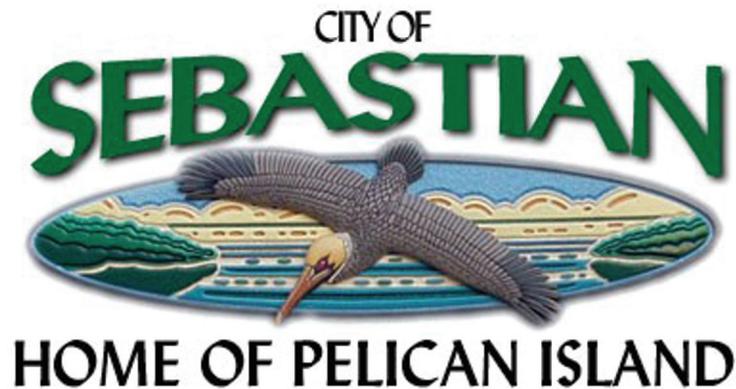


# CITY OF SEBASTIAN



## Community Redevelopment Master Plan

*Outlier*  
PLANNING

*Because good enough, just isn't good enough.*

Updated:  
October 2010

Original Plan by:  
Outlier Planning Group & Kimley Horn Assoc.

# Community Redevelopment Master Plan

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## **EXECUTIVE SUMMARY**

### ***Background***

This Community Redevelopment Master Plan is intended to guide the redevelopment of Sebastian's downtown and adjacent areas delineated within the Community Redevelopment Agency (CRA) Area boundaries (Figure 3). The City originally created the CRA in 1995 for an area generally east of the FEC Railroad right-of-way to the eastern City limits, and subsequently adopted a redevelopment plan for that area. The purpose of this Plan is to address the changing conditions in the original CRA, and expand it to include a 106 acre area generally encompassing the "Sebastian Boulevard Triangle" west of the FEC Railroad right-of-way. This Plan unifies the 1995 CRA boundary and the expansion area as one cohesive CRA, and presents conceptual district recommendations, potential policy amendments, and capital improvements intended to meet the City's redevelopment goals.

Implementable recommendations from the Treasure Coast Regional Planning Council's (TCRPC) 2000 and 2001 charettes have also been incorporated into the redevelopment recommendations that follow. These charettes were conducted with extensive community involvement, and were well received by the City.

The City of Sebastian originally created a CRA as a means to ensure that the downtown and surrounding vicinity would develop with a coherent community vision, and to encourage reinvestment throughout the CRA. CRAs have three primary benefits in promoting redevelopment. These include:

1. Tax Increment Financing (TIF), which diverts future property tax revenues from Indian River County and the City of Sebastian to a trust fund specifically intended for redevelopment projects and programs;
2. Increased eligibility for federal and state grants that can be used for infrastructure improvements, business development, and priority acquisition; and,
3. A master planning approach and implementation strategy for the CRA.

In September 2010, the CRA Master Plan underwent a minor update intended primarily to update the CRA's capital improvements program, specifically to include a relatively detailed schedule of capital improvements for years 2010 to 2015. Due to the limited scope of this update, data and analysis for the Plan was not generally updated, except where specifically related to the updated capital improvements program.

It should be noted that although the Sebastian CRA will bring outside tax revenue into the City, it will not increase the property tax millage rate on any CRA properties.

### ***Economic Trends***

The recommendations contained within this Plan are based on recent economic analysis of the Sebastian Market Area, which reveals:

- Property value increases within Downtown Sebastian increased from \$45.83 million from to \$66.17 million between Fiscal Years 2001 and 2004, indicating that the area is positively perceived by the market;
- There will be an estimated demand for between 600 and 700 new residential units in the Market Area annually through 2010;
- Higher value single-family attached (townhouse) development should be encouraged for the Sebastian Boulevard Triangle Area, and will create land values substantially higher than under the current industrial zoning;
- The market area could support the development of approximately 100,000 square feet of new retail space annually through 2010, in addition to approximately 150,000 square feet of retail space in the vicinity of Riverview Park; and,
- Office development and hospitality uses will not likely play a significant role in redevelopment.

### ***Redevelopment Concept Plan***

The Redevelopment Plan Summary Map (Figure 1) provides an overview of proposed redevelopment concepts within the CRA. These concepts include the following:

- Improvements to Riverview Park and the surrounding vicinity, utilizing public-private partnerships to create improvements to the park and surrounding streetscape, while also encouraging development of retail space adjacent to the park on privately-owned land;
- Creation of a mixed-use district within the Sebastian Boulevard Triangle Area, incorporating retail and commercial space, in addition to creating a new “lake” and park within the retail district;
- Enhancement of the streetscape on Riverside Drive, including installation of waterfront pedestrian “pocket parks” where feasible;
- Considering the future creation of a Main Street activity center, increasing the usability of the City-owned park and capitalizing on the historical museum as a cultural amenity;
- Streetscape enhancements along US-1 throughout the CRA, including enhanced pedestrian lighting, trees and vegetation, and well-delineated pedestrian crossing areas;
- Encouraging commercial developers of land fronting on US-1 to “build to the street” to create a more defined urban edge;
- Installation of gateway treatments at major points of entry to the City along Sebastian Boulevard and US-1; and
- Retaining current building height and density requirements within the CRA to reinforce the “Old Florida Fishing Village” design theme.

The linchpins of this Plan are the eventual redevelopment of the Sebastian Boulevard Triangle Area, as well as the redevelopment of Riverview Park and the surrounding vicinity. The Sebastian Boulevard Triangle serves as an important gateway to Downtown Sebastian, and the concepts presented within this plan will create a vibrant small-town neighborhood within this area that integrates well into the adjacent residential communities. Riverview Park is already a magnet for the southern portion of the CRA. Redevelopment of the park and surrounding vicinity will create additional recreational opportunities for residents of Sebastian, and will provide attractive opportunities for complementary retail and commercial development oriented to the park.

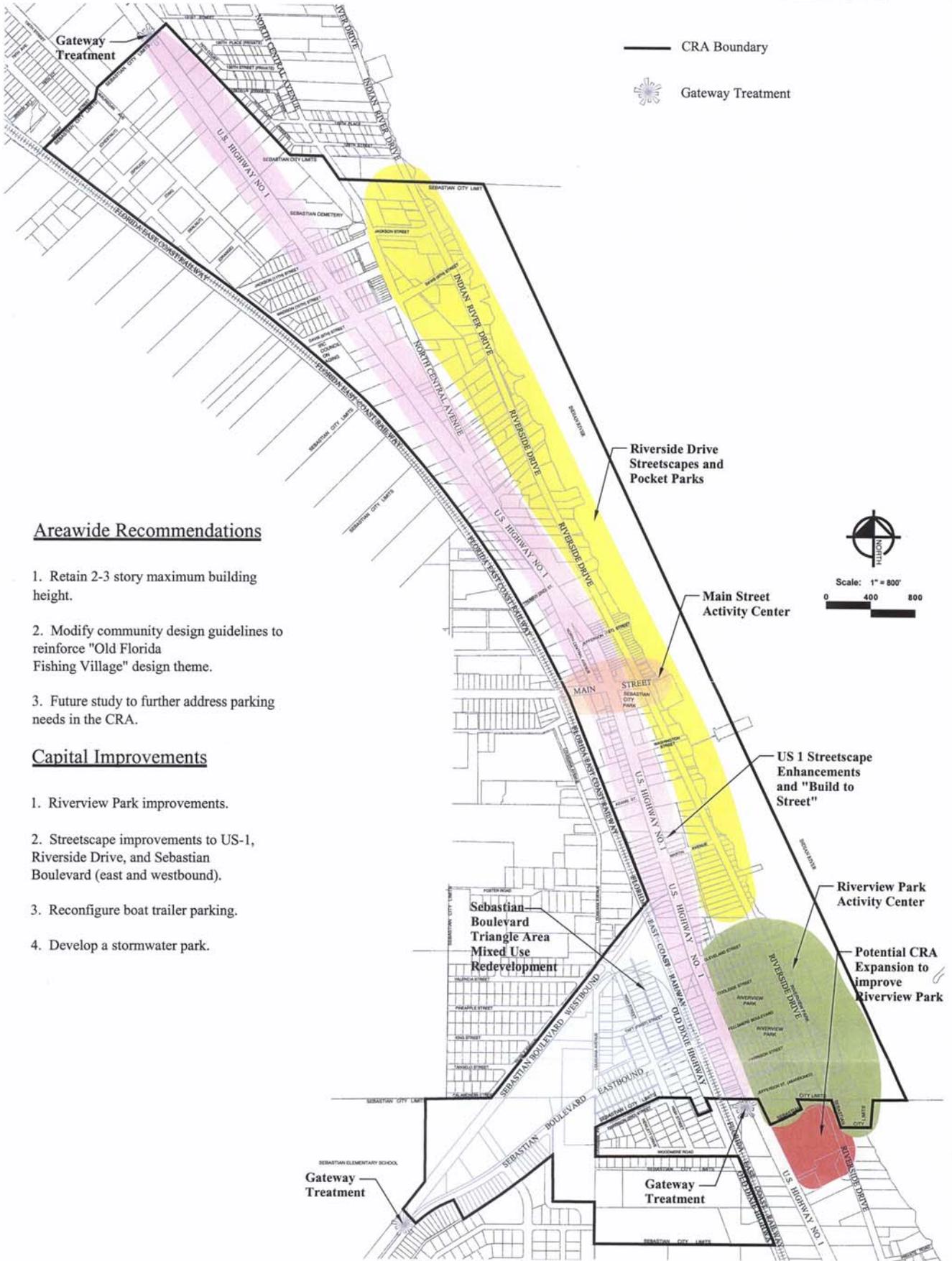
In addition to the above, numerous urban design recommendations are proposed throughout the CRA, infrastructure improvements are proposed to allow for anticipated future development, and other improvements are proposed that maintain the small-town feel of Sebastian while also providing a demand and population base for the Downtown.

### ***Revenue Projections***

In 2003, the CRA is expected to receive a total payment of approximately \$250,000, which includes City and County tax increment revenues. With the addition of the Sebastian Boulevard Triangle Area, the CRA is projected to generate approximately \$1 million in annual increment by 2012. This continued growth will provide the City with considerable bonding leverage for large-scale projects such as streetscape and infrastructure improvements.

# Legend

- CRA Boundary
- ☼ Gateway Treatment



## Areawide Recommendations

1. Retain 2-3 story maximum building height.
2. Modify community design guidelines to reinforce "Old Florida Fishing Village" design theme.
3. Future study to further address parking needs in the CRA.

## Capital Improvements

1. Riverview Park improvements.
2. Streetscape improvements to US-1, Riverside Drive, and Sebastian Boulevard (east and westbound).
3. Reconfigure boat trailer parking.
4. Develop a stormwater park.

# Redevelopment Plan Summary Map

## City of Sebastian CRA



Figure 1



## I. INTRODUCTION & HISTORY

The City of Sebastian has recognized for many years that significant areas of the downtown and surrounding community are in need of redevelopment, as evidenced by the City's initial efforts in the early 1990's towards the establishment of a Community Redevelopment Agency (CRA).

In 1990, the Riverfront Study Committee was created, and was charged with developing recommendations regarding the future development of the riverfront area. In 1995, the City of Sebastian completed a study to identify and delineate the boundaries of a redevelopment area, which resulted in the adoption of a CRA and a Redevelopment Plan for the waterfront and U.S.-1 area. In 2000 and 2001, the Treasure Coast Regional Planning Council (TCRPC) conducted two (2) urban design visioning charettes with the community create conceptual designs for the Sebastian Boulevard corridor as well as the Riverfront area.

In 2002, the City renewed its commitment to redevelopment by completing a study (Appendix A) to assess the feasibility of adding approximately 106 acres of land generally centered around the Sebastian Boulevard Triangle just west of U.S.-1 ("Triangle Area"), and further resolved to update and rewrite the 1995 Redevelopment Plan to reflect existing conditions and community needs and incorporate this expansion area. The City Council subsequently passed Resolution R-02-57 (Appendix B) in December 2002, making a finding of necessity for redevelopment and directing the amendment of existing CRA boundaries to include the Triangle Area.

In September 2010, the CRA Master Plan underwent a minor update intended primarily to update the CRA's capital improvements program, specifically to include a relatively detailed schedule of capital improvements for years 2010 to 2015. Due to the limited scope of this update, data and analysis for the Plan was not generally updated, except where specifically related to the updated capital improvements program.

This Plan presents a unified vision for the redevelopment of Sebastian's CRA. It has been developed with the intent that it be reevaluated and updated on a five (5) year basis to reflect current conditions, and uses a ten (10) year planning horizon for capital projects and Tax Increment Financing (TIF) revenue projections. The urban design recommendations, development of conceptual districts, and specific site recommendations presented herein are intended to be phased throughout the life of the CRA to ensure gradual and progressive redevelopment of the area as funding becomes available.

### **A Brief History of the Sebastian Area**

The following early historical timeline is adapted from *A Guide to Historic Sebastian and Roseland*, published by the Sebastian Historical Society, Inc:

- 1882: Reverend Thomas New opened a post office in the Sebastian area, naming it “Newhaven”.
- 1884: Silvanus Kitching takes over the post office, renaming it “Sebastian”.
- Late 1880s: The first road in Sebastian, Louisiana Road, is created on the sand ridge.
- 1893: The Jacksonville, St. Augustine and Indian River Railroad is completed, spurring shipping and commerce. A railroad station is subsequently built in Sebastian.
- 1903: Pelican Island is designated the nation’s first National Wildlife Refuge.
- 1905: The area’s first schoolhouse is constructed on Louisiana Avenue.
- 1920: The population of the Sebastian-Roseland area increases to over 200. Sebastian is considered an “established fishing center”.
- 1924: Sebastian is incorporated as a municipality. By this time, the City had “a municipal power and light plant, a telephone company and an ice plant.”
- 1926: The land boom ends as the Great Depression begins.

The City recently completed a study delineating a National Register of Historic Places District in the downtown area, including portions of the CRA. Approximately 13 contributing historic structures were identified within the part of the District boundary inside the CRA, as well as several contributing structures not within the District boundaries but within or adjacent to the CRA.

#### **A. *Redevelopment Planning Process***

This Community Redevelopment Master Plan is intended to serve as a guide for the effective redevelopment and enhancement of the redevelopment area. The following ten step planning process was employed in the preparation of the Plan:

1. Assess existing conditions in the proposed Sebastian CRA Area;
2. Conduct stakeholder interviews and distribute a survey, and subsequently establish a community vision;
3. Use Treasure Coast Regional Planning Council charettes, public input, and staff input to define guiding principles;
4. Identify problems and opportunities;
5. Outline land use and zoning changes necessary to facilitate appropriate development;
6. Identify public projects to help solve problems and spur redevelopment;
7. Review private development plans for consistency with redevelopment efforts;
8. Identify opportunities for public/private partnerships;
9. Prepare a realistic Redevelopment Plan oriented to effective implementation; and
10. Provide for Redevelopment Plan updating as conditions change.

This process proved effective in the preparation of this Community Redevelopment Master Plan, as well as in helping community participants understand the steps involved and how they fit together.

**B. Public Participation**

Community involvement was an essential component in the planning process for this Redevelopment Plan.

Stakeholder interviews were help with community leaders and CRA property owners to identify key redevelopment issues in the proposed CRA Area. The Sebastian community provided opinions regarding building height, traffic circulation and parking, zoning issues, density and intensity of development, and redevelopment opportunities. Additionally, the CRA and City Council workshops were help on September 10 and November 12, 2003 to present preliminary Plan concepts and solicit comment.

The Treasure Coast Regional Planning Council (TCRPC) conducted two community visioning charettes with the City of Sebastian in November 2000 and March 2001. The community feedback resulting from these charettes was incorporated into two reports, entitled *County Road 512, a Citizen's Master Plan*, and *Riverfront District, a Waterfront Town*, respectively. With the guidance of City leadership and the community, implementable design recommendations from each of these documents have been incorporated into this Redevelopment Master Plan.

A community redevelopment area opinion survey was included in the June edition of the Sebastian River Area Chamber of Commerce's newsletter. A cross-section of community citizens and business owners responded to this survey, providing additional community input to help guide the Plan's principles and recommendations.

Through this process, City staff and the consulting team were able to develop a Redevelopment Master Plan for the City of Sebastian tailored to the community's vision for this very unique area.

In order to update original CRA goals, consensus was sought with regard to capital improvements as part of a 2010 CRA Master Plan Update. On June 9, 2010, a workshop was held to allow CRA Board members and members of the public to brainstorm and rank potential CRA projects by priority. Following this, cost estimates were prepared and at a July 28, 2010 CRA workshop, the CRA Board further refined capital improvements priorities and formulated a preferred five-year schedule of capital improvements.

## **II. EXISTING CONDITIONS IN THE REDEVELOPMENT AREA**

### ***A. Regional Relationships***

Figure 2 shows the geographic relationship of the Sebastian Redevelopment Area to the rest of Sebastian and Indian River County. Sebastian's most significant natural resource is the Indian River, with which the City shares the majority of its eastern boundary. The City of Vero Beach lies near the southern boundary of Indian River County, and the Town of Fellsmere is located generally west of Sebastian along C.R. 512. Sebastian also lies between the unincorporated communities of Roseland to the north and Wabasso to the south, and has nearby access to Interstate 95, Florida's Turnpike, and U.S. Highway 1, the latter of which bisects the redevelopment area.

### ***B. Sebastian Community Redevelopment Area***

The boundaries of the Sebastian Community Redevelopment Area (CRA) are delineated in Figure 3. A legal description of the CRA is located in Appendix C. The CRA, including the Triangle Area, is generally bound by the Indian River to the east, City limits to the north and south, and the Florida East Coast Railroad right-of-way to the west. The Sebastian Boulevard Triangle Area is centered on the east and westbound split of Sebastian Boulevard.

*For the purposes of this Plan, that part of the Indian River included in the City and CRA are excluded from all calculations and analysis. This area, zoned "Conservation", makes up approximately 437 acres.*

Lessing out the "Conservation" zoned area overlaying the Indian River, the gross area of the Sebastian CRA Area is 401 acres (including the Sebastian Boulevard Triangle Area), comprising 4.6% of the City of Sebastian's total land area. Excluding road rights-of-way, net area is developed and supports a variety of uses including residential, commercial retail, heavy commercial/light industrial (typically automobile repair facilities, self-storage facilities, etc.), parks and recreation, public/institutional, and marine-related uses. Approximately 34% (103 acres) of the net area is undeveloped, excluding existing parklands. Vacant land is depicted on Figure 4.

### ***C. Land Use and Zoning***

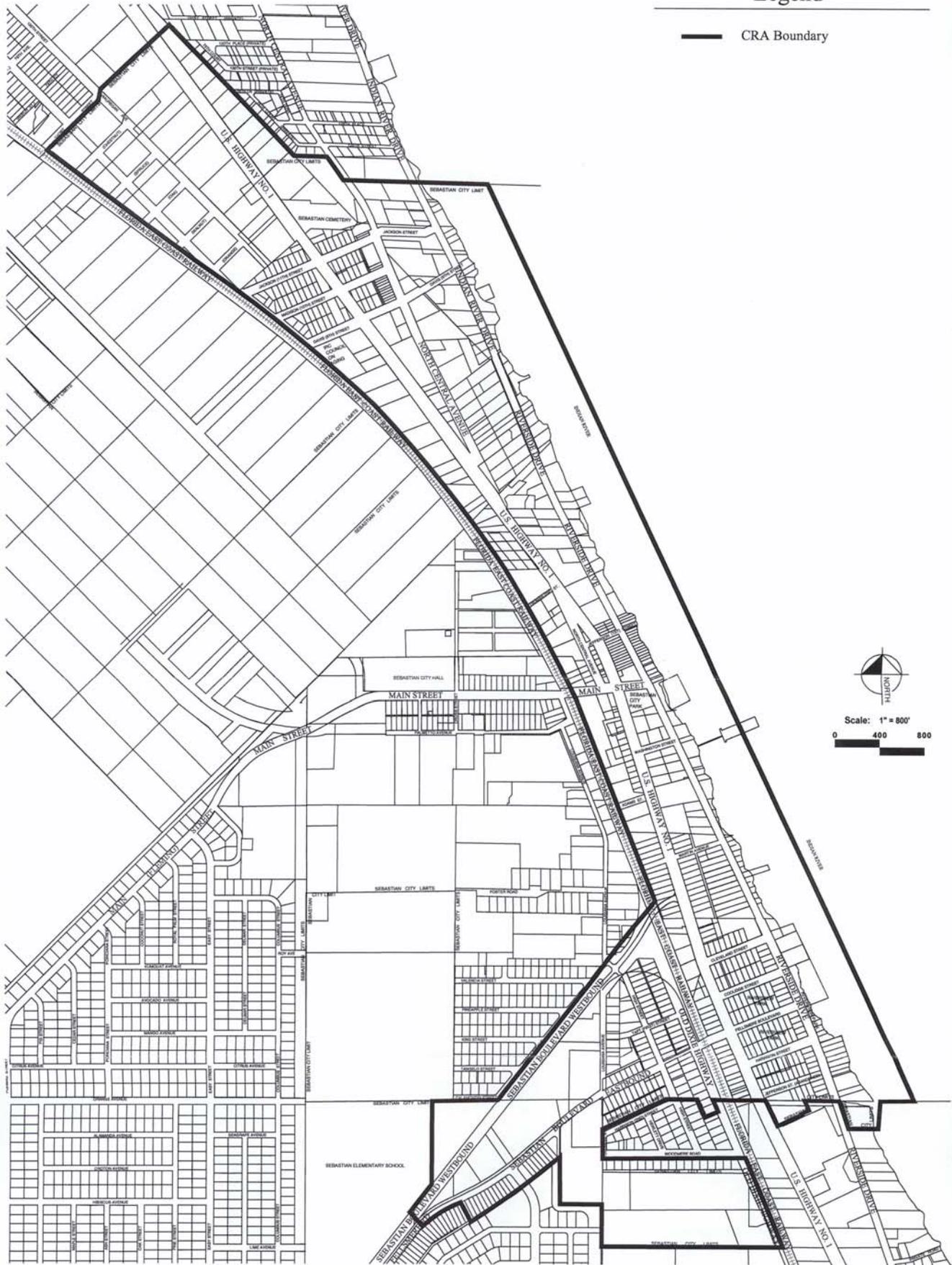
Figures 5 and 6 show the land use and zoning patterns, respectively, in the Redevelopment Area. The City's Future Land Use and Zoning area nearly identical overlays in the CRA, with the exception of approximately 15 parcels within the 1995 CRA boundaries. The land use in the CRA is predominantly "Commercial Riverfront" (109.7 acres), which accounts for 36.7% of the land area in the CRA (lessing out road right-of-ways) and provides for a broad mix of uses including residential, recreational, marine-related uses, restaurants, and other commercial uses. An additional 20.2% (60.3 acres) of the land area in the CRA is zoned for "Commercial Waterfront Residential" use, which is similar to the "Commercial Riverfront" designation, providing a variety of



Figure 2. Sebastian CRA Regional Location Map

# Legend

— CRA Boundary



## City of Sebastian CRA



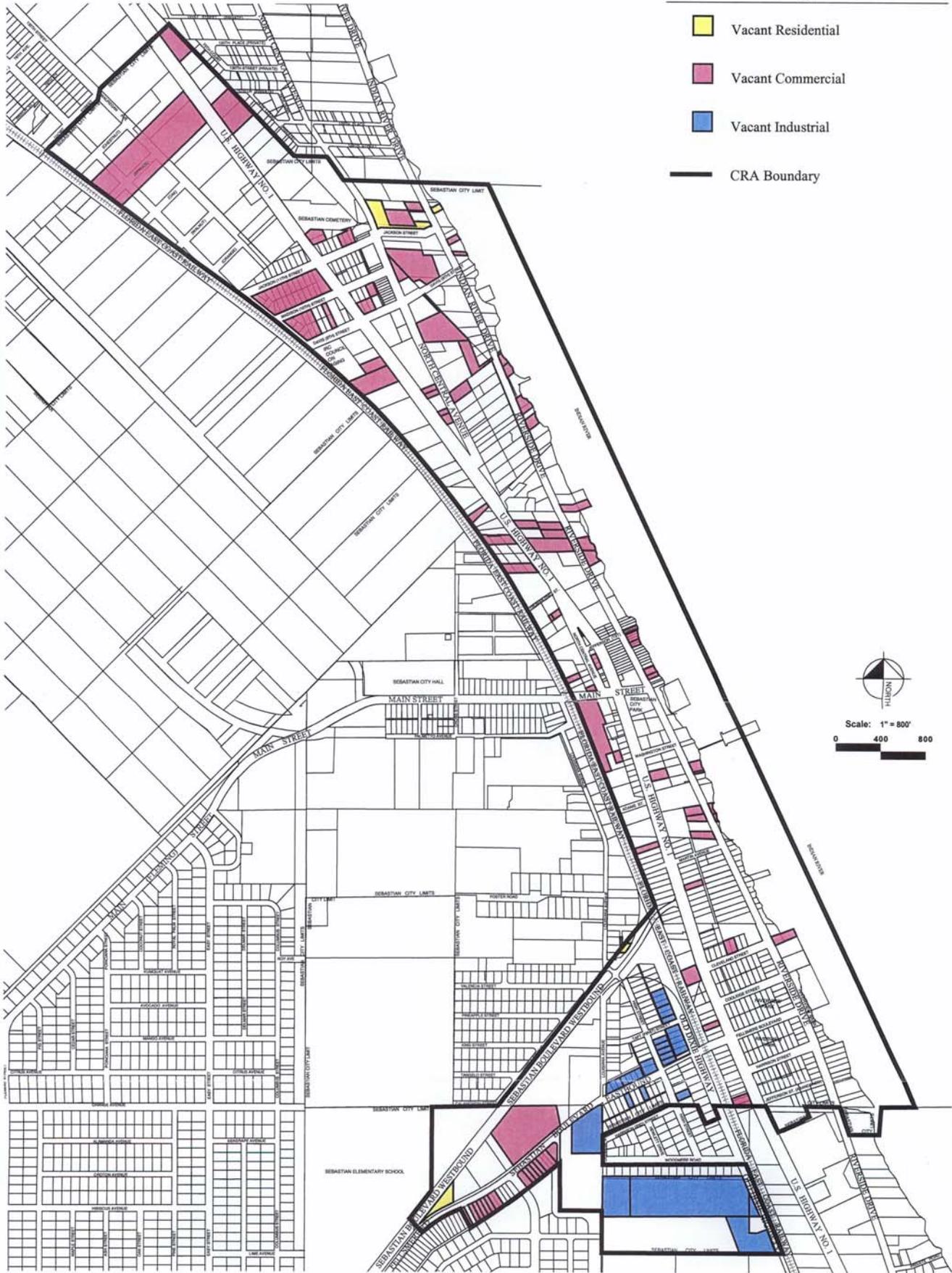
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Figure 3



Legend

- Vacant Residential
- Vacant Commercial
- Vacant Industrial
- CRA Boundary



Vacant Land  
City of Sebastian CRA



Kimley-Horn and Associates, Inc.  
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Figure 4



opportunities for recreational, residential and commercial uses. A mix of residential, commercial, and industrial land uses shares the balance of the remaining 299 net acres within the CRA.

Zoning designations within the CRA closely resemble land use patterns, with the three most predominant designations being “Commercial Riverfront” at 107.8 acres (36%), 60.4 acres (20.2%) zoned “Commercial Waterfront Residential”, and 55 acres (18.4%) zoned for industrial use. The tables below provide a breakdown of land use and zoning in the CRA.

**Sebastian CRA  
Land Use within CRA Boundaries, 2003**

<b>Zoning/ Land Use</b>	<b>Net Acres*</b>	<b>% of total</b>
Commercial Riverfront	109.7	36.7%
Commercial Waterfront Residential	60.3	20.2%
Industrial	55.3	18.5%
Public Service	42.7	14.3%
Commercial General	14.6	4.9%
Medium Density Multiple Family Residential	12.7	4.2%
Commercial-512	3.5	1.2%
<b>TOTAL</b>	<b>299</b>	<b>100%</b>

*Source: City of Sebastian, Iler Planning Group, 2003*

\* Acreages are approximate. Inaccuracies are the result of rounding.

**Sebastian CRA  
Zoning within CRA Boundaries, 2003**

<b>Zoning/ Land Use</b>	<b>Net Acres*</b>	<b>% of total</b>
Commercial Riverfront	107.8	36.0%
Commercial Waterfront Residential	60.4	20.2%
Industrial	55.0	18.5%
Public Service	46.2	14.3%
Commercial General	14.6	4.9%
Medium Density Multiple Family Residential	11.3	4.2%
Commercial-512	3.5	1.2%
<b>TOTAL</b>	<b>299</b>	<b>100%</b>

*Source: City of Sebastian, Iler Planning Group, 2003*

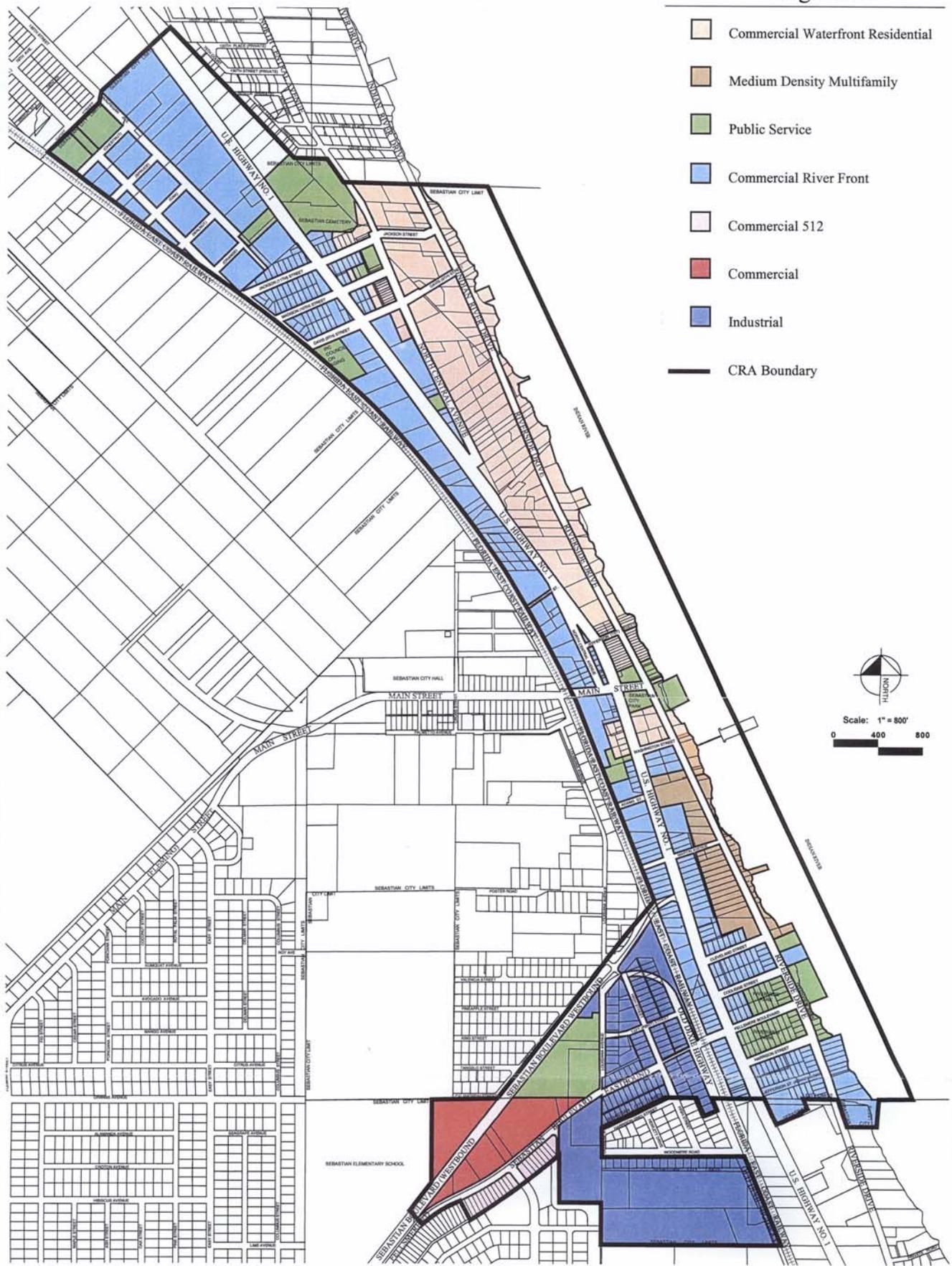
\* Acreages are approximate. Inaccuracies are the result of rounding.

**D. Performance Overlay Districts**

The City of Sebastian currently has two adopted Performance Overlay Districts in place in the City’s Land Development Code: the Riverfront Overlay District, and the CR512 Overlay District. The purpose of these performance overlay zones, which encompass the entire CRA, is to provide for special protective measures in these areas by “impos(ing) additional or different development standards than those what would otherwise apply.”

Legend

-  Commercial Waterfront Residential
-  Medium Density Multifamily
-  Public Service
-  Commercial River Front
-  Commercial 512
-  Commercial
-  Industrial
-  CRA Boundary



Scale: 1" = 800'  
 0 400 800

# Future Land Use

## City of Sebastian CRA



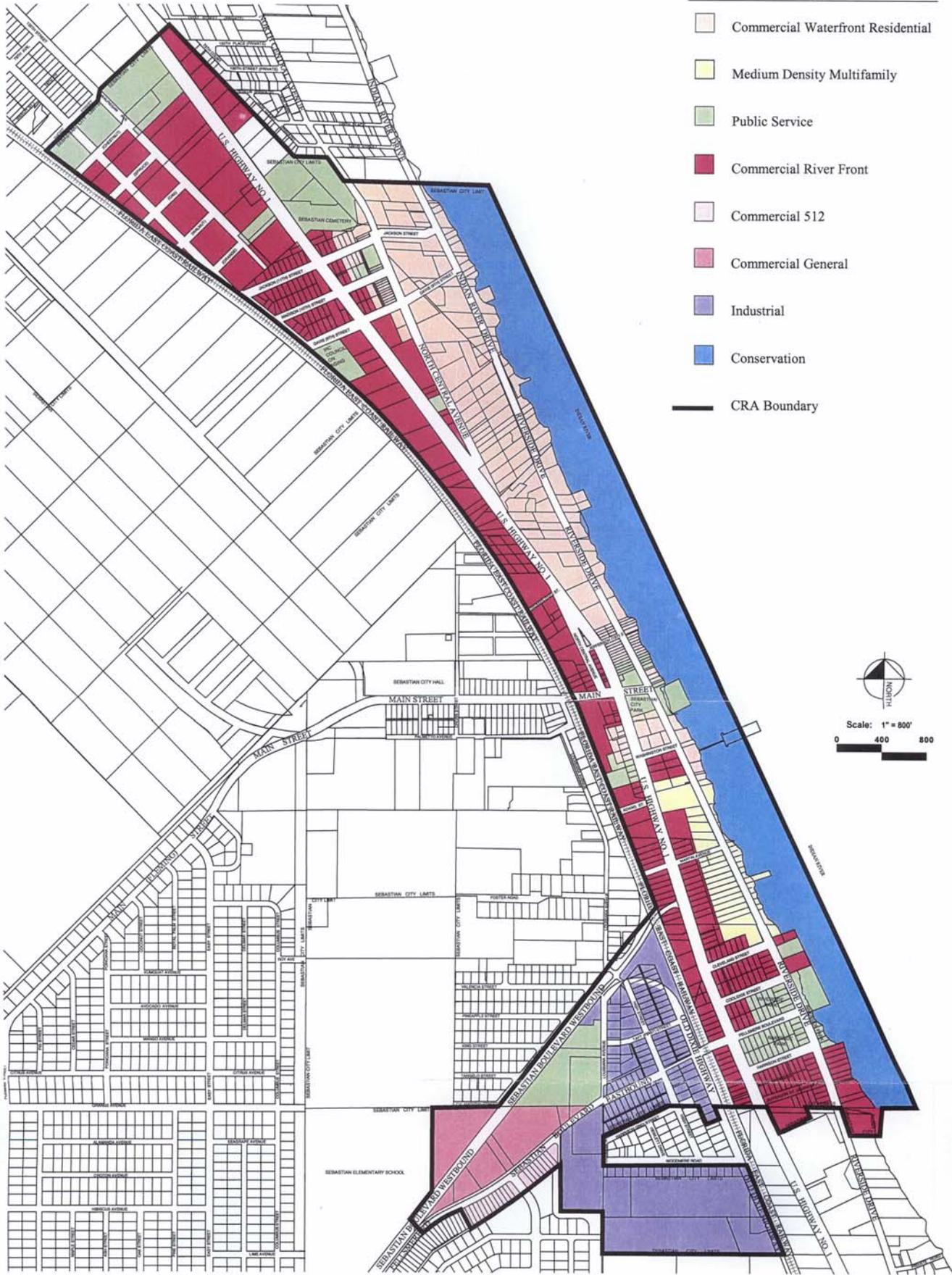
Kimley-Horn and Associates, Inc.  
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Figure 5



Legend

-  Commercial Waterfront Residential
-  Medium Density Multifamily
-  Public Service
-  Commercial River Front
-  Commercial 512
-  Commercial General
-  Industrial
-  Conservation
-  CRA Boundary



Zoning Map  
City of Sebastian CRA



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Figure 6



The following are brief descriptions of each Performance Overlay District, as well as their respective site design requirements. Section III of this Plan presents recommendations for additional regulations within these districts.

### ***Riverfront Overlay District Regulations***

The Riverfront Overlay District was created to “encourage development and redevelopment within the Riverfront District that includes promotion of traditional building types with arcades, balconies, and porches.” Moreover, the District is intended to encourage architectural design consistent with the “Old Florida Fishing Village” theme of Sebastian. This District covers all of the CRA east of the Florida East Coast Railroad.

Design criteria within the District are summarized as follows:

- Buildings with facades fronting on more than one street should have consistent detailing on all building elevations on street frontages;
- Porches are encouraged;
- Wood picket fences, wrought iron fences, or landscape buffers are encouraged along property lines;
- Buildings with larger facades are required to provide a vista through which to view adjacent water bodies;
- Flat, blank, unarticulated, or “massive” building facades are prohibited;
- Lighting may not follow the form of a building, and neon lighting, fiber optics, and similar systems are prohibited;
- Accessory structures should be consistent in design to the site’s primary building;
- Whites, earth tones, and subdued gray building colors are encouraged, while fluorescent and bright colors are prohibited.

In addition to the above, the District regulations contain guidelines for roof slopes landscaping, exterior wall finishes, signage, and other relevant site design considerations.

### ***CR512 Overlay District Regulations***

The CR512 Overlay District includes all properties abutting Sebastian Boulevard within the Sebastian Boulevard Triangle Area. This District does not include properties within the CRA west of the FEC Railroad right-of-way that do not have lot frontage on Sebastian Boulevard.

The purpose of the CR512 Overlay District is to provide an “attractive, well maintained, orderly and uncluttered appearance” to the corridor through the installation and maintenance of landscaping, appropriate building architecture, and through encouragement of multi-modal transportation accommodating mass transit, and pedestrians in addition to the automobile.

A summary of site design criteria within this District is as follows:

- Corporate signature architecture is prohibited, including flat roofed convenience stores, gas stations, and canopies for gas stations, car washes, and drive-through facilities;
- “Kitsch” architecture (buildings not resembling a typical structure) is prohibited;
- Materials, finishes, signage, and colors of shopping centers and structures developed on shopping center out-parcels shall be compatible with each other;
- Buildings with facades fronting on more than one street shall have similar design considerations and consistent detailing on all street frontages;
- Flat, blank, unarticulated, or “massive” facades fronting on a roadway are prohibited;
- Advertising is prohibited on any exposed amenity or facility (e.g. benches, trash containers);
- “Visually offensive elements” (e.g. walk-in coolers, electrical equipment, etc.) as well as “nuisance elements” must be screened from view on all sides;
- Base building colors must be related to wall and parapet wall areas and shall be limited to white and light neutral colors in the warm range.

For complete Land Development Code language for each Performance Overlay District, please see Appendix D.

#### ***E. Public Facilities and Environmental Features***

Boat access in the CRA Area occurs via the Indian River, which runs east of and contiguous to the CRA Area. In addition, passive recreation opportunities are provided in Riverview Park in the southern portion of the CRA, and through riverfront pedestrian trails and observation areas. A park housing the Chamber of Commerce and the Sebastian Historical Museum is located on the south side of Main Street between Indian River Drive and U.S.-1.

Municipal facilities within the CRA Area include the City’s Public Works compound, located between the Sebastian Boulevard east and westbound split. The City also maintains boat and vehicle parking facilities throughout the CRA, and is in the process of building a boat-docking pier east of Riverview Park.

Critical environmental resources within the CRA Area include the rich habitat provided by the Indian River. In addition, a small lake between the Sebastian Boulevard east and westbound split provides recreation opportunities in the westernmost section of the CRA.

#### ***F. Redevelopment Needs***

A number of significant factors indicating a need for redevelopment were identified in the 1995 *Sebastian Community Redevelopment Plan* as well as the 2002 *City of Sebastian CRA Expansion Finding of Necessity*. A summary of these blighting factors is presented as follows:

1. Evidence of deterioration and a decrease in the CRA Area's relative share of the tax base;
2. Presence of dilapidated and/or deteriorated structures;
3. Evidence of insufficient or deteriorated infrastructure (as of 1995), including sidewalks, paved roadways, drainage, water facilities, and sewer facilities;
4. Parking deficiencies;
5. Faulty lot layout, due mostly to small lot sizes not meeting current zoning code requirements;
6. A diversity of land ownership, which necessitates substantial parcel assembly for new development to take place; and
7. Land use conflicts, where incompatible existing uses conflict with commercial and industrial-zoned areas.

The City has made great strides towards improving conditions within the CRA since the completion of the original plan in 1995, particularly with regard to infrastructure deficiencies. The purpose of this Redevelopment Plan is to provide the vision, strategies, and implementation necessary to provide for continued appropriate and effective redevelopment of the Sebastian CRA.

#### ***G. Economic and Market Conditions***

##### **Key Market Findings**

The key findings of a recent economic analysis of the Sebastian Market Area performed by the consultant is as follows. For the purpose of this analysis, the Sebastian Market Area was defined to include the City of Sebastian and the unincorporated areas surrounding it within Zip Code 32958. It also includes other nearby unincorporated areas such as Vero Lakes Estates, as well as the portion of the barrier island lying north of Wabasso Road. While in-flow into the market can be expected from areas outside that just defined, redevelopment will be primarily defined by the market forces at work within the defined Sebastian Market Area.

##### **Existing Economic Conditions**

- Review of the tax rolls for Downtown Sebastian reveals that ~~the~~ between Fiscal Years 2001 and 2004 the taxable value of property contained therein increased from \$45.83 million to \$66.17 million. While a portion of the increase was due to the record levels of appreciation experienced by real property generally in recent years, it also indicates that the area is viewed positively by the market and that some amounts of new development have been occurring even in the absence of a formal redevelopment plan.
- The Sebastian Market area is characterized by strong growth in terms of population and income. Between now and 2010, population within the area is expected to increase by approximately 4 percent a year with the result that the area should have about 45,000 residents by the latter date compared to the slightly

more than 32,600 it had at the time of the 2000 Census. Median household income is expected to increase from approximately \$52,500 in 2000 to in excess of \$75,000 in 2010. It should be noted that income varies greatly throughout the Market Area with the households on the north end of the barrier island as a group being considerably more affluent than those on the mainland. From a retail perspective, this makes it essential that island households be made to feel a part of the Sebastian community.

- During the 1990's, private sector employment in Indian River County increased by approximately 1,000 workers on an average annual basis. Specific data for the Sebastian Market Area is not available. Private sector employment within the County – also apparently within the Market Area – is dominated by the Retail Trade, Health Care Services and Leisure and Hospitality sectors. Manufacturing and Wholesale Trade, which are the prototypical users of industrial space, are significantly smaller employment sectors and not growing at significant rates. As a result the small amounts of industrial space added since 1998 have primarily been occupied by service establishments such as repair shops. There has also been only minor amounts of office development because with the exception of Health Care Services, the sectors of the economy that typically use such space like Finance, Insurance and Real Estate and Professional Services have also not been growing quickly.

### **Future Economic Trends**

- There will be an estimated demand for between 600 and 700 new residential units in the Market Area annually through 2010. Historically, residential demand for new residential units within Sebastian has been overwhelmingly oriented toward single-family homes, which would be inappropriate in the Downtown area. The area is essentially zoned to accommodate low-density multi-family units such as townhouses. It is likely that approximately 50 such higher value -- \$200,000 and above – units could be absorbed annually along the riverfront if the land were available. It is recommended that such development be particularly encouraged to occur along the portion of the riverfront south of Main Street where it would benefit from proximity to Riverfront Park while, in turn, serving to energize the park. The preceding estimate of absorption is based on a number of factors including:
  - The successful development of multi-family units on the barrier island's riverfront; and
  - A segmentation analysis of the market represents a significant proportion of prospective demand will be comprised of households headed by persons over the age of 55 with incomes in excess of \$75,000.
- Higher value residential development of the townhouse type should be encouraged in the portion of the area targeted for redevelopment that is located within the Sebastian Boulevard Triangle Area. Residential units developed on this property could also potentially benefit from excellent water views. This area is in relatively close proximity to the FEC right-of-way; however, development of the type proposed has

been successfully undertaken in locations equally close the FEC line in the City of Boynton Beach and Delray Beach in Palm Beach County. In fact, the opportunity to buffer the proposed development from the impacts of rail traffic is greater in this instance than in those other locations.

- It is recognized that property within the Sebastian Boulevard Triangle Area is currently zoned for industrial uses but sufficient land is likely available for all foreseeable industrial development within the redevelopment target area exists south of Sebastian Boulevard. Based on data relating to sales of industrial land in the area, designation of land within the Triangle Area to residential, inclusive of the parcel that the City will soon be disposing of, would produce higher land values than its current designation.
- As a result of the population and income growth already discussed, it is estimated that the Sebastian Market Area could support the development of approximately 100,000 square feet of new retail space annually through 2010. It is recommended that up to 150,000 square feet of retail space be encouraged to occur in the vicinity of Riverfront Park at eventual build out and be designed for specialty shops, entertainment uses, and restaurants. Such development should serve as a catalyst for the higher value townhouse development in the area south of Main Street previously discussed. It could also serve to attract residents of the barrier island to Downtown Sebastian.
- Office development will not likely play a significant role in redevelopment, and current office uses in the City (e.g. medical offices) meet primarily local needs. The demand for hospitality uses in the City will be modest, due to current demand and the potential for new hotel development, which is limited by the City's three-story height limit for all new development.

More detailed information regarding the economic potential of the CRA is provided in Appendix E.

### **III. PROPOSED REDEVELOPMENT PLAN**

#### ***A. Primary Public Involvement Findings***

The Community Redevelopment Planning process utilized an extensive program of public involvement to ascertain the constraints, opportunities, and future vision for the area from the people that live, work, and play there. Stakeholder interviews were conducted along with two CRA/Council workshops.

In addition, the findings of the Treasure Coast Regional Planning Council (TCRPC) Riverfront and Sebastian Boulevard Charettes have been integrated into the recommendations contained within this Plan. These charettes were well attended, and provided ample opportunity for community involvement in shaping the conceptual design of the riverfront and Sebastian Boulevard areas.

In order to update original CRA goals, consensus was sought with regard to capital improvements as part of a 2010 CRA Master Plan Update. On June 9, 2010, a workshop

was held to allow CRA Board members and members of the public to brainstorm and rank potential CRA projects by priority. Following this, cost estimates were prepared and at a July 28, 2010 CRA workshop, the CRA Board further refined capital improvements priorities and formulated a preferred five-year schedule of capital improvements.

Consensus comments resulting from public involvement are summarized below.

### ***Downtown Character / Historic Preservation***

Stakeholders and community leaders agree that the “Old Florida Fishing Village” design theme needs to be maintained in Sebastian, while still providing opportunities for appropriate residential and commercial growth. There is consensus that development should give deference to the historic character of the City, and redevelopment efforts should ensure that Sebastian retains a “small town feel”. This can be accomplished through the use of effective urban design, integrating appropriate architectural styles and uses to create a vibrant and successful downtown.

### ***Waterfront***

The community supports efforts to enhance the CRA district’s waterfront to preserve and enhance Sebastian’s history as a fishing village, contribute to the desired design theme and make use of the waterfront resource to maximize economic development. Included could be projects such as open space enhancements along the water and restoring waterfront properties for new uses.

### ***Building Height and Density***

Stakeholders and City leaders agree that maintaining a 35 foot building height limit throughout the CRA is essential to preserving the “Old Florida Fishing Village” ambiance of Sebastian. In addition, there is a 25 foot height limit on the east side of Indian River Drive.

The City’s Land Development Code currently (as of 2003) allows a maximum residential development density of eight (8) dwelling units per acre. The recommendations presented in this Plan use this density for new residential development within the CRA.

### ***Zoning and Land Use***

The community is generally pleased with the existing mix of land uses along the riverfront. Community opinions regarding land use and zoning included the following:

- Encouragement of mixed-use development throughout the CRA;
- Maintaining heavy commercial / light industrial land uses in appropriate areas;
- Encouragement of additional complementary retail, restaurant, and entertainment-type uses along the riverfront; and

- Allowance of mixed-use residential development in appropriate parts of the Sebastian Boulevard Triangle Area.

### ***Traffic and Circulation***

Traffic and circulation concerns in the community generally include the following:

- Creating connections between Indian River Drive and U.S.-1;
- Traffic calming on U.S.-1;
- Streetscape beautification.

In particular, pedestrian links between U.S.-1 and Indian River drive should be strengthened so the districts can benefit from each other. Additionally, slowing traffic on U.S.-1 is a priority, as well as providing additional streetscaping enhancements to both U.S.-1 and Indian River Drive.

### ***Parks and Recreation***

Stakeholders support the creation of additional parkland within the CRA, including the enhancement of existing facilities. Creating connectivity between greenspaces through a pedestrian pathway system, greenway connectors, and bicycle paths may provide future recreation enhancement opportunities.

### ***Parking***

There is community support for creating additional parking in the downtown area, particularly in along the riverfront in the vicinity of Main Street to Riverview Park. This plan provide recommendations to provide additional parking, which include reconfiguring existing parking, identifying opportunities for additional parking, and modifying some east-west streets connecting U.S.-1 and Indian River Drive to provide supplementary on-street parking. The City has decided to consider modifications to the land development regulations that would institute an in-lieu fee system as an alternative to providing all required parking on-site within the CRA. This would encourage redevelopment and appropriate urban form. Thus, identifying and implementing specific opportunities to increase public parking has become more important, and more urgent.

### ***Branding / Promotion***

The area included in the CRA largely defines the City's character, as it includes all of the Old Town Sebastian Historic District and is where much of the City's economic activity takes place. The community supports measures to publicize the CRA area as well as to "brand" the district and provide a unique identity. Examples of projects include advertising efforts and "gateway" treatments on US-1 and Indian River Drive.

## ***B. Guiding Principles***

Using the public involvement findings and background data and analysis as a basis, the following principles were developed to guide plan preparation and implementation.

### ***Land Use***

- Encourage residential and mixed-use development in the Sebastian Boulevard Triangle Area.
- Encourage retail uses adjacent to Riverview Park.
- Create an “institutional” land use designation to include civic, non-profit, and related uses.

### ***Land Development Regulations***

- “Double Front” buildings on Riverview Drive.
- Provide for expedited approval of development furthering the redevelopment goals of the City.
- Recommend amendments to the City’s existing Performance Overlay Districts as appropriate to encourage appropriate redevelopment.
- Consider implementing regulations that will encourage primary and out-parcel structures built to property lines along U.S.-1.

### ***Architectural Style***

- Enhance the character of Downtown Sebastian with architecture that addresses the community’s “Fishing Village” scale and feel.
- Create conceptual land use districts with distinct recommendations for character, architectural style, and community identity.
- Create CRA entry features at west end of Sebastian Boulevard Triangle Area and on U.S.-1.

### ***Waterfront Projects / Historic Preservation***

- Protect and enhance uses and buildings along and adjacent to one of the CRA district’s most important assets: the Indian River Lagoon. Waterfront projects will make important properties more economically viable and contribute to maintaining and improving the “Old Florida Fishing Village” design theme.
- Protect important historic resources in the CRA, particularly those that help to illustrate the City’s fishing heritage, as well as those that meaningfully contribute to the “Old Florida Fishing Village” design theme.

### ***Branding / Promotion***

- The CRA should strive to create a unique “brand” in the district, including signage and other features that are consistent with, and contribute to, the “Old Florida Fishing Village” design theme. Means to achieve could include district “gateways” and consistent public and private signage.
- The CRA should undertake advertising and other means to promote the CRA district as a destination based on a continuing evaluation of the effectiveness of such projects.

### ***Vehicular Traffic and Circulation***

- Make U.S.-1 a more pedestrian and bicycle friendly streetscape environment.
- Provide visual linkages between the riverfront and U.S.-1.
- Improve bicycle and pedestrian linkages from west Sebastian to the Riverfront.

### ***Parking***

- Address public and private parking needs in the Riverfront area.
- Increase public parking in Downtown.
- Establish additional on-street parking and streetscapes adjacent to recreation areas.
- Ensure that private redevelopment projects provide for an appropriate number of public parking spaces.

### ***Riverfront***

- Maximize access potential of the Indian River with the addition of additional marine-related uses and residential development.
- Implement water-based uses, such as a water “taxi”.

### ***Parks and Open Space***

- Enhance existing recreation land in the CRA through appropriate adjacent urban design.
- Provide for connectivity of recreation land throughout the CRA.
- Redesign Riverview Park.
- Enhance the design and Sebastian City Park on the south side of Main Street between U.S.-1 and Riverside Drive.

### ***Neighborhoods***

- Preserve and enhance the character of existing CRA neighborhoods.
- Ensure proper landscaping, lighting, sidewalks and signage in neighborhoods.
- Encourage compatible infill development.

**Infrastructure**

- Address infrastructure needs relative to water and wastewater treatment.
- Provide for enhanced stormwater management requirements in the CRA.

**Tax Base**

- Generate the greatest possible growth in the area tax base consistent with the redevelopment vision established in the plan. This will be maximized through effective implementation of the land use policies, incentive programs and capital projects.

**C. Conceptual Planning Districts**

To simplify urban design and land use recommendations, the CRA has been divided into five (5) conceptual planning districts. Figure 7 depicts the division of these districts throughout the CRA, and Figures 7-a through 7-e show land use and zoning within each conceptual district. The following table shows a breakdown of zoning and land use acreages within each conceptual planning district.

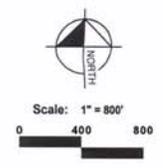
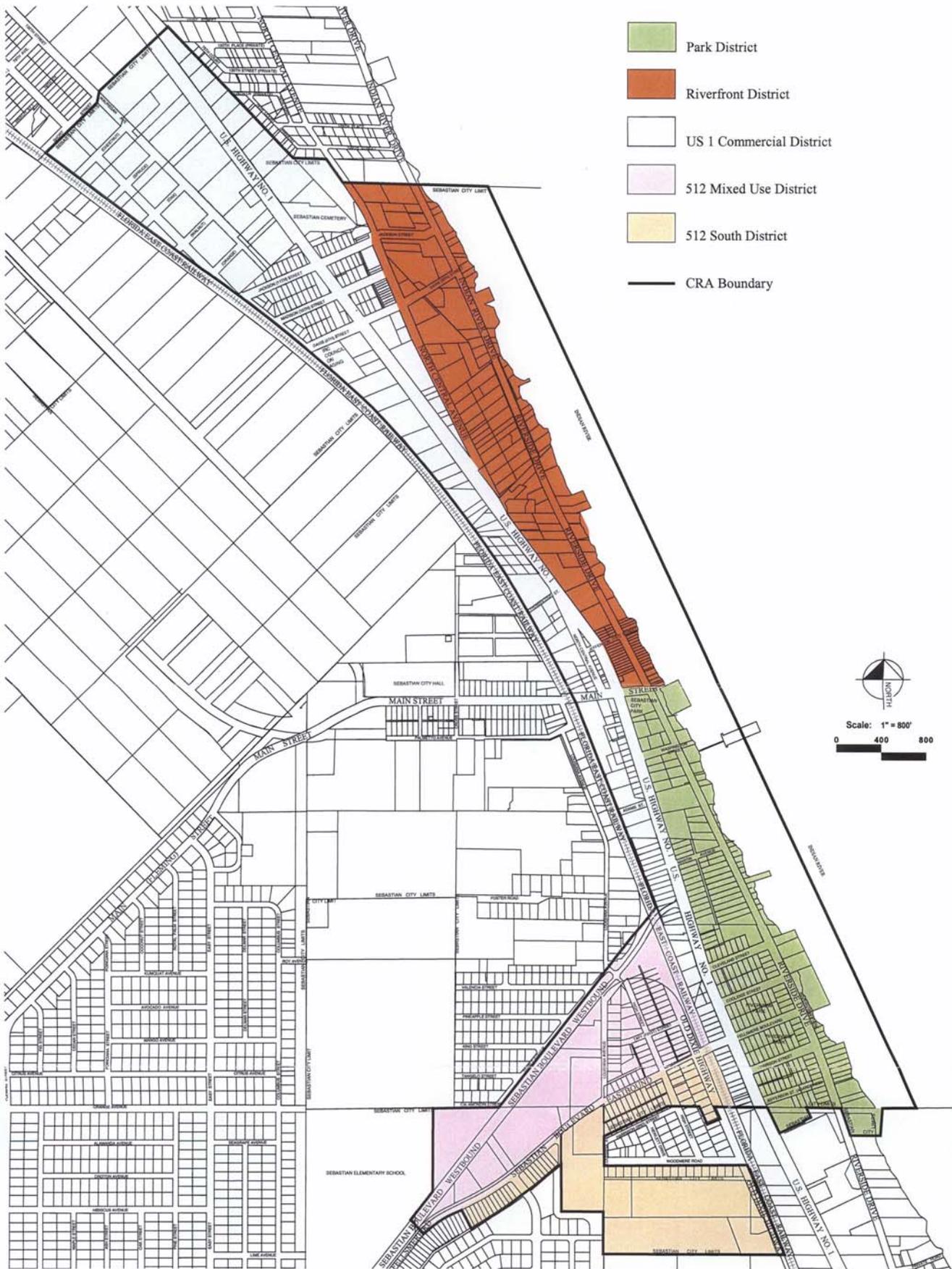
<b>Sebastian Conceptual Planning Districts Land Use/Zoning Calculations</b>		
	<i>Area (sq. ft.)</i>	<i>Acres</i>
<b>Sebastian Blvd. Mixed-Use District</b>		
Commercial General	635,456	15
Industrial	617,760	14
Public Service	361,562	8
<b>Riverfront District</b>		
Public Service	43,539	1
Commercial Waterfront	2,229,228	53
<b>Park District</b>		
Commercial Riverfront	105,577	2
Commercial Waterfront Residential	142,522	3
Medium Density Multifamily Residential	508,227	12
Public Service	437,036	11
<b>US-1 Commercial District</b>		
Commercial Riverfront	3,589,268	86
Commercial Waterfront Residential	191,163	4
Public Service	1,096,646	25
<b>Sebastian Blvd. South District</b>		
Industrial	1,587,767	36
Commercial 512	152,020	3

*Source: Iler Planning Group, 2003*

These Districts are further referenced with specific recommendations in the urban design and land use and zoning recommendations portions of this Plan. It should be noted that these conceptual planning districts are intended only for the purpose of simplifying land use and zoning recommendations and the presentation of relevant data, and are not intended to form the basis for “neighborhoods” or sub-units of the CRA that would be generally recognized. Rather, the districts are presented in this way in the Plan because

Legend

-  Park District
-  Riverfront District
-  US 1 Commercial District
-  512 Mixed Use District
-  512 South District
-  CRA Boundary



Sebastian CRA Conceptual Districts

City of Sebastian CRA



Figure 7





Figure 7-a: Park District

City of Sebastian CRA



Date: 10/08/2003



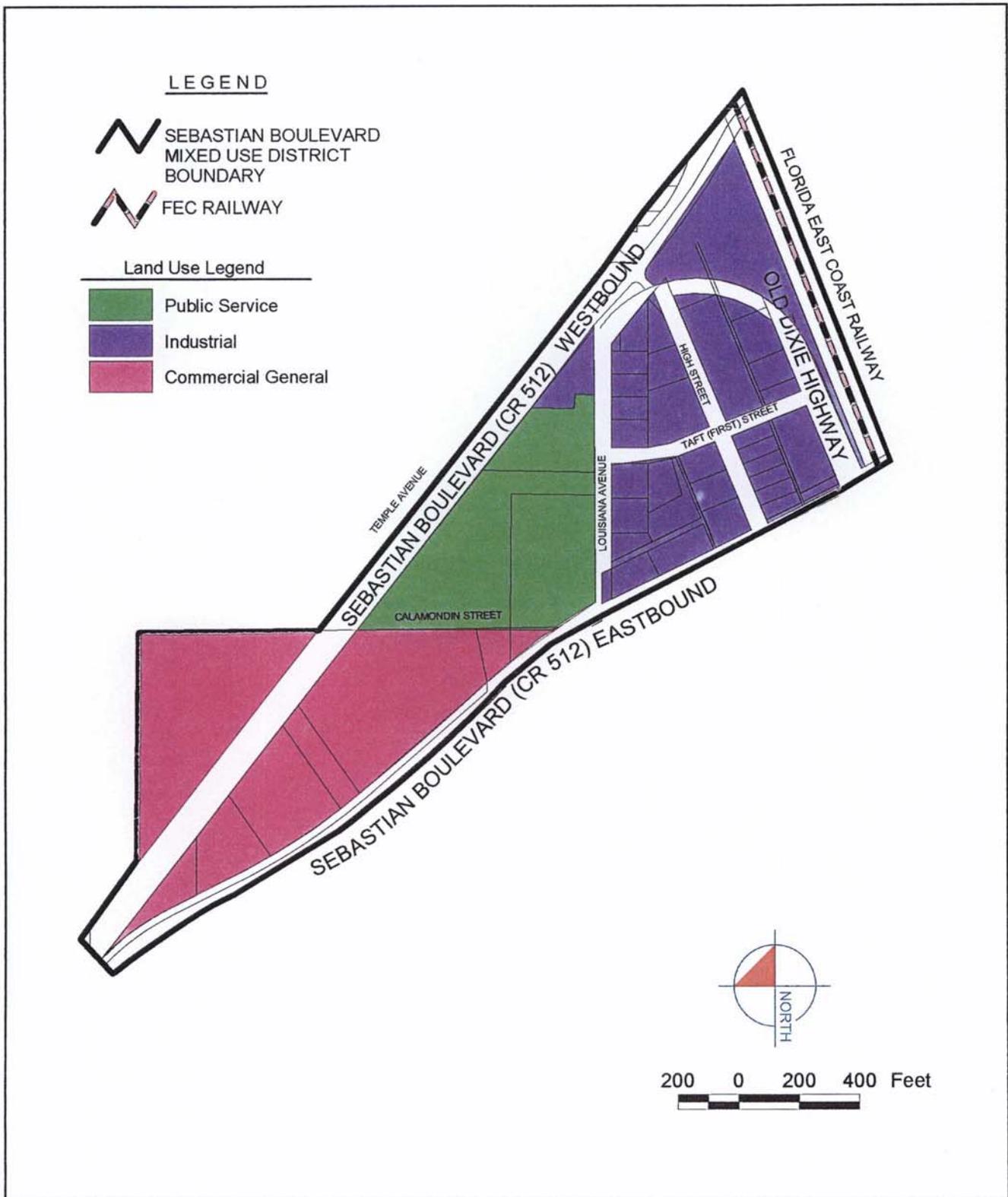


Figure 7-b: Sebastian Boulevard Mixed Use District

City of Sebastian CRA



Date: 10/08/2003



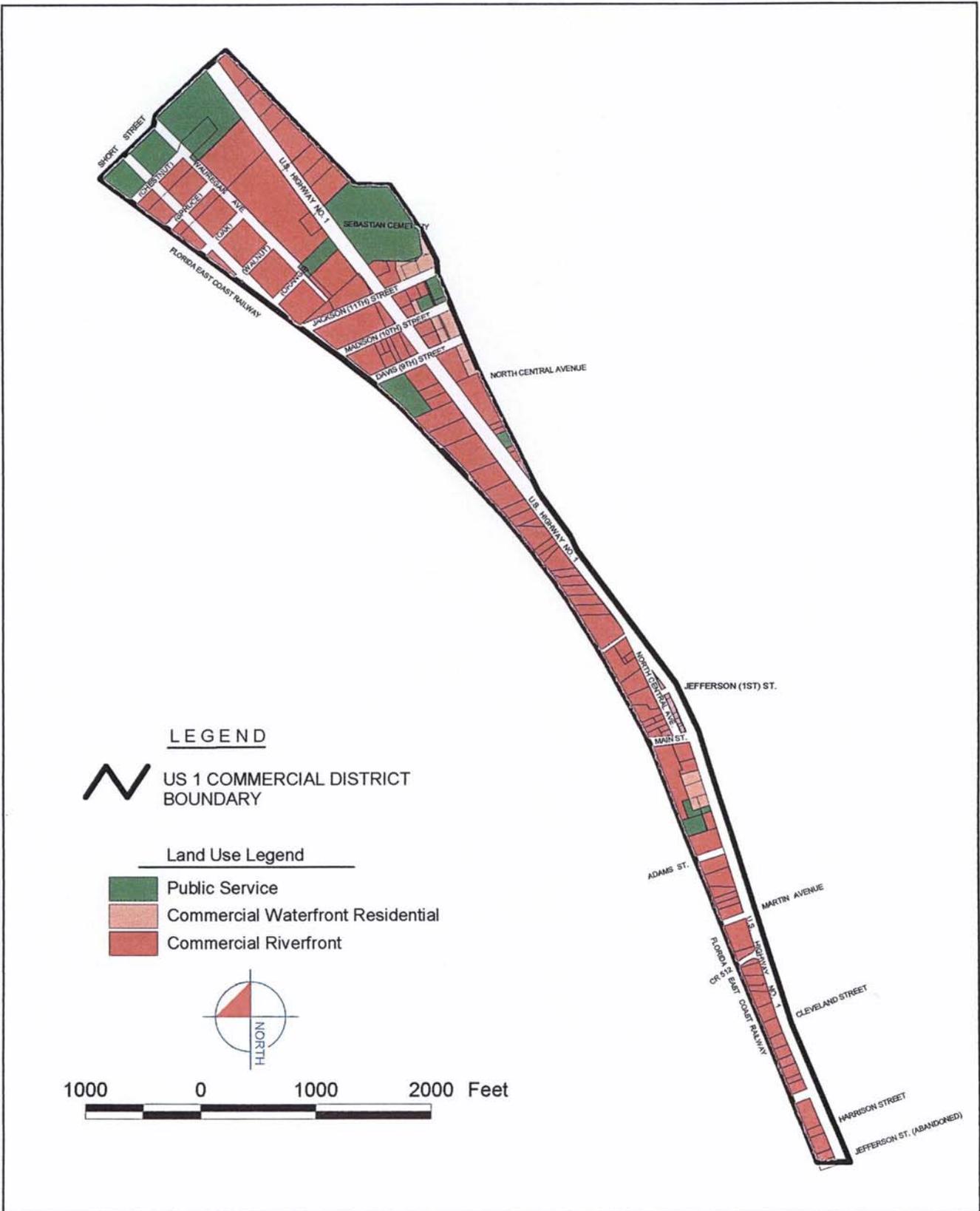


Figure 7-c: US 1 Commercial District

City of Sebastian CRA



Date: 10/08/2003



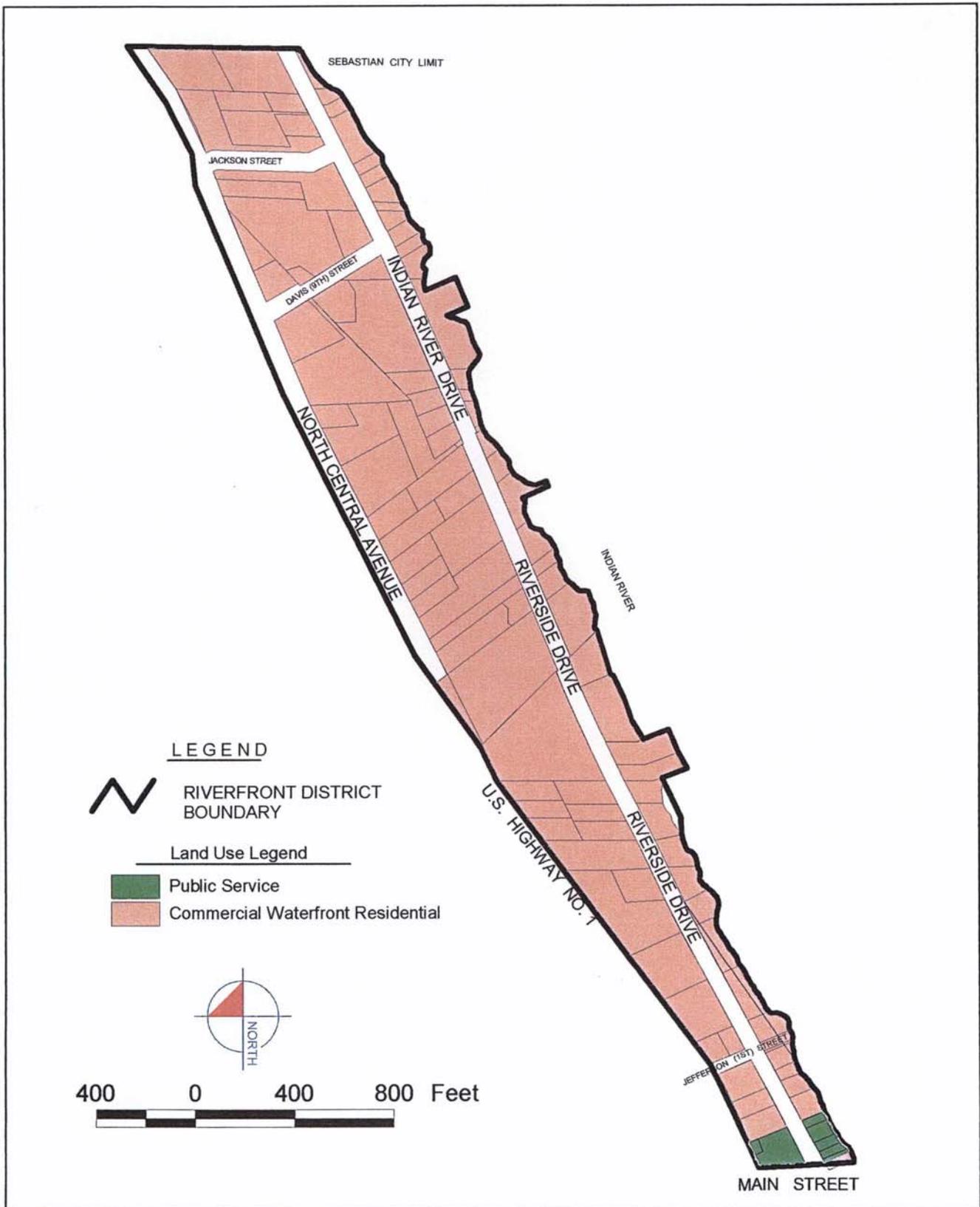


Figure 7-d: Riverfront District

City of Sebastian CRA



Date: 10/08/2003



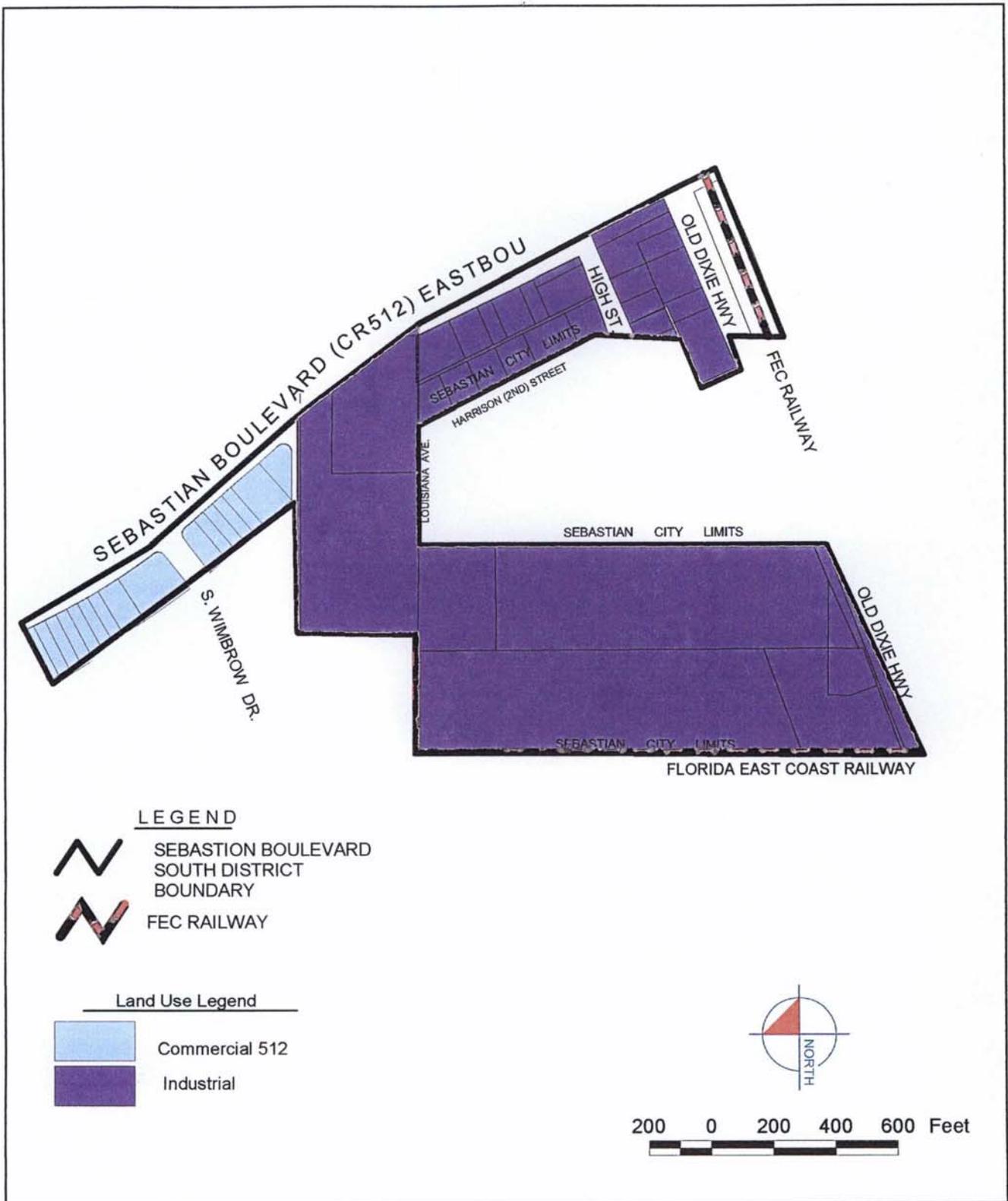


Figure 7-e: Sebastian Boulevard South District

City of Sebastian CRA



Date: 10/08/2003



of their geographic similarity and to make recommendations more organized and understandable.

#### ***D. Overall Concept Plan***

In using the Guiding Principles as a planning framework, a Redevelopment Plan for the Sebastian CRA has been formulated to enhance the character of downtown Sebastian and to embrace opportunities that existing in the CRA. This Plan is introduced in the Executive Summary, and is shown in Figure 1. Opportunities include:

- Improvement of Riverview Park and a “local activity center” surrounding the park, to include complementary retail uses, connectivity to the riverfront, and streetscape improvements.
- Improvement of the Sebastian Boulevard Triangle Area to provide for mixed-use development, connectivity to adjacent residential communities, and streetscape improvements;
- 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;
- Creation of a Main Street activity center, incorporating improvements to the City park and on-site buildings;
- Potential CRA/municipal boundary expansion to include the underutilized parcel just south of the City; and
- Installation of gateway treatments at entrances to the City/CRA along Sebastian Boulevard and US-1.
- Restoration, as appropriate, of important waterfront properties to enhance their economic viability and maintain and improve the character of the CRA district.
- Increased public parking, including on-street parking spaces, to reduce the need for private off-street parking while still providing adequate parking for business and activities in the CRA district.

Additional opportunities for redevelopment are identified and further discussed throughout this Plan.

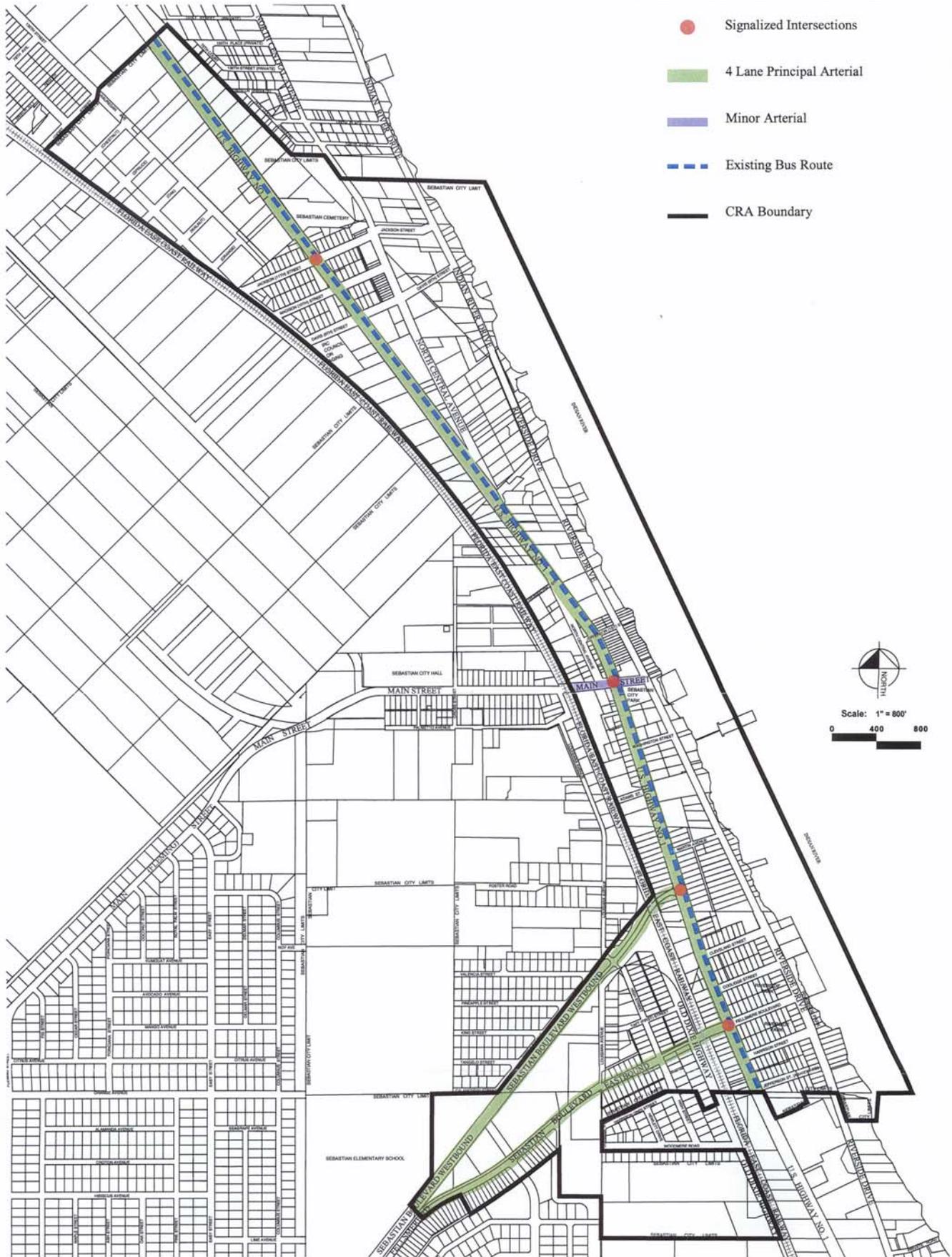
#### ***E. Transportation and Pedestrian Improvements***

Figure 8 depicts existing major transportation facilities within the CRA. Recommended transportation and pedestrian improvements include:

- Creation of new street(s) in Riverview Park, per Figures 12 and 13.
- New sidewalk construction in all districts as necessary to provide a continuous sidewalk network throughout the CRA;
- Streetscape improvements to U.S.-1, Sebastian Boulevard east and westbound, and Indian River Drive; and
- Creation of new streets in the Sebastian Boulevard Mixed-Use District.

# Legend

- Signalized Intersections
- ▬ 4 Lane Principal Arterial
- ▬ Minor Arterial
- ▬ Existing Bus Route
- ▬ CRA Boundary



## Major Thoroughfares City of Sebastian CRA



Figure 8



Cost estimates are provided for those projects in Section IV(B).

***F. Greenways, Parks and Trails***

Some of the most desirable amenities within a community are its recreation facilities. The CRA's existing parks, sidewalks, and bikeways are depicted on Figure 9. Recommended greenway, parks and trails features include:

- Implementation of the Riverview Park conceptual plan; and
- Enhancing connectivity between recreation areas throughout the CRA with improved pedestrian and bikeway connections.

***G. Urban Design Recommendations***

Urban design guidelines and projects are recommended for development and codification based on the design recommendations contained herein. Specific components of several of the conceptual improvement projects introduced herein are further discussed in additional sections (e.g. infrastructure) in this Plan. The following conceptual projects and design issues, which are organized by conceptual planning district, should be addressed.

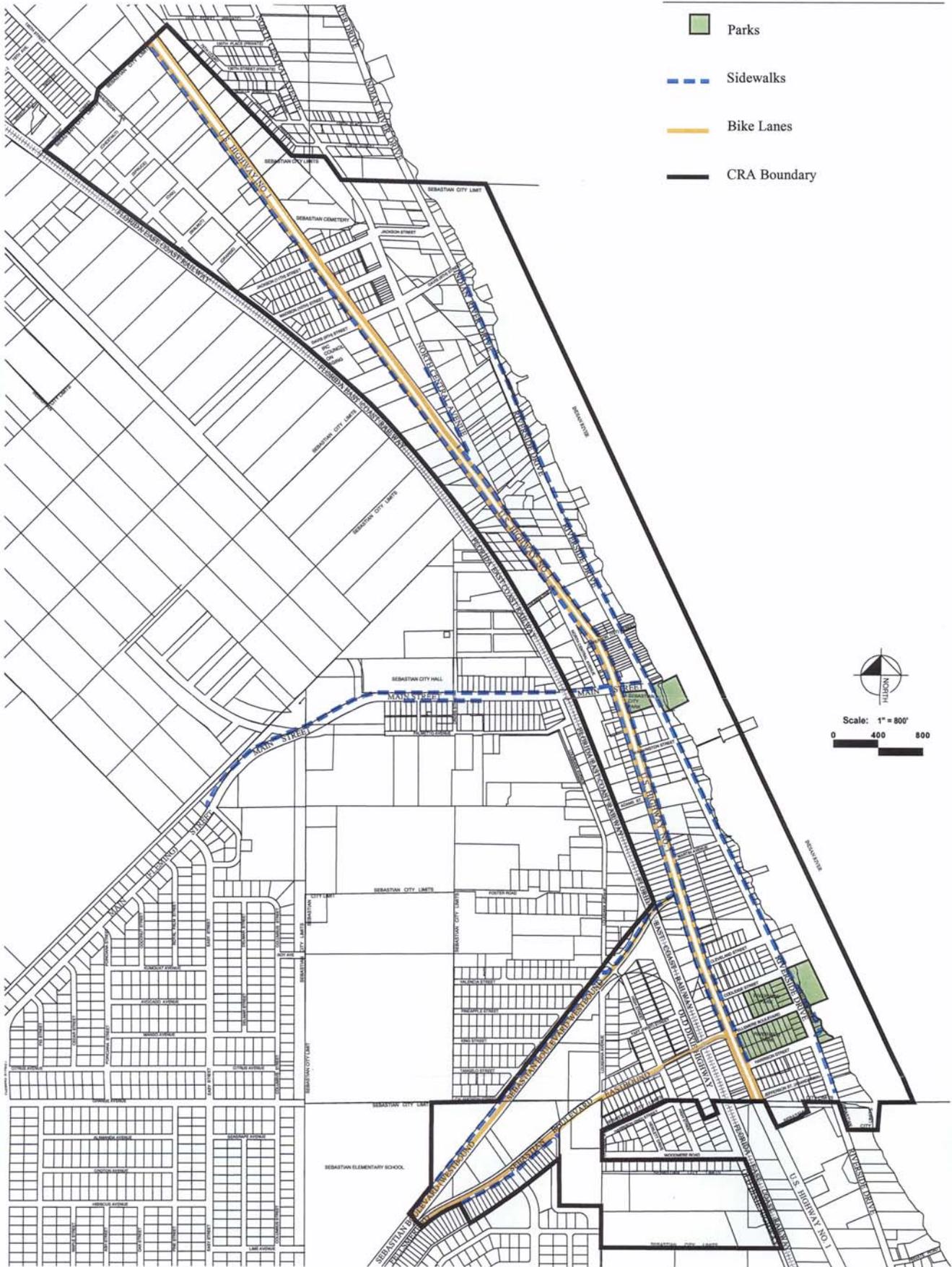
***Park District (Figure 7-a)***

The Park District is the “heart” of the CRA, and should define the character of the City. Proposed physical design improvements within this district are shown in Figures 12 through 14. These improvements include the following short-term (5-year) improvements (Figure 12):

- Roadway Improvements and streetscape for all roads within the immediate vicinity of Riverview Park, including closing the western half of Harrison Street between US-1 and Riverside Drive;
- Reconfiguration of the existing boat ramp parking area at the northwest corner of Sebastian Boulevard and Riverside Drive;
- Upgrades and renovations to Riverview Park;
- Expanding the park to include picnic pavilions, a participatory fountain, and a new parking lot;
- Creating a pedestrian connection to Sebastian Square;
- Creating a mid-block pedestrian/vehicular “spine” to improve circulation and create development “blocks”;
- Reconfiguration of Harrison Street, including vacating the eastern half of the road right-of-way; and
- Installation of new recreational piers, a proposed band shell, and restroom facilities.

Legend

-  Parks
-  Sidewalks
-  Bike Lanes
-  CRA Boundary



# Parks, Sidewalks & Bikeways

## City of Sebastian CRA



Figure 9



Specific urban design enhancements within this district will address:

- Parallel on-street parking;
- Curb and gutter installation;
- Pedestrian and roadway lighting;
- Sidewalks;
- Street trees;
- Street furniture;
- Raised Pedestrian intersections;
- Traffic circles with public art or architectural features; and
- Underground utilities.

Long-term improvements are shown in Figure 13, and emphasize infill commercial development adjacent to the park, and other large-scale redevelopment initiatives in the district. Please note that while retail uses are encouraged adjacent to the park, no commercial other privately owned land use is recommended for the park itself. Additionally, the development of this district (and generally, the CRA) should be considered a public-private partnership. That is, infrastructure and physical improvements to publicly owned land will be completed by the City, and complementary retail and related uses will be developed by the private sector in cooperation with the City to ensure redevelopment goals are met.

Figure 14 shows a typical roadway cross-section within the Riverview Park District. This cross-section features wide pedestrian arcades to provide shade for shoppers, a 16 feet wide landscaped pedestrian zone adjacent to the roadway, and on-street parallel parking.

Conceptual improvements to Sebastian City Park, located on the south side of Main Street between US-1 and Riverside Drive, should also be considered within this district. Creation of a future Main Street activity center may increase the usability of the park. The City should also capitalize on the historical museum as a cultural amenity, and investigate the feasibility of developing an expanded facility in the future.

### ***Sebastian Boulevard Mixed-Use District (Figure 7-b)***

The Sebastian Boulevard Triangle Area Concept Plan is shown in Figure 15, and is predicated on significant land use and zoning changes, which are presented in Subsection 1 of this Section. Urban design and other conceptual improvements presented in this plan are summarized as follows:

- Creation of mixed-use commercial areas and single-family attached (townhouse) uses throughout the district;
- Creation of City gateway features at the Sebastian Boulevard east and westbound split and at Sebastian Boulevard westbound and U.S.-1 to provide:
  - Architectural features and/or flags;

- Signature landscaping;
- Specialty feature lighting; and
- A fountain feature at the conceptual new lake.
- Modification of the existing lake in order to create a park;
- Creation of pedestrian and visual connections between the commercial, mixed, and residential multi-family uses;
- Realignment of property boundaries (e.g. parcel assembly) to create more usable parcel configurations;
- Streetscape Sebastian Boulevard;
  - Double rows of large shade trees;
  - 10 feet wide pedestrian/bikeway;
  - Placing structures between the roadway and parking areas;
  - Installation of pedestrian and roadway streetlights;
  - Specialty paving at key intersections;
  - A 25 feet wide proposed parkway zone; and
  - Pedestrian and vehicular connections to adjacent residential use.
- Creation of a connection to South Wimbrow Drive:
  - Traffic roundabout and focal point; and
  - Vehicular and pedestrian connection to adjacent residential land use.

Figures 16 and 17 provide conceptual roadway cross-sections for Sebastian Boulevard east and westbound, respectively.

#### ***U.S.-1 Commercial District (Figure 7-c)***

The U.S.-1 Commercial District is characterized by large-scale auto-oriented development, such as auto parts stores, big box development, drive-through restaurants, and other linear strip development common on arterial highways. Figures 12 and 13 primarily show improvements to Riverview Park, but also call for the following improvements along U.S.-1. These improvements are shown as typical roadway cross-section in Figure 18.

- Streetscape enhancement
  - Large specimen Medjool Date Palms in median for scale and visual statement;
  - Decorative lighting in median where possible;
  - Washington Palms along roadside;
  - Decorative pedestrian-scale lighting along roadside;
  - Bury existing utility lines; and

- Existing trees to remain.
- Gateway features at the northern and southern entrance to the City along U.S.-1;
- Development of a stormwater park on the west side of U.S.-1 at the southern boundary of the CRA to accommodate installation of drainage improvements in the Downtown and to serve as a gateway statement; and
- Infill commercial development (Figure 13) to complement improvements to Riverview Park and provide a linkage to the riverfront.

The Florida Department of Transportation recently completed streetscape improvements to U.S.-1. However, the CRA may provide adequate funding to install additional features, such as mature landscaping (larger trees), street furniture, delineated pedestrian crosswalks, a way finding system with banners and/or pedestrian kiosks, and other functional improvements.

#### ***Riverfront District (Figure 7-d)***

The Riverfront District extends along the river from Main Street to the northern boundary of the CRA. Urban design considerations should be complementary to projects completed in the Park District, and may include the following:

- Installation of picnic tables, covered seating areas, wildlife observation areas, and “pocket parks” along the east side of Indian River Drive;
- Mature vegetation and tree plantings to provide continuous shade along pedestrian paths;
- Installation of a grade-separated bicycle and pedestrian path with a vegetative buffer between the path and the roadway;
- Pedestrian kiosks with information pertaining to upcoming events, local businesses, and recreation opportunities; and
- Pedestrian-scale lighting along the sidewalk to support evening use of recreation facilities.

#### ***Sebastian Boulevard South District (Figure 7-e)***

This district will continue to support light industrial land use; through market and development trends, these uses have primarily resulted in heavy commercial uses (e.g. automotive repair, storage, etc.). This district will be buffered from the Sebastian Boulevard Mixed-Use District with adequate setbacks and vegetative landscaping. No other significant urban design changes are recommended.

### ***H. Infrastructure Improvements***

The Sebastian CRA is fortunate in that the majority of the infrastructure in the area is suitable to support existing development as well as limited redevelopment in the CRA,

which frees up Tax Increment Financing (TIF) funds to be used on other redevelopment projects and programs.

The 1995 *Sebastian Community Redevelopment Plan* included a narrative providing a brief analysis of infrastructure issues in the CRA. A brief summary of this information as well as an updated analysis is as follows:

### **Sidewalks**

The original Riverfront Study, completed in the early 1990s, identified pedestrian access as a major development concern in enhancing the riverfront. The study recommended the creation of a “linear park” along the eastern side of Indian River Drive, extending the length of the CRA. The City has accomplished this goal. A wide, linear pedestrian path has been constructed along the length of the riverfront in Downtown Sebastian, and has been enhanced by the installation of landscaping, trees, seating areas and the improvement of points of interest along the path, such as the City park on Main Street and Riverview Park in the southern end of the CRA.

As the CRA continues to redevelop, emphasis should be placed on providing a connected grid of pedestrian walks along existing City rights-of-way throughout the Downtown, as well as the Sebastian Boulevard Triangle Area. The installation of additional landscaped sidewalks could provide a means of pedestrian connectivity between U.S.-1 and the riverfront, and connect the CRA’s parks and green spaces.

### **Water, Sewer, and Drainage Facilities**

The City has made substantial infrastructure improvements within the CRA since the adoption of the original *Community Redevelopment Plan*. Additional visual and functional improvements within the CRA may include the following:

- Installation of stormwater facilities, including treatment ponds, in areas of the CRA currently not being served;
- Infrastructure improvements in the Sebastian Boulevard Triangle Area to support redevelopment efforts as presented herein;
- Upgrading water lines, as necessary, to provide for additional demand in commercial and residential fire-flow requirements.

### **Parking**

Public parking is perhaps the most visible deficiency in the Downtown, particularly during weekends and during events, when demand for parking facilities close to the riverfront typically exceeds current capacity. The City has been addressing this issue through the development of public parking facilities throughout the CRA.

Due to the City’s proposals, currently under consideration, to institute an in-lieu fee system in the CRA to allow public parking spaces to count toward parking requirements

for private development/redevelopment, provision of adequate parking, particularly public parking, has become even more important. The CRA should conduct a parking study to update data regarding parking needs and resources in the CRA district, and recommend specific projects that can be undertaken to adequately meet the need for parking.

### ***I. Land Use and Zoning Recommendations***

Land use and zoning recommendations are included herein to address proposed land use according to the redevelopment concept plan, building height, mixed-use development, urban design guidelines, and building setbacks. These recommendations are shown on Figure 11.

#### ***Proposed Land Use/Zoning by Conceptual Planning District***

Existing site development regulations and permitted uses for each zoning/land use district throughout the CRA are presented in Appendix F. Specific land use/zoning recommendations presented below, and are organized by conceptual planning district.

*Park District:* No changes are proposed.

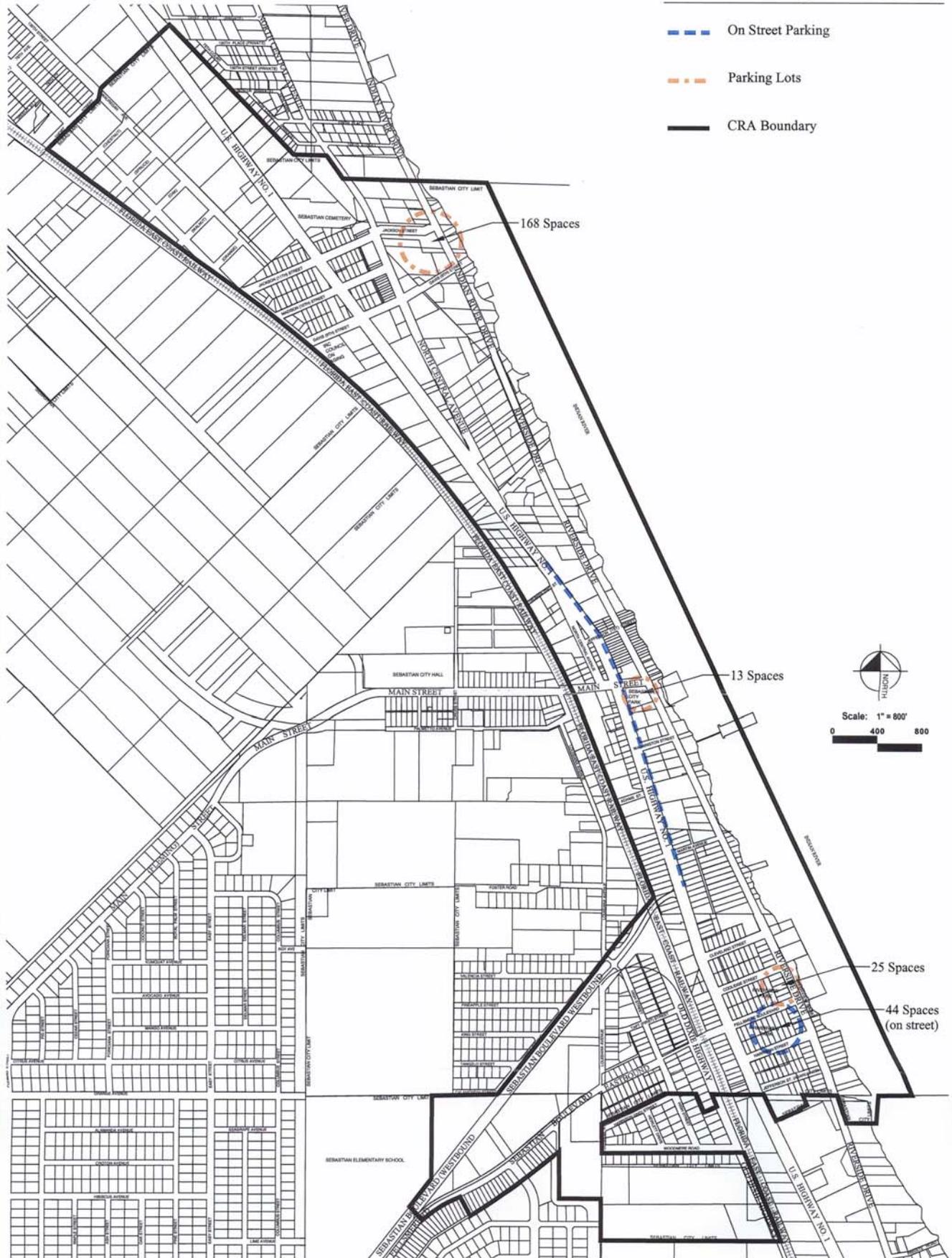
*Sebastian Boulevard Mixed-Use District.* Currently the Sebastian Boulevard Triangle Area is zoned for Public Service, Industrial, and Commercial General. The land uses in the industrial-zoned areas is typically commercial in nature, and include equipment rental, automotive-based uses, and other similar uses. The land use/zoning throughout this District should be changed to a new zoning/land use designation closely resembling the requirements of the Commercial Waterfront Residential district (e.g. Commercial/Residential Mixed Use), which will provide for appropriate mixed-use development throughout the area such as single-family attached (townhouse) and commercial mixed uses, and will support the existing clubs and lodges within the district.

*U.S.-1 Commercial District.* No land use or zoning amendments are proposed. However, the City should complete further study of how to mitigate the impacts of large commercial development setback further study of how to mitigate the impacts of large commercial development setback considerably from U.S.-1. These developments have large amounts of parking in the front, and can create the image of a “sea of parking” when traveling down the highway. The City should investigate adopting regulations for an overlay area including all commercial parcels adjacent to U.S.-1 requiring a reasonable part of a large development’s out parcels adjacent to U.S.-1 requiring a reasonable part of a large development’s out parcel space be dedicated to buildings built close to (or on) the properly line, with parking behind the structure. This helps create a more pedestrian-friendly urban edge throughout the district.

*Riverfront District.* No changes are proposed.

# Legend

-  On Street Parking
-  Parking Lots
-  CRA Boundary

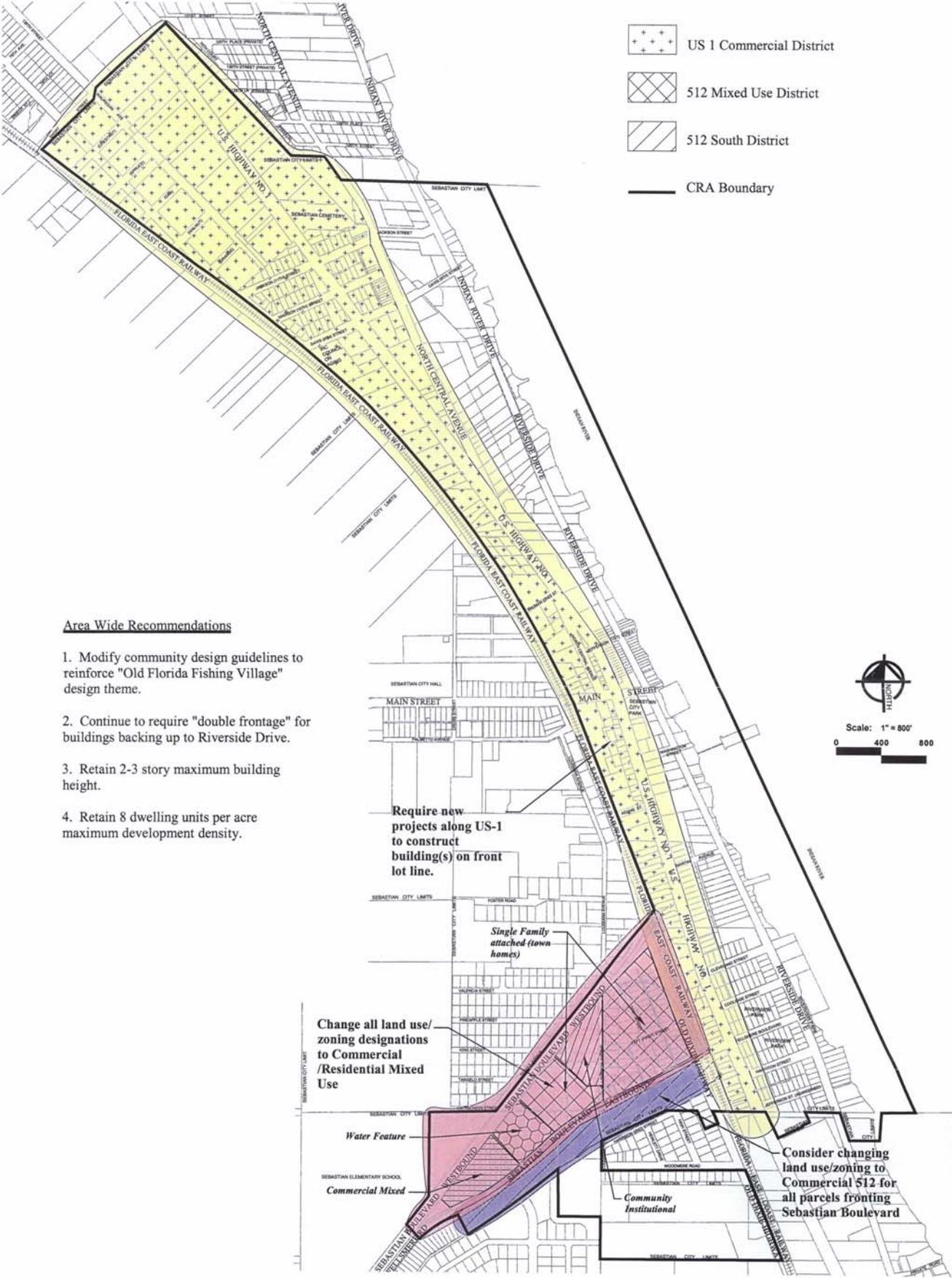


## Existing Parking City of Sebastian CRA



# Legend

-  US 1 Commercial District
-  512 Mixed Use District
-  512 South District
-  CRA Boundary



### Area Wide Recommendations

1. Modify community design guidelines to reinforce "Old Florida Fishing Village" design theme.
2. Continue to require "double frontage" for buildings backing up to Riverside Drive.
3. Retain 2-3 story maximum building height.
4. Retain 8 dwelling units per acre maximum development density.

## Land Use/Zoning Recommendations

### City of Sebastian CRA

Figure 11



*Sebastian Boulevard South District.* No changes are proposed, with the possible exception of changing the land use/zoning of all property fronting on Sebastian Boulevard to Commercial 512.

### ***Building Height & Density***

Stakeholders and City leadership are in favor of maintaining the current three-story building height limit (two stories east of Indian River Drive) and eight dwelling unit per-acre maximum zoning density throughout the CRA. The recommendations in this plan are compliant with these regulations.

The City may wish to reexamine this issue as part of the three to five-year update of this Plan to ensure compatibility with future needs. Hotel and related development often necessitates taller building heights and greater density and/or intensity, and the current regulations may limit the tourism potential of Downtown Sebastian.

### ***Urban Design Guidelines***

The City's current urban design guidelines have been successful in promoting appropriate development within the CRA. These guidelines should be reevaluated concurrent with redevelopment to ensure their continued effectiveness. Issues that should be addressed immediately include the following:

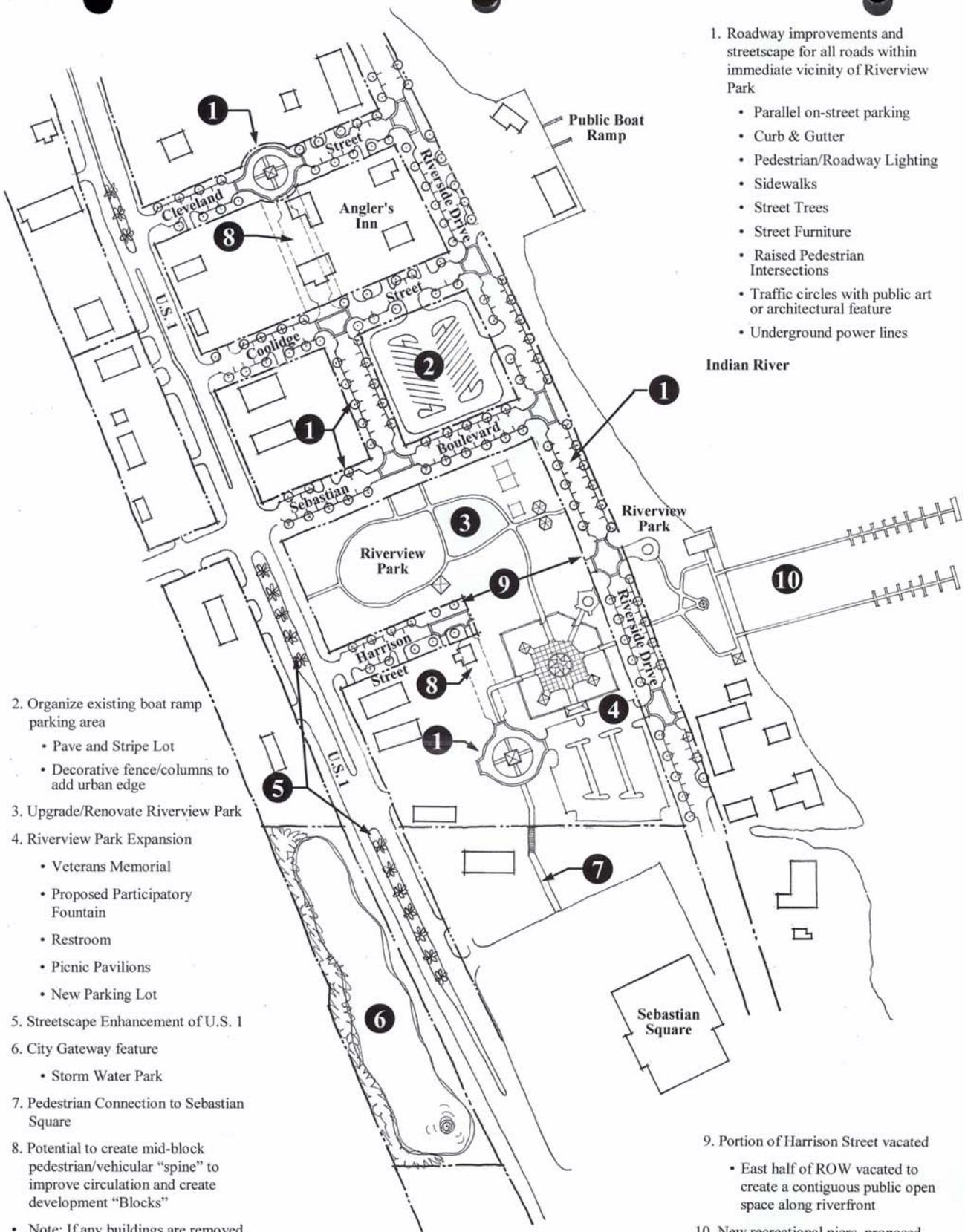
- The CR 512 Overlay District regulations only apply to those properties with frontage on Sebastian Boulevard. The zoning overlay should be expanded to include all property within the CRA west of U.S.-1; and
- The CR 512 Overlay District regulations limit building awnings to a maximum of 30% of the length of any single façade, which limits the ability to create covered sidewalks. The City should revisit this requirement in those areas suitable for commercial mixed-use zoning in the Sebastian Boulevard Triangle Area.

### ***Implementation Schedule***

Zoning/land use changes and amendments to the City's urban design guidelines should be completed within one year following Plan adoption.

### ***J. Program and Policy Recommendations***

Successful CRAs typically put programs in place to attract business, encourage private reinvestment in the CRA, and market the area locally and regionally to support tourism and solicit visitors and residents to "rediscover" the redeveloped Downtown. The following programs are recommended to address the existing needs and goals for the CRA.



1. Roadway improvements and streetscape for all roads within immediate vicinity of Riverview Park
- Parallel on-street parking
  - Curb & Gutter
  - Pedestrian/Roadway Lighting
  - Sidewalks
  - Street Trees
  - Street Furniture
  - Raised Pedestrian Intersections
  - Traffic circles with public art or architectural feature
  - Underground power lines

2. Organize existing boat ramp parking area
- Pave and Stripe Lot
  - Decorative fence/columns to add urban edge
3. Upgrade/Renovate Riverview Park
4. Riverview Park Expansion
- Veterans Memorial
  - Proposed Participatory Fountain
  - Restroom
  - Picnic Pavilions
  - New Parking Lot
5. Streetscape Enhancement of U.S. 1
6. City Gateway feature
- Storm Water Park
7. Pedestrian Connection to Sebastian Square
8. Potential to create mid-block pedestrian/vehicular "spine" to improve circulation and create development "Blocks"
- Note: If any buildings are removed as a result of redevelopment, Chapter 163, F.S. requires the owner to be fully compensated, including relocation costs.

9. Portion of Harrison Street vacated
- East half of ROW vacated to create a contiguous public open space along riverfront
10. New recreational piers, proposed band shell, observation deck, restroom

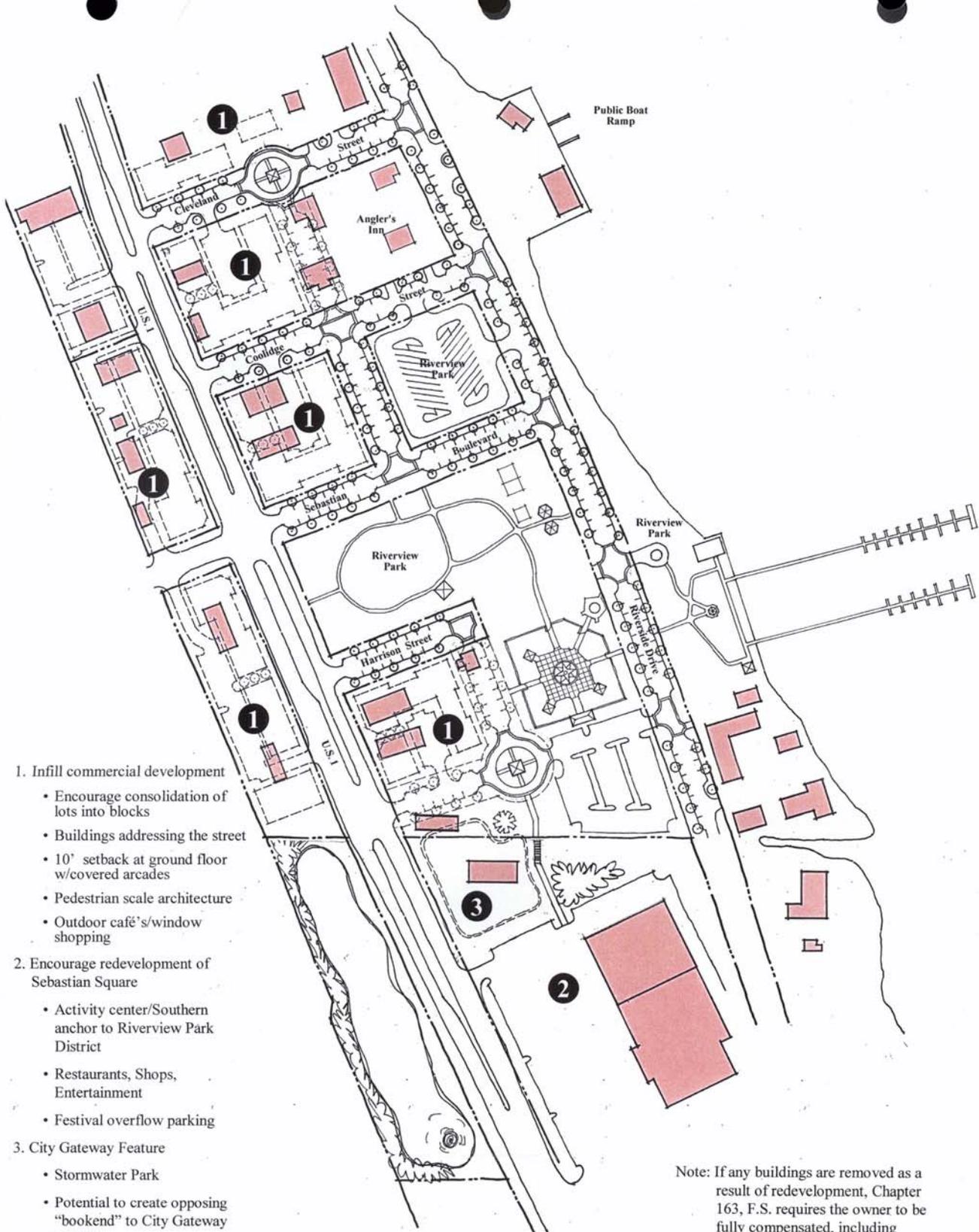
## Riverview Park District "Short-Range" Plan

### City of Sebastian CRA



Figure 12





1. Infill commercial development
  - Encourage consolidation of lots into blocks
  - Buildings addressing the street
  - 10' setback at ground floor w/covered arcades
  - Pedestrian scale architecture
  - Outdoor café's/window shopping
2. Encourage redevelopment of Sebastian Square
  - Activity center/Southern anchor to Riverview Park District
  - Restaurants, Shops, Entertainment
  - Festival overflow parking
3. City Gateway Feature
  - Stormwater Park
  - Potential to create opposing "bookend" to City Gateway Feature
  - Visual connection to traffic roundabout and Riverview Park from US 1.

Note: If any buildings are removed as a result of redevelopment, Chapter 163, F.S. requires the owner to be fully compensated, including relocation costs.

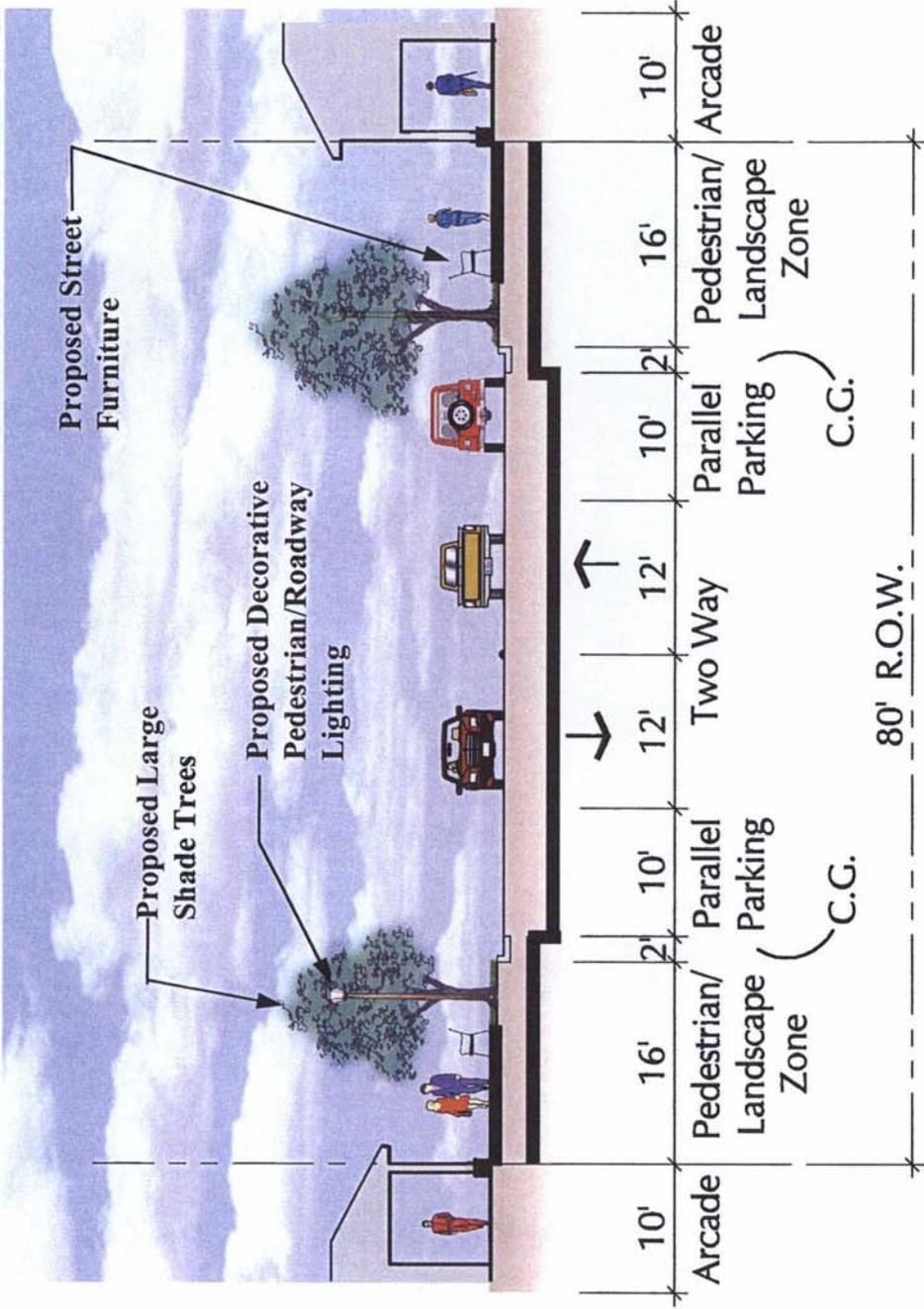
## Riverview Park District "Future Vision" Plan

### City of Sebastian CRA



Figure 13





# Typical Roadway Cross Section

Riverview Park District



Figure 14

1. Creation of City Gateway Features

- Architectural Feature/Flags
- Signature Landscaping
- Specialty Feature Lighting
- Fountain Feature at New Lake

2. Modification to Existing Lake to Create Park

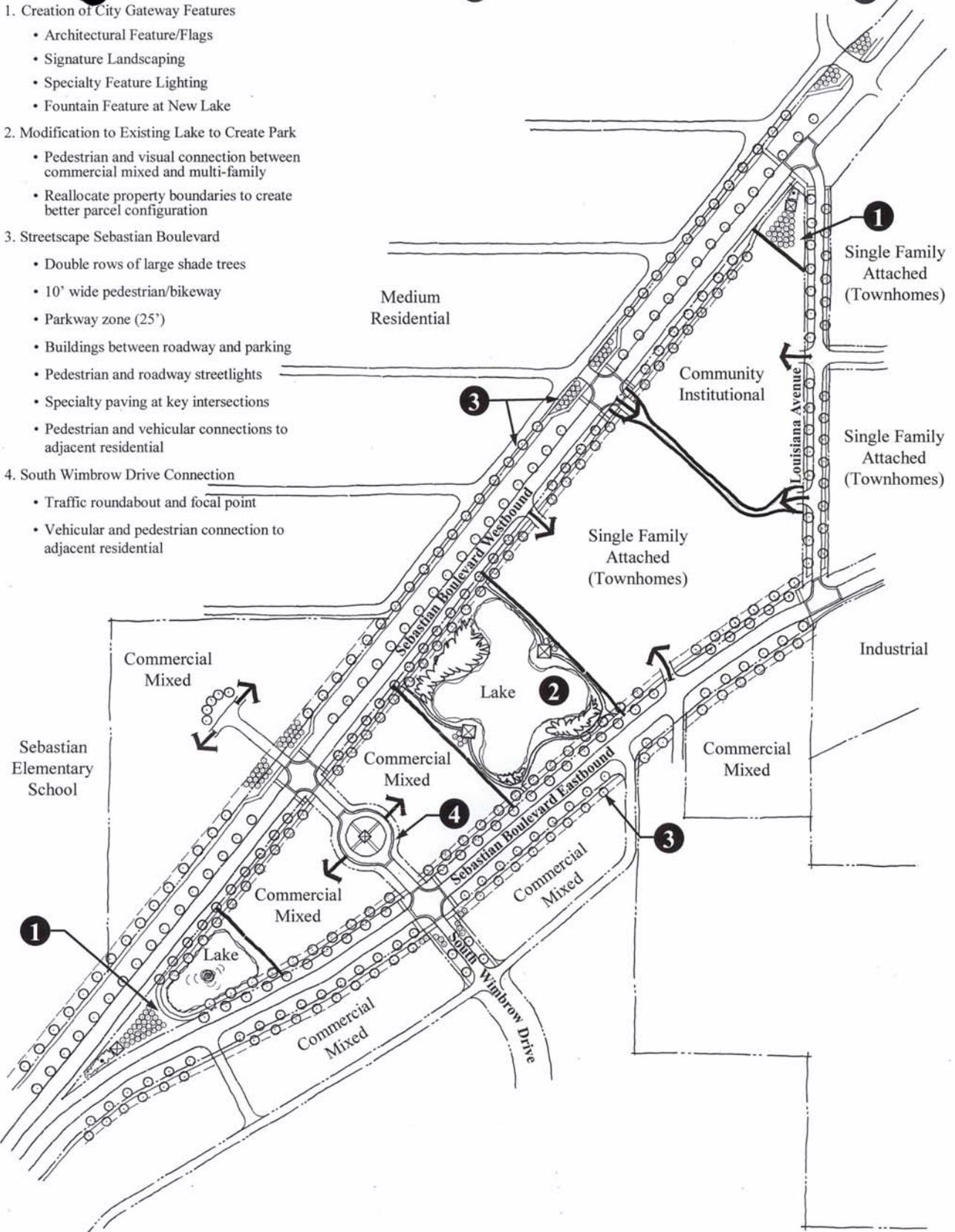
- Pedestrian and visual connection between commercial mixed and multi-family
- Reallocate property boundaries to create better parcel configuration

3. Streetscape Sebastian Boulevard

- Double rows of large shade trees
- 10' wide pedestrian/bikeway
- Parkway zone (25')
- Buildings between roadway and parking
- Pedestrian and roadway streetlights
- Specialty paving at key intersections
- Pedestrian and vehicular connections to adjacent residential

4. South Wimbrow Drive Connection

- Traffic roundabout and focal point
- Vehicular and pedestrian connection to adjacent residential



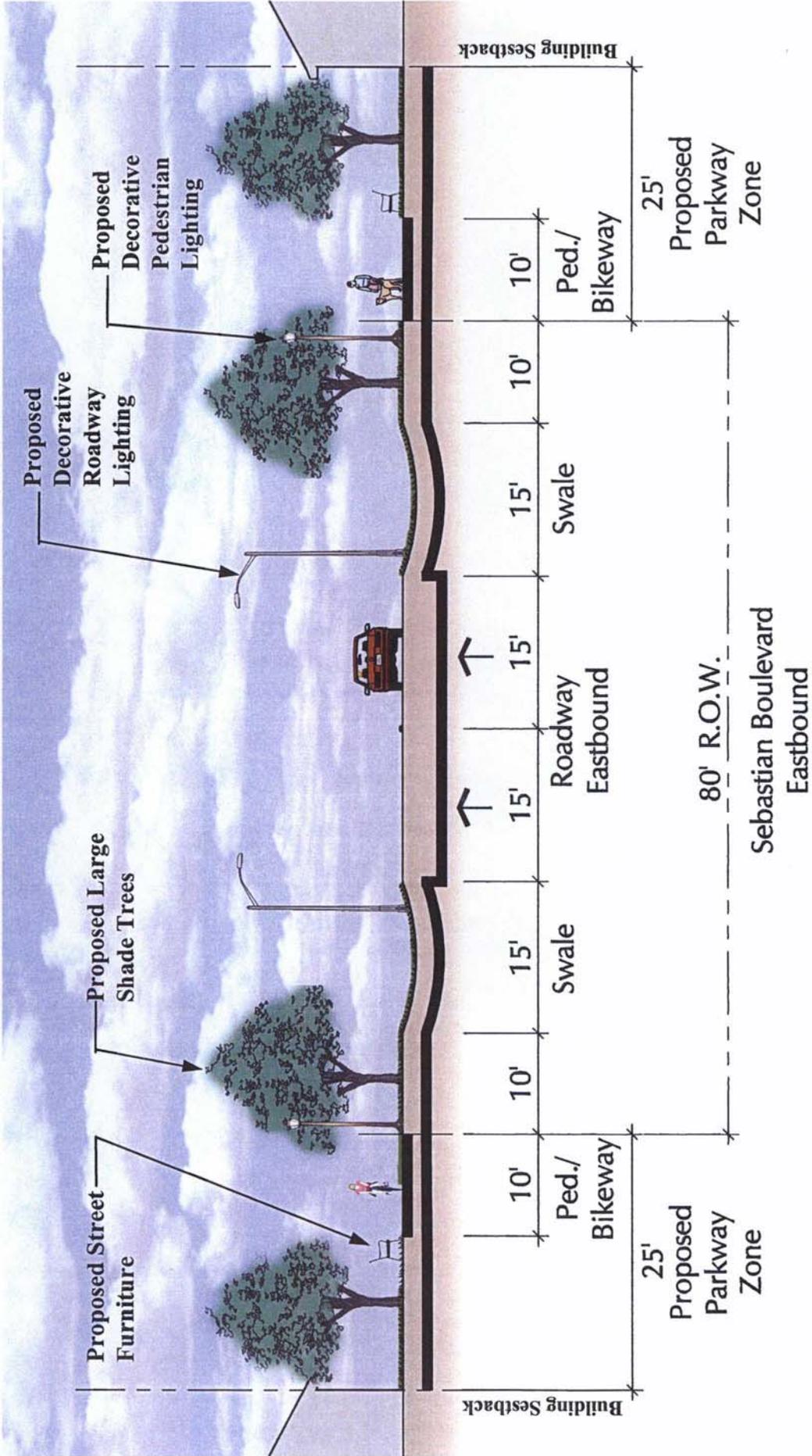
## Sebastian Boulevard "Triangle"

### City of Sebastian CRA



Figure 15



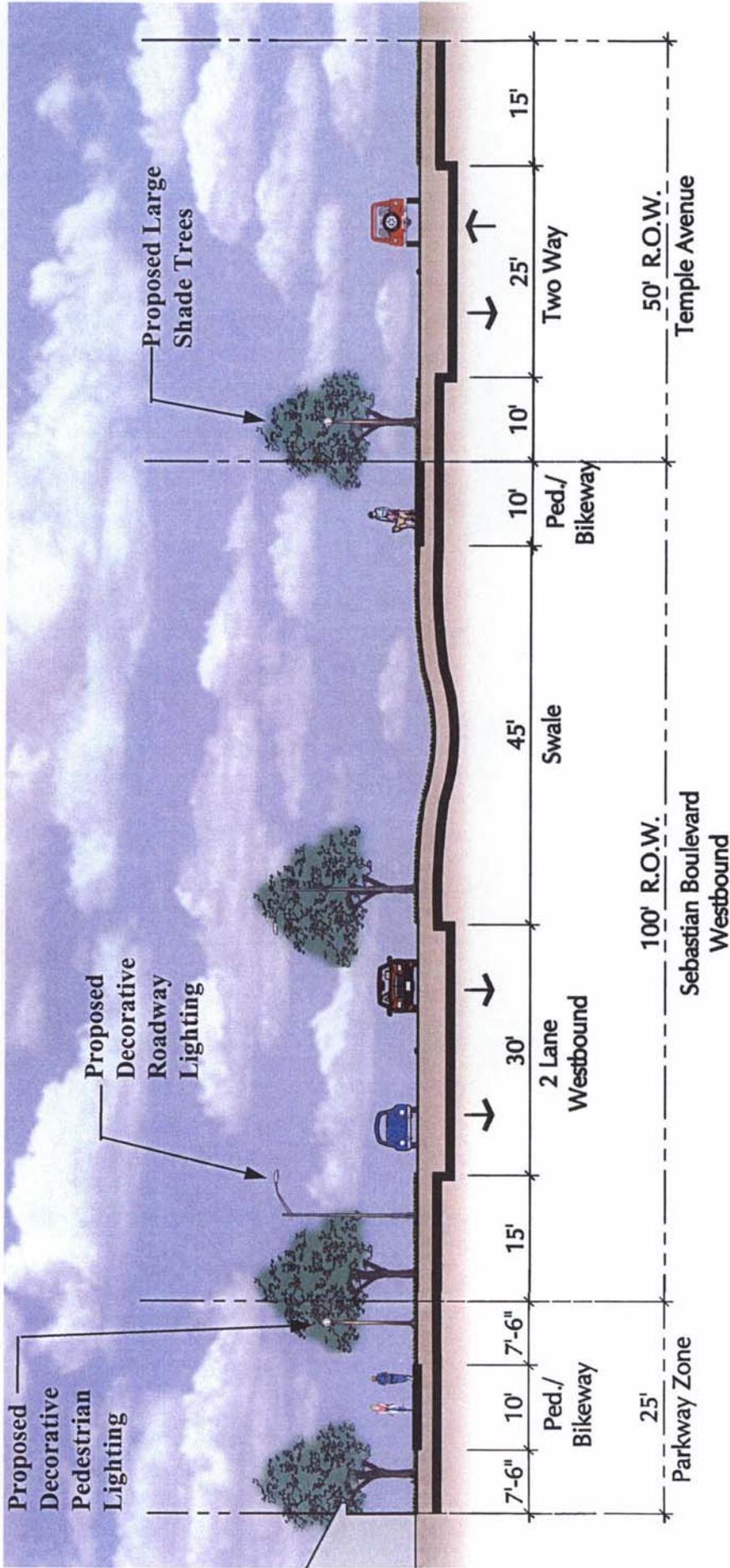


**Typical Roadway Cross Section**  
**Sebastian Boulevard Triangle District (Eastbound)**



Kimley-Horn and Associates, Inc.  
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Figure 16

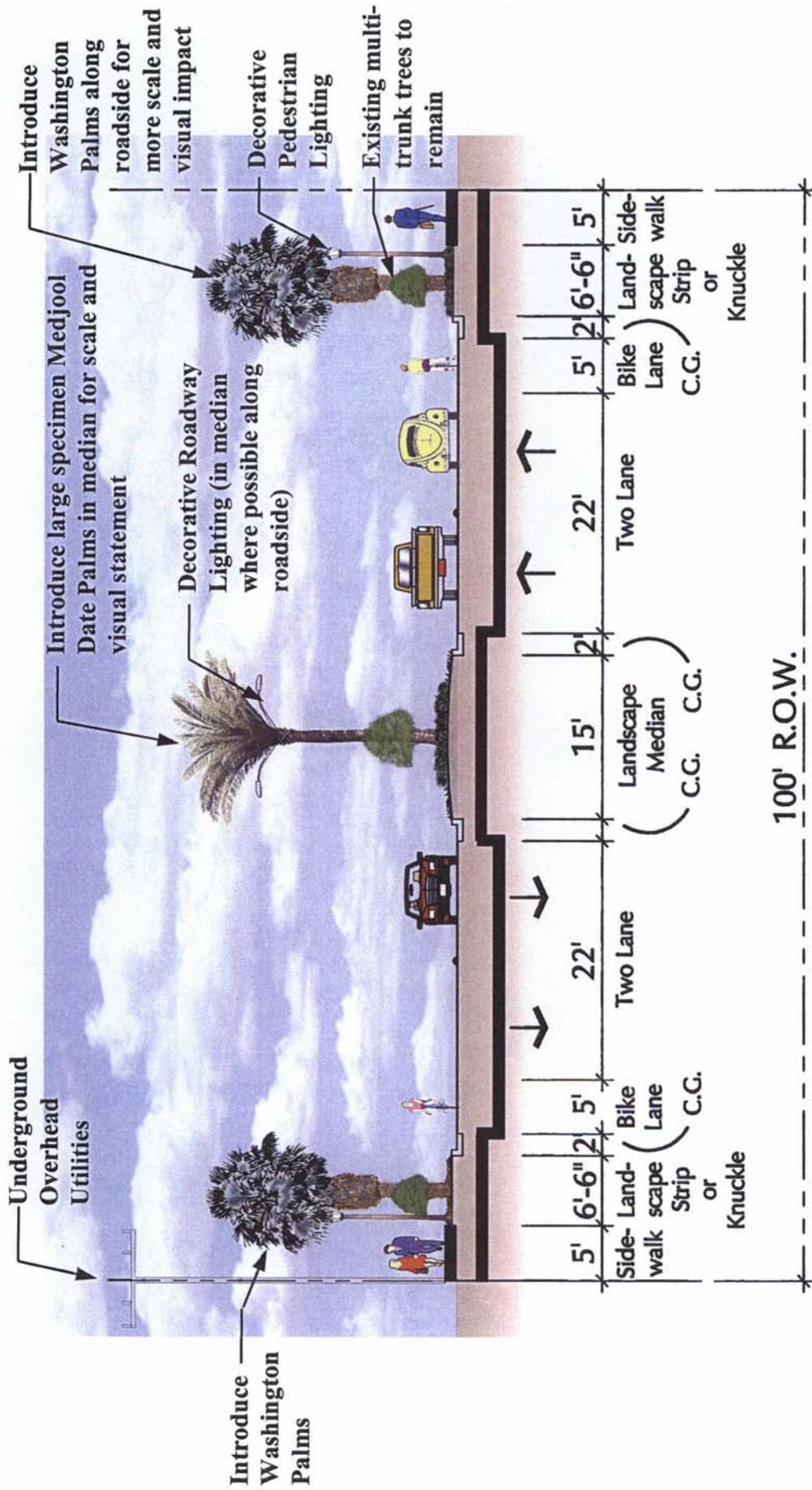


**Typical Roadway Cross Section**  
**Sebastian Boulevard Triangle District (Westbound)**



Kimley-Horn and Associates, Inc.  
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Figure 17



## Typical Roadway Cross Section

U.S. Highway One (Looking North)



Kimley-Horn and Associates, Inc.  
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Figure 18

### ***Business Assistance Programs***

Business assistance programs are vital to attracting and retaining desirable commercial, retail, and hospitality uses to the CRA. Each of the programs introduced below should be implemented with the qualification that all assistance provided should further redevelopment goals.

*CRA Commercial Façade Improvements Program:* Existing commercial facades in the CRA would benefit from the initiation of a façade improvements program to restore or improve existing building facades in a manner consistent with the adopted urban design guidelines. This program could be funded through Tax Increment Financing (TIF) and/or a cash match from participating business owners.

*Local Business Expansion Program:* The CRA has an opportunity to partner with local business and professional organizations in providing grant or loan funding for qualified business expansions within the CRA Area. Qualifying criteria for programs similar to this typically include the project's consistency with redevelopment goals, business income, potential for growth, and a commitment to maintain the current business address for a certain time period after improvements are completed. Typical projects may include:

- Building façade enhancements, in partnerships with the Commercial Façade Improvements Program;
- Signage enhancements;
- Landscaping and greenspace improvements; and
- Other site improvements resulting in enhanced property values.

*Historic Building Rehabilitation Program:* Part of the City's National Register of Historic Places District is located within the boundaries of the CRA. This program will provide matching funds, a loan, or a grant to owners of historic structures within the CRA for building rehabilitation and restoration activities. This program will encourage adaptive reuse of historic structures, and may also provide partial funding for new construction adjacent to historic structures that are built in a complementary architectural form and scale.

*Development Liaison/Expedited Permitting Program:* Provides expedited service and processing of development permits to encourage a particular location, expansion, or redevelopment of properties within targeted CRA areas.

*Facility Location Program:* Provides a mechanism for assisting in the recruitment of business to the CRA and provides desirable businesses with mapping and market information, a list of market-ready sites, links to other federal, state and local programs associated with economic development, and a liaison with the area's real estate professionals and chambers of commerce.

*Commercial Code Compliance Program:* Provides assistance to owners of commercial properties within the CRA to address Code compliance issues, including parking/drainage deficiencies, structural improvements, and property maintenance issues.

### ***General Program Recommendations***

*Main Street Program:* The Main Street program involves addressing redevelopment needs through a four-point approach that includes economic restructuring, promotions, marketing, and design as tools to address redevelopment needs within a designated program area. The City of Sebastian is encouraged to explore the Main Street program as a parallel program towards revitalizing the commercial component of the downtown.

*Downtown Marketing Program:* Sebastian has an opportunity to market itself online, through newspapers and magazines, and at regional travel hubs (e.g. airports) to bring in additional tourism.

*Advertising I-95:* The CRA is close enough in proximity to I-95 to benefit from billboard advertising for the Downtown area.

*Neighborhood Infill Program:* This program will allow for CRA Area incentives for residential infill housing, and provide additional incentive for low- and middle-income affordable housing construction within the CRA Area. Any number of incentives can be used by the City to promote residential infill within the CRA Area, including waivers for certain permit and development review fees, or providing for an expedited development process for residential infill developments. Additionally, the CRA may choose to utilize TIF funds to demolish abandoned and dilapidated structures to create opportunities for infill within the CRA Area.

*District Branding:* This program will help the CRA district to establish a unique identity and sense of place, consistent with and furthering the overall “Old Florida Fishing Village” design theme. The previously discussed “gateway” treatments at prominent entrances to the City/CRA are part of this strategy, as are programs for consistent signage (both public and private). The CRA may choose to provide grants for the placement of uniform private signage.

*Waterfront Programs:* The CRA Master Plan seeks to make the most beneficial use of a major asset of the district, its location adjacent to the Indian River Lagoon. Specifically, the CRA may acquire and (re)develop property for recreational or civic uses, or may acquire property that is dilapidated or in danger of becoming so, in order to restore such property to productive use appropriate to its waterfront location.

*Façade, Signage and Landscaping (FSL) Grant Program:* This programs provides funds to assist property owners and/or business owners to improve facades and install new signage or landscaping.

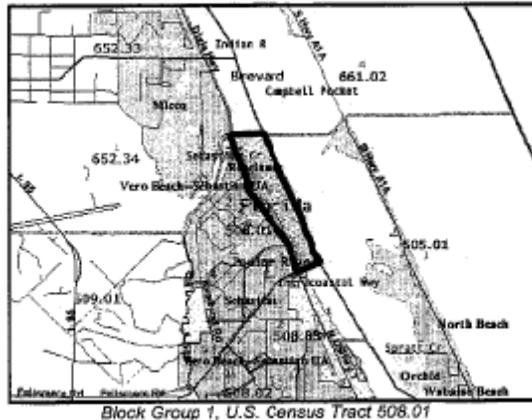
In addition to the CRA programs recommended above, several policy recommendations have been discussed throughout this Plan. These policy recommendations include:

- Zoning and Land Use changes, where applicable; and
- Enforcement and modifications to existing architectural design guidelines.

***K. Neighborhood Impact and Affordable Housing Element***

***Community Housing Demographics***

The portion of the CRA located of U.S.-1 is located within U.S. Census Tract 508.01, Block Group 1. This Census Block Group extends from Fellsmere Boulevard north to include Roseland, with U.S.-1 forming a western boundary. According to 2000 Census data, there are a total of 402 housing units in this Block Group, 337 (84%) of which are occupied. Nearly 74% (249) of the occupied housing units are owner-occupied, and 26% (88) are renter-occupied.



No housing units in the area lack plumbing or kitchen facilities, although 28 units report lacking landline telephone service. The median home value was \$110,300 in year 2000, median household income was \$25,720, and average household size was reported as 1.84 persons per unit. The comparatively low median household income is a result of a large population of retired persons in the area; 205 (53%) households reported no income.

***Affordable and Replacement Housing***

This Plan is not expected to significantly impact households in the low to moderate-income range. No acquisition of housing units is proposed, and potential acquisition needs of conceptual improvements (e.g. commercial/retail uses adjacent to Riverview park) cannot be addressed until a detailed design plan is completed for the project. The CRA and City Council may wish to adopt a formal policy requiring future project designs to avoid any residential property acquisition, or putting into place a formal policy to address potential acquisition needs.

***Traffic Circulation***

No alterations to the arterial traffic circulation pattern within the CRA are recommended within this Plan. Recommended transportation improvements within the CRA – in Riverview Park and in the Sebastian Boulevard Triangle Area – are proposed to create greater community connectivity, and are limited to local collector roadways.

***Environmental Quality***

This Plan should have a positive impact on environmental quality in the residential neighborhoods within the CRA through streetscape improvements, the installation of future bicycle and pedestrian improvements, and future infrastructure improvements if deemed necessary.

***Availability of Community Facilities and Services***

Improvements have been suggested in this Plan that will enhance the availability of facilities and services within the CRA. Provisions for additional public parking, local traffic circulation improvements, and enhancement of existing community facilities (e.g. parks) will provide a higher level of service to the residential community.

***Effect on School Population***

Development of the Sebastian Boulevard Triangle Area as a mixed-use community will likely create additional demand on schools in the area. The following is a list of schools serving the City of Sebastian, under current enrollment, and total student capacity.

<b>Public School Serving the City of Sebastian</b>				
<b>School Name</b>	<b>Address</b>	<b>2003 Enrollment</b>	<b>Capacity*</b>	
Pelican Island Elementary	1355 Schumann Drive	656 students	862 students	
Sebastian Elementary	400 CR 512	592 students	878 students	
Liberty Magnet School	8955 85 <sup>th</sup> Street	506 students	874 students	
Sebastian River Middle School	9400 CR 512	1,250 students	1,601 students	
Sebastian High School	9001 90 <sup>th</sup> Avenue	1,764 students	2,025 students	
Source: Indian River County School District, 2003				
* Includes permanent capacity and portable classroom space				

As indicated in the table above, Sebastian’s schools have considerable additional student capacity as of 2003. Concurrency requirements for new developments and continued coordination with the school board will ensure adequate student capacity to serve the CRA.

***Other Matters Affecting the Physical and Social Quality of the Neighborhood***

This Plan proposes improvements that will have a positive impact on the quality of life for existing residences within the CRA through the provision of improved parkland, landscaping, lighting improvements, and traffic circulation improvements. Over time,

these improvements will increase property values in the area, boost tourism, and provide a stronger commercial base, while maintaining a viable sense of place for residents of Sebastian.

***L. Land and Building Acquisition***

The proposed CRA Area Plan may necessitate land acquisition and building demolition. It is intended that private market land and building transactions be used to the maximum extent possible in the implementation of this Plan. Eminent domain will only be utilized for the most critical redevelopment projects and when all concerted efforts to acquire key properties and/or buildings through private market transactions have failed.

As design plans for proposed CRA Area projects are developed in the future, the CRA will document specific building and/or land acquisition needs and attempt to acquire necessary lands and/or buildings through public/private development partnerships or private market purchases. As discussed above, eminent domain may be used in a manner consistent with applicable State laws and regulations.

Chapter 163, Florida Statutes provides for the relocation of any homes and/or businesses that may be impacted by redevelopment. The CRA and City intend to approach future relocation issues proactively, and will work towards mutually beneficial agreements with affected property owners to mitigate the impact of redevelopment projects.

Additional consideration to land and building acquisition, including preliminary cost estimates, is provided in Section IV of this Plan.

*M. Conformance with Sebastian and Indian River County Comprehensive Plans*

*Indian River County Land Use Plan*

The proposed Plan has been developed in a manner consistent with the Indian River County Comprehensive Plan. The Sebastian Community Redevelopment Master Plan meets the intent of several important goals, objectives and policies in the Indian River County Comprehensive Plan as follows:

- 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 2000, 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 ... Indian River County shall ... 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 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 ...
- FLUE Objective 5 **Diversity of Development.** Indian River County will have a diverse mix of land uses, development patterns, housing densities, and housing types. By 2010, thirty percent of the County's housing units will be in multiple-family or traditional neighborhood design projects.
- FLUE Objective 8 **Protection of Historic Resources.** Through 2025, at least 95% of unincorporated Indian River County's historic properties ... will continue to be preserved in fair, good, or excellent condition.
- FLUE Objective 9 **Promote Aesthetic Development.** Through the implementation of land development regulations, Indian River County will have aesthetically pleasing buildings, signs, landscaping, parking areas, and roads.
- FLUE Objective 11 **Blighted Areas.** Indian River County will ... (take) action to encourage redevelopment in at least three blighted areas.
- FLUE Objective 18 **Traditional Neighborhood Design (TND) Communities.** Ten percent of new residential development (dwelling units) occurring

in unincorporated Indian River County will be located in Traditional Neighborhood Design projects.

These objective and policies from the Indian River County Comprehensive Plan support the preparation and implementation of Community Redevelopment Master Plans such as that proposed for the City of Sebastian CRA. The Indian River County Comprehensive Plan also favors the use of innovative planning techniques such as mixed-use and traditional neighborhood development to eliminate incompatible uses, promote economic development, increase affordable housing, and encourage infill and redevelopment. The proposed City of Sebastian CRA Area is in conformance with, and furthers, a number of these objectives and policies adopted in the Indian River County Comprehensive Plan. In addition, no inconsistencies with the County's Land Use Plan were found in this review.

### *Sebastian Comprehensive Plan*

The Sebastian Community Redevelopment Plan furthers several important goals, objectives and policies in the Future Land Use Element (FLUE) of the Comprehensive Plan as follows:

- FLUE Policy 1-1.2.4      **Prepare a Redevelopment Plan for Enhancing the Identity, Design, and Vitality of the City's Riverfront Corridor.** The Riverfront corridor shall be the subject of periodic special planning and management studies as determined by the City Council, which shall be coordinated closely with the residents, Chamber of Commerce and other interest groups concerned with promoting improvements along this waterfront corridor.
- FLUE Objective 1-1.5      **Promote Community Appearance, Natural Amenities and Urban Design Principles.** The appearance of major transportation corridors serving as gateways to the City, as well as major activity centers such as the Downtown, the Indian River and St. Sebastian River shoreline, public parks and other public grounds and institutions shall be managed and enhanced through application of the site plan review process.
- FLUE Policy 1-1.5.1      **Reinforce and Enhance the City's Community Appearance.** Major attributes shall be preserved through application of design review standards and management of signs, open space, tree protection, and other urban design amenities ...
- FLUE Objective 1-3.3      **Encourage Redevelopment and Renewal.** The portion of the City along the Indian River has a unique history, style and look with the City seeks to preserve. By January, 1998, the City of Sebastian shall adopt amended land development regulations for the Riverfront area, including performance standards which ensure that land development activities, resource conservation

and infrastructure issues are managed in a manner that will consider the needs of the citizens of Sebastian ...

FLUE Policy 1-3.3.4     **Waterfront Theme.** The overall theme of the Riverfront District is an “Old Florida Fishing Village.” All City facilities and projects shall complement this theme in term of design ...

FLUE Policy 1-3.3.6     **Preservation of Existing Assets.** The protection, restoration and enhancement of existing assets, including historical structures, is important in implementing the “Old Florida Fishing Village” theme. The City shall adopt ... procedures and ordinances to protect, encourage restoration and to provide for enhancement of existing assets in the Riverfront District through the land development code ...

FLUE Policy 1-3.3.7     **Reinforce and Enhance Appearance of City Gateways along U.S.-1 and CR 512.** The City, together with the private sector, shall consider introducing landscaping and urban design amenities along gateways to the City, particularly the U.S.-1 and CR 512 corridors ...

In addition to the above, a number of related objectives and policies throughout the Comprehensive Plan support the design recommendations presented in this Plan, including policies related to historic preservation, bicycle, pedestrian and vehicular circulation, recreation, and housing, among others.

These selected objectives and policies from the adopted Sebastian Comprehensive Plan all emphasize the need for the City to redevelop older areas on a priority basis. The Redevelopment plan can be accomplished by continuing to use innovative planning techniques such as mixed-uses, and enhance the land use plan, aesthetic character, employment opportunities, public safety, affordable housing, and tax base of such areas. The proposed Sebastian Community Redevelopment Plan is in conformance with, and furthers a number of these objectives and policies adopted in the City’s Comprehensive plan. In addition, no inconsistencies with the Sebastian Comprehensive Plan were found in this review.

#### **IV. FINANCIAL FEASIBILITY**

A significant benefit of any Community Redevelopment Agency (CRA) is the ability to manage future incremental ad valorem tax revenues within the CRA Area from both County and City sources. Following the first year of the CRA (base year), 95% of ad valorem taxes collected annually on the incremental growth in property values since the base year are returned to the CRA by eligible authorities including, but not limited to, Indian River County and the City of Sebastian for use in implementing the approved Community Redevelopment Master Plan. This increment, which has been collected since 2000, will be supplemented in 2004 to include the Sebastian Boulevard Triangle Area.

Tax Increment Financing (TIF) revenues can be combined with other funding sources such as grants to help finance initial projects prioritized by the Redevelopment Plan. After three to four years of positive tax base growth – which the City has already experienced – the incremental tax revenues of the CRA Area should also be “bondable”. This enables the Agency to receive a large up-front infusion of funds to implement public and public/private projects designed to “grow” the tax base and repay the bonds with future tax revenues.

This section will use past TIF revenues and annual property value growth trends to provide estimated projections of incremental tax base growth in the Sebastian CRA and resulting tax revenues that may be received by the Agency. Other potential revenue sources will also be discussed to complete the ten-year CRA revenue picture.

Fulfilling the vision of the Sebastian Community Redevelopment Plan is contingent upon the ability to obtain funds to finance the public improvements and revitalization program. A combination of potential funding mechanisms has been identified to realize the vision of the plan.

*Redevelopment Trust Fund:* Subsequent to the approval of the original Redevelopment Plan, the Sebastian City Council established and approved the fund by ordinance in order to allocate future tax increments to the fund.

**A. Tax Increment Revenues**

The tables below show the annual taxable and assessed value for the Sebastian CRA Area over the past five years, as well as for the Sebastian Boulevard Triangle Area.

**Sebastian CRA – Tax Increment Financing Revenue Projections**  
Taxable Value Growth, 1998-2003

Year	Indian River Co. Taxable Value	Annual % Growth	City of Sebastian Taxable Value	Annual % Growth	Existing CRA Area Taxable Value** ***	Annual % Growth
1998	\$6,420,215,433	--	\$441,507,089	--	not available	--
1999	\$6,995,096,857	6.95%	\$484,360,012	9.71%	not available	--
2000	\$7,440,896,735	6.37%	\$507,026,049	4.68%	\$45,834,920	--
2001	\$8,541,206,140	14.79%	\$564,427,432	15.27%	\$58,263,740	27.12%
2002	\$9,500,891,213	11.24%	\$623,616,811	6.71%	\$58,644,190	1.00%
2003*	\$10,705,869,127	12.68%	\$700,797,392	12.38%	\$66,174,320	12.46%
<b>Growth 1998-2003</b>		<b>40.03%</b>	<b>37.00%</b>		<b>44.38%</b>	

Source: Indian River County, City of Sebastian, 2003

Note: Proposed CRA taxable values not available for 2001. CRA growth percentage based on 1998-2000.

\* Estimated.

\*\* Sebastian Boulevard CRA Expansion Area not included in total.

\*\*\* CRA base year (1994) taxable value = \$34,959,870

**Sebastian Boulevard CRA Expansion Area**  
Taxable Value Growth, 1998-2003

Year	Indian River Co. Taxable Value	Annual % Growth
2000	\$4,978,630	--
2001	\$5,433,040	9.13%
2002	\$5,929,680	9.14%
2003*	\$6,463,351	9.00%
<b>Growth 2000-2003</b>		<b>29.82%</b>

Source: Indian River County, City of Sebastian, 2003

\* Projected (data not available as of September 15, 2003)

As indicated in the tables above, the CRA grew more than 27% between 2000 and 2001. This is likely due to new development within the CRA. Taxable value grew only 1% the following year before leveling off at 12.5% growth rate. Growth within the Sebastian Boulevard Triangle Area has been more predictable, with a 9% annual growth rate between 2000 and 2003 (estimated).

In order to project future tax increment revenues that may be available to the CRA Area, an overall tax base growth rate will be assumed based primarily on historical growth. A conservative growth rate of 10% is assumed for the existing CRA, which was originally adopted in 1995. A growth rate of 9% is maintained for the Sebastian Boulevard Triangle Area, maintaining the annual growth rate over the past several years.

The table below presents the projected annual incremental growth in CRA Area tax base as well as estimated City and County revenues available to the CRA Area through year

2013. The projected increment value is actual for years 2000 through 2002, estimated for 2003, and projected for years 2004 through 2013, including the Sebastian Boulevard Triangle Area beginning in 2004.

**Sebastian CRA Revenue Projections**

<b>Year</b>	<b>Projected Increment Value**</b>	<b>County Tax Revenues ***</b>	<b>City Tax Revenues ****</b>	<b>Total Tax Revenues</b>
2000	\$10,875,050	\$42,373	\$51,656	\$94,029
2001	\$23,303,870	\$89,664	\$101,625	\$191,289
2002	\$23,884,320	\$87,877	\$104,157	\$192,033
2003	\$31,214,450	\$114,846	\$136,122	\$250,968
2004*	\$38,413,538.59	\$141,333	\$167,517	\$308,850
2005	\$45,326,813.52	\$170,448	\$202,026	\$372,474
2006	\$55,025,025.90	\$202,451	\$239,958	\$442,409
2007	\$64,586,148.32	\$237,629	\$281,652	\$519,281
2008	\$75,095,849.78	\$276,297	\$327,484	\$603,781
2009	\$86,648,310.19	\$318,801	\$377,863	\$696,664
2010	\$99,347,066.44	\$365,523	\$433,241	\$798,764
2011	\$113,305,942.60	\$416,881	\$494,114	\$910,995
2012	\$128,650,072.65	\$473,336	\$561,028	\$1,034,364
2013	\$145,517,024.93	\$535,394	\$634,582	\$1,169,977

*Source: Indian River County, City of Sebastian, Iler Planning Group, 2003*

Note: 2000-2003 data are actual/estimated taxable values and revenues

\* Assumes CRA boundaries amended to include Sebastian Boulevard Expansion Area and 2003 millage rates

\*\* 1994 CRA Base Year taxable value = \$34.96 million. Incremental taxable values shown based on taxable value of 9% for Sebastian Boulevard Expansion Area, and 10% for remaining CRA.

\*\*\* Revenues reduced by 5%. Estimates based on County millage rate of 3.8729.

\*\*\*\* Revenues reduced by 5%. Estimates based on City millage rate of 4.5904.

**B. Capital Improvements Program**

Estimated capital improvements costs for CRA projects over the long-term are depicted in the following table. It should be noted that the cost figures are for long-range planning and may vary considerably based on specific project details at time of construction.

<b>Sebastian CRA – Long-Term Capital Improvements Implementation Timeframe / Cost Estimates</b>			
<b>Improvement</b>	<b>Priority</b>	<b>Cost Estimate*</b>	<b>Comments</b>
<b>Park District Improvements</b>			
<i>Streetscape Improvements</i>			
Stormwater System	High	\$901,000	
Pedestrian and Roadway Lighting	--	\$687,000	
Street Trees	--	\$380,000	
Street Furniture	--	\$228,000	
CavCorp / Yacht Club	--	\$231,000	
New Sidestreet Parking	--	\$554,000	
Specialty Paving at Intersections	--	\$304,000	
Sidewalk	--	\$389,000	
Pocket Parks	--	\$69,000	6 @ \$10000 EA
<i>Upgrades and Renovations to Park:</i>			
Participatory Fountain	High	\$575,000	
Restroom	--	\$230,000	
Pavilions	--	\$35,000	
Pedestrian Connection to Sebastian Square		\$115,000	
Installation of New Parking		\$125,000	
<b>Sebastian Boulevard Mixed-Use District</b>			
<i>Gateway Treatment:</i>			
Architectural Features and/or Flags	High	\$460,000	2 @ \$200,000 EA
Signature Landscaping	--	<i>Included</i>	
Specialty Lighting	--	<i>Included</i>	
Fountain at Conceptual New Lake	--	\$17,000	
Modification to Existing Lake to Create Park	Medium	\$633,000	
<i>Sebastian Boulevard Streetscape:</i>			
Double Rows of large Shade Trees	High	\$358,000	
10-Foot Wide Pedestrian/Bikeway	--	\$323,000	
Pedestrian and Roadway Lighting	--	\$1,052,000	
Earthwork & Sodding	--	\$323,000	
Street Furniture	--	\$217,000	
Specialty Paving at Key Intersections	--	\$212,000	
Traffic Roundabout Connecting Triangle to South Wimbrow	Medium	\$161,000	
<b>US-1 Commercial District</b>			
<i>US-1 Streetscape:</i>			
Large Specimen Medjool Date Palms	Medium	\$506,000	\$5000 per Date Palm
Decorative Lighting in Median	--	\$207,000	
Washington Palms along Roadside	--	\$421,000	
Pedestrian-Scale Lighting along Roadside	--	\$959,000	
Gateway Features	High	\$460,000	2 @ \$200,000 EA
Infill Commercial Development (Feasibility/Design Study)	Medium	\$58,000	
<b>Riverfront District</b>			
Stormwater System	High	\$684,000	

## CRA Master Plan

Pedestrian and Roadway Lighting	High	\$790,000	
Street Trees	High	\$521,000	
Street Furniture	High	\$312,000	
Installation of New Parking	High	\$666,000	
Sidewalk	High	\$463,000	
Picnic Tables	High	\$7,000	6 @ \$1000 EA
Covered Seating Areas	High	\$35,000	2 @ \$15,000 EA
Wildlife Observation Areas	High	\$23,000	
Pedestrian Kiosks	High	\$9,000	5 @ \$1500 EA
Preservation/Restoration of Archie Smith Fish House	High	\$862,500	
<b>TOTAL</b>		<b>\$15,562,500</b>	

\* 15% contingency added to all cost estimates. 20% additional has been added to storm system improvements.

Notes:

- The information contained herein is approximate. This table will be amended during regular Redevelopment Plan updates to reflect current needs, and is intended to introduce initial projects for a 30-year plan.
- This table was updated in September 2010

The following table presents the CRA's detailed capital improvements schedule for the years 2010 to 2015.

Capital Improvements Program – 2010 - 2015							
Project	2010	2011	2012	2013	2014	2015	Total
<i>US-1 Streetscaping</i>							
Landscaping Improvements	\$25,000	--	--	--	--	--	<b>\$25,000</b>
Other	--	\$25,000	--	--	--	--	<b>\$25,000</b>
<i>Working Waterfront</i>							
Land Acquisition	\$535,119	--	--	--	--	--	<b>\$535,119</b>
Facility Renovations	\$200,000	--	--	--	--	--	<b>\$200,000</b>
Gateways	--	\$250,000	--	--	--	--	<b>\$250,000</b>
Uniform Signage / Branding <b>OR</b> Billboards	\$15,000	\$20,000	\$20,000	\$15,000	--	--	<b>\$70,000</b>
C.A.V. Corp Parking Lot	--	--	\$400,000*	--	--	--	<b>\$400,000</b>
Parking Study	--	\$30,000	--	--	--	--	<b>\$30,000</b>
<b>Total:</b>	<b>\$775,119</b>	<b>\$325,000</b>	<b>\$420,000</b>	<b>\$15,000</b>	--	--	<b>\$1,535,119</b>

\* In addition to the \$400,000 in CRA funds noted here, this amount will be supplemented by \$100,000 in Recreation Impact Fees and \$250,000 from the DST Fund.

Tax Increment Financing (TIF) revenues for the CRA are projected to be approximately \$6.9 million over the next ten years. The projects included herein are generally feasible, assuming bonding, public-private partnerships, grants, and other funding sources available to the CRA are utilized in addition to Tax Increment Financing funds.

Please note that the capital improvements cost estimates provided above are for a ten-year time period, and only initial projects for consideration. Generation of addition projects through regular Plan updates will ensure success of the CRA through its 30-year period.

**C. Project Financing**

*CRA Tax Increment Revenues:* The CRA will continue to accumulate the tax increment generated within the district, which may be used to secure bonds for public improvements or be expended directly on CRA projects. The tax increment is that portion of tax revenue that has increased from the year the CRA was established and the year the bonds are issued. All improvements funded through bonds must be located within the CRA Area district.

*State of Florida:* The State of Florida has various funding sources for improvements in the CRA Area, including:

- Historic preservation matching grants are available for building restoration and educational projects (e.g. walking/driving tours, brochures). These funds may help increase tourism in the area, create community awareness of the National Register of Historic Places District, and provide a mechanism by which to restore designated historic structures to their original appearance.
- The Secretary of State maintains a grant program for local parks and recreation improvements, which may be utilized in the CRA Area for improvements to the park areas and greenways connections.
- Urban and community forestry grants for special landscape improvements, which may include improvements within the CRA Area.
- Florida Inland Navigation District provides funds for waterway improvements. These funds may be used in the CRA Area to create and expand marina facilities to create additional recreational opportunities focusing on the river, and to create or improve docking facilities.

*City of Sebastian:* City funding sources include:

- Community Development Block Grant funds, which may be utilized for infrastructure improvements.
- Special assessments may be utilized to fund improvements through taxes levied on benefitting properties in the CRA Area.
- General fund reserves may be used on a loan basis to initially fund the CRA.
- City water and sewer funds may be allocated for water and sewer improvements in the CRA Area.
- City bond issues can be utilized for capital improvements in the CRA Area, including streetscaping, parking, and related improvements.

- Gas tax funds may be used for transportation improvements.

*Non-Profit Corporation:* The establishment of a tax-exempt organization may provide funds for district improvements, such as buy-a-brick or adopt-a-tree programs for streetscape improvements.

## **V. OPERATIONAL PROCEDURES**

### **A. CRA Term**

The term of the Sebastian Community Redevelopment Master Plan will be thirty years from the date of Plan adoption, which is expected to occur in December 2003. This length of operational term is absolutely necessary to provide the best opportunity for the CRA to successfully complete the redevelopment process within the redevelopment area and ensure the greatest potential property value enhancement resulting from initial public-sponsored projects and programs. This does not mean the entire CRA Area will be redeveloped within that timeframe, but rather that the major principles and associated improvements envisioned in the Redevelopment Plan, as amended and updated in the future, will be fully implemented and private development will be well on the way toward helping the City of Sebastian attain its vision for the restoration of its historical downtown.

Although the initial capital improvements process is estimated over a ten-year period, the Plan will be updated periodically over the thirty-year CRA term to reflect changed financial and development conditions in Sebastian. In addition, the CRA may engage in bond financing after three to five years of operation in order to provide an up-front infusion of dollars for public improvements with repayment from enhanced tax increment proceeds over an extended period, typically twenty to twenty-five years. Obviously, bond underwriters will require that the term of the CRA extend through and beyond the final payoff of any bonds they sponsor. It is also not unusual for successful CRAs to implement multiple bond issues over the thirty-year redevelopment period, and second and third issues would also need long-term payback periods to keep interest rates within reason for the Agency.

Another areas of Plan implementation where the thirty-year term is crucial include the development of public/private partnerships. CRAs have been appropriately referred to “developers in the public interest”, and this aspect of the CRA role is very important to realize the tax base enhancement expected from publicly funded improvements. Expedited approval of development consistent with the Redevelopment plan may be the difference between a high or low growth of tax base in the redevelopment area. In addition, successful CRAs often enter into long-term agreements with developers to address issues such as parking,; these issues typically extend far into the future.

***B. Annual Reporting***

The Sebastian CRA will prepare an annual budget for consideration and approval prior to October 1<sup>st</sup> of the fiscal year in which the budget will be implemented. In addition, an annual report will also be prepared, which will outline progress made toward achieving Plan goals, objectives and policies. This report will also include a comparison of current-year tax base in contrast to the base year value. In addition, financial statements will be prepared according to Florida Statutes.

***C. Plan Update and Amendments***

The Sebastian Community Redevelopment Master Plan will be updated and revised to reflect changing conditions every three to five years. The standard updating process will involve the following steps:

1. Updated data and analysis;
2. Revised capital improvements program and other redevelopment strategy recommendations;
3. Review by Local Planning Agency; and
4. Consideration by CRA Board and City Council.