Cotleur & Hearing
LC26000535
LAND PLANNING + LANDSCAPE ARCHITECTURE + TRANSPORTATION
1934 COMMERCE LANE • SUITE 1
JUPITER, FLORIDA • 33458
561.747.6336 561.747.1377

# EDEN AT BAYSIDE LAKES PUD

## PDP | FLUM

## Statement of Use

August 8, 2025



### INTRODUCTION

On behalf of the Owner and Applicant, Joy LLC., we are requesting approval of a preliminary development plan, zoning map amendment, and future land use map amendment to redevelop the site formerly known as Majors Golf Course, into a 460-unit master planned community consisting of primarily single-family housing and commercial uses, now known as Eden at Bayside Lakes. The existing golf course is no longer economically viable, therefore, the owner is proposing to repurpose the site to become more beneficial to the local community and the city, while remaining synergistic with the neighboring development. This trend is continuing throughout the state of Florida, as many golf courses are being redeveloped due to underutilization. This is especially true for private golf courses. The proposed master planned community aligns with the historic nature of development experienced throughout the surrounding area, maintaining similar densities by utilizing single family and townhome units while also providing commercial and recreational uses available to the neighboring communities.

### PROJECT CONTACT

All correspondence in connection with this request should be directed to the agents for the applicant:

**AGENT / PLANNER**
Cotleur & Hearing
Contact: Donaldson Hearing/Zach Ciciera
1934 Commerce Lane, Suite 1
Jupiter, Florida 33458
Phone: (561) 747-6336 x 135
Email: dhearing@cotleur-hearing.com
zciciera@cotleur-hearing.com

**OWNER**
Joy, LLC.
Contact: Heather Joyner
2710 Rocky Point Road
Malabar, FL 32950
Email: hjoyner7777@gmail.com

### LOCATION

The subject +/-210.99-acre parcel(s) is located south of Bayside Lakes Boulevard, just east of Cogan Drive in the City of Palm Bay Florida. The subject parcel lies within the General Use (GU) Zoning District with a Rural Single Family (RSF) Future Land Use designation. The property address is 3425 Bayside Lakes Boulevard SE, Palm Bay, FL 32909. The surrounding area consists of primarily single-family homes, with some townhomes and multifamily residential units located to the north and south.

| Adjacent Property | Zoning District | Future Land Use Designation |
|---|---|---|
| North | PUD | HDR, COM |
| South | PUD | HDR, LDR |
| East | PUD | LDR |
| West | PUD | LDR |

## BACKGROUND

Purchased at auction in December of 2019 by Joy LLC, the subject property encompassing the former Majors Golf Course lies within several single-family subdivisions. Since purchasing the property, the owner has made many attempts at salvaging the golf course by making numerous repairs to the clubhouse and course, hiring multiple different management companies, advising with experts in the industry, and seeking investment from third parties. However, the existing golf course is simply not economically viable to operate any longer. This trend is familiar throughout the state of Florida, with golf course owners experiencing severe financial loss in the absence of third-party assistance. The former Majors Golf Course was permanently closed in June of 2022.

Now, the owner proposes to redevelop the site into a master planned community known as Eden at Bayside Lakes. The proposed community consists of single-family lots, townhomes, and 30-acres of commercial and recreation uses. Historically, as the surrounding area began to be built-out, similar processes have been pursued to attain such single-family development for all of the surrounding subdivisions. Each parcel in the Bayside Lakes community was originally zoned as General Use until a developer, owner, or similar rezoned each property, creating the single-family neighborhood currently existing today. This request is no different and may be considered an enhanced extension of the existing development surrounding the subject site due to the careful design of the proposed lot sizes, housing types, buffer widths, and recreational amenities.



## PROJECT OVERVIEW

The applicant/owner is requesting approval to develop a master planned community consisting of a variety of residential housing types, complemented with commercial uses adjacent to Bayside Lakes Boulevard. The aforementioned Planned Unit Development (PUD) has been strategically designed to appropriately contain 460 single family and townhome units, thus totaling 2.18 dwelling units per acre. It should be noted that the proposed density is less than or equal to the densities present within the adjacent subdivisions. As previously mentioned, the site will designate 30 acres for commercial use (17% of total site area) which will be available to the neighboring community and create synergy with the surrounding area. The owner has prioritized providing a significant public benefit as part of this application by designing a 6.16-mile multimodal pathway surrounding the entirety of the parcel. Residents in the surrounding communities will have access to this lushly landscaped path, creating pedestrian connectivity to the numerous neighboring subdivisions. Additionally, special attention has been given to the proposed water bodies on site, implementing accessible piers and natural sloped edges within the numerous proposed lakes promoting new living ecosystems. The minimum open space requirement for a planned unit development in the City of Palm Bay is currently 25% of the site area, however, this proposal exceeds this requirement at 60.72%.

Given the site's proximity to neighboring single family subdivisions, there will be no residential lot in the project located closer than 50-feet from the parcel boundary. This imposed minimum setback will maintain the privacy of all residents and provide adequate space for the previously mentioned multimodal path. It should be noted that the symbiotic relationship between the proposed development plan and the surrounding community has been prioritized during the site planning and design process.

For clarity, the parcel has been divided into two (2) residential areas. An outline of each area has been provided below:

**Eden Lake Townhomes**

- 5 Unit – 3 Buildings: 15 units
- 6 Unit – 13 Buildings: 78 units
- 7 Unit – 2 Buildings: 14 units
- ***Total: 107 units***

**Eden Cove (Single Family & Townhomes)**

- 40' Lot: 124 units
- 50' Lot: 100 units
- 60' Lot: 15 units
- 80' Lot: 57 units
- Townhomes: 60 units
- ***Total: 356 units.***



## PROPERTY DEVELOPMENT REGULATIONS

As referenced in the tables below, the property development regulations have been formulated to coerce with the surrounding development while maximizing the potential of each singular lot. The associated tables highlight the proposed standards set forth for single family homes and townhomes separately. For context, the project proposes 107 townhome units and 353 single family homes.

| LOT TYPES | DENSITY | MINIMUM LOT DIMENSIONS | | | BLDG HEIGHT | MAX LOT COVERAGE | MIN. SETBACKS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | SIZE | FRONTAGE AND WIDTH | DEPTH | | | FRONT | SIDE | SIDE ADJACENT TO STREET | REAR | MIN. FROM PARENT PARCEL BOUNDARY |
| SF 40' LOT | 146 DU | 5,000 SF | 40' | 125' | 1-2 STORIES | 54% | 25' | 5' | 15' | 10' | 50' |
| SF 50' LOT | 139 DU | 6,250 SF | 50' | 125' | 1-2 STORIES | 58% | 25' | 5' | 15' | 10' | 50' |
| SF 60' LOT | 68 DU | 7,800 SF | 60' | 130' | 1-2 STORIES | 61% | 25' | 5' | 15' | 10' | 50' |
| TOWNHOMES | 107 DU | 2,200 SF | 20' | 110' | 1-2 STORIES | 73% | 20' | 7.5' | 10' | 10' | 50' |

## FACTORS OF ANALYSIS

(C) All proposed amendments shall be submitted to the Planning and Zoning Board which shall analyze the factors of analysis applicable to the proposed amendment prior to making a recommendation to City Council:

(1) Future Land Use Map Amendment Factors of Analysis:

(a) Whether the proposed amendment will have a favorable or unfavorable effect on the city's budget, or the economy of the city;
***Response: Providing a mixed-use development district such as Neighborhood Center alongside Low Density Residential will promote smart growth better than any other land use category within the City's comprehensive plan. Additionally, enhancing the existing commercial node providing a mix of uses to the Bayside Lakes community will produce significant economic benefits to the City, unable to be achieved through the current future land use category.***

(b) Whether the proposed amendment will adversely affect the level of service of public facilities;
***Response: The proposed land use amendment will increase demand for public facilities; however, the City's existing and planned infrastructure is capable of accommodating the project while maintaining adopted level of service (LOS) standards. Traffic generated by the residential and commercial components can be supported by the existing roadway network, supplemented by site access improvements. Police and fire services have adequate staffing, equipment, and response times to serve the development, and utility systems have sufficient potable water and wastewater capacity. All necessary on-site and off-site utility extensions, connections, and localized upgrades will be designed, permitted, and funded entirely by the developer, ensuring no burden of utility cost to the City. A master stormwater system will be designed to meet City and regulatory requirements, ensuring no adverse downstream impacts, and solid waste services have the capacity to manage the anticipated increase in volume. Electric and telecommunication providers can extend or enhance service as needed. Overall, the redevelopment will be implemented in a manner that sustains LOS for all public facilities without creating a financial obligation for the City.***



(c) Whether the proposed amendment will adversely affect the environment or the natural or historical resources of the city or the region as a result of the proposed amendment;
***Response: Atlantic Environmental determined that the Property supports approximately 168.06 acres of uplands, 32.15 acres of previously permitted stormwater ponds, and 10.78 acres of wetlands that have been placed under conservation easements in favor of SJRWMD. This proposal is preserving much of the existing wetland and natural resource areas. It is understood that natural***

***resources not being preserved must addressed in the development process, through permitting, avoidance, mitigation, or some combination thereof. Should we be able to gain the right to impact the wetlands within the conservation easements, we could expect to spend between approximately $150,000.00 to $175,000.00 per acre of impact in mitigation costs. This cost could be increased if it is determined that these wetlands were utilized as past mitigation.***

(d) Whether the amendment will have a favorable or adverse effect on the ability of people to find adequate housing reasonably accessible to their places of employment;
***Response: This amendment will significantly enhance the ability to find adequate housing accessible to places of employment consistent with Policy FLU-1.6T. The general purpose of the Neighborhood Center future land use category pursuant to Table FLU-1 of the City's comprehensive plan states "areas accommodating high residential densities complemented by neighborhood-scale commercial and office uses". The intent of the Neighborhood Center category is to provide a mixed-use community, satisfying this specific requirement. The proposed 30 acres of commercial (44 acres NC) designated in the project's development plan gives residents of the community accessible employment opportunities within walking distance. Additionally, the residential portion of the proposed development seeks to provide a Low Density Residential land use district, consistent with the surrounding single family communities.***



(e) Whether the proposed amendment will promote or adversely impact the public health, safety, welfare, or aesthetics of the region or the city;
***Response: The proposed amendment will thoroughly enhance public health and the aesthetics of the region. Currently, the rural single family land use category leaves a gap in the development pattern of the surrounding area. Given that the former golf course is now closed, appropriate development adjacent to the surrounding residential and commercial development is not possible. The proposed Neighborhood Center & Low Density Residential land use category will allow the existing commercial development along Bayside Lakes Boulevard to expand while continuing the residential development pattern experienced in the surrounding communities. Providing a mixed use development district such as Neighborhood Center will promote smart growth better than any other land use category within the City's comprehensive plan. Additionally, enhancing the existing commercial node providing a mix of uses to the Bayside Lakes community will produce economic benefits to the City, unable to be achieved through the current future land use category.***

(f) Whether the requested amendment is consistent with all elements of the Comprehensive Plan and established Levels of Service.

***Response: The proposed amendment is consistent with all elements of the comprehensive plan as follows:***

1. ***FLU Goal 1 - Providing a compatible land use category to the surrounding development and the historical nature of the bayside lakes subdivisions.***
2. ***TE Goal 1 – Preservation of existing and future ROW's while providing suitable roads and pathways to accommodate multimodal transportation.***
3. ***HSG Goal 1 – Providing a variety of housing types within 1 mile of the Bayside Lakes Boulevard commercial center. The result of this project will increase property values within all of Bayside Lakes, provide a seamless transition between existing and future subdivisions, and increase the tax base of the City.***
4. ***CME (not applicable) – This project is not within a coastal management area.***
5. ***ROS Goal 1 – Providing a 6 mile linear park available to the residents of the project and surrounding residents of Bayside Lakes, including a lush landscape and a multimodal path to accommodate golf cart travel accessible to the nearby commercial uses.***
6. ***CON Goal 1 – preserving existing conservation easements and supplying a significant amount of lake management tracts, creating opportunities for new living ecosystems.***
7. ***INF Goal 1 – The voluntary cap of 2.56 dwelling units per acre is consistent with the surrounding development of neighboring subdivisions, therefor no significant increase in city facilities is proposed outside of the natural progression of development experienced throughout this area's history. Additionally, numerous lake management tracts are proposed within this project area to provide natural drainage features.***
8. ***ICE (not applicable) – Not applicable.***
9. ***CIE Goal 1 – The applicant is committed to satisfying all financial responsibilities as a result of this application.***
10. ***PPR Overall – This application is consistent with the judicially acknowledged and constitutionally protected private property rights.***



(g) Whether the request maximizes compatibility (consistent with the definition found in Florida Statutes § 163.31649) between uses;

***Response: Pursuant to FL Statutes 163.31649, "Compatibility" means a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition. This proposal exemplifies this definition by expanding the existing commercial node along Bayside Lakes Boulevard to accommodate the smart growth at a low***

***density of 2.56 du/ac, consistent with all densities within the Bayside Lakes community.***

(h) Whether the request provides for a transition between areas of different character, density or intensity;
***Response: The plan has been strategically designed to locate similar lot sizes to the existing neighboring development directly adjacent to the subject lots, creating a seamless transition of similar development. Additionally the 30 acre commercial area will provide an extension of the existing commercial center on Bayside Lakes Boulevard providing a variety of uses. The voluntary cap of 499 units will maintain a consistent density to assimilate into the bayside lakes community.***

(i) Whether the request relocates higher density and intensity uses in areas which already feature adequate vehicular access and access to public facilities; and
***Response: The commercial area of our development plan is located along Bayside Lakes Boulevard and adjacent to the main entry driveway to the proposed community. All units within this proposal will be accessible by new roadways. There are no high-density areas within this proposal given the voluntary density cap of 499 units.***



(j) Whether the request considers land use equity in accordance with Policy FLU - 1.12A of the Comprehensive Plan.
***Response: This request specifically provides a solution to subsections (d) and (f) within Policy FLU 1.12A by providing a 6-mile linear park and recreational uses within the 30-acre commercial area. Additionally, the availability of mixed use development within Neighborhood Center future land use category promotes pedestrian and transit friendly neighborhoods. Paired with the proposed linear park, multimodal transportation is encouraged.***

## Available Public Services

An assessment of available public services indicates that the proposed development can be accommodated within the City's existing and planned infrastructure framework. Potable water and wastewater service are available through the City's utility system, with sufficient treatment and distribution capacity, and any required localized extensions or upgrades will be funded by the developer. The site is served by an established transportation network with planned improvements identified in the City's Capital Improvements Element (CIE) to enhance roadway capacity and multimodal connections. Public schools serving the area are operated by Brevard Public Schools and are included in the district's facilities planning; student generation rates from the project are within anticipated growth projections. Recreational needs will be met in part by the

project's proposed six-mile linear park, with additional access to City and regional park facilities. Overall, the project is consistent with the CIE, and no deficiency in public services is anticipated as a result of this amendment.

## Land Use Traffic

The proposed land uses will not contribute an adverse amount of daily traffic onto Bayside Lakes Boulevard. Traffic generated by the 460 single-family residential units and the two separate commercial parcels will be dispersed through multiple access points and is projected to remain within the capacity of the existing roadway network. Bayside Lakes Boulevard is designed to accommodate the anticipated traffic volumes for buildout of the surrounding area, and the distribution of trips from the project is consistent with the roadway's intended function and adopted level of service standards.

## PDP Review Criteria Sec. 185.066.



(5) Review criteria. The decision of the Planning and Zoning Board on the preliminary development plan application shall include the findings of fact that serve as a basis for its recommendation. In making its recommendation, the Planning and Zoning Board shall consider the following facts:

(a) Degree of departure of proposed planned unit development from surrounding areas in terms of character and density.

***Response: This proposal has been strategically designed to become an extension of the surrounding development. The variety of lot sizes have been located adjacent to existing lots of the same size, the proposed commercial area has been placed adjacent to existing commercial, and per the community's request; none of the proposed townhome units are located adjacent to existing single family homes. The requested density, housing type, and lot size align with the historic nature of development within the Bayside Lakes community.***

(b) Compatibility within the planned unit development and relationship with surrounding neighborhoods.

***Response: As mentioned in the previous response, this proposal is an extension of the surrounding neighborhoods. Historically, each of the existing subdivisions surrounding the subject site have been developed through the same approach as this request.***

(c) Prevention of erosion and degrading of surrounding area.

***Response: All required erosion control measures will be exercised during construction. There is no part of this proposal that could degrade the***

***surrounding area. Immediately adjacent to all existing development, a large landscape buffer will be planted, alongside the proposed 6 mile linear park.***

(d) Provision for future public education and recreation facilities, transportation, water supply, sewage disposal, surface drainage, flood control and soil conservation as shown in the preliminary development plan.

***Response: Great attention has been given to stormwater drainage and flood control, hence the numerous lakes proposed within the subject site. Not only will this aid in stormwater retention, but will also enhance the site aesthetically.***

(e) The nature, intent and compatibility of common open space, including the proposed method for the maintenance and conservation of the common open space.

***Response: The introduction of a 6-mile linear park to the subject site is a significant amenity available to the community of Bayside Lakes. The linear park will include a large landscape buffer to provide privacy to existing homes, while also providing a multi modal path to improve walking and golf cart accessibility.***

(f) The feasibility and compatibility of the development plan to function as an independent development, providing for connectivity and walkability between residential and nonresidential uses within the development.



***Response: As mentioned in the previous response, the linear park proposed within this application will enhance walkability for the Bayside Lakes Community. The site has been designed to connect the park with the proposed commercial area, prioritizing connectivity and accessibility for all modes of transportation.***

(g) The availability and adequacy of primary streets and thoroughfares to support traffic to be generated within the proposed planned unit development.

***Response: Please see attached traffic analysis report prepared by LTG, Inc.***

(h) The availability and adequacy of water and sewer service to support the proposed planned unit development.

***Response: The availability and adequacy of water and sewer service will be carefully vetted by our team and staff to ensure this requirement is met.***

(i) The availability and adequacy of existing police and fire services to support the proposed planned unit development.

***Response: Apart from review by the police and fire services departments, the applicant is committed to working closely with these departments to provide a high level of safety and to develop a public safety plan.***

(j) The benefits within the proposed development and to the general public to justify the requested departure from standard land use requirements inherent in a planned unit development classification.

***Response: The creation of a planned unit development on this site is more beneficial to the surrounding neighborhoods than the standard land use requirements because of the flexibility in property development regulations. Utilizing a PUD allows for a variety of lot sizes, setbacks, housing types, etc. which promotes consistency with surrounding lot***

(k) The conformity and compatibility of the planned unit development within any adopted development plan of the city.

***Response: There is currently no development plan designated to the subject site. The site is zoned General Use and currently holds a vacant golf course formerly known as Major's Golf Course.***

(l) The conformity and compatibility of the proposed common open space, residential and nonresidential uses within the proposed planned unit development.

***Response: As previously mentioned, the incorporation of the proposed 6 mile linear park is a significant enhancement to the community, providing connectivity and walkability throughout the site. Additionally, large lakes and lush landscaping have been included to mitigate stormwater runoff. Pursuant to Section 185.065, the open space requirement for a PUD is 25%. This proposal exceeds this requirement by providing a total of 60.72% open space.***



## CONCLUSION

The owner, Joy, LLC, has been a trusted business owner in the City of Palm Bay since 1997, owning various businesses in the community that are still operating today. This proposal will be a prominent upgrade, repurposing an expired use into a vibrant and synergistic mixed-use community to coexist with the surrounding area. All aspects of this proposal are consistent with the goals, objectives, and policies set forth in the City of Palm Bay Comprehensive Plan and Land Use Regulations. We look forward to working with staff to address any comments that may arise as a result of this request.