

## STAFF REPORT

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**HEARINGS:** Planning & Zoning Commission: September 12, 2022  
Board of County Commissioners: October 11, 2022  
Planning & Zoning Commission: October 31, 2022  
Board of County Commissioners: November 8, 2022

**APPLICANT:** Cabot Citrus OPCO LLC

**FILE NUMBER:** H-22-61

**REQUEST:** Establish a Master Plan on Property Zoned CPDP (Combined Planned Development Project) with deviations

**GENERAL LOCATION:** Northeast side of Ponce De Leon Boulevard (US Highway 98), approximately 2200' southeast of its intersection with the Suncoast Parkway

**PARCEL KEY NUMBERS:** 327337, 327300, 1227719, 327569, 327685, 327934, 327952, 328096, 1353911

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### **PUBLIC HEARING HISTORY:**

The subject application was initially scheduled to be heard on September 12, 2022, by the Planning and Zoning Commission. At that hearing, the petitioner requested a postponement to the October hearing date. Subsequent to the September Planning and Zoning Commission, modifications to the staff report and conditions of approval were made.

### **BACKGROUND:**

In 1990, a Master Plan for the 1,188-acre subject site was approved. It was subsequently amended in 1991 and 1992. The most recent master plan was approved by the Board of County Commissioners in 1998. This master plan has since expired. To date the only amenities constructed on the site are golf courses and a small clubhouse.

On August 23, 2005, the Board of County Commissioners adopted the World Woods Planned Development District via Ordinance 2005-12, establishing the Objectives and Strategies for future development of the district. These Objectives and Strategies include provisions for development intensity, placement of uses, protection for the existing cave system on the site and buffering from adjacent uses. This Planned

Development District overrode any previous zoning approvals for the subject site, and any future development approvals for this site were required to be consistent with these Objectives and Strategies.

**APPLICANT’S REQUEST:**

The property is currently owned by Cabot Citrus OPCO LLC; moving forward, the project will be known as Cabot Citrus Farms.

The petitioner’s current request is to establish a master plan on the subject site, consisting of non-residential and residential uses. The project will be developed in two phases. The maximum allowable residential density is determined by the Comprehensive Objective and Strategies for the development, with a maximum of 980 residential units for the development. Residential units are defined as hotel rooms, individual condominium units, resort residential units and single-family residential homes.

The petitioner is also requesting 400,000 square feet of non-residential amenities, consisting of the following mix of uses:

- Community centers
- Clubhouses
- Gift shops
- Recreational facilities (Racquet, Swim, etc.)
- Spa & Wellness
- Rental stores
- Restaurants
- Maintenance Facilities
- Central Receiving and Resort Operations Facility

The proposed Master Plan is consistent with the World Woods Planned Development Project, specifically the following Objective and Strategy:

**Objective 1.05C:** Maximize the recreational and tourist potential of the World Woods Golf Resort through the master planning of land uses and clustering of residential units.

**Strategy 1.05C(3):** Prepare a master plan with development standards for the utilization of the area prior to any construction approvals being issued.

**Project Phasing Plan**

Cabot Citrus Farms is proposed to be developed in two phases, with the resort residential and golf course areas to be developed first. As the development moves to

the east and closer to the existing Brooksville Ridge Cave system, the petitioner shall be required to undergo a Master Plan Revision to address critical ecological and geologic issues related to those features. Entitlements for the entire project are being reserved as part of this Master Plan.

**Deviations Requested:**

- Waiver of the frontage road as previously approved for the subject development.
- Any resort residential, condominium or residential units managed by the hotel shall not be considered part of the total number of hotel rooms allotted for the site.
- Reduction to the parking space requirements to 1.5 spaces per dwelling unit
- Lot sizes, setbacks as identified in the land use section below

**SITE CHARACTERISTICS:**

**Site Size:** 1,188 acres

**Surrounding Zoning & Land Uses:**

North:	Citrus County Line
South:	Agricultural, Conservation, CPDP (Quarry Preserve DRI)
East:	Conservation
West:	CPDP (Seville Development)

**Current Zoning:** CPDP/ (Combined Planned Development Project)

**Future Land Use**

**Map Designation:** World Woods Planned Development District

**ENVIRONMENTAL REVIEW:**

**Soils and Habitat type:**

**Strategy 1.05C(9):** Floral and faunal surveys shall be conducted by appropriate state agencies and qualified scientists within subsurface geologic features. Protection shall be afforded new species.

**Staff Analysis:**

The project is partially developed with golf courses, golf related amenities and maintenance area, the rest is forested and shown as sandhill, mixed hardwood-coniferous, rural open forested, impoundment reservoir and golf courses according to FWC CLC (Florida Cooperative Land Cover Classification System that includes Florida Land Use Cover and Classification System).

Candler and Kendrick Fine Sands are suitable habitat for gopher tortoises. There was an existing FWC incidental take permit for the project. The applicant has elected to contract with a non-profit organization for humane relocation of impacted

gopher tortoises. Other on-site soils include Arredondo fine sand, Micanopy loamy fine sand, Nobleton fine sand, pits, Sparr fine sand, Williston loamy and variant loamy fine sand, and water.

An updated floral/faunal survey shall be required for the undeveloped portion of the property and the cave complex.

**Wetlands/Protection Features**

**Strategy 1.05C(3):** Prepare a master plan with development standards for the utilization of the area prior to any construction approvals being issued.

**Staff Analysis:**

The subject site contains Class 2 and 3 wetlands, according to the Comprehensive Plan wetland designations and are present on the site along the entrance road area. There are no Wellhead Protection Areas (WHPAs), or archaeological/historical sites shown within the undeveloped area according to County data resources.

**Water Quality:**

**Strategy 1.05C(10):** Development of the property within the site shall adhere to green industries Best Management Practices, including Integrated Pest Management. Florida Yards & Neighborhoods education shall be provided for individual lot owners

**Staff Analysis:**

This project is located within the Homosassa and Chassahowitzka Springs Groups Basin Management Plan (BMAP) identified by FDEP as contributing nutrients to the Chassahowitzka springs and riverine system. The project falls within the Priority Focus Area (PFA) defined as the area(s) of a basin where the Floridan aquifer is generally most vulnerable to pollutant inputs and where there is a known connectivity between groundwater pathways and an Outstanding Florida Spring (OFS).

All drainage in the Master Plan area is within a known karst sensitive area and subject to direct transfer to the aquifer. This drainage can impact speleothems, cave biology drinking water supply, and headwaters of the spring. Normal development standards are inadequate for the proposed level of development. Studies document that water quality degradation occurs where development exceeds 15% of the karst watershed area.<sup>1</sup> As such, Florida Friendly landscaping techniques shall be required to ensure the preservation of water quality.

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<sup>1</sup>AGI Living on Karst Booklet, Veni, 2001

The petitioner must meet the minimum requirements of Florida Friendly Landscaping™ publications and the Florida Yards and Neighborhoods Program for required plantings and buffers, as applicable. Implementation of Florida Friendly Landscaping™ principles, techniques, and materials, and are designed to conserve water and reduce pollutant loading to Florida's waters.

The Builder/Developer shall provide new property owners with Florida-Friendly Landscaping™ Program information and encourage the use of the principles, techniques, and landscaping recommendations. Information on the County's Fertilizer Ordinance and fertilizer use is to be included. Educational information is available through Hernando County Utilities Department.

### **GEOLOGIC/KARST FEATURE ANALYSIS:**

To ensure this ecologically significant system is preserved staff proposes to handle the development of the project in phases, each building upon the scientific data and knowledge gathered from the previous phases. The boundary for Phase 2 is defined as Proposed Phase 2 Master Plan Area and is attached to this staff report.

### **Comprehensive Plan Requirements for Geologically Sensitive Areas:**

**Strategy 1.05C(7):** Prior to development approval, a geologic assessment of the proposed development areas must be secured by the developer and provided to the County. The assessment must be prepared by a qualified professional approved by the County.

**Strategy 1.05C(8):** In areas of the property that may affect the cave feature known to exist, development approvals will not be issued until scientific information is provided by the developer to the County to assure that the cave will not be negatively impacted. Once sufficient scientific information is provided to determine an area above the cave where development should be limited or prohibited, a "preservation tract" will be established for that area. If development approvals are greater than one (1) unit per 3.18 gross acres of land within the PDD, an appropriate environmental entity will be chosen to manage the preservation tract, with concurrence by the County.

**Petitioner's Environmental Mitigation Proposal:**

The petitioner has proposed the following development standards as it relates to the cave system on the subject site:

- The geological assessment report by the Colinas Group (Section 2 of the report) shall be utilized as a guideline in the preparation of design plans for the development of Cabot Citrus Farms (Formerly Known as World Woods).
- The survey and mapping report of the Brooksville Ridge Cave by George Veni & Associates, Cave and Karst Specialists, indicates the absence of flora and fauna species in the cave that require protection.
- A natural buffer shall be provided above and for 100 feet to each side of the Brooksville Ridge Cave, running the length of the cave as depicted in the Drainage Analysis Report. (The Florida Springs Task Force Report recommended this buffer setback distance in their 2000 Report around sinkholes and other karst features.) This buffer shall be placed in a preservation tract, which shall be managed by an environmental entity chosen by the developer, with concurrence by Hernando County.
- A 100-foot radius upland buffer zone shall be established around the cavities in rock exposed in the bottom of sinkholes depicted within the Drainage Analysis Report.
- Buffer zones shall contain natural or planted vegetation to attenuate stormwater in excess rainfall discharging to the karst features.
- Development shall adhere to best management practices (BMP's), including Integrated Pest Management (1PM) (FDEP & FDCA, 2002. Protecting Florida Springs - Land Use Planning Strategies & Best Management Practices).
- Florida Yards & Neighborhoods (FYN) education shall be provided for individual lot owners.
- The application of fertilizers, herbicides and pesticides shall be prohibited within the sinkhole and cave buffer zones.
- Construction of any kind, except for stormwater management provisions or facilities, shall be prohibited within the buffers.
- To the extent practical, stormwater currently generated within the natural surface drainage basins of on-site sinkholes shall be re-routed for conveyance to stormwater treatment facilities constructed in areas where soil thickness over the limestone surface exceeds ten feet (10').
- Use of the existing small soil-covered sinkholes, located in the higher upland portion of the project site, as part of the development's stormwater management system shall be avoided if practical. These depressions shall be filled with clean, clayey sand fill to inhibit concentrated infiltration of untreated stormwater.
- If the small drainage gully leading to Sinkhole 2 in the Drainage Analysis Report is to remain post-construction, the side slopes and bottom shall be stabilized and vegetated to control continued soil erosion using Florida-Friendly™ landscaping techniques. An upland buffer zone of 125 feet on each

side of the gully shall be established for treatment of stormwater collected in the gully.

- Stormwater treatment shall be in accordance with Southwest Florida Water Management District (SWFWMD) Environmental Resource Permitting guidelines.

**Staff Environmental Mitigation Analysis – Phase 1:**

- The petitioner shall be required to provide LIDAR and best available technology review to assess if any other karst features are present in Phase 1 at the time of conditional plat. Data and scientific analysis, including geophysical/geotechnical data shall be provided by the applicant at the time of conditional plat for a determination of required karst protective buffer widths, and shall be used to delineate the extent of any subsurface voids
- Protection measures for karst feature(s) within Phase 1 are required with concurrence from the Florida Geologic Survey (FGS) and Hernando County Department of Public Works.
- The petitioner shall complete an assessment of the maintenance area to determine if it's still a facility regulated under Emergency Planning and Community Right to Know Act and if any improvements are required. This assessment shall be submitted at the time of conditional plat for Phase 1.

**Staff Environmental Mitigation Analysis – Phase 2:**

The County has reviewed the petitioner's proposed strategies for Phase 2 and has the following comments and requirements:

Master Plan Revision:

- Due to the extensive karst features and environmental sensitivity of the Brooksville Ridge Cave, a Master Plan Revision shall be required for a portion of the site as identified as "Proposed Phase 2 Master Plan Area" – attached to this staff report – prior to development. This Phase 2 area is based on the watersheds contributing to each known karst feature. This will ensure that all necessary scientific analysis has been completed on the karst features located on the site and that any necessary measures are taken to protect those features.
- As part of the Master Plan Revision, the petitioner shall coordinate with the Florida Geological Survey (FGS) to provide scientific expertise and review for cave protection, other karst vulnerable features, and water resources that may have already been adversely impacted. These recommendations shall be incorporated into the required Updated Hydrogeological Assessment Report prior to the approval of the conditional plat for Phase 2 of the site. This report shall be updated using the best available technology and provide justification

for the geophysical techniques used for testing and applicability of the results. The updated report shall contain, but is not limited to, the following:

- The green industries best management practices and LID techniques to be used on-site at the time of the master plan revision submittal.
- A cave protection plan to address the Florida Geological Survey concerns for the protection of karst features and the Brooksville Ridge Cave. Survey by remote sensing would be allowed to expedite location of karst.
- Protective buffers for the cave complex and karst features with geophysical/geotechnical data (including electrical resistivity tomography and induced polarization, and/or shallow seismic (MASW) with the intent to determine the extent of karst features) and the scientific analysis used to derive the buffer widths and to delineate the extent of subsurface voids in sinks, caves, or other features.
- Provide justification for the geophysical techniques used for testing and applicability of the results.
- Protective karst buffers and wetlands identified in the update shall indicate that they will have conservation easements.

Special Protection Areas:

- Prohibited uses apply to the 500-foot buffer surrounding a SPA, including discharges of untreated stormwater and facilities regulated under Emergency Planning and Community Right to Know Act. Golf courses are also a prohibited use where not previously existing as a non-conforming use. Stormwater management facilities that receive discharge from prohibited uses are not permitted within buffers.
- State mapping indicates that the area is karst sensitive. Several karst features and small mine pits are present and mapped as Special Protection Areas (SPAs). A SPA is present to the southwest of the village area within the EPIC project, shown as open space on the concept plan.
- A 500-foot delineation for each SPA (Special Protection Area) shall be shown on all plats and plans. The best available technology, updated mapping and data sources including LIDAR, and advanced geophysical techniques should be used to determine if there are other karst features within Phase 2 (described below). Data, methodology and scientific analysis, including geophysical/geotechnical data shall be provided by the applicant at the time of conditional plat. This data shall be used to decide as to the required karst protective buffer widths and shall be used to delineate the extent of any



subsurface voids. Previous information submitted by The Colinas Group recommended a 250-foot natural and vegetated protective buffer with an inner 125' protective conservation easement around karst sink feature(s) with cavities or rocky bottoms, to be shown on conditional plats and construction plans – the County agrees with this assessment and is requiring this be shown at the time of conditional plat. Conservation easements are to remain vegetated with restricted access. Increased buffers may be required based on the review of the scientific data as provided.

Drainage

- A Surface drainage analysis for the Phase 2 area shall be required at the time of conditional plat.

Construction Activities:

- Construction activities within karst sensitive areas shall be conducted in a manner that limits intense vibration and shock loading, including vibratory compaction and use of equipment or activities that result in impacts. Minimize cut and fill.
- Minimize disturbance of the topography and minimize tree removal. Appropriate sediment controls shall be in place prior to site clearing with special emphasis on protection of solution features.

Additional Requirements:

- County Staff shall be included in a pre-application meeting with SWFWMD.
- The Owner/Developer and Engineer shall sign an acknowledgement to limit the County's liability: The Owner/Developer and Engineer have been advised and acknowledges the project lies within a highly karst sensitive area of known and unknown solution features and acknowledges the risk of developing in karst terrain and the potential for collapse. The signed acknowledgement shall be placed on the Master Plan and subsequent plats.

The County reserves the right to request additional data, testing, and expertise necessary during hydrogeologic assessment, delineation of the preservation tract, and review of stormwater design to protect the resource and water quality.

**SCHOOL BOARD REVIEW:**

The applicant is proposing a primarily resort residential and commercial community, with limited full-time residences. At the time of conditional plat and/or subdivision review, the petitioner shall be required to submit documentation supporting the resort residential uses for its residences to adequately determine school impacts.

For any full-time residences on the site, the applicant must apply for and receive a Finding of School Capacity from the School District prior to the approval of the conditional plat or the functional equivalent. The County will only issue a certificate of concurrency for schools upon the School District's written determination that adequate school capacity will be in place or under actual construction within three (3) years of the issuance of subdivision approval, site plan approval, or the functional equivalent for each level of school without mitigation, or with the execution of a legally binding proportionate share mitigation agreement between the applicant, the School District, and the County.

**UTILITIES REVIEW:**

According to the petitioner's narrative, the present resort facility serves its own potable water and wastewater treatment requirements (well and septic). A sewer and water agreement will be negotiated with the Hernando County Utilities Department (HCUD) to ensure adequate central sewer and water service for upcoming resort and residential elements of Cabot Citrus Farms (Formerly Known as World Woods). More than adequate space is available for on-site drainage retention, which will be designed and permitted in accordance with the regulations of the Southwest Florida Water Management District.

The petitioner is proposing the construction of pump stations and a sewer transmission line to HCUD's existing force main located at the Northwest Solid Waste Management Facility. Additionally, the applicant proposes to construct approximately 3.6 miles of 12-inch potable water line connecting the existing Cabot Citrus Farms system to the county owned regional potable water supply system in the Seville Development located west of US Highway 98.

**Staff Analysis:**

The Hernando County Utilities Department (HCUD) does not currently supply water or sewer service to the subject parcels. Water and sewer service are not currently available; however, there is an existing water supply system approximately 3.5 miles away at the Seville Development, and an 8-inch sewer force main approximately 1 mile away that runs from the Hernando County Landfill to the Glen Wastewater Reclamation Facility.

HCUD has no objection to the submitted revised master plan for future phases of development to include golf courses, clubhouses, resort dwellings, townhomes, multifamily dwellings, condominiums, residential dwellings, resort hotel and ancillary facilities (restaurants, pro shop, parking, interim sewer treatment plant, etc.) with the following understanding:

- If a connection to central water and sewer is desired, a water and sewer agreement is required which would include all necessary off-site improvements required for connection; with the stipulation that the

developer will need to provide utility placement details showing the locations of all utilities on the conditional plat for lots with side setbacks of less than ten (10) feet.

**ENGINEERING REVIEW:**

According to the petitioner’s narrative, the subject property has an existing main entrance directly from US Highway 98, less than one mile from the Suncoast Parkway. A second access to the project is proposed from Hebron Church Road, which intersects US Highway 98 approximately 3,000 feet further to the southeast.

The partially improved Hebron Church Road currently provides access to properties other than those owned by Cabot Citrus Farms. Approved development plans for this road allow for access to existing maintenance facilities. As shown on the included master plan, right-of-way for a third future access is available from C.R. 491; this road will be used by Cabot Citrus Farms as a construction haul road. The petitioner has requested a waiver of the frontage road as previously approved for the subject development.

**Staff Analysis:**

The County Engineer has reviewed the petitioner’s request and has the following comments:

- A Traffic Access Analysis is required for this project. This Traffic Access Analysis is to include queuing analysis. Any improvements identified by the Traffic Access Analysis are the responsibility of the developer.
- FDOT access and drainage permits are required.
- FDOT approval of access to US Highway 98 is required
- Modification to Hebron Church Road, including construction access and a haul road to be approved by the County Engineer.
- The roads in this development shall meet Hernando County standards.
- The driveways and parking shall meet Hernando County standards.

In addition, the petitioner shall be required to provide cross-access easements to the two properties located within the development that are privately owned and not part of this master plan.

**LAND USE REVIEW:**

The development of the site shall be consistent with the Objectives and Strategies of the World Woods Planned Development District. The development requirements and their associated comprehensive plan strategies are listed herein.

**Uses and Locations:**

**Strategy 1.05C(4):**

The following are usage guidelines for the Master Plan. Residential density shall be a maximum of one (1) unit per 1.25 gross acres of land within the planned development district, with residential land use of no greater than 25% of the land area. Public access shall be from US Highway 98 and C.R. 491 only. The approved residential density shall include resort residential dwellings, condominiums, residential dwellings, and resort hotel. Development of the residential land use within the planned development district shall include at least 660 dwelling units in the resort residential dwellings and hotel categories.

**Strategy 1.05C(2):**

Locate residential units, resort hotel, clubhouse, paved parking, interim sewage treatment plants and other buildings toward the interior of the district, no closer than 100 feet from abutting privately owned parcels or from US Highway 98 or C.R. 491.

**Staff Analysis:**

The petitioner’s master plan provides general locations for uses consistent with the Planned Development Project objective and strategies. A more detailed plan shall be required at the time of conditional plat.

**Parking:**

The petitioner has requested a reduction in the parking space requirements to 1.5 spaces per dwelling unit and intends to meet the needs of the residential portions of the development through shared parking.

**Staff Analysis:**

To support this request, the applicant has proposed to provide a shared parking analysis to the County with Phase 1 Conditional Plat Approval from the Planning and Zoning Commission, and prior to the construction of any hotel or retail use on the property.

**Proposed Setbacks and Residential Lot Sizes**

**Residential Dwellings (Including Resort Residential):**

- Front: 10' (Deviation from 25')
- Side (Detached Units): 5' (Deviation from 10')
- Side (Attached Units): 0' (Internal–Between Units) (Deviation from 10')
- Rear: 20'

**Condominiums/Multifamily:**

- Front: 10' (Deviation from 25')
- Side: 5'/0' (Deviation from 10')
- Rear: 20'

**Residential Dwellings:**

- **Front:** 10' (Deviation from 25')
- **Side:** 5' (Deviation from 10')
- **Rear:** 20'

**Minimum Lot Sizes:**

- Single-Family Residential: 4,950 sq. ft. (Deviation from 6,000 sq. ft.)
- Resort Residential: 2,400 sq. ft. (Deviation from 6,000 sq. ft.)

**Maximum Building Height:** 3 occupied stories

**Staff Analysis:**

The petitioner has proposed that any building constructed on the property shall not exceed 3 occupied stories, excluding any basement, provided such basement is surrounded by earth on at least 50% of its perimeter. These buildings shall be no more than 60' in height.

**Perimeter Buffers**

**Strategy 1.05C(6):**

A 100' natural vegetative buffer shall be maintained around the perimeter of the PDD where it abuts privately-owned parcels. Where a natural vegetative buffer does not exist, the developer shall plant a vegetative buffer of natural species to meet the 100' standard.

**Staff Analysis:**

The petitioner has provided the 100' buffer from privately-owned parcels, along US Highway 98 and along C.R. 491 on its proposed master plan, consistent with this Comprehensive Plan Strategy.

**Open Space:**

**Strategy 1.05C(5):** At least 70% of the total land area shall consist of open space, a category which includes the golf courses and practice areas. At least 50% of the hammock shall be preserved. Wherever possible, areas of preserved hammock shall be connected by a corridor of natural hammock vegetation which may be crossed by golf cart paths. In the site planning of the property, the hammock preservation shall be established in such a fashion that at least 210 acres of upland shall be retained in the southern portion of the property, with Horse Lake and a 150-acre tract of upland hammock contiguous to the lake being retained as a continuous tract with only a boardwalk or walking or jogging trails allowed. Walking and jogging trails shall be

designed to preserve the habitat and wildlife species. The additional 60 acres of upland must at least be inter-connected by corridors. The connections may only be broken by cart paths, walking trails and one entrance road.

**Staff Analysis:**

The petitioner has proposed that any open space requirements will be calculated across the entire Planned Development Project, and no individual lot will be subject to individual open space requirements. The petitioner has sold 930 acres included in the Planned Development Project to the Florida Division of Forestry, Conservation and Recreational Lands (CARL) program. This acreage shall be included when calculating the PDD's open space requirements.

**Commercial Setbacks and Buffers:**

**Resort Hotel/Ancillary Facilities:**

- Front: 0' (Deviation from 35')
- Side: 0' (Deviation from 10')
- Rear: 0' (Deviation from 35')

**Proposed Clubhouse Setbacks\*:**

- Front: 0'
- Side: 0'
- Rear: 0'

**Staff Analysis:**

The petitioner has not designated specific setbacks for the remaining non-residential amenities (Community centers, Gift shops, Recreational facilities, Spa and Wellness Facilities, Rental stores, Restaurants, Maintenance Facilities, and Central Receiving and Resort Operations Facility). Staff recommends that these amenities have the same setbacks as proposed for the Clubhouse and are integrated into the development in a manner consistent with the World Woods Planned Development District strategies.

All commercial uses located on lots adjacent to residential uses shall maintain a 35' side/rear setback on sides adjacent to the residential districts. Additionally, these uses shall be required to meet the minimum buffering requirements of the land development regulations.

\*Clubhouse setbacks are not true deviations as they are ancillary to the overall development and shall be required to meet commercial setbacks if adjacent to residential uses.

Golf Course: The setbacks from the maintained areas of the golf course shall be 100' from all external private property lines.

**Staff Analysis:**

The golf course setback shall apply to any new golf courses developed on the subject site.

**FINDINGS OF FACT:**

1. The World Woods Planned Development District was established in 2005 and is the basis for the Cabot Citrus Farms development. Cabot Citrus Farms must develop in accordance with the development objectives and strategies as identified in the Comprehensive Plan.
2. There is a regionally significant cave system on the site which requires additional information and analysis above and beyond what is usually required for a rezoning/master plan application.
3. The developer shall be responsible for all transportation and utilities improvements to serve the proposed development.
4. A Master Plan Revision shall be required for the area surrounding the Brooksville Cave, that addresses the geotechnical and environmental reporting requirements identified in the staff report, prior to development of this portion of the site. This area is delineated in an attachment to the staff report.

**NOTICE OF APPLICANT RESPONSIBILITY:**

*The rezoning process is a land use determination and does not constitute a permit for either construction on, or use of, the property, or a Certificate of Concurrency. Prior to use of, or construction on, the property, the petitioner must receive approval from the appropriate County department(s) for the proposed use.*

*The granting of this land use determination does not protect the owner from civil liability for recorded deed restrictions which may exceed any county land use ordinances. Homeowner associations or architectural review committees require submission of plans for review and approval. The applicant for this land use request should contact the local association or the Public Records for all restrictions applicable to this property.*

**STAFF RECOMMENDATION:**

It is recommended that the Planning and Zoning Commission recommend the Board of County Commissioners adopt a resolution approving the petitioner's request to Establish a Master Plan on Property Zoned CPDP/Combined Planned Development Project with deviations and the following performance conditions:

1. The project shall be limited to 980 residential units and 400,000 square feet of non-residential amenities, in accordance with the World Woods Planned Development District.
2. Non-residential amenities are limited to the following mix of uses:
  - Community centers
  - Clubhouses
  - Gift shops
  - Recreational facilities (Racquet, Swim, etc.)
  - Spa & Wellness
  - Rental stores
  - Restaurants
  - Maintenance Facilities
  - Central Receiving and Resort Operations Facility
3. The frontage road requirement for the subject development is waived.
4. At the time of conditional plat, an updated floral/faunal survey shall be required for the undeveloped portion of the property and the cave complex.
5. The petitioner must meet the minimum requirements of Florida Friendly Landscaping™ publications and the Florida Yards and Neighborhoods Program for required plantings and buffers, as applicable. Implementation of Florida Friendly Landscaping™ principles, techniques, and materials, and are designed to conserve water and reduce pollutant loading to Florida's waters.
6. The Builder/Developer shall provide new property owners with Florida-Friendly Landscaping™ Program information and encourage the use of the principles, techniques, and landscaping recommendations. Information on the County's Fertilizer Ordinance and fertilizer use is to be included. Educational information is available through Hernando County Utilities Department.
7. The petitioner shall be required to provide LIDAR and best available technology review to assess if any other karst features are present in Phase 1 at the time of conditional plat. Data and scientific analysis, including geophysical/geotechnical data shall be provided by the applicant at the time of conditional plat for a



determination of required karst protective buffer widths, and shall be used to delineate the extent of any subsurface voids

8. At the time of Conditional Plat for Phase 1 of the Cabot Citrus Farms Development, the petitioner shall complete an assessment of the maintenance area to determine if it is still a facility regulated under Emergency Planning and Community Right to Know Act and if any improvements are required.
9. A Master Plan Revision shall be required for the area identified as "Phase 2" to address the distinct geologic and environmental considerations for that portion of the site. Included with this Master Plan Revision shall be an updated Hydrologic Assessment report, addressing the Florida Geological Survey concerns for the protection of karst features and the Brooksville Ridge Cave. This report shall be updated using the best available technology and provide justification for the geophysical techniques used for testing and applicability of the results. The updated report shall contain, but is not limited to, the following:
  - The green industries best management practices and LID techniques to be used on-site at the time of the master plan revision submittal.
  - Surface drainage analysis for the Phase 2 area.
  - A cave protection plan and in-cave monitoring plan to address adverse impacts.
  - Protective buffers for the cave complex and karst features with geophysical/geotechnical data (including electrical resistivity tomography and induced polarization, and/or shallow seismic (MASW) with the intent to determine the extent of karst features) and the scientific analysis used to derive the buffer widths and to delineate the extent of subsurface voids in sinks, caves, or other features.
  - Provide justification for the geophysical techniques used for testing and applicability of the results.
  - Protective karst buffers and wetlands identified in the update shall indicate that they will have conservation easements.
10. A 500-foot SPA delineation shall be shown around karst features on plats and plans. Prohibited uses apply to the 500-foot buffers surrounding SPAs, including discharges of untreated stormwater and section 302 facilities under Emergency Planning & Community Right to Know Act. Golf courses are also a prohibited use where not previously existing as a non-conforming use.
11. Data and scientific analysis, including geophysical/geotechnical data shall be provided by the applicant at the time of conditional plat for a determination of required karst protective buffer widths, and shall be used to delineate the extent of any subsurface voids to the County for review by the Department of Public Works and Planning Division.

12. The developer shall provide a 250-foot natural and vegetated protective buffer with an inner 125' protective conservation easement around karst sinks feature(s) with cavities and rocky bottoms, to be shown on plats and construction plans. These conservation easements are to remain vegetated with restricted access. No construction of any kind is permitted within the vegetative buffers.
13. The petitioner shall be required to provide data and analysis showing the extent of subsurface voids/features and the methodology used to derive the protective buffer width(s) prior to development of the site. Increased buffers may be required based on the review of the scientific data as provided.
14. In-cave monitoring is required as part of the updated Hydrological Assessment Report for the site as part of the conditional plat process, for baseline data to be established.
15. The petitioner shall coordinate with FGS to provide scientific expertise and review for cave protection, other karst vulnerable features, and water resources that may have been adversely impacted. These recommendations shall be incorporated into the required revised assessments prior to development for Phase 2 of the site.
16. For any full-time residences on the site, the applicant must apply for and receive a Finding of School Capacity from the School District prior to the approval of the conditional plat or the functional equivalent. The County will only issue a certificate of concurrency for schools upon the School District's written determination that adequate school capacity will be in place or under actual construction within three (3) years of the issuance of subdivision approval, site plan approval, or the functional equivalent for each level of school without mitigation, or with the execution of a legally binding proportionate share mitigation agreement between the applicant, the School District, and the County.
17. If a connection to central water and sewer is desired, a water and sewer agreement is required which would include all necessary off-site improvements required for connection; with the stipulation that the developer will need to provide utility placement details showing the locations of all utilities on the conditional plat for lots with side setbacks of less than ten (10) feet.
18. A Traffic Access Analysis is required for this project. This Traffic Access Analysis is to include queuing analysis. Any improvements identified by the Traffic Access Analysis are the responsibility of the developer.
19. FDOT access and drainage permits are required.

20. FDOT approval of access to US Highway 98 is required
21. Modification to Hebron Church Road, including construction access and a haul road to be approved by the County Engineer.
22. The roads, driveways and parking in this development shall meet Hernando County standards.
23. The petitioner shall be required to provide cross-access easements to the two properties located within the development that are privately owned and not part of this master plan.
24. The petitioner shall provide a shared parking analysis to the County at the time of conditional plat for Phase 1 of the project, prior to construction of any hotel or retail use on the property.
25. Any building constructed on the property shall not exceed 3 occupied stories, excluding any basement, provided such basement is surrounded by earth on at least 50% of its perimeter. These buildings shall be no more than 60' in height.
26. The petitioner shall provide a 100' buffer from privately-owned parcels, along US Highway 98 and C.R. 491.
27. At least 70% of the total land area shall consist of open space, a category which includes the golf courses and practice areas. At least 50% of the hammock shall be preserved. Wherever possible, areas of preserved hammock shall be connected by a corridor of natural hammock vegetation which may be crossed by golf cart paths. In the site planning of the property, the hammock preservation shall be established in such a fashion that at least 210 acres of upland shall be retained in the southern portion of the property, with Horse Lake and a 150-acre tract of upland hammock contiguous to the lake being retained as a continuous tract with only a boardwalk or walking or jogging trails allowed. Walking and jogging trails shall be designed to preserve the habitat and wildlife species. The additional 60 acres of upland must at least be inter-connected by corridors. The connections may only be broken by cart paths, walking trails and one entrance road. The petitioner has sold 930 acres included in the Planned Development Project to the Florida Division of Forestry, Conservation and Recreational Lands (CARL) program. This acreage shall be included when calculating the PDD's open space requirements.

28. The petitioner shall be required to map quality hammock for preservation tracts and show hammock to be preserved on Master Plan.

29. Minimum Setbacks:

Residential Dwellings (Including Resort Residential):

- Front: 10' (Deviation from 25')
- Side (Detached Units): 5' (Deviation from 10')
- Side (Attached Units): 0' (Internal–Between Units) (Deviation from 10')
- Rear: 20'

Condominiums/Multifamily:

- Front: 10' (Deviation from 25')
- Side: 5'/0' (Deviation from 10')
- Rear: 20'

Residential Dwellings:

- Front: 10' (Deviation from 25')
- Side: 5' (Deviation from 10')
- Rear: 20'

30. Minimum Lot Sizes:

- Single-Family Residential: 4,950 sq. ft. (Deviation from 6,000 sq. ft.)
- Resort Residential: 2,400 sq. ft. (Deviation from 6,000 sq. ft.)

31. Maximum Building Height: 3 occupied stories

32. Minimum Non-Residential Setbacks:

- Front: 0' (Deviation from 35')
- Side: 0' (Deviation from 10')
- Rear: 0' (Deviation from 35')

All non-residential amenities shall be integrated into the development in a manner consistent with the World Woods Planned Development District strategies.

33. The County reserves the right to request additional data, testing, and expertise necessary during hydrologic assessment, delineation of the preservation tract, and review of stormwater design to protect the resource.

34. The petitioner shall provide a revised plan in compliance with all the performance conditions within 30 calendar days of BCC approval. Failure to submit the revised plan will result in no further development permits being issued.

**P&Z RECOMMENDATION:**

On September 12, 2022, the Planning and Zoning Commission voted 5-0 to postpone the petitioners request to their October 10, 2022, hearing in order to provide the petitioner additional time to review staff comments.

**BOCC ACTION:**

On October 10, 2022, the Board of County Commissioners voted 5-0 to postpone the petitioner's request to their November 8, 2022, hearing.

**NOTE:** Subsequent to the Board of County Commissioners hearing on October 10, 2022, the petitioner and staff reviewed the application and revised the staff recommendation. This updated staff recommendation is below:

### **Revised Staff Recommendation**

It is recommended that the Planning and Zoning Commission recommend the Board of County Commissioners adopt a resolution approving the petitioner's request to Establish a Master Plan on Property Zoned CPDP/Combined Planned Development Project with deviations and the following performance conditions:

1. The project shall be limited to 980 residential units and 400,000 square feet of non-residential amenities, in accordance with the World Woods Planned Development District.
2. Non-residential amenities are limited to the following mix of uses:
  - Community centers
  - Clubhouses
  - Gift shops
  - Recreational facilities (Racquet, Swim, etc.)
  - Spa & Wellness
  - Rental stores
  - Restaurants
  - Maintenance Facilities
  - Central Receiving and Resort Operations Facility
3. The frontage road requirement for the subject development is waived.
4. At the time of conditional plat, an updated floral/faunal survey shall be required for the undeveloped portion of the property and the cave complex.
5. The petitioner must meet the minimum requirements of Florida Friendly Landscaping™ publications and the Florida Yards and Neighborhoods Program for required plantings and buffers, as applicable. Implementation of Florida Friendly Landscaping™ principles, techniques, and materials, and are designed to conserve water and reduce pollutant loading to Florida's waters.
6. The Builder/Developer shall provide new property owners with Florida-Friendly Landscaping™ Program information and encourage the use of the principles, techniques, and landscaping recommendations. Information on the County's

Fertilizer Ordinance and fertilizer use is to be included. Educational information is available through Hernando County Utilities Department.

7. The petitioner shall be required to provide LIDAR and best available technology review to assess if any other karst features are present in Phase 1 at the time of conditional plat. Data and scientific analysis, including geophysical/geotechnical data shall be provided by the applicant at the time of conditional plat for a determination of required karst protective buffer widths, and shall be used to delineate the extent of any subsurface voids
8. At the time of Conditional Plat for Phase 1 of the Cabot Citrus Farms Development, the petitioner shall complete an assessment of the maintenance area to determine if it is a facility regulated under Emergency Planning and Community Right to Know Act and if any improvements are required.
9. Due to the extensive geological and environmental sensitivity of the Brooksville Ridge Cave, a Master Plan Revision shall be required for a portion of the site as identified as "Proposed Phase 2 Master Plan Area" – attached to this staff report – prior to development. This Phase 2 area is based on the watersheds contributing to each known karst feature This will ensure that all necessary scientific analysis has been completed on the karst features located on the site and that any necessary measures are taken to protect those features.

As part of the Master Plan Revision, the petitioner shall coordinate with the Florida Geological Survey (FGS) to provide scientific expertise and review for cave protection, other karst vulnerable features, and water resources that may have already been adversely impacted. These recommendations shall be incorporated into the required Updated Hydrogeological Assessment Report prior to the approval of the conditional plat for Phase 2 of the site. This report shall be updated using the best available technology and provide justification for the geophysical techniques used for testing and applicability of the results. The updated report shall contain, but is not limited to, the following:

- The green industries best management practices and LID techniques to be used on-site at the time of the master plan revision submittal.
- A cave protection plan to address the Florida Geological Survey concerns for the protection of karst features and the Brooksville Ridge Cave. Survey by remote sensing would be allowed to expedite location of karst.
- Protective buffers for the cave complex and karst features with geophysical/geotechnical data (including electrical resistivity tomography and induced polarization, and/or shallow seismic (MASW) with the intent to determine the extent of karst features) and the scientific analysis used to



derive the buffer widths and to delineate the extent of subsurface voids in sinks, caves, or other features.

- Provide justification for the geophysical techniques used for testing and applicability of the results.
- Protective karst buffers and wetlands identified in the update shall indicate that they will have conservation easements.

10. A surface drainage analysis for the Phase 2 area is required at the time of conditional plat.

11. A 500-foot SPA delineation shall be shown around karst features on plats and plans. Prohibited uses apply to the 500-foot buffers surrounding SPAs, including discharges of untreated stormwater and facilities regulated under Emergency Planning & Community Right to Know Act. Golf courses are also a prohibited use where not previously existing as a non-conforming use.

12. Data and scientific analysis, including geophysical/geotechnical data shall be provided by the applicant at the time of conditional plat for a determination of required karst protective buffer widths, and shall be used to delineate the extent of any subsurface voids to the County for review by the Department of Public Works and Planning Division.

13. The developer shall provide a 250-foot natural and vegetated protective buffer with an inner 125' protective conservation easement around karst sinks feature(s) with cavities and rocky bottoms, to be shown on plats and construction plans. These conservation easements are to remain vegetated with restricted access. No construction of any kind is permitted within the vegetative buffers.

14. The petitioner shall be required to provide data and analysis showing the extent of subsurface voids/features and the methodology used to derive the protective buffer width(s) prior to development of the site. Increased buffers may be required based on the review of the scientific data as provided.

15. For any full-time residences on the site, the applicant must apply for and receive a Finding of School Capacity from the School District prior to the approval of the conditional plat or the functional equivalent. The County will only issue a certificate of concurrency for schools upon the School District's written determination that adequate school capacity will be in place or under actual construction within three (3) years of the issuance of subdivision

- approval, site plan approval, or the functional equivalent for each level of school without mitigation, or with the execution of a legally binding proportionate share mitigation agreement between the applicant, the School District, and the County.
16. If a connection to central water and sewer is desired, a water and sewer agreement is required which would include all necessary off-site improvements required for connection; with the stipulation that the developer will need to provide utility placement details showing the locations of all utilities on the conditional plat for lots with side setbacks of less than ten (10) feet.
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31. The County reserves the right to request additional data, testing, and expertise necessary during hydrogeologic assessment, delineation of the preservation tract, and review of stormwater design to protect the resource.
  
34. The petitioner shall provide a revised plan in compliance with all the performance conditions within 30 calendar days of BCC approval. Failure to submit the revised plan will result in no further development permits being issued.

**BCC ACTION:**

On October 11, 2022, the Board of County Commissioners voted 5-0 to postpone the petitioner's request to Establish a Master Plan on Property Zoned CPDP/ Combined Planned Development Project with deviations to the November 8, 2022, hearing date at 9:00 AM.