

STAFF REPORT

HEARINGS: Planning & Zoning Commission: June 9, 2025
Board of County Commissioners: August 5, 2025

APPLICANT: Sunny Pines of Hernando, LLC

FILE NUMBER: H-25-07

REQUEST: Re-Establish Master Plan on Property Zoned Combined Planned Development Project with C2 and R1MH Uses and deviations

GENERAL LOCATION: Northwest corner of SR 50 and Mondon Hill Road

PARCEL KEY NUMBER(S): 370360

BACKGROUND

On January 1, 2012, the Board of County Commissioners voted to approve a rezoning from AG (Agricultural) and C-2/(Highway Commercial) to C/PDP/(Combined Planned Development Project) to include (General Commercial) with specific C-2 use for mini-warehouse, (Highway Commercial), (Recreational), (Resort Residential), and (Single Family) with a specific R-1-MH use for Park Models; and a reduction in setbacks. The petitioner at the time indicated developing a mixed-use RV, primitive camping and resort residential development with approximately 160,000 square feet of commercial. The applicant proposed approximately 70.0 acres of RV (300 units), primitive camping (149 sites) and park models spaces (50 lots) for a maximum of 548 spaces.

Since its approval, no development has occurred on the subject site. According to County Land Development Regulations (LDRs), the duration of master plan is two (2) years. The failure of the applicant to initiate substantial performance within two (2) years from date of approval by the governing body deems the master plan null and void.

APPLICANT'S REQUEST

On December 3, 2024, the Board of County Commissioners voted to deny the petitioner's request to revise the master plan (File H2414) with the intention of developing a mobile home park with an interim use of RV Park as the mobile home sites were being leased. The petitioner elected to submit a request to re-establish the previously approved master plan for the residential portion of the development only with the approved deviations and development intensity.

The applicant has requested the following revisions the previously approved master plan as follows:

- Access to Mondon Hill Road will be emergency only
- The primary site access will be from SR 50
- The recreation area is moving to a more central location within the site
- The community will be gated, and age restricted

- All internal lighting fixtures will comply with Dark Star Standards
- The minimum lease period for non-RV spaces will be a minimum of 6 months, and
- will be controlled by the Covenants and Restrictions.
- Allow an increase in the present number of Park Models allowed (50) up to a maximum number of 275 Park Models.

If the commercial portion of the initially approved master plan chooses to develop, a master plan revision will be required to re-vest those entitlements.

SITE CHARACTERISTICS

Site Size: 110.4 acres

**Surrounding Zoning;
Land Uses:**

North: AG; Single Family and undeveloped
South: AG, PDP(GC), & R-1B; Single Family Homes,
Convenience store and undeveloped
East: C-2 & R1-A; Single Family Homes & Undeveloped
West: PDP(RUR); Undeveloped

Current Zoning: C/PDP/(Combined Planned Development Project) to include (General Commercial) with specific C-2 use for mini-warehouse, (Highway Commercial), (Recreational), (Resort Residential), and (Single Family) with a specific R-1-MH

**Future Land Use
Map Designation:**

Residential and Commercial

ENVIRONMENTAL REVIEW

The site primarily consists of Candler sand soils. The applicant has indicated that the development will be situated between two natural features (floodplain to the west and wetland to the east). A preliminary environmental assessment was completed by the applicant and noted that the site is primarily forested, consisting of Mixed Hardwoods and Cropland/Pasture. A total of two (2) listed species were observed on or within the vicinity of the subject property and included the little blue heron and the gopher tortoise. There were no other federal or state listed species observed. There is a large surface water feature, located in the southeastern portion of the property. No wetland impacts are proposed for this property. Large trees (> 18" DBH) were observed near the surface water feature.

The development shall be required to comply with all SWFWMD permitting requirements and provide wetland buffering in accordance with SWFWMD regulations for all wetlands.

UTILITIES REVIEW

The Hernando County Utilities Department does not currently supply water or wastewater service to this parcel. Water service is available to this parcel. Wastewater service is not currently available, however the previous owner entered into a water and sewer service agreement with

HCUD to extend wastewater service to the property, however the developer's representative has expressed interest in revising this agreement.

HCUD has no objection to reapprove the existing master plan with modifications, subject to the existing agreement or an approved amended agreement for the connection to the central water and wastewater systems at time of site development.

Comments: The petitioner shall be required to coordinate with the Hernando County Utilities Department prior to submitting the conditional plat for the proposed development to amend the Utility Service Agreement.

SCHOOL DISTRICT REVIEW

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.

Comments: The petitioner has indicated that the community shall be age restricted. Covenants and restrictions for this development shall be submitted to the Hernando County School District at the time of conditional plat to exempt the project from school concurrency requirements.

ENGINEERING REVIEW

The subject site is located at the Northwest corner of SR 50 and Mondon Hill Road. The applicant has proposed for the site to have primary access to SR 50, an arterial roadway operating at an acceptable level of service. Secondary access will be by emergency only to Mondon Hill Road, a collector roadway. The entrances will be designed and permitted in accordance with the requirements of the County Engineer and FDOT. A traffic study and access analysis will be provided as required by the County Engineer.

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

- This project lies within the Bystre Lake watershed, in basins A1240, -790, and -880. The BFE is 74.4 in NAVD 88. The parcel elevation ranges from 95 to 60. Most of the site lies within the floodplain.
- A modification is requested to the access on Mondon Hill Road to be emergency only; the developer should consider that this access provides access to an existing Traffic Signal.
- The Driveway on Cortez Blvd./SR 50 has severe Sight Distance issues. This access should line up with the existing directional median. This access requires FDOT/Florida Dept. of Transportation access management permit.
- Dept. of Public Works Engineering has concerns of only 1 access point being provided with the number of units.
- Traffic Access Analysis will be required. Any improvements identified by the Traffic Access Analysis will be the responsibility of the developer to install.
- Project may be required to obtain FDOT/Florida Dept. of Transportation Drainage Permit.

Comments: Prior to the submission of the Conditional Plat, the applicant shall coordinate with the Florida Department of Transportation and the Hernando County Department of Public Works to align the driveway on Cortez Boulevard to the existing directional median. Any movement of this driveway in accordance with the approval of either FDOT or the County Engineer shall not require a revision to this master plan.

LAND USE REVIEW

The proposed master plan revision includes the residential portions of the Sunny Pines Development; if any commercial portion of the development wishes to develop, a separate master plan revision must be submitted to reinstate those entitlements.

Access:

To establish minimum access requirements to single-family and multifamily subdivisions, the Board of County Commissioners adopted a policy requiring two (2) means of access for subdivisions. The policy serves to provide more than one-way in and one-way out for residents of a subdivision, alternate routes for emergency services, interconnection between subdivisions, a shortened drive time for residents to the entrance/exits, and access points for travel direction outside of the development. A minimum of two (2) access points must be provided to serve any new subdivision or development pod with more than 50 units. If approved, individual single family and multifamily pods that exceed 50 units must meet the two (2) means of access per pod.

Additionally, Hernando County Land Development Regulations require that new single-family and multifamily developments with more than 50 units provide at least one treed roadway/access way for motor vehicles extending through the length or width (whichever is greater) of the development with a vegetative buffer at least 10' in width.

Comments: The petitioner has proposed a full access point via S.R. 50, with a secondary emergency only access from Mondon Hill Road. If the master plan is approved, the entry point from S.R. 50 shall be developed as a boulevard roadway meeting treed roadway/access way requirements of the Hernando County Land Development Regulations.

Unit Count and Mix

The applicant has proposed the following unit count and mix for the proposed development:

| Unit Type | Total |
|--------------------|------------|
| Park Model Units* | 50 |
| RV Spaces | 300 |
| Primitive Camping | 149 |
| Resort Residential | 49 |
| Total | 548 |

* The petitioner is proposing a reduction in density that can be achieved by utilizing the following conversion matrix:

- Two (2) Resort Residential Lots = 3 Park Models
- Two (2) RV Spaces = 1 Park Model

Under no circumstances shall the total unit count exceed 548 units as initially approved. The final unit count mix must be provided at the time of Conditional Plat or Site Development Permit if developed as a rental community for the proposed development.

Lot Setbacks, Buffers and Lot Sizes

The petitioner has proposed the following setbacks, buffers and lot sizes for the various residential uses within the development.

| Unit Type | Front Setback | Side Setback | Rear Setback | Lot Size |
|---|----------------------|---|---------------------|---|
| RV Spaces | 15' (Dev. from 20') | 5' (Dev. from 8') | 10' (Dev. from 15') | 2,800 S.F. |
| Park Models | 15' (Dev. from 25') | 5' (Dev. from 15') | 10' (Dev. from 15') | 2,800 S.F. (Dev. from 5,000 S.F.) Model Size: 500 S.F. |
| Resort Residential Single-Family | 25' | 10' Corner Lot 2 nd Front: 25' | 20' | 6,000 S.F. |
| Resort Residential Townhome | 25' | 7.5' end units 0' internal units (Dev. from 10') | 20' | 3,000 S.F. |
| Resort Residential Duplex | 25' | 10' | 20' | 8,500 S.F. |

** There is no minimum lot size for primitive camping locations within the site.

Comments: Based on Board of County Commissioners direction, the 5' side setbacks for the RV and Park Model lots are not supported by staff. If the Master Plan is approved, the minimum side setback for these units shall be 7.5'.

Perimeter Setbacks and Buffers

The petitioner has proposed the following buffer and setback widths along the perimeter of the project:

| Perimeter Location | Buffer Width | Setback Width |
|---------------------------|---------------------|----------------------|
| S.R. 50 | 25' | 125' |
| West | 25' | 50' |
| North: | 50' | 50' |
| Mondon Hill | 25' | 75' |

Comments: Staff has no objections to the buffer and/or setback widths proposed by the applicant.

Wetland Buffers and Setbacks

The development shall be required to comply with all SWFWMD permitting requirements and provide wetland buffering in accordance with SWFWMD regulations for all wetlands.

Neighborhood Park:

All developments with 50 dwelling units or more shall provide and maintain a neighborhood park system for use by the residents of the subdivision in accordance with the requirements of the LDRs. The proposed phase contains more than 50 dwelling units. Neighborhood parks may count towards the minimum open space requirements. The amount of land provided and maintained as a neighborhood park shall be 1.0 acre for the first 50 dwelling units plus 1/100th of an acre for each dwelling unit over 50 up to 250 dwelling units, for a maximum of 3.0 acres. If approved, the development must meet the minimum neighborhood park requirements as required by the County's LDRs. Individual single-family and multifamily pods that exceed 50 dwelling units must provide a neighborhood park.

Comments: The project includes plans for an active recreation area with clubhouse, pool and space for other facilities, such as pickleball courts. The large floodplain area to the west also provides ample opportunity for passive recreation such as pedestrian trails and picnic areas. The area adjacent to the wetland (outside the 25' upland buffer) also provides an opportunity to include passive recreation. Specific Park locations and amenities shall be displayed at the time of conditional plat for the development.

Natural Vegetation:

Projects greater than twenty (20) acres shall designate an area of at least seven percent (7%) of the total project area as preserved natural vegetation and no construction activity can occur in this area. Preserved natural vegetation areas must be a minimum of twenty thousand (20,000) square feet.

Comments: The petitioner shall be required to set aside the minimum 7% natural vegetation in accordance with the Land Development Regulations. This set-aside shall be identified in the Conditional Plat for the proposed development.

Fire Protection Plan:

Hernando County LDRs require that a fire protection plan be completed for residential developments with lot sizes less than 60' in width.

Comments: If approved, the petitioner shall submit a fire protection plan with the Conditional Plat in accordance with Hernando County LDRs.

COMPREHENSIVE PLAN REVIEW

The subject site is located within the Residential and Commercial Future Land Use designations. Additionally, as the property has previous entitlements on the site due to a previously approved master plan, those property rights are retained regardless of conformance with the Comprehensive Plan designation.

Future Land Use Element

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.

Strategy 1.04A(6): The Commercial Category provides for commercial uses including products and services along major corridors and at roadway intersections to serve residents and visitors on both a localized and regionalized basis. The Commercial Category recognizes existing commercial use corridors along U.S. Highway 19 and State Route 50 and existing and planned commercial nodes at intersections of arterial and/or collector roads. The Commercial Category includes small unmapped existing commercial properties. The Commercial Category also recognizes the ability to designate infill parcels for commercial use lying in proximity to and between, but not necessarily contiguous to, other existing commercially designated properties. Publicly owned lands along the commercial use corridors that are made available for surplus may be considered to have a Commercial designation, if the agency proceeds through the Comprehensive Plan Amendment process to amend the future land use map, in accordance with Section 163.3184, F.S.

Comments: The request to re-establish the previously approved master plan is consistent with the residential and commercial land use classifications, as residential uses are allowable within the commercial future land use classification.

Residential Category

Objective 1.04B: The Residential Category allows primarily single family, duplex, resort and multi-family housing and associated ancillary uses such as recreational and institutional. Office and certain commercial uses may be allowed subject to the locational criteria and performance standards of this Plan. Residential density shall not exceed 22 dwelling units per gross acre.

Strategy 1.04B(1): Commercial and institutional uses within the Residential Category are generally associated with medium and high-density residential development and may include neighborhood commercial, office professional, recreational, schools, and hospitals. Minor public facilities that do not unduly disturb the peaceful enjoyment of residential uses may also be allowed.

Strategy 1.04B(2): Future residential development will be planned to locate where the Residential Category predominates on the Future Land Use Map as determined by the availability of facilities and services, the need to accommodate future growth, the strategies to discourage the proliferation of urban sprawl, and the impacts to natural resources, including groundwater.

Comments: The proposed residential uses are consistent with the Residential Future Land Use classification; the proposed density is within the maximum density allowable under this classification.

Mobile Homes and Recreational Vehicles

Strategy 1.04B(8): Mobile homes are recognized as an affordable housing choice in the Residential Category, providing for compatibility with surrounding land uses and served at the site by appropriate infrastructure and services in accordance with Residential Category standards. Direct access to an arterial or major collector roadway is required to facilitate emergency evacuation.

Comments: The petitioner has proposed a mix of resort residential, recreational vehicle, and park model uses within the proposed development. These uses are vested through the previously approved master plan; no increase in the total unit count is requested through this master plan revision. If the master plan is approved, the petitioner shall be required to coordinate with the Hernando County Department of Emergency Management to provide emergency evacuation and sheltering options to residents within the development.

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.

Comments: The proposed uses are consistent with the Commercial land use classification. While the commercial portion of the development is not being re-established through this request, the development is proposed to be mixed use when fully constructed. Mixed use developments are allowable within the Commercial land use classification.

Property Rights

GOAL 12.02: **Property Rights: Hernando County will recognize property rights interests in local decision-making.**

Strategy 12.02A(2): Existing legal zonings and related entitlements/property rights that do not conform with the Future Land Use Map Category shall be allowed to continue under this Plan and their entitlements shall not be diminished.

Comments: The proposed Master Plan Revision has existing entitlements through the master plan established in 2012. The request to re-establish the master plan does not increase the total number of units to be developed; it provides flexibility in the number of park models to be placed on site up to 275 if the total number of units does not exceed the 499 previously approved.

Public School Facilities Element

Land Use

Objective 8.01C: Ensure that Comprehensive Plan amendments and other land use decisions are simultaneously evaluated with school capacity.

Strategy 8.01C(1): The County shall consider Hernando County School District comments on the availability of adequate school capacity when considering the decision to approve comprehensive plan amendments, master plans, zoning changes, subdivisions, and other land use decisions.

Strategy 8.01C(2): Hernando County shall encourage development to locate in areas with adequate school capacity or to where school sites adequate to serve potential growth have been acquired by the School District, provided such location of the development is consistent with the land use policies of the Hernando County Comprehensive Plan.

Comments: The petitioner is planning on developing the proposed community with age-restrictions. At the time of conditional plat, the petitioner shall be required to coordinate with the Hernando County School District on exempting the development from school concurrency requirements through the submission of development covenants and restrictions.

FINDINGS OF FACT

The request to re-establish a Master Plan on Property Zoned Combined Planned Development Project with C2 and R1MH Uses and deviations is appropriate based on the following conclusions:

1. The proposed use is consistent with the County's adopted Comprehensive Plan and compatible with the surrounding area.
2. The subject site has existing entitlements from the previous master plan approval on the subject site.
3. The setback deviation to 5' is not supported due to the Board of County Commissioners direction; A minimum side setback of 7.5' is recommended.
4. The total number of units shall not exceed 499, with a maximum of 275 Park Models.

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 approval of the petitioner's request to Re-Establish a Master Plan on Property Zoned Combined Planned Development Project with C2 (General Commercial) and R1MH (Mobile Home) Uses and previously approved deviations with 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 must 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.
3. The Builder/Developer shall provide new property owners with Florida-Friendly Landscaping™ (FFL) Program information and include FFL language in the HOAs covenants and restrictions. Information on the County's Fertilizer Ordinance and fertilizer use is to be included. Educational information is available through Hernando County Utilities Department.
4. The petitioner 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.
5. Covenants and restrictions for this development that indicate that the community is age restricted shall be submitted to the Hernando County School District at the time of conditional plat or Site Development Permit if developed as a rental community to exempt the project from school concurrency requirements.
6. The development shall be required to comply with all SWFWMD permitting requirements and provide wetland buffering in accordance with SWFWMD regulations for all wetlands.
7. The petitioner shall coordinate with the Hernando County Utilities Department prior to submitting the conditional plat or Site Development Permit if developed as a rental community for the proposed development to reinstate or amend the Utility Service Agreement for the site.
8. A Traffic Access Analysis will be required. Any improvements identified by the Traffic Access Analysis will be the responsibility of the developer to install.

9. Prior to Conditional Plat or Site Development Permit if developed as a rental community, the petitioner shall coordinate with the County Engineer to determine if a secondary full access point is feasible for the project. Any additional access point approved by the County Engineer will be allowed without requiring an amendment to the master plan.
10. The Driveway on Cortez Blvd./SR 50 has severe Sight Distance issues. This access should line up with the existing directional median. This access requires FDOT/Florida Dept. of Transportation access management permit. Prior to the submission of the Conditional Plat or Site Development Permit if developed as a rental community, the applicant shall coordinate with the Florida Department of Transportation and the Hernando County Department of Public Works to align the driveway on Cortez Boulevard to the existing directional median. Any movement of this driveway in accordance with the approval of either FDOT or the County Engineer shall not require a revision to this master plan.
11. The petitioner shall coordinate with the Florida Department of Transportation to determine if an FDOT drainage permit is required. This permit shall be submitted at the time of construction drawings for the development.
12. The project shall be limited to the following unit count:
 - Park Models: 50
 - RV Spaces: 300
 - Primitive Camping: 149
 - Resort Residential: 49

The petitioner is proposing a reduction in density that can be achieved by utilizing the following conversion matrix:

- Two (2) Resort Residential Lots = 3 Park Models
- Two (2) RV Spaces = 1 Park Model

Under no circumstances shall the total unit count exceed 548 units as initially approved. The final unit count mix must be provided at the time of Conditional Plat or Site Development Permit if developed as a rental community for the proposed development.

13. Minimum Lot Setbacks, Buffers, and Lot Sizes:

RV Spaces:

Front Setback: 15' (Deviation Previously approved 15')
Side Setback: 5' (Deviation Previously approved 5')
Rear Setback: 10' (Deviation Previously approved 10')
Lot Size: 2,800 square feet

Park Models:

Front Setback: 15' (Deviation Previously approved 15')

Side Setback: 5' (Deviation Previously approved 5')
Rear Setback: 10' (Deviation Previously approved 10')
Lot Size: 2,800 square feet (Deviation Previously approved 2,800 square feet)
Model Size: 500 square feet

Resort Residential Single-Family

Front: 25'
Side: 10'/25' (Corner Lot 2nd front)
Rear: 20'
Lot Size: 6,000 square feet

Resort Residential Townhome

Front Setback: 25'
Side Setback: 7.5' (end units)/ 0' Internal Units (Previously Approved 7.5')
Rear Setback: 20'
Lot Size: 3000 square feet

Resort Residential Duplex

Front Setback: 25'
Side Setback: 10'
Rear Setback: 20'
Lot Size: 8,500 square feet

14. Minimum Buffer Requirements:

North: 50' Natural Vegetative buffer at 80% opacity where mobile homes and active recreation are adjacent to the rural neighboring residences. 50' Natural Buffer for the remainder of the areas not adjacent to development.
South: 25' Landscape buffer along SR 50 where development is proposed, 25' natural buffer in floodplain and wetland area
West: 25' Natural Vegetative Buffer
East: 25' Landscape buffer along Mondon Hill Road

1. Minimum Perimeter Setbacks:

S.R. 50: 125' (Previously Approved at 75')
West: 50'
North: 50'
Mondon Hill: 75'

15. The petitioner shall provide the minimum neighborhood park acreage in accordance with the Hernando County Land Development Regulations. The proposed master plan includes plans for an active recreation area with clubhouse, pool and space for other facilities, such as pickleball courts. The large floodplain area to the west also provides ample opportunity for passive recreation such as pedestrian trails and picnic areas. The area adjacent to the wetland (outside the 25' upland buffer) also provides an opportunity to include passive recreation. Specific Park locations and amenities shall be displayed at the time of

conditional plat or Site Development Permit if developed as a rental community for the development.

16. The petitioner shall be required to meet the natural vegetation area requirements in accordance with the Community Appearance Ordinance.
17. The petitioner shall submit a fire protection plan with the Conditional Plat or Site Development Permit if developed as a rental community in accordance with Hernando County LDRs.
18. The petitioner shall provide a revised plan in compliance with all the performance conditions within 30 calendar days of receipt from county staff of the BOCC approval action report. Failure to submit the revised plan will result in no further development permits being issued.