



City of Port St. Lucie
PUBLIC WORKS DEPARTMENT
Accredited Agency - American Public Works Association



MEMORANDUM

TO: Bridget Kean, AICP – Senior Planner, Planning & Zoning

THRU: Heath Stocton, P.E. – Public Works Director

FROM: Colt Schwerdt, P.E. – Assistant Public Works Director & City Engineer

DATE: June 16, 2023

SUBJECT: P21-127 Wilson Grove – Development of Regional Impact Amendment
P21-128 Wilson Grove – Comprehensive Plan Amendment
Traffic Generation, Stacking & Circulation Approval

After submittal of the previous May 25, 2023, Public Works Traffic Memorandum for the above referenced project; additional information was provided to the City concerning this project via the submittal of 3 additional documents as outlined below:

- ShubinBass letter Dated June 2, 2023, on behalf of Riverland/Kennedy II, LLC (GL)
- O'Rourke Engineering & Planning letter dated June 9, 2023 with updated Table 4 and maps, on behalf of Wilson Groves
- Marlin Engineering, Inc. 3rd Party Consultant review response letter dated June 14, 2023, on behalf of the City.

As indicated above, the additional traffic information was reviewed by the City's 3rd Party Traffic Consultant, Marlin Engineering and the Public Works Department. The City's 3rd 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 3rd Party Consultant's review indicated a decreased level of service at select locations based on the proposed land use revisions, which could result in a need for additional road widening prior to their Development of Regional Impact (DRI) roadway improvement triggers being met. Beyond the currently under construction Becker Road extension project, no additional roadway improvements are required to be constructed in the current Wilson Groves DRI until 2,200 dwelling units are constructed or 2,573 p.m. peak hour trips are created, whichever comes last. At that trigger, Wilson Groves is required to construct the initial 2 lanes of N/S A from Becker Road to E/W 3 (Marshall Parkway), and E/W 3 from Range Line Road to N/S B (Riverland Blvd), as outlined under Condition 19 of the Wilson Groves DRI (Table 2).

The average peak capacity of a 2-lane road is 1,080 trips per hour and a 4-lane road is 2,100 peak hour trips as identified in the Developer's provided Traffic Analysis. Based on the current DRI traffic condition, they will be allowed 2,573 p.m. peak hour trips before a new roadway is required to be constructed. In absence of additional connecting roadways, the totality of these trips will be placed on Becker Road. The Public Works Department and the City's 3rd Party Traffic Consultant have determined from the analysis that widening of Becker Road is likely to be required prior to the Wilson Grove DRI triggers. It should also be noted that the GL analysis also indicates that this proposal will impact Becker Road. The overburdening of Becker Road is a concern, for public safety and emergency response, before the roadway network is in place, as a lack of the roadway network in that area doesn't provide for alternate routes for the traffic to get into the development and to the interstate interchanges.

The existing Wilson Grove DRI includes a monitoring condition under Section 15.B. Based on this existing condition in the DRI, the City has the ability to require the developer to provide a monitoring analysis of the existing conditions of a roadway section within their DRI roadway obligations to ascertain the level of service on

that roadway. This would allow the City to determine if a roadway segment(s) widening or initial 2-lane requirement should be accelerated. The monitoring condition however does require the City to allow the developer 24 months for engineering, permitting and construction. For these concerns staff is recommending an enhanced monitoring condition be included with an approval as described below.

The City's 3rd Party Consultant mentioned some concerns for the City to be aware of in their last review of the Wilson Grove DRI Traffic Analysis. They are recommending that the City require a Traffic Analysis of the intersections with each future plat submittal/review to verify if any improvements are needed at that time for the intersections. Please note this can be accomplished without a condition of approval as City Code Section 158.222(A)(3) states "A traffic study may be required by the Zoning Administrator in order to properly identify the traffic impacts of the new development and measures needed to mitigate the impact of the new development."

Another concern is the Wilson Grove DRI Traffic Analysis does not include any traffic impacts from the surrounding DRI's. Becker Road will include traffic trips from several areas as the communities that connect to it are built out. Currently the analysis provided by the various DRI's only includes their specific projected trips from their individual DRI's for the roadways. The overall DRI study we had completed by our 3rd Party Traffic Consultant last year to combine the potential traffic for the Southwestern Annexation Area, only looked at 10 years out for the construction timing of the 2-lane network of the roadways. This is not the full buildout impact for the Southwestern Annexation Area traffic. It is recommended by Public Works and our 3rd Party Traffic Consultant that we have another Southwestern Annexation Area analysis done every 3 to 5 years to assess the impacts as they increase. With the earlier timeframe being associated with more significant land use changes or faster development time frames than the development schedule.

At the February 22, 2023 City Council Workshop, the City Council adopted new policies in support of construction of the full two-lane roadway network in the City's Southwest Annexation Area as depicted on the SW Annexation Area Roadway map. Staff was directed to prioritize construction of the two-lane roadway network to ensure the roadways are in place to serve the proposed developments. The intent is to avoid the conditions that exist in other parts of the City where certain roadways such as St. Lucie West Boulevard and Port St. Lucie Boulevard end up funneling all traffic because there is limited north-south and east-west connectivity.

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-lane roadway at the time of buildout. With no conceptual drawings or sections, City staff cannot determine if the proposed Paseo and four-lane 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.

If the Council motions to approve this application, Public Works recommends the approval be conditioned such that the applicant must reimburse the City for the cost incurred for a consultant to conduct a monitoring analysis when deemed necessary by the City for the developer's obligated roadways. Also, if the Council motions to approve this application, Public Works recommends that it be conditioned to remove any references of the Paseo; and that should the applicant wish to include the Paseo they must provide a typical section for review and approval by Council to be included in a future DRI amendment.

In addition, to the above recommended conditions of approval, and to address the City's 3rd Party Consultant's and City Staff concerns regarding a decreased level of service at certain locations, as identified in their comment letter and subsequent email correspondences resulting from the land use revisions; City Staff is recommending that Wilson Groves be required to construct the first two lanes of N/S A from Becker Road north to Marshall Parkway and the first two lanes of Marshall Parkway from N/S A to N/S B prior to the completion of 2,200 dwelling units. This condition removes the ability to utilize the trip generation option for triggering the construction of the first two lanes of these roadways for residential development and is consistent with the above Council policy to support the construction of the full two-lane roadway network.

To formalize this requirement for the associated comprehensive plan amendment (P21-128), staff has proposed a new policy, Policy 1.2.11.6, be adopted into the Future Land Use Element as one of the recommended conditions of approval. The new policy will require the construction of the first two lanes of N/S A from Becker Road north to E/W 3 (Marshall Parkway) and the first two lanes of E/W 3 (Marshall Parkway) from N/S A to N/S B (SW Riverland Blvd) prior to the completion of 2,200 dwelling units as shown below:

Policy 1.2.11.6: The Wilson Groves NCD District shall also provide the following transportation improvements:

- a. The first two lanes of N/S A from Becker Road to E/W 3 shall be constructed and open to the public prior to the construction of 2,200th* dwelling unit in the Wilson Groves DRI**;
- b. The first two lanes of E/W 3 from N/S A to N/S B shall be constructed and open to the public prior to the construction of 2,200th* dwelling unit in the Wilson Groves DRI**

* or any combination of non-residential development equivalent to 2,200 dwelling units in the Wilson Groves DRI per the Wilson Grove DRI Trip Equivalency Matrix:

** The widening of the required roadways shall be in conformance with Wilson Groves DRI.

Condition 19, Table 2 of the Wilson Grove DRI Development Order (Resolution 11-R-01, Exhibit B) lists the internal roadway improvements required by the DRI. At present, the development order requires construction of the first two lanes of N/S A from Becker Road north to E/W 3 (Marshall Parkway) and the first two lanes of E/W 3 (Marshall Parkway) from Range Line Road to N/S B (SW Riverland Blvd) when development reaches 2,200 dwelling units or 2,573 p.m. peak hour trips, whichever comes last. To address level of service concerns with the proposed changes to Map H, City staff is recommending that Table 2 of Condition 19 be updated as part of the proposed 3rd amendment to the Wilson Groves DRI development order. Staff's proposed update to Table 2 of Condition 19 removes the trip generation option for triggering the construction of the first two lanes of N/S A from Becker Road north to E/W 3 (Marshall Parkway) and the first two lanes of E/W 3 (Marshall Parkway) from N/S A to N/S B (SW Riverland Blvd) for residential development. Residential development will be based on number of dwelling units for the first two lanes of roadway construction. Staff's proposed changes to Table 2 of Condition 19 of the Wilson Groves DRI development order are consistent with proposed Policy 1.2.11.6 of the Future Land Use Element. Staff's proposed changes to Table 2 of Condition 19 of Resolution 11-R01 are as shown below with additions shown as underlined and deletions shown as ~~striketrough~~.

19. No building permits shall be issued for development that generates more than the total net external p.m. peak hour trip threshold or residential units identified in Table 2, whichever comes last, until: 1) contracts have been let for the roadway widening or construction projects identified in Table 2 under "Required improvement"; 2) a local government development agreement consistent with sections 163.3220 through 163.3243, F.S. has been executed; 3) the monitoring program included in Condition 15 does not require these improvements; or 4) the improvement is scheduled in the first three years of the applicable jurisdiction's Capital Improvements Program of FDOT's adopted work program.

Table 2
Internal Road Improvements

Road	From	To	Trip Threshold*	Residential Units	Required Improvements
Phase 1					
N/S A**	Becker Rd	E/W 3	2,573	2,200***	2L ¹
E/W 3	Range Line Rd	N/S A	2,573	2,200	2L
E/W 3**	N/S A	N/S B	2,573	2,200***	2L ¹
Phase 2					
Paar Dr	N/S A	N/S B	4,152	3,960	2L
N/S B	Becker Rd	E/W 3	4,397	4,233	2L
Phase 3					
N/S A	Becker Rd	E/W 3	6,708	6,564	Widen to 4L D
Paar Dr	N/S A	N/S B	7,148	6,821	Widen to 4L D
Paar Dr	Range Line Rd	N/S A	7,449	6,997	2L

*Wilson Groves Cumulative Total Net External DRI p.m. Peak Hour Trips

**The first two lanes of the required roadway improvement shall be constructed and open to the public prior to the construction of 2,200th dwelling unit in accordance with Policy 1.2.11.6 of the Comprehensive Plan;

*** or any combination of non-residential development equivalent to 2,200 dwelling units in Wilson Groves DRI per the Wilson Grove DRI Trip Equivalency Matrix.

1 The monitoring allowed under Condition 15 shall not be applicable to deferring the initial two-lane construction of these roadways.

In conclusion, staff recommends denial due to the above concerns and uncertainties associated with the impact on Becker Road due to the relocation of the land uses as proposed. However, if the Council motions to approve this application, it is City staff recommendation that the above 3 conditions be included in the approval to avoid the requirement of the widening of a segment of roadway (Becker Road) that is not the applicant’s responsibility to widen. If these conditions are not included, then Public Works recommends denial of this application based on the above concerns.