



# GROWTH AND CONFLICT MANAGEMENT

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## NATURAL RESOURCE ISSUE: The Impact of Development on the Coastal Environment and the People Who Use and Depend On It

### NRLI SESSION II: CEDAR KEY SETTING

The NRLI Session II started at the Cedar Cove Beach and Yacht Club, our lodging and meals retreat site for the Session. The accommodations were more than adequate with a beautiful view of Atsena Otie Key and the Gulf of Mexico.

The Project Team members for this session included Burl Long, Jon Dain, Bruce Delaney, Marta Hartmann and Roy Carricker. Tom Taylor from the Dispute Resolution Center (DRC) in Tallahas-

see was also present and led a session using his Participatory Process Guide. Leslie Sturmer and Sue Colson were our hosts for Thursday's evening session, Friday's morning field trips, and Friday afternoon's Stakeholders session. Dr. Mike Spranger also joined us later Friday afternoon for a session on participatory leadership, "From Awareness to Action – The Influence of People and Place." Roy followed up on Saturday morning with a brief his-

tory of growth management in the State.



The conference center facility is nestled in a lovely relaxed rural setting that only encouraged the excellent camaraderie of our NRLI group.

### COLLABORATIVE LEADERSHIP AND COMMUNICATION

Bruce lead a discussion on Collaborative Leadership (CL), including some quotes to stimulate thought and conversation, the definition of CL, what qualities make a good collaborative leader, and an overview of traditional "decision making processes" (including some of the positives and negatives). NRLI will discuss CL throughout the follow-

ing sessions, especially in September. In short, CL is: **"a way to achieve a better outcome."**

Marta conducted an exercise on effective communication, verbal as well as nonverbal. We broke up into groups of three and each one of us acted as speaker, listener and observer. We then critiqued each other on our communication (or lack of) skills.

**We learned that real listening builds trust!**



Cedar Key City Commissioner Sue Colson thanks the NRLI fellows for their field trip discussion.



Cedar Key Setting.

## SILVER SPRINGS CASE STUDY

Participatory Process Guide was next on the list with Tom Taylor from the Dispute Resolution Center who presented a case study that took place in Silver Springs. Tom was also asked to discuss with the group the required practicum and what it should cover. Participatory decision-making was discussed including situation assessment and the roles of steering committees and stakeholders.

As the presentation continued there was some confusion/alarm on the part of the

NRLI Fellows over the length and breadth of the practicum. Discussions emerged that clarified the details of the practicum. The group recovered and was dismissed until 6pm to work on the “goal” statement of each person or group’s practicum project/products, i.e. proposal, situation assessment, process plan, agendas & materials and final reports.

NRLI TEAM LEADERS	
Roy R. Carricker	
Bruce Delaney	
Jonathan Dain	
Marta Hartmann	
Robert M. Jones	
Burl F. Long	
Tom Taylor	
2006 NRLI FELLOWS-	
Class VI	
Dan Armstrong	
Curtis Brown	
Sarah Carte	
Scott Christmas	
William Cleckley	
Ed Dunne	
Mark Flomerfelt	
Jeff Gellerman	
Paul Haydt	
Ellen Huntley	
Steve Johnson	
Hal Knowles	
Robert Tietz	
Elizabeth Staugler	
Wade Waltimyer	
Adam Willcox	
Bill Williams	
Edward Wright	
Judy Yates	
Session I Summary	
J.P. Gellerman	
Bill Cleckley	
Ellen Huntley,	
Editor	
Photos courtesy of	
E. Staugler, D.	
Armstrong & E.	
Huntley	

## CLAMELOT: PRACTICUM

After dinner, fellows headed for the Cedar Key Library to hear the presentation, “Clamalot” by Leslie Sturmer and Sue Colson. This was Leslie and Sue’s practicum project last year. It gave fellows insight into the practicum process and what could be successfully accomplished utilizing collaborative leadership.



Leslie Strumer, NRLI Fellow and Cedar Key Session host.

## CEDAR KEY FIELD TRIP

The group boarded several boats and headed for Atsena Otie Key, the original Cedar Key. A brief overview of some of the history of the Key up to its acquisition by the Suwannee River Water Management District was discussed by Leslie or Sue depending on what group was visiting the Key. At the turn of the century there had been up to 10,000 inhabitants on this island. Remains of native peoples found on the key date back to 750 B.C. You may be wondering that if there were 10,000 people living on this island at the turn of the century why there is not a single house on the island now? It would be beautiful waterfront property. Some of the fellows gave long answers with a lot of detail and thought. The simple answer...in a word came short and quickly from our guide: ‘hurricane’. They explained

that the island is only a few feet above sea level at the best of times. At the turn of the century there was a hurricane that produced a storm surge that completely destroyed the emerging city. “Many of the historic buildings that are now in Cedar Key were built on Atsena Otie Key. They were blown from the island and swept by the surge to their current resting places on Cedar Key. The city on Atsena Otie Key was never rebuilt.

The Fellows walked through a dense canopy of oak and cedar trees through a lost city. We all were amazed how completely an entire city could be erased. We completed our tour at an old cemetery. Head stones strewn across a small patch of ground. Many were from the original residents of the island. They were eroded and faded. It was a chilling

revelation for many of us of how different our lives are today than from those a hundred years ago.



Middle of Atsena Otie Key, east of cemetery.

Upon return to Cedar Key, half of the group boarded a clam boat and headed to a clamping lease to get firsthand experience at an actual clamping operation. Most clam leases are usually two to four acres in size; depending on conditions, it takes 12 to 18 to 24 months to raise clams to harvestable size (usually 1” or larger). The clams them-

## CEDAR KEY FIELD TRIP

selves process approximately 100 gallons of water a day through their systems. In essence, they do their own part to maintain the area's excellent water quality. Most clammers work three to four days per week on their leases. Approximately 150 clams were harvested by each group for consumption at Friday's dinner.



Dog Island, clam harvest.

Upon return to Cedar Key, groups were bused around Cedar Key proper to witness low-tech storm water retrofits that were installed to address adverse water quality issues and protect the clamping industry. Our guides explained the importance of water quality for the clam industry and how development could negatively affect water quality. We passed a number of local clam farms where fry clams are raised large enough to be placed in catch bags that are dropped into lease areas and are ultimately harvested. The clam farms are small but are not commonly seen on waterfront properties around the state.

We also toured a processing center where clams are sorted, bagged and marketed by size. Differ-

ent markets prefer different sized clams. For example, Italian restaurants like smaller clams for some of their dishes.



Clam packing house.

One of the questions raised during the field trip was: Will there be a problem with new residents moving to this area who are not accustomed to the smells, sounds and appearances of an actively operating clam farm? We continued to a recently approved development that utilized native vegetation that was connected to the city's sewage system and reduced runoff by developing fewer homes than they were vested in the land development code. At this point the comment was raised that the City Council could change drastically as new folks move to this area. Their ideas and those of the existing residents may be very different. We also discussed property rights and the development of tracts of land east of Cedar Key on the mainland. The development of these mainland properties may have a dramatic impact on water quality as potential residences will almost certainly be constructed with septic tanks and also produce adverse storm water runoff.

## STAKEHOLDER PANEL DISCUSSION

The Panel discussion consisted of a diverse variety of stakeholders from members of the community including local clam farmers. The discussion was moderated by Ed Wright who did an excellent job. Stakeholders represented the following: 1) Sue Colson, City Commission, 2) Chris Reynolds, CKAA Water Quality Committee Chair, 3) Greg Lang, builder and Chair of the Cedar Key Local Planning Agency, 4) Roy Norton, Developer, 5) David Heil, Div. of Aquaculture, DACS and 6) Bill Delaino and Rick Cook, local clammers and members of the Cedar Key Aquaculture Association.



Cedar Key Stakeholder Panel members.

The members on the panel all realized the importance of maintaining good water quality and that the future of Cedar Key is directly tied to maintaining the productivity of the clam industry. Roy Norton, the

developer on the panel, indicated that he had worked long and hard to incorporate the city's rich history and current clam industry into his project. The Norton development, called Magnolia House will establish retail and a resort hotel in downtown Cedar Key. Renovation of significant Cedar Key historic buildings will be completed by Norton as part of the development process.

There was some uneasiness among the panel members concerning future interaction between long time residents and an anticipated influx of new people who will be undoubtedly moving to and visiting Cedar Key in the future.

Comments raised from the audience concerned the question of future affordable housing in Cedar Key as the clam farmers/processors must have waterfront property to raise/process clams. These homes and process plant locations may be worth far more than the clam farmer makes in many years raising clams.

Based on what has been accomplished by the community by working together to solve complex issues, it appears that Cedar Key will continue to enhance and maintain the area's water quality to ensure the vitality of the clam industry while allowing for planned growth and historic preservation. It appears that the future looks bright for Cedar Key.

## OVERVIEW OF CEDAR KEY GROWTH MANAGEMENT ISSUES



Clam harvesting winch,  
Dog Island.



Storm water retrofit for  
the town of Cedar Key  
and new development.

At the local Fish and Wildlife Conservation Commission Office, guest speaker David Coffey, Cedar Key's city attorney spoke to us about the importance of being a leader and doing what is right even if it takes considerable effort. He spoke to us about the political battles he faced in Gainesville and the lessons he learned. He discussed the failed Hog Town Creek project, a proposed greenway corridor that was opposed by adjacent property owners as well as the successful Hawthorne Trail, (a Rails to Trail project). David also discussed "smart growth" projects such as Seaside in Walton County. He also talked about how some contentious growth issues can be resolved with a little common sense and effort. A specific example pertaining to Cedar Key was an increase in sidewalk width for pedestrians by narrowing the traffic lane width to nine feet and seven feet for parking. This small action resulted in a five foot wide side walk that enhanced public safety. In addition, David discussed renovations to the City Park and Marina by Sue Colson, CRA funds and their impact to the community, the proposed Magnolia House complex and its tie to historic preservation and the recently realized vehicle/boat trailer parking controversy that will have to be addressed in the near future.

He also spoke to us about the importance of de-

parting from existing development types or urban sprawl. It maybe a viable solution for many communities to increase density to preserve greenway corridors for wildlife and resource-based public recreation activities, reduce traffic and reduce storm water runoff. New Urbanism, which utilizes mixed-use developments are development schemes that could be adopted by communities to provide high quality living areas without completely destroying the surrounding environment.



David Coffey.

### Group Exercise

After the Panel Discussion, Jon led us in another impromptu "exercise" program where we gathered in a circle and ended up followed by the ever popular group game of "clam winch, palm tree and elephant."

Jon leads the fellows in similar "exercise" program to clear the our minds and put us at ease.

### From Awareness to Action

Dr. Mike Spranger from Florida's Sea Grant Program, discussed, "From Awareness to Action – The Influence of People and Place." Mike discussed stewardship (actions and sense of place), perceptions and paradigms and the influence by people (heroes) or place. He emphasized the "extinction of experience" of today's youth concerning natural resources.



Clam sorting, Dog Island.

### Dinner Accolades

Friday night's dinner was excellent! Our harvested clams were served as an appetizer along with salad. The main course consisted of several entrées including shrimp, fish and chicken, as well as a squash casserole.

# INTRODUCTION TO GROWTH MANAGEMENT IN FLORIDA

Roy reviewed the history of Growth Management in the State of Florida. Growth management issues surfaced as early as 1967 when the Governor ordered the Division of State to planning to prepare a plan. It was not until 1972 when the Florida State Comprehensive Planning Act was passed by the legislature. Initial attempts at a State-wide Comprehensive Plan failed because there was no implementation strategy for the plan. The agencies that were asked to regulate the new Comprehensive Plan had little input in the plan's creation leaving large gaps in the implementation process. There were also concerns about over regulation whereby giving the plan little political chance of success.

In 1975, the Local Government Planning Act was passed. In later years the state mandated that Local Governments must adopt their own Comprehensive Plan. The issues surrounding local input was solved but it created a larger issue regarding consistency between municipalities. Local Comprehensive Plans had little consistency among each other. These inconsistencies created municipalities with drastically different zoning codes. For example, one city could have a low density residential abutting a high density industrial area in an adjoining city.

Governor Graham's Task Force in 1979 worked to bring consistency to local Government Comprehensive

Plans and integrate them with state and regional planning efforts, especially planning for natural resource management. In 1984 the State and Regional Planning Act was passed to require a draft plan completion in six months and for the plan to be "functional," and include comprehensive regional policy plans in 18 months. This led to the eventual creation of regional planning councils.

In 1985, the Local Government Comprehensive Planning and Development Act was passed. It substantially amended the 1975 Act. State grant funds could be withheld if plans were inconsistent, plans had to be updated every five years, amendments to plans could only occur twice a year and local plans must be certified. In a nutshell, local comprehensive plans:

- Must be consistent with State and regional plans,
- Guide and control development,
- Address problems due to development,
- Preserve, promote, protect and improve public health, safety and welfare, and
- Protect natural resources.

Also, Local Government Comp Plans consist of multiple elements, including, but not limited to: capital improvements, future land use, transportation, sanitary sewer, solid waste, drainage, coastal management, potable

water and recharge, conservation of natural resources, recreation and open space, housing and intergovernmental coordination.

Roy also discussed land development regulations (LDR) and specific elements. Land development regulations must be consistent with local comprehensive plans and with State and regional policy plans and regional water supply plans. Development orders (DO) were introduced last as they relate to specific development projects, e.g. zoning changes, variances, subdivision plat approval, building permits and sewage and septic permits. It was noted that these proposed revisions must be publicly noticed at a public hearing.

Finally, oversight of all comprehensive plans falls under the Department of Community Affairs (DCA) which sets minimum criteria for plans and requires review/comment from Department of Environmental Protection, Departments State Forestry, and Transportation, Fish and Wildlife Conservation Commission, Water Management Districts, Regional Planning Councils and Metropolitan planning Organizations.

It must be noted that Roy's talk was briefly interrupted when he noticed, as did the rest of us, a large roach attacking his shoe! As a seasoned environmental professional, he stomped the roach and continued with his subject, losing pace only for an instant to check the bottom of his shoe.

**The clam industry has brought economic revitalization to Cedar Key: over 200 clam farms with sales of 10M (2003) and impact of \$22M (1999).**

# Practicum Preparation

From 9:05 a.m. until 10:00 a.m. each fellow or group of fellows worked on their respective practicum project, specifically drafting a “goal,” initiating a plant to conduct a situation assessment and identifying primary and secondary stakeholders. Fellows shared their proposed goal with the larger group.

We're on the web:  
<http://nrli.ifas.ufl.edu>

## Feed Back Panel

The Feedback Panel gave us their rendition of Clamelot, Act I, Scenes 1 through 4. Scene 1 was - Clammation. Scene 2 was – The Practicum Process (a jab on the Participatory Process discussion). Scene 3 was – Name that quote! Scene 4 was – Clam Rock Café (Tietz did an excellent job of simulating a clam filtering water).

Last, each fellow was asked by Jon to write down an “A HA” moment from the session.



Clam harvesting winch and water filtering simulation.



Cedar Key dock.

## DEBRIEFING SESSION

Hal keyed in on Greg Lang's big three issues that he emphasized at the conclusion of the Panel discussion, i.e. Protect the Natural Environment, Protect Historical and Cultural Resources and Maintain a Working Community.

As such, fellows were asked to break out in groups to identify future growth management issues, identify stakeholders, how to communicate the issues and the role of collaborative leadership. The small groups identified the following:

### Concerns:

- Clamming and property taxes, i.e. commercial versus agriculture
- Aquaculture versus development and tourism

- A marketing industry for tourism and,

Affordable development and tax breaks for working families

### Stakeholders:

- Clammers, County Tax Assessor, Developers, Local Businesses, Tourists, Tourism Dev. Board, Visit Florida, Local Historical Society, Local Home Builders, Local Residents, DHR/DHP, HUD, DACS and FCT.

### Communication Tools:

- Continue with the NRRI process
- Utilize collaborative leadership
- Amend comprehensive

plans as necessary upon reaching consensus.



In essence, as Commissioner Bill said, we need to incorporate **“Holistic Synergy”** into the process.



Clammer team planting effort.