

STAFF REPORT

HEARINGS: Planning & Zoning Commission: July 14, 2025
Board of County Commissioners: September 2, 2025

APPLICANT: Granger Development LLC

FILE NUMBER: H-25-09

REQUEST: Master Plan Revision and Rezoning for a property zoned PDP(GC) Planned Development Project (General Commercial) to include additional C-2 uses with deviations

GENERAL LOCATION: North side of County Line Road, approximately 340' east of Seven Hills Drive.

PARCEL KEY NUMBER(S): 01317685

BACKGROUND

The project was previously approved by the Board of County Commissioner (Resolution 2021-157) on September 14, 2021, as PDP (GC) Planned Development Project (General Commercial) with specific C-2 uses for mini-warehouse and outdoor storage with deviations (H-21-36). The associated master plan included the following uses and intensity:

Development Phase	Uses/ Intensity
Phase 1	110,000 square feet of mini warehouses
Phase 2	5,000 square feet of mini warehouses and outdoor storage of 48 RV/boat spaces
Phase 3	3 commercial outparcels at 30,000 square feet with all allowable uses under the C-1 District

Deviations Approved (H-21-36):

- A 75' setback along County Line Road (deviation from 125')
- A rear setback of 25' (deviation from 35')

The Board of County Commissioners approved a Master Plan Revision for the site on August 27, 2024 (H-24-17) re-establishing the uses and modifying perimeter setbacks.

APPLICANT'S REQUEST

The petitioner is requesting a revision to the approved master plan to maintain the existing PDP(GC) Planned Development (General Commercial) zoning designation, which includes the previously approved C-2 uses of mini warehouse and outdoor storage, while seeking to incorporate additional C-2 uses.

The proposed development consists of three 3 commercial sites along County Line Road (designated as Area 1) and a 5-acre parcel to the north (designated as Area 2), both of which are anticipated to accommodate a variety of commercial uses.

An internal access drive or cross access agreement will allow all components of the development to access Quality Drive. In addition, a right of way dedication along County Line Road will be provided as required by the County Engineer.

The total non-residential square footage for the project will not exceed 155,000 square feet. The subject property is currently cleared and vacant, with direct access to both County Line Road and Quality Drive. Quality Drive functions as a reverse frontage road and connects to a signalized intersection at Mariner Boulevard.

Additional Uses Requested

The following additional C-2 Uses in **Area 1** along County Line Road are requested:

- Drive-in Restaurants
- Tire and automotive accessory establishments
- Automotive specialty establishments
- Automobile service establishments exceeding 4 bays (excluding body shops)
- Veterinary clinics
- Hospital (permitted in all zones, requested Area 1 & 2 due to the required acreage)
- Alcoholic beverage dispensation
- Mini warehouses (previously approved in Area 1 & 2)
- Outdoor storage for boats/recreational vehicles (previously approved in Area 1 & 2)

The following Special Uses are requested in **Area 2** along Quality Drive:

- Congregate Care facilities
- Hospital (permitted in all zones, requested Area 1 & 2 due to the required acreage)

Additionally, the petitioner is requesting the capability to construct only uses requested in either Area 1 or 2 and spread across the entirety of the site without any increase to approved development intensity, if an appropriate use reflects the need for the additional acreage.

Deviations Requested

- Internal Commercial Lot setback, side 10' (deviation from 20')
- Internal Commercial Lot setback, rear 10' (deviation from 35')
- Maximum Building Height 45' (deviation from 35')

The petitioner is also seeking to retain the deviations previously approved via H-24-17.

SITE CHARACTERISTICS

Site Size: 9.3 acres

Surrounding Zoning;

Land Uses: North: PDP(SU); PDP(SF); PDP(MF); Suncoast Elementary;
Wellington subdivision

South: Pasco County

East: AG; Congregate Care Facility

West: PDP(GC); Medical/Office Facilities

Current Zoning: PDP(GC) Planned Development Project (General Commercial) with Specific C-2 uses for Mini-warehouse and Outdoor Storage, with deviations.

Future Land Use

Map Designation: Commercial

ENVIRONMENTAL REVIEW

The applicant shall be required to comply with all Florida Fish and Wildlife Commission permitting requirements at the time of conditional plat.

Flood Zone: X

UTILITIES REVIEW

The Hernando County Utilities Department (HCUD) does not currently supply water or sewer service to the parcel. Water and sewer services are available to the subject parcel. HCUD has no objection to the master plan revisions and additional uses on the property. The site is subject to a utility capacity analysis and connection to the central water and wastewater systems at time of site development.

ENGINEERING REVIEW

The subject parcel is located north of County Line Road, approximately 340' east of Seven Hills Drive. The County Engineer has reviewed the petitioner's request and provided the following comments:

- This project lies within the Weeki Wachee watershed, in basins C5410, -440, and -503. The base flood elevation is 53.2 in basin -410, 42.5 in basin -440, and 42.2 in basin -503 in NAVD 88. The parcel elevation ranges from 66 to 42.
- The driveway connection to County Line Road may be limited to right-in/right-out only, upon the expansion of County Line Road to 4 (four) lanes.
- A Traffic Access Analysis is required. Any improvements identified by the Traffic Access Analysis will be the responsibility of the developer to install.
- Dedication of 40' of right of way along County Line Road is required.

Comments: The final access configuration to and from County Line Road will be determined through coordination between the petitioner and the County Engineer and memorialized on the Conditional Plat. Revisions to the access management

strategy for this access point may occur without requiring a revision to the master plan.

LAND USE REVIEW

The project is proposed to consist of 2 phases of commercial development, with a maximum of 155,000 square feet of all C-1 and specific C-2 uses. The project has been proposed to allocate specific uses to each phase, with the flexibility to extend a use across both phases if the need arises through a specific user utilizing the site.

General Project Requirements

Proposed Perimeter Setbacks:

The petitioner has proposed the following perimeter setbacks for the subject site:

Perimeter Setback	Setback Width
South (County Line Road)	75' (Previously Approved Deviation from 125')
North (Quality Drive)	20' (Previously Approved)
West & East Sides	20'

Comments: The County Engineer has approved the setback deviation request submitted by the petitioner. The petitioner shall dedicate 40' of right of way as required by the Department of Public Works. The perimeter setbacks shall be measured from the property line, excluding any future right-of-way dedication.

Proposed Commercial Building Setbacks (Internal):

The petitioner has proposed the following setbacks for the commercial buildings:

Internal Lot Setback	Setback Width
Side	10' (deviation from 20')
Rear	10' (deviation from 35')
Front Mini Storage	15'

Buffers:

The petitioner has proposed the following perimeter buffers for the subject site:

Buffer Location	Buffer Width
South	20' Landscaped Buffer
North	10' Landscaped Buffer, 0' Along DRA
East	20' Vegetative Buffer
West	10' Vegetative Buffer

Comments: All buffers shall meet the minimum County Land Development Regulations requirements. The petitioner shall be required to meet the buffer requirements for Large Retail Development Standards along the northern perimeter of the property due to its adjacency to residential neighborhoods. The northern buffer shall be buffered with a 35' landscape buffer supplemented to 80% opacity and enhanced

with a 6' landscape fence or wall as determined by the applicant. No buffer has been proposed along the drainage retention area. A buffer and landscape plan shall be provided at the time of site development. The northern property buffer is defined under the Large Retail Standards below.

Large Retail Development Standards:

The petitioner has indicated that the proposed project will consist of 155,000 square feet of office and/or commercial square footage. Due to the complexity and size of the project, it will be required to meet large retail development standards as specified below in addition to the general commercial standards:

- Commercial development with any single building, or single site development with multiple buildings with the same use and owned and managed by the same entity, greater than 65,000 square feet of gross floor area is only allowable through approval as a Planned Development Project and which otherwise satisfies these requirements and this article. This type of development may be compatible in a given commercial zoning district but because of its size, intensity, increased traffic-generation, extended hours of operation, or proximity to residential areas/districts or public schools require additional conditions as a prerequisite for approval at a requested location.

The applicant shall have the burden of adequately demonstrating compliance with all of the minimum standards set forth below and otherwise contained within this article. The governing body, in their sole discretion and following public hearing and notice, shall be the final arbiter of determining whether compliance with these minimum standards has been adequately demonstrated and whether to approve, approve in part or deny a particular request hereunder.

- **Mechanical/operational equipment including HVAC located at ground level** shall be set back at least one hundred (100) feet from any property line external to the development site and shall be visually shielded through enhanced screening or shall be located on the roof and **shall be visually shielded with a parapet wall**. All mechanical/operational equipment shall be sound attenuated as necessary to comply with the county's noise ordinance.
- Where the proposed commercial development consists of multiple buildings (excluding out parcels), then loading areas and loading docks should be situated between said buildings in a manner which allows the buildings to act as screens. All loading areas/docks shall be set back at least one hundred (100) feet from any property line external to the development site and shall be screened at 100% opacity through the use of landscape plantings, berms, fences or walls. The County may require the use of absorptive noise barrier walls for commercial noise reduction.
- All on-site advertising signs, including out parcels, shall be designed as part of a complete signage system and shall be limited to ground mounted monument type signs. Ground mounted monument type signs are signs where the bottom edge of the sign is no greater than ten (10) feet above grade and which otherwise meets all sign requirements in this code.

- **Buffering.** A thirty-five (35) ft. wide buffer screened at 80% opacity at a height of six (6) feet above finished grade shall run along each rear and/or side property line which abuts any residential or agricultural zoned property. This buffer shall be screened through the use of landscape planting and landscape berms and may be augmented through the use of fences or walls, existing natural vegetation, and/or a combination thereof. The County may require the use of absorptive noise barrier walls for commercial noise reduction.

Comments: The petitioner shall be required to meet the buffer requirements for Large Retail Development Standards along the northern perimeter of the property due to its adjacency to residential neighborhoods. This perimeter shall be buffered with a 35' landscape buffer supplemented to 80% opacity and enhanced with a 6' landscape fence or wall as determined by the applicant.

Screening:

Hernando County Land Development Regulations require screening of outdoor storage from adjoining and contiguous properties by a wall, fence or other approved enclosures. Screening shall meet an eighty (80) percent opacity standard. Such screening shall be located behind the building line and shall have a minimum height of five (5) feet and maximum of eight (8) feet.

Comments: If mini storage is constructed on the site, it shall be screened in accordance with the minimum requirements of the Land Development Regulations.

Parking:

County Land Development Regulations require minimum off-street parking ratios based on the type of use. If the master plan is approved, the petitioner shall be required to meet the minimum parking requirements of the Land Development Regulations.

Lighting:

County Land Development Regulations require lighting that enhances the visual impact of the project on the community and to specifically address lighting intensity levels and glare accordingly. Commercial buildings and projects shall be designed to provide safe, convenient and efficient lighting for pedestrians and vehicles.

Comments: If this project is approved, the petitioner should be required to provide full cutoff fixtures and retain all light on-site and prevent any light spillage onto neighboring properties.

Landscape

The petitioner shall meet the minimum requirements of Florida Friendly Landscaping™ publications and the Florida Yards and Neighborhoods Program for design techniques, principles, materials and plantings for required landscaping.

Residential Protection Standards

In addition to the Large Retail Development Standards, the subject site shall be subject to the following Residential Protection Standards, in accordance with Appendix A, Article VIII, Section 6. If there is a conflict between the Residential Protection Standards and the Large Retail Development Standards, the Large Retail Development Standards shall govern.

- There shall be no speakers or other sound equipment located within 100 feet of any single-family residential district property line.
- There shall be no buildings containing alcoholic beverage dispensation establishments, convenience stores, or automotive and truck repair establishments located within 100 feet of any single-family residential district property line.
- No commercial activities which include customer entrances, drive-up windows, ordering boxes, or loading/unloading areas shall be allowed to operate between the hours of 12 midnight and 7:00 a.m. within 100 feet of any single-family residential district property line.
- No building within 100 feet of any single-family residential district property line shall be more than 20 feet in height.
- All loading bays and loading docks must be a minimum of 100' from any single-family residential district property line. Additionally, all loading bays and loading docks must be screened from view from the public right-of-way or single-family residential district property line. Screening may include landscape plantings, berms, fences or walls.
- Air conditioning and/or other operational equipment must be oriented away from single family residentially zoned property or screened to minimize noise impacts and reduce visual incompatibility to the single family residentially zoned property. Screening may include landscape plantings, berms, fences or walls.

COMPREHENSIVE PLAN REVIEW

Future Land Use Map, Commercial Category

The area is characterized by commercial and residential uses. The subject property is located within the Commercial land use classification on the adopted Future Land Use Map. The subject site is located on the north side of County Line Road, approximately 340' east of Seven Hills Drive.

Commercial Category

Objective 1.04G: The Commercial Category allows primarily retail, office, and commercial service uses with an overall average gross floor area ratio of 0.35 but also includes limited industrial, recreational and institutional uses. Residential and mixed uses may be allowed subject to locational criteria and performance standards.

Strategy 1.04G(1): Commercial development as envisioned on the Future Land Use Map is intended primarily for locations at major intersections and along major corridors where service to local and regional markets are enhanced by transportation patterns. New commercial zoning is directed to these mapped areas. Commercial areas that are not mapped but are allowed under this Future Land Use Category include neighborhood commercial and specialty commercial uses as described in this Plan, commercial approved as part of mixed-use developments, commercial designated by planned development districts, the infill development of existing commercial areas, commercial areas extending from designated commercial nodes, and pre-existing commercially developed and designated areas. Frontage roads and cross-access between commercial uses is required where needed in accordance with the provisions of this Plan and adopted land development regulations.

Strategy 1.04G(4): Development in commercial nodes shall provide for extension of the County's frontage road network on arterial roadways in accordance with adopted land development regulations. Proposed commercial development may only extend outward from a commercial node where there is a frontage road or cross-access connected to the proposed development in order to encourage compact commercial development and maintain the function of adjacent roadways, especially arterials and collectors. Commercial development shall provide for multi-modal interconnection between commercial activities and adjacent residential areas.

Strategy 1.04G(5): Commercial development in nodes may be required to utilize unified plans in accordance with adopted land development regulations for services and amenities including, but not limited to, drainage, landscaping, access management, multi-modal site circulation, and signage.

Strategy 1.04G(2): Commercial development as mapped by the Future Land Use Map is intended to create and identify functional nodes that conveniently serve the supporting population without compromising the integrity of residential areas. Commercial nodes:

- a. are located at the intersections of roads having collector status or greater;
- b. recognize concentrations of existing commercial development;
- c. are generally less than 100 acres in size within the Adjusted Urbanized Area of the County;
- d. are generally less than 60 acres in size outside of or on the fringe of the Adjusted Urbanized Area of the County;
- e. may be located in Centers or Corridors pursuant to the related strategies.

Strategy 1.04G(4): Development in commercial nodes shall provide for extension of the County's frontage road network on arterial roadways in accordance with adopted land development regulations. Proposed commercial development may only extend outward from a commercial node where there is a frontage road or cross-access connected to the proposed development in order to encourage compact commercial development and maintain the function of adjacent roadways, especially arterials and collectors. Commercial development shall provide for multi-modal interconnection between commercial activities and adjacent residential areas.

Comments: The subject site is located within the Commercial land use classification. The uses requested through this application are consistent with the Comprehensive Plan, Future Land Use Element strategies for the commercial classification.

Planned Development Projects and Standards

Objective 1.10C: Planned Development Project (PDP) zoning introduces flexibility to the land development process. The PDP is developed as a zoning district that may include multiple land uses and provides for the mitigation of impacts through performance standards. The PDP process may be used in any Future Land Use Category.

Strategy 1.10C(1): A Planned Development Project (PDP) is designed as an integral unit with one or more land uses utilizing a Master Plan to illustrate and describe the site layout and characteristics including, but not limited to, uses and use restrictions, density and intensity, site and building layout and design, site coverage and designated open space, construction and phasing plans, and other detailed information about the project.

Objective 1.10D: Design criteria for Planned Development Projects (PDP) shall address as applicable building placement and height, parking, multi-modal circulation, drainage, landscaping, architectural standards, public space amenities, and energy efficiency. The PDP process allows flexibility in standards for projects that provide environmental protection, landscaping, increased open space, public facilities, innovative design, public benefits, or features that promote quality community design and land use compatibility.

Strategy 1.10D(3): Site circulation and multi-modal access standards are encouraged where appropriate for all new Planned Development Projects to provide for integration of multiple travel modes appropriate to the scale and context of the surrounding development. Concepts such as the following may be utilized:

- a. relationships to community focal points such as schools, shopping centers, government offices, parks, and public gathering areas;
- b. standards for traffic-calming techniques, Complete Streets, connected streets and blocks, and multi-modal layout focusing on attractive, safe, and convenient access to business fronts and transitions between residential and business areas.

Strategy 1.10D(5): Architectural standards and/or building construction standards are encouraged for Planned Development Projects where necessary to provide guidance for design elements appropriate to the scale of the development. Items to be considered for these types of projects may include the following:

- a. architectural styles, building materials, design elements, roof shapes and architectural details;
- b. building mass step-down scale;
- c. street-visible and hidden facades;
- d. accessory buildings;
- e. doors, windows and storefronts;
- f. awnings, canopies, and arcades
- g. camouflage or covering of unsightly structures such as antennas, air conditioners and similar equipment.

Comments: At the time of development, the petitioner shall be required to provide a comprehensive site development plan that will incorporate consistent architectural styles, building materials, and design elements to ensure continuity of the development style within the proposed project.

Additionally, the petitioner shall provide a multi-modal transportation plan that incorporates not only vehicular transportation, but incorporates bicycle and pedestrian access to the development, including those residents living in Wellington.

Transportation Element

Road Network – Frontage Roads

Objective 5.01B: Maintain and expand a system of frontage roads and cross-access easements parallel to County arterial and collector roads. The frontage road network is designed to enable the creation of shared drives, shared easements, and alternative routes. Frontage road configuration is intended to optimize corridor and roadway network function, maintain capacity on the functionally classified network, and provide aesthetic, safe and convenient access to multiple properties and business sites.

Strategy 5.01B(3): The County should require cross-access easements, shared drives, shared access and other techniques that optimize the function of the roadway network where frontage roads are not required.

Strategy 5.01B(4): The County should encourage land use patterns that optimize the function of frontage roads and similar access management strategies through:

- a. clustering of development to enhance the establishment of viable frontage road links;
- b. application of site-specific standards and techniques at Centers and Corridors outlined in the Future Land Use Element of this Plan.

Comments: As the subject site is located off County Line Road, a frontage road is not required; however, the development shall be constructed to utilize Quality Drive as a reverse frontage road, providing for adequate cross-access and shared parking throughout the development. Regardless of the final users, the project shall be developed as one unified project with continuity in access, architectural design and layout.

FINDINGS OF FACT

Master Plan Revision and Rezoning for a property zoned PDP(GC) Planned Development Project (General Commercial) to include additional C-2 uses with deviations is appropriate based on consistency with the Comprehensive Plan and compatibility with the surrounding areas, subject to appropriate performance conditions.

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 for a Master Plan Revision and Rezoning for a property zoned PDP(GC) Planned Development Project (General Commercial) to include additional C-2 uses with deviations and the following performance conditions:

1. The petitioner must obtain all permits from Hernando County and other applicable agencies and meet all applicable Land Development Regulations, for either construction or use of the property, and complete all applicable development review processes.
2. The petitioner shall provide a wildlife survey to include a gopher tortoise survey, prepared by a qualified professional prior to any development occurring on the property. Furthermore, copies of any required permits shall be provided prior to the issuance of development permits by Hernando County.
3. The petitioner must meet the minimum requirements of Florida Friendly Landscaping™ publications for design techniques, principles, materials, and plantings for required landscaping.
4. A Traffic Analysis is required at the time of development. Any improvements identified by the Traffic Access Analysis shall be the responsibility of the developer.
5. Geotechnical subsurface testing and reporting in accordance with Hernando County's Facility Design Guidelines shall be conducted for all drainage retention ponds within the project.
6. All driveways to the subject development shall meet County Commercial Driveway Standards.
7. The petitioner shall dedicate 40' of right of way along County Line Road for its future expansion.

8. Additional permitted C-2 uses shall be restricted to the following:

- Drive-in Restaurants
- Tire and automotive accessory establishments
- Automotive specialty establishments
- Automobile service establishments exceeding 4 bays (excluding body shops)
- Veterinary clinics
- Hospital (permitted in all zones, requested Area 1 & 2 due to the required acreage)
- Alcoholic beverage dispensation
- Mini warehouses (previously approved in Area 1 & 2)
- Outdoor storage for boats/recreational vehicles (previously approved in Area 1 & 2)
- Hospital (Special Exception Use)
- Congregate Care Facility (Special Exception Use)

9. Minimum Perimeter Setbacks and Maximum Height:

- South/County Line Road: 75' (deviation from 125')
- North/Quality Drive: 20' (previously approved)
- East: 20'
- West: 20'
- Maximum Height: 45' (deviation from 35')

Perimeter setbacks shall be measured from the property line, excluding any future right of way.

10. Internal Lot Setbacks:

- Side: 10'
- Rear: 10'
- Front (mini storage): 15'

11. Buffers

- South: 20'
- North: 35'
- East: 35'
- West: 10'

All buffers must meet 80% opacity within 18 months of planting.

12. The petitioner shall be required to meet the requirements of the Large Retail Development Standards, Residential Protection Standards and General Commercial Standards, in accordance with the Land Development Regulations. If there is a conflict between these provisions, the Large Retail Development Standards shall govern.

13. The petitioner shall coordinate with Pasco County at the time of site plan approval to identify appropriate driveway access along County Line Road.

14. The petitioner shall provide full cutoff fixtures and retain all light on site to prevent any light spillage onto neighboring residential parcels.
15. The petitioner shall be required to meet the minimum parking requirements in accordance with the Land Development Regulations.
16. The petitioner shall be required to comply with all Florida Fish and Wildlife Commission permitting requirements at the time of conditional plat.
17. The developer shall provide a utility capacity analysis and connection to the central water and wastewater systems at the time of site development.
18. The final access configuration to and from County Line Road will be determined through coordination between the petitioner and the County Engineer and memorialized on the conditional plat. Any revisions to the access management strategy for this access point may occur without requiring a revision to the master plan.
19. The petitioner shall be required to meet the screening requirements for outdoor storage of Hernando County Land Development Regulations. Screening shall meet an 80% opacity standard. Such screening shall be located behind the building line and shall have a minimum of five (5) feet and maximum of eight (8) feet.
20. The petitioner shall be required to provide a comprehensive site development plan that will incorporate consistent architectural styles, building materials, and design elements to ensure continuity of the development style within the proposed project.
21. The petitioner shall provide a multi-modal transportation plan that incorporates not only vehicular transportation, but incorporates bicycle and pedestrian access to the development, including those residents living in Wellington.
22. The development shall be constructed to utilize Quality Drive as a reverse frontage road, providing for adequate cross-access and shared parking throughout the development.
23. The petitioner shall provide a revised plan in compliance with all the performance conditions within 30 calendar days of Board of County Commission approval. Failure to submit the revised plan will result in no further development permits being issued.