

**STAFF REPORT**

Planning & Zoning Commission: December 13, 2004

Local Planning Agency: January 12, 2005

Board of County Commissioners: January 12, 2005

Board of County Commissioners:

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**APPLICANT:** Johannes Schalekamp/Holland Spring Industrial Properties, Inc.  
**FILE NUMBER:** CPAM-05-03

**PURPOSE:** Comprehensive Plan Amendment to Amend the Future Land Use Map of the Hernando County Comprehensive Plan from Airport Planned Development District to Residential.

**GENERAL**

**LOCATION:** West side of Anderson Snow Road, north and south of Corporate Boulevard

**LEGAL**

**DESCRIPTION:** A portion of Section 22, Township 23 South, Range 18 East, Hernando County, Florida

**FILE STATUS:** All the requirements necessary to conduct the public hearing have been satisfied.

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**CITIZEN RESPONSE:** FOR: 1 AGAINST: 0

**STAFF FINDINGS:**

The applicant, Johannes Schalekamp/Holland Spring Industrial Properties, Inc., is proposing to change the designation on the Future Land Use Map for an approximately 60 acre parcel from Airport Planned Development District to Residential for the purposes of developing the site for multi-family uses. The Residential Category allows up to 16 dwelling units per acre, however, the applicant has indicated that the intent is to develop the site with Medium Density Multi-family, which by policy 1.01G(3) cannot exceed 9.6 dwelling units per acre. Developing the site at the medium multi-family density could yield up to 572 dwelling units on the parcel. The Airport Planned Development District only allows vested residential development and would preclude the development of new residential projects, hence the need for the Future Land Use Map change.

The parcel is located on the west side of Anderson Snow Road near the intersection of Anderson Snow Road and Corporate Boulevard. It is designated Airport Planned Development District on the Hernando County Comprehensive Plan Future Land Use Map and is currently zoned PDP(Industrial). To the north of the parcel are lots located within the Holland Spring Industrial Park Subdivision. To the south is a vacant 25 acre parcel that was rezoned in 2002 to PDP(Multi-family). To the east across Anderson Snow Road is vacant land zoned for PDP(Industrial). To the west are

located subdivided single family lots lying within Spring Hill Unit 24 subdivision. This parcel is the western most extent of the Airport Planned Development District. The parcels lying north, east, and south of the subject parcel are also within the Airport Planned Development District. The lots to the west of the subject parcel are in the Residential Future Land Use category.

According to the applicant's narrative, access to the parcel will be from Anderson Snow Road, a 100' right-of-way, two lane road and from Industrial Loop, a 60' right-of-way two lane road serving the lots in the Holland Spring Industrial Park Subdivision to the north. Access from the parcel to the Suncoast Parkway interchange at Spring Hill Drive is via Anderson Snow Road to Spring Hill Drive. Access to the Hernando County Corporate Air Park from the parcel is via Corporate Boulevard. Anderson Snow Road is considered to be a major collector and Corporate Boulevard is considered to be a minor collector on the County's Comprehensive Plan. The future condition of Anderson Snow Road is shown to be a four land divided roadway in the County's Comprehensive Plan.

According to the applicant's narrative, there is a 12" water main located on the east side of Anderson Snow Road and an 8" water main on Industrial Loop to the north. Gravity sanitary sewer is available at the intersection of Anderson Snow Road and Corporate Boulevard. Gravity sewer is also available at Industrial Loop to the north.

The applicant has indicated that they have owned the parcel since around 1980, with the intent to develop it and the surrounding lands for industrial uses. The land was master planned and zoned for industrial uses in the early 1980's and has been so zoned since that time. According to the applicant's narrative, efforts to market the parcel for industrial uses has yielded few users, with P.C. Miller Sod one of the few. Over the past ten years, according to the applicant, the area has been developed for more commercial uses, with some of the lots in the industrial subdivision rezoned for commercial uses and developed with a Capital City Bank and a Walgreens Drug Store. Several lots in the industrial subdivision on the east side of Anderson Snow Road, south of Spring Hill Drive, have been rezoned from industrial to commercial.

The applicant has indicated that there are several Future Land Use Element policies that support the change in category from Airport Planned Development District to Residential. These include Policy 1.01G(3): medium density = 9.6 du / acre; Policy 1.01G(6): should be located in close proximity to commercial and employment clusters; Policy 1.01G(7): shall be encouraged as "step-down" use in intensity of use between single family residential and intensive uses such as commercial and industrial; 1.01H(2): protect existing residential areas from encroachment of incompatible uses that are destructive to the character and integrity of the residential environment.

There are several issues that need to be reviewed in conjunction with the request to change the Future Land Use Map category for the 60 acre parcel. These include land use compatibility questions with surrounding uses, the need for additional land designated for residential purposes and the resulting loss of industrial land for the County's future needs, what is the net change in impacts

on public facilities with the proposed new category, and what are the implications for the future operation of the Hernando County Airport with the additional residential units.

With regard to the land use compatibility issue, the nature of the area has changed substantially since the original creation of the industrial subdivision in the early 1980's and also since the creation of the Airport Planned Development District in the County's Comprehensive Plan in 1990. The Suncoast Parkway has been constructed and provides a significant barrier between the Airport properties and those lying to the west. Rezoning activity and development activity has tended away from industrial and toward commercial uses immediately north of the subject parcel. The County has developed a major recreational facility on the east side of Anderson Snow Road to the south of the subject parcel. Spring Hill Unit 24 has continued to have homes constructed on the vacant lots to the west of the subject parcel. With the changes made in the area over the past 10 years it could be argued that Anderson Snow Road could be an appropriate boundary for the Airport Planned Development District.

The second issue regarding the need for additional residential uses and resulting loss in industrial land for future needs is harder to support. Over the past several years, land in the Barclay Road / Anderson Snow Road corridor has shown significant development activity, especially with the completion of the Suncoast Parkway in 1999. However, the majority of the developments that has seen recent activity or have recently gained approval for development date back into the 1980's for their original zoning approval and in the case of Spring Hill actually date to the 1970's. It has been estimated that the aforementioned corridor from County Line Road to north of Powell Road, including lots in eastern Spring Hill, will add approximately 6,000 new dwelling units to the corridor in the next decade. These developments include Trilliam, Avalon, Sterling Hill, the remainder of Silverthorn, Pristine Place, and Spring Hill just west of the aforementioned roads. There is no doubt that this area of the County continues to be a significant housing market and is expected to continue as such for some time.

The applicant's narrative cites the recently approved EAR of the Comprehensive Plan by indicating that the EAR recognized that the location of "residential inventory" may not coincide with the area where the strongest pressure for growth is occurring and the market demand is the greatest. By implication, the applicant is suggesting that there may be a disconnect between the demand for units and the supply of available "residential inventory" in this area. The applicant also cites the 2004 Rental Housing Report of the County Housing Authority, which the applicant claims, supports the need for affordable multi-family rental housing in this part of the County. The applicant also notes that the Housing Study indicated that the percentage of residential rental property in the housing mix is lower than in other Counties in the "Tampa Bay MSA Market". The applicant also points out that the Housing Study indicated that the need for rental housing in the County was to support annual incomes between \$20,000 and \$35,000 per year and that development on this parcel could support that income bracket. The applicant also pointed out that the Housing Study indicates a 4.6% vacancy rate Countywide and no appreciable adjusted vacancy rate in Spring Hill at all.

The Planning Staff reviewed Section IV, Hernando County Rental Housing Demand of the aforementioned County housing study. Table IV-2 (page 40) of the study indicates that the rental demand forecast for the Spring Hill submarket is 1,300 units between 2003 and 2015. Of that demand identified by the study, what should be taken into consideration is the available supply of existing multi-family designated land in the Spring Hill submarket and how much of the identified demand will be absorbed by the existing, designated parcels. There are a number of areas which allow multi-family uses in existing Spring Hill and surrounding developments, so not all of the identified demand would locate on the subject parcel. The applicant has not provided an analysis of the identified demand versus the existing supply of multi-family approved land to be able to support the need for additional units at this location.

The second part of the issue involves the loss of the 60 acres of industrial land supply and what that will mean for the future needs of the County to both provide jobs for an expanding population and help to balance the property tax base. The applicant indicates that the conversion of the 60 acres from potential industrial use to residential use would only represent a 2% loss to the industrial land supply. The applicant points out that the supply of industrial land is disproportionate to the type of jobs being created or predicted to be created in the County in the near future. The applicant suggests that the type of jobs being created in the service and the government categories. The applicant concludes that given the eastward push of residential development, the lack of interest in industrial growth in the immediate area, and the minimal loss of industrial land from this parcel, the net effect of the amendment will be insignificant or can be made up by relocating and replacing industrial land in more appropriate areas of the County. There are several issues to point out with respect to the loss of industrial land. First, it may appear that the significant job creation in the near term is service and government jobs, but the County is pursuing a strategy to increase the number of industrial jobs and the time frame of the comprehensive plan is 20 to 25 years so this 60 acre parcel may be more than an insignificant loss. Second, it is expected that replacing industrial designated property on the Future Land Use Map into areas that have shown levels of development is not that easy of a process. Third, the County needs to take a balanced approach to land use and cannot just be responsive to an explosive demand for residential land use in the near term at the expense of future needs, especially when there is significant residentially designated property in various locations in the County that could accommodate additional growth.

The third issue is the net increase in impacts to the County's public facilities by changing the Future Land Use Designation from Airport Planned Development to Residential. The applicant has submitted information on the net increase in demand between the industrial use and the multi-family use. The applicant assumes that the parcel would yield approximately 496,500 square feet of industrial use as currently designated and zoned. The proposed Residential category could yield up to 572 dwelling units. The following would be the net impacts on public facilities based on the above development assumptions. For sanitary sewer, there would be an approximately 40,000 gallon per day increase in demand. For potable water there would be an approximately 50,000 gallon per day increase in demand. For solid waste there would be a negligible decrease in demand. For traffic there would be a 156 weekday PM peak hour trip increase in demand. For schools there

would be a 200 student increase in demand. With industrial uses, there would be no student demand, so this represents a 100% increase. The County's water and sewer systems serving the area should be able to handle the net increase in demand. Anderson Snow Road is expected to be widened to four lanes over the life of the plan, but has not been scheduled in the current five year list of capital improvements. The school system has been contacted by the developer and it was determined that under present school boundaries, the impacts would be on Springstead High School, Powell Middle School, and Suncoast Elementary. No comment was noted from the School Board Staff in the applicant's materials.

The fourth issue noted was the effect of the proposed land use change on the operation of the Hernando County Airport. The applicant's materials include information from an airport consultant to discuss potential impacts on the residential uses of the subject property. The materials indicate that recent updates to the Airport Master Plan recognize a future potential use of a cargo facility. The applicant indicates that since air cargo facilities typically use larger aircraft, there may be a potential noise impact to the east and west of the airport. This would include the subject parcel. Also noted by the applicant is the potential for a future flight training operation with the construction of a new east/west training runway. The potential training runway could impact the subject parcel. In the past there was discussion of the Hernando County Airport accommodating commercial service, but that is not presently part of the Florida Aviation System Plan. The applicant's consultant prepared a noise contour study, which was run to the year 2024 based on the accepted criteria of State and Federal regulations. The results according to the applicant's consultant is no appreciable effect on the subject parcel from the increased activity at the airport to 2024. However, the applicant points out that the subject parcel is located in the Airport Influence Area, which was adopted by the County in 1999. The regulations for the Airport Influence Area note that the potential for noise impacts from airport operations exists in the mapped influence area and that residential development is restricted in the area unless landowners are put on record that the residential development may be impacted by normal airport operations. The applicant's consultant pointed out that the noise contour study was based on accepted methods of modeling and data and the Airport Influence Area was determined by methodologies that were not apparent and may have been developed for general planning purposes.

With regard to the safety issue, the applicant indicates that the subject parcel underlies what is known as the horizontal surface which is located at 225.95 feet MSL. This means that any structure below a height of 225.95 feet would be permitted by the FAA on the basis of FAR Part 77.

According to the applicant's consultant, the subject parcel is located within the airport Air Traffic Area and would most likely be subject to low-level aircraft overflights and that occasional high level single event noise occurrences could result in "annoyance" and "fear" related impacts to residential land uses.

While not citing any specific major negative effect from the increasing operations at the Hernando County Airport, the applicant's consultant did point out potential issues that may affect any residential development on the subject parcel.

The Planning Staff has considered the above detailed issues and has concluded that the addition of the 60 acres of Residential uses, with the potential for 572 multi-family units, may create a significant problem in the future with the forecasted increase in aviation movements within and out of the Hernando County Airport. In addition, even though the current zoning on the parcel is PDP(Industrial), the Airport Planned Development District allows a significant range of non-residential uses beyond industrial and could be proposed for the parcel. The option for the landowner or prospective purchaser of the parcel would be to petition for a zoning change to a use allowed in the Airport PDD.

**STAFF RECOMMENDATION:**

The Planning Staff recommends that the Planning and Zoning Commission review and recommend to the Local Planning Agency and the Board of County Commissioners that the proposed amendment consisting of a Future Land Use Map change from Airport Planned Development District to Residential not be transmitted to the Department of Community Affairs.

**P&Z RECOMMENDATION:**

The Planning and Zoning Commission voted 3-2 to recommend that the LPA / BCC not transmit CPAM 05-03 to the Florida Department of Community Affairs (DCA) for review and comment, per Staff recommendations.

**NOTE:** On January 4, 2005, the applicant submitted a written request to withdraw this petition.

**LPA/BCC ACTION:**

On January 12, 2005, the LPA/BCC acknowledged the petitioner's withdrawal of the petition.