

# City of Titusville

Downtown Community  
Redevelopment Agency



## Annual Report FY 2012 - 2013

Prepared by  
City of Titusville  
Planning & Growth Management Department  
& Finance Department

# **Downtown Community Redevelopment Agency**

## **CRA Board Members:**

James H. Tulley, Chairman  
Martha Long, Vice-Chairman  
Kathleen Burson  
Walt Johnson  
Rita Pritchett  
Dr. Greg Aker  
Christi Anderson  
Curt Leady

## **CRA Staff:**

Mark Ryan, Executive Director, Community Redevelopment Agency  
Peggy Busacca, Executive Director, Planning and Growth Management Department  
Kevin Cook, P.E., Public Works Director  
Bridgette Clements, Finance Director  
Katherine Morgan, Finance Manager  
Ian Proverbs, Finance Manager  
Wanda Wells, City Clerk



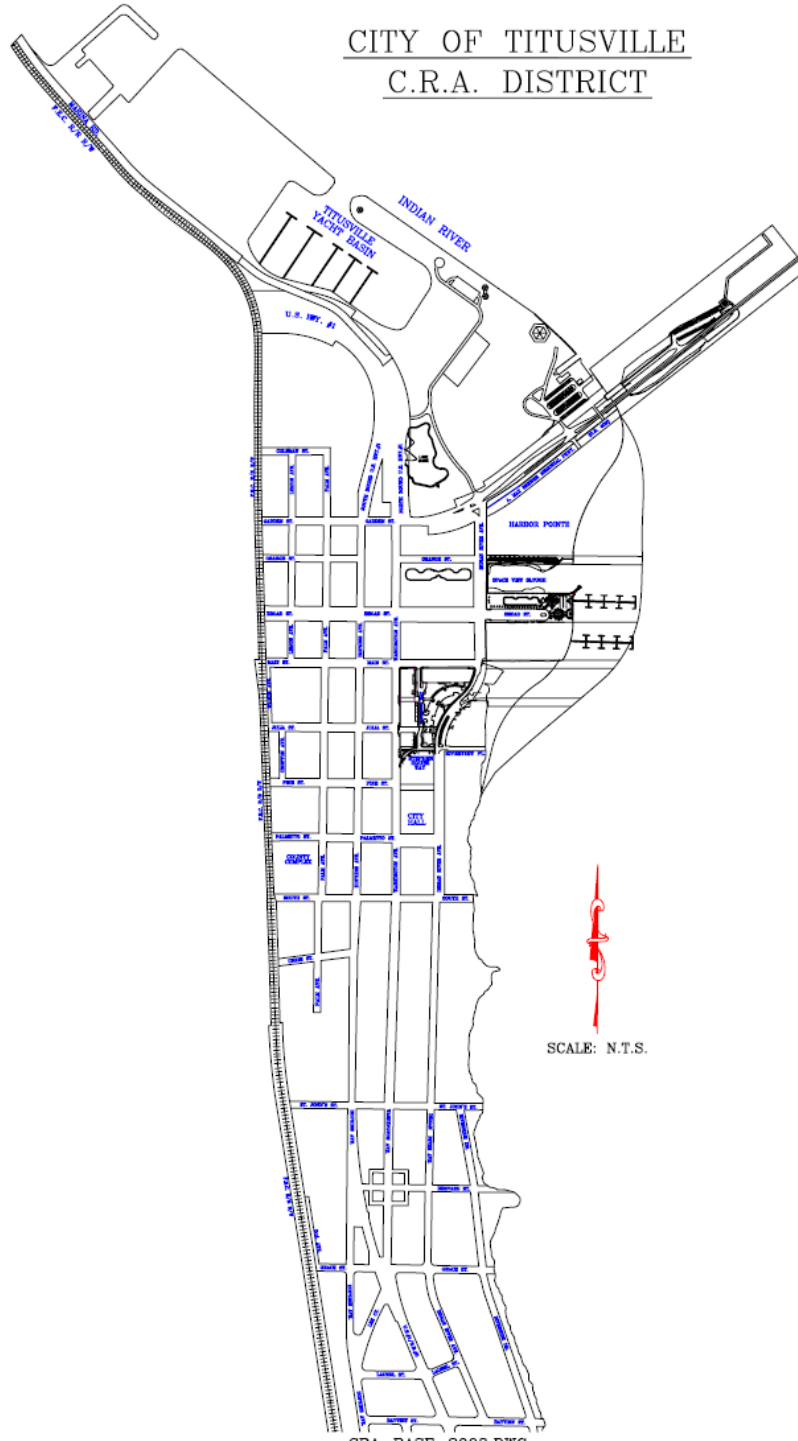
## **Introduction**

The City of Titusville's Downtown Community Redevelopment Area (CRA) was created in 1982, and the Community Redevelopment Plan was adopted in 1984. For over twenty years, the Titusville Community Redevelopment Agency has played an integral role in the revitalization of the Downtown area and the surrounding community. The Downtown area has faced many challenges similar to those in other areas of Florida and the nation. The vision of Titusville's Downtown was established by residents who attended workshops in the 1980's and 90 has and determined a set of goals and priorities that have evolved over the years. The original vision of the Redevelopment Plan still stands as a foundation for redevelopment in the Downtown and surrounding neighborhoods.

In an effort to provide residents and visitors with a memorable experience, the City envisions the addition of new mixed-use buildings on infill lots, new open space amenities, enhanced streetscape conditions, new public facilities and new regional stormwater parks. The standards will be aimed at increasing the area's capacity to accommodate new growth while preserving the historic character of the community. By combining these features with a smarter approach to growth, The City will realize a downtown that will attract sustainable growth and create a unique sense of place in which all residents can be proud.

The Downtown CRA encompasses approximately 300 acres of land on the eastern edge of the City and is over a mile and half from its northernmost area at the municipal waterfront park and marina complex, to its southern terminus at Grace Street. The CRA includes the Historic Downtown, or core area and a number of small neighborhoods. The CRA is bounded by the Indian River waterfront on the east and north and by the Florida East Coast Railroad tracks on the west. The CRA parallels the Indian River and includes over 1.9 miles of waterfront as shown on the map on the following page.

CITY OF TITUSVILLE  
C.R.A. DISTRICT



CRA-BASE-2008.DWG

## **Tax Increment Financing Revenues**

Historically, the Downtown CRA has had a steady, but low, Tax Increment Revenue per year since the inception of the CRA. However, the CRA Trust Fund started to increase significantly when the Harbor Pointe condominium complex was completed.

**Table 1: Tax Increment Revenues by Year**

FY 2005-2006	\$268,508
FY 2006-2007	\$574,727
FY 2007-2008	\$955,027
FY 2008-2009	\$916,623
FY 2009-2010	\$729,703
FY 2010-2011	\$724,997
FY 2011-2012	\$644,893
FY 2012-2013	\$646,170

The Tax Increment Financing (TIF) revenues for the Downtown CRA increased substantially in fiscal year 2007 - 2008 to \$955,027. This was primarily due to the addition of the Harbor Pointe condominium development to the tax rolls. The first building was added to the tax rolls in fiscal year 2006 - 2007. This revenue allowed the CRA to complete projects that were not possible with revenues from the previous years.

The three remaining Harbor Pointe buildings were added to the tax rolls in fiscal year 2007 - 2008. However, due to the economic downturn and increased foreclosures the revenue in fiscal year 2008 - 2009 decreased to \$916,623. The revenue for fiscal year 2009 - 2010 was approximately \$729,703. Revenues for the 2010 - 2011 fiscal year decreased further by almost nine percent (9%) to approximately \$724,997. Continuing the downward trend of property values within much of Florida, unaudited revenues for fiscal year 2011-2012 decreased eleven percent (11%) to an estimated \$644,893. TIF revenues in FY2012-2013 essentially remained flat, with an increase of 0.2%. Although it appears that TIF funds have stabilized, these revenues are still significantly less than in FY2007-2008. This reduction in revenues has resulted in a greater percentage of revenues being dedicated to debt service, thereby limiting redevelopment projects that are being undertaken by the CRA.

In 2011, the CRA authorized issuance of Public Improvement Revenue Note in an amount not to exceed \$2,535,000 to finance roadway and landscaping improvements in conjunction with the FDOT U.S. 1 project. In February 2013, the CRA approved partial repayment of the loan in the amount of \$850,000. The repayment funds were the result of lower than anticipated projects costs and the CRA's action produced a total savings of \$1.27 million. The loan repayment also reduced the annual debt service by \$74,000 per year, thus providing more opportunities for capital projects in the future.





*Harbor Pointe Condominiums on Indian River Avenue*

## **Fiscal Year 12-13 Capital and Non-Capital Projects**

The Downtown CRA has continued with existing projects and completed a number of recent projects during the 2012 - 2013 fiscal year. The Capital Projects include the following:

- ❖ Julia Street Parking Lot, and
- ❖ Indian River Bike Path Repairs.

The Non-Capital Projects are as follows:

- ❖ US 1 Corridor Streetscape Landscaping and Maintenance,
- ❖ Downtown Street Events and Marketing, and
- ❖ Historic Preservation Board activities.

## **Titusville Landscaping and Maintenance**

The CRA has replaced plantings, lighting and street furniture in the Titusville Downtown Commons area. The CRA provides for general maintenance of the Commons and plans for future planting and upgrades to the lighting along Indian River Avenue.



### *Landscaping in the Julia Street Courtyard and Downtown Commons*

The US 1 Streetscape Plan utilized drought tolerant plants to minimize water usage. In order to provide a higher level of maintenance provided by Florida Department of Transportation, the Community Redevelopment Agency has accepted landscape maintenance. The CRA also continues to fund the water and utilities along US 1.



### *US 1 Streetscape Plan Downtown Core Area*





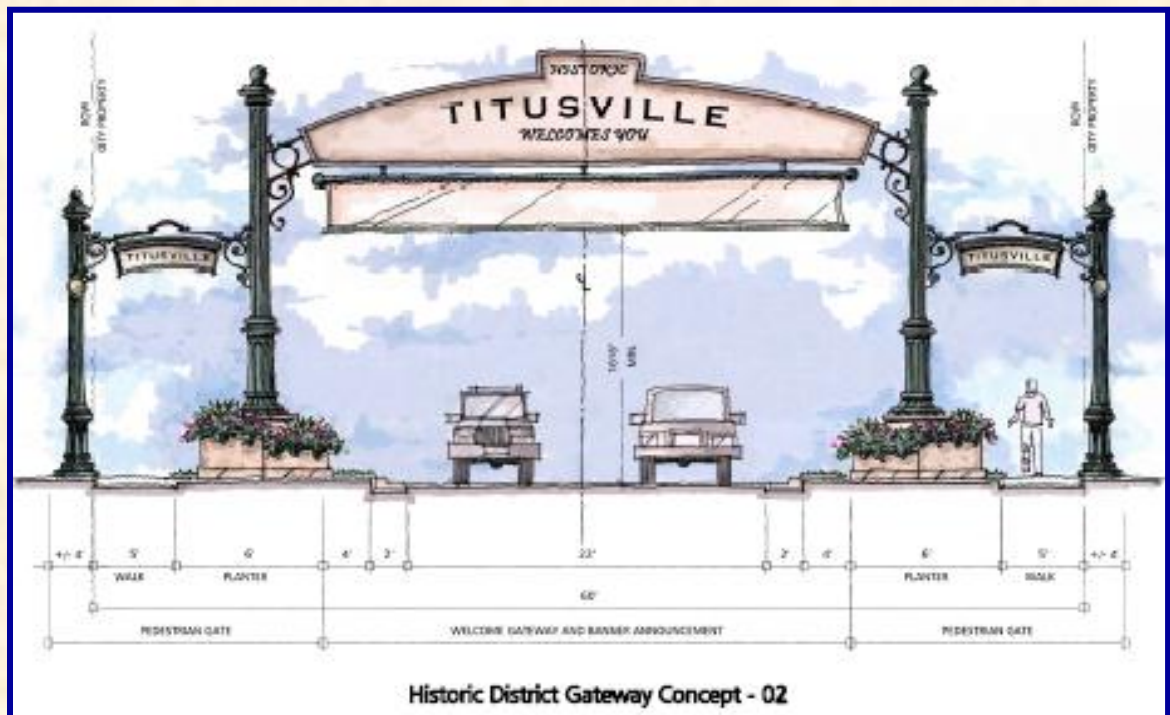
*US 1 Streetscape Plan includes drought tolerant plants*

## US 1 Corridor Streetscape Plan Capital Improvement Projects

The US 1 Corridor Streetscape Plan was a wide-scale resurfacing and road enhancement project. The boundary of the project is between Garden Street to the north and Grace Street to the south. The goals of the project included adjustment of the horizontal alignment, traffic calming the provision of greater pedestrian activity, shaded areas, revised parking, wider sidewalks, landscaping and historic lighting. The CRA entered into a Local Funding Agreement with the Florida Department of Transportation (FDOT) to provide for a conceptual design of streetscape improvements for the US 1 Corridor, which includes Washington Avenue and Hopkins Avenue. The consulting firm of Wilson Miller provided design and engineering services. The City worked closely with the FDOT to adhere to their schedule and coordinate the streetscape plan with the FDOT resurfacing project.

Construction began in July of 2009 and was complete by the end of 2011. The original estimate for the project was \$1.7 million. However, the actual cost was lower than expected at approximately \$1.4 million.

In October 2011, Keep Brevard Beautiful presented the Building a More Beautiful Brevard Award to the Community Redevelopment Agency for the US1 Streetscape project.



*US 1 Corridor Streetscape Concept Plan, Entryway Feature*

Ongoing Capital Improvement Projects include the following:

#### Julia Street Parking Lot

The funds allocated for this project were \$450,000. The project was awarded at \$237,536, 53% (fifty-three percent) of the budgeted amount, and was in May 2013. A request for proposal for solar lighting was issued; however, there were no responsive proposals submitted. It was intended that solar powered lights within the Julia Street parking lot would serve as a pilot project, and the project is under further evaluation by staff.

#### Overhead Entrance Sign

The CRA originally allocated \$100,000 for this project. Proposals received by the City in 2013 in response to the Request for Proposals significantly exceeded the budgeted amount and the project funds have been reallocated. Plans for the entrance sign (concept plan shown above) remain, but the project has been delayed indefinitely.

#### Indian River Bike Path Repairs

Funds allocated for this repair project were \$55,000. The contract was awarded at \$27,105, which is 49% (forty-nine percent) of the budgeted amount. The project has been completed, and the remaining funds will be reallocated.

#### Downtown Banners

Downtown Banners were created and installed on the lampposts within the historic downtown for a cost of \$2,500. After a short time, it became apparent that the lampposts would require some modification to secure the banners during wind events, and these modifications are being designed.

#### Marina Sidewalk Connections

The funds allocated for sidewalk connections were \$90,000. The contract was awarded in the amount of \$31,460, 35% of the budgeted amount. The project has been completed.

#### Main Street Streetscape

The Main Street Streetscape project extends from Palm Avenue to Indian River Avenue. As part of the prepayment of Public Improvement Revenue Note, funding for the project has been reduced to \$150,000. Public Works will revise the project limits and create a new concept based upon the new funding allocation.

#### Downtown Restroom Facilities

The CRA has discussed the need for public downtown restroom facilities to serve visitors to the downtown, as well as provide facilities for special events. The CRA is evaluating options that include lease of portable restroom trailers and construction of permanent restrooms. At this time no decision has been made, and the discussions are ongoing.



## Downtown Commercial Beautification Program

The intent of the Downtown Commercial Beautification Program is to provide incentives to existing and new property owners to upgrade the exteriors of Downtown properties. The program's focus is to improve Downtown aesthetics and property values, which in turn will lead to higher occupancy rates and revitalization.

In 2007, staff created the recommended Policies and Procedures Manual, funding agreement, and grant application. In 2009, the program was clarified and revised. The program provides grants to commercial property owners up to \$40,000 per property. The grant can be used to complete improvements considered eligible to the exterior of the property. The program also requires repayment of the grant in the event that the property owner does not maintain the improvements or sells his property within five years. Repayment of the grant is forgiven after a five-year period.



*Pritchard House after Renovation*

In 2008, the CRA approved \$80,000 for the Façade Grant Improvement Program. The program was so successful that the funds were exhausted by May of 2009. For fiscal year 2009-2010, the CRA approved a budget appropriation of \$120,000. In May of 2011, the board provided additional funding in the amount of \$90,000 to the program. Since that time, available funding for the program has been reduced to \$50,000 per year, and applications for the program have slowed. The following improvements were completed over the past year in the Downtown:

- Signage, gutters, and roofing improvements were made, as well as concrete stairs added to the rear of at 304 S. Washington Avenue for a total project cost of \$93,928. The Commercial Beautification Grant totaled \$40,000.

- Windows, awnings and signage were improved at 600 S. Hopkins Avenue. The project cost was \$46,089 and the CRA grant amount of \$14,198.
- A complete renovation of the dilapidated commercial structure at 1021 S. Washington Avenue has resulted in an office building to be used for medical offices. The project was estimated to cost \$108,755.83. The CRA's Commercial Beautification Grant totaled \$35,802.

These three (3) projects resulted in improvements totaling \$248,772.83, with a CRA investment of \$90,000.





*Improvements to Caffè Chocolat included New Signs, Roof and Outside Stairs*



*Improvements to 600 South Hopkins Avenue*

## **Downtown Events and Marketing**

In September 2011, the Community Redevelopment Agency entered into a contract with Main Street Titusville Corporation to manage and coordinate events focused on revitalizing the Downtown area. The \$61,535 contract included the cost of road closures, law enforcement, promotion and entertainment for several types of events intended to encourage pedestrian traffic and enhance economic vitality within the CRA district. In addition to those funded by the CRA, Main Street Titusville Corporation also coordinated several events made possible by direct sponsorship and fund raising activities.

In October 2012, the Community Redevelopment Agency voted to pursue a new option to support downtown events – the Special Event Grant Program. The intent of the program is to support the efforts of local non-profit organizations in the coordination of downtown events. Criteria for grant awards include impact to economic viability of downtown; percentage of non-CRAs funding for event; and growth in event year over year. It is intended that the CRA will continue to reduce support of downtown events in the coming years, thus freeing up monies for more redevelopment projects.

In fiscal year 2012-2013, the CRA approved special event grants for the following events within the CRA:

- Rotary Chili Cook-Off and Max K. Brewer Bridge 5K Run,
- St. Gabriel's Episcopal Church 125<sup>th</sup> Anniversary Celebration,
- Indian River Festival, and
- Sea Turtle Festival

In addition, the CRA acted as coordinator for a Downtown Car Show in November 2012, and the Let It Snow Downtown Street party in December 2012. The City of Titusville Community Redevelopment Agency was recognized by the United States Marine Corps Reserve for its support of the 2012 Brevard County Toys for Tots Campaign.

During 2012, both the Titusville Chamber of Commerce and the Downtown Merchants Association coordinated food truck events that brought a great number of visitors from outside of North Brevard. The Food Truck Wars event in December 2012 had an estimated attendance of over 10,000 people. This event was considered by merchants to be an excellent opportunity to show case Downtown Titusville and was well received by the community in general.

In 2013, the Community Redevelopment Area served as the hub for the inaugural RocketMan Triathlon activities. The Triathlon brought over 1200 athletes from around the world to Kennedy Space Center, the Merritt Island National Wildlife Refuge, the Canaveral National Seashore and Downtown Titusville. Future RocketMan Triathlons are expected to occur outside of the Community Redevelopment Area, but will still serve to introduce visitors to the many resources in Titusville and the Downtown Community Redevelopment Area.

The Downtown Titusville Merchants Association continues to serve as a voice for downtown merchants as well as point of coordination for its members.



*Downtown Let it Snow Event*

## **Economic Development Incentive Programs**

In 2012, the Community Redevelopment Agency adopted two (2) additional economic development incentive programs – Loan Interest Subsidy Program and Job Creation Bonus Program.

Expanding businesses in the City of Titusville Downtown Community Redevelopment Area (CRA) or new businesses locating in the CRA may be eligible for the Job Creation Bonus (JCB) incentive. The purpose of the JCB Program is to encourage the expansion of existing businesses and the location of new businesses in the Downtown by providing resources for job



creation for targeted industries and professions in targeted areas, thus accelerating the redevelopment of the Downtown.

Eligible businesses may qualify for the JCB Program and receive CRA Capital Investments up to \$10,000 per job created for specific uses: light industrial manufacturing, professional services, retail, food services and entertainment establishments.

The purpose of the Loan Interest Subsidy Program is to encourage the expansion of existing businesses and the location of new businesses in the Downtown by expediting the interior and exterior improvements, additions to buildings, the provision of necessary infrastructure, and qualified equipment purchases. Eligible businesses may qualify for the LIS Program and receive CRA Capital Investments up to \$50,000 in return for the following:

1. Expanding and improving older and underused buildings to increase commercial and residential intensity or renovating a historic structure;
2. Assisting the small business community grow and prosper;
3. Promote job creation in the CRA District;
4. Promote pedestrian and transit use in the CRA District;
5. Increase the customer base or customer opportunity in the CRA District.

To date these programs have not been utilized, but as the general economy improves, it is anticipated these programs will become increasingly important to the revitalization of the CRA district.

## **Downtown Stormwater Development Plan**

The Downtown Stormwater Development Plan is one third of a three-part project, working in unison with the Land Development Regulations and Urban Design Manual described below. The City allocated \$100,000 in fiscal year 2007-2008 to prepare a Downtown Stormwater Development Plan. An additional \$20,000 was allocated in 2009 to compile and verify existing data.

The objective of the Downtown Stormwater Development Plan is to identify a stormwater management system or other alternatives capable of meeting the stormwater requirements for new CRA development or redevelopment, with the following goals:

- Provide flood attenuation and improve water quality,
- Provide an alternative for stormwater management,
- Identify different techniques that could be utilized to manage the stormwater that is generated from additional developments or re-developments,
- Determine the feasibility of implementing in the study area the identified techniques,

- Review applicable City' rules and regulations, and identify those that need to be amended recommending the appropriate changes,
- Review other applicable City policies and stormwater requirements that require compliance or modification.

Overall, the Stormwater Development Plan will identify opportunities for upgrading central public infrastructure facilities that will assist in attracting private-sector investment and infill development. In October 2010, the CRA Master Drainage Study that includes an analysis of the existing stormwater system within the CRA District was completed. The next step is to develop alternatives for the provision of a regional stormwater system to serve new development and redevelopment consistent with the City's *Land Development Regulations* and the Total Maximum Daily Load (TMDL) for the area. Subsequent implementation of a regional stormwater system would enhance opportunities for both new development and redevelopment within the Community Redevelopment Area.

In October 2012, the CRA approved the draft Request for Proposal to develop the Stormwater Action Plan with funding through the Community Development Block Grant (CDBG). The proposed Scope of Services included staff securing a Section 108 Loan through CDBG funds to construct the stormwater pond that would allow staff to go outside the CRA boundaries, to provide an amenity to the neighborhood to the east, to allow treatment to the stormwater prior to it becoming an issue to the downtown, and to also include recommendations and new code regulations for the downtown that will support redevelopment within the CRA district.

## **Downtown Mixed Use - Smart Code for the Community Redevelopment Area**

The Downtown Master Plan, adopted in 2006, was intended to guide and coordinate growth in the Downtown area through a variety of initiatives. New design and land development regulations were identified as high priorities in the Master Plan to improve future development opportunities and reinvigorate the CRA. To provide residents and visitors with a more memorable experience, the plan recommended the addition of mixed-use buildings on infill lots, open space amenities, enhanced streetscape conditions, public facilities and stormwater parks.

In FY 2007-2008, funding for \$120,000 was allocated to update the Central Business District regulations. The revision was aimed at streamlining the process, increasing the capacity to accommodate new growth and preserving the historic character of the community.

The new regulations are divided into five sections to provide more applicable direction to both staff and developers based on the specific area of development. The Central Business District regulations were revised and renamed the Downtown Mixed Use District – Smart Code and was



approved in 2010. The signage section was approved in early 2011 and the landscape section was adopted in 2012.

Ongoing utilization of the Downtown Mixed Use District – Smart Code resulted in staff identifying a number of minor revisions that could be made to clarify code language. This sort of review is a continuous improvement process, and the first ordinance “cleaning-up” the code was adopted in 2012. It is anticipated that the Code will continue to undergo modifications as the community needs evolve.

## **Urban Design Manual**

The City allocated \$169,000 in fiscal year 2008-2009 to update the existing Urban Design Manual that was originally compiled in the early 1980s. The manual is the third part of the overall update to the Stormwater Development Plan, Land Development Regulations and Urban Design Manual.

The update of the Urban Design Manual was in response to the concern of Titusville residents to assure that future development would proceed in a uniform and cohesive manner. The main goal of the manual is to improve the aesthetic and functional conditions through design guidance while still allowing creativity and flexibility. The manual was developed to direct a consistent overall appearance, promote economic gain and encourage safety and welfare. The guidelines are a tool for City staff to review projects and for developers to supplement the land development regulations and ordinances. They are applicable to new development as well as the improvement of existing structures, including historic buildings. The manual was completed and approved in November 2010 and has been an effective tool in the redevelopment process for use with the Land Development Regulations.

## **Historic Preservation**

The State Division of Historical Resources has a new program for Historic Preservation grants. The purpose of the program is to assist in the identification, excavation, protection, and rehabilitation of historic and archaeological sites in Florida and to encourage historic preservation in smaller cities through the Florida Main Street program.

Some of the projects that qualify for funding include excavation and development, survey, planning and education projects. Local government and non-profit organizations are encouraged to apply. This program is a matching grant program. The maximum matching grant award is \$50,000. The grantee is required to provide a matching share equal to the grant award in cash or in-kind services.

A Historic Property Survey was conducted for the City of Titusville in 1987. An updated survey of historic structures, especially within the Downtown Community Redevelopment Area (CRA), is listed as a major goal established in the Downtown "Vision Plan". An update to the existing survey will provide an accounting of historic structures and a general focus for future development in the district. The total cost to conduct the survey is estimated at \$30,000.00.

On December 15, 2010, the City's CRA Department submitted a matching grant application to the State Division of Historical Resources to update the City's existing Historic Property Survey. The CRA board approved matching funds for \$15,000.00 at the meeting held in December 2010. In July of 2011, the City was awarded \$15,000.00 by the State Division of Historic Resources to conduct the survey. Therefore, a total of \$30,000.00 was allocated for this project.

The consulting firm of Janus Research from Tampa Florida was awarded the contract for a cost of \$25,000 to conduct the survey update. The consultant completed the Historic Property Survey, which was submitted to the State Division of Historic Resources in July 2012. The requirements of the grant have been met, and it has been closed.

In order to further historic preservation efforts within the Community Redevelopment Agency district, the Titusville Historic Preservation Board was created in 2011. During its inaugural year, the Historic Preservation Board developed a Historic Properties Ordinance, which has been adopted by the Titusville City Council. In the upcoming year, the Historic Preservation Board plans to conduct workshops outlining several important programs related to historic properties, including the City's newly adopted voluntary ordinance.

In July 2013, the City entered into a contract with Littlejohn Engineering Associates to serve as the City's Historic Preservation Officer. Subsequently, the Historic Preservation Officer has created informational materials, including a brochure and PowerPoint presentation, and facilitated a Historic Preservation Workshop. As a result of the workshop, several applications for designation of historic resources are expected. The Historic Preservation Board workplan for FY2013-2014 includes review of these applications, and moving forward to become a Certified Local Government (CLG) through the Florida Department of State Division of Historical Resources. The CLG designation will increase the Historic Preservation Board's eligibility for grant funding to expand the CRA's historic preservation efforts.

## **Redevelopment Plan Supplement**

The Redevelopment Plan Update was adopted in 1996. The Community Redevelopment Agency (CRA) has accomplished many of the objectives set out in the original Plan. In April of 2002, the CRA held a workshop during which projects were discussed and prioritized. The workshop resulted in the adoption of the following vision statement:

"A vibrant mixed use district that celebrates and reflects ecological and space heritage and culture."

Overall, as redevelopment occurs in the City there is a need to remain flexible. Second, there is a need to identify the market forces that are shaping the available options and target efforts to take advantage of these forces. Third, redevelopment is generally more expensive than new development. These factors create the need to offer developers the support of the CRA, including the investment of the Tax Increment revenues generated by their projects back into the redevelopment area.

In order to reflect the evolution of the Downtown Community Redevelopment Agency's goals, a Redevelopment Plan Supplement was adopted in 2008. Since that time, the identified capital needs and priorities of the CRA have continued to change to reflect economic and development needs. Thus, in 2013, the CRA directed staff to develop a new Redevelopment Plan Supplement to update capital project priorities as well as other initiatives including the potential to implement community policing.

On November 14, 2013, Titusville Police Department and Planning staff met with residents of the Community Redevelopment Area to discuss concerns related to public safety and community policing issues. The citizen input will be very useful in assisting staff to develop a community policing strategy as the Plan Supplement is being written. It is expected that in 2014, the CRA will consider a Redevelopment Plan Supplement.

**City of Titusville, Florida**  
**Required Supplementary Information**  
**Schedule of Revenues, Expenditures, and**  
**Changes in Fund Balances-Budget and Actual**  
(Unaudited)

**Downtown Community Redevelopment Agency**  
**For the Fiscal Year Ended September 30, 2013**

	<b>Original Budgeted Amounts</b>	<b>Final Budgeted Amounts</b>	<b>Actual Amounts</b>	<b>Variance With Final Budget- Positive (Negative)</b>
Revenues				
Property	\$ 646,170	\$ 646,170	\$ 631,489	\$(14,681)
Investment earnings	2,215	2,215	3,684	1,469
Miscellaneous revenue	-	15,000	2,214	2,214
<b>Total revenues</b>	<u>648,385</u>	<u>648,385</u>	<u>637,387</u>	<u>(10,998)</u>
Expenditures				
Current:				
Community development	375,920	421,025	283,561	137,464
Capital Outlay/Improvements	-	1,446,783	373,733	1,073,050
<b>Total expenditures</b>	<u>375,920</u>	<u>1,867,808</u>	<u>657,294</u>	<u>1,210,514</u>
<b>Excess (deficiency) of revenues over (under) expenditures</b>	272,465	(1,219,423)	(19,907)	1,199,516
Other financing sources (uses)				
Transfers in	-	671,876	671,876	-
Transfers out	<u>(304,825)</u>	<u>(386,813)</u>	<u>(385,365)</u>	<u>1,448</u>
<b>Total other financing sources (uses)</b>	<u>(304,825)</u>	<u>285,063</u>	<u>286,511</u>	<u>1,448</u>
<b>Net change in fund balances</b>	<u>(32,360)</u>	<u>(934,360)</u>	<u>266,604</u>	<u>1,200,964</u>
Beginning fund balances			89,264	
Ending fund balances			<u>\$ 355,868</u>	