

PROPOSED AMENDMENT TO THE MARTIN COUNTY COMPREHENSIVE GROWTH MANAGEMENT PLAN

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REQUEST NUMBER: **CPA 19-28, Golden Gate FLUM**

DATE of REPORT: July 22, 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

<u>PUBLIC HEARINGS</u>	<u>DATE</u>	<u>ACTION</u>
Local Planning Agency:	Aug. 6, 2020	
Board of County Commissioners Transmittal:	Sept. 15, 2020	
Board of County Commissioners Adoption:	Oct. 27, 2020	

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

APPLICANT REQUEST: To amend the Future Land Use Map regarding the Golden Gate CRA to change the Medium Density Residential, High Density Residential, and General Commercial future land use designations to CRA Center, CRA Neighborhood, Industrial, Recreational, and General Institutional future land use designations and to repeal the Golden Gate Mixed-Use Future Land Use Overlay. The Industrial and Recreational future land use designations will be retained on land that currently has one of those designations.

STAFF RECOMMENDATION: Staff recommends approval of the transmittal of CPA 19-28, Golden Gate FLUM.

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EXECUTIVE SUMMARY

The proposed amendment of the Future Land Use Map (FLUM) regarding the Golden Gate Community Redevelopment Area (CRA) will change the Medium Density Residential, High Density Residential, and General Commercial future land use designations to CRA Center, CRA Neighborhood, Industrial, Recreational, and General Institutional future land use designations. The Industrial and Recreational future land use designations will be retained on land that currently has one of those designations.

The Golden Gate CRA encompasses 379 acres. Thirty percent of those 379 acres is roadway (105 acres) or railroad right-of-way (8.5 acres). About 33% (126 acres) is now in the Mixed-Use Future Land Use Overlay. The amendment will designate approximately 76 acres as CRA Center future land use. Approximately 250 acres will become CRA Neighborhood future land use designation. Twenty-four (24) acres will be designated Industrial Future Land Use, an increase of 2.6 acres. The remaining parcels will be designated General Institutional (24 acres), Recreational (4 acres (an increase of 1 acre)). See Figure 8 (page 12). (These numbers for each future land use designation are rough estimates. The number of acres

generally includes right-of-way, except the SE Dixie Highway right-of-way is excluded as are the FEC and SE Railroad Avenue rights-of-way.)

CPA 19-28 also proposes to adjust the boundary of the Golden Gate CRA. Currently, the southern boundary of the CRA is the southern edge of the SE Fairway West right-of-way. SE Fairway West is a street within the Stuart Yacht and Country Club Neighborhood. It is not in the Golden Gate neighborhood. SE Fairway West abuts and runs parallel to SE Kensington Street. A wall separates these two streets and there is no connection between them. The proposed new southern boundary of the Golden Gate CRA will be the southern edge of the SE Kensington Street right-of-way. This change removes less than 3 acres from the Golden Gate CRA. See Figure 11 on page 26.

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. In September 2019, Chapter 18, Community Redevelopment Element, of the Comprehensive Growth Management Plan (CGMP) was adopted and includes the CRA Center and CRA Neighborhood future land use designations.

The goal of the 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 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.”) and CGMP Goal 18.4. (“To protect and enhance the quality of life and business climate in all CRAs through adoption and implementation of urban design standards.”)⁽¹⁾

The Future Land Use Map will be amended for each CRA 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;

⁽¹⁾ When initiated, 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 Goal 4.3. (“To provide opportunities for mixed residential and nonresidential uses, including Traditional Neighborhood Development”) were referenced.

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. repeal the Mixed-Use Future Land Use Overlays;
4. retain the Marine Waterfront Commercial, Industrial, Recreational, Public Conservation and General Institutional future land use designations; and
5. selectively assign the Recreational, Public Conservation and General Institutional future land use designations.

The amended Future Land Use Map is in effect for the Jensen Beach, Rio, Old Palm City and Hobe Sound CRAs.

The overall work program described above has been presented and discussed at some 30 public forums. This public hearing regarding transmittal of CPA 19-28 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. As of June 5, 2020, 105 individuals have been interviewed by TCRPC and CRA staff, including 11 interviews of individuals with a particular interest in the Golden Gate 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 2020 - Port Salerno NAC

June and July 2020 - Golden Gate 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

July 27, 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 FLUM, LDR and Zoning Atlas

July 2, 2020 CPA 19-27, Port Salerno CRA FLUM, LDR and Zoning Atlas

August 6, 2020 CPA 19-28, Golden Gate CRA FLUM, 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

July 28, 2020 public hearing on CPA 19-27, Port Salerno FLUM, Zoning Atlas and LDR

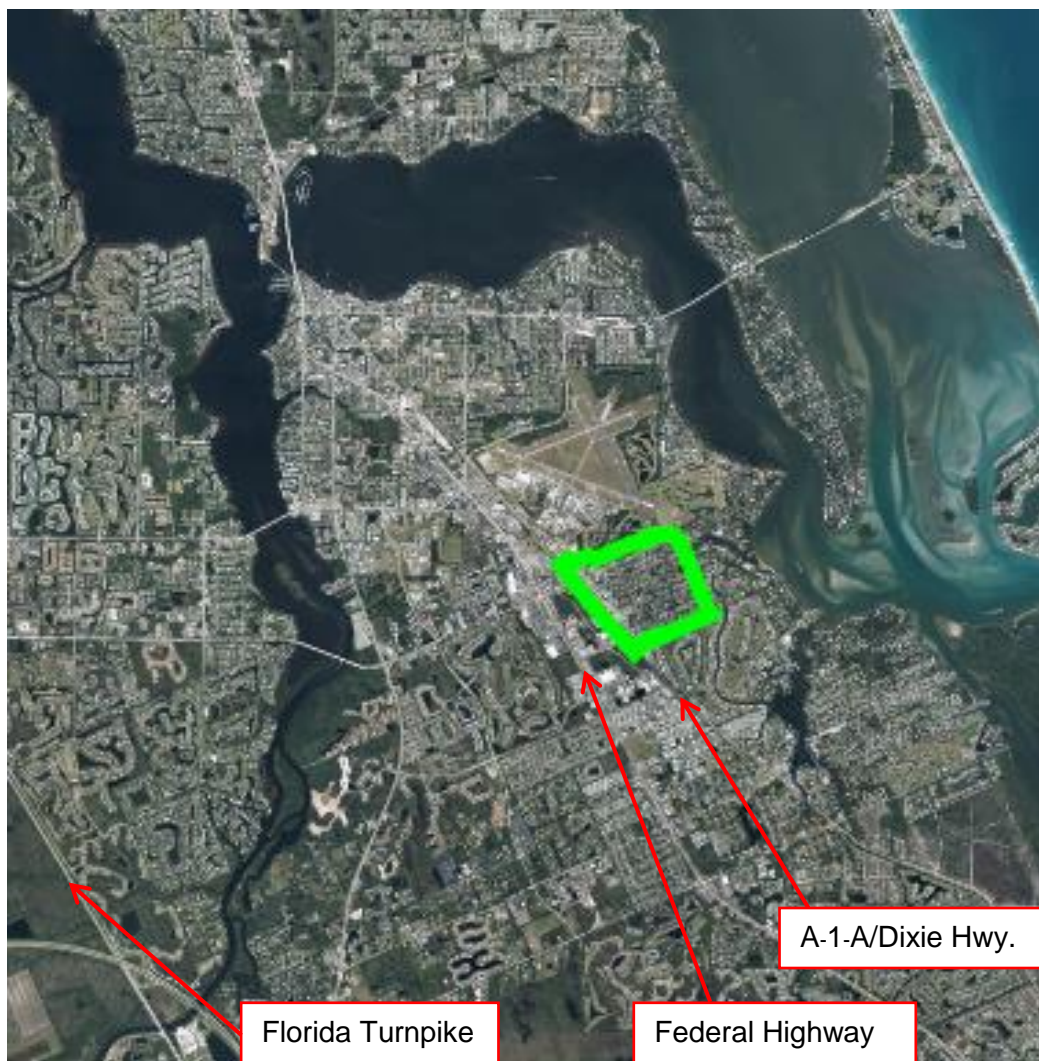
1. PROJECT/SITE SUMMARY

1.1. Physical/Site Summary

Golden Gate is an historic community. The “Official Map [of] Sewall's Point Land Company” was recorded in 1911. The Golden Gate plat was recorded in 1925, just in time for the Florida real estate “bust” of 1926, which was followed by two hurricanes, the global depression and WWII. Much of the existing residential development occurred in the 1950s through 1970s. Golden Gate CRA now occupies a central location in the urbanized core of Martin County. See Figure 1. To the north is the Martin County Airport and the Martin County golf course. To the south is the Yacht and Country Club of Stuart, platted in phases between 1968 and 1971. To the east, the Port Sewall Harbor and Tennis Club, platted in 1974. The City of Stuart borders Golden Gate to the west

The Golden Gate CRA contains approximately 379 acres, of which approximately 112 acres are roadway and railroad right-of-way. The FEC Railroad forms Golden Gate’s western boundary. See Figure 2.

Figure 1. Location Map – Golden Gate CRA



1.2. Major Roadways

The A-1-A/Dixie Highway forms the major spine of the Golden Gate. With an average annual daily traffic count of 18,389, it is classified as a Minor Arterial. NE Indian Street serves as the major east-west linkage. Through Golden Gate, Indian Street has the functional classification of Minor Arterial and an average annual daily traffic count of 7,051. West of A-1-A/Dixie Hwy. Indian Street is a Major Arterial with 25,515 average annual daily trips. East of Golden Gate, Indian Street becomes St. Lucie Blvd, a major collector. Jefferson Street is also a Major Collector. The remaining 11 miles of roadway are local residential streets. See Figure 3.

Figure 2. Subject Land Area

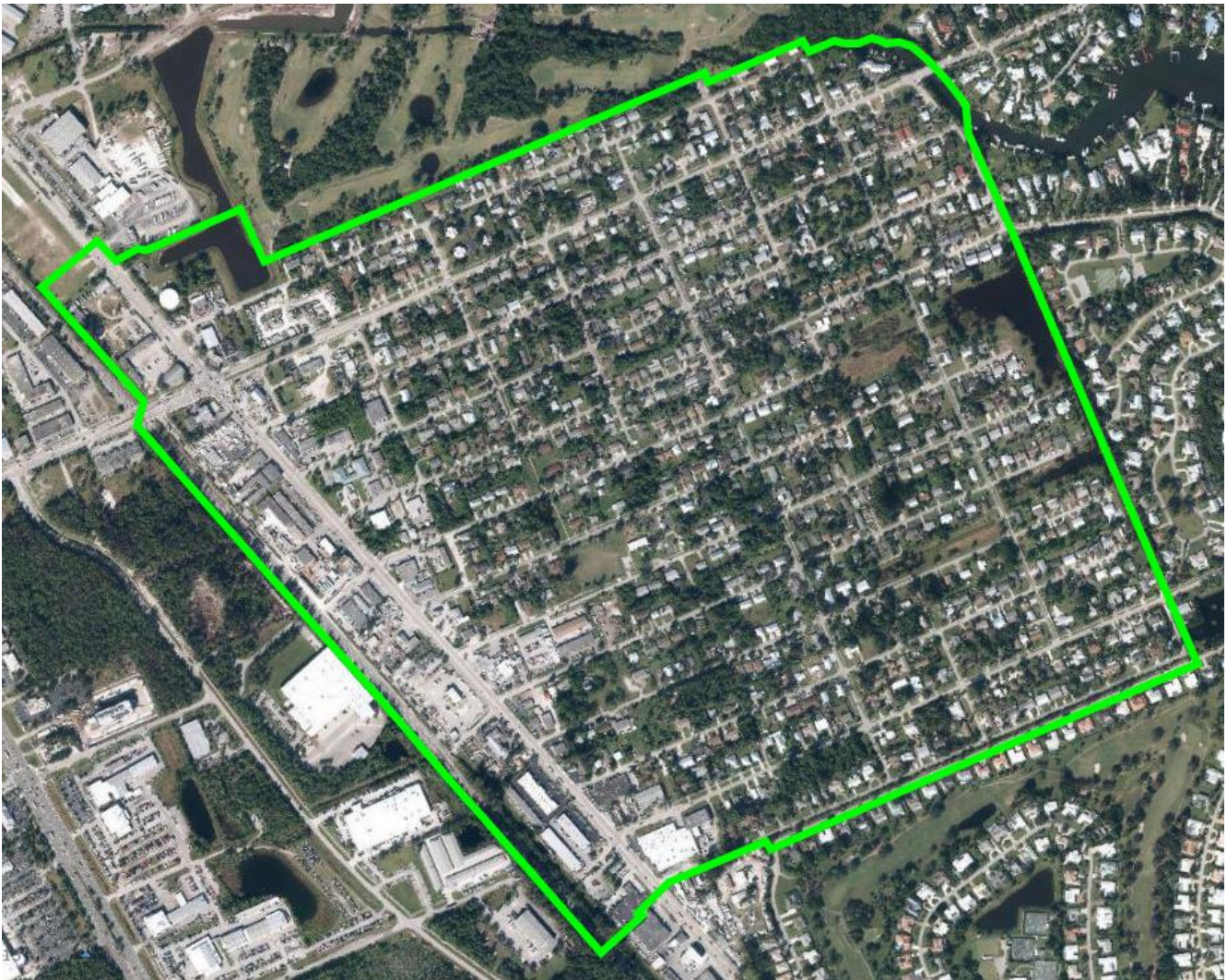
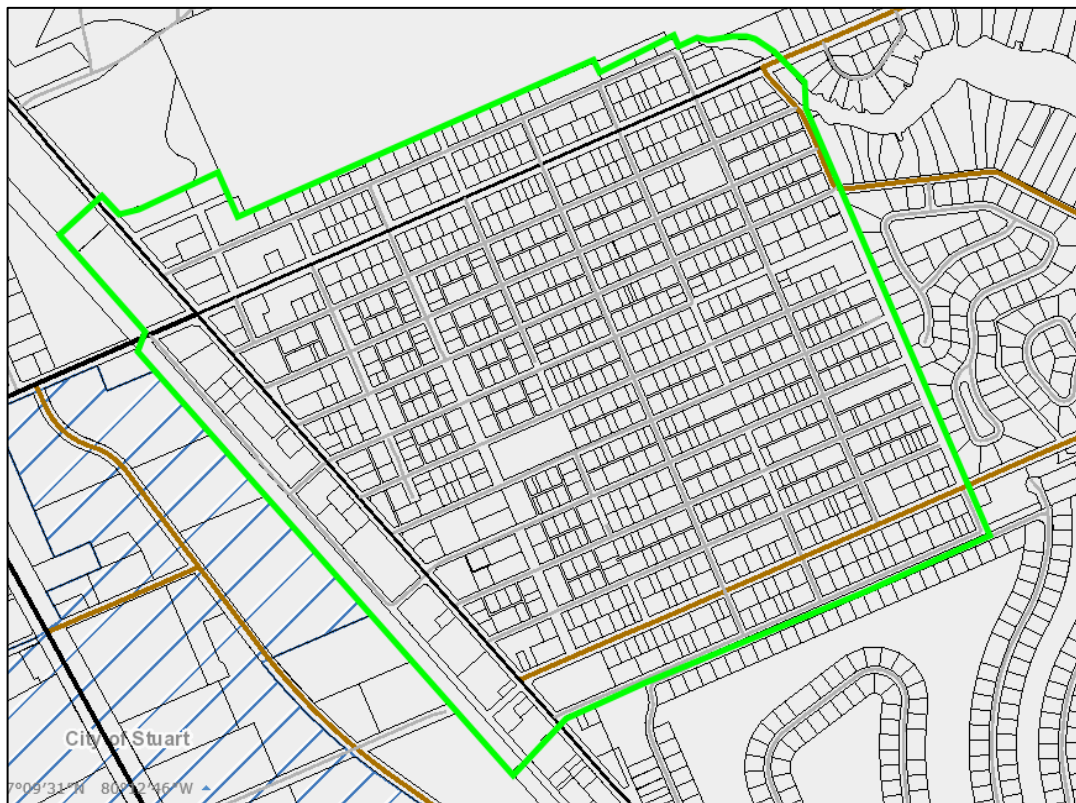
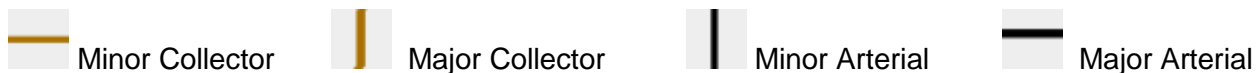


Figure 3. Functional Classification of Roadway Network



Legend



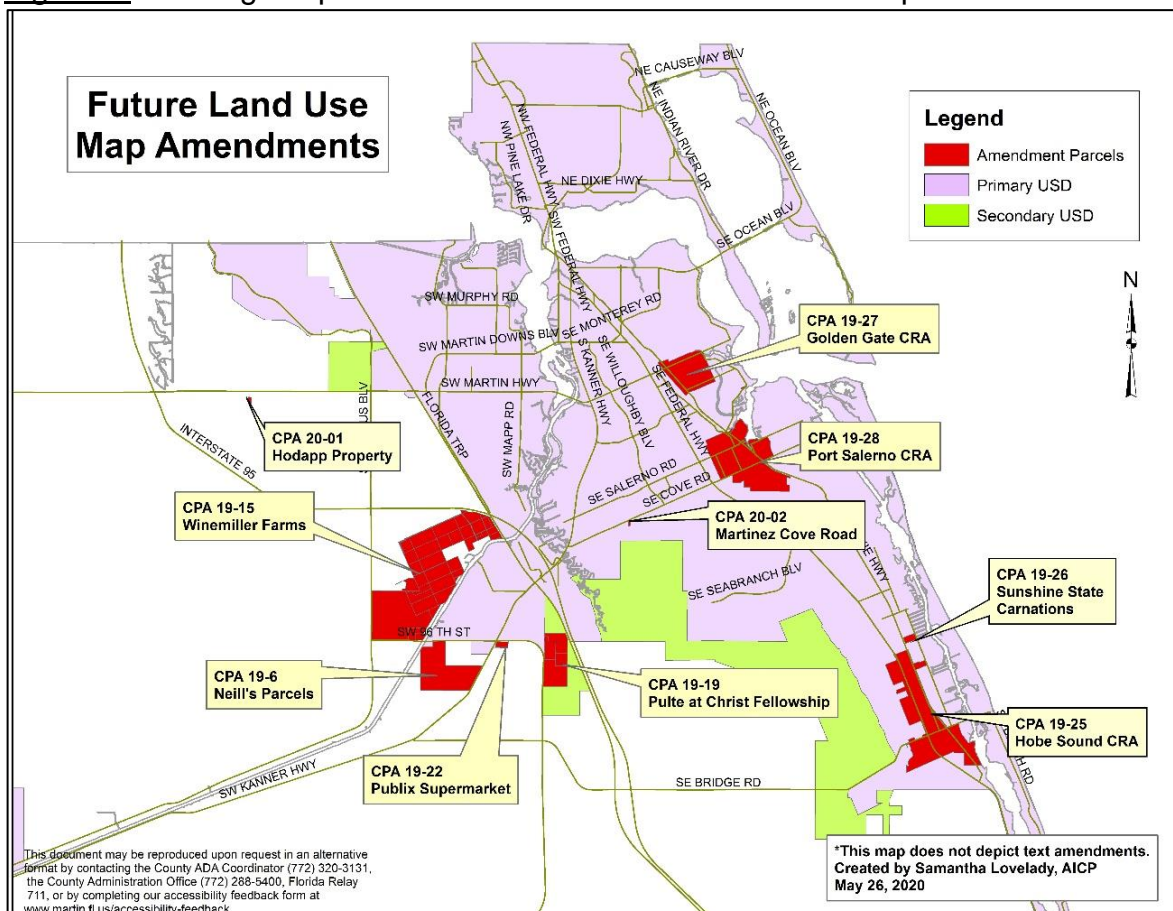
1.3 Current Amendment Requests

Eight 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 4.

- a. CPA 19-06, Neill Parcels, is a request to amend the FLUM on 499.4 acres located south of SW 96th Street and between SW Kanner Highway (SR76) and the St. Lucie Canal. The site currently has these future land use designations: Agricultural on 249 acres; Industrial on 175.4 acres, and Marine Waterfront Commercial on 75 acres. The applicant proposes the following future land use designations and acreages: Industrial on 196 acres; Marine Waterfront Commercial on 20 acres, and Low Density Residential on 278 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 96th Street.

- c. CPA 19-19, Pulte at Christ Fellowship Church, is a request to amend the FLUM from Rural Density (1/2 unit per acre) to Residential Estate Density (one unit per acre) on 321 acres located at 10205 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.
- e. 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 and 650 feet north of SE Dharlys Street.
- f. CPA 19-28, Port Salerno, is regarding the 861 acres within the Port Salerno CRA. The amendment of the FLUM will be accompanied by revised Land Development Regulations and amendments to the zoning atlas.
- g. CPA 20-01, Hodapp, seeks to change the future land use designation from Mobile Home to Agricultural Ranchette on 5-acres in Palm City Farms.
- h. CPA 20-02, Martinez at Cove Road, requests to change 2.38 acres from Rural Density (2 acres per dwelling unit) to Residential Estate Density (one-half acre per dwelling unit) on Cove Road and SE Grace Lane.

Figure 4. Pending Requests to Amend the Future Land Use Map



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

Other than the assignment of the Golden Gate Mixed-Use Future Land Use Overlay, in the vicinity of the Golden Gate CRA the Future Land Use Map for unincorporated Martin County remains as first adopted in 1982. The land area surrounding Golden Gate had largely been developed and the future land use designations assigned in 1982 reflected that development pattern.

1.5. Adjacent Future Land Use Designations

To the north of Golden Gate CRA, is General Institutional; to the south is Residential Estate Density; to the east is primarily Low Density Residential, but also small areas of Medium Density Residential and Residential Estate Density. To the west is Industrial. Land within the City of Stuart is shown in Figures 5 and 6 without color. An excerpt from the City of Stuart's Future Land Use Map is provided as Figure 7. On Stuart's map, red depicts commercial and gray depicts industrial.

Figure 5. Future Land Use Map

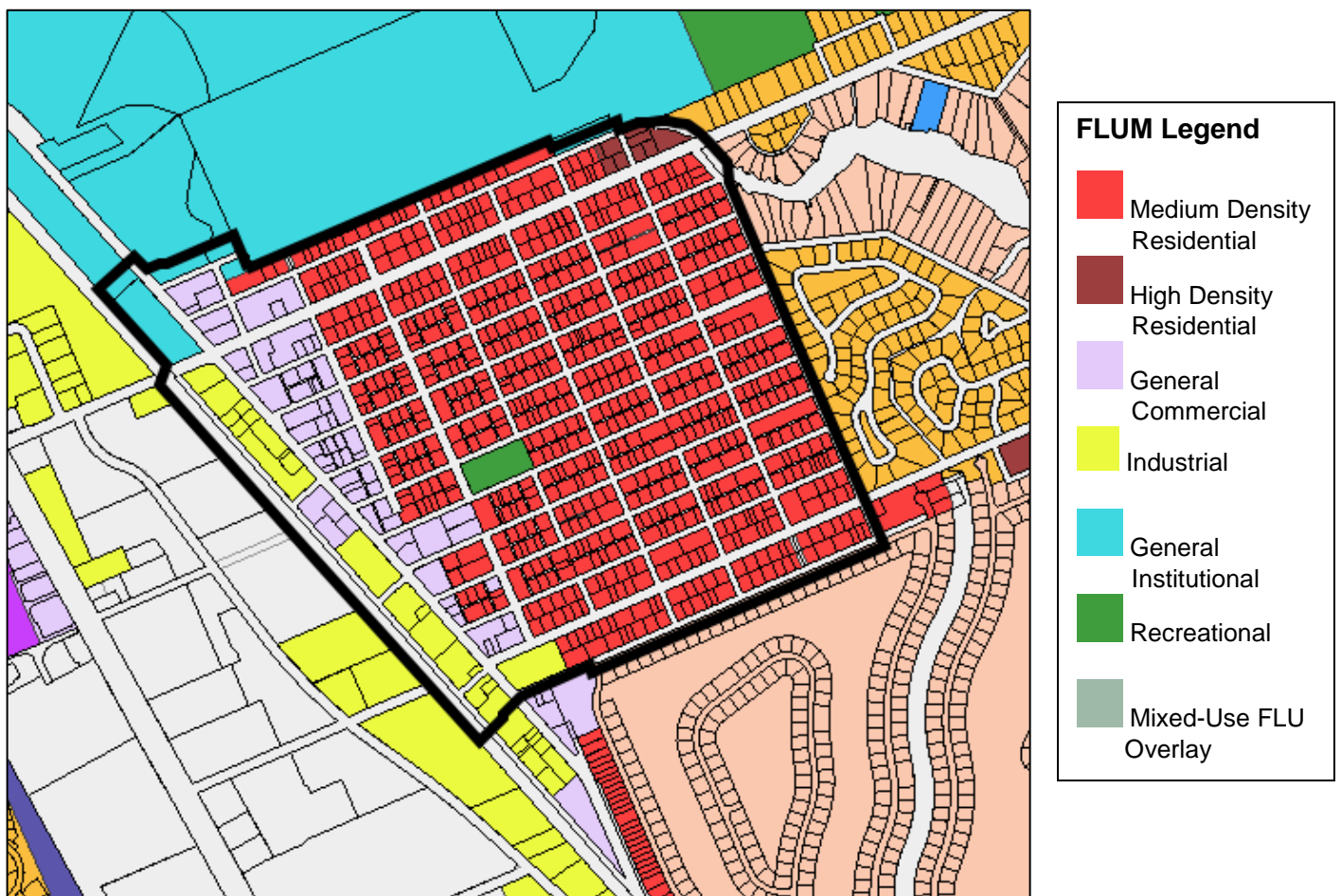


Figure 6. Golden Gate Mixed-Use Land Use Overlay

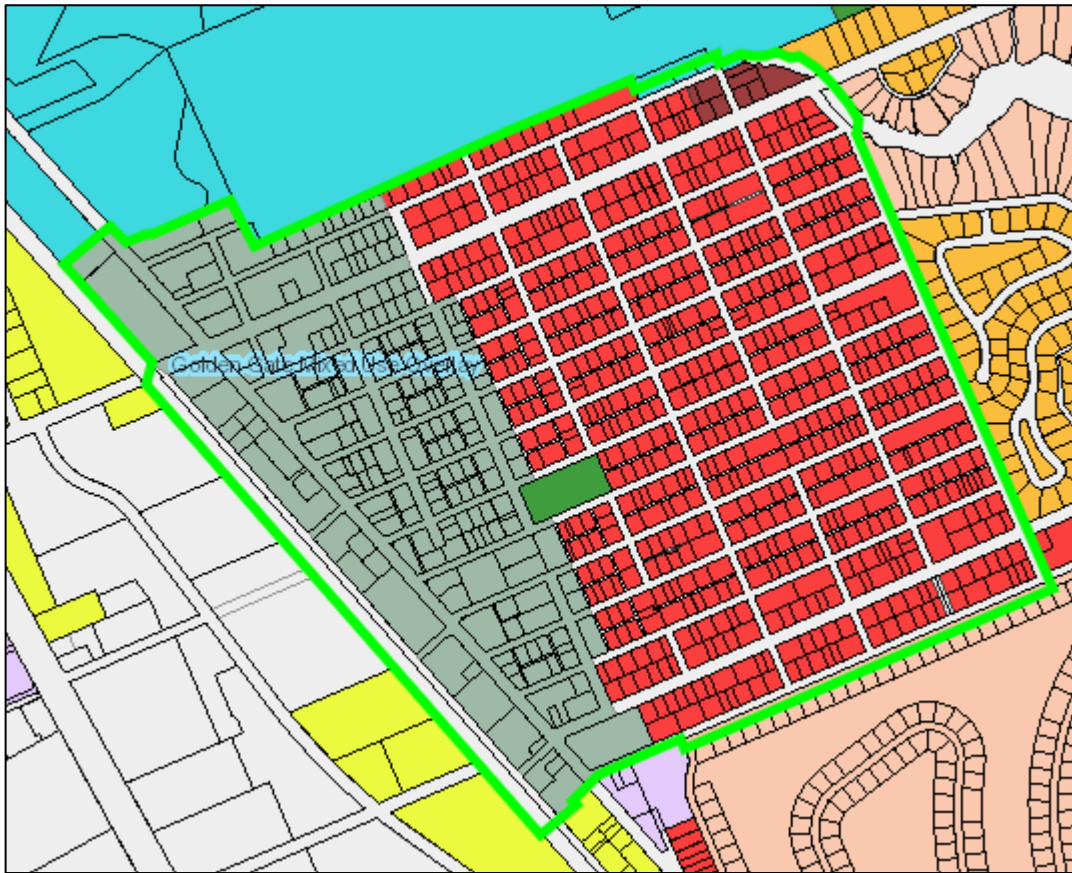
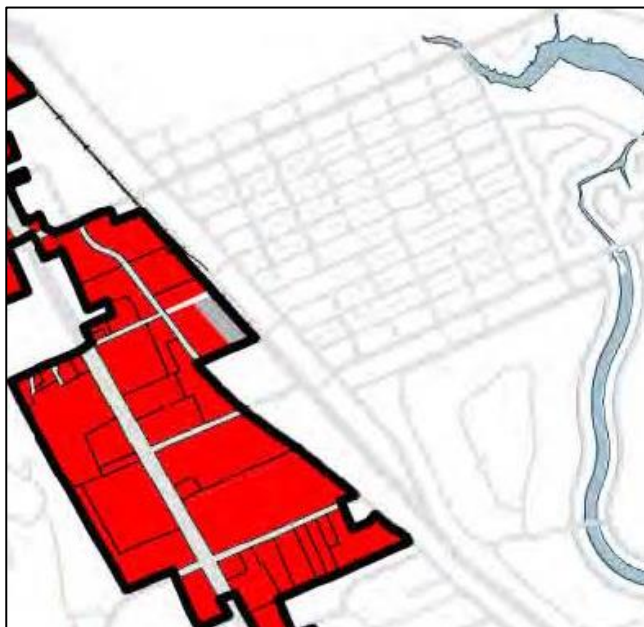


Figure 7. Excerpt from City of Stuart Future Land Use Map in vicinity of Golden Gate



1.6. Adjacent Current Land Uses See Figure 2.

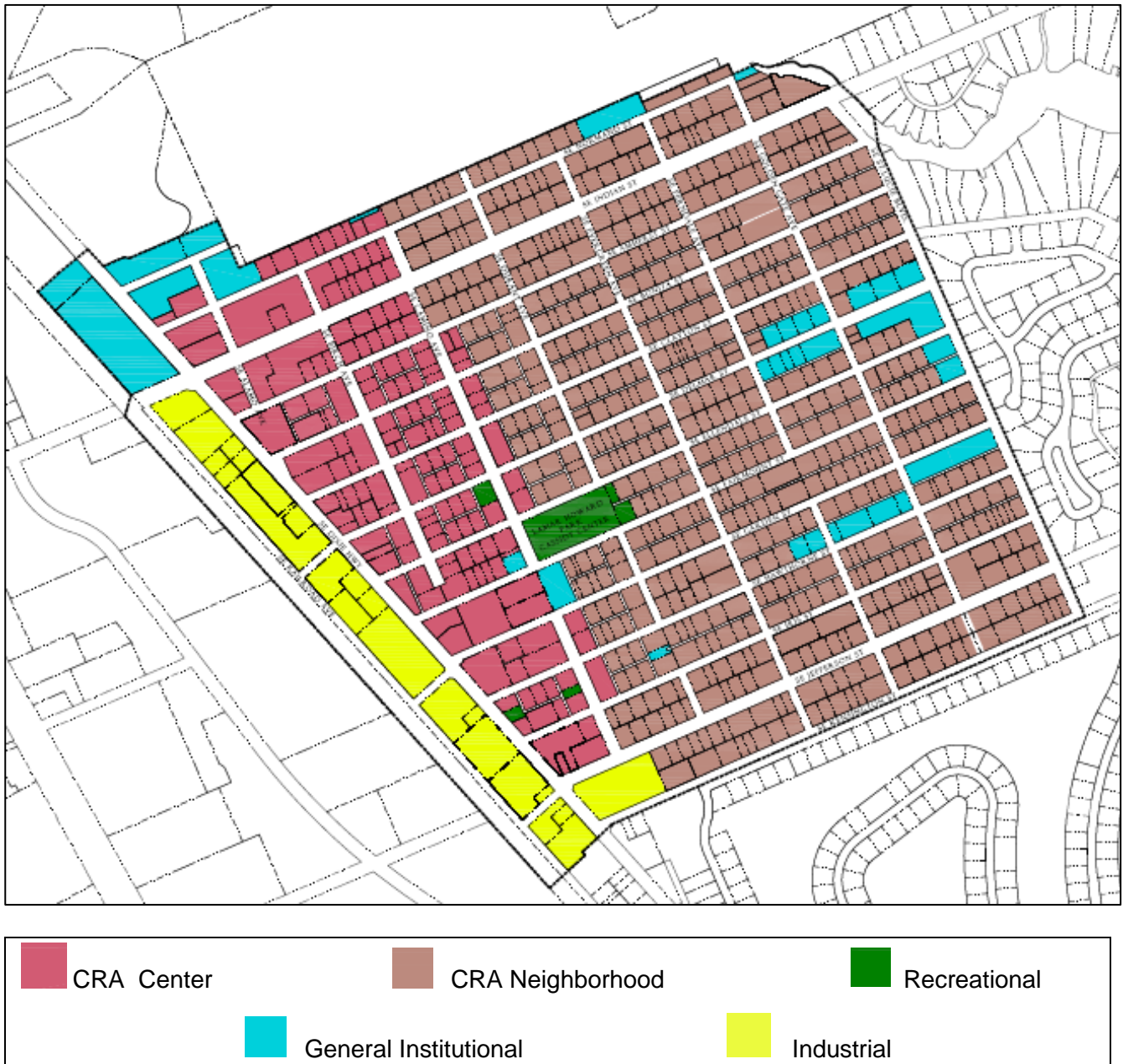
East – detached single-family dwellings

South - detached single-family dwellings organized around a golf course

North – the Martin County golf course, Martin County Airport and Martin County School District bus barn

West – warehouses and light industrial use and undeveloped land in the City of Stuart

Figure 8. Proposed Future Land Use Map (4/13/2020 draft)

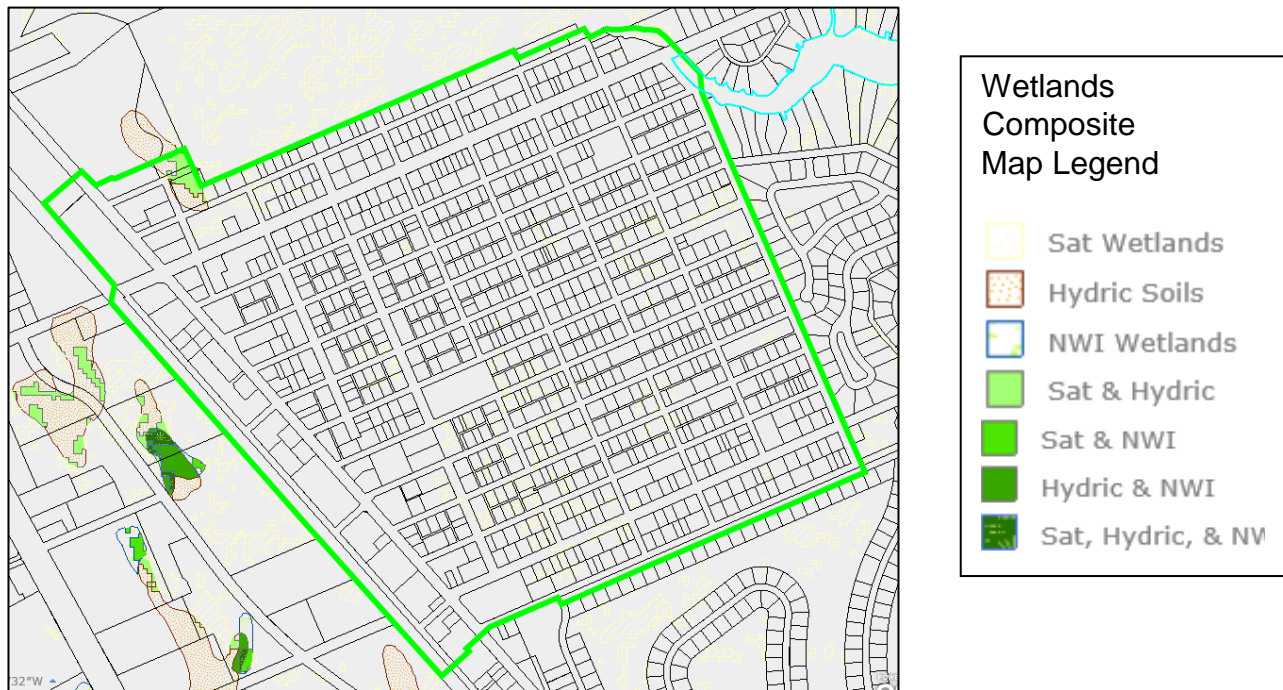


1.7. Environmental Considerations

1.7.1. Wetlands, soils and hydrology

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. Only one indicator is present for most of Golden Gate. Pre-1990 satellite imaging indicates wetlands might be present.

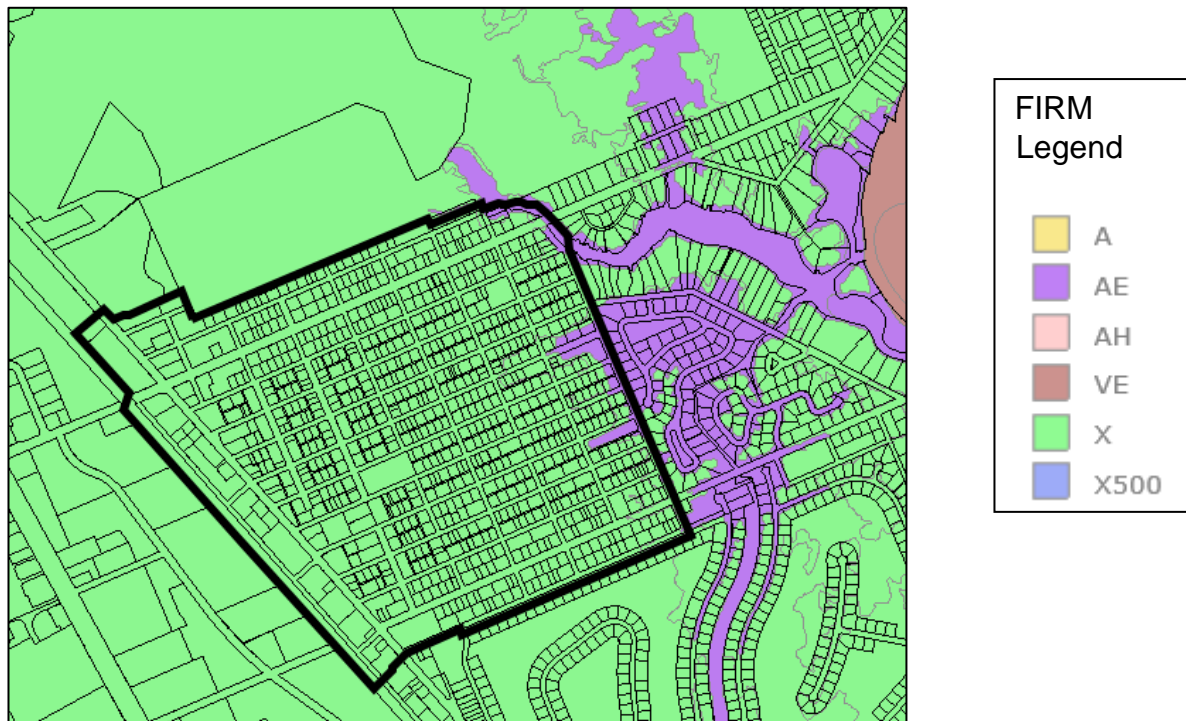
Figure 9. Wetlands Composite Indicator Map



Flood Hazards. FEMA's Flood Insurance Rate Map indicates most of the Golden Gate CRA is outside of a special flood hazard area (green), Some land areas along the eastern boundary are located in special flood hazard areas. See Figure 10.

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Figure 10. Flood Insurance Rate Map



Soils. Soil maps provided by the SFWMD indicate that Waveland and Immokalee Fine Sand, is the most common soil type. The USDA's Soil Survey for Martin County describes soils of the Waveland series as poorly drained, very slowly to moderately slowly permeable soils that formed in sandy marine deposits. A water table is within a depth of ten inches for one to four months and within a depth of 40 inches in six or more months most years. Jonathan sand, 0 to 5% slopes, and Paola and St. Lucie Sand, 0 to 8% slopes, are the next most prevalent. The Jonathon series are moderately well drained, slowly to very slowly permeable soils that formed in thick beds of sandy marine sediment. The Paola and St. Lucie series are excessively drained, very rapidly permeable soils. The water table is below a depth of 72 inches. See Figure 9.

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Figure 11. SFWMD Soil Map

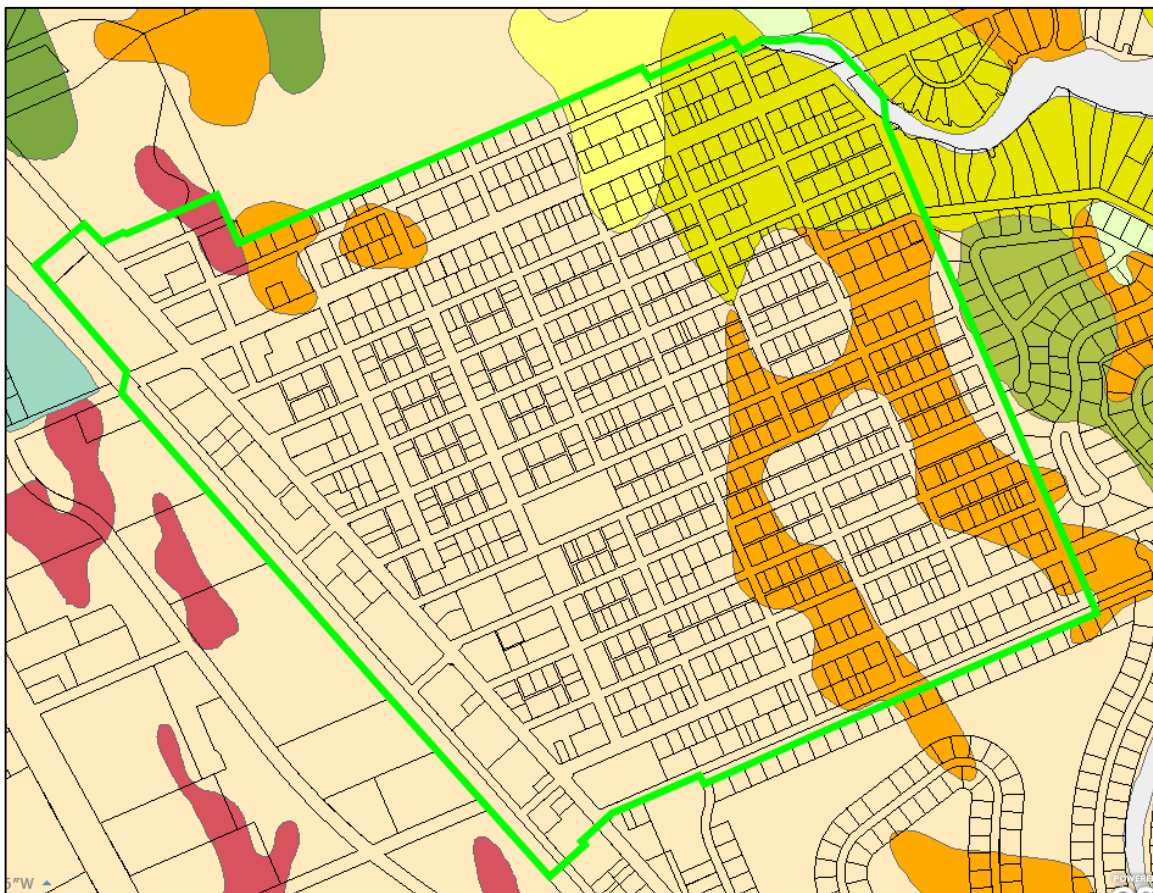


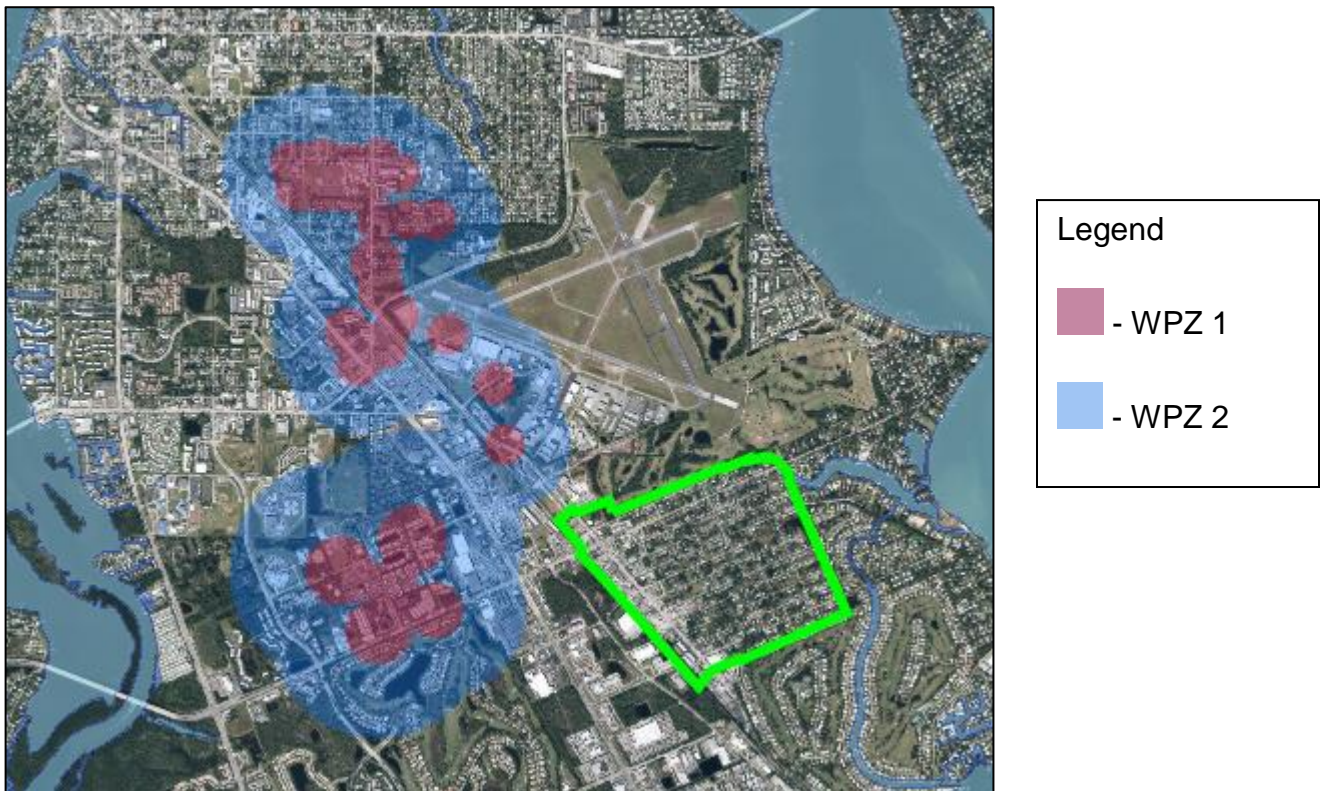
Figure 9 Legend

 Waveland and Immokalee Fine Sand	 Jonathan Sand, 0–5% slopes
 Pomello Sand, 0-5% slopes	 Paola and St. Lucie Sand, 0-8% slopes
 Waveland and Lawnwood Fine Sand, Depressional	

1.7.2. Wellfield protection

There are no Wellfield Protection Zones in the Golden Gate CRA. See Figure 10.

Figure 10. Wellfield Protection Zones



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.”*

The amendment of the FLUM will incrementally but not substantially change the uses or maximum intensity of development permitted. Rather, the intent is to modify the regulatory framework in order to simplify interpretation and implementation for property owners, investors and County staff and provide greater flexibility regarding permitted uses. The intent is to realize the longstanding vision for the CRAs as represented in the Golden Gate Redevelopment Plan adopted in the late 1990s and early 2000s more efficiently and effectively.

The 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.

Twenty-four years ago, Martin County prepared a Finding of Necessity that the Golden Gate neighborhood was in need of infill development and redevelopment. The goal of this Future Land Use Map amendment is to continue to seek to facilitate the infill development and redevelopment identified as needed in 1996. The Future Land Use Map amendment seeks to support 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. states that any amendment to the future land use element shall discourage the proliferation of urban sprawl and provides thirteen indicators to judge whether an amendment discourages the proliferation of urban sprawl. 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, in order 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 and the CRA Neighborhood Future Land Use permits a variety of housing types. Designation of the CRA Neighborhood future land use incrementally increases the maximum residential density to 10 units per acre. The CRA Center future land use designation permits residential, commercial or mixed-use development. 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 in a rural area. The subject area was platted into residential lots in the 1920s. It is an area identified by the County some 15 years ago as suitable for urban 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. Golden Gate is centrally located in the core of Martin County's most urbanized area. The Golden Gate CRA is mostly developed and adjacent to other lands that are mostly developed. The proposed amendment of the Future Land Use Map 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 extent of floodplains and wetlands in the Golden Gate CRA is limited. There appears to be little to no native upland habitat. Additionally, the Martin County shoreline, wetland and native upland habitat protection policies remain in effect as do the County's open space policies for the CRAs. 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 agricultural or silvicultural areas or activities are 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 more efficiently and effectively 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 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 more efficiently and effectively 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 maximize the use of future public 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 urban form. The amendment, along with the companion amendments of the Land Development Regulations, also seeks to encourage innovated storm water solutions implemented on a community-wide basis. 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.*

Golden Gate is centrally located in the midst of Martin County's most urbanized area. The land is in the Primary Urban Service District. The amendment discourages the proliferation of urban sprawl.

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

No. The fundamental purpose of the proposed amendment is to encourage infill development and redevelopment in Golden Gate by providing increased flexibility in

uses and incremental increases in permitted non-residential intensity. The amendment discourages the proliferation of urban sprawl.

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

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 from detached single-family dwellings to townhouses, and multi-family buildings. The amendment discourages the proliferation of urban sprawl.

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

No. A well-connected street grid already exists in Golden Gate. The commercial goods and services and employment opportunities available in the CRA Center future land use are easily accessed by the residents of the CRA Neighborhood future land use designation. Nonetheless, Golden Gate is not well linked to the residential neighborhoods to the south and east, or to the commercial activity west of the CRA. Nothing about this future land use map amendment worsens the lack of connectivity between Golden Gate and adjacent land uses. The establishment of new residential communities in the 1960s and 1970s with curvilinear streets and cul-de-sacs, adjacent to Golden Gate, created the lack of connectivity with adjacent residential neighborhoods. The airport, to the north, was founded in 1928 and was used by the U.S. Navy in WWII. The Railroad, creating a barrier to connectivity to the City of Stuart to the west, was established by 1894. The amendment discourages the proliferation of urban sprawl.

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

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 of the Future Land Use Map seek to encourage 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 an already 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. 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 already urbanized section of Martin County. The amendment encourages a compact, walkable, mixed-use development 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. The amendment seeks to facilitate the vision for the Golden Gate CRA by encouraging compact, walkable, mixed-use development patterns and a range of housing types. The incremental increases in the maximum permitted residential density and non-residential development intensity is focused near an important bus route that connects to employment opportunities to the south and the north and provides direct access to the Indian River State College. The amendment discourages the proliferation of urban sprawl.

IV. *Promotes conservation of water and energy.*

Yes. Criterion met to the extent that a compact, walkable urban form contributes to conservation of water and energy. 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.

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

Yes. Pursuant to Comprehensive Growth Management Plan policies enacted by a companion amendment (CPA 18-10, CRA Text Amendments), the Golden Gate 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.

Additionally, 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, industrial and civic 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 and the maximum permitted intensity of non-residential development. 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. The amendment discourages the proliferation of urban sprawl.

In conclusion, this amendment achieves 8 of the 8 criteria. It discourages urban sprawl.

2.3 Land Use Compatibility

The proposed CRA Center and CRA Neighborhood future land use designations for the Golden Gate CRA are compatible with the future land use designations in the surrounding area. As described previously, while centrally located within the urbanized core of Martin County, the Golden Gate neighborhood somewhat stands alone. It is sparingly linked to the immediately adjacent land uses, due to factors unlikely to change any time in the near future.

The amendment of the FLUM will 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 Golden Gate CRA as represented in the Redevelopment Plans adopted in 2002 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 (“To alleviate the negative impacts of inadequate public facilities and services and substandard structures for affected areas in the County.”) and Goal 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.”) 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 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.”); and 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 Golden Gate 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 the amendment of the FLUM. 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 Golden Gate CRA is located in the Martin County Utilities 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).

Public potable water lines are located within the right-of-way of all opened roadways in Golden Gate CRA. The 2020 Martin County Capital Improvement plan calls for the expenditure of nearly \$14 million to install sanitary sewer lines throughout the CRA. Construction is expected to begin within the next few months.

2.5.1.2. Drainage Facilities

Martin County installed and renewed substantial drainage improvements in Golden Gate over the last year. 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." CGMP Policy 18.5D.1. designates the Martin County's Community Redevelopment Areas as Transportation Concurrency Exception Areas." Furthermore,

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

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 at Olympus and SE Federal Highway.

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.” In fill development on existing lots is not subject to concurrency evaluation for schools but all new residential dwellings are assessed impact fees.

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.

Figure 11. Proposed Modification of the boundary of the Golden Gate CRA



The approximately 2.8 acre SE Fairway West right-of-way to be removed from the Golden gate CRA.

3. CONCLUSION

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