



# MARTIN COUNTY, FLORIDA COMPREHENSIVE PLANNING STAFF REPORT

## PROPOSED AMENDMENT TO THE MARTIN COUNTY ZONING ATLAS

**REQUEST NUMBER:** P3 Public Facility with Clinic Rezoning

Report Issuance Date: April 9, 2026

**APPLICANT:** Martin County Board of County Commissioners

**REPRESENTED BY:** Paul Schilling, Director  
Growth Management Department

**PLANNER-IN-CHARGE:** Jenna Knobbe, Senior Planner  
Growth Management Department

### **PUBLIC HEARINGS:**

Local Planning Agency (LPA):	May 21, 2026
Board of County Commission Adoption:	June 9, 2026

### **SITE LOCATION:**

The subject property is located east of the intersection of SE Ruhnke Street and SE Willoughby Boulevard. The site is adjacent to Sailfish Splash Waterpark and is in proximity to the Martin County Health Department, the Martin County Building Department, and the Martin County Public Safety Complex.

### **APPLICANT REQUEST:**

On October 21, 2025, the Board of County Commissioners approved Resolution 25-10.30, which initiated an amendment to the Future Land Use Map (FLUM) of Martin County. This is a request for a concurrent rezoning to change the zoning district from PS-2 to Commercial/Office (CO) of the subject property.

This rezoning is dependent on the approval of the FLUM amendment from Institutional General to Commercial Office/Residential (COR) in CPA 25-03. The proposed CO zoning district implements the COR future land use designation.

**STAFF RECOMMENDATION:**

Staff recommends approval of rezoning the subject property from PS-2 to CO.

**EXECUTIVE SUMMARY:**

The subject property is 2.66 acres and is located north of SE Ruhnke Street in Stuart. The 2.66-acre property that is the subject of this rezoning is a portion of a larger, approximately 9.08-acre parcel. Martin County has owned the 9.08-acre property since October 1990.

**Figure 1. Subject property (outlined in red) location map of the area proposed for rezoning.**



**1. PERMITTED USES**

The zoning districts that implement the COR future land use are CO, COR-1, and COR-2. Below is an excerpt from Article 3, Section 3.10.B, Land Development Regulations, Martin County Code, showing the zoning districts that are consistent with the COR future land use.

Category	Zoning District	District Purpose
A	CO (Commercial Office District)	The CO district is intended to implement the CGMP policies for lands designated Commercial Office/Residential on the Future Land Use Map of the CGMP. This district is generally used as a transition zone between more intense commercial areas and residential areas where a determination has been made that residential uses within this district are not appropriate.
A	COR-1 (Commercial Office/Residential District)	The COR-1 district is intended to implement the CGMP policies for lands designated Commercial/Office Residential on the Future Land Use Map of the CGMP. This district is generally used as a transition zone between more intense commercial areas and residential areas, particularly in areas that were originally developed as residential but where a gradual conversion to transitional, nonresidential and mixed uses is warranted.
A	COR-2 (Commercial Office/Residential District)	The COR-2 district is intended to implement the CGMP policies for lands designated Commercial/Office Residential on the Future Land Use Map of the CGMP. This district is generally used as a transition zone between more intense commercial areas and residential areas.

Medical services are a permitted use within all three zoning districts, and the CO district permits fewer, less intense uses, and specifically excludes residential uses. The full table of permitted uses in each zoning district can be found in Article 3, Division 2, Section 3.11 of the Land Development Regulations (LDR).

**2. DEVELOPMENT STANDARDS**

The following excerpts from the Martin County LDR show the development standards for the PS-2 (existing zoning district), CO, COR-1, and COR-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 for the CO, COR-1, and COR-2 districts in the following table are consistent with the minimum open space, maximum building height, and maximum building coverage requirements of the Commercial Office/Residential future land use designation. The 2.66-acre subject site exceeds the minimum 10,000 square foot minimum lot area required in the existing and proposed zoning districts.

**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-2	10,000	80	-	-	45	40	40	-
A	CO	10,000	80	-	-	40	30	40	-
A	COR-1	10,000 (h)	80(h)	5.00	10.00	40	30	40	-
A	COR-2	10,000 (h)	80(h)	10.00	20.00	40	30	40	-

*(h) The minimum lot area and minimum lot width requirements shall not apply to zero lot line, townhouse or multifamily developments on lots created after March 29, 2002.*

(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. 1 (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-2	25	25	25	25	20	20	30	40	10	10	20	30
A	CO	25	35	35	35	20	30	30	30	10	20	30	30
A	COR-1	25	25	25	25	20	20	30(h)	30(h)	10	10	30	30
A	COR-2	25	35	35	35	20	30	30	30	10	20	30	30

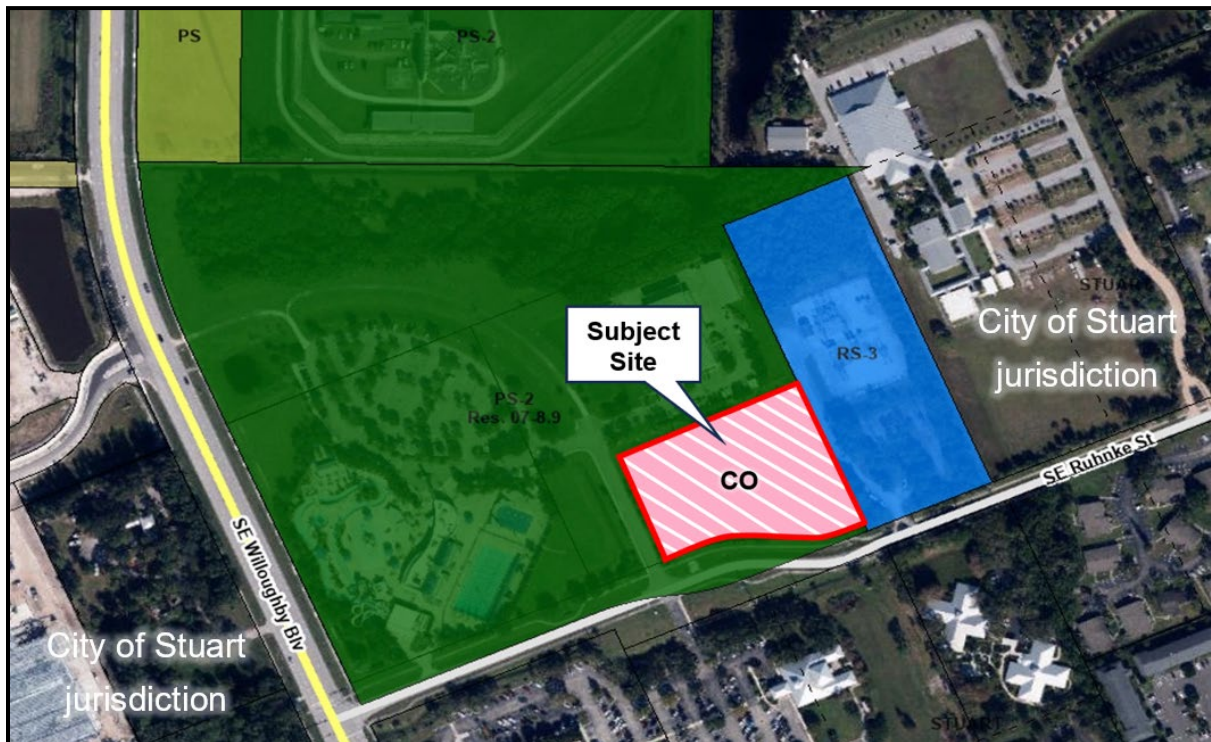
*(h) The minimum rear setback for single-family detached residences and duplex dwellings shall be 20 feet.*

(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 PS-2 (Public Service District).**



**Figure 3 – Proposed Zoning Atlas with the subject site designated as CO (Commercial Office District).**





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. Section 3.2.E.2., LDRs, 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 CO (Commercial Office) zoning district implements the Commercial Office/Residential (COR) future land use which will accommodate medical offices.

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

Permitted uses within the CO zoning district include medical services. With respect to the other LDR 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 site plan 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 particular suitability of the property for the proposed zoning use; and***

The subject parcel is situated within an urbanized area with nearby institutional, commercial, and residential uses. Adjacent and surrounding uses include residential communities to the south between SE Ruhnke Street and SE Indian Street, a school and athletic facilities to the northwest across SE Willoughby Boulevard, and public service properties to the north and south. The CO zoning district does not permit any residential uses, and the commercial and office uses permitted in this zoning category are consistent with the existing land uses surrounding the site. Please see the permitted use schedule in Article 3, Division 2, Section 3.11, LDRs. Any development consistent with the CO 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 commercial and public service uses. 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 CO zoning district permits medical services and business/professional offices.

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

The subject site is located within PUSD and is within the City of Stuart utility service area. As such, urban services are available. Water and wastewater services to the site will be provided by City of Stuart Utilities. The City of Stuart has indicated in their service availability memorandum that there is sufficient capacity to serve the maximum buildout on the subject property.

**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 institutional, commercial, and residential uses. Assigning the CO zoning district would contribute to the value of existing development in the area through compatible uses and is an appropriate use of the County's resources for public purposes.

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

This rezoning, concurrent with the CPA 25-03 FLUM amendment, has not yet been considered at a public hearing.

#### **4. STAFF REVIEWS:**

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

<b>Section</b>	<b>Division or Department</b>	<b>Reviewer</b>	<b>Phone</b>	<b>Assessment</b>
C	Comprehensive Plan	Jenna Knobbe	288-5495	Comply

D	Development Review	Jenna Knobbe	288-5495	Comply
P	County Attorney	Sebastian Fox	288-5440	Review Ongoing
Q	Adequate Public Facilities	Leo Repetti	221-1434	Review Ongoing

**A. Review Board action**

This application is classified as an amendment to the official zoning atlas. Pursuant to Section 10.3.B., LDR, 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, final action on the request for an amendment to the official zoning atlas is required by the BCC at a public hearing.

**B. Location and site information**

Location: North of SE Ruhnke Street, east of SE Willoughby Boulevard and Sailfish Splash Waterpark.

Existing Zoning: PS-2  
Community Redevelopment Area: N/A  
Existing Subdistrict: N/A  
Commission District: District 2  
Municipal Service Taxing Unit: District 2  
Planning Area: Stuart Urban

**C. 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 CO zoning district would correctly implement the respective Commercial Office-Residential Future Land Use designation.

**D. 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 C. 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.

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

See Section D. above.

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

See Section D. above.

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

See Section D. above.

***H. Determination of compliance with transportation requirements - Engineering Department***

See Section D. above.

***I. Determination of compliance with county surveyor - Engineering Department***

See Section D. above.

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

See Section D. above.

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

See Section D. above.

***L. Determination of compliance with utilities requirements - Utilities Department***

See Section D. above.

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

See Section D. above.

***N Determination of compliance with Americans with Disability Act (ADA) requirements - General Services Department***

See Section D. above.

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

See Section D. above.

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

Review is ongoing.

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

The City of Stuart Utilities and Engineering Department has provided a memorandum stating that there is “sufficient water and wastewater plant capacity to service the maximum buildout for the subject property.” This letter is not intended to serve as a commitment to utility service for the property. Final design plans and all applicable water and sewer availability fees must be paid to the City of Stuart for utility service.

***R. Post-approval requirements***

Not applicable.

### **S. Local, State, and Federal Permits**

No local, state or federal Permits are applicable to a rezoning action, which does not permit any development activities.

### **T. Fees**

Not applicable.

### **U. General application information**

Applicant: Martin County Board of County Commissioners

### **V. Figures/Tables in Report and Attachments**

- Figure 1 – Location of the subject site outlined in red
- Figure 2 – Adopted Zoning Atlas with the subject site designated as PS-2 (Public Service)
- Figure 3 – Proposed Zoning Atlas with the subject site designated as CO (Commercial Office)
- Figure 4 – City of Stuart Municipal Boundaries around the subject site
- Excerpt of table from Section 3.10.B., *District descriptions*
- Table 3.12.1, Development Standards
- Table 3.12.2, Structure Setbacks