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An aerial photograph of Sebastian, Florida, showing the coastline, roads, and buildings. The image is used as a background for the title text.

# CITY OF SEBASTIAN, FL **SEBASTIAN CRA SUSTAINABLE ECONOMIC REDEVELOPMENT MASTER PLAN**

*Prepared for: City of Sebastian Community Redevelopment Agency  
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An aerial photograph of a coastal region. The left side is dominated by a large body of blue water with several small, tree-covered islands. A long, narrow road runs along the right side of the water, with residential buildings and greenery visible. In the distance, a larger landmass is visible under a clear sky. The text 'REDEVELOPMENT PLAN' is overlaid in white, bold, sans-serif font across the center of the image.

# REDEVELOPMENT PLAN

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# REDEVELOPMENT PLAN INTRODUCTION

Originally adopted on March 22, 1995, the City of Sebastian's Community Redevelopment Area ("Sebastian CRA") Master Plan ("Sebastian CRA Master Plan") organized the Sebastian Community Redevelopment Agency's ("Agency") vision and implementation strategy. Since then, the Sebastian CRA Master Plan has been updated two more times in 2003 and 2010. Despite these updates, the 2010 Sebastian CRA Master Plan documents that land use data and maps are outdated. As a result, there was a necessity to update the Sebastian CRA Master Plan. It is important to note, the current 30-year operational term of the Agency began in December 2003, therefore the Agency is due to "sunset" in December 2033.

In compliance with Chapter 163, Part III, Florida Statutes, this 2023 Sebastian CRA Sustainable Redevelopment Master Plan ("2023 Sebastian CRA Master Plan") has been updated to encourage sustainable reinvestment and redevelopment throughout the Sebastian CRA, while promoting a diverse economy and creating a coherent community vision. As an updated plan, this 2023 Sebastian CRA Master Plan recaps the basic contents, projects, and milestones of the 1995 efforts to strengthen the foundation for renewed objectives, programs, and proposed funding allocations going forward.

The content of this 2023 Sebastian CRA Master Plan includes, but is not necessarily limited to, the following:

- An overview of the Sebastian CRA and conceptual planning districts.
- Recommended improvement programs.
- Updated and prioritized short- and long-term projects and timelines.
- Illustrated conceptual designs for potential projects and opportunity sites within the Sebastian CRA.
- Review of the existing Performance Overlay District criteria and provided recommendations.
- Updated tax increment financing projections.
- Proposed updates to the Capital Improvements Plan addressing a 15-year time frame.
- Recommended strategies for implementation.

As a result of this 2023 Sebastian CRA Master Plan update, whatever programs or improvements are implemented or made, will be consistent with the City of Sebastian's and Indian River County's most recent economic sustainability practices. Indeed, economic sustainability itself needs to be considered in the broadest terms possible as this 2023 Sebastian CRA Master Plan is administrated.

Chapter 163, Part III FS ("Chapter 163" or "Redevelopment Act") authorizing this and similar redevelopment plans, makes it clear that sustaining the existing tax base through discrete and purposeful redevelopment actions and investments are desirable

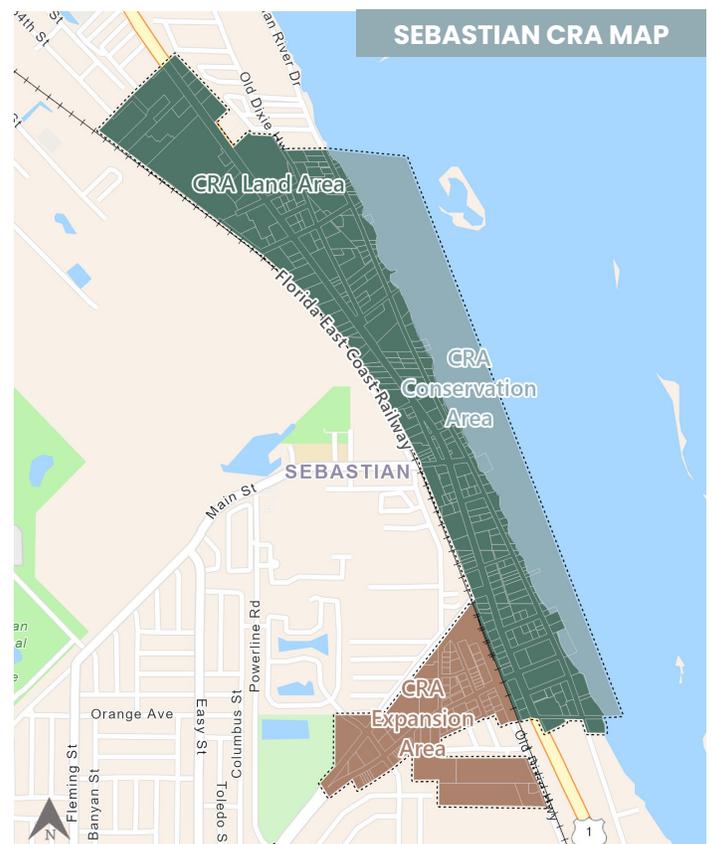
and appropriate actions for local governments. In this case, such actions are seen as the means to avoid the decline in competitiveness condition that sometimes challenge tourist areas in Florida and other parts of the country.

The long-term perspective of this updated 2023 Sebastian CRA Master Plan, described in some detail on the pages that follow, concludes with a series of recommended investments or activities and a proposed funding allocation for each, consistent with the revenues expected within the Sebastian CRA over the next several years.

In sum, the analysis underlying this effort extends ideas or concepts introduced in the 1995 Sebastian CRA Master Plan, and subsequently updated in 2003 and 2010. This analysis enhances those prior plans with a broader vision, more diverse policy framework, and a heightened awareness of the need for economically sustainable practices. This 2023 Sebastian CRA Master Plan, in its entirety, is consistent with the Indian River County and City of Sebastian Comprehensive Plan(s).

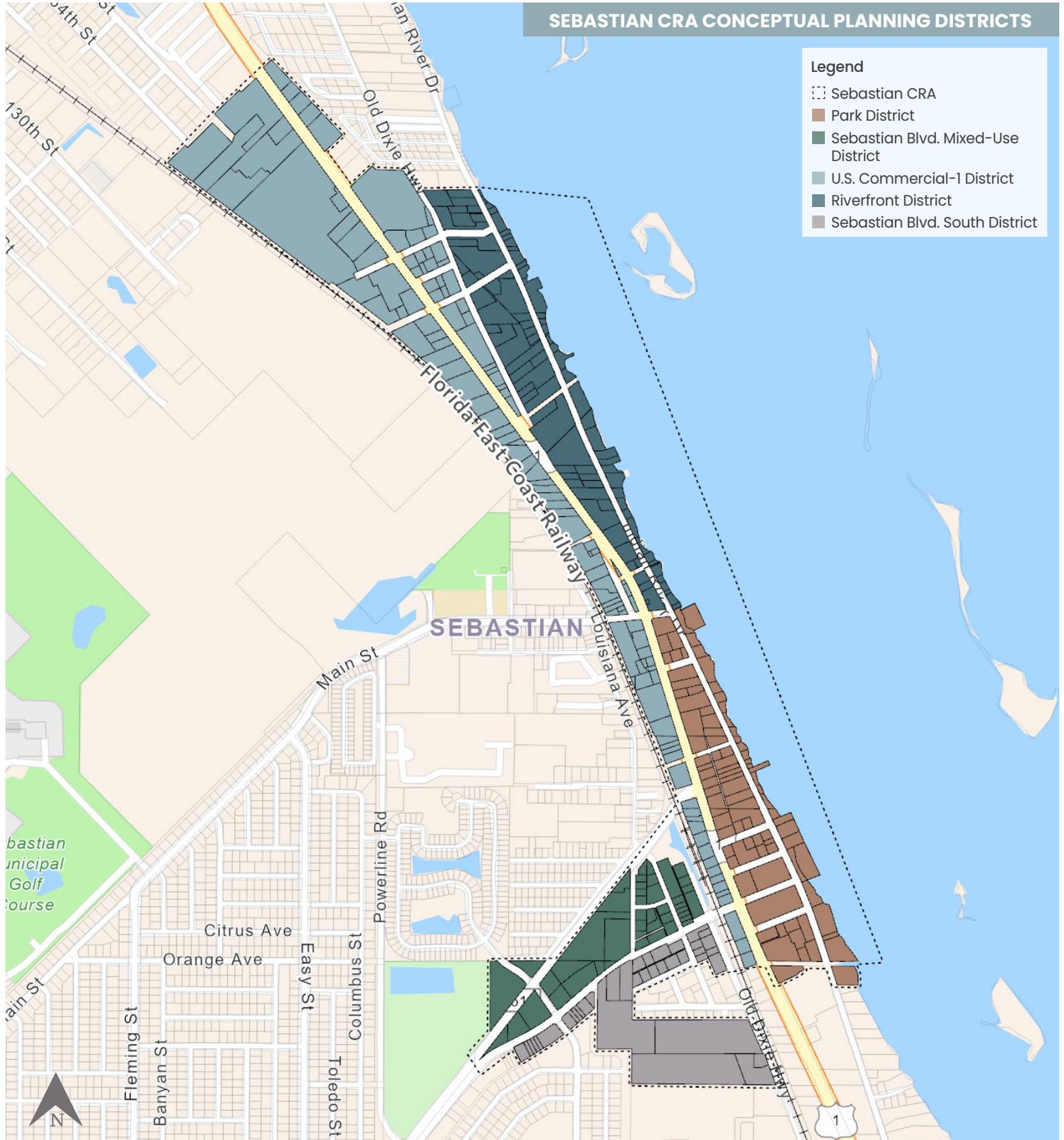
## SEBASTIAN CRA OVERVIEW

The Sebastian CRA was established by the City of Sebastian ("City") in 1995, and is contained within the City's municipal boundaries. The Sebastian CRA totals 398 land acres and 189 acres of conservation adjacent to or within the Indian River Lagoon, as illustrated in the map below.



The Sebastian CRA is divided into five conceptual planning districts: (1) Park District, (2) Sebastian Boulevard Mixed-Use District, (3) U.S.-1 Commercial District, (4) Riverfront District, and (5) Sebastian Boulevard South District.

These conceptual planning districts are used exclusively for categorizing recommendations, and are instrumental in defining specific recommendations and areas for improvement within the Sebastian CRA. As a reference, these planning districts are illustrated in the following map.



## ACCOMPLISHMENTS OF THE AGENCY

Major activities and accomplishments of the Agency in 2021 and 2022 include the following:

- Provided financial support for multiple events within the Riverfront District that attract many participants, providing revenue to local businesses including: Clam Bake, Shrimpfest, Concerts in the Park Series, and Fine Art Festival.
- Provided funding for Holiday decorations to enhance attraction to business district during holiday season.
- Continued funding grant programs that support public/private projects including: the Septic to Sewer assistance program and the Facade, Sign and Landscape grant program.
- Funded Submerged Land Leases for continued waterfront access and riverfront activities.
- Continued implementation of the Sign Master Plan for the Working Waterfront and Riverfront District.
- Completed Florida Inland Navigation District funds reporting for Fisherman's Landing Working Waterfront Park.
- Provided waterfront/streetscape maintenance & facility improvements.
- Continued funding of improvements to Riverfront Park including irrigation and landscape.
- Worked with Florida Department of Transportation ("FDOT") on Complete Streets design for pending improvement project on U.S. Hwy-1.
- Completed construction of the Working Waterfront Shoreline Protection and Commercial Fishing Distribution Center Parking Lot Improvement Plan.
- Completed pedestrian walking trail connection from U.S. Highway-1 ("U.S.-1") to Indian River Drive by constructing sidewalk on N. Central Avenue as part of the Community Development Block Grant ("CDBG") action plan.
- Secured Florida Department of Economic Opportunity ("DEO") grant for CRA Master Plan update.

Since the adoption of the Sebastian CRA Master Plan in 1995, numerous other projects have been accomplished, these accomplishments include, but

are not limited to, the following:

- Completed construction on the Indian River Drive/Main Street intersection project.
- Established a Facade, Sign and Landscaping matching grant program.
- Updated the Sebastian CRA Master Plan in 2003 and 2010.
- Provided matching funds to the Stan Mayfield Grant that was used for the purchase of the Working Waterfront Properties.
- Established a Sewer Connection Grant Program in 2015 to encourage septic to sewer conversions and reduce pollution into the Indian River Lagoon. Obtained funding assistance from the Indian River Lagoon National Estuary Program ("IRLNEP") for the Septic to Sewer assistance program in 2018 to the present.
- Completed roadway improvements to the "Presidential Streets" and Baffle Box installation for improved water quality at the outfalls.
- Completed repairs to the CavCorp boat parking property.
- Completed a Riverfront Parking Study in 2011 resulting in the establishment of the Parking-in-lieu program for parking within right-of-way of business district.
- Acquired property along the Indian River Lagoon shoreline for preservation as an extension of public property.
- Re-paved Indian River Drive and improved drainage swales and provided new enhanced pedestrian cross walks.
- Funded necessary repairs to the Working Waterfront historic property including: historic building repairs; new elastic coating roof; new plumbing and dock maintenance.
- Initiated Sign Master Plan design by incorporating compatible public property identification signs throughout Riverfront District.
- Completed Riverview Park Sidewalks per the Park Master Plan.

Photo: Courtesy of Marinas.com



# PURPOSE OF THE REDEVELOPMENT PLAN & DESCRIPTION OF PLAN POWERS

## REVIEW OF CURRENT CONDITIONS AND INFRASTRUCTURE DEVELOPMENT PROGRAMS

The Sebastian CRA Master Plan was adjusted in very modest ways over the years since its creation in 1995. While some changes in project priorities may have occurred; there were only nominal shifts from the originally adopted activities and remained centered on sustainable strategies and opportunities to encourage reinvestment and redevelopment within the CRA. Major priorities included in the most recent Sebastian CRA Master Plan update in 2010, focused on:

1. Preserving the historic character;
2. Enhancing the waterfront as a resource;
3. Maintaining low residential density and building heights;
4. Encouraging mixed-use development;
5. Creating complete streets to ease congestion and improve linkages;
6. Improving existing and creating new recreational opportunities; and
7. Developing a marketable identity for the overall Sebastian CRA.

These priorities remain a large focus within this 2023 Sebastian CRA Master Plan. The Sebastian CRA Master Plan, implemented through a series of ordinances, describes a variety of needs, programs, or projects to be funded primarily through incremental receipts of property tax revenue. Such receipts have generally been referred to as tax increment financing (“TIF”).

This 2023 Sebastian CRA Master Plan recaps the progress made since the Sebastian CRA Master Plan was created in 1995, updating certain infrastructure considerations and much of the socio-economic data to reaffirm the major priorities and focus of the initiatives. The analysis and input of stakeholder or interested parties, along with an extensive series of studies from Indian River County and the City of Sebastian government, have helped to shape the policy context in which the Sebastian CRA and its planning area’s function.

While more remains to be done throughout the Sebastian CRA, based on the priorities of the 1995 Sebastian CRA Master Plan, it is obvious these infrastructure and sustainability projects shall remain the subjects and/or target of redevelopment initiatives. It is the purpose of this 2023 Sebastian CRA Master Plan to describe those issues and create a basis for policies, policy actions, or programs that would occur as the 2023 Sebastian CRA Master Plan

is implemented. Although this 2023 Sebastian CRA Master Plan may have new or additional features, it is not a new plan but rather an updated plan as expressly allowed under the Redevelopment Act.

This 2023 Sebastian CRA Master Plan contemplates investments in infrastructure and other related activities but also places an emphasis on roads and pedestrian connectivity, parks and public spaces, housing, public safety, and a variety of other investments.

To emphasize, a community redevelopment plan, like the Sebastian CRA Master Plan, is a framework for future action. It is not a detailed blueprint with a list of stipulations and provisions although those will likely follow as the framework is implemented. Since it is a framework, this 2023 Sebastian CRA Master Plan should not be confused as a master development plan with a discrete set of directives and specifications. In its entirety, the Sebastian CRA Master Plan, formally recorded and adopted, codifies a commitment to thoughtful principles and objectives. These come together as a broadly outlined series of strategic initiatives or general commitments. Viewed as means of establishing priorities within a certain context, the most effective community redevelopment plan is flexible, but coordinated, to achieve a defined mission.

The Redevelopment Act, allowing the creation of redevelopment areas and the agency responsible for the redevelopment plan, along with the local government’s adopted comprehensive plan, serve as external controls and assurances that the undertakings identified in the plan remain in conformance with its broader mission. In effect, only activities identified in a community redevelopment plan, like the Sebastian CRA Master Plan, can benefit from a Redevelopment Trust Fund’s TIF dollars.

## REQUIRED CONTENTS OF A REDEVELOPMENT PLAN

In a very simply described and summarized process for adopting and amending a community redevelopment plan, it is necessary that a local government and its Agency evaluate the physical, social and economic attributes of a specific area and make a determination that it satisfies multiple criteria. This determination would allow the local government to adopt and implement a redevelopment strategy and utilize all the powers available to its Agency.

Toward assuring compliance with the larger mission and responsibilities of the Agency and an implementable redevelopment plan, the Redevelopment Act outlines both the contents of the legally sufficient redevelopment plan and the general framework for its adoption. The particulars of this 2023 Sebastian CRA Master Plan and the means by which it will be adopted, like its predecessor, adhere to the current legal requirements.

The Redevelopment Act, according to Chapter 163.360, Florida Statutes, prescribes that each adopted plan:

- a. *Conform to the comprehensive plan for the county or municipality as prepared by the local planning agency under the Community Planning Act.*
- b. *Be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.*
- c. *Provide for the development of affordable housing in the area or state the reasons for not addressing in the plan the development of affordable housing in the area. The county, municipality, or community redevelopment agency shall coordinate with each housing authority or other affordable housing entities functioning within the geographic boundaries of the redevelopment area, concerning the development of affordable housing in the area.*

The Redevelopment Act, according to Chapter 163.362, Florida Statutes, prescribes that each community redevelopment plan shall:

- i. *Contain a legal description of the boundaries of the community redevelopment area and the reasons for establishing such boundaries shown in the plan.*
- ii. *Show by diagram and in general terms:*
  - a. *The approximate amount of open space to be provided and the street layout.*
  - b. *Limitations on the type, size, height, number, and proposed use of buildings.*
  - c. *The approximate number of dwelling units.*
  - d. *Such property as is intended for use as public parks, recreation areas, streets, public utilities, and public improvements of any nature.*
- iii. *If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.*

- iv. *Identify specifically any publicly funded capital projects to be undertaken within the community redevelopment area.*
- v. *Contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan.*
- vi. *Provide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part.*
- vii. *Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.*
- viii. *Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly, or if the plan is not intended to remedy such shortage, the reasons therefore.*
- ix. *Contain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.*
- x. *Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to s. 163.361(1). However, for any agency created after July 1, 2002, the time certain for completing all redevelopment financed by increment revenues must occur within 40 years after the fiscal year in which the plan is approved or adopted.*

### **This 2023 Sebastian CRA Master Plan documents required compliance with Chapter 163.**

To fulfill its many responsibilities, the Agency has many powers. These enumerated powers acknowledge the status of the Agency as a functioning governmental entity but one that stands apart in its supportive mission of the Sebastian CRA. These enumerated powers tend to reaffirm the Agency's specific duties in the pursuit of development and redevelopment while separating its financial obligations from those of the associated general government.

These enumerated powers for the Agency as outlined in Chapter 163.0370 include, but are not limited to:

- To make and execute contracts and other instruments necessary or convenient to the

exercise of its powers under this part.

- To disseminate slum clearance and community redevelopment information.
- To undertake and carry out community redevelopment and related activities within the community redevelopment area.
- To provide, or to arrange or contract for, the furnishing or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities, or other facilities for or in connection with a community redevelopment; to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements; and to agree to any conditions that it deems reasonable and appropriate which are attached to federal financial assistance and imposed pursuant to federal law relating to the determination of prevailing salaries or wages or compliance with labor standards, in the undertaking or carrying out of a community redevelopment and related activities, and to include in any contract let in connection with such redevelopment and related activities or provisions to fulfill such of the conditions as it deems reasonable and appropriate.

Although any associated general-purpose governments and any of its property owners or citizens as tax payers are intended to benefit from the activities of the Agency or the Sebastian CRA, they are insulated from its financial obligations. Further, certain operating and capital expenses of an associated general government, are not to be absorbed through funds flowing into the Sebastian CRA and its Redevelopment Trust Fund. Despite that insularity, the Sebastian CRA exports many financial and community benefits well beyond its legally defined boundaries.

## AUTHORIZED REDEVELOPMENT TRUST FUND EXPENDITURES

After approval of a community redevelopment plan, there may be established for each Agency created under F.S. Chapter 163.356 a redevelopment trust fund. Funds allocated to and deposited into this fund shall be used by the Agency to finance or refinance any community redevelopment it undertakes pursuant to the approved community redevelopment plan. In October 2019, the Redevelopment Act of 1969, was amended to further clarify authorized expenditures of the redevelopment trust fund. One of the most significant components of the 2019 amendment is that funds cannot be spent on promotional and marketing activities.

Per F.S. Chapter 163.387(6),

*Effective October 1, 2019, moneys in the redevelopment trust fund may be expended for undertakings of a community redevelopment agency as described in the community*

*redevelopment plan only pursuant to an annual budget adopted by the board of commissioners of the community redevelopment agency and only for the purposes specified...*

*The annual budget of a community redevelopment agency may provide for payment of the following expenses:*

- 1. Administrative and overhead expenses directly or indirectly necessary to implement a community redevelopment plan adopted by the agency.*
- 2. Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the governing body or the community redevelopment agency for such expenses incurred before the redevelopment plan was approved and adopted.*
- 3. The acquisition of real property in the redevelopment area.*
- 4. The clearance and preparation of any redevelopment area for redevelopment and relocation of site occupants within or outside the community redevelopment area as provided in s. 163.370.*
- 5. The repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness.*
- 6. All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes, or other form of indebtedness.*
- 7. The development of affordable housing within the community redevelopment area.*
- 8. The development of community policing innovations.*
- 9. Expenses that are necessary to exercise the powers granted under s. 163.370, as delegated under s. 163.358.*

## COMPREHENSIVE PLAN CONSISTENCY

This 2023 Sebastian CRA Master Plan was prepared in a manner consistent with the Goals, Objectives, and Policies of the Indian River County Comprehensive Plan and City of Sebastian Comprehensive Plan. This 2023 Sebastian CRA Master Plan meets the intent of the following specific Goals, Objectives, and Policies of the Comprehensive Plans of Indian River County and the City of Sebastian:

### INDIAN RIVER COUNTY COMPREHENSIVE PLAN 2030

**FLUE Policy 4.1:** *Land use districts shall be located in a manner which concentrates urban uses, thereby discouraging urban sprawl.*

**FLUE Policy 4.2:** By January 2018, Indian River County shall identify and map target areas for redevelopment and infill development.

**FLUE Policy 4.3:** For the areas targeted for redevelopment and infill development in Future Land Use Element Policy 4.2, Indian River County shall, by 2019, assess the potential for future development, review infrastructure capabilities and needs, and develop special overlay or use districts and regulations, if warranted.

**FLUE Policy 4.4:** By January 2020, Indian River County shall work with property owners, developers, and the public to develop and implement a plan to promote development of the areas targeted for redevelopment and infill development. That plan shall examine the feasibility of reduced development fees, streamlined application processing, mixed uses, density bonuses, Traditional Neighborhood Design, home/work linkages and other innovative techniques to promote development in those areas.

**FLUE Objective 5:** Indian River County will have a diverse mix of land uses, development patterns, housing densities, and housing types. By 2030, 25% of the County's housing units will be in multiple-family, mixed use, or traditional neighborhood design projects.

**FLUE Objective 8:** Through 2015, at least 95% of unincorporated Indian River County's historic properties (as identified in "Historic Properties Survey of Indian River County, Florida", prepared by Historic Property Associates, Inc., April 1989) will continue to be preserved in fair, good, or excellent condition.

**FLUE Policy 8.3:** All public and private development or redevelopment proposals shall be reviewed for their impact upon designated historic resources.

**FLUE Policy 8.4:** Public and private development and redevelopment activities shall cease, at least temporarily, if historic or archaeological artifacts are discovered, in order to allow for evaluation of historic significance.

**FLUE Objective 9:** Through the implementation of land development regulations, Indian River County will have aesthetically pleasing buildings, signs, landscaping, parking areas, and roads.

**FLUE Objective 11:** By 2016, Indian River County will have taken action to encourage redevelopment or revitalization in at least three areas.

**FLUE Policy 11.1:** By 2019, Indian River County shall develop guidelines and regulations to designate areas in need of redevelopment or revitalization.

**FLUE Policy 11.2:** Within one year of designating a redevelopment or revitalization area, Indian River County shall determine the needs and

deficiencies as well as remedies and solutions for that area.

**FLUE Policy 16.2:** Indian River County shall prohibit land use activity which results in the alteration, degradation or destruction of coastal and estuarine resources except when necessary to prevent a public hazard or provide public benefits which exceed those lost as a result of such activity. Public benefits of such resources include floodplain protection, natural habitat for threatened and endangered plants and animals, natural aquifer groundwater recharge, aquaculture, and recreation.

**FLUE Policy 16.5:** To improve the Indian River Lagoon's water quality, the county shall develop additional stormwater projects that reduce the amount of stormwater that flows into the lagoon and/or improve the quality of stormwater flowing into the lagoon. In recent years, successful stormwater treatment projects have included the Sebastian Stormwater Park, the Main Relief Canal filtration system, and the Egret Marsh project.

## CITY OF SEBASTIAN COMPREHENSIVE PLAN (2040)

**FLUE Policy 1-2.3.1:** The City shall encourage Low-Impact Development (LID) principles for development and redevelopment including those within newly annexed areas. The City shall require new developments to address future nutrient loading and water conservation through principles including but not limited to: LID design practices and technologies that address energy, water, and nutrient conservation; Use of natural, Florida friendly landscaping; and/or reduced, low, or no fertilizer use on greenspaces and yards.

**FLUE Policy 1-3.1.1:** Good principles of urban design shall be applied through site plan review procedures in order to enhance general community appearance as well as to preserve and enhance open space and landscape. This program shall assist in protecting major natural and man-made resources within the City, including the Indian River Lagoon, the St. Sebastian River, the Collier Creek natural drainage corridor, Schumann Lake, public parks and other public grounds and institutions, as well as developing residential neighborhoods and centers of commercial or institutional activity.

**FLUE Policy 1-3.1.4:** Non-residential development decisions shall promote the function of the downtown urban core area as a center for government and institutional services as well as a focal point for retail trade, business and professional offices, and civic and cultural enrichment. The City's Land Development Code (LDC) shall be directed to achieving a mix of land use activities consistent with the future Land Use Map (FLUM). The City shall also continue to enforce the Riverfront design regulations, which

provide a physical theme for development and redevelopment opportunities reinforcing the unique waterfront setting of the downtown area.

**FLUE Objective 1-3.2:** The establishment of procedures for identification and protection of historic properties and structures within the City will provide for the protection of archaeological sites.

**FLUE Objective 1-3.3:** The City shall maintain procedures in the LDC to limit the proliferation of urban sprawl and encourage redevelopment and revitalization of blighted and economically challenged areas.

**FLUE Policy 1-3.3.1:** The FLUM depicts the boundaries of the Community Redevelopment Area (CRA). The City shall continue to promote vitality and redevelopment of the five conceptual districts: Park District, Sebastian Boulevard Mixed Use District, U.S.-1 Commercial District, Riverfront District, and the Sebastian Boulevard South District as directed in the City of Sebastian Community Redevelopment Master Plan included in this Element's DIA. The City shall update the CRA Master Plan reflecting the principles and strategies contained within this Comprehensive Plan and apply those to the targeted redevelopment areas.

**FLUE Policy 1-3.3.2:** Consistent with Objectives 1-1.3 and 1-1.5 and their respective policies the City's LDC shall maintain performance standards for the City's Mixed Use Districts to ensure that land development activities, resource conservation and infrastructure issues are managed in a manner that will consider the needs of all the citizens of Sebastian.

A. The City shall promote a mixture of uses and a variety of opportunities for recreational, residential and commercial uses; encourage progress while protecting property rights; and protect the environment while fostering compatible uses.

B. The LDC shall encourage a mix of uses and enforce the "Old Florida Fishing Village" design theme within the Riverfront CRA District. Flooding and sea level rise shall be taken into consideration for areas of the Riverfront District located in the Coastal High Hazard Area (CHHA). The City may incentivize redevelopment through the use of TDRs to direct new development and population growth away from natural hazards and environmentally sensitive areas.

**FLUE Policy 1-3.3.3:** The City shall coordinate redevelopment issues with the private sector in promoting mobilization of public and private resources necessary to effectively carry out redevelopment efforts, especially along the Indian River Drive corridor which borders the Indian River Lagoon. Sea level rise and flooding

shall be considered in low-lying areas in regard to limiting the use of public funds to achieve these goals as defined in §163.3178(1), F.S.

**FLUE Policy 1-3.3.5:** The protection, restoration, and enhancement of existing assets, including historical structures, is important in implementing the "Old Florida Fishing Village" design theme. The City shall continue to enforce the procedures and ordinances adopted for this purpose. The City shall develop programs and identify funding sources to protect, restore, and enhance the historical structures in the Riverfront District. Sea level rise and flooding should be considered in low-lying areas in regard to limiting the use of public funds to achieve these goals as defined in §163.3178(1), F.S.

**FLUE Policy 1-3.4.1:** The City shall ensure equitably distributed and accessible active transportation facilities (i.e. sidewalks, bike lanes) and recreational opportunities (i.e. parks, greenways) to support healthy lifestyles and physical activity.

**FLUE Policy 1-3.4.2:** Crime Prevention Through Environmental Design. The City shall encourage crime prevention in public areas through environmental design (CPTED) principles.

**EDE Policy 9-1.1.3:** Potential incentives for new or expanding businesses in the City include:

Upon completion of application materials, the City of Sebastian will offer "fast track" site plan review that guarantees administrative determination, and permit issuance;

Permitting assistance and guidance through the Economic Development Office;

Ad valorem tax credits, in partnership with Indian River County;

CRA financing of County impact fees (for projects located in the CRA area); and

Use of CRA funds to reduce the cost of water/sewer connections and/or local building permit fees.

**EDE Policy 9-1.4.3:** Protect the character of the City's stable existing neighborhoods, the Downtown/Riverfront area and the commercial corridors such as CR-512.

**EDE Policy 9-1.4.4:** Continue the development of greenways as extensions of the City's park system to increase open space and recreational opportunities throughout the City.

**EDE Policy 9-1.6.1:** Coordinate with appropriate partners to promote the fishing industry (both commercial and recreational) in Sebastian.

**EDE Policy 9-1.6.4:** Maintain gateway corridors (primarily 512 and US 1) with landscaping and pedestrian amenities.

# SEBASTIAN CRA MAJOR THEMES

Throughout the formation of this 2023 Sebastian CRA Master Plan, as well as during the public input and workshop sessions, **five overarching themes** were identified. These themes are to be used as a planning framework for the Agency to help enhance the character of the downtown and to embrace opportunities that exist within the Sebastian CRA. These major themes include:



## INFRASTRUCTURE & DRAINAGE

A Riverfront Drainage Study performed in 2014 identified a list of stormwater improvement areas within the Sebastian

CRA; these included drainage improvements to Indiana River, “Presidential Street”, Coolidge Street, Central Avenue/Davis Street, and the CavCorp parking lot. These stormwater facility improvements were completed in 2017 through the installation of baffle boxes at major outfall locations. In addition, the Agency continues plans to address other infrastructure needs relative to septic-to-sewer conversion within the redevelopment area.

The stormwater facilities and water/sewer utility infrastructure may require upgrades within the Sebastian CRA, especially when anticipating new demand driven by residential, commercial, and mixed-use development.



## WATERFRONT, PARKS, & PUBLIC SPACES

The Sebastian CRA closely identifies with its waterfront, occupying over 47% of its total acreage. The Agency has prioritized

access and preservation of its waterfront, as it is vital to the area’s economic success. The Sebastian CRA’s community continues to support these preservation efforts, subsequently preserving and enhancing the City’s history as a fishing village, contribute to the desired design theme, and make use of the waterfront resource to maximize economic development.

Open space enhancement projects along the water and restoring waterfront properties for new uses were contemplated within the 2010 Sebastian CRA Master Plan and have been continued within this 2023 Sebastian CRA Master Plan.

In 2018, the consensus of community members and key stakeholders was to focus on river views and access, a waterfront pedestrian experience, and open public spaces. Specifically, the “Working Waterfront” initiative has been a high priority of the City and the Agency to promote economic revitalization along the Indian River coast. Subsequently, these efforts have continued to bring activity and regeneration to the Sebastian shoreline.

In addition, enhancing the existing Riverview Park is a prime example of the potential for park revitalization and economic activity in the surrounding vicinity. A Riverview Park Master Plan was completed in 2019 to diversify its current uses and implement best management practices moving forward. The Agency seeks to generate more engagement with its open space by creating connectivity between greenspaces through implementation of a pedestrian pathway system, greenway connectors, and bicycle paths that may provide for future recreation enhancement opportunities. The Agency also seeks to enhance its recreational piers, waterfront boat ramp access, and smaller opportunistic waterfront parks, especially within the Park District.



## ROADS, PARKING, & PEDESTRIAN CONNECTIVITY IMPROVEMENTS

The Sebastian CRA community’s desire for road and pedestrian connectivity

improvements along U.S.-1 and Indian River Drive were significant observations during the public input sessions. The CRA is prioritizing pedestrian connectivity and accessibility in order to link west Sebastian to the waterfront by creating a more pedestrian- and bicycle-friendly streetscape environment and providing visual linkages between the riverfront and U.S.-1. These improvements may include, but not be limited to, boulevard landscaping including street trees and sidewalks, widened sidewalks and curbed dedicated bicycling space along Indian River Drive, flashing pedestrian crosswalks across U.S.-1 towards the riverfront, and safer crosswalk areas along the railroad tracks near the Sebastian Boulevard Triangle Area.

In addition, the Land Development Code was updated under Ordinance No. O-10-05 in an effort to encourage public parking use in high-demand/low-supply areas. The “payment in lieu of parking” program permits the use of City parking areas adjacent to commercial property to satisfy zoning requirements. The Agency envisions increasing public parking in the CRA, and establishing on-street parking and streetscapes adjacent to recreation areas.



## PUBLIC SAFETY

Another observation from the community during the public input session was the desire to enhance public safety throughout the Sebastian CRA, ensuring that everyone can live and work in a safe environment. In doing so, the Agency could develop a comprehensive public safety initiative that addresses public safety needs of the community.

# GUIDING PRINCIPLES

Currently, the City of Sebastian Police Department consists of a road patrol, canine, and marine unit divisions with the main commitment to maintaining a safe and peaceful environment for all residents and visitors within the City. Additional ways the Agency may increase public safety could include increased lighting and safety measures in community spaces, developing public health and prevention strategies, and prioritizing youth development.



## PRESERVING THE COMMUNITY CHARACTER

Promoting the community character as “Old Florida Fishing Village” and the Sebastian CRA as a destination has been

a major priority within the Sebastian CRA since adoption. In doing so, the Agency has prioritized creating a unique brand through signage, wayfinding, and advertising.

In addition, the Sebastian CRA has prioritized enhancing existing recreation land in the CRA through use of appropriate urban design for parks and open spaces, increasing pedestrian connectivity and walkways, and preserving the character of the existing neighborhoods through proper landscaping, lighting, and signage. All of these practices have helped define the Sebastian CRA’s community character and a coherent sense of place when visiting the Sebastian CRA.

*These five major themes have helped identify the guiding principles, as well as the recommended improvement and redevelopment programs within the Sebastian CRA, as detailed along the following pages.*



The principles identified below are derived from public engagement, other plans, and background data utilized. The analysis and feedback suggest a variety of objectives that are the essential elements of this 2023 Sebastian CRA Master Plan structural framework.

## I. ENCOURAGE

- Residential and mixed-use development within the Sebastian Blvd. Triangle Overlay District.
- Retail uses adjacent to Riverview Park.
- Compatible infill development.
- Enhancement of the character of the Sebastian CRA with architecture that addresses the community’s “Old Florida Fishing Village” scale and feel.

## II. CREATE

- Gateway features at west end of Sebastian Blvd. Triangle Overlay District and on U.S.-1
- Visual linkages between the riverfront and U.S.-1.
- Improved bicycle and pedestrian linkages to the riverfront and between recreation lands.
- Additional on-street/off-street parking.
- Pocket parks and wildlife observation areas.
- Opportunities to facilitate development of catalyst sites and other priorities through property acquisition.

## III. PRESERVE

- Protect and enhance uses and buildings along and adjacent to one of the area’s most important assets: the Indian River Lagoon.
- Important historic resources in the redevelopment area, particularly those that help to illustrate the area’s fishing heritage, as well as those that meaningfully contribute to the “Old Florida Fishing Village” character.
- Waterfront access and continued riverfront activities.

## IV. PROMOTE

- Promote the redevelopment area as a destination for shopping, dining, events, and recreation.
- Incentive, Grant, and Assistance Programs available to property owners and businesses within the Sebastian CRA.

# RECOMMENDED **IMPROVEMENT & REDEVELOPMENT** ACTIVITIES AND PROGRAMS WITHIN THE SEBASTIAN CRA

## REDEVELOPMENT AND IMPROVEMENT ACTIVITY BY CONCEPTUAL PLANNING DISTRICT

	Park	Sebastian Blvd. Mixed-Use	U.S.-1 Commercial	Riverfront	Sebastian Blvd. South
<b>Encourage</b>					
Residential + Mixed Use Development		X	X	X	X
Retail Uses adjacent to Riverview Park	X				
Compatible Infill Development	X	X	X	X	X
“Old Florida Fishing Village” Character	X	X	X	X	
Development of Catalyst Sites	X	X	X	X	
<b>Create</b>					
Renovations/Upgrades to Riverview Park	X				
Gateway Features		X	X		X
On-Street/Off-Street Parking	X		X	X	
Pocket Parks + Wildlife Observation Areas		X	X	X	
Property Acquisition	X	X	X	X	X
Improvements to Recreational “Twin” Piers	X			X	
Increased Pedestrian Connectivity	X	X	X	X	
Streetscape Improvements + Vegetative Landscaping		X	X	X	X
<b>Preserve</b>					
Protect + Enhance Indian River Lagoon Frontage	X			X	
Historic Resource Protection	X	X	X	X	X
Waterfront Access + Riverfront Activities Preservation	X			X	
<b>Promote</b>					
Marketing of Redevelopment Area as Destination	X	X	X	X	X
Promote Incentive/Grant/Assistance Programs	X	X	X	X	X

Source: Sebastian Community Redevelopment Agency; GAI Consultants, Inc.

## REDEVELOPMENT PROGRAMS

**FACADE, SIGN, AND LANDSCAPING MATCHING GRANT PROGRAM** – This program provides funds to assist property owners and/or business owners to improve and install new signage and/or landscaping.

**SEPTIC TO SEWER CONNECTION GRANT (S2S)** – This program is designed to provide individual grants to qualified property owners for costs incurred to remove an operational septic tank system that serves and occupied facility or building and connects to the Indian River County sanitary sewer system. SSP is available to businesses or residences located with the Redevelopment Area currently utilizing septic systems.

**PARKING-IN-LIEU PROGRAM** – This program provides for establishing parking within the right-of-way at a rate of \$3,200 per space.

**STORMWATER FEE CREDIT PROGRAM** – All properties within City, whether or not they discharge stormwater directly into the Sebastian Stormwater Utility (“Utility”) system, will pay a proportionate share of the Utility expenses incurred in providing generalized benefits to the system. Property located within the City from which stormwater runoff is discharged, either directly or indirectly, may be eligible for a reduction in the stormwater fee from the Utility. Single-Family Residential lots are not eligible for this credit. The City shall reasonably determine “fee credit” based upon the savings to the Utility resulting from the property’s stormwater facilities or unique features. Stormwater fee credits include: incorporation of LID/BMP alternative practices such as vegetated swales and buffers, permeable pavers, bioretention and bioswales.

# CONCEPTUAL PLANNING DISTRICTS' PRIORITIES

As a part of the 2023 Sebastian CRA Master Plan, major priorities have been identified for each of the Sebastian CRA's conceptual planning districts. These priorities are provided for the short-term (1–5 years) and the long-term (6–10 years), as illustrated below. These projects and associated time frames are consistent with the updated goals and objectives within this 2023 Sebastian CRA Master Plan.



## Park District

### SHORT-TERM PRIORITIES

Implementation of Riverview Park Master Plan Upgrades and Renovations.

Restoration, as appropriate, of important waterfront properties to enhance their economic viability and maintain and improve the character of the Sebastian CRA.

Streetscape improvements to Indian River Drive.

Creation of riverfront event space.

Property acquisition to facilitate Catalyst Site development and infill development projects.

### LONG-TERM PRIORITIES

Create “local activity center” surrounding the Riverview Park, to include complementary retail uses, connectivity to the riverfront, and streetscape improvements.

Restoration, as appropriate, of important waterfront properties to enhance their economic viability and maintain and improve the character of the Sebastian CRA.

New sidewalk construction as necessary to provide a continuous sidewalk network.



## Sebastian Blvd. Mixed-Use District

### SHORT-TERM PRIORITIES

Improvement of the Sebastian Boulevard Triangle Area to provide for mixed-use development, connectivity to adjacent residential communities, and streetscape improvements.

Property acquisition to facilitate Catalyst Site development and infill development projects.

### LONG-TERM PRIORITIES

New sidewalk construction as necessary to provide a continuous sidewalk network.

Modification of lake to create park/open space feature.



## Riverfront District

### SHORT-TERM PRIORITIES

Restoration, as appropriate, of important waterfront properties to enhance their economic viability and maintain and improve the character of the Sebastian CRA.

Streetscape improvements to Indian River Drive.

Property acquisition to facilitate Catalyst Site development and infill development projects.

### LONG-TERM PRIORITIES

Restoration, as appropriate, of important waterfront properties to enhance their economic viability and maintain and improve the character of the Sebastian CRA.

New sidewalk construction as necessary to provide a continuous sidewalk network.



## U.S.-1 Commercial District

### SHORT-TERM PRIORITIES

Installation of gateway treatments at entrances to the Sebastian CRA along U.S.-1.

Property acquisition to facilitate Catalyst Site development and infill commercial development.

### LONG-TERM PRIORITIES

New sidewalk construction as necessary to provide a continuous sidewalk network.

Enhancement of the U.S.-1 streetscape to provide for greater pedestrian and bicycle usability, as well as the installation of mature landscaping and trees.

Property acquisition to facilitate infill commercial development.



## Sebastian Blvd. South District

### SHORT-TERM PRIORITIES

Installation of gateway treatments at entrances to the Sebastian CRA along Sebastian Boulevard.

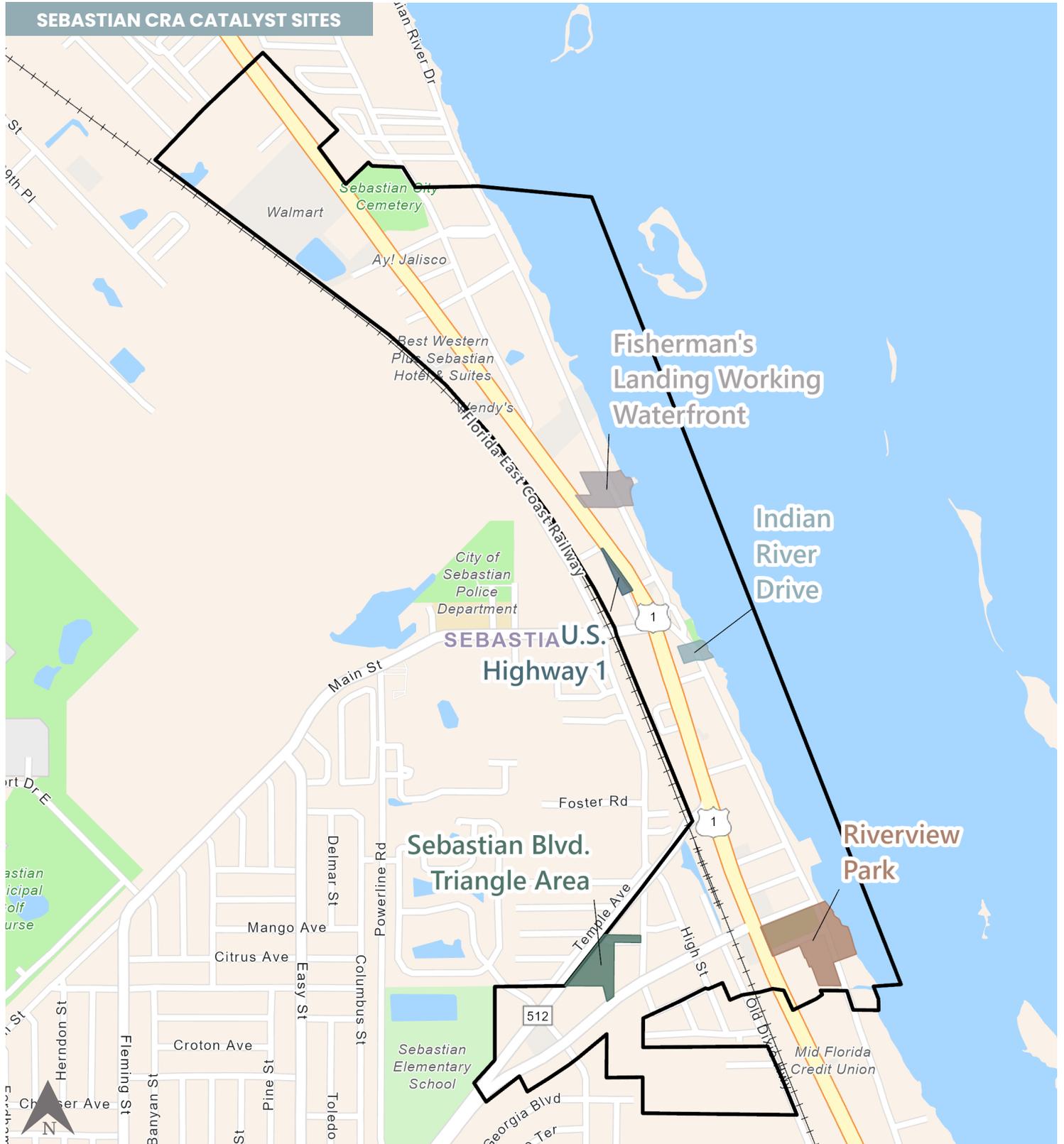
### LONG-TERM PRIORITIES

New sidewalk construction as necessary to provide a continuous sidewalk network.

Property acquisition to facilitate infill development projects.

# LOCATION & CONCEPTUAL DESIGN OF OPPORTUNITY SITE'S CATALYST PROJECTS

In the Sebastian CRA, there are **five catalyst sites** which have been identified. These catalyst sites, located in the previously identified opportunity sites, are illustrated in the following map. Along the following pages are graphic renderings of these catalyst sites and the potential design and allocation of space these sites could feasibly accommodate which would help encourage redevelopment and reinvestment within the Sebastian CRA.



**FISHERMAN'S LANDING WORKING WATERFRONT CATALYST PROJECT**



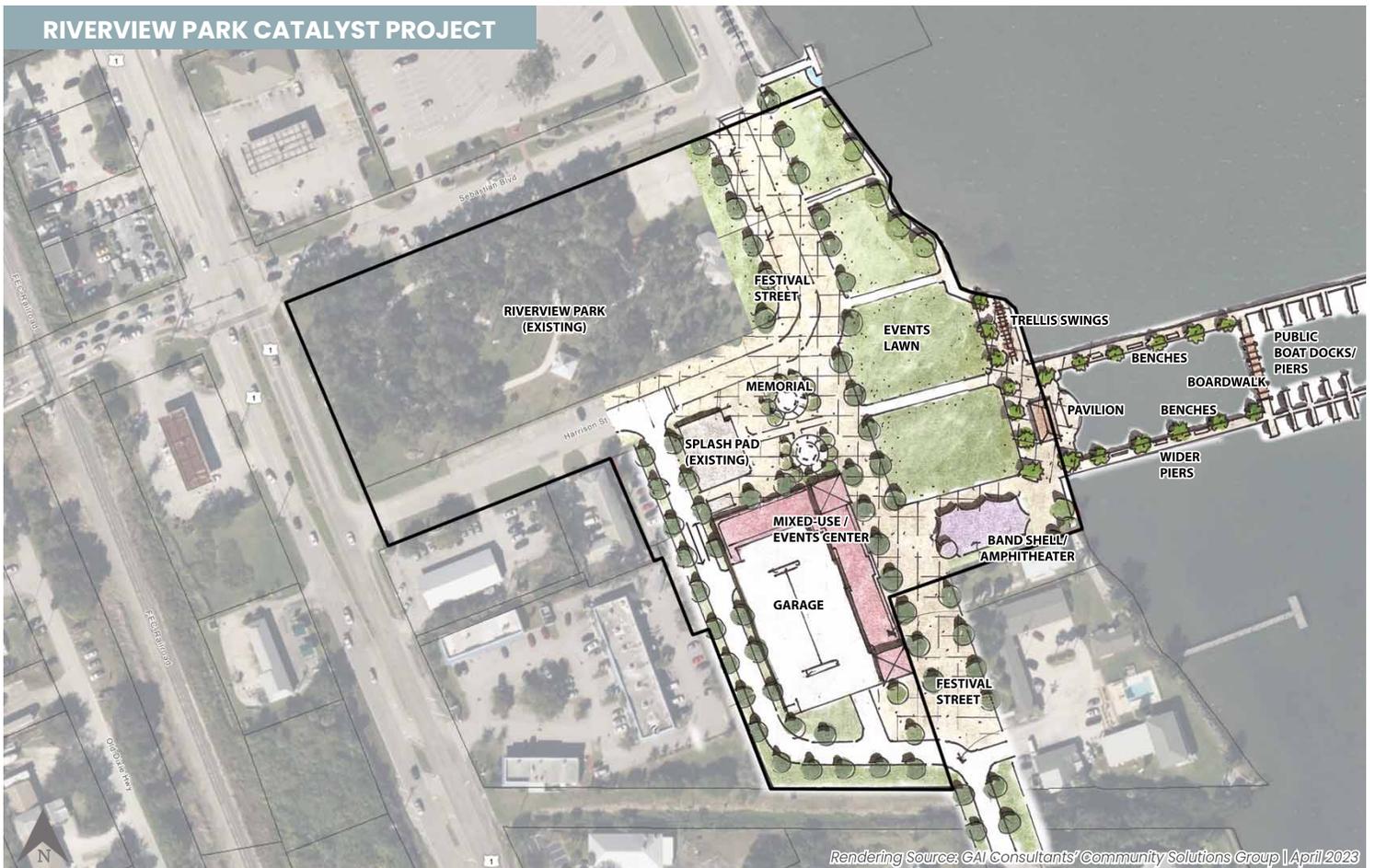
**U.S. HIGHWAY-1 CATALYST PROJECT**



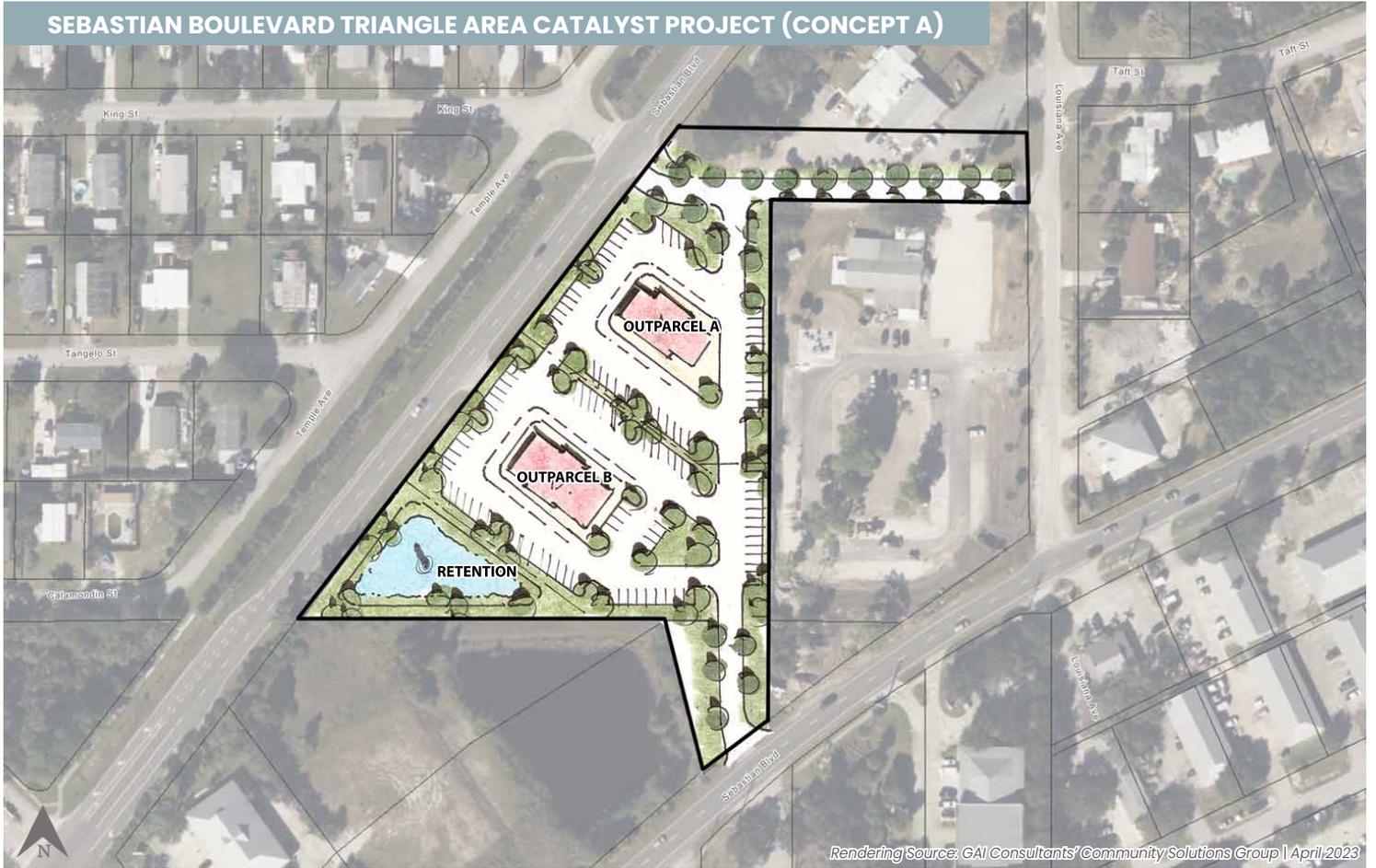
## INDIAN RIVER DRIVE CATALYST PROJECT



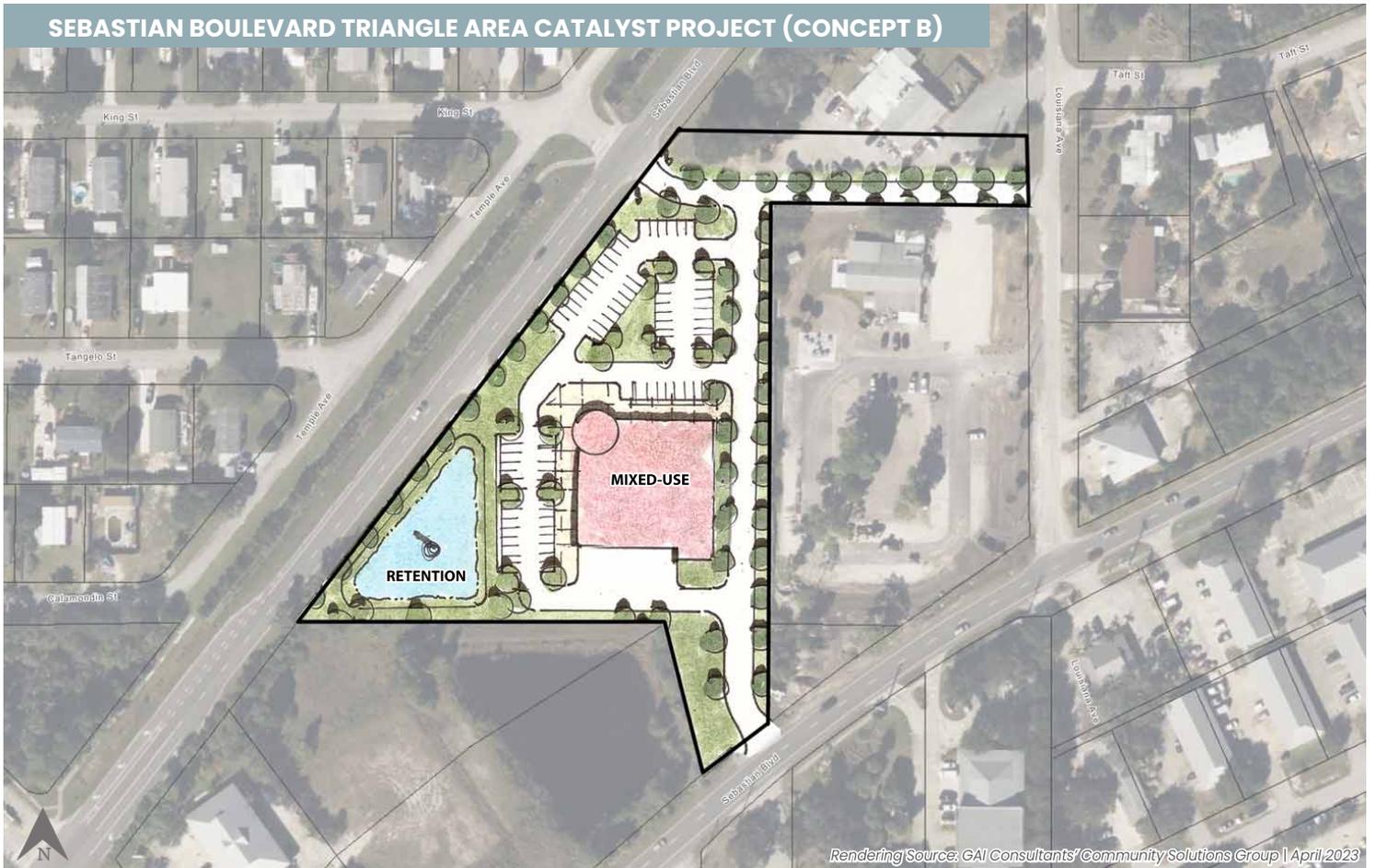
## RIVERVIEW PARK CATALYST PROJECT



### SEBASTIAN BOULEVARD TRIANGLE AREA CATALYST PROJECT (CONCEPT A)



### SEBASTIAN BOULEVARD TRIANGLE AREA CATALYST PROJECT (CONCEPT B)

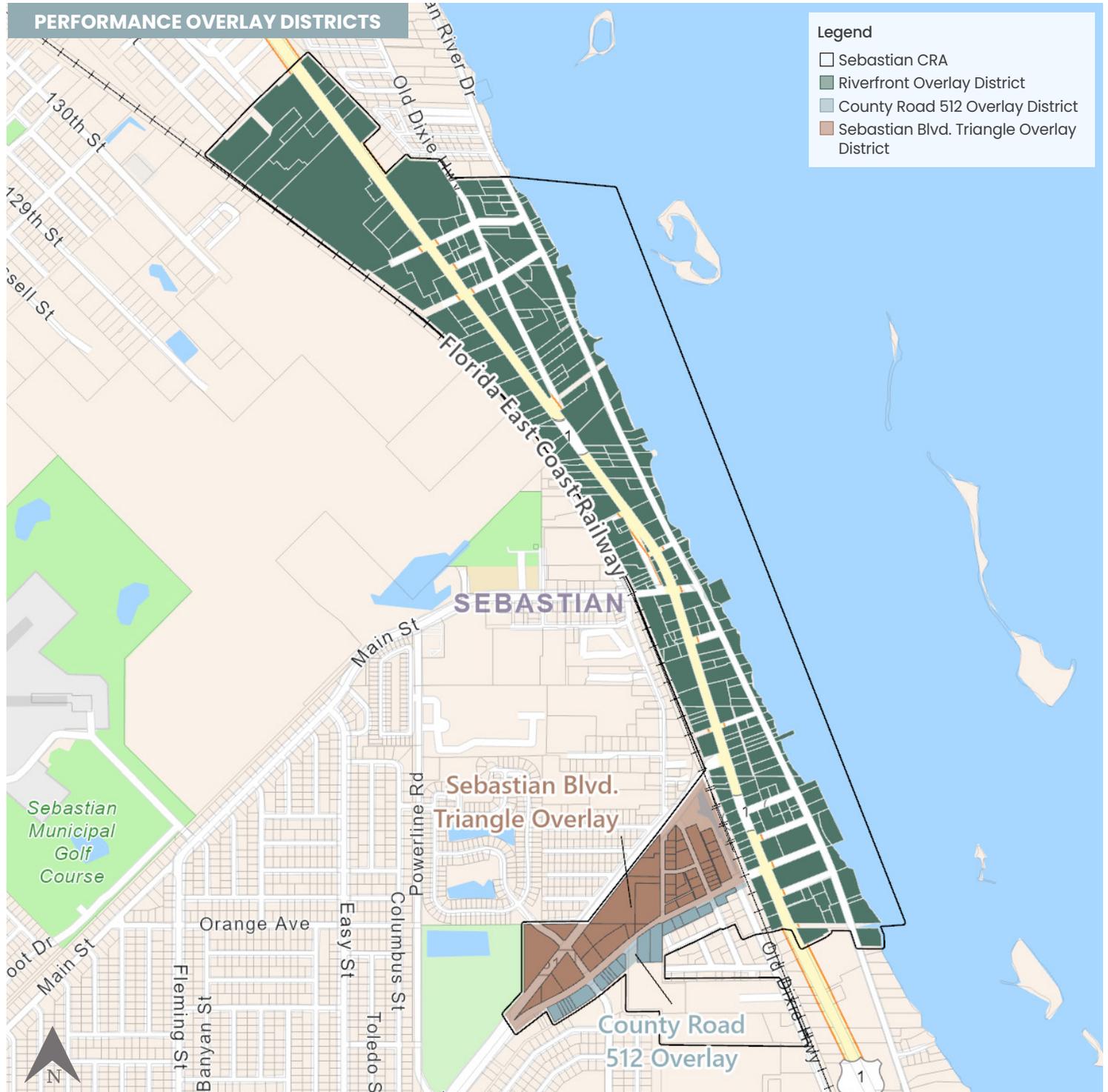


# PROPOSED SEBASTIAN CRA

## PERFORMANCE OVERLAY DESIGN CRITERIA

The Sebastian CRA comprises of **three overlay districts** intended to guide architectural principles, these include: (1) the Riverfront Overlay District, located east of the FEC Railroad; (2) the County Road 512 Overlay District, located in properties abutting CR 512 to the properties west of the FEC Railroad with lot frontage on Sebastian Boulevard; and (3) the Sebastian Boulevard Triangle Overlay District, located north of the divided Sebastian Boulevard and west of the FEC Railroad.

The performance overlay design criteria for each of the three districts have been summarized and updated as part of this 2023 Sebastian CRA Master Plan, as detailed along the following pages and illustrated in the following map.



## RIVERFRONT OVERLAY DISTRICT

The design criteria for the Riverfront Overlay District can be summarized as follows:

### PURPOSE AND OBJECTIVES

- Promote development and redevelopment.
- Encourage traditional building types with arcades, balconies, and porches.
- Create a sense of place and promote social interaction on the streets.
- Encourage durable construction with “Old Florida Fishing Village” architecture.

### SPECIAL PROVISIONS

The Riverfront Overlay District outlines special design and color requirements to ensure architectural consistency and visual appeal, including:

- Equal design considerations for multi-frontage buildings;
- Encouraging porches and fences, maintaining open vistas;
- Avoiding massive facades;
- Regulating siding and roofing materials;
- Controlling lighting;
- Specifying roof styles;
- Addressing site elements and trees; and
- Requiring screening for visually offensive elements.

### UNDERLYING ZONING DISTRICTS

The Riverfront Overlay District modifies four underlying zoning districts which specify the dimensional regulations for new development, as detailed below and summarized in the following table.

- **Medium Density Multiple-Family Residential (RM-8)**—Allows single-family, duplex, and multi-family dwellings. Intended to maintain a density of up to 8 dwelling units per unit.
- **Commercial Riverfront (CR)**—Intended to preserve the existing character of the area and provide a mixture of uses and opportunities for recreational and commercial uses while protecting the environment.
- **Commercial Waterfront Residential (CWR)**—Intended to preserve the existing character of the area while providing a mixture of uses for recreational, residential, and commercial uses while protecting the environment.
- **Public Service (PS)**—Allows institutional uses including parks and recreation areas and churches. Intended to comply with comprehensive plan policies.

Standards	RM-8	CWR	CR
Maximum Density/FAR	8 units/acre	8 units/acre	60% FAR
Maximum Height	35 ft (25 ft east of Indian River Drive)	35 ft (25 ft east of Indian River Drive)	35 ft (25 ft east of Indian River Drive)
Maximum Building Coverage	40%	30%	30%
Maximum Impervious Surface	60%	80%	80%
Minimum Open Space	40%	Non-residential: 25% Residential: 50%	20%
Minimum Lot Size	10,000 sq. ft.	10,000 sq. ft.	10,000 sq. ft.
Minimum Lot Width	80 ft	80 ft	75 ft
Minimum Lot Depth	100 ft	125 ft	125 ft
Front Setback	25 ft	Non-residential: None (with sidewalk) or 10 ft (without sidewalk) Residential: 25 ft	With sidewalks: None Without sidewalks: 6 ft
Side Setback	10-15 ft	Non-residential: 5 ft (10 ft when abutting residential) Residential: 15 ft + 1 ft per each additional 2 ft in height above 25 ft	5 ft (10 ft when abutting residential)
Rear Setback	25 ft	Non-residential: 10 ft (30 ft when abutting residential) Residential: 20 ft	10 ft (30 ft when abutting residential)

Source: Sebastian Community Redevelopment Agency; GAI Consultants, Inc.

### EFFECTIVENESS

The Riverfront Overlay District effectively achieves its objectives by preserving historic structures and promoting architectural consistency. However, there are areas for improvement. Some provisions, such as restrictions on building and roofing materials, may increase development costs, potentially delaying redevelopment efforts in the coming years. Additionally, certain dimensional limitations could contribute to underutilization of land within the overlay

area, particularly along U.S.-1. Furthermore, with the increasing likelihood of extreme weather events and storm surges, high imperviousness allowances may pose challenges for the overlay's performance, especially in the CWR zoning district.

### RECOMMENDATIONS

To offset the costs imposed by the Design Criteria, the City and Agency might consider the following modifications to the Riverfront Overlay (and underlying zoning districts) to increase the flexibility and the likelihood of a successful project:

#### **Define Old Florida Fishing Village**

Define "Old Florida Fishing Village" Architecture based on feedback from public input which indicated a preference for architecture themes of Active with Natural Tones and Traditional Iconic Elements. The Active with Natural Tones theme represents an active waterfront with restaurants, boat docks, and social opportunities; whereas, the Traditional and Iconic Elements theme represents traditional coastal buildings with iconic elements and vibrant accents.

#### **Consider removing minimum parking requirements.**

Minimum parking requirements can result in an overabundance of parking spaces, leading to inefficient land use and excess imperviousness. Moreover, these requirements can significantly

increase the cost of development, particularly in urban areas where land prices are high. The City and Agency should consider removing minimum parking requirements to avoid these inefficiencies.

In the absence of minimum parking requirements, developers and property owners are already incentivized to determine the appropriate amount of parking based on market demand. This results in more efficient and context-sensitive parking solutions that better reflect the needs of residents, visitors, and businesses. Landowners can and should be encouraged to enter into shared parking arrangements, such as shared lots for commercial and residential, helping to optimize parking resources and reduce the overall demand for parking spaces.

Additionally, the City and Agency can take further steps to manage parking at a district-wide level, such as implementing dynamic pricing for on-street and public parking areas. This involves adjusting parking prices based on demand, which can help manage the overall demand for parking spaces.

### GRAPHIC RENDERING

Examples of the Riverfront Overlay District, incorporating the design criteria and proposed recommendations, may reflect the following graphic renderings:



## COUNTY ROAD 512 OVERLAY DISTRICT

The design criteria for the County Road 512 ("CR 512") Overlay District can be summarized as follows:

### PURPOSE AND OBJECTIVES

- Celebrate the entranceway into the City of Sebastian along the CR 512 corridor.
- Maintain an attractive and orderly appearance.
- Promote a safe transportation system.
- Accommodate multiple modes of transportation (i.e., mass transit, pedestrians, bicycles, and automobiles).

### SPECIAL PROVISIONS

The CR 512 Overlay District outlines special design and color requirements to ensure architectural consistency and visual appeal, including:

- Consistent detailing on street-facing facades.
- Consistent detailing of shopping centers and the accompanying out-parcels.
- White and light neutral colors in warm range building colors (via Overlay Districts master color list).

## UNDERLYING ZONING DISTRICTS

The CR 512 overlay district modifies two underlying zoning districts, as detailed below and summarized in the following table.

- **Commercial-512 District (C-512)**—Various commercial uses such as professional offices, medical services, commercial retail/restaurants.
- **Industrial (IN)**—Permits a variety of uses, including commercial retail, administrative services, marine-related educational institutions, and various industrial activities, among others, subject to specific dimensional regulations. The zoning district also includes certain screening and separation requirements related to the proximity of residential areas and other establishments.

Standards	C-512	IN
Maximum FAR	50%	50%
Maximum Height	35 feet	35 feet
Maximum Building Coverage	35%	50%
Minimum Open Space	20%	20%
Maximum Impervious Surface	80%	80%
Minimum Lot Size	20,000 sq. ft.	15,000 sq. ft.
Minimum Width	125 feet	100 ft
Minimum Depth	160 feet	125 ft
Setback Requirements	Front yard: 74 feet if abutting CR 512, otherwise 10 feet; Side yard: none if building is built to side property line(s), otherwise min. of 10 feet; Rear yard: 10 feet	Front yard: 100 feet; Side yard: 25 feet; Rear yard: 50 feet

Source: Sebastian Community Redevelopment Agency; GAI Consultants, Inc.

## EFFECTIVENESS

Overall, the zoning code provisions effectively contribute to creating a visually appealing and cohesive corridor along CR 512 by establishing clear guidelines for building aesthetics, materials, and colors. New developments are subject to design criteria and landscaping requirements that promote a harmonious appearance and minimize the impact of visual nuisances. The code addresses functional elements, such as limiting the frequency of curb cuts, to promote safer and more efficient traffic conditions.

Areas for improvement include:

- Expanding use allowances to encourage a mix of residential options alongside commercial uses.
- Incorporating requirements for multi-modal enhancements, such as wider sidewalks and dedicated bicycle paths, to promote a more accessible and connected transportation network.

## RECOMMENDATIONS

To offset the costs imposed by the Design Criteria, the City and Agency might consider the following modifications to the CR 512 Overlay District to increase the flexibility and the likelihood of a successful project:

### **Introduce I-MIX Zoning**

A mix of land uses promotes walkability, vibrancy, and can contribute to the success of a new development. However, residential uses are effectively excluded from the CR 512 Overlay District except as an accessory use within Commercial-512 zoning, which limits the potential for development in this area.

The City can modify the overlay district to allow for residential use. This would increase the likelihood that property will be developed in the CR 512 district, as it would give developers more options for how to use the land.

In the modern era, industrial uses are no longer as dangerous or disruptive to residential areas as they once were. As a result, cities are increasingly embracing the concept of “Industrial Mixed Use” to blend industrial spaces with opportunities for residential development. This approach creates a unique and dynamic urban tapestry that adds character to the community while also driving economic growth.

### **Multimodal Enhancements**

The provision of wide sidewalks and space for active and alternative modes of transportation, such as bicycles and scooters, expands mobility options, improves safety, reduces traffic congestion, and enhances overall quality of life. Currently, the overlay district does not directly require or incentivize multimodal enhancements for new developments. The City and Agency can either add these provisions to the overlay code or establish a “complete streets policy,” which would influence new developments citywide. All new developments or substantial redevelopments within the CR 512 Overlay District should provide sidewalks at least 6-foot wide, in addition to off-street bikeways with a minimum width of 10 feet for two-way traffic or 6 feet for one-way traffic.

### **Consider removing minimum parking requirements in tandem with cross access easement requirements.**

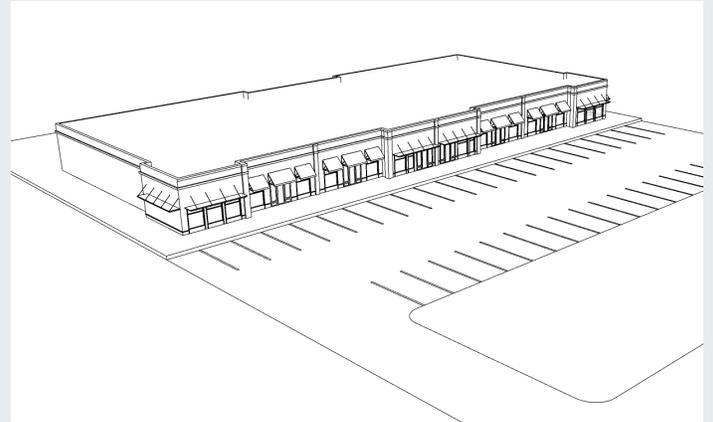
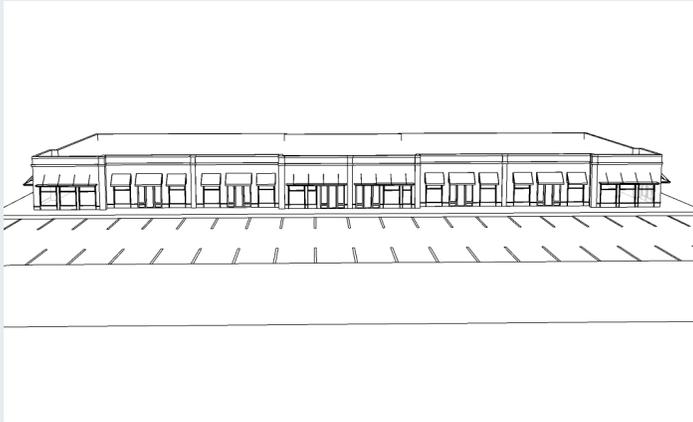
As previously mentioned, minimum parking requirements can result in an overabundance of parking spaces, leading to inefficient land use, excess imperviousness, and increased development costs. Removing minimum parking requirements empowers landowners to determine the appropriate amount of parking.

Along corridors like CR 512, better coordinated parking management can be achieved by requiring cross-access easements. These legal agreements allow

neighboring property owners to share access, such as driveways or parking lots to help reduce the overall number of parking spaces needed, promote more efficient land use, and improve traffic flow and safety.

### GRAPHIC RENDERING

Examples of the CR 512 Overlay District, incorporating the design criteria and proposed recommendations, may reflect the following graphic renderings:



## SEBASTIAN BOULEVARD TRIANGLE OVERLAY DISTRICT

The design criteria for the Sebastian Boulevard Triangle Overlay District can be summarized as follows:

### PURPOSE AND OBJECTIVES

- Encourage traditional building types with arcades, balconies, and porches.
- Create a sense of place and promote social interaction at street level.

### SPECIAL PROVISIONS

The Sebastian Boulevard Triangle Overlay District adopts by reference the special provisions (design criteria, color, and landscaping requirements) from the Riverfront Overlay District.

### UNDERLYING ZONING DISTRICTS

The Sebastian Boulevard Triangle Overlay District modifies two underlying zoning districts, as detailed below and summarized in the following table.

- Commercial General (CG)**—Established to implement comprehensive plan policies for areas designated “CG” on the comprehensive plan future land use map.
- Industrial (IN)**—Permits a variety of uses, including commercial retail, administrative services, marine-related educational institutions, and various industrial activities, among others, subject to specific dimensional regulations. The district also includes certain screening and separation requirements related to the proximity of residential areas and other establishments.

Standards	CG	IN
Maximum FAR	60%	50%
Maximum Height	35 feet	35 feet
Maximum Building Coverage	30%	50%
Minimum Open Space	20%	20%
Maximum Impervious Surface	80%	80%
Minimum Lot Size	10,000 sq. ft.	15,000 sq. ft.
Minimum Width	75 feet	100 ft
Minimum Depth	125 feet	125 ft
Setback Requirements	<p>Front yard with sidewalks, curb and gutters: None required.</p> <p>Front yard without sidewalks, curb and gutters: 6 feet.</p> <p>Side yard: 5 feet minimum, except 30 feet when abutting a residential district.</p> <p>Rear yard: 10 feet; except 30 feet when abutting a residential district</p>	<p>Minimum setbacks:</p> <p>Front yard: 20 feet.</p> <p>Side interior yard: None.</p> <p>Rear yard: 10 feet</p>

Source: Sebastian Community Redevelopment Agency; GAI Consultants, Inc.

## EFFECTIVENESS

To the extent the Riverfront Overlay District is effective, the Sebastian Boulevard Triangle Overlay District is also effective, as the performance standards are the same. This also means that the Sebastian Boulevard Triangle Overlay District may suffer from some of the limitations imposed by the Riverfront design standards, such as restrictions on building and roofing materials, which may increase development costs.

## RECOMMENDATIONS

To offset the costs imposed by the Design Criteria, the City and Agency might consider the following modifications to the Sebastian Boulevard Triangle Overlay District to increase the flexibility and the likelihood of a successful project:

### ***Introduce I-MIX Zoning***

As previously mentioned, a mix of land uses promotes walkability, vibrancy, and can contribute to the success of a new development. Today, the Sebastian Boulevard Triangle Overlay District generally allows for residential uses, but as a conditional use within the Industrial district. The City might consider permitting residential uses by-right to reduce barriers to development.

### ***Multimodal Enhancements***

As previously mentions, the provision of wide sidewalks and space for active and alternative modes of transportation, such as bicycles and scooters, expands mobility options, improves safety, reduces traffic congestion, and enhances overall quality of life. This is especially relevant along Sebastian Boulevard. The City can either add requirements to the overlay code or establish a “complete streets policy,” which would influence new developments citywide. All new developments or substantial redevelopments along Sebastian Boulevard should provide sidewalks at least 6-feet wide, in addition to off-street bikeways with a minimum width of 10 feet for two-way traffic or 6 feet for one-way traffic.

## ***Define Old Florida Fishing Village***

Define “Old Florida Fishing Village” Architecture based on feedback from public input which indicated a preference for architecture themes of Active with Natural Tones and Traditional Iconic Elements. The Active with Natural Tones theme represents an active waterfront with restaurants, boat docks, and social opportunities; whereas, the Traditional and Iconic Elements theme represents traditional coastal buildings with iconic elements and vibrant accents.

### ***Consider removing minimum parking requirements.***

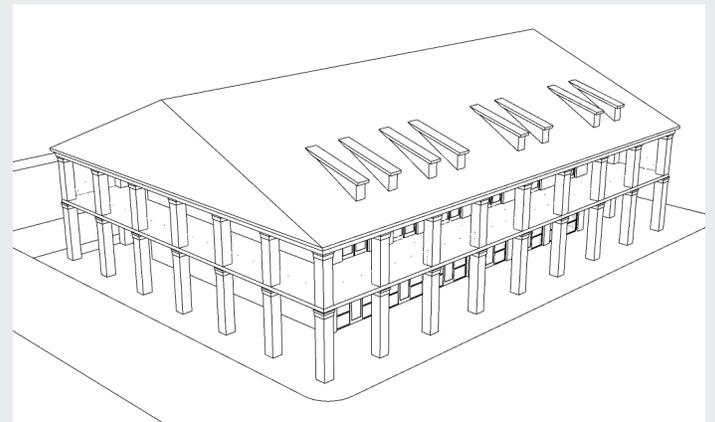
As mentioned earlier, minimum parking requirements can impose unnecessary and inefficient regulations on landowners. Removing these requirements will empower landowners to determine the appropriate amount of parking needed based on market demand.

To further optimize parking management, other elements such as cross-access easements and dynamic pricing of public parking spaces can be implemented. Cross-access easements allow neighboring property owners to share access, such as driveways or parking lots, while dynamic pricing can help manage the demand for parking by adjusting prices based on demand.

By combining these approaches, we can maximize the performance of parking spaces and promote more efficient land use. Ultimately, removing minimum parking requirements and implementing other practical solutions can help create more sustainable and functional district.

## GRAPHIC RENDERING

Examples of the Sebastian Boulevard Triangle Overlay District, incorporating the design criteria and proposed recommendations, may reflect the following graphic renderings:



# TAX INCREMENT FINANCING PROJECTIONS

## OVERVIEW & MAJOR ASSUMPTIONS

A significant benefit of any Agency is the ability to manage future incremental ad valorem tax revenues within the CRA from both City and County sources through Tax Increment Financing (“TIF”). TIF is a unique financing tool used to leverage public funds to promote redevelopment activities in community redevelopment areas. A TIF captures the future tax benefits of real estate improvements in a community redevelopment area to pay the current cost of making improvements. **Subsequently, a Redevelopment Trust Fund is established for the tax increment revenue as a means of using property taxes from property valuation increases to assist in paying for public improvements that stimulate development and redevelopment.**

Upon adoption, the Redevelopment Trust Fund ordinance specifies the base valuation of property located within the boundaries of the CRA. Thereafter, 95% of taxes assessed by qualified taxing authorities on future increases in the value of properties contained within the CRA are reinvested into the respective CRA through the corresponding Redevelopment Trust Funds. **The tax increment revenues can be used immediately, saved for particular projects, or can be bonded to provide upfront financing to maximize funds available.**

Funds accrued into the Redevelopment Trust Fund, however, must be used for redevelopment projects, programs, and activities as specified in the Redevelopment Plan and not for general governmental purposes. **These funds are to be used only for projects, improvements, acquisitions, and programs within the corresponding geographical boundary of the CRA as well as for approved Community Redevelopment Agency administrative expenses as outlined in Chapter 163.370, Florida Statutes.**

The Sebastian CRA was established in 1995 with the goal to encourage redevelopment and reinvestment into the Sebastian CRA. The Sebastian CRA’s total taxable value is estimated to be \$69.9 million in 2022, with approximately \$435,000 realized as TIF collections to the Redevelopment Trust Fund. In 2023, the initial year of projections, the Sebastian CRA’s total taxable value is estimated to be nearly \$74.1 million, with about \$454,100 realized as TIF collections. Overall, the TIF within the Sebastian CRA is projected to grow at a compound annual growth rate (“CAGR”) of 4.0% and collect between an estimated \$10 million and \$12 million in total tax increment over the next 15-years, from 2023 and 2038 (“projection period”). This rate of annual growth is consistent with what the Sebastian CRA has historically been realizing in tax increment growth since its adoption. To note,

the current 30-year operational term of the Agency began in December 2003, therefore the Agency is due to “sunset” in December 2033. The projection years following 2033 are provided for reference in a future evaluation of extending the Agency’s sunset date.

### MAJOR ASSUMPTIONS

The 2023 Sebastian CRA Master Plan reflects a projected level of TIF collections and a manner in which these property values are taxed, evaluated, and collected throughout the Sebastian CRA’s existence. A reasonable and diligent effort has been made to confirm all assumptions.

In the course of estimating tax increment, data provided by the Florida Department of Revenue (“DOR”) and the Indian River County Property Appraiser was considered. The projections reflect levels of tax increment that that could be achieved based on the expected development and redevelopment which may occur within the Sebastian CRA throughout the projection period. The following major assumptions were utilized within the TIF projections:

- Average annual increase (appreciation) of existing and new taxable value includes value from residential and commercial development and redevelopment within the tax increment area, including a 1% annual inflation rate.
- Assumes full build-out for new development within 15 years and redevelopment construction within 20 years. New development includes converting tax exempt properties to taxable and development on existing undeveloped properties.
- The Sebastian CRA was established in 1995, with a base year value of \$34,959,870. In 2003, the Sebastian CRA was expanded, the expansion area has a base year value of \$6,602,110.



- Ad valorem tax millage rates utilized 3.5475 for Indian River County and 2.9050 for the City of Sebastian for 2023 and after.
- The Annual TIF Revenues are provided in three scenarios, high-moderate-low (H-M-L). This model provides a range of potential taxable value and annual TIF revenues for the CRA.
- The *moderate* projection is considered the most likely for any given year over the projection period; whereas, the low and high projection scenarios present a range of possible outcomes.
- Over the full planning period, the projection model reflects a tax increment CAGR between 3.6%–5.0%.

In addition, the projections take into consideration the likely components of change in total taxable value from the current taxable value given the composition of properties within the Sebastian CRA. Expected future taxable value is anticipated to be a function of (1) growth in market values of existing improved properties over time (e.g. inflationary growth); (2) redevelopment of some portion of existing improved properties; (3) development of available vacant land area; and (4) additional growth in market value on newly developed or redeveloped properties over time. These causes of change are reflected in the table below.

Cause of Change	Sebastian CRA
FY 2022 Taxable Value	\$ 111,457,190
<i>Causes of Change</i>	
Base Inflation Growth	19,235,700
Residential Development & Redevelopment	8,778,070
Commercial Development & Redevelopment	42,767,880
New Development Inflation Growth	1,888,200
Other	(2,420,430)
<i>Subtotal Change</i>	\$ 70,249,410
FY 2038 Taxable Value	\$ 181,706,600
CAGR	2.1%

Source: Sebastian Riverfront Community Redevelopment Agency FY 22/23 Budget Book; Indian River Property Appraiser; GAI Consultants, Inc. Note: Detailed observations on the development and redevelopment opportunities within the Sebastian CRA have been previously identified within the Market Assessment and Economic Analysis section.

## REVIEW OF MILLAGE RATES

The millage rates in both the County and the City have substantially fluctuated over the last 10-years, as illustrated in the following table. In an effort to remain conservative, the tax increment projections

apply the 2023 real property millage rates for both the County and City at a constant 3.5475 and 2.9050 per \$1,000 of taxable real property value, respectively, throughout the projection period. Although it is likely the millage rates may vary marginally, the moderate projection scenario remains the *most likely* and reasonable estimate of tax increment anticipated to be collected within the Sebastian CRA through 2038.

The Sebastian CRA Redevelopment Trust Fund was established in 1995, prior to the Florida Statutes provision stating that a taxing authority may not contribute an amount that exceeds that provided by the governing body that created the trust fund (*Chapter 163.387, section b1, F.S.*). Therefore, Indian River County may contribute more to the Sebastian CRA Redevelopment Trust Fund than the City for any given year.

Year	County	City
2013	3.0892	3.7166
2014	3.2620	3.7166
2015	3.3375	3.8556
2016	3.3602	3.8556
2017	3.3602	3.8000
2018	3.4604	3.4000
2019	3.4604	3.1514
2020	3.5475	2.9399
2021	3.5475	3.1514
2022	3.5475	3.0043
2023	3.5475	2.9050

Source: Sebastian Riverfront Community Redevelopment Agency FY 22/23 Budget Book; GAI Consultants, Inc.

## TAX INCREMENT PROJECTIONS

Based on prior rates of growth and change in market driven opportunities throughout the Sebastian CRA, the projection model takes a conservative approach in providing a H-M-L scenario for tax increment through 2038. While the moderate projection is considered *most likely* scenario for any given year, the low and high projection scenarios present a range of possible outcomes for the same period. Conditions assumed to create each path of the low and high projection scenarios are not mutually exclusive and do not indicate an either/or path of potential revenue projections through 2038.

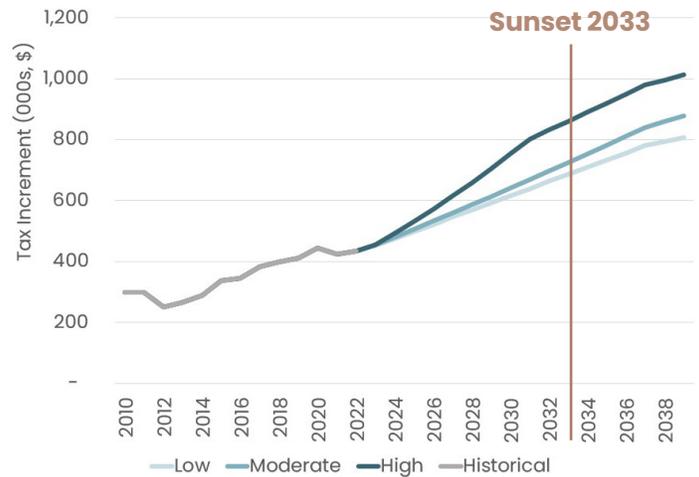
The *moderate scenario* assumes a continuation of historical inflationary growth plus development of vacant land and redevelopment of existing improved properties. Any general disruption of economic activity is considered short-lived and has a minimal impact on the region or the commercial and residential development sector in general.

The **low scenario** considers a high possibility of a general U.S. economic recession occurring within the initial years of the projection period as a result of the current economic disruptions followed by long-term, slower market performance as a result of relative commercial and residential development market maturity. The low scenario assumes that the Sebastian CRA will be unable to maintain historical growth rates and should be viewed as a worst-case scenario.

The **high scenario** is the most synergistic of the three scenarios and incorporates the optimal general economic conditions and continued robust market performance. This scenario assumes no disruption of general economic activity in the near-term or an historically short and very shallow U.S. recession followed by relatively robust growth. This scenario also assumes an improved capture of commercial and residential development in the Sebastian CRA compared with other areas of the City and County.

The projection model predicts that the taxable value for current improved land, existing vacant land, and new development within the Sebastian CRA will bring in approximately \$6.3 million to \$7.3 million in tax increment over the next 10 years, 2023 to 2033, the current Agency's sunset date. In addition, the Sebastian CRA has the potential to generate, in total, as much as \$10 million to \$12 million in additional receipts between 2023 and 2038; with an average increment projected to be roughly between \$626,630 and \$750,610 realized annually.

Over the full planning period, the projections reflect an average annual compound growth rate between 3.6% and 5.0%. By comparison, the historic tax increment average annual growth rate for the Sebastian CRA over the last 10 years, 2013 to 2022, was about 4.2%. The historic tax increment, as well as the H-M-L increment projections for the Sebastian CRA from 2010 to 2038 are illustrated in figure below.



In addition, the **moderate scenario** for projected total increment value, as well as the County and City's contribution to the tax increment revenue is detailed in the table below. Additional detailed tables of the low and high projections can be located in the appendix which accompanies this document.

FY Year	Total Taxable Value	Base Year Value <sup>(1)</sup>	Total Increment Value	County Contribution at 95% <sup>(2)</sup>	City Contribution at 95% <sup>(2)</sup>	Total Annual Tax Increment
2023	\$ 115,636,800	\$ 41,561,980	\$ 74,074,800	\$ 249,600	\$ 204,400	\$ 454,000
2024	119,855,300	41,561,980	78,293,300	263,900	216,100	480,000
2025	124,116,100	41,561,980	82,554,100	278,200	227,800	506,000
2026	128,419,500	41,561,980	86,857,500	292,700	239,700	532,400
2027	132,766,000	41,561,980	91,204,000	307,400	251,700	559,100
2028	137,156,000	41,561,980	95,594,000	322,200	263,800	586,000
2029	141,589,800	41,561,980	100,027,800	337,100	276,100	613,200
2030	146,067,900	41,561,980	104,505,900	352,200	288,400	640,600
2031	150,590,900	41,561,980	109,028,900	367,400	300,900	668,300
2032	155,159,000	41,561,980	113,597,000	382,800	313,500	696,300
2033	159,772,800	41,561,980	118,210,800	398,400	326,200	724,600
		<b>sub-total</b>	<b>\$ 1,053,948,100</b>	<b>\$ 3,551,900</b>	<b>\$ 2,908,600</b>	<b>\$ 6,460,500</b>
2034	164,432,700	41,561,980	122,870,700	414,100	339,100	753,200
2035	169,139,300	41,561,980	127,577,300	430,000	352,100	782,100
2036	173,893,000	41,561,980	132,331,000	446,000	365,200	811,200
2037	178,694,000	41,561,980	137,132,000	462,200	378,500	840,700
2038	181,706,600	41,561,980	140,144,600	472,300	386,800	859,100
		<b>TOTAL</b>	<b>\$ 1,714,003,700</b>	<b>\$ 5,776,500</b>	<b>\$ 4,730,300</b>	<b>\$ 10,506,800</b>

Source: Florida Department of Revenue; Sebastian Community Redevelopment Agency; Indian River County Final 2022 Tax Roll; GAI Consultants, Inc. Notes: Represents the moderate scenario. Totals may not add due to rounding. (1) Assumes 1994 base year of \$34,959,870 and 2003 base year of \$6,602,110. (2) Applies millage rate of 3.5475 for the County and 2.9050 for the City. (3) The years following sunset are provided for reference in a future evaluation of extending the Agency's current sunset date, 2033.



Photo Courtesy of the Sebastian Daily

# ALTERNATIVE FUNDING OPTIONS & INCENTIVE PROGRAMS

## POTENTIAL RECEIPTS AND CAPITAL CONTRIBUTIONS

Identified below are several ways other communities have opted to improve or enhance both operational receipts and capital resources. These alternative funding options could be instrumental in the Agency obtaining additional resources to fund redevelopment projects and programs. Some options, including the general fund, are addressed below.

### GENERAL FUND

This is the most common source of budgetary commitments within a community and appears to be the primary means of funding or supporting various redevelopment activities in the City and Sebastian CRA today. The issue, of course, is that every citizen claims to want more parks, and there is typically a level of service (“LOS”) standard for parks in each community’s comprehensive plan. Those standards become increasingly prohibitive to absorb through the general fund.

#### Advantages

- Commonly used for both capital and operations.
- Subject to annual and continuing reviews.
- Any receipts or dollars generated combine well with other resources.
- Probably the most reliable financial mechanism.
- Dollars can be allocated to almost any purpose.
- Already a functioning system in place to address needs.

#### Disadvantages

- May be difficult to justify additional spending for facilities in certain locations.
- Whatever the City budget might be, it is limited by law to a certain millage ceiling.

### SPECIAL ASSESSMENTS

Special assessments are fees levied to achieve a specific level of benefit or service. They take many forms under various provisions of Florida law. Depending upon their purpose or means of implementation, such assessments may be imposed simply by the City as the controlling legislative body, or could be authorized by referendum in some cases.

It is a financial resource with flexible application to absorb or offset both capital and operational costs. They can be applied to the capital or operational costs of parks as well as roads, lighting, and other facilities or infrastructure broadly defined.

Assessments must be shown to provide a demonstrable benefit to property and the charge cannot exceed the benefit which reflects considerations more than simply an increase in property value. They can extend citywide or to certain accessible or identifiable areas. Because the idea of a benefit is quite broad, there are then multiple ways of allocating the assessment itself. The manner ultimately applied should satisfy certain tests of reasonableness and logic, but Florida law allows extensive latitude.

#### Advantages

- Commonly used for both capital and operations.
- Subject to annual and continuing reviews.
- Any receipts or dollars generated combine well with other resources.
- Probably the most reliable financial mechanism.
- Dollars can be allocated to almost any purpose.
- Already a functioning system in place to address needs.

### **Disadvantages**

- An additional charge for services perceived as more properly absorbed by tax (General Fund) dollars.
- While there are ways to reduce assessments to specific properties, such as schools or churches, all benefited properties generally must contribute.
- May be difficult to justify added charges or fees in disadvantaged neighborhoods.
- If subjected to referendum, may not be adopted.

### **SIMPLE USER FEES**

While such fees are typically associated with a controlled gate and for selected facilities, it is not uncommon for them to apply to trails and conservation areas at an obvious access point, often through an honor system. Where there is not an attendant, appropriate in many situations, rates

would be posted and there would be a secure box for collections. These proceeds are generated for a specific park or area deemed to benefit from their imposition and their collection.

### **Advantages**

- Tied to specific facilities.
- May combine existing workers if maintenance is an issue at a targeted location.
- Ease of administration.
- Any receipts or dollars generated combine well with other resources.
- Dollars can be allocated to site, area, or facility specific or activities.

### **Disadvantages**

- Best for modest collections.
- Unlikely to offset major costs.

## **OTHER COMPLEMENTARY PROGRAMS, DOLLARS, OR FUNDS**

While assessments, benefit charges, and increment dollars could be extraordinarily effective, there are other funds and financing techniques which should be considered as well. These additional approaches leverage the value of other dollars and have application to specific activities.

### **GRANT PROGRAMS**

Grants are typically performance and/or criteria-based awards directed to a variety of initiatives and originating from many different local, state, and national resources. They are typically competitive although “need” may be a sufficient premise for an award. As well as coming from governmental sources, grants are sometimes provided by major area banks and institutions, foundations, and many smaller non-profits. Federal and state grant opportunities are highly limited. As such, their value and availability today are highly speculative. Because these dollars are highly speculative, they are not a sturdy foundation for an implementation plan, especially if there are near term objectives which must be satisfied. Grants are better viewed as enhancements to financial options which are imminent and controlled by the parties or groups looking to realize immediate change through a plan.

### **Advantages**

- They are often dollars extended without recurring obligations to the recipient.
- They can often be paired with, or inserted into, any financial scheme.
- They can be available for both capital and operational activities.
- May create a long-term partnership with granting entities or institutions.
- May be flexible in some cases as circumstances evolve.

### **Disadvantages**

- Not likely to be an immediate financial resource.
- Usually highly competitive and can be costly.
- Major reporting and accountability requirements.

### **IMPROVED LEVERAGING AND COORDINATION OF EXISTING EFFORTS**

In many controlled situations there are likely to be projects, programs, or work which could be coordinated and leveraged to support or implement the development and/or redevelopment activities or management responsibilities associated with potential catalyst site concepts. Here, we are also considering the existing or potential maintenance activities or improvements already occurring within the Sebastian CRA.

All the development and/or redevelopment of the catalyst sites controlled by the Agency, and nearby areas will require coordination, planning, and other efforts that might be funded or supported together such that the cooperative arrangements benefit the City and the Agency in some measurable or reasonable way. Over many projects or programs, careful planning, coordination, and scheduling can save dollars that often may be sufficient in scale to support the equivalent of still other projects.

### **Advantages**

- Recognizes and leverages investments in staff and other program resources which have already been committed.
- The costs often leverage dollars without recurring additional obligations.
- Efforts are wholly marginal costs, so they are extremely efficient from an economic standpoint.
- Can literally be paired with, or inserted into, any financial or program scheme.
- Flexible in some cases as circumstances evolve.

### **Disadvantages**

- Requires very forward-looking thinking.
- Rarely aligns perfectly with existing budget priorities.
- May alter a preferred sequence of events.

Development incentives are a set of policies

## INCENTIVE PROGRAMS

which encourage economic development. These incentives take many forms such as: Tax Refunds, Tax Increment Financing, Enterprise Zones, Foreign Trade Zones, Historic Grants and Tax Credits, Interest write down, New Market Tax Credits, the use of Private/Public Partnerships, Predevelopment Loans, Grants, insurance programs, Non Ad-Valorem Loan Guarantees, enhanced public amenities, Brownfield funding and other Municipal Finance Strategies.

The 19 incentives summarized within the following pages may be adopted by the City and provide the Agency the tools necessary to continue to attract quality development projects and investment into the community.

It is critical to note that in any given year any local, state, and federal program may be underfunded or discontinued. The 2023 Sebastian CRA Master Plan has a timeframe for implementation of 2023-2039. It is the responsibility of the Governing Body, Agency, Staff, and downtown developers and residential and retail applicants to be mindful of the health of any such program for which funds are being sought.

### 1. FLORIDA BROWNFIELD PROGRAM

Brownfield redevelopment is of great importance in Florida where balancing strong economic and community growth with suburban sprawl is an ongoing challenge. The Florida Brownfield Program encourages voluntary cleanup of Brownfield sites by awarding tax credits to partially offset the cost of site rehabilitation or solid waste removal. The following may be available by entering into a Brownfield site rehabilitation agreement (BSRA):

- Annual 50% Tax Credit for eligible Site Rehabilitation costs.
- One-time 25% Bonus Tax Credit for complete cleanup.
- One-time 25% Bonus Tax Credit for development of 100% Affordable Housing or Healthcare Facility/ Providers.
- One-time 50% Tax Credit for Solid Waste removal.

If the property is located in a designated Brownfield area, then may be eligible for:

- Up to \$2,500 Job Bonus Tax Refund for each new job created by an eligible business on or abutting a site with a BSRA.
- Refunds on Sales Tax paid on the purchase of building materials used for affordable or mixed-use housing projects built on or abutting a BSRA site.

### 2. ECONOMIC DEVELOPMENT TRANSPORTATION FUNDS

A State of Florida program designed to alleviate transportation problems that adversely impact a specific company's location or expansion decision. Eligible projects are those that facilitate economic development by eradicating location-specific transportation problems on behalf of a specific eligible company.

### 3. CAPITAL INVESTMENT TAX CREDIT (CITC)

CITC is used to spur capital investment in Florida's High Impact Sectors. It is an annual credit, provided for up to 20 years, against the corporate income tax. The amount of the annual credit is based on the eligible capital costs associated with a qualifying project. Eligible capital costs include all expenses incurred in the acquisition, construction, installation, and equipping of a project from the beginning of construction to the commencement of operations.

### 4. HIGH IMPACT PERFORMANCE INCENTIVE GRANT (HIPI)

Negotiated grant used to attract and grow major high impact facilities in Florida. Grants are provided to pre-approved applicants in certain high-impact sectors designated by the Florida Department of Economic Opportunity (DEO).

### 5. QUALIFIED TARGET INDUSTRY TAX REFUND (QTI)

Available for companies that create high wage jobs in targeted high value-added industries.

### 6. LOCAL GOVERNMENT DISTRESSED AREA MATCHING GRANT

Stimulate investment in Florida's economy by assisting Local Governments in attracting and retaining targeted businesses. The amount awarded by the State of Florida will equal \$50,000 or 50% of the local government's assistance amount, whichever is less, and be provided following the commitment and payment of that assistance.

### 7. INNOVATION INCENTIVE PROGRAM

This program allows the state to compete effectively for high-value research and development, innovation business, and alternative and renewable energy projects. Long-term investments made by the state in industry clusters critical to Florida's future of economic diversification.

### 8. QUALIFIED DEFENSE & SPACE CONTRACTOR TAX REFUND (QDSC)

Pre-approved QDSC projects receive tax refunds of up to \$5,000 per job created or saved in FL. There is a cap of \$7.5 million per single qualified applicant in all years and no more than \$2.5 million in tax refunds may be received in any given fiscal year. Businesses must pay 115 percent of the state average wage and secure a resolution for City of Sebastian 20 percent matching financial support.

### 9. QUICK ACTION CLOSING FUND (QACF)

This is an up-front discretionary grant incentive that can be accessed by Florida's Governor, after consultation with the President of the Senate and the Speaker of the House of Representatives and review by the Joint Legislative Budget Commission, to respond to unique requirements of wealth-creating projects. When Florida is vying for intensely competitive projects, Closing Funds may be utilized to overcome a distinct, quantifiable disadvantage after other available resources have been exhausted.

## **10. SALES AND TAX USE EXEMPTIONS ON MACHINERY AND EQUIPMENT**

This exemption is for sales and use taxes paid on the purchase of new machinery and equipment used (directly related) to produce a product for sale. This program is administered through the Florida Department of Revenue. Program is for manufacturing and printing businesses or businesses which use a portion of a manufacturing process that are relocating to the area, opening a new facility or expanding.

## **11. SALES TAX EXEMPTIONS ON ELECTRICITY USED IN MANUFACTURING PROCESS**

There is an exemption on the 7% sales tax for electricity used in the manufacturing process (if 75% or more of electricity is used in manufacturing). Exemption is managed through the Florida Dept. of Revenue.

## **12. WORK OPPORTUNITY TAX CREDIT (WOTC)**

The WOTC is a federal income tax credit that provides incentives to private for-profit employers to encourage the hiring of individuals from certain targeted groups of jobseekers who traditionally have difficulty finding employment. Employers can reduce their federal income tax liability up to \$9,600 during the first year of employment of a member of targeted group, depending on the target group. There is no limit to the number of qualified employers for which an employer receives this tax credit.

## **13. NEW MARKETS TAX CREDITS**

The NMTC Program was established to spur new or increased investments into operating businesses and real estate projects located in low-income communities. The NMTC Program attracts investment capital to low-income communities by permitting individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs).

## **14. HISTORIC REHABILITATION TAX CREDIT**

The Federal government encourages the preservation of historic buildings through various means, one of which is the program of Federal tax incentives to support the rehabilitation of historic and older buildings. The National Park Service administers the program with the Internal Revenue Service in partnership with the Florida Division of Historic Preservation. The tax incentives promote the rehabilitation of historic structures of every period, size, style, and type. The tax incentives for preservation attract private investment to the historic cores of cities and towns. They also generate jobs, enhance property values, and augment revenues for state and local governments through increased property, business, and income taxes.

The Preservation Tax Incentives also help create moderate and low-income housing in historic buildings. Through this program, abandoned and underused schools, warehouses, factories, churches,

retail stores, apartments, hotels, houses, and offices throughout the country have been restored to life in a manner that maintains their historic character.

## **15. HOUSING CREDIT (HC) PROGRAM**

The HC Program is governed by the U.S. Department of the Treasury and Florida's allocation is administered by the Florida Housing Finance Corporation. Under the HC Program, successful applicants are provided with a dollar-for-dollar reduction in federal tax liability in exchange for the development or rehabilitation of units to be occupied by very low- and low-income households. Developers who cannot use the tax reduction may sell credits in exchange for equity to the development. On a project basis, the amount of credits available is approximately equal to 9% of the cost of building each very low-income unit, including a developer fee but excluding land cost. For certain federally assisted projects (Mortgage Revenue Bonds and Rural Housing) this translates into 4% of building costs. Syndication of the credits to investors can raise equity to pay for 40% or more of a project's costs.

## **16. PRE-DEVELOPMENT LOAN PROGRAM (PLP)**

The PLP Program provides below market interest rate financing and technical advisory services to nonprofit organizations and public entities for preliminary development activities necessary to obtain the requisite financing to construct home ownership or rental housing developments.

## **17. RENTAL HOUSING MORTGAGE REVENUE BONDS (MRB)**

The Multifamily Bond Program utilizes funds generated from the sale of both taxable and tax-exempt bonds to make below-market interest rate loans to non-profit and for-profit developers of rental housing. Developments that receive tax exempt financing also receive automatic 4% Housing Credits directly from the federal government.

## **18. STATE HOUSING INITIATIVE PARTNERSHIP (SHIP)**

The SHIP Program's mission is threefold: (1) provide funding to eligible local governments for the implementation of programs that create and preserve affordable housing; (2) foster public-private partnerships to create and preserve affordable housing; and, (3) encourage local governments to implement regulatory reforms and promote the development of affordable housing in their communities by using funds as an incentive for private development. Funds are allocated to every Florida County as well as municipalities which receive CDBG funds.

## **19. STATE APARTMENT INCENTIVE LOAN PROGRAM (SAIL)**

The SAIL Program provides low-interest rate mortgage loans to developers who build or rehabilitate rental developments, made affordable to very low (50% or less of area median) income households. The SAIL loan bridges the gap between a development's primary financing and total development costs.

# PROPOSED UPDATES TO THE CAPITAL IMPROVEMENT PLAN

The intent of the proposed funding allocation is to recognize the relative importance of the already identified or contemplated activities or programs. The proposed funding allocation is a tool to focus decision making and actual implementation as resources become available. The activities and proposed funding allocation recognize discrete and particular plans, timetables, policies, and policy criteria or program content will be completed in accordance with these priorities. To emphasize again, a community redevelopment plan is not a detailed blueprint with a list of stipulations and provision. These will emerge in accord with this 2023 Sebastian CRA Master Plan as the framework outlined in it is implemented.

While it is the purpose this 2023 Sebastian CRA Master Plan to direct resources to those listed, it is

also the intention that funds should be allocated with some flexibility, in part, because funds from other sources could be leveraged and directed to many of the same focus areas. As a part of that flexibility, it is expressly the intent of this 2023 Sebastian CRA Master Plan that the allocation of resources between and among activities should be fungible such that adjustments in sums do not require a plan amendment/modification.

***As long as the overarching objectives and related principles that guide this plan are maintained, spending should be consistent and in accordance with projects and programs of this 2023 Sebastian CRA Master Plan. The funds for implementation could come from a variety of resources, just as they have in the past.***

	Short-Term Funding Allocation (1-5 Years)					Cumulative 5-Year		Allocation
	FY	FY	FY	FY	FY	FY 23/24	FY 28/29	FY 33/34
	2023/24	2024/25	2025/26	2026/27	2027/28	– FY 27/28	– FY 32/33	– FY 37/38
<b>Capital Improvements Projects (“CIP”)</b>								
Riverview Park Master Plan Implementation	–	\$500,000	\$250,000	–	–	<b>\$750,000</b>	<b>\$150,000</b>	<b>\$150,000</b>
Riverview Park (Event Center)	–	–	–	\$500,000	\$500,000	<b>\$1,000,000</b>	<b>\$250,000</b>	<b>\$250,000</b>
Working Waterfront	–	\$250,000	\$250,000	\$250,000	–	<b>\$750,000</b>	<b>\$50,000</b>	<b>\$50,000</b>
Catalyst Sites	–	–	–	–	–	<b>\$–</b>	<b>\$500,000</b>	<b>\$500,000</b>
Infrastructure Improvements	–	–	–	–	–	<b>\$–</b>	<b>\$500,000</b>	<b>\$500,000</b>
Gateway Features	\$15,000	–	–	–	–	<b>\$15,000</b>	<b>\$–</b>	<b>\$–</b>
Safety Features	–	–	–	–	–	<b>\$–</b>	<b>\$100,000</b>	<b>\$100,000</b>
<b>Other Projects / Programs</b>								
Programs	\$40,000	\$40,000	\$40,000	\$40,000	\$40,000	<b>\$200,000</b>	<b>\$200,000</b>	<b>\$200,000</b>
<b>TOTAL</b>	<b>\$55,000</b>	<b>\$790,000</b>	<b>\$790,000</b>	<b>\$540,000</b>	<b>\$540,000</b>	<b>\$2,715,000</b>	<b>\$1,750,000</b>	<b>\$1,750,000</b>

Sunset 2033<sup>(1)</sup>

Source: City of Sebastian FY 22/23 Budget; City of Sebastian Capital Improvement Program; Sebastian Riverfront Community Redevelopment Agency Annual Reports; Sebastian CRA FY 22/23 Budget; GAI Consultants. Note: FY Represents fiscal years. (1) The years following sunset are provided for reference in a future evaluation of extending the Agency’s current sunset date, 2033.

# RECOMMENDED STRATEGIES FOR REDEVELOPMENT PLAN IMPLEMENTATION

The objective of a redevelopment plan is to provide direction, identify resources, and define projects and programs that remove the slum and blighting influences identified in the 1995, 2003, and 2010 Sebastian CRA Master Plans and that have been highlighted in subsequent planning initiatives. This 2023 Sebastian CRA Master Plan continues to address many of those priorities as well as focus on the five overarching Major Themes which were identified through the most recent public engagement efforts, these Major Themes include:

- Infrastructure & Drainage
- Waterfront, Parks and Public Spaces
- Roads, Parking, and Pedestrian Connectivity Improvements
- Public Safety
- Preserving Community Character

The identification of these Major Themes was highly influential in developing the recommended strategies for implementation described below.

## ADMINISTRATION OF THE REDEVELOPMENT PLAN

- Evaluate and update the Sebastian CRA Master Plan every 10-years.
- Monitor amendments to Chapter 163 of Florida Statutes to ensure that all programs, projects, activities, and expenditures of funds from the redevelopment trust fund undertaken by the Agency are in compliance with the Redevelopment Act.
- Update Capital Improvement Program as well as all other project and program funding allocations on an annual basis.
- Comply with all annual reporting requirements as stipulated under Chapter 163.371 of Florida Statutes.
- Provide for a financial audit of the redevelopment trust fund to be conducted each fiscal year by an independent certified public accountant or firm as required by Chapter 163.387(8)(a) of Florida Statutes
- The current 30-year operational term of the Agency began in December 2003, therefore the Agency will “sunset” in December 2033. The Agency may continue beyond its original 30-year term for a period of no more than 60-years, but only by majority vote of the City Council subject to other provisions of the Redevelopment Act. An assessment of the CRA projects, programs, and related activities should be conducted within the first 5-years following adoption of this 2023 Sebastian CRA Master Plan to determine if continuation of the Agency for a period in excess of 30-years is necessary.

## OVERLAY DISTRICTS

- Adopt a formal definition for “Old Florida Fishing Village” – Both the Riverfront Overlay District and Sebastian Boulevard Triangle Overlay District “encourage durable construction that is harmonious with the architectural heritage known as the ‘Old Florida Fishing Village’ of Sebastian”. However, this type of architecture is not currently defined. Based upon feedback from public engagement conducted as part of this 2023 Sebastian CRA Master Plan, the following definition is recommended:

*“Old Florida Fishing Village” Architecture has themes of Active with Natural Tones and Traditional Iconic Elements. The Active with Natural Tones theme represents an active waterfront with restaurants, boat docks, and social opportunities; whereas, the Traditional and Iconic Elements theme represents traditional coastal buildings with iconic elements and vibrant accents.*



In addition to defining “Old Florida Fishing Village”, it is recommended that a formal style guide be commissioned. The style guide should be both highly visual, providing abundant examples of desirable architectural treatments, and technical, providing clear and easy to follow criteria. An effective style guide will be beneficial to anyone seeking to build or renovate within the CRA and the Overlay Districts and reduce potential delays in development and redevelopment.

- To offset the costs imposed by the Overlay Districts' design criteria, the following modifications to the each of the Overlay Districts (and underlying zoning districts) are recommended to increase the flexibility and the likelihood of successful projects.

**RIVERFRONT OVERLAY DISTRICT**

- Consider removing minimum parking requirements.

**COUNTY ROAD 512 OVERLAY DISTRICT**

- Introduce I-MIX Zoning.

- Multimodal Enhancements.
- Consider removing minimum parking requirements in tandem with cross access easement requirements.

**SEBASTIAN BOULEVARD TRIANGLE OVERLAY DISTRICT**

- Introduce I-MIX Zoning.
- Multimodal Enhancements.
- Consider removing minimum parking requirements.



Photo Courtesy of City of Sebastian

**OPPORTUNITY SITES**

Prioritize the opportunity sites and catalyst projects within the Sebastian CRA over the short-term (1-5 years) and longer-term (6-10 years).

**RIVERVIEW PARK** – The Riverview Park Master Plan was completed in 2019. To date, many of the projects identified within that Master Plan have been completed or are underway.

- Riverview Park is also a catalyst project; continued implementation of the Riverview Park Master Plan is a short-term priority within the Park District.

**FISHERMAN'S LANDING WORKING WATERFRONT** – The vision for this project, which is located along the Indian River Lagoon, is to link several parcels together to educate the public about the commercial fishing heritage of the community through a retail/wholesale seafood house, exhibitions, educational venues, and events.

- This site is a catalyst for new economic activity and a tourist anchor within the CRA and the Riverfront District specifically.
- Property acquisition to facilitate development of catalyst projects is a short-term priority within the Riverfront District.

**SEBASTIAN BOULEVARD TRIANGLE AREA** – This area is an important gateway to Downtown Sebastian. The vision for this area is to create a vibrant small-town neighborhood that integrates well with the adjacent residential communities.

- This area contains a catalyst project which would be beneficial towards improvement of the area for mixed use development, connectivity to adjacent residential communities, and street scape improvements.
- Property acquisition to facilitate development of catalyst projects is a short-term priority within the Sebastian Blvd Mixed-Use District.

**INDIAN RIVER DRIVE** – Improved pedestrian experience through pedestrian connectivity, streetscape, and pocket parks is a Major Theme within the CRA and consistent with the Guiding Principles of the CRA.

- Indian River Drive also contains a catalyst project just south of the boat ramp.
- Property acquisition to facilitate development of catalyst projects is a short-term priority within the Park District.

**U.S. HIGHWAY-1** – Improving activity through the development of commercial properties, updating lighting, landscaping improvements to landscaping, pedestrian crossings, and a gateway entrance are essential element of the Guiding Principles of the CRA.

- U.S. Highway-1 also contains a catalyst project near the intersection of U.S. Highway-1 and Main Street.
- Installation of gateway features and property acquisition to facilitate development of catalyst projects are short-term priority within the U.S.-1 Commercial District.

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