MEMORANDUM

To: Regional Planning Council Members

From: Staff

Date: June 19, 2009 Regional Planning Council Meeting

Subject: Local Government Comprehensive Plan Review
Draft Amendments to the Martin County Comprehensive Plan
DCA Reference No. 09-1

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, Florida Statutes, requires that the Treasure Coast Regional Planning Council (TCRPC) 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 the TCRPC 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 four amendments to the Future Land Use Map (FLUM); however, three of these proposed amendments are inter-related, proposed as a land use density “swap”. The County has also proposed amendments related to the Urban Service Boundary Map, reflective of the proposed FLUM amendments. The County has requested a formal review of the amendments by DCA.

Evaluation

A. Future Land Use Map (FLUM)

The FLUM amendments are summarized in Table 1. The locations of the proposed amendments are shown in Exhibits 2-6.
Table 1
Proposed Amendments to the Future Land Use Map
Martin County Comprehensive Plan
DCA Reference No. 09-1

<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>CPA 09-1 Sunset Ridge</td>
<td>12.3</td>
<td>Mobile Home</td>
<td>High Density</td>
<td>West side of US 1, approximately 1/3 mile north of Bridge Road in Hobe Sound</td>
</tr>
<tr>
<td>CPA 09-2 Tesoro Groves</td>
<td>78.5 (Beeline)</td>
<td>Low Density</td>
<td>Agricultural</td>
<td>North side of Warfield Boulevard (SR 710), approximately one mile west of Allapattah Road</td>
</tr>
<tr>
<td></td>
<td>113.0 (Gibbs)</td>
<td>Low Density</td>
<td>Agricultural Ranchette</td>
<td>North of SW Citrus Boulevard, near the Indiantown Airport</td>
</tr>
<tr>
<td></td>
<td>191.5 (Okeechobee Waterway)</td>
<td>Agricultural</td>
<td>Low Density</td>
<td>South of Farms Road, with frontage on the Okeechobee Waterway.</td>
</tr>
<tr>
<td>Total:</td>
<td>395.3</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Key to FLUM Designations

Agricultural
Agricultural Ranchette – maximum of one dwelling unit per 5 acres
Low Density – maximum of 5 dwelling units per acre
Mobile Home – maximum of 8 dwelling units per acre
High Density – maximum of 10 dwelling units per acre

1. Sunset Ridge (CPA 09-1) – this amendment is for 12.3 acres generally located on the west side of US 1, approximately 1/3 mile north of Bridge Road (see Exhibits 2 and 3). The parcel was developed with mobile homes and one single-family house. Currently, all mobile homes have been removed from the site. The amendment would change the FLUM designation from Mobile Home to High Density. The properties adjacent on the south have uses including a restaurant, a neighborhood shopping center and residential units. The west side adjoins a residential golf course community. The north side is bordered by a bank and residences. To the east is U.S. 1. The FLUM designations on the surrounding lands include Commercial Limited, Commercial General and Commercial/Office/Residential to the south; Low Density to the west; Medium Density to the north; and Commercial General across US 1 to the east.
The County’s Comprehensive Plan contains numerous policies regarding affordable housing. Policy 6.4.A.6.b requires a “no net loss” of lands designated as Mobile Home on the FLUM. This policy contains an option for compliance that allows re-development of Mobile Home lands using a planned unit development process to ensure at least an equal number of “site-built” units, designated as “affordable housing for at least 30 years”, is provided. The proposed use for the property is 123 residential units, 34 of which will be designated as affordable.

2. Tesoro Groves (CPA 09-2) - this request affects three separate parcels. The amendments propose to “swap” land use designations, effectively re-allocating residential density among the parcels. The net result of the amendments increases the overall potential residential development in the County from 966 units to 982 units. A concurrent request to adjust the Urban Service Boundary Map accordingly is also proposed.

a. Beeline parcel – this amendment is for approximately 78.5 acres located on the north side of Warfield Boulevard (SR 710), one mile west of Allapattah Road in Indiantown (see Exhibit 4). This amendment proposes to change the FLUM designation from Low Density to Agricultural (see Exhibits 5 and 6). The northern part of the parcel is currently a citrus grove. A wetland is located adjacent to SR 710, with surrounding pasture. The current FLUM designation would allow up to 392 homes. The proposed land use will allow agricultural uses and up to 9 homes. The surrounding uses are mostly agriculture; the east side adjoins the currently undeveloped Quillen DRI. The surrounding FLUM designations are Agricultural to the west and north, Low Density to the east, and Industrial across SR 710 to the south.

b. Gibbs parcel – this amendment is for 113.0 acres generally located ¼ mile east of SW Indian Mound Drive and north of SW Citrus Boulevard (see Exhibit 4). The amendment proposes to change the FLUM designation from Low Density to Agricultural Ranchette (see Exhibits 5 and 6). The parcel is currently vacant with native upland habitat. The current FLUM designation allows up to 565 units. The proposed designation of Agricultural Ranchette allows agricultural uses and up to 22 homes. The property is surrounded by existing or approved residential developments. The surrounding FLUM designations are Rural Density and Agricultural Ranchette to the north, Low Density and Estate Density to the south, Estate Density and Agricultural Ranchette to the east, and Low Density and Recreational to the West.

c. Okeechobee Waterway parcel – this amendment is for 191.5 acres, generally located along the Okeechobee Waterway, south of Farms Road (see Exhibit 4). The amendment proposes to change the FLUM designation from Agricultural to Low Density (see Exhibits 5 and 6). This is the location that will accommodate most of the future development under the proposal re-allocation of residential density among the three parcels. The current FLUM designation allows
agricultural uses and up to 9 residences. The proposed amendment will allow up to 957 units on this parcel. The property is currently used for agricultural purposes. The property abuts a residential development to the east, the waterway to the south, and agriculture to the west. The surrounding FLUM designations are Medium Density to the north, Low Density residential to the east and Agricultural to the West.

B. Text and Map Series Amendments

1. Urban Service Boundary Map (CPA 09-3) – this amendment both contracts and expands the Urban Service District (USD) reflective of the proposed FLUM amendments proposed for Tesoro Groves (CPA 09-2) (see Exhibit 7). The Martin County Comprehensive Plan establishes both a Primary Urban Service District (PUSD) and a Secondary Urban Service District (SUSD). The PUSD delineates urban areas, which receive all public facilities. The SUSD allows a reduced level of service for areas with suburban densities of no more than one unit per acre. The proposed changes:

   - remove the Beeline parcel from the USD;
   - change the Gibbs parcel from the PUSD to the SUSD; and
   - expand the PUSD to include the Okeechobee Waterway parcel.

Extrajurisdictional Impacts

The County provided copies of the amendments to the Town of Jupiter Island, the Town of Ocean Breeze Park, the Town of Sewall’s Point, the City of Stuart, the Village of Tequesta, the Town of Jupiter, the City of Port St. Lucie, St. Lucie County Growth Management and the Palm Beach County Planning Division. Council provided a memo to these local governments and agencies dated April 28, 2009 requesting comments on the effects of the amendments on those jurisdictions. As of the date of 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

A. FLUM Amendments

1. Sunset Ridge (CPA 09-1) - The County Plan has clear policies to retain affordable housing options. Ensuring a diverse mix of housing affordabilities is consistent with SRPP goals. Since utilizing this option in the Comprehensive Plan requires development follow a Planned Unit Development process, the County will review the site plan design as part of the zoning. An opportunity exists to establish a link
from the development to the supermarket center, parallel to US 1. Designed properly, a narrow, pedestrian-friendly route would be an amenity, and further the sustainability goals of the region consistent with Strategy 7.1.3 and Policy 7.1.3.1.

2. Tesoro Groves (CPA 09-2) - The land use “swap” is an interesting strategy for consolidating future development and preserving agriculture, and is not unlike the transfer of development rights programs used in other counties in the region. Combining the previous density allowed on the three sites largely onto one provides an opportunity to develop the parcel as a neighborhood, rather than sprawl, as directed by Regional Goals 2.5 and 6.1 and Strategies 2.5.1 and 6.1.1.

For this opportunity to be realized, more than just the parcel size and density must be considered. The SRPP describes neighborhoods as having the following elements:

- 40 to 60 acres in size
- Average density of 4-10 units per acre
- A mix of uses (Policy 6.1.1.1)
- A well defined neighborhood center (Policy 4.1.1.1)
- Civic sites (Policy 12.1.1.4)
- Public spaces, including playgrounds and parks (Policy 12.1.1.2)
- Streets design for pedestrians, cyclists, cars and transit (Policies 7.1.3.1 and 10.1.1.1)
- A mix of building types (Policy 6.1.1.2)

In order to ensure the land use changes requested further the goals of the SRPP, the development pattern of the Okeechobee Waterway parcel should be in the form of new neighborhoods.

B. Text and Map Series Amendments

1. Urban Service Boundary Map (CPA 09-3)

   No comments/recommendations.

Consistency with Strategic Regional Policy Plan

The contract agreement with the DCA requires the TCRPC to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. The TCRPC finds the proposed amendments to be CONSISTENT with the SRPP with the following comments:

1. Sunset Ridge (CPA 09-1). A link, parallel to US 1, connecting the site to the adjacent neighborhood center should be established consistent with Policy 7.1.3.1.
2. Tesoro Groves (CPA 09-2). In order to ensure the land use changes requested further the goals of the SRPP, the development pattern of the Okeechobee Waterway parcel should be in the form of new neighborhoods consistent with Regional Goals 2.5 and 6.1; Strategies 2.5.1 and 6.1.1; and Policies 4.1.1.1, 6.1.1.1, 6.1.1.2, 7.1.3.1, 10.1.1.1, and 12.1.1.2.

Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

Attachments
List of Exhibits

Exhibit

1. General Location Map
2. Sunset Ridge – Future Land Use Map
3. Sunset Ridge – Aerial Map
4. Tesoro Groves – Aerial and Location Map
5. Tesoro Groves – Future Land Use Map Existing
6. Tesoro Groves – Future Land Use Map Proposed
7. Tesoro Groves – Urban Service Districts
Exhibit 1
General Location Map
Exhibit 2
Sunset Ride – Future Land Use Map

Legend
- Rural Density - up to 0.5 UPA
- Rural Heritage - up to 0.5 UPA
- Estate Density - up to 1 UPA
- Estate Density - up to 2 UPA
- Low Density - up to 5 UPA
- Medium Density - up to 8 UPA
- High Density - up to 10 UPA
- Mobile Home Density - up to 8 UPA
- Commercial General
- Commercial Limited
- Commercial / Office / Residential
- Commercial Waterfront
- Recreational
- Public Conservation Area
- General Institutional
- Industrial
- Agricultural
- Agricultural Ranchette
- Major Power Generation Facility
- No Data (Incorporated Area)
- WATER
Exhibit 3
Sunset Ridge – Aerial Map
Exhibit 5
Tesoros Groves – Future Land Use Map - Existing

Legend
- Rural Density - up to 0.5 UPA
- Rural Heritage - up to 0.5 UPA
- Estate Density - up to 1 UPA
- Estate Density - up to 2 UPA
- Low Density - up to 5 UPA
- Medium Density - up to 8 UPA
- High Density - up to 10 UPA
- Mobile Home Density - up to 8 UPA
- Commercial General
- Commercial Limited
- Commercial / Office / Residential
- Commercial Waterfront
- Recreational
- Public Conservation Area
- General Institutional
- Industrial
- Agricultural
- Agricultural Ranchette
- Major Power Generation Facility
- No Data (Incorporated Area)
- WATER
Exhibit 6
Tesoro Groves – Future Land Use Map – Proposed

Legend
- Rural Density - up to 0.5 UPA
- Rural Heritage - up to 0.5 UPA
- Estate Density - up to 1 UPA
- Estate Density - up to 2 UPA
- Low Density - up to 5 UPA
- Medium Density - up to 8 UPA
- High Density - up to 10 UPA
- Mobile Home Density - up to 8 UPA
- General Institutional
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