

**From:** [Danielle Dulude](#)  
**Cc:** [AdministrativeServices](#)  
**Subject:** Public Comment – File 8588 / 25Z00054 – Opposition to Merritt Bidco / RangeWater 222-Unit Rezoning on Merritt Island  
**Date:** Monday, March 30, 2026 11:32:22 AM  
**Attachments:** [File 8588.docx](#)  
[FOF 1245 - Special Report Impact Fees 2-22 v2# PAGES 2-6.pdf](#)  
[INVENTORY OF EXISTING REVENUE SOURCES C&D.pdf](#)  
[INVENTORY OF EXISTING REVENUE SOURCES OBJ 3.pdf](#)  
[INVENTORY OF EXISTING REVENUE SOURCES POLICY 4.5.pdf](#)  
[merritt\\_island\\_cdp\\_florida\\_playbook PAGE 9.pdf](#)  
[merritt\\_island\\_cdp\\_florida\\_playbook PAGES6-7.pdf](#)  
[Microsoft Word - East Merritt Island SAS.doc 44-45.pdf](#)  
[Microsoft Word - East Merritt Island SAS.doc 50-53.pdf](#)  
[Microsoft Word - East Merritt Island SAS.doc PAGE 63.pdf](#)  
[Microsoft Word - East Merritt Island SAS.doc PAGES 5-6.pdf](#)  
[Microsoft Word - East Merritt Island SAS.doc PAGES 28-31.pdf](#)

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Commissioners,  
Attached please find my written public comment regarding File 8588 / 25Z00054, the proposed rezoning for the 222-unit multi-family development on Merritt Island. I will also be speaking at the April 2, 2026 Board of County Commissioners meeting. Due to the 7-7 deadlock at the Planning & Zoning Board and serious unresolved concerns regarding infrastructure concurrency, taxpayer subsidies, PFAS contamination, sewer capacity, and mandatory evacuation risks in Zone A (Red), I respectfully urge you to deny this rezoning or approve it only with strict, binding conditions that require the developer to fully fund all necessary improvements. Thank you for your time and service to Brevard County residents.  
Respectfully,  
Danielle Dulude  
450 East Crisafulli Rd Merritt Island, Florida  
407-430-3821  
[d.dulude87@gmail.com](mailto:d.dulude87@gmail.com)

Re: File #8588 / 25Z00054 – Merritt Bidco SPV, LLC (Kim Rezanka, attorney) / RangeWater Real Estate – Rezoning Request from AU (with Binding Site Plan) to RU-2-15 and RU-2-30 with Removal of BSP

Tax Parcel 2412106, District 2, Merritt Island (approx. 11.24 acres near Pioneer Road / North Courtenay Parkway)

Date: March 30, 2026

Brevard County Board of County Commissioners

2725 Judge Fran Jamieson Way, Building C

Viera, FL 32940

Dear Commissioners,

I write on behalf of the existing homeowners and taxpayers of Merritt Island and Brevard County. The Planning & Zoning Board deadlocked 7-7 on March 16, 2026, with no recommendation forwarded to you. This tie vote reflects deep, unresolved concerns about infrastructure shortfalls and taxpayer subsidies. We urge you to deny this rezoning — or approve it only with ironclad, binding conditions requiring the developer to pay 100% of all infrastructure upgrades concurrent with development, with no burden shifted to existing residents.

**Exact Details from March 16, 2026, P&Z Meeting (Item H.3)**

The applicant, represented by attorney Kim Rezanka (on behalf of Merritt Bidco SPV, LLC and contract purchaser RangeWater), along with RangeWater representative Mike Oliver, engineer Kyle Chastine, and traffic engineer Trent Ebersole (earlier references also noted Daniela Jurado), presented the following:

- Rezoning from Agricultural Use (AU) with an existing Binding Site Plan (BSP for a former hospital conditional use) to RU-2-15 (7.5 acres) and RU-2-30 (3.66 acres), removing the BSP entirely.
- Concept plan: **222 multi-family units** (reduced from 240), three stories maximum, average density 19.75 units/acre, one-story clubhouse.
- Binding Development Plan modifications offered: extension of a right-turn lane on Pioneer Road (to 400 ft), reduced building height, increased eastern setbacks to 100 ft, maintained 50-ft north landscape buffer, cross-access easement, and a proportionate fair share (PFS) **agreement “if necessary.”**

- Traffic Impact Study claims: 1,379 daily vehicle trips (85 AM / 115 PM peak). Courtenay Parkway segments at 95% capacity in the 2027 no-build scenario; the project adds “only 2%” capacity. Courtenay/Pioneer intersection: **“no change in Level of Service (LOS)”**; delay increases by only **“one additional vehicle every two minutes... you wouldn’t notice any change whatsoever.”** They compared it favorably to the old hospital use (which would generate 4x daily trips).
- Attorney Rezanka stated: **“We’re not changing the level of service from D to something else”** and **“This project will not introduce traffic into identified boundaries of [nearby neighborhoods].”** Impact fees were projected at >\$500,000 plus \$200–300k PFS. They argued full consistency with the Comprehensive Plan’s Merritt Island Redevelopment Area (MIRA) policies.

County staff noted the TIS was preliminary for rezoning (full concurrency review occurs at site-plan stage) and referenced that the project could exceed 25% of remaining capacity on certain Courtenay Parkway segments under Brevard County Code §62-602(F)(6)(b). The applicant’s team repeatedly deferred fixes: **“phased improvements possible,” “PFS if necessary,”** and **“site plan issue, not rezoning.”**

### **These Claims Fail Under Brevard County’s Own Policies**

The applicant’s own language — particularly the repeated use of **“if necessary”** — proves the infrastructure is inadequate now. Yet the **Capital Improvements Element (Chapter 13)** requires the opposite:

**“Brevard County should consider financing needed capital improvements with ... impact fees and other forms of development exactions to ensure that new development pays a pro rata share of infrastructure development costs” (Policy 4.5, p. XIII-7).**

**“Brevard County shall continue to utilize a concurrency management system ... to ensure that service levels are not degraded below acceptable level of service standards” (Policy 5.1, p. XIII-6).**

**“Building permits may be approved if the developer agrees to construct all improvements necessary ... concurrent with its development” (Policy 5.2 Criteria D, p. XIII-9).**

**“Limit future public expenditures for infrastructure and service facilities which serve to subsidize growth” (Objective 3, p. XIII-6). Transportation facilities must be in place or under actual construction no more than three years after certificate of occupancy (Policy 5.2 Criteria C).**

**Transportation impact fees have not been updated since 2007** — the fee for a new single-family home remains at \$4,353. When these outdated fees fall short, existing homeowners subsidize new development through property taxes and deferred maintenance. The 1000 Friends of Florida report confirms: **“Without the fees, existing residents would in effect subsidize the costs of new development” (p. 2);** residents **“may face increased taxes to subsidize new development” (p. 3).**

The East Merritt Island Small Area Study (2008) and North Merritt Island Small Area Study (2018) explicitly warned against high-density redevelopment on this barrier island: it would drop LOS to “F,” degrade evacuation times in **Zone A (Red)**, and worsen chronic flooding due to limited outfalls. The studies recommend **reducing** densities, not increasing them. The applicant’s **“2% add, one car every two minutes”** claim **ignores cumulative growth** and the fact that their own TIS shows the corridor is already at **95% capacity pre-development.**

Even more concerning is the strain on our failing water and sewer systems. Brevard County faces **nearly \$800 million** in mandated upgrades (Florida Today, March 22, 2026). **PFAS, forever chemicals,** exceed the EPA’s 4-ppt limit in drinking water at the Mims/North Brevard and Barefoot Bay plants (finished water up to 5.9 ppt, some wells 13 ppt PFOS). Wastewater treatment removes less than 10% of PFAS, and leaky pipes have already caused major sewage discharges. The staff report confirms the project will connect to county sewer and that the **developer must pay for lift-station improvements “if capacity is not sufficient.”**

This site lies entirely in **mandatory Evacuation Zone A (Red)**. Brevard County Emergency Management states: **“Zone A (Red) ... includes the barrier islands, Merritt Island ... due to storm surge which can affect causeway and bridge approaches.”** The North Merritt Island Small Area Study (p. 43) warns that **“any additional increase in residential density may further degrade the evacuation times for the area.”**

### **Call to Action**

I respectfully request that you deny this rezoning. Alternatively, approve it only if the applicant executes a **binding agreement before any vote** that:

1. Requires the developer to fund and construct **100%** of all traffic, drainage, water/sewer, and concurrency improvements at their sole cost.
2. Proves no degradation below adopted LOS standards and full concurrency **(including safe evacuation times)** at certificate of occupancy.
3. **Waives any future taxpayer bailout or subsidy.**

We are not against growth. We are against **subsidized growth** that violates your own Comprehensive Plan policies and places unacceptable burdens on the families who already paid for Brevard's infrastructure. The people of Merritt Island and Brevard County deserve better.

Thank you.

I have attached key excerpts from Chapter 13 (Capital Improvements Element), both Small Area Studies, the 1000 Friends of Florida report, PFAS testing data, the official Evacuation Zone A policy, and the P&Z meeting video link for the record. I am available to answer any questions.

Attachments:

- Capital Improvements Element (pp. XIII-6 to XIII-9)
- East Merritt Island Small Area Study (2008) – key excerpts (pp. 4–5, 30, 51–52)
- North Merritt Island Small Area Study (2018) – key excerpts (pp. 40–43, 62)
- 1000 Friends of Florida Impact Fees Report (2022) – pp. 2, 3, 6
- Florida Today – “Brevard needs \$800 million worth of water and sewer upgrades” (March 22, 2026):  
<https://www.floridatoday.com/story/news/local/environment/2026/03/22/sewer-water-most-taxing-on-brevard-future-budgets/89242416007/>
- Brevard County Official PFAS page (current test results):  
<http://www.brevardfl.gov/UtilityServices/drinking-water/PFAS>
- County staff report for 25Z00054 (lift-station responsibility):  
<https://brevardfl.legistar.com/gateway.aspx?M=F&ID=e082f63b-07b3-4f36-b2dc-944a176151bd.pdf> (pages on Utilities Services comments)
- “Brevard County Evacuation Zone A (Red) – Official Policy” Direct link:  
<https://www.brevardfl.gov/EmergencyManagement/BePrepared/Step3HaveAPlan/Evacuation>
- Direct PDF link (Florida Disaster / Brevard County evacuation zone map):  
[https://maps.floridadisaster.org/county/EVAC\\_BREVARD.pdf](https://maps.floridadisaster.org/county/EVAC_BREVARD.pdf)

## Introduction

Population growth stimulated by new development strains existing infrastructure including roads, water and sewer systems, fire and rescue services, as well as schools and libraries. Local governments in Florida have a tool to help offset the costs of such development. Impact fees help to pay for new or expanded infrastructure necessitated by the construction of new residential or commercial development.

In 2021, however, the Florida Legislature passed a bill, later signed by the Governor, that placed limits on the rate and frequency at which local governments could increase impact fees. That action, its results, and the possibility of further impact fee bills passing during the 2022 Florida legislative session are the impetus for this study of those fees in counties throughout Florida.

## An Overview of Impact Fees

Impact fees are one-time fees municipal and county governments and some special districts in Florida may charge a developer to cover a portion of the anticipated cost of additional infrastructure and public facilities needed to support a new development. The fees are charged to help pay for the “impact” of new development on roads, parks, schools and other critical infrastructure. The rationale is that new development necessitates new or expanded infrastructure to accommodate new residents. Without the fees, existing residents would in effect subsidize the costs of new development.

Impact fees are considered allowable under the precept of police powers, the ability of local governments to act to preserve the health and safety of their citizens. The Florida Impact Fee Act (*Section 163.31801, F.S.*) notes:

The Legislature finds that impact fees are an important source of revenue for a local government to use in funding the infrastructure necessitated by new growth. The Legislature further finds that impact fees are an outgrowth of the home rule power of a local government to provide certain services within its jurisdiction.

In order to assess impact fees, a local government must adopt an ordinance that meets a series of requirements identified in the Act. The Act defines infrastructure as “a fixed capital expenditure or fixed capital outlay, excluding the cost of repairs or maintenance, associated with the construction, reconstruction, or improvement of public facilities that have a life expectancy of at least 5 years; related land acquisition, land improvement, design, engineering, and permitting costs; and other related construction costs required to bring the public facility into service.”

*continued on next page*

## An Overview of Impact Fees *continued*

The Act also allows certain vehicles and associated equipment as needed for law enforcement, emergency medical services and schools.

Impact fees must meet the criteria of the dual rational nexus test to be considered legal. This means that impact fees must have a reasonable connection (rational nexus) between:

1. The proposed new development and the need for additional capital facilities; and,
2. The expenditure of funds and the benefits accruing to the proposed new development.

The concept of impact fees evolved nationally over decades. In Florida, local governments began adopting them as early as the 1960s, with the courts substantiating and validating this approach. Florida's 1985 Growth Management Act required local governments to identify sources of funding for capital improvements such as new roads and schools. As existing tax revenue alone was insufficient to cover infrastructure costs, especially those associated with new development, local governments increasingly turned to impact fees. Impact fees are more widely used in low-tax states which do not have sufficient revenue through income tax and other means to pay for growth.

Impact fees are only to be used to fund new infrastructure necessitated by the new development and may not be used for maintenance or repair, making it especially important for local governments to consider the long-term costs they are shouldering when they approve new development and associated infrastructure. Impact fees also cannot be used to pay off debts or fund previously approved projects. If a developer provides land for road right-of-way or other public contributions, then this value is taken off their impact fee assessment in what is known as a proportionate fair share agreement.

As noted, impact fees cover a portion of the cost of growth and in some instances can discourage unsustainable, sprawling development which requires considerable public investment in roads and other infrastructures. While some maintain that impact fees slow or discourage growth, Florida has experienced some of its highest rates of growth after the advent of impact fees.

Developers often indicate that they pass the cost of impact fees on to their customers, making new construction more expensive and less affordable. Alternatively, residents throughout the municipality or county may face increased taxes to subsidize new development or live with increasingly stressed critical infrastructure and services. New development is far less appealing to prospective consumers if they lack good roads, a quality school system, or reliable fire and EMS services, all of which can be supported by impact fees. People are less likely to want to live or do business in an area that lacks well-maintained essential infrastructure and services.

## Purpose of Study

As noted, HB 337, passed during the 2021 Florida legislative session, curtails both the frequency and rate with which local governments are permitted to increase impact fees. Its provisions include:

1. An increase to a current impact fee rate of not more than 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted.
2. An increase to a current impact fee rate which exceeds 25 percent but is not more than 50 percent of the current rate must be implemented in four equal installments beginning with the date the increased fee is adopted.
3. An impact fee increase may not exceed 50 percent of the current impact fee rate.
4. An impact fee may not be increased more than once every 4 years.

Local governments may only exceed these limits if they demonstrate “extraordinary circumstances,” hold two public workshops, and approve the increase by at least a two-thirds vote.

New bills introduced in the 2022 legislative session would further erode the power of county and municipal governments to address growth through impact fees. SB 1030 (Taddeo) and HB 681 (Rodriguez) would expand the area where impact fee credits for a development could be transferred from an adjoining impact fee zone to the entire municipality or county.

Put plainly, growth could occur in an area while the increase in the capacity of critical infrastructure and services paid for by impact fees could occur in an entirely different area of the county. 1000 Friends of Florida opposes this bill because such a change would further limit the ability of local governments to manage growth responsibly, leaving taxpayers to foot the bill for growth through increasing taxes or face growing deficiencies in critical infrastructure and services.

This project primarily intends to provide a baseline evaluation of the frequency and the magnitude of impact fee schedules across county governments in Florida that utilize this growth management tool.

The use of impact fees varies across counties. While some counties do not levy any impact fees, those that do implement impact fee schedules do so for varying purposes. Because each county’s growth management scheme is as unique as its development characteristics, the magnitude of impact fees varies significantly across counties.

*continued on next page*

## Purpose of Study *continued*

This paper provides data on each county in Florida, including minimum, maximum, mean, median, and gross values for total impact fee per square foot of development. Further, the data examines the components of each county's impact fee structure by purpose (i.e., transportation, schools, etc.). It does not survey municipal impact fees.

## Method

1000 Friends of Florida collected data on the impact fees of each county in Florida by visiting each county's planning or growth management website. The URLs of the websites from which data was collected are listed in the "Source" column of the spreadsheet. Many governments hosted the information in text or in the form of a pdf link on their websites, while other governmental websites linked to Municode websites. The information on impact fees was transcribed to an Excel spreadsheet for analysis.

## Key Findings

Given the complexity and variability of the type of structures (addressed below) between counties, the data in Attachment 1- 4 addresses the impact fees collected for the development of a single-family detached residential structure of approximately 2000 - 2500 square feet in area.

The average rate (\$) per square foot of residential development is \$3.83 / sq. ft. or \$9,564.25 per unit (single-family detached, 2500 sq. ft.)

- 24 of Florida's 67 counties do not implement impact fees. Most of these counties, but not all, have experienced negative or relatively little amounts of growth in the last 10 years (as per the 2010 and 2020 Census Reports).
- 43 of Florida's 67 counties do utilize impact fees. The implementation of fees varies significantly by county.
- Counties with relatively larger population growth (2010 – 2020) assess larger fees.
- Typical purposes for which impact fees (for residential development) are collected:
  - Transportation (37 counties)
  - Schools (32 counties)
  - Parks (27 counties)
  - Fire departments (29 counties)
  - Public buildings and libraries (23 counties)
  - Law enforcement departments (18 counties)
  - Water (3 counties)

## Implications of Legislation

Impact fees are an integral tool for local governments in Florida. Revenues accrued from impact fees must be spent on infrastructure improvements that directly benefit the development that pays the fee. Therefore, impact fees allow local governments to fund specific components of their infrastructure in an intentional fashion. For this reason, impact fees address the needs of a growing community in a more targeted way than a general fund derived from ad valorem taxes. Additionally, the flexibility to adjust impact fee schedules to account for rising construction prices and property values makes impact fees an invaluable tool for counties in Florida.

HB 337 decreases the capability of local governments in Florida to pay for the growth of their communities. It limits the frequency and magnitude with which local governments can increase impact fee amounts and allows freer transferability of impact fee credits. With their approval of HB 337, the Governor and legislative leaders asserted that county and municipal governments have had too much power to change impact fee schedules and to raise money for capital infrastructure projects through impact fees, leading to excessive and unpredictable increases that make housing and other construction less affordable.

But this message warrants an essential question: How should local governments raise money for infrastructure investments? Property tax rates are already severely limited by a state law implemented in 2007 (*Section 200.065, F.S.*), while sales and gas taxes are collected by the state and local governments must be allocated money from these funds. As politically unpopular as having to pay money to the government is, funding is necessary to a local government's ability to provide adequate infrastructure to its communities. The provisions of HB 337 certainly reduce the revenue of county governments in Florida, which may cause governments to trim back on critical infrastructure programs and services. Meanwhile, the Legislature is considering additional measures that could reduce revenue from impact fees.

## So, What's the Plan?

How are local governments in Florida supposed to invest in meeting the needs of growing communities if they can't raise or obtain the funds necessary? If not through impact fees or taxes, how can local governments provide their citizens with critical infrastructure and services? The concept behind impact fees is for new development to pay for at least part of the cost of new public infrastructure or improvements needed to support that new development. The increasing restrictions on impact fees place local governments in an increasing financial bind, with local taxpayers left to either cover an increased portion of the direct costs of new development, or accept a declining quality of life with more crowded roads, schools and strains on other public infrastructure.

**Policy 4.2**

When adequate funding is not available for a high priority project from existing sources of revenue and the consequences of delaying the project would adversely impact the economy, environment, or public health, safety and welfare, Brevard County should consider enactment of the infrastructure sales tax by referendum.

**Policy 4.3**

Brevard County should continue to seek funding from State and Federal sources and pursue interlocal agreements with private and public agencies to ensure sufficient money is available to provide necessary public facilities and services.

**Policy 4.4**

Brevard County should periodically readdress its budget and fiscal policies to ensure debt management practices such as limitations on the use of revenue bonds as a percentage of total debt, maximum ratio of total debt service to total revenue, and maximum ratio of outstanding capital indebtedness to property tax base are adequate and effective.

**Policy 4.5**

Brevard County should consider financing needed capital improvements with Municipal Service Benefit Units, Municipal Service Taxing Units, Community Development Districts, impact fees and other forms of development exactions to ensure that new development pays a pro rata share of infrastructure development costs when it can be determined that these financing methods are not in conflict with Brevard County's economic development and affordable housing goals.

**Objective 5**

Brevard County may approve development orders consistent with the acceptable level of service standards adopted as part of this Comprehensive Plan for public facilities, including transportation, potable water, sanitary sewer, solid waste disposal, surface water management, and recreation and open space.

**Policy 5.1**

Brevard County shall continue to utilize a concurrency management system to review the impacts of all development proposals on existing public facilities to ensure that service levels are not degraded below acceptable level of service standards as adopted in this Comprehensive Plan.

**Policy 5.2**

Brevard County may approve rezoning applications, subdivision plats, site plans, and building permits if the potential impact of the proposed development does not decrease the level of service below acceptable standards for any existing public facility or a facility listed in this Element's Schedule of Improvements. If evaluation of the development application indicates a potential decrease in the level of service below the acceptable standards, approval of a development order may be granted based on the following conditions:

**Criteria:**

- A. For review of zoning applications, a preliminary concurrency evaluation shall be completed as part of the zoning review process to illustrate the relationship between the proposal and the availability of services and facilities for the Planning and Zoning Board and the Board of County Commissioners. All approvals of zoning applications shall be conditional and shall require a formal concurrency evaluation prior to site plan, subdivision plat or building permit approval.
- B. Subdivision plats and site plans may be approved if the Schedule of Improvements in the Capital Improvements Element includes a facility improvement that will

provide sufficient capacity to accommodate the potential impact of the proposed project based on acceptable level of service standards. These approvals are subject to the following conditions:

1. All development orders pursuant to this criterion are conditional and shall not be considered vested; they will be revisited upon application for building permits in accordance with Criteria C and D below, to determine their impact upon established or programmed acceptable levels of service.
2. If the impact evaluation indicated that the conditional development order will cause the level of service of a public facility to fall below the adopted standard, or if the development order will further increase an existing deficiency in the adopted levels of service, Brevard County will maintain the authority to modify the development order to achieve the acceptable levels of service.

C. Building permits may be approved if the concurrency review determines that the following conditions are met:

1. Potable water, supplies and facilities, sanitary sewer, solid waste, and drainage facilities with adequate capacity to accommodate the impacts of the development based on adopted level of service standards will be in place at the time the certificate of occupancy is issued; and
2. Parks and recreation facilities with adequate capacity to accommodate the impacts of the development based on adopted level of service standards will be in place or are scheduled to be under actual construction in the Schedule of Recreation and Open Space Improvements in this Element not more than one year after the certificate of occupancy is issued; and
3. Transportation facilities with adequate capacity to accommodate the impacts of the development based on adopted level of service standards will be in place or are scheduled to be under actual construction in the Schedule of Transportation Improvements in this Element not more than three years after the certificate of occupancy is issued or one of the following conditions is met:
  - a. At the time that a development order or permit is issued, the necessary transportation facilities or services are subject to a binding executed agreement which requires such facilities to be in place or under actual construction not more than three years after the certificate of occupancy is issued; or
  - b. At the time that a development order or permit is issued, the necessary transportation facilities or services are guaranteed in an enforceable development agreement, pursuant to Section 163.3220, Florida Statutes, or development order issued pursuant to Chapter 380, Florida Statutes, to be in place or under actual construction not more than three years after the certificate of occupancy is issued; or
  - c. For the purpose of issuing a development order or permit, a development may be deemed to have a de minimis impact and may

not be subject to the concurrency requirements of all applicable State Statutes and Florida Administrative Codes if all of the following conditions are met:

- i. The development proposal is for an increase in density or intensity of less than or equal to twice the density or intensity of the existing development, or for the development of a vacant parcel of land, at a residential density of less than four dwelling units per acre or, for nonresidential use, at an intensity of less than 0.1 floor area ratio. Isolated vacant lots in predominantly built residential subdivisions where construction of a single family house would be the most suitable use, may be developed for single family residential under the de minimis exception even if smaller than one quarter acre in size; and
  - ii. The transportation impact of the proposed development alone does not exceed 0.1 percent of the maximum service volume at the adopted level of service standard for the peak hour of the affected transportation facility; and
  - iii. The cumulative total transportation impact from the de minimis exceptions does not exceed three percent of the maximum service volume at the adopted level of service standard for the peak hour of the affected transportation facility if the facility does not meet the minimum level of service standard.
4. A comprehensive plan amendment shall be required to eliminate, defer, or delay construction of any road or public transit facility or service which is needed to maintain the adopted level of service standard and which is listed in the Schedule of Transportation Improvements in this Element.
- D. Building permits may be approved if the developer agrees to construct all improvements necessary to accommodate the specific impacts of the proposed project concurrent with its development.

### **Policy 5.3**

Brevard County may approve development orders if the proposed development is phased to ensure that the necessary public facilities and services are available prior to the completion of the proposed development.

### **Policy 5.4**

Brevard County shall coordinate with public and private agencies to identify public facility improvements made necessary by growth in the Viera Development of Regional Impact in order to ensure that needed improvements are incorporated into the Schedule of Improvements and that the developer continues to fund its fair share of the costs of needed infrastructure pursuant to the terms of the DRI Development Order.

### **Policy 5.5**

Brevard County shall coordinate the provision of potable water from the Cities of Cocoa,

**Policy 2.10**

Brevard County shall not extend public facilities and services to Suburban and Rural Density Areas for new development, unless there is an overriding public benefit which accrues to an area larger than the specific Suburban or Rural Density Area. However, the County will accept facilities through dedication, and provide services and facilities through MSBUs, MSTUs and other means through which the recipients pay for the service or facility.

**Objective 3**

Limit future public expenditures for infrastructure and service facilities which serve to subsidize growth within the coastal high hazard area of Brevard County. Expenditures for public land acquisition or enhancement of natural resources shall be encouraged.

**Policy 3.1**

Brevard County shall designate coastal high hazard areas as defined in Chapter 163, Florida Statutes

**Policy 3.2**

Brevard County shall not support or finance new local transportation corridors which lie within the coastal high hazard zone or areas zoned as Environmental Area, except where there are no other cost-feasible alternatives.

**Policy 3.3**

Brevard County should not locate sanitary sewer and water transmission lines within the coastal high hazard zone, except where there is no cost-feasible alternative and where practical due to engineering, safety and cost considerations, and where necessary utilizing existing rights-of-way.

**Policy 3.4**

If County utility lines are relocated for any purpose, they should be located outside of the coastal high hazard zone, except where there is no cost-feasible alternative.

**Policy 3.5**

Public facilities, except for recreational facilities, shall not be located by Brevard County within of the coastal high hazard zone, except where there are no other cost-feasible alternatives.

**Objective 4**

Brevard County shall maintain adequate fiscal resources and policies to fund necessary public facility improvements, including transportation, potable water, sanitary sewer, surface water management, solid waste, parks and recreation, public libraries, law enforcement, correctional facilities, fire protection, and emergency medical services.

**Policy 4.1**

Brevard County should periodically review the fiscal requirements of needed transportation system improvements and adjust the local option gas tax as may be necessary.

**Policy 4.2**

When adequate funding is not available for a high priority project from existing sources of revenue and the consequences of delaying the project would adversely impact the economy, environment, or public health, safety and welfare, Brevard County should consider enactment of the infrastructure sales tax by referendum.

**Policy 4.3**

Brevard County should continue to seek funding from State and Federal sources and pursue interlocal agreements with private and public agencies to ensure sufficient money is available to provide necessary public facilities and services.

**Policy 4.4**

Brevard County should periodically readdress its budget and fiscal policies to ensure debt management practices such as limitations on the use of revenue bonds as a percentage of total debt, maximum ratio of total debt service to total revenue, and maximum ratio of outstanding capital indebtedness to property tax base are adequate and effective.

**Policy 4.5**

Brevard County should consider financing needed capital improvements with Municipal Service Benefit Units, Municipal Service Taxing Units, Community Development Districts, impact fees and other forms of development exactions to ensure that new development pays a pro rata share of infrastructure development costs when it can be determined that these financing methods are not in conflict with Brevard County's economic development and affordable housing goals.

**Objective 5**

Brevard County may approve development orders consistent with the acceptable level of service standards adopted as part of this Comprehensive Plan for public facilities, including transportation, potable water, sanitary sewer, solid waste disposal, surface water management, and recreation and open space.

**Policy 5.1**

Brevard County shall continue to utilize a concurrency management system to review the impacts of all development proposals on existing public facilities to ensure that service levels are not degraded below acceptable level of service standards as adopted in this Comprehensive Plan.

**Policy 5.2**

Brevard County may approve rezoning applications, subdivision plats, site plans, and building permits if the potential impact of the proposed development does not decrease the level of service below acceptable standards for any existing public facility or a facility listed in this Element's Schedule of Improvements. If evaluation of the development application indicates a potential decrease in the level of service below the acceptable standards, approval of a development order may be granted based on the following conditions:

**Criteria:**

- A. For review of zoning applications, a preliminary concurrency evaluation shall be completed as part of the zoning review process to illustrate the relationship between the proposal and the availability of services and facilities for the Planning and Zoning Board and the Board of County Commissioners. All approvals of zoning applications shall be conditional and shall require a formal concurrency evaluation prior to site plan, subdivision plat or building permit approval.
- B. Subdivision plats and site plans may be approved if the Schedule of Improvements in the Capital Improvements Element includes a facility improvement that will

## A Path to Housing Abundance: Implementation Strategy

The three most important things in addressing housing abundance and affordability: “**small lots, small lots, small lots.**” Smaller lots allow more homes to be built on the same amount of land. This reduces land costs, leads to smaller, but usually still family-sized homes, and promotes townhomes, which cost less to build than a similarly sized detached home. They also provide home-sharing opportunities for service workers.

Across the country—and around the world—[case studies](#) consistently reveal a formula for successful housing supply reform:

- **Allow small lot flexibility for new subdivisions, home dwelling type and lot split flexibilities on existing lots, and the flexibility to build homes near jobs** by adopting one or more of the reform options outlined above,
- **Enable by-right zoning**, so projects don’t get delayed or killed by discretionary reviews,
- **Follow the Keep it Short and Simple (KISS) principle** instead of micromanaging the process.

### How Does the KISS Principle Unlock Housing Supply?

**The KISS principle refers to eliminating unnecessary complexity in the homebuilding process.** Simplicity brings certainty, lowers costs, and makes small-scale infill and larger-scale development both feasible and attractive. See *Full List of KISS Reforms to Consider* for more details.

### Others Are Doing it, and Model Legislation Is Available

Several states—including Texas, California, Montana, Vermont, Oregon, and Washington—have recently enacted legislation to support housing abundance.

The key to successful reform lies in adhering to the Housing Abundance Success Sequence while avoiding unnecessary micromanagement. A range of legislative templates and model bills are readily available to guide this process. [Texas SB-15](#) (lot size flexibility for new residential subdivisions in larger cities) and [Texas SB-840](#) (residential and mixed-use housing on all commercial and light industrial land in larger cities) were enacted in mid-2025. Taken together, these two bills implement Playbook Options 1 and 3. Implementation of Option 1 and 2 can be accomplished through a single model bill: the [AEI Model Starter Homes Act](#), which sets minimum lot sizes for both residential subdivisions and home dwelling type and lot split flexibilities on existing lots. A second model bill, [AEI Model Multifamily and Mixed-Use Residential in Certain Zoning Classifications](#), covers Option 3. It would allow for a residential overlay by-right in commercial, industrial, and mixed use zones.

# Why Allow for Lot Size and Location Flexibility?

This gives owners the right to build homes that most people can afford—whether in new neighborhoods, existing communities, or near jobs. It increases supply and affordability by allowing people to build starter homes on smaller lots in new residential subdivisions, and by allowing duplexes, triplexes, fourplexes, townhomes, or ADUs on single-family lots. It also refers to location – allowing homes near jobs and amenities in commercial and other non-residential areas.

It creates more affordable starter homes by using land more efficiently. This approach reduces sprawl, infrastructure costs, and energy use. By building smaller homes on smaller lots, we can significantly increase the supply of lower-priced, family-sized homes while freeing up existing housing stock.

It creates more workforce housing since single-family detached homes and townhomes average about 3.5 and 2.8 bedrooms respectively and are suitable for raising a family and naturally affordable shared living arrangements (42% of renters live in single-family homes).

## What is the flexibility to build homes near jobs?

Legalizing single-family, multifamily, and mixed-use residential by right in all commercial, industrial, and mixed-use areas. This allows people to live near their jobs and amenities if they choose.

By-right housing can transform underused commercial and industrial properties into owner-occupied and rental homes, helping cities make better use of land and infrastructure. Combined with small lots, this helps give people of all incomes greater choice in where and how they choose to live.

---

## The Housing Affordability Trifecta: Why Smaller Lots Mean Lower Home Prices

- **Smaller lots** → lower land costs
- **Smaller homes** with standard finishes → more affordable per home
- **More townhomes** → efficient land use, lower cost per square foot



# Diving Deeper: Option 1: Home Dwelling Type and Lot Split Flexibilities on Existing Lots

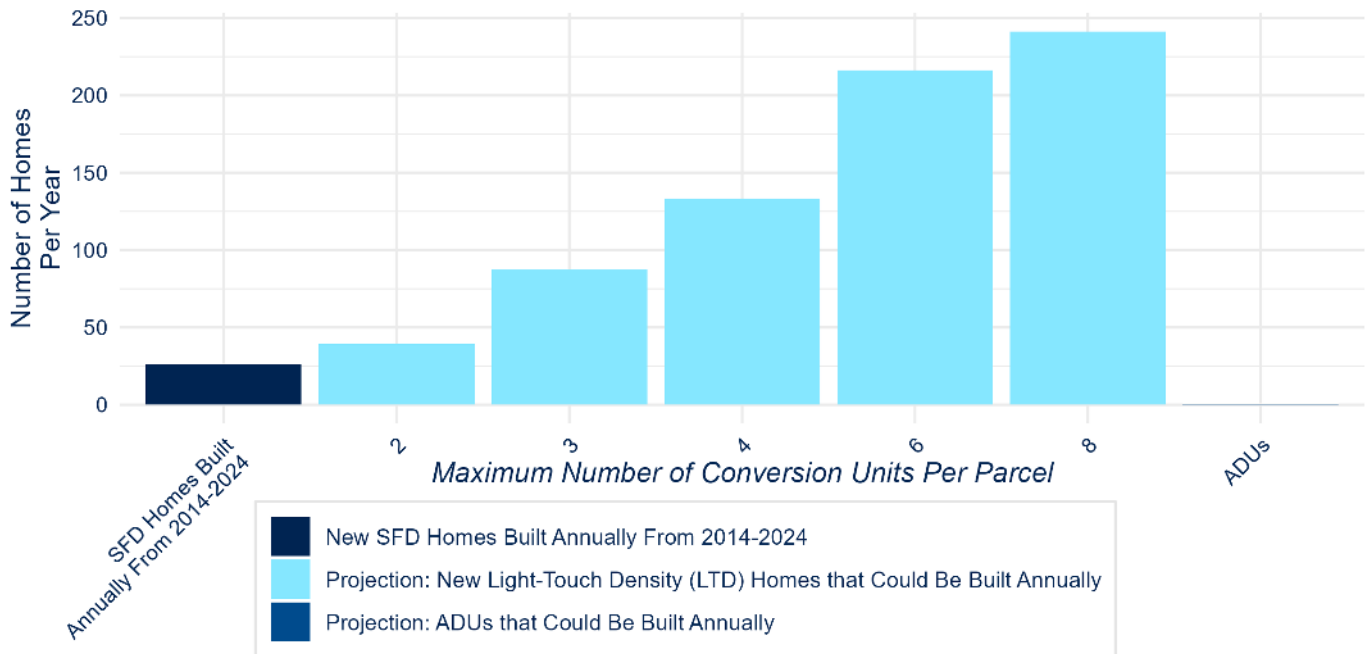
Allowing home dwelling type and lot split flexibilities on existing lots in single-family neighborhoods in Merritt Island CDP could add 240 homes per year, or about 9.2 times more than the current rate of SFD construction in Merritt Island CDP.

These new homes are created through the legalization of home dwelling types or by splitting existing lots into smaller parcels. They can take the form of smaller lot SFD homes, townhomes, 2–8 home multiplexes, and ADUs in neighborhoods currently restricted to single-family detached homes.<sup>2</sup> To achieve this outcome, Merritt Island CDP should set a minimum lot size of no more than 1,200 sq.ft. for new lots created through single-family lot splits.

This bar chart compares the number of new SFD homes built in Merritt Island CDP from 2014-2024 (shown in dark blue) to the potential number of homes that could be created by these flexibilities.

## Homes by Allowable Density in Merritt Island CDP

*New Single-Family Detached (SFD) Homes (2014-2024) vs. Projected Light-Touch Density (LTD) Homes*



Source: First American and AEI Housing Center; [https://heat.aeihousingcenter.org/toolkit/ltd\\_chart](https://heat.aeihousingcenter.org/toolkit/ltd_chart).

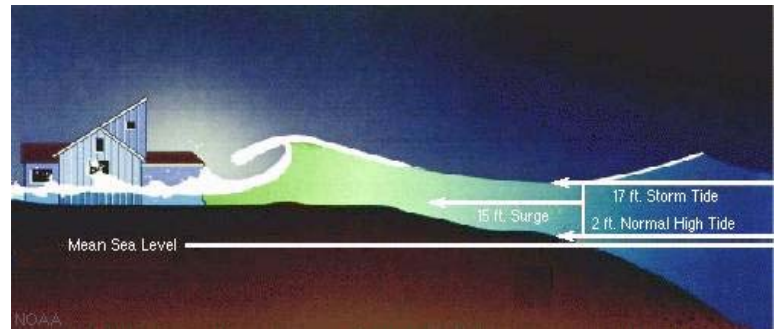
<sup>2</sup> Projections for ADUs are given only in cases when they are the highest and best use of land. In areas with high land values, duplex, triplex, and townhome conversions are typically the higher and better land use. If both ADUs and small multiplexes make financial sense, we assume the option that produces the most homes on that lot. [Light-Touch Density: Housing Supply and Affordability Estimates](#).

## Emergency Management

The Brevard County Emergency Management Department is responsible for the coordination of emergency operations and maintaining the Comprehensive Emergency Management Plan which addresses disasters including hurricanes and their storm surges.

### Hurricanes

Hurricanes are the most likely natural disaster to affect Brevard County. Damage from hurricanes takes two primary forms, wind damage and flooding from the storm surge. Of the two, the storm surge is the most dangerous resulting in the majority of deaths associated with hurricanes. Storm surge is the water pushed toward the shore by the force of the hurricane winds. This advancing surge combines with the normal tides to create the hurricane storm tide, which can increase the mean water level 15 feet or more. In addition, wind driven waves ride on top of the storm tide. This rise in water level can cause severe flooding in coastal areas, particularly when the storm tide coincides with the normal high tides. Because much of the County's coastline lie less than 10 feet above mean sea level, the danger from storm tides is tremendous.



One of the most crucial aspects of emergency management is the calculation of a hurricane's storm surge and its effect on people, evacuation routes, and property. One tool used to evaluate the threat from storm surge is the SLOSH model. Emergency managers use this data from SLOSH to determine which areas must be evacuated for storm surge. Storm surge also affects rivers and inland lakes, potentially increasing the area that must be evacuated.

During the least intense Category One event the storm surge still affects the coastal residences. Because of the area's vulnerability all of East Merritt Island study area is included in the evacuation zone for a storm of any category (1 – 5).

### Evacuation Routes

The northern portion of the study area has three roadways to the west to evacuate the East Merritt Island area. One of these routes, Sykes Creek Parkway, travels for a limited distance before merging reducing the western evacuation routes to two. The southern portion of the study area has only one western evacuation route, SR 520 which also acts as an evacuation route for the north area.

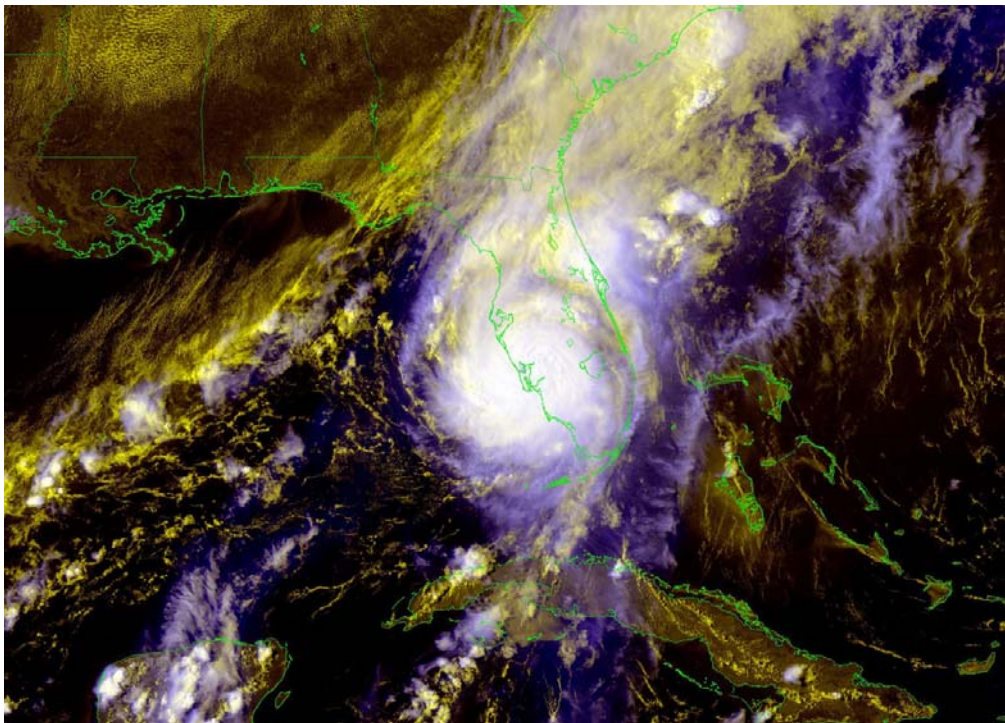
The limited transportation routes increase the time necessary for residents to evacuate prior to a storm event. Any additional increase in residential density may further degrade

the evacuation times for the area. A recent change in state law also now requires local governments to adopt and maintain a Level of Service for evacuation times.

### **Coastal High Hazard Area**

In the past, Brevard County has undertaken and adopted substantial reductions in density within the unincorporated portions of the Coastal High Hazard Area (CHHA). This effort proved to be invaluable when the County successfully evacuated the barrier islands during the hurricanes of 2004. Up until 2006, the Coastal High Hazard Area was defined as the Category 1 Hurricane Evacuation Zone under state law and affected approximately 55,000 acres in the County. State laws also emphasized reducing residential densities and reducing capital expenditures within the CHHA except for improving evacuation routes.

In 2006, the State Legislature amended Chapter 163.3178, Florida Statutes, to change the definition of the Coastal High Hazard Area. The new definition is the area affected by the storm surge from a Category 1 hurricane and has resulted in substantially less area designated as the CHHA (25,745 acres) within Brevard County. All local governments have to amend their comprehensive plans to comply with this new CHHA definition. The following maps show the old and new Coastal High Hazard Areas for Brevard County. The pre and post maps are located in the attached map series.



*Hurricane Charley strikes Florida in 2004*

## **COMMUNITY INPUT AND DISCUSSION**

### **Background:**

The East Merritt Island community has been active in their participation in public hearings for the Board of County Commissioner's and the different advisory boards when an issue of local interest has arisen.

With the formation of the East Merritt Island study committee, residents made recommendations through the Small Area Study process. The recommendations are included in the study along with other public comment to be presented to the Board of County Commissioners for adoption.

### **Community Assessment Methods for this Small Area Study:**

The assessment of the East Merritt Island community began with the collection of the baseline data to determine public infrastructure and level of service capabilities. The data collection included meeting with the various service providers, including several Brevard County agencies. This data was utilized to produce build-out and redevelopment models for the area. The study area was divided into north and south areas to facilitate assessments more attuned to the particular area needs.

The data and models were presented to north and south area committees composed of residents of the study area appointed by the Board of County Commissioners to provide a cross section of the community.

Over a series of publicly noticed committee meetings, public input was sought to provide depth to the study sections and gain insight to the community's vision. The final draft of the small area study was presented to the committees jointly to reach a consensus for recommendation to the Board of County Commissioners.

### **Results of Community Input – General:**

In general the public input demonstrated the desire of the community to preserve its current lifestyle. The committee members of both the north and south areas stressed quality of life issues as a priority.

### **Results of Community Input – Land Use:**

The community expressed its desire to maintain the status quo, or the current character of development in the study area. Previous project requests by developers had met with opposition during public hearings. As a result of the community input, the study included

the recommendation of “right-sizing” some areas where the adopted Future Land Use exceeded the actual density that the land was developed at.

**Results of Community Input – Other Factors:**

Other major factors brought forward by the citizen committees for consideration was limitations of the transportation network to meet new development.

## **NEXT STEPS IN IMPLEMENTING THE SMALL AREA STUDY AND ITS RECOMMENDATIONS**

The SAS's recommendations will be presented to the Local Planning Agency in a public hearing. Following public discussion the LPA will make a recommendation to the Board of County Commissioners regarding the SAS's analysis. The Board of County Commissioners will also accept public comment during its deliberations on the SAS. Once the Board accepts the study, staff will be directed to implement recommendations of the study in the formal Comprehensive Plan amendments. Implementation is anticipated to begin in the Spring of 2009 and continue for approximately one year.

A large part of implementation will involve amendments to right-size the Future Land Map and elimination of zoning inconsistencies.

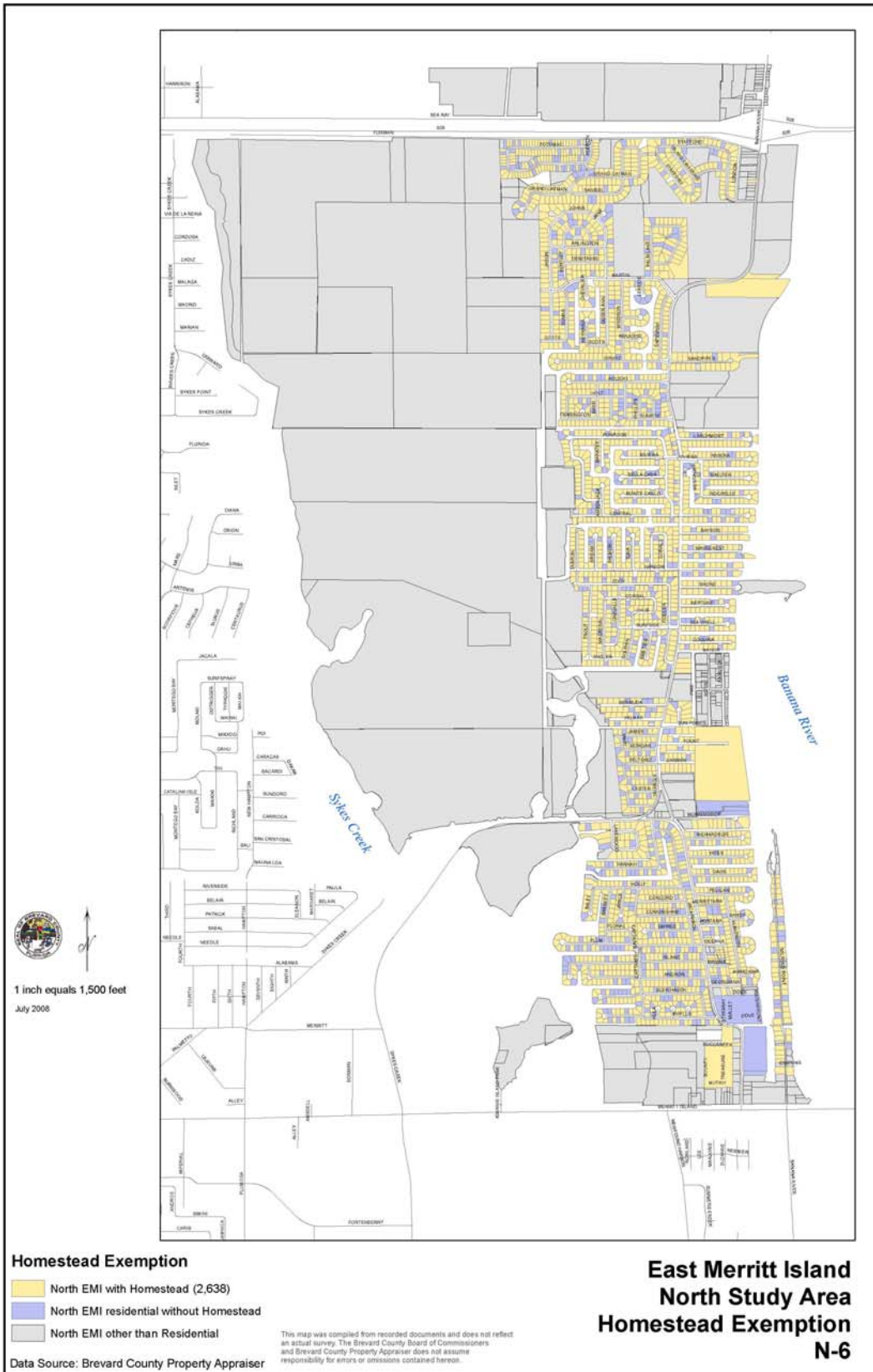
## **RECOMMENDATIONS OF THE EAST MERRITT ISLAND SMALL AREA STUDY**

The North Area and South Area Citizen Committees for the East Merritt Island Small Area Study adopted these recommendations:

- Recommendation 1: Brevard County should initiate Comprehensive Plan amendments to the Future Land Use Map to reduce residential densities on developed residential properties in the study areas to reflect established residential densities on developed parcels. The recommended densities should be based on the lowest residential land use designation established in the Future Land Use Element of the Comprehensive Plan that would be required in order to achieve consistency with established residential development patterns and the existing zoning classification(s).
- Recommendation 2: Brevard County should initiate Comprehensive Plan amendments to the Future Land Use Map to reduce residential densities on undeveloped properties in the study areas that have zoning other than GU to ensure that future development on said vacant properties will be consistent with their current zoning classification and be compatible with established residential densities on adjacent properties.
- Recommendation 3: No additional Neighborhood Commercial FLUM designations should be permitted in the South study area.
- Recommendation 4: No additional Community Commercial FLUM designations should be permitted outside of the Merritt Island Redevelopment Area.
- Recommendation 5: South Banana River Drive should not be reconstructed to increase roadway capacity because currently adopted design standards for collector roadways are likely to result in adverse impacts to the aesthetic character of the surrounding neighborhood.

- Recommendation 6: Brevard County should perform a preliminary engineering analysis of the actual capacity of South Banana River Drive based on existing conditions. In the event that the preliminary engineering analysis indicates that South Banana River Drive has a lower capacity than reflected in the Concurrency Management database, the County should retain a qualified traffic engineer to determine the capacity of South Banana River Drive based on actual conditions. The conclusions of the analysis should be adopted for use in the County's Concurrency Management System.
- Recommendation 7: Brevard County should construct any missing sections to the existing bicycle/pedestrian transportation system within the study areas subject to funding availability.
- Recommendation 8: The Board of County Commissioners should implement the study recommendations through the Comprehensive Plan amendment process during the spring amendment cycle of 2009.

These right-sizing amendments are reflected in the Prospective Future Land Use Maps at the end of this study.



**East Merritt Island  
Small Area Study  
Draft Review**

**EXECUTIVE SUMMARY**

The East Merritt Island Small Area Study (SAS) was initiated at the direction of the Board of County Commissioners in response to community requests due to the number of applications for higher density/intensity rezonings in the East Merritt Island area. Its purpose was to take an in-depth look at the area, its infrastructure, and the community's vision and develop a study that would be a tool for planning and growth management.

For the purposes of managing the study, East Merritt Island had been split into two areas, north and south, each with their own committee. The Board of County Commissioners appointed residents to serve on one of two study area committees. This was due to the north and south areas having distinct communities and different planning considerations. The dividing line for the two study areas was SR 520, an arterial roadway. Public participation included a series of publicized workshops at Kiwanis Island Park located on SR 520.

An analysis of the land uses has shown that there are large areas of existing single family residential subdivisions that have an adopted Future Land Use of a much greater density. Although rezonings would be required to achieve the densities that are currently adopted on the Future Land Use Map, the study lends support toward revisiting adopted densities so that they align with development patterns in the area. Otherwise, the Future Land Use Map could request for encourage redevelopment that may not be compatible with the surrounding land-use patterns and be in conflict with the single-family residential nature of the community. Additionally, some administrative rezoning and land use changes were identified for the Planning and Zoning staff to initiate.

The existing infrastructure of the area was found to be adequate for existing development. Modeling of impacts that could occur from the build-out of vacant parcels was performed. Additional modeling was undertaken to show the effects of the redevelopment of the area using the maximum density allowances under the current Future Land Use Map. Both of these models showed impacts to desired service levels of the infrastructure, particularly transportation and evacuation times during storm events. Some of these impacts would cause the infrastructure to exceed the adopted level of service standards.

The North Area and South Area Citizen Committees for the East Merritt Island Small Area Study adopted these recommendations:

- Recommendation 1: Brevard County should initiate Comprehensive Plan amendments to the Future Land Use Map to reduce residential densities on developed

residential properties in the study areas to reflect established residential densities on developed parcels. The recommended densities should be based on the lowest residential land use designation established in the Future Land Use Element of the Comprehensive Plan that would be required in order to achieve consistency with established residential development patterns and the existing zoning classification(s).

- Recommendation 2: Brevard County should initiate Comprehensive Plan amendments to the Future Land Use Map to reduce residential densities on undeveloped properties in the study areas that have zoning other than GU to ensure that future development on said vacant properties will be consistent with their current zoning classification and be compatible with established residential densities on adjacent properties.
- Recommendation 3: No additional Neighborhood Commercial FLUM designations should be permitted in the South study area.
- Recommendation 4: No additional Community Commercial FLUM designations should be permitted outside of the Merritt Island Redevelopment Area.
- Recommendation 5: South Banana River Drive should not be reconstructed to increase roadway capacity because currently adopted design standards for collector roadways are likely to result in adverse impacts to the aesthetic character of the surrounding neighborhood.
- Recommendation 6: Brevard County should perform a preliminary engineering analysis of the actual capacity of South Banana River Drive based on existing conditions. In the event that the preliminary engineering analysis indicates that South Banana River Drive has a lower capacity than reflected in the Concurrency Management database, the County should retain a qualified traffic engineer to determine the capacity of South Banana River Drive based on actual conditions. The conclusions of the analysis should be adopted for use in the County's Concurrency Management System.
- Recommendation 7: Brevard County should construct any missing sections to the existing bicycle/pedestrian transportation system within the study areas subject to funding availability.
- Recommendation 8: The Board of County Commissioners should implement the study recommendations through the Comprehensive Plan amendment process during the spring amendment cycle of 2009.

These right-sizing amendments are reflected in the Prospective Future Land Use Maps at the end of this study.

## INFRASTRUCTURE AND SERVICE DEMAND ANALYSIS

### **Transportation Network & Build-out:**

For both the North and South study areas the existing Average Daily Trips (ADT) on the roadways were compounded with the number of trips that could be generated from the development of vacant property. The density for the development of this vacant property was based upon the adopted Future Land Use (FLU) for the property. The resulting traffic generation projection is based upon the maximum development allowance scenario for these vacant parcels. In actuality, a number of constraints could restrict the final density for any project on these parcels. By using the maximum density allowed by the FLU, the greatest impact possible is demonstrated.

#### North Area

The north area transportation network includes two collector roadways and numerous local streets. Traffic is carried north to SR528, south to SR520, and west along Sykes Creek Parkway. The north area is divided into three road segments for the purposes of traffic generation and trip distribution. These segments are listed on Table 7 along with the existing Average Daily Trips (ADT) and the potential ADT in a total build-out scenario of the vacant buildable property under current FLU designations. The data demonstrate the cumulative impact of these trips on the affected roadway segments.

**Table 7.  
Build-out Scenario for North Area Road Segments**

<b>North Study Area Transportation Facility Road Segments</b>								
<b>Segment</b>	<b>Max Volume</b>	<b>Current ADT</b>	<b>Potential ADT</b>	<b>Current Volume</b>	<b>Potential Volume</b>	<b>Current LOS</b>	<b>Adopted LOS</b>	<b>Potential LOS</b>
035B	15,600	7,401	11,853	47.44%	75.98%	D	E	E
035A	15,600	12,248	19,886	78.51%	127.47%	D	E	F
345C	15,600	10,394	14,424	66.63%	92.46%	C	E	E
<b>Segment</b>	<b>Segment Description</b>							
035B	North Banana River Drive from SR520 north to Sykes Creek Parkway							
035A	North Banana River Drive from Sykes Creek Parkway north to SR528							
345C	Sykes Creek Parkway from Banana River Drive west							

Source: Brevard County

As shown in Table 7, above, the North Banana River Drive road segment (035A) could exceed the allowable Level of Service (LOS) in a total build-out scenario. The other segments would both be impacted by an increase of 60% (035B) and 39% (345C) respectively.



*Constricted Roadway Segments over canals*

South Area

The south area transportation network includes two collector roadways and numerous local streets. Traffic is carried north to SR520 on South Banana River Drive and Newfound Harbor Drive. The south area is divided into two road segments for the purposes of traffic generation and trip distribution. These segments are listed on Table 8, along with the existing Average Daily Trips (ADT) and the potential ADT in a total build-out scenario of all vacant buildable property under adopted FLU designations. The table demonstrates these trips cumulatively for impacts on the roadways.

**Table 8.  
Build-out Scenario for South Area Road Segments**

<b>South Study Area Transportation Facility Road Segments</b>								
<b>Segment</b>	<b>Max Volume</b>	<b>Current ADT</b>	<b>Potential ADT</b>	<b>Current Volume</b>	<b>Potential Volume</b>	<b>Current LOS</b>	<b>Adopted LOS</b>	<b>Potential LOS</b>
036	15,600	2,487	4,991	15.94%	31.99%	A	E	B
221	15,600	7,341	10,699	47.06%	68.58%	C	E	D
<b>Segment</b>	<b>Segment Description</b>							
036	South Banana River Drive from SR520 south to termination							
221	Newfound Harbor Drive from SR520 south to termination							

Source: Brevard County

As shown in Table 8 above, neither road segment would fail in a total build-out scenario. However, the amount of average daily trips would impact the LOS by one category for each respective segment. In the case of Segment 036, South Banana River Drive, the trip count could increase 100%, or double, in a total build-out scenario. The Newfound Harbor Drive segment could increase 46% in a similar build-out.

## **Transportation Network and Redevelopment**

In the Transportation Network section above, the existing traffic generation and the impacts associated with build-out of the vacant acreage under the adopted Future Land Uses are evaluated. A second and different modeling examines what happens to the transportation network when the existing developed properties are redeveloped under their adopted Future Land Use.

For example, this approach evaluates traffic impacts if the platted lots in an existing single family home subdivision were assembled and redeveloped under its higher density. The single family homes could be replaced by townhouses or apartments. The tables below demonstrate the cumulative effects on study area properties being redeveloped under the highest density as allowed by the adopted FLU. From these calculations, the value of “right-sizing” future land uses on developed property can be determined. With the adoption of a Future Land Use, rezoning options would be limited to those that are more in character with surrounding land uses.



*A new look for a commercial plaza*

North Area

The redevelopment scenario for the North Area evaluated below assumes that all Residential 15 Future Land Use will be redeveloped at its maximum allowable density. This includes both vacant RES 15 parcels and developed RES 15 parcels that would be redeveloped.

**Table 9.  
Redevelopment Scenario for North Area Road Segments  
North Study Area Transportation Facility Road Segments**

Segment	Max Volume	Current ADT	Potential ADT	Current Volume	Potential Volume	Current LOS	Adopted LOS	Potential LOS
035B	15,600	7,401	15,743	47.44%	100.92%	D	E	F
035A	15,600	12,248	25,589	78.51%	164.03%	D	E	F
345C	15,600	10,394	17,622	66.63%	112.96%	C	E	F
Segment	Segment Description							
035B	North Banana River Drive from SR520 north to Sykes Creek Parkway							
035A	North Banana River Drive from Sykes Creek Parkway north to SR528							
345C	Sykes Creek Parkway from Banana River Drive west							

Source: Brevard County Planning & Zoning Office

As shown in Table 9. above, the redevelopment of the existing Residential 15 acreage would cause the Level of Service of the roadway to exceed allowable levels. The adopted LOS for all three road segments is “E” and the addition of these trips would cause the LOS to drop to “F”. By the roadways degrading to “F” the LOS would be exceeding the adopted allowable LOS.



*Pedestrians walking on the shoulder*

**From:** [Heike Jahnert](#)  
**To:** [Commissioner, D1](#); [Commissioner, D2](#); [Commissioner, D3](#); [Commissioner, D4](#); [Commissioner, D5](#)  
**Subject:** 220 Apartments on North Courtenay Pkwy  
**Date:** Friday, March 27, 2026 3:20:18 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Commissioners,

Living on Merritt Island, I've witnessed firsthand the impact of rapid development and rezoning on our community. The latest proposal for rezoning a property on the east side of N. Courtenay Parkway, just 420 feet south of Via De La Reina, threatens not only the tranquility of our cherished island but also the safety and well-being of its residents.

Many of you may know the struggles we face daily with traffic congestion. Re-zoning this land would exacerbate an already dire traffic situation, increasing the likelihood of accidents and posing a serious risk to pedestrians and drivers alike. Moreover, the potential for increased flooding cannot be ignored, as the natural drainage systems that protect our land are already strained. This development would further stress these resources, leading to possible flooding disasters for our homes and businesses.

Furthermore, the loss of green spaces and land in this part of Merritt Island is irreversible. Our community has cherishingly held onto these spaces for decades, understanding the balance they provide for our ecosystem and the crucial buffer against urban encroachment. Losing this land means losing part of what makes Merritt Island unique and a beloved home for its residents.

Thankfully, during a recent vote, the Merritt Island Redevelopment Agency (MIRA) has already shown their support for preserving our community by voting no against the rezoning plan. It is now crucial for Commissioner Tom Goodson and the other district commissioners to hear our community's unified voice and follow suit by voting no.

Support smart growth—not this specific project. We petition for a more appropriately scaled development that respects our current infrastructure

and the upcoming roadway redesign. This location cannot sustain the proposed density without compromising safety and traffic flow.

Respectfully,

Heike Jahnert

6729 Mangrove Dr., Merritt Island

**From:** [Rebecca Hauser](#)  
**To:** [Commissioner, D1](#)  
**Cc:** [Commissioner, D2](#); [Commissioner, D4](#); [Commissioner, D3](#); [Commissioner, D5](#)  
**Subject:** Vote No to REZONING #25Z00054  
**Date:** Sunday, March 29, 2026 1:36:59 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

## OPPOSITION TO REZONING #25Z00054

**Location:** Pioneer Rd & N. Courtenay Pkwy | **Applicant:** RangeWater Residential

### 1. THE "PFS" DECEPTION: NO CURE FOR EXISTING FAILURE

The developer is offering a Proportionate Fair Share (PFS) payment to satisfy traffic requirements. However, this is a financial maneuver, not a physical fix.

- **The Legal Limitation:** Under Florida Law, a developer is **not responsible for fixing existing traffic problems**. They are only required to mitigate the *additional* impact they create.
- **The Mitigation Gap:** The applicant admits they cannot physically fix or widen the road due to existing **FP&L light poles** and other permanent structures. Since they cannot create more space, the traffic congestion is permanent.
- **The Safety Override:** Florida Law (163.3180) allows a PFS to satisfy concurrency, but it **DOES NOT** override a material danger to public safety.
- **The Calculation Gap:** The developer's PFS calculations are **nearly 50% less** than what the P&Z board calculated. Because of this massive discrepancy, the developer **might not be paying their true fair share** of the infrastructure burden.
- **Cost to Taxpayers:** If the true impact is 3,000 trips but they only pay for 1,379, the remaining infrastructure costs fall on the citizens. This project risks costing Merritt Island more money than it generates.
- **Ongoing "Negotiations":** The PFS is still being "negotiated" behind closed doors. The public has no guarantee that the final agreement will even cover the developer's own underestimated impact.

- **Emergency Response Crisis:** A PFS check does not get emergency vehicles to our high population of elderly neighbors any faster. On an island with limited arterial roads, adding thousands of trips to a failing system directly delays life-saving care.
- **Staff Report Warning (Page 10):** County Staff explicitly states this project creates a **material danger to public safety**.

## 2. SCHOOL ZONE & STUDENT SAFETY: PIONEER RD GRIDLOCK

This development sits in the immediate path of students attending **Lewis Carroll Elementary**.

- **Peak Time Backups:** During school drop-off and pick-up, traffic already backs up significantly onto **Pioneer Road**. Adding 3,000 daily trips will paralyze this corridor, making it impossible for parents and buses to navigate the school zone safely.
- **Student Pedestrians at Risk:** This intersection is already considered dangerous. Adding high-density traffic increases the risk for children who walk or bike to school.
- **Safety Failure:** Forcing an additional 222 units worth of commuter traffic into a school zone that is already failing its operational capacity is a direct threat to student safety.

## 3. PUBLIC SAFETY: THE FDOT SAFETY CONFLICT (PROJECTS 453311-1 & 448455-1)

The State of Florida is currently intervening at this location because the infrastructure has reached a breaking point.

- **SR-528 Interchange Fail (FDOT Project 448455-1):** This **\$10.3 Million** project targets the SR-528 (Beachline) and N. Courtenay Pkwy interchange to address the existing **Level of Service F (Failure)**.
- **N. Courtenay Median Safety (FDOT Project 453311-1):** This **\$6.6 Million** project is specifically designed to install a **raised concrete median** to eliminate dangerous mid-block left turns at the developer's proposed entrance.
- **Reversing State Progress:** Approving this high-density project would effectively reverse the impact of the **\$16.9 million** currently being spent to increase safety at

these failing intersections. Adding 3,000 trips at this exact location directly contradicts the State's safety objectives and renders these taxpayer-funded improvements obsolete.

- **40% Traffic Surge:** N. Courtenay has seen a **40% traffic increase** in just the last two years. The State's safety projects are already playing "catch up" to existing danger.

#### 4. ENVIRONMENTAL RISKS: HYDRIC SOILS, TREES, & FLOODING

- **The Sponge Effect:** This lot currently functions as a natural sponge for the area. The combination of established trees and hydric soils absorbs significant amounts of stormwater. Overbuilding on this lot will destroy this natural drainage system.
- **Increased Flooding:** Removing the trees and paving over the soil will lead to a drastic increase in flooding that already exists in this area. Without this excess water will be displaced onto neighboring properties and into the streets.
- **Confirmed Bald Eagle Nest:** An active Bald Eagle nest is confirmed near the property. Under the **Federal Bald and Golden Eagle Protection Act**, these birds are protected by a mandatory **660-foot buffer**. Construction and high-density activity within this zone are strictly regulated.
- **Inadequate Buffers:** The claimed 100 ft buffer will actually contain **stormwater retention ponds**. It is a drainage pit, not a vegetative screen for neighbors or a habitat for protected species.
- **Sykes Creek Contamination:** Replacing 11 acres of pervious dirt with asphalt increases runoff into **Sykes Creek**, which is under strict new Nitrogen/Phosphorus rules.
- **Hydric Soil Danger:** The site consists of **Myakka and Anclote soils** (high water table). Paving this land will force groundwater into the living rooms of surrounding low-lying homes.

#### 5. BOARD CONCERNS: ATROCIOUS & HORRENDOUS CONDITIONS

During the Planning & Zoning hearing, Board members expressed deep skepticism.

-

**Intersection Failure:** Multiple board members described the current state of the N. Courtenay intersection as “**atrocious**” and “**horrendous**”.

- **Density Misalignment:** Mr. Minneboo noted that **RU-2-30 (high density)** is not typical for this area. The intersection was designed for commercial use, **not high-density residential**, which creates a much higher volume of constant traffic.

## 6. VIOLATION OF ADMINISTRATIVE POLICY 3: THE BSP REMOVAL

- **Admitted Inconsistency:** The County Staff Report admits that 222 units is **not consistent** with the surrounding single-family neighborhoods.
- **Removing the BSP:** The applicant wants to **remove** the existing Binding Site Plan (BSP). This falls directly under a violation of **Administrative Policy 3**, as the BSP was specifically put in place to protect surrounding neighbors from over-development.
- **Diminished Quality of Life:** Getting rid of the BSP will significantly diminish the quality of life and safety of the existing neighborhood through increased noise and unmitigated traffic.
- **The Blank Check for Clear-Cutting:** The current BSP identifies exactly **10 Live Oaks, 43 Slash Pines, and 80 Wax Myrtles**. Without it, the developer can bulldoze these 130+ trees, removing our natural noise barrier and flood protection forever.

## 7. UNANIMOUS LOCAL REJECTION

- **MIRA Vote:** The Merritt Island Redevelopment Agency voted **7-0 (Unanimous)** to recommend denial.
- **Community Voice:** We are nearing **2,500 signatures online and on paper** & have over **50 formal comments** opposing this development.
- **P&Z Tie:** The Planning & Zoning board resulted in a **7-7 tie (TWICE)**, showing no mandate for this project.

---

**SUMMARY:** To approve this rezoning is to ignore the 7-0 vote of our redevelopment agency

(MIRA), the warnings of county staff, the \$16.9 million FDOT investment, Merritt Island residents, and the safety of students at Lewis Carroll. We urge the Commission to uphold the recommendations of the local experts and vote no.

Thank you,

Rebecca Hauser

Merritt Island Resident

[Petition · Urge Brevard County Commissioners to oppose rezoning on Merritt Island - Merritt Island, United States · Change.org](#)

**VOTE NO ON CASE #25Z00054**

**From:** [Kathy Gay](#)  
**To:** [Commissioner, D3](#)  
**Subject:** Pioneer Rd Merritt Island land development - Vote  
**Date:** Sunday, March 29, 2026 5:55:37 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

**Kathy Gay**  
**85 Florida Blvd**  
**Merritt Island, FL 32953**  
[freespoolk@outlook.com](mailto:freespoolk@outlook.com)

**3/29/2026**

**Kim Adkinson, Brevard County Commissioner District 3**

Dear Commissioner Adkinson,

I am writing to express my deep concern regarding the proposed housing growth on Pioneer Rd, Merritt Island, feeding into the already congested SR3/SR528/SR520 corridor. While I understand the need for responsible development, this expansion risks worsening an infrastructure problem that residents have been struggling with for years.

Traffic on SR3/SR528/SR520 is routinely backed up, not only during peak hours, but also at cruise arrivals/departures, space launches, beach days, lunch/work, school, and church hours. Even minor incidents can bring the entire area (whether SR3, SR528, or SR520) to a standstill. Emergency response vehicles frequently use the oncoming traffic lane to travel SR3 due to traffic congestion. SR3 feeder streets already back-up at the lights as travelers seek alternate routes. Adding hundreds of new housing units without first addressing the underlying transportation limitations will only intensify congestion, increase commute times, and reduce overall safety for drivers, cyclists, and pedestrians.

Growth without adequate infrastructure planning places an unfair burden on current residents. FDOT has current plans to address the safety concerns on SR3. Nothing in the FDOT plans suggests that additional traffic will aid correction of the safety issues. Before any additional housing is approved, the county should coordinate with FDOT concerning road capacity and safety for SR3, SR520, and SR528.

I respectfully urge you to oppose approval of this development until these issues are meaningfully addressed. Our community and visitors deserve growth that is sustainable, safe, and supported by infrastructure that can handle it.

Thank you for your attention to this matter and for your service to our county. I hope you will stand with residents who are asking for thoughtful, responsible planning.

Sincerely,

**From:** [Kathy Gay](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Pioneer Rd Merritt Island land development - Vote  
**Date:** Sunday, March 29, 2026 5:53:38 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

**Kathy Gay**  
**85 Florida Blvd**  
**Merritt Island, FL 32953**  
[freespoolk@outlook.com](mailto:freespoolk@outlook.com)

**3/29/2026**

**Tom Goodson, Brevard County Commissioner District 2**

Dear Commissioner Goodson,

I am writing to express my deep concern regarding the proposed housing growth on Pioneer Rd, Merritt Island, feeding into the already congested SR3/SR528/SR520 corridor. While I understand the need for responsible development, this expansion risks worsening an infrastructure problem that residents have been struggling with for years.

Traffic on SR3/SR528/SR520 is routinely backed up, not only during peak hours, but also at cruise arrivals/departures, space launches, beach days, lunch/work, school, and church hours. Even minor incidents can bring the entire area (whether SR3, SR528, or SR520) to a standstill. Emergency response vehicles frequently use the oncoming traffic lane to travel SR3 due to traffic congestion. SR3 feeder streets already back-up at the lights as travelers seek alternate routes. Adding hundreds of new housing units without first addressing the underlying transportation limitations will only intensify congestion, increase commute times, and reduce overall safety for drivers, cyclists, and pedestrians.

Growth without adequate infrastructure planning places an unfair burden on current residents. FDOT has current plans to address the safety concerns on SR3. Nothing in the FDOT plans suggests that additional traffic will aid correction of the safety issues. Before any additional housing is approved, the county should coordinate with FDOT concerning road capacity and safety for SR3, SR520, and SR528.

I respectfully urge you to oppose approval of this development until these issues are meaningfully addressed. Our community and visitors deserve growth that is sustainable, safe, and supported by infrastructure that can handle it.

Thank you for your attention to this matter and for your service to our county. I hope you will stand with residents who are asking for thoughtful, responsible planning.

Sincerely,

**From:** [Kathy Gay](#)  
**To:** [Commissioner, D4](#)  
**Subject:** Pioneer Rd Merritt Island development - VOTE  
**Date:** Sunday, March 29, 2026 5:57:26 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

**Kathy Gay**  
**85 Florida Blvd**  
**Merritt Island, FL 32953**  
[freespoolk@outlook.com](mailto:freespoolk@outlook.com)

**3/29/2026**

**Rob Feltner, Brevard County Commissioner District 4**

Dear Commissioner Feltner,

I am writing to express my deep concern regarding the proposed housing growth on Pioneer Rd, Merritt Island, feeding into the already congested SR3/SR528/SR520 corridor. While I understand the need for responsible development, this expansion risks worsening an infrastructure problem that residents have been struggling with for years.

Traffic on SR3/SR528/SR520 is routinely backed up, not only during peak hours, but also at cruise arrivals/departures, space launches, beach days, lunch/work, school, and church hours. Even minor incidents can bring the entire area (whether SR3, SR528, or SR520) to a standstill. Emergency response vehicles frequently use the oncoming traffic lane to travel SR3 due to traffic congestion. SR3 feeder streets already back-up at the lights as travelers seek alternate routes. Adding hundreds of new housing units without first addressing the underlying transportation limitations will only intensify congestion, increase commute times, and reduce overall safety for drivers, cyclists, and pedestrians.

Growth without adequate infrastructure planning places an unfair burden on current residents. FDOT has current plans to address the safety concerns on SR3. Nothing in the FDOT plans suggests that additional traffic will aid correction of the safety issues. Before any additional housing is approved, the county should coordinate with FDOT concerning road capacity and safety for SR3, SR520, and SR528.

I respectfully urge you to oppose approval of this development until these issues are meaningfully addressed. Our community and visitors deserve growth that is sustainable, safe, and supported by infrastructure that can handle it.

Thank you for your attention to this matter and for your service to our county. I hope you will stand with residents who are asking for thoughtful, responsible planning.

Sincerely,

**Kathy Gay**

**85 Florida Blvd**

**Merritt Island, FL 32953**

[freespoolk@outlook.com](mailto:freespoolk@outlook.com)

**3/29/2026**

**Katie Delaney, Brevard County Commissioner District 1**

Dear Commissioner Delaney,

I am writing to express my deep concern regarding the proposed housing growth on Pioneer Rd, Merritt Island, feeding into the already congested SR3/SR528/SR520 corridor. While I understand the need for responsible development, this expansion risks worsening an infrastructure problem that residents have been struggling with for years.

Traffic on SR3/SR528/SR520 is routinely backed up, not only during peak hours, but also at cruise arrivals/departures, space launches, beach days, lunch/work, school, and church hours. Even minor incidents can bring the entire area (whether SR3, SR528, or SR520) to a standstill. Emergency response vehicles frequently use the oncoming traffic lane to travel SR3 due to traffic congestion. SR3 feeder streets already back-up at the lights as travelers seek alternate routes. Adding hundreds of new housing units without first addressing the underlying transportation limitations will only intensify congestion, increase commute times, and reduce overall safety for drivers, cyclists, and pedestrians.

Growth without adequate infrastructure planning places an unfair burden on current residents. FDOT has current plans to address the safety concerns on SR3. Nothing in the FDOT plans suggests that additional traffic will aid correction of the safety issues. Before any additional housing is approved, the county should coordinate with FDOT concerning road capacity and safety for SR3, SR520, and SR528.

I respectfully urge you to oppose approval of this development until these issues are meaningfully addressed. Our community and visitors deserve growth that is sustainable, safe, and supported by infrastructure that can handle it.

Thank you for your attention to this matter and for your service to our county. I hope you will stand with residents who are asking for thoughtful, responsible planning.

Sincerely,

Kathy Gay

**From:** [Chelsey Bjork](#)  
**To:** [AdministrativeServices](#)  
**Subject:** Additional consideration ahead of the April 2nd hearing for zoning item 25Z00054  
**Date:** Tuesday, March 31, 2026 6:12:46 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Good morning,

I wanted to respectfully provide a brief follow-up ahead of the April 2 hearing on zoning item 25Z00054 following the recent Planning and Zoning meeting and tie vote.

After hearing both presentations, I believe several important issues remain unresolved and should remain central to the Board's review.

A significant portion of the applicant's presentation relied on what could theoretically be built under the current AU zoning, particularly repeated references to a hospital or other institutional use. While current zoning establishes baseline rights, the decision before the Board is not whether hypothetical maximum uses exist, but whether this specific rezoning request, increasing residential intensity to allow 222 apartment units at this location, is compatible and appropriate under current conditions. The existence of a theoretical higher intensity use should not substitute for evaluating the actual proposal before you.

Likewise, land use rights are important, but zoning decisions are intended to balance those rights with compatibility, infrastructure, safety, and the public interest. County staff's own analysis concluded that the proposed use is not consistent with the existing development pattern, noting that the surrounding area remains predominantly single-family residential to the east, with limited commercial and institutional uses along the corridor. While some corridor evolution is expected, transition still requires proportionality. The nearby examples cited, including a bank, Starbucks, and assisted living facility, do not create the same intensity or long-term traffic pattern as a 222 unit apartment development adjacent to lower density residential areas. A few newer corridor uses do not automatically establish that this level of residential intensity is the next appropriate step at this location.

The applicant also repeatedly characterized this site as an infill project and part of a corridor transitioning toward mixed use. While the parcel may qualify as infill because it is undeveloped land within an existing corridor, infill alone does not determine whether a specific scale of development is compatible. Infill describes location, but the Board must still evaluate whether the proposed intensity, access pattern, and

building scale fit the surrounding context and infrastructure limitations at this site.

The repeated use of a hypothetical hospital comparison also deserves caution. A hospital is not simply built because zoning allows it; it requires an operator, financing, physician support, health system planning, staffing, and demonstrated service demand. With a new Health First Cape Canaveral Hospital already under development within 4 miles of the site, that comparison appears increasingly speculative and should not carry more weight than the actual application being considered.

This site also sits on Merritt Island, a barrier island where infrastructure decisions deserve heightened caution. Barrier islands operate under unique constraints involving evacuation, drainage, roadway limitations, and environmental sensitivity. Those realities make compatibility and infrastructure timing especially important when considering higher density residential development.

Traffic remains another area where caution is warranted. While the applicant emphasized that the project may not create a formal roadway deficiency under current modeling, the corridor itself remains under active FDOT redesign for safety improvements, including median and turning movement changes. Access assumptions remain tied to roadway conditions that are still evolving, which makes long term impacts less certain than presented.

I also believe it is important to note that this matter was previously continued in order to allow additional time for review of newly submitted traffic related material and updated findings. However, despite that additional time, the core concerns discussed at both hearings remain materially unresolved. Compatibility concerns identified by staff remain unchanged, access still depends on roadway conditions under active FDOT redesign, and no fundamentally new evidence appears to have resolved the primary questions that led to continued concern at the first hearing.

While the applicant has emphasized infill, corridor transition, existing zoning rights, and hypothetical maximum uses, none of those concepts independently resolve the central question before the Board: whether this specific scale and intensity of development is appropriate, compatible, and supportable at this location today. Infill describes location, transition requires proportionality, and existing zoning rights do not eliminate the Board's responsibility to evaluate compatibility, infrastructure, and public welfare under current conditions.

The Planning and Zoning tie vote itself reflects that these concerns remain unresolved even after full presentation by both sides. A majority was not reached during two hearings and a unanimous "no" vote from MIRA.

The concern is that once density and entitlement are granted, the long term effects on compatibility, corridor function, and future precedent cannot easily be reversed.

Thank you for your time and consideration ahead of the April 2 hearing.

Kindly,

Chelsey True

**From:** [Chelsey Bjork](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Request for Brief Meeting Regarding 25Z00054 Prior to April 2 Hearing  
**Date:** Tuesday, March 17, 2026 6:08:10 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Good morning Commissioner Goodson and staff,

Back in January, I had requested a meeting with Commissioner Goodson regarding the proposed development at Pioneer Road and N. Courtenay Parkway. Due to his schedule at the time, I appreciated the opportunity to speak with Susan Smith, who assured me that my concerns would be shared with the Commissioner.

As you are aware, this matter returned to Planning and Zoning on March 16 and resulted in a tie vote, with a formal motion against the application being made and seconded before the split decision.

Given that outcome, I would greatly appreciate the opportunity to briefly meet with Commissioner Goodson prior to the April 2 hearing to discuss why I believe important concerns regarding compatibility, scale, and infrastructure remain unresolved.

I appreciate your time and consideration and am happy to work around the Commissioner's schedule if there is an opportunity.

Chelsey True  
206-300-0013

Good morning Commissioner,

Please oppose the developer's request to change the zoning from AU to allow 222 apartments on the property at Courtenay and Pioneer. We would welcome single family homes being built in that location under the current zoning, as that would be consistent with the rest of the homes in that area and also consistent with the zoning plan that has been in place for decades.

Reasons to vote against the re-zoning are as follows.

#### Traffic and Safety on Courtenay

- The developer's traffic expert acknowledged that Courtenay congestion is currently rated as an E in that area (and perhaps an F at the ramps onto 528). Allowing this rezoning would push Courtenay traffic very close to an F rating.
- The traffic already backs up from 528 to Pioneer when the bridge is up.
- When the planned barriers are installed thereby eliminating the middle lane, the northbound traffic will be even worse as everyone going southbound will have to go northbound to make a U-turn somewhere. It will also be very dangerous, as those coming out of the proposed apartment complex will be trying to immediately cut across traffic to get to the left turn lane to make a U-turn at the proposed stoplight at Via De La Reina.
- As an unusual justification, the developer talked about the possibility of increased traffic coming in/out of the medical center on the corner. They even suggested that there could be a 100-bed hospital/medical center. At the Zoning Board Meeting, the Staff later said that this could be done without re-zoning.
- For those living in the northern half of Merritt Island, Courtenay to 528 is realistically the only way to get off the island during an evacuation. With north Courtenay already at an E congestion rating, it doesn't make sense to put so many more people in that area.

#### Traffic and Safety on Pioneer

- It can already take 3 or more long stoplight cycles to turn southbound from Pioneer to Courtenay during school dismissal times.

- The problem is with those trying to turn left. Expanding the right-turn lane will not solve that problem. Most people currently just drive over the grass, so while it will make it smoother to expand the the right turn lane, the real problem is the need for a left turn lane with a left turn arrow at the stop light.
- The wait at the stoplight has gotten bad enough that many people are cutting down the street behind Starbucks and along the car wash. It has become such a safety issue that Hampton Manor Assisted Living is warning its elderly residents to be especially cautious when trying to go to Starbucks or the bank.
- With the proposed barriers on Courtenay, even more traffic will be routed to Pioneer from the apartment complex since many people will need to go southbound to get to commercial businesses such as Publix and Target.
- Those coming onto Pioneer from the apartment complex to turn south will have to cut across the newly expanded right turn lane. During school dismissal, the left turn lane will be backed up further than the apartment complex exit. Cars coming out of the complex will end up blocking the right turn lane while trying to get into the left turn lane.
- Prior to school dismissal, the cars start lining up half on the shoulder and half in the road on Pioneer. Residents of the area must drive on the wrong side of the road to get home. Adding to that congestion is a bad idea and makes it even less safe for the elementary students.

#### Privacy and Property Value Issues

- Consider how you would react to having people over 30 feet up on their balcony able to look into your home and back yard from only 100 feet away. I'm sure this will also have a negative impact on those homeowner property values.

#### Potential Flooding

- While the developers say they will not add to any flooding issues, we heard similar things before the development on the southeast corner was completed. However, flooding has increased since that development was completed. With the increased intensity of storms in recent years, we fear that the estimates for water retention could be off and create more flooding issues for the local residents.

## Other Concerns & Comments

- If the development goes forward and pushes traffic just short of the F level traffic capacity limits, then other growth from the medical center or Hampton Manor, or growth of some other local businesses could be 'the straw that breaks the camel's back' within the next year or so after the development is completed. If the changes are required after the developer completes the projec, and the changes ultimately require a huge investment in Courtenay and/or Pioneer, it will be all of the area residents, and not the developers, that will get stuck with the bill to pay for it.
- The zoning was set up as AU to protect Merritt Island from becoming overpopulated. It is not the Commissioners' job to help developers make money. It is your responsibility to protect the residents that elected you from allowing overcrowding in this area.
- Over 2,000 local area voters have signed a petition requesting that you deny the request to change the zoning.

We pray you will deny this developer's zoning change request.

Greg & Tina McClasky

1899 Sykes Creek Dr.

Merritt Island, FL 32953

Dear Commissioner Delaney,

I am writing as a concerned resident of Merritt Island to respectfully urge you not to approve the proposed zoning change (zoning application 25Z00054) that would allow medium- to high-density housing at the property located on the east side of N. Courtenay Parkway, approximately 420 feet south of Via De La Reina (parcel ID 24-36-14-00-259).

While growth can be beneficial when thoughtfully planned, this particular proposal threatens the safety, infrastructure, environmental balance, and character of the immediate neighborhood as well as the whole island in ways that are already well documented in the official reports on record.

Public safety must be paramount. One of the reports explicitly warns that this project presents a “material danger to public safety.” This is not merely a speculative concern, but a formal conclusion based on the project’s own analysis. Approving a development identified as posing such a risk would place current residents, future occupants, and first responders in jeopardy.

Traffic and infrastructure capacity are already strained. Many are familiar with the daily congestion along N. Courtenay Parkway. According to the report, local roads are operating at approximately 88% capacity, leaving very little margin for additional traffic. The proposed development exceeds the established “25% of remaining capacity” guideline; thus, rezoning this property would only exacerbate an already dangerous situation—raising the likelihood of accidents and posing increased risks to both drivers and adult and child pedestrians, particularly as the area awaits roadway redesign to place a raised median.

In addition, flooding concerns cannot be ignored. Natural drainage systems on Merritt Island are already under stress, and increased density at this location would further burden those systems. The result could be heightened flood risk for nearby homes and businesses, creating long-term consequences that are difficult and costly to reverse.

The proposal is also incompatible with surrounding land use. The report itself acknowledges that the planned 222 units are not consistent with the adjacent single-family neighborhoods. Such incompatibility threatens the stability, character, and quality of life of communities that residents, including myself, have invested in for decades.

Equally concerning is the loss of green space, especially wetlands and wildlife habitats, which would be irreversible. Our community has worked hard to preserve these areas, recognizing their importance to our ecosystem, natural drainage, and as a buffer against overdevelopment. Once lost, this land—and the balance it provides—cannot be restored. Preserving these spaces is essential to maintaining what makes Merritt Island a unique and cherished place to live.

Finally, there is clear local opposition and advisory concern. The Merritt Island Redevelopment Agency (MIRA) has already demonstrated its support for preserving our community by voting against the rezoning proposal, and even the Brevard County Planning & Zoning board was not able to reach a majority in favor of this project TWICE, after hearing both sides. As one of our elected representatives, I respectfully ask that you honor the judgment of local advisory boards and the residents they serve, rather than overriding their recommendations.

I support smart, appropriately scaled growth—but not this specific project, particularly in this specific location. The proposed density cannot be sustained without compromising safety, traffic flow, environmental resilience, and neighborhood compatibility.

For these reasons, I respectfully ask that you vote no on this zoning change and help protect the safety, environment, and long-term well-being of Merritt Island and its residents.

Thank you for your time, consideration, and service to our community.

Respectfully,

Gayle Allenback

2405 Raintree Lake Circle

Merritt Island, FL 32953

**From:** [Gayle Allenback](#)  
**To:** [Commissioner, D3](#)  
**Subject:** Request for Denial of Zoning Application 25Z00054 – Parcel ID 24-36-14-00-259  
**Date:** Thursday, March 26, 2026 11:05:40 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Commissioner Adkinson,

I am writing as a concerned resident of Merritt Island to respectfully urge you not to approve the proposed zoning change (zoning application 25Z00054) that would allow medium- to high-density housing at the property located on the east side of N. Courtenay Parkway, approximately 420 feet south of Via De La Reina (parcel ID 24-36-14-00-259).

While growth can be beneficial when thoughtfully planned, this particular proposal threatens the safety, infrastructure, environmental balance, and character of the immediate neighborhood as well as the whole island in ways that are already well documented in the official reports on record.

Public safety must be paramount. One of the reports explicitly warns that this project presents a “material danger to public safety.” This is not merely a speculative concern, but a formal conclusion based on the project’s own analysis. Approving a development identified as posing such a risk would place current residents, future occupants, and first responders in jeopardy.

Traffic and infrastructure capacity are already strained. Many are familiar with the daily congestion along N. Courtenay Parkway. According to the report, local roads are operating at approximately 88% capacity, leaving very little margin for additional traffic. The proposed development exceeds the established “25% of remaining capacity” guideline; thus, rezoning this property would only exacerbate an already dangerous situation—raising the likelihood of accidents and posing increased risks to both drivers and adult and child pedestrians, particularly as the area awaits roadway redesign to place a raised median.

In addition, flooding concerns cannot be ignored. Natural drainage systems on Merritt Island are already under stress, and increased density at this location would further burden those systems. The result could be heightened flood risk for nearby homes and businesses, creating long-term consequences that are difficult and costly to reverse.

The proposal is also incompatible with surrounding land use. The report itself acknowledges that the planned 222 units are not consistent with the adjacent single-family neighborhoods. Such incompatibility threatens the stability, character, and quality of life of communities that residents, including myself, have invested in for decades.

Equally concerning is the loss of green space, especially wetlands and wildlife habitats, which would be irreversible. Our community has worked hard to preserve these areas, recognizing their importance to our ecosystem, natural drainage, and as a buffer against overdevelopment. Once lost, this land—and the balance it provides—cannot be restored. Preserving these spaces is essential to maintaining what makes Merritt Island a unique and cherished place to live.

Finally, there is clear local opposition and advisory concern. The Merritt Island Redevelopment Agency (MIRA) has already demonstrated its support for preserving our community by voting against the rezoning proposal, and even the Brevard County Planning & Zoning board was not able to reach a majority in favor of this project TWICE, after hearing both sides. As one of our elected representatives, I respectfully ask that you honor the judgment of local advisory boards and the residents they serve, rather than overriding their recommendations.

I support smart, appropriately scaled growth—but not this specific project, particularly in this specific location. The proposed density cannot be sustained without compromising safety, traffic flow, environmental resilience, and neighborhood compatibility.

For these reasons, I respectfully ask that you vote no on this zoning change and help protect the safety, environment, and long-term well-being of Merritt Island and its residents.

Thank you for your time, consideration, and service to our community.

Respectfully,

Gayle Allenback

2405 Raintree Lake Circle

Merritt Island, FL 32953

Re: File #8588 / 25Z00054 – Merritt Bidco SPV, LLC (Kim Rezanka, attorney) / RangeWater Real Estate – Rezoning Request from AU (with Binding Site Plan) to RU-2-15 and RU-2-30 with Removal of BSP

Tax Parcel 2412106, District 2, Merritt Island (approx. 11.24 acres near Pioneer Road / North Courtenay Parkway)

Date: March 30, 2026

Brevard County Board of County Commissioners

2725 Judge Fran Jamieson Way, Building C

Viera, FL 32940

Dear Commissioners,

I write on behalf of the existing homeowners and taxpayers of Merritt Island and Brevard County. The Planning & Zoning Board deadlocked 7-7 on March 16, 2026, with no recommendation forwarded to you. This tie vote reflects deep, unresolved concerns about infrastructure shortfalls and taxpayer subsidies. We urge you to deny this rezoning — or approve it only with ironclad, binding conditions requiring the developer to pay 100% of all infrastructure upgrades concurrent with development, with no burden shifted to existing residents.

**Exact Details from March 16, 2026, P&Z Meeting (Item H.3)**

The applicant, represented by attorney Kim Rezanka (on behalf of Merritt Bidco SPV, LLC and contract purchaser RangeWater), along with RangeWater representative Mike Oliver, engineer Kyle Chastine, and traffic engineer Trent Ebersole (earlier references also noted Daniela Jurado), presented the following:

- Rezoning from Agricultural Use (AU) with an existing Binding Site Plan (BSP for a former hospital conditional use) to RU-2-15 (7.5 acres) and RU-2-30 (3.66 acres), removing the BSP entirely.
- Concept plan: **222 multi-family units** (reduced from 240), three stories maximum, average density 19.75 units/acre, one-story clubhouse.
- Binding Development Plan modifications offered: extension of a right-turn lane on Pioneer Road (to 400 ft), reduced building height, increased eastern setbacks to 100 ft, maintained 50-ft north landscape buffer, cross-access easement, and a proportionate fair share (PFS) **agreement “if necessary.”**

- Traffic Impact Study claims: 1,379 daily vehicle trips (85 AM / 115 PM peak). Courtenay Parkway segments at 95% capacity in the 2027 no-build scenario; the project adds “only 2%” capacity. Courtenay/Pioneer intersection: **“no change in Level of Service (LOS)”**; delay increases by only **“one additional vehicle every two minutes... you wouldn’t notice any change whatsoever.”** They compared it favorably to the old hospital use (which would generate 4x daily trips).
- Attorney Rezanka stated: **“We’re not changing the level of service from D to something else”** and **“This project will not introduce traffic into identified boundaries of [nearby neighborhoods].”** Impact fees were projected at >\$500,000 plus \$200–300k PFS. They argued full consistency with the Comprehensive Plan’s Merritt Island Redevelopment Area (MIRA) policies.

County staff noted the TIS was preliminary for rezoning (full concurrency review occurs at site-plan stage) and referenced that the project could exceed 25% of remaining capacity on certain Courtenay Parkway segments under Brevard County Code §62-602(F)(6)(b). The applicant’s team repeatedly deferred fixes: **“phased improvements possible,” “PFS if necessary,”** and **“site plan issue, not rezoning.”**

### **These Claims Fail Under Brevard County’s Own Policies**

The applicant’s own language — particularly the repeated use of **“if necessary”** — proves the infrastructure is inadequate now. Yet the **Capital Improvements Element (Chapter 13)** requires the opposite:

**“Brevard County should consider financing needed capital improvements with ... impact fees and other forms of development exactions to ensure that new development pays a pro rata share of infrastructure development costs” (Policy 4.5, p. XIII-7).**

**“Brevard County shall continue to utilize a concurrency management system ... to ensure that service levels are not degraded below acceptable level of service standards” (Policy 5.1, p. XIII-6).**

**“Building permits may be approved if the developer agrees to construct all improvements necessary ... concurrent with its development” (Policy 5.2 Criteria D, p. XIII-9).**

**“Limit future public expenditures for infrastructure and service facilities which serve to subsidize growth” (Objective 3, p. XIII-6). Transportation facilities must be in place or under actual construction no more than three years after certificate of occupancy (Policy 5.2 Criteria C).**

**Transportation impact fees have not been updated since 2007** — the fee for a new single-family home remains at \$4,353. When these outdated fees fall short, existing homeowners subsidize new development through property taxes and deferred maintenance. The 1000 Friends of Florida report confirms: **“Without the fees, existing residents would in effect subsidize the costs of new development” (p. 2);** residents **“may face increased taxes to subsidize new development” (p. 3).**

The East Merritt Island Small Area Study (2008) and North Merritt Island Small Area Study (2018) explicitly warned against high-density redevelopment on this barrier island: it would drop LOS to “F,” degrade evacuation times in **Zone A (Red)**, and worsen chronic flooding due to limited outfalls. The studies recommend **reducing** densities, not increasing them. The applicant’s **“2% add, one car every two minutes”** claim **ignores cumulative growth** and the fact that their own TIS shows the corridor is already at **95% capacity pre-development.**

Even more concerning is the strain on our failing water and sewer systems. Brevard County faces **nearly \$800 million** in mandated upgrades (Florida Today, March 22, 2026). **PFAS, forever chemicals,** exceed the EPA’s 4-ppt limit in drinking water at the Mims/North Brevard and Barefoot Bay plants (finished water up to 5.9 ppt, some wells 13 ppt PFOS). Wastewater treatment removes less than 10% of PFAS, and leaky pipes have already caused major sewage discharges. The staff report confirms the project will connect to county sewer and that the **developer must pay for lift-station improvements “if capacity is not sufficient.”**

This site lies entirely in **mandatory Evacuation Zone A (Red)**. Brevard County Emergency Management states: **“Zone A (Red) ... includes the barrier islands, Merritt Island ... due to storm surge which can affect causeway and bridge approaches.”** The North Merritt Island Small Area Study (p. 43) warns that **“any additional increase in residential density may further degrade the evacuation times for the area.”**

### **Call to Action**

I respectfully request that you deny this rezoning. Alternatively, approve it only if the applicant executes a **binding agreement before any vote** that:

1. Requires the developer to fund and construct **100%** of all traffic, drainage, water/sewer, and concurrency improvements at their sole cost.
2. Proves no degradation below adopted LOS standards and full concurrency **(including safe evacuation times)** at certificate of occupancy.
3. **Waives any future taxpayer bailout or subsidy.**

We are not against growth. We are against **subsidized growth** that violates your own Comprehensive Plan policies and places unacceptable burdens on the families who already paid for Brevard's infrastructure. The people of Merritt Island and Brevard County deserve better.

Thank you.

I have attached key excerpts from Chapter 13 (Capital Improvements Element), both Small Area Studies, the 1000 Friends of Florida report, PFAS testing data, the official Evacuation Zone A policy, and the P&Z meeting video link for the record. I am available to answer any questions.

Attachments:

- Capital Improvements Element (pp. XIII-6 to XIII-9)
- East Merritt Island Small Area Study (2008) – key excerpts (pp. 4–5, 30, 51–52)
- North Merritt Island Small Area Study (2018) – key excerpts (pp. 40–43, 62)
- 1000 Friends of Florida Impact Fees Report (2022) – pp. 2, 3, 6
- Florida Today – “Brevard needs \$800 million worth of water and sewer upgrades” (March 22, 2026):  
<https://www.floridatoday.com/story/news/local/environment/2026/03/22/sewer-water-most-taxing-on-brevard-future-budgets/89242416007/>
- Brevard County Official PFAS page (current test results):  
<http://www.brevardfl.gov/UtilityServices/drinking-water/PFAS>
- County staff report for 25Z00054 (lift-station responsibility):  
<https://brevardfl.legistar.com/gateway.aspx?M=F&ID=e082f63b-07b3-4f36-b2dc-944a176151bd.pdf> (pages on Utilities Services comments)
- “Brevard County Evacuation Zone A (Red) – Official Policy” Direct link:  
<https://www.brevardfl.gov/EmergencyManagement/BePrepared/Step3HaveAPlan/Evacuation>
- Direct PDF link (Florida Disaster / Brevard County evacuation zone map):  
[https://maps.floridadisaster.org/county/EVAC\\_BREVARD.pdf](https://maps.floridadisaster.org/county/EVAC_BREVARD.pdf)

**From:** [carol.allenbaugh](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Project proposed at Courtney and Pioneer , Merritt island  
**Date:** Saturday, February 7, 2026 6:21:00 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

The Critical Facts:

- Safety Risk: The Staff Report (p. 10) warns this project creates a "Material Danger to Public Safety."
- Traffic: Our roads are already at 88% capacity. This project ignores the rule that limits development to "25% of remaining capacity."
- Bad Fit: The report admits 222 units is "not consistent" with our single-family neighborhoods.
- Local Experts Said No: Both local advisory boards (MIRA/P&Z) couldn't even find a majority to support this.

**From:** [Kitty Fletcher](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Merritt Bidco SPV LLC's proposed rezoning and development of a 222-unit residential multi-family project  
**Date:** Wednesday, March 11, 2026 1:45:16 PM

---

[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Mr Goodson,

I wanted to personally let you know that my family and I vehemently oppose this project. The impact will be detrimental to Merritt Island and its residents. It's time to take a stand for Merritt Island and its residents and those who have voted for you.

Katherine "Kitty" Fletcher  
321-405-7454

**From:** [E'Syl Ray](#)  
**To:** [Commissioner, D1](#); [Commissioner, D2](#); [Commissioner, D3](#); [Commissioner, D4](#); [Commissioner, D5](#)  
**Subject:** Rezoning property N. Courtenay Parkway  
**Date:** Tuesday, March 17, 2026 9:05:18 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Board of County Commissioners,

As a full time homeowner off Pioneer and Sykes Creek Drive, rezoning the area in front of Pioneer would not provide a positive impact to the surrounding neighborhood. With Starbucks and the elementary school in the area, high delays already accrue with high level of traffic and accidents on N. Courtenay Parkway, congestion will be at its peak.

Moving in this neighborhood in 2019, we wanted a slower, peaceful living. Many homes are for sell and sold in the area, there for multiple families have also arrived to enjoy the quiet area. Kids are still currently able to ride their bikes and play outside safety. I have seen animals live in these areas too, bunnies and raccoons, birds, even domesticated cats.

I ask, you please to vote NO for the rezoning.

**From:** [Charlie Amrich](#)  
**To:** [Commissioner, D1](#)  
**Subject:** Apartments on N. Courtenay  
**Date:** Tuesday, March 17, 2026 4:41:59 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Commissioner,

I am writing to urge you not to approve the rezoning of the property at N Courtenay and Pioneer Rd to put in a 220 unit apartment building. The amount of congestion and traffic backup in that area is already quite heavy, especially at peak times and that type of development seems like it would create not only a nuisance but a more dangerous traffic area. I've seen the aftermath of a few accidents there and witnessed many more close calls. Thank you for considering this matter.

Best,  
Charlie

*Charlie Amrich*  
321-266-8209  
[charlieamrich@gmail.com](mailto:charlieamrich@gmail.com)

**From:** [Patricia Bender](#)  
**To:** [Commissioner, D1](#); [Commissioner, D2](#); [Commissioner, D3](#); [Commissioner, D4](#); [Commissioner, D5](#)  
**Subject:** Re: Merritt Island Rezoning  
**Date:** Tuesday, March 17, 2026 8:26:22 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Patty Bender  
465 Bacardi Drive,  
Merritt Island, FL 32953

407-222-064

On Mar 17, 2026, at 6:42 PM, Patricia Bender <[pgb8@icloud.com](mailto:pgb8@icloud.com)> wrote:

Dear Commissioner,

Please do NOT approve the rezoning in Merritt Island. That intersection is already a nightmare - this is NOT the place to put high density housing!

Please help keep our Island a well-functioning place to live!

Sincerely,

Patty Bender  
465 Bacardi Drive  
Merritt Island

**From:** [wcauffman@cfl.rr.com](mailto:wcauffman@cfl.rr.com)  
**To:** [Commissioner, D2](#)  
**Subject:** rezoning to allow apartments in Merritt Island  
**Date:** Wednesday, March 18, 2026 8:44:55 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Hello Mr. Goodson,

My name is William Cauffman. I have lived at 2265 Sykes Creek Drive since 1999. I have enjoyed it greatly. The area under consideration is jam packed with very little extra space for expansion. The infrastructure simply cannot support that increase in traffic density.

My subdivision, Villa De Palmas, and neighboring Sykes Cove have roughly 300 expensive water front homes. The remaining homes in those subdivisions are \$500K plus. I understand there is a desire to increase the tax base, but how about responsible planning where the new development adds to the quality of life rather than detract.

North of the barge canal there are many undeveloped acres where an apartment complex might be better suited. Please reject this proposal to rezone the 10 acres for a 200 plus apartment building.

Best regards

William Cauffman

**From:** [Chanisara Netsuwan](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Merritt Island Planning and Zoning Concerns  
**Date:** Thursday, March 19, 2026 4:23:58 PM  
**Attachments:** [Letter to Commissioners 3-19-26.pdf](#)

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Commissioner Goodson and District 2 Staff,

I am emailing in regards to following Public Hearing regarding the possible rezoning on Merritt Island. Please see the attached letter detailing my concern as a resident who will be affected if the rezoning passes.

<b>File #:</b>	8647	<b>Status:</b>	Agenda Ready
<b>Type:</b>	Public Hearing		Planning and Zoning Board / Local Planning Agency
<b>File created:</b>	2/9/2026	<b>In control:</b>	
<b>On agenda:</b>	3/16/2026		

Sincerely,

Chanisara Netsuwan

Regarding Tax Account Number 2412106  
Parcel ID: 24-36-14-00-259

Commissioners,

My name is Chanisara Netsuwan, and I am a resident of the Raintree by the Lake subdivision. I am writing to you all to express my deep concerns regarding the potential re-zoning and approval for the developer to construct a 222-unit apartment complex at the corner of Pioneer and Courtenay Parkway. My husband and I moved to Merritt Island close to five years ago, and in that short time we have noticed an increase in traffic on Courtenay, as well as a general increase in all of Brevard County. While this growth is certainly exciting especially given the boom in both the public and private space industries, we've come to learn about the deep and rich roots of this community.

We understand that a traffic study was conducted over two distinct 24-hour periods. While this effort to prove available capacity is appreciated, that is not nearly enough of a sample size to gauge the existing traffic, let alone the increase in the number of cars being on the road the apartments would bring. As many others have noted in Public Comment, both to your offices, as well as at the public meetings, the existing traffic situation needs to be addressed. There is simply no way that adding 222 additional housing units would only modestly impact the existing traffic. It is simple common sense.

As Bowman and Rangewater presented at the Planning and Development meeting on March 16, 2026, under current zoning regulations, the current approved uses are for a medical facility or five single family dwellings. It was brought up that a hospital would impact the current traffic much more than an apartment complex, as highlighted in Bowman's Highest and Best Land Use Selection section of their report. While this might be true, Rangewater made it clear that the current owner of the land is a motivated seller. With the new hospital being constructed on Merritt Island, it is unlikely that that another buyer would purchase the land to add another.

There is a housing shortage in this county, as well as the country as a whole, and if we are all in agreement that the American Dream is to one day own a home, wouldn't the best use for the land be for another developer to purchase the land in order to add five more homes to our beautiful little island? Surely, if the seller is truly motivated, there is a developer out there willing to buy valuable land at a deeply discounted rate and still turn a profit building single family homes.

Reviewing Staff Comments regarding the planned development, it seems pretty clear that County Staff have pointed out some areas of concern. Among them, the eagle's nest not far from the planned site that would likely be at risk, wetlands that are currently on the property, and the road already being at nearly 88% capacity. During the unusual rain event in October, we for the first time experienced water coming into our home. We were not as negatively affected as so many in our community especially to our north, but further development will almost certainly lead to disrupting the existing stormwater runoff issues that we have been seeing.

For all of the above reasons, as well as the unanimous vote that MIRA recommended against approving this, we strongly recommend the denial of the zoning change and pursuing a different course of action with regard to the property in question. I would appreciate a reply, and would be happy to correspond further or meet in any commissioner's office to discuss these concerns in greater detail. I appreciate your dedication to public service, and thank you all for your attention to this matter.

Yours truly,

Chanisara Netsuwan  
Merritt Island Resident

**From:** [m Anderson](#)  
**To:** [Commissioner, D2](#)  
**Subject:** No Pioneer Road  
**Date:** Saturday, March 21, 2026 9:06:45 AM

---

[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Vote no on development rezoning on Pioneer Road and Courtenay.

Thank you  
Sent from my iPhone

**From:** [TERRY LATHAM](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Proposed development  
**Date:** Saturday, March 21, 2026 3:41:31 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

I moved here 5 years ago from the Bradenton area. Although my wife and I loved the area, the unrestricted development and increase in traffic became unbearable. As more development increased place the traffic flow decreased to the point where the bumper to bumper traffic in the mornings and late afternoons increased drive times 200%. We finally had enough and like many others moved. I chose Merritt Island because it was more rural in nature and the traffic was bearable. But over the years the traffic on North Courtney has increased significantly and it's now bumper to bumper twice a day for up to two hours at a time. With Blue Horizon expanding the situation will only get worse. PLEASE do not approve the proposed development now under consideration by your Board!!!!!! You will ruin the very thing that drew people to live here.

**From:** [Greg McClasky](#)  
**To:** [Commissioner, D1](#); [Commissioner, D2](#); [Commissioner, D3](#); [Commissioner, D4](#); [Commissioner, D5](#)  
**Subject:** We oppose the zoning change request at Courtenay and Pioneer  
**Date:** Wednesday, March 25, 2026 9:40:55 PM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Please oppose the developer's request to change the zoning from AU to allow 222 apartments on the property at Courtenay and Pioneer. We would welcome single family homes being built in that location under the current zoning, as that would be consistent with the rest of the homes in that area and also consistent with the zoning plan that has been in place for decades.

Reasons to vote against the re-zoning are as follows.

#### Traffic and Safety on Courtenay

- The developer's traffic expert acknowledged that Courtenay congestion is currently rated as an E in that area (and perhaps an F at the ramps onto 528). Allowing this rezoning would push Courtenay traffic very close to an F rating.
- The traffic already backs up from 528 to Pioneer when the bridge is up.
- When the planned barriers are installed thereby eliminating the middle lane, the northbound traffic will be even worse as everyone going southbound will have to go northbound to make a U-turn somewhere. It will also be very dangerous, as those coming out of the proposed apartment complex will be trying to immediately cut across traffic to get to the left turn lane to make a U-turn at the proposed stoplight at Via De La Reina.
- As an unusual justification, the developer talked about the possibility of increased traffic coming in/out of the medical center on the corner. They even suggested that there could be a 100-bed hospital/medical center. At the Zoning Board Meeting, the Staff later said that this could be done without re-zoning.
- For those living in the northern half of Merritt Island, Courtenay to 528 is realistically the only way to get off the island during an evacuation. With north Courtenay already at an E congestion rating, it doesn't make sense to put so many more people in that area.

#### Traffic and Safety on Pioneer

- It can already take 3 or more long stoplight cycles to turn southbound from Pioneer to Courtenay during school dismissal times.
- The problem is with those trying to turn left. Expanding the right-turn lane will not solve that problem. Most people currently just drive over the grass, so while it will make it smoother to expand the the right turn lane, the real problem is the need for a left turn lane with a left turn arrow at the stop light.
- The wait at the stoplight has gotten bad enough that many people are cutting down the

street behind Starbucks and along the car wash. It has become such a safety issue that Hampton Manor Assisted Living is warning its elderly residents to be especially cautious when trying to go to Starbucks or the bank.

- With the proposed barriers on Courtenay, even more traffic will be routed to Pioneer from the apartment complex since many people will need to go southbound to get to commercial businesses such as Publix and Target.
- Those coming onto Pioneer from the apartment complex to turn south will have to cut across the newly expanded right turn lane. During school dismissal, the left turn lane will be backed up further than the apartment complex exit. Cars coming out of the complex will end up blocking the right turn lane while trying to get into the left turn lane.
- Prior to school dismissal, the cars start lining up half on the shoulder and half in the road on Pioneer. Residents of the area must drive on the wrong side of the road to get home. Adding to that congestion is a bad idea and makes it even less safe for the elementary students.

#### Privacy and Property Value Issues

- Consider how you would react to having people over 30 feet up on their balcony able to look into your home and back yard from only 100 feet away. I'm sure this will also have a negative impact on those homeowner property values.

#### Potential Flooding

- While the developers say they will not add to any flooding issues, we heard similar things before the development on the southeast corner was completed. However, flooding has increased since that development was completed. With the increased intensity of storms in recent years, we fear that the estimates for water retention could be off and create more flooding issues for the local residents.

#### Other Concerns & Comments

- If the development goes forward and pushes traffic just short of the F level traffic capacity limits, then other growth from the medical center or Hampton Manor, or growth of some other local businesses could be 'the straw that breaks the camel's back' within the next year or so after the development is completed. If the changes are required after the developer completes the project, and the changes ultimately require a huge investment in Courtenay and/or Pioneer, it will be all of the area residents, and not the developers, that will get stuck with the bill to pay for it.
- The zoning was set up as AU to protect Merritt Island from becoming overpopulated. It is not the Commissioners' job to help developers make money. It is your responsibility to protect the residents that elected you from allowing overcrowding in this area.
- Over 2,000 local area voters have signed a petition requesting that you deny the request to change the zoning.

We pray you will deny this developer's zoning change request.

Greg & Tina McClasky  
1899 Sykes Creek Dr.  
Merritt Island, FL 32953

**From:** [Gayle Allenback](#)  
**To:** [Commissioner, D2](#)  
**Subject:** Request for Denial of Zoning Application 25Z00054 – Parcel ID 24-36-14-00-259  
**Date:** Thursday, March 26, 2026 11:04:59 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Dear Commissioner Goodson,

I am writing as a concerned resident of Merritt Island to respectfully urge you not to approve the proposed zoning change (zoning application 25Z00054) that would allow medium- to high-density housing at the property located on the east side of N. Courtenay Parkway, approximately 420 feet south of Via De La Reina (parcel ID 24-36-14-00-259).

While growth can be beneficial when thoughtfully planned, this particular proposal threatens the safety, infrastructure, environmental balance, and character of the immediate neighborhood as well as the whole island in ways that are already well documented in the official reports on record.

Public safety must be paramount. One of the reports explicitly warns that this project presents a “material danger to public safety.” This is not merely a speculative concern, but a formal conclusion based on the project’s own analysis. Approving a development identified as posing such a risk would place current residents, future occupants, and first responders in jeopardy.

Traffic and infrastructure capacity are already strained. Many are familiar with the daily congestion along N. Courtenay Parkway. According to the report, local roads are operating at approximately 88% capacity, leaving very little margin for additional traffic. The proposed development exceeds the established “25% of remaining capacity” guideline; thus, rezoning this property would only exacerbate an already dangerous situation—raising the likelihood of accidents and posing increased risks to both drivers and adult and child pedestrians, particularly as the area awaits roadway redesign to place a raised median.

In addition, flooding concerns cannot be ignored. Natural drainage systems on Merritt Island are already under stress, and increased density at this location would further burden those systems. The result could be heightened flood risk for nearby homes and businesses, creating long-term consequences that are difficult and costly to reverse.

The proposal is also incompatible with surrounding land use. The report itself acknowledges that the planned 222 units are not consistent with the adjacent single-family neighborhoods. Such incompatibility threatens the stability, character, and quality of life of communities that residents, including myself, have invested in for decades.

Equally concerning is the loss of green space, especially wetlands and wildlife habitats, which would be irreversible. Our community has worked hard to preserve these areas, recognizing their importance to our ecosystem, natural drainage, and as a buffer against overdevelopment. Once lost, this land—and the balance it provides—cannot be restored. Preserving these spaces is essential to maintaining what makes Merritt Island a unique and cherished place to live.

Finally, there is clear local opposition and advisory concern. The Merritt Island Redevelopment Agency (MIRA) has already demonstrated its support for preserving our community by voting against the rezoning proposal, and even the Brevard County Planning & Zoning board was not able to reach a majority in favor of this project TWICE, after hearing both sides. As one of our elected representatives, I respectfully ask that you honor the judgment of local advisory boards and the residents they serve, rather than overriding their recommendations.

I support smart, appropriately scaled growth—but not this specific project, particularly in this specific location. The proposed density cannot be sustained without compromising safety, traffic flow, environmental resilience, and neighborhood compatibility.

For these reasons, I respectfully ask that you vote no on this zoning change and help protect the safety, environment, and long-term well-being of Merritt Island and its residents.

Thank you for your time, consideration, and service to our community.

Respectfully,

Gayle Allenback

2405 Raintree Lake Circle

Merritt Island, FL 32953

**From:** [rstrickland15@cfl.rr.com](mailto:rstrickland15@cfl.rr.com)  
**To:** [Commissioner, D2](#)  
**Subject:** Merritt Island Rezoning  
**Date:** Tuesday, March 31, 2026 9:15:27 AM

---

**[EXTERNAL EMAIL]** DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Please oppose the rezoning of Merritt Island regarding Courtenay and Pioneer.  
Thank you.

Randy Strickland