

PROPOSED AMENDMENT TO THE MARTIN COUNTY COMPREHENSIVE GROWTH MANAGEMENT PLAN

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REQUEST NUMBER: CPA 21-12, Waterside FLUM

Report Issuance Date: August 25, 2025

APPLICANT: Kanner/96th St. Investments LLC / South Florida Gateway Industrial, LLC
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PUBLIC HEARINGS:

Local Planning Agency:	October 2, 2025
Board of County Commission Transmittal:	November 4, 2025
Board of County Commission Adoption:	TBD

SITE LOCATION: The parcel is located west of Southwest (SW) Kanner Highway and south of SW 96th Street, and immediately north and west of the South Florida Gateway PUD.

APPLICANT REQUEST:

This is an application to amend the Future Land Use Map (FLUM), an exhibit to the Comprehensive Growth Management Plan, from Agricultural (allowing one unit per 20 acres) to Low Density Residential (allowing five units per acre) on approximately 396.81 acres.

A separate application has been submitted (CPA 21-11) to expand the Primary Urban Service District (PUSD) and make other text amendments concurrent with the FLUM amendment considered in this report. CPA 21-11 is the subject of a separate staff report and shall be considered separately.

STAFF RECOMMENDATION:

Staff recommends denial of the proposed Future Land Use Map amendment for the reasons outlined in this report.

EXECUTIVE SUMMARY:

The applicant seeks to change agricultural land to residential land with a substantial density increase on the edge of an urban area containing other residential and commercial uses. The change from agricultural to residential use will also be adjacent to active industrial lands where construction and improvements are ongoing. The applicant has submitted a concurrent Comprehensive Plan text amendment, CPA 21-11 Waterside Text, that, in addition to a proposed expansion of the Primary Urban Service District to accommodate the subject site, would limit the number of residential units to 1,050. A comparison between maximum potential units allotted under each future land use designation and the maximum units permitted by the accompanying text amendment (CPA 21-11) is shown in Table 1 below.

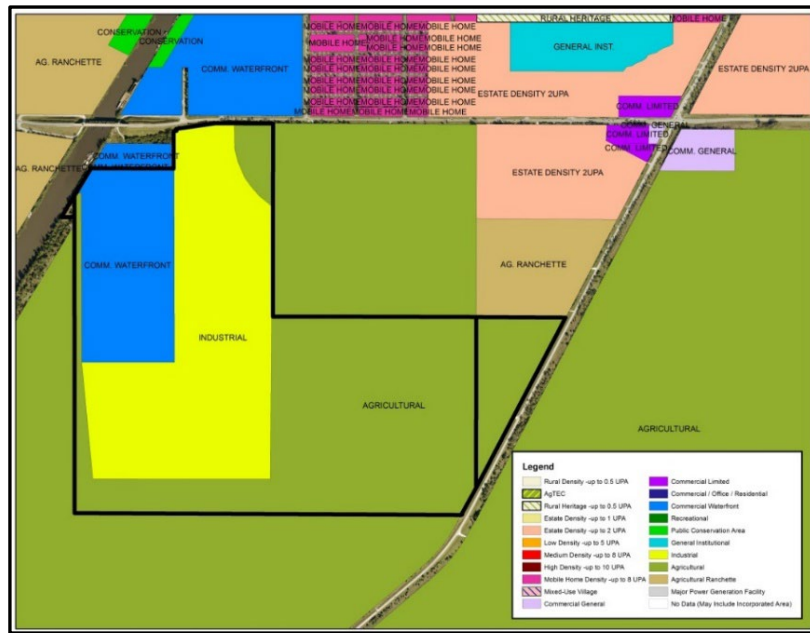
Table 1. Future Land Use Designations (Existing vs. Proposed) and Total Units

Future Land Use	Project Acreage	Density	Potential Units	Proposed Maximum Units CPA 21-11
Agricultural	396.81	1 unit / 20 ac	19	-
Low Density Residential	396.81	5 units / 1 ac	1,984	1,050 = 2.7 units per acre

BACKGROUND:

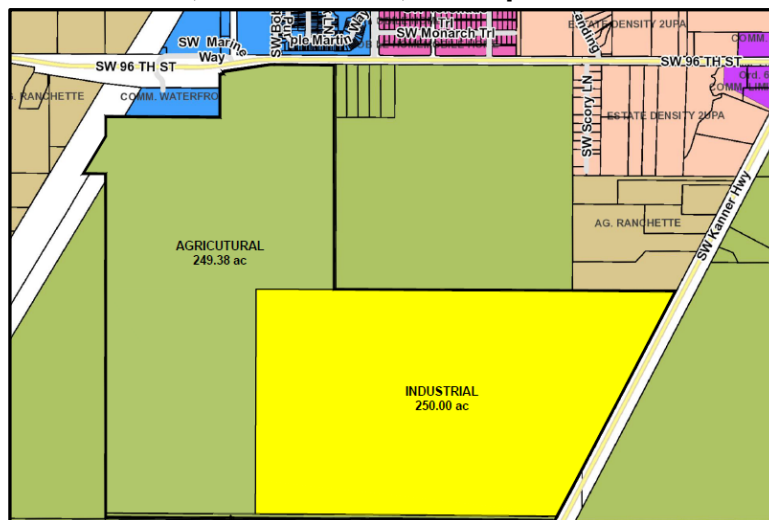
In 2010, a Future Land Use Map amendment, CPA 10-19 7th Edition, was approved to change 249 acres from Agricultural to Industrial and Marine Waterfront Commercial on the south side of SW 96th Street and accessing the Okeechobee Waterway. A concurrent text amendment expanded the Primary Urban Service District (PUSD) to include the property shown in blue and yellow in Figure 1 below.

Figure 1 – CPA 10-19 7th Edition, Excerpt of the Future Land Use Map.



In 2019, an application was approved through CPA 19-06 Neill Parcels that swapped the 250 acres of Waterfront Commercial and Industrial land shown in Figure 1 with 250 acres of Industrial land shown in Figure 2 below. There was a no net acreage change between the urban land and agricultural land shown in Figure 1 above and Figure 2 below. A concurrent text amendment prohibited any industrial traffic from accessing SW 96th Street and required all vehicular trips for the industrial property to utilize SW Kanner Hwy, where the major arterial road had recently been widened.

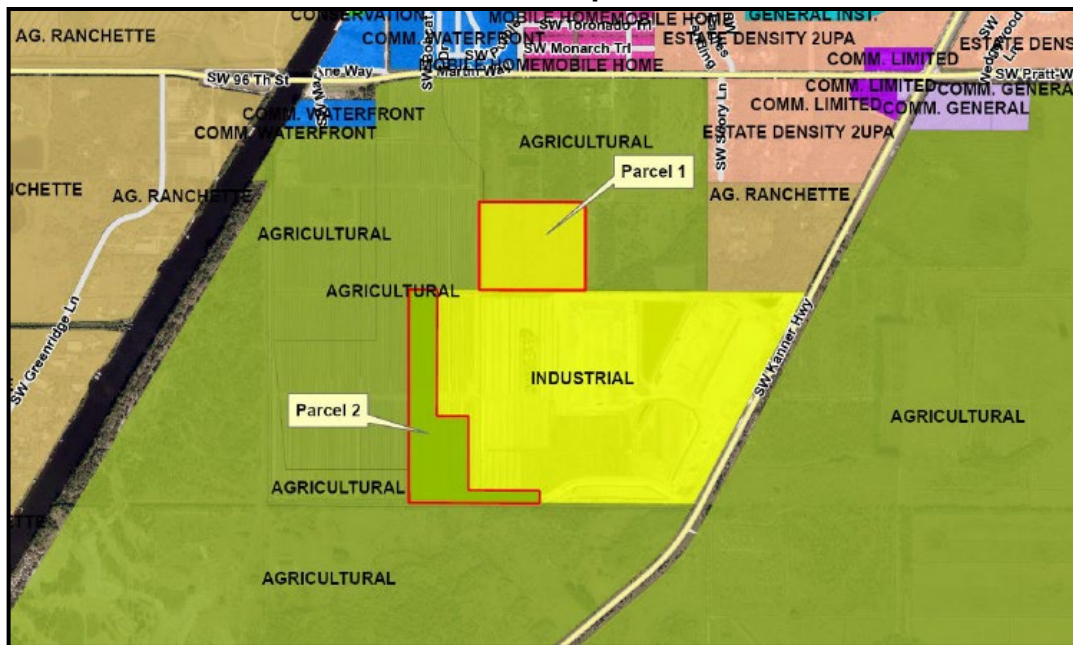
Figure 2 – CPA 19-06, Neill Parcels, Excerpt of Future Land Use Map.



There were further amendments to the Future Land Use Map to swap industrial land and agricultural land between these two properties that were approved in 2023 via CPA 22-12 and CPA 23-14. These changes represent the most up-to-date land use designations for the adjacent land that has an Industrial future land use designation and the agricultural

land that is the subject of this proposed Future Land Use amendment. Please see Figure 3 below.

Figure 3 – Parcels 1 and 2 as amended in CPA 22-12 and CPA 23-14, Future Land Use Map



The following aerial photo shows the hatching that identifies a Freestanding Urban Service District that permits urban services outside the Primary Urban Service District but only for land with an Industrial future land use designation.

Figure 4 – South Florida Gateway Freestanding Urban Service District.



The future land use changes considered in this report are depicted in the following Figures 5, 6 and 7. It appears that the acreages and boundaries have been revised in the application materials to be consistent with other recent Future Land Use Map amendments that expanded some areas and contracted other areas of the adjacent industrial lands. However, there appear to be some discrepancies with the sketch & legal description submitted by the applicant for the subject property that likely do not account for Right-of-Way (ROW) dedication for SW Waterside Way, or a drainage easement along the south property boundary. This mapping discrepancy is depicted in a screenshot below of the sketch & legal description submitted by the applicant dated January 10, 2024. Any property boundary discrepancies will need to be corrected by the applicant to avoid any future mapping discrepancies.

Caption: Excerpt of a sketch & legal description of the subject property that shows the southern boundary of the property line. The red circled area of the sketch & legal description likely shows a discrepancy in property boundaries since part of this area was dedicated to Martin County as ROW.

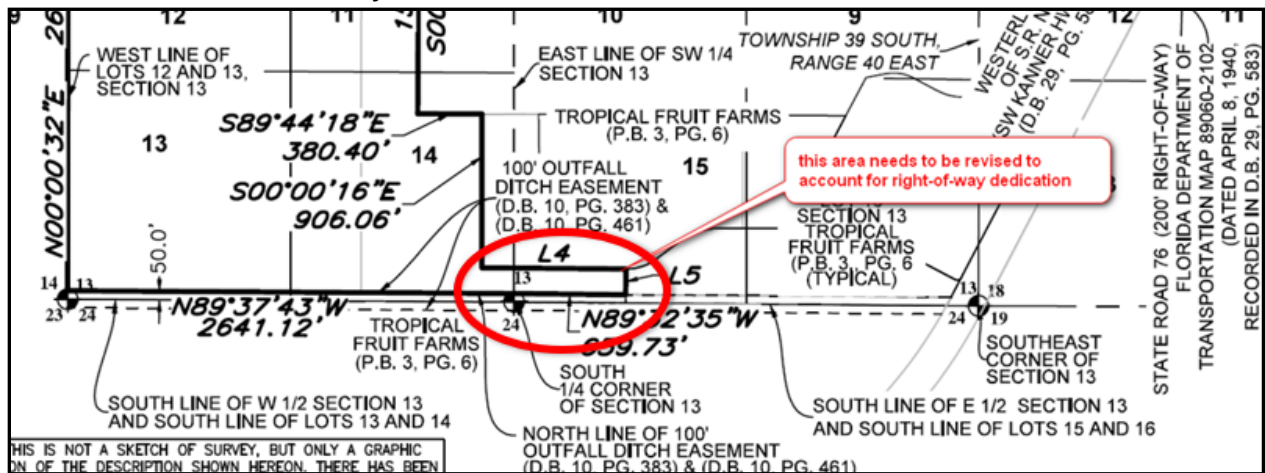


Figure 5 – Aerial photograph of subject site (outlined in red).

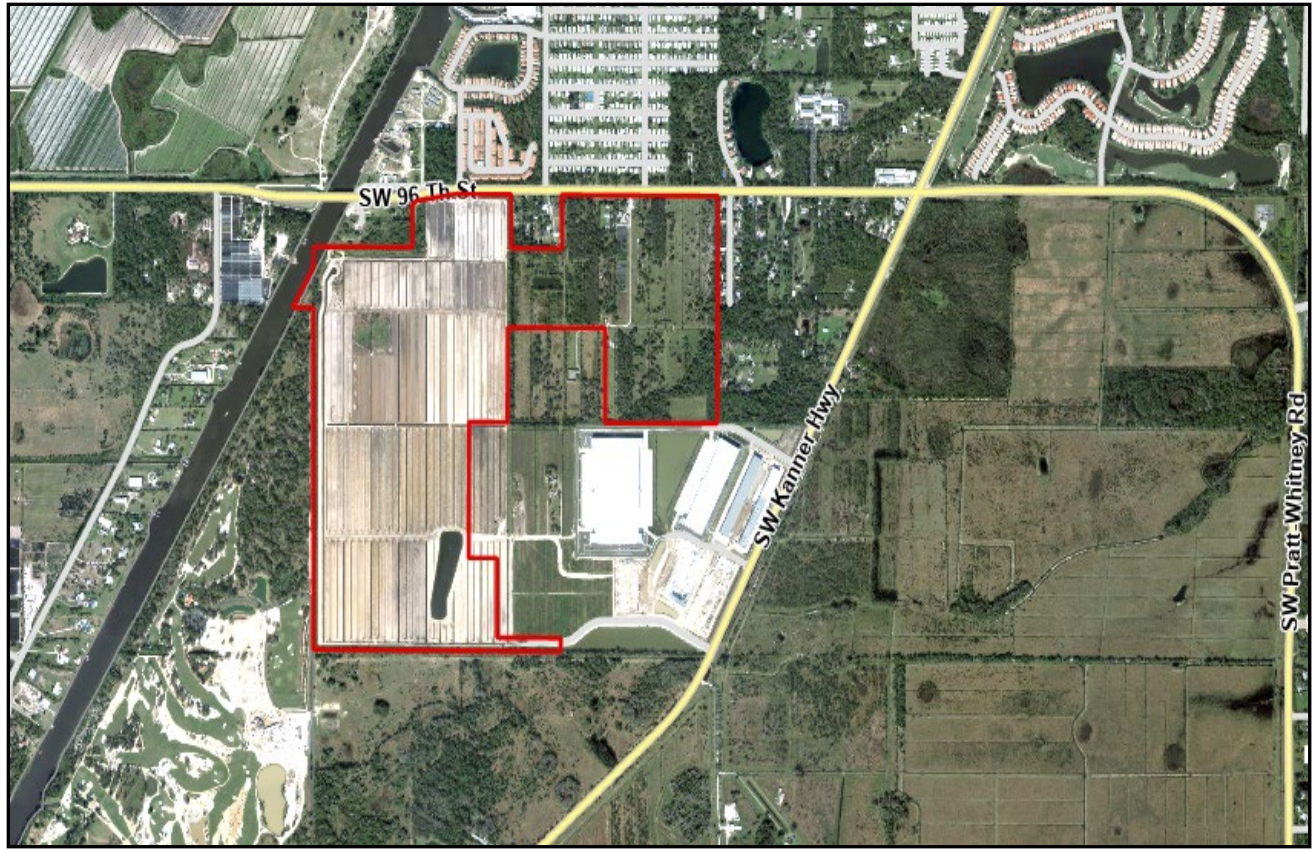


Figure 6 – Existing Martin County FLUM with subject property outlined in red (excerpt from application materials).

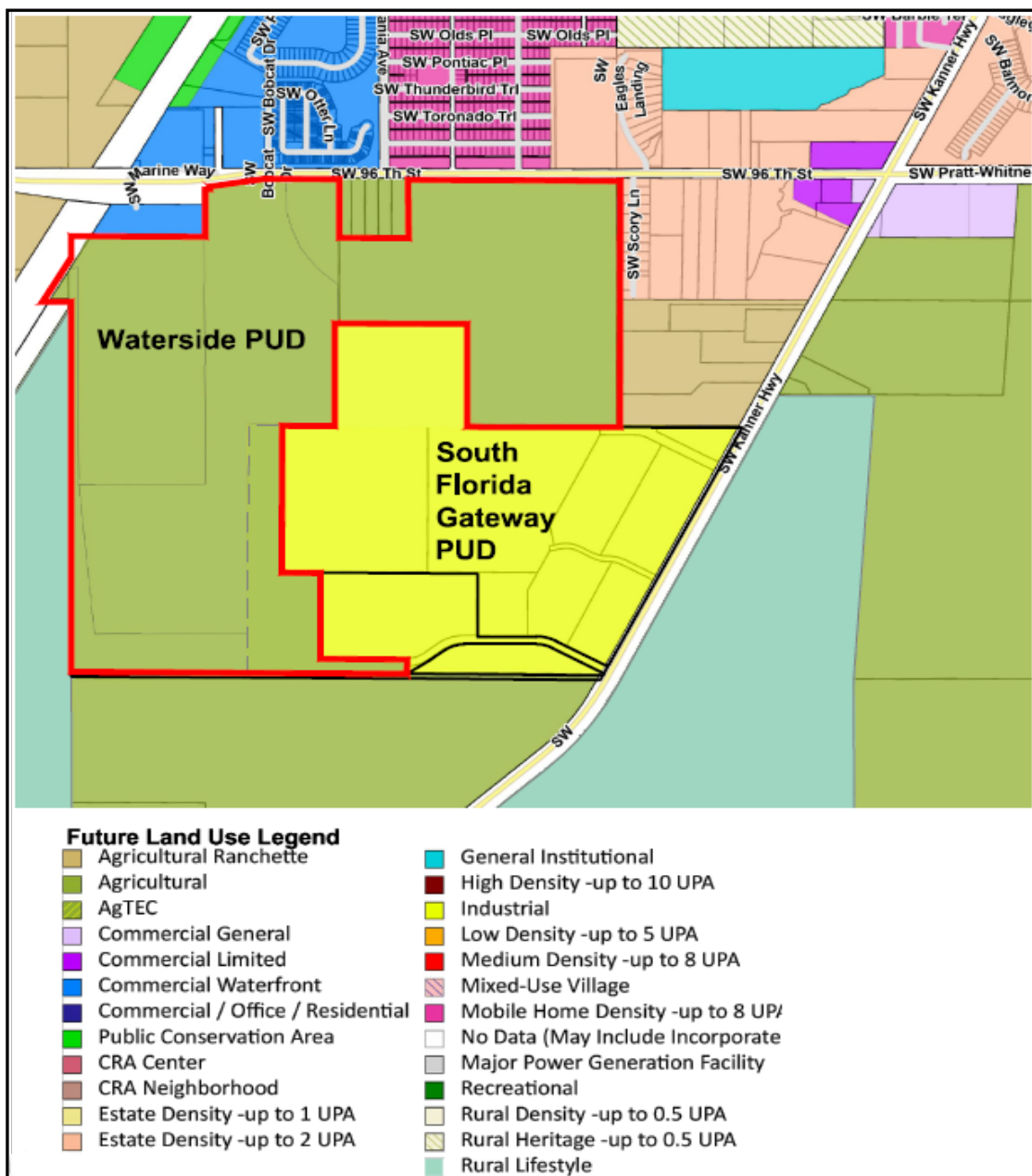
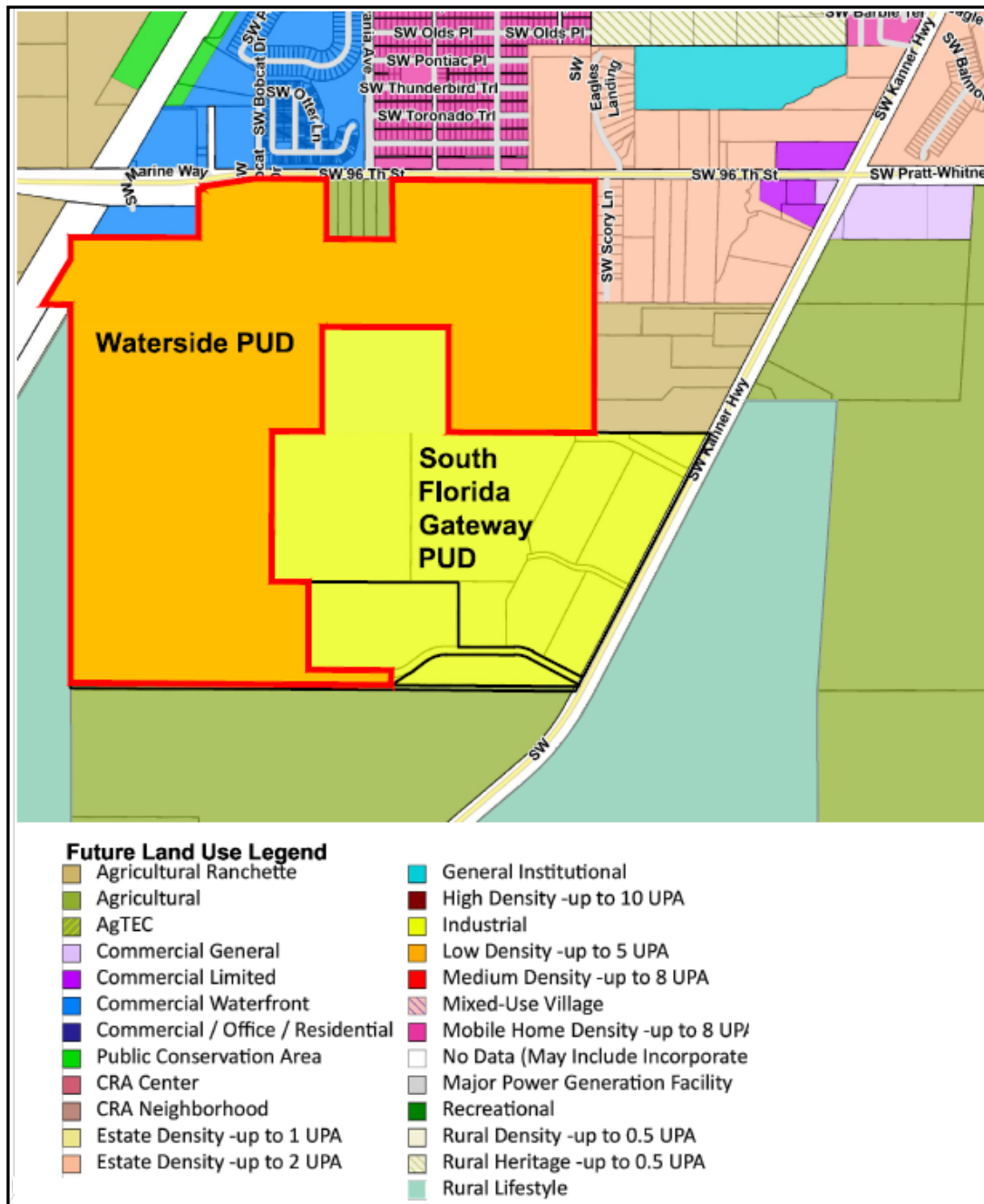


Figure 7 – Proposed Martin County FLUM with subject site outlined in red (excerpt from application materials).



SECTION 1. PROJECT/SITE SUMMARY

1.1. Physical/Site Summary

The subject parcel is located south of SW 96th Street between the St. Lucie canal and SW Kanner Highway.

The parcel is within the following:

Planning District: Mid County

Adjacent Planning District: South County and Indiantown/West

Commission District: District 3

Taxing District: District 3 Municipal Service Taxing Unit

1.2 Major Roadways

SW 96th Street, is a minor arterial and SW Kanner Hwy. is a major arterial.

1.3. Past Requests for Changes to Future Land Use Map

In addition to the amendments described in the Background section of this report, the following Future Land Use Map amendments have occurred in the larger area.

- CPA 05-11, Klein, Ordinance 680 adopted a change from Commercial Office/Residential to Limited Commercial on 1.75 acres located on the southwest corner of the intersection of CR 76A (SW 96th Street) and SR 76 (Kanner Hwy.).
- CPA 10-19, 7th Edition, 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.
- CPA 10-23 Atlantic Ridge (State Park). Ordinance 887 adopted a change from Low Density Residential, Residential Estate Density, Rural Density and Agricultural Ranchette to Institutional Recreational and Conservation on 5,747 acres. Concurrently, Ordinance 888 adopted text changes creating a sub-area policy on the same 5,747 acres regarding recreation activities on Florida State Park land. These amendments did not increase demands on public facility levels of service and did not require extending services outside the existing PUSD.
- CPA 19-6 KL Waterside LLC, Ordinance 1153 adopted a change of 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. This amendment included the same land described in CPA 10-19, 7th Edition. ±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
- 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.
- CPA 19-22, Publix Supermarket, Ordinance 1129 adopted a change from Agricultural to General Commercial on six acres and Ordinance 1128 adopted a companion text amendment expanding the PUSD.
- CPA 21-09 Becker B14 FLUM. Ordinance 1186 adopted a change from Agricultural to a new future land use designation, Rural Lifestyle on ± 1493.91 acres.

- CPA 22-11, Three Lakes Golf Club LLC FLUM, Ordinance 1219 adopted a change from Agricultural to Rural Lifestyle on 1,216 acres.
- CPA 22-12, South Florida Gateway Parcel 1 PUD, Ordinance 1210 adopted a change from Agricultural to Industrial on 32.26 acres.
- CPA 23-12, The Ranch PUD, Ordinance 1223, amended a change from Agricultural to Rural Lifestyle on 3,902 acres.
- CPA 23-14, South Florida Gateway Parcel 2 PUD, Ordinance 1208 adopted a change from Agricultural to Industrial on 32.26 acres. CPA 22-12 and 23-14 were a swap that relocated Industrial and Agricultural acreage. These amendments involved additional changes to the land described in CPA 19-6, KL Waterside. LLC.

1.4. Adjacent Future Land Use

North: Commercial Waterfront, Agricultural, Mobile Home, Residential Estate Density 2 UPA

South: Agricultural

East: Residential Estate Density 2 UPA, Agricultural Ranchette, Industrial

West: Rural Lifestyle, St. Lucie canal

1.5. Environmental Considerations

1.5.1. Wetlands, soils and hydrology

#36, Arents, 0 to 2 percent slopes. This nearly level soil is somewhat poorly drained to moderately well drained. It consists of fill material that was excavated and spread over the surface of wet mineral soils, then smoothed to suit the desired use. The mixed fill material was spread to a depth of about 20 to 50 inches. Generally, areas are irregular in shape and range from about 5 to 50 acres. The common profile of this soil includes a surface layer of light brownish gray fine sand about 30 inches thick. Below, is a natural undisturbed soil in which the upper 6 inches is black, mucky fine sand. Below the undisturbed soil to a depth of approximately 36 inches is dark grayish brown fine sand with pockets of dark gray fine sand to a depth of 60 inches or more. The water table is below a depth of 30 inches during most of the year. This soil type is generally not used for cropland since it consists of mixed soil material used to fill low areas to make them suitable for building sites or other urban uses.

#20 Riviera fine sand. This nearly level soil is poorly drained. Under natural conditions this soil has severe limitations for cultivated crops because of wetness. However, if good water control systems remove excess surface water and provides for subsurface irrigation in dry seasons, this soil is suitable for vegetable crops. This soil is well suited to pasture and hay crops.

#66 Holopaw fine sand. This nearly level soil is poorly drained. Under natural conditions this soil has severe limitations for cultivated crops because of wetness and other soil factors. However, if good water control systems remove excess surface water and provides for subsurface irrigation in dry seasons, this soil is suitable for cultivated crops. Improved pasture is well suited to this soil.

[illegible]

	WULFERT AND DURBIN MUCK, TIDAL		PLACID AND BASINGER FINE SAND, DEPRESSIONAL		HOLOPAW FINE SAND
	WINDER SAND, DEPRESSIONAL		PINELLAS FINE SAND		HOBE FINE SAND, 0-5% SLOPES
	WAVELAND AND LAWNWOOD FINE SAND, DEPRESSIC		PINEDA AND RIVIERA FINE SAND		HALLANDALE SAND
	WAVELAND AND IMMOKALEE FINE SAND		PAOLA AND ST LUCIE SAND, 8-20% SLOPES		GATOR AND TEQUESTA MUCK
	WABASSO SAND		PAOLA AND ST LUCIE SAND, 0 - 8% SLOPES		FLORIDANA FINE SAND, DEPRESSIONAL
	WABASSO AND OLDSMAR FINE SAND, DEPRESSIONAL		PALM BEACH-BEACHES COMPLEX, 0-8% SLOPES		DUETTE FINE SAND
	URBAN LAND		OLDSMAR FINE SAND		CHOBEE LOAMY SAND, DEPRESSIONAL
	UDORTHERENTS, 0-35% SLOPES		OKEELANTA MUCK		CANOVA MUCK
	ST LUCIE-PAOLA-URBAN LAND COMPLEX, 0-8% SLOP		NETTLES SAND		CANAVERAL SAND, 0-5% SLOPES
	SANIBEL MUCK		MALABAR FINE SAND, HIGH		BOCA FINE SAND
	SAMSULA MUCK		LAWNWOOD AND MYAKKA FINE SAND		BESSIE MUCK
	SALERNO SAND		KESSON SAND, TIDAL		BASINGER FINE SAND
	RIVIERA FINE SAND, DEPRESSIONAL		JUPITER SAND		ARENTS, ORGANIC SUBSTRATUM, 0-5% SLOPES
	POMELLO SAND, 0-5% SLOPES		JONATHAN SAND, 0-5% SLOPES		ARENTS, 0-2% SLOPES
			HONTOON MUCK		ARCHBOLD SAND

1.5.2. Wellfield protection

The following is a description of the presence of existing wellfields proximate to the site and applicable wellfield protection measures.

The northern portion of the subject site is in proximity to existing wellfields on the north side of SW 96th Street. Any future site plan will be evaluated for wellfield requirements during the County's Development Review process. Please see the attached memorandum from the Utilities Department.

1.6. Adjacent Existing Uses

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

NORTH:

- Residential. The Property Appraiser classifies these properties as 0100 - 0100 Single Family. There are five lots ranging in size from 1.85 acres to 2.27 acres on the south side of SW 96th Street. All five lots have an Agricultural future land use designation.
- Mobile Home Park. The Property Appraiser classifies it as 0200 - 0200 Mobile/Modular/Manufactured Home – The property is commonly known as St. Lucie Falls and River Forest.
- Townhomes. The Property Appraiser classifies it as 0130 - 0130 Townhomes - 2 Story Attached. The property is commonly known as River Marina.
- Outdoor Storage. The Property Appraiser classifies it as 4900 - 4900 Open Storage Junk Yard. This property is adjacent to the St. Lucie Canal.

SOUTH:

- Agricultural. The Property Appraiser classifies it as 6300 - 6300 GrazLD Soil Cpcty CL II. The site sits between the property described in this staff report and the Three Lakes Golf Club.

EAST:

- Residential. The Property Appraiser classifies the lots on SW Scory Lane as 0200 - 0200 Mobile/Modular/Manufactured Home.
- Miscellaneous Agriculture. The Property Appraiser classifies it as 6900 - 6900 Ornamentals Misc agric.
- Vacant Residential. The Property Appraiser classifies it as 0000 - 0000 Vacant Residential.
- Residential. The Property Appraiser classifies it as 0100 - 0100 Single Family.
- The Property Appraiser classifies it as 0803 - 0803 Triplx Income Producing.

- County Operations. The Property Appraiser classifies it as 8600 - 8600 Cnty other than prev cvrd.
- Industrial. The Property Appraiser classifies it as 4800 - 4800 Warehse distribution term.
- The Property Appraiser classifies it as 9901 - 9901 ImprovedACNoClassed ag.
- The Property Appraiser classifies it as 5200 - 5200 Cropland Soil Cpcty CL II.
- The Property Appraiser classifies it as 9599 - 9599 ComAssnNoValRivrLakesCom.

WEST:

- St. Lucie Canal and land commonly known as the Three Lakes Golf Club. The Property Appraiser classifies the Three Lakes property as 3800 - 3800 Golf Course/Driving Range.

SECTION 2. ANALYSIS

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

In evaluating each Future Land Use Map amendment request or a text amendment request which changes an allowable use of land for a specific parcel, 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.

(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

The most substantial future land use changes in the area occurred when approximately 250 acres of Commercial Waterfront and Industrial land were designated along the St. Lucie Canal and later swapped with Agricultural land to create a Freestanding Urban Service District for industrial development along SW Kanner Hwy. These amendments were intended to create jobs and the Freestanding Urban Service District included a companion text amendment prohibiting residential development within the industrial properties and prohibited any industrial traffic from connecting to or utilizing SW 96th St. The industrial development within the Freestanding Urban Service District instead utilizes SW Kanner Hwy, which was widened to four lanes in this area.

CPA 19-22, Publix Supermarket was a small change from Agricultural to General Commercial intended to minimize or prevent impacts to wetlands on the existing

General Commercial acreage at the intersection of SW 96th St. and SW Kanner Hwy. This amendment did not change the character of the area. Development that results from this amendment will serve the existing residential areas and utilize the recent widening of SW Kanner Hwy.

A residential future land use change in the area was CPA 19-19 Pulte at Christ Fellowship. That amendment changed 321 acres from Rural Density (one unit per two acres) to Residential Estate Density (one unit per acre) within the existing Secondary Urban Service District east of SW Pratt Whitney Rd. and north of SW Bulldog Way. It increased the number of potential units from 160 to 321. It did not require an expansion of any urban service district and utilized existing public services available in the Secondary Urban Service District.

In contrast with the future land use changes described above, the proposed amendment increases the potential number of residential units permitted from 19 units (permitted with the Agricultural future land use) to 1,984 units (permitted with the Low Density Residential future land use) and requires an expansion of urban facilities and the Primary Urban Service District. Future land use changes and the provision of urban services have changed in the area from what was planned in decades past. But, residential future land use map amendments of this size and intensity have not been made in this general area.

Even with a concurrent text amendment limiting development to a maximum of 1,050 units, substantially more public facilities and services appear necessary to support an additional 1,050 potential residential units that will access SW 96th St and SW Kanner Highway. Adequate public facilities are not presently available. Please see Sections 2.5.1 and 2.5.3 of this report. The applicant must commit to funding capacity improvements for the full range of urban public facilities and services that are sufficient to support the proposed future land use designation. This criterion has not been 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

Infill development of vacant land has occurred in St. Lucie Falls, River Forest, River Marina, The Florida Club and the 321 acres known as Pulte at Christ Fellowship. Urban services are provided to these areas. Crystal Lake Elementary (on the north side of SW 96th St.) and some commercial development at the intersection of SW 96th St. and SW Kanner Hwy, in addition to the widening of SW Kanner Hwy, have altered the character of the area from the establishment of the 1982 Comprehensive Plan and Future Land Use Map. Industrial development of a 250-acre Freestanding Urban Service District along SW Kanner Hwy. has also changed the character of the area. This criterion has been met.

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

The assigned Agricultural future land use designation is not “inappropriate” since the property has been used for agricultural crops for decades and is adjacent to agriculturally designated land to the east and south. The proposed change does not correct an inappropriate designation. This criterion has not been met.

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

The proposed change does not correct a public service need. This criterion has not been met.

As stated above, staff may recommend approval if consistency is maintained with all other elements of this Plan and at least one of the four criteria is found to apply. One of the four criteria in this section has received a positive finding.

2.2. Urban Sprawl

Florida Statutes (F.S.) Section 163.3177(6)(a)9.a. 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.

Urban sprawl is defined in Section 163.3164(54), F.S. 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.

Section 163.3177(3)(a)9.b., F.S. provides an additional eight criteria for review. An evaluation of the thirteen indicators for urban sprawl and a determination on the eight 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 Low Density Residential, at maximum of 5 units per acres, provides for single use, low-density, predominantly single-family development. The entirety of the approximately 396 acres is proposed to be classified as Low Density Residential, providing for only a single use (residential) across the subject site. Additionally, an expansion of the Primary Urban Service District is necessary to facilitate the proposed development. Does not discourage 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 location is not a substantial distance from the urban area. The PUSD is across from the subject site on SW 96th Street. The subject property is adjacent to 250 acres of industrial land that is within a Freestanding Urban Service District and is currently undergoing development. 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 urban development does not extend in radial, strip, or ribbon patterns from the existing urban service districts. 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.*

An Agricultural Assessment included in the application materials indicates that there are two wetland areas present on the subject property. The assessment states that the limits of these wetland areas have been verified by South Florida Water Management District (SFWMD), though no documentation from SFWMD was provided verifying these limits. Roebuck Creek and adjacent native upland habitat are located on the eastern part of the subject site and are within the area proposed for a future land use change. Any development must conform to all Martin County Land Development Regulations regarding habitat preservation and buffering. 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.*

The 396.81-acre parcel is classified by the Property Appraiser as land used for agricultural production. The Property Appraiser classifies the subject property as 5200 – 5200 Cropland Soil Cpcty CL II, 6700 – 6700 Poultry Bees TropFish etc, and 9900 – 9900 Vacant Acreage. The 204-acre property south of the subject site is classified by the Property Appraiser as 6300 – 6300 GrazLD Soil Cpcty CL II and currently has a future land use designation of Agricultural. There are also properties located to the east of the subject site that have Property Appraiser use codes for agricultural uses (see Section 1.6 of this report above). Does not discourage the proliferation of urban sprawl.

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

Services have not been planned for the subject property. See the attached memorandum from Martin County Utilities, dated August 19, 2024. The subject site is outside the Martin County Service Area and utility master plan buildout. The proposed designation will require capital improvement planning and funding for additional public facilities and services. The applicant must commit to funding capacity improvements for the full range of urban public facilities and services that are sufficient to support the

proposed future land use designation. Does not discourage the proliferation of urban sprawl.

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

Services have not been planned for the subject property. See the attached memorandum from Martin County Utilities, dated August 19, 2024. The subject site is outside the Martin County Service Area and utility master plan buildout. The proposed addition of 1,050 residential units, as stated in the proposed sub-area policy restriction in CPA 21-11, could maximize use of future public facilities and services. Discourages the proliferation of 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 designation would locate development in proximity to existing services including stormwater management, law enforcement, health care, fire and emergency response and general government services. Although urban public services are in proximity to the subject property, the applicant must commit to funding capacity improvements for the full range of urban public facilities and services that are sufficient to support the proposed future land use designation. Does not discourage the proliferation of urban sprawl.

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

This FLUM amendment would permit urban uses on what are now designated as agricultural lands. The Low Density Residential future land use would be adjacent to five parcels which will continue to have an Agricultural future land use designation on SW 96th Street. The necessary expansion of the PUSD to accommodate the proposed Low Density Residential future land use would create an enclave for these five parcels with an Agricultural future land use designation adjacent to SW 96th Street. The Low Density Residential future land use would also be adjacent to Agricultural Ranchette parcels that access SW Kanner Hwy. Additionally, the property to the south of the subject site is designated as Agricultural future land use and is classified by the Property Appraiser as grazing land. Does not discourage the proliferation of urban sprawl.

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

The proposed future land use is not considered infill development because an expansion of the Primary Urban Service District is necessary to facilitate the applicant's desired development. The proposed future land use change would not be considered redevelopment, either. Greenfield development, as proposed in this application, may discourage infill of the existing urban areas. Does not discourage the proliferation of urban sprawl.

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

The proposed Low Density Residential land use designation does not encourage a functional mix of uses as the requested land use change on approximately 396 acres would only serve to accommodate residential dwelling units. A single-family neighborhood, with no other complementary uses proposed within the subject property, does not provide any internal trip capture. Does not discourage the proliferation of urban sprawl.

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

This proposed change has frontage on SW 96th Street, a minor arterial road, and is in proximity to SW Kanner Hwy. which is a major arterial road. Access to the property would be provided by SW 96th Street and would share that access with other single-family neighborhoods. The proposed residential use would also access SW Kanner Hwy via SW Waterside Way in addition to the existing industrial properties utilizing this same access road, though the industrial properties would not be considered linked or related land uses with the proposed residential. It is approximately one-half mile to some commercial uses in the area. Discourages the proliferation of urban sprawl.

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

The proposed change does not affect public open space. The subject property currently has an Agricultural future land use designation and would not fall under the classification of functional or public open space. Discourages the proliferation of urban sprawl.

Staff analysis finds this amendment discourages the proliferation of urban sprawl under six of the 13 criteria listed above.

2.2.1. Proliferation of Urban Sprawl

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.*

Directs and locates growth and associated development to a geographic area adjacent to the Primary Urban Service District where agriculture replaced much of the natural habitat and ecosystem on the subject site decades ago. 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 designation would require public infrastructure and

services that are not currently planned for the subject property. However, the site is located adjacent to the Primary Urban Service district and a Freestanding Industrial Urban Service District. Discourages 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 proposed Low Density Residential future land use on the property does not provide for walkable and connected communities and does not provide a mix of uses at densities and intensities to support multimodal transportation systems. Does not discourage the proliferation of urban sprawl.

- (IV) *Promotes conservation of water and energy.*

The approximately 396-acre subject site is located adjacent to the PUSD and a Freestanding Urban Service District, and any extension of existing utility lines would be over a minimal distance. However, the single-use residential development permitted by the Low Density Residential future land use does not encourage internal trip capture and allows for an inefficient land use pattern, increasing the consumption of energy. Does not discourage the proliferation of urban sprawl.

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

The proposed amendment does not preserve agricultural areas and activities since the subject property would be converted from agricultural land to residential land. Does not discourage the proliferation of urban sprawl.

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

The subject property does not have public open space or recreation areas. Neither the existing nor the proposed future land use will affect public open space. 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 proposed change does not appear to create a balance of uses based upon demand of residential population for nonresidential needs. The anticipated development of this property would likely create a predominantly single-family neighborhood dependent on personal automobiles for transportation. It may be possible that the adjacent South Florida Gateway PUD could provide jobs for residents where the Low Density Residential future land use is proposed. However, it is not clear and there is no guarantee that the adjacent industrial properties would provide enough jobs for the proposed 1,050 potential residential units, based upon the concurrent text amendment,

and all the existing residential units in the area. Does not discourage 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.

The proposed Low Density Residential future land use designation would not remediate an existing or planned development pattern in the vicinity that constitutes sprawl. The proposed change does not involve development patterns for transit-oriented development or new towns defined in Section 163.3164, Florida Statutes. Does not discourage the proliferation of urban sprawl.

Of the eight criteria listed above, three have been met to determine the application discourages the proliferation of urban sprawl.

2.3 Land Use Compatibility

The proposed Low Density Residential future land use is compatible with the existing Commercial Waterfront, Mobile Home, and Residential Estate Density (2 units per acre) to the north of the subject property. The Low Density Residential future land use is not compatible with five parcels that have an Agricultural future land use designation on SW 96th Street and the 204-acre parcel south of the subject property that has an Agricultural future land use. The Agricultural future land use south of the subject site could allow for a density of one residential unit per 20 acres, which is less than compatible with the proposed Low Density Residential future land use designation that allows a maximum of five units per acre. It is also not compatible with Agricultural Ranchette parcels that access SW Kanner Hwy that have a density of one unit per five acres.

To the south of the subject site, the Three Lakes Golf Club PUD, on 1,219 acres has been approved and construction is under way. However, a 204-acre site sits between the subject site and the Three Lakes Golf Club PUD.

The requested Low Density Residential is not compatible with the 250 acres of Industrial future land use to the south and east of the property. Policy 4.13A.10 in Chapter 4, Future Land Use Element states “Industrially designated areas are not generally adaptive to residential use, and they shall not be located in areas designated for residential development unless planned for a mixed-use development allowed under Goal 4.3 or in a large-scale PUD.” As this general area changes in the future, other future land use designations may be more appropriate for the approximately 396 acres that is the subject of this Future Land Use Map amendment request.

2.4 Consistency with the Comprehensive Growth Management Plan

This section of the staff report will address the descriptions of the existing and proposed land use designations as discussed in Goal 4.13., Comprehensive Growth Management

Plan, Martin County Code (CGMP).

The existing policy in Chapter 4, Future Land Use Element, regarding the Agricultural future land use designation is quoted below:

“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.”

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. However, the subject property is not far removed from urban service districts.

Golf course construction is under way at the Three Lakes Golf Club located west and south of the subject property. The golf course is a permitted use in the Rural Lifestyle future land use designation and the Agricultural future land use designation. Between the subject site and Three Lakes Golf Course sits 204 acres with an Agricultural future land use. These 204 acres are similar to the five lots (with an Agricultural future land use designation) on the south side of SW 96th St. and the Agricultural Ranchette lands located between the subject site and SW Kanner Hwy in that they have future land use designations that involve agriculture. Though the proposed future land use change is adjacent to urban service districts, it also isolates and fragments surrounding agricultural lands.

Comprehensive Plan text describing the Low Density Residential designation is quoted below:

“Policy 4.13A.7(2) Low Density Residential development. The Low Density Residential designation is reserved for land in the Primary Urban Service District. Densities shall not exceed five units per gross acre. In reviewing specific densities, the aim shall be to preserve the stability and integrity of established residential development and provide equitable treatment to lands sharing similar characteristics. Landscaping, screening, buffering and similar design techniques shall be used to assure a smooth transition between residential structure types and densities.”

The neighboring communities of River Forest and St. Lucie Falls have developed under a density of approximately 6 units per acre. With the requested density of 5 units per acre, the Low Density Residential designation is not incompatible with the existing neighborhoods to the north. The proposed Low Density Residential future land use designation is only permitted in the PUSD and is dependent on a concurrent text amendment application to expand the PUSD, CPA 21-11 Waterside Text. Pursuant to the concurrent text amendment, a maximum density of 2.7 units per acre would be possible.

The proposed density does not appear to impact the stability and integrity of the established residential development. However, the proposed residential development has much less compatibility with the adjacent industrial lands. A large-scale PUD (see Policy 4.13A.10) will need additional protections like the Plan text quoted in subsection (2) below. The text quoted below in subsection (2) shows an example of site-specific restrictions on the adjacent industrial property that provide more clarity on how to assure compatibility with surrounding uses. A large-scale residential PUD would require buffering and transitions between the industrial and residential uses, as well as buffering and transitions between the residential and other surrounding land uses to maximize compatibility.

Policy 4.1B.2.(2)(f) restricts traffic from leaving the adjacent 250-acre Industrial site and passing through the proposed 396 acres of residential development to access SW 96th Street to the north.

- “(2) The following restrictions shall be applied to the tract of real property designated as Industrial on the Future Land Use Map and described in Ordinance Number 1153 and Ordinance 1210, less and except property described in Ordinance 1208.
 - (a) Uses on the subject property shall be limited to nonresidential uses. Residential uses shall not be permitted.
 - (b) Uses on the property shall be consistent with the future land use designations for the property and the applicable land use policies of the Martin County Comprehensive Growth Management Plan (CGMP).
 - (c) The net inbound AM peak hour trips generated by all uses shall be limited to 950 trips, as demonstrated during the review of final site plans consistent with Article 5, Adequate Public Facilities, Division 3, Traffic Impact Analysis Land Development Regulations.
 - (d) All future applications for development approval shall be processed as a Planned Unit Development (PUD), except for the 29.8-acre parcel described in the Warranty Deed recorded in OR Book 3325 and Page 2134, Public Records of Martin County, Florida.
 - (e) The building footprint of any individual warehouse or distribution facility shall not exceed 1,050,000 square feet.

- (f) No final site plan shall be approved, which provides access to SW 96th Street from that portion of the property designated as Industrial on the Future Land Use Map, unless it is restricted to provide access for emergency purposes only.”

At present, the restriction of industrial traffic from accessing SW 96th Street is easily accomplished. However, it is not clear how industrial traffic will be prohibited from accessing SW 96th Street if a road network connects the proposed residential land to SW Waterside Way to allow residential access to SW Kanner Highway. Roadway connections between the proposed residential site and industrial properties appear to make this proposal inconsistent with existing CGMP policies that restrict industrial traffic from accessing SW 96th Street. It also raises concerns about proper buffering and separation between these two generally incompatible uses if they would be sharing roads and access.

2.4.1 Conversion of Land

Policy 4.13A.1(2) must be considered when changing the Agricultural, Agricultural Ranchette or the Rural Density future land use designations to another designation. The Board must make findings described in subsections (a) and (b) below.

- “(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;”*

An Agricultural Assessment prepared by EW Consultants was by provided by the applicant, which summarizes the surface water management system currently found on the subject property and the water table conditions. The Agricultural Assessment acknowledges that the current surface water management system was originally authorized in 1977 and allows direct outfall “along the C-44 canal without any means of pre-treatment or attenuation.” This assessment also states that “a permitted surface water management system constructed to current standards for water quality treatment and runoff attenuation will ultimately benefit downstream water quality when compared to the current system which does not provide for water quality treatment or runoff attenuation in accordance with current regulations.”

The Agricultural Assessment prepared by EW Consultants does not indicate if the “productive capacity of adjacent farmlands not included in the amendment application” would be impacted by the proposed addition of 1,050 residential units on the subject property. The 204 acres of Agricultural future land use south of the subject property are designated as grazing lands, according to the Use Code/Property Class found on the

“(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.”

An Agricultural Assessment prepared by EW Consultants was provided by the applicant, which summarizes the agricultural and environmental characteristics of the subject property. The soils present on the subject site and their permeability characteristics are discussed in this Agricultural Assessment and also summarized in Section 1.5 of this report (see page 10). The Agricultural Assessment states that “the only portions of the property that have not been converted from their natural state include partial segments of Roebuck Creek and adjacent forested areas.”

However, it is not clear if the “proposed land conversion is a logical and timely extension of a more intense land use designation in a nearby area” given that the most intense change recently in this area was to the Industrial future land use designation. Industrial and residential uses are generally incompatible with each other, and the proposed residential use would likely not be considered “logical” or “timely” based on the recent change to the Industrial future land use designation adjacent to the subject property. The 204-acre site to the south of the subject property that has an Agricultural future land use would be fragmented from adjacent agricultural lands if this proposed Future Land Use Map amendment were to take place.

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 [Level of Service] 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. Water/Sewer Facilities

Potable water and wastewater service capacity reservations for this development must be reserved through a Water and Wastewater Service Agreement with Martin County Utilities. There is no planned capacity for the proposed residential uses. The applicant must commit to funding capacity improvements for the full range of urban public facilities and services that are sufficient to support the proposed future land use designation.

See the attached memorandum from Utilities Department staff, dated August 19, 2024.

2.5.2. 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 surface water management systems:

(a) Conveyance

- 1) Drainage Facilities serving major basins (over one square mile) shall accommodate runoff from a 25 year/24-hour design storm.
- 2) Underground Storm Sewers shall accommodate runoff from a 5 year/24-hour design storm.
- 3) Other Facilities shall accommodate runoff from a 10-year/24-hour design storm.
- 4) All 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/72-hour design storm.

(b) Flood protection

- 1) Roadways that are classified as a minor collector or a local street shall be above the predicted elevation of stormwater that will stage after a 10-year/24-hour design storm.
- 2) Roadways that are classified as a major collector or an arterial shall be above the predicted elevation of stormwater that will stage after a 25-year/24-hour design storm with allowable discharge.
- 3) The lowest floor of a building outside a Special Flood Hazard Area shall be above the predicted elevation of stormwater that will stage after a 100-year/72-hour design storm without discharge, unless the building is on a lot that was subdivided without an approved or permitted stormwater management plan, in which case, the lowest floor shall be as set forth in the Land Development Regulations.
- 4) The lowest floor of a building inside a Special Flood Hazard Area shall be at least two feet above the 100-year flood elevations as determined from the Federal Flood Insurance Rate Map.

- 5) The lowest floor of a building shall be set upon consideration of future flood risks associated with tidal influences, storm surge, increased rainfall, and sea level rise, which may be higher than (3) or (4) above.”

2.5.3. Transportation

Policy 5.3A.1, states: “*Establish a base qualitative level of service.* The qualitative level of service (Q/LOS) target for roadways in unincorporated Martin County is Q/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' qualitative level of service shall adhere to the methodologies identified in the latest FDOTs Multimodal Q/LOS Handbook.” Please see the attached memorandum from the Public Works Department dated July 15, 2025.

2.5.4. 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 2025 is 167,680 persons. In Fiscal Year 2025, there are 263,031 tons of available capacity or 1.57 tons per weighted person. The proposed change will not reduce the level of service below capacity.

2.5.5. Parks/Recreation Facilities

Parks and recreation facilities are calculated on a countywide basis. The county has a total population in Fiscal Year 2025 of 165,700 persons. There are currently 1,730 acres of active parkland available in the County. The 2024 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.

	REQUIRED LOS	PROVIDED	CURRENT LOS
ACTIVE PARKLAND	3 acres per 1,000 residents	1,730 acres	10.44 acres per 1,000 residents
BEACH FACILITIES	9 parking spaces per 1,000 residents	1,464 spaces	8.8 spaces per 1,000 residents

2.5.6. Fire/Public Safety/EMS

The following table on the next page of this report shows the levels of service adopted in Chapter 14, Capital Improvements. The analysis is based upon a 2025 (weighted average) population in unincorporated Martin County of 167,680 persons.

	Travel time	Areas of Martin County	Required LOS Percent of time	Current LOS
Life Support and Fire Suppression	8 minutes	Urban	90	90.04
Life Support and Fire Suppression	20 minutes	Rural	90	95.68

Source: Martin County Fire Rescue analysis of calls between July 1, 2024 and July 1, 2025.

2.5.7. 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.”

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. See the attached Martin County School District General School Capacity Analysis, dated August 16, 2024.

2.5.8. 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 2025 Capital Improvement Plan shows the current LOS is 0.63 square feet per resident and 2.27 volumes per weighted resident. In the immediate future, the proposed future land use change will not diminish the level of service below capacity.

CONCLUSION:

Staff recommends denial of the proposed future land use change for the following reasons:

- Criteria for a Future Land Use Amendment (Section 1-11 CGMP). Section 2.1. Criteria for a Future Land Use Amendment (Section 1-11 CGMP) provides criteria in which 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. 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. One of the four criteria was met, though staff is not required to recommend approval for this reason alone.

- Section 2.2. Urban Sprawl. Only six of the 13 criteria discouraging the proliferation of urban sprawl were met.
- Section 2.2.1. Proliferation of Urban Sprawl. Only three of the eight criteria discouraging the proliferation of urban sprawl were met. The proposed future land use lacks an innovative development pattern that includes internal trip capture and provides for a mix of uses.
- Roadway access between the existing industrial properties and the proposed residential use appears to be inconsistent with existing CGMP policies.
- Section 2.5 identifies public services as insufficient to support 1,050 additional residential units.

ATTACHMENTS:

- Memos from Public Works Department (dated July 15, 2025), Utilities and Solid Waste Department (dated August 2024), and the School Board of Martin County (dated August 2024).
- Application materials.