

BOARD OF COUNTY COMMISSIONERS, MARTIN COUNTY, FLORIDA
FINAL AGENDA
FEBRUARY 20, 2007

7. REQUESTS AND PRESENTATIONS

A. CONSULTANT PRESENTATION ON IMPACT FEE METHODOLOGIES

On January 9, 2007 the consultant presented possible methodologies to be used for the County's 2007 update. The Board requested that the Impact Fee Review Committee evaluate the methods and provide the Board with a recommendation.

AGENDA ITEM: 80262366

10:30 AM PRESET

SUPPLEMENTAL MEMO

ACTION TAKEN: The Board asked the consultant to calculate the updated impact fees using the consumption method for libraries, emergency services, parks, and law enforcement. The Board also asked the consultant to calculate the updated impact fees using both the consumption and the improvements methods for transportation and public buildings. The Board asked the consultant to provide recommendations and a calculation for a new Arts and Culture Impact Fee. The Board asked the consultant to provide recommendations and a calculation of possible impact fee adjustments considering the mixed-use possibilities for CRAs. The Board asked the consultant to include performing Arts Facilities as well as museums.

8. DEPARTMENTAL

A. Administration, Duncan Ballantyne, County Administrator

1. COUNTY ATTORNEY ANNUAL PERFORMANCE REVIEW

The employment agreement for the County Attorney contains provisions that require the Board of County Commissioners to provide job performance feedback to the County Attorney within 60 days of his anniversary. This item requests the Board to determine that the County Attorney has met or exceeded the Board's expectations and to set a salary level.

AGENDA ITEM: 80257bb7

ACTION TAKEN: The Board approved to reschedule this item to a different BCC meeting.

B. Growth Management, Nicki van Vonno, Director

1. HOUSING STATUS REPORT

This is the monthly Housing Status Report.

AGENDA ITEM: 80265e30

ACTION TAKEN: The Board approved to reschedule this item to a different BCC meeting.

2. DEVELOPMENT PATTERNS STUDY: PRESENTATION OF DRAFT RECOMMENDATIONS

The Development Patterns Study was designed to study alternative development patterns that might be appropriate for consideration in Martin County. The study is complete. Today's presentation will present the consultant recommendations from the firm of Glatting Jackson who conducted the study.

AGENDA ITEM: 80262fbd

1:30 PM PRESET

SUPPLEMENTAL MEMO

ACTION TAKEN: The Board approved to defer action on any of the clustering recommendations until after the public hearing review process of the Atlantic Ridge Preserve Comprehensive Plan amendment, and consider proceeding with those recommendations on the patterns inside the Urban Service District that have merit.

9. COMMISSIONERS - None at this time.

10. PUBLIC - TO BE HEARD AT 5:05 PM. PLEASE LIMIT COMMENTS TO THREE MINUTES.

11. ADJOURN – 9:05 PM



4B2

BOARD OF COUNTY COMMISSIONERS AGENDA ITEM SUMMARY

PLACEMENT: Departmental		PRESET: 1:30 PM	
AGENDA ITEM DATES:			
MEETING DATE: 2/20/2007		COUNTY ATTORNEY: 1/29/2007	
COMPLETE BY: 1/24/2007		DCA AND ACA: 2/5/2007	
TITLE: DEVELOPMENT PATTERNS STUDY: PRESENTATION OF DRAFT RECOMMENDATIONS			
REQUESTED BY: Board of County Commissioners		Growth Management: Nicki van Vonno, AICP Director	PREPARED BY: Nicki van Vonno, AICP Director
DOCUMENT(S) REQUIRING ACTION:			
QUASI-JUDICIAL: NO			

EXECUTIVE SUMMARY:

The Development Patterns Study was designed to study alternative development patterns that might be appropriate for consideration in Martin County. The study is complete. Today's presentation will present the consultant recommendations from the firm of Glatting Jackson who conducted the study.

APPROVAL:

COUNTY ADMINISTRATOR

**BOARD OF COUNTY COMMISSIONERS
AGENDA ITEM SUMMARY**

TITLE

DEVELOPMENT PATTERNS STUDY: PRESENTATION OF DRAFT
RECOMMENDATIONS

BACKGROUND / RELATED STRATEGIC GOAL

The Development Patterns Study is an established objective in the 2005-07 BCC Strategic Plan. The County Commission approved the contract with Glatting Jackson on September 6, 2005. A contract amendment was approved on March 7, 2006 that added an enhanced public participation component to the Study. The enhanced public participation was conducted between April and August 2006.

The Study is complete. All four Community Workshops and both Resource Advisory Panel meetings have been held. All meetings were taped by MCTV and are being telecast on Channel 20. All work products produced by the consultant to date are on the County's Development Patterns Study website.

The first workshop reviewed the baseline, i.e., the development options that are allowed by the County's current Comprehensive Plan, development alternatives to the baseline, and the proposed evaluation criteria. The second workshop was an evaluation of the baseline and the additional development options that are being proposed based on the evaluation criteria. The third and fourth workshops were devoted to the recommendations of the consultant.

ISSUES

The Study provides a series of recommendations that are divided into General Recommendations, and recommendations that focus on the patterns of development: 20 acre, 5 acre, cluster, urban infill, urban pattern, suburban pattern and urban settlement pattern.

Under the General Recommendations the following topics are covered: land acquisition, development of small area plans where clustering could be allowed in Agricultural Ranchette areas, and a small area plan for the Indiantown area, a prohibition of road widening in rural areas until certain conditions are met, inclusion of a 30 year planning horizon in the Comp Plan, establishment of a Transfer of Development Rights program, establishment of agreements with public and private agencies to hold conservation easements, and expansion of the County's capacity to monitor or manage conservation land.

The specific recommendations for each development pattern first details a series of Findings, and then lists the Recommendations for each pattern. While there are similarities in the Recommendations for the various patterns, the common elements are: adopt a county wide map of targeted lands; require greater regulations for proposed 20

acre lot developments; encourage PUD development in the Agricultural Ranchette areas, allow clustering for specific purposes, such as the preservation of environmentally sensitive land, or land needed for the CERP; encourage a more urban pattern of development within the CRAs, and along commercial corridors; identify specific corridors that are appropriate for redevelopment or aesthetic upgrades and develop plans for these areas; provide incentives for affordable housing; require developers to mitigate potential negative impacts to adjacent communities; revise the land development regulations to incorporate traditional neighborhood development; incorporate a more urban pattern in place of suburban pattern; and require any expansion of the Urban Service District to be developed as an urban settlement pattern of development. The clustering and urban settlement recommendations contain specific criteria by which to judge these types of proposals.

Tim Jackson and David Barth of Glatting Jackson will present their recommendations to the County Commission.

RECOMMENDED ACTION

RECOMMENDATION

Accept the report. Provide any direction to staff regarding the recommendations of the consultant.

ALTERNATIVE RECOMMENDATIONS

Request additional information.

FISCAL IMPACT

RECOMMENDATION

The Study cost \$528,000. Any additional expenses will be determined by the Board's direction.

ALTERNATIVE RECOMMENDATIONS

Depends upon Board direction.

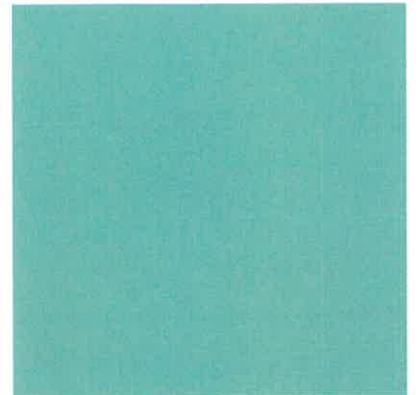


February 2007

MARTIN COUNTY

Development Patterns Study

Executive Summary - Findings & Recommendations



INTRODUCTION

Martin County residents care deeply about the form and character of future development with the County. County residents, staff and elected officials have worked hard to preserve and protect the County's natural resources, and the County is regarded as a leader in growth management. While some residents would like to stop growth altogether, most are in favor of "slow, controlled growth" that protects residents' high quality of life and helps the County to meet its social, environmental and economic goals.

In order to better plan for future growth, the Board of County Commissioners decided to take a fresh look at the form and character of development currently encouraged and permitted in Martin County, including rural, suburban and urban patterns. Specifically the Commission directed their consultants to:

- Identify and Evaluate Current Development Patterns
- Identify and Evaluate Possible Additional Development Patterns
- Provide Opportunities for Public Input
- Make Recommendations Regarding Findings

The "Development Patterns Study" process was conducted from September 2005 until February 2007, and included the following steps:

Background

- County Commission Briefings
- Community Open House
- Stakeholder Interviews
- Initial Evaluation Criteria and Land Use Options
- Draft Baseline Profile

Public Participation

- Graphic Illustrations, PowerPoint Presentations
- Public Education Presentations to over 20 community organizations
- MCTV broadcast of community outreach presentation and coverage of all Community Workshops
- Web Site
- Final Baseline Profile

Development Framework Study

- Evaluation Criteria
- Baseline Evaluation
- Additional Patterns Evaluation
- Community Workshops (4)
 - #1 - September 21, 2006: Baseline Profile, Evaluation Criteria
 - #2 - October 30, 2006: Baseline & Additional Patterns Evaluation
 - #3 - January 10, 2007: Draft Recommendations
 - #4 - January 17, 2007: Draft Recommendations
- Resource Advisory Panel Meetings: September 25, 2006 and November 29, 2006
- Recommendations/BCC Workshop

This Executive Summary summarizes the findings and recommendations from the study.

EVALUATION CRITERIA & GOALS

An important step in the process was to identify the criteria used to evaluate both current and additional development patterns. Based on the issues identified by County residents, the following evaluation criteria were developed:

- 1) Impacts to water supply
- 2) Impacts to water quality in the St. Lucie River and Indian River Lagoon
- 3) Impacts to the quantity and quality of protected wetlands
- 4) Impacts to the quantity and quality of protected native upland habitat
- 5) Impacts to the quantity and quality of connected, protected regional habitat
- 6) Impacts to acreage of agricultural land/or undeveloped open space
- 7) Impacts to roadway level of services (LOS) along major roads, both inside and outside of the Urban Services District.
- 8) Opportunities for alternative transportation
- 9) Increase in taxpayer costs to build and maintain new infrastructure, including roads, utilities and schools
- 10) Impacts on costs of protecting environment, agricultural lands, open space
- 11) Impacts to existing neighborhoods (e.g. noise and congestion)
- 12) Opportunities for affordable and workforce housing
- 13) Increase capacity to accommodate projected growth
- 14) Assists in the creation of a permanent urban edge
- 15) Impacts to the existing USD Boundary

Additionally, the following County-wide goals were established based on the issues and concerns voiced by residents:

- 1) Protect/Acquire major natural systems, environmentally sensitive lands, and lands needed to restore water quality
- 2) Preserve large tracts of land for large-scale agricultural use.
- 3) Create protected greenbelts as permanent edges to urban development
- 4) Protect and enhance the quality of life within existing neighborhoods.
- 5) Redevelop CRAs and commercial corridors to improve livability and aesthetics within USD.

SUMMARY OF DEVELOPMENT PATTERN RECOMMENDATIONS

The study evaluated seven existing or potential development patterns, including:











Rural Patterns

- 20-Acre Lots
- 5-Acre Lots
- Cluster Development

Urban Patterns

- Urban Infill
- Urban Neighborhood
- Suburban
- Urban Settlement

This summary presents the key findings of the Development Patterns Study and provides a list of preliminary recommendations for each of the development patterns. These recommendations identify where each land pattern alternatives may be appropriate and how each pattern can be developed to maximize the achievement of county-wide goals. This report also includes a set of general recommendations related to development patterns.

	RURAL	URBAN
Existing	 20-Acre Ranchettes  5-Acre Lots	 Suburban  Urban Neighborhood  Urban Infill
Potential Additional Patterns	 Cluster Development  Cluster with Incentives  Rural Settlement	 Urban Settlement  Urban Settlement

Key Recommendations

- **GENERAL:** Adopt a County-wide map of lands targeted for public acquisition. Use this map as the basis of providing incentives to landowners to protect these lands through clustering and a TDR program.
- **20-ACRE PATTERN:** Require stricter regulation of proposed new 20-acre development pattern projects to achieve County public benefit objectives
- **5-ACRE PATTERN:** Encourage use of PUD process for proposed new 5-acre development pattern projects (within Agricultural Ranchette FLU) to achieve County public benefit objectives
- **CLUSTER PATTERN:** Allow clustering where 1) it will allow the County to achieve its public benefit objectives, and 2) if all clustering conditions can be met. Provide density incentives for clustering that preserves lands targeted for purchase or that creates a greenbelt adjacent to USD.
- **URBAN INFILL PATTERN:** Encourage the use of the Urban Infill Pattern to develop or redevelop urban areas within the CRAs and along the County's commercial corridors
- **URBAN PATTERN:** Identify the Urban Pattern rather than the Suburban Pattern as the preferred pattern of new development within the USD
- **SUBURBAN PATTERN:** Replace this pattern with the Urban Pattern – or at least incorporate more smart growth principles - in new areas of development within the USD
- **URBAN SETTLEMENT PATTERN:** Designate the Urban Settlement Pattern as the preferred pattern of development for any expansion of the USD, consistent with Comprehensive Plan policies on USD expansion

Additional Recommendations

- Continue to aggressively pursue the acquisition of lands targeted for purchase as environmentally sensitive or needed for Everglades Restoration. Introduce pro-active planning initiatives with landowners to encourage the use of cluster development patterns as a mechanism to get these lands into public ownership.
- Implement cluster development patterns and/or urban settlement patterns for land designated Agricultural Ranchette as a mechanism to protect regional habitat through the completion of a Special Area Plan that includes a community-wide participation process involving land owners and residents.
- Implement cluster development patterns and/or urban settlement patterns for land adjacent to Indiantown as a mechanism to protect regional habitat and establish a greenbelt buffer adjacent to the existing urban area through the completion of a Special Area Plan that includes a community-wide participation process involving land owners and residents.
- Prohibit roadway widening through lands designated Agricultural Future Land Use until all environmentally sensitive lands targeted for acquisition and all rural roadway viewsheds have been protected by conservation easement.
- Update the Comprehensive Plan to include a planning horizon of at least 30 years in order to focus on desired long term results.
- Establish a Transfer of Development Rights program to implement the recommended cluster pattern and urban settlement pattern alternatives. Insure all development rights from existing public lands are ineligible for transfer with this program.
- Establish agreements with other public/ non-profit agencies to hold conservation easements.
- Expand the County's capacity to monitor or manage conservation lands.

FINDINGS & RECOMMENDATIONS FOR EACH PATTERN

Rural Patterns | Overview

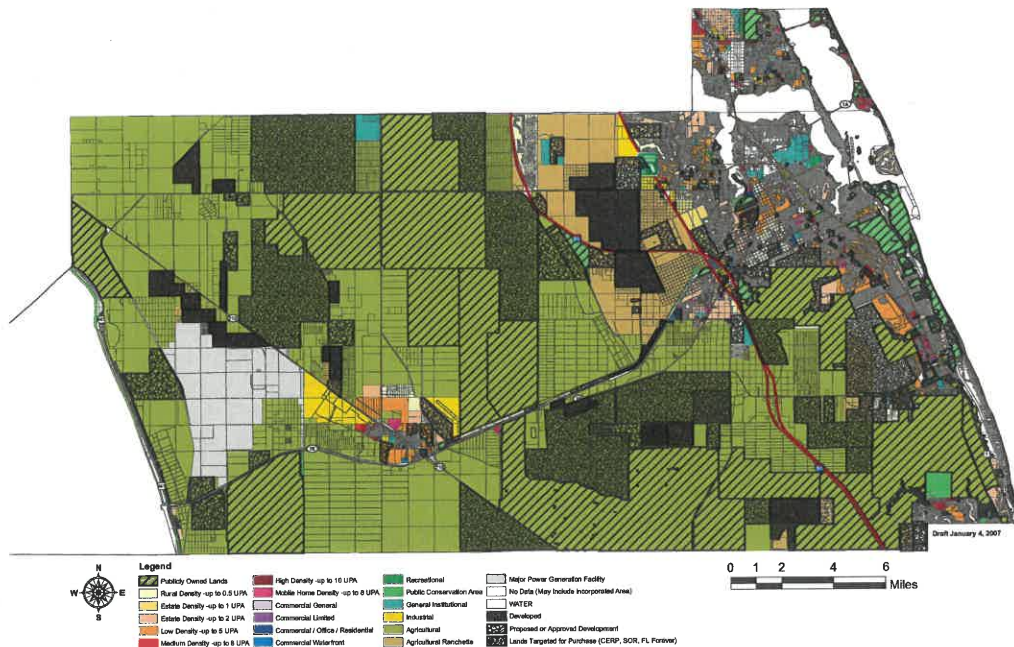
The map below summarizes the results of the Baseline profile of Martin County's existing land use patterns outside the USD and highlights vacant or agricultural lands that are potentially available for future development. This map summary was created by identifying key land use features including:

- Lands that have already been developed;
- Lands that have been planned or approved for development but are currently un-built;
- Lands that have been protected by public acquisition;
- Lands that have been identified as environmentally sensitive lands for future acquisition; and
- Lands that are within the currently adopted Urban Services District (USD) Boundaries.

The remainder of the land outside the USD is either "undeveloped" or "agricultural" land and can generally be described as falling within one of the following areas;

- 1) Lands east of CERP purchases
- 2) Lands in the vicinity of Indiantown
- 3) Lands west of Indiantown

The Rural Pattern Options have rural densities and were specifically crafted for those lands outside of an Urban Service District Boundary. Any future design standards to implement these options should require the development to be consistent with the existing rural character of these areas.



Findings

- These are approximately 148,000 total acres of land with a Future Land Use designation of Agriculture that are currently in private ownership. Of these, approximately 2,000 acres have been developed, another 9,000 acres are proposed for development, and another 56,000 are targeted for purchase by CERP, Save Our Rivers, or Florida Forever.
- East of the lands purchased for CERP, these are approximately 57,000 acres in private ownership of which about 21,000 acres are targeted for purchase.
- Although about 11,000 acres have been planned/platted for 20-acre homesites, only about 75 units have actually been constructed over the past 10 years.
- Based upon anecdotal evidence, the existing form of 20-acre ranchette development in Martin County that complies with all current environmental regulations and restrictions, does not appear to be destructive to regulated natural systems and native habitat.
- Although the 20-acre ranchette subdivision pattern can preserve native habitat and open space areas, these protections are limited because they do not necessarily provide connections of regional habitat or regional scale open space.
- Once rural lands have been developed as 20-acre ranchette subdivisions, there are no residual lands left for large scale agricultural production.
- Based upon a review of other Florida communities, a 20-acre pattern of ranchette development has not provided or served as an effective limit to urban development. Examples where such a land pattern has been converted to urban densities include East Hillsborough County and Palm Beach County.
- Within Martin County today, there continues to be large landholdings of 2,000 or more acres under single ownership that have been designated for 20-acre lots (Future Land Use of Agriculture). It has been our experience that the presence of such large parcels under limited ownership provides an opportunity to achieve key environmental and agricultural protection goals through innovative development.



20-Acre Lot Pattern on a Hypothetical 3,000-Acre Site

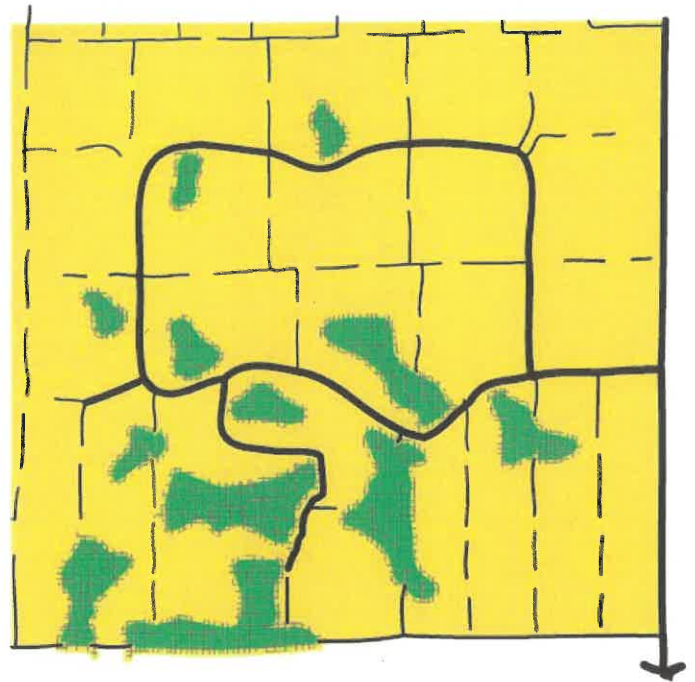


*20-acre ranchette development does not preserve regional resource connections.
(20-acre lots, 3,000 acres)*

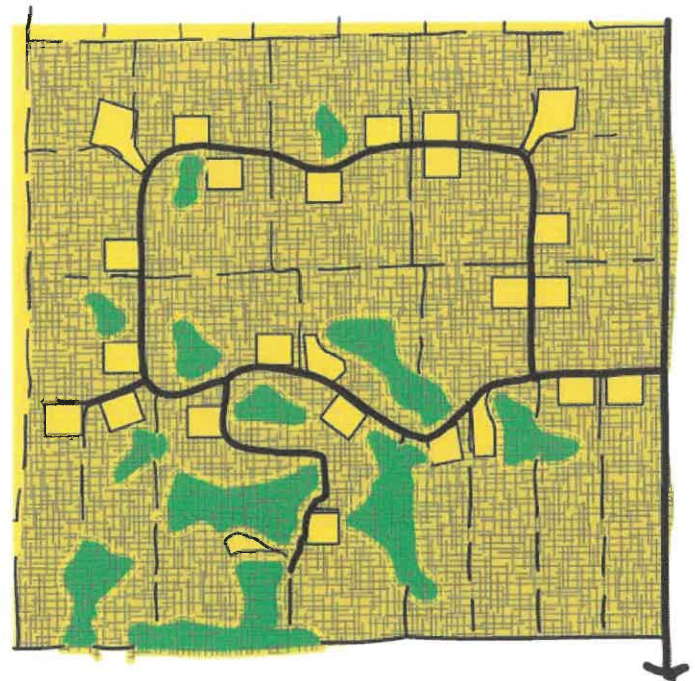
Recommendations

The following potential recommendations reflect different methods to protect environmentally sensitive lands on developed properties.

- 1) Require all environmental lands protected by county, state or federal regulations to be placed in a conservation easement and to be in common ownership with permanent funding for long-term land management.
- 2) Provide that when the amount of environmental lands protected by county, state or federal regulations on a parcel is ≥ 20 acres of scrub habitat or ≥ 200 acres for all other protected lands, such lands may be dedicated to a public entity for ownership and management. This provision would be an incentive for landowners to create larger connected areas of conservation lands.



Conservation Easements can be a useful tool to protect environmentally sensitive lands on individual private lots.



An aggressive regulation, requiring a conservation easement over 90% of each lot, was suggested by a RAP member. This regulation is not recommended as it would reduce existing property rights.

Findings

- Today in Martin County there are approximately 30,000 acres of land with a Future Land Use designation of Agricultural Ranchette. About 15,000 of these acres have been platted in 5-acre lots, particularly in Palm City, although there are few new 5-acre subdivisions being requested or approved.
- 5-acre large lot subdivisions on the fringes of environmentally sensitive lands can be harmful to these areas by introducing fencing, land clearing, and domestic animals into the area.
- 5-acre large lot subdivisions do not provide connections of regional habitat or regional scale open space.
- Once rural lands have been developed as 5-acre large lot subdivisions, the sizes of the individual lots are insufficient to accommodate agricultural uses of even a modest scale.
- Based upon experiences in other Florida communities, a 5-acre pattern of large lot development has not provided or served as an effective limit to urban development. Examples where such a land pattern has been converted to urban densities include East Hillsborough County, Seminole County and Orange County.
- Within Martin County today, there continues to be large landholdings of 1,500 or more acres under single ownership within land designated for 5-acre lots (Agricultural Ranchette Future Land Use). It has been our experience that the presence of such large parcels under limited ownership provides an opportunity to achieve key environmental and agricultural protection goals, as well as community design goals, through innovative development.

Recommendations

- 1) Encourage use of Planned Unit Development zoning, as allowed today, for all 5-acre subdivisions by providing an optional density bonus up to 20% that can be granted at the discretion of the Board of County Commissioners if consistent with the Comprehensive Plan policies and additional County objectives are achieved and minimum conditions are met (same conditions as Agriculture Future Land Use except the minimum lot size).
- 2) Require that all environmental lands protected by county, state or federal regulations be placed in a conservation easement, be in common ownership, and have permanent funding for long-term land management.

5-Acre Lot Pattern on a Hypothetical 3,000-Acre Site



5-acre large lot development does not preserve regional resource connections and once developed, does not provide opportunities for continued agriculture.



Findings

- Designated open space within Cluster developments can be permanently protected by requiring a conservation easement over these areas to be held in joint ownership of at least 3 separate public or non-profit entities.
- The Cluster development pattern can provide connected regional habitat.
- The Cluster development pattern can protect the rural viewsheds from roadways.
- The Cluster development pattern can provide connected open space areas that are sufficient in size for large-scale agricultural uses.
- The Cluster development pattern can preserve environmentally sensitive lands that have been identified for public acquisition.
- In the absence of specific design standards to guide the amount, location, purposes and uses of the required open space areas, Cluster development may not achieve key County objectives such as the preservation of open space, connected regional habitat, and large tracts for agricultural use.
- Within Martin County today, there continue to be large landholdings under single ownership. It has been our experience that the presence of such large parcels under limited ownership provides an opportunity to achieve key environmental and agricultural protection goals through innovative development.
- Regulations can provide only a certain amount of surety in design. To achieve the highest quality development patterns requires the initiative of the land owner/developer.

Cluster Development Pattern on hypothetical 3,000-acre site.



*Cluster developments allow the concentration of residential development on a portion of the property, while preserving the rest of the parcel as permanent, connected open space.
(150 lots, 10 acres each)*



Recommendations

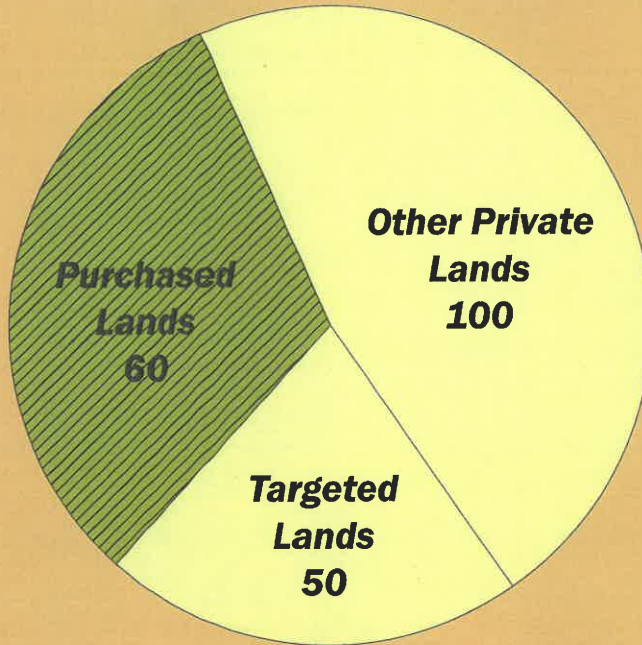
- 1) Allow the Cluster Development pattern in rural areas designated Agricultural Future Land Use at the discretion of the County Commission through a PUD process, where it will achieve public benefit objectives of the County and when the following conditions are met:
 - Designated Open Space creates or is connected to a regional habitat corridor and includes at least 60% of the total site that is under common ownership and has a permanently funded management plan;
 - Designated Open Space and conservation lands (all environmental lands protected by county, state or federal regulations, including wetlands and protected native habitat) are protected by a conservation easement which easement is held in joint ownership by at least 3 public or non-profit entities;
 - Management of the open space and conservation lands is funded in perpetuity by an HOA and/or other entities.
 - Designated Open Space includes a greenbelt at least 500 feet wide between any privately owned lot in the development and the property line of any adjacent parcel.
 - The development has no negative water quality impacts to the St. Lucie River or to the Indian River Lagoon;
 - The minimum lot size within the development is 4 acres within the Agricultural Future Land Use Designation;
 - The rural viewshed from all existing public roadways is preserved;
 - The development is fiscally neutral to existing taxpayers;
 - The development does not require expanding the County's Urban Service District Boundary; and
 - The development must master plan the entire parcel in order to be able to use this option.
- 2) Provide an optional density bonus up to 20% for Cluster Development on lands that are adjacent to or east of Indiantown, that can be granted at the discretion of the County Commission.
- 3) Consider an optional density bonus up to 100% for density transfers from lands that have been identified for future public acquisition, where such lands are preserved as permanently protected open space.
- 4) Consider an optional density bonus up to 100% for density transfers from lands that will create a 1000 foot greenbelt buffer between the rural cluster development and adjacent urban lands.
- 5) Implement a Transfer of Development Rights program.

Higher Density Cluster Development Pattern on a Hypothetical 3,000-Acre Site



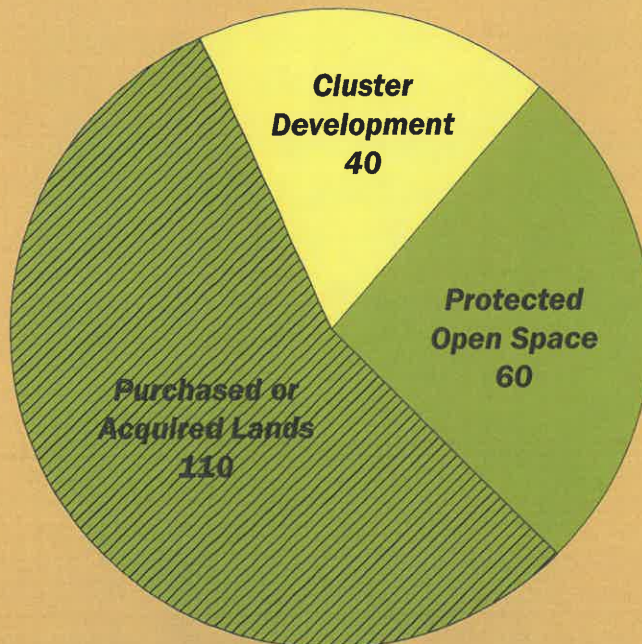
*Small density bonuses can be an incentive to landowners to preserve connected regional habitat and can help communities achieve their environmental preservation goals.
(188 lots, 5 acres each)*

A Comparison of the Maximum Residential Capacity for the 20-Acre Lot Pattern and the Cluster Pattern



20-Acre Pattern applied to approximately 150,000 acres of existing Agricultural lands:

- 7,500 units (20-acre lots)
- 60,000 acres of existing protected lands



Cluster Pattern with maximum number of units:

- 10,000 units (4-acre lots)
- 110,000 acres of additional protected lands

Urban Patterns | Overview

Urban development patterns apply to lands being developed and redeveloped within the Urban Services District Boundary. Patterns that have been reviewed are existing patterns of infill, urban neighborhood, and suburban as well as one proposed additional pattern designated as urban settlement. These patterns may apply to 3 general types of land within Martin County:

- 1) Developed land within CRAs and along major road corridor that may be redeveloped;
- 2) Undeveloped land within the existing Urban Services District; and
- 3) Undeveloped land over which the Urban Service District may be expanded in the future.

Urban Patterns | Infill

Findings

- The Urban Infill Pattern is currently encouraged within the Community Redevelopment Areas (CRAs) by the County.
- Some portions of existing commercial corridors such as US 1 include some historical strip commercial uses, lack interconnectivity of uses and generally detract from the overall community aesthetic.
- Function and aesthetics are important in commercial corridors since they act as entrance ways into a community and its neighborhoods.
- Based upon a review of other Florida communities, historical commercial corridors can be revitalized by introducing mixed use urban infill patterns of development as an optional development opportunity. Examples where mixed use urban infill patterns have helped to strengthen existing communities include Winter Park Village in Winter Park, Florida by introducing the principles of connectivity, unity, mixed-use, and pedestrian orientation.
- Today, the Martin County Land Development Code and development review processes make it easy for commercial areas to develop/re-develop in a strip commercial form.



This example from Roswell, Georgia illustrates how the infill redevelopment pattern can be used to introduce urban, mixed-use development into an old outdated shopping center.

Urban Patterns | Infill

Recommendations

- 1) Continue to encourage the urban infill pattern within CRAs.
- 2) Encourage urban infill as an additional pattern for development/redevelopment of commercial corridors.
- 3) Identify specific corridors that are appropriate for redevelopment and/or aesthetic upgrades, such as portions of US 1. Create a public review process that engages the community in the creation of urban design plans for these areas and make it easy to redevelop in accordance with the plan by funding public elements as an incentive (e.g. storm water, streetscape, etc.).
- 4) Provide incentives to create affordable and workforce housing.
- 5) Require infill developments to mitigate any potential negative impacts to adjacent neighborhoods.



Before



After

Example of minimal aesthetics upgrade.



Before



After

Example of redevelopment in Infill pattern.

Findings

- Today, a variety of influences make it easier to develop residential uses in a suburban pattern rather than an urban neighborhood pattern including the standards in the Martin County Land Development Code, concerns and fears of existing neighbors, and the public review and approval processes.
- The urban neighborhood pattern incorporates the principles of traditional neighborhood development into both residential and non-residential development by encouraging mixed use developments that are designed around neighborhoods.
- With only minor modifications to certain elements of suburban design, you can introduce key principles of sustainability into suburban development including walkability, connected streets and sidewalks, public edges and neighborhood centers.



Recommendations

- 1) Establish the Urban Neighborhood Pattern as the preferred pattern for development within the existing Urban Services District.
- 2) Review and revise the Martin County Land Development Code to incorporate elements of traditional neighborhood development, including design treatments that address adjacent existing neighborhoods.
- 3) Be pro-active in suggesting modifications to submitted site plans and subdivision plans to incorporate principles of traditional neighborhood development and sustainable design into new developments.



Urban "hybrid" developments can vary on the extent to which they introduce more "urban" standards for connectivity, mix of housing types, and the emphasis on public spaces.



Traditional Urban Neighborhood Pattern in Martin County - Old Palm City

Findings

- Today, the Martin County Land Development Code provides specific regulations that adequately protect on-site wetlands and native habitat within Suburban Neighborhood Developments by requiring that these lands be in common ownership.
- Suburban Development provides privacy and private space for residents, but often lacks walkability, neighborhood identity and public open space.
- Suburban Development does not provide connections of regional habitat or regional scale open space.
- The Suburban Development Pattern in Martin County consumes a large amount of land per person because of the low density of the developments.
- With only minor modifications to certain elements of suburban design, you can introduce key principles of sustainability into suburban development including walkability, connected streets and sidewalks, public edges and neighborhood centers.

Recommendations

- 1) Review and revise the Martin County Land Development Code to make it easier to build developments in an urban development pattern rather than in historic suburban patterns.
- 2) Prohibit the Suburban Development Pattern as an option for development associated within any expansion to the current Urban Services District Boundary unless specific principles of urban development are included in the design of the project and there is significant open space. Options for Open Space could include a requirement of at least 75% Open Space when the amendment is to lands with a current Future Land Use Designation of Agricultural Ranchette and at least 90% Open Space when the amendment is to lands with a current Future Land Use Designation of Agricultural.

**Suburban Neighborhood Pattern
on a Hypothetical 3,000-Acre Site**



Suburban neighborhoods are designed to encourage the separation of uses of housing types, to foster vehicular connections and value the establishment of "private" space.

Findings

- When evaluated as a development pattern option in association with an amendment to the Urban Services District Boundary, the Urban Settlement development pattern can:
 - Provide connected regional habitat;
 - Provide connected open space areas that are sufficient in size for large scale agricultural uses;
 - Preserve environmentally sensitive lands that have been identified for public acquisition;
 - Minimize the amount of land that is developed per new person;
 - Provide a mix of uses, in a form that is highly connected, to meet the daily and weekly needs of residents for employment, learning, shopping, eating, recreation, and other services;
 - Create “communities of place.”
- Within Martin County today, there continues to be large landholdings under single ownership. It has been our experience that the presence of such large parcels under limited ownership provides an opportunity to achieve key environmental and agricultural protection goals through innovative development.
- Regulations can provide only a certain amount of surety in design. To achieve the highest quality development patterns requires the initiative of the land owner/developer.

**Urban Settlement Pattern
on a Hypothetical 3,000-Acre Site**



Urban Settlements can be specifically designed to create new “communities of place.”

Recommendations

- 1) Establish the Urban Settlement Pattern as the preferred pattern of development for any expansion of the Urban Services District (USD) Boundary, when consistent with the Comprehensive Plan policies on USD expansion, upon the following conditions being met:

- Designated Open Space creates or is connected to a regional habitat corridor;
- Designated Open Space and conservation lands (all environmental lands protected by county, state or federal regulations, including wetlands and protected native habitat) are protected by a conservation easement which easement is held in joint ownership by at least 3 public or non-profit entities;
- The development has no negative water quality impacts to the St. Lucie River or to the Indian River Lagoon;
- The development is fiscally neutral to existing taxpayers;
- The development creates a permanent greenbelt buffer of at least 5000 feet wide, as a permanent edge to urban development;
- Designated Open Space is at least 90% which may be reduced if the Open Space includes lands targeted for acquisition or lands with a future land use designation of Agricultural Ranchette.

- 2) Implement a Transfer of Development Rights program so that the development rights (units) of one parcel can be sold/transferred to another parcel. These transactions would require that a perpetual conservation easement be placed on the "sending" parcel to restrict the uses on the parcel to agriculture and other uses that advance county objectives (habitat corridors, targeted lands, rural viewsheds, open space, land for agriculture, water quality, etc.).

Urban Settlement Pattern on a Hypothetical 3,000-Acre Site, Surrounded by ± 1 Mile Wide Greenbelt to Create Urban Edge



Urban Settlements can also be established to provide an incentive to landowners to preserve large areas of open space and connected regional habitat.
(Example 90% Open Space; 1,500 acres developed, 13,500 acres Open Space)



BCC MEETING DATE: February 20, 2007
AGENDA ITEM: 8B2

**MARTIN COUNTY, FLORIDA
SUPPLEMENTAL MEMORANDUM**

TO: Honorable Members of the Board of County Commissioners
DATE: February 14, 2007

VIA: Duncan Ballantyne
County Administrator

FROM: Nicki van Vonno, AICP

REF: 80262fbd
SUBJECT: Development Patterns Study: Presentation of the Draft Recommendations

This supplemental memo has two purposes:

To provide a slight word revision that Tim Jackson, Glatting Jackson has made to the Executive Summary; and

To provide options for the Board's consideration regarding the actions the Board might take after hearing the recommendations on the Development Patterns Study.

Word Revision to Finding under 20 Lots, Page 9

Mr. Jackson received an inquiry regarding the Finding under the 20 acre lot section, page 9 of the Executive Summary regarding the statement:

“Based on a review of other Florida communities, a 20-acre pattern of ranchette development has not provided or served as an effective limit to urban development. Examples where such a land pattern has been converted to urban densities include east Hillsborough County and Palm Beach County.”

Based on the inquiry, Mr. Jackson reviewed the language in the "finding" and realized that it does not clearly address the issue of the 20-acre lot pattern and a permanent urban boundary as it relates to Martin County. Therefore, Mr. Jackson has revised the language of this "finding" in order to better address the issue:

"Large subdivisions of 20-acre residential lots such as those being planned and developed in western Martin County are very rare. While there are examples of former individual 20 acres lots (or small groups of such lots) that have been subdivided to urban densities, the long term durability of a subdivision of 20-acre lots as a limit to urban development has not been tested."

This revision has been made in the Executive Summary - Findings and Recommendations and the revised document has been placed on the web page.

Options for Board Consideration

Staff has formulated a range of options for the Board's deliberation after hearing the Development Patterns Study recommendations. The options are listed in order of the magnitude of staff effort necessary to implement the option. Each option is discussed below.

1) Select recommendations to be implemented and direct the Staff to develop a work program to implement the recommendations. Return to the Board for action, once items are formulated.

The recommendations require different actions: plan amendments, LDR changes, small area plans, and other actions. Each of these has its own public review process. Staff can provide the Board further information on the types of actions and public review processes needed for each recommendation, and options to accomplishing the recommendations to be implemented.

2) Select attractive concepts from the Recommendations and schedule a series of presentations and workshops on the concepts.

This concept is useful when the Board is formulating new strategies. It is similar to the series of presentations that the Board heard when considering protection of Agricultural lands and implementing the 2005 Strategic Objective on affordable and workshop housing. Staff could invite a series of speakers and/or prepare workshop materials for review and discussion for the items selected for further consideration.

3) Defer action on any of the clustering recommendations until after the public hearing review process of the Atlantic Ridge Preserve Comprehensive Plan amendment, and consider proceeding with those recommendations on the patterns inside the Urban Service District that have merit.

The Atlantic Ridge Preserve Comprehensive Plan amendment application is two text amendments and a future land use amendment. First the proposal provides new text policy language by which the primary urban service district boundary may be moved to encourage the donation of conservation land. Second, it proposes an amendment to move the primary urban service district boundary; and third, it changes the future land uses on the property to allow a donation of land to be designated Institutional-Conservation while transferring densities off the donated portion to the remaining tract of land, which also would undergo a change of land use. Waiting to take any action on the Development Patterns Study clustering recommendations until the Atlantic Ridge Preserve amendment is reviewed would allow the public and the Board to consider an actual test case that includes the following concepts: a type of clustering, a form of urban settlement, and a transfer of development rights type concept.

However, the Development Patterns Study is more than a clustering study. It contains environmental protection recommendations, recommendations on the existing development patterns allowed currently, and recommendations on the other pattern options. The second step of this option would allow consideration of other recommendations of the Study that have merit. Some of these recommendations could be considered without concurrent consideration of the clustering recommendations.

4) Schedule another Board workshop to consider the recommendations in more detail.

Given the amount of public comment likely to occur on February 20, 2007, the Board may not have ample time to fully engage in a discussion of the recommendations. This option would

allow the Board the time to consider what recommendations should be considered under Options 1, 2, or 3.

4) Schedule a public workshop to allow more public discussion and comment on the recommendations.

Given the amount of public comment likely to occur on February 20, 2007 the public may not have ample time to fully engage in a discussion of the recommendations. This could be conducted by staff and then the comments reported back to the Board.

5) Provide Board direction based on some combination of the above options.

The Board could combine Options 4 and 5 with any of the first three options to provide the review time and public comment time the Board determines is necessary.

6) Accept the report and use the data for the Evaluation and Appraisal Report.

The Evaluation and Appraisal Report (EAR) is a statutory requirement for local governments to review and evaluate their Comprehensive Plan. Martin County's EAR is due October 1, 2008 to the Department of Community Affairs. A draft EAR can be submitted prior to this date. Staff has selected a consultant to prepare the EAR and is currently negotiating a scope of service with the selected firm. A number of recent studies will provide data and analysis for the EAR.

7) Receive study with no further action.

Self explanatory.

Staff Recommendation

Staff recommends Option 3 combined with Option 4: Defer action on any of the clustering recommendations until after the public hearing review process of the Atlantic Ridge Preserve Comprehensive Plan amendment, and consider proceeding with those recommendations on the patterns inside the Urban Service District that have merit. Direct staff to schedule a BCC workshop to consider the non-clustering recommendations in greater detail.

Reviewed by Stephen Fry, County Attorney

BCC MEETING DATE: February 20, 2007
AGENDA ITEM: 8B2

**MARTIN COUNTY, FLORIDA
SUPPLEMENTAL MEMORANDUM**

TO: Honorable Members of the Board of County Commissioners
DATE: February 15, 2007

VIA: Duncan Ballantyne
County Administrator

FROM: Nicki van Vonno, AICP
Growth Management Director

REF: 80262fbd

SUBJECT: Development Patterns Study: Presentation of the Draft
Recommendations

Please find attached two letters of public comment received by Growth Management Department.

Reviewed by Stephen Fry, County Attorney

McCarthy, Summers, Bobko, Wood, Sawyer & Perry, P.A.

Attorneys at Law

Kathryn C. Bass
Noel A. Bobko
Nicola J. Boone*
Terence P. McCarthy**
Kenneth A. Norman
Steven L. Perry
Vincent P. Rollo, Jr.
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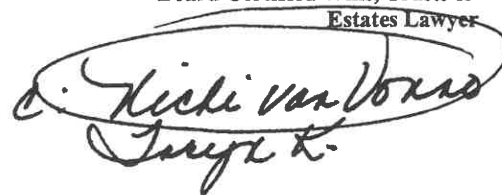
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*Board Certified Elder Law Lawyer
**Board Certified Real Estate Lawyer
***Board Certified Wills, Trusts &
Estates Lawyer

February 13, 2007



Vicki van Vorst
Jury K.

VIA HAND-DELIVERY

Duncan Ballantyne
Martin County Administrator
2401 SE Monterey Road
Stuart, FL 34996

Re: ***Shadow Lakes Groves, Inc. Western Lands***

Dear Duncan:

Please be advised that this office represents Shadow Lakes Groves, Inc. ("Shadow Lakes"). As you know, Shadow Lakes owns approximately 3,600 acres of essentially undeveloped land located on either side of the County's newly acquired Western Corridor. This land, although vacant of residential development, has been used for many years for agricultural operations. This land is designated Agricultural Ranchette on the Future Land Use Map of the Martin County Comprehensive Growth Management Plan.

The recently published Findings and Preliminary Recommendations of the Martin County Development Pattern Study directly impacts the Shadow Lakes property. On page 7 of 17, Rural Patterns, 5 Acre Lots, the preliminary recommendation is that all 5-acre subdivisions will require a planned unit development zoning agreement and all environmental lands will be placed in a conservation easement. If these preliminary recommendations are adopted and implemented, in order for my client to develop this property in 5-acre lots, as contemplated by the Agricultural Ranchette land use designation, my client will be forced into a PUD zoning agreement with the County. Forcing my client into a PUD zoning agreement is directly at variance with Section 4.1.B.6 of the Martin County Growth Management Plan wherein it states that specific district regulations are negotiated voluntarily by both the developer and the County. The preliminary recommendations of the Martin County Development Pattern Study make a PUD mandatory, rather than voluntary, and this is directly at variance with the Martin County Comprehensive Growth Management Plan.

Any attempt by the County to make PUD zoning mandatory for 5-acre Agricultural Ranchette development will violate my client's procedural and substitute due process rights, and will

Duncan Ballantyne
County Administrator
February 13, 2007
Page 2

Any attempt by the County to make PUD zoning mandatory for 5-acre Agricultural Ranchette development will violate my client's procedural and substitute due process rights, and will effectively amount to a taking. You should be advised that in such circumstances, my client would have to take the necessary steps to protect the value of their property.

As you know, Shadow Lakes has been an outstanding corporate citizen in Martin County for many years, always acting for the betterment of the County and its citizens. We trust that the Board of County Commissioners will seriously consider the statements contained herein and will reject the PUD requirement for 5-acre lots, as set forth in the Martin County Development Patterns Study. We welcome the opportunity to present these issues at the public hearings in front of the Board of County Commissioners.

Very truly yours,



Terence P. McCarthy
TPM/dd

cc: Michael Diterlizzi, Chairman , BCC
client

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OLIVER • GLIDDEN • SPINA & PARTNERS
ARCHITECTURE • INTERIOR DESIGN, INC.

Ed Oliver
John Glidden
Keith Spina
Danny Brown

January 31, 2007

RECEIVED

FEB 05 2007

Michael DiTerlizzi
Chairman
2401 SE Monterey RD
Administrative Center
Stuart, FL 34996

GROWTH MANAGEMENT
DEPARTMENT

Re: Martin County Land Pattern Study

Dear Michael:

After attending the recent presentation by Glatting-Jackson and reviewing online the content of that presentation I have a number of observations and suggestions for your consideration.

1. When I had the opportunity to speak I asked the audience by a show of hands to indicate where they lived. It was very interesting that the large majority (approximately 75%) of the several hundred people attending this session, lived east of the Urban Service Boundary, another 15-20% lived in Palm City and there were fewer than a dozen hands reflecting ownership of land west of I-95.
2. It is not surprising that the residents who live in the eastern portion of the County are more vocal and on first impression have a stronger voice than those of us living in the western county area. In our experience over the last several years it is apparent that many of the land owners (both large and small owners in western Martin County area) do not attend or participate in these public forums as much as they should. It does; however, seem to be imbalanced when 75- 80% of the lands in Martin County are in a "rural character" on the land pattern map prepared by Glatting-Jackson. I believe that decisions and policies for future controlled growth in the western area of the county should not be directed or overly influenced by those residents living in the east of I-95.
3. The concept of "Cluster Development" is neither inherently bad nor evil as is often represented. Cluster Development affords planners the opportunity to be more creative and is in itself a "public benefit". Cluster Development projects should not be required to contribute substantial portions of their property to third party entities in order to qualify for a cluster concept. Not every piece of property has viable areas that need to be protected and managed by a third party entity.

Martin County currently requires lands in the western area to preserve at least 25% in a Preservation and Management Plan (PAMP). While it is often true that larger tracks of land can be more efficiently and managed by a third party entity we do not believe that enough consideration has been given to the financial impact on property owners, developers or homeowners associations as to the ongoing annual expense associated with the plan as

outlined by Glatting-Jackson.

We are not oppose to the concept proposed by Glatting-Jackson but do not feel is the only manner in which there will be "A Public Benefit" to utilize cluster development. To that extent cluster development should be available to anyone wishing to develop property under normal LDR guidelines established by the growth management department and with an opportunity to develop at the same 1/20 acre density but not on a 20 acre lot.

In most every other jurisdiction in the state there are opportunities for planners to utilize a number of Land development regulations which allow some incentives to the developer and create better projects for the public at large. There appears to be a public impression that any change to the current Comprehensive Land Use Plan or LDR's is going to produce dramatic density increases and therefore infrastructure cost. We believe the Commission is able to sort fact from fiction and will this current G-J study as an opportunity to adopt, in a controlled manner, more creative LDRs that will in the long run enhance the quality of life for those of us who are residing in western Martin County.

4. It appears that there is a public impression that any changes to the Comprehensive Land Use plan is going to encourage better planning and land use tools should be allowed development in western Martin County and at a much higher density similar to counties to the north and south of us.

Glatting-Jackson noted that undeveloped land in the County under private Ownership (approximately 150,000 acres) would only generate an increase about 3,000 residential units (10,200 vs. 7,400) if all of those acres were developed at a density of one residence per each four acres. Simply stated urban sprawl in a manner and degree similar to Dade County; simply is not desirable.

5. Better planning and land use tools should be allowed, one development alternative that has not been discussed would be to allow land owners who have a valid agriculture use (i.e. dairy, citrus, ranch, etc.) be allowed to sell off a portion of their property for (and therefore density) development while allowing them to continue to use a majority of the property for agriculture purposes. This concept can be used to create a more direct relationship between residential development on smaller lots and valid agriculture uses.

This concept would allow some of the larger land owners to benefit by selling some of their land to supplement their businesses and allow them to continue their agriculture use without being forced out of business by development pressures, canker, etc. Under a plan such as this creative cluster developments (not simply a row of houses along a road) could be nestled in among interesting environmental areas while still allowing western Martin County to maintain its agricultural and rural character.

Restrictions would need to be put in place to insure a plan that the agriculture use uses would have to continue in perpetuity or if abandoned that the agricultural land would not have the ability to develop or transfer development density (as it would already been transferred to the agricultural development- if not properly) the land would revert to a conservation/ agriculture easement.

6. There also appears to be a strong public concern to maintain and not move the Urban Service boundary the fear is that any movement will open the doors to the higher densities and over development and the perceived tax increase cost to the public to provide the necessary infrastructure. For new projects, if the boundary were ever moved the comp plan and zoning would control density and the development order would most likely require the developer to fund all major infrastructure (roads, drainage and utility) costs. At this time it is my understanding that

there is not a move to increase or move the urban boundary further west there are, however, certain areas that could support a more interesting variety of uses such as the intersections of 714, 76, etc.

We understand that the County has recently identified several of these intersections in order to accommodate biotech development to support the Scripps and Torrey Pines initiatives. We support this direction and hope that the Comprehensive Land Use Plan would allow the appropriate support commercial/ office research and development residential and hotel uses that will compliment the County's goal.

Along the same lines, we ask that the Comprehensive Land Use Plan and zoning LDR's be amended to allow certain types of "limited" rural/ agriculture uses to serve the western county area. We are not talking about a Wal-Mart or strip shopping center but envision a: country store, nurseries, feed stores, a convenience store, gas station, etc. be allowed. Our family has to drive at least 17 miles to Okeechobee, Stuart or Indiantown in order to purchase a gallon of milk. There are enough residents in western Martin County area who would like to avoid having to travel so far which would save gas, money and trip generation.

As to the concern over urban sprawl in the western Martin County area.....we purchased land and moved to western Martin County 12 years ago so we could live in a rural environment. We have no desire to see all this land developed into country club communities and are confident that the Commission and concurrency will control the amount of development that will be able to occur in the western Martin County area.

7. We support the Urban Settlement Concept presented by Glatting-Jackson within the service boundary.
8. If the minimum lot size of 4 acres proposed by Glatting-Jackson is adopted by the commission make sure that the health department minimum criteria regarding wells and septic tanks are reviewed and are compatible.
9. The Land Pattern Map which was presented identifies approximately 60,000 acres of **"targeted lands for public acquisition"**. We certainly hope that those property owners were contacted in writing to determine if they are in agreement with this policy and that no additional development restrictions outside of the current Land Development Regulations be placed upon these lands until and if such lands are actually acquired by the public.
10. By separate email to Nicky Vanvanno we are asking that the Land Pattern Map be amended to remove Stuart Woods Ranch from the category of "Public Conservation". We further request a specific definition of what the Public Conservation category means for both current development rights and any proposed changes to those current development rights. This is such a broad based category that it causes us many of our neighbors concern over their intent of a "Public Conservation" category. We would not want any generic label to deprive land owners of the current land use; especially those agricultural and rural land uses. We strongly suggest a different name- i.e. agricultural or public.

I would expect that creative planning and land use combining residential units with viable agriculture uses would allow development of small villages with houses on 1- 2 ½ acre size lots. I believe that this can create a very healthy interaction between neighbors and would engender an appreciation of the agricultural community, their work ethic and the products that are produced and enjoyed by all of us. Somewhat like a grown up 4-H Club.

11. Another point that was listed on the web site but was not discussed during the presentation is the policy that would preclude the "public" from being able to transfer density from publicly own

lands and, therefore lose the economic benefit from this transfer of density; I believe that handled properly this could be a creative way to produce funding for the acquisition and management for additional public lands. If this were to be pursued this would be logically create somewhat larger densities on lands in private ownership and would create a "receiving site" for the density transferred from a "sending site". This would need to be explored further but we ask that you include amend the Comprehensive Land Use Plan so as not to eliminate this concept from future study.

We hope you will consider these comments along with your fellow commissioners as you approach the completion of this planning study and consider implementation of the Glatting- Jackson plan.

Sincerely,



Anthony E. Oliver

CC: Nicky Vanvano
Tim Jackson
Dunkin Memorial Camp
Nancy Oliver

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