

PROPOSED AMENDMENT TO THE MARTIN COUNTY COMPREHENSIVE PLAN

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REQUEST NUMBER: CPA 23-12 The Ranch PUD FLUM
Report Issuance Date: November 8, 2023

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<u>PUBLIC HEARINGS:</u>	Date	Action
Local Planning Agency:	November 16, 2023	Voted 3-2 to recommend approval
BCC Transmittal:	December 5, 2023	Voted 3-2 to transmit.
BCC Adoption:	April 30, 2024	

SITE LOCATION: The ±3,902.64-acres are located in central Martin County, south of the St. Lucie Canal, spanning both sides of SW Kanner Highway, south and west of the intersection with SW Bridge Road (the subject property). The subject property is comprised of eight parcels:

Parcel Control Numbers		
223940000000000204	233940000000000408	253940000000000109
263940000000000205	273940000000000105	343940000000000101
353940000000000108	363940000000000106	

The subject property fronts both the north and south sides of SW Kanner Highway for approximately 2 miles and the south side of SW Bridge Road for approximately 1 mile, ±3,460.62 acres on the south side of SW Kanner Highway and SW Bridge Road, and ±442.02 acres on the north side of SW Kanner Highway.

APPLICANT REQUEST: The request is for a comprehensive plan amendment to the Future Land Use Map (FLUM) to change $\pm 3,902.65$ acres from Agricultural to Rural Lifestyle. Concurrently, a separate application is being reviewed to change the current zoning of A-2 (Agricultural) to Planned Unit Development (PUD).

STAFF RECOMMENDATION: Staff recommends approval of the Future Land Use Map amendment (FLUM) CPA 23-12 based upon the analysis found in this report. However, this recommendation is dependent upon the adoption of a text amendment CPA 22-06, Calusa Creek Ranch, as proposed. Changes to the text proposed in CPA 22-06, may change the analysis in this report. Please see the concurrent staff report for the Text amendment.

EXECUTIVE SUMMARY:

The subject site is shown below, highlighted in red (Figure 1).

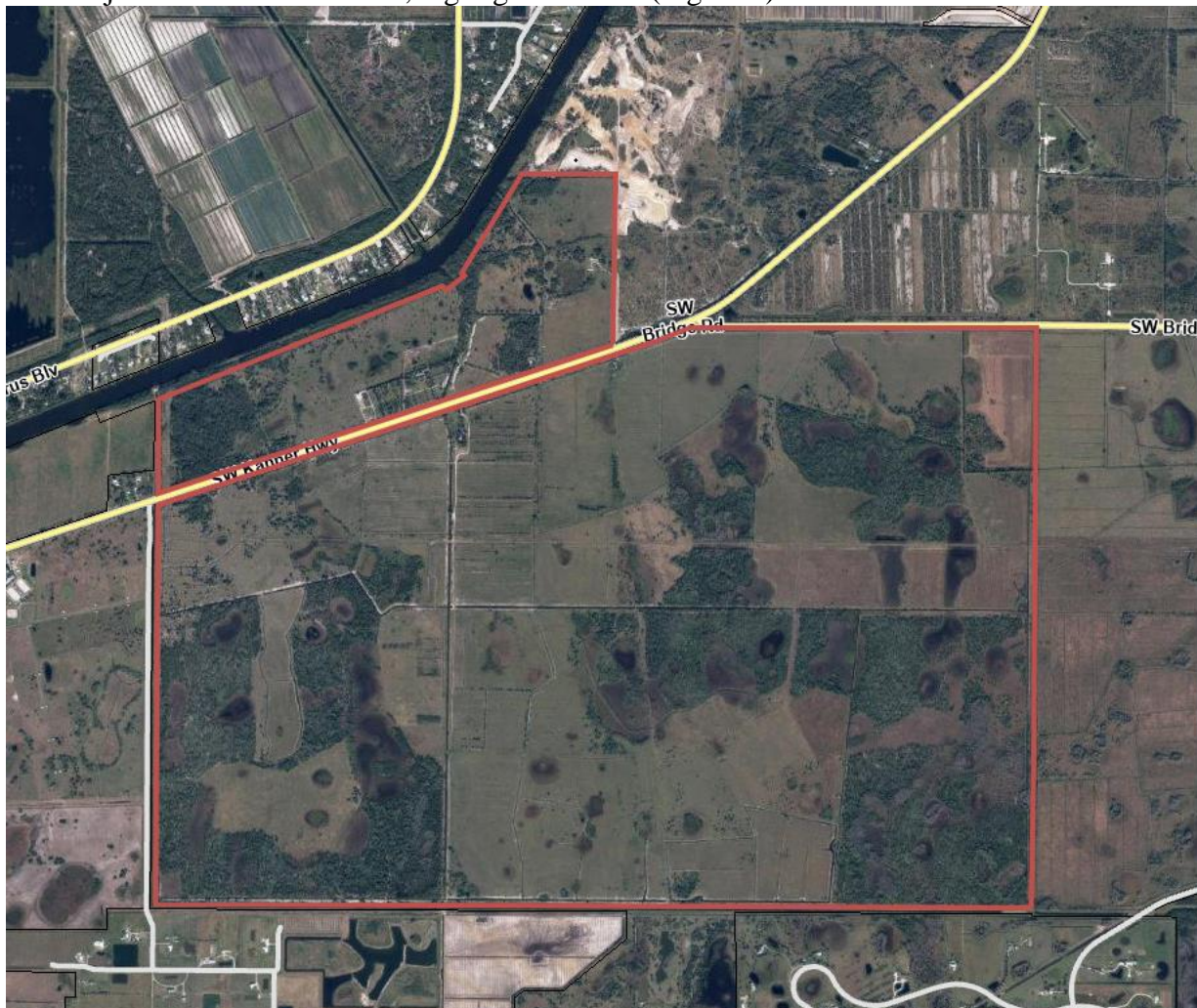


Figure 1, a location map that shows the subject site, highlighted in red.

The Rural Lifestyle future land use (as proposed in CPA 22-06, Calusa Creek Ranch) will permit the clustering of residential units at a maximum of one unit per 20 acres on the subject site, the extension of centralized water and sewer and recreational amenities described in the future land use designation. Both the Agricultural and the Rural Lifestyle future land use designations (as

proposed) permit a maximum of 195 units, guest houses, golf courses and golf cottages. The Agricultural future land use requires 20-acre minimum lot sizes, private potable wells and septic systems.

Background. The subject property, historically known as Calusa Creek, has been used for agricultural production and cattle ranchland operations. On August 10, 2010 this site was granted a FLUM amendment designating the property as Agricultural Ranchette; the zoning district was changed from A-2 to AR-5A, a text amendment to the Comprehensive Growth Management Plan (CGMP) creating a sub-area policy specifically regulating the development of the subject property and the provision of public facilities to serve the approved density; and at the same hearing, a Development Agreement was entered into by the previous owners and the County. The approved development was never constructed. On November 13, 2012, at the request of the previous owner, the FLUM was changed back to Agricultural, and the CGMP text amendment creating the sub-area policy was removed. On December 4, 2012 the Development Agreement was rescinded, and on January 8, 2013 the zoning was changed back to the A-2 zoning district.

1. PROJECT/SITE SUMMARY

1.1. Physical/Site Summary

The subject property is ±3,902.64 acres. The property is within the following:

Planning District: Mid County.

Adjacent Planning District: South County.

Commission District: District 3.

Taxing District: District 3 Municipal Service Taxing Unit.

Urban Service District: The property is outside of the Primary, Secondary, and Freestanding Urban Service Districts.

1.2 Major Roadways

The major roadways closest to the subject property are SW Kanner Highway (a major arterial road) and SW Bridge Road (a minor arterial road).

1.3. Current Amendment Requests

- A. CPA 21-12, Waterside, is a request to amend the FLUM on 369.89 acres from Agricultural to Low Density Residential and Industrial to Low Density Residential.
- B. CPA 22-02, Pulte I-95, is a request to amend the FLUM on 12.33 acres of General Commercial to Commercial Office/Residential (allowing 10 units per acre).
- C. CPA 22-10, Walsh/Indiantown Property Holdings, is a request to amend the FLUM on 123 acres from Rural Density to Marine Waterfront Commercial.
- D. CPA 22-12, South Florida Gateway Parcel 1 PUD, is a request to amend the FLUM on 32.26 acres from Agricultural to Industrial.
- E. CPA 22-13, Kanner Townhomes, is a request to amend the FLUM on 3.18 acres from General Commercial to Medium Density Residential.
- F. CPA 23-02, Hobe Sound Storage, is a request to amend the FLUM on 4 acres from Medium Density Residential to General Commercial.

- G. CPA 23-03, Sunrise Grove, is a request to amend the FLUM on 205 acres from Agricultural to AgTEC.
- H. CPA 23-06, Sandy Cove Plaza, is a request to amend the FLUM on 0.84 acres from Limited Commercial to General Commercial.
- I. CPA 23-07 Evergreen Reserve is a request to amend the FLUM on 633 acres from Agricultural Ranchette to Residential Estate Density (allowing 1 unit per acre).
- J. CPA 23-10 Martin Commerce Park is a request to amend the FLUM 167 acres from Agricultural and Agricultural Ranchette to Industrial.
- K. CPA 23-11 Four Fish PUD is a request to amend the FLUM on 0.9 acres from Limited Commercial and Low Density Residential to Martin Waterfront Commercial.
- L. CPA 23-12 The Ranch PUD is a request to amend the FLUM on 3,902 acres from Agricultural to Rural Lifestyle.
- M. CPA 23-14 South Florida Gateway Parcel 2 PUD is a request to amend the FLUM on 32.26 acres from Agricultural to Industrial.

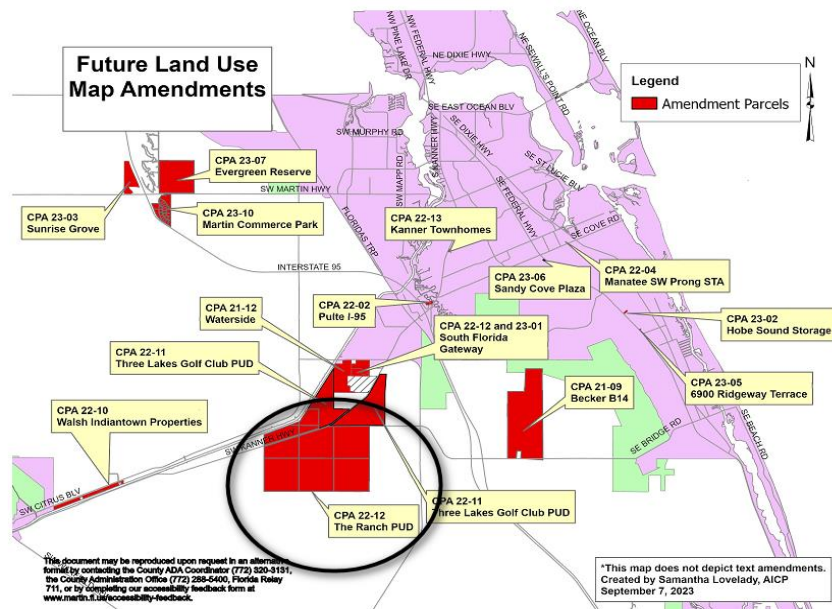


Figure 2, Active Plan Amendment Location Map

1.4. Past Changes in Future Land Use Designations

There have been some changes in the surrounding area. Since adoption of the CGMP in 1982, some amendments to the FLUM have occurred in the immediate area. The adopted amendments are summarized below.

- A. CPA 10-19 Ordinance 876 adopted a change from Agricultural to Marine Waterfront

Commercial (75 acres) and Industrial (174 acres) adjacent to the Okeechobee Waterway and south of SW 96th St.

- B. CPA 10-23, Atlantic Ridge (State Park), Ordinance 887 changed ±5,747 acres of land lying east of Interstate 95, north of SE Bridge Road, and south of SE Cove Road from Low Density Residential, Residential Estate Density, Rural Density and Agricultural Ranchette to Institutional Recreational.
- C. CPA 19-6 KL Waterside LLC, Ordinance, 1153: changed ±499 acres of land lying south of SW 96th Street, east of the St. Lucie Canal and west of SW Kanner Hwy. The amendment changed 249 acres of Agricultural, 175 acres of Industrial and 75 acres of Marine Waterfront Commercial to ±249 acres of Agricultural and ±250 acres of Industrial.
- D. CPA 19-19, Pulte at Christ Fellowship. Ordinance 1154 adopted a change from Rural Density (one unit per two acres) to Residential Estate Density (one unit per acre) on 321 acres east of S.W. Pratt Whitney Rd. and north of S.W. Bulldog Way.
- E. CPA 19-22, Publix Supermarket FLUM, Ordinance 1129 changed ±6 acres out of a ±16.72-acre parcel located at the southeast corner of SW Kanner Hwy. and SW Pratt Whitney Road, from Agricultural to General Commercial.
- F. CPA 21-09, Becker B14 FLUM. Ordinance 1186 amended the FLUM to change ± 1493.91 acres from Agricultural to a new future land use designation, Rural Lifestyle.

1.5. Adjacent Future Land Use

North: Rural Density Residential and Agricultural Ranchette north of the St. Lucie Canal and Agricultural

South: Agricultural

East: Agricultural

West: Agricultural

1.6. Environmental Considerations

1.6.1. Wetlands, soils and hydrology

The Soil Survey of the Martin County Area, published by the United States Department of Agriculture (1978), lists the soil type on the subject property as a combination of many different soil types: Wabasso sand, Udorthents, Rivera fine sand, Pinellas fine sand, Malabar fine sand, Pineda and Riviera fine sand, Gator and Tequesta muck, Chobee loamy sand and Floridiana fine sand. They formed in thick beds of sandy and loamy marine sediments. Slopes range from 0 to 1 percent. The application materials say there are approximately 621 acres of wetlands on the 3,902 acre site. See Figure 3.

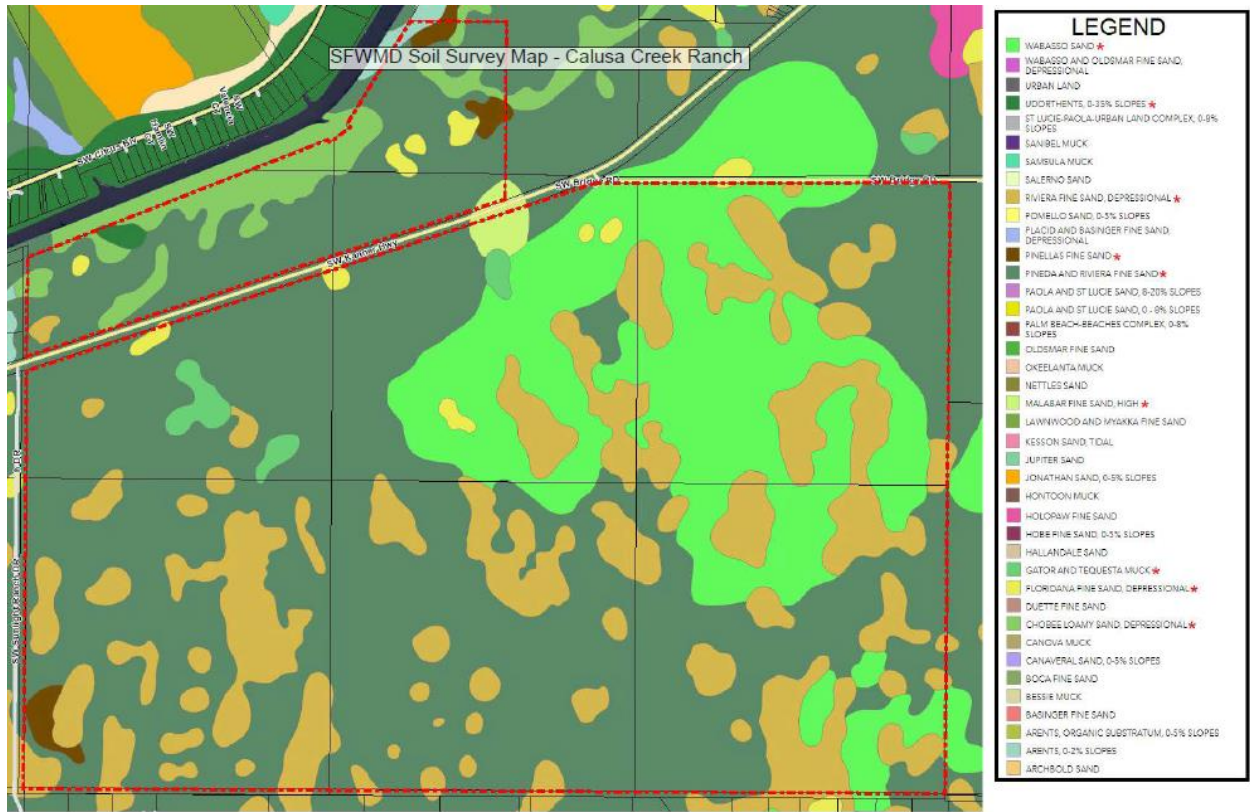


Figure 3, a soils map that shows the subject parcel, highlighted in red, with various soil types.

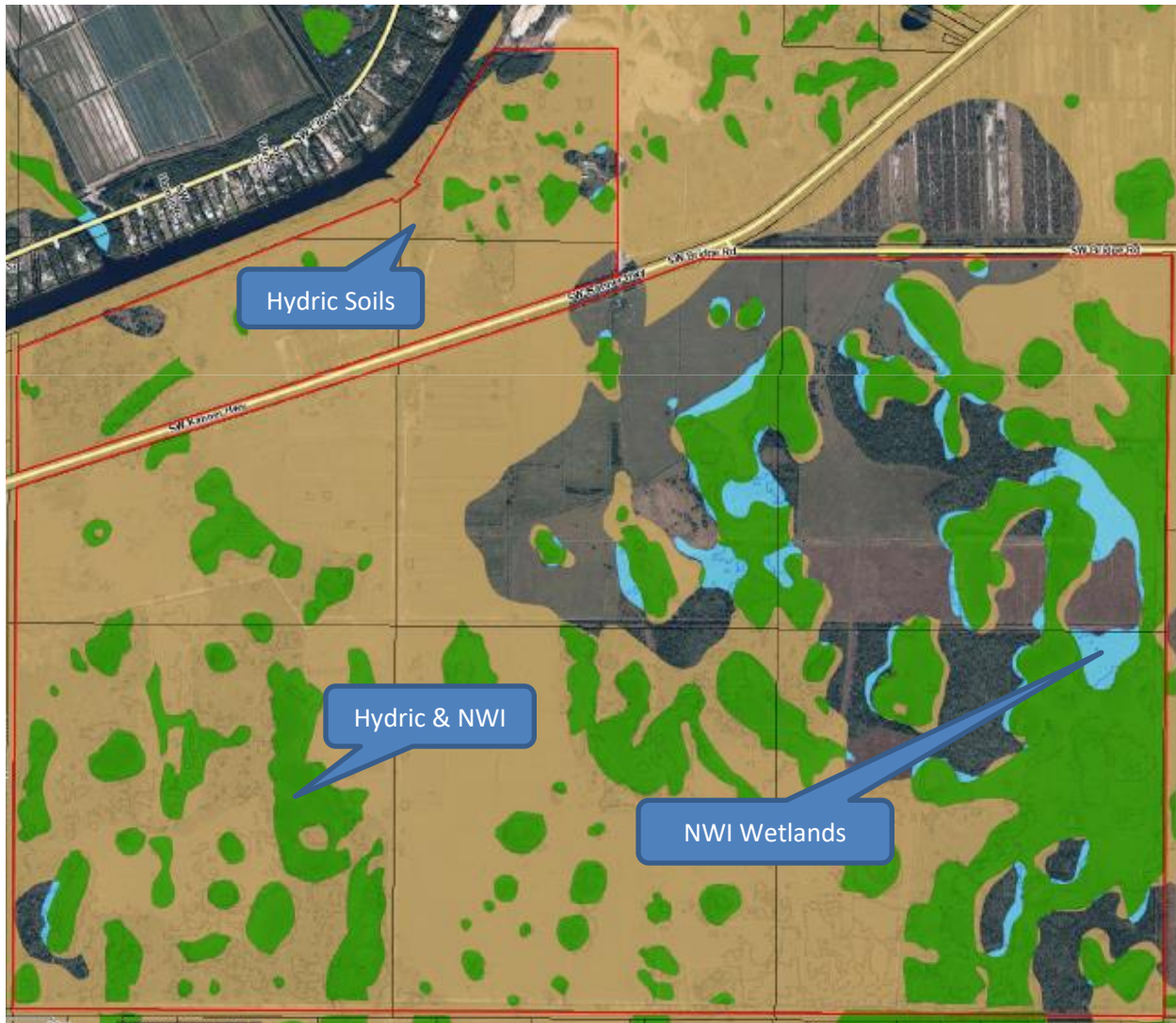


Figure 4, a composite wetlands map that shows data that may indicate the potential of wetlands. Determining the existence and extent of wetlands must be done on site. Any wetlands delineated and any upland habitat preserved must be managed pursuant to an approved Preserve Area Management Plan (PAMP).

1.6.2. Wellfield protection

The subject site is not near or within wellfield protection zones.

1.7. Adjacent Existing Uses

Below is a summary of the existing adjacent land uses in the general vicinity of the subject property:

- North The St. Lucie Canal, Greenridge West Subdivision, Greenridge Estates and the Three Lakes Golf Club
- South Agricultural acreage, Trailside Subdivision, and Sunlight Ranch
- East Agricultural acreage and South Florida Water Management District land

West Agricultural acreage, Box Ranch of Martin County, Box Ranch Groves and Rolling Sands Golf Course.

2. ANALYSIS

2.1. Criteria for a Future Land Use Amendment (Section 1-11 CGMP)

In evaluating each Future Land Use Map amendment request, staff begins with the assumption that the Future Land Use Map, as amended, is generally an accurate representation of the intent of the Board of County Commissioners, and thus the community, for the future of Martin County. Based on this assumption, staff can recommend approval of a requested change provided that consistency is maintained with all other elements of this Plan and at least one of the following four items is found to apply. If staff cannot make a positive finding regarding any of the items in (a) through (d), staff shall recommend denial. Criterion (b) and (d) have been met pending the adoption of a concurrent text amendment. Criterion (a) and (c) have not been met.

(a) Past changes in land use designations in the general area make the proposed use logical and consistent with these uses and adequate public services are available; or

CPA 19-6 assigned the Industrial future land use designation on 250 acres within a freestanding urban service district intended for industrial development. CPA 21-09, Becker B14 received the Rural Lifestyle future land use on ± 1493.91 acres east of Interstate 95 and north of Bridge Rd. The Rural Lifestyle future land use is intended for rural areas and densities comparable with the Agricultural and Agricultural Ranchette future land use designations outside the Primary and Secondary Urban Service Districts. Criterion met.

(b) Growth in the area, in terms of development of vacant land, redevelopment and availability of public services, has altered the character of the area such that the proposed request is now reasonable and consistent with area land use characteristics; or

Consistent with the Agricultural future land use designation, golf course construction is underway at Three Lakes and is approved on the Rolling Sands Golf Course, west of the subject site. However, the proposed Rural Lifestyle future land use is not a change from rural to urban. It is intended for rural areas and densities comparable with the Agricultural and Agricultural Ranchette future land use designations outside the Primary, Secondary, and Freestanding Urban Service Districts. In this respect it may be considered reasonable and consistent with the area land use characteristics. Criterion met.

(c) The proposed change would correct what would otherwise appear to be an inappropriately assigned land use designation; or

No. The current land use designation of the property is not inappropriate. Criterion not met.

(d) The proposed change would fulfill a public service need that enhances the health, safety or general welfare of County residents.

Changing the land use to Rural Lifestyle does not appear to fulfill a public service need. The density chosen does not require easements protecting agricultural or natural areas. This

criterion has not been met.

Staff can make a positive finding regarding two out of the four criteria.

2.2. Urban Sprawl

Urban sprawl is defined as a development pattern characterized by low density, automobile-dependent development with either a single use, or multiple uses that are not functionally related, requiring the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses.

Florida Statute 163.3177(3)(a) 9. states that any amendment to the future land use element shall discourage the proliferation of urban sprawl and provides thirteen indicators to judge whether a future land use amendment discourages the proliferation of urban sprawl. This proposed amendment complies with 13 out of 13 sprawl criteria that discourages the proliferation of urban sprawl.

Florida Statute provides an additional eight criteria, of which four must be met, in order to judge whether an amendment can be determined to discourage the proliferation of urban sprawl. This proposed amendment meets 4 out of 8 criteria that determine the application discourages urban sprawl.

An evaluation of the thirteen indicators for urban sprawl and a determination on the eight additional criteria for this future land use request follows:

(I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.

The proposed future land use designation, Rural Lifestyle, does allow clustered units at a density comparable to Agricultural or Agricultural Ranchette future land use designations. However, neither the maximum density nor the open space requirements can be considered “urban.” The extension of water and sewer facilities must be paid for by those persons in the Rural Lifestyle future land use designation. Discourages the proliferation of urban sprawl.

(II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.

The proposed future land use designation, Rural Lifestyle, does not promote “significant amounts of urban development” or urban density to occur in rural areas. It does allow clustered residential units, private golf course development and open space preservation in rural areas. Discourages the proliferation of urban sprawl.

(III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

The proposed change will not promote “urban development.” It does allow clustered residential units, private golf course development and open space preservation in rural areas. Discourages the proliferation of urban sprawl.

(IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

The site does not contain rivers, shorelines, beaches, bays or estuarine systems. However, a minimum 25% of the native upland habitat and all wetlands within the 3,900-acre site must be preserved and managed pursuant to a preserve area management plan included with a Planned Unit Development agreement. In contrast, where commercial agricultural uses are proposed, Policy 9.1G.11. permits a minimum 10% of common native upland habitat to be preserve in the Agricultural future land use designation. The Rural Lifestyle future land use designation permits the clustering of residential units and requires a minimum of seventy percent 70% of the gross land area to be maintained as open space. Discourages the proliferation of urban sprawl.

(V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.

No loss of agriculture will occur on lands immediately west of the St. Lucie Canal (Okeechobee Waterway) that have been developed with homes. Agricultural production is not present on the approved Rolling Sands Golf Course and the adjacent Three Lakes Golf Course. Golf course construction may be permitted on adjacent Agricultural lands.

Most of the land on the south side of the subject property has been platted with 20-acre lots and a large portion of the land to the east is owned by the South Florida Water Management District. The minimum 70 percent open space and the density limits of the Rural Lifestyle future land use designation will limit the impact on adjacent agricultural areas. Discourages the proliferation of urban sprawl.

(VI) Fails to maximize use of existing public facilities and services.

The proposed future land use will utilize most public facilities and services at the same level (or lower) than the Agricultural Ranchette future land use designation. The maximum density of one unit per 20 acres will have a minimal demand on regional water and sewer facilities. The cost of extending water and sewer facilities must be paid for by those persons in the Rural Lifestyle future land use designation. Discourages the proliferation of urban sprawl.

(VII) Fails to maximize use of future public facilities and services.

The proposed future land use will utilize public facilities and services in the future at a comparable level to the Agricultural future land use designation. The maximum density of one unit per 20 acres will have a minimal demand on regional water and sewer facilities. The cost of extending water and sewer facilities must be paid for by those persons in the Rural Lifestyle future land use designation. Discourages the proliferation of urban sprawl.

(VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable

water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

The proposed future land use will utilize most public facilities and services in the future at a comparable level to the Agricultural future land use designation. The maximum density of one unit per 20 acres will have a minimal demand on regional water and sewer facilities. The cost of extending water and sewer facilities must be paid for by those persons in the Rural Lifestyle future land use designation. Discourages the proliferation of urban sprawl.

(IX) Fails to provide a clear separation between rural and urban uses.

The Rural Lifestyle designation requires substantial open space and development approval through a Planned Unit Development. This permits site design that can minimize residential units adjacent to agricultural areas off-site. Discourages the proliferation of urban sprawl.

(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

The Rural Lifestyle designation does not provide a less expensive development option to urban infill. The text of the Rural Lifestyle designation text will permit higher tax assessments than Agricultural and Agricultural Ranchette areas while permitting comparable densities. The numerous public benefits required will cause a high cost of development and limit the extent to which the Rural Lifestyle designation is assigned. Discourages the proliferation of urban sprawl.

(XI) Fails to encourage a functional mix of uses.

The golf facilities permitted by the Rural Lifestyle future land use on the subject site will be a functional mix with the approved Rolling Sands Golf Course and the Three Lakes Golf Course on the north side of SW Bridge Road, currently under construction. It may be a functional mix with the golf course construction permitted on all lands with the Agricultural future land use designation. Discourages the proliferation of urban sprawl.

(XII) Results in poor accessibility among linked or related land uses.

The subject property has access to both SW Kanner Highway and SW Bridge Road. Both SW Kanner Hwy. and SW Bridge Rd. connect agricultural, residential, industrial, commercial, and recreational uses. Discourages the proliferation of urban sprawl.

(XIII) Results in the loss of significant amounts of functional open space.

The existing future land use, Agricultural, requires a minimum 50 percent open space. The proposed future land use designation, Rural Lifestyle requires a minimum of 70 percent. The proposed future land use will not result in a loss of open space and will require the preservation of this open space. Discourages the proliferation of urban sprawl.

The site complies with 13 out of 13 sprawl criteria that discourages urban sprawl.

2.2.1. Proliferation of Urban Sprawl

In order for the application to be determined to discourage the proliferation of urban sprawl, the amendment must incorporate development patterns or urban forms that achieve four or more of the following:

(I) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

The Rural Lifestyle future land use directs density (comparable to agricultural densities) in a clustered fashion while requiring a minimum 70 percent open space. Potentially, it could reduce impact on natural resources and ecosystems. Discourages the proliferation of urban sprawl.

(II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

The proposed future land use does permit the extension of water and sewer service well outside the Primary, Secondary, and Freestanding Urban Service Districts. Encourages the proliferation of urban sprawl.

(III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

The Rural Lifestyle future land use does not promote walkable, connected communities or a mix of uses at densities and intensities that support a range of housing choices. It does not support multimodal transportation, including pedestrian, bicycle and transit. Encourages the proliferation of urban sprawl.

(IV) Promotes conservation of water and energy.

The proposed land use designation may require increased treatment of stormwater prior to discharge. However, additional energy will be necessary to serve the future land use designation. Encourages the proliferation of urban sprawl.

(V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

On a site where the Rural Lifestyle future land use designation is assigned, agricultural production, where it exists, may be replaced. However, the Agricultural future land use designation also permits golf course construction and may result in the loss of agricultural activities. Encourages the proliferation of urban sprawl.

(VI) Preserves open space and natural lands and provides for public open space and recreation needs.

The site does not contain public open space or natural lands and the proposed land use change will not affect public open space or public recreation. The amendment will require the

preservation of private open space and natural lands. Discourages the proliferation of urban sprawl.

(VII) Creates a balance of land uses based upon demands of residential population for the nonresidential needs of an area.

The Rural Lifestyle (as proposed on this site) and the Agricultural future land use both allow for a maximum of 1 unit per 20 acres for single-family homes. The proposed amendment will concentrate a select residential population that will demand nonresidential needs providing employment. Discourages the proliferation of urban sprawl.

(VIII) Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.

Neither the proposed future land use designation nor the existing Agricultural future land use designation permits an urban form for transit-oriented development or new towns as defined in s. 163.3164. The proposed Rural Lifestyle designation will allow clustering of residential units and increased open space. Discourages the proliferation of urban sprawl.

Four out of eight of the criteria have been met to determine the application discourages urban sprawl.

2.3 Land Use Compatibility

That portion of the subject site between the Okeechobee Waterway and SW Kanner Hwy. sits between the Rolling Sands Golf Course and the Three Lakes Golf Course that were approved consistent with the Agricultural future land use designation. Most of the land on the south side of the subject property has been platted with 20-acre lots and does not appear to be used for large scale commercial agricultural production. Approximately, 1,100 acres of the land on the east side of the subject site was acquired by the South Florida Water Management District as part of the Indian River Lagoon South project.

The Rural Lifestyle future land use designation will permit clustering of residential units at the same density as the Agricultural future land use designation, clustering of preserve areas and open space placement that must be reviewed through a Planned Unit Development site plan. The Rural Lifestyle future land use is not an urban future land use and may be considered compatible with the Agricultural future land use designation.

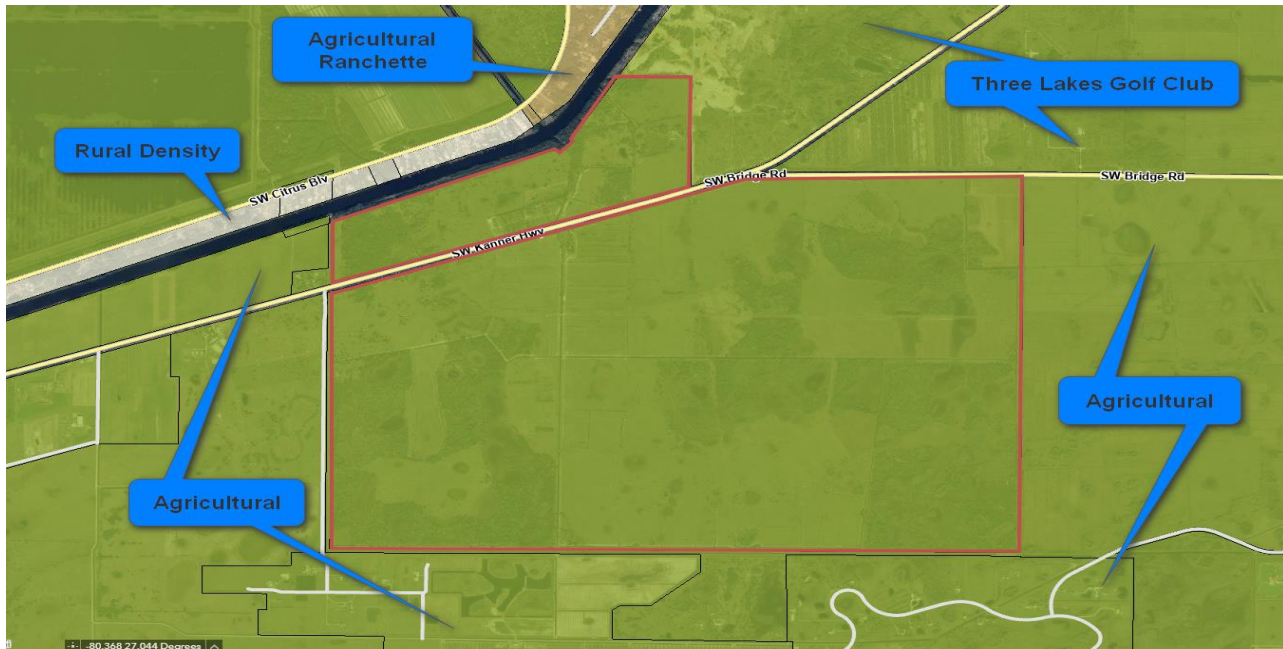


Figure 4, Existing FLUM with the subject property highlighted in red



Figure 5, Proposed FLUM with subject property highlighted in red

2.4 Consistency with the Comprehensive Growth Management Plan

The following text describing the Agricultural future land use designation is from Policy 4.13A.1 of the Comprehensive Growth Management Plan. The Agricultural future land use designation covers thousands of acres of western Martin County extending from the Primary and Secondary Urban Service Districts to Lake Okeechobee. It permits the most intense forms of agricultural

production, residential dwellings at a density of one dwelling unit per 20 acres on 20 acre lots and congregate housing for farm workers. The agriculture zoning districts in Article 3, Land Development Regulations provide definitive policy regarding development options.

Policy 4.13A.1. Intent of agricultural designation. The FLUM identifies those lands in Martin County that are allocated for agricultural development. This designation is intended to protect and preserve agricultural soils for agriculturally related uses, realizing that production of food and commodities is an essential industry and basic to the County's economic diversity. Most agricultural lands are far removed from urban service districts and cannot be converted to urban use without substantial increases in the cost of providing, maintaining and operating dispersed services. The allocation of agricultural land is furthered by Goal 4.12.

The further intent of the Agricultural designation is to protect agricultural land from encroachment by urban or even low-density residential development. Such development affects the natural environment and may cause adverse impacts such as erosion, run-off, sedimentation and flood damage, all of which reduce the land's agricultural productivity. Residential development in the Agricultural future land use designation is restricted to one single-family residence per gross 20-acre tract. To further avoid activities that adversely affect agricultural productivity on such lands on the FLUM, development shall not be permitted that divides landholdings into lots, parcels or other units of less than 20 gross acres. Acreage may be split for bona fide agricultural uses into parcels no smaller than 20 gross acres. Subdivisions containing residential dwellings must be platted, provide for all necessary services and maintain a minimum of 50 percent open space. Wetlands and landlocked water bodies may be used in calculating open space as long as at least 40 percent of the upland property consists of open space. Buildings in Agricultural developments shall be no more than 40 feet in height. Subdivisions containing residential dwellings at a density greater than one single-family dwelling unit per 20 gross acre lot shall not be allowed.

In agriculturally designated lands, the Agriculture zoning districts shall provide definitive policy regarding development options. All such provisions in agricultural zoning districts shall be consistent with the CGMP. Limited residential and other uses are permitted where they are directly related to and supportive of agriculture or would not jeopardize the integrity of the agricultural purpose of the district.

(1) Congregate housing for farm workers. Farm worker housing shall be considered an agricultural activity and shall only be permitted as part of bona fide agricultural activity, consistent with Policies 4.12A.4. through 7. Agricultural zoning shall include farmworker housing as a permitted use, implementing this provision.

Rural Lifestyle

Applicants with a minimum 1,000 acres adjacent to an urban service district may seek an amendment to the Future Land Use Map. However, those applications require a choice:

- Seek a density of one unit per twenty acres or less on the 1,000 acres and comply with the requirements of the Rural Lifestyle future land use and all other requirements of the Plan; or
- Seek a density between one unit per twenty acres and a maximum of one unit per five acres and encumber additional land under some form of easement that removes the density (one acre for every two acres of Rural Lifestyle land must be so encumbered). All other requirements of the Rural Lifestyle future land use and Plan remain applicable.

This proposed Future Land Use Map amendment is dependent on CPA 22-06, which would allow the Rural Lifestyle future land use to be assigned to property comprised of a minimum of 3,000 contiguous acres a maximum of 6,000 feet from the Primary Urban Service District or a Freestanding Urban Service District. Density would be limited to a maximum of one unit per 20 acres on parcels of 3,000 contiguous acres. Please see Figure 6 showing the subject site and a hatched area 6,000 feet around a Free Standing Urban Service District.

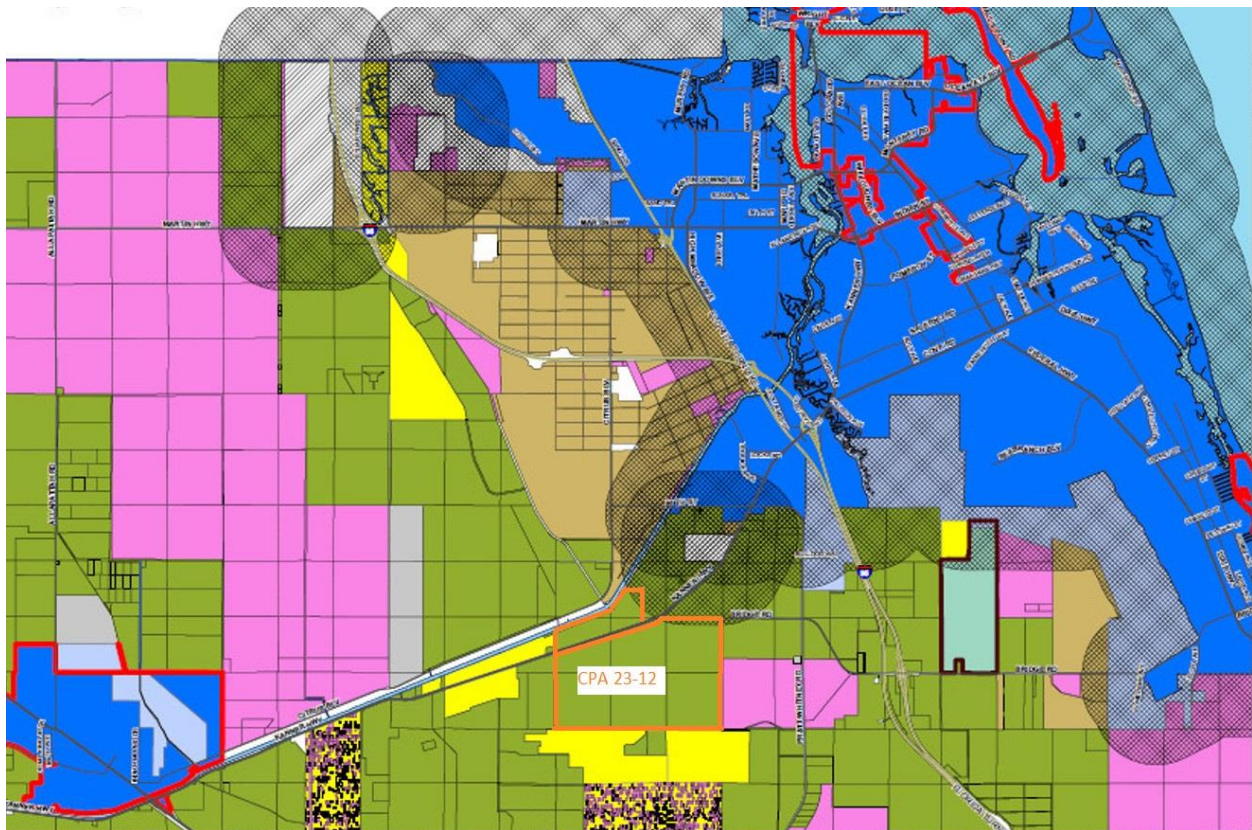


Figure 6, Agricultural Land in Private Ownership

The subject site exceeds the minimum 3,000 acres and is approximately 6,000 feet from a Freestanding Urban Service District approved for Industrial development. Pursuant to the text proposed in CPA 22-06, the maximum density on the subject site would be one unit per 20 acres. Please see the staff report for CPA 22-06, Calusa Creek Ranch Text amendment.

Conversion of Land

Since the subject property is currently designated as Agricultural, the standards mentioned in Policy 4.13A.1.(2) must be considered. However, the Rural Lifestyle future land use does not represent a conversion to an urban designation. The following is an excerpt from Policy 4.13A.1.(2), CGMP, Martin County, Fla. (2019):

(2) Conversion of land designated Agricultural on the FLUM. Agriculturally designated land may be redesignated only by an amendment to the FLUM. The intent of this section aims to permit such an amendment upon a finding by the Board of County Commissioners that the applicant has demonstrated:

(a) The proposed development shall not adversely impact the hydrology of the area or the productive capacity of adjacent farmlands not included in the amendment application in any other manner;

The application materials respond to criterion (a) with the following: “This request will facilitate a master planned development of the Subject Property with a strong focus on restoring the natural hydrology of the site by remediating wetlands, raising the water table, and improving water quality through pre-treatment before reaching downstream waters.” The response goes on to say “The proposed development of the Subject Property will include continued operation of managed pasture lands for cattle grazing on a portion of the property as well as agricultural lands for food production.”

(b) The proposed land conversion is a logical and timely extension of a more intense land use designation in a nearby area, considering existing and anticipated land use development patterns; consistency with the goals and objectives of the CGMP; and availability of supportive services, including improved roads, recreation amenities, adequate school capacity, satisfactory allocations of water and wastewater facilities, and other needed supportive facilities. Such findings shall be based on soil potential analysis and agricultural site assessment.

The applicant response to criterion (b) includes the following:

“With respect to the soil potential for agricultural production, the dominant upland soil throughout the site is a variety of sandy soils. According to the USDA, such sandy soils have low natural fertility and limited capacity for crop cultivation. However, these soil types are capable of supporting improved pasture grasses which has been the predominant agriculture use on the site over the years. A significant area of the site will be maintained as pasturelands under the Rural Lifestyle FLU designation to allow for regular rotation of the cattle between pastures to prevent overgrazing.”

Staff Analysis of Policy 4.13A.1.(2):

The site has access to the C-44 Canal (aka Okeechobee waterway) for irrigation water. This has the potential to minimize ground water withdrawn for irrigating turf grass. The Rural Lifestyle future land use designation requires enhanced water quality above minimum requirements in the Martin County Land Development Regulations through retention, detention and on-site irrigation prior to discharge to receiving waters. The use of retention and detention should not adversely impact the hydrology of the area and may improve the hydrology.

The Rural Lifestyle future land use designation does not involve a conversion to urban development as described in criterion (b). The Rural Lifestyle future land use designation, as proposed, would have the same density as the surrounding lands. The golf course development permitted by the proposed designation may be considered “a timely extension” of the existing land use designation in the near-by area. The Rolling Sands Golf Course and the Three Lakes Golf Course can be considered both “existing and anticipated land use development patterns that are consistent with the surrounding Agricultural future land use.

2.5. Capital Facilities Impact (i.e. Concurrency Management)

Policy 4.1B.2. of the Future Land Use Element states: “All requests for amendments to the FLUMs shall include a general analysis of (1) the availability and adequacy of public facilities and (2) the level of services required for public facilities in the proposed land uses. This analysis shall address, at a minimum, the availability of category A and category C service facilities as defined in the Capital Improvements Element. No amendment shall be approved unless present or planned public facilities and services will be capable of meeting the adopted LOS standards of this Plan for the proposed land uses. The Capital Improvements Element, or other relevant plan provisions, and the FLUMs may be amended concurrently to satisfy this criterion. The intent of this provision is to ensure that the elements of the CGMP remain internally consistent.”

2.5.1. Mandatory Facilities

2.5.1.1. Water/Sewer Facilities

The site will, potentially, be served by Martin County Utilities. Please see attached memorandum from the Martin County Utilities Department. The application materials include the Water and Sewer Availability Worksheet.

2.5.1.2. Drainage Facilities

Level of Service for drainage facilities is listed below. Compliance with the following levels of service requirements must be evaluated with the submittal of a site plan. The developed site must comply with the following policies.

Policy 14.1A.2.(2) County water management systems:

Level of Service

Major Drainage Ways (over one square mile) - 8.5" in a 24-hour period (25 year/24-hour design storm)

Underground Facilities Utilizing Storm Sewers - 6" in a 24-hour period (5 year/24-hour design storm)

All Other Facilities - 7" in a 24-hour period (10-year/24-hour design storm)

Finished Floor Elevation - 100-year/3-day storm

(a) Building floors shall be at or above the 100-year flood elevations, as determined from the most appropriate information, including Federal Flood Insurance Rate Maps. Both tidal flooding and the 100-year, 3-day storm event shall be considered in determining elevations. Lower floor elevations will be considered for agricultural buildings and boat storage facilities that are nonresidential and not routinely accessed by the public.

(b) All project sites shall control the timing of discharges to preclude any off-site impact for any storm event. The peak discharge rate shall not exceed the predevelopment discharge rate for the 25-year frequency, 3-day duration storm event.

The minimum roadway flood protection design storm shall be the 10-year frequency, 24-

hour duration storm event unless the roadway is classified as a scenic corridor, in which case the flood protection design storm will consider maintaining the character of the roadway.

2.5.1.3. Transportation

Policy 5.2A.1, states: “Establish a base level of service. The LOS standard for all roadways in unincorporated Martin County is LOS D in the peak hour/peak direction. Standards for the State Highway System are guided by FDOT's latest 'LOS Policy'. The methodology for determining roadway facilities' level of service shall adhere to the methodologies identified in the latest FDOT's Q/LOS Handbook.”

The proposed density is the same as the existing density of the Agricultural future land use designation. Please see attached memorandum from the Public Works Department.

2.5.1.4 Solid Waste Facilities

The proposed Future Land Use designation does not exceed the level of service (LOS) criteria for solid waste facilities. The required LOS in Martin County is 1.06 tons of capacity per weighted population. The weighted average population (the average of seasonal and full-time residents) countywide in Fiscal year 2023 is 175,354 persons. In fiscal year 2023, there are 263,031 tons of available capacity or 1.50 tons per weighted person. A change from Agricultural to Rural Lifestyle will not reduce the level of service below capacity. The proposed density is the same as the existing density of the Agricultural future land use designation.

2.5.1.5. Parks/Recreation Facilities

Parks and recreation facilities are calculated on a countywide basis. The county has a total population in Fiscal Year 2023 of 160,533 persons. There are currently 844 acres of active parkland available in the County. The 2023 Capital Improvements Plan provides the following LOS analysis for services. The proposed change will not reduce active parks and recreation level of service below capacity. The proposed density is the same as the existing density of the Agricultural future land use designation.

	REQUIRED LOS	PROVIDED	CURRENT LOS
ACTIVE PARKLAND	3 acres per 1,000 residents	844 acres	5.26 acres per 1,000 residents
BEACH FACILITIES	9 parking spaces per 1,000 residents	1,350 spaces	8.4 spaces per 1,000 residents

2.5.1.6. Fire/Public Safety/EMS

The following table shows the levels of service adopted in Chapter 14, Capital Improvements. Level of Service Area: Unincorporated Martin County. The analysis is based upon a 2023 (weighted average) population in unincorporated Martin County of 146,845 persons. The proposed future land use change will not diminish the level of service below capacity. The proposed density is the same as the existing density of the Agricultural future land use designation.

	Travel time	Areas of Martin County	Required LOS Percent of time	Current LOS Percent of time
Advanced life support	8 minutes	Urban	90	98
Advanced life support	20 minutes	Rural	90	98
Basic life support	6 minutes	Urban	90	98
Basic life support	15 minutes	Rural	90	98
Fire response	6 minutes	Urban	90	98
Fire response	15 minutes	Rural	90	98

2.5.1.7. Schools

The LOS for public school facilities is established by CGMP Policy 17.1A.1. Pursuant to CGMP Policy 17.1B.1, final site plans that include residential units can be approved by the County “only after receipt of a School Concurrency Report from the School District stating that adequate capacity exists for the anticipated students.”

The proposed density is the same as the existing density of the Agricultural future land use designation. At a future date, during the final site plan review process, the County must coordinate with the School Board of Martin County for a LOS analysis as provided for under Section 17.7. CGMP.

2.5.2. Non-Mandatory Facilities

2.5.2.1. Libraries

Library level of service is calculated on a countywide basis and has a goal of 0.60 gross square feet of library space for each resident. Two volumes of reading material are also planned for each weighted resident. The Fiscal Year 2023 Capital Improvement Plan shows the current LOS is 0.6 square feet per resident and 1.82 volumes per weighted resident. There is currently a deficit in volumes per weighted resident. The proposed future land use change will not impact the Library level of services because the proposed density is the same as the existing density of the Agricultural future land use designation.

3. FIGURES/ATTACHMENTS

- Figure 1, Location Map
- Figure 2, Active Plan Amendment Location Map
- Figure 3, Soils Map
- Figure 4, Existing Future Land Use Map
- Figure 5, Proposed Future Land Use Map
- Figure 6, Agricultural Land in Private Ownership
- Memo from Utilities Department
- Memo from Public Works Department
- Application Materials