

INDIAN RIVER COUNTY, FLORIDA**MEMORANDUM**

TO: Jason E. Brown; County Administrator

FROM: _____
Stan Boling, AICP; Community Development Director

DATE: November 4, 2016

SUBJECT: Request for Authorization to Initiate a Comprehensive Plan Text Amendment to Mixed Use Policy 5.6 of the Future Land Use Element (FLUE)

It is requested that the data herein presented be given formal consideration by the Board of County Commissioners at its regular meeting of November 15, 2016.

BACKGROUND

In 2013, the Board authorized staff to pursue a number of economic development initiatives. Many initiatives have been acted upon by the Board, including an LDR change for building heights in an I-95/SR60 industrial area adjacent to the CVS distribution center, reduction in commercial/industrial impact fees, expansion of Go-Line bus system hours, and the economic positioning initiative. One initiative staff has pursued that has not yet been formally considered by the Board involves an evaluation of commercial zoning and mixed use allowances along SR60 in the area of 66th Avenue and the adjacent Indian River State College (IRSC) campus. In pursuit of the initiative staff has evaluated zoning and mixed use opportunities in the subject area and coordinated with IRSC staff and the owner of land at the adjacent SR60/66th Avenue intersection, together with his engineer, regarding land use, shared infrastructure, and future property development. There is now agreement in concept for a potential mixed use project on re-configured private property that provides for shared infrastructure that will serve the IRSC campus and adjacent commercial and residential uses. Those coordination activities and mixed use concept were reported to the Board at its October 18, 2016 meeting under Commissioner Zorc's matter.

Staff's position is that a mixed use PD (planned development) process is the best approach for integrating the expanding IRSC campus and developing adjacent property for commercial and multi-family development in a preferred mixed use development form. Any such PD project will provide a unique mix of uses and accommodate proper expansion of a unique community asset and resource (IRSC). It is also staff's position that such a project would be located in a "preferred location" and would warrant special mixed use criteria. In order to allow an appropriately large mixed use development plan for the subject area and to ensure provision of shared infrastructure, the County's existing mixed use policy needs to be amended. Staff has drafted proposed changes to the mixed use policy (FLUE Policy 5.6) that provide for a large, special mixed use project that appropriately

integrates commercial and residential uses with the adjacent IRSC campus and guarantees appropriate shared infrastructure improvements. The Board now needs to direct staff to proceed with a County-initiated comprehensive plan text amendment to Policy 5.6.

ANALYSIS

- **Commercial Nodes Generally**

The Future Land Use Element (FLUE) of the County's Comprehensive plan established various commercial/industrial (C/I) nodes at appropriate locations throughout the county. Most nodes are centered around major roadway intersections such as CR512/CR510, US1/37th Street (Medical Node), and SR60/I-95. Each of those nodes as well as many others, is less than 50% developed and has sufficient vacant acreage to accommodate future conventional commercial/industrial development. The SR60/58th Avenue node, which extends from the 43rd Avenue/Vero Beach limits boundary on the east to 66th Avenue on the west, is a heavily developed commercial area that includes the Indian River Mall and multiple shopping centers, and is situated adjacent to the Indian River State College (IRSC) Mueller Campus. The ±140 acre campus includes the Indian River Charter High School, Brackett Public Library, the Richardson Center, and various classroom and administration buildings, yet the western two-thirds of the campus with instructional and associated facilities is currently undeveloped and has significant frontage on SR60 (620') and 66th Avenue (1,200'). In the future, IRSC intends to develop the western two-thirds of the campus and desires direct access to the campus from SR60 and 66th Avenue. Although IRSC is not subject to the County's land use regulations, the college has coordinated with the County to ensure that campus development is generally consistent with the County's comprehensive plan.

- **SR60/58TH Avenue Node**

The SR60/58th Avenue node is uniquely regulated in the County's comprehensive plan by a "cap" on the node acreage, set at a total of 308.48 acres. That 308.48 acre cap allows for an intensive regional commercial shopping area that is balanced with surrounding residential uses and SR60 infrastructure capacity. Currently, the SR60/58th Avenue node is 90.9% (280.43 acres) "built-out" with commercial sites consisting of buildings, parking areas, stormwater areas, and open space areas. Many of those sites, including Indian River Mall and a number of shopping centers, can be in-filled with additional big box and out-parcel development. The remaining 28.05 acres of non-commercial acreage within the node (vacant or remaining residential) can be developed as conventional commercial development.

- **Mixed Use**

In addition to the conventional commercial development (new development, infill development, and re-development) allowed within the 308.48 acre SR60/58th Avenue node, mixed use residential and commercial development is allowed on certain sites adjacent to the node, subject to PD (Planned Development) special mixed use criteria and PD rezoning and conceptual plan approval from the Board. To date, one PD mixed use project has been approved adjacent to the node. That project,

The Reserve at Vero, was approved by the Board in 2014, provides for ±4 acres of commercial development (Chick-Fil-A, future Outback Steakhouse, and future retail building) and provides for 159 multi-family units on ±16 “residential” acres. The Reserve at Vero is now mostly constructed, is designed to integrate the multi-family units with adjacent commercial uses inside and outside the project, and directly accesses College Lane and a “public” north/south access road that lies on the western edge of the adjacent Century Town Center retail center. As a result, The Reserve at Vero supplements the amount of commercial acreage in the node and provides benefits of a mixed use project which include appropriately located and designed multi-family residential, infrastructure improvements that benefit the flow of residential and commercial traffic, and alternatives to SR60 access.

The existing Mixed Use Policy 5.6 of the Future Land Use Element will allow a mixture of residential and commercial uses at the southeast and southwest corners of SR60 and 66th Avenue but at a limited scale (40 acres maximum) and without guarantees of shared infrastructure that will integrate the project with the IRSC expanding campus. Currently, property at the southeast and southwest corners of SR60 and 66th Avenue are under control of a single owner and are adjacent to the ±140 acre IRSC Mueller Campus which includes 90+ acres of yet-to-be-developed campus area. Through a mixed use PD “area master plan” approach, there is a unique opportunity to accommodate and integrate residential, commercial, and institutional (college) uses. Such an approach will require property reconfiguration to properly and logically consolidate owner/developer property and IRSC campus property and to ensure properly located major infrastructure improvements including shared access roads to SR60 and 66th Avenue, a bridge over the Lateral A canal, and a traffic signal at 66th Avenue and “18th Street” (see attachment #3).

In order to properly master plan and integrate uses on the east and west sides of 66th Avenue, the current mixed use project size limit needs to be increased to allow for an 80 acre maximum PD project area. Other changes to Policy 5.6 are needed to guarantee and incentivize construction of shared infrastructure improvements and to add flexibility for the timing of commercial building and residential unit construction. These changes will increase the portion of commercial area allowed within the project and will allow the timing and pace of commercial and residential “vertical development” (buildings) to vary. To address these issues, staff has coordinated with IRSC staff and the adjacent land owner and his project engineer, and drafted proposed changes to the mixed use policy (see attachment #5).

- **Draft Changes to Mixed Use Policy 5.6**

As structured, the draft changes establish special mixed use criteria for a “preferred location area” such as the area adjacent to both the SR60/58th node and the IRSC campus. Special criteria for a preferred location include an increase in mixed use PD project maximum area from 40 acres to 80 acres. The proposed preferred location criteria also allow an increased proportion of project area for commercial use from 25% to up to 50% with a cap of 30 acres, and an increase in individual building maximum area from 25,000 sq. ft. to 60,000 sq. ft. Proposed criteria also require provision of infrastructure improvements for SR60 access, 66th Avenue access, a bridge over Lateral A canal, and signalization at 66th Avenue/“18th Street” for any mixed use project at a preferred location adjacent to

IRSC. The proposed criteria require the applicant/developer to coordinate with County Public Works and IRSC with respect to those improvements. Finally, proposed changes allow for development of more commercial area “up front” together with a requirement for completing or entering into developers agreement for completion of the infrastructure improvements referenced above.

Staff has put the draft Policy 5.6 changes as a “place-holder” for an October 2016 comprehensive plan amendment. Therefore, if the Board authorizes staff to formally initiate the amendment review process, the draft Policy 5.6 amendment will be treated as an amendment request filed during the October 2016 comprehensive plan amendment application window. The amendment process would involve a Planning and Zoning Commission public hearing in January, a Board of County Commissioners transmittal public hearing in February/March, and a Board of County Commissioners final (adoption) hearing in April/May.

If adopted, the proposed Policy 5.6 changes will accommodate the mixed use PD concept discussed by IRSC, the adjacent land owner, and staff but will leave the Board as the ultimate decision-maker for any specific mixed use PD project proposal reviewed under the amended Policy 5.6. Any project-specific decision will be made through the PD review and approval process which will involve a public hearing before the Planning and Zoning Commission and a public hearing before the Board.

RECOMMENDATION

Staff recommends that the Board direct staff to initiate an amendment to Future Land Use Element Policy 5.6.

ATTACHMENTS:

1. SR60 /58th Avenue Node Map
2. Aerial of The Reserve at Vero Mixed Use PD
3. Sample Conceptual Lay-out of Mixed Use and IRSC Campus
4. Sample “Master Plan” Area
5. Draft Changes to Mixed Use Policy 5.6

APPROVED AGENDA ITEM:

FOR: November 15, 2016

BY: _____

Indian River Co,	Approved	Date
Admin.		
Legal		
Budget		
Dept.		
Risk Mgr.		