



STATE OF FLORIDA

# DEPARTMENT OF COMMUNITY AFFAIRS

*"Dedicated to making Florida a better place to call home"*

CHARLIE CRIST  
Governor

THOMAS G. PELHAM  
Secretary

## MEMORANDUM

TO: St Lucie County

Date: August 16, 2010

Subject: Proposed Comprehensive Plan Amendment Review Objections,  
Recommendations and Comments Reports

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**Enclosed are the Departments Objection, Recommendations and Comments Reports on the proposed amendments to the comprehensive plan(s) from the following local government(s):**

St Lucie County 10-1ER

**These reports are provided for your information and agency files. Following the adoption of the amendments by the local governments and subsequent compliance review to be conducted by this agency, we will forward copies of the Notices of Intent published by each local government plan.**

**If you have any questions, please contact Mr. Ray Eubanks at Suncom 278-4925 or (850) 488-4925.**

**RE/lp**

**Enclosure**

2555 SHUMARD OAK BOULEVARD ♦ TALLAHASSEE, FL 32399-2100  
850-488-8466 (p) ♦ 850-921-0781 (f) ♦ Website: [www.dca.state.fl.us](http://www.dca.state.fl.us)

♦ COMMUNITY PLANNING 850-488-2356 (p) 850-488-3309 (f) ♦  
♦ HOUSING AND COMMUNITY DEVELOPMENT 850-488-7956 (p) 850-922-5623 (f) ♦



STATE OF FLORIDA

# DEPARTMENT OF COMMUNITY AFFAIRS

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CHARLIE CRIST  
Governor

THOMAS G. PELHAM  
Secretary

August 13, 2010

The Honorable Charles Grande, Chairman  
St. Lucie County, Board of County Commissioners  
2300 Virginia Avenue  
Fort Perce, Florida 34982

Dear Commissioner Grande:

The Department of Community Affairs has completed its review of St. Lucie County's proposed Comprehensive Plan Amendment (DCA Number 10-1ER), which was received on June 10, 2010. Copies of the proposed amendment have been distributed to appropriate state, regional, and local agencies for their review and their comments are enclosed.

The Department has reviewed the comprehensive plan amendment for consistency with Rule 9J-5, Florida Administrative Code, and Chapter 163, Part II, Florida Statutes, and has prepared the attached Objections, Recommendations, and Comments Report, which outlines our findings concerning the comprehensive plan amendment.

The Department has identified 10 objections in the proposed amendments related to clarification of policies and objectives; insufficient polices addressing the reduction of greenhouse gas emissions, needs analysis, location of land uses and rehabilitating blighted areas; lack of data and analysis; and lack of required maps. My staff and I are available to assist the County in addressing the issues identified in our report. If you have any questions, please contact Laura Regalado, Planning Analyst, at (850) 921-3762.

Sincerely,

Mike McDaniel, Chief  
Office of Comprehensive Planning

MM/lmr

Enclosures: Objections, Recommendations and Comments Report  
Review Agency Comments

cc: Mark Satterlee, AICP, Planning Director, St. Lucie County  
Michael Busha, AICP, Executive Director, Treasure Coast Regional Planning Council

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**DEPARTMENT OF COMMUNITY AFFAIRS**  
**OBJECTIONS, RECOMMENDATIONS AND COMMENTS**  
**FOR**  
**ST. LUCIE COUNTY**  
**PROPOSED AMENDMENT 10-1ER**

August 13, 2010  
Division of Community Planning

This report is prepared pursuant to Rule 9J-11.010, F.A.C.

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## INTRODUCTION

The following objections, recommendations and comments are based upon the Department's review of the St. Lucie County 10-1ER proposed amendment to its Comprehensive Plan pursuant to s. 163.3184, Florida Statutes (F.S.).

The objections relate to specific requirements of relevant portions of Chapter 9J-5, Florida Administrative Code (F.A.C.), and Chapter 163, Part II, F.S. Each objection includes a recommendation of one approach that might be taken to address the cited objection. Other approaches may be more suitable in specific situations. Some of these objections may have initially been raised by one or more of the other external review agencies. If there is a difference between the Department's objection and the external agency advisory objection or comment, the Department's objection would take precedence.

Each of these objections must be addressed by the County and corrected when the amendment is resubmitted for our compliance review. Objections that are not addressed may result in a determination that the amendment is not in compliance. The Department may have raised an objection regarding missing data and analysis items, which the local government considers not applicable to its amendment. If that is the case, a statement justifying its non-applicability pursuant to Rule 9J-5.002(2), F.A.C., must be submitted. The Department will make a determination on the non-applicability of the requirement, and if the justification is sufficient, the objection will be considered addressed.

The comments that follow the objections and recommendations section are advisory in nature. Comments will not form the basis of a determination of non-compliance. They are included to call attention to items raised by our reviewers. The comments can be substantive, concerning planning principles, methodology or logic, as well as editorial in nature dealing with grammar, organization, mapping, and reader comprehension.

Appended at the end of the Department's ORC Report are the comment letters from the other state review agencies and other agencies, organizations and individuals. These comments are advisory to the Department and may not form the basis of Departmental objections unless they appear under the "Objections" heading in this report.

## TRANSMITTAL PROCEDURES

Upon receipt of this letter, St. Lucie County has 120 days in which to adopt, adopt with changes, or determine that the County will not adopt the proposed amendment. The process for adoption of local government comprehensive plan amendments is outlined in s. 163.3184, F. S., and Rule 9J-11.011, F.A.C. The County must ensure that all ordinances adopting comprehensive plan amendments are consistent with the provisions of Chapter 163.3189(2)(a), F.S.

Within ten working days of the date of adoption, the County must submit the following to the Department:

Three copies of the adopted comprehensive plan amendments;

A listing of additional changes not previously reviewed;

A listing of findings by the local governing body, if any, which were not included in the ordinance; and

A statement indicating the relationship of the additional changes to the Department's Objections, Recommendations and Comments Report.

The above amendment and documentation are required for the Department to conduct a compliance review, make a compliance determination and issue the appropriate notice of intent.

In order to expedite the regional planning council's review of the amendments, and pursuant to Rule 9J-11.011(5), F.A.C., please provide a copy of the adopted amendment directly to the Executive Director of the Treasure Coast Regional Planning Council.

Please be advised that Section 163.3184(8)(c), F.S., requires the Department to provide a courtesy information statement regarding the Department's Notice of Intent to citizens who furnish their names and addresses at the local government's plan amendment transmittal (proposed) or adoption hearings. In order to provide this courtesy information statement, local governments are required by law to furnish the names and addresses of the citizens requesting this information to the Department. **Please provide these required names and addresses to the Department when you transmit your adopted amendment package for compliance review. In the event there are no citizens requesting this information, please inform us of this as well.** For efficiency, we encourage that the information sheet be provided in electronic format.

**OBJECTIONS, RECOMMENDATIONS AND COMMENTS REPORT**

**ST. LUCIE COUNTY**

**PROPOSED COMPREHENSIVE PLAN AMENDMENT 10-1ER**

**I. Consistency with Chapter 163, F.S., and Rule 9J-5, F.A.C.**

St. Lucie County proposed comprehensive plan amendments address issues raised in the County's Evaluation and Appraisal Report, address statutory changes, and update the goals, objectives and policies of the comprehensive plan. The Department has identified the following objections and comments to the proposed comprehensive plan amendments:

**Objection 1:** Chapter 2008-191, Laws of Florida, (House Bill 697), amended Section 163.3177 F.S., to require local comprehensive plans to address energy efficient land use patterns, transportation strategies to address greenhouse gas reductions, energy conservation, and energy efficient housing. The proposed EAR-based amendments include the following new or revised objectives and policies:

(a) New Future Land Use Element Objective 1.1.4 states that the County will "consider changes to the future land use plan based upon smart growth, energy efficient land use patterns and discouraging the proliferation of urban sprawl." The accompanying policies use terms such as "encourage" and do not include meaningful and predictable guidelines and standards for achieving "smart growth" and a reduction in greenhouse gas emissions or demonstrate how "energy efficient land use patterns" will be achieved. In addition, new Policy 1.1.4.6 to "monitor aging neighborhoods and encourage the redevelopment and renewal of blighted areas" does not include meaningful and predictable guidelines and standards for achieving neighborhood renewal.

(b) New Future Land Use Element Objective 1.4.1 proposes the creation of a sustainable plan for the County's western lands. The objective is not supported with adequate policies to ensure that the plan will be achieved. New Policy 1.4.1.1 states that the County will "explore techniques for preservation of agriculture..." and new Policy 1.4.1.2 states that the County will "consider innovative partnerships between urban areas, local and regional governmental entities, and rural land owners..." The policies do not include meaningful and predictable guidelines and standards with action steps to ensure that the sustainable plan for the County's western lands will be developed and implemented.

(c) New Future Land Use Objective 1.4.2 states "encourage green building standards in order to reduce greenhouse gas emissions." The objective does not identify the specific, measurable, intermediate end that is to be achieved through the policies. New Policy 1.4.2.2 states that the County will "encourage the use of green building standards..." and "explore incentives by 2012...". The policy does not provide meaningful and predictable guidelines and standards as to how the County will "encourage" the use of green building standards.

(d) New Transportation Element Policy 2.1.1.9 states that the County shall “continue to reduce greenhouse gas emissions through promoting increased transit usage, bicycle and pedestrian facilities, and more efficient roadways.” The policy does not provide meaningful and predictable guidelines and standards as to how the County will be “promoting” increased transit usage, increased bicycle and pedestrian facilities, and more efficient roadways.

(e) New Housing Element Objective 3.2.7 states that the County shall “support energy efficiency and the use of renewable energy resources in existing housing and in the design and construction of new housing.” The objective does not identify the specific, measurable, intermediate end that is to be achieved by the policies. The accompanying new policies use terms such as “encourage” and “to the fullest extent possible” and do not include meaningful and predictable guidelines and standards for achieving “energy efficiency” and “the use of renewable energy resources” in the County’s housing.

Authority: Sections 163.3177(6)(a), (b), (d), (f)(1)h, and (j)10., F.S.; and Rules 9J-5.003(82) and (90); and 9J-5.005(6), F.A.C.

**Recommendation:** Revise the objectives to include the specific, measurable, intermediate end results that mark progress toward the goal. Revise the policies to include meaningful and predictable energy conservation and greenhouse gas emission strategies that will be applied to development. Policies should include meaningful and predictable standards that will result in compact, mixed use communities that contain a variety of housing types and prices, a variety of employment and shopping opportunities, and require a multi-modal transportation system that will result in reduced greenhouse gas emissions; require energy efficiency and the use of renewable energy resources in the construction of new homes as well as during redevelopment activities; and include strategies to address energy conservation. The policies should identify the guidelines and standards the County can apply immediately and include specific actions for implementing additional energy conservation measures that will take longer to implement.

**Objection 2:** New Future Land Use Element Policy 1.1.4.7 allows an exemption from demonstrating a numerical population need if “the amendment enhances urban infill redevelopment projects or supply of affordable housing.” The apparent intent of the policy is to encourage infill and affordable housing projects. However, the policy does not specify how the enhancements will be determined to encourage infill and affordable housing. In addition, the policy proposes to exempt residential development that encourages affordable housing and infill redevelopment from a needs analysis rather than including these development opportunities as part of a comprehensive needs analysis for the County.

Authority: Section 163.3177(6)(a), F.S.; and Rules 9J-5.003(90); 9J-5.005(6); and 9J-5.006(2), F.A.C.

**Recommendation:** Revise the policy to delete the exemption from the needs analysis for Future Land Use Map amendments that propose infill development or affordable housing projects. Alternatively, include these development opportunities as part of a comprehensive needs analysis

for the County.

**Objection 3:** New Future Land Use Policy 1.1.5.12 regarding the location of urban land use intensities within the urban service boundary is vague. The policy uses the words “encourage” and “discourage” regarding the location of land uses and the conservation of Agricultural lands and defers to the Land Development Code rather than providing meaningful and predictable guidelines in the policy for the location of land uses.

Authority: Section 163.3177(6)(a), F.S.; and Rules 9J-5.003(90) and 9J-5.005(6), F.A.C.

**Recommendation:** Revise Policy 1.1.5.12 to provide meaningful and predictable guidelines and standards regarding the location of urban land use intensities within the defined Urban Service Boundary as well as the preservation of Agricultural lands and suburban areas outside the Urban Service Boundary rather than deferring to the Land Development Code.

**Objection 4:** New Future Land Use Element Policy 1.1.11.4 regarding the Mining/Industrial Extraction land use designation relocates language from the data and analysis section to the goals, objectives, and policies of the comprehensive plan. The new policy states that “an extractive use designation may occur in any future land use designation” if five criteria are met. The criteria include “the extractive operation does not adversely affect areas determined to be environmentally sensitive” and “the use is compatible with surrounding land uses.” The policy does not provide meaningful and predictable guidelines for determining how adverse affects on environmentally sensitive lands will be determined or explain how compatibility with surrounding land uses will be determined.

Allowing mining in all land use categories would have the effect of changing single-use land use categories into mixed-use land use categories. The County has not included the percentage distribution among the mix of uses allowed, or other objective measurement, and the density or intensity for each use. Furthermore, mining is not an identified use in the land use definitions of Agricultural, Conservation, Residential, Commercial, Industrial, and Public Buildings and Grounds included in Rule 9J-5.003, F.A.C. In addition, the policy would allow the Mining/Industrial Extraction land use without requiring an amendment to the comprehensive plan. Allowing a change to the comprehensive plan in this manner is inconsistent with Section 163.3184, F.S.

Authority: Sections 163.3177(6)(a) and 163.3184, F.S.; and Rules 9J-5.003(2), (21), (23), (28), (58), (90), (99), and (108); 9J-5.005(6); and 9J-5.006(3)(c)2. and (4)(c) F.A.C.

**Recommendation:** The County should not adopt Future Land Use Element Policy 1.1.11.4. Alternatively, the County could adopt the Mining/Industrial Extraction land use as a new land use category, which would require amending the comprehensive plan to include this new land use on the Future Land Use Map. The new category should provide meaningful and predictable guidelines and standards regarding the criteria for locating a Mining/Industrial Extraction land use designation. The category should include specific standards to be used to determine if the Mining/Industrial Extraction land use is compatible with surrounding land uses and guidelines that will be used to determine if the Mining/Industrial Extraction land use will cause an “adverse affect to environmentally sensitive areas.”

**Objection 5:** Transportation Element Policy 2.1.2.6 identifies the transportation level of service standards for urban and non-urban roadways in St. Lucie County. However, the Policy and accompanying table incorrectly list Strategic Intermodal System (SIS) level of service standards. The SIS level of service standards as adopted by St. Lucie County must be consistent with those established by the Florida Department of Transportation as presented in Table 1. In addition to the SIS roadway facilities, the County has three other SIS facilities. These include the Intracoastal Waterway, the Florida East Coast (FEC) Mainline Rail Corridor, and an emerging SIS facility, the South Central Florida Express Railroad K Line that have not been identified in the comprehensive plan.

**Table 1: SIS Facilities Level of Service Standards for St. Lucie County**

SIS Roadway Corridors	Roadway Segment	LOS Standard
I-95	Martin County Line to Gatlin Boulevard	C
I-95	Gatlin Boulevard to St. Lucie Boulevard	C
I-95	St. Lucie Boulevard to Midway Road	C
I-95	Midway Road to SR 70/Okeechobee Road	C
I-95	SR 70/Okeechobee Road to SR 68/Orange Road	D
I-95	SR 68/Orange Road to SR 614/Indrio Road	D
I-95	SR 614/Indrio Road to Indian River County Line	C
Florida's Turnpike	Martin County Line to Becker Road	C
Florida's Turnpike	Becker Road to Port St. Lucie Boulevard	C
Florida's Turnpike	Port St. Lucie Boulevard to SR 70/Okeechobee Road	C
Florida's Turnpike	SR 70/Okeechobee Road to Indian River County	B
SR 70/Okeechobee Rd.	Okeechobee Co. Line to Carlton Road	B
SR 70/Okeechobee Rd.	Carlton Road to McCarthy Road	B
SR 70/Okeechobee Rd.	McCarthy Road to Florida's Turnpike	B
SR 70/Okeechobee Rd.	Florida's Turnpike to I-95	C

Authority: Sections 163.3177(6)(a), (b), (j), and (10)(f); and 163.3180(10), F.S.; and Rules 9J-5.0055(2)(c) and 9J-5.019(4)(c)1., F.A.C.

**Recommendation:** Revise the Strategic Intermodal System (SIS) level of service standards for SIS roadways within the County listed in Transportation Element Policy 2.1.2.6 to be consistent with those established by the Florida Department of Transportation as presented in Table 1, above. Include the following three non-roadway SIS facilities in the comprehensive plan: the Intracoastal Waterway, the Florida East Coast (FEC) Mainline Rail Corridor, and the South Central Florida Express Railroad K Line.

**Objection 6:** The supporting data and analysis provided by the County identifies 33 roadway segments on 11 roadway facilities that will exceed their adopted level of service standards and reflect a LOS F by the end of the long-range planning period, including SR 70/Okeechobee Road, a SIS facility. The data is also inconsistent with the Florida Department of Transportation data that indicates one segment of I-95, Gatlin Boulevard to St. Lucie Boulevard, is already failing, and all segments of I-95, a SIS facility, in the County are projected to fail by the end of the planning horizon. Additionally, with the severe decline in public revenues for transportation projects in recent years, project funding has slowed and SIS and other projects identified as cost feasible in Department and Metropolitan Planning Organization plans have been deferred.

While the County has included Future Land Use Element Policies 1.2.1.4, 1.2.1.5, 1.2.1.6 and Transportation Element Policies 2.1.2.9, 2.1.2.11, 2.1.2.12, 2.1.2.13, 2.1.2.14, 2.6.1.6 and 2.6.1.7 regarding transportation solutions such as Traffic Demand Management and Mobility Fees and funding for transportation improvements, the policies use vague language such as “explore” and “consider” that do not provide meaningful and predictable guidelines to develop or implement the Traffic Demand Management program or the funding programs.

Authority: Sections 163.3177(3), (6)(a), (b), and (j), F.S.; and Rules 9J-5.003(90); 9J-5.005(6); and 9J-5.016(3)(b)3., 5., and (c)1., F.A.C.

**Recommendation:** Revise the data and analysis to be consistent with the Florida Department of Transportation data. Revise the existing policies or include new policies to provide meaningful and predictable guidelines to develop or implement a Traffic Demand Management program, Mobility fees, and other funding programs for transportation improvements that will be needed to achieve and maintain the County's adopted level of service standards through the end of the long-range planning period.

**Objection 7:** The Future Transportation Map TRN-2 that depicts the Future Number of Lanes for 2030 is not consistent with the adopted 2030 Regional Long Range Transportation Plan (RLRTP), jointly produced by the St. Lucie Transportation Planning Organization (TPO) and the Martin Metropolitan Planning Organization (MPO). For example one inconsistency is that the proposed Future Number of Lanes Map (2030) identifies Becker Road as a four lane facility with its western extent at 1-95, while the RLRTP shows the western extent for Becker Road at Range Line Road.

Authority: Sections 163.3177(6)(a), (b), and (j), F.S; and Rule 9J-5.019(5)(b)2., F.A.C.

**Recommendation:** Revise the Future Transportation Map TRN-2 that depicts the Future Number of Lanes for 2030 to be consistent with the adopted 2030 Regional Long Range Transportation Plan (RLRTP).

**Objection 8:** The St. Lucie County International Airport Master Plan and the Port of Fort Pierce Master Plan have each been identified as sub-elements to the Comprehensive Plan. However, the maps identifying existing and future port facilities as required by Rule 9J-5.019(5)(a)4. and 5., F.A.C., and the maps identifying existing and future airport facilities including clear zones as required by Rule 9J-5.019(5)(a)6. and 7., F.A.C., have not been incorporated into the County's comprehensive plan and adopted as part of the future conditions map series.

Authority: Sections 163.3177(6)(a), (b), and (j), F.S; and Rules 9J-5.019(2)(a)4. and 5., and (5)(a)6. and 7., F.A.C.

**Recommendation:** Revise the Future Transportation Map series to include a map identifying port facilities and a map identifying airport facilities including clear zones.

**Objection 9:** Revised Housing Element Policy 3.2.3.2 states that the County will "encourage rehabilitation of substandard dilapidated housing to the extent feasible." The policy does not provide meaningful and predictable guidelines the County will use to ensure that substandard dilapidated housing will be rehabilitated.

Authority: 163.3177(6)(a) and (f), and (10), F.S.; and Rules 9J-5.003(90); 9J-5.005(6); and 9J-5.010(3)(b) 2, 5, and (c)4, F.A.C

**Recommendation:** Revise Housing Element Policy 3.2.3.2 to provide meaningful and predictable guidelines the County will undertake to ensure that substandard dilapidated housing is rehabilitated.

**Objection 10:** The information related to future school capacity projects on Future Land Use Element page 1-11 is outdated and is not consistent with the St. Lucie County School Board's approved 2009-10 through 2013-14 District Facilities Work Plan.

Authority: Sections 163.3177(3), (6)(a), (8), (10)(e), and (12), F.S.; and Rules 9J-5.005(2) and 9J-5.025(2), F.A.C.

**Recommendation:** Revise the future school capacity projects in the Future Land Use Element to be consistent with the St. Lucie County School Board's approved 2009-10 through 2013-14 District Facilities Work Plan. In addition, the school board will adopt a new District Facilities Work Plan, which will become effective October 1, 2010. If these amendments are adopted after the school board adopts the new District Facilities Work Plan, the County should revise the Public School Facilities Element for consistency with the District Facilities Work Plan. If the amendments are adopted before the school board adopts the new District Facilities Work Plan, the County should revise the Public School Facilities Element for consistency with the District Facilities Work Plan when the Capital Improvements Element is updated later this year. The County should also incorporate by reference (author, title, and date) the school district's data and analysis regarding public school facilities.

#### **Comments**

**Comment 1:** The current land use designation of the Future Land Use Element do not allow Water Management District regional water management projects in all land use designations within the County. The County should revise the plan to allow these projects in all land use designations.

**Comment 2:** The County should revise Policy 1.1.9.2 in the Future Land Use Element to clarify the term "more environmentally beneficial".

**Comment 3:** The Treasure Coast Regional Planning Council letter dated June 24, 2010 and the City of Port St. Lucie letter dated June 15, 2010 included the following comment: The County Map FLU-12 portrays the Urban Service Boundary in the County. The map indicates that areas that have recently been annexed into the City of Port St. Lucie are still within the County's Urban Service Boundary. The County should revise the map to indicate that these areas are being included within the City of Port St. Lucie Urban Service Boundary.

**Comment 4:** Policy 2.4.3.1.C. states "The following policies of St. Lucie County's Comprehensive Plan are supportive of this scenic corridor and are hereby incorporated in this goal by reference." The policies are not listed.

**Comment 5:** The County revised Polices 2.2.1.7, 2.3.1.1, 2.6.1.5, 2.6.1.8, 2.6.2.3 addressing bus stops, bus routes, pedestrian and bicycle facilities, and park and ride improvements to add the phrase "when funding is available." The policies do not include actions that will be undertaken by the County to obtain funding for these transportation improvements.

**Comment 6:** St. Lucie County is a non-Dense Urban Land Area (DULA) county, but the City of Fort Pierce and the City of Port St. Lucie have been identified as DULAs. Local governments

designated as DULAs are required within two years to adopt land use and transportation strategies to support and fund mobility within the Transportation Concurrency Exception Areas, including alternative modes of transportation. The County should include a policy to work closely with the two cities to achieve coordinated multimodal planning and projects to address extra-jurisdictional transportation system impacts.

**Comment 7:** Renumbered Policy 2.1.2.6 in the Transportation Element includes a table of minimum level of service standards for urban and non-urban roadways within the County. The table includes level of service standards that are to apply to roadways inside a transportation concurrency management area and constrained/backlogged facilities. As the County does not have a transportation concurrency management area or identified any constrained/backlogged facilities, the table should be revised to delete these level of service standards.

**Comment 8:** The Florida Department of Transportation is currently developing an environmental assessment for passenger transit services along the South Florida East Coast (FEC) corridor, which is a designated SIS facility. The County should consider enhancing transit supportive policies in its comprehensive plan relative to this corridor, particularly the proposed Amtrak/intermodal center in downtown Fort Pierce. The policies should address land use, movement of people between the corridor, and destinations in the County, multimodal integration, and the quality of transit service to be delivered.

**Comment 9:** Revised Objective 2.1.2. states the County shall “consider reducing acceptable level of service standards on constrained roadways.” The County should delete the objective if there are no constrained roadways within the County and replace it with a new objective associated with the policies. If there are constrained roadways within the County, then the County should remove the word “acceptable” from the objective.

**Comment 10:** The County should revise Policy 3.1.1.1 to replace the phrase “provide for a diverse housing stock” with the phrase “that allow a variety of housing types, affordabilities and densities”, to be consistent with Goals 2.1 and 2.2 of the Strategic Regional Policy Plan.

**Comment 11:** The County should not delete the language in Policy 6.1.2.2 that references implementing stormwater improvements projects consistent with the Stormwater Management Plan.

**Comment 12:** Revised Policy 6.1.8.10 should be amended to clarify that the management plan required by applicants to address the cumulative impact of development or redevelopment on state or federal listed species must follow the Florida Fish and Wildlife Commission’s recommendations for managing listed species habitat and the management plan should provide a mechanism to fund the management plan in perpetuity.

**Comment 13:** Revise new Objective 6.1.15 of the Conservation Element to include a date when the Wetland Inventory and Evaluation Study will be completed. A new policy should be included to say that revised policies and procedures will be proposed, if needed, based on the Wetland Inventory and Evaluation Study.

**Comment 14:** New Policy 8.1.2.5 regarding the Regional Transit Development Plan for the Port St. Lucie Urbanized Area should be revised to include the Martin Metropolitan Planning Organization as one of the organizations that the County will coordinate with.

**Comment 15:** According to the County, the Capital Improvements Plan (CIP) in the Capital Improvements Element will be updated through a separate plan amendment, once the budget has been finalized. All public facilities projects that will be implemented in the next five years to meet and achieve the adopted level of service standards for these public facilities must be included in the Five-Year Schedule of Capital improvements, including projects funded by developers. Funding sources for all projects in the Five-Year Schedule must also be identified. Executed development agreements for projects paid for by the developer need to be included in the Five-Year Schedule and roadway projects in the first three year of the Florida Department of Transportation's Five-Year Work Plan should also be listed in the County's Five-Year Schedule in if the County intends to rely on these projects for concurrency.

## **II. Consistency with Chapter 187, F.S.**

The proposed amendment is inconsistent with the following provisions of Chapter 187, F.S., the State Comprehensive Plan:

Section 187.201(4), Housing, Policy (b)3: Increase the supply of safe, affordable, and sanitary housing for low-income and moderate-income persons and the elderly (Objection 9);

Section 187.201(8), Coastal and Marine Resources, Policy (b)10: Give priority to water dependant uses (Objection 8);

Section 187.201(10), Air Quality, Policies (b)1, 2, and 3: Protect air quality (Objection 1);

Section 187.201(11), Energy, Policies (b)1-6: Reduce per capita energy consumption; improve energy efficiency of traffic flow; increase the efficient use of energy in design and operations of buildings, public utility systems, and other infrastructure (Objection 1).

Section 187.201(13), Mining, Policies (b)5 and 7; Protect environmentally sensitive areas and human health (Objection 4);

Section 187.201(15), Land Use, Policies (b)1, 2, and 6: Promote state programs, investments, and development and redevelopment activities which encourage efficient development and occur in areas which will have the capacity to service new population and commerce (Objections 1, 2, 3, 4, and 9);

Section 187.201(16), Urban and Downtown Revitalization, Policy (b)8: Coordinate and cooperate with the school board regarding educational facilities (Objection 10);

Section 187.201(17), Public Facilities, Policies (b)3, 4, 5, 6, 7, and 9: Encourage local government self-sufficiency in providing public facilities; create partnerships among state government, local government, and the private sector to identify and build needed public facilities; encourage the

development and use of Capital Improvement plans, identify and use state revenue resources which are also responsive to growth for financing public facilities (Objections 5, 6, and 10).

Section 187.201(19). Transportation, Policies (b)3, 5, 8, and 9: Direct future transportation improvements to aid in the management of growth and develop a state transportation system that integrates highway, mass transit, and other transportation modes, and ensure that existing ports and airports are used to the maximum extent possible (Objections 5, 6, 7, and 8).

Section 187.201(25) Plan Implementation, Policies (b) 1, 3, and 7: Ensure that local plans implement and accurately reflect state goals and policies and address problems, issues, and conditions that are of a particular concern in a region (All Objections).

By addressing the concerns noted in Section I., these inconsistencies with Chapter 187, Florida Statutes, can be addressed.

## **NOTICE OF REVISIONS TO PROCESSING PROCEDURES**

### **Effective Date of Revisions to Rule 9J-11 Florida Administrative Code**

The Department has revised the procedures for submitting comprehensive plan amendments. These new procedures became effective May 12, 2010.

### **Reason for Revisions**

The revisions implement statutory changes to Chapter 163, Part II, Florida Statutes, related to allowable exemptions from the twice per calendar year limitations and prohibitions that may affect adoption of comprehensive plan amendments. In addition, changes were made to clarify plan amendment submittal requirements based on the Department's recent experience.

### **Highlight of Revisions**

The revised procedures relate to the submittal of proposed and adopted comprehensive plan amendments, including small scale amendments, and a revised RPM-BSP-EXEMPT REVIEW Form used when submitting exempt and small scale amendments. The major revisions to Rule 9J-11, include 1) the deletion of the requirements to submit replacement pages and a revised table of contents to the comprehensive plan; 2) an update to the allowable exemptions to the twice per calendar year limitation; 3) an update to the statutory prohibitions that may affect adoption of comprehensive plan amendments; 4) clarification on the submittal of the de minimis impact report associated with the capital improvement annual update amendment; 5) a requirement that all future land use map amendments be submitted in color format; and 6) the revised RPM-BSP-EXEMPT REVIEW Form to address affordable housing and Areas of Critical State Concern.

### **Effect of Revisions**

The revisions improve the overall comprehensive plan amendment process by helping local governments prepare and submit complete plan amendment packages. The rule provides the local government with a complete list of statutory exemptions and a complete list of possible prohibitions to the amendment process. In addition, the revised rule clarifies submittal requirements and this increases the likelihood that a submittal package will be initially determined complete.

### **Location of Revisions**

The revisions are located on the Division of Community Planning's website to assist local governments with the submittal of their comprehensive plan amendment packages and may be viewed at "**Submitting Comprehensive Plan Amendments and Developments of Regional Impact**" <http://www.dca.state.fl.us/fdcp/dcp/Procedures/index.cfm> .

### **Additional Information**

Ray Eubanks, Plan Processing Administrator

(850) 922-1767

[ray.eubanks@dca.state.fl.us](mailto:ray.eubanks@dca.state.fl.us)



## SOUTH FLORIDA WATER MANAGEMENT DISTRICT

10  
BD  
7/23/10

July 22, 2010

Ray Eubanks, Administrator  
Plan Review and DRI Processing  
Department of Community Affairs  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

Dear Mr. Eubanks:

**Subject: St. Lucie County, DCA #10-1ER  
Comments on Proposed Comprehensive Plan Amendment Package**

The South Florida Water Management District (District) has completed its review of the proposed amendments from St. Lucie County (County). The package includes the proposed Evaluation and Appraisal Report (EAR) based amendments to the St. Lucie County Comprehensive Plan. We have the following recommendations, which we request you incorporate into your response to the County.

### Water Supply:

- Revise Policy 1.1.1.1 to include appropriate intensity standards for non-residential uses as described in the EAR recommendations. Clarify if the proposed intensity standards increase the intensity of the land uses. If the intensity created is substantially higher than the current land use intensity, then demonstrate that the higher water demands generated by an increase in intensity/density can be met by the water sources and suppliers.
- Revise proposed policies to ensure that Transfer of Development Rights (TDR) and/or bonus programs affecting land uses will be established through predictable standards in the comprehensive plan. The revision should adequately address the transfer of credits, sending and receiving areas, and the impacts on water supply, public facilities and natural resources.
- Revise Policies 1.1.11.2 and 1.1.11.3 to reinstate the requirement struck in former Policy 1.1.5.10, "New industrial development shall be located in those areas that are or can be serviced with [c]entral [w]ater and [w]astewater facilities..."

### Ecosystem Restoration:

- Add a policy to the Future Land Use Element that allows District regional water management projects in all land use categories. The County's future land use

Mr. Ray Eubanks, Administrator  
July 22, 2010  
Page 2

categories do not appear to include activities associated with District facilities and structures needed for water management operations and maintenance. This would also provide consistency with new Policy 6.1.2.4 in the Conservation Element that supports the Indian River Lagoon (IRL) Surface Water Improvement and Management Plan and the Comprehensive Everglades Restoration Plan (CERP), including CERP IRL – South.

Flood Control/Stormwater:

- Do not delete the language in Policy 6.1.2.2 that references implementing stormwater improvement projects consistent with the Stormwater Management Plan.

The District offers its technical assistance to the County and the Department of Community Affairs in developing sound, sustainable solutions to meet the County's future water supply needs and protect the region's water resources. For assistance or additional information, please contact Deborah Oblaczynski (561) 682-2544 or [doblaczy@sfwmd.gov](mailto:doblaczy@sfwmd.gov).

Sincerely,



Rod Braun  
Director  
Intergovernmental Policy and Planning Division

- c: Bob Dennis, Department of Community Affairs  
Terry L. Hess, A.I.C.P., Treasure Coast Regional Planning Council  
Deborah Oblaczynski, South Florida Water Management District  
Jim Quinn, Department of Environmental Protection  
Mark Satterlee, St. Lucie County  
Britton Wilson, St. Lucie County



# Florida Department of Transportation

10 BD  
7/15/10

CHARLIE CRIST  
GOVERNOR

3400 West Commercial Boulevard  
Fort Lauderdale, FL 33309-3421

STEPHANIE C. KOPELOUSOS  
SECRETARY

July 13, 2010

Ray Eubanks, Community Program Administrator  
Plan Review and DRI Processing Team  
Department of Community Affairs  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

Dear Mr. Eubanks:

SUBJECT: Proposed Comprehensive Plan Amendments ORC Review  
Local Government: St. Lucie County  
DCA Amendment #: 10-1ER

The Department has reviewed the proposed Evaluation and Appraisal Report (EAR) based comprehensive plan amendments for St. Lucie County. The main focus of our review was on major transportation issues, particularly impacts to Strategic Intermodal System (SIS) facilities and other regionally significant transportation facilities. Another focus was on whether recommendations from the 2009 EAR and requirements of House Bill 697 were adequately addressed.

The objections identified in the attached report primarily relate to (1) not adopting the state-specified level of service standards for SIS facilities and facilities receiving Transportation Regional Incentive Program (TRIP) funding, (2) failing roadway levels of service, and (3) an incomplete Transportation Element map series. The comments address recommended enhancements regarding intergovernmental coordination, greenhouse gas reduction strategies, and more compact development patterns.

Thank you for the opportunity to participate in the review process. If you have any comments or questions about this letter, please contact Andrew Riddle at (954) 777-4605.

Sincerely,

Gerry O'Reilly, P.E.  
Director of Transportation Development  
District Four

GO:ar

cc: Bob Dennis, DCA  
Terry Hess, TCRPC  
Mark Satterlee, St. Lucie County  
Lorraine Tappen, County Consultant

Kathleen Neill, FDOT Central Office  
Nancy Ziegler, FDOT District Four  
Lois Bush, FDOT District Four  
Karen Kiselewski, RPG, Inc.

**DISTRICT 4, DEPARTMENT OF TRANSPORTATION  
OBJECTIONS, RECOMMENDATIONS & COMMENTS**

RESPONSIBLE DIVISION/BUREAU:	<u>Planning &amp; Development</u>
NAME OF LOCAL GOVERNMENT:	<u>St. Lucie County</u>
DATE PLAN RECEIVED FROM LOCAL GOVERNMENT:	<u>06/17/10</u>
DATE MEMORANDUM RECEIVED FROM DCA:	<u>06/14/10</u>
REQUIRED RETURN DATE FOR COMMENTS:	<u>07/14/10</u>

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**GENERAL BACKGROUND INFORMATION**

St. Lucie County has submitted DCA amendment package 10-1ER. The package contains Evaluation and Appraisal Report (EAR) based amendments to the comprehensive plan.

The main focus of the Department's review was on the content of the Transportation Element, and the policy connections between the Transportation Element and the Future Land Use Element and the Capital Improvements Element. The Department also examined the potential effects of the proposed text amendments on Strategic Intermodal System (SIS) facilities, facilities improved via the Transportation Regional Incentive Program (TRIP), and other regionally significant transportation facilities. Another focus was on consistency of the proposed amendments with efforts to improve the linkage between transportation and land use and reduce energy use and greenhouse gas (GHG) emissions.

St. Lucie County is not a dense urban land area (DULA) county per Senate Bill 360 (2009) and so remains subject to state-mandated transportation concurrency requirements. The amendments update references, clarify and consolidate text, renumber policies and relocate text, reduce redundancy, and update policies relative to statutory mandates and achievement of milestones.

Three SIS roadway facilities cross the County: I-95, SR 70/Okeechobee Road, and Florida's Turnpike. The regional transportation network designated by the Treasure Coast Transportation Council (TCTC) is comprised of SIS facilities and other regionally significant transportation facilities, including facilities improved with TRIP funds. The TCTC was created in 2006, under Florida Statute 334.175, to serve as a formal forum for policy coordination and communication to carry out regional initiatives by the three metropolitan/transportation planning organizations (M/TPOs) designated for the Port St. Lucie Urbanized Area and the Vero Beach – Sebastian Urbanized Area (Martin, St. Lucie, Indian River). A map showing the regional multimodal transportation network is attached.

Objection: The corridors and hubs, linked by connectors, which comprise the SIS are critical to the movement of people and goods in Florida and, in turn, the state's economic competitiveness. To further emphasize the importance of designated SIS roadways, the Statewide Minimum Level of Service Standards in Chapter 14-94, FAC specifically address SIS and TRIP-funded facilities, and local governments are required to adopt these standards in accordance with Florida Statute

§163.3180(10). The Department uses its level of service standards in reviewing local government comprehensive plans and assessing impacts from developments of regional impact (DRIs) and other developments affecting the SIS.

Transportation Element Policy 2.1.2.6 identifies the transportation level of service standards, but it is confusing as written. The following SIS level of service standards apply in St. Lucie County and should be adopted into the goals, objectives and policies, and included in the data and analysis portions of the County's comprehensive plan.

<b>SIS Roadway Corridors</b>	<b>Roadway Segment</b>	<b>LOS Standard</b>
I-95	Martin County Line to Gatlin Boulevard	C
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I-95	SR 68/Orange Road to SR 614/Indrio Road	D
I-95	SR 614/Indrio Road to Indian River County Line	C
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Florida's Turnpike	Becker Road to Port St. Lucie Boulevard	C
Florida's Turnpike	Port St. Lucie Boulevard to SR 70/Okeechobee Road	C
Florida's Turnpike	SR 70/Okeechobee Road to Indian River County Line	B
SR 70/Okeechobee Road	Okeechobee Co. Line to Carlton Road	B
SR 70/Okeechobee Road	Carlton Road to McCarthy Road	B
SR 70/Okeechobee Road	McCarthy Road to Florida's Turnpike	B
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One-TRIP funded facility is located in St. Lucie County: SR 713 from SR 70 (Okeechobee Road) at Florida's Turnpike north to US 1. In the case of this facility, the minimum level of service standard that should be adopted by the County is a peak hour LOS D.

In addition to the SIS roadway facilities above, the County has three other SIS facilities. These include the Intracoastal Waterway, the Florida East Coast (FEC) Mainline Rail Corridor, and an emerging SIS facility, the South Central Florida Express Railroad K Line. The Department recommends the County identify all SIS facilities located in the County in the comprehensive plan.

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- Widening to eight lanes from SR 70 (Okeechobee Road) to SR 614 (Indrio Road)
  - Construction deferred to 2015
  
- Widening to six lanes from SR 614 (Indrio Road) to St. Lucie/Indian River County Line
  - Construction deferred to 2017

As local roads become increasingly congested, residents may be more inclined to use SIS facilities for local trips, more quickly exhausting what capacity remains. The Department recommends the County identify and actively plan for additional transportation solutions, given the magnitude of future deficiencies on local roadways and SIS facilities. The results of the County's mobility fee study (discussed below), once implemented, may provide financial support to help meet mobility needs.

Objection: The County's Right of Way (ROW) Protection Plan is referenced in Objective 2.1.3 of the Transportation Element, but it is not included with the proposed transportation map series. For purposes of consistency with the adopted 2030 Regional Long Range Transportation Plan (RLRTP), jointly produced by the St. Lucie TPO and the Martin MPO, the Department recommends revising the proposed Future Number of Lanes Map (2030) to reflect and include the regional facilities identified on the *Treasure Coast Regional Multimodal Transportation System* map (attached). One example inconsistency is that the proposed Future Number of Lanes Map (2030) identifies Becker Road as a four lane facility with its western extent at I-95, while the RLRTP shows the western extent for Becker Road at Range Line Road. Coordination of County, TPO, and municipal transportation planning is needed and future transportation maps for all entities should be consistent and coordinated.

Citations for Objections:

§163.3177 (6), FS	§163.3180 (10), FS	§9J-5.005, FAC	§9J-5.0055, FAC
§9J-5.06, FAC	§9J-5.015, FAC	§9J-5.016, FAC	§9J-5.019, FAC

Comment: As noted above, St. Lucie County is not a non-DULA county subject to state-mandated transportation concurrency requirements. The City of Fort Pierce and the City of Port St. Lucie have been identified as DULAs. Local governments that adopt a transportation

concurrency exception area (TCEA) through their designation as a DULA are required within two years to adopt land use and transportation strategies to support and fund mobility within the TCEA, including non-auto modes of transportation. The Department recommends the County work closely with the two cities to deliver coordinated multimodal planning and projects and adequately address potential extra-jurisdictional transportation system impacts.

Comment: Policy 2.1.2.6 in the Transportation Element identifies the County's adopted level of service standards inside a transportation concurrency management area (TCMA) and for constrained/backlogged facilities. Based on information within the data inventory and analysis, and the elimination of a policy identifying constrained/backlogged facilities in the County, there is confusion as to what level of service standards apply to different types of roadways in the County. There do not appear to be any TCMA's in the County, but they are included as a category in the level of service standards table, further contributing to confusion regarding the adopted level of service standards. The Transportation Element also includes data and analyses that describe a constrained roadway. The Department recommends including policies that identify which roadway segments are actually constrained, if any. For example, those roadways identified by the RL RTP as being "policy/ROW constrained" could be incorporated into the comprehensive plan. Such a designation would help explain why certain roadways are currently not meeting their adopted roadway level of service standards – such as segments of US 1 – and encourage the development of transportation and land use strategies to address mobility.

Comment: The St. Lucie County International Airport Master Plan and the Port of Fort Pierce Master Plan have each been identified as sub-elements to the Comprehensive Plan. Airport-related policies, including those requiring land use compatibility between the Future Land Use Map and the Airport Master Plan are located in Goal 2.7 of the Transportation Element. Aviation-related maps, including maps that identify the extent of noise-related impacts to surrounding land uses, are referenced as being located in the St. Lucie County International Airport Master Plan. The Department recommends the required map identified in Rule 9J-5.019(5)(a)7, FAC be incorporated into the County's comprehensive plan adopted map series, for easier identification and coordination of land use and aviation facilities.

The Port of Fort Pierce, an identified Freight Activity Center in the 2030 RL RTP, has an adopted Port Master Plan per Rule 9J-5.012(5), FAC, which is a sub-element to the Coastal Management Element. Policies requiring coordination between port activities and the County's multimodal transportation system are located in the Transportation Element (Goal 2.8). Port of Fort Pierce-related maps, including maps that identify the extent of the Port Planning Area, are referenced as located in the Port of Fort Pierce Master Plan. The Department recommends the required map identified in Rule 9J-5.019(5)(a)6, FAC be incorporated in the County's comprehensive plan adopted map series.

Comment: Provisions in House Bill 697 (2008) require strategies to reduce GHG emissions, promote energy-efficient land use patterns and discourage urban sprawl. The County has proposed policies in Objective 1.2.1 in the Future Land Use Element to "explore planning concepts which provide for fewer and/or shorter automobile trips," but it has not included strategies and implementation mechanisms to ensure the goals stated in the policy are

implemented. Policy 2.1.2.14 of the Transportation Element indicates the County intends to implement transportation demand management (TDM) strategies and explore related alternatives to reduce traffic congestion, improve transportation system efficiency, and reduce reliance on single-passenger automobiles, and Policy 2.2.1.5 indicates the County will adopt specific TDM programs by December 2010. The Department recommends the language in both elements be strengthened to set measurable goals and implementation methods and include targets related to the reduction of vehicle miles traveled (VMT) and GHG emissions. Some suggestions are included below.

Policy 2.1.2.12 indicates the County intends to implement a mobility fee to replace the existing roadway impact fee. The mobility fee will charge new developments with costs based on location and VMT. The study has just begun, and is intended to provide implementable results by December 2011.

The existing development pattern in St. Lucie County is largely suburban residential in character, with commercial uses along major roadways. The Department recommends minimum densities/intensities be included in the Future Land Use Element for each land use designation. Future Land Use Element Policy 1.1.5.13 indicates the County's intent to "explore establishing minimum densities within the urban service boundary" and a transfer of development rights program, as recommended in the EAR. Minimum thresholds help direct growth and encourage development activities that will support transit and other modes of transportation and prevent low density sprawling development.

It is this suburban residential development pattern that forces numerous residents to commute outside the County to reach their places of employment. Policies in the Future Land Use Element and the Transportation Element describe the need for more mixed-use land uses and compact development patterns connected by a multimodal transportation system. New Housing Element Policy 3.1.1.5 says the County intends to "explore existing and new programs by 2013 to assist employers who desire to participate in making housing opportunities in reasonable proximity to the workplace." To enhance participation in assistance programs, the County could evaluate its land use composition and determine whether policy changes are warranted. A mapping tool has been developed by the US Census Bureau to help identify commuting patterns in specific locations. By understanding the travel patterns of current residents, future development can be intentionally patterned to reduce employment-related VMT and GHG emissions through an improved balance of jobs and housing. Locational efficiencies often also contribute to enhanced quality of life for residents. The mapping tool may be found at:  
<http://lehdmap4.did.census.gov/themap4/>

Comment: The Department is currently developing an environmental assessment for passenger transit services along the South Florida East Coast (FEC) corridor, which is a designated SIS facility. The County should consider enhancing transit supportive policies in its comprehensive plan relative to this corridor, particularly the proposed Amtrak/intermodal center in downtown Fort Pierce. The policies should address land use, movement of people between the corridor and destinations in the County, multimodal integration, and the quality of transit service to be

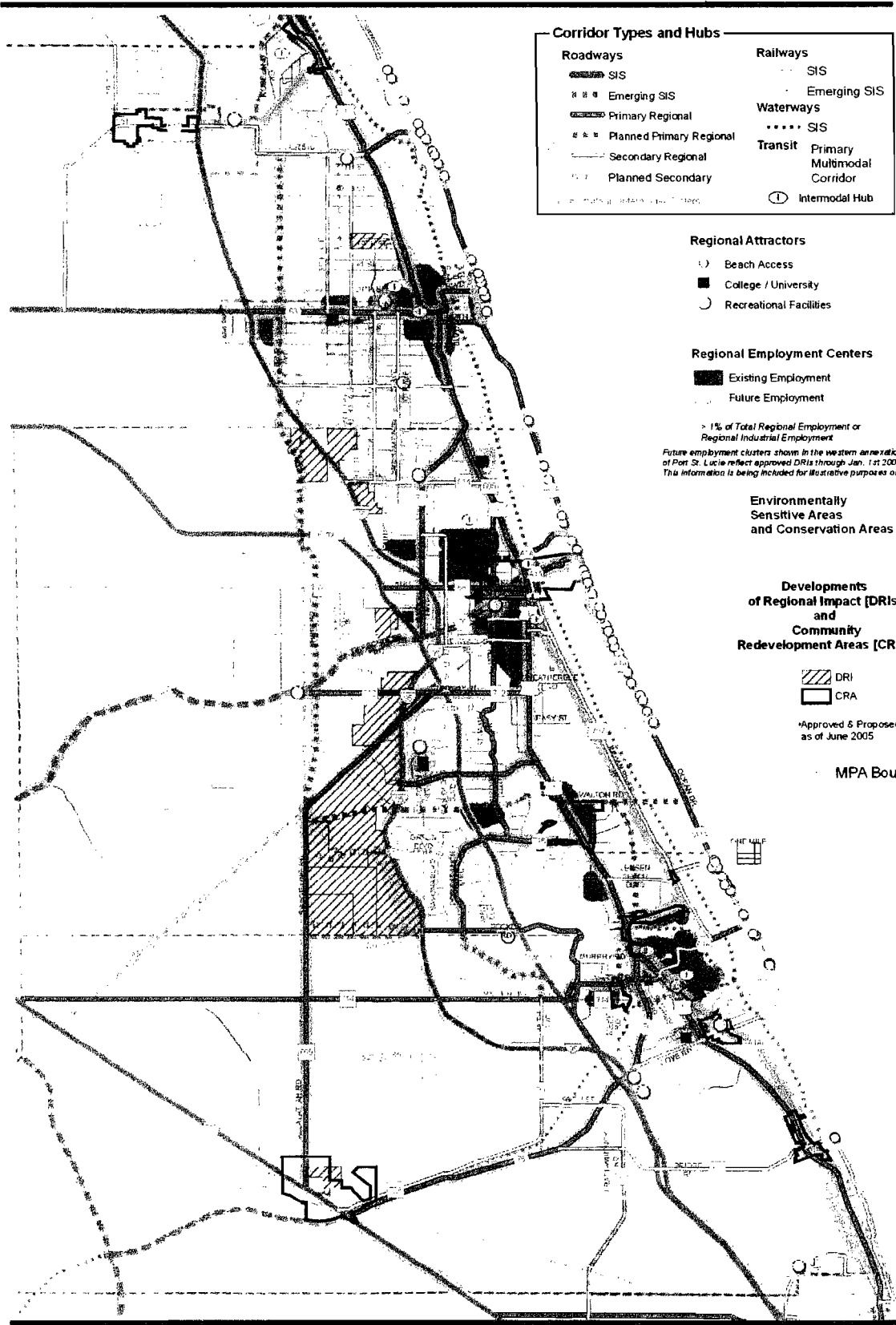
delivered. Inclusion of transit supportive policies in local government comprehensive plans is a highly desirable criterion when allocating state and federal funding.

Transit supportive policies also help bring about improvements in land use/development patterns over time to increase the effectiveness of transit. The Transportation Element contains several new and updated policies under Goal 2.3 designed to facilitate greater walking and bicycling through the implementation of the 2008 *St. Lucie County Bicycle, Pedestrian, Greenways & Trails Study*, and greater transit accessibility through implementation of the *Regional Transit Development Plan* and the policies in Objective 2.6.1. Many of the policies are conditioned on the feasibility of securing funding, which the County intends to pursue. Presumably the County's mobility fee study will incorporate funding needs and opportunities for all transportation modes. Another recommendation to provide a more fully connected multimodal transportation system is the inclusion of policies that direct the implementation of pedestrian-oriented streetscapes, and urban design requirements that include pedestrian connections to all transit facilities, not just for new transit facilities as indicated in Policy 2.6.2.6. Furthermore, the County could consider establishing performance measures or level of service standards for pedestrian, bicycle and transit infrastructure and services.

Comment: According to the County, the Capital Improvement Plan (CIP) in the Capital Improvements Element will be updated through a separate plan amendment, once the budget has been finalized. All projects relied upon for level of service determination must be included in a local government CIP, including projects funded by developers and through other agencies (e.g., St. Lucie TPO). Additionally, funding sources for all projects in the CIP should be identified to better determine the financial feasibility of listed projects.

Comment: As roadway facilities in the County become increasingly congested over the planning horizon, Transportation System Management and Operations (TSM&O) strategies should be considered as possible tools to increase mobility, access for people and goods, and the efficiency of the transportation system. New Policy 2.2.1.7 in the Transportation Element provides a solid base upon which to build, but other options for consideration include intersection modifications, signal timing, and transit-priority systems. Coordination with municipalities that maintain and operate separate traffic systems is also encouraged, especially for multi-jurisdictional corridors.

REVIEWED BY:	<u>Andrew Riddle, AICP</u>	PHONE:	<u>954-777-4605</u>
REVIEWED BY:	<u>Lois Bush</u>	PHONE:	<u>954-777-4654</u>
REVIEWED BY:	<u>Nancy A. Ziegler</u>	PHONE:	<u>954-777-4490</u>



**Corridor Types and Hubs**

<b>Roadways</b>	<b>Railways</b>
--- SIS	--- SIS
--- Emerging SIS	--- Emerging SIS
--- Primary Regional	<b>Waterways</b>
--- Planned Primary Regional	--- SIS
--- Secondary Regional	<b>Transit</b>
--- Planned Secondary	Primary Multimodal Corridor
	○ Intermodal Hub

- Regional Attractors**
- Beach Access
  - College / University
  - Recreational Facilities
- Regional Employment Centers**
- Existing Employment
  - Future Employment

> 1% of Total Regional Employment or Regional Industrial Employment  
 Future employment clusters shown in the western annexation area of Port St. Lucie reflect approved DRIs through Jan. 1st 2007. This information is being included for illustrative purposes only.

- Environmentally Sensitive Areas and Conservation Areas**
- Developments of Regional Impact [DRIs] and Community Redevelopment Areas [CRAs]**
- ▨ DRI
  - CRA

\*Approved & Proposed as of June 2005

MPA Boundary





# Florida Department of Transportation

**CHARLIE CRIST**  
GOVERNOR

3400 West Commercial Boulevard  
Fort Lauderdale, FL 33309-3421

**STEPHANIE C. KOPELOUSOS**  
SECRETARY

July 13, 2010

**RECEIVED**

JUL 19 2010

10  
BD

**DIVISION OF  
COMMUNITY PLANNING**

Ray Eubanks, Community Program Administrator  
Plan Review and DRI Processing Team  
Department of Community Affairs  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

Dear Mr. Eubanks:

**SUBJECT:** Proposed Comprehensive Plan Amendments ORC Review  
Local Government: St. Lucie County  
DCA Amendment #: 10-1ER

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Sincerely,

Gerry O'Reilly, P.E.  
Director of Transportation Development  
District Four

GO:ar

cc: Bob Dennis, DCA  
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Kathleen Neill, FDOT Central Office  
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Lois Bush, FDOT District Four  
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**DISTRICT 4, DEPARTMENT OF TRANSPORTATION  
OBJECTIONS, RECOMMENDATIONS & COMMENTS**

RESPONSIBLE DIVISION/BUREAU:	<u>Planning &amp; Development</u>
NAME OF LOCAL GOVERNMENT:	<u>St. Lucie County</u>
DATE PLAN RECEIVED FROM LOCAL GOVERNMENT:	<u>06/17/10</u>
DATE MEMORANDUM RECEIVED FROM DCA:	<u>06/14/10</u>
REQUIRED RETURN DATE FOR COMMENTS:	<u>07/14/10</u>

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- Widening to six lanes from SR 614 (Indrio Road) to St. Lucie/Indian River County Line
  - Construction deferred to 2017

As local roads become increasingly congested, residents may be more inclined to use SIS facilities for local trips, more quickly exhausting what capacity remains. The Department recommends the County identify and actively plan for additional transportation solutions, given the magnitude of future deficiencies on local roadways and SIS facilities. The results of the County’s mobility fee study (discussed below), once implemented, may provide financial support to help meet mobility needs.

**Objection:** The County’s Right of Way (ROW) Protection Plan is referenced in Objective 2.1.3 of the Transportation Element, but it is not included with the proposed transportation map series. For purposes of consistency with the adopted 2030 Regional Long Range Transportation Plan (RLRTP), jointly produced by the St. Lucie TPO and the Martin MPO, the Department recommends revising the proposed Future Number of Lanes Map (2030) to reflect and include the regional facilities identified on the *Treasure Coast Regional Multimodal Transportation System* map (attached). One example inconsistency is that the proposed Future Number of Lanes Map (2030) identifies Becker Road as a four lane facility with its western extent at I-95, while the RLRTP shows the western extent for Becker Road at Range Line Road. Coordination of County, TPO, and municipal transportation planning is needed and future transportation maps for all entities should be consistent and coordinated.

**Citations for Objections:**

§163.3177 (6), FS	§163.3180 (10), FS	§9J-5.005, FAC	§9J-5.0055, FAC
§9J-5.06, FAC	§9J-5.015, FAC	§9J-5.016, FAC	§9J-5.019, FAC

**Comment:** As noted above, St. Lucie County is not a non-DULA county subject to state-mandated transportation concurrency requirements. The City of Fort Pierce and the City of Port St. Lucie have been identified as DULAs. Local governments that adopt a transportation

concurrency exception area (TCEA) through their designation as a DULA are required within two years to adopt land use and transportation strategies to support and fund mobility within the TCEA, including non-auto modes of transportation. The Department recommends the County work closely with the two cities to deliver coordinated multimodal planning and projects and adequately address potential extra-jurisdictional transportation system impacts.

Comment: Policy 2.1.2.6 in the Transportation Element identifies the County's adopted level of service standards inside a transportation concurrency management area (TCMA) and for constrained/backlogged facilities. Based on information within the data inventory and analysis, and the elimination of a policy identifying constrained/backlogged facilities in the County, there is confusion as to what level of service standards apply to different types of roadways in the County. There do not appear to be any TCMA's in the County, but they are included as a category in the level of service standards table, further contributing to confusion regarding the adopted level of service standards. The Transportation Element also includes data and analyses that describe a constrained roadway. The Department recommends including policies that identify which roadway segments are actually constrained, if any. For example, those roadways identified by the RL RTP as being "policy/ROW constrained" could be incorporated into the comprehensive plan. Such a designation would help explain why certain roadways are currently not meeting their adopted roadway level of service standards – such as segments of US 1 – and encourage the development of transportation and land use strategies to address mobility.

Comment: The St. Lucie County International Airport Master Plan and the Port of Fort Pierce Master Plan have each been identified as sub-elements to the Comprehensive Plan. Airport-related policies, including those requiring land use compatibility between the Future Land Use Map and the Airport Master Plan are located in Goal 2.7 of the Transportation Element. Aviation-related maps, including maps that identify the extent of noise-related impacts to surrounding land uses, are referenced as being located in the St. Lucie County International Airport Master Plan. The Department recommends the required map identified in Rule 9J-5.019(5)(a)7, FAC be incorporated into the County's comprehensive plan adopted map series, for easier identification and coordination of land use and aviation facilities.

The Port of Fort Pierce, an identified Freight Activity Center in the 2030 RL RTP, has an adopted Port Master Plan per Rule 9J-5.012(5), FAC, which is a sub-element to the Coastal Management Element. Policies requiring coordination between port activities and the County's multimodal transportation system are located in the Transportation Element (Goal 2.8). Port of Fort Pierce-related maps, including maps that identify the extent of the Port Planning Area, are referenced as located in the Port of Fort Pierce Master Plan. The Department recommends the required map identified in Rule 9J-5.019(5)(a)6, FAC be incorporated in the County's comprehensive plan adopted map series.

Comment: Provisions in House Bill 697 (2008) require strategies to reduce GHG emissions, promote energy-efficient land use patterns and discourage urban sprawl. The County has proposed policies in Objective 1.2.1 in the Future Land Use Element to "explore planning concepts which provide for fewer and/or shorter automobile trips," but it has not included strategies and implementation mechanisms to ensure the goals stated in the policy are

implemented. Policy 2.1.2.14 of the Transportation Element indicates the County intends to implement transportation demand management (TDM) strategies and explore related alternatives to reduce traffic congestion, improve transportation system efficiency, and reduce reliance on single-passenger automobiles, and Policy 2.2.1.5 indicates the County will adopt specific TDM programs by December 2010. The Department recommends the language in both elements be strengthened to set measurable goals and implementation methods and include targets related to the reduction of vehicle miles traveled (VMT) and GHG emissions. Some suggestions are included below.

Policy 2.1.2.12 indicates the County intends to implement a mobility fee to replace the existing roadway impact fee. The mobility fee will charge new developments with costs based on location and VMT. The study has just begun, and is intended to provide implementable results by December 2011.

The existing development pattern in St. Lucie County is largely suburban residential in character, with commercial uses along major roadways. The Department recommends minimum densities/intensities be included in the Future Land Use Element for each land use designation. Future Land Use Element Policy 1.1.5.13 indicates the County's intent to "explore establishing minimum densities within the urban service boundary" and a transfer of development rights program, as recommended in the EAR. Minimum thresholds help direct growth and encourage development activities that will support transit and other modes of transportation and prevent low density sprawling development.

It is this suburban residential development pattern that forces numerous residents to commute outside the County to reach their places of employment. Policies in the Future Land Use Element and the Transportation Element describe the need for more mixed-use land uses and compact development patterns connected by a multimodal transportation system. New Housing Element Policy 3.1.1.5 says the County intends to "explore existing and new programs by 2013 to assist employers who desire to participate in making housing opportunities in reasonable proximity to the workplace." To enhance participation in assistance programs, the County could evaluate its land use composition and determine whether policy changes are warranted. A mapping tool has been developed by the US Census Bureau to help identify commuting patterns in specific locations. By understanding the travel patterns of current residents, future development can be intentionally patterned to reduce employment-related VMT and GHG emissions through an improved balance of jobs and housing. Locational efficiencies often also contribute to enhanced quality of life for residents. The mapping tool may be found at:  
<http://lehmap4.did.census.gov/themap4/>

**Comment:** The Department is currently developing an environmental assessment for passenger transit services along the South Florida East Coast (FEC) corridor, which is a designated SIS facility. The County should consider enhancing transit supportive policies in its comprehensive plan relative to this corridor, particularly the proposed Amtrak/intermodal center in downtown Fort Pierce. The policies should address land use, movement of people between the corridor and destinations in the County, multimodal integration, and the quality of transit service to be

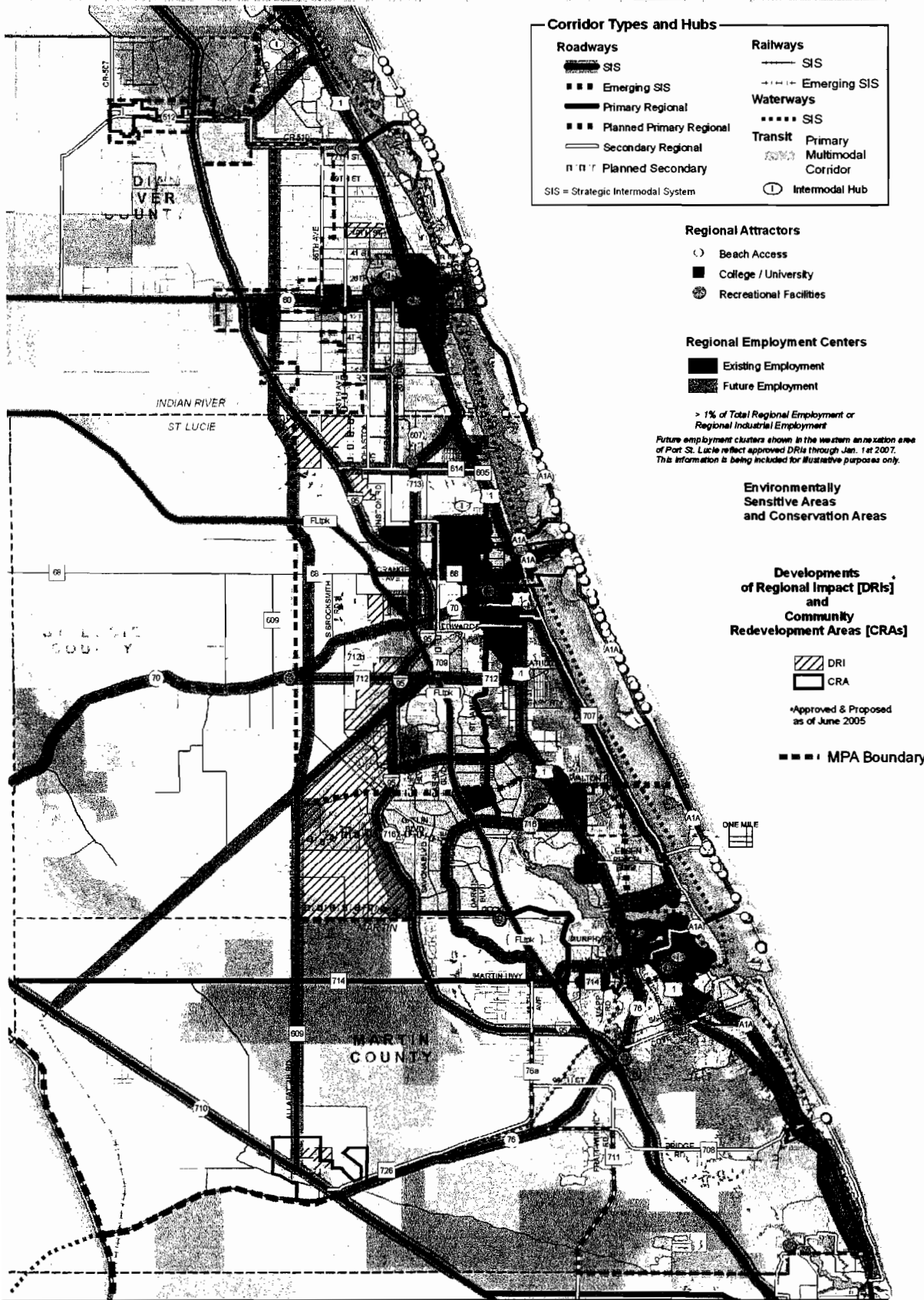
delivered. Inclusion of transit supportive policies in local government comprehensive plans is a highly desirable criterion when allocating state and federal funding.

Transit supportive policies also help bring about improvements in land use/development patterns over time to increase the effectiveness of transit. The Transportation Element contains several new and updated policies under Goal 2.3 designed to facilitate greater walking and bicycling through the implementation of the 2008 *St. Lucie County Bicycle, Pedestrian, Greenways & Trails Study*, and greater transit accessibility through implementation of the *Regional Transit Development Plan* and the policies in Objective 2.6.1. Many of the policies are conditioned on the feasibility of securing funding, which the County intends to pursue. Presumably the County's mobility fee study will incorporate funding needs and opportunities for all transportation modes. Another recommendation to provide a more fully connected multimodal transportation system is the inclusion of policies that direct the implementation of pedestrian-oriented streetscapes, and urban design requirements that include pedestrian connections to all transit facilities, not just for new transit facilities as indicated in Policy 2.6.2.6. Furthermore, the County could consider establishing performance measures or level of service standards for pedestrian, bicycle and transit infrastructure and services.

Comment: According to the County, the Capital Improvement Plan (CIP) in the Capital Improvements Element will be updated through a separate plan amendment, once the budget has been finalized. All projects relied upon for level of service determination must be included in a local government CIP, including projects funded by developers and through other agencies (e.g., St. Lucie TPO). Additionally, funding sources for all projects in the CIP should be identified to better determine the financial feasibility of listed projects.

Comment: As roadway facilities in the County become increasingly congested over the planning horizon, Transportation System Management and Operations (TSM&O) strategies should be considered as possible tools to increase mobility, access for people and goods, and the efficiency of the transportation system. New Policy 2.2.1.7 in the Transportation Element provides a solid base upon which to build, but other options for consideration include intersection modifications, signal timing, and transit-priority systems. Coordination with municipalities that maintain and operate separate traffic systems is also encouraged, especially for multi-jurisdictional corridors.

REVIEWED BY:	<u>Andrew Riddle, AICP</u>	PHONE:	<u>954-777-4605</u>
REVIEWED BY:	<u>Lois Bush</u>	PHONE:	<u>954-777-4654</u>
REVIEWED BY:	<u>Nancy A. Ziegler</u>	PHONE:	<u>954-777-4490</u>





10 BD

July 9, 2010

**Florida Fish and Wildlife Conservation Commission**

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Mr. Ray Eubanks  
Division of Community Planning  
Plan Processing Team  
Florida Department of Community Affairs  
2555 Shumard Oak Blvd.  
Tallahassee, FL 32399-2100  
[DCPexternalagencycomments@dca.state.fl.us](mailto:DCPexternalagencycomments@dca.state.fl.us)

**RECEIVED**  
JUL 15 2010  
DIVISION OF  
COMMUNITY PLANNING

Re: St. Lucie County Comprehensive Plan EAR-Based Amendments to the St. Lucie County Comprehensive Growth Management Plan (St. Lucie County 10-1ER)

Dear Mr. Eubanks:

The Division of Habitat and Species Conservation, Habitat Conservation Scientific Services Section, of the Florida Fish and Wildlife Conservation Commission (FWC), has coordinated our agency's review of the Evaluation and Appraisal Report-Based Amendments to St. Lucie County's Comprehensive Growth Management Plan for the year 2010 (10-1ER) and provides the following comments and recommendations in accordance with Chapter 163, Florida Statutes, and Chapter 9J-5, Florida Administrative Code.

St. Lucie County's list of major issues focused on the environment, sustainability, and conservation. Throughout the Evaluation and Appraisal Report (EAR), the County identified several policies that were not supported in the Land Development Code (LDC). In regards to anticipated changes to Policy 6.1.8.10, which refers to required management plans for listed species, we recommend that the County amend the language to clarify that the applicant should create a management plan that follows the FWC's recommendations for managing listed species habitat and the management plan should provide a mechanism to fund the management in perpetuity. FWC- recommended management techniques for listed species can be found in the Florida Wildlife Conservation Guide on the internet at <http://www.myfwc.com/CONSERVATION/FWCG.htm>. Further, we encourage the County to consider FWC's assistance with updates to the County's LDC requirements related to conservation, specifically to address Policies 6.1.2.5, 6.1.4.4, 6.1.4.15, 6.1.8.10, 6.1.13.5, and 6.1.14.5.

We appreciate the opportunity to review St. Lucie County's EAR-based amendments to their Comprehensive Growth Management Plan. If you or your staff would like to coordinate further on this review, please contact me at 850-410-5272, or email me at [maryann.poole@MyFWC.com](mailto:maryann.poole@MyFWC.com), and I will be glad to help make the necessary

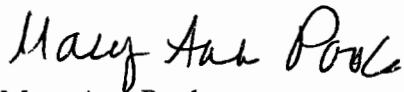
Mr. Ray Eubanks

Page 2

July 9, 2010

arrangements. If your staff has any specific questions regarding our comments, I encourage them to contact Dr. Joseph Walsh at (772) 778-6354 or email at [joe.walsh@myfwc.com](mailto:joe.walsh@myfwc.com).

Sincerely,



Mary Ann Poole  
Commenting Program Administrator

map/jg

ENV 2-3-3

St. Lucie County 10-1ER\_2887\_070910

cc: Britton Wilson ([wilsonb@stlucieco.gov](mailto:wilsonb@stlucieco.gov))

Bob Dennis, DCA, Tallahassee ([bob.dennis@dca.state.fl.us](mailto:bob.dennis@dca.state.fl.us))



"Scott, W Ray"  
<scottra@doacs.state.fl.us>  
07/15/2010 10:21 AM

To <DCPexternalagencycomments@dca.state.fl.us>  
cc  
bcc  
Subject FDACS LGCP Amendment Review

10 BC

FDACS has reviewed the following LGCP amendments and has no objections, recommendations, or comments:

- St Lucie County 10-1ER**
- ~~Leon County/Tallahassee 10-2~~**
- Okaloosa County 10-2**

Please call if you have any questions or comments:

W. Ray Scott  
Conservation & Water Policy Federal Programs Coordinator  
Office of Agricultural Water Policy  
Florida Department of Agriculture and Consumer Services  
The Capitol (PL-10)  
Tallahassee, FL 32399-0810  
(office) 850-410-6714  
(mobile) 850-544-9871  
(fax) 850-922-4936

10 BD



"Stephanie Heidt"  
<sheidt@tcrpc.org>  
07/13/2010 03:11 PM

To <Mike.McDaniel@dca.state.fl.us>,  
<Laura.Regalado@dca.state.fl.us>, "DCA CPA Reports"  
<DCPexternalagencycomments@dca.state.fl.us>  
cc "Terry Hess" <thess@tcrpc.org>

bcc

Subject St. Lucie County Comprehensive Plan Amendments 10-1ER

Attached please find the draft staff report and Form C-7 for the St. Lucie County 10-1ER proposed amendments. This report will be on the agenda for action by the TCRPC at its July 16, 2010 meeting.

This draft staff report is being provided to the DCA to meet statutory/contractual requirements. Please contact Terry Hess at (772) 221-4060 if you have any questions or comments.

**\*\* Please note: Also attached are comments from the City of Port St. Lucie. These will be presented as an addendum at the July 16th meeting. \*\***

Stephanie Heidt  
Administrative Coordinator  
Treasure Coast Regional Planning Council  
772.221.4060  
[sheidt@tcrpc.org](mailto:sheidt@tcrpc.org)



5E St. Lucie County 10-1ER Draft Report.pdf PSL Comments on SLC 10-1ER Amendments.pdf SLC 10-1ER.pdf

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**Subject to Modifications**

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 5E

From: Staff

Date: July 16, 2010 Council Meeting

Subject: Local Government Comprehensive Plan Review  
Draft Amendments to the St. Lucie County Comprehensive Plan  
DCA Reference No. 10-1ER

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, *Florida Statutes*, requires that the Treasure Coast Regional Planning Council (TCRPC) review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then the TCRPC must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

St. Lucie County has proposed text amendments to the following elements of the County Comprehensive Plan: Future Land Use, Transportation, Housing, Infrastructure, Coastal Management, Conservation, Recreation and Open Space, Intergovernmental Coordination, Capital Improvements and Economic Development. The amendments are to carry out the recommendations of an Evaluation and Appraisal Report (EAR) adopted by the County on October 28, 2008 and found sufficient by the DCA on January 14, 2009. The County has requested a formal review of the amendments.

*Community Profile (Taken from Future Land Use Element)*

St. Lucie County is located along Florida's southeast coast, in the upper reaches of the South Florida geographic region. Locally, this area is referred to as Florida's Treasure Coast because of the many Spanish Treasure Galleons shipwrecked along this part of the coast. The County comprises approximately 600 square miles, of which approximately 440 square miles are

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### **Subject to Modifications**

unincorporated area and subject to the land use and regulatory authority of the St. Lucie County Board of County Commissioners. The balance of the County consists of territory located within the incorporated municipalities of Fort Pierce, Port St. Lucie, and St. Lucie Village.

Physiographically, the County is divided into three primary regions: the Atlantic Coastal Ridge (including the barrier islands), the Eastern Valley and the Osceola Plain. The dominating physiographic region of the east/central portion of the County is known as the Eastern Valley. The Valley extends from the Atlantic Coastal Ridge to the central part of the County. Elevations in this area range from 15 to 30 feet above sea level. The land within this area falls generally to the southeast.

The vast citrus and ranching areas of central and western St. Lucie County are contained within the physiographic areas known as the Sebastian/St. Lucie Flats, Allapattah Flats and the Osceola Flats. Except where drained for agricultural activities, these areas are characteristically pocketed with surface wetlands and have limited natural drainage. Elevations in this area are in the range of 30 to 60 feet, with the general fall of the land being from the northwest to the southeast.

The Atlantic Coastal Ridge forms the eastern border of the County and includes the coastal barrier island, locally known as Hutchinson Island, the Indian River Lagoon and the ridge which lies east of the North and South Savannas and parallels Indian River Drive. Elevations range from sea level to about 15 feet on the barrier islands to as much as 50 feet along the western shorelines of the Indian River Lagoon. The western terminus of the Atlantic Coastal Ridge lies approximately along the eastern edge of the Savannas, both north and south of Fort Pierce.

Located within the Eastern Valley is the single principal freshwater estuary in St. Lucie County, the North Fork of the St. Lucie River. Secondary water courses include the North Fork's two primary tributaries, Five Mile and Ten Mile Creeks. An unconnected freshwater marsh network, known as the Savannas, is located immediately to the west of the Atlantic Coastal Ridge. The Savannas represent a vanishing natural feature that was once found along the entire length of the Indian River Lagoon, from Volusia County to Northern Palm Beach County. Through the continued effort of the State of Florida's Conservation and Recreational Land (CARL) (now called the Florida Forever) acquisition program, approximately 90% of the privately held properties within this area have been acquired for perpetual public preservation.

Lying between the western edges of the Atlantic Coastal Ridge and the barrier island is the Indian River Lagoon. This saltwater estuary is part of a larger ecosystem which extends 156 miles from Volusia County to Northern Palm Beach County.

Section 258.39(8), (9) and (12), Florida Statutes, provides for the official designation of the Indian River Lagoon and portions of the North Fork of the St. Lucie River as Aquatic Preserves. The Florida Department of Environmental Protection, charged with administration and supervision of these preserves, has adopted specific management plans for both areas, conducting both research and enforcement actions within them.

In addition to its inland estuary and isolated wetland network, St. Lucie County has 21 miles of Atlantic Ocean shoreline, much of which is currently undeveloped. Through the efforts of the

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## **Subject to Modifications**

residents of St. Lucie County and the State of Florida, approximately seven miles of this unincorporated oceanfront are under public ownership. Another two miles of oceanfront property are owned by the Florida Power & Light Company, and are to be maintained in their present natural state in conjunction with the operation of the St. Lucie Power Plant facilities. The balance of the remaining oceanfront properties is held in private ownership and available for development activities, which have historically been residential in character.

### Evaluation

The revisions proposed by the County included hundreds of text amendments and updates to the data and analysis for all elements. Some of the most noteworthy amendments are summarized below:

#### 1. Future Land Use Element

- a. The Future Land Use Map (FLUM) Category Table in Policy 1.1.1.1 is revised to include the Towns, Villages and Countryside Designation.
- b. All FLUM categories are listed and defined in detail in new Policy 1.1.1.2.
- c. New Objective 1.1.4 and several new policies under the objective indicate that changes to the future land use plan will be considered based upon smart growth, energy-efficient land use patterns and discouraging proliferation of urban sprawl.
- d. New Policy 1.1.5.12 is to utilize incentives to encourage development inside the urban service boundary and to discourage conversion of property in agricultural and suburban areas to higher intensity urban uses.
- e. New Policy 1.1.5.13 is to consider establishing minimum densities within the urban service boundary.
- f. Policy 1.1.9.2 is revised to consider allowing fees in lieu of on-site preservation when off-site preservation would be more environmentally beneficial for the purpose of habitat acquisition/preservation.
- g. New Policy 1.1.10.4 encourages the preservation of viable water-dependent facilities and mandatory public access to navigable waters.
- h. New Policy 1.1.15.4 prohibits incompatible uses in the Airport Overlay Zone.
- i. New Goal 1.4 and three new objectives under the goal address energy efficient land use patterns and policies that reduce greenhouse gas emissions. Objectives are to create a sustainable plan for the County's western lands, to encourage green building standards and to maintain the County's certification status under the Florida Green Building Council.

#### 2. Transportation Element

- a. New Policy 2.1.1.9 is to continue to reduce greenhouse gas emissions through promoting increased transit usage, bicycle and pedestrian facilities and more efficient roadways.
- b. Revised Objective 2.1.2 is to support infill development and consider reducing level of service standards on constrained roadways.

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### **Subject to Modifications**

- c. New Policy 2.1.2.17 is to consider implementing a mobility fee structure as a modification to the current concurrency standards in coordination with the St. Lucie Transportation Planning Organization (TPO) and other relevant agencies.
- d. New Policy 2.1.2.12 is to consider implementing a mobility fee.
- e. New Policy 2.1.2.14 is to adopt Traffic Demand Management measures and explore related land use alternatives.
- f. Revised Policy 2.2.1.4 is to work with the Florida Department of Transportation to develop guidelines for Transit Oriented Development.
- g. New Policy 2.2.1.7 encourages common driveways and pedestrian connections between adjacent development.
- h. Revised Policy 2.3.1.1 is to implement the recommendations of the St. Lucie County Bicycle, Pedestrian, Greenways and Trails Study.
- i. Revised Policy 2.3.2.2 is to work with the TPO and the municipalities within the County on the implementation and update of a coordinated bicycle and pedestrian transportation plan.
- j. Revised Policy 2.2.3.9 is to establish a schedule to complete missing sidewalks around schools.
- k. New Objective 2.4.3 is to take action to preserve, maintain and enhance social, environmental and historic resources along the roadways designated as scenic corridors.
- l. Revised Policy 2.6.1.5 is to consider the feasibility of implementing the fixed route bus recommendations in the Regional Transit Development Plan.
- m. New Policy 2.6.1.8 is to improve amenities at bus stops.

### **3. Housing Element**

- a. Objective 3.1.1 is revised to indicate the County shall ensure the creation and/or preservation of affordable housing for all current and anticipated future residents of the jurisdiction, and households with special housing needs including rural and farmworker housing, workforce housing as well as adequate sites and distribution of housing for very-low-income, low-income and moderate-income households.
- b. Policy 3.1.1.1 is revised to indicate the County shall provide future land use designations that provide for a diverse housing stock.
- c. Revised Policy 3.1.1.5 is to assist employers who desire to participate in making housing opportunities in reasonable proximity to the workplace.
- d. Revised Policy 3.2.1.3 is to explore the feasibility and need for an inclusionary housing program.
- e. New policies under Objective 3.2.3 address the feasibility of a community land trust and land banking guidelines, a housing trust fund and public-private partnerships that address the provisions of affordable and workforce housing.
- f. Revised Objective 3.2.4 is to maintain the County Affordable Housing Advisory Committee.
- g. Revised Policy 3.2.5.2 indicates that workforce housing should be required in the Towns, Village and Countryside area.

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### **Subject to Modifications**

- h. Objective 3.2.7 and some new policies under the element are to support energy efficiency and the use of renewable energy resources in existing housing and in the design and construction of new housing.

#### **4. Infrastructure Element**

- a. New policies in the Potable Water and Sanitary Sewer Sub Elements allow the provision of services to new development only upon the consent of the County Commission.
- b. New policies in the Potable Water and Sanitary Sewer Sub Elements indicates that new development requiring public services will only be permitted if it ties into the existing utility services of the County, Fort Pierce or Port St. Lucie.
- c. New policies indicate that the impacts that new construction has on supply, treatment and distribution shall be borne by those new customers and funded in advance of the provision of the infrastructure.
- d. New Policy 4C.3.1.2 is to coordinate with the Florida Department of Environmental Protection, South Florida Water management District (SFWMD), local municipalities and others in alternative water supply planning efforts.
- e. New Policy 4C.3.1.6 is to evaluate the financial feasibility of Low Impact Design stormwater management techniques.
- f. Revised Policy 4D.1.1.2 is to provide sanitary sewer services within the urban service area in a manner that will not promote urban sprawl or leap-frog development.
- g. New Policy 4D.1.4.5 encourages the connection of small package treatment plants to a central sewer system.
- h. Revised Policy 4D.2.1.1 is to review and update the Water and Sewer Master Plan.
- i. Revised Objective 4D.2.2 is to provide sanitary sewer service where feasible; feasibility is to be addressed in the Water and Sewer Master Plan Update.

#### **5. Coastal Management Element**

- a. Revised Policy 5.1.1.7 is to support the preservation of working waterfronts.
- b. New Policy 5.1.1.8 indicates that removal of exotic vegetation, revegetation plan, maintenance plan and soil stabilization plan are required for development or redevelopment in the coastal planning area.
- c. New Policy 5.1.1.10 is to monitor all credible climate change and sea level rise data and what the potential effects may be on coastal systems natural resources.
- d. New Policy 5.1.1.11 is to direct all inappropriate uses away from the coastal planning area.
- e. Revised Policy 5.1.2.4 requires a vegetative buffer along all wetlands, submerged lands and surface waters.
- f. New Policy 5.1.3.16 supports the Artificial Reef Program.
- g. Revised Policy 5.1.4.5 is to coordinate with the Florida Inland Navigation District in the identification of dredge/spoil disposal sites associated with maintaining the Atlantic Intracoastal Waterway.

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### **Subject to Modifications**

- h. New policies under Objective 5.1.5 (Beaches and Dunes) address removal of manmade alterations, protection of marine turtles and turtles nesting habitat, the removal of exotic vegetation, and revegetation and maintenance of County-owned beach and dune areas.
- i. Revised Policy 5.2.1.1 defines the Coastal High Hazard Area (CHHA) consistent with Florida Statutes.
- j. Revised Policy 5.2.1.5 regulates and lists the types of uses permitted in the CHHA.
- k. New Policy 5.2.1.7 addresses increased public awareness of hazards, evacuation, sheltering and building techniques to reduce hurricane and storm hazards.
- l. New Policy 5.2.1.11 is to provide public information about wildfire hazards.
- m. New Policy 5.2.4.10 is to develop a Post-Disaster Redevelopment Plan (PDRP). Additional new policies indicate what the components of the PDRP will be.
- n. New Policy 5.3.1.5 establishes priorities for shoreline uses.

#### **6. Conservation Element**

- a. Revised Policy 6.1.1.4 is to implement the Greenways and Trails Master Plan.
- b. Revised Policy 6.1.1.5 is to reduce greenhouse gas emissions.
- c. Revised Policy 6.1.2.4 supports the Indian River Lagoon (IRL) Surface Water Improvement and Management Plan, the Comprehensive Everglades Restoration Plan and the IRL National Estuary Program Comprehensive Conservation and Management Plan.
- d. New Policy 6.1.2.12 is to ensure activities at the Port of Fort Pierce utilize best management practices to avoid negative impacts to the lagoon and ocean water habitats.
- e. Revised Policy 6.1.4.4 requires the installation or preservation of a native vegetative buffer on all water bodies, submerged lands, or wetlands.
- f. New Policy 6.1.5.6 requires open space for all development and redevelopment to promote shallow water aquifer recharge and stormwater filtration.
- g. Revised Policy 6.1.6.2 is to protect environmentally sensitive lands from destructive activities and uses, such as off road vehicle use.
- h. New Policy 6.1.6.6 is to require new development to be consistent with the soil conditions of the area.
- i. New Policy 6.1.7.6 requires a reclamation/restoration plan as part of the required application for an extractive use permit.
- j. Revised Policy 6.1.8.2 requires a survey by qualified personnel when site clearing activities are proposed is the known range of listed species.
- k. Revised Policy 6.1.8.9 is to identify native upland vegetation communities that are higher quality and provide for protection, conservation or appropriate use of these areas.
- l. Revised Policy 6.1.8.1 would allow the County to consider fees in-lieu of preservation of upland native plan communities.
- m. New Policy 6.1.10.4 is to coordinate with the SFWMD on updates to the Regional Water Supply Plan.

## **DRAFT**

### **Subject to Modifications**

- n. Revised Policy 6.1.12.3 is to approve and support the public acquisition of a diversity of natural habitat types to ensure maximum diversity of native wildlife species.
- o. Revised Policy 6.1.12.4 indicates that environmentally sensitive areas containing highly sensitive native habitat may require protection through a conservation easement or other acceptable method.
- p. Revised Policy 6.1.12.7 indicates the County shall consider the abundance, status, and distribution of endangered ecosystems and other environmentally sensitive lands when reviewing land use proposals and acquisitions.
- q. New Policy 6.1.12.11 indicates the County shall provide multiple-use opportunities on county-owned natural preserve areas, consistent with natural resource protection and conservation.
- r. New Policy 6.1.12.13 is to direct all incompatible land uses away from natural resource systems.
- s. New Policy 6.1.12.14 is continued to acquire properties for the preservation and restoration of the IRL through the Environmentally Significant Lands program.
- t. New Policy 6.1.13.11 is to cooperate with adjacent local governments to conserve, protect and use greenways which span jurisdictional boundaries.
- u. New Objective 6.1.15 and supporting policies indicate the Board of County Commissioners shall consider the Wetland Inventory and Evaluation Study designed to facilitate the development of policies and procedures to improve the protection of the existing wetlands in the County.

#### **7. Intergovernmental Coordination Element**

- a. New Policy 8.1.1.10 is to continue working with the Cities of Fort Pierce and Port St. Lucie pursuant to the Joint Planning Agreements in effect regarding development applications and the provision of public services.
- b. Revised Policy 8.1.1.11 is to continue to implement a joint planning agreement with Fort Pierce relative to the City's annexation plans.
- c. New Policy 8.1.1.12 is to explore annexation coordination procedures and an interlocal agreement with the City of Port St. Lucie.
- d. New Policy 8.1.1.14 is to explore the feasibility of agreements that would allow cross-jurisdictional transfer of development rights between the County and the Cities of Fort Pierce and Port St. Lucie.
- e. New Policy 8.1.1.15 addresses cooperation in protection and recovery programs for manatees, sea turtles and other listed species.
- f. New Policy 8.1.1.20 addresses cooperation with the Economic Development Council and the St. Lucie Chamber of Commerce on implementation of the Vision for St. Lucie County.
- g. New Policy 8.1.2.4 addresses implementation and review of the Regional Long Range Transportation Plan.
- h. New Policy 8.1.2.5 addresses coordination on the Regional Transit Development Plan.

## **DRAFT**

### **Subject to Modifications**

- i. New Policy 8.1.3.6 addresses coordination in the implementation of the Public School Facilities Element and interlocal agreement for public school facility planning.
  - j. New Objective 8.1.6 and supporting policies address coordination in the designation of new dredge spoil sites within the County's jurisdiction.
8. Capital Improvements Element
- a. New Policy 9.1.1.13 is to consider the financial feasibility of setting a new transit level of service.
  - b. New Policy 9.1.1.17 is to explore the financial feasibility of preparing a Library Master Plan.
  - c. New Policy 9.1.2.10 indicates the County shall limit the amount of debt it assumes for capital improvements or other purposes.
  - d. New Policy 9.1.3.5 sets forth an implementation schedule the County will use for annual updates and to ensure level of service standards are maintained.
  - e. New Policy 9.1.4.4 defines a preliminary development order.
  - f. New Policy 9.1.4.5 indicates the impacts of development on public facilities are determined to occur at the same time as a final development order is authorized.
  - g. New Policy 9.1.4.6 sets forth the conditions under which an application for a development order may be resubmitted after initially being denied because of insufficient capacity of public facilities.
  - h. New Policy 9.1.4.12 indicates the County shall consider the financial feasibility of implementing a concurrency and capacity database by 2012.
9. Economic Development Element
- a. Revised Goal 10.1 is to support economic development in St. Lucie County as part of an overall strategy for sustainability and quality of life.
  - b. New Policy 10.1.1.6 is to continue to encourage the development of high wage, high skill, long term job creation in the County.
  - c. New Policy 10.2.1.8 is to participate in regional economic development activities including the Research Coast.
  - d. New Policy 10.2.1.9 is to support green and renewable energy loan and grant programs.
  - e. New Objective 10.2.5 is to encourage diversification of the tax base to support long-term investment in the County's quality of life.
  - f. New Policy 10.2.5.2 is to support economic development activities that encourage growth in non-residential development.
  - g. New Policy 10.3.1.4 is to support the development and production of biofuels and related clean energy technology activities in the County.
  - h. New Policy 10.3.1.5 is to continue to establish grant opportunities for the sustainable reuse of agricultural lands.
  - i. New Policy 10.4.1.4 is to promote the expansion of eco-tourism and encouraging existing and new hotels to participate in the Florida Green Lodging Program.

## **DRAFT**

### **Subject to Modifications**

- j. New Policy 10.5.1.3 is to continue to provide expedited review of development applications for economic development projects.
- k. New Policy 10.5.1.4 is to establish a site plan pre-approval program for industrial and commercial development by 2012.
- l. New Policy 10.6.1.5 is to promote the expansion of commercial aviation services through implementation of the Airport Master Plan.

### Extrajurisdictional Impacts

Under the informal agreement facilitated by the TCRPC, local governments in the northern three counties of the region are to provide copies of amendment materials to other local governments that have expressed an interest in receiving such materials. The County provided copies of the amendment materials to Fort Pierce, Port St. Lucie, St. Lucie Village, Martin County, Indian River County, the St. Lucie County School Board and the St. Lucie Transportation Planning Organization. Council sent a memorandum to each of these local governments/entities on June 15, 2010 seeking comments regarding potential conflicts with the proposed amendments. As of the date of preparation of this staff report, no correspondence has been received in response to that memorandum.

### Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.

### Analysis of Consistency with Strategic Regional Policy Plan

The amendments significantly improve the County Comprehensive Plan and are considered to be consistent with the SRPP. Council has the following comments/recommendations for consideration by the County:

1. In new Objective 1.1.4 of the Future Land Use Element, reference to a future land use plan should be changed to comprehensive plan or future land use map.
2. Revised Policy 1.1.9.2 in the Future Land Use Element would be improved if the County was more specific about the term “more environmentally beneficial”.
3. In revised Objective 2.1.2 of the Transportation Element, consider removing the word “acceptable”.
4. In revised Policy 3.1.1.1 of the Housing Element, consider removing the term “provide for a diverse housing stock” and inserting “that allow a variety of housing types, affordabilities and densities”, consistent with Regional Goals 2.1 and 2.2.
5. New Objective 6.1.15 of the Conservation Element would be more measurable if it indicated that a Wetland Inventory and Evaluation Study should be completed by a certain date. A new policy under the objective could be that the Board of County

## **DRAFT**

### **Subject to Modifications**

Commissioners shall consider the results of the Wetland Inventory and Evaluation Study in considering new or revised policies and procedures to improve the protection of wetlands.

6. In new Policy 8.1.2.5 regarding the Regional Transit Development Plan for the Port St. Lucie Urbanized Area, the Martin Metropolitan Planning Organization should be indicated as one of the organizations with whom the County will coordinate.
7. Map FLU-12 (see Exhibit 2) portrays the Urban Service Boundary in the County. The map indicates that recently annexed areas of the City of Port St. Lucie (referenced by the City as the Western Annexation Area) are not considered within the Urban Service Boundary. However, the City is fully committed to providing urban services to the area, and in fact, has approved several developments of regional impact in the area shown as being outside the Urban Service Boundary.

New Policy 8.1.1.4 in the Intergovernmental Coordination Element is to explore annexation coordination procedures and an interlocal agreement with the City of Port St. Lucie. It is recommended the County begin meeting with the City as soon as possible so that there can be an agreement on the area to be portrayed within the Urban Service Boundary.

#### Consistency with Strategic Regional Policy Plan

The contract agreement with the DCA requires the TCRPC to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. The TCRPC finds the proposed amendments to be CONSISTENT with the SRPP.

#### Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

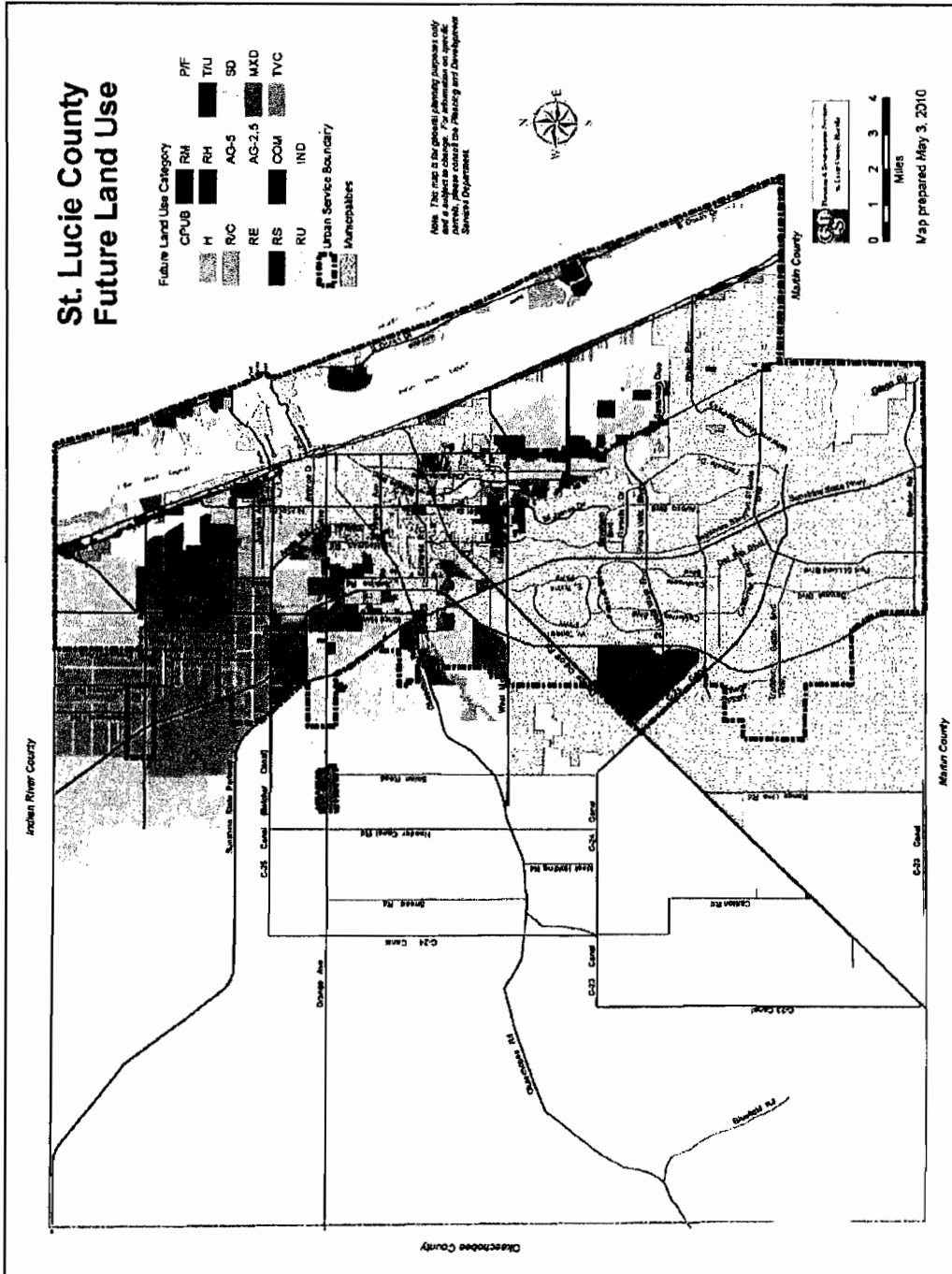
#### Attachments

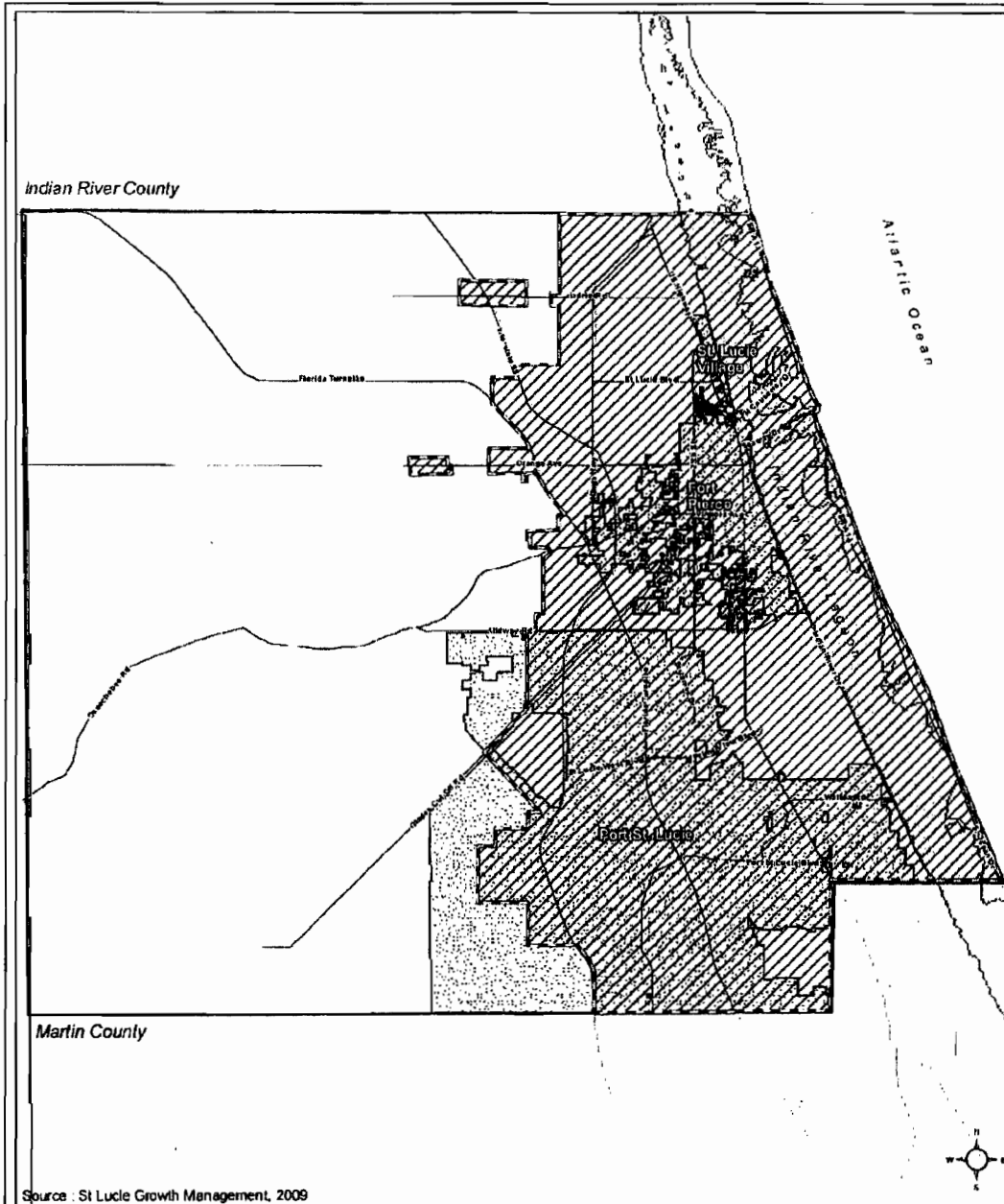
## **List of Exhibits**

### **Exhibit**

- 1 Future Land Use Map
- 2 Urban Service Boundary Map
- 3 Existing and Future Transportation System (2030) Map

# Exhibit 1 Future Land Use Map





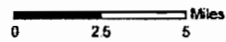
Source : St Lucie Growth Management, 2009



**Urban Service Boundary**  
Map : FLU-12

**Legend**

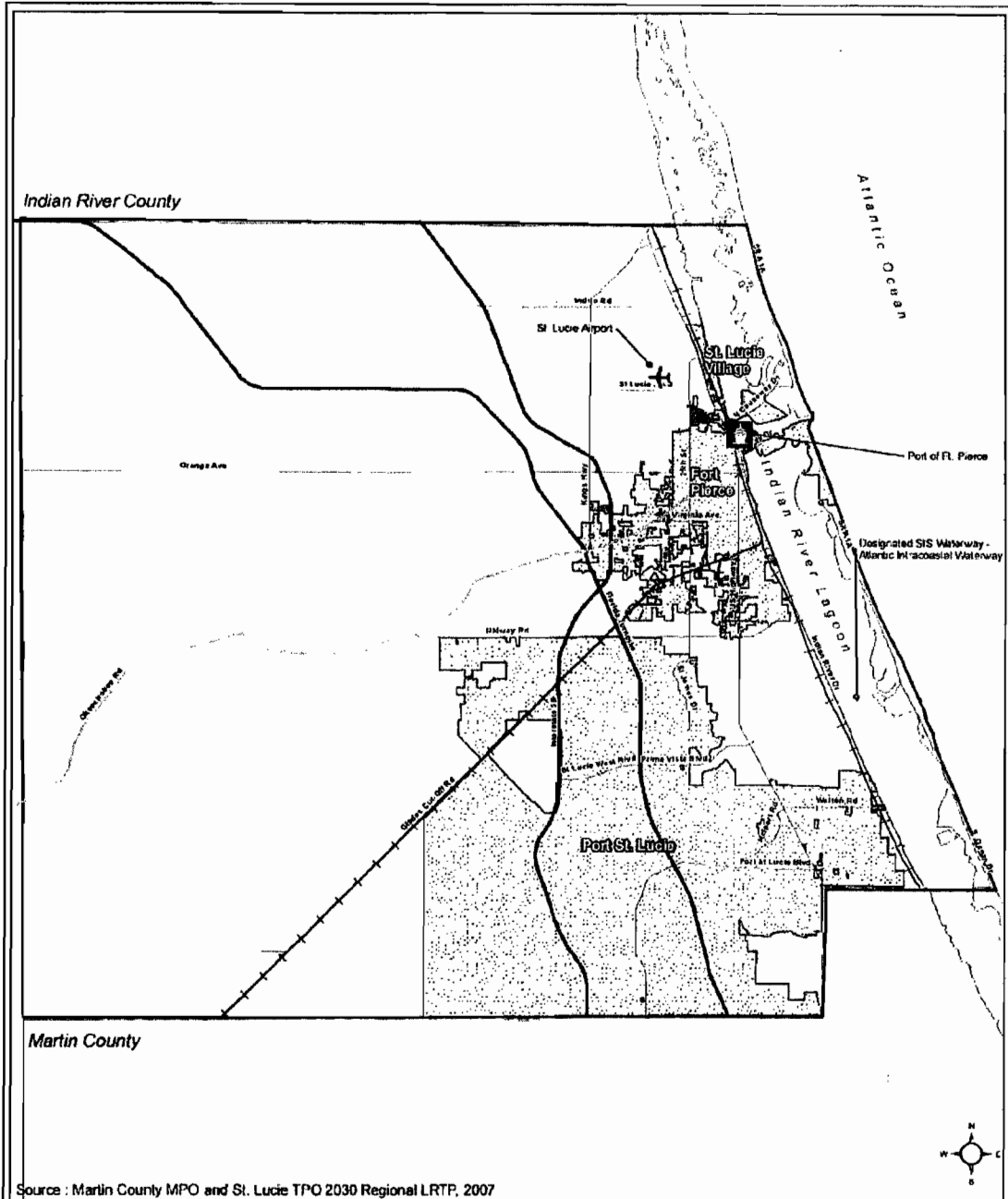
- County Boundary
- Streets
- Municipalities
- Urban Service Boundary



Cuba, Gaudin & Associates, Inc.

CIS

Print Date : April, 2010



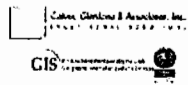
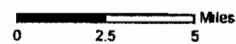
Source : Martin County MPO and St. Lucie TPO 2030 Regional LRTP, 2007



### Existing and Future Transportation System (2030)

Map : TRN-11

- Legend**
- County Boundary
  - Municipality
  - Designated SIS Highway
  - Emerging SIS Highway
  - Designated SIS Rail
  - Emerging SIS Rail
  - Designated SIS Waterway



Print Date : February, 2010



**City of Port St. Lucie  
Planning & Zoning Department**

121 S.W. Port St. Lucie Blvd.  
Port St. Lucie, Florida 34984-5099  
(772) 871-5212  
(772) 871-5124 Fax



TDD (772) 873-6339

July 8, 2010

Terry L. Hess, AICP  
Deputy Director  
Treasure Coast Regional Planning Council  
421 SW Camden Avenue  
Stuart, Florida 34994

Dear Mr. Hess:

The City of Port St. Lucie Planning and Zoning Department has reviewed the draft copy of the 2010 EAR based Amendments to the St. Lucie County Comprehensive Plan and has the following comments.

1. On page 2-7, the document incorrectly references a park and ride lot located in the City of Port St. Lucie on Bayshore Boulevard south of Gatlin Boulevard. The park and ride lot is located at the Council on Aging Senior Center at 2501 Southwest Bayshore Boulevard. The Center is south of Port St. Lucie Boulevard.
2. As depicted on Map FLU-12, the western boundary line of St. Lucie County's Urban Service Boundary doesn't include all of the urbanized land within the City of Port St. Lucie that is located west of Interstate 95.
3. The data and analysis and policies in the Transportation Element identify a county initiated mobility fee plan/study. On June 14, 2010, the City of Port St. Lucie, St. Lucie County, and the City of Fort Pierce met with representatives from the Florida Department of Transportation to discuss the requirements of SB 360. FDOT offered, and the jurisdictions agreed, to collaborate with FDOT on the preparation of a county wide multimodal mobility strategy. The Planning and Zoning Department supports FDOT's efforts to promote coordination between local governments on mobility and multimodal transportation planning.

If you have any questions or need additional information, please contact Bridget Kean, Principal Planner, at (772) 873-6489.

Sincerely,

Daniel Holbrook, AICP  
Director of Planning and Zoning

cc: Britton Wilson, Senior Planner, St. Lucie County Growth Management Department  
Bob Dennis, Regional Planning Administrator, Florida Department of Community Affairs

**FORM C-7**

**TREASURE COAST REGIONAL PLANNING COUNCIL  
AMENDMENT REVIEW FORM  
FY 2009-2010**

1. Local Government Name: **St. Lucie County**
2. Amendment Number: **10-1ER**
3. Is the RPC precluded from commenting on the proposed plan or element pursuant to s. 163.3184(5), F.S., or Rule 9J-11.0084, L.O.F.; or commenting on the proposed amendment pursuant to s. 163.32465(4)(b), F.S.? (YES) **(NO)**
4. Date DCA Notified RPC that Amendment Package was Complete, if Applicable: **6/14/10**
5. Date Amendment Review must be Completed and Transmitted to DCA: **7/14/10**
6. Date the Amendment Review was transmitted to DCA: **7/13/10**
7. Description of the Amendment:

Text amendments to the Future Land Use, Transportation, Housing, Infrastructure, Coastal management, Conservation, Recreation and Open Space, Intergovernmental coordination, Capital Improvements and Economic Development Elements of the County Comprehensive Plan to carry out the recommendations of an Evaluation and Appraisal Report.

Please complete the following table for each individual proposed amendment to the Future Land Use Map (**FLUM**) only:

Amendment Name	Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Decrease) in Potential Floor Area
<b>Totals</b>								

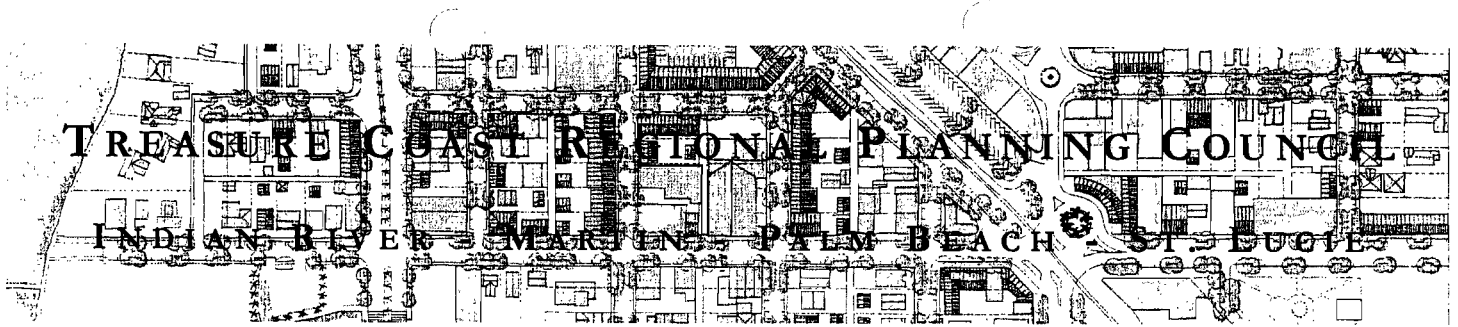
**Add additional rows as necessary. Please PROVIDE TOTALS in bottom row.**

8. Is the Amendment consistent with the Strategic Regional Policy Plan?  
**Yes.**

9. Applicable Strategic Regional Policy Plan Goals and Objectives:  
**Not applicable. EAR text ameneemnts are considered consistent with many of the goals, strategies and policies of the SRPP.**

10. The effects on the Proposed Amendment on Regional Resources or Facilities Identified in the Strategic Regional Policy Plan:  
**No detrimental effects identified.**

11. Extra-Jurisdictional Impacts that would be Inconsistent with the Comprehensive Plan of the Affected Local Government:  
**None identified.**



June 15, 2010

Mr. Ray Eubanks, Administrator  
Plan and Review Processing  
Office of Comprehensive Planning  
Department of Community Affairs  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

10 BD  
**RECEIVED**  
JUN 17 2010  
DIVISION OF  
COMMUNITY PLANNING

Subject: St. Lucie County Comprehensive Plan  
Draft Amendments - DCA Reference No. 10-1ER

Dear Mr. Eubanks:

This is to acknowledge the receipt of materials pertaining to the above-referenced amendments on June 15, 2010. Staff anticipates presenting its report and recommended comments to Council at the regular meeting of July 16, 2010. Pursuant to Section 163.3184, *Florida Statutes*, a written report will be submitted to you by July 14, 2010.

If you have any questions, please feel free to call.

Sincerely,

A handwritten signature in black ink, appearing to read "Terry L. Hess".

Terry L. Hess, AICP  
Deputy Director

TLH:sh

*"Regionalism One Neighborhood At A Time" • Est. 1976*

421 S.W. Camden Avenue - Stuart, Florida 34994  
Phone (772) 221-4060 - Fax (772) 221-4067 - [www.tcrpc.org](http://www.tcrpc.org)



**TREASURE COAST REGIONAL PLANNING COUNCIL**  
**INDIAN RIVER - MARTIN - PALM BEACH - ST. LUCIE**

July 19, 2010

Mr. Ray Eubanks, Administrator  
Plan and Review Processing  
Office of Comprehensive Planning  
Department of Community Affairs  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

10 BD  
**RECEIVED**  
JUL 21 2010  
DIVISION OF  
COMMUNITY PLANNING

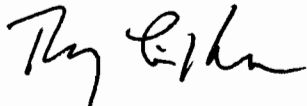
Subject: St. Lucie County Comprehensive Plan  
Draft Amendments – DCA Reference No. 10-1ER

Dear Mr. Eubanks:

Council has reviewed the above-referenced amendments in accordance with the requirements of Chapter 163, *Florida Statutes* and Council's adopted plans, policies, and review procedures. Enclosed is a copy of our report as approved by Council at its regular meeting on July 16, 2010 pursuant to Section 163.3184, *Florida Statutes*. We previously provided you with a copy of the TCRPC staff report and recommendations. Please note that changes were made by the TCRPC Board to include comments received from the City of Port St. Lucie at the July 16, 2010 TCRPC meeting.

If you have any questions, please feel free to call me.

Sincerely,



Terry L. Hess, AICP  
Deputy Director

TLH:sh

Enclosure

*"Regionalism One Neighborhood At A Time" • Est. 1976*

421 S.W. Camden Avenue - Stuart, Florida 34994  
Phone (772) 221-4060 - Fax (772) 221-4067 - [www.tcrpc.org](http://www.tcrpc.org)

**FORM C-7**

**TREASURE COAST REGIONAL PLANNING COUNCIL  
AMENDMENT REVIEW FORM  
FY 2009-2010**

1. Local Government Name: **St. Lucie County**
2. Amendment Number: **10-1ER**
3. Is the RPC precluded from commenting on the proposed plan or element pursuant to s. 163.3184(5), F.S., or Rule 9J-11.0084, L.O.F.; or commenting on the proposed amendment pursuant to s. 163.32465(4)(b), F.S.? (YES) (NO)
4. Date DCA Notified RPC that Amendment Package was Complete, if Applicable: **6/14/10**
5. Date Amendment Review must be Completed and Transmitted to DCA: **7/14/10**
6. Date the Amendment Review was transmitted to DCA: **7/13/10**
7. Description of the Amendment:

Text amendments to the Future Land Use, Transportation, Housing, Infrastructure, Coastal management, Conservation, Recreation and Open Space, Intergovernmental coordination, Capital Improvements and Economic Development Elements of the County Comprehensive Plan to carry out the recommendations of an Evaluation and Appraisal Report.

Please complete the following table for each individual proposed amendment to the Future Land Use Map (**FLUM**) only:

Amendment Name	Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Decrease) in Potential Floor Area
<b>Totals</b>								

**Add additional rows as necessary. Please PROVIDE TOTALS in bottom row.**

8. Is the Amendment consistent with the Strategic Regional Policy Plan?

**Yes.**

9. Applicable Strategic Regional Policy Plan Goals and Objectives:

**Not applicable. EAR text ameneemnts are considered consistent with many of the goals, strategies and policies of the SRPP.**

10. The effects on the Proposed Amendment on Regional Resources or Facilities Identified in the Strategic Regional Policy Plan:

**No detrimental effects identified.**

11. Extra-Jurisdictional Impacts that would be Inconsistent with the Comprehensive Plan of the Affected Local Government:

**St. Lucie County has identified a potential inconsistency regarding municipal services to the P09-129 site.**

**Analysis of the effects of the proposed amendments on the following issues to the extent they are addressed in the Strategic Regional Policy Plan on:**

12. Compatibility among local plans including, but not limited to, land use and compatibility with military bases:

**No incompatibilities identified.**

13. Impacts to significant regional resources and facilities identified in the Strategic Regional Policy Plan, including, but not limited to, impacts on groundwater recharge and the availability of water supply:

**No negative impacts identified.**

14. Affordable housing issues and designation of adequate sites for affordable housing:

**N/A**

15. Protection of natural resources of regional significance identified in the Strategic Regional Policy Plan including, but not limited to, protection of spring and groundwater resources, and recharge potential:

**No issues identified.**

16. Compatibility with regional transportation corridors and facilities including, but not limited to, roadways, seaports, airports, public transportation systems, high speed rail facilities, and intermodal facilities:

**These amendments should not have negative impacts on regional transportation corridors and facilities.**

17. Adequacy and compatibility with emergency preparedness plans and local mitigation strategies including, but not limited to, the impacts on and availability of hurricane shelters, maintenance of county hurricane clearance times, and hazard mitigation:

**No negative impacts anticipated.**

18. Analysis of the effects of extra-jurisdictional impacts which may be created by the amendment:

**Correspondence from St. Lucie County (attached to July 16 report) indicates there may be a conflict regarding the City's intent to provide certain municipal services to the P-09-129 site.**

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 5E

From: Staff

Date: July 16, 2010 Council Meeting

Subject: Local Government Comprehensive Plan Review  
Draft Amendments to the St. Lucie County Comprehensive Plan  
DCA Reference No. 10-1ER

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, *Florida Statutes*, requires that the Treasure Coast Regional Planning Council (TCRPC) review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then the TCRPC must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

St. Lucie County has proposed text amendments to the following elements of the County Comprehensive Plan: Future Land Use, Transportation, Housing, Infrastructure, Coastal Management, Conservation, Recreation and Open Space, Intergovernmental Coordination, Capital Improvements and Economic Development. The amendments are to carry out the recommendations of an Evaluation and Appraisal Report (EAR) adopted by the County on October 28, 2008 and found sufficient by the DCA on January 14, 2009. The County has requested a formal review of the amendments.

*Community Profile (Taken from Future Land Use Element)*

St. Lucie County is located along Florida's southeast coast, in the upper reaches of the South Florida geographic region. Locally, this area is referred to as Florida's Treasure Coast because of the many Spanish Treasure Galleons shipwrecked along this part of the coast. The County comprises approximately 600 square miles, of which approximately 440 square miles are

unincorporated area and subject to the land use and regulatory authority of the St. Lucie County Board of County Commissioners. The balance of the County consists of territory located within the incorporated municipalities of Fort Pierce, Port St. Lucie, and St. Lucie Village.

Physiographically, the County is divided into three primary regions: the Atlantic Coastal Ridge (including the barrier islands), the Eastern Valley and the Osceola Plain. The dominating physiographic region of the east/central portion of the County is known as the Eastern Valley. The Valley extends from the Atlantic Coastal Ridge to the central part of the County. Elevations in this area range from 15 to 30 feet above sea level. The land within this area falls generally to the southeast.

The vast citrus and ranching areas of central and western St. Lucie County are contained within the physiographic areas known as the Sebastian/St. Lucie Flats, Allapattah Flats and the Osceola Flats. Except where drained for agricultural activities, these areas are characteristically pocketed with surface wetlands and have limited natural drainage. Elevations in this area are in the range of 30 to 60 feet, with the general fall of the land being from the northwest to the southeast.

The Atlantic Coastal Ridge forms the eastern border of the County and includes the coastal barrier island, locally known as Hutchinson Island, the Indian River Lagoon and the ridge which lies east of the North and South Savannas and parallels Indian River Drive. Elevations range from sea level to about 15 feet on the barrier islands to as much as 50 feet along the western shorelines of the Indian River Lagoon. The western terminus of the Atlantic Coastal Ridge lies approximately along the eastern edge of the Savannas, both north and south of Fort Pierce.

Located within the Eastern Valley is the single principal freshwater estuary in St. Lucie County, the North Fork of the St. Lucie River. Secondary water courses include the North Fork's two primary tributaries, Five Mile and Ten Mile Creeks. An unconnected freshwater marsh network, known as the Savannas, is located immediately to the west of the Atlantic Coastal Ridge. The Savannas represent a vanishing natural feature that was once found along the entire length of the Indian River Lagoon, from Volusia County to Northern Palm Beach County. Through the continued effort of the State of Florida's Conservation and Recreational Land (CARL) (now called the Florida Forever) acquisition program, approximately 90% of the privately held properties within this area have been acquired for perpetual public preservation.

Lying between the western edges of the Atlantic Coastal Ridge and the barrier island is the Indian River Lagoon. This saltwater estuary is part of a larger ecosystem which extends 156 miles from Volusia County to Northern Palm Beach County.

Section 258.39(8), (9) and (12), Florida Statutes, provides for the official designation of the Indian River Lagoon and portions of the North Fork of the St. Lucie River as Aquatic Preserves. The Florida Department of Environmental Protection, charged with administration and supervision of these preserves, has adopted specific management plans for both areas, conducting both research and enforcement actions within them.

In addition to its inland estuary and isolated wetland network, St. Lucie County has 21 miles of Atlantic Ocean shoreline, much of which is currently undeveloped. Through the efforts of the

residents of St. Lucie County and the State of Florida, approximately seven miles of this unincorporated oceanfront are under public ownership. Another two miles of oceanfront property are owned by the Florida Power & Light Company, and are to be maintained in their present natural state in conjunction with the operation of the St. Lucie Power Plant facilities. The balance of the remaining oceanfront properties is held in private ownership and available for development activities, which have historically been residential in character.

### Evaluation

The revisions proposed by the County included hundreds of text amendments and updates to the data and analysis for all elements. Some of the most noteworthy amendments are summarized below:

#### 1. Future Land Use Element

- a. The Future Land Use Map (FLUM) Category Table in Policy 1.1.1.1 is revised to include the Towns, Villages and Countryside Designation.
- b. All FLUM categories are listed and defined in detail in new Policy 1.1.1.2.
- c. New Objective 1.1.4 and several new policies under the objective indicate that changes to the future land use plan will be considered based upon smart growth, energy-efficient land use patterns and discouraging proliferation of urban sprawl.
- d. New Policy 1.1.5.12 is to utilize incentives to encourage development inside the urban service boundary and to discourage conversion of property in agricultural and suburban areas to higher intensity urban uses.
- e. New Policy 1.1.5.13 is to consider establishing minimum densities within the urban service boundary.
- f. Policy 1.1.9.2 is revised to consider allowing fees in lieu of on-site preservation when off-site preservation would be more environmentally beneficial for the purpose of habitat acquisition/preservation.
- g. New Policy 1.1.10.4 encourages the preservation of viable water-dependent facilities and mandatory public access to navigable waters.
- h. New Policy 1.1.15.4 prohibits incompatible uses in the Airport Overlay Zone.
- i. New Goal 1.4 and three new objectives under the goal address energy efficient land use patterns and policies that reduce greenhouse gas emissions. Objectives are to create a sustainable plan for the County's western lands, to encourage green building standards and to maintain the County's certification status under the Florida Green Building Council.

#### 2. Transportation Element

- a. New Policy 2.1.1.9 is to continue to reduce greenhouse gas emissions through promoting increased transit usage, bicycle and pedestrian facilities and more efficient roadways.
- b. Revised Objective 2.1.2 is to support infill development and consider reducing level of service standards on constrained roadways.

- c. New Policy 2.1.2.17 is to consider implementing a mobility fee structure as a modification to the current concurrency standards in coordination with the St. Lucie Transportation Planning Organization (TPO) and other relevant agencies.
- d. New Policy 2.1.2.12 is to consider implementing a mobility fee.
- e. New Policy 2.1.2.14 is to adopt Traffic Demand Management measures and explore related land use alternatives.
- f. Revised Policy 2.2.1.4 is to work with the Florida Department of Transportation to develop guidelines for Transit Oriented Development.
- g. New Policy 2.2.1.7 encourages common driveways and pedestrian connections between adjacent development.
- h. Revised Policy 2.3.1.1 is to implement the recommendations of the St. Lucie County Bicycle, Pedestrian, Greenways and Trails Study.
- i. Revised Policy 2.3.2.2 is to work with the TPO and the municipalities within the County on the implementation and update of a coordinated bicycle and pedestrian transportation plan.
- j. Revised Policy 2.2.3.9 is to establish a schedule to complete missing sidewalks around schools.
- k. New Objective 2.4.3 is to take action to preserve, maintain and enhance social, environmental and historic resources along the roadways designated as scenic corridors.
- l. Revised Policy 2.6.1.5 is to consider the feasibility of implementing the fixed route bus recommendations in the Regional Transit Development Plan.
- m. New Policy 2.6.1.8 is to improve amenities at bus stops.

### 3. Housing Element

- a. Objective 3.1.1 is revised to indicate the County shall ensure the creation and/or preservation of affordable housing for all current and anticipated future residents of the jurisdiction, and households with special housing needs including rural and farmworker housing, workforce housing as well as adequate sites and distribution of housing for very-low-income, low-income and moderate-income households.
- b. Policy 3.1.1.1 is revised to indicate the County shall provide future land use designations that provide for a diverse housing stock.
- c. Revised Policy 3.1.1.5 is to assist employers who desire to participate in making housing opportunities in reasonable proximity to the workplace.
- d. Revised Policy 3.2.1.3 is to explore the feasibility and need for an inclusionary housing program.
- e. New policies under Objective 3.2.3 address the feasibility of a community land trust and land banking guidelines, a housing trust fund and public-private partnerships that address the provisions of affordable and workforce housing.
- f. Revised Objective 3.2.4 is to maintain the County Affordable Housing Advisory Committee.
- g. Revised Policy 3.2.5.2 indicates that workforce housing should be required in the Towns, Village and Countryside area.

- h. Objective 3.2.7 and some new policies under the element are to support energy efficiency and the use of renewable energy resources in existing housing and in the design and construction of new housing.

#### 4. Infrastructure Element

- a. New policies in the Potable Water and Sanitary Sewer Sub Elements allow the provision of services to new development only upon the consent of the County Commission.
- b. New policies in the Potable Water and Sanitary Sewer Sub Elements indicates that new development requiring public services will only be permitted if it ties into the existing utility services of the County, Fort Pierce or Port St. Lucie.
- c. New policies indicate that the impacts that new construction has on supply, treatment and distribution shall be borne by those new customers and funded in advance of the provision of the infrastructure.
- d. New Policy 4C.3.1.2 is to coordinate with the Florida Department of Environmental Protection, South Florida Water management District (SFWMD), local municipalities and others in alternative water supply planning efforts.
- e. New Policy 4C.3.1.6 is to evaluate the financial feasibility of Low Impact Design stormwater management techniques.
- f. Revised Policy 4D.1.1.2 is to provide sanitary sewer services within the urban service area in a manner that will not promote urban sprawl or leap-frog development.
- g. New Policy 4D.1.4.5 encourages the connection of small package treatment plants to a central sewer system.
- h. Revised Policy 4D.2.1.1 is to review and update the Water and Sewer Master Plan.
- i. Revised Objective 4D.2.2 is to provide sanitary sewer service where feasible; feasibility is to be addressed in the Water and Sewer Master Plan Update.

#### 5. Coastal Management Element

- a. Revised Policy 5.1.1.7 is to support the preservation of working waterfronts.
- b. New Policy 5.1.1.8 indicates that removal of exotic vegetation, revegetation plan, maintenance plan and soil stabilization plan are required for development or redevelopment in the coastal planning area.
- c. New Policy 5.1.1.10 is to monitor all credible climate change and sea level rise data and what the potential effects may be on coastal systems natural resources.
- d. New Policy 5.1.1.11 is to direct all inappropriate uses away from the coastal planning area.
- e. Revised Policy 5.1.2.4 requires a vegetative buffer along all wetlands, submerged lands and surface waters.
- f. New Policy 5.1.3.16 supports the Artificial Reef Program.
- g. Revised Policy 5.1.4.5 is to coordinate with the Florida Inland Navigation District in the identification of dredge/spoil disposal sites associated with maintaining the Atlantic Intracoastal Waterway.

- h. New policies under Objective 5.1.5 (Beaches and Dunes) address removal of manmade alterations, protection of marine turtles and turtles nesting habitat, the removal of exotic vegetation, and revegetation and maintenance of County-owned beach and dune areas.
- i. Revised Policy 5.2.1.1 defines the Coastal High Hazard Area (CHHA) consistent with Florida Statutes.
- j. Revised Policy 5.2.1.5 regulates and lists the types of uses permitted in the CHHA.
- k. New Policy 5.2.1.7 addresses increased public awareness of hazards, evacuation, sheltering and building techniques to reduce hurricane and storm hazards.
- l. New Policy 5.2.1.11 is to provide public information about wildfire hazards.
- m. New Policy 5.2.4.10 is to develop a Post-Disaster Redevelopment Plan (PDRP). Additional new policies indicate what the components of the PDRP will be.
- n. New Policy 5.3.1.5 establishes priorities for shoreline uses.

## 6. Conservation Element

- a. Revised Policy 6.1.1.4 is to implement the Greenways and Trails Master Plan.
- b. Revised Policy 6.1.1.5 is to reduce greenhouse gas emissions.
- c. Revised Policy 6.1.2.4 supports the Indian River Lagoon (IRL) Surface Water Improvement and Management Plan, the Comprehensive Everglades Restoration Plan and the IRL National Estuary Program Comprehensive Conservation and Management Plan.
- d. New Policy 6.1.2.12 is to ensure activities at the Port of Fort Pierce utilize best management practices to avoid negative impacts to the lagoon and ocean water habitats.
- e. Revised Policy 6.1.4.4 requires the installation or preservation of a native vegetative buffer on all water bodies, submerged lands, or wetlands.
- f. New Policy 6.1.5.6 requires open space for all development and redevelopment to promote shallow water aquifer recharge and stormwater filtration.
- g. Revised Policy 6.1.6.2 is to protect environmentally sensitive lands from destructive activities and uses, such as off road vehicle use.
- h. New Policy 6.1.6.6 is to require new development to be consistent with the soil conditions of the area.
- i. New Policy 6.1.7.6 requires a reclamation/restoration plan as part of the required application for an extractive use permit.
- j. Revised Policy 6.1.8.2 requires a survey by qualified personnel when site clearing activities are proposed is the known range of listed species.
- k. Revised Policy 6.1.8.9 is to identify native upland vegetation communities that are higher quality and provide for protection, conservation or appropriate use of these areas.
- l. Revised Policy 6.1.8.1 would allow the County to consider fees in-lieu of preservation of upland native plan communities.
- m. New Policy 6.1.10.4 is to coordinate with the SFWMD on updates to the Regional Water Supply Plan.

- n. Revised Policy 6.1.12.3 is to approve and support the public acquisition of a diversity of natural habitat types to ensure maximum diversity of native wildlife species.
- o. Revised Policy 6.1.12.4 indicates that environmentally sensitive areas containing highly sensitive native habitat may require protection through a conservation easement or other acceptable method.
- p. Revised Policy 6.1.12.7 indicates the County shall consider the abundance, status, and distribution of endangered ecosystems and other environmentally sensitive lands when reviewing land use proposals and acquisitions.
- q. New Policy 6.1.12.11 indicates the County shall provide multiple-use opportunities on county-owned natural preserve areas, consistent with natural resource protection and conservation.
- r. New Policy 6.1.12.13 is to direct all incompatible land uses away from natural resource systems.
- s. New Policy 6.1.12.14 is continued to acquire properties for the preservation and restoration of the IRL through the Environmentally Significant Lands program.
- t. New Policy 6.1.13.11 is to cooperate with adjacent local governments to conserve, protect and use greenways which span jurisdictional boundaries.
- u. New Objective 6.1.15 and supporting policies indicate the Board of County Commissioners shall consider the Wetland Inventory and Evaluation Study designed to facilitate the development of policies and procedures to improve the protection of the existing wetlands in the County.

## 7. Intergovernmental Coordination Element

- a. New Policy 8.1.1.10 is to continue working with the Cities of Fort Pierce and Port St. Lucie pursuant to the Joint Planning Agreements in effect regarding development applications and the provision of public services.
- b. Revised Policy 8.1.1.11 is to continue to implement a joint planning agreement with Fort Pierce relative to the City's annexation plans.
- c. New Policy 8.1.1.12 is to explore annexation coordination procedures and an interlocal agreement with the City of Port St. Lucie.
- d. New Policy 8.1.1.14 is to explore the feasibility of agreements that would allow cross-jurisdictional transfer of development rights between the County and the Cities of Fort Pierce and Port St. Lucie.
- e. New Policy 8.1.1.15 addresses cooperation in protection and recovery programs for manatees, sea turtles and other listed species.
- f. New Policy 8.1.1.20 addresses cooperation with the Economic Development Council and the St. Lucie Chamber of Commerce on implementation of the Vision for St. Lucie County.
- g. New Policy 8.1.2.4 addresses implementation and review of the Regional Long Range Transportation Plan.
- h. New Policy 8.1.2.5 addresses coordination on the Regional Transit Development Plan.

- i. New Policy 8.1.3.6 addresses coordination in the implementation of the Public School Facilities Element and interlocal agreement for public school facility planning.
  - j. New Objective 8.1.6 and supporting policies address coordination in the designation of new dredge spoil sites within the County's jurisdiction.
8. Capital Improvements Element
- a. New Policy 9.1.1.13 is to consider the financial feasibility of setting a new transit level of service.
  - b. New Policy 9.1.1.17 is to explore the financial feasibility of preparing a Library Master Plan.
  - c. New Policy 9.1.2.10 indicates the County shall limit the amount of debt it assumes for capital improvements or other purposes.
  - d. New Policy 9.1.3.5 sets forth an implementation schedule the County will use for annual updates and to ensure level of service standards are maintained.
  - e. New Policy 9.1.4.4 defines a preliminary development order.
  - f. New Policy 9.1.4.5 indicates the impacts of development on public facilities are determined to occur at the same time as a final development order is authorized.
  - g. New Policy 9.1.4.6 sets forth the conditions under which an application for a development order may be resubmitted after initially being denied because of insufficient capacity of public facilities.
  - h. New Policy 9.1.4.12 indicates the County shall consider the financial feasibility of implementing a concurrency and capacity database by 2012.
9. Economic Development Element
- a. Revised Goal 10.1 is to support economic development in St. Lucie County as part of an overall strategy for sustainability and quality of life.
  - b. New Policy 10.1.1.6 is to continue to encourage the development of high wage, high skill, long term job creation in the County.
  - c. New Policy 10.2.1.8 is to participate in regional economic development activities including the Research Coast.
  - d. New Policy 10.2.1.9 is to support green and renewable energy loan and grant programs.
  - e. New Objective 10.2.5 is to encourage diversification of the tax base to support long-term investment in the County's quality of life.
  - f. New Policy 10.2.5.2 is to support economic development activities that encourage growth in non-residential development.
  - g. New Policy 10.3.1.4 is to support the development and production of biofuels and related clean energy technology activities in the County.
  - h. New Policy 10.3.1.5 is to continue to establish grant opportunities for the sustainable reuse of agricultural lands.
  - i. New Policy 10.4.1.4 is to promote the expansion of eco-tourism and encouraging existing and new hotels to participate in the Florida Green Lodging Program.

- j. New Policy 10.5.1.3 is to continue to provide expedited review of development applications for economic development projects.
- k. New Policy 10.5.1.4 is to establish a site plan pre-approval program for industrial and commercial development by 2012.
- l. New Policy 10.6.1.5 is to promote the expansion of commercial aviation services through implementation of the Airport Master Plan.

### Extrajurisdictional Impacts

Under the informal agreement facilitated by the TCRPC, local governments in the northern three counties of the region are to provide copies of amendment materials to other local governments that have expressed an interest in receiving such materials. The County provided copies of the amendment materials to Fort Pierce, Port St. Lucie, St. Lucie Village, Martin County, Indian River County, the St. Lucie County School Board and the St. Lucie Transportation Planning Organization. Council sent a memorandum to each of these local governments/entities on June 15, 2010 seeking comments regarding potential conflicts with the proposed amendments. Council received a letter from the City Planning and Zoning Department dated July 8, 2010 (see Attachment A) with comments on the proposed amendments. One of the issues raised in the letter deals with the County Urban Service Boundary. The City also notified Council by email that a Joint Planning Agreement between the City and County has been in effect since 2007.

### Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.

### Analysis of Consistency with Strategic Regional Policy Plan

The amendments significantly improve the County Comprehensive Plan and are considered to be consistent with the SRPP. Council has the following comments/recommendations for consideration by the County:

1. In new Objective 1.1.4 of the Future Land Use Element, reference to a future land use plan should be changed to comprehensive plan or future land use map.
2. Revised Policy 1.1.9.2 in the Future Land Use Element would be improved if the County was more specific about the term "more environmentally beneficial".
3. In revised Objective 2.1.2 of the Transportation Element, consider removing the word "acceptable".
4. In revised Policy 3.1.1.1 of the Housing Element, consider removing the term "provide for a diverse housing stock" and inserting "that allow a variety of housing types, affordabilities and densities", consistent with Regional Goals 2.1 and 2.2.

5. New Objective 6.1.15 of the Conservation Element would be more measurable if it indicated that a Wetland Inventory and Evaluation Study should be completed by a certain date. A new policy under the objective could be that the Board of County Commissioners shall consider the results of the Wetland Inventory and Evaluation Study in considering new or revised policies and procedures to improve the protection of wetlands.
6. In new Policy 8.1.2.5 regarding the Regional Transit Development Plan for the Port St. Lucie Urbanized Area, the Martin Metropolitan Planning Organization should be indicated as one of the organizations with whom the County will coordinate.
7. Map FLU-12 (see Exhibit 2) portrays the Urban Service Boundary in the County. The map indicates that recently annexed areas of the City of Port St. Lucie (referenced by the City as the Western Annexation Area) are not considered within the Urban Service Boundary. However, the City is fully committed to providing urban services to the area, and in fact, has approved several developments of regional impact in the area shown as being outside the Urban Service Boundary.

New Policy 8.1.1.4 in the Intergovernmental Coordination Element is to explore annexation coordination procedures and an interlocal agreement with the City of Port St. Lucie. An existing interlocal agreement between the City and the County, executed in 2007, addresses coordination on annexations in Section 4.1.1. If the County finds the current method of coordination on annexation to be inadequate, the County should initiate the necessary steps to revise the agreement in cooperation with the City. At that time, perhaps the agreement can be expanded to identify the areas appropriate to be included within the Urban Service Boundary.

#### Consistency with Strategic Regional Policy Plan

The contract agreement with the DCA requires the TCRPC to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. The TCRPC finds the proposed amendments to be CONSISTENT with the SRPP.

#### Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

#### Attachments

## **List of Attachments**

### **Attachments**

- A July 8, 2010 Correspondence from Daniel Holbrook, City of Port St. Lucie



**City of Port St. Lucie  
Planning & Zoning Department**

121 S.W. Port St. Lucie Blvd.  
Port St. Lucie, Florida 34984-5099  
(772) 871-5212  
(772) 871-5124 Fax



TDD (772) 873-6339

July 8, 2010

Terry L. Hess, AICP  
Deputy Director  
Treasure Coast Regional Planning Council  
421 SW Camden Avenue  
Stuart, Florida 34994

**RECEIVED**

JUL 13 2010

TREASURE COAST  
REGIONAL PLANNING COUNCIL

Dear Mr. Hess:

The City of Port St. Lucie Planning and Zoning Department has reviewed the draft copy of the 2010 EAR based Amendments to the St. Lucie County Comprehensive Plan and has the following comments.

1. On page 2-7, the document incorrectly references a park and ride lot located in the City of Port St. Lucie on Bayshore Boulevard south of Gatlin Boulevard. The park and ride lot is located at the Council on Aging Senior Center at 2501 Southwest Bayshore Boulevard. The Center is south of Port St. Lucie Boulevard.
2. As depicted on Map FLU-12, the western boundary line of St. Lucie County's Urban Service Boundary doesn't include all of the urbanized land within the City of Port St. Lucie that is located west of Interstate 95.
3. The data and analysis and policies in the Transportation Element identify a county initiated mobility fee plan/study. On June 14, 2010, the City of Port St. Lucie, St. Lucie County, and the City of Fort Pierce met with representatives from the Florida Department of Transportation to discuss the requirements of SB 360. FDOT offered, and the jurisdictions agreed, to collaborate with FDOT on the preparation of a county wide multimodal mobility strategy. The Planning and Zoning Department supports FDOT's efforts to promote coordination between local governments on mobility and multimodal transportation planning.

If you have any questions or need additional information, please contact Bridget Kean, Principal Planner, at (772) 873-6489.

Sincerely,

Daniel Holbrook, AICP  
Director of Planning and Zoning

cc: Britton Wilson, Senior Planner, St. Lucie County Growth Management Department  
Bob Dennis, Regional Planning Administrator, Florida Department of Community Affairs

## **List of Exhibits**

### **Exhibit**

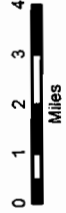
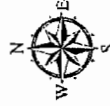
- 1 Future Land Use Map
- 2 Urban Service Boundary Map
- 3 Existing and Future Transportation System (2030) Map

# Exhibit 1 Future Land Use Map

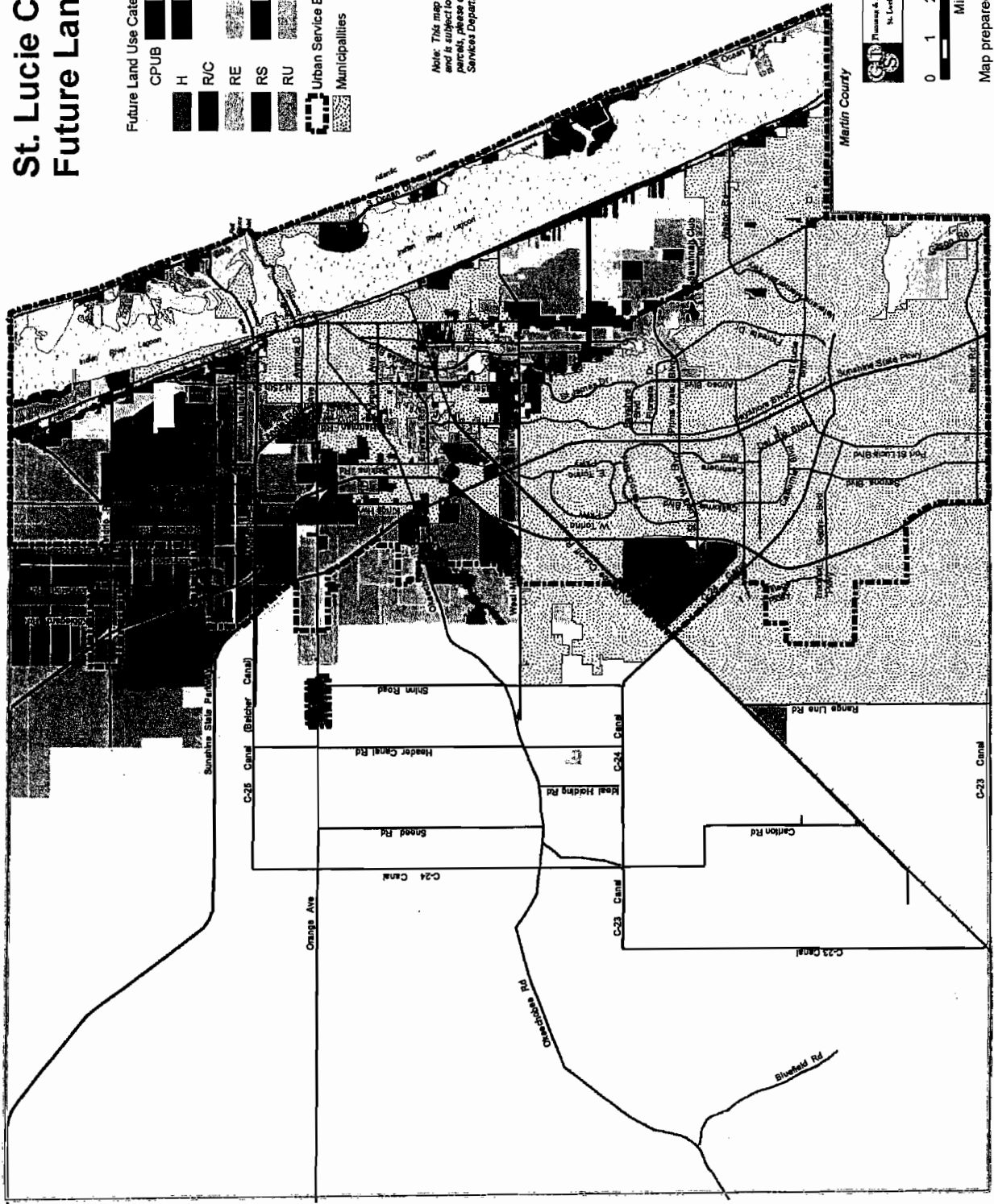
## St. Lucie County Future Land Use

Future Land Use Category		P/F
CPUB	RM	T/U
H	RH	SD
R/C	AG-5	MXD
RE	AG-2.5	TVC
RS	COM	
RU	IND	
Urban Service Boundary		
Municipalities		

*Note: This map is for general planning purposes only and is subject to change. For information on specific parcels, please consult the Planning and Development Services Department.*



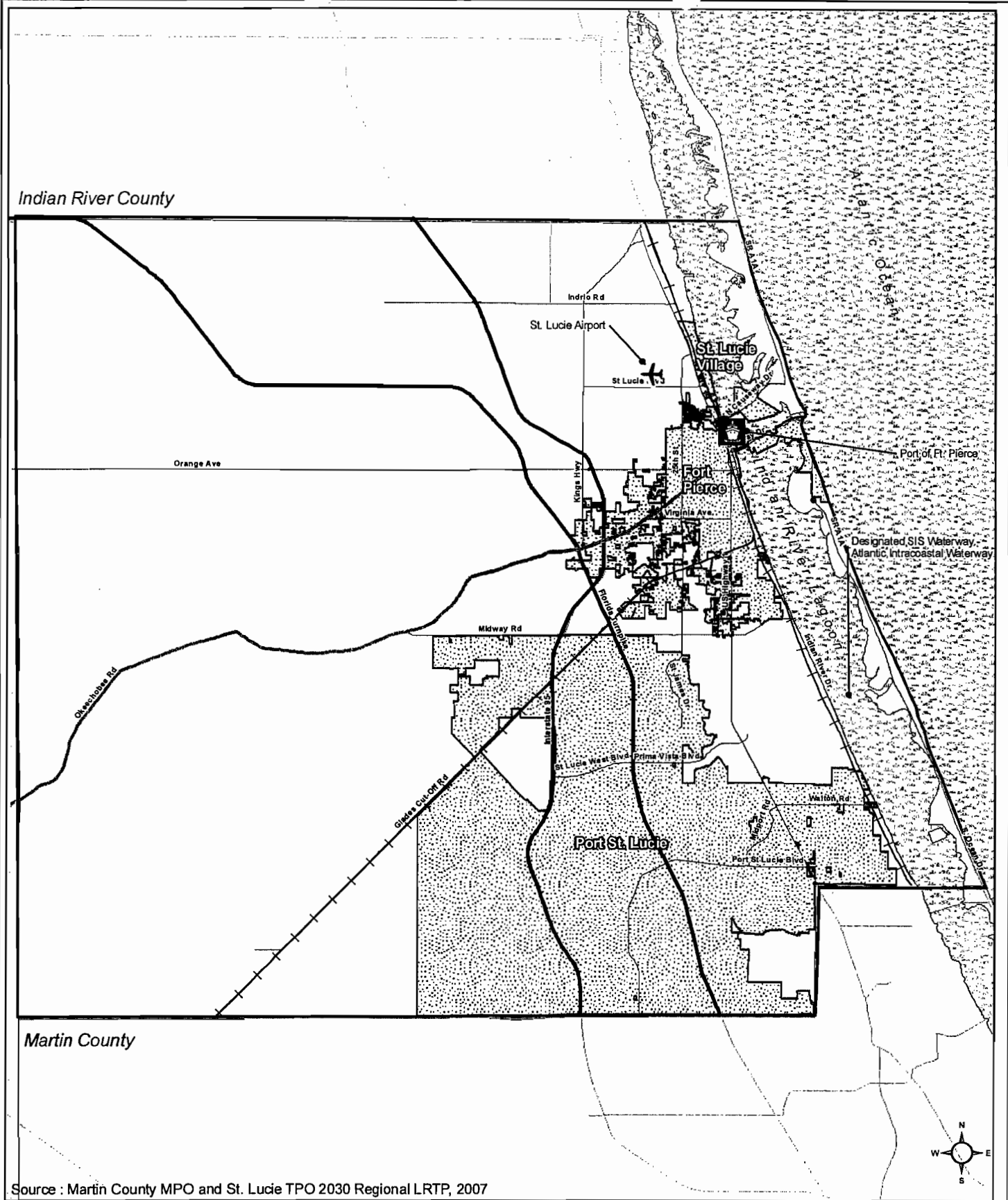
Map prepared May 3, 2010



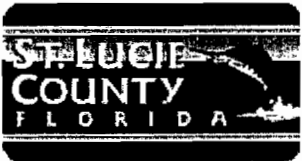
Indian River County

Okeechobee County

Martin County



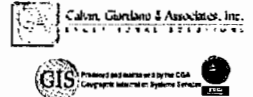
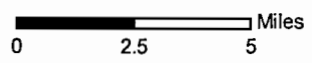
Source : Martin County MPO and St. Lucie TPO 2030 Regional LRTP, 2007



### Existing and Future Transportation System (2030)

Map : TRN-11

- Legend**
- County Boundary
  - Municipalities
  - Emerging SIS Highway
  - Designated SIS Rail
  - Emerging SIS Rail
  - Designated SIS Highway



Print Date : February, 2010

18 BD



"Stephanie Heidt"  
<sheidt@tcrpc.org>  
07/19/2010 03:40 PM

To <Laura.Regalado@dca.state.fl.us>,  
<bob.dennis@dca.state.fl.us>, "DCA CPA Reports"  
<DCPexternalagencycomments@dca.state.fl.us>  
cc "Terry Hess" <thess@tcrpc.org>

bcc

Subject St. Lucie County Comprehensive Plan Amendments 10-1ER

Attached please find the **final** report and **revised** Form C-7 for the St. Lucie County 10-1ER proposed amendments. This report was approved by the TCRPC at its July 16, 2010 meeting.

Please note a draft of this report and Form C-7 was sent to you on July 13, 2010, however changes were made by the TCRPC Board to the Extrajurisdictional Impacts and Analysis of Consistency with Strategic Regional Policy sections of the report. A hardcopy of the report and all the attachments and exhibits is being sent to you today via U.S. mail.

If you have any questions regarding this report, please contact Terry Hess at (772) 221-4060.

Stephanie Heidt  
Administrative Coordinator  
Treasure Coast Regional Planning Council  
772.221.4060  
[sheidt@tcrpc.org](mailto:sheidt@tcrpc.org)



SLC 10-1ER REVISED.pdf



5E St. Lucie County 10-1ER - FINAL.pdf

**FORM C-7**

**TREASURE COAST REGIONAL PLANNING COUNCIL  
AMENDMENT REVIEW FORM  
FY 2009-2010**

1. Local Government Name: **St. Lucie County**
2. Amendment Number: **10-1ER**
3. Is the RPC precluded from commenting on the proposed plan or element pursuant to s. 163.3184(5), F.S., or Rule 9J-11.0084, L.O.F.; or commenting on the proposed amendment pursuant to s. 163.32465(4)(b), F.S.? (YES)  (NO)
4. Date DCA Notified RPC that Amendment Package was Complete, if Applicable: **6/14/10**
5. Date Amendment Review must be Completed and Transmitted to DCA: **7/14/10**
6. Date the Amendment Review was transmitted to DCA: **7/13/10**

7. Description of the Amendment:

Text amendments to the Future Land Use, Transportation, Housing, Infrastructure, Coastal management, Conservation, Recreation and Open Space, Intergovernmental coordination, Capital Improvements and Economic Development Elements of the County Comprehensive Plan to carry out the recommendations of an Evaluation and Appraisal Report.

Please complete the following table for each individual proposed amendment to the Future Land Use Map (**FLUM**) only:

Amendment Name	Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Decrease) in Potential Floor Area
<b>Totals</b>								

**Add additional rows as necessary. Please PROVIDE TOTALS in bottom row.**

8. Is the Amendment consistent with the Strategic Regional Policy Plan?

**Yes.**

9. Applicable Strategic Regional Policy Plan Goals and Objectives:

**Not applicable. EAR text amenemnts are considered consistent with many of the goals, strategies and policies of the SRPP.**

10. The effects on the Proposed Amendment on Regional Resources or Facilities Identified in the Strategic Regional Policy Plan:

**No detrimental effects identified.**

11. Extra-Jurisdictional Impacts that would be Inconsistent with the Comprehensive Plan of the Affected Local Government:

**St. Lucie County has identified a potential inconsistency regarding municipal services to the P09-129 site.**

**Analysis of the effects of the proposed amendments on the following issues to the extent they are addressed in the Strategic Regional Policy Plan on:**

12. Compatibility among local plans including, but not limited to, land use and compatibility with military bases:

**No incompatibilities identified.**

13. Impacts to significant regional resources and facilities identified in the Strategic Regional Policy Plan, including, but not limited to, impacts on groundwater recharge and the availability of water supply:

**No negative impacts identified.**

14. Affordable housing issues and designation of adequate sites for affordable housing:

**N/A**

15. Protection of natural resources of regional significance identified in the Strategic Regional Policy Plan including, but not limited to, protection of spring and groundwater resources, and recharge potential:

**No issues identified.**

16. Compatibility with regional transportation corridors and facilities including, but not limited to, roadways, seaports, airports, public transportation systems, high speed rail facilities, and intermodal facilities:

**These amendments should not have negative impacts on regional transportation corridors and facilities.**

17. Adequacy and compatibility with emergency preparedness plans and local mitigation strategies including, but not limited to, the impacts on and availability of hurricane shelters, maintenance of county hurricane clearance times, and hazard mitigation:

**No negative impacts anticipated.**

18. Analysis of the effects of extra-jurisdictional impacts which may be created by the amendment:

**Correspondence from St. Lucie County (attached to July 16 report) indicates there may be a conflict regarding the City's intent to provide certain municipal services to the P-09-129 site.**

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 5E

From: Staff

Date: July 16, 2010 Council Meeting

Subject: Local Government Comprehensive Plan Review  
Draft Amendments to the St. Lucie County Comprehensive Plan  
DCA Reference No. 10-1ER

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, *Florida Statutes*, requires that the Treasure Coast Regional Planning Council (TCRPC) review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then the TCRPC must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

St. Lucie County has proposed text amendments to the following elements of the County Comprehensive Plan: Future Land Use, Transportation, Housing, Infrastructure, Coastal Management, Conservation, Recreation and Open Space, Intergovernmental Coordination, Capital Improvements and Economic Development. The amendments are to carry out the recommendations of an Evaluation and Appraisal Report (EAR) adopted by the County on October 28, 2008 and found sufficient by the DCA on January 14, 2009. The County has requested a formal review of the amendments.

*Community Profile (Taken from Future Land Use Element)*

St. Lucie County is located along Florida's southeast coast, in the upper reaches of the South Florida geographic region. Locally, this area is referred to as Florida's Treasure Coast because of the many Spanish Treasure Galleons shipwrecked along this part of the coast. The County comprises approximately 600 square miles, of which approximately 440 square miles are

unincorporated area and subject to the land use and regulatory authority of the St. Lucie County Board of County Commissioners. The balance of the County consists of territory located within the incorporated municipalities of Fort Pierce, Port St. Lucie, and St. Lucie Village.

Physiographically, the County is divided into three primary regions: the Atlantic Coastal Ridge (including the barrier islands), the Eastern Valley and the Osceola Plain. The dominating physiographic region of the east/central portion of the County is known as the Eastern Valley. The Valley extends from the Atlantic Coastal Ridge to the central part of the County. Elevations in this area range from 15 to 30 feet above sea level. The land within this area falls generally to the southeast.

The vast citrus and ranching areas of central and western St. Lucie County are contained within the physiographic areas known as the Sebastian/St. Lucie Flats, Allapattah Flats and the Osceola Flats. Except where drained for agricultural activities, these areas are characteristically pocketed with surface wetlands and have limited natural drainage. Elevations in this area are in the range of 30 to 60 feet, with the general fall of the land being from the northwest to the southeast.

The Atlantic Coastal Ridge forms the eastern border of the County and includes the coastal barrier island, locally known as Hutchinson Island, the Indian River Lagoon and the ridge which lies east of the North and South Savannas and parallels Indian River Drive. Elevations range from sea level to about 15 feet on the barrier islands to as much as 50 feet along the western shorelines of the Indian River Lagoon. The western terminus of the Atlantic Coastal Ridge lies approximately along the eastern edge of the Savannas, both north and south of Fort Pierce.

Located within the Eastern Valley is the single principal freshwater estuary in St. Lucie County, the North Fork of the St. Lucie River. Secondary water courses include the North Fork's two primary tributaries, Five Mile and Ten Mile Creeks. An unconnected freshwater marsh network, known as the Savannas, is located immediately to the west of the Atlantic Coastal Ridge. The Savannas represent a vanishing natural feature that was once found along the entire length of the Indian River Lagoon, from Volusia County to Northern Palm Beach County. Through the continued effort of the State of Florida's Conservation and Recreational Land (CARL) (now called the Florida Forever) acquisition program, approximately 90% of the privately held properties within this area have been acquired for perpetual public preservation.

Lying between the western edges of the Atlantic Coastal Ridge and the barrier island is the Indian River Lagoon. This saltwater estuary is part of a larger ecosystem which extends 156 miles from Volusia County to Northern Palm Beach County.

Section 258.39(8), (9) and (12), Florida Statutes, provides for the official designation of the Indian River Lagoon and portions of the North Fork of the St. Lucie River as Aquatic Preserves. The Florida Department of Environmental Protection, charged with administration and supervision of these preserves, has adopted specific management plans for both areas, conducting both research and enforcement actions within them.

In addition to its inland estuary and isolated wetland network, St. Lucie County has 21 miles of Atlantic Ocean shoreline, much of which is currently undeveloped. Through the efforts of the

residents of St. Lucie County and the State of Florida, approximately seven miles of this unincorporated oceanfront are under public ownership. Another two miles of oceanfront property are owned by the Florida Power & Light Company, and are to be maintained in their present natural state in conjunction with the operation of the St. Lucie Power Plant facilities. The balance of the remaining oceanfront properties is held in private ownership and available for development activities, which have historically been residential in character.

### Evaluation

The revisions proposed by the County included hundreds of text amendments and updates to the data and analysis for all elements. Some of the most noteworthy amendments are summarized below:

#### 1. Future Land Use Element

- a. The Future Land Use Map (FLUM) Category Table in Policy 1.1.1.1 is revised to include the Towns, Villages and Countryside Designation.
- b. All FLUM categories are listed and defined in detail in new Policy 1.1.1.2.
- c. New Objective 1.1.4 and several new policies under the objective indicate that changes to the future land use plan will be considered based upon smart growth, energy-efficient land use patterns and discouraging proliferation of urban sprawl.
- d. New Policy 1.1.5.12 is to utilize incentives to encourage development inside the urban service boundary and to discourage conversion of property in agricultural and suburban areas to higher intensity urban uses.
- e. New Policy 1.1.5.13 is to consider establishing minimum densities within the urban service boundary.
- f. Policy 1.1.9.2 is revised to consider allowing fees in lieu of on-site preservation when off-site preservation would be more environmentally beneficial for the purpose of habitat acquisition/preservation.
- g. New Policy 1.1.10.4 encourages the preservation of viable water-dependent facilities and mandatory public access to navigable waters.
- h. New Policy 1.1.15.4 prohibits incompatible uses in the Airport Overlay Zone.
- i. New Goal 1.4 and three new objectives under the goal address energy efficient land use patterns and policies that reduce greenhouse gas emissions. Objectives are to create a sustainable plan for the County's western lands, to encourage green building standards and to maintain the County's certification status under the Florida Green Building Council.

#### 2. Transportation Element

- a. New Policy 2.1.1.9 is to continue to reduce greenhouse gas emissions through promoting increased transit usage, bicycle and pedestrian facilities and more efficient roadways.
- b. Revised Objective 2.1.2 is to support infill development and consider reducing level of service standards on constrained roadways.

- c. New Policy 2.1.2.17 is to consider implementing a mobility fee structure as a modification to the current concurrency standards in coordination with the St. Lucie Transportation Planning Organization (TPO) and other relevant agencies.
- d. New Policy 2.1.2.12 is to consider implementing a mobility fee.
- e. New Policy 2.1.2.14 is to adopt Traffic Demand Management measures and explore related land use alternatives.
- f. Revised Policy 2.2.1.4 is to work with the Florida Department of Transportation to develop guidelines for Transit Oriented Development.
- g. New Policy 2.2.1.7 encourages common driveways and pedestrian connections between adjacent development.
- h. Revised Policy 2.3.1.1 is to implement the recommendations of the St. Lucie County Bicycle, Pedestrian, Greenways and Trails Study.
- i. Revised Policy 2.3.2.2 is to work with the TPO and the municipalities within the County on the implementation and update of a coordinated bicycle and pedestrian transportation plan.
- j. Revised Policy 2.2.3.9 is to establish a schedule to complete missing sidewalks around schools.
- k. New Objective 2.4.3 is to take action to preserve, maintain and enhance social, environmental and historic resources along the roadways designated as scenic corridors.
- l. Revised Policy 2.6.1.5 is to consider the feasibility of implementing the fixed route bus recommendations in the Regional Transit Development Plan.
- m. New Policy 2.6.1.8 is to improve amenities at bus stops.

### 3. Housing Element

- a. Objective 3.1.1 is revised to indicate the County shall ensure the creation and/or preservation of affordable housing for all current and anticipated future residents of the jurisdiction, and households with special housing needs including rural and farmworker housing, workforce housing as well as adequate sites and distribution of housing for very-low-income, low-income and moderate-income households.
- b. Policy 3.1.1.1 is revised to indicate the County shall provide future land use designations that provide for a diverse housing stock.
- c. Revised Policy 3.1.1.5 is to assist employers who desire to participate in making housing opportunities in reasonable proximity to the workplace.
- d. Revised Policy 3.2.1.3 is to explore the feasibility and need for an inclusionary housing program.
- e. New policies under Objective 3.2.3 address the feasibility of a community land trust and land banking guidelines, a housing trust fund and public-private partnerships that address the provisions of affordable and workforce housing.
- f. Revised Objective 3.2.4 is to maintain the County Affordable Housing Advisory Committee.
- g. Revised Policy 3.2.5.2 indicates that workforce housing should be required in the Towns, Village and Countryside area.

- h. Objective 3.2.7 and some new policies under the element are to support energy efficiency and the use of renewable energy resources in existing housing and in the design and construction of new housing.

#### 4. Infrastructure Element

- a. New policies in the Potable Water and Sanitary Sewer Sub Elements allow the provision of services to new development only upon the consent of the County Commission.
- b. New policies in the Potable Water and Sanitary Sewer Sub Elements indicates that new development requiring public services will only be permitted if it ties into the existing utility services of the County, Fort Pierce or Port St. Lucie.
- c. New policies indicate that the impacts that new construction has on supply, treatment and distribution shall be borne by those new customers and funded in advance of the provision of the infrastructure.
- d. New Policy 4C.3.1.2 is to coordinate with the Florida Department of Environmental Protection, South Florida Water management District (SFWMD), local municipalities and others in alternative water supply planning efforts.
- e. New Policy 4C.3.1.6 is to evaluate the financial feasibility of Low Impact Design stormwater management techniques.
- f. Revised Policy 4D.1.1.2 is to provide sanitary sewer services within the urban service area in a manner that will not promote urban sprawl or leap-frog development.
- g. New Policy 4D.1.4.5 encourages the connection of small package treatment plants to a central sewer system.
- h. Revised Policy 4D.2.1.1 is to review and update the Water and Sewer Master Plan.
- i. Revised Objective 4D.2.2 is to provide sanitary sewer service where feasible; feasibility is to be addressed in the Water and Sewer Master Plan Update.

#### 5. Coastal Management Element

- a. Revised Policy 5.1.1.7 is to support the preservation of working waterfronts.
- b. New Policy 5.1.1.8 indicates that removal of exotic vegetation, revegetation plan, maintenance plan and soil stabilization plan are required for development or redevelopment in the coastal planning area.
- c. New Policy 5.1.1.10 is to monitor all credible climate change and sea level rise data and what the potential effects may be on coastal systems natural resources.
- d. New Policy 5.1.1.11 is to direct all inappropriate uses away from the coastal planning area.
- e. Revised Policy 5.1.2.4 requires a vegetative buffer along all wetlands, submerged lands and surface waters.
- f. New Policy 5.1.3.16 supports the Artificial Reef Program.
- g. Revised Policy 5.1.4.5 is to coordinate with the Florida Inland Navigation District in the identification of dredge/spoil disposal sites associated with maintaining the Atlantic Intracoastal Waterway.

- h. New policies under Objective 5.1.5 (Beaches and Dunes) address removal of manmade alterations, protection of marine turtles and turtles nesting habitat, the removal of exotic vegetation, and revegetation and maintenance of County-owned beach and dune areas.
- i. Revised Policy 5.2.1.1 defines the Coastal High Hazard Area (CHHA) consistent with Florida Statutes.
- j. Revised Policy 5.2.1.5 regulates and lists the types of uses permitted in the CHHA.
- k. New Policy 5.2.1.7 addresses increased public awareness of hazards, evacuation, sheltering and building techniques to reduce hurricane and storm hazards.
- l. New Policy 5.2.1.11 is to provide public information about wildfire hazards.
- m. New Policy 5.2.4.10 is to develop a Post-Disaster Redevelopment Plan (PDRP). Additional new policies indicate what the components of the PDRP will be.
- n. New Policy 5.3.1.5 establishes priorities for shoreline uses.

6. Conservation Element

- a. Revised Policy 6.1.1.4 is to implement the Greenways and Trails Master Plan.
- b. Revised Policy 6.1.1.5 is to reduce greenhouse gas emissions.
- c. Revised Policy 6.1.2.4 supports the Indian River Lagoon (IRL) Surface Water Improvement and Management Plan, the Comprehensive Everglades Restoration Plan and the IRL National Estuary Program Comprehensive Conservation and Management Plan.
- d. New Policy 6.1.2.12 is to ensure activities at the Port of Fort Pierce utilize best management practices to avoid negative impacts to the lagoon and ocean water habitats.
- e. Revised Policy 6.1.4.4 requires the installation or preservation of a native vegetative buffer on all water bodies, submerged lands, or wetlands.
- f. New Policy 6.1.5.6 requires open space for all development and redevelopment to promote shallow water aquifer recharge and stormwater filtration.
- g. Revised Policy 6.1.6.2 is to protect environmentally sensitive lands from destructive activities and uses, such as off road vehicle use.
- h. New Policy 6.1.6.6 is to require new development to be consistent with the soil conditions of the area.
- i. New Policy 6.1.7.6 requires a reclamation/restoration plan as part of the required application for an extractive use permit.
- j. Revised Policy 6.1.8.2 requires a survey by qualified personnel when site clearing activities are proposed is the known range of listed species.
- k. Revised Policy 6.1.8.9 is to identify native upland vegetation communities that are higher quality and provide for protection, conservation or appropriate use of these areas.
- l. Revised Policy 6.1.8.1 would allow the County to consider fees in-lieu of preservation of upland native plan communities.
- m. New Policy 6.1.10.4 is to coordinate with the SFWMD on updates to the Regional Water Supply Plan.

- n. Revised Policy 6.1.12.3 is to approve and support the public acquisition of a diversity of natural habitat types to ensure maximum diversity of native wildlife species.
- o. Revised Policy 6.1.12.4 indicates that environmentally sensitive areas containing highly sensitive native habitat may require protection through a conservation easement or other acceptable method.
- p. Revised Policy 6.1.12.7 indicates the County shall consider the abundance, status, and distribution of endangered ecosystems and other environmentally sensitive lands when reviewing land use proposals and acquisitions.
- q. New Policy 6.1.12.11 indicates the County shall provide multiple-use opportunities on county-owned natural preserve areas, consistent with natural resource protection and conservation.
- r. New Policy 6.1.12.13 is to direct all incompatible land uses away from natural resource systems.
- s. New Policy 6.1.12.14 is continued to acquire properties for the preservation and restoration of the IRL through the Environmentally Significant Lands program.
- t. New Policy 6.1.13.11 is to cooperate with adjacent local governments to conserve, protect and use greenways which span jurisdictional boundaries.
- u. New Objective 6.1.15 and supporting policies indicate the Board of County Commissioners shall consider the Wetland Inventory and Evaluation Study designed to facilitate the development of policies and procedures to improve the protection of the existing wetlands in the County.

## 7. Intergovernmental Coordination Element

- a. New Policy 8.1.1.10 is to continue working with the Cities of Fort Pierce and Port St. Lucie pursuant to the Joint Planning Agreements in effect regarding development applications and the provision of public services.
- b. Revised Policy 8.1.1.11 is to continue to implement a joint planning agreement with Fort Pierce relative to the City's annexation plans.
- c. New Policy 8.1.1.12 is to explore annexation coordination procedures and an interlocal agreement with the City of Port St. Lucie.
- d. New Policy 8.1.1.14 is to explore the feasibility of agreements that would allow cross-jurisdictional transfer of development rights between the County and the Cities of Fort Pierce and Port St. Lucie.
- e. New Policy 8.1.1.15 addresses cooperation in protection and recovery programs for manatees, sea turtles and other listed species.
- f. New Policy 8.1.1.20 addresses cooperation with the Economic Development Council and the St. Lucie Chamber of Commerce on implementation of the Vision for St. Lucie County.
- g. New Policy 8.1.2.4 addresses implementation and review of the Regional Long Range Transportation Plan.
- h. New Policy 8.1.2.5 addresses coordination on the Regional Transit Development Plan.

- i. New Policy 8.1.3.6 addresses coordination in the implementation of the Public School Facilities Element and interlocal agreement for public school facility planning.
- j. New Objective 8.1.6 and supporting policies address coordination in the designation of new dredge spoil sites within the County's jurisdiction.

#### 8. Capital Improvements Element

- a. New Policy 9.1.1.13 is to consider the financial feasibility of setting a new transit level of service.
- b. New Policy 9.1.1.17 is to explore the financial feasibility of preparing a Library Master Plan.
- c. New Policy 9.1.2.10 indicates the County shall limit the amount of debt it assumes for capital improvements or other purposes.
- d. New Policy 9.1.3.5 sets forth an implementation schedule the County will use for annual updates and to ensure level of service standards are maintained.
- e. New Policy 9.1.4.4 defines a preliminary development order.
- f. New Policy 9.1.4.5 indicates the impacts of development on public facilities are determined to occur at the same time as a final development order is authorized.
- g. New Policy 9.1.4.6 sets forth the conditions under which an application for a development order may be resubmitted after initially being denied because of insufficient capacity of public facilities.
- h. New Policy 9.1.4.12 indicates the County shall consider the financial feasibility of implementing a concurrency and capacity database by 2012.

#### 9. Economic Development Element

- a. Revised Goal 10.1 is to support economic development in St. Lucie County as part of an overall strategy for sustainability and quality of life.
- b. New Policy 10.1.1.6 is to continue to encourage the development of high wage, high skill, long term job creation in the County.
- c. New Policy 10.2.1.8 is to participate in regional economic development activities including the Research Coast.
- d. New Policy 10.2.1.9 is to support green and renewable energy loan and grant programs.
- e. New Objective 10.2.5 is to encourage diversification of the tax base to support long-term investment in the County's quality of life.
- f. New Policy 10.2.5.2 is to support economic development activities that encourage growth in non-residential development.
- g. New Policy 10.3.1.4 is to support the development and production of biofuels and related clean energy technology activities in the County.
- h. New Policy 10.3.1.5 is to continue to establish grant opportunities for the sustainable reuse of agricultural lands.
- i. New Policy 10.4.1.4 is to promote the expansion of eco-tourism and encouraging existing and new hotels to participate in the Florida Green Lodging Program.

- j. New Policy 10.5.1.3 is to continue to provide expedited review of development applications for economic development projects.
- k. New Policy 10.5.1.4 is to establish a site plan pre-approval program for industrial and commercial development by 2012.
- l. New Policy 10.6.1.5 is to promote the expansion of commercial aviation services through implementation of the Airport Master Plan.

#### Extrajurisdictional Impacts

Under the informal agreement facilitated by the TCRPC, local governments in the northern three counties of the region are to provide copies of amendment materials to other local governments that have expressed an interest in receiving such materials. The County provided copies of the amendment materials to Fort Pierce, Port St. Lucie, St. Lucie Village, Martin County, Indian River County, the St. Lucie County School Board and the St. Lucie Transportation Planning Organization. Council sent a memorandum to each of these local governments/entities on June 15, 2010 seeking comments regarding potential conflicts with the proposed amendments. – Council received a letter from the City Planning and Zoning Department dated July 8, 2010 (see Attachment A) with comments on the proposed amendments. One of the issues raised in the letter deals with the County Urban Service Boundary. The City also notified Council by email that a Joint Planning Agreement between the City and County has been in effect since 2007.

#### Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.

#### Analysis of Consistency with Strategic Regional Policy Plan

The amendments significantly improve the County Comprehensive Plan and are considered to be consistent with the SRPP. Council has the following comments/recommendations for consideration by the County:

1. In new Objective 1.1.4 of the Future Land Use Element, reference to a future land use plan should be changed to comprehensive plan or future land use map.
2. Revised Policy 1.1.9.2 in the Future Land Use Element would be improved if the County was more specific about the term “more environmentally beneficial”.
3. In revised Objective 2.1.2 of the Transportation Element, consider removing the word “acceptable”.
4. In revised Policy 3.1.1.1 of the Housing Element, consider removing the term “provide for a diverse housing stock” and inserting “that allow a variety of housing types, affordabilities and densities”, consistent with Regional Goals 2.1 and 2.2.

5. New Objective 6.1.15 of the Conservation Element would be more measurable if it indicated that a Wetland Inventory and Evaluation Study should be completed by a certain date. A new policy under the objective could be that the Board of County Commissioners shall consider the results of the Wetland Inventory and Evaluation Study in considering new or revised policies and procedures to improve the protection of wetlands.
6. In new Policy 8.1.2.5 regarding the Regional Transit Development Plan for the Port St. Lucie Urbanized Area, the Martin Metropolitan Planning Organization should be indicated as one of the organizations with whom the County will coordinate.
7. Map FLU-12 (see Exhibit 2) portrays the Urban Service Boundary in the County. The map indicates that recently annexed areas of the City of Port St. Lucie (referenced by the City as the Western Annexation Area) are not considered within the Urban Service Boundary. However, the City is fully committed to providing urban services to the area, and in fact, has approved several developments of regional impact in the area shown as being outside the Urban Service Boundary.

New Policy 8.1.1.4 in the Intergovernmental Coordination Element is to explore annexation coordination procedures and an interlocal agreement with the City of Port St. Lucie. An existing interlocal agreement between the City and the County, executed in 2007, addresses coordination on annexations in Section 4.1.1. If the County finds the current method of coordination on annexation to be inadequate, the County should initiate the necessary steps to revise the agreement in cooperation with the City. At that time, perhaps the agreement can be expanded to identify the areas appropriate to be included within the Urban Service Boundary.

#### Consistency with Strategic Regional Policy Plan

The contract agreement with the DCA requires the TCRPC to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. The TCRPC finds the proposed amendments to be CONSISTENT with the SRPP.

#### Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

#### Attachments

## **List of Attachments**

### **Attachments**

- A July 8, 2010 Correspondence from Daniel Holbrook, City of Port St. Lucie



**City of Port St. Lucie  
Planning & Zoning Department**

121 S.W. Port St. Lucie Blvd.  
Port St. Lucie, Florida 34984-5099  
(772) 871-5212  
(772) 871-5124 Fax



TDD (772) 873-6339

July 8, 2010

Terry L. Hess, AICP  
Deputy Director  
Treasure Coast Regional Planning Council  
421 SW Camden Avenue  
Stuart, Florida 34994

**RECEIVED**

JUL 13 2010

TREASURE COAST  
REGIONAL PLANNING COUNCIL

Dear Mr. Hess:

The City of Port St. Lucie Planning and Zoning Department has reviewed the draft copy of the 2010 EAR based Amendments to the St. Lucie County Comprehensive Plan and has the following comments.

1. On page 2-7, the document incorrectly references a park and ride lot located in the City of Port St. Lucie on Bayshore Boulevard south of Gatlin Boulevard. The park and ride lot is located at the Council on Aging Senior Center at 2501 Southwest Bayshore Boulevard. The Center is south of Port St. Lucie Boulevard.
2. As depicted on Map FLU-12, the western boundary line of St. Lucie County's Urban Service Boundary doesn't include all of the urbanized land within the City of Port St. Lucie that is located west of Interstate 95.
3. The data and analysis and policies in the Transportation Element identify a county initiated mobility fee plan/study. On June 14, 2010, the City of Port St. Lucie, St. Lucie County, and the City of Fort Pierce met with representatives from the Florida Department of Transportation to discuss the requirements of SB 360. FDOT offered, and the jurisdictions agreed, to collaborate with FDOT on the preparation of a county wide multimodal mobility strategy. The Planning and Zoning Department supports FDOT's efforts to promote coordination between local governments on mobility and multimodal transportation planning.

If you have any questions or need additional information, please contact Bridget Kean, Principal Planner, at (772) 873-6489.

Sincerely,

Daniel Holbrook, AICP  
Director of Planning and Zoning

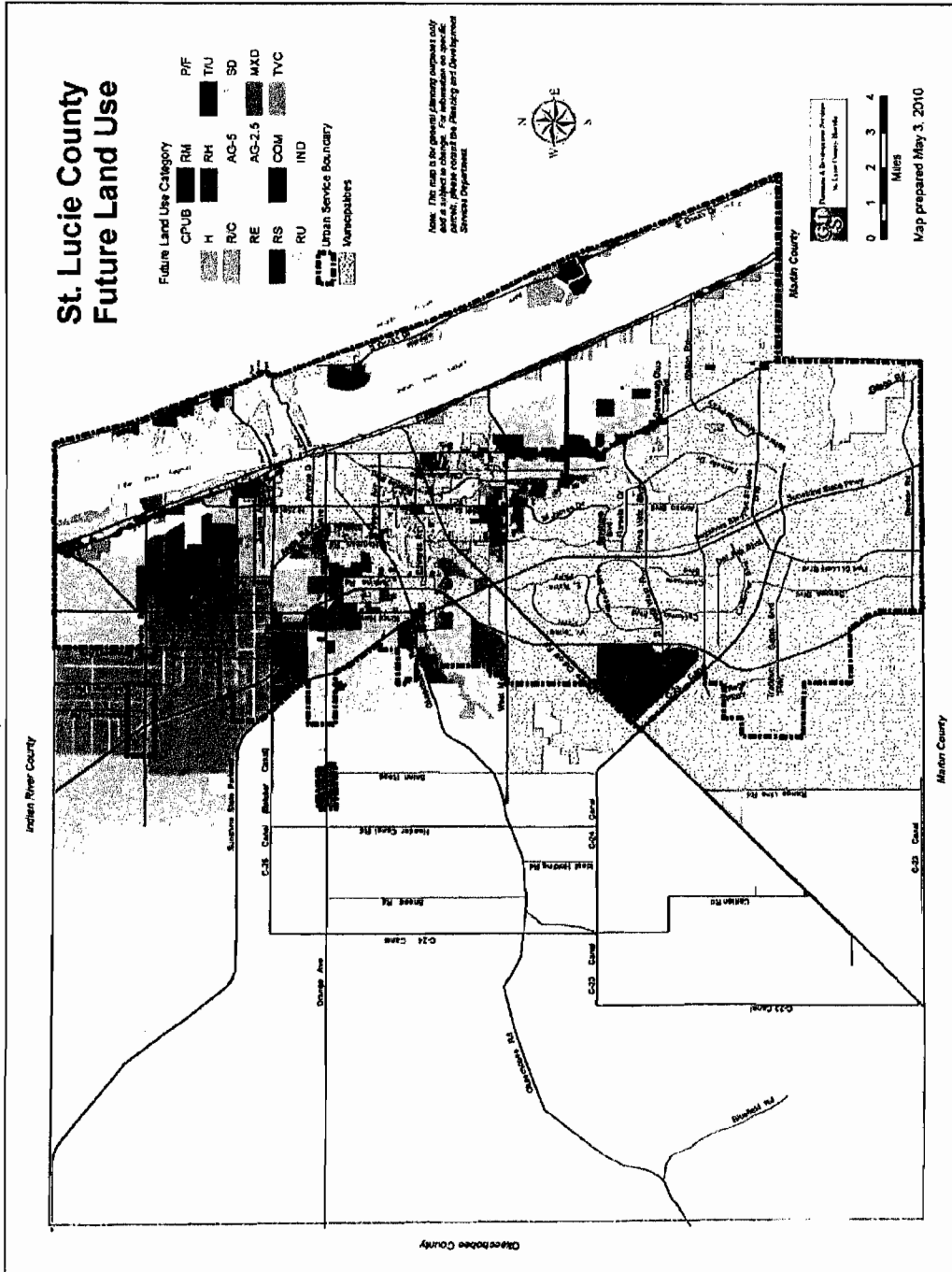
cc: Britton Wilson, Senior Planner, St. Lucie County Growth Management Department  
Bob Dennis, Regional Planning Administrator, Florida Department of Community Affairs

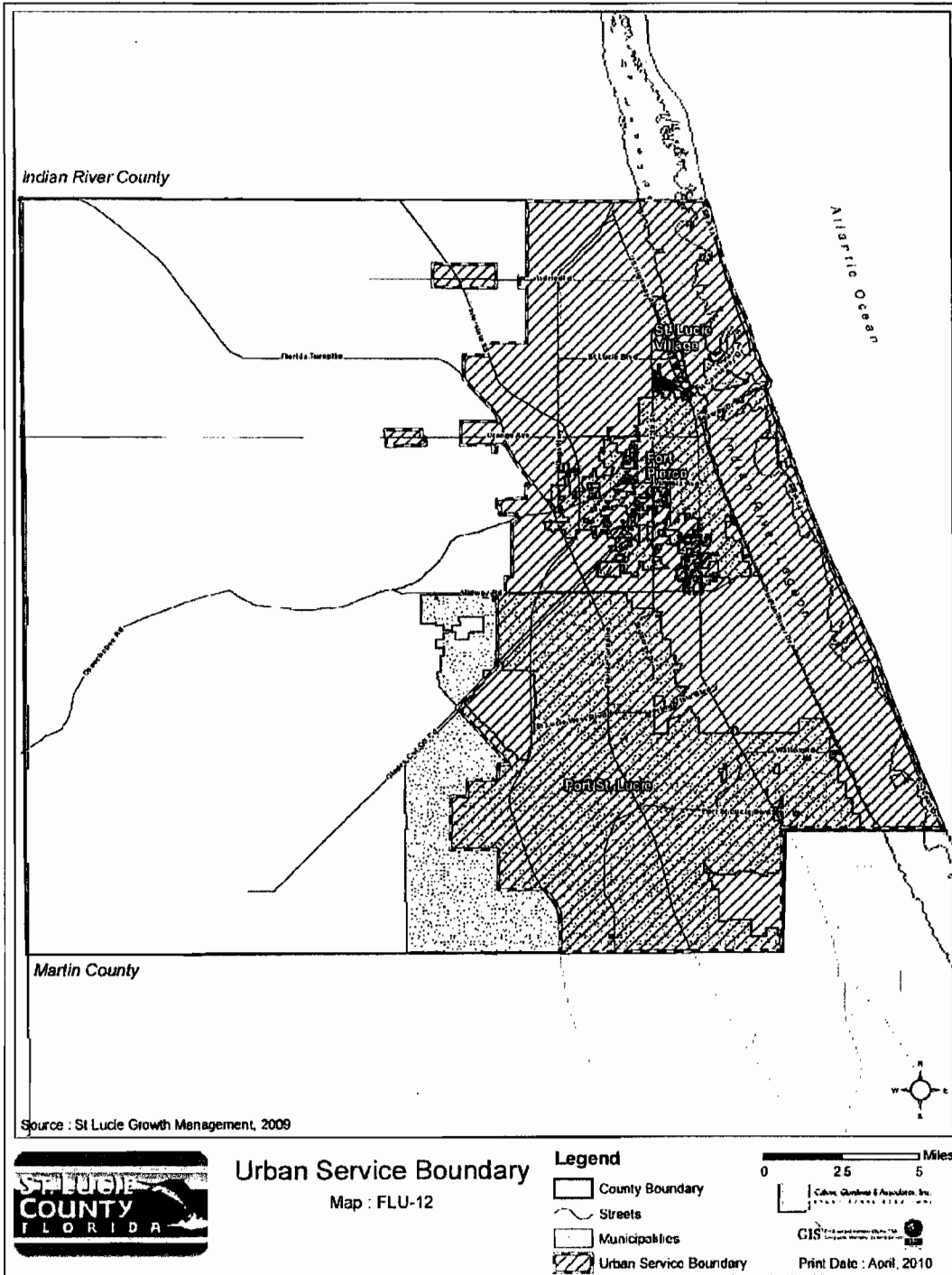
## **List of Exhibits**

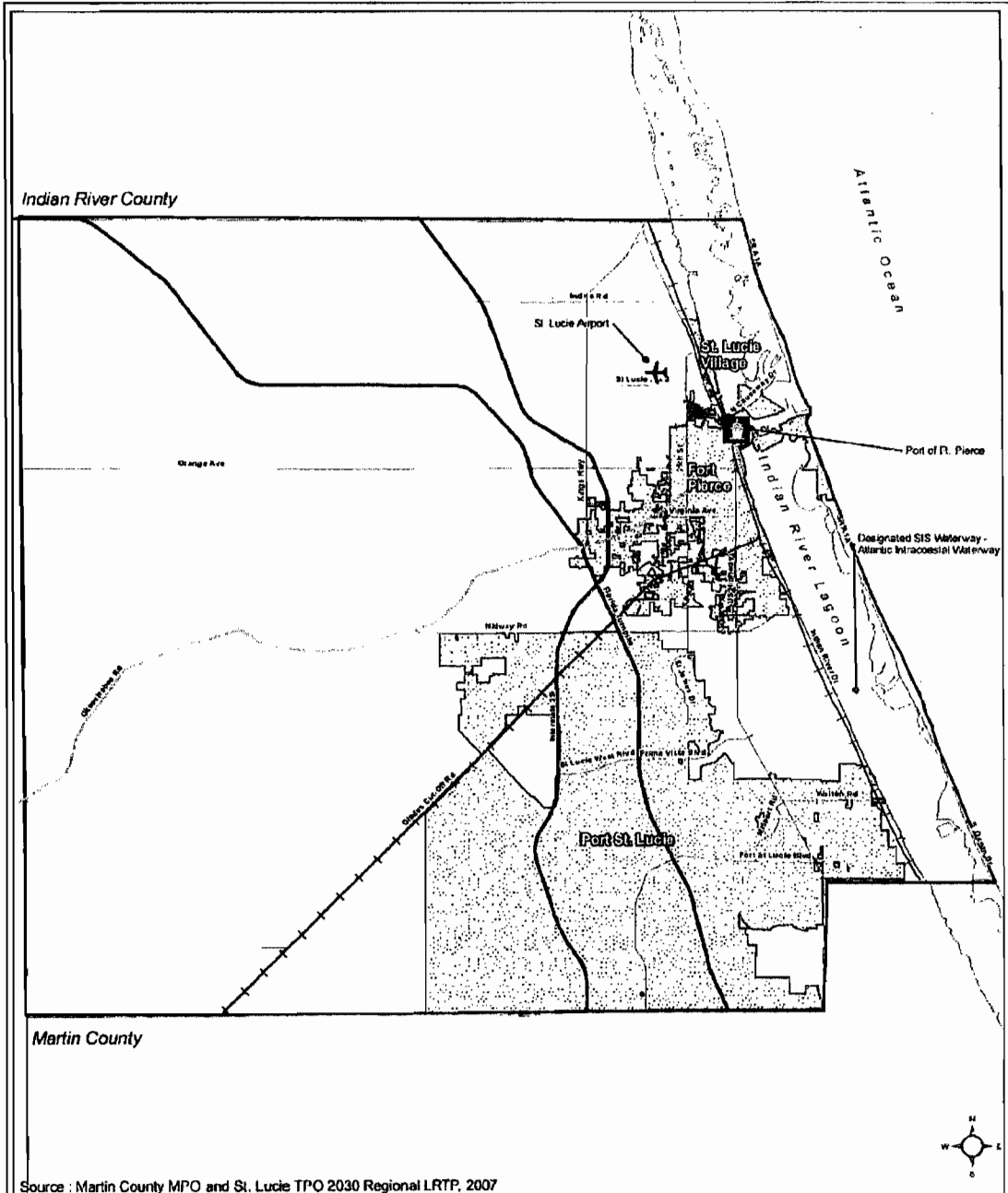
### **Exhibit**

- 1 Future Land Use Map
- 2 Urban Service Boundary Map
- 3 Existing and Future Transportation System (2030) Map

# Exhibit 1 Future Land Use Map







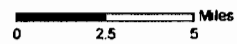
Source : Martin County MPO and St. Lucie TPO 2030 Regional LRTP, 2007



Existing and Future  
Transportation System (2030)

Map : TRN-11

- Legend
- County boundary
  - Municipalities
  - Emerging SIS Highway
  - Designated SIS Road
  - Emerging SIS Rail
  - Designated SIS Highway



Cohen, Gamble & Associates, Inc.



Print Date : February, 2010