To: Council Members

From: Staff

Date: June 20, 2008 Council Meeting

Subject: Local Government Comprehensive Plan Review
Draft Amendments to the Martin County Comprehensive Plan
DCA Reference No. 08-1

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, Florida Statutes, requires that Council review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then Council must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

Martin County has proposed two amendments to the Future Land Use Map (FLUM) and text amendments to the Future Land Use, Transportation, and Capital Improvements Elements of the County Comprehensive Plan. The County has requested that the DCA undertake a formal review of the amendments.

Evaluation

A. FLUM Amendments

Information on the FLUM amendments is shown on Table 1 and the location of the amendments and other pertinent information is shown on the attached maps.
Table 1
Proposed Amendments to the Future Land Use Map
Martin County Comprehensive Plan
DCA Reference No. 08-1

<table>
<thead>
<tr>
<th>Amendment Number/Name</th>
<th>Approx. Acreage</th>
<th>Current FLUM Designation</th>
<th>Proposed FLUM Designation</th>
<th>Approximate Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. CPA # 07-12 Atlantic Ridge Preserve</td>
<td>2761.0</td>
<td>Low Density Residential (4.3 acres)</td>
<td>Estate Density Residential (802.0 acres)</td>
<td>West of the Hobe Sound Golf Club and north of SE Bridge Road in Hobe Sound.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Rural Density Residential (1,404.0 acres)</td>
<td>Institutional Public Conservation (1,959.0 acres)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Agricultural Ranchette (1,352.7 acres)</td>
<td></td>
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</tr>
<tr>
<td>2. CPA# 08-7 Willoughby Research Park</td>
<td>35.0</td>
<td>Rural Density Residential</td>
<td>Commercial Office Residential</td>
<td>North of SE Cove Rd, west of SE Willoughby Blvd in Port Salerno.</td>
</tr>
</tbody>
</table>

Total: 2796.0

Key to FLUM Designations

Agricultural Ranchette – maximum of one dwelling unit per 5 acres
Rural Density Residential – maximum of 1 dwelling unit per 2 acres
Estate Density Residential – maximum of 1 or 2 dwelling units per acre
Low Density Residential – maximum of 5 dwelling units per acre
Commercial Office Residential – maximum of 10 dwelling units per acre
Limited Commercial
Institutional Public Conservation

1. CPA #07-12 Atlantic Ridge Preserve

This amendment would allow 802 acres to be developed for low density residential use (one dwelling unit per acre) and assign a Public Conservation designation to 1,959 acres. The Conservation property would bridge a gap between two distinct portions of the Atlantic Ridge State Park.

This amendment was reviewed by Council previously at a meeting held on June 22, 2007. Council had no comments or recommendations for modification to the proposed amendment; however, the County did not adopt the amendment after receiving a DCA ORC Report objection regarding water supply availability. The County has now provided data regarding water supply and has once again “transmitted” a proposed FLUM amendment for the property.
2. CPA #08-7 Willoughby Research Park

This amendment would assign a Commercial/Office/Residential (COR) designation to 35 acres of property at the intersection of Willoughby Boulevard and Cove Road. Council has twice previously (June 16, 2006 and June 22, 2007) reviewed proposed FLUM amendments for this property. However, neither amendment was adopted by the County. Council found the previous proposed amendments for this property and several other amendments in the Cove Road Corridor that were proposed but not yet adopted to be inconsistent with the SRPP because of the failure of the County to adopt the 2002 Conceptual Master Plan for the Mid County Greater Salerno Area, or a similar plan that would be consistent with regional policy (see Attachment A).

B. Text Amendments

1. CPA #07-3 Atlantic Ridge Preserve – Primary Urban Service District changes and text amendment

These amendments are directly related to the FLUM amendment for the Atlantic Ridge Preserve (CPA #07-12). Council reviewed these amendments previously at its meeting of June 22, 2007. Council had no comments or recommendations for modification. The amendments expand the Primary Urban Service District (PUSD) boundary to include the area to be designated Residential Estate Density. Also to be adopted is a new Policy (4.4.G.2.f) that sets forth the terms under which lands currently within the Secondary Urban Service District can become part of the PUSD.

2. CPA #08-9 Mixed Use Density

Amendments are proposed to the Future Land Use Element (FLUE) that remove the mixed use option on lands with an Industrial FLUM designation. This change only applies to areas inside the Community Redevelopment Areas (CRAs) that do not have a Mixed Use Overlay designation (approximately 531 acres). Only three (Port Salerno, Indiantown, Old Palm City) of the seven CRAs in the unincorporated County has industrial land outside of the Mixed Use Overlay. In 2002, the County adopted a Mixed Use Overlay designation that was limited to the seven CRAs in the County. Under this designation, both residential and non-residential development can be mixed regardless of the underlying FLUM designation.

The County now has concerns about excessive residential development in the CRAs. To reduce the potential for excessive residential development, the County proposes to remove the option of mixed use development for lands inside the CRAs currently designated as Industrial. This will also help to preserve the limited amount of land available for industrial use. The text
amendments to Section 4.4.C.1 of the FLUE do not apply to areas already designated with the Mixed Use Overlay.

3. CPA #08-10 Connectivity

Proposed text amendments to the Transportation Element require connectivity among properties fronting collector and arterial roads. This is intended to help minimize congestion on the fronting roadway. The existing comprehensive plan simply encourages connectivity among development. New policies under section 5.5.B.1:

a. require connection between sites for new adjacent non-residential development;
b. encourage new residential development to provide interconnectivity with non-residential developments; and
c. indicate the County shall require interconnectivity among existing adjacent non-residential developments where possible, while minimizing negative impacts to existing residential development.

New definitions of Local Street and Residential Road are also proposed.

4. CPA #08-11 Transportation Concurrency Exception Area (TCEA) for Port Salerno

Amendments to the FLUE, Transportation and Capital Improvements Elements provide an exception to evaluating adequate public roadway facilities for properties within the Port Salerno CRA. The purpose of the amendments is to allow development to continue within the CRA as anticipated. A level of service deficiency on SE Dixie Highway (CR A1A) would otherwise prevent anticipated development. Roads in several CRAs are physically or policy constrained from being expanded, and County staff recommended TCEAs for all seven CRAs. However, the Board of Commissioners has decided to address each situation on a case-by-case basis.

State Growth Management Legislation in 2005 authorized local governments to establish TCEAs where infill and redevelopment is encouraged provided the local government addresses alternate transportation modes, land use mix, urban design, connectivity and funding. Traffic volume already exceeds capacity threshold on a segment of Dixie Highway. The amendments:

- Require new development to comply with certain standards adopted by the County.
- Limit boundary modifications to the Port Salerno CRA.
- Require transportation impact analysis for large projects.
- Limit comprehensive plan amendments that would rely on the TCEA.
• Commit to continued implementation of the Port Salerno Redevelopment Overlay District.
• Commit to identify and evaluate mechanisms to fund alternative transportation mode capital projects.
• Commit to implement capital improvements in the Port Salerno CRA Plan to provide mobility through alternative transportation modes including a) connectivity of local streets and bicycle and pedestrian paths; b) future connection to commercial development along U.S. 1; c) implementation of bicycle, pedestrian, drainage and street scape enhancement; d) implementation of a complete bicycle and pedestrian network; e) requiring cross access driveways and sidewalks for adjacent developments.

Extrajurisdictional Impacts

The County provided a copy of the amendment materials to local governments in Martin County, to adjacent counties and municipalities and to the Martin Metropolitan Planning Organization. Council sent a memo requesting comments from other jurisdictions on May 19, 2008. As of the date of the preparation of this report, no comments have been received.

Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.

Analysis of Consistency with Strategic Regional Policy Plan

The proposed FLUM amendment to the Willoughby Research Park would allow commercial office and residential development on a property located at a prominent intersection (Cove Road and Willoughby Boulevard) within the County Urban Service District. County staff recommended denial of this amendment because of traffic level of service issues and compatibility with the FLUM designations on surrounding lands (Rural Density Residential, maximum one dwelling unit per two acres). However, this area is no longer rural in nature. The Martin Memorial Hospital lies almost adjacent to the northeast of the subject property. County office facilities and the Indian River Community College are nearby. Higher intensity development also is located nearby along SR 76 and U.S. 1. The proposed FLUM designation for this property would improve the land use mix in the area and allow residential use at a density where a mix of housing types and affordabilities may be possible. It is only incompatible with surrounding uses because a plan for the area has not been adopted as recommended previously by Council; a plan that could improve upon the low density sprawl that has characterized recent development in the area. The County considered other residential FLUM amendments in the Cove Road Corridor during this amendment cycle, but continued action on them until late in 2008 and 2009.
Text amendment CPA #08-10 addresses connectivity among properties fronting collector and arterial roads to reduce congestion. A new Policy (5.5.B.1.g) requires connection between new, adjacent non-residential development. This is a good policy, however it is important to have connections between new residential development and existing non-residential development, as well, so that trips between adjacent uses do not have to be via the collector or arterial road. However, proposed Policy 5.5.B.1.h indicates only that the County will encourage, rather than require, connectivity between new residential development and adjacent non-residential development.

Comment/Recommendation

1. The County should complete, adopt and implement the 2002 Conceptual Master Plan for the Mid County Greater Salerno Area or an alternative coordinated and complex plan for this area.

2. The County should modify proposed Policy 5.5.B.1.h to require connections (pedestrian, bicycle, vehicular) between new residential development and existing or new non-residential development. The County should also adopt regulations to ensure these and other connections are carefully designed and constructed to promote safe and convenient pedestrian and bicycle traffic.

Consistency with Strategic Regional Policy Plan

The contract agreement between the DCA and the Treasure Coast Regional Planning Council requires Council to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. Council finds the proposed amendments to be CONSISTENT with the SRPP. Council recommends that the County complete, adopt and implement the 2002 Conceptual Master Plan for the Mid County Greater Salerno Area or an alternative coordinated and complex plan for this area. Council also recommends the County modify proposed Policy 5.5.B.1.h in the Transportation Element to require connectivity between residential and non-residential development.

Recommendation

Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

Attachments
List of Attachments

A. Excerpts from Agenda Item 7B, Draft Amendments to the Martin County Comprehensive Plan, DCA Reference No. 07-1 June 22, 2007 Council Meeting
Attachment A

Excerpts from Agenda Item 7B, Draft Amendments to the Martin County Comprehensive Plan, DCA Reference No. 07-1
June 22, 2007 Council Meeting

Evaluation

CPA #06-27 (Willoughby) – This 35.0 acre property is located along the north side of Cove Road, with frontage on Willoughby Boulevard (see Exhibits 10a-10d). The present FLUM designation is RDR. The property is presently used for agricultural purposes.

The current land use on surrounding properties includes an auto salvage business and residential units to the north, the Martin County Emergency Operations Center, Martin Memorial South, vacant land and property owned by the Indian River Community College across Willoughby Boulevard to the east; residential units, a duplex and mobile homes to the south and residential units and a residential subdivision to the west. The FLUM designations on surrounding properties are RDR to the north, south and west, and General Commercial, COR and General Institutional to the east.

Council reviewed an amendment for this property previously in amendment round #06-1. At that time, the proposed amendment was to assign Low Density Residential to 24 acres and Commercial Office Residential to 11 acres. At this time, the proposed designation is for Estate Density Residential (two dwelling units per acre). This property is in the Cove Road Corridor.

Analysis of Consistency with Strategic Regional Policy Plan

CPA #05-8 (Grien); CPA #06-7 (Rastrelli); CPA #06-8 (Grussmark); CPA #06-16 (Wright); CPA #06-27 (Willoughby); and CPA #07-6 (Mia Bella’s Cove)

These amendments are all in the Cove Road Corridor. With the exception of CPA #07-6, all amendments have been reviewed previously by Council. Following is a summary of Council’s previous analysis and recommendations:

These amendments are located in the Cove Road Corridor. They are in an area, between SR 76 and U.S.1 that was previously characterized by very low density residential and agricultural land uses. They are part of an area that was recently added to the PUSD and that is arguably the primary urban growth area in the unincorporated county. This “Greater Salerno/76” Planning Area has been the subject of previous planning efforts. A mid-county planning forum was held as early as 1994. A conceptual master plan for the Greater Salerno area was prepared in 2002, but never completed or adopted by the County. Recently, the County has initiated a study for a 2,200 acre portion of the area. This study has also not been completed, but the County has estimated the residential and commercial build out of the area for the year 2025. The following recent development has altered the character of the area:

- The growth of the U.S.1 corridor to a six lane road.
- The expansion of S.E. Kanner Highway to a four-lane road between Stuart and the Interstate 95 interchange at 76.
- Development in and around the I-95/SR76 interchange.
- The Cove Road right-of-way has been used to connect the Martin County Utilities, Fort Salerno facilities with the Tropical Farms Water and Wastewater Plant.
• Martin Memorial South Hospital and a related campus have been developed.
• Indian River Community College Chastain Campus.
• Robert Morgado Library Branch.
• Construction of a new Middle School directly across from the subject site.
• Pinewood Elementary and Mary Brogan Park.

The SRPP anticipates that: 1) future development will be part of existing or proposed cities, towns or villages that include a well-balanced, compatible mix of land uses appropriately located and a fine grained network of streets that can accommodate different modes of transportation and 2) local government will create plans and maps identifying preferred locations for new cities, towns and villages. The future of the Greater Salerno/76 Area is too important to Martin County for new land use designations to be assigned on a project by project basis in the absence of a more detailed comprehensive plan for the area. By all accounts, the amendments proposed for this area are not designed to function together as a series of integrated neighborhoods but rather as isolated “projects”. One of the unsustainable ideas behind projects is the very notion that they are projects, abstracted out of the existing fabric and set apart. To think of salvaging, regulating or improving projects, is to compound this root mistake and foster growth by “projects” forever weakening and fragmenting the County into dysfunctional pieces. The aim should be to get that project or projects woven into a coherent, sustainable fabric – and in doing so, strengthen the surrounding fabric as well. Changing the FLUM from rural and agricultural designations to estate density (two acre lots) will do little to ensure the area becomes an important part of the urban fabric of the County. Instead, the County should not adopt FLUM amendments in this area until a more detailed comprehensive plan is prepared that: 1) integrates and shapes those projects into discrete neighborhoods and districts that complement one another; and 2) accommodates a mix of uses, a variety of housing types, affordability and densities, and an interconnected street system. Revisions made without the advantage of a plan will make it difficult for the County to retrofit the area in the future. The County should not adopt these or any other amendments until a more coordinated and complex plan for settlement of the area is completed and adopted. Appendix A, Neighborhood Structure as the Essential Unit for Comprehensive Planning According to the Strategic Regional Policy Plan, provides some instructions on how to prepare and what should be included in such a plan.

Finally, for the Cove Road corridor amendments it is acknowledged that the proposed amendments represent improvements in the land use mix of the area. In order to promote better planning and be more consistent with the policies of the SRPP, the County is encouraged to adopt the 2002 Conceptual Master Plan of the Mid County Greater Salerno Small Area.
List of Exhibits

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<td>Old Palm City CRA Overlay District</td>
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Exhibit 1
General Location Map
Exhibit 3
Future Land Use Map – Atlantic Ridge Preserve
Exhibit 4
Aerial Photograph – Atlantic Ridge Preserve
Exhibit 5
Connection to Public Lands – Atlantic Ridge Preserve

[Map showing various locations and features, including State Park, The Medalist Club, CPA 07-12, Parcel 2, State Park, Parcel 1, Hobe Sound Golf Club, Agricultural Activity, Bridge Road, and Jonathan Dickinson State Park.]
Exhibit 7
Location Map – 2008 Cove Road Amendments
Exhibit 8
Future Land Use Map – 2008 Cove Road Amendments
Exhibit 9
Aerial Photo – 2008 Cove Road Amendments
Exhibit 10
Proposed Future Land Use Map – Willoughby Research Park
Exhibit 11
Location Map – Willoughby Research Park
Exhibit 13
Port Salerno CRA Overlay District
Exhibit 14
Old Palm City CRA Overlay District