

## STAFF REPORT

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**HEARINGS:** Planning & Zoning Commission: March 11, 2024  
Local Planning Agency: April 9, 2024  
Board of County Commissioners: April 9, 2024

**APPLICANT:** Brooksville Commons, LLC on behalf of Skemp Brooksville, LLC  
**FILE NUMBER:** CPAM2306

**REQUEST:** Small Scale Comprehensive Plan Amendment to Change the Future Land Use Map on 11.7 acres from Commercial to Residential

**GENERAL LOCATION:** Southwest corner of Yontz Road and Ponce De Leon Boulevard

**PARCEL KEY NUMBERS:** 656579

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### DESCRIPTION OF PROPOSED AMENDMENT

The proposed small scale Comprehensive Plan Amendment is to amend the Future Land Use Map from Commercial to Residential on a 11.7 acre portion of an 18.0 acre tract (MOL) located on the Southwest corner of Yontz Road and Ponce De Leon Boulevard.

### DESCRIPTION OF PROPOSED PROJECT

This application is a companion application to a rezoning petition filed by the petitioner (H2383) that will enable the petitioner to construct a 200 townhome multifamily development.

### BACKGROUND INFORMATION

#### Site Characteristics

**Total Site Size:** 11.7 acre portion of an 18.0 acre tract

**Surrounding Zoning:**

North: AG, CPDP; Undeveloped, Church Mobile Home  
South: AG; Mobile Home  
East: AG; Undeveloped  
West: AG; Mobile Home

**Surrounding Land Use:**

North: Commercial  
South: Mining  
East: Residential

West: Residential

**Current Zoning:** PDP(GC)/Planned Development Project (General Commercial

**IMPACTS OF PROPOSED AMENDMENT**

According to the Hernando County Comprehensive Plan, this amendment from Commercial to Residential would generate a maximum of 257 dwelling units based on a maximum residential buildout of 22.0 dwelling units per acre as permitted by the Residential Future Land Use category (Future Land Use Strategy 1.04B(4)). These density and intensity calculations do not take into consideration any zoning conditions of approval or site constraints such as environmental considerations, access, and other land development requirements. Currently the Commercial designation of 11.7 acres would yield a potential 178,387 square feet of commercial based on a buildout of 0.35 Floor Area Ratio (FAR) for the parcel, in accordance with the Commercial Future Land Use category.

**Future Land Use Map**

**Strategy 1.04A(3):** The Residential Category accommodates residential growth clustered in and around urbanized areas and those areas that maximize the efficient use of infrastructure contained in long-range facilities plans of the County.

**Multifamily Housing**

**Strategy 1.04B(4):** The Residential Category includes zoning for multi-family housing generally averaging 7.5 dwelling units per gross acre up to 22 dwelling units per gross acre in order to provide for a diversity of housing choices. Multifamily housing should be located within, or in close proximity to urban areas shown on the Adjusted Urbanized Area Map, or near shopping and employment centers or within Planned Development Projects.

**Strategy 1.04B(5):** High density zonings are intended for locations in the more intensely developed sections of the County. New residential development of high density housing shall utilize the Planned Development Project (PDP) process. Regulatory criteria shall include standards that evaluate and address suitability of the location including:

- a. proximity to existing or designated commercial areas, corridors, or employment centers;
- b. direct or limited local access to arterial or collector roadways;
- c. availability of appropriate infrastructure and services capacity at the site including police, fire, emergency medical services, potable water utility supply, sewer utility supply, and primary and secondary school facilities;

- d. protection of high quality environmentally sensitive resources or historic and archaeological resources;
- e. the character and density of existing and approved residential development in the surrounding area.

**Strategy 1.04B(6):** Multifamily development may be allowed in the Commercial Category pursuant to a Planned Development Project (PDP) Master Plan and related strategies to accommodate infill and/or mixed use development.

**Strategy 1.04B(7):** All multi-family developments shall be located such that the integrity of nearby established single family neighborhoods is preserved: a. multi-family development may serve as a density transition located on the periphery of single family neighborhoods and connecting to higher intensity uses; b. multi-family developments at a density incompatible with surrounding land uses should not access arterial or collector roadway systems through established single family neighborhoods.

**Staff Analysis:** The petitioner has submitted a corresponding rezoning application that proposes the construction of 200 townhome units on the subject site. This request generates an average multifamily density of 8.1 units/acre. This density is consistent with the densities allowable under the Residential category for a multifamily project and is compatible.

**Land Use Compatibility**

**Objective 1.10B:** The County shall establish standards by which land use compatibility is evaluated in the review of proposals for Future Land Use Map amendments, zoning changes, and other land development applications.

**Strategy 1.10B(1):** Future Land Use Map amendments should be compatible with surrounding development and minimize impact to natural resources without the need for mitigation measures that are extraordinary in scope or difficult to enforce.

**Staff Analysis:** The petitioner has proposed a 200 townhome multifamily development across an additional 15.7 acres not part of this request. The overall density proposed would equal 8.1 du/ac. The Residential Category includes zoning for multi-family housing generally averaging 7.5 dwelling units per gross acre up to 22 dwelling units per gross acre. While the proposed development may have slightly higher than average density, the location within adequate buffering and setbacks to ensure there is an appropriate transition between uses.

**Urban Sprawl Prevention**

**Objective 1.11B:** The County discourages the proliferation of urban sprawl development patterns characterized as functionally unrelated to and/or not integrated with surrounding development.

**Strategy 1.11B(1):** Review of developments and comprehensive plan amendments shall evaluate whether proposals have the following characteristics of urban sprawl development:

- a. substantial areas of low-intensity, low-density, or single use development;
- b. significant amounts of urban development in rural areas at substantial distances from existing urban areas with intervening undeveloped lands that are available and suitable for development;
- c. urban development of a radial, strip, isolated, or ribbon pattern generally emanating from existing urban development;
- d. inadequate protection and conservation of natural resources, wetlands, waterbodies, floodplains, native vegetation, environmentally sensitive areas, or natural groundwater aquifer recharge areas;
- e. inadequate protection of adjacent agricultural areas and activities;
- f. inefficient use or underutilization of existing and future public facilities and services;
- g. land use patterns or timing which disproportionately increase the cost in time, money and energy of providing and maintaining facilities and services;
- h. lack of a clear separation between rural and urban uses;
- i. discouragement, hindrance or prevention of infill developments or redevelopments;
- j. lack of a functional mix of uses;
- k. poor accessibility among linked or related land uses;
- l. loss of significant amounts of functional open space.

**Strategy 1.11B(2):** Approvals shall not be issued for land development requiring potable water and/or wastewater services that is located outside those areas planned for such services within the 10-year planning period in accordance with their respective master plans, unless the facilities can be reasonably provided through a utility's services agreement.

**Strategy 1.11B(3):** Comprehensive plan amendments may be appropriate for areas adjacent to existing or authorized urban development the following items being met:

- a. the subject property comprises a logical addition to established urban areas where existing or planned infrastructure and service capacity including potable water, wastewater, solid waste, transportation, public buildings, fire protection, emergency services, law enforcement, schools, parks, open space and proximate commercial services, are available to efficiently serve the additional dwelling units;
- b. Environmental resources shall not be adversely impacted. The integrity of aquifer recharge and groundwater quality shall not be adversely affected or compromised. Standards for floodplain protection shall be met. Critical wildlife habitats shall be protected, and existing major wildlife corridors shall be accommodated in the design of the development;
- c. Objectives and strategies of this Element aimed at the retention of agricultural activities in Hernando County shall be met, and, proximate rural areas shall not be adversely impacted or subjected to additional development pressure.

**Staff Analysis:** The subject property is located in an area with existing Residential Designations, including some parcels already vested for residential development. The 11.7 acre portion of the site seeking an amendment is part of a commercial node at the Yontz Road and Ponce DeLeon intersection, however, this node is not in a developed area and some of the parcels within the node have environmental constraints. The proposed map amendment is considered an infill development that has access to transportation and utility infrastructure.

**Infrastructure Services**

**GOAL 1.12 – Infrastructure Services:**

In accordance with the County’s growth strategy to provide directed high-quality infrastructure services and discourage urban sprawl, the provision of adequate facilities shall be ensured for new development through a variety of mechanisms.

**Strategy 1.12A(1):** A level of service standard shall be adopted for facilities and services. These standards shall be used for the purpose of implementing impact fees and for issuing development orders and are as follows:

- a. Fire Protection: Maintain or exceed an overall ISO (Insurance Service Office) rating of Class 2/2Y for Hernando County Fire District;
- b. Law Enforcement: Maintain a ratio of at least 1.32 sworn officers per 1,000 permanent residents of the unincorporated County with accompanying equipment and facilities;

- c. Public Buildings: Maintain the provision of public buildings at a minimum of 1,500 square feet per 1,000 permanent and seasonal residents (peak population);
- d. Public Libraries: Maintain a book collection equal to at least 1.5 items per capita for the permanent residents;
- e. Educational Facilities: Levels of service for educational facilities are set forth in the Public School Facilities Element of this Plan;
- f. Transportation Facilities: Level of service standards for transportation facilities are set forth in the Transportation Element of this Plan;
- g. Potable Water Facilities, Wastewater Facilities, Solid Waste Facilities, and Drainage Facilities: Level of service standards for potable water, wastewater, solid waste and drainage facilities are set forth in the Utilities Element of this Plan;
- h. Hurricane Evacuation: Level of service standards for hurricane evacuation are set forth in the Coastal Management Element of this Plan.

**Staff Analysis:** The Hernando County Utility Department has indicated that the subject site is located within the City of Brooksville Utility Department's (CBUD) first right to serve district.

A Traffic Access Analysis shall be required at the time of development to identify any improvements to provide reasonable capacity for the subject development. Any improvements identified by the analysis shall be the responsibility of the developer.

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 after the issuance of subdivision approval or site plan approval (or 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.

It is not anticipated that the development shall have any impact on any other public facilities.

**FINDINGS OF FACT:**

Given the Residential Comprehensive Plan designation of surrounding parcels, proximity to services and limited impacts to public facilities, the Small Scale Comprehensive Plan Amendment to change the Future Land Use from Commercial to Residential on the

subject 11.7 acre parcel, is compatible and consistent with the Comprehensive Plan.

**STAFF RECOMMENDATION:**

It is recommended that the Planning and Zoning Commission review and determine whether to recommend approval of the Comprehensive Plan Amendment to the Local Planning Agency and the Board of County Commissioners.