



CITY OF MELBOURNE

COMPREHENSIVE PLAN
CHAPTER I
FUTURE LAND USE ELEMENT

Goals, Objectives and Policies

May 2009

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CHAPTER I

FUTURE LAND USE ELEMENT GOALS, OBJECTIVES AND POLICIES

GOAL 1: ALLOCATION OF LAND USE

To meet the needs of population growth through public and private development and redevelopment, and through the appropriate distribution, location, and extent of land use, consistent with adequate levels of service, efficient use of facilities, and protection of natural resources and environmental lands.

Objective 1.1: Discourage Urban Sprawl. The City shall discourage and/or reduce urban sprawl.

Policy 1.1.1: Urban Service Boundary. An urban service boundary (USB) is hereby established and depicted on the Future Land Use Map. The USB encompasses those lands within Brevard County that are, or are expected to become, urban; receive City services; or that may be annexed per an interlocal Service Boundary Agreement. Within the USB, urban services, including central water and sewer are expected to be provided by the City of Melbourne.

Policy 1.1.2: Expansion of USB. Urban services, in particular central water and sewer, shall not be extended outside the Urban Service Boundary without a land use plan amendment to modify the boundary location and to assign a conceptual land use classification for lands to be included within the boundary. An exception may be considered where public health, safety, and/or welfare requires a community water system or the extension of water service to ensure safe potable water.

Policy 1.1.3: Infill Development. The City shall encourage infill development through the following mechanisms:

- The use of higher density/intensity and mixed-use land use categories in areas desirable for infill development;
- The use of density bonuses or targeted redevelopment programs;
- Prioritizing capital improvements funding in a manner that generally assigns first priority to the renewal, reuse and/or rehabilitation of existing facilities or the replacement of existing obsolete or worn out facilities as a preferred alternative to new construction when feasible.

Objective 1.2: Future Land Use Categories Established. The City hereby establishes land use categories and a Future Land Use Map (FLUM) that provide for compatible and

coordinated land uses, allowing for the protection of natural and historic resources as well as maximizing economic development opportunities.

Policy 1.2.1: Land Use Categories. The adopted FLUM contains and identifies appropriate locations for the following land use categories. The maximum densities/intensities shown in the following table are not guaranteed for all sites within each category. The zoning map and land development regulations may impose tighter densities and intensities of development based on land use allocation criteria policies.

Future Land Use Categories	Maximum Density/ Intensity*				
	Activity Centers				Outside Activity Centers
	DMAC	EGAC	CAC	MAC	
Rural Fringe	NA	NA	1 unit per 100 acres	NA	1 unit per 100 acres
Residential					
Estate	NA	NA	3 upa	NA	3 upa
Low Density	6 upa	6 upa	6 upa	6 upa	6 upa
Medium Density	15 upa	15 upa	15 upa	15 upa	15 upa
High Density	30 upa	30 upa	30 upa	30 upa	30 upa
Mixed-Use	6 FAR 100 upa	3 FAR 50 upa	2 FAR 30 upa	2 FAR 30 upa	1 FAR 15 upa
Commerce					
General Commercial	6 FAR 15 upa	3 FAR 15 upa	2 FAR 15 upa	2 FAR 15 upa	0.7 FAR 15 upa
Office/Professional	0.7 FAR 15 upa	0.7 FAR 15 upa	0.7 FAR 15 upa	0.7 FAR 15 upa	0.7 FAR 10 upa
Heavy Commercial	0.7 FAR	0.7 FAR	0.7 FAR	0.7 FAR	0.7 FAR
Industrial	1 FAR	1 FAR	1 FAR	1 FAR	1 FAR
Public/Institutional	6 FAR	3 FAR	2 FAR	2 FAR	0.5 FAR
Recreation	1 FAR	1 FAR	0.5 FAR	0.5 FAR	0.5 FAR
Conservation	NA	NA	NA	NA	NA

DMAC=Downtown Melbourne Activity Center; **EGAC**=Eau Gallie Activity Center; **CAC**=Community Activity Center; **MAC**=Midtown Activity Center.

FAR = Floor Area Ratio; upa = Units per Acre

*** NOTE:** *Development within the Coastal High Hazard Area, as depicted in the FLUM shall not exceed ten (10) dwelling units per acre. See additional density/intensity restrictions in the Neighborhood Protection sub-area policies.*

Policy 1.2.2: Agricultural Operations. Whenever an agricultural operation is annexed, farming and agricultural operations may continue. The annexation agreement for the property may set forth the conditions for the continued operation of such uses.

Objective 1.3: Residential Land Use Categories. Sufficient space shall be provided for residential development and required community facilities to adequately meet the housing needs of the present and expected future population. The Residential Land Use category consists of Rural Fringe, Estate Residential, and Low, Medium and High Density Residential uses in progressive degrees of urban intensity with higher density in areas adjacent to the Urban Center and less density/intensity in the perimeter of the City.

Policy 1.3.1: Rural Fringe. Areas delineated on the FLUM for Rural Fringe development shall accommodate a mixture of agriculture and conservation activities. Sites that are designated for rural fringe uses are intended to be part of a future master planned community where the continuation of agricultural uses will contribute to the preservation of large expanses of open space while protecting sensitive environmental resources.

Policy 1.3.2: Estate Residential. Areas delineated on the FLUM for Estate Residential shall be comprised of primarily single-family detached homes, including mobile homes under specific circumstances as defined in the land development code, on large lots. The City may apply the Estate Residential Land Use classification to annexed agricultural lands, which shall maintain that category until such a time that urban growth is contiguous to these sites and agricultural activities are no longer economically sustaining.

Policy 1.3.3: Low Density Residential. Areas delineated on the FLUM for Low Density Residential shall be comprised primarily of single family detached or attached homes on individual lots. Mobile homes may be allowed within this category under specific circumstances defined in the land development code. Supportive community facilities and accessory land uses, as defined in the land development code, may be located within areas designated for low density residential uses. The land development regulations shall provide development criteria for approving such uses.

Policy 1.3.4: Medium Density Residential. Areas delineated on the FLUM for medium density residential development may accommodate single and multiple family structure types, and mobile home parks. Supportive community facilities and accessory land uses, as defined in the land development code, may be located within areas designated for medium density residential uses. The City land development regulations shall provide development criteria for considering such uses. Sites for

medium density residential developments should be located so that they provide a smooth transition between lower density residential areas and areas developed and/or designated for other more dense/intense uses.

Policy 1.3.5: High Density Residential. Areas delineated on the FLUM for high density residential are intended to accommodate multi-family development and supportive community facilities and accessory land uses, defined in the land development code. The land development regulations shall contain requirements for open space, landscaping and buffers to effectively screen multi-family developments from low density residential zoning districts.

Policy 1.3.6: Allocating Residential Land Use. The allocation of new Residential land use shall be based on the following considerations:

- projected population;
- housing trends and characteristics;
- provision and maintenance of quality residential environments;
- protection of environmentally fragile natural systems;
- adequate transitioning between varying residential densities; and
- provision and maintenance of public facilities and services.

The High Density Residential land use category shall continue to be allocated to sites accessible to major thoroughfares or collector streets as identified on the City's Transportation Plan (**Map III-8**) as well as adjacent to public transit routes and existing development with the same or higher density. Residential densities shall be allocated in a manner compatible with available public services and natural features of land, as well as existing and anticipated future development.

Policy 1.3.7: Northwest Area. Residential densities north of Eau Gallie Boulevard and west of I-95 will be limited to one (1) dwelling unit per acre in order to discourage urban sprawl, except that densities may be permitted up to six (6) dwelling units per acre if the City finds that:

- a. The development will be connected to and served by the City's central potable water and wastewater treatment system consistent with adopted levels of service.
- b. The development will be served by City/County dedicated paved streets.

Objective 1.4: Mixed-Use Land Use Category. Sufficient space shall be provided along major transportation corridors in the City (U.S. 1, U.S. 192, SR A1A, Wickham Road, Eau Gallie Boulevard (SR 518), NASA Boulevard (SR 508), Airport Boulevard, Sarno Road, Babcock Street and St. Johns Heritage Parkway) for areas that allow a mixture of uses, discourage strip commercial development and reduce the need for multiple automobile trips throughout the day.

Policy 1.4.1: **Mixed-Use (MU).** The Mixed-Use Corridor land use category is intended to provide a mixture of residential, commercial, recreational and institutional uses generally along major transportation corridors in the City. The City anticipates that by 2025, the mix of uses in the MUC will be about 70% non-residential and 30% residential. The Floor Area Ratio (FAR) measure shall not be applied to residential developments, or the residential portion of a mixed-use building or development.

Policy 1.4.2: **Allocation of Mixed-Use Land Use.** This category is available for promoting mixed-use developments mainly along major transportation corridors. The Mixed-Use land use category also extends into the City's activity centers (Downtown Melbourne, Eau Gallie and Midtown). The following factors shall be considered when determining appropriate expansion of the Mixed-Use land use category.

- The densities and intensities within the mixed-use areas shall vary depending on their proximity to activity centers and to established low density residential zoning districts. The application of zoning districts within areas designated for Mixed-Use in the Future Land Use Map shall reflect that variation by allowing higher densities/intensities closer to the activity centers and restricting density/intensity in areas closet o established residential districts.
- Mixed-use areas outside the activity centers are intended to complement, and not compete, with the activity centers.
- This land use category may be applied to parcels containing at least one (1) acre in size and located along major arterials or collectors. The entire acre shall be processed as a single development site.
- The land development regulations shall maintain performance standards for the location criteria and the types of uses that will be allowed in this land use category.
- The land development regulations implementing this category shall encourage a compact and walkable environment to reduce vehicle miles of travel and encourage use of public transit.
- Development within mixed-use shall be encouraged to follow Transit Oriented Design (TOD) principles.

Objective 1.5: **Commerce Land Use Category.** Sufficient space shall be provided for commercial and office development at various levels of intensity and adequate support services to meet the needs of the present and future population. There are three Commerce land use categories: General Commercial, Heavy Commercial and Office/Professional.

Policy 1.5.1: **General Commercial Land Use.** The General Commercial land use category shall accommodate activities such as: general retail sales and services, professional and business offices, personal services, and limited medium to high density residential. The following criteria shall be used for determining appropriate uses within the general commercial land use category.

- Regional and community level commercial areas shall be located in areas easily accessed from major thoroughfares, while neighborhood-serving commercial areas may be allowed closer to the residential neighborhoods.
- High density residential uses may be allowed along major transportation corridors or as part of mixed-use developments (commercial/office and residential mix).
- Medium density residential uses may be allowed in transition areas between commercial and established residential uses to provide a gradual change between residential and nonresidential areas.
- The City anticipates that by 2025, the overall mix of uses in the Commerce Land Use category throughout the City will be a minimum of 75% commercial/office and a maximum of 25% residential, public/institutional and recreational.

Policy 1.5.2: **Allocating General Commercial Land Use.** The allocation and distribution of new general commercial land use categories shall consider the location and space requirements of commercial activities and potential fiscal and environmental impacts on the City of Melbourne, and shall be determined based on the following considerations:

- Impact on existing and planned community services and utilities, especially on transportation facilities;
- Ability to achieve a functional internal circulation and off-street parking system;
- Location and site requirements based on 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;
- Impact on natural systems.

- Policy 1.5.3: Office/Professional Land Use.** The Office/Professional land use category shall accommodate activities such as medical and professional offices and related services, personal services, and limited low and medium density residential. The category is intended to be used for commerce areas where the wider range of retail activities is not adequate due to surrounding uses, particularly low density residential lands, or traffic considerations.
- Policy 1.5.4: Allocating Office/Professional Land Use.** The allocation and distribution of new office/professional land use shall consider the need to restrict the types of commercial activities in certain commercial areas, particularly adjacent to low density residential lands, and shall not be used for areas where a commercial category would be adequate.
- Policy 1.5.5: Heavy Commercial Land Use.** The Heavy Commercial land use category shall accommodate activities such as: automotive sales and services, and light industrial activities. The following criteria shall be used for determining appropriate uses within the Heavy Commercial land use category:
- The land development regulations shall incorporate standards for buffering residential areas from the uses permitted in this category.
 - The City anticipates that by 2025, the overall mix of uses in the Heavy Commercial Land Use category will be a minimum of 85% commercial, and a maximum of 15% public/institutional and recreational.
- Policy 1.5.6: Allocating Heavy Commercial Land Use.** The allocation and distribution of new heavy commercial land use shall be determined based on the following considerations:
- Impact on existing and planned community services and utilities, especially on transportation facilities;
 - Ability to achieve a functional internal circulation and off-street parking system;
 - Location and site requirements based on specific needs of respective commercial activities, their market area, anticipated employment generation, and floor area requirements; this category is encouraged for areas along the railroad and near the airport;
 - Compatibility with and impact on other surrounding commercial activities;

- Compatibility with and impact on surrounding areas designated for residential use in the Future Land Use Map;
- Impact on natural systems.

Objective 1.6: Industrial Land Use. The FLUM shall allocate land resources for existing and anticipated future industrial needs and requisite support services.

Policy 1.6.1: Industrial Land Use Category. The industrial land use category may be considered for sites accessible to airport facilities, rail facilities, and/or major thoroughfares such as I-95. Uses allowed include: manufacturing, assembling and distribution activities; warehousing and storage activities; general commercial activities; and other similar land uses.

Policy 1.6.2: Allocating Industrial Land Use. 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 Melbourne. 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;
- Consistency with the Melbourne International Airport Master Plan;
- Impact on established as well as anticipated future development, including residential, and natural systems; and
- Impact on existing and planned public services, utilities, water resources, and energy resources.

Policy 1.6.3: Industrial Use Restriction. Industrial uses permitted on the 69.189-acre tract south of Fountainhead Subdivision shall be limited to those specified in the Final Judgment for Case Number 85-4938-CA-T issued by the Brevard Circuit Court.

Objective 1.7: **Public/Institutional Land Use.** The City shall assure that needed public and institutional services and facilities are developed concurrent with new development. The FLUM shall allocate land resources for public/institutional facilities and services as specified in the policies stipulated below.

Policy 1.7.1: **Public/Institutional Land Use Category.** The Public/Institutional land use category is intended to accommodate existing and planned public and semi-public services including: governmental buildings; public schools and 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; utilities; extensive open areas comprising major committed public and semi-public open spaces, and other similar activities.

Policy 1.7.2: **Support Public/Institutional Uses.** Public, semi-public and institutional uses shall also be allowed within other land use categories as support uses and as provided for in the zoning regulations.

Policy 1.7.3: **Allocation of Public/Institutional Land Use.** The City shall monitor the need for increased land area for public/institutional uses and shall assure that this land use category on the FLUM is expanded to accommodate the development of public and semi-public facilities such as governmental buildings; fire, police and rescue services; educational institutions and similar public uses.

Objective 1.8: **Recreational Land Use.** The City shall assure that needed parks and recreational facilities are developed concurrent with new development. The FLUM shall allocate land resources for recreational facilities and services as specified in the policies stipulated below.

Policy 1.8.1: **Recreational Land Use.** The recreational land use category is intended to accommodate existing and planned public and private parks and recreation areas; extensive open space areas such as the golf courses; and similar uses.

Policy 1.8.2: **Support Recreational Uses.** Not all recreational facilities need to be shown as recreational in the FLUM. Recreational uses may also be allowed in other land use categories as support uses.

Policy 1.8.3: **Allocation of Recreational Land Use** The City shall use the capital improvement program and budget process to pursue advance acquisition of land required to provide recreation and related public benefits.

Objective 1.9: **Conservation Land Use.** The Conservation land use category identifies lands that are environmentally fragile natural resources for long term preservation as defined in §9J-5.003(30), FAC. The protection and preservation of conservation resources shall be achieved through the implementation of the following policies:

- Policy 1.9.1:** **Conservation Category.** It is the intent of the “Conservation” land use category to provide for the long term protection and preservation of environmentally sensitive natural resource systems. 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. Areas covered by a conservation easement shall be treated the same as areas designated as Conservation on the FLUM.
- Policy 1.9.2:** **Development in Conservation Land Use.** No development is permitted within the Conservation land use category, except to support passive use and maintenance of the land.
- Policy 1.9.3:** **Acquisition.** The City shall support the acquisition of natural areas or open space 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.
- Policy 1.9.4:** **Allocation of Conservation Land Use.** As natural resources are discovered and determined to be preserved, the City shall ensure the application of Conservation land use to those properties.
- Policy 1.9.5:** **Conservation Sub-Area Policy.** The City shall consider applying the Conservation land use category to the area of Rockpoint Subdivision (Puma property) west of U.S. 1.

Objective 1.10: **Activity Center Overlay Categories.** Future land use categories within the City’s urban nodes, such as Downtown Melbourne, Eau Gallie and Midtown, shall reflect the need to intensify and consolidate complementary land uses in strategic locations to prevent urban sprawl and encourage alternative transportation options. The Activity Center Overlays include the Downtown Melbourne Activity Center (DMAC), the Eau Gallie Activity Center (EGAC), the Midtown Activity Center (MAC) and the Community Activity Center (CAC). The first two overlays apply to the City’s two downtowns. The last two are intended to complement, and not compete, with the two downtowns.

- Policy 1.10.1:** **Downtown Melbourne Activity Center (DMAC).** The DMAC overlay category is intended to provide a mixture of residential, commercial, recreational, and institutional uses in the original downtown Melbourne area. The City anticipates that by 2025, the mix of uses in the DMAC will be approximately half residential and half non-residential.
- a. The DMAC overlay, which is the most intensive of the Activity Centers, shall generally include the Downtown Melbourne CRA.
 - b. The City shall promote the image and function of the DMAC as a commercial center that includes residential uses and civic and cultural enrichment opportunities.

- c. The City land development regulations shall maintain performance standards for the location, design and the types of uses that will be allowed in the DMAC land use category overlay.
- d. Future industrial uses should be prohibited within this overlay; future heavy commercial uses shall be discouraged.

Policy 1.10.2: Eau Gallie Activity Center (EGAC). The EGAC overlay is intended to provide a mixture of residential, commercial, recreational, and institutional uses in the Old Eau Gallie downtown area. The City anticipates that by 2025, the mix of uses in the DMAC will be approximately half residential and half non-residential.

- a. This overlay generally applies to the Eau Gallie CRA.
- b. The City shall promote the image and function of the EGAC as the City's center for arts and commerce, as well as civic and cultural enrichment.
- c. The land development regulations shall maintain performance standards for the location, design and the types of uses that will be allowed in the EGAC land use category overlay.
- d. Future industrial uses should be prohibited within this overlay; future heavy commercial uses shall be discouraged.
- e. The Art Overlay Zone, located north of Creel Street and east of U.S. 1 shall be restricted to mixed uses containing low and medium residential and neighborhood commercial uses that are further regulated by land development regulations.

Policy 1.10.3: Midtown Activity Center (MAC). The MAC overlay is intended to provide a mixture of commercial, light industrial, recreational, institutional, and some residential uses, in the general area of the Babcock CRA, including the US 1 corridor and hospital area extending east of the CRA. The City anticipates that by 2025, the mix of uses in the MAC will be approximately 75% non-residential and 25% residential and other uses.

- a. This overlay applies to the Babcock Street CRA and the area between the CRA and the Indian River Lagoon.
- b. The City shall promote the image and function of the MAC as the City's high tech industrial area around the airport, and a medical hub around the hospital site.
- c. The land development regulations shall maintain performance standards for the location, design and the types of uses that will be allowed in the MAC land use category overlay.
- d. Future heavy industrial uses should be prohibited within this overlay.

Policy 1.10.4: **Community Activity Center (CAC).** The CAC land use category overlay is intended to provide a mixture of residential, commercial, recreational, and institutional uses in areas of the City that are removed from the downtown activity centers. The City anticipates that by 2025, the mix of uses in the CAC will be about 70% residential and 30% non-residential.

Policy 1.10.5: **Allocation of Community Activity Center Land Use.** The CAC overlay category, unlike the other Activity Centers overlays, which have already been depicted in the Future Land Use Map, was developed for areas that may develop as activity nodes in the future. The following criteria shall be used for determining appropriate allocation of the community activity center land use category.

- This land use category may be applied to areas at least five (5) miles from the DMAC, and with sufficient infrastructure to support a mixed-use activity center.
- The land development regulations shall maintain performance standards for the location, design and the types of uses that will be allowed in the CAC overlay.
- New CAC overlays shall only be applied to single or contiguous sites containing at least fifty (50) acres.
- The City shall require the development of an area-wide master plan for proposed CACs to ensure a coordinated approach to the planning of these areas. The CAC master plan should address the need for shared facilities and services, such as parking and traffic circulation, stormwater, open space, and similar facilities.

Objective 1.11: **Public Facilities and Services.** Development, redevelopment, land use plan amendments and changes to the zoning of a site shall be coordinated with the availability of adequate services and facilities, including assurance that land is available for the needed facilities and services.

Policy 1.11.1: **Capacity Availability.** All development orders or permits, including any redevelopment activities, shall be issued only if there are public facilities and services available with sufficient capacities to maintain the level of service standards adopted in this plan concurrent with the impacts of the proposed development.

Policy 1.11.2: **Annexations.** The City shall encourage requests for voluntary annexation into the City when those lands are enclaves or logical extensions of the existing City limits, when services can be properly provided, and when proposed uses are compatible with the City's Comprehensive Plan. The

City shall also provide for referendum voting in cases where this method is needed to annex lands into Melbourne.

Policy 1.11.3: Enclaves. Encourage the annexation of undeveloped pockets and enclaves within developed areas in order to utilize existing facilities and services efficiently.

Policy 1.11.4: Fair Share. Require new development to provide necessary services and facilities or to pay a fair share of the cost of those services and facilities, through impact fees, special assessments, exactions, conveyance of land or easements, or pro-rata agreements.

Policy 1.11.5: Dedication of Land for Public Facilities. The City shall continue to require dedication of land for roadways, stormwater management, and utilities.

Policy 1.11.6: Roadway Efficiency. The City shall maintain and enhance the safety and efficiency of the arterial and collector road system and minimize transportation conflicts associated with development by coordinating the FDOT driveway permitting process, limiting development access to the arterial and collector roadway system and increasing interconnection between adjacent developments through local and service roads.

Objective 1.12: Transportation/Land Use Compatibility. The City will coordinate population densities, housing types, employment patterns, and land uses with the City's transportation plan.

Policy 1.12.1: Development and Traffic. Land uses that generate high traffic counts shall be encouraged to locate adjacent to arterial roads.

Policy 1.12.2: Airport Master Plan. Development within and around the Airport Area (area bounded on the north by Sarno Road, on the south by Hibiscus Boulevard, on the east by the Indian River, and on the west by the St. Johns River) shall be consistent with the Melbourne International Airport Master Plan and subsequent updates.

Policy 1.12.3: Traffic Impact on Residential. The land development regulations shall include regulations discouraging access to commercial properties from streets located in residential areas. Access to commercial properties east of Babcock Street, west of Grove Lane shall not utilize access from Grove Lane.

Objective 1.13: Master Planned Communities. Master Planned Communities have an approved conceptual master plan that details build out opportunities for the proposed project. Master Planned communities of over 500 acres in size shall adhere to a Smart Growth pattern that makes efficient use of developable land, optimizes urban services and infrastructure, uses innovative mixed-use planning techniques, promotes a wide variety of transportation and housing options, and

protects environmental resources. Such communities shall also provide a distinct separation of urban and rural land uses.

Policy 1.13.1: Conceptual Master Plan Development. Development that is subject to a conceptual master plan will explore a range of build out opportunities and their relationship to the size and form of future urban and neighborhood centers, the layout and connectivity of future transportation networks (including pedestrian and bicycle facilities), and the proposed location of future development activities with the goal of providing a mixture of uses that maximizes the capture of internal trips. Approval of a conceptual master plan is dependent upon the applicant showing that the proposal supports and furthers the provisions of the Comprehensive Plan.

Policy 1.13.2: Sustainable Development. Master Planned Communities should develop in the form of interconnected neighborhoods with a diverse mix of activities that are organized and located to optimize the internal capture of automobile trips. Such neighborhoods shall feature a strong pedestrian network with access to dedicated transit corridors. These communities shall promote a balance between job creation and the provision of housing while creating neighborhoods with a variety of housing options that enable people of a broad range of incomes, ages, and family types to live within a single area. Master Planned Communities should also encourage the creation of public amenities including recreational opportunities and other publicly accessible open space areas.

Objective 1.14: Natural Resources. Natural resources, environmental lands and coastal resources shall be protected through identification, classification, planning and management, and limitations on use consistent with the degree of protection required.

Policy 1.14.1: Protection of Natural Resources. The protection of natural resources shall be accomplished by one or more of the following techniques, based on the degree of protection required:

- Limitations on development density and intensity;
- Limitations on building placement, such as required clustering of allowable development on non-sensitive portions of a site;
- Limitations of building coverage or impervious surface coverage;
- Requirements for setbacks and landscaped buffers sufficient to mitigate or eliminate impacts; and

- Evaluation of proposed land use map amendments to ensure that they do not fails to protect natural resources.
- Determination of the degree of protection required and the imposition of requirements to accomplish protection shall be part of the application and review process and may result in conditions on development approvals.

Policy 1.14.2: Wellhead Protection. The City shall ensure the protection of public supply wellheads through establishment of protection zones and land development regulations limiting uses and providing criteria to protect these areas from adverse impacts of development.

Policy 1.14.3: Topography and Soils. The City shall include standards and procedures in its land development regulations that ensure consideration of topography and soil types in the review of proposed development projects to ensure minimal impact on the environment.

Policy 1.14.4: Stormwater Management. The development approval process shall ensure that new development and redevelopment is consistent with natural drainage patterns, and shall require appropriate stormwater management systems consistent with the adopted drainage level of service, natural drainage patterns, and topography and soil conditions.

Policy 1.14.5: Flood Plains and Floodways. Flood plains and floodways shall be identified during the development review process and development shall be limited consistent with FEMA requirements.

Policy 1.14.6: Land Acquisition. The City shall continuously look for funding sources to acquire undevelopable lands along the Indian River Lagoon for public open space purposes.

Objective 1.15: Coastal Area. The City shall ensure the protection of coastal resources such marine wildlife, wetland areas, shoreline vegetation and water quality.

Policy 1.15.1: Development Impact. Proposed development, redevelopment, changes in zoning, and land use plan amendments shall be coordinated with the Brevard local mitigation strategy and the regional hurricane evacuation study.

Policy 1.15.2: Coastal Construction Control Line (CCCL). Development shall not be permitted seaward of the CCCL except where authorized by the appropriate state and federal permits. The development review process shall recommend or require the use of natural area and environmentally sensitive areas for conservation land use, based on the degree of

protection require and, where possible, for passive recreation use through dedication of easement.

- Policy 1.15.3: Coastal High Hazard Area (CHHA) Density.** Development within the CHHA, as depicted on the FLUM shall not exceed ten (10) dwelling units per acre.
- Policy 1.15.4: CHHA Coordination.** Population densities in the CHHA shall be coordinated with the East Central Florida Regional Planning Council Hurricane Evacuation Study, as updated from time to time.
- Policy 1.15.5: Local Mitigation Strategy.** The City shall implement the applicable recommendations of the Brevard Local Mitigation Strategy.
- Policy 1.15.6: Protection Plans.** The City shall coordinate proposed development, redevelopment, changes in zoning, and land use plan amendments with the Indian River Lagoon Comprehensive Conservation & Management Plan and the Brevard County Manatee Protection Plan.
- Policy 1.15.7: Dredge Spoil Disposal.** The City shall ensure the availability of dredge spoil disposal sites.
- Policy 1.15.8: Marinas.** New marinas shall be prohibited on the Eau Gallie River and Crane Creek west of US 1 to protect coastal resources and water quality, and to eliminate the need for dredging for navigational purposes.

Objective 1.16: Neighborhood Protection. The City shall ensure that additional growth and development will be respectful of established low-intensity neighborhoods that define much of the City's character.

- Policy 1.16.1: Pineapple Avenue Neighborhood Sub-Area.** Lands between Pineapple Avenue and the Indian River Lagoon shall be limited to a maximum residential density of six (6) dwelling units per acre, regardless of their current Future Land Use category, unless the following conditions are met:
- a. The lands proposed to be amended are brought into the CRA if not already included, by meeting the criteria under the Florida Statutes.
 - b. The lands must be part of a project that encompasses a minimum of three (3) acres.
 - c. The project must be presented to the Olde Eau Gallie Riverfront CRA Advisory Committee for review and comment.
 - d. The proposers of the project must create a Citizen Participation Plan that includes at least two meetings with the general public, held at a time and place able to accommodate the public. Notices shall be

sent to everyone within 500 feet of the subject property at least 10 days prior to the meeting.

- e. The project must meet the following design guidelines:
 1. Include 1.5 times the required landscaping along Pineapple Avenue.
 2. Provide a minimum of a fifteen-foot (15') setback on any side adjacent to an existing single-family residence. The setback shall be included in the breezeway/open space calculations, must be landscaped to 1.5 times the required landscaping, or a decorative solid wall must be constructed.
 3. No lighting shall be visible from adjacent parcels unless constrained by topography or other factors, and project amenities such as clubhouses, pools, and the like shall be located away from adjacent single-family residences.

Policy 1.16.2: Eau Gallie Neighborhood Sub-Area. The historical residential neighborhood bounded by State Road 518 on the north, U.S. 1 on the west, Eau Gallie River on the south, and the Indian River Lagoon on the east, shall be preserved as low-density residential, except for the site of the former Ramsur Towers, which shall remain high density residential.

Policy 1.16.3: Eau Gallie Art Overlay Zone. Development density and intensity in the Eau Gallie Art Overlay Zone shall be limited to 0.5 FAR for commercial, and six (6) dwelling units per acre for residential development. The City shall continue to enforce the development standards established in the land development code for this area.

Policy 1.16.4: Lipscomb Avenue Neighborhood Sub-Area. In the area designated as Mixed Use on the Future Land Use Map, along both the eastern and western sides of Lipscomb Street between University Boulevard and Line Street, the allowable residential density shall be limited to a maximum of six (6) dwelling units per acre.

Policy 1.16.5: Forest Lake Townhomes Sub-Area. The 42.83-acre area lying in the northwest corner of Dairy Road and Snicole Avenue, more specifically described as the Forest Lake Townhomes development, shall be preserved as medium density residential on the FLUM. The residential properties on the northwest corner of Dairy Road and Snicole Avenue may be developed with an overall density of 8.1 units per acre. This includes Tax Parcels 756, 757, 759, 768 and 772, of Section 17, Township 28S, Range 37E.

Policy 1.16.6: Transitional Zoning. The City shall allow the continuation of existing transitional uses and encourage zoning changes to R-P or C-1A, as

applicable, and if consistent with the land use categories applicable to those sites.

- Policy 1.16.7: Buffering.** Buffering standards shall be maintained in the Land Development Code to protect lower intensity developments from the impact of more intensive development.
- Policy 1.16.8: Land Use Impact.** Through zoning and land development regulations, the City shall continue to ensure the protection of stable, established, neighborhoods, especially those adjacent to mixed-use corridors or activity centers.
- Policy 1.16.9: Nuisances.** The City’s land development regulations shall maintain nuisance regulations to limit the impact of more intensive development on established residential zones.
- Policy 1.16.10: Neighborhood Plans.** The City shall consider developing neighborhood plans, as needed, to either strengthen preservation of established neighborhoods or encourage redevelopment of transitional neighborhoods.
- Policy 1.16.11: Neighborhood Gateways.** Encourage the identification of neighborhoods with gateway features, coordinated streetscape elements, landscaping or similar methods. Discourage closed communities (walled/gated).

Objective 1.17: Historic and Archaeological Resources. Important historic and archaeological resources of the City of Melbourne shall be protected through identification, classification, and regulation of development consistent with the degree of protection required for the resource.

- Policy 1.17.1: Land Development Regulations.** The City shall continue to enforce the Historic Preservation regulations contained in the Land development regulations to encourage protection and conservation of historic resources and districts.
- Policy 1.17.2: City Support.** The City, through technical assistance and public programs, shall continue to support efforts to preserve historic resources.
- Policy 1.17.3: Survey of Historic Resources.** The City shall continue to look for funding, including grants, to update and expand the 1991 “Historic Buildings of Melbourne” survey.
- Policy 1.17.4: Historic Preservation Districts.** The City shall continue to entertain applications to establish historic preservation districts subject to the procedures established in the land development regulations.

Objective 1.18: Redevelopment. The City shall encourage redevelopment of areas that are exhibiting evidence of decline (i.e., disproportionate number of vacant, dilapidated and/or substandard structures) through redevelopment programs and through maintaining land development regulations that contain standards and procedures to encourage redevelopment where desirable.

Policy 1.18.1: Redevelopment Areas. The City shall continue to promote vitality and redevelopment of the three community redevelopment areas it established pursuant to Chapter 163, Florida Statutes: the Historic Downtown Melbourne CRA, the Babcock Street CRA and the Old Eau Gallie Riverfront CRA, as directed in the respective Community Redevelopment Plans.

Policy 1.18.2: Public and Private Sector Partnerships. The City shall coordinate redevelopment issues with the private sector to promote mobilization of public and private resources necessary to effectively carry out redevelopment efforts.

Policy 1.18.3: 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 1.18.4: Neighborhood Revitalization. The City shall encourage the public to identify established neighborhoods in need of revitalization and develop neighborhood plans with resident participation to establish steps to clean up, reuse, infill and redevelop as needed. Revitalization plans may include allowing limited neighborhood commercial support services in appropriate locations to ensure sustainability.

Objective 1.19: Sustainability/Energy Efficiency. The City shall aim at achieving a sustainable/energy efficient environment by minimizing the emission of greenhouse gases and reducing the vehicle miles of travel.

Policy 1.19.1: LEED Certification. The City shall encourage new development to be LEED certified by the US Green Building Council or similar program.

Policy 1.19.2: Reduction of Vehicle Miles of Travel. The City shall promote walking, bicycle riding and use of public transit by requiring compact design, shared facilities between adjacent or nearby uses, and providing for interconnected walkways, bicycle ways and parking, and bus stops as part of development approvals, where applicable.

Policy 1.19.3: Bicycle Parking. The City shall continue to utilize and enhance bicycle parking standards, including quantity and location of bike racks, to help

reduce parking demand and encourage the use of alternative transportation modes.

Objective 1.20: Concurrency. The City shall ensure that future development is provided essential public services and facilities concurrent with impacts of the development and based on adopted level of service (LOS) standards.

Policy 1.20.1: Development Impact. All development orders or permits, including any redevelopment activities, shall be issued only if there are public facilities and services available with sufficient capacities to maintain the adopted LOS standards concurrent with the impacts of the proposed development.

Policy 1.20.2: Future Growth. The City will continue to seek financial resources and coordinate with private developers to extend City service areas, expand water and wastewater collection zones, improve City roadways, and make other improvements necessary to accommodate growth and maintain services and facilities at adopted LOS standards.

Objective 1.21: Plan Implementation. The City shall maintain, amend and develop new land use and development regulations to implement this comprehensive plan.

Policy 1.21.1: Subdivision Regulations. The City shall continue to enforce subdivision regulations to specify the types and standards for improvements for proposed residential and commercial developments, based upon the size and location of the development.

Policy 1.21.2: Zoning Districts. Zoning districts in the City's land development regulations shall implement the future land use categories adopted in the comprehensive plan, including the types of uses, and the densities and intensities of uses.

Policy 1.21.3: Open Space. It is the intent of the City of Melbourne to ensure that adequate open space is provided through the following:

- active or passive recreation sites;
- landscaped buffers;
- protected natural resource lands;
- protected environmentally sensitive lands;
- areas devoted to drainage and stormwater retention;
- landscaping requirements;

- minimum open space requirements for master-planned developments and DRI projects; and
- breezeway areas along navigable waterways.

Policy 1.21.4: **Traffic Circulation.** All development shall provide for safe, convenient, and appropriately designed traffic circulation on the development site, including provisions for needed parking.

Policy 1.21.5: **School Siting.** The City intends for future elementary and middle schools to be sited as closely to urban residential areas as practical, preferably within walking and/or bicycle distance of the primary residential areas to be served.

Policy 1.21.6: **Co-location of Public Facilities.** The City shall encourage the co-location of public facilities, such as parks, libraries, and community centers, with schools to the maximum extent feasible.

Policy 1.21.7: **Mixed-Use Ratios.** The City shall, as part of future Evaluation and Appraisal Reports, assess the use breakdowns for the various mixed-use land use categories. Based on that assessment, the City may decide to modify the parameters of the land use categories or modify the incentives/bonuses.

Objective 1.22: **Inconsistent Uses.** Any lawfully existing uses made non-conforming by the adoption of this Comprehensive Plan will be precluded from either increasing the degree of non-conformity or from development of new non-conforming uses, unless a Certificate of Inconsistent Use is approved by the City.

Policy 1.22.1: **Land Use Amendments.** Proposed land use amendments which are inconsistent with the character of the community or inconsistent with adjacent future land uses shall not be approved by the City.

Policy 1.22.2: **Vested Rights.** Statutory vesting is defined in subsection 163.3167(8), F.S., and gives the property owner the right to complete any development that has been authorized as a Development of Regional Impact pursuant to Chapter 380, F.S., or has been issued a final local development order and development has commenced and is continuing in good faith.

Policy 1.22.3: **Lots of Record.** Any single-family residence on any lot of record, either of which lot of record or residence were legally created prior to the adoption of this comprehensive plan, shall not be considered to be inconsistent based on density.

- Policy 1.22.4:** **Certificate of Inconsistent Use (CIU).** A CIU application must be submitted to the City Planning and Economic Development Director within six months from the date a comprehensive plan amendment is adopted creating the inconsistent use. Otherwise, the continuing existence of the inconsistent use shall be subject to and determined by the City's land development regulations applicable to non-conforming uses. Approval of a CIU only grants exemption from use and density requirements, it does not exempt the applicant from meeting all other applicable laws and regulations relating to the development of land.

GOAL 2: URBAN FORM

To shape the City of Melbourne into a high quality, sustainable community that offers a variety of development options for living, working and recreational activities.

Objective 2.1: Citywide Image. Ensure the land development code and zoning map promote quality and sustainable development.

- Policy 2.1.1:** Ensure the zoning district regulations allow an intensification of buildings within activity centers and mixed-use corridors to achieve appropriate densities and intensities.
- Policy 2.1.2:** Identify and protect historic properties and natural resources from the development intensification within urban nodes and corridors.
- Policy 2.1.3:** Ensure the availability of open public spaces (urban plazas and parks) and encourage the incorporation of natural resources into development projects throughout the City to ensure a balance between the built and natural environments.
- Policy 2.1.4:** Consider establishing citywide design standards, which would not be aimed at dictating style but to ensure adequate urban form and relationship to the public realm. Standards should address massing, scale, building orientation and location on the site, shared facilities (driveways, parking, stormwater, etc.), and pedestrian access.
- Policy 2.1.5:** Building height and intensification should follow a transect approach, with maximum intensities and heights (>80') allowed in the DMAC, EGAC and MAC activity centers, medium intensities and heights (40' to 80') allowed within mixed use corridors and within community activity centers (CAC), and the lowest intensities and heights (<40') allowed when transitioning into established low-density neighborhoods.
- Policy 2.1.6:** Maintain the current grid street network in the older parts of the City to preserve vehicular connectivity and promote similar connectivity patterns in other parts of the City.

Policy 2.1.7: Consider establishing design parameters for structured parking to ensure the appropriate orientation of buildings along pedestrian areas.

Policy 2.1.8: Consider the need and effectiveness of entering into a public-private partnership to develop a mixed-use project at a key location within an urban node to entice others to do the same.

Policy 2.1.9: Consider designing a system of entrance “gateways” for major access points to the City and at the entrance to neighborhoods or districts. Coordinate gateway design and construction with the various transportation projects happening in and around the City.

Policy 2.1.10: The provision of electric transmission lines underground shall be encouraged.

Objective 2.2: Urban Core Activity Centers. Reinforce the DMAC, EGAC and the MAC areas as compact, mixed-use activity centers.

Policy 2.2.1: Consider strengthening the downtown Melbourne, Babcock and Eau Gallie CRA design standards to ensure the urban form within these activity centers reflects their unique city center character.

Policy 2.2.2: Ensure continuation of on street parking in the activity centers, and examine the need for on-street meters, where feasible.

Policy 2.2.3: Consider the development of shared parking requirements within the two downtowns (DMAC and EGAC) and expanding the existing fee-in-lieu program to:

- Encourage the construction of mixed-use developments
- Avoid large expanses of underutilized parking
- Minimize the provision of surface parking
- Prioritize the commitment of spaces within public facilities
- Encourage the provision of convenient parking for downtown residents and visitors

Policy 2.2.4: Continue promoting mixed-use on single sites, with retail businesses and restaurants on the ground floor and office and residential on the upper floors of downtown and midtown buildings. Evaluate the feasibility/effectiveness of current incentives and modify as needed to ensure participation.

- Policy 2.2.5:** Strengthen current regulations and incentives intended to attract residential development to the Activity Centers.
- Policy 2.2.6:** Establish financial and regulatory incentives to attract desired uses, such as employers and hotels, to downtown.
- Policy 2.2.7:** Reinforce pedestrian activity in the activity centers through improved connectivity, enhanced sidewalks, the creation of trails, and continued streetscape improvements.
- Policy 2.2.8:** The land development regulations implementing the DMAC, EGAC, and MAC overlay land use categories shall promote compact, pedestrian-oriented design in areas where a mixture of commercial, institutional and higher density residential uses are appropriate.
- Policy 2.2.9:** Community Activity Centers shall not be designed as single use retail developments. These centers shall be designed as contained compact villages with commercial, office, recreation, public, and residential uses.

Objective 2.3: Mixed Use Corridors. Ensure that lands within the MU land use category, especially along major transportation corridors (U.S. 1, U.S. 192, SR A1A, Wickham Road, Eau Gallie Boulevard (SR 518), NASA Boulevard (SR 508), Airport Boulevard, Sarno Road, Babcock Street, and St. Johns Heritage Parkway), are designed at a scale that is compatible with the nature of these corridors and taking advantage of the public transportation system and connectivity to other parts of the City and surrounding jurisdictions.

- Policy 2.3.1:** Discourage strip commercial development along major transportation corridors. Instead, encourage nodes of activity interspersed with residential and office uses.
- Policy 2.3.2:** Provide development incentives to encourage developers to revitalize/redevelop abandoned strip malls and commercial sites by converting them into mixed-use developments.
- Policy 2.3.3:** Revise the development standards for mixed use corridors to:
- Focus on integration, rather than separation, of uses.
 - Address multi-modal accessibility to sites.
 - Ensure buildings respect pedestrian scale.
 - Allow intensification of development along major transportation corridors with proper mitigation for impacts on adjacent residentially zoned areas.