

City of Fellsmere

cultivate. nurture. redevelop. grow.

Community Redevelopment Plan 2009



LAWANDALES PLANNING AFFILIATES, INC.
Planning for Community



TABLE OF CONTENTS

SECTION 1 – INTRODUCTION	1
Historical Setting	1
Figure 1 – FJV Trailer Park, part of the 157.5 acres.....	1
Figure 2 – Lands East of Willow Street within the Expansion Area	2
Map 1 – Original Blight Study Area (BSA) and Existing Community Redevelopment Area	4
Map 2 – Original Community Redevelopment Area with Modified Areas over Parcel Map	5
Map 3 – Original Community Redevelopment Area with Modified Areas over Aerial	6
Map 4 – Close-Up View of 2009 Blight Study Area	7
Map 5 – Close-Up View of 2009 Blight Study Area	8
Map 6 – Zoning Map.....	9
Map 7 – Future Land Use Map	10
Table 1 – Acreage by Zoning District.....	11
Findings of Necessity Summary	12
Demographics and Market Analysis.....	13
Exhibit 1-A – Demographic Radian Map - I-95 & County Road 512	14
Table 2 – Demographic Analysis – I-95 & County Road 512	15
Exhibit 1-B – Demographic Radian Map – S. Broadway Street & County Road 512	16
Table 3 – Demographic Analysis – S. Broadway Street & County Road 512	17
SECTION 2 – CONSENSUS BUILDING	18
SECTION 3 – A SENSE OF PLACE	20
Vision & Mission	20
Broad Based Directives – Strategic Redevelopment Goals and Objectives	20
Goal.....	20
General Redevelopment Objectives	20
Land Use and Housing Objectives	21
Transportation and Parking Objectives	21
Design Objectives.....	22
Public Open Space, Recreation and Cultural Opportunities.....	22
Financial Objectives	23
SECTION 4 – FELLSMERE COMMUNITY REDEVELOPMENT AREA PLAN.....	24
Redevelopment Opportunities.....	24
Placemaking.....	25
Map 8 – FCRA Sub-Districts	26
The Conceptual Plan.....	27
Exhibit 2-A – Conceptual Plan West.....	28
Exhibit 2-B – Conceptual Plan East.....	29



Map 9 – Village Center Concept.....	30
Village Center Sub-District Strategies.....	30
Exhibit 3 – Broadway Streetscape Ideas.....	34
Exhibit 4 – Fellsmere History Park.....	35
Exhibit 5-A – Parking Lot on Orange and Colorado to Serve Downtown and Special Events	36
Exhibit 5-B – Parking Lot on Orange and Colorado to Serve Downtown and Special Events	37
Exhibit 5-C – Parking Lot on Orange and Colorado to Serve Downtown and Special Events	38
Exhibit 6 – City Hall Municipal Complex.....	39
Exhibit 7 – Entry and Gateway Signage for the City Hall Site	40
Exhibit 8 – Pennsylvania Park Potential	41
Exhibit 9 – Maps from YOUR TOWN Group Experiences.....	42, 43
Hall-Carter-James Subdivision Sub-District Strategies	44
Map 10 – Hall-Carter-James Opportunities.....	44
Exhibit 10 – FJV/H CJ Conceptual Ideas from YOUR TOWN.....	45
Mid-Town CR 512.....	46
Map 11 – Mid-Town.....	46
Exhibit 11 – Willow Street Options from Ansins West Boundary to Willow	47
Map 12 – CR 512.....	48
East CR 512 (Ansin to across I-95) Sub-District Strategies	48
Exhibit 12 – I-95 Gateway Sign Ideas	49
Exhibit 13 – CR 512 (I-95 to Ansin West).....	50
Exhibit 14 – Conceptual Ideas	50
SECTION 5 – GETTING THERE	51
Business Strategies (CRA/City).....	51
Old Town/Broadway – Quick-victory, high visible start (CRA/City/Private Sector).....	51
Sidewalks/Bikepaths (City/CRA/County/FDOT/Private Sector)	52
Transportation/Traffic Calming/Parking (City/CRA/County/FDOT/Private Sector)	52
Building Conditions (City/CRA).....	53
Culture/Recreation (City/CRA/State/County/Non-Profit).....	53
Programmatic Improvements/Organization/Partnerships (City/CRA/Non-Profit/TDC).....	54
Comprehensive Plan and Land Use.....	54
Marketing and Promotion	55
Improvement Projects	56
Table 4 – Capital Improvement Projects	57
Table 5 – Non-Capital Improvement Projects	58
Developer Solicitations and Selections	59
Administration	59
Performance and Evaluation Measures	59
SECTION 6 – DOLLARS AND SENSE	61
Financial Plan.....	62
Table 6 – Projected Annual & Cumulative Tax Increment Revenues 2005.....	63



Table 7 – Projected Annual & Cumulative Tax Increment Revenues 2009.....	64
General Funding Sources	65
Financial Incentives	66
SECTION 7 – LEGAL AND REGULATORY	67
Neighborhood Impact Assessment	67
Element of Residual Use	67
Traffic Circulation.....	67
Environmental Quality	68
Availability of Community Services and Facilities	68
Effect on School Population	69
Other Matters Affecting the Physical and Social Quality of the Neighborhood	69
Comprehensive Plan Consistency.....	69
Restrictions	69
Relocation Assistance.....	69
Plan Approval.....	70
Duration of Plan.....	70
Amendment of Plan.....	70
Safeguards and Retention of Control.....	70
Reporting Requirements	71
Severability.....	71
SECTION 8 – STATUTORY REQUIREMENTS	72
SECTION 9 – CONCLUSIONS AND RECOMMENDATIONS.....	74
Consultant Recommendations.....	74



SECTION 1 - INTRODUCTION

Historical Setting

Fellsmere Farms, owned in part by Fellsmere Joint Venture (FJV), carved hundreds of miles of canals to provide a drainage system for the fruit to grow and settlements to develop in the early 1900's. They continue to have a major influence on the City today. Never part of the incorporated City limits, FJV annexed over 18,545 acres in 2007: 157.5 acres, shown on Figures 1 and 2, surrounds the Hall-Carter-James (HCJ) neighborhood in the northeast quadrant of the City; and, 18,377 acres (more or less) which lie between the former western City boundaries westward to the Blue Cypress, north to the Stick Marsh and C-54 canal, and South towards SR 60. The annexation, an element of the City's economic development strategy, will continue to provide sustenance for and employ the majority of the City's residents for years to come.

These greenfields surround the original 1 square mile City center, or "inner City". Laid out in a sought after grid pattern using rectilinear blocks, with small building lots and a central park, a cross hatch of interwoven streets feed from and to the main street, Broadway Street. The original City settlement expanded over time to HCJ area, as the need for laborers increased with the development of packing houses and planting of new citrus groves and vegetable fields. Between 1912 and 1914, J.G. Carter, R.L. James, and Murray Hall, Fellsmere merchants and community leaders, subdivided the property. However, the "inner city", has languished for years as the City struggled with demographic and economic issues that were caught in time, unless new lands were brought in to stimulate new development.

By the mid 1920s, a relatively comprehensive community had emerged that supported some 25 families. Nearly thirty buildings dotted the settlement, including dwellings, churches, and a general store. Several new buildings appeared during the 1920s land boom and the period of the Great Depression of the 1930s. The old Trans-Florida Railway line right-of-way, site of a former active goods transport system, is being dedicated to the City for use as part of a massive greenways and trails network that will be included in the Indian River County "Rails to Trails" network.

FJV's 157.5 acre site contains the 'SUN-AG' trailer park, which has been the site of migrant/farmworker residential housing for years. Practically demolished in the 2004 hurricanes, the inability to replace all of the hurricane ravaged trailers has also put a strain on the housing stock in the remaining areas of the city to accommodate the affordable housing needs of the population.

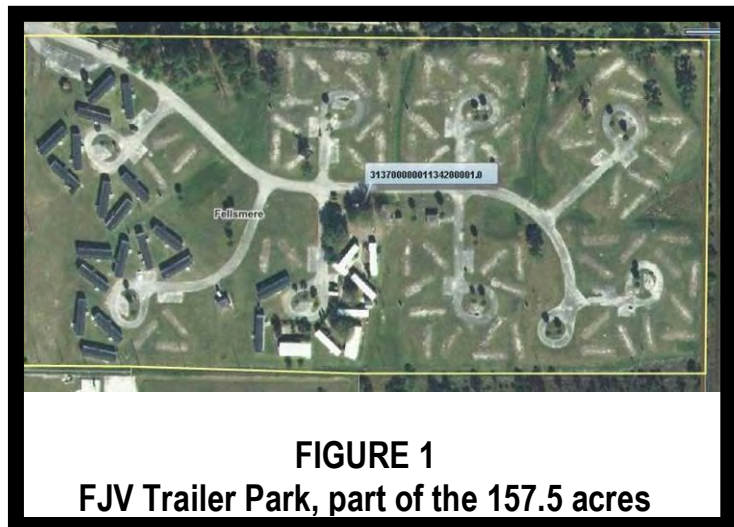


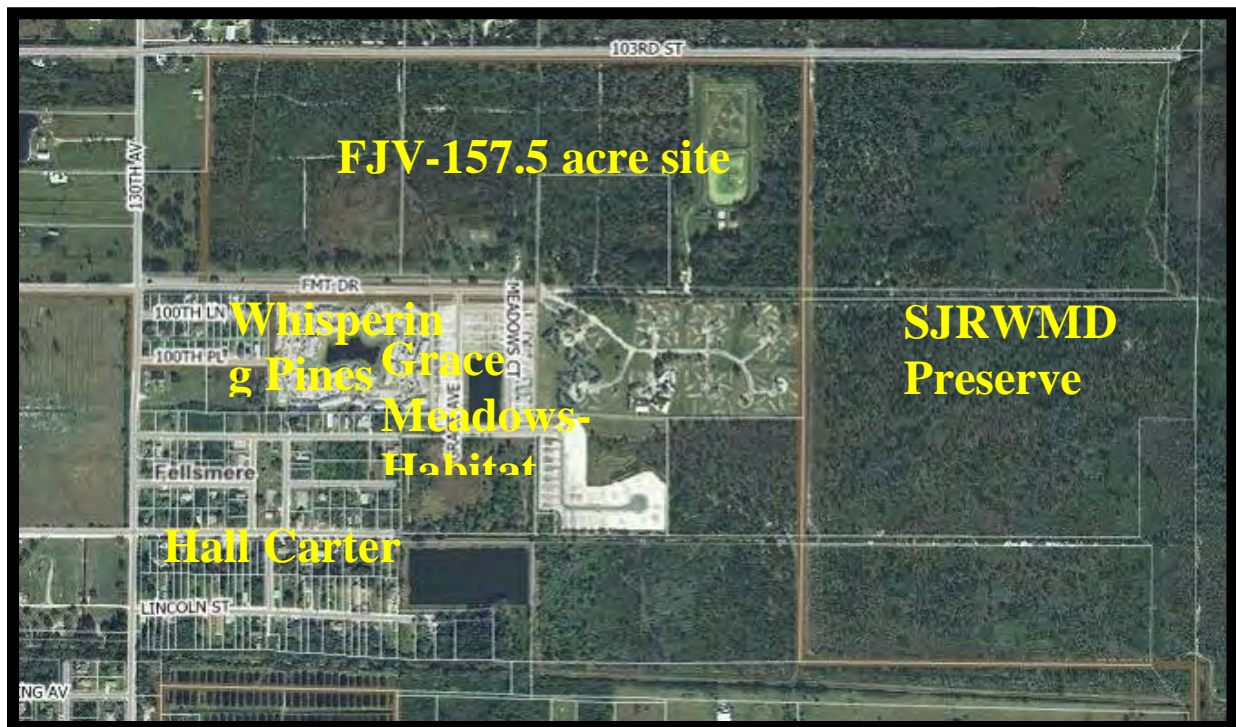
FIGURE 1
FJV Trailer Park, part of the 157.5 acres



Portions of Broadway, CR 512, and the HCJ neighborhood, were included in the 2005 Blight study and were adopted in the boundaries of the existing Community Redevelopment Area (CRA) as shown on Map 1. The remaining sections of the inner city and FJV lands continue to be affected by poverty, lack of jobs, substandard/dilapidated buildings, unpaved roads, outdated or inefficient land use patterns and other factors that have hindered the City's ability to bring sustainable growth and development to the historical city limits.

Therefore, the City engaged Lawandales Planning Affiliates (LPA) to conduct an evaluation to determine whether the 157.5 acre FJV lands and inner City areas as shown on Map 2 qualify for designation as Blighted under Chapter 163, Part III for inclusion into an expanded CRA. In summary, the evaluation has shown that the "inner" city and the FJV neighborhood suffer from blighting conditions and adopted findings of necessity to expand the redevelopment district.

FIGURE 2
Lands East of Willow Street within the Expansion Area





THE SERIES OF MAPS ON THE FOLLOWING PAGES REFLECT THE ORIGINAL AND MODIFIED COMMUNITY REDEVELOPMENT AREA, LOCATION, AND ZONING AND LAND USE OF THE MODIFIED COMMUNITY REDEVELOPMENT AREA.



**MAP 1 - ORIGINAL 2005 BLIGHT STUDY AREA (BSA) AND EXISTING
COMMUNITY REDEVELOPMENT AREA**

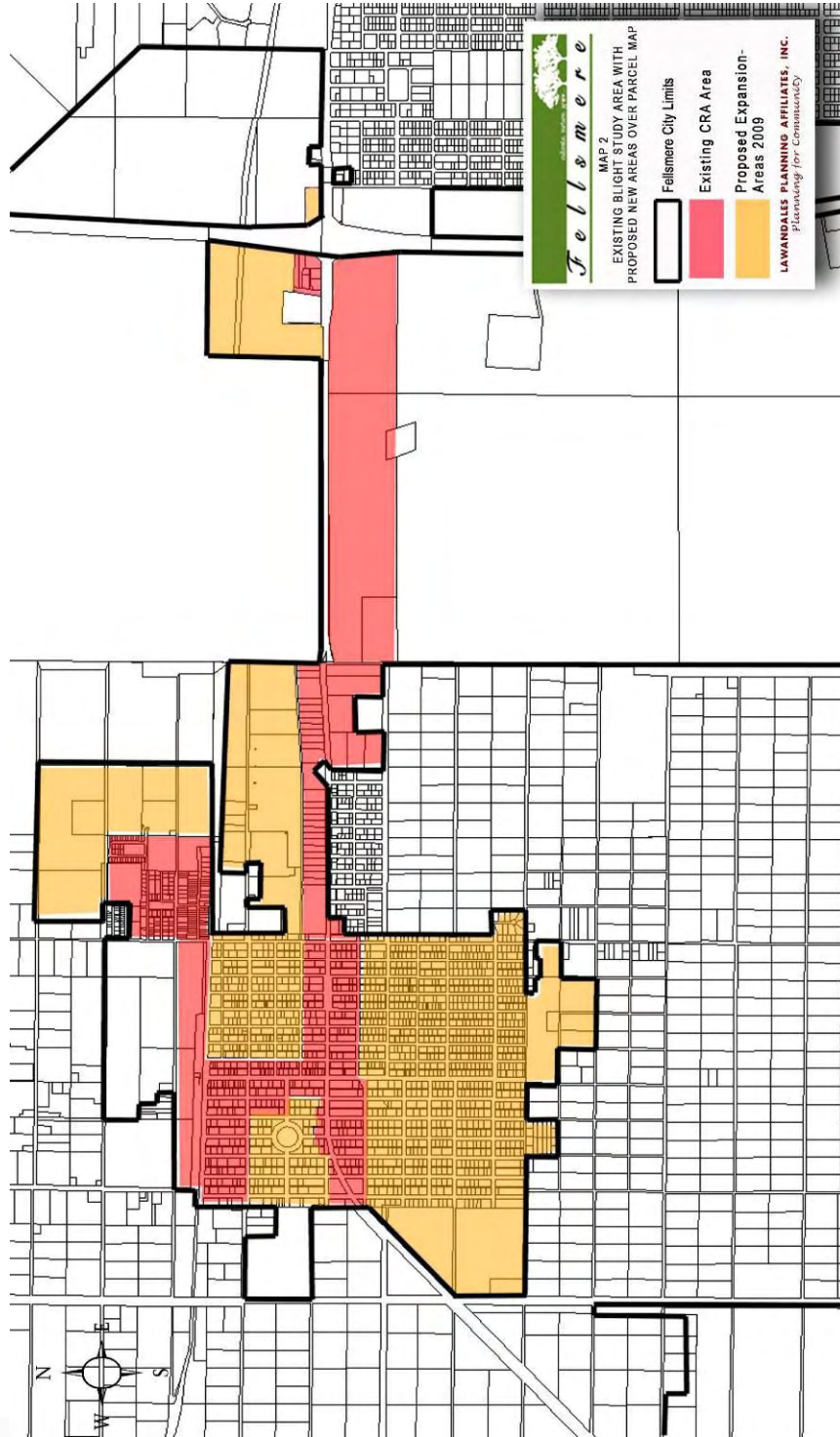


Map 1
Blight Study Area

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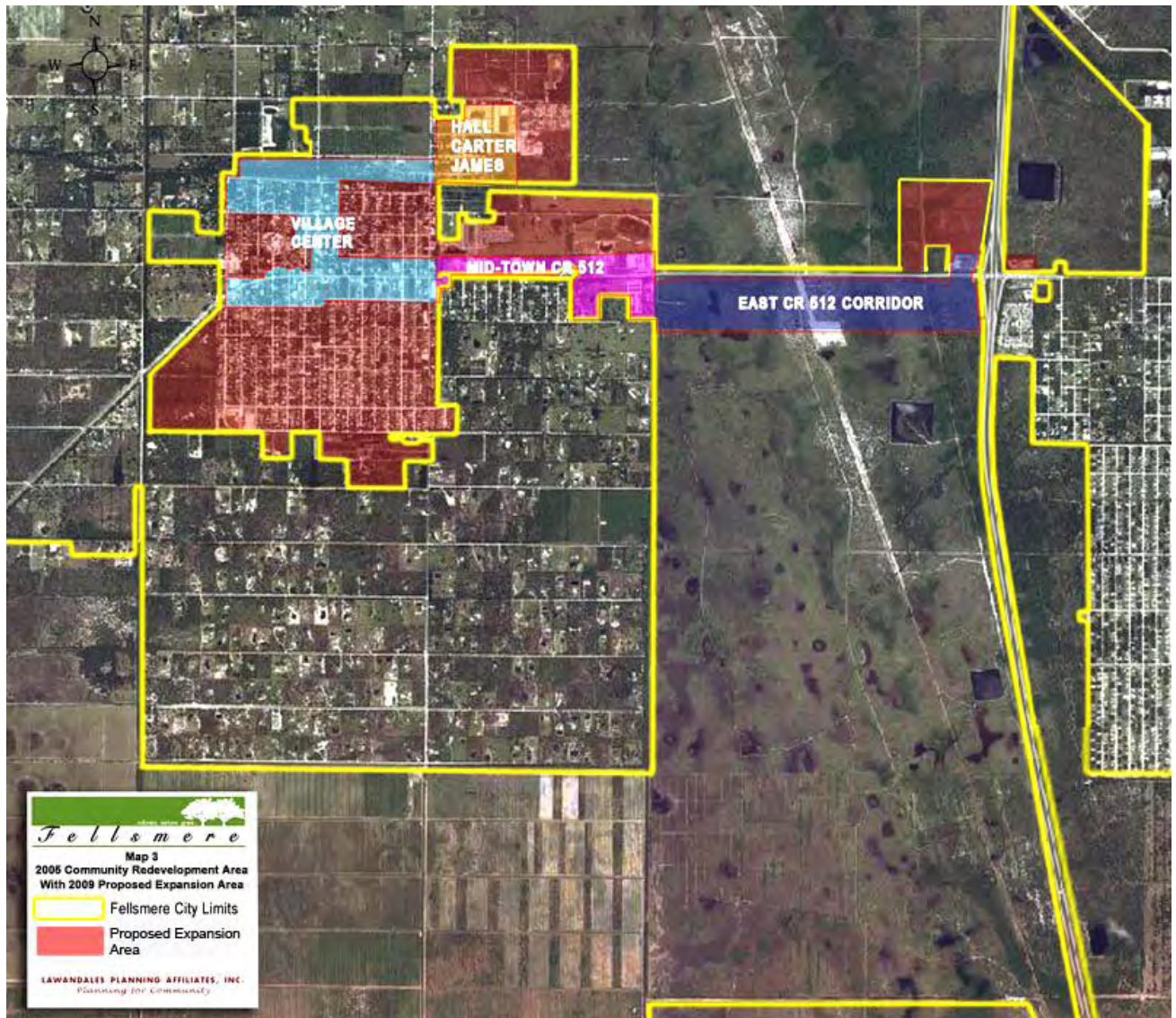


MAP 2 - ORIGINAL COMMUNITY REDEVELOPMENT AREA WITH MODIFIED AREAS OVER PARCEL MAP



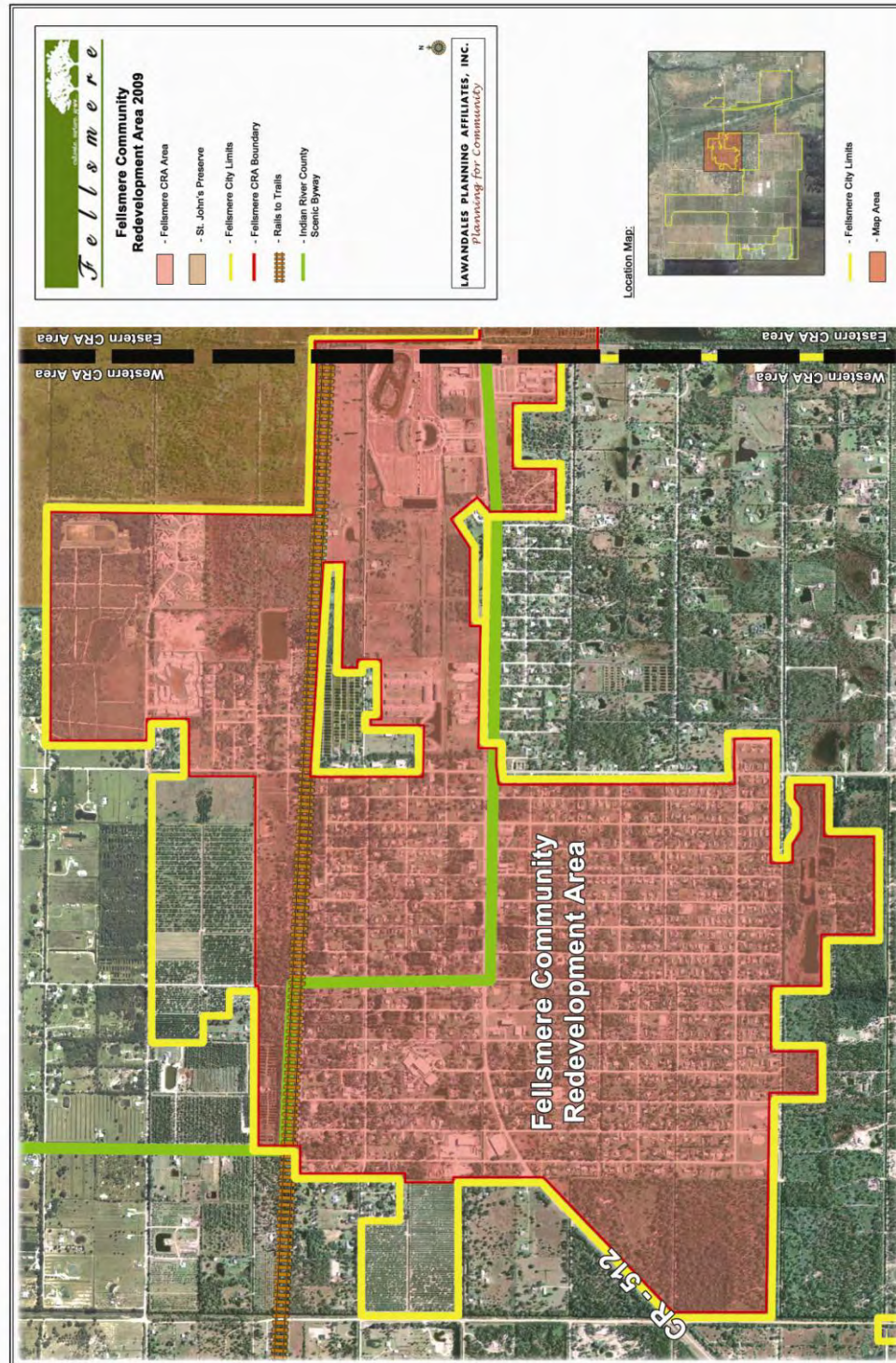


MAP 3 - ORIGINAL COMMUNITY REDEVELOPMENT AREA WITH MODIFIED AREAS OVER AERIAL





MAP 4 - CLOSE-UP VIEW OF 2009 BLIGHT STUDY AREA



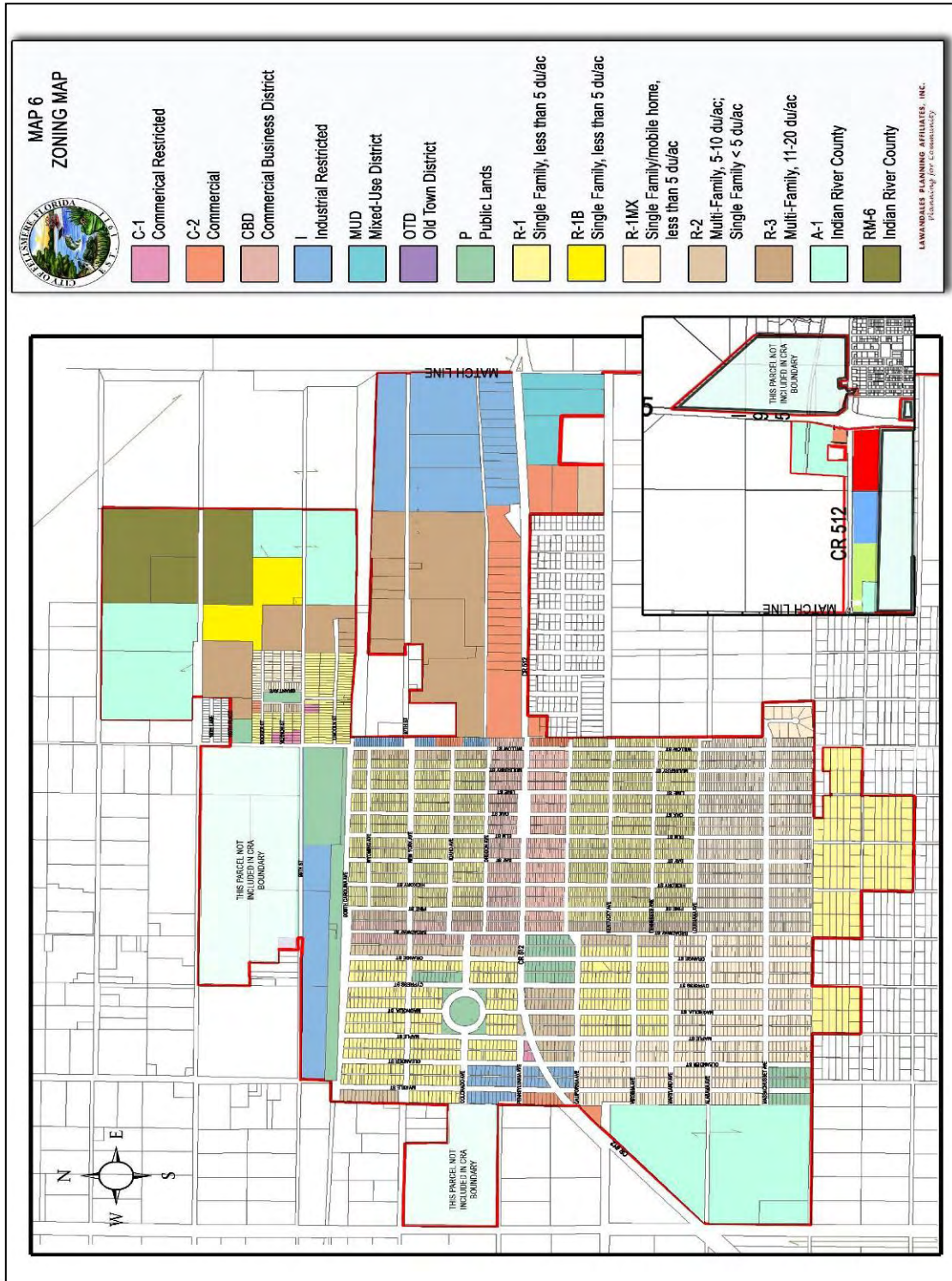


MAP 5 - CLOSE-UP VIEW OF 2009 BLIGHT STUDY AREA





MAP 6 - ZONING MAP





MAP 7 - FUTURE LAND USE MAP

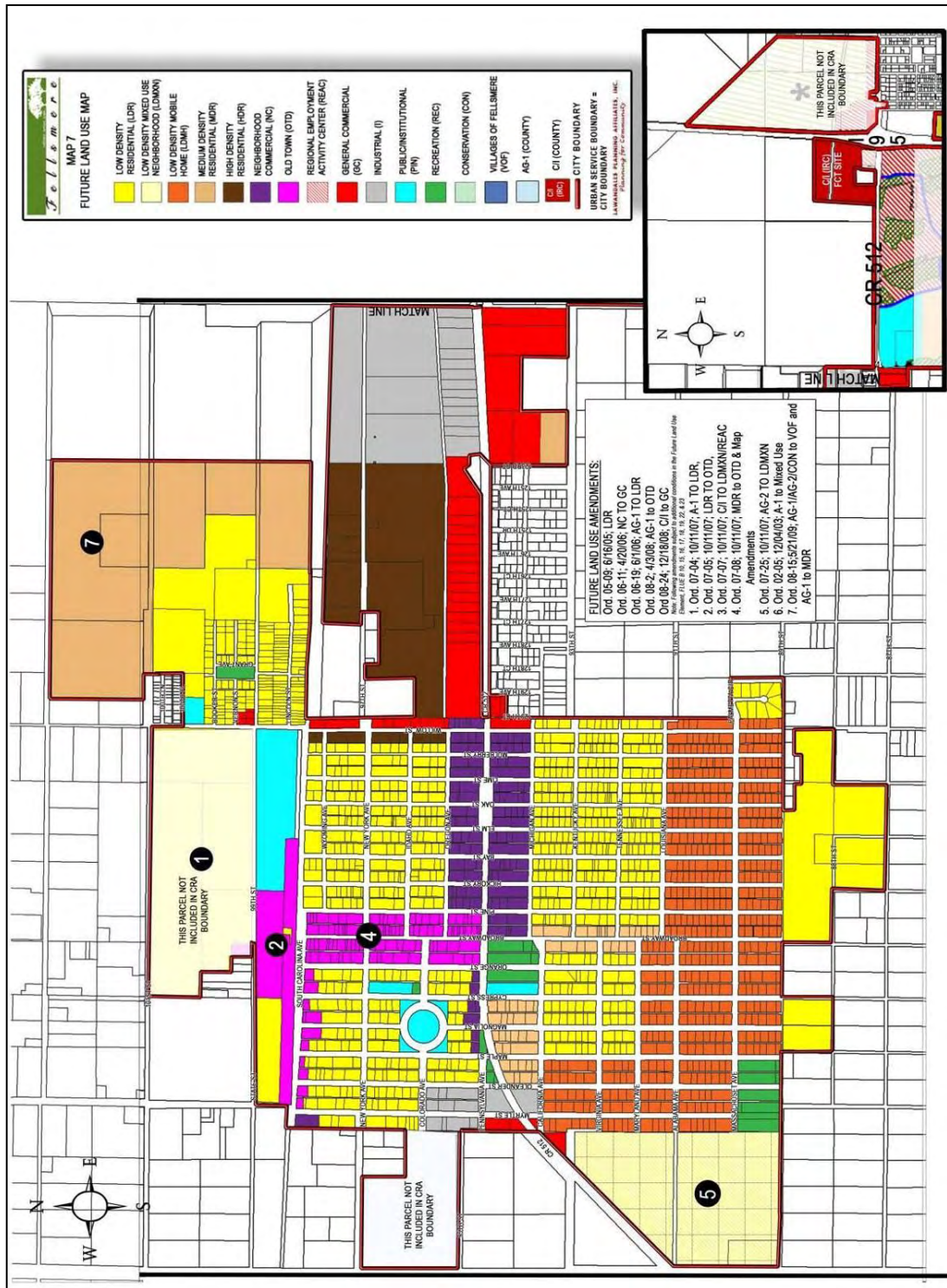




Table 1 identifies the acreage by zoning district.

TABLE 1

Acreage by Zoning		
Districts	Acres	% of Total
A1	379.31	28%
Commercial	115.72	9%
Industrial	81.03	6%
Public/Institutional /Recreation	136.59	10%
R-1/R-1B	319.99	24%
R-1MX	147.4	11%
R-2	25.02	2%
R-3	16.51	2%
R-1-MH-8	138.28	10%
Totals:	1359.85	100



FINDINGS OF NECESSITY SUMMARY

Local Governments must establish that a given area is blighted, and that the revitalization and redevelopment of that area is in the interests of the community. Using the best available data, this blight study: establishes the existence of blighted conditions; identifies the specific problems that may be addressed through adoption of a Redevelopment Plan; and more importantly, creates the findings of necessity for use by the City in designating the area and expanding the existing CRA. The Blight Study/Findings of Necessity adopted by the City Council in Resolution 09-CC on September 24, 2009 documented the existing conditions.

The Blight Study Area, now combined into one CRA, met the statutory requirements for establishing a Community Redevelopment Area primarily from building conditions, taxable values, and lot lay-outs dating back to early plats, transportation and crime issues. The study examined the blighted conditions evident in the proposed redevelopment area, and clearly the need is established for adopting these findings of necessity and creating a strategic plan to capture a vision, address opportunities for public and private reinvestment, redevelopment and overall revitalization. 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.

Despite 600 new residents, commercial development has not found its way to the City. New annexations will enable additional residential rooftops to spawn support for commercial development once the economy returns. A CRA is needed to 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 through the BSA.

In 2005 and 2009, there were several key indicators establishing Findings of Necessity to create and expand the community redevelopment area:

1. Steadily rising crime rates uncharacteristic of the rest of the community.
2. Transportation problems associated with impacts from projects that have left defective or inadequate lots, little access management, poor parking provisions, problems with remaining local streets and their layout or pattern, other internal roadway issues, poor, if any pedestrian access; and few public transportation facilities.
3. Deterioration or stasis in property values, particularly building values which are declining geometrically.
4. Faulty lot layout in relations to size, adequacy, accessibility, or usefulness.
5. Deterioration of site or other improvements as shown in over 60% substandard or dilapidated building stock within the expansion area.



6. Lack of beautification, storm water management and code enforcement issues, storage and proliferation of junk and other nuisance problems.
7. Disconnection of neighborhoods.
8. Building decay and disuse.

Without the intervention of the City, through establishing a Community Redevelopment Area, the declining conditions in this area will worsen, causing further strain on the City's resources and ultimately affecting the nearby fairly stable residential neighborhoods. The City and community both recognize that sound infrastructure investments, access management, appropriate development codes and incentives for private investment, actions which stem from creating a CRA and adopting a Redevelopment Plan, will contribute to arresting blighting influences in this area. By encouraging new public and private investment and other physical and social improvements, crime rates decrease and values increase.

The Blight Studies and Findings of Necessity for 2005 and 2009 are incorporated by reference.

DEMOGRAPHICS AND MARKET ANALYSIS

The most readily visible sign of economic health of a community is its downtown or Main Street. Unfortunately for Fellsmere, Broadway Street has steadily declined for the last 10 years. Indeed, if you look at pictures from the early 1900's, the street is lined with buildings. Today, there are many lands. As indicated in the Blight Study, few new businesses have opened. Several buildings have been lost to decay. The survivors have been the stalwarts like the Convenience/Ethnic historic markets, the gas station, and Marsh Landings restaurant.

In order to better understand the City's economic decline, capabilities and demands, LPA obtained an economic environment and demographic analysis from the Economic Development Commission of the Space Coast. This data will provide critical information for economic development, marketing, and business development for the City.

Most retailers and market studies now use drive times as the benchmark for their demographic analysis. The location of the City led LPA to use the more traditional ring study approach for this information. That includes 1, 3, 5 and 10 mile radii as seen on the following map. As shown, 1- 3 miles encompasses the City; 5 miles goes past I-95; 10 miles goes to the river and Brevard County line.

The foremost important characteristics for any market analysis is how many people live there and what is their income. A clear picture of the community is shown in Tables 2 and 3, Demographic Profile. Several recommendations remain from the 2005 Plan and are spawned from this analysis of the market/demographic data and spending characteristics of the population:



- ✓ Diversify the employment base from dependency on agriculture with new high employment generating industrial developments. In the economic development field, the basic formula is “industrial development=residential development=commercial development”.
- ✓ Create a desirable destination based upon its strengths: eco-tourism, its location near Sebastian/Vero Beach, its location near the Stick Marsh and St. John’s River; its vast conservation lands held by the St. Sebastian River Preserve State Park; be the “cut through” to SR 60
- ✓ Increase the population with higher incomes to sustain the city and spawn new commercial development
- ✓ Encourage and incentivize, for instance through higher densities, housing types and amenities, larger numbers of and higher value homes near the downtown
- ✓ Use the Tax Increment Fund (TIF) for land acquisition in negotiated purchases of available lands to promote a desired development

Exhibit 1-A - Demographic Radii Maps

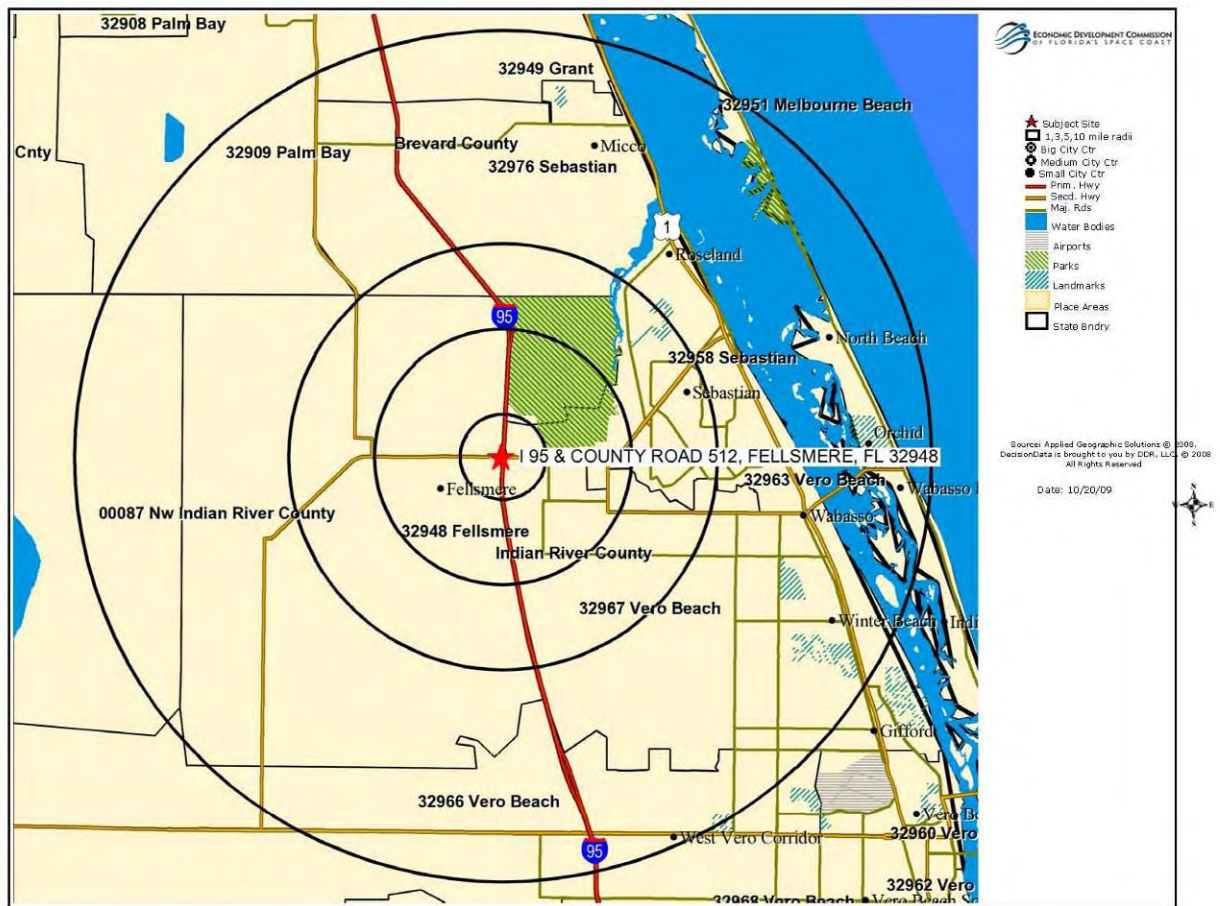




TABLE 2

DEMOGRAPHIC ANALYSIS - I-95 & County Road 512								
Characteristic	2009				2014			
	1-Mile	3-Mile	5-Mile	10 Mile	1-Mile	3-Mile	5-Mile	10 Mile
Population	553	8,696	25,788	65,978	1,129	11,954	30,159	72,554
Households	185	2,575	8,734	25,987	297	2,816	7,837	22,574
Race								
White	80.4%	88.6%	90.5%	87.4%	81.4%	87.8%	88.7%	84.8%
Black	14.6%	7.0%	5.9%	9.6%	17.0%	10.4%	9.1%	12.5%
Hispanic	41.1%	38.9%	25.1%	13.8%	42.3%	38.1%	28.1%	16.6%
Median Age	32.4	31.8	38.4	47.3	32.8	32.4	37.1	46.5
Education								
less than 9th Grade	15.7%	12.2%	8.0%	5.6%	13.7%	10.4%	7.7%	5.3%
High School/GED	40.3%	40.0%	38.5%	37.4%	40.5%	40.7%	38.9%	37.0%
Associates Degree	4.8%	5.8%	6.7%	6.3%	4.9%	5.7%	6.3%	6.2%
Bachelor's Degree	7.1%	7.6%	10.0%	12.5%	8.6%	8.9%	11.0%	14.0%
Prof/Doctorate	4.8%	3.4%	4.9%	6.5%	5.4%	4.1%	5.2%	7.0%
Housing Units								
Total Units	293	3,757	12,582	39,595	672	5,971	16,353	47,809
Owner	48.6%	58.0%	59.6%	55.6%	36.9%	41.9%	43.0%	41.4%
Rental	14.7%	10.6%	9.9%	10.1%	7.3%	5.3%	4.9%	5.9%
Income levels								
Average Income	\$54,201	\$57,662	\$55,230	\$61,321	\$55,116	\$58,362	\$56,532	\$64,201
Median Income	\$47,021	\$49,837	\$51,075	\$46,657	\$50,972	\$53,638	\$54,464	\$51,079
Per Capita Income	\$16,437	\$17,731	\$19,157	\$24,356	\$13,113	\$14,215	\$15,143	\$20,185
Businesss and Employment								
Employees	445	1,515	4,047	19,956	-	-	-	-
Establishments	43	188	562	2,209	-	-	-	-

Source: Demographic Detail Comparison Report provided by the Economic Development Commission of the Space Coast; compiled by Lawandales Planning Affiliates, October, 2009



Exhibit 1-B – Demographic Radii Map

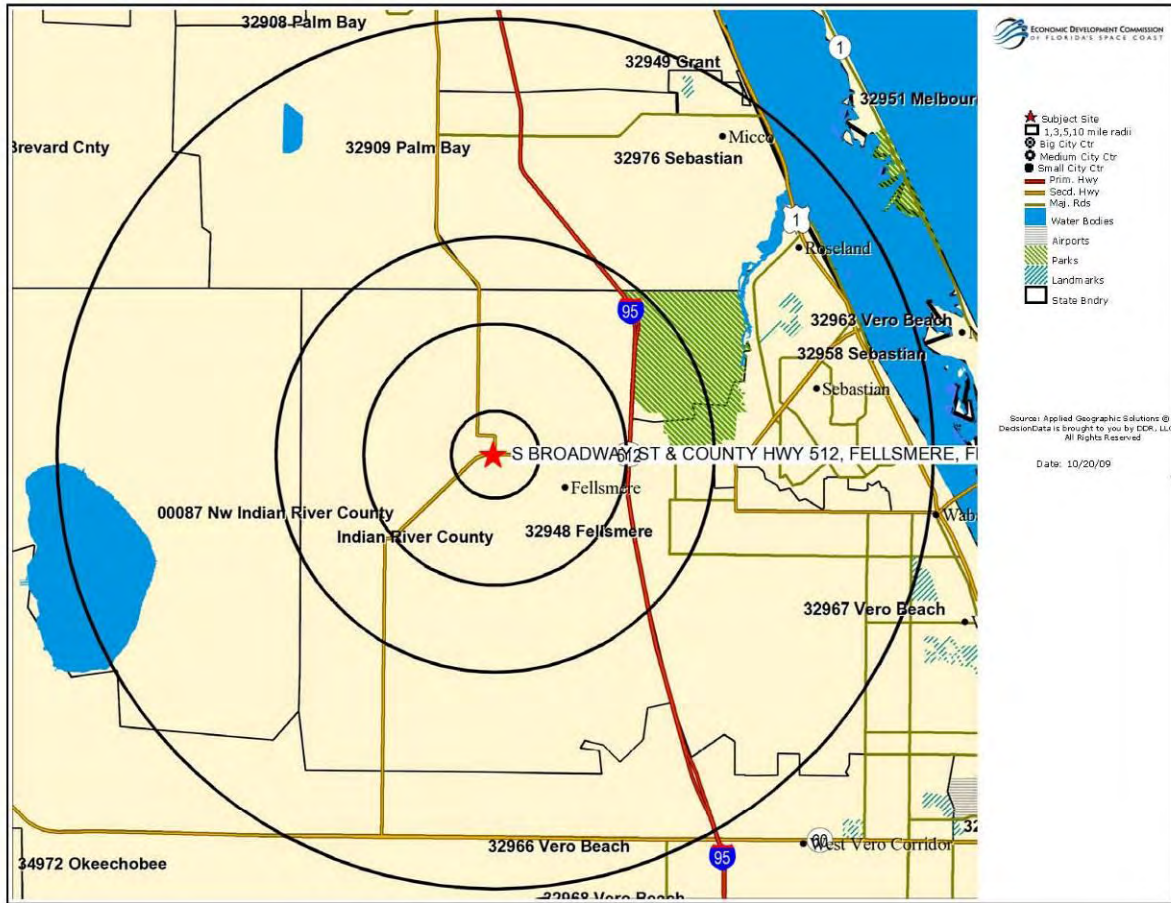




TABLE 3

DEMOGRAPHIC ANALYSIS - S. Broadway Street & County Road 512								
Characteristic	2009				2014			
	1-Mile	3-Mile	5-Mile	10 Mile	1-Mile	3-Mile	5-Mile	10 Mile
Population	4,309	6,081	10,169	46,376	5,951	8,860	14,677	50,334
Households	963	1,490	2,841	17,873	1,101	1,777	3,290	15,333
Race								
White	84.3%	83.8%	86.3%	90.1%	85.1%	84.5%	86.1%	87.3%
Black	8.7%	9.4%	8.3%	6.4%	12.9%	13.6%	12.1%	9.8%
Hispanic	77.9%	73.8%	52.8%	16.5%	67.4%	63.5%	48.4%	19.8%
Median Age	27.9	28.3	30.1	45.8	29.3	29.9	31.3	44.5
Education								
less than 9th Grade	28.9%	27.4%	18.0%	6.2%	21.2%	20.0%	14.2%	6.0%
High School/GED	31.5%	32.5%	37.5%	40.0%	35.2%	36.1%	39.1%	39.9%
Associates Degree	4.0%	4.1%	5.0%	6.1%	4.5%	4.6%	5.1%	6.0%
Bachelor's Degree	6.0%	6.1%	7.0%	10.1%	8.0%	8.1%	8.6%	11.4%
Prof/Doctorate	3.4%	3.6%	3.4%	5.2%	4.6%	4.7%	4.3%	5.6%
Housing Units								
Total Units	1,439	2,241	4,196	26,163	2,404	3,901	7,076	30,860
Owner	49.7%	49.6%	54.6%	58.5%	37.7	37.6	40.1	43.6
Rental	17.2%	17.0%	13.1%	9.8%	8.1	8.0	6.4	6.1
Income levels								
Average Income	\$48,884	\$49,401	\$55,050	\$54,033	\$51,701	\$52,153	\$56,289	\$56,770
Median Income	\$43,348	\$43,668	\$47,399	\$45,139	\$47,893	\$48,305	\$51,662	\$49,038
Per Capita Income	\$14,357	\$14,578	\$16,454	\$21,073	\$12,359	\$12,471	\$13,471	\$17,542
Businesss and Employment								
Employees	748	964	1,875	12,900	-	-	-	-
Establishments	82	104	216	1,571	-	-	-	-

Source: Demographic Detail Comparison Report provided by the Economic Development Commission of the Space Coast; compiled by Lawandales Planning Affiliates, October, 2009



SECTION 2 - CONSENSUS BUILDING

This Plan has been predicated upon an inclusive, interactive, open dialogue with the public, in partnership with the consultant, City Council, and City Staff. A grant from the National Endowment of the Arts brought professionals, lay people, and citizens from Fellsmere and Indian River County together for a three (3) day charettes. Over 400 notices were mailed to individual property and business owners, or interested citizens, and local government representatives inviting them to the forums.

Additionally, the Florida Redevelopment Association (FRA) sponsored the Sunday evening event with the featured keynote speaker, Jeff Speck, noted planner and author. This also served as a Regional Workshop for the Treasure Coast Region, bringing almost 60 participants. With American Institute of Certified Planners (AICP) certificate maintenance credits offered for the entire event, many planners from the region attended.

The focus of the Charette was “Redevelopment” and integrating the newly annexed 157.5 acre Fellsmere Joint Venture track into the fabric of the overall community and expanded Community Redevelopment Area. Additionally, the groups focused on CR 512 and Broadway. From those forums and other public meetings, the consultant identified and integrated issues, opportunities, visual preferences, and assets. Foremost, the vision and mission cast in 2005 remains timely and strong in 2009. The results of those ideas have been integrated into this Plan and opportunities for redevelopment throughout the new area.







SECTION 3 - A SENSE OF PLACE

VISION & MISSION

Visions show where we want to be over the course of time. Mission statements guide the communities' footsteps and decision making. The following Vision and Mission statements remain validated:



Vision

"Fellsmere is a friendly, safe and historic community. While remaining true to our historic past, we are creating a future filled with opportunity and success for all."

Mission

"The City of Fellsmere's Mission is to:

- Protect and honor our historic architecture and buildings.
- Create a healthy, diverse local economy, not dependent solely on agriculture.
- Invest public funds into projects which improve our economic, cultural and social quality of life.
- Promote the area to receive a fair share of the tourism economy.
- Enhance the major corridors of the city, while promoting and protecting our natural resources.
- Encourage private investment for positive growth and development.
- Add to the social, cultural, and economic amenities of our city."

BROAD BASED DIRECTIVES - STRATEGIC REDEVELOPMENT GOALS AND OBJECTIVES

The following goals and objectives arose from discussions by the community as well as constitute recommendations from the consultant. These are baseline goals and objectives for decision makers to implement the Plan.

1. **Goal:** The overall goal of this Redevelopment Plan is to create a set of useful strategies, project ideas and implementation plans to realize the community's vision and mission for the future.
2. **General Redevelopment Objectives:**
 - a) Work to remove conditions which are blighting influences causing physical 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 through development and economic incentive based programs or other means.
 - c) Promote incentives and programs which cause the aggregation of properties and redevelopment or rehabilitation of lands and buildings within the area.



- d) Utilize partnerships to increase employment and economic opportunities by adopting programs geared toward the retention, expansion and attraction of existing and new businesses.

3. Land Use and Housing Objectives:

- a) Amend the Comprehensive Plan as needed to adopt any proposed Future Land Use Map recommendations, such as designating some of the areas for Redevelopment Mixed Use.
- b) Create and adopt commensurate zoning and performance standards for a Redevelopment Mixed Use District.
- c) Encourage mixed use projects which incorporate retail, office and residential uses within the same structure or on the same sites.
- d) Provide for incentives to allow for variable intensities and densities for new development through mixed use district approaches; and encouraging high quality design.
- e) 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 development code.
- f) Create a density and intensity bonus system (allowing increases in density and in Floor Area Ratios), based upon performance standards, transfer of development rights, flexible zoning, and other techniques to aid the private sector realize market potential. Such bonuses shall be set forth in the City's Land Development Regulations/Codes and Comprehensive Plan.
- g) Pursue designating the Broadway 'Village center' as a 'Main Street', in conjunction with the existing businesses and property owners.

4. Transportation and Parking Objectives:

- 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) Eliminate truck traffic from South Carolina/Broadway; consider a variety of re-routing options including: 99th Street; 101st Street; extending South Carolina eastward to Willow; or Myrtle Street. The object should be to remove the trucks from coming through the heart of the City.
- c) Create a high quality pedestrian(including bike path) linkage network between living, working and playing areas of the district, including a sidewalk from the east side of I-95 westward.
- d) Purchase lands for creation of parking lots or structures, integrating private and public cooperative financing mechanisms and partnerships when the need arises.
- e) Allow on-street parking where practical and feasible or to promote traffic calming.
- f) Allow the use and improvements of the alleyways for parking, drainage, and access; or vacate them when necessary to assemble blocks for development.



- g. Make improvements to Babcock Street (CR 507), as the major northern gateway into the downtown area, including widening, intersection improvements, taking the trucks off at 101st or other location, signage, landscaping, and traffic calming.
- h. Evaluate which traffic calming measures to design those that are appropriate to Willow, CR 512, and Broadway.
- i. Create greenways, trails, and linear parks for connectivity and walkability using existing rights-of-way, such as the Railroad Right-of-way, existing streets, and new donations.
- j. Work with Indian River County to expand Public transit.
- k. Pave all unpaved roads in the FCRA over the long term.
- l. The Railroad right-of-way will be used for multi-modal forms of transportation.

5. Design Objectives:

- a) Create and enforce architectural and urban design guidelines to assure consistency and compliance in both public and private development.
- b) Use the design guidelines as both a regulatory and incentive based approach to creating quality development.
- c) Improve the streetscape of the entire area as feasible with landscape, decorative street lights, street furniture, expanded sidewalk areas, for connectivity.
- d) Promote opportunities for outdoor eating and public use spaces in front of storefronts.
- e) Require that all new utility installations be placed underground.
- f) Continue to update, enforce and strengthen the CR 512 Overlay, Old Town, and other regulations to produce high quality, aesthetic, and sound development

6. Public open space, recreation and cultural opportunities:

- a) 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.
- b) Include open space, plazas, walkways, terraces and other public available spaces in development regulations for new development.
- c) Obtain additional right-of-way for extending sidewalks, streetscape and pedestrian areas.
- d) Expand the use, visibility, access, and availability of cultural, fine arts, sciences, library, performing arts, and others into the district.
- e) Create a Preservation and Education center, which can serve as a major attractor and participant in the overall revitalization efforts, through encouraging eco-tourism, along with marketing the Stick Marsh, St. John's River, and St. Sebastian River Preserve State Park.
- f) Continue the use and expansion of programs and services offered through the City.



- g) Maintain or enhance the quality of the natural environment, as it is a public amenity to be enriched and enjoyed.
- h) Work with local non-profit groups, such as the Boys and Girls Club, Operation Hope, and others, to provide educational, cultural and recreational programs for the City's residents
- i) Enhance the Marion Fell Library Site to encourage public use and attendance.

7. Financial Objectives:

- a) Designate the area as a Community Redevelopment area and apply for grants to assist with planned improvements.
- b) Use the Tax Increment Fund (TIF) to pay for improvements and to create financially based incentive programs for property and business enhancements.



SECTION 4 - FELLSMERE COMMUNITY REDEVELOPMENT AREA PLAN

REDEVELOPMENT OPPORTUNITIES

The Community Redevelopment Agency (CRA) is responsible for approving public improvements, administrative, marketing, or other activities undertaken within the FCRA. Implementation will include prioritizing, planning, budgeting, and engineering capital projects during any program year. Once adopted, this Plan will serve as the basis for public and private investment decision-making within the FCRA.

The FCRA Plan modifies the new current Redevelopment Plan to address accomplishments and set forth sound strategies for redevelopment and economic development efforts. By adopting this modified Plan, Fellsmere takes appropriate steps to arrest the decline, with the result being renewed interest in investing in Fellsmere and increasing the marketability of the City.

Fellsmere is ripe for carefully planned, quality development and redevelopment due to several key factors, some negative, but many more positive:

1. Increased demand to use and convert existing land uses to meet market trends and population demands.
2. Rising land costs, exceeding building values inviting redevelopment.
3. Lack of paving, drainage, sidewalks, and bike paths.
4. Increased public transportation through the "GO LINE" transit system.
5. Water Treatment Plant expansion to 1.6 MGD; the existing infrastructure base of water, roadway, and sewer capacity.
6. Extension of and designation of CR 512 and Broadway as part of the Indian River Lagoon Scenic By-Way.
7. Annexation of large tracts that now link the City directly to the Blue Cypress, Lake Egan, C-54 canal, Stick Marsh, and 20,000 plus acres of state-owned preserve lands.
8. Purchase of 86 acres at the I-95 interchange for use as public recreation, conservation, and access to the Preserves.
9. Obtaining the rights-of-way for over 5 miles of former Right-of-Way, that was the Trans-Florida Railroad, for inclusion in the County's Greenways and Trails and Rails to Trails program and for use as a multi-modal route.
10. New Indian River County solid waste transfer center.
11. The proximity to I-95 and SR 60.
12. The proximity to and location of historic resources and areas.
13. The amount of land that can be assembled to achieve new development opportunity.
14. A solid internal roadway network that can be improved.



The location of the Stick Marsh, the old historic railroad, 20,000+ acres of St. Sebastian Preserve, the North County Park, Sebastian River, and Indian River Lagoon, are enormous assets. They will become the major links in the City's Economic Development Strategies of eco-tourism, bringing in events, hotel/motel/RV campgrounds, and new businesses which brings jobs, which breeds people, which leads to commerce. These wonderful sources of eco-tourism, paired with the rural nature of the external community, and the enormous amount of public lands, can be a source of revenue generation for the City and CRA.

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, and re-orienting special events to focus attention on the City's strengths and things it's known for, such as eco-tourism, bass fishing, frog legs, etc. These actions specifically seek to bring people and attention back to Broadway and the City. As the economic conditions improve, promoting residential projects near the Old Town/Village Center will create the "mix, mass and mesh" needed to stimulate commercial revitalization.

This section of the plan is **THE PLAN**. It identifies a series of public improvements, regulatory, and other implementation strategies that can beautify the area, provide better infrastructure, and stimulate private sector return and reinvestment into the FCRA. Many of the improvements meet aesthetic, functional or practical needs, such as streetscape, lighting, signage, access, signalization, monumentation or identity features. Other major actions include altering street system patterns, expanding recreational opportunities and stormwater management, as well as regulatory and administrative efforts necessary to facilitate public and private activities and implement a redevelopment program.

This Section also seeks to integrate the "old" and the "new"; that is, the original CRA boundary within the newly proposed CRA boundary for seamless transitioning into one combined Redevelopment Plan and strategy for implementation.

PLACEMAKING

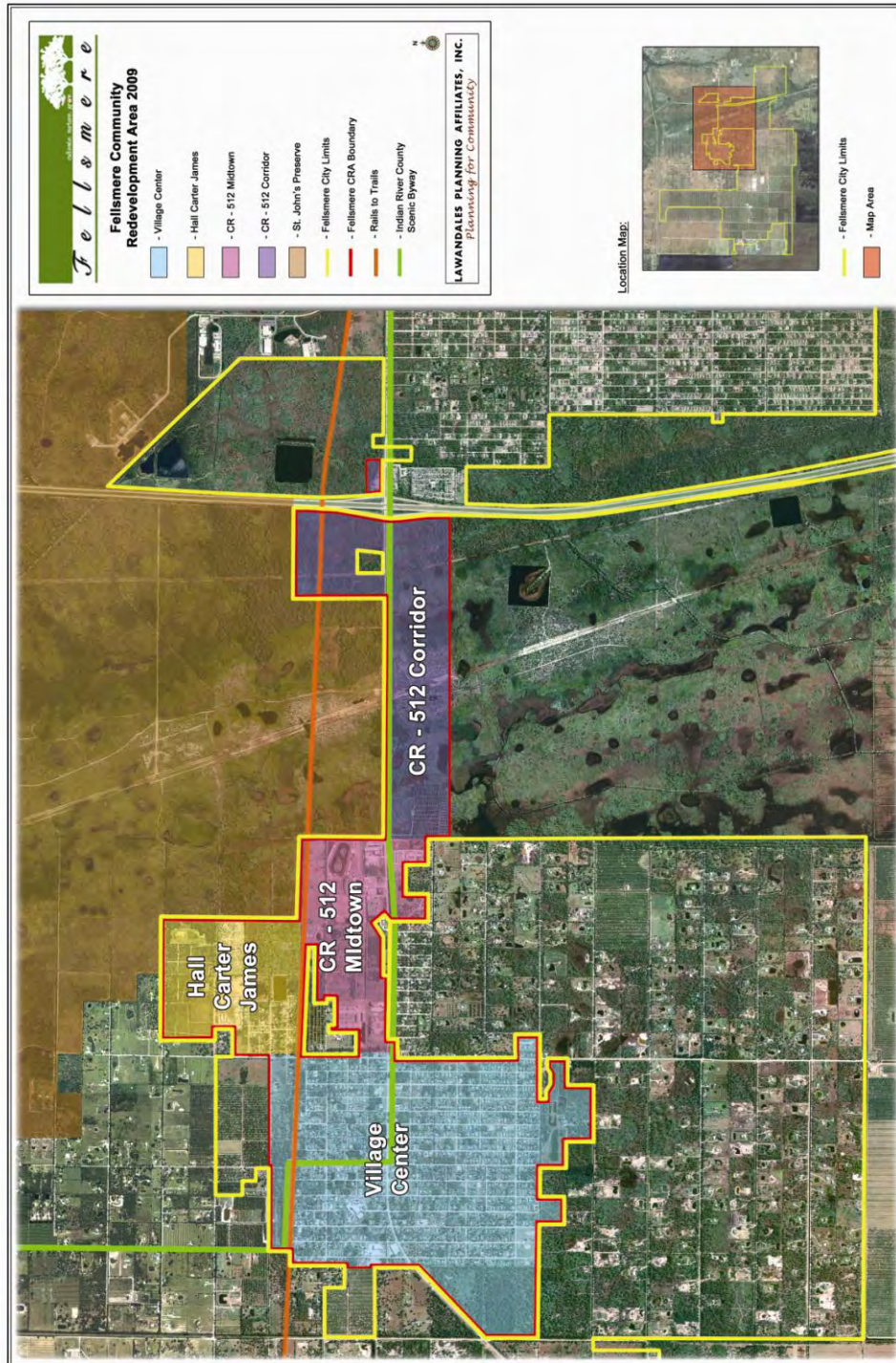
For purposes of the 2005 plan, LPA proposed the FCRA be divided into four (4) sub-districts for ease in discussion, evaluation, and strategizing. Map ____ shows the districts as originally divided:

1. **Village Center:** This area generally includes the current "Old Town" area on Broadway; the area west along South Carolina and east to Willow; CR 512 from the west City limits to Willow Street
2. **Mid-Town CR 512:** This is the CR 512 area from Willow Street to the west boundary line of the 3500 acre parcel, known as the "Ansin" piece
3. **HCJ:** The Hall-Carter-James subdivision is located in the Northeast section of the City
4. **East CR 512:** This is the area of CR 512 that extends from the western boundary of the Ansin parcel east to I-95.

For purposes of this 2009 Plan Amendment, the 4 sub-districts are also expanded as shown in Map 8. Written strategies and the conceptualized plan suggest physical changes, public improvements, administrative actions, and programmatic strategies to foster redevelopment.



MAP 8 – FCRA SUB DISTRICTS 11 X17





THE CONCEPTUAL PLAN

The conceptual plans are ideas from the public, the staff, and the consultant. As the program develops and specific projects are prioritized and identified, the CRA will have to commission detailed design/engineering plans, find and appropriate funds, engage public involvement, market and promote the program, and take whatever actions are needed to implement the project.

In addition, the market has a way of “finding its way”. These ideas will mold, change as time, markets, local economies, and development occurs. There are several alternative ways to get to the City’s desired future. The only way to get there is through generating ideas, thinking creatively and outside the box, taking risks, and making that the first step. A CRA and redevelopment plans are those first steps.

Exhibit 2 A AND B: THE CONCEPTUAL PLAN 11 x 17



Exhibit 2-A

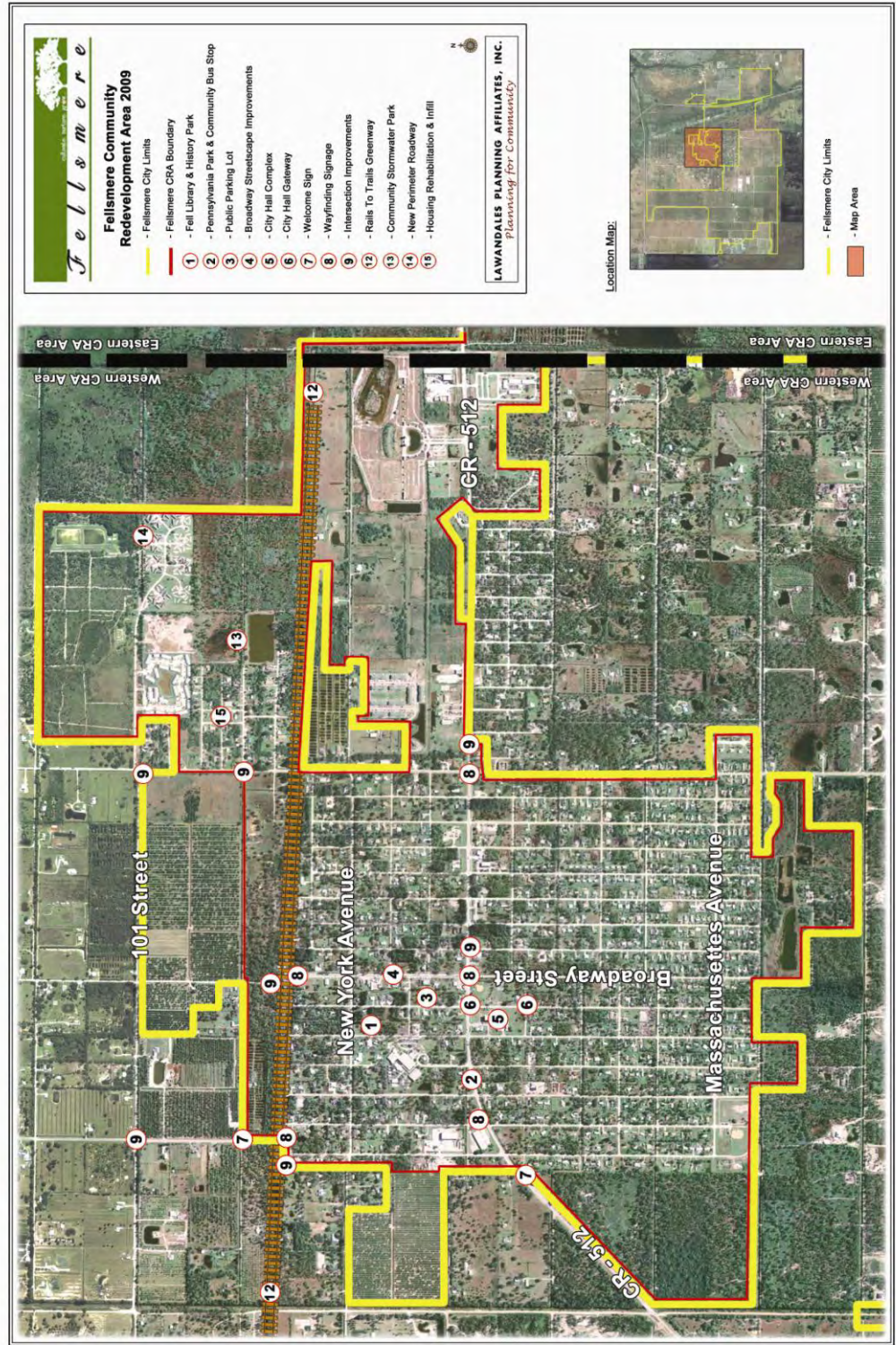
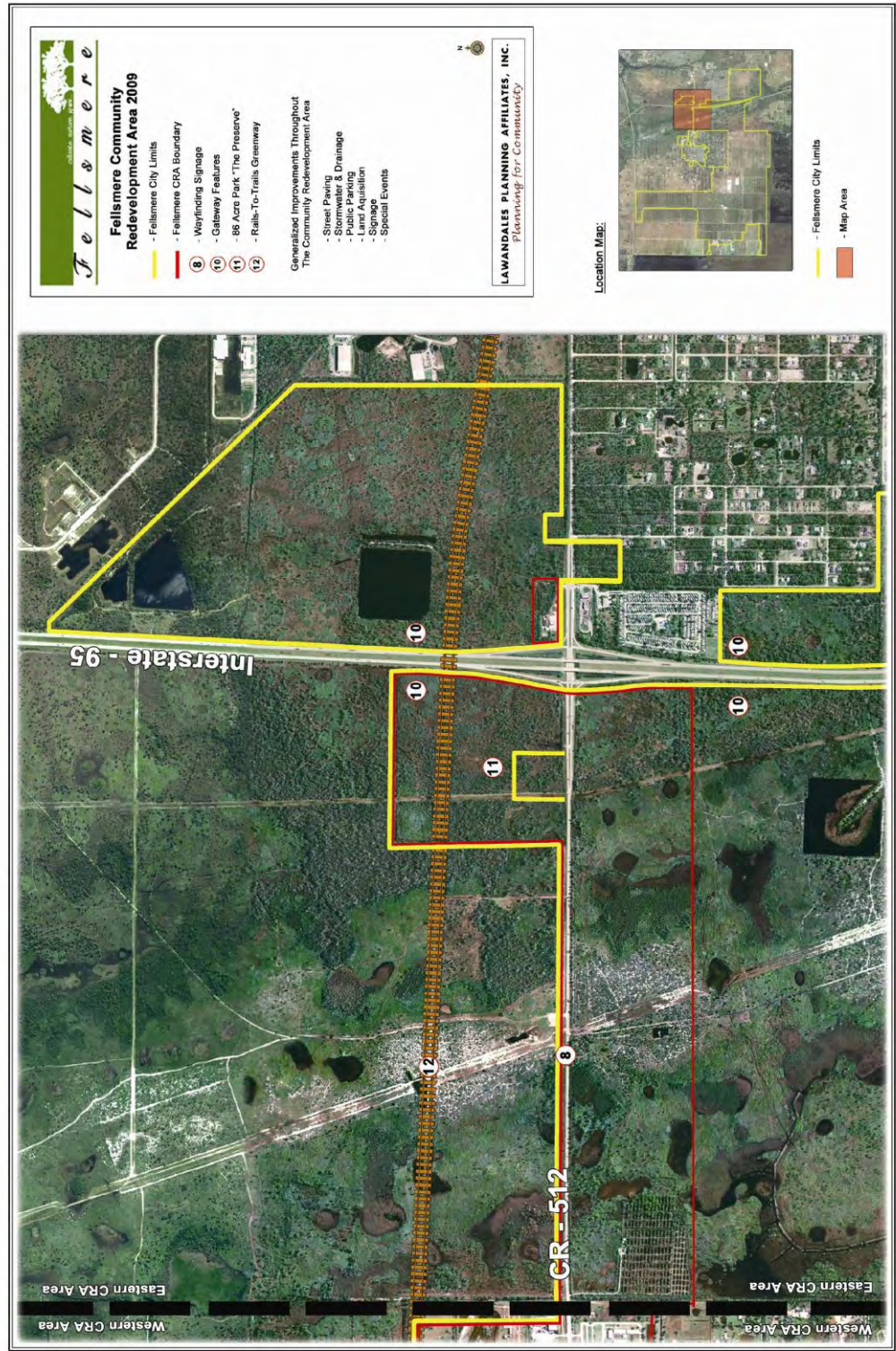


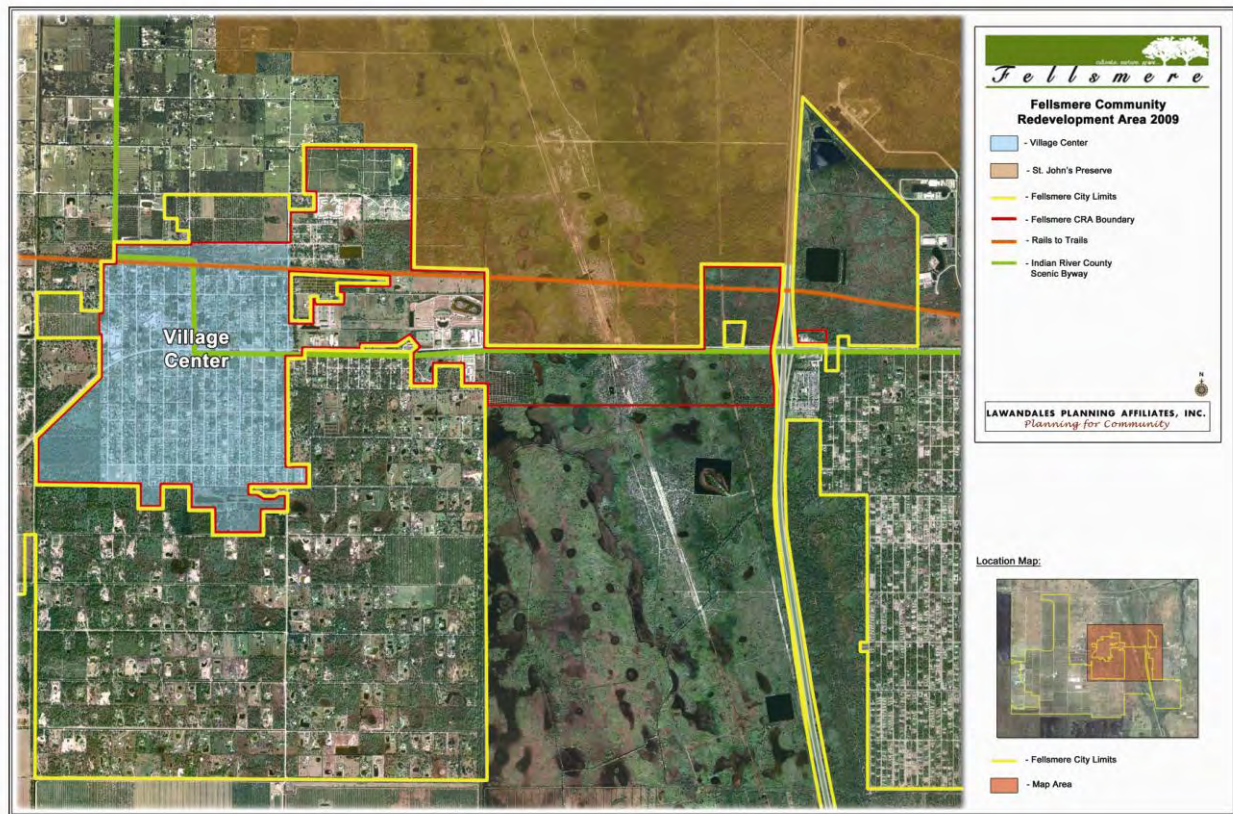


Exhibit 2-B





MAP 9 – VILLAGE CENTER CONCEPT

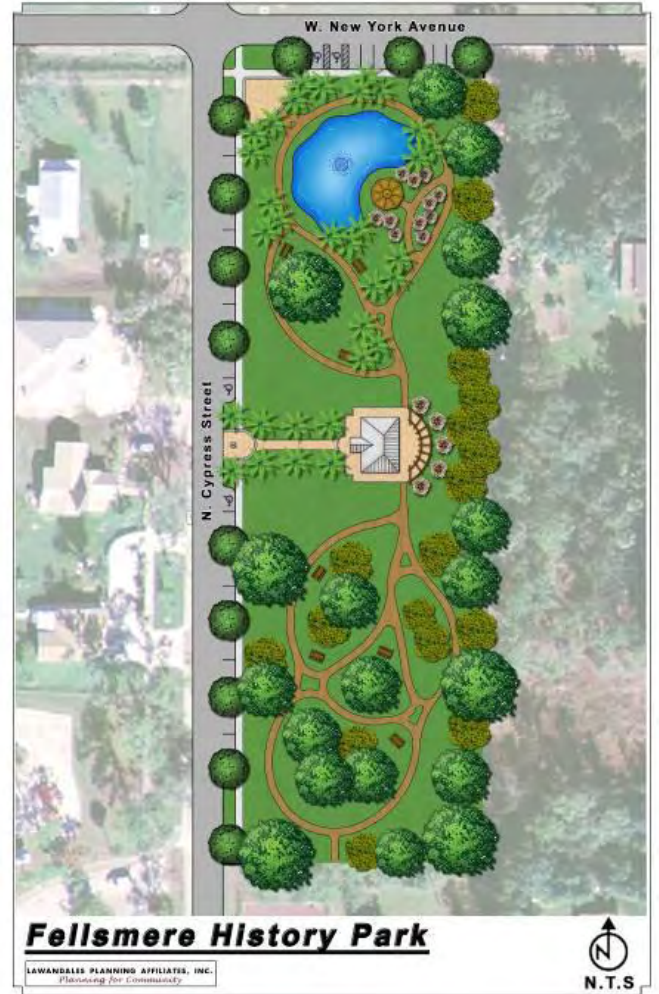


1) Village Center Sub-District Strategies

- a) Conserve/Preserve existing quality historic structures.
- b) Provide architectural assistance to aid owners as funds allow.
- c) Provide incentives for preserving/conserving structures, rather than demolition, including density bonuses, parking waivers, among others.
- d) Create an urban design manual for guiding new development to “fit” with existing historic theme on Broadway.
- e) Extend the architectural theme to all of the Village Center and on CR 512 and in close-by neighborhood.
- f) Work with the City to: create a larger Community Center that can accommodate more community events, activities, and amenities; evaluate relocating the Community Center function to the Park by City Hall or by the library; Evaluate turning the existing building over to the CRA to lease to the private sector, which will bring in revenue to the FCRA.



- g) Expand the Marion Fell Library, include performing arts and other structured arts and group programs.
- h) Connect the residential areas with sidewalks, enhanced lighting, and improved roads.
- i) Promote the area along South Carolina as more of a single development, rather than small individual parcels, for a mix of uses
- j) Encourage available areas along CR 512 to be assembled as a single development where land is available, rather than small individual parcels.
- k) Maintain Broadway as the primary historic commercial core of the City.
- l) Promote Broadway for restaurants, specialty shops, eco-tourism, artisan shops, galleries, "Rural life-style shops" etc.
- m) Increase visitation to Downtown with new special events—Farmer's Markets, Antique/Art/Car Shows, Frog Legs, Music, Fun-Fridays, National Bass Fishing Tournaments, etc.
- n) Pave the City's parking lot on Orange Street.
- o) Pave and expand parking at the Library site.
- p) Pave all the unpaved streets that are not considered for assemblage
- q) Purchase land for parking, stormwater, or other public improvements.
- r) Consider closing some of the north-south streets to create larger parcels for better development scenarios.
- s) Create a new public place at the north end of Broadway





- t) Provide for regional drainage at the north end of Broadway-create a stormwater park with amphitheatre, parking, open space.
- u) Create a roadway connection from Willow west to Broadway/Community streets or enhance 99th or 101st Streets for connectivity
- v) Improve CR 507 (Babcock Street) as the major gateway into the downtown
- w) Increase opportunities for downtown housing to support new commercial development.
- x) Existing densities are set at 3-5 dwellings per acre; however, under a conditioned incentive based program, densities could be considered as high as 6-8 units per acre or as established in the Land Development Code and Comprehensive Plan; commercial FAR's could be a minimum of 1(using the footprint and up to heights proscribed in the Comprehensive Plan and Land Development Code), to allow for efficient and feasible use of sites.
- y) Allow for medium to high income duplex and townhome style developments on the north side of South Carolina.
- z) Create a linear Park to connect the City's east and west side.
 - aa) Link the linear Park with the Rails-to-Trails program.
 - bb) Make major parking, landscaping, lighting, and other improvements on Broadway, CR 507, and South Carolina.
 - cc) Encourage Broadway and South Carolina to become a "Destination", with public and private places for entertainment, music, arts, eating, etc.
 - dd) Provide façade grants for building, landscaping, signage.
 - ee) Provide incentives for the private sector to assemble parcels and create quality developments.
 - ff) Evaluate using a traffic circle to calm the traffic and "encourage" the trucks to stay off of South Carolina and Broadway.
 - gg) Create major entry treatments at CR 507 and South Carolina; and at Broadway.
 - hh) Eliminate new trailer usage from the district.
 - ii) Form a Business/Merchants Association.
 - jj) Apply to the State to create a 'Florida Main Street'.
 - kk) Work with the County to eliminate truck traffic from Broadway and through the central city.
 - ll) Work with the County to add traffic light at Broadway/CR 512.
 - mm) Completely renovate the "little league" field and City hall to create a "Municipal Town Center (Civic and Cultural Center) with the new City Hall as the centerpiece; which should include new fields, parking, underground utilities, pedestrian access, etc; OR, consider relocating the active recreation to a better site and through a Developer's Solicitation convert this very high value, well located piece of real estate to private use.
 - nn) Evaluate the location and operation of a skate park.



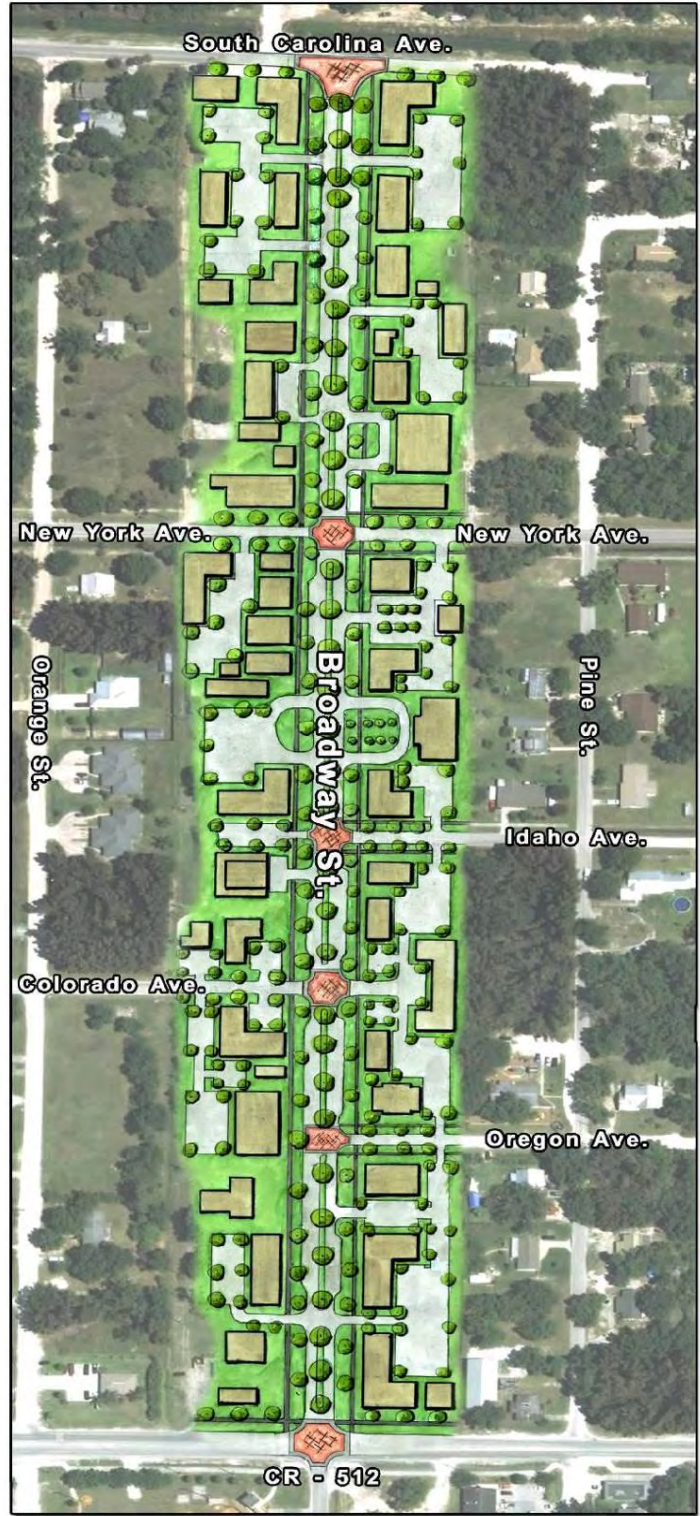
THE FOLLOWING EXHIBITS ARE IDEAS POSED FOR PARKING, STREETScape, CITY HALL, SIGNAGE, GATEWAYS TO STIMULATE THOUGHT FOR REDEVELOPMENT.



Exhibit 3 Broadway Streetscape Ideas

LAWANDALES PLANNING AFFILIATES, INC.
Planning for Community

Broadway Streetscape Improvement



From YOUR TOWN
Charette, June, 2009

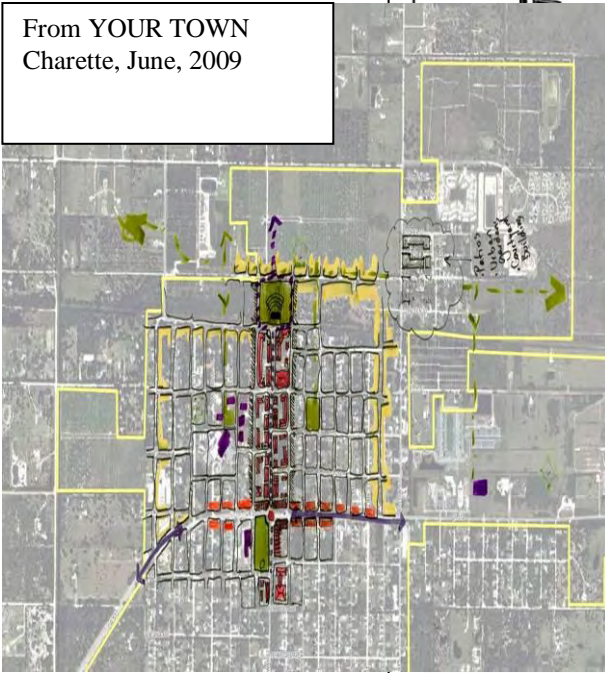




Exhibit 4

Fellsmere History Park

The concept of the Fellsmere History Park is to create a walkable place for the community and tourists to visit.

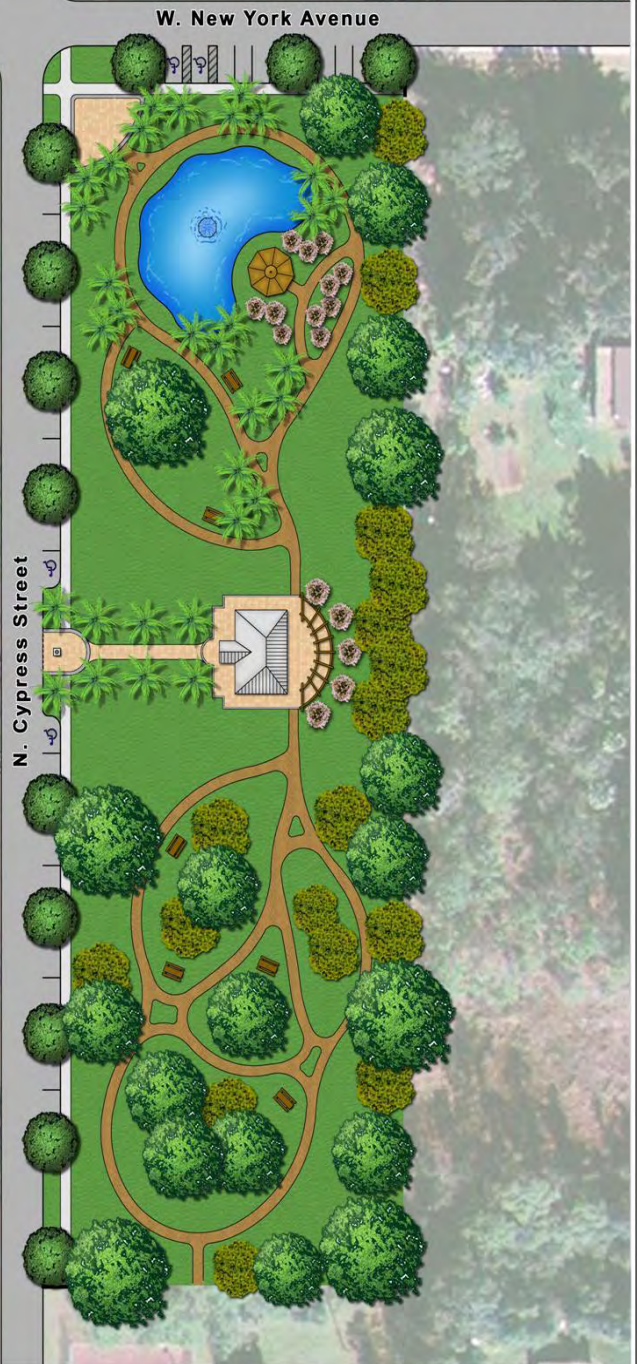
Just off the Scenic Byway, it can provide a welcome respite on an eco-tour to learn about Fellsmere's history from new exhibitions in the Fell Building and around the site.

To the rear of the Fell Building, a reading wall will inform the guest of our history through statuary, time lines in laid into the stone wall, and possibly interactive displays.

The cyclist and neighbors can refresh, ponder in the gardens, read a book, put their feet in the pond, sit in the gazebo, or walk through "woods".

On street parking and stormwater become a neighborhood amenity. Pervious pavers, solar lighting, and other "Green" construction methods begin to set a model for new ways of doing public and private development.

Rochelle W. Lawandales, AICP



Fellsmere History Park

LAWANDALES PLANNING AFFILIATES, INC.
Planning for Community





Exhibit 5-A

Parking lot on Orange and Colorado to serve Downtown and Special Events

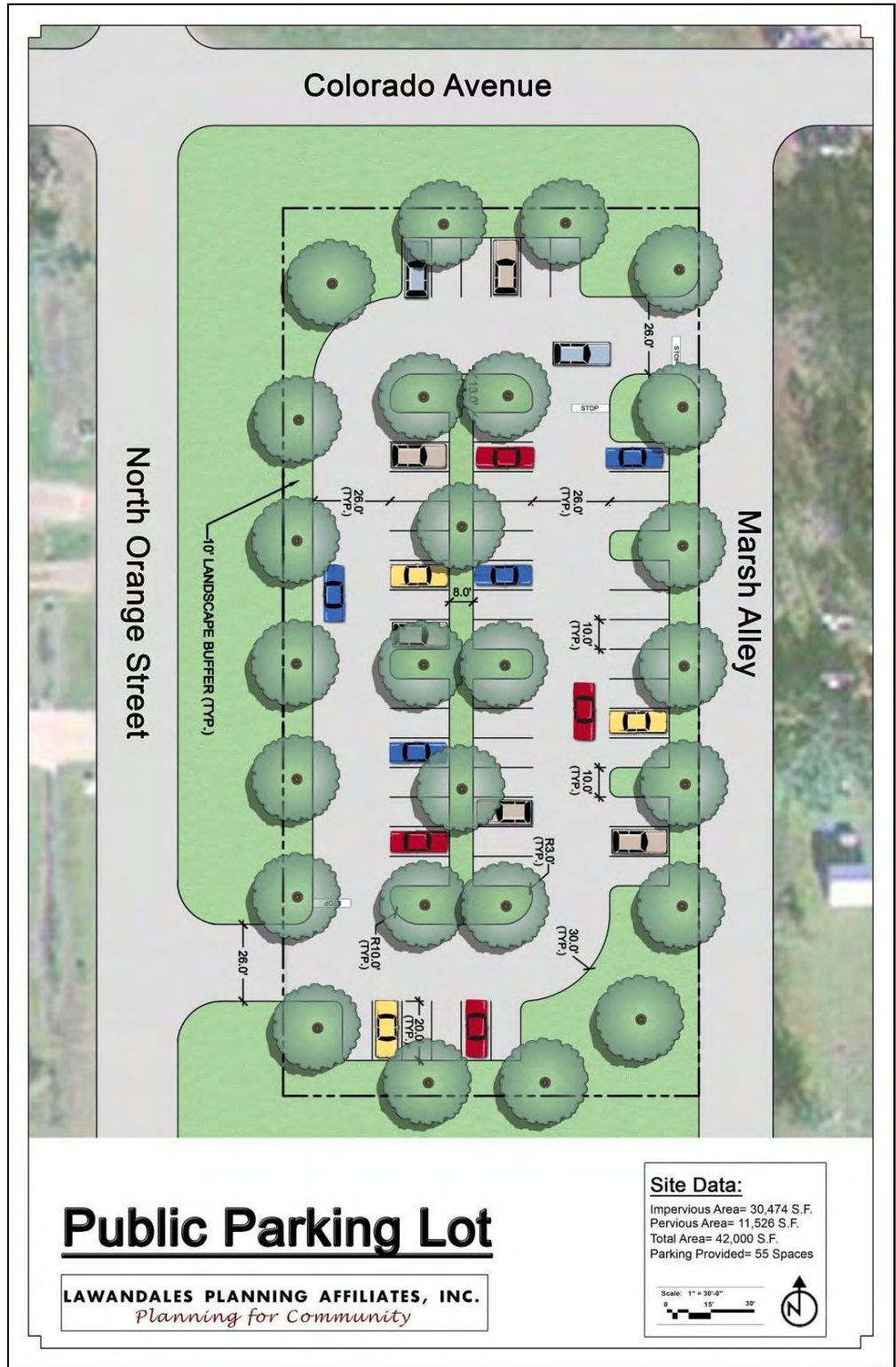




Exhibit 5-B

Parking lot on Orange and Colorado to serve Downtown and Special Events

Paver Options



Paver Option-1

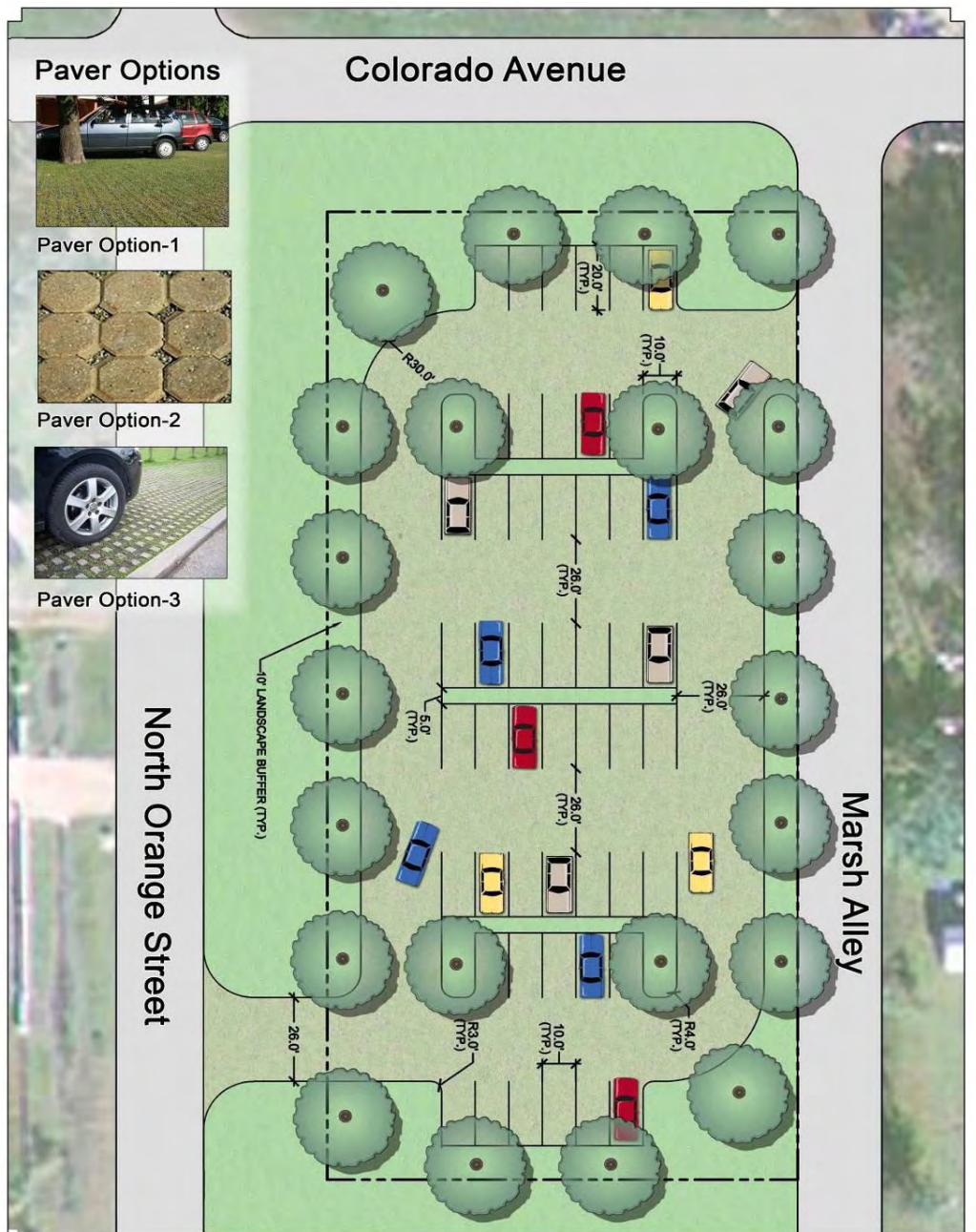


Paver Option-2



Paver Option-3

Colorado Avenue



North Orange Street

Marsh Alley

Public Parking Lot

LAWANDALES PLANNING AFFILIATES, INC.
Planning for Community

Site Data:

Pervious Area= 42,000 S.F.
Paver Area= 33,532 S.F.
Total Area= 42,000 S.F.
Parking Provided= 50 Spaces

Scale: 1" = 30'-0"
0 15' 30'





Exhibit 5-C

Parking lot on Orange and Colorado to serve Downtown and Special Events

Paver Options, Price, and General Description:

Pervious Honeycomb Pavers



Organic Media



Aggregate Media

Costs approximately \$1.15 per square foot at a base rate.
Can use organic material or aggregate in apertures to allow permeability.
Aggregate grain quicker and more effectively.
Parking area = roughly 33,532 S.F., which equal an estimated cost of \$38,561.80 without instillation.

Pervious Block Pavers



Aggregate Media



Organic Media

Costs approximately \$1.45 per square foot at a base rate.
Can use organic material or aggregate in apertures to allow permeability.
Aggregate grain quicker and more effectively.
Parking area = roughly 33,532 S.F., which equal an estimated cost of \$48,621.40 without instillation.

Pervious Turff Grass Paving



Aggregate Media



Organic Media

Costs approximately \$2,454.75 per 600 square foot at a base rate installed.
Can use turf or aggregate in apertures to allow permeability.
Aggregate grain quicker and more effectively.
Parking area = roughly 33,532 S.F., which equal an estimated cost of \$137,187.79 including instillation.



Exhibit 6

City Hall Municipal Complex

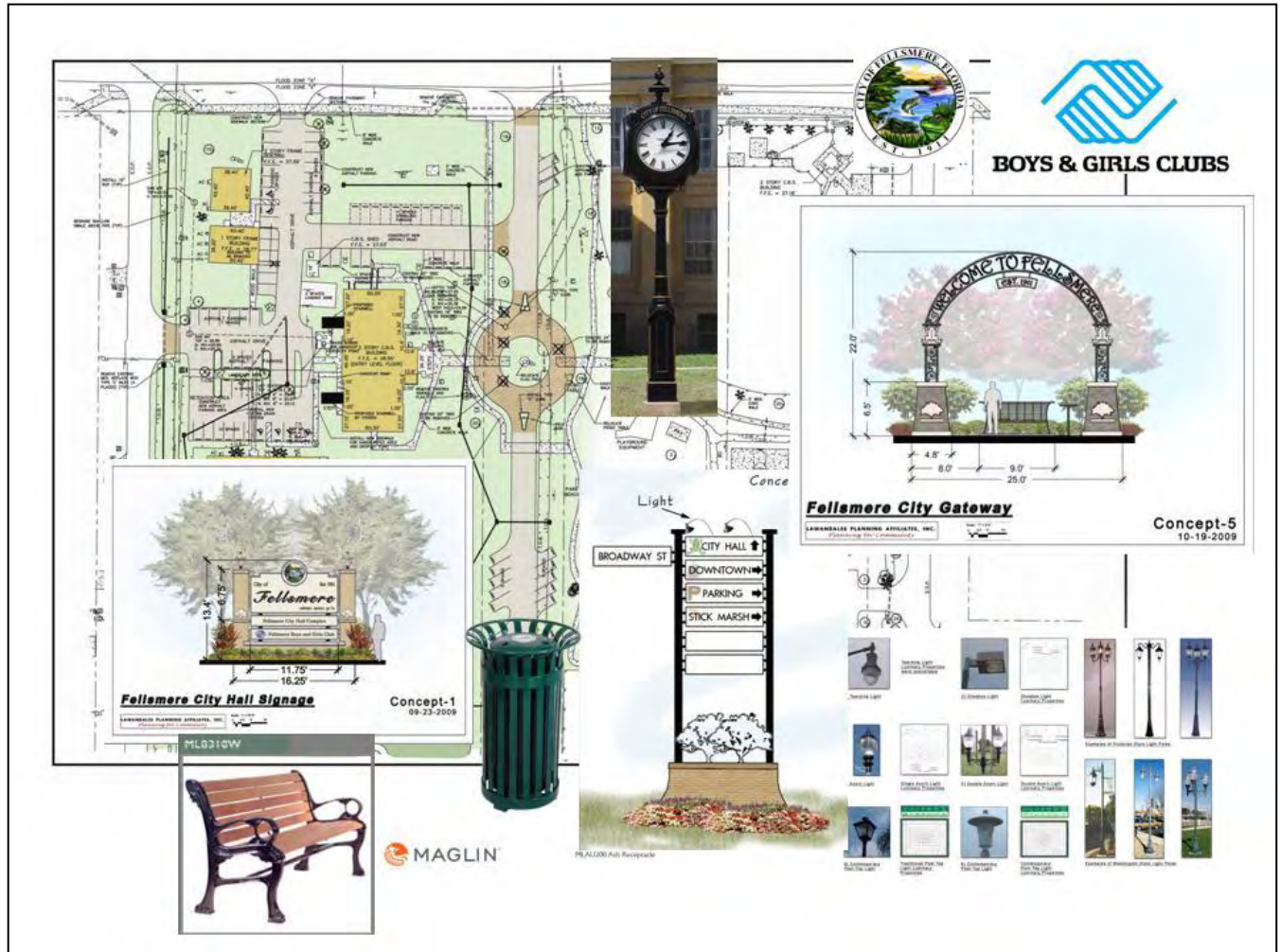




Exhibit 7

Entry and Gateway Signage for the City Hall Site

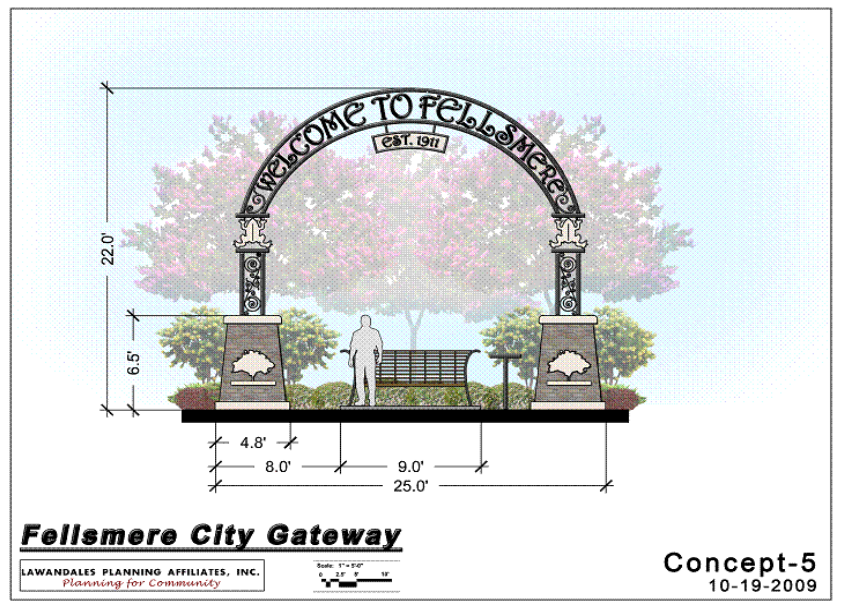




Exhibit 8

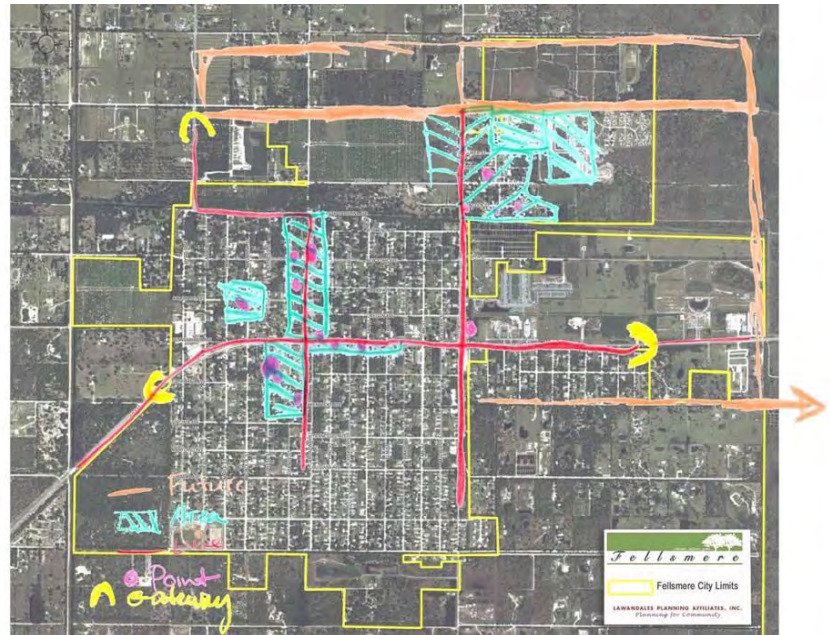
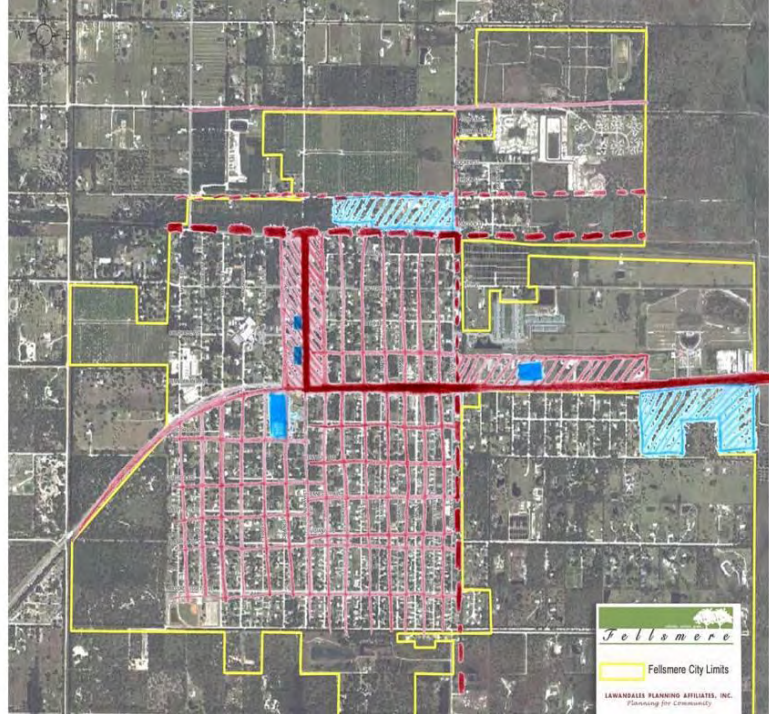
Pennsylvania Park Potential

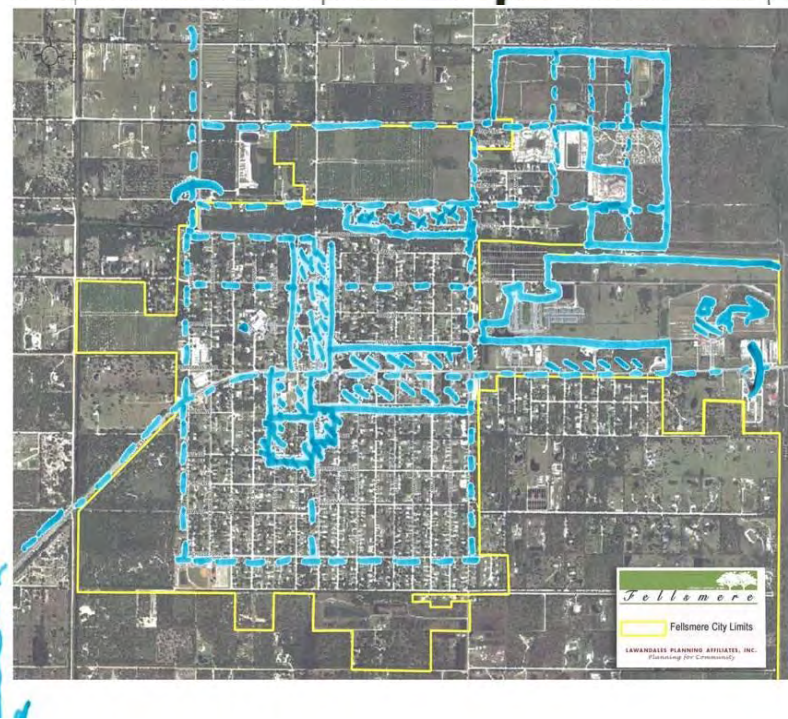
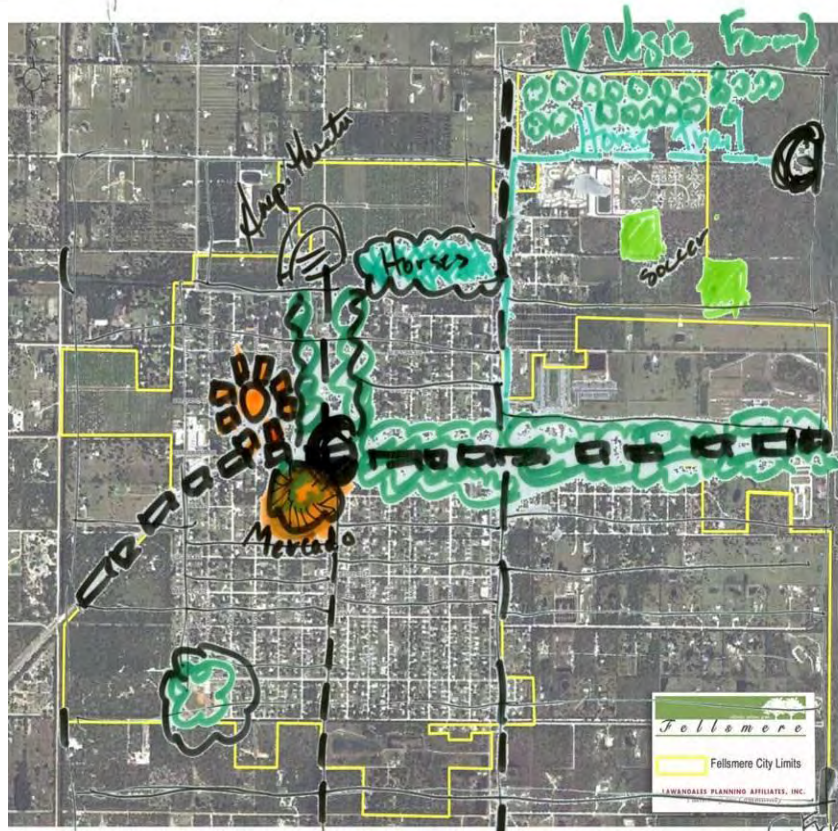




Exhibit 9

From YOUR TOWN Group Experiences

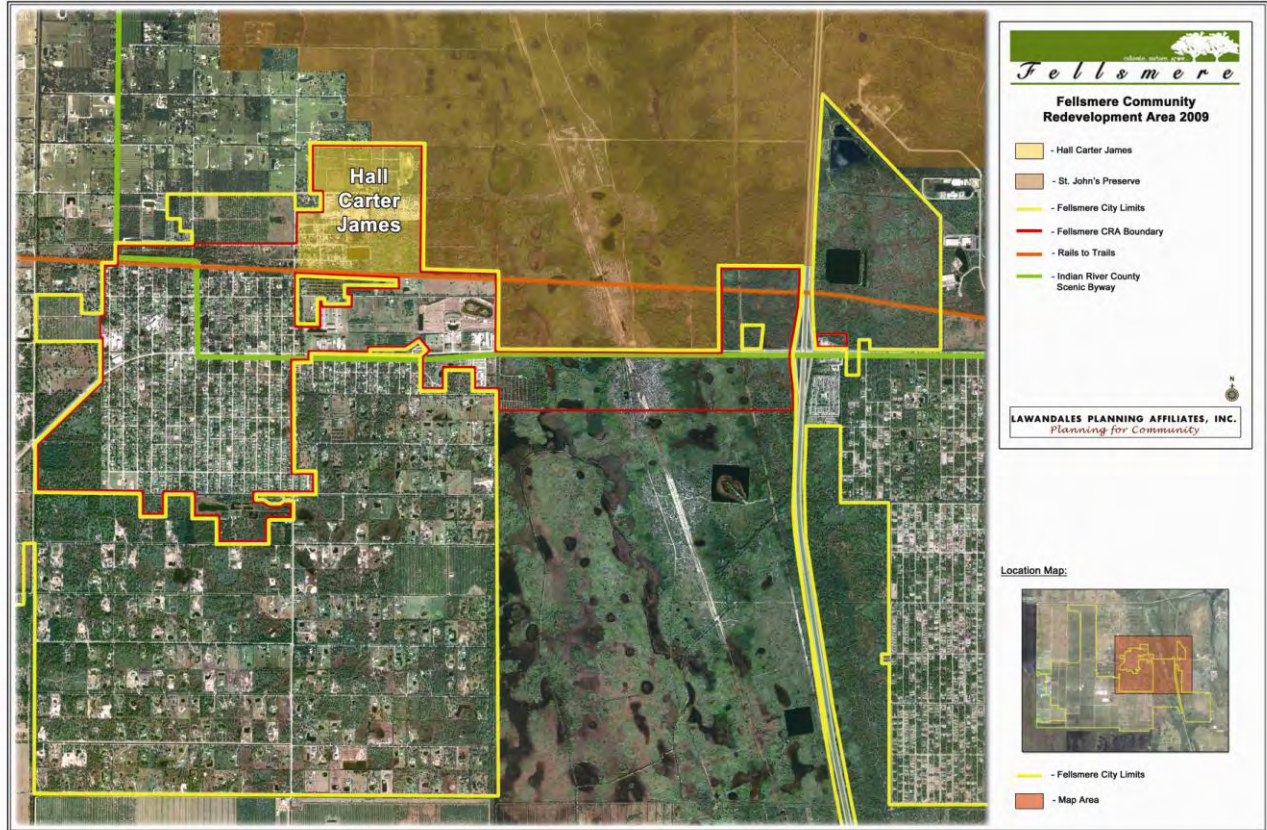




——— Bones
 // // Business District
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MAP 10 – HALL-CARTER-JAMES OPPORTUNITIES



1) **Hall-Carter-James Subdivision Sub-District Strategies**

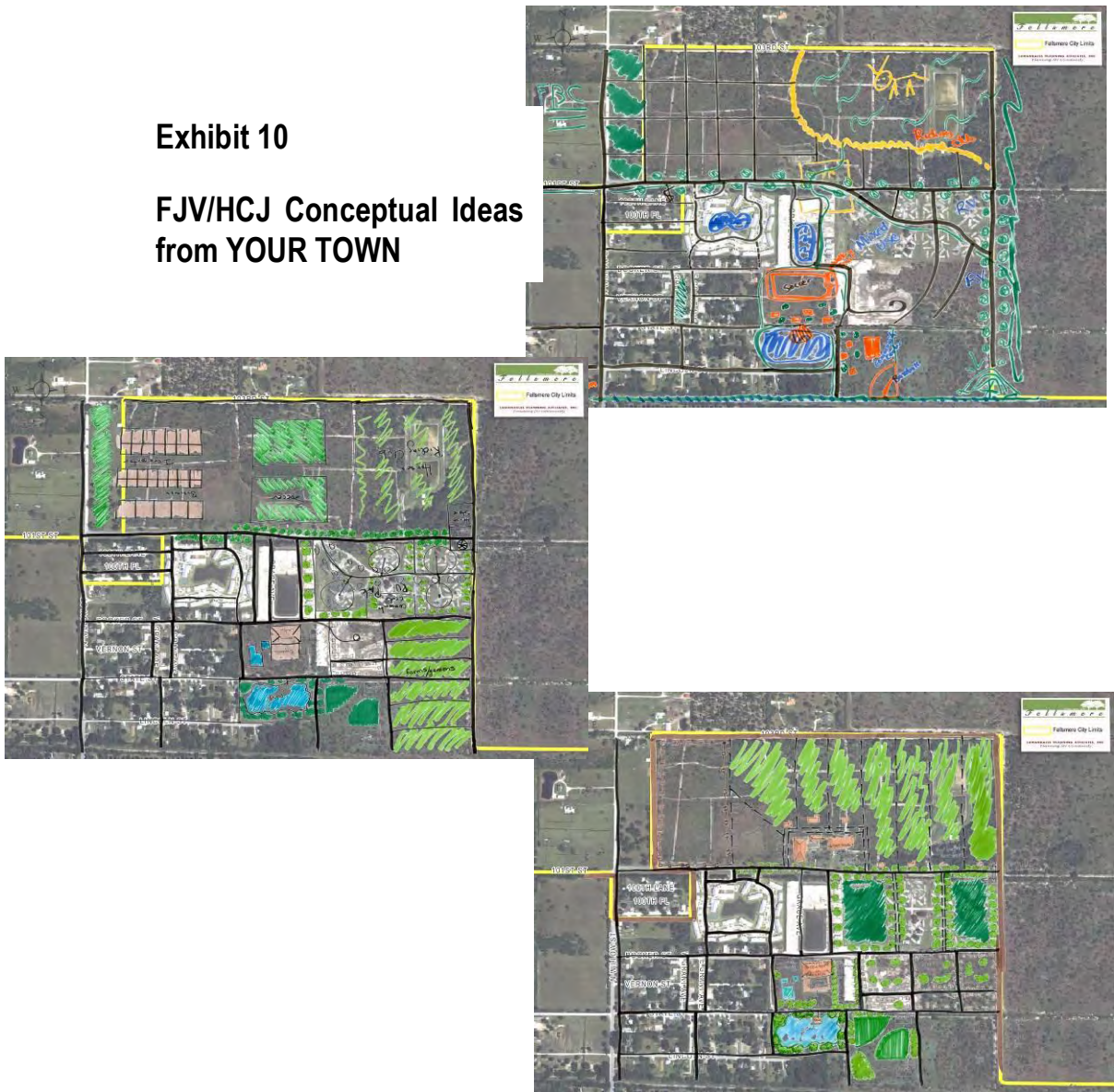
- Eliminate using the name Hall-Carter-James, to assure the feeling of inclusion with the entire community and to reflect the addition of Fellsmere Joint Venture's 157.5 acres more or less.
- Work with the community to create a neighborhood strategic plan.
- Create design standards for building in the area.
- Promote the entire area for new single family housing, especially around Lincoln Avenue where there is a large concentration of substandard dwellings.
- Use the small-lot regulations to encourage new single family homes.
- Promote single family and low-density infill housing in the area, including single family attached and detached dwellings.
- Improve/Expand Grant Park
- Improve the intersection of State Street and Willow St; and Willow St and 101st
- Create the new perimeter roadway.
- Create a Neighborhood Crime Watch group.
- Provide for Community Policing in the area.
- Pipe the ditches and finish paving the roads.



- m) Provide sidewalks and bikepaths on Willow.
- n) Eliminate substandard and dilapidated housing or structures.
- o) Improve trash handling and collection.
- p) Promote housing rehabilitation programs for existing housing.
- q) Assist rental housing rehabilitation under certain conditions: drug screening of renters, eviction for violations, etc.
- r) Provide for small business assistance---resource and referrals.
- s) Enhance the use of the Public Health programs as a tool for human and physical improvement.

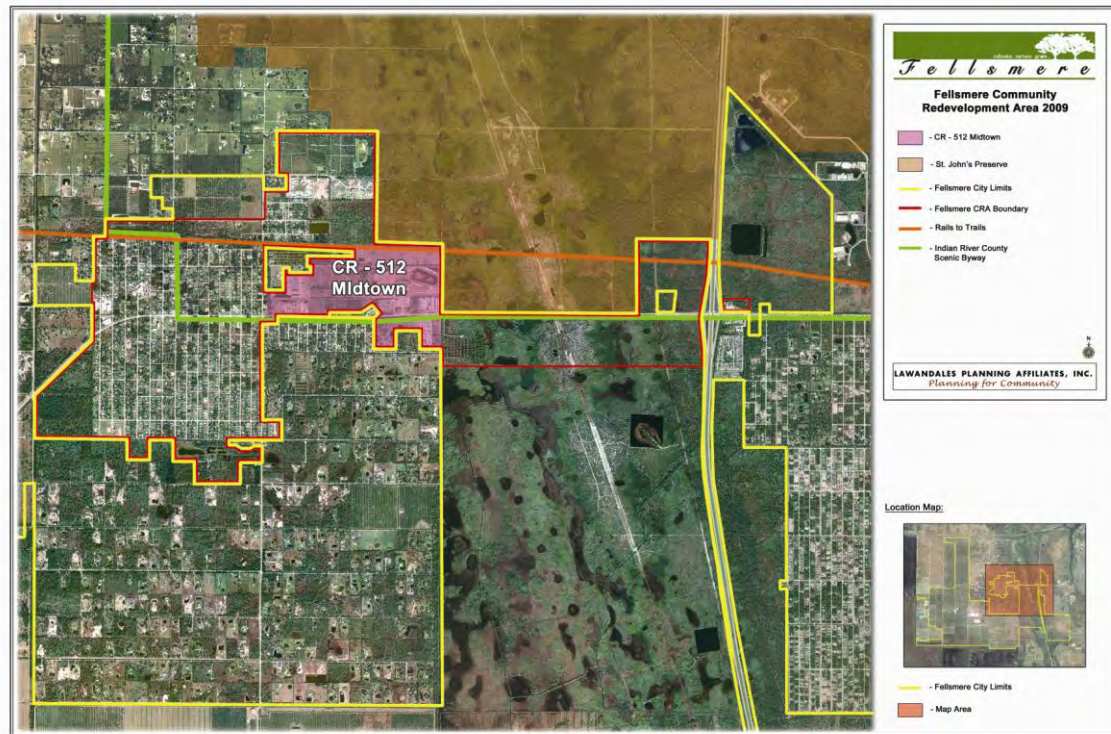
Exhibit 10

FJV/HCJ Conceptual Ideas from YOUR TOWN





MAP 11 – MIDTOWN



2) **Mid-Town CR 512 (Willow to Ansin) Sub-District Strategies**

- Provide façade and infrastructure grants to existing businesses to upgrade.
- Work with the land owners to annex the lands south of CR 512
- Market and promote the area for private development.
- Promote a mix of uses, allowing for residential and/or commercial uses.
- Work with the County to make traffic capacity and distribution improvements at the major intersections (Willow; Broadway) and to find alternate routes for new north-south and east-west roadways to connect to CR 512; also work with the County to make Willow the receiving location for the truck traffic from CR 507 to keep the trucks out of the downtown.
- Treat the major intersections with landscaping, mast arm traffic lights, decorative lighting, pavers, etc.
- Allow conversion of homes along corridor to professional/office/ or other small retail operations.
- Require access from local streets to minimize traffic problems on CR 512.
- Work with County on setting aside funds for right/of/way acquisition as needed.
- Promote Willow Street quadrant for drug store, banks, or similar type businesses
- Upgrade the traffic lights to mast arm lighting.
- Promote the Industrial park for economic development.
- Install new sidewalks, drainage, decorative lighting, and landscape to encourage and foster safe pedestrian movement.

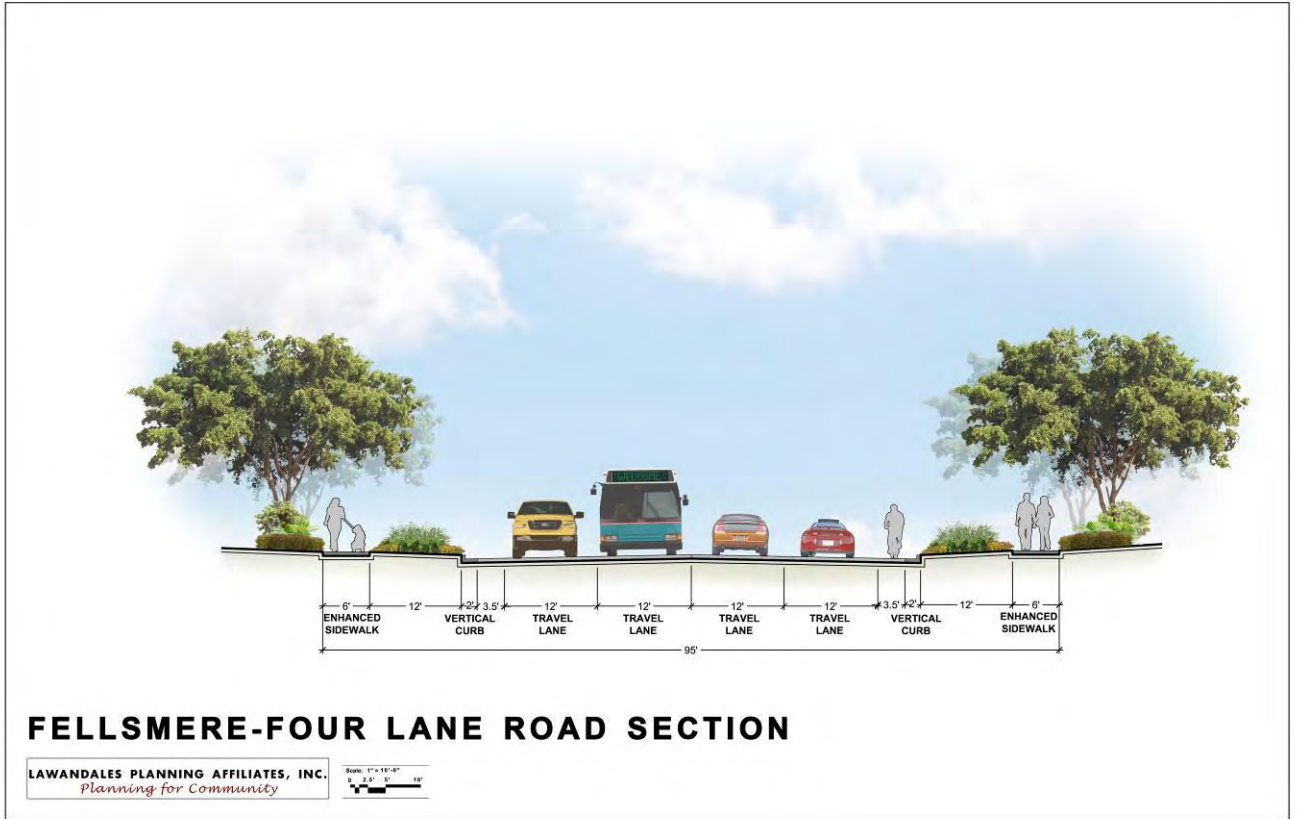


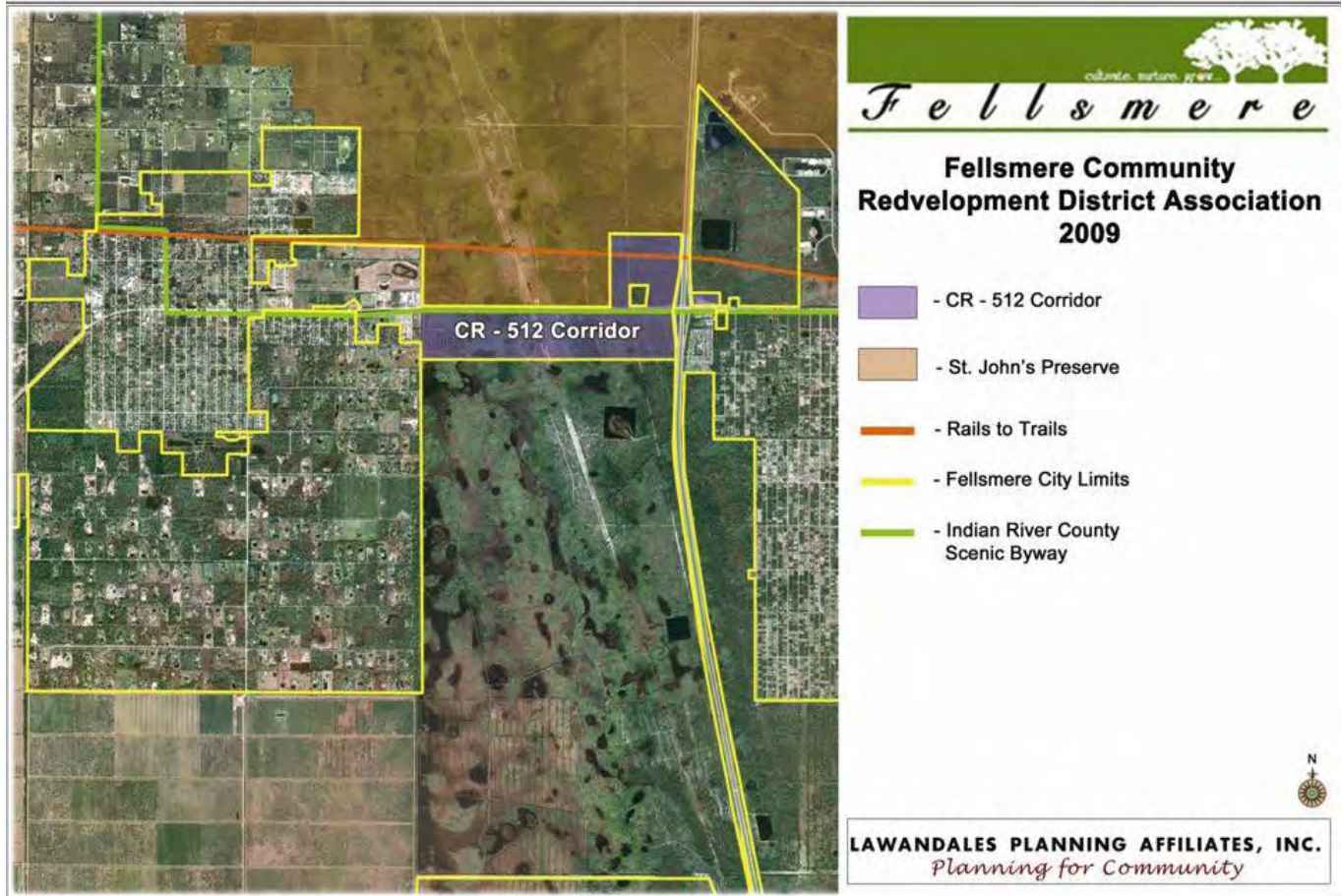
Exhibit 11

Willow Street Options from Ansins West Boundary to Willow





MAP 12 - CR 512



4) EAST CR 512 (Ansin to across I-95) Sub-District Strategies

- a) Work to annex lands on south side of CR 512 to have consistent regulatory and safety efforts.
- b) Encourage and promote land assemblage to eliminate piecemeal development.
- c) Promote and foster large scale commercial and clean, light industrial developments.
- d) Promote and provide for proper public and private utilities and facilities, including water, wastewater, telecommunications, electrical, gas, etc.
- e) Work with the County on the historic Rails-to-Trails program linking the old railroad in Fellsmere to Sebastian.
- f) Obtain all available Railroad Rights-of-way
- g) Improve the stormwater system through regional stormwater management programs.



- h) Work on improvements to and management of the Preserve, the 86 acre passive recreation/conservation park purchased by the City, County, and State.
- i) Market the area for new development and redevelopment opportunities;
- j) Evaluate Future Land Use, Zoning, densities and intensities which are regulated within the Comprehensive Plan for changes to spawn economic development opportunities.
- k) Work with SJRWMD and Department of Environment Protection (DEP) to expand access to the State Park area.
- l) Promote Eco-tourism for economic development.
- m) Create new gateway and entryway signage to the City.
- n) Work with the Florida Department of Transportation (FDOT) for district signage on I-95 and for approval for beautification enhancements/improvements to the interchange.
- o) Install new sidewalks, drainage, decorative lighting, and landscape to encourage and foster safe pedestrian movement.

Exhibit 12

I-95 GATEWAY SIGN IDEAS

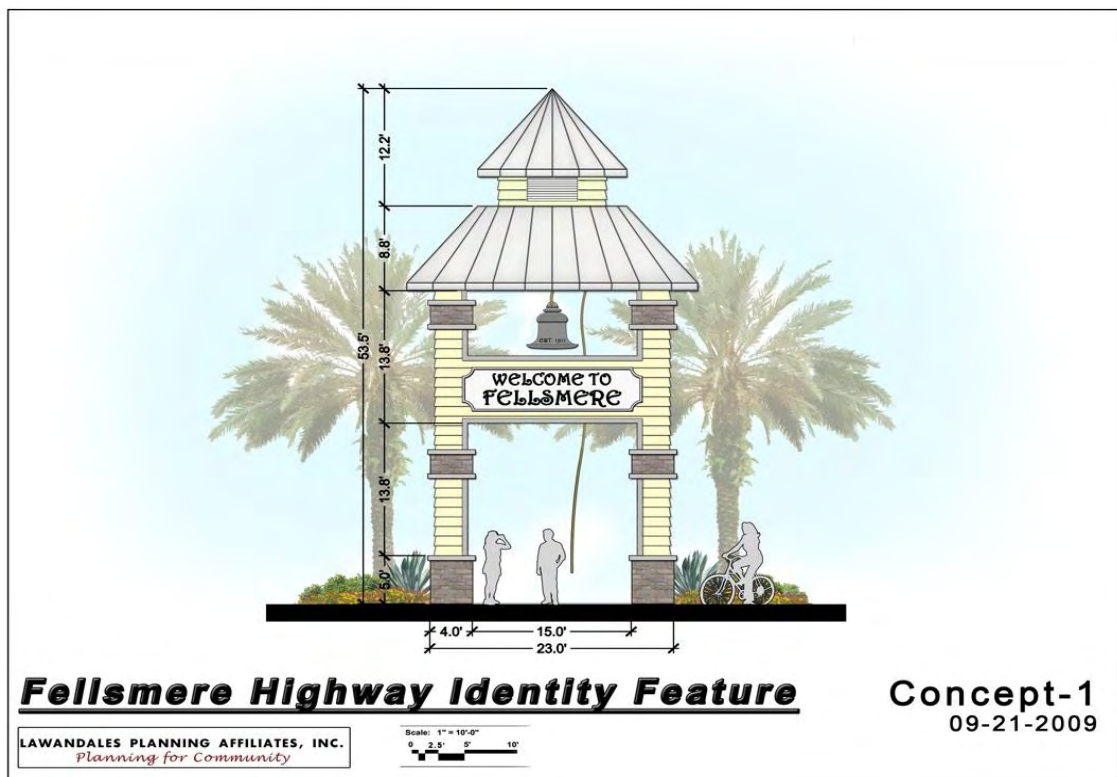




Exhibit 13: CR 512 (I-95 to Ansin West)

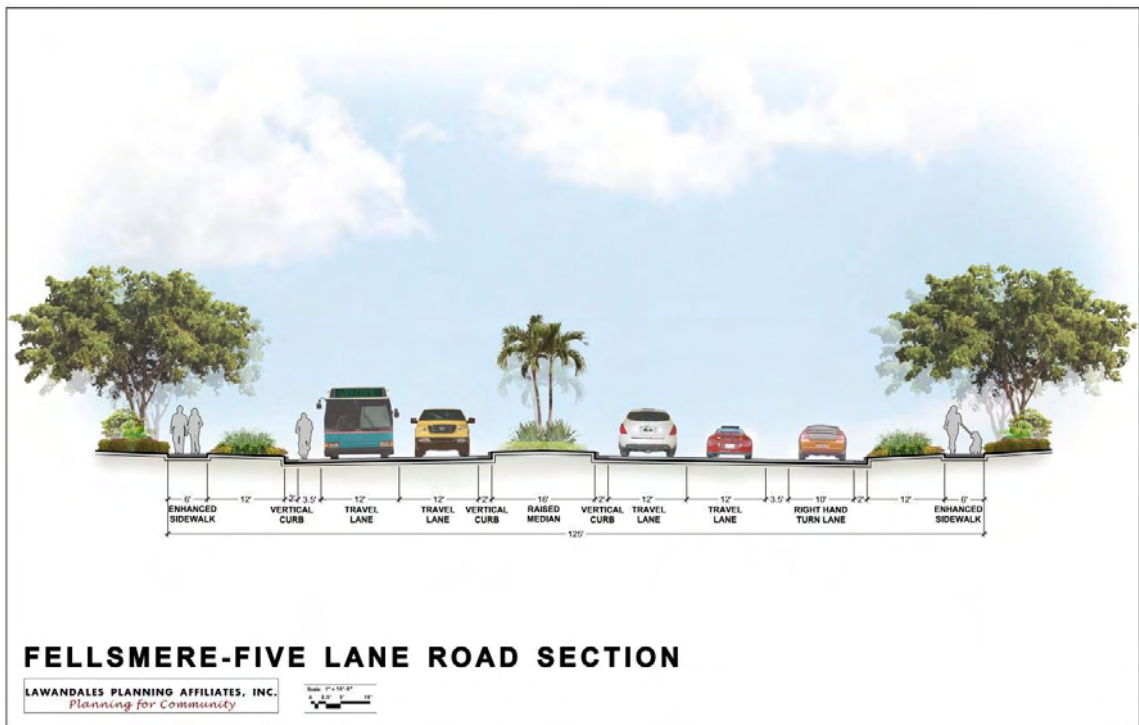
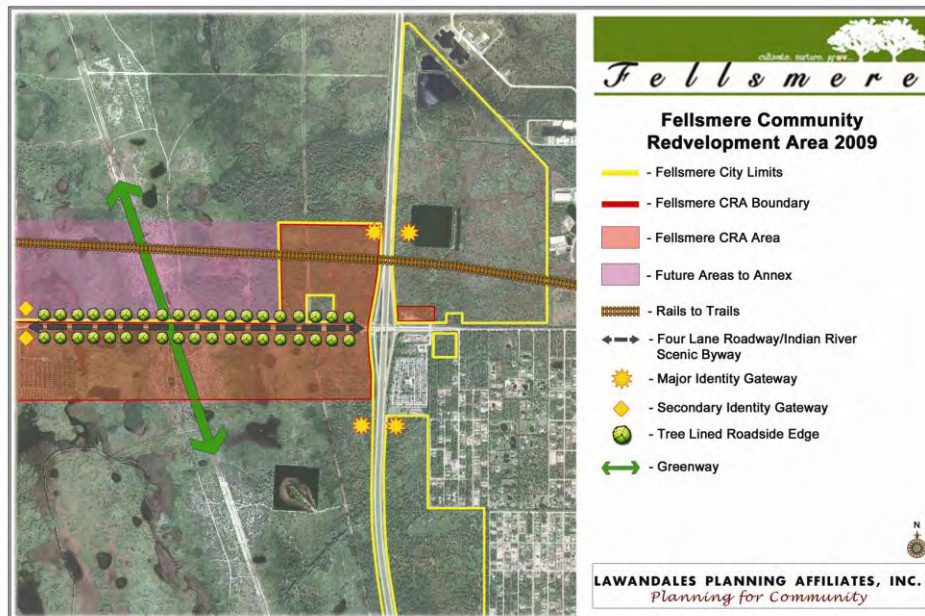


Exhibit 14: CONCEPTUAL IDEAS





SECTION 5 - GETTING THERE

Section 5 identified general goals and objectives for the FCRA redevelopment program. Section 6 defines the FCRA Conceptual Plan and specific ideas for capital improvements. This section elaborates on cost estimates, time frames, and agency involvement for improvement projects identified in the plan.

- 1) Business Strategies (CRA/City)
 - a) Façade and Infrastructure Grants or Low Interest Loans: Funding is needed for business attraction and retention programs, and for financing façade treatment programs for building renovations, restoration or redevelopment, thereby enhancing and creating economic opportunities and value.
 - b) Variances or “written flexibility” in the codes in order to make it easy to start new DESIRABLE businesses. When dealing with small lots of records and platted lands dating back to the early 1900’s, it’s difficult to conform to today’s land development regulations which require on site parking, Stormwater, extra landscaping, and small lot coverage among others, most of which can not be accommodated on site or use too much of the site leaving little for a building envelope that will produce economic return. Consequently, the public recognizes that there should be allowable deviations to enable business to open and survive. These deviations should be written into the Land Development Regulations as “waivers”.
- 2) Old Town/Broadway--Quick-victory, high visible start: There needs to be some actions undertaken fairly quickly to show a commitment to the area’s improvement. Also, there needs to be a private project that can serve as the “catalyst”, stimulating interest, and investment in the area. Both actions will signal visibility and victory for redevelopment efforts. (CRA/City/Private Sector)
 - a) The private catalyst was the ALDEA project at the interchange. This highly visible project would have jump started the agency providing revenues into the TIF. When the economy rebounds, it will be a major focus at our eastern gateway. There may be assistance from the FCRA that stimulate the project from a public-private partnership.
 - b) The Public sector project should focus on Broadway, with the two “bookends” of public spaces at the north and south.
 - Continue work on the new City Hall in the old School House will enable a complete renovation of the site, resulting in a new “Municipal Complex” at the south end.
 - For the north end, a public-private partnership can result in providing parking, stormwater management, a linear park, and new roadway to connect Broadway to Willow for vehicles and pedestrians. This will “feed” the downtown, fostering new businesses over the next few years.



- The treatment on Broadway would be highly dramatic and make a visible statement to the public and private community. It should include major streetscape improvements: decorative lighting on the sidewalks and in the medians, median landscaping, newly delineated parallel or angled parking, a traffic circle at the north end to calm the traffic, “bulb-outs”/islands of landscaping which also act as traffic calmers, pavers or stamped asphalt at the intersections and cross-walks, mast arm traffic light, new signage, among others.
 - Installation of wastewater system and infrastructure upgrades.
 - Removal and relocation of the truck traffic.
- 3) Sidewalks/Bikepaths(City/CRA/County/FDOT/Private Sector)
- a) CR 512 is identified as needing sidewalk treatments, which would include lighting and streetscape—either fixing existing sidewalks or installing new ones where none exist. Making the area “walkable”, pedestrian friendly and safe leads to an overall ambiance that is desired by the public. Using the sidewalks for special events, as courtyards and for café seating would go along way to bringing people and activity back to the area in the Village Center.
 - b) Bike Paths/Greenways: Combined with the idea of “walkability”, bike paths and linking the neighborhoods and business districts with their most precious asset—the people—revives both the business economics and residential communities.
- Cost: \$500K to \$1M
- 4) Transportation/Traffic Calming/Parking (City/CRA/County/FDOT/Private Sector)
- a) Lower speeds on CR 512 in Mid-Town west and on Broadway.
 - b) Install pavers to denote cross-walk, and gateway areas, which will also serve to calm traffic.
 - c) Install Mast arm lighting at intersections.
 - d) Evaluate places to provide frontage or rearrange roads to reduce access points.
 - e) Evaluate placing new medians along portions of the corridors to calm traffic, limit access, improve traffic flow, and install landscape and lighting; this will required integral coordination with FDOT.
 - f) Evaluate eliminating some roadway access points on to provide for better lot lay-outs, frontage roads, and access management, only after extensive public input is obtained.
 - g) Consider allowing on-street parking in some areas using side streets for new access, even on CR 512 in Mid-Town and the Village Center.
 - h) Create a walkable environment by interconnecting the neighborhoods with the commercial areas with new, safe, well lit ped-ways and bike-ways.



- i) Promote enhanced bus service to this area to bring people in and to take people to employment, educational and recreational centers.
- j) Consider the use of a “tram” or “trolley” to move people within the district-this adds to the district ambiance as well as provides shorter distances between parking and activity areas.
- k) Make the re-routing improvements to remove truck traffic through town.
- l) Make improvements to CR 507, South Carolina, Broadway, Community Street, Willow Street, State Street for aesthetics, mobility and capacity as needed.

m) Pave all the dirt roads.

Cost: Capital Improvement projects will cost over \$5M.

5) Building Conditions (City/CRA)

- a) Create/update/clarify CR 512 Overlay and new Architectural and Site Design guidelines and standards; Adopt a Pattern Book.
- b) Enhance Code Enforcement activities and processing.
 - Elimination of trash, junk and debris.
 - Building code violations which endanger the health, safety and welfare of the inhabitants or users of the structures.
 - Lot maintenance to eliminate overgrowth which promote site enhancements as well as minimizes criminal activities.
 - Fire Marshal review of buildings during Business Tax Receipt renewal or issuance.
- c) Create grants and loans for façade and landscape treatments to enhance existing sites throughout the district.

Cost: Grants/Loans could range up to \$15,000 per structure;

6) Culture/Recreation: (City/CRA/State/County/Non-Profit)

- a) Create a Preservation and Education center for eco-tourism; this could be done through movement of an historic house to the Library Site or to the 86 acre site at I-95 and creating educational and interactive exhibits.
- b) Continue quality recreation programming and special events; create or maintain partnerships with other providers, such as the Boys and Girls Clubs, School Board, County, and others for facilities, programming, and marketing.
- c) Work with City to expand/relocate the community center and its available space and programming.
- d) Expand the Marion Fell library.

Cost: Projects ranges from \$100K to \$500K

7) Programmatic Improvements/Organization/Partnerships (City/CRA/Non-Profits/TDC):

- a) Create a “Downtown Merchants Association” where members become another support link in the partnership chain. They will be crucial to providing guidance and information on the



health and well being of the local economy, improvement programs, areas for special assistance, and for volunteering for marketing, promotional, and special event programming. This can lead to a "Main Street" program.

- b) 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.
- c) The School Board is a vital partner for expanded service provision and access to various programs.
- d) The Transit program should become involved to improve access and service to the entire area.
- e) The Indian River County Metropolitan Planning Organization and FDOT must be integrally involved in transportation funding decisions and funding for many of the projects to succeed.
- f) Relationships with the groups responsible for economic development in Indian River County and the Tourist Development Council should be strengthened as they can only bring increased business and awareness to the district.
- g) Each department of the City should become a partner with the other in focusing improvement in service, capital programming, and support for the RDA.
- h) Local non-profit agencies are potential partners as well for the various services and assistance they provide: Habitat for Humanity; Indian River (Fellsmere) Historical Society; Library Boards; Boys and Girls Club; Operation Hope; Arts and Cultural groups; SJRWMD; DEP, all of these and more have a part to play in the success of this effort.

Cost: Staff/Consultant time.

8) Comprehensive Plan and Land Use

Proper zoning and regulatory frameworks are needed to stimulate private investment, create opportunities for new development, encourage parcel aggregation, property rehabilitation, and promote user friendly development guidelines. New regulations must transcend the traditional approaches to the City's land development. The Land Development Code should at a minimum address the following:

- a) Expand the "Old Town" designation of the area around Broadway to include all of the Village Center.
- b) Facilitate protection of Historic structures through a district, standards, and incentives.



- c) Establish a user-friendly, graphically depicted, and detailed Urban Design Manual set of Architectural standards, building massing guidelines, vernacular and specific design features, water features, build-to lines, rear garages, installation of sidewalks, use of color, roof lines and pitches, window sizes and treatments, façade and exterior materials, among others, for use by the public and private sector.
- d) 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.
- e) Establish a system for payments in lieu of establishing on-site parking and stormwater management improvements in the District or where it would impede the redevelopment, aggregation or feasible use of other parcels; Payments will allow for the City to purchase parking lots and make improvements for use by all in the district.
- f) Expedited permitting and inspections from the City for projects in the FCRA.
- g) Enforce new sign regulations and attrition rates.
- h) Use crime prevention through environmental design strategies to assure human and structure safety and security.
- i) Prepare guidelines to clean up major properties.
- j) Require private development to restore streets and pedestrian areas with decorative lighting, paving, grading, landscaping, safety features (clearing overgrowth and "hiding" places).

Costs: Staff time, Consultant time

9) Marketing and Promotion

- a) The effectiveness of the Plan will largely depend on the perception of the Plan by the public, prospective developers and financial backers and entrepreneurs.
- b) Create promotional materials; Quality graphic materials, illustrative of the plan's objectives and targets are a precursor to obtaining and maintaining strong citizen involvement, developer interest, and special event opportunities.
- c) Utilize the new Seal and Logo to brand the community theme or slogan on all materials.
- d) Produce a newsletter or e-newsletter to keep residents and businesses informed.
- e) Create an on-going events program created to stimulate and maintain the public involvement.
- f) Signage on I-95.
- g) Continue to have and expand upon the major events and festivals: Farmer's Market, Frog Leg Festival, Fellsmere Days, Bass Fishing, etc.



h) Importantly, the district should capitalize and utilize “success stories” as they develop to show that the area is on the move.

Cost: \$10-30,000, depending on the number, type, and character of the materials.

Improvement Projects

The various improvements identified throughout this section are further outlined in Table 4 and 5 Capital Improvements.



**TABLE 4
CAPITAL IMPROVEMENT PROJECTS**

Community Redevelopment Area			
Generalized Projects/Programs (Non-Capital) *			
Action Area	Project	Time Frame**	Funding Sources
Administration	Specific activities to be identified within the yearly budget	Ongoing	CRA
Acquisition	Land assemblage for public use	As Needed	CRA/Private Sector/Grants
Economic Development	Industrial, Commercial, or Residential Façade, Landscape, or Signage Grants	Ongoing	CRA/CDBG/County
	Business development/retention	Ongoing	CRA/Grants
	Development Incentives: site bonuses; public private partnerships; financial incentives	Ongoing	CRA/Grants
	Business assistance	Ongoing	CDBG/Private Sector/CRA/County
	Eco-tourism Promotion/Programs/Infrastructure improvements	Short-mid-long term	CRA/County/Private Sector/Grants
Historic Preservation	Promotions/Education/Historic Tours/Aid with Rehabilitation Grants/	Ongoing	CRA/City/Grants
Hurricane Preparedness	Target Hardening	As Needed	FEMA/CRA/Other Grants
	Grant and/or subsidized loan programs for generators at critical private facilities (e.g. fueling station, food markets, restaurants, etc.)	Ongoing	FEMA/CRA/Other Grants
Land Development Codes	Modifications and upgrades	Short	CRA/City/
	Sign Code Changes; Waivers ; Incentives		
Marketing and Promotions	Includes but is not limited to: trade shows; written materials; brochures/flyers/mail-outs or other specific activities to be identified within the yearly budget	Ongoing	CRA
Public Safety	Community Policing: Including police sub-stations, bike/horse patrols, Neighborhood Crime Watch; Weed and Seed Programs, among others	Ongoing	CRA/City/Grants
	Assume Fire Marshal Duties	Ongoing	City/CRA
Special Events	Includes, but is not limited to: Farmer's Market; community gardens; Frog Leg Festival; Racing; Rodeo; Fairs; or specific activities to be identified within the yearly budget	Ongoing	CRA
Transportation Enhancements	Boat, RV and/or truck parking area (lease or acquisition)	Short	CRA/County
	Street Paving/drainage/parking	Short-mid-long term	CRA/CDBG/County
	Transportation issues-New multi-modal and mass transit	Short	Go-line/County MPO

* All of these action items are applicable to the entire Community Redevelopment Area
 **For purposes of this table: Short Term= 1-5; Mid-Term=5-10; Long-Term=over 10 years.



**TABLE 5
NON-CAPITAL IMPROVEMENT PROJECTS**

Community Redevelopment Area					
Public and Private Sector Capital Project Ideas					
Area	Project	Time Frame*	Cost Estimate	Funding Sources	
HCJ AND CIV					
Housing	Attainable and Market rate housing-habitat subdivision	Ongoing		Private Sector, SHIPHOME/Habitat	
	Housing rehabilitation	Ongoing	\$300,000	CDBG, SHIPHOME	
	Life skills development	Ongoing	\$20,000	CRA/CDBG	
	Demolition	Ongoing		CRA/CDBG	
	Street paving	Short term	\$300,000	CDBG	
Streets and Transportation Enhancements	Street Lighting	Short term	\$250,000	FFL/CRA County/Private Sector	
	Sidewalk/bike paths	Short term	\$300,000	CDBG/Private Sector/CRA County	
	Bus Shelter/Improved transit bike and pedway improvements	Short term		CDBG/Private Sector/CRA County	
	Improve State Street/Midway Intersection and Begin planning for the Fellsmere Perimeter Roadway Network on 10/1st	Mid-long term		CDBG/Private Sector/CRA County/IFPO	
Land Acquisition	For affordable housing, retention, code enforcement	As needed		CDBG/Private Sector/CRA County	
Stormwater Management	Stormwater/Drainage-piping ditches	Mid-term	\$3M	CDBG/SURF/MDCEP Sec. 119 Grants/Other Grant Funding/Private Sector	
Utilities	Utility Upgrades/water, sewer	Short-mid term	\$2M	Private Sector/CDBG/ City Utility Fund/CRA County	
Civic and Recreation	Park Enhancements/New Park Acquisition and Development	As needed	\$750,000	FRDP/Private Sector/CRA	
	Regional Stormwater Park/Park to Trails/interconnectivity improvements/Community Park/Pocket Park	Ongoing	\$300,000	CRA/City/RMC/DLS/RM/MD County/Private Sector	
Land Development/Codes	Mix of Use/Incentives/Palmer Book	Short term	\$5,000	CRA/City/Private Sector	
Public Safety	Community Policing: Including Neighborhood Crime Watch; Weed and Seed Programs, among others	Ongoing	\$55,000	CRA/City/Grants	
Recreation Projects	Signage/beautification/renovating	Short term	\$20,000	CRA/City/Grants/Private Sector	
Sub-total:			\$2,550,000		



Developer Solicitations and Selections

Redevelopment areas' successes are measured by the amount of private investment and reinvestment made in an area. 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" the cost or risk of private investment, through installing such things as parking, landscape, stormwater or other needed infrastructure, as the board and agency deem appropriate or desirable..

The Village Center is the desired signature public project. Should the CRA acquire or assemble land, they would have 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 Proposals (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 advisory board and Agency to assure that all terms and conditions are met. Upon completion, land acquisition/assemblage and other actions can commence.

Administration

Implementation of the Plan will require both human and financial resources. Until the Tax Increment fund accumulates resources, the City should assess its manpower needs, internal funding sources, and other resources, such as grants and loans, in order to promote and market the area, review redevelopment plans, leverage investment, assist small business, provide for special events, provide day to day management and review for the implementation of this important program. Only with a dedicated staff and revenue stream can the City make this work to its highest capability. Left to "plug-along" on its own, the area will languish further. Thus the following actions are suggestions to aid the plan's success:

- 1) Permanent staff or consultant designation for responsibility of activities and plan implementation within the target areas.
- 2) Operating and day-to-day activity budgetary needs.
- 3) Planning for special events and marketing/promotional efforts.

Cost: \$5-10,000 start –up costs

Performance and Evaluation measures

Continued evaluation of the 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 CRA should:

- 1) Use two meetings per year to evaluate the goals, objectives, and implementation plan to identify changes or additions.



- 2) Obtain feedback from the community and/or a new Downtown Merchant's Association periodically during the year.
- 3) Conduct internal staff and peer review for project assessment and evaluation:
 - a) Rank or change the ranking of priorities and projects for consideration during budget cycles.
 - b) Prepare checklists and master project scheduling tools to identify start and completion cycles, budget targets, and associated tasks to stay on target.
 - c) Set measurable objectives for the year with an assessment at year's end to understand problems, progress and pitfalls.
 - d) Evaluate/update the plan every 2-3 years.



SECTION 6 - DOLLARS AND SENSE

Planning for Redevelopment in 2005 with the economy on an upsurge, is different than in 2009, where economic conditions are strained. However, as with any cyclical events, the United States' and Florida's economic conditions are expected to improve over the next 24-36 months. Therefore, while difficult to maintain "pin-point" accuracy in TIF projections, planning for the FCRA revenues and expenditures in the new area will be crucial for Plan implementation. Separate sections are devoted to the actual funding sources and projections, project cost estimates, yearly budget estimates, and proposed project time frames. This section provides insight into funding options.

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. 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 Statutes, 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 each 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 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 as a collection fee.

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.

In the early 1980's, many Florida cities established Community Redevelopment Agencies to facilitate the redevelopment of urban areas. As the tax increments have increased, many redevelopment areas now have sufficient revenues to support significant levels of bonds. The types of tax increment revenue expenditures that are allowed are defined under Florida Statutes 163.387(6).



Financial plan

The following discussion entails the financial plan and mechanisms to implement the plan.

1) Tax increment trust fund estimates:

The estimates in the following tables show approximate increments of assessed values and resultant tax increment for general planning purposes for the original 2005 Community Redevelopment Area and the modified/added area in 2009. These are estimates only and subject to changes from year to year. The exact increment will not be determined until City and County millage rates are adopted each year. The following tables provides TIF estimates.

2) Special Districts

a) Creating special districts such as a Community Development District, Business Improvement District, Neighborhood Enhancement District, Main Street, or other similar programs, will enhance the financial capabilities of the area as a whole and will infuse other resources to leverage the TIF.

b) In general, the FCRA will be subject to any statutory requirements governing Special Districts under Florida Law and must register for same and submit required annual documentation.



TABLE 6

FELLSMERE REDEVELOPMENT AREA										
PROJECTED ANNUAL AND CUMULATIVE TAX INCREMENT REVENUES 2005										
Year*	Area Tax Base**	Tax Base Increment	x	Millage Rate	=	Increment Revenues	x	Statutory Limit	Annual Redevelopment Trust Funds	Cumulative Redevelopment Trust Funds
0	\$18,723,335									
1										
2										
3										
4										
5	29,504,182	10,780,847	x	0.0075192	=	81,063	x	95%	77,010	77,010
6***	29,004,182	10,280,847	x	0.0075192	=	77,304	x	95%	73,439	150,449
7****	29,294,224	10,570,889	x	0.0075192	=	79,485	x	95%	75,510	225,959
8	30,173,051	11,449,716	x	0.0075192	=	86,093	x	95%	81,788	307,747
9	31,078,242	12,354,907	x	0.0075192	=	92,899	x	95%	88,254	396,001
10	32,010,589	13,287,254	x	0.0075192	=	99,910	x	95%	94,914	490,915
11	32,970,907	14,247,572	x	0.0075192	=	107,130	x	95%	101,774	592,689
12	33,960,034	15,236,699	x	0.0075192	=	114,568	x	95%	108,839	701,529
13	34,978,835	16,255,500	x	0.0075192	=	122,228	x	95%	116,117	817,645
14	36,028,200	17,304,865	x	0.0075192	=	130,119	x	95%	123,613	941,258
15	37,109,046	18,385,711	x	0.0075192	=	138,246	x	95%	131,334	1,072,592
16	38,222,318	19,498,983	x	0.0075192	=	146,617	x	95%	139,286	1,211,878
17	39,368,987	20,645,652	x	0.0075192	=	155,239	x	95%	147,477	1,359,355
18	40,550,057	21,826,722	x	0.0075192	=	164,119	x	95%	155,914	1,515,268
19	41,766,559	23,043,224	x	0.0075192	=	173,267	x	95%	164,603	1,679,871
20	43,019,555	24,296,220	x	0.0075192	=	182,688	x	95%	173,554	1,853,425
21	44,310,142	25,586,807	x	0.0075192	=	192,392	x	95%	182,773	2,036,198
22	45,639,446	26,916,111	x	0.0075192	=	202,388	x	95%	192,268	2,228,466
23	47,008,630	28,285,295	x	0.0075192	=	212,683	x	95%	202,049	2,430,515
24	48,418,888	29,695,553	x	0.0075192	=	223,287	x	95%	212,122	2,642,637
25	49,871,455	31,148,120	x	0.0075192	=	234,209	x	95%	222,498	2,865,136
26	51,367,599	32,644,264	x	0.0075192	=	245,459	x	95%	233,186	3,098,321
27	52,908,627	34,185,292	x	0.0075192	=	257,046	x	95%	244,194	3,342,515
28	54,495,886	35,772,551	x	0.0075192	=	268,981	x	95%	255,532	3,598,047
29	56,130,762	37,407,427	x	0.0075192	=	281,274	x	95%	267,210	3,865,257
30	57,814,685	39,091,350	x	0.0075192	=	293,936	x	95%	279,239	4,144,496

* Base Year - Assumes Year 0 is 2005
** Assumes 1-3% increase in property values after Year 7
*** Assumes decrease of \$500,000 in original CRA
**** Assumes 1% increase



TABLE 7

FELLSMERE MODIFIED COMMUNITY REDEVELOPMENT AREA										
PROJECTED ANNUAL AND CUMULATIVE TAX INCREMENT REVENUES 2009										
Year*	Area Tax Base**	Tax Base Increment	x	Millage Rate	=	Increment Revenues	x	Statutory Limit	Annual Redevelopment Trust Funds	Cumulative Redevelopment Trust Funds
0	\$ 102,117,790.00									
1***	101,617,790	-500,000	x	0.0075192	=	-3,760	x	95%	-3,572	-3,572
2****	102,633,968	516,178	x	0.0075192	=	3,881	x	95%	3,687	116
3	103,660,308	1,542,518	x	0.0075192	=	11,598	x	95%	11,019	11,134
4	103,763,968	1,646,178	x	0.0075192	=	12,378	x	95%	11,759	22,893
5	104,801,608	2,683,818	x	0.0075192	=	20,180	x	95%	19,171	42,064
6	105,849,624	3,731,834	x	0.0075192	=	28,060	x	95%	26,657	68,722
7	106,908,120	4,790,330	x	0.0075192	=	36,019	x	95%	34,218	102,940
8	110,115,363	7,997,573	x	0.0075192	=	60,135	x	95%	57,129	160,069
9	113,418,824	11,301,034	x	0.0075192	=	84,975	x	95%	80,726	240,795
10	116,821,389	14,703,599	x	0.0075192	=	110,559	x	95%	105,031	345,826
11	120,326,031	18,208,241	x	0.0075192	=	136,911	x	95%	130,066	475,892
12	123,935,812	21,818,022	x	0.0075192	=	164,054	x	95%	155,851	631,743
13	127,653,886	25,536,096	x	0.0075192	=	192,011	x	95%	182,410	814,154
14	131,483,503	29,365,713	x	0.0075192	=	220,807	x	95%	209,766	1,023,920
15	135,428,008	33,310,218	x	0.0075192	=	250,466	x	95%	237,943	1,261,863
16	139,490,848	37,373,058	x	0.0075192	=	281,015	x	95%	266,965	1,528,828
17	143,675,573	41,557,783	x	0.0075192	=	312,481	x	95%	296,857	1,825,685
18	147,985,841	45,868,051	x	0.0075192	=	344,891	x	95%	327,646	2,153,331
19	152,425,416	50,307,626	x	0.0075192	=	378,273	x	95%	359,359	2,512,691
20	156,998,178	54,880,388	x	0.0075192	=	412,657	x	95%	392,024	2,904,715
21	161,708,124	59,590,334	x	0.0075192	=	448,072	x	95%	425,668	3,330,383
22	166,559,367	64,441,577	x	0.0075192	=	484,549	x	95%	460,322	3,790,704
23	171,556,148	69,438,358	x	0.0075192	=	522,121	x	95%	496,015	4,286,719
24	176,702,833	74,585,043	x	0.0075192	=	560,820	x	95%	532,779	4,819,498
25	182,003,918	79,886,128	x	0.0075192	=	600,680	x	95%	570,646	5,390,144
26	187,464,035	85,346,245	x	0.0075192	=	641,735	x	95%	609,649	5,999,793
27	193,087,956	90,970,166	x	0.0075192	=	684,023	x	95%	649,822	6,649,614
28	198,880,595	96,762,805	x	0.0075192	=	727,579	x	95%	691,200	7,340,814
29	204,847,013	102,729,223	x	0.0075192	=	772,442	x	95%	733,819	8,074,634
30	210,992,423	108,874,633	x	0.0075192	=	818,650	x	95%	777,718	8,852,351

* Base Year - Assumes Year 0 is 2009
 ** Assumes 1-3% increase in property values after Year 3
 *** Assumes 1st Year decrease
 **** Assumes 1% increase



General Funding Sources

The following list shows other potential resources.

- 1) Special revenue bonds.
- 2) General obligation bonds.
- 3) Grants and Loans to the agency from the City's special or general funds for start up costs.
- 4) Fees, leases, and charges.
- 5) Industrial Revenue Bonds: 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.
- 6) Commercial Loans: The Redevelopment Agency may directly borrow funds from local lending institutions, utilizing both short term and long term borrowing. Through an RFQ 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 FCRA projects.
- 7) Private Contributions: Voluntary contributions by private companies, foundations, and individuals are potential source of income to the Redevelopment Agency. Although such contributions may account for only a small portion of redevelopment costs, they do provide opportunities for community participation with positive promotional benefits.
- 8) Special Assessment Districts: The City of Fellsmere could also establish special assessment districts and MSTU, (Florida Statutes Chapter 170) for the purpose of funding various capital improvements within an area or for the construction of a particular project.
- 9) Grants from other Funding Sources, including those listed below, many of which have changed or are changing due to economic conditions
 - ***The Home Investment Partnership (HOME)***
 - ***The Safe Neighborhood Act – Chapter 163.501, F.S.***
 - ***Community Development Corporation Support and Assistance Program***
 - ***Florida Recreation Development Assistance Program***
 - ***TEA21/TEA 3/SAF-TEA***
 - ***Title V. Community Organizing Programs***
 - ***The Good Neighbor Program***
 - ***Community Development Block Grant (CDBG) Program***
 - ***Empowerment Zone/Enterprise Community (EZ/EC)- Sustainable Development Workshops***
 - ***Recreation and Parks Technical Assistance Services***
 - ***Florida Greenways and Trails Program***
 - ***State Housing Initiatives Partnership (SHIP) Program***
 - ***The Low Income Rental Housing Tax Credit (LIHTC)***
 - ***Florida Communities Trust (TCT) Fund Grant***
 - ***Florida Inland Navigational District Funding (FIND)***
 - ***St. Johns River Water Management District (SJRWMD) Funds***



Financial incentives

Incentives should be considered as the trust fund gains dollars to stimulate location of new/expanding business opportunities. These might include:

- 1) City installation and provision of “public” improvements, even those designed to facilitate private development such as water/sewer lines, parking/roadways, and other infrastructure needed to make a project financially feasible.
- 2) 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.
- 3) Façade and infrastructure Grants.



SECTION 7 - LEGAL AND REGULATORY

Neighborhood Impact Assessment

This assessment provides a detailed description of the impact of the proposed Redevelopment Plan upon the neighborhood residents of the CRA and the surrounding areas as required by Chapter 163.362 (3) FS. Such a description is required because the CRA contains low-moderate income residents and areas of rental and owner-occupied residential uses. This plan contains provisions to promote new single family attainable as well as, market rate housing.

Affordable housing for lower income persons is available within and outside the CRA, particularly from the many trailers, rooming houses, and new tax credit projects of Whispering Pines and Sonrise Villas. This plan includes provisions for Habitat for Humanity (HFH) (as well as other non-profit organizations) to provide or expand opportunities for affordable, quality, standard owner-occupied single family housing.

Overall, this plan is designed to preserve, conserve, protect and rehabilitate not only the residential areas, but moreover to improve and protect the investments made to all properties and others elsewhere in the districts.

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 be relocated, the CRA will prepare a relocation study and work with other housing providers to locate appropriate housing. The CRA itself is not anticipated to be a developer of housing. This Plan does identify areas for the private sector to create new, replacement, and infill residential and mixed-use development that will add units to the City's housing stock.

Traffic Circulation

The 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 occurs in future years as funding, support and interest grows. A perimeter road is planned for 101st Street to go east from Babcock Street (CR 507) across Hall-Carter-James and the FJV 157.5 acre site, then connecting southward to CR 512. This becomes a connector from Brevard County to the north and I-95 to the east.



CR 512 has been widened on the east side of I-95. Bus service is being expanded throughout the City and CRA. 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 CR 512, Willow Street, Broadway Street, and SR 507. Except for those living in the area, other traffic will be confined and geared toward use of the commercial streets and areas along the corridor. Overall, the additional traffic will have an insignificant impact on the levels-of-service of affected roadways.

Residential streets within the CRA will be marginally impacted, if at all, by traffic related to CRA improvements 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 MPO 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-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 working with the SJRWMD/DEP to annex conservation lands, expand access to the preserve, create eco-tourism opportunities, environmental learning centers, greenways/trail/linear parks, develop the rails-to-trails program and 86 acre passive Preserve park purchased with the County and State. Stormwater parks will be created instead of ponds. Applications for annexation of large tracts of land must submit an environmental analysis. The CRA is predominately urbanized or urbanizing. While vacant lands exist in the northeast and eastern portion of the City, plans for their development are underway. The City requires the copies of environmental permits for 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 FCRA. Such enhancements will include: increased police protection; added streetscaping for beautification; modifications to several intersections to make them safer; street, sidewalk, and drainage improvements; traffic calming enhancements; monumentation for identification; upgraded water and new waste-water systems; relocated and new solid waste disposal methods; expanded libraries 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 Plan will have little direct impact on the school population. Fellsmere Elementary School is an award winning school. Sites are being reserved on lands west of I-95, in the East CR 512 sub-district, for a new Elementary and potentially a new Middle School. A school site has been dedicated on the eastside of I-95 within the City limits. Sebastian High School serves all of our residents including those outside of the CRA.

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 FCRA will significantly improve. Hopefully, an ‘attitudinal shift’ will occur across the City that will increase community pride and motivation to participate in activities that result in visible physical and social improvements.

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 Community Redevelopment Plan (CRP). The Local Planning Agency has also found the Plan to be in compliance in Resolution 09-_____.

Restrictions

Only the Fellsmere City Council shall be authorized to pledge the full faith and credit of the City of Fellsmere, 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 CRA 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 Redevelopment Agency. The purpose of the 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 Redevelopment Agency, 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 Community Redevelopment Plan (CRP) has been approved and adopted pursuant to Chapter 163.360 Florida Statutes. Upon approval by the City Council, the Redevelopment Plan shall be considered in full force and effect for the defined redevelopment area. The City may then cause the Community Redevelopment Agency 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 40 years from the date of adoption.

Amendment of the Plan

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

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 Fellsmere 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 Redevelopment Agency will utilize the regulatory devices, instruments and systems used by the City of Fellsmere 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 Concept Plan and illustrates them on the accompanying maps. The Fellsmere City Council 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.;
- The power to approve the public acquisition, demolition, removal or disposal of property as provided in Section 163.370(3), F.S.



The Redevelopment Agency 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 Community Redevelopment Agency shall comply with the reporting requirements of Section 163.356 (3) (c), F.S. This includes filing a report of its activities for the proceeding fiscal year with the Auditor General on or before March 31st of each year and with the City Council. 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 CRA 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 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.



SECTION 8 - STATUTORY REQUIREMENTS

Pursuant to Chapter 163, this section confirms compliance with statutory requirements and shows in what section the topic may be contained.

163.362 - Contents of community redevelopment plan. 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, with legal description found in Appendix.
- 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 layout.)
 - 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 Regulations and Comprehensive Plan)
 - 3) The approximate number of dwelling units. (The approximate number of dwelling units will be governed by the FLUM and Land Development Regulations. A good portion of the Village Center and the HCJ sub-districts shall be devoted to residential uses.)
 - 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 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. (See Section 9- Legal and Regulatory Framework)
- 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. (Four new developments are currently programmed or completed, which will provide replacement housing for anyone displaced within the FCRA: Whispering Pines, Sonrise Villas, Habitat for Humanity, and Sun-Ags development now inside the City limits. Coupled with other new housing opportunities in the City and new housing in the County, there are permanent and temporary available housing facilities).
- 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 and recently annexed areas for HFH and other housing opportunities).
- 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 the Statutes).
- 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 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. (See Plan Duration in Section 9 Legal framework)



SECTION 9 - CONCLUSIONS AND RECOMMENDATIONS

The Blight Study Area met the statutory requirements for establishing a Community Redevelopment Area primarily from building conditions, taxable values, and lot lay-outs dating back to early plats, transportation and crime issues. That study examined the blighted conditions evident in the proposed redevelopment area, and clearly established 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.

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.

A Community Redevelopment Plan provides opportunities for the community to design a new future for and create 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 through the new expanded area. By encouraging new public and private investment and other physical and social improvements, crime rates decrease, values increase, and a true sustainable community with a strong sense of place emerges.

Consultant Recommendations

The Plan integrates ideas, strategies, and projects from the community, professionals, staff, Council, Boards, the consultant, and residents. However, the following represents the observations and recommendations for priority strategies, actions and projects from Lawandales Planning Affiliates (the consultant) based upon years of experience in the field:

1. Amend the land development codes and zoning map to promote mixed-use developments within the BSA.
2. Allow for expanded recreational, tourism, lodging, and special event opportunities.
3. Continue to focus/target efforts at creating a City Center, which is occurring with the conversion of the 'OLD SCHOOL' to a new City Hall/Boys and Girls Club, along with upgraded site features, public parking, drainage enhancements, decorative lighting, landscaping, and public art.
4. Create community policing programs, with sub-stations in satellite areas, officers on horseback, bicycles, "walking the beat", all paid for through tax increment financing.



5. Apply for additional grants, such as Brownfield's designation and obtain funding for site assemblage and redevelopment.
6. Identify and market incentives for development bonuses to capture market demands, eco-tourism opportunities, and aggregate parcels, particularly if eco-tourism, public access to the St. Sebastian preserve, equestrian features, historic preservation and natural landscapes are enhanced or included.
7. Amend the CR 512 Overlay district for clarity and consistent enforcement.
8. Apply architectural and site design guidelines through adoption of a Pattern Book, to promote a style or quality of new construction that would maintain the desired theme and scale of development in the City.
9. Create a system of strategic, planned improvements of publicly owned lands and right-of-ways to maximize their usefulness for the residents of the City and surrounding community, such as with trailheads, greenways, riding trails, special areas for hiking, cycling, horseback riding, and eco-tours; a pedestrian system for walking and bicycling to the City center and environs. These would be superb amenities and attractors to bring people to the area to support existing and new businesses. Using the lands that are off the tax rolls as "people generators" provides remuneration from the loss of tax revenue through sales taxes, fair-share contributions through leases, user fees, and/or rentals, such as canoe, kayaks, building leases, walking tours, historic tours, educational classes, etc.
10. Provide protections for historic structures and historic neighborhoods where there are opportunities for market forces to improve and upgrade existing structures or features.
11. Allow for smaller lots where neighborhoods can be preserved and rehabilitated.
12. Provide resources for residential, commercial and industrial façade and infrastructure grant to upgrade existing buildings, retain existing business, or aid in business location.
13. Amend the zoning maps to remove inconsistencies and conform to logical property boundaries and work with property owners to eliminate non-conforming uses.
14. Target and strengthen code enforcement efforts to handle initial "clean-up" of the areas.
15. Create a business development program to aid, expand or retain existing businesses and promote new business opportunities; consider a small business administration loan program to aid small business start-ups from the community; create incentives for business location and retention.
16. Implement plans to improve Broadway through infrastructure and beautification improvements, including water/wastewater, drainage, parking, traffic lights, sidewalks, landscaping, new signage, approve industrial and heavy commercial opportunities for lands CR 512, where compatible with nearby residential (phasing out incompatible uses).
17. Create a system of waivers for parking, setbacks, or other elements, where owners can do site and building improvements that can upgrade existing properties and retain business.



18. Promote private projects on development sites throughout the area: vacant lands; derelict properties; historic sites; and other by offering incentives for reducing impact fees, water/sewer connection charges, or other “buy-downs” using the TIF to supplement those costs.
19. Identify a phased streetscape program for each of the north-south streets; when paving and drainage project are being planned-include sidewalks, on-street parking, piping the ditches, lighting, and landscaping as feasible.
20. Continue plans to improve the gateways into the City to solidify and create Fellsmere’s image/theme as you enter the City.
21. Identify new parking areas, access management controls for existing locations, and other transportation solutions, including an alternative truck route along Myrtle Street to eliminate truck traffic through downtown.
22. Create a series of special events to complement the existing Frog Leg and Fellsmere Days, such as closing Broadway for a Farmers Market once per month, Friday Fests, and other events as appropriate.

By adoption of the Plan, the Council and CRA integrate the overall goals, objectives, strategies, concepts, and recommendations into a composite successful receipt for redevelopment and economic development.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'R. Lawandales', is written in a cursive style. The signature is positioned below the text 'Respectfully submitted,'.

Rochelle W. Lawandales, AICP