Fort Pierce Downtown Waterfront Charrette

A Community’s Vision

March 15 - 21, 2008

prepared by
Treasure Coast Regional Planning Council
THE FORT PIERCE
DOWNTOWN WATERFRONT
CHARRETTE

prepared by
TREASURE COAST REGIONAL PLANNING COUNCIL
with and for
THE CITIZENS OF FORT PIERCE

ACKNOWLEDGMENTS
This public process is the result of the hard work of many people who truly care about the City’s future. Our sincere gratitude to all those who participated during the public event and visited the studio during the week, and special thanks to Mayor Robert J. Benton, III; Commissioner Rufus J. Alexander, III; Commissioner Edward Becht; Commissioner Christine Coke; Commissioner Reginald B. Sessions; City Manager Dennis W. Beach, Assistant City Manager David Recor; Fort Pierce Redevelopment Agency Director Jon Ward; Charrette Steering Committee members Bob Swisher, Buzz Smyth, Carole Mushier, Donna Benton, Kara Wood, Vincent Gaskains and Larry Lee. Finally, a special thanks to John Wilkes, Director of the Sunrise Theatre, Fort Pierce Chief of Police R. Sean Baldwin, and County Commissioner Chris Craft.

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Over the past two decades, the City of Fort Pierce has engaged its citizenry in numerous public planning efforts to guide the City’s future. The City has also provided the leadership necessary to implement one of the most outstanding downtown redevelopment efforts in the State of Florida. Many of the City’s private and public development and redevelopment efforts demonstrate quality design and infrastructure and attention to detail.

The walkable character and comfortable scale of Fort Pierce’s downtown result from the implementation of traditional town planning principles such as an interconnected network of streets and blocks, quality civic spaces, and buildings that can accommodate a complete and integrated mix of uses. These traditional, time-tested planning principles embedded in the downtown and the master plans developed over the years help make the City of Fort Pierce a very resilient City that can easily adapt and react to change.

The City faces more changes and challenges in the near future. Several significant projects have been completed. A number of opportunities have become available, and there are still some challenges that need to be addressed.
Projects Completed
- new municipal parking garage on Orange Avenue adjacent to City Hall along the FEC tracks
- Renaissance on the River: a multi-story mixed-use building on Orange Avenue and Melody Lane
- courthouse expansion
- Moore’s Creek linear park west of 7th Street

New Opportunities
- H. D. King Power Plant decommissioned in May 2008 with over 7 acres occupied by the plant available for redevelopment
- Fisherman’s Wharf: City-owned land north of A1A prime for redevelopment
- Orchid Island Juice Co. processing plant on the corner of Avenue B and US 1 potentially relocating adding two acres to the redevelopment potential in downtown
- JC Penney lot at the corner of Indian River Drive and Orange Avenue ready for redevelopment

Challenges
- Edgartown and River’s Edge historic districts under redevelopment pressure
- general zoning inconsistencies
- struggling retailer
- “lonely” downtown after 5:00 pm and during weekends
- Indian River Veteran’s Memorial Park

The City of Fort Pierce conducted a seven-day public planning charrette held March 15 - 21, 2008. The charrette created a new master plan for the downtown to address the impacts of recently completed projects and new challenges and opportunities. The Fort Pierce Downtown Waterfront Citizens’ Master Plan (Citizens’ Master Plan) represents the community’s vision for economic development and preservation of character of the City’s core. The Citizens’ Master Plan complements and furthers previous public planning efforts for the area.

The Treasure Coast Regional Planning Council’s (TCRPC) Urban Design Studio conducted the charrette with a team

Addressing Challenges &
Embracing Opportunities
of sixteen professionals. The charrette was organized with the help of the Charrette Steering Committee, a group of residents and property and business owners appointed by the City commission. The Charrette Steering Committee met weekly for 4 weeks to plan the event and coordinate public outreach.

The public workshop session of the charrette was held at the Old City Hall on Saturday, March 15, 2008, and was attended by over 150 residents and property and business owners that represented a cross section of the community.

During the week of March 16 - 21, 2008, the charrette team set up its studio at the Sunrise Theatre where the doors remained opened every day between 9:00 am and 9:00 pm for the community to observe the work and offer additional input. Between 60 and 80 residents visited the studio during the week.

A presentation of work in progress was held on March 21, 2008, at the City Hall Commission Chambers. Over 80 people attended, and additional input was received.

Work continued in the weeks that followed the initial public workshop. The final presentation to the City commission was September 22, 2008.

During the charrette, the citizens, assisted by the professional team, studied the many challenges affecting the study area and proposed specific solutions. These proposed solutions are embedded in the Citizens’ Master Plan and described in detail in this report.

NOTE: The Citizens’ Master Plan and specific project plans and sketches in this report are conceptual in nature and provided to graphically illustrate one solution or possibility. They are not meant to represent the only solution but to provide a starting point for additional discussion and detailed design.
Community’s Requests

Under the premise of preserving a “small town character,” maintaining an appropriate scale, and achieving the right balance and mix of uses, the community drew up plans for the study area that seek to achieve the following:

Aerial of the Study Area: The Study Area boundaries are Avenue H to the north, Florida Avenue to the south, US 1 and the FEC tracks to the west, and the Indian River Lagoon to the east.
COMMUNITY’S REQUESTS

Maintain Public Access to the Water
- maintain and enhance Marina Square
- enhance the connection of the multi-use path under the bridge connecting the downtown with Fisherman’s Wharf
- create an entertainment district along Moore’s Creek where the waterfront remains public

Build an Entertainment District at the H.D. King Power Plant Site
- transform the approximately 7 acre site into an entertainment district that anchors the downtown and contributes to make the downtown a regional destination
- construct a high-end hotel
- include a proper mix of uses that has restaurants and retail supporting those businesses currently existing
- incorporate residences, offices, conference center, and entertainment (bowling alley, movie theatre, etc.) space

Continue Moore’s Creek Linear Park
- extend the concept of a public, linear waterfront park along Moore’s Creek making it more urban as it travels through the future entertainment district

Identify Sites for Downtown Hotels
- identify additional hotel sites linked to the entertainment district (waterfront, in-town, highway) to allow for market flexibility and capacity over time

Develop Fisherman’s Wharf as a Mixed-Use Marine District
- maintain public ramps
- increase parking especially boat trailers
- incorporate a dry storage facility
- include a large meeting facility that serves as gathering space for the numerous fishing tournaments that are a trademark of Fort Pierce
- reserve a site for a waterfront hotel/motel
- encourage marine-related retail and industry
- create an appropriate mix of uses that includes retail, restaurants, and residential uses

Revitalize, Preserve, and Address Redevelopment Pressure in the Edgartown and Riverside Historic Districts
- preserve historic buildings and architecture
- create zoning regulations consistent with what the community wants to preserve
- preserve the scale and character of the historic districts while preserving pre-existing property rights

Address Zoning Conflicts
- as new development occurs, ensure that the character of the historic districts is preserved
- preserve existing development rights
- develop strategies to allow property owners to exercise their rights while preserving historic structures
- make it easy to build projects discourage and make difficult building project inconsistent with the community’s vision

Improve Overall Parking in Downtown
- develop a district-wide parking strategy
- replace surface parking with parking structures lined with buildings to enhance the walkability of downtown

Enhance Veteran’s Memorial Park
- simplify and organize the park to encourage people to use it
- enhance the connection under the bridge to Fisherman’s Wharf
- expand the museum
- preserve the public ramps
- make the park more welcoming and the waterfront more accessible
- build a new, more efficient amphitheatre

Create a Downtown that is Economically Viable
- develop a marketing plan.
- design the entertainment district in a way that enhances and does not compete with existing downtown businesses
- develop a strategy to attract more visitors to main street (both those visiting the waterfront, as well as those driving through town)

Encourage a Variety of Authentic Architectural Styles

Remain Prepared for Future Courthouse Expansion
- with the courthouse as an economic engine for the downtown, ensure there is a strategy to allow for its long-term expansion and growth
Residents and property and business owners gathered around tables with aerial photographs of the study area. With the assistance of TCRPC’s team of professionals, they embedded their ideas, hopes, and concerns for the area into plans. These plans were then used by the professionals to create the Citizens’ Master Plan. It is interesting to note that Fort Pierce’s residents are very familiar with the charrette process and expect all projects to be treated in a similar public manner.
Each table chose a spokesperson to relate their tables ideas to the rest of the group. The representative could not be a member of the charrette team.
Charrette Team

Patricio Navarro - ARX Solutions

Marcela Camblor - Marcela Camblor & Associates, Project Manager

Dana Little - Urban Design Director, TCRPC

Marlene Brunot - Regional Planner - TCRPC

Esteban Bajko - ARX Solutions

Ramiro Contreras - ARX Solutions

Ignacio Correa - Canin & Associates, Urban Designer

Ignacio Zacarelli - ARX Solutions

Michelle Higgs - Urban Designer, TCRPC
CHARRETTTE TEAM

TREASURE COAST REGIONAL PLANNING COUNCIL
INDIAN RIVER - ST. LUCIE - MARTIN - PALM BEACH
Fort Pierce Downtown Waterfront

The Citizens’ Master Plan
CHAPTER I

FISHERMAN’S WHARF: A Mixed-Use Marine District
The Citizens’ Master Plan proposes to redevelop the area north of downtown known as Fisherman’s Wharf into a mixed-use marine district. The proposed district’s boundaries are A1A (Seaway Drive) to the south, Avenue H to the north, US1 to the west, and the Intracoastal Waterway to the east. Much of the land in this district, including the boat ramp, is City or publicly owned.

During the charrette, participants expressed ideas to preserve and enhance boating, fishing, and other marine related uses and businesses in the area. Charrette participants also proposed other ideas to transform the area into a regional attraction and destination as well as an economic engine for the City.
Buildings line the formal green to define the green and give an identity to the proposed green. One of the buildings could be an 80 to 100-room boutique hotel or smaller motel to serve visitors docking their boats or seeking a unique experience in a marine district. This site along the central green is the first of three sites that the Citizens’ Master Plan proposes for a hotel.

The Citizens’ Master Plan suggests that the City plan for up to three hotels in different sites and with different scales despite the fact the City currently has the market capacity to support one hotel. The City has the ability to attract tourists and should plan accordingly. The City should allow the market to decide which site to occupy first. These sites should be waterfront, in-town, or highway (more urban) locations.

The proposed green is skewed so that the two, three, and four-story buildings proposed along it will have waterfront views from every room. The program for the site includes the following:

- **Expanded parking for trucks and boat trailers:** The plan proposes to double the existing parking area and to connect the parking to additional parking along the FEC tracks.

- **A network of streets organized around a central green**
Aerial perspective of the Citizens’ Master Plan proposal for the Fisherman’s Wharf Mixed-Use Marine District

1. expanded parking for the district initially as a surface parking lot developing over time into a structured parking facility
2. junior anchor (retail and/or marine related)
3. mixed-use buildings along central plaza with housing and a hotel/motel
4. central plaza to create a pedestrian oriented core and identity for the district
5. existing restaurants remain
6. gathering space shaping the expanded parking area
7. expanded parking and boat ramp area
8. restaurant/retail (bait and tackle)
9. dry storage facilities (not visible in this image)
Aerial View of the mixed-use buildings, including a hotel, that line the central plaza

Elevation of the central plaza surrounded by mixed-use buildings
Fisherman’s Wharf: A Mixed-Use Marine District

- **A large gathering facility**: A place is provided to allow tournament participants and spectators a comfortable place to gather before and after each event.

- **Waterfront (informal) restaurants.**

- **Dry storage facilities**: A place is provided to allow tournament participants and spectators a comfortable place to gather before and after each event.

- **A junior anchor**: The anchor could be a major marine retailer and would support smaller retailers such as bait and tackle, boat parts and repairs, and fishing charters in the district. This junior anchor is proposed on the corner of 2nd Street and A1A. This location provides direct visibility from US1 and is close to the end-users of anglers and boaters.

- **A series of mixed-use buildings**: The buildings would house marine-related retail, light industrial uses, and restaurant space on the ground floor and residential uses on upper stories.
Critical to a successful implementation of this Mixed-Use Marine District is a joint strategy between the City and the Fort Pierce Redevelopment Authority (FPRA) that provides the following:

1. Consolidates City and county-owned lands
2. Encourages public-private partnerships
3. Establishes incentives for redevelopment
4. Attracts one or more anchor retailers (marine related)
CHAPTER II

EDGARTOWN AND RIVER’S EDGE: Preserving the Community’s Character and Heritage
Charrette participants made it clear: they wish to safeguard both.

Edgartown and River’s Edge are two of the City’s historic districts.

These districts generated debate during the charrette. After long discussions regarding character and value, cost of returning structures to habitable condition, maintenance, ownership, and discrepancies between what is built and what current zoning dictates, there is clear consensus: the community wishes to preserve these districts and their structures and preserve landowners’ property rights.

The charrette team conducted a thorough analysis of both districts and all existing structures and compared them to existing zoning regulations. Despite some discrepancies regarding the amount some believe current zoning allows, there are inconsistencies between current zoning and the actual built environment (the historic structures). In general, current zoning allows for more development than these structures represent. However, the current zoning presents many more restrictions (e.g. setbacks, parking) than were present at the time these structures were built.
Single and multi family residential historic structures found in the two historic districts
This chapter will not analyze why such discrepancies exist. Rather, it will propose a series of strategies to preserve the districts and their character and scale while addressing existing development rights. It will also suggest strategies to accomplish the community’s vision without incurring into Bert Harris Act takings issues.

Photos of buildings built under current zoning regulations for the historic district. Note their use, scale, and character. While the districts have historic designation, current regulations are not consistent with existing structures and have created buildings of a different scale, massing, and character. The resulting pattern of development is more consistent with suburban areas than with the City’s traditional downtown.
THE ZONING GAP

A series of diagrams representing what current zoning yields will help to explain the difference, or “gap,” between the historic built environment and what zoning currently allows. These diagrams also illustrate how other variables such as parking and setback requirements affect overall development, reduce perceived development rights, and negatively impact the character of the districts.

It is important to note that the following analysis is preliminary in nature. If the City decides to pursue the charrette report’s recommendations, an in-depth zoning analysis should be conducted prior to any modifications to existing regulations.

ANALYSIS OF THE CITY’S ZONING CODE

The following diagrams depict an imaginary parcel along Indian River Drive in one of the historic districts. The parcel straddles both sides of Indian River Drive typical of many parcels in the River’s Edge District. The example is shown as a vacant parcel to illustrate different development scenarios under the current zoning.

Current regulations in this particular case require side setbacks of 15’ on each side, 25’ front setback, 15’ rear setback. A simple formula allows 60% of the total parcel (without encroaching on setbacks) to be developed to a height of up to 65’. This language has led many to believe that the entire area can be built up to six stories of commercial or residential uses.

However, all uses, especially commercial uses, need parking, which is also required by code. The following diagrams test how parking affects the ability to develop all parcels within these districts.

Image I shows a one-story building occupying 60% of the land leaving all required setbacks. The entire lot on the waterfront side needs to be paved and dedicated to fulfilling parking requirements for this single-story commercial building. With no additional space to accommodate parking, it is not possible to build additional height, despite the code’s allowance. Note that the location of parking is arbitrary, for it could be placed on the western parcel.

Density also restricts building size. In Edgartown, a maximum of 15 dwelling units to the acre (du/ac), a relatively low density for multi-family developments, restricts the ability to go up in height. This density is too low to develop a six-story building unless the units being built are excessively large, risking market absorption.

Image II shows a two-story footprint. Only a 3,300 square-foot floor plate is possibly buildable when parking for 6,600 square-feet of commercial space is accommodated. As the habitable area increases, parking requirements increase, and the buildable footprint decreases. As shown in
this diagram, the waterfront parcel and half of the western parcel are needed to accommodate parking. This pattern of development, commonly referred to as a “sea of asphalt” scenario, is typical of sprawling, suburban developments and inconsistent with the traditional and historic pattern within these districts. An example of the impact of current zoning is visible in the commercial buildings currently existing south of Citrus Avenue.

Image III shows a 65’ tall building, which is the maximum allowed under the current code. This scenario, like the others, still needs to accommodate parking. Once parking is factored in, the buildable floor plate is only 1,650 square feet.

These diagrams show that it is possible to achieve the height permitted under the current code, but the pattern of development is inconsistent with the character the community wishes to preserve. The diagrams also show that more height does not necessarily result in more square footage.

The consequence of implementing this type of zoning is an environment that is not walkable or pedestrian-friendly. Parking erodes the existing neighborhood fabric that community and local leaders worked to achieve.
Achieving higher densities using similar building types

The Citizens’ Master Plan suggests different strategies to attain equal densities and intensities to those permitted under current zoning. Rather than using towering commercial boxes surrounded by asphalt parking, the Citizens’ Master Plan proposes building types similar to those existing in the historic districts. These building types, combined with district-wide parking strategies and incentives (parking requirements reduced, transferred to off-site locations, or eliminated), yield equal buildable areas and a scale and character consistent with the historic character of the districts.

EDGARTOWN

Large parcels can be developed by platting smaller lots, building more than one structure per parcel consistent in scale and character with others in the district, and eliminating on-site parking requirements (only as an incentive to those fulfilling the spirit and intent of the Citizens’ Master Plan). New incentive-based zoning regulations should be drafted to allow for this alternative. The Citizens’ Master Plan shows existing historic structures without a hatched roof and new or proposed structures with a hatched roof. The plan illustrates how 15 du/ac currently indicated under existing regulations is easily achieved by arranging a series of multifamily buildings in a cluster pattern. In order to achieve this cluster development, on-site parking requirements are removed, and parking is dealt with in a district-wide basis. Additionally,
setback requirements are significantly reduced. These incentive-based strategies to densify and intensify historic parcels are simple, based on design, and can yield much higher returns on investment given the uniqueness and character of the resulting environment. The City of Delray Beach is an example of a local government that has adopted this approach towards preservation.

Intensifying by adding structures within existing developed parcels

The Citizens’ Master Plan also proposes infill strategies to make better integrate the existing multi-story commercial buildings embedded within the low-scale historic districts (shown in page II-5).

River’s Edge

A strategy to make the scale and character of the State Attorney’s building on 2nd Street and Citrus Avenue more compatible to surrounding historic structures is shown in the Citizens’ Master Plan to the right. Infill development in the form of hardscaped plazas, greens, and liner buildings fronting 2nd Street are used to respond better to other smaller historic structures across the street. In this case, parking becomes consolidated into a garage. Similar strategies can be applied areas surrounding newer structures within the historic districts.

Relocating historic structures is also a feasible alternative. This strategy works for a few buildings when no other alternative is viable. Ideally, structures should be relocated within the same site. If this is not possible, they should remain within the same district. Keeping historic structures within a certain district is very important. The City needs to be cautious not to fall in the trap of implementing a strategy to save a historic district by removing every historic structure in it. It is also important to note that the history of certain structures is so strongly linked to the sites in which they sit, that moving them is not an option.

If a determination/agreement of historic significance of certain structures cannot be made locally, advice from expert consultants should be sought by the City.
Densifying by Clustering Similar Building Types

The images above illustrate a development scenario existing lot within Edgartown. If developed according to current regulations, a single building surrounded by parking would most likely be built. The Citizens’ Master Plan proposal illustrates how property rights can be preserved and the character of the neighborhood could be preserved. The plan shows seven buildings between two and three-stories. The seven buildings achieve the maximum density of 15 du/ac allowed for the area yet by dispersing density throughout the site instead of building one large building.

This analysis shows that by dealing with parking on a district-wide basis and modifying certain setback requirements, it is possible to create a low-scale development with ample green and open space that achieves existing entitlements. Parking and setback variances should only be provided to those projects seeking to conform to the vision and strategies proposed in the Citizens’ Master Plan.

Opposite Page Top: Example of a small “village” clustering concept to achieve densities and intensities allowed under current zoning.

Opposite Page Bottom: Perspective of village clustering concept on central green.
**Preservation Strategies**

**A Transfer of Development Rights Program**

For parcels where densification, intensification, or relocation is not an option, the Citizens’ Master Plan proposes the implementation of a Transfer of Development Rights (TDR) Program.

TDR programs have been created to achieve two main goals:

1. preserve open space, agriculture, historic buildings, or housing
2. make such preservation efforts fair and acceptable by compensating landowners who lose or see restricted the right to develop their property

Local governments implement TDR programs to bring in the market to realize and pay for density, intensity, and general development location decisions. TDR programs allow landowners to separate development rights from properties (sending areas) and sell them to purchasers who want to increase the density or intensity in areas that local governments have selected as receiving areas. Local governments may also buy development rights in order to restrict growth.

The images on these two pages (top) graphically depict a TDR program designed to preserve a historic structure and transfer development intensity. In Figure 1, a 40,000 square-foot structure is located in a zoning district that allows that same parcel to develop a building of up to 100,000 square feet. To preserve the historic structure, a TDR program allows the ability to transfer the difference (60,000 square feet) to a designated receiving site.

TDR programs may offer incentives to increase the amount transferred (apply a multiplier or percentage increase to the purchaser) as an incentive in the beginning to move the program forward.
This is a delicate program, but it could successfully address many of the historic preservation issues in the City. TDR programs are relatively easy to implement but need to be closely monitored and administered. An analysis of sending and receiving sites and total amounts available to transfer needs to be done before implementing a program of this nature.
Chapter III

Indian River
Veteran’s Memorial Park
Indian River Veteran’s Memorial Park

For the City of Fort Pierce, public access to the waterfront is a tradition.

Indian River Veteran’s Memorial Park is an approximately 14-acre municipal park adjacent to the downtown area of Fort Pierce and the Indian River Lagoon. The park honors the nation’s Veterans and houses the A.E. Bean Backus Gallery and museum, the manatee observation center, the House of Seven Gables, public boat ramps, a waterfront amphitheater, the Fort Pierce Yacht Club, a community center, and bocce ball courts. The park hosts dozens of events annually such as festivals, concerts, weddings, and picnics.

The variety of activities available at this urban, waterfront park results from a City and a redevelopment agency that heavily encourage public access to the waterfront.
Indian River Veteran's Memorial Park Plan

1. gazebos
2. parking designed as a piazza
3. Fort Pierce Yacht Club facility expansion
4. architectural features such as fountains or monuments
5. organic and formal system of paths
6. Veterans Memorial at the heart of the park
7. A.E. “Bean” Backus Gallery & Museum expansion
8. relocated amphitheater
9. House of Seven Gables
10. Manatee Observation & Education Center
11. public boat ramp
During the charrette, residents felt that despite the many activities planned year-round in the park, it still is an underutilized and unsupervised area. The waterfront is barely visible along Indian River Drive unless one moves closer to the edge of the lagoon.

At the time of the charrette, the City had approved plans to build a Veteran's Memorial at the park. The Citizens’ Master Plan incorporates that memorial into the plan and proposes a strategy that simplifies the park to allow for views of the water from Indian River Drive, and to make the park feel safer. To make the park feel safer, the Citizens’ Master Plan proposes a combination of a formal and an organic network of paths with both types of paths converging at the Veteran’s Memorial making the memorial the centerpiece of the park.

Based on the community’s input, the Citizens’ Master Plan proposes the following improvements/additions to the park:

- Allow for and encourage the expansion of the A.E. “Bean” Backus Gallery & Museum
- Rearrange the amphitheater to face the park with the Indian River Lagoon as a backdrop
- Preserve and enhance the Fort Pierce Yacht Club to bring activity and natural surveillance into the park
- Design the parking for the Fort Pierce Yacht Club to serve as both a parking lot and a public piazza. Large areas of unattractive asphalt discourage park use. The piazza serves as a parking lot when needed, and when cars are gone, it becomes an integrated part of the civic realm.
- Design all parking lots within the park in the same fashion as described for the Fort Pierce Yacht Club parking lot
- Create a system of trails that run east/west within the park aligned to each neighborhood street running in the same direction. Each of these trails that open at the end of every street should be terminated with a pavilion. This will help “bring the water into the neighborhood” and make residents feel a closer connection to the park and the waterfront.
- Relocate the community center to Marina Square (behind the library - Indian River Drive and Orange Avenue).
- Remove the bocce ball courts
- Front the park with taller, denser mixed-use buildings. This will help put “eyes on the park” by providing natural surveillance from users in the buildings, make the park more active, and help frame the public realm.
A Unique Waterfront Park

Organic network of paths
Paths with terminated vistas and gazebos at the end of each neighborhood street.
CHAPTER IV

H. D. King Plant:
An Entertainment District for the City
Districts are the essential elements of development and redevelopment of cities. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution. Districts generally emphasize a special single use and should follow the principles of neighborhood design. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy. Districts should be directly linked and embedded within the city’s fabric. In order to ensure natural surveillance in an environment that is safe and active 24 hours a day throughout the week, districts should include a broad range of housing types and price levels to bring people of diverse ages, races, and incomes into daily interaction. The interaction also strengthens the personal and civic bonds essential to an authentic community. Civic, institutional, and commercial activity should be embedded in the districts just as they are within the rest of the city. The economic health and harmonious evolution of districts should be guided by simple, clear, and concise form-based codes that serve as predictable guides for change. Public open space is an essential component of all districts. In the case of the Fort Pierce Entertainment District, it is proposed as a series of urban waterfront plazas.

H.D. King Power Plant to be decommissioned
The citizens’ envision the H.D. King Power Plant as an opportunity to enrich the downtown. Citizens hope for an Entertainment District that will become a new economic engine and attraction for the city.

The H. D. King Power Plant provided the city with electricity for decades. It was decommissioned May 2008. If the former plant is redeveloped into an Entertainment District, it has the ability to provide the energy to boost the downtown transforming the city into the world-class destination.

The program and design principles embedded in the Citizens’ Master Plan for the Entertainment District are as follows:

a. A signature hotel with 250 to 300 rooms and 50,000 square feet of meeting/banquet space. During the charrette, residents expressed the desire to have a convention center attached to the hotel. This idea was explored by the team, and the team determined the site and area constraints were such that a convention center would not fit or be appropriate at this site. This proposed signature hotel is the only area where the Citizens’ Master Plan suggests height beyond what is
allowed today provided the architecture is authentic and exceptional. This hotel should be seen as a landmark. It should be visible while entering the city from every direction. It should be to Fort Pierce what the Breaker’s is to Palm Beach or the Biltmore to Coral Gables. While additional height is proposed, it is proposed with organic massing, festive tower elements, and a comfortable pedestrian scale.

b. A 40,000 to 60,000 square-feet retail anchor such as a Bass Pro Shop on US 1. This type of retailer would attract consumers and bring energy to the area without competing with existing retailers. Furthermore, this type of retailer is the kind of destination that people will drive very long distances. With the added package
of amenities the downtown has to offer, it becomes the perfect addition to the city.

c. 50,000 square feet of retail. This retail would be in the form of shops and restaurants along Moore’s Creek canal and would continue around the corner onto Second Street.

d. A series of two, three, and four-story mixed-use buildings housing residential and office uses on upper floors and retail on the ground floor to provide for 24 hour natural surveillance of the area.

e. Residential, multi-family development on the north side of Moore’s Creek.

f. A green grocer on US 1 or small independent grocer

g. Entertainment area with uses such as a bowling alley or small movie theatre proposed in conjunction with the hotel.

h. A new street under the FEC tracks connecting the retail anchors to the west and the district to the east.

i. The switching station, which, at the time of the charrette needed to remain. The proposal is to enclose it in a structure similar to that suggested for the dry storage facilities along Fisherman’s’ Wharf. This type of building would be compatible with the marine-related atmosphere of the area. These are smaller
structures transitioning into the neighborhood.

The parcel where the Entertainment District is proposed is split by Moore’s Creek with the majority of the developable area concentrated on the south side. Due to this split and site constraints, the land on the south side of the creek is proposed to house the mixed-use program described above. The developable area remaining to the north of the creek is reserved for multifamily residential development still allowing for urban waterfront plazas and public access. This differentiation accomplishes two important objectives: a seamless link to 2nd Street on the south side and compatible uses and appropriate transition to the historic neighborhood north of the Entertainment District.

The Citizens’ Master Plan also proposes that the Entertainment District fully develop around Moore’s Creek, and the creek should be the centerpiece of the development. Accordingly, the Citizens’ Master Plan proposes raising the vehicular bridge on Indian River Drive to same clearance as the 2nd Street Bridge to allow small vessels access to waterfront restaurants and other public amenities in the Entertainment District. All other bridges proposed are pedestrian and should allow similar clearance.

AN OPPORTUNITY TO BRING A DOWNTOWN PRESENCE TO US1

The current lack of a presence or a “branding port” that announces the downtown to the 40,000 to 60,000 cars driving on US 1 every day is part of the reason many of the downtown businesses are struggling. Thousands of visitors and passers-by drive past US 1 every day without ever noticing the Downtown District that lies two blocks toward the river.

To address this lack of visibility and presence of a branding port along US 1, the Citizens’ Master Plan incorporates additional properties into the proposed Entertainment District. One of these sites is Natalie’s Orchid Island Juice Company processing plant on US1. While this parcel is not part of the H. D. King Power Plant site, there has been
discussion about its user relocating to another more convenient industrial district. This site will provide the opportunity for the Entertainment District and the downtown to have presence on US 1 and is key for the long-term health of the downtown and its businesses. The site also has the potential to become the most visible face of the downtown. The Citizens’ Master Plan proposes this site to be redeveloped with a couple of large retailers such as a Bass Pro Shop and green grocer. These anchors serve a double purpose: announce the downtown that lies to the east and anchor other retailers in the district and the downtown.

Currently the terminating view on 2nd Street is the power plant shown in the photo above. The Citizens’ Master Plan proposes a mixed-use building along the canal.

The Citizens’ Master Plan additionally suggests alternative or future parking locations, should additional properties become available.
The red oval shows a mixed-use building housing retail and restaurants on the ground floor and office and residential uses on the second floor. The building is set back from the water framing a waterfront plaza. Below shows what the building could look like. The architecture is an authentic Florida Vernacular style that is appropriate for an urban area. This change of style (from Mediterranean generally throughout the city) is done to provide the city with other style choices for redevelopment.
The red oval encircles a mixed-use building along the creek with retail and restaurants on the ground floor and office and residential uses on the second and third floors. The building lies close to the water with room for a sidewalk and overlooks two plazas to the east and west. This configuration of buildings contributes to an environment where the pedestrian discovers special places as they walk through the district.
The Citizens’ Master Plan recommends the signature hotel be located at the location indicated above. The hotel would face a waterfront plaza. The hotel’s authentic architecture is festive, organic, and of sufficient mass to create an icon for the city.
Plan detail of pedestrian bridges

Examples of pedestrian bridges in other entertainment districts

©TCRPC/ Juan Caruncho & Dan Cary
Computer generated images of the proposed Entertainment District looking east along Moore’s Creek
The H.D. King Power Plant: Continuing its legacy of providing energy to the city
CHAPTER V

JC PENNEY LOT & MARINA SQUARE: Completing the Waterfront
Parking for downtown and all of its amenities is necessary, but it degrades the walkability of an area where exposed or where it becomes the predominant element of an area within the City. This is occurs around the Marina Square. This area of the downtown offers many amenities and destinations all of which are accessed by car. The result is a series of surface parking lots that make it difficult to walk to and from different waterfront and downtown destinations. In many cases, the amount of parking in its present form diminishes the impact and hinders access to the waterfront that is the City’s signature.

In order to address surface parking and the parking needs in the area, the Citizens’ Master Plan proposes the construction of a parking garage at the site of the old J C Penney parking lot. This garage should be lined and combined with a hotel (the third hotel site proposed by the plan) or a mixed-use building.

The idea of a hotel and parking garage on the JC Penney lot was suggested by the residents during the charrette and has been considered before by the City. Previous plans addressed this same concern. The charrette team tested the
Plan view of proposed improvements to Marina Square

1. parking garage
2. mixed-use building wrapping garage
3. boutique hotel or mixed-use buildings
4. future redevelopment (mixed-use buildings)
5. relocated community center
6. infill development (mixed-use)
7. current parking lot designed as a formal plaza
8. potential future site for parking garage (if needed)
JC Penney site and its ability to accommodate the desired parking and hotel/mixed use building and concluded that this parcel (roughly 120’ wide) is too narrow to accommodate in an efficient manner both the garage and the hotel on this site.

To fulfill the resident’s vision, the Citizens’ Master Plan suggests incorporating the parcel at the southeast corner of Orange Avenue and 2nd Street in this site. This would allow for a very efficient parking structure oriented along Orange Avenue wrapped with a 150-room boutique hotel (or residential units) with retail/restaurants on the ground floor. It is important to note that the Citizens’ Master Plan proposes wrapping the garage with different, separate buildings (instead of one continuous structure). This is key to maintaining the City’s scale and character.

The Citizens’ Master Plan also recommends relocating the community center from Indian River Veteran’s Memorial Park to the current library parking lot. This will accomplish fronting an expanded Marina Square with buildings instead of parking.

The expanded Marina Square is proposed as a series of lawns and paved areas that allow three different zones for a farmer’s market or other events to be organized in this public space.
Aerial view of Marina Square and future development proposed fronting this civic space

©TCRPC/Steven Fett
Computer generated views of the Marina Square expansion
View of proposed hotel from the redesigned City Marina parking lot redesigned into a dual use parking lot/piazza

View of Marina Square and with the proposed Entertainment District hotel in the background
CHAPTER VI

RETAIL CONSIDERATIONS AND MARKET ANALYSIS
MARKETING STRATEGY
Developing a competitive edge for downtown Fort Pierce
SUMMARY

The City of Fort Pierce is a historic waterfront community with an attractive downtown commercial business district. Located half way (15 miles) between Vero Beach and Stuart, the City is nationally regarded as having one of the highest growth rates during the past decade. Much of this growth is orientated southwest of the downtown along the I-95 corridor in the Tradition planned community area.

Although the downtown Fort Pierce area remains an active commercial center, it does not appear to be meeting its market potential or fully serving many of the neighborhood retail needs of the community. The downtown generally lacks any substantial critical mass of retailers or restaurants. While the downtown area has numerous popular regional attractions including a large public marina, the Sunrise Theatre, library, and active waterfront park, its commercial district is not drawing significant numbers of shoppers from these anchors.

Many of the waterfront and theater users and vacationing visitors are not dining or shopping in the downtown because of a general lack of viable restaurant and retail business options. In fact, many of the better restaurants and retailers located in downtown Fort Pierce maintain limited hours and are closed when visitors and tourists are most likely to seek their services.

This study finds that the downtown’s primary trade area extends approximately five miles from its core and includes 25,500 households with a population of 67,300 in 2007. The primary trade area is reported to have over one billion dollars of retail and restaurant sales in 2007. However, the primary trade area’s 2007 demand is estimated at only one-half billion dollars resulting in a statistical oversupply of

Map 1: Downtown Fort Pierce is located in the middle of a commercial void as shown above. This void is approximately a five mile radius from the core downtown.
$500 million of retail and restaurant goods and services.

This commercial oversupply demand is likely a result of undocumented tourist and snowbird sales and strong regional competition from existing shopping centers. Based upon this five-mile demand, the downtown can support an additional 20,000 square feet of commercial development including restaurants, specialty food stores, and electronics.

The 2007 Fort Pierce ten-mile radius includes a population of 160,000 with 67,000 households. Should the downtown successfully expand its trade area to ten miles, it can support an additional 25,000 square feet of businesses. These additional supportable businesses include apparel, books, department electronics, home furnishings, office supply, shoe stores, bars, restaurants, and specialty food establishments.

Map 2: The estimated primary trade area for the downtown is shown above within the orange line.
BACKGROUND

Gibbs Planning Group, Inc. (GPG) was commissioned by the TCRPC to participate for five days in a master planning charrette for downtown Fort Pierce, Florida. This study was conducted from February 23-27, 2008, and is based on a series of interviews with local residents, business owners, community leaders, and GPG’s experience with public and private sector commercial centers.

GPG did not conduct any market studies or independent surveys as a part of its scope of services for this study. Interviews of local residents, business owners, and community leaders that were conducted during the charrette have not been independently verified by GPG.

LIMITS OF STUDY

This report is intended to provide the TCRPC with general retail principles and guidelines to be used in the master plan of the subject study area. The findings and recommendations of this study should not be the sole basis for urban planning, design, public policy, land acquisitions, leasing, or real estate development.
Using data from ESRI and Claritas, GPG obtained the population and demographic characteristics for the defined trade area for five, ten, and fifteen-mile radii from downtown Fort Pierce. This study estimates that the five-mile radius is the downtown’s likely primary trade area. This trade area could be expanded with dramatic new retail development and marketing for downtown Fort Pierce. The following table presents and compares the 5, 10, and 15-mile radii demographic characteristics from the center of downtown Fort Pierce.

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>5 Mile</th>
<th>10 Mile</th>
<th>15 Mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007 Population</td>
<td>67,335</td>
<td>160,074</td>
<td>332,571</td>
</tr>
<tr>
<td>2012 Population</td>
<td>81,056</td>
<td>201,400</td>
<td>422,500</td>
</tr>
<tr>
<td>2007 Households</td>
<td>25,545</td>
<td>67,040</td>
<td>137,562</td>
</tr>
<tr>
<td>2012 Households</td>
<td>30,964</td>
<td>86,248</td>
<td>175,349</td>
</tr>
<tr>
<td>2007-2010 Population Annual Growth Rate</td>
<td>3.78%</td>
<td>4.7%</td>
<td>4.9%</td>
</tr>
<tr>
<td>2007 Families</td>
<td>15,741</td>
<td>44,183</td>
<td>93,041</td>
</tr>
<tr>
<td>2007 Per Capita Income</td>
<td>$18,811.</td>
<td>$23,522.</td>
<td>$25,944.</td>
</tr>
<tr>
<td>2007 Median H. Hold Income</td>
<td>$32,711.</td>
<td>$41,327.</td>
<td>$45,827.</td>
</tr>
<tr>
<td>% White Alone</td>
<td>49.5%</td>
<td>70.6%</td>
<td>78.0%</td>
</tr>
<tr>
<td>% Black Alone</td>
<td>40.8%</td>
<td>22.3%</td>
<td>15.6%</td>
</tr>
<tr>
<td>% Hispanic Origin (Any Race)</td>
<td>15.9%</td>
<td>11.3%</td>
<td>10.4%</td>
</tr>
<tr>
<td>Median Age</td>
<td>38.6</td>
<td>45.4</td>
<td>45.3</td>
</tr>
</tbody>
</table>
PARKING

Downtown Fort Pierce appears to have sufficient parking for the existing amounts of retail and commercial businesses. However, many of the prime parking lots are filled during the day, and parking for shoppers is difficult. A new public parking deck should provide for needed employee and office parking allowing for on-street and prime parking lots to be available for shopping. Nevertheless, in order for such a system to be effective, a carefully managed parking system should be implemented. This parking system should include the following:

• 2 hour maximum parking in the prime surface lots, including the former JC Penney lot

• Restricted parking on the first level of the new City parking deck to prohibit parking until 10:00 am. This will keep these stalls open for shoppers.

• Parking meters for the prime downtown retail blocks.

WATERFRONT LINKAGES

It is almost impossible to see the downtown shopping district from the City Marina or the waterfront plaza. This lack of view likely limits impulse cross shopping from waterfront visitors. This study recommends the following improvements:

• Install a way-finding graphic signage system to direct waterfront visitors to the downtown area.

• Install larger signage on the library for it to be better identified.

• Allow for retailers to install larger and more graphic signage along their waterfront (east) elevations.

The downtown waterfront park attracts many visitors, but many of the visitors leave without visiting downtown businesses because the businesses’ presence is not apparent from the park.
Many visitors and residents visit the City Marina, yet the downtown is not reaping a full benefit from the activity.

The library is encircled. It is very difficult for visitors to determine that this is a civic building and that the public is welcome.
Aerial showing the proximity of the downtown (encircled) to the waterfront where most of the City’s major attractors are located. The aerial view also reveals the disconnection between the waterfront and the downtown with the large areas of surface parking.
A series of wayfinding signage should be the first step to link waterfront visitors to the library and main street.

A simple sign announcing the presence of a public building should be installed.
RETAILERS COMMENTS

As a part of this study, GPG interviewed several small independent Fort Pierce area merchants. These merchants were selected at random and are not necessarily representative of the area’s businesses. In addition, GPG has not independently verified the business owner’s comments. Please find below a summary of the Fort Pierce business owners comments.

1. Sales Trends: Many retailers reported that their retail sales during the past five years have been flat or on the decline. This downward performance is said to be a result of a shortened season and more competition off the island.

Residents and Business Owner Comments

During the charrette, GPG interviewed approximately 10 residents and business owners that visited the planning studio on their own discretion. GPG did not randomly select individuals or focus groups for these interviews. The following represents the general comments of the Fort Pierce residents and business owners’ comments discussed with GPG during the charrette.

1. Existing Retailers: Many of the residents expressed that while they liked downtown Fort Pierce, they would like to see more restaurants, stores, and places to shop.

2. Desired New Retailers: Many residents and business owners stated that they would like national retailers such as Whole Foods, Border’s, and Old Navy to move into the downtown. Others liked the area as it is and would not like any changes implemented. The residents expressed mixed opinions about what to do with existing property development rights.

3. Parking: All residents and business owners stated that parking was very difficult in the downtown. Many would like to see a second parking deck constructed closer to Second Street.

4. Hours: Most residents stated that they were frustrated that many of the restaurants and retailers were closed in the evenings and on weekends.

5. Other Shopping Destinations: Most residents stated that they like the new Tradition shopping center and that it has become a prime location for much of their shopping. The residents also shop in the Palm Beach area for major shopping trips.
Fort Pierce’s downtown possesses a great variety of anchor attractions. However, despite the beauty, high quality, and amount of interest these attractors generate, they do not seem to be benefiting the downtown as much as they could.

**SIMPLE POLICIES THAT CAN BRING 24-HOUR LIFE TO DOWNTOWN**

1. Define the Target Customer
2. Clear Connections, Visibility, and Signage
3. Announce the Retail District along US 1
4. Develop a Simple Merchandising Plan
5. Keep the Courthouse
6. Think Form, Not Density
DEFINE THE TARGET CUSTOMER

Downtown Fort Pierce has a number of waterfront attractors that are used essentially by three different types of visitors:

1. visitors coming to the beaches and bringing their own food and necessities
2. visitors coming to downtown marinas such as boat owners and charters generally bringing their own food and necessities as well
3. visitors who dine at waterfront restaurants to enjoy a unique experience

These three destinations are major attractors of visitors. However, the attractors are set up in such a way that the people they are bringing are not supporting the local businesses.

The City needs to decide if it wants to broaden its customer base. If so, it needs to determine who it wants those customers to be. Finally, the City needs to develop strategies to entice those waterfront visitors into main street and the rest of the downtown.
Clear Connections, Visibility, and Signage

The City has done an excellent job with its waterfront facilities. Nevertheless, these facilities remain disconnected from the downtown. This means the downtown absorbs all the negative impacts of visitors such as traffic and parking and none of the benefits such as increased sales and new residents.

As a first step, “way-finding” signage needs to be installed. The immediate second step is to redevelop the large areas parking that separate the waterfront from the main street, as proposed by the Citizens’ Master Plan, and work towards fronting the attractors with civic and mixed-use buildings.
Businesses and signage attracting visitors from US 1 into the downtown are needed. The Citizens’ Master Plan recommends four branding ports at Second Street and Seaway Drive (to the north and not shown above) Avenue A, Orange Avenue, and Citrus Avenue (to the south and not shown above).

**ANNOUNCE THE RETAIL DISTRICT ALONG US 1**

The historic downtown Fort Pierce commercial district lacks any direct exposure from the tens of thousands of vehicles that travel US 1 daily. This lack of visibility significantly reduces the downtown’s commercial viability and is a missed opportunity to brand the downtown as an attractive commercial destination. GPG recommends the following to address this issue:

- Encourage leading retailers and restaurants to open at US 1 and between 2nd Street and Seaway Drive, Avenue A, Orange Avenue, and Citrus Avenue to help create a branding port.

- Implement a more effective graphic and wayfinding signage system along US 1 to announce the downtown shopping district.

Of note, the downtown area has a pleasant village scale that complements much of Palm Beach’s quality. This study found that some of Fort Piece’s landscaping and maintenance is in need of repair.
Plan of the shopping district (shown in the orange square) and with branding port locations suggested by the Citizens’ Master Plan (shown with orange circles). A fourth branding port location (not shown in this map) is recommended at the intersection of Second Street and Seaway Drive.
Merchandising plan proposed by the Citizens’ Master Plan. The City’s retail should function like retail in a mall. As such, it needs to be carefully organized and planned. The first step towards this organization is the plan above. If the City where to accept national retailers in the downtown area, it should require them to adhere with the City’s image and scale.

The two photos above show two national retailers in downtown historic Charleston, South Carolina.
DEVELOP A SIMPLE MERCHANDISING PLAN

Merchandising Recommendations for existing downtown retailers

1. Keep simple window displays
2. Maintain open floor plans
3. Adhere to extended hours
4. Have a front and center table
5. Do lifestyle displays
6. Keep clean surfaces
7. Offer daily specials
8. Tell your story
9. Keep/ install clear store windows
10. Update interiors yearly
11. Seek product depth
12. Encourage cross merchandise with others
13. Use dimensional signage

Example of a display strategy with a front and center table and open floor plan used by a national retailer
The Citizens’ Master Plan recommends an infill strategy to allow for future courthouse expansion within the downtown. This expansion is proposed as a series of buildings wrapping the existing garage on 2nd Street (rear) in existing parking lots along the FEC and by redeveloping existing structures into more intense and efficient buildings (proposed here for the building on the corner of Citrus Avenue and Second Street (note that this is a long-term proposal).
Additional expansion space is available in the vacant parcel south of St. Andrew’s Church. The Citizens’ Master Plan proposes the following:

1. Extending Melody Lane along the waterfront formally intersecting Indian River Drive as a tree-lined boulevard
2. Formalizing the church’s parking lot and creating a street independent of this parking lot to access from Melody Lane to Indian River Drive on the south side of the church
3. A new garage to support future development
4. Office buildings
5. Mixed use and residential buildings
6. A civic building terminating the Melody Lane vista

Density vs. Design

Some cities, including Fort Pierce, have attached a density value to all development. While this is a good strategy for some locations, it is not for all. Density is an arbitrary number that in most cases is no guarantee of good design or appropriate character and scale. Additionally, in areas like the downtown where property values are higher than in other parts of the City, limited densities do not result in smaller buildings, but in larger units. This over time usually results in an unintended consequence of creating a downtown only for the very wealthy with insufficient residents to support local retailers.

The Citizens’ Master Plan recommends that the City focus on form, scale, and massing of buildings appropriate for the downtown. At the same time, it should increase or remove as part of an incentive-based form-based code density requirements for the downtown. It also recommends transitioning to a “maximum story” system to determine height (as seen below). This will ensure a more organic and authentic pattern of development over time.

Leon Krier
The image above is of the Bartow Courthouse. The core building is very similar to Fort Pierce’s Courthouse. It is in essence a simple box with little detail to which a formal entrance of classical architecture has been added.

The Citizens Master Plan recommends adding such formal entrance to the existing Courthouse building (seen on image in opposite page). It also recommends reserving classical architecture and language for civic buildings.
Citizens’ Master Plan proposal for the Fort Pierce Courthouse
CHAPTER VIII

IMPLEMENTATION
IMPLEMENTING
THE CITIZENS’
PLAN

STEPS IN IMPLEMENTATION

The success of any master plan, whether for a district or an entire City, relies heavily on the plan's ability to be implemented economically and socially within a designated time frame. The implementation of the Citizens' Master Plan will require a reorganization of land uses and zoning, efficient inter-department and inter-agency cooperation, and responsive political leadership. To that end, the general recommendations throughout this report have been developed as independent but interrelated projects. In this chapter, the first five critical steps towards that successful implementation have been outlined.

The Citizens' Master Plan is a conceptual document that, if adopted, sets forth the direction and advertises the City’s intentions for its future. Since it is a conceptual document, it does not have regulatory power, but it is the most effective tool towards establishing predictability in the area.

The adoption of this conceptual document, with or without conditions of approval, should be the first order of action. Once adopted, the document becomes an efficient tool that allows residents, staff, and elected officials to communicate easily their intentions to investors and residents.

While regulatory documents are being drafted, one approach a local government can take to preserve temporarily the character of the community or to avoid having to make decisions that could compromise the implementation of a master plan is to adopt an interim zoning ordinance. An interim zoning ordinance, often referred to as a “stop-gap,” is an ordinance that allows existing land uses and zoning to continue or expand. Uses consistent with current regulations (i.e. not requesting
zoning or land use variances) can be approved, but it maintains the community's status quo by not allowing different uses to be established while a more detailed, permanent zoning ordinance or land uses are being developed.

A stop gap ordinance differs from regular zoning in that it can be quickly adopted, does not change the current zoning or land use, does not affect property rights, and is intended only to temporarily preserve current zoning and land uses. It is a tool that allows development consistent with the current regulations that is not requesting any zoning or land use changes to proceed seeking development approvals while providing a tool that enables the City to hold back those that in requiring changes could potentially affect the implementation or outcome of the Citizen’s Master Plan. A stop gap ordinance protects property rights, while providing ample leverage towards ensuring the implementation of the community's plan.

**IMMEDIATE ACTION**

• Adopt the Citizens’ Master Plan with or without conditions of approval

• Enact a stop gap ordinance

• Initiate process to address zoning inconsistencies

• Begin working towards a district-wide parking strategy

• City and FPRA should jointly hire a retail consultant for the downtown

• Develop a merchandising strategy for retailers in the district

**SHORT AND MID-TERM ACTION**

• Draft a Request for Proposal for the publicly owned lands that reflect the community’s vision

• Define historic preservation in Edgartown and River’s Edge districts (contributing vs. non-contributing)

• Develop a TDR program

• Secure land for parking garage along Orange Avenue

• Establish connectivity between the waterfront and 2nd Street

• Develop a form-based code for the downtown and its districts

**CHANGES TO THE CITY’S COMPREHENSIVE PLAN**

Comprehensive plans are not static documents. They are documents that provide a broad framework to guide growth in a community. They evolve and change just as the community changes over time.

The comprehensive plan is divided into five distinct yet interrelated elements. In addition to the text that describes the community's future, the comprehensive plan also includes a Future Land Use Map. This map designates land use and transportation routes and provides guidance, in conjunction with applicable policies, on how the City will grow and develop over the next 15 to 20 years. The plan is used to guide the decisions of numerous groups. Elected officials refer to the comprehensive plan when making decisions that impact growth and development in the community. Many boards and commissions, such as planning and zoning, use the plan's direction when making recommendations. The development community uses the plan to determine appropriate locations for new development.

This guidance is provided by the plan's land use policies and the Future Land Use Map. The plan is also used when planning for capital improvements throughout the City. The plan shows where growth is anticipated and therefore indicates where infrastructure will be needed. Since the community's vision for their future growth is not totally consistent in some parcels with the current comprehensive plan, some elements of it may have to be updated.

**IMPLEMENTATION PRIORITIES**

Other recommendations, in order of priority included on this page.