



Agenda Report

2725 Judge Fran Jamieson
Way
Viera, FL 32940

New Business - Community Services Group

J.5.

2/11/2020

Subject:

Staff Direction, Re: Transfer of Lori Wilson Park to City of Cocoa Beach

Fiscal Impact:

\$5 million is budgeted in the Beach Improvement fund 1442/293100

Dept/Office:

Tourism Development Office

Requested Action:

It is requested the Board of County Commissioners provide staff with direction to develop an Interlocal agreement for the transfer of ownership of Lori Wilson Park to the City of Cocoa Beach, including obtaining any necessary approvals from the Florida Department of Environmental Protection and the National Park Service. The interlocal agreement will be brought back to the Board for approval.

Summary Explanation and Background:

The Board of County Commissioners, in regular session on November 13, 2018, approved advertisement of an RFQ for design/build renovation project at Lori Wilson Park, a 32.43 acre park with 1,145 feet of ocean frontage. There is currently \$5 million in the Beach Improvement Fund to fund that renovation. Since that time, the Tourism Development Office received an unsolicited proposal for a public/private partnership from Driftwood Acquisitions and Development, LP and its affiliates ("DAD") regarding the renovation. But prior to responding to the proposal, transferring the ownership of Lori Wilson Park to the City of Cocoa Beach, Florida has been proposed. At the November 19, 2019 Cocoa Beach City Commission meeting, it was voted that the City was interested in entering into discussion with Brevard County regarding the transfer of the park and the City Manager was directed to begin work on an Interlocal agreement with Brevard County.

Staff is seeking permission to work with the City of Cocoa Beach to draft an interlocal agreement which would transfer the ownership of the park to the City, along with the \$5 million to fund the renovation. This request is consistent with the goal of conveying selected County owned parks within municipalities with no loss of service to the resident and visitors. In addition, this action allows the city to manage a park within its jurisdiction. It is suggested the conditions of the transfer would include the following:

- The City must agree that the park will remain open to the public and serve public use in perpetuity
- The Florida Department of Environmental Protection and the National Park Service must approve the transfer
- The \$5 million in Beach Improvement funds will be used in total to make park improvements as defined in the master plan (attached) and the best efforts will be made to make as many of the defined improvements as the funding will allow

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- The City must take responsibility for the ongoing maintenance of the Park in perpetuity and the County will not be asked for any future funding
- The City may pursue revenue sources such as parking fees, pavilion rentals, etc. to help fund the ongoing maintenance needs. The City shall not charge County residents a higher rate for parking than City residents. Per conversations with officials with the Florida Department of Environmental Protection, any parking fees must be approved by the State DEP and National Parks Service. Additionally, such approval is expected to constrain the City's ability to charge residents a different rate than visitors from within the State (but they could potentially charge a higher rate for out of state residents)
- The City will allow the County to rent all or parts of the Park for major events such as TV/movie filming, Air Shows, Boat Races, Surf events, marathons/other runs, etc. as needed, or will rent all or part of the park directly to event producers
- If for some reason the City determines it does not want to keep the Park open to the public, the ownership of the Park will revert back to Brevard County, the City shall return it in the same condition it was in after the expenditure of the \$5 million in improvements
- City must agree to maintain a certain number of parking spaces and certain public amenities in order for the County to use those to qualify for State Beach Renourishment funding
- The Park is located in the North Reach section of the Federal Brevard County Shore Protection Project. The County would also retain a perpetual easement over the sandy portion of the beach to fulfill its requirements as the local sponsor of the Project
- City must agree to maintain adequate space for lifeguard tower coverage and Brevard County Fire Rescue Lifeguard associated buildings

Due to restrictions on the Park from previous grants, the renovation does require coordination and approval from the Florida Department of Environmental Protection and National Park Service which would need to be factored into the timing of the transfer. If the Board wishes to proceed, staff will begin work with the City to develop the Interlocal agreement and simultaneously work with Florida DEP and NPS to gain the necessary approvals. The final agreement for the transfer of the Park will be brought back to the Board for consideration and approval.

Clerk to the Board Instructions:



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

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Fax: (321) 264-6972
Tammy.Rowe@brevardclerk.us

February 12, 2020

M E M O R A N D U M

TO: Peter Cranis, Tourist Development Office Executive Director

RE: Item J.5., Staff Direction for Transfer of Lori Wilson Park to the City of Cocoa Beach

The Board of County Commissioners, in regular session on February 11, 2020, directed staff to start negotiations for the transfer of Lori Wilson Park to the City of Cocoa Beach, including obtaining any necessary approvals from the Florida Department of Environmental Protection and the National Park Service.

Your continued cooperation is always appreciated.

Sincerely,

BOARD OF COUNTY COMMISSIONERS
SCOTT ELLIS, CLERK

Tammy Rowe, Deputy Clerk

/kp

cc: County Manager
Parks and Recreation Director



Site Observations

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Cape May Warbler passes through Florida during migration. They eat insects and nectar.



Park entrance and parking area looking from A1A to the east.



Launch viewing from the beach



The Maritime Hammock boardwalk. Beautiful unique park amenity should be preserved & enhanced.



One of three rented picnic shelters. Current shelters and site furnishings are out-dated.



Ocean activities include surfing, fishing, swimming and other water and sand related rec. opportunities.



Beach access through coastal inlet. This is one of six dune crossovers currently in the park.



Parking areas are located central to park. Large asphalt areas dominate much of the usable park land.



The park provides beach toys available for daily use.



Dune boardwalk. Decking and rails showing signs of age.



A1A Looking north. Not a pedestrian friendly corridor. Chain link fence around Maritime Hammock



Dog park is heavily used by local community.

Stakeholder Input



Subject: Project Introduction and Program Discussion
 Date: April 3, 2017
 Time: 10am-5pm
 Location: Hilton Cocoa Beach Oceanfront
 Attendees: Eric Garvey, Executive Director, Space Coast Office of Tourism
 Beth Lemke, President, Planning Solutions Corp.
 Michael Brown, Senior Landscape Architect, AECOM
 Chad Cowart, Senior Urban Designer, AECOM

While there were a variety of opinions expressed by the meeting participants, some common themes emerged. The following notes include the summary of topics raised by meeting participants.

Common Stakeholder Topics

1. Study the viability of modifying & enhancing the Central Maritime Hammock to create a unique identifier
2. Need a parking solution for special events and daily use
3. Provide direct public safety access from park to beach
4. Improve safety of vehicular and pedestrian access to park from A1A
5. Consolidate commercial uses to a potential central public building and small kiosks

Stakeholder Group One (10 am):

The first group generally consisted of Cocoa Beach City Staff, community members, and a representative from the Space Coast Transportation Planning Organization.

- Transportation topics
 - Trails are coming to Cocoa Beach, potential project for Lori Wilson, create trail linkages
 - Trail head with bike racks, water, restrooms, info kiosks
 - Create meeting place for cycling groups, parking
 - Titusville has recently completed bike facilities, good local model of success
 - Potential grant opp with bike/pedestrian leverage
 - FDOT Complete Streets Initiative
 - Bike/pedestrian education
- Hammock area is part of the Great Florida Birding Trail
- Parking count concerns, too much demand for the site and events
- Large events cause traffic, public safety and adjacent neighborhood issues
- Dog park to be quasi-isolated from other park program
- North/south walk along beachside, review previous design proposal
 - Paving material for ADA Access
 - Located at toe of dune
 - Link north and south development parcels
- Parking concerns
 - Pay to park program for all users - Faison Park
 - Create one main entry
 - Accommodate right size events
 - Traffic, parking, city staff issues, noise
 - Education opportunities, guest speakers
 - Nature interpretive program and wildlife events

Stakeholder Group Two (11:30 am):

The second group generally consisted of Brevard County Parks Staff, local business owners, a City Commissioner, County Public Safety Staff, an event promoter, and representatives from the Hilton Hotel on the north and International Palms Resort on the south.

- Remove trees on north end for park program
- Central hammock is lowest elev. north end is highest

- Boardwalks are difficult to navigate with steps, aged wood, narrow
- Central hammock is protected area.
 - Direct access from park to beach, area and access for helicopter
 - North end of the existing parking dedicate to EMT, multi-story bldg, with space for office, sundries
 - Turnabout to pick up and drop off gear and move to other areas
 - Restrooms are in poor condition, water supply/pressure, and cleanliness
- Events
 - Car show hosted at International Palms
- Close southern park entrance create one main entry
- Nature center Johnny Johnson
- Parks maintenance issues
 - Restrooms are not adequate
 - Boardwalks, highest level of concern
 - Park facilities
 - Loading/unloading of cars at curb
- Commercial use in the park
 - Pavilions for rent
 - Small food kiosks and food trucks are acceptable
- I Dream of Jeanie acknowledgment through art
- Lori Wilson memorial

Stakeholder Group Three (1 pm):

The third group of meeting participants consisted generally of Cocoa Beach residents, a representative from the Brevard Zoo, a representative from the International Palms Resort, an environmental advocate, and a City Commissioner.

- Don't remove program that is currently in the park
- Big events - little value to tourists, presents community conflicts
- City is missing a sense of place along the beach and A1A
 - Develop architecturally significant, relevant and sustainable space
 - Unique to Cocoa Beach, celebrate the area through passive and active uses
 - Connect regional trail, streetscape
- City's goal - a family friendly beach community
- Natural break-line of Brevard County with central hammock ecosystem, migratory birds
- Central hammock area could be the signature space, is a natural asset to the community
 - Remove invasive plant materials
 - Remove chain link fence
 - Create fresh water body for migratory birds
- Beachfront education center
- A1A takes all traffic volume, presents pedestrian crossing safety issues
- Paid parking as source of revenue
- Innovative playgrounds
- Bike rentals
- Need park design cohesion, unity and flexibility
- A park that is both active and passive
- Remove parking in the central areas of the park, shift to the property edges
- Design and build for local community first, if successful, the tourists will come

Stakeholder Group Four (3 pm):

The final stakeholder group was the Beach Committee.

- Design and build park that is financially sustainable
- Design with maintenance in mind
- Develop an environmental education center
- Central Maritime Hammock is an asset and identifier for Lori Wilson Park and Cocoa Beach

Design Applications



Parking & Access. The park shall incorporate low impact design solutions that celebrate the natural vegetation and park area ecosystems.



Freshwater Pond. An existing pond shall be enhanced to attract migratory birds. Careful consideration of pond materials, depth and plantings shall be made.



Surf Walk. A 14' wide beach promenade shall be located at the eastern edge of the park, connecting the parcels to the north and south of the park.



Hammock Play Zone. Southern play area shall be designed to incorporate and reuse on-site trees to help create unique play opportunities. Engage local artists.



Picnic Pavilions make great social gathering opportunities. Each shall be equipped with power, water, grill seating and near other park amenities.



Public Art shall be explored throughout the park. "Dream or Jeannie" or Lori Wilson Minute Sculptures would be suitable. Engage local arts community.



Beach Village. Flexible, universal, large and dynamic gathering space to be located at the northeast corner of the site at the major building node.



Sand Dune Play Area. This area shall incorporate slides, tunnels, tunnels and ropes for a dynamic and engaging play experience and a lookout tower for viewing the surf and beaches at the Space Center.



Sand Volleyball shall be located south of the Beach Village. This area is designed to have 2 courts with the option to convert into one competition court.



State Road A1A is the main street into Cocoa Beach. Pedestrian safety and streetscape improvements are needed to enhance the appeal of the park.



Enhanced Maritime Hammock. This new park design should embrace the existing Maritime Hammock environmental area and provide improvements.



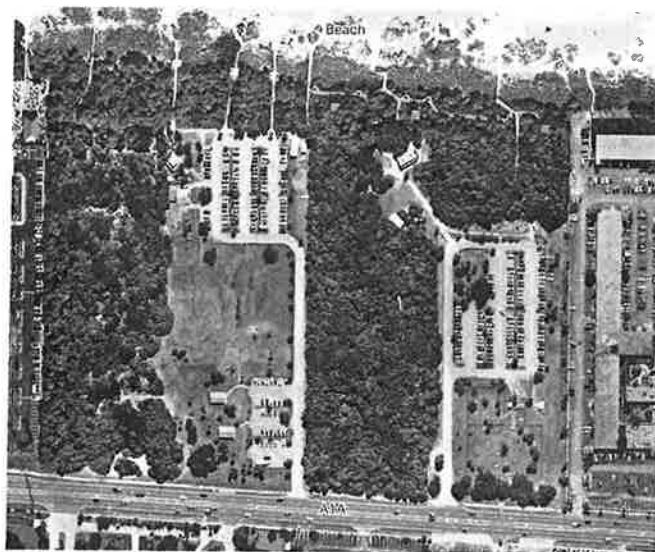
Great Lawn. A large open flexible lawn offers a place for different programs and activities, community events, and other passive recreational activities.

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Conceptual Plan



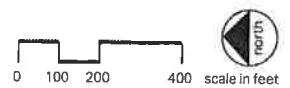
Comparison with Existing



EXISTING CONDITION



PROPOSED MASTER PLAN



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Illustrative Aerial View



Initial Budget Estimate

Description of Work	Specification	Quantity	Unit	Unit Price	Cost
SITE PREP ELEMENTS - Demolition					
Remove Asphalt Roadway Pavement	North parking & drive	96000	SF	\$ 0.94	\$91,600.00
Remove Asphalt Roadway Pavement	South parking & drive	96200	SF	\$ 0.94	\$91,600.00
Remove Sidewalk	All inside pavements	7	EA	\$ 1,152.00	\$8,064.00
Remove sidewalk	South parking & drive	1	EA	\$ 2,312.00	\$2,312.00
Remove of stormwater	dune crossings and NIS walk	10,000	SF	\$ 7.91	\$79,100.00
Soil clearing & grubbing	Whole site, excluding preserve areas	22	AC	\$ 1,302.00	\$28,644.00
Tree removal	North ridge and west preserve area	50	EA	\$ 410.00	\$20,500.00
Concrete curb & sidewalk removal	removal of existing conc curb & walks	30000	SF	\$ 1.00	\$30,000.00
				Subtotal	\$271,520.00
SITE PREP ELEMENTS - Earthwork & Fine Graveling					
Washed Prep Fine Gravel		40000	SF	\$ 1.71	\$68,400.00
				Subtotal	\$68,400.00
SITE UTILITIES - Sewer, Water & Storm Drainage					
Water Service		1	LS	\$ 40,000.00	\$40,000.00
Sewer		1	LS	\$ 40,000.00	\$40,000.00
Storm Drainage		1	LS	\$ 30,000.00	\$30,000.00
				Subtotal	\$110,000.00
				SITE PREPARATION Total	\$451,432.00
LANDSCAPE - Trees & Palms					
Live Oak	4" cal	100	EA	\$ 1,500.00	\$150,000.00
Palm	30 gal	50	EA	\$ 235.00	\$11,750.00
Small Palm	12" cal	45	EA	\$ 200.00	\$9,000.00
				Subtotal	\$170,750.00
LANDSCAPE - Shrubs & Groundcover					
Shrub and Groundcover	3 gal and 3 gal	50000	SF	\$ 2.00	\$100,000.00
				Subtotal	\$100,000.00
LANDSCAPE - Soil					
Soil	Balsa Soil	130000	SF	\$ 0.36	\$46,800.00
Soil	Zoysa	320000	SF	\$ 0.80	\$256,000.00
				Subtotal	\$302,800.00
IRRIGATION SYSTEM					
Sub-irrigation	Fall coverage	45000	SF	\$ 1.11	\$49,950.00
Drainage	Fall coverage	22000	SF	\$ 1.11	\$24,200.00
				Subtotal	\$74,150.00
				LANDSCAPE & IRRIGATION Total	\$538,110.00
HAZARDOUS ELEMENTS - Site Furnishings					
Trash Receptacle	Painted Metal, Powder Coated	29	EA	\$ 1,028.00	\$29,812.00
Bench	Painted Metal, Powder Coated	18	EA	\$ 1,172.00	\$21,096.00
Ben Rack	Painted Metal, Powder Coated	8	EA	\$ 560.00	\$4,480.00
BBQ Grill	Painted Metal	12	EA	\$ 1,811.00	\$21,732.00
Benckel	Located along beach promenade	4	EA	\$ 4,500.00	\$18,000.00
Plastic Table	Galv. Frame w/ synthetic wood top	20	EA	\$ 1,384.00	\$27,680.00
Perimeter Signage	Various locations throughout park	8	EA	\$ 1,400.00	\$11,200.00
Signpost	Dog Park and throughout park	6	EA	\$ 800.00	\$4,800.00
Painted Metal, Powder Coated		4	EA	\$ 2,801.00	\$11,204.00
Large custom sculpture		1	EA	\$ 50,000.00	\$50,000.00
Large custom sculpture		1	EA	\$ 50,000.00	\$50,000.00
				Subtotal	\$321,618.00
HAZARDOUS ELEMENTS - Paving					
Concrete Sidewalk	Average 8' wide, 4" thick concrete	80,000	SF	\$ 1.32	\$105,600.00
Paving area place	Specialty paving	30,000	SF	\$ 6.21	\$1,863,000.00
Sealco	Specialty pavy, structure, raised, etc	2,000	SF	\$ 25.00	\$50,000.00
				Subtotal	\$1,918,600.00
HAZARDOUS ELEMENTS - Parking Lot Paving					
Parking Lot - North	Asphalt Paving with base material	11,813	SY	\$ 31.95	\$377,662.11
Concrete Curb and Outer - North	Type F, including islands	4,000	LF	\$ 20.33	\$81,320.00
Parking Lot - South	Asphalt Paving with base material	3,363	SY	\$ 31.95	\$107,291.95
Concrete Curb and Outer - South	Type F, including islands	2,200	LF	\$ 20.33	\$44,726.00
				Subtotal	\$511,779.07
HAZARDOUS ELEMENTS - Boulders					
14" wide beach promenade (on helical piling)	Structure, decking & rails	18000	SF	\$ 55.00	\$990,000.00
8" wide boardwalk, beach & preserve (on helical piling)	Structure, decking & rails	3800	SF	\$ 55.00	\$209,000.00
				Subtotal	\$1,199,000.00
HAZARDOUS ELEMENTS - Playground					
Play Zone Structures (Dunes Play Area)	RCP Towers, Bridges, Climbing	1	LS	\$ 130,000.00	\$130,000.00
Play Zone Structures (South Natural Play Area)	Fire Swings, Ropes, Ladders	1	LS	\$ 150,000.00	\$150,000.00
Playground Surfing (South Natural Play Area)	PIP Rubber or Artificial Turf	15089	SF	\$ 9.25	\$140,750.00
				Subtotal	\$420,750.00
SITE UTILITIES - Lighting					
Perimeter Pole Fixtures		80	EA	\$ 88.00	\$7,040.00
Parking Lot Fixtures		20	EA	\$ 1,594.00	\$31,880.00
Conduit, pull boxes & wire		1	LS	\$ 200,000.00	\$200,000.00
				Subtotal	\$318,920.00
				ELECTRICAL Total	\$1,738,720.00
HAZARDOUS ELEMENTS - Picnic Facilities & Restrooms					
Main Park Building	Museum, Office, Food & Beverage	10000	SF	\$ 200.00	\$2,000,000.00
Restroom Building w/ partition	30'x30' restroom & picnic pavilion	1	EA	\$ 213,000.00	\$213,000.00
Large Picnic Pavilion (Steel Tube Framing & Metal Roof)	25'x40' Approx. water, electric, etc.	8	EA	\$ 99,250.00	\$794,000.00
Small Picnic Pavilion (Steel Tube Framing & Metal Roof)	20'x30' Approx. water, electric, etc.	4	EA	\$ 86,250.00	\$345,000.00
				Subtotal	\$3,352,000.00
				BUILDINGS Total	\$3,352,000.00
Project Construction Subtotal					
					\$6,195,048.07
Design & Engineering (15%)					\$929,257.21
Permitting (2%)					\$123,900.96
Mobilization (10%)					\$619,504.81
Profit & Overhead (10%)					\$619,504.81
Contingency (25%)					\$1,548,762.02
PROJECT TOTAL					\$10,006,977.88

First Phase Plan

1 Surf Walk

The Surf Walk shall be a park feature that facilitates the movement of pedestrians north and south along the edge of the back dune system. This promenade shall be an elevated structure wide enough to support groups of people using varying methods of pedestrian travel. Overlooks and educational opportunities shall be integrated into the design. Construction materials should be carefully selected to insure long-term use within a harsh salt environment. This elevated structure will also be the unifying element between the smaller dune crossover structures leading from the park to the beach.

The existing boardwalk shall be removed and this promenade feature shall use the cleared footprint as a means to tread lightly on the area's vegetative cover.

2 Parking, Access, & Amenities

The Great Lawn should be planted with turf grass that tolerates this area's salt conditions. Large shade trees and native shrubs and grasses shall be used at the perimeter along the park sidewalks. A small bridge shall be incorporated into the sidewalk system and include electrical hookups for performances.

Concrete sidewalks should be used to connect the parking areas to the park and also provide a loop system for fitness opportunities.

Two Sand Volleyball courts and two large picnic pavilions shall be incorporated into the park southwest of the Beach Village.

Park Pavilions shall be sized to provide shelter for large gatherings. Each shall be equipped with power, waste grill and seating.

Parking areas should utilize innovative green design techniques to lessen the impact of the impervious cover in the park. Trees, plantings and paving materials should be selected based on their qualities to reduce heat-island, provide stormwater runoff cleaning properties and create a unique place to engage the park.

3 Beach Village

This area shall incorporate plantings and architectural features that provide a comfortable place for beach goers and park users to use throughout the day.

The building shall comprise a small food and beverage operation, surf museum, public restrooms and beach shower facilities. This building will also be home to the Beach Rescue offices and storage for their equipment. A second floor deck and County offices may also be incorporated into the building's program.

The Dune Play Area shall be an engaging and fun place for children and families to play in a safe environment away from the beach.

A 4-story lookout tower will also be located in this area to provide 360-degree views of the park, beach and surrounding areas. This lookout will also be a great venue for viewing launches at the Space Center.



