



MARTIN COUNTY, FLORIDA

Comprehensive Planning Division

Coral Gardens Vac Station

REZONING

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A. Application Information

Report Issuance Date: March 12, 2025
Request Number: Coral Gardens Vac Station Rezoning
Property Owner(s): Martin County
Applicant: Martin County Board of County Commissioners
2401 S.E. Monterey Ave.

Represented by: Stuart, FL 34996
Leo Repetti, Technical Services Administrator
Public Works Department

Planner: Amy Offenbach, Planner
Growth Management Department

Growth Management Director: Paul Schilling

| <u>PUBLIC HEARINGS:</u> | <u>Date</u> | <u>Action</u> |
|--------------------------------------|---------------|---------------|
| Local Planning Agency: | April 3, 2025 | |
| Board of County Commission Adoption: | April 8, 2025 | |

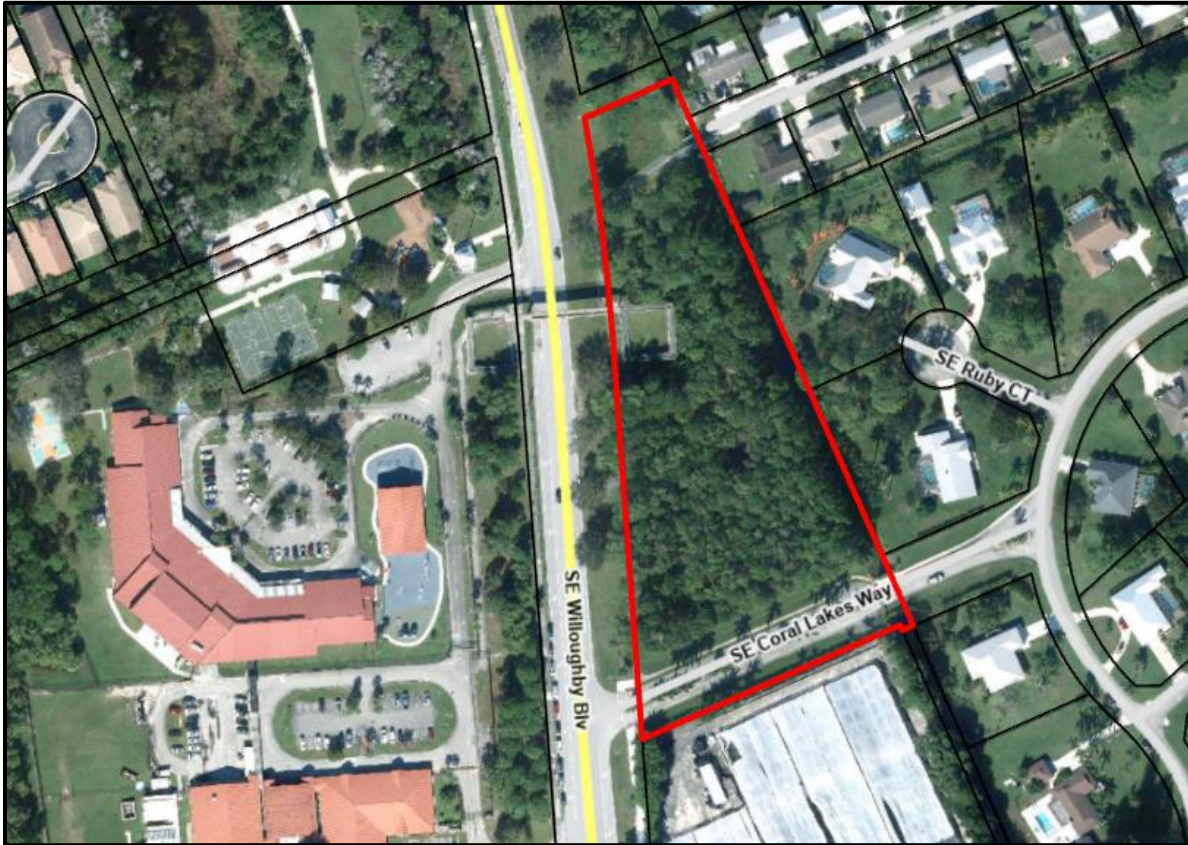
B. Project description and analysis

This is a request to amend the County Zoning Atlas on a County owned property located south of SE Pomeroy Street on the northeast corner of SE Willoughby Boulevard and SE Coral Lakes Way. The proposed Rezoning will change the zoning district on a ±4.2- acre parcel, known as the Coral Gardens Vac Station, from PR (Public Recreation) to PS-1 (Public Service). Please see Figure 1 herein for the location of the amendment.

Staff recommendation:

The request is made concurrent with Comprehensive Plan Amendment (CPA) 24-25, a proposed Future Land Use Map (FLUM) amendment. The proposed rezoning depends on the approval of the FLUM amendment for the subject property. If approved, the property must be rezoned to the most appropriate zoning district that is consistent with the assigned future land use designation. The proposed, PS-1, zoning district implements the Institutional – General future land use. Staff recommends approval of the zoning change from PR (Public Recreation) to PS-1 (Public Service) for the identified property herein.

Figure 1 – Location of the subject site outlined in red.



Permitted uses:

The zoning districts that implement the Institutional-General future land use are PS-1 and PS-2. Below is an excerpt from Article 3, Section 3.10.B, of the LDR, showing the zoning districts that are consistent with the Institutional-General future land use.

| Category | Zoning District | District Purpose |
|----------|-----------------------------------|---|
| A | PS-1 (Public Service District) | The PS-1 district is intended to implement the CGMP policies for lands designated Institutional-General on the Future Land Use Map of the CGMP. This district is designed to minimize the potential for negative impacts on surrounding properties. |
| A | PS-2 (Public Service District) | The PS-2 district is intended to implement the CGMP policies for lands designated Institutional-General on the Future Land Use Map of the CGMP. |

Below is an excerpt from Article 3 of the LDR, showing the permitted use schedule for the possible PS-1 and PS-2 zoning districts. A "P" indicates that the use is permitted within the zoning district, provided the uses can be developed in accordance with the requirements set forth in Divisions 3 and 4 and all other applicable requirements of Article 3 of the Land Development Regulations. Development of utilities is a permitted use within both zoning districts and the PS-1 district permits fewer and less intense uses.

**TABLE 3.11.2
PERMITTED USES - CATEGORY "A" NONRESIDENTIAL DISTRICTS**

| USE CATEGORY | PS1 | PS2 |
|---|------------|------------|
| <i>Residential Uses</i> | | |
| Accessory dwelling units | | |
| Apartment hotels | | |
| Mobile homes | | |
| Modular homes | | |
| Multifamily dwellings | | |
| Single-family detached dwellings | | |
| Single-family detached dwellings, if established prior to the effective date of this ordinance | | |
| Townhouse dwellings | | |
| Duplex dwellings | | |
| Zero lot line single-family dwellings | | |
| <i>Agricultural Uses</i> | | |
| Agricultural processing, indoor | | |
| Agricultural processing, outdoor | | |
| Agricultural veterinary medical services | | |
| Aquaculture | | |
| Crop farms | | |
| Dairies | | |
| Exotic wildlife sanctuaries | | |
| Farmer's markets | | |
| Feed lots | | |
| Fishing and hunting camps | | |
| Orchards and groves | | |
| Plant nurseries and landscape services | | |
| Ranches | | |
| Silviculture | | |
| Stables, commercial | | |
| Storage of agricultural equipment, supplies and produce | | |
| Wildlife rehabilitation facilities | | |
| <i>Public and Institutional Uses</i> | | |
| Administrative services, not-for-profit | P | P |
| Cemeteries, crematory operations and columbaria | | P |
| Community centers | P | P |
| Correctional facilities | | P |
| Cultural or civic uses | P | P |
| Dredge spoil facilities | | P |
| Educational institutions | P | P |
| Electrical generating plants | | |
| Fairgrounds | P | P |
| Halfway houses | | P |
| Halfway houses, on lots where such use was lawfully established prior to the effective date of this ordinance | | |
| Hospitals | P | P |
| Neighborhood assisted residences with six (6) or fewer residents | P | P |

| USE CATEGORY | PS1 | PS2 |
|---|------------|------------|
| Neighborhood boat launches | | |
| Nonsecure residential drug and alcohol rehabilitation and treatment facilities | | P |
| Nonsecure residential drug and alcohol rehabilitation and treatment facilities, on lots where such use was lawfully established prior to the effective date of this ordinance | | |
| Places of worship | P | P |
| Post offices | P | P |
| Protective and emergency services | P | P |
| Public libraries | P | P |
| Public parks and recreation areas, active | P | P |
| Public parks and recreation areas, passive | P | P |
| Public vehicle storage and maintenance | P | P |
| Recycling drop-off centers | P | P |
| Residential care facilities | P | P |
| Solid waste disposal areas | | P |
| Utilities | P | P |
| <i>Commercial and Business Uses</i> | | |
| Adult business | | |
| Ancillary retail use | | |
| Bed and breakfast inns | | |
| Business and professional offices | | |
| Campgrounds | | |
| Commercial amusements, indoor | | |
| Commercial amusements, outdoor | | |
| Commercial day care | P | P |
| Construction industry trades | | |
| Construction sales and services | | |
| Family day care | | |
| Financial institutions | | |
| Flea markets | | |
| Funeral homes | P | P |
| General retail sales and services | | |
| Golf courses | P | P |
| Golf driving ranges | P | P |
| Hotels, motels, resorts and spas | | |
| Kennels, commercial | | P |
| Limited retail sales and services | | |
| Marinas, commercial | | |
| Marine education and research | P | P |
| Medical services | | |
| Pain management clinics | | |
| Parking lots and garages | P | P |
| Recreational vehicle parks | | |
| Recreational vehicle parks, limited to the number and configuration of units lawfully established prior to the effective date of this ordinance | | |
| Residential storage facilities | | |

| USE CATEGORY | PS1 | PS2 |
|---|------------|------------|
| Restaurants, convenience, with drive-through facilities | | |
| Restaurants, convenience, without drive-through facilities | | |
| Restaurants, general | | |
| Shooting ranges | | |
| Shooting ranges, indoor | P | P |
| Shooting ranges, outdoor | | P |
| Trades and skilled services | | |
| Vehicular sales and service | | |
| Vehicular service and maintenance | | |
| Veterinary medical services | | |
| Wholesale trades and services | | |
| <i>Transportation, Communication and Utilities Uses</i> | | |
| Airstrips | | |
| Airports, general aviation | | |
| Truck stop/travel center | | |
| <i>Industrial Uses</i> | | |
| Biofuel facility | | |
| Composting, where such use was approved or lawfully established prior to March 1, 2003 | | |
| Extensive impact industries | | |
| Limited impact industries | | |
| Mining | | |
| Salvage yards | | P |
| Yard trash processing | | P |
| Yard trash processing on lots where such use was lawfully established prior to March 29, 2002 | | |
| <i>Life Science, Technology and Research (LSTAR) Uses</i> | | |
| Biomedical research | P | P |
| Bioscience research | P | P |
| Computer and electronic components research and assembly | P | P |
| Computer and electronic products research and assembly | P | P |
| Computer programming/software research | P | P |
| Computer system design | P | P |
| Electromedical apparatus research and assembly | P | P |
| Electronic equipment research and assembly | P | P |
| Laser research and assembly | P | P |
| Lens research | P | P |
| Management, scientific and technical services | P | P |
| Marine Research | P | P |
| Medical and dental labs | P | P |
| Medical equipment assembly | P | P |
| Optical equipment assembly | P | P |
| Optical instruments assembly | P | P |
| Optoelectronics assembly | P | P |
| Pharmaceutical products research | P | P |

| USE CATEGORY | PS1 | PS2 |
|--|------------|------------|
| Precision instrument assembly | P | P |
| Professional, scientific and technical services | P | P |
| Reproducing magnetic and optical media | P | P |
| Research and development laboratories and facilities, including alternative energy | P | P |
| Scientific and technical consulting services | P | P |
| Simulation training | P | P |
| Technology centers | P | P |
| Telecommunications research | P | P |
| Testing laboratories | P | P |
| <i>Targeted Industries Business (TIB) Uses</i> | | |
| Aviation and aerospace manufacturing | | |
| Business-to-business sales and marketing | | |
| Chemical manufacturing | | |
| Convention centers | P | P |
| Credit bureaus | P | P |
| Credit intermediation and related activities | P | P |
| Customer care centers | P | P |
| Customer support | P | P |
| Data processing services | P | P |
| Electrical equipment and appliance component manufacturing | | |
| Electronic flight simulator manufacturing | | |
| Fiber optic cable manufacturing | | |
| Film, video, audio and electronic media production and postproduction | P | P |
| Food and beverage products manufacturing | | |
| Funds, trusts and other financial vehicles | P | P |
| Furniture and related products manufacturing | | |
| Health and beauty products manufacturing | | |
| Information services and data processing | P | P |
| Insurance carriers | P | P |
| Internet service providers, web search portals | P | P |
| Irradiation apparatus manufacturing | | |
| Lens manufacturing | | |
| Machinery manufacturing | | |
| Management services | P | P |
| Marine and marine related manufacturing | | |
| Metal manufacturing | | |
| National, international and regional headquarters | P | P |
| Nondepository credit institutions | P | P |
| Offices of bank holding companies | P | P |
| On-line information services | P | P |
| Performing arts centers | P | P |
| Plastics and rubber products manufacturing | | |
| Printing and related support activities | | |
| Railroad transportation | | |
| Reproducing magnetic and optical media manufacturing | | |

| USE CATEGORY | PS1 | PS2 |
|---|-----|-----|
| Securities, commodity contracts | P | P |
| Semiconductor manufacturing | | |
| Simulation training | P | P |
| Spectator sports | P | P |
| Surgical and medical instrument manufacturing | | |
| Technical support | P | P |
| Telephonic and on-line business services | P | P |
| Textile mills and apparel manufacturing | | |
| Transportation air | | |
| Transportation equipment manufacturing | | |
| Transportation services | | |
| Transaction processing | P | P |
| Trucking and warehousing | | |
| Wood and paper product manufacturing | | |

(Ord. No. 608, pt. 1, 3-19-2002; Ord. No. 623, pt. 1, 11-5-2002; Ord. No. 633, pt. 1, 9-2-2003; Ord. No. 669, pt. 1, 6-28-2005; Ord. No. 866, pt. 2, 6-22-2010; Ord. No. 891, pt. 1, 2-22-2011; Ord. No. 970, pt. 1, 4-7-2015; Ord. No. 1014, pt. 2, 12-6-2016; Ord. No. 1045, pt. 1, 1-9-2018)

Development Standards

The following excerpts from the Martin County Land Development Regulations (LDR) show the development standards for the PS-1 and PS-2 districts. The land development standards set forth in Tables 3.12.1 and 3.12.2 shall apply to all lands zoned in accordance with this Division. The development standards in the following table are consistent with the minimum open space, maximum building height, and maximum building coverage requirements of the Institutional-General future land use designation. The 4.2 acre subject site exceeds the minimum 10,000 square foot minimum lot area.

**TABLE 3.12.1
DEVELOPMENT STANDARDS**

| C A T | Zoning District | Min. Lot Area (sq. ft.) | Min. Lot Width (ft) | Max. Res. Density (upa) | Max. Hotel Density (upa) | Max. Building Coverage (%) | Max. Height (ft)/(stories) | Min. Open Space (%) | Other Req. (footnote) |
|-------------|--------------------|-------------------------------|---------------------------|----------------------------------|-----------------------------------|-------------------------------------|----------------------------------|------------------------------|-----------------------------|
| A | PS-1 | 10,000 | 80 | — | — | 45 | 40 | 40 | — |
| A | PS-2 | 10,000 | 80 | — | — | 45 | 40 | 40 | — |

(Ord. No. 608, pt. 1, 3-19-2002; Ord. No. 623, pt. 1, 11-5-2002; Ord. No. 633, pt. 1, 9-2-2003; Ord. No. 809, pt. 1, 9-9-2008; Ord. No. 866, pt. 2, 6-22-2010; Ord. No. 937, pt. 1, 8-6-2013; Ord. No. 1131, pt. I (Exh. A), 5-5-2020; Ord. No. 1165, § 1, 8-10-2021)

**TABLE 3.12.2.
STRUCTURE SETBACKS**

| CATEGORY | Zoning District | Front/by story (ft.) | | | | Rear/by story (ft.) | | | | Side/by story (ft.) | | | |
|----------|--------------------|----------------------|----|----|----|---------------------|----|----|----|---------------------|----|----|----|
| | | 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| A | PS-1 | 25 | 25 | 25 | 25 | 20 | 20 | 30 | 40 | 10 | 10 | 20 | 30 |
| A | PS-2 | 25 | 25 | 25 | 25 | 20 | 20 | 30 | 40 | 10 | 10 | 20 | 30 |

(Ord. No. 608, pt. 1, 3-19-2002; Ord. No. 633, pt. 1, 9-2-2003; Ord. No. 727, pt. 1, 10-24-2006; Ord. No. 809, pt. 1, 9-9-2008; Ord. No. 866, pt. 2, 6-22-2010; Ord. No. 937, pt. 1, 8-6-2013; Ord. No. 1014, pt. 2, 12-6-2016; Ord. No. 1165, pt. 1, 8-10-2021)

Figure 2 – Adopted Zoning Atlas with the subject site designated as PR (Public Recreation).



Figure 3 – Proposed Zoning Atlas with the subject site designated as PS-1 (Public Service).



Standards for Amendments

1. The Comprehensive Growth Management Plan (CGMP) requires that Martin County shall rezone individual parcels to the most appropriate zoning district consistent with the LDRs pursuant to Policy 4.4A.1., CGMP, Martin County, Fla. (2016).
2. The Martin County LDR, Article 3, Section 3.2.E.1. provides the following “Standards for amendments to the Zoning Atlas.”

“The Future Land Use Map of the CGMP (Comprehensive Growth Management Plan) establishes the optimum overall distribution of land uses. The CGMP also establishes a series of land use categories, which provide, among other things, overall density and intensity limits. The Future Land Use Map shall not be construed to mean that every parcel is guaranteed the maximum density and intensity possible pursuant to the CGMP and these LDRs. All goals, objectives, and policies of the CGMP shall be considered when a proposed rezoning is considered. The County shall have the discretion to decide that the development allowed on any given parcel of land shall be more limited than the maximum allowable under the assigned Future Land Use Category; provided, however, that the County shall approve some development that is consistent with the CGMP, and the decision is fairly debatable or is supported by substantial, competent evidence depending on the fundamental nature of the proceeding. If upon reviewing a proposed rezoning request the County determines that the Future Land Use designation of the CGMP is inappropriate, the County may deny such rezoning request and initiate an appropriate amendment to the CGMP.”

3. The Martin County LDR, in Section 3.2.E.2., provides the following “Standards for amendments to the Zoning Atlas.” In the review of a proposed amendment to the Zoning Atlas, the Board of County Commissioners shall consider the following:

a. Whether the proposed amendment is consistent with all applicable provisions of the Comprehensive Plan; and

The PS-1 (Public Service) zoning district implements the Institutional- General future land use which will accommodate public utility sewer systems.

b. Whether the proposed amendment is consistent with all applicable provisions of the LDR; and

Permitted uses within the PS-1 (Public Service) zoning district include public utilities. With respect to the other Land Development Regulation requirements related to roads, drainage, environmental protection, utilities, emergency services, landscaping, etc., full compliance cannot be assessed until a specific plan has been selected for the property and an application is submitted for review. The applicant must demonstrate full compliance with all regulations prior to approval of a development order.

c. Whether the proposed district amendment is compatible with the character of the existing land uses in the adjacent and surrounding area and the peticular suitability of the property for the proposed zoning use; and

The subject parcel is situated within a residential area with nearby Institutional and Agricultural uses. Adjacent and surrounding uses include residential communities to the east, a school and park to the west across SE Willoughby Boulevard and agricultural properties to the south. There is a large amount of single-family homes in the immediate area that would benefit from a Utilities vacuum station on the subject site. The PS-1 zoning district does not permit intense uses such as Correctional facilities and the size of the site will not

accommodate other institutional uses such as a fairgrounds. Please see the permitted use schedule above. Any development consistent with the PS-1 zoning district must also comply with all applicable land development regulations, including landscape buffer requirements. The proposed amendment is compatible with the surrounding land uses and is suitable for the area.

d. *Whether and to what extent there are documented changed conditions in the area; and*

Historic and recent development that has occurred in the surrounding area has been mostly single-family residential dwellings. The subject site is located within the Primary Urban Service District (PUSD), and has the infrastructure needed to support and provide services to the existing and any future development in the local area. The proposed PS-1 (Public Service) zoning district permits public utilities.

e. *Whether and to what extent the proposed zoning would result in demands on public facilities; and*

The subject site is located within PUSD the of the County. As such, urban services are available and the planned vacuum station on the property will enhance the public sewer system. Water and wastewater services to the site will be provided by Martin County Utilities. The impacts of any proposed development on the 4.2-acre site change will be de minimis.

f. *Whether and to what extent the proposed zoning would result in a logical, timely and orderly development pattern which conserves the value of existing development and is an appropriate use of the County’s resources; and*

The land use pattern that has been established and recognized in the immediate area consists of mostly residential uses with nearby institutional and agricultural uses. The amendment to assign the PS-1 (Public Service) zoning district would support septic to sewer conversion for nearby properties which would conserve existing development values and be an appropriate use of County resources.

g. *Consideration of the facts presented at the public hearings.*

This rezoning concurrent with the CPA 24-25 FLUM amendment, has not been considered at a public hearing.

C. Staff recommendations:

The specific findings and conclusion of each review agency related to this request identified in Sections F through T of this report. The current review status for each agency is as follows:

| Section | Division or Department | Reviewer | Phone | Assessment |
|----------------|-------------------------------|-----------------|--------------|-------------------|
| F | Comprehensive Plan | Amy Offenbach | 288-5520 | Comply |
| G | Development Review | Amy Offenbach | 288-5520 | Comply |
| S | County Attorney | Elysse Elder | 463-3210 | Review Ongoing |
| T | Adequate Public Facilities | Leo Repetti | 320-3065 | Review Ongoing |

D. Review Board action

This application is classified as an amendment to the official zoning atlas. Pursuant to Section 10.3.B., LDR, Martin County, Fla. (2019), a review of this application at a public hearing is required by the LPA,

which shall provide a recommendation for the Board’s consideration. Pursuant to Section 10.5.F., LDR, Martin County, Fla. (2019), final action on the request for an amendment to the official zoning atlas is required by the BCC at a public hearing.

E. Location and site information

Location: South of SE Pomeroy Street on the east side of SE Willoughby Boulevard, directly north of SE Coral Lakes Way.

| | |
|--------------------------------|------------------------|
| Existing Zoning: | PR (Public Recreation) |
| Community Redevelopment Area: | N/A |
| Existing Subdistrict: | N/A |
| Commission District: | District 2 |
| Municipal Service Taxing Unit: | District 2 |
| Planning Area: | Port Salerno/76 |

F. Determination of compliance with Comprehensive Growth Management Plan requirements - Growth Management Department

Unresolved issues:

Item #1: Compatibility with the Future Land Use Map. The Growth Management Department staff has reviewed the Future Land Use Map Amendment in a separate report. Should the proposed change to the Future Land Use Map be adopted, the proposed, PS-1 (Public Service) zoning district would correctly implement the respective Institutional-General Future Land Use designation.

G. Determination of compliance with land use, site design standards, zoning, and procedural requirements - Growth Management Department

Unresolved issues: No site plan has been proposed. See Section F. above.

Additional Information: Changes to the Zoning district do not authorize any development activity. Criteria associated with this area of review are applied in conjunction with site plan review processes. Any specific department issues will be addressed at such time as development of the subject site is proposed.

H. Determination of compliance with the urban design and community redevelopment requirements – Community Development Department

See Section G. above.

I. Determination of compliance with the property management requirements – Engineering Department

See Section G. above.

J. Determination of compliance with environmental and landscaping requirements - Growth Management Department

See Section G. above.

K. Determination of compliance with transportation requirements - Engineering Department

See Section G. above.

L. Determination of compliance with county surveyor - Engineering Department

See Section G. above.

M. Determination of compliance with engineering, storm water and flood management requirements - Engineering Department

See Section G. above.

N. Determination of compliance with addressing and electronic file submittal requirements – Growth Management and Information Technology Departments

See Section G. above.

O. Determination of compliance with utilities requirements - Utilities Department

See Section G. above.

P. Determination of compliance with fire prevention and emergency management requirements – Fire Rescue Department

See Section G. above.

Q. Determination of compliance with Americans with Disability Act (ADA) requirements - General Services Department

See Section G. above.

R. Determination of compliance with Martin County Health Department and Martin County School Board

See Section G. above.

S. Determination of compliance with legal requirements - County Attorney's Office

Review is ongoing.

T. Determination of compliance with the adequate public facilities requirements - responsible departments

The review for compliance with the standards for a Certificate of Adequate Public Facilities Exemption for development demonstrates that no additional impacts on public facilities were created in accordance with Section 5.32.B., LDR, Martin County, Fla. (2016). Exempted development will be treated as committed development for which the County assures concurrency.

Examples of developments that do not create additional impact on public facilities include:

- A. Additions to nonresidential uses that do not create additional impact on public facilities;
- B. Changes in use of property when the new use does not increase the impact on public facilities over the pre-existing use, except that no change in use will be considered exempt when the preexisting use has been discontinued for two years or more;
- C. Zoning district changes to the district of lowest density or intensity necessary to achieve consistency with the Comprehensive Growth Management Plan;
- D. Boundary plats which permit no site development.

U. Post-approval requirements

Not applicable.

V. Local, State, and Federal Permits

No Local, State and Federal Permits are applicable to a rezoning action which does not permit any development activities.

W. Fees

Not applicable.

X. General application information

Applicant: Martin County Board of County Commissioners

Y. Acronyms

- ADA..... Americans with Disability Act
- AHJ..... Authority Having Jurisdiction
- ARDP..... Active Residential Development Preference
- BCC..... Board of County Commissioners
- CGMP..... Comprehensive Growth Management Plan
- CIE..... Capital Improvements Element
- CIP..... Capital Improvements Plan
- FACBC..... Florida Accessibility Code for Building Construction
- FDEP..... Florida Department of Environmental Protection
- FDOT..... Florida Department of Transportation
- LDR..... Land Development Regulations
- LOS..... Level of Service
- LPA..... Local Planning Agency
- MCC..... Martin County Code
- MCHD..... Martin County Health Department
- NFPA..... National Fire Protection Association
- SFWMD..... South Florida Water Management District
- W/WWSA.... Water/Waste Water Service Agreement

Z. Figures/Attachments

- Figure 1 – Location of the subject site outlined in red
- Figure 2 – Adopted Zoning Atlas with the subject site designated as PR (Public Recreation)
- Figure 3 – Proposed Zoning Atlas with the subject site designated as PS-1 (Public Service)
- Table 3.11.2, Permitted Uses- Category A Nonresidential Districts
- Table 3.12.1, Development Standards
- Table 3.12.2, Structure Setbacks
- Resolution to Rezone