



Port St. Lucie

CRA Expansion Master Plan

DRAFT



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Acknowledgements

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Special thanks to:



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Executive Summary

The City of Port St. Lucie created a Community Redevelopment Agency in February 12, 2001. This CRA is the guiding force behind the redevelopment and revitalization of a 1,700-acre area straddling US 1 between Village Green Drive and the City limits in the south. Defined for a 20-year planning and development timeframe, the CRA created a master plan in April 2001. This master plan marked the beginning of a comprehensive long-term master planning process for redevelopment. The master plan itself is a flexible development framework guiding future land use but with specific projects that implement the overall vision. This framework considers the existing and potential community fabric of Port St. Lucie, its culture, employment base, history, and city character.

Since its inception, the CRA has been focusing on balancing existing land uses – residential with commercial. Given the on-going effort of the CRA, the City of Port St. Lucie seeks to expand the area currently covered by the Community Redevelopment Area Master Plan. Extending its reach across Port St. Lucie Boulevard to the North Fork of the St. Lucie River, this expansion addresses the City’s aspirations of developing an economically viable riverfront area to complement a downtown or central business district.

With the Finding of Necessity Report for the CRA Expansion in March 2006, the City of Port St. Lucie recognized the existence of factors qualifying the expansion area for inclusion in the CRA. According to Section 163.340(8), Florida Statute, the CRA expansion area meets the following conditions:

- Limited areas designed for commercial, recreational or economic development exist, and as a result “a predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities.”
- Multiple ownership patterns in the area create “diversity of ownership or defective or unusual conditions or the title which prevent the free alienability of land within the deteriorated or hazardous area.”
- “Faulty lot layout in relation to size, adequacy, accessibility, or usefulness” occurs due to the problem of compatibility and proximity with the surrounding neighborhoods as a result of inefficient design.
- The “deterioration of site or other improvements” are understood through the significant upgrades needed for the utility system to maintain potable water and the treatment of wastewater.

These factors coupled with the desire for riverfront development led to the study to expand the original CRA boundary. An important attribute of the redevelopment expansion plan is its mixed-use approach to future development and redevelopment within the CRA, especially the creation of a Riverwalk and associated development on the St. Lucie River. This goal of breaking of the strict separation of land uses of the original General Development Corporation will help correct the land use pattern that has contributed to the City’s traffic congestion and growth patterns.

Three character districts make up the CRA expansion area: the Port St. Lucie Boulevard Gateway District, the Riverwalk South District, and the Riverwalk North District. Port St. Lucie Boulevard will be transformed from a simple east-west traffic cut-through to the gateway to the Riverwalk area and proposed Port St. Lucie Botanical Gardens. Development guidelines will create a riverfront entertainment, recreation, and residential district for city residents and visitors in the Riverwalk North and Riverwalk South Districts. These areas will



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provide connectivity between uses, with the opportunity to park and walk to a variety of offices, shops, entertainment, and recreation.

The major themes of the CRA Expansion Master Plan were gathered from stakeholder interviews as well as public input. These themes are translated into the CRA Expansion Master Plan and redevelopment projects and include:

- Protect residential neighborhoods
- Improve aesthetics of Port St. Lucie Boulevard
- Increase pedestrian and bicyclist safety
- Create additional recreation and open space
- Increase residential options and affordability

The Port St. Lucie CRA has ambitious long-term plans for the expansion area, taking advantage of the 20-year planning period and calling for a partnership approach to funding where possible.

A viable financing program for redevelopment requires a strong commitment from the public and private sector. The key to implementing the public actions called for in the plan is attracting private market investment and the additional ad valorem tax revenue it produces. To carry out redevelopment, the Community Redevelopment Agency will use all available sources of funding from local, state and federal government, as well as the private sector. The CRA will not exercise eminent domain in the expansion area.

It should be noted that the financial plan is intended as a guide for funding redevelopment activities in the redevelopment expansion area. Flexibility is essential. The timing, cost and tax revenue impact of private investment is, at best, a projection based upon existing knowledge. Interest rates, construction costs, and national economic conditions will vary and cause revisions in investment decisions.

As provided for under the Community Redevelopment Act of 1969, the principal source of funding for the Redevelopment Agency will be through the mechanism of Tax Increment Financing. Tax Increment Financing (TIF) realizes the incremental increase in property tax revenues resulting from redevelopment, and uses it to pay for improvements needed to support and encourage new development.

The greatest single source of funding for the Community Redevelopment Agency will come from tax increment revenues determined by growth in certain real property tax revenues within the Redevelopment Expansion Area. For the purpose of calculating the amount of tax increment revenues, the base value for the purpose of calculating tax increment in the redevelopment area was established as of September 2006.

Funds appropriated by “taxing authorities” (as defined by the Act) in the amount of 95% of the ad valorem taxes assessed against real property values generated by private investment in the Redevelopment areas for each fiscal year subsequent to the base year will be deposited in the Redevelopment Trust Fund for use by the Redevelopment Agency to finance redevelopment projects identified in this plan.



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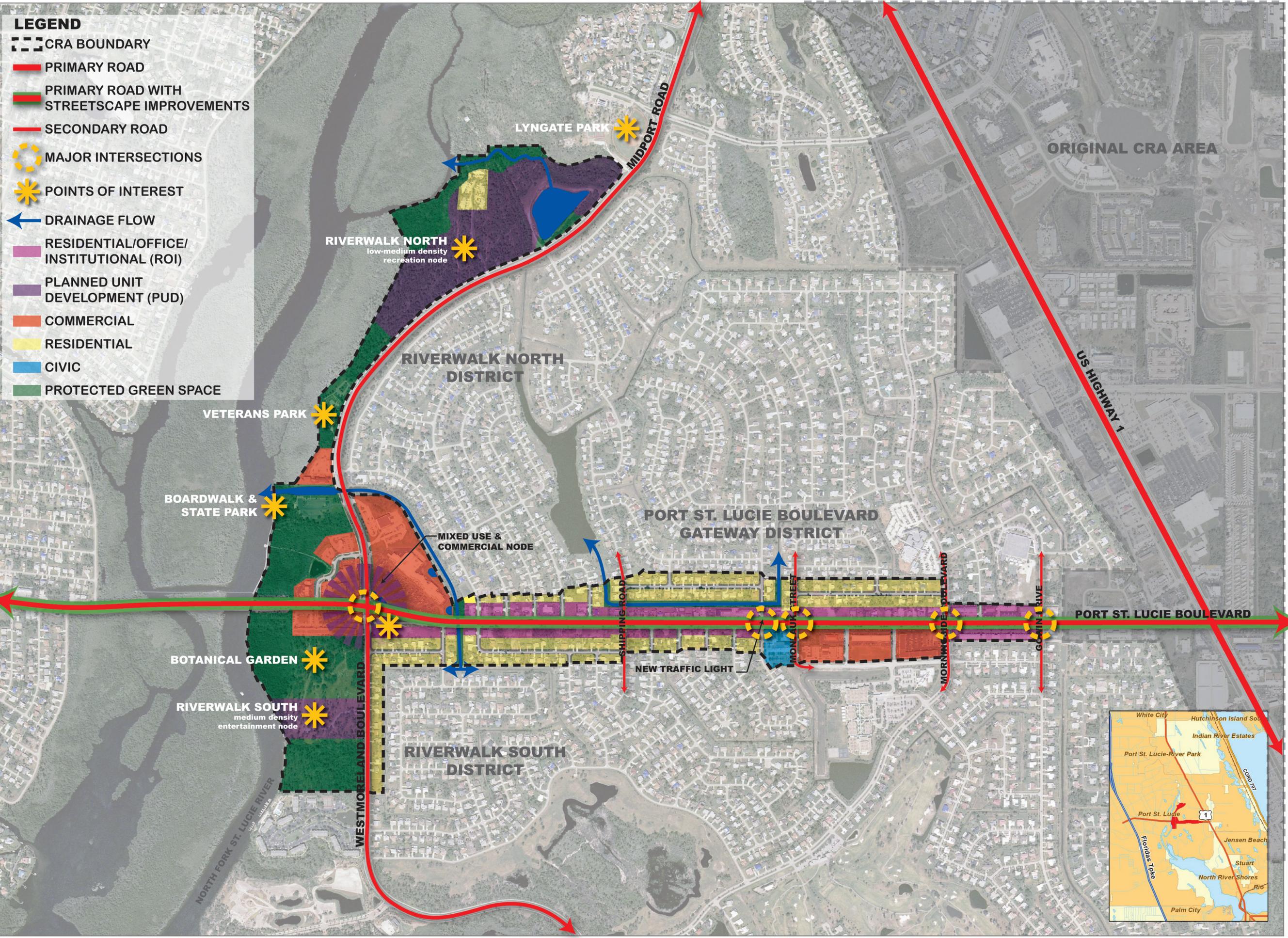
The projected tax increment has been calculated to reflect the current tax increment base plus the increment projected from the current and anticipated construction activity. A 3.0 percent annual appreciation rate in the overall assessed valuation of the expansion area has been calculated, based upon the average increase in value for the past two years. To be conservative, new construction is only estimated for the next five years. Projected construction assumptions in the expansion area include, but are not limited to:

- 36,500 SF of retail space
- 120,000 SF hotel
- Approximately 250,000 SF of residential
- 3.7 acres of Office/Retail/Residential

Estimated increment calculations show that in the first five years of the TIF, cumulative income from the expansion area in today's dollars is approximately \$2 million. By 2026, the anticipated tax increment revenue that will flow to the Redevelopment Trust Fund is approximately \$21 million in today's dollars. The estimated increment calculations are conservative, but additional cumulative tax value is likely to be generated by the identified improvement projects in the CRA Expansion Master Plan. Specific TIF funded projects for 2006 to 2026 are identified with the total cost of the public improvement program for the duration of the CRA expansion area master plan estimated at \$11 million dollars.

Figure E-1

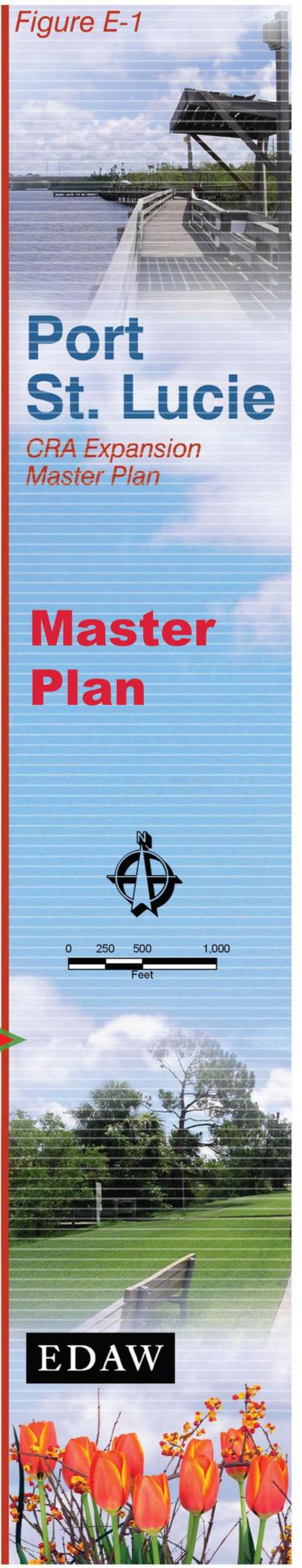
- LEGEND**
- CRA BOUNDARY
 - PRIMARY ROAD
 - PRIMARY ROAD WITH STREETScape IMPROVEMENTS
 - SECONDARY ROAD
 - MAJOR INTERSECTIONS
 - POINTS OF INTEREST
 - DRAINAGE FLOW
 - RESIDENTIAL/OFFICE/ INSTITUTIONAL (ROI)
 - PLANNED UNIT DEVELOPMENT (PUD)
 - COMMERCIAL
 - RESIDENTIAL
 - CIVIC
 - PROTECTED GREEN SPACE



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Master Plan



EDAW



The cover image features a scenic view of a waterfront with a wooden pier extending into the water. In the foreground, there are several pink tulips. The sky is blue with light clouds. The title 'Port St. Lucie' is in large blue font, and 'CRA Expansion Master Plan' is in a smaller orange font below it.

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1.0 Introduction: Changes since CRA Establishment

Changes can already be seen as a result of the CRA establishment in 2001. As reported in the City of Port St. Lucie's May 2006 Report to Citizens, a new Green Market opened in January 2006 in the area of the planned multi-million dollar Civic Center on U.S. 1 and Walton Road in the Community Redevelopment Area. This market encourages local community interaction, as well as civic involvement. Fruits and vegetables, live music, food and beverages, baked goods, and crafts are among some of the items that vendors offer. According to the City, this Green Market has been very successful in bringing people down to the area that is to become Port St. Lucie's downtown in the years to come.

A forum was held in April 2006 to discuss the program of the Civic Center with residents. The Civic Center promises to be the heart of the CRA, as well as proof of the City's reinvestment in their downtown. Transportation changes can also be seen. A new trolley service with 21 stops shuttles around an 11-mile loop. One stop is the City Center, projected to be Port St. Lucie's new downtown. This trolley is seen as a substantial benefit to the aging community, as well as an incentive towards inhabiting the City proper as opposed to sprawling over the region.

2.0 Description of Project Area

The proposed CRA expansion area extends along Port St. Lucie (PSL) Boulevard (approximately three lots to the north and three lots to the south) from Gowin Drive west to the edge of the North Fork St. Lucie River. The area also includes portions of Westmoreland Boulevard and Midport Road. The proposed CRA area is approximately 321 acres in size. The area as a whole is approximately 70% residential (mostly single family units) and 30% business/retail. Frontage along PSL Boulevard consists mostly of retail and service-oriented type of businesses, including several strip shopping centers and office complexes. In addition, there are a number of single-family housing units along the PSL Boulevard frontage, with many units now being rentals. Along the edge of the North Fork St. Lucie River, in the Westmoreland Boulevard and Midport Road areas, several contiguous vacant parcels exist, offering opportunities for River-related developments.



Figure 2-1: The CRA expansion area shows its diverse character from 6-lanes of Port St. Lucie Boulevard (left) to fledgling mixed-use development along the North Fork of the St. Lucie River (right).

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3.0 Redevelopment Analysis

3.1 Social Conditions

The following is a comparison of six geographic areas: St. Lucie County, Martin County, the cities of Port St. Lucie, Fort Pierce, Stuart and an approximate one-mile radius around the center of the CRA expansion area. This allows an examination of how the CRA study area (approximated by the one-mile radius) compares with Port St. Lucie, St. Lucie and Martin Counties and the two closest cities. The demographic profile of an area includes information on population, household size, age, race, income, and home ownership. The 2000 data are from the US Census, while the year 2006 updates are from estimates and projections, as is the 2011 data, all provided by the counties and municipalities.

3.1.1 Demographic Profile

The study area, approximated by a one-mile radius around the center of the CRA expansion area, covers an area slightly larger than the actual area of focus. Using the US Census data for 2000, the population within the study area, as defined by the one-mile radius, is 5,099. This area holds about 5.7 percent of the City's population and 2.6 percent of the County's population of 192,695. In comparison to the City of Port St. Lucie, the cities of Fort Pierce and Stuart are smaller with populations of 37,516 and 14,633, respectively.

Table 3-1a
Population, Household Size, and Age

Year	One-Mile Radius (study area)			City of Port St. Lucie			City of Ft. Pierce		
	2000	2006	2011	2000	2006	2011	2000	2006	2011
Population	5,099	5,997	7,272	88,769	131,755	168,454	37,516	40,675	48,242
Average HH Size	2.55	2.51	2.49	2.60	2.56	2.55	2.56	2.57	2.57
Median Age	42.9	45.4	46.2	39.9	43.2	44.7	35.4	35.8	35.7

Source: US Census, ESRI BIS, and City of Port St. Lucie, 2006.

Table 3-1b
Population, Household Size, and Age

Year	City of Stuart			St. Lucie County			Martin County		
	2000	2006	2011	2000	2006	2011	2000	2006	2011
Population	14,633	16,369	18,084	192,695	251,595	313,292	126,731	146,376	163,151
Average HH Size	1.88	1.88	1.87	2.47	2.45	2.44	2.23	2.22	2.22
Median Age	48.6	49.7	51.8	42.0	44.4	45.9	47.4	49.8	51.8

Source: US Census, ESRI BIS, and City of Port St. Lucie, 2006.

The City of Port St. Lucie, along with the City of Fort Pierce, maintains one of the highest average household sizes, despite a decrease from 2.60 in 2000 to 2.55 in 2011. Stuart had the lowest average household size in 2000 and is expected to remain the lowest through 2011. Next, the median age shows the relative youth or maturity of a particular area. Tracking changes in age has important implications for requirements for government services and attractiveness to businesses. With a median age of 42.9 in 2000, the study area had a

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younger population than both the City of Stuart and Martin County. Stuart's median age is 13.2 years older than the youngest median age in the area, which is Fort Pierce at 35.4 years. Fort Pierce is projected to have the lowest median age through 2011 as well.

The measures of average household size and median age show the continuing trend of Port St. Lucie remaining popular with larger households and a younger population (families). However, the median age steadily increases from 2000 to 2011, showing the increasing need for services for an aging population, such as alternative housing options, and health and transit services.

Tables 3-2a and 3-2b provide more detail on the age structure of the six areas for 2000 and 2006. The 45-64 age cohort dominated in 2000 and 2006. In 2000, each area including the study area had the largest proportion of people aged 45-64 in the population. The City of Stuart experienced the greatest percent change in the 45-64 age group at 4.8 percent; this is followed by the study area's percent change at 3.8 percent.

Table 3-2a
Age Structure 2000-2006

Age Group	One-Mile Radius (study area)			City of Port St. Lucie			City of Ft. Pierce		
	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change
<5	5.2%	5.1%	-0.1%	5.8%	5.7%	-0.1%	7.6%	7.9%	0.3%
5-14	13.0%	11.5%	-1.5%	14.5%	12.2%	-2.3%	15.4%	14.0%	-1.4%
15-19	6.8%	6.0%	-0.8%	6.0%	6.5%	0.5%	7.3%	7.3%	0.0%
20-24	3.8%	5.7%	1.9%	3.9%	5.1%	1.2%	6.7%	8.0%	1.3%
25-34	9.1%	8.4%	-0.7%	11.4%	8.7%	-2.7%	12.5%	11.9%	-0.6%
35-44	15.6%	12.6%	-3.0%	16.7%	14.8%	-1.9%	13.5%	11.8%	-1.7%
45-64	23.6%	27.4%	3.8%	22.8%	26.0%	3.2%	19.5%	21.7%	2.2%
65-74	11.7%	9.0%	-2.7%	10.5%	10.0%	-0.5%	8.7%	7.6%	-1.1%
75-84	9.3%	11.3%	2.0%	6.7%	8.5%	1.8%	6.7%	7.1%	0.4%
85+	1.8%	2.9%	1.1%	1.6%	2.3%	0.7%	2.1%	2.6%	0.5%

Source: US Census, ESRI BIS, 2006.

Table 3-2b
Age Structure 2000-2006

Age Group	City of Stuart			St. Lucie County			Martin County		
	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change
<5	3.9%	4.0%	0.1%	5.6%	5.6%	0.0%	4.4%	4.3%	-0.1%
5-14	7.9%	8.0%	0.1%	13.2%	11.6%	-1.6%	11.1%	9.5%	-1.6%
15-19	4.6%	4.4%	-0.2%	6.0%	6.2%	0.2%	4.8%	5.4%	0.6%
20-24	5.0%	5.5%	0.5%	4.4%	5.5%	1.1%	3.7%	4.5%	0.8%
25-34	11.2%	9.9%	-1.3%	10.6%	9.0%	-1.6%	8.9%	7.4%	-1.5%
35-44	13.3%	11.9%	-1.4%	14.5%	13.0%	-1.5%	14.0%	11.5%	-2.5%
45-64	21.2%	26.0%	4.8%	23.0%	25.6%	2.6%	24.9%	29.7%	4.8%
65-74	13.0%	11.3%	-1.7%	12.3%	10.9%	-1.4%	14.2%	12.3%	-1.9%
75-84	13.0%	11.6%	-1.4%	8.4%	9.6%	1.2%	11.0%	11.2%	0.2%
85+	6.8%	7.4%	0.6%	2.1%	2.9%	0.8%	3.1%	4.2%	1.1%

Source: US Census, ESRI BIS, 2006.



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The 25-34 age cohort declined in each area between 2000 and 2006. The study area experienced a loss of 0.7 percent of those aged 25-34. Fort Pierce lost the least of this age group with a 0.6 percent decrease. St. Lucie County had a 1.6 percent decrease while Martin County had a 1.5 percent decrease in the 25-34 age group. While the 25-34 age group declined, the 85 and over age group increased consistently in each of the areas. The two largest increases occurred in the study area and in the City of Port St. Lucie.

Race represents people’s self-classification according to the race with which they most closely identify. Ancestry can be viewed as a person’s nationality, lineage, or country of birth. Persons of Hispanic ancestry may be of any race. **Tables 3-3a and 3-3b** show the predominance of the white population in each area in 2000 and 2006, with the exception of the City of Fort Pierce. Fort Pierce has an even distribution between the white and black population. Overall, the racial diversity in each area increased slightly as the white population declined as a total percentage of population. The study area, the City of Port St. Lucie, and the City of Fort Pierce had the greatest increases in all races, especially Black, Asian or Pacific Islander, Other, and those of Hispanic ancestry.

Table 3-3a
Race 2000-2006

Race	One-Mile Radius (study area)			City of Port St. Lucie			City of Ft. Pierce		
	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change
White	89.8%	85.1%	-4.7%	87.9%	83.0%	-4.9%	49.5%	44.5%	-5.0%
Black	5.1%	8.3%	3.2%	7.1%	10.5%	3.4%	40.9%	44.2%	3.3%
Asian or Pacific Islander	1.9%	2.2%	0.3%	1.2%	1.6%	0.4%	0.9%	0.9%	0.0%
Other	3.2%	4.4%	1.2%	3.8%	4.9%	1.1%	8.7%	10.3%	1.6%
Hispanic Ancestry	7.0%	10.4%	3.4%	7.5%	10.6%	3.1%	15.0%	18.4%	3.4%

Source: US Census, ESRI BIS, 2006.

Table 3-3b
Race 2000-2006

Race	City of Stuart			St. Lucie County			Martin County		
	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change	% in 2000	% in 2006	% Change
White	83.3%	79.9%	-3.4%	79.1%	75.9%	-3.2%	89.9%	87.6%	-2.3%
Black	12.3%	13.5%	1.2%	15.4%	17.4%	2.0%	5.3%	6.1%	0.8%
Asian or Pacific Islander	0.7%	0.9%	0.2%	1.0%	1.3%	0.3%	0.7%	0.9%	0.2%
Other	3.8%	5.7%	1.9%	4.4%	5.5%	1.1%	4.1%	5.4%	1.3%
Hispanic Ancestry	6.3%	11.0%	4.7%	8.2%	10.9%	2.7%	7.5%	10.2%	2.7%

Source: US Census, ESRI BIS, 2006.

Tables 3-4a and 3-4b show household income, per capita income, and home ownership rates. In 2000, Fort Pierce had the lowest median household income of \$25,105. That same year, the study area’s median household income was at least \$12,130 higher than both Stuart and Fort Pierce. The study area had the highest median household income of \$42,528 in 2000. In 2006, the study area was projected to have a lower



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household income than Martin County, but it was projected to be greater than Stuart, Fort Pierce, Port St. Lucie, and St. Lucie County. Fort Pierce's per capita income was lowest in 2000 at \$14,345. Martin County's \$29,584 value was the highest of the six areas. Aside from Martin County, only Stuart outperformed the study area with a higher per capita income. Martin County is projected to continue with the highest per capita income through the year 2011. Rising incomes in the region are important in creating demand for services and housing in the study area.

Table 3-4a
Income and Home Ownership

Year	One-Mile Radius (study area)			City of Port St. Lucie			City of Ft. Pierce		
	2000	2006	2011	2000	2006	2011	2000	2006	2011
Median HH Income	42,528	50,160	58,360	40,526	48,990	56,834	25,105	29,230	32,791
Per Capita Income	19,606	24,219	29,100	18,059	24,014	29,005	14,345	16,700	19,306
% Owner-occupied HHs	79.1%	76.7%	76.8%	76.8%	79.2%	79.8%	44.7%	45.4%	45.9%
% Renter-occupied HHs	14.1%	14.1%	14.1%	15.4%	13.5%	13.2%	39.2%	38.9%	40.1%

Source: US Census, ESRI BIS, 2006.

Table 3-4b
Income and Home Ownership

Year	City of Stuart			St. Lucie County			Martin County		
	2000	2006	2011	2000	2006	2011	2000	2006	2011
Median HH Income	30,398	36,276	41,943	36,360	43,552	50,645	43,121	52,150	60,911
Per Capita Income	21,139	25,906	30,987	18,790	23,262	28,068	29,584	35,456	43,606
% Owner-occupied HHs	51.7%	55.4%	56.7%	65.8%	68.7%	70.5%	67.4%	69.7%	70.5%
% Renter-occupied HHs	30.5%	27.7%	26.9%	18.5%	17.2%	17.2%	17.0%	15.6%	15.3%

Source: US Census, ESRI BIS, 2006.

The City of Port St. Lucie has had the largest share of owner-occupied housing at a rate of 76.8 percent in 2000, 79.2 percent in 2006, and 79.8 percent in 2011. The study area has a similar proportion of owner-occupied housing. In 2000, 79.1 percent of households were owner-occupied. That number is projected to decrease to 76.8 percent by 2011. Fort Pierce was only considerably lower than the study area with an owner-occupied housing rate of 44.7 percent in 2000.

With an increasing population and continuing trends of larger households, rising incomes, and increased home ownership in the study area and Port St. Lucie, the study area is positioned as an important potential source for services and housing to supply the region.



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3.2 Physical Conditions

3.2.1 Land Use

The physical conditions of the CRA expansion area were summarized from existing planning documents and maps, Port St. Lucie GIS database, as well as site visits and photographs. The proposed CRA expansion area comprises approximately 321 acres in size. The area as a whole is approximately 70% residential (mostly single-family units) and 30% business/retail operations. Some commercial uses exist along the south side of Port St. Lucie Boulevard between Morningside and Montauk. The intersection of Port St. Lucie Boulevard with Westmoreland and Midport Roads is currently categorized mostly as Commercial General.

Existing zoning and future land use within the CRA were summarized using Port St. Lucie’s GIS database. The CRA expansion area (**Table 3-5**) shows the predominance of residential land use with single-family residential accounting for 33.3 percent, second only to planned unit developments which comprise 39.2 percent of the study area’s existing acreage.

**Table 3-5
CRA Expansion Area Existing Zoning Summary***

Zoning Category	Acres	Percent
Commercial General (CG)	28.4	8.7 %
General Use (GU)	4.9	1.5 %
Institutional (I)	3.2	1.0 %
Limited Mixed Use (LMD)	13.4	4.1 %
Open Space (OSR)	19.1	5.9 %
Public Land (P)	15.6	4.8 %
Planned Unit Development (PUD)	127.7	39.2 %
Multi-Family Residential (RM)	4.9	1.5 %
Single-Family Residential (RS)	108.8	33.3 %
TOTAL	326.0	100.0%

Source: City of Port St. Lucie GIS.

*NOTICE: It is understood that, while the City of Port St. Lucie has no indication or reason to believe that there are inaccuracies or defects in information incorporated in the database, the City makes no representations of any kind, including but not limited to the warranties of merchantability or fitness for a particular use, nor are any such warranties to be implied, with respect to the information or data, furnished herein.

Figure 3-1

Port St. Lucie

CRA Expansion Master Plan

Legend

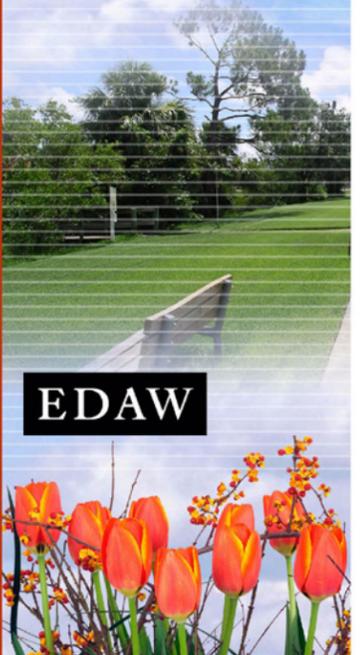
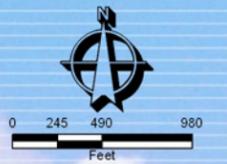
Zoning

- ZONE-CG
- ZONE-GU
- ZONE-I
- ZONE-LMD
- ZONE-OSR
- ZONE-P
- ZONE-PUD
- ZONE-RM-11
- ZONE-RS-1
- ZONE-RS-2

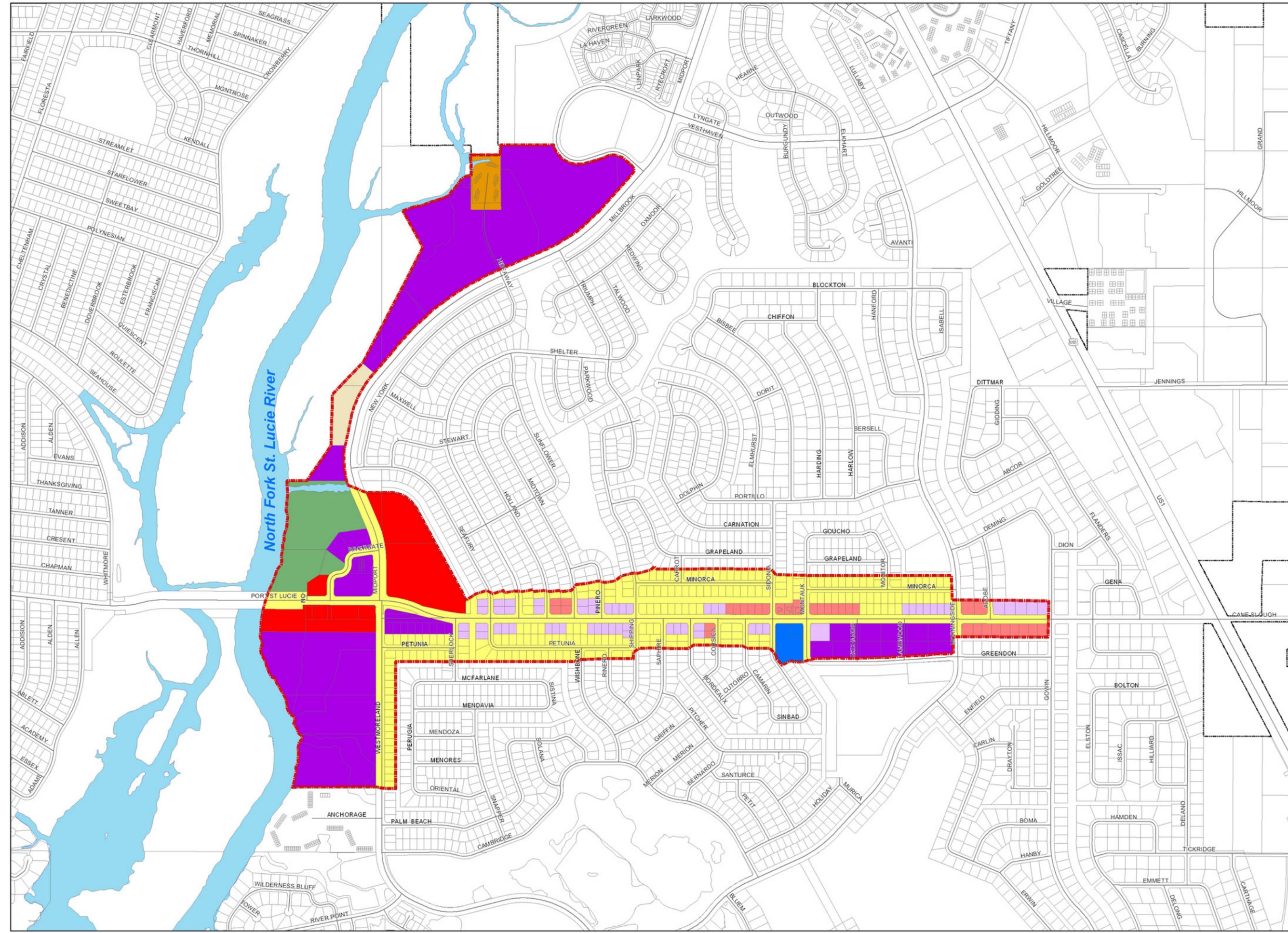
Parcel Boundaries

Proposed CRA Boundary

■ St. Lucie River



EDAW





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The existing CRA zoning summary (**Table 3-6**) also shows the predominance of residential land use within the existing CRA, with single-family residential accounting for the majority. Commercial land uses account for about 13.2 percent, while open space accounts for about 3.1 percent of the total land area.

Table 3-6
CRA Existing Zoning Summary

Zoning Category	Acres	Percent
Estate Residential	0.2	0.01 %
General Commercial	227.5	13.2%
General Use	5.2	0.3%
Highway Commercial	7.0	0.4 %
Industrial	1.9	0.1%
Institutional	88.7	5.2%
Limited Mixed District	1.5	0.09%
Mobile Home Residential	4.5	0.3%
Multi-Family Residential	211.0	12.3%
Neighborhood Commercial	5.0	0.3%
Open Space-Conservation	28.1	1.6%
Open Space-Recreational	25.7	1.5%
Planned Unit Development	75.7	4.4%
Professional	25.0	1.4%
Service Commercial	1.1	0.06%
Shopping Center Commercial	0.2	0.01%
Single-Family Residential	694.0	40.4%
Special Exception Use	6.4	0.4%
Warehouse Industrial	10.0	0.6%
Unincorporated St. Lucie County	299.4	17.4%
Unknown	1.1	0.06%
TOTAL	1,719.2	100.0%

Source: City of Port St. Lucie GIS.

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Table 3-7 shows the future land use zoning summary for the CRA expansion. Residential, such as single-family, still maintains prevalence over zoning categories as it makes up 26.8 percent of the CRA's acreage. The zoning category of Planned Unit Developments is removed from the future land use summary of the CRA expansion area; however, Commercial zoned acreage has increased from 8.7 percent (existing) to 24.7 percent (future). It is also interesting to note that the percentage of Open Space has increased in the future land use summary. Also, while Public land has been removed from the future zoning categories, Preservation has been added, making up 9.5% of the total CRA expansion area acreage. Residential/Office/Institution (ROI) is another zoning category that has been added to the existing zoning of the expansion area, and with 15 percent of the site, this category might have absorbed some of the previous Planned Unit Development land usage.



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Table 3-7
CRA Expansion Area Future Land Use Summary

Zoning Category	Acres	Percent
Commercial Limited (CL) (CG)	79.7	24.7%
Institutional (I)	3.2	1.0%
Open Space (OSR)	20.3	6.3%
Preservation (OSP) (OSC)	30.6	9.5%
Residential (RH) (RM)	53.9	16.7%
Residential (RL) (RGC)	86.6	26.8%
Residential/Office/Institution (ROI)	48.4	15.0%
Unincorporated	0.0	0.0%
TOTAL	322.7	100.0%

Source: City of Port St. Lucie GIS.

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Table 3-8
CRA Future Land Use Summary*

Future Land Use Category	Acres	Percent
Commercial General	387.3	22.5%
Commercial Service	8.1	0.5 %
Institutional	50.4	2.9%
Open Space	24.3	1.4%
Preservation	159.5	9.3%
Residential	468.0	27.2%
Residential/Office/Institutional	134.0	7.8%
Utilities	62.6	3.6%
Warehouse/Industrial	108.0	6.3%
Unincorporated St. Lucie County	299.4	17.4%
Unknown	17.9	1.0%
TOTAL	1,719.5	100.0%

Source: City of Port St. Lucie GIS.

*NOTICE: It is understood that, while the City of Port St. Lucie has no indication or reason to believe that there are inaccuracies or defects in information incorporated in the database, the City makes no representations of any kind, including but not limited to the warranties of merchantability or fitness for a particular use, nor are any such warranties to be implied, with respect to the information or data, furnished herein.

Figure 3-2

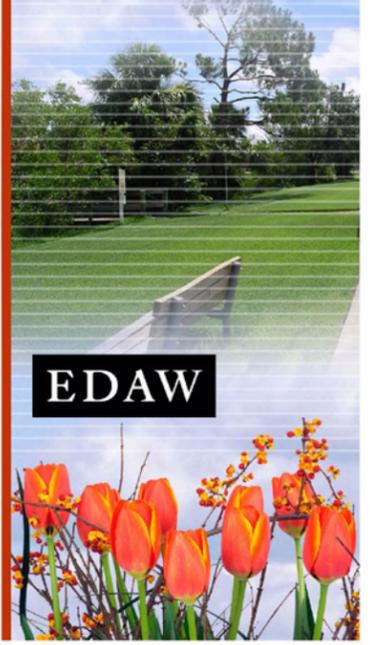
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Master Plan

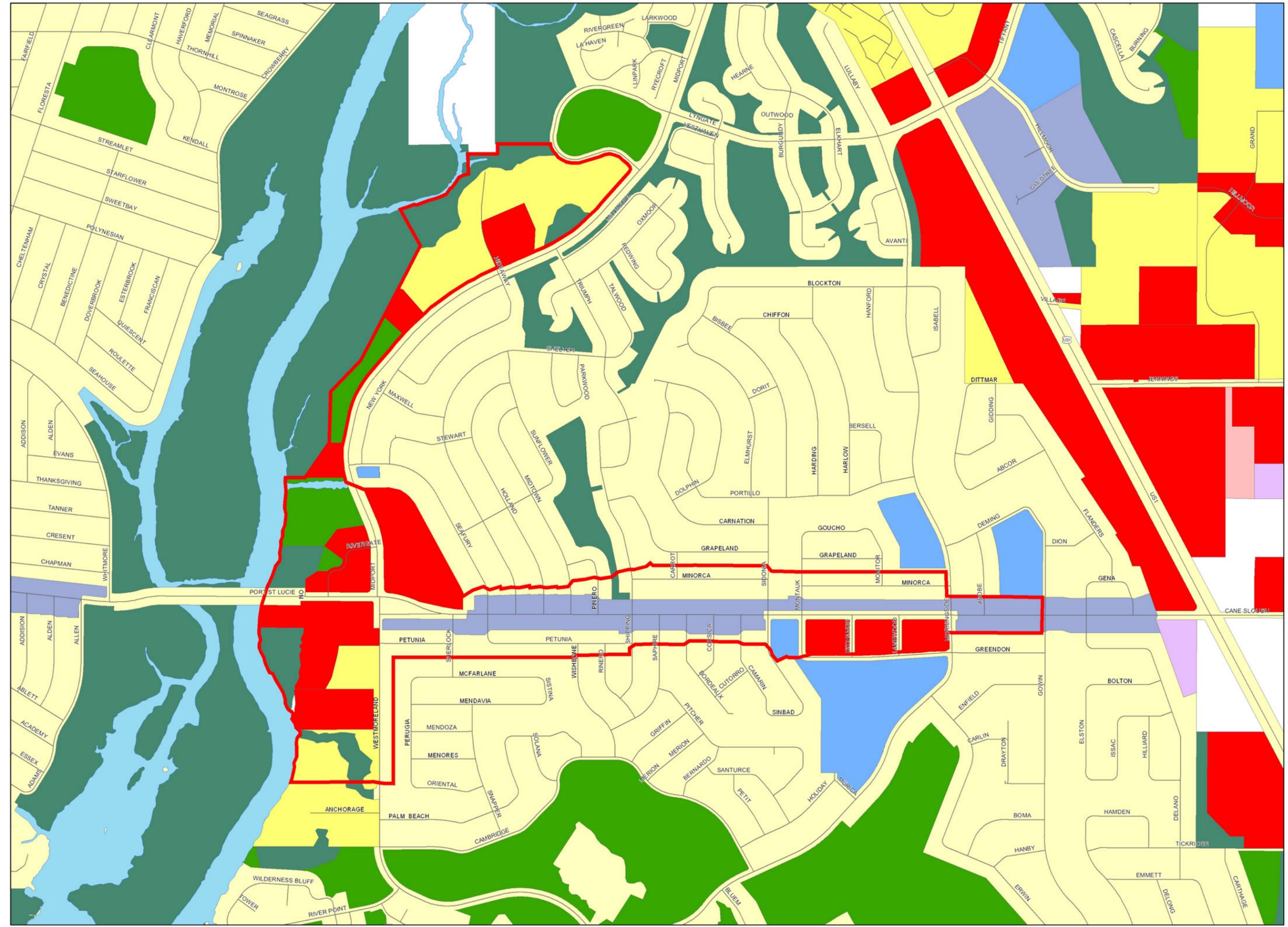
Legend

- Study Area
- Land Use
 - COMMERCIAL LIMITED (CL) (CG)
 - COMMERCIAL SERVICES (CH) (CS)
 - INSTITUTIONAL (I)
 - NEW COMMUNITY DISTRICT
 - OPEN SPACE (OSR)
 - PRESERVATION (OSP) (OSC)
 - RESIDENTIAL (RH) (RM)
 - RESIDENTIAL (RL) (RGC)
 - RESIDENTIAL/OFFICE/INSTITUTIONAL (ROI)
 - UNINCORPORATED
 - UTILITIES (U)
 - WAREHOUSE INDUSTRIAL (LI) (HI)
- St. Lucie River

0 255 510 1,020
Feet



EDAW



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The future land use summary (**Table 3-8**) shows the City's desire to balance the variety of land uses within the CRA and to encourage more mixed land use. Residential land use is expected to decrease to less than 28 percent of the total land area, while commercial land use is expected to increase to 23 percent when land uses are fully implemented. Open space and preservation categories will account for about 10.7 percent of total land area in the CRA, according to the future land use plan. The proposed projects, as described later in the CRA expansion plan, provide opportunities to increase the diversity of land uses beyond that shown in **Table 3-8**.

3.2.2 Site Analysis

The objective of a site analysis is to create an inventory and description of the project area's resources and features, as well as to understand what currently exists on the site before recommending planning and design alternatives. Site inventories can include environmental as well as cultural features. From the site inventory, an interpretation or analysis of project features can be used in expanding the master plan for the area.

The CRA expansion area has both positive and negative features. The most noticeable negative feature of the CRA expansion area is the drastic land use separations along Port St. Lucie Boulevard; this corridor fails to give travelers a clear identity of Port St. Lucie. Contributing to this identity problem is the location and auto-oriented nature of the buildings along Port St. Lucie Boulevard. Most of the commercial buildings are set back substantially from the road right-of-way and are fronted by expanses of parking, creating a void between the road and the buildings. This condition is caused by and exacerbated by the shallow lot depths along Port St. Lucie Boulevard and parking requirements.

A positive feature of the CRA expansion area is the amount of existing open space and preservation area adjacent to the North Fork St. Lucie River along Westmoreland Boulevard and Midport Road. To enhance this positive feature, economic development opportunities that support the character of the CRA need to be identified. Also beneficial is the intersection of Port St. Lucie Boulevard with Midport Road/ Westmoreland Boulevard. Given this node's current commercial land use paired with the City's goal of increasing mixed use development, this area presents opportunities for improvement.



Figure 3-3: The CRA expansion area has both negative and positive aspects from a lack of identity and shallow lots along Port St. Lucie Boulevard (left) to existing parks and preservation areas along the North Fork of the St. Lucie River (right).



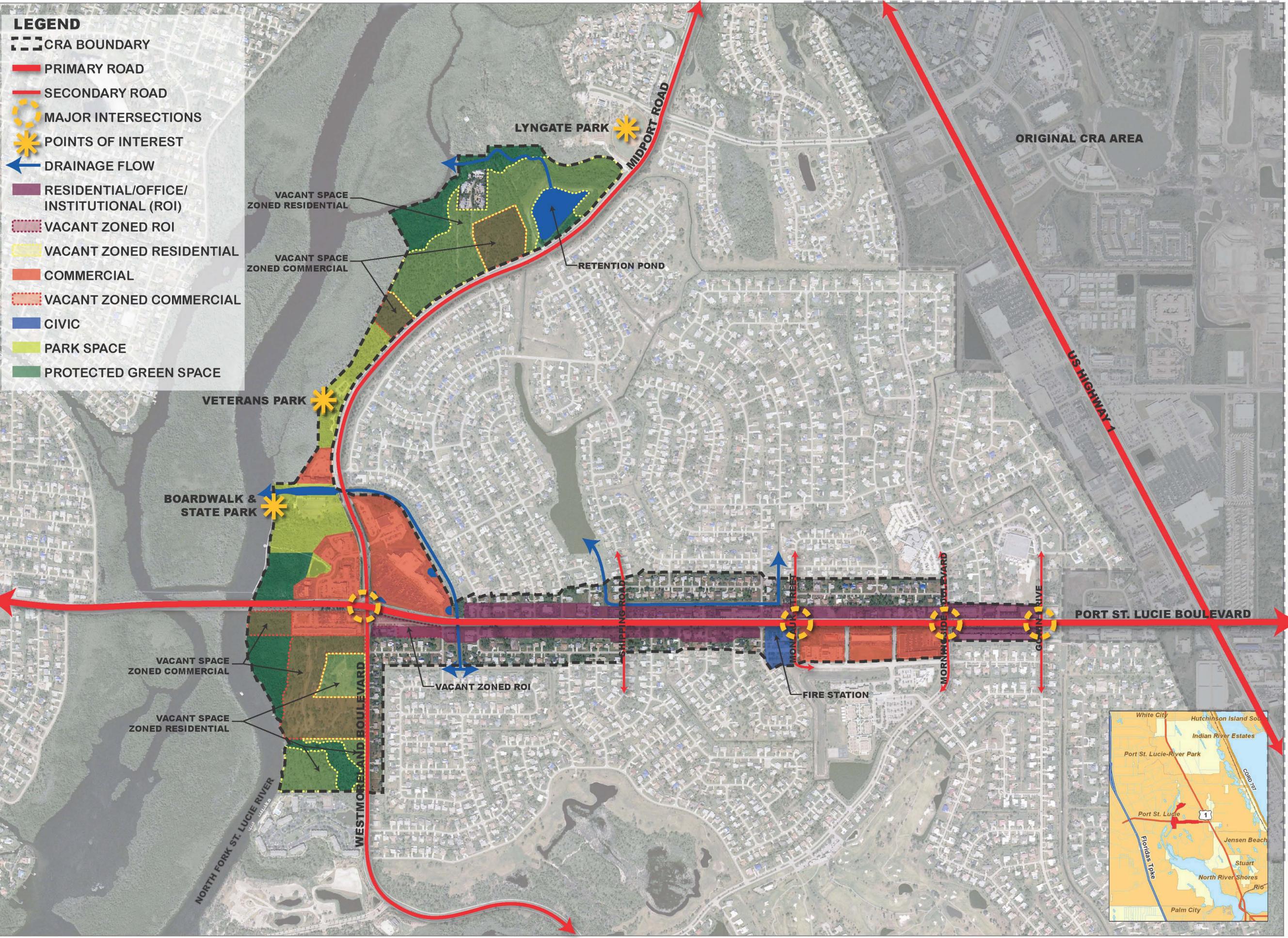
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The topography of the CRA is relatively flat and water drainage has been extensively modified. For the most part, the CRA drains from east to west. Natural conveyance systems have been replaced by canals, culverts, and pumping stations. The drainage systems within the CRA expansion area would have to be studied and reworked to accommodate larger developments.

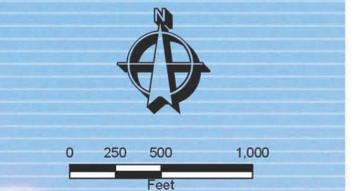
Figure 3-4

- LEGEND**
-  CRA BOUNDARY
 -  PRIMARY ROAD
 -  SECONDARY ROAD
 -  MAJOR INTERSECTIONS
 -  POINTS OF INTEREST
 -  DRAINAGE FLOW
 -  RESIDENTIAL/OFFICE/ INSTITUTIONAL (ROI)
 -  VACANT ZONED ROI
 -  VACANT ZONED RESIDENTIAL
 -  COMMERCIAL
 -  VACANT ZONED COMMERCIAL
 -  CIVIC
 -  PARK SPACE
 -  PROTECTED GREEN SPACE



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Site Analysis



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3.2.3 Transportation

The street system in the CRA expansion area consists of mostly interior streets that form the central network of the area; Port St. Lucie Boulevard provides the spine of this study area. Bordering the area to the west is Midport Road/Westmoreland Boulevard, an exterior corridor running along the river.

Streets are generally classified into four categories: primary arterial, minor arterial, collector, and local. Midport Road/Westmoreland Boulevard is a primary arterial street, while Port St. Lucie Boulevard provides the central axis of the site. Most of the other streets that enter or are within the CRA expansion area are classified as minor arterial or collector streets. A few streets are classified as local.

To assess the transportation needs of the corridor, existing studies completed by Martin County and St. Lucie County were reviewed. This analysis included data from the Martin/St. Lucie MPO Regional Long Range Transportation Plan and the St. Lucie County Regional Development of Regional Impact Transportation Study 2003. The following presents the information gathered from these reports grouped into two sections: Roadway capacity and bicycle/pedestrian facilities.

Roadway Capacity

Port St. Lucie Boulevard has been designated as a part of the regional roadway network, by the Regional Planning Council. Therefore this facility acts as an interconnecting link to the regional network. If the roadway does not operate at an acceptable level of service, it will significantly impact other regional roadways.

Results in the 2030 Port St. Lucie Transportation Developments of Regional Impact (DRI) show that the existing and committed network level of service for the Port St. Lucie corridor is “F.” A level of service “F” represents the least favorable driving conditions. The 2003 DRI study revealed that the existing facility cannot accommodate the volume of traffic that will be generated from the PGA Village and Westchester DRIs. The recommendation to support the projected demand was to widen the corridor from six lanes to eight lanes. In addition the model results showed that with the two new lanes, the facility still will not meet the 2030 level of service (LOS). Another recommendation was to build a new road, West Virginia Boulevard. With the additional roadway included in the travel demand model, Port St. Lucie Boulevard met the 2030 LOS and experienced a decrease in traffic volume.

The traditional LOS designation favors automobile driving conditions over pedestrian and bicyclist safety. As revealed in the 2003 DRI study, widening roads does not always equate to improved LOS. LOS in urbanized areas are likely only to be improved when a mix of measures such as new routes, changes in land use patterns, or alternative means of transportation (transit, bicycle, and pedestrian facilities) are incorporated.

Bicycle/ Pedestrian Facilities

The corridor currently has sidewalks and has not been identified to be in need of new infrastructure. However, there are a number of pedestrian-related accidents along the corridor. Crash data identified at least three or more pedestrian accidents, between 2002 and 2004, within the corridor. The 2030 Regional Long-



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Range Transportation Plan from the Martin and St. Lucie Metropolitan Planning Organization recommends improving pedestrian safety by creating a public education program designed to inform the community and increase safety.

In comparison to the pedestrian facilities, bicycle facilities are needed in the corridor. In the Regional LRTP the corridor is identified as needing improvements to bicycle facilities. From years 2000–2010 bicycle facilities are committed for the study area. Consistent with the pedestrian activity, there were several bicycle accidents from 2002-2004. During this two-year time period there were accidents at four intersections in the corridor, as well as accidents along the corridor. The recommendation identified in the Long-Range Transportation Plan to improve bicycle safety is the inclusion of adequate bicycle facilities.

In summary, the transportation recommendations by the Martin and St. Lucie Metropolitan Planning Organization for Port St. Lucie Boulevard included addition of bicycle facilities along the study area corridor, improved pedestrian safety education, addition of West Virginia Boulevard and widening of Port St. Lucie Boulevard from six lanes to eight lanes.

Taking this study into account and adding a land use, as well as pedestrian and bicycle-friendly bias, recommendations for transportation-related improvements include:

- Addition of bicycle facilities along the study area corridor
- Safer pedestrian crosswalks
- Widened sidewalks with pedestrian elements such as lighting, seating, informational signs, and shade trees
- Improved shuttle service along the corridor
- A mix of residential, commercial, and office uses along the corridor to reduce trip volumes
- Improved driver, bicyclist, and pedestrian safety education
- Addition of West Virginia Boulevard

With a balanced mix of improvement measures, the corridor will be able to accommodate most of the existing transportation needs as well as projected demand for 2030.

3.2.4 Citizen Planners-Stakeholder Interviews

Stakeholder questionnaires and answers are included in the Appendix of this document. Major ideas and concerns expressed by stakeholders included:

Important issues/Top priorities:

- Develop and/or enhance local economy
- Improve traffic flow; traffic calming
- Improve, update, and maintain neighborhood aesthetics

Current weaknesses:

- Parking
- Aesthetics



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Neighborhood/Community Aesthetics Desired:

- Improve landscaping
- Neighborhood preservation
- Implementation of design guidelines
- Green space/open space
- Height restrictions of 2–3 stories
- Underground utilities

Land Use and Land Use Characteristics Desired:

- Retail and restaurants
- Commercial development/commercial corridor
- Keep Residential/Office/Institution areas
- Mixed-use

Economic Development Issues:

- Improve traffic flow
- Creation of pedestrian traffic
- Business development/attractions

Vision/Ideal Examples:

- Country Club Drive
- St. Lucie West
- Prima Vista

The following information was gathered from the stakeholder meeting with the developer of the Port St. Lucie Riverwalk area:

Riverwalk South Program:

- Estimated cost of improvements for Riverwalk South: \$40-50 million
- Maximum height of 75'
- 70 Condos in 6 stories of 150,000 square feet (s.f.)
- Embassy Suites hotel of 7 stories and 156 rooms of 120,000 s.f.
- Retail space of 6,500 s.f.
- Restaurant space of 6,500 s.f.
- Riverwalk along North Fork of Port St Lucie River with public easement area
- Public access preserved for approximately 2 acres
- Shared access parking to Botanical Garden
- CRA assistance is desired with boardwalk/public area and environmental grants



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Riverwalk North Program:

- Retail/Office space
- Bed and Breakfast of 6,000 square feet (s.f.)
- 40 Townhomes of 100,000 s.f.
- Live/Work space (residential above office or commercial) of 70,000 s.f.
- Restaurant space of 3,000 s.f.
- Mixed Use of 30,000 s.f.

3.2.5 Citizen Planners-Public Meeting

Two public meetings were held on August 24, 2006. The same presentation was given at an afternoon session and an evening session. These different times provided the public with an opportunity to voice their questions, comments, and concerns regarding the CRA expansion plan. All of the information provided and comments received at the public meetings are included in the Appendix of this document. Of note, the participants of the afternoon meeting preferred to have an open-ended discussion on the issues of concern and did not complete the audience response survey. The following points describe the participants of both meetings and summarize the concerns and comments that they raised.

Participants at Afternoon Public Meeting:

- 63% property owners
- 27% residents
- 10% developers
- Most important issue to participants:
 - 33% Future Land Use
 - 30% Increasing residential options and affordability
 - 17% Aesthetics/Beautification
 - 10% Improving traffic flow
 - 10% Recreation/ Open Space
- Most appropriate or desirable types of development:
 - 54% Mixed use (residential, office, institutional)
 - 29% Traditional neighborhood development
 - 14% Community facilities/parks
 - 4% Lifestyle/Entertainment Centers

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Figure 3-5: Citizen planners sharing their ideas for the future of the CRA Expansion area at the public meetings

Participants at Evening Public Meeting:

- 59% property owners
- 37% residents
- 4% business owners
- Most important issue to participants:
 - 21% Future Land Use
 - 18% Recreation/ Open Space
 - 14% Aesthetics/Beautification
 - 14% Economic Development
 - 14% Traffic calming/pedestrian safety
 - 11% Increasing residential options and affordability
 - 7% Improving traffic flow
- Most appropriate or desirable types of development:
 - 38% Community facilities/parks
 - 35% Lifestyle/Entertainment Centers
 - 19% Mixed use (residential, office, institutional)
 - 4% Office parks
 - 4% Traditional neighborhood development
- City's top priority for CRA improvements:
 - 29% Aesthetics/Beautification
 - 26% Recreation/ Open Space
 - 21% Future land use
 - 11% Increasing residential options and affordability
 - 7% Economic Development
 - 7% Improving traffic flow

Main Points from Public Meeting Comments:

Streetscape Improvements:

- Create sidewalks along Port St. Lucie Boulevard; widen existing sidewalks
- Trees along street; landscaping



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- Street furniture
- Crosswalk striping or material change
- Signage

Recreation:

- Multi-use trails for walking and biking
- Riverfront parks

Traffic Control:

- Traffic signals/signal timing
- Pedestrian signals

Alternative Access:

- Bicycle lanes

Neighborhood/Community Aesthetics:

- Improve landscaping; beautification
- Maintain properties and existing landscaping features
- Riverfront development – culture, nightlife
- Increase green spaces
- Reduce or eliminate strip mall developments
- Height-restrictions (two-story)
- Parking in rear and/or reduce overall parking

Land Use:

- High-end retail
- Commercial development
- Keep Residential/Office/Institution areas
- Mixed-use along Riverfront

Vision/Ideal Examples:

- PGA Boulevard
- Harriet G. Performing Arts Center in West Palm Beach
- Jensen Beach
- Indiantown Road, Jupiter
- Highway 60, Vero Beach
- CityPlace
- West Palm Beach
- Downtown area, Fort Pierce



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4.0 Vision

4.1 Vision Statement

For the visioning exercise, citizens were asked the following question:

What is your ideal image of Port St. Lucie CRA expansion area 20 years from now? What place have you visited that you would like it to be similar to?

Citizens responded with ideas that were both general and detailed. An emphatic point was to protect existing residential neighborhoods and improve the looks of Port St. Lucie Boulevard. Visions included ideas of pedestrian and bicycle-friendly areas with multi-use trails and open space. Other places mentioned include East Osceola Street in downtown Stuart, PGA Boulevard, Clematis Street in West Palm Beach, Riverwalk in San Antonio, Las Colinas in Dallas, Key West, Jensen Beach and Las Ramblas in Barcelona.

The similar themes in stakeholders and citizens' input were distilled into a focused vision statement, along with goals, objectives and policies to implement that vision. The overall vision for the revitalization of the CRA expansion area is:

The City of Port St. Lucie's Community Redevelopment Expansion Area will be a vibrant residential, entertainment, and recreation area that protects and enhances existing neighborhoods.

4.2 Goals, Objectives, Policies

The goals, objectives and policies are organized by character district: Port St. Lucie Boulevard Gateway, Riverwalk North, and Riverwalk South. These detailed strategies are focused on a specific geographic area or district to help make the vision a reality.

Goal 1: **Protect and enhance residential neighborhoods adjacent to Port St. Lucie Boulevard. The Boulevard will serve as the gateway district to the Riverwalk area.**

Objective: The CRA will take specific actions to enhance the pedestrian-friendliness and aesthetics of the PSL Boulevard Gateway District as well as attract district-related businesses focused on specific nodes within the district.

Policies: Market the PSL Boulevard Gateway District to quality developers to create desirable residential, office and institutional uses.

Implement land development regulations that discourage strip-type development along Port St. Lucie Boulevard and encourage grouping of businesses into vibrant activity nodes.



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Consider cost-sharing efforts in the design of residential, office and institutional developments such as shared parking facilities. Partner with a business improvement district and institutions off of PSL Boulevard to manage parking and maintenance-related costs.

Create connectivity between the PSL Boulevard Gateway District and the Riverwalk North and South Districts. Make all areas accessible to pedestrians, bicyclists and transit users.

Partner with water management district to evaluate and create new drainage infrastructure.

Study traffic flow improvements such as signal timing and new traffic signal at PSL Boulevard and Montauk Street.

Design streetscape and entry feature improvements at the major intersection of Westmoreland Boulevard/Midport Road and Port St. Lucie Boulevard.

Improve medians in Port St. Lucie Boulevard to create lush botanical and riverwalk-inspired plantings.

Develop incentives for the improvement of the overall appearance of neighborhoods and businesses to add taxable value to the CRA expansion area.

Support strong code enforcement in the CRA expansion area.

Coordinate development with transit services to create well-designed waiting environments for senior citizens and all riders.

This goal is consistent with the goals, objectives, and policies described in Section 1, the Future Land Use Element and Section 2, the Transportation Element of the City of Port St. Lucie Comprehensive Plan.

Goal 2: Promote and support the creation of the Riverwalk South mixed-use development area that contains residential, commercial, office, and recreation uses. This area will serve as an identifiable entertainment and recreation district for the City of Port St. Lucie.

Objective: The CRA will take specific actions to promote local and regional entertainment attractions including a riverwalk, botanical garden, hotel, restaurants, shopping, and recreation along with diverse housing types in the Riverwalk South District.

Policies: Market the Riverwalk South District to quality developers to create desirable residential, commercial, office, and institutional uses.

Partner with private developers to create mixed-use projects in the Riverwalk South District to diversify development patterns.



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Time development in conjunction with supporting infrastructure and community facilities.

Implement land development regulations to encourage mixed-use developments in the Riverwalk South District.

Consider incentives and regulations to provide open space as part of development projects.

Identify opportunities for entertainment venues for residents and visitors to participate in free or pay events. Types of entertainment can include shopping, dining, sporting events, or cultural and arts festivals.

Coordinate development with transit services to create well-designed waiting environments for senior citizens and all riders.

Research and apply for federal or state grants to fund or leverage projects in the district, especially in environmentally-sensitive areas.

This goal is consistent with the goals, objectives, and policies described in Section 1, the Future Land Use Element of the City of Port St. Lucie Comprehensive Plan and the Riverwalk Area Master Plan.

Goal 3: Promote and support the creation of the Riverwalk North mixed-use development area that contains residential, commercial, office, and recreation uses. This area will serve as a low-medium density extension of the Riverwalk South entertainment and recreation district for the City of Port St. Lucie.

Objective: The CRA will take specific actions to promote local and regional entertainment attractions including a riverwalk, restaurants, shopping, and recreation along with diverse housing types in the Riverwalk North District.

Policies: Market the Riverwalk North District to quality developers to create desirable residential, commercial, office, and institutional uses.

Development will be timed in conjunction with the provision of supporting infrastructure and community facilities.

Partner with private developers to create mixed-use projects in the Riverwalk North District to diversify development patterns.

Time development in conjunction with supporting infrastructure and community facilities.

Implement land development regulations to encourage mixed-use developments in the Riverwalk North district.



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Consider incentives and regulations to provide open space as part of development projects. Connect open space to Lyngate and Veterans Parks.

Identify opportunities for entertainment venues for residents and visitors to participate in free or pay events. Types of entertainment can include shopping, dining, fishing contests, sporting events, or cultural and arts festivals.

Coordinate development with transit services to create well-designed waiting environments for senior citizens and all riders.

Research and apply for federal or state grants to fund or leverage projects in the district, especially in environmentally-sensitive areas.

This goal is consistent with the goals, objectives, and policies described in Section 1, the Future Land Use Element of the City of Port St. Lucie Comprehensive Plan and the Riverwalk Area Master Plan.

5.0 Recommendations

5.1 CRA Expansion Master Plan

The vision, goals, objectives, and policies defined above will guide the implementation of the CRA Expansion Area Master Plan. The Master Plan defines three character districts. These include the Port St. Lucie Boulevard Gateway District, the Riverwalk North District, and the Riverwalk South District. Each district is meant to have a distinct but complementary character and provide connectivity to the other districts including the original Port St. Lucie CRA area. These areas of semi-specialized activity are not strictly single-use districts. All district development should be compatible with the design guidelines established for the City of Port St. Lucie. These design guidelines can be found in the City of Port St. Lucie Citywide Design Standards. These standards address suggested architectural styles and specifics on details such as façade, roof pitch, and signs. As specifically stated in the document, “these design standards are not intended to stifle imagination nor curtail variety, but to promote a more attractive and unified pattern of growth.” This is particularly true for any new construction in the CRA expansion area. However, retrofitting of existing development should also be considered to complete the visual cohesiveness of the CRA expansion area. New development in the expansion area should complement, rather than compete with the existing CRA plans, adding to the overall tax increment value.

Port St. Lucie Boulevard Gateway District

The Port St. Lucie Boulevard Gateway District is defined by Port St. Lucie Boulevard as its central axis. Port St. Lucie Boulevard should be transformed into the gateway to the Riverwalk South and Riverwalk North Districts and proposed Port St. Lucie Botanical Gardens, rather than just function as an east-west cut-through connector road. As a gateway, the aesthetics of Port St. Lucie Boulevard should be improved with additional, botanical-inspired greenery and art. Additional enhancements include the addition of bicycle facilities, well-defined pedestrian crosswalks, widened sidewalks with pedestrian elements such as lighting, seating, informational signs, shade trees, and improved shuttle service along the corridor. A mix of residential, office,

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institutional and commercial uses along the corridor should occur at major intersections or nodes, rather than be spread ineffectively along the corridor. This land use pattern will create more walkable and vibrant environments. All of these elements will contribute to traffic calming along Port St. Lucie Boulevard.



Figure 5-1: Character sketch of streetscape improvements for the Port St. Lucie Boulevard Gateway District

Conflict exists between single-family residential use and the commercial desirability of Port St. Lucie Boulevard due to high traffic counts as potential customers. Renewed effort should be made to enforce screening and landscape requirements between residential and business uses to protect single-family residences. Shallow lot depths along Port St. Lucie Boulevard preclude larger businesses due to associated parking requirements, therefore, smaller, local boutique businesses should be encouraged. Parking requirements may be handled through the creation of a PSL Boulevard Business Improvement District (BID) or through a joint public and private effort to create shared parking lots at several locations along the corridor. A future opportunity for botanical-inspired or a “green” node of development or shared parking facility exists at the intersection of Montauk and Sidonia Streets. If Fire Station #5 is relocated, the City should work closely with a developer to transform this intersection into a vibrant mix of residential, office, commercial, or institutional uses.

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Riverwalk South District

Connecting to the Port St. Lucie Boulevard Gateway District at the intersection of Port St. Lucie Boulevard and Westmoreland Boulevard is the Riverwalk South District. This district includes the area along Westmoreland Boulevard to the North Fork of the St. Lucie River. Current plans for development include the Riverwalk South planned-unit development. Uses include a hotel, condominiums, retail and restaurant space, an expanded boardwalk along the North Fork of the St. Lucie River, and shared access and parking for the Port St. Lucie Botanical Gardens. To complement this development, a mixed-use overlay should be created covering the existing General Commercial developments at the Port St. Lucie Boulevard/Midport Road/Westmoreland Boulevard intersection to encourage mixed use redevelopment as redevelopment occurs.



Figure 5-2: Character sketch of Port St. Lucie Botanical Gardens in Riverwalk South District

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Development guidelines will create a riverfront entertainment, education, recreation, and residential district for city residents and visitors. The area will provide connectivity between uses, with the opportunity to park and walk to a variety of offices, shops, entertainment, and recreation.



Figure 5-3: Character sketch of mixed-use development in Riverwalk South District

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Riverwalk North District

Connecting to the Port St. Lucie Boulevard Gateway District and the Riverwalk South District at the intersection of Port St. Lucie Boulevard and Midport Road is the Riverwalk North District. Due to the sensitive environmental nature of the mangrove swamp along the North Fork of the St. Lucie River, the Riverwalk North planned-unit development is proposed as a low to medium density mixed use area with a greater emphasis on passive recreation, including a riverwalk expansion. Most of the Riverwalk North District is either already developed or serves as open space and recreation areas.



Figure 5-4: Character sketch of riverwalk expansion in Riverwalk North District

Similar to Riverwalk South, development guidelines will create a river-themed entertainment, recreation, and residential district for city residents and visitors. Connectivity between these different uses is important, with the opportunity to park and walk to a variety of offices, shops, entertainment, and recreation.



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5.2 Specific Plans (i.e. Priority Development Projects)

The CRA Expansion Master Plan seeks to identify realistic projects for implementation based on the needs, opportunities and fiscal realities of economic conditions in the region. The master plan is meant to be a flexible guide to future land use but with specific plans serving as points on the roadmap to the desired future. The master plan addresses short-term and long-term improvement projects listed below.

Port St. Lucie Boulevard should be transformed into the gateway to the Riverwalk area, rather than just function as an east-west cut-through connector road. As a gateway, the aesthetics of Port St. Lucie Boulevard should be improved with the following projects.

Port St Lucie Boulevard Gateway District

- Addition of bicycle facilities
- Safer, well-defined and designed pedestrian crosswalks
- Botanical-inspired planting in medians
- Botanical and riverwalk-inspired street art and banners
- Widened sidewalks with pedestrian elements such as lighting, seating, informational signs and shade trees
- Improved shuttle service along the corridor
- Shared parking study
- Traffic signal timing, new signal study
- Connect neighborhoods to riverwalk through greenway plan
- Drainage master plan

Riverwalk South District

As a node of mixed use development, the activation of the Port St. Lucie Boulevard and Westmoreland Boulevard intersection to the North Fork of the St. Lucie River, is a significant focal point for development for the CRA expansion plan.

- Mixed use overlay district for General Commercial properties at Port St. Lucie Boulevard and Westmoreland Boulevard intersection
- Safer, well-defined and designed pedestrian crosswalks
- Improved shuttle service along the corridor

Riverwalk North District

- Safer, well-defined and designed pedestrian crosswalks
- Mixed use overlay district for General Commercial properties at the Port St. Lucie Boulevard and Midport Road intersection
- Improved shuttle service along the corridor

A banner image for the Port St. Lucie CRA Expansion Master Plan. It features a scenic view of a waterfront with a wooden pier extending into the water. In the foreground, there are several pink and orange tulips. The sky is blue with white clouds. The text 'Port St. Lucie' is written in large blue letters, and 'CRA Expansion Master Plan' is written in smaller orange letters below it.

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5.3 Regulatory Mechanisms and Development Incentives

For the CRA Expansion Master Plan to be successful, a mixture of incentives and regulations should be used to achieve the desired development and implement the overall vision. Incentives include items that have monetary value in the development process. These can include such things as fast-track permitting or infrastructure improvements to roadways or drainage systems. Regulatory mechanisms include legal tools such as zoning and design guidelines.

- Changes in land use and zoning – initiate overlay districts for General Commercial property to encourage redevelopment into a mixed use areas.
- Public-private partnerships – share development costs by planning and coordinating infrastructure-related improvements such as parking, sidewalk, median, and landscape improvements.
- Pay development or permitting fees on specific projects – pay, waive, or expedite development or permitting fees for specific projects to reduce development costs and achieve desired development.
- Fund separate improvements – program strategic land use or infrastructure improvements such as open space, recreation or street and median beautification projects to attract future development.
- Update or develop marketing materials – update existing or develop new CRA marketing materials to outline economic development goals and attract district-related businesses.

6.0 Implementation Strategy

6.1 Implementation of Recommendations and Specific Plans

To achieve the vision of the CRA Expansion Area Master Plan, specific actions must form the basis of the implementation strategy. Revenue generated by development and redevelopment in the CRA expansion area will be added to the existing CRA TIF District Trust. Administrative costs for expanding the CRA should be minimal due to the City’s experience with managing the current CRA. However, project lists for the existing CRA area and the expansion area should be combined to establish relative project priorities, so that both areas complement rather than compete for development and redevelopment actions and available monies. Although the establishment of the Port St. Lucie Town Center area is the highest priority of the CRA, priorities should be reviewed yearly, so that when a quality development opportunity presents itself, the momentum and support of the city is not lost. This section sets out the specific actions, the major projects and the relative priorities for the CRA expansion area.

6.2 Summary Implementation Table

The following table summarizes the CRA expansion area projects, actions and possible types of funding sources. Some projects require staff time to implement regulations such as overlay districts but may not result in additional budget expenditures but rather a prioritization of resources.



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**Table 6-1
Projects, Actions, and Funding Sources**

	Public Funds	Private Funds	Possible Grant
Administration			
Combine and prioritize expansion area 1-year plan with existing CRA area plan	X		
Combine and prioritize expansion area 5-year plan with existing CRA area plan	X		
Publicize districts	X	X	
Port St. Lucie Gateway District			
Partner to establish business-improvement district and shared parking study	X	X	
Partner with Martin and St. Lucie MPO for addition of bicycle facilities, signal timing and new traffic light	X		
Partner with neighborhood groups to raise support and awareness	X	X	
Develop/implement safer, well-defined and designed pedestrian crosswalks	X	X	
Develop/implement botanical-inspired medians, public art and banners	X	X	
Widened sidewalks with pedestrian elements such as lighting, seating, informational signs and shade trees	X	X	
Partner with transit services on service to district	X		
Budget increased maintenance and code enforcement	X		
Prepare drainage master plan	X		X
Connect neighborhoods to riverwalk through greenway plan update	X	X	
Riverwalk South District			
Establish partnership agreement	X	X	
Partner/apply for environmental grants	X	X	X
Prepare botanical garden master plan	X		X
Program open space/botanical garden	X	X	X
Prepare mixed-use overlay district at Westmoreland Boulevard and Port St. Lucie Boulevard	X		
Develop/implement district signs	X	X	
Partner with transit services on service to district	X		
Monitor development-infrastructure concurrency	X		
Riverwalk North District			
Establish partnership agreement	X		
Partner/apply for environmental grants	X	X	X
Program open space	X	X	X
Prepare mixed-use overlay district at Midport Road and Port St. Lucie Boulevard	X		
Develop/implement district signs	X	X	
Partner with transit services on service to district	X		
Monitor development-infrastructure concurrency	X		



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6.3 General and Long Term Strategy

New development in the CRA expansion area should complement, rather than compete with the existing CRA plans, adding to the overall tax increment value. Specific TIF funded projects (2006-2026) are identified in **Section 7 Tax Increment Financing Summary in Table 7-3**. The basic idea is that the additional increment in tax revenues will provide the necessary revenues to accommodate the short-term and long-term projects or programs identified in the CRA expansion area master plan.

6.4 CRA Amendment

This section addresses the impact of redevelopment on the CRA expansion area and surrounding neighborhoods in accordance with Section 163.362 (3) of the Florida Statutes. The purpose is to ensure that consideration is given to the redevelopment effects on neighborhoods in the CRA expansion area.

The CRA expansion area master plan is not anticipated to adversely affect neighborhood residents in terms of relocation, traffic circulation, environmental quality, school population, and other matters affecting the physical and social quality of the neighborhood. In general, residents and citizens will benefit from the public and private investments proposed in the CRA expansion area master plan. The modification of the existing CRA boundary to include the expansion area described in this document must be supported by a resolution of the City of Port St. Lucie City Council (Section 163.355).

Redevelopment activities should have few negative effects on the residential population of 5,099 people (within a one-mile radius) of the CRA expansion area. Effects from construction activities should be short term. The displacement and relocation of residents is not an expected effect of development in the CRA expansion area. However, the CRA has a specific policy to address relocation and assist area residents with payment or financial assistance if relocation becomes necessary.

Redevelopment of the CRA expansion area will have significant positive effects on the CRA expansion area as well as the City of Port St. Lucie neighborhoods and the region as a whole. Overall, the increased activity in the CRA expansion area will make the City a more livable, walkable place for all residents. Open space connections to the North Fork of the St. Lucie River will serve as recreation opportunities and alternative transportation access to development within the CRA expansion area. No specific road improvements are proposed in the CRA expansion area. Besides adding West Virginia Boulevard, a mixture of solutions are proposed including diversifying land use patterns into a mix of uses, adding bicycle facilities, providing safer pedestrian crosswalks and increasing transit services to provide transportation alternatives and increase safety in the CRA expansion area.

Neighborhoods within and around the CRA expansion area will be revitalized by the successful creation of new cultural, recreational, commercial, and residential opportunities in the area. There are no historically significant neighborhoods within or surrounding the CRA expansion area. Additional households with families added to the CRA expansion area is not expected to add a significant burden to neighborhood schools. New residential units are likely to appeal to a variety of households without school-age children (young single professionals and empty-nesters), although neighborhood revitalization will lead to replacement



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of existing housing stock and the encouragement of more mixed-income units. Existing public infrastructure will be upgraded to accommodate new development and for the successful revitalization of the CRA expansion area.

7.0 Tax Increment Financing Summary

The implementation of the CRA Master Plan and efforts of the Agency are primarily funded through tax increment financing (TIF). TIF allows a government to utilize the incremental increase in property tax revenues to fund improvements and redevelopment projects within specified districts. By using this tool a government can repave or reroute streets, provide other public improvements and open space, provide housing, provide incentives, acquire property for redevelopment or undertake other redevelopment activities authorized by an adopted plan.

7.1 Existing Status

In the case of the Port St. Lucie Community Redevelopment Agency, a TIF district was established for the original Community Redevelopment Area to fund the implementation of the adopted CRA Master Plan. The annual revenues of the TIF District are an amount equal to 95% of the incremental increase in ad valorem taxes levied each year in the Redevelopment Area by the City of Port St. Lucie, St. Lucie County, St. Lucie County Fine and Forfeiture Fund, and the St. Lucie County Fire District. The equations used to determine the revenues are shown below:

Total Taxable Value of the Redevelopment Area (as determined by the St. Lucie County Property Appraiser) - Total Taxable Value in the base year of 2000 = **Increment**

Annual Revenue = (95%)(City millage)(increment) + (95%)(County millage)(increment) + (95%)(County Fine & Forf. millage)(increment) + (95%)(Fire District millage)(increment)

Other TIF concepts that are important to consider are: 1) the CRA does not have the ability to levy or raise taxes; and 2) each taxing authority (i.e. the City, the County, etc.) continues to receive the full amount of ad valorem tax revenues that it generated prior to the creation of the CRA.

Actual and forecasted TIF revenues are shown in the following table.

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**Table 7-1
Actual and Forecasted TIF Revenues**

City of Port St. Lucie Community Redevelopment Agency Tax Increment Financing (TIF) Funding Analysis, Conservative Bias 2000 - 2008											
Tax Year	Total Taxable Value (TTV) for County	Total Taxable Value (TTV) for Fire District	Total Taxable Value (TTV) for City	Increment for County- F&F	Increment for Fire District	Increment for City	County-Gen. Contribution	County - F&F Contribution	Fire Dist. Fund Contribution	City - Gen. Contribution Authorities	Total TIF Funds
2000 (Base Yr)	231,826,024	231,826,024	231,826,024	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2001	239,330,269	239,330,269	239,330,269	7,504,245	7,504,245	7,504,245	21,130	32,904	19,053	30,464	103,551
2002	273,336,594	273,336,594	273,336,594	41,510,570	41,510,570	41,510,570	116,882	182,012	106,394	181,661	586,950
2003	298,920,824	306,825,247	300,387,447	67,094,800	74,999,223	68,561,423	259,601	223,511	198,073	321,752	1,002,937
Est. 2004	313,866,865	322,166,509	315,406,819	82,040,841	90,340,485	83,580,795	317,429	273,300	238,589	392,237	1,221,555
Est. 2005	349,560,208	368,274,835	351,177,160	117,734,184	126,448,811	119,351,136	455,532	392,204	333,951	550,104	1,741,792
Est. 2006	367,038,219	376,188,577	375,736,018	135,212,195	144,352,553	143,909,994	523,158	450,428	381,262	675,356	2,030,203
Est. 2007	385,390,130	exempt	394,522,819	153,564,105	exempt	162,696,795	594,164	511,563	exempt	763,521	1,869,248
Est. 2008	396,951,834	exempt	406,358,504	165,125,810	exempt	174,532,480	638,898	560,079	exempt	819,064	2,008,041

Source: City of Port St. Lucie CRA, 2006.



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7.2 Future Status

A viable financing program for redevelopment requires a strong commitment from the public and private sector. The key to implementing the public actions called for in our plan is attracting private market investment and the additional ad valorem tax revenue it produces. To carry out redevelopment, the Community Redevelopment Agency will use all available sources of funding from local, state and federal government and the private sector.

It should be noted that the following financial plan is intended as a guide for funding redevelopment activities in the redevelopment expansion area. Flexibility is essential. The timing, cost and tax revenue impact of private investment is, at best, a projection based upon existing knowledge. Interest rates, construction costs, and national economic conditions will vary and cause revisions in investment decisions.

The Port St. Lucie CRA has ambitious long-term plans for the expansion area, taking advantage of the 20-year planning period and calling for a partnership approach to funding where possible.

7.2.1 Tax Increment Financing

As provided for under the Community Redevelopment Act of 1969, the principal source of funding for the Redevelopment Agency will be through the mechanism of Tax Increment Financing.

Tax Increment Financing (TIF) realizes the incremental increase in property tax revenues resulting from redevelopment, and uses it to pay for improvements needed to support and encourage new development. TIF is designed to allow local governments to finance, over a term of years, front-end costs involved in the redevelopment of blighted areas. By using this tool, a local government can develop and adopt a redevelopment plan, repave or reroute streets, provide other public improvements and open space, provide housing, provide redevelopment assistance or incentives and acquire property within the redevelopment area as needed. Eligible activities, under current law, include but are not limited to, the acquisition of land and improvements, relocation of displaced residents, demolition of deteriorated structures, site preparation, infrastructure improvements plus housing and commercial development, and other activities implementing this plan.

A Redevelopment Trust Fund will be established for this purpose of funding redevelopment projects within the CRA expansion area. All funds deposited into the trust fund shall be available to the Redevelopment Agency for any lawful purpose as provided in the Act to further the provisions of this plan in the CRA.

The greatest single source of funding for the Community Redevelopment Agency will come from tax increment revenues determined by growth in certain real property tax revenues within the Redevelopment Expansion Area. For the purpose of calculating the amount of tax increment revenues, the base value for the purpose of calculating tax increment in the redevelopment area was established as of September 2006.

Funds appropriated by “taxing authorities” (as defined by the Act) in the amount of 95% of the ad valorem taxes assessed against real property values generated by private investment in the Redevelopment areas for each fiscal year subsequent to the base year will be deposited in the Redevelopment Trust Fund for use by the Redevelopment Agency to finance redevelopment projects identified in this plan.

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The projected tax increment has been calculated to reflect the current tax increment base plus the increment projected from the current and anticipated construction activity. To be conservative, we have only estimated new construction for the next five years. Projected construction assumptions include, but are not limited to:

- 36,500 SF of retail space
- 120,000 SF hotel
- Approximately 250,000 SF of residential
- 3.7 acres of Office/Retail/Residential

In addition, a 3.0 percent annual appreciation rate in the overall assessed valuation has been calculated, based upon the average increase in value for the past two years. The grand totals in **Table 7.2** provide the anticipated tax increment revenues that will flow to the Redevelopment Trust Fund.

Estimated increment calculations show that in the first five years of the TIF, cumulative income is approximately \$2 million in today's dollars.

Table 7.2
Estimated Increment Analysis

Year	District Taxable Value	Tax Base Value	Increment Above Base Year	Increment Millage Rate	Annual Tax Increment Revenue	Cumulative Tax Increment Revenue
2006	\$51,350,458	\$51,350,458	\$0	13.6887	\$0	
2007	\$53,388,322	\$51,350,458	\$2,037,864	13.6887	\$27,896	\$27,896
2008	\$57,350,774	\$51,350,458	\$6,000,316	13.6887	\$82,137	\$110,032
2009	\$85,287,669	\$51,350,458	\$33,937,211	13.6887	\$464,556	\$574,589
2010	\$88,091,299	\$51,350,458	\$36,740,841	13.6887	\$502,934	\$1,077,523
2011	\$110,911,062	\$51,350,458	\$59,560,604	13.6887	\$815,307	\$1,892,830
2012	\$114,483,394	\$51,350,458	\$63,132,936	13.6887	\$864,208	\$2,757,038
2013	\$118,162,896	\$51,350,458	\$66,812,438	13.6887	\$914,575	\$3,671,613
2014	\$121,952,783	\$51,350,458	\$70,602,325	13.6887	\$966,454	\$4,638,067
2015	\$125,856,366	\$51,350,458	\$74,505,908	13.6887	\$1,019,889	\$5,657,956
2016	\$129,877,057	\$51,350,458	\$78,526,599	13.6887	\$1,074,927	\$6,732,883
2017	\$134,018,369	\$51,350,458	\$82,667,911	13.6887	\$1,131,616	\$7,864,500
2018	\$138,283,920	\$51,350,458	\$86,933,462	13.6887	\$1,190,006	\$9,054,506
2019	\$142,677,438	\$51,350,458	\$91,326,980	13.6887	\$1,250,148	\$10,304,653
2020	\$147,202,761	\$51,350,458	\$95,852,303	13.6887	\$1,312,093	\$11,616,747
2021	\$151,863,844	\$51,350,458	\$100,513,386	13.6887	\$1,375,898	\$12,992,644
2022	\$156,664,759	\$51,350,458	\$105,314,301	13.6887	\$1,441,616	\$14,434,260
2023	\$161,609,702	\$51,350,458	\$110,259,244	13.6887	\$1,509,306	\$15,943,566
2024	\$166,702,993	\$51,350,458	\$115,352,535	13.6887	\$1,579,026	\$17,522,592
2025	\$171,949,082	\$51,350,458	\$120,598,624	13.6887	\$1,650,838	\$19,173,431
2026	\$177,352,555	\$51,350,458	\$126,002,097	13.6887	\$1,724,805	\$20,898,236

Source: St. Lucie Tax Assessor's Office, EDAW,

*Millage rate is based upon various taxing authority rates as approved in City TIF ordinance.



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7.2.2 Other Funding Sources

To make the most effective use of Tax Increment Revenues, the CRA and the City will use other City, State and Federal funding sources as appropriate and available to carry out the provisions of this plan. The financial plan assumes that funds for the public expenditures identified in the redevelopment plan will be obtained from several sources in addition to Tax Increment Financing. The following are some of the major funding sources and programs that the CRA proposes to use in financing the redevelopment projects. These include, but are not limited to:

- Community Development Block Grant
- Capital Improvement Program
- Federal Aid
- Gas Tax
- General Fund
- Wastewater Impact Fees
- Transportation Impact Fees
- Revenue Bonds
- State Aid
- Special Assessments
- Stormwater Utility
- Tourist Development Tax
- HUD, SHIP & HOME

7.3 Proposed Development Projects: Costs and Schedule

The Redevelopment plan anticipates public intervention and investment in redevelopment projects by the Redevelopment Agency. We will use the Florida accepted practice of a 20-year timeline to project cost estimates and revenues knowing that the CRA should be re-evaluating the plan's costs and revenue estimates on a more frequent basis.

Specific TIF funded projects (2006-2026) are identified in **Table 7-3**. The total cost of the public improvement program for the duration of this plan (2006-2026) is estimated to be \$11 million dollars. The basic premise of the financial plan is that tax increment revenues will provide the necessary revenues to service short-term and long-term debt incurred by the Community Redevelopment Agency to construct the public improvements plus fund other projects and programs identified in the plan. It is possible to include in the revenue projection funds borrowed by the CRA, with Tax Increment Funds pledged to the repayment.



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The time period and amount for each type of capital improvement are estimates as of the time this plan was adopted. It is possible, and, in fact, likely, that some projects may, for a variety of factors, extend into one or more time periods before completion or may be accelerated and moved up into a more recent time period. The Community Redevelopment Agency shall have the authority and discretion to make such adjustments to the amounts in each time period as deemed necessary and appropriate to best implement the provisions of this plan.

**Table 7-3
Tax Increment Funding by Project and 5-Year Period**

	2006-2011	2011-2016	2016-2021	2021-2026	Total
Capital Costs					
Port St. Lucie Boulevard Streetscape		\$3,300,000	\$3,300,000	\$3,300,000	\$9,900,000
Drainage Improvements			\$500,000		\$500,000
Program Costs					
Port St. Lucie Boulevard Streetscape Master Plan	\$150,000				\$150,000
Shared Parking Study	\$100,000				\$100,000
Botanical Garden and Greenway Master Plan	\$100,000				\$100,000
Drainage Master Plan		\$150,000			\$150,000
Total by Period	\$350,000	\$3,450,000	\$3,800,000	\$3,300,000	\$10,900,000

7.4 Advances and Loans

The Community Redevelopment Agency shall have the power to borrow money and accept advances from any source, public or private, including the City of Port St. Lucie, for any lawful purpose in connection with the redevelopment program. Tax Increment Revenues or any other funds deposited into the Redevelopment Trust Fund, which are not otherwise obligated, shall be available for repayment of such loans or advances. Any money that is borrowed or advanced to the Community Redevelopment Agency from the City of Port St. Lucie shall be authorized by the City Council.

7.5 Tax Increment Revenue Bonds

When authorized by the City Council, the CRA may issue redevelopment revenue bonds, notes or other obligations to finance the undertaking of any community redevelopment project activity, including the payment of principal and interest upon any loans and retirement of bonds or other obligations previously issued. The security for such bonds may be based upon the anticipated tax increment revenues and such other revenues as may be legally available.