



Lulfs Groves Large Scale Comprehensive  
Plan Amendment  
(P22-336)

# Strategic Plan Link

- The City's Mission to plan for smart and balanced growth.
- The City's Goal High Quality Infrastructure & Facilities

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.

# Request Summary

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 for the property and the Lulfs Groves sub-area policies in the Future Land Use Element.
Agent:	Steve Garrett, Lucido and Associates
Applicant:	DR Horton
Property Owner:	Lulfs Groves, LLLP
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.

# Background

- The Lulfs Groves property was annexed into the City in June 2008 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 in May 2009 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

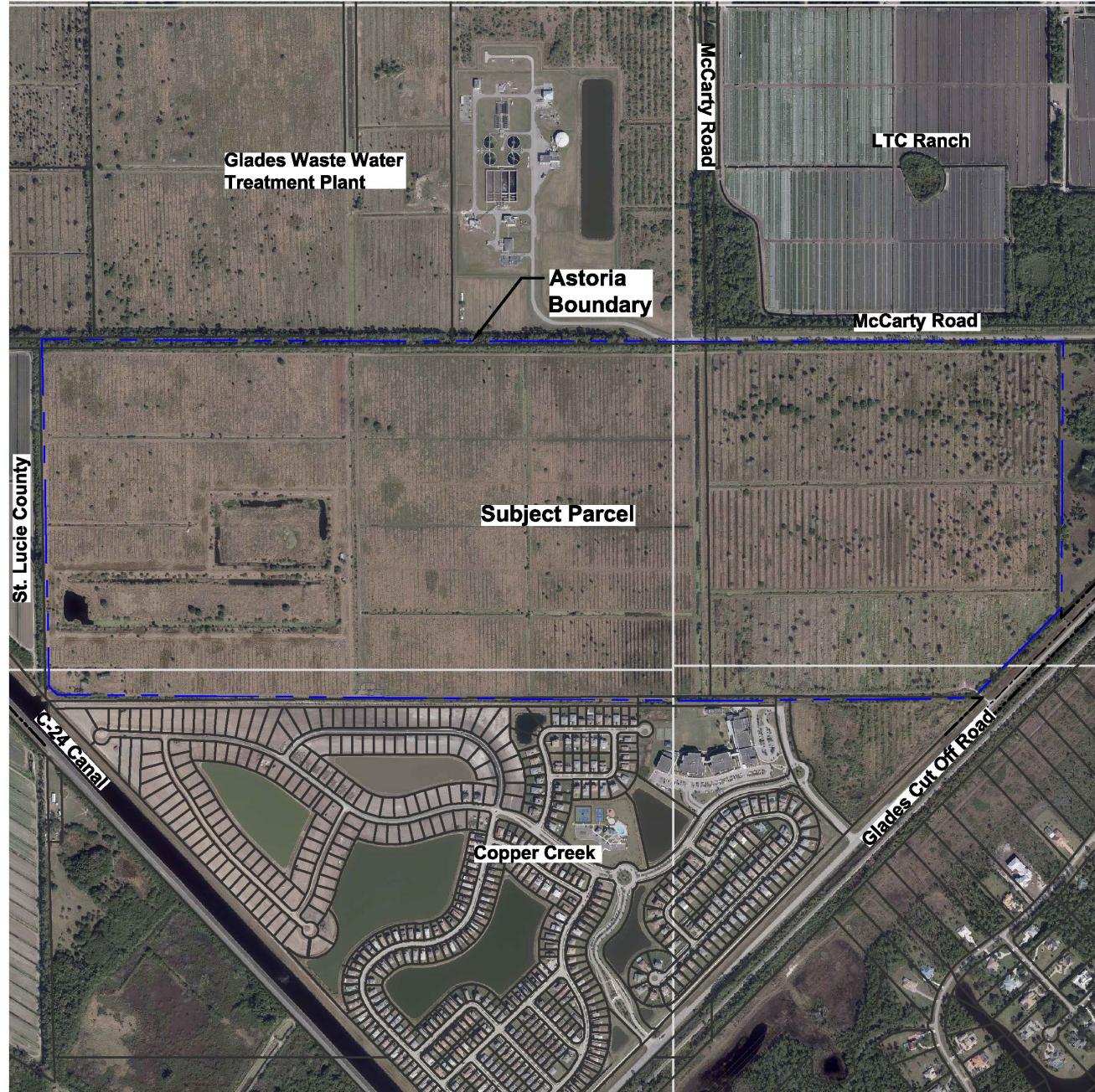
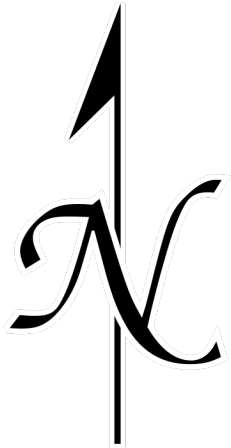
- Lulfs Groves Business Park Area. This area is designated pursuant to the provisions of Policy 1.1.7.2, in order to promote the development of a compact, high-intensity, multi-use area, and to designate an area for intensive growth that includes land uses such as industrial, commercial, retail, and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

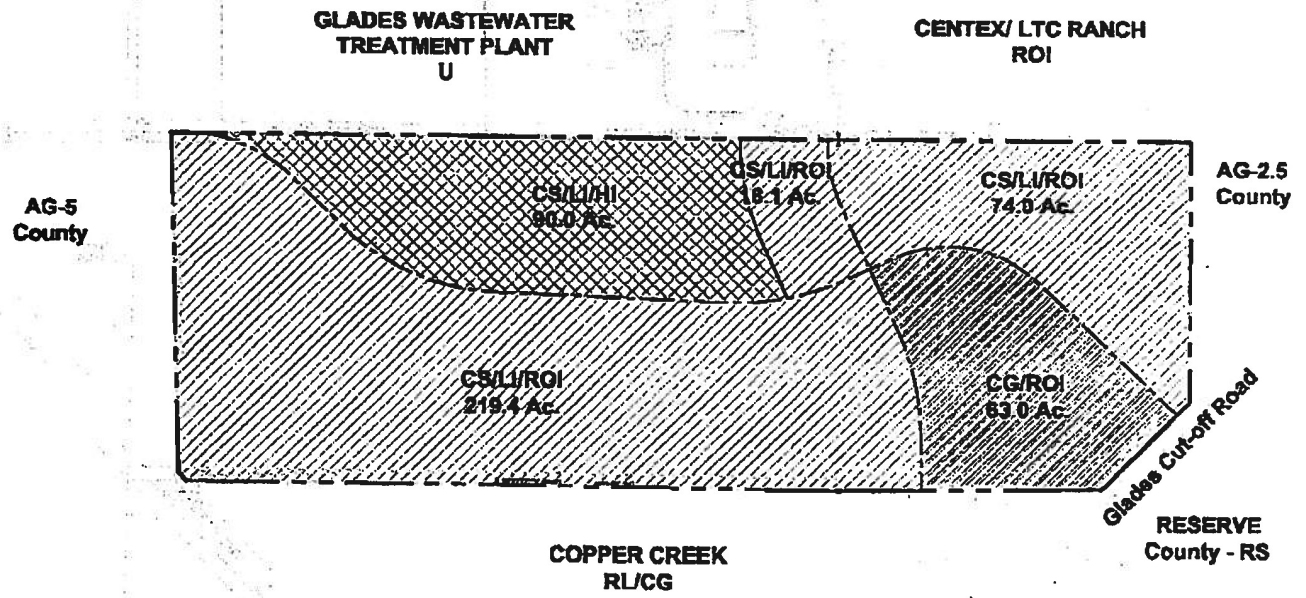
# Lulfs Groves Policy 1.1.4.19 (B)

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





Site Data	
Total Site Area	464.5 AC.

Proposed Land Uses		
CS/LI/RO1	Service Commercial Light Industrial Residential / Office / Institutional	311.5 AC.
CS/LI/HI	Service Commercial Light Industrial Heavy Industrial	90.0 AC.
CG/RO1	General Commercial Residential / Office / Institutional	63.0 AC.

Legend	
	CS/LI/RO1
	CS/LI/HI
	CG/RO1

Proposed Future Land Use

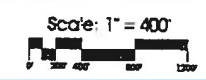


Figure 4. Proposed Future Land Use Map.



### EXISTING FUTURE LAND USE 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

Scale: nts  
Date: November 9, 2022

**Astoria**  
City of Port St. Lucie

# Zoning

- Per Policy 1.1.4.18, the Lulfs Groves property has to be rezoned PUD (Planned Unit Development) which requires a PUD concept plan.
- Through the PUD rezoning process, the City can specify the area where the 500 residential units are to be located and approve the types of uses allowed in the PUD.
- The Council will have the final say on the types of industrial or service commercial uses that will be permitted in the PUD.

# Typical Industrial and Service Commercial Uses

- CS/LI/HI - Building material sales; Cabinet shop; Contractor's shop; Trade shop (roofing, plumbing, electrical, carpentry and the like); Wholesale Trade; Food Processing Facility; Manufacturing, Warehousing and Assembly; Self Storage and Outdoor Storage; Public or Semi-Public Facility or Use; Repair and Maintenance of Vehicles and Equipment; and Research and development facility.
- CS/LI/ROI – All uses listed above as well as medical and general office uses
- CG/ROI – General commercial uses, medical and general office uses, and multi-family development (limited to 500 units)

# 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.

# Lulfs Groves Proposed Future Land Use Classifications

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

# Proposed Revisions to Policy 1.1.4.8

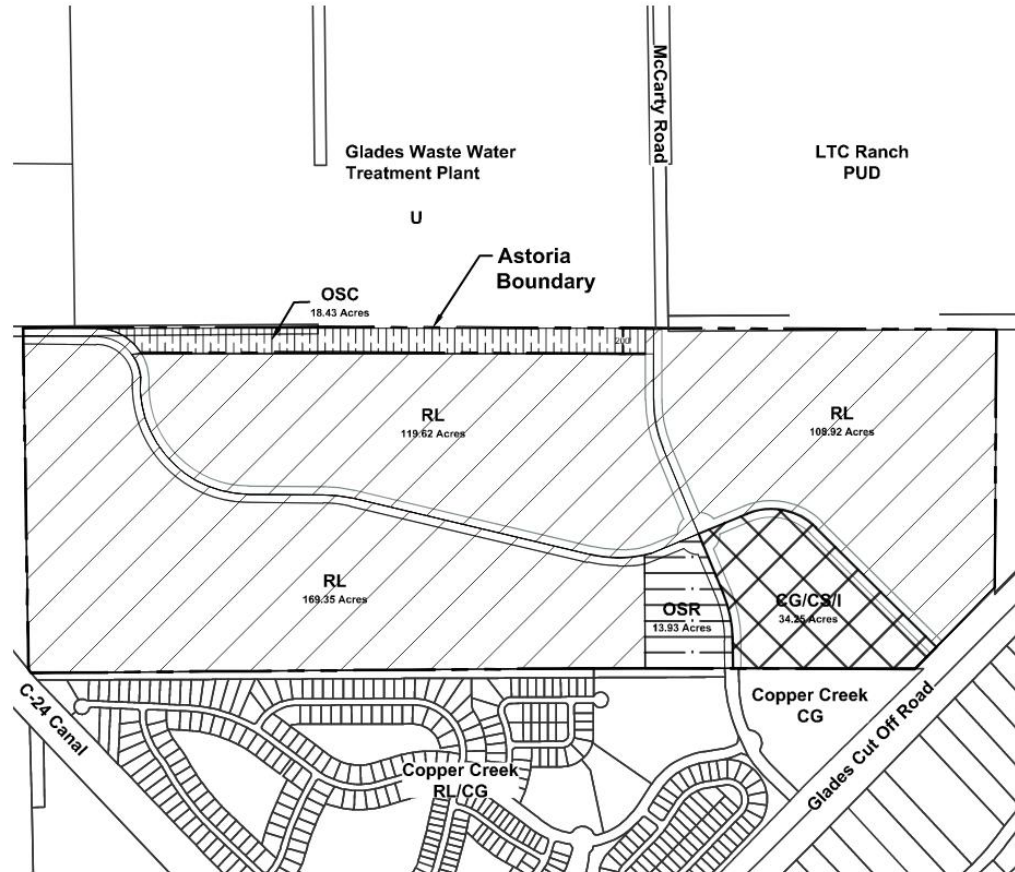
- Policy 1.1.4.18: ~~Lulfs Groves Business Park Area.~~ Astoria Development Area. This area is designated pursuant to the provisions of Policy 1.1.7.2, to utilize PUD zoning, and design and architectural controls to better integrate mixed uses into neighborhoods and Policy 1.1.11, in order to promote 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
<b>Industrial</b>	<del>1,000,000 sq ft. – 2,400,000 sq. ft.</del>
<b>Retail</b>	100,000 sq. ft. - 200,000 sq. ft.
<b>Office</b>	<del>50,000 sq. ft. – 200,000 sq. ft.</del> <u>50,000 sq ft – 150,000 sq ft</u>
<b>Institutional</b>	<del>50,000 sq. ft. – 200,000 sq. ft.</del> <u>15,000 – 50,000 sq. ft.</u>
<b>Residential</b>	up to <del>500</del> <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.

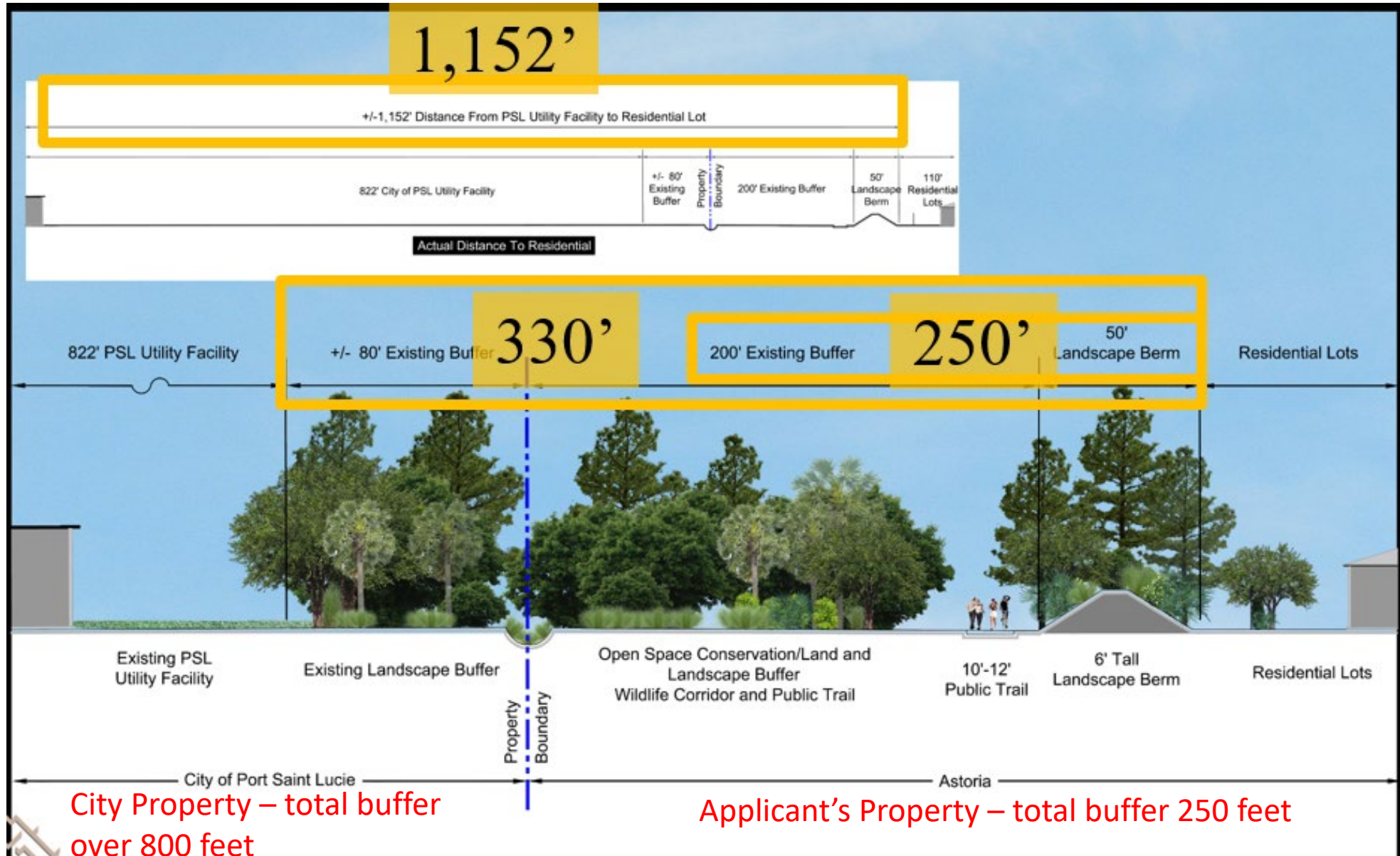
# Traffic Impact Analysis

- A traffic analysis was provided and reviewed by the City's 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.
- 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.

# Existing Traffic Commitments

- Per the annexation and development agreement:
  1. Lulfs Groves is required to participate in a special assessment district or other similar funding mechanism for the improvement of Midway Road from 1-95 west to Okeechobee Road
  2. Pay its fair share or construct two (2) lanes of the extension of McCarty Road between the northern and southern boundaries of the Property
  3. Pay its fair share or construct two (2) lanes of the extension of McCarty Road from the northern boundary of the Property north to E/W 5
  4. Construct two (2) lanes of E/W 6 from Glades Cut-Off Road to the western boundary of the Property

# Applicant's proposal



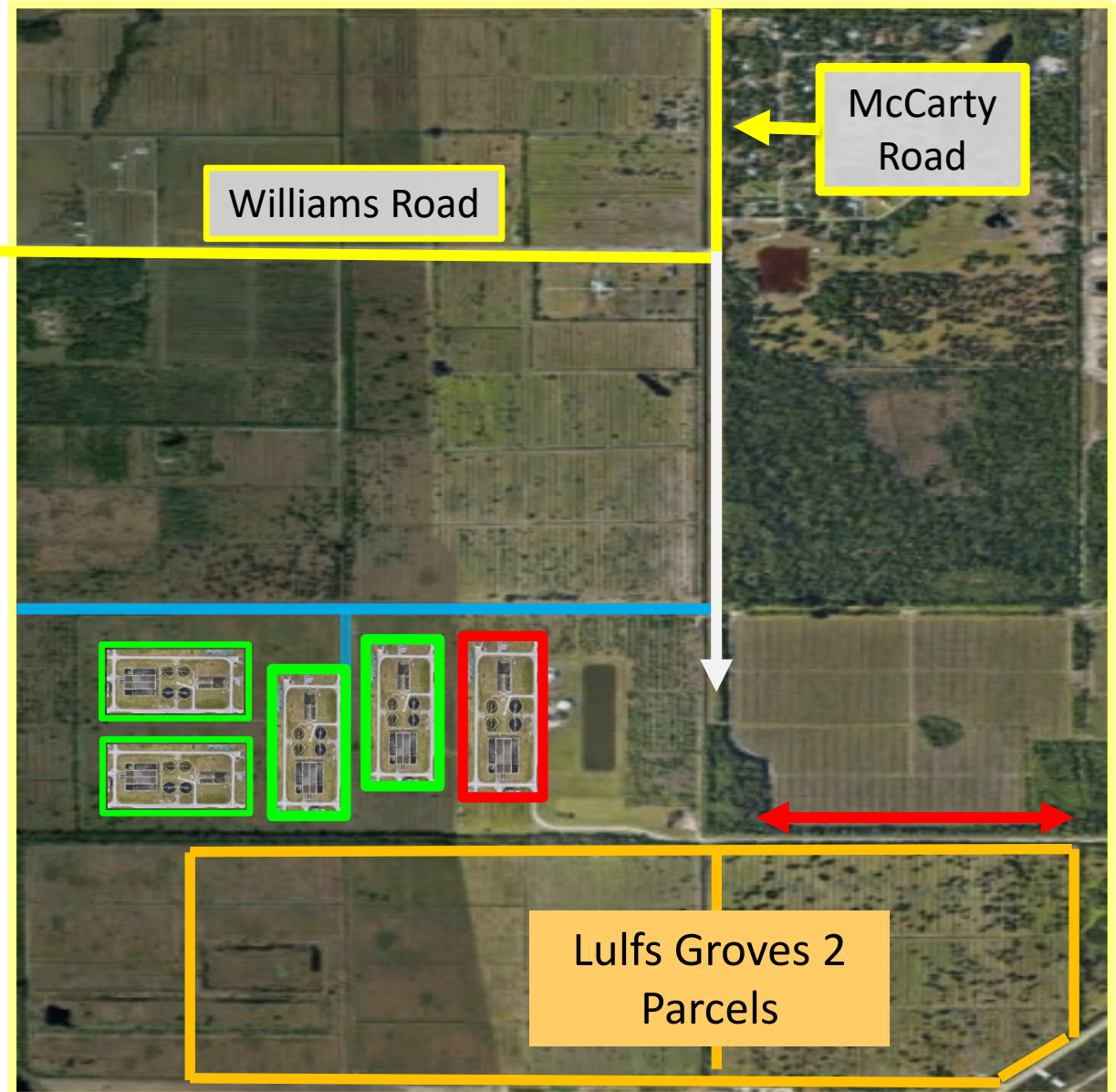
City of Port St. Lucie's

Glades Wastewater  
Treatment Facility

January 22, 2024



- 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

# 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.

# Other Considerations

- Applicant's Proposed Public Benefits:
  - A 250-foot-wide buffer between the residential units and the Glades property
  - 13.93 acres for a City Park
  - 5-acre Civic site with 2.5 acres towards Fire Station
  - Acceleration of certain roadway improvements required by the annexation agreement
- Staff recommended any proposed benefits be included as new policies to be adopted into the comprehensive plan to ensure that the promises/improvements are binding and enforceable and cannot be renegotiated without a future amendment to the comprehensive plan with public input.

# 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.
- 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.