

EVALUATION & APPRAISAL REPORT REVIEW COMMENTS

Local Government: City of New Smyrna Beach

DCA Amendment #: EAR

Date of DCA's Request Memo: 03/10/2010

Review Comments Deadline: 04/01/2010

Today's Date: 03/23/2010

ELEMENTS: Future Land Use Element; Traffic Circulation Element; Mass Transit Element; Port, Aviation, and Related Facilities Element; Housing Element; Sanitary Sewer, Potable Water, Solid Waste, Drainage, and Natural Aquifer Recharge Element; Coastal Management Element; Conservation Element; Recreation and Open Space Element; Intergovernmental Coordination Element; Capital Improvements Element; Historical and Archaeological Preservation Element; Public School Facilities Element

RULE REFERENCE: Chapter 163.3177, F.S., Required and optional elements
Chapter 163.3184, F.S., Process for adoption
Chapter 163.3191, F.S., Evaluation and appraisal of comprehensive plan
Chapter 9J-5, F.A.C., MINIMUM CRITERIA FOR REVIEW
Chapter 9J-11, F.A.C., SUBMITTAL AND REVIEW

BACKGROUND

The City of New Smyrna Beach has submitted an Evaluation and Appraisal Report (EAR). The EAR focuses on 10 major issues:

- Parking
- Annexation
- Economic development
- Neighborhood plans
- Design guidelines
- Workforce/affordable housing
- Alternative transportation
- Promotion of the built and natural environment
- Conservation
- Disaster planning

The EAR also assesses population trends, housing trends, development trends, land use patterns, vacant lands, school coordination, water supply coordination, property rights in the Coastal High Hazard Area (CHHA), level of service (LOS) of public facilities and transportation, and changes to growth management legislation since the last EAR. The transportation LOS assessment states that no LOS deficiencies are anticipated before 2015 but notes that beach traffic can occasionally cause congestion. The EAR suggests that the City is not supportive of construction of the Pioneer Trail interchange on I-95 or the City of Edgewater's Central North-South Connector project.

FDOT Contact: Judy Pizzo, GISP, Systems Planner

FDOT District 5

Telephone: 407-482-7880

Fax: 407-275-4188

E-mail: judy.pizzo@dot.state.fl.us

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Reviewed by:

Kelly Blume, P.E.

Kittelton & Associates, Inc.

407-540-0555

407-540-0550

kblume@kittelton.com

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Major Issues

For each major issue, the EAR contains recommendations for EAR-based comprehensive plan amendments. The recommendations that are potentially relevant to the operation of State roadways are summarized in the this section.

Parking

The EAR states that parking problems related to residents and tourists need to be addressed in the downtown, at the boat ramps along the North Causeway, and at the beach. No specific comprehensive plan amendments related to this issue are recommended in the EAR.

Annexation

The EAR states that the City wants to annex areas between I-95 and the traditional city and possibly on the barrier island as a means of improving the efficiency of public service delivery. Recommended comprehensive plan amendments include:

- Revising Future Land Use Objective 2, Policy d, to address coordination with the County on hurricane evacuation
- Reviewing Future Land Use Objective 8, Policy e, regarding allowing residential development in marina areas
- Reviewing Future Land Use Objective 10, Policy a, regarding development and prioritization of neighborhood plans
- Revising Future Land Use Objective 10, Policy h, to require development compatibility analyses in more neighborhoods than the North Beach neighborhood

Economic Development

The EAR states that the City's tax base relies too much on residential lands and low-wage service jobs. Additional nonresidential development and employment opportunities are needed. Recommended comprehensive plan amendments include:

- Adding an economic development goal, an objective, and four policies to the Traffic Circulation Element regarding promotion of transportation projects that create or save jobs, promotion of efficient land use patterns, truck accessibility, truck mobility, and goods movement costs
- Reviewing Future Land Use Objective 8, Policy e, regarding allowing residential development in marina areas

FDOT Contact:	Judy Pizzo, GISP, Systems Planner FDOT District 5	Reviewed by:	Kelly Blume, P.E. Kittelson & Associates, Inc.
Telephone:	407-482-7880		407-540-0555
Fax:	407-275-4188		407-540-0550
E-mail:	judy.pizzo@dot.state.fl.us		kblume@kittelson.com
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Neighborhood Plans

The EAR states that many neighborhoods have future land use and zoning designations that are no longer suitable. Each neighborhood also needs a public involvement plan. Recommended comprehensive plan amendments include:

- Revising Future Land Use Objective 10, Policy h, to require development compatibility analyses in more neighborhoods than the North Beach neighborhood
- Revising Future Land Use Objective 11, Policy a, regarding SR 44 access management, signage, and landscaping requirements and encouragement of large planned unit developments (PUDs)
- Revising Future Land Use Objective 11, Policy b, regarding the suitability of applying SR 44 Arterial Corridor Regulations to US 1 due to small parcel sizes along the latter

Design Guidelines

The EAR states that design guidelines should be implemented to improve land use compatibility and encourage high-quality development. Recommended comprehensive plan amendments include:

- Reviewing Future Land Use Objective 10, Policy a, regarding prioritization of neighborhoods that need neighborhood plans
- Revising Future Land Use Objective 10, Policy h, to require development compatibility analyses in more neighborhoods than the North Beach neighborhood
- Revising Future Land Use Objective 11, Policy a, regarding SR 44 access management, signage, and landscaping requirements and encouragement of large PUDs
- Revising Future Land Use Objective 11, Policy b, regarding the suitability of applying SR 44 Arterial Corridor Regulations to US 1 due to small parcel sizes along the latter
- Reorganizing Traffic Circulation Objectives 1 and 8
- Adding Traffic Circulation Objective 1, Policies g through i, regarding coordination with the MPO to develop transit accessibility measures, the needs of the transportation-disadvantaged, and use of *Votran's Transit Development Design Guidelines*

Workforce/Affordable Housing

The EAR states that a supply of affordable housing needs to be provided in the future (as well as now). Recommended comprehensive plan amendments include:

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- Reviewing Future Land Use Objective 10, Policy a, regarding prioritization of neighborhoods that need neighborhood plans

Alternative Transportation

The EAR states that alternative transportation modes and supportive land use patterns need to be developed in order to reduce reliance on the automobile. Specifically, pedestrian crossing safety on South Atlantic Avenue needs to be improved, and additional public transportation access to downtown and the beach is needed. Recommended comprehensive plan amendments include:

- Reorganizing Traffic Circulation Objectives 1 and 6
- Adding an Environment goal to the Traffic Circulation Element
- Revising multiple policies to reference impacts on areas of historic, archaeological, and natural significance
- Adding text to require pedestrian and bicycle facilities
- Adding an economic development goal, an objective, and four policies to the Traffic Circulation Element regarding promotion of transportation projects that create or save jobs, promotion of efficient land use patterns, truck accessibility, truck mobility, and goods movement costs
- Developing a pedestrian and bicycle master plan and incorporating the system and needed projects in the comprehensive plan

Promotion of the Built and Natural Environment

The EAR states that the City's arts image should be promoted, native flora should continue to be preserved, citizens and visitors should be educated regarding xeriscaping and ecosystems, and infill of vacant parcels and redevelopment is needed, particularly east of I-95. Recommended comprehensive plan amendments include:

- Adding text to require pedestrian and bicycle facilities

Conservation

The EAR states that the City needs to promote energy and water conservation and green development. Recommended comprehensive plan amendments include:

- Reviewing Coastal Management Goal 2, Objective 1, Policy d, regarding densities/intensities and buffers for development near preserves, refuges, and environmental systems

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- Reviewing Coastal Management Goal 2, Objective 1, Policy e, regarding zoning that is incompatible with protection of coastal resources
- Reviewing Coastal Management Goal 2, Objective 1, Policy f, regarding development near the Ponce de Leon Inlet
- Reviewing Coastal Management Goal 2, Objective 2, Policy c, regarding the location of marinas and docks
- Deleting text in Future Land Use Objective 7, Policy f, to allow big box development in the Southeast Volusia Activity Center and to eliminate the Activity Center's land use allocation from the comprehensive plan
- Revising Conservation Objective 12, Policy a, regarding public acquisition of floodplain lands

Disaster Planning

The EAR states that the City needs to continue planning efforts related to emergency evacuation and post-disaster recovery. Recommended comprehensive plan amendments include:

- Revising Future Land Use Objective 2, Policy d, regarding coordination with Volusia County to plan evacuations
- Reviewing Coastal Management Goal 4, Objective 1, Policy g, regarding rebuilding after disasters
- Reviewing Coastal Management Goal 4, Objective 1, Policy o, regarding wetland and dune buffers
- Adopting a Post-Disaster Relief Plan

REVIEW COMMENTS

The assessment of objectives does not clearly indicate to which element each objective belongs.

The EAR refers to both the Traffic Circulation Element and the Transportation Element.

The transportation LOS assessment states that no LOS deficiencies are anticipated before 2015 but complete supporting data and analysis have not been provided.

Regarding the Annexation issue, allowing residential development under the Marina future land use designation area may result in increased impacts to State roadways.

It appears that the adopted version of Future Land Use Objective 7, Policy f, currently allows big box developments in the Southeast Volusia Activity Center under certain conditions and prohibits only regional shopping malls, so the recommended amendment is not consistent with the adopted version of the policy. Also, deletion of the land use allocation table for the Activity Center may result in increased

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impacts to State roadways because the caps on commercial development (typically the most intense generator of traffic) will be removed.

Regarding the Alternative Transportation issue, the proposed Environment goal for the Traffic Circulation Element is not in the EAR. Also, it is not clear where the proposed text "ii. Provide pedestrian and bicycle facilities, including sidewalks, multi-use trails, bicycle racks, and lockers" is intended to be added to the comprehensive plan.

Regarding the Disaster Planning issue, the recommendations indicate that creating a Post-Disaster Relief Program should be a priority yet is not necessary.

The EAR does not assess the comprehensive plan elements' successes and shortcomings separate from the major issues assessments. The assessment of the Traffic Circulation Element should determine if adopted LOS standards on State roadways are being met in the near and long term.

RECOMMENDATIONS

FDOT believes that the following recommendations should be addressed in the EAR and/or EAR-based amendments.

Please clearly categorize each objective by element in the assessment of objectives.

Please refer consistently to the Traffic Circulation Element or the Transportation Element.

Please provide complete supporting data and analysis regarding the conclusion that no transportation LOS deficiencies are anticipated by 2015.

Please provide an analysis of the impacts of allowing residential development under the Marina future land use designation. The analysis should include the near and long term, should consider extra-jurisdictional impacts, and should identify mitigation needed to support the maximum development scenario (as defined in the comprehensive plan) for the site. Near-term mitigation projects should be added to the five-year schedule of capital improvements. Long-term mitigation projects and/or mitigation strategies should be coordinated with the Future Transportation Map and the Long-Range Transportation Plan (LRTP).

Please review and revise the proposed recommendation to delete text that prohibits big box developments in the Southeast Volusia Activity Center per the comment above. Please also provide an analysis of the impacts of removing the land use allocation table for the Activity Center, as removal of the

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table may allow more intense development of the site and, accordingly, increased impacts on State roadways (including I-95). The analysis should include the near and long term, should consider extra-jurisdictional impacts, and should identify mitigation needed to support the maximum development scenario (as defined in the comprehensive plan) for the site. Near-term mitigation projects should be added to the five-year schedule of capital improvements. Long-term mitigation projects and/or mitigation strategies should be coordinated with the Future Transportation Map and the LRTP.

Please provide the proposed Environment goal for the Traffic Circulation Element.

Please indicate the goal, objective, and policy under which the proposed text "ii. Provide pedestrian and bicycle facilities, including sidewalks, multi-use trails, bicycle racks, and lockers" is proposed to be added.

Per the comment above, please clarify whether or not the City intends to create a Post-Disaster Relief Program.

Please address the shortcomings and successes of each element per 163.3191(2), F.S.

DRAFT

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