Beachside Redevelopment Committee

DRAFT FINAL RECOMMENDATIONS

MARCH 22, 2018



Beachside Redevelopment Committee

April 16, 2018

Honorable Ed Kelley and County Council 123 West Indiana Avenue DeLand, Florida 32720

Dear Chair and Council Members.

In May 2017, the Volusia County Council appointed a committee to study and make recommendations pertaining to making the beachside in Daytona Beach, Daytona Beach Shores and Ormond Beach more viable for residents, businesses and tourists. In response to the County's request, the Beachside Redevelopment Committee (BRC) has held monthly meetings beginning in June 2017, heard the concerns and observations of 23 citizens, and heard presentations made by the following individuals:

- . Ric Gross, City of Ormond Beach City's plans for redevelopment
- · Reed Berger, City of Daytona Beach City's plans for redevelopment
- · Fred Hiatt, City of Daytona Beach Shores City's plans for redevelopment
- Jim Chisholm, City Manager of Daytona Beach
 Redevelopment efforts; past
 and present
- Evelyn Fine, Fine Research and Marketing Research and studies of the beachside area
- . Don Poor, Director, Ocean Center Ocean Center's activities and events
- John Cameron, Cultural Services Coordinator, City of Daytona Beach Overview of the city's current efforts and events
- Jim Berkley, General Manager, Hilton Daytona Beach Resort Hilton's remodel and goals for impact on the area
- · Corry Brown, Community Services Department, Volusia County Grant programs
- · Larry Bartlett, Volusia County Property Appraiser Homestead exemption
- Larry Bartiett, Volusia County Property Appraiser nomestead exemption
- Arlene Smith, Volusia County Legislative Affairs Legislative requests
 Chris Brown, Principal, RMA Redevelopment process in other cities
- Kevin Crowder, Director of Economic Development, RMA Redevelopment process in other cities
- · Michael Sznapstajler, Attorney, Cobb Cole Brownfields

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This is a new slide

This long list of informed and experienced professionals provided the BRC with varying insights to how local governments within Volusia County and other areas in the State of Florida are addressing redevelopment issues.

The BRC strived to develop recommendations that will not be placed upon the shelf, never to be seen again. The goal was a holistic set of recommendations that provided short and long term solutions to the redevelopment efforts of the applicable local governments. That being said, the BRC hereby provides its final recommendations. We appreciate the opportunity to work together on the revitalization of our valuable beachside. All of the members realized through this process that there are many different people and organizations that have a deep and abiding passion for the coastal area of Volusia County. The BRC tapped into these individual passions to focus on the goals that are common to all who participated in the process. The common goals include:

- Expanding the opportunities to make the beach a year round destination for all visitors.
- Utilizing prior redevelopment efforts to determine the feasibility and viability of new efforts to attract the type of redevelopment targeted by the individual cities (Daytona Beach, Daytona Beach Shores and Ormond Beach).
- Improving the coordination among the cities and Volusia County in order to efficiently and effectively maximize revenue opportunities that benefit the entire county.
- Improving the perception of the entire region so that the rest of the world knows that "MTV Spring Break" is no longer here, and there are a variety of recreational, cultural and entertainment opportunities in the area.
- Protecting and enhancing the existing residential neighborhoods that make Volusia County unique.
- Effective use of grants, fund transfers and other funding sources to install and update critical infrastructure at the right time and at the right place, in order to spur targeted redevelopment.
- Creating the vital link between the mainland and the beachside so that a "live-work-play" sense of place can be used to attract quality targeted industries to the area.

As you review the recommendations, please keep in mind the membership of the BRC. Some of the members have a long history of working on redevelopment through previous efforts. Others are new to the discussion. This difference provided a great opportunity to get a fresh look at prior recommendations, or identify new issues that may not have been around when prior plans were developed. The critical issue to all of the BRC members is implementation and follow-up. We believe that the momentum is building and success can be attained.

The BRC may have completed the task assigned to it by the County Council, but the members will continue to work with all the private interests and the local governments to ensure that all of the plans and the recommendations are implemented and successful.

123 West Indiana Avenue DeLand, FL 32720-4604 www.volusia.org Page 2 The Committee appreciates the opportunity to be of service to the County and the community at large.

Sincerely,

Tony Grippa, Chair John Albright, Vice Chair Chris Bowler

Rodney Cruise Aaron Delgado Maryam Ghyabi

Derrick Henry Harry Jennings Troy Kent

Dave LaMotte Charles Lichtigman Frank Molnar

Kent Sharples Paul Zimmerman

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I. Introduction and Overview

The Beachside Redevelopment Committee (BRC) was tasked with developing recommendations that will improve the redevelopment of the beachside from Granada Boulevard to Dunlawton Boulevard. Starting in June 2017, the BRC held over eight meetings where they heard from over 14 presenters; including staff members from all of the local governments, consultants, and various other groups related to each issue.

The following are broad goals used by the BRC in developing the final recommendations:

- I. Expand the opportunities to make the beach a year round destination for all visitors.
- II. Utilize prior redevelopment efforts to determine the feasibility and viability of new efforts to attract the type of redevelopment targeted by the individual cities (Daytona Beach, Daytona Beach Shores and Ormond Beach).
- III. Improve the coordination among the cities and Volusia County in order to efficiently and effectively maximize revenue opportunities that benefit the entire county.
- IV. Improve the perception of the entire region, with a focus on a variety of residential, recreational, cultural and entertainment opportunities in the area.
- V. Protect and enhance the existing residential neighborhoods that make Volusia County unique.
- VI. Provide for effective use of grants, fund transfers and other funding sources to install and update critical infrastructure at the right time and at the right place, in order to spur targeted redevelopment.
- VII. Create the vital link between the mainland and the beachside so that a "live-work-play" sense of place can be used to attract quality targeted industries to the area.

II. Community Corridor Improvements

Lighting

Corridor Improvements

The following identified specific road segments within beachside communities. There is background information provided for each of the road segments pertaining to jurisdiction, inclusion within community redevelopment areas, maintaining agency and if the road is an evacuation route. Also identified is a series of physical improvements for the roadway segment. These improvements consists of:

L Landscape	Crosswalks	
☐ Hardscape		
☐ Medians	Updated signals	

Underground utilities

The Beachside Redevelopment Committee acknowledge that all of the corridors could use all of the improvements, but given fiscal constraints, they needed to identify the top priorities

Policy Recommendations

	nons regarding specific operational and policy issues identified for each of the corridors as my of the concerns presented by the public to the Beachside Redevelopment Committee.
These include:	☐ Enhanced Code Enforcement
	☐ Provision of Façade Grants
	☐ Enhanced Policing
	☐ Incentives for Residential Redevelopment
	Quarterly Meetings with Neighborhood Groups

The Beachside Redevelopment Committee agrees that these need to be applied uniformly throughout the beachside, but acknowledges that fiscal constraints require identification of priorities for the individual corridors within the communities.

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Granada Boulevard

West side of bridge to A1A Community

BACKGROUND

- CRA-Yes
- > TIF-Yes
- Master Plan-Yes
- State Road
- Evacuation Route
- No programmed improvements

COST ESTIMATES:

> \$5,171,250

NEEDS:

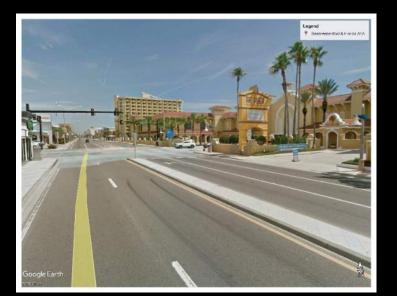
- ✓ Landscape
- ✓ Hardscape
- Medians
- ✓ Lighting

- Crosswalks
- Updated Signals
- Underground Utilities

- Enhance Code Enforcement
- Provide for Façade Grants
- Enhance Policing
- ✓ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Seabreeze Boulevard

West side of bridge to A1A Community



BACKGROUND:

- CRA-No
- > TIF-No
- Master Plan-No
- State Road
- Evacuation Route
- > No programed improvements

COST ESTIMATES:

> \$4,925,000

NEEDS:

- ✓ Landscape
- ✓ Hardscape
- Medians
- ✓ Lighting

- Crosswalks
- Updated Signals
- Underground Utilities

- ✓ Enhance Code Enforcement
- ✓ Provide for Façade Grants
- ✓ Enhance Policing
- ✓ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups



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Oakridge Boulevard

West side of bridge to A1A Community

BACKGROUND:

- CRA-No (northern boundary of the Main Street CRA)
- > TIF-No
- Master Plan-No
- State Road
- Limited improvements associated with convention hotel

COST ESTIMATES:

> \$4,875,750

NEEDS:

- ✓ Landscape
- ✓ Hardscape
- Medians
- Lighting

Crosswalks

Updated Signals

UndergroundUtilities

Note: Traffic calming Recommended due to speed of traffic.

- Enhance Code Enforcement
- Provide for Façade Grants
- Enhance Policing
- ☐ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Main Street

West side of bridge to A1A Community





BACKGROUND

- CRA-Yes
- > TIF-Yes
- Master Plan-Yes e-ZONE pLAN
- County Road
- Evacuation Route
- No programmed improvements

COST ESTIMATES:

- **\$4,678,750**
- > Replacement of bridge: \$55,000,000

NEEDS:

- ✓ Landscape
- ✓ Hardscape
- Medians
- ✓ Lighting

- ✓ Crosswalks
- ✓ Updated Signals
- ✓ Underground Utilities

- Enhance Code Enforcement
- ✓ Provide for Façade Grants
- ✓ Enhance Policing
- ✓ Incentives for Residential Redevelopment
- ✓ Quarterly Meetings with Neighborhood Groups

International Speedway Blvd.

West side of bridge to A1A Community





BACKGROUND

- CRA-Yes
- > TIF-Yes
- Master Plan-Yes e-ZONE pLAN
- State Road
- Evacuation Route
- \$750,000 programmed for design

COST ESTIMATES:

> \$23,200,000

NEEDS:

- ✓ Landscape
- ✓ Hardscape
- Medians
- ✓ Lighting

- Crosswalks
- ✓ Updated Signals
- Underground Utilities

- Enhance Code Enforcement
- ✓ Provide for Façade Grants
- ✓ Enhance Policing
- ✓ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Silver Beach Avenue

West side of bridge to A1A Community



THE SET STREET STREET

BACKGROUND

- CRA-Yes, partially in South Atlantic CRA
- TIF-Yes
- Master Plan-No, CRA Master Plan
- County Road
- Evacuation Route
- Veteran's Memorial Bridge

COST ESTIMATES:

> \$1,428,250

NEEDS:

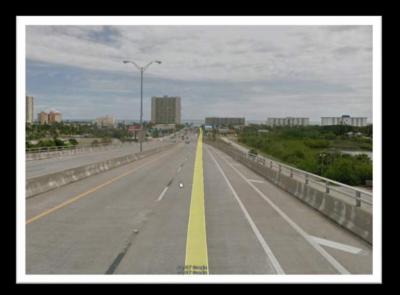
- ✓ Landscape
- ✓ Hardscape
- Medians
- ✓ Lighting

- Crosswalks
- Updated Signals
- Underground Utilities

- Enhance Code Enforcement
- Provide for Façade Grants
- Enhance Policing
- ☐ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Dunlawton Avenue

West side of bridge to A1A Community





BACKGROUND

- CRA-No
- > TIF-No
- Master Plan-No
- State Road
- Evacuation Route

COST ESTIMATES:

> \$0

NEEDS:

- Landscape

Crosswalks

Medians

□ Hardscape

Underground Utilities

Updated Signals

Lighting

No changes recommended

- Enhance Code Enforcement
- Provide for Façade Grants
- Enhance Policing
- ☐ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups







Granada Boulevard to Harvard Drive Community

BACKGROUND

- > CRA-No
- > TIF-No
- Master Plan-No
- State Road
- Evacuation Route
- > TPO Pedestrian Study

COST ESTIMATES:

> \$8,372,500

NEEDS:

Landscape

Crosswalks

Hardscape

Updated Signals

Medians

Underground Utilities

Lighting

- **Enhance Code Enforcement**
- Provide for Façade Grants
- **Enhance Policing**
- Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Harvard Drive to University Boulevard Community





BACKGROUND

- > CRA-No
- > TIF-No
- Master Plan-No
- State Road
- Evacuation Route
- > TPO Pedestrian Study

COST ESTIMATES:

> \$9,997,750

NEEDS:

✓ Landscape

✓ Crosswalks

✓ Hardscape

Updated Signals

Medians

✓ Underground Utilities

✓ Lighting

- Enhance Code Enforcement
- Provide for Façade Grants
- Enhance Policing
- ☐ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

University Boulevard to Seabreeze Boulevard Community





BACKGROUND

- > CRA-No
- > TIF-No
- Master Plan-No
- State Road
- Evacuation Route
- > TPO Pedestrian Study

COST ESTIMATES:

> \$2,462,500

NEEDS:

✓ Landscape

✓ Crosswalks

✓ Hardscape

Updated Signals

Medians

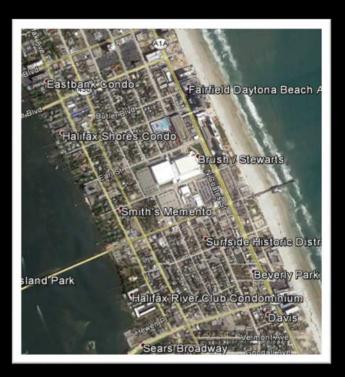
✓ Underground Utilities

Lighting

- Enhance Code Enforcement
- Provide for Façade Grants
- ☐ Enhance Policing
- ☐ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Seabreeze Boulevard to Silver Beach Avenue Community





BACKGROUND

- CRA-Yes (South of Oakridge-Main Street CRA and South Atlantic CRA)
- Master Plan-Yes (CRA and E-zone)
- State Road
- Evacuation Route
- TPO Pedestrian Safety Study

COST ESTIMATES:

> \$8,569,500

NEEDS:

- ✓ Landscape
- ✓ Hardscape
- Medians
- ✓ Lighting

- Updated Signals

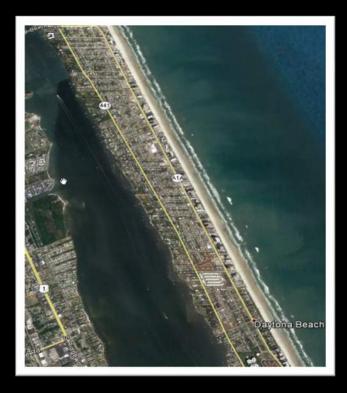
Crosswalks

✓ Underground Utilities

- Enhance Code Enforcement
- ✓ Provide for Façade Grants
- ✓ Enhance Policing
- ✓ Incentives for Residential Redevelopment
- ✓ Quarterly Meetings with Neighborhood Groups

Silver Beach Avenue to Oceans West Boulevard Community





BACKGROUND

- > CRA-No
- > TIF-No
- Master Plan-No
- State Road
- Evacuation Route
- > TPO Pedestrian Study

COST ESTIMATES:

> \$14,922,750

NEEDS:

✓ Landscape

Crosswalks

✓ Hardscape

Updated Signals

Medians

Underground Utilities

✓ Lighting

- Enhance Code Enforcement
- Provide for Façade Grants
- Enhance Policing
- ☐ Incentives for Residential Redevelopment
- Quarterly Meetings with Neighborhood Groups

Oceans West Boulevard to Dunlawton Avenue Community





BACKGROUND ➤ CRA-No Lands

TIF-NoMaster Plan-NoState Road

- Evacuation Route
- > TPO Pedestrian Study

COST ESTIMATES:

> \$0

Landscape		Crosswalks
☐ Hardscape		Updated Signals
Medians		Underground Utilitie
☐ Lighting	No cha	nges recommended

Enhance Code Enforcement
Provide for Façade Grants
Enhance Policing
Incentives for Residential Redevelopment
Quarterly Meetings with Neighborhood Groups

AIA Corridor-wide Improvement Recommendations



In a nutshell, complete streets are...

... roadways designed and operated to safely and comfortably accommodate all users of all ages and abilities, including cyclists, pedestrians, transit riders, elderly, delivery and service personnel, and emergency responders; and to accommodate and slow storm water runoff as part of a comprehensive

storm water management system.

- ✓ Development of a coordinated lighting program for all bridges leading to the beachside. This does not mean that the same lighting is used, but there is a coordinated theme that allows for compatibility and individuality.
- ✓ Establish a minimum setback or other method of improving the pedestrian space along the east and west side of South Atlantic Avenue (complete street).
- ✓ Develop traffic calming along the entire corridor of South Atlantic Avenue. Traffic calming improvements include landscape medians, corner bump-outs, raised pedestrian crossings, reduced travel lane widths.
- Create a coordinated appearance for crosswalks and other regulatory signage along SR A1A (South Atlantic Avenue).
- Establish regulations limiting the hours of loading and unloading to early morning in order for safe travel.





III. Redevelopment Projects

Priorities

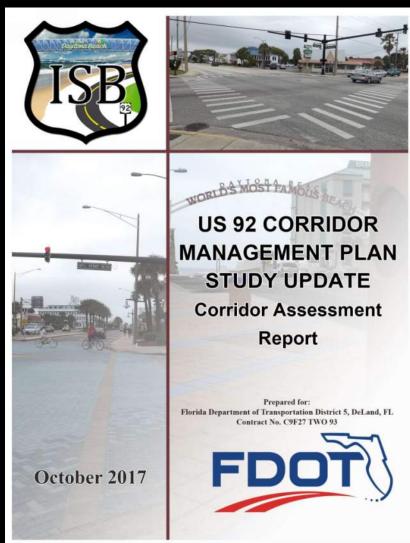
The Beachside Redevelopment Committee acknowledges it is important to be equitable and fair in striving to implement all economic and neighborhood redevelopment efforts. There was a consensus among the members that "all" of it cannot be done at one time throughout the entire beachside area. The following summarizes the consensus regarding the priorities of redevelopment efforts:

- 1. The core area of Daytona Beach had to be addressed first. This is the area from Seabreeze Boulevard to Silver Beach Avenue.
- 2. There needs to be swift action to take advantage of the economic conditions and availability of funding from the state and federal levels.
- 3. The East International Speedway Boulevard improvements are in the process of being funded, and there has been great support between the private and public stakeholders on this project. The Beachside Redevelopment Committee agrees that this project needs the continued support to see the funding committed and the improvements constructed.
- 4. The next project that needs attention is the development of a private-public partnership for the use of the county and city owned lands around the Ocean Center/Main Street area. This will be a long term project, but there are short-term projects that can serve as the catalyst for redevelopment of the Main Street area, as well as supporting the Ocean Center.
- 5. The Seabreeze-Oakridge community will need assistance to improve. Additional efforts should be invested to spur private-public redevelopment as requested for the Ocean Center/Main Street area.

East International Speedway Blvd.

- ☐ Included in the River to Sea Transportation Planning Organization's Priority Projects.
- ☐ The city working with the FDOT for advance funding to expedite the design and construction of the project.

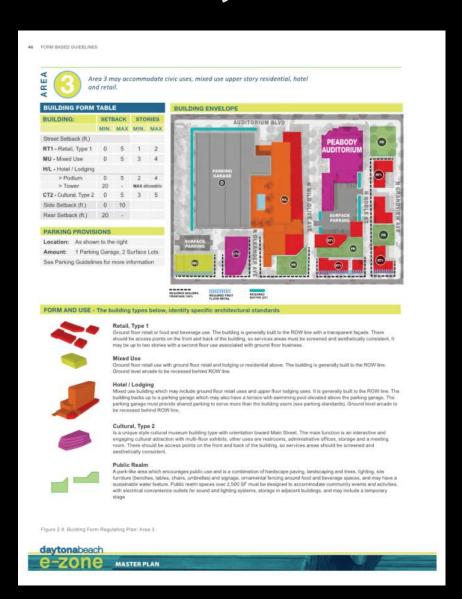




Ocean Center Main Street 3-P Project

- □ Develop RFP for a Public-Private Partnership (3-P). Will need buy-in by the city and county.
- ☐ The city and county-owned lands should be used for a mixed-use development that may include residential dwelling units, convention hotel, parking garage and public space.





Seabreeze/Oakridge Boulevards

- ☐ Update and improve streetscape.
- ☐ Enhanced code enforcement to improve marketability of the area.
- ☐ Incentives for residential development.





IV. Operational Recommendations

1. Code Enforcement

- Increase code enforcement presence within the core area of Daytona Beach (added for clarification)
- Coordinate efforts to ensure homestead exemptions are properly awarded and strictly enforced
- Improve processing time to reduce time lag for compliance (revised language)
- Prohibit the suspension periods of code enforcement that occurs during special events

Public Safety

- Improve pedestrian safety, including, but not limited to, crosswalks, lighting, sidewalks, etc.
- Increase law enforcement presence

3. <u>Intergovernmental Coordination</u>

- The cities and county need to establish a framework and process to ensure a coordinated effort in their individual redevelopment efforts. The focus needs to be on a consistent coordination meeting between the cities and the county to ensure that requests for funding can be supported by all governments on the beachside. (NEW LANGUAGE)
- Each local government needs to identify who is the primary point of contact for redevelopment planning and implementation. (NEW LANGUAGE)
- Coordinate code enforcement issues with the Property Appraiser's Homestead Compliance activity.
- Support Property Appraiser efforts to change homestead law wording to include "reside there on."
- Establish unanimity among the all four local governments in the pursuit of state and federal funds.
- Identify the requirements of F.S. 255.065 Public Private Partnerships (3-P) to solicit redevelopment projects within the designated target areas.

4. Other Operational Improvements

- Research opportunities to help the Ocean Center, Peabody, and other similar venues become utilized to their fullest ability
- Determine methods to expedite redevelopment of public lands that are viable candidate for 3-P projects
- Offer matching grants to encourage property improvements for both residential and commercial areas
- Incentivize those who want to purchase and reside in homes
- Establish a "local heroes" program, offering incentives to those in public service (law enforcement, fire, teachers, etc.)
- Provide incentives for investors for renovation and redevelopment and to construct new hotels, apartments,
 etc.
- Establish transit system between ISB and Seabreeze Avenue to encourage visitors to visit and patronize core areas
- Implement traffic calming on South Atlantic Avenue to make it a safe, pedestrian-friendly thoroughfare (New language)

V. Recommendations for Redevelopment Zoning Regulations

Issue: Local governments within the redevelopment area have zoning regulations that may negatively impact redevelopment of existing commercial sites. There are two issues. The first is the continued use of a non-conforming building/site. The second pertains to the requirements to bring a non-conforming building/site into compliance with the currently adopted zoning and development regulations. Typically, many zoning codes contain a limitation on the re-use of a non-conforming site if the existing uses are abandoned for a set period of time. For example, a non-conforming building/site is being used for a retail operation. If the retail tenant moves out and the building is vacant for a period of 6 consecutive months, then the local zoning regulations treat this as an "abandoned" building/site. If the owner of the building tries to re-establish the retail use in the "abandoned" building/site, they must bring the building/site into compliance with the current landscaping, parking, architectural appearance, stormwater and signage regulations. This can be difficult, if not impossible to accomplish. If compliance is viable, then the costs may make it financially impracticable for the landowner to complete.

Recommendation: Local governments need to revise the codes sections that require full compliance with current standards and adopt waivers or variances that apply to existing developed sites within the beachside redevelopment area. The waivers or variances need to be based on site-specific conditions that limit the ability to bring the site into full compliance. There should be an option of allowing for phased improvements thereby reducing the initial costs of redeveloping a property. Local community redevelopment areas should provide assistance with grants and/or financing for improvements to existing commercial sites.

V. Recommendations for Redevelopment Zoning Regulations

(continued)

<u>Issue</u>: Owners of developed commercial property do not raze buildings in order to maintain the vested development. This results in the continuation of dilapidated buildings. Additionally, there are no incentives to the building owners to expand or otherwise improve the buildings.

Recommendation: Amend codes to vest a property for the amount of building areas, setbacks and building height. If the owner demolishes the building in order to redevelop the site, they should not lose the entitlements and building setbacks. Also, allow for a landowner to raze their building and install landscaping as interim improvement to the aesthetics of an area. Allow for grants similar to the façade grants for this interim beautification.

<u>Issue</u>: The redevelopment of many of the existing commercial parcels requires that the addition of parking, stormwater and open space. Many of the existing commercial parcels are small and cannot ever accommodate the redevelopment requirements.

<u>Recommendation</u>: The local governments need to identify where there is a concentration of stand-along parcels that cannot provide parking, stormwater or open space. These area need to have parking, stormwater and open space provided by the local government so that the existing commercial parcels can be expeditiously and efficiently redeveloped.

<u>Issue</u>: The view from building over three to four stories is being disrupted by unmaintained properties. This is a disincentive to those attempting to lease or sell these developments.

Recommendation: Establish maintenance requirements to ensure that roof tops, rear yards and other area visible from a building exceeding a specific height or number of stories are properly maintained and do not create an eye-sore.

VI. Support Documents

- A. Minutes from the Beachside Redevelopment Committee (BRC) meetings
- B. Public Comments and Documents Provided to the BRC
- C. Studies and Redevelopment Plans Presented to the BRC
- D. Handouts and Documents Provided by BRC Members
- E. Maps: Land Use, Zoning, Ownership for the BRC Study Area