



Agenda Report

2725 Judge Fran Jamieson
Way
Viera, FL 32940

New Business - Miscellaneous

J.3.

2/25/2025

Subject:

Approval Re: Letter to FDOT requesting reevaluation of project no. 450632-1 (Pedestrian Hybrid Beacon on SR A1A between Hidden Cove Drive and Sea Dunes Drive)

Fiscal Impact:

N/A

Dept/Office:

D3 Commission Office

Requested Action:

Approval of the attached letter, to be signed by the Chairman.

Summary Explanation and Background:

FDOT is currently in the design and engineering phase of a Pedestrian Hybrid Beacon project along A1A in the Area of State Critical Concern. This letter, consistent with a letter approved by the TPO Board, requests FDOT reevaluate and consider alternatives that are in compliance with the Brevard Barrier Island Area of Critical State Concern statutory guidelines.

Clerk to the Board Instructions:



Kimberly Powell, Clerk to the Board, 400 South Street • P.O. Box 999, Titusville, Florida 32781-0999

Telephone: (321) 637-2001
Fax: (321) 264-6972
Kimberly.Powell@brevardclerk.us

February 26, 2025

M E M O R A N D U M

TO: Commissioner Kim Adkinson, District 3

RE: Item J.3., Approval of Letter to Florida Department of Transportation (FDOT) Requesting Reevaluation of Project No. 450632-1 (Pedestrian Hybrid Beacon on SR A1A between Hidden Cove Drive and Sea Dunes Drive)

The Board of County Commissioners, in regular session on February 25, 2025, executed and approved sending a Letter to FDOT requesting reevaluation of Project No. 450632-1 (Pedestrian Hybrid Beacon on SR A1A between Hidden Cove Drive and Sea Dunes Drive). Enclosed is the Letter.

Your continued cooperation is always appreciated.

Sincerely,

BOARD OF COUNTY COMMISSIONERS
RACHEL M. SADOFF, CLERK

for: Donna Scott
Kimberly Powell, Clerk to the Board

/ds

Encl. (1)

cc: Each Commissioner

380.0553 Brevard Barrier Island Area; protection and designation as area of critical state concern.—

(1) **SHORT TITLE.**—This section may be cited as the “Brevard Barrier Island Area Protection Act.”

(2) **LEGISLATIVE FINDINGS.**—The Legislature finds that the designation of the Brevard Barrier Island Area as an area of critical state concern is necessary for the following reasons:

(a) The southern barrier island of Brevard County represents one of the most fragile and endangered coastal ecosystems in North America, and the beaches, dunes, coastal scrub, and maritime hammock areas of the barrier island ecosystem represent some of the most fragile and endangered natural upland communities in the state and nation.

(b) The beaches of the region are among the most important nesting grounds for threatened and endangered sea turtles in the Western Hemisphere, the beach running the length of the southern barrier island of Brevard County is home to the largest nesting aggregation of loggerhead sea turtles in the world, and the management decisions made in the region have global impacts for the species.

(c) The Archie Carr National Wildlife Refuge is located within the barrier island of Brevard County and is a significant conservation area designated to protect habitat at the most significant area for loggerhead sea turtle nesting in the world, at the most significant area for green turtle nesting in North America, and for a diverse array of plant and animal species.

(d) The Indian River Lagoon, designated as an Estuary of National Significance by the United States Environmental Protection Agency in 1990, borders the western shore of the barrier island of Brevard County, and the natural habitats of the barrier island ecosystem protect the water quality and productivity of the Indian River Lagoon.

(e) The salt water recreational fishery of the Indian River Lagoon generates hundreds of millions of dollars per year in local economic benefit.

(f) Density limitations and natural resource protection on the barrier island of Brevard County have decreased public tax burdens associated with the provisions of services, building and maintenance of infrastructure for barrier island residential developments, and public costs for rebuilding public and private structures following severe erosion events.

(g) Protection of the primary dune system of the barrier island of Brevard County provides the only protective buffer for local development from storm surges associated with tropical storms and hurricanes.

(h) The entirety of the barrier island of Brevard County lies within a zone that is the first to be subject to mandatory evacuation protocols due to the vulnerability of the barrier island in hurricane events and the adverse impacts of such vulnerability on evacuating safely.

(3) **LEGISLATIVE INTENT.**—It is the intent of the Legislature to:

(a) Establish a land use management system that protects the natural environment of the southern Brevard Barrier Island Area.

(b) Establish a land use management system that promotes orderly and balanced growth in accordance with the capacity of existing public facilities and services.

(c) Protect and improve the Indian River Lagoon ecosystem, including improving water quality of the Brevard Barrier Island Area through federal, state, and local funding of water quality improvement projects.

(d) Ensure that the population of the Brevard Barrier Island Area can be safely evacuated in the event of a hurricane.

(4) DESIGNATION.—The Brevard Barrier Island Area, as described in this subsection, is designated as an area of critical state concern. The Brevard Barrier Island Area is that portion of Brevard County formed by the southern boundary of the Town of Melbourne Beach, the Indian River as the western boundary, the Atlantic Ocean as the eastern boundary, extending south to the southern boundary of the Sebastian Inlet State Park, specifically including the following township, ranges, and sections as designated by the Brevard Public Land Survey System: 28-38-17-18, 28-38-20-21, 28-38-28, 28-38-33-34, 29-38-03, 29-38-10-11, 29-38-14-15, 29-38-22-24, the barrier island portion only of 29-38-27, 29-38-25-26, 29-38-35-36, 29-39-31, 30-38-01, 30-39-06-08, 30-39-17-18, and 30-39-20.

(5) GUIDING PRINCIPLES FOR DEVELOPMENT.—State, regional, and local agencies and units of government in the Brevard Barrier Island Area shall coordinate their plans and conduct their programs and regulatory activities to be consistent with all of the following guiding principles for development within the area:

(a) Preventing the adverse impacts of development on resources critical to sea turtle habitat by prohibiting new shoreline hardening structures and enforcing existing state and county coastal construction regulations.

(b) Prioritizing water quality restoration projects in the Indian River Lagoon.

(c) Reducing nutrient contributions from septic tanks and wastewater facilities, stormwater discharges, and agriculture nonpoint sources into the Indian River Lagoon.

(d) Supporting innovative, nature-based solutions including living shorelines, and freshwater and coastal wetland restoration.

(e) Safeguarding against adverse economic, social, environmental, and public health and safety impacts posed by flooding and storm surge by protecting critical assets identified in s. 380.093.

(f) Protecting shoreline and marine resources, including mangroves, seagrass beds, wetlands, sea turtles, manatees, and fish and wildlife, and related habitats.

(g) Protecting upland resources, including dune ridges, beaches, wildlife, and related habitats.

(h) Limiting the adverse impacts of development on the quality of water throughout the Brevard Barrier Island Area and the Indian River Lagoon.

(i) Enhancing natural scenic resources to promote the aesthetic benefits of the natural environment.

(j) Ensuring that development is compatible with the unique characteristics of the Brevard Barrier Island Area.

(6) REMOVAL OF DESIGNATION.—

(a) The state land planning agency may recommend the removal of the designation of the Brevard Barrier Island Area as an area of critical state concern to the Administration Commission if the agency determines that all local land development regulations and local comprehensive plans and the administration of such regulations and plans are adequate to protect the Brevard Barrier Island Area and carry out the legislative intent expressed in subsection (3) and are in compliance with the principles for guiding development specified in subsection (5). If the commission concurs with the recommendation to remove the designation, the commission must initiate rulemaking to remove the designation within 45 days after receipt of the recommendation.

(b) Beginning November 30, 2030, the state land planning agency shall annually submit a written report to the Administration Commission describing the progress of the Brevard Barrier Island Area toward achieving the legislative intent expressed in subsection (3) and implementing the guiding principles for development specified in subsection (5). The agency shall recommend removing the designation of the Brevard Barrier Island Area as an area of critical state concern to the commission if it determines that:

1. Adequate restoration and renourishment programs are in place to preserve the beaches and dunes of the southern barrier island in Brevard County for nesting sea turtles;
2. Seagrass replanting in the Indian River Lagoon extending the length of the Brevard Barrier Island Area is in a coverage volume that would establish recovery to scientifically defensible reference targets;
3. Nonpoint pollution sources into the Indian River Lagoon that contribute to total phosphorus, total nitrogen, chlorophyll a, fecal coliform, and metals have been sufficiently reduced to meet water quality criteria standards resulting in the removal of the Indian River Lagoon from the impaired waters list;
4. The green sea turtle (*Chelonia mydas*), loggerhead sea turtle (*Caretta caretta*), and leatherback sea turtle (*Dermochelys coriacea*) have been delisted from the Florida Endangered and Threatened Species rule and the Florida Marine Turtle Protection Act under s. 379.2431;
5. All local comprehensive plans and land development regulations and the administration of such plans and regulations are adequate to protect the Brevard Barrier Island Area, fulfill the legislative intent specified in subsection (2), and are consistent with and further the principles guiding development; and
6. A local government has adopted a resolution at a public hearing recommending the removal of the designation.

(7) **LAND ZONING AND USE.**—This section does not affect any existing zoning or use of land in effect within the Brevard Barrier Island Area before July 1, 2023.

History.—s. 1, ch. 2023-272; s. 30, ch. 2024-2.



BREVARD COUNTY BOARD OF COUNTY COMMISSIONERS

Katie Delaney
Commissioner, District 1

Tom Goodson
Vice-Chair, District 2

Kim Adkinson
Commissioner, District 3

Rob Feltner
Chair, District 4

Thad Altman
Commissioner, District 5

February 20, 2025

Mr. John E. Tyler, P.E.
District Five Secretary
Florida Department of Transportation
719 S. Woodland Boulevard
DeLand, FL 32720-6834

RE: Reevaluation of FDOT Project No. 450632-1, Pedestrian Hybrid Beacons, SR A1A Improvements South Melbourne Beach

Dear Secretary Tyler,

On February 13, 2025, the Space Coast Transportation Planning Organization Governing Board unanimously requested the Chairman sign a letter requesting a reevaluation of a pedestrian signal on Highway A1A in Melbourne Beach (see enclosed). The proposal from the Florida Department of Transportation is to improve pedestrian safety on SR A1A from Hidden Cove Drive to Sea Dunes Drive and proposes adding new pedestrian crosswalks, signage and Pedestrian Hybrid Beacons (PHB), south of Oceanway Drive and at Solway Drive. The project also includes a sidewalk on the west side of SR A1A and lighting enhancements, which will include wildlife-sensitive lighting for sea turtles.

Recently, the newly elected District 3 County Commissioner learned about these improvements and received emails from residents who expressed their opposition to the Pedestrian Hybrid Beacon. They are asking the Department to consider a less invasive pedestrian safety project that doesn't involve a large industrial mast arm over SR A1A.

The southern portion of Brevard County's barrier island was designated as an Area of Critical State Concern by the Florida Legislature in 2023, as codified in section 380.0553, F.S. The Brevard Barrier Island Area of Critical State Concern (BBIA) which represents one of the most fragile and endangered coastal ecosystems. Specifically, addressing two of the guiding principles in the legislation (1) being *"enhancing natural scenic resources to promote the aesthetic benefits of the natural environment"* and (2) *ensuring that development is compatible with the unique characteristics of the Brevard Barrier Island Area*. The Brevard County Board of County Commissioners is requesting that the

Department consider the designation to ensure consistency and compliance per the guiding principles for development within the area.

The request is for a reevaluation of a pedestrian signal treatment that could provide an alternative to the Pedestrian Hybrid Beacon, while still protecting pedestrians.

The Department's continued commitment to improving pedestrian safety for our residents is commendable. We appreciate the delicate balance between public sentiment and addressing safety-related technical issues and countermeasures. We sincerely thank you for your support and consideration of this request.

Sincerely,



Rob Feltner, Chairman

As ratified by the Brevard County Board of County Commissioners February 25, 2025.

Enclosed:

Letter to FDOT from Space Coast TPO

Brevard Barrier Island Area of State Critical Concern Statutory Language

FDOT Project Plan No. 450632-1



2725 Judge Fran Jamieson Way, Bldg. B
Melbourne, Florida 32940
Telephone: (321) 690-6890
Fax: (321) 690-6827
www.sctpo.com

February 13, 2025

Mr. John E. Tyler, P.E.
District Five Secretary
Florida Department of Transportation
719 S. Woodland Boulevard
DeLand, FL 32720-6834

RE: FDOT Project No. 450632-1, Reevaluation of Pedestrian Hybrid Beacons, SR A1A Improvements, South Melbourne Beach

Dear Secretary Tyler,

A proposal from the Florida Department of Transportation to improve pedestrian safety on SR A1A from Hidden Cove Drive to Sea Dunes Drive has recently been met with some opposition from residents in the surrounding neighborhood. The project proposes adding new pedestrian crosswalks, signage and Pedestrian Hybrid Beacons (PHB), south of Oceanway Drive and at Solway Drive. The project also includes a sidewalk on the west side of SR A1A and lighting enhancements, which will include wildlife-sensitive lighting for sea turtles.

Recently, the newly elected District 3 County Commissioner learned about these improvements and received emails from residents who expressed their opposition to the Pedestrian Hybrid Beacon. They are asking the Department to consider a signalized pedestrian treatment that is less invasive and doesn't involve a large industrial mast arm over SR A1A. The PHB is not in line with the neighborhood's overall placemaking, according to some residents. The project is also designated in the Brevard Barrier Island Area as area of critical state concern, and it is requested that the Department consider the designation to ensure consistency for guiding principles for development within the area.

The request is for a reevaluation of a pedestrian signal treatment that could provide an alternative to the Pedestrian Hybrid Beacon, while still protecting pedestrians.

The Department's continued commitment to improving pedestrian safety for our residents is commendable, and the Space Coast TPO and Brevard County is a strong partner in the goal of zero injuries and fatalities on Brevard roadways. We appreciate the delicate balance between public sentiment and addressing safety-related technical issues and countermeasures. We sincerely thank you for your support and consideration of this request.

Respectfully,

A handwritten signature in black ink, appearing to read "Andrea B. Young", is written over a faint circular stamp.

Andrea B. Young, Space Coast TPO Chairperson
Mayor of West Melbourne

380.0553 Brevard Barrier Island Area; protection and designation as area of critical state concern.—

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(b) The beaches of the region are among the most important nesting grounds for threatened and endangered sea turtles in the Western Hemisphere, the beach running the length of the southern barrier island of Brevard County is home to the largest nesting aggregation of loggerhead sea turtles in the world, and the management decisions made in the region have global impacts for the species.

(c) The Archie Carr National Wildlife Refuge is located within the barrier island of Brevard County and is a significant conservation area designated to protect habitat at the most significant area for loggerhead sea turtle nesting in the world, at the most significant area for green turtle nesting in North America, and for a diverse array of plant and animal species.

(d) The Indian River Lagoon, designated as an Estuary of National Significance by the United States Environmental Protection Agency in 1990, borders the western shore of the barrier island of Brevard County, and the natural habitats of the barrier island ecosystem protect the water quality and productivity of the Indian River Lagoon.

(e) The salt water recreational fishery of the Indian River Lagoon generates hundreds of millions of dollars per year in local economic benefit.

(f) Density limitations and natural resource protection on the barrier island of Brevard County have decreased public tax burdens associated with the provisions of services, building and maintenance of infrastructure for barrier island residential developments, and public costs for rebuilding public and private structures following severe erosion events.

(g) Protection of the primary dune system of the barrier island of Brevard County provides the only protective buffer for local development from storm surges associated with tropical storms and hurricanes.

(h) The entirety of the barrier island of Brevard County lies within a zone that is the first to be subject to mandatory evacuation protocols due to the vulnerability of the barrier island in hurricane events and the adverse impacts of such vulnerability on evacuating safely.

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(5) GUIDING PRINCIPLES FOR DEVELOPMENT.—State, regional, and local agencies and units of government in the Brevard Barrier Island Area shall coordinate their plans and conduct their programs and regulatory activities to be consistent with all of the following guiding principles for development within the area:

(a) Preventing the adverse impacts of development on resources critical to sea turtle habitat by prohibiting new shoreline hardening structures and enforcing existing state and county coastal construction regulations.

(b) Prioritizing water quality restoration projects in the Indian River Lagoon.

(c) Reducing nutrient contributions from septic tanks and wastewater facilities, stormwater discharges, and agriculture nonpoint sources into the Indian River Lagoon.

(d) Supporting innovative, nature-based solutions including living shorelines, and freshwater and coastal wetland restoration.

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(f) Protecting shoreline and marine resources, including mangroves, seagrass beds, wetlands, sea turtles, manatees, and fish and wildlife, and related habitats.

(g) Protecting upland resources, including dune ridges, beaches, wildlife, and related habitats.

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(b) Beginning November 30, 2030, the state land planning agency shall annually submit a written report to the Administration Commission describing the progress of the Brevard Barrier Island Area toward achieving the legislative intent expressed in subsection (3) and implementing the guiding principles for development specified in subsection (5). The agency shall recommend removing the designation of the Brevard Barrier Island Area as an area of critical state concern to the commission if it determines that:

1. Adequate restoration and renourishment programs are in place to preserve the beaches and dunes of the southern barrier island in Brevard County for nesting sea turtles;
2. Seagrass replanting in the Indian River Lagoon extending the length of the Brevard Barrier Island Area is in a coverage volume that would establish recovery to scientifically defensible reference targets;
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5. All local comprehensive plans and land development regulations and the administration of such plans and regulations are adequate to protect the Brevard Barrier Island Area, fulfill the legislative intent specified in subsection (2), and are consistent with and further the principles guiding development; and
6. A local government has adopted a resolution at a public hearing recommending the removal of the designation.

(7) LAND ZONING AND USE.—This section does not affect any existing zoning or use of land in effect within the Brevard Barrier Island Area before July 1, 2023.

History.—s. 1, ch. 2023-272; s. 30, ch. 2024-2.



State Road (S.R.) A1A Improvements

From Hidden Cove Drive to Sea Dunes Drive

Brevard County

Financial Project Identification (FPID) Number: 450632-1



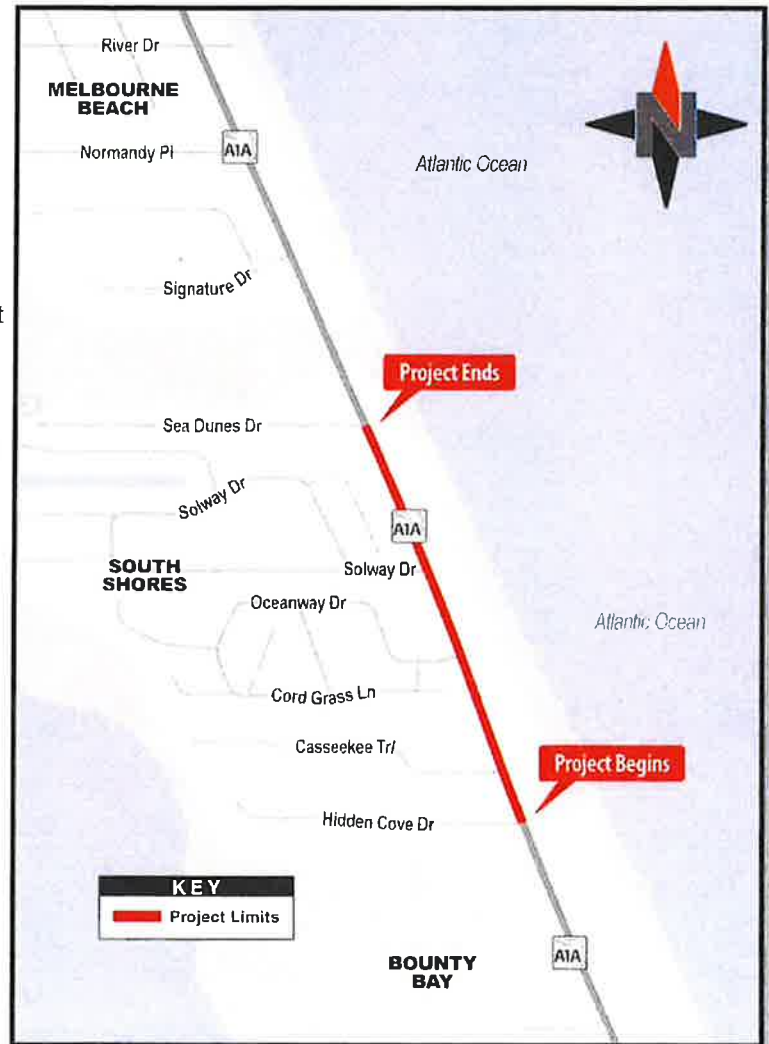
Project Description

The Florida Department of Transportation (FDOT) is planning pedestrian safety improvements on State Road (S.R.) A1A from Hidden Cove Drive to Sea Dunes Drive in Brevard County.

The project proposes adding new pedestrian crosswalks, signage and Pedestrian Hybrid Beacons (PHBs) south of Oceanway Drive and at Solway Drive. (see graphics on reverse side) A PHB is an overhead traffic device which is dark until a pedestrian pushes the button to activate the signal. The light then flashes yellow and then turns solid yellow to alert drivers a pedestrian wishes to cross the street. The signal will then turn solid red which indicates to motorists to stop and allow pedestrians to safely cross the street. The beacon will then flash red, at which time drivers can proceed with caution if the roadway is clear of pedestrians.

A sidewalk is also proposed on the west side of S.R. A1A to create connectivity with the existing sidewalk between Hidden Cove Drive and Casseekee Trail. This project is based off the recommendations of the 2021 Pedestrian Safety Study.

In addition, lighting enhancements are being considered, which would include wildlife-sensitive lighting for the sea turtles.



Contact Information:

Samuel Jumber, P.E.
FDOT Project Manager
386-943-5244
Samuel.Jumber@dot.state.fl.us

Project Status & Estimated Costs*

Design:	Ongoing - completion late 2025	\$ 615,000
Right of Way:	Within existing	—
Construction:	Funded - early 2026	\$ 643,000

*subject to change

Public participation is solicited without regard to race, color, national origin, age, sex, religion, disability, or family status. Persons wishing to express their concerns relative to FDOT compliance with Title VI may do so by contacting Melissa McKinney, FDOT District Five Title VI Coordinator, at Melissa.McKinney@dot.state.fl.us.

STATE ROAD A1A
 FROM HIDDEN COVE DRIVE TO SEA DUNES DRIVE
 BREVARD COUNTY
 FINANCIAL PROJECT IDENTIFICATION NO.: 450632-1-52-01



STATE ROAD A1A
FROM HIDDEN COVE DRIVE TO SEA DUNES DRIVE
BREVARD COUNTY
FINANCIAL PROJECT IDENTIFICATION NO.: 450632-1-52-01



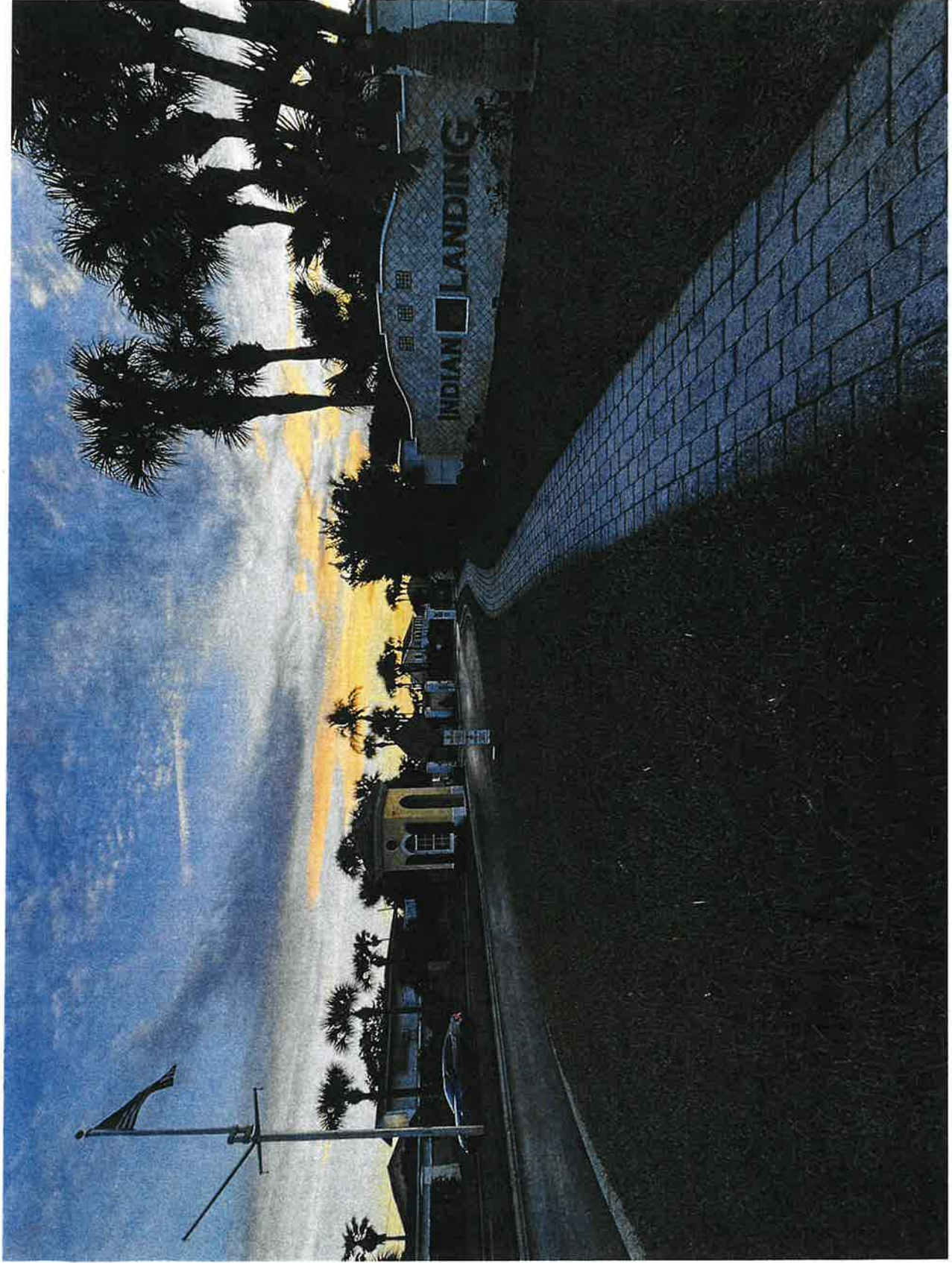
LEGEND

NAME	PROPERTY DEVELOPMENT
EXISTING FDOT RIGHT OF WAY	

Proposed Crossing Locations



Item 5.3



Indian Landing Solway Drive:



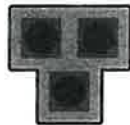
5



HOW TO USE THE PHB PEDESTRIAN HYBRID BEACON



SEE THIS **DRIVING** **DO THIS**



GO
Beacon remains dark until activated by someone.



FLASHING



SLOW DOWN
People walking have activated push button.



PREPARE TO STOP
Watch for people walking, biking, & rolling!



STOP!
People are crossing.



FLASHING



STOP
Proceed with caution if clear.

HOW TO USE THE
PHB
PEDESTRIAN HYBRID BEACON



SEE THIS **DRIVING** DO THIS