



CITY OF FORT PIERCE

PLANNING DEPARTMENT

REBECCA GROHALL, AICP, PLANNING DIRECTOR
COMPREHENSIVE PLANNING ◊ DEVELOPMENT REVIEW
HISTORIC PRESERVATION ◊ URBAN DESIGN ◊ URBAN FORESTRY ◊ ZONING

TO: Nicholas Mimms, PE, City Manager
THROUGH: Rebecca Grohall, AICP, Planning Director
FROM: Kori Benton, Senior Planner
SUBJECT: Hartman Road Properties - Ordinance 16-003
Adoption Hearing: Comprehensive Plan Future Land Use Map Amendment
SW Corner of Hartman and White Way Dairy Roads
DATE: June 9, 2016

STAFF REPORT

Owners/Applicants: Sassan LLC
8825 SW 97th Terr
Miami, FL 33176
Equity Trust Company
8825 SW 97th terr
Miami, FL 33176

Representative: Dennis Murphy, AICP, Senior Planner
Culpepper and Terpening, Inc.
2980 South 25th Street
Ft. Pierce, FL 34981

Requested Action: Approval of a Future Land Use Map Amendment from Medium Density Residential (RM) to Neighborhood Commercial (NC)

Location: Generally located at the southwest corner of Hartman Road and Whiteway Dairy Road, or approximately 1803 Hartman Road.

Parcel IDs: 2418-411-0001-000-8; 2418-414-0001-000-7; 2418-414-0003-000-1; 2418-414-0002-000-4; 2418-412-0002-000-8; and 2418-412-0001-000-1

Current Future Land Use: Medium Density Residential (RM)

Proposed Future Land Use: Neighborhood Commercial (NC)

Surrounding FLU & Zoning:

| North | East | South | West |
|-------------|--------|--------|-----------------|
| RM/PD & R-4 | GC/C-3 | GC/C-3 | GC/C-3 & RM/R-4 |

Parcel(s) Size: 36.93 acres

Utilities: Located within the FPUA Retail Service Area

Staff Analysis:

The applicant is requesting the approval of a Future Land Use Map Amendment, for 36.93 acres of property, from Medium Density Residential (RM) to Neighborhood Commercial (NC) concurrent with a Zoning Atlas Amendment (Rezoning) request to amend the designation of the property from Medium Density Residential Zone (R-4) to Neighborhood Commercial Zone (C-2). If approved at the first reading, Staff will transmit the proposed comprehensive plan amendment to the corresponding review agencies. An adoption hearing will be scheduled subsequent to receipt of all review comments and transmittal acknowledgements.

The subject site is located along the west side of Hartman Road, between the Okeechobee Road commercial corridor and residential development along Hartman Road north of the intersection of both roadways. The site is currently vacant, bound by the General Commercial, C-3 district to the south represented by the Orange Blossom Business Center, and a variety of commercial uses and undeveloped property commercial to the east. The Bent Creek Planned Development and other medium density residential properties are situated to the north, across the Whiteway Dairy Road right-of-way.

The request is coupled with an application to amend the zoning designation of the subject properties to Neighborhood Commercial, C-2. The requests seek to provide the capacity to develop limited commercial and mixed uses, establishing a transitional area between the established residential developments to the north, and commercial development to the south and east.

District Comparison

Table 1 demonstrates basic use standards for development capacity within the existing and proposed designations for the subject site.

Table 1: Existing and Proposed Site Data – Zoning & Land Use

| | Existing | Proposed |
|--|----------|----------|
| Zoning | R-4 | C-2 |
| Future Land Use (FLU) | RM | NC |
| Non-Residential Maximum Floor Area Ratio (FAR) Permitted | - | 0.5 |
| Maximum Lot Coverage Permitted | 50% | 60% |
| Maximum Height | 45 ft. | 45 ft. |

As demonstrated in Table 1, the maximum permitted non-residential floor area ratio (FAR) for the subject properties increases to allow an FAR of 0.5 under the proposed amendments. Additionally, the maximum permitted lot coverage (area covered by buildings) increases by ten (10) percent (%) to (60%) under the proposed amendments. The expanded development capacity pursued by the applicant is primarily the options for grocery stores, neighborhood commercial sales establishments, office uses, and potential for eateries.

Table 2 demonstrates use type and density information for the existing and proposed Future Land Use designations for the subject site.

Table 2: Existing and Proposed Site Data

| | Existing | Proposed |
|-----------------------|---|---|
| Future Land Use (FLU) | Medium Density Residential (RM) | Neighborhood Commercial (NC) |
| Land Use Objective | The Medium Density Residential (RM) designation is intended for parcels | The Neighborhood Commercial designation permits lower intensity |

| | | |
|---|---|---|
| | that are best suited for multifamily residential uses ranging in density from 6.5 to 12 dwelling units per acre. This category allows small-lot single family units and multifamily dwellings including duplexes, condominiums and townhomes. Limited commercial uses intended to serve the residential uses shall be allowed. Compatible public, quasi-public, and special uses including parks, churches, non-profit clubs, schools and daycare facilities shall also be allowed. | commercial developments that are primarily intended to serve surrounding neighborhoods and residential areas. Uses allowed within this designation include limited retail and commercial services such as convenience/grocery stores, beauty salons, day care facilities; offices; and multifamily residential. |
| Residential Density (maximum dwelling units per gross acre) | 6.5 to 12 dwelling units/acre | 10 dwelling units/acre |
| Land Use Breakdown | Residential uses may comprise up to 100% of the total floor area. | Residential uses may comprise up to 20% of the total floor area |

Comprehensive Plan

The proposed amendment has been reviewed with regards to the established Goals, Objectives and Policies of the City's Comprehensive Plan, with emphasis on potential impacts to the surrounding neighborhoods to the north, transportation impacts, and demand on infrastructure. The proposed future land use map (FLUM) amendment is generally consistent with the goals, objectives and policies of the Comprehensive Plan as it promotes the vision of a balance between commercial, industrial and residential land uses. The proposed land use is generally consistent with surrounding properties in the vicinity, specifically to the north and west.

Demand Analysis of Public Facilities

The proposed amendment was reviewed for potential impacts to public facilities including, but not limited to, water and wastewater, parks and open space, schools, solid waste, and traffic. The findings presented are displayed in Table 3 below:

| | | | |
|-----------------------|---|------------|-----------------------|
| Potable Water: | Demand Analysis | | |
| | Current Land Use | 105,560 | Total gallons per day |
| | Proposed Land Use | 89,875 | Total gallons per day |
| | Change in Demand | -15,685 | Total gallons per day |
| Wastewater: | Demand Analysis | | |
| | Current Land Use | 105,560 | Total gallons per day |
| | Proposed Land Use | 71,900 | Total gallons per day |
| | Change in Demand | -33,660 | Total gallons per day |
| Parks and Recreation: | Demand Analysis | | |
| | The proposed amendment reduces the demand upon park inventory as the maximum density will be reduced by 2 units per acre. | | |
| Public Schools: | Demand Analysis | | |
| | Current Land Use – Maximum Enrollment Demand | K-8 126 | High School 54 |

| | | | |
|--------------------------|---|---------------------------|----------------------------------|
| | Proposed Land Use – Maximum Enrollment Demand | 53 | 23 |
| | Change in Demand | - 73 | - 26 |
| Solid Waste: | Demand Analysis | | |
| | Current Zoning Land Use | 50.75 yards | |
| | Proposed Zoning Land Use | n/a | |
| | Change in Demand | - 50.75 yards | |
| Transportation Analysis: | Impact Analysis | | |
| | | AADT Maximum (ITE 221) | AM/PM Peak Hour Trips Maximum |
| | Current Zoning | R4 (2,676 aadt) | R4 (207 AM Peak)/(252 PM Peak) |
| | Proposed Zoning | C2 (30,701 aadt) | C2 (428 AM Peak)/(1280 PM Peak) |
| | Change in Demand at Maximum Build-out | + 28,025 Trips | (+221 AM Peak)/(+1028 PM Peak) |

The proposed amendment will decrease potential impacts to all public facilities analyzed with the exception of transportation. The traffic demand analysis considered is based upon maximum build-out; therefore the figures are quite significant. The Neighborhood Commercial designation sustains various limitations of commercial development capacity which will effectively limit the impacts presented in the build-out scenario completed. The extent of the traffic impacts and mitigation options for roadway improvements will be determined and explored at the time of site development consideration.

Hartman Road is presently a two lane, undivided roadway, with expansion capacity, particularly at its intersection with Okeechobee Road. Furthermore, the prospective completion of previously slated residential developments such as Celebration Pointe, Bent Creek, and Whispering Oaks may facilitate the improvement of adjoining roadways including, but not limited to, Whiteway Dairy Road. The analysis of development and roadway conditions of the surrounding area, in relation to a future development plan will be evaluated pursuant to the City’s concurrency requirements in coordination with St. Lucie County, as many of the adjoining roadways, such as Hartman Road, presently remain under their jurisdiction.

Future Land Use Element Goals, Objectives, & Policies

Goal 1:

The City of Fort Pierce shall regulate land uses to maintain and protect its traditional Florida small-town character by embracing its rich heritage, diverse cultural and community assets, and natural resources.

1.1 Objective:

The City shall adopt and implement the Future Land Use Map to designate future land uses that regulate uses, densities and intensities that enhance its neighborhoods and districts, stimulate tourism and the local economy, and are compatible with its small-town character.

1.1.17 Policy:

Reduce vehicle miles traveled (VMT) and greenhouse gas emissions (GHG) by requiring developments to maximize internal trip capture, provide pedestrian connectivity to surrounding properties, and reduce the number of auto-oriented trips through Transportation Demand Management (TDM).

1.3 Objective:

As development and redevelopment occur within the City, the City shall encourage the elimination or reduction of existing land uses inconsistent with the City's character and future land use.

1.3.1 Policy:

The City shall evaluate land use amendment applications and development proposals for compatibility with the Comprehensive Plan, the City's character, future land use designation, and the adjacent properties.

Analysis: The appropriate expansion of limited commercial uses along a minor arterial roadway, and adjacent to a principal arterial furthers the development and redevelopment of neighborhoods and districts, providing the opportunity to stimulate the local economy. The review of subsequent development applications pursuant to our established land development regulations and design review guidelines seek to ensure compatibility with our small-town character, and adjacent developments. Furthermore, the increased access to neighborhood commercial goods and services advances established goals, policies, and objectives by reducing vehicle miles traveled (VMT) and greenhouse gas emissions (GHG) by improving proximity to desired goods and services.

Transportation Element Goals, Objectives, & Policies

Goal 2:

The City shall provide a safe, convenient, effective, and energy efficient multimodal transportation system which is coordinated with the Future Land Use and provides mobility of people and goods.

2.2 Objective:

Maintain the adopted LOS standards for all City roadways. The City shall coordinate with St. Lucie County and the Florida Department of Transportation (FDOT) to maintain the adopted LOS standards on County and State roadways within the City.

2.2.7 Policy:

Proposed land use changes shall evaluate the net difference in traffic impacts between the current land use and the proposed land use. Any change in land use which exceeds the LOS standard for a roadway shall also be accompanied by a strategy to address the impact. The strategy may consist of a capacity or operational improvement or implementation of a mobility strategy. The LOS evaluation shall be completed using professionally accepted transportation engineering methodology including generalized roadway and detailed roadway analysis as needed.

2.3 Objective:

The City shall integrate the Future Land Use Map with the City's existing, programmed, and planned transportation system to maintain the adopted roadway LOS standards and support multimodal transportation to service the existing and projected population.

2.3.2 Policy:

Proposed Future Land Use Map amendments shall be supported by the Transportation Element. An evaluation of the net change in impacts to the roadways shall be determined. The proposed amendment shall maintain the adopted LOS standard. If the LOS standards are not maintained, the amendment shall be accompanied by strategies including capacity and operational improvements, and mobility strategies to achieve the adopted LOS standard.

2.3.3 Policy:

The City shall integrate transportation and land use to support multimodal transportation through site design and development standards that address building placement and orientation, pedestrian access, bicycle parking, and transit-oriented development principles.

Analysis: The proposed land use change has been evaluated for potential traffic impacts. The change in land use may present impacts to the LOS standard for Hartman Road, however offsetting mitigation improvements to Hartman Road and affected intersections are anticipated with a definite development plan of necessitating scale. Furthermore, the higher potential for additional trips are allocated to adjacent minor arterial roadways, ideally reducing vehicular traffic on other roadways by reducing vehicle miles traveled (VMT) to other retail sources. The applicant shall integrate strategies to for capacity and operational improvements, and mobility strategies to achieve maintain the adopted LOS standard based upon the prospective impacts form the amendment. The City's established design and development standards will further guide building placement and orientation, pedestrian access, bicycle parking, and transit-oriented development principles with any proposed potential development within the subject site.

Standards for Review

The following standards must be satisfied per Section 22-131 of the City Code prior to the approval of the requested amendment:

- (1) The amendment is consistent with the comprehensive plan;
- (2) The amendment will not have an adverse effect on the ability of the city to:
 - a. Satisfy land and water use needs; and
 - b. Meet transportation demands and provide community facilities and services; and
- (3) The amendment will promote and protect the public health, safety and general welfare.

The proposed amendment is consistent with the Goals, Objectives, and Policies of the City's Comprehensive Plan and is consistent with the concurrent request to amend the Zoning designation of the site. Furthermore, the amendment should not have adverse an effect on the ability of the city to satisfy land and water use needs, meet transportation demands, and provide community facilities and services. The presented amendment promotes and protects the public health, safety and general welfare through the increased variety and access to neighborhood goods and services while ensuring minimal impacts to neighboring residential districts.

Technical Review Committee:

All affected departments have reviewed and approved the applications. No significant impacts to public facilities are immediately expected by the proposed amendment; however traffic impacts will be assessed further at the time of development application to determine any demand for transportation improvements to abutting roadways and intersections.

Planning Board Recommendation:

The Planning Board, at their January 12, 2016 meeting, voted unanimously to recommend approval of the request.

Department of Economic Opportunity (DEO) & Corresponding Agency Review:

The proposed amendment was transmitted to the Florida Department of Economic Opportunity (DEO) and corresponding agencies, on February 25th, 2016, for review and comment pursuant to Florida State Statute Section 163.3184(3). A copy of the provided responses is provided for review.

The reviews provided no formal comments of concern. The Department of Transportation District Four Office provided general notes regarding the future capacity of the adjoining roadway networks. Staff coordinated further with FDOT and the applicant to verify understanding of the City's concurrency requirements for future development of the property.

Staff Recommendation:

The proposed amendment meets the criteria specified in Section 22-131 of the City Code and promotes and protects the public health, safety and general welfare; therefore Staff recommends approval of Ordinance 16-003, adopting the proposed Comprehensive Plan Amendment.