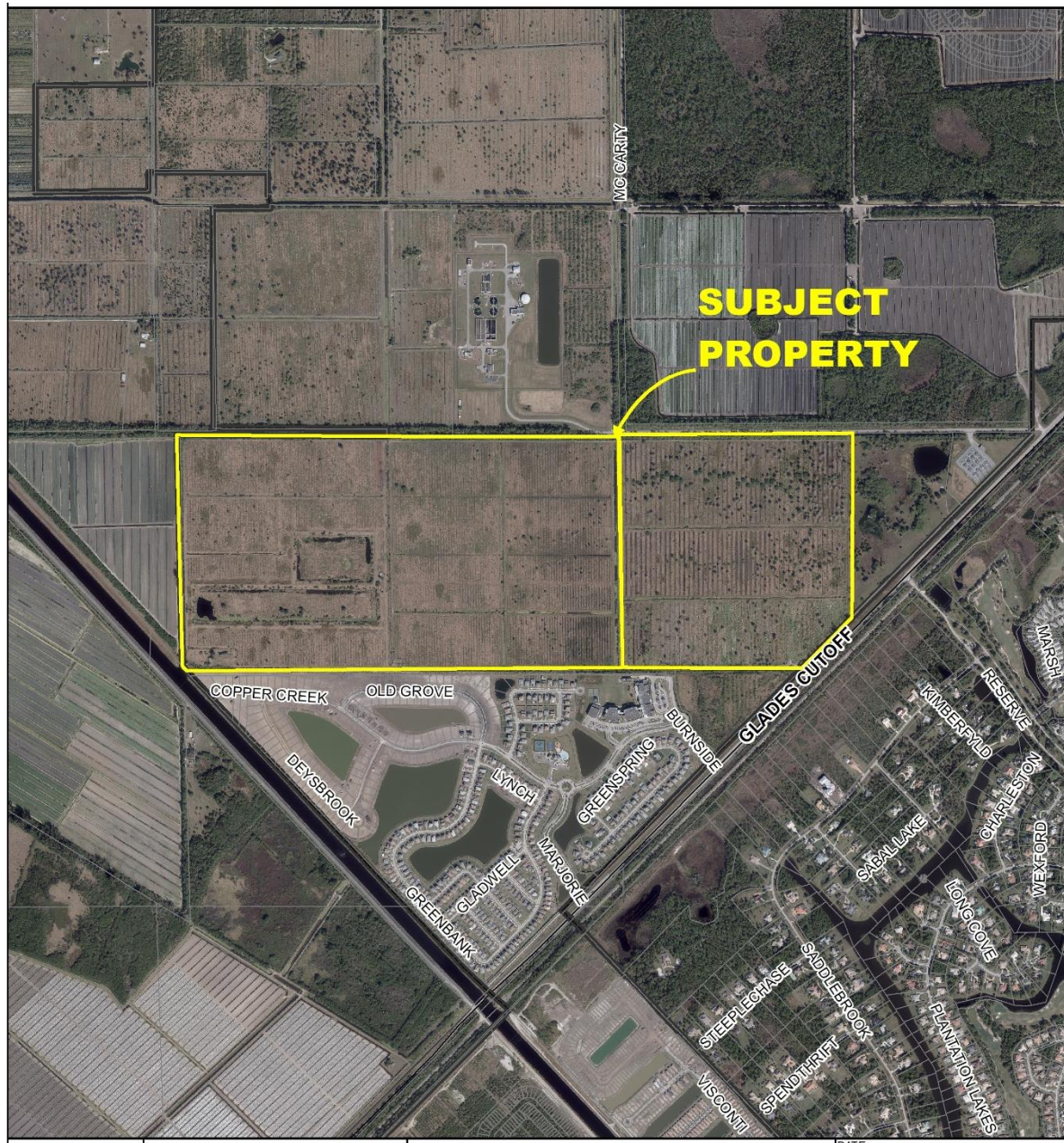




Comprehensive Plan Large Scale Future Land Use and Text Amendment Application
Lulfs Groves, LLLP
Project No. P22-336



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

Proposed Project

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 Lulfs Groves property was annexed into the City in 2008 (OR 08-36) and is subject to an executed and recorded annexation agreement. A large scale comprehensive plan amendment was approved for Lulfs Groves in 2009 (OR 08-53) that changed the land use 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). The amendment included the adoption of sub-area policies that identified Lulfs Groves as a mixed-use business park with industrial, commercial, office, institutional, and limited residential entitlements. The 90 acres of CS/LI/HI land is located immediately south of the Glades Wastewater Treatment plant since industrial type uses were considered to be more compatible with a wastewater treatment plant compared to residential.

The proposal amendment revises the future land use map and subarea policies for Lulfs Groves to reclassify the project as a primarily residential development to be known as Astoria with the following land uses: 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). Policy 1.1.4.19 of the Future Land Use Element identifies the development intensities for the Lulfs Groves. The proposal will decrease the non-residential entitlements approved for Lulfs Groves and increase residential entitlements as shown below:

Proposed Changes to Policy 1.1.4.19

Use	Lulfs Approved	Astoria Proposed	Difference
Residential Dwelling Units	Up to 500	Up to 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 million sq ft

The proposed changes are attached to the ordinance as Exhibits “B” and “C”.

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

Direction	Future Land Use	Zoning	Existing Use
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

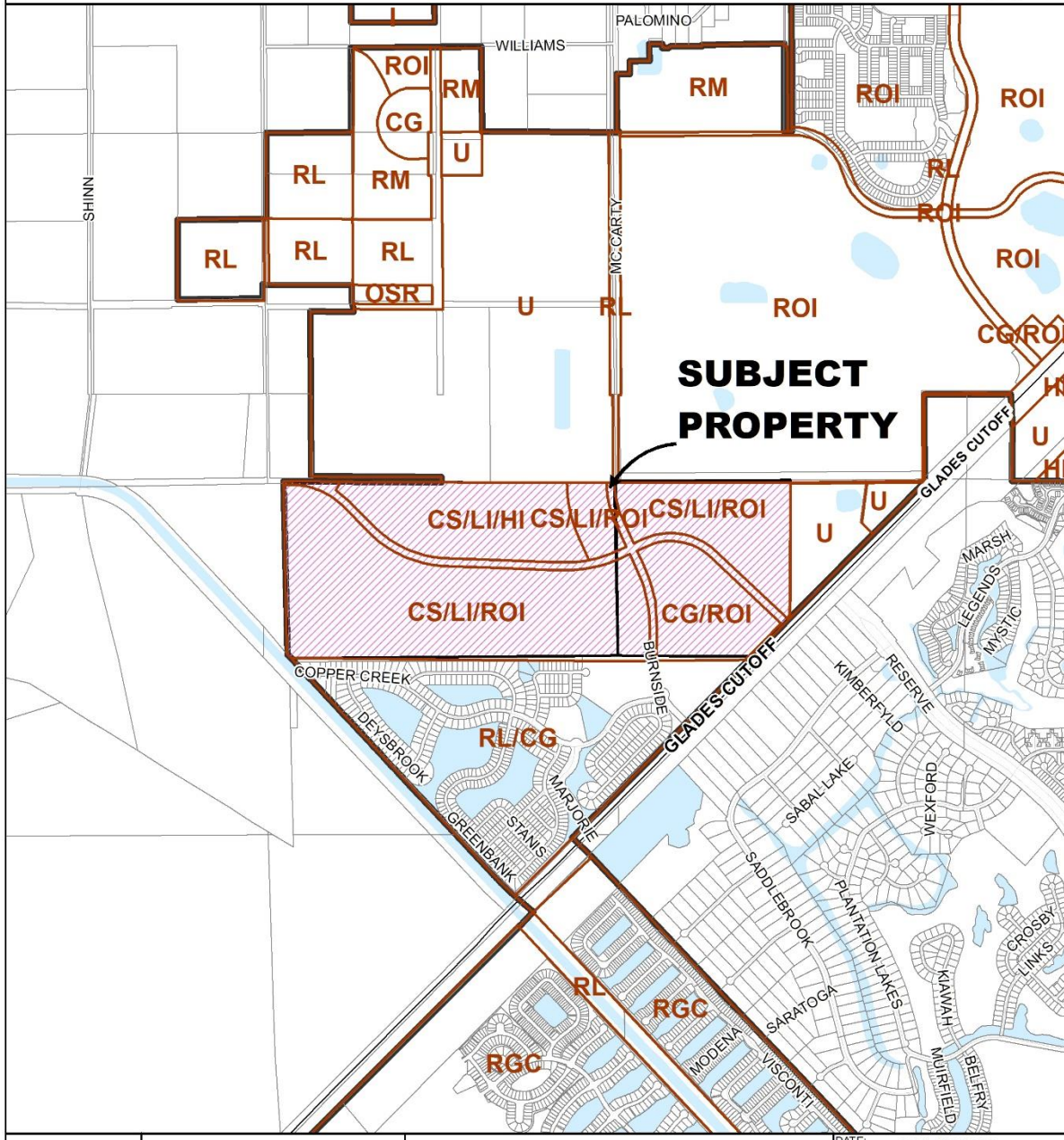
U-Utility

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

FUTURE LAND USE





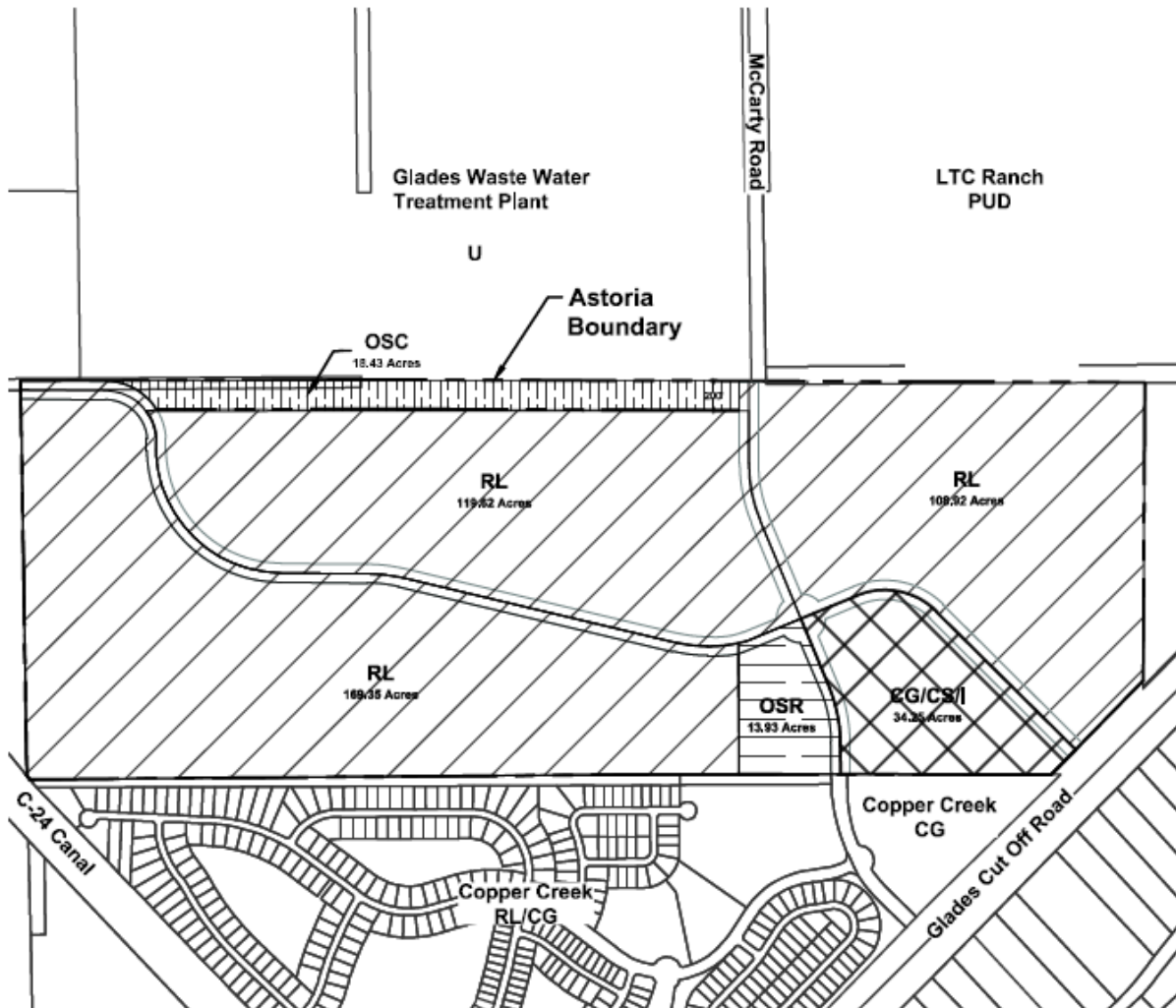
lucido & associates





751 NE Duane St., Astoria, OR 97103

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Exhibit B: Astoria Future Land Use Map

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

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). In addition, the applicant has noted that the property borders residential development on the northeast (LTC Ranch DRI/Wylder), Copper Creek to the south, and residential in the Reserve to the east across Glades Cut-Off Road.

The property also borders the City's Glades Wastewater Treatment plant on the northwest. Under the existing land uses, this area was designated for Commercial Service/Light Industrial/Heavy Industrial uses due to the close proximity to the wastewater treatment facility. Under the proposed amendment, this area will be designated for low density residential development. To address incompatibility concerns, the proposed land use amendment will designate 18.43 acres of land along the northwest border of the property as Open Space Conservation (OSC) and the acreage will be designed as a 200- foot- wide linear buffer between the wastewater treatment facility to the north and the single-family homes that will be built to the south. The proposal to add 18.43 acres of OSC land to be developed as a linear buffer is memorialized in the associated amended annexation agreement.

The applicant has stated that this project will include significant public benefits including the buffer, required road right-of-way improvements, the conveyance of 12 net usable acres to the City for a future public park, and the conveyance of five acres of land for civic use. The civic uses are divided into 2.5 acres for the Fire District and 2.5 acres to the City. These conveyances are memorialized in the associated amended annexation agreement. The conveyance of land for parks is intended to meet the City's level of service requirements for parks and recreation facilities as a result of the change in land use to low density residential.

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.

Proposed Water and Wastewater Calculations						
Land Use	Acreage	Total Dwelling Units No Cap		Level of Service	Water	Wastewater***
RL (5 units per acre - no cap)	397.89	1989		115 gallons/capita/day*	615,436	468,669.66
CG/CS/I	34.25		596,772**	125 gallons per 1000 square foot*	74,596	63,406.60
Total					690,032.36	532,076.26
Land Use	Acreage	Total Dwelling Units with Cappe at 1,350		Level of Service	Water	Wastewater***
RL	397.89	1,350			417,622.5	276,547.50
CG/CS/I	34.25		596.772**	125 gallons per 1000 square foot*	74,596	63,406.60
Total					492,218.50	339,954.10
*based on 2.69 persons per household						
**based on 40% Coverage						
***LOS for wastewater 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 3rd Party Traffic Consultant and approved by the Public Works Department. The project was 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 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 and is calculated based on the total number of residential units and an average household size of 2.69 persons per household (Census 2020). Based on a proposed cap of 1,350 residential units will create a demand for 18 acres. The proposed land use amendment includes 13.93 acres of Open Space Recreation of which 12 acres will be conveyed to the City 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. There is an existing agreement for contributions for public schools for

the Lulfs Groves property based on the previous proposal for 500 hundred residential units. The applicant is working with the School District to address the requirements for the updated proposal of 1,350 residential units.

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 in the form of ditches and other agricultural irrigation systems. 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

The Lulfs Groves property is subject to an executed and recorded annexation agreement. The applicant has submitted an amendment to the annexation agreement to reflect the revised land uses, revised and development entitlements (P25-062). The amendment to the annexation agreement also includes updated roadway requirements for both city and county facilities, updated utility infrastructure requirements, and requirements for additional landscape buffering between residential development and the Glades Wastewater Treatment Plant facilities. It memorializes the public benefits the applicant has stated the project would provide. This includes the dedication of a twelve (12) acre site for a future public park and the dedication of a five (5) acre civic site for a future fire station and other city civic uses. The amendment requires the home builder/developer to include a disclosure form with every purchase agreement and at the closing of each sale of a residence to notify the purchaser of the adjacent wastewater treatment plant.

The proposed amendment to the annexation agreement includes requirements for Lulfs to design and construct, at its expense, two (2) on-site travel lanes of the extension of McCarty Road between the northern boundary of the Property and the connection with Burnside Street at the southern boundary of the Property and to construct, at its expense, two (2) on-site travel lanes of E/W 6 (Astoria Blvd.) from Glades Cut-Off Road to the western boundary of the Property. The City's requirement is for these two roadways to be designed as two lane divided roadways and configured to accommodate future 4-lane roadways. City staff included language in the annexation agreement that identifies the first two lanes of the roadways as being constructed to provide site related access to future uses within the development. The Lulfs Groves team objected to and removed the "site-related" roadway improvements for McCarty Road and E/W 6 over concerns that this language would arguably make these improvements ineligible for mobility fee credits, even if the City changes the mobility plan to allow credits for the first two lanes. It's Lulfs position that these roadways are not "site related" improvements but are part of the City and County road networks. The Lulfs team also objected to the City's requirement that McCarty Road be designed as a two lane divided roadway through the property.

The Lulfs Groves team also deleted the city recommended right of way widths of 150 feet for arterial roadways and 135 feet for collector roadways. Instead, Lulfs is proposing right of way of 135 feet for arterials and 100 feet for collectors. The request for a right-of-way width of 135 feet for arterials is less than what is currently required by the executed annexation agreement.

The amendment also includes a requirement for the developer to pay the City One Hundred and Fifty Thousand Dollars (\$150,000.00) for the installation of a motorized gate and/or system of gates to prevent unauthorized traffic from McCarty Road onto the City's Glades WWTP access driveway. The subject

property abuts the City's Glades WWTP driveway to the north. The gates are intended to stop drivers, including construction trucks and future residents, from using the driveway to access the property. The Utility Systems Department 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.

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. Low density residential is the predominant land use in the city. It makes up approximately 35 percent of the City's total land area and approximately 45 percent of the vacant land in the City. Lands with a Commercial or Industrial future land use designation make up approximately 4 percent and 1 percent, respectively, of the land area of the City.

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.

When the proposed amendment went before the Planning and Zoning Board on January 2, 2024, the Planning and Zoning Board recommended denial as recommended by the Planning and Zoning Department. The staff recommendation was for denial due to city staff's concerns about the conversion of industrial and commercial land for additional residential development and the potential incompatibility of residential development adjacent to the City's Glades wastewater treatment plant. A transmittal hearing on the proposed comprehensive plan amendment, P22-336, was held on January 22, 2024 and the amendment was approved for transmittal to the Florida Department of Commerce (state land planning agency) for review. The Florida Department of Commerce issued their review letter on February 28, 2024. There were no comments on the proposed amendment from the state land planning agency or the reviewing agencies.

City staff and the applicant's team have been negotiating the proposed amendment to the annexation agreement for over a year and there is still no consensus on certain roadway requirements, right-of-way width requirements, and utility requirements. The Planning and Zoning Department does not support the transition 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 to primarily low density residential land use. The City has a sufficient supply of residential land as well as residential entitlements within approved developments of regional impact to accommodate future population growth. The City does not have sufficient commercial, industrial, and institutional land to support economic development and to provide services to current and future residents.

STAFF 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.

A transmittal hearing was held on January 22, 2024. There were no objections to the proposed amendment from the state or reviewing agencies.

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.