

**PROPOSED AMENDMENT TO THE
MARTIN COUNTY COMPREHENSIVE PLAN**

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REQUEST NUMBER: CPA 24-23, Three Lakes Golf Club TEXT
Report Issuance Date: September 3, 2024

APPLICANT: Three Lakes Golf Club, LLC
501 Fern Street
West Palm Beach, FL 33401

REPRESENTED BY: Morris Crady, AICP
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PLANNER-IN-CHARGE: Clyde Dulin, AICP
Comprehensive Planning Administrator

<u>PUBLIC HEARINGS:</u>	Date	Action
Local Planning Agency:	September 12, 2024	Voted 3-1 to approve
Board of County Commission Transmittal:	September 24, 2024	Voted 4-1 to approve
Board of County Commission Adoption:	TBD	

APPLICANT REQUEST: This request is for an amendment to the text of Policy 4.13A.18 (C) (8) Comprehensive Growth Management Plan, Martin County Code (CGMP) concerning the number bedrooms permitted with golf cottages. The amendment is applicable only to golf cottages permitted in the Rural Lifestyle future land use designation and would be applicable to any lands with a Rural Lifestyle future land use designation.

STAFF RECOMMENDATION:
Staff recommends approval of the proposed change to the text of Policy 4.13A. 18 (C) (8) CGMP because it has no identifiable effect on public facilities or effect on compatibility with surrounding properties outside a given Planned Unit Development.

EXECUTIVE SUMMARY:
The Rural Lifestyle future land use designation, a text amendment, was adopted by Ordinance 1185 on September 13, 2022 and amended by Ordinance 1222 on April 30, 2024. The Rural Lifestyle future land use designation permits communities with a minimum 1,000 acres contiguous to an urban service district or 3,000 acres within 6,000 feet of a Primary or Freestanding urban service district. Like the Agricultural future land

use designation, the Rural Lifestyle future land use designation permits golf courses and densities of one unit per twenty acres. Unlike the Agricultural future land use designation, a maximum of 54 golf cottages and six bedrooms per cottage (a maximum of 324 bedrooms) in the minimum 1,000-acre communities. Each Rural Lifestyle community must be developed pursuant to a Planned unit Development (PUD) agreement approved by the Board of County Commissioners.

The proposed text amendment would allow the design of each cottage to vary from two bedrooms to 12 bedrooms. It would not change the total number of cottages or bedrooms permitted in a Rural Lifestyle community and is not applicable to any other future land use designation.

STAFF ANALYSIS

The text quoted below is the full text of Policy 4.13A.18. CGMP describing the Rural Lifestyle future land use designation. The changes to Policy 4.13A.18 (C) (8) are shown with strike and underline. No other changes to this policy are proposed. Please see the staff analysis below.

“Policy 4.13A.18. Rural Lifestyle. The Rural Lifestyle future land use designation is intended to guide development of self-supporting, self-contained and rural communities including affiliated recreational amenities with an emphasis on maintaining and enhancing natural and manmade open space and promoting sustainability and stewardship of the land and water.

(A) In order to be eligible for the Rural Lifestyle future land use designation the following size and locational criteria is required:

- (1) Be located within unincorporated Martin County and outside the Primary Urban Service District and satisfy one of the following:
 - (a) be comprised of a minimum of 1,000 contiguous acres and a portion of the 1,000 contiguous acres must be adjacent to the Primary Urban Service District, the Secondary Urban Service District or a Freestanding Urban Service District; or
 - (b) be comprised of a minimum of 3,000 contiguous acres and, a portion of the 3,000 contiguous acres must be within 6,000 feet of the Primary Urban Service District or a Freestanding Urban Service District.
- (2) For purposes of this policy, adjacent property is the same as "abutting" or "adjoining" or "immediately adjacent" property and shall refer to property with a shared property line regardless of easements on the abutting properties. Properties separated by an existing road right-of-way shall be considered adjacent and contiguous.
- (3) Properties adjacent to or located within 6,000 feet of the urban service districts within or adjacent to the Village of Indiantown municipal limits are not eligible for the Rural Lifestyle land use designation.
- (4) To minimize the potential impact on public facilities and services, no property eligible for the Rural Lifestyle future land use designation may have a density of

more than one unit per twenty (20) acres unless the property satisfies the size and locational criteria under Section 1(a) above and satisfies all other standards established herein.

- (B) Approval of an amendment to the Future Land Use Map changing the future land use designation on a specific parcel to Rural Lifestyle shall be required.
- (C) Development of a specific parcel with the Rural Lifestyle future land use designation shall be implemented through a Planned Unit Development (PUD) zoning agreement and concurrent rezoning approved pursuant to the requirements of the Land Development Regulations and the standards established herein.
- (1) Within a specific parcel designated as Rural Lifestyle on the Future Land Use Map, development shall not exceed a maximum building height of four-stories or 40 feet and a minimum of 70 percent of the gross land area shall be established and maintained as open space. Wetlands, landlocked water bodies, upland habitat and land used for agricultural production may be used in calculating open space.
 - (2) Blended densities, as described in Chapter 4, Future Land Use Element, shall be permitted.
 - (3) Within the Rural Lifestyle future land use designation, gross residential density, including employee dormitory housing, shall not exceed the maximum density of the PUD.
 - (4) Employee dormitory housing shall be allowed, otherwise only detached single-family dwellings are permitted. Duplex dwellings and multi-family dwellings are prohibited.
 - (5) Development proposed at a density of one unit per 20 acres or less shall be required to comply with all minimum preserve area, habitat protection and open space requirements in the Comprehensive Plan. Development proposed at a density of more than one unit per 20 acres shall be required to exceed the minimum habitat protection and open space requirements and provide proportionally more of the type of public benefits listed in subsection (16) below.
 - (6) Development proposed at a density of more than one unit per 20 acres, but not exceeding the allowed maximum of one unit per five acres, shall provide open space preservation outside of the specific parcel designated as Rural Lifestyle on the Future Land Use Map. A minimum of one acre of open space shall be provided off-site for every two acres assigned the Rural Lifestyle future land use designation. The open space provided off-site shall be located within unincorporated Martin County and maintained in perpetuity. The following forms of open space may be provided off-site:
 - Native upland habitat,
 - Wetland habitat,
 - Lands in agricultural production,
 - Areas of restored habitat,
 - Water farming.

- (7) The off-site open space shall be encumbered by a perpetual conservation or agricultural easement conveyed to at least one governmental organization and a 501 (c)(3) conservation organization, to be specified within the PUD Zoning Agreement. The property shall not be designated as Rural Lifestyle on the Future Land Use Map and shall not be rezoned, but shall be governed by the PUD Zoning Agreement and identified therein by legal description. The perpetual easement shall restrict future use of the property in perpetuity to open space, prohibiting development of the property inconsistent with this policy and the terms and conditions established within the PUD Zoning Agreement.

Amendments to the Future Land Use Map should consider the potential for on-site open space and off-site open space to create contiguous open spaces and corridors with other adjacent open spaces and preserves.”

Staff Analysis: The existing text permits a Rural Lifestyle Planned Unit Development (PUD) to have a maximum 54 golf cottages with a maximum of 6 bedrooms per cottage for a total of 324 bedrooms. The proposed text amendment does not change the maximum number of cottages or the maximum number of bedrooms and should have no additional impacts on public facilities. The proposed text reduces the potential height of cottages from four stories to two stories.

The most substantial change permitted by the proposed text amendment would be allowing the design of each cottage to vary from two bedrooms to 12 bedrooms. This change in the design of cottages should have little or no effect on compatibility with surrounding properties (outside a given PUD) because it will occur within a PUD having a minimum 1,000 acres. All other restrictions on golf cottages permitted in the Rural Lifestyle future land use designation remain applicable.

- (8) Golf cottages are permitted as an accessory use to a golf course as long as the golf cottages remain owned, controlled and operated by the owner(s) of the golf course for the exclusive use of members and their guests. Golf cottages shall not be counted toward the maximum gross density. One golf cottage per hole of each regulation 18-hole golf course shall be allowed up to a maximum of 54 golf cottages with a maximum of 324 bedrooms. Each golf cottage shall be limited to 6 bedrooms one or two stories with 2 to 12 bedrooms per golf cottage.

“(9) Dormitories provided for permanent or temporary employee housing shall comply with all requirements of the Florida Building Code. A maximum of 6 employee dormitory beds shall be permitted per 100 acres of a specific parcel with a Rural Lifestyle future land use designation. The maximum number of single-family dwelling units permitted in the Rural Lifestyle future land use shall be reduced by one unit for every six employee dormitory beds.

- (10) One accessory dwelling unit shall be allowed on the same lot as a single-family dwelling unit. The accessory dwelling unit shall meet the following requirements:
- An accessory dwelling unit shall not have more than one-half the square footage of the primary dwelling.
 - It shall not count as a separate unit for the purpose of density calculations.

- Construction of an accessory unit shall require recordation of a unity of title prohibiting the conveyance of the accessory dwelling unit separate from the primary dwelling unit.

(11) Notwithstanding the prioritization of public services and any prohibition to the extension of services outside the Primary Urban Service District, described in Chapters 4, 10 and 11, the Rural Lifestyle future land use designation may receive potable water and sanitary sewer service through facilities provided by a regional utility.

The extension of utility services from or through the Primary Urban Service District, the Secondary Urban Service District or Freestanding Urban Service District to a specific parcel with a Rural Lifestyle future land use designation and a Planned Unit Development zoning classification shall not serve any other property outside the Rural Lifestyle future land use designation.

All costs associated with the extension, ongoing service and maintenance of utility services serving a specific parcel with a Rural Lifestyle future land use designation and a Planned Unit Development zoning classification shall be paid by the Planned Unit Development. The following additional requirements shall also be applicable:

- (a) A utility plant for a regional sewage system shall not be constructed within the Rural Lifestyle future land use designation.
 - (b) Package water and wastewater treatment plants, as defined in Chapter 2, shall not be permitted in the Rural Lifestyle future land use designation.
 - (c) Where the extension of wastewater utility service is not cost feasible for the regional utility or the applicant does not choose to connect to sanitary sewer lines, enhanced nutrient-reducing onsite sewage treatment and disposal systems (as defined in Section 373.802 F.S.) may be used.
 - (d) A specific Municipal Services Taxing Unit (MSTU) may be established for all costs associated with the extension, ongoing service and maintenance of utility services within each Planned Unit Development within the Rural Lifestyle future land use designation.
- (12) The applicant for a PUD shall plan and appropriately fund public facilities consistent with Policy 14.1B.2. which requires that future development shall pay for the full cost of the capital improvements needed to address the impacts of such development. The PUD Agreement shall include conditions that address public facilities, infrastructure and the timing of development to be adopted prior to or concurrent with final site plan approval.
- (13) An economic analysis prepared by a qualified economic analyst shall evaluate the PUD's impact on the availability of public services and facilities, and the benefits provided by the PUD, to show a net positive fiscal impact to the County.
- (a) Physical improvements made within the PUD shall have a taxable value that far exceeds the value of physical improvements typically found in the Agricultural future land use designation (1 unit per 20 acres). The gross

density permitted within the Rural Lifestyle future land use shall not exceed one unit per five acres.

- (14) PUD Zoning Agreement. All development within a specific parcel designated as the Rural Lifestyle on the Future Land Use Map must be developed in accordance with a Planned Unit Development (PUD) Zoning Agreement.
- (15) Approval of a PUD agreement and master plan shall occur concurrently with a Future Land Use Map amendment becoming effective. The PUD master plan must include the entire acreage receiving the Rural Lifestyle future land use designation. If approval of a final site plan does not occur within five years, the Board of County Commissioners may initiate an amendment to the Future Land Use Map to cause the property to revert to its prior future land use designation or the most appropriate designation and rezone the property to a consistent zoning district.
- (16) At a minimum, the PUD Zoning Agreement shall require the following public benefits:
 - (a) The offset of biological and ecological impacts of new development through low impact development and environmentally beneficial practices including community farming, water and energy conservation techniques and innovative stormwater management systems that restore and enhance native habitat.
 - (b) Enhanced water quality above the minimum requirements established in the Martin County Land Development Regulations through retention, detention and on-site irrigation prior to discharge into receiving waters and ultimately discharging into the St. Lucie River, the Loxahatchee River or the Indian River Lagoon.
 - (c) Protection and management of natural lands in perpetuity over and above minimum wetland and upland preserve area and open space requirements. The PUD Zoning Agreement shall require the perpetual management and/or maintenance of off-site lands encumbered by an agricultural or conservation easement and establish a funding mechanism for the required management and/or maintenance.
 - (d) Compatibility with adjacent agricultural uses and surrounding rural development through site design and location of open space.
 - (e) Foster healthy lifestyles by creating an interconnected trail system providing access to managed natural areas, open space, parks and civic spaces.
 - (f) Minimize greenhouse gas emissions and vehicle miles traveled by providing a mix of transportation alternatives including multi-modal paths, alternative powertrain vehicles and equipment, on-site charging stations, etc.
 - (g) Provide for self-supporting project elements such as first-aid, private security, recreation amenities, residential multi-slip docking facilities, community store and/or land use restrictions to reduce traffic impact and dependence on the lands within the urban service districts. A community store shall be restricted

to utilization by only the residents, guests and employees of the PUD and shall not exceed 6,000 square feet.

- (h) Provide private or public recreation uses and events that support or complement sustainable rural or agricultural lifestyles and local charities or that provide direct environmental benefit, employment or economic opportunities.”

CONCLUSION

Staff recommends approval because the proposed text amendment:

- Should have little or no effect on compatibility with surrounding properties (outside a given PUD having a minimum 1,000 acres).
- Does not change the maximum number of cottages or the maximum number of bedrooms and should have no additional impacts on public facilities.
- Reduces the potential height of cottages from four stories to two stories.

3. FIGURES/ATTACHMENTS

Application Materials

Draft Ordinance

Notice