

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 7C4
From: Staff
Date: July 15, 2016 Council Meeting
Subject: Local Government Comprehensive Plan Review
Draft Amendment to the City of Port St. Lucie Comprehensive Plan
Amendment No. 16-3ESR

Introduction

The Community Planning Act, Chapter 163, *Florida Statutes*, requires that the regional planning council review local government comprehensive plan amendments prior to their adoption. The regional planning council review and comments are limited to adverse effects on regional resources or facilities identified in the strategic regional policy plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any affected local government within the region. Council must provide any comments to the local government within 30 days of the receipt of the proposed amendments and must also send a copy of any comments to the state land planning agency.

The amendment package from the City of Port St. Lucie contains proposed changes to the text of the Future Land Use Element, Transportation Element, and several maps in the comprehensive plan. This report includes a summary of the proposed amendment and Council comments.

Summary of Proposed Amendment

The amendment package proposes several changes to the comprehensive plan. The changes are primarily related to recent proposed amendments to the development order for the Riverland/Kennedy Development of Regional Impact (DRI). These changes are summarized below:

Future Land Use Element

- Revise the Conceptual Master Plan map for Riverland/Kennedy New Community Development (NCD) District to reflect recent proposed changes to the Riverland/Kennedy DRI master plan. These changes removed 15 acres of Neighborhood/Village Commercial Areas in the northeastern corner of the property and replaced this with a residential designation.

- Revise Objective 1.2.10 and Policy 1.2.10.5 to remove the reference to the Annexation Agreement, dated July 19, 2004, as amended. The city staff report indicates that this reference is being removed to reduce the possibility of internal inconsistencies within the comprehensive plan, because the Annexation Agreement may be amended over time.
- Revise Policy 1.2.10.2 to indicate the allocation of land uses in the Riverland/Kennedy DRI is now 166 acres of Neighborhood/Village Commercial Areas, 367 acres of Mixed-Use, and 3,095 acres of Residential. These changes reflect recent proposed changes to the development order for the Riverland/Kennedy DRI.
- Revise Policy 1.2.10.5 to delete subsections a through f addressing transportation improvements, because these improvements have either already been completed or are addressed in Table 2-9, 2035 Cost Feasible Projects Roadway Needs Assessment (2016-2035).

Transportation Element

- Revise Table 2-8, Roadway Needs Assessment, and Table 2-9, 2035 Cost Feasible Projects Roadway Needs Assessment (2016-2035), to reflect that E/W 2 roadway will extend from Community Boulevard to Village Parkway. The segment of E/W 2 roadway from N/S A to Community Boulevard was previously removed from the Riverland/Kennedy DRI master plan.

Maps

- Revise several maps to remove the segment of E/W 2 noted above, and N/S BC, which extended from Paar Drive to Becker Road between N/S B and Community Boulevard. These roadway segments were previously deleted from the Riverland/Kennedy DRI master plan. Therefore, these segments are proposed to be deleted from the following maps:
 - Map FLU-2b Vacant Lands
 - Map TRN-2 Future Number of Lanes
 - Map TRN-3a Future Functional Class
 - Map TRN-11 Existing/Future Transportation (2035)
 - Map TRN-12 SW Annexation Area Roadway Plan

Regional Impacts

Previous correspondence from Council staff details concerns related to the proposal to eliminate the rights-of-way for E/W 2 and N/S BC (Exhibit 10). The SRPP calls for a network of streets and a regional transportation system that integrates different modes of travel into one balanced system that supports community goals, enhances urban life, increases mobility, and provides for

the safe and efficient movement of goods and people. The proposal to eliminate the rights-of-way for E/W 2 and N/S BC is inconsistent with the following regional policies:

Policy 7.1.1.1: Reserve and protect sufficient road right-of-way on the regional roadway network to provide for an efficient multi-modal transportation system.

Policy 7.1.2.5: Develop a regional roadway system of predictably spaced and interconnected east-west, north-south streets. Ideally, streets should be spaced every one-quarter to one-half mile to offer multiple route choices, disperse traffic, and discourage local travel on interstates and arterials.

Policy 7.1.3.1: Encourage patterns and forms of development and redevelopment that maximize public transportation alternatives, minimize the use of the region's collector and arterial roadway network, and reduce the total amount of daily vehicle miles traveled.

Policy 7.1.3.2: Plan and design new development and redevelopment to provide complementary interconnections for pedestrians and public transportation within and between residential areas, schools, employment and retail centers, recreational areas and other public facilities.

Extrajurisdictional Impacts

Council requested comments on July 1, 2016 from local governments and organizations expressing an interest in reviewing the proposed amendment. No extrajurisdictional impacts have been identified.

Conclusion

Council recommends the rights-of-way for the segments of E/W 2 and N/S BC remain in the comprehensive plan. These roads provide a strong framework for a well-defined network of streets. Ideally, the plan should have a network of streets spaced every ¼ to ½ mile to improve public safety and options for transit and other modes of transportation. Maintaining the existing rights-of-way for these roadways provides a good basis for establishing a finer grain network of streets. Such a network will achieve a more sustainable community design and better-contribute to meeting the long-term transportation needs of this area of the city.

Recommendation

Council should approve this report and authorize its transmittal to the City of Port St. Lucie and the Florida Department of Economic Opportunity.

Attachments

List of Exhibits

Exhibit

- 1 General Location Map
- 2 Existing Conceptual Master Plan for Riverland/Kennedy NCD District
- 3 Proposed Conceptual Master Plan for Riverland/Kennedy NCD District
- 4 Text Changes in Underline and Strikethrough Format
- 5 Map FLU-2b Vacant Lands – Proposed Changes
- 6 Map TRN-2 Future Number of Lanes – Proposed Changes
- 7 Map TRN-3a Future Functional Class – Proposed Changes
- 8 Map TRN-11 Existing/Future Transportation (2035) – Proposed Changes
- 9 Map TRN-12 SW Annexation Area Roadway Plan – Proposed Changes
- 10 Letter from TCRPC – April 21, 2014
- 11 Letter from TCRPC – June 8, 2016

Exhibit 1 General Location Map



Exhibit 2

Existing Conceptual Master Plan for Riverland/Kennedy NCD District

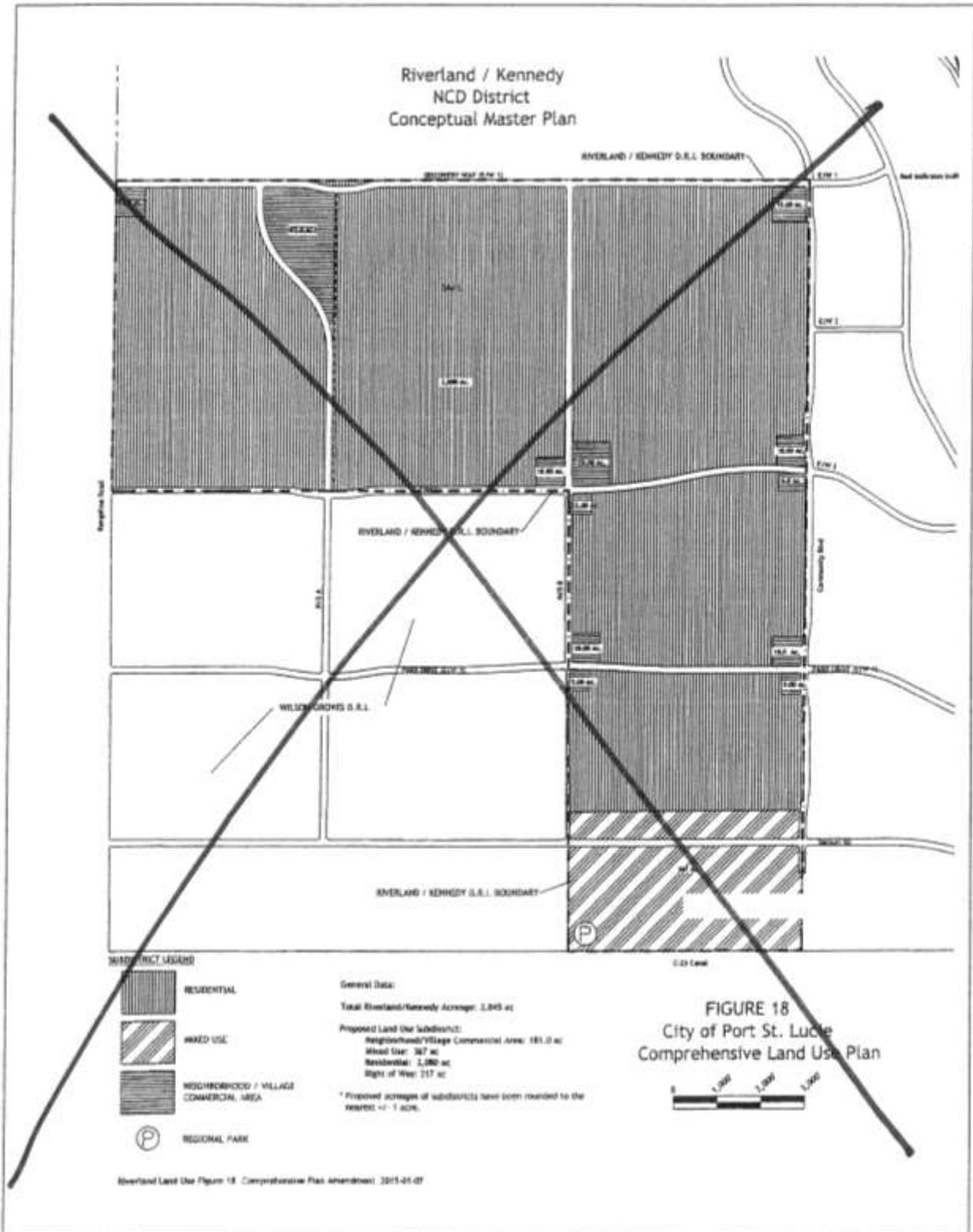


Exhibit 4

Text Changes in Underline and Strikethrough Format

Objective 1.2.10: ~~The Riverland/Kennedy NCD District is hereby established and shall be developed consistent with the development order adopted by the City pursuant to section 380.06, F. S., and with the Annexation Agreement, dated July 19, 2004, as amended.~~

Policy 1.2.10.1: The density and intensity of the Riverland/Kennedy NCD District shall be limited to 11,700 residential units and a maximum 3,942,495 GSF of retail, research and office, light industrial and institutional and civic, plus amenities and ancillary uses.

Policy 1.2.10.2: The allocation of land uses within the Riverland/Kennedy NCD shall be as shown in Figure 18 providing for ~~484~~ 166 acres of Neighborhood/Village Commercial Areas, 367 acres of Mixed-Use, and ~~3,080~~ 3,095 acres of Residential.

Policy 1.2.10.3: Within the Riverland/Kennedy NCD, 50 acres will be dedicated toward a 100-acre regional park and an additional 91 acres of neighborhood and community parks will be provided.

Policy 1.2.10.4: The Riverland/Kennedy NCD District shall provide a mix of land uses within close proximity to work and home; establish a hierarchy of interconnected streets and pedestrian/bike paths within and between uses that promote internal trip capture; and incorporate transit-oriented design features. In conjunction with development of the Riverland/Kennedy NCD District, land may be reserved for schools, fire stations, utilities, civic sites, private institutional sites for religious institutions, clubs, private schools, adult congregate living facilities and other uses that may be identified throughout the development process.

Policy 1.2.10.5: ~~The Riverland/Kennedy NCD District shall provide the following transportation and other public facilities, in the manner prescribed by the development order adopted pursuant to section 380.06, F. S., and the Annexation Agreement dated July 19, 2004, as amended:~~

- ~~a. Convey right-of-way to the City for Becker Road within the portion of the property (completed);~~
- ~~b. Pay for the construction of a two-lane roadway section on Becker Road through the property;~~
- ~~c. Fund the design, construction, property acquisition for stormwater drainage (but no other property acquisition) and all associated expenses of a four-lane divided roadway section within a 100' right-of-way for Becker Road east of I-95 to the Florida Turnpike (total funding not to exceed \$12,500,000.00) (completed);~~
- ~~d. Convey right-of-way to the City consistent with Transportation Series Map 2, 2035 Needs Assessment Map of the Transportation Element, including all intersection connections to Range Line Road (completed);~~
- ~~e. No later than July 19, 2007, contribute \$10,000,000.00 toward the of development of an interchange on I-95 subject to a future determination of need by the City (completed per amended Annexation agreement dated November 16, 2009);~~
- ~~f. Construct all intersection connections to Range Line Road within the property.~~

**Table 2-8
Roadway Needs Assessment**

Facility	From	To	Project	2035 Total Lanes
Arterial A	Glades Cut-Off Rd	Midway Rd	New 4 Lane	4
Bayshore Blvd	Port St. Lucie Blvd	Oakridge Blvd	New 4 Lane	4
Bayshore Blvd	St. Lucie West Blvd	Selvitz Road	New 4 Lane	4
Becker Rd (West)	Range Line Rd	Becker Rd	New 4 Lane	4
Becker Road (East)	Via Tesoro	Gilson Road	New 4 Lane	4
Becker Road (West)	Range Line Road	N/S B	New 4 Lane	4
Becker Road (West)	N/S B	I-95 Interchange	New 6 Lane	6
California Blvd	St. Lucie West Blvd	Peacock Blvd	Add 2 Lanes	4
California Blvd	Del Rio Blvd	St. Lucie West Blvd	Add 2 Lanes	4
California Blvd	Savona Blvd	Del Rio Blvd	Add 2 Lanes	4
Cashmere Boulevard	Crosstown Parkway	St. Lucie West Blvd	New 4 Lane	4
Community Blvd (West)	Parr Dr (West)	Community Blvd	New 4 Lane	4
Community Boulevard	E/W 1	Becker Rd	New 4 Lane	4
Crosstown Pkwy	Manth Ln	US 1	New 6 Lane	6
Crosstown Pkwy (West)	Range Line Rd	Exist Crosstown Pkwy	New 4 Lane	4
Darwin Boulevard	Becker Road	Port St. Lucie Blvd	New 4 Lane	4
E/W 1	Rangeline Road	N/S B	New 2 Lane	2
E/W 1	N/S B	Community Blvd.	New 4 Lane	4
E/W 1 (Discovery Way)	Range Line Rd	Village Pkwy	New 4 Lane	4
E/W 2	N/S A <u>Community Blvd.</u>	Village Pkwy	New 4 Lane	4
E/W 3	Range Line Rd	Village Pkwy	New 4 Lane	4
E/W 3	Village Pkwy	Rosser Blvd	New 4 Lane	4
E/W 3	Range Line Rd	N/S A	New 2 Lane	2
E/W 3	Village Pkwy	S.W. Open View Drive	New 6 Lane	6
E/W 3	N/S A	Village Pkwy	New 4 Lane	4
E/W 5	McCarty Rd	Glades Cut-Off Rd	New 4 Lane	4

Exhibit A-5

**Table 2-9
2035 Cost Feasible Projects
Roadway Needs Assessment (2016-2035)**

Facility	From	To	Project	2035 Total Lanes
Port St. Lucie Blvd ⁽²⁾	FL Turnpike	Floresta Dr	Add 2 Lanes	8
Becker Rd	Range Line Rd	Becker Rd	New 4 Lane	4
Crosstown Pkwy	Range Line Rd	Existing Crosstown	New 4 Lane	4
E/W 1 (Discovery Way)	Range Line Rd	Village Pkwy	New 4 Lane	4
E/W 2	N/S-A <u>Community Blvd</u>	Village Pkwy	New 4 Lane	4
E/W 3	Range Line Rd	Village Pkwy	New 4 Lane	4
E/W 3 ⁽²⁾	Village Pkwy	Rosser Blvd	New 4 Lane	4
N/S A	Becker Rd	Crosstown Pkwy	New 4 Lane	4
N/S B	Becker Rd	E/W 1	New 4 Lane	4
Paar Dr	Range Line Rd	Village Pkwy	New 4 Lane	4
Paar Dr ⁽²⁾	Village Pkwy	Rosser Blvd	New 4 Lane	4

Exhibit 5 Map FLU-2b Vacant Lands – Proposed Changes

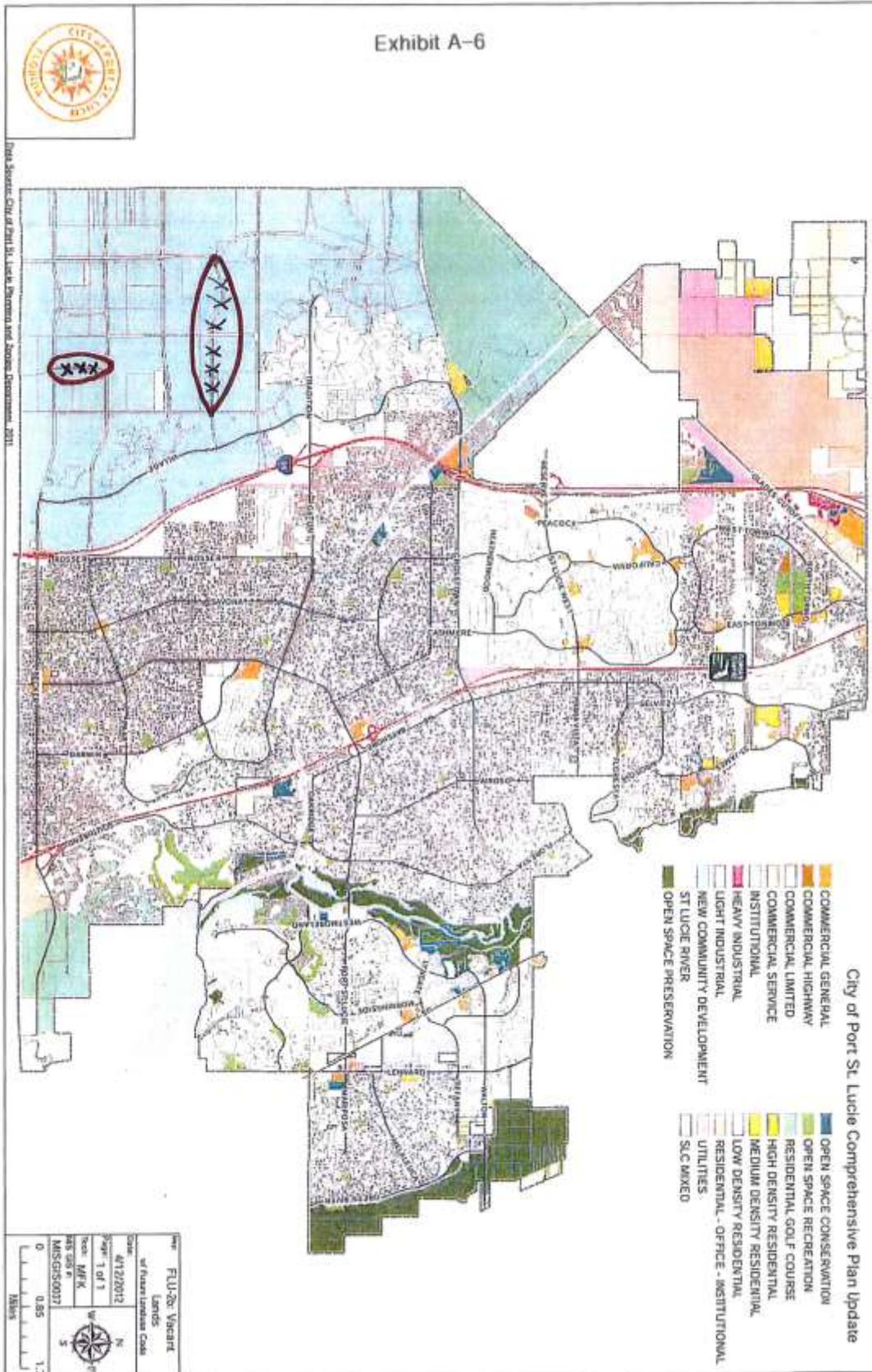


Exhibit 6 Map TRN-2 Future Number of Lanes – Proposed Changes

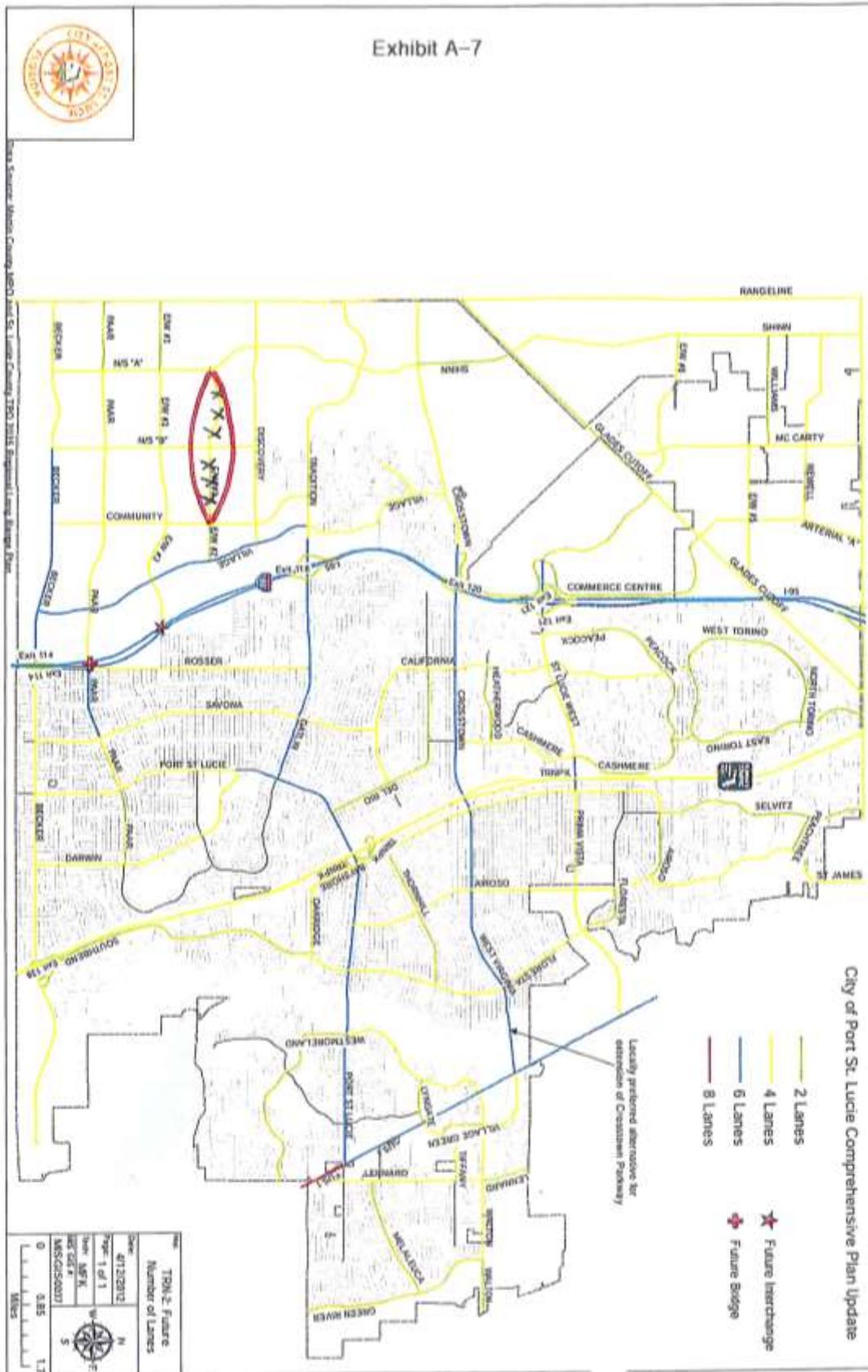


Exhibit 7 Map TRN-3a Future Functional Class – Proposed Changes

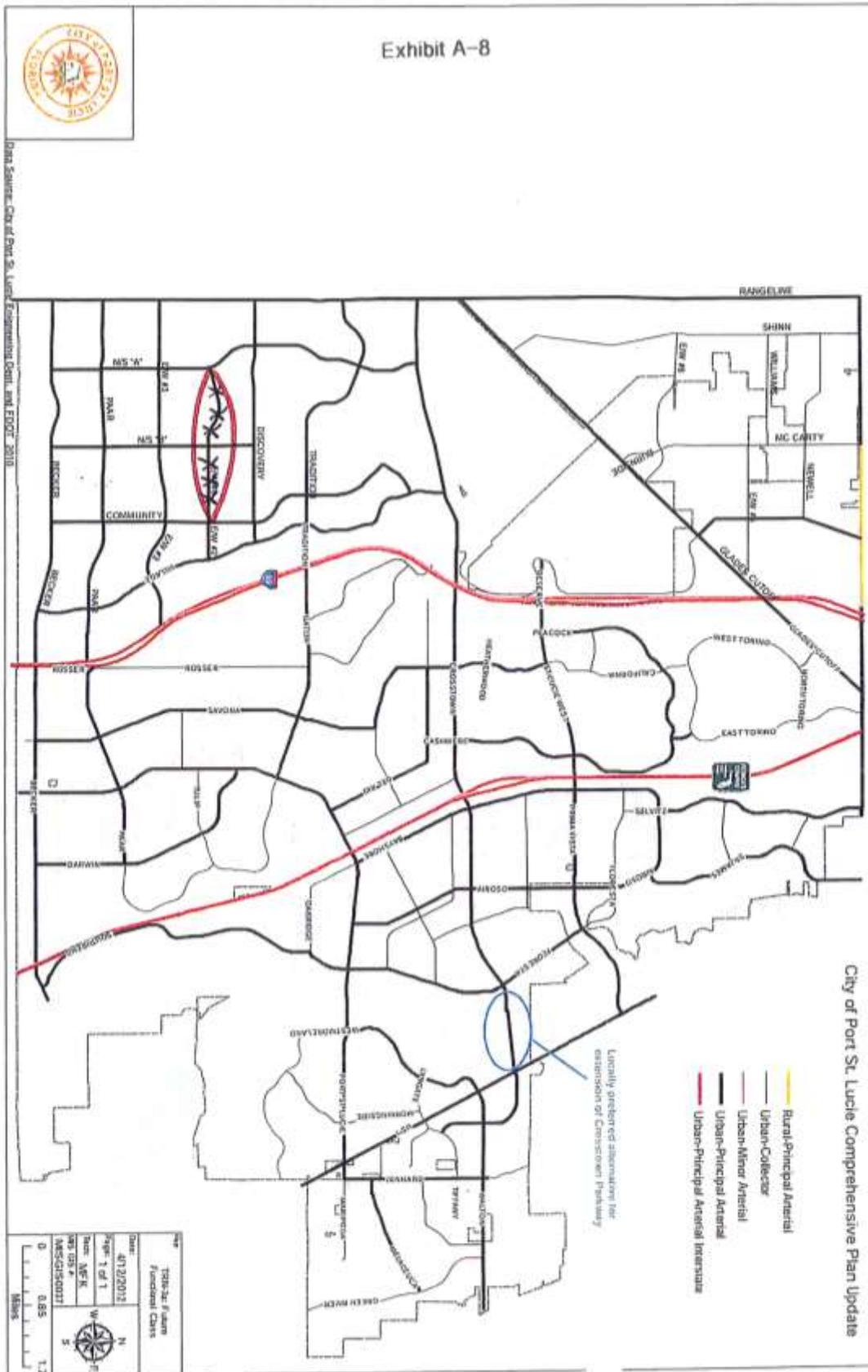


Exhibit 9 Map TRN-12 SW Annexation Area Roadway Plan – Proposed Changes

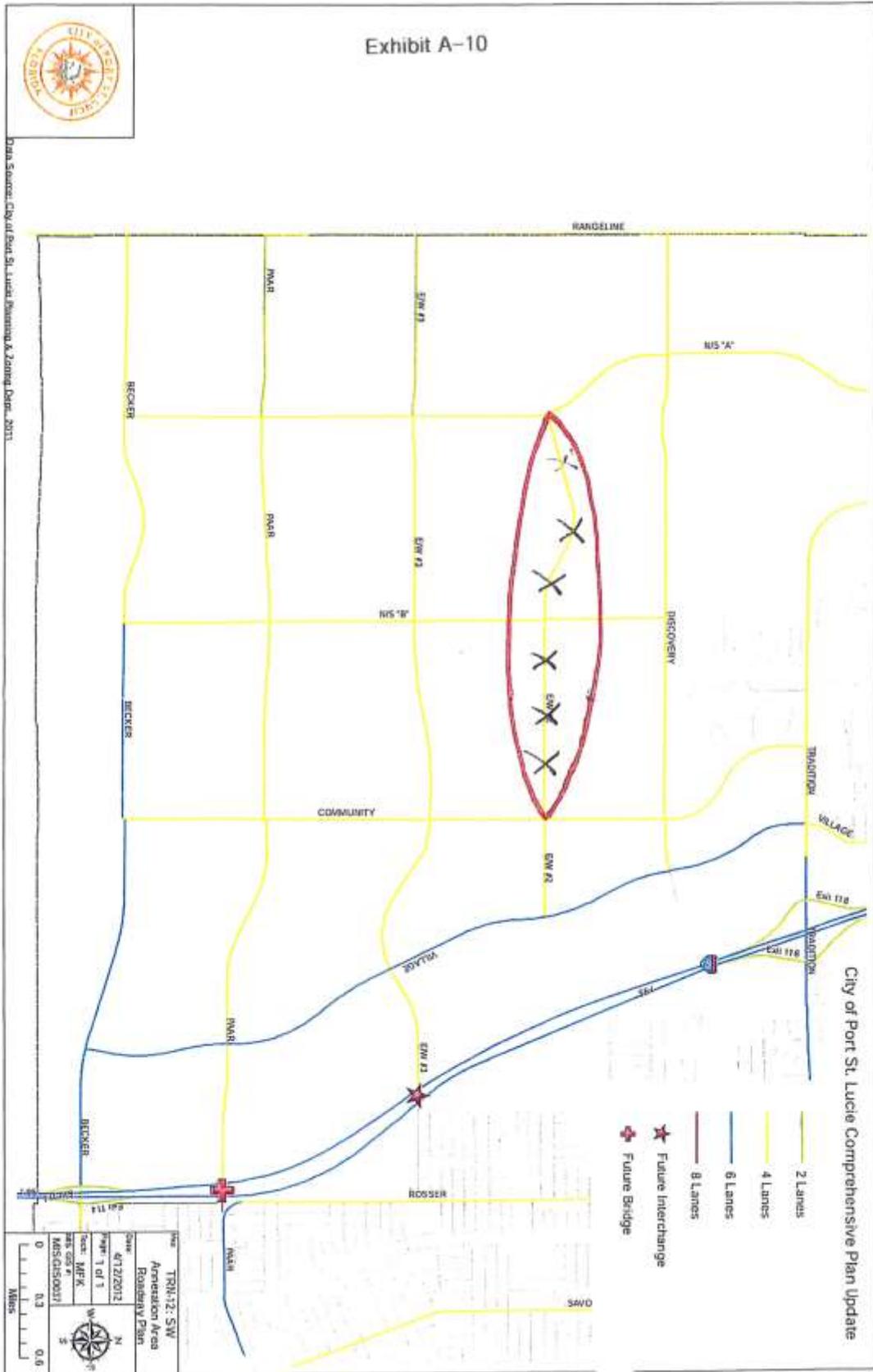


Exhibit 10
Letter from TCRPC – April 21, 2014



April 21, 2014

Mr. Daniel Holbrook, AICP
Director of Planning & Zoning
City of Port St. Lucie Planning & Zoning Department
121 SW Port St. Lucie Boulevard
Port St. Lucie, FL 34984

Subject: Riverland/Kennedy Development of Regional Impact Notice of Proposed Change

Dear Mr. Holbrook:

In accordance with the requirements of Section 380.06(19), Florida Statutes, Council has reviewed the Riverland/Kennedy Development of Regional Impact (DRI) Notification of a Proposed Change (NOPC). The Riverland/Kennedy DRI NOPC was originally submitted on February 24, 2011, and supplemental information has been provided numerous times during the last three years. Council has previously provided comments to the city in letters dated April 6, 2011, April 18, 2012, May 24, 2012, and July 9, 2012. This letter serves to amend Council's comments based on supplemental information provided in a letter from Glenn Ryals dated February 12, 2014, an email from Glenn Ryals dated March 5, 2014; and information received during a meeting on April 3, 2014 between Council staff, city staff, and Mr. Ryals.

The NOPC proposes the following changes:

- A. Amend Condition 1 to be consistent with Amendment #3 to the Annexation Agreement;
- B. Amend Condition 2 to indicate significant physical development has occurred;
- C. Amend Condition 3 to change the years in each phase and delete a table showing acres allowed for each of the proposed land uses;
- D. Amend Conditions 4 and 5 to reflect extensions to the buildout and termination dates;
- E. Amend Conditions 13, 15, 17-29, and 31 to revise transportation conditions and separate road improvement conditions within the City of Port St. Lucie that were previously linked with three other neighboring DRIs;
- F. Amend Condition 32 to clarify the wetlands conditions to place reliance on the regional approval and permitting requirements of the U.S. Army Corps of Engineers and South Florida Water Management District;
- G. Delete Condition 33 requiring an upland buffer around created wetlands;
- H. Delete Condition 34 regarding the preparation of a Mitigation Management Plan;
- I. Amend former Condition 35 regarding Wood Stork and the Mitigation Management Plan;

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- J. Add a note to former Condition 51 indicating the developer has entered into an Educational Facilities Impact Fee Credit Agreement;
- K. Amend former Condition 53 indicating the developer has entered into an agreement with the St. Lucie County Fire District;
- L. Amend former Condition 56 regarding Parks and Recreation;
- M. Amend the Master Plan, Map H, to: eliminate the right-of-way for E/W 2 and N/S BC; adjust the location of neighborhood commercial parcels; and shift the mixed use development to the southern portion of the development consistent with Amendment #3 to the Annexation Agreement.

Council has reviewed the proposed changes and understands the City of Port St. Lucie staff and the developer have reached an agreement on how to proceed with the bifurcated road conditions and development order language. The city applied a methodology to divide up the roadway improvements among the proposed developments (Southern Grove, Western Grove, Wilson Groves, and Riverland/Kennedy) within the Western Annexation Traffic Study area. The only outstanding issue with the latest submittal of the NOPC is the proposal to eliminate the rights-of-way for E/W 2 and N/S BC, because their removal has the potential to negatively impact the regional roadway network.

The Strategic Regional Policy Plan calls for a network of streets and a regional transportation system that integrates different modes of travel into one balanced system that supports community goals, enhances urban life, increases mobility, and provides for the safe and efficient movement of goods and people. The proposal to eliminate the rights-of-way for E/W 2 and N/S BC is inconsistent with the following regional policies:

Policy 7.1.1.1: Reserve and protect sufficient road right-of-way on the regional roadway network to provide for an efficient multi-modal transportation system.

Policy 7.1.2.5: Develop a regional roadway system of predictably spaced and interconnected east-west, north-south streets. Ideally, streets should be spaced every one-quarter to one-half mile to offer multiple route choices, disperse traffic, and discourage local travel on interstates and arterials.

Policy 7.1.3.1: Encourage patterns and forms of development and redevelopment that maximize public transportation alternatives, minimize the use of the Region's collector and arterial roadway network, and reduce the total amount of daily vehicle miles traveled.

Policy 7.1.3.2: Plan and design new development and redevelopment to provide complementary interconnections for pedestrians and public transportation within and between residential areas, schools, employment and retail centers, recreational areas and other public facilities.

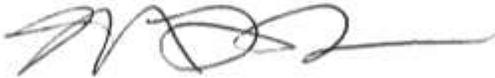
Mr. Daniel Holbrook, AICP
April 21, 2014
Page Three

The current plan provides inadequate information about the network of streets to serve the community. Council recommends that the rights-of-way for E/W 2 and N/S BC remain in the plan. These roads provide a strong backbone for a well-defined network of streets. To be successful over the long term, the project should have a finer grain network of streets. Ideally, the plan should have a network of streets every ¼ to ½ mile to improve options for transit and other modes of transportation. With more roads in the grid, they need to be less wide, which are safer than wide roads. A desire has been verbally expressed by the developer to address the internal transportation needs of the project with golf cart and pedestrian pathways. Maintaining the existing rights-of-way would still allow for this golf cart concept, without excluding other modes of transportation and public transit options. Furthermore, pedestrian, bicycle, and golf cart crossings work better with a finer grain network of streets. The City may even want to consider increasing the diversity and flexibility of allowable street designs/standards currently provided for under its own rules to encourage more pedestrian-friendly street types. Maintaining the rights-of-way for E/W 2 and N/S BC and provision of a finer grain network of streets would create a more sustainable community design and better-contribute to meeting the long-term transportation needs of this area of the City.

Please copy Council on all correspondence concerning this NOPC. If the development order is amended, please transmit a certified copy of the adopted development order amendment pursuant to this notice of proposed change.

If you have any questions please do not hesitate to contact me.

Sincerely,



Michael J. Busha, AICP
Executive Director

MJB/PGM:pgm

cc: James Stansbury, Florida Department of Economic Opportunity
Anne Cox, City of Port St. Lucie
Roxanne Chesser, City of Port St. Lucie
Mark Satterlee, St. Lucie County
Nicki van Vonno, Martin County
Gustavo Schmidt, Florida Department of Transportation
Chon Wong, Florida Department of Transportation
Maria Tejera, MTP Group, Inc.
Glenn Ryals, Riverland/Kennedy

Exhibit 11

Letter from TCRPC – June 8, 2016



June 8, 2016

Ms. Patricia A. Tobin, AICP
Director of Planning & Zoning
City of Port St. Lucie Planning & Zoning Department
121 SW Port St. Lucie Boulevard
Port St. Lucie, FL 34984

Subject: Riverland/Kennedy Development of Regional Impact
Notice of Proposed Change

Dear Ms. Tobin:

In accordance with the requirements of Section 380.06(19), Florida Statutes, Council has reviewed the Riverland/Kennedy Development of Regional Impact (DRI) Notice of Proposed Change (NOPC). The NOPC proposes the following changes:

- Revise Map H to remove the commercial designation from 15 acres in the northeastern corner of the property and replace this with a residential designation; and
- Extend the phasing dates in Condition 3, buildout date in Condition 4, and expiration and termination date in Condition 5.

The NOPC application indicates the change from commercial to residential designation on 15 acres is being requested because the commercial parcel no longer fits strategically with the overall master plan. The 15 acres are located at the southwest corner of the intersection of Discovery Way and Community Boulevard. Also, the proposed change in buildout date from 2034 to 2035 is to reflect additional development time allowed pursuant to Executive Order 15-173, which was approved by Governor Scott on August 28, 2015 for Tropical Storm Erika. The traffic impact evaluation letter included with the application indicates there will be no increase in traffic impacts. No changes in the number of residential dwelling units or intensity of development are proposed.

Council has reviewed the information provided by the applicant and has determined the proposed changes will not create additional impacts to regional resources and facilities. Please address the attached comment from the Florida Department of Transportation.

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Ms. Patricia A. Tobin, AICP
June 8, 2016
Page Two

Please copy Council on all correspondence concerning this NOPC. If the development order is amended, please transmit a certified copy of any development order amendment adopted pursuant to this NOPC.

If you have any questions, please do not hesitate to contact me.

Sincerely,



Michael J. Busha, AICP
Executive Director

MJB/PGM:pgm

Attachment

cc: James Stansbury, Florida Department of Economic Opportunity
Anne Cox, City of Port St. Lucie
Mark Satterlee, St. Lucie County
Steven C. Braun, Florida Department of Transportation
Chon Wong, Florida Department of Transportation
Glen Ryals, Authorized Agent



Florida Department of Transportation

RICK SCOTT
GOVERNOR

3400 West Commercial Blvd.
Fort Lauderdale, FL 33309

JIM BOXOLD
SECRETARY

June 1, 2016

Mr. James Stansbury
Florida Department of Economic Opportunity
Division of Community Development
Regional Planning Administrator
Caldwell Building, MSC 160
107 E. Madison Street
Tallahassee, FL 32399

Dear Mr. Stansbury:

**SUBJECT: Riverland/Kennedy Development of Regional Impact (DRI)
Notice of Proposed Change (NOPC) #3
City of Port St. Lucie, St. Lucie County**

The Department has reviewed the Notice of Proposed Change #3 to the Riverland Kennedy DRI, which was received on May 3, 2016. The Riverland Kennedy DRI is located west of I-95 and Community Drive, east of Range Line Road, south of Discovery Way, and north of the Martin County line. It is one of four DRIs located in the Western Annexation Area of the City of Port St. Lucie, and has a current buildout date of 2034.

The Applicant is requesting modification to change the number of acres designated for Residential use and Commercial/Retail use. The Applicant is not requesting modification to previously approved development intensities at this time. Additionally, a change to the buildout date for the project from 2034 to 2035 has been proposed pursuant to Executive Order 15-173, which relates to Tropical Storm Erika.

The Applicant is requesting the following changes as summarized in the table below.

Land Use	Approved Development Intensity	Proposed Development Intensity Change	Proposed Acreage Change
Residential (d.u.)	11,700	0	+15
Retail (sq ft)	892,668	0	-15
Research & Office (sq ft)	1,361,250	0	0
Light Industrial (sq ft)	1,361,250	0	0
Institutional & Civic (sq. ft.)	327,327	0	0

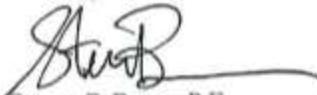
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Mr. James Stansbury
June 1, 2016
Page 2 of 2

The traffic impact evaluation letter as mentioned in the NOPC documentation was not included in the submittal package received by the Department. Please provide all supporting information for the proposed NOPC.

The Department respectfully requests that the above comments be considered and addressed. If you have any questions, please contact Chon Wong at (954) 777-4601 or Shi-Chiang Li at (954) 777-4655.

Sincerely,



Steven C. Braun, P.E.
District Planning and Environmental Engineer
District Four

SB:cw

cc: Michael J. Busha – Executive Director, TCRPC
Lisa Dykstra – Transportation Planning Manager, FDOT, District 4
Shi-Chiang Li – Systems and Policy Planning Supervisor, FDOT, District 4
Stacy Miller – Transportation Development Director, FDOT, District 4
Carmen Monroy – Office of Policy Planning Director, FDOT
Patricia Tobin – Director of Planning and Zoning, City of Port St. Lucie
Chon Wong – Planning Specialist, FDOT, District 4

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