



ITEM

OLD PALM CITY NAC

OCTOBER 21, 2019

TITLE: Brief presentation regarding CPA 19-20, Tucker Commons, a request to amend the Future Land Use Map and Zoning Atlas regarding 0.755 acres northeast of the intersection of SW Mapp Road and SW 29th Street.

An excerpt of a more detailed staff report prepared for the Local Planning Agency and the Board of County Commissioners is attached.

PREPARED BY: Irene Szedlmayer, AICP, Senior Planner,
Martin County Growth Management Department

**Proposed Amendment to the
Martin County Comprehensive Growth Management Plan**

This document may be reproduced upon request in an alternative format by contacting the County ADA Coordinator (772) 320-3131, the County Administration Office (772) 288-5400, Florida Relay 711, or by completing our accessibility feedback form at www.martin.fl.us/accessibility-feedback.

REQUEST NUMBER: CPA19-20, Tucker Commons

APPLICANT: Christina Tucker

REPRESENTED BY: HJA Design Studio, Michael Houston

PLANNER-IN-CHARGE: Irene A. Szedlmayer, AICP, Senior Planner, Growth Management Department

DATE OF REPORT: September 27, 2019

<u>PUBLIC HEARINGS:</u>	<u>DATE</u>	<u>ACTION</u>
Local Planning Agency	Oct. 17, 2019	
BOCC Adoption	Oct. 22, 2019	

Property: This application involves 0.755 acres on the northeast corner of SW Mapp Road and SW 29th Street, in the Old Palm City Community Redevelopment Area.

Request: The property owner is requesting that the future land use designation be changed from Commercial Office/Residential (Lots 9 through 12) and Low Density Residential (Lot 13) to General Commercial (Lots 9 through 13).

Staff Recommendation: Staff recommends approval of the request.

EXECUTIVE SUMMARY

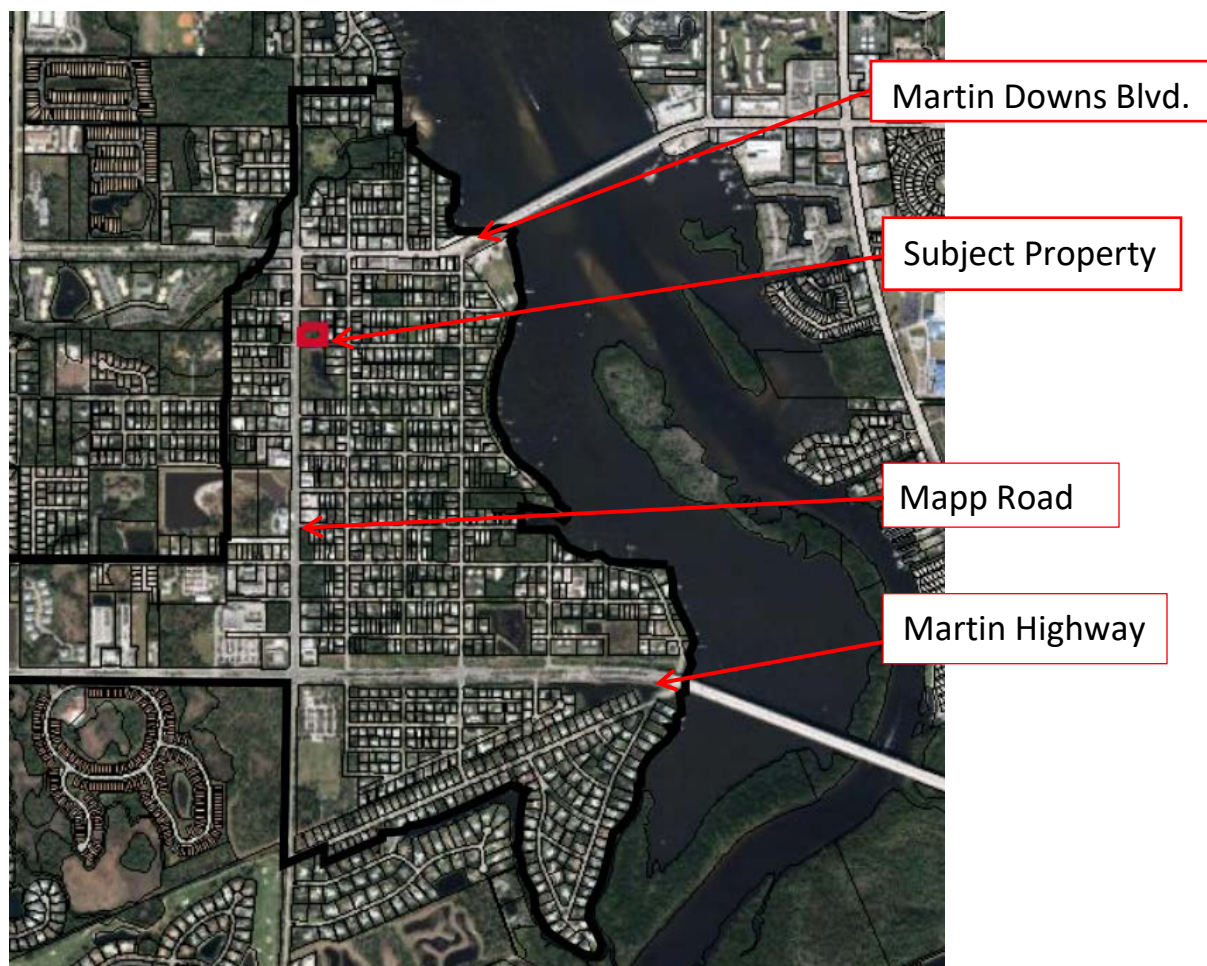
The 0.755-acre property is located on the Northeast corner of SW Mapp Road and SW 29th Street and in the Old Palm City Community Redevelopment Area and the Old Palm City Mixed-Use Future Land Use Overlay. See Figure 1. Lots 9 through 12 (0.6 acres) are also within the Old Palm City Town Center Zoning Overlay.

The requested amendment of the Future Land Use Map (FLUM) does not affect the Mixed-Use Future Land Use Overlay or the uses and development standards applicable within the Mixed-Use Future Land Use Overlay. The Mixed-Use Future Land Use Overlay permits a mixed-use project containing up to 15 dwelling units per acre along with a commercial component under the requested future land use designation (General Commercial) as well as the current future land use designations (Commercial Office/Residential and Low Density Residential).

The requested amendment of the FLUM will affect only single-use projects. On Lots 9 through 12, the current Commercial Office/Residential future land use designation permits professional or business offices and residential development up to a maximum of ten dwelling units per acre. Only ancillary retail sales and services are permitted (up to 25% of the building square footage). On Lot 13, the Low Density Residential future land use designation permits only residential and some institutional uses. Lot 13 cannot be used to support any commercial development on Lots 9 through 12. Pursuant to the requested General Commercial future land use designation, a single-use commercial development, including retail sales and services, will be permitted on the entire parcel, but a single-use residential project will not be permitted.

The requested General Commercial future land use designation allows greater intensity compared to the Commercial Office/Residential and Low Density Residential future land use designations. The minimum 20 percent open space required for the General Commercial future land use designation is the same as that permitted for a mixed-use project in the Mixed-Use Future Land Use Overlay but less than that required by the CO/R future land use designation (40 percent) and the Low Density Residential future land use designation (50 percent).

Figure 1. Location of Subject Property (boundary of CRA shown in black)



1.1 Physical/Site Summary

The property is 0.755 acres and vacant. It comprises five platted lots of record, Lots 9 through 13, Block N, Cleveland Addition Plat, recorded in 1925. Four of the lots each measure approximately 7,200 sq. ft. and one measures 4,330 sq. ft., after dedication of right-of-way to Mapp Road in 1954. An unimproved platted, alley right-of-way adjoins the property to the north. Lots 9 through 12 are mirrored by empty lots to the north. Single family dwellings adjoin Lot 13 to the east and across the alley to the north. See Figure 2.

Figure 2. Subject Property



1.2 Major Roadways

SW Mapp Road, between SW Martin Downs Blvd. and SW Martin Highway, has the functional classification of Minor Arterial. SW Martin Downs Blvd. to the north and SW Martin Highway to the south are both functionally classified as Major Arterials. SW 29th Street is classified as a residential street.

1.5 Adjacent Future Land Use Designations (see Figure 5)

North: Commercial Office/Residential

South: Commercial Office/Residential and Low Density Residential

East: Low Density Residential

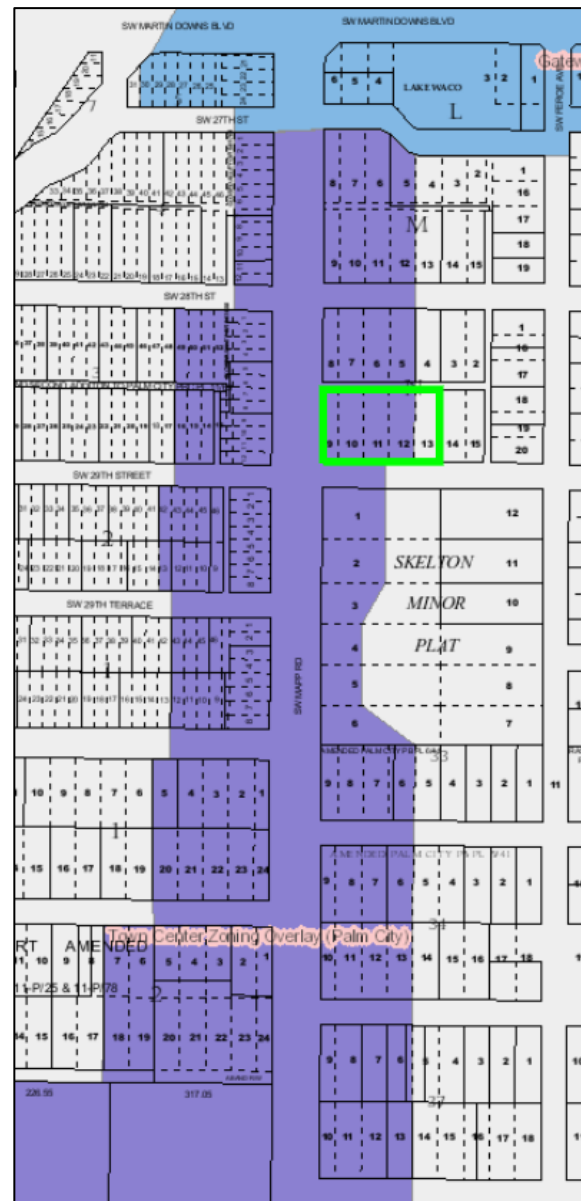
West: Limited Commercial (west of Mapp Road)

Fig. 5. Adjacent Future Land Use Designations



Most adjacent properties are also located within the Old Palm City Mixed-Use Future Land Use Overlay and the Town Center Zoning Overlay, except the abutting property to the east. See Figures 6 and 7.

Fig. 6. Mixed-Use Future Land Use Overlay Fig. 7. Town Center Zoning Overlay



1.7 Adjacent Existing Land Use

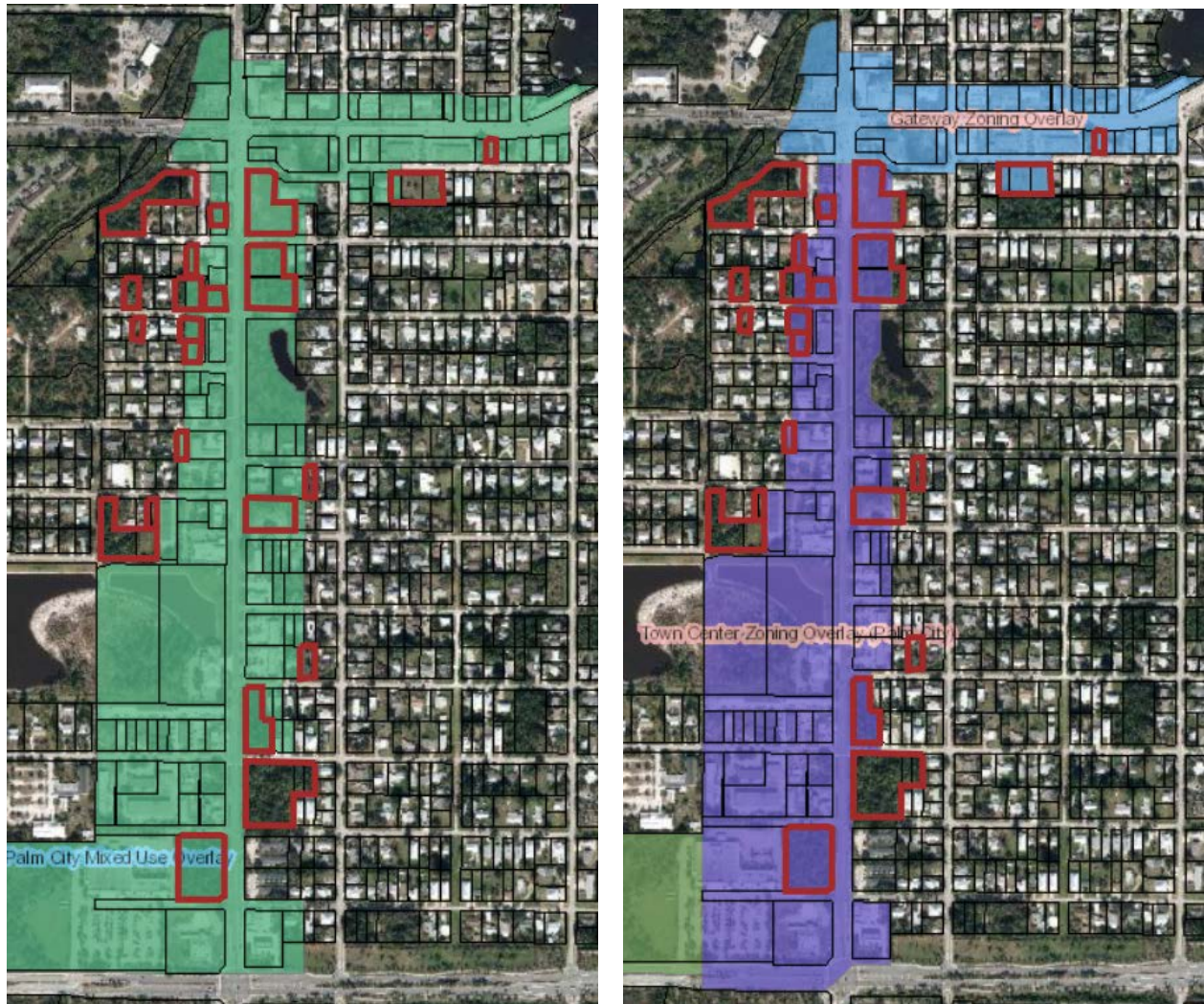
North (across alley): vacant and single-family residential constructed in 2016

South (across SW 29th Street) stormwater treatment pond

East: single-family residence constructed in 2015

West (across Mapp Road): vacant and small commercial building

Figure 13. Vacant Land in and near the Old Palm City Mixed-Use Future Land Use Overlay (image on left) and the Town Center Zoning Overlay (image on right) (publicly-owned land is excluded)



2.2. Existing and Requested Future Land Uses

Because the property is located within the Old Palm City CRA Mixed-Use Future Land Use Overlay, a mixed-use project can be developed on it whether the future land use designation is Commercial Office/Residential and Low Density Residential (current), General Commercial (requested), or any other future land use designation. Mixed-use projects must contain both residential and commercial components and the residential development may provide up to 15 dwelling units per acre. A mixed-use project may include a restaurant.

The difference between the current future land use designation and the requested future land use designation concerns single-use projects. The application was submitted because the property owner wishes to develop a restaurant. The current Commercial Office/Residential future land use designation allows residential and/or professional or

business offices. It does not permit retail sales or services, including restaurants, except as an ancillary use, up to 25 percent of the total building area and intended primarily to serve other occupants of the building.¹ The requested General Commercial Future Land Use will permit most commercial and business uses, as permitted by Section 3.265.B.2 Martin County Land Development Regulations, including a restaurant, within the Old Palm City Town Center Zoning Overlay.

The determination of the proper future land use is guided by the intent of the future land use designations, as well as permitted uses and development standards. The Applicant has requested the General Commercial future land use designation. The intent of the General Commercial future land use is as follows:

“The General Commercial areas are designated on the [FLUM] to accommodate general retail sales and services; highway-oriented sales and services; commercial amusement; and trade and warehousing facilities. These areas are principally located in highly accessible parts of the urban service district that are compatible with the unique location and market requirements of these uses. The sites are located on major or minor arterials and require a minimum net lot size of 10,000 square feet. The FAR shall be governed by the parking standards of the [LDR]. Maximum densities for hotel/motel units located in a General Commercial future land use designation shall be 20 units per gross acre. Maximum building coverage shall be 60 percent. Minimum open space shall be 20 percent. Maximum building height shall be 40 feet.

The [LDR] implementing the General Commercial future land use designation shall be consistent with the development standards described above. This area is not intended to accommodate businesses, trades or services that generate significant nuisance impacts, including glare, smoke or other air pollutants; noise; vibration; major fire hazards; need for extensive outside storage and display; or other impacts associated with more intensive industrial uses. Automotive sales and services shall be located in the General Commercial land use classification on sites appropriately designated for highway-oriented commercial uses in the [LDR].

The areas designated for General Commercial development are specifically not adapted to permanent residential housing, and such uses shall be located in other areas designated for residential development. On the other hand, transient residential facilities including hotels and motels, timesharing or fractional fee residential complexes, or other transient quarters should be located in areas designated for commercial use. Areas

¹ The snack bar in the Martin County Administrative Center is a good example of an ancillary use. A member of the public is welcome to visit the snack bar to purchase a sandwich or meal, but the primary customers are Martin County employees or visitors with business to conduct in the County Administrative Center.

planned for mixed-use developments as allowed under Goal 4.3 are considered compatible for mixed use.

The General Commercial site should generally be removed from single-family residential development and able to be buffered and screened consistent with the [LDR] requiring appropriate landscaping and screening. Screening shall include vegetative berms (where feasible), plant material and/or aesthetic decorative fences or walls to assure compatibility with less intensive uses existing or anticipated on adjacent sites. . . [CGMP Policy 4.13A.8(3)]

The intent of the Commercial Office/Residential Future Land Use designation is as follows:

Commercial Office/Residential development shall be allocated to accessible sites adjacent to major thoroughfares. It shall also serve as a transitional use separating more intensive commercial uses from residential development. Office and residential development may be allocated along the outer fringe of core commercial areas where such development may encourage reinvestment in declining residential areas adjacent to commercial core areas. The COR future land use designation shall also be allocated to areas appropriately suited for Traditional Neighborhood Development, described under Goal 4.3. The development provisions for the standard COR zoning districts and the PUD zoning district are expressed below:

- (a) Development in the Commercial Office/Residential future land use designation shall be restricted to professional and business offices, limited service establishments, financial institutions, live-work units, residential development or any combination of these uses. Freestanding retail sales and service establishments shall be excluded from these areas. However, restaurants, certain service commercial uses, and limited commercial uses, as identified in the [LDR], may occupy 25 percent of the commercial square footage in a building.

Residential storage facilities may be approved in areas designated COR, and the LDR shall include criteria for review of such uses. However, the building shall be restricted to structures with small modules adaptive exclusively to storage of personal items of residential clients. Commercial tenants shall be expressly prohibited. The facility shall be designed to blend harmoniously with residential structures.

The intensity of lot use, defined as floor area ratio (FAR), shall be governed by the parking standards of the LDR. The maximum building coverage shall be 40 percent, and the minimum net lot size permitted in COR districts shall be 10,000 square feet. The minimum open space shall be 40 percent and the maximum building height shall be 30 feet. Multiple-family residential uses are encouraged to develop in areas designated for office development at densities compatible with criteria cited in Policy 4.13A.7.(5) for High Density Residential development [up

to 10 units per acre]. The Land Development Regulations shall require appropriate landscaping and screening, including a vegetative berm system where feasible. Plant material and a decorative fence or wall shall be used to assure compatibility between established residential uses and proposed office developments.

A bed and breakfast or other facilities for transient lodging, catering to seasonal residents, shall be permitted. Kitchen facilities shall be permitted to accommodate occupants visiting for periods exceeding the general motel trip duration of one to four nights. Approved transient lodging facilities existing as of the effective date of the CGMP shall be considered permitted in such an area.

Landscaping, screening, buffering and similar design techniques shall be used to assure a smooth transition between residential structure types and densities.

Residential use shall be allowed in the COR future land use designation as part of a mixed-use project as allowed under Goal 4.3 in any of the seven CRAs designated in Policy 4.2B.4. Residential densities shall be as provided in Policy 4.3A.2. [CGMP Policy 4.13A.8(1)]

The Low Density Residential designation is intended to “preserve the stability and integrity of established residential development and provide equitable treatment to lands sharing similar characteristics. Landscaping, screening, buffering and similar design techniques shall be used to assure a smooth transition between residential structure types and densities.”

The applicant is proposing to change Lot 13 from Low Density Residential to General Commercial. Lot 13 is permitted to develop as part of a mixed-use project. If not part of a mixed-use project, it is restricted to residential development and would permit one single-family residence, assuming the well and on-site sewage treatment system could be sited. (There are no water or sanitary sewer lines on SW 29th Street.)

2.3. Application of those policies to the subject property

The encouragement of mixed-use development provided by the CO/R future land use designation is not needed for this property because it is located within a Mixed-Use Future Land Use Overlay. Retail sales and services are generally highly desirable components of mixed-use neighborhoods and CO/R allows them only as an ancillary use. Finally, the minimum open space requirement of 40% for the CO/R future land use designation is inconsistent with the location in the center of the Old Palm City Town Center and Mixed-Use Future Land Use Overlay.

The General Commercial Future Land Use, as stated in *CGMP Policy 4.13A.8(3)*, indicates that it may be less appropriate for this parcel. (“The General Commercial areas are designated on the [FLUM] to accommodate general retail sales and services; highway-oriented sales and services; commercial amusement; and trade and

warehousing facilities. . . The General Commercial site should generally be removed from single-family residential development and able to be buffered and screened consistent with the [LDR] requiring appropriate landscaping and screening.”) Lots adjacent to the subject site have the Low Density Residential future land use designation. There is an existing single-family dwelling on the adjacent Lots 14 and 15. See Figure 2.

The size of the subject property (three-quarters of an acre) naturally limits some uses. Additionally, the Old Palm City Town Center Zoning Overlay further limits the permitted uses such that the General Commercial Future Land Use remains appropriate for the site. See, Appendix A. (Permitted Uses in the Old Palm City Zoning Overlays) Additionally, CGMP Policy 4.13. recognizes that the Land Development Regulations provide for landscape buffers and landscape screens to “assure compatibility with less intensive uses existing or anticipated on adjacent sites.” Furthermore, Lot 4 and Lot 14 are also located within the Mixed-Use Future Land Use Overlay. They too could be re-developed into a mixed-use project. Finally, the single-family residences on those lots were constructed in 2015 and 2016, long after the Mixed-Use Future Land Use Overlay was established.

Finally, the development standards for each of the future land use designations contribute to the analysis. See Table 2.

Table 2. Development Standards for Commercial Future Land Uses in the Old Palm City Town Center Zoning Overlay

Future Land Use	Maximum Height	Minimum Open Space	Maximum Building Cover
CO/R	2 stories/28 feet	40%	40%
LC	2 stories/28 feet	30%	50%
GC	2 stories/28 feet	20%	60%
Mixed-Use Overlay (mixed-use projects only)	2 stories/28 feet	20%	80%

Given its location in the heart of the Old Palm City Town Center Mixed-Use Overlay, where mixed-use projects are permitted up to 80% building coverage and where only 20% open space is required, the General Commercial Future Land Use, which permits 60% building coverage and requires 20% open space, is appropriate.

3.1. Conclusion

Staff recommends the General Commercial Future Land Use designation for this 0.755 acre property. The General Commercial Future Land Use designation is compatible with the intent of the Old Palm City Redevelopment Plan, Town Center Zoning Overlay and Mixed-Use Future Land Use Overlay, that is, to encourage compact, walkable, small town development along Mapp Road. The development standards

applicable within the General Commercial Future Land Use designation are comparable to the development standards applicable to mixed-use development within the Mixed-Use Future Land Use Overlay. Finally, the permitted uses and development standards are further controlled by the Zoning District, which in this case is the Old Palm City Town Center Zoning Overlay.

Appendix A.

TABLE 3.265.1. Permitted Uses in the Zoning Overlay Districts

	Martin Downs Blvd—Gateway	Mapp Road— Town Center	SW Martin Hwy— Boulevard
Residential Uses			
Apartment Hotels	P	P	P
Multifamily Dwellings	P	P	P
Single-family Detached Dwellings			P
Townhouse Dwellings	P	P	P
Zero Lot Line Single-family Dwellings ⁽¹⁾			P
Public and Institutional Uses			
Administrative services, not-for-profit ⁽²⁾	P	P	P
Community Centers	P	P	P
Cultural or Civic Uses	P	P	P
Educational Institutions	P	P	P
Neighborhood assisted residences, with six or fewer residents			P
Places of Worship	P	P	P
Post Offices		P	P
Protective and Emergency Services	P	P	P
Public Libraries		P	P
Public Parks & Recreation Areas, active	P	P	P
Public Parks & Recreation Areas, passive	P	P	P
Residential Care Facilities			P
Utilities ⁽³⁾	P	P	P
Commercial and Business Uses			
Bed and Breakfast Inns	P	P	P
Business and Professional Offices	P	P	P
Commercial Amusements, Indoor		P	P

Day Care, Commercial	P		P
	Martin Downs Blvd—Gateway	Mapp Road—Town Center	SW Martin Hwy—Boulevard
Day Care, Family			P
Construction Industry Trades	P		P
Financial Institutions	P	P	P
Funeral Homes			P
Hotels	P	P	P
Motels	P		
Medical Services	P	P	P
Parking Lots and Garages	P	P	
Residential Storage Facilities			P
Restaurants, Convenience; without drive-through facilities	P	P	P
Restaurants, General	P	P	P
Retail Sales and Service, General	P	P	P
Retail Sales and Service, Limited	P	P	P
Shooting Ranges, Indoor	P		P
Trades and Skilled Services	P	P	P
Veterinary Medical Services	P	P	P
Industrial Uses			
Limited Impact Industries			P

Notes to table 3.265.1:

- (1) Zero lot line single-family residences are permitted provided that no such dwelling unit is physically attached to another dwelling unit, such as by means of a party wall.
- (2) Administrative services must be strictly administrative in nature. On-site services are prohibited.
- (3) Utilities. All utilities shall be underground.