



TO: Members of the City of Fort Pierce Planning Board

THROUGH: Rebecca Grohall, AICP, Planning Director

FROM: Kori Benton, Senior Planner

RE: **Jenkins Road KOA
 Comprehensive Plan Future Land Use Map Amendment
 NE Corner of Jenkins Road & Edwards Road**

DATE: November 7, 2017

STAFF REPORT

Owners: Ariel Homes of Treasure Coast
 4525 Prairie Ave
 Miami Beach, FL 33140

Applicant: S. R. Bacher Enterprises, LLC.
 1821 N US Highway 1
 Fort Pierce, FL 34946

Representative: Brian Nolan, AICP, ASLA
 Senior Project Manager, Lucido & Associates
 701 S.E. Ocean Blvd.
 Stuart, Florida 34994

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

Location: Generally located at the northeast corner of Jenkins Road & Edwards Road, or approximately 3180 South Jenkins Road.

Parcel IDs: 2430-212-0001-000-5

Current Future Land Use: Medium Density Residential (RM)

Proposed Future Land Use: Boundary Commercial (BC)

Surrounding FLU & Zoning:

North	East	South	West
RM/R-4 & RL/R-1	RL/R-1 & RU/RS-4	RM/R-4 & RL/R-1	GC/C-3 & RL/R-3

Parcel(s) Size: 56.035 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 56.035 acres of property, from Medium Density Residential (RM) to Boundary Commercial (BC).

The subject site is located along the east side of Jenkins Road, immediately north of Edwards Road, and a half mile south of the Okeechobee Road commercial corridor. The site is currently undeveloped with a variety of native and invasive species throughout the property. The site is bordered to the immediate north by North St. Lucie River Water Control District Canal No. 39, to the east lie existing low density single-family residential homes; to the immediate west lies S. Jenkins Road followed by moderate density residential homes and vacant commercial land; and to the immediate south lies Edwards Road trailed by medium density residential uses and vacant land.

The request to amend the future land use designation is coupled with an application for a Planned Development, to amend the zoning designation of the subject property to PD, Planned Development along with a development plan for a KOA campground to accommodate recreational vehicles with improved vehicle stalls providing power, water and sewer hook-ups; semi-improved camp sites that will allow for tow-behind campers, tents and KOA-provided cabins, each with electrical hook-ups; outdoor storage area for boats, trailers and tow-behind campers along with a manager’s quarters. The Planned Development application is engaged with the Technical Review Committee, and will be forthcoming to the Planning Board.

The subject is currently zoned R4 – Medium Density Residential, with a Future Land Use of RM – Residential Medium. The proposed use is not consistent with the existing Zoning and Future Land Use, thus the Future Land Use Map Amendment is sought to amend the Future Land Use.

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	PD
Future Land Use (FLU)	RM	BC
Non-Residential Maximum Floor Area Ratio (FAR) Permitted	-	1.0
Maximum (Building) Lot Coverage Permitted	50%	Dependent upon PD Plan – <i>Not to exceed 80%</i>
Maximum Height	45 ft.	Dependent upon PD Plan

As demonstrated in Table 1, the maximum permitted non-residential floor area ratio (FAR) for the subject properties increases to allow an FAR of 1.0 under the proposed amendments. Additionally, the maximum permitted lot coverage (area covered by buildings) may increase, or decrease, dependent upon the development plan considered with the Planned Development request. The applicant’s initial development plan presented a building lot coverage of roughly 1%, with an overall impervious coverage of roughly 38%, below the maximum provided by the current, and proposed districts. 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

	<u>Existing</u>	<u>Proposed</u>
Future Land Use (FLU)	Medium Density Residential (RM)	Boundary Commercial (BC)
Land Use Objective	The Medium Density Residential designation is intended for parcels 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.	The Boundary Commercial designation allows medium intensity commercial developments that are primarily intended to serve surrounding neighborhoods and residential areas. Uses allowed within this designation include general commercial, retail, offices, <i>tourist/entertainment facilities</i> , hotels/motels, <i>parks and recreation</i> , along with <i>compatible</i> public, quasi-public, and <i>special uses</i> . This land use designation allows a maximum FAR of 1.0.
Residential Density (maximum dwelling units per gross acre)	6.5 to 12 dwelling units/acre	N/A
Land Use Breakdown	Residential uses may comprise up to 100% of the total floor area.	N/A

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 west, south, and east, as well as long range development of commercial centers to the west, north west, and north of the site, potential transportation impacts, and demand on infrastructure. The proposed future land use map amendment is generally consistent with the goals, objectives and policies of the Comprehensive Plan as it promotes the vision of a balance between commercial and residential land uses, providing capacity for Boundary Commercial uses that may service to surrounding neighborhoods or general commercial, retail, offices, tourist/entertainment facilities, hotels/motels, parks and recreation, along with compatible public, quasi-public, and special uses. The proposed land use is generally consistent with surrounding properties and uses in the vicinity, specifically to the north and north west.

Based

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:	<p>Demand Analysis</p> <p>Current Land Use 174,700 Total gallons per day Proposed Land Use 25,925 Total gallons per day Change in Demand - 148,775 Total gallons per day</p>															
Wastewater:	<p>Demand Analysis</p> <p>Current Land Use 174,700 Total gallons per day Proposed Land Use 32,147 Total gallons per day Change in Demand - 142,553 Total gallons per day</p>															
Parks and Recreation:	<p>Demand Analysis</p> <p>The proposed amendment presents a general reduction in the demand upon park inventory as the Boundary Commercial district does not provide residential density capacity, however it's anticipated that development of tourist facilities will provide impact to parks and recreation facilities, however development of on-site amenities and provision of tourist tax revenue may assist in offsetting said demand.</p>															
Public Schools:	<p>Demand Analysis</p> <table border="0" style="width: 100%;"> <tr> <td></td> <td style="text-align: right;"><i>K-8</i></td> <td style="text-align: right;"><i>High School</i></td> </tr> <tr> <td>Current Land Use – Maximum Enrollment Demand</td> <td style="text-align: right;">97</td> <td style="text-align: right;">42</td> </tr> <tr> <td>Proposed Land Use – Maximum Enrollment Demand</td> <td style="text-align: right;">0</td> <td style="text-align: right;">0</td> </tr> <tr> <td>Change in Demand</td> <td style="text-align: right;">- 97</td> <td style="text-align: right;">- 42</td> </tr> </table> <p>The Boundary Commercial district does not provide residential density capacity</p>		<i>K-8</i>	<i>High School</i>	Current Land Use – Maximum Enrollment Demand	97	42	Proposed Land Use – Maximum Enrollment Demand	0	0	Change in Demand	- 97	- 42			
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Solid Waste:	<p>Demand Analysis</p> <p>Current Land Use 90 yards Proposed Land Use 53 Change in Demand - 37 yards</p>															
Transportation Analysis:	<p>Impact Analysis</p> <table border="0" style="width: 100%;"> <tr> <td></td> <td style="text-align: center;">AADT</td> <td style="text-align: center;">AM/PM Peak Hour Trips</td> </tr> <tr> <td></td> <td style="text-align: center;">Maximum (ITE 221)</td> <td style="text-align: center;">Maximum</td> </tr> <tr> <td>Current Zoning/Land Use</td> <td style="text-align: center;">RM (3,379 aadt)</td> <td style="text-align: center;">RM (296 AM Peak)/(287 PM Peak)</td> </tr> <tr> <td>Proposed Zoning/ Land Use</td> <td style="text-align: center;">PD/BC (1,261 aadt)</td> <td style="text-align: center;">PD/BC (49 AM Peak)/(108 PM Peak)</td> </tr> <tr> <td>Change in Demand at Proposed Build-out</td> <td style="text-align: center;">- 2,118 37 Trips</td> <td style="text-align: center;">(-247 AM Peak)/(-179 PM Peak)</td> </tr> </table>		AADT	AM/PM Peak Hour Trips		Maximum (ITE 221)	Maximum	Current Zoning/Land Use	RM (3,379 aadt)	RM (296 AM Peak)/(287 PM Peak)	Proposed Zoning/ Land Use	PD/BC (1,261 aadt)	PD/BC (49 AM Peak)/(108 PM Peak)	Change in Demand at Proposed Build-out	- 2,118 37 Trips	(-247 AM Peak)/(-179 PM Peak)
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The proposed amendment, coupled with the development scope of the filed development plan, will decrease potential impacts to all public facilities analyzed.

South Jenkins Roads and west Edwards Road are presently two lane, undivided roadways which operate at a Level of Service of C, with further expansion capacity. The intersection of Jenkins Road and Okeechobee Road recently underwent significant expansion as part of a Florida Department of Transportation (FDOT) and St. Lucie County

initiative to enhance this Strategic Intermodal System (SIS) corridor. Previously considered and approved residential developments along Edwards and Jenkins Road have expired, however may provide demand to revisit further expansion of capacity along these minor arterial roadways. 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 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.

1.3 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, tourist related, and recreational uses along a minor arterial roadways, adjacent to a main arterial, furthers the development and redevelopment of commercial districts and surrounding neighborhoods by providing compatible opportunities 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.

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, with the associated development plan, does not present impacts to the LOS standard for Edwards Road, and seeks to integrate offsetting mitigation improvements to Jenkins Road via a planned deceleration lane for south bound traffic. The applicant shall maintain said strategy within the development plan to maintain the adopted LOS standard. The City's established design and development standards will further guide pedestrian access, bicycle parking, and transit-oriented development principles with the planned development within the subject site.

Standards for Review

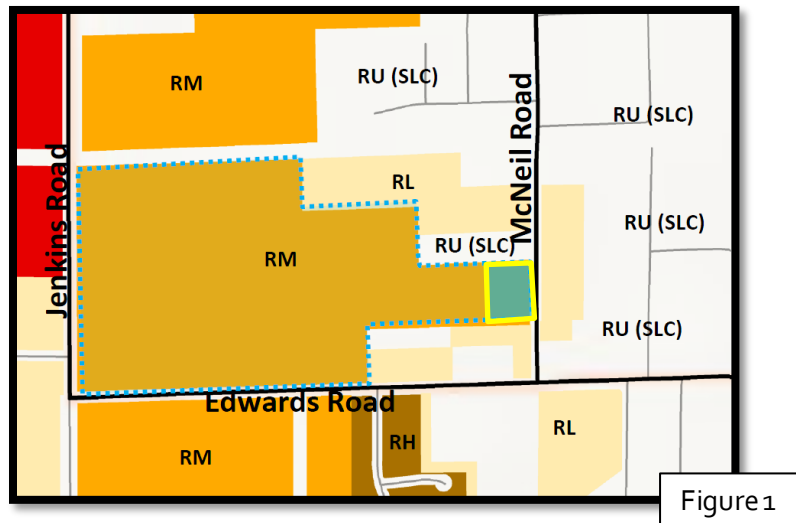
The following standards must be satisfied per Section 22-131 of the City Code prior to the approval of the requested amendment:

- (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 generally consistent with the Goals, Objectives, and Policies of the City's Comprehensive Plan and is consistent with forthcoming 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 of tourist facility and the local economy, while limiting impacts to neighboring residential districts.

The proposed amendment does not incorporate provide a land use transition from the proposed commercial designation, desired along an arterial roadway such as Jenkins, to reduced development intensity towards established residential development, to the east. Based upon the forthcoming Planned Development, the applicant holds the capacity to allocate a 250 ft. section at the east of the property for retention of the Residential Medium to provide such a transition without conflicting with the development plan. Staff encourages the applicant and Planning Board to consider retention of a segment, at the far east end of the property, to provide an appropriate transition to better assimilate with established uses adjacent as

demonstrated in the filed development plan. Delineation of this consideration is provided via Figure 1, which identifies a potential transition point, based upon surrounding uses.



The land use amendment, whether adopted as presented or the recommended transition, 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. This potential adjustment to the request, considers additional safe guards to mandate a transition to the adjacent uses and 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. Traffic impacts have been further assessed with the applicant's pending development application to determine any demand for transportation improvements to abutting roadways and intersections.

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 that the Planning Board, acting as the Local Planning Agency, **approve** the proposed amendment.