

MARTIN COUNTY, FLORIDA

Growth Management Department



Amendment of the Land Development Regulations and Amendment of the Zoning Atlas regarding the Old Palm City CRA

Project	Update of the Land Development Regulations for the CRAs
Staff	Irene A. Szedlmayer, AICP
Date of this Report	April 2, 2020

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I. Introduction

The proposed Article 12, Redevelopment Code, Division 4, Old Palm City Community Redevelopment Code, is included in this agenda item. Article 12, Redevelopment Code, Division 1, General, became effective on November 8, 2019. Art. 12, Div. 1 will be applicable in all Martin County Redevelopment Zoning Districts. Because Division 4, Old Palm City Community Redevelopment Code, the subject of this agenda item, cannot be fully understood without reference to Division 1, Division 1 is also included in the agenda packet.

II. Identification of changes since the December 17, 2019 public hearing

Several changes have been made to the proposed Article 12, Division 4, Old Palm City Redevelopment Code, since the public hearing before the BOCC on December 17, 2019.

A. The recommended changes to the Old Palm City Regulating Plan are as follows:

1. Lots 25 through 32, Blk 4, Cleveland 2nd Addition Plat, are assigned to the Multifamily zoning subdistrict. This 0.6 acre parcel is located on SW 28th Street. Previously these lots were assigned to the Detached zoning subdistrict. See Illustrations A and B.

Illustration A. Property Location



Illustration B. Regulatory Plan

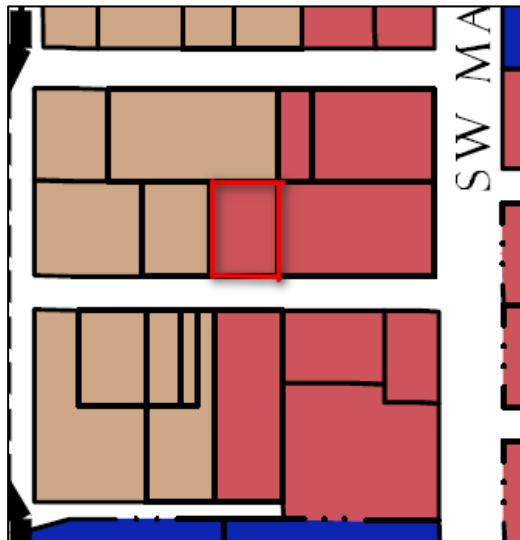


2. Lots 18 and 19, Block 1, Belle View Court Amended Plat are assigned to the Core zoning subdistrict. This 0.32 acre parcel is located on SW Thelma Street. It was previously assigned the Detached zoning subdistrict. See Illustrations C and D.

Illustration C. Location Map



Illustration D. Regulatory Plan



3. An error is corrected. Three parcels known as 17-38-41-010-010-00060-2, 17-38-41-010-010-00050-4, and 17-38-41-010-010-00071-9 are assigned to the Multifamily zoning subdistrict. The parcels are located north of Martin Downs Blvd. and east of Mapp Road, on Spruce St. and Barbara Ave. They were previously shown in the Core subdistrict. See Illustrations E and F.

Illustration E. Location Map

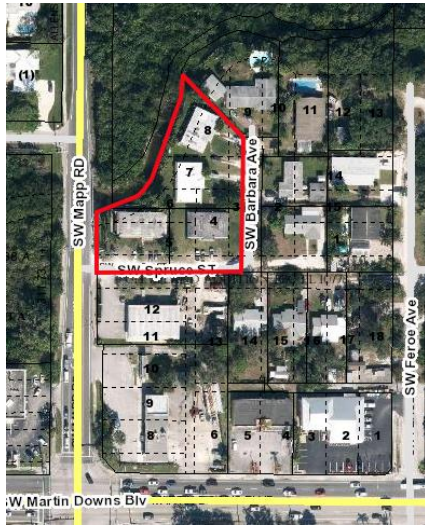
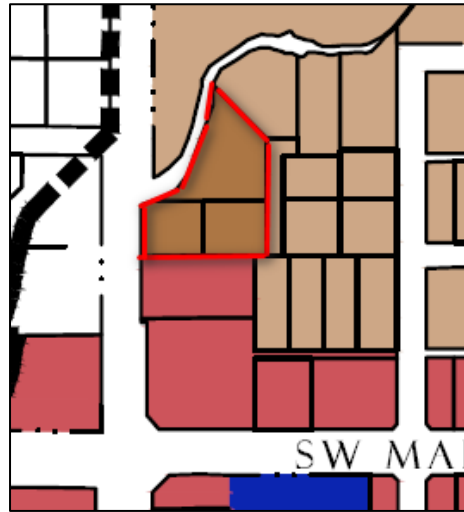


Illustration F. Regulatory Plan

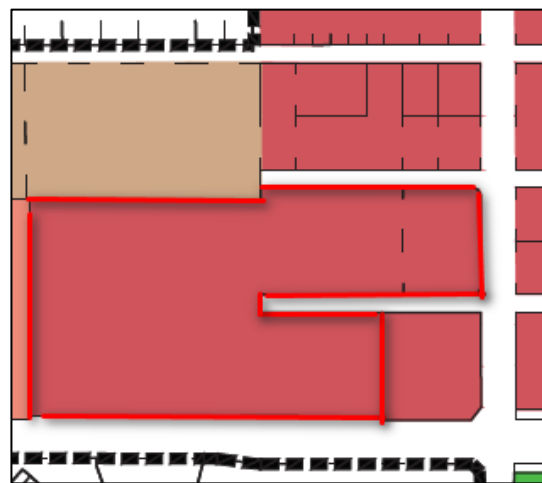


4. An adjustment was made regarding land owned by Publix Supermarkets, Inc., located northwest of the intersection of SW Mapp Road and SW Martin Highway. The entire property is the subject of a Final Site Plan and is now in the Core zoning subdistrict. Previously the property was divided between the Core and Corridor subdistricts. See Illustrations G and H.

Illustration G. Location Map



Illustration H. Regulatory Plan



5. Symbols indicating desired pocket parks where certain public rights-of-way dead end at the River were deleted.

B. Several revisions to the text of Article 12, Division 4 are described as follows:

1. Modifications are recommended regarding permitted uses and development standards in the Detached zoning subdistrict based upon input from owners of land in the subject area and the permitted uses and development standards that currently exist for the residential areas of the

Old Palm City CRA, pursuant to Section 3.265., LDR. The residential areas are those areas with a residential future land use designation, outside the Mixed-Use Future Land Use Overlay and outside the three Old Palm City Zoning Overlays.

- (a) The permitted uses and the development standards have been modified to permit townhouses in the Detached zoning subdistrict.
 - (1) Table OPC-4 has been modified to permit townhouses in the Detached zoning subdistrict. A townhouse is defined in Section 3.3, LDR, “A single-family dwelling unit which is physically connected to another dwelling unit on at least one side, in which each individual dwelling unit extends from ground to roof and has a separate entrance from the outside.”
 - (2) Table OPC-5 has been modified to establish a 25-foot minimum lot width and a 2,500 sq. ft. minimum lot area for the Detached zoning subdistrict. Previously, the minimum lot width and the minimum lot area were 50 feet and 5,000 sq. ft., respectively. Additionally, the townhouse was added as a permitted building type in the Detached zoning subdistrict and 5 dwelling units per acre is established as the maximum residential density.
 - (b) Table OPC-4, Permitted Use Groups, has been modified to identify the *Construction services, limited* use group as a permitted use group if such use was established prior to the effective date of Art. 12, Div. 4.
- 2. A note regarding side yard driveways was deleted from the shopfront and mixed-use building types.
 - 3. An omission regarding required landscaping around vehicle use areas fronting local streets was corrected.
 - 4. The requirement that two-car garages to be recessed 10 feet back from the front façade of a single-family dwelling is modified for Old Palm City to require front-loading garages with garage doors measuring more than 16 feet to be recessed 10 feet while garages with doors measuring up to 16 feet may be recessed just 5 feet.
 - 5. The reference to *The Old Palm City Design Guidelines* is removed. While the referenced document contains inspirational illustrations it also contains information that has been superseded and reference to it may cause confusion.

III. Article 12, Division 4, Old Palm City Community Redevelopment Code

The remainder of this staff report is virtually identical to that provided with the agenda materials for the public hearing on the first reading of the ordinance before the Board on December 17, 2019, except for small edits made for readability. It highlights the major provisions of the proposed code and provides some comparison to standards or requirements in the current Section 3.265, Old Palm City Redevelopment Area, LDR.

- 1. Because the goal for a vibrant, compact, walkable Old Palm City CRA has not substantially changed, the proposed LDR are intended to facilitate a built environment that is consistent

with the vision established in the Old Palm City Community Redevelopment Plan, adopted in 2003 and revised in 2009.

2. Article 12, Division 4 establishes the Old Palm City Redevelopment Zoning District (OPC) and re-states the vision for the community. (Div. 4, page 1)
3. Article 12, Division 4 includes the Regulating Plan for OPC. The Regulating Plan assigns different land areas to the zoning subdistricts, consistent with the Future Land Use Map (Div. 4, pages 2 & 3). OPC will have five zoning subdistricts: Core, Corridor, Industrial, Multifamily, and Detached.

In OPC, land with the CRA Center future land use designation is placed in the Core zoning subdistrict or the Corridor zoning subdistrict. The Core zoning subdistrict (deeper rose color) is assigned to the Mapp Road corridor, along Martin Downs Boulevard, and on SW Martin Hwy. These land areas were previously located within the Town Center Zoning Overlay, the Gateway Zoning Overlay, the Boulevard Zoning Overlay, and the Old Palm City Mixed-Use Future Land Use Overlay. The Corridor zoning subdistrict (pale rose) is assigned to some parcels on SW Martin Highway. Other zoning subdistricts on SW Martin Highway are Detached (tan) and Industrial (yellow).

Land with the CRA Neighborhood future land use designation is placed in the Detached (tan) or Multifamily (brown) zoning subdistrict. The Detached zoning subdistrict is the largest zoning subdistrict in Old Palm City.

The dark blue represents the PS-1 (Public Service-1). Lands placed in that zoning district are designated General Institutional on the Future Land Use Map.

4. Division 4 also includes a Street Regulating Plan. The Street Regulating Plan designates primary streets, secondary street, and civic places. Primary Streets are most of Mapp Road and the portions of Martin Highway and Martin Downs Blvd. within the OPC. Secondary Streets are All American Blvd., Mapp Road, south of Martin Highway, 34th Street, 29th Street, a segment of 27th Street, Cornell Avenue, and Palm City School Avenue. Noted civic places are proposed pocket parks on the river and the Ripple Project. (Div. 4, page 4 and 5)
5. Permitted uses and development standards vary by zoning subdistrict.
6. The permitted use groups for the Core, Corridor, Industrial, Multifamily, and Detached subdistricts remain consistent, though not identical, with the permitted uses in effect in Old Palm City now. (Div. 4, page 7) Some changes to permitted uses include these:
 - a. Individual uses with similar impacts are assembled into Use Groups in Art. 12, Div. 1.
 - b. Hotels and motels are grouped as one permitted use and allowed in the Core and Corridor subdistricts. Previously hotels were distinguished from motels. Hotels were permitted in all three Zoning Overlays, but motels were permitted only in the Gateway Zoning Overlay.
 - c. The Construction services, limited impact use group includes trades and skilled services and construction industry trades. It is permitted in the Core, Corridor and Industrial subdistricts. Construction services, extensive impact, permits outdoor storage of construction equipment, and is permitted only in the Industrial subdistrict.

- d. Retail and services-extensive was added to Retail and services-limited and Retail and services-general. Retail and services-extensive impact includes flea markets, commercial kennels, plant nurseries and landscaping services, and other uses and is permitted only in the Industrial subdistrict.
7. The development standards for the zoning subdistricts are set forth in Table OPC-5. (Div. 4, page 9). The development standards remain consistent, though not identical, with the development standards in effect now. Some details of the development standards include these:
- a. Maximum Building Height. Whereas the current maximum height in the Town Center Zoning Overlay is two stories and 28 feet, Division 4 will allow three stories and 40 feet in the Core zoning subdistrict. All other zoning subdistricts establish a maximum building height of three stories and 35 feet.
- b. Maximum building size. The current code regulates the maximum gross floor area of buildings as set forth below. Division 4 does not regulate building size.

	Gateway District- Martin Downs Blvd.	Town Center District- Mapp Rd.	Boulevard District – Martin Highway
Max. bldg. size, gross floor area	18,000 sq. ft.	22,000 sq. ft.	50,000 sq. ft.
Max. gross floor area per floor	6,000 sq. ft.	11,000 sq. ft.	none

- c. The 20 percent minimum open space standard applicable in the Core, Corridor and Industrial subdistricts is the same standard applicable to a mixed-use project in the Mixed-Use Future Land Use Overlay or conventional development on land with the General Commercial or Industrial future land use designation. A minimum of 30% open space is required in the Multifamily and Detached zoning subdistricts, consistent with the R-2B and R-1A zoning districts.
- d. Residential Density and Minimum Lot Area.
- (1) The maximum residential density in the Core and Corridor subdistricts is 15 dwelling units per acre, the same maximum density as currently applicable to mixed-use projects in the Mixed-Use Overlay.
- (2) The maximum residential density in the Multifamily zoning subdistrict is 10 dwelling units per acre. The Multifamily subdistrict is designated to two small segments of SW 27th Street and to two areas where currently substantial multifamily development exists--between SW 34th Street and SW 35th Street, west of SW Cornell, and south of Martin Highway and west of Cornell.
- (3) The current code requires a minimum lot width of 50 feet for detached single-family residential dwellings and a minimum lot width of 16 feet for a townhouse. There is no minimum lot area. The typical existing residential lot in the Old Palm City CRA measures 50 ft. by 150 ft. or 7,500 sq. ft. In the proposed Detached zoning subdistrict, minimum lot width is 25-feet and lot area is 2,500 sq. ft. and the maximum density is

5 dwelling units per acre. In the Multifamily subdistrict, the proposed minimum lot width is also 25-feet, but the maximum permitted density is 10 dwelling units per acre. [This paragraph was edited to reflect the changes reviewed in Section B.1 on pages 3 and 4 of this report.]

IV. Amendment of the Zoning Atlas

1. Application Information

Applicant: Martin County Board of County Commissioners

Represented By: Susan Kores, Manager, Office of Community Development

Property Owners:	Multiple
Planner in charge:	Irene A. Szedlmayer, AICP
Growth Management Director:	Nicki van Vonno, AICP
Project Number:	CPA 19-23
Application Received:	03/26/2019
LPA Meeting Date:	12/05/2019
BCC Meeting Date:	12/17/2019
BCC Meeting Date:	04/21/2020

2. Project description and analysis

a) Introduction

This application involves the Old Palm City CRA which measures approximately 610 acres (including 50+ acres of right-of-way). Old Palm City is a waterfront community, bordered on the east by the South Fork of the St. Lucie River. See Figure 1. The lots on or near the water between Martin Highway and Martin Downs Boulevard were created in 1912 with the recording of the “Map of Palm City.” In 1916, the amended plat of Palm City extended west to what is now Mapp Road.

Figure 1. Location Map



Currently, Old Palm City's 610 acres are assigned to 18 different zoning districts:

1. R-1A (Single-family Residential)
2. R-2B (Single-family Residential)
3. R-4 (Multiple-Family Residential)
4. R-3A (Liberal Multiple-family)
5. RS-6 (Single Family Residential)
6. RM-5 (Medium Density Residential)
7. HB-1 (Limited Business District)
8. B-1 (Business)
9. B-2 (Business -Wholesale Business)
10. COR-1 (Commercial Office/Residential-1)
11. LC (Limited Commercial)
12. CC (Community Commercial)
13. GC (General Commercial)
14. PUD-C (Planned Unit Development-Commercial)
15. LI (Limited Industrial)
16. PS (Public Service)
17. PS-2 (Public Service)
18. PR (Public Recreation District)

Additionally, Old Palm City CRA has three zoning overlay districts:

1. Gateway Zoning Overlay (Martin Downs Boulevard)
2. Town Center Zoning Overlay (Mapp Road)
3. Boulevard Zoning Overlay (Martin Highway). See Figures 2 and 3.

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Figure 2. Current Zoning Atlas for Old Palm City CRA

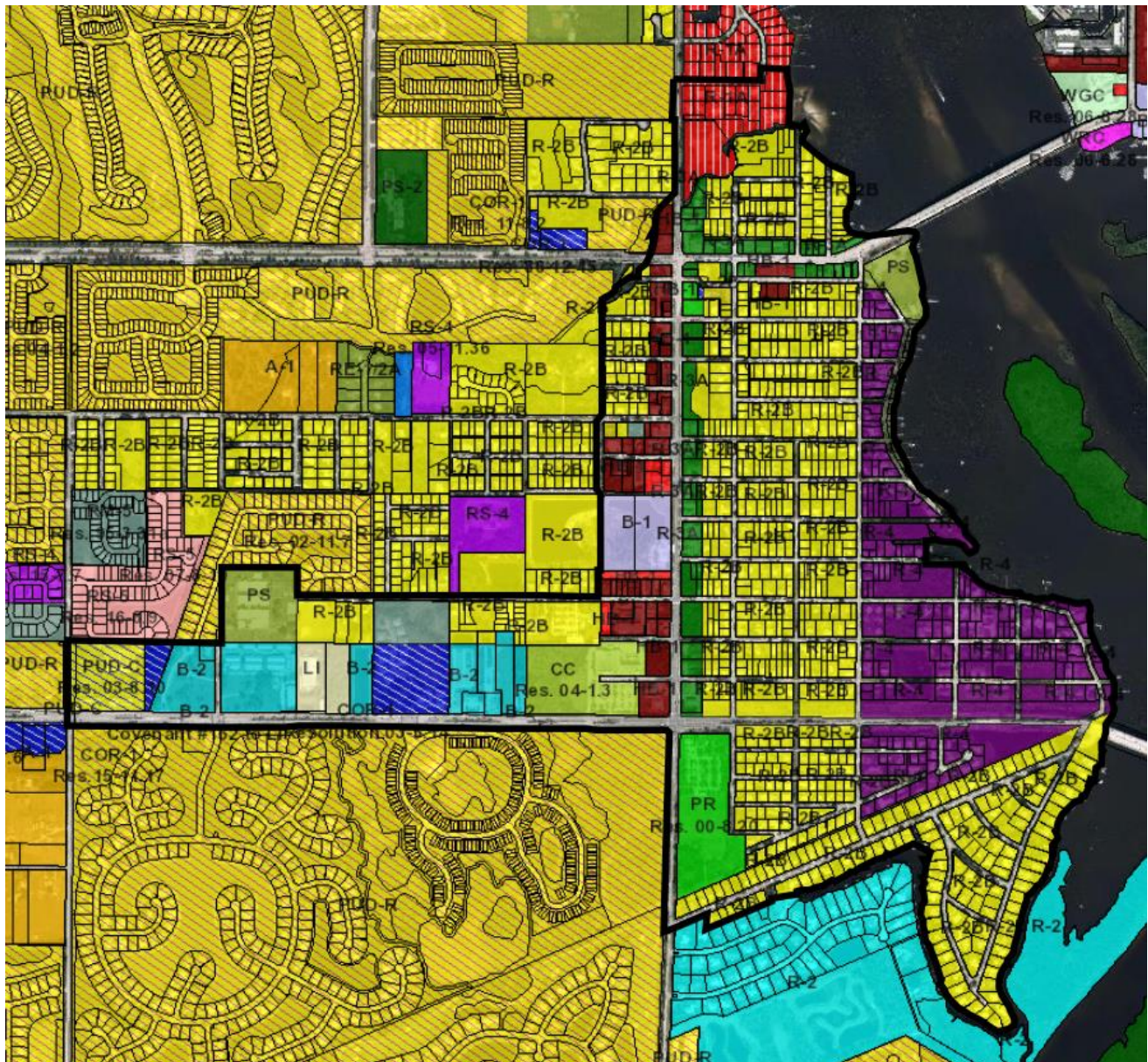
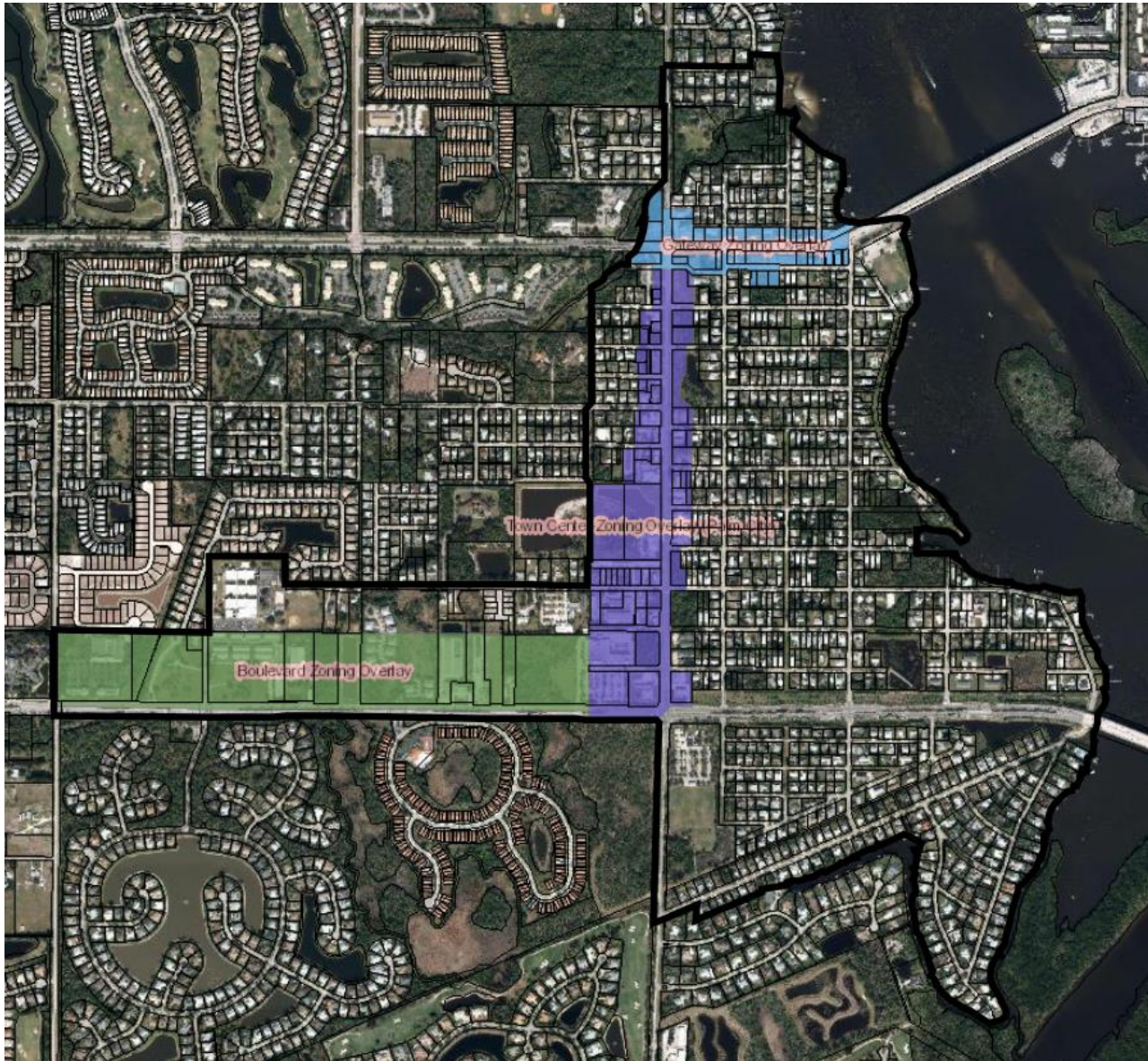


Figure 3. CRA Zoning Overlay Districts



The proposed amendment will (a) replace 15 of 17 the current zoning districts with the Old Palm City Redevelopment Zoning District, (b) eliminate the three zoning overlay districts, and (c) assign the PS-1 (Public Service District) to several properties owned by Martin County for consistency with proposed amendments to the Future Land Use Map. Two PUD zoning districts will remain in place as will the PS (Public Servicing District) for Charlie Leighton Park. The PUD and PS zoning districts are not affected by the proposed amendment of the Zoning Atlas. See Figure 4.

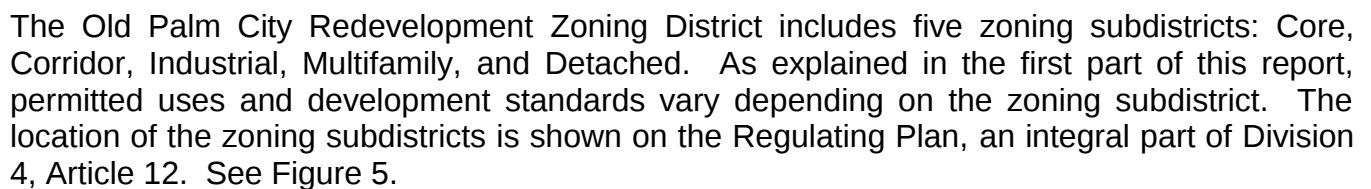
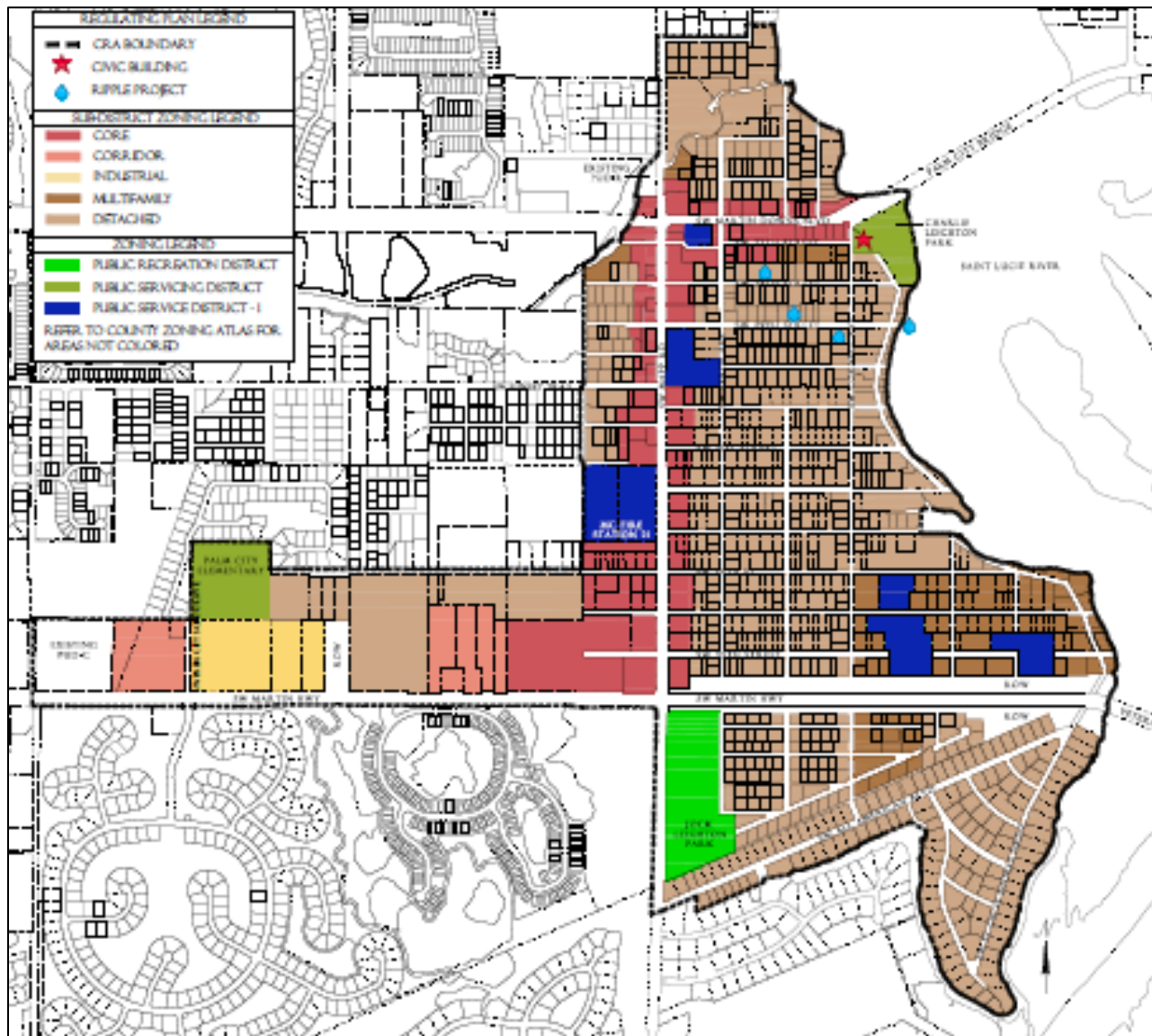
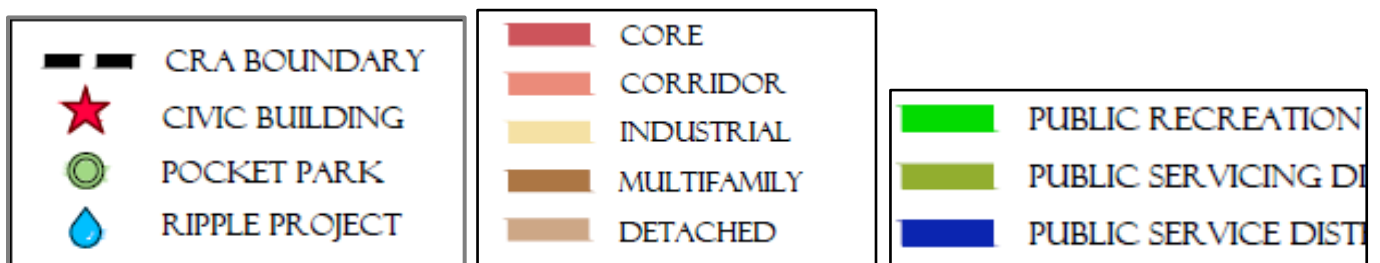


Figure 5. Proposed Old Palm City Regulating Plan (3/25/2020)



Enlarged Legend for Figure 5:



b) Description of the Old Palm City Subdistricts

The Old Palm City Redevelopment Zoning District subdistricts are described in Article 12, Division 1 as follows:

CORE: The Core subdistrict is a pedestrian-oriented center for surrounding neighborhoods and the entire CRA. These are centers of dining, shopping, housing, and entertainment, with shaded sidewalks, large windows, intimate pedestrian spaces, outdoor dining, and richly detailed building facades. A broad mix of uses is encouraged in the Core subdistrict.

CORRIDOR: The Corridor subdistrict is intended to extend the pedestrian-oriented building types, frontages and streetscapes along a major roadway.

INDUSTRIAL: The Industrial subdistrict identifies areas where industrial uses are permitted and encouraged.

MULTIFAMILY: The Multifamily subdistrict allows for denser and more varied residential buildings.

DETACHED: The Detached subdistrict is predominately single family homes with front yards and walkable sidewalks.

c. Adjacent Zoning Districts (See Figure 2 on page 7)

Adjacent zoning districts are entirely residential or institutional. Several residential PUDs are located south and west of the Old Palm City CRA. The permitted uses and development standards for the zoning subdistricts proposed for the Old Palm City CRA are consistent with the permitted uses and development standards currently applicable. Therefore, the proposed Old Palm City Redevelopment Zoning District and zoning subdistricts are compatible with the zoning adjacent to the Old Palm City CRA. The proposed Old Palm City Redevelopment Zoning District and subdistricts should have no negative impact on nearby zoning districts. Nor should these nearby zoning districts negatively impact the proposed Old Palm City Redevelopment Zoning District.

3. *Standards for Amendments to the Zoning Atlas*

The Martin County Land Development Regulations (LDR), Article 3, Section 3.2.E.1. provides the following “Standards for amendments to the Zoning Atlas.”

“The Future Land Use Map of the CGMP [Comprehensive Growth Management Plan] establishes the optimum overall distribution of land uses. The CGMP also establishes a series of land use categories, which provide, among other things, overall density and intensity limits. The Future Land Use Map shall not be construed to mean that every parcel is guaranteed the maximum density and intensity possible pursuant to the CGMP and these Land Development Regulations. All goals, objectives, and policies of the CGMP shall be considered when a proposed rezoning is considered. The County shall have the discretion to decide that the development allowed on any given parcel of land shall be more limited than the maximum allowable under the assigned Future Land Use

Category; provided, however, that the County shall approve some development that is consistent with the CGMP, and the decision is fairly debatable or is supported by substantial, competent evidence depending on the fundamental nature of the proceeding. If upon reviewing a proposed rezoning request the County determines that the Future Land Use designation of the CGMP is inappropriate, the County may deny such rezoning request and initiate an appropriate amendment to the CGMP.”

Pursuant to Section 3.2.E.2., LDR, the following factors must be considered:

- a. Whether the proposed zoning amendment is consistent with all applicable provisions of the Comprehensive Plan.*

The Old Palm City Redevelopment Zoning District and the Core, Corridor, Detached, Multifamily, and Industrial zoning subdistricts are consistent with all applicable provisions of the Comprehensive Plan, as is the PS-1 District which is proposed to be assigned to several County-owned properties.

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

Any development proposal for land located within the Old Palm City Redevelopment Zoning District will be required to comply with all applicable LDRs including uses, density, set-backs, height, open-space, wetlands, uplands, landscaping, stormwater, etc. The Old Palm City Redevelopment Zoning District and Core, Corridor, Detached, Multifamily, and Industrial zoning subdistricts are consistent with all applicable provisions of the Land Development Regulations.

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

The Old Palm City Redevelopment Zoning Code was developed expressly for the land to which it will apply—the Old Palm City Redevelopment Zoning District. It is compatible with the existing land uses within the Old Palm City CRA as well as those in adjacent and surrounding areas. The PS-1 (Public Service District-1), proposed to be assigned to several County-owned properties, is intended to implement CGMP policies for lands designated Institutional-General on the Future Land Use Map. PS-1 is designed to minimize the potential for negative impacts on surrounding properties. It is appropriate for the Fire Station and stormwater treatment area sites in the vicinity of residential neighborhoods.

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

The analysis required for this section is similar to the analysis required pursuant to CGMP Section 1.11.C.(1) when considering the proposed amendment to the Future Land Use Map. The amendment of the Zoning Atlas will not substantially change the land uses or intensity of development permitted. Rather, the intent is to modify the regulatory framework in order to simplify interpretation and implementation for

property owners, developers and County staff and provide greater flexibility regarding permitted uses. The intent is to realize more efficiently and effectively the longstanding vision for the CRAs as represented in the Redevelopment Plans adopted in the late 1990s and early 2000s. Therefore, whether or not there are documented changed conditions in the area does may not be a pertinent factor for this particular amendment. Because the Old Palm City CRA is identified as an area in need of redevelopment, the lack of substantial change may offer support for the proposed new zoning.

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

The land subject to the re-zoning is located within the Primary Urban Service District. Therefore, pursuant to CGMP Objective 4.7A., the full range of public facilities and services at the adopted Level of Service are to be provided or programmed to be provided. The maximum residential density allowed within the proposed Core and Corridor subdistricts is the same as that permitted pursuant to the current Old Palm City Mixed-Use Future Land Use Overlay and the land area included within these subdistricts is mostly the same land as is located within the Mixed-Use Future Land Use Overlay. The Multifamily zoning subdistrict is assigned primarily to areas where multifamily dwellings already exist. Therefore, the amendment of the Zoning Atlas will not create demand on public facilities that is not anticipated by the current zoning and land uses. When a proposed site plan is reviewed, Comprehensive Plan policies and the LDR ensure that present or planned public facilities and services are capable of meeting and maintaining the adopted LOS. Additionally, the County Impact Fee program is designed to mitigate such impacts and ensure development pays for itself.

f. Whether and to what extent the proposed amendment 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.

The proposed Old Palm City Redevelopment zoning district is designed to encourage infill development and redevelopment and such infill development and redevelopment would be logical, timely and orderly, would conserve or improve the value of existing development, and is an appropriate use of County resources. Additionally, by providing for residential development within the CRA, it may be possible to help extend the life of the boundary of the Primary Urban Service District.

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

Whatever facts are presented at the public hearing on this proposed amendment of the Zoning Atlas should be taken into account in the decision-making. The hearing provides the public an opportunity to participate in the review and decision-making process.

4. Staff Review

The rezoning of land does not include review of a site plan. Therefore, departments related to site plan review are not included in this staff report. The current review is as follows:

Division or Department	Reviewer	Phone	Assessment
Comprehensive Plan	Irene Szedlmayer	288-5931	Comply
County Attorney	Krista Storey	288-5443	Review Ongoing
Adequate Public Facilities	Irene Szedlmayer	288-5931	Exempt

The choice of the most appropriate zoning district for the subject property is a policy decision the Local Planning Agency (LPA) and the Board of County Commissioners (BCC) are asked to consider based on the “standards for amendments to the zoning atlas” provided in Section 3.2 E.2., LDR, Martin County Code.

5. Review Board Action

The review and recommendation of the LPA are required. Final action is by the BCC. Both the LPA and the BCC meetings are advertised public hearings.

6. Location and Site Information

Location:	Located on the western shore of the South Fork of the St. Lucie River, in the vicinity of Martin Highway and Martin Downs Boulevard.
Parcel numbers:	numerous
Existing zoning:	17 different zoning districts and 3 zoning overlays. See pages 4 through 6 of this report.
Future Land Use:	This amendment of the Zoning Atlas is proposed concurrently with the amendment of the Future Land Use Map. Parcels with the Low Density Residential, Medium Density Residential, Commercial Office/Residential, Limited Commercial, General Commercial and General Institutional future land use designations are proposed to be changed to the CRA Center, CRA Neighborhood, Public Conservation, Recreational or General Institutional future land use designations. Additionally, the repeal of the Old Palm City Mixed-Use Future Land Use Overlay is proposed.
Commission District:	5
Community Redevelopment Area:	Old Palm City CRA
Municipal Service Taxing Unit:	District 5 MSTU
Planning Area:	Palm City

7. Determination of compliance with the Comprehensive Growth Management Plan

Findings of Compliance:

The staff of the Growth Management Department Comprehensive Planning Division has reviewed the application and finds it in compliance with applicable Goals, Policies and Objectives. There are no unresolved Comprehensive Growth Management Plan issues associated with this application.

8. Determination of compliance with land use, site design standards, zoning, and procedural requirements

Findings of Compliance:

The staff of the Growth Management Department Comprehensive Planning Division has reviewed the application and finds it in compliance with the applicable regulations. There are no unresolved issues associated with this application. Changes to the zoning atlas authorize no development activity. Any specific department issues will be addressed at such time as development of the subject site is proposed.

V. Recommendation

Staff recommends adoption of the proposed ordinance to:

- (1) establish Division 4, Old Palm City Community Redevelopment Code, of Article 12, Martin County LDR,
- (2) repeal Section 3.265, Article 3, Old Palm City Community Redevelopment Area, Martin County LDR, and
- (3) amend the Zoning Atlas to assign the Old Palm City Redevelopment Zoning District and other districts for consistency with the Future Land Use Map.

VI. Attachments

Article 12, Redevelopment Code, Division 4, Old Palm City Community Redevelopment Code
Article 12, Redevelopment Code, Division 1, General
Ordinance
Public Notification
Public Comment