MEMORANDUM

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. 09-2

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 amendments to the Future Land Use Map (FLUM) and text amendments to the Future Land Use Element of the City Comprehensive Plan. The City has requested a formal review of the amendments by the DCA.

This amendment package was transmitted previously in June 2008, but the DCA did not process the amendments because local governments may not amend their comprehensive plan to increase residential density until the Public School Facilities Element is adopted. The City of Port St. Lucie adopted a Public School Facilities Element on December 8, 2008; then again transmitted the amendments that were previously transmitted in June.
# Table 1

## Proposed Amendments to the Future Land Use Map

**City of Port St. Lucie Comprehensive Plan**

**DCA Reference No. 09-2**

<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>
</table>
| 1. Graves Brothers Company P06-262 | 303.8 | AG-5* | RL (262.99 acres)  
CG (20 acres)  
I (5 acres)  
OSR (15.76 acres) | Southeast corner of Midway Road and Shinn Road. |
| 2. Lulfs Grove P08-019 | 464.5 | AG-2.5* (160.50 acres)  
AG-5* (304 acres) | CS/LI/HI (90 acres)  
CS/LI/ROI (311.5 acres)  
CG/ROI (63 acres) | Between Glades Cut-Off Road and C-24 Canal Road, and north of the Copper Creek Development. |
| 3. Floridian Golf Club P08-016 | 202.9 | RE* | RGC | East of Becker Road and Gilson Road intersection continuing to the County line. |
| 4. Westmoreland Tract P08-037 | North Parcel 13.4  
South Parcel 8.1 | CG (8.2 acres)  
RM (5.2 acres) | OSR | East of the North Fork of the St. Lucie River, along the west side of Westmoreland Boulevard, south of Port St. Lucie Boulevard, and north of the Anchorage Condominiums. |

**Total:** 992.7

### Key to FLUM Designations

**County Designations**

- **AG-5**: Agricultural – maximum of one dwelling unit per 5 acres
- **AG-2.5**: Agricultural – maximum of one dwelling unit per 2.5 acres
- **RE**: Residential Estate – maximum of one dwelling unit per acre

**City Designations**

- **CG**: Commercial General
- **CS**: Commercial Service
- **HI**: Heavy Industrial
- **I**: Institutional
- **LI**: Light Industrial
- **RGC**: Residential Golf Course – maximum of 5 dwelling units per acre and one 18-hole golf course per development.
- **RL**: Low Density Residential – maximum of 5 dwelling units per acre
- **RM**: Medium Density Residential – maximum of 11 dwelling units per acre
- **ROI**: Residential, Office, Institutional – maximum of 11 dwelling units per acre
- **OSP**: Open Space Preservation
- **OSR**: Open Space Recreational

* County Designation
Evaluation

A. FLUM Amendments

The amendments are summarized in Table 1. The location of the subject properties and other information is shown on the attached exhibits.

1. Amendment P06-262 (Graves Brothers Company)

This 303.8 acre property is located at the southeast quadrant of the intersection of Midway and Shinn Roads in the City Northwest Annexation Area (see Exhibits 2-4). The property contains remnant citrus groves. No specific development plan has been submitted to the City for the property.

The current FLUM designation is Agricultural (AG-5) under the County Comprehensive Plan (see Exhibit 5). The property was annexed by the City on July 28, 2008. The proposed FLUM designations are Residential Low Density (263.0 acres), General Commercial (20.0 acres), Institutional (5.0 acres) and Open Space Recreation (15.8 acres) (see Exhibit 6). The existing land use on surrounding properties is cropland to the north, citrus groves, pasture land and a single-family residence to the east, a plant nursery to the south, and citrus groves and a nursery to the west. There is a very small amount of native habitat (less than 4 acres) remaining on site.

The proposed amendment is subject to an annexation agreement. The City Planning and Zoning Department recommended approval with seven conditions which have to do with:

1. Funding for improvements to Midway Road.
2. Conveyance of right-of-way for the roadway network and for a fair share of roadway improvements.
3. Limitations on density/intensity.
4. Participation in a Master Stormwater System.
5. The provision of public sewer and water services.
6. Development as a Planned Unit Development (PUD).
7. Preservation of native habitat.

The City Local Planning Agency recommended approval unanimously with the conditions recommended by staff.

2. Amendment P08-019 (Lulfs Grove)

This 464.5 acre property is located between Glades Cut-Off Road and the C-24 canal, in the City Northwest Annexation Area (see Exhibit 7). The property was annexed by the City on June 6, 2008. The land is currently vacant and was
formerly used for agricultural purposes. Although no conceptual development plan has been submitted, a mixed-use regional business park is proposed for the site.

The current FLUM designations under the County Plan are Agricultural (AG 2.5 – 160 acres; AG-5 – 304 acres) (see Exhibit 8). The proposed FLUM designations would allow a mix of commercial, industrial and residential uses (see Table 1 and Exhibits 9, 10). The current land uses on surrounding properties include the City Wastewater Treatment Plant and undeveloped property within the LTC Ranch Development of Regional Impact to the north, agricultural land to the east, a residential/commercial PUD to the south, and agricultural lands to the west. The FLUM designations on surrounding properties are Residential/Office/Industrial and Utility to the north, Residential Suburban and AG-2.5 (St. Lucie County designation) to the east, Residential Low Density and General Commercial to the south and AG 2.5 (St. Lucie County) to the west.

The proposed use is a large, mixed-use business and industrial employment area. It would provide a diversity of employment opportunities consistent with the City Economic Development Element. It is to be established in and governed by new comprehensive plan policies in the Future Land Use Element (discussed below). The City staff recommendation of approval was with 10 conditions similar to those in the Graves Brothers Company FLUM amendment listed above. The conditions also contain limitations on total residential and non-residential development. The Local Planning Agency recommended approval unanimously, as conditioned.

3. Amendment P08-016 (Floridian Golf Club)

This 202.9 acre property is located east of Gilson Road, north and south of the intersection with Becker Road (see Exhibits 11). It is in the extreme southeastern portion of St. Lucie County and extends to the Martin County line. The Floridian Golf Club property within St. Lucie County was annexed by the City of Port St. Lucie on March 10, 2008. The Floridian also includes 121.1 adjacent acres in Martin County, approved as the Harbor Links Yacht and Country Club in October of 1993.

The property currently contains part of an 18-hole golf course, a clubhouse, marina and two residential structures (see Exhibit 12). No changes in use are proposed at this time. The current FLUM designation under the County Comprehensive Plan is Residential Estate, maximum one dwelling unit per acre (see Exhibit 13). The proposed FLUM designation under the City Plan is Residential Golf Course, a designation that permits a maximum of 5 dwelling units per acre and one 18-hole golf course per development (see Exhibit 14).

The existing land use on surrounding properties is a residential/golf course development to the north, the St. Lucie River and a portion of the Floridian
property in Martin County to the east, the Floridian Golf Club course to the south, and the Verada PUD and Harbor Ridge development to the west. The FLUM designations on surrounding properties are Residential Estate (St. Lucie County) to the north, Estate Density Residential (Martin County) to the east and south, and Residential Estate (St. Lucie County) and Residential Golf Course to the west.

The subject property is adjacent to and under common ownership with the Verada PUD (see Exhibit 15). This PUD was approved by the City for 3,131 residential units in 2007. The amendment materials indicate that the City has conditioned the amendment on incorporation of the Floridian property into the Verada PUD. This would allow residential units to be built on the Floridian property, but would permit no increase in the 3,131 units authorized in the Verada PUD. The City Planning and Zoning Department recommended approval on that basis and the Local Planning Agency unanimously recommended approval.

4. Amendment P08-037 (Westmoreland Tract)

This amendment is for land within two parcels located south of Port St. Lucie Boulevard, between Westmoreland Boulevard and the North Fork of the St. Lucie River (see Exhibits 16). The total size of the parcel is 19.7 acres for Parcel 1 and 12.9 acres for Parcel 2.

Both properties are currently vacant. Parcel 1 is to be used for a City botanical garden and Parcel 2 for a passive recreation environmental preserve. The existing FLUM designations of the property subject to amendment are General Commercial and Residential Medium Density. The proposed designations are Open Space Recreational and Open Space Preservation (see Exhibit 17). The current land use on surrounding properties includes a shopping center to the north, single-family homes to the east, a condominium development to the south and the North Fork of the St. Lucie River to the west. The FLUM designations on surrounding lands include General Commercial to the north, Residential Low to the east and Residential Medium to the south.

These parcels were purchased in 2002 under the Florida Communities Trust Land Conservation Program. The management plan for the property requires the FLUM designations to be changed to Open Space Recreation and Open Space Preservation. The lands already designated as Open Space Preservation are primarily wetlands. The FLUM designation on these lands will not be modified.

B. Text Amendments

The proposed text amendments are to the Future Land Use Element. (The proposed policies are shown in entirety in Attachment A). Existing Policy 1.1.8.1 indicates the City shall encourage development to build mixed use projects which integrate several land uses within the same project. New portions of Policy 1.1.8.1 go into more detail regarding the purposes of mixed use areas and that the mixed use area
shall be established by amendment to the FLUM and by sub-area policies within the
Future Land Use Element.

New Policy 1.1.4.16 establishes the location for the Lulfs Groves Business Park
Area. New Policy 1.1.4.17 contains the types of land uses allowed in Lulfs Groves
Business Park Area and the mix of uses/density intensity proposed.

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
Martin Metropolitan Planning Organization, the St. Lucie Transportation Planning
Organization and the City of Fort Pierce. Council staff provided a memorandum dated
January 27, 2009 to each of these local governments and agencies seeking comments on
the proposed amendments. As of the date of the preparation of this report, no comments
were received in response to the TCRPC memorandum.

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 18), 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); Graves
Brothers Company (P06-262); and Lulfs Grove (P08-019). 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>
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<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>
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<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) LI (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>
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<tr>
<td>06-1</td>
<td>McCarty Road</td>
<td>71.5</td>
<td>AG 2.5</td>
<td>RM</td>
<td>787</td>
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<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>
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<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>
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<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>
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<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/LI/RI (90 acres) CS/LI/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>
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<td>14,485</td>
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</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 A. 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 19, 20). 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 affordabilitys.

Comments/Recommendations

FLUM Amendments

A. Graves Brothers Company (P06-262)

1. Map A1 of the City Transportation Element is the “Western Study Area Roadway Network Plan” (Exhibit 19). This Plan may need to be modified as necessary, to accommodate the City vision for this area. Based on the Conceptual Master Plan provided with the application materials for Amendment P06-262, the proposed roadway referenced as East/West #5 (or Newell Road on the City Right-of-Way Network Map – see Exhibit 21), would not continue through the subject property and connect with Shinn Road. This east/west corridor is a very important component of the roadway network. 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 proposed amendment shows 15.8 acres to be designated as Open Space Recreation. The recreational acreage is required in order to meet the City’s established recreation level of service. However, there is no indication at this time that the land is to be dedicated to the City for park land or that the recreation area is to be connected to lands that are to be reserved for recreational use on adjacent properties (including the West Creek property to the immediate east). It is important that such areas be connected when feasible so that the City can establish a network of greenways, pedestrian trails, bicycle trails, etc.

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 action on these recommendations.

This amendment would designate 263 acres for low density residential development. The City has already designated hundreds of acres in this area for low density residential development (see Table 2). It is important that this property and all others in the area contain a mix of housing types and sizes. It would be more appropriate if some medium and high density residential development be built on this property, perhaps as a transition between the commercial uses and the lower density residential uses. Only with a variety of housing types, sizes and prices will the City achieve the mix of housing necessary to meet the needs of the workforce that would reside in this area. The City should require a range of housing types and affordabilities for both owner and renter households in all new development in the Western Annexation Area consistent with Regional Goal 2.2.

B. Lulfs Grove (P08-019)

1. The FLUM amendment materials show that both McCarty Road and East/West Road #6 would run through this property when developed. As indicated above, it is very important that the City ensure the proposed roadway network through the Northwest Annexation Area includes adequate east/west and north/south interconnections to the larger roadway network of the area (Glades Cut-Off Road, Midway Road, Rangeline Road).
2. The City of Port St. Lucie has not established any Mixed Use FLUM designations in the comprehensive plan; although Policy 1.1.8.1 of the Future Land Use Element indicates the City shall encourage developers to build mixed-use projects which integrate several land uses. However, the absence of mixed-use FLUM designations makes the implementation of this policy unwieldy; requiring several existing FLUM designations to be applied to different portions of a property (see Exhibits 9, 10 for an example of this as it pertains to the Lulfs Grove amendment). In this case, the City is considering additional comprehensive plan text policies to better define the mix of uses. The City is encouraged to adopt one or more Mixed Use FLUM designations, where the parameters for the intensity and density of the various uses would be set forth.

3. Council has been copied with a letter from a representative of the PGA Village Association, Inc. (see Attachment C). The PGA Village development (formerly known as the Reserve DRI) is located within unincorporated St. Lucie County, across Glades Cut-Off Road from the Lulfs Grove property. The letter expresses a number of concerns regarding the amendment and mix of development that is proposed for the Lulfs Grove property and questions the consistency of the proposed amendment with state statutes and administrative code. The City should meet with the adjoining property owner and attempt to resolve concerns regarding compatibility and buffering.

Text Amendments

1. Proposed Policy 1.1.4.17 sets forth the mix of land uses for the Lulfs Grove Business Park (see Attachment A). However, the policy fails to define the extent of each allowable use. Included under section (b.) of the policy is a “proposed” distribution of uses and intensities. The policy should instead define the maximum (and minimum if considered appropriate by the City) amount of development that would be permitted and/or the minimum and maximum percentage for each use.

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  City of Port St. Lucie Future Land Use Element – Proposed Policies
B  Excerpts from previous Council Reports
C  July 7, 2008 letter from Virginia Sherlock of Littman, Sherlock and Helms, P.A.
City of Port St. Lucie Future Land Use Element

Existing policy:

Policy 1.1.8.1. The City shall encourage developers to build mixed-use projects which integrate several land uses within the same project.

Proposed policies:

a. The City may establish mixed-use areas on specific property where appropriate and compatible with adjacent properties. Such mixed-use development shall allow for a variety of land uses, either individually or in combination, to provide greater flexibility for development as well as to decrease reliance on motor vehicles, increase pedestrian and non-vehicular use, or promote the synergy of uses through the co-location of complimentary uses within a single development.

b. Each mixed-use area shall be established by an amendment to the Future Land Use Map and be established within the text of the City’s Comprehensive Plan by name and with sub-area policies. The Future Land Use Map amendment and the sub-area policies shall provide a general location and allowable mix or combination of future land use designations and establish the following development criteria:

i. the types of uses proposed; and
ii. the density or intensity proposed for each use.

Policy 1.1.4.16

Pursuant to the provisions of Policy 1.1.8.1, in order to promote the development of a compact, high-intensity, multi-use area, and to designate an area for intensive growth that includes land uses such as industrial, commercial, retail, and residential which supports the City’s biotech and life sciences industries, the Luks Groves Business Park Area is hereby established within the boundaries on the City’s Future Land Use Map. This area generally includes the property west of Glades Cut-Off Road, north of the Copper Creek PUD, and south of the City’s Glades Road Wastewater Treatment Facility and LTC Ranch. The total acreage of the Luks Groves Business Park Area is approximately 464.5 acres.

Policy 1.1.4.17

Development within the Luks Groves Business Park Area shall be consistent with the land uses delineated on the Future Land Use Map and the sub-area policies establishing development allowances and requirements set forth below:

a. Within the Luks Groves Business Park Area, the following land uses shall be allowed either individually or in combination:
i. Residential, Office and Institutional (ROI);
ii. General Commercial (GC);
iii. Service Commercial (CS);
iv. Light Industrial (LI); and
v. Heavy Industrial (HI).

b. Distribution of mix of uses/density and intensity proposed:

<table>
<thead>
<tr>
<th>Use</th>
<th>Square Feet / Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial</td>
<td>1,000,000 s.f. - 2,400,000 s.f.</td>
</tr>
<tr>
<td>Retail</td>
<td>100,000 s.f. - 200,000 s.f.</td>
</tr>
<tr>
<td>Office</td>
<td>50,000 s.f. - 200,000 s.f.</td>
</tr>
<tr>
<td>Institutional</td>
<td>50,000 s.f. - 200,000 s.f.</td>
</tr>
<tr>
<td>Residential</td>
<td>500 units-maximum</td>
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</tbody>
</table>
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 landuse 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 3,700 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 6,300 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 line 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 28, 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, Objectives, 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 pay 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 3,900 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.
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 find 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 PLUM 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 I indicates, the City has been annexing property and assigning new FLUM designations. As Table 2 indicates, since 2003 the City has annexed approximately 4,000 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) PLUM 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.
July 7, 2008

Bob Dennis
Florida Department of Community Affairs
2555 Shumard Oak Boulevard
Tallahassee, FL 32399-2100

Re: City of Port St. Lucie - Comprehensive Plan Amendments
Lufts Grove (FLUM) - Mixed Use (Text)

Dear Mr. Dennis:

This firm represents the PGA Village Association, Inc., the master property owners association for the PGA Village development of regional impact (formerly known as The Reserve). The Association's members include residents and owners of property adjacent to or in the immediate vicinity of the property which is the subject of the above-referenced comprehensive plan amendments transmitted by the City of Port St. Lucie.

It is my understanding that the Department has declined to review the proposed amendments due to the fact that the City has not yet adopted the required Public Education Facilities Element. Nonetheless, this letter is submitted on behalf of the Association and should be considered among public comments regarding the proposed Lufts Grove and Mixed Use amendments at such time as review is conducted.

The text amendment purports to establish a “mixed use” land use designation by allowing multiple land uses in combination - for example, CS/LI/ROI or CS/LI/TH or CG/ROI. The amendment fails, however, to provide for allocation of the various land uses when used in combination to ensure true “mixed use.” Instead, the amendment sets out a maximum and minimum “range” to limit the intensity and density of uses, such as maximum and minimum square footage of industrial, retail, office and institutional uses and a maximum number of residential units (500). There is no requirement that the uses be dispersed or mixed or integrated throughout the subject property.

A single project on, say, 100 acres could be given a land use designation of CG/ROI that could contain 500 residential units with only a limited amount of commercial space - 100,000 square feet.
The amendment as worded allows competing land uses – Light Industrial/Heavy Industrial/Residential/Office/Institutional – throughout the entire land area of a single parcel without specifying buffers, building coverage, or other development standards applicable to any particular area, including those areas adjacent to existing uses.

This is of special concern to the Association, which represents owners of residential property adjacent to the proposed Lulls Grove project that seeks to impose multiple land use designations without any certainty or assurance that the uses will be compatible or harmonious with existing uses.

The text amendment provides for any combination of uses. This, of course, could result in totally unpredictable and immeasurable standards making it impossible for existing property owners to determine what uses may be made of the adjacent property.

Property designated for HI use supports different types of development than property designated for LI use or CS use. See Policies 1.1.4.2 and 1.1.4.3 of the Port St. Lucie Comprehensive Plan. There are different development standards for each land use designation. By combining them into one single land use designation, the City is eliminating predictability and measurable standards for development upon which adjacent property owners are entitled to rely.

How are owners of homes in residential communities to know what use may be made of adjacent land if three different, competing land use designations are applied to the property? What standards are to be applied to development of property with multiple land use designations – the standards applicable to LI or those applicable to HI or the more intensive development standards applicable to CS?

The application of multiple, conflicting land use designations to an entire parcel eliminates any predictable development pattern or plan, making it impossible for truly “comprehensive” planning to be accomplished.

How are future requirements for roads, schools, and other infrastructure to be determined?

Where is the data and analysis required to support the proposed amendment?

The Lulls Grove amendment is purportedly for development of the 464.5-acre Lulls Grove Business Park Area. The property is currently outside the City and is designated for AG-5 (Agricultural - 1 unit per 5 acres) and AG-2.5 (Agricultural - 2 units per 5 acres) use.
After annexation into the City, the proposed FLUM amendment would designate 311.5 acres for CS/LI/ROI use, 90 acres for CS/LI/H use, and 63 acres for CO/ROI use. Up to 500 residential units could be constructed on the property pursuant to the proposed text and FLUM amendments (as opposed to fewer than 100 units as currently designated).

Section 163.3177(6)(a), F.S., requires local comprehensive plans to define future land use categories “in terms of uses included, and must include standards to be followed in the control and distribution of population densities and building and structure intensities. The proposed distribution, location, and extent of the various categories of land use shall be shown on a land use map or map series which shall be supplemented by goals, policies, and measurable objectives.”

Amendments must be “based upon surveys, studies, and data regarding the area, including the amount of land required to accommodate anticipated growth; the projected population of the area; the character of undeveloped land; the availability of water supplies, public facilities, and services; the need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community; the compatibility of uses on lands adjacent to or closely proximate to military installations; and, in rural communities, the need for job creation, capital investment, and economic development that will strengthen and diversify the community’s economy.”

The statute contemplates areas “involving combinations of types of uses for which special regulations may be necessary to ensure development in accord with the principles and standards of the comprehensive plan and this act.” However, such “mixed use” areas must contain standards and measurable objectives which set out a “percentage distribution of the mix” of uses. See Chapter 91-5.006(4)(c), F.A.C.

Most mixed use amendments limit combinations of types of uses by percentage – such as no more than 40% residential or no more than 30% industrial. By using the minimum-maximum square footage or unit figures, the proposed amendment in this case does not ensure viable mixed use but could actually result in all of a parcel being used for just one of the allowable combination of uses – no matter how incompatible with adjacent uses.

The proposed amendments – both FLUM and text – in this case are not supported by adequate data and analysis. Fail to provide objective, measurable standards, and do not comply with the requirements of Section 163.3177, F.S., or Chapter 91-5, F.A.C.
Mr. Dennis  
July 7, 2008  
Page Four

On behalf of the PGA Village Association, Inc., and residents and owners of homes in Copper Creek and other residential communities in the vicinity of the subject property, please include the foregoing objections in the Department's Objections, Recommendations and Comments Report with respect to the City of Port St. Lucie's proposed mixed use (text) and Lulfs Grove (FLUM) comprehensive plan amendments.

Thank you for your attention.

Sincerely,

LITTMAN, SHERLOCK & HEIMS, P.A.

[Signature]

Virginia P. Sherlock

VPS/nol

cc: Mike McDaniel, DCA  
    Daniel Holbrook, City of PSO  
    Terry P. Hess, Treasure Coast Regional Planning Council  
    Pamela Hammer, PGA Village Association, Inc.
List of Exhibits

Exhibit

1. General Location Map
2. Amendment Location Map
3. City Future Land Use Map – Northwest
4. Graves Brothers Company – Site Location
5. Graves Brothers Company – Future Land Use Map
6. Graves Brothers Company – (Proposed) Future Land Use Map
7. Lulls Grove Business Park Area
8. Lulls Grove Business Park Area – Future Land Use Map
9. Lulls Grove Business Park Area – (Proposed) Future Land Use Map
10. Lulls Grove Business Park Area – Proposed Future Land Use
11. Floridian Golf Club – General Location Map
12. Floridian Golf Club – Aerial
13. Floridian Golf Club – Existing Future Land Use Map
14. Floridian Golf Club – Proposed Future Land Use Map
15. Floridian Golf Club – Aerial
16. Westmoreland Tract – Site Location Map
17. Westmoreland Tract – (Proposed) Future Land Use Map
18. Western Annexation Urban Boundary Map
19. Western Study Area Roadway Network Map
20. Northern Annexation Area Right-of-Way Network Map
21. Graves Brothers – Conceptual Master Plan
Exhibit 1
General Location Map
Exhibit 3
City of Port St. Lucie
Future Land Use Map - Northwest
Exhibit 4
Graves Brothers Company – Site Location

SITE LOCATION

SUBJECT PROPERTY

CITY OF PORT ST. LUCIE
PLANNING & ZONING DEPT.

COMPREHENSIVE PLAN AMENDMENT
GRAVES BROTHERS COMPANY

SHEET: 8/1/06
APPLICATION NO.: P06-262
CASE FILE NO.: PD6-2621
SCALE: 1" = 50'
Exhibit 6
Graves Brothers Company – (Proposed) Future Land Use Map

(PROPOSED) FUTURE LAND USE

CITY OF PORT ST. LUCIE
PLANNING & ZONING DEPT.

COMPREHENSIVE PLAN AMENDMENT
GRAVES BROTHERS COMPANY

SCALE: 1" = 80
Exhibit 7
Lulfs Grove Business Park Area
Exhibit 8
Lulfs Grove Business Park Area – Future Land Use Map
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Floridian Golf Club – General Location Map
Exhibit 12
Floridian Golf Club – Aerial
Exhibit 13
Floridian Golf Club – Existing Future Land Use Map
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Floridian Golf Club – Proposed Future Land Use Map
Exhibit 15
Floridian Golf Club – Aerial
Exhibit 16
Westmoreland Tract – Site Location Map

SITE LOCATION

SUBJECT PROPERTY

SUBJECT PROPERTY

COMPREHENSIVE PLAN AMENDMENT
WESTMORELAND TRACT
SEC 10/ TWP 37S/ R 40E

SCALE: 1" = 400
Exhibit 17
Westmoreland Tract – (Proposed) Future Land Use Map
Exhibit 20
Northern Annexation Area Right-of-Way Network Map
Exhibit 21
Graves Brothers – Conceptual Master Plan