

TO: TOWN OF LOXAHATCHEE GROVES, PLANNING AND ZONING BOARD
(LPA)

FROM: PLANNING AND ZONING DEPARTMENT

RE: STAFF REPORT: PADDOCK RV RESORT DEVELOPMENT
APPLICATIONS

DATE: April 29, 2025

I. GENERAL INFORMATION

- A. Applicant:** Bove, LLC c/o Gabe Bove
- B. Owners:** HWA Mon Properties, LLC / Liu Nen-Chen and Liu Wen Mei / Tai Evelyn Mon Ping S. Rev. Trust / Haley Family Limited Partnership & JIMCO of Florida I LLC
- C. Location:** Generally located east of C Road and north of Southern Boulevard, on approximately 47 +/- acres of vacant land. Exhibit A.
- D. Legal Description:** Refer to Exhibit B.
- E. Parcel Size:** Approximately 47 +/- acres.
- F. Existing Future Land Use (FLU) Designation:** Rural Residential (5)
- G. Existing Zoning:** Agricultural Residential
- H. Existing Use and Context:** The subject site is currently vacant and gains access from C Road. It is bound by Collecting Canal to the north and is adjacent to residential uses to the east and south. Property used for non-residential purposes is also located to the south. The Groves at Town Center project is to the west, on the opposite side of C Road.

The property was originally platted as the Loxahatchee Farms West Plat in Plat Book 86, Page 182. The Plat establishes various easements for utilities and a perimeter berm, as well as a 4.66 acre Preservation Area at the southeast corner of the subject site. Access easements to the preservation area are shown on the plat along with tracts reserved for water management. A property survey shows an additional existing conservation easement located along the northern edge of the Preservation Area. While the applicant proposes to maintain the Preservation Area, the conservation easement is proposed to be relocated to the eastern property line and enlarged. A subsequent plat application will amend most other existing easements to accommodate the proposed plan.

- I. Application Request Summary :** Applicant requests approval of the following applications to accommodate a luxury RV resort on subject property:

- Comprehensive Plan Text Amendment – establishes a new land use category, “Rural Recreation” and land use standards for the proposed land use category
- Comprehensive Plan Map Amendment – amends the future land use map designation of the subject site from “Rural Residential” to “Rural Recreation”
- Unified Land Development Code Text Amendment – amends the text of the land development code to establish a new zoning district “Rural RV Resort” along with supplemental development standards throughout the land development code to support the anticipated development plan.
- Rezoning- amends the zoning map designation of the subject site from “Agricultural Residential” to “Rural RV Resort”.
- Site Plan - establishes the proposed development plan for 272 RV spaces and 16 park owned spaces along with support facilities and uses including but not limited to, two (2) clubhouses, a welcome center, maintenance buildings, activity building, and bath house.

II. COMPREHENSIVE PLAN TEXT AMENDMENT

The proposed comprehensive plan text amendment establishes a new land use category “Rural Recreation” to accommodate the proposed development plan for a luxury RV Resort. The proposed amendment is as shown below, and includes land use development standards to regulate development within the land use designation.

The text amendment is a necessary component of the overall application request as the existing language of the comprehensive plan does not contemplate an RV Resort use. While the Town allows for up to four (4) RVs on individual properties through the land development code, more than four (4) RVs on a property constitutes an RV Park as regulated by the State and F.S. Ch. 513.

The proposed land use designation would allow for a Recreational Vehicle Resort at a density of up to 8 RVs per acre and inclusive of an FAR of 0.08 for permanent structures such as the clubhouse facilities. The land use designation also accommodates accessory uses such as park-owned units which are RV sites owned by the property owner and maintained for rental by guests without their own vehicle.

Proposed Comprehensive Plan Text & Map Amendment

The following provides the proposed changes to the text of the Future Land Use Element of the Comprehensive Plan in ~~strikeout~~ and underline format.

Table FLU - 1 Future Land Uses

Land Use Category	Zoning District(s)	Density	Intensity	Uses
<u>Rural Recreation</u>	<u>Rural RV Resort (RRVR)</u>	<u>8 RVs/ acre</u>	<u>0.08 FAR for permanent structures</u>	<u>Recreational Vehicle Resort and accessory uses, including but not limited to one year round caretaker quarter and park owned units, which are deemed appropriate and consistent with the function of the use.</u>

1.1.16 Policy:

The Rural Recreation (RREC) land use designation may be assigned to a parcel which is intended to be zoned and developed as a recreational vehicle resort, and will promote the Town's Greenways and Multi-Use Trails Objectives and Policies of the Recreation and Open Space Element. In order to be approved by the Town for an RREC designation, a parcel of land shall meet the following criteria:

- Minimum parcel size: 40 gross acres prior to any dedications for public use to the Town;
- Road Frontage and Primary Access: A minimum of 620 linear feet on C Road;
- Proximity: No lands designated as Rural Recreation shall be located within 3 miles of another property designated as Rural Recreation; and
- Development Intensity: The maximum development potential shall be consistent with Table FLU – 1. Density/Intensity shall be based on gross acres prior to any dedications for public use to the Town. However, based upon the infrastructure impact assessments performed during the approval process, or voluntarily by an applicant, development potential may be limited by the Town Council.

The application request is a legislative decision and therefore Staff does not provide a recommendation regarding the request.

III. COMPREHENSIVE PLAN MAP AMENDMENT

The proposed comprehensive plan map amendment changes the future land use designation of the subject site from “Rural Residential”, which allows one (1) dwelling unit per five (5) acres to “Rural Recreation” to accommodate a proposed luxury RV Resort. Combined, the subject site could accommodate approximately nine (9) dwelling units under the current future land use designation.

Adjacent properties are designated as shown below:

Property Location	Land Use Designation
North	RR-5
East	RR-5
South	RR-5 and Commercial Low

West	Multi-Land Use
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Article 165 of the Unified Land Development Code establishes the requirements for a proposed comprehensive plan map amendment, including the following which are addressed by the applicant as shown starting on page 3 of Exhibit C.

- (A) Proposed future land use map designations.
- (B) Indication of the public need for the proposed future land use.
- (C) Indication of why the proposed location is the most suitable for the future land use proposed
- (D) Indication of how the proposed future land use will further the Town's goals and objectives adopted in the Comprehensive Plan
- (E) Analysis of impacts to surrounding properties if proposed land use plan map amendment is adopted
- (F) Supporting data and analysis.

The application request is a legislative decision and therefore Staff does not provide a recommendation regarding the request.

IV. UNIFIED LAND DEVELOPMENT CODE TEXT AMENDMENT

The land development code is intended to implement the comprehensive plan. As such, to support the proposed land use category, the applicant proposes a new zoning district "Rural RV Resort". Similarly to the new land use category, the proposed zoning district is necessary to facilitate the proposed development plan as the existing land development code does not contemplate an RV Resort use. Currently, RVs are limited to no more than four (4) RVs on a property with an Agricultural Residential zoning designation, consistent with F.S. Ch. 513.

The proposed amendments also include modifications to the definitions section of the code to define terms and modify landscaping, signage, and parking provisions to establish applicable regulations to the newly proposed RV Resort use. The new district is established in Article 35 with the existing Parks and Recreation Zoning Districts. The proposed RV Resort regulations therefore follow a similar pattern in terms of the types of lot and bulk characteristics that are regulated. The text amendment includes an intent statement; general provisions; permitted uses; minimum plot size and dimensions; plot coverage, floor area ratio, and pervious area; setbacks; height, accessory buildings and structures; accessory park owned units; occupancy standards; accessory caretaker quarters; internal driveways and drive aisles; and minor modifications.

The proposed district standards along with modifications proposed to other portions of the land development code were based on the proposed development plan. Staff has reviewed the proposed plan as compared the proposed land development code language and provided guidance as to areas of inconsistencies. The applicant has coordinated to revise the

text for consistency with the development plan. However, the requested text amendment is a legislative decision and therefore Staff does not provide a recommendation regarding the request.

The proposed amendment language is as shown starting on page 10 of Exhibit C.

The Applicant provided a justification for the proposed text amendment starting on page 17 of Exhibit C.

V. REZONING

The applicant proposes to rezone the subject site from Agricultural Residential to Rural RV Resort. The combined subject site is permitted to develop at a density of one (1) unit per five (5) acres, and therefore could achieve a maximum of nine (9) single family homes on the subject site.

Article 160 of the Land Development Code establishes the following criteria against which a rezoning shall be reviewed:

- (1) The request is consistent with the Town's comprehensive plan; and
- (2) The request would not give privileges not generally extended to similarly situated property in the area, or result in an isolated district unrelated to adjacent or nearby districts; and
- (3) An error or ambiguity must be corrected; or
- (4) That there exists changed or changing conditions which make approval of the request appropriate; or
- (5) That substantial reasons exist why the property cannot be used in accordance with the existing zoning; or
- (6) That the rezoning is appropriate for the orderly development of the Town and is compatible with existing and conforming adjacent land uses, and planned adjacent land uses.

The applicant provides an analysis and justification statement starting on page 18 of Exhibit C along with a Market Analysis incorporated as Exhibit D.

Should the Town approve the necessary and foregoing comprehensive plan text and map amendment, along with the text amendment to the unified land development code, Staff finds the rezoning consistent with the proposed land use amendment based on its proximity to the changing Southern Boulevard Corridor, adjacency to approved and developing Groves at Town Center master planned site, and overall location south of the Collecting Canal on a segment of C Road that does not create through-traffic to the remainder of the Town to the north.

VI. SITE PLAN

Site Location and Context. The subject site is approximately 47 acres of vacant land, east of C Road and north of Southern Boulevard. The property is bound by the Collecting Canal to the north with no vehicle through access from C Road, north of the subject site. To the south and east of the subject site are existing residential and agricultural properties. Also to the south is a large parcel used for non-residential purposes. To the west, on the opposite side of C Road, is the approximately 90-acre Groves at Town Center master planned site, which accommodates a variety of commercial and office uses. As noted above, the subject site was previously platted and includes an existing preservation area and conservation easement at the southeast corner of the site. Various wetlands exist on the site as shown in the Environmental Report submitted by the applicant. Any wetland mitigation will be coordinated through the appropriate agencies for permitting.

Proposed Use and Operations. The proposed site plan includes 272 RV sites in addition to 16 Park Owned Sites. The Park Owned Sites will include RVs for rent by guests who do not have their own vehicle. These RVs will remain on site regardless of their occupancy status. As such, the RVs in these spaces will need to be tied-down as indicated in the proposed zoning regulations.

The proposed development plan includes a variety of supporting uses such as two (2) clubhouses, a welcome center, maintenance buildings, un-enclosed activity pavilion, bathhouse, and sport courts. The buildings are one-story structures and are designed consistently with the Rural Vista Design Guidelines. Exhibit E includes the proposed site plan and architectural drawings. A site plan narrative is provided by the applicant starting on page 21 of Exhibit C.

The applicant contemplates one (1) full-time caretaker to live on-site as a property manager in a Park-Owned RV site. The site is designed so that guests will arrive from C Road, and check in at the Welcome Building. Check-in bays for vehicles are provided adjacent to the building. Two distinct sections of the RV Resort are established, including one that is primarily geared toward families.

Guest may choose from four (4) RV lot options that are provided, including the park-owned units. This allows for a variety of experiences for guests with different vehicles and needs. Each RV site includes a mix of hardscape and landscape design. A designated, paved RV pad is provided along with a paved parking surface. Based on the selected RV site, the site may include additional accessory structures such as a covered cabana and summer kitchen. Each RV site includes full utility hook-ups including water and electricity.

Site Access, Circulation, and Parking. As noted, the property is accessed from C Road. This is the only access to the site. Traffic from the RV resort cannot head north bound in the remainder of the Town due to the lack of vehicular connection across the Collecting Canal. Two driveways are provided from C Road, along the western property line. A one-way driveway is located to the north to manage guests who are checking in. Check-in bays are

located adjacent to the Welcome Building in this location. A two-way driveway is located south of the Welcome Building for guests who have already checked-in and who are coming and going to and from the site. An Entrance Sign, elevated above this southern driveway is proposed with the project name, facing C Road.

Once within the site, vehicular access is controlled by access control gates. Internal drives provide access to the individual RV sites. No RV site is accessed from outside of the property. As noted, the park is generally separated into two areas, with one geared toward families. The access drives include a mix of one-way and two-way traffic. Auto-turn analyses have been provided to support the proposed circulation pattern.

Once at a RV site, the applicant proposes one (1) parking space for each park-owned unit and two (2) parking spaces for each individual RV lot. In addition, clubhouse and amenity parking is located adjacent to the facilities as required by the proposed land development code standards. Golf cart parking is also provided for in certain locations throughout the site although the majority of RV spaces are within walking distance to a clubhouse facility.

Exhibit F includes a traffic analysis prepared by the applicant to demonstrate the impact on surrounding road networks.

Landscape. The applicant proposes a perimeter buffer around the subject site that includes a multi-use path that will be available for use by the public and guests of the RV resort. The buffer includes a six (6) foot opaque hedge and a variety of trees to provide for shade and screening from adjacent sites. The buffer generally ranges from 20-25 feet around most of the site, but widens to 80 feet along the eastern edge where the conservation easement is proposed to be relocated. The preservation area shown on the existing plat, at the southeast corner will remain in place. However, all invasive species will be removed from the site, as required. This will impact the existing preserve area and the density of vegetation, creating additional sight lines into the subject site from adjacent properties. The applicant is coordinating with staff to review design alternatives to provide additional screening in this location.

Individual RV sites include planting plans as noted, and include a range of hardscape and planting material. The proposed landscape plans are provided as Exhibit G and include the perimeter buffer, common areas, and individual RV site plans.

Lighting. The design plan includes a limited number of 15' lamp posts around primary access drives and amenity parking areas. Each RV site includes a lighted bollard at the entrance to the site. The photometric plans show no spillover on to adjacent sites as measured at the property line and all lamp posts are full cut-off fixtures.

Off-Site Improvements. The applicant has proffered several off-site improvements as part of the subject application including but not limited to: C Road and Southern Boulevard intersection improvements, C Road ROW improvements, drainage impoundment areas, multi-use trail connections, C Road parking for trail access, and B Road roundabout design

and installation. The design, timing, and funding of these improvements will continue to be coordinated with the applicant through the finalization of conditions of approval for the site plan resolution.

Pending Updates. The applicant is continuing to address pending staff DRM comments including but not limited to changes to the proposed site plan, architectural plans, and landscape plan. The provided TPS letter, issued by Palm Beach County, shall be updated to reflect 288 spaces rather than 285. In addition, the applicant is coordinating with staff to address planting opportunities within preservation area. The applicant shall revise the planting plan and/or ULDC text amendment to address screening in this area of subject site. Changes noted above are to be coordinated, to extent feasible, prior to Town Council public hearing and/or as part of conditions of approval.

VII. PLANNING AND ZONING BOARD (PZB) RECOMMENDATION

TBD.

VIII. RECOMMENDATIONS AND CONDITIONS OF APPROVAL

A. Comprehensive Plan Text Amendment, Recommendation:

The proposed comprehensive plan text amendment is a legislative (policy) decision and therefore there is no staff recommendation on this item.

B. Comprehensive Plan Map Amendment, Recommendation:

The proposed comprehensive plan map amendment is a legislative (policy) decision and therefore there is no staff recommendation on this item.

C. Unified Land Development Code Text Amendment, Recommendation:

The proposed unified land development code text amendment is a legislative (policy) decision and therefore there is no staff recommendation on this item.

D. Rezoning, Recommendation:

Staff recommends Approval of the rezoning subject to Council approval of the foregoing applications and ordinances including the comprehensive plan text and map amendments and text amendment to the unified land development code.

E. Site Plan, Recommendation:

Staff recommends Approval of the site plan subject to the following conditions of approval:

Site Plan, Conditions of Approval [DRAFT – to be finalized prior to Town Council public hearing]:

1. Prior to any land clearing activities, the property owner shall comply with the permit approval requirements of the Loxahatchee Groves Native Tree Preservation, Soil Stabilization and Invasive Exotic Removal regulations (ULDC Article 87). Compliance with this condition requires an initial application and approval of a Vegetation Removal Permit (VRP) including a tree removal mitigation plan consisting of the following components: mitigation requirements; mitigation plant cost estimate; mitigation plan description; landscape plan (if a component of the mitigation plan); description of the planting and maintenance schedule; and projected date of completion of the mitigation plan. The approved landscape plan may be amended administratively in order to comply with the approved VRP.
2. The Town shall inspect all landscaping on a periodic basis to ensure that it is being properly maintained and is growing in at a normal rate. The Town may require the Owner to add additional landscaping material if planted material is not growing at a normal rate as would be expected based upon the professional judgement of the Town arborist or landscape consultant retained by the Town.
3. Applicant shall pay to the Town of Loxahatchee Groves an amount equal to the total expenses incurred by the Town in the processing and finalizing of the subject applications prior to issuance of any building permit. This includes, but may not be limited to, expenses for planning, legal, advertising, and landscape review, and any related expenses that the Town has or will incur as a direct cost of the application.
4. Failure to comply with all requirements as set forth herein shall constitute a violation of the site plan and the land development code and shall be enforceable as such.
5. *Additional conditions of approval being coordinated and finalized - PENDING*

Exhibit A – Location Map

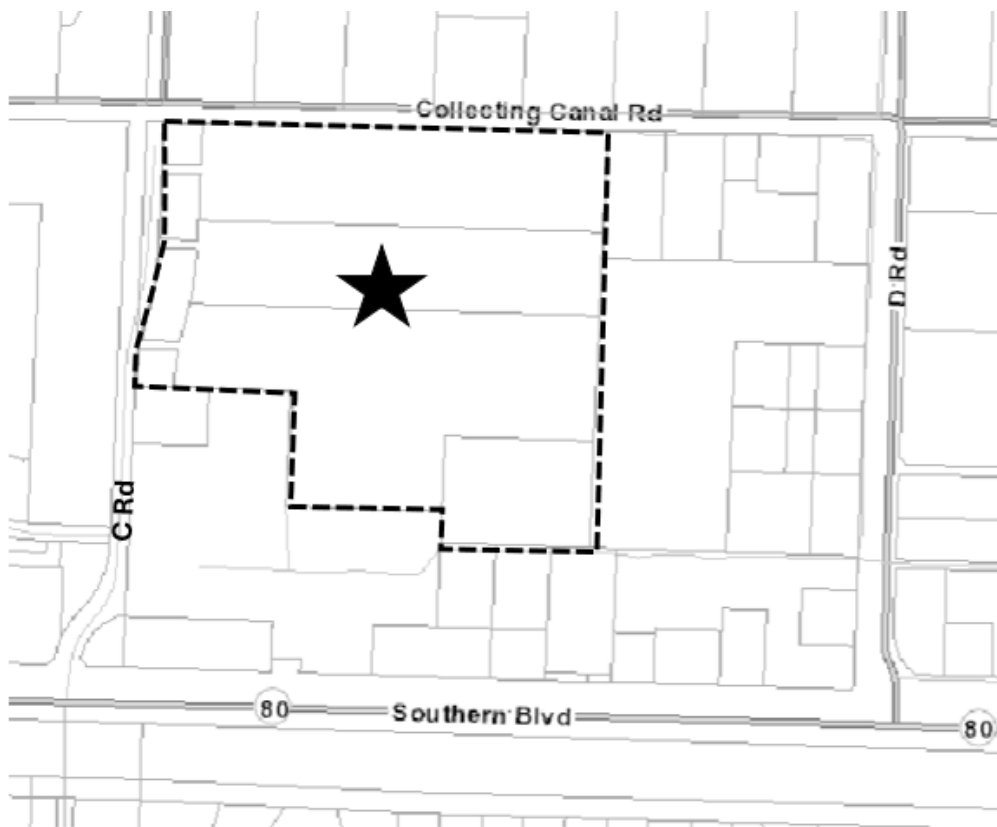


Exhibit B – Legal Description

DESCRIPTION:

PARCEL 1

LOT 2, LOXAHATCHEE FARMS WEST, ACCORDING TO THE PLAT THEREOF, RECORDED IN PLAT BOOK 86, PAGE 182, PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA.

PARCEL 2

TRACTS B, C, D AND E (A/K/A WATER MANAGEMENT TRACTS), LOXAHATCHEE FARMS WEST, ACCORDING TO THE PLAT THEREOF AS RECORDED IN PLAT BOOK 86, PAGE 182, PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA.

PCN: 41-41-43-32-05-000-0020 AND 41-41-43-32-05-002-0000

TOGETHER WITH:

LOT 1, LOXAHATCHEE FARMS WEST ACCORDING TO THE PLAT THEREOF AS RECORDED IN PLAT BOOK 86 AT PAGE 182 OF THE PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA.

PCN: 41-41-43-32-05-000-0010

TOGETHER WITH:

PARCEL 1

LOT 3, LOXAHATCHEE FARMS WEST, ACCORDING TO THE PLAT THEREOF, RECORDED IN PLAT BOOK 86, PAGE(S) 182, OF THE PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA.

PARCEL 2

TRACTS B, C, D AND E (A/K/A WATER MANAGEMENT TRACTS), LOXAHATCHEE FARMS WEST, ACCORDING TO THE PLAT THEREOF, RECORDED IN PLAT BOOK 86, PAGE(S) 182, OF THE PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA.

PCN: 41-41-43-32-05-000-0030 AND 41-41-43-32-05-002-0000

TOGETHER WITH:(O.R.B. 23977, PG. 386)

PRESERVATION AREA, LOXAHATCHEE FARMS WEST, ACCORDING TO THE MAP OR PLAT THEREOF AS RECORDED IN PLAT BOOK 86, PAGE 182, PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA.

PCN: 41-41-43-32-05-016-0000

SAID LAND LYING AND BEING IN THE TOWN OF LOXAHATCHEE GROVES, PALM BEACH COUNTY, FLORIDA, CONTAINING 2,048,153 SQUARE FEET OR 47.019 ACRES, MORE OR LESS.

Exhibit C – Applicant Summary and Justification Request

Exhibit D – Market Analysis

Exhibit E - Site Plan and Architectural Drawings

Exhibit F – Traffic Analysis

Exhibit G – Landscape Plans