



John Campbell - District 1
Calvin D. Reams - District 3
Jordan Stewart - Member at Large
Chip Landers - Alternate

Robert Votaw - District 2
Mark Mucher - District 5
Thomas S. Lowther – Vice Chairman, Member at Large
Teri Barenborg - Non-Voting School Board Liaison
Jonathan F. Day-District 4, Chairman

The Planning and Zoning Commission will meet at **6:00 PM on Thursday, September 10, 2026, in the County Commission Chambers** of the County Administration Building, 1801 27th Street, Vero Beach.

THE PLANNING AND ZONING COMMISSION SHALL ADJOURN NO LATER THAN 11:00 P.M. UNLESS THE MEETING IS EXTENDED OR CONTINUED TO A TIME CERTAIN BY A COMMISSION VOTE.

AGENDA

ITEM #1 **CALL TO ORDER AND PLEDGE OF ALLEGIANCE**

ITEM #2 **ADDITIONS AND/OR DELETIONS TO THE AGENDA**

ITEM #3 **APPROVAL OF MINUTES**

A. August 13, 2026

ITEM #4 **PUBLIC HEARINGS**

A. **Expedited Permitting Ordinance:** Consideration of Staff-Initiated Land Development Regulation (LDR) Amendment to Create a New Section of Code for Expedited Permitting of Qualified Economic Development Projects and Affordable Housing [**Legislative**]

B. **Professional Office (PRO) District Ordinance:** Consideration of Land Development Regulation (LDR) Amendments to Chapters 911 and 971 Regarding the Professional Office (PRO) District [**Legislative**]

C. **Affordable Housing Ordinance:** Consideration of Staff-Initiated Land Development Regulation (LDR) Amendments to Chapter 901 Regarding Definitions, Chapter 914 Regarding Regulations for Site Plan Review and Approval Procedures, and Chapter 926 Regarding Regulations for Landscape and Buffer Regulations [**Legislative**]

ITEM #5 **COMMISSIONERS MATTERS**

ITEM #6 **PLANNING MATTERS**

ITEM #7 **ATTORNEY'S MATTERS**

ITEM #8 **ADJOURNMENT**

Except for those matters specifically exempted under the State Statute and Local Ordinance, the Commission shall provide an opportunity for public comment prior to the undertaking by the Commission of any action on the agenda, including those matters on Consent Agenda or matters added to the agenda at the meeting.

All regular Planning and Zoning Commission meetings are broadcasted on the Indian River County Government Channel IRCTV (<https://irctv.cablecast.tv/watch-now?site=1>), on YouTube (<https://www.youtube.com/c/IndianRiverCountyFL>), and on our agenda management software CivicPlus (<https://indianrivercofl.portal.civicclerk.com>).

ANYONE WHO MAY WISH TO APPEAL ANY DECISION, WHICH MAY BE MADE AT THIS MEETING, WILL NEED TO ENSURE THAT A VERBATIM RECORD OF THE PROCEEDINGS IS MADE, WHICH INCLUDES THE TESTIMONY AND EVIDENCE ON WHICH THE APPEAL IS BASED.

ANYONE WHO NEEDS A SPECIAL ACCOMMODATION FOR THIS MEETING MUST CONTACT THE COUNTY'S AMERICANS WITH DISABILITIES ACT (ADA) COORDINATOR AT 772-226-1223, AT LEAST 48 HOURS IN ADVANCE OF THE MEETING.

PLANNING AND ZONING COMMISSION

There was a meeting of the Indian River County (IRC) Planning and Zoning Commission (PZC) on Thursday, August 13, 2026, at 6:00 PM in the Commission Chambers of the County Administration Building, 1801 27th Street, Vero Beach, Florida. You may view a video of the meeting and/or review the meeting agenda, backup material and minutes on the [Indian River County website](#).

Present were the following members: Chairman **Dr. Jonathan Day**, District 4 Appointee; Vice Chairman **Mr. Tom Lowther**, Member-at-Large; **Mr. John Campbell**, District 1 Appointee; **Mr. Robert Votaw**, District 2 Appointee; **Mr. Calvin Reams**, District 3 Appointee; **Mr. Mark Mucher**, District 5 Appointee; and **Ms. Teri Barenborg**, non-voting School Board liaison

Mr. Jordan Stewart, Member-at-Large; and **Mr. Chip Landers**, Alternate Member, were absent.

Also present were IRC staff members: Ms. Susan J. Prado, Deputy County Attorney; Mr. Ryan Sweeney, Assistant Director of Planning and Development Services; Kelly McKinley, Planner and Recording Secretary, Ms. Kathleen Ardon.

1. Call to Order and Pledge of Allegiance

Chairman Dr. Jonathan Day called the meeting to order at 6:00 pm. All stood for the Pledge of Allegiance.

2. Additions and Deletions to the Agenda

A correction to the June 25, 2026, meeting minutes were requested to include the record of the motion, second, and vote following the public discussion portion of the meeting.

3. Approval of Minutes

Approval of the June 25, 2026, meeting minutes:

**ON MOTION BY MR. Robert Votaw, SECONDED BY
Mr. Calvin Reams, the members voted unanimously
(7-0) to approve the June 25, 2026, meeting minutes
with corrections.**

4. Items not on Consent

Chairman Day read the following:

A. Florida City Gas's Request for Administrative Permit Use Approval for a Private Limited Utility Facility (Connector Regulator Station) on 82nd Avenue [SP-MA-25-01-01 / 2003110011-97212] [Quasi-Judicial]

Staff Presentation Highlights:

- A 15-foot thoroughfare buffer is required along the 82nd Avenue frontage.
- A 15-foot Type C landscape buffer is required along the southern property perimeter.
- Private limited utility (unmanned connector regulator station) in the CG zoning district must adhere to the specific land use criteria in Section 971.44(3) of the County's Land Development Regulations (LDR's).
- Proposed plans comply with all five (5) of the criteria listed in this code section for such items as site selections and landscape buffers.

Commission Discussion:

- Clarification whether the proposed regulator station would be subject to additional safety requirements, such as LEL (Lower Explosive Limit) detectors, due to the proximity of nearby homes.
- Questioned whether the proposed station would connect to the gas lines recently installed along 82nd Avenue north of State Road 60.

ON MOTION BY MR. Calvin Reams, SECONDED BY Mr. TOM LOWTHER, the Board voted unanimously (6-0) to approve, in this Quasi-Judicial matter, Florida City Gas's Request for Administrative Permit Use Approval for a Private Limited Utility Facility.

B. Florida City Gas's Request for Administrative Permit Use Approval for a Private Limited Utility Facility (Connector Regulator Station) on 77th Street [SP-MA-25-01-02 / 2024100009-97261] [Quasi-Judicial]

Staff Presentation Highlights:

- A 15-foot thoroughfare buffer is required along 77th Street.
- The proposed use must comply with the applicable criteria in Section 971.44(3) of the County Land Development Regulations.
- Private limited utility (unmanned connector regulator station) in the A-1 zoning district must adhere to the specific land use criteria in Section 971.44(3) of the County's Land Development Regulations (LDR's).
- The proposed plans comply with all five (5) of the criteria listed in this code section for such items as site selection and landscape buffers.

Commission Discussion:

- Clarification why the landscaping requirements for the 77th Street site differed from those required for the 82nd Avenue site.

ON MOTION BY MR. TOM LOWTHER, SECONDED BY Mr. John Campbell, the Board voted unanimously (6-0) to approve, in this Quasi-Judicial matter, Florida City Gas's Request for Administrative Permit Use Approval for a Private Limited Utility Facility.

5. Commissioner Matters

None

6. Planning Matters

Assistant Director of Planning and Development Services Ryan Sweeney advised the Commission that several staff-initiated Land Development Regulation (LDR) amendments are anticipated to be presented to the Commission in the coming months.

7. Attorney's Matters

None

8. Adjournment

There being no further business, the meeting was adjourned at 6:11 pm.

**INDIAN RIVER COUNTY, FLORIDA
M E M O R A N D U M**

**PUBLIC HEARING
(LEGISLATIVE)**

TO: Members of the Planning and Zoning Commission

THROUGH: John Stoll, Planning and Development Services Director 

FROM: Doug Dombroski; Economic Development Manager

DATE: September 2, 2026

SUBJECT: **Consideration of Staff-Initiated Land Development Regulation (LDR) Amendment to Create a New Section of Code for Expedited Permitting of Qualified Economic Development Projects and Affordable Housing**

It is requested that the data herein presented be given formal consideration by the Planning and Zoning Commission (PZC) at its regular meeting of September 10, 2026.

BACKGROUND

The Board of County Commissioners provided policy direction to formalize expedited permitting for affordable housing and targeted economic development projects through two separate actions. On November 18, 2025, the Board adopted Resolution No. 2025-071, approving the Affordable Housing Advisory Committee Incentives Review and Recommendation Report, and then on January 27, 2026, the Board adopted the Indian River County Economic Development Strategic Action Plan. Fostering quality affordable housing and job creation is in the public interest and is a priority of the Board.

Both documents recommend that the County implement an expedited permitting program for respective affordable housing and economic development permit applications. As such, Planning and Development Services staff have prepared an ordinance that would formalize standards and procedures for expedited permitting of eligible projects within County Code.

ANALYSIS

The Ordinance establishes a new section of code entitled, “Expedited Permitting for Economic Development and Affordable Housing” within Chapter 902 of the Land Development Regulations. An ordinance that changes the Land Development Regulations must be considered by the Planning and Zoning Commission for review of consistency with the Comprehensive Plan and a recommendation to the Board of County Commissioners.

In summary, this ordinance establishes and provides for the following:

- It defines *qualified economic development* and *qualified affordable housing* projects;
- provides for a *single point of contact* for applicants with eligible projects;
- establishes an *initial site plan project review meeting* for the applicant, involving associated permitting departments and divisions;

- establishes site plan review timeframes intended to facilitate permit issuance;
- provides for concurrent site plan and building plan review when requested;
- provides for an optional pre-submittal meeting for building plans when requested by the applicant; and,
- provides for expedited inspections of all building permits related to a qualified project.

Staff has reviewed the proposed ordinance for consistency with the Comprehensive Plan and determined that it supports the following objectives, and policies contained within the Economic Development Element and the Housing Element:

- Economic Development Element

Objective 2: Diversified Economic Growth

- Policy 2.2: The county shall encourage the expansion of existing industries and attraction of new industries that are within the target industries list (Policy 2.5) by offering the county adopted economic development assistance for expedited permitting.
- Policy 2.9: The County, through the Indian River County Chamber of Commerce and its Economic Development Division, shall identify and increase investments needed to enhance a competitive advantage.

Objective 4: Facilitate Economic Development

- Policy 4.8: The County shall be pro-active in assisting commercial and industrial developers through pre-application meetings and Technical Review Committee meetings, by reviewing procedures, identifying needed permits, and providing information and providing feedback to applicants to expedite the permitting process. The county shall also assist applicants by providing information on non-county required permits or reviews and provide contact information.

- Housing Element

Objective 1: Housing Affordability

- Policy 1.8: The County shall expedite permits review for affordable/attainable housing developments. The County shall establish, by resolution or ordinance, policies and procedures for expedited review, including rules for prioritization and defining delay as it relates to expedited reviews.

RECOMMENDATION

Staff recommends that the Planning and Zoning Commission make a recommendation to the Board of County Commissioners for adoption of the proposed expedited permitting ordinance for economic development and affordable housing.

ATTACHMENT

1. Draft Ordinance

APPROVED AS TO FORM
AND LEGAL SUFFICIENCY
BY 
SUSAN J. PRADO
DEPUTY COUNTY ATTORNEY

AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF INDIAN RIVER COUNTY, FLORIDA, AMENDING TITLE IX, LAND DEVELOPMENT REGULATIONS OF THE INDIAN RIVER COUNTY CODE, CHAPTER 902, ADMINISTRATIVE MECHANISMS; CREATING SECTION 902.13 TO ESTABLISH AN EXPEDITED PERMITTING AND DEVELOPMENT REVIEW PROCESS FOR QUALIFYING ECONOMIC DEVELOPMENT AND AFFORDABLE HOUSING PROJECTS; ESTABLISHING LEGISLATIVE INTENT AND PURPOSE; DEFINING ELIGIBILITY CRITERIA; PROVIDING STANDARDS FOR EXPEDITED BUILDING AND SITE PLAN REVIEWS, PERMITTING, AND INSPECTIONS; PROVIDING FOR REPEAL OF CONFLICTING ORDINANCES; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, economic development and affordable housing are in the public interest and a priority of Indian River County to attract and retain businesses, create jobs, and provide housing opportunities, to enhance the quality of life for its residents; and

WHEREAS, on November 18, 2025, the Board of County Commissioners adopted Resolution No. 2025-071 approving the Indian River County Affordable Housing Advisory Committee 2025 Incentives Review and Recommendation Report establishing policies for expediting development orders and permits; and

WHEREAS, the Indian River County Economic Development Strategic Action Plan was adopted on January 27, 2026, having a strategy of streamlining the efficiency and pace of permitting with an incentive policy for expedited permitting; and

WHEREAS, the Economic Development Council reviewed the Ordinance and provided a recommendation for adoption at their regular meetings on July 21, 2026 and September 15, 2026; and

WHEREAS, the Planning and Zoning Commission considered the Ordinance for sufficiency with the Indian River County Land Development Regulations and consistency with the Comprehensive Plan, making a recommendation for adoption at their meeting on September 10, 2026 .

NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF INDIAN RIVER COUNTY, FLORIDA THAT:

Section 1. Establishment. Section 902.13., Chapter 902. of Title IX is hereby made part of the Land Development Regulations of Indian River County, Florida, which shall be titled “Expedited Permitting for Economic Development and Affordable Housing” and is as follows (new language indicated by underline):

Section 902.13- Expedited Permitting for Economic Development and Affordable Housing

(1) Purpose and Intent. The Indian River County Board of County Commission finds that expedited permitting of qualified economic development and affordable housing projects serves a vital public purpose by expanding the tax base, providing job opportunities, and providing affordable and safe housing options for its residents. Qualified affordable housing projects and qualified economic development projects are a priority of the County; therefore, qualifying projects require a pathway for an efficient and accelerated process for land development review and permit approvals. The expedited permitting process does not circumvent existing nonprocedural standards or codes for permit approvals or inspections.

(2) Applicability for Qualifying Projects. Shall be determined by the Planning and Development Services Director or his designee based upon a complete application submitted by the applicant which certifies the project meets the following criteria:

- (a) Qualified Affordable Housing Project. A qualified affordable housing project is a single-family home or multi-family building that meets the definition of affordable consistent with §420.0004, F.S. as amended, for extremely low-income, very-low income, low-income, and moderate-income persons or households, and whereby the applicant will be filing a Declaration of Restrictive Covenant or a Land Use Restriction Agreement for the affordable units.
- (b) Qualified Economic Development Project. A qualified economic development project is a project that meets all the following standards:
 - 1. A target industry as defined within §288.005, F.S., as amended or the Indian River County Economic Development Strategic Action Plan;
 - 2. A new or expanding business in Indian River County that is creating 25 or more jobs;
 - 3. The average wage for new jobs created is at or greater than 100% of the Indian River County average wage;
 - 4. New capital investment of \$5,000,000 or greater; and
 - 5. The business must pass a due diligence process for solvency and credibility performed by the Indian River County Economic Development Organization, which report will be reviewed by the Economic Development Division for acceptance.

(3) Benefits. Applicants that have been accepted for expedited permitting shall receive the following benefits:

- (a) Single point of contact. The Planning and Development Services Director shall designate a point of contact for a qualified project during the site plan review and permit approval process. For a qualified economic development project, the Director shall appoint a staff person from the County's Economic Development Division. For a qualified affordable housing project, the Director shall appoint a staff person from the County's Planning Division. Notwithstanding, due to the number of departments

ORDINANCE NO. 2026-_____

responsible for issuing or participating in the issuance of permits, each department or division shall provide a person responsible for coordinating with the single point of contact assigned to a qualified project, to facilitate efficiencies and communication.

- (b) *Initial Site Plan Project Review Meeting.* A meeting with the applicant and County to review the project and identify potential conflicts and limitations early in the process and to avoid delays during formal review. The Planning and Development Services Director shall determine the departments or divisions required for an initial project review meeting. The pre-application meeting may involve the following departments and divisions as determined:

1. Housing Services
2. Economic Development
3. Building
4. Life Safety
5. Natural Resources
6. Planning
7. Engineering
8. Traffic
9. Utility Services
10. Department of Health
11. County Surveyor
12. County Attorney

- (c) *Expedited Administrative Site Plan Review Timeframes.* Qualified projects shall receive priority at every phase of the site plan review, and in the case that a major issue arises during the development review process a face-to-face meeting will be coordinated involving all concerned parties as soon as may reasonably be scheduled by the County. The following expedited permitting timeframes are for qualified projects having complete site plan applications that do not exceed 150,000 square feet of new impervious surface:

- a. Qualifying determination within 5 business days;
- b. Initial site plan review meeting within 10 business days;
- c. Completeness review within 5 business days;
- d. First review within 15 business days;
- e. Resubmittal review within 10 business days.

Review timeframes for expedited permit applications shall be suspended during any period in which the applicant is required to address completeness reviews, sufficiency comments, or plan revisions. Site plans exceeding 150,000 square feet of new impervious surface or needing preliminary plat review, require Planning and Zoning Commission approval. The expedited permitting timeframe increases by 30 business days for these applications. After site plan approval, the applicant may secure permits for land development activities which include, but are not limited to, land clearing, tree removal, demolition, right-of-way work, stormwater retention, utilities, drives, and fences.

ORDINANCE NO. 2026-_____

- (d) Concurrent Plan Review. Applicants may request concurrent review of site plans and building plans for permits issued by the Building Division. The applicant must acknowledge that site plan revisions may necessitate corresponding revisions to building plans.
- (e) Building Plan Pre-submittal Meeting. Upon an applicant's request to the Building Official, the Building Department will schedule a pre-submittal meeting to address building code and life safety questions before finalization of building plans. The meeting will be scheduled as soon as practicable.
- (f) Expedited Inspection. As to not detrimentally affect the development and construction of the building, required building inspections shall be conducted within 2 business days of the inspection request to the respective departments and divisions during the development and construction phases of the qualified project.

Section 2. Severability. If any part of this Ordinance is held to be invalid or unconstitutional by a court of competent jurisdiction, the remainder of this ordinance shall not be affected by such holding and shall remain in full force and effect.

Section 3. Conflict. All ordinances, parts of ordinances, resolutions, and policies in conflict herewith are hereby repealed.

Section 4. Effective Date. This ordinance shall become effective upon adoption by the Board of County Commissioners and filing with the Department of State.

This ordinance was advertised in the Indian River Press Journal on _____ for a public hearing to be held on _____ at which time it was moved for adoption by Commissioner _____, seconded by Commissioner _____ and adopted.

The vote on this ordinance was as follows:

Chairman Deryl Loar	_____
Vice Chairman Laura Moss	_____
Commissioner Susan Adams	_____
Commissioner Joseph H. Earman	_____
Commissioner Joseph E. Flescher	_____

The Chairman thereupon declared this ordinance duly passed and adopted this ____ day of _____, 2026.

BOARD OF COUNTY COMMISSIONERS
OF INDIAN RIVER COUNTY, FLORIDA

ORDINANCE NO. 2026-_____

ATTEST: Ryan L. Butler, Clerk of
Court and Comptroller

By: _____
Deputy Clerk

By: _____
Deryl Loar, Chairman

This ordinance was filed with the Department of State on the following date: _____

Approved as to Form and Legal Sufficiency:

By: _____
Jennifer W. Shuler, County Attorney

Approved as to Planning Matters:

By: _____
John Stoll, Planning & Development Services Director

**INDIAN RIVER COUNTY, FLORIDA
M E M O R A N D U M**

TO: Members of the Planning and Zoning Commission

THROUGH: John Stoll, Planning & Development Services Director 

FROM: Logan Woody; Senior Planner, Special Projects

DATE: September 2, 2026

SUBJECT: **Consideration of Land Development Regulation (LDR) Amendments to Chapters 911 and 971 Regarding the Professional Office (PRO) District**

It is requested that the data herein presented be given formal consideration by the Planning and Zoning Commission (PZC) at its regular meeting of September 10, 2026.

BACKGROUND

The proposed LDR amendments being presented for the PZC's consideration involve changes to the Professional Office (PRO) zoning district. The PRO district is intended to provide for low-intensity office and commercial development in areas that may serve as a transition between residential areas and more intensive commercial uses. The PRO district is currently underutilized within the unincorporated County, with only nine properties totaling approximately 14.85 acres presently zoned PRO.

Staff proposes amendments to Chapters 911 and 971 intended to provide additional opportunities for low-intensity, neighborhood-serving commercial uses within the PRO district, encourage commercial-residential mixed-use development, and revise certain development standards applicable to PRO properties.

The amendments are proposed as a single ordinance. The PZC is to consider the proposed LDR amendments and make a recommendation to the Board of County Commissioners (BCC) to adopt, adopt with modifications, or deny the proposed ordinance.

ANALYSIS

The proposed ordinance contains amendments to Chapter 911, Regulations for Zoning, and Chapter 971, Regulations for Specific Land Uses.

Section 911.10(4). Commercial Districts Use Chart:

The proposed amendments to the commercial district use chart in Section 911.10(4) expand the types of uses permitted and administratively permitted within the PRO district. The amendments are intended to allow additional low-intensity commercial and service uses that are compatible with the purpose and character of the PRO district.

The proposed changes include allowing uses such as pet grooming without boarding, beauty shops, barber shops, health and fitness centers, certain food stores, apparel and accessory stores, restaurants, and other neighborhood-serving uses within the PRO district. Depending on the particular use, approval may be permitted by right or require an administrative permit in accordance with the applicable LDR requirements.

The amendments also provide that single-family, duplex, and multifamily dwelling units within the PRO district must be developed in accordance with the mixed-use criteria established for the district.

Section 911.10(7). Commercial Districts Size and Dimension Criteria:

The proposed ordinance amends the size and dimension criteria for the PRO district to provide additional flexibility where development is coordinated with adjoining nonresidential properties. A PRO rear and side yard may be reduced to zero (0) feet where the property abuts a nonresidential use and interconnected parking and an approved access easement are provided.

Section 911.10(9)(a). PRO Special District Requirements:

The proposed amendments revise the special district requirements applicable to PRO properties and establish specific standards for commercial-residential mixed-use development.

Properties zoned PRO with an M-1 or M-2 future land use designation may be developed at a density of eight (8) units per acre and ten (10) units per acre, respectively, when developed as a mixed-use project meeting the applicable PRO mixed-use standards. Residential development within the PRO district is required to be part of a commercial-residential mixed-use project.

The proposed mixed-use standards require both residential and nonresidential commercial components. Residential uses must comprise a minimum of twenty (20) percent and a maximum of eighty (80) percent of the development's gross floor area. Retail uses are limited to the ground floor, while office uses may be located on any floor. Residential uses may be located above, behind, or alongside commercial uses. Single-family homes may also be incorporated into mixed-use projects when the applicable requirements are met, provided they do not abut the primary street. Mobile and manufactured homes are not permitted within the PRO district.

The amendments also remove the existing maximum district depth requirement for the PRO district.

Section 911.10(9)(a)(4). PRO Special District Parking Requirements:

The proposed ordinance establishes additional parking and site design standards for PRO development. On-site parking is generally required to be located at the rear of the property or, when determined necessary, along one side of the property. Parking is to be accessed from a service road or the lowest classified street.

Where parking is visible from a street, additional screening is required. The amendments also require vehicular connectivity between adjacent parking areas and encourage shared parking when complementary uses or proximity to transit support a reduction in required parking. Where the applicable criteria are satisfied, required parking may be reduced by up to fifty (50) percent.

The proposed standards also allow the required front setback to be reduced ten (10) feet when necessary to facilitate rear parking, provided the reduction does not conflict with applicable buffering, landscaping, or corner visibility requirements.

Section 971.10(1). Health and Fitness Clubs:

The proposed amendment to Section 971.10(1) allows health and fitness clubs within the PRO district through the administrative permit process. The existing maximum gross floor area limitation may be exceeded for a health and fitness club located within a PRO mixed-use project when the overall development complies with the applicable PRO mixed-use criteria established in Chapter 911.

Section 971.14(4). Education Centers:

The proposed amendment to Section 971.14(4) adds the PRO district to the zoning districts in which education centers, including primary and secondary schools, may be considered through the administrative permit process. Such uses remain subject to the applicable site plan, circulation, operation, setback, buffering, and other criteria established in Section 971.14(4).

Collectively, the proposed amendments are intended to provide greater flexibility for development within the PRO district, expand opportunities for neighborhood-serving commercial uses, and encourage commercial-residential mixed-use development while maintaining development standards intended to address compatibility, access, parking, landscaping, and site design.

Comprehensive Plan Consistency:

The proposed amendments are supported by policies contained in Chapter 2, Future Land Use Element, of the County's Comprehensive Plan. Policies 1.34 and 11.3 establish and reinforce the intended role of the Professional Office (PRO) district as a transitional zoning district that encourages infill, redevelopment, and revitalization in areas that are no longer appropriate for strictly single-family residential use, but are not appropriate for the broader range of uses allowed in other commercial zoning districts. The proposed amendments are consistent with these policies by modernizing the PRO district while maintaining its lower-intensity character. Specifically, the amendments expand opportunities for neighborhood-serving commercial uses, establish standards for commercial-residential mixed-use development, and provide greater flexibility in dimensional, parking, and site design requirements to facilitate infill and redevelopment of PRO-zoned properties.

Future Land Use Element Policy 4.4 encourages the County to promote redevelopment and infill development through strategies that include streamlined application processing, mixed uses, density bonuses, Traditional Neighborhood Design, home/work linkages, and other innovative techniques. The proposed amendments further this policy by establishing commercial-residential mixed-use standards within the PRO district and revising parking, setback, and other development standards to provide greater flexibility for redevelopment and infill while maintaining appropriate site design and compatibility requirements.

Staff finds that the proposed amendments are consistent with the applicable provisions of the Comprehensive Plan and advance the intended purpose of the PRO zoning district by providing a

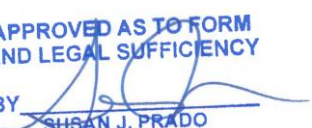
regulatory framework that supports appropriate infill and redevelopment while preserving the district's transitional character.

RECOMMENDATION

Staff recommends that the Planning & Zoning Commission recommend that the Board of County Commissioners adopt the ordinance amending Chapters 911 and 971 of the County Land Development Regulations.

ATTACHMENTS

1. Draft Ordinance

APPROVED AS TO FORM
AND LEGAL SUFFICIENCY
BY 
SUSAN J. PRADO
DEPUTY COUNTY ATTORNEY

AN ORDINANCE OF INDIAN RIVER COUNTY, FLORIDA, CONCERNING AMENDMENTS TO ITS LAND DEVELOPMENT REGULATIONS (LDRS); PROVIDING FOR AMENDMENTS TO CHAPTER 911, REGULATIONS FOR ZONING; BY AMENDING SECTION 911.10, COMMERCIAL DISTRICTS; CHAPTER 971, REGULATIONS FOR SPECIFIC LAND USES; BY AMENDING SECTION 971.10(1), COMMERCIAL ENTERTAINMENT, RECREATION AND AMUSEMENT—ENCLOSED; AND BY AMENDING SECTION 971.14(4), COMMUNITY SERVICE USES; AND BY PROVIDING FOR REPEAL OF CONFLICTING PROVISIONS; CODIFICATION; SEVERABILITY; AND EFFECTIVE DATE.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF INDIAN RIVER COUNTY, FLORIDA THAT THE INDIAN RIVER COUNTY LAND DEVELOPMENT REGULATIONS (LDR) CHAPTER 911, REGULATIONS FOR ZONING, AND CHAPTER 971, REGULATIONS FOR SPECIFIC LAND USES, BE AMENDED AS FOLLOWS:

SECTION #1:

Amend LDR Section 911.10(4), Uses; as follows:

(4) Uses:

	District						
	PRO	OCR	MED	CN	CL	CG	CH ¹
<i>Agriculture</i>							
Agricultural Production							
Horticultural and landscape plants and specialties	-	-	-	-	P	P	P
Kennels and animal boarding	-	-	-	-	-	A	A
Pet-grooming (no boarding)	<u>P</u>	-	-	-	P	P	P
Agricultural Services							
Landscape services	-	-	-	-	-	P	P
Commercial fishery	-	-	-	-	-	A	P
<i>Commercial</i>							
Construction							
General building contractors/special trade contractors/construction yards ⁴	-	-	-	-	-	-	P
Finance, Insurance, Real Estate, Legal Services							
Banks and credit institutions	-	P	-	P	P	P	-
Small-scale banks and credit institutions	A	P	-	P	P	P	P
Security and commodity brokers	P	P	-	P	P	P	-
Insurance agents, brokers and service	P	P	-	P	P	P	-
Automatic teller machines	-	P	P	P	P	P	-
Real Estate	P	P	-	P	P	P	-

ORDINANCE 2026-_____

Holding and other investment offices	P	P	-	P	P	P	-
Legal services	P	P	-	P	P	P	-
Services							
Lodging facilities hotels and motels	-	P	P	-	P	P	-
Boardinghouses	-	A	-	A	A	P	-
Bed and breakfast	P	A	A	A	A	A	-
Membership based hotels	-	-	-	-	-	P	-
Personal Services							
Laundries and laundromats (excluding drycleaners)	-	-	-	P	P	P	-
Garment pressing and drycleaners drop-off/pickup	<u>P</u>	-	-	P	P	P	-
Linen supply	-	-	-	-	-	P	P
Carpet and upholstery cleaning	-	-	-	-	-	P	P
Drycleaning plants	-	-	-	-	-	-	P
Photographic studios	<u>P</u>	A	-	P	P	P	-
Beauty shops	<u>P</u>	A	-	P	P	P	-
Barber shops	<u>P</u>	A	-	P	P	P	-
Shoe repair	<u>P</u>	A	-	P	P	P	-
Funeral homes	-	-	-	-	-	P	-
Funeral chapels	-	-	-	-	P	P	-
Crematoriums	-	-	-	-	-	P	P
Business Services							
Advertising	P	P	-	-	P	P	P
Credit reporting and collection	P	P	-	-	P	P	P
Mailing, reproduction and stenographic services	-	P	-	-	P	P	P
Equipment rental and leasing	-	-	-	-	P	P	P
Employment agencies	P	P	-	-	P	P	P
Help supply services	-	-	-	-	-	P	P
Computer and data processing	P	P	-	-	P	P	P
Bail bondsman	-	-	-	-	P	P	P
General and professional office ⁴	P	P	-	P	P	P	-
Auto Repair, Services and Parking							
Automotive rentals	-	-	-	-	-	P	P
Automobile parking and storage	A	A	A	A	A	P	P
Body and paint shops	-	-	-	-	-	-	P
General automotive repair	-	-	-	-	-	P	P
Carwashes	-	-	-	-	P	P	P
Automotive fluid sales and services (other than gasoline)	-	-	-	-	A	P	P
Miscellaneous Repair							
Electrical repair	-	-	-	-	P	P	P

ORDINANCE 2026-_____

Watch, clock, jewelry	-	-	-	-	P	P	P
Reupholsters and furniture	-	-	-	-	-	-	P
Welding	-	-	-	-	-	-	P
Motion Pictures							
Production and distribution services	-	-	-	-	-	P	P
Motion picture theaters	-	-	-	-	P	P	-
Drive in theaters (unenclosed commercial amusement)	-	-	-	-	-	-	S
Video tape rentals	-	-	-	P	P	P	-
Amusement and Recreation							
Dance studios, school and halls, gyms	-	-	-	-	P	P	P
Theatrical production including music	-	-	-	-	P	P	-
Enclosed commercial amusements	-	-	-	-	P	P	P
Unenclosed commercial amusements except miniature golf courses and driving ranges	-	-	-	-	-	-	S
Health and fitness centers	<u>A</u>	-	-	A	P	P	P
Membership sports and recreation	-	-	-	-	P	P	P
Coin-operated amusements	-	-	-	P	P	P	-
Miniature golf courses	-	-	-	-	-	S	A
Driving ranges	-	-	-	-	-	A	A
Health and Medical Services							
Offices and clinics	P	P	P	P	P	P	-
Total care facilities	-	-	P	-	-	-	-
Hospitals	-	-	P	-	-	-	-
Medical and dental laboratory	-	-	P	-	P	P	-
Home health care services	-	-	P	-	P	P	-
Specialty outpatient clinics	-	-	P	-	P	P	-
Veterinarian clinic	-	-	-	-	A	A	A
Wholesale Trade							
Durable goods (not including demolition debris site, junkyards, recycling center)	-	-	-	-	-	-	P
Nondurable goods	-	-	-	-	-	-	P
Recycling center (including vegetation debris mulching)	-	-	-	-	-	-	A
Retail Trade							
Convenience stores	<u>P</u>	-	-	P	P	P	P
Building materials and garden supplies	-	-	-	-	-	A	P
Paint, glass and wallpaper stores	-	-	-	-	P	P	P
Hardware stores	-	-	-	-	P	P	P

ORDINANCE 2026-_____

Retail nurseries and garden supplies	-	-	-	-	P	P	P
Model mobile home display	-	-	-	-	-	A	P
Mobile home trailer sales	-	-	-	-	-	-	A
General Merchandise							
Department stores	-	-	-	-	A	P	-
Variety stores	-	-	-	-	A	P	-
Flea market	-	-	-	-	-	-	A
Auction facilities, unenclosed	-	-	-	-	-	-	A
Auction facilities, enclosed	-	-	-	-	-	P	P
Used merchandise (including pawn shops)	-	-	-	-	P	P	P
Food Stores							
Grocery stores	<u>P</u>	-	-	P	P	P	-
Meat and fish markets	<u>P</u>	-	-	P	P	P	-
Fruit and vegetable markets	<u>P</u>	-	-	P	P	P	-
Candy, nut and confectionery stores	<u>P</u>	-	P	P	P	P	
Dairy product stores	<u>P</u>	-	-	P	P	P	-
Retail bakeries	<u>P</u>	-	-	P	P	P	-
Automotive Dealers and Services							
New and used cars dealers	-	-	-	-	-	P	P
Used vehicle sales	-	-	-	-	-	S	A
Auto and home supply stores	-	-	-	-	P	P	P
Gasoline service stations	-	-	-	-	A	P	P
Boat sales and rentals	-	-	-	-	-	A	P
Recreational vehicle sales	-	-	-	-	-	A	A
Motorcycle dealers	-	-	-	-	-	P	P
Automotive fuel sales	-	-	-	A	A	P	P
Commercial marina	-	-	-	-	-	A	P
Marine repair and service	-	-	-	-	-	A	P
Apparel and Accessory Stores	<u>P</u>	-	-	P	P	P	-
Furniture and Home Furnishings							
Furniture and home furnishing stores	-	-	-	-	A	P	P
Small-scale home furnishings showrooms (excluding furniture and major appliances)	-	A	-	-	P	P	P
Household appliance stores	-	-	-	-	A	P	P
Radio, television and computer stores	-	-	-	P	P	P	-
Eating and Drinking Establishments							
Restaurants	<u>P</u>	-	A	P	P	P	P
Carry out restaurants	<u>P</u>	A	A	P	P	P	P

ORDINANCE 2026-_____

Drive through restaurants	-	-	-	-	-	P	P
Bars and lounges	<u>P</u>	-	-	-	S	P	P
Bottle clubs	-	-	-	-	-	S	A
Miscellaneous Retail							
Drug stores	-	-	P	A	P	P	-
Liquor stores	<u>P</u>	-	-	P	P	P	-
Miscellaneous shopping goods	-	-	-	-	P	P	-
Florists	<u>P</u>	-	P	P	P	P	-
News stands	-	-	P	P	P	P	-
Sporting goods	-	-	-	-	P	P	-
Optical goods	<u>P</u>	-	P	P	P	P	-
Gift stores	-	-	P	P	P	P	-
Book and card store	<u>P</u>	-	P	P	P	P	-
Catalogue and mail order house	-	-	-	-	-	P	P
Fuel Dealers	-	-	-	-	-	P	P
Food and Kindred Products	-	-	-	-	-	-	P
Fruit and vegetable packing houses	-	-	-	-	-	A	A
Fruit and vegetable juice extraction	-	-	-	-	-	-	A
<i>Community Services</i>							
Educational Services							
Educational centers including primary and secondary schools	<u>A</u>	A	A	A	A	A	-
Colleges and universities	-	A	A	-	A	A	-
Libraries	A	A	A	A	P	P	-
Vocational, technical and business	<u>P</u>	P	P	P	P	P	-
Institutional							
Individual and family services	-	-	P	-	P	P	-
Job training services	-	-	-	-	P	P	P
Child care and adult care	A	A	P	A	P	P	-
Homes for aged, including nursing homes and rest homes	-	-	A	-	S	S	-
Residential treatment center	-	-	P	-	S	S	S
Place of worship	P	P	-	-	P	P	P
Group homes (residential centers)	-	-	P	-	S	S	S
Adult congregate living facility (21+ residents)	-	-	P	-	S	S	S
Cultural and Civic Facilities	P	P	A	-	P	P	-
Civic and social membership organizations	-	-	A	-	P	P	-
Public Administration							
Government administrative buildings	A	P	A	P	P	P	-
Courts	-	-	-	-	P	P	-

ORDINANCE 2026-_____

Emergency services	P	P	P	P	P	P	P
<i>Industrial</i>							
Printing and publishing	-	-	-	-	-	-	P
Machine shops	-	-	-	-	-	-	P
Chemicals and Plastics							
Rubber and plastic footwear	-	-	-	-	-	-	P
Hose, belts, gaskets packing	-	-	-	-	-	-	P
Assembly production (not including manufacturing)	-	-	-	-	-	-	P
<i>Transportation and communication</i>							
Railroad/Bus Transportation Services							
Local and suburban transit	-	-	-	-	-	P	P
Trucking and courier services	-	-	-	-	-	-	P
Commercial warehousing and storage	-	-	-	-	-	-	P
Moving and storage	-	-	-	-	-	-	P
Trucking terminals	-	-	-	-	-	-	P
Self-service storage facilities	-	-	-	-	S	A	P
Outdoor storage	-	-	-	-	-	-	A
Vehicle storage lot (paved/unpaved) ³	-	-	-	-	-	-	P
Post Office	P	P	P	P	P	P	P
Water transport services	-	-	-	-	-	-	P
Air transport services	-	-	-	-	-	-	P
Pipelines	-	-	-	-	-	-	P
Heliport/helipad	-	-	S	-	-	S	-
Recycling centers	-	-	-	-	-	-	A
Travel and tour agencies	-	P	-	-	P	P	-
Freight transport arrangement	-	P	-	-	-	P	P
Communications							
Telephone and telegraph	-	P	-	-	P	P	P
Radio and television broadcasting	-	P	-	-	P	P	P
Cable and pay T.V.	-	P	-	-	P	P	P
Communications towers (wireless facilities)	A ⁵	A ⁵	A ⁵	A ⁵	A ⁵	A ⁵	A ⁵
Communications towers (non-wireless facilities) ⁴							
Amateur radio (accessory use)							
Less than 80 feet	P	P	P	P	P	P	P
80 feet or taller (see 971.44(4) for special criteria)	S	S	S	S	S	S	S
Commercial							
Up to 70 feet:							

Camouflaged	P	P	P	P	P	P	P
Non-camouflaged	P	P	P	P	P	P	P
70 feet to 150 feet:							
Camouflaged	A	A	A	A	A	A	A
Monopole (minimum of 2 users)	A	A	A	A	A	A	A
Not camouflaged and not monopole	S	S	S	S	S	S	S
Over 150 feet:							
All tower types (see 971.44(1) for special criteria)	-	-	-	-	-	-	-
Public and private utilities, limited	A	A	A	A	A	A	A
Public and private utilities, heavy	-	-	-	-	-	-	S
<i>Residential Uses</i>							
Single-family dwelling	P ⁶	P	-	-	-	-	-
Duplex	P ⁶	P	-	-	-	-	-
Multifamily dwelling	P ⁶	P	A	A	A	A	-
Accessory housing (watchman)	-	-	-	-	-	-	P

P = Permitted use

A = Administrative permit use

S = Special exception use

¹ No industrial use shall be permitted in the CH district unless public sewer service is provided to the subject property.

² The requirements of subsection [917.06\(11\)](#), of the Accessory Uses and Structures Chapter, shall apply to towers less than 70'.

³ Standards for unpaved vehicle storage lots are found in subsection [954.08\(6\)](#).

⁴ Uses, such as limousine services, construction offices, and contractors trades offices shall be considered general office uses if the following conditions are met:

- All types of vehicles [reference [911.15\(3\)\(a\)](#)] kept on site shall be limited to those types of vehicles allowed in residential areas, except that commercial vehicles completely screened from adjacent streets and properties shall be allowed to be kept on site. All commercial vehicles allowed to be kept on site shall be parked in designated paved spaces.
- The number of vehicles used for business purposes and that meet the above condition and that are kept on site shall be limited to twenty-five (25) percent of the number of parking spaces required for the office use.
- Except for vehicle parking, all uses shall be conducted within an office building.

⁵ For wireless commercial facilities regulations, see subsection [971.44](#)(5), Section 4 use table.

⁶ Single-family, duplex, and multifamily dwelling units in the PRO district must be developed under the mixed-use criteria outlined in Section 911.10(9)(a)(2).

SECTION #2:

Amend LDR Section 911.10(7), Size and dimension criteria; as follows:

(7) Size and dimension criteria:

	PRO	OCR	MED	CN	CL	CG	CH
Min. Lot Size sq. ft.	10,000	10,000	20,000	20,000	10,000	10,000	10,000
Min. Lot Width ft.	100	100	100	100	100	100	100
Min. Yards ft.							
Front	25	25	25	25	25	25	25
Rear	25	20	20	20	10	10	10
Side	20	20	20	20	10	10	10
Max. Building Coverage %	35	40	40	40	40	40	40/50*
Min. Open Space %	35 ¹	35	30	30	25	25	20
Max. Building Height ft.	35 ¹	35	35	35	35	35	35
Residential District Regulations	RM-6	RM-6	RM-8	RM-8	RM-8	RM-8	RM-8
Hotel and motel minimum square feet of land area per unit	-	1200	1200	-	1200	1200	-

Yards - Front Yards abutting S.R. 60 shall be seventy-five (75) feet;

Rear Yards (CH only) 0 if abutting FEC Railroad;

Rear Yards (PRO only) 0 if abutting a nonresidential use or mixed-use with interconnected parking and approved access easement.

Side Yards (MED, CL, CG, CH) 0 if abutting a nonresidential use with interconnected parking and approved access easement 0 if abutting FEC Railroad (CH only).

Side Yards (PRO) 0 with interconnected parking and approved access easement.

Height - See section 911.15 for exceptions.

Maximum FAR (Floor Area Ratio):

- Retail trade 0.23 FAR
- Office, business/personal services, recreational, schools, institutional 0.35 FAR
- Industrial, storage, wholesale/distribution, utilities, heavy repair 0.50 FAR

*Maximum building coverage for a single story warehouse or industrial building is fifty (50) percent.

¹A parcel may be eighty (80) percent impervious provided that sixty (60) percent is covered by a building.

SECTION #3:

Amend LDR Section 911.10(9)(a), PRO—Professional office district; as follows:

(9) Special district requirements.

(a) PRO—*Professional office district* *(Mixed-use)*.

1. *Location and land use.*

- a. The PRO district may be established in areas designated as L-1, L-2, M-1, M-2 or commercial on the future land use map.
- b. The PRO district may be established on residentially designated land if located on an arterial or collector road as identified in the comprehensive plan.
- c. Properties zoned PRO with an M-1 or M-2 future land use may be developed at eight (8) units per acre and ten (10) units per acre, respectively, provided that the development is mixed-use and meets the requirements outlined in section 911.10(9)(a)(2).
- d. When a property is zoned PRO and intends to be developed for single-family or multifamily, the development shall be a commercial-residential mixed-use project, and it shall meet the requirements outlined in section 911.10(9)(a)(2).

2. *Mixed use standards for PRO.*

- a. The PRO district established in areas designated as L-1, L-2, M-1, M-2 or commercial on the future land use map may be developed as mixed use.
- b. All mixed-use developments shall have a residential component and a nonresidential, commercial component.

- c. A minimum of twenty (20) percent and a maximum of eighty (80) percent of the gross-floor area of the development shall be residential.
- d. Commercial-residential mixed-use parcel may be eighty (80) percent impervious provided that sixty (60) percent is covered by a building.
- e. Retail uses shall be on the ground floor only.
- f. Office uses may be located on any floor.
- g. Mixed-use residential may be located above, behind, or alongside the commercial use.
- h. All parking shall occur within the rear or, if necessary, on one side of the property. A determination of necessity will be made by the Planning and Development Services Director or his/her designee.
- i. Single-family homes may be built within mixed-use projects provided that all other requirements are met, and the single-family homes are not abutting the primary street. Mobile homes and manufactured homes may not be placed in the PRO district.

~~2- 3. *District Size.* The PRO district shall have a minimum district size of five (5) acres and a maximum district size of twenty-five (25) acres. The PRO district may be reduced to two and one-half (2½) acres if the parcel(s) under consideration to be zoned PRO satisfies all of the following criteria:~~

- ~~a. The parcel(s) abuts a commercial node or corridor; and~~
- ~~b. The parcel(s) is located within a substantially developed area; and~~
- ~~c. The parcel(s) is located in an area dominated by nonresidential uses.~~

~~3. *District depth.* The PRO district shall have a maximum district depth of three hundred (300) feet, measured from the adjacent collector and/or arterial roadway. The maximum depth may exceed three hundred (300) feet for platted lots of record where the majority of the lot is within three hundred (300) feet of the collector or arterial roadway.~~

4. *Parking.* The PRO district shall have the following parking requirements:

- a. All on-site parking shall be located in the property's rear or, if necessary, on one side of the property. A determination of necessity will be made by the Planning and Development Services Director or his/her designee.
- b. All on-site parking shall be accessed from a service road or lowest ranking street.

- c. Where parking is visible to streets, a wall or fence shall be used to screen the parking areas, provided that a five (5) foot tall landscape strip with a hedge shall be required in front of the wall or fence.
- d. Parking lots shall provide for vehicular connectivity to adjacent parking areas.
- e. Shared parking is encouraged. Reductions from standard parking requirements shall be authorized where there is a complementary mix of uses on the proximate development sites and near transit stations. The reduction in required parking may not exceed fifty (50) percent of the required parking for the specified use.
- f. The required front setback may be reduced to ten (10) feet to help facilitate rear parking provided that the setback reduction does not conflict with required buffering, landscape, or corner visibility requirements.

SECTION #4:

Amend LDR Section 971.10(1), Health and fitness clubs; as follows:

(1) Health and fitness clubs (administrative permit and special exception).

- (a) *Districts requiring administrative permit approval, (pursuant to the provisions of 971.04): RM-6 RM-8 RM-10 PRO CN.*
- (b) *Districts requiring special exception approval, (pursuant to the provisions of 971.05): RM-3 RM-4*
- (c) *Additional information requirements: A site plan showing the proposed floor plan and meeting all of the requirements of Chapter 914.*
- (d) *Criteria for health and exercise studios:*
 - 1. The total gross floor area shall not exceed two thousand (2,000) square feet.
 - 2. The total gross floor area may be exceeded for PRO mixed-use projects provided that the overall development meets the criteria outlined in section 911.10(9)(2).

SECTION #5:

Amend LDR Section 971.14(4), Education centers including schools, primary and secondary (not including business and vocational schools) (special exception and administrative permit); as follows:

- (a) *Districts requiring administrative permit approval (pursuant to the provisions of 971.04): PRO, OCR, MED, CN, CL, CG.*
- (b) *Districts requiring special exception (pursuant to the provisions of 971.05): A-1, A-2, A-3, RFD, RS-1, RS-2, RS-3, RS-6, RT-6, RM-3, RM-4, RM-6, RM-8, RM-10, ROSE-4, RMH-6, RMH-8, Con-1, Con-2, Con-3.*
- (c) *Additional information requirements:*
 - 1. A site plan which denotes the location of all existing and proposed structures, recreational facilities, loading and unloading area, bus queuing areas, drop-off/pick-up areas, and parking facilities. The site plan shall also include a safety/security plan and a pedestrian and vehicular circulation plan, pursuant to the requirements of Chapter 914;
 - 2. A description of the anticipated student service area and projected enrollment, by project phase if applicable, shall be provided;
 - 3. A copy of all requisite licenses from State of Florida.
- (d) *Criteria for educational facilities:*
 - 1. Sites for secondary schools shall be located near thoroughfares so as to discourage traffic along local residential streets in residential subdivisions. Elementary schools should be discouraged from locating adjacent to major arterial roadways;
 - 2. For the type of facility proposed, the minimum spatial requirements for the site shall be similar to standards utilized by the Indian River County school board and the State of Florida;
 - 3. Except as provided below, no building designed for occupancy by students shall be located within one hundred (100) feet of any property line not adjacent to a street or roadway, and no building designed for occupancy by students shall be located within fifty (50) feet of any property line abutting a local road right-of-way;
 - a. Where a building designed for occupancy by students is to be located adjacent to a mixed use or TND site, or to a property zoned RM-6, RM-8, RM-10, commercial, or industrial, and there is a non-residential use or reduced setback project (small lot subdivision or planned development) on that adjacent property, then the building setback along that adjacent property may be reduced to no less than twenty-five (25) feet.
 - b. Where a building designed for occupancy by students is to be located adjacent to property zoned RM-4, RM-3, single-family, or agricultural, and there is a non-residential and non-agricultural use on that adjacent

property, then the building setback for the educational use may be reduced to no less than fifty (50) feet.

- c. Where a setback of one hundred (100) feet is required, the setback may be reduced to fifty (50) feet if a Type B buffer with a six (6) foot opaque feature is provided within the setback.
 - d. Where the education facility is located adjacent to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use, buffer requirements for each use may be combined into a single buffer located between the education facility and adjacent use. The single buffer shall be greater than or equal to a Type "C" buffer.
- 4. The applicant shall demonstrate that existing and proposed recreation, parking, and traffic circulation facilities adequately accommodate projected student enrollment including adequate pick-up and drop-off queue area to ensure that vehicle queues during peak pick-up and drop-off times do not adversely impact adjacent streets.
 - 5. No rooms within the school shall be regularly used for the housing of students when located in a single-family residential district;
 - 6. The facilities shall have a Type "C" buffer in the A-1, A-2, A-3, RFD, RS-1, RS-2, RS-3 and RS-6 districts;
 - a. The board of county commissioners may waive or reduce the buffer requirements where the educational facility is located next to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use. Consideration shall be given to security, noise, and visual impacts. Where a waiver or buffer reduction is granted, normal perimeter landscaping requirements shall apply, and alternative requirements (such as fencing) may be required.
 - 7. The facilities shall have a Type "C" buffer in all other residential districts not listed in subsection 6. above.
 - a. The board of county commissioners may waive or reduce the buffer requirements where the educational facility is located next to an existing cemetery, place of worship, child care facility, adult care facility, community center, school, or other non-residential use. Consideration shall be given to security, noise, and visual impacts. Where a waiver or buffer reduction is granted, normal perimeter landscaping requirements shall apply, and alternative requirements (such as fencing) may be required.

SECTION #6: SEVERABILITY

If any clause, section or provision of this Ordinance shall be declared by a court of competent jurisdiction to be unconstitutional or invalid for any cause or reason, the same shall be eliminated from this Ordinance and the remaining portion of this Ordinance shall be in full force and effect and be as valid as if such invalid portion thereof had not been incorporated therein.

SECTION #7: REPEAL OF CONFLICTING ORDINANCES

The provisions of any other Indian River County ordinance that are inconsistent or in conflict with the provisions of this Ordinance are repealed to the extent of such inconsistency or conflict.

SECTION #8: INCLUSION IN THE CODE OF LAWS AND ORDINANCES

The provisions of this Ordinance shall become and be made a part of the Code of Laws and Ordinances of Indian River County, Florida. The sections of the Ordinance may be renumbered or relettered to accomplish such, and the word "ordinance" may be changed to "section," "article," or any other appropriate word.

SECTION #9: EFFECTIVE DATE

This Ordinance shall take effect upon filing with the Department of State.

This ordinance was advertised in the Press-Journal on the 20th day of September, 2026, for a public hearing to be held on the 6th day of October, 2026, at which time it was moved for adoption by Commissioner _____, seconded by Commissioner _____, and adopted by the following vote:

Chairman Deryl Loar	_____
Vice Chairman Laura Moss	_____
Commissioner Susan Adams	_____
Commissioner Joseph E. Flescher	_____
Commissioner Joe Earman	_____

BOARD OF COUNTY COMMISSIONERS
OF INDIAN RIVER COUNTY

ORDINANCE 2026-____

The Chairman thereupon declared the ordinance duly passed and adopted this ____ day of October, 2026.

BOARD OF COUNTY COMMISSIONERS
OF INDIAN RIVER COUNTY

BY: _____
Deryl Loar, Chairman

ATTEST: Ryan L. Butler, Clerk of Court and Comptroller

BY: _____
Deputy Clerk

This ordinance was filed with the Department of State on the following date: _____

APPROVED AS TO FORM AND LEGAL SUFFICIENCY

Susan J. Prado, Deputy County Attorney

APPROVED AS TO PLANNING MATTERS

John Stoll, Planning & Development Services Director

**INDIAN RIVER COUNTY, FLORIDA
M E M O R A N D U M**

TO: Members of the Planning and Zoning Commission

THROUGH: John Stoll; Planning & Development Director

FROM: Logan Woody; Senior Planner, Special Projects

DATE: September 2, 2026

SUBJECT: Consideration of Staff-Initiated Land Development Regulation (LDR) Amendments to Chapter 901 Regarding Definitions, Chapter 914 Regarding Regulations for Site Plan Review and Approval Procedures, and Chapter 926 Regarding Regulations for Landscape and Buffer Regulations

It is requested that the data herein presented be given formal consideration by the Planning and Zoning Commission (PZC) at its regular meeting of September 10, 2026.

BACKGROUND

The proposed LDR amendments being presented for the PZC's consideration address xeriscaping, density bonuses for affordable and workforce housing developments, and reductions to certain landscaping requirements for qualifying affordable housing developments.

Staff proposes amending Chapter 901 to add a definition for xeriscaping. Xeriscaping is a water-conserving method of landscaping designed to reduce or eliminate the need for supplemental irrigation through the use of drought-tolerant and native plants, efficient irrigation methods, and moisture-retaining mulch.

The proposed ordinance also amends Chapter 914 to establish density bonus provisions for developments providing affordable and/or workforce housing. In addition, Chapter 926 is proposed to be amended to provide a process by which qualifying affordable housing development utilizing one-hundred (100) percent xeriscaping may request reductions to certain landscape and buffer requirements.

These amendments are proposed as a single ordinance. The PZC is to consider the proposed LDR amendments and make a recommendation to the Board of County Commissioners (BCC) to adopt, adopt with modifications, or deny the proposed ordinance.

ANALYSIS

The proposed ordinance contains amendments to Chapters 901, 914, and 926 of the County's Land Development Regulations.

The amendment to Chapter 901 establishes a formal definition of xeriscaping as a water-conserving method of landscaping designed to reduce or eliminate the need for supplemental irrigation. The definition recognizes the use of drought-tolerant and native plants, efficient irrigation methods such as drip irrigation, and moisture-retaining mulch.

The amendment to Chapter 914 establishes density bonus provisions for developments that provide affordable and/or workforce housing. A density bonus of up to twenty (20) percent above the maximum land use designation may be approved for qualifying developments that provide affordable housing, while a density bonus of up to ten (10) percent may be approved for qualifying developments that provide workforce housing. The proposed regulations establish eligibility and affordability requirements, including the percentage of units that must be reserved, applicable income thresholds, required affordability periods, and deed restrictions.

The Chapter 914 amendments also establish development standards intended to integrate affordable and workforce housing units throughout a development. These provisions address the distribution and appearance of affordable and workforce housing units, the timing of construction within phased developments, calculation of required units and density bonuses, and the application of density bonuses to properties containing multiple future land use designations.

The amendment to Chapter 926 provides qualifying affordable housing developments with the ability to request reductions to certain landscaping requirements. To be eligible, a development must contain a minimum of sixty (60) percent affordable units as provided by the applicable LDR provisions and must utilize one-hundred (100) percent xeriscaping. An eligible applicant may request reductions to perimeter buffer, roadway landscaping, non-vehicular area landscaping, and irrigation standards.

Requests for landscape reductions will be considered by the Planning and Development Services Director based on the criteria established in the ordinance. Any approved reduction must be identified on the project site plan along with the project-specific landscaping improvements. Decisions of the Planning and Development Services Director may be appealed pursuant to Section 902.07.

Collectively, the proposed amendments establish standards for affordable and workforce housing density bonuses while providing additional flexibility in landscaping requirements for qualifying affordable housing developments that utilize water-conserving xeriscaping practices.

COMPREHENSIVE PLAN CONSISTENCY

The proposed amendments are supported by policies contained in the County's Comprehensive Plan. Housing Element Policy 2.7 directs the County to provide for the creation and preservation of affordable housing for current and anticipated future residents and households with special housing needs. The policy specifically identifies allowing affordable housing in all residential areas and undertaking other measures to minimize the need for additional local services and avoid a concentration of affordable housing units in specific areas. The proposed Chapter 914 density bonus provision furthers this policy by creating an additional development incentive for qualifying affordable housing and by establishing standards addressing the distribution of qualifying units within developments.

Housing Element Policy 4.12 provides that the County shall assist employers with establishing employer-assisted housing projects by providing technical support to those employers. While the proposed ordinance does not establish an employer-assisted housing program, the workforce housing density bonus provisions are consistent with the broader objective of expanding housing opportunities for the local workforce.

Future Land Use Element Policy 5.2 provides that the residential densities depicted on the Future Land Use Plan Map are the maximum densities permitted and further provides that, where density bonuses are applicable, those density maximums may be exceeded. The proposed Chapter 914 amendments implement this policy by establishing specific density bonus standards for qualifying affordable and workforce housing developments.

These Comprehensive Plan policies provide policy support for the proposed housing-related LDR amendments by encouraging the creation and preservation of affordable housing, supporting housing opportunities for the workforce, and expressly recognizing that adopted density-bonus provisions may allow development above the otherwise applicable Future Land Use Plan Map density maximums.

The proposed amendments establish standards for affordable and workforce housing density bonuses while providing additional flexibility in landscaping requirements for qualifying affordable housing developments that utilize water-conserving xeriscaping practices.

RECOMMENDATION

Staff recommends that the Planning & Zoning Commission recommend that the Board of County Commissioners adopt the ordinance amending Chapters 901, 914, and 926 of the County Land Development Regulations.

ATTACHMENTS

1. Draft Ordinance

AN ORDINANCE OF INDIAN RIVER COUNTY, FLORIDA, CONCERNING AMENDMENTS TO ITS LAND DEVELOPMENT REGULATIONS (LDRS); PROVIDING FOR AMENDMENTS TO CHAPTER 901, DEFINITIONS; BY AMENDING SECTIONS 901.03, DEFINITIONS IN ALPHABETICAL ORDER; CHAPTER 914, REGULATIONS FOR SITE PLAN REVIEW AND APPROVAL PROCEDURES; BY AMENDING SECTION 914.15, REVIEW STANDARDS AND REQUIREMENTS; AND CHAPTER 926, REGULATIONS FOR LANDSCAPE AND BUFFER REGULATIONS; BY AMENDING SECTION 926.05, GENERAL REQUIREMENTS; AND BY PROVIDING FOR REPEAL OF CONFLICTING PROVISIONS; CODIFICATION; SEVERABILITY; AND EFFECTIVE DATE.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF INDIAN RIVER COUNTY, FLORIDA THAT THE INDIAN RIVER COUNTY LAND DEVELOPMENT REGULATIONS (LDR) CHAPTER 901, DEFINITIONS; CHAPTER 914, REGULATIONS FOR SITE PLAN REVIEW AND APPROVAL PROCEDURES; AND CHAPTER 926, REGULATIONS FOR LANDSCAPE AND BUFFER REGULATIONS, BE AMENDED AS FOLLOWS:

SECTION #1:

Amend LDR Section 901.03, Definitions in alphabetical order; as follows:

Xeriscaping a water-conserving method of landscaping designed to reduce or eliminate the need for supplemental irrigation. It utilizes drought-tolerant, native plants, efficient irrigation like drip systems and moisture-retaining mulch to create sustainable, low-maintenance outdoor spaces.

SECTION #2:

Amend LDR Section 914.15, Review standards and requirements; as follows:

(10) Density Bonus. A density bonus for providing affordable and/or workforce housing may be granted upon approval of a site plan that meets the criteria specified herein:

- (a) A density bonus of up to twenty (20) percent above the maximum land use designation may be approved if it is certified that no less than thirty (30) percent of the units in the development, not including accessory dwelling units, will be priced affordable to low and very-low-income households. For the purpose of this section, an affordable dwelling unit shall be a dwelling unit which:
 - 1. Has a market value less than two and one-half (2 ½) times the county's annual median household income for Indian River County as established by the Florida Housing Finance Corporation. Owner-occupied units shall remain affordable dwelling units for a period of not less than twenty five (25) years commencing on the first day following the issuance of a certificate of occupancy, or equivalent final building inspection, for the unit. Affordability restrictions must be recorded through a deed restriction; or
 - 2. Has a monthly rent less than one-twelfth (1/12) times thirty (30) percent of eighty (80) percent of the county's annual median household income for Indian River County as established by the Florida Housing Finance Corporation.

Renter-occupied units shall remain affordable dwelling units for a period of not less than twenty five (25) years commencing on the first day following the issuance of a certificate of occupancy, or equivalent final building inspection, for the unit. Affordability restrictions must be recorded through a deed restriction.

(b) A density bonus of up to ten (10) percent above the maximum land use designation may be approved if it is certified that no less than thirty (30) percent of the units in the development, not including accessory dwelling units, will be reserved for workforce housing. For the purpose of this section, workforce housing units shall be a dwelling unit:

1. At least thirty (30) percent of the project's units shall be set aside for households earning up to one-hundred-twenty (120) percent of the Area Median Income (AMI) for a minimum of thirty (30) years. Rent limit by the number of bedrooms in a unit shall be determined by the current Florida Housing Finance Corporation income and rent limits. Projects must be multi-family rentals. Workforce housing restrictions must be recorded through a deed restriction.

(c) Workforce and/or affordable housing may not be grouped together or positioned next to each other. For both subdivision and multi-family housing, workforce and/or affordable housing must be adequately dispersed across the development. For subdivisions, the workforce and/or affordable housing must be built to match the pre-approved front elevation and building types. Multi-family workforce and/or affordable housing units must have similar exterior façade to neighboring units and interior living spaces built comparable to neighboring units in the development.

(d) If the applicant proposes multiple phases for the project, the workforce and/or affordable housing units must be developed and constructed within the first phase.

(e) The calculations for affordable and/or workforce housing and density bonus are calculated based on the total amount of units being proposed. For instance, a two (2) acre property with a M-2 future land use that plans to set aside thirty (30) percent of the units for affordable housing would be eligible to develop at twelve (12) units per acre. Assuming this property is developed at twelve (12) units per acre, the total units constructed would be twenty-four (24). Of those twenty-four (24) units, thirty (30) percent will need to be reserved for affordable housing. This will result in seven and one-fifth (7.2) units. Affordable and workforce housing unit requirements are rounded to the nearest whole number which would result in an affordable housing set aside of eight (8) units for this example.

1. Please note, additional units provided by the density bonus are not rounded up.

(f) In the event that a subject property has two (2) or more future land use designations, the following may occur:

1. If the more intense future land use occupies the majority of the property, the maximum density of that future land use may be applied to the entire project site.
2. If a less intense future land use occupies the majority of the property, a density bonus may be applied to each portion separately, and the units may be dispersed across the entire project site.
3. For the purpose of this section, all C/I future land use designations will have an assigned residential density of eight (8) units per acre.

SECTION #3:

Amend LDR Section 926.05, General requirements; as follows:

(9) Reduction of landscaping requirements for affordable housing developments. For a development project subject to Chapter 926 landscape and buffer requirements, developed with a minimum of sixty (60) percent of units priced affordable as outlined in Section 911.14(4)(a)(1) or Section 915.08(10), an applicant may request a reduction in the requirements of section 926.08 perimeter buffer standards, section 926.09 landscape along roadways standards, section 926.10 non-vehicular area landscaping standards and section 926.11 irrigation standards provided that the development consists of one-hundred (100) percent xeriscaping. Such request shall be considered by the Planning and Development Services Director and may be granted by the director upon a finding that a reduction in requirements is warranted based on factors which may include, but are not limited to, the following:

- (a) The affordable units comply with Section 911.14(4)(a)(1), Section 911.14(4)(a)(2), and/or Section 915.10(a).
- (b) Affordable housing units may not be grouped together or positioned next to each other. For subdivisions, affordable housing must be adequately dispersed across the development and be built to match the pre-approved front elevation and building types. For multi-family, affordable housing units must have similar exterior façade to neighboring units and interior living spaces built comparable to neighboring units in the development

The project site plan shall note any approved reduction in landscaping requirements and shall show the project-specific required landscaping improvements.

A decision of the Planning and Development Services Director may be appealed as provided in Section 902.07.

SECTION #4: SEVERABILITY

If any clause, section or provision of this Ordinance shall be declared by a court of competent jurisdiction to be unconstitutional or invalid for any cause or reason, the same shall be eliminated from this Ordinance and the remaining portion of this Ordinance shall be in full force and effect and be as valid as if such invalid portion thereof had not been incorporated therein.

SECTION #5: REPEAL OF CONFLICTING ORDINANCES

The provisions of any other Indian River County ordinance that are inconsistent or in conflict with the provisions of this Ordinance are repealed to the extent of such inconsistency or conflict.

SECTION #6: INCLUSION IN THE CODE OF LAWS AND ORDINANCES

The provisions of this Ordinance shall become and be made a part of the Code of Laws and Ordinances of Indian River County, Florida. The sections of the Ordinance may be renumbered or relettered to accomplish such, and the word "ordinance" may be changed to "section," "article," or any other appropriate word.

SECTION #7: EFFECTIVE DATE

This Ordinance shall take effect upon filing with the Department of State.

This ordinance was advertised in the Press-Journal on the 20th day of September, 2026, for a public hearing to be held on the 6th day of October, 2026, at which time it was moved for adoption by Commissioner _____, seconded by Commissioner _____, and adopted by the following vote:

Chairman Deryl Loar	_____
Vice Chairman Laura Moss	_____
Commissioner Susan Adams	_____
Commissioner Joseph E. Flescher	_____
Commissioner Joe Earman	_____

BOARD OF COUNTY COMMISSIONERS
OF INDIAN RIVER COUNTY

The Chairman thereupon declared the ordinance duly passed and adopted this ____ day of October, 2026.

BOARD OF COUNTY COMMISSIONERS
OF INDIAN RIVER COUNTY

BY: _____
Deryl Loar, Chairman

ORDINANCE 2026-____

ATTEST: Ryan L. Butler, Clerk of Court and Comptroller

BY: _____
Deputy Clerk

This ordinance was filed with the Department of State on the following date: _____

APPROVED AS TO FORM AND LEGAL SUFFICIENCY

Susan J. Prado, Deputy County Attorney

APPROVED AS TO PLANNING MATTERS

John Stoll, Planning & Development Services Director