

17. Consideration of the final draft of the City's existing Land Use Analysis Report for an area of Palm Bay known as 'the Compound', as prepared by the East Central Florida Regional Planning Council.



## LEGISLATIVE MEMORANDUM

<b>TO:</b>	<b>Honorable Mayor and Members of the City Council</b>
<b>FROM:</b>	<b>Suzanne Sherman, City Manager</b>
<b>THRU:</b>	<b>Ibis Berardi, Community &amp; Economic Development Acting Director</b>
<b>DATE:</b>	<b>April 4, 2024</b>
<b>RE:</b>	<b>Consideration of the final draft of the City's existing Land Use Analysis Report for an area of Palm Bay known as 'the Compound', as prepared by the East Central Florida Regional Planning Council.</b>

### **SUMMARY:**

On April 15, 2021, City Council approved a Memorandum of Understanding (MOU) with the East Central Florida Regional Planning Council (ECFRPC) to prepare an Economic Development Strategic Plan. The Plan evaluated the City's existing conditions to identify strengths, weaknesses, opportunities, and threats, and to further set the foundation for the future economic growth and prosperity of the City, over the next five years. On February 2, 2023, Palm Bay City Council adopted the City of Palm Bay's Economic Development Strategic Plan. The goals outlined in the Plan set a roadmap for an economically viable community. City Council directed staff to prepare a study focused solely on the Compound, Port Malabar Units 51, 52, and 53. On April 12, 2023, staff initiated an addendum to the MOU for ECFRPC to complete an analysis of an area of the city known as 'the Compound'. The scope of work included three deliverables:

- 1. Existing Land Use Analysis:** Analysis of land use characteristics of all properties located within the study area. These include acreage, property ownership and contiguity, wetlands and environmentally sensitive areas, and property entitlements, among others.
- 2. Case Study Analysis:** Perform a comprehensive literature review to identify similar redevelopment case studies across that nation. The ECFRPC will also do an in-depth review of prospective uses for the area including ecotourism, recreation, and manufacturing, among others.
- 3. Final Recommendations and Report:** Development of final report that includes the two previous analyses and a set of recommendations for the City of Palm Bay and present to City Council.

The Study acknowledges the area is comprised of 2,321 acres, divided into 5,023 parcels and almost entirely vacant residential single-family lots having 2,755 unique owners. The Study identifies limited infrastructure including deteriorating public roads, outfalls, and ditches as well as limited water and sewer access, and no electricity. The Study further identifies limited access to the Compound through three main entry points along J.A. Bombardier Blvd. SW, Osmosis Drive SW, and St. Andre Blvd. SW.

The Study notes challenges to improving existing infrastructure and expanding water and sewer due to costs and further notes the need for an electrical substation to be located in the Compound to service the area. Additional challenges noted include public safety and undesirable and unauthorized activity occurring within the Compound.

The Study identifies opportunities for developing an industrial park leveraging City-owned property within the northeast segment of the Compound at the main access point at J.A. Bombardier Blvd. SW where BRP US Inc. has an existing presence. It is also suggested that the City acquire the single-family lots along J.A. Bombardier Blvd. SW to accomplish this.

The Study also identifies an opportunity to leverage existing recreational activity by preserving the west portion of the Compound as conservation, preserving natural areas and promoting ecotourism and low impact development.

Finally, the Study identifies the future St. Johns Heritage Parkway (SJHP) alternative corridor as an opportunity to provide additional access to the Compound, fostering favorable development of the area.

The Study provides several case studies from other jurisdictions, notably Lee County, Port St. Lucie, and Charlotte County, which have implemented various planning techniques to develop areas within their communities that face similar challenges. These techniques include establishing tax increment financing districts, land acquisition, capital improvement projects to jumpstart development, city-initiated land entitlement changes, transfer of development rights, targeted infrastructure improvements, and establishment of special districts and use of special assessments.

ECFRPC proposes a redevelopment concept plan, which identifies targeted areas for development and activity that leverages the existing conditions (wetlands and conservation), existing industry, and the proposed SJHP. The concept plan proposes an establishing an employment center at J.A. Bombardier Blvd. SW, preserving the existing wetlands, conservation, and natural areas to foster passive recreation such as walking trails, biking, camping – and allowing the existing property owners to assign their entitlements to other parts of the Compound more suitable for development. ECFRPC proposes the City acquire strategic parcels for the future right-of-way of SJHP and

leverage existing larger City-owned parcels adjacent to the future Parkway corridor and establish this area as a development district for which property owners might agree to a special assessment of Community Development District to fund necessary infrastructure for a future hub for industry, employment, and other mixed-use activities.

- Final recommendations include coordination with the area's largest landowners to discuss:
- Land entitlement changes
- City-initiated administrative rezoning of parcels
- Land acquisition along J.A. Bombardier Blvd. SW for future right-of-way and adoption of an overlay district
- Targeted investment in infrastructure along J.A. Bombardier Blvd. SW
- Adoption of a Transfer of Development Rights Ordinance
- Dedication of land for a future FPL substation
- Establish a Special Assessment or Community Development District
- Incorporate the western most segments of the Compound in the Parks Master Plan for meeting recreation and open space requirement of the City's Comprehensive Plan
- Coordinate with the ECFRPC on a brownfields grant to assess site for possible contamination (grant application support already underway)
- Continue/fast-track coordination with Florida Department of Transportation and Space Coast Transportation Planning Organization for the future SJHP
- Leverage City land to recruit a development firm to create and operate an industrial park
- Explore eminent domain

**REQUESTING DEPARTMENTS:**

Community & Economic Development

**FISCAL IMPACT:**

Funds were budgeted in Fiscal Year 2023-2024 in the amount of \$23,000 for this study.

**STAFF RECOMMENDATION:**

Motion to adopt the Existing Land Use Analysis Report for 'the Compound' as prepared by the East Central Florida Regional Planning Council.

**ATTACHMENTS:**

1. The Compound Analysis Study



East Central Florida  
Regional Planning Council



# The Compound

Existing Land Use Analysis Report

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## Acknowledgements

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### Cover Photo

Ron Masters Photography (ron.masters@sandcastling.com), 2012.

## ABOUT THE EAST CENTRAL FLORIDA REGIONAL PLANNING COUNCIL

Established in 1962 as an area-wide association of local governments, the East Central Florida Regional Planning Council (ECFRPC) is one of Florida's ten regional planning councils. It is currently designated by the U.S Economic Development Administration as the region's Economic Development District (EDD). The EDD program provides economic technical assistance to public and private organizations within the eight-county region. This includes performing economic impact analyses using the REMI model, assisting with grant applications, and developing economic strategic plans. Because of the ECFRPC, member governments have received more than \$63 million in federal and state grants since 2011. This represents a return on investment of over \$13 for every dollar paid in assessments.



## ABOUT THE CITY OF PALM BAY

Incorporated in 1960, the City of Palm Bay is located in southern Brevard County, Florida. With a total land area of 86.42 square miles (U.S. Census), it is the largest city in Brevard County by land area and population. Most residential development within the city was built by the General Development Corporation (GDC), which also oversaw the construction of the road and canal infrastructure in Palm Bay. Growth from the 1960s was greatly influenced by the development and spread of the aerospace industries associated with the Kennedy Space Center. Palm Bay became the Brevard County's most populous city in 1990. Currently, Palm Bay uses a Council-Manager type of government, which consists of a five-member mayor and council.





# EXISTING CONDITIONS ANALYSIS



# INTRODUCTION

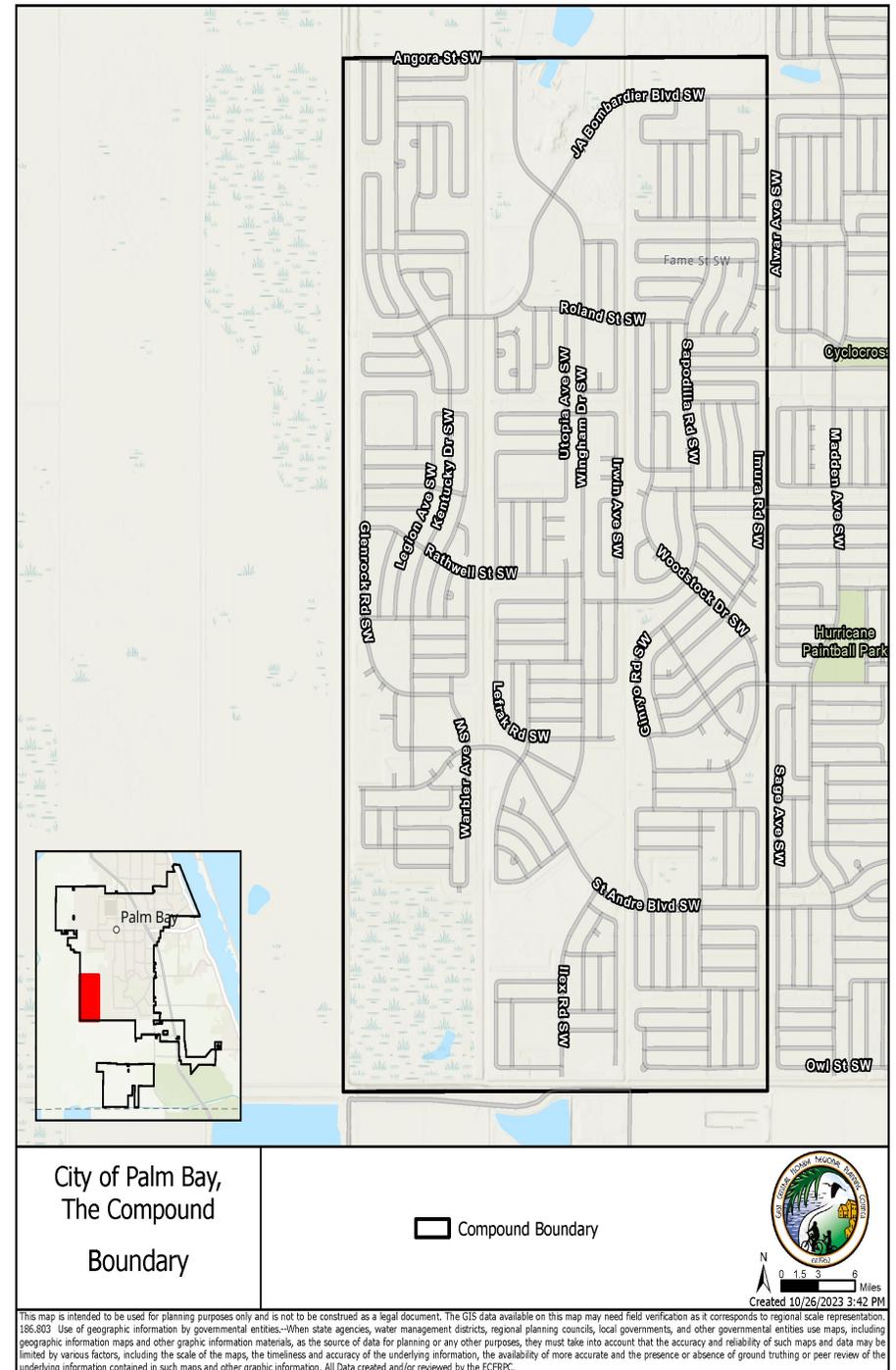
## PURPOSE OF PROJECT

The area known as “the Compound” encompasses 2,321 acres located on the southwestern most part of the City of Palm Bay. It is bounded by Angora Street SW on the North, Alwar and Sage Avenue on the East, the Melbourne-Tillman Canal on the South, and the Three Forks Conservation area to the West.

Originally planned as a large-scale residential community called Port Malabar, the site was abandoned in 1991. By this time, most of the land was already platted and the developer had laid basic road and stormwater infrastructure such as ditches, outfalls, canals, and headwalls and a street grid of 200 miles. The existing public roads provide access throughout the Compound, which is largely undeveloped private property. The Compound is frequented by visitors from across the region that use it as a recreation area, much of which is unauthorized and considered trespassing. This high level of activity has, in turn, created several problems for the City Palm Bay. The Compound has become a hub of unsanctioned and undesirable activities that create unnecessary pressures on the City’s public safety services. Moreover, the lack of adequate infrastructure impedes development opportunities and tax revenue. The 12 square mile area is a blank slate that could be used to generate much needed economic activity for the City. The purpose of this analysis is to identify several alternatives for the redevelopment of the Compound based on the area’s current characteristics and new opportunities.

The first part of this analysis provides a comprehensive overview of the land use characteristics of the Compound including existing uses, size, ownership, contiguousness, and entitlements, among others. Understanding these attributes will assist with the determination of a strategic plan for the area moving forward.

Map 1: Compound Boundary



# HISTORY

## GENERAL DEVELOPMENT CORPORATION

The *Chemical Research Corporation* was a Canadian company incorporated in 1928 by Robert Elliot and Frank Mackle. It was originally a research company specialized in providing technical processes and equipment for the mining and petroleum industries. By 1956, the company's four subsidiaries merged into one company: *General Development Corporation* (GDC). Shifting its focus to land development, GDC capitalized on the rapid population growth and increasing demand for housing in Florida. The company acquired vast tracts of land, primarily in southern Florida, intending to create large-scale residential communities. GDC was one of the developers who pioneered the concept of planned communities, designing and developing self-contained neighborhoods that offered a wide range of amenities and services to residents. Places such as Port Charlotte, North Port, and Port St. Lucie were partly born out GDC's work.

Throughout the 1960s and 1970s, GDC experienced rapid growth and became one Florida's largest land developers. The company employed aggressive marketing techniques to attract buyers, including extensive advertising campaigns, model homes, and promotional events. Its printed advertisements// mail-in orders reached worldwide, prompting international buyers who wanted a piece of Florida land. In the late '70s, GDC started facing financial difficulties due to a combination of factors, including overextension, economic downturns, and increased scrutiny of its business practices. These financial issues only grew more into the 1980s. By 1990, GDC filed for bankruptcy and was accused of fraud in home lot sales, leading to criminal indictments of company leaders, marking the end of its operations as a land development company. The bankruptcy had a significant impact on the real estate industry in Florida. Several prospective communities like the Compound were left undeveloped across the state and mired with problems.

November 4, 1961



CONSIDER THESE FACTS ABOUT THE CAPE CANAVERAL AREA  
 Population—Up 371%  
 Property Values—Up 1,200%  
 Per Capita Income—Up 112%  
 Retail Sales—Up 709%  
 Labor Force at Cape Canaveral—Up 118% (1950-1960 Census)

*Invest* YOUR DOLLARS WHERE AMERICA'S FUTURE IS INVESTED

*The Dynamic Cape Canaveral Area*

First Time Offered Nationally! Choice Property — In An Established Community — in the Nation's Fastest Growing County — At

# PORT MALABAR FLORIDA

*"Cape Canaveral Selected As Site for 'Moon Launchings'!"* This exciting news, coupled with the Government's multi-billion dollar, long-term program for Space Research and Development, can only mean progress and growth for this area. And, this future of Industrial Expansion and population growth opens up a rare investment opportunity for those people wise enough to buy the right land, in the right place, at the right price. These three factors — the right land, in the right place, at the right price, lead you straight to Port Malabar, Florida.

### PORT MALABAR — THE RIGHT LAND

Port Malabar is no dream, no "paper" plan of something that may or may not happen. Here is a *ready-now* community of fine homes, paved streets, green lawns, and the facilities to make life easy and enjoyable . . . the facilities that encourage growth.

There's a spacious air conditioned yacht club — a community center and recreation area with a full-time director — tennis, shuffleboard, horse-

shoe pitching — one church being built and others planned — and the kind of swimming, fishing and boating that will delight you.

### PORT MALABAR — IN THE RIGHT AREA

And as the Space Age Area continues to grow, with employment estimated in the tens of thousands, think what this can mean to Port Malabar's land values! Remember, too, that Brevard County — where Cape Canaveral and Port Malabar are located — has grown over 371% in 10 years, and this is only the beginning. Already two big electronic manufacturers headquarter in Port Malabar's separate Industrial Park, employing almost 2,000 people, and heading for further expansion.

### PORT MALABAR — THE RIGHT PRICE

As an investment for your future home — as a hedge against inflation — or for possible sale later on — Port Malabar offers you more. Nowhere, we believe, can you buy such good land, so ideally located, with such brilliant promise, for so little money — only \$10 down, \$15 a month — which includes 5% interest.

### PORT MALABAR — EXTRA ASSURANCE

The most important factors behind any land sales are the people with whom you deal. What better protection could you desire than those of General Development Corporation — one of Florida's largest land owners — and the Mackle Company, the South's largest community planners and builders! When they say something's so, you can depend on it.

How can you miss? Be one of the first to own prime Florida land right in the "path of progress" in the already established community of Port Malabar — only 32 miles south of Cape Canaveral. Don't delay and be sorry at the opportunity you missed. Act Now! Mail the coupon — get all the facts — then figure out how big a "Piece of America" you can afford at these rock bottom prices.

### CHOICE 80' x 125' HOMESITES

'10 down • '15 a month  
 Sales Price '1295

Another MACKLE-PLANNED COMMUNITY through GENERAL DEVELOPMENT CORPORATION



Terrace of Port Malabar's Yacht Club and Marina, center of social activity.



Plant of Radiation, Incorporated, in Port Malabar's Industrial Park.

*Free*

- FULL COLOR BROCHURE
- COMPLETE INFORMATION

CURRENT PRICES GUARANTEED ONLY UNTIL DECEMBER 31, 1961

So Act Now! MAIL COUPON TODAY

GENERAL DEVELOPMENT CORPORATION K 1-3  
 BOX 34-1308  
 MIAMI, FLORIDA

Gentlemen:  
 Please send me, without cost or obligation, my Personalized Property Ownership Plan for Port Malabar in the Cape Canaveral area.

Name.....  
 Address.....  
 City.....Zone.....  
 County.....State.....

AD-59088 (x)10

# LAND USE CHARACTERISTICS

## EXISTING LAND USES

The Compound is currently divided into 5,023 parcels, most of which are roughly a quarter of an acre in size. The map on the right displays the existing land use of all parcels according to the Brevard County Property Appraiser's land use code. Over 90 percent of these parcels are classified as Vacant Residential with the rest being Institutional. This last set of properties is much larger and are owned by a variety of public stakeholders including Brevard Public Schools, the City of Palm Bay, and Melbourne-Tillman Water Control District. Notice that most of these properties are concentrated on the northeast and southwest parts of the Compound. These concentrations of land provide opportunities for land acquisition and development of the area.

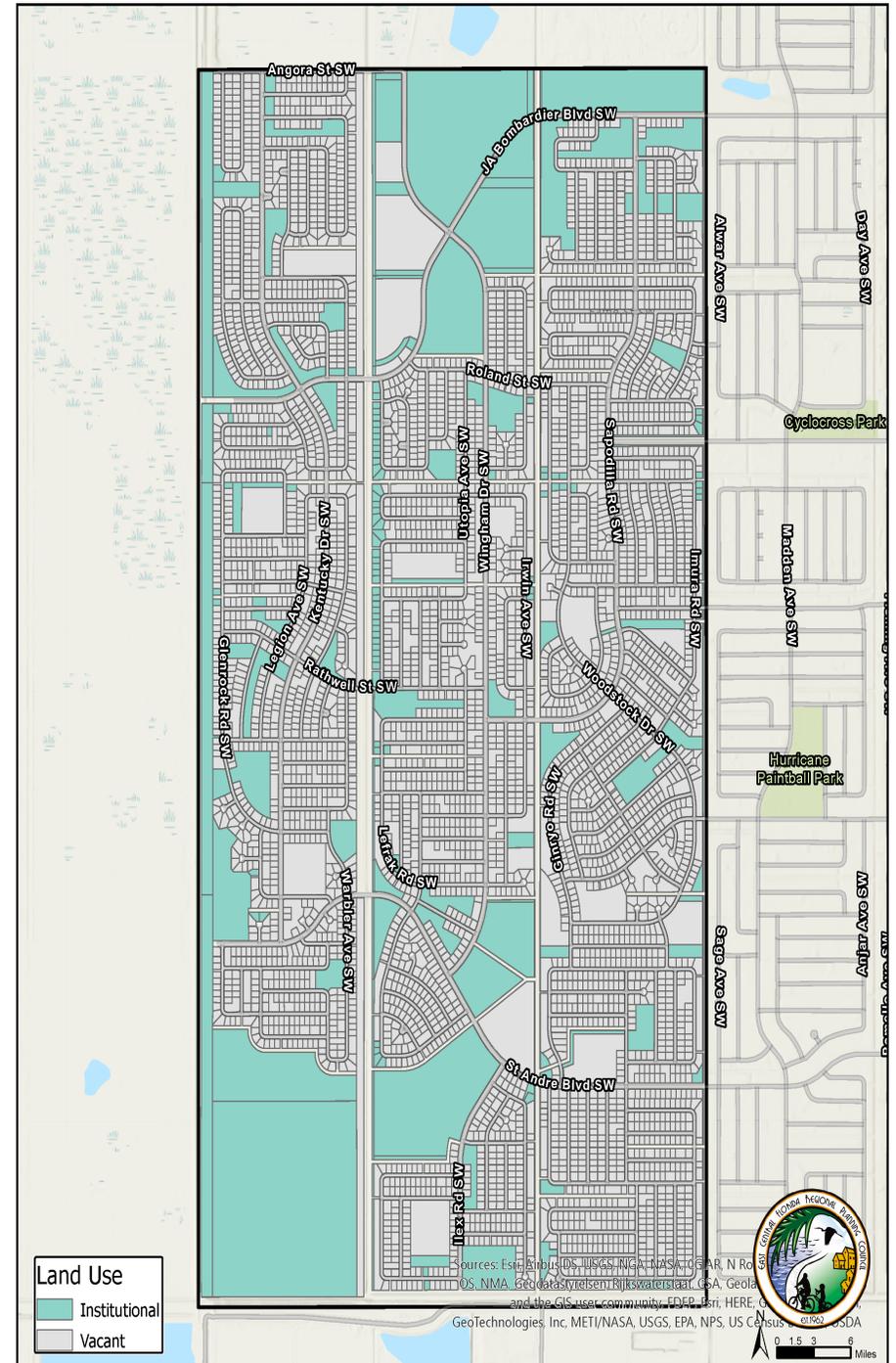
Table 1: Existing Land Uses

Existing Land Use Category	# of Parcels	Sum Acreage
Vacant	4,778	1,573
Institutional	245	748

Source: Brevard County Property Appraiser, 2023

There are three primary roads that provide access to and connect the Compound to the rest of the City of Palm Bay, all on the west border. From north to south, these are: J.A. Bombardier Boulevard SW, Osmosis Drive SW, and St. Andre Boulevard SW.

Map 2: Compound Land Use



# LAND USE CHARACTERISTICS

## GEOGRAPHIC CONTEXT

While the Compound is mostly a blank slate, any good redevelopment planning proposals must consider the surrounding land uses. The Compound being such a large area, the areas around it encompass a variety of land uses, as depicted on the table below.

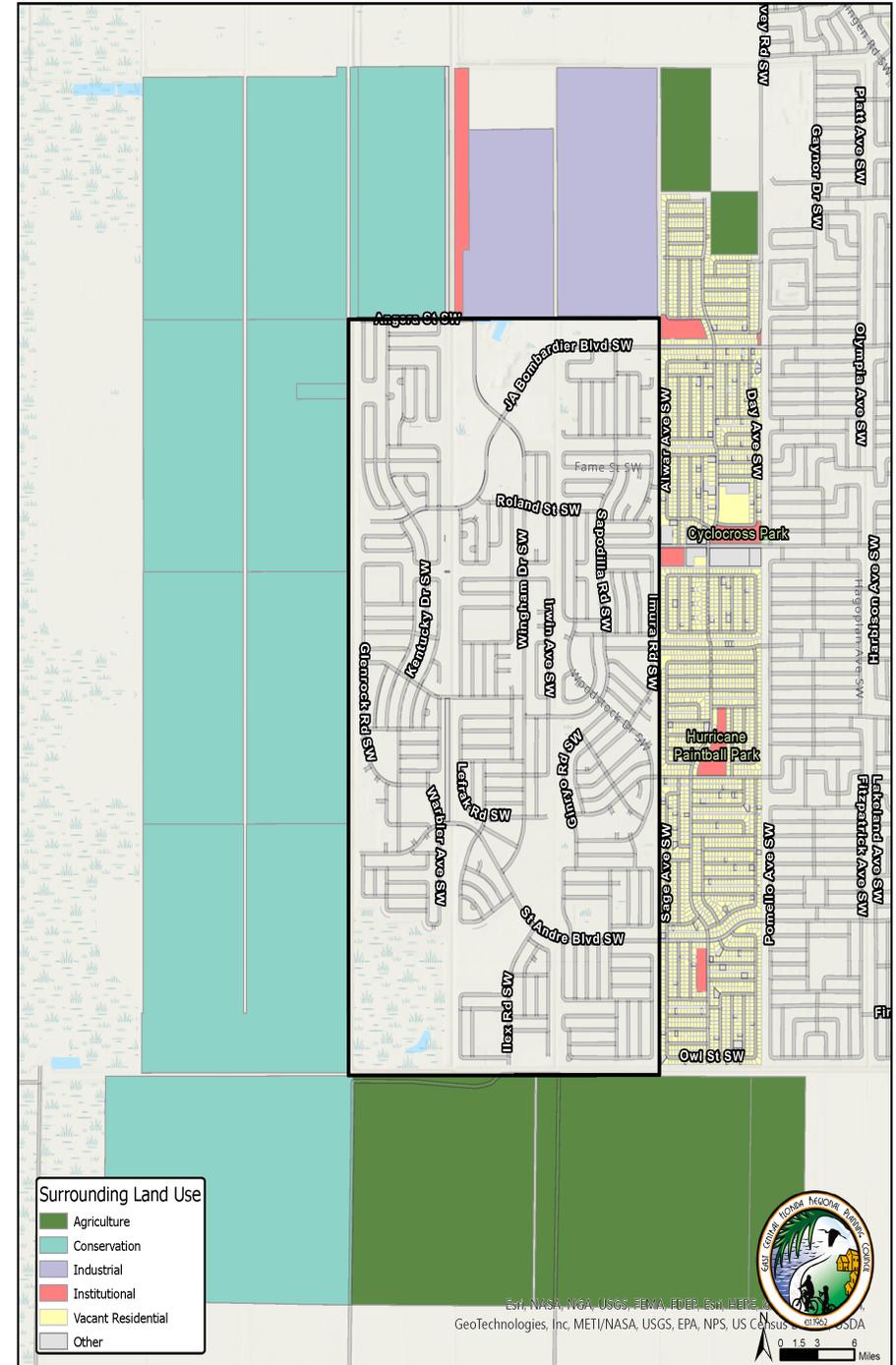
**Table 2: Land Use Acreage**

Land Use	# of Parcels	Sum Acreage
Agriculture	4	1,379
Conservation	17	3,484
Industrial	1	516
Institutional	52	382
Vacant Residential	3,732	1,114
Other	113	155

Source: Brevard County Property Appraiser, 2023

Bombardier Recreational Products (BRP) owns most of the properties bordering the north side of the Compound. BRP is a Canadian manufacturer of a variety of outdoor recreation vehicles. According to company officials, this facility serves as the only Research and Development plant in North America. On the east side of BRP, there is over 1,100 acres of residential land, consisting of hundreds of stand-alone single-family homes and empty lots scattered throughout the area. On the west side is the Three Forks Marsh, Thomas O. Lawton Recreation Area. According to the St. Johns River Water Management District, "the conservation area comprises a significant portion of the Upper St. Johns River Basin Project, a cooperative effort with the U.S. Army Corps of Engineers to provide flood control and environmental protection in the region..." The area contains nearly 70 miles of trails, several primitive camping sites along the river marsh, boat launches, picnic areas, as well as other nearby public lands. South of the Compound boundaries, there are 1,379 acres of agricultural land. Most of these parcels are owned by Willowbrook Farms.

**Map 3: Compound Surrounding Land Use**



# LAND USE CHARACTERISTICS

## PROPERTY OWNERSHIP

One of the biggest challenges of redeveloping an area like the Compound is the multiplicity of landowners. According to Property Appraiser records, there are 2,755 unique owners within this area. The map on the right showcases the distribution and location of the top ten parcel owners throughout the entirety of the Compound. According to Property Appraiser records and the City's research, David Moallem is one of the area's largest property owners. Most of his parcels are owned under 25 different entities including Saraland LLC, Cogan-Wingham Partnership, David Moallem Trust, among others. It is important to note that, except for a couple of large properties, most of these lots are small and scattered throughout the area. This makes them less significant for the redevelopment of the area.

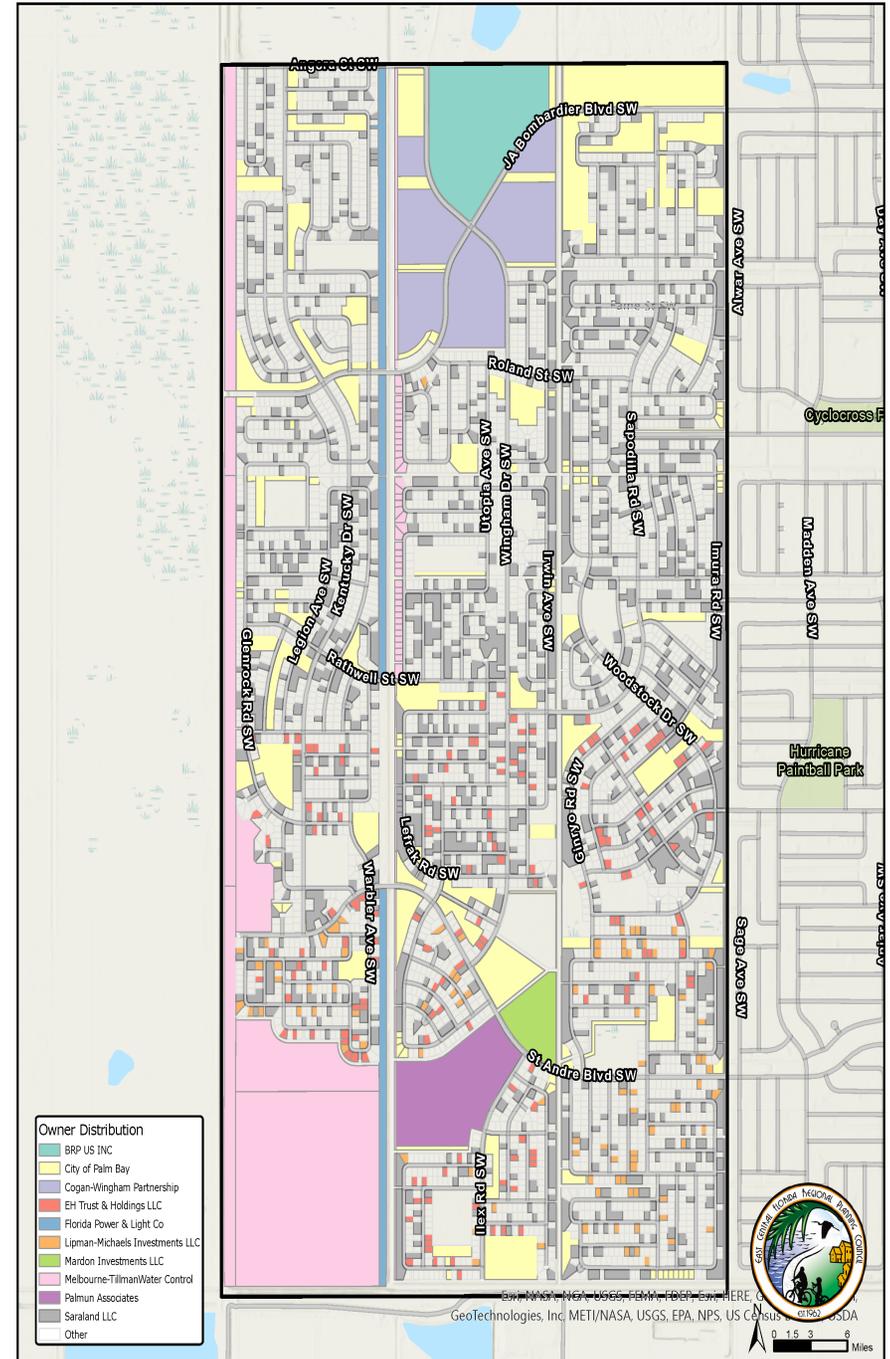
**Table 3: Individual Owner Acreage**

Owner	# of Parcels	Acreage
Saraland LLC	806	372
Melbourne-Tillman Water Control	110	285
City of Palm Bay	129	278
Cogan-Wingham Partnership	5	98
BRP US INC	1	62
Palmun Associates	1	47
EH Trust & Holdings LLC	152	38
Florida Power & Light CO	3	35
Lipman-Michaels Investments LLC	92	23
Mardon Investments LLC	1	16

Source: Brevard County Property Appraiser, 2023

The Melbourne Tillman Water Control District owns just over 285 acres. Concentrated in the east and south boundaries of the Compound, these properties would most likely remain undeveloped because their main function is flood control. The City of Palm Bay is the third largest property owner with just over 275 acres. While these parcels can be found all over the Compound, there are about 65 contiguous acres on the northeast part of the study area.

**Map 4: Owner Distribution**







# LAND USE CHARACTERISTICS

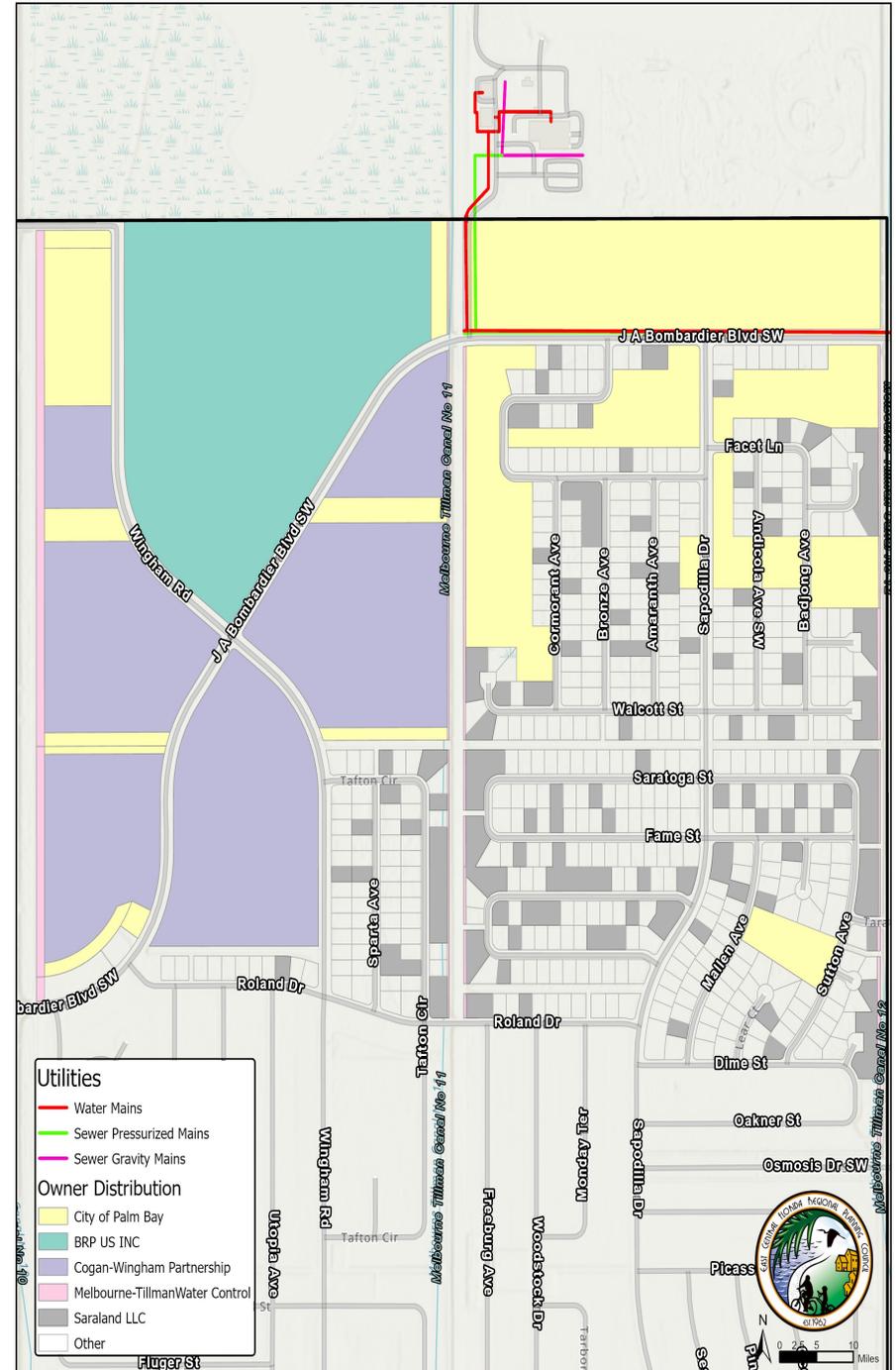
## UTILITIES AND INFRASTRUCTURE

The Compound has three main access points: J.A. Bombardier Boulevard SW on the northeast corner and Osmosis Drive SW roughly half a mile below. The third access is St. Andre Boulevard SW toward the southeastern portion of the Compound. Most of the other streets within the Compound have been idle for decades and are in poor condition.

Currently, the closest access to water and sewer within the Compound is along J.A. Bombardier Blvd. SW, in the northeast area of the Compound. The existing utilities infrastructure in the northeast of the Compound is ideal for attracting growth and development. While there is a large utilities easement owned by FPL adjacent to this area, most of the Compound lacks electric infrastructure. In recent years, the City has held conversations with FPL regarding the need for electrical infrastructure to encourage development of the Compound. FPL has identified a need for a future substation to accommodate such infrastructure. While substations are quite costly, the City can explore the donation of land to facilitate necessary infrastructure.

The area also has other infrastructure needs. It is noted by the City that the current water and sewer lines are too small to connect with other properties within the Compound, therefore it is imperative to find a method to update these lines for future connection. While there is road and basic stormwater infrastructure throughout the Compound, most of the roads are deteriorated and not adequate to serve large projects. Due to the size of the Compound, upgrading and improving existing infrastructure to the whole area is cost prohibitive for the City alone.

Map 7: Utility & Owner Distribution



# SOCIAL ISSUES

## PUBLIC SAFETY ISSUES

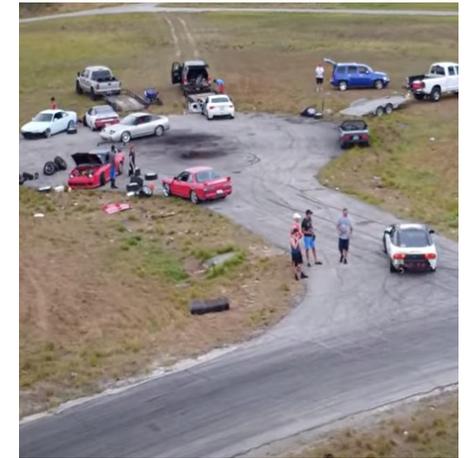
Despite it being mostly vacant, the Compound has become a hub for large non-sanctioned recreational events. These include Florida Fun Fest 2020, a gathering of paramotor and one-wheel competitors; the National Association of Rocketry, a space-modeling and sport rocketry organization, and Drift racing which brings people from across the region to freestyle race through the Compound's streets.

There are other activities taking place within the Compound that are of a more pernicious nature. The area has had several issues with illegal trash dumping, shootings, fires, and violent crime. There have been at least four fire incidents between 2016 and 2023 some of which were caused by purposeful arson. With trespassing, trash tends to follow. According to *Spectrum News 13*, in early September 2018, over 50 local and neighboring city citizens came to the Compound to do a trash cleanup, some of them being the thrill seekers that use the Compound for their outdoor activities. But as time passes, trash builds up again, which was evident during the ECFRPC's site visit. Team members witnessed empty bullet shells, mattresses, construction material, and other miscellaneous scraps scattered throughout the area.

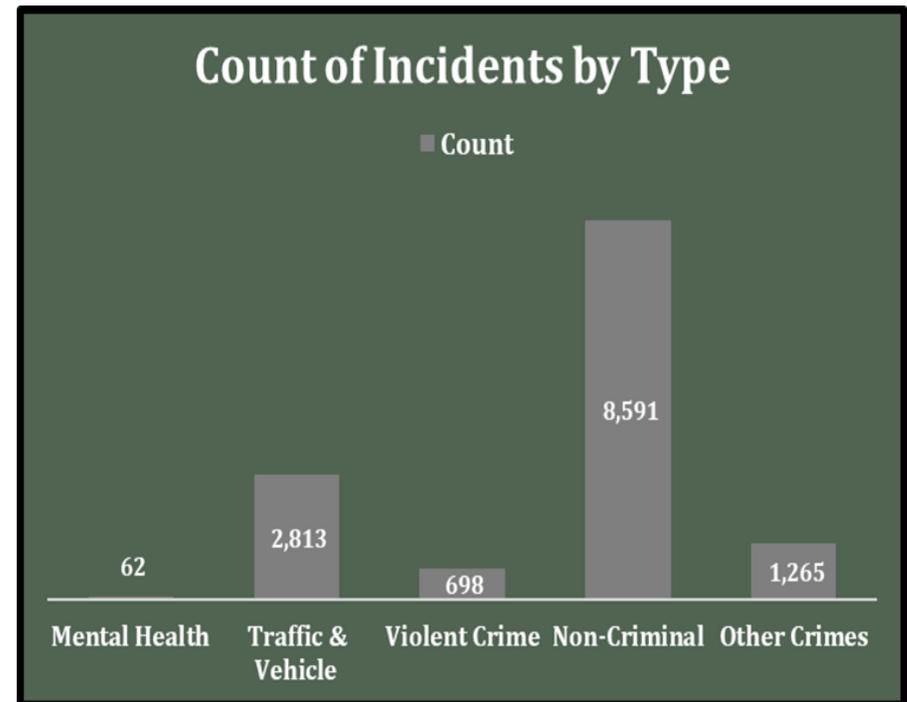
To better understand the pressure that trespassing puts on the City's public safety agencies, the ECFRPC organized the 911 calls given by Palm Bay's Police Department, which are responses to incidents within the Compound. There were over 13,429 calls between 2019 and 2022. Of these, over 60 percent could be classified as non criminal, and the vast majority were security checks. Traffic and vehicle incidents were a high second place, as most of the activity that occurs within the Compound are people using their ATVs, dirt bikes, and modified cars to drive and race around the Compound.



Source: Para-Flyers of Florida



Source: Above and Beyond Drones



Sources: City of Palm Bay, Palm Bay Police Department, ECFRPC Analysis

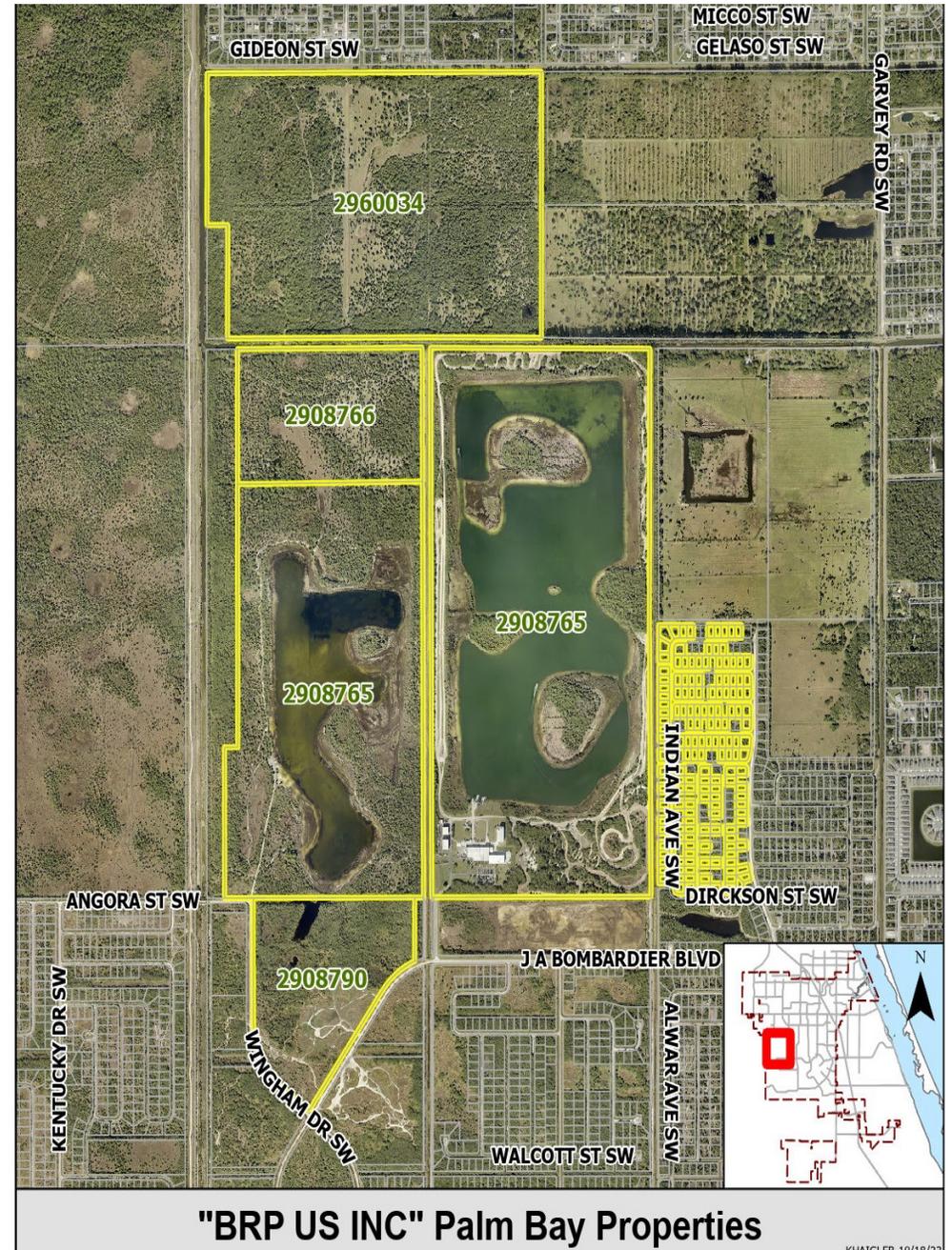
# CONCLUSION

## EXISTING CONDITIONS OVERVIEW

Based on the results of the Existing Conditions Analysis, the City of Palm Bay will have to grapple with multiple challenges to redevelop the Compound area. These include the large number of single-family parcels, lack of adequate access and infrastructure, wetlands and flood zone issues and the use of the area for both illegal and non sanctioned recreational events. However, there are also several opportunities. First, the Compound was master planned using a suburban cul-de-sac development model that is not financially feasible because of today's high costs. The multiplicity of unique property owners adds to this development challenge. Therefore, there might be an opportunity to reimagine the area as if it were a blank slate for redevelopment purposes. This planning should be mostly guided by the current uses adjacent to the Compound. For example, the BRP facility is an industrial use, and thus should be guarded from the intrusion of residential uses. Moreover, because of equipment testing done at the site, the owners would prefer that their property be buffered from possible onlookers due to the confidential nature of their contracts. Because of this desire for privacy, BRP has acquired several properties abutting the research facility.

On the other hand, the west side is adjacent to a canal and the Three Forks Conservation area. The Melbourne-Tillman Water Canal District owns two parcels on the south west border of the Compound. During the ECFPRC's site visit, team members also noticed that the area was wetter than other parts of the Compound. Thus, this area may lend itself better for low impact development and passive recreation uses

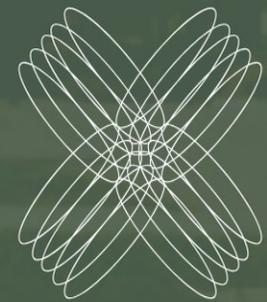
Map 8: Properties Owned by BRP



Source: City of Palm Bay



# OPPORTUNITIES



# OPPORTUNITIES

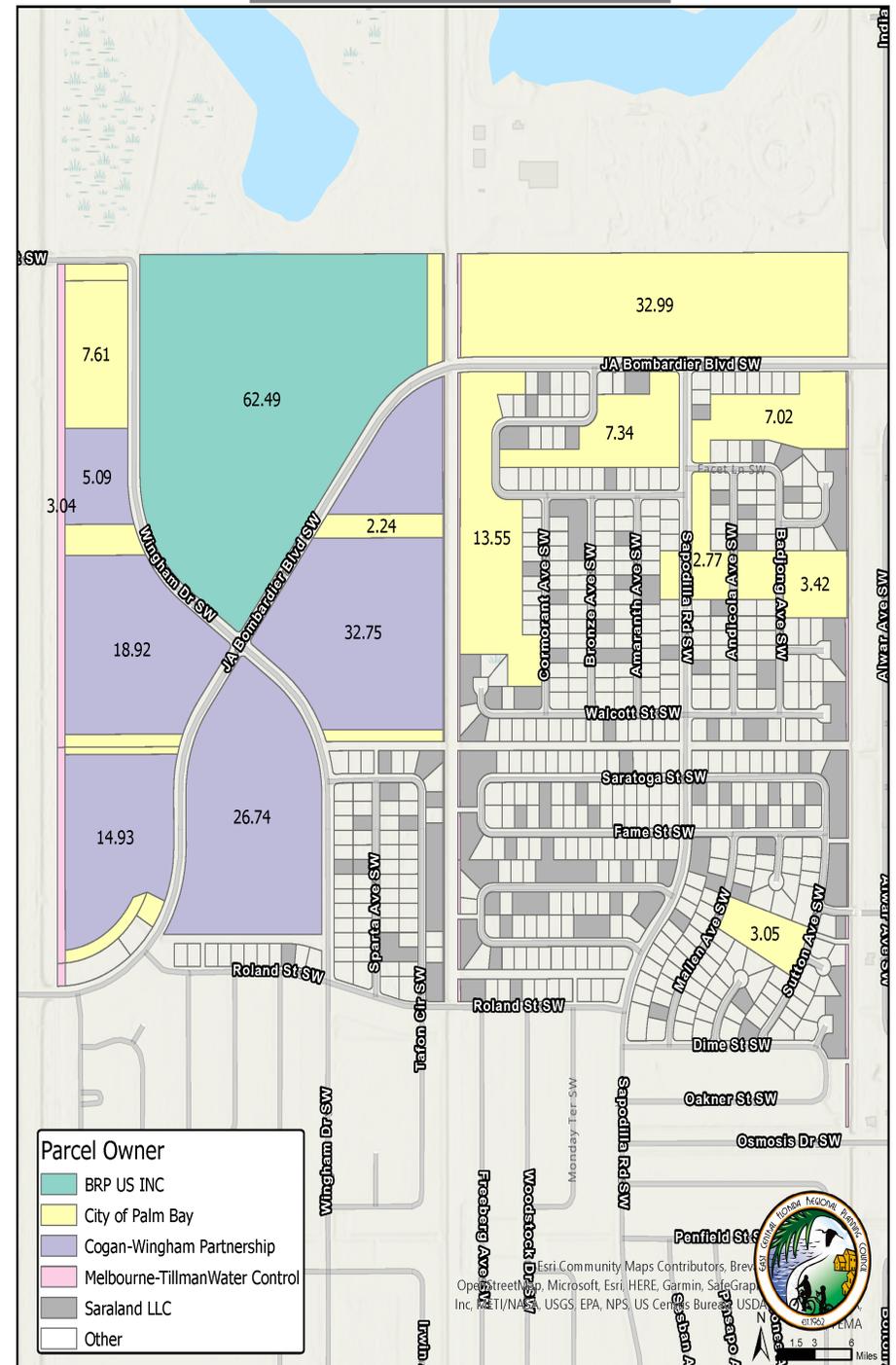
## NORTHEAST QUADRANT

In order to redevelop the Compound into a functional center of activity, City officials need to focus their efforts on getting some quick wins. To achieve this, the ECFRPC team recommends that the City focus its efforts on the Compound's northeast quadrant. The City already owns several key parcels within this area encompassing over 60 relatively contiguous acres. The nearby area also has access to existing utilities because it is across the street from the BRP facility.

The ECFRPC believes that this area is best suited for the development of an industrial or business park. One of the findings of the City's Economic Development Strategic Plan was the need to develop new employment centers. This area of the Compound fits that need. However, the future land use entitlements of the Palm Bay owned properties need to be changed to Industrial (in this quadrant, the existing zoning is currently Institutional, with their Future Land-Use zoning is a mixture of commercial, recreation/open space, residential, and public/semi-public). The City could also acquire the single-family lots along JA Bombardier Blvd and start vacating some of the rights-of-way connecting the lots to make room for a larger development. Moreover, there are also several large parcels nearby owned by the Cogan-Wingham Partnership, where its existing land use is vacant commercial and institutional, as the future land use zoning is commercial and public/semi-public usage, respectively. While the properties are currently marketed for commercial uses, the owner may be enticed to change them to industrial to keep them as related uses.

Creating an industrial park can bring abundant benefits and opportunities to the City and its residents. New industrial development will generate tax revenue for the City as well as employment opportunities for residents, reducing unemployment. The availability of new industrial space may also bring diversity in the types of industrial jobs that are not yet present in the City.

Map 9: Compound Parcel Owners



# OPPORTUNITIES

## RECREATION AND CONSERVATION

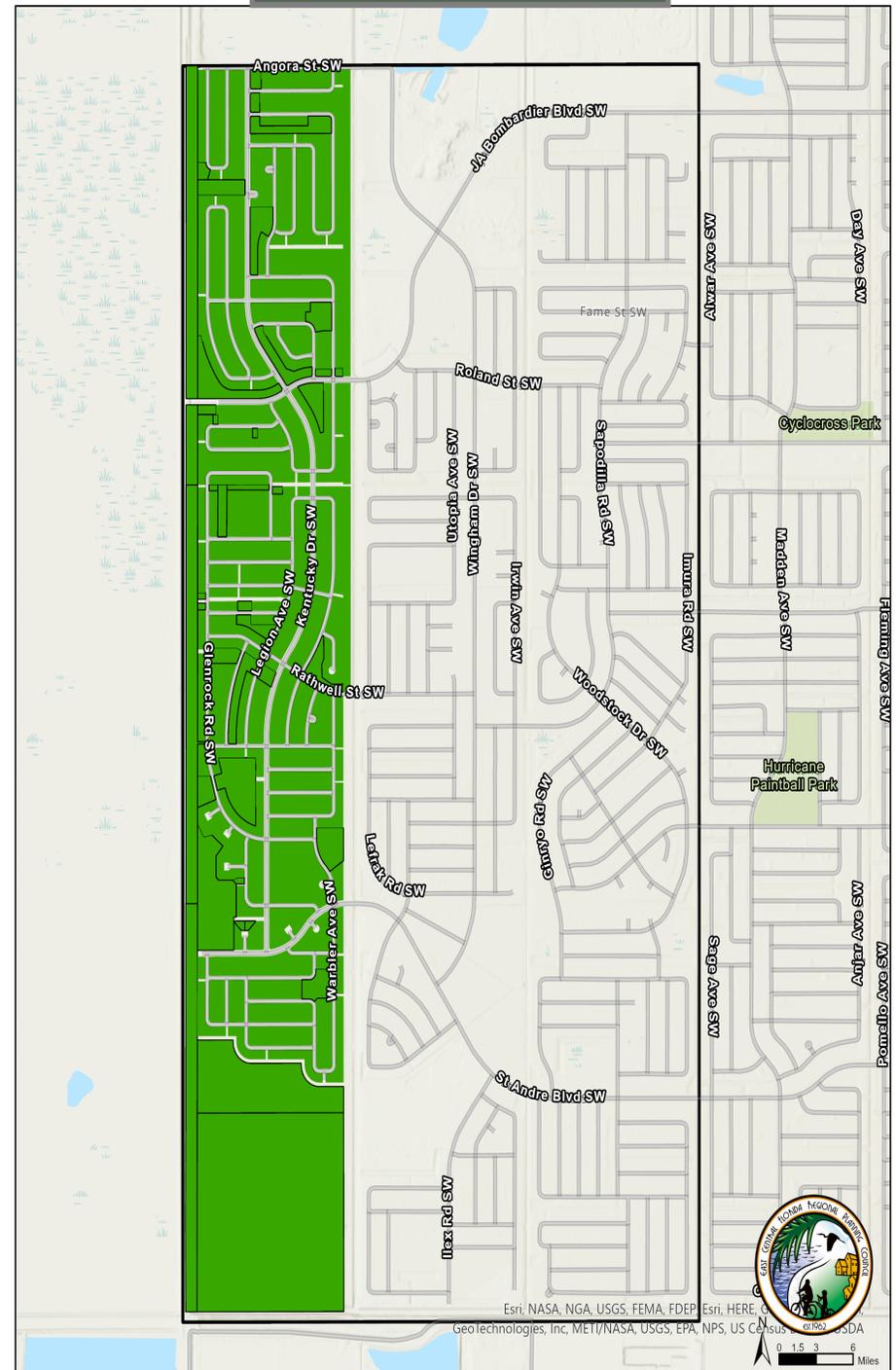
Based on research and observation, it is recommended that the west portion of the Compound be reserved for low impact development and conservation purposes. The City's adopted Economic Development Strategic Plan recommends that Palm Bay use its proximity to multiple natural areas to promote ecotourism. The western portion of the Compound borders the Three Forks Conservation Area, and the southwest corner of the Compound is already reserved for flood mitigation purposes by the Melbourne Tillman Water Control District. The City of Palm Bay owns several parcels within this area as depicted in the map; thus, it would be practical to designate much of the land for conservation purposes, probably using a zoning overlay, which according to *Planetizen.com*, is "a geographic zoning district layered on top of another existing zoning district, or districts, that implements additional regulations. Overlay districts are frequently used in zoning codes to protect sensitive environmental features, preserve historic buildings, prevent development on unstable or vulnerable land features, or promote specific types of development such as transit-oriented development." While not all the area will be used for conservation, it is important to evaluate which properties have the best environmental potential.

Moreover, the popularity of non-sanctioned events within the Compound show that there is a desire for more recreational opportunities on this part of south Brevard County. However this would require the assemblage of parcels since most of the lots are privately-owned.



Source: pikisuperstar on Freepik

Map 10: Compound Boundary



# OPPORTUNITIES

## ST. JOHN'S HERITAGE PARKWAY

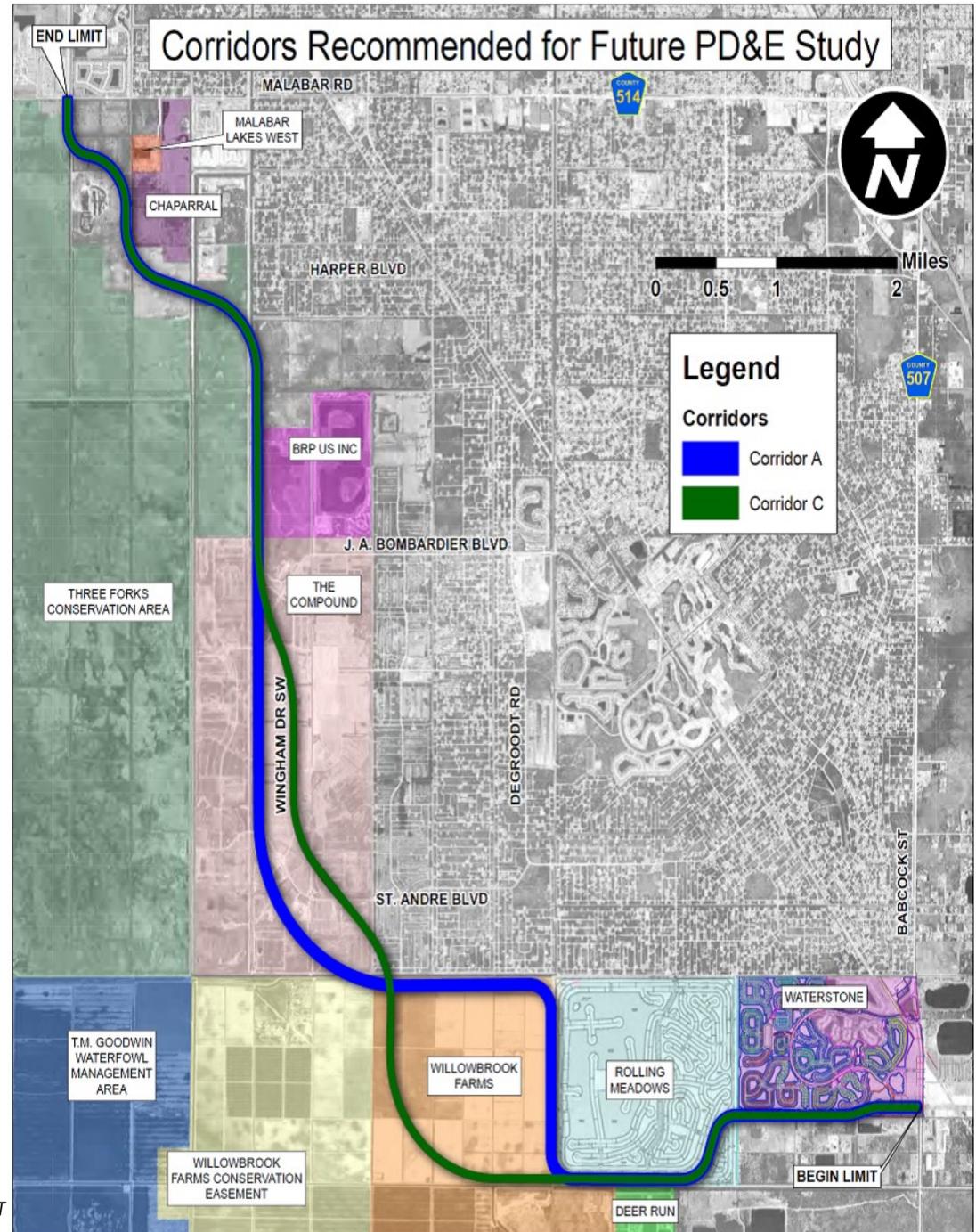
One of the main challenges affecting the redevelopment of the Compound is road access. This problem will be partially addressed with the future extension of the St. John's Heritage Parkway from the southern section of Babcock Street to the western end of Malabar Road. The proposed 14-mile expansion will traverse the Compound from north to south, serving as an important access road to the area. It could also open large portions of the area to development. The Florida Department of Transportation is currently considering two different corridor alternatives as depicted in the map on the right.

The proposed corridors open the Compound for development which signals the need to be proactive in the planning of the larger parcels closest to this corridor alternatives. Because of the current land use entitlements of most of these properties and the City's overall development pattern, there will be pressures to fill the Compound with single-family subdivisions. This is not a good scenario, as the area has a dire need for other uses and amenities. Moreover, the City of Palm Bay needs more employment centers and job generating land uses (commercial, office, and industrial land).



Map Source: City of Palm Bay, GIS, FDOT  
Illustration: macrovector on Freepik.

Map 11: Proposed Lanes for SJHP



# OPPORTUNITIES

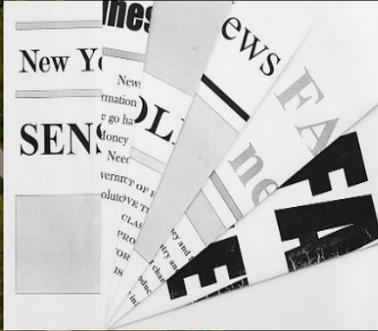
## SUMMARY OF EARLY FINDINGS

The Compound is the result of the old land development quick-get-rich schemes afflicting many communities across the state of Florida developed by GDC and similar companies. These areas were specifically designed to sell lots to northerners rather than to create permanent and viable communities. This legacy is a burden that we all have to deal with in the present.

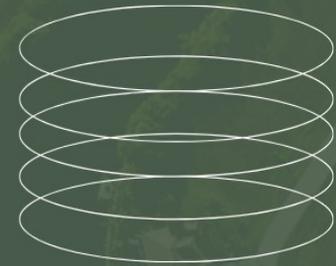
When planning for the redevelopment of these areas, it is tempting to fixate on challenges rather than identifying the silver linings. Based on this preliminary analysis, the ECFRPC identified several opportunities for the redevelopment of the Compound. These include the development of a new employment center in the northeast area of the Compound. The west side has the potential to become a hub for ecotourism and passive recreation services because of its proximity to sensitive conservation lands. Finally, the prospective development of the St. John's Heritage Parkway would open other parts of the Compound for development. While these are all great opportunities, they can only be realized through careful and deliberate planning. The next section of this report will provide a more detailed conceptual plan about how to best redevelop the Compound so it benefits all of the Palm Bay community.



Photos captured on the southwest portion of the Compound by the ECFRPC on September, 2023.



# CASE STUDIES





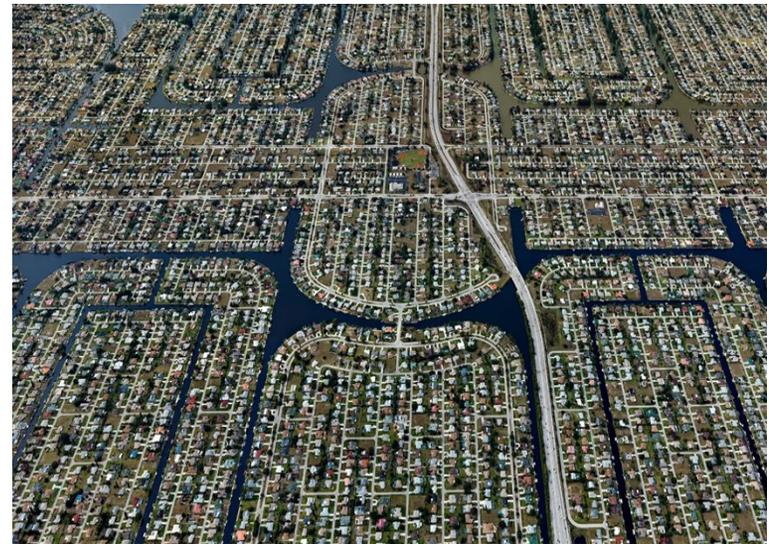
# CASE STUDIES

## LEE COUNTY, FLORIDA

Southwest Florida, comprised of Sarasota, Charlotte, and Lee counties, has become the epicenter of pre-platted communities in the state. During the peak times of the second Florida land boom (1950-1960s), several developers subdivided large tracts of land into 900,000 lots within these three counties. The largest of these pre-platted developments are the City of Cape Coral and the unincorporated community of Lehigh Acres.

Located on a large peninsula, the City of Cape Coral began in 1957 when its original developers, Leonard and Jack Rosen, purchased 1,724 acres across the Caloosahatchee River near Fort Myers. Today, the City covers approximately 65,000 acres which is about one-eighth of Lee County's territory. While the entire site was subdivided and sold for single-family homes, a significant portion of the City still remains vacant. Much like the Compound, these lots are owned by multiple owners living across the world. The City incorporated in 1970, which means that the local government is responsible for maintaining a sprawling infrastructure including 1,200 miles of roads and more than 350 miles of canals. It also struggles with overcoming the lack of large tracts of land that could lead to commercial and industrial growth. While the City is still working through some of these struggles, it has remained a popular destination. According to BEBR numbers, the City added close to 60,000 new residents during the last 13 years. The City has taken a proactive approach to solve the imbalance between residential and non-residential uses. The City is proactively using future land use and planning to develop mixed-use districts such as Bimini Basin in the southeast part of the City and the Seven Islands development on the north side. This last one was part of a \$12 million City acquisition in 2012.

## City of Cape Coral Aerial View



Source: Edward Burtynsky, [The Guardian](#)

## Bimini Square Concept Plan

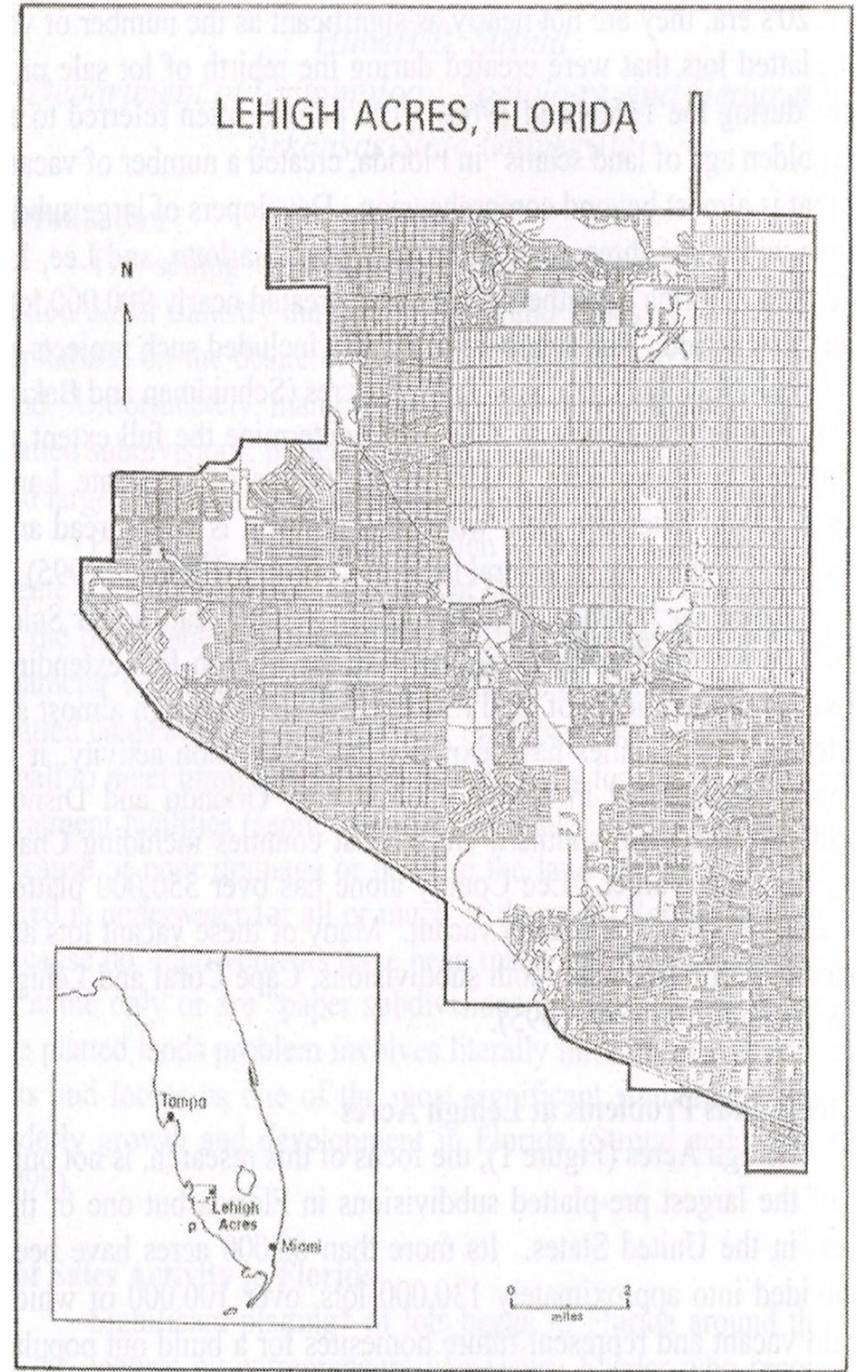


Source: [CapeCoralBreeze.com](#), 2024

# CASE STUDIES

Lehigh Acres is located about 20 miles east of Cape Coral. Unlike Cape Coral, it remains an unincorporated community comprised of 60,000 acres subdivided into 130,000 properties. Early on, the original developer struggled with providing the necessary infrastructure and amenities for most of these properties. To avoid this conundrum, the developer offered some owners to swap their lots for others closer to the infrastructure. Some accepted the swap, others passed. Today, most of the unimproved parcels lack access to basic services such as water and sewer connections, adequate road networks, and public safety. These properties are also far from schools and parks.

Despite these issues, Lehigh Acres has remained a popular residential community because of its affordability. However, this has not been a case for its commercial development. Most properties entitled for commercial uses are unsuitable because of their location and shallowness of the lots. Several other issues have affected the redevelopment of this area. For one, the relationship between the County and the original development was adversarial from the start. It was not until 1992, after a change in ownership, that the County started to address the issues within this development. It created a new Community Redevelopment Area (CRA) to address some of these problems. This effort led to the completion of a commercial study for the community. The CRA mechanism also allows for the condemnation of property in order to allow private developers to assemble land within this area. While these were positive trends, several political decisions have exacerbated the community's problems. The County Commission decided not to divest anyone's property rights, refused to place a growth moratorium, or fund lot acquisition within the development. Moreover, the CRA was terminated, and the findings of the commercial study were ignored. This has led to the existing conditions within the community getting progressively worse.



Source: Stroud, H. (n.d.)

# CASE STUDIES

## CHARLOTTE COUNTY

### *Murdock Village*

Originally platted by General Development Corp. (GDC) in the 1950s, Murdock Village was envisioned to contain 2,500 home sites. However, only 77 houses and three businesses have been built within the development. This led to the Charlotte County Commission request for a study to see whether the community met the criteria to be qualified as a blighted area. After findings that supported this assertion, the County created a Community Redevelopment Area (CRA) to assist with the redevelopment of an antiquated subdivision. Most properties met this definition of blighted based on the inadequacy of the development's street layout, faulty platting, unsanitary conditions due to no water or sewer, illegal dumping, among other issues. These conditions were supported by a later decision from the Florida 20<sup>th</sup> Circuit (Charlotte County v. McGibbon, et al, No. 04-39).

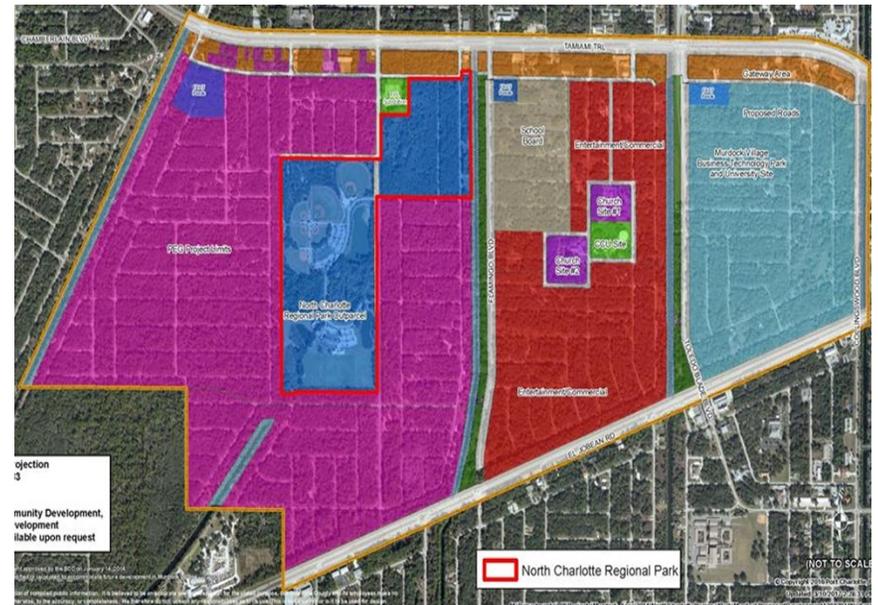
Despite the development of a CRA, the area has still not been able to redevelop. In 2003, the Charlotte County Commission agreed to acquire the entire community from private owners at a total cost of \$119 million. The County paid a high price for the properties because it was bought during a boom. Since then, the County has unsuccessfully negotiated several contracts for developers to take over the site.

## Murdock Village CRA



Source: <https://www.charlottecountyfl.gov/cra/murdock-village/>

## Murdock Village Concept Plan



Source: Kimley Horn, 2017

# CASE STUDIES

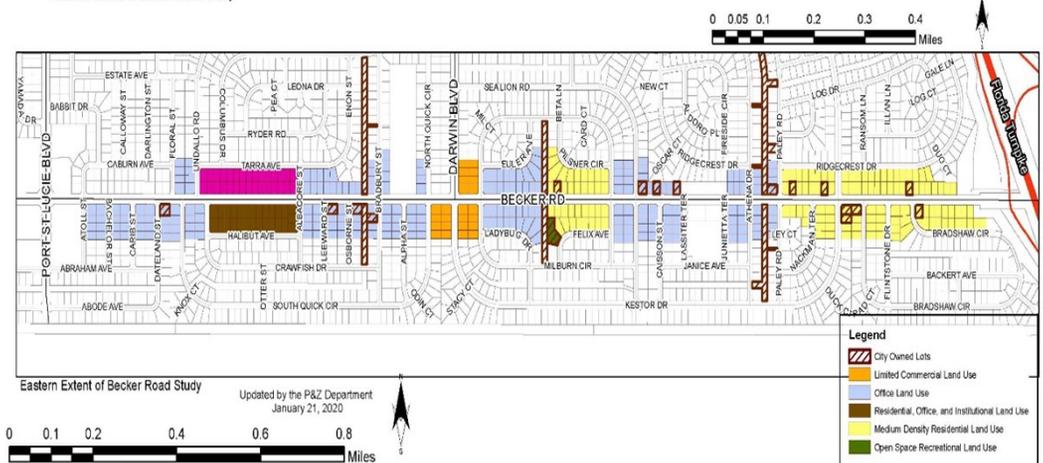
## Other Florida Jurisdictions

Another GDC community, the City of Port St. Lucie incorporated in 1961. At this time, it was a community of 80,000 single-family residential lots with little amounts of land designated for commercial, industrial or institutional uses. By 1983, the City had adopted land use conversion policies within its Comprehensive Plan by mapping all lots located along major thoroughfares. The City's Conversion Manual, adopted in 1984, created a variance process for these requests, addressed land assembly requirements, the rezoning process, and site plan and design considerations.

The City also designated approximately 7,000 acres with multiple future land use designations. The City of Port Saint Lucie recently updated its Comprehensive Plan which includes several policies to further these development goals. These include the establishment of mixed use and commercial nodes, the creation of several Community Redevelopment Districts, the establishment of the Gatlin Boulevard Regional Activity Center, among other policies.

In Northwest Florida, Putnam County staff estimated that it had more than 40,000 vacant residential lots in 2002. In order to address this situation, the County amended its Comprehensive Plan to include policies that specifically address these developments. Those policies included the establishment of transfer of development rights program, replatting, property acquisition through the tax deed process or direct purchases.

## Becker Road Corridor Study in Port. St. Lucie



Source: Van Vonno Consulting, 2021

# CASE STUDIES

## *National Case Studies*

As previously discussed, antiquated subdivisions are a nationwide problem. Several western communities have used land development regulations to address this problem. Mesa County, Colorado spent 15 years to address the excess entitlements that were the results of real estate exuberance in the 1980s. County officials directly negotiated with local lenders and developers to establish a development improvements agreement form and procedure. This type of policy contains specific requirements to ensure the construction of public/private improvement and construction phasing as a condition for the final plat approval. The County also partnered with financial institutions to establish a new financial guarantee called the “Subdivision Disbursement Agreement”. The objective here is to ensure that both parties have agreed-upon a construction budget, a timeline for construction of the improvements, a verification process used before releasing loan funds to developers, and the final commitment from the County to accept infrastructure improvements after certain conditions are met. Moreover, lenders are often encouraging lot consolidation because many banks will not lend money or extend a loan’s timeline without a certain percentage of presales validating that the asset is a solid investment.

The County has also been willing to work with struggling developers. For example, the River Canyon development was hit hard by the 2008 recession. Originally planned for 38-lots, the County allowed the developer to replat the subdivision into one parent lot. This allowed the developer to apply for subdivision review again after the market changed. It also prevented the sale of lots to multiple owners and avoid coordination challenges for subdivision improvements. Simultaneously, the developer avoided expenses for installing services and paying taxes on vacant residential-zoned property.

In rural Idaho, Teton County struggles with a large surplus of entitled lots across the community. The County has 9,031 platted lots for a population of just over 10,000 people. Seventy five percent of these parcels are currently vacant, which represents about three vacant entitled lots for every developed lot. To address this issue, County officials adopted an ordinance that facilitates the replatting process. Among many other things, it waives the requirement for additional studies and application fees for replats that scale back the foot print of an antiquated subdivision.

## **Zombie Subdivisions in the Southwest**



Source: Anne Ellis

# CASE STUDIES

## LITERATURE REVIEW FINDINGS

Based on this literature review, there are many communities across Florida and the nation dealing with the issues related to pre-platted communities. None of them have found the right answer to the problem. Some jurisdictions, like Lee County, have decided to treat this problem using a market approach that puts the burden of solving this problem on the private sector. This is usually driven by fear of property rights. This is a very difficult proposition when the land is owned by multiple parties. Individual property owners don't have the financial capacity to pay for the infrastructure needed to support the development of their lots. Thus, most of these pre-plats continue to languish and acting as a burden to their communities.

On the other hand, the more successful jurisdictions have taken a more interventionist approach that treats this problem as a market failure. The less aggressive governments have focused their efforts on making planning/regulatory changes such as approving new platting ordinances or changing property entitlements (lot size, density, etc.). Several of them have been more proactive by approving tax increment financing districts (CRAs in Florida), acquiring key properties and assets, using capital improvement projects to jumpstart development. Regardless of their level of involvement and activity, all of the studied jurisdictions are still struggling to redevelop their pre-platted communities.

Based on this literature review and the findings of the Existing Conditions Analysis, the ECFRPC is recommending five main approaches to address the Compound. These are described in more detail below:

- **Property Acquisition:** Acquiring properties can assist with lot consolidation and the conservation of environmentally sensitive lands.

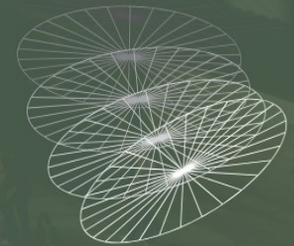
Because of time and funding, it is important that this strategy is only used on target areas.

- **Entitlement Changes:** Changing the density and uses of some of the Compound parcels would allow the development of much needed residential uses. Changing development standards (such as minimum lot width and size) on certain sections of the plat might also be helpful.
- **Transfer of Development Rights Program:** This type of program allows local governments to redirect the location of development by transferring the development right from one parcel to a different property located elsewhere. This tool is used to assist with the preservation of agricultural and conservation lands by shifting development to more appropriate areas. More information about this type of program is provided on Appendix 3.
- **Targeted Infrastructure Investments:** Focus on funding infrastructure improvements on the northwest section of the Compound. See Appendix one for potential funding partners.
- **Special District:** Adopting a Special Assessment Area or Community Development District would help to fund much needed infrastructure such as paved roads, lighting, and water and sewer connections.

The ECFRPC used this list of strategies to create a redevelopment road map for the Compound. Because of how the development was originally platted, it would be extremely expensive to fund the infrastructure for the whole area. Therefore, rather than addressing the whole plat, this conceptual plan focuses on several target areas that are more suitable for redevelopment.



# REDEVELOPMENT CONCEPT PLAN

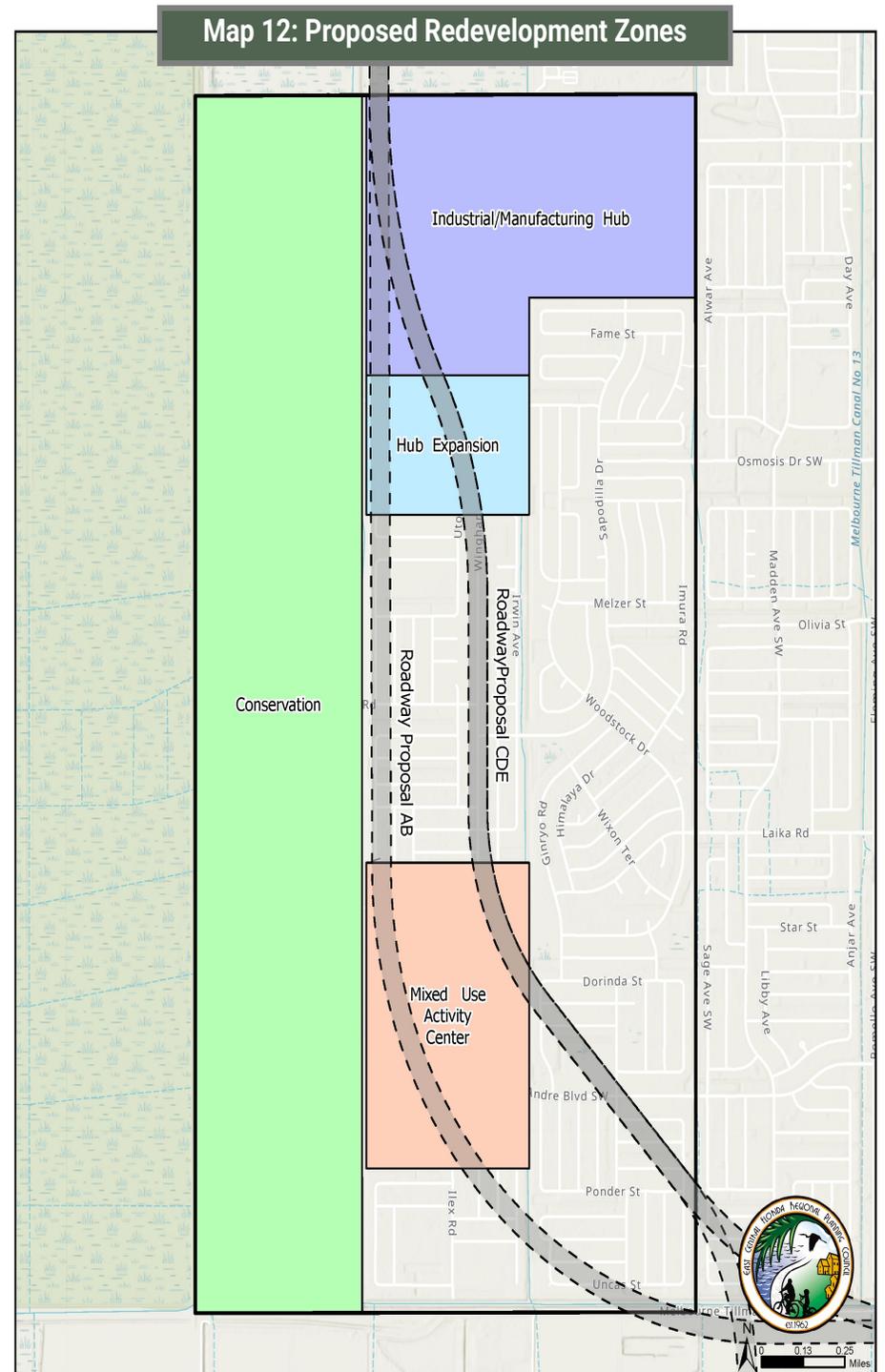


# REDEVELOPMENT PLAN

## INTRODUCTION

Based on the findings of the existing conditions analysis and the literature review, the ECFRPC developed a conceptual redevelopment plan for the Compound. One of the biggest challenges is how the community was originally platted. Its suburban development pattern is comprised of a collection of sinuous roads with no strong north-south or east-west connections. Because of this, it is just not financially feasible to redevelop large sections of the Compound at this point. None of the large property owners have enough contiguous land to replat their properties. Moreover, it would be wise for Palm Bay to avoid a situation similar to Lehigh Acres where thousands of people are moving to community without the necessary amenities and infrastructure.

This conceptual plan is based on the identification of large key parcels that could serve to catalyze redevelopment within specific portions of the Compound. Most of these are currently owned by the City of Palm Bay, Saraland LLC, and the Melbourne-Tillman Water district. Currently, the northeast quadrant is the section of the plat with the biggest redevelopment potential. Because of its location close to large conservation areas, the west side of the Compound should be left for passive recreation uses. This area is already bounded on the east by a canal and a long utility easement. Finally, the best possibilities for redevelopment will be based on the expansion of St. Johns Heritage Parkway. Based on the most recent PD&E study, the ECFRPC merged the proposed routes into two corridors: AB and CDE. Regardless of the chosen route, the extension of SJHP opens the opportunity for two more areas for redevelopment. These are included as Phase 2 of the redevelopment plan.



# REDEVELOPMENT PLAN

## PHASE 1: NORTH EAST QUADRANT

The redevelopment of the Compound will start in what we are referring to as the Northeast Quadrant. As discussed previously, the area is traversed by an arterial road (JA Bombardier Boulevard) and is close to the water and sewer lines. Moreover, the area mostly consists of large parcels owned by a limited number of owners. The City of Palm Bay owns 88 acres of land spread across 18 different parcels. The Cogan-Wingham Partnership owns 98 within the intersection of JA Bombardier and Wingham Road. Lastly, BRP US Inc. owns a large 62-acre parcel.

One of the findings of the recently adopted Economic Strategic Development Plan was the need for Palm Bay to develop additional employment areas. Moreover, the area's proximity to the BRP US Inc. headquarters makes it an ideal location for an employment center. Designating this area as an employment center offers the possibility of other large property owners to follow suit. Thus, the ECFRPC recommends that the City change the future land use designation of its properties to Industrial, and focus on acquiring the smaller lots fronting JA Bombardier Blvd. In the future, the capacity of this road will need to be increased in order to handle additional traffic as well as expand utility lines.

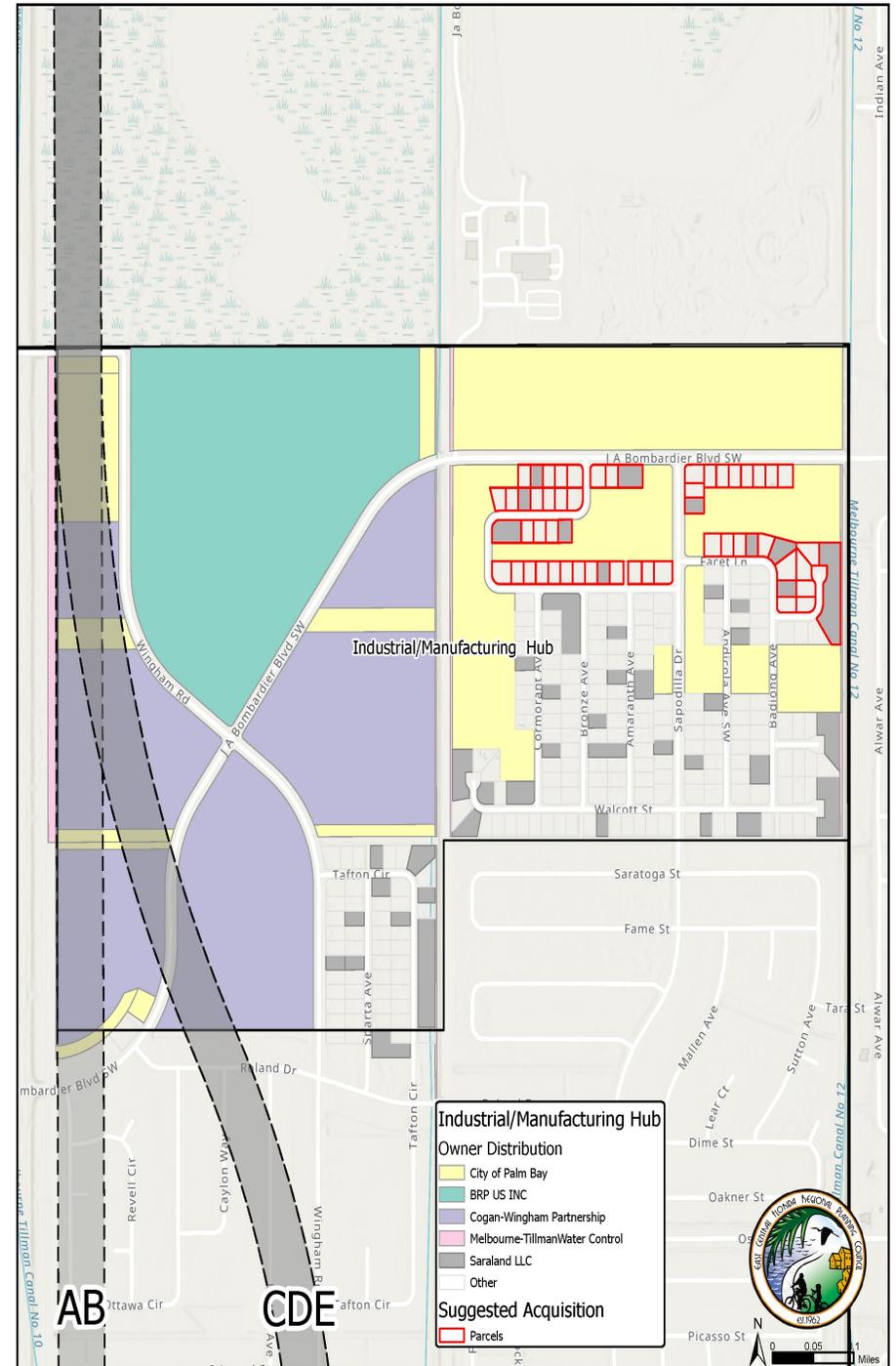
### Redevelopment Strategies

Property Acquisition: Lots along JA Bombardier Blvd.

Entitlement Changes: Change FLU Designation to Industrial

Targeted Infrastructure Investments: JA Bombardier Blvd. Expansion and Water and Sewer lines

Map 13: Proposed Industrial Hub



# REDEVELOPMENT PLAN

## PHASE 1: CONSERVATION AREA

With limited contiguity of parcels, no road access, being a naturally wet environment, the west portion of the Compound is best suited to be designated as a conservation area. The area just west of the Compound boundary is already a wetland conservation area, and the Melbourne-Tillman Water Control District, owns several properties to control flooding. Moreover, the Florida Power and Light easements to the east of the recommended conservation area would act as a buffer between any other redevelopment of the compound.

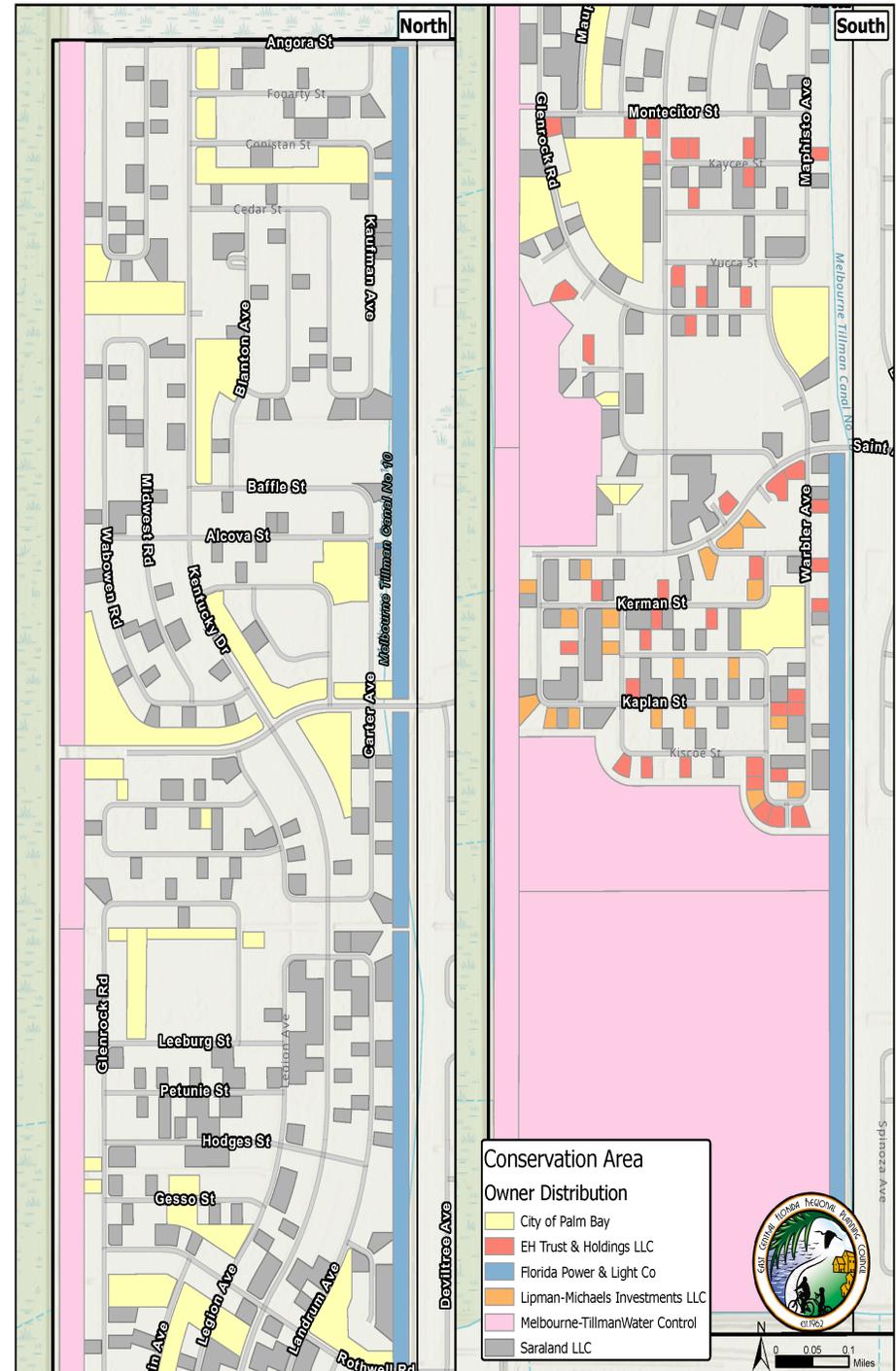
The Melbourne-Tillman Water Control District owns 247 acres divided across six parcels. The City of Palm Bay already owns almost 70 acres of land spread across 34 parcels. Finally, Saraland LLC owns 236 mostly non contiguous parcels comprising close to 96 acres of land. Because of the large property owners such as Saraland, the ECFRPC recommends that the City adopt a TDR ordinance (see Appendix 3 for a thorough definition and example from Horizon West in Orange County, Florida). This would allow these property owners to assign their entitlements to other parts of the Compound more suitable for development.

Since the Compound is already a popular recreational area, the City might decide in the future to open some of its properties for more passive leisure uses such as walking trails, biking, and camping.

### Redevelopment Strategies

Adoption of a Transfer of Development Rights Ordinance: Transfer Area

Map 14: Proposed Conservation Area



# REDEVELOPMENT PLAN

## PHASE 2: EMPLOYMENT CENTER EXPANSION

The future expansion of the St. John's Heritage Parkway will provide a much needed north-south connection and open other parts of the Compound for redevelopment. The first area is just south of the northeast quadrant's employment center. The City of Palm Bay already owns several large parcels that comprise about 15 acres. These key parcels could be used to develop a catalyst project to spur the redevelopment of the area. The most favorable road expansion route would be Corridor CDE which goes near two of the City's parcels on the east side.

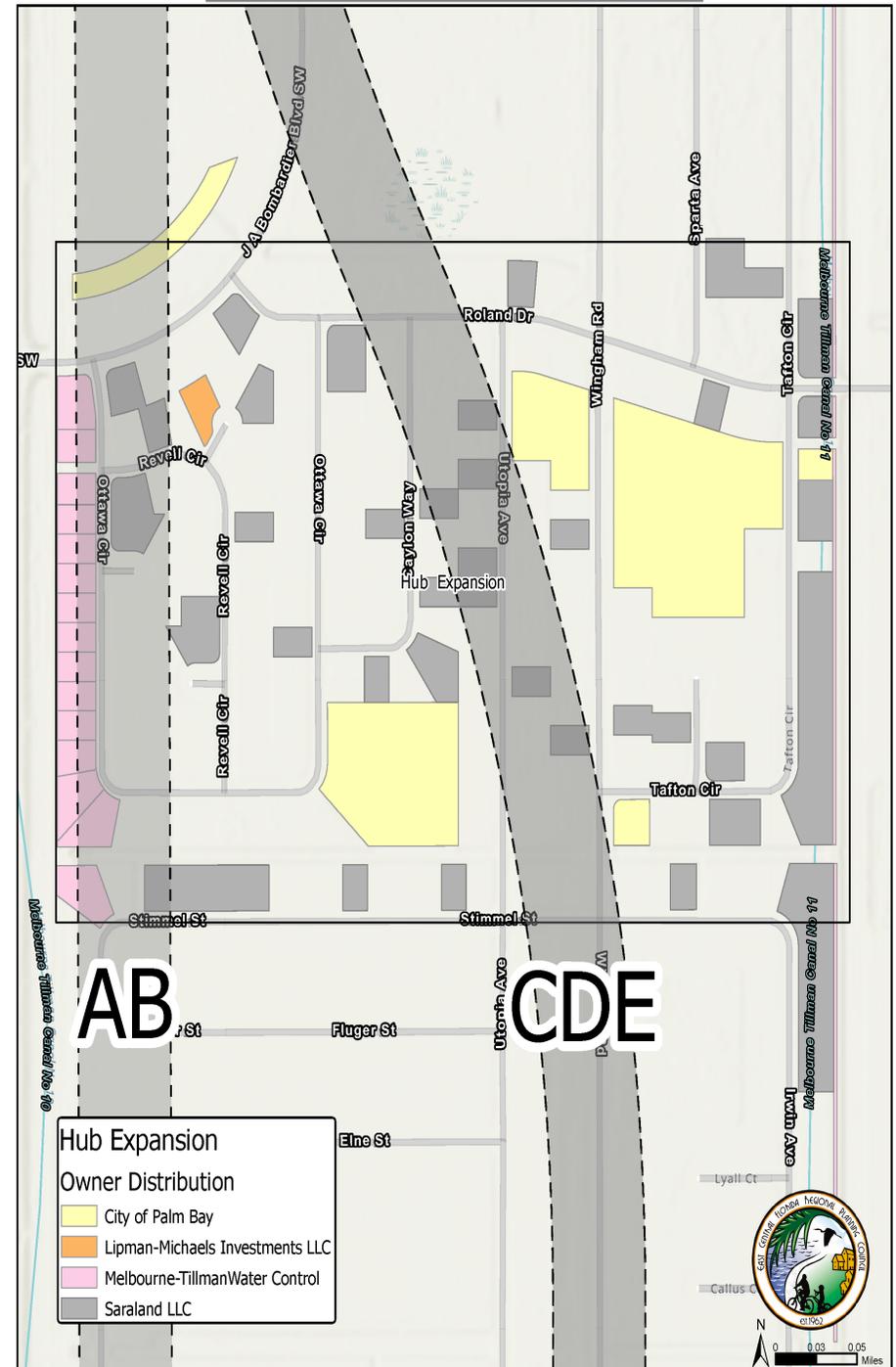
Since this portion of the Compound is south of the proposed Employment Center, the best use for this area would also be industrial. To assist with the redevelopment process, the City of Palm Bay should also focus its property acquisition efforts on this area. There would also need to be investments made to provide a better road network.

It would be challenging to redevelop the area south of the proposed employment center expansion because of the lack of large parcels and the multiple property owners. Therefore, we are not recommending any activity south of Stimmel Street.

### Redevelopment Strategies

- Property Acquisition: Lots contiguous to City owned parcels
- Entitlement Changes: Change FLU Designation to Industrial
- Targeted Infrastructure Investments: Develop road network as needed

Map 15: Proposed Hub Expansion



# REDEVELOPMENT PLAN

## PHASE 2: DOWNTOWN MIXED USE

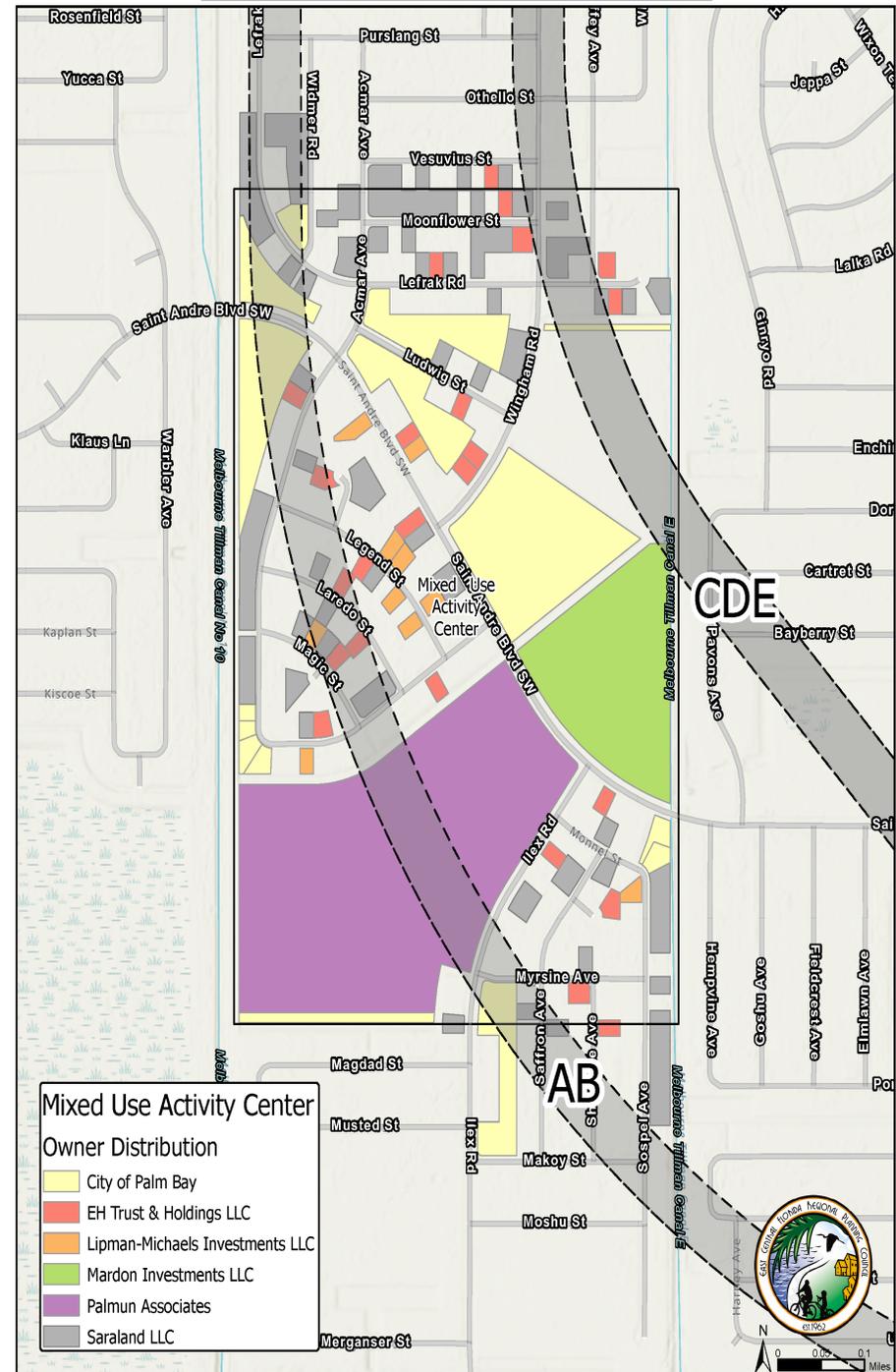
When the St. John's Heritage Parkway is completed, the most promising redevelopment area is south-central part of the Compound. The City of Palm Bay owns about 33 acres spread between 15 parcels. Another parcel of importance is the 47-acre parcel owned by Palmun and Associates. For this recommended area, corridor AB would pass through key City parcels allowing for connection. Moreover, with corridor CDE, there is also the possibility of City parcel connection.

This section will act as the receipt area for the TDR credits from the conservation area. As depicted in the adjoining map, Saraland LLC already owns several contiguous parcels that could benefit from increased densities. Finally, because the area is remote, the property owners will need to invest in new infrastructure such as a package plant to be able to provide sewer services to these properties. The ECFRPC does not recommend that the City use its capital improvement monies to fund this investment. It would be more efficient for the City to start conversations with the large property owners to explore the possibility of adopting a Special Assessment District or a Community Development District to pay for the new infrastructure.

### Redevelopment Strategies

- Adoption of a Transfer of Development Rights Ordinance: Receipt Area
- Special District: Evaluate the feasibility of adopting a CRA, CDD, or Special Assessment District

Map 16: Proposed Mixed-Use Center

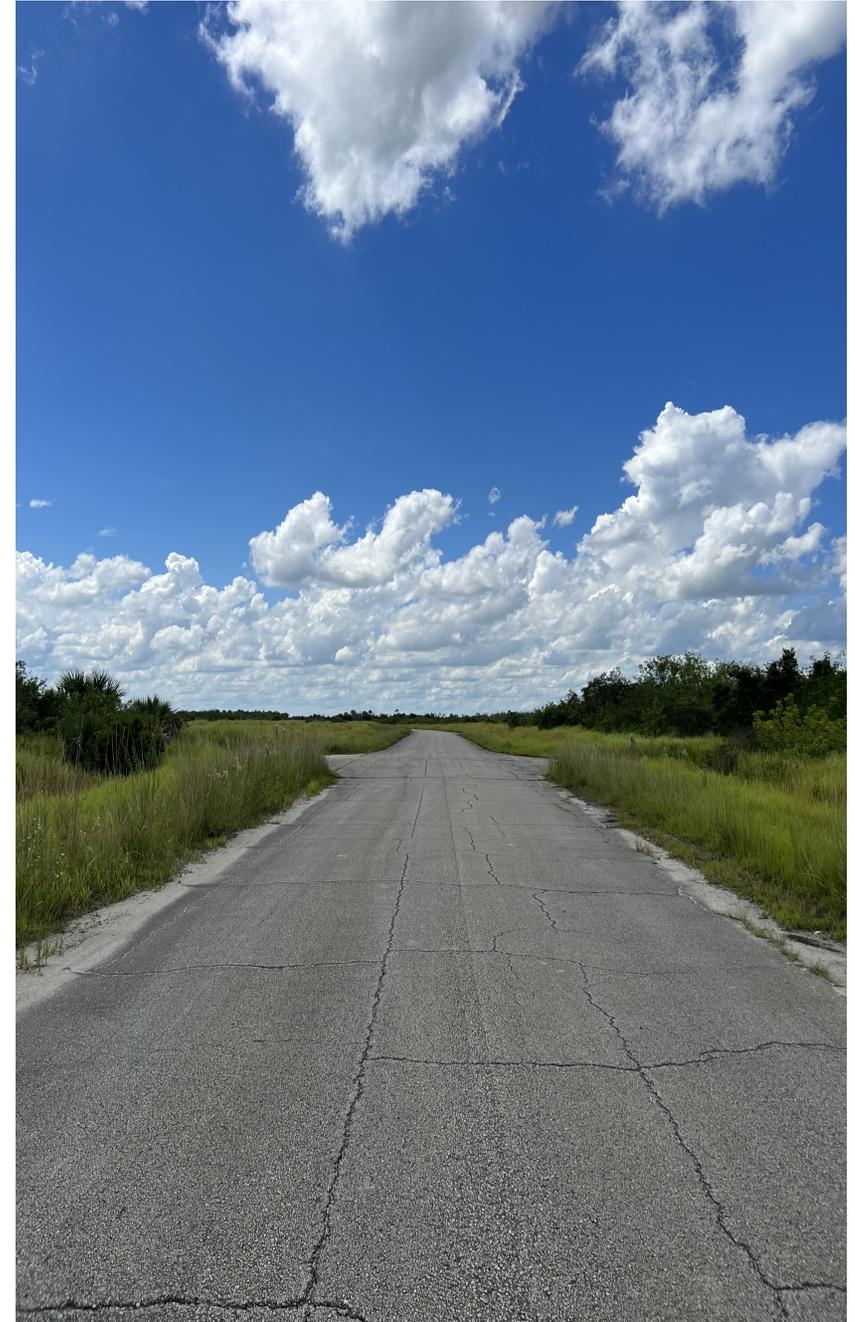
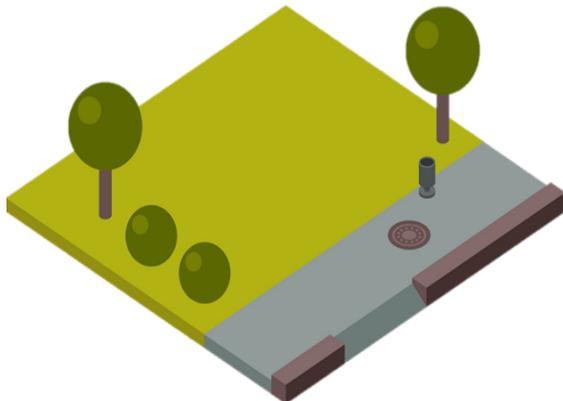


# REDEVELOPMENT PLAN

## CONCLUSIONS

The Compound is very similar to other large pre-platted communities located in Florida, the desert Southwest, the Pocono Mountains, among others. A real estate market failure, these developments remain unbuildable because the properties usually lack access to basic infrastructure such as roads, water, and sewer lines and it is not economically feasible for the jurisdiction to provide these services. This conceptual plan intends to provide a realistic road map to start redeveloping this area. The next deliverable will provide more detail about possible uses for the plan's focus areas and a summary of next activities that need to be accomplished.

Finally, it is important to note that there are vast portions of the Compound (specifically in the east side) that are not addressed in the plan. This was done purposely. The absence of a good roadway network and the non-contiguity of most parcels affect the feasibility of redeveloping any of these areas.

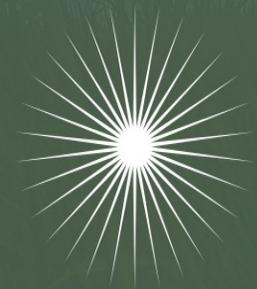


Above: Photo captured by the intersection of JA Bombardier Blvd. SW and Carter Avenue SW of the Compound by the ECFRPC on September 2023.

Left: VectorShowStudi.



# STRATEGIC PLAN



# INDUSTRIAL/MANUFACTURING HUB

The land use and ownership characteristics of the Compound's northeast quadrant make it the best target area for redevelopment. JA Bombardier Boulevard already provides access to another major employer within this area and it has access to water/sewer infrastructure. Over 75 percent of the land within this area is owned by three property owners: City of Palm Bay, BRP US Inc, and Cogen-Wingham Partnership. Based on Palm Bay's current economic base and surrounding land uses, the best use for this area would be to serve as industrial/manufacturing/research park. In order for this to work, the City needs to focus on the following: avoiding residential intrusion, planning for infrastructure improvements and site readiness, and steering development of the plan.

## GOAL 1 Protect Viability of Employment Center

The biggest challenge for the redevelopment of the North east quadrant is the potential intrusion of residential uses into the area. Generally, most industrial uses have a significant impact on their surroundings areas because they produce excessive levels of noise, odor, pollution, truck traffic. These activities are incompatible with residential development. This was a concern shared by BRP Inc.'s leadership during the ECFRPC's site visit. Thus, the first task that the City should focus is on protecting the long-term viability of the future industrial park. This could be partly achieved by changing the future land use designation of the 18 properties it owns to support both heavy and light industrial uses. Changing the entitlements of the City owned parcels would hopefully spur activity within the privately owned properties. However, the City should be intentional in coordinating with the other large property owners. Another important step is the consolidation of properties along JA Bombardier Blvd. The City should concentrate its efforts in acquiring the 32 single-family lots that surround the City owned properties. Because of the importance of these properties for the long-term success of the new industrial park, the City should explore if eminent domain could be used if the property owners refuse to sell. Finally, the City should consider vacating the northern section of Absher Way SW, which is a sinuous road that doesn't really go anywhere. Most lots would still keep their access through Sapodilla Road SW.

### *Protect viability of the Employment Center*

1. Change the future land use designation of City owned properties to Industrial
2. Coordinate activities with quadrant's largest land owners
3. Acquire properties along JA Bombardier Boulevard and near City owned properties
4. Vacate right-of way along northern part of Absher Way SW



Source: <https://www.loopnet.com/Listing/2725-2755-Kirby-Cir-NE-Palm-Bay-FL/17878636/>

# INDUSTRIAL/MANUFACTURING HUB

## GOAL 2 Explore Feasibility of Infrastructure Improvements and Site Readiness

The transformation of the northeast quadrant into an industrial/manufacturing hub will require significant investments in infrastructure. Currently, part of the quadrant has access to a major roads and water and sewer services. However, the City will need to extend the capacity of JA Bombardier and Wingham roads to connect the major parcels. This last road could serve as a connector to the planned St. John's Heritage Parkway extension, which would provide future tenants with direct access to I-95. Water and sewer lines would also need to be extended to go farther inland to at least serve most of the City owned parcels. The City should direct its Public Works and Utilities Departments to estimate the cost of extending both of these services. It would be wise to also start coordinating with Florida Power and Light (FPL) to learn if there is capacity to provide electricity. However, there should be no new investments in infrastructure until the property entitlements are changed. Otherwise, there could be intrusion of residential uses in the area.

Finally, the City of Palm Bay should also work to improve the readiness of its sites for future development. Part of this process includes assessing the parcels for possible contamination. The City of Palm Bay has already partnered with the ECFRPC on an application for the federal Brownfields program. If approved, the City would be able to get assistance from an environmental consultant to conduct these assessments. While the properties are currently vacant, the sites may have been impacted by unapproved activities and illegal dumping. This type of analysis will help City officials determine the effect that these activities had on these properties and understand if there is a need for further clean up.

### *Improve Feasibility of Infrastructure Improvements and Site Readiness*

1. Increase capacity of JA Bombardier and Wingham roads
2. Extend water and sewer lines as the area is developed
3. Use the brownfields program to assess sites for contamination



# INDUSTRIAL/MANUFACTURING HUB

## GOAL 3 Steer development of new industrial park

Once the previous goals are met, the City can start coordinating the development of the new industrial park. As part of this process, the ECRPC recommends that City officials develop a task force comprised of local governments, economic development agencies, property owners, and other stakeholders. This group could help to identify resources and funding opportunities needed to complete the infrastructure improvements. They may also be helpful in providing more visibility to the northeast quadrant.

The ECFRPC also recommends that the City develop a request for qualifications/proposal (RFP) to hire a firm or consortium to take over the planning and development of the park. For example, Osceola County contracted with the Perkins and Will firm to develop a master plan for its Neo City site. During a two-year process, the firm developed a district plan that included site plan design and preliminary engineering services. While at a much smaller scale, such type of firm will help to move the vision of this industrial park forward. Once the park has received

Finally, the amount of bad press the area has received over the years has been a problem. Because of this, it might be a good idea to rename the north east quadrant. Because of the large number of high tech jobs already located within the City, a good name for this area might be Palm Bay Technology Park. However, the ECFRPC does not recommend that this rebranding occur until there has been significant progress on the project. Otherwise, it would be perceived by the general population as a public relations exercise and undermine the credibility and long-term viability of the project.

### *Steer development of the new Industrial Park*

1. Develop intergovernmental task force to assist with the development of the park
2. Develop RFP to identify master development firm or consortium to lead, the planning, development, and operation of the park
3. Rebrand the northeast quadrant as the Palm Bay Technology Park



Source: <https://www.loopnet.com/Listing/2330-Commerce-Park-Dr-NE-Palm-Bay-FL/31000568/>

# INDUSTRIAL PARK EXPANSION

The expansion of the St. John's Heritage Parkway will open the area south of the proposed industrial park to further development. The largest parcels are owned by the City of Palm Bay. Therefore, this area can serve as natural expansion of this north east quadrant's industrial manufacturing hub. Thus, the recommended strategies to this area are similar to those proposed for the north east quadrant.

## GOAL 1. Facilitate Employment Center Expansion

Based on the sketches gathered from the St. John's Heritage Parkway Project Development and Environment, it seems that the proposed CDE extension would be most advantageous for the development of the employment center expansion because it passes closest to the City-owned parcels. Moreover, Roland Drive and Ottawa Circle could be expanded to help improve access through the site. Route AB would probably be more costly because the City will need to build east-west roads to connect to the parcels. Therefore, it is in the City's best interest to coordinate with the Florida Department of Transportation and other stakeholders to make sure that the best the first route is selected.

Similar to the northeast quadrant, the ECFRPC recommends that the City change the future land use designation of its parcels to Industrial. While there are not many other large parcels within this area, the construction of the road could lead to the haphazard development of this area. To prevent this situation, the City should continue acquiring the parcels adjoining the largest lots and consider vacating rights-of-way as needed.

### Facilitate Employment Center Expansion

1. Coordinate with FDOT and the other stakeholders on St. John's Heritage Parkway Expansion
2. Change the future land use designation of City owned properties to Industrial
3. Continue acquiring properties adjacent to City parcels
4. Vacate right-of ways as needed



Source: <https://www.crexi.com/lease/properties/152423/florida-15711591-robert#overview>

# CONSERVATION AREA

Because of its location and environmental features, the west side of the Compound is best suited for conservation and recreation areas. The area already adjoins the Three Forks Conservation, a cooperative effort between the St. John's River Management District and the U.S Army Corps of Engineers to provide flood control and environmental protection. This natural area already contains 70 miles of trails, primitive camping sites, boat launches, and picnic areas. Within the actual Compound, the Melbourne-Tillman District owns over 250 acres of land, most of which is located in the southern part of the area. The City of Palm Bay should continue to support environmental stewardship within these efforts.

## Goal 1 Promote environmental stewardship on the west side

The first step is to assist with property acquisition efforts. To do this, city officials should coordinate with agencies and other organizations to develop a plan to acquire more properties within this area, especially those that are near City owned parcels. Such an effort might be assisted by using grants and other state funding as available. Because of the distribution of City owned land across the area, the ECFRPC is not recommending a specific focus area.

While this portion of the Compound would probably remain undeveloped because of the lack of infrastructure and road access, the City will also need to take into account the rights of individual property owners. The best way of achieving this is by developing mechanisms to allow large property owners to build in other areas. Therefore, the City should work to develop a Transfer of Development Rights (TDR) Ordinance for this area. This would allow large property owners like Saraland LLC to develop at a higher density within other parts of the Compound that are more suitable for development.

### *Promote environmental stewardship on the west side*

1. Coordinate property acquisition with other agencies and organizations
2. Develop TDR Ordinance
3. Develop a recreational plan for the area

Finally, the ECFRPC recommends that the City work to develop a recreational plan for this area. The Compound is already a popular destination for recreational activities. Therefore, opening some of the City owned parcels for leisure services might be a good idea. This should be done in an orderly way so as not to overwhelm the area. Based on the current characteristics and property ownership patterns, the City may want to consider developing a more active uses on the northern part of the Compound along J.A. Bombardier Blvd. The City already owns several large parcels within this area. The southern part of the conservation area should be left for more passive uses such as bird watching, hiking, and ecotourism uses.

The ECFRPC identified several park sites that share similar characteristics with The Compound. For example, a former dumpsite in Clarksville (IN) is currently being remediated to be redeveloped as [Origin Park](#). Based on the approved master plan, this new facility will host a variety of uses including an active park. The area comprising Indian Basin Waterfront Park in San Francisco (CA) was home to many industrial uses before it was revitalized for recreational uses.

# DOWNTOWN/MIXED USE

The expansion of the St. John's Heritage Parkway will open the south central part of the Compound to new development. While this area is more remote than the other parts of the Compound, it is comprised of several large parcels that are prime for development once the new road is built. Three large property owners (Saraland LLC, FH Trust and Holdings, and Lipman Investments) also own multiple parcels within this area. The road network also offers better connectivity than other sections of the Compound with St. Andrews Blvd traversing most the area. Based on this characteristics, the ECFRPC believes that this would be a good location for a downtown/mixed-use center.

## Goal 1 Facilitate the development of a new mixed-use center

Unlike with the employment center expansion, the location of the St. John's Heritage Parkway should not have many implications for the development of the area. The City of Palm Bay should start communicating with some of the large property owners to coordinate the development of this area. The objective here is to define ways to pay for the necessary infrastructure to make the development viable. For example, since the area is far away from water and sewer services, the property owners would probably need to build a package plant. The development of a Community Development District (CDD) might be the best way to pay for the new infrastructure. Such an entity would have powers to plan, finance, construct, and maintain new infrastructure. This model allows property owners to finance this development through self-imposed fees and assessments. If this is the desired structure, then the City should consider selling its properties to allow more private ownership within this area. In turn, the monies from these transactions could be use to buy more properties on the Conservation area. Unlike with the other areas, there is no urgency to change property entitlements. However, when the City develops its TDR ordinance, this should be the receiving area that would benefit from the additional density.

### *Facilitate the development of mixed use center*

1. Coordinate with largest property owners
2. Explore the possibility of starting a CDD within this area
3. Use TDR Ordinance to promote higher density development
4. Consider selling the City owned parcels when convenient



Source: <https://www.rios.com/mixed-use-districts/>



# APPENDICES

## APPENDIX 1: COMPOUND STRATEGIC PLAN

Conceptual Plan District	Strategies and Major Tasks	Priority			Potential Partners	Potential Funding Sources
		Low	Medium	High		
Industrial/ Manufacturing Hub	<b>Goal 1. Protect viability of the Employment Center</b>					
	Task 1: Change the future land use designation of City owned properties to Industrial			X	Not Applicable	Local Funds
	Task 2: Coordinate activities with quadrant's largest land owners		X		Palm Bay Chamber of Commerce	Local Funds
	Task 3: Acquire properties along JA Bombardier Boulevard and near City owned properties			X	Not Applicable	Local Funds
	Task 4: Vacate right-of way along northern part of Absher Way SW		X		Not Applicable	Not needed
	<b>Goal 2. Improve Feasibility of Infrastructure Improvements and Site Readiness</b>					
	Task 1: Increase capacity of JA Bombardier and Wingham roads			X	Space Coast TPO, Florida Department of Transportation	Local Funds, Inflation Reduction Act, Florida Job Growth Fund
	Task 2: Extend water and sewer lines as the area is developed			X	Not Applicable	Florida Job Growth Fund, Local Funds
	Task 3: Use the brownfields program to assess sites for contamination		X		East Central Florida Regional Planning Council	EPA Brownfields Assessment Grant
	<b>Goal 3. Steer development of the new Industrial Park</b>					
	Task 1: Develop intergovernmental task force to assist with the development of the park			X	Small Business Development Center, Palm Bay Chamber of Commerce, Economic Development Commission of Florida's Space Coast	Not Applicable
	Task 2: Develop RFP to identify master development firm or consortium to lead, the planning, development, and operation of the park	X			Small Business Development Center, Palm Bay Chamber of Commerce, Economic Development Commission of Florida's Space Coast	U.S Economic Development Administration, Local Funds
	Task 3: Rebrand the northeast quadrant as the Palm Bay Technology Park	X			Not Applicable	Local Funds

## APPENDIX 1: COMPOUND STRATEGIC PLAN – Continued

Conceptual Plan District	Strategies and Major Tasks	Priority			Potential Partners	Potential Funding Sources
		Low	Medium	High		
<b>Employment Center Expansion</b>	<b>GOAL 1. Facilitate Employment Center Expansion</b>					
	Task 1: Coordinate with FDOT and the other stakeholders on St. John's Heritage Parkway Expansion			X	FDOT, Space Coast TPO	Not Applicable
	Task 2: Change the future land use designation of City owned properties to Industrial		X		None	Not Applicable
	Task 3: Continue acquiring properties adjacent to City parcels	X			Brevard County	Local Funds
	Task 4: Vacate right-of ways as needed	X			None	Not Applicable
<b>Conservation Area</b>	<b>Goal 1. Promote environmental stewardship on the west side</b>					
	Task 1: Coordinate property acquisition with other agencies and organizations			X	Melbourne Tillman Canal District, St John's River Water Management District, Audubon Florida, Nature Conservancy	Local and State Funds
	Task 2: Develop TDR Ordinance		X		Property Owners	Not Applicable
	Task 3: Develop a recreational plan for the area	X			Melbourne Tillman Canal District, St John's River Water Management District, Audubon Florida, Nature Conservancy, Keep Brevard Beautiful	Florida Commerce's Community Planning Technical Assistance Grant
<b>Downton/Mixed Use Center</b>	<b>Facilitate the development of mixed use center</b>					
	Task 1: . Coordinate with largest property owners		X		Palm Bay Chamber of Commerce	Local Funds
	Task 2: Explore the possibility of starting a CDD within this area	X			Large Property Owners, FDOT	Local Funds
	Task 3: Use TDR Ordinance to promote higher density development	X			None	Not Applicable
	Task 4: Consider selling the City owned parcels when convenient	X			None	Local Funds

## APPENDIX 2: COMPOUND RECOMMENDED USES BY DISTRICT

Conceptual Plan District	Recommended Uses	Suitability		
		Low	Medium	High
<b>Employment Center and Expansion</b>	<b><i>Employment generation and economic development</i></b>			
	Indoor Agriculture/Aquaculture		X	
	Construction/Building Contractors			X
	Other Food/Beverage Manufacturing	X		
	Chemical Manufacturing		X	
	Fabricated Metal Product Manufacturing/Machine Shops		X	
	Machinery Manufacturing	X		
	Computer and Electronic Product Manufacturing			X
	Motor Vehicle Manufacturing (Aviation, Recreation, Watercraft)			X
	Semiconductors/Microelectronics			X
	Miscellaneous Manufacturing			X
	Warehouse and Distribution Services			X
	Information Technology/Telecommunications Establishments			X
	Ancillary Office Space	X		
	Training and Education Centers	X		
<b>Conservation Area</b>	<b><i>Protect and preserve natural environment</i></b>			
	Eco-Tourism (birdwatching, camping, picnicking )			X
	Walking Trail/Boardwalk			X
	BMX Track		X	
	Habitat Restoration		X	
	Events Pavilion	X		
<b>Downtown/Mixed Use Center</b>	<b><i>Dynamic environment to live, work, shop, dine, and entertain</i></b>			
	High Density Residential/Multifamily			X
	Retail/Commercial Space			X
	Institutional Uses (Schools, Universities, Cultural, and Civic Institutions)		X	
	Hotel/Accommodations	X		

# APPENDIX 3: What is a Transfer of Development Rights (TDR)

## WHAT IS IT?

A Transfer of Development Rights (TDR) is used in land-use planning to achieve specific goals, such as conservation or concentrated development. It is a voluntary program that involves two essential players:

- **Seller (Sending Area):** A landowner in a designated area with restrictions on development (like farmland or environmentally sensitive areas). This landowner can sell the development rights of their land.
- **Buyer (Receiving Area):** A developer in another designated area where higher density development is encouraged. This buyer purchases the development rights and uses them to build at a higher density than normally allowed.

The process goes as follows:

1. The landowner sells their development rights, but retains ownership and use of the land (with some limitations).
2. The developer gets to build a denser project in their area.
3. The community benefits from the preserved land in the sending area and the concentrated development in the receiving area.

A TDR program is useful for several reasons:

- **Conservation:** It allows landowners to get compensated for keeping their land undeveloped, protecting natural areas or historical sites.
- **Land-use Planning:** It guides development towards areas with better infrastructure and away from environmentally sensitive locations.
- **Economic Incentives:** It provides landowners with an economic benefit for not developing their land, while offering developers more flexibility in building projects.

## A FLORIDA EXAMPLE

Orange County, Florida has a Transfer of Development Rights (TDR) program (adopted in 1997) that aimed at balancing conservation with development, specifically for the “development of Horizon West, a 23,000-acre area planned for mixed-use villages and a town center, each surrounded by green space” allocated on the southwest portion of the county. Similar to the Compound, the area was owned by multiple

It works by doing the following:

- Land is divided into sending and receiving areas. Sending areas are environmentally sensitive places like wetlands and greenbelts. Development rights are removed from these areas and turned into TDRs.
- Receiving areas are designated for development. Developers can buy TDRs to increase the density of their projects in these areas.
- The number of TDRs a developer needs depends on both the type of land preserved in the sending area (wetlands generate fewer TDRs than greenbelts) and the desired change in density (increase or decrease) at the receiving area’s baseline density.
- The program aims to preserve green space while allowing for denser development in appropriate areas.

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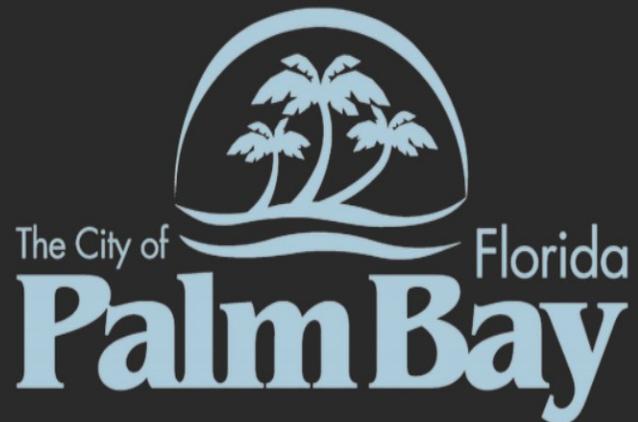
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