

**PROPOSED AMENDMENT TO THE MARTIN COUNTY  
COMPREHENSIVE GROWTH MANAGEMENT PLAN**

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**REQUEST NUMBER:**      **CPA 19-27, Port Salerno FLUM**

**DATE of REPORT:**      April 29, 2020

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

**REPRESENTED BY:**      Paul Schilling  
Martin County Growth Management Director

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

<b><u>PUBLIC HEARINGS</u></b>	<b><u>DATE</u></b>	<b><u>ACTION</u></b>
Local Planning Agency:	July 2, 2020	Approval.
Board of County Commissioners Transmittal:	July 14, 2020	
Board of County Commissioners Adoption:	August 25, 2020	

**SITE LOCATION:** This proposed amendment of the Future Land Use Map will apply to the Port Salerno Community Redevelopment Area (CRA).

**APPLICANT REQUEST:** To amend the Future Land Use Map regarding the Port Salerno CRA to change the Residential Estate Density, Low Density Residential, Medium Density Residential, Mobile Home Density, High Density Residential, Commercial Office/Residential, Limited Commercial, General Commercial and Recreational future land use designations to CRA Center, CRA Neighborhood, and General Institutional future land use designations and to repeal the Port Salerno Mixed-Use Future Land Use Overlay. Additionally, the Residential Estate Density future land use designation will be removed from two small islands owned by the State of Florida. Finally, the Marine Waterfront Commercial and Industrial future land use designations will be retained.

**STAFF RECOMMENDATION:** Staff recommends approval of the transmittal of CPA 19-27, Port Salerno FLUM.

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## **EXECUTIVE SUMMARY**

The proposed amendment of the Future Land Use Map (FLUM) regarding the Port Salerno Community Redevelopment Area (CRA) will:

1. change the Residential Estate Density, Low Density Residential, Medium Density Residential, Mobile Home Density, High Density Residential, Commercial Office/Residential, Limited Commercial, and General Commercial future land use designations to CRA Center, CRA Neighborhood, and General Institutional future land use designations;
2. change the Recreational future land use designation on the Port Salerno Elementary School to General Institutional;
3. repeal the Port Salerno Mixed-Use future land use overlays;
4. retain the Marine Waterfront Commercial and Industrial future land use designations; and,
5. remove the Residential Estate Density future land use designation from 2 small islands in Manatee Creek owned by the State of Florida.

The Port Salerno CRA encompasses 861 acres. Approximately twenty-seven percent (27%) of those 861 acres is roadway, drainage ditches or railroad right-of-way (230 acres). About 19% (159 acres, including right-of-way) is now in the Mixed-Use Future Land Use Overlay.

The amendment will assign the CRA Center future land use designation to some 68 acres or about 8% of the CRA. The difference in acreage between the Mixed-Use Future Land Use Overlay and the CRA Center future land use designation is primarily the acreage within the Marine Waterfront Commercial future land use designation and right-of-way. The CRA Neighborhood future land use will be assigned to about 627 acres or 73% of the CRA. The remaining land area will be designated General Institutional (117 acres or 14%), Recreational (1.3% or 11 acres), Marine Waterfront Commercial (2% or 18.5 acres), and Industrial (2% or 20 acres) future land uses. The Residential Estate Density future land use is removed from two small islands in Manatee Creek owned by the State of Florida and no new future land use designation is assigned to them. (page 13).

## **BACKGROUND**

In December of 2017, the Board of County Commissioners adopted Resolution 17-12.3 to initiate amendments to the text of the Comprehensive Growth Management Plan “to strengthen Goals, Policies and Objectives that encourage in-fill development and redevelopment in the Community Redevelopment Areas.” In June of 2018, the Board of County Commissioners approved a contract with the Treasure Coast Regional Planning Council (TCRPC) to develop new Land Development Regulations for the Community Redevelopment Areas. In March of 2019, the Board of County Commissioners adopted Resolution 19-3.18, initiating the amendment of the Future Land Use Map for each of Martin County’s six CRAs.

The goal of this overall work program is to facilitate achievement of the vision in the Community Redevelopment Plans for socially and economically vibrant, environmentally-sustainable, compact, walkable communities, and realization of CGMP Goal 4.2 (“To alleviate the negative impacts of inadequate public facilities and services and substandard structures for affected areas in the County”) and 4.3. (“To provide opportunities for mixed residential and nonresidential uses, including Traditional Neighborhood Development”).

Martin County and TCRPC staff worked jointly to create a new Chapter in the Plan and revised LDRs for the CRAs. Chapter 18, Community Redevelopment Element, of the Comprehensive Growth Management Plan (CGMP) was adopted on September 10, 2019 and includes the CRA Center and CRA Neighborhood future land use designations. The amendment of the Future Land Use Map to designate the CRA Center and the CRA Neighborhood future land use designations is complete for the Jensen Beach, Rio, Old Palm City and Hobe Sound CRAs.

The Future Land Use Map for each CRA will be amended in these ways:

1. the CRA Center future land use designation will be assigned to the urbanized core of the CRAs and along certain corridors where mixed-use development patterns exist or are allowed;
2. the CRA Neighborhood future land use designation will be assigned to the areas that are outside the urbanized core and mixed-use corridors where residential uses predominate;
3. the Mixed-Use Future Land Use Overlays will be repealed;
4. the Marine Waterfront Commercial, Industrial, Recreational, Public Conservation and General Institutional future land use designations will be retained; and
5. the Recreational, Public Conservation and General Institutional future land use designations will be selectively assigned to new land areas.

The overall work program described above has been presented and discussed at 39 public forums. This public hearing regarding transmittal of CPA 19-27 to the state land planning agency (Florida Department of Economic Opportunity, Bureau of Community Planning and Growth) and other state and regional reviewing agencies follows the public meetings and public hearings identified below. Ninety-five (95) individuals have been interviewed by TCRPC and CRA staff, including 27 interviews with individuals with a particular interest in the Port Salerno CRA.

### ***CRA Neighborhood Advisory Committees***

January 2019 - Hobe Sound and Rio NACs

February 2019 - Golden Gate, Old Palm City and Port Salerno NACs

March 2019 - Jensen Beach NAC

May 2019 – Rio NAC

June 2019 – Jensen Beach NAC

July 2019 – Rio NAC

August 2019 – Old Palm City NAC

November 2019 – Old Palm City NAC

January and March 2020 – Hobe Sound NAC

February and June - Port Salerno NAC

### ***Community Redevelopment Agency***

November 21, 2018

December 17, 2018

January 28, 2019

February 25, 2019

May 28, 2019

June 17, 2019

September 23, 2019

November 25, 2019

April 27, 2020

June 22, 2020

***Local Planning Agency***

Jan. 17, 2019 workshop

Feb. 21, 2019 workshop

June 20, 2019 public hearing on CPA 18-10, CRA Text Amendments

July 18, 2019 public hearing on CPA 19-13, Jensen Beach FLUM and LDR

Oct. 3, 2019 public hearing on CPA 19-23, Rio FLUM and Rio LDR

Dec. 5, 2019 public hearing on CPA 19-24, Old Palm City CRA and Old Palm City LDR

April 2, 2020 CPA 19-25, Hobe Sound CRA, LDR and Zoning Atlas

***Board of County Commissioners***

Feb. 26, 2019 presentation

April 9, 2019 workshop

July 30, 2019 public hearing on CPA 18-10 and CPA 19-13, Jensen Beach

Aug. 27, 2019 public hearing on Jensen Beach LDRs

Sept. 10, 2019 public hearing on CPA 18-10, CRA Text Amendments

Sept. 24, 2019 public hearing on CPA 19-13, Jensen Beach FLUM, LDR, Zoning Atlas

Nov. 12, 2019 public hearing on CPA 19-23 Rio FLUM and Rio LDR

Dec. 17, 2019 public hearing on CPA 19-23 Rio FLUM, LDR and Zoning Atlas and CPA 19-24, Old Palm City FLUM and LDR

Feb. 21, 2020 public hearing on CPA 19-24 Old Palm City FLUM

April 21, 2020 public hearing on Old Palm City LDR, Zoning Atlas

May 5, 2020 public hearing on CPA 19-26, Hobe Sound FLUM, Zoning Atlas and LDR

June 16, 2020 public hearing on CPA 19-26, Hobe Sound FLUM, Zoning Atlas and LDR

**1. PROJECT/SITE SUMMARY**

**1.1. Physical/Site Summary**

The Port Salerno CRA is an historic waterfront community, located in eastern Martin County, proximate to where the St Lucie river, the Indian River Lagoon and the Atlantic Ocean meet. See Figure 1. It is home to the last commercial fishing dock in Martin County.

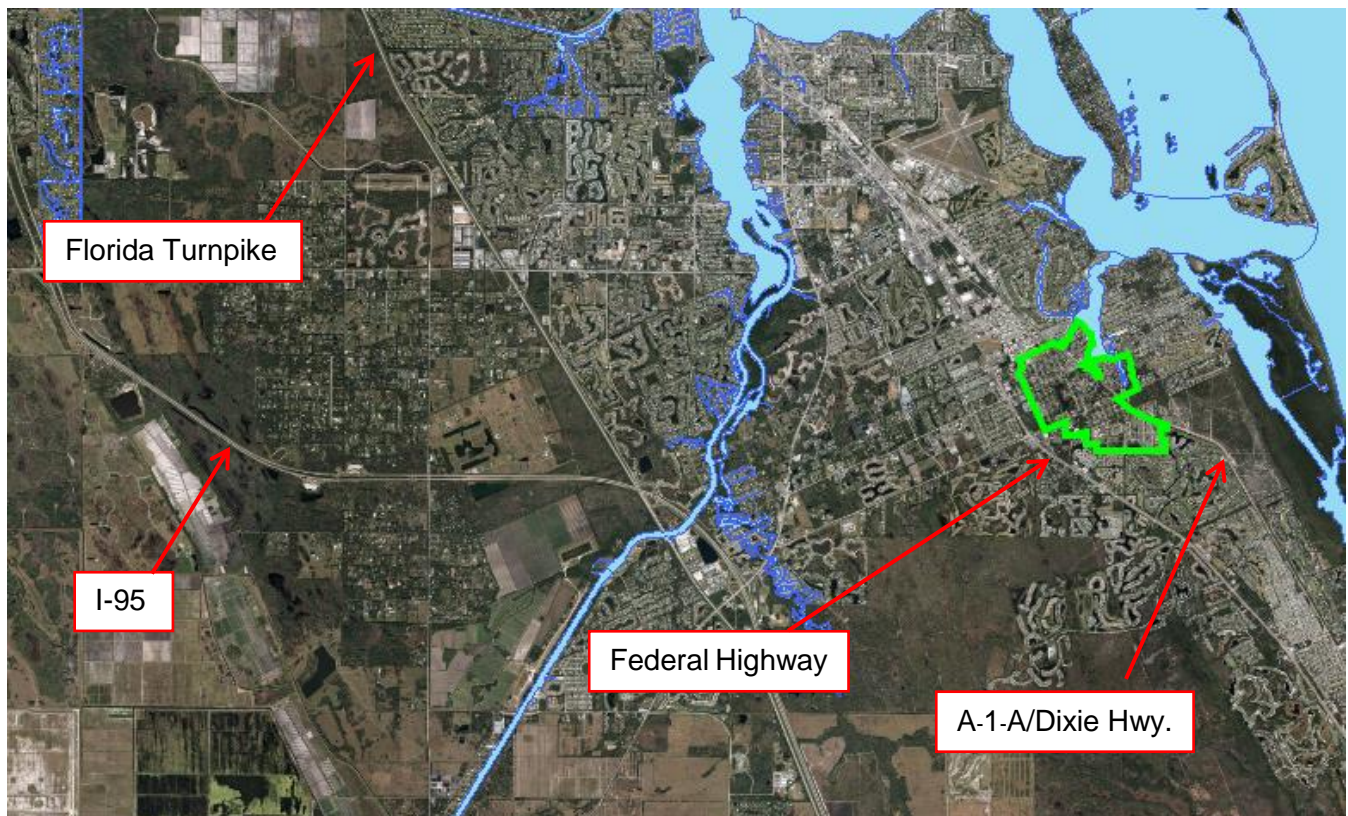
The Port Salerno Plat was first recorded in 1912; New Monrovia was first platted in 1914, and the Dixie Park Additions were recorded in 1925. The Manatee Bay Plat was recorded in 1952. The newest subdivisions of land occurred when Murray Cove was recorded in 2004 and the Port Salerno Industrial Park in 2006. The Port Salerno CRA contains approximately 861 acres. See Figure 2.

## 1.2. Major Roadways

The FEC Railroad right-of-way and A-1-A/Dixie Highway form major spines of the Port Salerno CRA. Roadway and railroad right-of-way occupy approximately 230 acres in the Port Salerno CRA.

Cove Road is functionally classified as a Major Arterial, from A1A/Dixie Highway to US 1. Major Arterial is the same functional classification as Federal Highway. Salerno Road is functionally classified as a Minor Arterial. Jack Avenue, Ebbtide Avenue (between Cove and Salerno Roads), Horseshoe Point Road, Anchor Avenue, Commerce Avenue, and Cove Road, east of Dixie Highway, are major collectors. All other roadways in the Port Salerno CRA are local or residential streets. See Figure 3.

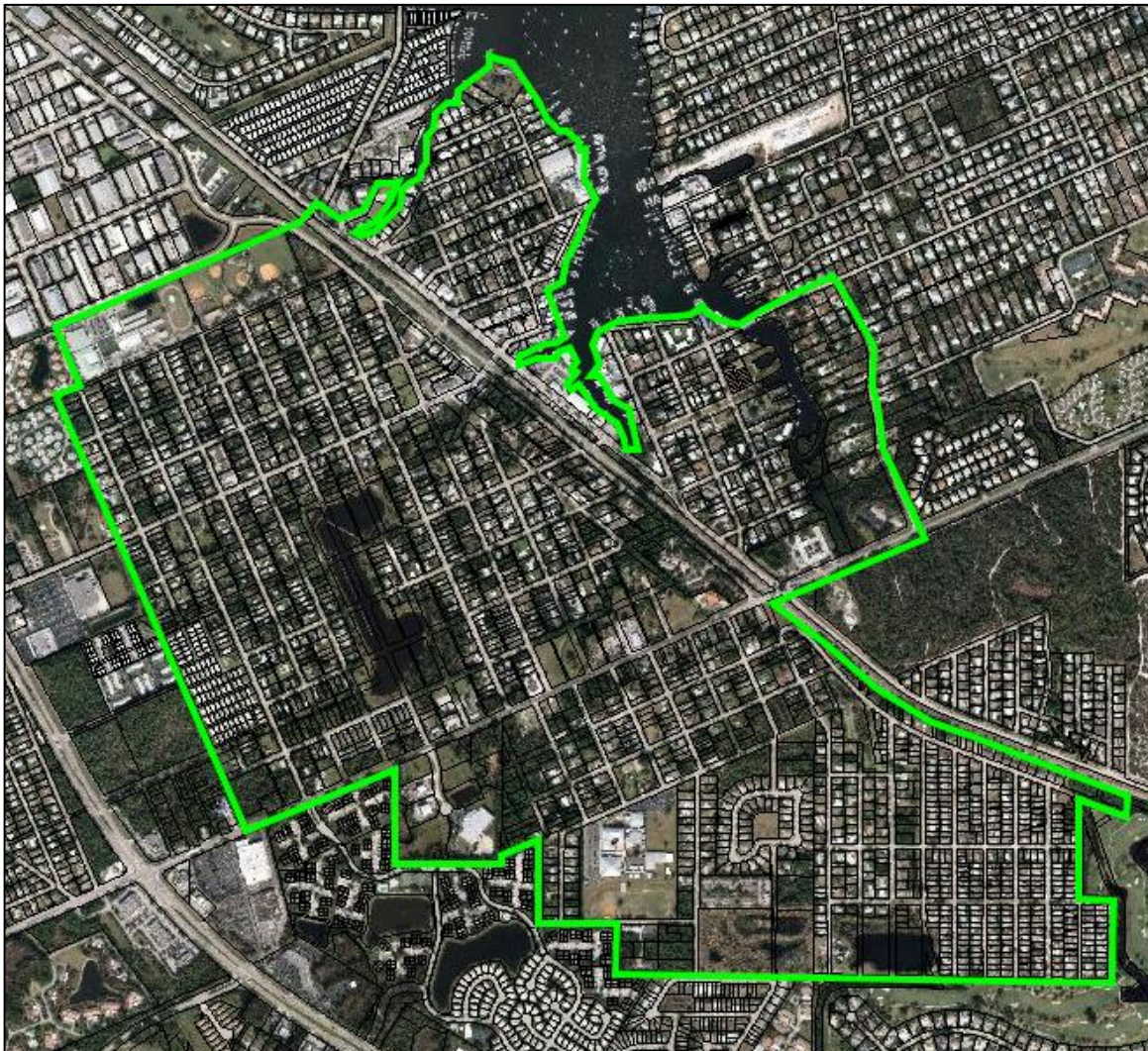
Figure 1. Location Map – Port Salerno CRA



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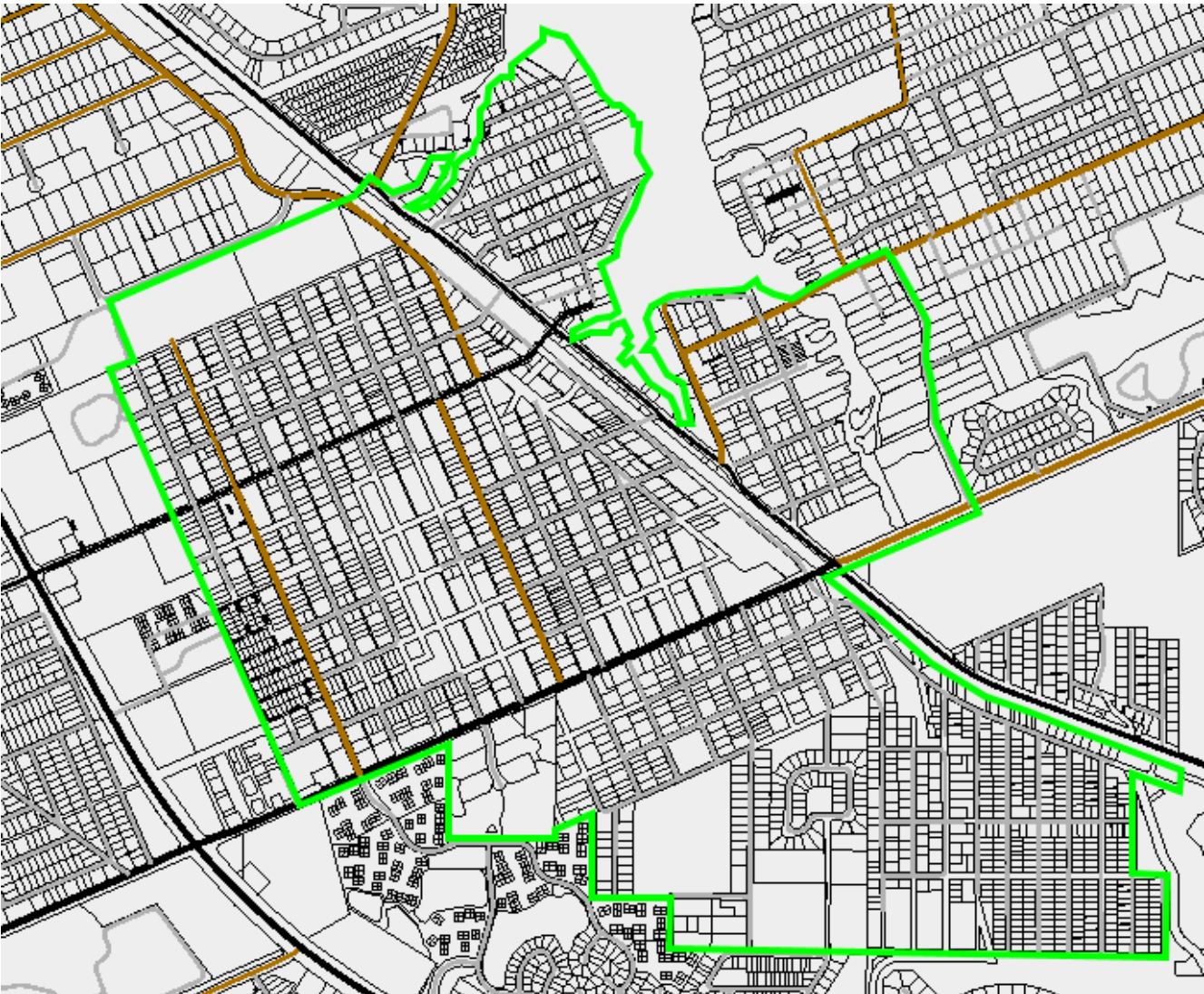
Figure 2. Subject Land Area



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Figure 3. Functional Classification of Roadway Network



**Legend**



Minor Collector



Major Collector



Minor Arterial



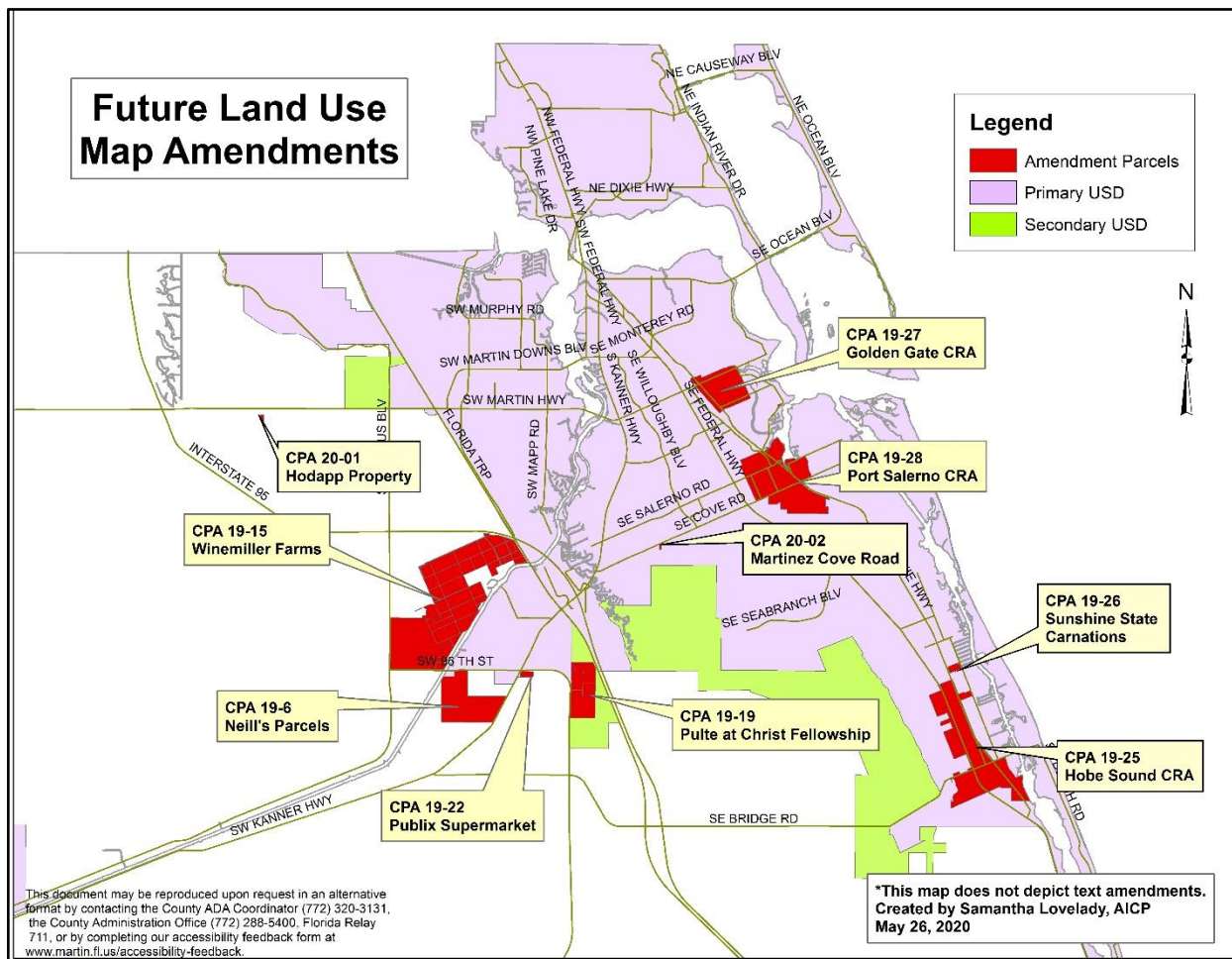
Major Arterial

### 1.3 Current Amendment Requests

Nine additional requests to amend the Future Land Use Map (FLUM) are pending. The locations of the land that is the subject of these amendments are shown in Figure 3.

- a. **CPA 19-06, Neill Parcels**, is a request to amend the FLUM on 499 acres located south of SW 96<sup>th</sup> Street and between SW Kanner Highway (SR76) and the St. Lucie Canal. In its April 9, 2020 revised submission, the applicant proposes these changes. Agricultural future land use from 249 acres to 6 acres; Industrial future land use from 175.4 acres to 474 acres; and Marine Waterfront Commercial from 75 acres to 20 acres.
- b. **CPA 19-15, Winemiller**, is a request to change the future land use designation on 1,909 acres from Agricultural Ranchette to AgriNeighborhood Community. The property is located west of the Okeechobee Waterway (also known as the St. Lucie Canal) and the Florida Turnpike, east of SW Citrus Blvd, south of I-95, and north of SW 96<sup>th</sup> Street.
- c. **CPA 19-19, Pulte at Christ Fellowship Church**, is a request to amend from Rural Density (1/2 unit per acre) to Residential Estate Density (one unit per acre) on 321 acres located on Pratt Whitney Road.
- d. **CPA 19-22, Publix Supermarket**, is a request to amend the FLUM on approximately 6 acres from Agricultural to General Commercial near the intersection of SW Pratt-Whitney Road and SW Kanner Highway. Adopted May 5, 2020 and in effect.
- e. **CPA 19-25, Hobe Sound**, is regarding the 1,024 acres within the Hobe Sound CRA. The amendment of the FLUM will be accompanied by revised Land Development Regulations and the amendment of the Zoning Atlas. This amendment was adopted on June 19, 2020, but is not yet in effect.
- f. **CPA 19-26, Sunshine State Carnations**, is a request to amend the FLUM from Residential Estate Density (two dwelling units per acre) to Low Density Residential (5 dwelling units per acre) on 19.5 acres located between SE Gomez Ave. and the FEC railroad, 650 feet north of SE Dharlys Street.
- g. **CPA 19-27, Golden Gate**, is regarding the 379 acres within the Golden Gate CRA. The amendment of the FLUM will be accompanied by revised Land Development Regulations and amendments to the zoning atlas.
- h. **CPA 20-01, Hodapp Property**, is a small-scale request to change the future land use designation on 5-acres from Mobile Home to Agricultural Ranchette.
- i. **CPA 20-02, Martinez Cove Road**, is a small-scale request to change the future land use designation from Rural Density to Residential Estate Density, 2 units per acre, on 2.38 acres.

**Figure 3. Pending Requests to Amend the Future Land Use Map**



#### 1.4. Past Requests to Amend the Future Land Use Map in the Vicinity

Since adoption of the Comprehensive Growth Management Plan in 1982, the FLUM has been amended eight times involving 18 acres in or near the Port Salerno CRA, the locations of which are shown on Figure 4.

- CPA 99-07**, Port Salerno Post Office, changed the future land use designation from Medium Density Residential to Limited Commercial on 1.8 acres located on SE Salerno Road.
- CPA 01-08**, Bate, changed the future land use from Commercial Office/Residential to Commercial Waterfront on 0.41 acres at SE Manatee Lane and SE Dixie Highway.
- CPA 05-07**, Vara Group, changed the future land use designation from Mobile Home Density to Medium Density Residential on 2.62 acres on SE Lee Street.
- CPA 06-11**, Woods Family Partnership (AKA Toyota of Stuart), changed the future land use designation from Commercial Office/Residential to General Commercial on 5.55 acres

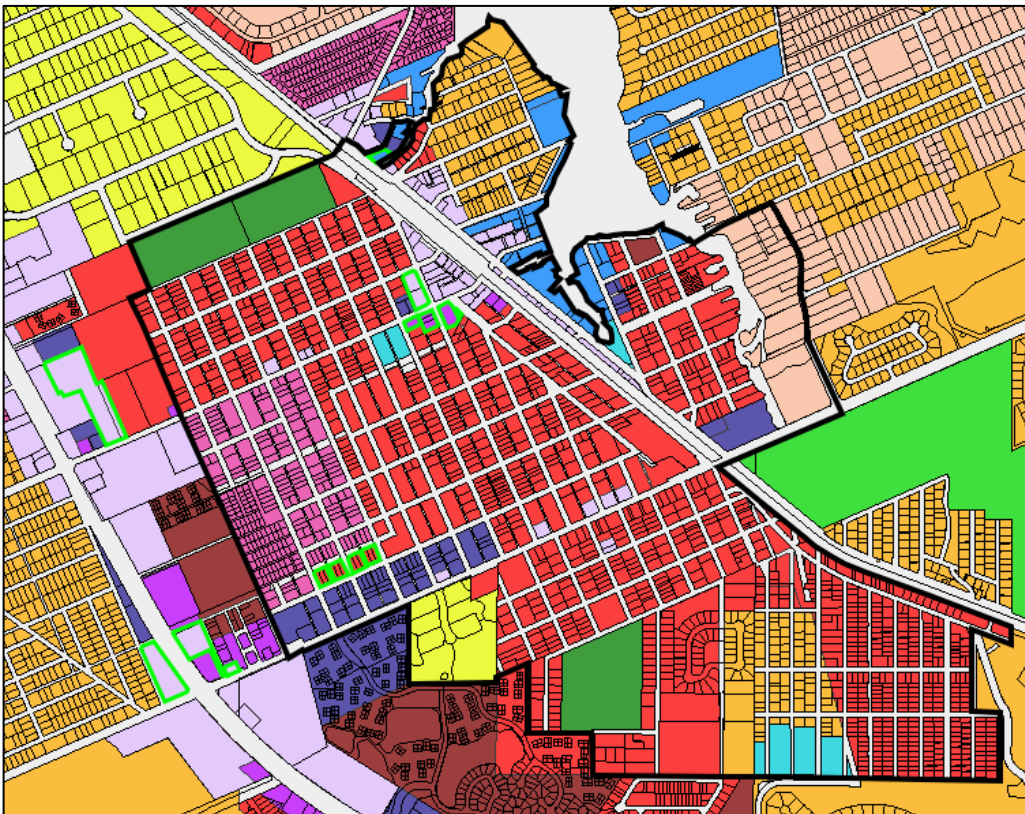


and from Medium Density to General Commercial on 0.97 acres, northeast of the intersection of Federal Hwy. and Salerno Road.

- e. **CPA 16-05**, DeMartini, changed the future land use designation from Limited Commercial to General Commercial on 2.27 acres on Federal Hwy. just north of SE Cove Road.
- f. **CPA 16-06**, Seacoast, changed the future land use from Limited Commercial to General Commercial on 0.33 acres on SE Cove Road, just east of the intersection with Federal Highway.
- g. **CPA 17-05**, Circle K, changed the future land use from Limited Commercial to General Commercial on 2.92 acres northwest of the intersection of Federal Hwy. and Cove Road.
- h. **CPA 19-1**, Charmer Properties, changed the future land use from Medium Density Residential to General Commercial on 1.3 acres on Commerce Ave., between Salerno and Seaward.

Additionally, in 2003, the Port Salerno Mixed-Use Future Land Use Overlay (MUFLUO) was established. The MUFLUO allows mixed-use development or development that is consistent with the future land use designation. Subsequently, CPA 11-4 modified the boundaries of the Port Salerno MUFLUO to exclude 3.24 acres of railroad right-of-way, 11.2 acres of Low Density Residential, and 2.3 acres with Institutional, while adding to the MUFLUO 4.4 acres of Commercial Waterfront, 1 acre of Commercial Office/Residential and 5 acres of Medium Density, to create the boundaries of the MUFLUO as they currently exist. See Figure 6.

Figure 4. Prior Amendments of the Future Land Use Map

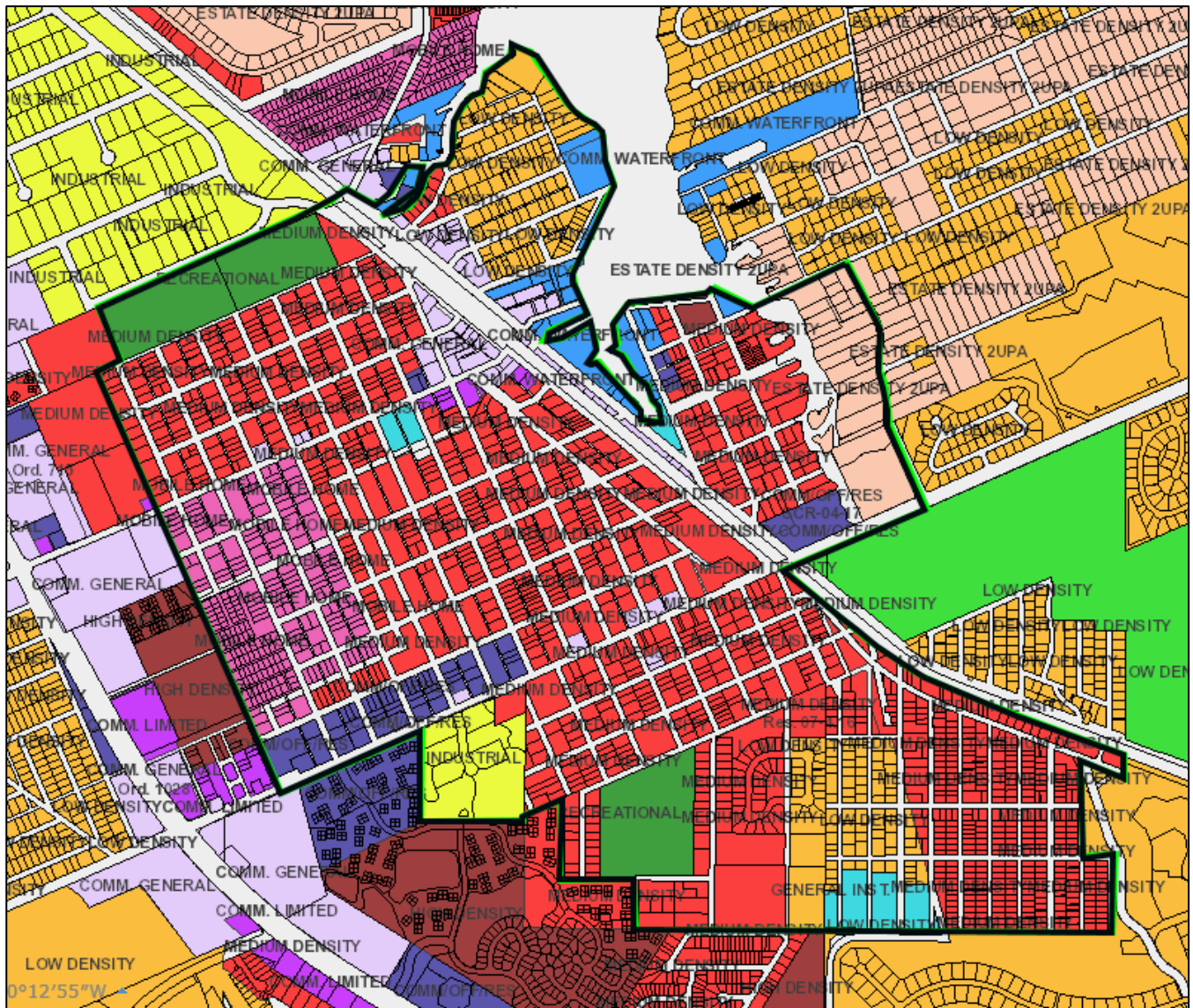




## 1.5. Adjacent Future Land Use Designations

A variety of future land use designations surround the Port Salerno CRA including High Density Residential, Medium Density Residential, Low Density Residential, Residential Estate Density, General Commercial, Limited Commercial, Commercial Office/Residential, Industrial and Public Conservation. See Figure 5.

Figure 5. Future Land Use Map





### Future Land Use Map Legend




 Estate Density Res.	 Low Density Res.	 Medium Density Res.	 High Density Res.
 Mobile Home Density	 General Commercial	 Limited Commercial	 Commercial Office/Res.
 General Institutional	 Recreational	 Public Conservation	
 Industrial	 Marine Waterfront Commercial		

Figure 6. Port Salerno Mixed-Use Future Land Use Overlays

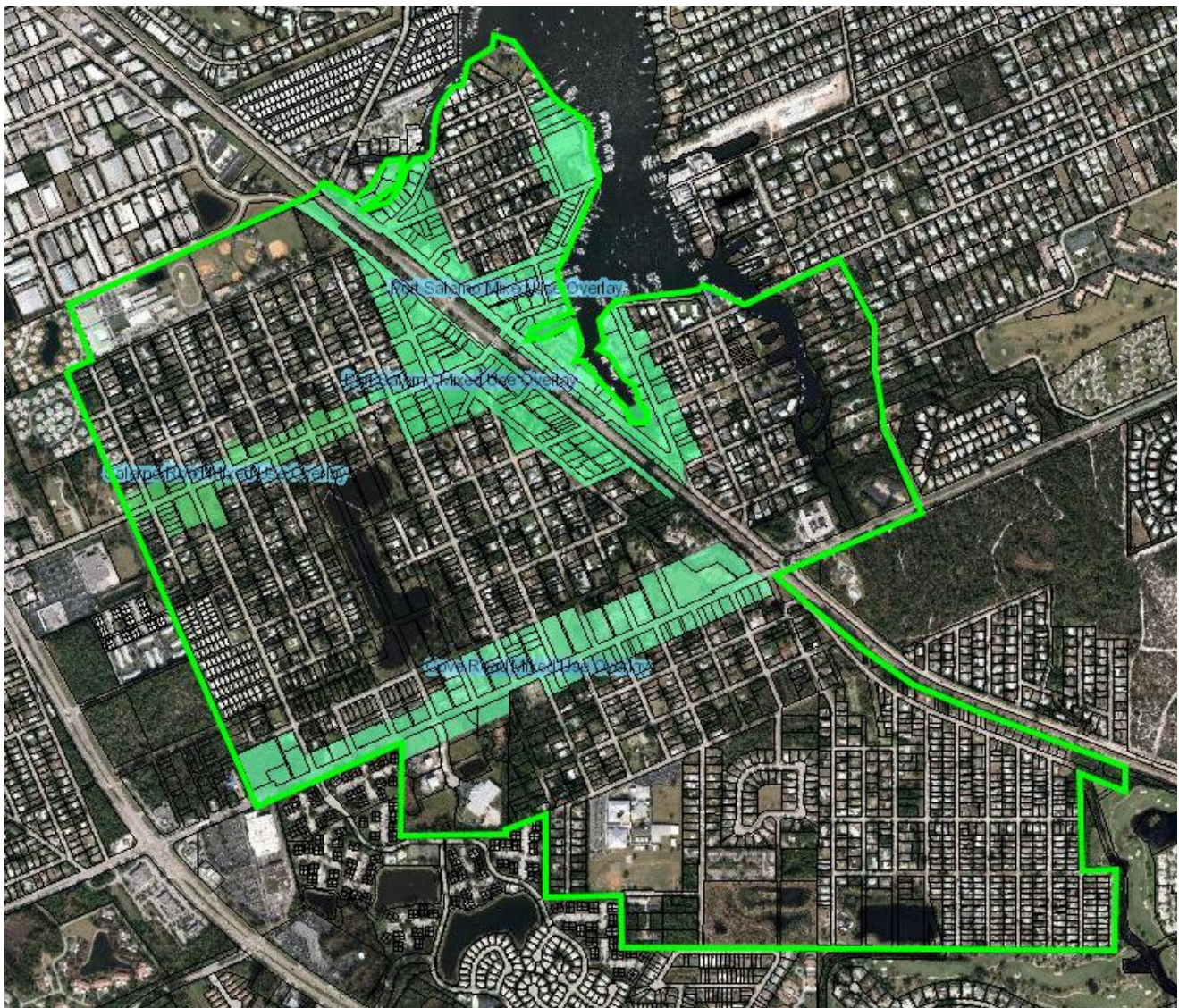
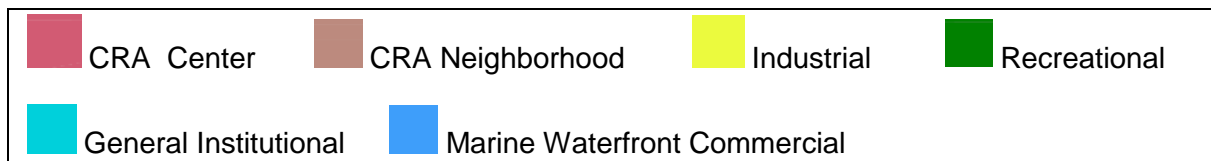
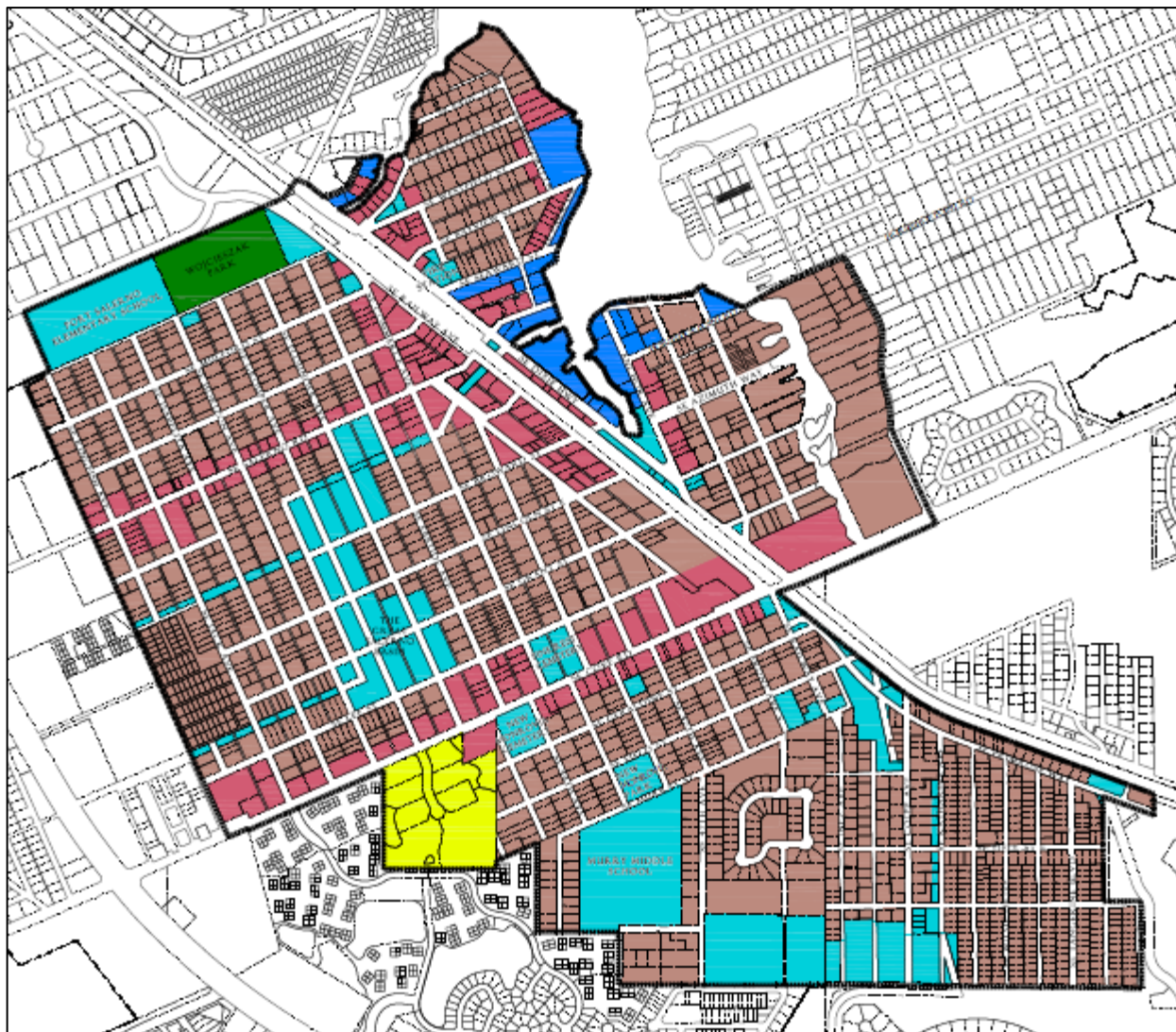




Figure 7. Proposed Future Land Use Map (6/24/2020)



## **1.6. Adjacent Current Land Uses**

A diversity of current land uses surrounds the Port Salerno CRA.

EAST: Manatee Pocket and the Rocky Point residential area lies east of the Port Salerno CRA. South of Cove Road is Seabrook Preserve State Park

WEST: To the west are multifamily residential complexes and vacant land with the High Density Residential and various commercial future land use designations.

NORTH: To the north, west of Dixie Highway are various industrial enterprises. To the north, east of Dixie Highway is a small area with a mixture of commercial and residential uses, followed by the Hidden Harbor condominium mobile home park.

SOUTH: To the south is a mixture of residential uses, including Mariner Sands, Emerald Lakes, and several other multifamily complexes.

## **1.7. Environmental Considerations**

### ***1.7.1. Wetlands, soils and hydrology***

Wetlands. The County's wetlands composite map is a predictive tool based on satellite wetland mapping, presence of hydric soils, and inclusion on the National Wetlands Inventory. The more indications present, the more likely a wetland is present. More than one wetland indicator is present near the western boundary of the CRA in the vicinity of Manatee Cove road and on both sides of Inez Avenue, in the south. See Figure 8.

Flood Hazards. FEMA's Flood Insurance Rate Map indicates the land area along the Manatee Pocket and along the creeks is located in special flood hazard areas. The special flood hazard area depicted by the Flood Insurance Rate Map appears to correlate with the County's wetland composite indicator map. Most of the CRA is located outside of a special flood hazard area. See Figure 9.

Soils. Soil maps provided by the SFWMD indicate that Pomello Sands, 0-5% slope, Waveland and Immokalee Fine Sand, and Jonathan Sand, with a 0 to 5% slope, are the predominate soil types. The USDA's Soil Survey for Martin County describes soils of the Waveland series as poorly drained, very slowly to moderately slowly permeable soils. A water table is within a depth of 10 inches for one to four months and within a depth of 40 inches in six or more months most years. Jonathan series are moderately well drained, slowly to very slowly permeable soils. Pomello series are also deep, moderately well drained, moderately rapidly permeable soils. The water table is at 24 to 40 inches for 2 to 4 months during the wet season and at a depth of 40 to 60 inches during the drier seasons. See Figure 10.



Figure 8. Wetlands Composite Indicator Map

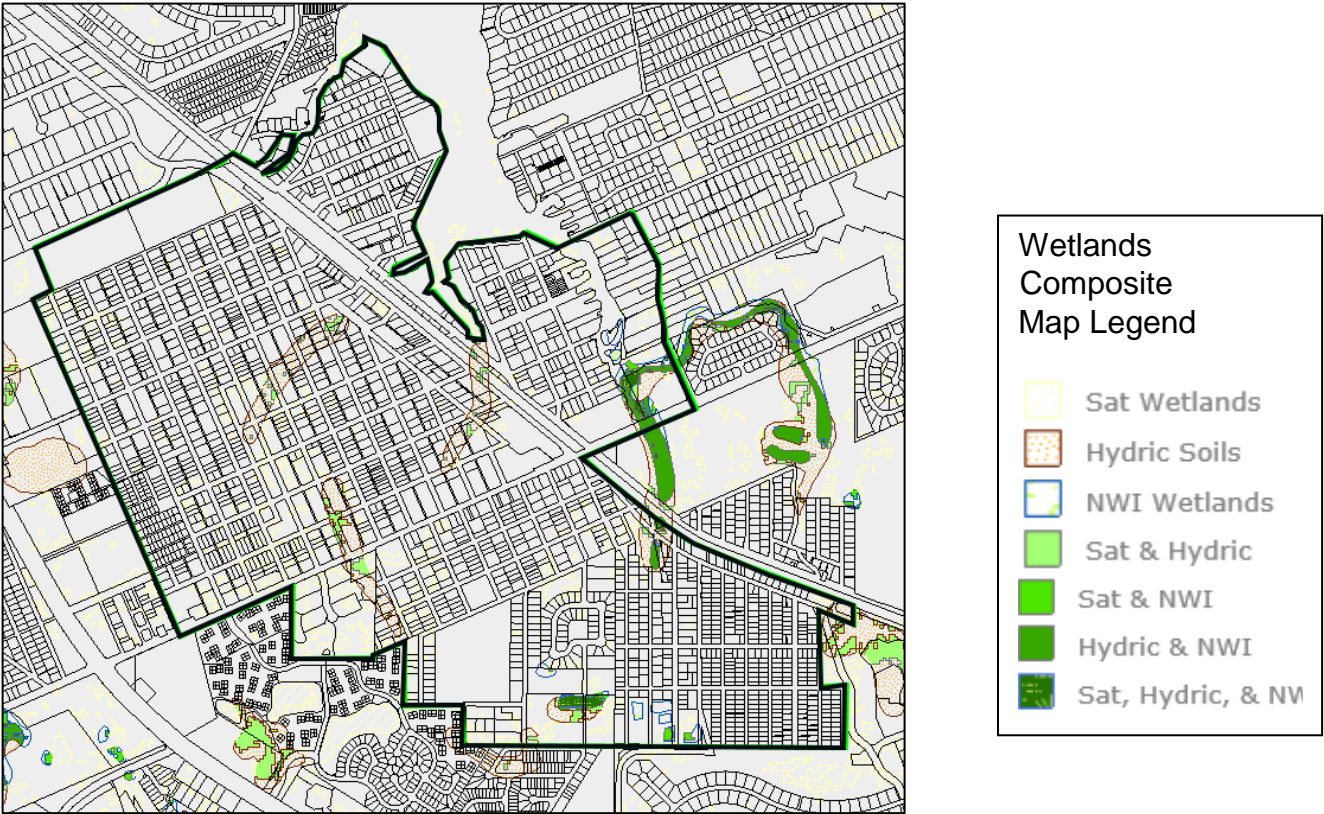


Figure 10. Flood Insurance Rate Map



Figure 10. SFWMD Soil Map

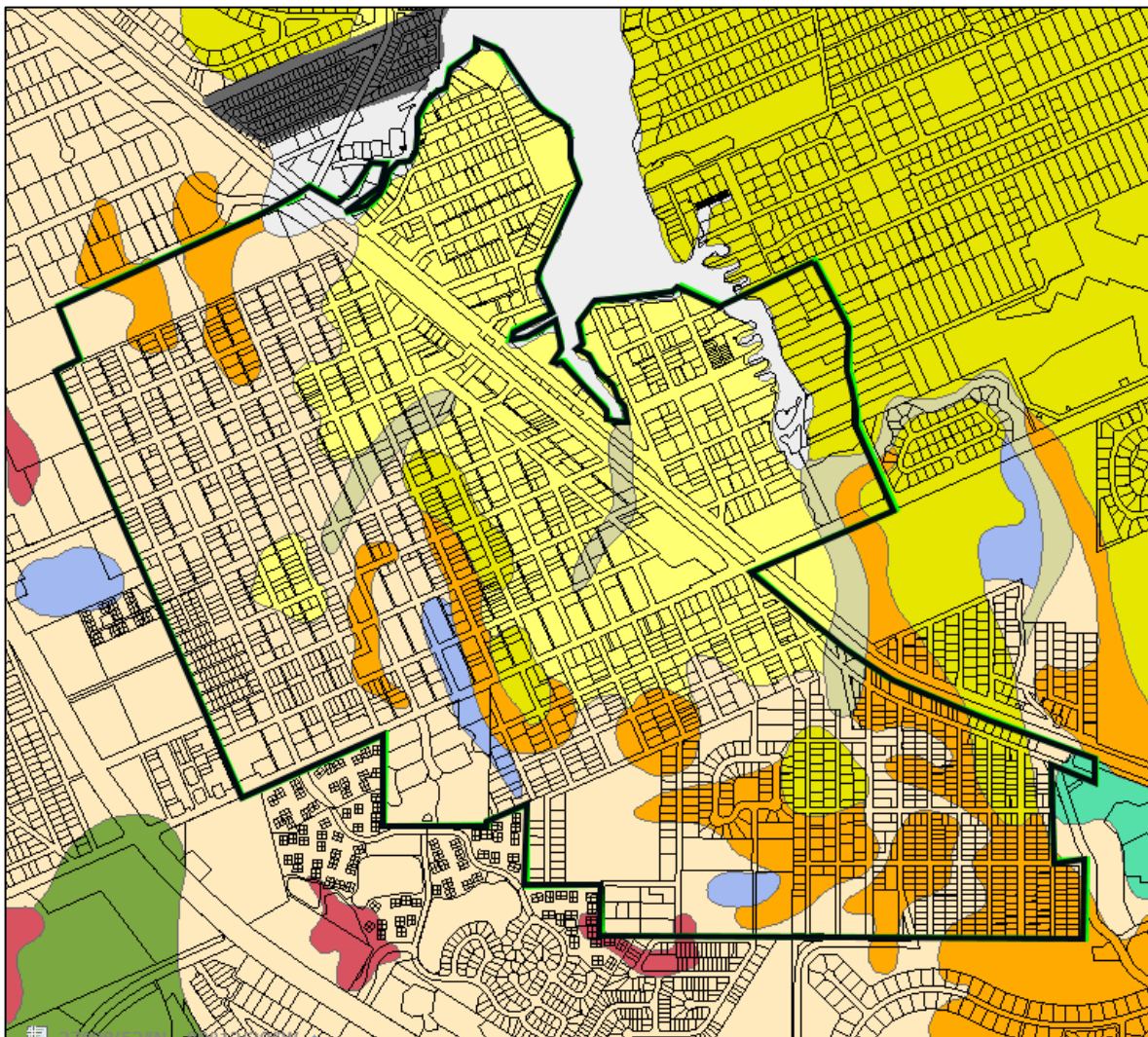


Figure 9 Legend

 Paola and St. Lucie Sand, 0-8% slopes	 Jonathan Sand, 0-5% slopes
 Pomello Sand, 0-5% slopes	 Waveland and Immokalee Fine Sand
 Waveland and Lawnwood Fine Sand, Depressional	 Bessie Muck
 Placid and Basinger Fine Sand Depressional	 Samsula Muck

### **1.7.2. Wellfield protection**

The map prepared by the Martin County Utilities and Solid Waste Department shows no Zone 1 or Zone 2 of Wellfield Protection Zones in or near the Port Salerno CRA.

## **2. ANALYSIS**

### **2.1. Criteria for a Future Land Use Amendment**

Section 1.11.C.(1) requires County staff to assume that the current FLUM, as amended, “is generally an accurate representation of the intent of the Board of County Commissioners, and thus the community, for the future of Martin County.” Staff can recommend approval of a requested change only if it is consistent with all other elements of the Comprehensive Plan and at least one of four criteria has been demonstrated by the Applicant. The four criteria are:

- “(a) Past changes in land use designations in the general area make the proposed use logical and consistent with these uses and adequate public services are available”*
- “(b) Growth in the area, in terms of development of vacant land, redevelopment and availability of public services, has altered the character of the area such that the proposed request is now reasonable and consistent with area land characteristics.*
- “(c) The proposed change would correct what would otherwise appear to be an inappropriately assigned land use designation; or,*
- “(d) The proposed change would correct a public service need that enhances the health, safety or general welfare of County residents.”*

This amendment of the FLUM will incrementally but not substantially change the permitted uses and maximum intensity of development permitted. Additionally, the regulatory framework is modified to simplify interpretation and implementation for property owners, investors and County staff and provide greater flexibility regarding permitted uses.

The proposed amendment of the Future Land Use Map is proposed along with these other changes:

1. Amendment of the CGMP to create Chapter 18, Community Redevelopment Element, including the creation of the CRA Center and CRA Neighborhood future land use designations.
2. Amendment of the Martin County Land Development Regulations to create Article 12, the Redevelopment Code, including new redevelopment zoning districts and subdistricts, a regulating plan, and building and frontage types.

3. Amendment of the Future Land Use Map and Zoning Atlas to apply the CRA Center and CRA Neighborhood future land use designations and the new redevelopment zoning districts and sub-districts.

The goal is to facilitate achievement of the vision for the CRAs of economically and socially vibrant, environmentally-sustainable, compact, walkable communities as represented in the Community Redevelopment Plans and realization of CGMP Goal 18.1 ("To alleviate the negative impacts of inadequate public facilities and services and substandard structures for affected areas in the County.") and 18.2 ("To facilitate the revitalization, restoration and strengthening of the CRA town centers and neighborhoods by establishing future land use designations that allow and encourage a compact, walkable, small-town urban form.")

Therefore, staff finds that criteria (a) and (b) are met. Criterion (c) is not met because the current future land use designations and mixed-use overlays are not "inappropriate." Criterion (d) is not satisfied because a specific public service is not provided.

## **2.2. Urban Sprawl**

Florida Statute 163.3177(6)(a)9.a. requires any amendment to the future land use element to discourage the proliferation of urban sprawl and provides thirteen indicators to judge whether or not it does so. Urban sprawl is defined as a development pattern characterized by low density, automobile dependent development with either a single use or multiple uses that are not functionally related, requiring the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses.

Florida Statute provides an additional eight criteria, of which four must be met, to judge whether an amendment can be determined to discourage the proliferation of urban sprawl. An evaluation of the thirteen indicators for urban sprawl and a determination on the eight criteria for this future land use request follows:

- (I) *Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.*

No. The CRA Center future land use designation encourages a mix of residential and commercial uses within walking distance of each other and the CRA Neighborhood future land use permits a variety of housing types. The CRA Center future land use designation permits residential, commercial or mixed-use development. It makes it easier to accomplish 15 dwelling units per acre, the highest residential density permitted in Martin County and previously limited to mixed-use projects. Designation of the CRA Neighborhood future land use increases the maximum residential density from 8 units per acre to 10 units per acre on the land area with the Medium Density Residential future land use. The amendment discourages the proliferation of urban sprawl.

- (II) *Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.*



No. The subject land area is not rural. Much of the subject area was platted into residential lots in the 1920s. It is an area identified by the County twenty years ago as suitable for infill development and redevelopment. The amendment discourages the proliferation of urban sprawl.

- (III) *Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.*

No. This amendment of the Future Land Use Map encourages infill development and redevelopment in an area with a well-connected street grid. The affected land area is within walking distance of elementary and middle schools. Higher education is available just one mile away at the Chastain campus of Indian River State College. The proposed amendment does not promote, allow, or designate urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments. The amendment discourages the proliferation of urban sprawl.

- (IV) *Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.*

No. The Port Salerno area was among Martin County's first areas to be urbanized. The subdivision plats were recorded in the 1920s. The shoreline is mostly hardened and water quality in the Manatee Pocket is degraded. Nonetheless, the County's shoreline, mangrove and wetland protection policies remain in effect as do the County's native upland habitat and open space policies for the CRAs. Redevelopment in areas paved over decades ago, before stormwater quality and shoreline protection rules were in effect, provides the opportunity to improve the quality of stormwater entering Manatee Pocket. Additionally, the modest increases in allowable density and intensity are intended in part to help protect Martin County's urban growth boundary. The amendment discourages the proliferation of urban sprawl.

- (V) *Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.*

No. There are no active or passive agricultural or silvicultural areas or activities impacted by this amendment. The amendment discourages the proliferation of urban sprawl.

- (VI) *Fails to maximize use of existing public facilities and services.*

No. The amendment seeks to encourage infill development and redevelopment where the full array of urban services and facilities is available or intended to be provided. All of the land area is located within Martin County's Primary Urban Services District. The land area is within walking distance of an elementary and a middle school. A well connected street grids already exists. The amendment seeks to maximize use of

existing public facilities and services. The amendment discourages the proliferation of urban sprawl.

(VII) *Fails to maximize use of future public facilities and services.*

No. The amendment seeks to encourage infill development and redevelopment where urban services are provided or intended to be provided. All of the land area is located within Martin County's Primary Urban Services District. The amendment seeks to facilitate a compact, walkable, small town urban form which will maximize the use of future public facilities and services through modest increases in the permitted densities and intensities of development, thereby reducing the per capita cost of providing those facilities and services. The amendment discourages the proliferation of urban sprawl.

(VIII) *Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.*

No. The amendment is designed to encourage a compact, walkable small town urban form. The modest increases in permitted density and intensity are expected to result in lower per capita costs of providing and maintaining public facilities and services. Each mile of roadway, water line, wastewater line, stormwater line will serve more households or businesses. Therefore, provision of these public facilities and services can be expected to be cost-efficient. The amendment discourages the proliferation of urban sprawl.

(IX) *Fails to provide a clear separation between rural and urban uses.*

No. The land is in Martin County's Primary Urban Service District in an area that was amongst the earliest to be urbanized. The subject land area is also surrounded by urbanized land, with the exception of a clear delineation between urbanized land and conserved natural resources represented by the nearby Seabrook Preserve State Park. The amendment discourages the proliferation of urban sprawl.

(X) *Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.*

No. The essential purpose of the proposed amendment is to facilitate infill development and redevelopment by providing increased flexibility in uses and incremental increases in permitted residential density and non-residential intensity. The amendment discourages the proliferation of urban sprawl.

(XI) *Fails to encourage a functional mix of uses.*

No. The CRA Center future land use designation allows a full range of commercial, residential and institutional uses within walking distance of many residents. The CRA Neighborhood allows a mix of dwelling types. An elementary school and a middle

school are within walking distance of the residential neighborhoods. The amendment discourages the proliferation of urban sprawl.

*(XII) Results in poor accessibility among linked or related land uses.*

No. The proposed amendment, along with the companion form-based codes that are proposed to be adopted concurrently, encourage a highly-connected compact, urban form. As just one example, as previously explained, an elementary school, middle school and state college are within easy walking or cycling of the residential neighborhoods in the Port Salerno CRA. Federal Highway is just one-half mile to the west and functions as a transit corridor, connecting to St. Lucie and Palm Beach Counties and many destinations in between. The amendment discourages the proliferation of urban sprawl.

*(XIII) Results in the loss of significant amounts of functional open space.*

No. No functional open space will be lost as a result of the amendment. The Comprehensive Plan policies and the Land Development Regulations that accompany this amendment encourage the creation of additional public open space and to improve the quality of the public realm. The amendment discourages the proliferation of urban sprawl.

In summary, this proposed amendment of the Future Land Use Map meets 13 of the 13 indicators. It discourages the proliferation of urban sprawl.

### **2.2.1. Proliferation of Urban Sprawl**

In order for the application to be determined to discourage the proliferation of urban sprawl, the amendment must incorporate development patterns or urban forms that achieve four or more of the following:

*(I) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.*

Yes. The amendment seeks to encourage infill development and redevelopment in a previously urbanized section of Martin County. The County's shoreline, mangrove and wetland protection policies remain in effect as do the County's native upland habitat and open space policies for the CRAs remain. Redevelopment presents the opportunity to improve detention, retention and treatment of stormwater. The amendment discourages the proliferation of urban sprawl.

*(II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.*

Yes. The amendment seeks to encourage infill development and redevelopment in an urbanized section of Martin County. The amendment encourages a compact, walkable,

mixed-use small town pattern and therefore provision of public facilities and services can be expected to be cost-efficient. The amendment discourages the proliferation of urban sprawl.

- (III) *Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.*

Yes. This is the essential purpose of the amendment. The amendment seeks to facilitate the vision for the Port Salerno CRA by encouraging compact, walkable, mixed-use development patterns and a range of housing types. Additionally, one-half mile from the western edge of the Port Salerno CRA is Federal Highway. Federal Highway in Martin County is an important local transit corridor connecting to employment and shopping opportunities to the south and to the north. The amendment discourages the proliferation of urban sprawl.

- (IV) *Promotes conservation of water and energy.*

Yes. To the extent that a compact small town urban form contributes to conservation of water and energy, by encouraging some smaller dwellings with smaller private yards, shorter vehicle trips, and accommodation of pedestrians and bicyclists and access to transit, the amendment discourages the proliferation of urban sprawl.

- (V) *Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.*

Yes. This amendment proposes no urbanization of any agricultural area. It encourages infill development and redevelopment in an existing urbanized area and may therefore indirectly reduce urbanization pressures on agricultural lands. The amendment discourages the proliferation of urban sprawl.

- (VI) *Preserves open space and natural lands and provides for public open space and recreation needs.*

Yes. Urbanization of the land area that is subject of this amendment began a century ago. There is little public open space or natural areas to be preserved. Nonetheless, pursuant to Comprehensive Growth Management Plan policies enacted by a companion amendment (CPA 18-10, CRA Text Amendments), the Port Salerno CRA is required to adopt an open space plan and allows development to meet the minimum open space requirements by contributing land or funds for public open space. The dual use of stormwater treatment areas for passive recreational opportunities will also be pursued. Finally, Martin County's requirements for preservation of native upland habitat remain in place. The amendment discourages the proliferation of urban sprawl.

- (VII) *Creates a balance of land uses based upon demands of residential population for the nonresidential needs of an area.*



Yes. A mix of commercial, civic and educational uses are permitted within walking distance of residential neighborhoods. The amendment discourages the proliferation of urban sprawl.

*(VIII) Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.*

Yes. The amendment incrementally increases the maximum permitted residential density in a large part of the land area. Incremental increases in the permitted intensity of development is also allowed. Additionally, in recognizing the benefits of mixed-use development patterns (a mix of compatible uses within walking distance of each other) and not limiting incentives to mixed-use projects (planned and approved as a single project), this amendment will help remediate an existing development pattern in which urbanized land remains vacant. The amendment discourages the proliferation of urban sprawl.

In conclusion, this amendment achieves 8 of the 8 “discouragement of the proliferation of urban sprawl” criteria. It discourages urban sprawl.

### **2.3 Land Use Compatibility**

The proposed CRA Center and CRA Neighborhood future land use designations for the Port Salerno are compatible with the future land use designations in the surrounding area.

The amendment of the FLUM does not substantially change the uses or the intensity of development that are permitted. The intent of the amendment is to modify the regulatory framework to simplify interpretation and implementation for property owners, developers and County staff, provide greater flexibility regarding permitted uses, and incrementally increase the permitted density and intensity of development. The intent is to realize the longstanding vision for the Port Salerno CRA as represented in the Redevelopment Plans adopted in 2000 and revised in 2009 more efficiently and effectively. The proposed CRA Center and CRA Neighborhood future land use designations should have no negative impact on nearby land uses. Nor should these nearby land uses negatively impact the CRA Center or CRA Neighborhood future land use designations.

### **2.4 Consistency with the Comprehensive Growth Management Plan**

As discussed in Section 2.1, the impetus for the proposed amendment is to realize CGMP Goal 18.1 and Goal 18.2:

“To alleviate the negative impacts of inadequate public facilities and services and substandard structures for affected areas in the County.”

“To facilitate the revitalization, restoration and strengthening of the CRA town centers and neighborhoods by establishing future land use designations that allow and encourage a compact, walkable, small town urban form.”

The CRA Center future land use designation is intended for “the urbanized core of the CRAs.” (CGMP Objective 18.2A.) The CRA Center future land use designation recognizes and encourages both mixed-use patterns as well as mixed-use projects. (CGMP Policy 18.2A.2.) Realization of the vision for compact, walkable, vibrant mixed-use communities does not require each project to be a mixed-use project (a mix of residential and commercial uses planned and approved as one project). The CRA Neighborhood future land use designation is intended to maintain and upgrade the quality of the residential neighborhoods in the CRAs and to attain or maintain a small town urban form with well-connected, walkable streets, public open spaces and recreational facilities and buildings whose form and proportion are consistent with existing development. (CGMP Policy 18.2C.1)

The proposed amendment also advances realization of these Comp Plan land use goals:

- Goal 4.1. “To manage growth and development in a way that is fiscally efficient, consistent with the capabilities of the natural and manmade systems, and maintains quality-of-life standards acceptable to Martin County's citizens.”
- Goal 4.7. “To regulate urban sprawl by directing growth in a timely and efficient manner to areas with urban public facilities and services, where they are programmed to be available, at the levels of service adopted in this Plan.”
- Goal 4.8. “To encourage energy conservation and promote energy-efficient land use and development that implements sustainable development and green building principles.”
- Goal 4.9. “To provide for appropriate and adequate lands for residential land uses to meet the housing needs of the anticipated population and provide residents with a variety of choices in housing types and living arrangements throughout the County.”

Therefore, the proposed amendment of the FLUM is consistent with the CGMP.

## **2.5. Capital Facilities Impact (i.e. Concurrency Management)**

Policy 4.1B.2. of the Future Land Use Element states:

“All requests for amendments to the FLUM shall include a general analysis of (1) the availability and adequacy of public facilities and (2) the level of services required for public facilities in the proposed land uses. This analysis shall address, at a minimum, the availability of category A and category C service facilities as defined in the Capital Improvements Element. No amendment shall be approved

unless present or planned public facilities and services will be capable of meeting the adopted LOS standards of this Plan for the proposed land uses. The Capital Improvements Element, or other relevant plan provisions, and the FLUMs may be amended concurrently to satisfy this criterion. The intent of this provision is to ensure that the elements of the CGMP remain internally consistent.”

### ***2.5.1. Mandatory Facilities***

The Port Salerno CRA 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. Because the maximum residential density allowed pursuant to the proposed future land use designations is approximately the same as that permitted pursuant to the current future land use designations, as implemented by the Land Development Regulations, no significant additional impact on the adopted Level of Service for public facilities and services is anticipated by this amendment. Present or planned public facilities and services will be capable of meeting the adopted LOS standards for the proposed future land use designation.

#### ***2.5.1.1. Water and Sewer Facilities***

The Port Salerno CRA is located in the Martin County Utility Service Area. The Martin County adopted Level of Service (LOS) for water and wastewater (106 gallons per person per day for potable water and 100 gallons per person per day for wastewater for residential uses).

Most of the residential areas of Port Salerno CRA are without public sanitary sewer service and large areas are also not served by public potable water lines. The proposed amendment, by encouraging infill development and redevelopment, will help make the installation of this basic infrastructure more cost-effective. When more residences and businesses are served, the cost per connection can be reduced.

#### ***2.5.1.2. Drainage Facilities***

The amendment of the FLUM will have no significant impact on the maintenance of the drainage LOS. All development is required to comply with the applicable Land Development Regulations regarding stormwater and drainage. Compliance with the following levels of service for drainage facilities must be demonstrated at the time a development application is submitted:

Major Drainage Ways (over one square mile) - 8.5" in a 24-hour period (25 year/24-hour design storm)

Underground Facilities Utilizing Storm Sewers - 6" in a 24-hour period (5 year/24-hour design storm)

All Other Facilities - 7" in a 24-hour period (10-year/24-hour design storm)

Finished Floor Elevation - 100-year/3-day storm

### **2.5.1.3. Transportation**

Pursuant to CGMP Policy 5.2A.1., “The LOS standard for all roadways in unincorporated Martin County is LOS D in the peak hour/peak direction.” Comprehensive Growth Management Plan Policy 18.5D.1 established the County’s Community Redevelopment Areas as transportation currency exception areas. The amendment of the FLUM will not significantly impact on the maintenance of the transportation LOS.

### **2.5.1.4 Solid Waste Facilities**

The required LOS in Martin County is 1.06 tons of capacity per weighted population. The weighted average population (the average of seasonal and full time residents) countywide in Fiscal Year 2020 is 175,341 persons. In Fiscal Year 2020, there are 263,012 tons of available capacity or 1.50 tons per weighted person. The proposed future land use changes will not reduce the level of service.

### **2.5.1.5. Parks/Recreation Facilities**

The LOS for parks and recreation facilities are calculated on a countywide basis. Martin County’s total population in Fiscal Year 2020 is 158,400 persons. The 2020 Capital Improvements Plan provides the following LOS:

	REQUIRED LOS	PROVIDED	CURRENT LOS
Active Park Land	3 acres per 1,000 residents	1,013 acres	6.39 acres per 1,000 residents
Beach Facilities	9 parking spaces per 1,000 residents	1,350 spaces	8.5 spaces per 1,000 residents

The proposed future land use changes will not significantly impact the Parks and Recreation level of service.

### **2.5.1.6. Fire/Public Safety/EMS**

CGMP Policy 14.1A.2(7)(a) establishes the LOS for fire/rescue as follows:



	Area of Martin County	Travel time	Percent of time	
			Required LOS	Current LOS
Advanced life support	Urban	8 minutes	90	94
	Rural	20 minutes	90	94
Basic life support	Urban	6 minutes	90	94
	Rural	15 minutes	90	94
Fire response	Urban	6 minutes	90	94
	Rural	15 minutes	90	94

The 2020 Capital Improvements Plan indicates that Fire/Rescue LOS will not be met in FY2025, based on projected population growth and the assumption that neither the size of nor the densities within the County's Urban Service District have changed. A Martin County Fire Station is located on SE Dixie Highway, in the heart of the Port Salerno CRA. The proposed future land use changes will not significantly impact the Fires/Rescue level of service

#### ***2.5.1.7. Public Educational Facilities***

The LOS for public school facilities is established by CGMP Policy 17.1A.1. Pursuant to CGMP Policy 17.1B.1, final site plans that include residential units can be approved by the County "only after receipt of a School Concurrency Report from the School District stating that adequate capacity exists for the anticipated students."

#### ***2.5.2. Non-Mandatory Facilities***

##### ***2.5.2.1. Libraries***

Library LOS is calculated on a countywide basis and requires 0.60 gross square feet of library space for each resident and two volumes of reading material per weighted resident. The Fiscal Year 2020 Capital Improvement Plan shows the current LOS is 0.66 square feet per resident and 1.80 volumes per weighted resident. There is currently a deficit in volumes per weighted resident. The proposed future land use changes will not significantly impact the Library level of service

### **3. CONCLUSION**

Staff recommends approval of the proposed amendment of the Future Land Use Map concerning the Port Salerno CRA for transmittal to state and regional agencies.