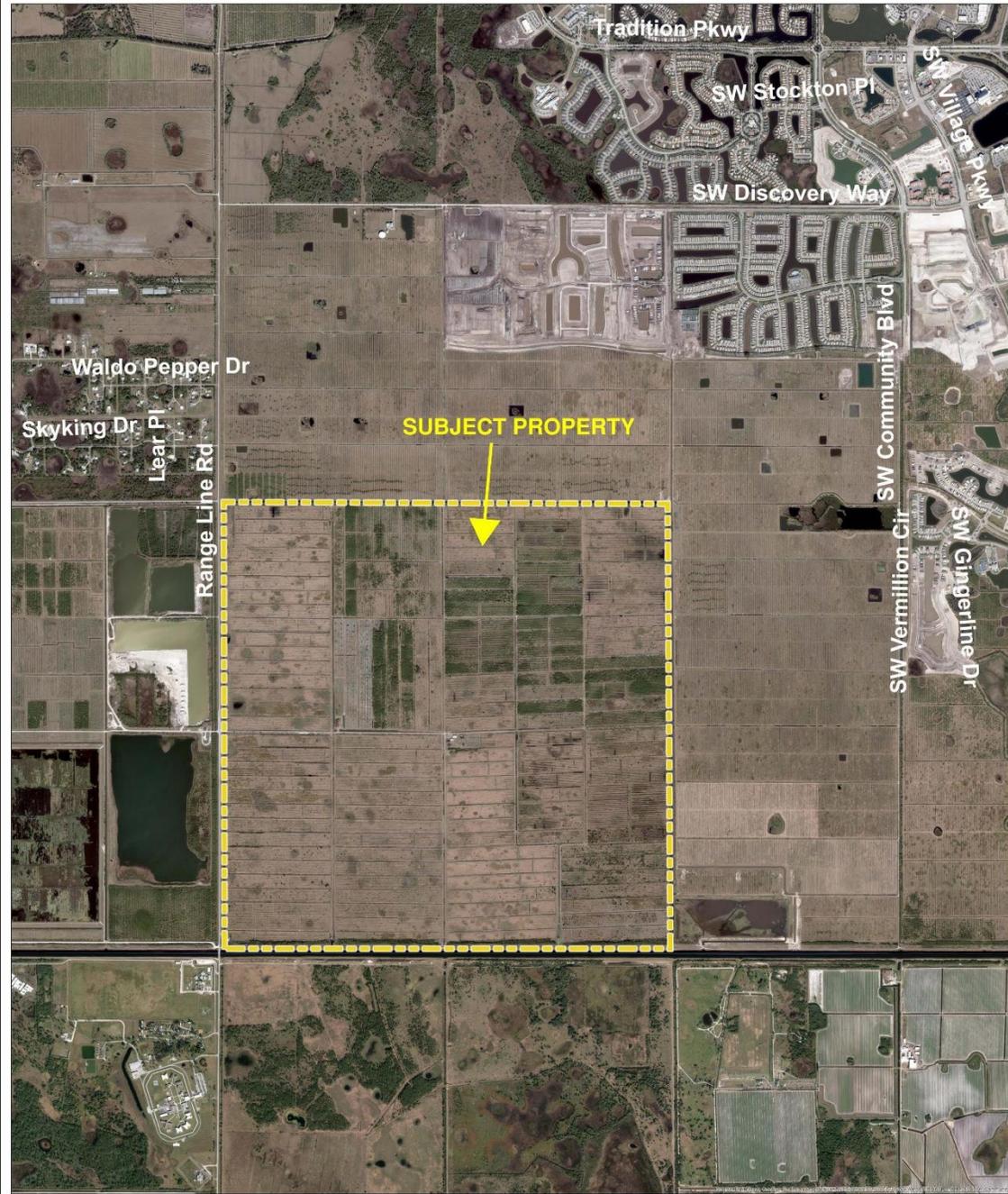




Wilson Grove Development of Regional Impact (DRI) Amendment Application  
3<sup>rd</sup> Amendment to the DRI Development Order  
Project No. P21-127



**SUMMARY**

Applicant's Request:	An application to amend the Wilson Groves DRI development order by amending Map H, the DRI master development plan.
Applicant:	Dan Sorrow, AICP, Cotleur and Hearing
Property Owner:	ACR Acquisitions, LLC, and Florida Power and Light Company (FPL)
Location:	The property is generally located north of the C-23 Canal and east of Range Line Road. It is bounded to the north and east by the Riverland Kennedy DRI.
Legal Description:	The property is legally described as a portion of the Alan Wilson Grove plat and portions of Sections 30 and 31 Township 37 South, Range 39 East. A full legal description is available in the Planning and Zoning Department.
Application Type:	DRI Amendment
Project Planner:	Bridget Kean, AICP, Senior Planner

**Project Description and Background**

ACR Acquisitions, LLC, as the developer of the Wilson Groves Development of Regional Impact (DRI), has submitted an application for an amendment to the Wilson Groves DRI Development Order. Wilson Groves is an approved DRI that is located west of Interstate 95, east of Range Line Road, north of the C-23 canal and immediately south and west of the Riverland Kennedy DRI. The Wilson Groves DRI is approximately 2,499 acres in size. The original Wilson Groves DRI Development Order (Resolution 06-R104) was approved by the City Council on October 23, 2006. The Wilson Grove DRI was last amended on January 24, 2011 through Resolution 11-R01. Wilson Groves is approved for: 7,700 residential units; 765,000 square feet of retail use; 1,583,250 square feet of office use; 1,361,250 square feet of light industrial use; 382,872 square feet of institutional and civic use; two K-8 school sites, and 90 acres for parks. Wilson Groves is also required to dedicate a 50- acre civic site per the fourth amendment to the SW Annexation Agreement. Florida Power and Light owns approximately 47 acres, which consists of a 200 foot wide right-of-way that runs through the middle of the property. No development will take place on the FPL property, other than roads. The proposed amendment will revise Map H, the master development plan for the Wilson Groves DRI, to adjust the locations for the Residential, Mixed Use, and Neighborhood/Village Commercial sub-districts to accommodate revised development plans for the Wilson Groves DRI.

The future land use classification is New Community Development District (NCD). NCD is a future land use classification for developments of regional impact to facilitate the development of mixed use communities. There is an associated application for a large scale comprehensive plan text amendment to amend Figure 1-6 of the Future Land Use Element. Figure 1-6 is the conceptual land use plan for Wilson Groves NCD District. Figure 1-6 is required by Policy 1.2.1.3 of the Comprehensive Plan to illustrate how the land use sub-categories in an NCD District are allocated, where they are located, and how they would function in relation to each other. The Wilson Groves NCD District is comprised of 57 acres of Neighborhood/Village Commercial, 566 acres of Mixed-Use, and 1,876 acres of Residential. The proposed text amendment to Figure 1-6 will change the locations for the Residential, Mixed Use, and Neighborhood/Village Commercial sub-districts. The comprehensive plan amendment (P21-128) is scheduled for the June 6, 2023 Planning and Zoning Board meeting.

On February 14, 2022, the City Council adopted Resolution 22-R27 approving Becker Road construction agreements with ACR Acquisition, LLC, Mattamy Palm Beach, LLC, and Riverland/Kennedy II, LLC. Mattamy Palm Beach, LLC, is the developer of the Southern Grove DRI and Riverland/Kennedy II, LLC, is the developer of the Riverland Kennedy DRI. The City, ACR Acquisition, LLC, Mattamy Palm Beach, LLC,

and Riverland/Kennedy II, LLC, are parties to the Southwest Annexation Agreement dated July 19, 2004, as amended. Pursuant to the annexation agreement, the developers were required to pay to the City the estimated cost of construction of certain two-lane roadway segments of Becker Road or, at the City's election, contract for the construction and design of such roadway. The construction agreements require the platting and construction of two lanes of Becker Road from its current terminus west of SW Village Parkway to Range Line Road. The developers have applied and received City Council approval of preliminary plats for the construction of two lanes of Becker Road through their respective properties. The City has received applications for final plat approval from the three developers. These applications are currently under review. The construction of Becker Road will provide access to the Wilson Grove DRI.

### **Proposed 3<sup>rd</sup> Amendment to the Wilson Groves DRI**

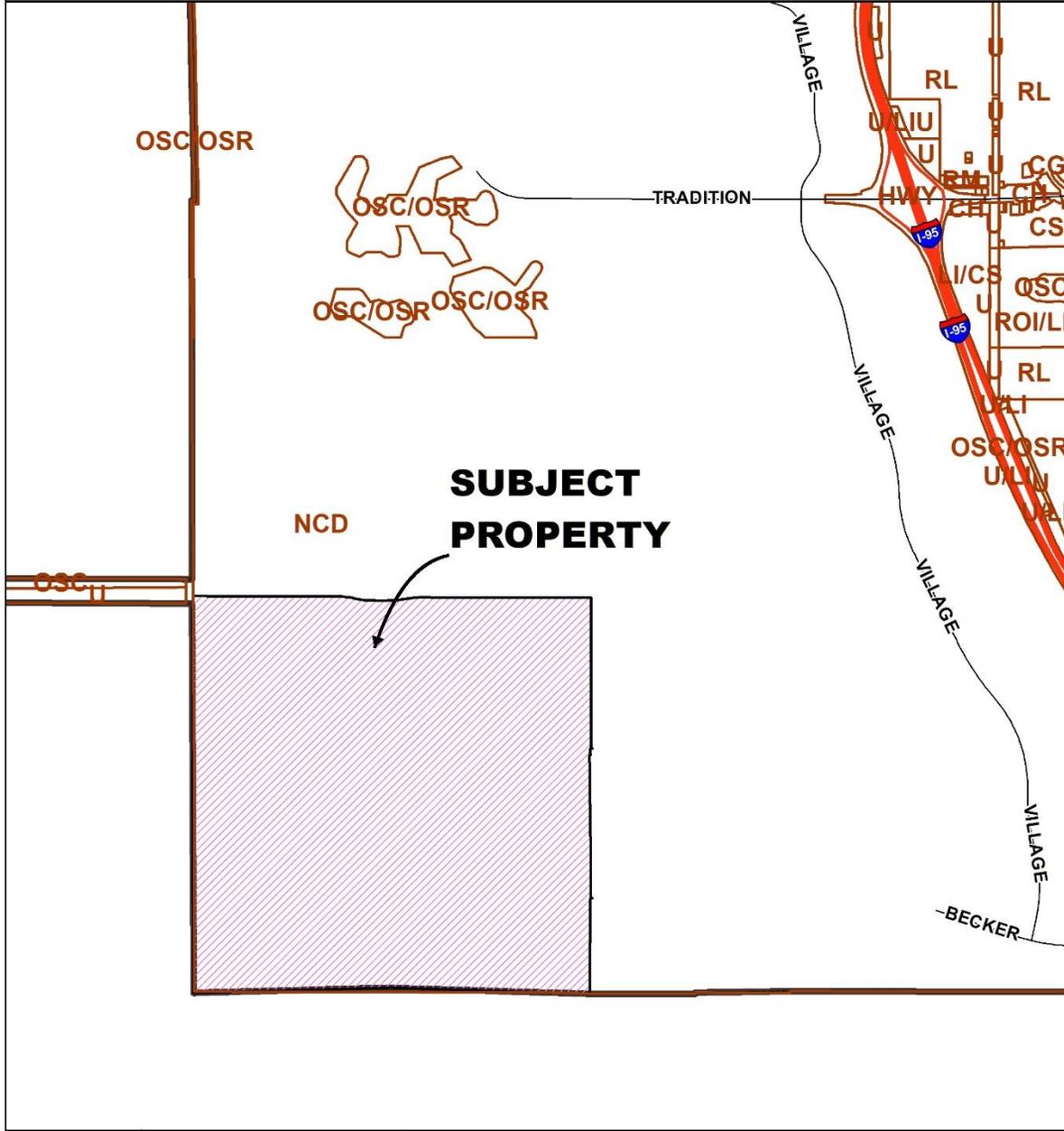
The proposed 3<sup>rd</sup> amendment to the Wilson Groves DRI development order will amend Map H, the master development plan for the Wilson Groves DRI. The proposed changes to Map H adjust the locations for the Residential, Mixed Use, and Neighborhood/Village Commercial sub-districts. On the currently approved Map H (Res. 11-R01), the Mixed Use land use is located on Parcels A through F and along the frontage of Becker Road, N/S A roadway, and Range Line Road. The residential use areas about the Mixed Use on Parcels A and through F. The Neighborhood/Village Commercial land use is distributed throughout the project in 10 to 15 acre sites. Under the proposed amendment to Map H, the 566 acres of Mixed Use land use will be located along the south side of Becker Road, north of the C-23 Canal and east and west of the 200 foot wide FPL right of way in the area designated as Parcel D. Residential development will be located on Parcels A, B, C, E, and F. Neighborhood/Village Commercial land use will be primarily located at the intersection of Becker Road and N/S A. A five (5) acre Neighborhood/Village Commercial site is proposed for the northeast corner of the intersection of Becker Road and Range Line Road.

The southwest annexation agreement and Condition 51 of the Wilson Groves DRI require the developer of the Wilson Groves DRI to dedicate to the City of Port St. Lucie two K-8 school sites of not less than twenty-five (25) acres. The existing Map H (Res. 11-R01) depicts the locations for two required school sites. One of the school sites is located west of N/S A and south of E/W 3 (Marshall Parkway). A second school site is located south of Becker and west of the FPL easement. The proposed changes to Map H depict one school site south of Becker, east of the FPL easement and near N/S B. The map does not depict the location for a second school site.

In addition to revising the land use locations, the proposed amendment to Map H labels E/W 4 as consisting of a roadway and a Paseo. It is staff's understanding that the applicant intends to construct the Paseo within the 150 feet wide City owned road right-of-way for E/W 4 and the Paseo will include a 16-foot-wide low speed vehicle path and a 12-foot-wide multi-use path. E/W 4 was referred to as Paar Drive. The City Council has approved renaming E/W 4 as S.W. Hegener Drive. The proposed amendment to Map H also includes a note to allow low speed vehicles along pathways, sidewalks, multi-use trails, and roadway crossings within the following city owned rights of way: Becker Road, N/S A, N/S B, and E/W 3.

Map H is adopted as Exhibit "D" of Resolution 11-R01. The proposed 3<sup>rd</sup> amendment to the Wilson Groves DRI will replace the existing Exhibit "D" in its entirety with a revised Exhibit "D". No additional changes to the Wilson Grove DRI Development Order are proposed by the applicant. With the exception of the map change., the existing development order adopted under Resolution 11-R01 will remain in full force and effect. The existing Map H is included as Attachment "A" and the proposed revision to Map H is included as Attachment "B" of the staff report.

# FUTURE LAND USE



**Analysis**

Section 380.06(7)(a) of the Florida Statutes requires any proposed change to a previously approved DRI to be reviewed by the local government based on the standards and procedures in its adopted local comprehensive plan and adopted local land development regulations. The applicant has applied for a large scale comprehensive plan text amendment to amend Figure 1-6 of the Future Land Use Element (P21-128). The proposed changes to Map H are consistent with the proposed comprehensive plan amendment. No changes are proposed to the transportation conditions in the currently approved Wilson Grove DRI Development Order (Resolution 11-R01).

The Wilson Groves DRI is located in the City’s southwest annexation area. The southwest annexation area includes the Wilson Groves DRI, Riverland Kennedy DRI, and the Southern Grove DRI. At the time of the approval of these three DRIs, they were all included in one comprehensive traffic study for the City’s western annexation area. The traffic study known as WATS (Western Annexation Area Traffic Study) was based on the City’s desire for a grid roadway network to provide capacity and connectivity to accommodate the buildout of the three DRIs. The SW Annexation Roadway Plan is adopted as Map TRN 12 of the City’s Future Land Use Map series of the comprehensive plan. A map of the SW Annexation Roadway Plan is Attachment “C” of the staff report. Each DRI is responsible for the construction and/or widening of portions of the roadway network as set forth in the development order conditions for each DRI.

An updated traffic study was submitted with the proposed comprehensive plan amendment and the proposed 3<sup>rd</sup> Amendment to the Wilson Groves DRI (O’Rourke Engineering Wilson Groves Map H Amendment, revised April 18, 2023). The traffic study was reviewed by the Public Works Department and the City’s 3<sup>rd</sup> Party Traffic Consultant, Marlin Engineering. The traffic study review was conducted to determine if the proposed relocation of the land uses as depicted on proposed Figure 1-6 of the comprehensive plan and proposed Map H of the Wilson Groves DRI could be accommodated with no changes to the transportation conditions in the Wilson Grove DRI development order (Resolution 11-R01). The attached traffic memo from the Public Works Department provides a detailed overview of the 3<sup>rd</sup> Party consultant’s findings and recommendations. The City’s 3<sup>rd</sup> Party consultant’s review found that the proposed changes to Figure 1-6 could be accommodated within the planned roadway network for Wilson Groves at time of buildout and construction of all required transportation improvements. Prior to buildout and construction of all required transportation improvements, the review indicated a decreased level of service at certain locations, which could result in a need for additional road widening prior to their Development of Regional Impact (DRI) roadway improvement triggers being met.

As previously noted in the staff report, the City has approved construction agreements with the three developers for construction of Becker Road from its current terminus west of SW Village Parkway to Range Line Road. No additional roadway improvements are required to be constructed in the Wilson Groves DRI until the development reaches 2,200 dwelling units or 2,573 p.m. peak hour trips, whichever comes last. At 2,200 dwelling units or 2,573 p.m. peak hour trips, whichever comes last, Wilson Groves is required to construct the following roadway improvements as outlined under Condition 19 of the Wilson Groves DRI (Table 2):

Roadway	Required Improvement
1. N/S A from Becker Road to E/W 3	Construct 2 Lanes
2. E/W 3 from Range Line Road to N/S A	Construct 2 Lanes
3. E/W 3 from N/S A to N/S B	Construct 2 Lanes

Until additional roadways are constructed, the totality of the trips in Wilson Groves will be placed on Becker Road. Condition 15 of the Wilson Groves DRI development order does provide for the City to require the developer to undertake monitoring to ascertain the level of service on transportation facilities within the DRI in order to determine whether the date or trip threshold by which a transportation improvement required by the DRI should be accelerated. Per Condition 15, the methodology of the monitoring has to be agreed to by the City prior to the monitoring. The Public Works Department is recommending a condition that when the City deems monitoring is required, the City's 3<sup>rd</sup> Party consultant undertake the monitoring and the applicant reimburse the City for the cost.

The 3<sup>rd</sup> Party Consultant does recommend that the City require intersection analyses with each application for subdivision plat approval to determine how the changes to the land use mix and location impact intersections within the DRI. This recommendation is consistent with an existing condition in the Wilson Groves DRI. Condition 27 of the Wilson Groves DRI development order specifies the design standards required for arterial intersections within rights-of-way greater than 100 feet. For all other arterial road intersection types, Condition 27 requires the developer to provide an intersection analysis.

The 3<sup>rd</sup> Party consultant also recommends that the City pursue a future independent traffic study of the three DRIs in the western annexation area (Wilson Groves, Riverland-Kennedy, and Southern Grove) to ascertain the traffic impacts of the continued development on the expected roadway network. This will assist the City in the review of the individual traffic studies that are submitted for proposed site plans, proposed subdivision plats, and/or proposed MPUD rezoning applications.

City staff has discussed the proposal to include a Paseo within the 150 feet of city owned road right-of-way for E/W 4 with the applicant. The Paseo is not a listed improvement in the Wilson Grove DRI development order. Based on the transportation improvements currently required by the Wilson Grove DRI development order (Res. 11-R01), E/W 4 will be a four laned roadway at the time of buildout. With no conceptual drawings or sections, City staff cannot determine if the proposed Paseo and the four laned roadway will fit within the right-of-way and does not recommend the inclusion of the Paseo on a map or land use plan at this time. If the developer of the Wilson Groves DRI wants to propose a Paseo in city owned right-of-way, the developer should be required to amend the DRI development order to identify the Paseo as a permitted improvement in the Wilson Groves DRI prior to the inclusion of the Paseo on Map H.

The City Council has never formally adopted a policy to allow low speed vehicles in city owned right-of-way. Until the Council does adopt a policy for this use, the note to allow low speed vehicles along pathways, sidewalks, multi-use trails, and roadway crossings within the city owned rights of way for Becker Road, N/S A, N/S B. and E/W 3 should be removed from Map H. In addition, staff recommends the removal of all notes from Map H. Two of the notes pertain to development and indicate that changes can be made to the location of development that may be different from what is currently depicted on Map H. These notes are unnecessary and somewhat misleading. All development including the locations of residential, non-residential and public roadways has to be consistent with the adopted Figure 1-6 the Comprehensive Plan and the adopted Map H of the Wilson Groves DRI. A comprehensive plan text amendment and a DRI amendment are required to make changes to these maps/concept plans. A third note states that the configuration of park sites can be determined at the time of MPUD zoning approval and required parks agreement consistent with Condition 56 in Resolution 11-R01. Condition 56 of Resolution 11-R01 requires the submittal of a plan for the conveyance of 90 acres of park land. The required parks and recreation plan will outline the timeline for the conveyance of park sites. Condition 56 of Resolution 11-R01 does not tie the conveyance of park sites to the rezoning of land in the DRI. A

fourth note states that a 50 acre park site will be provided adjacent to the C-23 Canal and east of the property line. The note pertains to development outside the boundaries of the DRI and should be removed from Map H.

Condition 51 of the Wilson Groves DRI development order (Res. 11-R01) requires the developer to dedicate two K-8 school sites of not less than 25 acres, provided that drainage (after all required water quality pretreatment is provided on site). If collocated with a park site, and recreational areas can be shared, the site can be reduced to 20 acres. Condition 51 also requires a development agreement with the school district prior to the recording of the first subdivision plat for residential development. There is an existing development agreement between the developer and the St. Lucie County School District that requires the dedication of two K-8 school sites. Although the developer has had discussions with the school district regarding the number school, no formal action has been taken (attached Exhibit "D"). The City has not been party to these discussions. The school sites are a required obligation of the DRI. Until the DRI is amended to revise this obligation, both school sites need to be depicted on Map H.

## STAFF RECOMMENDATION

The Planning and Zoning Department staff finds the petition to be consistent with the intent and direction of the City's comprehensive plan and recommends approval with the following conditions based on the analysis and findings in the staff report:

1. The applicant's proposed changes to Map H be updated to depict the location of the two school sites required by Condition 51 of the Wilson Groves DRI development order and the southwest annexation agreement prior to the application going before City Council.
2. Any references to the Paseo be removed from the proposed changes to Map H.
3. The miscellaneous notes and the note to allow low speed vehicles along pathways, sidewalks, multi-use trails, and roadway crossings within the city owned rights of way for Becker Road, N/S A, N/S B. and E/W be removed from proposed changes to Map H.
4. The developer shall reimburse the City for the City's consultant to conduct a monitoring analysis when deemed necessary for the developer's obligated roadways as recommended by the Public Works Department.

### Planning and Zoning Board Action Options:

- Motion to recommend approval to the City Council
- Motion to recommend denial to the City Council

Please note: Should the Board need further clarification or information from either the applicant and/or staff, it may exercise the right to *table* or *continue* the hearing or review to a future meeting.