



CITY CENTER MASTER PLAN PROJECT PROJECT MEMORANDUM #3.1 Transmittal of DRAFT Land Development & Infrastructure Master Plan	
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RE	DRAFT Land Development & Infrastructure Master Plan
DATE	10/13/2023 DRAFTMEMO; 11/20/2023 FINAL MEMO

The purpose of this Project Memorandum is to transmit the draft Land Development and Infrastructure Master Plan as a component of the City Center Master Plan (CCMP). The draft Plan has been developed pursuant to an extensive public input process and has been presented at a public workshop and to the City Council at its Summer Workshop. The project is being coordinated by the Treasure Coast Regional Planning Council (TCRPC) with financial and economic analysis provided by PFM, Inc. and HVS, Inc. Funding for the study is provided by the City of Port St. Lucie (City), and the project is being managed by the Port St. Lucie Community Redevelopment Agency (CRA). Attachments 1, 2, and 3 provide presentations provided at Public Workshops 1 and 2 and the City Council's 2023 Summer Workshop. Attachment 4 provides large scale versions of the draft Master Plan illustrative renderings.

Project Overview

The City Center project is contained within a roughly 69-acre mixed-use redevelopment block located on U.S. 1 in Port St. Lucie that includes the MidFlorida Credit Union Event Center (MFEC). The City currently controls roughly 40 of the developable acres along with the public infrastructure network and stormwater ponds. The project has been envisioned as a multi-year redevelopment effort to create a vibrant, walkable eastern Port St. Lucie destination that would include a mix of retail, office, entertainment, cultural, restaurant, and residential uses anchored by the MFEC and Village Square, both of which are currently constructed and utilized actively by the City for various programmatic activities. The property was included within the City's CRA to facilitate its redevelopment. TCRPC is leading a multidisciplinary team, including two economic firms directly engaged by the City, to develop a master plan and implementation strategy for the property.

Summary of Public Input

To develop the CCMP, the City has undertaken a robust public engagement process that has included staff work sessions, stakeholder meetings, City Council presentations, and public workshop sessions as follows:

- (1) Throughout the plan development process, the City has facilitated a multidisciplinary CCMP staff working group, which has provided background data, design suggestions, and oversight. Additionally, the City has organized staff sub-groups to review and inform various aspects of the Plan.
- (2) Both individual stakeholder meetings as well as focus groups have been facilitated to obtain background information, community and development interest, and other data relevant to Plan development.
- (3) Two large-scale public workshops were held at the MFEC. Public Workshop 1 was held on December 7, 2022, designed to obtain public input on general desires and challenges regarding the CCMP. Public Workshop 2 was held on June 20, 2023, to obtain public input on plan concepts and approaches. Presentations provided at these workshops are included as Attachment 1 and 2, respectively.
- (4) Several presentations have been conducted for the City Council throughout the plan development process. Most recently, the draft CCMP concepts were presented to the City Council at its Summer Workshop on August 1, 2023. The presentation provided at the City Council 2023 Summer Workshop is included as Attachment 3.

Summary of Policy Priorities

Following Public Workshop 1, a week-long design charrette was conducted at the TCRPC offices in Stuart, Florida. Staffing for the charrette included a multidisciplinary team of architects, local government planners, and policy experts along with the City's contracted economics and market analysts. The design process was iterative with City staff review and feedback throughout plan development. Pursuant to staff and public input as well as the financial experts, there are a series of policy priorities established by the City for the CCMP. These are summarized as follows:

- (1) The City was originally designed as a suburban residential community without consideration of a meaningful city center. Commercial, workplace, and public uses were distributed throughout the jurisdiction; however, the City layout lacked a central gathering place for public events and activities. The City's CRA was established to facilitate a redevelopment program on the eastern side of the City including a vibrant, walkable, mixed-use district envisioned for what became the City Center property. The unique opportunity presented by the City Center property to create this special destination for the City has been emphasized by the City Council, stakeholders, and the public. Accordingly, the City requested the CCMP prioritize the site's ability to provide a significant central gathering place and destination for the growing Port St. Lucie and regional population. Key points of emphasis for this goal include placemaking and vibrancy; gateway features; public art, plazas, and places; distinctive architecture; mix of uses; and market responsiveness. A summary of key design principles as presented in Workshop 1 is provided in Figure 1 below.



Figure 1 -Summary of Key Design Principles

- (2) The City Center property was initially developed per the City Center PUD approved in 2005 to accommodate a mixed-use development program as depicted in Figure 2.

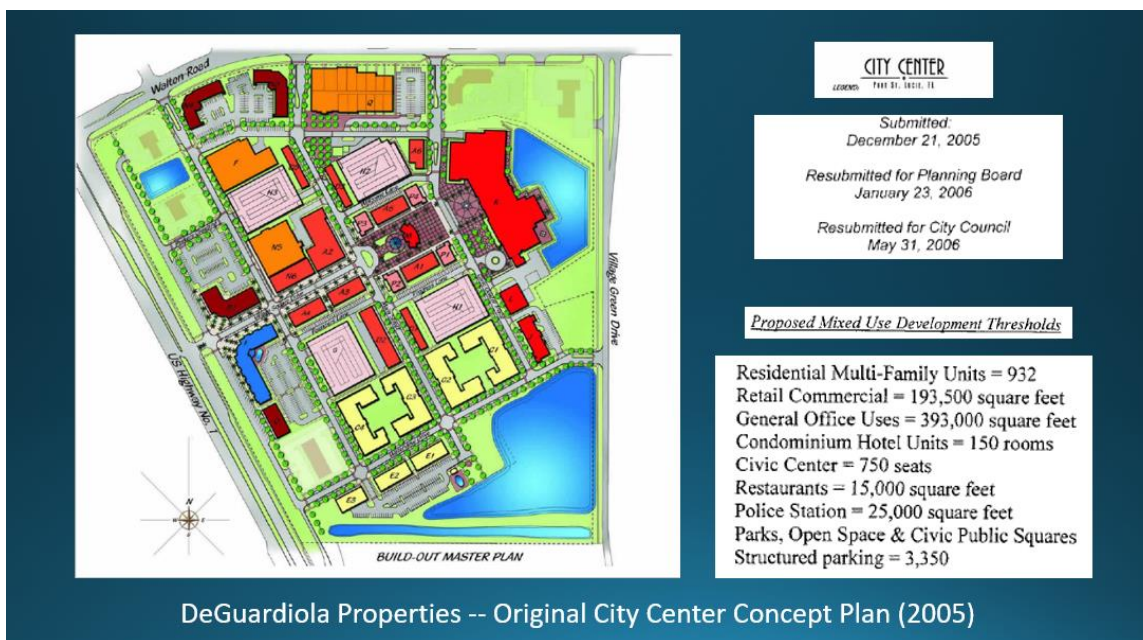


Figure 2 - Summary of Original City Center PUD Site Plan and Development Program

Infrastructure was constructed to accommodate a first phase of development under the PUD, including the construction of water, sewer, stormwater, and roadway improvements. Accordingly, the City requested the master plan utilize existing infrastructure as extensively as possible to gain efficiencies and reduce costs.

- (3) Based on the preliminary findings of the HVS, Inc. study regarding the potential expansion of the MFEC, the City requested the CCMP reserve appropriate land to accommodate the potential expansion of the Event Center from roughly 19,000 SF to 75,000 SF.
- (4) Based on the preliminary findings of the HVS, Inc. study regarding potential hotel demand for the CCMP property, the City requested the CCMP include the reservation of land sufficient to accommodate two hotels of approximately 125 rooms apiece. As identified in the HVS, Inc. study, the priorities for these locations included (1) proximity to the Event Center, (2) proximity to the existing parking garage, and (3) visibility from major roadways.
- (5) Based on the preliminary findings of PFM, Inc. regarding market potentials, the City requested the CCMP consider a potential build-out development program as summarized in Figure 3.

Current Market & Feasibility Studies




CITY CENTER MASTER PLAN – PRELIMINARY PROJECT ANALYSIS (Prepared by PFM, Inc., Nov 2022)		
	MULTI-FAMILY RESIDENTIAL	392 units (total through 2026) 910 units (total through 2031) 1,919 units (total through 2040)
	RETAIL/RESTAURANT	85,000 to 175,000 SF (total through 2042)
	OFFICE	105,600 SF (through 2040)
	HOTEL	Up to 100-room hotel (timeframe TBD)
MID-FLORIDA EVENT CENTER FEASIBILITY STUDY (Prepared by HVS, Inc., Nov 2022)		
	EVENT CENTER	75,000 SF Facility (timeframe TBD) (expanding from current 19,291)
MID-FLORIDA EVENT CENTER HOTEL – FEASIBILITY STUDY (Prepared by HVS, Inc., April 2023)		
	MFEC HOTEL #1	100-room hotel (through 2026, could be up to 150 rooms)
	MFEC HOTEL #2	100-room hotel (beyond 2026, could be up to 150 rooms) (max of 250 total rooms for Hotels 1 & 2)

Figure 3 - Summary of Market Potentials

- (6) The City's recreation center is currently located on the north side of the MFEC building and consumes roughly 45,000 SF. The City requested the CCMP include an evaluation of opportunities to retain the recreation center or relocate it elsewhere on-site among the alternatives.
- (7) The MFEC is utilized extensively for both indoor and outdoor events, and the outdoor events include both ticketed (revenue-generating) and events offered free to the public. Outdoor events were noted as an important component of revenue generation for the MFEC. A summary of outdoor events and their space allocation as identified by staff is provided in Figure 4.

OUTDOOR EVENTS	# EVENT DAYS (in/event/out)	SPACE	SQUARE FOOTAGE REQUIRED
PSL Spirit Festival	3		26,146
Christmas in July	5	Plaza, (Lobby, Emerald, Ruby)	26,146
9-11 Memorial Ceremony	1	Plaza	26,146
Public Works Equipment Rodeo	1	Flat Lot	69,263
MFEC Concerts (4x)	12	Village Square & Plaza	88,549
San Juan Festival	2	Village Square & Plaza	88,549
Caribbean Music Festival	2	Village Square & Plaza	88,549
PSL in Lights	2	Village Square & Plaza	88,549
Hot Wheelz Car Show	2	Village Square & Plaza	88,549
PSL Wine, Beer, Spirits Festival	2	Village Square & Plaza	88,549
Treasure Coast Garlic Festival	5	Village Square & Plaza	88,549
Caribbean Food & Music Festival	2	Village Square & Plaza	88,549
Keep PSL Beautiful Clean-Up	1	Village Square & Plaza	88,549
Treasure Coast Pride Festival	2	Village Square & Plaza	88,549
PSL Spring Festival	5	Village Square & Plaza (Lobby, Emerald)	88,549
Haitian Flag Day Festival	2	Village Square & Plaza	88,549
Babe Ruth Ceremonies (2x)	2	Village Square & Plaza	88,549
Treasure Coast Harvest Festival	5	Village Square & Plaza	88,549
Care Net Walk for Life	2	Village Square & Plaza	88,549
Caribbean Gospel Concert	2	Village Square & Plaza	88,549
Rush Soccer Opening Ceremonies	1	Village Square & Plaza	88,549
Boys Girls Clubs Activities	10	Village Square & Plaza	88,549
Summer Rhythm & Blues Festival	2	Village Square & Plaza	88,549

OUTDOOR EVENTS	# EVENT DAYS (in/event/out)	SPACE	SQUARE FOOTAGE REQUIRED
PSL Arts & Craft Expo	5	Flat Lot, Grass Areas	157,770
<i>International Festival (September)</i>	3	Village Square & Grass Lawn	185,185
Treasure Coast Seafood Festival	5	Streets, Waterview Lot, Village Square, Grass Lots, Plaza	267,244
Treasure Coast Strawberry Festival	5	Streets, Waterview Lot, Village Square, Grass Lots, Plaza	267,244
<i>Freedomfest (July)</i>	3	Village Square, Grass Lawns & Open Fields	272,359
<i>Fall Fun Fest (October)</i>	4	Village Square, Grass Lawns & Parking Lot	355,833
<i>St. Patricks Day Festival (March)</i>	3	Village Square, Parking Lots, Grass Lawns & Open Fields	979,561
<i>Festival of Lights (December)</i>	3	Village Square, Parking Lots, Grass Lawns & Open Fields	979,561
TOTAL EVENT DAYS	104		

Figure 4 - Summary of MFEC Outdoor Events

The City requested the CCMP explore alternatives that would meet or exceed the outdoor programming space currently allocated to special events.

- (8) Based on historic development activities, the City is currently financing land acquisition and infrastructure development costs for the City Center property through its CRA and special assessment district. The MFEC is operated as an enterprise within the City, supplemented with operating funds as part of the City's annual budget. The City requested the CCMP explore development and programming opportunities that would reduce the City's expenditures for the site and raise its revenue earning potential.

Overview of Land Development and Infrastructure Master Plan

Based on public and staff input, economic analysis, and the policy goals, a CCMP concept was developed and presented to the public at Workshop 2, the CCMP staff work group, and the City Council at its 2023 Summer Workshop. Feedback obtained in these various forums has been integrated into the revised CCMP concept as presented in this section. Below, Figure 5 (and as shown in Attachment 4) provide the overall CCMP concept, and Figure 6 differentiates the City-held parcels from the balance of parcels within the total block.

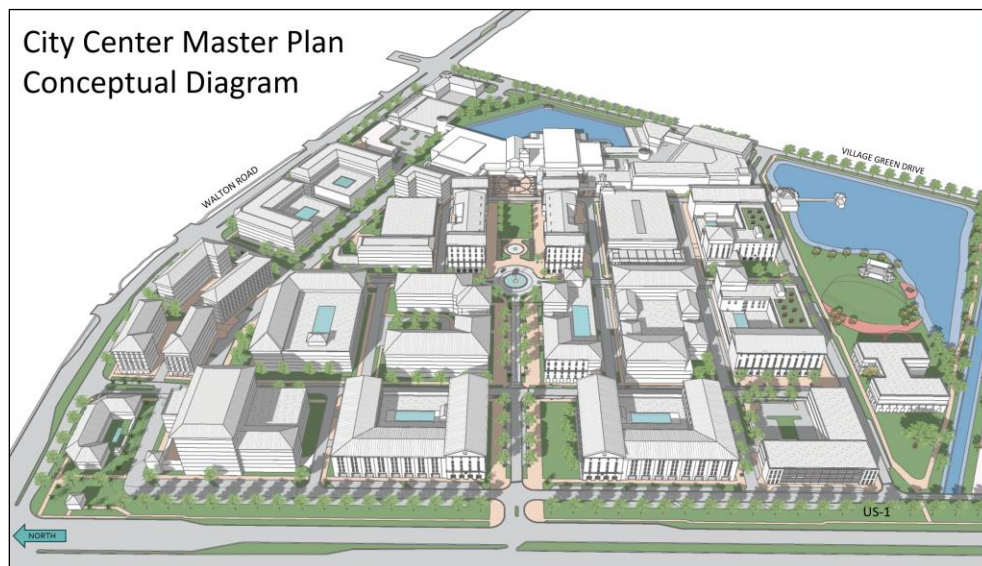


Figure 5 - Overall City Center Master Plan Concept (looking east)

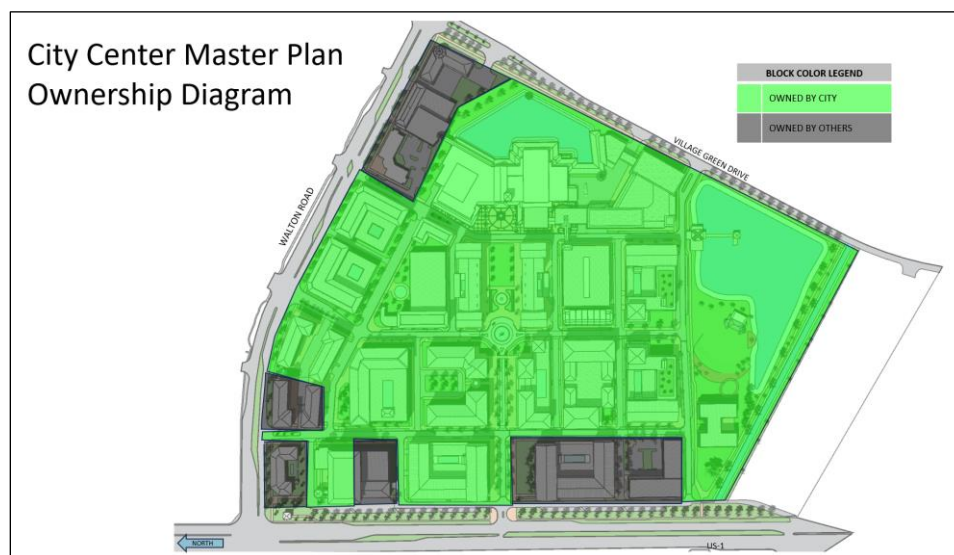


Figure 6 - Ownership Diagram

Development Program and Mix of Uses

The CCMP concept envisions a mixed-use development program that can accommodate the market potential as projected by PFM, Inc. and HVS, Inc. For economic modeling purposes, Figure 7 provides a summary of assumed development quantities:

CITY CENTER MASTER PLAN CONCEPTUAL DEVELOPMENT PROGRAM <i>AS PRESENTED, AUGUST 2023</i>		
Residential Multi-Family Units	1,800	units
Retail / Restaurant	100,000	SF
General Office	95,000	SF
Hotel	250	rooms
Police Substation	5,000	SF
Parks, Open Space & Public Squares (includes Southern Lawn)	565,000	SF
Stormwater Facilities	<i>no change</i>	
Event Center (Phase 1 Expansion)	75,000	SF
Event Center (Phase 2 Expansion)	40,000	SF
Recreation Center	66,000	SF
Parking		
Public Garages Spaces	1,320	spaces
On-Street (public spaces)	566	spaces
Total Public Parking Spaces	1,886	spaces
Private Garages (for private uses) ⁱ	<i>per City requirements</i>	

Figure 7 - Summary of Conceptual Development Program

It should be noted that the development program is approximate and based on conservative development assumptions; however, a more aggressive development program could be accommodated if desired by the City.

Event Center Expansion

The HVS, Inc. study indicates there appears to be market support for the Event Center to be expanded from the current approximately 19,000 SF to 75,000 SF. Several scenarios were evaluated in the master plan process:

- (1) Scenario 1 – As suggested in the HVS, Inc. Study, the Event Center could be expanded to the north and west. By relocating the recreation center (approximately 45,000 SF), an exhibit hall could be retrofitted into the former recreation center space. It is noted that creating the desired clear-span exhibit space, however, could be complex and expensive. An additional 10,000 SF could be constructed extending from the Event Center's western façade, bringing it closer to the current parking garage (referred to as Garage 1 in the CCMP concept).
- (2) Scenario 2 – The Event Center could be expanded to the south with the construction of approximately 51,000 SF of new space. A new entrance could be added to the western or northern façade of the recreation center to provide formal separation of the recreation center and Event Center. Following a southern Event Center expansion, the recreation center could be relocated in a future phase, allowing the Event Center a second expansion if desired. This scenario also suggests demolition of the current police substation building, which is used for storage purposes; relocation of the police substation use into ground-floor commercial space in the interior of the CCMP; and improved access from Village Green Drive.

The CCMP Concept includes Scenario 2, which is illustrated in Figure 8.

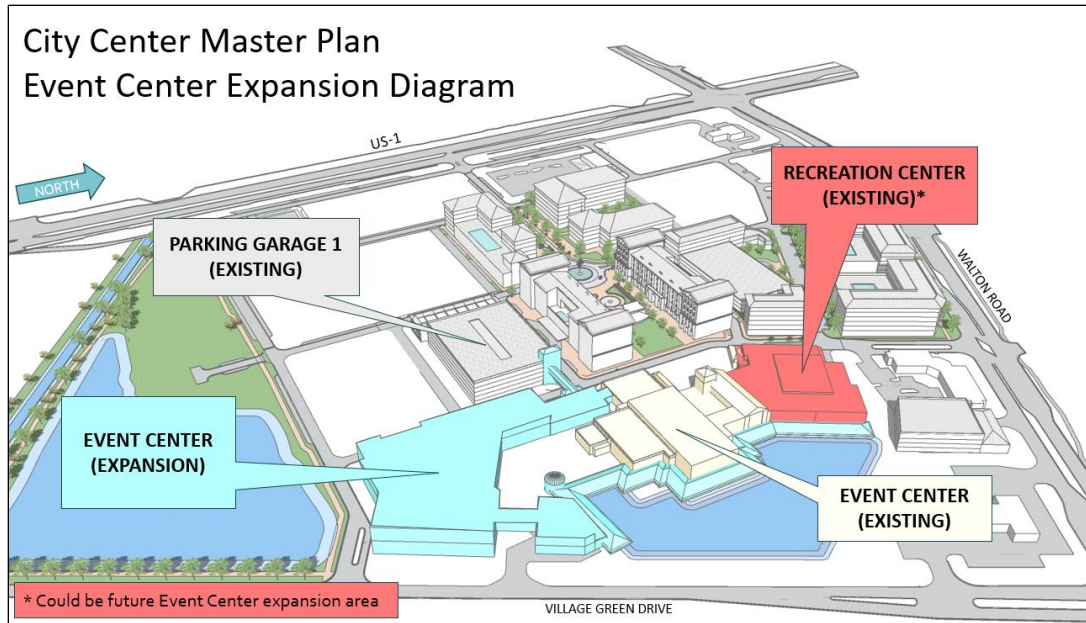


Figure 8 - Event Center Expansion Diagram

Recreation Center

The existing recreation center is a full-service facility that includes an indoor gymnasium, racquetball courts, weight training room, and breakout rooms for various activities. The main entrance to the recreation center is located in the Event Center lobby, which creates conflicts for the different types of users of both facilities. The facility is well-used and hosts year-round programming as well as summer camps organized by the City. Public input obtained during the CCMP process indicated a strong desire for City recreational uses to be located generally on the eastern side of the City, either in the current location, elsewhere on the City Center site, or on other properties as appropriate. Several locations regarding the recreation center component of the Event Center were evaluated, and it was ultimately determined that keeping it at the northern end of the City Center building in its current location was the most practical.

Public Open Space & Amphitheater

The current City Center layout includes an event stage and open area that are routinely programmed for events and activities. The open undeveloped blocks are also used for events, and Event Center staff estimate the largest paid events consume nearly 270,000 SF that includes the Village Square and plaza, waterview lot, streets, and grass lots. The largest open events, such as the FreedomFest fireworks and Festival of Lights winter holiday event, consume nearly 1M SF with the added use of surface parking lots. Input received through the CCMP process indicates a desire for public events and activities to

continue though at a smaller scale proportionally appropriate with a mixed-use development program. Figures 9 and 10 illustrate recommended locations and sizes of public gathering spaces as part of the CCMP.

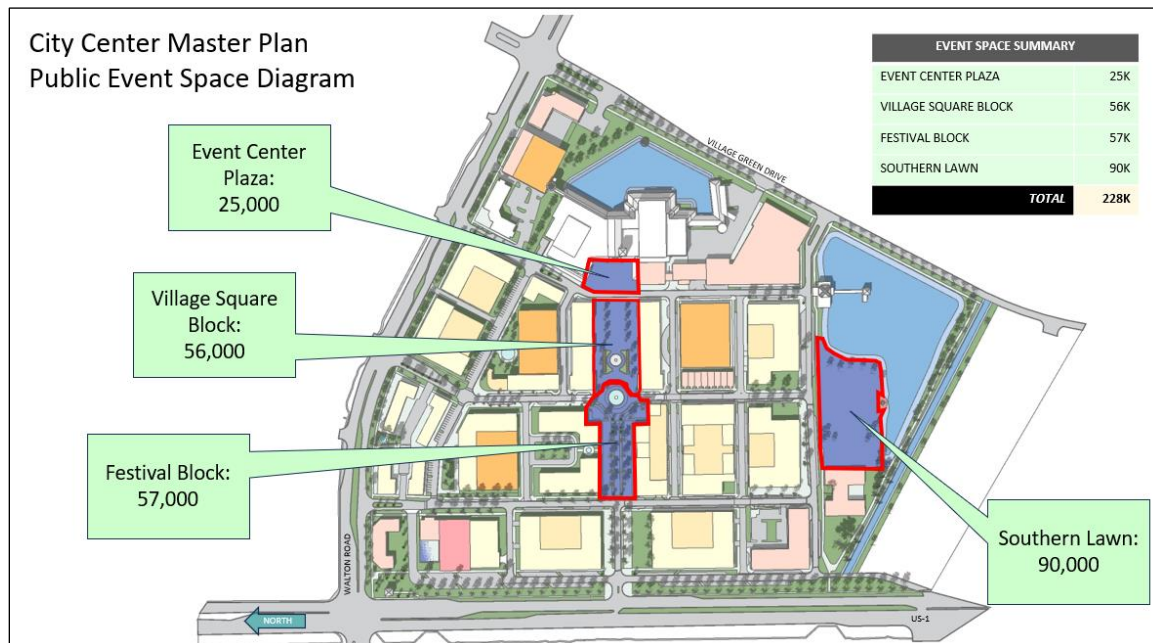


Figure 9 - Public Event Space Diagram

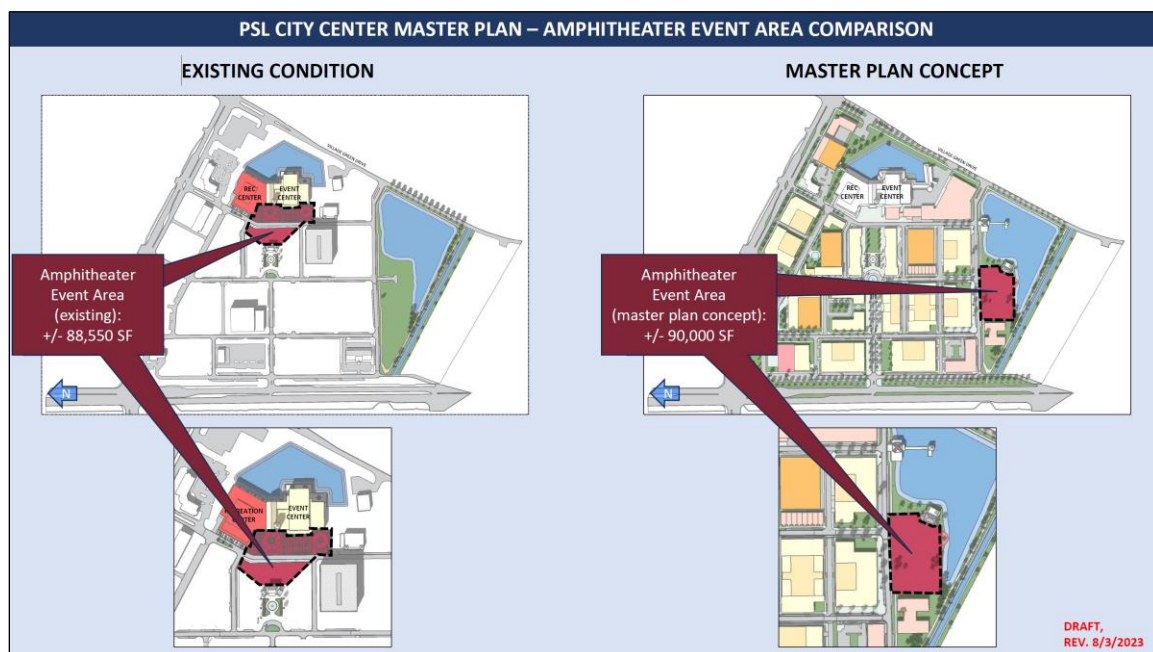


Figure 10 - Amphitheater Event Area Diagram

Parking Diagram

The CCMP recommended a mixed-use development program with a combination of on-street and structured parking. Streets are envisioned as “complete streets,” with broad sidewalks, landscaping, plazas, and on-street parking. The intense development program is recommended to include structured parking dispersed throughout the site, with four public access garages as indicated in Figure 11.

- Garage 1 is an existing 900-space garage, for which an estimated 200 spaces are recommended to support future hotel and retail uses. It is envisioned to be one of two garages to directly accommodate event center patrons.
- Garages 2 and 3 are recommended in locations consistent with the original DeGuardiola plan. These garages are envisioned to provide a mix of public and private parking.
- Garage 4 is a new public garage location adjacent to the Tax Collector’s office. The configuration of this garage can either be accommodated on the Tax Collector’s property or expanded to include the adjacent commercial site (currently a gas station). Garage 4’s location is intended to provide parking for the adjacent public office use as well as patrons of the recreation and event center.
- On-street parking within the Event Center roadway network could provide more than 500 parking spaces that can be managed as free or paid parking.

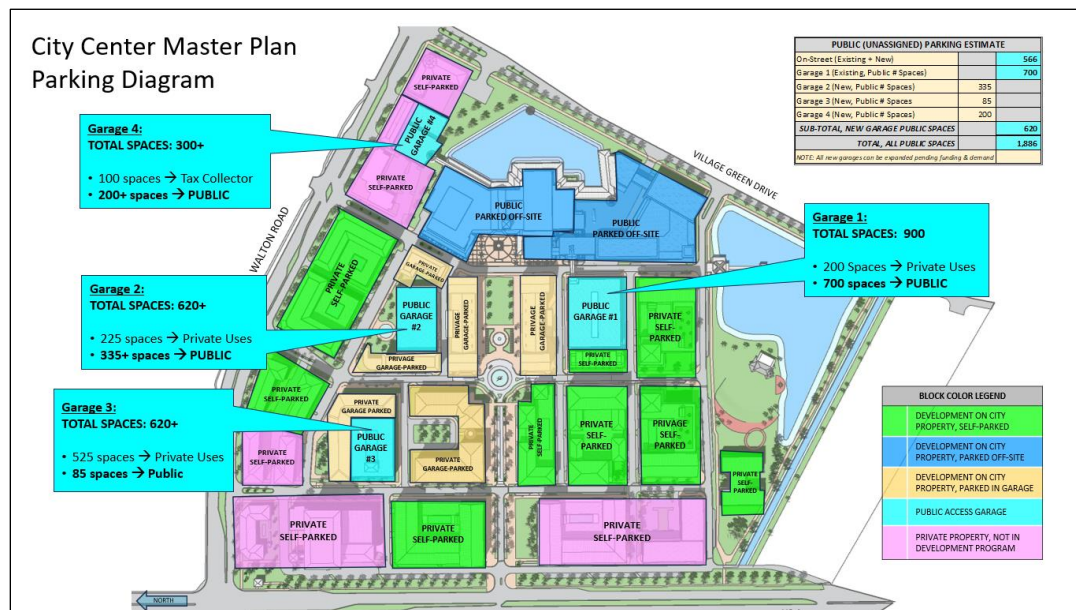


Figure 11 - Parking Diagram

Private Development Opportunities

The CCMP provides a conceptual development program for the entire 69-acre block, including publicly owned parcels as well as private holdings, as presented previously in Figure 6. Through partnership with the City and efficiency gains for parking, stormwater, and utilities, the development yield of private sites is anticipated to increase versus site-by-site development. Additional analysis of private owner development interest, priority, timing, and potential is recommended as a component of CCMP implementation.

Infrastructure Components

The development program as envisioned in the CCMP anticipates reallocation of the uses originally envisioned in the original DeGuardiola master plan. Additionally, the City's concurrent Event Center expansion analysis has been incorporated into the CCMP, which could represent increased utility demand. The variance in potential changes to infrastructure demand is summarized in Figure 12.

CONCEPTUAL CCMP DEVELOPMENT PROGRAM			
BUILD-OUT COMPARISON (REV. 9/12/2023)			
	Approved per City Center PUD	Potential Buildout per CCMP Concept	Net Change
Residential (Multi-Family)	932 units	1,800 units	868 units
Retail / Commercial	193,500 SF	100,000 SF	(93,500) SF
Restaurants	15,000 SF	(included with Retail / Commercial)	(15,000) SF
General Office	393,000 SF	95,000 SF	(298,000) SF
Hotel	150 rooms	250 rooms	100 rooms
Event Center (seating)	750 seats	N/A	N/A
Event Center Building (Expansion 1)	19,000 SF	75,000 SF	56,000 SF
Event Center Building (Expansion 2) (Rec Center Conversion)	N/A	40,000 SF	40,000 SF
Police Station (SF)	25,000 SF	5,000 SF	(20,000) SF
Garage Parking Spaces (shared)	3,350 spaces	2,440 spaces	(910) spaces
	Additional Public Uses	Potential Buildout per CCMP Concept	Net Change
Recreation Center	40,000 SF	66,000 SF	26,000 SF

Figure 12 – Summary of Build-Out Comparison

The potential Event Center expansion represents the largest potential variance in infrastructure impacts, particularly with regards to the surrounding roadway network.

As the City continues to evaluate the potential expansion of this facility, additional traffic analysis may be warranted to identify improvements if needed to facilitate access to the site.

Additional noted public infrastructure components include the following:

- *Relocated Amphitheater:* The CCMP recommends a new amphitheater located at the southern end of the property, south of Waterview Drive. PFM, Inc. estimates the cost of this improvement to be approximately \$4 million to \$8 million.
- *Roundabout at intersection of Village Square Drive and Main Street:* The CCMP recommends a roundabout be installed at the intersection of Village Square Drive and Main Street. PFM, Inc. estimates the cost of this improvement to be approximately \$500,000 to \$1 million.
- *Improved Public Plaza:* The CCMP recommends reconstruction of the central Village Square plaza, including the relocation of the event center stage, additional landscaping, seating areas, and opportunities for public art and other placemaking elements. PFM, Inc. estimates the cost of this improvement to be approximately \$500,000.
- *Village Square Drive “Flexible Street” Reconstruction:* The CCMP recommends the reconstruction of Village Square Drive from Main Street to First Street as a “flexible street,” with a curbless design that would enable the street to be easily closed to vehicles and converted to a pedestrian plaza for special events and activities. PFM, Inc. estimates the cost of this improvement to range from \$1-4 million.

In addition to the infrastructure noted above, the CCMP accommodates two potential key public improvements:

- *Expanded Event Center* totaling 75,000 SF per the HVS, Inc. recommendation.
- *New Recreation Center* totaling 66,000 SF per discussions with the City’s Parks and Recreation staff.

These costs have not been estimated as part of PFM, Inc.'s analysis and would require additional analysis for their implementation.

Next Steps

The conceptual development program will be evaluated by PFM, Inc., who will evaluate the potential financial implications of the plan and various strategies for disposition.