

1. LAND USE ELEMENT



LAND USE ELEMENT

The **Land Use Element** promotes livability, sustainability, and smart growth principles to guide the development of the City of Sebastian and shape how the City will grow in the next 20 years. The purpose of the **Land Use Element** is to designate future land use patterns with corresponding densities and intensities in areas which will best accommodate the projected growth. This Element ensures the minimization of adverse impacts on natural resources and the maintenance of essential facilities and services at desired levels to maintain the quality of life within the City. The **Land Use Element** is the foundation of the City of Sebastian Comprehensive Plan as it ties all or portions of the other Elements and establishes the planning framework for the City's Vision moving forward.

LAND USE ELEMENT HIGHLIGHTS

1. Designates future land use patterns to guide sustainable growth and development within the City;
2. Encourages mixed use development and increased densities and intensities;
3. Promotes transfer of development rights or incentives for the protection of the City's natural resources;
4. Incorporates emergency preparedness measures for natural and man-made disasters to ensure the City's resilience;
5. Promotes affordability, accessibility, and healthy communities;
6. Encourages low-impact development, sustainable, and energy efficient building design and practices;
7. Guides growth management principles to prevent the proliferation of sprawl and requires adequate infrastructure and public facilities to support the City's population;
8. Encourages the utilization of design standards and form based code principles in order to enhance the community's appearance;
9. Articulates redevelopment and renewal strategies as well as promotes infill development and redevelopment;
10. Requires the protection of the City's historical and cultural resources.



GOALS, OBJECTIVES, & POLICIES

Goal 1-1: Land Use Designations.

Future growth in the City of Sebastian will be managed using sustainability and smart growth principles to accommodate development and redevelopment. The **Land Use Element** shall be used as a tool to direct growth into the urban core and designated growth areas, recognizing redevelopment opportunities, optimizing services and infrastructure and protecting the environment.

Objective 1-1.1: Establish Land Use Designations. The land use designations identified in this Element and depicted on the Future Land Use Map (FLUM) shall support a variety of land uses, density and intensity, and an appropriate mix of uses to accommodate the City's future population identified in the Data Inventory and Analysis (DIA). The City's land use designations shall be grouped by the overarching categories of Residential, Non-Residential, and Other.

Policy 1-1.1.1: Future Population. The City shall designate sufficient lands necessary to accommodate at a minimum the projected residential population growth and supporting non-residential development based on the medium population projections through the planning period.

Policy 1-1.1.2: Residential Density Defined. Residential development (density) is measured by dwelling units per gross acre (du/ac). All residential densities denoted on the FLUM stipulate the maximum gross densities permitted for development on the land however, the maximum density is not guaranteed by right. The appropriate allocation of density shall encourage a compact, transit-accessible, and pedestrian-oriented community. Subdivision, zoning, and site plan review criteria and procedures shall assure that specific density assigned to new development is compatible and consistent with established residential development patterns and provides equitable use of the land. Criteria to be considered in allocating density shall include, but not be limited to, the following:

- Protect the integrity and stability of established residential areas;
 - Assure efficient and appropriate use of land to reduce sprawl;
 - Assure transition in residential densities;
 - Require application of sound landscaping and urban design principles and practices where applicable;
 - Protect environmentally sensitive areas;
 - Minimize the impact of flood hazards and sea level rise;
 - Coordinate with Indian River County as well as appropriate state and regional agencies charged with managing land and water resources; and
 - Provide reasonable use of the land.
- A. In cases where residential land abuts waters of the State, the boundary shall be delineated as established by the State and no density credit shall be granted for waters of the State. In cases where residential land abuts other natural floodplains or wetlands, the land development regulations shall provide performance standards and/or criteria which may further restrict the character of land for which density credit may be granted and or permitted to transfer such credit. The intent is to allocate



Land Use

density credits only to those lands which are buildable pursuant to urban design principles criteria. These criteria principles that shall be incorporated within the Land Development Code (LDC).

Policy 1-1.1.3: Non-Residential Intensity Defined. Non-residential development (intensity) is measured in floor area ratio (FAR). FAR is calculated by dividing the total size of the building/structure (in square feet) by the total size (in square feet) of the lot on which the building is located. All non-residential intensities denoted on the FLUM stipulate the maximum intensities permitted for development on the land however, the maximum intensity is not guaranteed by right.

Policy 1-1.1.4: Implementing Land Use Designations. The City shall implement the following land use designations in **Table 1-1** as shown on the FLUM.

Table 1-1: Land Use Designations

Land Use	Density (units per gross acre) & Intensity (floor area ratio)
Residential Land Use	
Very Low Density	3 du/ac
Low Density	5 du/ac
Medium Density	8 du/ac ¹
Mobile Home Development	5 du/ac
Non-Residential Land Use	
Limited Commercial	0.6 FAR
General Commercial	1.0 FAR
Commercial 512	0.5 FAR
Riverfront Mixed Use	8 du/ac ² & 0.6 FAR ³
Mixed Use	8 du/ac ⁴ & 0.6 FAR ⁵
Industrial	0.5 FAR
Institutional	0.6 FAR
Other	
Agriculture	1 du/5 ac
Conservation	0.25 FAR

- Note: 1: Up to 10 du/ac with incentives*
 2: Up to 10 du/ac with incentives
 3: Up to 1.0 FAR with incentives
 4: Up to 10 du/ac with incentives
 5: Up to 1.0 FAR with incentives



Objective 1-1.2: Residential Land Use. The Residential Land Use category consists of Very Low Density Residential, Low Density Residential, Medium Density Residential, and Mixed Residential uses in progressive degrees with higher density in areas adjacent to the urban core and less density in the perimeter of the City. Residential development shall be planned and designed to create and perpetuate stable residential neighborhood and implement the policies stipulated below.

Policy 1-1.2.1: Very Low Density Residential Development (VLDR). Areas designated as Very Low Density shall accommodate up to three (3) dwelling units per acre and shall be comprised of primarily single-family detached homes on individual lots.

Policy 1-1.2.2: Low Density Residential Development (LDR). Areas designated as Low Density shall accommodate a maximum density of up to five (5) dwelling units per acre and shall be comprised primarily of single family detached homes on individual lots and attached residential homes.

Policy 1-1.2.3: Medium Density Residential Development (MDR). Areas designated as Medium Density shall accommodate a mixture of single-family (detached and attached) residential housing, multi-family residential housing, and compatible civic uses and open space(s) at a maximum density of eight (8) dwelling units per acre and up to ten (10) dwelling units per acre with the use of TDRs or incentives. TDRs and incentives shall be outlined in the LDC and may include but are not limited to projects that incorporate regional stormwater pond(s), attainable and workforce housing, shared parking structures(s), bike/pedestrian connectivity, and quality of public open space. The Medium Density designation is intended to encourage and enhance livability in the City through the provision of a diverse mix of housing stock that is attainable, well-integrated with the City's mobility network, and in close proximity and accessible to services (public and private), neighborhood and community amenities, and employment centers. Due to the nature of development within this designation, multi-modal connectivity is encouraged. The density of uses within this designation should be sensitive to adjacent neighborhoods to ensure appropriate transitions, buffers, and compatibility. The City may utilize financial and other incentives to assist the private sector in the provision of attainable and 'missing middle' housing within the Medium Density designation.

Policy 1-1.2.4: Mobile Home Residential Development. Areas designated as Mobile Home shall accommodate mobile home parks or subdivisions at a maximum of five (5) dwelling units per acre. The LDC shall contain requirements for open space landscaping and buffers to effectively screen mobile home developments from adjacent residential development.

Policy 1-1.2.5: Allocating Residential Development. The highest residential densities shall continue to be allocated to sites with adequate and supporting public infrastructure, accessible to major arterials or collector streets and adjacent to existing development with the same or higher density. The allocation of new residential land use shall be based on the following considerations:

- Projected population;
- Infrastructure (availability);
- Infill;
- Enclaves;



- Housing trends and characteristics including provisions for missing middle and attainable housing;
- Provision and maintenance of quality residential developments and housing stock;
- Protection of environmentally natural systems;
- Location and or proximity to the Coastal High Hazard Area (CHHA);
- The need to plan for transition in residential densities; and
- Provision and maintenance of traffic circulation.

Policy 1-1.2.6: Protect Residential Areas from the Adverse Impacts of Transition in Land Use.

Established residential areas and projected future residential areas as delineated on the FLUM shall be protected from encroachment by potentially incompatible non-residential development. This does not preclude necessary community facilities from locating within residential areas when such activities satisfy established criteria of this plan and the City’s LDC.

Objective 1-1.3: Non-Residential Land Use. A variety of non-residential land use designations shall be maintained to assure availability of sites that accommodate the varied site and spatial requirements for such activities as: professional and business offices, commercial activities, employment generating businesses and general retail sales and services, and industrial. In doing so, the City shall promote the image and function of the urban core which is the City’s center for commerce as well as civic and cultural enrichment. Office development may serve as a transitional use separating more intensive commercial uses from residential development. Office development and limited commercial activities (neighborhood serving) may also be suitable and locate along the outer fringe of the urban core where such development may encourage reinvestment in declining residential areas surrounding the urban core.

Policy 1-1.3.1: Definition of Neighborhood Level Commercial Activities. Neighborhood level commercial activities are defined as including retail and office activities that service residential neighborhoods.

Policy 1-1.3.2: Limited Commercial Development (LCD). The purpose of the Limited Commercial land use designation is to consist of sites intended to accommodate neighborhood level commercial activities. The maximum intensity is 0.6 FAR. Limited commercial activities and personal services shall include establishments catering to the following markets:

- Neighborhood residential markets within the immediate vicinity as opposed to county-wide or regional markets; or
- Specialized markets with customized market demands.

Policy 1-1.3.3: General Commercial Development (CG). The purpose of the General Commercial land use designation is to accommodate general retail sales and services; highway oriented sales and services; and other general commercial activities defined in the LDC. General Commercial designations are located in highly accessible areas, adjacent to major arterials. The maximum intensity is 1.0 FAR.

Policy 1-1.3.4: C.R. 512 Commercial (C-512). The purpose of the Commercial C.R. 512 designation is to accommodate retail sales and services and other commercial activities and community facilities that are compatible with nearby residential areas. This land use designation and implementing zoning district





expressly excludes vehicular sales and services; bars and lounges; parking garages; enclosed and unenclosed commercial amusements; indoor theaters; merchandising of second-hand goods, including flea markets, wholesale trades and services; industrial uses or outside storage activities, or any other activities which may generate nuisance impacts such as glare, smoke, other air pollutants, noise, vibration, fire hazard, or other adverse impacts associated with more intense commercial and industrial uses. The maximum intensity is 0.5 FAR.

Policy 1-1.3.5: Riverfront Mixed Use (RMU). The Riverfront Mixed Use designation is intended to provide a mixture of residential, commercial, recreational, and institutional uses in the Riverfront District. Development and redevelopment in this designation is at risk of potential flooding and sea level rise impacts per the *City of Sebastian, Coastal Resiliency Plan, Prepared By: Kimley-Horn and Associates, Inc., March 2019* (Coastal Resiliency Plan). The use of Transfer of Development Rights (TDRs) shall be encouraged as a tool to move the density/intensity of development from the east area of the district to the west area of the district outside of the CHHA. The City's LDC may also define additional areas as receiving zones. The maximum intensity is 0.6 FAR, and up to 1.0 FAR with incentives. The allowable residential uses are single family, duplexes, multi-family with densities up to eight (8) dwelling units per acre, and up to ten (10) dwelling units per acre with the use of TDRs or incentives. Incentives shall be outlined in the LDC and may include but are not limited to projects that incorporate regional stormwater pond(s), shared parking structures(s), bike/pedestrian connectivity, and quality of public open space.

Policy 1-1.3.6: Mixed Use (MU). The purpose of the Mixed Use designation is to provide a mixture of residential, office, commercial, recreational, and institutional uses and encourage town centers along major arterial corridors. This designation shall target areas outside of the Riverfront Mixed Use district to allow for greater flexibility and changing market types in identified areas of the City such as the Sebastian Boulevard Triangle Area. These areas may also serve as TDR receiving areas allowing for the preservation of additional preservation and conservation lands within the City. Additional design and development standards including form based code principals shall be incorporated into the LDC. The maximum intensity is 0.6 FAR, and up to 1.0 FAR with incentives. The allowable residential uses include single family, duplexes, and multi-family up to eight (8) dwelling units per acre, and up to ten (10) dwelling units per acre with the use of TDRs or incentives. Incentives shall be outlined in the LDC and may include but are not limited to projects that incorporate regional stormwater pond(s), shared parking structures(s), bike/pedestrian connectivity, and quality of public open space.

Policy 1-1.3.7: Industrial Land Use Designation (IND). The purpose of the Industrial designation is to provide strategically located sites for industrial needs and requisite support services.

- A. Industrial sites shall generally be allocated in areas accessible to rail corridors or near airport facilities and should be located in more sparsely developed areas. The maximum intensity is 0.5 FAR.
- B. The City shall establish standards in the LDC including, but not limited to, use, buffering/compatibility, locational criteria, etc. as it pertains to both light and heavy industrial districts. Uses allowed in the Industrial designation include: manufacturing, assembling and distribution activities; warehousing and storage activities; general commercial activities; aviation related industry, services and facilities; and other similar land uses which shall be regulated



- through appropriate zoning procedures. Heavy metal fabrication, batch plants, chemical or petroleum manufacturing or refining, rubber or plastics manufacturing, or other use generating potentially harmful environmental or nuisance impacts shall be prohibited.
- C. The City shall prevent nuisance impacts frequently associated with industrial activities by maintaining performance standards for managing emission of noise, air pollutants, odor, vibration, fire or explosive hazard, and glare.
- D. The City shall encourage industries that contribute optimally to the City's economy and that of the Treasure Coast and Space Coast. The City shall also encourage green industries that minimize impact to the environment. The allocation of land resources for industrial development shall be responsive to the location and space requirements of industrial activities and potential fiscal and environmental impacts on the City of Sebastian.
- E. The location and distribution of industrial land use shall be determined based on the following considerations:
- Trip generation characteristics and impact on existing and planned transportation systems, including dependency on rail, air, or trucking for distribution of material and goods;
 - Anticipated employment generation, floor area requirements, and market area;
 - Ability to meet established performance standards for preventing or minimizing nuisance impacts, such as emission of air pollutants, glare, noise or odor, or generation of hazardous by-products;
 - Impact on established as well as anticipated future development and natural systems; and
 - Impact on existing and planned public services, utilities, water resources, and energy resources.

Policy 1-1.3.8: Institutional Land Use Designation (INST). The Institutional land use designation is intended to accommodate existing public and semi-public services including: governmental administration buildings; places of worship, cultural or civic centers, and other similar public or private not-for-profit uses; public schools and not-for-profit educational institutions; hospital facilities and supportive health care units; arts and cultural or civic facilities; essential public services and facilities; cemeteries; fire and emergency operation facilities; public and private parks and recreation areas; utilities; extensive open areas comprising major committed public and semi-public open spaces, including the Municipal Golf Course and Sebastian Municipal Airport; and other similar activities. The maximum intensity of this designation is 0.6. The location, scale, timing, and design of necessary public and semi-public services and utilities shall be closely coordinated with development activities in order to promote more effective and efficient delivery of requisite services and utilities. The City shall maintain and enforce appropriate standards and specifications for the design and construction of public and semi-public services in order to promote cost effectiveness and quality control consistent with all applicable federal, state, regional, and local standards.

Policy 1-1.3.9: Pattern of Non-Residential Land Use. In order to promote efficient flow of traffic along major arterials cited in the **Transportation & Mobility Element**, achieve orderly development, and minimize adverse impact on residential quality, non-residential development shall be concentrated in strategically located (targeted) areas. These areas include those having location characteristics which best accommodate specific land, site, public facilities and market location requirements of their respective



non-residential uses. Similarly, proliferation of strip non-residential development shall not be extended or supported. The existence of non-residential areas on one part (quadrant or side) of an intersection shall not dictate the development of all parts with the same or similar use; nor does the existence of non-residential development on a major arterial dictate that all frontages may be similarly used.

Policy 1-1.3.10: Allocating Non-Residential Land Use. The approval of non-residential uses shall recognize that respective non-residential activities frequently have different site, spatial, and market area characteristics and generate significantly different impacts. The non-residential development designations on the FLUM shall be complemented by zoning, performance standards, and site plan review requirements which shall regulate development on such land. These regulations shall assure that the proposed development of non-residential designated sites is appropriate and can be adapted to the proposed site. For instance, the LDC shall address issues regarding:

- Parking including safe and convenient vehicle and pedestrian circulation;
- Open space preservation and natural constraints to development;
- Perimeter and internal landscape requirements;
- Availability of public facilities at adequate levels of service;
- Urban design and required amenities, including, but not limited to, signage controls, fences, pedestrian amenities, building height, building setback, and orientation, and other similar design features;
- Controlled access and egress;
- Trip generation characteristics, impact on existing and planned transportation facilities and ability to achieve a functional internal circulation;
- Location and site requirements based on intensity of use, specific needs of respective commercial activities, their market area, anticipated employment generation, and floor area requirements;
- Compatibility with and impact on other surrounding commercial activities;
- Relationship to surrounding land uses and natural systems; and
- Impact on existing and planned community services and utilities.

Objective 1-1.4: Other Land Use. The City shall provide designations for Agriculture and Conservation land uses.

Policy 1-1.4.1: Agriculture Land Use Designation. The Agriculture land use designation shall be used for the following uses: farming, crops, range and livestock activities; protecting industries that are a part of the state's traditional economic base such as citrus and aquaculture; agricultural research; agricultural related businesses; public facilities; institutional uses or recreational uses. The City shall also utilize the Agriculture land use designation for future annexations of existing agricultural lands until such a time that urban growth is contiguous and agricultural activities are no longer economically viable. Residential density is limited to 1 unit per 5 acres.

Policy 1-1.4.2: Conservation Land Use. The Conservation land use designation identifies lands that are environmentally sensitive or fragile natural resources for long term preservation. It is vital to redirect population and public expenditures away from these areas so that future development and



redevelopment does not occur and negatively impact those areas. This designation may be impacted by flooding and sea level rise predictions forecasted in the City's Coastal Resiliency Plan as well as those areas subject to native and wildlife habitats, and critical habitat corridors.

- A. Further descriptions of the Conservation land use category can be found in the **Conservation & Coastal Management Element** including provisions (allowances) as may be regulated and permitted by State and Federal agencies. If it is impractical to designate the area containing conservation resources as Conservation due to size, location, or other factors, the City shall have the option of obtaining a conservation easement from the property owner(s) to protect the area. The City shall support the acquisition of natural areas or open space through the use of TDRs or through publicly funded programs, including the acquisition and development of facilities that promote and educate the public about the economic, cultural and historic heritage of the City. The maximum intensity is 0.25 FAR. The applicant for a development shall bear the burden of proof in determining that development shall not adversely impact conservation resources.

Objective 1-1.5: Transfer of Development Rights. Transfer of Development Rights (TDRs) for both residential and non-residential development allow for blended densities and intensities while protecting conservation lands and areas prone to sea-level rise and flooding, and native habitats.

Policy 1-1.5.1: Utilizing Transfer of Development Rights. The City shall establish formal TDR standards in the LDC including but not limited to transfer rates and requirements in order to direct development away from targeted (identified) areas. Consistent with Policy 5-2.5.2 in the Conservation & Coastal Management Element, these identified areas include but are not limited to conservation lands, Coastal High Hazard Area (CHHA), proposed Adaptation Action Area (AAA) Overlay, public open spaces, wetlands and other native habitats. Incentives established through the TDR process may include density and intensity bonuses based on the quality of the areas being protected and preserved, provision of public spaces, public infrastructure improvements or similar.

Objective 1-1.6: Planned Unit Development. The City promotes innovative development concepts and procedures through the use of the planned unit development as a means to improve development design and recognize unique land characteristics.

Policy 1-1.6.1: Planned Unit Development Overlay Designation. The City's LDC shall continue to allow a planned unit development overlay zoning designation in order to provide a voluntary management framework for coordinating objectives of developers with those of the City Council. The City Council shall reserve the authority to invoke new conditions in extending development rights based on:

- Changes in conditions surrounding the impacted land uses in the vicinity;
- Evolving issues surrounding infrastructure levels of service;
- Impacts on natural resources; and/or
- Other related issues impacting the nature of the proposed planned unit development.

Policy 1-1.6.2: Planned Unit Development Option. The planned unit development overlay designation shall be available as a voluntary approach for managing specific development characteristics and project amenities to be incorporated in residential, commercial, industrial, or mixed use development options.



Developers who voluntarily participate in the process shall bind themselves as well as those who may be their successors in title to the subject land.

Goal 1-2: Growth Management.

The City shall ensure that the character and location of land uses incorporate best management practices and principles of resource conservation, promote orderly land use transition, and minimize threats to health, safety, and welfare while encouraging economic stability to keep pace with the City's growth.

Objective 1-2.1: Transitioning from Rural to Urban. The City shall ensure a transition from rural to urban uses within the Urban Service Boundary (USB) of the City and annexation reserve area.

Policy 1-2.1.1: Smart Growth Principles. The City shall promote smart growth principles that direct growth in an intentional, comprehensive way. These principles include but are not limited to promoting a mix of uses, compact building design, walkable communities, housing diversity, environmental preservation, and transportation choices.

Policy 1-2.1.2: Protect Developments from Possible Adverse Effects of Neighboring Permitted Uses. The City's LDC shall incorporate standards and/or review criteria for mandating retention of open space, regulating building design, including setbacks, building placement on site, and building orientation. These provisions shall be directed toward supporting compatibility as well as to preserving light, air, and open space. Other reasonable design principles, including buffering standards, shall be included in the LDC.

Policy 1-2.1.3: Minimize Impacts Between Urban and Rural Land Uses. The LDC shall incorporate performance standards, urban service availability standards, and other requirements which ensure buffering between urban and rural land uses. This is necessary in order to maintain responsive land management policies along the outer suburban fringe where urban development within the City could potentially impact unincorporated agricultural lands, and vice versa.

Objective 1-2.2: Prevent Proliferation of Urban Sprawl. The City shall continue to maintain LDCs which include performance standards ensuring that the location, scale, timing, and design of development shall be coordinated with public facilities and services in order to prevent the proliferation of urban sprawl, maximize public infrastructure, and achieve cost effective land development patterns.

Policy 1-2.2.1: Urban Sprawl Definition. According to Ch. 163.3164(51), FS, urban sprawl is defined as a development pattern characterized by low density, automobile-dependent development with either a single use or multiple uses that are not functionally related, requiring the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses.

Policy 1-2.2.2: Resource Protection. The City shall seek to maintain and manage the City's natural and man-made resources by establishing a pattern of development that is harmonious with the City's natural environment and quality of life.



Policy 1-2.2.3. Land Acquisition. The City shall use the capital improvement program (CIP) and budget process to pursue acquisition of land as may be necessary to provide recreation, conservation, and related public benefits and promote multiple use of public lands.

Policy 1-2.2.4: Accommodate Growth. The City shall continue to seek fiscal resources to extend City service areas, improve City roadways, coordinate public infrastructure and make other improvements necessary to accommodate growth and maintain services and facilities at adopted level of service standards.

Policy 1-2.2.5: Development Orders and Permitting Process. Development orders and permits for all future development shall be timed and staged to assure that requisite infrastructure and services are available

Policy 2.2.6: Concurrency Management. The maximum allowable density and intensity of land uses may be limited based on available public infrastructure. Land use shall be predicated on availability of man-made infrastructure and service systems required to support respective land use activities. The City shall continue enforcing their concurrency management program, pursuant to Ch. 163, F.S., to ensure that future development is provided essential services and facilities at acceptable standards.

Policy 1-2.2.7: Design of Public Facilities and Utilities. Public facilities and utilities shall be located and designed to maximize the efficiency of services provided and minimize adverse effects on natural systems and conservation lands.

Policy 1-2.2.8: Developments Not Served by Public Water and/or Wastewater Systems. All developments in areas not serviced by public water and/or wastewater systems shall be governed by applicable State laws and administrative regulations. In those cases where public wastewater systems are not currently available, the City will work with the County and applicable regional and state agencies to convert those areas through a “septic to sewer” program or similar, where such infrastructure is available and financially feasible.

Policy 1-2.2.9: Accommodating Requisite Infrastructure. During the subdivision review, site plan review, and permitting processes the City shall insure that respective future developments allocate sufficient land area for infrastructure required to support the proposed development.

Policy 1-2.2.10: Infill Development and Redevelopment. The City shall encourage infill development and/or redevelopment of underdeveloped/underutilized parcels of land in otherwise built-up areas that have access to existing infrastructure and services. This includes planning for the mitigation and redevelopment of brownfields for productive uses.

Objective 1-2.3: Innovative Natural Resource Management and Energy Conservation Concepts. Consistent with **Land Use Goal 1-4**, the City of Sebastian recognizes the importance to maintain LDCs which incorporate concepts for managing land and water resources which are responsive to the City’s unique development and conservation lands. These may include but are not limited to low impact development (LID), best management practices, and joint use stormwater features.



Policy 1-2.3.1: Low-Impact Development (LID). The City shall encourage LID principles for development and redevelopment including those within newly annexed areas. The City shall require new developments to address future nutrient loading and water conservation through principles including but not limited to:

- LID design practices and technologies that address energy, water, and nutrient conservation;
- Use of natural, Florida friendly landscaping; and/or
- Reduced, low, or no fertilizer use on greenspaces and yards

Policy 1-2.3.2: Incorporate Innovative Techniques in the Land Development Code. The City's LDC shall continue to incorporate land and water resource best management practices such as reduced impervious areas, increased buffers, LID, surface/storm water management including water quality, soil erosion and sedimentation control, and conservation of water supply which have been demonstrated to be successful and cost effective in resolving development and conservation issues such as land clearing, excessive tree removal, and loss of native plants and wildlife habitat. Implementation standards are encouraged to be adopted by the City specific to the mitigation portion of the City's Coastal Resiliency Plan.

Policy 1-2.3.3: Energy Efficient and Resilient Land Development. The City's LDC shall continue to:

- Promote energy efficient land development;
- Recognize the relative energy dependency of commercial and industrial land uses and consider energy dependency in any policy pertaining to new industry promotion strategies or policy concerning maintenance or expansion of existing industry or commerce;
- Encourage land use patterns that by location, scale; and design minimize long-term energy commitments to construction, operation, maintenance, and replacement; and
- Encourage natural resource conservation and utilization in ways that are consistent with sound energy management principles.

Policy 1-2.3.4: Energy Conservation in Building and Construction. The City shall encourage energy efficient building codes and promote efficient energy conservation in building heating and cooling systems.

Objective 1-2.4: Annexation Studies. Consistent with **Objective 1-2.2** and its related policies, the City acknowledges a need to prevent urban sprawl and disjointed urban service delivery systems. In addition, the City desires to develop a plan for managing annexation of unincorporated enclaves, the annexation reserve areas as well as fringe areas adjacent to the City, especially for potential economic centers within the incorporated area.

Policy 1-2.4.1: Parameters of the Annexation Studies. The City of Sebastian may require an analysis on a case by case basis for areas considered for annexation. A City of Sebastian annexation study may include but is not limited to:

- Review and evaluation of Indian River County land development forecasts within the unincorporated urban area together with supportive documentation;



- Analysis of area to be annexed of unincorporated enclaves and subareas within the unincorporated urban area, including:
 - Population and housing;
 - Parks and recreation facilities
 - Traffic circulation system;
 - Water and wastewater service;
 - Stormwater facilities/Drainage;
 - Natural water basins;
 - Level of Service analysis; and
 - Impact of development on of state and federally listed protected species.
- Protect urban population and employment trends and estimate land area required to accommodate projected residential and nonresidential activities;
- Fiscal impact analysis and determination of future capital improvements to meet such basic services such as police protection, utilities, code enforcement, building and zoning, permitting and inspection services to meet City of Sebastian standards;
- Analysis and determination of impacts to municipal and County services including police & fire protection, utilities, permitting and inspection, school capacity, etc., to meet standards outlined in Interlocal agreements (including the Interlocal Boundary Services Agreement between the County and the municipalities); and/or
- Analysis of current land uses to determine contribution to the City’s tax base.

Policy 1-2.4.2: Annexation Strategy. The City shall develop an annexation strategy for planning and managing development within the unincorporated urban area, including annexation alternatives. The strategy shall include but not be limited to procedures for intergovernmental coordination of land use policy governing development within unincorporated urban areas (including isolated enclaves) which are logical targets for incorporation into the City of Sebastian and Policies and or actions for developing efficient systems for delivering municipal services and achieving diversification of the municipal tax base. The City may utilize annexation agreements as one tool in addressing provision(s) for services.

Policy 1-2.4.3: Annexation Infrastructure. Annexations shall be analyzed and consistent with the **Governance & Implementation Element** and the **Infrastructure Element** to ensure adequate public infrastructure is available for development of the property. The City shall coordinate with the Indian River County Department of Utility Services (IRCDUS) for the potable water and wastewater facility needs of the future land use of an annexed area to ensure the availability of adequate potable water and sewer facility capacity and wastewater treatment services.

Policy 1-2.4.4: Annexation Low-Impact Development. Consistent with **Policy 1-2.3.1**, the City shall encourage low-impact development (LID) and Florida friendly landscaping principles for newly annexed areas.

Objective 1-2.5: Emergency Management. Ensure the City’s preparedness and resiliency in the case of a natural disaster or emergency such as sea level rise/flooding events, hurricane/tornado winds, fires, pandemics/epidemics, terrorism, earthquakes or other disasters.



Policy 1-2.5.1: Resiliency and Preparedness. Consistent with **Policy 4-1.1.10** of the **Infrastructure Element** and **Objectives 5-2.3 and 5-2.4** of the **Conservation & Coastal Management Element**, the City shall include emergency management criteria into the LDC to mitigate the impacts of natural disasters or emergency events in order to protect public health and safety.

Policy 1-2.5.2: Post Disaster Economic Recovery. The City shall include criteria in the LDC that requires post-disaster economic recovery implementation tools to be in place to direct recovery after a disaster has occurred.

Policy 1-2.5.3: Emergency Infectious Disease Response Plan. The City shall pursue the development of an Emergency Infectious Disease Response Plan in coordination with other local and state response plans.

Goal 1-3: Preserving and Enhancing the Built Environment.

The City shall ensure that the community's appearance and important archaeological and historical resources are protected to improve the quality of life for its residents.

Objective 1-3.1: Community Appearance and Urban Design. The appearance of major transportation corridors serving as gateways into the City, as well as major activity centers shall be managed and enhanced through application of the site plan review process.

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

Policy 1-3.1.2: Reinforce and Enhance the City's Community Appearance. Major attributes shall be preserved through application of design review standards and management of signs, landscaping, open space, tree protection, and other urban design amenities.

- Special emphasis shall be placed on preserving and/or improving the character of major natural and manmade corridors, including the intracoastal shoreline, the estuarine and river systems, major drainage corridors, and major transportation corridors which serve as a focal point for the motoring public and an inviting gateway to visiting tourists. Such enhancement shall include application of community appearance criteria which reinforces good principles of design.
- The City may utilize design standards or form based code based principles in its LDC in order to enhance the community's appearance. These standards are a form of land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. On-site TDRs or



incentives should also be considered and would allow the continued development of a property at levels “vested” at pre-dedication acreage.

Policy 1-3.1.3: Plan and Design for Non-Residential Quality. Within the urban core non-residential development shall be planned and designed to enhance the identity, design, and vitality of the waterfront corridor which provides a unique waterfront activity center within the urban core area of the City.

Policy 1-3.1.4: Improve the Function and Image of the Downtown as the Central Urban Core Area. Non-residential development decisions shall promote the function of the downtown urban core area as a center for government and institutional services as well as a focal point for retail trade, business and professional offices, and civic and cultural enrichment. The City’s LDC shall be directed to achieving a mix of land use activities consistent with the FLUM. The City shall also continue to enforce the Riverfront design regulations, which provide a physical theme for development and redevelopment opportunities reinforcing the unique waterfront setting of the downtown area.

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

Policy 1-3.2.1: Development Impacts. The City shall require applicants to demonstrate measures to mitigate the adverse impacts of the proposed development on historic or archaeological site or structure identified in the adopted Comprehensive Plan. At a minimum, the plan shall identify precautions to be taken to prevent the following adverse impacts:

- Destruction or alteration of all or part of such site;
- Isolation from, or alteration of the surrounding environment;
- Introduction of visual, audible, or atmospheric elements that are out of character with a property or alter its setting;
- Vegetation removal shall not be permitted on a historic or archaeological site unless the vegetation to be removed is a part of a duly authorized scientific excavation, or is a part of an approved development plan;
- Transfer or sale of the site of significance without adequate conditions or restrictions regarding preservation, maintenance, use or re-use; and
- Other forms of neglect resulting in resource deterioration.

Policy 1-3.2.2: Programming for Archaeological and Historic Sites. The City shall coordinate with the State in developing programs for implementing City and State policies for identifying, preserving, and enhancing sites of historical and/or archaeological significance. Programs for identification, evaluation of relative significance, protection, preservation, and enhancement shall be promoted, utilizing available public resources at the local, State, and Federal level as well as available private sector resources.

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



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

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

- A. The City shall promote a mixture of uses and a variety of opportunities for recreational, residential and commercial uses; encourage progress while protecting property rights; and protect the environment while fostering compatible uses.
- B. The LDC shall encourage a mix of uses and enforce the "Old Florida Fishing Village" design theme within the Riverfront CRA District. Flooding and sea level rise shall be taken into consideration for areas of the Riverfront District located in the Coastal High Hazard Area (CHHA). The City may incentivize redevelopment through the use of TDRs to direct new development and population growth away from natural hazards and environmentally sensitive areas.

Policy 1-3.3.3: Public and Private Sector Partnerships. The City shall coordinate redevelopment issues with the private sector in promoting mobilization of public and private resources necessary to effectively carry out redevelopment efforts, especially along the Indian River Drive corridor which borders the Indian River Lagoon. Sea level rise and flooding shall be considered in low-lying areas in regard to limiting the use of public funds to achieve these goals as defined in §163.3178(1), F.S.

Policy 1-3.3.4: Code Enforcement Activities. Code enforcement activities shall be continued as an integral part of the City's regulation programs. The code enforcement program shall preserve and protect structurally sound land improvements and land uses consistent with the Comprehensive Plan.

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

Objective 1-3.4: Design for Healthy Communities. Encourage design principles that accommodate for healthy lifestyles and safety.



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

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

Goal 1-4: Implementation.

The City will continue to monitor and evaluate development and resource conservation within the City pursuant to goals and objectives of the comprehensive plan **Land Use Element** and carry out an effective implementation program.

Objective 1-4.1: Monitoring. The City monitors the **Land Use Element** to ensure that it is successfully implemented.

Policy 1-4.1.1: Land Development Code. The City's existing LDC shall be revised as needed in order to: 1) effectively regulate future land use activities and natural resources 2) adequately protect property rights; and 3) implement the goals, objectives, and policies stipulated in the Comprehensive Plan. Performance standards incorporated in the LDC shall be updated and refined as needed to reflect best management principles and practices. The LDC shall continue to:

- Regulate the subdivision of land;
- Regulate the uses on land and in water consistent with this Element, ensure the compatibility of adjacent land uses, and provide for open space;
- Protect the environmentally sensitive lands designated in the Comprehensive Plan, especially wetlands
- Regulate areas subject to seasonal and periodic flooding and provide for drainage and stormwater management. Additional lands may be subject to development standards based on the flooding and sea level rise data from the City's Coastal Resiliency Plan;
- Protect aquifer recharge functions and areas;
- Regulate signage;
- Ensure safe and convenient on-site and off-site traffic flow and vehicle parking needs;
- Dedication, acquisition and development of future rights-of-way as identified in the programmed engineered master plan for the City's major arterials; and
- Provide that development orders and permits shall not be issued which result in a reduction of levels of services (LOS) for impacted public facilities below the levels of service standards which shall be adopted by the City Council.

Policy 1-4.1.2: Land Use Information System. The City shall provide continuing land use information and assistance to the public. The City shall establish, maintain, and periodically update the land use information system, integration of the Tax Appraiser property files, City Planning Department field data, Building and Zoning Department permit files, engineering base maps, and all other relevant land use data files.



Policy 1-4.1.3: Land Use Trends. The City shall continue to monitor and evaluate population and land use trends. Trends in the magnitude, distribution, and characteristics of population and land use shall serve as indicators of possible changes in land use needs. The policy implications of major trends in land use characteristics shall be evaluated on a continuing basis. Land use policy shall be refined as needed in order to remain responsive to evolving problems and issues.

Policy 1-4.1.4: Fiscal Management. The City shall continue to implement fiscal management policies of the CIP and budget.

Policy 1-4.1.5: Special Land Use Studies. In order to maintain LDCs responsive to changing conditions, problems, and issues, the City shall undertake special studies as needed to develop specific local strategies for resolving unanticipated land use problems and issues.

Policy 1-4.1.6: Schedule, Budget and Implement Programmed Activities. The timely scheduling, programming, budgeting and implementation of programmed land use activities identified in this Element shall be evidence of the City’s effectiveness in carrying out a systematic program for implementing adopted land use goals, objectives and policies.

Policy 1-4.1.7: Coordinate with Public and Private Sectors. While continually implementing and evaluating the **Land Use Element**, the City shall maintain a process of intergovernmental coordination as well as coordination with private sector groups interested in land use policy and programs. The effectiveness of this approach shall be evaluated by the success of coordination mechanisms in resolving land use problems and issues.

Policy 1-4.1.8: Achieve Effective Resolution of Land Use Goals, Objectives, and Policies. The effectiveness of the **Land Use Element** shall be measured by the City’s success in achieving land use goals, objectives, and policies. The **Land Use Element** incorporates a systematic planning process for identifying land use problems and issues and implementing corrective actions.

Policy 1-4.1.9: Intergovernmental Coordination. Specific Objectives and Policies regarding intergovernmental coordination and this Element are provided and identified in the **Governance & Implementation Element**.





DATA INVENTORY AND ANALYSIS

Introduction

Pursuant to the requirements of Chapter 163 of the 2019 Florida Statutes, the **Land Use Element** consists of data inventory and analysis (DIA) that influences and informs the overarching goals, objectives, and policies that will guide the growth and development of the City of Sebastian. The City's existing land uses, vacant land, build-out potential, natural resources, historic resources, and population projections were evaluated and analyzed in order to update the City's land use designations which will shape how the City will grow in the next 20 years. The updated 2040 Future Land Use Map (FLUM) is provided as a regulatory tool to direct future development.

History and Setting

Sebastian is a city in Indian River County on the east coast of Florida situated between the St. Sebastian River and the Indian River Lagoon. It is also a part of the area known as the Treasure Coast and is recognized as the home of the first designated wildlife refuge in the United States, Pelican Island. The protection of the City's natural resources and open space continues to be a priority, creating a balance between the natural environment and built environment within the City. The City provides a small town feel and includes a riverfront district that promotes a mix of uses including a working waterfront with commercial fishing and aquaculture. This riverfront district has been designated as a Community Redevelopment Area (CRA) to promote continuous reinvestment, redevelopment, and growth in the City's core.

The City was an established fishing center when it incorporated as the City of Sebastian in 1924 and is currently the largest municipality in Indian River County. According to the University of Florida Bureau of Economic and Business Research (BEBR), Sebastian's official population estimate as of 2019 is 25,168 residents that live within approximately 8,392 acres. The City's location along the coast and attractive amenities have made it a desirable community which has experienced continued population growth. According to the U.S. Census Bureau, the median age in Sebastian is 53 and the median household income in the City of Sebastian is \$52,243 with approximately 12.7% of individuals below the federal poverty rate.

Existing Land Use Conditions

In order to better guide and direct future land uses within the City of Sebastian, it is necessary to first gain an understanding of present land use patterns. The City of Sebastian covers approximately 14 square miles (8,392 acres). The existing 2019 land uses were determined by their Florida Department of Revenue Land Use Codes and may not precisely reflect what is 'on the ground' but provide insight into the current conditions and development patterns of the City. To provide a basis for analysis these existing land uses have been further grouped into the following distinct categories which include their definitions from the Florida Department of Revenue.

Agriculture: Property used for production of food, feed, and fiber commodities, livestock and poultry, bees, fruits and vegetables, and sod, ornamental, nursery, grazing farm animals and horticultural crops that are raised, grown, or produced for commercial purposes.



Land Use

Commercial: Business property, such as supermarkets, shopping centers, office buildings, medical centers, hotels, theaters, RV parks, financial institutions, stores, etc. which are intended to operate with a profit.

Residential: Property zoned for single-family homes, mobile homes, retirement homes, multifamily apartments and co-ops.

Government: All property owned by or leased to the Government or acquired by the Government under the terms of the contract. Not subject, in whole or in part, to Ad Valorem property taxes. Examples include forests, parks, public schools, county hospitals, military buildings etc.

Industrial: Property used for industrial purposes. Types of industrial property include heavy manufacturing buildings, light manufacturing buildings, packing plants, mineral processing plants, warehouses, wineries, sawmills etc.

Institutional: Property which is not strictly commercial, industrial, agricultural, or residential, but which serves some public purpose, even if privately owned. Examples include private schools, private hospitals, orphanages, cemeteries, sanitoriums, nursing homes etc.

Miscellaneous: Includes property such as mining land, railroad land, utilities, waste land, submerged land etc.

The current distribution of existing land uses is shown in **Table 1-2** and **Figure 1-1**. The acreages of each category were calculated utilizing Florida Department of Revenue data and geographic information systems software (GIS). A detailed Existing Land Use Map, **Map 1-1**, was developed depicting the current land use patterns in the City of Sebastian as of 2019.

The City of Sebastian is comprised of a mixture of compatible uses that balance open space with developed land. Some of the land use changes that can be observed between the 2009 and 2019 land use inventories can be attributed to differences in the definitions of the uses between the two GIS layers and datasets. Overall, the trends that have occurred in the past 10 years include an increase in the acreage of residential land uses and commercial land uses while there has been a decrease in the acreage of industrial land uses. There has also been a decrease in vacant land in the last 10 years as the city has been growing and developing over time.

The existing land use analysis displays stability in the city with the biggest indicator of stability being that the largest segment of existing land use is residential. A little over half of the City's acreage is comprised of existing residential land uses with the majority of residential land area being primarily single family detached. The existing residential neighborhoods have remained constant and grown and are not transitioning to other land uses. As the city has been attracting more residents there has been a spur for more commercial development and redevelopment. Existing commercial land uses are primarily concentrated along Sebastian Boulevard and U.S. Highway 1. The commercial uses observed include retail stores, service stations, restaurants, offices, and shopping centers.

Indian River County's existing land uses adjacent to the City are displayed on **Map 1-2** and consist of primarily government land use patterns to the west, agricultural and very low density land use patterns to the south, commercial land use patterns to the east, and residential land use patterns to the north. The City of Sebastian contains and is surrounded by a compatible mixture of land uses. The City's sound planning principles and efforts provide a basis to continue this trend into the future.



Land Use

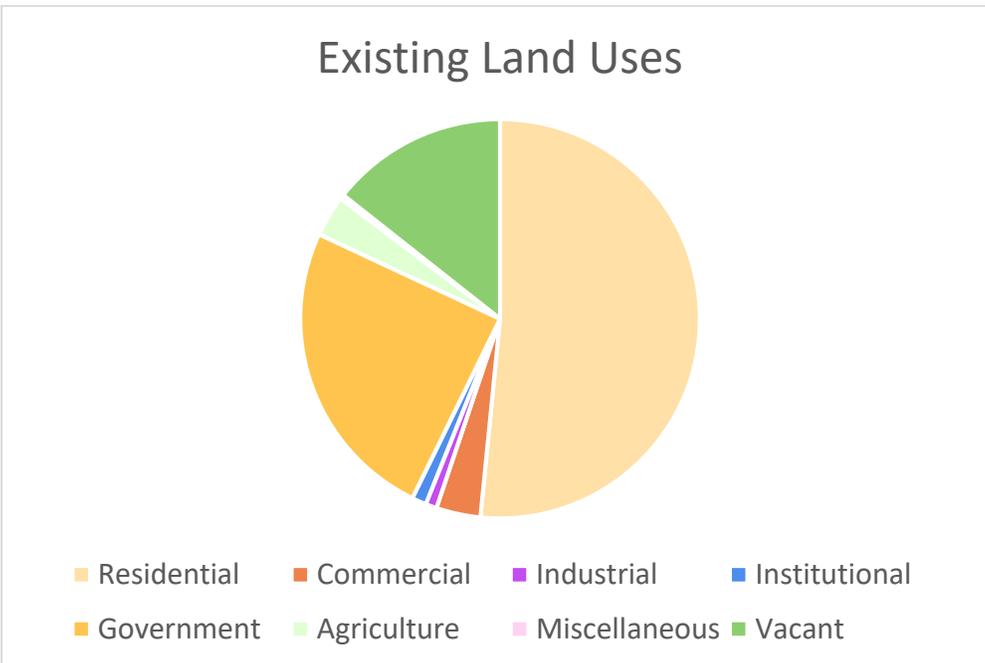
Table 1-2: Existing Land Uses

Land Use	Acres	% of Total
Residential	4,328	51.56%
Commercial	301	3.59%
Industrial	76	0.91%
Institutional	98	1.17%
Government	2,075	24.72%
Agriculture	280	3.34%
Miscellaneous	29	0.35%
Vacant	1,205	14.36%
Total	8,392	100%

Source: Florida Department of Revenue

Note: The Florida Department of Revenue and the City of Sebastian consist of different datasets (parcels vs. polygon shapes) resulting in a difference between the vacant and total land acreages calculated.

Figure 1-1: Existing Land Uses



Source: Florida Department of Revenue



Vacant Land Analysis

An analysis of vacant land was conducted based on the Florida Department of Revenue's land use codes as of November 2019. Approximately 14% of the City's acreage and 19% of the City's parcels are classified as "vacant" according to these codes at the time of analysis. These parcels include vacant commercial, vacant residential, vacant institutional, vacant industrial, and nonagricultural undeveloped lands. It is important to note that many of these parcels may be in the development application process or under development, exist as remnant parcels, etc., and therefore actual vacant land supply may be less than reported. The vacant lands within the City of Sebastian are displayed on **Map 1-3**.

The City of Sebastian is approaching full build-out, yet, still has potential for future development, redevelopment, and growth. In the past 10 years the City has not only continued to grow in population but also has continued to develop its vacant land. To understand the type of impact these vacant lands could have on the cityscape if eventually developed, it is useful to view what Future Land Use Categories they fall in. This analysis is displayed in **Table 1-3**, **Figure 1-2**, and **Map 1-4** and was done by analyzing the relationship between the City's future land use designations and parcel data obtained from the Florida Department of Revenue. It is important to note that there may be a small margin of error reflected in the data due to the differences in the GIS layers and datasets used for the analysis.

According to the analysis conducted, approximately half of the vacant land in the City is designated for low density residential followed by very low density residential. Vacant residential lands are typically single lots distributed throughout the existing residential areas within the City. As the population continues to grow there is development potential for more housing in the City. The next highest percentage of vacant acreage in the City is designated for commercial uses mainly distributed along Sebastian Boulevard and U.S. Highway 1. Potential commercial development may support the City's growing population into the future. However, according to a 2018 Market Analysis of the City, Sebastian is a popular destination for workers that don't mind longer commutes to job centers greater than 50 miles away to the north and south. Though Sebastian remains more of a bedroom community for these larger markets, the City may consider capitalizing on eco-tourism, nature based industries and local markets.



Land Use

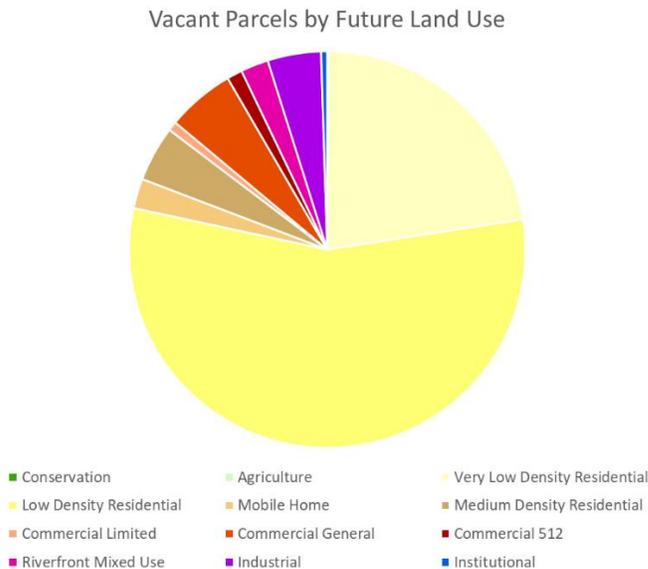
Table 1-3: Vacant Parcels by Future Land Use

Future Land Use Designation	Acres	% of Total Vacant Acreage
Conservation	1	0.1%
Agriculture	0	0.0%
Very Low Density Residential	268	22.5%
Low Density Residential	665	55.7%
Mobile Home	29	2.4%
Medium Density Residential	54	4.5%
Commercial Limited	9	0.8%
Commercial General	66	5.5%
Commercial 512	15	1.3%
Riverfront Mixed Use	27	2.3%
Industrial	52	4.4%
Institutional	6	0.5%
Total	1,192	100%

Source: Florida Department of Revenue and the City of Sebastian

Note: The Florida Department of Revenue and the City of Sebastian consist of different datasets (parcels vs. polygon shapes) resulting in a 13 acre (1%) difference between the vacant land acreages calculated.

Figure 1-2: Vacant Parcels by Future Land Use



Source: Florida Department of Revenue



Population Trends and Projections

Projected population is the driving force behind the City's future facility needs, housing supply and demand, and land use requirements. This population analysis is a major consideration in preparing future land use designations and each of the Elements goals, objectives, and policies. Future population estimates for Sebastian identify the amount of residential land and development density allocations that will be necessary to accommodate the City's growth.

According to BEBR, the official population estimate of permanent residents in the City of Sebastian as of April 1, 2019 is 25,168 residents. This is a growth of 3,239 persons (15% growth rate) since the 2010 recorded census population. The Shimberg Center for Housing Studies prepares population projections for all municipalities in Florida. Population projections for the City of Sebastian through the year 2040 are shown in **Table 1-4** and **Figure 1-3**.

According to the U.S. Census Bureau, the median age in Sebastian is 53, with a breakout of the percentage of individuals in different age groups displayed in **Figure 1-4**. The City's race characteristics are outlined in **Figure 1-5**. The majority of the population is comprised of individuals who identify as White (85.9%) followed by Hispanic (6.9%) and African American (5.5%).

Sebastian's future population growth is projected to be 34,567 residents by the year 2040 with an average growth rate of 8%. This is a population gain of about 9,400 people in the next 20 years. The City's projected growth will continue to provide development and redevelopment opportunities for the City. The City's growth is projected to be a little faster than the whole of Indian River County. The growth of the region is expected to continue as Indian River County expects to add another 37,400 residents over the next 20 years. The City of Sebastian has shared between 16% to 18% of the County's population since the year 2010.

A small portion of the population is represented by seasonal residents who live in Sebastian during the winter months but claim another city as their permanent residence. The City's seasonal population for 2010 was 953 people and was calculated using U.S. Census Bureau data. The seasonal population projections were calculated using the ratio step-down method where the City's seasonal population was proportionally derived from the City's overall population projections. Sebastian can expect to experience population growth in both permanent and seasonal residents over the next 20 years.

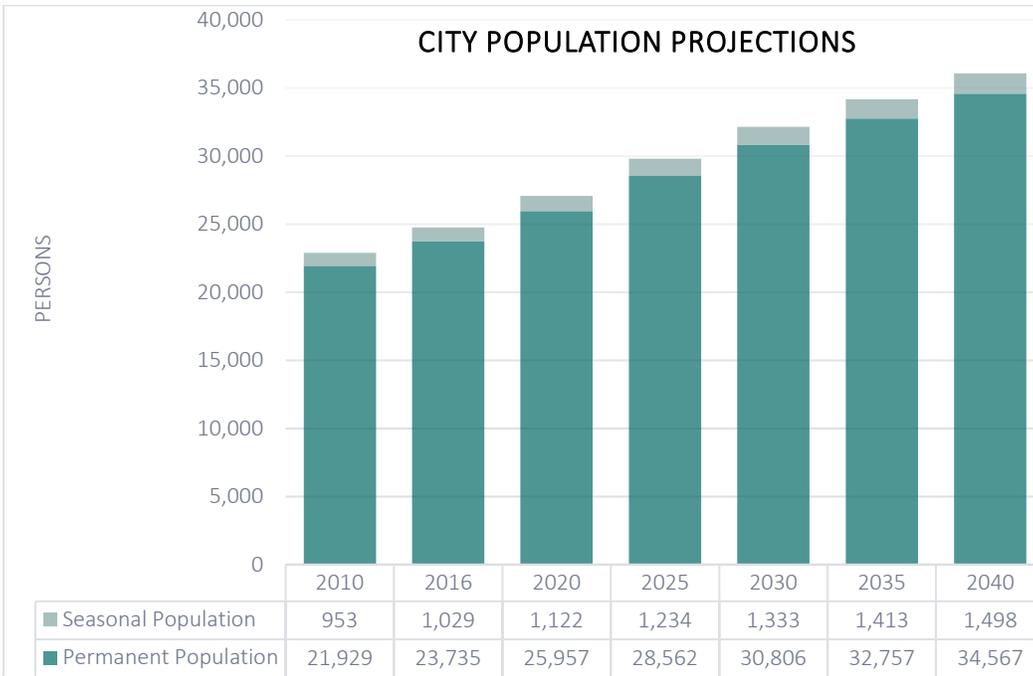


Table 1-4: Population Projections

Year	Sebastian		Indian River County		Sebastian Share of Indian River County Population
	Population	Growth Rate	Population	Growth Rate	
2010	21,929	-	138,028		16%
2016	23,735	8%	146,410	6%	16%
2020	25,957	9%	157,600	8%	16%
2025	28,562	10%	170,000	8%	17%
2030	30,806	8%	180,200	6%	17%
2035	32,757	6%	188,200	4%	17%
2040	34,567	6%	195,000	4%	18%

Source: Bureau of Economic and Business Research and Florida Housing Data Clearinghouse

Figure 1-3: City Population Projections

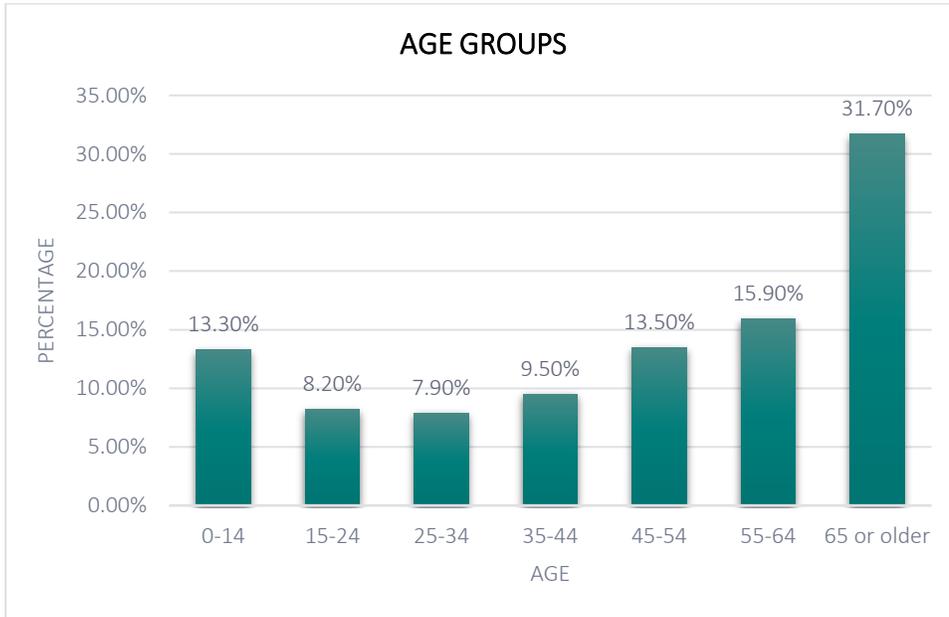


Source: Florida Housing Data Clearinghouse and U.S. Census Bureau



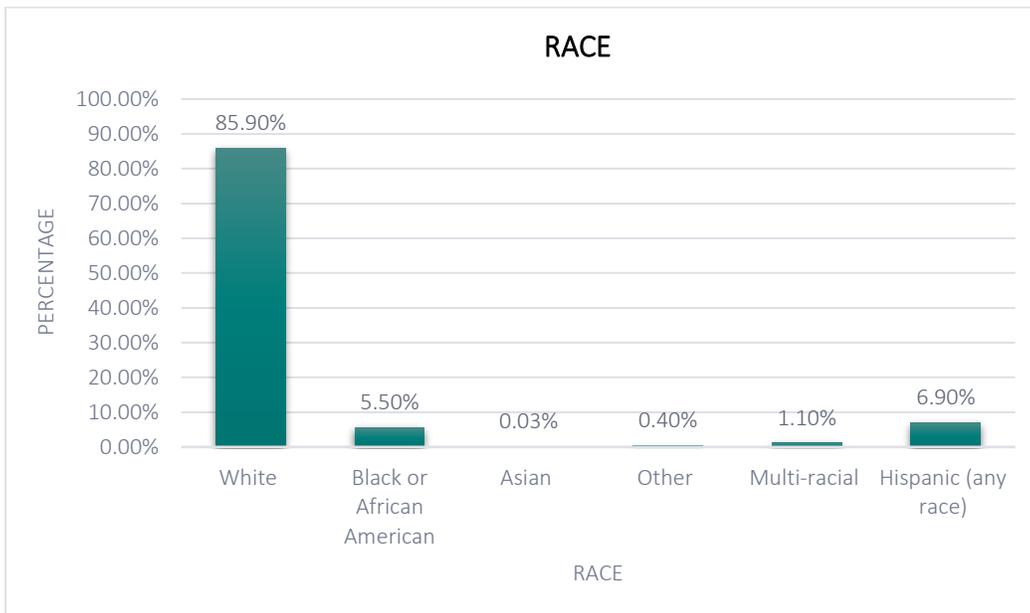
Land Use

Figure 1-4: Age Groups



Source: U.S. Census Bureau

Figure 1-5: Race



Source: U.S. Census Bureau



Future Land Use Designations and Analysis

The 2040 Future Land Use Map, **Map 1-5**, designates future land uses within the existing Sebastian City limits through the 2040 planning horizon. The 2040 Future Land Use Map incorporates the Mixed Use category to be used to accommodate future growth within the City. Indian River County’s future land uses adjacent to the City are displayed in **Map 1-6** to give context of the mix of residential and non-residential densities occurring adjacent to the City’s boundary. The acreages of the currently adopted Future Land Use Map are shown below in **Table 1-5**.

Table 1-5: Future Land Use Designations and Analysis

Land Use Categories	Future Land Use 2025 Map	
	Acres	% of Total
Agriculture	0	0.0%
Very Low Density Residential	1,073	14.0%
Low Density Residential	3,093	40.3%
Mobile Homes	198	2.6%
Medium Density Residential	228	3%
Commercial Limited	22	.3%
Commercial General	198	2.6%
Commercial 512	36	.5%
Riverfront Mixed Use	191	2.5%
Industrial	299	3.9%
Institutional	1,249	16.3%
Conservation	1,089	14.2%
Total	7,676	100%

Source: City of Sebastian Community Development Department

Note: The Florida Department of Revenue and the City of Sebastian consist of different datasets (parcels vs. polygon shapes) resulting in a difference between the total acreages calculated.



Build Out Analysis

Utilizing GIS and Microsoft Building Footprints, **Map 1-7** was created in order to better visualize the existing build out of the City of Sebastian. To better understand the current level of development potential and the ability of the City of Sebastian to absorb the growth that is expected, a build out analysis was performed utilizing the currently adopted FLUM and vacant lands. Maximum densities and intensities were assigned to each future land use designation as documented in **Table 1-6**. The acreages of vacant parcels within these future land use designations were used to roughly calculate the most dense and intense development that Sebastian could potentially expect. This analysis assumes maximum build out and vacant land acreage is based on data retrieved from the Florida Department of Revenue.

The build out analysis shows that the currently adopted FLUM allows for a maximum construction of approximately 4,922 dwelling units and approximately 4.3 million square feet of non-residential floor area. It should be noted that properties that are designated as Commercial Limited may not be developable in whole or in part due to existing conditions and/or limitations i.e. environmental, floodplain, etc. Current development practices indicate that nonresidential developments are not developing at the maximum density or maximum FAR (i.e. maximum FAR may be 0.5 but some are developing at 0.25 FAR) which reflects individual development programs that have a reliance on single story structures including excessive parking.

The maximum construction of residential dwelling units is 4,706 according to the build out analysis. Using BEBR's expectation of 2.24 people per dwelling unit, the City of Sebastian can expect to absorb 10,541 people under the current FLUM's residential designations that have been identified as vacant utilizing the Florida Department of Revenue's data. This meets the dwelling units needed to absorb the amount of growth projected in Sebastian (9,400 persons) through at a minimum the planning period. Also, the build out analysis shows that the currently adopted FLUM allows for a maximum construction of approximately 4.3 million square feet of non-residential floor area which presents the opportunity to develop supporting non-residential development as the City's population continues to grow.



Land Use

Table 1-6: Build Out Analysis

Future Land Use Category	Vacant Acres	Maximum DU/AC	Maximum FAR	Maximum Density DU/AC	Maximum Intensity SF
Conservation	1	-	-	0	-
Agriculture	0	1 DU/5 AC	-	0	-
Very Low Density Residential	268	3	-	804	-
Low Density Residential	665	5	-	3,325	-
Mobile Home	29	5	-	145	-
Medium Density Residential	54	8	-	432	-
Commercial Limited	9	-	0.6	-	235,224
Commercial General	66	-	0.6	-	1,724,976
Commercial 512	15	-	0.5	-	326,700
Riverfront Mixed Use	27	8	0.6	216	705,672
Industrial	52	-	0.5	-	1,132,560
Institutional	6	-	0.6	-	156,816
Total	1,192			4,922	4,281,948

Note: The Florida Department of Revenue and the City of Sebastian consist of different datasets (parcels vs. polygon shapes) resulting in a 13 acre (1%) difference between the vacant land acreages calculated.



Natural Resources Inventory

The presence of natural resources and the ability of land to support development within the City of Sebastian will be a major determinant for the future land use pattern. It is important to take these natural resources into consideration when guiding growth in order to avoid the potential adverse impacts of development activity. Below is an inventory of the natural resources located in the City of Sebastian.

Waterbodies and Shoreline Protection

Utilizing data retrieved from the U.S. Fish and Wildlife Service, **Map 1-8** illustrates the waterbodies located within and surrounding the City of Sebastian. The inland areas of Sebastian include streams, lakes, ponds, canals, and waterways. Those areas of Sebastian classified as inland open waterways include Collier Creek, Schumann Lake, three unnamed lakes/ponds, Collier Waterway, and Elkcam Waterway. Wetlands are scattered throughout Sebastian, with concentrations in the northeast and southeast portions of the City.

The St. Sebastian River runs along the west side of the City limits and has historically been preserved through setback restrictions. The Indian River Lagoon rests along the eastern border of Sebastian and is one of the most biologically diverse estuaries in North America. It has been designated as an Outstanding Florida Water and an Estuary of National Significance. The estuary's mangrove wetlands and salt marshes provide a plethora of benefits for the community such as filtering runoff, stabilizing sediments, maintaining water quality, and protecting shorelines from erosion.

Waterways within the City should receive only minimal effects from future development. Although development will not encroach into the waterways, urban runoff from adjacent residential neighborhoods could possibly degrade their water quality. However, increases in pollution levels associated with runoff should be minimal, allowing the vegetation and wildlife now present therein to flourish for years to come.

Floodplains and Coastal High Hazard Area (CHHA)

Flood zones allocated in the City of Sebastian are illustrated in **Map 1-9**. There are several areas within the City of Sebastian which have been identified by the Federal Emergency Management Agency (FEMA) as having the potential for flooding in the 100-year storm event. Flood Zone A and AE represent the 100-year storm event flood levels. Also included in the map is the 500-year storm event area (X500). These areas are subject to rising waters due to their proximity to nearby rivers, tributaries, and lakes.

The Coastal High Hazard Area (CHHA) is an area particularly vulnerable to the effects of coastal flooding from tropical storm events and is defined by section 163.3178(2)(h)9, Florida Statutes, as the area below the elevation of the category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model (See **Map 1-10**). The City should aim to minimize the impact of natural hazards such as flooding and sea level rise to the community by directing development away from the CHHA as defined by State Statute §163.3178(2)(f), F.S. For additional flood data and maps regarding storm surge and future sea level rise reference the City's Coastal Resiliency Plan.



Air Quality

The Florida Department of Environmental Protection (DEP) rates the quality of air in the City of Sebastian as good. The absence of major industries in the area helps to support the air quality in the City. Pollution generated from commercial and industrial developments within and adjacent to the City is not anticipated to adversely affect the air quality of Sebastian. Fugitive dust particles from land cleared for development may be experienced by the community, and developers should be requested to quickly replant development areas following clearing. The majority of air pollution in the City of Sebastian continues to emanate from automobile emissions. As the population in the area continues to increase so will traffic and emissions.

Mineral Resources

There are no significant deposits of commercially valuable minerals known to exist within the City of Sebastian.

Potable Water Wells

The General Development Utilities Water Well and the Whispering Palms Water Well used to be the two water wells located in Sebastian. Both of the water wells were located in the southeast part of the City. Since Indian River County Utilities has taken over the water utility service, neither well field is in use today.

Soils and Topography

Soils indigenous to Sebastian are a natural resource that has been an important factor in the development of the City. In earlier times, when agriculture was a major occupation, soil properties were a crucial determinant of the success of a farm or grove. Other development occurred, given the right location, on soils having the least limitations and requiring the least amount of corrective measures. Under the economics of land development today, the choice of land for a specified use is more often determined by factors such as location rather than the kind of soil. However, knowledge of the types of soil present in Sebastian is still important in assessing the limitations or reclamation that must be done to develop a site.

The Indian River County Soil Survey prepared by the Soil Conservation Service and revised in September 2019 gives details of the 30 different soil types that exist in Sebastian. The soil classifications are made based upon the water table, slope, erosion potential, permeability, subsidence and organic (muck/peat) content. The soils are also rated as to their potential for development based upon those limiting properties. Soil types and topography are illustrated in **Map 1-11**.

According to DEP's Division of Water Resource Management, there are no commercially valuable deposits of coquina, dolomite, phosphate, clay, or peat present within the City of Sebastian. No active or inactive mineral mining sites, other than sand mining along the coastal ridge in the southeast portion of the City, have been identified within the City. The City of Sebastian also does not have any specific areas of soil erosion. Erosion potential can be mitigated by reducing the time interval between the clearing of land and actual development or construction.



Historical Resources Inventory

Sebastian has a number of historic resources within its city boundaries. Historic resource data was retrieved from the Division of Historical Resources of the Florida Department of State. The Division of Historical Resources of the Florida Department of State maintains a central archive for Florida’s historical and archaeological sites known as the Florida Master Site File. Historical structures and properties including those which are on the National Register of Historic Places are listed in **Table 1-7** and illustrated on **Map 1-12**. The historic resources are mainly concentrated in the northeast portion of the City.

According to the Division of Historical Resources of the Florida Department of State there are 82 structures documented in the City as having historic significance. Five (5) of which are on the National Register of Historic Places such as the Archie Smith Wholesale Fish Company, which is the only remaining intact fish house in the area from the 1920’s and one of the few left in the State of Florida. The Division of Historical Resources of the Florida Department of State delineates two historic districts in the City. Historic districts are defined by a group of historically significant structures or sites. Old Town Sebastian Historic District West includes 9 historic structures and Old Town Sebastian Historic District East includes 15 historic structures. It is important to take the historic resources in the City into consideration when guiding growth in order to avoid the potential adverse impacts of development activity.





Land Use

Table 1-7: Historical Resources

SITE NAME	ADDRESS	SIGNIFICANCE
FL EAST COAST R.R. SECTION HOUSE	1098 FOSTER RD	HISTORICAL STRUCTURE
SEMBLER, CHARLIE HOUSE	1660 N INDIAN RIVER DR	HISTORICAL STRUCTURE
HUDSON, JAMES HOUSE	N LOUISIANA AVE	HISTORICAL STRUCTURE
FIELDS, LILLIAN JEWEL HOUSE	1016 S LOUISIANA AVE	HISTORICAL STRUCTURE
SCHUMANN HOUSE	1065 LOUISIANA AVE	HISTORICAL STRUCTURE
SUDDARD, EDITH HOUSE	1061 LOUISIANA AVE	HISTORICAL STRUCTURE
ROSE, DR DAVID HOUSE	1063 LOUISIANA AVE	HISTORICAL STRUCTURE
BRADDOCK, GEORGE ARMSTRONG HOUSE	1309 LOUISIANA AVE	HISTORICAL STRUCTURE
BAUGHMAN HOUSE	1525 N LOUISIANA AVE	HISTORICAL STRUCTURE
TAYLOR, J HOUSE	1533 LOUISIANA AVE	HISTORICAL STRUCTURE
HARDEE, CAPT R G HOUSE SITE	MAIN ST	HISTORICAL STRUCTURE
VICKERS STORE	MAIN ST & US 1 [A]	HISTORICAL STRUCTURE
DEVANE, FERN HOUSE	1100 PALMETTO AVE	HISTORICAL STRUCTURE
ROSE, A G HOUSE	1025 PALMETTO AVE	HISTORICAL STRUCTURE
WALTERS GARAGE	MAIN ST & US 1 [B]	HISTORICAL STRUCTURE
EAST COAST LUMBER & SUPPLY CO	909 US1	HISTORICAL STRUCTURE
SEBASTIAN WOMENS CLUB BLDG	932 US1	HISTORICAL STRUCTURE
PARK, S A HOUSE	937 US1	HISTORICAL STRUCTURE
SEBASTIAN TOWN HALL	1125 US 1	HISTORICAL STRUCTURE
BRADDOCK, WILLIAM HOUSE	1208 US 1	HISTORICAL STRUCTURE
HARRISON BUILDING	1329 US1	HISTORICAL STRUCTURE
LETCHWORTH GARAGE HOUSE	1330 U.S. 1 HWY	HISTORICAL STRUCTURE
CARLISLE HOUSE	1437 US1	HISTORICAL STRUCTURE
MILLER, M M HOUSE	US 1	HISTORICAL STRUCTURE
STEVENSON PROPERTY	COOLIDGE ST	HISTORICAL STRUCTURE
BEUGNOT, JOHN	1068 MAIN ST	HISTORICAL STRUCTURE
HARDEE, MAY HOUSE	1317A OLD DIXIE HWY	HISTORICAL STRUCTURE
GATE POSTS	1317B OLD DIXIE HWY	HISTORICAL STRUCTURE
CHESSER, L F HOUSE	712 HARRISON ST	HISTORICAL STRUCTURE
HURRICANE HARBOR/ MCCAIN'S GARAGE	1540 INDIAN RIVER DR	HISTORICAL STRUCTURE



Land Use

MCCAIN, BOB	1541 N INDIAN RIVER DR	HISTORICAL STRUCTURE
OCEAN BREEZE SERVICE STATION	1690 INDIAN RIVER DR	HISTORICAL STRUCTURE
AUGUST PARK/ BEUGNOT/WEST PROPERTY	1737 INDIAN RIVER DR	HISTORICAL STRUCTURE
WELLING, GEORGE HOUSE	1745 INDIAN RIVER DR	HISTORICAL STRUCTURE
BLAND, OKIE HOUSE	710 JACKSON ST	HISTORICAL STRUCTURE
TAYLOR, CHARLES HOUSE	909 N LOUISIANA AVE	HISTORICAL STRUCTURE
BAUGHMAN DAIRY	1533 N LOUISIANA AVE	HISTORICAL STRUCTURE
SEBASTIAN GRAMMAR & JUNIOR HIGH SCHOOL	1225 MAIN ST	HISTORICAL STRUCTURE
CARPENTER HOUSE	1041 PALMETTO AVE	HISTORICAL STRUCTURE
CARPENTER, ORVA HOUSE	1044 PALMETTO AVE	HISTORICAL STRUCTURE
GULLEDGE-LETCHWORTH-PHELPS HOME	1053 PALMETTO AVE	HISTORICAL STRUCTURE
RYALL, BILL HOUSE (SEARS)	1056 LOUISIANA AVE	HISTORICAL STRUCTURE
BRADDOCK, MAURICE HOUSE	709 WASHINGTON PL	HISTORICAL STRUCTURE
SR 512 BUILDING	SR 512	HISTORICAL STRUCTURE
BAMMA VICKERS LAWSON HOUSE	1133 US1	HISTORICAL STRUCTURE
CAIN-WILSON, ARDELIA HOUSE	1523 US1	HISTORICAL STRUCTURE
VICKERS, STEPHEN HOUSE	1141 US 1	HISTORICAL STRUCTURE
CAIN HOUSE	1531 US1	HISTORICAL STRUCTURE
SLOAN, DOC	1603 US1	HISTORICAL STRUCTURE
PALMER HOTEL EFFICIENCIES	11330/UNIT_12 US1	HISTORICAL STRUCTURE
PALMER MOTEL EFFICIENCIES	11330/UNIT_14 US1	HISTORICAL STRUCTURE
SEBASTIAN CITY MARKER	HARRISON/INDIAN R DR	HISTORICAL STRUCTURE
ASHBURNER, H HOUSE	1024 LOUISIANA AVE	HISTORICAL STRUCTURE
MCPHERSON, THOMAS HOUSE	1005 US1	HISTORICAL STRUCTURE
CHURCH OF GOD	925 US1	HISTORICAL STRUCTURE
CHURCH OF GOD PARSONAGE	905 US1	HISTORICAL STRUCTURE



Land Use

GRAY, JAMES HOUSE	1044A LOUISIANA AVE	HISTORICAL STRUCTURE
DAY, B F HOUSE		HISTORICAL STRUCTURE
FIELD, H HOUSE	1049 LOUISIANA AVE	HISTORICAL STRUCTURE
HANCOCK, CHARLES HOUSE	1040 LOUISIANA AVE	HISTORICAL STRUCTURE
UNDERILL PROPERTY	12875 I INDIAN RIVER DR	HISTORICAL STRUCTURE
WARD PROPERTY	1736 INDIAN RIVER DR	HISTORICAL STRUCTURE
MAY'S MARINA/FLOODTIDE MARINA PROPERTY	1732 INDIAN RIVER DR	HISTORICAL STRUCTURE
WARREN PROPERTY	1720 INDIAN RIVER DR	HISTORICAL STRUCTURE
FOOD TOWN STORES PROPERTY	1424 U.S. 1 HWY	HISTORICAL STRUCTURE
IZZO PROPERTY	1405 INDIAN RIVER DR	HISTORICAL STRUCTURE
BOUDNOT PROPERTY	1302 INDIAN RIVER DR	HISTORICAL STRUCTURE
FERN CARPENTER HOUSE	1036 PALMETTO AVE	HISTORICAL STRUCTURE
9320 90TH AVENUE	9320 90TH AVE	HISTORICAL STRUCTURE
1100 MAIN ST	1100 MAIN ST	HISTORICAL STRUCTURE
1101 PALMETTO AVENUE	1101 PALMETTO AVE	HISTORICAL STRUCTURE
HARBOR LIGHTS MOTEL OFFICE	1215 INDIAN RIVER DR	HISTORICAL STRUCTURE
HARBOR LIGHTS MOTEL ADDITIONAL BLDG 1	1215 INDIAN RIVER DR	HISTORICAL STRUCTURE
HARBOR LIGHTS MOTEL ADDITIONAL BLDG 2	1215 INDIAN RIVER DR	HISTORICAL STRUCTURE
HARBOR LIGHTS MOTEL ADDITIONAL BLDG 3	1215 INDIAN RIVER DR	HISTORICAL STRUCTURE
HARBOR LIGHTS	1215 INDIAN RIVER DR	HISTORICAL STRUCTURE
1210 U.S. 1	1210 U.S. 1	HISTORICAL STRUCTURE
1053 LOUISIANA AVENUE	1053 LOUISIANA AVE	HISTORICAL STRUCTURE
UNITED METHODIST CHURCH PARSONAGE	1053 LOUISIANA AVE	HISTORICAL STRUCTURE
SEBASTIAN RIVER BAPTIST	1117 US 1	HISTORICAL STRUCTURE
1206 U.S. 1	1206 US 1	HISTORICAL STRUCTURE
1113 PALMETTO AVENUE	1113 PALMETTO AVE	HISTORICAL STRUCTURE
CHAMBER OF COMMERCE	700 MAIN ST	HISTORICAL STRUCTURE
8905 90TH AVE - BLDG 1	8905 90TH AVE	HISTORICAL STRUCTURE
SEBASTIAN ROADSIDE RESTAURANT	10795 US 1 HWY	HISTORICAL STRUCTURE
SMITH, ARCHIE, WHOLESALE FISH COMPANY	1740 INDIAN RIVER DR.	HISTORICAL STRUCTURE & NATIONAL REGISTER



Land Use

OLD TOWN SEBASTIAN HISTORIC DISTRICT WEST	BOUNDED BY PALMETTO AVE, LAKE AND MAIN STS.	HISTORICAL DISTRICT & NATIONAL REGISTER
OLD TOWN SEBASTIAN HISTORIC DISTRICT EAST	MAIN AND WASHINGTON STS., RIVERSIDE DR., FEC RAILROAD	HISTORICAL DISTRICT & NATIONAL REGISTER
SEBASTIAN GRAMMAR AND JUNIOR HIGH SCHOOL	1225 MAIN ST.	NATIONAL REGISTER
LAWSON, BAMMA VICKERS, HOUSE	1133 US 1	NATIONAL REGISTER

Source: Division of Historical Resources of the Florida Department of State, 2019

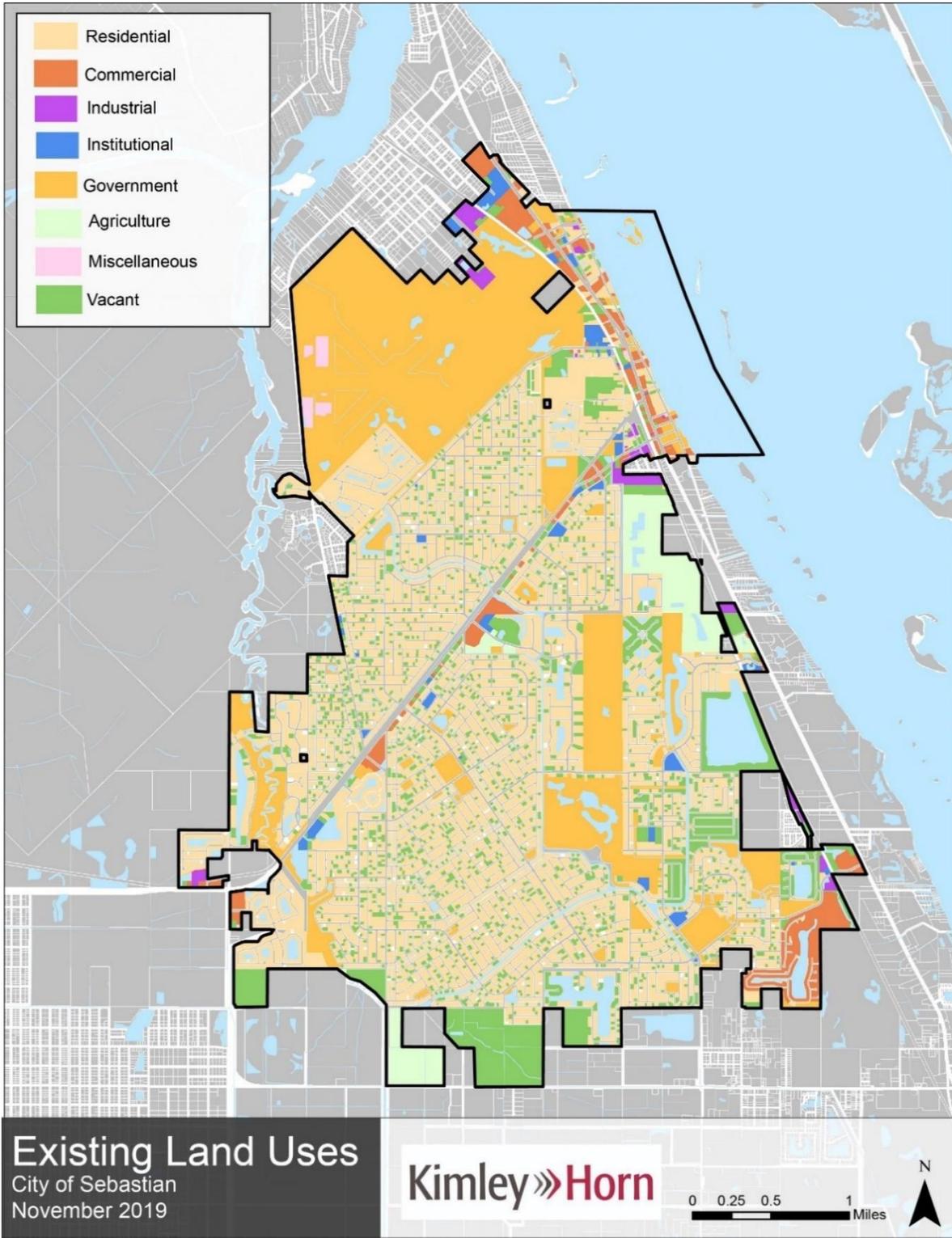
Summary

This Land Use Data Inventory and Analysis has effectively provided the data to guide the type, location, and timing of development in an appropriate manner. The **Land Use Element** is the foundation of the Comprehensive Plan and is dependent upon the goals, objectives, and policies of each of the other Elements. It sets the planning framework for the City to accommodate projected growth and development, minimize adverse impacts on natural and historical resources, and maintain essential amenities at desired levels to maintain the quality of life within the City.



Land Use

Map 1-1: Existing Land Uses

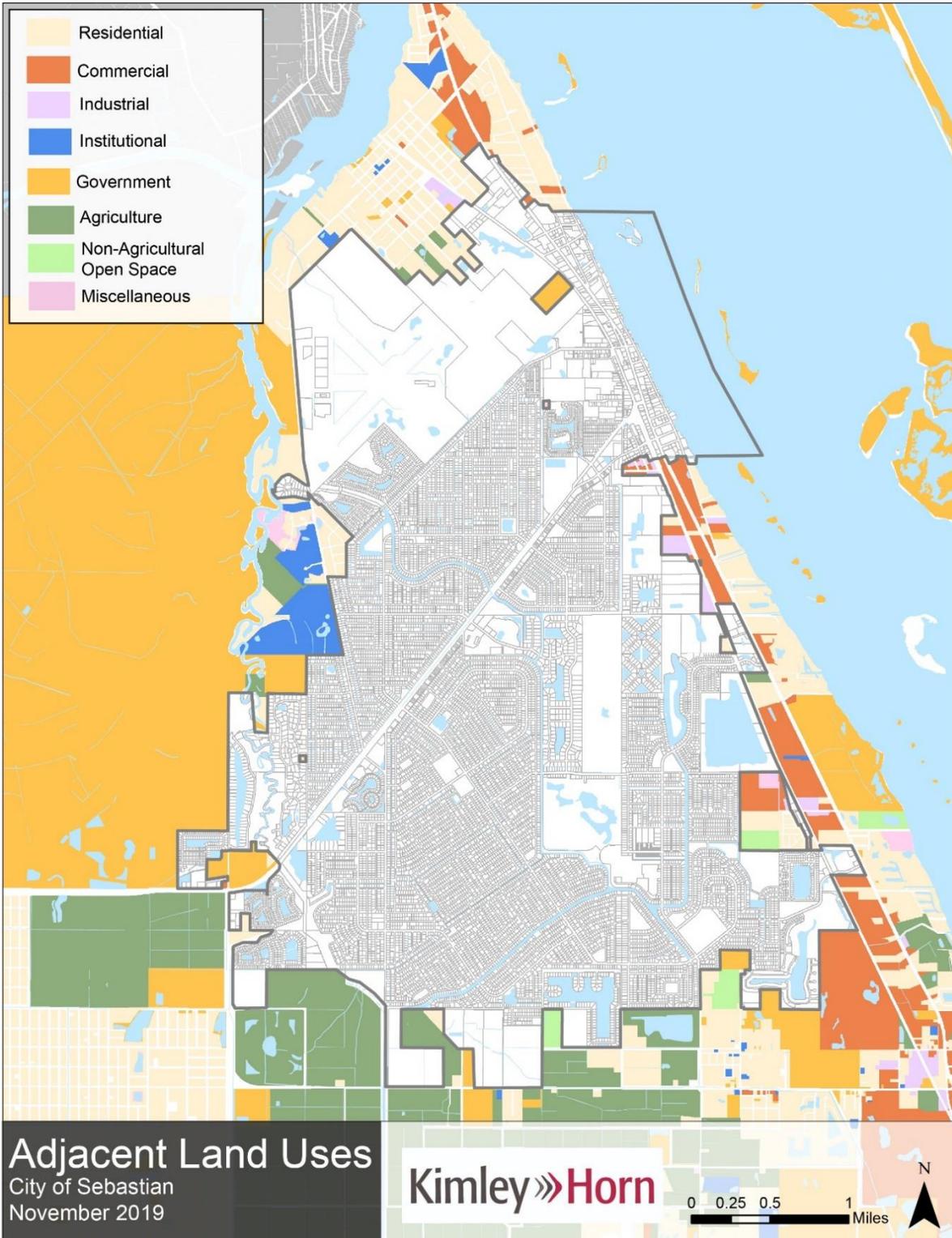


Source: Florida Department of Revenue



Land Use

Map 1-2: Adjacent Existing Land Uses

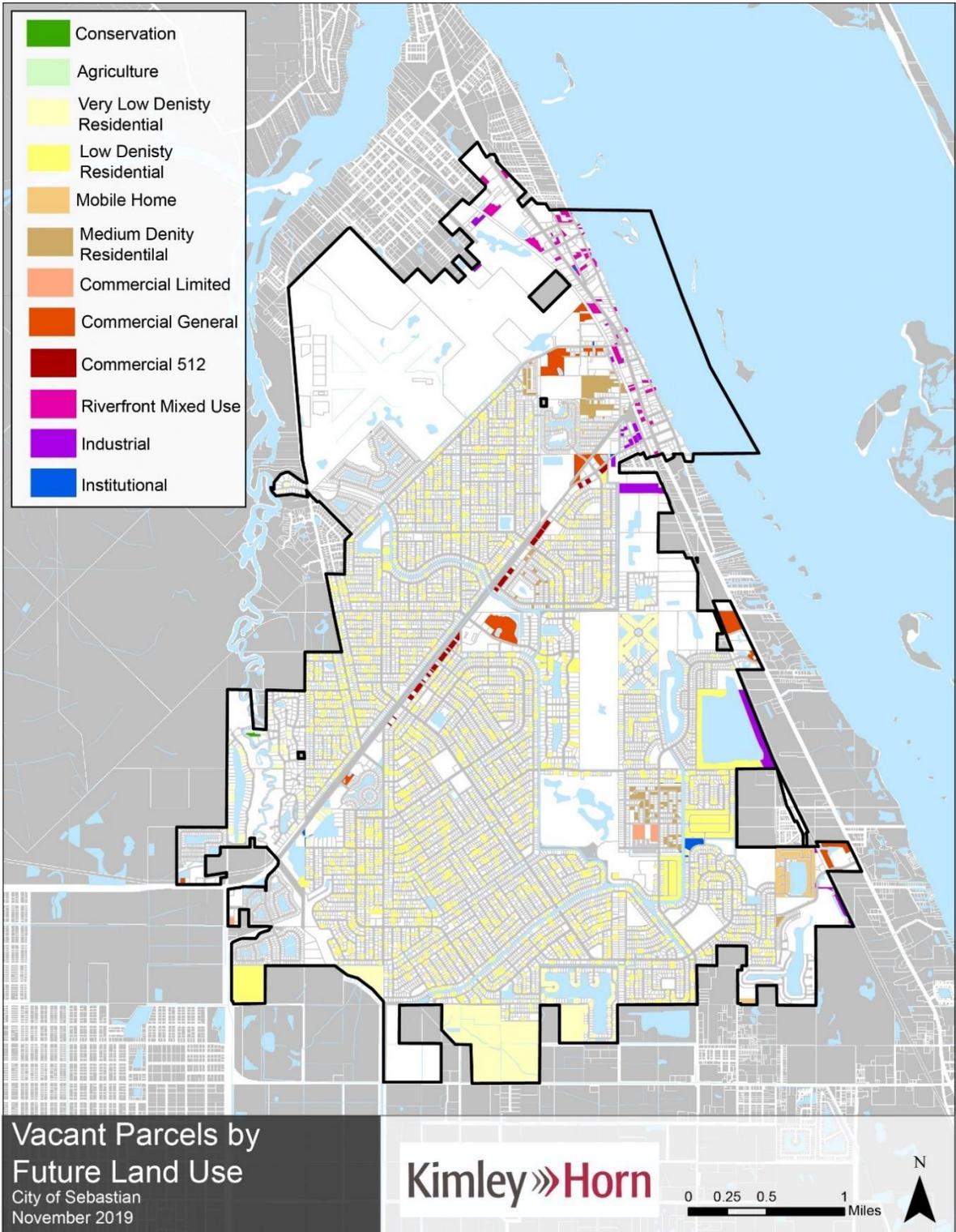


Source: Florida Department of Revenue



Land Use

Map 1-4: Vacant Parcels by Future Land Use

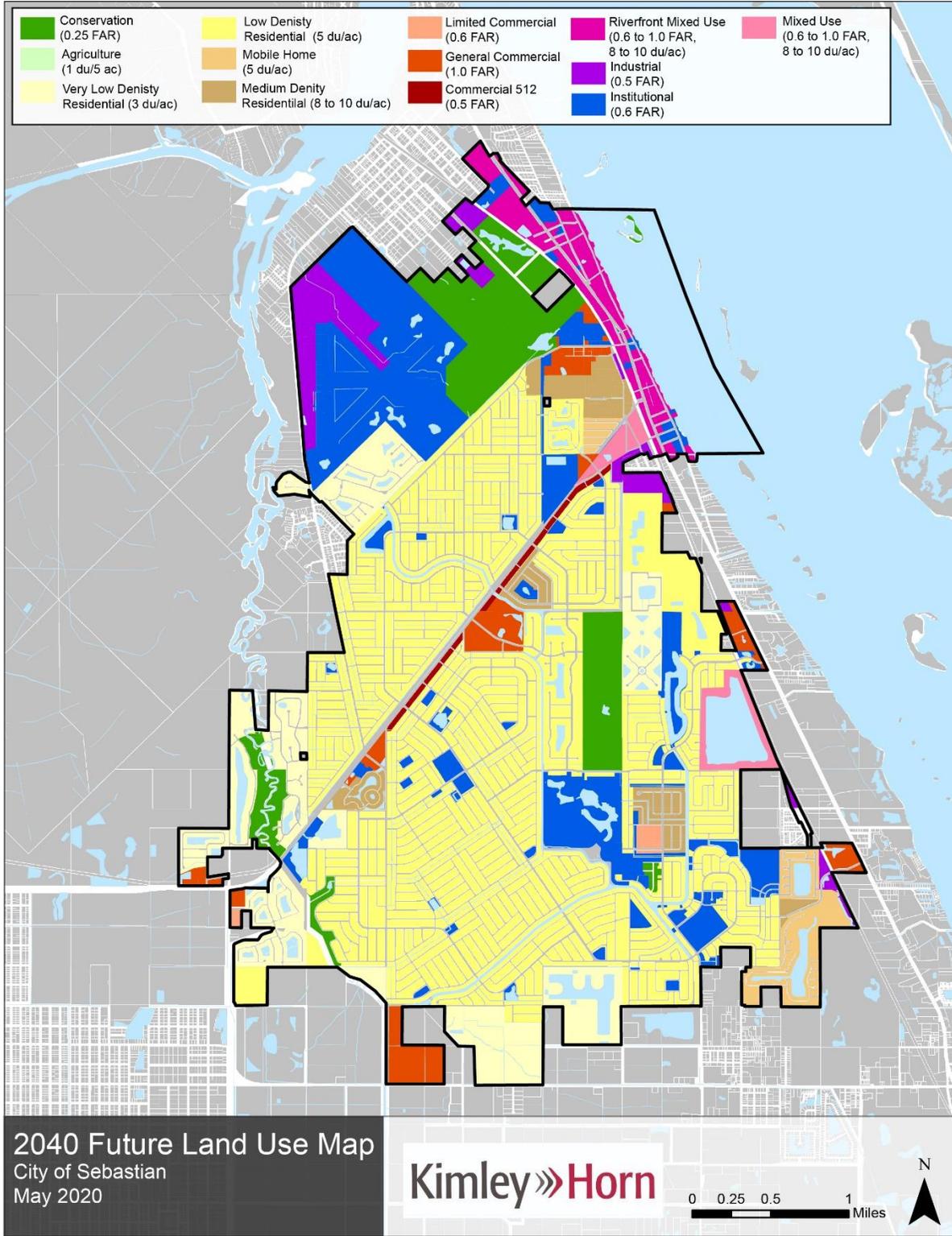


Source: Florida Department of Revenue and The City of Sebastian



Land Use

Map 1-5: 2040 Future Land Use Map

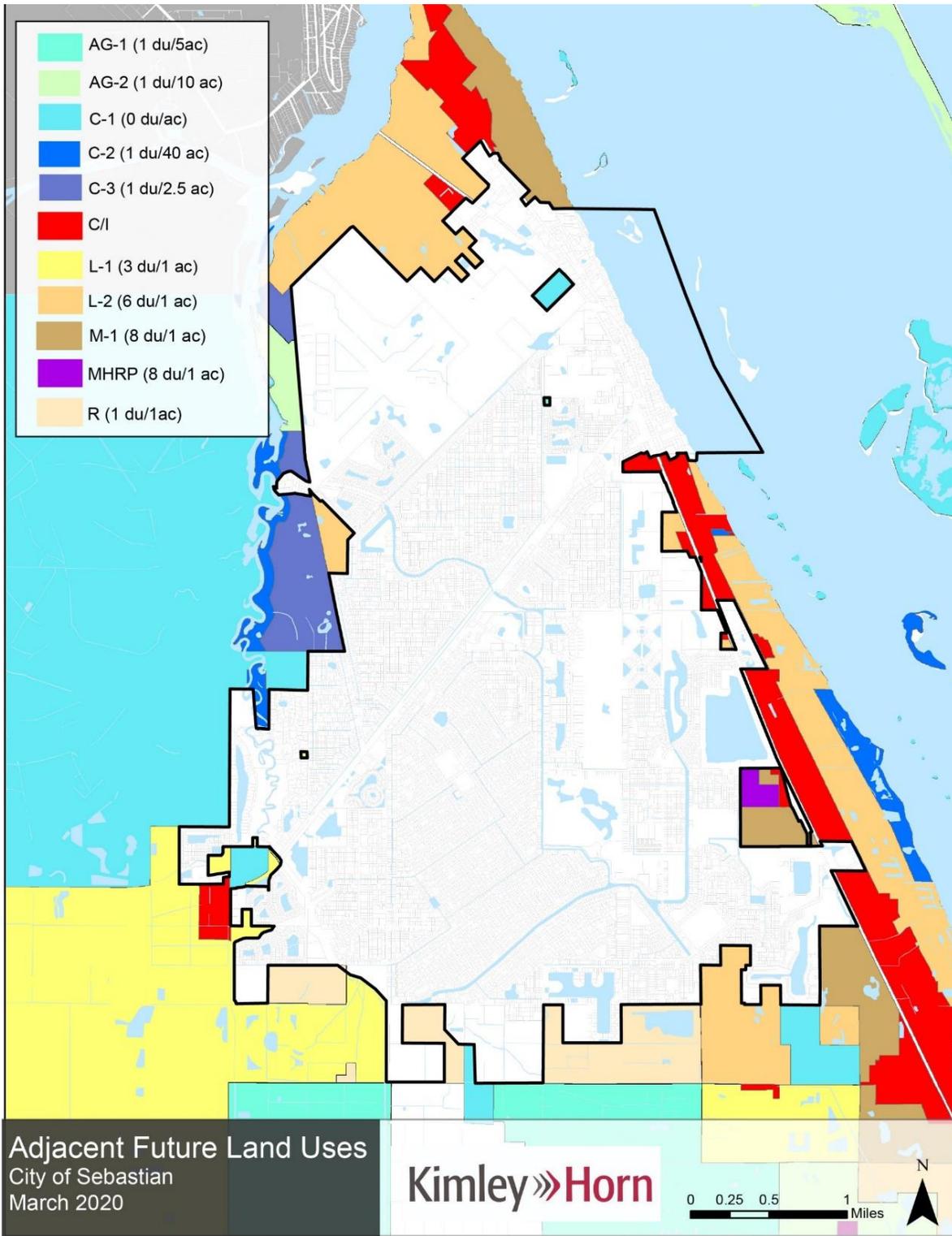


Source: The City of Sebastian



Land Use

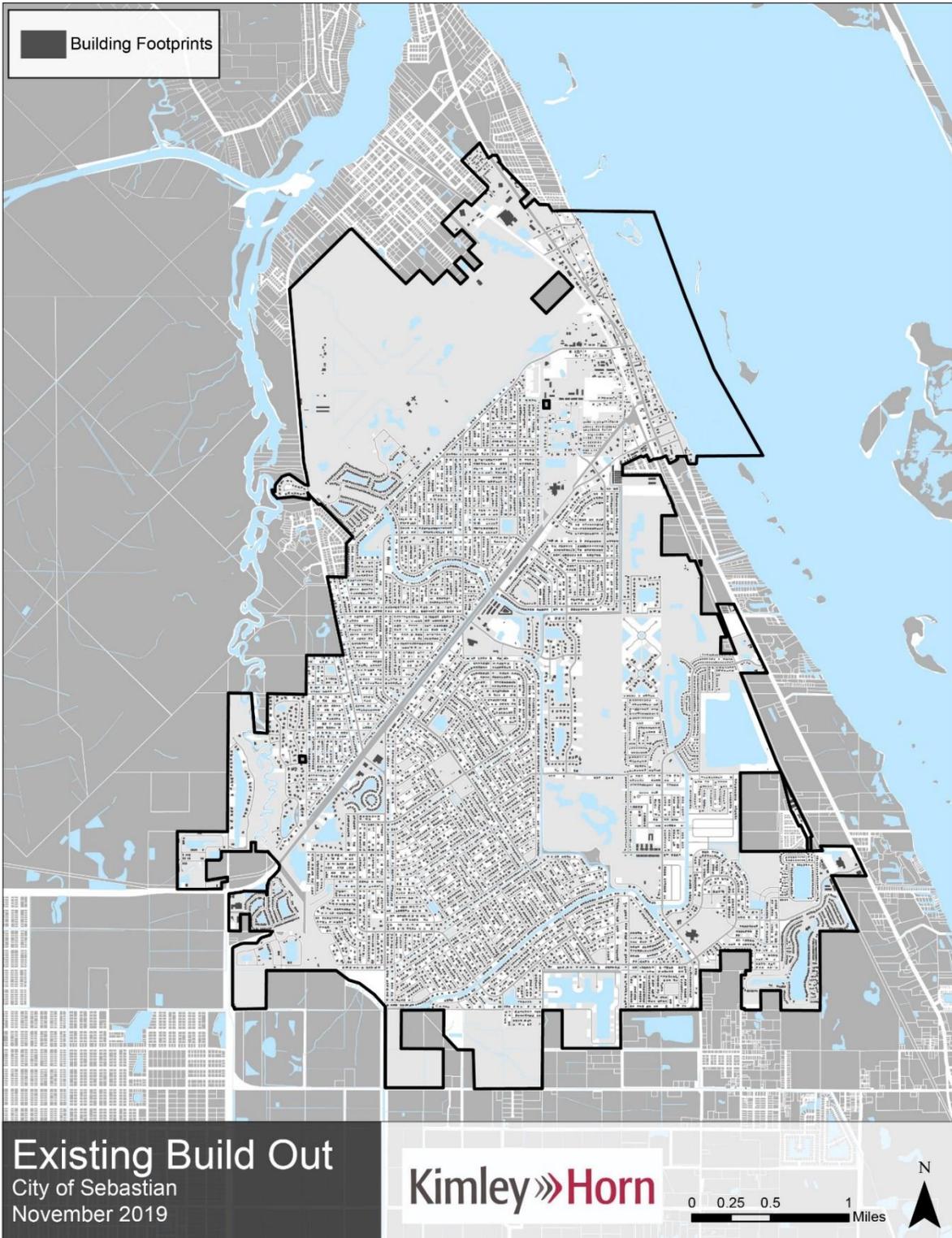
Map 1-6: Adjacent Future Land Uses



Source: Florida Department of Revenue and The City of Sebastian



Map 1-7: Existing Build Out

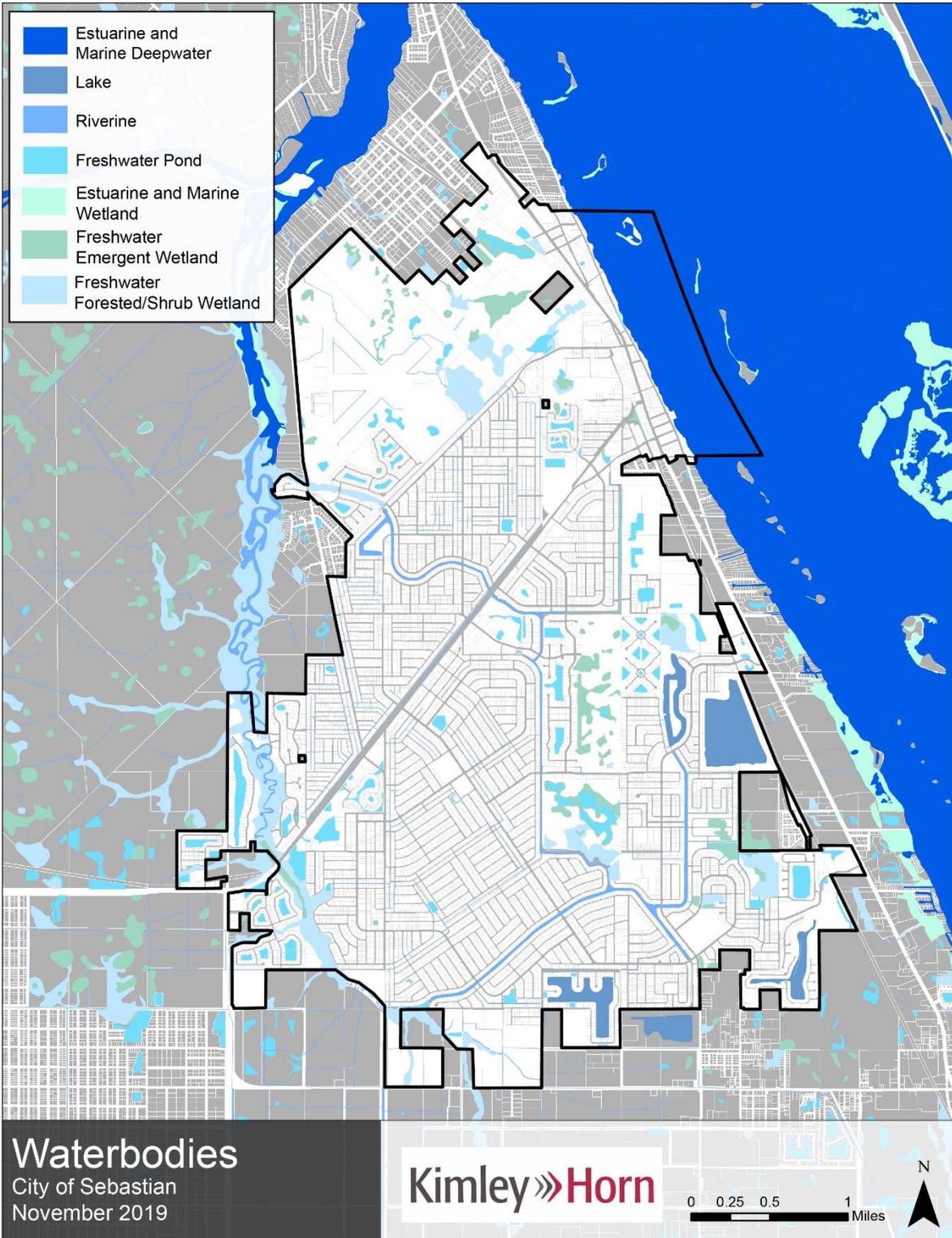


Source: Microsoft Building Footprints



Land Use

Map 1-8: Waterbodies



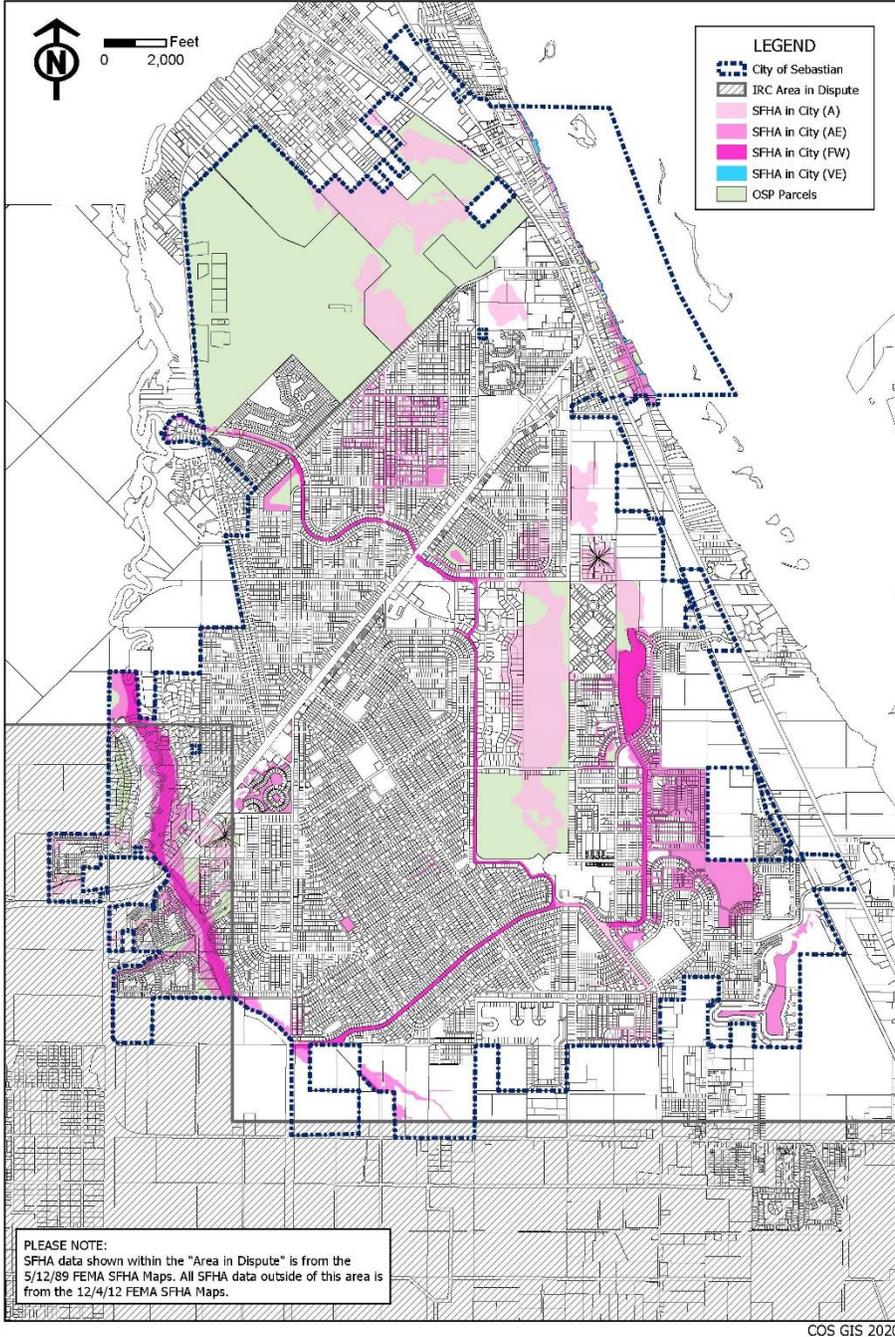
Source: U.S. Fish and Wildlife Service



Map 1-9: Flood Zones



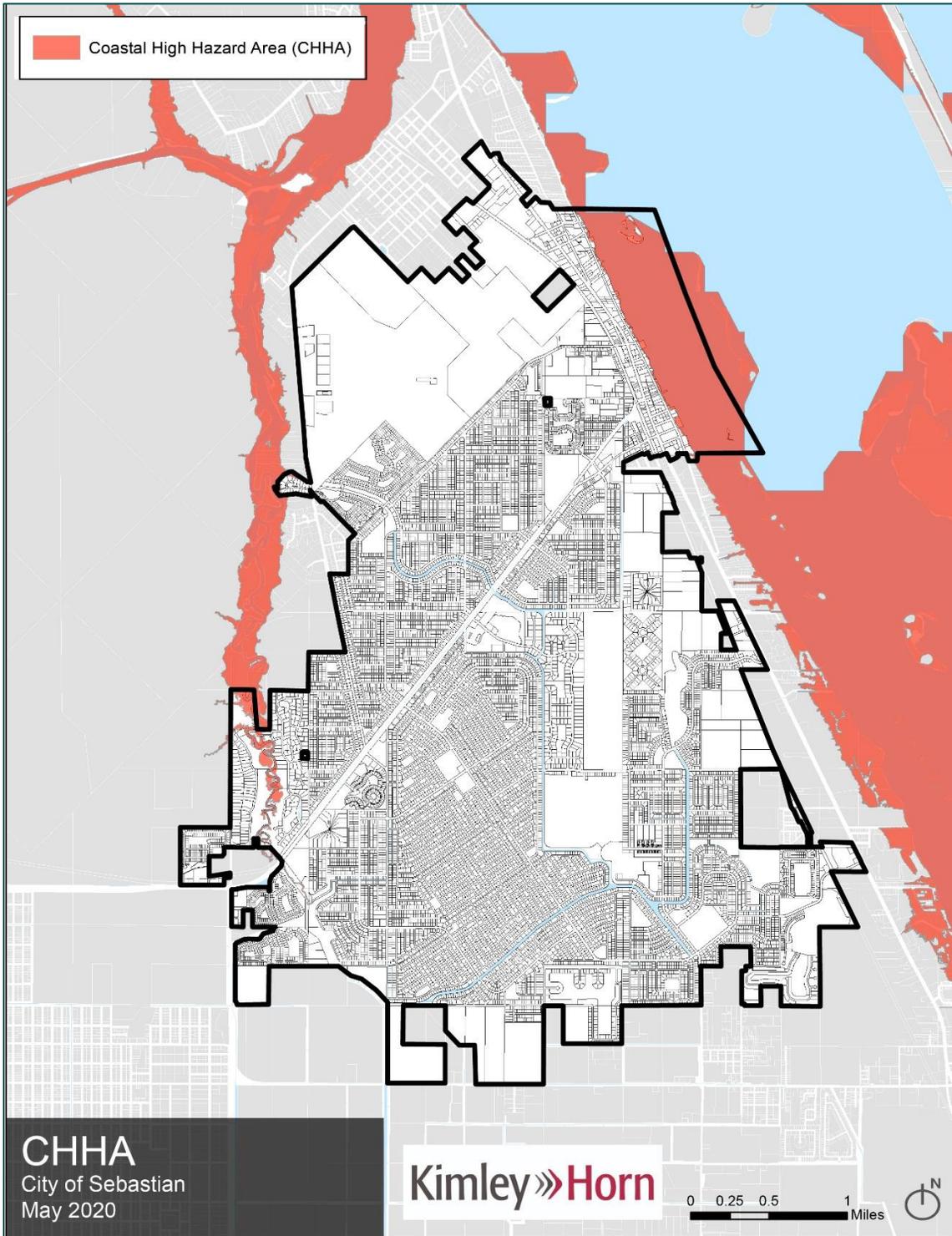
City of Sebastian, Florida
Community Rating System (CRS) Activity 370
Flood Insurance Assessment (FIA) Map



Source: The City of Sebastian Community Development Department



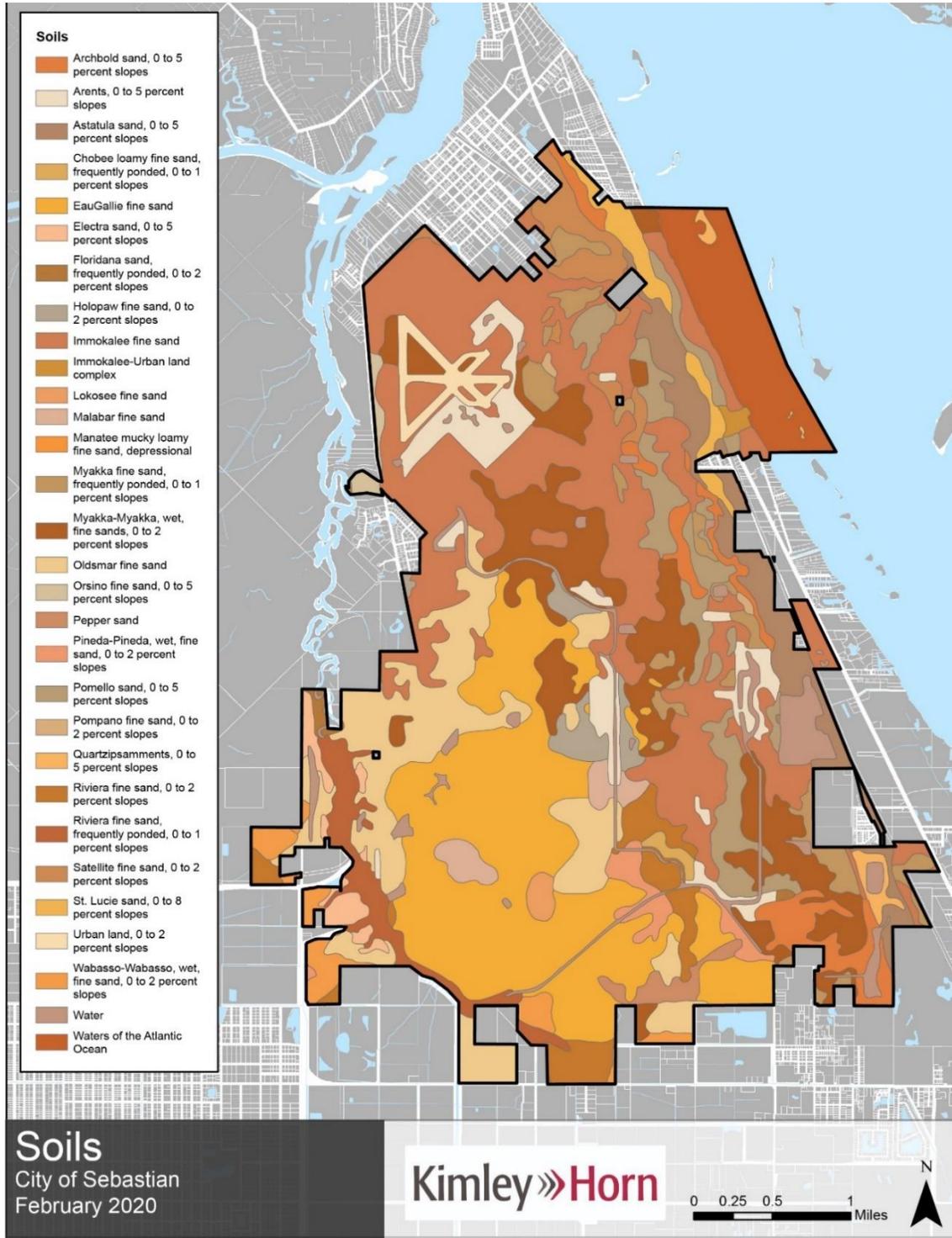
Map 1-10: Coastal High Hazard Area (CHHA)



Source: Treasure Coast Region Florida Statewide Regional Evacuation Study Program for Indian River, Martin, Palm Beach, and St. Lucie Counties, Treasure Coast Regional Planning Council, 2010

Land Use

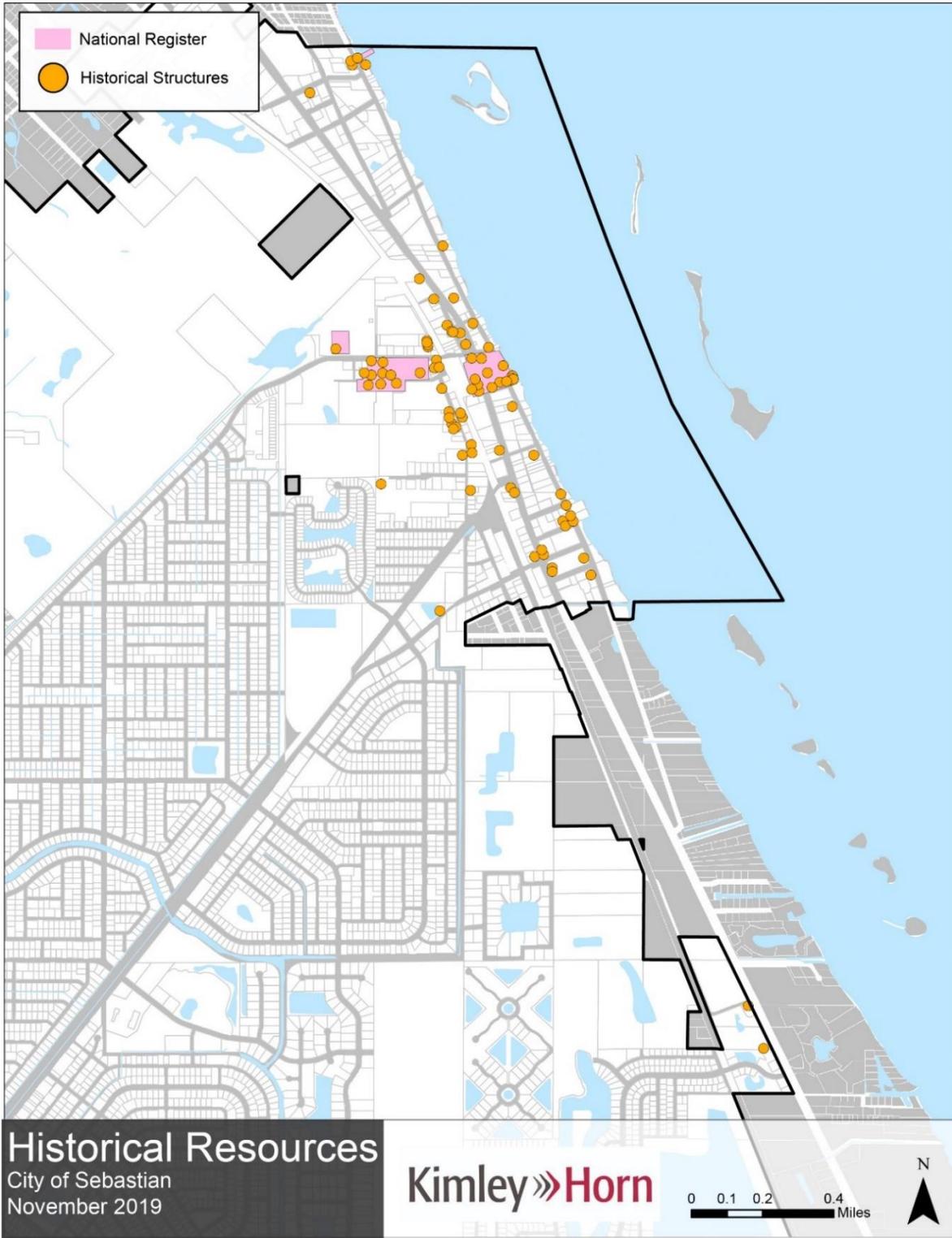
Map 1-11: Soils and Topography



Source: Soil Conservation Service



Map 1-12: Historical Resources



Source: Division of Historical Resources of the Florida Department of State