

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 4B3

From: Staff

Date: June 15, 2018 Council Meeting

Subject: Local Government Comprehensive Plan Review  
Draft Amendment to the Martin County Comprehensive Plan  
Amendment No. 18-3DRI

Introduction

The Community Planning Act, Chapter 163, *Florida Statutes*, requires that the regional planning council review local government comprehensive plan amendments prior to their adoption. The regional planning council review and comments are limited to adverse effects on regional resources or facilities identified in the strategic regional policy plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any affected local government within the region. Council must provide any comments to the local government within 30 days of the receipt of the proposed amendments and must also send a copy of any comments to the state land planning agency.

The amendment package from Martin County was received on May 3, 2018 and contains changes to the text of the Future Land Use Element and Potable Water Element, and a change to the Future Land Use Map of the comprehensive plan. This report includes a summary of the proposed amendments and Council comments.

Summary of Proposed Amendment

1. Text Changes for “Mixed Use Village” and Pineland Prairie

The proposed amendment is to create a new future land use designation to be called Mixed Use Village (MUV) by adding Policy 4.13A.15 to the Future Land Use Element of the Comprehensive Growth Management Plan. The new category is intended to guide establishment of a compact village of interconnected traditional neighborhoods and workplaces linked to agriculture, open space, and nature preserves with a walkable downtown environment utilizing the concept of transect zones to organize the land. The designation is limited to the 3,411 acre Pineland Prairie site west of the Florida Turnpike and north of S.W. Martin Highway. The new designation is further intended to foster a closer connection to agriculture, enhance water quality in the St. Lucie River and Indian

River Lagoon, support healthy lifestyles, minimize automobile use, balance housing with workplaces and retail, and provide a variety of housing types for residents of diverse ages, incomes, family sizes, and lifestyles. A table of development limitations is also provided in the new policy, containing provisions such as a minimum of 70% open space, a minimum of 5% agricultural use, a minimum of 4% of the site for schools, a limitation of 4,200 dwelling units, not more than 290,000 square feet of commercial/retail/office uses, and a maximum of 2,000,000 square feet of industrial uses.

In addition, changes are proposed elsewhere in the Future Land Use element to coordinate with the new proposed designation. Policy 4.7A.6 concerning expansion of an Urban Service District boundary is proposed to be amended. Policy 2.1A.2 and Objective 4.9H are proposed to be modified to allow for the mixing of residential uses in proximity to other uses (as is necessary for a true mixed use district). Figure 4-2 is proposed to be revised to expand the Primary Urban Service District (PUSD) by 1,677 acres to encompass much of Pineland Prairie which is not already within the PUSD.

Completing the text changes associated with the Mixed Use Village, Figure 11-1 in the Potable Water Element is proposed to be revised to expand the current boundary of the Martin County Consolidated Water System to include the Pineland Prairie site so that it will be served by central water and sewer.

## 2. Pineland Prairie

The proposed amendment is to change the future land use designation of approximately 502 acres of Industrial and 2,909 acres of Agricultural Ranchette to the new Mixed Use Village designation. The 3,411 acre total site is located along the east and west sides of SW Citrus Boulevard, north of Martin Highway and adjacent to the northern boundary of Martin County. The current designation for the 502 acre Industrial portion of the site allows up to 8.8 million square feet of industrial and has an unbuilt site plan approval for 2.3 million square feet. The current designation for the 2,909 acre Agricultural Ranchette portion of the site allows up to 502 dwelling units and has a conceptual site plan showing 402 dwelling units. The proposed designation of Mixed Use Village would allow 4,200 dwelling units, 290,000 square feet of commercial, and 2 million square feet of industrial uses. In addition, 3 schools, over 150 acres of agriculture, and recreation areas are accommodated while still providing approximately 2,400 acres of public open space and preserved natural areas. This equates to over 70% of the site as open space. The future land use designations on adjacent properties are St. Lucie County to the north across the C-23 Canal; Agricultural Ranchette to the south; Rural Density, Estate Density 1 and Estate Density 2 across the Turnpike to the east; and Rural Density to the west.

The design of the site, including the form based code to be implemented through associated changes to the zoning code, is intended to realize the developer's vision of a community with a mixed-use village center, employment space, new housing choices, environmental protection, interconnected streets, and integration with nature. It was created after extensive public outreach and involvement over many months.

The Martin County staff report indicates that all services are not now in place to serve the future residents and businesses, but that the new development will be required to pay the full cost of capital improvements necessary to address the impacts of the new development. Through the associated text amendment, the majority of the property will be within the PUSD and services such as central water and sewer will be extended to serve the development.

According to the Martin County staff report, approval of the proposed future land use amendment will advance a number of goals in the Comprehensive Growth Management Plan, including Goal 4.1 concerning fiscal efficiency, Goal 4.3 to provide opportunities for mixed use and traditional neighborhood development, Goal 4.5 to protect natural resources, Goal 4.8 to encourage energy conservation, and Goal 4.9 to meet anticipated housing needs. It will also facilitate a form of development not currently available in the county but encouraged in numerous planning documents in that a compact mixed-use development will be created on approximately 1/3 of the site while the remaining 2/3 is permanently protected as upland and wetland preserves, active recreational areas, and small farms.

#### Regional Impacts

No adverse effects on regional resources or facilities have been identified.

#### Extrajurisdictional Impacts

Council requested comments from local governments and organizations expressing an interest in reviewing the proposed amendment on May 8, 2018. No extrajurisdictional impacts have been identified.

#### Conclusion

Most comprehensive plans do not differentiate between acceptable and preferable development forms. Many take a one-size-fits-all, regulatory policy approach to growth management, setting minimum standards and focusing on preventing the worst things from happening. Typically, no picture or vision is established for the community. No desired or preferred form of development is prescribed. These are weaknesses that undermine the intended effect of comprehensive plans to address problems and achieve goals identified by the community.

In 1995, Council made a conscious decision that its comprehensive plan for the Treasure Coast Region would overcome these inherent weaknesses and commit to a different approach. Council was clear in that the region should state and illustrate a vision for the future, advocating ways to address its particular challenges and opportunities through the application of time-tested regional and town planning and urban design principles at all scales of development. Briefly stated, the “vision” for the future of the Region is as follows:

*Future growth should follow a preferred development form or pattern. Preferred development should address the following regional issues:*

1. Preservation of the natural environmental and countryside
2. Revitalization of existing urban areas.
3. The creation of new towns.

*Future development should not sprawl because it is expensive and it degrades the Region's quality of life.*

The reason for this is based on Council's conclusion that all development is not created equal and preferred forms of development outperform sprawl in addressing all regional and local issues of concern (see Exhibit 11 – Two Ways to Grow). For example, urban form and development patterns have a profound regional effect on: 1) how often and how far we drive; 2) how much energy we use; 3) how long and well the regional roadway network will function; 4) how much air and water pollution we generate; 5) how much the public must spend on public facilities and infrastructure; 6) how much land and water we consume; 7) the extent to which upland and wetland systems and the countryside are impacted; 8) whether there is an adequate supply of affordable housing; 9) how successful we are at infill and redevelopment of our established towns and cities; 10) how competitive we are in attracting business and economic development; 11) the region's ability to minimize crime and emergency response times; 12) how much public money we have to spend on education, the arts, and care of the elderly and children; 13) how well we respond and recover from natural disasters; 14) how successful we are in implementing the Comprehensive Everglades Restoration Plan and restoring the Loxahatchee River, St. Lucie River, and Indian River and Lake Worth Lagoon systems; and many other important regional issues and concerns.

The Pineland Prairie plan amendment is consistent with Council's long-standing vision for the future growth and settlement of the region. If built true to form, this "new town" will deliver the positive economic, environmental, and social impacts the county and developer hope to achieve, without all the negatives of sprawl. The Pineland Prairie plan represents a great opportunity for the county to ensure there is a regular and walkable network of streets and blocks, resulting in self-contained neighborhoods and mixed-use districts for all ages and incomes, that will effectively connect all the important components of public and private life (e.g., sites for homes, shopping, parks, jobs, schools, churches, civic uses, etc.). In other words, correcting the problems of community design, balance, inclusion, and serviceability that plague much of the region. The plan also takes advantage of the leverage local governments have to secure large strategic areas of the countryside, in exchange for compact strategic urban patterns of development.

Martin County and the developer should be commended for their efforts together in creating the master plan for Pineland Prairie. It sets a new bar for future development and serves as a wonderful local example for accommodating some of the region's future growth in a smaller footprint.

No adverse effects on regional resources or facilities and no extrajurisdictional impacts have been identified. Martin County and the developer are cautioned to carefully plan for the impacts on public services and the time necessary to meet them in conjunction with the approval of

development orders for the project; especially the public school impacts given the complexity and long timeframe of school siting, attendance boundary adjustment, construction, and start-up of new or expanded schools and the existing over-capacity status of the schools near the site.

Recommendation

Council should approve this report and authorize its transmittal to Martin County and the Florida Department of Economic Opportunity.

Attachments

# List of Exhibits

## Exhibit

- 1 General Location Map
- 2 Text Changes in ~~Strikeout~~ and Underline Format
- 3 Urban Service District Map
- 4 Pineland Prairie Urban Service District Change
- 5 Utility Service Areas
- 6 Existing Future Land Use Map
- 7 Regional Location Map
- 8 Aerial Location Map
- 9 Concept Plan Based on Existing Designation
- 10 Concept Plan Based on Proposed Designation
- 11 Two Ways to Grow



## Exhibit 2

### Text Changes in ~~Strikeout~~ and Underline Format

#### MARTIN COUNTY COMPREHENSIVE PLAN AMENDMENT REQUEST #18-4 Pineland Prairie, Text Amendments

suggestions for revision, staff is continuing to recommend denial at this time. However, staff is recommending that the Board transmit the amendments to the state and regional revising agencies.

#### ANALYSIS OF THE PROPOSED CHANGES TO CHAPTER 4, FUTURE LAND USE; AND CHAPTER 11, POTABLE WATER.

The text amendment consists of a new Future Land Use designation, Mixed-Use Village. Policy 4.13A.15, has three subsections:

- Subsection (1) describes the type of development intended for the new designation;
- Subsection (2) describes the uses and the maximum quantities of acreage or square footage in a table; and
- Subsection (3) describes the policies governing the creation of a proposed zoning district, Planned Mixed-Use Village (PMUV), a form based code that implements the new future land use designation. The LPA began its review of the PMUV and has continued its public hearing on the item. If the FLUM and Text amendments are transmitted for State agency review, then the staff and LPA recommendations will be presented for the Board's consideration of an amendment to the County's Land Development Regulations at during separate public hearings in August and September. Staff is continuing its review of the proposed code.

In addition, the proposed amendment includes:

- Revision of Figure 4-2, Urban Service District
- Revision of Figure 11-1 Areas Currently Served by Regional Utilities;
- Revision to Policy 4.7A.6.;
- Revision to Policy 2.1A.2.; and
- Revision to Objective 4.9H.

Each revision will be analyzed in this section of the report, starting with the proposed future land use designation policy followed by a review of each sub section of the Policy. Then the revision of the three additional changes to existing Figures and text will be reviewed.

#### **Policy 4.13A. 15. Mixed Use Village (MUV).**

Policy 4.13A. 15. Mixed Use Village (MUV). The MUV land use category shall guide and establish development of a compact, mixed-use village comprised of interconnected traditional neighborhoods intrinsically linked to adjacent agriculture, open space, managed natural areas and designated preserve areas consisting of wetlands and native uplands. The MUV land use category shall create a desirable workplace location in Martin County by shaping a mixed-use, walkable downtown environment in close proximity to a variety of housing options, civic uses, and an interconnected trail system providing access to vast expanses of open space and managed natural areas. The MUV land use category shall apply solely to the +-3,411 acre parcel located west of Florida's Turnpike and north of S.W. Martin Highway and further described in Exhibit "A", Legal Description, attached to Ordinance (number to be assigned). All development within the Planned Mixed Use Village zoning district (PMUV) shall be in compliance with this Policy.

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Unlike redevelopment with a Mixed Use Overlay, the proposed MUV future land use designation has the advantage of being proposed for land that is currently either agricultural or undeveloped.

**Subsection (1) of proposed Policy 4.13A.15**

(1) MUV General. Development within the MUV land use category is intended to do the following:

- (a) Offset biological and ecological impacts of new development;
- (b) Maintain agricultural uses, including fostering new farm-to-table opportunities;
- (c) Protect and manage significant areas of open space and natural lands in perpetuity over and above minimum wetland and upland preserve area requirements;
- (d) Enhance water quality in the St. Lucie River and Indian River Lagoon through temporary retention and natural cleaning of nutrient-rich C-23 canal water prior to discharge into the St. Lucie River;
- (e) Build a series of interconnected Traditional Neighborhoods pursuant to the Pineland Prairie form based code regulations that implement Goal 4.3 and Policy 4.3B.2;
- (f) Foster healthy lifestyles by creating an interconnected trail system providing access to managed natural areas, open space, parks and civic spaces;
- (g) Minimize greenhouse gas emissions and vehicle miles traveled (VMT) by providing a mix of uses, including workplace, residences, and civic uses to promote internal capture of automobile trips;
- (h) Balance housing with workplaces, retail, and civic uses; and
- (i) Provide a variety of housing types to support residents of diverse ages, incomes, family sizes, and lifestyles.

Staff analysis: Only minor changes to the text above have been made since the LPA hearing. Goal 4.3 is an existing Goal of the CGMP that provides opportunities for mixed residential and nonresidential uses, in both Community Redevelopment Areas and in Traditional Neighborhood Development. Under Goal 4.3 are two objectives. While Objective 4.3A. is specific to mixed use in the CRA areas of the County, Objective 4.3B. states:

“To incorporate in the Land Development Regulations the Traditional Neighborhood Development Regulations. These regulations shall be reviewed along with other Land Development Regulations for continuous improvement. The Traditional Neighborhood Development Regulations will provide a range of housing types and commercial opportunities. Traditional neighborhood development aims to encourage traditional and environmentally sound land development, thereby facilitating the economic and efficient use of land in the County.”

The text proposed by the applicant is designed to do so. Further review of the proposed Land Development Regulations should evaluate the consistency of the applicant’s proposed Land Development Regulations to Policy 4.3B.2, which has a list of eleven Traditional Neighborhood Development values that are required in any proposed regulations.

**Subsection (2) of proposed Policy 4.13A.15**

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(2) MUV Development Program. In order to ensure predictability, the MUV land use category establishes the maximum quantities of commercial, retail, industrial, and residential uses, as well as the minimum quantities of open space in the form of required wetland and upland preserve areas, managed natural areas, agriculture and other active and passive open areas as shown in Table 1.

**Table 1: MUV Development Program**

OPEN SPACE	
Use	Amount
Open Space (Wetland and Upland Preserves, Managed Natural Areas/Open Area/Agriculture/Civic Spaces/Trails)	70% Minimum of total Site acreage <sup>1 2</sup>
Agriculture	5% Minimum of total Open Space acreage <sup>2</sup>
Native Upland Preserve (subject to PAMP)	25% Minimum of the total Native Upland Habitat <sup>2</sup>
Wetlands & Wetland Buffers(subject to PAMP)	100% of all SFWMD jurisdictional wetlands on-site and their buffers <sup>2</sup>
Civic within neighborhoods	5% Minimum of the total neighborhood acreage <sup>3</sup>
School Sites	4% Maximum of total Site Acreage <sup>3</sup>
NEIGHBORHOODS & DISTRICTS <sup>4</sup>	
Neighborhoods & Districts	30% Maximum of total Site acreage <sup>1 3</sup>
Residential Dwellings	4,200 units (1.23 du/acre) <sup>3</sup>
Commercial/Retail Uses/Office	290,000 square feet Maximum <sup>3 4</sup>
Industrial Uses	2,000,000 square feet/300 acres maximum <sup>3 5</sup>

\*1 Total Site Acreage +- 3,411 acres

\*2 Both inside and/or outside PUSD

\*3 Inside PUSD

\*4 A percentage of this amount is mandatory in the Crossroads Neighborhood and T5 Transect Zone as defined in the Pineland Prairie form based code

\*5 Limited to the Industrial transect zone as defined in the Pineland Prairie form based code

Staff analysis: The table is part of the proposed text amendment and describes the uses permitted within the 3,411 acres of the MUV future land use. The table above was extensively revised by the applicant following the LPA hearing. It now describes the 3,411 acre property in percentages instead of acres. The developed area will cover approximately 30 percent and the open space will cover 70 percent of the total property. A number of changes were made that document native upland habitat will be preserved and all wetlands will be preserved. School sites and civic areas are now specified in the table. The revised table and the revised boundary of the Primary Urban

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Service District (PUSD) eliminate a number of issues about what uses would be inside and outside the PUSD. School sites are identified as inside the PUSD. The revised table also resolves the issue of distinguishing between preserve areas under the control of a Preserve Area Management Plan and the broad term Open Space.

Though these changes are an improvement, staff recommends additional revisions on the specific wording of the text. Staff has drafted an alternative to this text that eliminates the need for the footnotes. Please see the attached staff draft of the proposed text amendment.

**Subsection (3) and (3) (a) of proposed Policy 4.13A.15**

(3) MUV Implementation. The MUV land use category and policies shall be implemented through the Planned Mixed Use Village (PMUV) zoning district. A Regulating Plan identifying general neighborhood type and location, development phasing, primary street thoroughfares and other significant elements shall be adopted as part of the Pineland Prairie form based code. The Regulating Plan identifies neighborhoods, as defined in the Pineland Prairie form based code, as the basic planning unit and building blocks that organize development in the PMUV. The Regulating Plan will be implemented as established in the Pineland Prairie form based code. The Pineland Prairie form based code further requires the creation and approval of a Transect map depicting transect zones for each development phase at the time of submittal of each development phase.

(a) Land within Pineland Prairie inside the Primary Urban Service District will be organized according to transect zones and will accommodate:

- Residential uses, organized in a manner that will ultimately result in complete, connected neighborhoods.
- Mixed use development, including workplaces, retail, housing recreation and civic uses. The most intense transect zone, requiring a mandatory mix of uses as established in the Pineland Prairie form based code, will be located at the Crossroads Neighborhood.
- Public open space in each neighborhood as mandated by the Pineland Prairie form based code.
- Existing wetlands and native upland habitat preserved in accordance with the CGMP. The required 25% of native upland preserve shall be defined in conjunction with the Regulating plan and may be inside or outside the PUSD.
- Other Open Space including agricultural and managed natural areas.
- All development is limited to a maximum height of 4 stories or 40 feet, excluding elements permitted to exceed 40 feet.
- All uses allowed in zones T1 through T5 as defined the Pineland Prairie form based code.

Staff analysis: A new zoning district and zoning regulations are proposed to implement the new future land use designation. Even though the word “Planned” is used, the proposed zoning district is not a Planned Unit Development because there is not development agreement or site plan being proposed.

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The Planned Mixed-Use Village Zoning District will be an extensive amendment to the Martin County Land Development Regulations and is being reviewed in a separate staff report. The Planned Mixed-Use Village zoning district will have six different transect zones and will be applicable to both the urban and surrounding area of the 3,411 acres. As stated in the Fordham Law Journal article authored by Andrés Duany and Emily Talen: “Transect is a geographic cross section of a region used to reveal a sequence of environments. For human occupied environments, this cross-section can be used to identify a set of habitats that vary by their level and intensity of urban character - a continuum that ranges from rural to urban.”

Subsection (3) (a). Following the LPA hearing, Subsection (3) has been revised to require a Regulating Plan identifying neighborhood type and location. The Regulating Plan is proposed for addition to the PMUV zoning district. The revised text also requires a transect map depicting the transect zones. The transect zones mentioned are major components of the proposed zoning regulations. Instead of focusing exclusively on “permitted use”, transects also regulate the size, scale and intensity of development within the proposed urban area. This is a very different type of zoning from the single use zoning districts that implement the single use future land use designations.

The revised text in Subsection (3) (a) and the change to the PUSD following the LPA hearing address a number of issues discussed with the LPA. Mixed use will be required and not optional in at least one neighborhood. All development in the T1 thru T5 transects will be within the PUSD. Though these changes are an improvement, staff recommends additional revisions on the specific wording of the text. Staff has drafted an alternative to this text that eliminates the need for the footnotes. Please see the attached staff draft of the proposed text amendment.

**Subsection (3) (b).**

(b) Land outside of the Primary Urban Service District shall be assigned to transect zones T1 and T2 that allow agriculture, stormwater retention, managed natural areas, and active and passive recreation. Land Outside the PUSD shall include:

- Natural areas preserved and managed through a conservancy and/or perpetual easement.
- All SFWMD jurisdictional wetlands and required 25% of native upland preserve. The required 25% of native upland preserve shall be defined in conjunction with the Regulating Plan and may be inside or outside the PUSD.
- Areas of open space that may include uses such as hiking, biking, cattle grazing, animal preserves, equestrian trails, boardwalks, fields, passive and active recreation, any corresponding infrastructure not requiring utilities (water and sewer), parking areas to afford public access and other uses as defined in the T1 and T2 transect zones of the Pineland Prairie form based code.

Staff analysis: Revisions to Subsection (3) (b) address the open space and development outside the PUSD. The revised text confirms compliance with upland and wetland requirements in the Comp. Plan. It also clarifies that only uses that do not require utilities may be outside the PUSD.

**Subsection (3) (c).**

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(c) The applicant will work with necessary County agencies to plan and appropriately fund public facilities as development is proposed and as mandated by the CGMP, consistent with Policy 14.1B.2 that states that Future Development shall pay for the full cost of the Capital Improvements needed to address the impacts of such development.

Staff analysis: This section has been revised to address public facilities funding as development is proposed, a requirement of existing Plan policy. This change was proposed following the presentation to the LPA. Though these changes are an improvement, staff recommends additional revisions on the specific wording of the text. Please see the attached staff draft of the proposed text amendment.

**Amendment to Policy 4.7A.6.**

The applicant has proposed the underlined and stricken changes to amend Policy 4.7A.6.

“Policy 4.7A.6. Any proposed amendment to either the Primary Urban Service District or the Secondary Urban Service District boundaries shall be considered only after the regular update to the Residential Capacity Analysis is completed and adopted by the Board of County Commissioners. ~~and an analysis that public facilities are available to fully serve land in the two existing urban service districts as well as any potential expansion of an urban service district. The Board of County Commissioners must adopt both studies before applications for amendments to the Primary or Secondary Urban Service Districts can be determined complete.”~~

Staff Analysis: The changes proposed by the applicant in this text would permit the Board to expand the Primary or Secondary Urban Service Districts following the regular update to the Residential Capacity Analysis. On February 13, 2018 the Board approved a Residential Capacity Analysis and an analysis of public facilities required by this policy. The Board also directed staff to initiate a Plan amendment regarding this policy.

The policy requires the Board of County Commissioners to approve a Residential Capacity Analysis and a Public Facilities analysis. The wording of the policy requires that the Public Facilities must be “available to fully serve land in the two existing urban service districts as well as any potential expansion of an urban service district.”

The language on public facilities in Policy 4.7A.6 prevents the Board from considering any expansion of the Primary or Secondary urban service districts even if the Residential Capacity Analysis shows a need to start planning for additional residential capacity in the unincorporated areas. Policy 4.1D.6 states

“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.”

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Policy 4.7A. 6. was added to the Plan in 2013. It did not become effective until July 2016. Policy 4.7A.6 differs from a long standing Policy 4.7A.7 (7) which required applicants proposing to expand the urban service district to demonstrate “that the full range of urban public facilities and services can be economically and efficiently supplied at the adopted LOS standards”.

Requiring public facilities and services to be efficiently supplied to an expanded area of the urban service district is very different from requiring that public facilities are available to fully serve land in the two existing urban service districts as well as **any** potential expansion area.

Policy 4.7A.6 has the unintended consequence of requiring Martin County to fund and construct public facilities and provide capacity that far exceeds the existing demand within the two existing urban service districts. This has the effect of burdening existing taxpayers to subsidize future development within the existing urban service districts and any development in the proposed expansion of an urban service district. The policy change proposed by the applicant is responsive to the County Commission’s direction on February 13, 2018 to modify this policy.

**Amendment to Policy 2.1A.2.**

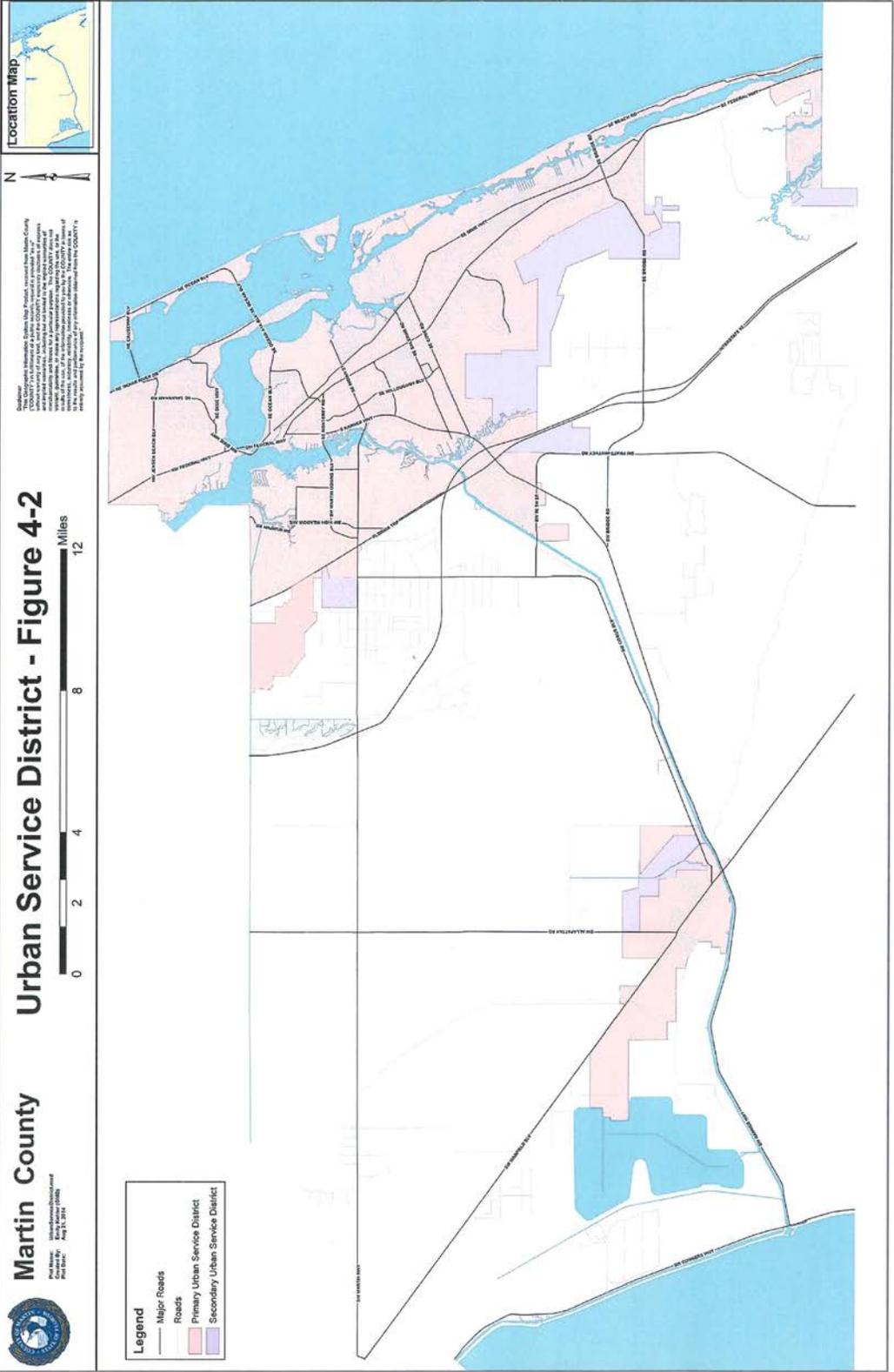
Policy 2.1A.2. Existing and future residential areas not envisioned within mixed-use land uses shall be protected from encroachment by commercial or industrial development or other non-residential uses and by more intensive residential uses, which would be incompatible with such residential uses. All plan amendments and development approvals shall protect non-mixed use residential neighborhoods from the negative impacts of more intense development. This is not intended to preclude necessary community facilities within the residential areas where residents are protected from negative impacts.

**Amendment to Objective 4.9H.**

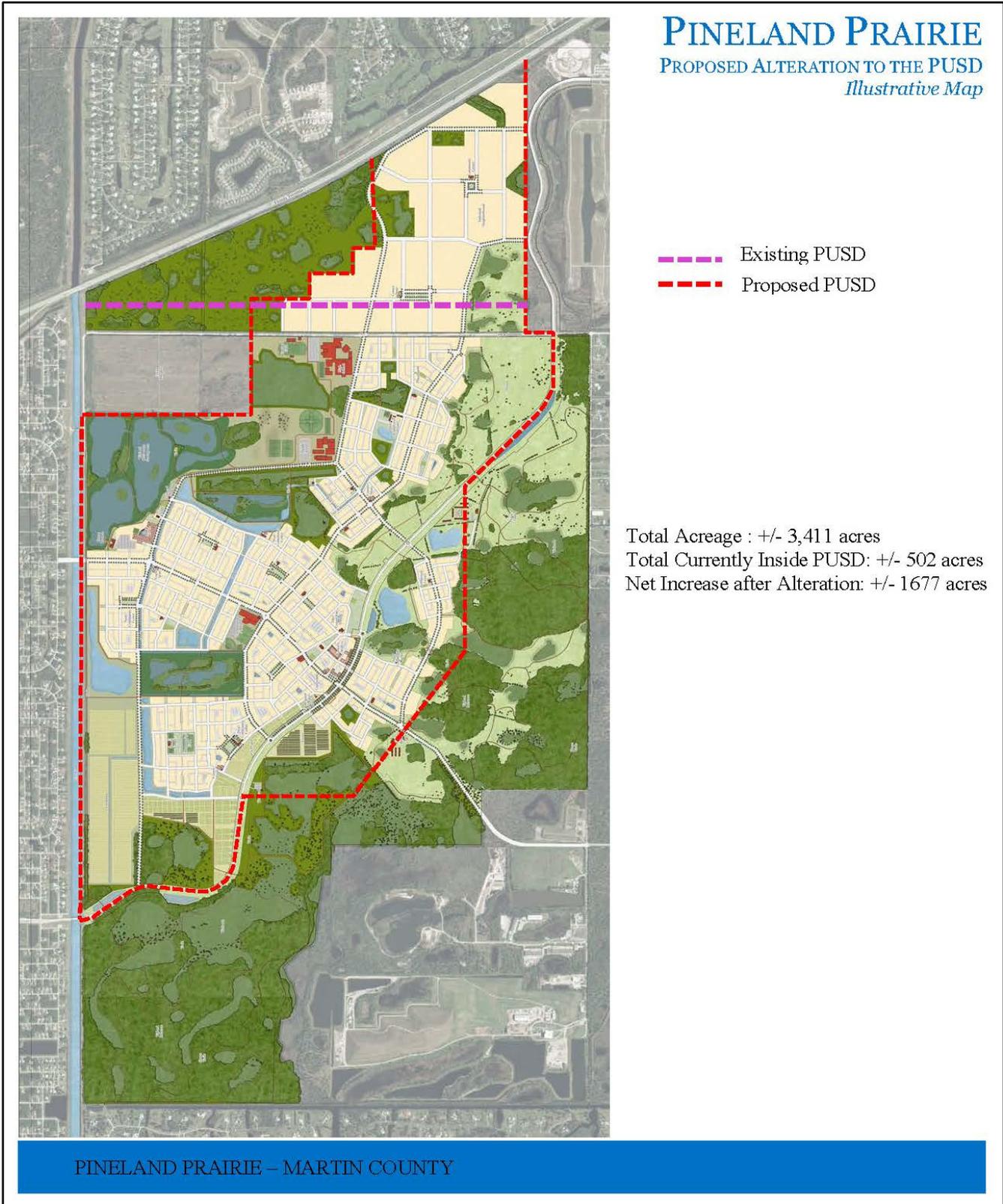
Objective 4.9H. To protect residential areas not envisioned in mixed-use land uses from encroachment by incompatible development. Existing and future residential areas shall be protected from encroachment by commercial or industrial development or other nonresidential uses having characteristics that would be incompatible with residential development. This objective does not preclude necessary community facilities and compatible uses established in planned communities from locating in residential areas when such activities satisfy established zoning criteria. Nonresidential land uses other than community facilities, houses of worship and certain not-for-profit public or quasi-public institutions or clubs shall be excluded from exclusively residential areas, except as provided for in the Land Development Regulations.

Staff analysis: the changes to both Policy 2.1A.2 and Objective 4.9H. were recommended by staff because mixed use development in the MUV future land use could potentially be considered inconsistent with these existing Plan policies. Though these changes are an improvement, staff recommends additional revisions on the specific wording of the text. Please see the attached staff draft of the proposed text amendment.

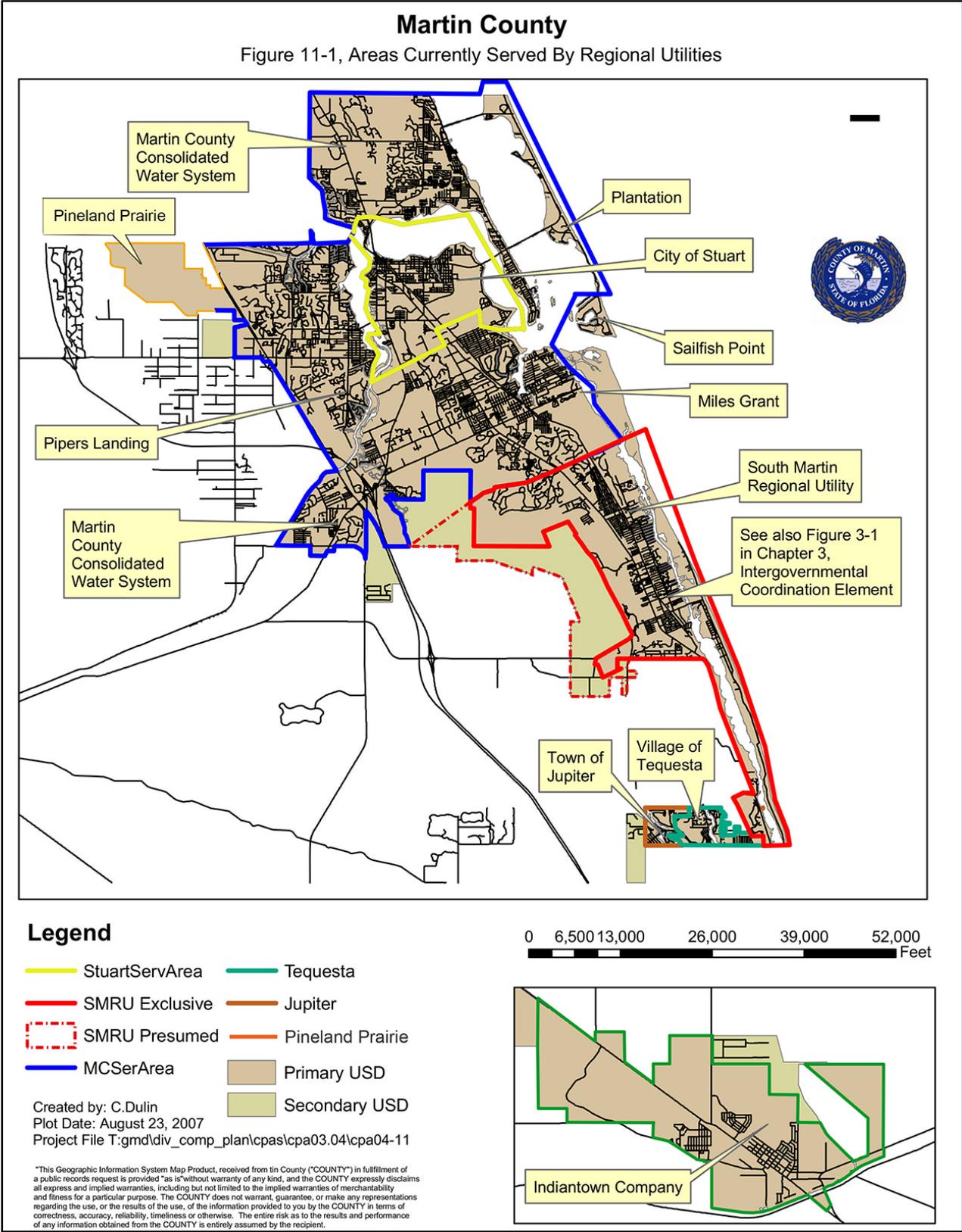
# Exhibit 3 Urban Service District Map



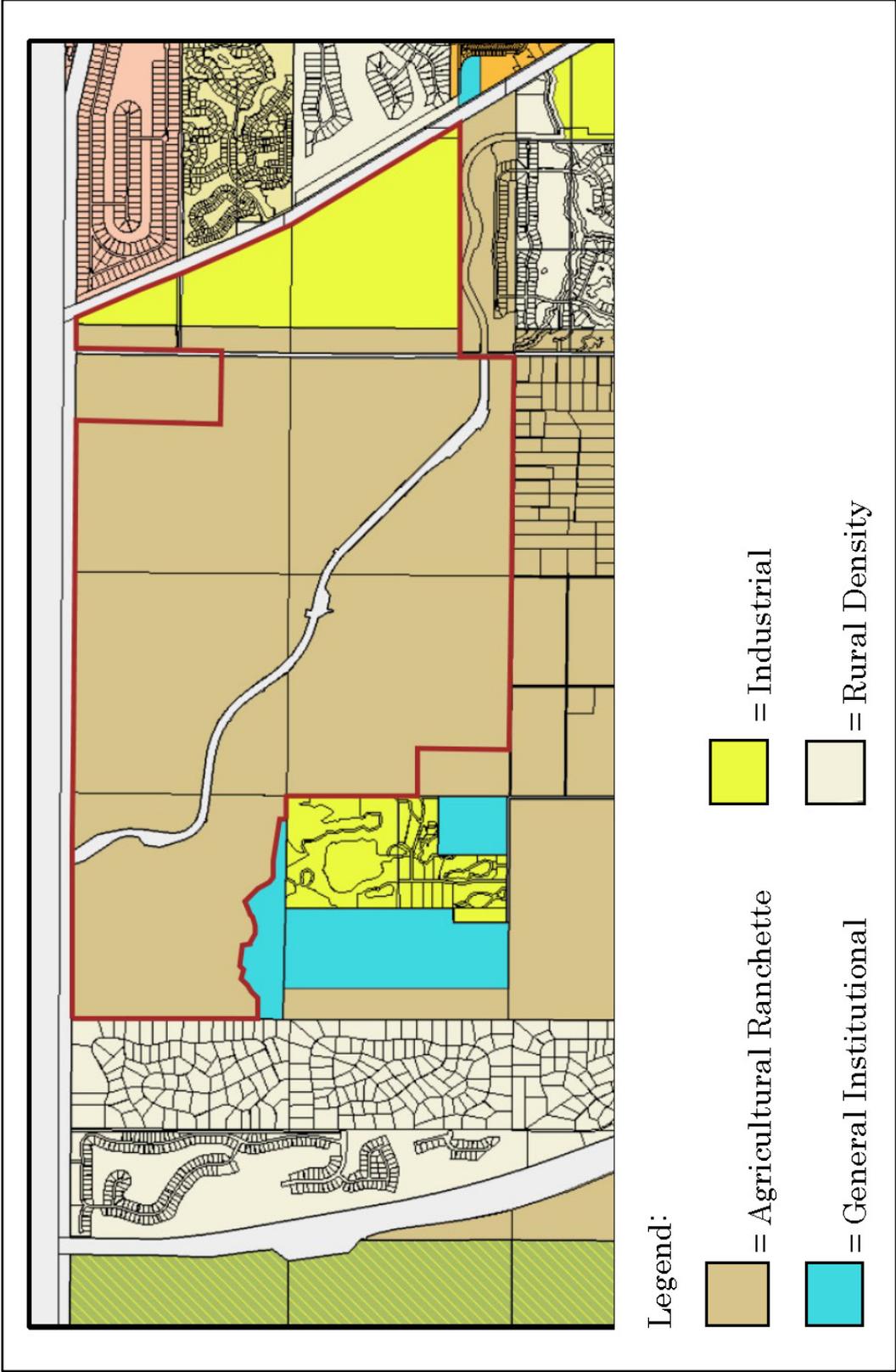
# Exhibit 4 Pineland Prairie Urban Service District Change



# Exhibit 5 Utility Service Areas



# Exhibit 6 Existing Future Land Use Map



# Exhibit 7 Regional Location Map



# Exhibit 8 Aerial Location Map





# Exhibit 10

## Concept Plan Based on Proposed Designation



## Exhibit 11

### Two Ways to Grow

*Does anyone suppose that, in real life, answers to any of the great questions that worry us today are going to come out of homogeneous subdivisions and shopping malls?*

- Jane Jacobs, *The Death and Life of Great American Cities* (1961)

*If what you are selling is privacy and exclusivity, then every new house is a degradation of the amenity. However, if what you are selling is community, then every new house is an enhancement of the asset.*

- Vince Graham, *Addressing the National Association of Home Builders*, (1997)

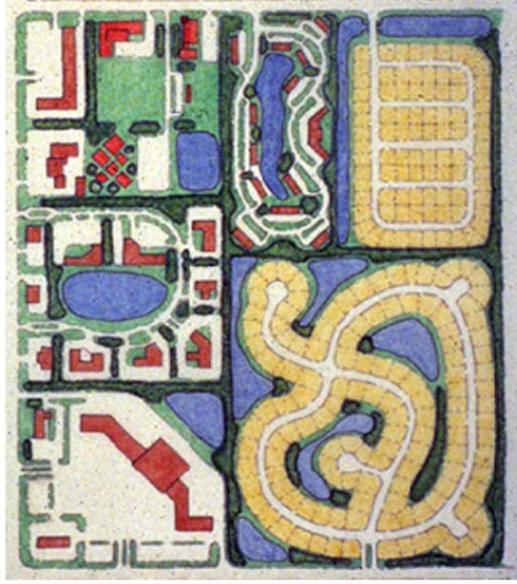
There are basically two different models of urban growth: the traditional neighborhood and suburban sprawl. They are polar opposites in appearance, function, and character: they look different, they act differently, and they affect us in different ways.

The traditional neighborhood was the fundamental form of European settlement on this continent through the Second World War, from Key West to Seattle. It continues to be the dominant pattern of habitation outside the United States, as it has been throughout recorded history. The traditional neighborhood – represented by mixed-use, pedestrian-friendly communities of varied population, either standing free as villages or grouped into towns and cities – has proved to be a sustainable form of growth. It allowed us to settle the continent without bankrupting the country or destroying the countryside in the process.

Suburban sprawl, now the standard North American pattern of growth, ignores historical precedent and human experience. It is an experimental invention, conceived by architects, engineers, and planners, and promoted by developers in the great *sweeping aside of the old* that occurred after the Second World War. Unlike the traditional neighborhood model, which evolved organically as a response to human needs, suburban sprawl is an idealized artificial system. It is not without a certain beauty: it is rational, consistent, and comprehensive. Its performance is largely predictable. It is an outgrowth of modern problem solving: a system for living. Unlike the traditional neighborhood, sprawl is not healthy growth; it is essentially self-destructive. Even at relatively low population densities, sprawl tends not to pay for itself financially and consumes land at an alarming rate, while producing insurmountable traffic problems and exacerbating social inequity and isolation. These particular outcomes were not predicted. Neither was the toll that sprawl exacts from America's cities and towns, which continue to decant slowly into the countryside. As the ring of suburbia grows around most of our cities, so grows the void at the center. Even while the struggle to revitalize deteriorated downtown neighborhoods and business districts continues, the inner ring of suburbs is already at risk. Losing residents and businesses to fresher locations on the new suburban edge.

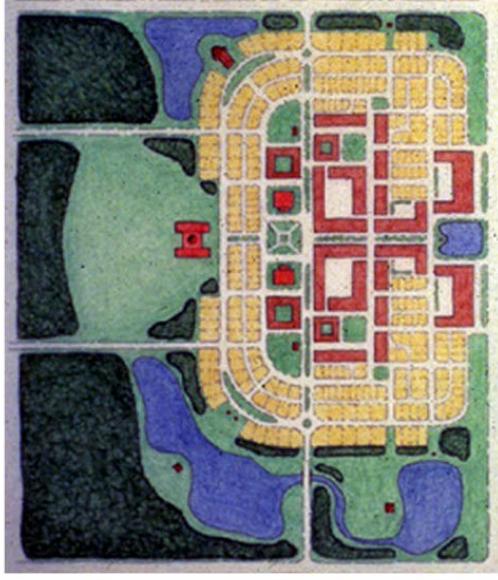
# Regional Impacts of Sprawl

## Non-Preferred Form

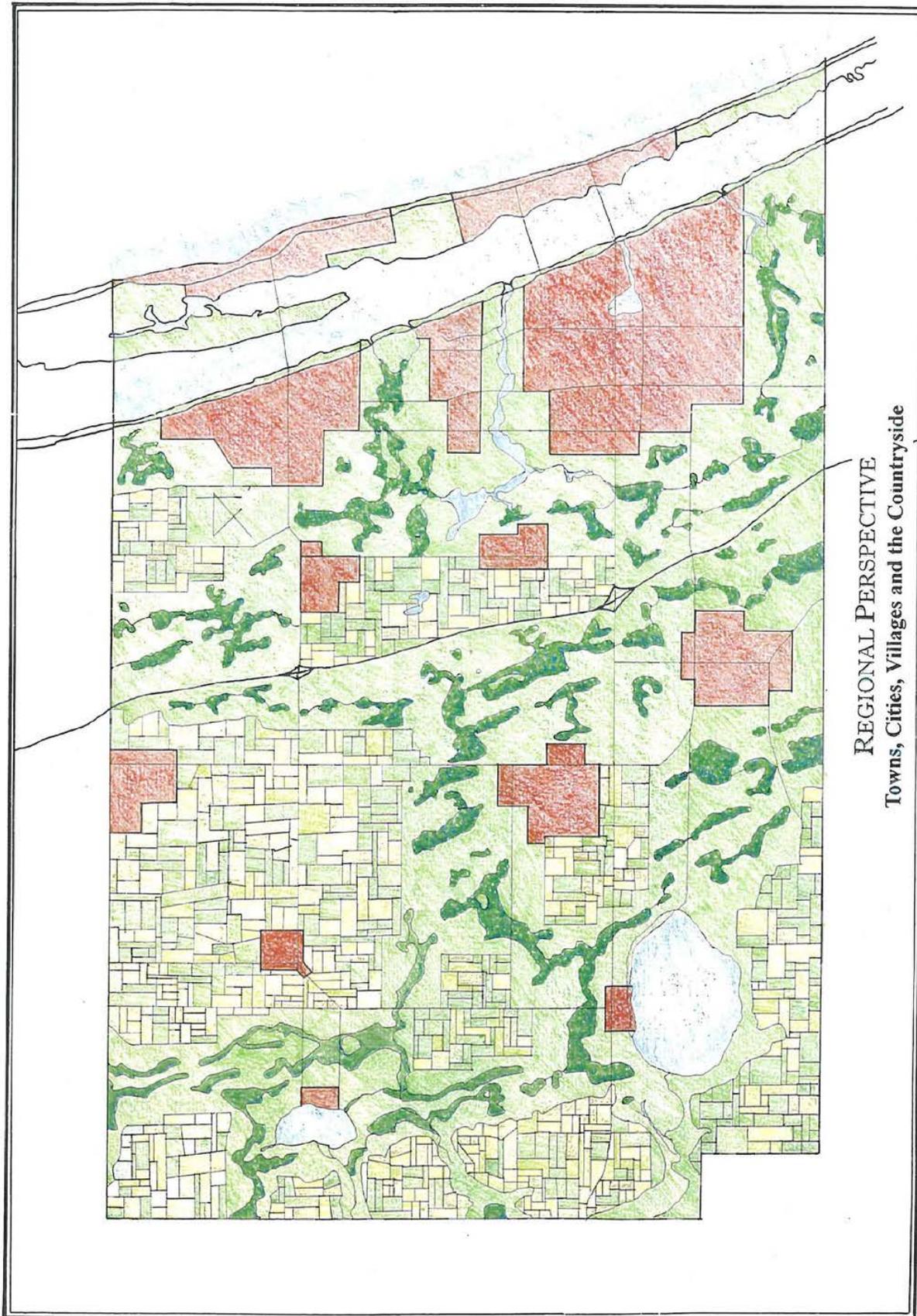


- 30% more energy used
- 2 to 4 times poorer water quality
- 25% to 50 % more time in our cars
- 30% to 40% more land used
- Public transportation is not an option
- 20% to 25% of your income spent on cars
- Children unable to walk to school

## Preferred Form



- Sprawl housing products underperform comparable traditional neighborhood products on sales price and absorption
- Road building takes priority over arts, culture, care of the elderly, and education spending
- Fiscal savings of \$606 million through 2025
- Capital cost savings of \$4.19 billion through 2025



**REGIONAL PERSPECTIVE**  
**Towns, Cities, Villages and the Countryside**