To: Council Members

From: Staff

Date: February 20, 2009 Council Meeting

Subject: Local Government Comprehensive Plan Review
Draft Amendments to the City of Port St. Lucie Comprehensive Plan
DCA Reference No. 09-1

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, Florida Statutes, requires that Council review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then Council must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

The City of Port St. Lucie is proposing two amendments to the Future Land Use Map (FLUM) and text amendments to the Future Land Use Element (FLUE) of the City Comprehensive Plan. The City has requested a formal review of the amendments by the DCA.
Table 1
Proposed Amendments to the Future Land Use Map
City of Port St. Lucie Comprehensive Plan
DCA Reference No. 09-1

<table>
<thead>
<tr>
<th>Amendment Number/Name</th>
<th>Approx. Acreage</th>
<th>Current FLUM Designation</th>
<th>Proposed FLUM Designation</th>
<th>Approximate Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Orange Lake Crossings (P08-179)</td>
<td>177.1</td>
<td>AG-5*(66.06 acres) RL (111.05 acres)</td>
<td>RL (66.06 acres) RM (63.54 acres) CG (17.70 acres) ROI (12.39 acres) U (9.29 acres) OSR (8.13 acres)</td>
<td>West of McCarty Road between Midway Road and Glades Cut-Off Road, in the City’s Northwest Annexation Area.</td>
</tr>
<tr>
<td>2. Caims (P07-109)</td>
<td>5.3</td>
<td>RL</td>
<td>ROI</td>
<td>Just north of Port St. Lucie Boulevard and west of U.S. 1, along Delano and Gena Roads.</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>182.4</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Key to FLUM Designations**

**County Designation**
- AG-5 Agricultural – maximum of 1 dwelling units per 5 acres

**City Designations**
- CG Commercial General
- OSR Open Space Recreation
- RL Low Density Residential – maximum of five dwelling units per acre
- RM Medium Density Residential – maximum of 11 dwelling units per acre
- ROI Residential, Office, and Institutional – maximum of 11 dwelling units per acre
- U Utility

* County Designation

**Evaluation**

A. FLUM Amendments

The amendments are summarized in Table 1. The amendment locations (see Exhibit 2 for General Location) and other information are portrayed on the attached exhibits.

1. P08-179 (Orange Lake Crossings)

This 177.1 acre property is located near the northwestern boundary of the City (see Exhibits 2 and 3). The property is in several parcels (see Exhibits 4, 5, 6), all under single ownership. A portion (101.05 acres) of the property was annexed by the City in 2005 and assigned a FLUM designation of RL in
amendment round #06-1. The remainder of the subject property (66.06 acres) has been annexed by the City very recently (December 8, 2008); and is also to be assigned a FLUM designation of Low Density Residential (RL) (see Exhibit 7). The 2006 amendment by the City also included the portion of the property shown in Exhibit 7 as “Orange Lake Crossings (Not Part of Application)”.

The land currently contains abandoned citrus groves. The proposed use of the property is for a mixed use development, although a development plan has not been submitted. A conceptual master plan is shown in Exhibit 19. As shown in Exhibits 8 and 9, the existing FLUM designations are RL (101.05 acres) and Agricultural (66.06 acres). The latter is a St. Lucie County designation which allows one dwelling unit per five acres (AG-5), in addition to agricultural uses.

The existing land uses on surrounding properties are citrus groves and pasture land to the north; pasture land and a City Wastewater Treatment Plant to the east; residential, pasture land and the City Wastewater Treatment Plant to the south; and pasture land and a nursery to the west. The FLUM designations on surrounding lands are AG-5 to the north and west; and AG-5 and Utility to the east and south.

The proposed FLUM designations are shown on Table 1 and on Exhibits 5 and 7. The recently annexed 66.06 area is to be combined with the original 186 acres and used to develop a mixed use community. According to the City, the Annexation and Development Agreement will cap the development at 1,358 units, 154,702 square feet of commercial and 161,912 square feet of office. The Agreement also will require the developer to “follow green practices” that would qualify the development for the Florida Green Designation Standard of the Florida Building Coalition, Inc., or designation to another green building standard acceptable to the City. One acre of property is to be designated as a transit hub to accommodate a future mass transit stop and associated parking.

The property is located in the City’s Western Annexation Area (see Exhibit 10), and is subject to the requirements of the Northwest Annexation ROW Map (see Exhibits 11 and 12). Improvements that will be required of the developer include conveyance of rights-of-way for road expansion and the construction of improvements to McCarty and Williams Roads.

The City’s Western Annexation Area Sub-Element guidelines recommend that significant land be allocated for employment, light industrial, commercial and institutional uses to balance the residential development. The guidelines recommend a limit in the amount of land rezoned for single family development. The City indicates the proposed amendment will diversify land use in the area consistent with City comprehensive plan policies.
2. P07-109 (Cairns)

This 5.3 acre property is located north of Port St. Lucie Boulevard and west of U.S. 1 along Delano and Gena Roads (see Exhibits 13-15). There are single-family homes on four of the lots; the remaining lots are vacant. No specific development plan has yet been submitted to the City.

The current FLUM designation is RL, which allows a maximum of five dwelling units per acre. The proposed FLUM designation is Residential, Office, Institutional (ROI). Residential development under ROI is permitted at a maximum of 11 dwelling units per acre. The existing land use on surrounding properties includes a 50’ Drainage ROW, then single family houses and a vacant lot to the north, a shopping plaza to the east, office buildings and vacant land to the south, and a 100’ Drainage ROW and single-family residential to the west. The FLUM designations on surrounding properties are RL and General Commercial (CG) to the north, CG to the east, ROI to the south, and RL to the west.

The City previously approved P07-109 as a small-scale amendment, but DCA did not permit processing under the small scale waiver because the potential residential density was more than 10 dwelling units per acre. The property is located within the Community Redevelopment Area adjacent to other properties that have ROI and CG designations. The City staff indicated the amendment would provide additional opportunity for mixed use development in the area, consistent with Goal 1.1 of the City Comprehensive Plan.

B. Text Amendments

1. The City Comprehensive Plan contains references to a Future Conversion Area. Figure 14-B of the FLUE is entitled “Land Use Conversion Area” (see Exhibit 16). It show locations along some major streets that have some residential FLUM designations, but are likely to transition to non-residential uses. An area along Becker Road is shown on current Figure 14-B as a “future conversion area”. The existing plan also includes a commercial FLUM category entitled Future Conversion Areas.

The City intends to clarify policy relative to these Future Conversion Areas. The proposed amendments are to revise FLUE Policy 1.1.4.2 to delete the Future Conversion Area FLUM designation. Figure 14-B is to be modified to delete the Becker Road Corridor as a Future Conversion Area.

2. Existing FLUE Policy 1.1.4.13 limits compatible zoning districts for each FLUM classification. The City had previously adopted a Utility Zoning District. However at that time, Policy 1.1.4.13 was not amended
to include this new zoning district. The policy is now to be amended to show the Utility Zoning District as the only acceptable zoning district under the Utility FLUM designation.

**Extrajurisdictional Impacts**

Under the informal agreement facilitated by the Treasure Coast Regional Planning Council (TCRPC), local governments in the northern three counties of the region are to provide copies of amendment materials to other local governments that have expressed an interest in receiving such materials. The City provided copies of the proposed amendment materials to St. Lucie County, the St. Lucie County School Board, Martin County, the St. Lucie Transportation Planning Organization and the City of Fort Pierce. Council staff provided a memorandum dated January 14, 2009 to each of these local governments and agencies seeking comments on the proposed amendments.

St. Lucie County provided a letter to the City dated November 20, 2008 (see Attachment A). The letter indicates that the area of FLUM amendment P08-179 is currently undeveloped and unprepared to absorb the impacts of the development that could be permitted. The amendment would promote urban sprawl, according to the County, and the funding necessary to construct the roadways would burden an already strained and competitive capital improvements program. Finally, the amendment materials do not provide sufficient details as to how the property will be developed and used. The County also restated these concerns in a letter addressed to the TCRPC dated January 28, 2009 (see Attachment B).

**Effects on Significant Regional Resources or Facilities**

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.

**Analysis of Consistency with Strategic Regional Policy Plan**

In 2003, the City of Port St. Lucie adopted a Western Annexation Area Boundary Map (see Exhibit 17), reflecting additional lands the City intended to annex to provide for long-term growth. The area is based, in part, on a sewer and water service boundary established by agreement between the City and the County. The area is to include a greenbelt buffer along the western boundary of the annexation area to separate urban development from rural uses. The area west of I-95 that has either already been annexed by the City, or is within the Western Annexation Area but has not yet been annexed, would add approximately 42 square miles to the area of the City. When these annexations are completed, the City would contain an area of 120 square miles and be one of the largest cities in the nation. Several large properties in the area were annexed and assigned City FLUM designations in 2003, 2004, and 2006. Additional annexations were done in 2008; and amendments are now proposed to assign City FLUM designations to those lands, including Orange Lake Crossings (P08-179). The extent of the City annexations and FLUM amendments in the northern portion of the Western Annexation Area are shown in Table 2.
### Table 2

Annexations and FLUM changes in the “northern” portion of the City’s Western Annexation Area

<table>
<thead>
<tr>
<th>Amendment Round</th>
<th>Amendment #1 Name</th>
<th>Acreage</th>
<th>Old FLUM</th>
<th>New FLUM</th>
<th>DUPA (potential)</th>
</tr>
</thead>
<tbody>
<tr>
<td>03-1</td>
<td>Northpoint PUD (formerly LTC Ranch DRI)</td>
<td>2,068.0</td>
<td>AG 2.5 MXD</td>
<td>ROI, GC, CH, OSR and I</td>
<td>4,000*</td>
</tr>
<tr>
<td>04-1</td>
<td>Kenco (Enchantment)</td>
<td>386.0</td>
<td>AG-5 (154 acres) AG2.5 (232 acres)</td>
<td>RL (353 acres) CG (18 acres) ROI (12 acres)</td>
<td>1,897</td>
</tr>
<tr>
<td>04-1</td>
<td>Panda</td>
<td>74.1</td>
<td>MXD</td>
<td>CS (24.1 acres) L1 (50.0 acres)</td>
<td></td>
</tr>
<tr>
<td>04-1</td>
<td>Lennar Becker (Copper Creek)</td>
<td>285.0</td>
<td>AG-5 (237 acres) AG 2.5 (48 acres)</td>
<td>RL (265 acres) CG (20 acres)</td>
<td>1,325</td>
</tr>
<tr>
<td>04-2</td>
<td>Glades WWTP</td>
<td>408.0</td>
<td>AG-5</td>
<td>U</td>
<td></td>
</tr>
<tr>
<td>06-1</td>
<td>DJG Development</td>
<td>186.0</td>
<td>AG-5</td>
<td>RL</td>
<td>930</td>
</tr>
<tr>
<td>06-1</td>
<td>McCarty Road</td>
<td>71.5</td>
<td>AG 2.5</td>
<td>RM</td>
<td>787</td>
</tr>
<tr>
<td>06-1</td>
<td>Midway 100 East</td>
<td>100.0</td>
<td>AG 25</td>
<td>RL (95 acres) CG (5.0 acres)</td>
<td>475</td>
</tr>
<tr>
<td>06-2</td>
<td>West Creek</td>
<td>446.0</td>
<td>AG-5</td>
<td>RL (363 acres) CG/ROI (15 acres) CG/ROI/RL (10 acres) OSR (8 acres) I/OSR (38 acres) OSC (12 acres)</td>
<td>2,090</td>
</tr>
<tr>
<td>09-1 **</td>
<td>Orange Lake Crossings</td>
<td>177.1</td>
<td>AG-5 (66.06 acres) RL (101.05 acres)</td>
<td>RL (66.06 acres) RM (63.54 acres) CG (17.70 acres) ROI (12.39 acres) U (9.29 acres) OSR (8.13 acres)</td>
<td>1,166</td>
</tr>
<tr>
<td>09-2 **</td>
<td>Graves Brothers Company</td>
<td>303.8</td>
<td>AG-5</td>
<td>RL (263.0 acres) CG (20.0 acres) I (5 acres) OSR (15.8 acres)</td>
<td>1,315</td>
</tr>
<tr>
<td>09-2 **</td>
<td>Lulfs Grove</td>
<td>464.5</td>
<td>AG-5 (304.0 acres) AG-2.5 (160.5 acres)</td>
<td>CS/L1/HI (90 acres) CS/L1/ROI (311.5 acres) CG/ROI (63.0 acres)</td>
<td>500***</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>4,970.0</td>
<td></td>
<td></td>
<td>14,485</td>
</tr>
</tbody>
</table>

* Maximum number of dwelling units per Development of Regional Impact.
** Proposed
*** Limited to 500 units by Comprehensive Plan Policy
Council has previously expressed a number of concerns and made a number of recommendations to the City as lands within the Western Annexation Area were annexed and assigned City FLUM designations. Excerpts from previous Council reports from 2003, 2004 and 2006 are included in Attachment C. Council urged the City to prepare a master plan and urban design study for the Northwestern Annexation Area. This was considered especially important because of the large number of landowners in the area. Council emphasized the need for a well planned network for public infrastructure, including roads, stormwater management, schools and parks. Council also recommended the City prepare a long-range fiscal impact analysis and financing plan that would help ensure the financial feasibility of development in the area.

The City has taken some steps to ensure the Northwest Annexation Area is well planned. A Proposed Roadway Grid Network Map was adopted (see Exhibits 10, 11, 12). A master stormwater management plan is proposed. Some school and park sites have been identified. However the City did not adopt an overall master plan for the area that could guide future development. As each landowner seeks annexation and FLUM designation approval, the City must consider the merits of each proposal without the benefit of a conceptual plan for the entire area that would enable the City to assess whether the appropriate range and mix of uses is being proposed that would allow the area to become an important and integral part of the City. Indeed, this area already has the potential based on what designations have been assigned to become one of the largest communities in the region on its own.

The SRPP anticipates that new development will be done in the form of neighborhoods and districts that contain a balanced, well-planned compatible mix of land uses with compact designs and a mix of building types. It will be a challenge for the City to ensure this new part of the City will be built in a sustainable manner, with a good network of streets, provisions for bicycle and pedestrian use and public transit, adequate recreational facilities, public facilities and infrastructure including civic sites, employment opportunities and a variety of housing types, sizes and affordabilities.

Comments/Recommendations

A. General

1. The City seems committed to annexing and assigning increased development rights to lands within the Western Annexation Area. Part of its consideration in approving development in this area should be the effect the development will have on other areas of the City. At a time when development has nearly come to a halt, and when foreclosures and vacancies are among the highest ever experienced, the effects of opening more area for new development on other areas of the City should be carefully considered. What effect will there be on efforts for revitalization and infill in the original part of City? What effect will the opening of new land for development have on property values and the viability of other nearby areas of the City that are currently vacant but approved for development? Does the City have the financial capacity to construct improvements in these new
areas of the City and to maintain the improvements during a time when development is likely to be scattered throughout different areas? Can the County, School District, and City build and maintain new schools, parks, libraries and other facilities over such a wide area?

**FLUM Amendments**

B. Orange Lake Crossings

1. Map A1 of the City Transportation Element is the “Western Study Area Roadway Network Plan” (Exhibit 11). This Plan may need to be modified, if necessary, to accommodate the City vision for this area. Based on an exhibit submitted with the Orange Lake Crossings amendment application, the adopted Roadway Network Plan may already be in need of modification (see Exhibit 18). As modifications are made, the City should ensure that the integrity and density of the major roadway network through the area is maintained. As development is proposed, the City should also ensure that the local street network is not only adequate, but fully connects with the larger roadway network. There should be no significant disruptions to the network, such as large, gated development.

2. The conceptual master plan for the Orange Lake Crossings Development (see Exhibit 19) shows a one-acre transit hub within the commercial area of the proposed development. The St. Lucie Transportation Planning Organization should be consulted for advice on the size and location of this future transit hub.

3. During the review of previous amendments for the Western Annexation Area, the City indicated that staff was developing a workforce housing program. Council recommended that no more density increases be assigned until the City adopted and implemented such a program. The City has yet to prepare and adopt a workforce housing program. However, the City did establish an Affordable Housing Committee which prepared a report with findings and recommendations that were presented to the City on December 8, 2008. The City has not yet taken actions on these recommendations. This proposed amendment shows locations that would allow a variety of housing density. However, it is not clear if the assignment of these FLUM designations will result in a range of housing types and affordabilities, with both owner and renter households consistent with Regional Goal 2.2. The City should require a range of housing types and affordabilities in all new development in the Western Annexation Area.

4. The St. Lucie County Growth Management Department has provided letters to the City (Attachment A) and to the TCRPC (Attachment B) expressing concerns that the Orange Lake Crossings amendment 1) is in an area unprepared to absorb development impacts at the densities proposed; 2) would promote urban sprawl; 3) would burden an already constrained roadway capital improvements program; and 4) does not provide sufficient details as to how the property will be developed and used. Although there is no Joint Planning Agreement for this area (a
recommendation made by the TCRPC previously), the City should coordinate closely with St. Lucie County to ensure that long range roadway network, public school facility and related plans can be mutually agreed upon and implemented.

**Consistency with Strategic Regional Policy Plan**

The contract agreement between the DCA and the Treasure Coast Regional Planning Council requires Council to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. Council finds the proposed amendments to be CONSISTENT with the SRPP. The City is strongly encouraged to consider the comments and recommendations made by the Council. Decisions made today to assign development rights and designations to vacant land in the Northwest Annexation Area are critically important to the future of the City. The mix and intensity of uses, the variety and affordability of housing and the adequacy of planned infrastructure including the roadway and street network are of utmost importance.

**Recommendation**

Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

**Attachments**
List of Attachments

Attachments

A  November 20, 2008 correspondence from St. Lucie County to the City of Port St. Lucie
B  January 28, 2009 correspondence from St. Lucie County to the Treasure Coast Regional Planning Council
C  Excerpts from previous TCRPC Reports
November 20, 2008

Bridget Kean
Planning and Zoning Department
City of Port St. Lucie
121 SW Port St. Lucie Boulevard
Port St. Lucie, FL 34984

RE: Orange Lake Crossings (P08-179) Comprehensive Plan Amendment

Dear Bridget:

Thank you for taking the time to discuss with my staff the upcoming public hearing for the Orange Lake Crossings application for which we recently received notice.

It is my understanding that this amendment is being considered concurrently with an annexation application for two parcels with a Future Land Use of Agricultural-5 (AG-5, 1 du/5 acres) within the jurisdiction of St. Lucie County. We have not received sufficient information at this time to fully analyze the impact to current and future facilities in this area, yet it is clear that the proposed amendment would have significant increases in density and intensity. While such increases are not in themselves necessarily negative, the area where this is being proposed is currently undeveloped and unprepared to absorb impacts related to development according to the proposed land uses.

In fact, the approved LTC Ranch DRI, which is closer to existing services and infrastructure than the subject property of this application, has yet to approach buildout. Given this condition alone, the County believes that granting this Comprehensive Plan Amendment would be inconsistent with Rule 9J-5.006(5) Review of Plans and Plan Amendments for Discouraging the Proliferation of Urban Sprawl. Specifically the following provision of this section or the Florida Administrative Code is in question:

9J-5.006(5)(g)2. Promotes, allows or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while leasing over undeveloped lands which are available and suitable for development.

It is County staff's assessment that this Future Land Use Amendment would accomplish exactly what this provision intends to deter. As a consequence of this change in designation, funding of construction for roadway facilities to accommodate related development would additionally burden an already strained and competitive capital improvements program.
A finer point of concern is the particular disposition of the subject parcels and the question of whether the collective property could even be developed according to the mix of uses that the combination of requested land use designations seems to suggest. Development of the parcels under their existing land uses of AG-5 and RL may not be the most sustainable planning solution available. The County asserts however, that the current proposal, while well-intentioned in its mix of uses, is lacking a comprehensive consideration of how the property will be ultimately used and developed according to sound planning practices.

St. Lucie County requests that the City of Port St. Lucie rigorously consider these concerns regarding the application of DJG Developers, LLC for a Large Scale Comprehensive Plan Amendment. County Staff is available to discuss our concerns at your convenience. Moreover, we welcome the opportunity to comment on the city's projects and activities and would like to foster closer coordination with city staff. Thank you again for your time and consideration.

Sincerely,

Mark Satterlee, AICP
Director of Growth Management

Cc: Faye Outlaw, Assistant County Administrator
    Lee Ann Lowery, Assistant County Administrator
    Peter Jones, Comprehensive Planning Manager
    Noreen Brazil, Ruder McClosky
    Brad Currie, Land Design South
    Daniel Holtbrook, Director
January 28, 2009

Terry L. Hess, AICP
Treasure Coast Regional Planning Council
421 SW Camden Avenue
Stuart, FL 34994

RE: City of Port St. Lucie Comprehensive Plan Amendments DCA No. 09-1
Orange Lake Crossings Future Land Use Map Amendment

Dear Terry:

Thank you for providing us with the opportunity to comment on the proposed City of Port St. Lucie Comprehensive Plan Amendments. Prior to the transmittal hearing on these amendments, the County had expressed particular concern over the Orange Lake Crossings Future Land Use Map Amendment, which we would like to reiterate in this letter.

The proposed amendment applies to parcels that have a Future Land Use of Agricultural-5 (AG-5, 1 du/5 acres) within the jurisdiction of St. Lucie County that have recently been annexed by the City of Port St. Lucie. According to the amendment notice information we received, proposed Land Uses for all parcels in the application include a combination of six different designations, all of which provide considerably greater development potential. While we have not undergone a complete analysis of the impact to current and future facilities in this area, it is clear that the proposed amendment would have significant increases in density and intensity. While such increases are not in themselves necessarily negative, the area where this is being proposed is currently undeveloped and unprepared to absorb impacts related to development according to the proposed land uses.

As an example, the approved LTC Ranch DRI, which is closer to existing services and infrastructure than the subject property of this proposed amendment, has yet to be noticeably developed, let approach buildout. Given this condition alone, the County believes that granting this Comprehensive Plan Amendment would be inconsistent with Rule 9J-5.006(5) Review of Plans and Plan Amendments for Discouraging the Proliferation of Urban Sprawl. Specifically the following provision of this section or the Florida Administrative Code is in question:

9J-5.006(5)(g)2. Promotes, allows or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while leaping over undeveloped lands which are available and suitable for development.

It is County staff's assessment that this Future Land Use Amendment would accomplish exactly what this provision intends to deter. As a consequence of this change in designation, funding of construction for roadway facilities to accommodate related development would additionally burden an already strained and competitive capital improvements program.
A finer point of concern is the particular disposition of the subject parcels and the question of
whether the collective property could even be developed according to the mix of uses that the
combination of requested land use designations seems to suggest. Development of the parcels
under their existing land uses of AG-5 and RL may not be the most sustainable planning
solution available. The County asserts however, that the current proposal, while well-intentioned
in its mix of uses, is lacking a comprehensive consideration of how the property will be
ultimately used and developed according to sound planning practices.

St. Lucie County requests that the Treasure Coast Regional Planning Council and the
Department of Community Affairs consider these concerns regarding the proposed Future Land
Use Map Amendment for Orange Lake Crossings. Thank you for your time and consideration.

Sincerely,

Mark Satterlee, AICP
Director of Growth Management

Cc: Lee Ann Lowery, Assistant County Administrator
    Daniel McIntyre, County Attorney
    Peter Jones, Comprehensive Planning Manager
    Kara Wood, TVC Planning Manager
Excerpts from TCRPC report on City of Port St. Lucie
Comprehensive Plan Amendments (DCA Ref# 03-1)
Approved at February 21, 2003 Council Meeting, Agenda Item 9A2

Comments

FLUM Amendment P02-262

1. Of the 2,068 acres that have been annexed into the City, about 568 acres lie outside the existing County Urban Service Boundary. Under the County land use designations, approximately 227 dwelling units could be developed on the 568 acres. The proposed City FLUM amendment for the 568 acres would result in a FLUM designation of Residential/Office/Institutional (ROI). As proposed, the ROI FLUM designation would allow up to 6,248 dwelling units along with associated office and institutional uses. The City is considering reducing the maximum residential density for ROI to 8 dwelling units per acre. The remaining 1,500 acres are designated Mixed Use Development, allowing a more urban density and intensity of development. The entire 2,068 acres are within the boundaries of the approved LTC Ranch DRI, that presently allows 4,000 dwelling units, 725,000 square feet of retail, 1.9 million square feet of industrial, and 1.5 million square feet of office uses. The approved DRI master plan specifically designates the 568 acres outside the County urban service boundary as rural density residential consistent with the adjacent and underlying County land use designation. The proposed FLUM amendment designates this area as Residential/Office/Institutional allowing for more intense development.

The Strategic Regional Policy Plan (SRPP) encourages the revitalization of existing urban areas, the creation of new towns, the prevention of sprawl, and the preservation of the countryside. Policy 15.1.3.3 encourages the use of compact mixed-use projects that are less costly to serve, have less impact of the natural environment, and help strengthen the economy of the existing urban area. The City should provide justification that the ROI FLUM designation proposed for the 568 acres presently outside the County Urban Service Boundary are necessary, would result in an improvement to the current land use mix of the area, or solve an immediate public policy problem or concern.

FLUM Amendment P02-275

2. The SRPP encourages the revitalization of existing urban areas, the creation of new towns, the prevention of sprawl, and the preservation of the countryside. Of the 6,200-acre site that is presently proposed for annexation into the City, over 3,700 acres are outside the existing County Urban Service Boundary. Under the County FLUM designations, approximately 742 dwelling units could be developed on the 2,700 acres outside the County’s existing Urban Service Boundary. The remaining 2,500 acres would allow development of approximately 13,800 dwelling units and
27.8 million square feet of commercial development. As proposed, the City plan allows a maximum development of 12,500 dwelling units, 5.8 million square feet of commercial development, and 500 hotel rooms over the entire 6,200 acres. A large portion of the annexed property within the County Urban Service Boundary is part of the proposed 2,522 acre Westchester DRI of which 460 acres is outside the County's Urban Service Boundary. Based on the above, the maximum development proposed within the proposed 6,200 acres could be accomplished within the 2,500-acre portion that is presently inside the County Urban Service Boundary. SRPP Policy 15.1.3.3 encourages the use of compact mixed-use projects that are less costly to serve, have less impact of the natural environment, and help strengthen the economy of the existing urban area. The City should provide justification that the uses proposed for the 3,700 acres presently outside the County Urban Service Boundary are necessary, would result in an improvement to the current land use mix of the area, or solve an immediate public policy problem or concern.

3. If development is to be permitted in the countryside, public infrastructure to support this development must be provided. Significant amounts of suburban development is projected on lands currently served by a very limited rural roadway network. Travel patterns and behavior of residents in this area will change and respond to the built environment as it transforms from rural to suburban. Accurately understanding these changes in travel behavior and trip distribution in this area is critical to public decision makers and elected officials of St. Lucie County, Martin County, and the City. There are five major DRI's within close proximity to the proposed FLUM amendment, one of which is included within the proposed site. Policy 7.1.2.9 of the SRPP states that to address multi-jurisdictional impacts and to improve intergovernmental coordination, a multi-jurisdictional traffic impact analysis is required when a development's traffic impacts are expected to occur on roads outside the jurisdiction in which the project is located. Therefore, Council has undertaken a Regional Transportation Study to help the Counties and the City in: 1) projecting needed roadway expansions or additions; 2) budgeting for those needs; 3) meeting concurrency requirements and level of service standards established in local comprehensive plans; and 4) making sure there is a complete and efficient network of interconnected public streets. Although the overall proposed land use density and intensity may be less than what is allowed under the County’s existing FLUM designations and although future development in the area will be required to undergo DRI review, the Regional Transportation Study should be completed prior to adoption of the proposed FLUM amendment so that potential transportation-related impacts of the proposed amendment on the City, County, and the Region may be determined.

4. The SRPP clearly lays out significant opportunities and challenges for future growth in the Region: the revitalization of existing urban areas, the creation of new towns, the prevention of sprawl, and the preservation of the countryside. SRPP Goal 4.1 states that future development should be part of existing or proposed cities, towns, or villages. Policy 4.1.1.1 contains fundamental city or town planning principles including the need for towns or cities to have a center and an edge. An edge is necessary to create a boundary between urban and rural areas in order to protect rural
lands from suburban sprawl and preserve the countryside. Although the newly annexed area is to be developed consistent with the goals and policies of the new Community Development District FLUM designation, there are no policies set forth to designate a true edge to the City and the beginning of the rural countryside.

Council has been informed there have been preliminary discussions between the City and the County to create a Joint Planning Agreement to determine the future annexation boundaries and development patterns for the City, in particular, the southwestern portions of the County. Council strongly encourages the continuation of these discussions and is available to assist in drafting the agreement. Council suggests that, as a minimum, the Joint Planning Agreement should include the following: 1) creation of a substantial land/open space buffer geographically demarking where suburban development ends and the countryside begins, 2) a process for the purchase and transfer of development rights from those areas outside the City's boundary to properties within the proposed City boundaries, and 3) a master plan/urban design study for the future development of the joint planning area.
Excerpts from TCRPC report on City of Port St. Lucie
Comprehensive Plan Amendments (DCA Ref# 04-1)
Approved at February 20, 2004 Council Meeting, Agenda Item 9A1

City Western Annexation Area

The existing City comprehensive plan indicates that the City is approximately 78 square miles in size (1/6th the area of St. Lucie County). Originally, the General Development Corporation (GDC) platted 68 square miles of land that was later incorporated into the City into approximately 80,000 lots. In addition, the GDC established a few small scattered commercial sites, built 1,000 miles of roads/streets, and 200 miles of drainage canals. In the years since incorporation, the City experienced some difficulty in trying to provide an appropriate mix of uses and alternative residential choices.

In 2003, the City began to annex lands beyond its western boundary and to assign new City FLUM designations to the properties. The annexation of the sites of the LTC Ranch DRI (now North Pointe Planned Unit Development), the Westchester DRI (now Tradition DRI), and the PGA Village DRI added over 11,000 acres (17.6 square miles) to the City. While a portion of these properties was assigned urban/suburban FLUM designations under the County plan and was inside the County’s urban service boundary, a large portion of the area annexed by the City was outside the urban service boundary and designated for agricultural uses. The effect of these amendments was significant. First, the amendments authorized thousands more dwelling units and hundreds of thousands of additional square feet of industrial, retail, office, and hotel development. Secondly, they effectively eliminated the urban service boundary established by the County. Thirdly, the amendments severely compromised the ability of the County to implement its comprehensive plan policies to contain urban sprawl and preserve agricultural uses.

Both Council and the DCA expressed a number of concerns about these amendments. Council recommended that the City provide additional justification for the significant increases in density and intensity based upon studies and projections prepared by the City, a plan for public infrastructure to support new development including a roadway network, and policies to guide future development. Council also recommended that the City continue discussions with the County and enter into a joint planning agreement that could address such issues as the need for a substantial buffer to mark the edge between urban and rural uses, the utilization of transfer of development rights, and a master plan/urban design study for the area.

In response to the DCA ORC Report, the City adopted a Western Annexation Boundary Map (Exhibit B-1) and a paragraph of text in the Future Land Use Element (Exhibit B-2). The City indicated that there was a need to establish a future annexation planning area for the long-term growth of the City. The area could accommodate the high rate of growth currently experienced by the City and is coterminous with the sewer and water service area boundary agreement between the City and County executed in 1994. The text makes reference to the provision of a greenbelt buffer area between future urban development...
and rural land uses as recommended by Council. The text also indicates that it is the City's intent "to develop a set of Guiding Goals, Objections, and Policies for the comprehensive plan of the area to ensure that development patterns are beneficial to the City's future including requirements for the appropriate mix of uses as well as commercial, neighborhood, recreation needs, and employment centers. The City was to adopt these as future comprehensive plan amendments after establishing this western annexation urban boundary map."

After the City transmitted these amendments to the DCA, the Urban Land Institute (ULI) was commissioned to study the western annexation area and make recommendations to the City. This process involves the ULI assigning a number of "experts" to spend several days in the area to do interviews with officials throughout the area and to make a preliminary report to the public at the conclusion of the week. This report was presented at the Port St. Lucie City Hall on February 5, 2004. According to ULI, a final report will not be available for several months.

Among the conclusions/recommendations presented by the ULI on February 5 were that the City should:

1. Do no additional annexations until a comprehensive plan is done for the area
2. Develop specific plans (circulation, public facilities) for each annexation area
3. Prepare a thoroughfare plan for the annexation area. This plan should establish the major connections from the Florida Turnpike and I-95 to Range Line Road. An additional north/south arterial is needed from Becker Road to Midway Road west of I-95
4. Create mixed income residential communities in the annexation area

The ULI also observed that with these newly proposed amendments, the City has now created a large surplus of industrial and office land uses as well as a significant surplus of lands for retail and residential use. However, there is a serious shortcoming in sites identified for schools, fire and police stations, and hospitals. ULI recommends that the City ensure that new development pays its fair share of improvements necessitated by the development.

Objection

FLUM Amendments P03-357, P03-356, P03-300, and P03-369

The City has proposed the annexation and redesignation of an additional 3,990 acres (6 square miles) within its Western Annexation Area. With the previous amendments in 2003, this represents an increase in the City's jurisdiction by 22.9 square miles (the City is now over 100 square miles in area). Furthermore, even with the conditions included with some of the amendments, the City has now authorized over 30,000 dwelling units,
4.2 million square feet of residential use, and 10.5 million square feet of retail and office use in the Western Annexation Area.

Despite Council's previous recommendations, the City has not prepared an overall plan or established a vision for the Western Annexation Area. The City has not pursued a joint planning agreement with St. Lucie County for the area. The City has not prepared and adopted a set of guiding goals, objectives, and policies for the comprehensive planning of the area as the City's Future Land Use Element indicates will be done.

The type of development authorized by the City in these FLUM amendments requires the provision of a significant amount of public infrastructure. Development is projected on lands currently served by a very limited rural roadway network. Travel patterns and behavior of residents in this area will change and respond to the built environment as it transforms from rural to suburban. Accurately understanding these changes in travel behavior and trip distribution in this area is critical to public decision makers and elected officials of St. Lucie County, Martin County, and the City. There are six major DRI's within close proximity to the proposed FLUM amendments. Policy 7.1.2.9 of the SRPP states that to address multi-jurisdictional impacts and to improve intergovernmental coordination, a multi-jurisdictional traffic impact analysis is required when a development's traffic impacts are expected to occur on roads outside the jurisdiction in which the project is located. In May 2003, Council completed a Regional Transportation Study for this area to help the counties and the cities in the following:

a. projecting needed roadway expansions or additions

b. budgeting for those needs

c. meeting concurrency requirements and level of service standards established in local comprehensive plans

d. making sure there is a complete and efficient network of interconnected public streets

The proposed amendments not only have the potential to create extrajurisdictional impacts that have not been adequately addressed but may lead to negative impacts on components of the regional roadway system and the public school system, both of which are significant regional resources and facilities.

Recommendation for Modification

The Regional Transportation Study completed by Council should be utilized by the City as a transportation tool to analyze and identify the potential transportation-related impacts of the proposed amendments on the City, County, and the Region. To follow the recommendation of the Urban Land Institute panel, the City should prepare a comprehensive master plan for the entire area. This could best be done under a joint
planning agreement with the County and could address the public infrastructure components referenced above.

The City should postpone the adoption of these or any additional amendments for lands in the Western Annexation Area until: 1) a master plan and urban design study for the area is complete; 2) a network of public infrastructure (road network, stormwater management, school and park sites, etc.) is identified; and 3) a long-range fiscal impact analysis and financing plan is developed to determine a long-term financially feasible program for providing all required services and infrastructure in the Western Area and what new revenue and tax structures, if any, within the City may be needed to accomplish it.
Excerpts from TCRPC report on City of Port St. Lucie
Comprehensive Plan Amendments (DCA Ref # 06-1)
Approved at January 20 2006 Council Meeting, Agenda Item 7B

Evaluation

Text Amendments

1. Amendments to the Future Land Use, Transportation, Infrastructure and Capital Improvements Elements to add text, goals, objectives and policies regarding the City’s Western Annexation Area.

   In 2003, the City of Port St. Lucie adopted a Western Annexation Area Boundary Map (see Figure 2), reflecting additional lands to be annexed into the City to provide for long-term growth. The area is based, in part, on a sewer and water service boundary established by agreement between the City and the County. The area is to include a greenbelt buffer along the western boundary of the annexation area to separate urban development from rural uses. This area west of I-95 either currently is the City, or ultimately intended to be part of the City, would add approximately 42 square miles to the area of the City. With an estimated 134,000 population in June of 2005, the City would then contain an area of 120 square miles and be one of the largest cities in the nation. Several large properties in the area were annexed and assigned City FLUM designations in 2003 and 2004.

   In 2004, the City announced the intent to develop a set of guiding goals, objectives and policies for the comprehensive planning of the Western Annexation Area. These would include requirements for a mix of uses, including areas for commercial, neighborhood, recreation and employment uses. In amendment rounds #04-1 and 04-2, the City continued to assign new FLUM designations to properties annexed in the western area. The City hired the Urban Land Institute (ULI) to prepare a report with recommendations on how to balance future growth in the area. These text amendments are in response to the ULI recommendation that a planning framework is necessary for the Western Urban Service Area.

   a. Amendments to the Future Land Use Element — new background text is added on the Western Annexation Area, including information on existing land use, vacant lands, population projections, developments of regional impact, availability of public services, proposed distribution of land uses, a statement of needs and goals and implementation strategies. For this area, the City seeks a series of well-defined, high amenity neighborhoods as well as a significant employment base. The neighborhoods are to have a variety of housing choices, ample open space and neighborhood-oriented commercial development. They are to have well-defined edges, but be open and integrated into the City. Commercial development is to be compact, and distributed in a hierarchy of neighborhood centers, villages centers and a
major regional commercial center. Land uses are to be distributed in such a way that the number and frequency of automobile trips is minimized.

Within 20 years, the City anticipates that the western area will have such a diverse mix of uses that residents can work, play and meet other needs without crossing I-95. There is to be a system of greenways. Public road connectivity will be required. FLUM categories are to be established that allow a great variety and flexibility for mixed use development. New policies in this element address:

- public road connectivity (including gated communities)
- pedestrian connectivity between residential and commercial areas
- the location of elementary and middle schools
- urban design standards for village centers

b. Amendments to the Transportation Element – it is acknowledged that the existing roadway network is limited and inadequate. Midway Road is critical for access until more east-west connections are established. The Western Study Area Roadway Network Plan (Figure 3) is to be adopted. Text revisions address the need for connectivity, a grid system, sufficient density of arterials and collectors, more interchanges with I-95 and impacts on adjacent jurisdictions. Also, the text recognizes the need to incorporate plans for new roadways into the St. Lucie Metropolitan Planning Organization (MPO) 2025 Long Range Plan. A need to expand the Bicycle/Pedestrian Master Plan to the Western Annexation Area is identified. New objectives and policies address:

- the need for a comprehensive transportation system
- the adoption of the Western Study Area Roadway Network Plan as a thoroughfare plan within the Comprehensive Plan
- a request that the St. Lucie MPO incorporate needed improvements into the Long Range Transportation Plan
- the provision of a local roadway grid network
- the requirement for public transportation alternatives including public transit
- the implementation of a comprehensive pedestrian and biking system

c. Amendments to the Infrastructure Element – new text discusses the need for the expansion and extension of sewer and potable water services. New policies discourage the use of residential wells for potable water supply, and address stormwater management and ground water recharge.

d. Amendments to the Capital Improvements Element – revisions address the need for City offices and a hospital in the Western Annexation Area. A list of capital improvements needed over the next 20 years is included. New policies address a network of accessible parks, greenways and cultural facilities.
Comments

Text Amendments

1. Policies A.1.1.3 and A.1.2.1 indicate that the City will "encourage" proposed development to incorporate a local grid street network into development plans with multiple connections to the local, collector, and arterial roadway network. The City should "require" that new development have predictably spaced and interconnected streets, consistent with SRPP Policy 7.1.2.5.

2. Policy 4.C.2.3.2 indicates that the "City will endeavor to integrate existing surface water and drainage patterns into the design of new conservation areas, open spaces and parks" in annexed areas. The text of the amendments indicates that surface water and drainage patterns are to be maintained in their natural state as far as practicable. The current stormwater system in the Midway Road/McCarty Road area is clearly not a "natural" system, but was established to drain the land for agricultural use. The City should strive to reestablish a more natural system, as suggested in the ULI Conceptual Land Use Plan. Policy 4.C.2.3.2 should be revised to indicate that the City seeks to reestablish a more natural surface water and drainage system, rather than to preserve the existing system.

3. The City proposes to adopt a map entitled "Western Study Area Roadway Network Plan" as a thoroughfare plan within the Comprehensive Plan (new Policy A.1.1.1 of the Transportation Element). The map as included in the amendment materials will need to be revised significantly prior to adopting the amendment.

4. The Florida Statutes (163.3177) require that local governments, as part of the future land use element of the comprehensive plan, address the amount of land required to accommodate anticipated growth and the projected population of the community. Although a local government is free to prepare their own population projections based on a professionally accepted methodology, most local governments utilize the projections of the Bureau of Economic and Business Research (BEBR), University of Florida. The most recent projections generated by the BEBR indicates that the population for all of St. Lucie County (including the City of Port St. Lucie) should reach 351,562 by the year 2025. At a high rate of growth, however, the County population may reach 448,500 by 2025; according to BEBR.

Based on recent annexations of large acreages in the Western Annexation Area and proposed development in DRIs, the City has projected as part of the text amendments that the CITY population will reach 413,724 by the year 2025. This represents a staggering rate of growth for a local government. It is very unlikely
that such a rate of growth (over 10% per year) can be maintained. It would also be very difficult for the City to fund and construct the infrastructure to accommodate such a rate of population growth without compromising the quality of life of its existing citizens. Even if most of the infrastructure in newly developed areas is developer financed, impacts on the rest of the City as a result of new development will occur and probably require new funding sources or mechanisms. It may be prudent for the City to devise a system to control the pace and timing of growth so that the existing resources and infrastructure of the City can accommodate development without being compromised or overwhelmed.

**FLUM Amendments**

1. If the tracts in amendment #P05-296 are now to be permanently designated for Conservation, the City should commit to a program to remove the exotic vegetation from the parcels.

2. The City proposes to adopt a new set of objectives and policies to guide development of property within the Western Annexation Area. Within these amendments the City indicates that FLUM categories are to be established that allow a greater variety and flexibility for mixed use development. In addition, the Western Annexation Area is to include commercial development in a hierarchy of neighborhood centers, village centers and a major regional commercial center. Neighborhood-oriented commercial development is required. However, the City proposes, in FLUM amendments P05-325 and P05-326 to allow enough residential development for several neighborhoods with no designated neighborhood commercial development. This could not be considered consistent with proposed City policy. There should be lands designated for neighborhood (and perhaps village) commercial use. Furthermore, it is not clear how these sites will promote the level of public road connectivity called for in the proposed amendments to the Transportation Element that call for the provision of a local roadway grid. Perhaps the City should consider assigning mixed use FLUM designations to selected properties in this area, consistent with the City’s text amendment recommendation.

3. The City needs to ensure that an adequate local street network is available to serve development in amendments P05-325, P05-326 and P05-329. This street grid network should ensure there are connections with adjacent development such as the North Point (LTC Ranch) and Enchantment (Kenco) PUDs. There should be vehicular and pedestrian connectivity between residential and commercial areas, consistent with City policy. Proposed development should be required to dedicate adequate right-of-way for the local street network. While the proposed arterial and collector roadway network to be adopted as a thoroughfare plan is important, a dense network of interconnected local streets is also crucially important.
4. The proposed location of the property to be designated Commercial General on amendment P05-329 does not appear appropriate. It is not located in such a way to serve as a neighborhood commercial center and is not large enough for a village commercial center. If it is to serve surrounding residential development, it needs to be properly connected and accessed by a variety of transportation modes. This, and other development along Midway Road, should be required to provide accessibility and locations for future transit service.

Consistency with Strategic Regional Policy Plan

The contract agreement between the DCA and the Treasure Coast Regional Planning Council requires Council to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. Council finds the proposed amendments to be CONSISTENT with the SRPP. However, the City must ensure that development in the Western Annexation Area is consistent with and supportive of the new objectives and policies proposed for adoption by the City. This may require that the City establish new FLUM designations for the area and pay careful attention that each new annexation is assigned the appropriate designations and makes the proper accommodations for the transportation network necessary to serve the area.
Excerpts from TCRPC report on City of Port St. Lucie
Comprehensive Plan Amendments (DCA Ref# 06-2)
Approved at September 15, 2006 Council Meeting, Agenda Item 4F

Analysis of Consistency with Strategic Regional Policy Plan

In 2003, the City of Port St. Lucie adopted a Western Annexation Urban Boundary map (Figure 14-A of the City Comprehensive Plan) showing lands to be annexed by the City for long-term growth (see Exhibit E). The area was based, in part, on a sewer and water service boundary established by agreement between the City and the County in 1994. Subsequently, the City commissioned the Urban Land Institute (ULI) to prepare an Advisory Services Panel Report for the Western Annexation Area. That report, completed in 2004, was entitled “A Comprehensive Development Strategy for Port St. Lucie and Policy Framework for the Annexation Area”. That report contained a Conceptual Land Use Plan (see Exhibit F). Finally, a transportation study for the Western Annexation Area was prepared and a Roadway Network Plan was adopted as part of the City Comprehensive Plan (see Exhibit H). Text amendments with guiding goals, objectives and policies for the Annexation Area were proposed as part of Amendment Road #06-1.

Much of the attention in this Western Annexation Area has been in the south, where the City has annexed all lands west of I-95 to Range Line Road and south to the Martin County line. Four Developments of Regional Impact are currently under consideration (Southern Grove, Riverland/Kennedy, Wilson Groves, Western Groves) by the City and have been reviewed by the Treasure Coast Regional Planning Council. (Wilson Groves is scheduled for the September 15, 2006 Council meeting). In this area, the City required that each of the four landowners enter into an annexation agreement which not only listed the responsibilities of each landowner, but provided for the establishment of a Research Park, Employment Center, Town Center (Mixed Use Center), a number of neighborhood commercial centers, and sites for a university, public schools, fire-rescue station, parks, etc.

However, in the northern portion of the annexation area (north and west of Glades Cutoff Road (CR-709) and south of Midway Road (CR-712)), planning for the new area of the City has been more complicated. There are a large number of landowners, properties are generally smaller, and there are as yet, no DRIs. However, as Exhibit 1 indicates, the City has been annexing property and assigning new FLUM designations. As Table 2 indicates, since 2003 the City has annexed approximately 4,600 acres of property in this area.

Council’s concern, expressed previously when reviewing comprehensive plan amendments in this area, is that the City is proceeding without the benefit of an overall plan for how this area of the City is to look and function. There is no overall annexation agreement for all the owners as there is in the south, and the ULI Conceptual Land Use Plan offers only the most general guidance. The City has been assigning a mix of land uses to some properties including the Kenco (aka Enchantment PUD) property and the
West Creek Property, which is one of the amendments in this round. In addition, City staff indicates that the Proposed Road Grid Network will be included in the next amendment round. A draft copy of that proposed grid is shown in Exhibit I. The Strategic Regional Policy Plan (SRPP) calls for future development to be part of existing cities (Regional Goal 4.1) and for the preferred components of these areas to be determined by the local government. The City should carefully consider whether all necessary components will be available in this area so that a balanced, well-planned compatible mix of land uses will result.

Comments/Recommendations

P06-30 (West Creek)

The City should adopt the proposed Roadway Grid map for the northern portion of the Western Annexation Area before adopting this or any other comprehensive plan amendments in the area.

General

One of the most important issues being faced by local governments in the Treasure Coast Region is the inability of much of the resident workforce to find affordable housing. This issue has become more problematic in the last two years as hurricane damage has greatly affected the existing housing stock and an almost unprecedented increase in land values and construction costs have made it much more difficult for members of the workforce to find affordable housing units. While there is no single solution to this problem that has proved to be effective, one commonly used approach is to require a certain portion of new housing units to be affordable to low and moderate income persons in the workforce. This is often done as a density bonus.

For the DRI projects in the southern portion of the City’s Western Annexation Area, Council has recommended development order conditions that would require the provision of affordable workforce housing units for low and moderate income workers. In the northern portion of the Western Annexation Area, the City is assigning much higher densities (5-11 dwelling units per acre) to lands that previously had very low densities (one dwelling unit per 2.5 acres or 1 dwelling unit per five acres). While these landowners are being asked to make certain accommodations (road rights-of-way, school sites, park sites), they are not being asked to provide housing that is affordable to the workforce in Port St. Lucie. These developments will ultimately generate a number of low and moderate income employment opportunities. The City has indicated that staff is drafting a workforce housing program. Perhaps the City should not assign any more density increases until that program is put into effect.

Consistency with Strategic Regional Policy Plan

The contract agreement between the DCA and the Treasure Coast Regional Planning Council requires Council to include a determination of consistency with the Strategic
Regional Policy Plan (SRPP) as part of the written report to be submitted to the DCA. Council finds the proposed amendments to be CONSISTENT with the SRPP. However, Council recommends that the City not adopt the West Creek (P06-30) FLUM amendment until the Road Grid Network for the northern portion of the Western Annexation Area is adopted and until the City has adopted and implemented a program for the provision of workforce housing.
List of Exhibits

Exhibit

1. General Location Map
2. Amendment Location Map
3. City Future Land Use Map – Northwest
4. Site Location Map – Orange Lake Crossings
5. Proposed Future Land Use Map – Orange Lake Crossings
6. Aerial Location Map – Orange Lake Crossings
7. Proposed Future Land Use Map – Orange Lake Crossings
8. Existing Future Land Use Map of Port St. Lucie
9. Existing Future Land Use Map of St. Lucie County
10. Western Annexation Urban Boundary Map
11. Western Study Area Roadway Network Map
12. Northern Annexation Area Right-of-Way Network Map
13. Site Location Map – Cairns
14. Aerial Map – Cairns
15. Future Land Use Map – Cairns
16. Land Use Conversion Area Map
17. Western Annexation Urban Boundary Map
18. Northern Annexation Area Map
19. Orange Lake Crossings Conceptual Master Plan
Exhibit 1
General Location Map
Exhibit 5
Proposed Future Land Use Map – Orange Lake crossings

Proposed Future Land Use

subject property

City Limits

Williams Rd

City Limits

Macy Rd

City Limits

CITY LIMITS

Comprehensive plan amendment
Orange Lake crossings
P/O Sec 8, 17 & 18/TWP 36S/R39E

Prepared by:
DS, Division of M/G.

Scale: 1" = 1000'

City of Port St. Lucie
Planning & Zoning Dept.

Date: 10/14/08

Application number
POB-179

Ord. Flx #11
POB-179P
Exhibit 8
Existing Future Land Use Map of Port St. Lucie
Exhibit 10
Western Annexation Urban Boundary Map

Figure 14-A
Scale: 1" = 2.5 Miles
Date: March 6, 2006

Prepared by
Lucido & Associates
Land Planning/Landscape Architecture
Exhibit 12
North Annexation Right-of-Way Network Map

NORTHWEST ANNEXATION AREA
RIGHT-OF-WAY NETWORK MAP

LEGEND
FUTURE
EXISTING
ANNEXED AREA

MAP A2