



Lulfs Groves Large Scale Comprehensive Plan Amendment (P22-336)
Lulfs Groves 1st Amendment to Annexation Agreement (P25-062)
September 22, 2025 City Council Meeting

Request Summary

Application Type:	Large Scale Comprehensive Plan Amendment
Agent:	Steve Garrett, Lucido and Associates
Applicant:	DR Horton
Property Owner:	Lulfs Groves, LLLP
Project Size:	Approximately 464.5 acres
Location:	The property is generally located west of Glades Cut-Off Road and immediately south of the City of Port St. Lucie Glades Wastewater Treatment Plant and the LTC Ranch DRI.

Application Timeline

- Comprehensive Plan Amendment P&Z Board Hearing – January 2, 2024
- City Council Transmittal Hearing – January 22, 2024
- Florida Department of Commerce issued a no comment letter on February 28, 2024.
- There were no objections to the proposed amendment from any of the reviewing agencies.
- Application for an amendment to the annexation agreement submitted on April 2, 2025.
- At applicant's request, the City submitted four notifications to the state to extend the deadline for the adoption hearing for the proposed amendment.

Lulfs Groves Current Land Uses

- The land use designations are:
 - 90 acres of Commercial Service/Light Industrial/Heavy Industrial (CS/LI/HI)
 - 311.50 acres of Commercial Service/Light Industrial/Residential, Office and Institutional (CS/LI/ROI)
 - 63 acres of Commercial General/Residential, Office and Institutional (CG/ROI)



Astoria Proposed Land Uses

- Proposed land use designations:
 - 397.89 acres of Low Density Residential (RL)
 - 34.25 acres of General Commercial/Commercial Service/Institutional (CG/CS/I)
 - 13.93 acres of Open Space Recreation (OSR)
 - 18.43 acres of Open Space Conservation (OSC)
 - Single-family residential development will be capped at 1,350 residential units.



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Lucido & associates

Proposed Land Uses

Proposed Changes to Entitlements

- No changes to commercial entitlements
- Increases residential from 500 units to 1,350 (+850 units)
- Decreases office uses by 50,000 sq ft
- Decreases institutional uses by 150,000 sq ft.
- Removes all industrial entitlements

Comparison of Lulfs and Astoria

Use	Lulfs Approved	Astoria Proposed	Difference
Residential Dwelling Units (Max)	500	1,350	+850 dwelling units
Retail sq ft	100,000 - 200,000	100,000 - 200,000	
Office sq ft	50,000 - 200,000	50,000 - 150,000	-50,000 sq ft
Institutional sq ft	50,000 - 200,000	15,000-50,000	-150,000 sq ft
Industrial sq ft	1,000,000 - 2,400,000	0 -2.4 million sq ft	

Applicant's Proposed Public Benefits

- A 250-foot-wide buffer between the residential units and the Glades property
- 12 acres for a City Park to meet level of service requirements for parks
- 5-acre Civic site with 2.5 acres towards Fire Station and 2.5 acres to City for future institutional use

Staff Analysis – Level of Service

- The project was reviewed for consistency with the City's level of service requirements.
- The proposed land use amendment will result in a reduction in the demand for water and sewer service compared to current land uses.
- A traffic analysis was provided and reviewed by the City's 3rd Party Traffic Consultant and approved by the Public Works Department. The proposed land use changes would result in a decrease in trips compared to current land uses.
- The proposed land use amendment will result in an increase in the demand for City parks and will be subject to level of service requirements for public schools.

1st Amendment to Annexation Agreement

- The executed and recorded annexation agreement for Lulfs Groves outlines the required infrastructure improvements needed to serve the development.
- The 1st Amendment to the Annexation Agreement includes updates to land uses, entitlements, new landscape buffering requirements, and other changes.
- City staff and the applicant have not reached agreement on the timing of the payment of \$150,000 for City to install a motorized gate or system of gates to prevent unauthorized traffic from McCarty Road onto the City's Glades WWTP driveway.
- City wants the fee to be paid within 180 days of the effective date of the annexation agreement. The applicant would like the fee to be paid 180 days after the approval of the PUD rezoning of the property.

Proposed Traffic Requirements 2025

- City staff and the applicant have not reached agreement on right-of-way conveyance requirements, roadway design, and the eligibility of certain roadway improvements for future mobility fee credits.
- Both the applicant and City agree that the applicant will construct, at their expense, the extension of McCarty Road as a two-lane roadway between the northern and southern boundaries of the Property and construct of E/W 6 (Astoria Blvd) as a two-lane roadway from Glades Cut-Off Road to the western boundary of Property.
- The roadways shall be configured to accommodate a future 4-lane roadway.
- The applicant does not agree to City requirement for McCarty Roadway to be designed as a two-lane divided roadway through the property.

Eligibility for Mobility Fee Credits

- The applicant does not agree with City staff's request for the amendment to identify that the first two lanes of the construction of both McCarty Road and E/W 6 (Astoria Blvd) are required to provide site related access to future uses within the development.
- The applicant objects to the wording "site related" due to concerns that it will prevent the applicant from applying for mobility fee credits in the future for the first two lanes.
- The applicant's position is not consistent with the City's Mobility Fee Ordinance which does not provide mobility fee credits for the construction of the first two lanes of a roadway that is needed to provide access to a development.
- Construction of Lanes 1 and 2 are developer obligations.

Right-of-Way Conveyance

- 2008 annexation agreement requires right-of-way widths to 150 ft for arterials and 100 ft for collector roads with exclusive 10-foot City of Port St. Lucie utility and communication easements on each side of the right-of-way.
- Under the proposed 2025 update to annexation agreement, the City is requiring 150 feet for arterials and 135 feet for collectors.
- Under the proposed 2025 update, Astoria is proposing to reduce the previous requirement of 150 feet for arterials to 135 feet and leave collectors at 100 feet.

2025 Updated Landscape Buffering

- Provide a 200-foot-wide linear buffer along the northern boundary within the 18.43 acres of OSC land to insulate development from the Glades WWTP to the north
- Provide a 50-foot-wide landscape berm directly south of the linear buffer to provide additional buffering
- Provide a 50-foot landscape berm along the NE property line immediately south of City's access road to Glades WWTP
- Provide a landscape berm along a portion of the southern boundary of the property across from residential development in Copper Creek

Comprehensive Plan

- Goal 1.1 of the Future Land Use Element addresses the need for the City to provide an appropriate mix of land uses to meet the needs of current and future residents.
- Goal 8.2 of the Economic Development Element of the City's Comprehensive Plan addresses the need for the City to support the retention and growth of the industrial sector.
- Policy 8.2.1.1 of the Economic Development Element states that the City should ensure the allocation of appropriate quantity of lands that are desirable for commercial and industrial purposes to serve future growth needs of the City.
- Policy 8.2.1.3 of the Economic Development Element addresses the need for the City to consider the high priority of retaining employment-generating land uses in appropriate locations during the review of comprehensive plan amendments and rezoning requests.

Staff's Analysis

- When the Lulfs Groves property was annexed into the City is it was intended to support the City's economic development goals by increasing the amount of industrial and service commercial lands in this area of the City.
- As an added benefit, the mix of land uses were intended to buffer the Glades Wastewater Treatment Facility from future residential development.
- If approved, this change would result in a further reduction of commercial and industrial lands and allow the location of low-density residential land use adjacent to the City's heavy industrial wastewater treatment facility.
- It has potential to constrain utility operations in the future.

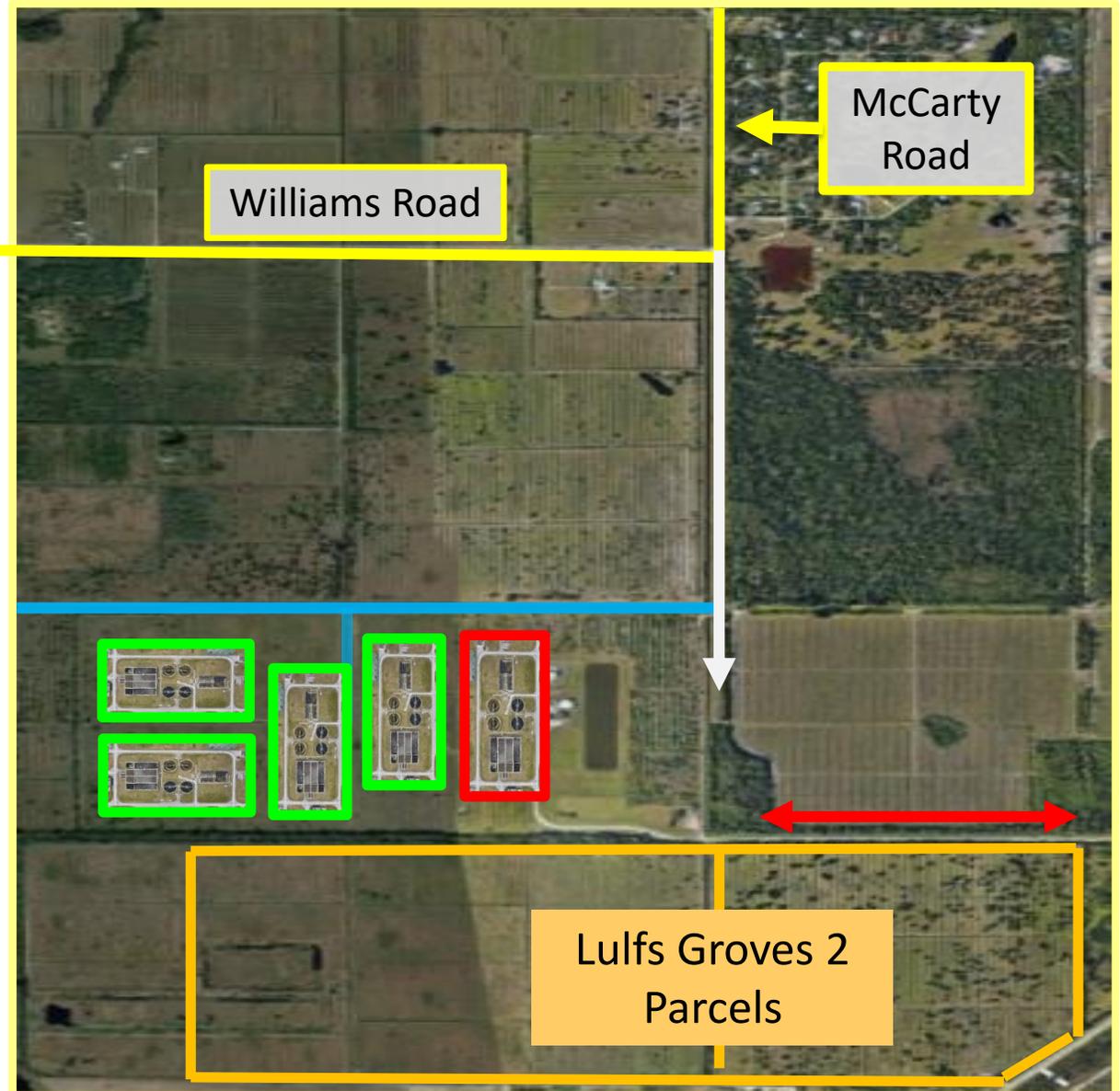
City of Port St. Lucie's

Glades Wastewater
Treatment Facility

September 22, 2025



- McCarty Road is a dirt path past Williams Rd.
- Expansions to the existing facilities would most likely be toward the west
 - Adequate space to double, triple or even greater expansions of the treatment facilities
 - Expansions will cause significantly increased 24/7 activity, noise, and potentially increased odors
 - Ingress/Egress still via entrance road off Glades Cut Off Rd.



Screenshot from the Astoria Presentation to P&Z Board

City's Private Driveway will have to be gated on both sides of the intersection of McCarty Road to prevent northbound Astoria traffic from turning right to head east to Glades Cut Off, and prevent traffic from accessing the Glades Plant



What Else is Known?

- The Glades site was specifically acquired because it was far from residential developments
 - Sufficient acreage for expansion of treatment facilities and other City uses
- Residents of The Reserve filed suit against the City siting potential noise, lights, and odor issues
- To settle the suit (at significant cost):
 - Treatment tanks were not built above ground, but were built at and below grade (like swimming pools are built)
 - Lights are hooded and aimed downward
 - State of the art odor control was built into the system



Summary of Utility Systems Dept. Concerns

- Potential for future complaints about noise and odors
 - 24/7 Wastewater Treatment Plant current operations
 - Future expansions to the treatment facilities
 - Current and future City related truck traffic along private driveway
- The City spent hundreds of thousands dollars to mitigate potential noise, odor and light issues when the Glades facility was constructed.
- The proposed residential project poses the clear risk that the City will have to expend substantially more money to further mitigate the Glades site
 - Such costs would be borne by the City's existing 92,000 customers
- Potential for residential development traffic to try to use City's private driveway to travel to and from Glades Cut Off Road
 - Will require installation of gates to prevent that traffic

Recommendation

- The Planning and Zoning Board recommended denial of the proposed comprehensive plan amendment at their meeting on January 2, 2024 by a vote of 5 to 1 with one member abstaining.
- City staff has not been able to reach agreement with the applicant to ensure the annexation agreement adequately addresses impacts to City services.
- Planning and Zoning Department staff does not find the petitions to be consistent with the intent and direction of the City's comprehensive plan and recommends denial based on the analysis and findings in the staff report and agenda memos for both projects.