



## **2019 RESIDENTIAL CAPACITY EXPANSION ANALYSIS**

**Martin County Board of County Commissioners**

February 26, 2019

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## **TABLE OF CONTENTS**

Introduction  
Prior Planning Studies  
Current State Statutes and Local Comprehensive Plan Requirements  
Updated Capacity Data  
Mapping Analysis of Vacant Residential Land  
Planning Options  
Challenges to Increasing Capacity

## **LIST OF FIGURES**

Figure 1: North County Vacant Land  
Figure 2: Hutchinson Island  
Figure 3: Central County  
Figure 4: Hobe Sound  
Figure 5: Poinciana Gardens  
Figure 6: South County  
Figure 7: Palm City  
Figure 8: Urban Service District with Public Land  
Figure 9: Urban Service Districts with Surrounding Subdivisions  
Figure 10: Urban Service Districts with Surrounding Subdivisions (Aerial)

## INTRODUCTION

Martin County residents care deeply about the character of future development. County residents, elected officials and staff have worked hard to protect the County's Urban Service Districts. Numerous studies have been conducted over the years analyzing growth and development patterns to create a community vision. There are also annual population and growth studies that are required through the Comprehensive Growth Management Plan (Plan).

State Statute requires local government to maintain a minimum amount of land to accommodate future population projections. In addition, the County's Plan Policy 4.1D.5 requires the County to produce a residential capacity analysis every five years. The Residential Capacity Analysis projects the amount of land needed for residential development based on expected increases in population. It also calculates the existing supply of vacant land available to accommodate that growth.

Policy 4.1D.6. of the Comprehensive Growth Management Plan requires the County to start planning for expansion at the 15-year threshold, and to expand capacity when the urban service districts have no more than 10 years capacity. State Statute requires local government to maintain a minimum amount of land to accommodate future population projections. In addition, the County's Plan Policy 4.1D.5 requires the County to produce a residential capacity analysis every five years. The Residential Capacity Analysis projects the number of residential units needed based on expected projected population. It also calculates the existing supply of vacant land available to accommodate that growth.

In February 2018, the County Commission reviewed the 2018 Residential Capacity and Vacant Land Analysis, and the 2018 Residential Demand Analysis. Based on that analysis, the County Commission directed staff to begin planning for expansion of capacity. This Study provides an overview of prior studies, current State Statute and Martin County Plan requirements for such studies. It updates the 2018 residential capacity analysis, provides a mapping analysis of vacant land, and provides options for addressing the future demand for residential development, and conclusions.

## PRIOR PLANNING STUDIES

In 1997, the County conducted a Sustainable Communities Visioning Process, funded by the State of Florida. One of the conclusions of that process was that "residents support current policies regarding the Urban Services Boundary, Wetland Impacts, Upland Habitat Protection and the Four Story Height Limitation" (Martin County Sustainable Communities Vision Process, Final Report, July 13, 1999). In 2000, the County received an Achievement Award from the National Association of Counties for its *2020 Vision for a Sustainable Martin County*. One of the goals of that vision was to

contain development through the continued use of the County's Urban Services District policies and in the Community Redevelopment Areas.

In 2003, a consultant hired by the County completed an analysis of the residential capacity within the Urban Service Districts (Vacant Land Inventory, EDAW Inc, 01/13/03). That study concluded that the County's Future Land Use Map could accommodate projected population through 2016.

Between 2005 and 2007, the Board of County Commissioners established a strategic objective and embarked on the Development Patterns Study to create recommendations regarding how the County will grow. There was an enhanced public participation component to the Study. The Study provided a series of recommendations that focused on different patterns of development: 20-acre lots, 5-acre lots, cluster, urban infill, urban pattern, suburban pattern and urban settlement pattern. Among the many recommendations, one was to require any expansion of the Urban Service District to be developed with an urban settlement pattern. Urban settlement development provides an area for coordinated mixed-use development which is comprised of a variety of residential housing types, a neighborhood center, recreational space and a mixed-use center that includes commercial, office, public/civic uses, schools and public space.

From 1994 through 2010, the seven (now six due to the incorporation of the Village of Indiantown) Community Redevelopment Areas (CRA) have undergone Vision Planning. Because of the concurrent nature of the CRA planning and the 2020 Vision Plan, each of the CRA plans is an extension of recommendations and issues discussed in the 2020 Vision for a Sustainable Martin County. Each CRA Plan represents hundreds of hours of effort by residents and business owners on Neighborhood Advisory Committees (NAC) and larger groups of citizens that attended public meetings during the plans development for each CRA. In 2010, the CRAs conducted the Vision NOW (Neighborhood Opportunities Workshop) sessions in each of the seven redevelopment areas to identify current community needs.

## **CURRENT STATE STATUTE AND LOCAL COMPREHENSIVE PLAN REQUIREMENTS**

State Statute requires local governments to maintain a minimum amount of land to accommodate future population projections.

Florida State Statute ch. 163.3177(1)(f)3. states that:

*The comprehensive plan shall be based upon permanent and seasonal population estimates and projections, which shall either be those published by the Office of Economic and Demographic Research or generated by the local government based upon a professionally acceptable methodology. **The plan must be based on at least the minimum amount of land required to accommodate the medium***

***projections as published by the Office of Economic and Demographic Research for at least a 10-year planning period unless otherwise limited under s. 380.05, including related rules of the Administration Commission. Absent physical limitations on population growth, population projections for each municipality, and the unincorporated area within a county must, at a minimum, be reflective of each area's proportional share of the total county population and the total county population growth.***

In addition, State Statute 163.3177(6)(a)4 states that:

*The amount of land designated for future land uses should allow the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business and may not be limited solely by the projected population.*

A local comprehensive plan is developed for the particular jurisdiction. Therefore any residential capacity that may be present in incorporated areas of the County is not part of Martin County's analysis. Because the Village of Indiantown incorporated in December 2017, that required removing all of the residential capacity contained in the western Primary and Secondary Urban Service districts and included in previous studies. Martin County's analysis does not include any potential capacity that might exist in the City of Stuart, Village of Indiantown or the Town of Ocean Breeze Park, the municipalities that have some vacant land slated for new development.

As part of analyzing the Urban Service Districts over time and thus the amount of land required by State Statute, the County has monitored the amount of land available for residential development through its Residential Capacity Analysis. Policy 4.1D.5 of the Comprehensive Growth Management Plan requires the County to produce a residential capacity analysis every five years. The Residential Capacity Analysis projects the number of units needed for residential development based on projected increases in population. It also calculates the existing supply of vacant land available to accommodate that growth.

On February 13, 2018, Growth Management staff presented the 2018 Residential Capacity and Vacant Land Analysis and the 2018 Residential Demand Analysis. The analysis concluded that the Primary and Secondary Urban Service Districts have 187% of the capacity needed in the 10-year planning period and 125% of the 15-year planning period. Since 1990, the County has used 125% as its capacity measure. The Board of County Commissioners approved the two 2018 Analysis reports. Based on the results of the analysis, the Board directed staff to begin a planning analysis to expand residential capacity in accordance with Policy 4.1D.6. and other applicable policies.

Policy 4.1D.6 states:

*Policy 4.1D.6 The residential capacity analysis will determine if the future demand for residential units exceeds the supply for residential units as provided in the residential capacity analysis.*

*When the undeveloped residential acreage within either the Primary Urban Service District or the Secondary Urban Service District no longer provides for projected population growth for the **fifteen** year planning period, planning for expansion of residential capacity shall commence. When the undeveloped acreage within either the Primary Urban Service District or the Secondary Urban Service District provides for no more than **10 years** of projected population growth, the County is required to expand capacity.*

Policy 4.1D.6. requires the County to start planning for capacity expansion at the 15-year threshold and requires the County to expand capacity when the urban service districts have no more than 10 years capacity. The 15-year period provides time to plan, identify and develop the additional capacity necessary.

Staff has conducted the planning analysis as directed by the Board in February, 2018. However, the approval of the Pineland Prairie Mixed-Use Village Plan amendments (adopted August 21, 2018) has increased the residential capacity by 4,200 units over the amount of capacity identified in the 2018 residential capacity analysis. As noted in the next section, the addition of the 4,200 units raises the availability of vacant residential land to 262% in the PUSD for the 10-year planning period and 175% for the 15-year planning period. Therefore, expanding residential capacity to meet the future population growth does not need to occur as quickly as indicated in February 2018.



## UPDATED CAPACITY DATA

Following the February 13, 2018 presentation, staff analyzed the land available for infill development within the existing PUSD and Secondary Urban Service District (SUSD). In August 2018, the Board adopted a major change to the Future Land Use Map and a related expansion of the Primary Urban Service District (PUSD) for the Pineland Prairie Mixed-Use Village. The following tables and Figures 1 - 6 reflect the decreasing supply of land available for residential development inside the PUSD and SUSD and the increased capacity from the 4,200 units approved through the Pineland Prairie plan amendments.

The demand data in the following tables is the same as presented on February 13, 2018. The supply data has been updated to reflect the addition of the Pineland Prairie units and a decrease in the supply within the Urban Service Districts. The addition of the 4,200 units raises the availability of vacant residential land to 262% of projected need in the PUSD for the 10-year planning period and 175% of projected need for the 15-year planning period.

Table 1. 2016 – 2025 Analysis of Supply versus Demand

Urban Service Districts	2025 Demand	2018 Unit Supply	2019 Unit Supply	Updated Percent of Need in the 10-year planning period
Primary	4,240	6,919	11,119	262%
Secondary	154	1,022	1,022	664%
Total	4,394	7,941	12,141	276%

Table 2. 2016 – 2030 Analysis of Supply versus Demand

Urban Service District	2030 Demand	2018 Unit Supply	2019 Unit Supply	Updated Percent of Need in the 15-year planning period
Primary	6,360	6,919	11,119	175%
Secondary	231	1,022	1,022	442%
Total	6,591	7,941	12,141	184%

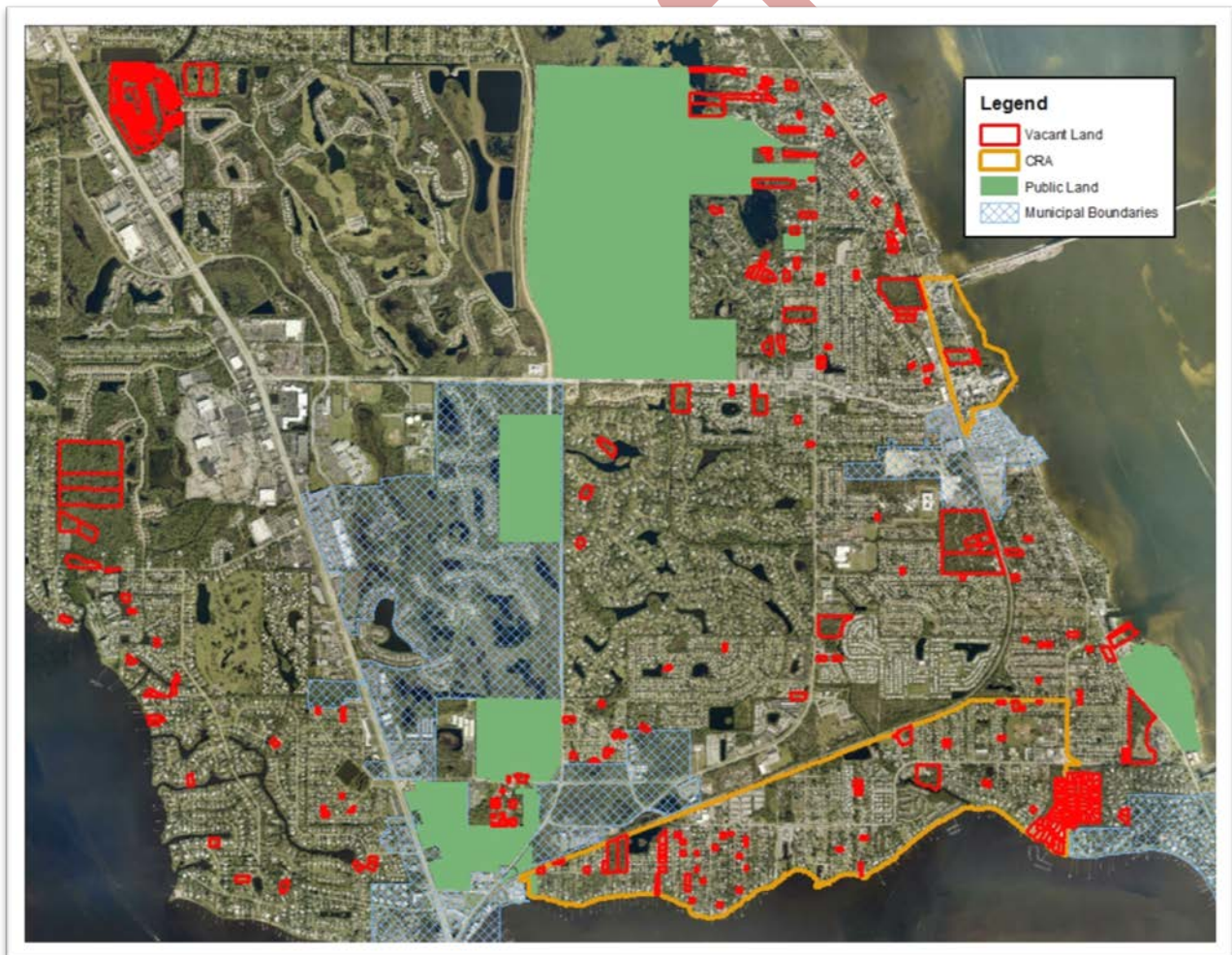
Sources: Demand data is from the Vacant Residential Capacity Analysis approved by the Board of County Commissioners on February 13, 2018. 2019 Supply data is from the Pineland Prairie Comprehensive Plan Amendment, 2018 aerial photography, and updated Certificates of Occupancy data.

## MAPPING ANALYSIS OF VACANT RESIDENTIAL LAND

The figures below show the residential land available for development inside the USDs and publicly owned land that is not available for development inside and outside the USDs. As illustrated in the figures, most of the available vacant land can be considered infill lots. There are not many properties that are available for larger projects that can develop at the maximum density permitted by the Future Land Use Map.

### Figures of Vacant Land

Figure 1: North County



Though shown as one red polygon, the individual lots of Langford Landing were counted along with the numerous individual infill lots in Figure 1.

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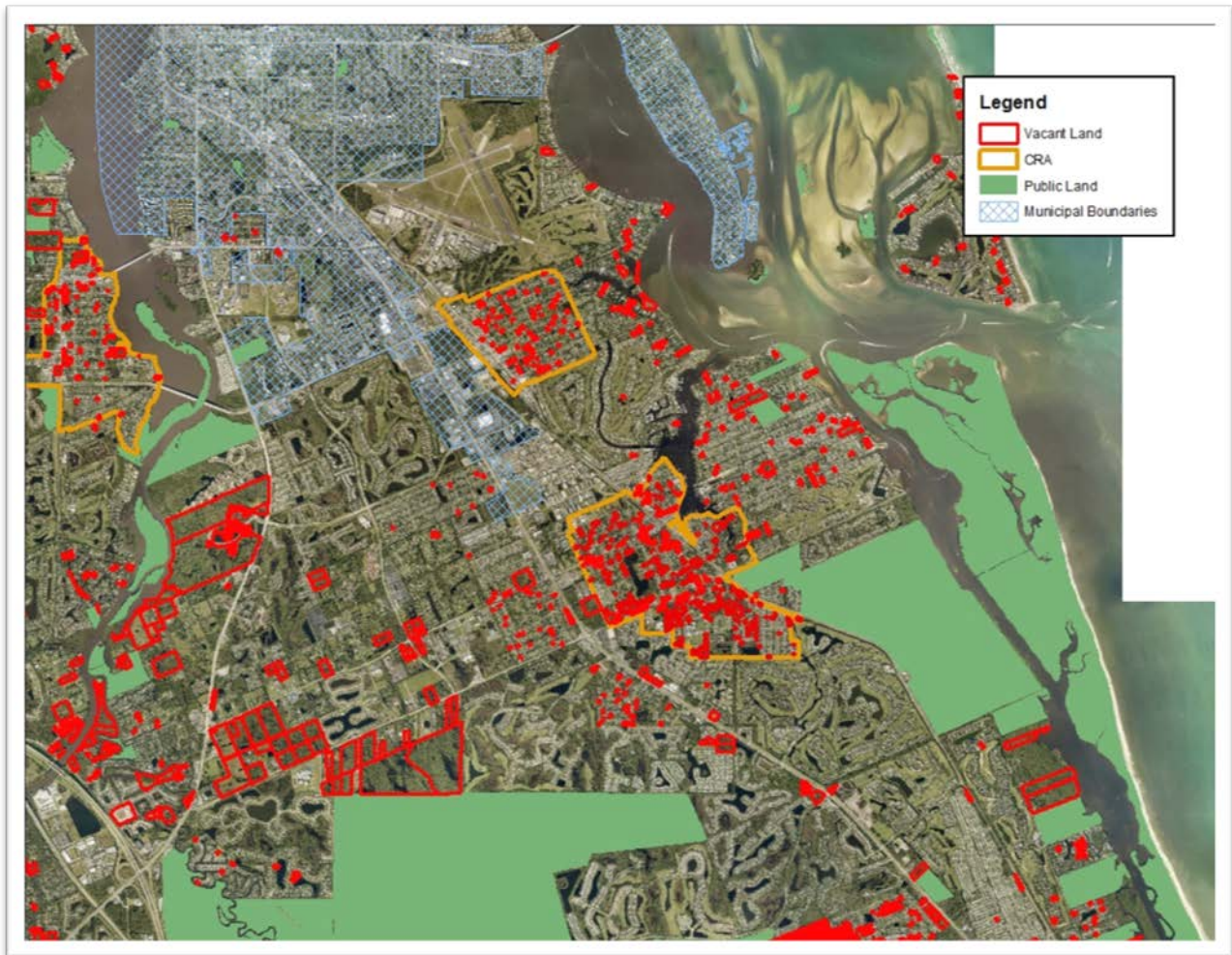


Figure 2: Hutchinson Island



Parcels outlined in red on Hutchinson Island are limited to detached single family residential units.

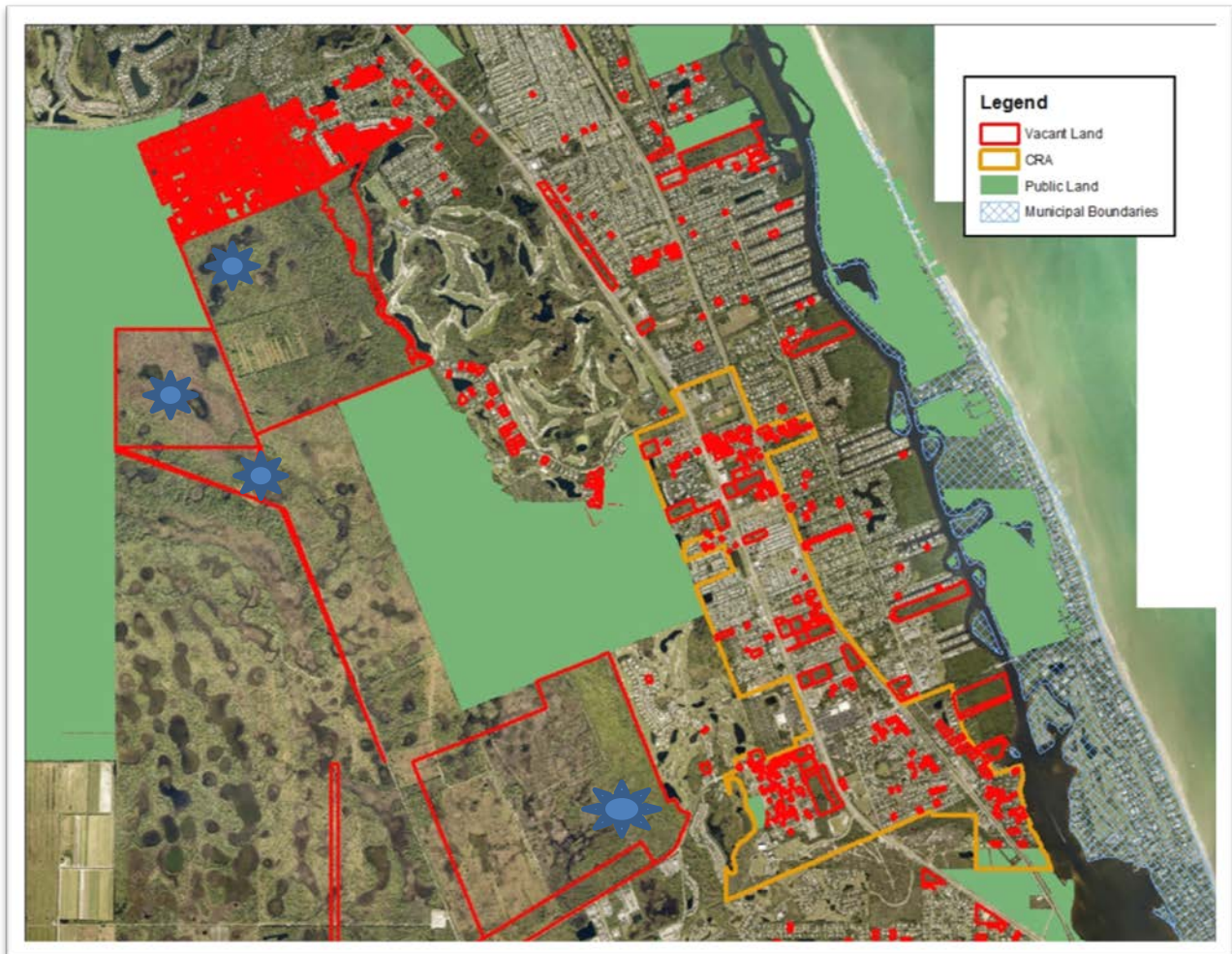
Figure 3: Central County



One highlight of Figure 3 is the sizable number of individual vacant residential lots evident within the Old Palm City, Golden Gate and Port Salerno CRAs.



Figure 4: Hobe Sound

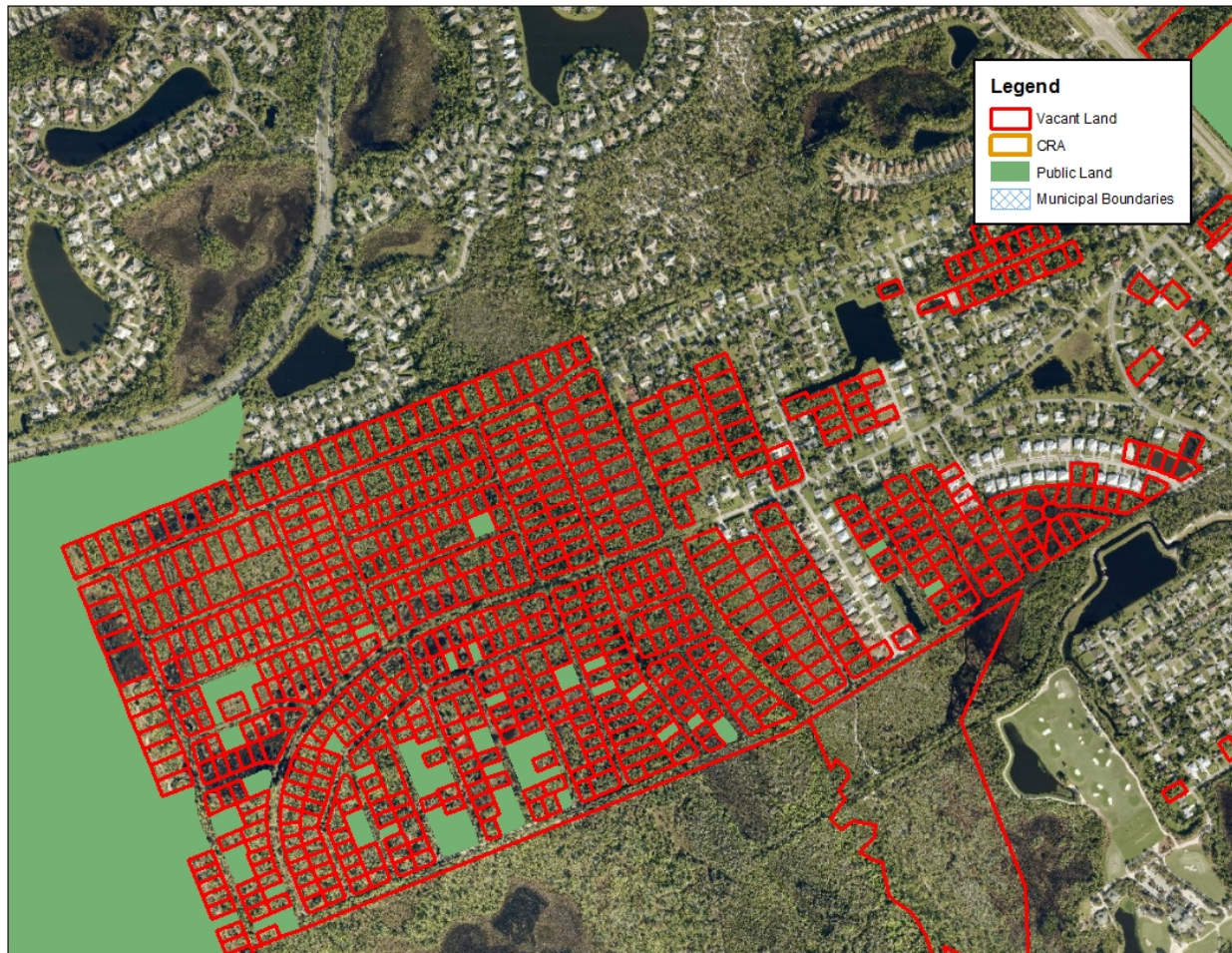


The area outlined in orange represents the Hobe Sound Community Redevelopment Area (CRA). The large parcels west of the CRA (identified with blue stars) are within the Secondary Urban Service District and are the largest undeveloped parcels remaining within the Secondary Urban Service District. They have a Rural Density future land use designation (allowing one unit per two acres) and are not permitted to have water and sewer service. The options for increasing capacity, discussed later in this report, will refer to these large parcels within the Secondary Urban Service District.

The solid red area near the top of the picture is the undeveloped portion of the Poinciana Gardens Subdivision inside the PUSD. Please see Figure 5 for an enlargement of the Poinciana Gardens area.



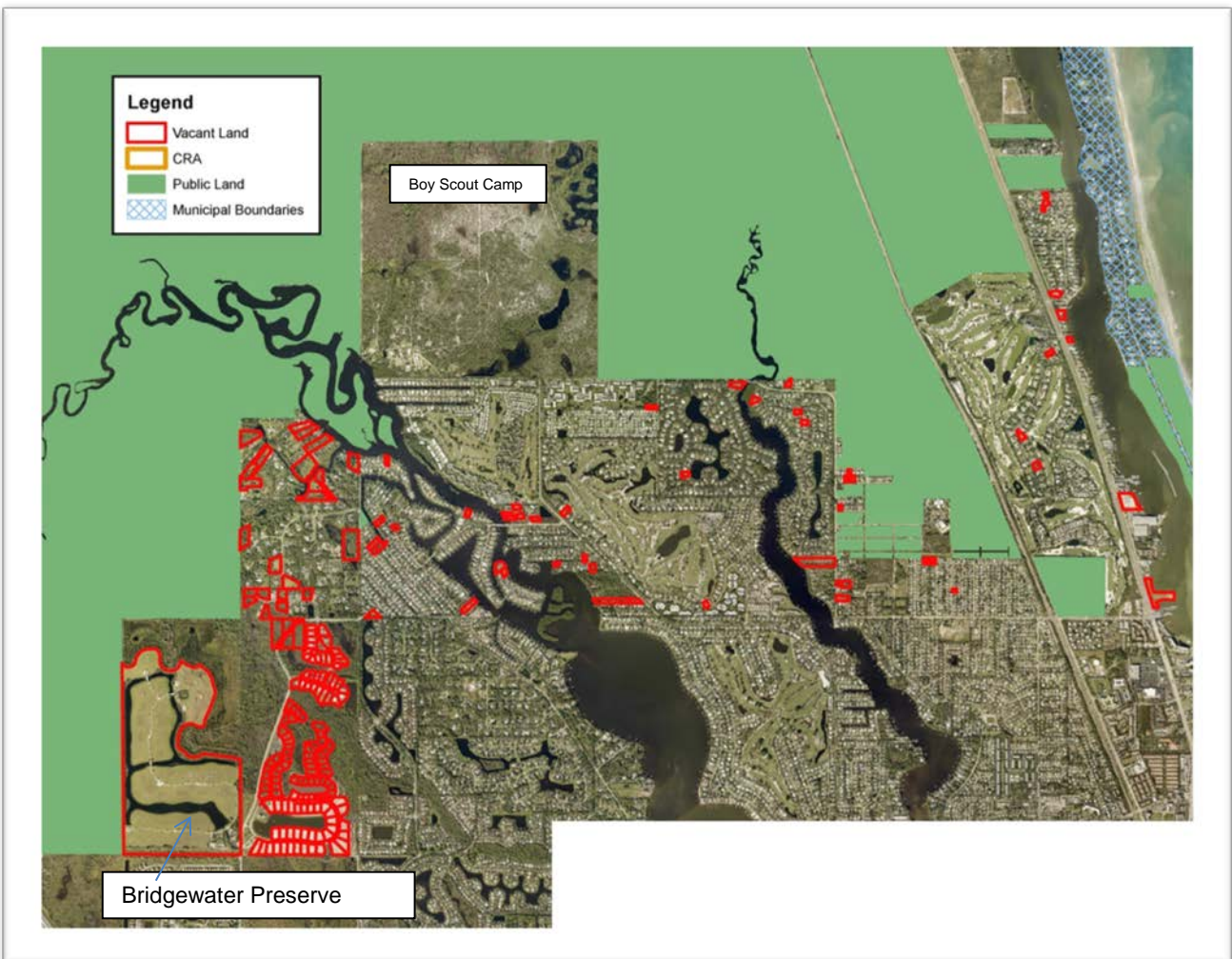
Figure 5: Poinciana Gardens



The Poinciana Gardens lots are platted lots of record pre-1982 and are not subject to site planning. As platted lots of record they are counted in the supply of lots available to meet the demand in the next 15 years. However, the western portion of the subdivision has never been developed. It does not have roads constructed within the right-of-way shown on the plat and may have extensive wetlands. County regulations prohibit the issuance of building permits to lots that are not on an open road. In order to develop these lots, road opening permits must be approved by the County so that building permits may be issued to lots on an open road. This is an example of the challenges limiting infill development on some of the remaining vacant lands in the PUSD and the SUSD.



Figure 6: South County



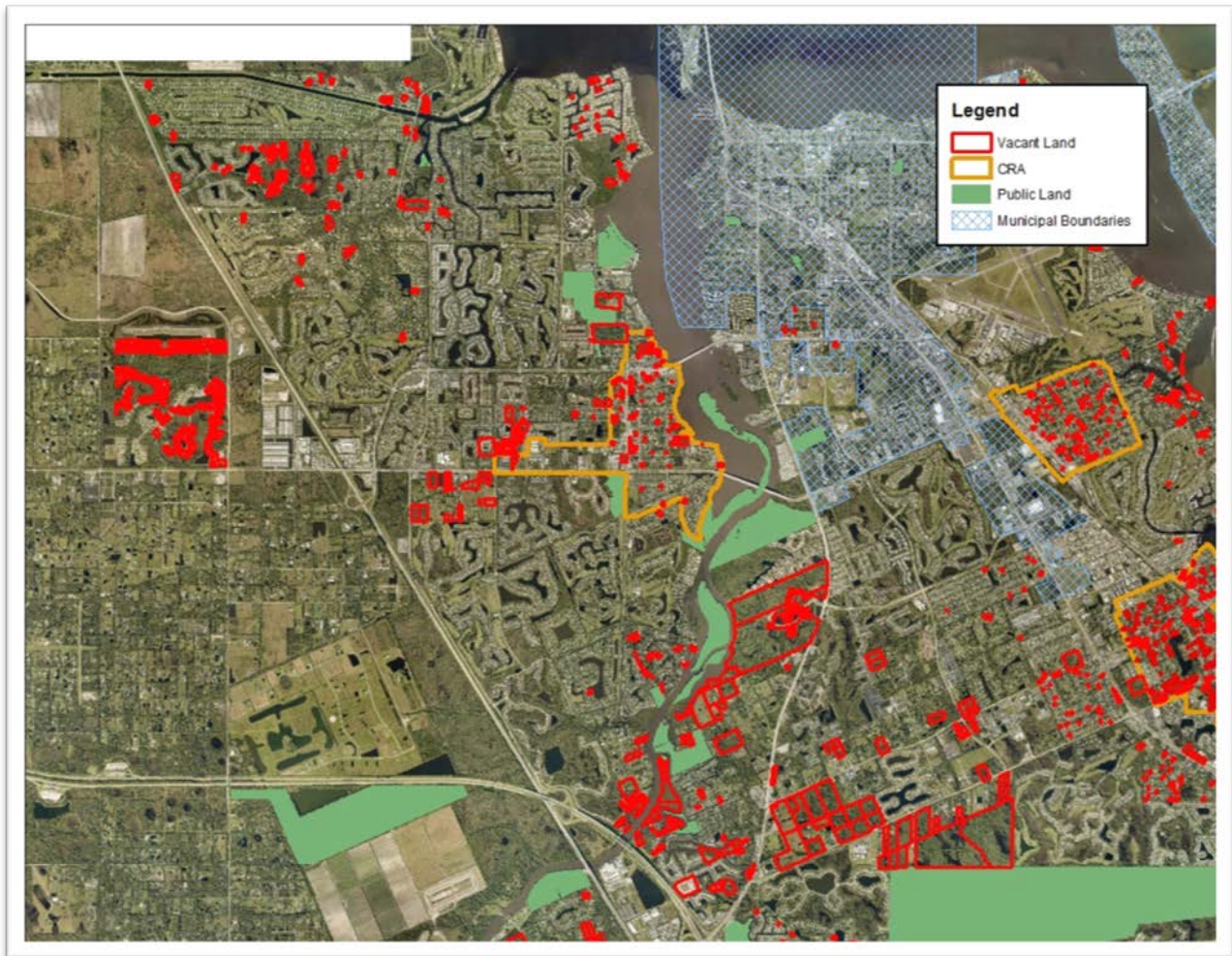
Though not within the Secondary Urban Service District, Bridgewater Preserve is shown in the figure above and has a Rural Density future land use designation. The existing 36 unit site plan may be revised pursuant to Policy 4.7A.3.(5) below.

*Policy 4.7A.3. Exceptions to location in the Primary Urban Service District. All future development of a use or intensity that requires public urban facilities, including water and sewer, will be permitted only in the Primary Urban Service District. The only exceptions are for the currently approved developments below:*

*(5) Bridgewater Preserve as recorded in Plat Book 16, Pages 033-001 to 033-007, Public Records of Martin County, Florida. Any increase in residential density shall require approval by the Board of County Commissioners for a PUD Zoning Agreement and revised master/final site plan which is consistent with the Rural Density future land use designation and requires that the project connect to the existing potable water and sanitary sewer lines.*



Figure 7: Palm City



The focus of this map is on the Palm City area west of the St. Lucie River. Most of the parcels outlined in red are lots of record. Only a small handful of larger parcels shown in Palm City are not platted lots of record.

## PLANNING OPTIONS

As the mapping analysis indicates, much of the PUSD is developed and much of the land available for infill has infrastructure and environmental challenges that may yield less than the maximum density allowed by the Future Land Use designation and fewer units than found in the updated supply data.

Policy 4.1D.6 requires the County to begin planning when residential land does not accommodate population growth for the 15-year planning horizon. The calculation of residential capacity indicates no action is necessary at this time. However, given the infrastructure needs and environmental challenges on infill parcels, the need for more capacity could arise sooner than projected.

In the future, the Board can choose to increase capacity. This can be accomplished in two ways: Increase densities inside the Primary and Secondary Urban Service Districts, or expand the Urban Service District. Both options may be implemented through Comprehensive Plan changes, land development regulation changes, or amendments of approved development orders. All options are described in the following sections, along with constraints that may limit the use of the options.

### 1. Increase Capacities Inside the PUSD/SUSD

There are several options for increasing capacities inside the Primary and Secondary Urban Service Districts.

#### *a. Increase Density Inside The PUSD.*

This option can be chosen during the review of private map amendments submitted by applicants when it is demonstrated that the areas of the PUSD may be appropriate for increased densities. Additional analysis about this option can be found later in this report.

#### *b. Increase Density Inside The SUSD.*

Plan policies have identified the SUSD as (i) a possible expansion area for the PUSD, and (ii) a transition area between urban and agricultural lands that are environmentally sensitive areas. The Rural Density future land use, permitting a maximum of one unit per two acres, minimizes the density.

Increasing densities in the SUSD may have limited benefit. Some areas of the SUSD that previously received water and sewer service have developed. Density increases in these areas will yield little or no additional capacity. The largest portions of the SUSD that are not developed (and not within the Atlantic Ridge State Park) appear to have a high probability of wetlands.

Increasing densities on such lands may not yield much capacity while increasing the potential for impacts to the environment.

The following chart illustrates two possible scenarios for increasing residential capacity by increasing density on undeveloped land in the SUSD. The first scenario does not require expanding the PUSD into the SUSD. Changing the future land use from Rural Density to Residential Estate Density (one unit per acre) in Scenario 1 adds only 614 units of capacity. It would theoretically provide a total of 1,229 units.

If the density were changed to Low Density Residential (5 units per acre) in Scenario 2, the maximum potential units would increase to 6,146 units.

However, the table below indicates over 594 acre of the undeveloped land in the SUSD may contain wetlands. The largest undeveloped area of the Secondary Urban Service District is found west of Hobe Sound and north of Bridge Road as illustrated in Figure 4.

Future Land Use	Units per Acre	Total	Wetland Probability Acreage	Acres less wetlands	Dwelling Units	Wetland Density Transfer	Units at Maximum Density (Rounded)
Rural Density (currently assigned)	0.5	1,526.41	594.35	932.06	466.03	148.59	615
Residential Estate Density (Scenario 1)	1	1,526.41	594.35	932.06	932	297.18	1,229
Low Density Residential (Scenario 2)	5	1,526.41	594.35	932.06	4660.03	1,485.88	6,146

In December of 2014, the Board adopted Ordinance 965 that eliminated the ability to receive water and sewer services in the SUSD. Several reasons were cited to justify this prohibition, including the combination of environmental resources and constraints within the SUSD and the need to invest in water and sewer services within the PUSD. Since services are not available in the SUSD, with the exception of specifically noted properties, the BCC may consider eliminating the SUSD. Eliminating the SUSD would not require changing the future land use designations or reducing density.

The SUSD could also be eliminated by initiating a Plan amendment expanding the PUSD in areas where water and sewer have been provided and are largely developed. At the same time the SUSD could be removed from those areas environmentally unsuitable for expansion of the PUSD.

c. *Allow Mixed-use Development in Commercial Areas.*

The Plan contains two policies below for Mixed-use and Traditional Neighborhood Development. However the County has not adopted Land Development Regulations (LDRs) to implement these policies.

*Policy 4.9A.2. Mixed-use developments outside CRAs. Martin County shall establish Land Development Regulations to guide mixed-use development in commercial areas outside CRAs.*

*Policy 4.3B.1. Criteria for Traditional Neighborhood Development. At a minimum, the location of the Traditional Neighborhood shall:*

- (1) Be appropriate for new in-fill development and redevelopment projects in the Urban Service District;*
- (2) Allow redevelopment of underused shopping centers into mixed-use communities;*
- (3) In the case of redevelopment in CRAs, require the involvement of an active citizen's organization that is representative of area residents, business people and landowners;*
- (4) In no case shall the Traditional Neighborhood Development Regulations be used to allow strip commercial or highway-dependent commercial uses or to allow inappropriate intensity in existing neighborhoods that would disrupt rather than unify them.*

Implementing these policies through the LDRs could add residential units in existing commercial areas. It has the potential to add residential capacity inside the existing urban service districts while having a minimum impact on existing residential neighborhoods. It also has the potential to increase the variety of housing options while locating housing in close proximity to commercial areas thereby limiting the impact new residential units have on the road network.

Additionally, when the Martin County Fairgrounds move to Indiantown, the Board can consider encouraging mixed-use development on the existing fairgrounds land the County owns.



*d. Convert underutilized Golf Courses*

As the use of golf courses have declined in popularity, the redevelopment of golf courses may be an option. Golf course redevelopment options include:

- Partial redevelopment of some portion of a golf course with residential units to allow funding to rehabilitate and stabilize the existing golf facility;
- Private/public partnerships to convert some portion of the golf course to residential development and a remaining portion set aside as public park;
- Complete redevelopment of a golf course with a mixture of residential and nonresidential uses.

Any redevelopment of golf course land should contain a requirement for environmental restoration or habitat restoration. In order to implement this option, plan amendments may be required to increase densities, such as in option 1a. In recent years, residents have expressed concerns when these options have been suggested.

*e. Establish a Transfer of Development Rights Program.*

*Policy 4.7C.3. Determination of need to increase the urban service district. Consistent with policies supporting Goal 4.7., Martin County shall determine if there is any need to increase the County's Primary or Secondary Urban Service Districts. If such a need is determined, Martin County will investigate ways to address those needs, including expansion of the district, transfer of development rights or other techniques.*

A transfer of development rights program identifies areas appropriate for development beyond the currently approved density through the transfer of development rights from an area that is unsuitable for development, usually because of environmental value. Developers can purchase the development rights of certain parcels within a designated "sending district" and transfer the rights to another "receiving district" to increase the density of their new development. Sending districts are commonly made up of areas with desirable traits that are at risk of being developed such as agricultural lands or wilderness areas, but may also be newly designated historic sites. Receiving districts are typically located in urban areas that are ripe for development.



*f. Acknowledge Municipal Development*

The County can recognize that capacity exists within the City of Stuart, Ocean Breeze, and the Village of Indiantown. This option may require some changes to the County's Plan, to its residential capacity methodology to include the municipalities.

## **2. Challenges To Increasing Capacity**

*a. Density Transition*

Most of the existing vacant land in the Primary and Secondary Urban Service Districts are composed of infill parcels. In addition to the other constraints discussed, increasing density in other areas within existing neighborhoods may be challenging due to the Plan's density transition policies 4.1F.1. and 2.

*Policy 4.1F.1. Projects directly adjacent to lands used or designated for higher intensity use may be given maximum density.*

*Policy 4.1F.2. Projects immediately adjacent to lands used or designated for lower density use should be given less than maximum density.*

- (1) In all such cases the project with higher density shall provide for reduced density next to the existing lower density residential area.*
- (2) Within the urban service districts where lot sizes in the existing residential development are two acres or less and density is more than 1 unit per 2 acres, the following shall apply:*

*For the residential portion of said project abutting the existing development or area of lesser density, a density transition zone of comparable density and compatible dwelling unit types shall be established in the new project for a depth from the shared property line that is equivalent to the depth of the first tier of the adjoining development's lower density (i.e., the depth of the first block of single-family lots).*

*b. Infrastructure Needs*

As noted on Figure 3, the CRA areas contain areas of vacant land that have capacity that cannot be fully utilized until public services are in place to serve these areas. Currently, State and local policy allows detached single-family residences to be constructed on platted lots of record with service from on-site well and septic. However, given the environmental concerns over the use of septic tanks, the lack of regional water and sanitary sewer infrastructure poses an obstacle to the in-fill development and redevelopment envisioned for the CRAs.

Significant Tax Increment Financing (TIF), along with other County funds and Community Development Block Grant funds, have provided for installation of wastewater infrastructure including lift stations, transmission lines and collection lines. However, available TIF revenue falls far short of the investment needed to install regional water and wastewater treatment systems and the Hobe Sound CRA is not located within the Martin County Utility Service District. The 2019 County CIP includes Project 3556 (\$6.5 million to construct 36,500 feet of 12-inch and 16-inch force mains) that will enable sanitary sewer service to the Golden Gate and Port Salerno CRAs, and surrounding areas. Additionally, septic-to-sewer conversion projects are currently being designed for the Golden Gate and Old Palm City CRA. Finally, in January 2019, the Board of County Commissioners approved up to \$4 million annually with the goal of completing the septic-to-sewer program within 10 years. These projects will enable in-fill development and redevelopment on the vacant residential lots in the CRAs.

While the previous two paragraphs have focused on the CRA areas, the lack of infrastructure does exist in other areas of the PUSD. The options for increasing, or reaching, the projected capacity inside the Primary Urban Service District will have limited potential for additional units until the septic-to-sewer conversion occurs throughout the Primary Urban Service Districts.

### 3. Expand the Urban Service Districts

The following section of this report will consider the potential for expanding the PUSD consistent with Plan policies. The following mapping analysis is provided to illustrate areas where expansion may be possible and to show the constraints in selecting areas to expand.

Figure 8 below depicts the Primary and Secondary Urban Service Districts and Conservation areas that are publicly owned.

Most of the area shown in white, outside the Primary and Secondary Urban Service Districts, has an Agricultural future land use allowing one unit per 20 acres or an Agricultural Ranchette future land use designation allowing one unit per five acres. The areas in white, contiguous to the Primary and Secondary, are considered appropriate for “orderly expansion” of the Primary and Secondary Urban Service Districts. Policy 4.7C.2 shown below states that orderly expansion shall be on land contiguous to an existing USD.

*Policy 4.7C.2. Orderly Expansion of the Primary or Secondary Urban Service District. Martin County shall not establish new, isolated, Primary or Secondary Urban Service Districts. Orderly expansion shall be on land **contiguous to an existing Primary or Secondary Urban Service District**, if a determination of need is made consistent with policies supporting Objective 4.7A. or Objective 4.7B., respectively.*



Figure 9 shows the Primary and Secondary Urban Service Districts with public land shown in green. Existing plats and divisions of Agricultural or Agricultural Ranchette lands are shown in purple. Palm City Farms is the largest example of an existing plat shown in purple. Approved Agricultural subdivisions are shown in violet. Many of the areas in white that are contiguous to the Primary and Secondary Urban Service Districts may also be in agricultural production but are not identified as having plats or approved subdivisions. Figure 10 is the same map over 2018 aerial photography.

Any conversion of lands with Agricultural, Agricultural Ranchette or Rural designations to urban development must also comply with Policy 4.13A.1.(2). Though the following criteria are considered during the review of a Future Land Use Map amendment, paragraph (b) may be useful when examining the areas contiguous to the Primary Urban Service District (PUSD) and the Secondary Urban Service District (SUSD).

Paragraph (b) requiring the conversion be a logical and timely extension of a more intense designation is consistent with Policy 4.7C.2. requiring an expansion be contiguous to the existing PUSD and SUSD. The text requires the amendment to consider 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.

*“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:*

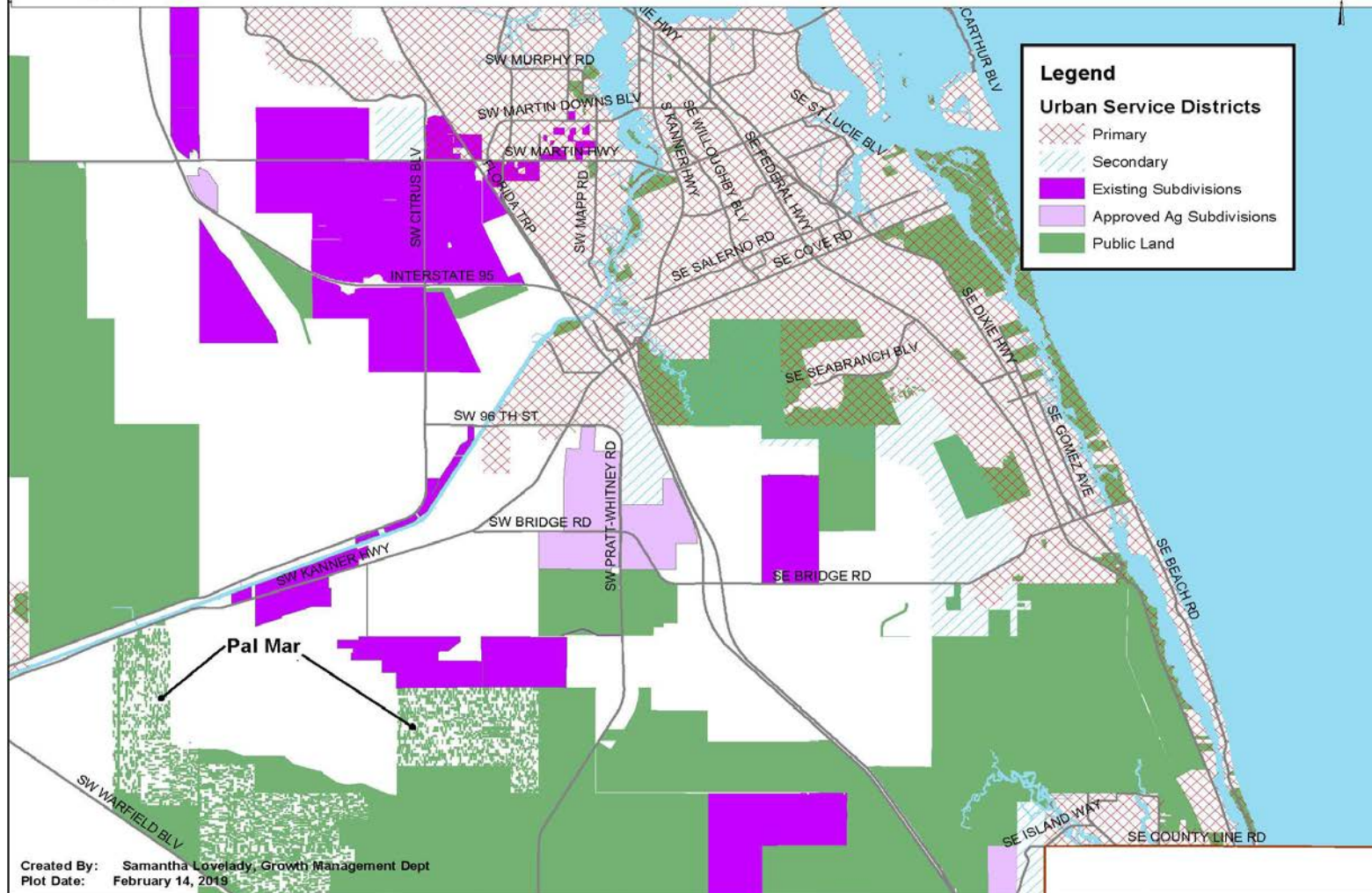
*(a) The proposed development shall not adversely impact the hydrology of the area or the productive capacity of adjacent farmlands not included in the amendment application in any other manner;*

*(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.”*

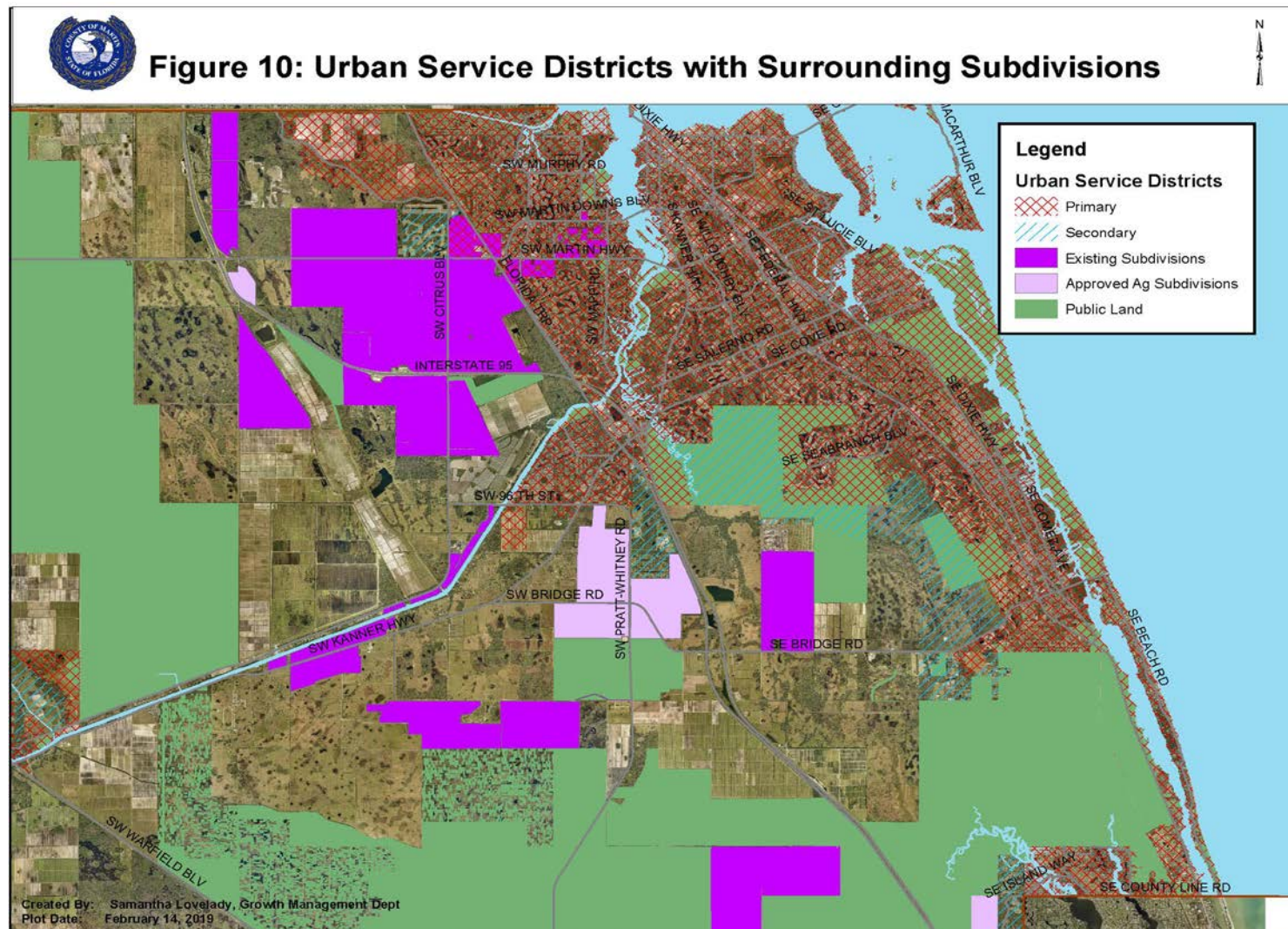




**Figure 9: Urban Service Districts with Surrounding Subdivisions**







Should the Board consider altering the Urban Service District Boundaries, the Policy 4.7A.7 below provides criteria.

*Policy 4.7A.7. Allowed alterations to the Primary Urban Service District boundary. The Primary Urban Service District boundaries delineated on Figure 4-2 (Urban Services District Boundary Map) are intended to separate urban from nonurban areas. The land uses and intensity of development permitted in the Primary Urban Service District and development in the district must have all public facilities and services at adopted LOS standards. Therefore, during consideration of any expansion, creation or contraction of these boundaries through the plan amendment process, the Board of County Commissioners must find that the requested alteration to the Primary Urban Service District boundary will:*

- (1) Not create any internal inconsistency with other elements of the adopted CGMP;*
- (2) Not result in incompatibilities with adjacent land uses;*
- (3) Not adversely impact environmental, natural, historical or archaeological resources, features or systems to a degree that is inconsistent with this Plan;*
- (4) Be consistent with Goal 4.9 relating to appropriate residential land use capacities;*
- (5) Demonstrate that reasonable capacity does not exist on suitable land in the existing Primary Urban Service District for the 15-year planning period. For the purpose of this subsection, "reasonable" means available for development from the standpoint of environmental concerns, efficient use and expansion of public facilities and services, or availability of development sites in relationship to the projected needs of the population;*
- (6) Demonstrate that the land affected is suitable for urban uses; at a minimum, unsuitable uses include environmentally sensitive areas (to the degree they are protected by this Plan), prime agricultural areas, prime groundwater recharge areas and critical habitat for endangered or threatened species. This criterion is not intended to preclude development of surrounding lands provided that the unsuitable areas are fully protected;*
- (7) Demonstrate that the full range of urban public facilities and services can be economically and efficiently supplied at the adopted LOS standards; and*
- (8) Be consistent with the adopted Capital Improvements Element.*

Since Florida Statute 163.3177 indicates that population projections may not be the only factor to consider in the amount of land for future land uses, Policies 4.7C.2 and 4.7A.7 are examples of Plan policies the Board must consider when considering an expansion of an Urban Service District.

## CONCLUSION

Based on this report, the County Commission may wish to engage in further review of Martin County's future development and the pattern of that development. This report, based on current State Statute and Martin County Plan requirements, has provided an updated capacity analysis, a mapping analysis of vacant land, and options for addressing the future demand for residential development. Expanding residential capacity to meet the future population growth does not need to occur as quickly as indicated in February 2018. However, given the density transition policies, infrastructure needs and environmental challenges, the need for more capacity could arise sooner than projected.

Staff would recommend that the Board Continue consideration of Future Land Use Map amendments inside the PUSD. When considering plan amendments that propose expanding the PUSD, give consideration to those amendments that provide a balance of uses that foster vibrant, viable communities and economic development opportunities and address outdated development patterns.

Staff would also recommend the following options:

- Eliminate or convert the SUSD to PUSD;
- Adopt Land Development Regulations for mixed-uses in commercial areas outside of the CRAs; and
- Complete the infrastructure (water and sewer services) within the CRAs and throughout the PUSD.

**Sources:**

CRA Vision Now, Martin County Community Development Department, 2010  
Martin County Development Patterns Study, Glatting Jackson, February 2007  
Sustainable Communities Visioning Process, Final Report, July 13, 1999  
Vacant Land Inventory, EDAW Inc, 01/13/03)

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