

LULFS GROVES
Comprehensive Plan Amendment
(Large Scale)
P22-336
Planning and Zoning Board Meeting
January 2, 2024



- The application before you tonight is a Large-Scale Comprehensive Plan amendment to the Future Land Use Map and the text of the Future Land Use Element.
- This is one of the applications for which the City Council has broad discretion on because it is a Legislative action.
- This means that the new proposal is just that – a proposal. It is not vested and this is one of the applications that the City Council has broad discretion to deny if the City Council determines that it is not in the best interests of the city to approve as proposed.



Applicant's Request

- A proposed amendment to the comprehensive plan for 464.5 acres of property known as Lulfs Groves and located in the City's Northwest Annexation Area.
- The proposal will amend the future land use map and the Lulfs Groves sub-area policies in the Future Land Use Element.



Background

- 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.
- The annexation agreement outlines the roadway and other infrastructure improvements required to serve the development.
- A large scale comprehensive plan amendment was approved for Lulfs Groves on May 11, 2009 through Ordinance 08-53 (P08-019) that changed the land use from St. Lucie County Agricultural to City land uses and added sub-area policies for Lulfs Groves.



Lulfs Groves Existing Land Uses

Future Land Use Classifications	Acreage
CS/LI/HI (Service Commercial/Light Industrial/Heavy Industrial)	90 acres
CS/LI/ROI (Service Commercial/Light Industrial/ Residential Office, and Institutional)	311.5 acres
CG/ROI (General Commercial/Residential Office, and Institutional)	63 acres

Lulfs Groves Policy 1.1.4.18

- Lulfs Groves Business Park Area. This area is designated pursuant to the provisions of Policy 1.1.7.2, in order to promote the development of a compact, high-intensity, multi-use area, and to designate an area for intensive growth that includes land uses such as industrial, commercial, retail, and residential, which supports the City's biotech and life sciences industries.

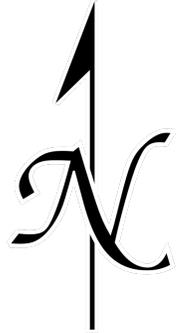
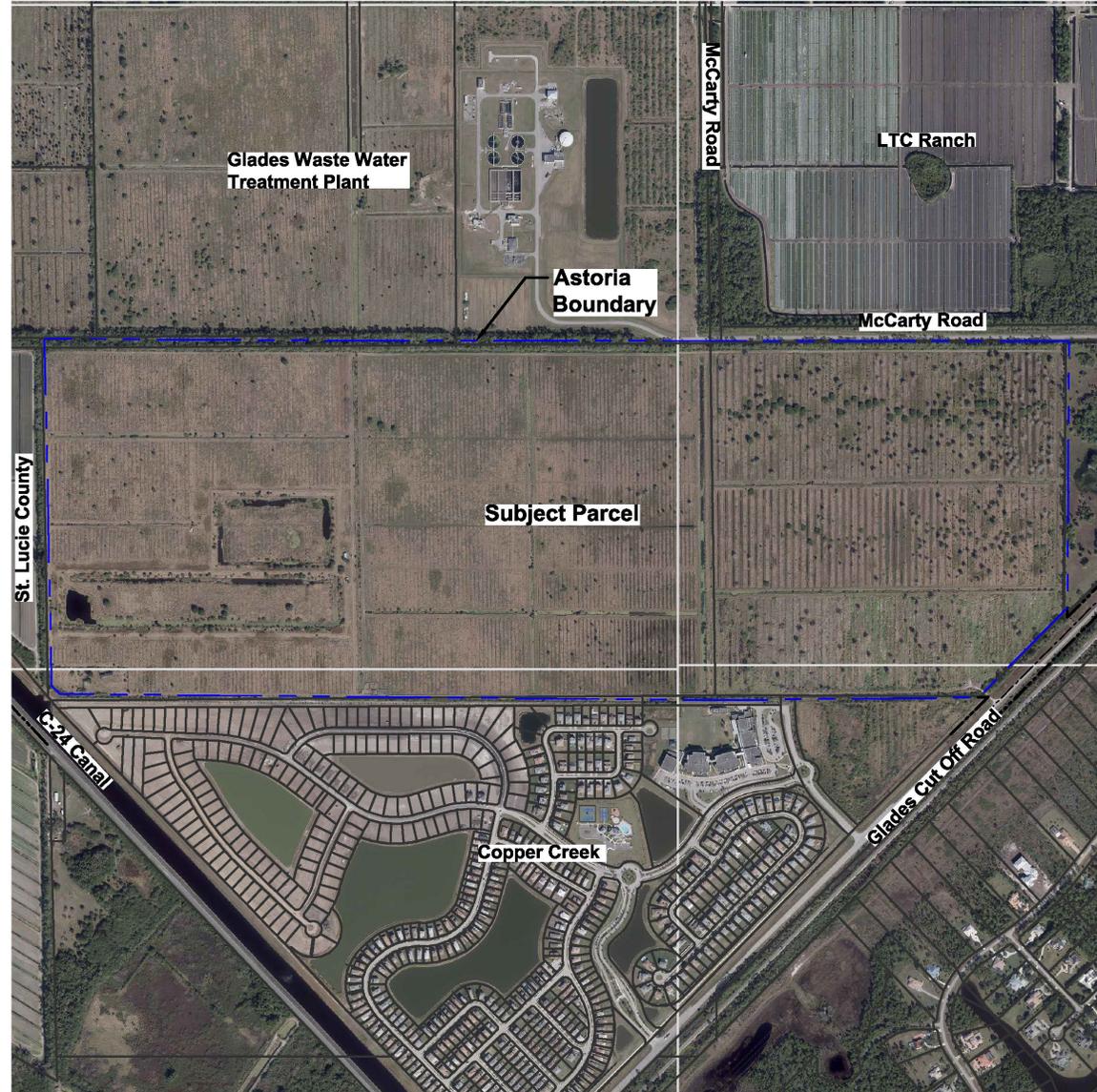


Lulfs Groves Policy 1.1.4.19 (B)

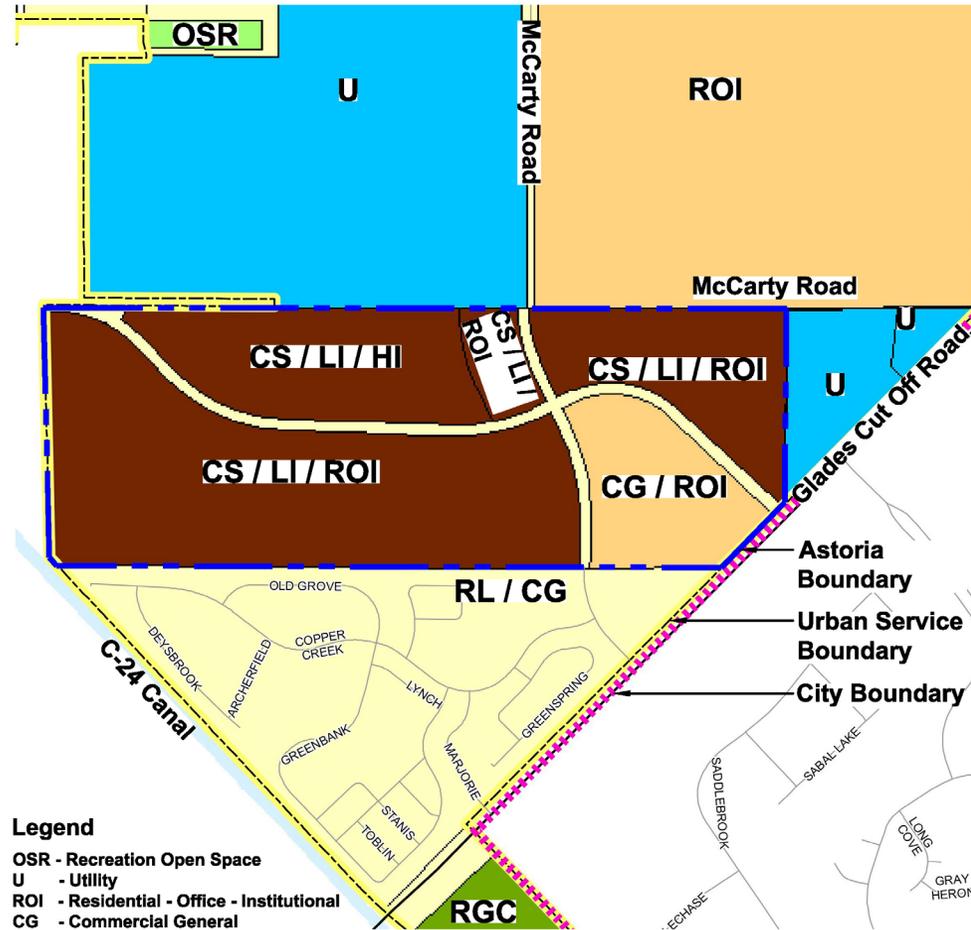
Use	Square Footage
Industrial	1,000,000 sq ft. - 2,400,000 sq. ft.
Retail	100,000 sq. ft. - 200,000 sq. ft.
Office	50,000 sq. ft. - 200,000 sq. ft.
Institutional	50,000 sq. ft.- 200,000 sq. ft.
Residential	up to 500 units



Aerial Map



Existing - Future Land Use Map



Legend

- OSR - Recreation Open Space
- U - Utility
- ROI - Residential - Office - Institutional
- CG - Commercial General
- CS - Commercial Service
- LI - Light Industrial
- HI - Heavy Industrial
- RL - Low Density Residential
- RGL - Residential Golf Course



Proposed Comprehensive Plan Amendment

- The proposed amendment revises the land uses and policies for Lulfs Groves to transition the property from a business park to low density residential development.
- Port St. Lucie currently has 4% of total land area designated for commercial uses and only 1% of the City's land area designated for industrial use.
- If approved this change would result in a further reduction of commercial and industrial lands by changing the acreage to low density residential development.



Application Process

- The transmittal hearing for the proposed amendment is scheduled for a public hearing before the City Council on January 22, 2024.
- If the amendment is approved for transmittal to the state land planning agency, City staff will need to work with the applicant to revise the annexation agreement to address the change in entitlements prior to the adoption hearing for the proposed amendment.



Lulfs Groves Proposed Future Land Use Classifications

Future Land Use Classifications	Total Acreage Proposed
RL (Low Density Residential)	397.89 acres
CG/CS/I (General Commercial/Service Commercial/Institutional)	34.25 acres
OSR (Open Space Conservation)	18.43 acres
OSC (Open Space Recreation)	13.93 acres



Proposed Revisions to Policy 1.1.4.8

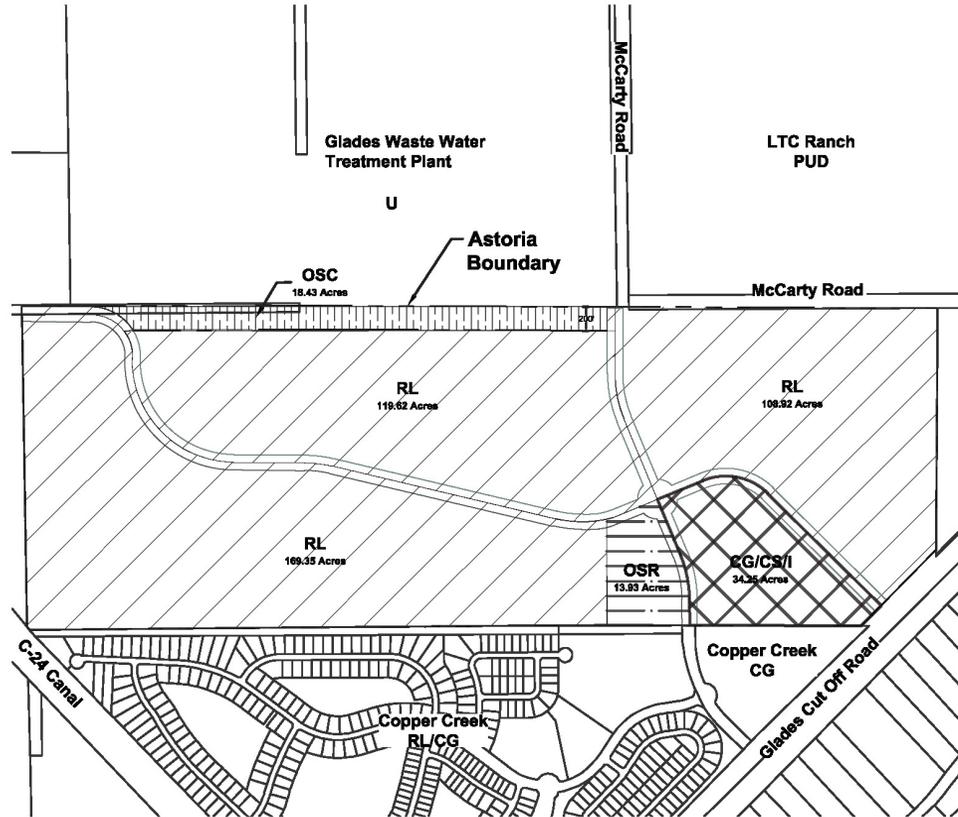
- Policy 1.1.4.18: ~~Lulfs Groves Business Park Area~~. Astoria Development Area. This area is designated pursuant to the provisions of Policy 1.1.7.2, to utilize PUD zoning, and design and architectural controls to better integrate mixed uses into neighborhoods and Policy 1.1.11, in order to promote mobility through viable transportation and land uses that incorporate walking, bicycling, and transit. This area generally includes the property west of Glades Cut-Off Road, north of the Copper Creek PUD, and south of the City's Glades Road Wastewater Treatment Facility and LTC Ranch. The total acreage of the ~~Lulfs Groves Business Park~~ Astoria Development Area is approximately 464.5 acres.

Proposed Revisions to Policy 1.1.4.19 (B)

Use	Square Footage
Industrial	1,000,000 sq ft. – 2,400,000 sq. ft.
Retail	100,000 sq. ft. - 200,000 sq. ft.
Office	50,000 sq. ft. – 200,000 sq. ft. <u>50,000 sq ft – 150,000 sq ft</u>
Institutional	50,000 sq. ft. – 200,000 sq. ft. <u>15,000 – 50,000 sq. ft.</u>
Residential	up to 500 <u>1,350</u> units



Proposed - Future Land Use Map



-  OSC - Conservation Open Space
-  OSR - Recreation Open Space
-  RL - Low Density Residential
-  CG/CS/I - General Commercial, Service Commercial, Institutional

Site Data
 Total Site Area = 464.50 acres

Proposed Land Use

OSC	=	18.43 acres
OSR	=	13.93 acres
RL	=	397.89 acres
CG/CS/I	=	34.25 acres

 Scale: nts
 Date: December 21, 2023

Astoria
 City of Port St. Lucie

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 in comparison to the current land uses.
- The proposed land use amendment will result in an increase in the demand for City parks and will be subject to the City's school concurrency requirements.
- The applicant will have to work with the St. Lucie County School District to address concurrency requirements if the proposed land use amendment is approved.



Traffic Impact Analysis

- A traffic analysis was provided and reviewed by the City's 3rd 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.
- Per the analysis, the estimated traffic demand from the existing land uses is approximately 20,745 daily trips and approximately 2,711 p.m. peak hour trips.
- The estimated traffic demand from the proposed land uses would be approximately 16,694 daily trips and approximately 1,695 p.m. peak hour trips.



Staff's Analysis

- The Lulfs Groves property abuts the City's Glades Wastewater Treatment Plant to the north.
- The current Lulfs Groves land use plan designates the area directly south of the wastewater treatment plant as CS/LI/HI (Service Commercial/Light Industrial/Heavy Industrial) land use to address the City's concerns at time of annexation that the treatment plant be adequately buffered from future residential development.
- The proposed land use amendment would place residential development immediately south of the Glades Wastewater Treatment Plant.
- The applicant's proposal does include a 200-foot-wide open space landscape buffer along the northern property line to serve as a buffer between the wastewater treatment plant and residential development.
- It is not clear that a 200-foot-wide landscape buffer will adequately buffer the single-family residential units from the noises, odors, truck traffic, etc. associated with the operation of a wastewater treatment plant and any future plans to expand the site and intensify operations.



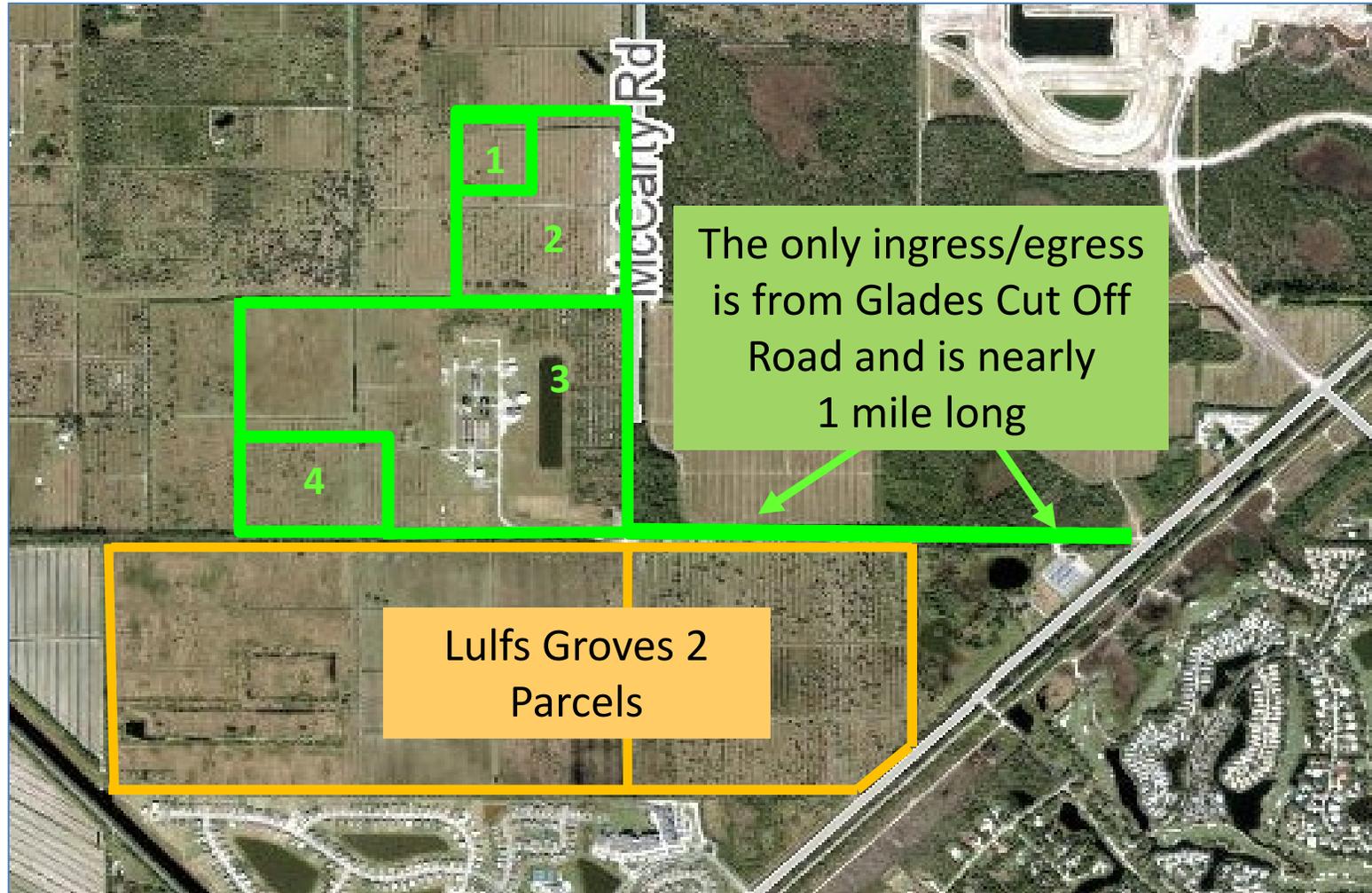
City of Port St. Lucie's

Glades Wastewater
Treatment Facility

January 2, 2024



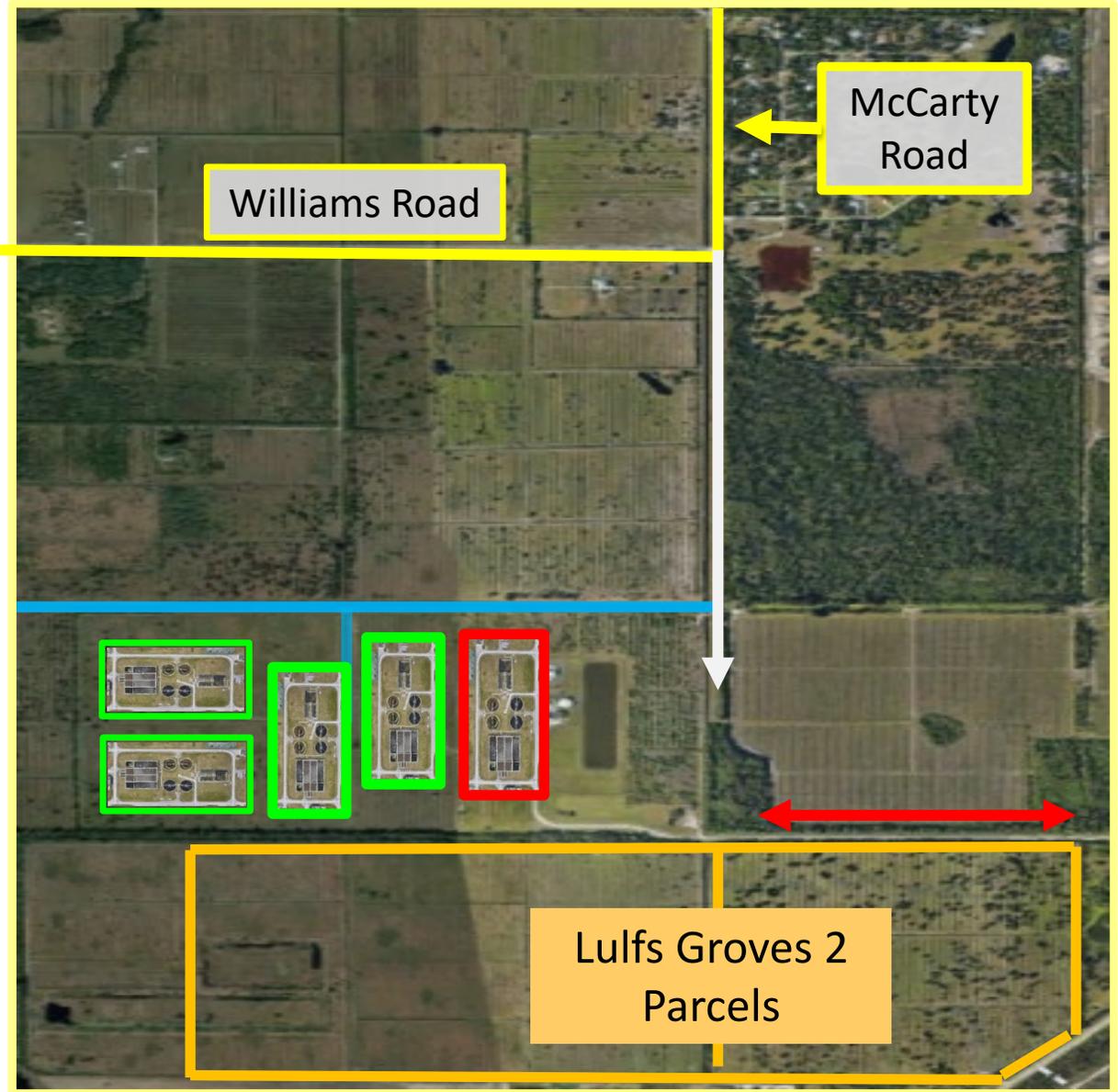
The Glades site encompasses
4 City-Owned Parcels



What is Known About the Glades Wastewater Treatment Facility?

- 10700 NW Glades Cut Off Rd.
- The 4 parcels encompass 415.27 total acres
- Dissected by an East/West and a North/South canal owned by the North St. Lucie River Water Control District
- Entrance Road is + 4,750' long
 - \pm 2,600' of the entrance road abuts Lulfs Groves
- 12 Million Gallons is the Current Daily Permitted Treatment Capacity
- 6.235 Million Gallons is the Current Average Daily Flow
- Manned by licensed operators 24/7

- 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.



What Happens at the Glades Wastewater Treatment Facility?



Biosolids / Sludge Hauling

- 40,000 – 50,000 pounds (20-25 wet tons) of centrifuged sludge is produced daily



- Still damp sludge is loaded into semi truck trailers and hauled away
 - 6 times a week
- Regulations do not allow our sludge to be land applied
 - Hauled to composting sites in Moore Haven, Venus and St. Cloud
 - Annual cost of \$1.1 million

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



Hauling Sludge from the Plant

- Florida Highway Patrol Commercial Motor Vehicles Rules Manual requires:
 - All loads to be secured to prevent leaking, spilling, blowing or falling from the vehicle
- Sludge loads are covered by a tarp
- Despite being covered, sludge has a distinct sewage odor



Lessons Learned

- Our predecessors, General Development Corp. and General Development Utilities, only built treatment facilities near potential residential customer developments
- The Utility Systems Department has a long history of trying to mitigate the impact of its industrial facilities being in the midst of those neighborhoods
 - 2 aging wastewater treatment plants have been decommissioned and taken out of service during the past 16 years
 - Costly infrastructure had to be built to reroute raw sewage flows to the Westport and Glades facilities
 - Costly odor control and sound mitigation installed at Westport
 - 16 homes purchased and masonry walls built to buffer Prineville Water Treatment facilities from surrounding homes

A Quick Look at the Westport Wastewater Treatment Facility

- 1983 GDU built a 0.5 MGD Plant
 - Solely intended to serve homes built by GDC
 - Windmill Point I and II
- 2001 Bond project increased capacity to 2 MGD
- Systematically expanded to 4 MGD and then to 6 MGD
- Provides reclaimed / reuse irrigation quality water
 - Ballentrae, Tesoro, and the Veranda communities



Mitigating Impacts of Operations at the Westport Facility

- 1990's the development of Sawgrass Lakes communities began
 - Many owners have advised they were told by the developer, builders and realtors that the City's facility was a Water Treatment Plant
 - Plant currently operates 24 hours 7 days a week
 - 1,000' from the nearest houses to the Headworks & Aeration Basin (strongest odors)
 - Hundreds of thousands of dollars spent mitigating noise & odors
 - Residents still routinely complain about plant noises, odors and sludge hauling traffic



Staff's Analysis

- If the proposed land use amendment is approved, the City would replace 464.5 acres of land designated for commercial, industrial, office and institutional uses for approximately 398 acres for low density residential development and 34.25 acres of commercial and institutional uses, and 32.36 acres for open space uses.
- Per the City's 2020 Comprehensive Plan, 43% of the City's land area is designated low density residential (RL). Approximately 11% is designated for open space.
- Only 4% of the City's land area is designated commercial (CG, CH, CS) and only 1% of the City's land area is designated industrial (LI and HI).
- The City has a limited supply of land available for future industrial, service commercial, and general commercial development.
- In staff's opinion, the City would be better served retaining the existing land uses to meet the needs of current and future residents and to avoid overloading existing commercial areas such as St. Lucie West and Tradition as the City grows.
- The existing land uses are more compatible with the Glades Wastewater Treatment facility than low density residential development.



Staff's Analysis

- 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.



Other Considerations

- The applicant has stated that this project will include significant public benefits such as the 200-foot-wide open space landscape buffer along the project's northern property line, land for a city park, a fire station, and the acceleration of certain roadway improvements to serve the development.
- However, these promised improvements are not included in the proposed amendments to the Lulfs Groves policies in the comprehensive plan as recommended by staff.
- Although, the proposed public benefits are being discussed they are not guaranteed or binding since they are not proposed as policies to be adopted into the City's Comprehensive Plan.
- Furthermore, the applicant could conceivably come forward in the future to negotiate changes without having to modify the Comprehensive Plan.



Recommendation

- The Planning and Zoning Department staff does not find the petition to be consistent with the intent and direction of the City's comprehensive plan and recommends denial.

