

City of Palm Bay Bayfront Community Redevelopment District 2024 Plan: “Creating a Bayfront Village on the Indian River Lagoon”

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1.0 Executive Summary

In 1994 the City of Palm Bay completed a “Finding of Necessity” study leading to the creation of the Bayfront Community Redevelopment Agency (BCRA) and the approximately 1,070-acre Bayfront Community Redevelopment District (BCRD), with the support of the Brevard County Commission. In 1999 the BCRA adopted the first BCRD Redevelopment Plan. In 2009, the BCRA initiated this update of its 10-year old plan. While the 1994 Finding of Necessity concluded that nearly half of the structures in the District showed some evidence of deterioration, this BCRD Plan update includes a field inventory and analysis which identifies opportunities for redevelopment and the continuing need for revitalization.



In its first ten years, the BCRA began to accrue a significant amounts of tax increment revenues to initiate several projects and programs: issued a \$6.0 million bond in 2006; adopted a mixed use category for land use and zoning over strategic portions of the District; and implemented improvements to heighten awareness of the District’s mission, Castaway Park renovation arguably the most successful of those efforts.

This revised Redevelopment Plan re-establishes a vision, goals and objectives for redevelopment; identifies eight redevelopment programs and seven project areas; identifies financing and implementation strategies; and identifies management and administration opportunities to carry out the Plan within the 2024 planning horizon. The boundaries of the BCRD remain unchanged.

Among the most important projects and goals are to adopt a Bayfront Village Master Plan, solve the circulation, traffic, and stormwater infrastructure issues to promote the Village as a pedestrian-friendly destination, acquire necessary land, continue to improve public safety, and finish the open space and trail plan. The Village must become a desirable destination with convenient access via US 1 and Palm Bay Road. These actions will capitalize on the area’s Indian River Lagoon waterfront, historic, and marine-based activity assets. The investment of public funds for planning and design, infrastructure improvements, public awareness, and other activities is intended to catalyze private investment and redevelopment activities to accelerate redevelopment and revitalization progress throughout the five sub-Districts in the BCRD.

Also contained in the Plan’s goals and objectives is to attract a food market convenient for neighboring residents, establish a vibrant public meeting area (such as indoor civic meeting hall and outdoor “town square” concept), promote special events at Castaway Park, and expand the City marina as an activity

center anchoring the Bayfront Village. Redevelopment activities should promote sustainable design and building practice, and observe the City's ordinance requiring Florida vernacular style architecture. The BCRD Plan remains consistent with the City's Comprehensive Plan.

Funding sources for the BCRA activities and Plan implementation include the outstanding \$6 million revenue bond, possible future bonds, estimated annual TIF revenue of \$1.2 million, and a variety of other funding partnerships. A recommended long-range budget presents over \$29 million of project and program cost estimates as a tool for capital improvements and operating budgeting over the next 16 years.

2.0 Area History, CRA Formation, and Redevelopment Progress

For centuries the waters of Palm Bay have brought vitality to this area. Named for the white sands and sabal palms along the mouth of Turkey Creek, Palm Bay has long attracted people who live off of the bounty of the land and the river. Originally the Timucuan Indians inhabited this area, drawn by the freshwater springs and abundant wildlife resources. Other Native American tribes that found homes include the Jaegas, Seminoles and Ais. Not until the mid-nineteenth century was the mouth of Turkey Creek settled by Caucasians. They knew this area as the Town of Tillman.

Settlers planted orange groves along Turkey Creek, cut lumber, and herded cattle. Agricultural development increased with the arrival of the railroad in 1894, and received a tremendous boost in the 1920s upon the creation of the Melbourne-Tillman Drainage District. This District's canal project opened up over 40,000 acres of marshland for agricultural cultivation, which was marketed by the Indian River Land Company. Tillman was



renamed Palm Bay in 1925. Hurricanes and the Great Depression brought development to a standstill. Significant growth did not resume until the arrival of naval air stations and space related industries in the 1940s and 1950s. That growth continued as the General Development Corporation presented Port Malabar, a major residential development project, that began just south of Turkey Creek's bay of palms.

By the early 1990s, the area was experiencing decline and blight, and in 1994 the City of Palm Bay initiated the process of redevelopment of its historic core. In April 1995, the Finding of Necessity was completed which concluded that "... almost half of the structures in the study area (47.6 %) show[ed] some evidence of deterioration." The "Finding of Necessity" is incorporated herein, by reference (Appendix E). The Finding of Necessity was followed by the Basis of Planning report completed in 1996. Based on these findings and reports, the BCRA adopted its first redevelopment plan in 1999, and has subsequently initiated the update of its Plan in 2009.

As presented in the BCRA's Strategic Planning document known as "Leader's Guide 2007," the top ten achievements of the BCRA in its ten year history are listed below, and presented with other developments in the District in Figure 1 "Here's What's Happening in the Bayfront."

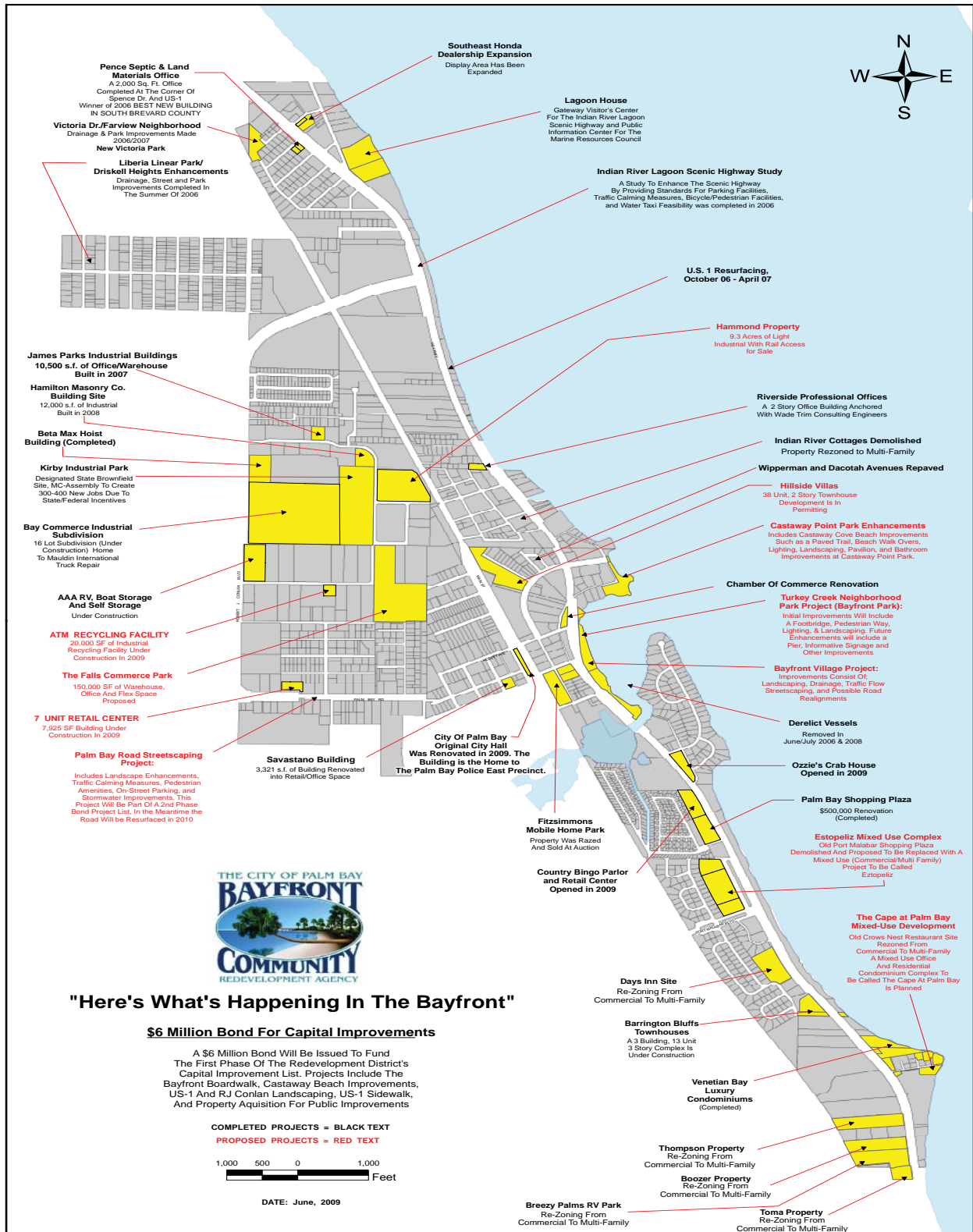
1. Mobile Park Removal: U.S. 1 and Palm Bay
2. Castaway Cove Project: Park, New Sidewalks, Open Space
3. Bond Project and Funding: Approval, Initiated Design
4. Relations with Liberia Area: Series of Meetings with City Staff on Drainage Project, Linear Park, Public Involvement

5. Victoria Park – Removed Trailer, Park Conversion, Property Acquisition, Grants, Permitting
6. Chamber Building: Relocation to Bayfront, Potential to Attract New Businesses, Building Renovation
7. Drainage for River and Turkey Creek
8. Derelict Boat Removal (11): Cleaned Up Riverfront
9. New Businesses Attracted Areas – International Truck, Kirby
10. Rezoning for Properties Along US 1 – New Zoning Classification, Mixed-Use Development

Commitment toward District improvements has been further evidenced by the Agency's issuance of a \$6 million bond in June 2006 to fund the following capital projects:

- Sidewalk on the east side of US 1
- US 1 Landscaping
- Robert J. Conlan Boulevard Landscaping
- Castaway Cove Beach Park Improvements
- 1575 Main Street City Hall Renovation for public meeting spaces
- Land Acquisition

Figure 1: Here's What's Happening in the Bayfront

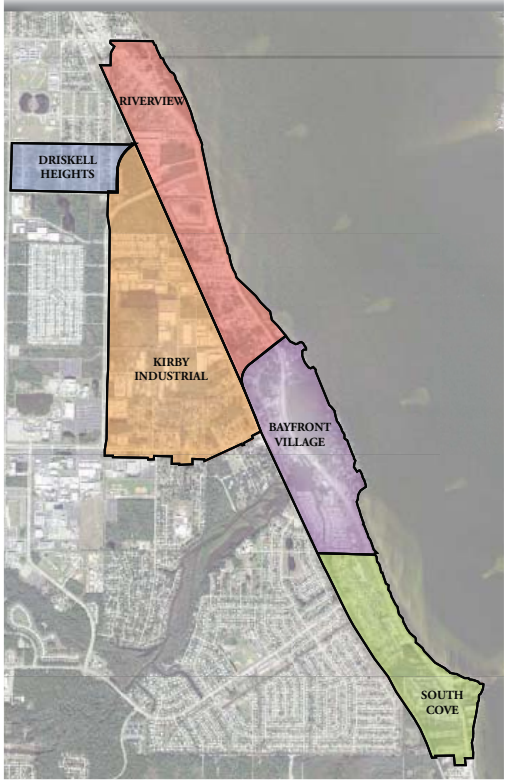


3.0 Bayfront Community Redevelopment District Description

The Bayfront Community Redevelopment District is located within the City of Palm Bay in Brevard County, Florida, just west of the vital Indian River Lagoon. US 1/Dixie Highway forms the spine of the District stretching from the City limits at Melbourne south to the boundary of the Town of Malabar. The Redevelopment District also extends the length of the City along the lagoon. The limits of the redevelopment area are more specifically described as follows.

Beginning at the Palm Bay/Melbourne City limits at the Indian River Lagoon, the limits extend

- West to US 1 along the City limits;
- South along US 1 approximately 500 feet;
- West to the Florida East Coast Railroad;
- South along the railroad 2,200 feet;
- West along the City limits to Lipscomb Street;
- South on Lipscomb Street to Doreatha Fields Avenue (Pacific Avenue);
- East on Doreatha Fields Avenue (Pacific Avenue) to Northview Street;
- South on Northview Street to Robert J. Conlan Boulevard;
- South on Conlan Boulevard to Palm Bay Road;
- East along the southern property lines of lots fronting on Palm Bay Road to Main Street;
- South on Main Street approximately 200 feet;
- East to the railroad;
- South on the railroad to the City limits at the Town of Malabar;
- East to the Indian River Lagoon; and
- North along the river to the City limits at Melbourne.



The area within the Redevelopment District is approximately 1,070¹ acres and comprises a range of land uses, namely residential, office, commercial, industrial and publicly-owned. Single family residential

¹ Acreage calculations for each of the 5 Character Districts are based on the GIS Future Land Use layer as evaluated by MSCW in 2009, as follows: Village- 140 acres, South Cove- 144 acres, Kirby- 394 acres, Riverview – 211 acres, Driskell- 63 acres. It is assumed that approximately 118 acres is comprised of such features as roadways, railway, and water features throughout the District. The total acreage in the Redevelopment District provided in the 1999 Plan, approximately 1,070 acres, was not independently verified.

neighborhoods within the District include the Farview Subdivision, Powell’s Subdivision now known as the Driskell Heights Neighborhood, Palm Bay Point and Port Malabar Unit One. Multifamily dwelling units can be found along Castaway Point and Cape Malabar.

Retail and service businesses exist along US 1, Palm Bay Road and Conlan Boulevard. One shopping strip mall is located along US 1 north of Port Malabar Boulevard. A second shopping strip center was damaged by the hurricanes of 2004 and demolished.

The primary industrial uses within the District are situated in the Kirby Industrial Park west of the FEC Railroad, and range from light industrial assembly plants to heavy industrial concrete processing facilities. Based on a built coverage analysis of the industrial park area, this area appears to be roughly 80% built-out with a 70% occupancy rate at current. Although there are isolated blocks of residential mixed within this industrial park area, it is relatively limited. Assemblage of these parcels for development/redevelop is possible but would require substantial effort with limited development acreage potential. Many of these residences range in their condition from being moderately well kept to severely blighted.

Public use sites in the BCRD are as follows:

Driskell Park – This parcel is a 2 acre public community park located within the Driskell Heights/ Powell’s Subdivision. This park facility serves neighborhood needs and is not intended to support regional recreation needs.

Stearn’s Point Park – At approximately 2 acres, this small park is located on the northeast side of Turkey Creek and US 1. It is accessible only by foot, with no dedicated parking. The park has a unique pedestrian connection to the public marina site on the west side of US1 via a sidewalk connection under the bridge. Public activities are limited to fishing, viewing of Turkey Creek River and Bay area with limited picnic opportunities (one covered shelter), and a kayak/canoe landing.



Castaway Point Park – Construction of the beach portion of the park was completed in 2008. The park consists of limited parking, a fishing pier, a waterfront boardwalk system, interpretive signage and some picnic facilities. The agency has developed design plans to improve the castaway point portion of the park. Both Castaway Point Park and Stearn’s Point Park were planned to be part of



an interconnected greenway/blueway network that connects the Bayfront Village to the Town of Malabar to the south. Currently a sidewalk improvement plan is proposed to connect the two parks.

Pelican Harbor Marina – This is a City owned public marina facility located on the west side of US1, north of Turkey Creek. This public marina currently has a large number of public slips, a dockmaster building, and ancillary support structures. Based on the current availability of adjacent lands, expansion of this parcel and use is possible.



FIND Recreational Site - Another publicly owned site is the 34-acre Florida Inland Navigational District (FIND) site situated along US 1 south of Conlan Boulevard. This site shall be utilized as a dredge material management area where dredge material from the Indian River Lagoon can be deposited approximately every 10 years. In the interim years, the site shall serve as a municipal park with play fields and other recreational facilities, provided a legal agreement can be negotiated with FIND.



4.0 Bayfront Community Redevelopment Plan

4.1 Vision and Intent

The Bayfront Community Redevelopment District (BCRD) shall be redeveloped as an attractive, inviting, environmentally sustainable and economically successful community with residential commercial/retail, and mixed use areas that promote a positive image and marine village for the enjoyment of the Community and Region. The Bayfront Redevelopment Plan builds on the allure of the natural environment to recreate the once thriving, spirited community along the Indian River Lagoon.

The BCRD is comprised of Character Districts with different land use and development emphases and objectives. The most central of these shall host a community-serving commercial District, the Bayfront Village, which is the historic center of the community. The central District/Bayfront Village shall be transformed and feature a turn-of-the-century Florida vernacular style of architecture in keeping with the “village-like” historic character of the area; a compact built environment; a traditional network of improved narrow streets; pathways leading to public spaces and enhanced views to the Indian River Lagoon. A network of trails and public open spaces oriented along US Highway 1 shall connect the Character Districts. The economic vitality of the BCRD shall be further enhanced by the development of incentives to encourage additional industrial development in appropriate areas within the community.



The primary objective of BCRD redevelopment is to provide recreation, support services (such as retail, office, a food market, and commercial activity), and entertainment for the area residents, workers and visitors, and secondarily, to create a tourist destination.

This Plan shall guide the redevelopment of the Bayfront District through 2024. The intent is to develop a thriving mixed-use environment that harkens back to a style reminiscent of turn-of-the-century Florida vernacular architecture. To do so, this plan:

- Establishes a vision, goal and objectives for redevelopment;
- Identifies redevelopment programs and projects;
- Identifies financing and implementation strategies and
- Identifies management and administration opportunities.

Specifically, this Plan identifies redevelopment projects for areas expected to have strong market support for private investment and that will help reverse blighting conditions. The recommendations range from initiatives that may be applied District-wide while others are specific to particular sites or Character Districts. A 16-year recommended budget is presented in Appendix C which suggests a long-range work plan.

4.2 Goal and Implementation Policies

Goal

In partnership with stakeholders, landowners, the City of Palm Bay, the BCRA and the private sector development industry, the BCRA shall reverse the process of blighting conditions by establishing the development framework for the creation of a desirable Bayfront destination (aka the Bayfront Village) on the Indian River Lagoon within the 2024 planning horizon. This development framework shall focus on:

- Development of a guiding vision plan for the Bayfront Village area
- Development of a planned Development District that allows for a supportive mixture of land uses
- Creation of area specific site design criteria that allows for integration of mixed land uses that reinforce the concept of a village environment through pedestrian design focus, building massing and scale, and unique architectural styling
- Development of integrated useable public open spaces and recreational use areas
- Development of a thematic master streetscape program for the US 1 corridor and interconnecting streetscapes
- Creation of iconic identification elements to identify the Bayfront Village area
- Development of Master Signage Program for the Bayfront Village area
- Establish private sector development incentive programs to encourage private development within the Bayfront Village
- Development of property owner redevelopment incentive programs to encourage property assemblages and redevelopment
- Pursuit of public sector acquisition of strategic parcels for both public and private sector development

Implementation Policies

The following implementation policies are strategies designed to support the objective of urban redevelopment within each of the five BCRD Character Districts through direct and indirect incentives, and to promote economically sustainable development patterns.

Land Use and Zoning: Promote land uses and zoning which support the proposed urban framework and are compatible with the Character Districts and the overall vision.

Economic Development & Revitalization: Encourage new mixed use, commercial, office, and industrial, housing development consistent with the BCRD Plan.

Marine-Based Commerce and Activities:

Promote economic development, recreation and special events linked to the marine-based assets of the Bayfront Village, marinas, Turkey Creek and environs, and Indian River Lagoon waterfront.



Infrastructure Improvements: Evaluate and provide public infrastructure according to the desired development pattern as indicated in the future land use plan.

Aesthetic Infrastructure: Develop coordinated landscaping, public and private wayfinding, signage, and beautification design concepts for parkways and open spaces which complement the riverfront location. Promote visual continuity throughout the Character Districts. Continue to support the Indian River Lagoon Scenic Highway Program.

Historic Resources and Architectural Character: Promote renovation and reuse which contributes to historic resources where possible. Maintain the adopted Florida Vernacular Architectural Design Standards for all commercially zoned and Bayfront Mixed Use (BMU) zoned areas to provide architectural continuity in new and redeveloping properties over time.

Transportation Improvements: Provide an enhanced and interconnected transportation network which focuses on improving the pedestrian and bicycle environments along the US 1 corridor and in the Bayfront Village. Establish the Bayfront Village as a destination, thereby encouraging the arrival of vehicular and pedestrian traffic instead of pass-by traffic. Primarily in the Kirby Industrial District, improve vehicle access within future industrial developments to encourage development of new industry.

Funding: Identify and secure all feasible sources of funding including tax increment finance (TIF) revenue and bonds, Community Development Block Grant (CDBG), grants, general revenue and other sources to aid in implementing the redevelopment plan.

Incentives: Identify and offer an array of incentives to encourage the redevelopment and revitalization of the BCRD through the realization of specific plan objectives.

Management and Administration: Implement program administrative policies supporting the objectives

outlined in the redevelopment plan. Evaluate the use of supplemental management programs such as Florida Main Street to provide support to the BCRA.

4.3 District Goals and Objectives

The Palm Bay BCRD is comprised of five Character Districts: Bayfront Village, Riverview, South Cove, Kirby Industrial Area and Powell's Subdivision/Driskell Heights Neighborhood. Each District should encourage a distinctive built environment created by different development patterns and mix of land uses. Goals and objectives for each District are presented below. (See Figure 2)

4.3.1 Bayfront Village

The primary focus of the BCRD Plan is to redevelop Bayfront Village as the heart of the community featuring a main street character with Florida vernacular architectural style and conceptual design which is anchored on one end by Castaway Point Park, on the other end by the City Marina with public events/ meeting space, and which creates a destination and sense of arrival for traffic arriving on the Palm Bay Road corridor.

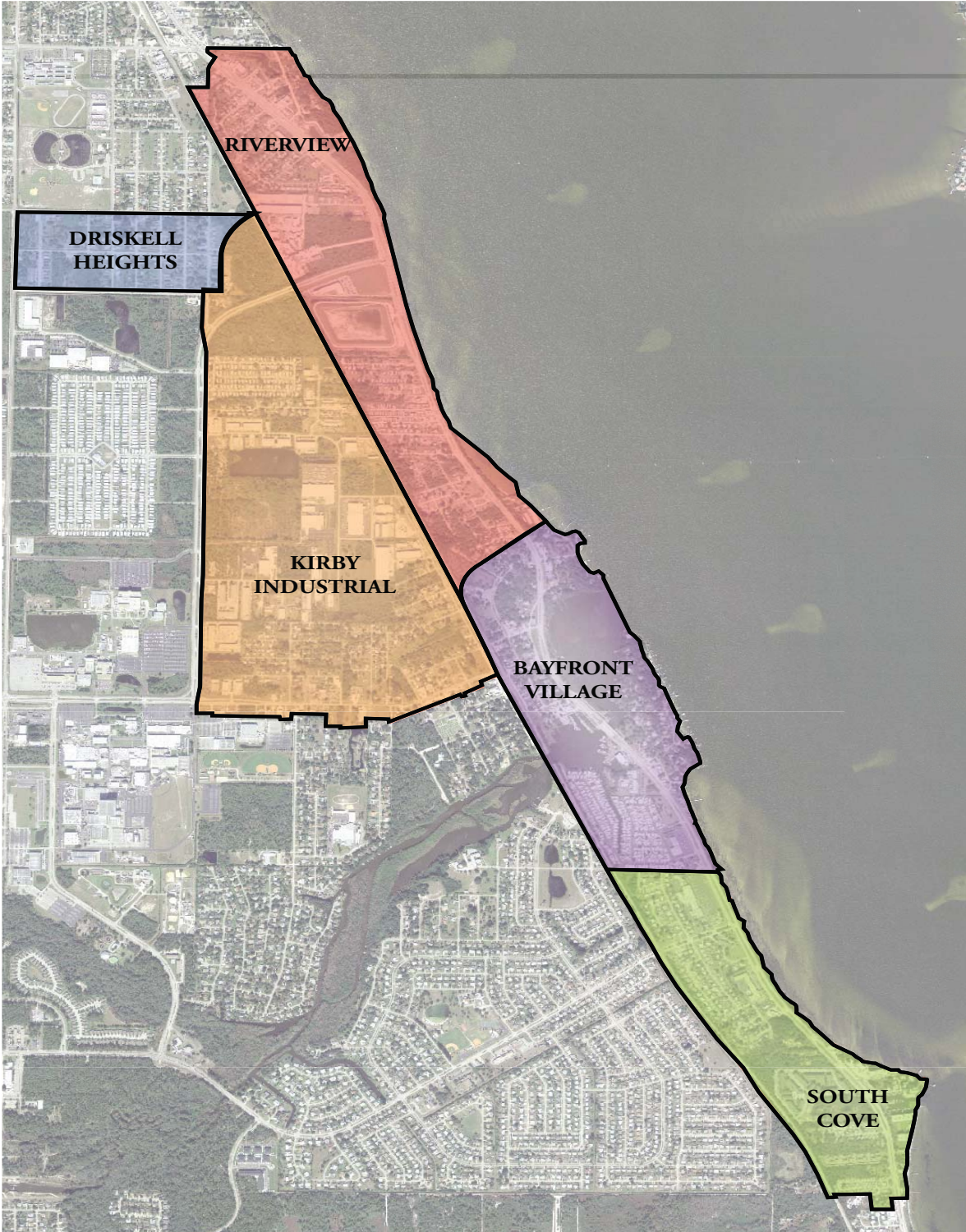


The comparative mix of land uses in the village would be 45 percent mixed use, 10 percent single family residential, 15 percent multi-family residential, and 30 percent civic/ park. This compares favorably with other successful villages, and offers a higher proportion of public/ civic/ park land use.

Goal

The area shall become a destination recognized as a pedestrian-friendly, mixed use community with a Mainstreet Village character capitalizing on its waterfront location that boasts improved narrow streets, pedestrian pathways and US 1 crosswalks leading to public spaces including waterfront parks, attractive views and a waterfront theme.

Figure 2: Bayfront Community Redevelopment District Plan



Objectives

- Compose and adopt a Master Plan for a riverfront village based on:
 - Broad-based community-support
 - Real estate market feasibility
 - A compatible mix of public and private uses including restaurants, retail venues, offices, marinas and marine-related business, public events/meeting space, entertainment and hospitality venues, and housing.
- The Master Plan should :
 - Improve sub-standard public infrastructure wherever possible in the Character District, meaning sidewalks and pathways, public stormwater management systems, streets, streetscaping, lighting, signage and parking. Identify and promote suitable locations for parking and stormwater retention facilities.
 - Employ traffic calming, additional synchronized stops, or other appropriate means of reducing the pedestrian safety conflicts with US 1 while promoting a walkable village concept. Equally, support and accommodate a sense of arrival using the Palm Bay Road corridor.
 - Provide sufficient detail for the marina and marina basin, provide pedestrian orientation, public meeting spaces and civic meeting hall, and connections to the waterfront and Stearn's Park. Initiate a catalyst redevelopment project using the City's marina property, and considering assembly of other properties, or a public-private partnership.
 - Integrate with the Bayfront Village the open-space and pedestrian network along the waterfront focusing on pedestrian and bicycle users.
 - Achieve improved pedestrian connections and preserve viewsheds across US 1 to the Indian River Lagoon.
 - Include a wayfinding plan to include signage, nodes and other features while improving the appearance of public and private signs through standards, guidelines and City initiated directional sign programs.
- Sponsor, co-sponsor, and promote marina, river and creek-based activities and events to attract citizens and visitors to the Bayfront Village.
- Based on an inventory of existing businesses and activities, define the desired types of businesses, concessions, activities, businesses, and business clusters to attract to the Village, and adopt strategies to attract those businesses. Emphasize marine-based businesses and activities.
- Develop a comprehensive beautification program for rights-of-way and medians including enhanced river views which includes maintenance of enhancements and improvements.
- Promote the preservation of structures recognized in the BCRD plan for their local historical significance.
- Redevelop the village in a manner consistent with good design principles such as Neo Traditional Town Planning, "New Urbanism", and Smart Growth. Ensure that basic design standards establish certain minimums and character for the District such as size, location, and other aesthetic features.

- Maintain an architectural design manual and/or design patterns book, and a façade & property beautification grant program to be applied to development and redevelopment activity within the District.
- Utilize publicly owned land for development according to the BCRD plan.

4.3.2 South Cove

The South Cove is largely characterized by a combination of strip commercial and higher density housing including rental and condominiums. This corridor is different from many other strip areas in that development is located mostly on only one side of the highway. Traditional commercial areas normally have commercial facing on both sides of a highway. The latter environment encourages positive competition and many of the commercial businesses feed off of each other’s customers. The



total acreage of vacant and improved property is approximately 144 acres with the following proposed land uses: 12 acres of mixed use, 9 acres of single-family residential, 94 acres of multi-family residential, 28.5 acres of commercial, and less than an acre of office or open space.

Goal

The US 1 corridor south of Bayfront Village has a unique opportunity to become a beautiful and multi-functional riverfront boulevard lined with riverside pedestrian/bicycle facilities featuring a food market supported neighborhood-servicing retail center and higher intensity residential uses. In working with residential developers and jointly with property assembly, the corridor contains some of the most marketable residential real estate in the BCRD as evidenced by the newer housing developments near the Town of Malabar City limits.

Objectives

- Beautify streetscapes/medians to foster reinvestment within the District.
- Create pedestrian and bicycle facilities along the riverfront and rail trestle to link the Town of Malabar and other residential developments to Bayfront Village.
- Encourage the redevelopment and revitalization of the mobile home and residential properties north of Gran’s Avenue to higher intensity residential or park use.
- Continue to implement architectural design requirements and Façade grant programs to improve the condition and appearance of buildings and sites.
- Beautify, and otherwise improve the former General Development Corporation stone monument at Port Malabar Boulevard intersection.
- Establish gateway signs/icon elements and landscaping at entry points to the BCRA District.

- Develop a signage & wayfinding master plan to improve the appearance of public and private signs through standards, guidelines and City initiated directional sign programs.

4.3.3 Riverview District

The northern part of the Riverview District is mostly commercial in character with properties that are underutilized and subject to change. The area contains some vacant industrial land which is located at Conlan Boulevard and US 1. Some properties have poor visual appeal and a negative image. The total acreage of vacant and improved property is approximately 211 acres with the following proposed land uses: 62 acres of commercial, 52 acres of industrial, 40 acres of single-family residential, 43 acres of multi-family residential and 14 acres of park/open space.

Goal

The goals and objectives have been crafted to eliminate this negative image. Similar in physical nature to South Cove, the District has a unique opportunity to become a beautiful and multi-functional riverfront boulevard lined with pedestrian/bicycle facilities supported by higher intensity residential and mixed land uses. With City/BCRD intervention and some property assembly, the corridor contains marketable real estate.

Objectives

- Beautify streetscapes/medians to foster reinvestment within the District.
- Create pedestrian and bicycle facilities along the river to link residential developments to Bayfront Village.
- Purchase and otherwise aggregate substandard or “problem” properties through the Agency’s adopted Land Banking Program which together contribute to the creation of a negative investment environment within the District. (See Appendix D. Land Banking Priorities, Policies and Procedures.)
- Offer incentives to private property owners to improve the condition and appearance of buildings and sites through the Agency’s Façade and Property Beautification Grant Program.
- Maintain the adopted architectural design requirements to be applied to development and redevelopment activity within the District.
- Develop and maintain a northern gateway entrance with improved landscaping and signs.
- Work with FDOT in creating a functional linear park/pedestrian/bicycle trails system along the US 1 corridor to support the interconnectivity of US 1 parcels and the Bayfront Village area
- Develop a master signage and wayfinding plan to improve the appearance of public and private signs through standards, guidelines and City initiated directional sign programs.

4.3.4 Powell’s Subdivision/Driskell Heights Neighborhood

This area is characterized as a low-income area, which has a large amount of deteriorated housing stock and poorly developed infrastructure, resulting from lack of private reinvestments. While the CRA

has provided assistance for neighborhood revitalization, this has not lead to substantial private sector reinvestment dollars. Significant investments are approximately \$2 million and have resulted in tangible improvements for neighborhood revitalization. The total acreage of vacant and improved property is approximately 63 with the following proposed land uses: 57 acres of single-family residential , 2 acres of park/open space and 4 acres of multifamily residential development.

Goal

The primary goal is to improve living conditions for area residents and stabilize the neighborhood through infrastructure improvement, continued maintenance of improvements and new housing construction.

Objectives

- Utilize the Agency’s adopted Land Banking Program to aggregate large enough blocks of property to entice speculative builders. (See Appendix D. Land Banking Priorities, Policies and Procedures.)
- Create architectural standards to enhance area appearance and further attract private investment.
- Utilize an array of publicly supported incentives to encourage property redevelopment.
- Develop a neighborhood non-profit organization with a mission to further stabilize the area and promote redevelopment ad reinvestment, and operate Evan’s Market as a grocery and community center.
- Continue the use of state and federal grants for neighborhood improvements.

4.3.5 Kirby Industrial Area

The Kirby Industrial Area offers ample industrial land inventory and great opportunities for tax increment revenue generation. Because of this revenue potential, industrial development is an important component of the Bayfront Community Redevelopment Plan. The total acreage of vacant and improved property is approximately 394 acres with the following proposed land uses: 41 acres of commercial, 253 acres of industrial and 84 acres of single-family residential, 2 acres of public open space and 14 acres of mobile home residential.



Goal

While enhancing a main Palm Bay Village entry corridor along Palm Bay Road with primarily commercial uses and revitalizing the adjacent residential neighborhood, support the City, Economic Development Commission of the Space Coast, or other economic development initiatives which encourage new industrial development and create jobs, enhance the tax base and compliment the character of this

District.

Objectives

- Support the City's economic development efforts where possible to implement a coordinated strategy to attract new industry and create local jobs, including a menu of incentives to lure desired industrial tenants
- Protect the residential area and surrounding sub-districts from encroachment of industrial land uses such as through the creation of improved industrial buffering standards.
- Assure industrial development occurs in a way that respects the character of the BCRD District (focus on architectural, landscaping, maintenance standards and sign regulations).
- Stabilize and enhance the single family neighborhoods using tools such as the NICE program.
- Develop Palm Bay Road as a major entry into the BCRD's Bayfront Village and focus on landscaping improvements to the parkways and directional signs. Implement the Palm Bay Road Conceptual Design including the traffic circle at the s-curve intersection of Palm Bay Road and Main Street.
- In the event a passenger rail station becomes a viable option on the FEC line to be located in Palm Bay, promote the intersection of Palm Bay Road at the FEC line as a preferred location to complement an active village center and serve commuters to the nearby employment center.
- Improve appearance of Conlan Boulevard through streetscaping.
- Develop and enforce a coordinated approach to industrial directional signs.

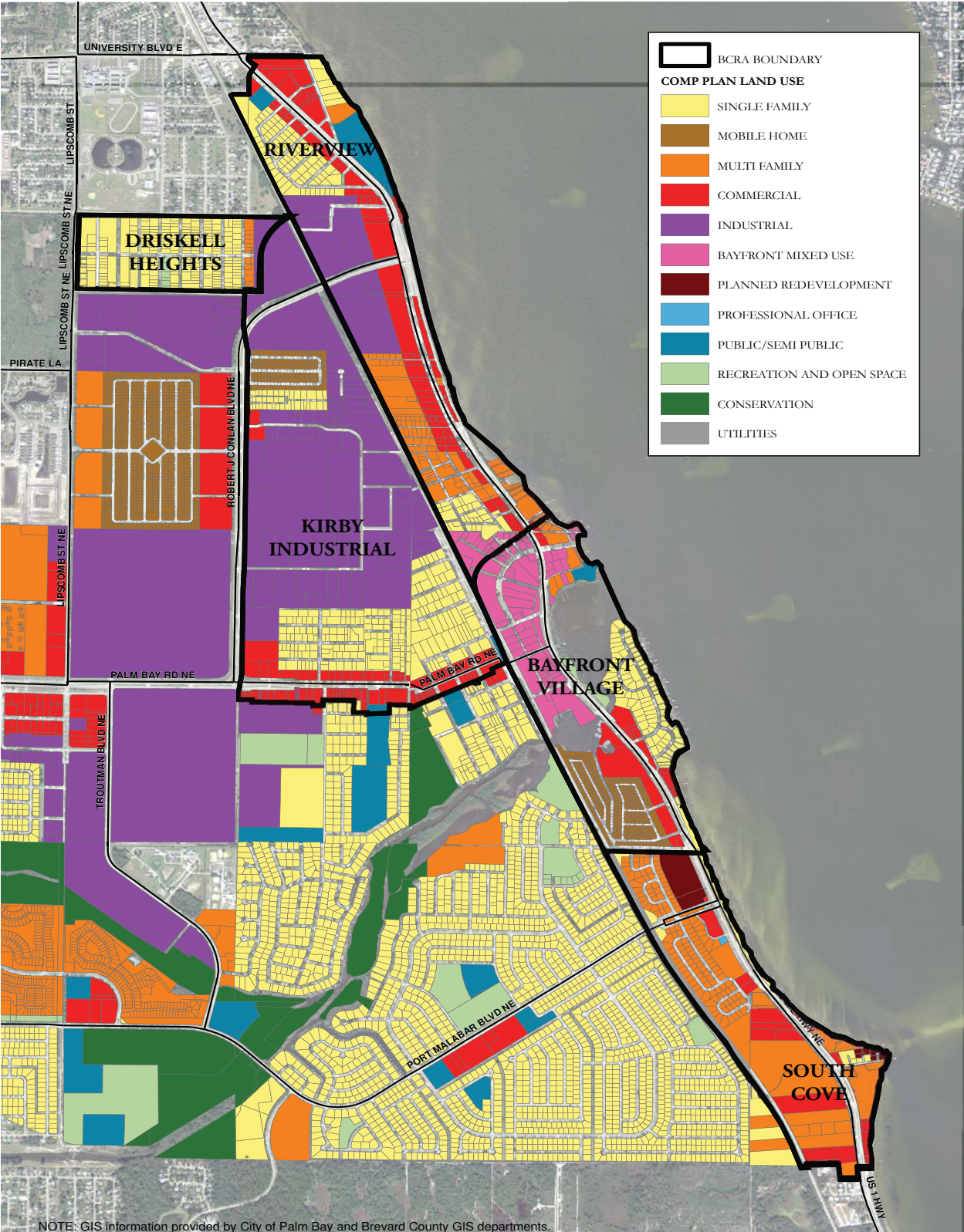


4.4 Future Conceptual Land Use Plan

A new conceptual land use plan has been developed and is incorporated into the plan as a guide for changes to the comprehensive plan and subsequent future development to provide the necessary framework for redevelopment (See Figure 3).

Prior to the BCRD 2010 Plan update, a new Bayfront Mixed Use land use category was adopted for a majority of the Bayfront Village planning area to support the District's vision. In the Bayfront Village area, the total area of vacant and improved property is 138.5 acres with the following proposed land uses: 53.8 acres of Bayfront Mixed Use, 20.8 acres of commercial, 23.9 acres of mobile home residential, 6.7 acres of multifamily, 29 acres of single family and some additional public and open space.

Figure 3: Future Land Use Plan



NOTE: GIS information provided by City of Palm Bay and Brevard County GIS departments.

Land uses along US 1 from Conlan Boulevard south to the City limits should accommodate future housing and commercial growth. While a prior economic evaluation showed significant growth potential in multi-family apartments and condominium markets, demand in these market sectors remains at an historic low in 2009. The existing land use, development and lot patterns do not currently support this type of development. When market conditions recover to accommodate such housing, this plan acknowledges that riverfront locations will remain in demand, and larger tracts of property will be necessary to make them feasible and attractive to developers.



The properties best suited for this type of redevelopment are located south of the Port Malabar Plaza and immediately north of the Bayfront Village. Given the current mixture of uses of these properties and its current susceptibility to change, as identified in the Basis for Planning, they are ideally suited for redevelopment.

The proposed future land use category for this type of development is medium intensity residential mixed-use. The mixed-use component of this classification may also include some secondary neighborhood supporting commercial uses. The majority of development within this classification must, however, have a multi-family residential component. The Planned Community Redevelopment (PCR) Zoning District was created to allow for mixed use developments with 2.5 acres and more.

To encourage activity and vitality in some areas while simultaneously encouraging open space, low density, or preservation in others, the BCRA may consider applying such planning tools which accomplish the transfer of density or development rights from one City or BCRD locale to another. Typically accomplished as a zoning overlay, the policy must be consistent with City code.

4.4.1 Mixed-Use Commercial

The District vision focuses efforts toward re-establishing the Bayfront District as a village center. In time, as the area improves, the vision supports the development of a small neighborhood supporting commercial District composed of appropriate scale retail, restaurant, office and residential users. The primary focus of this area is commercial development with a waterfront theme.

The present future land use designation and zoning supports development of a mixture of separately classified properties achieving the same vision. In order to develop a “village” image, it is recommended the area have a similar land use classification. This, in conjunction with cohesive design and site plan regulations, has the opportunity to create a quaint small commercial center for the community. The vision supports the development of a small commercial District oriented along US 1 and Palm Bay Road

with similarly themed adjacent supporting uses such as offices and residences on Orange Blossom Trail. The Bayfront Mixed Use (BMU) Zoning District was created and applied to the original village area around the US Route-1 and Palm Bay Road intersection around the Bay.

Implementation of the Conceptual Future Land Use Map may be accomplished with the regular Land Use Plan Update as prepared by the City.

4.4.2 Anticipated Neighborhood Impacts

The purpose of redevelopment activities is to protect, preserve, improve and enhance the built and natural environments characterizing this community. These activities, including the construction of new residential units cannot be accomplished without impacting existing neighborhoods, transportation systems, public facilities and services and environmental systems. The intent is to ensure that those impacts have an overall beneficial effect to the residents, property owners and business owners within the District as well as the larger community of Palm Bay.

Throughout the BCRD, there are approximately 34 acres of vacant land zoned for multifamily development. Implementation of the plan is expected to increase the resident population within this Redevelopment District. The plan calls for the development of additional single family and multifamily dwelling units. Multifamily development shall occur in a mixed-use multifamily-commercial area that promotes traditional pedestrian-oriented development and community appropriate products and services. This description is especially true of multifamily development immediately adjacent to the Bayfront Village.

By providing housing close to commercial and industrial sites, the City is able to offer a unique opportunity to its current and future residents. That opportunity is the ability to work within a safe walking distance to one's residence, to bicycle to recreational areas where water-based activities occur and to patronize shops within one's neighborhood. These opportunities are likely to attract persons of various ages, incomes and backgrounds to the Bayfront Community Redevelopment District.

Additionally, the Plan includes the preservation and revitalization of Powell's Subdivision/Driskell Heights Neighborhood, a low-income neighborhood battling blighted conditions. This redevelopment plan serves as a springboard for the implementation of planned studies, improvements, programs and policies that shall greatly benefit residents. Powell's Subdivision/Driskell Heights Neighborhood connects with residential areas in the southern portion of the City of Melbourne. By providing aesthetic and infrastructure improvements, the entire community shall benefit from the enhanced image.

The impact to nearby residents is expected to be minimal. Throughout much of the study area, the FEC Railroad and Conlan Boulevard buffer the BCRD from lands outside of the BCRD. The recommended improvements to these transportation facilities are beautification projects that will only serve to enhance

the larger community.

4.5 Transportation

Improvements to the US 1 bridge crossing Turkey Creek have resulted in accommodating larger boats, facilitating increased pedestrian, bicycle, and automobile traffic. In addition, pedestrian access under the bridge has been included to connect from the Turkey Creek basin to the bay. The BCRD and Growth Management Department shall further study transportation facilities to determine how roadways might be reconfigured to accommodate this plan. No improvements are



anticipated to arterial roadways in the area, namely Conlan Boulevard or Palm Bay Road. Therefore, any improvements would be limited to local impacts during construction. Every effort shall be made to ensure the transportation network remains safe and efficient and provides appropriate accessibility to local destinations.

FDOT has completed the widening of US 1 from 4 to 6 lanes from approximately Conlan Boulevard north to the Melbourne City limits and has resurfaced US 1 from Conlan Boulevard to the south City limits. The BCRA's ongoing open space master planning effort must be closely coordinated with any future US1 highway improvements.

The primary focus of transportation planning and improvements within the Bayfront District is bicycle and pedestrian paths, trails and the realignment of Palm Bay Road at the FEC Railroad. Any trails shall complement the Blueways and Greenways Plan set forth by the City of Palm Bay. US 1 is considered hostile to non-motorized travel. By providing separate facilities (including safe crosswalks), the City can encourage bicycle and pedestrian travel without negatively affecting traffic flow along US 1.

Space Coast Area Transit (SCAT) provides transit service to the Bayfront Community Redevelopment District. Currently, transit service to the BCRA District is minimal. SCAT Route 27- East Palm Bay is the only route serving the area. Route 27 provides round-trip travel from West Melbourne to the District via Palm Bay Road then south on US-1 to Port Malabar Boulevard and west to Babcock Street.

Until the Bayfront Village and District can create activity nodes, and employment and population centers, improved service to the area from SCAT will be hard to justify.

The community will benefit from greater transit service to the area, namely daily service and more stops within the District with shorter head-ways, as land use densities and intensities increase based on new

development and redevelopment of the area. SCAT will determine at what point transit ridership warrants modification of existing transit service. Coordination with SCAT to improve transit service should begin as significant redevelopment activities begin. These improvements to existing multimodal transportation facilities will provide much needed transportation and recreational facilities to City residents.

4.6 Public Facilities

This plan provides a coordinated approach to improving and providing additional public facilities in accordance with the vision established in this plan. The Plan promotes the enhancement of public recreation facilities within the District. The impacts to any existing community facilities and services should be entirely positive resulting in the provision of more facilities and services and better access to them.

4.7 Environmental Quality

Environmental quality shall be improved by the projects outlined in this plan. Planting additional street trees, roadway paving, stormwater improvements and the promotion of water-based and land-based recreational activities all bring the environment to the forefront of the public issues and concerns. Indian River Lagoon and Turkey Creek are rich resources that have attracted people to the area for centuries; they and other environmental resources of Palm Bay must be protected and enhanced.

5.0 Bayfront District Plan Redevelopment Initiatives

The Bayfront Community Redevelopment District is ideally suited for redevelopment because of its prime location, current susceptibility to change, excellent opportunities for open space amenities and good access. A number of constraints typical of redevelopment areas must be overcome to achieve successful private reinvestment, such as:

- Inadequate patterns of property development
- Multiple ownerships
- Poor conditions of buildings and site improvements
- Lack of property maintenance
- Code enforcement activities

The purpose of creating community redevelopment areas is to develop revenue sources to implement programs or projects that encourage redevelopment. Significant future revenue cannot be raised on current market growth alone. Initial redevelopment activities sponsored by public entities are needed to stimulate a private market response. In evaluating the overall goals and objectives of this Plan, several overall District issues have been identified. They are: development of BCRD programs, and improvement of community identity, riverfront views and access, infrastructure and initial revenue generation. This section presents the Plan’s Programs and projects, which are also depicted in Figures 4-7 in the following pages.

5.1 Redevelopment Programs²

The subsections below describe eight publicly-sponsored programs for consideration as part of the BCRA’s redevelopment efforts.

5.1.1 Public Information Program

This program is intended to inform the public and solicit input on all redevelopment efforts in the Bayfront District. Key aspects of the program are listed below.

- Keep the public and government employees informed and educated on all current BCRD programs, public meetings and activities.
- Build consensus and support for important redevelopment initiatives.
- Cultivate trust between the public and government employees.
- Use newsletters, brochures, the web page and LISTSERV to disseminate information to the

2 Throughout Sections 5.1 and 5.2, the reference to “Year x”, refers to the suggested schedule for projects measured from the year of the CRA’s inception. For example, Year 11 means the eleventh fiscal year after the establishment of the CRA in 1999, or 2009.

public about BCRA activities.

- Attend all relevant area meetings, conduct surveys, meet with community groups, respond to public queries and complaints and monitor local media sources. A clipping file will be maintained to record BCRA activities.
- Maintain and update the Agency’s web site to provide selected information and highlights on all facets of BCRA activities, programs and events within or relevant to the District.

5.1.1.1 Project Management and Public Resources

Information tasks shall be completed by BCRA/City staff. Additional public resources required for this program include the following:

- Ongoing funding for publishing newsletters, brochures, etc.
- Mailing expenses for the distribution of information.
- Computer equipment and software to support information development.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD1	Public Info. Program Mailing Newsletters & Brochures	BCRA Staff	BCRA Funds, City Funds & Other Resources	\$1,500 per year Years 11 - 24

5.1.2 Developer Incentive Program

This program is intended to spur private investment in the Redevelopment District. Development incentives should: recognize and meet the particular needs of individual developers, insure the public benefits derived from incentives outweighs the investment of public resource, and assure that the projects fit their site and the District vision. Recommended initiatives for consideration in the developer incentive program are listed below.

- Develop a BCRD low interest loan program either through partnerships with local banks, or with the BCRA. Program may include such tools as interest rate buy downs and principal reductions by the City/BCRA among other similar tools. The most successful programs are built on public/private partnerships.
- Provide assistance in bond issues for major catalyst projects.
- Purchase and resell aggregated parcels through the City, BCRD, or other sources to attract new investment.
- Provide BCRD and City assistance with funding infrastructure improvements for building fees, water, sewer or roadway improvements for leveraging private development on strategic parcels.

- Create and maintain a number of grant and loan programs to encourage business and development location and expansion in the BCRD.

5.1.2.1 Project Management and Public Resources

The public resources required to ensure the success of the developer incentive program may include the following.

- The redevelopment staff’s time to negotiate incentive agreements.
- The BCRA attorney’s and City’s finance director’s time to help negotiate and review agreements with local banks, bonding companies, real estate brokers and developers.
- City staff time and funds to assist with installation of infrastructure improvements.
- Funding to provide limited cash bonuses for brokers.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 2	Low Interest Loans	BCRA	Local Banks & BCRA	To Be Determined
BRD3	Property Development Incentives	HANDS, BCRA or other sources	Land Acquisition Authority/ BCRA, City or Other Sources	\$50,000 Annual
BRD4	Infrastructure Improvements Assistance	BCRA	Land Acquisition Authority, City, CIP or other sources	To Be Determined (based on prospect)

**BCRA’s limited resources in early years prohibit the use of funds for property acquisition. The City and the BCRA should work to establish other means to accomplish this end.*

5.1.3 Business Recruitment and Marketing Program

The goal of this program is to encourage businesses to remain, relocate or start-up within the Redevelopment District. Marketing efforts should be implemented and include development strategies based on market potential, targeting specific companies and carefully selected recruitment strategy. The following components are recommended for consideration as elements of a business recruitment and marketing program.

- BCRA staff should assist interested master developers, buyers, and others, on a case by case basis, with data and research on available land and commercial building space. Staff should direct them to public information sites with readily available information such as address and location, broker or owner representative, brief description, square footage, available square footage, valuation and asking prices (if available) for available residential, retail, commercial, office and industrial properties in the District.
- Maintain a database of prospective tenants, owners and developers as a complement to the available space database described above. This database can help identify potential recruits who fit the profiles shown in the market analysis and the spaces shown in the available database. Among the information to be compiled would be the sites, location and price range criteria of potential recruits.
- Develop a direct mail campaign to contact specific people and companies considered good recruitment candidates for the Redevelopment District. The mailings should include a cover letter from the mayor and information packet with maps and brochures touting the District and the programs established within it to benefit the business community.
- Participate in local and regional economic development conferences, as well as state conferences for retailers, developers, etc.
- Make contacts with existing business owners to determine their expansion/ investment plans and advise them about the types of assistance available through the BCRD.
- Create and maintain a business recruitment and development incentive program.

5.1.3.1 Project Management and Public Resources

A variety of public resources must be committed to realize the success of the various program components. Some of these are:

- Computer hardware and software to store and print the databases.
- City staff time to compile and update the databases.
- Funding for the design and production of promotional literature/videos.
- Mailing expenses to distribute promotional material.
- BCRA staff time to meet with business owners and prospects.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 5	Business Recruitment Database of Joint Dev. of Promotional Literature	BCRA, HANDS & Economic Development	City/BCRA (TDC), Brevard Co. Chamber	\$20,000 BCRD Years 11-24

5.1.4 Business Assistance Program

This program is intended to improve the viability of new and established local businesses by offering technical and financial support to business owners. The program shall be administered and coordinated by the Housing and Neighborhood Development Services Division but shall require assistance from local area educational programs, corporations, independent businesses and private citizens. The initiatives should provide ease of assistance from the BCRD, evaluate individual business needs, provide assistance in a timely manner and be able to refer businesses to other sources of assistance.

Specific initiatives recommended for consideration as part of the assistance program are identified below.

- Sponsor workshops for local business people, where experts can give advice on business management, marketing and financing.
- Underwriting private consulting services for start-up businesses to prepare business plans, proformas, management strategies, etc.
- Develop a BCRD low interest loan program for qualified businesses through a partnership with local banks.
- Offer direct matching grants or refer parties to grant sources for qualified businesses to encourage investment. The program should be flexible to respond to the needs of the particular prospect whether those needs are financial assistance for permitting, land acquisition, infrastructure or other development activities.
- Support seminars to train or retrain employees to encourage business retention and expansion in the District.
- Purchase and resell land at below market prices to encourage businesses to expand in their current locations.

5.1.4.1 Program Management and Resources

The resources needed to ensure the success of this program include:

- HANDS staff time to promote and explain the business assistance program to local business owners.
- The BCRA/City attorney's and finance director's time to help negotiate and review financial agreements with local banks, bonding companies, real estate brokers and business people.
- Space in public buildings to conduct business workshops and seminars.
- Funding to pay for business advisors and employee training instructors.
- Funding to support matching grants for business investment.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 3	Property Development Incentives	HANDS/BCRA	Land Acquisition Authority/ BCRA or other sources	\$50,000 Annual
BRD 4	Infrastructure Improvements Assistance		BCRA, City or Other Sources	Based on Prospect
BRD 6	Business Grants	BCRA & HANDS	City/BCRA/ CDBG	\$30,000 Annual

5.1.5 Façade Improvement Program and Architectural Guidelines

It would be in the best interest of the community to guide the appearance and design of projects in a manner that creates a more positive environment to encourage more investment through protection of property values. This can be done through architectural guidelines. Architectural guidelines are a low cost item to produce and have long and sustaining effects on a community. Florida Vernacular architectural guidelines were drafted and adopted for commercial zoning Districts and for all development in the BMU Zoning District in the Bayfront Village area near US-1 and Palm Bay Road. New sign regulations for the Character Districts may also be produced as a result of this process. After the guidelines are prepared, they should be adopted into the zoning code via a special overlay District. Guidelines can be developed to guide building, site and sign elements. The BCRA should secure a consultant with architectural and planning background to prepare guidelines appropriate to the community.

The Agency should continue to support the established residential façade and rehabilitation grant program and a commercial beautification program that includes landscaping, signage, parking lot improvements and demolition.

The intent of this program is to improve the image and attractiveness of local commercial establishments and the overall Redevelopment District by providing technical and financial assistance to business owners who upgrade the Façade of their structure (s). The primary goals established for the Façade improvement program may include some of the following.

- Promote architectural expressions in keeping with the area character identified in the vision, goals and objectives.
- Provide design and financial assistance to people who want to upgrade their property.

- Promote use of quality materials, and energy-efficient design and construction.
- Encourage improved building maintenance.

To achieve these goals, the following components are recommended for consideration of inclusion in the Façade improvement program:

- Offer free or reduced-cost architectural design services either through staff or contracted services.
- Make matching grants or low-interest loans available to businesses to help finance Façade improvements.
- Create guidelines for the design and maintenance of Façade improvements.

5.1.5.1 Project Management and Public Resources

The success of the façade improvement initiatives would depend largely upon commitment of the following public resources:

- City staff time for possible assistance with loan and grant applications.
- Funding and City staff time to make interim Façade improvements to properties which are vacant or abandoned.
- Funding to contract with a local architect to assist in the review of Façade designs and preparation of Façade designs on an as needed basis.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 8	Architectural Design Services Façade Grants	BCRA	BCRA/CDBG	In House

5.1.6 Land Banking Program

The intent of the Land Banking Program is to provide suitable sites for modern commercial development by aggregating adjacent substandard lots to create larger parcels. A parcel aggregation program should be based on the following: decisions to aggregate must be market driven and support the priorities as indicated in the Plan and public money allocated for aggregation should be returned at resale where desired. Program components recommended for consideration include some of the elements below.

- Document site criteria for modern commercial developments by business type to facilitate the understanding of contemporary developer site requirements.

- Map and index all commercial properties in the Redevelopment District to provide detailed information on parcel boundaries, sizes and ownership.
- The redevelopment staff should facilitate aggregation and redevelopment of “problem” or constrained parcels.
- The redevelopment administrator should assume the role of purchase, sell, negotiate and coordinate land assembly by the redevelopment agency.
- A real estate appraiser should be on hand to provide market value appraisals for parcels targeted for aggregation.

The program Adopted on March 11, 2008 establishes priorities, policies and procedures for the BCRA to use in acquiring and disposing of properties. The Land Banking Priorities, Policies and Procedures are attached as Appendix D to the Bayfront Redevelopment Plan.

<i>Key</i>	<i>Name</i>	<i>Funding Source</i>	<i>Amount</i>
BRD 21	Bayfront Village / District Acquisition Assemblage	TIF and various	\$200,000 Max Annually

5.1.6.1 Program Management and Public Resources

To assure its success, the following public resources must be dedicated to the parcel aggregation program:

- Funding to pay for the mapping and indexing of all commercial properties in the District.
- Funding to research or otherwise obtain contemporary site development requirements
- City staff time to negotiate sales with potential developers.
- Funding to finance land acquisitions by the BCRA (some of which will be recovered or rolled over as properties are resold).

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 3	Property Development Incentives	BCRA	BCRA	\$50,000 Annual

5.1.7 Community Policing Program

The intent of this program is to improve the actual and perceived security of Redevelopment District residents, customers and business people through the implementation of community policing principles. The following principles, based upon the experience of other communities should be established to guide this program. They include: addressing environmental problems which cause or encourage criminal activity; involve local citizens in the campaign against crime; make the police force approachable and trusted; and foster an image of the community as a safe place to live, work and do business.

To realize the full intent of the community-policing program, the following initiatives are recommended.

- The BCRA may fund enhancements and improvements to the delivery of public safety services, community policing innovations, and maintenance of same in the BCRD to the extent provided by law which limits the use of CRA funds.
- Police officers shall circulate door-to-door throughout the District on a regular basis to meet residents and business owners, listen to their security concerns and ask for their ideas to solve crime problems. Whenever possible, police officers should attend community meetings and special events.
- Periodically analyze the police “blotter” to assess the numbers and types of police responses within the District. This analysis can be used to identify problems and trends.
- Create a special police patrol or “beat” for the Redevelopment District to provide a stronger police presence, additional door checks, etc.
- Develop and implement Crime Prevention Through Environmental Design (CPTED) standards to correct any security problems related to site improvements such as lighting and vegetation.
- The BCRA shall continue to fund a program that provides rewards for residents to report crime in the District.

5.1.7.1 Program Management and Public Resources

Funding to support matching grants to individuals for site improvements which enhance public security. Such improvements may involve lighting upgrades or the removal/pruning of dense vegetation next to pedestrian walkways.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 9	Community Policing CPTED	Compliance, Police Department Land Development & BCRA	Existing City Resources and other Grant Resources	In House
BRD 9A	Crime Reporting Rewards	Police & BCRA	BCRA	\$5,000 max annually

5.1.8 Regulatory Review and Assistance Program

This program is intended to minimize or eliminate any adverse impacts on redevelopment activity caused by inappropriate zoning or related land use regulations. The guiding principles for this program should include permitting assistance.

The following initiatives should be included for consideration as part of the regulatory review and assistance program.

- Offer permitting assistance to all landowners and developers within the District. Enable the CRA Administrator to negotiate proposed projects through the permit approval process. Projects which demonstrate conformance with the BCRD Redevelopment Plan and design guidelines should offer expedited review.
- Refer permitting complaints to the redevelopment director for consideration in coordination with the Growth Management Director.
- Initiate a regulatory review process to evaluate all existing and proposed codes, ordinances, and plans affecting the District. Regulations that impose unreasonable obstacles to redevelopment should be identified and modified to be more development friendly.
- Utilize the City Ombudsman to assist developers in the District.

5.1.8.1 *Program Management and Public Resources*

BCRA staff time is the main public resource required to implement the regulatory review and assistance program. All of the program initiatives listed above are assumed to primarily and directly involve the efforts of the BCRA staff. BCRA staff time for this task must be balanced with other District priorities.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 10	Regulatory Review	BCRA/Business - Ombudsman	Existing City Resources	In House

Management and Administration

Management of the BCRD shall be by the City’s BCRA Department Staff. BCRA Staff shall be funded by the BCRA.

Administration and goal setting for the BCRA and its Redevelopment Plan may benefit from periodic strategic planning workshops or retreats, such as conducted in 2007. The Agency’s Strategic Plan should be updated periodically as determined by the BCRA.

Long-term

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 11	Administrative Staff	BCRA	BCRA	To be determined

5.2 Physical Improvements - Projects

To implement the most important physical improvements to serve as catalysts for redevelopment in the District, the following planned improvements are listed in rank priority order, with a short-term and long-term work program designated if applicable.

Presently, the Bayfront District has some redevelopment actions and the potential for many other reinvestment opportunities. The key is to create an environment where redevelopment is profitable.

As is the case of all Redevelopment Districts, the Bayfront Community Redevelopment District will not have adequate resources to accomplish all of the objectives outlined in the plan at one time. The BCRA, with the adoption of its revised plan in 2010, is expressly focusing initial efforts on its core District, the

Figure 4: Project Priorities Plan

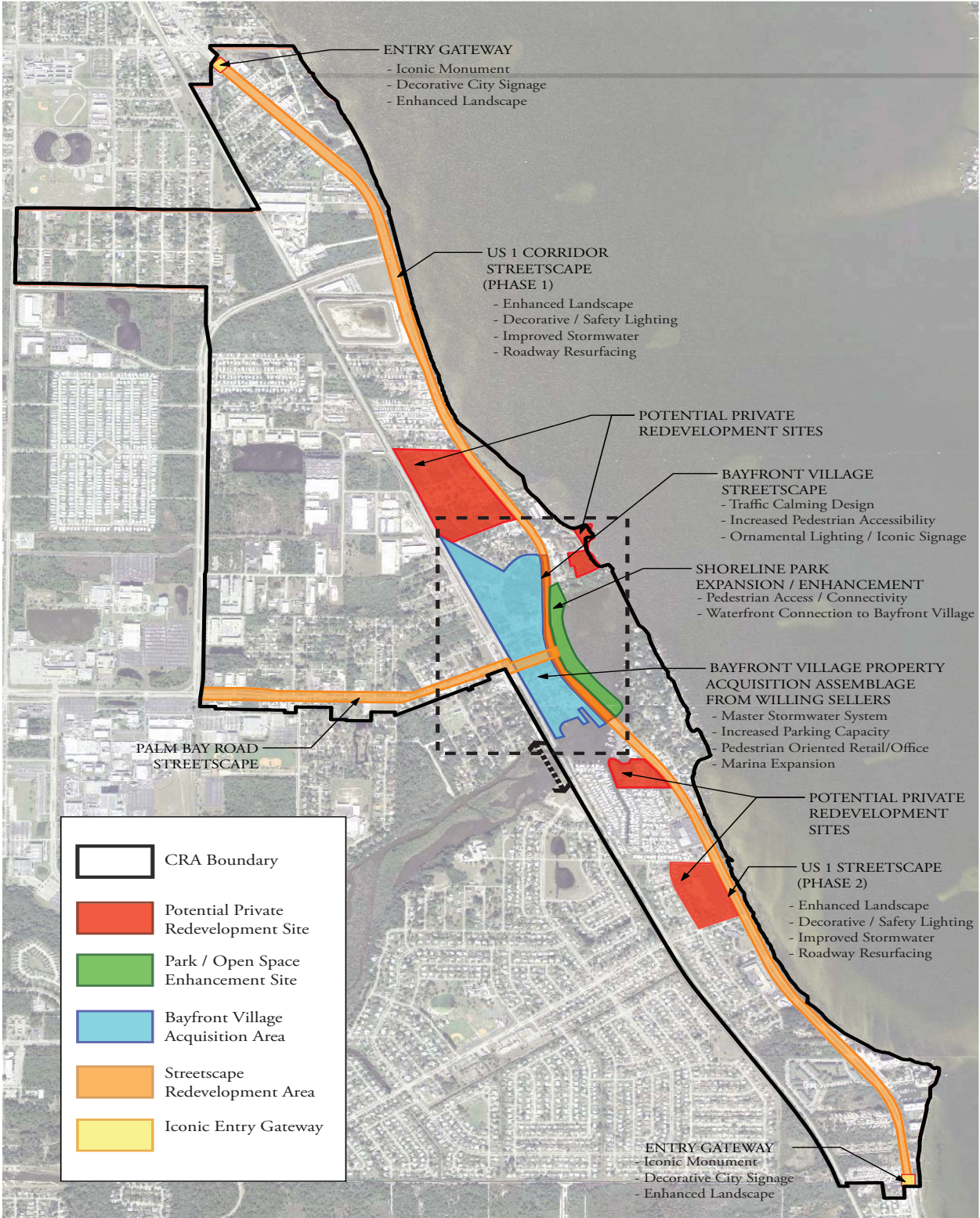
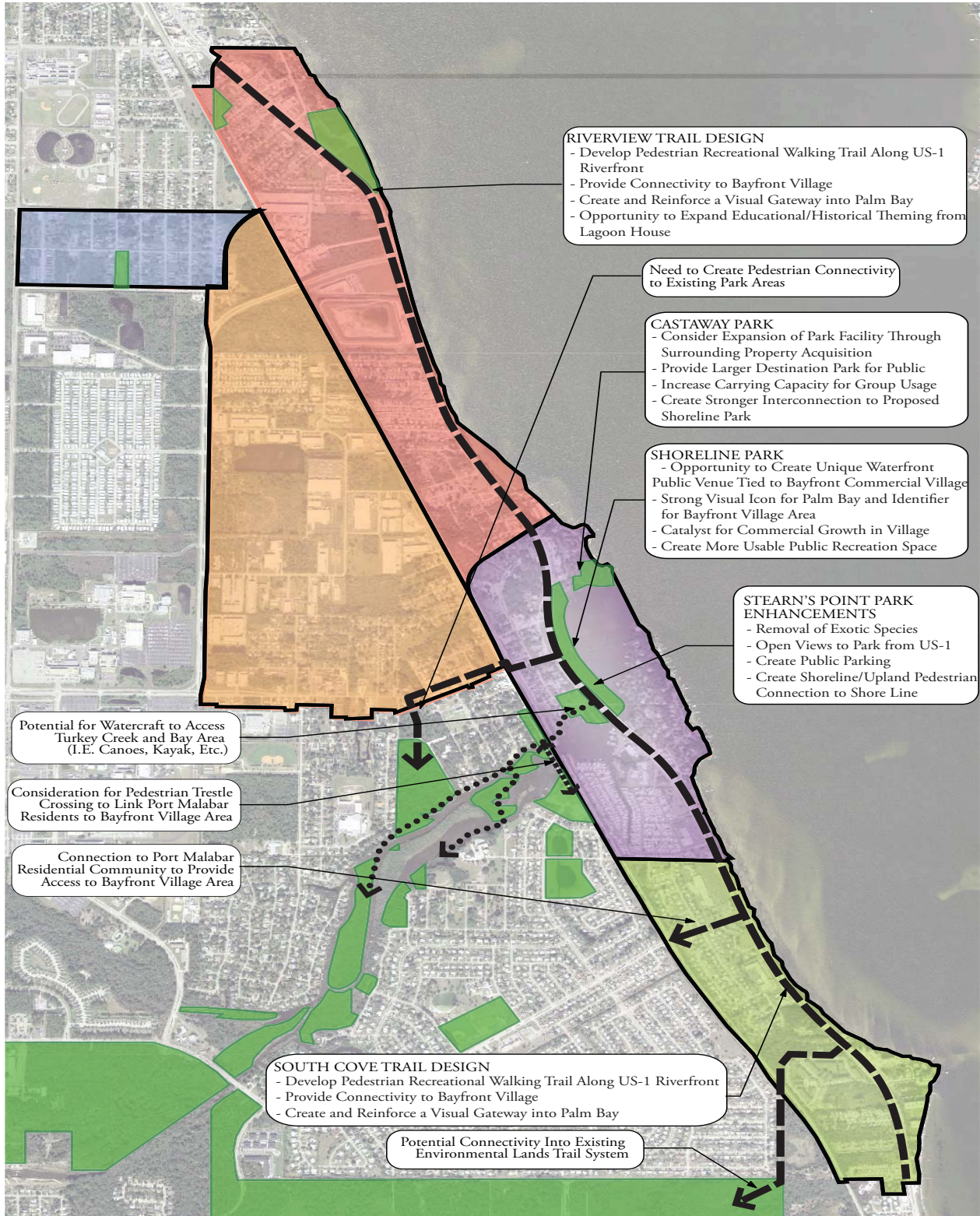


Figure 5: Conceptual Open Space Plan



Bayfront Village area with the expectation of inducing additional redevelopment in other areas of the District.

5.2 1 Character District Initiative: Bayfront Village

Short-term

The redevelopment of Bayfront Village as the traditional heart of the community is one of the ultimate goals of the BCRA. (See Figure 6). To develop the proper groundwork for this, the community needs to begin several different processes.

The plan should evaluate opportunities for new water and land-based related businesses, concessions and activities. Upon the adoption of a Bayfront Village Master Plan, the redevelopment agency should complement the plan's implementation with the advancement of a Façade improvement and grant program.

This initiative shall require acquisition of properties by the redevelopment agency and City. The focus of property acquisition should first be the properties located along US 1, the properties located along both sides of Orange Blossom Trail, and the properties adjacent to Castaway Point Park.

The City and redevelopment agency should continue to support open space improvements to Castaway Point and Stearn's Point and encourage the development of safe pedestrian connections as funds are available. The development of park and open space improvements prior to remarketing the property in conjunction with the Bayfront Village Master Plan would provide a good framework to solicit a developer or developers to the District.



The City and BCRA should work with the developer of the new marina on the Turkey Creek/Basin to provide a design that is sensitive to the “village” framework and provides good pedestrian connections to both the adjacent marina (to Stearn's Point) and to the village. Upon development of the new marina site immediately west of the City-owned marina, the City should negotiate a pedestrian extension of Orange Blossom Trail through the site to provide additional river access, an outdoor venue space and increase the pedestrian circulation.

Streetscape improvements include landscaping, sidewalks, curb and gutter, signage and pedestrian connections to the Turkey Creek Waterfront. The BCRA should work with the appropriate authorities to significantly reduce the speed of US 1 traffic through the use of traffic calming devices in the Bayfront Village to provide safe pedestrian access to the waterfront and adjacent parks.

Figure 6: Bayfront Village Vision



* Note All Future Development Within the Bayfront Village Area is Capable of Being Designed and Developed in a Mixed-Use Urban Form

A simple inexpensive improvement that may be done immediately and have a large impact on the visual character of the US 1 corridor is the selected clearing of overgrowth to allow for enhanced river views. Median improvements may also be made with little additional cost (and may even be partially funded by private industry to remove the burden to the BCRA in early years). The cost of continual maintenance of the right-of way should be provided through Parks and Recreation and Public Works departments.

Long-term

The groundwork for the redevelopment of Bayfront Village should be underway according to the results of the small area study master plan. The City and BCRA should be packaging land, developing incentives and soliciting developers.

This activity will likely require continuous participation by the redevelopment agency through management and acquisition of properties.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
CIP 5	Realignment of Palm Bay Road with traffic circle	Community Development, Planning & Public Works Division	City, BCRA, FDOT, Grants, Bonds	\$1.5 million Year 11 -12
BV 3	Bayfront Village Urban Design Master Plan with proforma & traffic, pedestrian alternatives (a small area study)	Community Redevelopment & Planning Divisions	BCRA Fl. Urban Waterfront grant	\$105,000 BCRD Year 12
BV 4	Bayfront Village (concurrent with Master Plan) Stormwater Plan		BCRA	\$20,000 BCRD Year 12

BV 5	Stormwater Master Pond System Acquisition and Construction		BCRA	\$1,200,000 BCRD Year 13
BV 6	Bayfront Village Marketing		BCRA	\$7,500 BCRD Years 13-15, 18-20, 23-25
BV 7	Bayfront Entry Monuments and Enhancement		BCRA	\$73,300 BCRD Year 14

**Project cost is unknown. The realignment and beautification of this roadway is seen as essential to the development of the Bayfront Village, however, extensive coordination with the FEC and DOT will need to take place to realize the correction and cost of the alignment.*

5.2.2 Infrastructure, Transportation Improvements

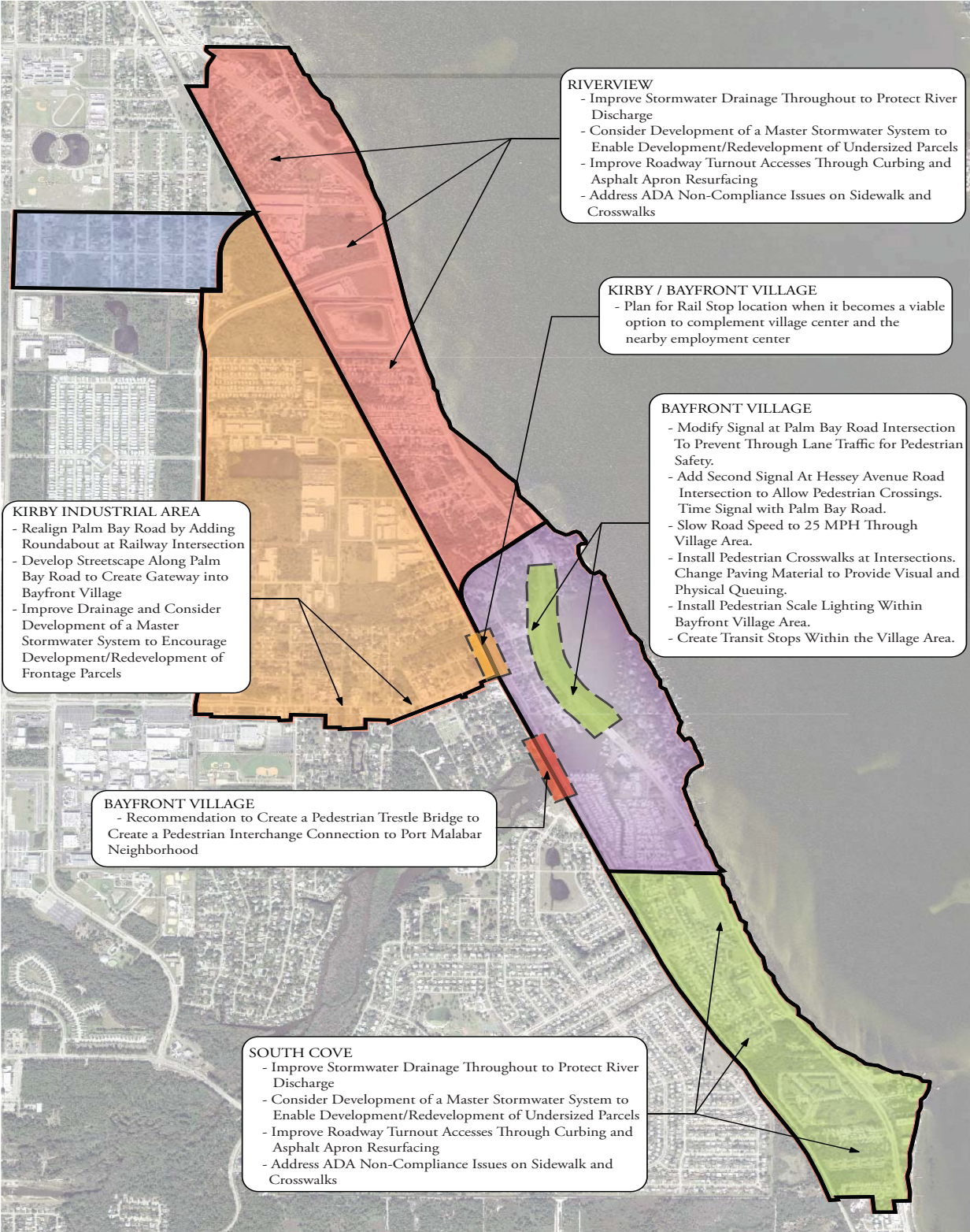
Short-term

The redevelopment plan recommends the City of Palm Bay and the BCRA take immediate action on improvements to the area's infrastructure. Many of these projects have been identified by the City as short-term priorities. With the current status of infrastructure, including direct stormwater discharge into the Indian River Lagoon, any redevelopment activity would be hindered. The City has already recognized this problem and identified money in the CIP for comprehensive study. It is recommended that any improvement through the BCRD should be coordinated with the CIP where possible (See Figure 7, Infrastructure Improvements Plan).

In addition to the roads, sewers, water systems and other utilitarian issues, the community's parks and open spaces require attention. Prior to the implementation of the BCRA plan it shall be prudent to set up architectural regulations/guidelines for new development and redevelopment. All new buildings would have to comply and rehabilitation over a certain threshold determined by Planning Division would also be required to comply. A \$6 million bond was issued in June 2006 to speed up the development of the public improvement projects prioritized by the BCRA.

Because redevelopment often disrupts the street edges of properties, it is important also to give people consistent criteria for the redevelopment of those edges. This can be done through cohesive conceptual streetscape guidelines which would be implemented in either of two fashions: the first requiring developers to comply with proposed standards (eventually leading into the development of cohesive street development patterns); and streetscapes sponsored by the City or BCRA.

Figure 7: Infrastructure Improvements Plan



<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 17	Marina Feasibility Study	Community City, Development & Planning Division	Army Corps of Engineers & other sources	\$40,000 BCRD Year 12
BRD 18	US 1 - Streetscape			\$3,400,000 Years 12-13
BRD 19	Bayfront Village – Streetscape			\$690,000 BCRD Year 15
BRD 20	Shoreline Park Expansion and Enhancement			\$513,000 BCRD Year 12

5.2.3 Open Space and Trail Master Plan

Short-term

Palm Bay has the potential to develop a premier open-space and trail network. (Refer to Figure 5 Conceptual Open Space Plan). A major jointly sponsored initiative to develop an open space master plan would make Palm Bay a special place and a destination. The creation of an improved US 1 corridor featuring a trail network on the riverfront could be the major stimulus for redevelopment. Users of this system would in turn support shops, restaurants and businesses along the corridor. Similar projects in Pinellas County and the communities in West Orange County (Metropolitan Orlando) communities including Winter Garden and Oakdale have caused small communities/downtowns around these facilities to experience major revitalization within three to five years.

With national trends for more exercise opportunities, development of linked open spaces has a relatively large appeal and allows the community the ability to expand the market and improve area image. Links should be developed between parks, major boulevards, village streets and the waterfront to provide benefits to area residents and interesting side trips for visitors. The recreational trail system would be located on the waterfront, be accessed by surrounding residential developments and the village center through pedestrian safe crossing areas located at strategic positions along US 1. The development of this system would create an important amenity to existing residents and those new multi-family complexes justified by the market study.

Since this project has a regional appeal, project funding could largely be supported by state, county, FDOT and other sources with limited capitalization needed from the City. Some matching and study monies are included in the work program to stimulate project interest.

The trail system would have trailheads at Cape Malabar Point, the Bayfront Village/ Stearns Point and AIS Lookout Point. Trailhead design would include a limited number of parking spaces to accommodate area visitors.

Other beautification and open space recommendations include: enhancement of the northern and southern City entries on US 1 through special signs and landscaping; beautification and improvement to Bayfront Village streets later including Palm Bay Road (to better connect Harris Corporation and the west side of the City to the bayfront); and Orange Blossom Trail. The City may also wish to make landscaping and sign improvements to Conlan Boulevard in order to increase the marketability of these properties.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 12	Develop Conceptual Open Space Plan	Community Development, Planning & Parks and Recreation Dept.	Existing City Resources, Parks& Recreation, Tax Millage	\$40,000 BCRD Year 13
BRD 13	CIP Bond Projects (2006) Debt Payments	BCRA	BCRA	\$7,611,757 Years 11-26

**Open space plan may be prepared jointly by affected City departments and adopted as an amendment to the BCRD plan, City comprehensive plan and zoning ordinances (by reference).*

Long-term

After the primary open space network is in place along US 1, the community should address other connections to the corridor and other Districts, as identified in the Conceptual Open Space Plan. Primary improvements include the development of a commercially oriented streetscape program and improvement of pedestrian connections along Palm Bay Road from US 1 to Conlan Boulevard (including the realignment of the road at the FEC Railroad with a traffic circle). Other open space improvements may include the assessment of open space located between Castaway Point Park and the former Cedar Chest Lounge property. Secondary street improvements may begin. The streetscaping of Palm Bay Road, and the installation of street lights on Robert J. Conlan Boulevard can be accomplished through a future bond issue, when financially feasible, or through grants. These projects can be moved forward if other funding sources become available.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 14	Open Space Master Plan Implementation	Parks & Recreation Dept. BCRA, Growth Management Dept	Existing City Resources FDOT, grant sources CIP	To be Determined

5.2.4 Character District Improvements: Riverview District

Short-term

The Riverview properties are highly underutilized and probably the most subject to change. Given the current disposition of many of the area’s properties, it is recommended that the BCRA support the redevelopment of the Sun Center and adjacent vacant industrial properties.

The City and BCRA should team up with the FDOT to create US 1 highway improvements north of Conlan Boulevard which meet the intent of the conceptual open space master plan. Improvements may include median beautification, development of the beginning of the northern pedestrian network and discussing development of the retention facility as a park and northern trail node. Ultimately the area will become a beautiful and multi-functional riverfront boulevard lined with riverside pedestrian/bicycle facilities supported by higher intensity residential and mixed land uses. However, the City and BCRA should set the stage for redevelopment by pursuing land use and zoning changes to support the ultimate plan. With City/BCRD intervention and some property assembly, the corridor contains marketable residential/mixed-use waterfront real estate. The City shall pursue parcel purchase and aggregation to facilitate redevelopment as multi-family residential mixed use.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
RV 1	City Signage Gateway Icons	Community	City and Sponsors	\$41,000 BCRD Year 14
RV 2	Services for small area study	Community	BCRA, City Planning	In House

Long-term

Agencies should still be in property aggregation stages and begin to evaluate feasibility of new mixed-use housing projects. This evaluation will take the form of a small area study that identifies the highest and best use for these underutilized lands in accordance with the initiatives set forth in this plan.

Implement trail connections from Conlan Boulevard in Riverview to Bayfront Village by building on the recreational amenities developed in Bayfront Village. These trail connections will help tie these Character Districts together by providing improved bicycle and pedestrian access. A much longer-term initiative will be to provide trail connections to the City of Melbourne.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
RV 3	Riverview Train Design	BCRA, City, Parks	BCRA, City	\$35,000 BCRD Year 13
RV 4	Riverview Trail System Construction	BCRA, City, Parks	BCRA, City	\$850,000 BCRD Years 14-15

5.2.5 Character District Improvements: South Cove

Short-term

South Cove is already positioned to become a major multi-family residential hub. The District has few sites large enough to accommodate the present market demand. The redevelopment agency should concentrate its efforts in assisting developers in acquiring large enough tracts of land to support this type of development. Specific properties to be targeted include vacant lands along U.S. 1 south of Port Malabar Plaza and the properties north of Gran Avenue on Cape Malabar. All new projects should be required to provide sidewalks on the west side of U.S. 1 and develop links to the open space network.

If open space funds are limited in early years, the plan recommends continued focus on CIP monies for development of the trail network, median and pedestrian crossing improvements in the South Cove should be developed first as there are enough residential units to support its use and construction.

As properties in this District become redeveloped, it then becomes important to reevaluate the current commercial use at the northwest corner of US 1 and Port Malabar Road, once a successful strip commercial center that has failed and been razed. It is evident the initial use of the property may not have been market supported and, thus, the project failed for its intended use. In order to assist in the redevelopment of the property the plan recommends the redevelopment agency, City and property owners jointly undertake a feasibility analysis of the property to determine a market supported use that is in concert with the goal for the District.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 3	Property Development Incentives	Community Development	Land Acquisition Authority/ BCRA	\$50,000 Annual
SC1	City Signage Gateway Icons	Community	City and Sponsors	\$41,000 BCRD Year 14
SC 2	Trail Design	BCRA, City	BCRA, City Parks	\$35,000 BCRD Year 13

Long-term

South Cove should be in the process of implementing the open space network and developers would be on line for new residential projects. Staff should be in search of and continue to support of redevelopment opportunities.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
BRD 3	Property Development Incentives	Community Development	Land Acquisition Authority/ BCRA	\$50,000 Annual
SC 3	Trail System Construction	Community Development Planning & Parks Division	FDOT Funds, City, BCRA Funds dedicated Mileage	Estimates to be determined in Open Space Master Plan

5.2.6 Character District Improvements: Powell's Subdivision/Driskell Heights

Short-term

This area is characterized as a low-income area, which has a large amount of deteriorated housing stock and poorly developed infrastructure.

Initiatives include the development of an array of publicly supported incentives to encourage property redevelopment; development of a neighborhood non-profit organization with a mission to further stabilize the area, promote redevelopment; run the Evan's market community center, and reinvestment and continuation of the use of state and federal grants for neighborhood improvements. The City should continue to use CDBG funds to finance area projects.



Long-term

The City and BCRA shall support continuing stabilization of the neighborhood according to the objectives outlined in the Character District.

5.2.7 Character District Improvements: Kirby Industrial Area

Short-term

The Kirby Industrial Area offers the District great opportunities for tax increment revenue generation through new development. Redevelopment activities in this area should be pursued concurrently with those of the South Cove District.

Long-term

The Kirby Industrial Area should be in the process of infrastructure upgrades and be experiencing new development. This may require ongoing marketing support in order to achieve maximum buildout potential.

<i>Key</i>	<i>Project Name</i>	<i>Responsibility</i>	<i>Anticipated Funding Source</i>	<i>Project Cost</i>
KI 2	Marketing (Kirby Industrial Park)	BCRA	City and Brevard County	\$5,000 BCRD Years 14-16, 19-21
KI 3	Palm Bay Road Streetscape	BCRA	Grants, Bond	\$406,000 Design, BCRD Year 11 \$7.8 million Construction, BCRD Years 17-18

6.0 The Financial Plan

6.1 Tax Increment Revenue Forecast

Applying the appropriate millage rates to the incremental growth in the total taxable value for the BCRD results in the gross tax increment revenue attributable to the BCRA; however, the state places a statutory limit in the revenue actually available to the BCRA. By Florida law, the maximum revenue actually available to the BCRA is equal to 95 percent of the calculated tax increment revenue.

The procedure for calculating the tax increment revenue available to the BCRA is summarized as follows:

1. Total BCRA assessed value LESS exemptions/exclusions = total BCRA taxable value.
2. Total BCRA taxable value LESS total base year taxable value = total tax increment base.
3. Total tax increment base TIMES appropriate general millage rates = gross tax increment revenue.
4. Gross tax increment revenue TIMES 0.95 = tax increment revenue available to BCRA. Once again, this 95% adjustment factor presumes maximum participation in the BCRA program by both the City and the County.

The TIF analysis and forecast provided in Figure 8 below reflects the effects of the current economic downturn, and assumes a future growth rate in tax increment revenues of 2.0 percent. This reasonable estimate yields an overall average of expected TIF income of \$1.2 million per year.

Figure 8: Estimated Future TIF Collections

Bayfront CRA

Figure 8 Estimated Future TIF Collections, October 30, 2009

FYE	Total Taxable Value	Base Year Taxable Value	Subject to Tax Increment Financing	Brevard County Millage	City of Palm Bay Millage	Total TIF Revenue Generated
2009	\$ 244,443,510	\$ 100,372,760	\$ 144,070,750	\$ 509,050	\$ 725,396	\$ 1,234,446
2010	213,551,710	100,372,760	113,178,950	399,899	569,856	969,755
2011	217,822,744	100,372,760	117,449,984	414,990	591,361	1,006,351
2012	222,179,199	100,372,760	121,806,439	430,383	613,295	1,043,678
2013	226,622,783	100,372,760	126,250,023	446,084	635,669	1,081,752
2014	231,155,239	100,372,760	130,782,479	462,098	658,490	1,120,588
2015	235,778,344	100,372,760	135,405,584	478,433	681,767	1,160,200
2016	240,493,910	100,372,760	140,121,150	495,095	705,510	1,200,605
2017	245,303,789	100,372,760	144,931,029	512,090	729,728	1,241,818
2018	250,209,864	100,372,760	149,837,104	529,425	754,430	1,283,855
2019	255,214,062	100,372,760	154,841,302	547,106	779,626	1,326,732
2020	260,318,343	100,372,760	159,945,583	565,141	805,326	1,370,467
2021	265,524,710	100,372,760	165,151,950	583,537	831,540	1,415,077
2022	270,835,204	100,372,760	170,462,444	602,301	858,278	1,460,579
2023	276,251,908	100,372,760	175,879,148	621,440	885,552	1,506,991
2024	281,776,946	100,372,760	181,404,186	640,962	913,370	1,554,332
Total				\$ 8,238,035	\$ 11,739,194	\$ 19,977,228
Annual Average*				\$ 514,877	\$ 733,700	\$ 1,248,577

* Future collections assume 2% annual growth rate

Prepared By: Real Estate Research Consultants, Inc. in consultation with City Finance Department

7.0 Administrative Work Program and Budget

This section outlines a recommended 16 fiscal year (2009-2024) budget and recommended sequence of projects. Appendix C presents an estimated budget for each of the Agency programs and projects described in this Plan.

The continuing use of bonds secured by tax increment revenue as a financing strategy to help implement redevelopment programs and projects is designed to spur additional private development. With successful reinvestment, the forecast of \$1.2 million average annual TIF revenue will be surpassed. Not surprisingly, it is evident that the work program set forth cannot be funded solely through tax increment funds. A variety of additional funding sources including the CIP should be pursued to support Bayfront redevelopment efforts.

Bonds issued by the BCRA should not exceed revenue projections outlined in this Plan. All bond issues are subject to approval by City Council. Tax increment revenue bonds are generally issued for physical improvements, most of which are identified in the work program. (See Appendix C, Recommended 16-Year Budget)

Another strategy to be considered for funding is that where possible, to accelerate expected redevelopment projects or improvements, it is not uncommon to use tax increment proceeds to secure debt that could run beyond the life of the agency. This is an action permitted by Chapter 163 F.S.

For general obligation bond issues, an average debt service ratio is 1.25. For tax increment debt issues it is materially higher. Considering the current economic environment, a conservative estimate is 1.75. Even at that higher ratio, the debt issue may have to be insured. At prevailing interest rates, this ratio could normally support some \$4 million in bond debt . We understand that BCRA already has about \$6 million in bonds outstanding. The estimated \$ 4 million assumes that the projected income is not required to satisfy other additional bond tests.

Additional Funding Sources

To supplement and extend the funds available through tax increment revenues, the following sources should be considered to provide financial support for the redevelopment agency:

- BCRA should consider designation through the Florida Brownfields program, thus entitling it to additional funding opportunities.
- Consider designating a portion of the BCRD through the Waterfronts Florida Program, thus joining 24 other Florida Communities and entitling the BCRA of up to \$25,000 per year (temporary) to assist with funding for the Bayfront Village Master planning effort.

- The City of Palm Bay may be an appropriate source of funds for a variety of Bayfront District capital improvement projects and redevelopment programs, especially those that increase employment, housing and recreational opportunities for all City residents. Also, the City may be a logical source to fund the administrative positions of redevelopment director and public information officer.
- Brevard County may be an appropriate source of funding for programs and projects that have strong connection to residents and visitors of the county as a whole.
- The Florida Department of Transportation has a number of programs that could contribute funding for redevelopment efforts involving state highways. These include the Highway Beautification Grants Program, the Highway Safety Grants Program, the Local Government Cooperative Assistance Program and the Adopt-a-Highway Program.
- The St. Johns River Water Management District provides technical assistance and matching grants for projects that involve water-related technical investigations, innovative stormwater utility design, master planning and management activities or water resource education partnerships.
- Both The Florida Department of Environmental Protection and the Florida Coastal Management Program can provide financial assistance for public outdoor recreational facilities via the Land and Water Conservation Fund Program.
- The Florida Department of Agriculture and Consumer Services' Florida Small Business Administration Tree Planting Program and the Urban and Community Forestry Matching Grant Program offer financial support for tree planting and urban forestry.
- Tourist Development Council

Many of the sources listed above can provide technical support, such as expert advice, training or intern staffing, for redevelopment initiatives. This technical support can have a monetary value if used in place of paid support services.

In addition to these public sources, the agency should investigate funding opportunities involving the private sector. These opportunities may include corporate sponsorships, donations, and community involvement projects sponsored by local organizations and fundraising events or activities.

8.0 Management and Administration Strategies

8.1 Private/Public Partnerships

The CRA cannot be implemented without the participation of the private sector. The role of the private sector is to evaluate the effectiveness of an investment risk and pursue development opportunities. Initial projects in Palm Bay may require joint public private partnerships to make projects profitable enough to attract the development community.

8.2 Bayfront Community Redevelopment Agency Role

The BCRA's role is to stimulate redevelopment and improve community image through actions outlined in the redevelopment plan. The Bayfront CRA will exercise the powers conferred by statute to take action within the BCRD that shall result in economic revitalization consistent with the intentions of the Plan.

8.3 City of Palm Bay

The City shall provide staff support to the program. As the District matures, addition of an executive director shall be considered.

8.4 Other Governmental Agencies

Initially in the Plan there is a high reliance on outside sources of funding for major infrastructure projects. Some sources of funding may include the Tourist Development Council (TDC), State of Florida, Brevard County, St. Johns Water Management District, and others.

8.5 Non-Profits

Non-profit organizations may be utilized to realize the objectives outlined in the plan. Some potential projects for non-profits include: beautification, safety/neighborhood watch and business advocacy (including marketing, special events and promotions).

8.6 Administration

The state of Florida through Chapter 163 allows the creation of a CRA Board to oversee redevelopment activities within the redevelopment area. The City of Palm Bay through ordinance #2000-39 has designated an appointed commission as the CRA Board.

8.7 The Redevelopment Trust Fund

When the BCRD Plan was adopted, the City of Palm Bay established the redevelopment trust fund by adopting an appropriate ordinance. The trust fund contributes to tax increment money, grants, gifts or profit generated by redevelopment activities. The fund shall remain in place until all indebtedness resulting from redevelopment activities is paid.

8.8 Relocation Procedures

If the relocation of residents or businesses is required as a result of the redevelopment activities, the agency must accept responsibility for providing financial assistance to minimize hardship to those being displaced. The agency shall generally follow those policies and procedures established by the Federal Department of Housing and Urban Development, which include:

- 1. Provide adequate notification to affected parties regarding acquisition, as well as benefits available to them.
- 2. Provide assistance as necessary to secure comparable accommodations that are decent, safe, sanitary and the same general vicinity.
- 3. Provide comparable replacement facilities, available to all, regardless of their race, color, religion, sex or national origin.
- 4. Provide fair and reasonable financial compensation to those displaced.

9.0 Plan Adoption, Duration, Modification and Consistency

In 1994, the BCRD was determined to be an area of slum and blight, and in 1999 the Plan was adopted according to Florida Statutes, including review by the City of Palm Bay’s local planning agency to ensure the Plan’s consistency with the City’s adopted comprehensive plan. In 2009, conditions of slum and blight were again observed and documented (see Appendix A. Field Inventory and Analysis.) The Plan is in conformance with Florida Statutes, Sections, 163.160, 163.161, and 163.162, F.S.

The redevelopment authority, rights and responsibilities delegated to the City of Palm Bay by Brevard County shall be effective for a period of twenty-five (25) years from the date of the establishment of the CRA, unless otherwise authorized by the county to renew for an additional five (5) year period (with the approval of the City and County Commissions) and the redevelopment trust fund. The Bayfront Redevelopment Plan establishes a 25-year framework for comprehensive area-wide redevelopment through the year 2024.

The redevelopment plan may be modified in a manner consistent with the applicable law and in accordance with the Community Redevelopment Act.

The Bayfront Community Redevelopment District Plan remains consistent with the City’s Comprehensive Plan. It is compatible with other applicable plans such as the Comprehensive Maritime Management Master Plan for Brevard County, the Brevard County Mooring Field Site Suitability Analysis, and the Indian River Lagoon Comprehensive Conservation and Management Plan.

10.0 Redevelopment Powers

Chapter 163, Part III, of the Florida Statutes addresses and identifies the powers, responsibilities and duties of the community redevelopment agency. Prior to approval of a community redevelopment plan, the powers of the BCRA are limited to approval of the community redevelopment plan itself. Absent delegation to other bodies, the power to perform the following redevelopment-related activities is vested in the Brevard County Commission.

- Designate areas as slum or blighted areas for redevelopment including holding public hearings.
- Grant final approval of the community redevelopment plan.
- Authorize the issuance of revenue bonds with the City Council's concurrence.
- Approve the acquisition, demolition, removal or disposal of property.
- Establish the Community Redevelopment Trust Fund.

Brevard County has an adopted home-rule charter; therefore any redevelopment powers reside with the county commission. However, the county chose to confer power to the Palm Bay City Council that identifies the specific responsibilities to be transferred. The county has placed conditions on the conferral of redevelopment powers, namely that:

- The BCRA sunset 25 years after inception unless otherwise granted a 5 year extension by the county,
- Administrative expenditures be limited to 25 percent of the total budget, and
- The County Commission retain authority, with proven non-performance by the BCRA, to intervene at any time to take over the organization.

Once the plan has been adopted, the following powers, duties and responsibilities may be delegated to the Bayfront Community Redevelopment Agency to execute this redevelopment plan.

- Make and execute contracts for redevelopment purposes.
- Distribute community redevelopment information.
- Undertake construction, improvement or reconstruction projects.
- Implement voluntary or compulsory rehabilitation and repair programs.
- Apply for and accept advances, grants, loans, contributions and other forms of financial assistance.
- Make or have made all plans and surveys necessary to implement redevelopment projects and programs as specified in the plan.
- Issue revenue bonds, upon authorization by resolution of the governing body.

- Prepare plans and assist with relocation of persons due to redevelopment activities.
- Enter into agreements with the housing authority.
- Inspect, appraise and perform surveys, soundings and test borings.
- Acquire real property by purchase, lease, option, gift, grant, bequest or other device.
- Insure real property held by the agency.
- Mortgage, pledge, hypothecate or otherwise encumber real property held by the agency.
- Dispose of property acquired at or below fair market value.
- Invest any community redevelopment agency funds held in reserve or otherwise not required for immediate expenditure.
- Direct the operations and administration of the community redevelopment agency.

The City council retains the following redevelopment powers, duties and responsibilities to be exercised upon recommendation of the Bayfront Community Redevelopment Agency.

- Make building regulation exceptions.
- Zone or rezone within the area.
- Close, vacate, plan or replan streets, roads, sidewalks, ways or other places as specified by the plan.
- Exercise the power of eminent domain.
- Construction foundations or platforms for affordable housing air rights sites.
- Borrow money or authorize the borrowing of money.
- Enforce policing powers, i.e. zoning.

The coordinated exercising of these various powers by the community redevelopment agency and the City allow for the redevelopment of this special area according to the vision, goals and objectives outlined in this plan.

11.0 Project Closeout

Following implementation of public and private responsibilities included in the redevelopment plan and retirement of all bonds issued to pay for public improvements, the redevelopment agency and its responsibilities shall cease to exist.

Sources Consulted

- City of Palm Bay economic development planning.
- Fishkind & Associates, Inc. prepared for The City of Palm Bay. “Draft: US 1 Bayfront Corridor: Retail Market Analysis.” May 1, 2007.
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- US Environmental Protection Agency (In partnership with the US National Oceanic and Atmospheric Administration, Rhode Island Sea Grant, and the International City/County Management Association) Smart Growth for Coastal and Waterfront Communities. <http://coastalsmartgrowth.noaa.gov/>
- ICF International, Integrating Context Sensitive Solutions into Transportation Practice, Guide. June 30, 2009.
- Indian River Lagoon National Estuary Program, Indian River Lagoon Comprehensive Conservation and Management Plan, November 1996.
- Housing and Neighborhood Development Community Survey, 2009.

Additional Agency Sources:

Brevard County Natural Resources Management Office
Brevard County Property Appraiser
Florida Inland Navigation District
Friends of Turkey Creek
Palm Bay Chamber of Commerce
St. Johns Water Management District
Space Coast Transportation Planning Organization