Towards A Destination

A Community's Vision for the Relocation of the Fort Pierce Waste Water Treatment Plant



July, 2012

City of Fort Pierce

Marcela Camblor & Associates, Inc.

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ACKNOWLEDGEMENTS

The vision for the Fort Pierce Western Peninsula, which includes the proposed relocation of the Fort Pierce Waste Water Treatment Plant, is the result of the hard work of a community and local government who aspired for a unified and cohesive plan for the area, and truly care about the community's future.

Our sincere gratitude to Mayor Bob Benton, Commissioner Rufus Alexander, Commissioner Edward Becht, Commissioner Thomas Perona, Commissioner Reginald Sessions; County Commissioners Chris Craft, Cris Dzadovsky, Tod Mowery, Paula Lewis and Frannie Hutchinson; the South Beach Association, City Manager David Recor, County Administrator Faye Outlaw, City staff: Matthew Margotta, Leslie Olson, David Carlin, Kori Benton; City Attorney Robert Schwerer; Chief Ron Parish, Bill Thiess, Jon Ward, Chairman Weaver, SLC Planning Director Mark Saterlee; and all those who participated in the public planning process. A special thank you for all those who assisted the design team, especially Carole Mushier, Ashton DePeyster, Ramon Trias, Doris Tillman, Mary Chapman, John Parry and Roy Whitehead



1 EXECUTIVE SUMMARY

Envisioned by residents and businesses working together, the Western Peninsula Master Plan is a collaborative effort, unified vision and business plan for the relocation of Fort Pierce's waterfront Waste Water Treatment Plant. It is also a guide for future growth of the of the island and a strategy to further Economic Prosperity in the City.

The City of Fort Pierce is a model for inspiration and wonder. It is one of the best examples in Florida and throughout the United States of a complete, sustainable community. The graceful character of the City is the result of the application of traditional town planning principles, an interconnected network of streets and blocks, exemplary architecture, remarkable civic spaces and a complete and integrated mix of uses. Like most traditional Towns and Cities, Fort Pierce's great structure allows it to be resilient and easily adapt to change.



Over the past two decades, the City and its residents have worked together to create a vision for their future. Plans have been envisioned and largely implemented. As a result of a continued public involvement, the City boasts one of the best urban environments in the region.



But despite many successfully implemented projects, the City has yet to reach its full potential. Many businesses (particularly retail and restaurants) are struggling. A large percentage of the locals'(residents) shopping occurs outside the City's boundaries, and despite the world class tourist attractions the City has to offer, tourism is not providing the economic engine it could to allow businesses to thrive. The job market is still in need of expansion, and

there is a need for more people to call Fort Pierce "home" year round.

The lands on the western tip of Hutchinson Island – also referred to as the "Western Peninsula", present an opportunity to strengthen the City as a destination and an economically prosper hub for its residents and the region as a whole.

With this in mind, on March 17th, 2012, City and community got together once again to decide the future of the Western Peninsula of Hutchinson Island.

The Waste Water Treatment plant located on the westernmost end of the island announces arrival to the beach and its neighborhoods, "anchors" the City's outstanding amenities (beaches, parks and museums), and lines one of the most diverse and pristine natural environments in the country.

United, City and residents addressed specific planning issues for the Western Peninsula, and requested that the City develop a plan and strategy for the ultimate relocation of the waste water treatment facility. Participants in the effort expressed their desire to create a plan for the area that will not only ensure that growth and inevitable change happen on the community's terms, but also that this generation leaves as worthy a legacy to future generations as the one inherited from past ones.

The public workshop was held at the River Walk Center, and was well attended by over 200 residents, property and business owners, representing a good cross section of the community.

During the workshop, citizens, the business community and elected officials, with the assistance of a professional team of consultants, addressed the many challenges affecting the study area, and proposed specific solutions. The overall Master Plan and specific project plans and sketches included in this Report are conceptual in nature, provided to graphically illustrate one possible solution to an identified problem or opportunity. They are not meant to represent the only solution, but to provide a starting point for additional discussion and detailed design.



2 THE PUBLIC PROCESS

Over 200 residents, business and property owners and community leaders participated in the day-long event.















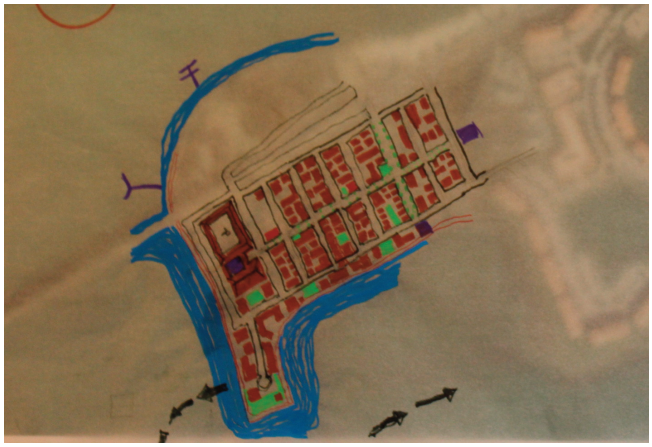


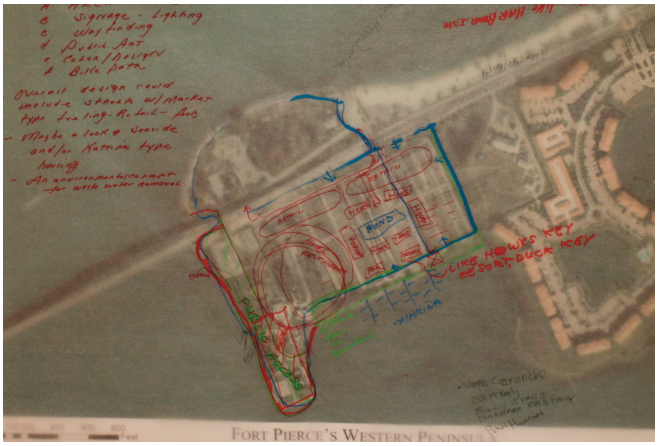
















The Citizens' plans.

3 A Basic Choice

If or When?

The Question:

Should the Waste Water Treatment Plant be relocated?

During the charrette, participants were asked to answer this but fundamental question.

The Consensus:

Yes.

Planning for the area should be aimed at the eventual relocation of the Plant.

The Condition:

Not at the community's expense.

Relocation costs should not result in increases taxes or utility fees for residents, property or business owners.

To that extent, this report analyzes and exposes the different alternatives and implications of this community decision, and recommends a process for its implementation.



4 THE GOAL

TO DEVELOP a business strategy and Master Plan for the relocation of the Fort Pierce Waste Water Treatment Plant and surrounding areas that:

a) announces arrival and sets a dignified stage for the island,
b) preserves and enhances surrounding natural resources and compliments surrounding parks and beaches,
c) allows public access to the waterfront,
d) promotes connectivity,
e) defines and enhances the existing greens and open spaces as a greenway system,
f) implements a "blueway",
g) complements and supports the City's existing retail and businesses,
h) preserves and improves the residents'quality of life, and above all,
i) accommodates uses that will further job creation and economic prosperity for the community as a whole,
j) ensures predictability.



5 The Citizens' Master Plan

The citizen's master plan is a community-based effort to create a vision for the North Hutchinson Island Western Peninsula Area that preserves, enhances and complements the surrounding neighborhoods and the City, while balancing the amount of development necessary to ensure that the cost of relocating the Waste Water Treatment Plant is paid overtime by development of the property, and does not become a cost to be absorbed by the community.

The Master Plan aims at Ensuring Predictability not only for investors, but for the citizens and community as a whole. To do this, it sets a series of Goals that seek to:

1) Announce Arrival: Marking the entrance to Hutchinson Island and the Beaches with development and physical improvements worthy of the City and its residents;
2) Compliment The Efforts And Investment In Existing Parks and Beaches: by establishing a system of interconnected public open spaces and public beaches. This is a system of greens, parks, plazas and boardwalks (or Rambla) that connect to, and build upon the existing public park system in place in the area and honors and enhances existing civic and public facilities;
3) Provide Access To The Waterfront: Making the waterfront publicly accessible as is the culture of the City;
4) Establish An Interconnected Network of Streets and Blocks: A system that can accommodate different increments of development and provide flexibility to house all necessary and complimentary uses in a variety of locations and in a manner that can be done over time and incrementally;
5) Define An Interconnected System Of Greens, Parks And Open Spaces: Connecting existing parks, greens, and waterfront paths with new proposed ones to create one of the most extensive and unique public amenities in the region.
6) Implement a "Blue Way": Establishing water connections between the City's special districts (the island, downtown, and the port) that is both a means of transportation and a tool to enhance economic competitiveness.
7) Establish Complimentary Commercial And Retail Uses: Located in a manner that supports those already in place in the City, and in an appropriate scale and direct relation to the location of new and existing development.

These Goals of the Citizens' Master Plan and the physical elements necessary to achieve these goals need to be adopted by the City's leadership, classified, valued and quantified. Achieving these Goals will result in the ultimate reorganization of land use entitlements for the area. This reorganization will provide a framework to modify or increase development rights to enable the relocation of the Waste Water Treatment Plant and fulfill specific community needs and desires, while preserving and enhancing the residents' quality of life.

This classification, value and quantification need to be determined and considered either at the time of reorganizing and changing land use entitlements (preferred), or when a clear set of development regulations (e.g. a form-based code or design regulations) is established to implement the plan. A matrix depicting both a classification and possible quantification is shown on this page.

Increases shall be considered only if necessary to enable the ultimate goal of relocating the Waste Water Treatment Plant, attracting a much desired resort hotel or job generator to the City, or achieving design-specific improvements such as the provision of public waterfront. To that effect, a final matrix with specific quantification (bonuses) needs to be developed.

For the purpose of applying increase bonus factors, design compliance with intended added values and degree of fulfillment of the Citizen's Master Plan Goals will be determined by staff and ultimately approved by the City Commission.

Finally, this plan *suggests increments to existing densities, permitted uses and height*, but only to be awarded as a result of the direct provision of design and implementation of the Goals and physical elements outlined in this report.

VALUE AND BONUS MATRIX

Added Value	Description	Bonus Factor	Height Increase
Publicly Accessible Waterfront	- Minimum 50% - Every Addt'l 10%	1.75 1.1	Yes, **up to** 1 addtl' story
Parks and Public Open Spaces	- Within fabric - Waterfront	1.1 1.25	No
Resort Hotel	- With public ground level that engages the street	2	Yes TBD
Blueway	- Within fabric - Waterfront	1.5	No
Civic Buildings and Infrastructure	- Within fabric - Waterfront	1.5 1.75	Yes, **up to** 1 addtl' story
Public Parking (shielded)	- Surface - Structured	1.1 1.75	No

NOTE: The bonus factors shown here are merely depicted as examples. Actual bonus factors need to be determined at the time of either amending entitlements (preferred) or creating specific development regulations for this area. Also note that height increases are offered "across the board". Extense of height Increments shall be determined in accordance to the value added.

Other Ideas Proposed Beyond Main Goals

In addition to the Goals of the Citizen's Master Plan are numerous programmatic ideas proposed both during the public event and as part of other reports developed by residents and stakeholders such as "The Big Idea" .

All of these feasible ideas include:

- Marinas (currently undergoing review and approval process)
- Water sports (including a sailing club that could be operative immediately prior agreement of the parties on the privately owned vacant land east of the waste water treatment plan)
- Seaplane landing areas
- Education and research facilities

It is important to highlight that this community plan may be developed incrementally (i.e. the private and public parcels independently, as well as on a block-by-block basis within each parcel) and has built-in flexibility to allow for an extensive program and diverse location and organization of its elements listed on pages 12 and 14 (e.g. proposes two alternate approaches to locate first class resort hotels).









1. Hotel Site
2. Waterfront Market
3. Mixed Use Building
4. Residential
5. Parking (surface and structured)
6. Public Beach



6 A Great Vision. An Even Greater Future.

In the tradition of the City's exceptional architecture and urban design, future development of the site currently occupied by the Waste Water Treatment plant and surrounding parcels shall seek exceptional quality. This development will set the stage to attract a much desired resort hotel and further the aspiration of becoming a com--petitive world-class destination.

The residents envision this area as a place where the best concepts in town planning are applied to create an ideal urban experience in harmony with nature.

The approximately 36 acre site (18.7 WWT +17.5 privately owned) which occupies the last piece of beachfront property on the Treasure Coast Region, offers exceptionally long and uninterrupted views along the intracoastal waterway and just over 25 acres of submerged lands. If designed appropriately, it will enhance a condition unique to this area: the provision of both oceanfront and intracoastal beaches on pristine waters. A situation rarely avai|able in the entire southeast Florida, and a powerful marketing tool for the City.

The site is additionally located adjacent to a 65' tall bridge. And while moderate height may result necessary to achieve unique views where the bridge blocks them, this setting and configuration allow for the denser concentrations and any additional height to be shielded by the bridge itself, and to ensure that in a transect-like manner, less intense development extends towards the neighborhoods, parks and beaches, and the most intense sits by the bridge (ideal) or at the edge of the property (if necessary for second hotel site on vacant land).

Seeking to achieve an overall feeling of calm and simplicity for the town, the Plan accommodates not one, but two sites (*Figures 1 & 2*) where a resort hotel with extensive supporting meeting and conference space and special event facilities. The purpose of identifying two sites is to

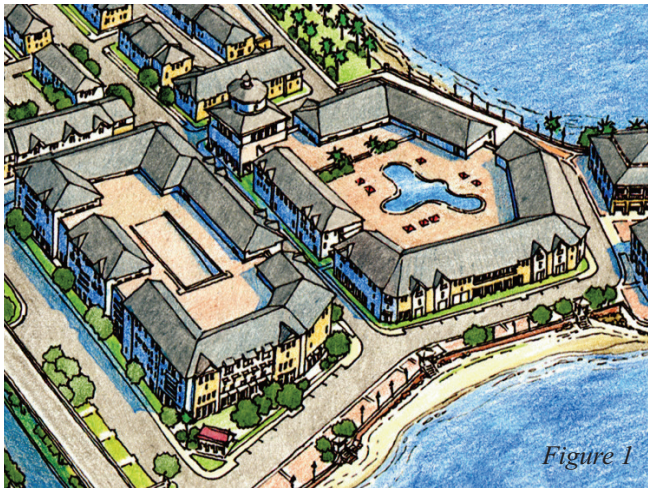
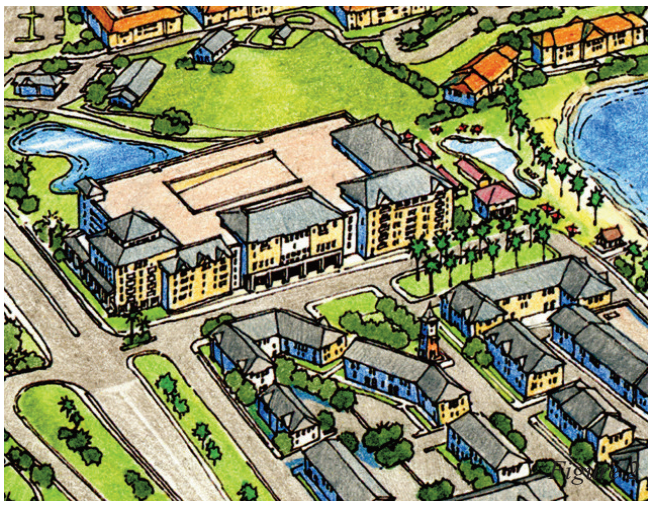


Figure 1



demonstrate how this use can fit on either or even both parcels, providing flexibility in the development process and a more competitive palette of options to attract the ultimate end-user.

Both parcels accommodate waterfront resorts and allow for exceptional views. The Hotel shown on Figure 1 fronts the water in a more urban manner. The hotel depicted on Figure 2 is directly connected to a sandy beach area. In this case, care and consideration to the transition to the property to the east should be taken.

Both hotel sites have been tested against four other first class, urban hotels to determine appropriateness of scale and layout. Proposed hotels respond to first class hotel room size, quantity and amenity requirements.

It is important to note that the direct connection to the beach where development meets the shore without a public road or sidewalk occurs on the edge of the site, so as not to interrupt the flow of public access. If appropriately designed, this condition could be replicated anywhere on site without impeding public access and connectivity.

All interior streets lead to the beach, with views of the water kept clear for as great a distance as possible. Special structures at the end of each street allow public access to the water and allow the public to step down into the lagoon.

An obelisk-type structure is located in a strategic corner, where water views are available in every direction. If this structure is designed in a manner to allow pedestrian access (as do many lighthouses), it would become a highly visited tourist attraction.

Both waterfront streets lead to a waterfront market. This serves as the primary gathering place in the community. As a beach-style urban center unlike any other in the region, the market will be a truly unique feature for the City.

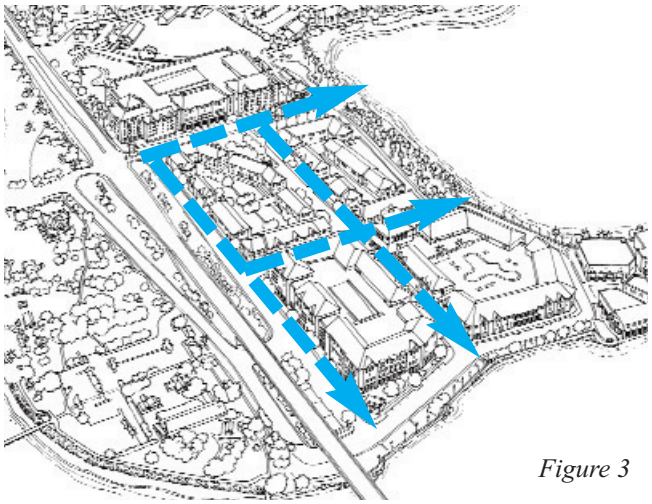


Figure 3

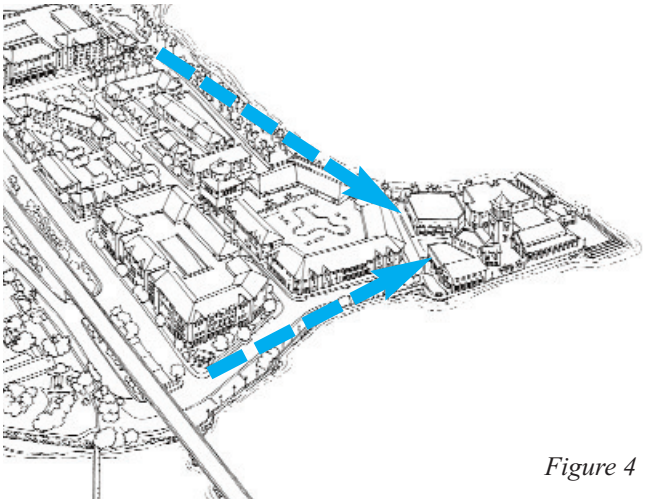


Figure 4

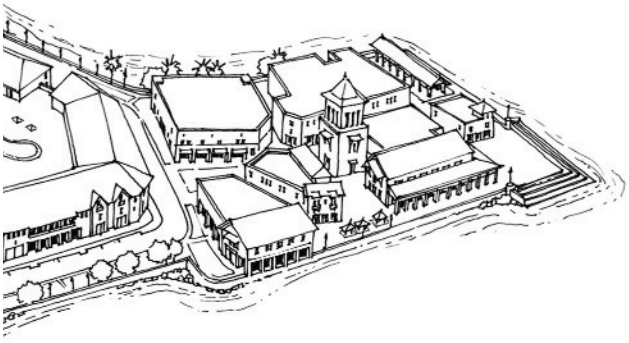


Figure 5

At the tip of the peninsula, wide steps lead down to the pristine emerald and turquoise waters that only Fort Pierce has to offer, and provide an ideal setting to enjoy the sunset over the City.

This architectural style and setting (see example images to the right) are aimed at ensuring the creation of place, which is only accomplished by development an interconnected network of streets lined with buildings, and the creation of safe and comfortable public open spaces.

Arcades, porches, cafes, small cottages acting as retail stores complete the waterfront market.

Piers and docks become the setting for an "interconnected blue-way", with the inclusion of a water taxi or tourist water-based attractions (kayak, canoes and boat rentals, eco-tours, boat excursions, etc.)

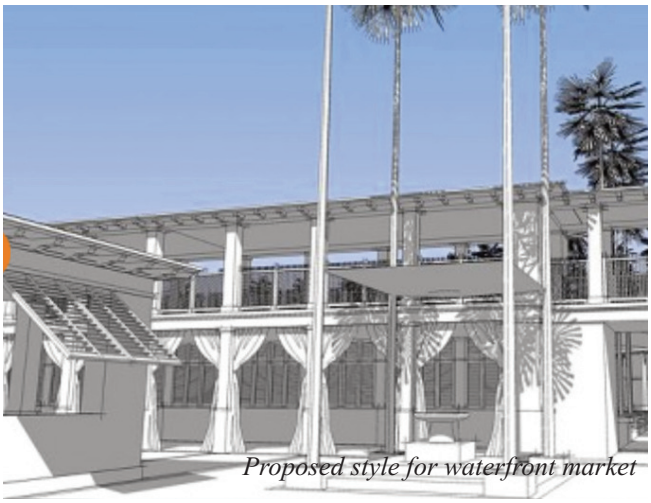
Two to three-story (and occasionally up to four-stroy), multi-family residential buildings and attached single-family homes (townhouses) line the remainder of the streets.

The analysis conducted has not identified a need to increase height beyond the four stories currently permitted strictly to accommodate residential uses. If the City chooses to increase height beyond this for residential uses, it should be limited to specific locations, and only allowed if or when the fabric is complete so as to not hinder demand. Height beyond four stories is only proposed for hotel sites.

The City should also employ and require from future developers the best available urban design and architecture techniques to create harmonious relationship between humans and the environment. Combined with the pedestrian friendly, mixed-use plan, these techniques will make Fort Pierce a leader in ecologically sound living in Florida.



Waterfront dining Pavilion with three-story fabric in the back



Proposed style for waterfront market



Proposed waterfront market


Mixed Use Building


Multifamily Building

Examples of vernacular architecture that is beach-appropriate, in multiple story, residential, mixed use and hotel type buildings.

Excellence in design and variety should be a requirement for development.


Mixed Use Building


Multifamily Building


Mixed Use Building



Waterfront Hotel

7 HOTEL STUDIES

Incorporating hotels into a City's plans for the future has historically been one of the most cumbersome components of development and redevelopment. Cities usually have to aggressively compete for first class hotels, and this many times results in attempts to fulfill programmatic needs that contradict a community's vision.

Very few destinations worldwide are so desireable to the tourism industry that they can require national hotel chains to modify typical models to conform to local regulations. Such is the case of Key West, FL. or Charleston, SCI, where first class hotels abide by strict height, parking, placement and design regulations. In Miami Beach, FL., first class hotels will happily remodel historic buildings following strict historic preservation regulations just for the privilege of having a presence at this desireable location. Most others towns and cities, including large international destinations such as downtown West Palm Beach need to compete aggressively for this coveted end user, and this competition usually results in compromises to a community's ultimate vision for the area. It is even harder to enter this competition for places, such as the City of Fort Pierce, which are not yet established as desireable first class or resort hotel markets.

The City of Fort Pierce has a great potential to establish itself as a sought out, unique, desireable destination. Unparalleled natural resources, recreational boating and world-class fishing tournaments, a distinctive built environment, a diversity of civic uses, museums, research facilities, an international port and airport, are just a few of the features the City has to capitalize on to be seri-



Figure 1


Figure 2


Figure 3

ously considered by the tourism and hotel industry.
To accomplish this, the City will need to seek design an aggressive marketing campaign, and seek outside assistance from a qualified hotel broker who understands, believes and can effectively communicate the community's vision, the area's value and the inward investment work that has been ongoing in the City during the past two decades.

It is important to note that the Citizens' Master Plan does not limit hotels in height or size, but does propose specific placement and accessibility. This intentional, "open-ended" intensity is aimed at facilitating the hotel development process and engage the locals in understanding the dynamics of the hotel market and ensuring a process that expeditiously removes obstacles to attracting hotel investment while preserving a community's vision.

The City Commission will additionally have to seek further input from its residents to define how much intensity is acceptable within the community's vision, as this is an issue that was not discussed in depth during the public involvement event.

This report strongly recommends that when seeking the appropriate hotel for the area, this be done by a marketing consultant with experience in traditional development and historic destinations, and that the entire Master Plan and vision be advertised.

How Other's Did It

Three first class hotels that have altered their conventional models in order to have a presence in desireable tourist destinations have been included in this report. The purpose of this inclusion is to showcase areas that have successfully attracted first class resorts and hotels, and have done so without compromising the built environment. These examples compare placement, scale, uses, land impact, and height treatment.

The hotels in this comparison are:

- Ritz Carlton Southbeach (Figure 1)
- Westin Key West (Figure 2)
- Charleston Place (Figure 3)
- St. Augustine Hilton (Figure 4)

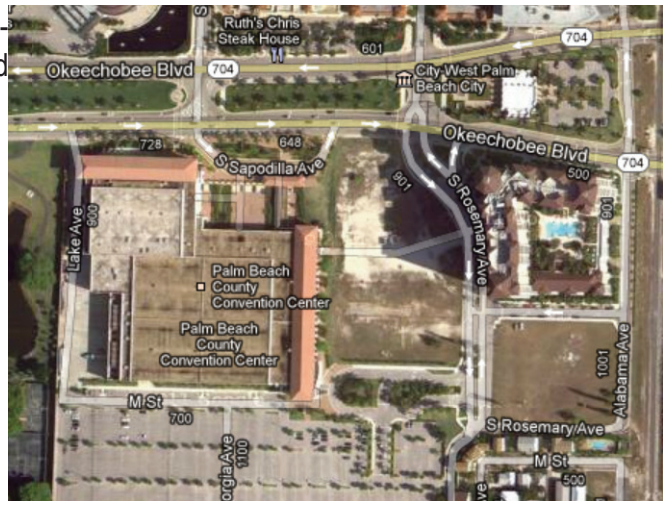
Both the Ritz Carlton and the Charleston Place Hotel (Figures 1 & 3), have a 2 to 4 stories high base that match the height of the surrounding fabric, and place additional height in tower elements set back from the street.

The Key West Westin accumulates room quantity and amenities within the heigh limits established in the City's Code. The St. Augustine Hilton takes the same approach. It is important to note here that these cities not only have strict development codes, but are such desireable tourist destinations that mainstream, first class hotels are amenable to changing their conventional models in order to have a presence in the city. This condition is hard to achieve in places that still need to establish them-

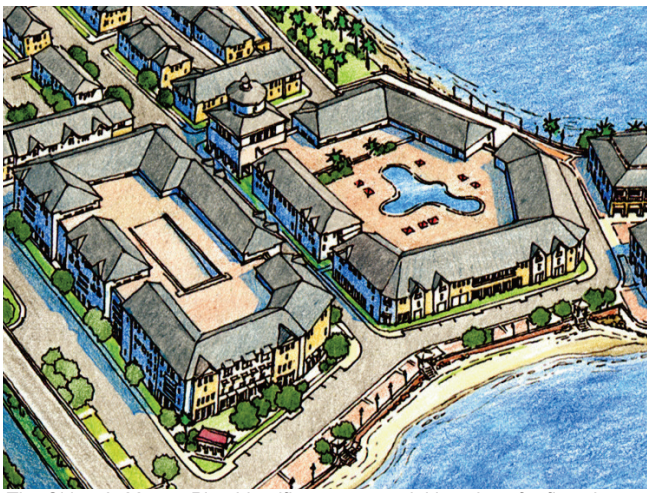
selves as destinations.

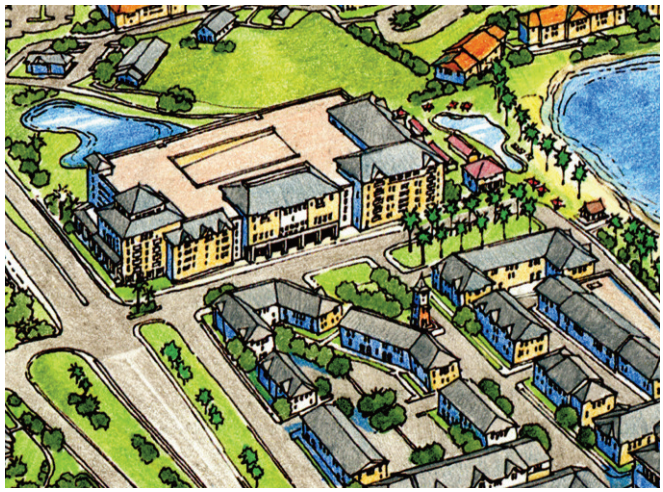
The images on pages 24-25 show how resort hotels with extensive program can be carefully embedded within the urban fabric and contribute to the creation of four of the most visited tourist destinations in the world.





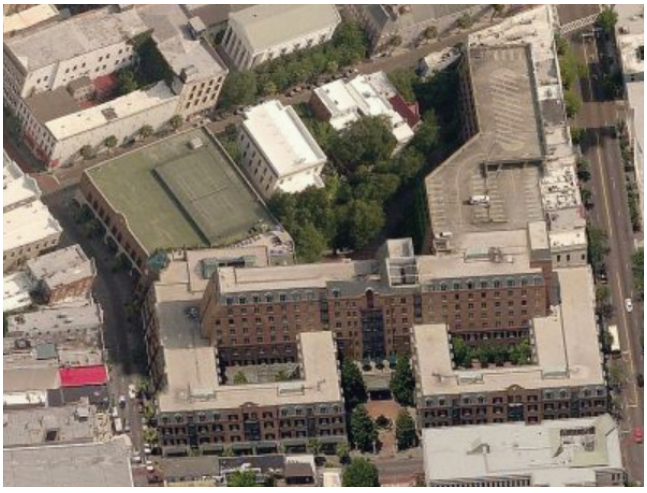
tourist destinations in the world. Attracting first class hotels is challenging. After almost a decade working to attract first class hotels to downtown West Palm Beach, the hotel site next to the convention center still lies vacant. Through an aggressive marketing campaign, the City was able to attract a first class hotel within the downtown's fabric.





The Citizen's Master Plan identifies two potential locations for first class resort hotel(s).

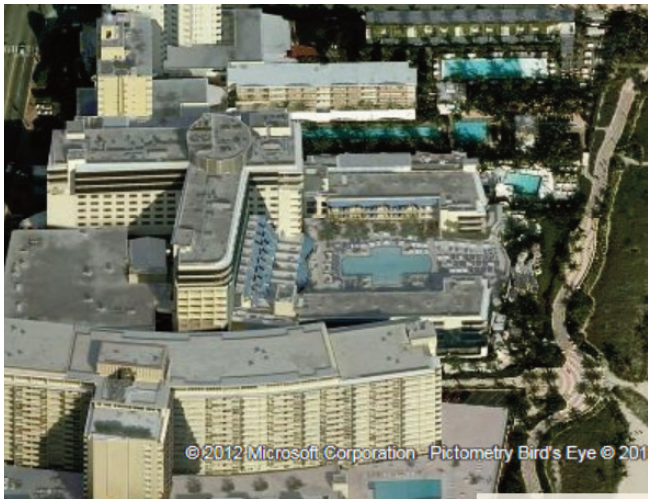






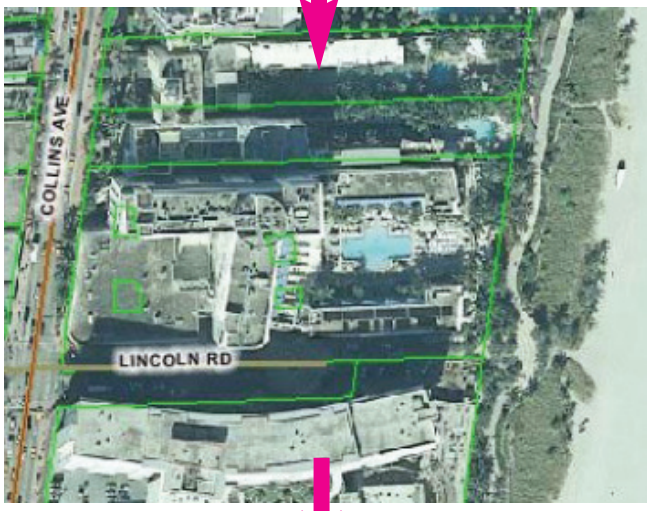



COLLINS AVE

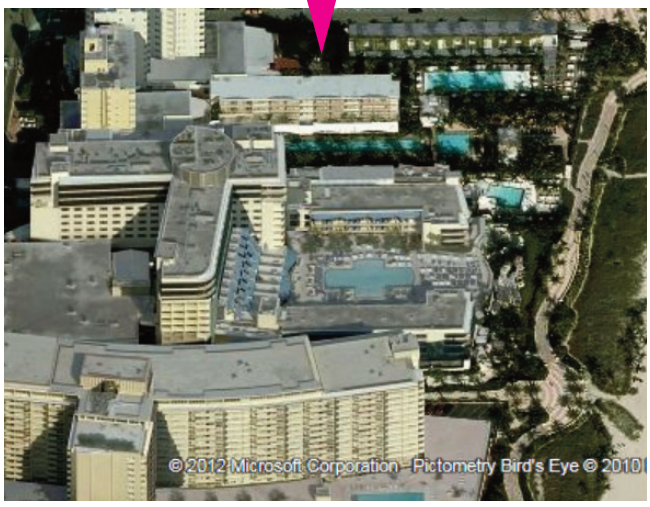

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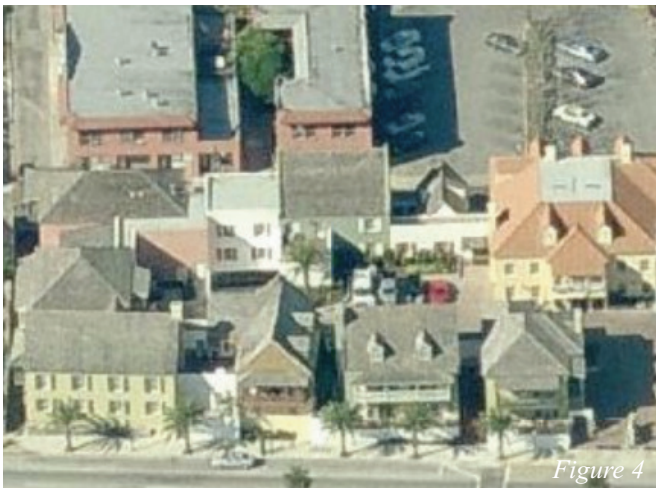



COLLINS AVE
LINCOLN RD




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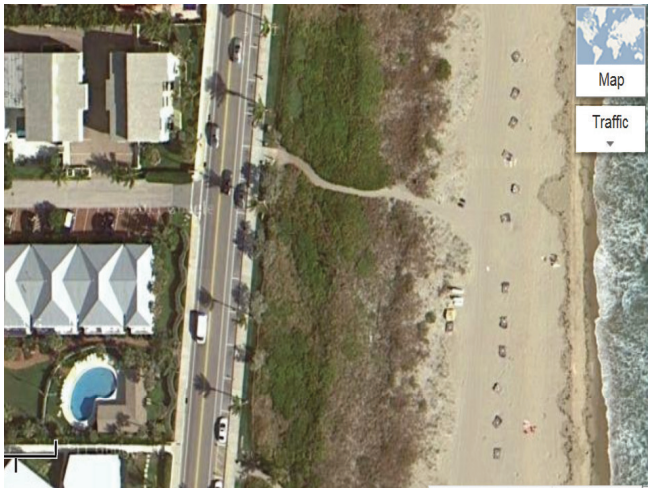






When the destination is very desirable to hotels, they are willing to "break" their conventional type and adapt to the local government's requirement. Such is the case of the St. Augustine Hilton, built in the late 2000's to resemble detached, two and three story mixed use buildings.





Public Access to the waterfront can be achieved whether a hotel fronts a public street that borders the water, or is directly adjacent to the sandy beach, as shown in images above.

8 PROGRAM

IMPLICATIONS OF RELOCATION COST UNDER CURRENT REGULATIONS:

A preliminary analysis of implication of current regulations on relocation costs shows that:

- Under currently allowed density, it is possible to build up to 150 residential units.
- Under currently allowed commercial uses, it is possible to build up to 162,914sf of commercial space (retail/office/hotel/etc., in addition to residential program)
- Under current Floor Area Ratio (FAR), it is possible to build 814,572sf.
- The current FAR allows for each of the 150 residential units in a single-use development as the one to the east, to be up to a maximum average of 4,344sf.
- This density and relocation costs result in a cost incidence per residential unit of $668,500.00. This is not a feasible base incidence.
- 162,914sf of commercial space yield a hotel with meeting rooms, amenities and support program yields roughly 317 rooms. A first class hotel typically has 500 rooms.
- The base cost incidence in this scenario per hotel room is $63,100.00. Developing a hotel with this base cost incidence is unlikely under current market conditions.
- It is possible to build the currently allowed density and intensity without exceeding 3 stories in height.

CURRENT CONDITION ANALYSIS
WASTE WATER TREATMENT PLAN SITE

Total Acreage (WWT)	18.7 acres (814,572sf)
FAR	1
Developable area	814,572sf
Commercial area	20% (162,914sf)
Maximum Height	45’
Density	8du/ac
Projected Relocation Cost	$100,000,000.00
Cost Incidence per acre	$5,347,593.00
Cost incidence per unit	$668,500.00
Cost incidence per hotel room	$63,100
Millage rate (2011)	5.7384

Under current regulations, only 20% of the development may be dedicated to commercial uses (e.g. hotel/resort). This number reflects an 80% residential 20% commercial program split.

CURRENT CONDITION ANALYSIS
PRIVATELY OWNED SITE

Total Acreage	17.43 acres (+ submerged lands)
Developable area	759,250sf
Commercial area	151,850sf (20%)
Maximum Height	45’
Density	8du/ac
Cost Incidence per acre	$ Solely dependent on the cost of land and hard and soft development soft costs.

PRELIMINARY CONCLUSIONS:

• With projected relocation costs ranging between 70 and 110 million dollars, the base incidence for development is such that construction will unlikely be financially feasible even if the maximum development potential under the Future Land Use is allowed.
• A 1st class hotel typically has 500 rooms (although there are successful resorts that have less than 500 rooms). The current commercial allocation does not contemplate this size of facility.
• A 500 room hotel requires a minimum of 256,410sf. plus additional area for supporting uses (outside of those provided by hotel).
• If a hotel is built, under current regulations there would not be sufficient development intensity available to support additional commercial uses (restaurants, retail, etc.) critical to the success of the hotel.
• The allowed FAR is such that it is possible to increase density from 8du/ac to an average of 23du/ac without changing the overall built area currently permitted (i.e. without changing size of buildings allowed). Given the property's FAR of 1, the above figures would allow for 150 residential units at 4,344sf each. A more marketable unit size averaging 1,500sf per unit would yield 434 units.
• If the site is to be developed on its own, (i.e. without any financial assistance, an FAR of 7.5 (equal to half of Manhattan's) and appropriate mix of uses would be necessary to absorb the current land plus Waste Water Treatment plant relocation costs at market rate. *This type of intensity is not inconsistent with the City's character and community's desires, but unlikely to be marketable in the area.*
• *Current projected relocation costs will result in improbable interest on the site due to financial implications.* If the cost of relocating the plant is not addressed independently from development on the site, financial assistance (outlined here and further described in Chapter 9) is necessary.

PROPOSED DEVELOPMENT STRATEGY

There are numerous ways to finance and develop this site. This report outlines a simple option that is based on "removing" the plant relocation cost from the land transactions (sale & development). This is in essence a "land-cost-only" development scenario. As a simple example, when a house is sold, it is generally sold for its actual value, not for the value of the house plus the cost of building a new house elsewhere.

It is important to point out that this option contemplates the relocation cost, but forsees this relocation cost being absorbed by a combination of local, state and federal funds, FPUA bonds, and by the ultimate (and fundamentally) revenue generated by new development on the site overtime.

In this scenario, land value is estimated at a maximum of $21,000,000.00 (most probably 16.5 to 17.5 million in today's market).

Estimated Development Program Under Land-Cost-Only Scenario Consistent with the Community's Vision:

• A balanced mix of uses allowing:
  • Residential uses of up to 23du/ac
  • Four-story height for residential uses
  • Retail/Commercial uses in the form of a Neighborhood Center (per the industry's definition), of up to 45,000sf. This Neighborhood Center contemplates the demand for the entire Master Plan as proposed. This is proposed independently and in addition to hotel uses.
  • Up to two Hotels (limiting form, not intensity or height)

9 Financial Strategy

The decision to relocate the waste water treatment plant has a significant economic impact for the future of the area.

The Citizens' Master Plan for the area is a single, cohesive and integrated plan and its implementation and design are not dependent on financial or partnership arrangements between the two developable sites impacted (i.e. the Waste Water Treatment site and the vacant site to the east of it). This means that independently of the financial agreements or timing of development of either site, the principles embedded in the Citizen's Master Plan shall apply, and the result will be a cohesive and integrated network of streets and blocks as outlined in the Community's Vision.

Financial analysis scenarios conducted indicate that there is great benefit associated with planning and marketing both sites jointly. Combining the parcels as a "packaged proposal" broadens possibilities and increases the City's ability to attract a larger number of qualified developers.

General Conclusions:

Regarding Program and Development:

1) Development can occur on either buildable site independently (i.e. the Waste Water Treatment Plant site can be developed without participation of the adjacent vacant site. Financial studies conducted to prepare this report assume both single-site and combined site development scenarios). It is ideal, but not necessary to combine both sites to allow for the development envisioned for the area to occur). This statement is of ultimate importance as it has direct impact on programmatic allowances, increases relative to the maximum densities and intensities currently allowed, and the process established to determine such potential increases.

2) Development potential on the vacant site may be hindered until the decision to relocate the plant is officially adopted and funds identified; or until relocation efforts effectively commence.

3) A delay in the development of the vacant site could affect financing for the overall proposal and negatively impact the City's ability to attract development or fund improvements.

4) Increases in density and intensity are only necessary as a result of the cost of relocating the Waste Water Treatment Plant.

5) Increases in density and intensity for parcels other than the Waste Water Treatment Plant are proposed solely to: a) attract a use that was indicated as desireable by the community (i.e. a resort hotel); and b) to encourage physical improvements that are important and valuable to the residents of Fort Pierce.

6) Proposed uses, program, density and intensity should be defined within the parameters established in Chapter 8.

7) Increases in densities, intensities and height should only be allowed only in exchange for the implementation of the principles and uses as outlined in the community's vision.

Regarding Relocation Cost:

A number of development scenarios have been tested as part of this effort and are based on relocation costs ranging between **$70,000,000** and $**110,000,000***[1].

8) Cost of relocation expressed above, while accurate, is determined (for the purpose of this report) as a range. The exact relocation cost and will be determined by many factors, not the least of them being the economic environment at the time of construction. More accurate estimates cannot be exacted until an official decision to move the plant is made, a "relocation committee" or similar body is appointed and established, and an independent or public bidding process is entered into.

9) The cost to relocate the Waste Water Treatment Plan cannot be fully absorbed (i.e. recovered) by a simple land-sale transaction.

10) In order for to attract cost-feasible development (whether residential, commercial, or mixed), the land on which the Plant sits needs to be sold at its assessed value based and be based on actual development potential.

11) Based on the different development scenarios and relocation cost estimates, to position the City in a competitive negotiating process, ideal land value should range between 15% and 25% of the total estimated relocation costs (between $16,500,000.00 and $17,500,000.00*[2]). It is recommended that land value in the current market should not exceed $21,000,000.00

11) Cost of relocation will only increase with time (given the particular economic climate at the time this plan is being prepared).

Regarding Funding:

12) Funds identified for the upfront relocation costs include:

- Land sale revenues - 15% to 25% (*[2])
- Bond Financing (FPUA) (up to 60%)
- Regional, State and Federal Funding and Grants
- City/County/FPUA earmarked (current or future) funds
- TIFF funds (CRA)
- Special District and Plan Area Development Impact Fees
- Revenue from utilities
- Cash Reserves (if any)
- TPO funding (general transportation funds)
- EPA grants
- Brownfield funds
- Impact Fees, and
- Public-Private Partnerships
- Drinking Water State Revolving Fund
  http://www.dep.state.fl.us/water/wff/dwsrf/index.htm

1Costs as determined by CMHHILL report minus adjustments to reflect a reduced contingency fee and current land and construction costs.
**2 Land value reflects 2012 sales and construction estimates, and should be adjusted to reflect actual costs at the time of sale.*

- Water Infrastructure Trust Fund legislation (potential source)
- Climate Ready Estuaries Program (potential source)

13) Funds borrowed to relocate the Waste Water Treatment Plan (estimated between 55% and 70% of the projected relocation cost) and interest accrued is anticipated to be recovered over time by revenues derived from the increase in property tax assessments, tourism tax, sales tax, and customer base and demand for the waste water services provided by the new plant.

14) Bond financing will be needed to upfront relocation costs. This type of financing should be limited to prudent levels as determined by the City and FPUA. Given the current millage, at a proposed borrowing bonding level of 60% of the relocation cost, debt could be retired in approximately 17 years.

15) A Waste Water Treatment Relocation Fund and source of funds to be earmarked should be established immediately (ideally as a result, and concurrent with the approval of the Citizens' Master Plan).

16) Increased tax revenues resulting from the appraisal of the property itself due to the removal of the Plant, plus that generated overtime from resulting development shall constitute the main income stream to cover the cost of moving the plant.

17) Private funding is an option at the time of the sale. Developers may be required to finance a percentage of the relocation cost and either receive fee credits or reimbursements for the required advancement of funds.

It is expected that costs (both projected relocation costs, land values and construction costs) will proportionally change over time. It is therefore important to ensure that each funding mechanism proposed include a method for adjusting the amount of funding to reflect current costs at the time of construction.

10 NEXT STEPS

The Next Steps towards the implementation of the Citizens' Master Plan are as follows:

a) Adopt the Citizens' Master Plan

b) Establish a "Plant Relocation Committee"

The proposed Citizens' Master Plan builds in flexibility to allow quick response to changes in market conditions.
In order to properly track and adapt to these changing conditions and make the maximum use of federal, state and regional funding mechanisms, the City, County and FPUA need to establish a "Plant Relocation Committee". This committee shall be appointed by the board, or the City can rely on many of the already formed not-for-profit organizations that do similar work in the area.
This committee or not-for-profit organization needs to be appropriately funded and staffed, and its purpose is to work towards the imminent relocation of the Plant, exploring and pursuing the different funding mechanisms, establishing general financing policies, updating and adjusting relocation costs to the time of sale and implementation, and serving as an additional review board for any proposed development in the area.

c) Hire a retail/marketing/development specialist

The City seek needs to secure the services of a nationally-recognized retail/marketing/development specialist with proven experience and clients. This will contribute to appropriately position the City in a competitive negotiation level and effectively market the area and the Citizens' Master Plan.

d) Secure An Agreement With Adjacent Privately-Owned Parcel

The City must work towards a sale Agreement with the adjacent property owner. This does not imply the a purchase agreement. It is a simple agreement that outlines procedures and compensation if the City or private land owner successfully secure an offer for the purchase and development of both parcels jointly in accordance with the Citizens' Master Plan.

e) Amend Current Regulations As Follows:

• Amend the City's Comprehensive Plan to allow for the increased intensities and densities outlined in this report. This should be possible without the need to amend the Future Land Use Map Hutchinson Island Mixed Use designation if the language is modified to include the proposed matrix tieing increases to specific improvements.
• Create simple, area-specific, form based regulations. An option to creating a new form based code is to adopt and simply calibrate the Smart Code available at http://www.smartcodecentral.org. The Smart Code is available for free to all local governments. Calibration is a simple process done by many qualified town planners.
• Establish architectural design regulations that simply but clearly outline the desired style for the area. It is also possible to adopt basic Design Guidelines created by the Treasure Coast Regional Planning Council (available to local governments in the region for free for every vernacular architectural style), and amend them accordingly to establish as regulations.

It is important to note that given recent changes to Florida

Statutes Chapter 163.3177and Chapter 9J-5.016 of the Florida Administrative Code, it is anticipated that, while the study area is in a Coastal High Hazzard Area, many of the implications resulting from the proposed changes can be addressed at the local level. Additionally:

• Given the combined size and magnitude of the project, the City or developer could apply for a Development of Regional Impact. While potentially costly, there are expedited venues available for proposals consistent with the Regional Planning Council's Strategic Regional Policy Plan.

• No major capital outlays except for the obvious generated by the relocation of the Waste Water Treatment Plant are anticipated.

• No significant changes to Level of Service (LOS) on Seaway Drive is anticipated as this road and bridge have excess capacity today.

• All development and infrastructure (roadways, water, sewer), including proposed boardwalks and other civic and public improvements are designed to be privately funded, in exchange for increased development entitlements.

• The proposed program is such that impact to schools should not be substantive.

One Final Thought

The City of Fort Pierce should commend and be proud of its residents, business community, staff and elected officials. Planning "in the Public" is a lengthy and cumbersome process, but it is also a very rewarding one when a common vision is agreed upon. The predictability resulting from such process is a very powerful development tool that should not be underestimated, especially in difficult economic times. The experience that this City and its residents have creating, adopting, implementing and respecting a clear vision will be the guiding principle that make it possible to overcome the many challenges that moving the Waste Water Treatment Plan will certainly present.

The outcome will be certainly worth the effort, and the resulting built environment will not only be an asset to the residents, but a major component towards a more prosperous and resilient future for the City and the community as a whole.

Towards a Destination

A Community's Vision to Relocate the Fort Pierce Waste Water Treatment Plant



August 1st, 2012

CITY OF FORT PIERCE – MARCELA CAMBLOR & ASSOCIATES


March 2012
Over 200 Participated!

The Study Area



Why Plan for the Future?

The Importance of A Vision:

" A County and its cities need to decide what they want and then tell us. Do they want to grow out, grow up, or not at all? It's too hard, and too inefficient, for us to guess. Instead of defining what they do not want , communities must define what they do want to be."

Bill Angelo, Vice President – Real Estate and the Workplace for Sun Microsystems

To Move OR Not To Move…..













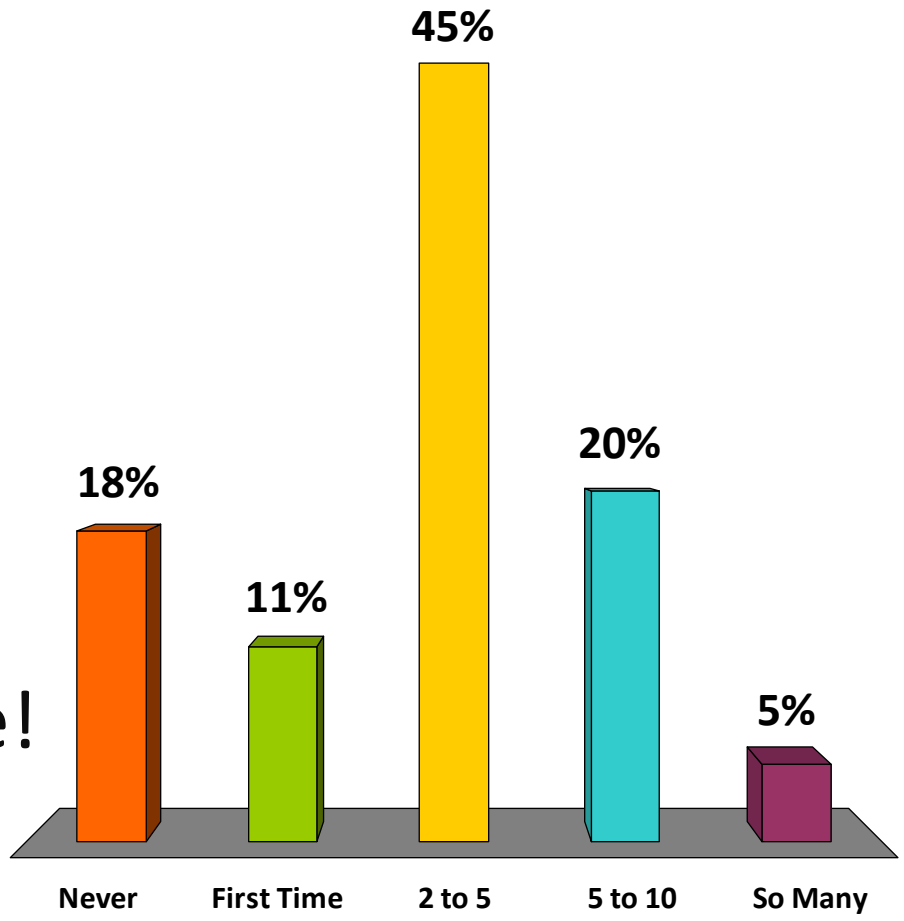





Linda + Catherine Loane
1 When
2 Master Plan in Place
A Architecture
B Signage - Lighting
C Wayfinding
D Public Art
E Color/Design
F Bike Path
- Overall design could include streets w/ Market type housing - Retail - Apts
- Maybe a look @ Seaside and/or Katrina type housing
- An environmental easement for onsite water removal
Nothing like Har Bour Isle
No RV Park
RETAIL
HOUSES
POND
PUBLIC ACCESS
MARINA
LIKE HAWKS KEY
RESORT, DUCK KEY
FORT PIERCE'S WESTERN PENINSULA
A Community's Vision
March 17th, 2012

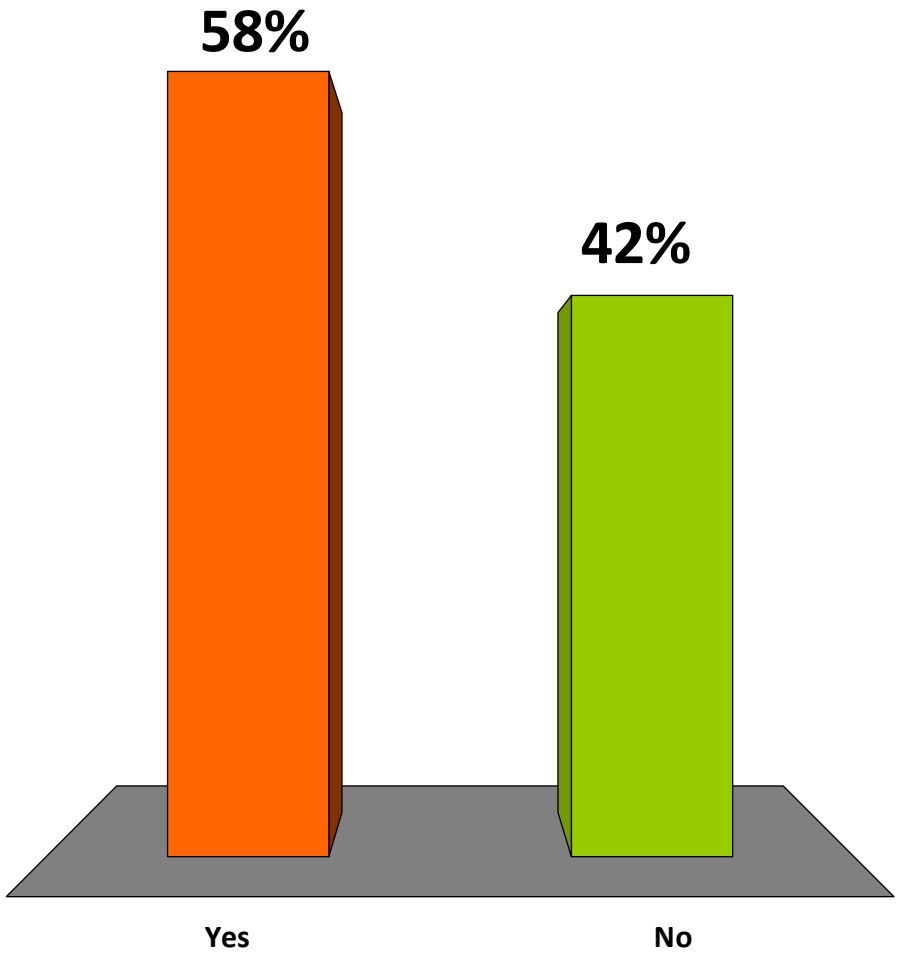
How Many Times Have You Participated In A Charrette?

1. Never
2. This Was My First Charrette
3. 2 to 5
4. 5 to 10
5. So Many I Should Be Running This Charrette!



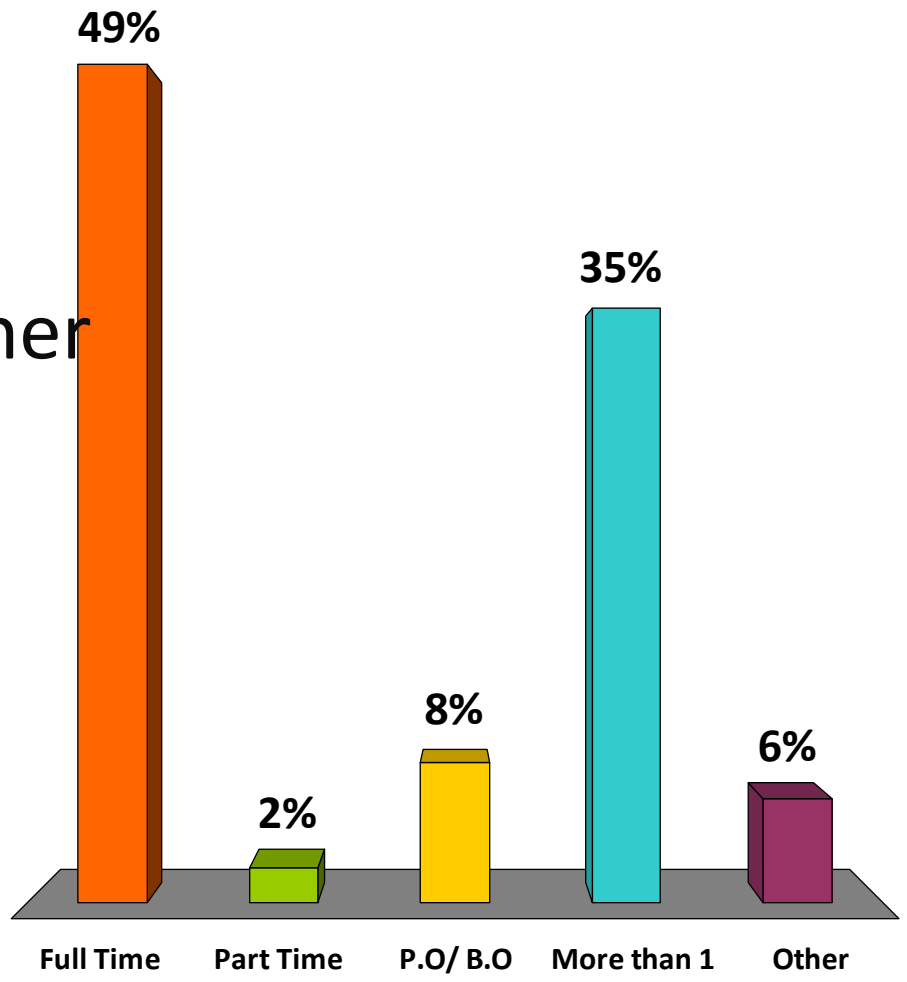
Did you attend/participate in the Charrette for the Waste Water Treatment Plant?

1. Yes
2. No



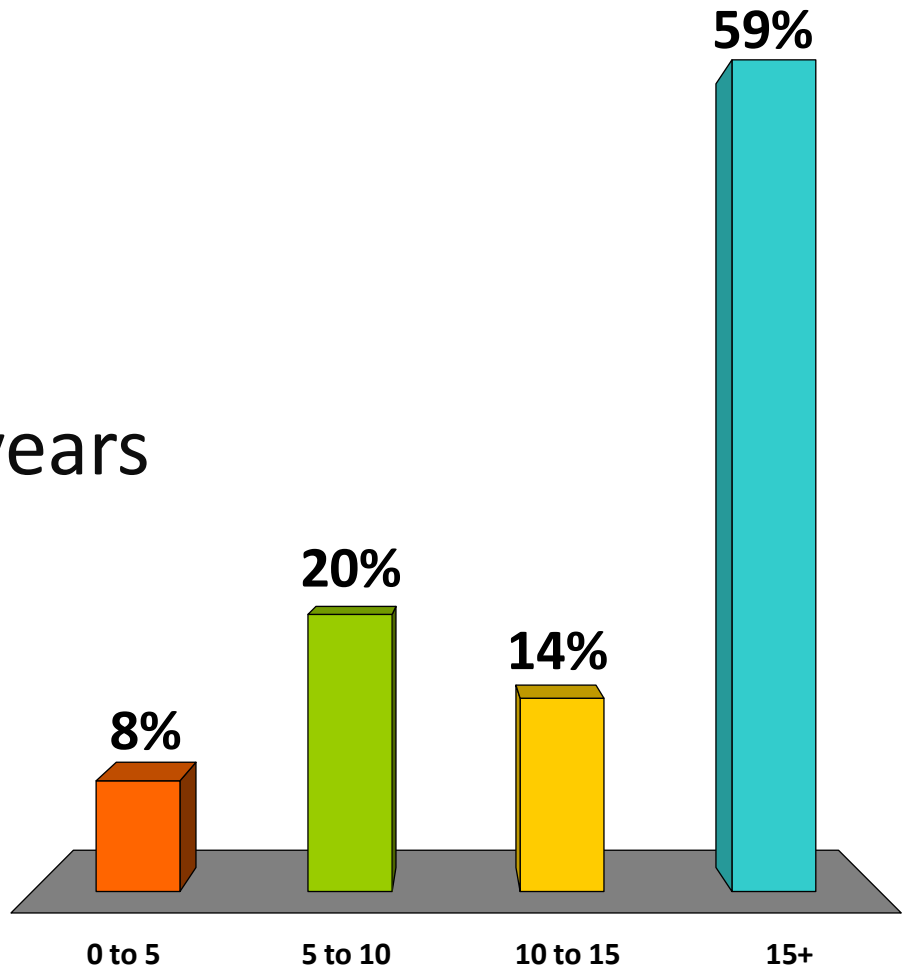
Which Best Describes Your Connection to Fort Pierce?

1. Full Time resident
2. Part Time Resident
3. Property/Business Owner
4. More Than One Option
5. Other



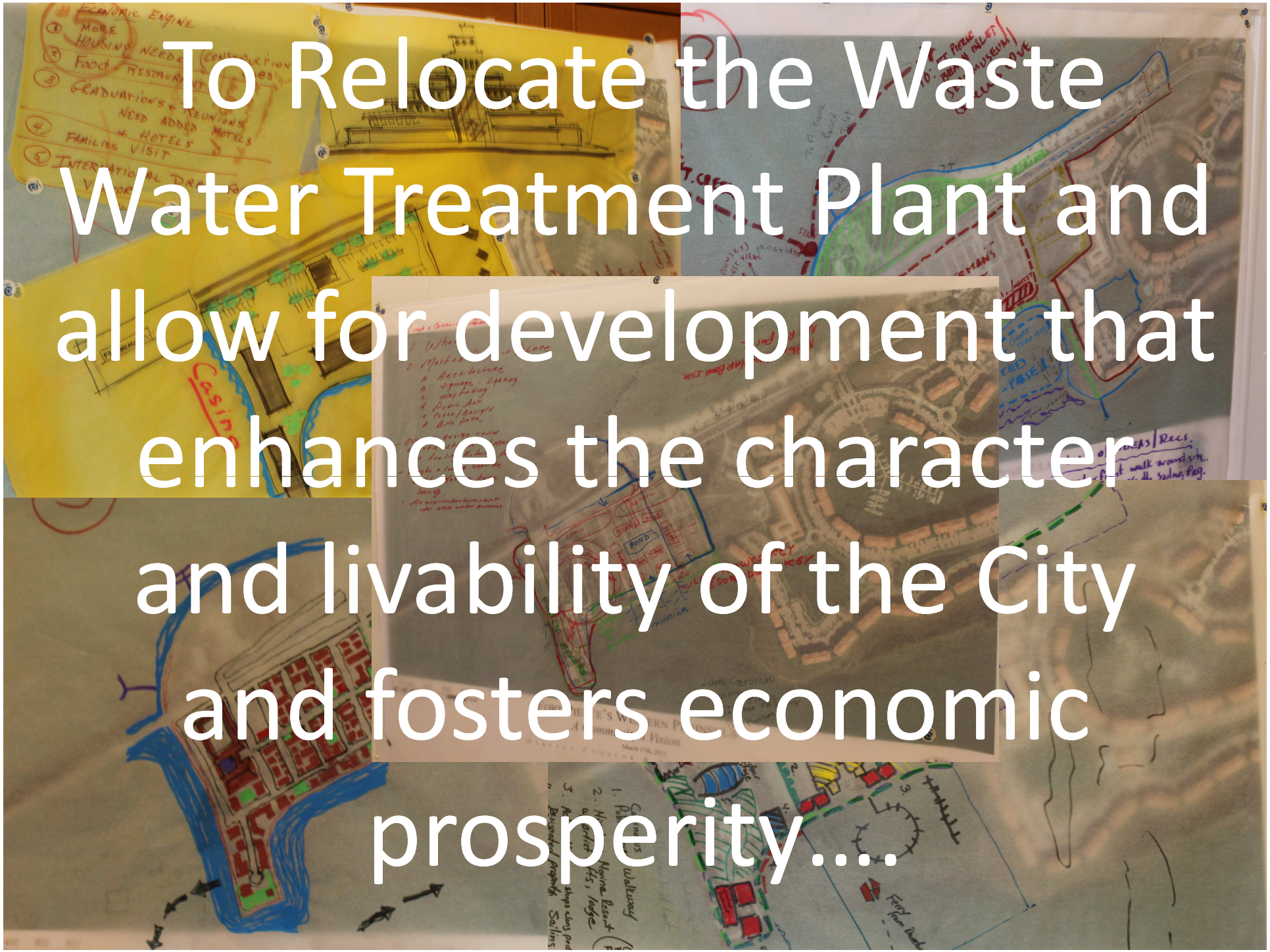
How Long Have You Been "Connected" To Fort Pierce?

1. 0 to 5 years
2. 5 to 10 years
3. 10 to 15 years
4. More than 15 years

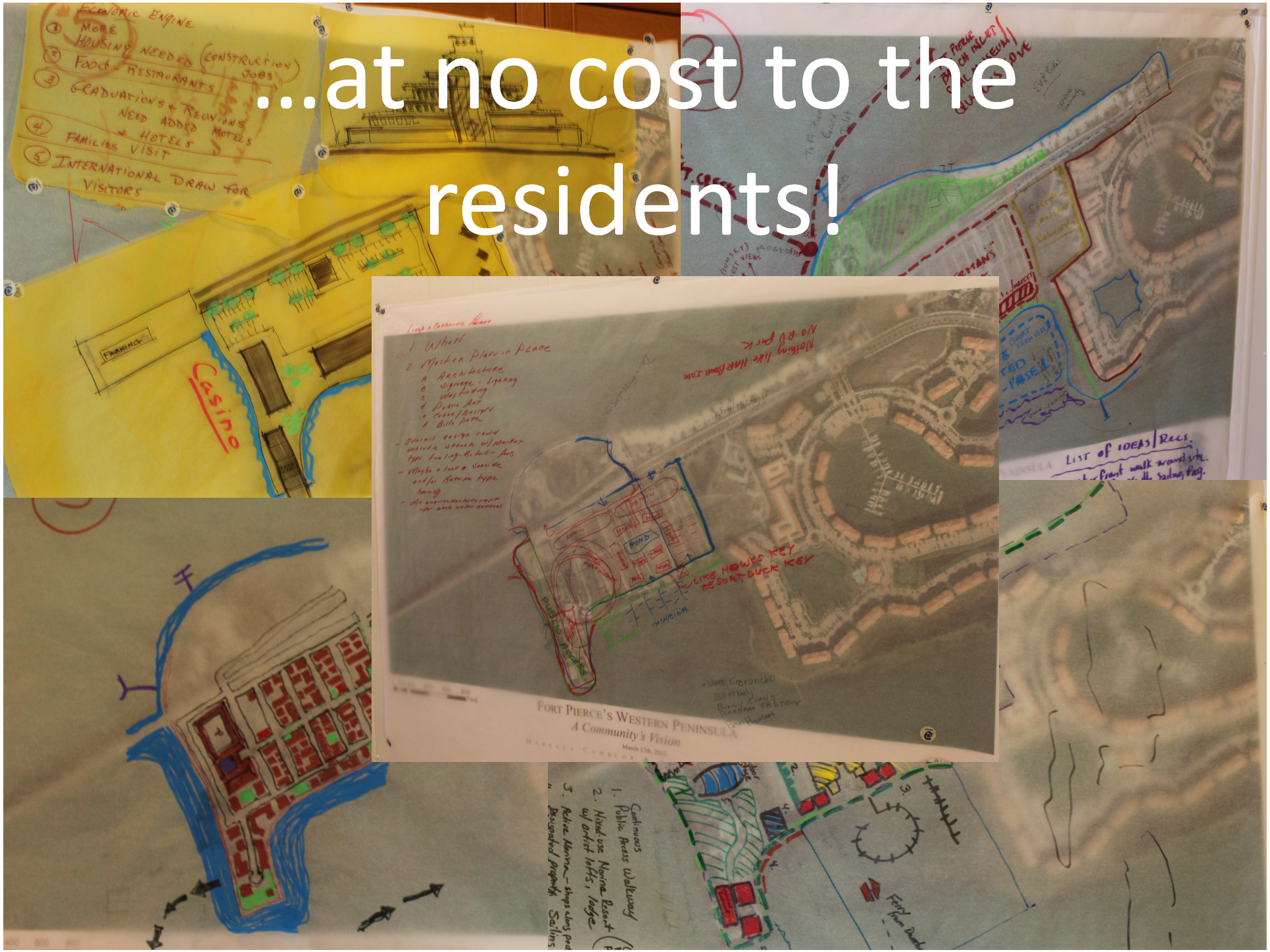


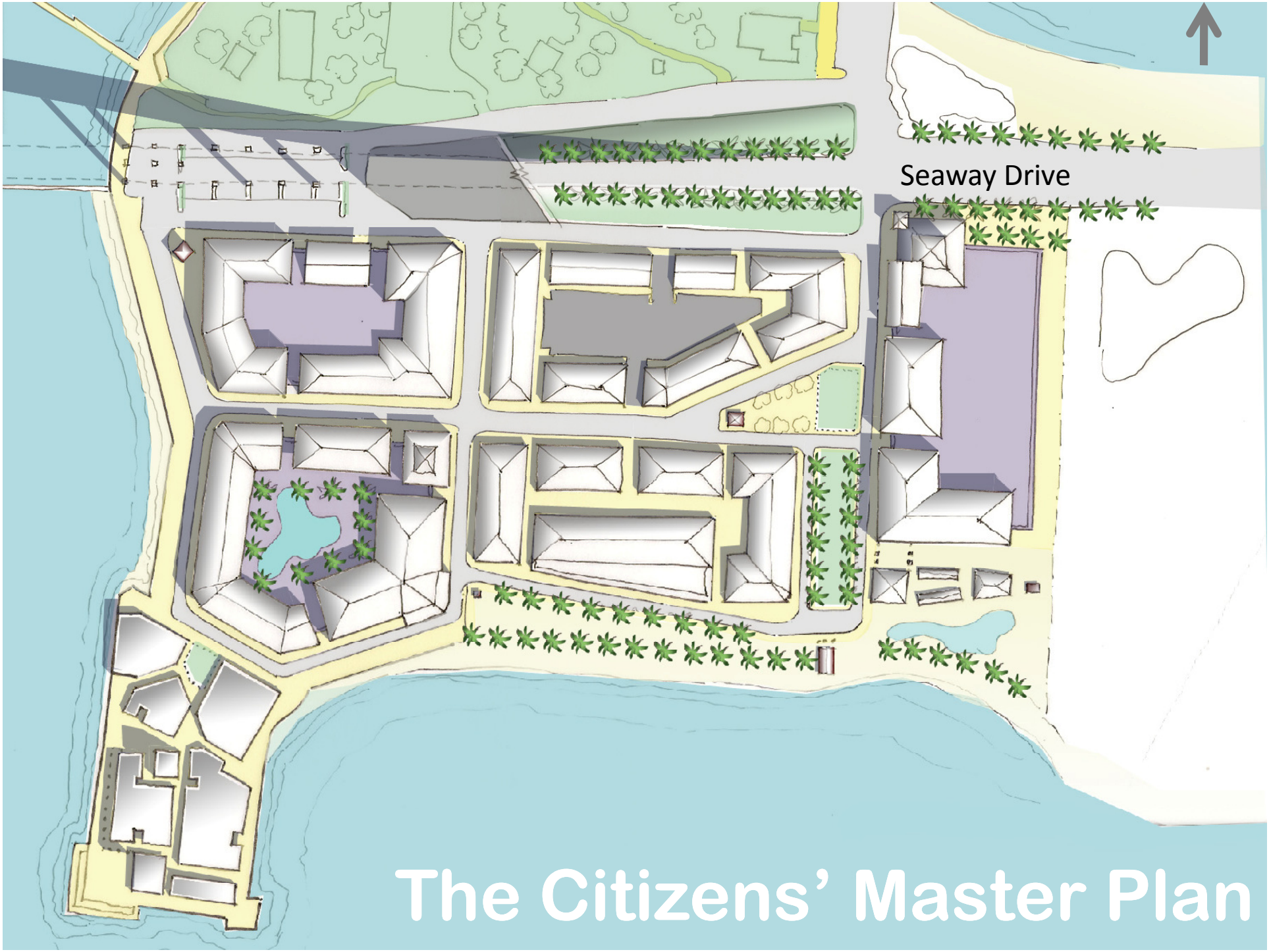
The Community's Vision For the Future:



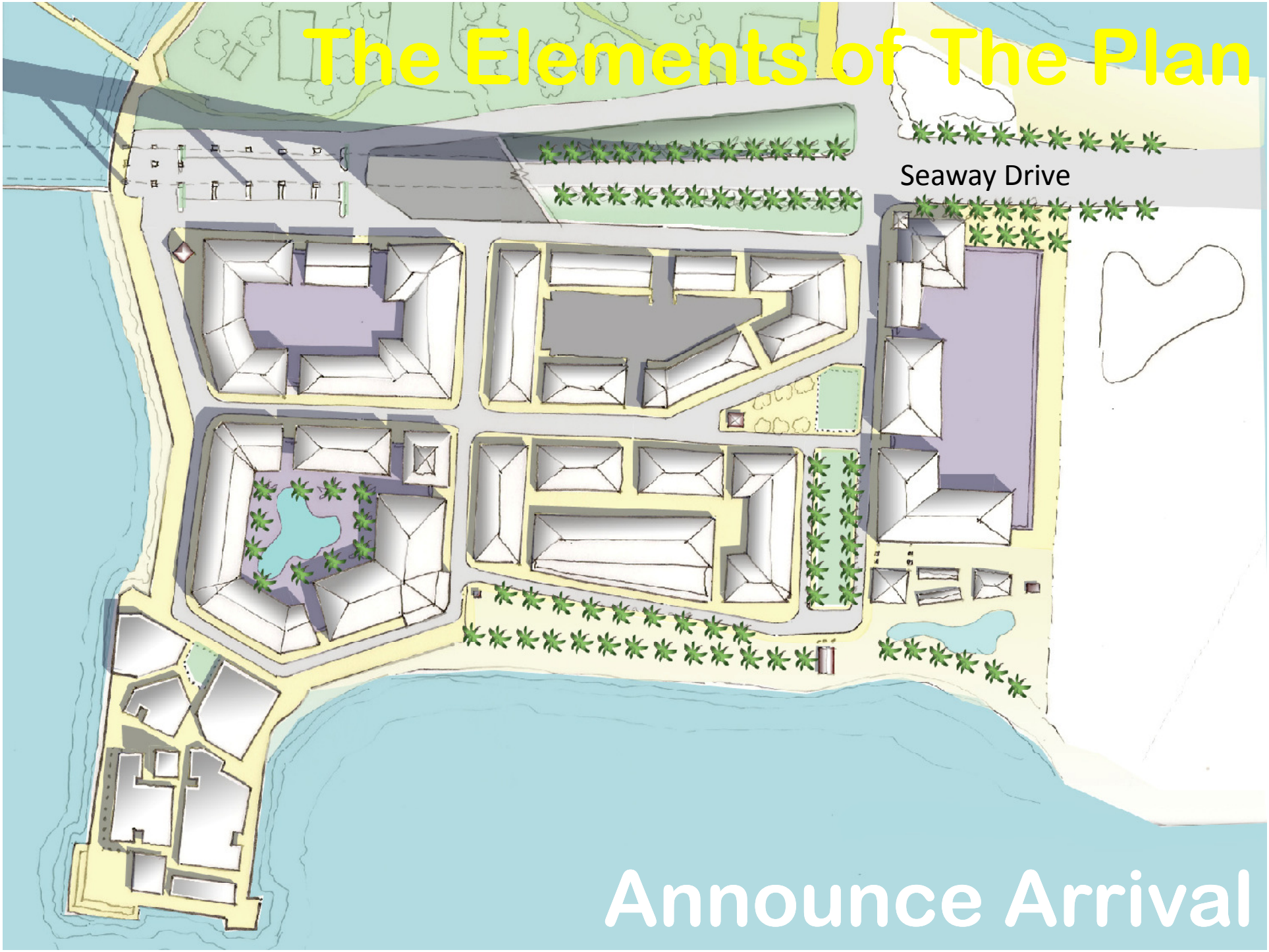

To Relocate the Waste Water Treatment Plant and allow for development that enhances the character and livability of the City and fosters economic prosperity….

...at no cost to the residents!

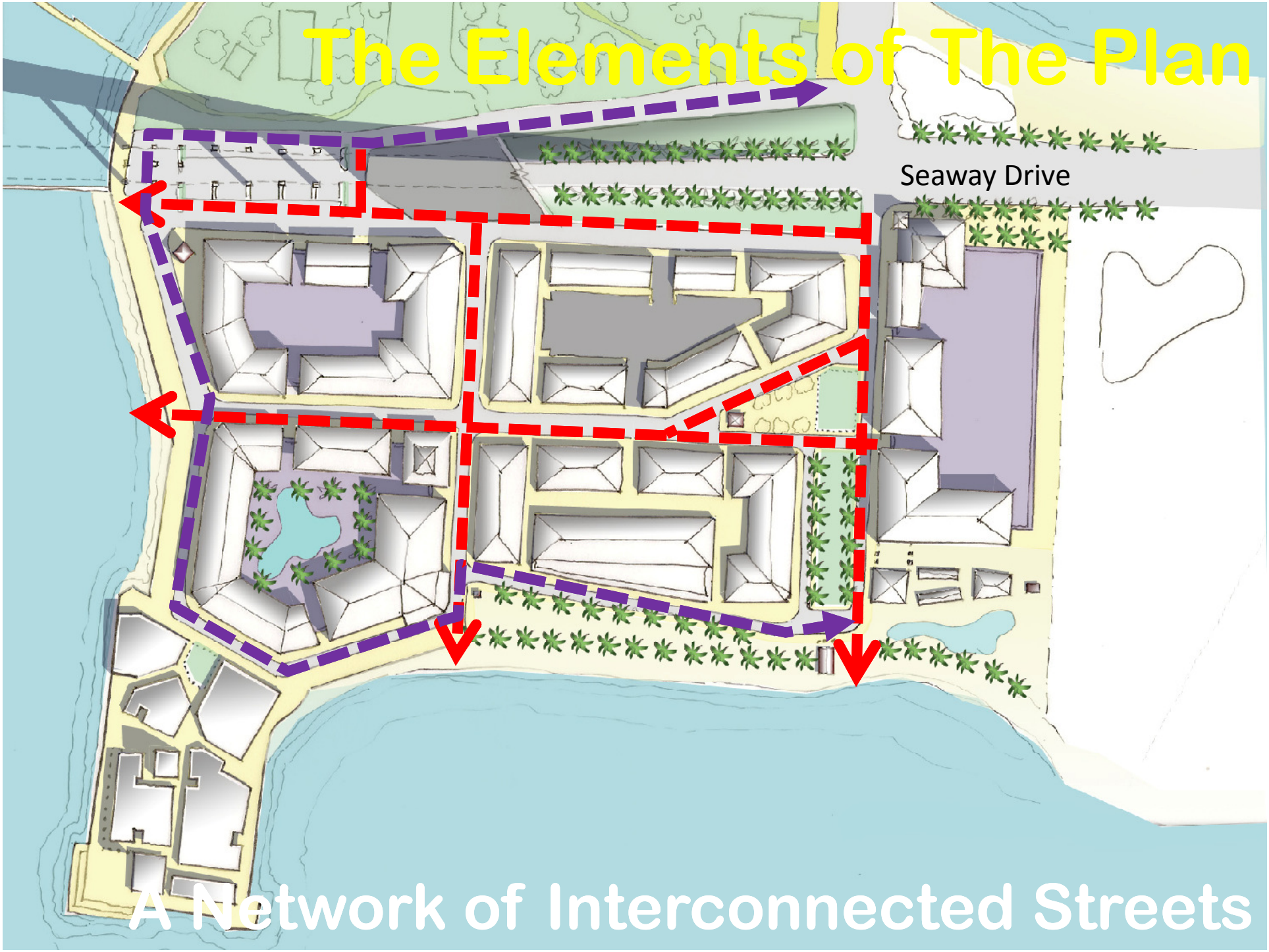



Seaway Drive
The Citizens' Master Plan

The Elements of The Plan






The Elements of The Plan
Seaway Drive
A Network of Interconnected Streets

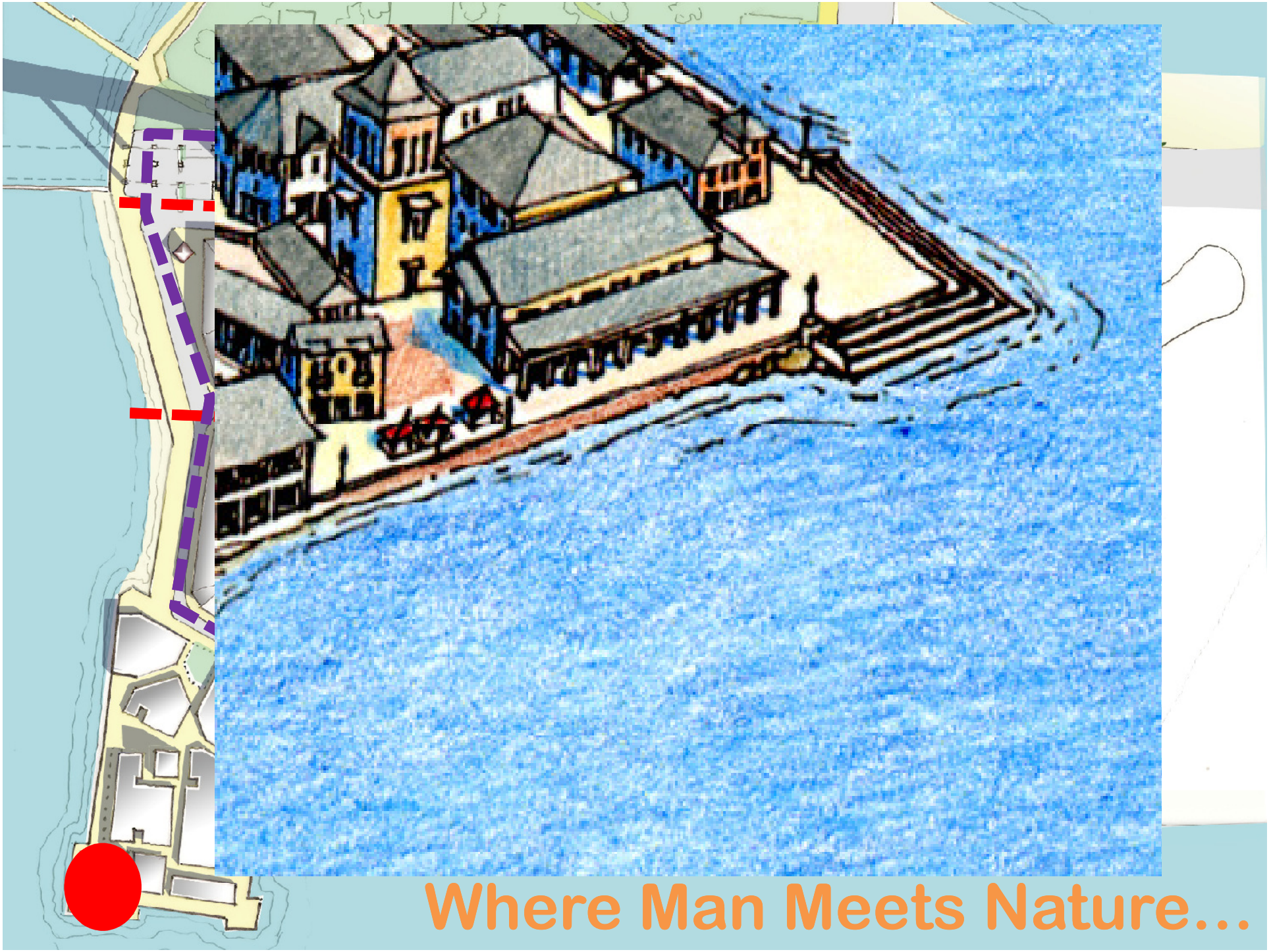


Endless Views



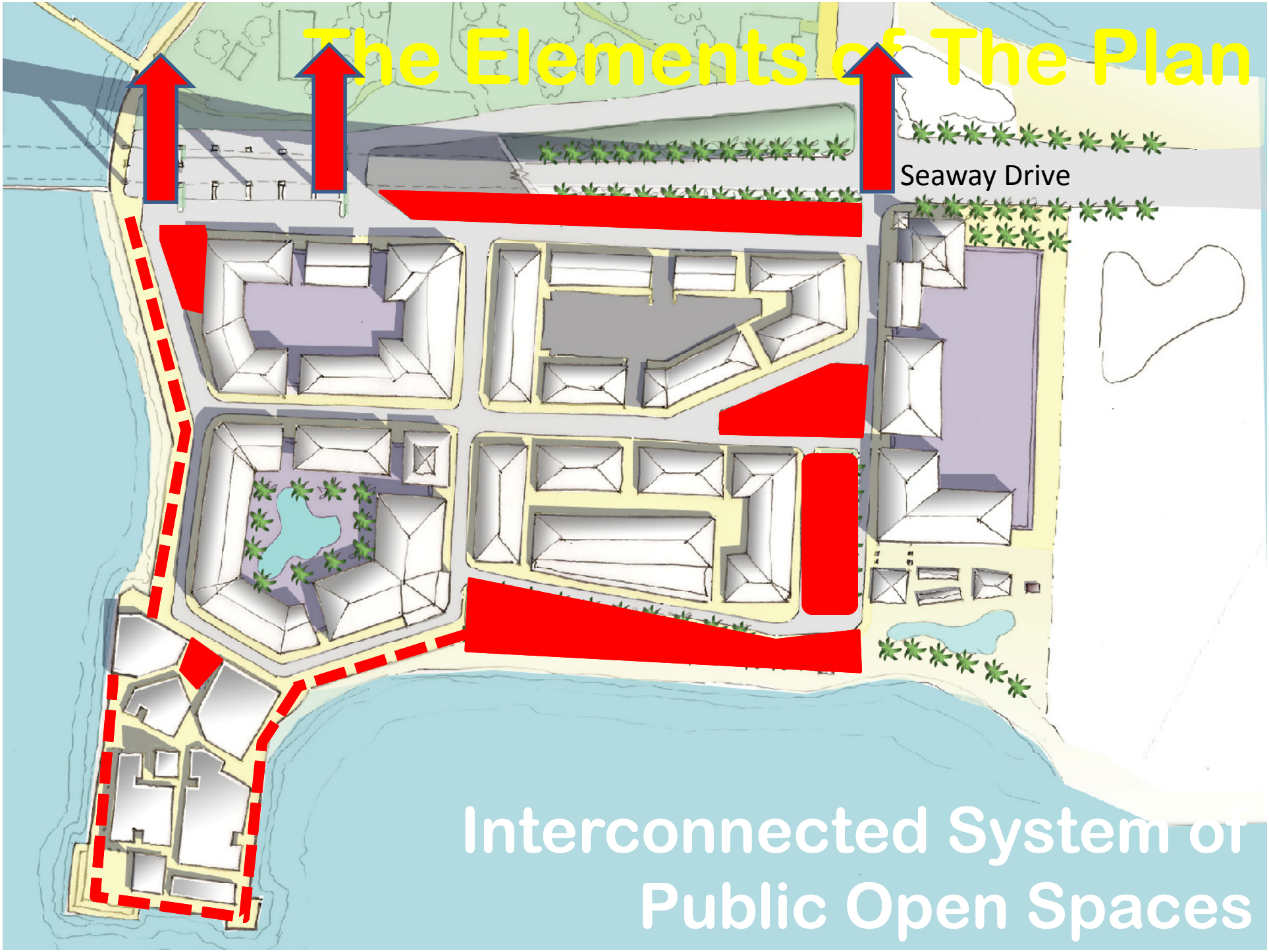
Where Man Meets Nature...

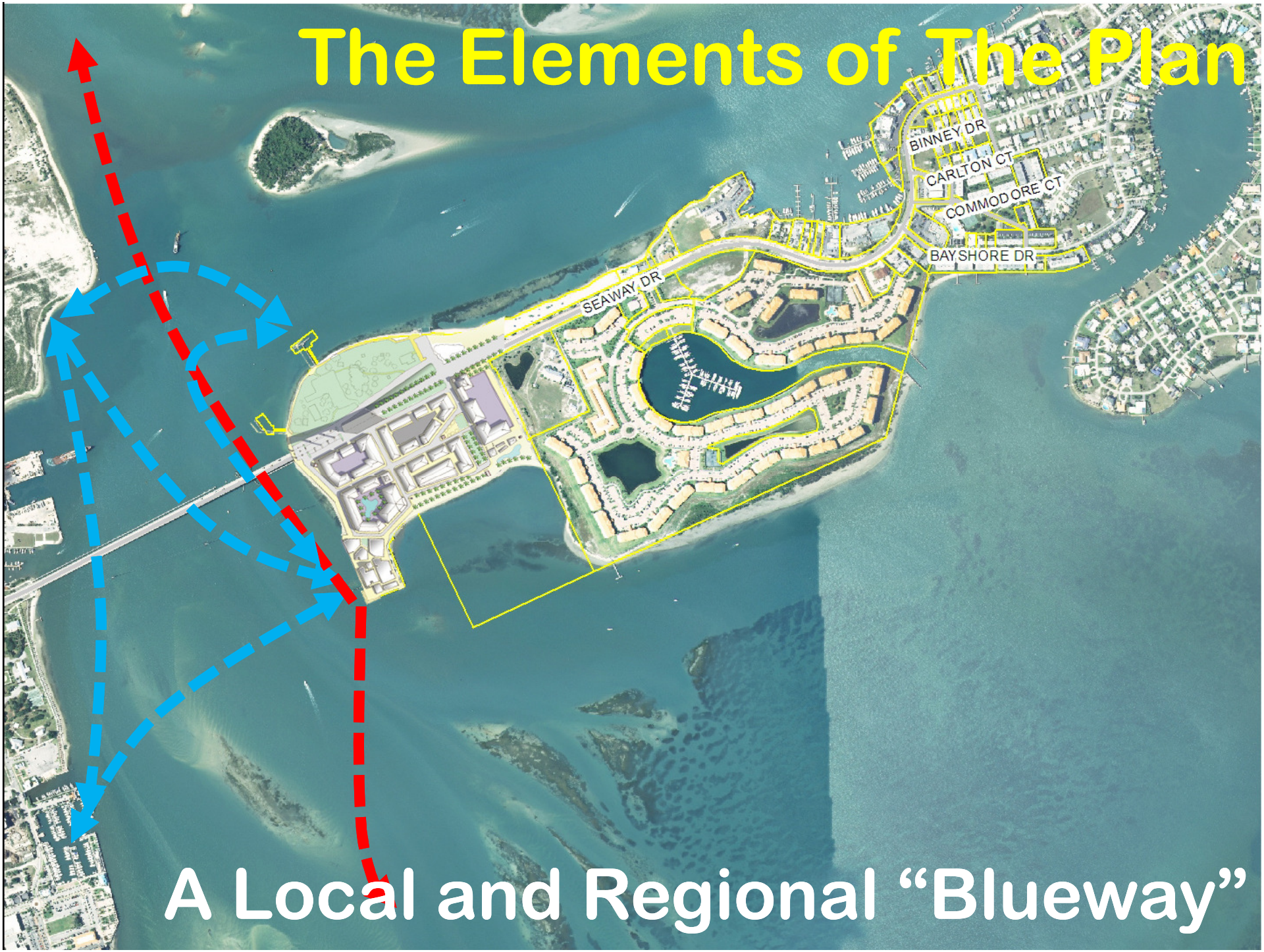

Plan
Where Man Meets Nature...


Where Man Meets Nature...


Segelschule Maschsee Nord
PASSION ORANGE
75




The Elements of The Plan
Seaway Drive
Interconnected System of
Public Open Spaces

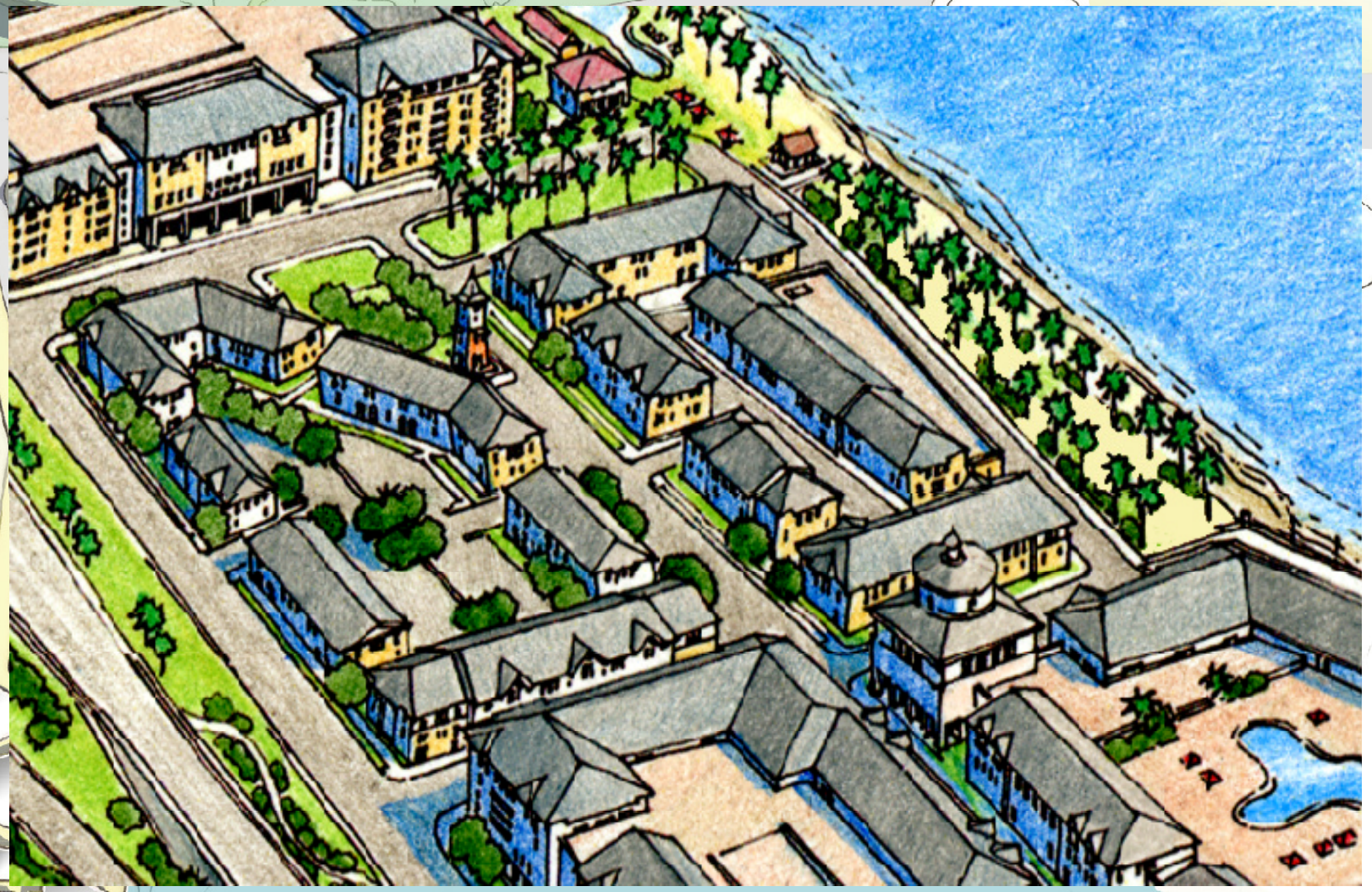

The Elements of The Plan
BINNEY DR
CARLTON CT
COMMODORE CT
BAY SHORE DR
SEAWAY DR
A Local and Regional "Blueway"

Taking Full Advantage of the Water





The Elements of The Plan



A Balanced Mix of Uses






STOP





The Elements of The Plan



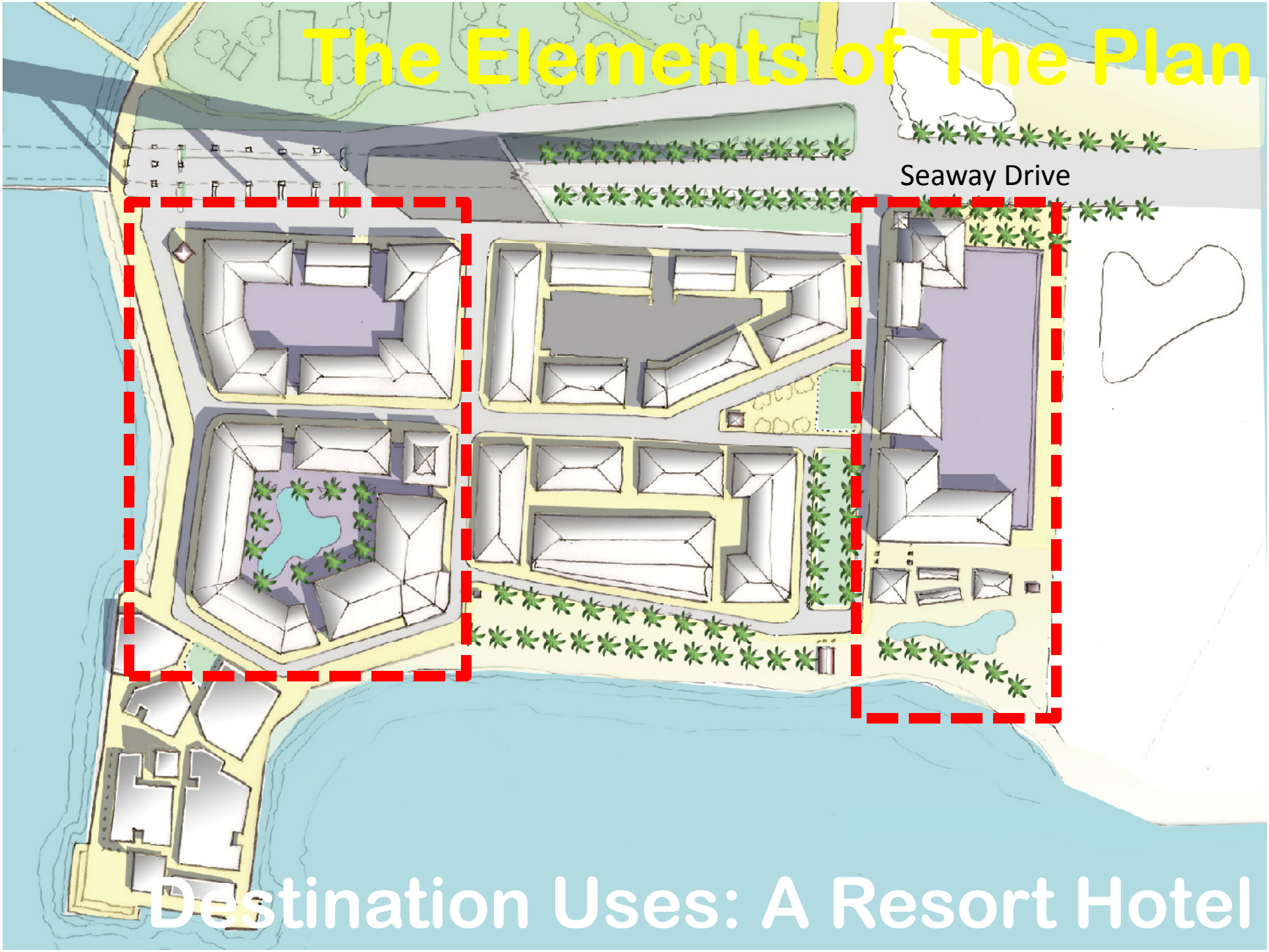
A “Beach Market”:
Complimentary Retail Uses



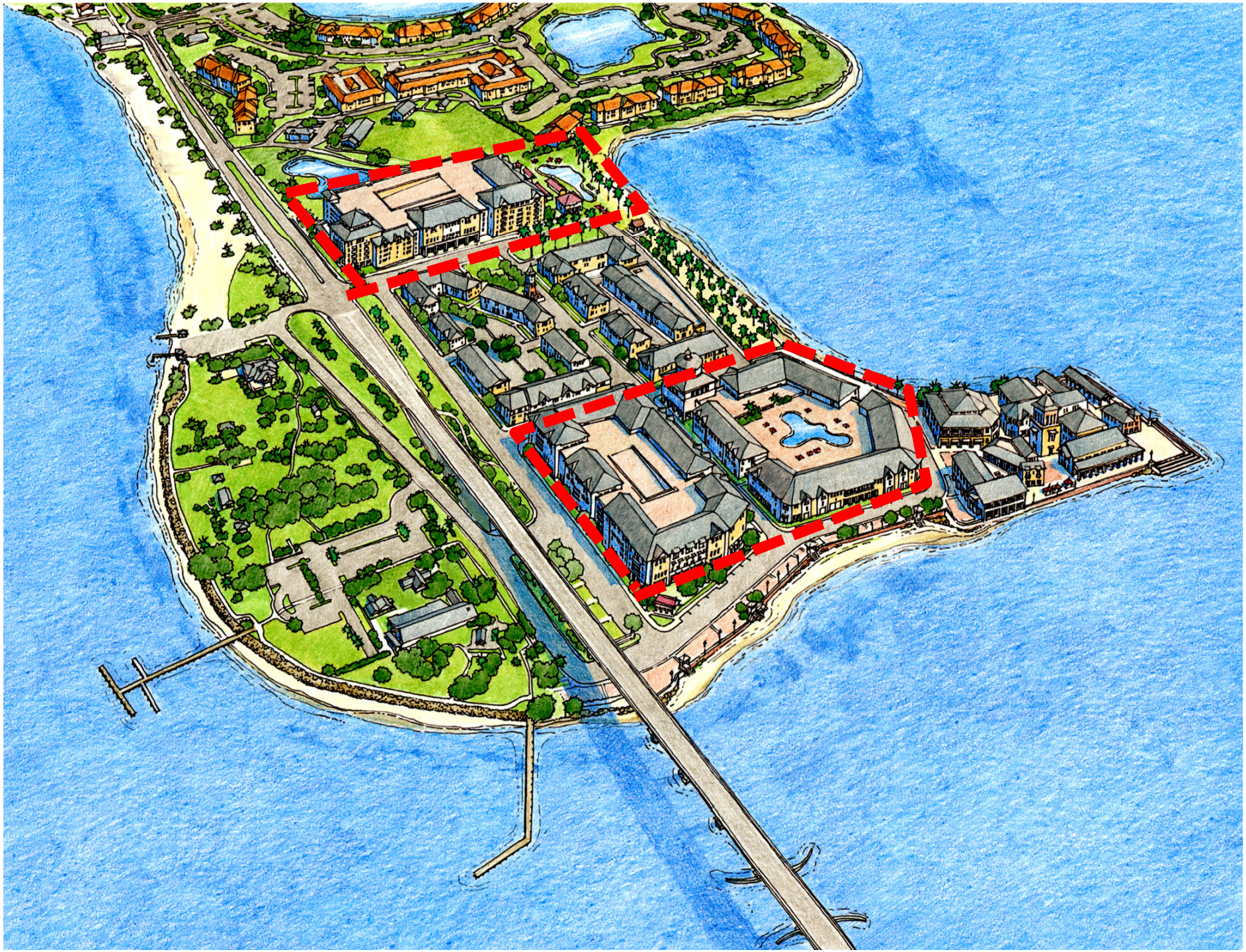



Insert Master Plan
A “Beach Market”:
Complimentary Retail Uses

The Elements of The Plan



Destination Uses: A Resort Hotel




Scale Comparison



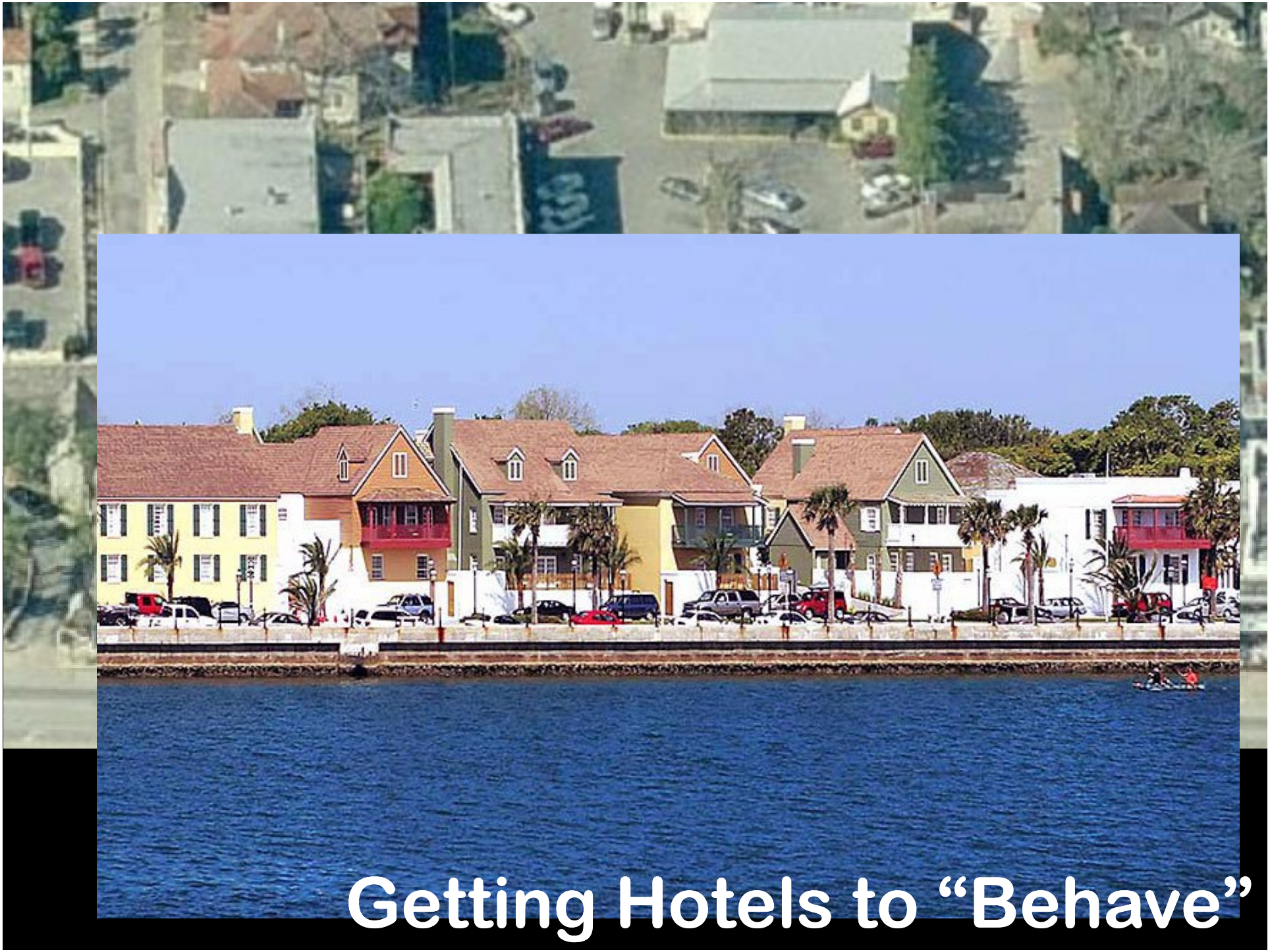
Scale Comparison


Getting Hotels to “Behave”





Getting Hotels to “Behave”



Getting Hotels to “Behave”





Research & Education Facilities


2404
3007
Sailing Center


Water Sports



Sea Port (The “Big Idea”)

Choose Your Future

Provide Flexibility to Attract What You Really Want



Fort Pierce is Not YET Established as a Sought After Resort Destination

- Pristine Environment
- Unique Beach and Park Conditions
- Impressive Civic Destinations
- A World-Class *(still untapped)* Downtown
- An Authentic "Beach Town"
- The Best Inlet in the Region
- A Strong Vision
- LEADERSHIP

Value And Bonus Matrix

Added Value	Description	Bonus Factor	Height Increase
Publicly Accessible Waterfront	- Minimum 50% - Every Addt'l 10%	1.75 1.1	Yes, **up to** 1 addtl' story
Parks and Public Open Spaces	- Within fabric - Waterfront	1.1 1.25	No
Resort Hotel	- With public ground level that engages the street	2	Yes TBD
Blueway	- Within fabric - Waterfront	1.5	No
Civic Buildings and Infrastructure	- Within fabric - Waterfront	1.5 1.75	Yes, **up to** 1 addtl' story
Public Parking (shielded)	- Surface - Structured	1.1 1.75	No

NOTE: The bonus factors shown here are merely depicted as examples. Actual bonus factors need to be determined at the time of either amending entitlements (preferred) or creating specific development regulations for this area. Also note that height increases are offered "across the board". Extense of height increments shall be determined in accordance to the value added.

The Vision Cannot Be Implemented Under Today's Regulations

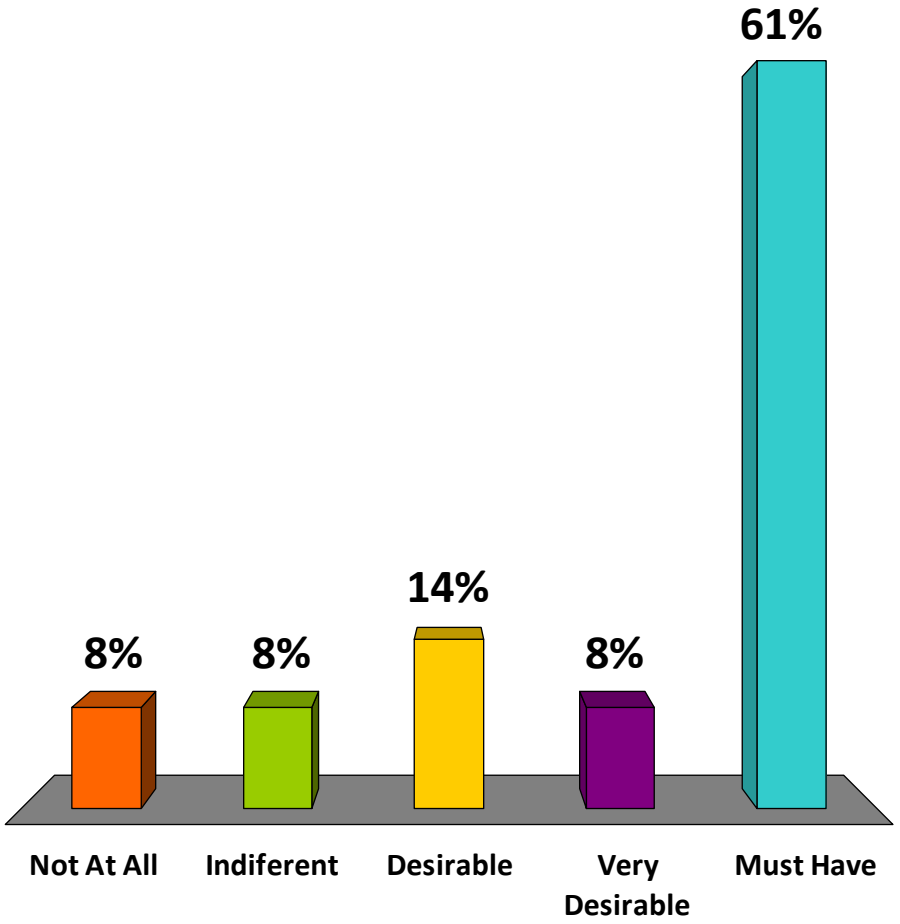
Choosing Your Future

On A Scale of 1 to 5 , with 1 being Not Desirable and 5 being Highly Desirable, Please Rate How Important the Elements of the Plan Are to You

Public Access to the Waterfront

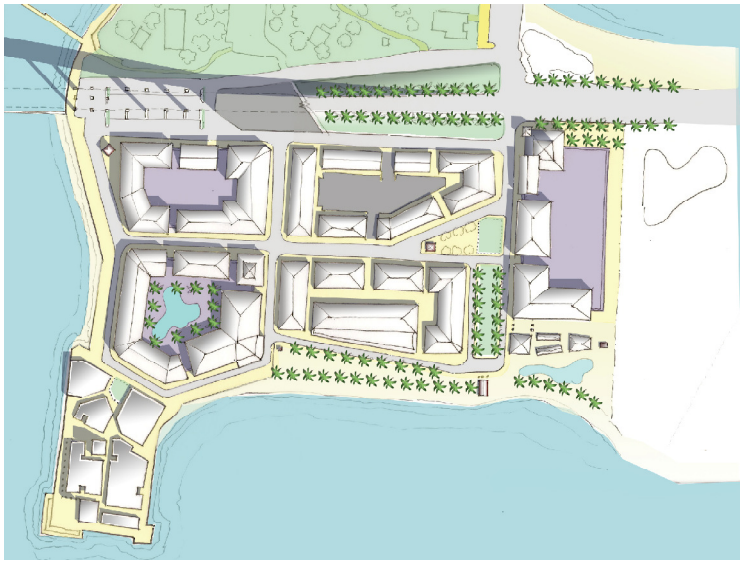
1. Not Desirable at all
2. Indifferent
3. Desirable
4. Very Desirable
5. Must Have!

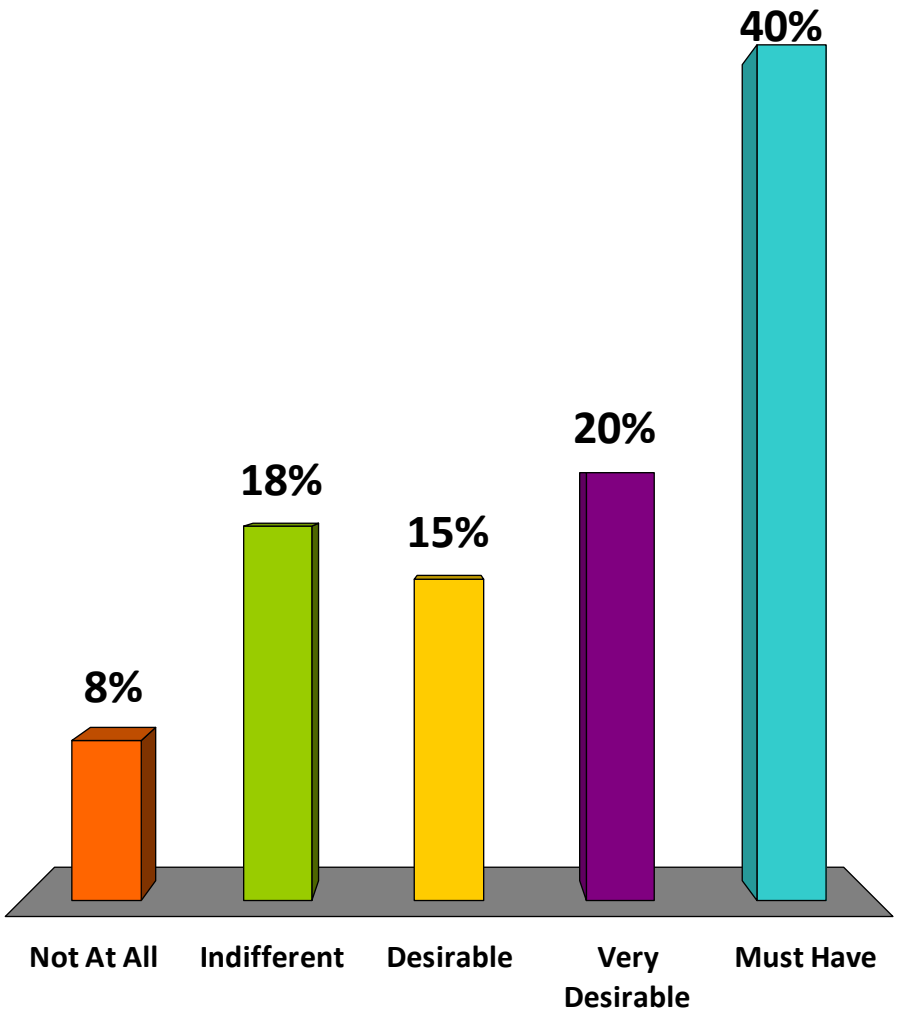




Interconnected, Open Network of Streets

1. Not Desirable at all
2. Indifferent
3. Desirable
4. Very Desirable
5. Must Have!

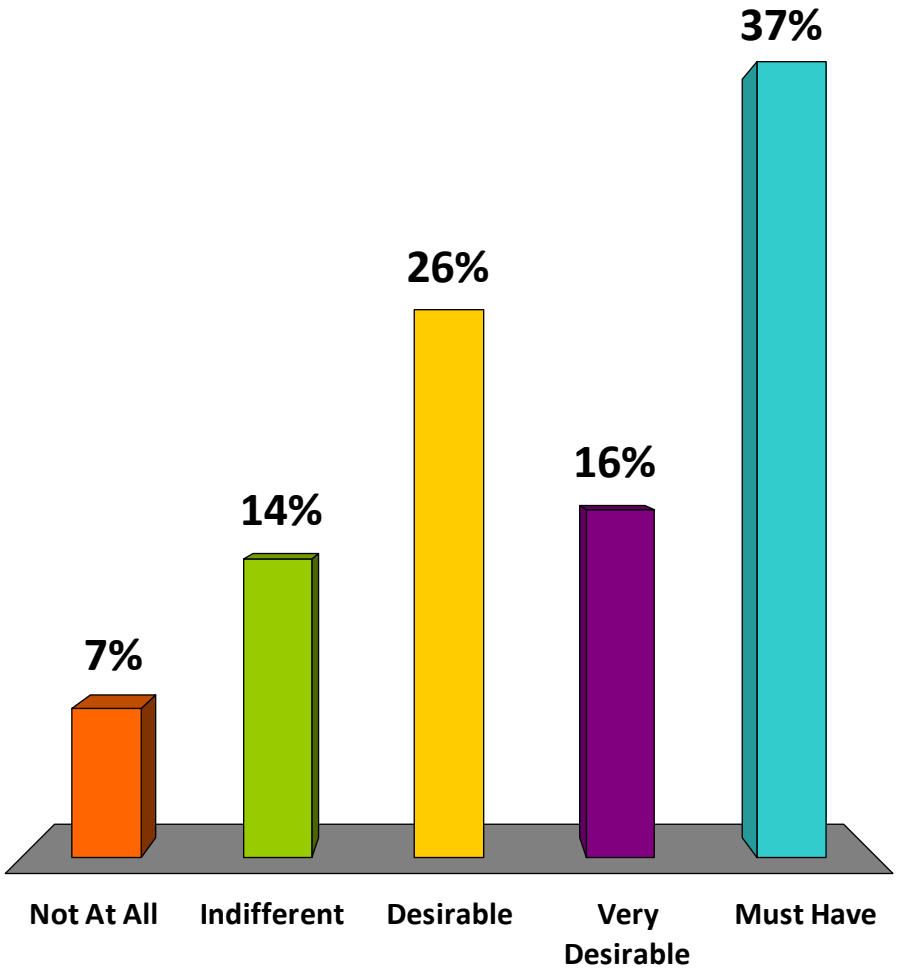




A Local & Regional Blueway

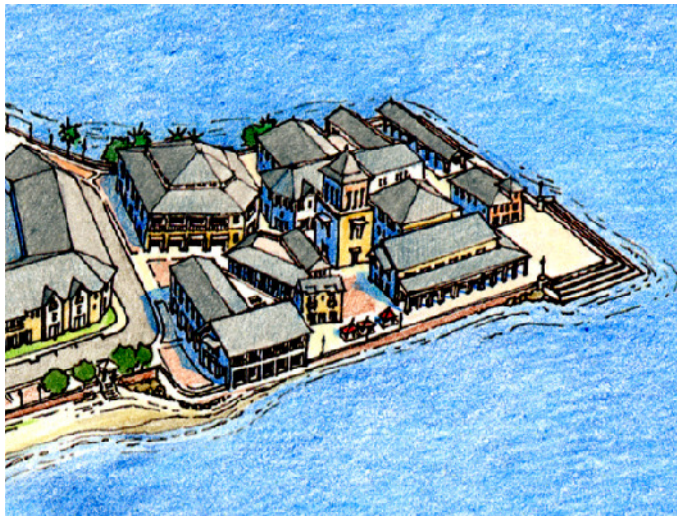
1. Not Desirable at all
2. Indifferent
3. Desirable
4. Very Desirable
5. Must Have!

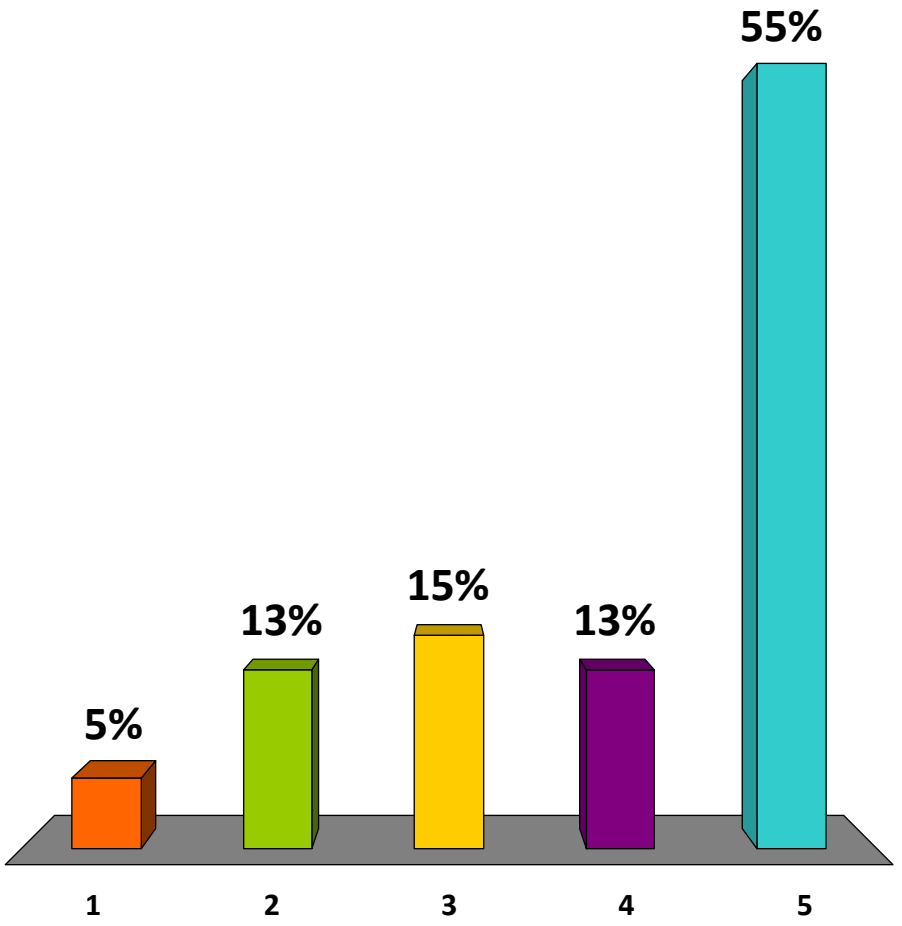




Destination Restaurants & Retail

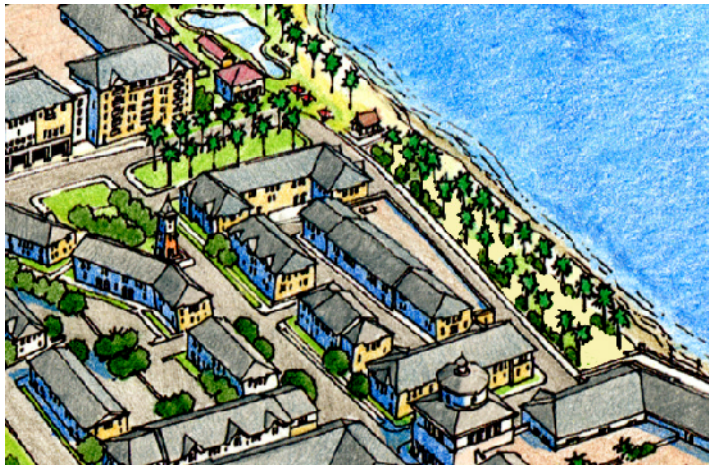
1. Not Desirable at all
2. Indifferent
3. Desirable
4. Very Desirable
5. Must Have!

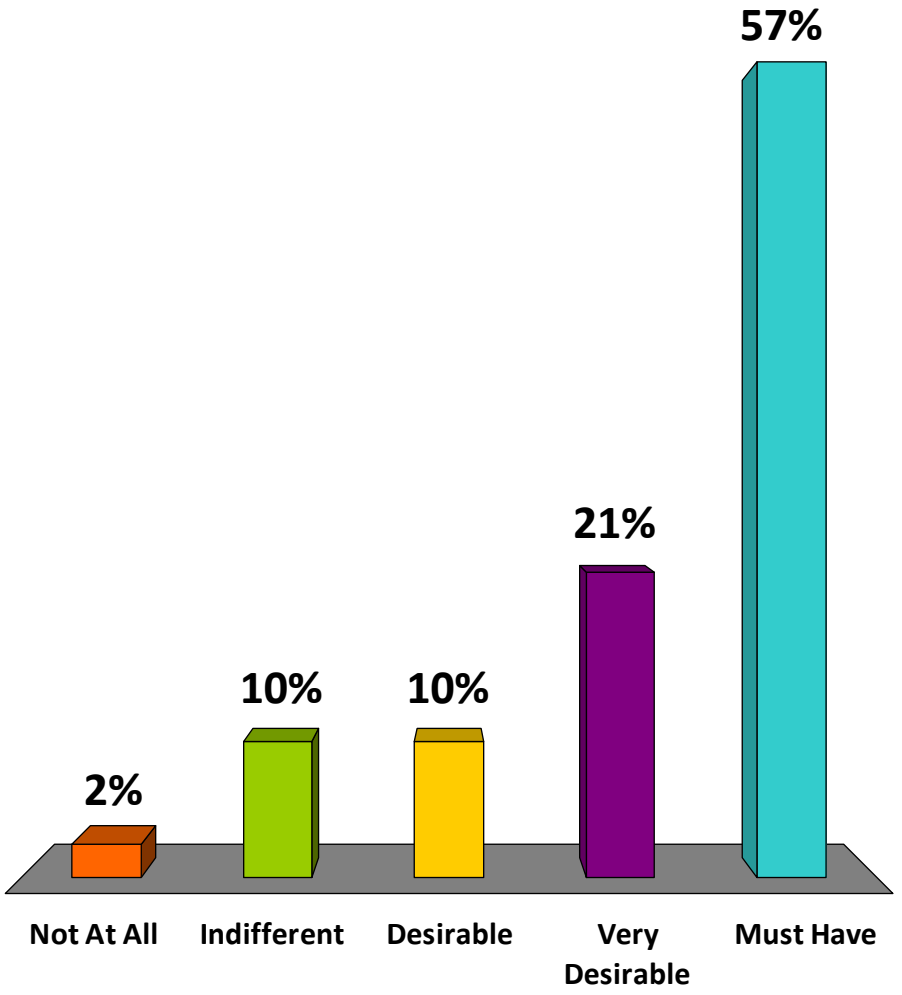




A Balanced Mix of Uses

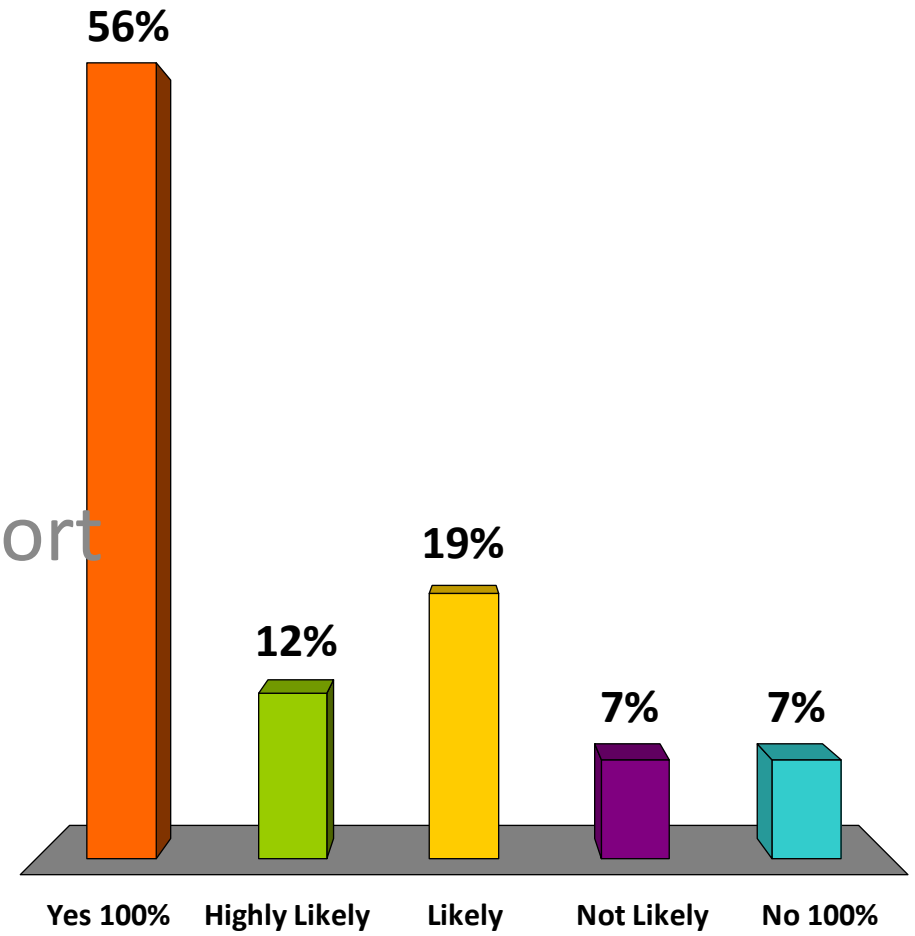
1. Not Desirable at all
2. Indifferent
3. Desirable
4. Very Desirable
5. Must Have!





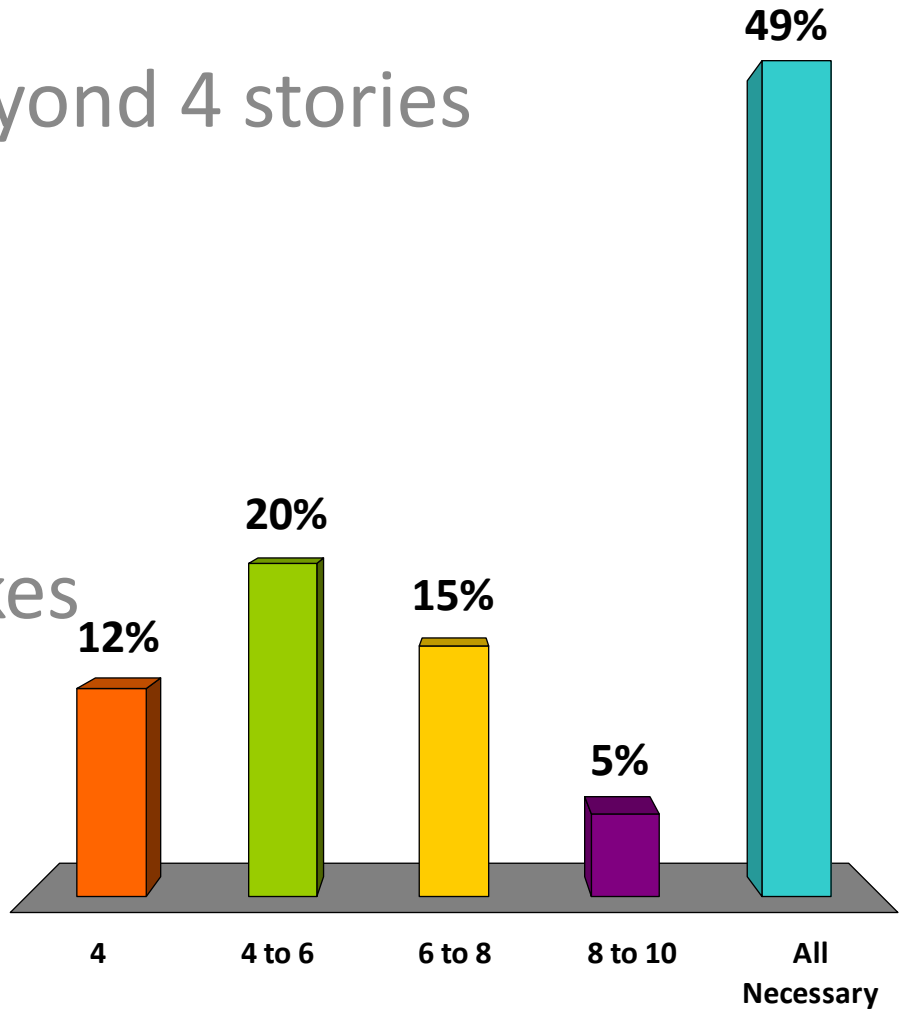
How likely Are You to Support Additional Height to Attract a Resort Hotel?

1. Would Support 100%
2. Highly Likely
3. Likely
4. Not Likely
5. Absolutely Won't Support



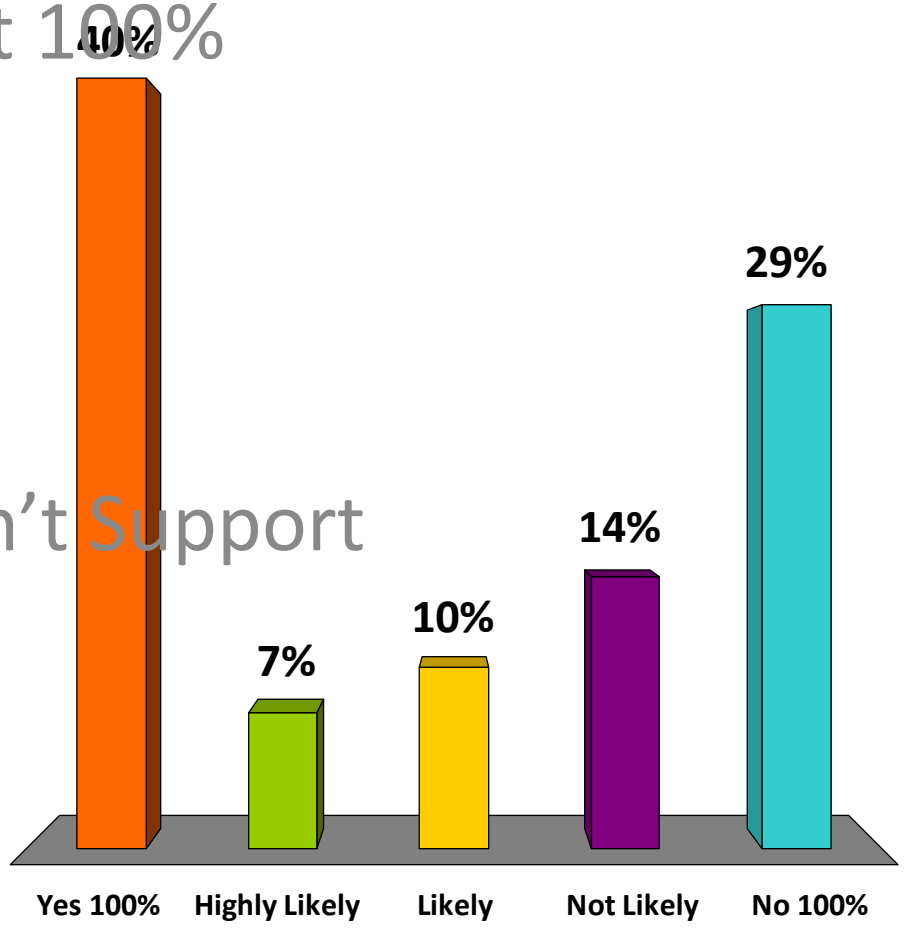
How Much Height Could You "Live" With? (for a Specific Hotel Use)

1. No Increase beyond 4 stories
2. 4 to 6 Stories
3. 6 to 8 Stories
4. 8 to 10 Stories
5. Whatever it takes



How likely Are You to Support Additional Height to Residential Uses?

1. Would Support 100%
2. Highly Likely
3. Likely
4. Not Likely
5. Absolutely Won't Support



About $

Current Condition Analysis
Waste Water Treatment Plan Site

Total Acreage (WWT)	18.7 acres (814,572sf)
FAR	1
Developable area	814,572sf
Commercial area	20% (162,914sf)
Maximum Height	45'
Density	8du/ac
Projected Relocation Cost	$100,000,000.00
Cost Incidence per acre	$5,347,593.00
Cost incidence per unit	$668,500.00
Cost incidence per hotel room	$63,100
Millage rate (2011)	5.7384

Under current regulations, only 20% of the development may be dedicated to commercial uses (e.g. hotel/resort). This number reflects an 80% residential 20% commercial program split.

Current Condition Analysis
Privately Owned Site

Total Acreage	17.43 acres (+ submerged lands)
Developable area	759,250sf
Commercial area	151,850sf (20%)
Maximum Height	45'
Density	8du/ac
Cost Incidence per acre	$ Solely dependent on the cost of land and hard and soft development soft costs.

- Current commercial allocation does not contemplate hotel needs.
- FAR is such that it is possible to increase density from 8du/ac to an average of 23du/ac without changing the overall built area currently permitted (i.e. without changing size of buildings allowed).
- If the site is to be developed on its own, (i.e. without any financial assistance, an FAR of 7.5 (equal to half of Manhattan's) would be necessary.

If the cost of relocating the plant is not addressed independently from development on the site, development will very likely be improbable.

Proposed Development Program (Land-Cost-Only Scenario) Consistent with the Community's Vision:

- Residential uses of up to 23du/ac
- Four-story height for residential uses
- Retail/Commercial uses in the form of a Neighborhood Center (per the industry's definition), of up to 45,000sf. This Neighborhood Center contemplates the demand for the entire Master Plan as proposed. This is proposed independently and in addition to hotel uses.
- Up to two Hotels (limiting form, not intensity or height)

Value And Bonus Matrix

Added Value	Description	Bonus Factor	Height Increase
Publicly Accessible Waterfront	- Minimum 50% - Every Addt'l 10%	1.75 1.1	Yes, **up to** 1 addtl' story
Parks and Public Open Spaces	- Within fabric - Waterfront	1.1 1.25	No
Resort Hotel	- With public ground level that engages the street	2	Yes TBD
Blueway	- Within fabric - Waterfront	1.5	No
Civic Buildings and Infrastructure	- Within fabric - Waterfront	1.5 1.75	Yes, **up to** 1 addtl' story
Public Parking (shielded)	- Surface - Structured	1.1 1.75	No

NOTE: The bonus factors shown here are merely depicted as examples. Actual bonus factors need to be determined at the time of either amending entitlements (preferred) or creating specific development regulations for this area. Also note that height increases are offered "across the board". Extense of height Increments shall be determined in accordance to the value added.

Financial Strategy

Relocation cost estimated between
$70,000,000 and $110,000,000*

1) Exact relocation cost will be determined by many factors, (e.g. economic environment at the time of construction). More accurate estimates cannot be exacted until an official decision to move the plant is made, a “relocation committee” or similar body is appointed and established, and an independent or public bidding process is entered into.

2) The cost to relocate the Waste Water Treatment Plan cannot be fully absorbed (i.e. recovered) by a simple land-sale transaction.

3) In order for to attract cost-feasible development (whether residential, commercial, or mixed), the land on which the Plant sits needs to be sold at its assessed value based and be based on actual development potential.

4) Based on the different development scenarios and relocation cost estimates, to position the City in a competitive negotiating process, ideal land value should range between 15% and 25% of the total estimated relocation costs (between $16,500,000.00 and $17,500,000.00). It is recommended that land value in the current market should not exceed $21,000,000.00

5) Cost of relocation will only increase with time (given the particular economic climate at the time this plan is being prepared).

6) The proposed program anticipates recovering relocation costs in 16 to 20 years.

Funding

- Land sale revenues - 15% to 25% (*2)
- Bond Financing (FPUA) (up to 60%)
- Regional, State and Federal Funding and
- Grants
- City/County/FPUA earmarked (current or future) funds
- TIFF funds (CRA)
- Special District and Plan Area Development
- Impact Fees
- Revenue from utilities
- Cash Reserves (if any)
- TPO funding (general transportation funds)
- EPA grants
- Brownfield funds
- Impact Fees, and
- Public-Private Partnerships
- Drinking Water State Revolving Fund, Water Infrastructure Trust Fund Legislation; Climate Ready Estuaries Program


• Adopt The Citizens' Vision
• Establish a "Plant Relocation Committee"
• Hire a Retail/Marketing Specialist
• Amend Current Regulations
• Enter into and Agreement with Adjacent Property Owner
Next Steps


Questions/
Comments