



Downtown Cocoa Beach Community Redevelopment Plan

Volume I

Prepared for:

Downtown Cocoa Beach Community Redevelopment Agency

City of Cocoa Beach, Florida

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Cocoa Beach, Florida 32931

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Commissioner: Kenneth Griffin
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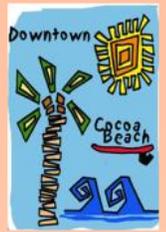
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**A special thanks to the citizens of the City of Cocoa Beach who
participated in the process to develop this Plan.**

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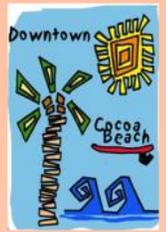
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## TABLE OF ACRONYMS

|        |                                                     |
|--------|-----------------------------------------------------|
| BMPs   | Best Management Practices                           |
| BSA    | Blight Study Area                                   |
| CN     | Neighborhood Commercial                             |
| CRA    | Community Redevelopment Agency                      |
| DCBCRA | Downtown Cocoa Beach Community Redevelopment Agency |
| EDC    | Economic Development Commission                     |
| FAR    | Floor Area Ratio                                    |
| FDEP   | Florida Department of Environmental Protection      |
| FDOT   | Florida Department of Transportation                |
| FLUM   | Future Land Use Map                                 |
| IRB    | Industrial Revenue Bonds                            |
| LID    | Low Impact Design                                   |
| RFP    | Request for Proposal                                |
| TDC    | Tourist Development Commission                      |
| TIF    | Tax Increment Financing                             |
| TMDL   | Total Maximum Daily Load                            |
| TPO    | Transportation Planning Organization                |



# Executive Summary



Cocoa Beach has a rich and storied history. Launched from the dreams of space pioneers, City growth has ebbed and flowed like tides along its six miles of beach front. Its history and physical amenities make Cocoa Beach visited by millions each year and home to 12,000 permanent residents. That dichotomy can often result in conflicts, and those conflicts stalled the launching of comprehensive redevelopment effort. Redevelopment by its very nature is about 'change'. It's the public sector recognizing that there are problems, and taking steps to fix them in order to preserve the greatness that makes each community unique.

To create a Community Redevelopment Agency (CRA) and area, the City has vetted the vision, reviewed the various components of the plan, and established findings. This redevelopment process started with a locally based referendum. The ballot question, in reference to establishing a downtown CRA, was passed by the City's electorate on January 29, 2008.

The City Commission adopted a Findings of Necessity report that stated:

*"This report studies and evaluates the existing physical characteristics and support infrastructure of the Downtown Area and its ability to generate economic return and local tax revenues. As a general matter, this area and its resources are in a state of physical decline, underutilized, or improperly deployed, limiting the City's ability to maximize the economic potential of this area. This report documents that at least six conditions of blight exist in the Downtown Area which may be considered a detriment to Cocoa Beach's Downtown longer-term vitality and sustainability. These conditions are:*

- *Predominance of defective or inadequate street layout;*
- *Faulty layout in relation to size, adequacy, accessibility and usefulness;*
- *Unsanitary or unsafe conditions;*
- *Deterioration of site or other improvements;*
- *Inadequate and outdated building patterns; and,*
- *A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the municipality.*

*The Report provides the necessary data and analysis for adoption of a Finding of Necessity Resolution that finds conditions in the Study Area meet the criteria of the Redevelopment Act, that the area is considered blighted, and the rehabilitation, conservation, or redevelopment of the Study Area is necessary in the interest of the public health, safety, morals, or welfare of the residents of the City of Cocoa Beach."*

Source: Findings of Necessity Report, adopted August 20, 2009, City Commission Resolution No. 2009-20

On November 19, 2009, the City Commission adopted Resolution No. 2009-28, establishing the Downtown Cocoa Beach Community Redevelopment Agency (DCBCRA) and identifying an approximate 237 acre (0.37 square mile) downtown Redevelopment Area. The area is a mix of residential, commercial, institutional, government, and recreational uses within a relatively compact area — affording residents and visitors alike the opportunity to experience a quaint but vibrant oceanfront village.



## Executive Summary

The City embarked on creating solutions. Based on a previous Downtown Sector Plan, the City developed a Vision Plan for the downtown area. The Vision Plan was constructed from broad public opinion. That Vision Plan states:

*"Why does Downtown Cocoa Beach need a Redevelopment Plan? Why now? Cocoa Beach has so much potential which hasn't been realized. Its Downtown is quiet and desolate with few people to frequent businesses and take advantage of the beaches. This economic downturn provides an unusual opportunity for new investment and new ideas. Historically, each recession has cultivated innovative products, processes, and systems which have propelled our way of living, thinking, and doing business from the industrial era of the 1870s to consumerism, convenience goods, suburbanization, and transportation infrastructure which grew out of the 1920s Depression era. (Richard Florida, the Great Reset). Cocoa Beach and the space program have been an integral part of this growth and continue to attract innovative and creative thinkers. But Cocoa Beach has not invested in its downtown's infrastructure, buildings, and amenities until now. The timing to establish the base year for TIF revenue with this year's property values will be extremely beneficial to the Downtown CRA and its objective to eliminate the slum and blight conditions identified in the Finding of Necessity Report for City of Cocoa Beach Downtown Area CRA. And because Cocoa Beach is very much untouched and uncluttered there is exciting potential to shape the public realm and reinforce Downtown's image with a new vision.*

*The community is interested in creating a stronger identity for Downtown which was expressed during several community meetings and workshops. The sentiment is that Downtown is not perceived as a destination and has become a magnet for public drinking and a parking lot for the beach. There is a shared concern that these visitors are not helping Downtown's image and both residents and businesses support a new vision. While some believe infrastructure improvements should be a priority, others envision a better mix of uses, and still others focus on policy and code enforcement to create the right environment for improvements."*

To that end, the City sought a dynamic comprehensive strategy and approach to retain and enhance the sustainable community that is Cocoa Beach. This Redevelopment Plan is the primary trigger of this sustainable effort, providing guidance to retain the City's history, and revive its vibrancy and economic vitality in the downtown area and region for this millennium and beyond. The Redevelopment Plan's strategies support the City's character and expectations found in the Preamble to the City of Cocoa Beach Charter, being:

*"Its government shall use this Charter to further the interest of all citizens of Cocoa Beach in the establishment of a low-density residential and **family-oriented resort community** with paramount consideration given to the health, safety, welfare, comfort, and quality of life for all its citizens."*

### **Format of this Redevelopment Plan**

The Redevelopment Plan is divided into several volumes: Volume I is "The Redevelopment Plan"; Volume II is the Lambert Market Study and Zyscovich Architects Vision Plan; Volumes III and IV are the Stormwater Master Plan. The Redevelopment Plan itself is divided into chapters providing discussion and means to address the existing conditions and other issues that are part of a unified downtown Cocoa Beach redevelopment effort as follows:

#### **CHAPTER 1 INTRODUCTION**

Chapter 1 describes the City's history, location, regional context and process for starting the redevelopment program. With the end of the Apollo space program in the early 1970's, the City's development pattern, not unlike that of the entire Central Florida region, was more suburban than urban. This newer suburban and sprawl pattern of development resulted in the City's historic downtown to remain as it was in the late 50's and early 60's. The old

# Executive Summary



downtown remains a viable part of the City's economy, but given its age and competitive assault from newer commercial developments in the area, the downtown can be described as stagnant. This condition requires action by the City to arrest those blighting conditions, promote economic development, allow for sound growth and development, while retaining the historic nature of the downtown and re-ignite the vibrant flavor that is uniquely downtown Cocoa Beach. To that end, the City's redevelopment efforts can be seen as "Resurgence to Prosperity". Redevelopment of the City's historic downtown area has been a focus of the City Commission beginning in the 1990's. A summary of the City's redevelopment efforts leading to the creation of this Redevelopment Plan is summarized in this Chapter. The location map and legal description are included therein.

## **CHAPTER 2 EXISTING CONDITIONS**

This section catalogs the issues identified from the visioning studies, summarizes the findings of necessity, identifies the City's place in the economic market, and sets the predicate for determining and undertaking the projects outlined in the Redevelopment Plan. Clearly, there are very visible signs of aging structures, deteriorating infrastructure, a road network that has contributed to economic decline, and a surplus of undeveloped land and underutilized land uses system that has contributed to reducing the vitality potential of the City's downtown. The City itself is almost 100% built out, and most of the existing vacant or developed lots could not be developed today under today's code requirements. Government intervention is needed to address these conditions and provide relief.

Therefore, the predicate is established to:

1. Embark on a redevelopment program to eliminate conditions impeding Cocoa Beach's sustainability and economic vitality;
2. Undertake projects to reposition the City in the marketplace;
3. Promote mixed uses to provide additional support to existing and new business and land development; and,
4. Promote Cocoa Beach as the major jewel in the Brevard County crown.

## **CHAPTER 3 VISION, MISSION, AND PHILOSOPHIES**

This Chapter describes the City's vision as identified by the City and its stakeholders in the Downtown Vision Plan prepared by Zyscovich Architects, and outlines specific broad based policies for guiding redevelopment actions and decisions. The Vision Plan states:

***"The Downtown Cocoa Beach CRA is in a strong position to implement the plans for redevelopment. The key question is: how can Downtown create a stronger identity and image which capitalizes on its history as the birthplace of the space program, its current draw for surfing and ecotourism, and residential community without compromising the resident's quality of life?"***

Through this Vision Plan statement, the DCBCRA establishes their desired future through a set of words that are embraced by the community. A common theme arose from the visioning process which were used to create redevelopment targets.

## **CHAPTER 4 THE PLAN**

To implement the City's vision for the Downtown and the broad based strategies outlined in Chapter 3, "The Plan" Chapter identifies targeted actions or potential solutions to remedy blight and arrest further deterioration of the physical, social and economic environment that comprises the whole of Cocoa Beach. It provides several capital (or construction) and non-capital (or non-construction) elements that become the strategies for implementation. All of the recommendations from the Lambert Market Assessment and the Vision Plan are included herein verbatim. The concepts and maps are all sourced to Zyscovich Architects, unless otherwise noted.



## *Executive Summary*

The complete Vision Plan and Lambert Market Assessment can be found in Volume II of the Redevelopment Plan.

This Plan is organized around three distinct opportunities and strategies:

1. Broad reaching strategies (many shown in Chapter 3) that give the overall desired outcome, from which will stem many actions enabled by this plan, but perhaps not articulated herein;
2. Capital or physical improvements to be undertaken by the CRA in order to show that they are willing to take a risk and invest in our community, invoking a sense of place and pride, and thus inviting the private sector to take a risk in the area and invest as well; and,
3. Non-capital actions, strategies, efforts, or improvements that involve operations, administration, management, marketing, community policing, regulatory, financial, or other actions that create a whole program of redevelopment.

It takes a certain *mix* of uses, with the right *massing* of people and buildings, to create the great *mesh* of activities, places, and people necessary for success. Emphasis is placed on creating development incentives, including waivers or bonuses, creating the desired public and civic spaces, and re-orienting special events to focus attention on the City's strengths. Promoting the Atlantic Ocean beach, the Banana River Aquatic Preserve, and eco-tourism are also important strategies for downtown redevelopment. These actions specifically seek to bring people and attention back to the historic center of Cocoa Beach. As the economic conditions improve, promoting residential and commercial projects near the core will create the "mix, mass and mesh" needed to stimulate commercial revitalization.

### **CHAPTER 5 FINANCIAL MATTERS**

Redevelopment areas exist because they suffer from a lack of public and private investment. They are generally degraded physically, socially, and economically. A redevelopment district demonstrates the public sector's willingness to take actions to halt degradation and plan projects to stimulate private sector investment. A CRA, through a public investment, is creating an environment in the redevelopment area where the private sector can determine that there will be a return on that investment or at worst, there will not be a loss of investment. It requires a partnership between the public and private sectors. Therefore, financial incentives are integral to the success of a CRA.

Financial planning for redevelopment within a constrained economy will create difficulties in making Tax Increment Financing (TIF) projections or general financing and planning for the DCBCRA revenues and expenditures. However, to provide a basis for understanding capital capacity, this section is critical to giving the City, County, the DCBCRA, and stakeholders a guide for managing financial matters and project scheduling. Separate sections are devoted to the project cost estimates and proposed project time frames. This section provides insight into funding options, sources and projections.

### **CHAPTER 6 LEGAL, REGULATORY, AND STATUTORY COMPONENTS**

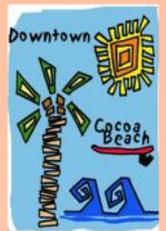
This Chapter details compliance with Chapter 163 Part III, governing redevelopment programs in the State of Florida.

### **CHAPTER 7 CONCLUSIONS AND RECOMMENDATIONS**

This Chapter summarizes the salient parts of the plan.

# Chapter 1

## Introduction

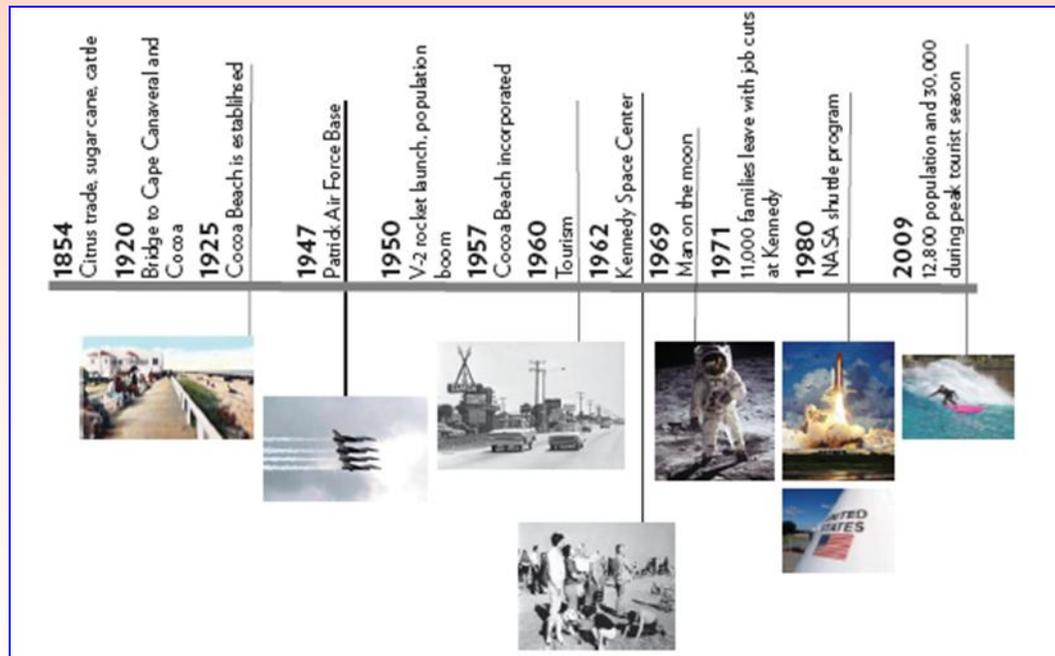


The City of Cocoa Beach is an East Central Florida coastal community approximately six miles from north to south, located on the Cape Canaveral Peninsula in Brevard County, Florida. This coastal peninsula lies between the Banana River and the Atlantic Ocean, and Cocoa Beach is approximately 60 miles east of the City of Orlando.

The Kennedy Space Center and the Cape Canaveral Air Force Station are located north and northwest of the City. Immediately south of the City is Patrick Air Force Base. Cocoa Beach was established as the Town of Cocoa Beach on June 5, 1925, and it was incorporated as the City of Cocoa Beach on June 29, 1957. The timeline presented in Figure 1-1, captures the City's rich historical progression.

Predominately a resort community in its early years, the "Space Race" of the late 1950's and 1960's brought the town to prominence. The original downtown area, centered at the intersection of Minutemen Causeway and Atlantic Avenue, was the place to be for anyone involved in the space program. The downtown served as the City's citizens' and visitors' commercial hub and social destination throughout the 1960's.

With the end of the Apollo space program in the early 1970's, the City's development pattern, not unlike that of the entire Central Florida region, was more suburban than urban. This newer suburban and sprawl pattern of development resulted in the City's historic downtown to remain as it was in the



late 50's and early 60's. The old downtown remains a viable part of the City's economy, but given its age and competitive assault from newer commercial developments in the area, the downtown can be described as stagnant. This condition requires action by the City to arrest those blighting conditions, promote economic development, allow for sound growth and development, while retaining the historic nature of the downtown and re-ignite the vibrant flavor that is uniquely downtown Cocoa Beach. To that end, the City's redevelopment efforts can be seen as a "Resurgence to Prosperity".

### Regional Context

Downtown Cocoa Beach is strategically located in the center of the Space Coast, within 13 miles of several regional, recreational, and entertainment attractions, and points of interest including the Kennedy Space Center, Ron Jon's Surf Shop, the Cocoa Beach Fishing Pier, Cocoa Village, the Merritt Island National Wildlife Refuge, the Atlantic Ocean,

**Figure 1-1 – Historical Timeline**



# Chapter 1

## Introduction

the Banana River Aquatic Preserve, the Thousand Islands, and the Canaveral National Seashore. Location means everything when articulating a redevelopment program. Understanding that location and the City's place in the marketplace gives credence to the vision and actions outlined in this Redevelopment Plan.

### **History of Redevelopment in Cocoa Beach**

Redevelopment of the City's historic downtown area has been a focus of the City Commission beginning in the 1990's. The City's redevelopment efforts leading to the creation of this Redevelopment Plan can be summarized as:

1. In the mid 1990's, the City commissioned the Cocoa Beach Redevelopment Vision Plan, which was prepared by the firm of Wallace Roberts & Todd. The final version of this document was dated "Accepted 1/21/1999 Final" and "Technical Corrections 6/1/1999". By reference, the applicable components of that 1999 plan are made a part of this Redevelopment Plan.
2. Following a City Charter referendum on 5-18-1999, the City Commission adopted Resolution No. 99-12 which added to the City Charter the following provisions regarding Community Redevelopment Agencies: "The City of Cocoa Beach shall not establish or retain a Community Redevelopment Agency as defined by Florida Statute without obtaining the approval of a majority of the qualified voters casting ballots in a referendum."
3. Following attempts in 2002 and 2003 to enable (in the City's Comprehensive Plan) redevelopment planning for the downtown area, the City Commission in 2004 adopted Ordinance No. 1376 which created City Comprehensive Plan Objective I.15, which directed the Development of a Sector/Area Plan for the Downtown Area.
4. A Downtown Sector/Area Plan was developed in 2005 and 2006, and accepted by the City Commission on August 17, 2006. Discussion in developing that Sector/Area Plan included potential creation of a Community Redevelopment Agency (CRA).
5. The City Commission discussed creation of a CRA at a workshop on March 28, 2006, and on October 5, 2006, directed the preparation of a plan for the creation of a CRA in the downtown area. Creation of a CRA in Florida is pursuant to Chapter 163, Part III, Florida Statutes, known as the "Community Redevelopment Act of 1969."
6. Working Draft of a Downtown Cocoa Beach Preliminary Finding of Necessity Report was presented to the City Commission on March 1, 2007. Final Preliminary Finding of Necessity Report, 3rd Draft, was dated May 2007.
7. On September 6, 2007, the City Commission adopted Resolution 2007-22, pursuant to City Charter Section 6.06, which created ballot language for the purpose of the citizens' authorizing the establishment of a CRA.
8. The ballot question, in reference to establishing a CRA in the downtown area, was passed by the City's electorate on January 29, 2008.
9. With the ballot question having been approved, on April 3, 2008, the City Commission adopted Resolution No. 2008-13 requesting Brevard County to delegate to the City Commission the powers to create a Downtown Cocoa Beach CRA.
10. The Board of County Commissioners adopted their Resolution 08-128 on May 29, 2008, authorizing the City Commission to create a Downtown Cocoa Beach CRA.
11. With this delegation of authority by the County to the City, the City Commission directs that steps be taken to determine the need for a Downtown CRA. With this direction, City staff prepares a 'Finding of Necessity' — a required step (§163.355, Florida Statutes) in the possible creation of a CRA.

# Chapter 1

## Introduction



12. On August 20, 2009, the City Commission adopted Resolution No. 2009-20, finding the need for a CRA given the City's July, 2009 Finding of Necessity Report documented that at least six conditions of blight exist in the downtown area which may be considered a detriment to downtown Cocoa Beach's long-term vitality and sustainability. These conditions are:
  - Predominance of defective or inadequate street layout;
  - Faulty parcel/lot layout in relation to size, adequacy, accessibility and usefulness;
  - Unsanitary or unsafe conditions;
  - Deterioration of site or other improvements;
  - Inadequate and outdated building patterns; and,
  - A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the municipality.
13. A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the municipality. On November 19, 2009, the City Commission adopted Resolution No. 2009-28, establishing the Downtown Cocoa Beach Community Redevelopment Agency (DCBCRA), identifying the Redevelopment Area as that which is identified in Map 1-1, and directed that a comprehensive community redevelopment plan shall be completed under the auspices of the DCBCRA and approved by its Board. (The legal description of the Redevelopment Area is shown in Exhibit 1-1).



**Map 1-1 – CRA Boundary**  
**Source: Zyscovich Vision Plan**



# Chapter 1

## Introduction

### **The Plan's Purpose**

The DCBCRA was created to provide a tool to change the course of Cocoa Beach's future from blighted and deteriorating, to one of economic vitality and sustainability. Therefore, the stated purpose of the Redevelopment Plan is to help the DCBCRA to plan, fund and implement programs, projects, and activities which:

- Serve to eliminate and reduce blighted conditions;
- Establish community policing to encourage compliance with established community standards and to enforce City ordinances;
- Provide and encourage the expansion of stormwater systems and improvements to infrastructure;
- Provide and support improvement of the roadway network and promote pedestrian and bicycle safe infrastructure;
- Provide and encourage improvements to parking;
- Provide and encourage improvements to landscaping and streetscape;
- Encourage and provide incentives for appropriate economic development;
- Encourage and foster the development of activities which impact our culture and the quality of life; and,
- Any and all additional programs, projects, and activities which may be identified by the DCBCRA that are consistent with this comprehensive community Redevelopment Plan.

The next Chapter will describe existing conditions in the built and natural environments, and the market and economic conditions of the City.

# Chapter 1

## Introduction



### **Exhibit 1-1 – Legal Description of Downtown Cocoa Beach Community Redevelopment Area**

Land within the City of Cocoa Beach, Brevard County, Florida more particularly described as:

That land area bounded on the north by Cocoa Isles Boulevard, on the west by Catalina Avenue, on the on the south by Fourth Street North, and on the east by North Atlantic Avenue, but excluding the Cocoa Isles Apartments Condominium as described in O.R. Book 1287, Page 96, Public Records of Brevard County, Florida, and excluding the Highland House Condominium Apartments, Phases I, II, III, and IV as described in O.R. Book 2091, Page 147, O.R. Book 2100, Page 1386, O.R. Book 2263, Page 1971, and O.R. Book 2225, Page 344, Public Records of Brevard County, Florida, and excluding the Catalina East Condominium, Phase I, as described in O.R. Book 1694, Page 467, Public Records of Brevard County, Florida; and,

TRACT 10, and part of the vacated alley east of Tract 10, Plat of Resubdivision of the Plat of Sea Crest Beach subdivision, according to the plat thereof as recorded in Plat Book 9, Page 27, Public Records of Brevard County, Florida; and,

That land area bounded on the north by Fourth Street North, on the west by Woodland Avenue, on the south by Minutemen Causeway, and on the east by the Atlantic Ocean; and,

Blocks 112, 113, 114, and 115, Seventh Addition to the Plat of Cocoa Beach subdivision, according to the plat thereof as recorded in Plat Book 11, Page 11, Public Records of Brevard County, Florida; and,

Block 115A, and any and all condominiums lying within, Eighth Addition to the Plat of Cocoa Beach subdivision, according to the plat thereof as recorded in Plat Book 11, Page 25, Public Records of Brevard County, Florida; and,

Beach Professional Condominium as described in O.R. Book 2547, Page 1601, Public Records of Brevard County, Florida; and,

Lookout Point Apartment Condominiums as described in O.R. Book 2465, Page 2175, Public Records of Brevard County, Florida; and,

Property located at 412 North 1<sup>st</sup> Street described as Part of Section 10, Township 25 South, Range 37 East, as described in O.R. Book 500, Page 624, Public Records of Brevard County, Florida; and,

Lots 1 to 13, Royal Palm Island subdivision, according to the plat thereof as recorded in Plat Book 11, Page 76, Public Records of Brevard County, Florida; and,

That land area bounded on the north by Minutemen Causeway, on the west by South Brevard Avenue, on the south by First Street South, and on the east by the Atlantic Ocean; and,

That land area bounded on the north by First Street South, on the west by South Brevard Avenue, on the south by Fifth Street South and an extension thereof west to South Brevard Avenue, and on the east by South Atlantic Avenue; and,

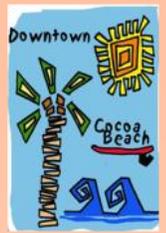
That land area bounded on the north by Fourth Street South, on the west by the Banana River Avenue, on the south by Ramp Road, and on the east by South Brevard Avenue; and,

Including any and all abutting rights of way of the above described lands.



# Chapter 2

## Existing Conditions



This Chapter will identify the issues identified from the visioning studies, summarize the Findings of Necessity, identify the City's place in the economic market, and set the predicate for determining and undertaking projects outlined in the Redevelopment Plan. Clearly, there are very visible signs of aging structures, deteriorating infrastructure, a road network that has contributed to economic decline, and a surplus of undeveloped land and underutilized land uses system that has contributed to reducing the vitality potential of the City's downtown. The City itself is almost 100% built out, and most of the existing vacant or developed lots could not be developed under today's code requirements. Government intervention is needed to address these conditions and provide relief.

### Issues

#### Findings of Necessity

Part III of Chapter 163, Florida Statutes, known as the "Community Redevelopment Act of 1969" (Redevelopment Act), provides criteria which focuses on a series of indicators that in the aggregate lead to economic, physical, or social distress. In the case of the Blight Study Area (BSA) identified in the City's Finding of Necessity Report, the physical state and the nature of the existing structures clearly have affected the physical, economic, and social environment within the BSA. Many residential buildings, and some non-residential buildings, by virtue of their age, are of unacceptable physical condition, which requires major repair or complete demolition in some cases. A number of code enforcement violations speaks to this condition. In addition, the non-residential buildings and their sites are functionally deteriorated and physically obsolete by the constraints of site, structure placement, access, and limited on-site parking.

Further, the infrastructure that serves the area is deteriorating and possibly incapable of meeting the demands of redevelopment in the downtown area. Of major emphasis for the downtown area of Cocoa Beach is the provision of §163.335(4), F.S. which provides and promotes "coastal resort and tourist areas or portions thereof which are deteriorating and economically distressed due to building density patterns, inadequate transportation and parking facilities, faulty lot layout, or inadequate street layout, could, through the means provided in this part, be revitalized and redeveloped." All of the BSA is in the coastal resort and tourist area, has a lack of adequate parking facilities, inadequate transportation, and pedestrian mobility facilities.

Of the fourteen conditions indicative of blight listed in the Redevelopment Act, analysis indicated that at least six such conditions exist in the BSA, and are retarding its immediate and longer term social, economic, and physical development. Below is a summary of the BSA.

1. *Predominance of defective or inadequate street layout.* (§163.340(8)a, F.S.)
2. *Faulty layout in relation to size, adequacy, accessibility and usefulness.* (§163.340(8)c F.S.)
3. *Unsanitary or unsafe conditions.* (§163.340(8)d, F.S.)
4. *Deterioration of site or other improvements.* (§163.340(8)e, F.S.)
5. *Inadequate and outdated building patterns.* (§163.340(8)f, F.S.)
6. *A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the municipality.* (§163.340(8)l, F.S.)



## Chapter 2 Existing Conditions

### Future Land Use and Zoning

The existing land uses, transportation systems, utilities infrastructure, and visual character of buildings and sites influence development or utilization of land based assets. Presently, zoning within the BSA is predominately commercial. Land area abutting the Atlantic Ocean north of 2nd Street North is comprised of multi-family residential condominium development. Also, land areas north of 2nd Street North which are adjacent to North Brevard Avenue and Woodland Avenue are comprised of multi-family residential development. A summary of the various land uses within this area is presented in Table 2-1. Map 2-1 shows the existing land uses. Map 2-2 shows the future land uses and Map 2-3 identifies the existing zoning classifications within the Redevelopment Area.

Created in 2008, the Downtown Overlay District organizes the downtown as 6 sub-districts and generally loosens parking requirements, encourages preserving buildings with unique character and historic significance, and encourages outdoor seating. The District also relaxes a number of setback and yard requirements. In terms of uses, transient lodging is permitted only in CG General Commercial and CT-1 Oceanfront Residential which is all east of Atlantic Avenue. In addition, while a significant amount of land is designated as commercial land use, a mixed-use designation would provide greater flexibility for redevelopment.

Map 2-1, taken from the Vision Plan, illustrates the fact that nearly a third of the land in the downtown is vacant or underutilized as surface parking. Retail and then residential make up the majority of land uses in the downtown. For the purposes of this study, existing land uses have been calculated based on the parcel size, not the building size. Vacant and underutilized land was calculated based on total land area to give a more accurate illustration of available land.

### Parking

Current parking requirements are very high for a downtown. On the small lot, redevelopment and new construction becomes prohibited. The Overlay District does allow a reduction in parking requirements by allowing non-residential land uses to reduce their parking by 75% if the parking can be accommodated with public parking facilities; however, there is often not enough to result in adequate leasable or usable building space. Joint or shared use parking is also permitted for uses within the same block which do not have the same peak parking demands. Chapter 4 addresses potential parking solutions in more detail.



**Map 2-1 – Existing Land Uses**  
**Source: Zyscovich Vision Plan**

## Chapter 2 Existing Conditions



**Table 2-1 – Redevelopment Area Acreage by Land Use**

| Type                        | Area   |           | Type                        | Area   |            |
|-----------------------------|--------|-----------|-----------------------------|--------|------------|
|                             | Vacant | Developed |                             | Vacant | Developed  |
| Vacant Residential-MF       | 0.99   |           | Other Commercial            |        | 10.43      |
| Vacant Residential-SF       | 0.69   |           | Office & Professional       |        | 11.62      |
| Vacant Condo Common         | 0.11   |           | Restaurants                 |        | 2.98       |
| Vacant Condo Land           | 0.4    |           | Financial Institutions      |        | 0.86       |
| Single Family               |        | 9.68      | Comm. – Auto related (1)    |        | 1.92       |
| Duplex as Single Family     |        | 1.57      | Night Clubs/Bars            |        | 2.17       |
| Townhouse                   |        | 0.61      | Motor Inn                   |        | 1.66       |
| Garden Apart. 1-10 units    |        | 1.08      | Light Industry/Warehousing  |        | 2.51       |
| Low Rise Apart. 10-49 units |        | 2.18      | Churches                    |        | 8.44       |
| Condominium                 |        | 25.9      | Funeral Homes               |        | 0.37       |
| Condominium – Accessory     |        | 0.07      | Clubs & Lodges              |        | 0.75       |
| 2 Res. Units-Not Attached   |        | 1.19      | Utilities                   |        | 0.69       |
| Duplex                      |        | 1.21      | Public Schools – Improved   |        | 12         |
| Triplex                     |        | 9.23      | County Land – Improved      |        | 3.05       |
| 3 to 4 Res. Units-Not Att.  |        | 3.3       | City Owned Property (2)     | -      | 10.18      |
| Quadruplex/4 units          |        | 1.13      | <b>LAND USE SUB-TOTAL</b>   | 3.67   | 148.09     |
| Multifamily – Over 4 Units  |        | 3.16      | Roads & Rights of Way (est) |        | 85         |
| Vacant Commercial           | 1.48   |           | <b>TOTAL CRA AREA</b>       |        | <b>237</b> |
| Retail Commercial           |        | 18.15     |                             |        |            |



# Chapter 2 Existing Conditions



**Map 2-2 — Future Land Use Map**  
Source: Zyscovich Vision Plan



**Map 2-3 — Zoning Map**  
Source: Zyscovich Vision Plan

## Chapter 2 Existing Conditions



### Existing Building Massing and Underutilized Conditions

Existing buildings do not maximize the current allowable development rights described in the zoning code. While the zoning allows most properties in the district to build up to four stories, the majority of buildings are one and two stories. Nearly a third of the land in the downtown is vacant or underutilized as surface parking. Figure 2-1 shows the massing as identified in the Vision Plan.

### Age of Structures

The average age of commercial structures in this area is approximately 45 years, with a majority of the commercial structures having been constructed in the late 1950's and early 1960's. Table 2-2 exhibits the age of structures. The residential areas have structures mainly constructed in the 1950's through the 1970's. Residential conversions occurred along the ocean. Due to the age of structures, many are being hindered by newer codes which require extensive retrofit to comply with today's standards. In many cases, the value of the land is worth more than the buildings. When the owners cannot afford to upgrade, the buildings languish, become nuisances, code enforcement cases, vagrant and homeless magnets, or harbor less than market rate businesses or rental income.

### Pedestrian Environment

The aesthetic condition of downtown and its level of comfort for walking is poor. Sidewalks are often neglected and connections between parcels are limited. Many of the commercial properties in the Downtown Core are separated by large and unattractive parking lots which are unpleasant for people to walk through. There are few trees and minimal landscaping with limited views to the adjacent beach and ocean. Buildings have been inconsistently maintained so there is not a uniform quality of building stock. Many of the sidewalks are interrupted by parking lots and driveways which are visually uninteresting to walk by. These conditions make downtown unappealing for walking and contribute to the slum and blighting conditions.



**Figure 2-1 – Core Area Massing Study**  
**Source: Zyscovich Vision Plan**



## Chapter 2 Existing Conditions

**Table 2-2 – Buildings Older than 40 Years Constructed Prior to 1969**

| Land Use                                                                         | Number of Properties | Acreage of Properties | Land Use                   | Number of Properties | Acreage of Properties |
|----------------------------------------------------------------------------------|----------------------|-----------------------|----------------------------|----------------------|-----------------------|
| Single Family                                                                    | 61                   | 12.27                 | Office & Professional (2)  | 62                   | 12.39                 |
| Duplex as Single Family                                                          | 2                    | 0.18                  | Restaurants                | 7                    | 1.9                   |
| Garden Apart. 1-10 units                                                         | 4                    | 1.57                  | Financial Institutions     | 1                    | 0.86                  |
| Low Rise Apart. 10-49 units                                                      | 7                    | 4.59                  | Commercial Service Shops   | 1                    | 0.17                  |
| Condominiums (1)                                                                 | 176                  | 15.42                 | Commercial – Auto related  | 3                    | 0.87                  |
| Two Res. Units-Not Attached                                                      | 3                    | 1.21                  | Night Clubs/Bars           | 5                    | 1.43                  |
| Duplex                                                                           | 48                   | 8.59                  | Light Industry/Warehousing | 1                    | 0.21                  |
| Triplex                                                                          | 17                   | 3.06                  | Churches                   | 3                    | 6.03                  |
| 3 to 4 Res. Units-Not Attached                                                   | 6                    | 2.16                  | Funeral Homes              | 1                    | 0.37                  |
| Quadruplex/4 unit                                                                | 9                    | 1.59                  | Clubs & Lodges             | 3                    | 0.75                  |
| Multifamily – Over 4 Units                                                       | 10                   | 3.21                  | Public Schools-Improved    | 1                    | 12                    |
| Retail Commercial                                                                | 35                   | 11.2                  | City Owned Property        | 4                    | 4.68                  |
| Other Commercial                                                                 | 6                    | 5.76                  | <b>TOTALS</b>              | <b>476</b>           | <b>112.47</b>         |
| NOTES:                                                                           |                      |                       |                            |                      |                       |
| (1) Number of properties is the number of condominium units over 40 years of age |                      |                       |                            |                      |                       |
| (2) Includes condominium units over 40 years of age                              |                      |                       |                            |                      |                       |

### **Circulation**

The main thoroughfares for car traffic are Atlantic and Orlando Avenues which is State Highway A1A. This state highway handles regional and local traffic at relatively high speeds, and are difficult for pedestrians and bicycles to cross. The exception is Orlando Avenue north of Minutemen Causeway which has wider sidewalks and pedestrian oriented retail. Brevard Avenue is more conducive to walking with less car traffic, however many of the sidewalks are poorly maintained or non-existent. Minutemen Causeway has a dual personality as a thoroughfare for traffic to the west, and as a local pedestrian road especially around the City Hall area. The remaining east/west streets, as well as the north/south Woodland Avenue, mostly serve local traffic. Downtown is also served by public transportation (Space Coast Area Transit) and has on-street bicycle lanes.

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**Map 2-4 – Circulation**  
**Source: Zyscovich Vision Plan**

### Open Space

In addition to the Atlantic Ocean Beach, several public parks and open space areas are located in the Redevelopment Area. These include:

1. The triangular parcel to the north is a landscape feature where Atlantic and Orlando Avenues converge. It is protected as park land, but is not conducive to pedestrian use because of its design and location at a busy intersection.
2. A park to the south is a passive space which has not been formally programmed since its recent acquisition by the City. It is currently being used for the weekly Farmer's Market and is zoned for neighborhood commercial uses.
3. At the southeastern most extent of the DCBCRA district is Ramp Road Park, providing public space and access to the "Thousand Islands" and the Banana River Aquatic Preserve.
4. At the western most extent of 4th Street South is public land owned by the Brevard County Endangered Lands Program which also provides public connection to the Islands and Preserve.
5. Also, at this southern extent of the district is the City's gym/recreation building and the Surfside Playhouse. These public spaces at the southern end of the district serve as southern anchors for the Redevelopment Area
6. An opportunity also exists to utilize the western end of Minutemen Causeway (see Streetscape Improvements in Chapter 4) as a point of public access to the Banana River — thereby allowing Minutemen Causeway within the Redevelopment Area serve as a public connection between the Banana River Aquatic Preserve and the Atlantic Ocean.

Consideration should also be given to improving some beach end streets, converting them to parking and/or improving them as inviting, safe, open spaces in order to attract more users.

### City Owned and Other Public Land

Although there is not a significant amount of publicly owned property in the downtown, the main parcels are strategically located in areas with the best opportunities for redevelopment. The City Hall site is in the center of downtown. The Post Office and Library sites are the northern anchors. Both City Hall and the northern anchors are surrounded by vacant or underdeveloped properties and provide strong anchor sites for future redevelopment. On the southern end of the district are the public anchors Ramp Road Park, the City gym/recreation building and Surfside Playhouse.



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### Undeveloped and Underutilized Land

There is a surplus of undeveloped land in the downtown — both surface parking and vacant property, but mostly surface parking lots. These undeveloped properties are easy to redevelop and should be prioritized for redevelopment in the downtown. The greatest concentration of these opportunities is in the northern section of the downtown by the Post Office and Library, and the central part of downtown within the blocks abutting Minutemen Causeway between Atlantic and Brevard Avenues.

### Mix of Uses

Allowing mixed use (residential and commercial) development within the Redevelopment Area will promote the State requirement of retaining residential use in the redevelopment area, given residential uses presently exist. To the maximum extent possible, one of the main objectives of the Redevelopment Plan is to preserve the character of the existing downtown — which includes retaining residential uses in the area. Table 2-3 shows the amount of acreage in the Redevelopment Area that is within the mixed use area, and the existing residential units in that area.

There are no subsidized housing sites in the district, nor are any planned to be constructed by the DCBCRA. The City's housing policy allows for diversity in housing styles, types, and income.

**Table 2.3 – Residential and Mixed Uses**

|                                                                         |     |
|-------------------------------------------------------------------------|-----|
| Land Use Acres in the Redevelopment Area                                | 152 |
| Acres in the Downtown Area subject of Mixed Use                         | 92  |
| Existing (2011) constructed dwelling units (DU's) in the Mixed Use Area | 630 |
| Maximum dwelling units (@ 10 units per acre) in the Mixed Use Area      | 920 |

- City/County Owned Land
- Library
- Post Office
- Schools – Education
- County/Conservation
- ROW Park



**Map 2-5 – Public Lands**  
Source: Zyscovich Vision Plan

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### Market Assessment

Lambert Advisory was engaged to provide the economic and market analysis associated with the Downtown Cocoa Beach CRA Vision Plan. As part of the vision planning process, the City of Cocoa Beach and the DCBCRA sought to establish a roadmap for short and long term redevelopment to revitalize the CRA, and particularly its downtown core, to stimulate positive change. The Downtown Cocoa Beach CRA Market Assessment is found in Volume II, and is an Appendix to this Redevelopment Plan.

Specific to the economic and market assessment, the market analysis was intended to:

1. Identify Downtown Cocoa Beach's existing economic base;
2. Identify the market potential for future redevelopment within the Downtown Cocoa Beach Redevelopment Area;
3. Identify redevelopment strategies that could act as catalysts for redevelopment in the Downtown Area; and,
4. Make recommendations and delineate next steps to be undertaken as part of the DCBCRA's redevelopment effort.

In addition, the Market Assessment provided a summary of preliminary funding strategies that the City and CRA may consider as it formulates certain tasks and budgets guiding the DCBCRA. Though the local and regional economy is still facing notable challenges (not unlike many areas throughout the State and Nation), the need to start taking immediate steps toward redevelopment is critical to ensure that the City and CRA are in a position to quickly capitalize on opportunities that arise when economic conditions once again become stronger.

The summary herein provides an overview of the major conclusions and findings resulting from research and analysis, and details recommendations as to how the CRA and the City, in conjunction with the business community, can accelerate the pace of revitalization within the Redevelopment Area through the Redevelopment Plan and Vision Plan. Interviews noted the following key issues as outlined on Page 17 of the Market Assessment:

"Given the underlying characteristics of Cocoa Beach as a beach oriented vacation destination, naturally the market is dominated by restaurants, with night clubs/bars, beachwear and surf shops making up other prevalent categories. The broader category of Eating and Drinking Places comprise more than 25 percent of all retail in Cocoa Beach and more than 44 percent of retail available in the CRA. As evident in Figure 10 below, there appears to be market niches downtown that represent potential opportunities for creating a sense of "place" oriented around art studios/galleries, health, fitness and wellness and beach/tropical-themed home furnishings. This is in relative contrast to the existing perception of retail industry representatives interviewed as part of the field research that provided various observations including:

- Cocoa Beach retail as been in decline for the past several years and leasing within the Downtown CBCRA has become increasingly difficult given common area and building conditions;
- The absence of a cohesive business community (eg. no Merchant's organization) provides an indication of the area's lack of focus and desire to improve business conditions;
- The Downtown CBCRA area has no "identity" or "way-finding" signage which has negative implications on leasing activity;
- There is limited support from the City for promoting local businesses and events; and,
- There are notable physical constraints such as: a less than desirable street environment in terms of appeal that limits the desire to walk around; limited connectivity to the beach; and on-going perception of limited and/or accessible parking.



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Importantly, highlighting the observations noted above is not intended to portray negativity among industry representatives; rather, they provide insight into some of the challenges the CRA is facing (perhaps some more obvious than others) and areas to focus on improving as part of the redevelopment effort. Therefore, the Plan entails strategies and actions to address these and other issues.”

### **Lambert Advisory Market Assessment Conclusions and Recommendations**

On October 21, 2010, Lambert Advisory presented its research, analysis, conclusions and recommendations to the DCBCRA at a Board of Commissioners Special Meeting. Following is a highlight of notable findings, conclusions and recommendations from the economic and market analysis; furthermore, these findings and recommendations address specific input provided by the Board. More detailed documentation and discussion of methodology is provided in their report.

- ***Creating A Redevelopment Plan Supported by Existing and Potential Economic Base:*** A fundamental factor to creating a viable and implementable redevelopment plan is having a clear understanding of underlying existing and potential economic demand drivers. There is no question that the Cocoa Beach resident is a primary stakeholder in, and beneficiary of, the redevelopment process. However, a viable and measurable redevelopment effort will be supported by three demand segments, including: local residents; day visitors; and, overnight visitors (refer to Section 2). While the local resident base represents a strong demographic, total population within the City is less than 12,000, with 19,000+ residents residing in a broader 10-minute drive radius from the CRA. However, there are nearly 2.1 million day visitors and 2.4 million overnight tourists that visit Brevard County annually and Cocoa Beach has historically served as a desirable destination for residents and visitors alike by providing an energetic and dynamic atmosphere. In a sense, Cocoa Beach is a unique community with multiple personalities ranging from the resident enclave of space coast executive employment to an east coast surf capital and lively beach environment. Therefore, it is important for the City/CRA to create a redevelopment plan that supports the optimal environment in which both residents and visitors can benefit. This can be accomplished through elements of the visioning and redevelopment plan that specifically address physical improvements that promote walkability, safety and sense-of-place as well as management/operational guidelines that promote security and public well-being.
- ***A Need to Enhance Downtown Cocoa Beach CRA Business Environment:*** It is clear through field research and community feedback that downtown Cocoa Beach has limited identity; for the most part, there is no sense of place. This is in large part a physical planning issue that can be mitigated in the short term with signage, way-finding and streetscape improvements. The existing business community within the CRA lacks a Merchants Association, which has been found to be an instrumental organization throughout many successful downtowns and/or business districts (refer to Section 4). Accordingly, it is encouraged that the City/CRA enhance its event programming options and streamline the event programming process which is a relatively simple way to let the community (and broader region) know that the City/CRA is supportive of business growth and committed to redevelopment.
- ***Retail Repositioning Supports Near-term Redevelopment:*** The analysis of retail supply and demand trends identified in the Market Assessment established parameters for redevelopment within the Downtown Cocoa Beach CRA. Based upon the retail trade demand model, there is an estimated 60,000 to 70,000 square feet of net new demand projected within the broader retail trade area (see Map 2-6) during the next 5+ years. A detail of that demand is presented in Section 3 of the Market Assessment. Though not all of this demand will be captured within the Downtown Cocoa Beach CRA itself, the CRA is expected to capture a considerable portion of this demand.

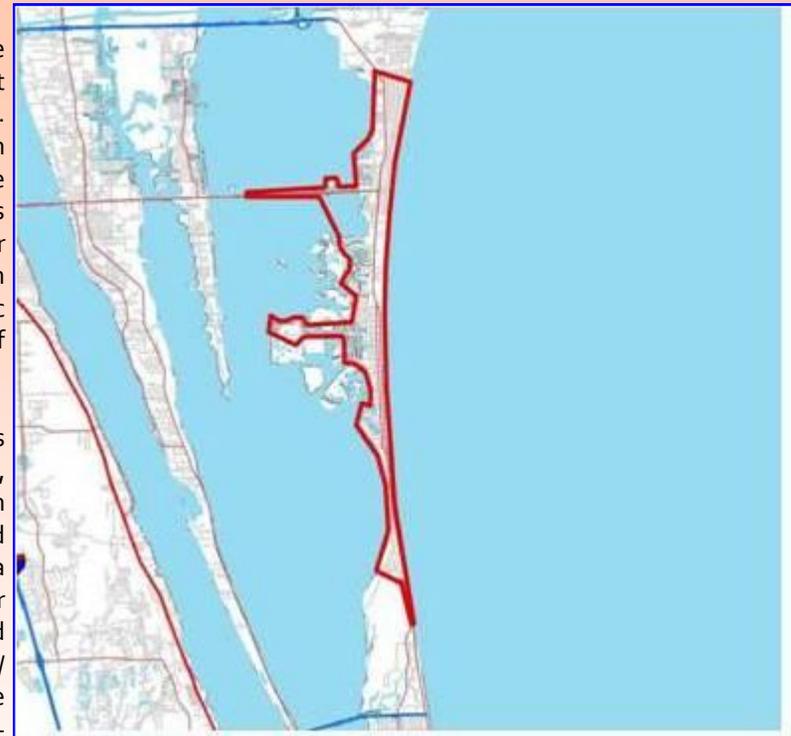
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This level of demand is effectively marginal in the context of the Redevelopment Area's existing retail supply which is in excess of 300,000 square feet. As a matter of fact, this amount of demand provides greater support for a repositioning of retail and commercial uses within the Redevelopment Area, as opposed to the addition of substantial new supply. A repositioning generally means that a portion of the projected retail demand will be absorbed within existing retail inventory that is currently vacant or underutilized, and a portion of demand will be absorbed in new lower to mid density development.

Further evaluation of the retail trade analysis clearly indicates that the subject's retail trade area benefits from a "surplus" in demand for restaurant and dining places generated from outside resident and visitor demand. Therefore, it is strongly recommended that the DCBCRA focus its near term redevelopment/repositioning on strengthening and growing this existing base of business. This can be accomplished through incentive funding programs that support physical improvements (such as interior build-out and/or exterior upgrades), or operating programs supporting promotion and marketing. In either case, initial steps of the redevelopment plan should define specific funding and management programs that target this existing group of businesses that are critical to the area's commercial success.

In contrast, the retail trade gap analysis indicates that with certain shopper's goods such as clothing, building materials, home furnishings and grocery, there is "leakage" of sales to areas outside of the downtown trade area, which is understood given the presence of large discount retailers on Merritt Island and the mainland that typically draw demand from larger areas. However, a more in-depth look at the demand trends point to an opportunity for Downtown Cocoa Beach to support some specialty/niche grocery and convenience stores, as well as specialty shopper's goods such as outdoor/beach furniture, beach apparel, and other related household goods that are leaking to surrounding shopping destinations. Therefore, the ability to recapture at least some of this demand will likely depend upon certain physical improvements to existing street and building layouts as defined within the Vision Plan.



**Map 2-6 – Downtown Cocoa Beach/CRA  
Retail Trade Area Map  
Source: Lambert Advisory**



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- **Need and Opportunity to Broaden Use and Activity Base:** As it relates to mid- to longer-term redevelopment initiatives (5 to 10 years), and in the effort to support measurable redevelopment and growth, there is a need and opportunity to broaden the uses and activity base within the Downtown Cocoa Beach Redevelopment Area. One notable opportunity we believe will anchor the core downtown district is boutique hotel lodging, comprising 50 to 100 total rooms within one or two facilities. This hotel product is not intended to compete directly with the surrounding beach properties, but is envisioned as a supporting use for downtown especially if entertainment and related activity evolves. Nor does this scale of

**Table 2-4 – Cocoa Beach CRA/  
Downtown Retail Trade Area – Estimated Retail Demand (by Category)**  
**Source: Lambert Advisory**

|                                               | 2010          | 2015          | Change       |
|-----------------------------------------------|---------------|---------------|--------------|
| Estimated Population                          | 18,727        | 20,274        | 1,547        |
| Per Capita Income                             | \$31,500      | \$34,779      | \$3,279      |
| Total Retail Expenditure Potential            | \$171,071,145 | \$204,477,799 | \$33,406,654 |
| <b>Expenditure Potential by Category</b>      |               |               |              |
| Food Services & Drinking Places               | \$24,475,174  | \$29,254,669  | \$4,779,495  |
| Shoppers Goods                                | \$31,545,107  | \$37,657,223  | \$6,112,116  |
| Convenience Goods                             | \$47,525,476  | \$56,806,218  | \$9,280,742  |
| <b>Sales per Square Foot by Category</b>      |               |               |              |
| Food Services & Drinking Places               | \$350         | \$350         |              |
| Shoppers Goods                                | \$269         | \$269         |              |
| Convenience Goods                             | \$321         | \$321         |              |
| <b>Supportable Square Footage by Category</b> |               |               |              |
| Food Services & Drinking Places               | 69,929        | 83,585        | 13,656       |
| Shoppers Goods                                | 117,435       | 140,429       | 22,994       |
| Convenience Goods                             | 154,356       | 184,498       | 30,143       |
| Total Supportable Retail Space                | 341,720       | 408,512       | 66,792       |

development require alterations to density allowance. Rather, as the DCBCRA begins its redevelopment and improvement process, including roadway and building design enhancements, the downtown should capitalize on an expansion of the arts which already exists in the community, including studios, galleries and theater (which could potentially be an upgraded venue for the Surfside Players). Additionally, these uses compliment other uses and activities such as day spa and beach/water rentals, as well as night time entertainment such as dance hall and/or bowling alley (e.g. Lucky Strikes). While these activities are simply illustrative at this point, the fact is, if the DCBCRA is seeking to create a viable and sustainable "downtown" environment, there will be a need to integrate entertainment and activity that gives the visitor (and resident) a reason to be drawn downtown and extend their stay. In addition to the physical planning elements needed to broaden the demand base within the Redevelopment Area, the DCBCRA and City (together with regional tourism and bureaus and councils) should collectively evaluate the integration of activities and related services within the redevelopment effort. Between the beach to the east and parks/wetlands to the west, there is a considerable amount of activity based recreation that the CRA/City should be actively promoting. This includes but is not limited to water-based rental concessions and/or group eco-tours.

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Through more formal organization of these activities, the DCBCRA can ensure they become value added components to the Redevelopment Plan that can actually provide additional revenue to the DCBCRA's operating budget. The City/CRA may also consider expanding the concession program to include beach front food and beverage service, which may allow for more control of this type of activity and manage the process so that it benefits the local merchants.

- ***The Focus is Core, but Effect will Spread:*** The economic and market analysis for the Vision Plan considers opportunities for the entire Redevelopment Area. However, given current and near term market conditions, as well as the potential need for the City to address certain physical planning issues that are integral to redevelopment, the initial focus should be on the downtown's core/central area. The Vision Plan emphasizes starting at "Main and Main" (or Minuteman Causeway from Orlando Avenue to the beach), which has an existing concentration of businesses and can be easily identified and accessed from the broader area. As discussed above, redevelopment within the Downtown Area will be guided by a repositioning of the area's retail and commercial activity base. For this, the Vision Plan becomes an instrumental tool for conceptualizing street and building designs that will guide this principal. With Minuteman Causeway as a focal point, the Vision Plan defines how this corridor serves as the spine for redevelopment, and how blocks to both the north and south can be effectively linked to create a seamless downtown district. This considers options for increasing pedestrian alleys and easements in the rear of properties along Minuteman Causeway to allow for additional retail frontage in the core area while also enhancing pedestrian mobility throughout the area. These planning initiatives are fundamental to promoting a vibrant downtown area with retail, entertainment and pedestrian activity. Based upon current regulation and proposed adjustments based on community input, guidelines for density and mix of use will be controlling mechanisms for how redevelopment (and new development) evolves.
- ***Additional Uses to Support Downtown Core and Surrounding Areas:*** Given the area's diverse economic base which varies from a strong arts community to the presence of the City's government offices, there should be an opportunity for the DCBCRA to reposition development outside of the core district including underutilized industrial and office space. The existing industrial properties provide great space for artist and professional live/work space, while office space within office buildings and/or mixed use complexes support legal, architectural and or other professional business that benefit from proximity to City Hall. Moreover, it is important to recognize that despite the current economic conditions, employment projections for Brevard County indicate a positive trend over a 5 to 7 year period. And, in spite of the fact that the Kennedy Space Center faces economic challenges during the next few years, there are indications that its eventual repositioning may create opportunities for tourism and high-tech industry jobs which should benefit Cocoa Beach and specifically the Redevelopment Area.
- ***City Support and Promotion:*** The City and DCBCRA will need to proactively guide the vision and redevelopment process. However, the process will be arduous without the support of the stakeholders and community. Especially the resident and business communities that directly participate in economic redevelopment. The City/CRA should encourage the local business community to form a Merchants Association to leverage opportunities in which Cocoa Beach (and its business base) can consolidate marketing efforts to reach a broader demand base. The collective effort of multiple businesses to promote the area may prove to be far more effective than individual businesses spending dollars to market themselves. We have seen this as a case study from several successful downtown and/or retail corridors throughout the State. Moreover, the City will likely need to fund the planning process in accordance with its budget and the best redevelopment results will be realized from small, concentrated steps. As the initial improvements begin to flourish, the City will likely be in a position to expand the redevelopment plan to a larger geography; particularly, as TIF revenue accrues. However, this process can be expedited and implemented by the City through the prospective relocation (and redevelopment) of City Hall. The existing City Hall site represents approximately 2.7 acres within the downtown core and a prime



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location for mixed use redevelopment. At the same time, relocating City Hall to a less retail/entertainment area within the Redevelopment Area may serve as an anchor for revitalization elsewhere by attracting supporting office and limited supporting retail.

The Market Assessment's conclusion states: "Overall, and despite current economic challenges which will likely continue for at least 12 months, the Downtown Cocoa Beach CRA is in a strong position to start planning for redevelopment. The planning and visioning effort will be critical in Cocoa Beach's ability to maximize its future *competitive advantage*, which today is marginal based upon existing physical and regulatory conditions. The fact is, Cocoa Beach is unique and can easily differentiate itself from surrounding comparable /competitive communities such Port Canaveral, Melbourne, Cocoa Village given its location, history and existing downtown (urban) fabric. Therefore, this is the time to start planning and making policy to be ready for implementation as the economy stabilizes; not to mention, the benefit the City/CRA should get from a low "tax base" year upon which the TIF will be established."

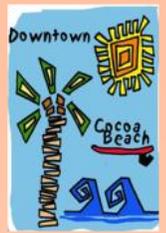
Therefore, the predicate is established to:

1. Embark on a redevelopment program to eliminate conditions impeding Cocoa Beach's sustainability and economic vitality;
2. Undertake projects to reposition the City in the marketplace;
3. Promote mixed uses to provide additional support to existing and new business and land development; and,
4. Promote Cocoa Beach as the major jewel in the Brevard County crown.

The next Chapter will describe the vision as determined by the City and stakeholders in the Vision Plan, and outline specific broad based policies for guiding redevelopment decisions. The Vision Plan, prepared by Zyscovich Architects, is presented in Volume II as an Appendix to this Redevelopment Plan.

# Chapter 3

## Vision, Mission, and Philosophies



The City Commission engaged Zyscovich Architects to work with the City and stakeholders to create a vision for conducting a redevelopment program in the Downtown Area, recognizing that the City and downtown Cocoa Beach is at a crossroads. Accordingly, the Vision Plan states:

*"The Downtown Cocoa Beach CRA is in a strong position to implement the plans for redevelopment. The key question is: how can Downtown create a stronger identity and image which capitalizes on its history as the birthplace of the space program, its current draw for surfing and ecotourism, and residential community without compromising the resident's quality of life?"*

By declaring a Vision Statement, the DCBCRA establishes their desired future through a set of words that are embraced by the community. A common theme arose from the visioning process creating a target to achieve.

### **Vision Statement:**

*"The CRA shall promote redevelopment of the downtown area in a manner which embraces our historical place in the community and our desire to be economically sustainable, continually improving our overall quality of life."*

### **Mission Statement:**

Mission statements describe our purpose and premise. The following statements define the DBCCRA and this Redevelopment Plan's mission.

The CRA's mission shall be to:

- Create a strong identity for the Downtown.
- Promote a more walkable Village Center, connected to the larger community.
- Support economic stability.
- Promote and enhance the "surfing village" resort uses.
- Protect residential neighborhoods from commercial intrusion, yet provide connectivity for walkability and sustainability.
- Enhance downtown with a broader mix of uses.
- Reinforce, preserve, and expand the unique building types and neighborhood characteristics.
- Maintain and enhance public lands, opens spaces, and public service/utilities to assure a good quality of life for the residents and visitors.

### **Plan Philosophies:**

The Finding of Necessity Report for the City of Cocoa Beach Downtown Area for Community Redevelopment Agency—July, 2009, outlined specific objectives which now become the overall philosophy or policies of the Redevelopment Plan. When coupled with the mission and vision statements, these become the basis by which decisions for expenditures will be made. These specific philosophies are:

- The need to reverse the obsolescence of older marginal residential and commercial structures;
- The need for a broader array of housing types, particularly multifamily, including mixing uses adjacent to each other or within structures;
- The need to diversify and capture a broader spectrum of the local economy particularly in the area of tourism;
- The need for amenities and an enhanced community character which can increase the attractiveness of Cocoa Beach to tourist and new residents;



## Chapter 3

### *Vision, Mission, and Philosophies*

- The need to upgrade the capacity of roads and infrastructure systems; and,
- The need to identify and construct infrastructure improvements to support new development, including regional stormwater and regional or clustered parking areas to serve the downtown.

#### **Broad Based Directives — Strategic Redevelopment Policies**

Broad based directives give assistance to the decision makers when implementing the Redevelopment Plan. While more detailed strategies will be identified in later Chapters of this Plan, the following directives arose from discussions by the community and include recommendations from the staff and consultants. The overall goal of this Redevelopment Plan is to create a set of useful strategies, project ideas and implementation plans to realize the DCBCRA's vision and mission for the future.

#### **General Redevelopment:**

- a. Work to remove conditions which are blighting influences causing physical, economic, and environmental deterioration.
- b. Assist the private sector in assembling property necessary to redevelop sites where conditions of title, diverse ownership, layout or other conditions prevent proper development, redevelopment or rehabilitation, through regulatory and economic incentive based programs or other means.
- c. Utilize partnerships to increase employment and economic opportunities by adopting programs geared toward the retention, expansion and attraction of existing and new businesses.
- d. Provide staffing and resources for the CRA which are necessary to assure continued success of the redevelopment program.
- e. Engage the community and stakeholders in decisions and implementation to enable community support and success.
- f. Participate with the Florida Redevelopment Association and other organizations to keep current on best practices and continuing education of staff and agency members.
- g. Foster a welcoming and helpful business assistance environment through staff policies, public information, marketing, and development flexibility.

#### **Land Use and Regulatory:**

- a. Create and adopt commensurate zoning and performance standards for a Downtown Mixed Use District, including, but not limited to standards and policies that:
  - Enable through a Comprehensive Plan amendment (City Ordinance No. 1528, adopted February 2, 2012) and implement in the City's Land Development Regulations, a Design Based Code to establish a clear expectation of how development and/or redevelopment of structures and uses will collectively reinforce the City's Vision Plan.
  - Create overlay or new zoning districts, or retain and continue to utilize the existing Downtown Overlay District that reinforce differing neighborhood characteristics and establish an expectation that new development be consistent with the districts' intentions.
  - Enable and allow a mix of residential and commercial uses and transient lodging uses in the Neighborhood Commercial (CN) Zoning District within the Downtown Area.

## Chapter 3

### Vision, Mission, and Philosophies



- Create a historic district within Cottage Row (Block bounded by First and Second Street North, and Orlando and Atlantic Avenues).
  - Limit chain retailers by requiring additional review for stores which exceed a maximum size.
  - Limit undesirable uses that do not further and promote the City Charter's Preamble to establish a **"family-oriented resort community"**, with distance requirements to one another to deter nuisances which negatively impact the health and quality of life for residents, visitors, and customers in the Downtown Redevelopment Area.
  - Require vacant storefronts to provide creative window displays including art installations, historical photos, and posters with local facts.
  - Introduce the use of Floor Area Ratios (FAR) or building mass and lot coverage instead of density.
  - Permit off -site parking and allow use of public on-street parking to meet parking demand.
  - Protect existing residential with transition zones and districts.
  - Reduce current parking ratios.
  - Permit community gardens, including art and sculpture gardens, to create semi-public parks and recreation areas on vacant land.
- b. Encourage mixed use projects which incorporate retail, office and residential uses within the same structure or on the same site.
  - c. Provide for incentives to allow for variable intensities and densities for new development through mixed use district approaches and encouraging high quality design.
  - d. Allow for new and different types of high quality residential development including row houses, townhouses, and condominiums at varying densities in conformance with the Comprehensive Plan and Land Development Code.
  - e. Protect existing neighborhood character through transitions, parking, open space where needed, except when connectivity is desired.
  - f. Pursue designating a 'Main Street', in conjunction with businesses and property owners.
  - g. Evaluate other changes to streamline and make the codes flexible yet demanding of quality outcomes.

#### **Circulation, Multi-modal Transportation and Parking:**

- a. Improve the traffic circulation system to correct any current problems or deficiencies, to plan for or promote new development, and connect different sections of the community.
- b. Establish street designations based on street types and use of those streets as Major Arterials, Primary Streets, East-West Streets, Local Streets, and Active Alleys/Easements.
- c. Create a high quality pedestrian and bike path linkage network between living, working and playing areas of the district, including transit.
- d. Conduct a parking inventory study and evaluate needs, signage, placement/location, shuttle service, employee parking placements, and create a parking plan for implementation.
- e. Purchase lands for creation of regional parking lots or structures, integrating private and public cooperative financing mechanisms and partnerships when the need arises, and for new stormwater management systems.
- f. Allow on-street parking where practical and feasible to provide additional parking areas and to promote traffic calming.
- g. Allow the use and improvements of the alleyways for parking, drainage, and access; or vacate them when necessary to assemble blocks for development.



## Chapter 3

### *Vision, Mission, and Philosophies*

- h. Create greenways, trails, and linear parks for connectivity and walkability using existing rights-of-way, such as existing streets and new donations.
- i. Work with Brevard County to expand public transit and provide transit stop shelters to encourage transit use.
- j. Capitalize on the Indian River Scenic Byways Program for eco-tourism and economic development.

#### **Place-making Partnerships:**

- a. Capitalize on the City's history and placement in the region through strategic alliances and partnerships.
- b. Nurture relationships with the business and residential communities.
- c. Work with other governmental and quasi-governmental entities to aid implementation of the plan and become partners for success, including but not limited to:
  - ◆ Port Canaveral
  - ◆ Cape Canaveral
  - ◆ Patrick Air Force Base
  - ◆ Brevard County
  - ◆ Brevard County Transportation Planning Organization (TPO)
  - ◆ Space Coast Economic Development Commission (EDC)
  - ◆ Tourist Development Council (TDC)
  - ◆ Orlando and the Airport
  - ◆ Melbourne Airport
  - ◆ International Council of Shopping Centers
  - ◆ Chamber of Commerce
  - ◆ Hotel Associations
  - ◆ Others as may arise
- d. Attend marketing, trade shows, educational, and other conferences to spur and promote interest in the Redevelopment Area and DCBCRA.

#### **Urban Design:**

- a. Create and enforce new codes, including architectural and urban design guidelines to promote a higher quality of public and private development for the redevelopment area.
- b. Use the design guidelines as both a regulatory and incentive based approach to creating quality development.
- c. Improve the streetscape of the area as feasible with landscape, decorative street lights, street furniture, hardscape, signage, and expanded mobility areas for connectivity.
- d. Promote opportunities for outdoor dining and public use spaces in front of storefronts and restaurants in the right-of-way and other accessible locations.

## Chapter 3

### Vision, Mission, and Philosophies



- e. Require that all new utility installations be placed underground.
- f. Create connectivity between buildings and streets to foster an inviting area for people and private investment.

#### **Public Open Space, Recreation and Cultural Opportunities:**

- a. Improve outdoor spaces, amenities and infrastructure.
- b. Link the residential and business areas with each other and with environmental/recreation areas through a well lit and landscaped pedestrian and bicycle mobility system, including boardwalks, sidewalks, alleyways, and bike paths.
- c. Include open space, plazas, walkways, terraces and other public available spaces in development regulations for new development.
- d. When necessary, obtain additional rights-of-way for extending sidewalks, streetscape and pedestrian areas.
- e. Expand the use, visibility, access, and availability of cultural, fine arts, sciences, library, performing arts, and other cultural assets into the Redevelopment Area.
- f. Utilize the existing and planned open space amenities along with newly identified projects to create major tourism attractors and participants in the overall revitalization efforts, through encouraging eco-tourism.
- g. Continue the use and expansion of programs and services offered through Brevard County.
- h. Maintain or enhance the quality of the natural environment, as it is a public amenity to be enriched and enjoyed.
- i. Work with local non-profit groups, to provide educational, cultural, and recreational programs for residents and tourists.
- j. Enhance the Ramp Road Park and other park areas to encourage public use and attendance at special events, and for nearby shopping or other attractions.
- k. Encourage joint use of public buildings and facilities to maximize efficiencies and economies of scale.

#### **Financial:**

- a. Use TIF to pay for improvements defined in the plan and that will promote improvements needed to eliminate blighting conditions.
- b. Create financially based incentive programs for property and business enhancements using a variety of resources.
- c. Assure proper reporting and sound budgeting in conformance with statutes and generally accepted government finance standards.
- d. Seek out grant opportunities to leverage DCBCRA dollars and expand resources including, but not limited to, community block grants, state and federal transportation grants, state and federal parks and natural resources grants, and any other available resources.

#### **Economic Development, Community Policing, and Promotion:**

- a. Create incentives, special events, and programs to:
  - Upgrade existing retail and attract new retail, restaurants, dining, and entertainment venues through incentives and facade or property improvement programs.
  - Recruit new specialty stores desired by the community, such as niche grocery or concessions.



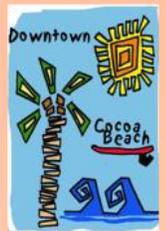
## *Chapter 3*

### *Vision, Mission, and Philosophies*

- b. Aid the downtown merchants in creating a Merchant's Association, Business Improvement District, Neighborhood or Business Watch program, and eventually a Main Street program.
- c. Conduct special events, similar to farmer's markets, art shows, cultural events, business and Chamber of Commerce type functions to draw people to the Downtown Area and promote local business.
- d. Evaluate current codes for the purpose of promoting flexibility in processes, determining unnecessary restrictions and regulations, yet still mandate quality of urban design and external features.
- e. Assist owners to reduce blight from vacant storefronts through public art, window art, code enforcement, murals, and similar programs.
- f. Create clear rules for development and redevelopment, providing consistency to the private sector, within the context of a design based and street based system.
- g. Work with the land owners to create a Historic District to promote the area and preserve areas such as Cottage Row.
- h. Create an area that is perceived as clean, safe, and secure for all users, through ongoing maintenance and community policing strategies that:
  - Improve services and programs from the Cocoa Beach Police, by engaging foot, bike, and segway patrols.
  - Encourage a Downtown Business Watch Program.
  - Encourage citizen engagement through citizen watch or patrol programs.
  - Consider a police substation location in high volume areas.
  - Employ the use of cameras as needed or legally allowed.
  - Employ Crime Prevention Through Environmental Design techniques in public and private improvement projects.
  - Evaluate the need to revoke or change the laws related to alcohol consumption privileges for multiple offense locations.

The next Chapter will take the above outlined vision, mission and directives and transform them into a Redevelopment Plan and subsequent action strategies to be achieved through the new redevelopment program. From that, a capital and non-capital improvements schedule and financial estimates will be crafted.

# Chapter 4 The Plan



**Map 4-1 – Proposed Vision Plan for Downtown**  
**Source: Zyscovich Vision Plan**

To implement the City's Vision Plan for the Downtown Area and the broad based strategies outlined in Chapter 3, this Chapter "The Plan" identifies targeted actions or potential solutions to remedy blight and arrest further deterioration of the physical, social and economic environment within the BSA. It will provide several capital (or construction) and non-capital (or non-construction) elements that will become the strategies for implementation. All of the recommendations from the Market Assessment and Vision Plan, prepared by Zyscovich Architects, are included herein verbatim. The concepts and maps are all sourced to Zyscovich Architects, unless otherwise noted. Other recommendations come either from the DCBCRA, staff or other consultants. The complete Vision Plan can be found in Volume II of the Redevelopment Plan.

The Vision Plan states: "With a collection of historic buildings and small structures, new development should be designed to compliment and improve the area's current scale and character. The Vision for downtown Cocoa Beach imagines the most intense developments along Minutemen Causeway between Atlantic and Brevard Avenues, and at the north end of the downtown, where Atlantic and Orlando Avenues merge together. It suggests thoughtful and efficient use of underutilized land with increased parking opportunities, hotel uses, more continuous commercial uses on the street level, and improving existing alleys to support more pedestrian movement and provide additional street frontage for retail and commercial uses. It also suggests techniques to enhance pedestrian movement across streets by modifying street design, traffic flow, and streetscape, and by enhancing beach access and walkways and considering adding vendor kiosks on the beach."

The plan suggests the City "Capitalize on the creative energy and activity in the downtown by repositioning the existing commercial and nighttime uses, introducing hotel and residential uses, encouraging outdoor displays, and concentrating these uses in the Downtown Core". All of the proposed strategies will aim towards implementing these recommendations.

This Redevelopment Plan is organized around three distinct opportunities and strategies:

1. Broad reaching strategies (many shown in Chapter 3) that give the overall desired outcome, from which will stem many actions enabled by this plan, but perhaps not articulated herein;
2. Capital or physical improvements to be undertaken by the DCBCRA in order to show that they are willing to take a risk and invest in our community, invoking a sense of place and pride, and thus inviting the private sector to take a risk in the area and invest as well; and,
3. Non-capital actions, strategies, efforts, or improvements that involve operations, administration, management, marketing, policing, regulatory, financial, or other actions that create a whole program of redevelopment.



## Chapter 4 The Plan

### The Focus is Core, but Effect will Spread

The economic and market analysis for the Vision Plan considers opportunities for the entire Downtown Cocoa Beach CRA. However, the vision and redevelopment plan should start at “Main and Main” (or Minutemen Causeway from Orlando Avenue to the beach), which has an existing concentration of businesses and can be easily identified and accessed from the broader area. Simply stated, the initial focus market conditions, as well as the potential need for the City to address certain physical planning issues. Minutemen Causeway should serve as the spine for redevelopment and blocks to both the north and south should be effectively linked to create a seamless downtown district. Increasing pedestrian alleys and easements in the rear of properties along Minutemen Causeway will allow for additional retail frontage in the core area while also enhancing pedestrian mobility throughout the area.

The core also contains older public buildings, vacant commercial structures, and many underutilized industrial or office space locations. These sites can be repurposed through DCBCRA actions that could include:

- a. Relocating and redeveloping City Hall. The existing City Hall site represents approximately 2.7 acres within the downtown core and a prime location for mixed use redevelopment. At the same time, relocating City Hall to a less retail/entertainment area within the Redevelopment Area may serve as an anchor for revitalization elsewhere by attracting supporting office and limited supporting retail. The Vision Plan provides ideas on two options that the CRA and City could consider in relocating the City Hall to best promote private development. Consideration should also be given to how the new City Hall can be a beacon for downtown development; how the actual building could integrate private sector uses to obtain lease income, for example, having liner shops as storefronts with offices internal and upstairs in a building; and creating a regional parking base, which serves the broader downtown area. New public plazas fronting a historical museum and a new commercial structure with pedestrian friendly uses brings people to the Downtown Area. This new facility would activate the street and encourage more pedestrian uses in the immediate surrounding area. Alleys on both the northern and southern blocks could be redesigned to support pedestrian foot traffic, dining, and gathering spaces. Structured parking would be designed fronting the alley with ground floor retail to both activate the pedestrian alley and create an interplay among the museum, park, and retail with a new fire station and museum.



**Map 4-2 – Downtown Core Area**  
**Source: Zyscovich Vision Plan**

## Chapter 4 The Plan



- b. Reposition underutilized industrial and office space, given the area's diverse economic base which varies from a strong arts community to the presence of the City's government offices. The existing industrial properties provide great space for artist and professional live work space, while office space within office buildings and/or mixed use complexes support legal, architectural and or other professional businesses that benefit from proximity to City Hall. Moreover, it is important to recognize that despite the current economic conditions, employment projections for Brevard County indicate a positive trend over a 5 to 7 year period. And, in spite of the fact that the Kennedy Space Center (KSC) faces economic challenges during the next few years, there are indications that its eventual repositioning may create opportunities for tourism and high-tech industry jobs which should benefit Cocoa Beach and specifically the Downtown Cocoa Beach Area.
- c. Working with Brevard County and the City of Cocoa Beach, the DCBCRA can participate in aiding reconstruction or relocation of the fire station to best serve the County and/or City through an interlocal agreement on shared services, costs, and resource allocations

### Repositioning Retail and Broadening Uses

#### Short Term: Reposition Retail

The analysis of retail supply and demand trends found in the Market Assessment establishes the parameters for redevelopment within the Downtown Area. Based upon the retail trade demand model, there is an estimated 60,000 to 70,000 square feet of net new demand projected within the broader retail trade area during the next 5+ years (detailed in Chapter 2). Though not all of this demand will be captured within the Downtown Area itself, the downtown is expected to capture a considerable portion of this demand. This level of demand is effectively marginal in the context of the Downtown Area's existing retail supply which is in excess of 300,000 square feet, but provides greater support for repositioning retail and commercial uses within the area, rather than adding substantial new supply. A repositioning generally means that a portion of the projected retail demand will be absorbed within existing retail inventory that is currently vacant or underutilized, and a portion of demand will be absorbed in new lower to mid density development.

- a. Focus near term redevelopment/repositioning on strengthening and growing the existing base of restaurant and dining places generated from outside resident and visitor demand business which benefits from a "surplus" in demand. This can be accomplished through incentive funding programs that support physical improvements (such as interior build-out and/or exterior upgrades), or operating programs supporting promotion and marketing. In either case, initial steps of the redevelopment plan should define specific funding and management programs that target this existing group of businesses that are critical to the area's commercial success.
- b. Re-capture at least some of the demand for specialty/niche grocery and convenience stores, as well as specialty shopper's goods such as outdoor/beach furniture, beach apparel, and other related household goods that are leaking to surrounding shopping destinations. The retail trade gap analysis indicates that with certain shopper's goods such as clothing, building materials, home furnishings and grocery, there is "leakage" of sales to areas outside of the downtown Cocoa Beach trade area, which is understood given the presence of large discount retailers on Merritt Island and the mainland that typically draw demand from larger areas.
- c. Both short and long term repositioning can only work if the DCBCRA undertakes regional parking and stormwater improvements that take the burden off the individual lot or parcel owners or reduces those requirements in anticipation of regional improvements; and, if the City takes a flexible position and changes rules on what's required when building rehabilitation/reconstruction occurs. All three of these elements are important in attracting and supporting a potential project.





## Chapter 4 The Plan

### Mid/Long Term:

#### Broaden Use and Activity Base

There is a need and opportunity to broaden the uses and activity base within the Downtown Area as it relates to mid- to longer-term redevelopment initiatives (5 to 10 years), and in the effort to support measurable redevelopment and growth.

Action Strategy: Integrate entertainment and activity that gives the visitor (and resident) a reason to be drawn downtown and extend their stay, by:

- a. Anchoring the core downtown district with a boutique hotel, comprising 50 to 100 total rooms within one or two facilities. This hotel product should not increase density or scale or compete directly with the surrounding beach properties. This hotel product is not intended to compete directly with the surrounding beach properties, but is envisioned as a supporting use for downtown especially if entertainment and related activity evolves. Nor does this scale of development require alterations to density allowance.
- b. Capitalizing on an expansion of the arts which already exists in the community, including studios, galleries and theater (which could potentially be an upgraded venue for the Surfside Players), and a historical museum. If the DCBCRA is seeking to create a viable and sustainable "downtown" environment, there will be a need to integrate entertainment and activity that gives the visitor (and resident) a reason to be drawn downtown and extend their stay.
- c. Introducing other complimentary uses and activities such as day spa and beach/water rentals, and night time entertainment.
- d. Formally organizing activity based recreation together with regional tourism and bureaus and councils and promote them to ensure that these become value added components to the Redevelopment Plan that could provide additional revenue to the CRA's operating budget. Between the beach to the east and parks/wetlands to the west, there is a considerable amount of activity based recreation that the CRA/City should be actively promoting. This includes, but is not limited to, water-based rental concessions (e.g., kayaks, paddle boards, surfboards) and/or group eco-tours.
- e. Expand the concession program which will allow for more control of this type of activity and manage the process so that it benefits local merchants.

### **ACTION PLAN**

The Plan is oriented around the strategies categorized as follows:

- a. Capital Improvement Strategies
  - Circulation and Mobility
  - Stormwater Management
  - Beautification, Parks and Open Spaces
  - Public Facilities/Utilities/Services
- b. Non-Capital Improvement Strategies
  - Marketing, Promotion and Economic Development
  - Regulatory, Operational and Administrative
  - Community Policing
  - Sustainability

# Chapter 4 The Plan



## CAPITAL COMPONENTS

It is clear through field research and community feedback that downtown Cocoa Beach has limited identity for the most part, and there is a limited sense of place. This is in large part a physical planning issue that can be mitigated in the short term with improved infrastructure and enhanced circulation for cars and pedestrians to create a more comfortable walking environment. A study funded by the Robert Wood Johnson Foundation identified five design qualities which are critical to making places more walkable including what is called “imageability” the distinctive features which make places memorable, recognizable, and create a lasting impression. Downtown Cocoa Beach is associated with some very strong imagery related to the space program and the surfing industry, but the City has yet to transfer these images into the physical components of Downtown, mainly the streets and buildings. These images lend themselves to a new way-finding system geared to cars and pedestrians.

There are numerous physical improvements needed that will support Downtown’s redevelopment by strengthening its imageability including, but not limited, to the following:

### Circulation and Mobility

Streets and roadways provide not only a means to accommodate vehicle traffic, but also are the corridors for pedestrians, bicycles and mass transit. Streets provide and can be utilized for public space and parking — as well as serve as venues for public events such as parades and art festivals. Streets act as the “Gateway” into an area. Therefore, streets and roadways can be either a red carpet into or a beaten path through an area — or something in between. The roadways in the City’s Downtown CRA may be considered to fall into the beaten path category, although there has been some improvement over the last several years. The City has:

- a. Improved the North/South alley known as Cottage Row.
- b. Improved the East/West Alley north of Minutemen Causeway between Brevard and Orlando Avenues.
- c. Installed, in coordination with the Florida Department of Transportation, paver sidewalks on Orlando and Atlantic Avenues between 1st Street North and 1st Street South.
- d. Made modest sidewalk improvements and enhanced pedestrian access along portions of Minutemen Causeway.



**Rendering of Proposed Alley Condition in the  
Downtown Core**

**Source: Zyscovich Vision Plan**

Over the years, numerous plans have been generated to improve the roadway corridors in the Downtown Area. Some of these plans are referenced in or made part of this Redevelopment Plan. Of major importance to this Redevelopment Plan is the coordination of the DCBCRA all the agencies which have interest in these roadways, including but not limited to, the Florida Department of Transportation, Space Coast Area Transit, the Cocoa Beach Stormwater Utility, and the Cocoa Beach Public Works Department.



## Chapter 4 The Plan

### a. Streets and Alleyways

To promote downtown redevelopment, the Downtown Area's roadways must be treated as integral elements of the physical and functional design of an area. In some instances, graphic depictions are used to illustrate the idea or concept of the following action items which relate to creating better circulation and mobility, in keeping with the Walkable Communities' principles:

1. Create a more appealing comfortable walking environment by improving pedestrian circulation and accessibility.
2. Improve intersections along A1A that promote a slowing of vehicular traffic, to promote safer pedestrian crossings and support commercial activity.
3. Provide more bicycle paths and better markings, bicycle rack locations, amenities and signage.
4. Address infrastructure improvements including sidewalks, parking, bicycle lanes, and landscaping, expand narrow sidewalks for cafes.
5. Develop a parking plan and build capture parking for cars.
6. Upgrade key alleys to increase retail frontage.



**Figure 4-1 – New City Hall Location Option**

**Source: Zyscovich Vision Plan**

### b. Create a Gateway at the Northern End of Downtown and Relocate City Hall

Possible new uses in this include, but are not limited to relocating City Hall to this northern parcel to create a more prominent entry to the downtown and to establish a synergy among the existing municipal uses including the Post Office and the Library as shown in Figure 4-1. The triangular park is activated with a small public building and the City Hall is expanded with a new plaza. The new municipal center will anchor the northern edge of downtown and establish a cohesive and appealing character. A new street on the parcel north of City Hall connects to the existing intersection to enhance circulation and introduce pedestrian crossings for better safety and access. In addition, in the long-term, the aging Atlantic (A1A) Plaza has adequate land area to support a new mixed use residential/retail/professional campus.

### c. Redeveloping Minutemen Causeway and the Downtown Core

Key to downtown's redevelopment is the core area along Minutemen Causeway between the Ocean and Woodland Avenue. This vision suggests a combination

# Chapter 4 The Plan



of improvements to the blocks which straddle Minutemen Causeway between Atlantic and Brevard Avenues. This strategy involves several key elements that will require participation by the City, County, Florida Department of Transportation (FDOT), and the private sector. Care needs to be taken when allocating CRA funds to those public components allowable by statute and enabled by the plan, notably: public improvements including, but not limited to, parking, stormwater, new city hall/libraries/museums, streetscape, gateways, and stimulus for the private sector investments.

**Super Block:** Redevelop the northeast block of Orlando Avenue and Minutemen Causeway as a parking structure which is screened with commercial uses so that the building itself is not perceived as a parking garage and introduce smaller buildings on Minutemen Causeway and the back alley. The alleys in this core area may be enhanced for pedestrians with retail frontage and pedestrian amenities like outdoor dining, planters, lighting, and rear entrances.

**Infill:** An alternative is to infill vacant spaces with new structures on the northeast block of Minutemen Causeway and Orlando Avenue. This provides a continuous edge to create a more complete pedestrian environment with more active uses. Surface parking is provided in lieu of a parking garage.



**Figure 4-2 – Super Block**  
Source: Zyscovich Vision Plan



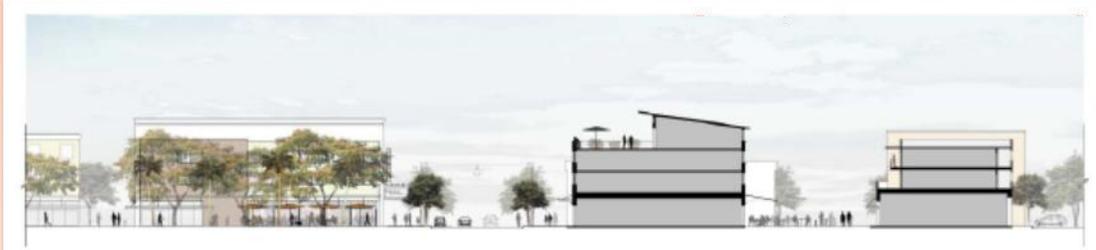
**Figure 4-3 – Infill**  
Source: Zyscovich Vision Plan

Existing Buildings  
New Commercial



## Chapter 4 The Plan

**Proposed Built-Out:** Surface parking lots may be constructed in the center of all three blocks and small infill buildings create a continuous street wall. The northern alleys, which run parallel to Minutemen Causeway, may be formalized as pedestrian connections, with limited vehicular access to extend the pedestrian route.



**Proposed Section of Minutemen Causeway looking West**  
**Source: Zyscovich Vision Plan**



**Figure 4-4 – Minutemen Causeway and Proposed Built Out Scenario**  
**Source: Zyscovich Vision Plan**

# Chapter 4 The Plan



d. Reclaim Street Ends and Design Street Ends to be Closed off for Festivals

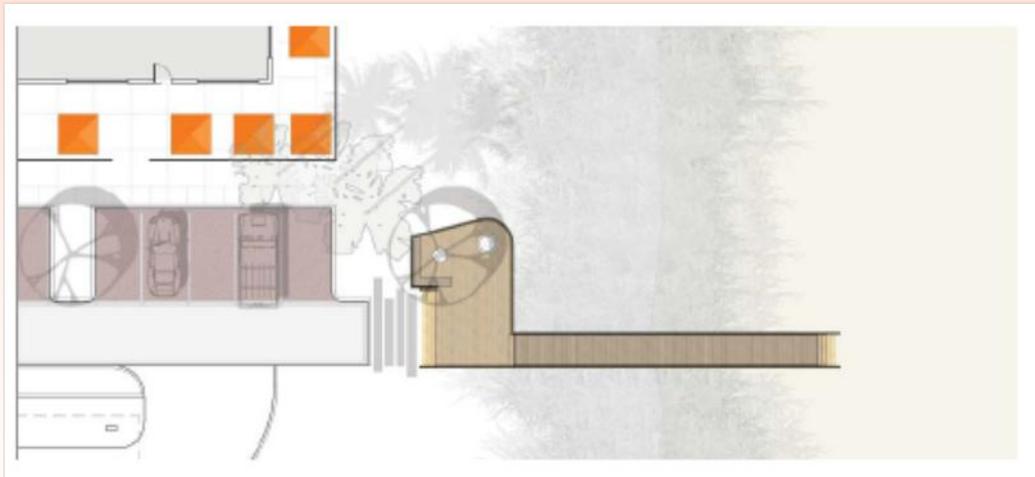
e. Increase Access to the Beach and Ocean on Minutemen Causeway with a Gracious and Grand Deck at Grade

Consideration could be given to eliminating vehicular access at the east end of Minutemen. Property could be leased for concessions, outdoor eating spaces by adjacent restaurants, used for special events, create a boardwalk, viewing stands, or gazebo area for musical, movie, or other special programs. However, when removing parking places, other optional areas should be identified.

f. Evaluate Bicycle Rack Locations, Amenities, and Signage and Add More Bicycle Paths and Better Markings



**Figure 4-5 – Rendering of Potential Beach Access Improvements**  
Source: Zyscovich Vision Plan



**Figure 4-6 – Minutemen Causeway Potential East End**  
Source: Zyscovich Vision Plan





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### **Pedestrian Environment**

Installing new sidewalks, maintaining and upgrading existing sidewalks, and installing tabled intersections along SR A1A are all important and necessary to provide a safe and pleasant environment and promote a walkable and bikeable Downtown Area. The following strategies will enable the downtown to become more pedestrian accessible and “friendly”:

- a. Utilize and enhance street space as public open space through the implementation of streetscape design.
- b. Through the Design Based Code utilize some private spaces as public spaces.
- c. Utilize other public land (such as City owned land used for water reclamation uses—such as lift stations) as public “pocket” park space.
- d. Adopt as policy the Principals of a Walkable Community:
  - Keep the town center intact.
  - Provide for mixed income and mixed use.
  - Provide for public space within an 1/8 of a mile from all housing.
  - Promote universal design— implement the Design Standards Manual and adopt a Design Based Code.
  - Key streets are speed controlled— promote design such as tabled intersections to keep speeds low.
  - Streets & trails are well linked, and provide access to all open and public spaces, including the Atlantic Ocean Beach.
  - The town is designed for people, with less emphasis on cars and open parking lots to park them.
  - The town is thinking small, promoting many uses in the limited space.
  - The town and the neighborhoods have a vision and keep to the vision identified in this Redevelopment Plan.
  - Keep an open mind and make decisions that are visionary, communicative, and forward-thinking.
- e. Conduct an audit of the City’s sidewalk plan in the downtown area and recommend updates as necessary.
- f. Implement the “revised” sidewalk plan by funding construction of non-existent sidewalks.
- g. Implement, in coordination with the FDOT, tabled intersections to promote pedestrian safety and a walkable community.

#### **There are some non-construction related strategies that will aid implementation of circulations and mobility goals:**

- h. Develop and maintain strong working relationships with State, County and City agencies and departments that utilize and are responsible for the roadways within the Downtown Area.
- i. Support and/or provide roadway and corridor maintenance activities to protect and preserve CRA investments and fully utilize the investments of other agencies.
- j. Provide monetary support and partnership with other agencies when necessary to ensure the implementation of the Redevelopment Plan design elements.
- k. Promote improved and enhanced access management techniques to maximize the functional use of all roadways within the Downtown Area, including the use of access aisles as described in the SR A1A Arterial Investment Study (May, 2002).
- l. Promote implementation of applicable components of the SR A1A Arterial Investment Study (May, 2002).

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### Parking

Parking is a double-edged issue. You want a parking problem in your downtown, because that means people are coming there. However, that creates problems for both the consumer and businesses and becomes a drain on police and code enforcement. Therefore, it is recommended that a clear parking strategy be delineated and be undertaken as one of the first priorities in the redevelopment program. It includes several steps:

- a. Conduct parking inventory to identify needs, supply and demand;
- b. Create potential designs for implementation;
- c. Provide centralized parking areas and add on-street parking where land is available by acquiring lands as needed;
- d. Reduce parking ratios in the Land Development Code to eliminate onsite parking requirements which development and establish a "parking payment in-lieu of" program to fund parking lots and DCBCRA provided parking;
- e. Work with the private sector to create a shuttle or trolley service for special events, tours, and regular service to take people from satellite parking to the beach and tourist attractions, shopping, etc.;
- f. Work with businesses to create an association, and aid them in creating incentives for employees to park in non-premium locations and use shuttles or walk; and,
- g. Create unified signage (way-finding) program to identify parking, public locations, directional, key attractions, and shuttle stops and create pedestrian connectivity.

### Stormwater Management

The lot configurations of lands within the Downtown Area do not lend themselves to development by today's rigid standards. Therefore, to make properties capable of carrying development, the DCBCRA must plan for and implement regional stormwater management locations, just like regional parking lot areas. These centralized water management locations can become water features, parks, and amenities in the downtown urban landscape. These amenities include markets, movies, art shows, and pedestrian linkages to the neighborhoods. While stormwater management is technically a public utility, its ability to thwart redevelopment efforts is important to single it out for attention.

The City engaged Miller Legg to create a Stormwater Master Plan. It states: "The finding of necessity for the CRA includes defining deficiencies in stormwater management systems which have been found to be a condition and symptom of blight. Correcting these deficiencies will serve to promote redevelopment and reverse blighted conditions within the redevelopment area. In addition, the City of Cocoa Beach (the City) is required by law to reduce the stormwater runoff pollution loads in accordance with the Clean Water Act's Total Maximum Daily Load (TMDL) program."

Miller Legg developed a Stormwater Master Plan which will outline stormwater Best Management Practices (BMPs) aimed at mitigating the identified stormwater deficiencies within the boundaries of the Redevelopment Area. The Miller Legg approach includes developing a plan that is consistent with the stormwater TMDL pollutant reduction requirements of the Florida Department of Environmental Protection's (FDEP) *Banana River Lagoon Basin Management Action Plan*. This effort will show how to reduce the total nitrogen (TN) and total phosphorus (TP) entering the City's storm sewer systems and canals and ultimately the Banana River, a segment of the Indian River Lagoon.



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Of equal importance, the Stormwater Master Plan effort shall seek to achieve these goals through the use of Low Impact Design (LID) stormwater techniques which are compatible with the goals and objectives of the Design Standards Manual and Vision Plan for the Redevelopment Area. It is intended that the techniques identified herein may be utilized throughout the City on a case-by-case basis.

The majority of properties within the Downtown Area provide little to no significant stormwater treatment facilities. Stormwater runoff is concentrated and conveyed over mostly impervious surfaces to the City's storm sewer collection system. The high percentage of impervious area within the Redevelopment Area is further magnified by the high level of hydrological connectivity to the storm sewer system. This directly connected impervious area results in concentrated runoff flows at higher velocities that carry sediments and pollutant loads directly to the storm sewer collection system with little to no opportunity for infiltration and/or filtration prior to discharge into the Banana River.

The objective of a CRA is to implement government-based policies and physical improvements which stimulate private investment within the area. Public investment in infrastructure and private investment in real property enhancements will serve to increase land values, thus encouraging more private investment.

Improvements to the public stormwater infrastructure and redevelopment of private property provide an opportunity to eliminate flooding and enhance water quality within the Redevelopment Area. More importantly, the policies and physical improvements undertaken by the government should also be recognized as a means to eliminate impediments to private investment in redevelopment. Redevelopment is a challenging enterprise with many potential pitfalls, including obsolete buildings and properties, potential contamination, antiquated water and sewer facilities, and lack of on-site stormwater treatment facilities, to name a few. Private lenders are hesitant to invest in development projects which have so much inherent risk. Therefore, the more barriers to redevelopment that can be removed from a private development parcel, the better the opportunity for investment in the downtown. Public investment in a master stormwater system is one step towards alleviating impediments to redevelopment.

The Downtown Area currently employs traditional stormwater collection and conveyance techniques to deal with runoff. Minimal stormwater treatment facilities exist within the Redevelopment Area. The implementation of traditional stormwater treatment facilities, such as wet detention ponds, is not readily feasible due to the highly developed nature of the downtown, which affords very few opportunities to construct these systems without condemnation and taking properties off the tax rolls. In addition, the soil and water table characteristics within the Redevelopment Area are more conducive to treatment systems that take advantage of the ability to infiltrate stormwater into the ground.

LID stormwater management techniques are BMPs with an ecologically friendly approach to stormwater management that aims to mitigate development impacts to land, water, and air. The approach emphasizes the integration of planning techniques and site design that conserve the natural systems and hydrologic functions of a site. LID techniques seek to accomplish the following:

- Reduce impervious area.
- Decrease hydraulic connectivity.
- Control stormwater at the source.
- Treat stormwater at the source.
- Promote retention and infiltration opportunities.
- Preserve or create natural habitat.

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Not all low impact stormwater design solutions are suitable for each land use type. Highly urbanized land uses allow for less pervious green space on a given parcel and as such, are more suited for underground or off-site treatment facilities. Undeveloped properties may be good candidates for the development of localized stormwater facilities or “stormwater parks”. Low and moderate density residential uses and Cottage Row properties allow for more pervious green space and could accommodate on-site facilities such as pervious pavement systems, rain gardens, bio-retention facilities, swales, etc. That said, LID stormwater techniques are ideally suited to address the Downtown Area’s stormwater deficiencies and the TMDL requirements for a number of reasons.

Therefore, the following strategies are recommended:

- a. Implement the Stormwater Management Master Plan, which is an appendix to this Redevelopment Plan, and found in Volumes III and IV.
- b. Use sidewalk rain gardens as part of the stormwater management.

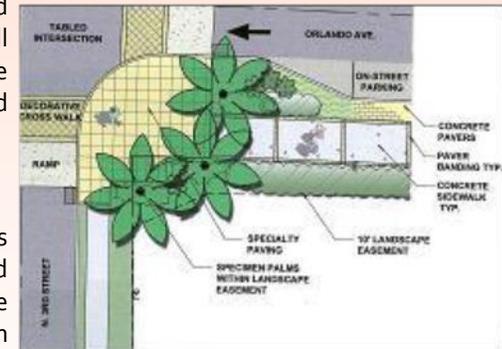
### Beautification, Parks and Open Space

The major assets of the Downtown Redevelopment Area are the Atlantic Ocean and Banana River public spaces, respectively anchoring the east and west boundaries. They are the history and future of Cocoa Beach. Providing valuable eco-tourism opportunities, they can be the economic development crop for the City to harvest. Specific philosophies of working to bring people to the area through events, enhanced public access, boardwalks, observation areas, in seeking “SUN, SAND, AND SURF” can result in effectively starting new businesses and supporting existing businesses. Recognizing that Port Canaveral will be a major economic engine driving the Brevard County economy for years to come, it is critical to establish partnerships and companion programs with Port related business to bring additional tourists and visitors to the Downtown Area.

To access all public spaces in the Downtown Area, a comprehensive and functional pedestrian network, parking system, shuttle or trolley service, wayfinding signage, beach access improvements, and special events need to be developed and maintained to spur the redevelopment program. Connecting the open space amenities with a well signed, lit, safe, integrated and fun pedestrian network will bring locals and tourists to the Redevelopment Area. This integration, along with other elements of a Walkable Community, will lead the City’s redevelopment efforts to design and support a place for people.

### Streetscape Improvements

Streetscape improvements help to create a sense of pride of ownership and distinguish an area from its surroundings. Giving a unique identity to the area, differing styles can be used between residential and commercial districts, yet link them in a safe and convenient manner. Streetscape can be used to improve traffic safety and enhance motor vehicle functionality. Several corridor improvement plans have been created over the years. Those plans, incorporated by reference, will be used to provide the basic design for DCBCRA funded improvements.



**Figure 4-7 — Example of Streetscape Improvements**



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Most of the Redevelopment Area's roadways and street corridors are either (1) devoted to automobiles or (2) generally unimproved. In those areas devoted to automobiles, there is space available for vehicle parking, but these parking spaces are generally not identified or there is no order to parking design. A proper streetscape can bring order to chaos, effectively integrating parking into the streetscape design, promoting a more appealing, safe pedestrian environment.

Therefore, the following strategies are recommended:

- a. Construct streetscape and parking improvements within the entire Redevelopment Area, starting with the following priorities:
  - Minutemen Causeway
  - Remaining portion of Orlando Avenue
  - Atlantic Avenue
  - Brevard Avenue
  - First Streets (North and South)
  - All other streets as identified in promoting other implementation components of this plan.
- b. Encourage investment and partnerships from private sector to create immediate visual improvements and quick victory success stories.
- c. Use banners to promote business, neighborhood identity, and a sense of cohesion.
- d. Obtain landscape easements on private property where necessary to integrate private landscaping with the public space.
- e. Enhancement to intersections to identify pedestrian crosswalks.
- f. Identify areas for motor vehicle parking.
- g. Gear street lighting toward pedestrian safety and not just roadway lighting.
- h. Provide convenience features such as benches and trash cans.
- i. Facilitate responsible stormwater treatment and design and promote LID with stormwater improvements integrated into the design of the projects.
- j. Create and adopt for use by the City, DCBCRA and private sector a Design Standards Manual that will identify preferences specifications, and allowable amenities within a streetscape program that would include, but not be limited to benches, trash cans, street lighting, plant palettes, pavers, signage, banners, water features, bike racks, and other outdoor amenities. This Design Manual for public and private improvements will serve as a guideline when new construction and reconstruction occurs. The Manual could provide specific recommendations for features, may include specifications for particular elements (such as benches, bike racks and the like), and would specify preferred styles of pavers, decorative lighting, and other on-site amenities. This Redevelopment Plan does not adopt those specifications or include them since preferences may change over time.



**Figure 4-8 — Example of Tabled Intersection with Streetscape Improvements**

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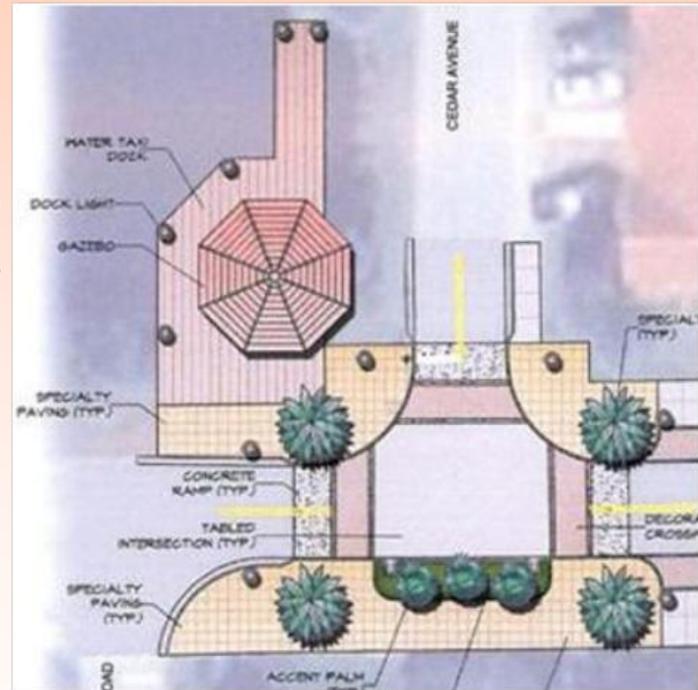


## Parks and Open Space

Minutemen Causeway within the Downtown Area serves as a public connection between the Banana River Aquatic Preserve and the Atlantic Ocean. Creating improved, defined public open spaces at each end will give the DCBCRA enormous opportunities to promote the area and encourage business retention/expansion or entrepreneurship.

The following strategies are proposed for DCBCRA action:

- a. Retain and prioritize improvements for all existing dedicated open space and public parks for public use, specifically:
  - Triangle Park
  - Ramp Road Park (giving access to the Banana River)
  - The Ocean Beach (all beach accesses, with a priority to Minutemen)
- b. Increase access to the river, beach and ocean on Minutemen Causeway with a gracious and grand deck at grade possibly connected to a boardwalk and other amenities.
- c. Create a gateway at the northern end of downtown and relocate City Hall.
- d. Incorporate more open spaces and public gathering spaces into the downtown landscape.
- e. Create a unified beach access improvement plan; consider linking them with an integrated boardwalk with seating, covered areas, and viewing stations.
- f. Evaluate eco-friendly trash bins which compact trash — such as [bigbellsolar.com](http://bigbellsolar.com) (capacity of five trash cans).
- g. Expand and allow for public art programs.
- h. Use local artist designed trash bins.
- i. Identify buildings which can be a beacon for the Downtown Area.
- j. Provide public restrooms at the beach.
- k. Introduce more public art and kinetic sculpture, especially on vacant lots.
  - l. Evaluate and construct a boardwalk along the beach that will be connected to the downtown pedestrian system.
  - m. Use the Scenic Byway as a marketing tool for eco-tourism to foster use of the existing and planned public parks and open spaces.
  - n. Allow for concessionaires in the open spaces and parks as applicable to bring people to the area, provide services, and income to the DCBCRA.



**Figure 4-9 — Example of Public Improvements to the River or Beach Access Points**



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### **Public Facilities, Services and Utilities**

Public facilities, services and utilities encompass a wide range of tasks, departments, and opportunities. Provision of water, sanitary sewer, solid waste, electric, cable, and other services desired or demanded by the public is integral to the redevelopment of the Downtown Area. Having good internet/wifi and high tech computer capabilities will attract businesses and people. However, when you invite people into your home, you fix up/clean up/paint and prime to give your best impression. The same is true for a redevelopment district—when inviting people into the Redevelopment Area to visit, enjoy, and make financial investments, there is a need to make a good impression. Therefore, appearance gives the first and lasting impression. Maintaining public streets and buildings and the external visible areas of City or publicly owned structures/lands/amenities conditions is important in the care of the community. The relationships between the city, the public, and users of services or activities such as community policing, public safety, code enforcement, permitting, and other internal services also leave a lasting reputation and perception that is difficult to change once deemed difficult, cumbersome, fraught with inconsistency, and time consuming.

Therefore, the following strategies are recommended:

- a. Streamline internal processes and create incentives and “perks” for development in the Downtown Area. For example, permitting and inspections for projects in the area can be moved quicker or moved ahead of other projects through the process. Development incentives and smoother permitting will help attract new construction and reconstruction.
- b. Train staff to find ways to make projects work within the Redevelopment Area where lands, buildings, and lots, are older and can't be nor should they always be brought to today's standards.
- c. Assure availability and quality utilities for all existing and new construction within the Redevelopment Area.
- d. Require that the public and private sectors place utilities underground in all new development to the extent feasible and practicable.
- e. Require hardening for public projects for hurricane protection.
- f. As funds become available, consider adding staff to the DCBCRA so that maintenance, code enforcement, community policing, and other resources can be programmed as needed.

### **NON-CAPITAL IMPROVEMENTS**

#### **Marketing, Promotions, and Economic Development**

Marketing, special events, and promotions is integral to a CRA's success. A CRA must tell its story, continually improving on that message to anyone who will listen. Letting the world know about your program through social media, web-sites, brochures sent to developers, site selectors for national corporations, pamphlets at hotels, and attending events like the International Council of Shopping Centers or Restaurant Association conventions are critical to economic development efforts. The DCBCRA should develop a strong marketing and promotion policy initiative to support and promote local businesses and tourism. Moreover, the City will likely need to fund the action in accordance with its budget; therefore, the best redevelopment results will be realized from small, concentrated steps that over the next 25 years. Initial steps may include:

- a. The City/CRA should encourage the local business community to form a Merchants Association to leverage opportunities in which Cocoa Beach (and its business base) can consolidate marketing efforts to reach a broader demand base. The existing business community within the CRA

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lacks a Merchants Association, which has been found to be an instrumental organization throughout many successful downtowns and/or business districts.

- b. Enhance event programming options and streamline the event programming permitting process which is a relatively simple way to let the community (and broader region) know that the City/CRA is supportive of business growth and committed to redevelopment.
- c. Promote downtown as a destination and market Cocoa Beach for eco-tourism and promote it as an attraction for observing sea turtle nesting.
- d. Expand current initiatives like the farmer's market, wine and food festivals, music, movies, and create new initiatives like community gardens on City owned or vacant lots, and other activities that attract people to the area.
- e. Create an Economic Development Strategic Plan, identifying strategic partnerships, assets, incentives, and means of stimulating private investment in the community.
- f. Actively engage in public-private partnerships:
  - Use targeted businesses approaches and developer solicitations for specific projects.
  - Identify a project, assemble lands, create a master plan, and request proposals from private developers.
- g. Host a social media site on Facebook and use other forms of media and internet to support local businesses, tourism, and market the Downtown Area.

### **Regulatory, Operational, and Management**

#### **Regulatory Tools**

Regulations and the perception of the public and development community is another key factor in successful redevelopment and economic development. While physical improvements, will be the cornerstone of stimulating Downtown's redevelopment, the majority of physical changes with profound impacts to Downtown's image and identity will be from private development, both new building and renovations and improvements. Therefore, it is within the DCBCRA's best interest to establish a clear expectation of how these structures will collectively reinforce the Vision Plan. This expectation is primarily outlined in a new Design Standards Manual for the Downtown Area and should be reinforced and implemented in the City Land Development Code and Comprehensive Plan.

#### **Comprehensive Plan**

Many proposed policies were identified in Chapter 3 of the Plan. These strategies propose amendments to implement the Downtown Sector Plan and enable the overlay or new zoning districts and a Design Standards Manual.

#### **Land Development Regulations**

In parallel, changes to the Land Development Code are necessary. Most changes can be done by staff, with a consultant, or combination. Recommended changes and strategies include:

- a. Create an Design Based Code or design standards book, applicable to both the public and private sectors, that would cover all development in the Redevelopment Area, shaping and effecting the built (physical) environment. Included would be such elements as: signage, plant materials, pavers, trash cans, benches, window treatments, architectural details, public art, decorative lighting, stormwater features, and the like.



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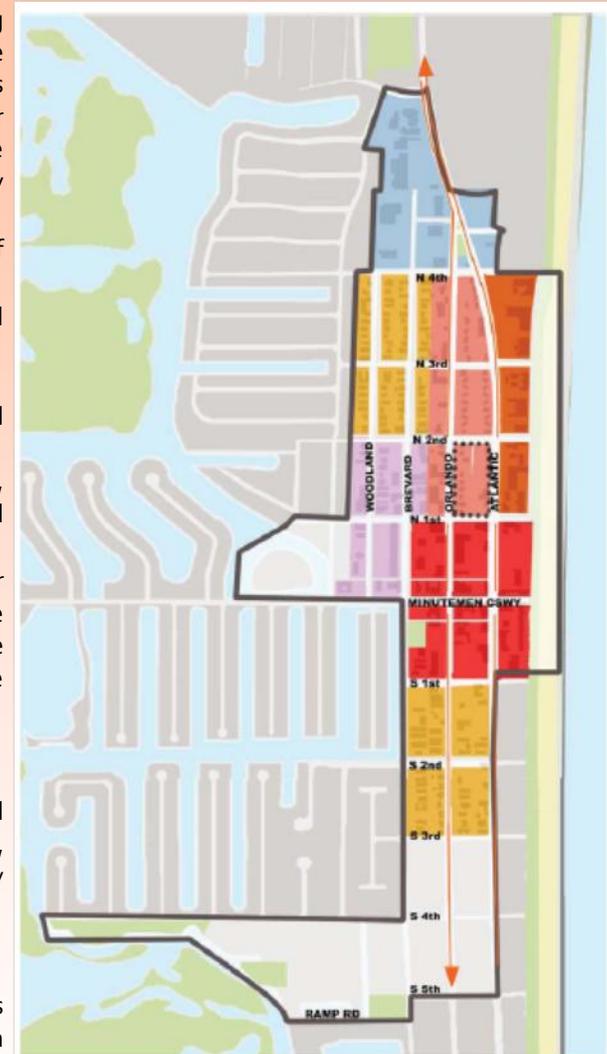
- b. Create an Overlay District or new zoning districts that reinforce differing neighborhood characteristics and establish an expectation that new development be consistent with the districts' intentions. The district would regulate uses such as allowing transient lodging in CN district to bring people into downtown, and other elements such as FAR, building placement, lot coverage, parking ratios, and all the standard zoning items, yet set the Downtown apart in a streamlined, more easily developed fashion.
- c. Create a Conservation District within Cottage Row, and facilitate protection of historic structures through a district, standards, and incentives.
- d. Streamline the building permitting process to encourage building renovations and expansion for current and new businesses.
- e. Protect existing residential uses with transition zones and districts.
- f. Facilitate protection of historic structures through a district, standards, and incentives.
- g. Create a system of density and intensity bonuses to add value to existing properties, thereby stimulating purchase and redevelopment. These would be awarded based upon use of specific conditions and criteria.
- h. Establish a system for "payments in lieu of" for on-site parking and stormwater management improvements, where such improvements would impede the redevelopment, aggregation or feasible use of parcels. Payments will allow for the DCBCRA to purchase parking lots and make improvements for use by all in the Redevelopment Area.

### Operational and Management Strategies

The Redevelopment Plan is the primary tool to initiate the Vision Plan and eliminate slum and blight. The operational and management guidelines within this plan encompass policies, procedures, and directives which serve as the mechanisms to regulate the vision, allocate City resources, and prioritize its initiatives.

### Administration

Many of these policies support administrative, financial, planning, and marketing incentives to attract specific and targeted private investment which meet the Redevelopment Plan objectives in a clear and transparent way. These include:



**Map 4-3 – Proposed Future Land Use System**  
**Source: Zyscovich Vision Plan**

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- a. Administrative incentives like streamlining the development review process, assisting with job recruiting (job fairs) for new or expanding businesses, assisting with site selection, waiving demolition fees, and restructuring permit fees.
- b. Financial incentives like façade or property improvement grants, painting and fix up grants or loans, tax credits, abatements, rebates on tax increments for large scale catalyst projects, loans and subsidies, micro loans to small businesses, shared costs for infrastructure upgrades, reduced connection impact fees, signage upgrades, and parking or stormwater installations.
- c. Create partnerships with area banks and lending organizations to create a link for obtaining Community Reinvestment Act funds, low-interest loans for either the City or the private sector to access for business or development needs.
- d. Planning and land use incentives like parking reductions, shared infrastructure agreements, density bonuses, and transfer of development rights.
- e. Marketing incentives like a market analysis, business promotion, design competitions, land inventory analysis to promote available land, seminars, sponsorship of special events, partnering in marketing programs such as Florida Main Street.
- f. Dedicating staff to implement and manage the day to day implementation of the plan, work with the businesses, promote the area, work with associated agencies such as the TDC, EDC, and build relationships with Port Canaveral and its consumers and customers.

### **Community Policing**

Chapter 163.360(7)(c) authorizes communities to plan for community policing and incorporate innovative and safety strategies into their Redevelopment Plans as an element that is needed for successful redevelopment. This recognizes that redevelopment areas often have higher crime rates or conditions that, unless changed by CRA actions, could continue to harbor vagrant, nuisance, and other behaviors that inhibit private sector investment. Therefore, the following actions are recommended as part of a community policing program:

- a. Provide a “cop on the beat” to walk, ride a bicycle, or segway that provides a predominate presence, discouraging negative human behaviors, managing alcohol related problems, vagrancy/homelessness, parking management, panhandling, and other civil/criminal nuisance behaviors.
- b. Strategically locate a police sub-station in the Downtown Core, which could serve as an area for business information, alarm aid, immediate response, and public outreach and education.
- c. Include code enforcement activities in this effort which could quickly resolve issues amicably and not require legal or board action. Other initiatives can be developed to support increased code enforcement to address code violations, either through increased surveillance or electronic citizen reporting services like heygov.com or CoolApps by cybertech.com.
- d. Gather information from the community police on parking issues/enforcement/locations, to aid in creating a comprehensive parking plan.
- e. Gather information on alcohol use and related disturbances, to aid in enacting possible alcohol control measures.
- f. Foster a Downtown Business Watch group for community policing support, much like Neighborhood Crime Watch programs.
- g. Assist with site plan and building design and review site and building designs to assure that sustainable police practices and Crime Prevention Through Environmental Design (CPTED) principles are addressed in all public and private developments.



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### **Sustainability**

Redevelopment by its very nature is a sustainability program. At its core is the preservation and rehabilitation of existing areas (recycling) and repurposing them for long term use. Making the community walkable and pedestrian friendly, saving existing business and bringing new businesses to the downtown, promoting recycling programs through solid waste, and properly managing the environment all speak to Cocoa Beach's vision of long term health, safety, welfare, and being a fun and inviting place to live, visit, or work in. There may be actions or initiatives which will arise in the future that the City wants to undertake. As long as they promote redevelopment, capture and implement the vision, and lead to sustainability they are enabled by this Redevelopment Plan.

A few strategies are readily identifiable:

- a. Work with the Scenic Byways program to promote eco-tourism and visitors to the community.
- b. Establish a Cocoa Beach Historical Society to assure capturing the City's place in time and "space" and create a museum in downtown, including inventory of historic buildings within the redevelopment area and consideration of a historic preservation ordinance. Coordinate with Brevard County Historical Commission as part of these efforts.
- c. Make Cocoa Beach an eco-friendly downtown.
- d. Support sustainable initiatives which promote energy efficiency, such as shuttle programs, park and ride, pedestrian and sidewalk systems, among others.
- e. Create an incentive based recycling-recyclebank.com.
- f. Creating partnerships with other governmental or quasi-governmental agencies will enable successful projects. This includes, everyone from Brevard County, Port Canaveral, neighboring Cities, the School Board, Library, EDC, TDC, and others as vital partners for expanded service provision and access to various programs.

### **DEVELOPER SOLICITATIONS AND SELECTIONS**

Redevelopment area successes are measured by the amount of private investment and reinvestment made in than are. The funding stream only comes from private investment and increased values. The private sector puts its money into projects where there is a known market, or where the public sector has shown commitment in and willingness to invest in the area. Sometimes the public sector will "buy-down" or aid in reducing the cost or risk of private investment, through installation of parking, landscaping, stormwater or other needed infrastructure as the DCBCRA deem appropriate or desirable. Other times the DCBCRA can assemble land, do a master plan for a desired project (boutique hotel, specialty grocer) in concert with a private partner after doing a developer solicitation, and negotiate financial arrangement favorable to the agency.

Should the DCBCRA acquire or assemble land, there is a major opportunity to proffer a developer solicitation in order to choose the right developer or investor. The solicitation process begins with the preparation of a detailed Request for Proposal (RFP) for the targeted private development projects. The RFP must specifically detail all of the conditions and requirements that pertain to the developer/development process. Once selected, a general development agreement should be drafted and adopted by the DCBCRA to assure that all terms and conditions are met. Upon completion, land acquisition/assemblage and other actions can commence.

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### PERFORMANCE AND EVALUATION MEASURES

Continued evaluation of the Redevelopment Plan and the performance of the Plan are necessary to monitor implementation efforts to understand the success or failure of various projects or programs. At a minimum, the DCBCRA should:

- a. Use one meeting per year to evaluate the vision, strategies, and implementation plan to identify changes or additions.
- b. Obtain feedback from the community and/or a stakeholders meeting once during the year. This could be done through a “meet and greet”, Chairman’s coffee and chat, or at a CRA meeting.
- c. Evaluate the Plan every 5 years to determine and update projects and priorities, whether through formal amendment or just internal processes.
- d. Conduct internal staff and peer review for project assessment and evaluation:
  - Rank or change the ranking of priorities and projects for consideration during budget cycles.
  - Prepare checklists and master project scheduling tools to identify start and completion cycles, budget targets, and associated tasks to stay on target.
  - Set measurable objectives for the year with an assessment at year’s end to understand problems, progress and pitfalls.

### PROGRAM COSTS

The following tables (Table 4-3 and 4-4) identify detailed estimates of projected costs associated with both capital and non-capital expenditures. These are purely estimates based upon today’s values. They are intended to aid only in prioritizing projects for planning and annual budgeting purposes. There is an ability for the DBCCRA to embrace large scale projects under one capital umbrella funded through a letter of credit, borrowed from either a general or special revenue fund (utility/stormwater), or through bonds.

### CONCLUSION

It takes a certain *mix* of uses, with the right *massing* of people and buildings, to create the great *mesh* of activities, places, and people necessary for success. Emphasis should be placed on creating development incentives, including waivers or bonuses, creating the desired public and civic spaces, improving stormwater management, and re-orienting special events to focus attention on the City’s strengths and natural assets of the Atlantic Ocean and Banana River. These actions specifically seek to bring people and attention back to the historic center of Cocoa Beach. As the economic conditions improve, promoting residential projects near the core will create the “mix, mass and mesh” needed to stimulate commercial revitalization.



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**Table 4-3 – Capital Improvements Projects**

| CAPITAL IMPROVEMENTS PROJECTS                                                                        |                        |                       |                       |                               |                                      |                                   |
|------------------------------------------------------------------------------------------------------|------------------------|-----------------------|-----------------------|-------------------------------|--------------------------------------|-----------------------------------|
| PROJECT LIST <sup>1</sup>                                                                            | SHORT TERM (1-5 years) | MID TERM (5-10 years) | LONG TERM (>10 years) | TOTAL ESTIMATED COSTS OVER 25 | PARTNERS                             | SOURCES                           |
| ORLANDO AND BREYARD AVENUES                                                                          | X                      | X                     |                       | \$500,000.00                  | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| MINUTEMAN CAUSEWAY                                                                                   | X                      | X                     | X                     | \$2,000,000.00                | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| ATLANTIC AVENUE                                                                                      | X                      |                       |                       | \$150,000.00                  | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| 1ST STREET NORTH AND SOUTH                                                                           |                        | X                     |                       | \$150,000.00                  |                                      |                                   |
| OTHER ROADWAY IMPROVEMENTS                                                                           |                        | X                     | X                     | \$375,000.00                  | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| ALLEYWAYS                                                                                            | X                      |                       |                       | \$350,000.00                  |                                      |                                   |
| SIDEWALKS AND PEDESTRIAN CIRCULATION IMPROVEMENTS                                                    | X                      |                       |                       | \$275,000.00                  | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| PARKING PLAN/IMPROVEMENTS/UPGRADES                                                                   | X                      |                       |                       | \$200,000.00                  |                                      |                                   |
| BICYCLE FACILITIES IMPROVEMENTS                                                                      | X                      |                       |                       | \$150,000.00                  | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| TRAFFIC SIGNALS                                                                                      |                        | X                     | X                     |                               | FDOT/PRO/CITY/<br>COUNTY/CRA         | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| PUBLIC BUILDINGS                                                                                     | X                      | X                     |                       | \$2,000,000.00                |                                      | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| UTILITIES (lighting, retention, water, wastewater/solid waste)                                       | X                      | X                     | X                     | \$250,000.00                  |                                      | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| LIFE SAFETY IMPROVEMENTS (hydrants, beach accessibility and constraints, retrofitting)               | X                      | X                     | X                     | \$250,000.00                  |                                      | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| PUBLIC IMPROVEMENT MAINTENANCE                                                                       | X                      | X                     | X                     | \$250,000.00                  |                                      | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| COMMUNITY POLICING (capital costs: buildings, equipment, mobility)                                   | X                      | X                     | X                     | \$250,000.00                  |                                      | TI/FEDERAL<br>HIGHWAY/FDOT/GRANTS |
| TRASH CAN PROGRAM                                                                                    | X                      | X                     | X                     | \$5,000.00                    |                                      | TI/FEDERAL/STATE GRANTS           |
| REGIONAL STORMWATER MASTER PLANNING/IMPROVEMENTS                                                     | X                      | X                     | X                     | \$500,000.00                  | SR/WM/D/FIND/EPA                     | TI/FEDERAL/STATE GRANTS           |
| PUBLIC RESTROOMS                                                                                     | X                      |                       |                       | \$15,000.00                   | CITY/COUNTY/<br>CITY/COUNTY          | TI/FEDERAL/STATE GRANTS           |
| RE-USE AND RECYCLING                                                                                 | X                      | X                     | X                     | \$5,000.00                    | WASTE<br>MANAGEMENT<br>HANDLERS/CITY | TI/FEDERAL/STATE GRANTS           |
| PUBLIC BOARDWALKS                                                                                    | X                      | X                     | X                     | \$750,000.00                  |                                      | TI/FEDERAL/STATE GRANTS           |
| BEACH ACCESS AREA ENHANCEMENTS                                                                       | X                      | X                     | X                     | \$250,000.00                  |                                      | TI/FEDERAL/STATE GRANTS           |
| ACQUISITION OF NEW LANDS FOR PUBLIC USE                                                              |                        | X                     | X                     | \$1,500,000.00                |                                      | TI/FEDERAL/STATE GRANTS           |
| GENERAL STREETScape OF SEVERAL STREETS; INTERSECTION, STREET ENDS, SIDEWALKS, ALLEYWAYS IMPROVEMENTS | X                      | X                     |                       | \$2,000,000.00                |                                      | TI/FEDERAL/STATE GRANTS           |
| HARDSCAPE FEATURE PURCHASE AND REPLACEMENT                                                           | X                      | X                     |                       | \$150,000.00                  |                                      | TI/FEDERAL/STATE GRANTS           |
| GATEWAYS, WAYFINDING AND OTHER SIGNAGE                                                               | X                      | X                     |                       | \$150,000.00                  | TDC/SCENIC BY-<br>WAYS               | TI/FEDERAL/STATE GRANTS           |
| GRAND TOTAL ESTIMATED OVER 30 YEARS                                                                  |                        |                       |                       | \$12,475,000.00               |                                      |                                   |

**NOTES:**

1. Projects are described in detail in various sections of the plan and are listed here for purposes of planning and scheduling.

2. The costs associated with a project line item is an ESTIMATE only to be used for prioritizing project. Actual costs will be budgeted in the CRA'S ANNUAL BUDGET.

3. Hardscapes refers to street furniture, trash cans, benches, game tables, bicycle racks, decorative lighting and other publicly used outdoor amenities.



# Chapter 4 The Plan

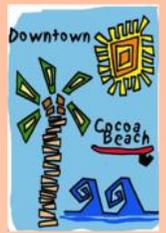
**Table 4-3 – Non-Capital Improvements**

| <b>NON-CAPITAL IMPROVEMENTS</b>                                                                                                                                    |                                                         |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------|
| <b>PROJECT LIST <sup>1/3</sup></b>                                                                                                                                 | <b>TOTAL ESTIMATED COSTS OVER 25 YEARS <sup>2</sup></b> |
| <b>MARKETING, PROMOTIONS, SPECIAL EVENTS, ECONOMIC DEVELOPMENT</b>                                                                                                 | 2,000,000                                               |
| BUSINESS RECRUITMENT/ RETENTION/ EXPANSION PROGRAMS                                                                                                                | 300,000                                                 |
| FAÇADE GRANTS                                                                                                                                                      | 500,000                                                 |
| PROPERTY IMPROVEMENT GRANTS/LOANS                                                                                                                                  | 150,000                                                 |
| BUSINESS IMPROVEMENT DISTRICTS                                                                                                                                     | 15,000                                                  |
| MARKETING AND PUBLIC RELATIONS                                                                                                                                     | 500,000                                                 |
| SPECIAL EVENTS                                                                                                                                                     | 200,000                                                 |
| SMALL BUSINESS ASSISTANCE                                                                                                                                          | 50,000                                                  |
| BROCHURE DEVELOPMENT                                                                                                                                               | 50,000                                                  |
| TRADE SHOWS                                                                                                                                                        | 20,000                                                  |
| OTHER                                                                                                                                                              | 10,000                                                  |
| <b>REGULATORY, OPERATIONAL AND MANAGEMENT</b>                                                                                                                      | 1,200,000                                               |
| URBAN DESIGN MANUAL AND DESIGN STANDARDS                                                                                                                           |                                                         |
| COMPREHENSIVE PLAN AMENDMENTS                                                                                                                                      |                                                         |
| ECONOMIC DEVELOPMENT STRATEGIC PLAN                                                                                                                                | 25,000                                                  |
| OTHER LAND DEVELOPMENT REGULATION CHANGES                                                                                                                          |                                                         |
| CODE ENFORCEMENT                                                                                                                                                   | 300,000                                                 |
| COMMUNITY POLICING                                                                                                                                                 | 300,000                                                 |
| ADMINISTRATION                                                                                                                                                     | 500,000                                                 |
| OTHER                                                                                                                                                              | 75,000                                                  |
| <b>SUSTAINABILITY INITIATIVES</b>                                                                                                                                  | 100,000                                                 |
| <b>Grand Total</b>                                                                                                                                                 | <b>6,295,000</b>                                        |
| <b>NOTES:</b>                                                                                                                                                      |                                                         |
| 1 Projects are described in detail in various sections of the plan and are listed here for purposes of planning and scheduling.                                    |                                                         |
| 2 The costs associated with a project line item is an ESTIMATE only to be used for prioritizing project. Actual costs will be budgeted in the CRA'S ANNUAL BUDGET. |                                                         |
| 3 These projects are anticipated to be done every year over the life of the program, subject to CRA approval and annual budget appropriation.                      |                                                         |



# Chapter 5

## Financial Matters



Redevelopment areas exist because they suffer from a lack of public and private investment. They are generally degraded physically, socially, and economically. A redevelopment district demonstrates the public sector's willingness to take actions to halt degradation and plan projects to stimulate private sector investment. A CRA, through a public investment, is creating an environment in the redevelopment area where the private sector can determine that there will be a return on that investment or at worst, there will not be a loss of investment. It requires a partnership between the public and private sectors. Therefore, financial incentives are integral to the success of a CRA.

Financial planning for redevelopment within a constrained economy will create difficulties in making TIF projections or general financing and planning for the DCBCRA revenues and expenditures. However, to provide a basis for understanding capital capacity, this section is critical to giving the City, County, the CRA, and stakeholders a guide for managing financial matters and project scheduling. Separate sections are devoted to the project cost estimates and proposed project time frames. This section provides insight into funding options, sources and projections.

Tax increment financing was originally developed over 30 years ago as a method to meet the local match requirements of federal grant programs. With the reduction in federal funds available for local projects, however, tax increment financing is standing on its own as a method to finance local redevelopment and economic development in Brevard County and its Cities. State law controls tax increment financing. In Florida, tax increment financing is derived from the Community Redevelopment Act of 1969, which is codified as Part III, Chapter 163 of the Florida Statutes. This act provided for a combination of public and private redevelopment efforts, but did not authorize the use of tax increment financing. The Act was amended in 1977 to allow tax increment financing. Under the Statues, municipalities must go through a number of steps to establish a redevelopment area and implement a tax increment district.

Upon approval of the governing body, a Trust Fund for a Community Redevelopment Area may be established. The revenues for the Trust Fund are obtained by allocating any increases in taxable assessed value to the area. The assessed value of the district is "frozen" and any increases (the tax increment revenues) are available for improvements to the Redevelopment Area. The tax collector collects the entire property tax and subtracts the tax on the base value, which is available for general government purposes. Of the remaining tax increment revenues, 95% are deposited to the Trust Fund. The remaining 5% is kept by the local government who has levied the tax. Brevard County authorized Cocoa Beach in Brevard County Commission Resolution 08-128 to establish a CRA and set up a trust fund, while capping administrative expenditures to 25% of the yearly budget.

Tax increment financing is the most popular method for cities throughout the country to redevelop urban areas through public improvements, which promote private sector activity. Although the legal requirements are complex, the basic concept is relatively simple. The municipality and the county both continue to receive property tax revenues based on the frozen value. These base revenues are available for general government purposes. The tax increment revenues can be used immediately, saved for up to 3 years for particular projects, or can be bonded to maximize the funds available. Any funds received from a tax increment financing district, however, must be used for the redevelopment of the area and not for general government purposes. The types of tax increment revenue expenditures that are allowed are defined under Florida Statues 163.387(6).



## Chapter 5 Financial Matters

### **Financial Plan**

This Chapter entails the financial plan and mechanisms to implement the Redevelopment Plan. Tax Increment Fund projections are provided in Table 5-1 to show approximate increments of assessed values and resultant tax increment for general planning purposes to be used in implementing this Redevelopment Plan. These are estimated projections only and subject to change from year to year. The exact increment will not be determined until City and County millage rates are adopted each year. CRA districts are "Special Districts" in the State of Florida, subject to rules and reporting requirements. In general, the DCBCRA will be subject to any statutory requirements governing Special Districts under Florida Law and must register for same and submit required annual documentation. Other special districts such as a Community Development District, Business Improvement District, Neighborhood Enhancement District, Main Street, or other similar programs, can be layered with a CRA to enhance the financial capabilities of the area as a whole and infuse other resources to leverage the TIF.

### **General Funding Sources**

CRA's often have to package many financial programs in order to have enough resources, especially when newly enacted. While the bond market is not strong for CRA's, many in Florida use a bank held Letter of Credit to fund large scale projects, particularly those designed to "jump-start" their programs. Local governments commonly loan their CRA's start-up funds as well, paid back over time as the TIF trust fund grows from private investment. The following list shows other potential resources that can be coupled with or used to fund the projects outlined in the Redevelopment Plan within the Redevelopment Area.

- a. Special revenue bonds.
- b. General obligation bonds.
- c. Grants and loans to the agency from the City's special or general funds for start up costs.
- d. Fees, leases, and charges.
- e. Industrial Revenue Bonds (IRB): Industrial revenue bonds may be used to finance industrial and some commercial projects. The primary emphasis on such projects is the creation of jobs. IRB's are tax-exempt, and consequently, are typically three percentage points below prevailing interest rates.
- f. Commercial Loans: The DCBCRA may directly borrow funds from local lending institutions, utilizing both short term and long term borrowing. Through an RFP process, terms and conditions may be specified in an attempt to secure the lowest available interest rate. Lending institutions are required by federal law to meet certain Community Reinvestment Act portfolio requirements. Local banks should be pursued to contribute to DCBCRA projects.
- g. Private Contributions: Voluntary contributions by private companies, foundations, and individuals are potential sources of income to the DCBCRA. Although such contributions may account for only a small portion of redevelopment costs, they do provide opportunities for community participation with positive promotional benefits.
- h. Special Assessment Districts: The City could also establish special assessment districts and Municipal Service Taxing Units (MSTU), (Florida Statutes Chapter 170) for the purpose of funding various capital improvements within an area or for the construction of a particular project.
- i. Grants from State and Federal funding sources are leveraged within CRA districts, many of which get extra points for being used to fund economic development and redevelopment projects. The world of grants has changed or is changing due to economic conditions, requiring local governments to be vigilant in the grants arena.

# Chapter 5 Financial Matters



**Table 5-1 – Downtown Cocoa Beach Redevelopment Area  
Projected Annual and Cumulative Tax Increment Revenues**

| Year<br>(1) | Fiscal<br>Year<br>Ending | Area Tax<br>Base Taxable<br>Property<br>Value (2) | Property<br>Value Annual<br>Increase/<br>Decrease | Tax Base<br>Property Value<br>Increment | x | Millage<br>Rate (3) | = | Increment<br>Tax<br>Revenues | x | Statutory<br>Limit | Annual<br>Redevelopment<br>Trust Funds | Cumulative<br>Redevelopment<br>Trust Funds |
|-------------|--------------------------|---------------------------------------------------|---------------------------------------------------|-----------------------------------------|---|---------------------|---|------------------------------|---|--------------------|----------------------------------------|--------------------------------------------|
| 0           | 2012                     | \$136,672,320                                     |                                                   |                                         |   |                     |   |                              |   |                    |                                        |                                            |
| 1           | 2013                     | 136,672,320                                       | 0.00%                                             | \$0                                     | x | 9.923               | = | \$0                          | x | 95%                | \$0                                    | \$0                                        |
| 2           | 2014                     | 138,039,043                                       | 1.00%                                             | 1,366,723                               | x | 9.923               | = | 13,562                       | x | 95%                | 12,884                                 | 12,884                                     |
| 3           | 2015                     | 140,109,629                                       | 1.50%                                             | 3,437,309                               | x | 9.923               | = | 34,108                       | x | 95%                | 32,403                                 | 45,287                                     |
| 4           | 2016                     | 142,911,821                                       | 2.00%                                             | 6,239,501                               | x | 9.923               | = | 61,915                       | x | 95%                | 58,819                                 | 104,106                                    |
| 5           | 2017                     | 146,484,617                                       | 2.50%                                             | 9,812,297                               | x | 9.923               | = | 97,367                       | x | 95%                | 92,499                                 | 196,605                                    |
| 6           | 2018                     | 150,879,155                                       | 3.00%                                             | 14,206,835                              | x | 9.923               | = | 140,974                      | x | 95%                | 133,926                                | 330,530                                    |
| 7           | 2019                     | 156,159,926                                       | 3.50%                                             | 19,487,606                              | x | 9.923               | = | 193,376                      | x | 95%                | 183,707                                | 514,237                                    |
| 8           | 2020                     | 162,406,323                                       | 4.00%                                             | 25,734,003                              | x | 9.923               | = | 255,359                      | x | 95%                | 242,591                                | 756,828                                    |
| 9           | 2021                     | 168,902,576                                       | 4.00%                                             | 32,230,256                              | x | 9.923               | = | 319,821                      | x | 95%                | 303,830                                | 1,060,658                                  |
| 10          | 2022                     | 175,658,679                                       | 4.00%                                             | 38,986,359                              | x | 9.923               | = | 386,862                      | x | 95%                | 367,519                                | 1,428,176                                  |
| 11          | 2023                     | 182,685,026                                       | 4.00%                                             | 46,012,706                              | x | 9.923               | = | 456,584                      | x | 95%                | 433,755                                | 1,861,931                                  |
| 12          | 2024                     | 189,992,427                                       | 4.00%                                             | 53,320,107                              | x | 9.923               | = | 529,095                      | x | 95%                | 502,641                                | 2,364,572                                  |
| 13          | 2025                     | 197,592,124                                       | 4.00%                                             | 60,919,804                              | x | 9.923               | = | 604,507                      | x | 95%                | 574,282                                | 2,938,854                                  |
| 14          | 2026                     | 205,495,809                                       | 4.00%                                             | 68,823,489                              | x | 9.923               | = | 682,935                      | x | 95%                | 648,789                                | 3,587,642                                  |
| 15          | 2027                     | 213,715,642                                       | 4.00%                                             | 77,043,322                              | x | 9.923               | = | 764,501                      | x | 95%                | 726,276                                | 4,313,918                                  |
| 16          | 2028                     | 222,264,267                                       | 4.00%                                             | 85,591,947                              | x | 9.923               | = | 849,329                      | x | 95%                | 806,862                                | 5,120,781                                  |
| 17          | 2029                     | 231,154,838                                       | 4.00%                                             | 94,482,518                              | x | 9.923               | = | 937,550                      | x | 95%                | 890,673                                | 6,011,453                                  |
| 18          | 2030                     | 240,401,031                                       | 4.00%                                             | 103,728,711                             | x | 9.923               | = | 1,029,300                    | x | 95%                | 977,835                                | 6,989,288                                  |
| 19          | 2031                     | 250,017,073                                       | 4.00%                                             | 113,344,753                             | x | 9.923               | = | 1,124,720                    | x | 95%                | 1,068,484                              | 8,057,772                                  |
| 20          | 2032                     | 260,017,756                                       | 4.00%                                             | 123,345,436                             | x | 9.923               | = | 1,223,957                    | x | 95%                | 1,162,759                              | 9,220,531                                  |
| 21          | 2033                     | 270,418,466                                       | 4.00%                                             | 133,746,146                             | x | 9.923               | = | 1,327,163                    | x | 95%                | 1,260,805                              | 10,481,336                                 |
| 22          | 2034                     | 281,235,204                                       | 4.00%                                             | 144,562,884                             | x | 9.923               | = | 1,434,498                    | x | 95%                | 1,362,773                              | 11,844,108                                 |

NOTES:

(1) Base Year - Assumes Year 0 is 2012 - CRA has a 25 year life beginning 11/19/2009, per County Resolution 2008-128.

(2) Base Year 0 Property Taxable Value as of January 2011, from Brevard County Property Appraiser – for Fiscal Year ending September 30, 2012.

(3) Brevard County and City of Cocoa Beach combined.

|                                    |              |
|------------------------------------|--------------|
| 2011-12 City Tax Levy=             | 5.02         |
| 2011-12 County Tax Levy =          | <u>4.903</u> |
| Combined City and County Millage = | 9.923        |



## Chapter 5

### Financial Matters

#### Incentives

Incentives should be considered as the best use of the CRA's dollars to stimulate location of new/expanding business opportunities, bringing people, jobs, and investment into the area. These might include:

- a. City installation and provision of "public" improvements, even those designed to facilitate private development such as water/sewer lines, parking/roadways, landscaping, signage, and other infrastructure needed to make a project financially feasible.
- b. Permit fee reductions; impact fee reductions or delayed payment schedules; low-interest loans or grants for business start up or building improvements on infill sites or historic structures.
- c. Façade and infrastructure grants.
- d. Code and permit consistency, particularly in the "process" is critical to bringing private development to the area. Time is money in the development community, and any changes to schedules brought on by inconsistency in the application of rules, changes in mid-stream, or additional unknown requirements will only add to the private sectors wariness in making investments in redevelopment districts and cause them to 'pull-out'.
- e. Code incentives—using the carrot and stick approach, can often be the most successful in gaining private sector interest in an area. Allowing flexibility is key.

The next Chapter will provide findings or statements regarding statutory compliance requirements.

# Chapter 6

## Legal, Regulatory, and Statutory Components



### Statutory Framework

Pursuant to Florida Statute Chapter 163, this section confirms compliance with statutory requirements and shows in what section the topic may be contained. Section 163.362 (Contents of community redevelopment plan) stipulates that every community redevelopment plan shall:

- a. Contain a legal description of the boundaries of the community redevelopment area and the reasons for establishing such boundaries shown in the plan. See Map 1-1 - CRA Boundary and Exhibit 1-1 - Legal Description.
- b. Show by diagram and in general terms:
  1. The approximate amount of open space to be provided and the street layout. (See Redevelopment Plan, which identifies lands for public usage, open space, the general street lay-out.)
  2. Limitations on the type, size, height, number, and proposed use of buildings. (This zoning requirement found in and governed by the City's Land Development Code and Comprehensive Plan.)
  3. The approximate number of dwelling units. (The approximate number of dwelling units will be governed by the Comprehensive Plan Future Land Use Map (FLUM )and Land Development Regulations.)
  4. Such property as is intended for use as public parks, recreation areas, streets, public utilities, and public improvements of any nature. (See Redevelopment Plan, FLUM and Official Zoning Map.)
- c. If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.
- d. Identify specifically any publicly funded capital projects to be undertaken within the community redevelopment area. (See Capital Improvement Plan.)
- e. Contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan. (See the plan and strategies.)
- f. Provide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part. (This shall be done pursuant to negotiations and contracts at the time of any land lease or sale.)
- g. Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area. (There are permanent and temporary available housing facilities as shown on the FLUM and Zoning maps.)
- h. Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly, or if the plan is not intended to remedy such shortage, the reasons therefore. (See FLUM/Zoning Map for identified residential areas.)
- i. Contain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues. (See Capital Improvements Plan; Implementation measures for the Plan. At present, it is not known whether the CRA will engage in bonding or securing loans, but it retains its rights to do so under Florida Statutes.)



## Chapter 6

### Legal, Regulatory, and Statutory Components

- j. Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to the requirements of s. [163.361\(1\)](#). However, for any agency created after July 1, 2002, the time certain for completing all redevelopment financed by increment revenues must occur within 40 years after the fiscal year in which the plan is approved or adopted.

#### **Neighborhood Impact Assessment**

This assessment provides a detailed description of the impact of the proposed Redevelopment Plan upon the neighborhood residents of the Redevelopment Area and the surrounding areas as required by Chapter 163.362 (3) FS. Such a description is required because the Redevelopment Area contains low-moderate income residents and areas of rental and owner-occupied residential uses. This plan contains provisions to promote new single family attainable housing, as well as market rate housing, within single and mixed use buildings in the Downtown Area. Affordable housing for lower income persons and the work force is available predominately outside the Redevelopment Area, particularly from the many rental apartments, duplexes, and older apartment buildings. The DCBCRA Redevelopment Plan does not anticipate or include any programs that will dislocate residents.

Overall, this plan is designed to preserve, conserve, protect and rehabilitate not only the existing residential areas, but moreover to improve and protect the investments made to all properties and others elsewhere in the district through stimulating private sector initiatives. There are no plans for the DCBCRA to become residential real estate developers.

#### **Element of Residential Use**

The purpose of Redevelopment Plans is to cure areas of blight and promote quality residential use, particularly with regard to developing and maintaining sustainable neighborhoods. Should any residential units require relocation due to direct expenditures by the DCBRA, the agency will prepare a relocation study and work with other housing providers to locate appropriate housing. The DCBCRA itself is not anticipated to be a developer of housing. This Redevelopment Plan does identify areas for the private sector to create new, replacement, and infill residential and mixed-use development that will aid in retaining the existing housing stock and promoting a livable, walkable, and sustainable Cocoa Beach.

#### **Traffic Circulation**

This Redevelopment Plan calls for development of vacant parcels plus improvements and redevelopment for a number of existing commercial, industrial and residential lands. Changes over time could result in some net increase in traffic generation. A major objective of the whole redevelopment effort is to encourage a more vibrant business community with more customers. The existing roadway system will remain virtually intact, unless changes to the some of the side streets occur in future years as funding, support and interest grows.

Bus service is provided throughout the City and Downtown Area. Generally, street network improvements will include intersection improvements, traffic light upgrades, turn lane enhancements, and other multi-modal additions. Most of the anticipated traffic will continue to move through the area along the major arteries of AIA, except for traffic from those living in the area and from visitors to the Redevelopment Area.

## Chapter 6

### Legal, Regulatory, and Statutory Components



Residential streets adjacent to the Redevelopment Area will be marginally impacted, if at all, by traffic related to DCBCRA improvement activities. To the extent that vacant lots are developed throughout the district as infill sites, the quantity of such traffic would be so small that the level-of-service standards on any of the streets should not be significantly affected.

FDOT will need to be involved early on by the City if there are to be major changes to the circulation system. An enormous amount of effort and funding for some physical changes to the roadway can be allocated through the TPO process. In addition, the private sector will bear a large portion of improvements necessitated by growth.

#### **Environmental Quality**

There are no plans to introduce any type of land use or business that would be a “pollution” producer. On or off-site stormwater management systems will be required to adequately handle runoff from new developments. Plan implementation will result in more green and landscaped spaces than presently exist, which will be a positive impact on the environment. The plan calls for creating eco-tourism opportunities, environmental learning kiosks, promoting of the Scenic Byway, greenways/blue-ways/linear parks, regional stormwater systems, and upgrades to the stormwater utility. Stormwater parks will be created instead of ponds. The Redevelopment Area is predominately urbanized or urbanizing. The City requires environmental permitting as part of development approval. There are no adverse, only positive, impacts from the proposed redevelopment program.

#### **Availability of Community Services and Facilities**

The plan will result in enhanced community services and facilities in the Redevelopment Area. Such enhancements include, but are not limited to: increased police protection; added streetscape and landscaping for beautification and environmental enhancement; modifications to several intersections to make them safer; street, sidewalk, and drainage improvements; traffic calming enhancements; monumentation or new signage for identification; upgraded utility systems; expanded libraries, public buildings and community centers; enhanced recreation programs and facilities; and public/private cost share programs to encourage public facility and service improvements.

#### **Effect on School Population**

The Redevelopment Plan will have little direct impact on the school population. One positive benefit for the school-age population residing in or using the redevelopment area will be new sidewalk linkages, traffic control devices, and better pedestrian movement. Demographic analysis shows the average household size decreasing over the next 5 years. The interlocal agreement with the School Board will enable the City to monitor the growth and capacity at all of its elementary, middle, and high schools used by its residents. The City and School Board work closely to assure quality in building capacity and overall education.

#### **Other Matters Affecting the Physical and Social Quality of the Neighborhood**

It is expected that once implementation of the Redevelopment Program gains momentum over a period of months and years, the overall physical and social conditions of the CRA will significantly improve. With redevelopment programs often comes an ‘attitudinal shift’ that occurs across the City that will increase community pride and motivation to participate in activities that result in visible physical and social improvements.



## *Chapter 6*

### *Legal, Regulatory, and Statutory Components*

#### **Comprehensive Plan Consistency**

The Redevelopment Plan is determined to be in compliance and consistent with the City's adopted Comprehensive Plan, including the Future Land Use Map (FLUM), and the Goals, Objectives and Policies of all the Elements. Priority should be given to amendments which are deemed to facilitate the implementation of the Redevelopment Plan. On April 2, 2012, the City Planning Board, acting as the Local Planning Agency, has also found the Redevelopment Plan to be in conformity with the City's Comprehensive Plan.

#### **Restrictions**

Only the Cocoa Beach City Commission shall be authorized to pledge the full faith and credit of the City of Cocoa Beach, or to guarantee the indebtedness of any person performing any work or providing labor or services in connection with any redevelopment project, or to otherwise obtain funds from any source or in any manner not specifically authorized in the Plan, the Act, or the provisions of applicable law. The DCBCRA has all the powers and authority vested by Chapter 163, Part III, Community Redevelopment, as may be amended from time to time.

#### **Relocation Assistance**

The City will follow Department of Housing and Urban Development (DHUD) relocation assistance policies to provide equitable treatment for all property owners and tenants in the event of displacement resulting from property acquisition by the DCBCRA. The purpose of the Redevelopment Plan is to stimulate private sector investment, which may result in property acquisitions within the redevelopment area. Private-sector land acquisition and redevelopment projects are not subject to the same provisions as governmental bodies. In the case of tenants displaced as a consequence of a voluntary sale by the private sector, the DCBCRA, if requested, may assist by providing referrals and technical assistance to known local private and public housing providers in the area, in order to assure the displaced parties have replacement housing available to them.

#### **Plan Approval**

The Downtown Cocoa Beach Community Redevelopment Plan has been approved and adopted pursuant to Chapter 163.360 Florida Statutes. Upon approval by the City Commission, the Redevelopment Plan shall be considered in full force and effect for the defined redevelopment area. The City may then cause the DCBCRA to carry out the implementation of the Plan.

#### **Duration of the Plan**

The redevelopment provisions, controls, restrictions and covenants of the Redevelopment Plan shall be effective for 25 years from the date of the creation of the Downtown Cocoa Beach Community Redevelopment Agency (November 19, 2009), per County Resolution 08-128 Section 3C.

#### **Amendment of the Plan**

The Redevelopment Plan may be modified, changed, or amended at any time by the City Commission in accordance with the requirements of Section 163.361, F.S.

# Chapter 6

## Legal, Regulatory, and Statutory Components



### **Safeguards and Retention of Control**

This Redevelopment Plan is the guiding document for future development, redevelopment and ancillary programs, projects, and activities in and for the Downtown Cocoa Beach Community Redevelopment Area. In order to assure that redevelopment will take place in conformance with the projects, objectives and action strategies expressed in this plan, the DCBCRA will utilize the regulatory devices, instruments and systems used by the City to permit development and redevelopment within its jurisdiction. These regulatory devices, etc., include but are not limited to the Comprehensive Plan, the Land Development Code, adopted design guidelines, performance standards and City authorized development review, permitting and approval processes and any other adopted codes, standards, and policies.

In accordance with the requirements of Section 163.362 (2) (b), F.S., the City's regulatory controls determine the limitations on building height, structure, size and use. The Redevelopment Plan sets forth proposed uses in the description of the Vision Plan and illustrates them on the accompanying maps. The City Commission retains the vested authority and responsibility for:

- The power to grant final approval to the Redevelopment Plans and modifications;
- The power to authorize issuance of revenue bonds as set forth in Section 163.385, F.S.; and
- The power to approve the public acquisition, demolition, removal or disposal of property as provided in Section 163.370(3), F.S.

The DCBCRA shall provide adequate safeguards or any other provisions necessary to carry out the goals and objectives of the Redevelopment Plan to ensure that all leases, deeds, contracts, agreements, and declarations of restrictions relative to any real property conveyed shall contain restrictions and/or covenants to run with the land and its uses.

### **Reporting Requirements**

The DCBCRA shall comply with the reporting requirements of Section 163.356 (3) (c), F.S. This includes filing a report of its activities for the preceding fiscal year with the State of Florida Auditor General and the City Commission on or before March 31<sup>st</sup> of each year. The report shall include a complete financial statement setting forth its assets, liabilities, and income and operating expenses as of the end of such fiscal year. Additionally, the Agency shall comply with the auditing requirements, as set forth in Section 163.387 (8), F.S., which mandates an independent financial audit of the Redevelopment Agency Trust Fund each fiscal year and report such an audit. The DCBCRA or its agents shall conform to the statutory requirements as applicable for special districts under the laws of the State of Florida.

### **Severability**

If any provision, section or clause of the Downtown Cocoa Beach Community Redevelopment Plan is held to be invalid, unconstitutional, or otherwise illegal, such decision shall not affect the validity of the remaining portions of the Redevelopment Plan.



# Chapter 7

## Conclusions and Recommendations



Blighted areas in general:

- Impose a costly burden on local communities in terms of service requirements;
- Cause the loss of much needed tax revenues;
- Infringe on the general health, safety and welfare of the residents within the area of deterioration; and,
- Have the effect of impairing and arresting economic growth and vitality because few will invest or reinvest in the area.

The City's Redevelopment Area met the statutory requirements for establishing the CBCRA primarily from transportation, lot and building conditions, taxable values, and lot lay-outs dating back to early plats, and crime issues. The need for adopting findings of necessity and creating this strategic plan to capture a vision, address opportunities for public and private reinvestment, redevelopment and overall revitalization was clearly established.

A Community Redevelopment Plan is the main tool in the toolbox that enables the community to design a new future by nurturing opportunities for public and private investment. A CRA can aid the market in finding and directing the right kinds of development, installing infrastructure, providing rehabilitation assistance to businesses and homes, preserving neighborhoods and quality residential areas, retaining and supporting existing businesses, and expanding new business opportunities throughout the area. By encouraging new public and private investment and other physical and social improvements, crime rates decrease, businesses thrive, values increase, and a true sustainable community with a strong sense of place emerges.

