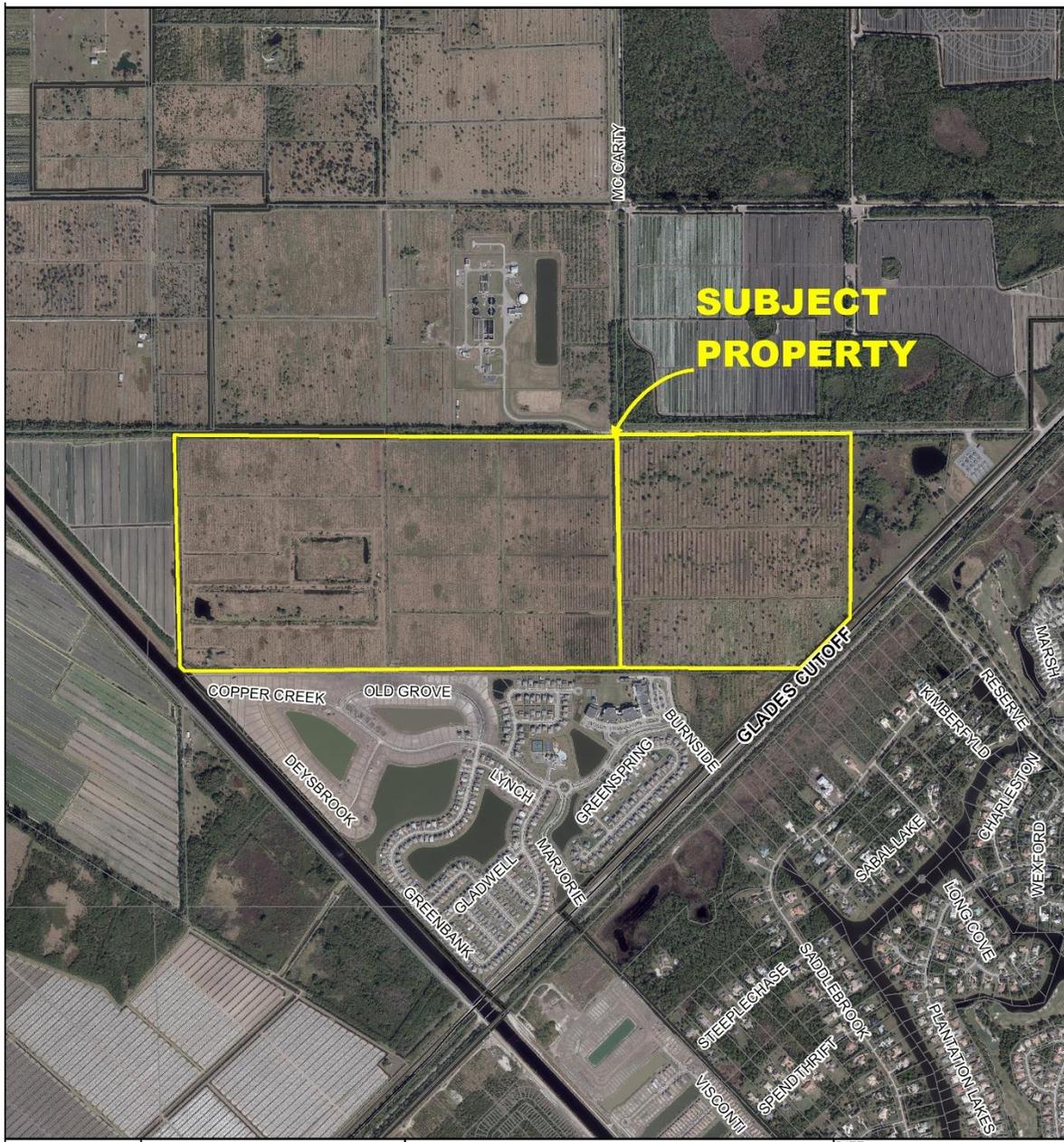




PLANNING AND ZONING BOARD STAFF REPORT  
January 2, 2024, Planning and Zoning Board Meeting

Comprehensive Plan Large Scale Future Land Use and Text Amendment Application  
Lulfs Groves, LLLP  
Project No. P22-336



**SUMMARY**

Applicant's Request:	A large scale comprehensive plan future land use map amendment and text amendments for Lulfs Groves
Agent	Steve Garrett, Lucido and Associates
Applicant:	D.R. Horton, Inc.
Property Owner:	Lulfs Grove, LLLP
Location:	The property is generally located on the west side of Glades Cut Off Road, east of the C-24 Canal and south of Midway Road.
Legal Description:	The property is legally described as being portions of Sections 20 and 21, Township 36 South, Range 39 East. The full legal description is available in the Planning and Zoning Department.
Property Size:	464.5 acres
Future Land Use:	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) and 63 acres of Commercial General/Residential, Office and Institutional (CG/ROI)
Existing Zoning:	St Lucie County AG-5
Existing Use:	Vacant
Requested Future Land Use:	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), and 18.43 acres of Open Space Conservation (OSC)
Proposed Use:	Residential PUD
Project Planner:	Bridget Kean, AICP, Deputy Director

**Project Background**

The City has received an application for a future land use map amendment and text amendments to the Future Land Use Element for a property known as Lulfs Groves. The Lulfs Groves property is located off of Glades-Cut Off Road, immediately south of the City's Glades Wasterwater Treatment Plant, and within the City's Northwest Annexation Area. The Northwest Annexation Area is generally located west of Interstate 95, south of Midway Road, east of the future extension fo Range Line Road, and north of the C-24 Canal. The Lulfs Groves property was annexed into the City on June 9, 2008 through Ordinance 08-36 (P08-018) and is subject to an executed and recorded annexation agreement. Lulfs Groves is approximately 464.5 acres in size. As outlined in the annexation agreement, the intended uses for the Lulfs Groves property are no more than 500 residential dwelling units and up to 3,000,000 square feet of commercial, industrial, retail, professional office and/or institutional uses. The annexation agreement outlines the roadway and other infrastructure improvements required to serve the development.

Following annexation, a large scale comprehensive plan amendment was approved for Lulfs Groves on May 11, 2009 through Ordinance 08-53 (P08-019). It revised the land use for Lulfs Groves from St. Lucie County Agriculture to the following City of Port St. Lucie future land uses: 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), and 63 acres of Commercial General/Residential, Office and Institutional (CG/ROI).

Ordinance 08-53 also amended the text of the Future Land Use Element by amending Policy 1.1.81 and adding policies 1.1.4.16 through 1.1.4.17 to establish Lulfs Groves as a compact, high-intensity, multi-use area that includes land uses such as industrial, commercial, retail, and residential which support the City's economic development goals. The polices for Lulfs Groves were subsequently amended/renumbered

with the adoption of the 2012 update to the City’s Comprehensive Plan and are now numbered Policies 1.1.4.18 and 1.1.4.19.

Policy 1.1.4.19 limits residential development to a maximum of 500 residential units. At the time of annexation, the project was presented to the City as a primarily non-residential development that would support the City’s job growth goals and increase the amount of commercial and industrial land available for development in the City. To avoid incompatible land uses encroaching on the Glades Wastewater Treatment Plant, the area immediately south of the Glades Wastewater Treatment plant was designated as CS/LI/HI future land use. This land use would allow for commercial, industrial, warehouse, and service commercial uses. It does not allow for residential development.

**Proposed Amendment**

The applicant is requesting approval of a large scale comprehensive plan amendment to amend the future land use map for Lulfs Groves and to amend Policies 1.1.4.18 and 1.1.4.19 of the Future Land Use Element. The proposed amendment revises the land use distribution from 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), and 63 acres of Commercial General/Residential, Office and Institutional (CG/ROI) to 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), and 18.43 acres of Open Space Conservation (OSC) as shown below:

**Lulfs Groves Existing and Proposed Future Land Uses**

<b>Existing Future Land Use Classification</b>	<b>Acreage</b>	<b>Proposed Future Land Use Classification</b>	<b>Acreage</b>
CS/LI/HI (Service Commercial/Light Industrial/Heavy Industrial)	90 acres	RL (Low Density Residential)	397.89 acres
CS/LI/ROI (Service Commercial/Light Industrial/ Residential Office, and Institutional)	311.5 acres	CG/CS/I (General Commercial/Commercial Service/Institutional)	34.25 acres
CG/ROI (General Commercial/Residential Office, and Institutional)	63 acres	OSC (Open Space Conservation)	18.43 acres
		OSR (Open Space Recreation)	13.93 acres

The proposed revisions to Policy 1.1.4.18 remove any references to Lulfs Groves as a business park and rename the area as the Astoria Development Area. The proposed changes to Policy 1.1.4.19 revise the development program for Lulfs Groves from up to 2.4 million square feet of industrial entitlements and 600,000 square feet of commercial, office, and institutional square footage to 400,000 square feet of commercial, office, and institutional square footage and 1,350 residential units.

The existing future land use map for Lulfs Groves is provided as Attachment A of the staff report. The proposed map amendment is provided as Attachment B of the staff report and the proposed revisions to Policies 1.1.4.18 and 1.1.4.19 are provided as Attachment C of the staff report.

**Public Notice Requirements**

Mailed notification of the public hearings was sent to property owners within 750 feet of the parcel and a copy of the notice is on file in the Planning and Zoning Department.

**Surrounding Uses**

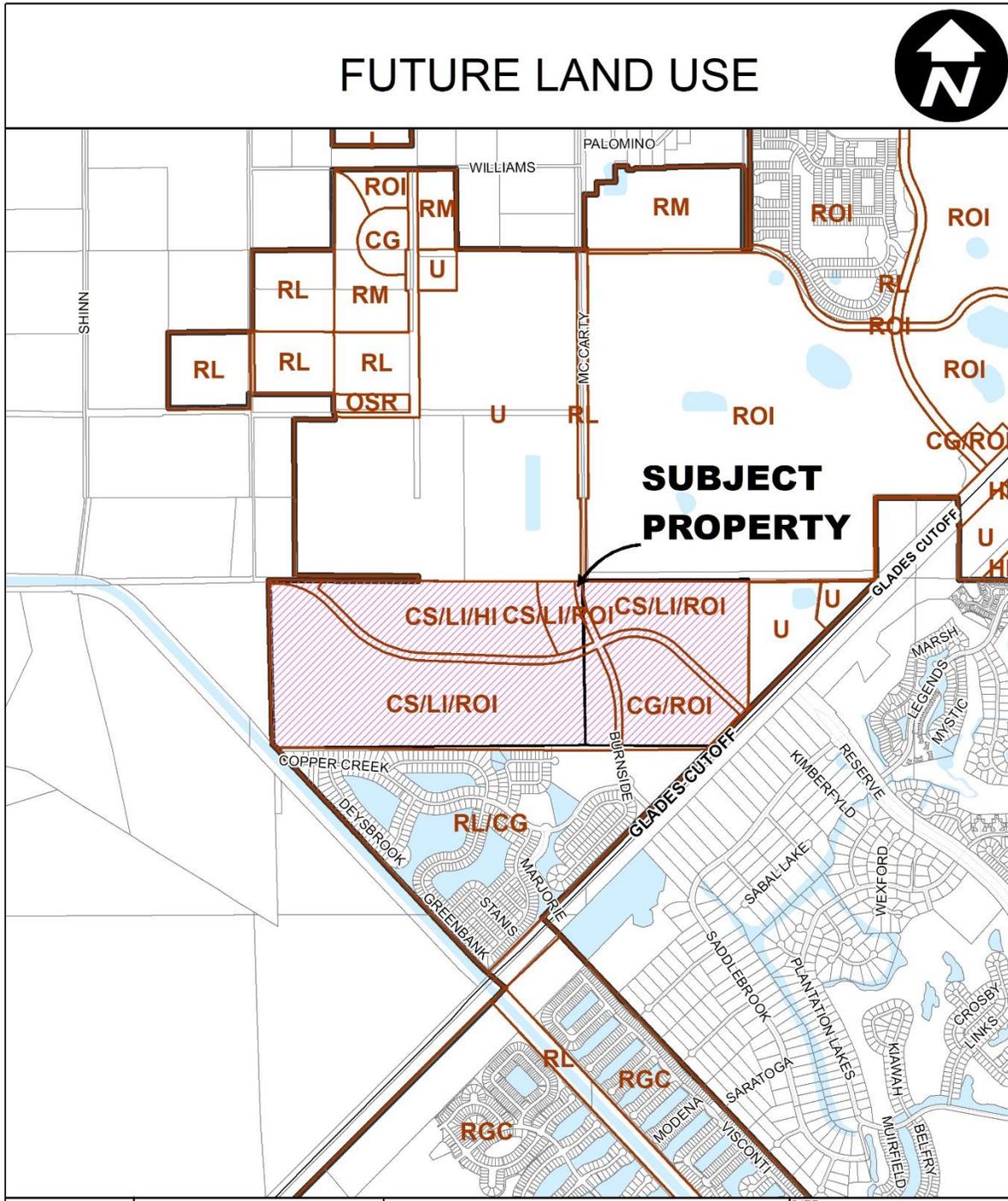
<b>Direction</b>	<b>Future Land Use</b>	<b>Zoning</b>	<b>Existing Use</b>
North	U and ROI	U and PUD	City of Port St. Lucie Glades Wastewater Treatment Plant and vacant land in LTC Ranch PUD
South	RL/CG	Copper Creek PUD	Vacant and developed residential lots, Allapattah Flats K-8 school, and vacant commercial land in the Copper Creek PUD
East	U	SLC AG-2.5	Vacant Land owned by FPL
West	St Lucie County Agriculture	SLC AG-5	Vacant Land

U-Utility

ROI – Residential, Office, and Institutional

SLC AG-2.5 – St. Lucie County Agriculture 1 dwelling unit per 2.5 acres

SLC AG-5 – St. Lucie County Agriculture 1 dwelling unit per 5 acres



## COMPREHENSIVE PLAN REVIEW AND ANALYSIS

**Applicant's Justification Statement:** The applicant's justification statement is included in the submittal packet. In summary, the applicant has stated that the potential for industrial development at this location is no longer needed because of the growth of the City's jobs corridor in Southern Grove and the continued development of the LTC Ranch industrial area (Midway Business Park). Midway Business Park is located in the southeast quadrant of the intersection of Interstate 95 and Midway Road. In addition, the applicant points to the residential nature of the developments around the Lulfs Groves property. This includes the ROI (Residential, Office, Institutional) land use to the north (LTC Ranch) and the residential areas in the Copper Creek PUD to the south.

The property does border the City's Glades Wastewater Treatment plant to the north. Under the existing land uses for Lulfs Groves, the area directly south of the wastewater treatment plant is designated for Commercial Service/Light Industrial/Heavy Industrial (CS/LI/HI) land uses for 90 acres and Commercial Service/Light Industrial/Residential, Office and Institutional (CS/LI/ROI) for 18.1 acres. Under the proposed amendment, this area will be designated Residential Low Density (RL 1 to 5 units per acre). The applicant's proposal includes a 200-foot-wide linear buffer along the property's northern boundary line to serve as a buffer between the wastewater treatment facility and the single-family homes that will be built to the south. The buffer will be designated as Open Space Conservation (OSC) land use and be 18.43 acres in size. The proposal also includes 13.93 acres of Open Space Recreation (OSR) for a future park.

The applicant has stated that this project will include significant public benefits including the buffer, the 13.93 acres of open space recreation land that the applicant has stated will be developed as a public park, land for a fire station, and road right-of-way improvements. However, these promised improvements are not included in the proposed text revisions to the Future Land Use Element as recommended by staff. In staff's opinion, any proposed improvements should be codified and presented in the form of a proposed policy or policies to be adopted into the Future Land Use Element of the comprehensive plan as part of this amendment. This will ensure that the promises/improvements are enforceable. It will ensure that future staff will know what it is required of the developer. It ensures that the proposed improvements cannot be renegotiated without a future amendment to the comprehensive plan.

### Sewer and Water Service

The City of Port St. Lucie Utility Systems Department is the provider of water and sewer service in the City's northwest annexation area where the subject property is located. A capacity analysis was provided with the original comprehensive plan amendment (P08-019). The level of service for potable water is 115 gallons per capita per day for residential and 125 gallons per day per 1,000 square feet for commercial. Sanitary sewer level of service is 85 percent of the potable water level of service. With the original comprehensive plan amendment (P08-019), the estimated demand for potable water was approximately 571,575 gallons per day and approximately 485,838.75 gallons per day for wastewater. The proposed land use amendment will reduce the demand for sewer and water service based on the proposal to cap residential entitlements to 1,350 units as shown in the table below.

<b>Table 1: Proposed Water and Wastewater Calculations</b>					
Land Use	Acreage	Total Dwelling Units	Level of Service	Water	Wastewater**
RL (5 units per acre)	373.12	1866	115 gallons/capita/day*	517051.04	439493.384
CG/CS/I	29.13		507561.12	125 gallons per 1000 sq	63445.14
<b>Total</b>				<b>580,496.18</b>	<b>493,421.75</b>
<b>Proposed Residential Cap</b>					
<b>Proposed Residential Cap</b>	<b>373.12</b>	1,350		325,350.00	276,547.50
CG/CS/I	29.13		507561.12	125 gallons per 1000 squ	63445.14
<b>Total</b>				<b>388,795.14</b>	<b>330,475.87</b>
*based on 2.41 persons per household					
**LOS for wasterwater is 85% of water flow					

### Traffic

An updated traffic analysis is included in the submittal packet for the proposed amendment. The traffic analysis was reviewed by the City's 3<sup>rd</sup> Party Traffic Consultant and approved by the Public Works Department. The transportation elements of the project were found to be in compliance with the adopted level of service as noted in the attached Public Works Department memo. The proposed land use amendment would result in a reduction in traffic generation based on the applicant's traffic study. Per the study, the estimated traffic from the existing land uses of commercial, industrial, retail, professional office, institutional and medium density residential land uses would be approximately 20,745 daily trips and approximately 2,711 p.m. peak hour trips. The estimated traffic from the proposed low density residential and commercial land uses would be approximately 16,694 daily trips and approximately 1,695 p.m. peak hour trips.

### Parks and Recreation

The level of service standard for recreation is five (5) acres of developed public park or recreation facilities per 1,000 population. The proposed land use amendment will add 397.89 acres of Residential Low Density (RL) land use. The maximum density for the RL land use is five units per acre which results in a need for approximately 25 acres for parks. Based on a proposed cap of 1,350 residential units the demand would be approximately 17 acres. The proposed land use amendment includes 13.93 acres of Open Space Recreation for a future park site.

### Stormwater

The project will include a paving and drainage plan that is in compliance with the adopted level of service standard.

### Solid Waste

Solid waste impacts are measured and planned based on population projections on an annual basis. There is adequate capacity available.

### Public School Concurrency Analysis

Per the City's Comprehensive Plan, the St. Lucie County School District is the entity responsible for determining school concurrency. The applicant will have to work with the school district to address concurrency requirements if the proposed land use amendment is approved.

### Environmental

Consistent with Policy 1.1.1.9 of the Future Land use Element, the applicant has submitted an updated environmental assessment report. Atlantic Environmental determined that the Property contains +455.27 acres of improved and unimproved pasture lands, approximately 0.51 acres of wetlands, and

+10.19 acres of surface waters. The wetland will need to be preserved or mitigated pursuant to state and/or federal laws. A listed species survey will be required prior to development of the property.

### **Staff Analysis**

As part of the review of a future land use amendment, staff also needs to consider the compatibility of the proposed future land use with the surrounding area, the future needs of the City, and the goals, objectives, and policies of the City's 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. As noted in the City's 2020 update to its comprehensive plan, the predominant future land use in the city is Low Density Residential. It makes up approximately 43% of the City's total land area. The land use category with the second highest acreage is New Community Development (NCD). NCD accounts for approximately 19 percent of the total land area in the City. The NCD District was created as a land use for Developments of Regional Impact to reflect the mixed-use nature of these projects and allows residential, commercial, industrial, and institutional uses. Approximately 11% of the total land area of the City has an Open Space future land use designation. Lands with a Commercial or Industrial future land use designation make up approximately 4% and 1%, respectively, of the land area of the City.

The proposed land use amendment would remove 90 acres of CS/LI/HI (Service Commercial/Light Industrial/Heavy Industrial) land use, 311.5 acres of CS/LI/ROI (Service Commercial/Light Industrial/Residential Office, and Institutional) land use, and 63 acres of CG/ROI (Residential, Office and Institutional) land use from the City's land use inventory and replace it with 397.89 acres of Low Density Residential (RL) land use, 34.25 acres of General Commercial/Commercial Service/Institutional (CG/CS/I), land use, and 32.36 acres of open space land uses. It replaces the potential for 1 million to 2.4 million square feet of industrial development with an additional 1,350 single-family residential units. In staff's opinion, there is a greater need for the City to retain the existing land uses of 90 acres of CS/LI/HI (Service Commercial/Light Industrial/Heavy Industrial) land use, 311.5 acres of CS/LI/ROI (Service Commercial/Light Industrial/ Residential Office, and Institutional) land use, and 63 acres of CG/ROI (Residential, Office and Institutional) land use then to give up these land uses for additional residential development. As the City grows, it is going to need additional areas in the City for commercial, industrial, and institutional uses to meet the need of current and future residents. There is already sufficient land in the City to accommodate future residential growth. The City has a limited supply of land available for industrial, service commercial, and general commercial uses.

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 states that the City should ensure the allocation of an 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 refers to 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.

City staff is also concerned with the potential for incompatibilities between the Glades Wastewater Treatment Plant and proposed residential development to the south. To address City staff's concerns, the applicant has proposed a 200- foot landscaped buffer along the property's northern boundary line where it abuts the wastewater treatment plant. Single-family residential lots will be located immediately south of the 200- foot landscape buffer. The rear of these lots – the backyards, swimming pools, etc. – will border the 200- foot landscape buffer. It is not clear to staff that a 200- foot landscape buffer will adequately buffer the houses from the noises, odors, truck traffic, etc. associated with the operation of a wastewater treatment plant, future expansion plans, and intensification of operations. If the future land use amendment is approved, staff would recommend the length of the buffer area be replanted with

native vegetation to create a dense buffer. Staff would also recommend that the 200 foot- native buffer be extended further east to the northern boundary line where the property abuts Glades Cut-Off Road.

This application does have the potential to curtail the City's ability to utilize the Glades site to its fullest extent. The City's Westport Wastewater Treatment Plant is located in the center of the Sawgrass Lakes residential community. Over the years, the City has received numerous complaints from residents of Sawgrass Lakes about odors, operations, etc. In staff's opinion, the existing land uses of Heavy Industrial, Light Industrial and Service Commercial are more compatible with a utility use than single-family residential development.

Based on the reasons noted above, the Planning and Zoning Department does not support the proposed land use amendment. If the proposed future land use amendment is approved, the annexation agreement will need to be revised to reflect the changes in entitlements and to update the level of service requirements.

#### **STAFF RECOMMENDATION**

The Planning and Zoning Department staff finds the petition to be inconsistent with the intent and direction of the City's comprehensive plan and recommends denial.

#### 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.