</b>					
Education	x	x			x
High Quality schools	x	x			x
Climate					x
Authentic or Unique Natural Environment				x	x
Authentic or Unique Built Environment				x	x
Preserved Green Space				x	x
Artistic Spaces				x	x
Imaginative Streetscapes and Landmarks				x	x
Recreational offerings					x
Good city services					x
Basic needs offered (mundane activities)					x
Participation culture					x
Condition of housing	x	x	x	x	x
Housing Affordability		x	x		x
Investments in Technology		x	x		



Table B-4. Sustainability Indicators Adapted from Lewis and Donald (2011)

<b>Sustainability</b>				
Security of Jobs, homes, services (prices)	x			
<b>Environmental Sustainability</b>				
Green Policy	x		x	
Ecological security	x		x	
<b>Social Sustainability:</b>				
Reducing crime	X			X
Promoting the harmonious evolution of a civil society	X			X
<b>Compact Development:</b>				
Multiple land uses/mixed use	X		X	
Multiple amenities	X	X	X	
Pedestrian connectivity	X		X	
Walking and biking	X		X	
Active street life	X		X	
Markets	X		X	
Mixing Commercial and Recreational Life	X		X	
Ease of Commute	X	X	X	X
Ease of Communication	X		X	

Source: Lewis, N. M., & Donald, B. (2010). A new rubric for 'creative city' potential in Canada's smaller cities. *Urban Studies*, 47(1), 29-54.

APPENDIX C  
FERNANDINA BEACH PLANNING DOCUMENTS

Table C-1. Fernandina Beach Land Development Code-Chapter 2- Zoning Districts and Land Uses

<b>Land Use Map Category/ Zoning District</b>	<b>Description</b>	<b>Examples of Uses and Densities</b>
<b>2.01.05 Medium Density Residential/ (R-2)</b>	The R-2 District is intended for the development, redevelopment, or maintenance of stable medium density residential neighborhoods. The medium density residential designation includes a mixture of single and multi-family structure types.	Prevents commercial uses, hotels, bed and breakfast unites, resort rentals, or other forms of transient accommodations.  Accessory land uses and supportive community facilities may be located in designated areas.  Density for medium density residential development ranges up to a max of 8 units per acre.
<b>2.01.09 Mixed Use/ (MU-1)</b>	The MU-1 District is intended for the development of a combination of residential, office and limited neighborhood commercial uses. The Mixed- Uses District encourages well-planned development and redevelopment of areas that feature compatible, interrelated uses including single-family and multi-family residential units; medical, business, and professional offices; personal services establishments with limited inventory of goods; and limited neighborhood commercial uses.	Designation is not intended for manufacturing.  Max density of 8 units per acre for residential development and non-residential development shall not exceed a FAR of 0.50.
<b>2.01.11 General Commercial/ (C-2)</b>	The C-2 District is intended for the development of land uses to accommodate offices; commercial retail; personal services establishments; restaurants; transient accommodations; uses that provide sales and services for several neighborhoods; repair shops; retail sales and services; and other similar commercial uses. The General Commercial District recognizes existing development with locations that have access to arterial roads.	Designation not intended to accommodate manufacturing of goods or other production or assembly activities that may generate nuisance impacts, including glare, smoke, or other air pollutants, noise, vibration, major fire hazards, or other impacts generally associated with industrial uses.  The intensity of development shall not exceed a FAR of 0.50.

Table C-1 Continued.

Land Use Map Category/ Zoning District	Description	Examples of Uses and Densities
<b>2.01.12 Central Business District/ (C-3)</b>	The C-3 District is intended for the development of land uses within the central business district as the City's center for residential, financial, commercial, governmental, professional, and cultural activities. The Central Business District category is designed to accommodate single-family or duplex residential uses; either freestanding or in mixed-residential and business use structures; offices; commercial retail; personal services establishments; restaurants; transient accommodations; commercial parking facilities; civic uses; and cultural uses.	Density of residential development in the CBD shall not exceed 8 units per acre and the non-residential development shall not exceed a FAR of 2.0.

Table C-2. Fernandina Beach Future Land Use Element Objective 1.0- Growth Management

Policy	Description
<b>1.01.06</b>	The City shall assure that specific density assigned to new development is compatible and consistent with established residential development patterns and provides equitable use of land. Criteria to be considered in allocating density shall include, but not be limited to, the following: a) Protect the integrity and stability of established residential areas; b) Assure smooth transition in residential densities; and c) require application of sound landscaping and urban design principles and practices.
<b>1.01.11</b>	The City shall provide for the orderly transition of uses. Where it is infeasible to separate residential from nonresidential land uses, buffering shall be required to promote a smooth land use transition.
<b>1.01.13</b>	The City shall ensure that the image, function, architecture, and ambiance of the historic downtown further the use and development of downtown as the ceremonial, civic, and cultural center of the City. Toward this end, the City shall preserve and enhance the identity, design, and vitality of the downtown, including the designated historic preservation district and the adjacent fringe area.

Table C-3. Fernandina Beach Future Land Use Element Objective 1.03- Redevelopment

<b>Policy</b>	<b>Description</b>
<b>1.03</b>	The City shall reduce blight through redevelopment, renewal, and removal and replacement of blighted structures and uses.
<b>1.03.01</b>	The City shall encourage needed redevelopment and renewal through incentives such as the following: <ul style="list-style-type: none"> <li>a. Density or intensity bonuses;</li> <li>b. Provision of alternative site design requirements in designated redevelopment areas;</li> <li>c. Provision of development guidelines in designated districts; and</li> <li>d. Expedited review processes</li> </ul>
<b>1.03.02</b>	The City shall seek funding to assist in the reduction and elimination of blight. Funding programs, such as the federal Community Development Block Grant, may be used for housing rehabilitation, demolition and replacement of substandard housing, infrastructure improvements, or commercial redevelopment.
<b>1.03.03</b>	The City shall promote redevelopment of general commercial activities, which fulfill market demands of the City's residents for retail sales and services. The City shall coordinate with private sector interest groups concerned with enhancing the central business district, waterfront corridors, and commercial corridors on South 8th Street, Sadler Road, and 14th Street, in order to direct efforts to achieve a public and private partnership in improving the image and function of these districts and corridors. Design strategies shall provide physical themes for development and redevelopment opportunities that are consistent with and reinforce the historic character of architecture, where historic structures are present, as well as the ambiance and urban design amenities in each location.
<b>1.03.04</b>	The City shall implement a Density Bonus Incentive Program to encourage redevelopment within its Community Redevelopment Area (CRA). The Density Bonus Incentive Program shall be available only to those properties within the CRA which carry or acquire the Central Business District (CBD) future land use designation. The Density Bonus Incentive Program shall utilize a scoring system as formalized within the Land Development Code by which redeveloping, eligible properties may choose to address categories of Housing Type Mix, Mixed Use, Community Amenities, Green Building Certification and Sustainable Site Development Practices to earn points toward a density increase.



## City of Fernandina Beach

October 17, 2012

Ms. Sarah Dale  
Environmental Protection Agency  
dale.sarah@epa.gov

*Transmitted via E-mail*

**Re: EPA Building Blocks for Sustainable Communities 2012 Request for Letters of Interest**

Dear Ms. Dale,

Please accept this correspondence as our letter of interest in participating in the EPA Building Blocks for Sustainable Communities program. Our recently adopted Comprehensive Plan is based on sustainable principles, but our community is new to this concept. While we have yet to see development proceed accordingly, there is increased interest in development and growth in our community and we want to be prepared. Our answers to your request are as follows:

- 1. Identify the one tool for which you are seeking assistance.** We are seeking assistance with Tool #2: Supporting Equitable Development.
- 2. Describe the nature of the smart growth or sustainable-communities related challenge facing your community.** We have an aging commercial corridor (8<sup>th</sup> Street) that has seen underdevelopment and increased vacancies due to expanded commercial development elsewhere. This two-lane corridor is the main route to our historic downtown, but also serves as the main point of entry for logging trucks servicing our two mills. One side of the corridor is bounded by an underrepresented community, and the other side is bounded in part by our downtown historic district. It is a state road; therefore, the City is limited in its ability to alter the roadway. There is a lack of parking available for businesses, the roadway is not pedestrian-friendly due to the intensity of traffic, and there are numerous site limitations due to the existence of older, non-conforming buildings. The City would like to encourage sustainable infill development or redevelopment of this corridor.
- 3. Explain the relevance of the selected tool to the challenges.**  
There has long been an interest in revitalizing 8<sup>th</sup> Street, but prior efforts have not been successful. The community recognizes the need to balance development so that residents of adjacent neighborhoods are not negatively impacted or displaced. There has been much recent interest by our elected officials in increasing economic development in our community, and 8<sup>th</sup> Street may provide such an opportunity, while also increasing quality of life, employment opportunities, walkable areas, and access to amenities and services. Fernandina Beach would benefit greatly from an outside perspective in revisiting revitalization of this area, and by identifying key strategic steps to help accomplish equitable development. Elected officials and other key stakeholders are more engaged at this time than in the past regarding local economic development initiatives.
- 4. If applicable, describe your plan for engaging traditionally underrepresented communities.** The City would provide outreach specifically to the adjacent underrepresented neighborhood through reaching out to neighborhood gathering spaces, churches, direct mailings, newspaper ads and announcements on the City website and public access channel.

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Figure C-1. Letter from Fernandina Beach to EPA Building Blocks for Sustainable Communities Program



## City of Fernandina Beach

5. **Describe the community's expected capacity for implementation.** The City is capable of implementing recommended steps. Professional planning staff are able to carry forward any needed policy changes and work with other City departments to implement change. As mentioned, there is great interest by elected officials in working on economic development initiatives in the community, and the City can partner with local organizations such as the Tourist Development Council, Economic Development Board, Chamber of Commerce, and other related organizations to implement strategies. There is also significant citizen and business interest in having this corridor revitalized, and the City can work with key stakeholders to help implement recommendations.
6. **If applicable, describe how this assistance will complement work being done using other federal funding your community is receiving.** The City received a \$700,000 Community Development Block Grant through the Florida Department of Economic Opportunity this year to rehab or demolish and replace a minimum of ten substandard houses for homeowners with very low, low and moderate incomes. This program may be available to residents of the adjacent underrepresented neighborhood and complement 8<sup>th</sup> Street planning efforts.
7. **Affirm that the community can provide the information or materials listed in the "What the Community Provides" section of each tool description.** Yes, the City is easily able to provide the needed items under this section. Planning staff, who will help coordinate this effort, are familiar with organizing community workshops. It will not be problematic to market the event, invite key stakeholders, determine local logistics, secure commitment of decision-makers to attend, and provide the self-assessment and background information.
8. **List the primary point of contact and other key stakeholders who will be involved in the technical assistance work, including name, title, address, email and phone number.**

The primary points of contact will be:

D. Marshall McCrary Director, Community Development dmccrary@fbfl.org 904-277-7325 x223	Adrienne Burke Senior Planner aburke@fbfl.org 904-277-7325 x259	Kelly Gibson Senior Planner kgibson@fbfl.org 904-277-7325 x227
--	--	---

Address for all contacts: City of Fernandina Beach, 204 Ash Street, Fernandina Beach, FL 32034

Key stakeholders will be invited to participate in the technical assistance program, including representatives from local tourism and economic development agencies, elected officials, local non-profits, and individuals representing the citizenry and businesses.

We thank you for your consideration of our letter of interest, and hope that we will be selected to participate in the program.

Sincerely,

Joseph Gerrity  
City Manager  
jgerrity@fbfl.org

Figure C-1 continued.

APPENDIX D  
INTERVIEW QUESTIONS

Interview Questions

**Community Development Department/City of Fernandina Beach**

*Marshall McCrary, Adrienne Burke, Kelly Gibson*

1. Explain the strengths and weaknesses of the past 8<sup>th</sup> Street Overlay initiatives?
  - a. What was the role of the 8<sup>th</sup> Street Merchants group in the process?
2. Thoughts on the CRA?
  - a. How does the city feel about it?
  - b. How does the city feel about it?
  - c. Who were the key players in making the CRA happen?
  - d. Is/was there a committee devoted to CRA activity?
  - e. Do you think creating a CRA for 8<sup>th</sup> street would be successful?
3. How does growth and development in the south of the island effect the city?
4. Any idea of the source(s) of 8<sup>th</sup> Street blight?
5. What do you think visitors and business owners would like to see aesthetically change on 8<sup>th</sup> Street?
6. What would you like to see change on 8<sup>th</sup> Street? (Zoning change, signage, wayfinding, etc.)
7. What types of businesses do you think would contribute well to 8<sup>th</sup> street?
8. What do you see for the future of the three city owned 8<sup>th</sup> street parcels?
9. Do you think a 'clean-up' program would be effective on 8<sup>th</sup> Street properties?
10. What would help make a more livable community, in terms of walkability, bike compatibility, safety, community organizing, beautification and green/open space planning?
11. In your opinion what are three strategies the area could employ for a transformation that improves resilience, stability, competitiveness and appeal?



**Realtor:**

*Phil Griffin/ ACR Properties*

1. How closely do you work with the city when dealing with commercial real estate?
2. Do you reach out to chains, business owners, or locals to buy commercial properties?
3. What is the target demographic for 8<sup>th</sup> street?
4. Who would you like to see come in one of your vacant buildings?
5. Who do your clients want to see come in their vacant buildings?
6. What incentives do you think would bring more interest to the 8<sup>th</sup> street properties? (Benefits if they adapt an existing structure rather than demolish it, incentives for being energy efficient/green building, etc.)
7. Would 8<sup>th</sup> Street benefit from housing in existing structures? (mixed-use)
8. How could the city better work with realtors to fill vacant properties?

**Long-Time Resident:**

*Jeffery Bunch*

1. Describe the history and progression of 8<sup>th</sup> Street?
2. Over the years, what would you say was the most successful time for 8<sup>th</sup> Street?
3. What businesses along 8<sup>th</sup> Street (past and present) drew the most people into the area?
4. What aesthetically has changed along 8<sup>th</sup> Street?
5. What would help make 8<sup>th</sup> Street a more livable community?
6. Which 8<sup>th</sup> Street property owners would be interested in an initiative to redevelop or reinvent 8<sup>th</sup> Street?

**8<sup>th</sup> Street Property Owner:**

*Jim Tipton*

1. What made you choose to build on 8<sup>th</sup> Street?
  - a. What do you like about this location?
  - b. What do you not like about this location?
  - c. What type of businesses would you like to see less of in this area?
  - d. What type of new businesses would you like to see more of in this area?
  - e. What type of businesses would help your business?
2. Would you consider joining the Historic Fernandina Business Association?
3. What could the city do to help your business?
4. What type of incentives would help your business?
5. What aesthetic elements would you change about the area?
6. What would help make 8<sup>th</sup> Street a more livable community, in terms of walkability, safety, community organizing, beautification and green/open space planning?

APPENDIX E  
8TH STREET SURVEY  
QUESTIONNAIRE

Business \_\_\_\_\_  
Name and Position \_\_\_\_\_

Address: \_\_\_\_\_  
Date: \_\_\_\_\_

Best way to contact:

Year Business started:

How long at this location?

What made you choose South 8<sup>th</sup> Street?

What DO you like about this location?

What do you NOT like about this location?

What type of businesses would you like to see  
LESS of in this area?

What type of NEW businesses would you like to  
see come into the area?

What type of businesses would HELP your business?

What aesthetic things would you change about the area?

Would you be interested in joining the Historic Fernandina Business Association? Y or N

What could the city do to help your business?

What type of Incentives would help your business?



APPENDIX F  
REDEVELOPMENT PLAN ASSESSMENT TABLE

Table F-1. Redevelopment Plan Assessment Tables

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<b><i>The Green Corridor</i></b>	<b>South 8th Street Corridor</b>
<b>1. Background, Demographics, and History</b>					
<b>City Population</b>	<b>182,965</b>	<b>61,209</b>	<b>617,996</b>	<b>2,957 Ranson / 5,337 Charles Town</b>	<b>11,487</b>
<b>Study Area Population</b>	65,000- FAMU, FSU, Capitol Traffic. 1.5 Million a Year to Civic Center	125 Housing Units, 240 people- 52 children and 188 adults	<b>286 parcels, 54 vacant, 232 occupied. Approx. 3,000 in trade study area</b>		<b>112 Commercial (C-2,C-3) Parcels 11 Residential Parcels Jacksonville, Florida</b>
<b>Creativity Index/Rank</b>	<b>Tallahassee, Florida .766 / #66</b>	<b>South Florida Metro .772 / #63</b>	<b>DC Metro .947/ #9</b>	<b>DC Metro .947/ #9</b>	<b>.645/#109</b>
<b>Name of Plan</b>	Gaines Street Development Guidelines for an Urban Revitalization District	"North Federal Highway Redevelopment Plan"	"Revival: The H Street NE Strategic Development Plan"	"The Green Corridor Revitalization Concept Plan for Fairfax Boulevard and George Street"	
<b>Year Created</b>	2000	1995-1999	2003	2012	
<b>Year of Application</b>	2001	March 16,1999	2004	2012	
<b>Boundary Area</b>	2 miles of Gaines Street bounded East and West by Cascades Park and Lake Bradford and Pensacola Street to the North and FAMU way to the South	North Federal Highway Corridor, between NE 4th Street and North City Limits	1.5 miles, 13 blocks from North Capitol Street to 17th Street NE	1.5 miles of Fairfax Blvd and George Street extending from Washington Street to the Fairfax Crossing	All properties facing 8th Street from Lime Street to Broome Street

<p>Period of Peak Condition</p>	<p>1925-1946 - Industrial development (CSX Railroad) led to an increase of residential properties.</p>	<p>Major tourist corridor to the beaches of South Florida until the 1970s.</p>	<p>Residential Corridor pre-1950s suburban flight</p>	<p>Mid-Twentieth Century manufacturing hub for the two cities</p>	<p>1940s-1960s. Automotive Sales, repairs, and Light Industrial Uses that complimented the downtown central business area.</p>
<p>Historic Preservation District</p>	<p>Concern for preserving the patriarch trees and historic properties in the All Saints and Sterns-Mosley neighborhoods. <b>Cascades Park was listed on the National Register in 1971 and is now contaminated and owned by the State. The original 1825 plan for the city included the area around the Park.</b></p>		<p>Atlas Theatre revitalization is declared a first project to be completed in order to spur future redevelopment, as well as the Capitol Children's Museum site. Plan suggests the establishment of an H Street Commercial Corridor National Register District should be pursued and further surveyed based on previous assessments.</p>	<p>Planned adaptive use of the historic structure, George Washington Hall, as a transportation hub.</p>	<p>26 of the study area parcels lie in the Downtown Historic District. The district was nationally <b>designated in 1973.</b></p>
<p>History of Redevelopment in Study Area</p>		<p>To fight crime, the city purchased several properties and increased police coverage. Private investments include new housing developments, revitalization of several businesses, and compliance with the 1993 landscaping ordinance. With the city almost to build-out there is an importance on reinvesting in older neighborhoods.</p>	<p>There was a slight reinvestment in the 1990s with people moving back into the city and interest in older properties grew, leading to the current planning efforts. The present revitalization efforts began in 2000 and 2001. Funding was secured by Mayor Anthony Williams and the Districts Office of</p>		<p>Several redevelopment attempts of the corridor, the most recent in 2004.</p>

			Planning was to facilitate the creation of the Vision plan for the redevelopment.	
Past Roles of Study Area	Industrial Corridor, Government Operations, healthy mix of residential, commercial and industrial uses.	Main route to South Florida. Commercial uses that depended on tourists and single family homes were among the first developments. Industries included trailer parks, gas stations, small motels, and auto repair stations.	Residential urban corridor until the Suburban flight of the 1950s. Major travel corridor became mostly commercial and institutional by the mid-twentieth century. <b>The 1968 riots after Martin Luther King Jr.'s assassination led to the decline of the street and the heightened crime activities.</b>	Originally a classic thoroughfare as seen in the 1890s plat map. Region grew to accommodate the manufacturing economy. The original plans referenced the corridor as a wide, grand place to connect the towns of Ranson and Charles Town. Former Uses include a grocery, dry goods, light industry, furniture sales, automobile dealerships, auto repair shops, and gas stations. Several residential properties near the downtown area.
Creative Capital	A market analysis by the COCA for the ArtSpace project gives multiple reasons why an <b>arts campus would be feasible for the Gaines Street Area. High creative class index.</b>		A major subdistrict of the corridor will be the "Arts and Entertainment District". <b>The plan calls for the incorporation of cultural and historic programming throughout the corridor</b>	Fernandina Beach has an arts agency, Arts and Cultural Nassau, and a new ordinance encouraging public <b>art as a strategy for placemaking. Centre Street boasts a variety of art galleries and the City hosts an annual art festival, The Isle of 8th Flags Shrimp</b>



				<b>Festival.</b>	
Key Geographic Characteristics	Pre-existing districts to build upon- two neighborhoods, the university village area, and cascades park.	Former tourist destination, beach area.	Area is divided by the Plan into 4 subdistricts based on their <b>existing assets.</b>	Two downtowns are connected by this corridor.	Corridor leads to the Historic Downtown District and Centre Street. 8th Street at Lime Street marks the Fernandina Beach city limits. Fernandina Beach is a tourist destination for its historic assets and beaches.
Cultural Institutions	Corridor leads to FAMU, FSU, and the State Capitol Complex.		Gallaudet University, Northeast Branch library, Atlas Theater, H Street Playhouse, R.L. Christian Library are located along the corridor.	American Public University System Academic Center	
<b>Comprehensive Plan and Future Land Use Policies</b>					
Future Land Use	The plan follows Development Standards, Urban Design Criteria, Historic Preservation and Adaptive Use Criteria, Traffic	The City of Delray Beach FLUM labels several declining areas of the city. The North Federal Highway was not included, but the Comp Plan and CRA Community		Several neighborhoods will be reassigned as "Compact Urban" <b>in the FLUM</b>	The Future land use element of Fernandina Beach calls for the equitable use of land, smooth transition

	<p>Management and Open Space Criteria. The Proposed Future Land Use recommendations largely involve reuse and redevelopment of older industrial properties and of University development in the FSU and FAMU areas. Implementation of the Plan will require several new zoning districts to encourage mixed use and urban design characteristics.</p>	<p>Redevelopment Plan identify the area as blighted. No changes to the FLUM designations are included in this plan, but there are suggestions for further feasibility studies to be conducted regarding the conditions of the commercial designations.</p>		<p>of uses, and contain <b>sound landscaping and urban design principles.</b> Additionally, the City is to maintain and enhance the identity and vibrancy of downtown- this includes the historic district as a whole and the adjacent fringe area. Objective 1.03 calls for the redevelopment of blighted structures, uses, and areas. <b>The City shall also coordinate with private sector interest groups in order to enhance the image and function of these areas, including the South 8th Street corridor.</b></p>	
<p>Growth Management and Comprehensive Plan</p>		<p>In the Delray Beach Comprehensive Plan, it states " Blighted areas of the city shall be redeveloped and renewed and shall be the major contributing areas to the renaissance of Delray Beach." A description of the area is identified in the Future Land Use Element Policy c-1.4 in the Comp plan, as well as a definition of the blight along the corridor. The</p>	<p>The current zoning of H-Street does not support the proposed revitalization efforts set forth in the Plan. An Overlay district is recommended.</p>	<p>The Comp Plan identifies the actions the city should take to ensure the vision of the Plan. The Green Corridor design is consistent with Comp Plan</p>	<p>The current zoning of South 8th Street is C-2 General Commercial and one C-3 Central Business District. General Commercial</p>

		<p>Comp Plan states that there is to be an "Improvement Program" created. In the Housing Element, the two neighborhoods in this area are labeled "Stabilization" and "Revitalization on the categorization map. Goals for the Redevelopment from the 1989 Comp Plan: 1. Reconstruction of the North Federal Highway using <b>Traditional Neighborhood principals to encourage pedestrian and neighborhood connections</b>; 2. Completion of the Road Network; <b>3. Proper connection of the existing neighborhood to future redevelopment areas</b>; 4. <b>Creation of new public places</b>; 5. <b>encourage a greater diversity for commercial development uses</b>; 6. <b>Improvement of the perceived image and overall physical appearance of the area including, police code enforcement</b>, neighborhood plans, and beautification.</p>	<p>actions including transportation mobility guidance and design standards to achieve land use and transportation compatibility and augmenting the classification system with the <b>"Compact Urban"</b> designation.</p>	<p>does not encourage a mix of uses or permit light industrial, assembly activities.</p>	
Municipality Strengths	<p>The Blueprint 2000 Plan and the Downtown Plan will work with the Gaines Street Revitalization Plan towards the improvements in Cascades Park through the <b>greenway and open space plan</b>. Strong CRA.</p>	Strong CRA	<p>The DC Office of Planning created the advisory committees that led to the Plan creation, the DC council adopted the plan in April 2004. The build out of the plan was estimated to be 1.38 billion. Plan suggests utilizing the parking authority NCRC to create municipal parking projects .</p>	<p>The existing smart codes and transects facilitate the creation <b>of the multi-modal corridor</b>.</p>	<p>The Fernandina Beach Community Development Department encourages the redevelopment of the 8th Street corridor to enhance the function and form of the corridor.</p>

Municipality Challenges	The community redevelopment plan identifies redevelopment needs but lacks the market and economic backing as seen in this plan.	Current zoning promotes development to <b>single use buildings with suburban site configurations instead of mixed use buildings.</b>	Past South 8th Street redevelopment initiatives have not been successful.
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Existing Conditions Prior to Plan

Challenges of Study Area	<p>Poor vehicular and pedestrian access, varied densities of residential uses, contaminated brownfield. Zoning Weaknesses - existing land uses for the east side of Gaines are all set as governmental operations, western side of corridor is defined by industrial and commercial uses, southern edges are along CSX railroad tracks. Two north Gaines residential neighborhoods, the FSU transition zone was once a residential zone and is now offices, warehouses, institutional school properties.</p>	<p>Alternative routes to South Florida contributed to the decline of the North Federal Highway (Turnpike, I-95). This led to a loss of a consumer base that extended through the 70s and 80s. <b>Crime, mostly drugs and prostitution, filled the declining motels and trailer parks. Corridor traffic has dropped 14% in the 1990s.</b></p>	<p>232 buildings on H, 51 vacant, 30% of storefronts vacant 47% upper floors were vacant. 54 parcels had no construction. Redundant uses on occupied storefronts. 2,600 total parking spaces , but only 446 accessible to the public on the street. <b>Hostile intersections for pedestrians.</b> Small, shallow lot sizes make it difficult for <b>mixed use and large developments to come in.</b> Scattered pattern of ownership limits large scale construction, preservation, and redevelopment. Blocks are hard to combine to support modern building requirements or multi building preservation projects. <b>No formal controls to ensure the historic buildings are preserved and infill is appropriately designed.</b> Newer buildings are very suburban and have front</p>	<p>Several brownfields along corridor, inconsistent sidewalks, improper side <b>street parking,</b></p>	<p>The current condition of the corridor includes deep setbacks, inconsistent architectural styles, undesirable design features (front parking lots, unorganized auto repair shop holding lots, metal awnings, and improper screening from the public realm). <b>Rights-of-way lack sufficient landscaping, maintenance, and pedestrian-oriented amenities.</b></p>
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		<p>and side parking; <b>out of step with the historic context of the street. narrow, low quality retail mix. no established identity</b>, unattractive business facades, lack of public parking, high traffic commuter route, <b>less than optimal pedestrian conditions, no street trees, little pedestrian scaled elements (benches, shelters, bike racks, tables),</b></p>	<p>Several of the corridors current uses are marginal and do not fully contribute to the City's economic development. <b>Walkability is hindered by heavy traffic, unsafe intersections, and a lack of activities that would encourage pedestrian activity.</b></p>
<p>Opportunities of Study Area</p>	<p>City recognizes the economic potential of this area. Assets of the corridor include: close proximity to downtown, inexpensive land values, vacant potential redevelopment sites, <b>historic properties and cultural heritage. Cascades Park and other open spaces provide a centerpiece for the redevelopment plan.</b></p>	<p>There is an existing redevelopment movement in downtown Delray Beach. Decreased property values and vacant buildings make acquisitions in the area affordable. The Plan states that given the current conditions of the area, the corridor might recover on its own without much government investment. The North Federal Highway is a state highway that FDOT services.</p>	<p>24,000 vehicles per day, 35,000 <b>metro bus passengers per day. Corridor assets</b> lent themselves to create subdistricts including "the hub, urban living, the shops, arts and entertainment district, arboretum place". <b>Close to Union Station and New York Ave Metro Stations.</b> Single ownership buildings available for private investment, barriers to hinder small scale developments will be eliminated with zoning changes, financial assistance and the Plan guidelines. <b>Lots of character and</b></p> <p>The existing streets can be retrofitted due to the curb lines to promote lower speeds.</p> <p>Small lots constrain the size of new development, but encourages compact development and provides potential land assembly opportunities. Several vacant properties (For Lease or Sale) are small office spaces ideal for start-up companies or non-profit organizations. This is a highly</p>

			<b>neighborhood assets to reinforce the corridor's livability.</b> Existing arts uses and planned arts uses will lead to more. Low rents, small scale business and office space is appealing to entrepreneurs.	visible, well-traveled corridor leading to the downtown area. The FDOT services this corridor.	
Current Role of Area	Corridor connects 3 significant institutions: State Capital Complex, FSU, and FAMU. "Back Door" to downtown, scattered government uses, eroded neighborhoods, offices, vacant public and private parcels	Most heavily Traveled highway in the area with 20,161 ADT, but is below its design capacity of 29,400 ADT.	Small, local commercial uses, local churches, national chains, several abandoned buildings and vacant land and upper floors	Fairfax Blvd and George Street connect the two cities central downtown areas.	Corridor serves as a thoroughfare to the downtown area. Existing uses include services, trades, auto repair, professional offices and 11 residences.

Motivators for Plan/Finding of **Necessity**

Goals and Desired Improvements	Maintain a high standard of Urban Design; Create a high quality "gateway" to <b>the capital city; revitalize obsolete industrial areas; create livable urban centers and economic diversity in neighborhoods; enhance opportunities for racial diversity and mixed-uses; improve pedestrian and</b>	Improvement of the appearance of the area; Identification of appropriate uses for <b>parcels adjacent to Dixie Highway and FEC railroad tracks; Identification of and strategies for the elimination of inappropriate and marginal uses; provision for increases in permitted residential densities near the intracoastal waterway;</b>	Retention of existing businesses and <b>attraction of new businesses to support more diverse offerings of goods and services, growth in job opportunities for area residents, and increased tax revenues to support local services; attraction of new residents, visitors and customers while</b>	Create a multi-modal travel corridor; lower speeds; provide a <b>sense of character to the community; employ innovative stormwater management techniques; and widen roads.</b>	The goal of the Fernandina Beach community development department is to create an overlay district to direct <b>the form and functionality of the corridor by providing incentives for businesses and</b>
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	<p>vehicular access; promote an active ambiance, outstanding aesthetic quality, scenic streetscapes and roadways; preserve sub-district neighborhood character; and enhance and create greenway.</p>	<p>direct small business operations to concentrated areas; creation of jobs; stabilization and preservation of residential neighborhoods and elimination of blight. Encourage coexistence of bikes, automobiles and pedestrian traffic.</p>	<p>protecting surrounding neighborhoods and balancing needs for pedestrians, vehicular traffic flow and parking; and creation of a strong sense of place that respects the corridor's rich architectural and social history through streetscape improvements, the preservation and adaptive reuse of existing buildings and the construction of new buildings compatible with the corridor's existing character and contemporary business requirements.</p>	<p>developments and design guidelines to enhance the appearance of the corridor. The City wants to create a place that will encourage resident and tourist patronage and also facilitate and sustain business growth.</p>	
Civic Engagement	<p>Charrettes in 1997 and workshops in 1999.</p>	<p>Major Charrette in 1997.</p>	<p>Advisory committee work sessions, public workshops, 5 day design Charrette, work by the Office of Planning.</p>	<p>2012 Charrette to discuss the green corridor vision and the Charles Washington Hall Commuter Center.</p>	
Community Input	<p>From the 97 and 99 discussions, citizens want: unique urban character, residential areas, <b>entertainment and cultural activities, parks, bike paths, preserved neighborhood</b></p>	<p>suggestions included: landscape improvements, buildings closer the street, better utilization of Dixie Highway. Traffic calming, revitalizing the swap shop and the Delray Shopping Center, <b>waterfront park development, mixed use</b></p>	<p>Community goals: "To provide vital information and expert recommendations to help existing businesses grow and thrive on H Street NE; to recommend a realistic strategy for</p>	<p>Citizens were concerned mostly about walkability and how this would affect their property. After the Charrette, exhibits were sent to each property owner</p>	<p>Stakeholders realize the prime location of the corridor and see its' potential to be a more vibrant district. There are concerns</p>

	<p><b>characteristics, encourage new mixed-use development that compliments the university, Higher standards of quality development, establish a sense of place, unique characteristics and landmarks in each sub-district, define corridor as a gateway, create a truly pedestrian environment, address traffic and parking problems.</b></p>	<p><b>development</b>, all participants agreed it shouldn't compete with Atlantic Ave. , but should compliment it with office buildings and such.</p>	<p>encouraging the reuse of the numerous vacant lots and storefronts on <b>the corridor to create a desirable mix of commercial offerings on the corridor; to assist in determining the public investment</b> .Other issues ranged from <b>role of housing incentives, benefits of housing</b>, building design and development guidelines, marketing strategies, <b>small business incubators, traffic enhancements, parking improvements, public gathering places. Community spoke of a bright future for the corridor and want a safe and attractive place to live. They want to support local businesses, entrepreneurs, and new investments; protect the streets character and promote the sense of place;</b> and ensure the new uses compliment rather than detract from the positives.</p>	<p>showing the proposed design changes. <b>Community desired walkability, managed vehicle speeds, street trees, wider sidewalks, mix of land uses, cost effective stormwater management techniques.</b></p>	<p>regarding the visual appeal of the corridor, the lack of landscaping, poor property maintenance, and the need for incentives to promote <b>adaptive use and green building</b> (From stakeholders reviewed for this research)</p>
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<p>Aesthetic Condition</p>	<p>Existing Building and Landscape conditions and character were recorded and inventoried. The majority of buildings exhibit major and minor deterioration, especially in the industrial uses. A series of maps were created highlighting the drainage patterns, tree massings, and other natural environment conditions. Circulation network was also assessed.</p>	<p>Buildings have held many marginal uses. Physical conditions include inadequate parking and poorly maintained buildings. There are many vacant properties that lead to the blighted condition of the corridor.</p>	<p>Vacant sites, storefronts, buildings, poor condition of occupied buildings give off the impression of an unsafe, unwelcoming area. Security grates and security lighting also contributes to this stigma. Size and depth of parcels contribute to the limited reinvestment and redevelopment potential.</p>	<p>Brownfields and declining roadways.</p>	<p>Front parking lots, narrow parcels, prolonged vacancies and numerous for sale or lease properties, poor pedestrian experience, lack of civic landscaping and amenities.</p>
<p>Economic Condition</p>	<p>Market Assessment was conducted for adaptive use feasibility.</p>	<p>Economic condition worsened during the 80s after the loss of the majority of the tourist base: Property values went down and businesses closed. Many vacant lots and buildings along the street, but there has been recent reinvestment in the area by housing and commercial properties. The downtown area has seen substantial reinvestment that has spread throughout the community.</p>	<p>Market Analyses were conducted to suggest a capacity of 200,000 square feet of small professional, non-profit, and organizational offices. Small scale projects will find the area highly accessible. Studies found that 300,000 square feet of retail will be desired over the next 10 years.</p>		

Organizations,  
Agencies, and  
Government **Entities**  
**Involved**

Municipal	Advisory Committee on the revitalization of Gaines Street (GSVC) appointed by the City Commission, FDOT-FAMU-FSU conducted studies, City of Tallahassee, Leon Co., Community Redevelopment Agency	City of Delray Beach Community Redevelopment Agency	The D.C. Office of Planning initiated redevelopment, created two Advisory Network Commissions, Single Member Districts, Member of the DC Main Streets Program, Office of the Deputy Mayor, Great Streets Initiative, District Department of Transportation, The Restore DC group, and the DC heritage Tourism coalition.	City of Ranson, City of Charles Town, DOT.	Fernandina Beach Community Development Department
Consultants	St. Joe/ Arvida, Genesis Group, PBS&J, and ArtSpace	Treasure Coast Regional Planning Council and the Dover, Kohl & Partners.	The Main Street Program and HOK Planning Group.	PlaceMakers and Hall Planning and Engineering.	
Business Associations					
Non-Profit	Metropolitan Planning Organization, Knight Creative Communities Institute PAC, Council for Culture & Arts (COCA)		H Street Community Development Corporation		

2. Redevelopment  
Plan Objectives and  
**Elements**

Development	The creation of the cascades greenway and open space concept plan is the centerpiece (and <b>main capital investment of the redevelopment efforts. It enhances value and scenery for future projects, preserves open space, encourages compact development, natural stormwater drainage.</b>	Promote a mix of commercial and residential development, decrease the strip type development. There no current restrictions on the depth of commercial development, but the city shall consider either private sector rezoning or FLUM amendments to allow for larger scale developments.	Plan calls for the following projects to be addressed first: Retail Development, Redevelopment of 3 major blocks, the atlas theatre revitalization, and the air rights and station place developments.	Develop the Charles Washington Commuter Center (adaptive use of a historic structure) to facilitate regional rail and bus transit access.	
Infill	Utilize land assembly and context sensitive infill to each sub-district neighborhood.	Commercial developers must strive to create buffers for the nearby residential properties.	Zoning change to enable mixed <b>use</b> and residential infill projects		
Policy Changes	Created the Gaines Street Revitalization Plan, new zoning ordinance for urban zoning districts and sub districts to set higher standards for new development, City Implementation Program, new Future land uses to dictate appropriate development density and intensity, <b>Greenway and open space plan created to acquire special natural resource areas</b> , prohibit additional heavy, highway commercial	There are currently 5 zoning designations applied on the corridor, three levels of residential and two commercial. Only one zoning change is recommended by the Plan, changing a section of the corridor from Multi-family Medium density to Multi family low density which exists both north and south of the area in question. LDR amendments will be made following the adoption of the plan, include eliminating the landscape setback along the corridor except where the parking abuts the roadway, a	2006- rezoning of H-Street was approved in accordance with the Plan. The proposed rezoning optimizes proximity to transit, increases density to support proposed development and permits larger in-fill residential and mixed use structures.	The new SmartCode system for Ranson will link the <b>green downtown overlay district with a new zoning approach for the green corridor. In order to achieve walkable streets the functional classification system should be augmented in Ranson's comp plan as a "Compact Urban" area type.</b> For these areas	

	and industrial uses in neighborhood zones.	reduction in the front building setback. The next steps of implementation involve re writing the Community Redevelopment plan to include the new capital improvements.		multi-modal transportation will be the norm. Ranson city council approved new zoning code and comprehensive plan that revisit the new vision for growth.	
Overlay	Establish Historic Preservation Overlay in All Saints area particularly. Perhaps designating as a historic district	A "North Federal Highway Overlay District" was created to accommodate mix <b>of light industrial and commercial uses on the General commercial zoning designation.</b>	Plan suggest establishing a new zoning overlay district for the whole corridor that incorporates <b>form-based controls</b> of the design guidelines.	There is an existing green downtown overlay for the city of Ranson	
Special Area Designation or Organizational Body Creation	Gaines Street projects will require CRA involvement (TIF, Tax Incentives, bonding authority, and land assembly powers, especially for the greenway and university village projects.)	The CRA was involved in the creation of this Plan, but discourages major public sector intervention. Properties may be bought by the CRA when necessary, but eminent domain will not play a major role in Redevelopment efforts. This Plan is created to promote private redevelopment. In the event of property acquisition, the CRA would resell the property to an interested partner that would redevelop according to the Plan's objectives. Also the plan suggests the creation of a property improvement district (a	4 sub areas were created based on the interests and assets of the areas (Western gateway: The hub and Urban living; Central Retail district: arts and entertainment: the mall).The Plan suggests the opportunity for a subBID to be pursued as a spur of the Capitol Hill Business Improvement District. This would give merchants, residents, and workers access to the same benefits of the Capitol Hill BID- including security, homeless services,	Redevelopment area to be called the "Green Corridor"	

		legal entity with which the city could partner with) for individual neighborhoods and play a part in funding the improvements.	streetscape improvements and maintenance. It should avoid its "brand" being absorbed by the capitol hill district, but should negotiate a stipend to conduct its own marketing.	
Civic Engagement (Workshops, Charrettes, Panels)	Gaines Street Planning Charrette in 1997. GSVc, public, and city commission workshop in 1999, interviews with stakeholders, 2007 Bike Safety Workshop	Before the plan, there was a 1997 charrettes to help form the plan.	To create the plan, the OP initiated an "Its all about us" campaign to generate input from the community, over 500 citizens participated over the course of the year.	Sept. 2011, multi-project, city-wide Charrette to develop the SmartCode, prepare redevelopment plans for brownfields, and vision for the green corridor and chalres Washington hall commuter center

Design Standards

Design Guidelines and Development Standards	Design Guidelines to focus on quality urban development, new development phasing, addressed edge conditions, suggests target uses for each sub-district, defines different densities for each sub district, divided into 4 sections, land-use development standards, building	Many of the existing buildings are strip type development, which limits the redevelopment options. Plan suggests eliminating landscape setback established by city regulations. To encourage street beautification, homeowners associations should be involved with the three neighborhoods involved with the	Target Code enforcement is suggested to improve the overall image- especially on vacant properties.	New zoning encourages buildings with less setbacks.
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	development standards, <b>circulation and parking standards, and open space/landscaping standards.</b>	redevelopment area.	
Signage Standards	Included in the design guidelines and development standards of the Plan.	Plan suggests entry feature since the North Federal Highway corridor is a gateway to the city. The city currently maintains a "welcome" monument that the plan suggests should be changed and a new sign be added that clarifies the actual entry to the city and the corridor.	
Massing and Accessibility Guidelines	Design Guidelines specify heights for each sub district zone, Floor Area ratios, residential parameters for each zone ( retail office below/ residential above), <b>appropriate housing product</b> , façade specifications,	Plan discourages strip development that encourages front parking lots. Future developments should <b>promote pedestrian accessibility with on street, rear, and shared parking.</b>	Each subdistrict has a detail section in the Plan regarding the appropriate massing and design details.
Livability Enhancements			
Walkability	Encourage pedestrian connections to FAMU, FSU, and capitol.	Discourage front parking and make new developments pedestrian friendly.	Plan's goal is for H-Street <b>to become a transit and pedestrian corridor with parking for the retail stores. Improved connectivity from public transit,</b> The Plan design team set standards to enhance walkability <b>and bikability and Consider</b>

			walking, and cars. Utilizing neighborhood assets and capitalizing on arts facilities to improve livability and character of neighborhoods.	vehicular speed. Top priority.	
Smart Growth	Smart growth approach towards new development with respect for historic features and nature.			The Plan complies with Ranson's form-based SmartCode to encourage <b>sustainable community development</b>	
Sustainability	Employing these Smart Growth principles reduces costly infrastructure, creates a nice place to live, <b>and enhances the tax base.</b>			The Green Corridor is the first major project for <b>the community wide goal for improvement in sustainable development. The proposed landscape plan promotes conservation of water and energy.</b>	
Mixed Use	Mixed Use implemented in new zoning,	The Plan suggests reinventing the corridor as a "workplace" providing services, <b>light industrial uses, office buildings, banks, restaurants, etc. to the local neighborhood market. The city suggests using some of the vacant</b>	New zoning change to encourage <b>Mixed Use.</b>	Mixed Use is encouraged	

		<b>parcels to incorporate mixed use developments to bring in more residential units to the corridor.</b>	
Open Space	Open Space Concepts Proposed and New setback requirements to provide more open space for pedestrian <b>activities</b>	Property could be acquired to form a small park, but there was <b>little interest in the creation of a large park because residents didn't want "outsiders" in their neighborhood.</b>	Entire corridor will be a multi-modal thoroughfare with wide <b>passages.</b>
Public Space Improvements or Creation	Greenway Concepts proposed respects natural features and serves as a bike trail, pedestrian corridor <b>linking the downtown area with the campuses. Will be lit 24 hours, landscaped, contain signage, art, and seating areas.</b>	The city owned Donnelly Tract is a preservation area that will remain <b>passive.</b>	Improvements to two separate "public realms": <b>Hopscotch Bridge area; pedestrian access and improved streetscape. Eastern gateway Civic Space; improved pedestrian experience, infill street frontage, create public space, long term and require design and traffic studies.</b>  Green Corridor is a great improvement on the existing, <b>narrow roadway.</b>

Historic Preservation

Adaptive Use	Created a historic resources plan and design guidelines to support adaptive use, employing Historic <b>Preservation through the smart growth context.</b>	Adaptive Use is highly encouraged. Plan suggests removing the barriers of reinvestment- making economic and regulatory barriers to preservation and adaptive reuse more	Plan to reuse the rundown Charles Washington Hall historic <b>building</b> as a commuter transit center. Also plan to create a <b>LEED development</b> out
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			clear and identified.	of a former foundry that will have recreation areas, housing, stores, and green infrastructure.	
Historic Preservation Tax Credits	Encourages the creation of a historic district, inclusion on the national register, and use of <b>local preservation incentives</b> (Tallahassee's Historic Preservation Overlay Zones). Surveys have been done to identify the areas that would be considered a district. HP tax credits would be an option if the lessee or the owner follows the protocol.		The Capital Children's Museum is <b>mentioned as a candidate for application for the HP tax credits</b> . Plan encourages developers to take advantage of these credits. Calls for the further study of the H Street area as a potential National Historic District.		

Funding and Incentives

Capital Investments/Local Taxes	Blueprint 2000 sales tax extension- will benefit the greenway efforts, including land acquisitions				
Development and Business Incentives	Encourage development incentives in reference to the greenway network. Encourage land dedications in return for "bonus	1. Business Development Program: CRA helps foster the creation and start up costs of a new business for the first year of long term leases. 2. Site Development Assistance	Business development programs with the H-Street merchants should be instated to enhance their understanding of "retail best practice" in	Brownfield redevelopment funded by EPA Grants	

	intensities" to reduce public acquisition and relocation costs. <b>Encourage open space easement and provisions for certain public uses like vendors and outdoor entertainment.</b>	Programs provided by the CRA subsidize the costs of site planning, design, and engineering.	conjunction with Restore DC and the Main Street Efforts	
Tax Increment Financing and Credits	Most of these projects are funded by the CRA, which gets the majority of their funds from TIF. These funds have gone towards buying properties along the corridor and selling them to interested businesses with a low-interest loan or grant.	The CRA receives Tax Increment Financing from new developments and redevelopment along the corridor.	Funding for these projects are generated through a series of TIF programs through the many municipal entities involved with the H Street Revitalization.	
Façade Improvement, Streetscape/Landscape, or Beautification Incentives	Landscape Improvements included in redesign of corridor.	CRA subsidized loan program: The CRA works with lenders to provide low, subsidized loans for businesses. This also is available for interior modifications and the increase of new structures	Funding and design assistance should be provided for business under conditions and compliance of the proposed guidelines	
Density or Intensity Bonuses	encourages residential density bonuses, commercial intensity bonuses.			
Property Improvement Incentives		The Plan suggests the adjacent neighborhoods join in a CRA residential post-light <b>program</b> similar to the one along North Federal Highway		

		<p>coordinated by the city. CRA shares these costs with the individual homeowner if he chooses to add the lighting to his property.</p>	
Marketing		<p>Suggests a marketing program to be established for children's museum so the developer may see a desirable adaptive use opportunity. Even the opportunity to have a design competition for the site. District should take measures to alert property owners of incentives and assistance programs- perhaps with updates and briefings.</p>	
Grants	<p>There are a wide variety of preservation based grants available in Tallahassee and the state of Florida, all are listed in the Plan.</p>	<p>EPA Brownfields Assessment Grants, EPA Brownfields area-wide planning grant, <b>EPA</b> Building Blocks for sustainable communities program, <b>HUD</b> community Challenge planning grant, DOT TIGER II planning grant. Section 108 Loan, DOT grants will be responsible</p>	

		for the redesign of the corridor to <b>incorporate green infrastructure, safe transportation routes</b> and the designing of the Charles Washington Commuter Center.	
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Housing

Incentives for Improving Housing Condition		Plan contains a listing of <b>existing programs and funding available for improvements made to housing conditions in Washington D.C.</b>	
Affordability	Plan encourages low to moderate density market-rate housing for University and Capitol center. In-town <b>residential neighborhood zones, low density infill housing, single family detached are preferred. Plan also encourages elderly housing development.</b>		A goal of the Plan is to create more <b>affordable, sustainable housing</b>

<p>Incentives for Mixed Use Development</p>	<p>Plan calls for 750 new <b>or rehabbed residential units to support retail corridor.</b></p>				
<p>Transportation and Infrastructure</p>					
<p>Streetscape Improvements</p>	<p>Continuous side walks, shade trees, and pedestrian elements to be considered.</p>	<p>Reduced set backs for developments closer to the right-of-way and at least two stories high. <b>New Street Trees, sidewalks, reconstruction of drainage swales.</b></p>	<p>DDOT- designed and implemented a <b>53 million streetscape improvements. Includes streetcar service to begin 2013. Other improvements in the plan include wider sidewalks, street trees, pedestrian scale lighting, bike racks, signage.</b></p>	<p>Improved on-street parking helps walkability, economic activity, manages <b>vehicle travel speeds. Street trees, crosswalk design improvements, pedestrian and bike amenities are encouraged.</b></p>	
<p>Safety Improvements/ CPTED</p>	<p>Share the road signs to be implemented. Greenway Corridor will be lit at all <b>times.</b></p>	<p>There is a recommendation to create a police sub-station in the study <b>area, in addition to the many programs created to reduce crime in the surrounding neighborhoods. Post-Light program is also encouraged.</b></p>	<p>More people living on the corridor means <b>more "eyes and feet on the street" to make it a safer place</b></p>	<p>Safety strip (cobbled texture to make it uncomfortable to <b>drive ) placed between two lanes of traffic.</b></p>	
<p>Traffic Calming</p>	<p>Traffic Calming measures included in Corridor Redesign.</p>	<p>The improved swales will discourage on-street parking and add street trees and in turn reduce speeding.</p>	<p>Calming and smoothing measures will <b>be employed. Intersections will be made less complicated for bikes, pedestrian, vehicles and buses. Street</b></p>		

			<b>lights will be retimed. Installing new stop lights at all intersections and proper pedestrian crossings.</b>	
Traffic Studies	Recommended FDOT assess alternatives to mitigate traffic on Gaines Street, 2007 workshop to evaluate <b>Bicycle Safety</b> on the street.	Since the corridor is below traffic currency standards, there is excess capacity for new development.	Future studies should include H street's development as a <b>transit way with pedestrian movement and vehicular through traffic and on-street parking.</b>	The department of highways and the "Ranson-Charles Town Transportation Development Fee Study" considered the four lane option. Four lanes would hinder the pedestrian friendly corridor the Vision calls for. The street sees a 4,500 unit daily traffic count at the heaviest and the northern corridor has less than 2,500- not warranting the creation of a four lane.
Parking Incentives and Creative Strategies		Implement cross-parking agreements and interconnected parking lots.	Shared and managed parking. Public parking envisioned with a few redevelopment projects. 11' transit lands for rush-hour transit. Three lane road, with two lanes in rush hour priority direction. Permitted on-street parking at all times.	

		<p>Curbside parking is encouraged. Increased off-street parking that is easily accessible and safe is proposed. The plan addresses the high cost of parking structures and suggests structures be constructed by parking authority NCRC as municipal projects or public/private partnerships.</p>	
<p>Road Improvements</p>	<p>Rebuilding Gaines Street as a 2-way, 2 lane street with limited on street parking (Began in 2011)</p>	<p>The FEC/ Dixie Highway Corridor improvements will contribute to the overall revitalization. <b>Proposals for improvements include a bike path between the railroad and the Dixie highway and on street parallel parking and sidewalks.</b> This will require FEC rail road approval and likely CRA and City involvement. Along Federal Highway, the plan suggests reducing the right-of -way, conversion of one way roads, and the addition of landscape nodes. Several other arterial roads included in the study area have concerns as well that are addressed in the Plan.</p> <p>Streetcar system designed and will <b>open in 2013. Plan states to enhance transit service along H street with a bus rapid transit system or a light rail transit (trolley service)- This will improve connectivity.</b> DDOT will include the public realm plan with their streetscape improvements.</p>	<p>"Transportation objectives include; networks treated as a public <b>realm that is attractive and livable not just a road for vehicles, comfort for pedestrians and bicycles, thoroughfare laid out for transit and be feasible and desirable between neighborhoods. Ranson should connect to regional transit. Prioritize character and function over capacity, create smaller blocks and increase the total capacity for</b></p>

			<b>moving people, consider all mobility forms."</b>	
Bike and Pedestrian Paths	Encourage new connections and access points for FAMU, FSU, and Capitol traffic. Share <b>the road strategies were implemented for bikes as well as widened side walks.</b>		Green Corridor will increase connectivity for all forms of <b>traffic. Bike facilities planned include: shared lane markings (sharrows) and share the road signs.</b>	

Utilities

Analysis of Services			There is limited stormwater infrastructure in the Old town <b>Ranson area. The Plan analyzed the corridors existing drainage patterns and explored the options if the area were changed to a MS4.</b>	
Stormwater Studies/ Upgrades	Plan includes a comprehensive stormwater and natural resource management plan. The new greenway and <b>open space plan</b>	The existing drainage swales are in poor condition and are the responsibility <b>of the abutting property owners. A program should be developed to</b>	The Green Corridor is focused on sustainability. Civic landscaping is introduced to assist the water up	



	<p><b>will enhance the current stormwater situation.</b></p>	<p><b>improve and maintain the swales.</b></p>	<p>take and pre-treatment, heat island reduction, reduced pollutant loads and nutrients. Specific techniques include; <b>crate stacking system to promote tree growth</b> as opposed to concrete surrounded trees, flow-through filtration planters to remove pollutants, stores stormwater runoff, and irrigates planter vegetation. A <b>micro-pool weir system</b> is similar to the planters and is chemically treated to filter stormwater through a series of dams and pools.</p>	
Relocation of Utilities Underground	<p>Electric lines moved off-street, utility lines already underground are replaced (Began in 2009).</p>			

3. Cultural and Creative Resources

Planned Cultural Hub	<p>In partnership with ArtSpace, there are plans for a 90,000 square foot arts incubator <b>(called the Art- Tech Hub) with 50 affordable apartments and an incubator operated by COCA</b></p>	<p>Plan proposes a potential development <b>of Station Place and the Union Station Air Rights in "The Hub" area.</b></p>
Creative Placemaking Strategies	<p>Major goal of the Plan and the citizens are to incorporate community recognition, community <b>identity, and civic atmosphere. Establish an "arts district", cascades greenway and open space plan will combine the neighborhoods and be an asset to the community. The proposed Cascades Greenway is an expansion of historic Cascades Park near the corridor, a cultural resource.</b></p>	<p>the GSI's goal was to <b>leverage private and cultural investments along corridors.</b> The subdivision of the four unique districts helps support existing character of the area. Encourages public art and streetscape treatment at <b>"Gateway" at 3rd and H Street. The Arts and Entertainment Subdistrict is built upon the existing atlas theater, R.L. Christian Library.</b> Plan suggests restaurants art galleries and community services to compliment the cultural activities. Marketing plan to be created incorporating history and culture of the corridor.</p>

Heritage Tourism	Plan includes the development of tourism programs for H-Street- perhaps a survey of historic sights along the street. Suggests creating an education program aimed at h-street heritage, historic preservation potential and buildings.	
Cultural Events and Festivals	Encourages provisions to be considered for special events, art fairs, outdoor entertainment, vending <b>cards, concessions,etc.,</b> <b>Gaines Street Fest celebrated it second year in 2012.</b>	
Creative Use of Public Land	Cascades greenway and open space plan.	

Creative Class Engagement

Visual and Performing Arts	The proposed ArtSpace art incubator will provide mixed use space for artist's and arts organizations <b>including a live/work/ exhibit/ and performance space called "Art Park on Gaines"</b>	Plan suggests incorporating public art <b>throughout the corridor.</b>
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Technology		<p>in general, the reStore DC program and the DC Main Streets program give financial assistance for neighborhood business districts, encourages local entrepreneurial opportunity and strengthens partnerships in government and civic organizations as well as revitalization agencies.</p>	<p>Plan calls for innovative landscaping and sustainable technologies.</p>
Science, Law, Professionals, etc.			
Volunteers/ Non-Profits	<p>The "Get Gains Going" initiative utilized volunteers.</p>	<p>Market Studies stated that 200,000 square feet of office space could be used for small, professional offices for orgs and non-profits due to the location and accessibility</p>	

4. Progress

Increase in Traffic	<p>The Gaines Street Fest is in its 2nd year. The festival promotes local restaurants, <b>businesses, and bands.</b></p>	<p>DDOT enhanced transit connectivity and created the streetcar service.</p>	<p>With help from the technical assistance programs, the <b>city was able to draft new zoning requirements that support safer streets for</b></p>
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				pedestrians, bicyclists, vehicles. Allows for buildings to be closer to the street which encourage mixed uses.	
Increase in Economic Development	New developments along the corridor have raised property values and rents.	Reinvestment has raised property values.	2010- DMPED TIF was reprogramed to allow 5 million in real property tax abatement to support retail parking for a supermarket in H-street. As well as 20 million as direct grants until fy2014 to new and existing retail business owners on H-street in accordance with enabling legislation.	Thanks to the Brownfield area-wide grants, the city <b>was able to create a plan to clean up brownfields and encourage new activity.</b>	
Physical Improvements	Roadway, Streetscape, and Utility Improvements have been steady since 2009.	The Delray Swap Shop was a building that contributed to the blighted conditions along the north federal highway that began redevelopment in 1999 by the owner to become a " <b>public market plaza</b> ". <b>Improvements include traffic, parking, and economic activity.</b> Several other buildings had been privately redeveloped. <b>Pocket park and street improvements occurred in a neighborhoods along the corridor.</b>	DMPED received approval for 16.6 million to provide development assistance , multiple property owner grants, technical assistance, loans and credit enhancements to projects. The DC council also authorized DMPED to use 95 million in TIF notes and bonds to support retail projects along the GSI corridors. 25 million was just H-Street. H-street is a federal highway DDOT was able to match federal		

			highway funds with local capital funds (and other sources) to perform infrastructure improvements.	
Reinvestment	Arts Hub and loft apartments will provide new consumer base for the corridor.	Two new "high-end residential" developments constructed led to a new consumer <b>base for the area.</b>	The implementation of the rezone (2006) and the DDOT streetscape projects have "resulted in 2.5 billion in completed or planned investments in approx. 10 medium/large scale residential or <b>mixed used projects"</b>	The American Public University System Academic Center was built on a brownfield site in 2009. A <b>LEED neighborhood</b> is to be developed in an old foundry location.
Successful Creative Placemaking	Art Tech Hub under construction, Gaines Street Fest est. 2011. City is very responsive <b>and open to arts and cultural developments as an economic development tool.</b>	Adaptive use of the Delray Swap Shop.		
Notes:				
	1. All elements in Bold indicate a tool or strategy that will further the livability and sustainability of the corridor. These factors were derived from the following source: Lewis, N. M., & Donald, B. (2010). A new rubric for 'creative city' potential in Canada's smaller cities. <i>Urban Studies</i> , 47(1), 29-54.			
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	<p>North Federal Highway: (a)City of Delray Beach Community Redevelopment Agency. (1999). North Federal Highway Redevelopment Plan. (b) Florida, R. (2012). The rise of the creative class-revisited. New York: Basic Books. (c) U.S. Census Bureau.(2012). State and County QuickFacts. Retrieved from <a href="http://quickfacts.census.gov/qfd/index.html">http://quickfacts.census.gov/qfd/index.html</a>(d) Delray Beach CRA. (2013). North federal highway redevelopment plan. Retrieved from <a href="http://www.delraycra.org/index.php?option=com_content&amp;task=view&amp;id=58&amp;Itemid=81">http://www.delraycra.org/index.php?option=com_content&amp;task=view&amp;id=58&amp;Itemid=81</a></p>
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APPENDIX G  
ANALYSIS OF REDEVELOPMENT BEST PRACTICES FOR THE SOUTH 8<sup>TH</sup> STREET CORRIDOR

Table G-1. Analysis of Redevelopment Best Practices for the South 8<sup>th</sup> Street Corridor

South 8th Street Corridor, Fernandina Beach, Florida	
<b>City Population</b>	11,487
<b>County Population</b>	72,413
<b>Creativity Index/Rank</b>	Jacksonville, Florida .645/#109
<b>Boundary Area</b>	All properties facing 8th Street from Lime Street to Broome Street

This chart identifies the common conditions of the four corridor redevelopment study areas with the 8th Street corridor, as well as their alignment with the five best practices and CDD goals for the redevelopment of the 8th Street Corridor

Table G-1. Continued

Alignment of the Four Case Studies with Fernandina Beach Community Development Department Goals and Similarities to the South 8th Street Study Area					
	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Period of Peak Condition	Predominately commercial and industrial corridor in the mid twentieth century				<b>(8th Street Recommendation)</b> Given the historic function of the auto-centric 8th Street corridor, the City should incorporate the car-culture into the branding efforts for the corridor itself- as well as the revitalization efforts. The plan should include provisions for improving the pedestrian experience on the corridor by incorporating buffering and safety measures to combat the highly trafficked street. Connectivity should be improved to further establish the corridor as a multi-modal connector to the Historic Downtown area.
Historic Preservation District	<b>Study area adjacent to Historic Districts</b>		<b>Historic properties along the corridor</b>		
History of Redevelopment in Study Area		Redevelopment of nearby downtown area was a catalyst for potential reinvestment in the study area			
Past Roles of Study Area	Mix of commercial and industrial uses	Prime route for travelers. Many Automotive land uses	Major travel corridor and thoroughfare	Major thoroughfare	
Creative Capital			<b>Existing neighborhood cultural characteristics to incorporate into redevelopment planning</b>		
Key Geographic Characteristics		Visitors come to the City for its' beaches		Corridor is important due to connectivity	
Cultural Institutions	Corridor leads to major regional destinations				

Table G-1. Continued

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<i>The Green Corridor</i>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Comprehensive Plan and Future Land Use Policies					
Growth Management and Comprehensive Plan		Comprehensive Plans states that the City shall redevelop and renew blighted areas. <b>Land Development Code principals encourage connectivity and the improvement of the perceived image and physical appearance of the area</b>		Overlay District was recommended since the existing zoning code didn't allow for the proposed changes	<b>(8th Street Recommendation)</b> Fernandina Beach has an existing CRA that could expand or provide a framework for a new 8th Street Community Redevelopment Area similar to the Delray Beach or Tallahassee CRAs.
Municipality Strengths	CRA involvement	CRA involvement	City initiated the plan creation and enforcement		
Municipality Challenges	Prior to plan there were no market and economic backing for recommended strategies. They were included during the creation of the plan.		Zoning prior to plan encouraged suburban setbacks and single use buildings.		

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
<b>Existing Conditions Prior to Plan</b>					
Challenges of Study Area	<b>Poor pedestrian access, varied densities, zoning weaknesses, lack of buffering</b>		<b>Hostile pedestrian intersections, small shallow lots, suburban setbacks, front and side parking lots, no established identity, unattractive facades, lack of public parking, high traffic commuter route, very few street trees, limited pedestrian amenities, low quality retail mix</b>		<p><b>(Best Practice #1)</b> Each of the four redevelopment plans contained an existing conditions assessment that identified the current conditions of the corridor. For Fernandina Beach, there should be an in-depth survey of the existing conditions to aid in the Finding of Necessity and a market demand study should be conducted to identify the most feasible uses to attract to the area. These documents guide the redevelopment planning process by identifying the problem areas to focus the goals and objectives of redevelopment. <b>(5)</b> The challenges to the case study areas were met with strategies that will enhance livability.</p>
Opportunities of Study Area	City recognizes the economic potential of the corridor. Assets include: proximity to downtown, vacant potential redevelopment sites, low rents, <b>historic properties, cultural heritage.</b>	Acquisitions are affordable due to low rents, large number of vacant properties, Federal Highway maintained by FDOT	High traffic street, vacant buildings available for private investment, vacant small business spaces ideal for entrepreneurs.		
Current Role of Area	Corridor connects major destination points, vacant private parcels	Very highly traveled corridor, yet below its design capacity.	Local commercial uses, local churches, several abandoned buildings and vacant lots	Corridor leads to downtown	

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
<b>Motivators for Plan/ Finding of Necessity</b>					
Goals and Desired Improvements	<p>Want to create a gateway with a high standard of urban design, enhance pedestrian environment, establish a sense of place, promote an active, livable, attractive streetscape.</p>	<p>Improvement of appearance, create jobs and direct businesses to the area, elimination of blight, and improve coexistence of pedestrians, bicycles, and automobiles.</p>	<p>Retain existing businesses and encourage new ones, grow job opportunities and services for residential population, buffer surrounding neighborhoods, balance needs for pedestrians, vehicles, and bikes, create a strong sense of place that respects the areas culture, streetscape improvements, historic preservation and adaptive use of existing buildings.</p>	<p>Create a multi-modal corridor, provide a sense of character to the community</p>	
Aesthetic Condition	<p>Major and minor building deterioration</p>	<p>Structures have hosted a variety of marginal uses, inadequate parking, poorly maintained buildings and vacancies.</p>	<p>Vacancies, poor condition of occupied buildings give the impression of a lack of safety, narrow parcels</p>		

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
<b>Organizations, Agencies, and Government Entities Involved</b>					
Municipal	Advisory Committee on the revitalization of Gaines Street (GSVC) appointed by the City Commission, FDOT-FAMU-FSU conducted studies, City of Tallahassee, Leon Co., Community Redevelopment Agency	City of Delray Beach Community Redevelopment Agency	The D.C. Office of Planning initiated redevelopment, created two Advisory Network Commissions, Single Member Districts, Member of the DC Main Streets Program, Office of the Deputy Mayor, Great Streets Initiative, District Department of Transportation, The Restore DC group, and the DC heritage Tourism coalition.	City of Ranson, City of Charles Town, DOT.	<b>(Best Practice #3)</b> Leadership varied between the four plans, but was vital to the successful implementation of the plans. Gaines Street and H Street NE both encouraged a wide variety of public and private partnerships to make the revitalization a reality. Incorporating a variety of organizations allowed the direction of the plan to explore all possibilities and increase possible outcomes. The Delray Beach plan is driven by CRA incentives to promote private reinvestment, while the <i>Green Corridor</i> is a municipal effort between the two Cities that is funded by grants.
Consultants	St. Joe/ Arvida, Genesis Group, PBS&J, and Artspace	Treasure Coast Regional Planning Council and the Dover, Kohl & Partners.	The Main Street Program and HOK Planning Group.	PlaceMakers and Hall Planning and Engineering.	

Table G-1. Continued

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<b><i>The Green Corridor</i></b>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Non-Profits	Metropolitan Planning Organization, Knight Creative Communities Institute PAC, Council for Culture & Arts (COCA)		H Street Community Development Corporation		
<b>2. Redevelopment Plan Objectives and Elements</b>					
Development	<b>Encourages compact development and natural storm water drainage</b>	<b>Calls for a mix of commercial and residential development</b> and a reduction of strip development.			<b>(8th Street Recommendation)</b> Each plan contained recommendations for new development and uses based on market demand studies. Fernandina should perform these studies of the commercial environment in the city and South 8th Street prior to the creation of a revitalization plan.
Infill	Utilize land assembly	Commercial developers must provide a buffer from the adjacent neighborhoods	Calls for a zoning change to permit <b>mixed use</b> infill development		
Policy Changes	Plan included a new zoning ordinance to set higher standards for new development and density/intensity provisions.	Calls for the reduction of front building setback	Rezone increases density and permits larger infill residential and mixed-use structures	<b>Created a new zoning classification to their existing smart code to encourage more walkable streets</b>	

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
Overlay		<b>Established an overlay district to accommodate a mix of light industrial and commercial uses.</b>	Established an overlay district to incorporate <b>form-based controls</b> (design guidelines) over development		<b>(8th Street Recommendation)</b> Establishing an overlay is the preferred option by the CDD to guide form and functionality of the corridor.
Special Area Designation or Organizational Body Creation	CRA involvement utilizing their TIF, tax incentives, bonding authority, and land assembly powers.	Utilize CRA land assembly and funding to purchase properties.			
Civic Engagement (Workshops, Charrettes, Panels)	Held planning charrettes, workshops, and meetings with stakeholders, city commission, and the public.	Charrette to help form plan	Public outreach campaign prior to plan creation	city-wide charrettes to develop redevelopment plan	<b>(Best Practice #2)</b> Each plan incorporated public involvement and was created in part by civic engagement in the planning process.
<b>Design Standards</b>					
Design Guidelines and Development Standards	Address edge and buffer conditions, <b>land-use development standards, building/parking development standards, and open space/landscaping standards.</b>	Address eliminating strip development, reducing setback, and encourages street beautification	Code enforcement is suggested to improve overall image of corridor	Addresses reducing setbacks	



Table G-1. Continued

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<i>The Green Corridor</i>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Signage Standards		Plan suggests new "Welcome" signage on the corridor			
Massing and Accessibility Guidelines	Design Guidelines drafted to specify FAR, permitted uses, and façade specifications.	<b>Guidelines promote pedestrian accessibility with shared and rear parking</b>	Design guidelines are drafted to dictate appropriate massing and design details.		
<b>Livability Enhancements</b>					
Walkability	<b>Enhance pedestrian connectivity</b>	<b>Discourage front parking and new developments must be pedestrian oriented</b>	<b>Improved connectivity of pedestrians, utilize neighborhood assets and capitalize on arts facilities to improve livability and character</b>	<b>Design standards created to enhance walkability and bikability.</b>	<b>(Best Practice #5)</b> All objectives and strategies implemented in the four redevelopment plans contribute to the overall improvement of the community and City's livability. <b>(8th Street Recommendation)</b> A goal of the CDD is to increase density along the corridor and incentivize the area for new businesses. Through the establishment of an overlay zoning district that encourages mixed-uses, the area will become more compact with a diversity of uses- yielding a more active corridor.
Sustainability	<b>Adaptive use reduces costly infrastructure</b>			<b>Landscape plan for the area promotes conservation of water and energy</b>	
Mixed Use	<b>Mixed-use implemented with new zoning</b>	<b>Plan encourages mixed-use developments through new overlay, especially residential development</b>	<b>Zoning change encourages mixed-use</b>	<b>Mixed-use is encouraged throughout the plan</b>	
Open Space	<b>Open Space is encouraged for pedestrian activities</b>				

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
Public Space Improvements or Creation	Potential to create public space from a vacant parcel to form a park				
Historic Preservation					
Adaptive Use	Design Guidelines support Adaptive Use		<b>Plan calls for clearly identifying preservation and adaptive use options for property owners</b>	Plan and grant funding includes the adaptive use of a historic structure	<b>(Best Practice # 5)</b> Three cases include a plan element that refers to the historic buildings and stipulations for preservation and adaptive use. Maintaining an authentic built environment is major contributor to livability and the aesthetic appeal of the corridor. <b>(8th Street Recommendation)</b> 8th Street should consider marketing historic structures along the corridor to potential developers as adaptive use projects with incentives, like the H Street NE plan.
Historic Preservation Tax Credits	Incorporates both local and federal preservation incentives		Plan encourages developers to take advantage of tax credits and includes a plan to market historic properties.		

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
Funding and Incentives					
Development and Business Incentives		CRA sponsors a business development program for new businesses and covers start up costs. Site Development Assistance Programs are also sponsored by the CRA to subsidize the costs of site planning, engineering, and predevelopment.		Business development programming to enhance corridor merchants understanding of "retail best practices"	<p><b>(8th Street Recommendation)</b> As a result of the progress of the H Street NE plan, innovative community investment methods were utilized in 2011. A smaller scale adaptation of the <i>Fundrise</i> platform could be used on 8th Street to fund a community project.</p>
Tax Increment Financing and Credits	TIF funding through CRA. Go towards purchasing properties	TIF Funds through CRA		Partial funding for projects comes from TIF programs through many municipal groups	
Façade Improvement, Streetscape/Landscape, or Beautification Incentives		CRA subsidized loan program for businesses- to be used for modifications or alterations to existing structures		Offers Funding and Design Assistance to business who comply with the guidelines	
Density or Intensity Bonuses	Plan encourages residential and commercial density and intensity bonuses.				

Table G-1. Continued

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<b><i>The Green Corridor</i></b>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Marketing			Plan suggests marking existing historic structures for developers as potential adaptive use opportunities. Marketing plans to distribute information to alert property owners of incentives and assistance programs regularly.		<b>(8th Street Recommendation)</b> The CDD has recently submitted a letter of interest to the EPA for the Building Blocks for Sustainable Communities grant. Fernandina Beach should consider applying to this grant and others to generate funds for public redevelopment projects.
Grants	Used preservation grants		National Trust for Historic Preservation Main Streets Program	EPA Building Blocks for Sustainable Communities Program	
<b>Housing</b>					
Affordability	<b>Plan encourages low to moderate density market-rate housing</b>			<b>Major goal of the plan is to create affordable and sustainable housing</b>	<b>(8th Street Recommendation)</b> The market demand analysis should determine the feasibility of more affordable multi-family housing and short term rentals along the corridor to support the workforce.
Incentives for Mixed Use Development	<b>Plan calls for residential units to support the retail uses.</b>				

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach			
Transportation and Infrastructure								
Streetscape Improvements	Calls for shade trees and pedestrian elements	Reduced setbacks and improved civic landscaping	Department of Transportation funded major improvements.	Pedestrian and bike amenities are encouraged	(Best Practice #5) Each of these plans calls for a redirection of the corridor from an auto-centric street to pedestrian friendly, multi-modal transportation centers. (8th Street Recommendation) The 8th Street plan will need to address a shift in parking lot design of new structures to be in the rear or the side, as well as promote the City's shared parking program or other potential parking plan. The plan should call for further bicycle, pedestrian, and commercial traffic studies for the corridor.			
Safety Improvements/ CPTED						Street light improvements	Street light improvements	encourage more people to live on the corridor to add additional eyes on the street
Traffic Calming								Intersections made less complicated for pedestrians, bicycles, and cars. Installed proper pedestrian crossings
Traffic Studies						Workshop on Bike safety	Corridor has the capacity for new development	Traffic study was conducted on the pedestrian and vehicular movement along the corridor.

Table G-1. Continued

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<i>The Green Corridor</i>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Parking Incentives and Creative Strategies		<b>Implemented cross-parking agreements and interconnected parking lots</b>	<b>Shared parking</b>		
Utilities					
Analysis of Services				<b>Conducted analysis to identify drainage issues</b>	<b>(8th Street Recommendation)</b> A study on the stormwater and drainage system of the 8th Street corridor should be conducted to mitigate future problems.
Stormwater Studies/Upgrades	<b>Plan includes a stormwater and natural resources management plan.</b>	<b>Encourages the development of a program to improve and maintain drainage swales.</b>		<b>New civic landscaping incorporates innovative and sustainable irrigation techniques</b>	

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
3. Cultural and Creative Resources					
Planned Cultural Hub	<p style="text-align: center;"><b>ArtSpace and Council on Culture and Arts are constructing the "Art Tech Hub" as an effect of the plan</b></p>				<p><b>(Best Practice #5)</b> The Gaines Street and H Street NE plans both utilize their existing cultural assets to establish vibrant areas of the corridor.</p> <p><b>(8th Street Recommendation)</b> The corridor should take the opportunity during redevelopment to enhance the "Gateway" that leads to the Historic Downtown District, a major tourist destination in Fernandina. The corridor should complement the downtown shopping area with live/work spaces and feasible uses. This area could potentially be marketed as an arts district or hub for creative activity as suggested by the CDD and community input.</p>

Table G-1. Continued

	Gaines Street	North Federal Highway	H Street NE	<i>The Green Corridor</i>	The Five Redevelopment Best Practices and Recommendation for Fernandina Beach
Creative Placemaking Strategies	<p>Goal of the plan makers and citizens were to incorporate community recognition, community identity, and establish and "arts district". The proposed Cascades Greenway is an expansion of historic Cascades Park near the corridor.</p>		<p>Groups involved with the revitalization encouraged private and cultural investments along the corridor. Plan encourages public art throughout corridor and at the Gateway streetscape treatment. Marketing plan to include history and culture of corridor. Each subdistrict of the corridor is defined by its' existing assets and are marketed towards desired uses to complement their assets.</p>		
Creative Class Engagement					
Visual and Performing Arts			<p>Plan calls for incorporating public art throughout corridor.</p>		<p><b>(8th Street Recommendation)</b> Fernandina Beach should incorporate public art as a tool for redevelopment through the City's recently adopted public art ordinance.</p>
Technology			<p>Plan calls for innovative landscaping and sustainable technologies.</p>		



Table G-1. Continued

	<b>Gaines Street</b>	<b>North Federal Highway</b>	<b>H Street NE</b>	<i>The Green Corridor</i>	<b>The Five Redevelopment Best Practices and Recommendation for Fernandina Beach</b>
Science, Law, Professionals, etc.					
Volunteers/ Non-Profits			The market demand study stated that the many vacant small professional offices would be prime for organizations and non-profits due to the location and accessibility.		
Notes:	1. All elements in <b>bold</b> indicate a tool or strategy that will further the livability and sustainability of the corridor. These factors were derived from the following source: Lewis, N. M., & Donald, B. (2010). A new rubric for 'creative city' potential in Canada's smaller cities. <i>Urban Studies</i> , 47(1), 29-54.				
Sources:	(a) U.S. Census Bureau.(2012). State and County QuickFacts. Retrieved from <a href="http://quickfacts.census.gov/qfd/index.html">http://quickfacts.census.gov/qfd/index.html</a> (b) Florida, R. (2012). <i>The rise of the creative class-revisited</i> . New York: Basic Books				

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Ashley Chaffin McGehee is the daughter of Paul Ray and Brenda Chaffin and grew up in the rural town of Marietta, Mississippi. Ashley earned her Bachelor of Arts degree in Art History from the University of Mississippi. She was led to the field of Urban and Regional Planning indirectly by her innate interest in improving her community and a fascination with the built environment. Being raised in a rural place on hundreds of acres, she has always had a keen awareness of the value of land and the importance of protecting and preserving the landscape. She graduated from the University of Florida College of Design, Construction, and Planning in 2013 where she earned her Master of Arts in Urban and Regional Planning with an interdisciplinary certificate in Historic Preservation. She hopes to continue exploring how to effectively redevelop blighted and historic neighborhoods and practice in the realm of campus and master planning or private development.