

December 30, 2024

The Honorable Edward V. Ciampi
Chairman, Martin County
Board of County Commissioners
2401 Southeast Monterey Road
Stuart, Florida 34996

Dear Mayor Ciampi,

FloridaCommerce has completed its review of the proposed comprehensive plan amendment for Martin County (Amendment No. 24-04ER), which was received on October 31, 2024. FloridaCommerce has reviewed the proposed amendment in accordance with the state coordinated review process set forth in sections 163.3184(2) and (4), Florida Statutes (F.S.), for compliance with Chapter 163, Part II, F.S.

The attached Objections, Recommendations, and Comments Report outlines FloridaCommerce's findings concerning the amendment. FloridaCommerce does not identify any objections to the proposed amendment. However, FloridaCommerce is providing two comments. The comments are offered to assist the local government but will not form the basis for a determination of whether the amendment, if adopted, is "In Compliance" as defined in section 163.3184(1)(b), F.S. Copies of comments received by FloridaCommerce from reviewing agencies, if any, are also enclosed.

The County should act by choosing to adopt, adopt with changes, or not adopt the proposed amendment. For your assistance, the procedures for adoption and transmittal of the comprehensive plan amendment are enclosed.

The second public hearing, which shall be a hearing on whether to adopt one or more comprehensive plan amendments, **must be held within 180 days** of your receipt of FloridaCommerce's attached report, or the amendment will be deemed withdrawn unless extended by agreement with notice to FloridaCommerce and any affected party that provided comment on the amendment pursuant to section 163.3184(4)(e)1., F.S. **The adopted amendment must be transmitted to FloridaCommerce within ten working days after the final adoption hearing or the amendment shall be deemed withdrawn pursuant to section 163.3184(4)(e)2., F.S.**

FloridaCommerce staff is available to assist the County to address the comments. If you have any questions related to this review, please contact Christina Nazaire, Choose or enter job title, by telephone at (850)-717-8532 or by email at christina.nazaire@commerce.fl.gov.

Sincerely,



James D. Stansbury, Chief
Bureau of Community Planning and Growth

JDS/cn

Enclosures: Objections, Recommendations, and Comments Report
Procedures for Adoption
Reviewing Agency Comments

cc: Paul Schilling, Growth Management Department Director, Martin County
Thomas Lanahan, Executive Director, Treasure Coast Regional Planning Council

**Objections, Recommendations and Comments Report
Proposed Comprehensive Plan Amendment
Martin County 24-04ER**

FloridaCommerce has identified two comments regarding Martin County's proposed comprehensive plan amendment. The comments are provided below, along with recommended actions the County could take to resolve issues of concern. Comments are offered to assist the local government and will not form the basis for a compliance determination.

FloridaCommerce staff has discussed the basis of the report with County staff and is available to assist the County to address the comments.

Comment 1: *Five Year Capital Improvements Schedule*

The proposed amendment includes multiple references to the Five-Year Capital Improvements Plan (CIP) but does not include the CIP in the County's Comprehensive Plan. Excluding the CIP is inconsistent with the requirements of section 163.3177(3)(a)4., F.S.

Section 163.3177(3)(a)4., F.S. requires that local governments include an updated Five-Year Capital Improvements Schedule in any comprehensive plan that includes federal, state, or local government publicly funded projects as well as privately funded projects for which the local government has no fiscal responsibility. All projects necessary to ensure that any adopted level-of-service standards are achieved and maintained for the 5-year period must be identified as either funded or unfunded and given a level of priority for funding. The County must include the Five-Year Capital Improvements Schedule in the Capital Improvements Element of its Comprehensive Plan to satisfy the statutory requirement.

Comment 2: *Intergovernmental Coordination*

FloridaCommerce recommends that Martin County coordinate with the Florida Department of Environmental Protection (FDEP) to address their comments regarding the proposed amendment.

SUBMITTAL OF ADOPTED COMPREHENSIVE PLAN AMENDMENTS

FOR STATE COORDINATED REVIEW

Section 163.3184(4), Florida Statutes

NUMBER OF COPIES TO BE SUBMITTED: Please submit electronically using the Department's electronic amendment submittal portal "**Comprehensive Plan and Amendment Upload**" (<https://fldeo.my.salesforce-sites.com/cp/https://floridajobs.secure.force.com/cp/>) or submit three complete copies of all comprehensive plan materials, of which one complete paper copy and two complete electronic copies on CD ROM in Portable Document Format (PDF) to the State Land Planning Agency and one copy to each entity below that provided timely comments to the local government: the appropriate Regional Planning Council, Water Management District, Department of Transportation, Department of Environmental Protection, Department of State, the appropriate county (municipal amendments only), the Florida Fish and Wildlife Conservation Commission and the Department of Agriculture and Consumer Services (county plan amendments only), and the Department of Education (amendments relating to public schools), and for certain local governments, the appropriate military installation and any other local government or governmental agency that has filed a written request.

SUBMITTAL LETTER: Please include the following information in the cover letter transmitting the adopted amendment:

_____ State Land Planning Agency identification number for adopted amendment package.

_____ Summary description of the adoption package, including any amendments proposed but not adopted.

_____ Ordinance number and adoption date.

_____ Certification that the adopted amendment(s) has been submitted to all parties that provided timely comments to the local government.

_____ Name, title, address, telephone, FAX number and e-mail address of local government contact.

_____ Letter signed by the chief elected official or the person designated by the local government.

ADOPTION AMENDMENT PACKAGE: Please include the following information in the amendment package:

_____ In the case of text amendments, changes should be shown in strike-through/underline format.

_____ In the case of future land use map amendment, an adopted future land use map, **in color format**, clearly depicting the parcel, its existing future land use designation and its adopted designation.

_____ A copy of any data and analyses the local government deems appropriate.

Note: If the local government is relying on previously submitted data and analysis, no additional data and analysis is required.

_____ Copy of executed ordinance adopting the comprehensive plan amendment(s).

Suggested effective date language for the adoption ordinance for state coordinated review:

"The effective date of this plan amendment, if the amendment is not timely challenged, shall be the date the state land planning agency posts a notice of intent determining that this amendment is in compliance. If the amendment is timely challenged, or if the state land planning agency issues a notice of intent determining that this amendment is not in compliance, this amendment shall become effective on the date the state land planning agency or the Administration Commission enters a final order determining this adopted amendment to be in compliance. No development orders, development permits, or development dependent on this amendment may be issued or commence before it has become effective. "

_____ List of additional changes made in the adopted amendment that the FloridaCommerce did not previously review.

_____ List of findings of the local governing body, if any, that were not included in the ordinance, and which provided the basis of the adoption or determination not to adopt the proposed amendment.

_____ Statement indicating the relationship of the additional changes not previously reviewed by the FloridaCommerce to the ORC report from the FloridaCommerce.



FLORIDA DEPARTMENT OF Environmental Protection

Marjory Stoneman Douglas Building
3900 Commonwealth Boulevard
Tallahassee, FL 32399

Ron DeSantis
Governor

Jeanette Nuñez
Lt. Governor

Shawn Hamilton
Secretary

November 22, 2024

Paul Schilling, Director
Martin County Growth Management Department
2401 S.E. Monterey Road
Stuart, Florida 34996

Martin County 24-04ER Proposed Comprehensive Plan Amendment State Coordinated Review

The Office of Intergovernmental Programs of the Florida Department of Environmental Protection (Department) has reviewed the above-referenced amendment in accordance with the provisions of Chapter 163, Florida Statutes (F.S.). The Department's review of the proposed policies focused on important state resources and facilities that would be adversely impacted if the amendment is adopted, specifically: air and water pollution; wetlands and other surface waters of the state; federal and state-owned lands and interest in lands, including state parks, greenways and trails and conservation easements; solid waste; and water and wastewater treatment; and the Everglades ecosystem restoration.

PROPOSED AMENDMENTS

The proposed amendment updates the text and maps of the Martin County (County) Comprehensive Plan based on the most recent Evaluation and Appraisal Report (EAR). The update includes changes to the County's Infrastructure Element (Element) to address the sanitary sewer feasibility requirements of s. 163.3177(6)(c)3, F.S. The proposed update to the Element includes new Goal 10.4 and Objectives 10.4.A and 10.4.B, which direct the County to consider the feasibility of providing sanitary sewer services within a 10-year planning horizon to any applicable developments, and updates Table 10-2 to identify the current capacity and the 20-year projected wastewater flow at wastewater treatment facilities under full or partial governance of the County.

DEPARTMENT COMMENTS

During the 2023 legislative session, the Florida Legislature passed House Bill (HB) 1379, Laws of Florida Chapter No. 2023-169, which revised s. 163.3177, F.S., requiring local government comprehensive plans to address the following:

- Within the schedule of capital improvements, any county or municipality with a Basin Management Action Plan (BMAP) within its jurisdiction must include a list of projects necessary to achieve the pollutant load reductions attributable to the local government as established in the BMAP (s. 163.3177(3)(a)4.b, F.S.)
- Within the general sanitary sewer, solid waste, drainage, potable water, and natural groundwater aquifer recharge element, local governments must address

the upgrading of wastewater treatment facilities and prioritize advanced waste treatment (AWT), and, for local governments not included within a designated Rural Area of Opportunity, a section considering the feasibility of providing sanitary sewer services within a 10-year planning horizon to any development of more than 50 built or unbuilt residential lots with a density of more than one onsite sewage treatment and disposal system (OSTDS; aka septic system) per acre must be included by July 1, 2024 (s. 163.3177(6)(c)3, F.S.)

Section 163.3177(6)(c)3, F.S., requires local governments to include a feasibility analysis that identifies the wastewater facilities (name and location) that could receive sanitary sewer flows after connection, the current capacity of the identified wastewater facilities and any transmission facilities, the projected wastewater flows for the next 20 years, including expected future new construction and connections of OSTDSs to sanitary sewer, and a timeline for the construction of any sanitary sewer determined to be feasible.

While the County's proposed amendment addresses several of the above informational requirements, the Element lacks any construction timeline(s) for the connection of applicable developments to the sanitary sewer system. To be consistent with s. 163.3177(6)(c)3, F.S., the Element should be updated to include the construction timeline(s) for any sanitary sewer determined to be feasible. As the statutory deadline (July 1, 2024) has passed, the County should include this information in the Element as soon as possible to address the existing noncompliance with the statute.

CONCLUSION

The Department is providing technical assistance comments consistent with s. 163.3168(3), F.S. The comments will not form the basis of a challenge. If you should require assistance or additional information, please contact me at (850) 717-9037 or Lindsay.Weaver@FloridaDEP.gov.

Sincerely,



Lindsay Weaver, Environmental Specialist II
Office of Intergovernmental Programs

cc: Donna Harris, Florida Department of Commerce

From: [Paul Schilling](#)
To: [Clyde Dulin](#); [Joan Seaman](#)
Subject: FW: FWC's Comments on Martin County 24-04ER (CPA 24-01 through CPA24-17)
Date: Wednesday, November 20, 2024 5:28:12 PM

Paul Schilling
Director
Growth Management Department
Martin County Board of County Commissioners
772-288-5473

From: DiGruttolo, Laura <Laura.DiGruttolo@MyFWC.com>
Sent: Wednesday, November 20, 2024 5:17 PM
To: Paul Schilling <pschilli@martin.fl.us>
Cc: Colletier, Nicolas <Nicolas.Colletier@MyFWC.com>; Gruver, Pamela <Pamela.Gruver@MyFWC.com>; Conservation Planning Services <conservationplanningservices@MyFWC.com>; DCPexter@Commerce.fl.gov
Subject: FWC's Comments on Martin County 24-04ER (CPA 24-01 through CPA24-17)



Dear Mr. Schilling:

Florida Fish and Wildlife Conservation Commission (FWC) staff reviewed the proposed comprehensive plan amendment in accordance with Chapter 163.3184(4), Florida Statutes. We have no comments, recommendations, or objections related to listed species and their habitat or other fish and wildlife resources to offer on this amendment.

FWC staff appreciates the opportunity to review this project. Please send any requests for further information to ConservationPlanningServices@MyFWC.com.

Sincerely,

Laura DiGruttolo
Land Use Planning Program Supervisor
Office of Conservation Planning Services
Florida Fish and Wildlife Conservation Commission
1875 Orange Avenue East
Tallahassee, FL 32311
(850) 728-5147

Martin County 24-04ER_60351



Florida Department of Transportation

RON DESANTIS
GOVERNOR

3400 West Commercial Boulevard
Fort Lauderdale, FL 33309

JARED W. PURDUE, P.E.
SECRETARY

January 22, 2025

Mr. James D. Stansbury, Chief
Department of Economic Opportunity
Caldwell Building
107 East Madison Street, MSC 160
Tallahassee, FL 32399

**RE: Martin County 24-04ER Proposed Comprehensive Plan Amendment
FDOT Technical Assistance Comments**

Dear Mr. Stansbury:

The Florida Department of Transportation (FDOT), District Four, has reviewed the Martin County 24-04ER, proposed Evaluation and Appraisal Report (EAR) amendments to the Comprehensive Growth Management Plan (CPA). The CPA was transmitted under the State Coordinated Review (SCR) Process. The proposed Comprehensive Plan includes Evaluation and Appraisal Report (EAR)-based amendments to 16 elements of the Comprehensive Plan. This EAR-based Comprehensive Plan Amendment was transmitted by the Board of County Commissioners in accordance with the requirements of Florida Statutes (F.S.) Chapter 163.

The County's proposed EAR-based amendments update the existing Comprehensive Plan, consistent with changes to Florida Statutes. Based on a review of the amended Plan, FDOT is providing technical assistance comments consistent with Section 163.3168(3) F.S. The technical assistance comments will not form the basis of a challenge. These comments can strengthen the local government's comprehensive plan to foster a vibrant, healthy community and are designed to ensure consistency with the Community Planning Act in Chapter 163, Part II, F.S.

This review generally focuses on the goals, objectives, and policies that could impact the State Highway System (SHS) and Strategic Intermodal System (SIS) facilities that pass through the County, as listed below:

- S.R. 91/Florida's Turnpike (SIS)
- S.R. 9/I-95 (SIS)
- S.R. 710 (SIS)
- S.R. 15/U.S. 98 (SIS)
- S.R. 5/U.S. 1
- S.R. 714/Martin Highway
- S.R. 76/Kanner Highway

- S.R. 732/Jensen Beach Blvd.
- S.R. 732/NE Causeway Blvd.
- One CSX, one South Central Florida Express (SCXF) and two FEC Railroads (SIS)
- Atlantic Intracoastal Waterway (SIS)

General Comments

Technical Assistance Comment #1 – Resiliency and Sustainability

The Comprehensive Plan includes comprehensive discussions of climate change, resiliency and sustainability strategies throughout and in line with the 2045 Florida Transportation Plan (FTP) Policy Element (the 2055 FTP is currently under development and is expected to be completed in 2025). The 2045 FTP provides guidance to transportation agencies as they develop and implement policies, plans, and projects related to agile, resilient and quality infrastructure to counter the effects of changes in the climate and changing technology. FDOT supports these strategies and offers additional guidance that may be useful to the County.

Recommendation for Technical Assistance Comment #1

FDOT encourages the County to utilize the growing body of studies and tools available to address vulnerable/at risk transportation infrastructure in Martin County, including but not limited to the Resiliency chapter in the Florida Planning Emphasis Areas online publication¹ and the FTP Resilience initiative². Additionally, the Martin MPO completed a Transportation Network Resiliency Study³, which serves as a mechanism/methodology on how to consider resiliency/climate change in the transportation planning process.

Technical Assistance Comment #2 – Stakeholder Interviews

The Comprehensive Plan EAR, Public Input Summary, notes that 30 one-on-one interviews with elected officials, staff, residents, and business owners were conducted. Although FDOT maintains four SIS and five State roadways in Martin County, FDOT (as well as other regional agencies) was not identified/contacted to illicit input, concerns and priorities that may impact the County's vision and goals.

Recommendation for Technical Assistance Comment #2

In future updates to the Comprehensive Plan, FDOT encourages the County to consider coordination and outreach with FDOT and other related regional agencies (i.e. South Florida Water Management District, Florida Department of Environmental Protection, etc.) prior to developing new/updated goals, objectives, and policies. FDOT offers a wealth of resources that could benefit the County and its residents in developing a safe and accessible transportation network.

¹ https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/policy/metrosupport/resources/fdot-pea-resource-guide-for-mpos.pdf?sfvrsn=b31a71ef_2

² <http://floridatransportationplan.com/resilience.htm>

³ <https://martinmpo.com/emphasis-areas/resiliency/>

Intergovernmental Coordination Element (ICE)

Technical Assistance Comment #3 – Future Land Use Change Conflicts

ICE Section 3.3.B states that there is potential for conflict regarding land use changes in areas bordering the Primary Urban Service District, municipalities, the Indiantown area, and changes to areas traditionally viewed as rural; as well as concern related to improving traffic circulation and providing street interconnectivity. Objective 3.1D references coordination of the impacts of all planning and development activities proposed in the Comprehensive Plan with development activities in the municipalities, adjacent counties, the region and the State. The subsequent Policies do not include FDOT as a coordinating partner.

Recommendation for Technical Assistance Comment #3

Any development that could potentially impact the operations on a State/SIS facility should be coordinated with FDOT prior to approval. Please consider adding a policy that requires coordination with FDOT on any planning/development activity that is adjacent to, in close proximity to, or could potentially have an impact on a State/SIS facility.

Additionally, the County should coordinate with the FDOT District Four Community Planning Coordinator, Larry Hymowitz (larry.hymowitz@dot.state.fl.us), to ensure the close integration of transportation and land use. This improved level of coordination could offer new and enhanced opportunities to assist the County with the latest and appropriate guidance and strategies to enhance and preserve the State/SIS.

Future Land Use Element (FLUE)

Technical Assistance Comment #4 – General

Table 4-2 is described in the Comprehensive Plan text as “the future land use designations by acreage for Martin County”; however, the table title is listed as, “Existing Land Uses at Time of Evaluation and Appraisal Report 2017 and 2024”. Additionally, the acreages in this table do not match the text descriptions under item (12), Future nonresidential requirements, Page 20 of 84, Chapter 4 Future Land Use Element).

Recommendation for Technical Assistance Comment #4

Please clarify the data in this table and revise the text and/or the Table 4-2 title. Additionally, clarify the differences between the acreages for the future land uses depicted in Table 4-2 and in the future land use descriptions under item (12), Future nonresidential requirements, Page 20 of 84, Chapter 4 Future Land Use Element.

Technical Assistance Comment #5 – General

The Comprehensive Plan includes a Mixed-Use Village (MUV) future land use category under FLU Policy 4.13A.15; however, the MUV category is not included in Table 4-2.

Recommendation for Technical Assistance Comment #5

Please clarify that the data in Table 4-2 is consistent with the future land use categories in the Future Land Use Element.

Technical Assistance Comment #6

The Comprehensive Plan includes details on the County's housing needs and types, however, there are no direct links to the FLUE nor TE related to residential development and designing it to be compatible in scale, type, and density to adjacent roadway context classifications.

Recommendation for Technical Assistance Comment #6

FDOT recommends that the County consider adding a Policy that aligns housing and development with the FDOT Context Classification System, linking land use and transportation. FDOT offers various resources to help the County achieve compatible residential development next to an adjacent roadway, such as the FDOT Context Classification Tool⁴. Example of new policy language is as follows:

"The County shall implement FDOT's context classification system for the development of context-sensitive housing within Martin County."

Transportation Element (TE)

Technical Assistance Comment #7 – Functional Classification

TE Figures 5-1A and 5-5A include references to FDOT's Functional Classification System, including Major Arterial Roads. It should be noted that according to the most recent FDOT Roadway Characteristics Inventory (RCI) Handbook (2024)⁵ and the FHWA Highway Functional Classification Concepts⁶ report, Major Arterial is not listed as a functional classification.

Recommendation for Technical Assistance Comment #7

Please update the TE to remove references to the Major Arterial functional classification category, including Policy 2.1.1.1 and Figures 5-1A and 5-5A, and update the maps for consistency with the 2024 RCI Handbook and federal guidelines. By utilizing FDOT's functional classification categories, consistency is ensured among agencies, including metropolitan and rural planning agencies, local officials and FHWA Division Offices; related to a roadway's expectations about design, including its speed, capacity and relationship to existing and future land use development.

⁴ <https://experience.arcgis.com/experience/77c7386c09924809bf8c08476eab9da8/page/Explorerer-Tool/>

⁵ <https://www.fdot.gov/statistics/rci/default.shtm>

⁶ www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/fcauab.pdf

	Interstate	1
	Other Freeways and Expressways	2
	Other Principal Arterial	3
	Minor Arterial	4
	Major Collector	5
	Minor Collector	6
	Local	7

Technical Assistance Comment #8 – Transportation Level of Service (LOS)

FDOT notes that the TE (and Capital Improvements Element) include references to FDOT’s latest ‘LOS Policy’ in Policy 5.3A.1, but does not list the LOS targets identified in the Policy for State/SIS roads.

Recommendation for Technical Assistance Comment #8

FDOT recommends that Policy 5.3A.1 be revised to specifically reference the LOS “Targets” per FDOT Topic No. 000-525-006-c (Level of Service Targets for the State Highway System, effective April 19, 2017) for the SHS during peak travel hours as “D” in urbanized areas and “C” outside urbanized areas. These LOS targets are used by the Department to plan, design, and operate the State Highway System at an acceptable level of service for the traveling public.

Technical Assistance Comment #9 – Transportation Level of Service (LOS)

TE Policy 5.5C.1 notes that the County will establish LOS targets for the public transit system; however, no timeline is provided.

Recommendation for Technical Assistance Comment #9

Although Martin County’s public transportation system is exempt from concurrency, if the County maintains Policy 5.5C.1, it is recommended that the County include a timeline for implementation of a transit LOS along with target milestones. As the County pursues LOS targets for transit, it may be helpful to understand how other Counties/Municipalities have implemented a LOS target. For reference, the Tallahassee-Leon County Comprehensive Plan includes a multimodal level of service (LOS) which includes a Transit LOS of “C” and performance targets under Policy 1.5.5 of the Mobility Element.

Technical Assistance Comment #10 – Freight

Policy 5.5A.10 states that the County shall collaborate with the Florida East Coast (FEC) Railway, CSX Transportation, and the potential service providers to develop a plan to coordinate expanded freight and passenger rail access outside the urban corridor of the County. There is no mention of coordination with FDOT on the potentially expanded freight network.

Recommendation for Technical Assistance Comment #10

FDOT encourages the County to reach out to the District 4 Freight Coordinator related to any infrastructure project, development or redevelopment that could impact the rail network or expansion of the rail network. FDOT Freight and Rail Office (FRO) is responsible for assisting in the development of Florida's rail system, both passenger and freight, and championing Florida's multimodal freight programs. The FDOT District 4 Freight Coordinator, Justin Stroh (Justin.Stroh@dot.state.fl.us), works with the FRO to implement the Florida Rail System Plan, rail safety, rail project development and management, rail research, and Strategic Intermodal System (SIS) implementation. Portions of the FEC and CSX rail lines in Martin County are part of the SIS network and play a vital role in maintaining the mobility and economic growth within the area. The County freight network consists of State/SIS roadways and railroad lines.

Technical Assistance Comment #11 – Vision Zero

Policy 5.2.B.2 states that the County utilizes a crash record database and that high crash areas are incorporated into the Capital Improvements Program annually; however, there are no references to the Martin County MPO's Vision Zero Plan.

Recommendation for Technical Assistance Comment #11

Consider adding a new policy in the Comprehensive Plan that acknowledges the MPO's Vision Zero Plan, the State's Target Zero Action Plan, and coordination with the FDOT District Four Complete Streets/Bicycle-Pedestrian Coordinator. Example of new policy language is as follows:

“The County shall review the need for implementation of a Vision Zero Plan to reduce/eliminate fatalities and serious injuries in the County, including coordination with the FDOT District Four Complete Streets/Bicycle-Pedestrian Coordinator, and to ensure consistency with the MPO's Vision Zero and the State's Target Zero Action Plans.”

FDOT offers numerous tools, data and additional resources that can aid the County in achieving safety objectives⁷.

Technical Assistance Comment #12 – Pedestrian and Bicyclist Outreach

The TE includes multiple references to improvements geared towards pedestrian and bicyclist mobility, however, there is no mention of education or outreach.

Recommendation for Technical Assistance Comment #12

FDOT recommends that the County add a new policy related to pedestrian and bicycle outreach and education. For implementation purposes, coordinate with the FDOT District 4 Pedestrian and Bicycle Coordinator and Safety Coordinator, regarding community outreach activities as well as resources available to agencies to address

⁷ <https://www.fdot.gov/agencyresources/target-zero>

pedestrian and bicycle safety, education and enforcement. Example of new policy language is as follows:

“The County shall expand on its safety initiative through educational and outreach activities geared towards the nonmotorists that walk and bike in the County, as well as the motorists that travel on the roads within the County. Additionally, the County shall coordinate with the FDOT District 4 Pedestrian and Bicycle Coordinator and Safety Coordinator, regarding community outreach activities as well as resources available to agencies to address pedestrian and bicycle safety, education and enforcement”

The District 4 Community Traffic Safety Coordinator works with the State Safety Office and local/regional partners to implement safety related community events, high visibility enforcement funding, free bicycle helmets, pedestrian and bicycle trainings, etc.

Technical Assistance Comment #13 – Access Management

Access management is the coordinated planning, regulation, and design of access between roadways and land development. No specific policies related to access management were found in the Comprehensive Plan.

Recommendation for Technical Assistance Comment #13

FDOT recommends that the County include an access management policy that specifically addresses access management along the County’s roadways. Example of new policy language is as follows:

“The County shall consult with FDOT in the coordinating of planning, regulation, and design of access between roadways and land development to preserve the safety and efficiency of the transportation system.”

Additionally, FDOT approval is required for any access or access modifications to SHS/SIS facilities. As a result, FDOT recommends that the County coordinate directly with the FDOT District Access Management Manager for District Four (D4AccessManagement@dot.state.fl.us) regarding any access modifications along SHS/SIS facilities. For reference, Florida Administrative Code 14-96 and 14-97 provide standards for the State Highway System Access Control Classification System and Access Management. Additional information is available on the State’s Access Management Guidelines⁸ website, which includes the FDOT 2023 Multimodal Access Management Guidebook and the 2024 Multimodal Access Management Applications Guide.

⁸ <https://www.fdot.gov/planning/systems/systems-management/access-management>

Coastal Management Element (CME)

Technical Assistance Comment #14

Section 8.2.B of the CME includes strategies to reduce flooding on evacuation routes; however, these strategies are limited to elevating certain roads.

Recommendation for Technical Assistance Comment #14

Consider adding additional strategies to reduce flooding on evacuation routes along with elevating roadways – such as nature-based and traditional hardscape stormwater infrastructure.

Conservation and Open Space Element (C&OSE)

Technical Assistance Comment #15

The C&OE references assets such as scenic roadway corridors and the impacts of emissions-producing road traffic; however, there is no mention of coordination with FDOT on environmental impacts to State highway facilities.

Recommendation for Technical Assistance Comment #15

Consider incorporating FDOT and/or, specifically, the FDOT Office of Environmental Management⁹ as a potential reviewer/partner agency into this element, as certain conservation areas in Martin County are adjacent to state and state-maintained roads and infrastructure. FDOT offers numerous resources such as trainings, webinars, guidance documents, and programmatic practices, such as:

- *Wildlife Crossing Guidelines*
- *FDOT Programmatic Approach for Minor Transportation Activities*
- *FDOT Conservation Plan for the Florida Panther*
- *FDOT Guidance on Bat Exclusion Practices*
- *Stakeholder Guidance for Native Florida Plants*

Capital Improvement Element (CIE)

Technical Assistance Comment #16

Policy 14.1A.8, Objective 14.1C, as well as other policies in the CIE, reference the Schedule of Capital Improvements; however, the Schedule of Capital Improvements is not included in the amendment package.

Recommendation for Technical Assistance Comment #16

Please include the Schedule of Capital Improvements in the amendment package for reference. As noted in Florida Statutes 163.3177(3)(a)4, a schedule of capital improvements should include, "...any publicly funded projects of federal, state, or local government, and which may include privately funded projects for which the local government has no fiscal responsibility. Projects necessary to ensure that any adopted

⁹ <https://www.fdot.gov/environment/protected-species-and-habitat>

level-of-service standards are achieved and maintained for the 5-year period must be identified as either funded or unfunded and given a level of priority for funding.”

Public School Facilities Element (PSFE)

Technical Assistance Comment #17

Public School Facilities Element Policy 17.1F.3 states that the County, City, Village and the MPO will coordinate with the school board on planning and construction of sidewalks and bike paths to and from school and recreational facilities. Additionally, Policy 17.1C.3 includes language related to transportation infrastructure and safe access necessary to support a new school. The PSFE however does not reference the FDOT Safe Routes to School (SRTS) Program nor coordination with FDOT.

Recommendation for Technical Assistance Comment #17

FDOT recommends the addition of specific language pertaining to pedestrian and bicycle safety within the policy, targeting the reduction of fatalities and serious injuries of vulnerable road users on roadways in the County’s transportation network. This aligns with the overarching goal of the FDOT Safe Routes to School (SRTS) Program to increase the number of children who walk or bicycle to school by funding projects that remove the barriers currently preventing them from doing so. Those barriers can include a lack of infrastructure, unsafe infrastructure, and a lack of programs that promote walking and bicycling through education/encouragement programs aimed at children, parents, and the community.

Thank you for coordinating on the review of this proposed Comprehensive Plan EAR-based amendment with FDOT. If you have any questions, please do not hesitate to contact me by email at larry.hymowitz@dot.state.fl.us or at (954) 777-4663.

Sincerely,



Larry Hymowitz
Community Planning Specialist
Policy & Mobility Planning Section
Planning & Environmental Management Office
FDOT District Four

CC: *Paul Schilling, Growth Management Director (pschilli@martin.fl.us), Martin County, FL*
DCP External Agency Comments (dcpexter@commerce.fl.gov) – Florida Commerce
D4 Planning Reviews (d4-planningreviews@dot.state.fl.us) – FDOT District Four

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 4B8

From: Staff

Date: November 25, 2024

Subject: Local Government Comprehensive Plan Review
Draft Amendment to the Martin County Comprehensive Plan
Amendment No. 24-04ER

Introduction

The Community Planning Act, Chapter 163, *Florida Statutes*, authorizes the regional planning council to review local government comprehensive plan amendments prior to their adoption. The regional planning council review and comments are limited to adverse effects on regional resources or facilities identified in the Strategic Regional Policy Plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any affected local government within the region. Council must provide any comments to the local government within 30 days of the receipt of the proposed amendments and must also send a copy of any comments to the state land planning agency.

The amendment package from the Martin County was received on October 31, 2024 and contains amendments to the Preamble; Overall Goals and Definitions; Intergovernmental Coordination; Future Land Use; Transportation; Housing; Recreation; Coastal Management; Conservation and Open Space; Sanitary Sewer Services; Potable Water Services/10 Year Water Supply Facilities Work Plan; Solid and Hazardous Waste; Drainage and Natural Groundwater Aquifer Recharge; Capital Improvements; Art, Culture, and Historic Preservation; and Public School Facilities elements of the County's Comprehensive Growth Management Plan (CGMP). This report includes a summary of the proposed amendments and Council comments.

Summary of Proposed Amendments

The proposed amendments are based on the County's Evaluation and Appraisal Review (EAR). The purpose of the EAR is to determine whether the need exists to amend the comprehensive plan to reflect changes in state requirements since the last time the comprehensive plan was updated and to address issues of local concern. On November 21, 2023, the County sent a letter to the Florida Department of Commerce (now FloridaCommerce) notifying the state land planning agency (SLPA) that amendments are necessary. Once a letter of intent is sent to the SLPA, a local government must complete the EAR process, prepare their plan amendments, and transmit them within one year. Due to the amount of amendment materials, the proposed amendments, shown in ~~strikeout~~ and underline format, are included on Council's website as a supplement. The following summarizes the proposed amendments.

Preamble

Proposed amendments include:

1. Revising Section 1.7.B *Housing unit demand projection* to reflect proposed changes in the housing unit demand projection in Chapter 4, Future Land Use Element.
2. Revising Section 1.7.B *Housing unit demand projection* to remove reference to the Indiantown Urban Service District and clarify that parcels within incorporated municipalities are not included in the housing unit demand projection for unincorporated Martin County.
3. Revising Section 1.7.C *Residential capacity calculations* to reflect proposed changes for residential capacity calculations in Chapter 4, Future Land Use Element.
4. Revising Section 1.7.C *Residential capacity calculations* to remove reference to the Indiantown Urban Service District and clarify that parcels within incorporated municipalities are not included in residential capacity calculations for unincorporated Martin County.
5. Revising Section 1.7.C *Residential capacity calculations* to change the existing 15-year planning period language to now specify a 20-year planning period.
6. Revising Section 1.11.C *Procedure upon application* to correct numbering errors in subsections (1), (3), and (4).
7. Revising Section 1.11.C.(2) and Section 1.11.D.(5) to correct references to other subsections of the Comprehensive Growth Management Plan.

Overall Goals and Definitions

Proposed amendments include:

1. Adding “residential” to Policy 2.1A.1(1) to clarify that no land uses or development shall exceed 15 residential units per acre. This policy also adds the acronym “MUV” for Mixed-Use Village.
2. Revising Policy 2.2A.2 to reference Policy 9.1G.2(7) in Chapter 9, Conservation and Open Space Element, regarding the exceptions for altering wetlands.
3. Adding Policy 2.2A.7 to reference Policy 9.1G.4 in Chapter 9, Conservation and Open Space Element, regarding the exceptions to wetland buffer zone provisions.
4. Revising Policy 2.2C.9(1) to reference Policy 8.1C.1 in Chapter 8, Coastal Management Element, to ensure internal consistency.
5. Revising Policy 2.2C.9(2)(e) to include a sentence about stormwater design and the consideration of tidal inundation and sea level rise impacts.
6. Adding Objective 2.2F to reference resiliency planning as outlined in Chapter 8, Coastal Management Element.
7. Revising Policy 2.4C.1 to change the planning period timeframe from 15 years to 20 years.
8. Revising the definition for “affordable housing” to remove reference to a specific section of Florida Statutes.
9. Revising the definition for “Preliminary Development Order” to remove the term “Development of Regional Impact (DRI).”
10. Adding a definition for “enhanced nutrient-reducing onsite sewage treatment and disposal system” to Section 2.4. The definition for “onsite sewage treatment and disposal system” has been revised to match the latest definition outlined in Florida Statutes.

11. Deleting the definition for “housing units in actual use” to be consistent with changes proposed in Chapter 1, Preamble and Chapter 4, Future Land Use Element.
12. Adding the Village of Indiantown to various definitions to provide for the inclusion of the Village in various agreements, committees, and organizations as appropriate for the newly incorporated municipality.
13. Revising the definition for “living shorelines” to broaden the definition to include all native vegetation for the purpose of providing habitat and not just limiting this function to grasses.
14. Revising the definition for “public facility” to remove classifications for “mandatory” and “nonmandatory” public facilities.
15. Adding a definition for the term “resilience” in response to updates in Chapter 8, Coastal Management Element, regarding resilience planning.
16. Revising the definition for “seasonal population (housing)” to provide consistency with changes proposed in Chapter 1, Preamble and Chapter 4, Future Land Use Element.
17. Deleting the definition for “vacant seasonal housing units” to provide consistency with changes proposed in Chapter 1, Preamble and Chapter 4, Future Land Use Element.

Intergovernmental Coordination Element

Proposed amendments include:

1. Updating Table 3.1, *Coordinating Entities – Martin County* to include the Village of Indiantown and South Martin Regional Utilities; and update various agency names that have been changed since the last EAR.
2. Revising Section 3.2.B. *Coordinating Mechanisms* to reference the Treasure Coast Transportation Council, which coordinates regional planning with St. Lucie and Indian River counties, and updating the membership of the MPO Policy Board.
3. Updating references to the County’s agreement with Waste Management related to solid waste disposal to reflect current contract dates.
4. Updating Policy 3.1A.4 to reflect the renaming of the “Engineering” department to “Public Works.”
5. Revising Policy 3.1E.4. *Coordination of utilities services*, to reference the change in the name of the Indiantown Utilities Company and the expiration date for the interlocal agreement with the Town of Jupiter Island concerning joint planning.
6. Revising Policy 3.1J.3. *Provision of technical memorandums to School Board* to reflect current statutory requirements related to population projections.

Future Land Use Element

Proposed amendments include:

1. Updating Tables 4-1, 4-2, 4-3 and 4-4, and Figure 4-1 to reflect current data and statistics.
2. Adding a parcel control number to Policy 4.7A.14, Allowable development outside the Primary Urban Service District.
3. Revising text in Section 4.1.B. describing Figure 9-1, Composite Wetland Map. This text change is proposed for consistency with proposed changes to Chapter 9, Conservation and Open Space, Policy 9.1G.2.

4. Revising text in Section 4.2.A. (1) for internal consistency with Chapter 8, Coastal Management Element.
5. Revising Objective 4.5C. and Policy 4.5C.1. to note that USDA Natural Resources Conservation Service soil data, available on the web, will be used.
6. Revising Objective 4.5E. and Policy 4.5E.2 barrier island development regulations to provide consistency with Chapter 8, Coastal Management Element.
7. Updating numerous locations in the chapter to show a 15-year planning period stricken and replaced with a 20-year planning period.
8. Adding policies 4.9A.3 and 4.10B.5 that permit residential and commercial development (occurring on the respective future land use designations) to share infrastructure and preserve areas.
9. Revising Section 4.2.A (9) and Policy 4.1D.6 to disconnect the planning periods from the Residential Capacity Analysis and making it a guideline instead of a directive.
10. Deleting several policies to eliminate dependence on decennial Census data in the Residential Capacity Analysis methodology.

Transportation Element

Proposed amendments include:

1. Reordering the features for consistency among the existing system, the future system, and the goals (for example, airports consistently follow pathways and transit).
2. Introducing the concepts of qualitative level of service (Q/LOS) targets for roadways and level of traffic stress targets for pathways consistent with the FDOT's latest Multimodal Q/LOS Handbook.
3. Renaming the non-motorized transportation systems, expanding the background, and providing future needs for pathways.
4. Renaming public transportation and updating the background and future needs for transit.
5. Updating the background and future needs for airports.
6. Expanding the background and providing future needs for railroads.
7. Expanding the background and providing future needs for waterways.
8. Adding a provision for an applicant to enter into an agreement to pay for or construct its proportionate share of required improvements.
9. Adding a policy for vulnerability assessment/resiliency.
10. Adding a policy for future pathway level of traffic stress targets.
11. Adding a policy supporting a passenger train station.
12. Clarifying that dredging of waterways will be done with environmentally sensitive methods.
13. Adding a Policy to enhance bicyclist and pedestrian safety along bridges and major arterials.
14. Removing references to the high-speed ferry to Fort Pierce that was discussed in the Regional Waterways Plan.

Housing Element

Proposed amendments include:

1. Updating references to reports used to account for and analyze the existing housing stock in the County to plan for future growth. Revisions include updates to programs and reports, and

a reference to an interlocal agreement between the County, the School District, Stuart, and Indiantown.

2. Updating data within tables with currently available data collected from recognized sources including the Shimberg Center for Housing Studies, U.S. Census Bureau 2018-2022 American Community Survey, and the U.S. Department of Housing and Urban Development.
3. Adding several tables to better understand and plan for availability of housing units that are affordable for all levels of income, several tables have been added that reflect current data relative to housing conditions in the County.
4. Revising Section 6.3.C. to reflect Board direction, maintain consistency with Section 4.2.A.(9), and be consistent with Florida Statutes.
5. Adding Section 6.3.E. to reference enacted legislation related to local government authority for affordable housing development.
6. Adding Policy 6.1D.3.(7) related to exceptions or waivers of impact fees for development or construction of housing that is affordable.
7. Updating Policy 6.1E.10. to reference the Martin County Community Land Trust, which was created in 2023.
8. Updating Policy 6.1E.11. to reflect current legislative requirements.

Recreation Element

Proposed amendments include:

1. Removing references to the Development of Regional Impact process.
2. Updating the Parks and Recreation Master Plan regarding required updates.
3. Removing a reference to a 2003 feasibility study.
4. Revising Policy 7.1B.7 related to reviewing beach access every year instead of every five years.
5. Revising Policy 7.1B.9. related to seeking grants for water safety programs.

Coastal Management Element

Proposed amendments include:

1. Updating acronyms related to the Basin Management Action Plan, Comprehensive Everglades Restoration Plan, and Total Maximum Daily Load related to water quality.
2. Updating Section 8.1 to include the County's Atlantic shoreline in the description.
3. Adding references to comply with state statutes related to Peril of Flood legislation.
4. Updating Section 8.2.B to include language from the Sea Level Rise Report and the Statewide Regional Evacuation Study prepared by the Florida Division of Emergency Management and the Treasure Coast Regional Planning Council.
5. Updating and adding relevant figures related to storm surge evacuation zones, and clarifying the location and definition of the coastal high hazard area.
6. Updating section 8.3.A to add needs for shoreline protection, water quality, and resiliency and the need for natural resource protection.
7. Adding references and modifying sections related to resiliency planning and implementation as a result of the Sea Level Rise report.

8. Added a policy to indicate that tidal inundation and sea level rise impacts will be considered during stormwater design.

Conservation and Open Space Element

Proposed amendments include:

1. Updating rainfall data and dates from the South Florida Water Management District.
2. Revising Policy 9.1G.2(1) related to wetlands to provide consistency with other elements.
3. Adding the definition of Special Upland Habitats.
4. Revising policies to update the County's regulation of exotic pest plant species.

Sanitary Sewer Services Element

Proposed amendments include:

1. Adding a new Goal and Objectives to comply with state legislative requirements related to sewage treatment and system evaluation.
2. Deleting information that is no longer relevant.
3. Updating tables to new reflect local conditions.

Potable Water Services Element/ 10 Year Water Supply Facilities Work Plan

Proposed amendments include:

1. Updating references to the Village of Indiantown.
2. Revising planning periods in accordance with Florida Statutes.
3. Adding a 9.5-acre parcel owned by Martin County to be included in the list of exceptions to receive water services.
4. Revising Figures 11-1 and 11-2 to correct a scrivener's error of the Martin County Consolidated Utility Service Area.
5. Revising Policy 11.4.B *Proposed modifications to the Consolidated Water System* to recognize changes in conditions.

Solid and Hazardous Waste

Proposed amendments include:

1. Updating references to the Village of Indiantown.
2. Updating dates, terms and statistics.

Drainage and Natural Groundwater Aquifer Recharge Element

1. Adding additional elements in Section 13.1.B. to provide consistency with the Drainage and Natural Groundwater Aquifer Recharge Element.
2. Adding sea level rise to the control of water subsection; the environmental concerns subsection; and adding a new restoration section.

3. Deleting Indiantown from Section 13.2.
4. Revising Section 13.2.B to include the most recent studies that have been conducted within Martin County.
5. Updating Section 13.2.D to reflect language in the Land Development Code and criteria that may be used in establishing finish floor elevations in areas at risk as defined by the Florida Department of Environmental Protection (FDEP) for reducing flood risk and infrastructure damage.
6. Adding additional study needs to determine the existing level of service along with proposed capital improvements to mitigate level of service deficiencies; and adding resiliency elements related to surface water study needs.
7. Updating Section 13.3., Groundwater System and Aquifer Recharge, with the most recent information.
8. Revising Table 13-2 with more up-to-date data for historical and projected average gross water demands.
9. Adding Policy 13.1A.17, Improve water quality of surface waters, to show that the county will continue its efforts on reducing pollutants.
10. Adding sea level rise to Policy 13.1C.1, Funding for stormwater management, to ensure that proposed infrastructure has considered flood risk from sea level rise or any other threat that may cause a flood risk.
11. Revising Policy 13.1G.18. to add the City of Stuart and Village of Indiantown in coordination efforts for water allocation plans.
12. Updating Section 13.5.A to give the status of the C-44 Reservoir and Stormwater Treatment Area project; adding green infrastructure to protective initiatives; and adding the County wastewater treatment and onsite sewage treatment and disposal system (OSTDS) plan.
13. Deleting references to the NPDES program for the establishment of water quality monitoring criteria.
14. Adding water quality to Policy 13.2A.10.
15. Deleting Policy 13.2A.11 as it does not align with the County's position on base flows conditions in the St. Lucie River and Estuary.
16. Adding green infrastructure to Policy 13.3A.2.
17. Revising Policy 13.4A.12 to indicate Martin County shall prioritize septic tank problem areas for connection to centralized wastewater disposal facilities pursuant to 163.3177, F.S.

Capital Improvements Element

Proposed amendment include:

1. Revising level of service standards set forth in Policy 14.1A.2. for consistency with Chapter 5, the Transportation Element, Chapter 10, the Sanitary Sewer Services Element, Chapter 11, the Potable Water Services Element, and Chapter 13, the Drainage and Natural Groundwater Aquifer Recharge Element.
2. Revising the level of service standards set forth in Policy 14.1A.2 related to Life Support and Fire Suppression.
3. Revising the level of service standards set forth in Policy 14.1A.3 related to Category B facilities for consistency with Section 1.7.E of Chapter 1, Preamble, regarding weighted average population.

4. Revising Policy 14.1C.5(1)(b)(2) and Policy 14.1C.5(1)(c) to remove the word “mandatory” from classifying public facilities because the County no longer classifies its public facilities as “mandatory” or “non-mandatory.”
5. Revising Policy 14.1E.1(7) to change section references from specific policies to specific chapters of the CGMP.

Art, Culture and Historic Preservation Element

Proposed amendment include:

1. Updating background information and existing conditions to reflect current information obtained from a 2022 study.
2. Revising policies to reflect the renaming of the Public Art Site Committee to the Public Art Advisory Committee and terminating the Public Art Master Plan and the Five-Year Plan, which was done by Ordinance No. 1103 in 2019.
3. Relocating Policy 16.5.1 to Objective 16.5H and renumbering as 16.5H.4 as this is a more appropriate location.

Public School Facilities Element

Proposed amendments include:

1. Minor changes are proposed to the Goals, Objectives, and Policies.
2. Updating Section 17.2.B *School Enrollment* to include information related to decreased enrollment statistics in public schools between 2019 and 2023 and increased enrollment in charter schools during the 2022-2023 school year.
3. Updating Section 17.2.D *Fiscal Considerations* with current information on the District’s capital assets and long-term debt.
4. Revising Policy 17.1B.6 to add language related to school capacity created by development.
5. Updating Policies 17.1E.1 and 17.1E.2 to include the Village of Indiantown in annual reviews of the Public Schools Facilities Element.
6. Updating Policy 17.1F.3 to include the Village of Indiantown and the Martin Metropolitan Planning Organization in ongoing efforts for coordination of sidewalks and bike paths to facilitate travel to and from schools and recreational facilities.

Regional Impacts

No adverse effects on regional resources or facilities have been identified.

Extrajurisdictional Impacts

Council requested comments from local governments and organizations expressing an interest in reviewing the proposed amendment on November 5, 2024. No extrajurisdictional impacts have been identified.

Conclusion

Chapter 163.3184, Florida Statutes, states that a regional planning council may not review and comment on a proposed comprehensive plan amendment prepared by such council unless the plan amendment has been changed by the local government subsequent to the preparation of the plan amendment by the regional planning council. It is noted that Council reviewed and provided the proposed amendments for the Housing, Intergovernmental Coordination, Public School Facilities, and Arts, Culture, and Historic Preservation elements as part of the County's EAR process. Therefore, no review and comments are provided for those elements. The balance of the elements were analyzed by the County and Council had conducted a review and considered any appropriate comments.

The County is to be commended for the extensive amount of work done throughout the last year to ensure that this review included input from all stakeholders in the community. The resulting amendments include the input and expertise from all County departments, coordinating agencies, and the public.

No adverse effects on regional resources or facilities and no extrajurisdictional impacts have been identified.

Council Action – January 17, 2025

To avoid unnecessary delay and meet the 30-day agency review deadline, Council's Executive Director, Thomas J. Lanahan, approved this report and authorized its transmittal to Martin County and FloridaCommerce on November 26, 2024.

At the January 17, 2025 Council meeting, Commissioner Leet from St. Lucie County moved approval of the staff report. Mayor Hmara from the Village of Royal Palm Beach seconded the motion, which carried unanimously.

Attachment

List of Exhibits

Exhibit

1 General Location Map

Exhibit 1
General Location Map

