

IV. TEXT AND FUTURE LAND USE MAP AMENDMENT: SUSTAINABLE COMMUNITY DEVELOPMENT

A. AMENDMENT TO THE COMPREHENSIVE PLAN TEXT

1. Background

The Sustainable Community Development (hereinafter referred to as “SCD” or “Sustainable Community Development”) designation is an innovative land use to facilitate implementation of smart growth principles in the City of Edgewater. The keystone principles of Smart Growth as set forth by Volusia County’s Smart Growth Implementation Committee and to be cornerstones of SCD development in the City of Edgewater are as follows:

- ***Environment.*** Smart growth emphasizes the early identification and preservation of environmentally important areas, open space, and agricultural areas. These are conceived of as a connected network of multi-purpose lands that form the community’s “green infrastructure.”
- ***Communities.*** Smart growth emphasizes compact, walkable, mixed use communities that seek to use land and infrastructure efficiently to reduce the costs of servicing new development and provide a range of housing choices. Such development emphasizes innovation in sustainable design in both the conservation of water resources and energy.
- ***Economy.*** Smart growth communities place an emphasis on a mix of land uses including residential, office, commercial, recreational, and governmental that all work seamlessly in a New Urbanist framework with public investments that support the needs of sustainable economic development.

Sustainable Community Development is the result of a collaborative planning process with a developer that seeks to holistically address varying community needs in a flexible, yet systematic manner. The goal is to encourage innovative land use techniques, creative urban design, environmental protection and the judicious use of sustainable development principles and practices. In order to facilitate this vision, the City will encourage new and innovative design and land planning efforts which recognize that density is important, but no more important than the mixing of uses, the development of strong population and employment centers, the connection of streets and the design of structures and spaces on a human scale, coupled with context sensitive solutions in planning for thoroughfares within walkable communities. All of this is accomplished within an overall framework of environmental protection and sustainable design.

A Sustainable Community Development designation is designed to facilitate the expansion of the urban area of the City through the integration of a number of different land uses, including office, commercial, residential, recreational, governmental and housing components so that all work seamlessly in a New Urbanist framework. The residential portion of SCD development will include housing units of various densities and types, at various price points and sizes. The housing inventory shall include, but not be limited to, single family, multi-family and townhouse homes as well as encouraging some residential

inventory to be located above retail or commercial uses where appropriate in the context of the overall planning for the SCD.

Sustainable Community Developments will typically be planned and initiated by the private sector, where one or more property owners have created a large enough land mass within the City to justify its application. These areas will merit planning review on a larger and more comprehensive scale. A minimum of 500 acres and qualification as a Development of Regional Impact (DRI) under Chapter 380.06, Florida Statutes, is required for application for this land use designation. All SCD applications will incorporate a development phasing schedule consistent with the requirements of Chapter 380, Florida Statutes.

Any application for designation as a SCD shall reflect the use of planning practices which first, ensure neighborhoods contain a mixture of land uses that fully promote various means of internal transportation (such as pedestrian trails and sidewalks, bicycle paths, transit corridors and bikeways), second, contain various development options that provide housing opportunities that are reflective of the community at large.

Open Space within a SCD will include both active and resource based facilities as more particularly described below. At least 50% of a SCD shall be in permanent protected open space and if the open space is resource based, it will be subject to a conservation management plan which protects it as significant environmental resources. All lands within a SCD designated by Volusia County as Environmental Core Overlay (Map A) and Environmental System Corridor shall be designated as Resource Based Open Space within the SCD and protected as hereinafter described. The overall plan for designating which lands within an SCD shall be set aside as Resource Based Open Space shall be guided by the Natural Resources of Regional Significance decision support model of the East Central Florida Regional Planning Council. The majority of wetlands on site shall be protected, but impacts may occur provided appropriate mitigation ensures that there is no overall net loss of wetland function or value. The protected Resource Based Open Space shall be designed as integrated habitat so to as enhance habitat protection and protect its ecological function. Urban design within a SCD shall be clustered on the most appropriate locations and shall encompass innovative land development practices which promote sustainability and conservation. Activity Based Open Space as hereinafter defined shall occur within the urbanized portion of the SCD development.

2. Permitted Land Uses

Land uses permitted within the Sustainable Community Development land use classification are:

- a. Residential (ranging from 3.0 to 36.0 du/acre; the minimum density for the conservation hamlet is 2.0 du/acre; the minimum density for the balance of the property is 6.0 du/acre (including school, support facilities, civic, institutional, places of worship, sales/information center, conservation/mitigation, storm water)
- b. Conservation Hamlet (including commercial, office, residential, support facilities, civic, institutional, places of worship, conservation/mitigation, storm water, nature center designed within a conservation setting with only minimum impacts on wetlands and habitat. For purposes of this provision, wetland and habitat impacts are to be measured against a preferred standard of no impacts, but to allow for those that are deemed essential to the implementation of the overall concept of a conservation hamlet)

- c. Mixed Use Town Center (including commercial, office, institutional, civic, park/recreational, residential, places of worship, conservation/mitigation, storm water, hospital, lodging)
- d. Work Place (including commercial, office, medical, institutional, civic, park/recreational, residential, places of worship, conservation/mitigation, storm water, hospital, lodging)
- e. Transit-Ready Corridor (including commercial, office, institutional civic, park/recreational, residential, places of worship, conservation/mitigation, medical, storm water)
- f. Schools
- g. Open Space (including Activity and Resource Based areas which may include those areas that may be subjected to Conservation Easements)
- h. Utility Sites (public and private)

3. General Standards and Guidelines

Set forth below is a series of standards and guidelines to be applied in the development of Sustainable Community Development.

- a. “Big Box” retail development shall for purposes of SCD development be generally characterized as retail establishments in which one or more of the stand alone facilities are equal to or larger than 75,000 square feet. Such uses shall be permitted in the Mixed Use Town Center. Big Box retail is not allowed in any location other than the planned Mixed Use Town Center.
- b. Development will be permitted within SCD development districts consistent with the land use designations set forth above. It is the intent of the City to maximize the attributes of the urban form by utilizing density in concert with the mixing of uses, the development of population and employment centers, the interconnection of streets and the design of structures and spaces within the SCD district so as to support a variety of lifestyles and needs.
- c. Non-residential uses, exclusive of those that are designated for the Mixed Use Town Center, may exceed those reasonably necessary to support the contemplated residential development. Allowable development in areas designed for SCD development shall be as set forth in a DRI Development Order but in no case shall exceed the following:
 - i. Residential density shall not be less than 1.5 du/gross acre and shall not exceed 36.0 du/net acre within the development.
 - ii. Work Place development shall not exceed 1,300,000 square feet within the development nor be less than 200,000 square feet within the development.
 - iii. Mixed Use Town Center development shall not exceed 2,000,000 square feet within the development nor be less than 200,000 square feet within the development.
 - iv. Transit-Ready Corridor development shall not exceed 1,000,000 square feet within the development nor be less than 500,000 square feet within the development.
 - v. Conservation Hamlet land uses may contain Hamlet scale commercial and ancillary uses up to 35,000 square feet within the development.

For this purpose, gross acre shall mean all acres described in and subjected to Development Order issued pursuant to an ADA.

- d. Where road improvements required by the adoption of the SCD designation are not provided for in the Development Order contemplated by this designation, then the City of Edgewater will either amend its Comprehensive Land Use Plan to either or both of their Transportation and Capital Improvement Elements to incorporate the road improvements not provided for in the Development Order or it shall enter into a Developers Agreement with the sponsoring developer for the purpose of assuring the Department of Community Affairs that the required road improvements are fully funded for inclusion in the Capital Improvement Element of the City. Where the road improvements are provided for in the Development Order, but are outside the jurisdiction of the City of Edgewater, Interlocal Agreements with the affected jurisdiction shall be required and identify the source of capital and the timing of construction for those specific road improvements such that the road improvements are provided prior to development in the affected area of the SCD.
- e. To ensure the provision of adequate public facilities that are fiscally neutral and avoid inequitable burdens on parties outside the SCD district, public infrastructure for developments within the SCD district may be funded and maintained by a Community Development District (CDD) formed in accordance with Chapter 190, Florida Statutes, or such other financial mechanisms that are not dependent upon a budgetary allocation of the City of Edgewater.

4. Sustainable Community Development District (SCD)

GOAL 1: SUSTAINABLE COMMUNITY DEVELOPMENT DISTRICT: To create sustainable urban community development with mix of uses.

Objective 1.0: Adopt a Sustainable Community Development District (SCD) Future Land Use designation, which will facilitate the development of an urban mixed-use development that relates to and is an extension of the existing city.

Policy 1.1: Streets within the Sustainable Community Development shall be designed to integrate the needs of the automobile with the needs of transit, walking, biking and livable neighborhoods into a design that promotes an efficient vehicular circulation system without compromising pedestrian access and mobility.

- a. This integration will provide a complete, well-connected street system; the ability to expand the street system as the community grows; and detail street designs that promotes walkability.
- b. As a general proposition, streets shall be relatively narrow, shaded by trees and interconnected both internally and externally to disperse traffic efficiently and shall allow on street parking.
- c. The arrangement and design of streets shall promote a pleasant, pedestrian and bicycle friendly environment with an emphasis on convenient access to surrounding neighborhoods and community amenities. Sustainable Community Development road standards may apply to County or State owned or maintained roads.

- Policy 1.2: Residential neighborhoods should include a variety of dwelling types to provide opportunities for different age and income groups within an integrated and diverse community. Efforts should be made to integrate a variety of dwelling types so as to avoid rigid segregation of dwelling types by price point within the community.
- Policy 1.3: SCD may include Conservation Hamlets which are compact urban settlements within an environmental setting. They will have the essential characteristics of neighborhoods, with limited commercial services. Typically a Conservation Hamlet will utilize a clustered development pattern so as to allow for a compact development footprint on lots that will be typically smaller than the underlying land use would otherwise allow. This is done in order protect adjacent wetlands, habitat, and environmentally sensitive areas. Accordingly, Conservation Hamlets are to be designed with an enhanced sensitivity to sustainable principles incorporating energy efficient designs, natural landscaping, water efficient design protocols and the like. Moreover, the focus is on multiple uses which can be integrated into the Conservation Hamlet or the surrounding agricultural or forested areas of the larger urban community which it abuts. Because Conservation Hamlets will typically be surrounded by Resource Based Open Space, lands which are not within the development footprint of the Conservation Hamlet, the lands abutting the Conservation Hamlet shall be protected as Resource Based Open Space consistent with the protocols identified by Volusia County as Environmental Core Overlay, Environmental System Corridors, wetlands, floodplains, and other natural and historic resources on the land.
- Policy 1.4: Institutional uses (i.e. churches, meeting halls, libraries, schools re: recreation facilities, government buildings, police/fire/ems and other public buildings) shall be allowed in all sections of the SCD community, and specifically are not restricted to neighborhoods, the Mixed Use Town Center or areas devoted to the Work Place. The ultimate placement of these facilities will be site specific in each instance and will be determined by a variety of constraints, including access to major arterial, neighborhood secondary roads and appropriate design guidelines. Such uses may, where the scale and placement is appropriate to the overall character of the Conservation Hamlet, be included in the same.
- Policy 1.5: Open Space within areas designated as Sustainable Community Development will not be less than (50%) percent of the land within the development and shall be identified on an approved DRI Master Plan.
- a. Open Space shall include (1) Activity and (2) Resource based areas within Sustainable Community Development. While no specific percentages of either Activity or Resource Based Open Space are specified here, areas designated as Sustainable Community Development will meet, as a minimum, the conservation requirements of Rule 9J-5.013 F.A.C. as Sustainable Community Development seeks to preserve, enhance and conserve significant on-site ecological resources.
 - i. Activity Based Open Space is open space that has generally been developed by the developer or the City in order to provide areas for

active recreation in a post development setting. As such, it includes areas such as walkways, bikeways, trails, picnic areas, playgrounds, tot-lots, and sports parks (baseball, tennis, swimming, soccer facilities lakes, boardwalks and the like).

- ii. Resource Based Open Space may include lakes (including lakes used for detention or retention of surface water) and areas set aside for ecological preservation, enhancement, conservation, or conservation education programs.
 - (a) The Site Mitigation and Management Plan (SMMP) described in Policy 2.5 below, will establish guidance and protocols with respect to the management and operation of the Resource Based Open Space within Sustainable Community Development.
 - (b) Resource Based Open Space in the SCD development shall, to the greatest extent feasible, be internally and externally connected so that free and unencumbered movement from one section of the community to another is encouraged. Areas set aside for Resource Based Open Space may be accessed by walkways, boardwalks, trails and bikeways where such access is consistent with the maintenance of the ecological resource and its habitat values. Resource Based Open Space may include facilities for environmental education and research.
 - (c) Resource Based Open Space areas shall be designated, permanently protected, and maintained as undeveloped conservation, agriculture areas or, as contemplated above, for passive recreational uses. Resource Based Open Space shall be selected and designed according to the following principles:
 - (i) ECO Lands, Environmental System Corridors, wetlands, natural and historic resources shall receive top priority for inclusion as part of the designated Resource Based Open Space area.
 - (ii) Resource Based Open Space shall be designed as a contiguous area to eliminate or minimize fragmentation and promote the formation of linked networks with existing or potential Resource Based Open Space areas on adjacent properties, or other developments.
 - (iii) Resource Based Open Space areas may include storm water management facilities.
 - (iv) To the extent that roads are necessary for access to the Development Area of SCD development, they shall, to the fullest extent practicable avoid wetlands and other

ecological resources that comprise the Resource Based Open Space.

- (v.) Resource Based Open Space shall be permanently protected by conservation easement or other legal means so that such areas are and remain undeveloped in perpetuity. Legal instruments providing for such protection shall run with the land and be set forth in the Covenants, Conditions and Restrictions (CCR's) of the SCD and such CCR's shall be provided to each subsequent land owner within the SCD.
- (vi) Ownership of either Activity or Resource Based Open Space shall be by one or a combination of the following: Homeowners association, established land trust, conservation organization, CDD or other public agency. Where Resource Based Open Space is subject to a conservation easement held by the city, county, state or Federal government or a qualified conservation organization, then the developer, or is assignee, may continue to hold title to the underlying fee title to the identified Resource Based Open Space.
- (vii) Resource Based Open Space shall be managed according to the SMMP hereinafter described.

Policy 1.6: The applications for SCD shall be coordinated with the Volusia County School District to determine if there will be sufficient capacity to meet the requirements of the new development pursuant to standards and procedures as more fully set forth in the Interlocal Agreement for School Planning, Public School Facilities Element, and Section 206 of the Volusia County Charter. To the extent that existing capacity does not exist, the applicant and School Board shall enter into a capacity enhancement agreement so that public schools can be timely planned and constructed to serve the student population.

- a. As part of any school capacity enhancement agreement the school district and applicant may designate appropriate school sites to be included in the proposed master plan of the SCD upon submission for ADA review. Compliance with the capacity enhancement agreement shall be a condition of the development order.
- b. Each designated school site should attempt to co-locate with park facilities and other public open space, as well as civic facilities.

Policy 1.7: Any application for designation as a SCD Development shall provide for a diversity of housing types and price points so as to ensure, to the fullest extent possible, that the jobs/housing balance is maintained and enhanced over time. Accordingly, any such application shall provide for affordable housing designed to meet the needs the City of Edgewater and the surrounding area. A percentage of the housing that qualifies for affordable shall meet the needs of the "workforce"

(those persons who make between 80 to 120% of the Average Median Income). An additional percentage of the affordable housing inventory shall meet the needs of those making between 80 and 50% of the Average Median Income and a percentage of the affordable housing inventory shall meet the needs of those that fall below the 50% Average Median Income threshold. The developer of a SCD development shall work with the City and the Region to determine the appropriate mix of affordable housing product within an overall target of ten percent of the housing inventory being targeted for this demographic, but it is intended that the majority of the affordable housing shall be targeted to the “workforce” as hereinbefore described with lesser amounts designed to service the other two categories. The exact mix shall be determined based on site and time specific data at the time of Development Order approval.

Objective 2.0: Ensure that development within the Sustainable Community Development area is in conformance with the Goals, Objectives, Policies, Principles and Standards contained herein.

Policy 2.1: The City shall allow development of part or all of the SCD Area, or any sub-District, as a Sustainable Community Development /Planned Unit Development (SCD/PUD) zoning category and will require the preparation, submission and approval of a Zoning /Land Use Plan and SCD/PUD Regulating Book prior to the initiation of construction within the SCD Area, or any sub-Districts, or portion thereof. Map H, as approved and appended to a DRI Development Order, may serve as the Zoning /Land Use Plan. The SCD/PUD Regulating Book shall contain planning and urban design standards that govern development within the SCD/PUD. Where the SCD/PUD Regulating Book conflicts with City Land Development Regulations, the SCD/PUD Regulating Book shall prevail.

All properties to be developed will undergo the SCD/PUD Rezoning process, which involves two steps:

- Step 1: Zoning/Land Use Plan approval provides zoning approval on the site.
- Step 2: Development Plan approval zoning occur in a staged process as increments of the overall Land Use Plan are submitted for approval. A Development Plan will be approved by the City Council. Nothing herein shall preclude the developer from making application to the City to amend or modify a previously adopted Zoning/Land Use Plan as and when the developer determines such an application is appropriate.

The Regulating Book will, if applicable, address the following areas dealing with development:

- Principles of the Plan
- Environmental/Open Space Development Standards
- Streets, Roadway and Utility Standards
- Mixed Use Town Center Development Standards
- Work Place Development Standards

- Residential Development Standards
- Conservation Hamlet Development Standards
- Infrastructure and Engineering Development Standards
- Transit Development Standards
- General Landscaping Standards
- Definitions

Deviations from established Land Development Code (LDC) are contemplated by the City and will be allowed, it being the intention of the City to encourage creative planning and land use management techniques.

Policy 2.2: The property within the SCD/PUD district shall be rezoned prior to commencement of development. The rezoning shall include a Zoning/Land Use Plan with a description of how the overall site plan meets the guidelines that reflect the principles and the Policy Guidelines set forth herein. The Zoning/Land Use Plan and the accompanying Regulating Book shall define with particularity how each of the development components of the SCD/PUD development will be implemented. The Zoning/Land Use Plan shall set forth the capacity for development inside the areas designated as SCD/PUD on a site specific basis and in conformity with the limitations described herein. In addition to the maximum base amount of any specific land use category described herein, development capacity may be altered but may not exceed that which is set forth herein.

Policy 2.3: Because a proposed designation as a Sustainable Community Development requires for its implementation the integration of a number of different land uses including office, commercial, retail, residential, recreational, institutional (including governmental) all of which are to be arranged within the built environment with a sensitivity to sustainable principles and within a context that will support the same, a SCD development contemplates a review at the time of a rezoning of the property subject to the application, such modifications to the existing Land Development Regulations of the City as are necessary or desirable to accommodate and allow for the implementation of the Sustainable Community Development district.

Policy 2.4: Resource protection standards are to be provided for in any SCD by the preparation and adoption of a Site Mitigation and Management Plan (SMMP) the purpose of which will be to provide for the imposition of a set of site mitigation and management protocols designed to ensure the long term maintenance of the ecology and Resource Based Open Space of the site and the effective integration of the same into the built environment.

- a. The SMMP shall address, among other matters that may be site specific, the following matters: (1) trees and tree removal, (2) wetlands, (3) habitat of protected species, (4) flood hazard management, (5) performance standards for development, (6) potable water and well field protection, (6) erosion control and (7) post development land management protocols to include water conservation and landscape standards incorporating drought tolerant and native vegetation. This list is intended to be illustrative, but not necessarily exhaustive, it being the

intention of the City and the developer seeking SCD designation to prepare an SMMP that is site specific and addresses all issues essential to the maintenance of the ecological systems within the Resource Based Open Space.

- b. In all events the SMMP shall conform to the Minimum Standard for Environmental Protection as set forth in Rule 9J-5.013, F.A.C. To the extent a Federal and/or State agency requires permits to impact any ecological resource within a SCD District (i.e. the St. Johns River Water Management District pursuant to Chapter 403 Florida Statutes and the implementing regulation and rules of the District found at 40C-4001 and 40C-42.011 et. seq. Fla. Adm. Code and/or the U.S. Army Corps of Engineers pursuant to 33 U.S.C. Section 1344 et. seq. and 16 U.S.C. Sections 1536 and 1539 et. seq.), the City will defer to the requirements of the same, but the City will reserve the right to review such regulatory outcomes and determine whether or not such outcomes are substantially consistent with Guidelines enumerated here. The SMMP shall be approved by the City in conjunction with the approval of a Development of Regional Impact Development Order and the SMMP shall be incorporated into the same by reference and made a part thereof.
- c. Natural Resource Management. Because the SCD is to be developed within an overall plan of natural resource management that minimizes adverse impact to existing resources, the plan of development shall conserve large areas of relatively uninterrupted environmentally sensitive areas which will need to be managed as part of a system for habitat, wetlands, and surface water protection and to provide recreation (both active and passive), aesthetic and open space areas for future residents. Accordingly, at least 50% of a SCD shall be in permanent protected open space consisting of a mix of Activity and Resource Based Open space, the exact allocation of each to be determined at the time of and during Application for Development Approval processing under Chapter 380.06 Florida Statutes. All lands designated by Volusia County as Environmental Core Overlay (Map A) and Environmental System Corridor shall be protected as integrated habitat and managed to protect its ecological function. Such lands shall be designated as within the Resource Based Open Space lands and protected as such. Urban development shall be clustered on the most appropriate locations within the overall land holdings of the developer and shall encompass innovative land development practices which promote sustainability within the built environment as well as conservation and conservation management within the overall holdings of the developer. It is recognized that the clustering of development in the urban form will likely result in the loss of some wetlands, but the developer will be encouraged to impact only those wetlands which have been degraded and which are determined through applicable regulatory review to be of less significance to the overall integrity of the larger wetland regime. All wetland impacts will be offset by appropriate mitigation so as to ensure that there is no overall net loss in wetland function and value.

Policy 2.5: The Sustainable Community Development District will explore and to the extent practicable utilize a number of innovative sustainable development techniques which may include Low Impact Development, Waterwise Development, Firewise Development, United States Green Building Council LEED Certified development, Florida Green Building Coalition designations, or other similar development certifications, which promote sustainability. To the extent that any of these standards are acceptable by the St. Johns River Water Management District and inconsistent with existing development standards of the City of Edgewater, the Development Order shall set forth of these standards shall be applied notwithstanding the Land Development Code of the City of Edgewater.

Objective 3: The Sustainable Community Development district is hereby established as shown on Map I-8 Future Land Use (revision).

Policy 3.1: The density and intensity of the Restoration SCD District shall be limited to 8,500 residential units and 3,300,000 square feet of non-residential square feet. The density and intensity of the approved project shall be indicated on the Future Land Use Map (FLUM).

B. AMENDMENTS TO COMPREHENSIVE MAP SERIES ELEMENTS SPECIFIC TO THE RESTORATION SCD.

The Future Land Use Map series amendments include only **key** map exhibits from the adopted Plan which need to be amended to reflect the annexation of the property and the requested Large Scale Amendment request for Restoration:

1. On Map Series I-1, Existing Land Use, the Applicant is requesting the existing land uses and property boundaries be added to the City exhibit.
2. On Map Series I-3, Wetlands, the Applicant is recognizing the existing wetlands currently on the site as identified by the St. Johns River Water Management District.
3. On Map Series I-8, Future Land Use, the Applicant is requesting a new map designation for the property. The request is to selectively create a Sustainable Community Development District (SCD) from areas currently designated Forestry Resource and Environmental Systems Corridor. The remainder of the project site will remain Conservation Wetlands based on the SJRWMD agency jurisdictional determinations.
4. On Map Series II-11, Future Transportation Map, the Applicant is requesting the inclusion of the major roadways planned for the Restoration site into the City's future transportation network.
5. On Map Series IV-1, Utility Service Area, the Applicant is requesting the extension of the Utility Service Area Boundary of the City to reflect the range of public services the City will provide to the Applicant's project.
6. On Map Series V-8, General Vegetation Cover, the Applicant is requesting the inclusion of the general vegetative cover data.