

MARTIN COUNTY EAR-BASED COMPREHENSIVE PLAN AMENDMENT

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REQUEST NUMBER: CPA 24-05: Chapter 5, Transportation Element
Report Issuance Date: January 30, 2025

APPLICANT: Martin County Board of County Commissioners

REPRESENTED BY: Paul Schilling
Growth Management Director
Martin County Board of County Commissioners

PLANNER-IN-CHARGE: Lisa Wichser
Chief Project Engineer

<u>PUBLIC HEARINGS:</u>	<u>Date</u>	<u>Action</u>
Local Planning Agency (LPA):	August 1, 2024	Approved 4-0 (w/ comment)
Board of County Commission Transmittal:	September 10, 2024	Continued 4-1 (w/ comment)
Board of County Commission Transmittal:	October 22, 2024	Approved to transmit 4-1
Board of County Commission Adoption:	March 25, 2025	

APPLICANT REQUEST:

A text amendment to Chapter 5 of the Comprehensive Growth Management Plan (CGMP) to implement the recommended changes of the adopted Evaluation and Appraisal Report (EAR).

STAFF RECOMMENDATION:

Staff recommends approval of the proposed amendments to Chapter 5, Transportation Element.

STATE AGENCY COMMENTS: No comments require action.

EXECUTIVE SUMMARY:

Proposed amendments to Chapter 5 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 targets (for roadways) and level of traffic stress targets (for pathways) consistent with the FDOT's latest Multimodal Q/LOS Handbook;
3. providing future vulnerability assessment / resiliency needs;
4. renaming the non-motorized transportation systems, expanding the background, and providing future needs for pathways;
5. renaming public transportation and updating the background and future needs for transit;

6. updating the background and future needs for airports;
7. expanding the background and providing future needs for railroads;
8. expanding the background and providing future needs for waterways;
9. adding a provision for an applicant to enter into an agreement to pay for or construct its proportionate share of required improvements;
10. adding a policy for vulnerability assessment / resiliency;
11. adding a policy for future pathway level of traffic stress targets;
12. adding a policy for future transit level of service targets;
13. adding goals, objectives, and policies for railroads and waterways;
14. adding a policy supporting a passenger train station; and
15. clarifying that dredging of waterways will be done with environmentally sensitive methods.

The proposed amendments to Chapter 5 include the following recommendations of the Board of County Commissioners at the September 10th Transmittal Hearing:

16. revising the purpose of Section 5.6.A. relating to future pathway needs;
17. adding language to clarify the level of stress concept as it relates to pathways;
18. adding strategies for reducing stress and increasing safety for cyclists and pedestrians;
19. adding a Policy to enhance bicyclist and pedestrian safety along bridges and major arterials; and
20. removing references to the high-speed ferry to Fort Pierce that was discussed in the Regional Waterways Plan.

BACKGROUND:

The Evaluation and Appraisal Report, is a required part of the State growth management process and could be generally described as a mechanism for determining whether the need exists to amend the County's Comprehensive Growth Management Plan. Due to changes made by the Florida Legislature in 2011 via the Community Planning Act, local governments no longer need to submit evaluation and appraisal reports to the State reviewing agencies. Instead, local governments, at least every seven years, pursuant to Rule Chapter 73C-49, Florida Administrative Code, must determine if a need exists to amend the comprehensive plan to reflect changes in state requirements since the last time the comprehensive plan was updated. If the local government determines amendments to its comprehensive plan are necessary to reflect changes in state requirements, the local government must prepare and transmit within 1 year such plan amendment or amendments for review pursuant to the State Coordinated review process in s. 163.3184. Additionally, local governments shall comprehensively evaluate and, as necessary, update comprehensive plans to reflect changes in local conditions. Updates to the required elements and optional elements of the comprehensive plan must be processed in the same plan amendment cycle.

Staff began this work effort last year. The County Commission has been briefed via memos and Board items. The following chart summarizes the work done.

Aug. 29, 2023	Treasure Coast Regional Planning Council (TCRPC) presented a community public outreach workshop
Nov. 21, 2023	BCC authorized notifying the State Land Planning Agency by letter that amendments are necessary.

Jan. 18, 2024	Treasure Coast Regional Planning Council (TCRPC) presented a second community public outreach workshop
Feb. 15, 2024	LPA reviewed the full EAR.
Feb. 20, 2024	State Land Planning Agency acknowledged receipt of the Nov. 21, 2023 MC letter and established November 27, 2024 as the deadline for transmittal of EAR based amendments to State Agencies.
Mar. 5, 2024	BCC received a report from TCRPC summarizing public input and adopted Resolution 24-3.2 initiating EAR based amendments.

The Local Planning Agency must conduct a public hearing on each amendment and provide a recommendation. The Board of County Commissioners must hold a transmittal public hearing on each amendment, prior to November 27, 2024 and then the amendments will be reviewed by the various state and regional agencies that participate in the State Coordinated Review Process. After that review the Board of County Commissioners must hold its adoption public hearing.

CONTENT AND FORMAT:

The attached amendment consists of a proposed update to Chapter 5. The attached Chapter contains, in strike and underline, the proposed changes to the Element to implement the recommendations of the EAR and any local issues identified.

DATA AND ANALYSIS:

Growth Management Department staff are coordinating with Public Works staff on the proposed changes. Attached is the 2023 FDOT Multimodal Q/Level of Service Handbook.

ISSUES:

Overall Organization:

Outlines of the existing and proposed chapter are presented below to demonstrate how the various features are reordered and reorganized. Section 5.1 contains background information; Section 5.2 provides information on existing roadway conditions and the qualitative level of service targets; Section 5.3 provides information on other existing public transportation systems, including pathways, transit, airports, railroads, and waterways; Section 5.4 summarizes the future transportation network; Section 5.5 focusing on future roadway needs; while Section 5.6 summarizes the other future transportation needs; and finally, Section 5.7 sets the goals, objectives, and policies.

Existing	Proposed
5.1 Background	5.1. Background
5.1.A. Plan development	5.1.A. Purpose and intent
5.1.B. Purpose and intent	5.1.B. Plan development
5.2 Existing Roadway Conditions	5.2. Existing Roadways
	5.2.A. Overview
5.2.A. Lane geometry and functional classification	5.2.B. Facilities and services
5.2.B. Daily traffic volumes	1. Daily traffic volumes
5.2.C. Crash summary	2. Crash summary
5.2.D. Levels of service	3. Qualitative level of service targets
5.2.E. Evacuation	4. Emergency evacuation

Existing	Proposed
5.3. Other Existing Transportation Systems	5.3. Other Existing Public Transportation Systems
5.3.A. Airports	5.3.A. Existing Pathways
1. Plan development	
2. Airport facilities overview	
3. Other airports	
4. Existing level of service	
5.3.B. Public transportation	5.3.B. Existing Transit
1. Plan development	
2. Purpose and intent	
3. Existing conditions	
5.3.C. Non-motorized transportation systems	5.3.C. Existing Airports
	1. Overview
	2. Facilities and Services
5.3.D. Railroads/Seaports	
1. Railroads	5.3.D. Existing Railroads
2. Seaports	5.3.E. Existing Waterways
	5.4. Future Transportation Network
5.4. Future Roadway Needs	5.5. Roadway Needs
5.4.A. Traffic forecast	5.5.A. Traffic forecast and analysis
5.4.B. Analysis and LOS standards.	
Roadway Capacity	
County traffic analysis techniques	
Adopted LOS standard	
Roadways not currently meeting LOS	5.5.B. Roadways not meeting the Q/LOS targets
1. defined as	1. Overview
2. acceptable strategies	2. Strategies
5.4.B. Financing for capital improvements	5.5.C. Vulnerability Assessment
5.5. Other Transportation Needs	5.6. Other Transportation Needs
5.5.A. Future aviation and related facilities needs	5.6.A. Pathway Needs
1. Airport needs	
2. Future aviation plan (Witham Field)	
5.5.B. Future public transportation needs	5.6.B. Transit Needs
Plan requirements	
Future LOS standards	
	5.6.C. Airport Needs
	5.6.D. Railroad Needs
	5.6.E. Waterway Needs

Existing		Proposed	
5.6. Goals, objectives and policies		5.7. Goals, objectives, and policies	
Goal 5.1	To develop and implement a transportation network that is coordinated and consistent	Goal 5.1	To develop and implement a transportation network that is coordinated and consistent
Goal 5.2	To develop, operate and maintain an efficient and cost-effective roadway network	Goal 5.2	To establish an integrated transportation system consistent with future development plans
Goal 5.3	To establish an integrated transportation system consistent with future development plans	Goal 5.3	To develop, operate, and maintain an efficient and cost-effective roadway network
Goal 5.4	To establish the County as friendly to pedestrians and bicyclists	Goal 5.4	To establish the County as friendly to pedestrians and bicyclists
Goal 5.5	To ensure the coordination and continuation of an efficient and economical system of public transit	Goal 5.5	To ensure the coordination and continuation of an efficient and economical system of public transit
Goal 5.6	To provide for an airport transportation system consistent	Goal 5.6	To provide for an airport transportation system consistent...
Goal 5.7	To make all feasible and safe efforts to increase the capacity of navigation and weather reporting facilities	Goal 5.7	To make all feasible and safe efforts to increase the capacity of navigation and weather reporting facilities
Goal 5.8	The County shall limit the expansion of runways and taxiways	Goal 5.8	The County shall limit the expansion of runways and taxiways
Goal 5.9	To provide aviation facilities that efficiently and safely meet the needs	Goal 5.9	To provide aviation facilities that efficiently and safely meet the needs
Goal 5.10	To ensure that provisions for future aviation transportation facilities	Goal 5.10	To ensure that provisions for future aviation transportation facilities
		Goal 5.11	To provide a transportation system that is effectively coordinated with railroad operations
		Goal 5.12	To recognize, support, and maintain marine transportation as a driver of local economics, recreation, and enjoyment.

As seen in the proposed outline, the order of the features is now consistent across the existing conditions, the future needs, and the goals. Roadways are followed by pathways (previously non-motorized transportation systems), transit (previously public transportation), airports, railroads, and waterways (previously seaports).

Sections 5.2 and 5.3 are updated to show changes that have occurred in the past seven years and reorganized to provide an overview of each feature and identify the existing facilities and services. A new Section 5.4 is proposed to provide an overview of the future transportation network. Proposed Section 5.5 eliminates some of the redundant level of service information identified in Section 5.2. Proposed Section 5.6 provides future needs for all of the features and future level of traffic stress for pathways and future level of service targets for transit.

Goal 5.2 and 5.3 are reordered for consistency with the existing conditions and future needs. Goals 5.10 and 5.12 are added to address railroads and waterways.

Proposed amendments to overall system

Section 5.1. Background – The purpose and intent section is moved to the beginning of the chapter and emphasis on a multimodal system is added.

Section 5.4. Future Transportation Network – This section is added to gather statements about the overall network.

Goal 5.1 – No amendments to this Goal are proposed.

Goal 5.2 – This Goal is renumbered and a new Objective 5.2.C. is added to address flooding threats, excessive heat, and socioeconomic vulnerabilities.

Proposed amendments to Roadways

Section 5.2. Existing Roadways – This Section is reorganized in two parts – the Overview reflects the current mileage and distinguishes between the FHWA Functional Classification and the County’s and the Facilities and services reflects traffic volumes, crash summary, and qualitative level of service (Q/LOS). The Q/LOS concept is introduced, which has been adopted by the FDOT in its latest Multimodal Q/LOS Handbook. The concept acknowledges that motorists expect and tolerate delays in urban areas more than in rural areas. The Q/LOS operating conditions are simplified and descriptions of the Context Classifications are provided. The CGMP requires the County use this methodology. The Section is also updated to include the Transportation Concurrency Exception Areas established in Chapter 18. Reference to the County’s Comprehensive Emergency Management Plan is removed and a summary of the primary evacuation routes is added. A new Section 5.5.C. is added to include a vulnerability assessment in future needs.

Section 5.5. Roadway Needs – This Section is amended to clarify and update the long- and short-term forecasting methods. References to roadway capacity, traffic analysis, and the adopted level of service are removed because they are redundant as described in Section 5.2.

Goal 5.3 – This Goal is renumbered and updated to address the qualitative level of service targets, the incorporation of Indiantown; it also includes an amendment to Policy 5.3A.7(3) to provide for an applicant to enter into an agreement to pay for or construct its proportionate share of required improvements in order to reserve capacity.

Proposed amendments to Pathways

Section 5.3.A. Existing Pathways – This Section now pertains to pathways, which used to be termed “non-motorized transportation systems”. It has been revised to reflect the current facilities and crash mitigation strategies and to move references to planning efforts and studies to Section 5.6.A.

Section 5.6.A. Pathway Needs – This new Section is added to describe the planning efforts and studies used to prioritize future pathway projects and introduces the level of traffic stress concepts adopted in the latest FDOT Multimodal Q/LOS Handbook. The concepts acknowledge the general comfort or willingness of a cyclist or pedestrian to use a facility. The characteristics of the level of traffic stress targets are provided for future use.

Goal 5.4 – This Goal is updated to reflect the term pathways and to clarify the jurisdiction the County has on State roadways. A new Policy 5.4A.11 is added to establish level of traffic stress targets and a new Policy 5.4B.3 is added to distinguish access to residential centers from non-residential centers.

Proposed amendments to Transit

Section 5.3.B. Existing Transit – This Section now pertains to transit, which used to be termed “public transportation”. It is revised to remove references to studies and planning efforts referenced in Section 5.6.B and updated to identify the services currently offered.

Section 5.6.B. Transit Needs – This Section is revised to clarify the planning efforts and to update the level of service target methodologies for consistency with the Highway Capacity Manual and the new Transit Capacity and Quality of Service Manual (TCQSM).

Goal 5.5 – This Goal is updated to reflect the term transit, to clarify language, to update references to transportation providers, and to identify local organizations that could encourage major employers to use innovative means of providing their employees access to transit. A new Policy 5.5.C.1 is added to establish level of service targets.

Proposed amendments to Airports

Section 5.3.C. Existing Airports – This Section is renumbered and updated to reflect current facilities in Martin County and the surrounding area. The descriptions of the facilities and services provided at each of the two public-use airports are updated. The outdated operational data at Witham Field is removed.

Section 5.6.C. Airport Needs – This Section is renumbered and updated to reflect the 2023 Master Plan Update and to remove the outdated specific operations forecast data.

Goal 5.6 – This Goal is updated to specify the reference to Witham Field.

Goal 5.7 – This Goal is updated to reflect the coordination needed with the County and the FDOT and to remove reference to the outdated Regional Comprehensive Plan Policy Plan.

Goal 5.8 – No substantive amendments to this Goal are proposed.

Goal 5.9 – This Goal is updated to reflect action taken by the Board and to eliminate Objective 5.9D regarding the Indiantown Airport.

Goal 5.10 – No substantive amendments to this Goal are proposed.

Proposed amendments to Railroads

Section 5.3.D. Existing Railroads – This Section is separated and expanded to include the recently installed second track and high-speed passenger rail service and to identify the single track over the St. Lucie River.

Section 5.6.D. Railroad Needs – This new Section is added to generally describe the future needs.

Goal 5.11 – This new Goal is proposed to provide a transportation system that is effectively coordinated railroad operations, and includes a policy (5.11A.5) supporting a passenger train station, as recommended by the Local Planning Agency.

Proposed amendments to Waterways

Section 5.3.E. Existing Waterways – This Section is separated and expanded to include the St. Lucie Inlet, the Atlantic Intercoastal Waterway, and the St. Lucie River as key elements of marine transportation in Martin County.

Section 5.6.E. Waterways Needs – This new Section is added to introduce the MPO’s Regional Waterways Plan and its findings.

Goal 5.12 – This new Goal is proposed to recognize, support, and maintain marine transportation as a driver of local economics, recreation, and enjoyment and includes emphasis on

environmentally sensitive dredging methods (in Objective 5.12A), as recommended by the Local Planning Agency.

Proposed amendments to Figures

The Transportation Map series are listed below.

Figure	Name	Figure	Name
5-1A	Existing Transportation Map Roadway Functional Classification and Evacuation Routes	5-5A	Future Transportation Map Roadway Functional Classification and Evacuation Routes
5-1B	Existing Transportation Map Roadway Maintenance	5-5B	Future Transportation Map Roadway Maintenance
5-1C	Existing Transportation Map Roadway Lanes and Failing Level of Service	5-5C	Future Transportation Map Roadway Lanes
5-2	Existing Transportation Map Public Pathways	5-6	Future Transportation Map Public Pathways
5-3	Existing Transportation Map Public Transit System and Railroad Corridors	5-7	Future Transportation Map Public Transit System and Railroad Corridors
5-4	Existing Transportation Map Public Airport Facilities	5-8	Future Transportation Map Public Airport Boundary
		5-9	Airport Layout Plan

Amendments to the functional classification of the following roadways are proposed:

Road Name	Exist Class	Proposed Class	Limits
NE Jensen Beach Blvd	Major Arterial	Minor Arterial	NE Pineapple Ave to NE Indian River Dr
NE Ricou Ter	Major Arterial	Minor Collector	NE Pineapple Ave to NE Indian River Dr
NE South St	Minor Collector	Local	NE Skyline Dr to east end
NW Fork Road	Major Collector	Local	west end to NW Pine Lake Dr
SE 10th St	Local	Minor Collector	SE Palm Beach Rd to SE Kreuger Pkwy
SE 47th Ave	Local	Minor Collector	SE Checkley St to SE Cove Rd
SE Anchor Ave	Minor Collector	Local	SE Horseshoe Point Rd to north end

Road Name	Exist Class	Proposed Class	Limits
SE Central Pkwy	Local	Minor Collector	SR-76 (S Kanner Hwy) to SR-5 (SE Federal Hwy)
SE Country Club Dr	Major Collector	Local	SE Little Club Way to SE Boy Scout Camp Rd
SE Cove Rd	Major Collector	Minor Collector	CR-A1A (SE Dixie Hwy) to east end
SE Island Way	Major Collector	Minor Arterial	Palm Beach County line to SE Country Club Dr
SE Kubin Ave	Minor Collector	Local	south end to SE Horseshoe Point Rd
SE Martin L King Blvd	Local	Major Collector	S Colorado Ave to SE Palm Beach Rd
SE Ranch St	Minor Collector	Local	Private bridge to SW Tropical Ave
SW 42nd Ave	Local	Minor Collector	SR-714 (SW Martin Hwy) to SW Cargo Way
SW 84 th Ave	Local	Minor Collector	SR-714 (SW Martin Hwy) to SW Busch St
SW Busch St	Local	Minor Collector	Transfer Station to SW 84 th Ave
SW Cargo Way	Local	Minor Collector	SW Newfield Pkwy to SW 42nd Ave
SW Kansas Ave	Local	Minor Collector	south end to SR-76 (SW Kanner Hwy)
SW Leighton Farm Ave	Local	Minor Collector	south end to SR-714 (SW Martin Hwy)
SW Sand Ave	Local	Minor Collector	SW Sand Tr to private roundabout
SW Stuart West Blvd	Minor Collector	Local	SR-714 (SW Martin Hwy) to north end

FIGURES/ATTACHMENTS

- Objections Recommendations and Comments.
- 2023 FDOT Multimodal Quality/Level of Service Handbook, data and analysis.
- Proposed Amendments Overview.
- LPA Minutes.
- Draft ordinance with draft Chapter 5, shown in strikeout and underline as “Exhibit A”
- Existing Figures proposed for deletion.
- Proposed Figures 5-1 through 5-8.
- Public Comment.